



TO MEMBERS OF THE PLAN COMMISSION:

There will be a Regular Plan Commission Meeting on Monday, December 10, 2018 at 4:30 p.m. held in the Council Chambers at Altoona City Hall.

**Please note earlier time for this month's Plan Commission Meeting.**

Agenda:

- I. Call Meeting to Order.
- II. Roll Call.
- III. Citizen Participation Period.
- IV. Discuss/consider approval of minutes of the November 12, 2018 Regular Plan Commission Meeting. [Minutes >>](#)
- V. UNFINISHED BUSINESS.
  1. Status of Conditional Use Permit compliance for 2351 Spooner Avenue. [Summary >>](#) [Materials >>](#)
- VI. NEW BUSINESS
  1. Discuss/consider recommendation to City Council regarding Specific Implementation Plan for River Flats Apartments for Lots 15, 16 & 23 in River Prairie Northwest Quadrant as submitted by Mark Held. (Will be discussed at the December 20, 2018 City Council Meeting). [Summary >>](#) [Materials >>](#)
  2. Update on Chippewa Valley Housing Task Force (no action). [Summary >>](#) [Materials >>](#)
  3. Update on Comprehensive Plan. [Summary >>](#) [Materials >>](#)
  4. 2019 City Work Plan [Summary >>](#) [Materials >>](#)
- VII. Miscellaneous Business and Communications.
- VIII. Adjournment.

A handwritten signature in black ink that reads "Cindy Bauer".

Cindy Bauer  
City Clerk

Dated: December 6, 2018

Note: If you are unable to attend, please contact 715-839-6092.

Requests from persons with disabilities who need assistance to participate in this meeting or hearing should be made to the City Clerk's Office at 715-839-6092 with as much advance notice as possible.

**NOTE:** It is possible that members of other governmental bodies of the municipality may be present at the above scheduled meeting to gather information about a subject over which they have decision-making responsibility. No action will be taken by any governmental body at the above-stated meeting other than the governmental body specifically referred to above in this notice.

**Speak Your Peace: The Civility Project**

The Common Council of the City of Altoona, Wisconsin, recognizes and has adopted by *Resolution 3B-15* that the nine tools of civility, drafted by *Speak Your Peace: The Civility Project* will provide increased opportunities for civil discourse in order to find positive resolutions to the issues that face our city. These tools include the following:

*Pay Attention | Listen | Be Inclusive | Don't Gossip | Show Respect | Be Agreeable  
Apologize | Give Constructive Criticism | Take Responsibility*

###

**MINUTES OF THE ALTOONA, WI  
REGULAR PLAN COMMISSION MEETING  
2018 November 12**

**(I) Call Meeting to Order.**

The meeting was called to order by Mayor Brendan Pratt at 6:00 p.m. held in the Council Chambers at Altoona City Hall.

**(II) Roll call.**

Members present: Brendan Pratt, Andrew Schlafer, Dean Roth, Bill Hoepner, Andraya Albrecht, Barbara OasHolmes and Matthew Biren (via phone).

Also Present: City Planner Joshua Clements  
Attorney Ben Lane, Riley Law, Legal Counsel for the City of Altoona.  
City Clerk Cindy Bauer  
Kendra Meyer, Amy Costello, Mike Siedsma representatives from Casey's General Store  
David Selinsky, HTG Architects on behalf of WNB Financial for SIP  
Paul Johnson, Arnie's Service Station

**(III) Citizen Participation Period.**

Anita Norha, 3701 and 3611 US Hwy 12, owns the Retreat Center next to the proposed lot. Norha had concerns regarding the Storm Water Retention Pond. Norha is requesting protection and a plan in place should issues of contamination come up.

Scott Daniels, 3701 and 3611 US Hwy 12, also commented on the Retreat Center that he and Anita own.

Jerry Southworth, 1887 St. Andrews Drive, distributed a statement to the Altoona Plan Commission and City Council regarding opposition to the Casey's Project.

Rolly Knusalla, owns Rolly's Coach Club, 2239 Spooner Avenue, spoke regarding Arnie's Service Station's Conditional Use Permit.

Chuck Slobodnik, 1314 Whistling Straits Court commented on Veterans Day and for all the representation whether it be on the Plan Commission Board or residents.

Gabe Otterson, 1301 Whistling Straits Drive spoke in favor of Casey's General Store.

Motion by Roth/Hoepner to close Citizen Participation Period. **Motion carried.**

**(IV) Approval of minutes.**

Motion by Biren/Oas-Holmes to approve the minutes of the October 15, 2018 Regular Plan Commission meeting. **Motion carried.**

**(V) Unfinished Business**

None.

**(VI) New Business**

**(VI)(1) Discuss/consider recommendation to City Council regarding Final Implementation Plan for Casey's General Store in the Hillcrest Greens Planned Community Development.**

For background information, the Final Implementation Plan for Casey's General Store was considered at the 2018 September 10 meeting of the Plan Commission. The Commission voted 7-0 to recommend that the Council disapprove the proposal. The proposal was considered by the City Council on 2018 September 27. The Council voted to disapprove the proposal and send the proposal back to the Plan Commission for further negotiations, and suggested that the Commission consider creating a subcommittee to do so. During the October 8 Plan Commission meeting the Commissioners appointed a

subcommittee to engage in detailed negotiations with the petitioner with the intent on preparing a revised proposal. That negotiation took place on November 7. The recommendation is the result of the negotiation of this subcommittee with representatives of Casey's and representative of Jim Rooney.

Attorney Ben Lane, Legal Counsel for the City of Altoona commented that Plan Commission Members Barb Oas-Holmes and Andraya Albrecht were on the negotiating committee to discuss conditions. Others on the committee were Mayor Brendan Pratt, Council Member Dale Stuber, Ben Lane, Kendra Meyer, Amy Costello, and Mike Siedsma representing Casey's, and Bill Albrecht representing the Developer of Hillcrest Greens.

Kendra Meyer of Casey's gave a presentation on the Casey's General Store. Meyers provided background information regarding an Analysis, Development Valuation, Property Values, Security, Deliveries, and Employment.

Mike Siedsma, Civil Engineer for Casey's presented a rough Landscaping Plan and noted additional buffering and landscaping. Siedsma provided a rendering of the proposed lighting at night.

Attorney Ben Lane read the 15 proposed conditions for Final Implementation Plan for Casey's Development that the negotiating team came up with. Attorney Lane recommended the Plan Commission approve the conditions as presented.

Plan Commission Member Schlafer mentioned that at the last Plan Commission meeting he had asked if the developer and Casey's would potentially consider moving the store location down to the third phase of the Hillcrest Development by Third Street East. Developer Albrecht said the third phase has been sold; they don't own it anymore.

Discussion was brought up regarding the storm water. City Planner Clements commented on the storm water as addressed in condition item v.

Member Schlafer also had concerns with the hours of operation, particularly deliveries. Schlafer would still like to have reduced hours of operation than what was proposed.

Motion by Hoepner/Roth to recommend to Council approval of the proposed Final Implementation Plan for Casey's General Store in the Hillcrest Greens Planned Community Development with the enclosed negotiated conditions. Schlafer/Biren against. **Motion carried 5-2.**

**(VI)(9) Discuss/consider recommendation to Council regarding a Specific Implementation Plan for WNB Financial in the SW Quadrant of River Prairie.**

City Planner Clements referred to the Planning Department Staff Report and WNB Financial SIP Submittal. Clements explained the Specific Implementation Plan illustrates architecture and site design elements for WNB Financial to be located on the NW corner of Woodman Drive and Blazing Star Boulevard in the Southwest Quadrant of River Prairie. The property is approximately 1.013 acres and is a prepared "pad ready" site. Vehicle access to the site will be utilized from an existing driveway on Blazing Star. The building will be approximately 5,025, single-story financial services office building.

The proposal includes 19 parking spaces, which is one more than would be permitted by the Design Guidelines. Staff recommends approval of the proposal, as the additional space is not anticipated to negatively impact aesthetics or performance of the site, public infrastructure, or nearby property.

Staff recommends **approval** of the Specific Implementation Plan as being in substantial conformance with the River Prairie Design Guidelines & Standards with the following recommended modification (conditions):

- A. **Access, Circulation & Parking (RPDG IX. 1)**
  - 1. Material layout of the designated pedestrian walkway shall be continuous (concrete) as it crosses through the parking lot and drive isles, with a break in the continuity of the parking area paving and not the pedestrian access way [RPDG IX. 1 (C)(5)b].
  - 2. Bicycle racks shall be "U Stand" or "Rounded A" design, or substantially similar, as described in *Altoona Municipal Code* Chapter 19.52, installed per manufacturer specifications. The "Site Plan C102" sheet suggests that the fixtures will need to be moved a greater distance from the curb to prevent overhang into vehicle circulation areas.

3. The site represents one additional parking space than permitted per the River Prairie Design Guidelines and Standards. The additional space is approved as proposed, as this change does not materially impact function or aesthetics of the site, public infrastructure, or nearby property.
- B. Landscaping [RPDG IX 6]**
1. Final Landscape Vegetation and Layout as prepared by professional landscaper (per submission page C105) shall be prepared and reviewed/approved by City Staff prior to installation. The City Council hereby specifically delegates final review and approval authority to City Staff. The petitioner may appeal staff review decisions/conditions to the Plan Commission and City Council as a “minor amendment to the Specific Implementation Plan” per RPDG VIII 3.
  2. Native canopy trees shall be planted in the center of the boulevard between the existing walkway and Woodman Drive at not greater than 25-foot average spacing [RPDG IX 6(D)(2)(a)] approximately as indicated in the enclosed illustration.
  3. Not less than one additional native canopy tree shall be added on the southwest corner of the lot, approximately as indicated in the enclosed illustration.
  4. The elements identified in the concept landscape plan shall be native canopy trees, per the River Prairie Design Guidelines: Canopy trees shall only be substituted with ornamental trees “where overhead lines and fixtures prevent normal growth and maturity” [RPDG IX 6 (D) 2(c)]. However, due to placement of one or more of these features, they may reasonably obstruct the proposed sign location. The petitioner shall clarify the placement and species in submittal of final landscape plan for review/approval.
  5. Native canopy trees shall be planted at or near the west property boundary (between proposed site and storm water facility) at not greater than 40-foot spacing [RPDG IX 6 (D)] (see 1.i, above), not less than 6 specimens (~247’ boundary x 40’ avg spacing). Due to proximity of proposed through lane, specimens may be placed on adjoining City property within ten feet of the curb. This condition is referenced upon [RPDG IX 6 (D)] as well as the purpose of shading of pavement and parking areas ([RPDG IX 1(M)]).
  6. Native canopy trees shall be planted between the parking area and Woodman’s Drive at not greater than 25-foot average spacing [RPDG IX 6 (D), (E), (G)].
  7. Tree selection shall be native species with minimum diversity and planting size as illustrated in the RPDG [IX 6 (D)].
  8. Bio-infiltration devices and water quality swales shall be attractively landscaped with horticulturally appropriate rain garden plantings and shall not be predominately turf grasses.
  9. All planting areas, shall be permanently irrigated, except bio-infiltration devices and except those designed as xeriscaping [RPDG IX 6 (I)]. Water conservation strategies are strongly encouraged [RPDG IX 6 (E)(3)].
  10. Existing trees shall be preserved to the extent reasonably feasible. Those removed or damaged shall be replaced.
- C. Building and Architectural Standards [RPDG IX 7]**
1. Any/all mechanical equipment, including roof-mounted units, shall be appropriately screened by building-compatible materials or landscaping [RPDG, IX 7 H].
  2. All building and site signs shall be required to acquire sign permits and meet design requirements outlined in the River Prairie Design Guidelines, IX 5. Insufficient information provided in the SIP submittals (dimensions, total area calculations, design, lighting, etc.) for sign review and approval.

3. All exterior lighting on the site shall be of full cut-off design and be shielded to prevent spillover of direct light onto adjacent properties [*Altoona Municipal Code* 19.59.030 (H)]. Lighting plan shall be submitted for review with construction documents and shall clearly illustrate how this standard is achieved.
  4. The refuse enclosure shall be gated and constructed of materials substantially similar to those of the principal building façade [RPDG IX 7 H] and be screened with vegetation to the maximum degree practicable.
- D. **Utilities**
1. If the building features a sprinkler system, the Fire Department Connection (FDC) shall be 4” STORTZ and shall be located on the east or south face of the building. Final placement shall be reviewed and approved by Altoona Fire Department.
  2. Private utilities, including electric transformers, shall be located such as to minimize impact on landscaping. Private electric service shall be located on private property under softscape, avoiding impacts on trees and major landscaping elements. City of Altoona reserves the right to review and approve location of electrical transformers and other visible fixtures.
  3. Submittal and successful review of final *storm water plan* and *civil site plan* by City Engineer as described in the *Altoona Municipal Code* Chapter 14.

Motion by Hoepner/Oas-Holmes to recommend to Council approval of the proposed Specific Implementation Plan for WNB Financial as being in substantial conformance with the River Prairie Design Guidelines & Standards with staff recommended modifications. **Motion carried.**

**(VI)(2) Public Hearing at 6:00 p.m. or as soon thereafter as is practical for Plan Commission review of a previously approved Conditional Use Permit and Site Plan review for Arnie’s Service Center, a property located at 2351 Spooner Avenue, Altoona, WI (parcel #201-2065-06-000) and lots 3, 4, 5, 6, 7, 8, block G, Altoona Park Addition). The request is to review and consider modification or revocation of Conditional Use Permit as regulated by Section 19.59.020 F. of the Altoona Municipal Code.**

Mayor Pratt opened the public hearing at 6:50 p.m.

City Planner Clements explained that staff facilitated a discussion at the 2017 May 17 Plan Commission meeting regarding enforcement of City Ordinances concerning paving of commercial drives and parking areas (Ord 3E-08). This was the result of citizen and official’s complaint and staff observation of erosion stemming from unpaved areas used by vehicles as well as accumulation of damaged impounded vehicles. The Plan Commission unanimously moved to “direct staff to work with property owners and businesses to resolve observed and anticipated erosion, and enforce Chapter 19.52 of the Altoona Municipal Code and associated ordinances as necessary.”

City Planner Clements said the Plan Commission held a public hearing on **2017 October 9** concerning the Conditional Use Permit for Arnie’s Service Center due to site conditions. Arnie & Paul Johnson acquired the initial Conditional Use Permit for this property on 1993 December 17. Mr. Johnson (Paul) received an amended Conditional Use Permit on 2016 September 11 adding additional uses to the property.

During the 2017 October meeting, the history of enforcement actions on the property was discussed and resolutions explored. The Commission reviewed a proposed draft Site Plan prepared by Staff and discussed conditions attached to the conditional use permit. The Commission directed staff to bring a revised site plan for discussion on November 13.

During the 2017 November 13 Plan Commission meeting the Commissioners reviewed a revised site plan (see meeting minutes, enclosed). The action included:

- Remove the permit for the impounded vehicles from the lot (*modify existing Conditional Use Permit to remove vehicle impoundment as permitted use*).

- Modifications to the presented site plan regarding paved area setback from sidewalk and existing fuel tank.
- Site plan to be completed in phases in 2018 and 2019 within 24 months of approval.

As of November 8, Mr. Johnson has caused a screening fence to be installed between the building area and adjacent residential properties to the south.

There are two primary avenues for enforcement:

- (1) Enforcement of the Conditional Use: “If the plan commission finds the terms of the conditional use have been violated or the use is detrimental to the area, it may revoke, modify or leave such conditional use unchanged.
- (2) Issuance of municipal citation(s) for violations of Altoona Municipal Code for those site plan conditions not met by the agreed-to deadlines.

Revoking the Conditional Use Permit would exercise the City’s police powers to shut down any business activities that require a conditional use permit per Altoona Municipal Code. This power is provided by Wisconsin Stats § 62.23(7)(f)2 (see below).

The municipal citation for the following violations:

- Parking on unpaved parking area (19.52.070 B.) is \$200.50
- Causing soil erosion (15.12.020) is \$232.00
- Storage of inoperative motor vehicles/parts (10.46.020) is \$213.10
- Public nuisance (8.24) is \$213.10
- Prohibited uses (19.40) is \$358.00

Issuance of citations can be imposed for each day of violation (19.12.070). This power is provided by Wisconsin Stats § 62.23(7)(f)1 (see below).

**WI Stats § 62.23(7)(f) Enforcement and remedies.**

1. The council may provide by ordinance for the enforcement of this section and of any ordinance or regulation made thereunder. In case of a violation of this section or of such ordinance or regulation such council may provide for the punishment by fine and by imprisonment for failure to pay such fine. It is also empowered to provide civil penalties for such violation.
2. In case any building or structure is or is proposed to be erected, constructed, reconstructed, altered, converted or maintained, or any building, structure or land is or is proposed to be used in violation of this section or of any ordinance or other regulation made under authority conferred hereby, the proper authorities of the city, or any adjacent or neighboring property owner who would be specially damaged by such violation may, in addition to other remedies, institute appropriate action or proceedings to prevent such unlawful erection, construction, reconstruction, alteration, conversion, maintenance or use; to restrain, correct or abate such violation; to prevent the occupancy of said building, structure or land; or to prevent any illegal act, conduct, business or use in or about such premises.

Motion by Hoepner/Albrecht to close the public hearing at 6:54 p.m. **Motion carried.**

**(VI)(3) Discuss/consider modification or revocation of Conditional Use Permit and Site Plan for the property located at 2351 Spooner Avenue, Altoona, parcel #201-2065-06-000 and lots 3, 4, 5, 6, 7, 8, block G, Altoona Park Addition.**

Paul Johnson of Arnie’s was present to explain his site plan.

City Planner Clements commented that the proposed enforcement procedure is as follows:

1. Issue a municipal citation for violation of (1) unpaved parking area and (2) causing soil erosion if phase one of the approved Site Plan is not complete by 2018 December 1.
2. Issue municipal citations for (1) and (2) on the first business day of each month, commencing 2019 June 1, until phase one is complete, provided documentation of violations.
3. Hold a duly noticed public hearing in 2019 December if the approved Site Plan and all associated conditions on the approved Conditional Use Permit are not completed and verified by November 13 of that year (24 months following CUP approval) to discuss further enforcement measures per 19.59.020 F.
4. The petitioner shall obtain an erosion control permit and paving permit prior to commencing any land disturbing activities or pavement work to prevent erosion, confirm pavement placement, design elevation and grading to ensure approved handling of stormwater.

Plan Commission Member Hoepner asked Johnson if he had received the correspondence and voice messages from Staff. Johnson replied that he had, but that he must not have read them because he was not aware of the 2018 deadline.

Plan Commission Member Hoepner asked Johnson if he had contacted asphalt companies to obtain bids. Johnson said he verbally talked to a couple companies but had nothing in writing at this time.

Plan Commission Member Oas-Holmes asked if there could be some money escrowed to assure the paving will be done in the spring of 2019.

Plan Commission Members Schlafer and Roth said there could be a compromise to say the entire property should be paved by July or August of 2019. They suggested Paul Johnson obtaining a bid now and an end date, and a copy of bid or a signed contractor's agreement.

Following discussion, Plan Commission Members recommended that Paul Johnson obtain a couple bids for paving of his lot and present a signed contractor's agreement and deposit to the Plan Commission at its December 10, 2018 Plan Commission Meeting with final paving completed by August 1, 2019. The intention of the Plan Commission would be that the deposit to the contractor would be in lieu of a fine to the City.

City Planner Clements clarified the suggested motion as follows:

To modify the approved terms of the Conditional Use Permit specifically the implementation schedule in recognition that items b. Complete screening fence along the southwest property boundary and c. Complete screening gate of dumpsters and scrap storage area behind building has been completed, that the implementation date shall be August 30, 2019 of completion of the site plan and to provide a signed contractor's agreement for paving for completion of the work provided by the December 10, 2018 Plan Commission meeting including any deposit that may be required to contract the work in lieu of any fines and if not provided to proceed issuing municipal citation enforcement after that date.

Motion by Oas-Holmes/Hoepner to modify the approved terms of the Conditional Use Permit as noted above by City Planner Clements. **Motion carried.**

**(VI)(4) Discussion of zoning enforcement regarding paving of parking and driving areas (no action).**

City Planner Clements referred to the following enclosed parcels pertaining to paving of parking and driving areas:

- 2018-1016 Notice - 1420 N Hillcrest Parkway
- 2018-1016 – 1420 N Hillcrest Parkway Photos
- 2017-0817 Notice – 1420 N Hillcrest Parkway
- 2018-1016 Notice – 2437 Spooner Avenue
- 2017-1011 Notice – 2437 Spooner Avenue
- 2017-0817 – 2437 Spooner Avenue Photos
- 2018 Staff Correspondence with Mike Buck (Mega Holiday)



City Planner Clements explained that City staff facilitated a discussion at the 2017 May 17 Plan Commission meeting regarding lack of paving at multiple commercial sites in Altoona and resulting erosion. This led to discussion on 2017 October 9 and November 13, and at the latter meeting a public hearing was held to modify the conditional use permit for Arnie's Service Center (as discussed earlier in this meeting).

2437 Spooner Avenue, Local Ad Saver

City staff provided a written notice to Tim Heinz, property owner, dated 2017 October 11. This letter confirmed a phone discussion with Mr. Heinz regarding the deadline to pave all areas utilized by vehicles no later than 2019 November 1. Mr. Heinz has since verbally confirmed his understanding of this deadline, and has discussed what paving may need to be done. A reminder letter dated 2018 October 16 has been sent. **Incomplete.**

1027 N. Hillcrest Parkway, Mega Holiday

As previously noted, Clements met with Mike Buck CEO Mega Co-op, on-site on 2017 September 5. Mr. Buck reported that the existing pavement is nearing the end of its life and that replacement is planned in approximately two years.

Since that date, Mega has relocated the refuse dumpsters and placed small boulders around the periphery of the site to keep vehicles on the existing pavement. In correspondence dated 2018 Nov 2, Mr. Buck confirmed that Mega is planning to make improvements in pavement and drainage at this site in 2019. **In Progress.**

1420 N. Hillcrest Parkway, Transport Garage

The initial written correspondence to the Transport Garage was dated 2017 August 17 and yielded no response. Clements provided written notice dated 2018 October 16 that all areas utilized by vehicles shall be paved, pursuant to ordinance no later than 2020 November 1 (see letter, enclosed).

Staff investigated the files concerning this property regarding status of any existing conditional use permits for operation of repair facility or of an approved site plan. Earliest available records indicate that a business indicated as "Niels' Auto Body" was conducting business at the site prior to 1975, at which time a building permit was issued to add a 30' x 26' building to the existing 30' x 60' structure. There are no records of a conditional use permit or site plan every submitted, reviewed or approved. **Incomplete.**

602 N. Hillcrest Parkway, Brown Storage Units

Mr. Brown received a Conditional Use Permit on 2016 April 11 for the construction of 12 self-storage buildings and associated site work. Since that time, Mr. Brown has received enforcement action from the City and Department of Natural Resources due to erosion on and around the site.

City staff met with Mr. Brown on 2018 October 16 to discuss completion of required paving as indicated in the approved site plan. Staff also participated in a site visit with the DNR on October 16 to record existing conditions. Mr. Brown provided evidence of a contract for site paving to City staff, however, staff received notice that due to the impending temperatures the asphalt plants are shutting down. **Incomplete.**

Mayor Pratt asked if the City could enforce paving prior to any more storage units getting constructed.

**(VI)(5) Discussion regarding dedication of Jelly Bean Hill as City Park.**

City Planner Clements explained that during the 2018 October 11 Business Park Meeting and 2018 October 15 Plan Commission Meeting Councilperson Schlafer noted his understanding and

accounting that parcel (#201-2046-08-110) in the Altoona Business Park has been dedicated as a City Park. Clements referred to the minutes from the 2014 February 12 City Council meeting where this discussion took place.

The following is a transcription from the recording of that meeting:

Item #11 "Discuss/consider and public discussion on development or preservation of Altoona Business Park Property owned by the City (Jelly Bean Hill)", no motion was made on that agenda item. The discussion as recorded largely follows Cindy's minutes (enclosed).

Following closed session discussion regarding purchase/sale of property:

- Motion: (Pratt) "That we accept the Diamond Studio's bid subject to legal review of the contract and review of the building specifications to meet the covenants and providing that the money will be used to enhance or to maintain that other area for park land, and that we will take that other lot off the market and it will be left as-is for now."
- Henning: "Second".
- Golat: "Based on our discussion, we would like the estimated building valuation and timing for build-out". (accepted amendment to motion Pratt/Henning)
- Roll call vote:
- 3-ayes: Henning, Pratt, Stuber; 1-nay, Schlafer.

City Planner Clements further mentioned that the City directed staff on 2014 August 28 to draft a one year brokerage contract with Dean Larsen. That contract was approved on 2014 September 25<sup>th</sup>. Discussion of the business park properties or future park use did not take place in open session during either date.

City Planner Clements and Clerk Bauer completed a key word text search as well as a manual reading of the minutes of City Council proceedings since 2014 February. This parcel (#201-2046-08-110) as well as the neighboring parcel of previous interest to Diamond School of Dance (#201-1046-08-120) were not the subject of a motion, or of discussion entered into the minutes. Based upon this information, staff could draft a resolution to dedicate parcels #201-2046-08-110 (business park) and #201-2318-03-000 (Outlot 4 of High Point Estates) as City Park known as "Jelly Bean Hill" for presentation and action at a future meeting. The parcels should then be rezoned to P Public & Conservancy. Such a motion could include further restricting future use through directing staff to draft a deed restriction. Given that one such lot is located within the Business Park and is encumbered by the Business Park Restrictive Covenants, it may be appropriate to hold a meeting of the Business Park Board prior to the Plan Commission and Council considering such an action item.

Plan Commission Member Schlafer mentioned that for the sake of good order is to have a Business Park meeting soon to discuss this item.

No action at this time.

**(VI)(6) Update on Chippewa Valley Housing Task Force (no action).**

City Planner Clements reported that meeting three of the Chippewa Valley Housing Task Force took place on November 1 at the River Prairie Center with 42 attendees, among them Mayor Pratt, Councilperson Hanks and Biren, two members of the Eau Claire County Board and two members of the City of Eau Claire Common Council. Roughly one-third of the attendees were elected officials or public staff with the remaining was a representative diversity of professionals from building, construction, finance and housing owners as well as public staff and interested citizens. The meeting consisted of a brief summary of the process to-date, then separated into round-table discussions to work through facilitated questions to generate more specific and detailed strategies in order to develop a draft action plan and implementation priorities. Clements provided Plan Commission Members with the Executive

Summary meeting two, which took place on August 30. That summary reflects the topics and ideas provided by the participants and the frequency of those responses. Responses are grouped by general topic. This summary was used to generate questions for meeting three and the upcoming subgroup meetings, and used as reference for the future report.

Clements mentioned that among the recommendations of the task force is to host focused discussions on specific topic areas in order to refine, target and prioritize the resulting recommendations and strategies. Four meetings have been scheduled:

- November 14, 8:00am Lived Experience / Service Providers  
E.C. County Courthouse RM 2532
- November 14, 3:00pm Building / Development  
Chippewa Valley Home Builders Assoc.
- November 16, 9:00am Zoning / Policy  
SHIFT Coffee
- Nov 28-30 (TBD) Finance

Clements said that Meeting four will take place between December 6 and 14 (based upon poll of participants), location to be determined. Logistics will be provided to the Commissioners as soon as details are finalized. This meeting is expected to be the final task force meeting in its current structure and purpose. The purpose of that meeting will be:

- Review and seek consensus on a draft recommendations document;
- Discuss action planning, prioritization and implementation strategy;
- Discuss and determine future form of this broad assembly of people working on housing.

The draft Task Force recommendations document will be included for discussion in the December 10<sup>th</sup> Plan Commission agenda. At that time, staff will facilitate a discussion and seek guidance regarding action plan and recommendations regarding housing in the City of Altoona. This discussion is intended to result in general and/or specific direction to staff to proceed into investigating items to bring to the Plan Commission and Council at future meetings.

**(VI)(7) Update on Comprehensive Plan (no action).**

City Planner Clements explained that the City of Altoona's current Comprehensive Plan was adopted in May 2009 and completed under contract with MSA Professional Services. That plan is approaching ten years old and conditions in the City have changed significantly since that time. City staff are preparing to undertake the generation of an entirely new plan.

The work that City staff has recently, currently, or expect to undertake will directly contribute to the Comp Plan, including:

- *Altoona Place Plan* (Parks & Rec, Pedestrian & Bicycling Plan)
- Chippewa Valley Housing Task Force recommendations
- GIS layer construction (by contract with RPC)
- Water system study (budgeted 2019)
- Scenario Planning (budgeted 2019)

These studies and planning efforts will constitute a significant portion of the technical aspects the plan. The planning process will focus on citizen participation and identifying strategies and goals through scenario planning. In fall 2017, the City initiated a contract with West Central Wisconsin Regional Planning Commission (RPC) to construct GIS layers and generate base maps for the purpose of supporting the generation of a new Comprehensive Plan. The GIS layers will also provide City Staff the capacity to generate new maps and analysis. Up until summer 2017, the City did not have in-house GIS capacity. GIS software has been purchased, but much of the information utilized is not complete or

correspond to the maps and analysis required to complete the Comprehensive Plan. The GIS layer construction project will be complete by the end of 2018. The next phase will be creating a project overview, timeline, public participation plan to guide the process.

City Planner Clements said City staff is working on developing a contract for services with the RPC to support City Staff in conducting scenario planning exercises and associated public engagement. **Scenario planning** is a decision support methodology utilizing modeling, forecasts and other techniques to generate a set of plausible potential futures (scenarios).

Clements said the next steps as City staff are working toward completion of the *Altoona Place Plan* and bringing recommendations from the Housing Task Force to the Commission and Council, staff will also prepare a proposed Comprehensive Plan project timeline and public participation plan. Staff intends to provide an update to the Commission in December with draft timeline and other documents in January.

**(VI)(8) Discussion regarding time of December 10 Plan Commission meeting**

City staff requests beginning the December 10 Plan Commission meeting earlier than 6:00pm due to school activities that are occurring in Eau Claire and Altoona that evening. Meeting time of 4:30 pm is requested.

**(VII) Miscellaneous Business and Communications.**

**(VIII) Adjournment.**

Motion by Hoepner/Roth to adjourn at 7:55 p.m. **Motion carried.**

Minutes transcribed by Cindy Bauer, Altoona City Clerk



## MEMORANDUM

TO: Plan Commission Members

FROM: Joshua Clements, City Planner & Zoning Administrator

SUBJECT: 2018 December 10 Plan Commission Meeting Items

Provided below for your consideration is a summary of the 2018 December 10 Regular Plan Commission Meeting agenda items. The meeting shall commence at **4:30 p.m.**, as determined at the 2018 November 12 meeting.

### (V) UNFINISHED BUSINESS

**ITEM 1 – Status of Conditional Use Permit compliance for 2351 Spooner Avenue.** [Agenda >>](#) [Materials >>](#)

See Enclosed:

- Conditional Use Permit, 2351 Spooner Avenue (2018-1112)
- Staff Correspondence, 2018-1203

The Plan Commission held a public hearing regarding the Conditional Use Permit for 2351 Spooner Avenue during the 2018 November 12 meeting to discuss enforcement action due to incomplete implementation of the CUP conditions and continued violation of Altoona Municipal Code.

As of the time of summary preparation (2018-1206) a copy of a contract for paving services has not been provided.

### (VI) NEW BUSINESS

**ITEM 1 – Discuss/consider recommendation to City Council regarding Specific Implementation Plan for River Flats Apartments for Lots 15, 16 & 23 in River Prairie Northwest Quadrant as submitted by Mark Held. (Will be discussed at the December 20, 2018 City Council Meeting).** [Agenda >>](#) [Materials >>](#)

See Enclosed:

- Staff Report (2018-1206)
- Specific Implementation Plan
- Draft Certified Survey Map

The proposed Specific Implementation Plan for the River Flats Apartments in the River Prairie Planned Community, Northwest Quadrant, comprises the building and site conditions for two buildings on Lots 15, 16 and 23. The building proposed for Lot 15 and 16 has a 14,919 ft<sup>2</sup> footprint and includes 22 residential units in two stories above 30 stall at-grade automobile parking garage. The building proposed for Lot 23 is 14,285 ft<sup>2</sup> footprint and include 12 residential units above 22 stall at-grade automobile parking garage. Total vehicle parking spaces is 52 spaces corresponding to 34 residential units, 50 total bedrooms.

The design for each building includes a pitched stranding steam steel roof structure with 3- to 6-foot overhang. The narrow ends of each building featuring the 6-foot roof overhangs include exposed support truss accents. The façade materials include cultured stone first story and extending to variable heights and up to the roofline in vertical elements. The predominate upper level façade material is smart board siding (engineered wood fiber). The stormwater generated from this site will be predominately accommodated by existing downstream constructed facilities owned by the City of Altoona as well as on-site rain garden infiltration areas.

The proposal is more completely summarized in the enclosed Staff Report and SIP.

The recommendation of the Plan Commission will be heard at the City Council meeting on December 20<sup>th</sup>.

Planning Department recommends the Plan Commission recommend to the Council approval of the Specific Implementation Plan as being in substantial conformance with the General Implementation Plan with specified modifications and conditions:

**A. Access, Circulation & Parking (RPDG IX. 1)**

1. Material layout of the designated pedestrian walkway shall be continuous (concrete) as it crosses through the Lot 15/16 driveway, with a break in the continuity of the parking area paving and not the pedestrian access way [RPDG IX. 1 (C)(5)b].
2. The walkway between the 22-unit building and the parking lot and 12-unit building (matching with the existing public walkway on its west end, traversing the driveway, and extending between the buildings) shall match the width of the existing walkway of 8 feet.
3. Connect the walkway located immediately adjacent to the west façade of Lot 23 to the walkway that passes between the proposed buildings, approximately as shown in the enclosed illustration.
4. The area shown as “50 LF of Mountable Curb” (Pg 3/8) along the shared driveway shall be a full standard curb consistent with the existing parking lot.
5. Ensure placement of appropriate curb ramp corresponding to handicap parking spaces indicated on Outlot 3.

**B. Landscaping [RPDG IX 6]**

1. Final Landscape Plan shall be prepared and reviewed/approved by City Staff prior to installation. The City Council hereby specifically delegates final review and approval authority to City Staff, provided the River Prairie Design Guidelines and Standards and approval conditions are met. The petitioner may appeal staff review decisions/conditions to the Plan Commission and City Council as a “minor amendment to the Specific Implementation Plan” per RPDG VIII 3.
2. Native canopy trees shall be planted in the setback of Lot 23 between the building and sidewalk approximately as indicated in the enclosed illustration (not less than 5 specimens) [RPDG IX 6(D)].
3. Tree selection shall be native species with minimum diversity and planting size as illustrated in the RPDG [IX 6 (D)].
4. All planting areas, shall be permanently irrigated, except infiltration areas and except those areas designed as xeriscaping [RPDG IX 6 (I)]. Water conservation strategies are strongly encouraged [RPDG IX 6 (E)(3)].
5. Existing trees, landscaping, and hardscape shall be preserved to the extent reasonably feasible. Any damaged or removed plant material or hardscape shall be replaced.

**C. Building and Architectural Standards [RPDG IX 7]**

1. Areas of “blank” facades along the first level shall be modified to meet the design guidelines [RPDG 7.2 (F); 7.3 (C), (D)].

2. Any/all mechanical equipment, including but not limited to roof-mounted and ground-placed units, shall be appropriately screened by building-compatible materials or landscaping [RPDG, IX 7 H].
3. All building and site signs shall be required to acquire sign permits and meet design requirements outlined in the River Prairie Design Guidelines, IX 5. Insufficient information provided in the SIP submittals (dimensions, total area calculations, design, lighting, etc.) for sign review and approval.
4. All exterior lighting on the site shall be of full cut-off design and be shielded to prevent spillover of direct light onto adjacent properties [*Altoona Municipal Code* 19.59.030 (H)]. Lighting plan shall be submitted for review with construction documents and shall clearly illustrate how this standard is achieved.
5. Refuse/recycling containers shall be stored within the building.

#### **D. Utilities & Stormwater**

1. Storm water infiltration areas shall be provided provide on-site stormwater infiltration to accommodate clean roof water to the maximum extent practical [RPDG IX 2][see provided illustration]. Any feature to be located in the City-owned Outlot 3 that receives stormwater from the proposed development shall be perpetually and appropriately maintained by the petitioner, and memorialized via a Development Agreement or maintenance agreement. Stormwater infiltration basins shall be attractively landscaped and maintained with horticulturally appropriate rain garden plantings and shall not be predominately turf grasses.
2. Building and site shall not be designed to convey stormwater over walkways. Stormwater shall enter the structural conveyance system on private property, by way of existing city-installed service lines to each property.
3. If the building features a sprinkler system, the Fire Department Connection (FDC) shall be 4” STORTZ and shall be located on the street-facing façade of each building. Final placement shall be reviewed and approved by Altoona Fire Department.
4. Add a Fire Hydrant at the terminus at one of the two removed water laterals serving Lot 15/16.
5. Add a Fire Hydrant within the setback of Lot 23 near the existing water lateral.
6. KNOX boxes shall be located by the primary street-facing entrances, nearest to FDC location, for each building. Confirm location prior to installation with Altoona Fire Department.
7. Private utilities, including electric transformers, shall be located such as to minimize impact on landscaping. Private electric service shall be located on private property under softscape, avoiding impacts on trees and major landscaping elements. City of Altoona reserves the right to review and approve location of electrical transformers and other visible fixtures.
8. Submittal and successful review of final *storm water plan* and *civil site plan* by City Engineer as described in the *Altoona Municipal Code* Chapter 14.
9. City of Altoona utility staff shall be provided access to utility room(s) for metering purposes.

#### **E. Land Subdivision & Access**

1. A Development Agreement shall be completed and agreed to by the City and Petitioner encompassing those duly noted items in the SIP approval conditions prior to issuance of construction permits.
2. The Development Agreement shall memorialize easement access to the parking for each building on the Certified Survey Map. That portion of the adjoining Outlot 3 owned by the City of Altoona that is utilized exclusively for vehicle access to the building (“driveway”) shall be maintained by the adjacent property owner.
3. All walkways leading from the buildings and traversing Outlot 3 shall be maintained by the property owner, further defined as from the point of departure from the through public walkway to the building.
4. Development agreement shall include recognition of the encroachment of balconies into Outlot 3.

5. Easement(s) shall be recorded for any stormwater facility or device that serves or collects water primarily from the proposed Lots, up to the point where this facility connects to the public structure. The construction and satisfactory perpetual maintenance shall be the responsibility of the building owner.

**Suggested motion:** I move to recommend/not recommend to Council approval of the proposed Specific Implementation Plan for River Flats Apartments as being in substantial conformance with the River Prairie Design Guidelines & Standards with staff recommended modifications.

**ITEM 2 - Update on Chippewa Valley Housing Task Force (no action).** [Agenda >>](#) [Materials >>](#)

See Enclosed:

- Summary of Housing Task Force Meeting 3, 2018 November 1.
- ALICE Report, Eau Claire County, 2018.
- Using TIF to Benefit Affordable Housing, WI League of Municipalities, 2018.
- “Repurposing Single-Family Homes and Neighborhoods.” American Planning Association *Zoning Practice*, February 2018.
- “The Unintended Consequences of Housing Finance.” Regional Plan Association (New York). February 2016.

The fourth meeting of the Chippewa Valley Housing Task Force is scheduled for 8:00 – 10:00 on December 14<sup>th</sup> at the L.E. Phillips Public Library, Eau Claire Room. The two principal items of business are reviewing the initial draft Task Force Report to achieve general consensus on recommendations and priorities, and to determine how to continue the momentum of this group to achieve short- and long-term success.

Staff had intended on having the initial draft complete in time to provide to the Plan Commission at this time; however, significant pieces remain to be drafted. This document will be provided to the Plan Commission electronically as soon as it is prepared.

Since the November meeting of the Commission, four subgroups have met to generate additional, focused insight into the Task Force Report. These groups are: Lived Experience / Service Providers; Building / Development; Zoning / Policy; and Finance. Based upon the feedback from the participants, there is strong interest for these small groups to continue to meet. This will be discussed on December 14<sup>th</sup> as well.

It is important to note that the City of Eau Claire has been increasingly active in this area. Scott Allen, the Community Development Director since April, serves as Task Force Co-Chair. Councilpersons have attended each of the meetings and many of the subgroup meetings. The Eau Claire City Council held a housing-focused listening session on September 24<sup>th</sup> and will hold a work session on December 11<sup>th</sup>.

As is the intent and design of the Task Force, Altoona staff will continue to work together, along with private sector and other partners, to ensure we have a united effort to address housing. Some of our opportunities and capacities in Altoona differ due to geography, context and scale, and what each elected body may choose to pursue and prioritize will be up to each.

Attached are select references and information regarding housing for your reading. Of particular note is the ALICE report, which stands for Asset Limited, Income Constrained, Employed, and is a measure of those who are not considered impoverished by federal standards but are also not generating enough income to afford the cost of living in the county. The ALICE figures indicate that 36% of Altoona and 42% of Eau Claire County Residents fall within this analysis as people who are struggling to afford basic needs (of which housing is one).



### Next Steps:

Provided the Task Force achieves consensus, the Final Report will be presented to the Plan Commission at our 2019 January 14 meeting. Staff will prepare a proposed Altoona Housing Strategy for Plan Commission and Council consideration to serve as an interim policy declaration to guide staff until the Comprehensive Plan is complete.

### **ITEM 3 - Update on Comprehensive Plan (no action).** [Agenda >>](#) [Materials >>](#)

See Enclosed:

- “Integrating Capital Improvements Planning with the Comprehensive Plan”, PAS Memo Sept/Oct 2018, American Planning Association
- “Sustaining Places Practices for Comprehensive Planning”, Planning Advisory Service, American Planning Association, 2015

City Staff has begun to review the GIS database information that is being prepared under contract by the West Central Wisconsin Regional Planning Commission. As part of this contract, the RPC will prepare initial maps for utilization in the Comprehensive Plan. These maps will serve as the “base” for public input and spatial analysis, and will be further modified to reflect the recommendations and strategies that result from the planning process. Staff is currently working with the RPC to develop a contract for services for the scenario planning portion, which was discussed at the 2018 November 12 Plan Commission meeting.

There are two general contemporary approaches to structuring the Comprehensive Plan, with many derivatives and modifications utilized by particular consulting firms, address particular regional/local dynamics, or to meet State requirements:

- Plan by Element – this is by far the most typical approach for Comprehensive Plans. This approach creates a chapter for each element, such as housing, land use and transportation. The benefits are that each Chapter is intended to cover policy guidance on that topic and that updates to the plan can be targeted toward a specific element. The drawback is that this approach can create “silos” and lack of continuity between elements.
- Plan by Geographic Area – a less common approach that address specific areas of interest in the City, such as by neighborhood, corridor, etc., and integrates all elements as they pertain to that geographic area.

### **Plan Commission Role**

Wisconsin Statutes § 62.23 provides guidance regarding the role of the Plan Commission as well as the structure of the Master Plan (Comprehensive Plan), which is further described in § 61.1001. Select portions of those statutes are enclosed below.

#### **62.23 City Planning.**

##### **(1) COMMISSION.**

- (a)** The council of any city may by ordinance create a “City Plan Commission,” to consist of 7 members. The commission shall also include, as a nonvoting member, a representative from a military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, that is located in the city, if the base's or installation's commanding officer appoints such a representative. All members of the commission, other than the representative appointed by the commanding officer of a military base or installation, shall be appointed by the mayor, who shall also choose the presiding officer. The mayor may appoint himself or herself to the commission and may appoint other city elected or appointed officials, except that the commission shall always have at least 3 citizen members who are not city officials. Citizen members shall be persons of recognized experience and qualifications. The council may by ordinance provide that the membership of the commission shall be as provided thereunder.
- (d)** The members of the commission shall be appointed to hold office for a period of 3 years. Appointments shall be made by the mayor during the month of April for terms that expire in April or at any other time if a vacancy occurs during the middle of a term.

- (e) The city plan commission shall have power and authority to employ experts and a staff, and to pay for their services and such other expenses as may be necessary and proper, not exceeding, in all, the appropriation that may be made for such commission by the legislative body, or placed at its disposal through gift, and subject to any ordinance or resolution enacted by the governing body.
- (f) Any city may by ordinance increase the number of members of the city plan commission so as to provide that the building commissioner or building inspector shall serve as a member thereof.
- (2) FUNCTIONS. It shall be the function and duty of the commission to make and adopt a master plan for the physical development of the city, including any areas outside of its boundaries that in the commission's judgment bear relation to the development of the city provided, however, that in any county where a regional planning department has been established, areas outside the boundaries of a city may not be included in the master plan without the consent of the county board of supervisors. The master plan, with the accompanying maps, plats, charts, and descriptive and explanatory matter, shall show the commission's recommendations for such physical development, and shall, as described in sub. (3) (b), contain at least the elements described in s. 66.1001 (2). The commission may from time to time amend, extend, or add to the master plan or carry any part or subject matter into greater detail. The commission may adopt rules for the transaction of business and shall keep a record of its resolutions, transactions, findings, and determinations, which record shall be a public record.
- (3) THE MASTER PLAN.
  - (a) The master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development.
  - (b) The commission may adopt the master plan as a whole by a single resolution, or, as the work of making the whole master plan progresses, may from time to time by resolution adopt a part or parts of a master plan. Beginning on January 1, 2010, or, if the city is exempt under s. 66.1001 (3m), the date under s. 66.1001 (3m) (b), if the city engages in any program or action described in s. 66.1001 (3), the master plan shall contain at least all of the elements specified in s. 66.1001 (2). The adoption of the plan or any part, amendment, or addition, shall be by resolution carried by the affirmative votes of not less than a majority of all the members of the city plan commission. The resolution shall refer expressly to the elements under s. 66.1001 and other matters intended by the commission to form the whole or any part of the plan, and the action taken shall be recorded on the adopted plan or part of the plan by the identifying signature of the secretary of the commission, and a copy of the plan or part of the plan shall be certified to the common council, and also to the commanding officer, or the officer's designee, of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, that is located in or near the city. The purpose and effect of the adoption and certifying of the master plan or part of the plan shall be solely to aid the city plan commission and the council in the performance of their duties.
- (4) MISCELLANEOUS POWERS OF THE COMMISSION. The commission may make reports and recommendations relating to the plan and development of the city to public officials and agencies, public utility companies, civic, educational, professional and other organizations, and citizens. It may recommend to the mayor or council, programs for public improvements and the financing thereof. All public officials shall, upon request, furnish to the commission, within a reasonable time, such available information as it may require for its work. The commission, its members and employees, in the performance of its functions, may enter upon any land, make examinations and surveys, and place and maintain necessary monuments and marks thereon. In general, the commission shall have such powers as may be necessary to enable it to perform its functions and promote municipal planning.

**66.1001 Comprehensive planning.**

- (1) DEFINITIONS. In this section:
  - (a) "Comprehensive plan" means a guide to the physical, social, and economic development of a local governmental unit that is one of the following:
    - 1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).
    - 2. For a city, village, or town, a master plan that is adopted or amended under s. 62.23 (2) or (3).
    - 3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10).
  - (am) "Consistent with" means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.
  - (b) "Local governmental unit" means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.
  - (c) "Political subdivision" means a city, village, town, or county that may adopt, prepare, or amend a comprehensive plan.
- (2) CONTENTS OF A COMPREHENSIVE PLAN. A comprehensive plan shall contain all of the following elements:

- (a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.
- (b) *Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.
- (c) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.
- (d) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.
- (e) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. [295.20 \(2\)](#), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.
- (f) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.
- (g) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. [66.0301](#), [66.0307](#) or [66.0309](#). The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

- (h) *Land-use element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.
  - (i) *Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.
- (2m) EFFECT OF ENACTMENT OF A COMPREHENSIVE PLAN, CONSISTENCY REQUIREMENTS.**
- (a) The enactment of a comprehensive plan by ordinance does not make the comprehensive plan by itself a regulation.
  - (b) A conditional use permit that may be issued by a political subdivision does not need to be consistent with the political subdivision's comprehensive plan.
- (3) ORDINANCES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLANS.** Except as provided in sub. (3m), beginning on January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan:
- (g) Official mapping ordinances enacted or amended under s. [62.23 \(6\)](#).
  - (h) Local subdivision ordinances enacted or amended under s. [236.45](#) or [236.46](#).
  - (j) County zoning ordinances enacted or amended under s. [59.69](#).
  - (k) City or village zoning ordinances enacted or amended under s. [62.23 \(7\)](#).
  - (L) Town zoning ordinances enacted or amended under s. [60.61](#) or [60.62](#).
  - (q) Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. [59.692](#), [61.351](#), [61.353](#), [62.231](#), or [62.233](#).

As noted above, State Statues require the inclusion of elements in the Comprehensive Plan. Statues are otherwise silent as to how these elements are constructed (thus allowing some creativity of an “element-based” or “area-based” plan). The following summarizes the required elements, as well as some additional elements that are increasingly utilized or directly addressed as plan elements:

- | <u>Required</u>                                 | <u>Additional</u>                       |
|---|---|
| 1. Issues & Opportunities                       | 1. Sustainability and Climate           |
| 2. Housing                                      | 2. Public Health                        |
| 3. Transportation                               | 3. Neighborhoods or Special/Focus Areas |
| 4. Utilities and Community Facilities           | 4. Urban Design                         |
| 5. Agricultural, Natural and Cultural Resources |   |
| 6. Economic Development                         |   |
| 7. Intergovernmental Cooperation                |   |
| 8. Land Use                                     |   |
| 9. Implementation                               |   |

## Plan Commission Engagement & Direction Process

Staff expects that there will be agenda items with potential action items on most Plan Commission agenda throughout the process leading up to ultimate recommendation for adoption. However, in order to enable in-depth discussion of plan content, as well as bring additional stakeholders into the discussion, one or more issue-specific focus groups or committees may be appropriate. These may dive into housing, economic development, transportation, or other big picture issues.

- Commission Working Meetings – Formal noticed meetings wherein staff guides the entire Plan Commission through exercise(s) related to content of the plan.
- Council Working Meetings – Potential formal noticed meeting(s) of the City Council where staff guides elected officials through exercise(s).
- Planning Subcommittee – Potential creation of a subcommittee that meets separately and incorporate additional persons and perspectives to engage in investigating opportunities, challenges, and research elements of the Plan.
- Specialized Topic Committees – Potential creation of subcommittee(s) that investigates specific topics

The creation of a Planning Committee is recommended, as well as planning to schedule Working Meetings at key points throughout the process at points to be determined. The Plan Commission, with support by the Planning Subcommittee, may determine that specialized subcommittees or meetings may be advantageous to schedule.

These Plan Commission specific engagement processes are separate, but overlap and interact with, internal multi-departmental staff efforts and those targeted toward the general public. These will be presented and discussed with a proposed Public Participation Plan.

As discussed at the November meeting, staff intends to prepare a draft timeline, public participation plan and project plan to the Commission in January.

### **ITEM 4 – 2019 City Work Plan (no action).** [Agenda >>](#) [Materials >>](#)

See Enclosed:

- 2019 City Work Plan

City Administrator Mike Golat presented the proposed 2019 City Work Plan at the November 29<sup>th</sup> City Council meeting. The plan was approved by resolution. The plan was created by City Department Heads to communicate major projects and policy priorities for the coming year, and as a tool for evaluation.

The big lift will be the Comprehensive Plan. This may be an 18-month process, which is typical. As discussed earlier in this meeting, the early part of the year will also focus on wrapping up the current phase of the Housing Task Force, determining future of that effort, and producing Altoona-specific recommendations. The *Place Plan* will also be a focus until it is completed, ideally by May 1. Most of the other identified activities are tasks closely aligned with the Comprehensive Plan (by design). Staff anticipates that between 30 and 50 of work time will be dedicated to current planning (development review), Commission/Council reporting, code enforcement, customer service and staff supervision.



**PLANNING DEPARTMENT**  
**CONDITIONAL USE PERMIT**

2018 November 15

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As resolved by the City of Altoona Plan Commission, **2018 November 12, Conditional Use Permit** as regulated by Wis. Stats. §62.23(7)(de) and Section 19.54 of the Altoona Municipal Code:

**Parcel ID:** 201-2065-06-000  
**Address:** 2351 Spooner Avenue  
**Applicant:** Paul Johnson DBA Arnie's Service Center  
**Legal Description:** Lots 3, 4, 5, 6, 7, 8 Block G Altoona Park Addition

To modify the Conditional Use Permit issued on 2017 November 13 as follows (substantive changes resulting in deletions are ~~striketrough~~, additions in *italics*):

**1. Approved Use:**

As regulated by Section 19.40.020, Section 19.59 and Section 19.54 of the Altoona Municipal Code, the applicant is hereby authorized to use the property as follows:

- Retail Sales of Auto & Truck parts.
- Auto Repair Shop.
- Retail sales of propane for gas cylinder refilling and motor fuel.
- Truck & Trailer Rental.
- Service truck for towing of vehicles for repair
- Business office and operation of vehicles and equipment for sewer pumping operation.
- Repair and sale of pressure washers, parts, and related equipment and cleaners.

History: The Conditional Use was originally approved on 1993 December 17 and subsequently amended in 2006 August. The 2017 November 13 change amended the approved Site Plan as well as removed certain uses (amend "Service truck for towing of vehicles for ~~impound and/or~~ repair" and "Vehicle storage for sales, ~~impounds,~~ and repairs").

**2. Site Plan Approval:**

The Site Plan dated 2017 November 15 is attached hereto and incorporated by reference. Completion of improvements to this property shall be completed in substantial conformance with attached Site Plan and consistent with the following written conditions approved by the Plan Commission:

- All areas used for driving and parking vehicles shall be paved consistent with Altoona Municipal Code 19.52. All areas not paved shall be landscaped and well maintained.
- New pavement shall be graded to drain to the southwest toward an existing low point for stormwater retention and infiltration. The northwest portion of the paved area may drain to the illustrated landscaped area. No parking of vehicles or accumulation of materials shall take place in the retention and infiltration areas.

- All stormwater shall be accommodated on-site. No alterations shall be allowed that changes the volume of stormwater leaving the property.
- Screening fence shall be installed along the south property line in the south west portion of the property for which fencing does not exist as of September 2017. Fence design and materials shall be consistent with 19.56.070. Existing fence shall be maintained in good condition, or replaced, at the owner's discretion. ~~Shall be completed in "Phase 2", no later than November 2018.~~
- Dumpster and any/all outdoor storage shall be screened.
- Landscaped area near existing trees and fuel tank near the front (north) of the property, as indicated in the Site Plan illustration (1), shall be attractively landscaped, and the parking of vehicles or storage of materials in this area are prohibited. This area shall be approximately 60 feet wide (the width between existing curb cuts) and 15 feet in lot depth.
- All areas along the front property line not utilized for direct access to existing curb cuts, or movement of vehicles to the garage access of the principal building, shall be landscaped to a lot depth of not less than 15 feet consistent with 19.54.060 (D).
- All vehicle parking areas abutting landscaped areas shall feature parking blocks or curb to prevent vehicles from encroaching into and deteriorating the pavement edge or landscape.
- All existing trees shall be preserved.
- All vehicles, including trailers, shall be parked in an orderly manner.
- Any cleaning of equipment, including grills, that is conducted at the property shall be done in a location and manner such that drainage water shall be retained on-site.
- Contractor-verified 100% recycled asphalt may be used for parking areas of sale cars in the immediate vicinity of the existing trees and fuel tank, with a north-south depth of not greater than 20 feet, as well as the final southern 15' – 20' of paved area where business vehicles are intended to be parked.

**3. Site Lighting:**

No change to existing Site Lighting.

**4. Landscaping Plan:**

All areas not used for parking of vehicles and thus appropriated paved shall be maintained as landscaping, as reflected on the Site Plan.

**5. Refuse Container:**

The refuse container(s) shall be located behind the building and subsequently screened as reflected in the Site Plan.

**6. Erosion Control/Storm Water Management:**

All areas utilized by vehicles for driving and parking shall be paved as described herein. Stormwater shall be directed to the existing low area southeast of the building for retention and infiltration.

**7. Outside Storage:**

Outdoor storage of scrap and parts shall be behind the building and screened as described.

**8. Signage Plan:**

No changes in existing signs reviewed or permitted as part of this Conditional Use.

**9. Miscellaneous Information:**

See Plan Commission approval conditions and discussion, as well as Minutes of the Plan Commission 2018 November 12 and 2017 November 13 as reference.

**10. Completion Date:**

Three phases of implementation, as proposed by Mr. Johnson and approved by the Plan Commission:

~~(1) Bring in some structural fill and/or recycled asphalt in 2017 to place in low places where water pools creating mud, subsequently tracked into the roadway.~~

~~(2) No later than November 2018:~~

~~a. Complete paving of 50% of the total of the final extent illustrated in the Site Plan~~

~~b. Complete screening fence along the southwest property boundary~~

~~c. Complete screening gate of dumpsters and scrap storage area behind building, as illustrated on Site Plan~~

~~(3) No later than November 2019:~~

~~a. Complete remaining extent of pavement area illustrated in the Site Plan.~~

*The screening fence as required in (2)b. and (2)c. substantially complete approximately as required by 2018 November 12 as photo documented by City Staff.*

*(1) A signed agreement with a contractor for the paving of the property consistent with the approved Site Plan shall be provided to City Staff no later than 2018 December 10, including whatever deposit the contractor may require to secure the work. This shall be provided in lieu of municipal citation for violation of municipal ordinances.*

*(2) Total extent of the Site Plan and all features and conditions thereof shall be complete by 2019 August 30.*

*Municipal paving permit and erosion control permit shall be required prior to initiating land disturbing activities.*

**11. Certificate of Occupancy:**

Not applicable.

**12. Changes:**

The Applicant may apply to the Zoning Administrator for "minor" changes to the Site Plan or this Conditional Use, which changes may be granted, in writing by the Zoning Administrator, provided (A) the changes do not violate any of the minimum standards of the Altoona Municipal Code or Zoning Ordinances and (B) the spirit and intent of the original Conditional Use is preserved. The Zoning Administrator shall determine, in his/her sole discretion, as discussed and approved by the Altoona Plan Commission whether a change is "minor". All changes which are not minor shall be submitted to and approved in writing by the Plan Commission. Whenever an approved change alters any part of a recorded document, the document which authorizes said change shall also be recorded.

**13. Other Regulations:**

Nothing herein shall constitute a waiver or limitation of the Applicant's compliance with all other ordinances and regulations, including all other requirements of the Altoona Zoning Ordinance.





**14. Enforcement:**

The conditions imposed herein (including the conditionally imposed plans or changes submitted hereafter), shall all be enforced as on-going conditions of this Conditional Use Resolution. Failure of the Applicant to comply with these conditions shall entitle the City to take enforcement action, which may include fines, forfeitures, injunctions and/or termination of this Resolution, which in turn will require the Applicant to cease the use of the property authorized herein until a new Conditional Use is approved.

**15. Recording:**

A copy of this Resolution shall be recorded with the Eau Claire Register of Deeds.

This permit was prepared by:

  
\_\_\_\_\_  
Joshua Clements  
City Planner / Zoning Administrator

2018 Nov 15  
\_\_\_\_\_  
2018 November 15

cc  
Site Plan Illustration, 2017 November 15

See also:  
Minutes of the 2018 November 12 Plan Commission  
Conditional Use Permit 2351 Spooner Avenue, 2017 November 15  
Minutes of the 2017 October 9 & November 13 Plan Commission  
Conditional Use Permit 2351 Spooner Avenue, 1993 December 17  
Conditional Use Permit 2351 Spooner Avenue, 2006 August



Joshua Clements <joshuac@ci.altoona.wi.us>

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## Altoona Plan Commission Update & Reminder

1 message

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**Joshua Clements** <joshuac@ci.altoona.wi.us>  
To: Paul Johnson <LIMOCAB1011@yahoo.com>

Mon, Dec 3, 2018 at 12:37 PM

Paul,

I am writing to check in regarding progress you may have made in securing a bid/contract for paving activities for next spring. As your recall, at the November 12th meeting the Plan Commission directed staff to hold off on any further enforcement action (citation) if you present a paving contract no later than the Monday, December 10th Plan Commission Meeting. That meeting will begin at 4:30. If you have that contract in-hand, I think it would be best if you stopped by and I create a scan or copy.

I have been directed to provide an update at the beginning of that meeting.

Thank you,

Josh

--

**Joshua Clements, AICP** | City Planner

1303 Lynn Avenue | Altoona, Wisconsin 54720  
[715-839-6092](tel:715-839-6092) | [joshuac@ci.altoona.wi.us](mailto:joshuac@ci.altoona.wi.us)

**2nd fastest-growing city in WI!**





**PLANNING DEPARTMENT STAFF REPORT**

2018 December 6

**SPECIFIC IMPLEMENTATION PLAN – RIVER FLATS APARTMENTS**

[Return to Agenda >>](#)  
[Return to Summary >>](#)

<b>Address</b>	TBD
<b>Parcel ID</b>	201-2391-08-000, 201-2391-07-000, 201-2392-05-000
<b>Application</b>	Specific Implementation Plan (SIP)
<b>Prepared By</b>	Joshua Clements, AICP, City Planner

**SUMMARY**

<b>Applicant</b>	River Flats, LLC Mark Held 4324 Fairfax Park Eau Claire, WI 54701
<b>Owner</b>	City of Altoona (offer accepted)
<b>Parcel Description</b>	Lot 15, 16 & 23 River Prairie Northwest Quadrant City of Altoona See 1128638 Also, part of Outlot 3 River Prairie Northwest Quadrant  Parcels to be reconfigured to accommodate proposed development
<b>Requested Action</b>	Approval of Specific Implementation Plan for construction of two adjacent buildings featuring 22 and 12 residential units located on floors two and three above parking, and associated Site Plan.
<b>Proposal Summary</b>	<p>Specific Implementation Plan illustrates architecture and site design elements for River Flats Apartments, two adjacent buildings to be located at the southwest corner of Front Porch Place and Bluestem Boulevard in the Northwest Quadrant of River Prairie. The parcels are approximately 0.17, 0.16 and 0.32 acres and are prepared “pad ready” condition.</p> <p>As proposed, the 22-unit apartment will be situated where the existing lots 15 and 16 cover 14,919 ft<sup>2</sup>, to be reconfigured into one lot totaling approximately 17,395 ft<sup>2</sup>. The 12-unit apartment will be situated on lot 23, 14,020 ft<sup>2</sup>, reconfigured to 14,285 ft<sup>2</sup>. The additional property added to the parcels being removed from Outlot 3.</p> <p>The first building will feature 22 residential units on floors two and three above one level of at-grade vehicle parking, 30 stalls, located approximately on Lots 15 and 16 along Front Porch Place. Building two will feature 12 residential units in the same configuration above at-grade parking, 22 stalls, located approximately on Lot 23 along Bluestem Boulevard. Vehicle access to the parking for each building is proposed to be accessed from the City-owned parking lot to the south of the buildings. Total vehicle parking spaces is 52 spaces corresponding to 34 residential units, 50 total bedrooms. Additional public surface parking is located in the parking lot (41 spaces) and adjacent streets (27 spaces).</p> <p>The revised planset (A1.1 2018-1130) reflect a garbage/recycling area within each building garage space. Also noted are hanging bike racks at each automobile stall as well as 220 volt outlets suitable for electric vehicle charging at Stage 2 (medium charging rate).</p>

The stormwater generated from this site will be predominately accommodated by existing downstream constructed facilities owned by the City of Altoona. On-site infiltration of rooftop water is expected.

The design for each building includes a pitched stranding steel roof structure with 3- to 6-foot overhang. The narrow ends of each building featuring the 6-foot roof overhangs include exposed support truss accents. The façade materials include cultured stone first story and extending to variable heights and up to the roofline in vertical elements. The predominate upper level façade material is smart board siding (engineered wood fiber).

The site and landscape plan are included, and staff has provided recommended modifications to bring into consistency with the Design Guidelines.

## Submittals

Site drawings and renderings submitted by Advanced Engineering Concepts and Robert Johnson Architects on 2018 November 26 are complete as required in Section VIII 2. of the River Prairie Design Standards and Standards. Submission package includes Site Plan (numbered 1-8, A1.1) and building illustrations (A5, CLR1, CLR2). **The RPDG require submission of and successful review of detailed civil site plan, architecture, & landscape plan incorporating modifications based upon approval conditions prior to construction permitting.**

Enclosed in 2018 December 10 Plan Commission Packet:

- (a) General Location Map: *General Location / Vicinity Map* [1/8]
- (b) A Site Inventory and Analysis: *“Existing Site & Demo Plan”* [2/8].
- (c) A Site Plan that includes the following:
  - a. Location of proposed structures and existing structures that will remain, with height and gross floor area included: *“Site Plan”* [3/8 & A1.1]; and *Architectural Building Plans* [A5, CLR1, CLR2].
  - b. Location of street and pedestrian lighting, including lamp intensity, design and height: *None provided.*
  - c. Location of proposed open space: *“Landscape Plan”*[8/8].
  - d. The circulation system indicating pedestrian, bicycle and motor vehicle movement systems: *“Site Plan”* [3/8].
  - e. Location of all trees, shrubs, and ground cover (proposed or existing) to remain on site: *“Landscape Plan”*[8/8].
- (d) A Stormwater Management Plan: *“Utilities Plan”* [5/8], *“Grading Plan”* [4/8], *“Overall Stormwater Drainage Plan”* [7/8]. Require City Engineer review of detailed plan prior to issuance of building permit.
- (e) Detailed Elevations of Buildings: *Architectural Building Plans* [A5].
- (f) Utilities Plan: *“Utilities Plan”* [7/8]
- (g) A Written Report: *Provided.*
- (h) Phasing Plans Where Applicable: N/A
- (i) Any other information deemed necessary by the Plan Commission or Common Council: *Sign Measurements – Not reviewed as part of this SIP review, subsequent sign permit will be required.*

## Applicable Standards

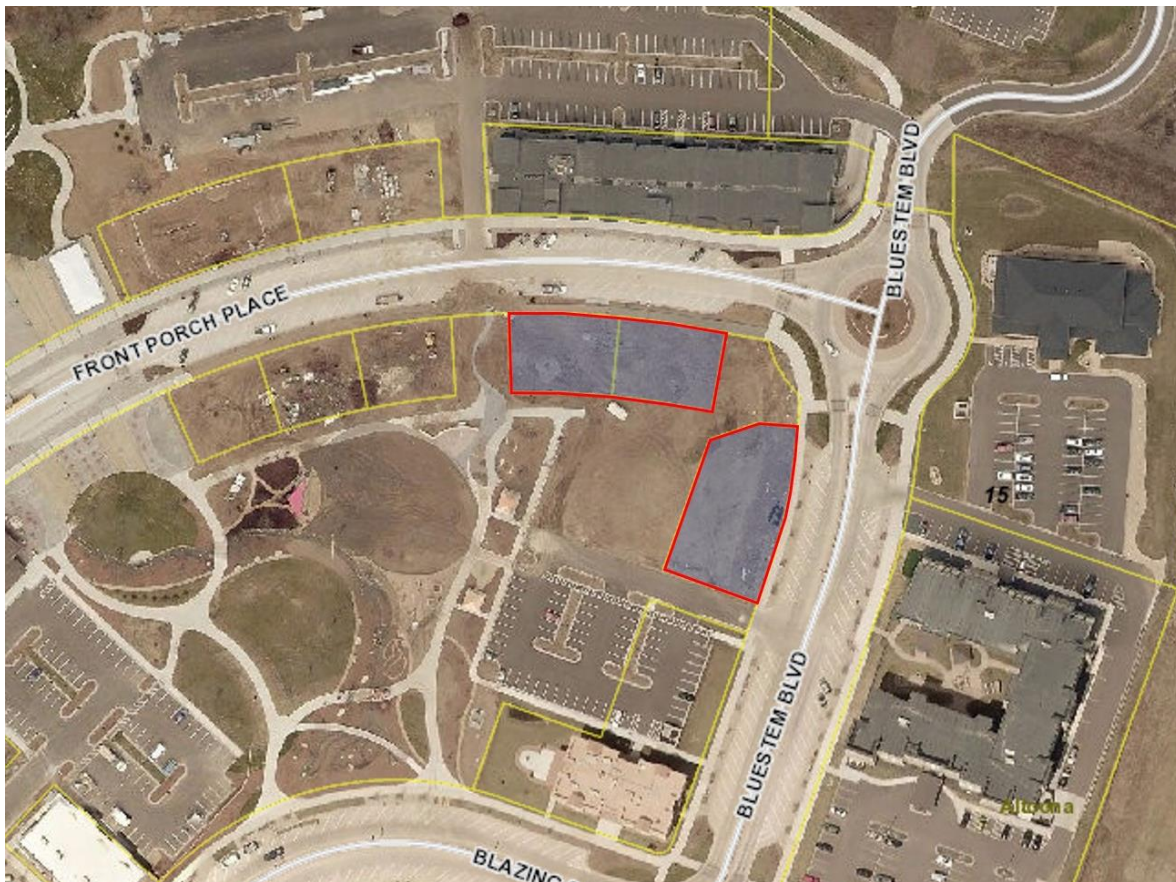
City of Altoona Comprehensive Plan (2009)  
River Prairie Design Guidelines and Standards (2007)

**Review Required By** Plan Commission (2018 December 10) recommendation to City Council (Dec 13).  
**Reviewed By** Planning Department; Public Works; Fire Department  
**Staff Recommendation** **Approve** Specific Implementation Plan subject to Conditions.

**Background Information**

**Zoning & Land Use** The current land use of the parcel is Vacant.

River Prairie SW Quadrant	Zoning	Land Use
Subject Site	River Prairie Mixed-Use	Vacant
North	River Prairie Mixed-Use	Prairie Place Apartments (Multi-unit residential)
South	River Prairie Mixed-Use	City of Altoona Parking Lot ZA 51 (Restaurant / Offices)
East	River Prairie Mixed Use	Bernicke Wealth Management; Staybridge Suites
West	River Prairie Mixed Use	River Prairie Restroom Facility



Above: Proposed site of River Flats Apartments

<b>Proposed Land Use</b>	Residential Multi-Family (two buildings, 34 units).
<b>Conformance with Comprehensive Plan</b>	The 2009 City of Altoona Comprehensive Plan identifies the area as the River Prairie Mixed-Use District generally, and this site is illustrated as a multi-level building, commercial and/or residential, in the General Implementation Plan created by the City. Specific Implementation Plan is <b>consistent</b> with the Comprehensive Plan.
<b>Conformance with Zoning</b>	Parcel is zoned River Prairie Mixed Use, and the Specific Implementation Plan entails review of proposed use, site and structure. Proposed use, building design and transportation elements are generally <b>consistent</b> with use guidelines outlined in the approved River Prairie General Implementation Plan.

**Project Description, Analysis & Conclusion**

**Criteria for Approval** River Prairie Design Standards & Guidelines Section VIII 2 – see *Submittals* on page 2.

Planning Department has reviewed and confirmed submittals generally satisfy the River Prairie Design Standards and Guidelines regarding architectural design and site plan. Landscape plan will need to be provided. Recommended of conditions of approval detailed below.

**Parking**

The River Prairie Design Guidelines articulate minimum parking requirements based upon the size of the dwelling as defined by number of bedrooms. The requirements are [RPDG IX K]:

<i>Number of Bedrooms/Dwelling Unit</i>	<i>Parking Spaces Per Dwelling Unit</i>
One or less	1.5 (1 in garage minimum)
Two	1.75 (1 in garage minimum)
Three	2.0 (1 in garage minimum)
Four and above	2.5 (1 in garage minimum)

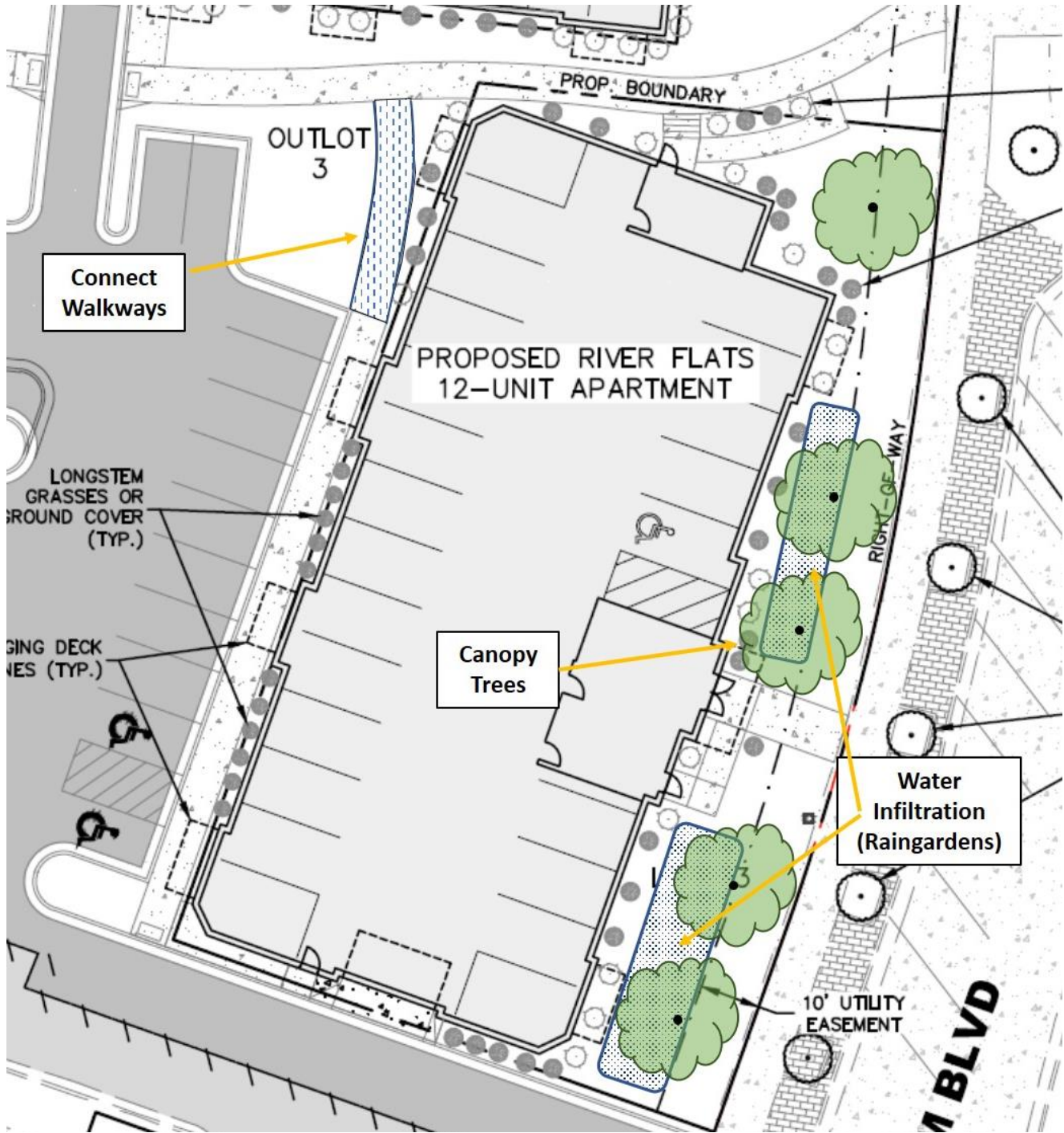
Total proposed vehicle parking is 52 garage spaces corresponding to 34 residential units, 50 total bedrooms. Additional public surface parking is located in the parking lot (41 spaces) and adjacent streets (27 spaces). The overall ratio is **1.47 spaces per dwelling unit, 1.04 per bedroom**. This ratio exceeds the “1 in garage minimum”, but is below the 1.5 total spaces for one bedroom, 1.75 for two bedroom. However, RPDG IX K (b) allows “Multi-family (...) parking on an internal street fronting on a lot or tract containing multi-family (...) may be counted to meet the parking requirements for the development.” While the parking in the adjacent planned public lot (41 spaces) and street (27 spaces) are also intended for use of adjacent business and the park, but it is reasonable that, according to the quoted standard, these are flexible use spaces that residents may utilize.

The revised site plan (A1.1) indicates hanging bike rack located at each automobile stall, per staff recommendation.

**Landscape**

The proposed landscape plan concept includes **0** trees. There are 15 existing boulevard trees along Front Porch Place and Blazing Star Boulevard. The limited setback along most areas of the proposal provide very limited opportunity to implement the design guidelines with regard to trees and on-site storm water infiltration. The

design guidelines include clear standards to encircle sites in trees to “at least establish a partial urban tree canopy” [RPDG IX 6 (D)] as well as to line walkways, parking lots, and similar features with canopy trees.



Above: Illustration of approximate placement of landscape and site elements and recommended areas for storm water infiltration (see approval conditions). The green trees represent approximate location of those to be added per staff recommended conditions. Base illustration is drawn from the concept landscape plan for this site as submitted.



Above: Illustration of approximate placement of recommended canopy trees in Outlot 3 adjacent to Lot 15/16 and within the parking area.

### Building Façade

The River Prairie Design Guidelines [RPDG 7.2 (F); 7.3 (C), (D)] provide requirements for building façade elements that create visual interest, depth, texture and interactivity. Several standards address this objective:

#### 7.2 Residential Design Standards, (F) Rear Walls of Multi-Family Garages

- (b) Articulation. No rear garage wall that faces a street or adjacent development shall exceed thirty (30) feet in length without including at least one (1) of the following in at least two (2) locations:
  - (1) change in wall plane of at least six (6) inches,
  - (2) change in material or masonry pattern,
  - (3) change in roof plane,
  - (4) windows,
  - (5) doorways,
  - (6) false door or window openings defined by frames, sills and lintels, and/or
  - (7) an equivalent vertical element that subdivides the wall into proportions related to human scale and/or the internal divisions within the building.



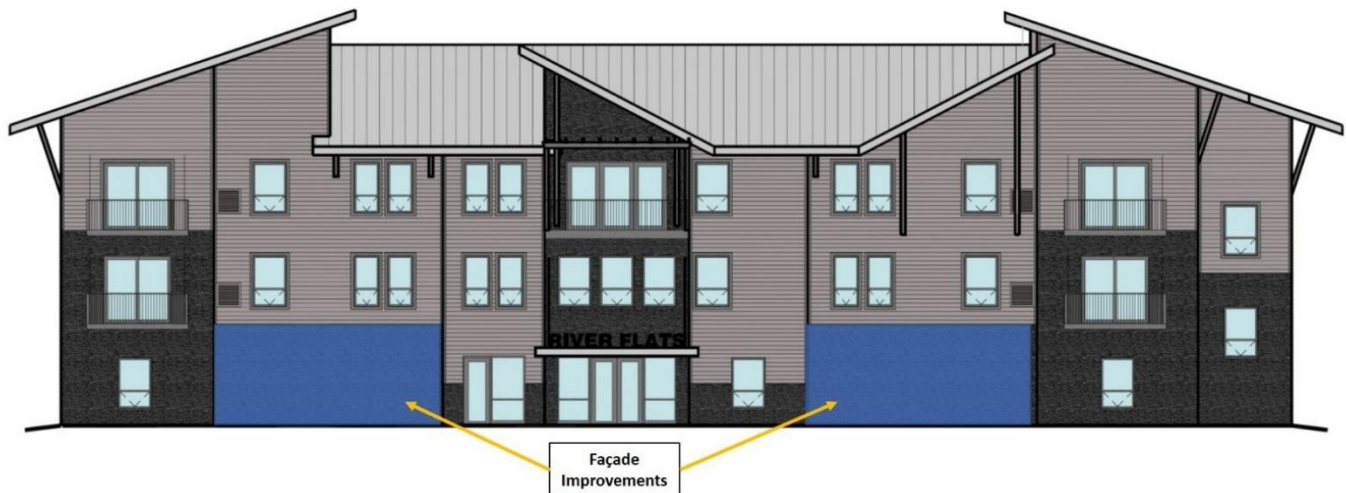
### 7.3 Mixed-Use, Institutional and Commercial Buildings

#### (D)(2) Façade Treatment

(a) Minimum Wall Articulation. Building bays shall be a maximum of thirty (30) feet in width. Bays shall be visually established by architectural features such as columns, ribs or pilasters, piers and fenestration pattern. In order to add architectural interest and variety and avoid the effect of a single, long or massive wall with no relation to human size, the following additional standards shall apply:

- (1) No wall that faces a street or connecting walkway shall have a blank, uninterrupted length exceeding thirty (30) feet without including at least two (2) of the following: change in plane, change in texture or masonry pattern, windows, treillage with vines, or an equivalent element that subdivides the wall into human scale proportions.
- (2) Side or rear walls that face walkways may include false windows and door openings defined by frames, sills and lintels, or similarly proportioned modulations of the wall, only when actual doors and windows are not feasible because of the nature of the use of the building.
- (3) All sides of the building shall include materials and design characteristics consistent with those on the front. Use of inferior or lesser quality materials for side or rear facades shall be prohibited.

(D) (3) *Facades*. Facades that face streets or connecting pedestrian frontage shall be subdivided and proportioned using features such as windows, entrances, arcades, arbors, awnings, treillage with vines, along no less than fifty (50) percent of the facade.



Above: There are four areas on each building (eight total) where additional articulation or other feature(s) are required. The above illustration reflects two of these areas on the east façade Lot 23.

**Staff Recommendation** Planning Department recommends the Plan Commission **approve** the Specific Implementation Plan as being in substantial conformance with the General Implementation Plan with specified modifications and conditions:

- A. Letter designates general review category
- 1. Number heading denotes proposed condition
  - a. Small numeral subheading denotes subordinate or referred condition
  - i. (i) indicates staff comment or ordinance reference.

Any changes to civil plan, landscape plan, architecture, or circulation from the SIP submittals shall be reviewed by City of Altoona staff, per River Prairie Design Guidelines & Standards [RPDG] amendment process [VIII]. Major changes will require review by the Plan Commission and Council. Appropriate building permits shall not be issued until City staff successfully reviews and approves of final plans (erosion control; stormwater; civil site) to ensure conformance with River Prairie Design Guidelines & Standards and consistency with the SIP approval conditions herein; and consistent with *Altoona Municipal Code* Chapter 14 “Stormwater”.

**A. Access, Circulation & Parking (RPDG IX. 1)**

- 1. Material layout of the designated pedestrian walkway shall be continuous (concrete) as it crosses through the Lot 15/16 driveway, with a break in the continuity of the parking area paving and not the pedestrian access way [RPDG IX. 1 (C)(5)b].
- 2. The walkway between the 22-unit building and the parking lot and 12-unit building (matching with the existing public walkway on its west end, traversing the driveway, and extending between the buildings) shall match the width of the existing walkway of **8 feet**.
- 3. Connect the walkway located immediately adjacent to the west façade of Lot 23 to the walkway that passes between the proposed buildings, approximately as shown in the enclosed illustration.
- 4. The area shown as “50 LF of Mountable Curb” (Pg 3/8) along the shared driveway shall be a full standard curb consistent with the existing parking lot.
- 5. Ensure placement of appropriate curb ramp corresponding to handicap parking spaces indicated on Outlot 3.

**B. Landscaping [RPDG IX 6]**

- 1. Final Landscape Plan shall be prepared and reviewed/approved by City Staff prior to installation. The City Council hereby specifically delegates final review and approval authority to City Staff, provided the River Prairie Design Guidelines and Standards and approval conditions are met. The petitioner may appeal staff review decisions/conditions to the Plan Commission and City Council as a “minor amendment to the Specific Implementation Plan” per RPDG VIII 3.
  - i. Whereas: “All developments shall establish groves and belts of trees along all city streets, in and around parking lots, and in all landscape areas that are located within fifty (50) feet of any building or structure in order to establish at least a partial urban tree canopy. The groves and belts may also be combined or interspersed with other landscape areas in remaining portions of the development to accommodate views and functions such as active recreation and storm drainage” [RPDG IX 6 (D)].
  - ii. Whereas: “In approving the required landscape plan, the Council, with the Plan Commission’s input, shall have the authority to determine the optimum placement and interrelationship of

required landscape plan elements such as trees, vegetation, turf, irrigation, screening, buffering and fencing [based upon 12 criteria]" [RPDG IX 6 (G)]

2. Native canopy trees shall be planted in the setback of Lot 23 between the building and sidewalk approximately as indicated in the enclosed illustration (not less than 5 specimens) [RPDG IX 6(D)].
3. Tree selection shall be native species with minimum diversity and planting size as illustrated in the RPDG [IX 6 (D)].
4. All planting areas, shall be permanently irrigated, except infiltration areas and except those areas designed as xeriscaping [RPDG IX 6 (I)]. Water conservation strategies are strongly encouraged [RPDG IX 6 (E)(3)].
5. Existing trees, landscaping, and hardscape shall be preserved to the extent reasonably feasible. Any damaged or removed plant material or hardscape shall be replaced.



Bioretention Facility, UW-Stevens Point

**C. Building and Architectural Standards [RPDG IX 7]**

1. Areas of "blank" facades along the first level shall be modified to meet the design guidelines [RPDG 7.2 (F); 7.3 (C), (D)].
  - i. See enclosed illustration regarding identification of specific façade areas.
2. Any/all mechanical equipment, including but not limited to roof-mounted and ground-placed units, shall be appropriately screened by building-compatible materials or landscaping [RPDG, IX 7 H].
3. All building and site signs shall be required to acquire sign permits and meet design requirements outlined in the River Prairie Design Guidelines, IX 5. Insufficient information provided in the SIP submittals (dimensions, total area calculations, design, lighting, etc.) for sign review and approval.
4. All exterior lighting on the site shall be of full cut-off design and be shielded to prevent spillover of direct light onto adjacent properties [*Altoona Municipal Code* 19.59.030 (H)]. Lighting plan shall be submitted for review with construction documents and shall clearly illustrate how this standard is achieved.
5. Refuse/recycling containers shall be stored within the building.

**D. Utilities & Stormwater**

1. Storm water infiltration areas shall be provided provide on-site stormwater infiltration to accommodate clean roof water to the maximum extent practical [RPDG IX 2][see provided illustration]. Any feature to be located in the City-owned Outlot 3 that receives stormwater from the proposed development shall be perpetually and appropriately maintained by the petitioner, and memorialized via a Development Agreement or maintenance agreement. Stormwater infiltration basins shall be attractively landscaped and maintained with horticulturally appropriate rain garden plantings and shall not be predominately turf grasses.

- i. While down grade public facilities are in place, the RPDG encourage on-site infiltration to create a resilient and distributed stormwater system with capacity in excess of minimum requirements. Recent storm events elsewhere in the region and county reflect historic minimum requirements for stormwater volume are not sufficient for current, or projected, climate conditions.
2. Building and site shall not be designed to convey stormwater over walkways. Stormwater shall enter the structural conveyance system on private property, by way of existing city-installed service lines to each property.
  - i. See Note 3 on Page 7/8 (Overall Stormwater Drainage Plan).
3. If the building features a sprinkler system, the Fire Department Connection (FDC) shall be 4" STORTZ and shall be located on the street-facing façade of each building. Final placement shall be reviewed and approved by Altoona Fire Department.
4. Add a Fire Hydrant at the terminus at one of the two removed water laterals serving Lot 15/16.
5. Add a Fire Hydrant within the setback of Lot 23 near the existing water lateral.
6. KNOX boxes shall be located by the primary street-facing entrances, nearest to FDC location, for each building. Confirm location prior to installation with Altoona Fire Department.
7. Private utilities, including electric transformers, shall be located such as to minimize impact on landscaping. Private electric service shall be located on private property under softscape, avoiding impacts on trees and major landscaping elements. City of Altoona reserves the right to review and approve location of electrical transformers and other visible fixtures.
8. Submittal and successful review of final *storm water plan* and *civil site plan* by City Engineer as described in the *Altoona Municipal Code* Chapter 14.
9. City of Altoona utility staff shall be provided access to utility room(s) for metering purposes.

**E. Land Subdivision & Access**

1. A Development Agreement shall be completed and agreed to by the City and Petitioner encompassing those duly noted items in the SIP approval conditions prior to issuance of construction permits.
2. The Development Agreement shall memorialize easement access to the parking for each building on the Certified Survey Map. That portion of the adjoining Outlot 3 owned by the City of Altoona that is utilized exclusively for vehicle access to the building ("driveway") shall be maintained by the adjacent property owner.
3. All walkways leading from the buildings and traversing Outlot 3 shall be maintained by the property owner, further defined as from the point of departure from the through public walkway to the building.
4. Development agreement shall include recognition of the encroachment of balconies into Outlot 3.
5. Easement(s) shall be recorded for any stormwater facility or device that serves or collects water primarily from the proposed Lots, up to the point where this facility connects to the public structure. The construction and satisfactory perpetual maintenance shall be the responsibly of the building owner.

# River Flats LLC

## RIVER FLATS APARTMENTS

### Specific Implementation Plan Submittal Documents



## **PROJECT DESCRIPTION: RIVER FLATS APARTMENTS**

The proposed River Flats Apartments project, by River Flats LLC, will be located on Front Porch Place and Bluestem Boulevard in the City of Altoona. The project will consist of two apartment buildings on the 3-existing lots of 15, 16 and 23 in the River Prairie Development. The north apartment will have 30-parking stalls on the first-floor level and 22-apartment units on the 2<sup>nd</sup> and 3<sup>rd</sup> levels. The south apartment will have 22-parking stalls on the first-floor level and 12-apartment units on the 2<sup>nd</sup> and 3<sup>rd</sup> levels. The project area is approximately one acre. The site is bordered by Front Porch Place to the north, commercial property to the south, a City owned parking lot to the west and Bluestem Boulevard to the east.

The main access point into the site, will consist of the shared driveway into outlot 3 from Bluestem Boulevard (between lots 22 and 23). The parking garage for the 22-unit apartment will be accessed from the outlot 3 parking lot. The parking garage for the 12-unit apartment will be accessed directly from the shared driveway. There will be 4-pedestrian access points to each building via sidewalks on the north, south and east sides of each building.

To the west and south of the buildings, the City parking lot will have approximately 41-parking stalls and there will be an additional 16 on-street parking stalls on Front Porch Place and 9-stalls on Bluestem Boulevard. There will be trash receptacles and secure bike storage in each garage.

Landscaping will be installed in accordance to the City of Altoona standards with a combination of shrubs, perennial plants, long stem grasses and/or ground cover in landscape beds around the perimeter of the building. Turf grass will be planted between the sidewalks and landscape beds. There are existing established 'street' trees planted within the boulevard (by the City). There will be downcast lighting at each exterior entrance and each deck will have an exterior downcast light. The garage entrances will be lit by wall pack lights. The City parking lot will have light poles and there are public street lights along Bluestem Boulevard and Front Porch Place.

Stormwater runoff from the buildings will drain to gutters and downspouts to the adjacent streets, parking lot and/or to drains within the lawn. The storm sewer within the streets and parking lot, drains to an off-site regional stormwater facility. The regional facility will treat, detain and infiltrate runoff per the River Prairie Regional Stormwater Management Plan.

There are both public sanitary services (6") and watermain services (6") that have been stubbed into each building site. There are 2 sets of unused sewer and water laterals that extend beneath the footprint of the 22-unit apartment. These laterals will be removed to the right-of-way and capped. There are 3-fire hydrants located within the public right-of-way and outlot 3, each within 200-ft of the buildings. This project will extend both public and private utilities to each building. All existing utilities have been designed to accommodate this type of development.

The proposed 22-unit apartment will be situated where the existing lots 15 and 16 cover 14,919-sf total. These lots will be reconfigured into one lot, covering approximately 17,395-sf, with the balance being removed from Outlot 3. The proposed 12-unit apartment will be situated on lot 23 (14,020-sf) and this lot will be reconfigured to cover 14,285-sf.

The 22-unit apartment will be approximately 82.0% of Lot 15/16, pavement 0.01% of the site, sidewalk/patios 2.0% of the site, and open space/landscape 15.8% of the site. The 12-unit apartment will be approximately 65.4% of Lot 15/16, pavement 0.5% of the site, sidewalk/patios 3.4% of the site, and open space/landscape 30.7% of the site. The 22-unit apartment will have 30-bedrooms total and the 12-unit apartment will have 20-bedrooms total. Each unit will have an exterior deck. The size, style, and configuration of the apartments fit the intent of the River Prairie Design Standards and Guidelines, and those objectives will be followed to the maximum extent practicable.

Each apartment building will be owned and managed by River Flats LLC. The first stage of construction will commence at the first building and then the same construction stage will move onto the second building. Each subsequent stage will be staggered between buildings, resulting in the overall construction process taking place at relatively the same time, with the first building finishing slightly before the second.

The exterior aesthetics will be the same for each building, as shown in the elevation views provided. The same type of roofing material, siding, windows and doors will be used on both buildings.

## **GENERAL LOCATION & VICINITY MAP**





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CITY OF ALTOONA - SPECIFIC IMPLEMENTATION PLAN - NOT FOR CONSTRUCTION

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 PH: 715-552-0330  
 info@ae-conc.com  
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SPECIFIC IMPLEMENTATION PLAN  
 GENERAL LOCATION / VICINITY MAP

RIVER FLATS APARTMENTS  
 RIVER FLATS LLC.  
 FRONT PORCH PLACE & BLUESTEM BOULEVARD  
 ALTOONA, WI

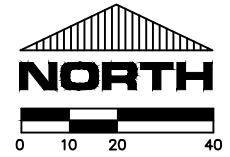
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16049  
MAP  
DATE  
11/2018

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08

**SITE INVENTORY  
AND ANALYSIS PLAN**



Know what's below.  
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**LEGEND**

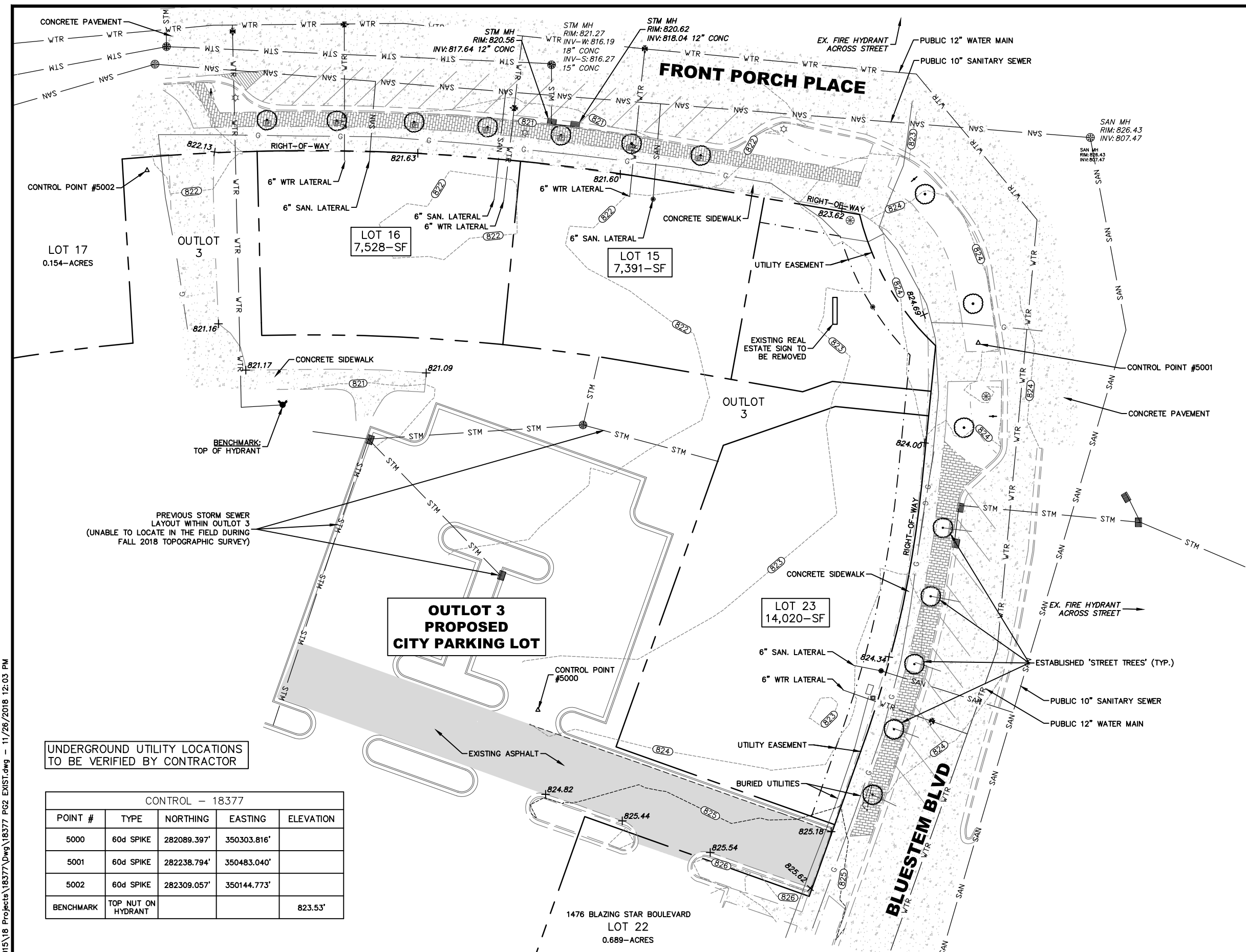
- 15% TO 19% SLOPES (NONE EXIST ON-SITE)
- 20% AND GREATER SLOPES (NONE EXIST ON-SITE)
- 890 --- EXISTING CONTOURS - MJR
- 889 --- EXISTING CONTOURS - MNR

**SITE CONDITIONS:**  
 SOIL TYPE: Menasha sand; MdC  
 HYDROLOGIC SOIL GROUP: A  
 DRAINAGE CLASS: EXCESSIVELY DRAINED  
 CLASSIFIED AS A GOOD ROADFILL SOURCE.

**PHYSICAL SITE CONSTRAINTS:**  
 DEPTH TO BEDROCK > 7 FEET  
 DEPTH TO SEASONAL HIGH WATER TABLE > 7 FEET  
 NO KNOWN "BROWNFIELD" CONDITIONS EXIST ON SITE  
 NO KNOWN TRANSMISSION LINE EASEMENTS EXIST ON SITE  
 NO KNOWN WETLANDS EXIST ON SITE

**EXISTING UTILITIES:**  
 UTILITY SIZES AND LOCATIONS ARE COMPILED FROM FIELD SURVEYS AND AS-BUILT INFORMATION PROVIDED BY OTHERS.

UNDERGROUND UTILITIES ARE SHOWN IN APPROXIMATE LOCATIONS ONLY AND ARE NOT SHOWN IN THEIR ENTIRETY. CONTRACTOR SHALL NOTIFY UTILITIES A MINIMUM OF 3 DAYS PRIOR TO ANY EXCAVATION FOR FIELD VERIFICATION OF LOCATIONS. THE CLIENT, CITY, AND THE ENGINEER ARE NOT RESPONSIBLE OR LIABLE FOR ANY DAMAGE CAUSED TO EXISTING UTILITIES.



PREVIOUS STORM SEWER LAYOUT WITHIN OUTLOT 3 (UNABLE TO LOCATE IN THE FIELD DURING FALL 2018 TOPOGRAPHIC SURVEY)

**OUTLOT 3 PROPOSED CITY PARKING LOT**

UNDERGROUND UTILITY LOCATIONS TO BE VERIFIED BY CONTRACTOR

CONTROL - 18377

POINT #	TYPE	NORTHING	EASTING	ELEVATION
5000	60d SPIKE	282089.397'	350303.816'	
5001	60d SPIKE	282238.794'	350483.040'	
5002	60d SPIKE	282309.057'	350144.773'	
BENCHMARK	TOP NUT ON HYDRANT			823.53'

CITY OF ALTOONA-SPECIFIC IMPLEMENTATION PLAN - NOT FOR CONSTRUCTION

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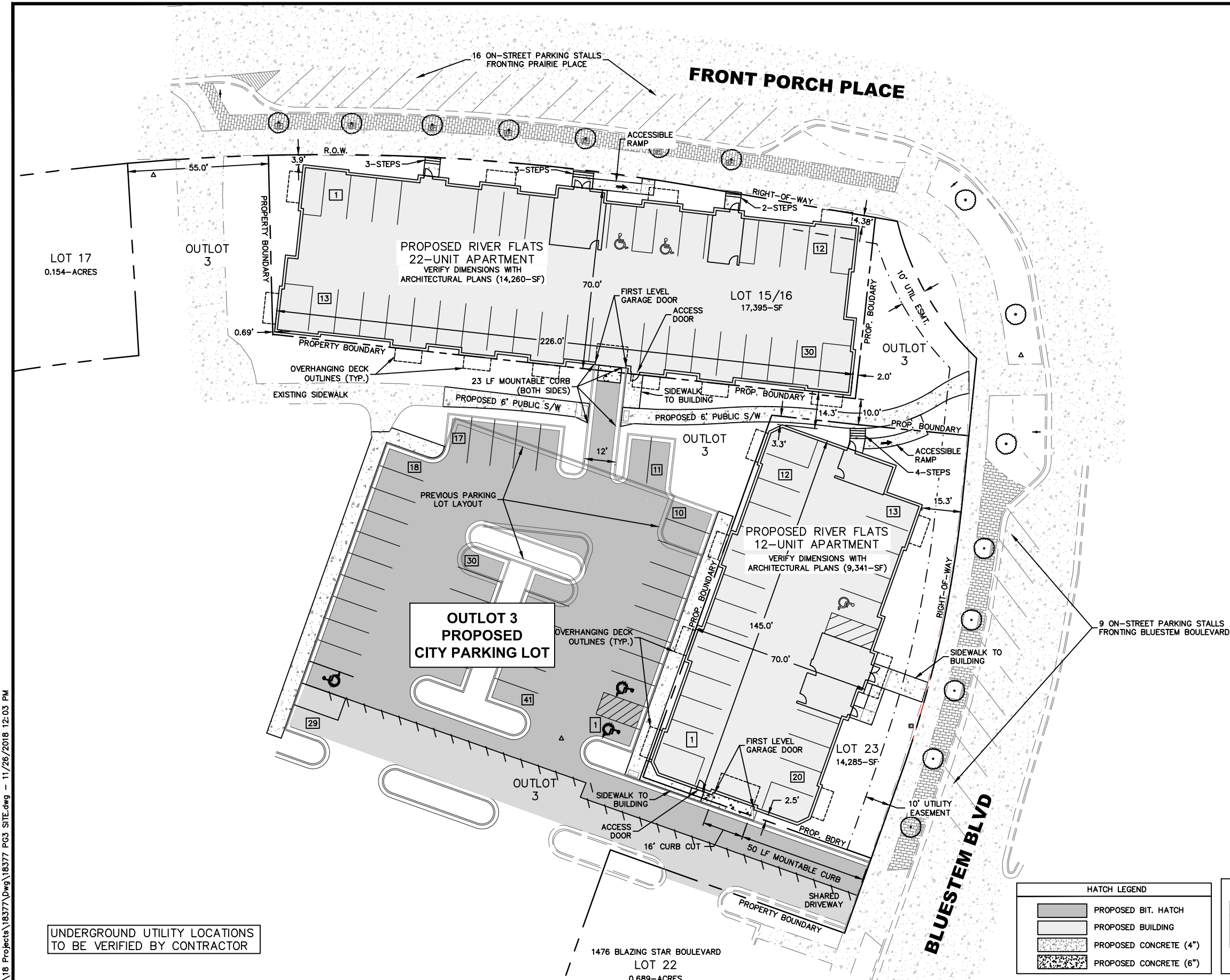
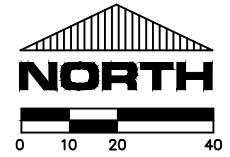
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PROJ. NO. 18377		ADVANCED ENGINEERING CONCEPTS 1360 INTERNATIONAL DRIVE EAU CLAIRE, WI 54701 PH: 715-552-0330 info@aec.com COPYRIGHT 2018 AEC LLC.	SPECIFIC IMPLEMENTATION PLAN SITE INVENTORY & ANALYSIS EXISTING SITE & DEMO PLAN	RIVER FLATS APARTMENTS RIVER FLATS LLC. FRONT PORCH PLACE & BLUESTEM BOULEVARD ALTOONA, WI	DWG NAME 18377 PG2 EXIST DATE 11/2018	2 08
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## **SITE PLAN**



Know what's below.  
 Call before you dig.



**LOT 15/16  
 RIVER FLATS - APT NO. 1  
 SITE INFORMATION**

EXISTING ZONING:	RIVER PRAIRIE
PROPOSED USE:	22-UNIT APARTMENT 30-BEDROOMS
TOTAL LOT 15/16 AREA:	17,395-SF 0.40 AC
TOTAL PARKING STALLS:	FIRST LEVEL GARAGE: 30-STALLS
TOTAL IMPERVIOUS:	14,646-SF 84.2%
BLDG. FOOTPRINT	14,260-SF (0.33-AC) 82.0%
PAVEMENT	26-SF 0.01%
SIDEWALK/PATIO	360-SF (0.01-AC) 2.07%
TOTAL PERVIOUS:	2,749-SF (0.063-AC) 15.8%

TRASH RECEPTACLES WILL BE STORED IN THE FIRST LEVEL GARAGE AND BIKE RACKS WILL BE PROVIDED IN THE FIRST LEVEL GARAGE.

**LOT 23  
 RIVER FLATS - APT NO. 2  
 SITE INFORMATION**

EXISTING ZONING:	RIVER PRAIRIE
PROPOSED USE:	12-UNIT APARTMENT 20-BEDROOMS
TOTAL LOT 23 AREA:	14,287-SF 0.33 AC
TOTAL PARKING STALLS:	FIRST LEVEL GARAGE: 20-STALLS
TOTAL IMPERVIOUS:	9,898-SF 69.3%
BLDG. FOOTPRINT	9,341-SF (0.214-AC.) 65.4%
PAVEMENT	75-SF 0.52%
SIDEWALK/PATIO	482-SF (0.011-AC.) 3.37%
TOTAL PERVIOUS:	4,389-SF (0.101-AC.) 30.7%

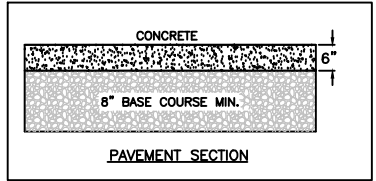
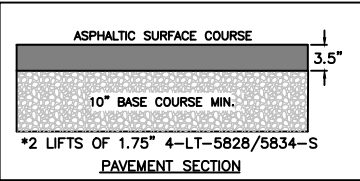
TRASH RECEPTACLES WILL BE STORED IN THE FIRST LEVEL GARAGE AND BIKE RACKS WILL BE PROVIDED IN THE FIRST LEVEL GARAGE.

- NOTES:
- CONTRACTOR IS RESPONSIBLE FOR INSURING RUNOFF IS DIRECTED AWAY FROM BUILDING.
  - ALL SIDEWALK WILL BE 4" CONCRETE UNLESS OTHERWISE NOTED.
  - PAINT LINE WORK ON ASPHALTIC PAVING, CONCRETE CURBS, WALKS, AND RAMPS SHALL BE FACTORY MIXED, QUICK DRYING, NON-BLEEDING TRAFFIC MARKING PAINT COMPLYING WITH AASHTO M248, Type S. COLOR SHALL BE WHITE, EXCEPT WHERE ANOTHER COLOR IS REQUIRED BY CODE. CONTRACTOR SHALL CLEAN SURFACE IN THE AREAS RECEIVING PAINT AND SHALL PAINT ALL MARKINGS AND SYMBOLS WITH TRAFFIC MARKING PAINT. PAINT SHALL BE APPLIED WITH MECHANICAL EQUIPMENT TO PRODUCE UNIFORM STRAIGHT EDGES. CONTRACTOR SHALL APPLY TWO (2) COATS AT MANUFACTURER'S RECOMMENDED RATES.

UNDERGROUND UTILITY LOCATIONS TO BE VERIFIED BY CONTRACTOR

**HATCH LEGEND**

[Hatch Pattern]	PROPOSED BIT. HATCH
[Hatch Pattern]	PROPOSED BUILDING
[Hatch Pattern]	PROPOSED CONCRETE (4")
[Hatch Pattern]	PROPOSED CONCRETE (6")



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SPECIFIC IMPLEMENTATION PLAN  
 OVERALL SITE PLAN

RIVER FLATS APARTMENTS  
 RIVER FLATS LLC.  
 FRONT PORCH PLACE & BLUESTEM BOULEVARD  
 ALTOONA, WI

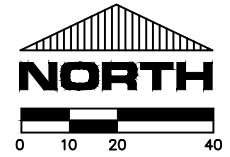
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 18377 PG3 SITE  
 DATE  
 11/2018

CITY OF ALTOONA-SPECIFIC IMPLEMENTATION PLAN - NOT FOR CONSTRUCTION

## **GRADING & EROSION CONTROL PLAN**



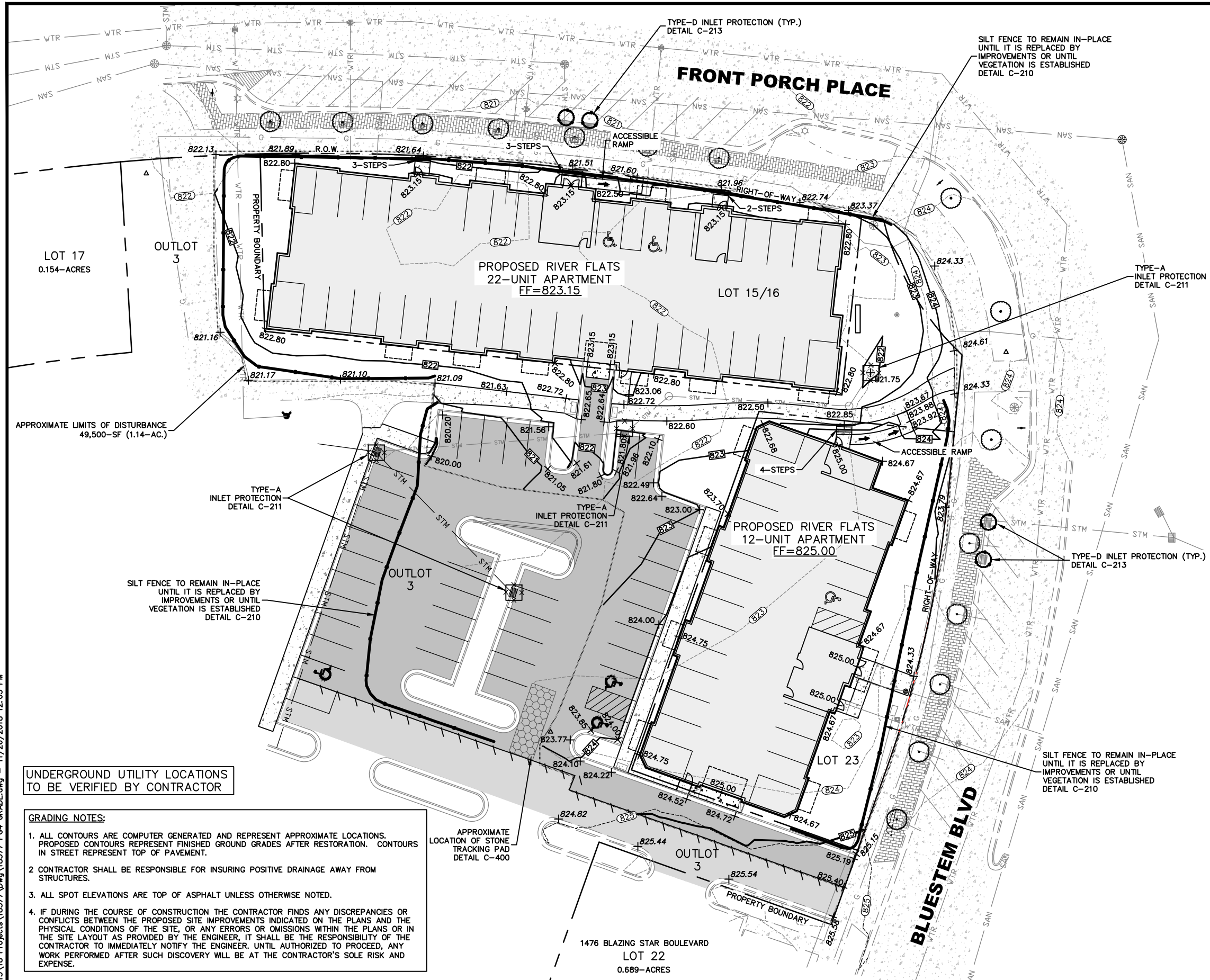
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EROSION CONTROL LEGEND:		GRADING LEGEND:	
	INLET PROTECTION (TYP.)		EXISTING CONTOURS-MNR
	DANDY BAG (TYP.)		EXISTING CONTOUR-MJR
	SILT FENCE (TYP.)		FINAL CONTOUR-MJR
	STONE TRACKING PAD (TYP.)		FINAL CONTOUR-MNR
	EROSION CONTROL MAT (TYP.)		DRAINAGE PATTERN LINES
			DRAINAGE ARROW
			FF FINISHED FLOOR ELEVATION
			+ XXX.XX PROPOSED SPOT ELEVATION
			+ XXX.Xz EXISTING SPOT ELEVATION

THE EROSION CONTROL ON THIS PLAN HAS BEEN PREPARED AS A GUIDE. THE CONTRACTOR SHALL BE RESPONSIBLE FOR MAINTAINING, MODIFYING AND IMPLEMENTING AN ALTERNATE EROSION CONTROL PLAN BASED ON THEIR MEANS, METHODS, TECHNIQUES, SEQUENCES, AND PROCEDURES OF CONSTRUCTION THAT IS COMPLEMENTARY TO THIS PLAN.

- EROSION CONTROL NOTES:**
- POST WDNR CERTIFICATE OF PERMIT COVERAGE ON SITE AND MAINTAIN UNTIL CONSTRUCTION ACTIVITIES HAVE CEASED, THE SITE IS STABILIZED, AND A NOTICE OF TERMINATION IS FILED WITH WDNR.
  - KEEP A COPY OF THE CURRENT EROSION CONTROL PLAN ON SITE THROUGHOUT THE DURATION OF THE PROJECT.
  - INSPECT AND MAINTAIN ALL INSTALLED EROSION CONTROL PRACTICES UNTIL THE CONTRIBUTING DRAINAGE AREA HAS BEEN STABILIZED.
  - CONTRACTOR TO PERFORM WEEKLY INSPECTIONS OF ALL EROSION CONTROL MEASURES, OR AFTER A RAIN EVENT OF 1/2" OR MORE. MAINTENANCE TO BE PERFORMED AS NEEDED TO MAINTAIN EROSION CONTROL.
  - WHEN POSSIBLE: PRESERVE EXISTING VEGETATION, MINIMIZE LAND-DISTURBING CONSTRUCTION ACTIVITY ON SLOPES OF 20% OR MORE, MINIMIZE SOIL COMPACTION, AND PRESERVE TOPSOIL.
  - THE PRIMARY CONSTRUCTION ENTRANCE SHALL BE CONSTRUCTED PER DETAIL C-400 OR WDNR TECH. STANDARD #1057. ACCESS INTO THE SITE DURING CONSTRUCTION SHALL ONLY BE AT LOCATIONS WITH TRACKING PADS.
  - INSTALL INLET PROTECTION PRIOR TO LAND-DISTURBING ACTIVITIES IN THE CONTRIBUTING AREA AND/OR IMMEDIATELY UPON INLET INSTALLATION. COMPLY WITH WDNR TECH. STANDARD #1060.
  - TOPSOIL SHALL BE STOCKPILED IN DESIGNATED AREAS AS DETERMINED AT PRE-CONSTRUCTION MEETING. IMMEDIATELY STABILIZE STOCKPILES AND SURROUND STOCKPILES AS NEEDED WITH SILT FENCE OR OTHER PERIMETER CONTROL IF STOCKPILES WILL REMAIN INACTIVE FOR 7 DAYS OR LONGER.
  - INSTALL AND MAINTAIN SILT FENCING PER WDNR TECH. STANDARD #1056. REMOVE SEDIMENT FROM BEHIND SILT FENCES AND SEDIMENT BARRIERS BEFORE SEDIMENT REACHES A DEPTH THAT IS EQUAL TO ONE-HALF OF THE FENCE AND/OR BARRIER HEIGHT.
  - REPAIR BREAKS OR GAPS IN SILT FENCES AND BARRIERS IMMEDIATELY.
  - INSTALL AND MAINTAIN FILTER SOCKS OR BIO-LOGS OR EROSION LOGS IN ACCORDANCE WITH WDNR TECH. STANDARD #1071. EROSION LOGS SHALL BE CONSTRUCTED AT ALL PIPE OUTLETS UNTIL GRADING IS COMPLETE AND RIP RAP HAS BEEN INSTALLED.
  - GRADED SURFACES SHALL BE LEFT IN A SMOOTH, UNIFORM CONDITION FREE OF RUTS, DEPRESSIONS, IRREGULARITIES, LOOSE UNCOMPACTED SOIL, ETC.
  - AS GRADING IS COMPLETED, EROSION LOGS, EROSION MAT, AND RIP RAP SHALL BE INSTALLED.
  - RESTORATION SHALL BE EXECUTED IMMEDIATELY AFTER GRADING HAS BEEN COMPLETED.
  - MAINTAIN EROSION CONTROL UNTIL 100% VEGETATION IS ESTABLISHED. ADDITIONAL EROSION CONTROL MAY BE NEEDED (EROSION MAT AND SILT FENCE). FINE GRADING AND RESEEDING MAY ALSO BE REQUIRED UNTIL VEGETATION IS FULLY ESTABLISHED IN ORDER TO PROVIDE SUFFICIENT NATURAL EROSION CONTROL IN PLACE OF STRUCTURAL MEASURES.
  - PROPERLY DISPOSE OF ALL WASTE AND UNUSED BUILDING MATERIALS (INCLUDING GARBAGE, DEBRIS, CLEANING WASTES, OR OTHER CONSTRUCTION MATERIALS) AND DO NOT ALLOW THESE MATERIALS TO BE CARRIED BY RUNOFF INTO THE RECEIVING CHANNEL.
  - THE CONTRACTOR IS RESPONSIBLE FOR CONTROLLING DUST PER WDNR TECH. STANDARD #1068.
  - SWEEP/CLEAN UP ALL SEDIMENT/TRASH THAT MOVES OFF-SITE DUE TO CONSTRUCTION ACTIVITY OR STORM EVENTS BEFORE THE END OF THE SAME WORKDAY OR AS DIRECTED BY THE WDNR. SEPARATE SWEEP MATERIALS (SOILS AND TRASH) AND DISPOSE OF APPROPRIATELY.



UNDERGROUND UTILITY LOCATIONS  
 TO BE VERIFIED BY CONTRACTOR

- GRADING NOTES:**
- ALL CONTOURS ARE COMPUTER GENERATED AND REPRESENT APPROXIMATE LOCATIONS. PROPOSED CONTOURS REPRESENT FINISHED GROUND GRADES AFTER RESTORATION. CONTOURS IN STREET REPRESENT TOP OF PAVEMENT.
  - CONTRACTOR SHALL BE RESPONSIBLE FOR INSURING POSITIVE DRAINAGE AWAY FROM STRUCTURES.
  - ALL SPOT ELEVATIONS ARE TOP OF ASPHALT UNLESS OTHERWISE NOTED.
  - IF DURING THE COURSE OF CONSTRUCTION THE CONTRACTOR FINDS ANY DISCREPANCIES OR CONFLICTS BETWEEN THE PROPOSED SITE IMPROVEMENTS INDICATED ON THE PLANS AND THE PHYSICAL CONDITIONS OF THE SITE, OR ANY ERRORS OR OMISSIONS WITHIN THE PLANS OR IN THE SITE LAYOUT AS PROVIDED BY THE ENGINEER, IT SHALL BE THE RESPONSIBILITY OF THE CONTRACTOR TO IMMEDIATELY NOTIFY THE ENGINEER. UNTIL AUTHORIZED TO PROCEED, ANY WORK PERFORMED AFTER SUCH DISCOVERY WILL BE AT THE CONTRACTOR'S SOLE RISK AND EXPENSE.

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CITY OF ALTOONA-SPECIFIC IMPLEMENTATION PLAN-NOT FOR CONSTRUCTION

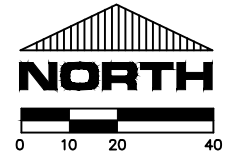
NO.			DATE			REVISIONS			DRAFTED BY			DESIGN BY			CHECKED			PROJ. NO. 18377	ADVANCED ENGINEERING CONCEPTS 1360 INTERNATIONAL DRIVE EAU CLAIRE, WI 54701 PH: 715-522-0330 info@ae-conc.com COPYRIGHT 2018 AEC LLC.	SPECIFIC IMPLEMENTATION PLAN OVERALL GRADING & EROSION CONTROL PLAN			RIVER FLATS APARTMENTS RIVER FLATS LLC. FRONT PORCH PLACE & BLUESTEM BOULEVARD ALTOONA, WI			DWG NAME 18377 PG4 GRADE	4	DWG NAME 18377 PG4 GRADE DATE 11/2018
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## **UTILITY PLAN**



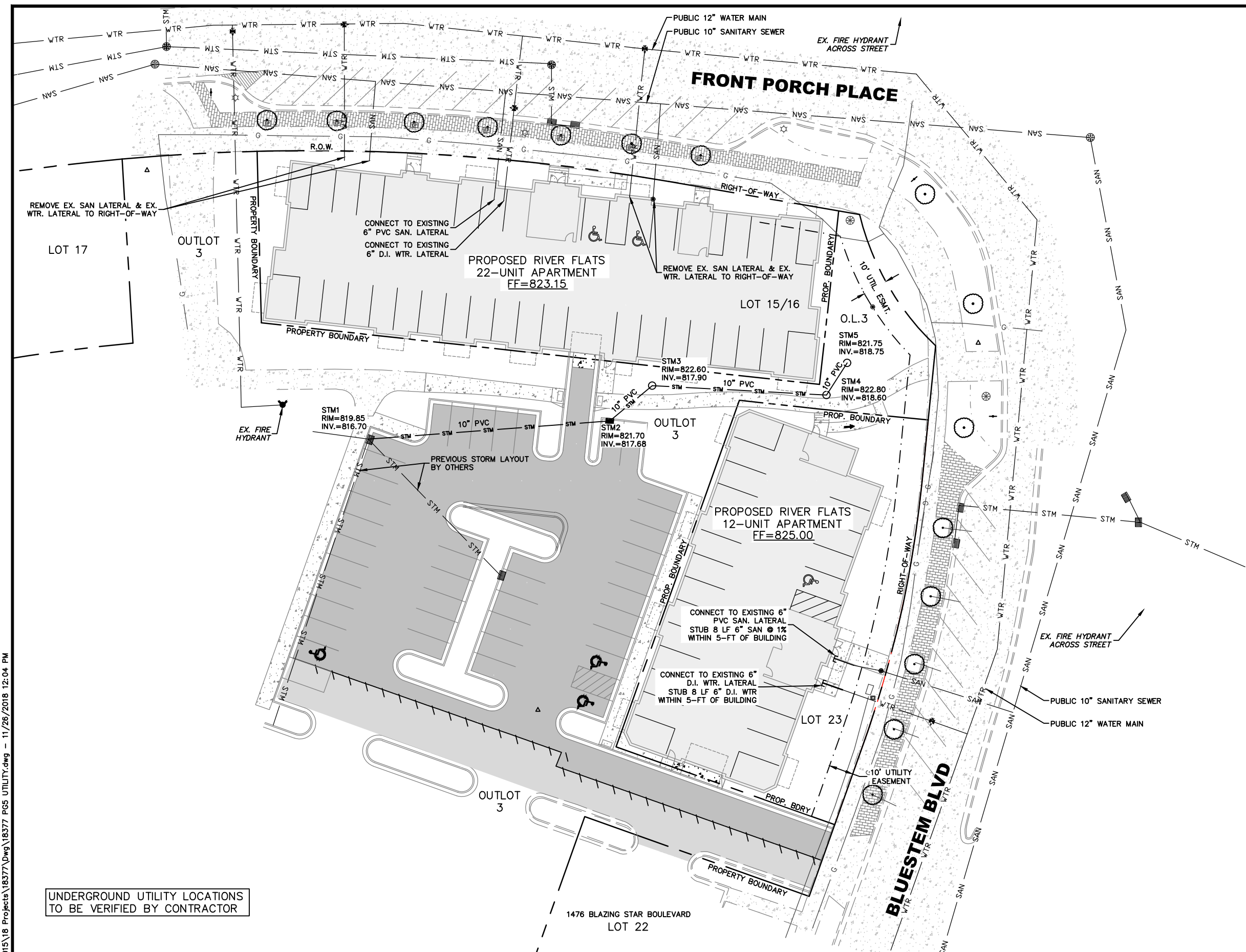


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**UTILITY NOTES:**

1. THE SANITARY SEWER SERVICE WILL CONSIST OF CONNECTING TO AN EXISTING SEWER SERVICE LATERAL STUBBED INTO EACH LOT. THE PROPOSED SERVICE WILL BE A 6" DIAMETER PVC.
2. THE WATER SERVICE WILL CONSIST OF CONNECTING TO AN EXISTING WATER SERVICE LATERAL STUBBED INTO EACH LOT. THE PROPOSED SERVICE LINE WILL BE 6" D.I.P.
3. EXISTING PRIVATE UTILITIES WILL BE INSTALLED ALONG THE EAST SIDE OF EACH LOT. THE LOT WILL BE SERVED BY ELECTRIC, GAS, AND TELEPHONE. THE UTILITIES WILL BE INSTALLED WITHIN THE UTILITY EASEMENT ALONG THE R/W.
4. THERE ARE THREE FIRE HYDRANTS WITHIN 200-FT OF EACH BUILDING THAT ARE LOCATED WITHIN THE PUBLIC RIGHT-OF-WAY OR OUTLOT 3.
5. THERE ARE 2 SETS OF UNUSED SEWER AND WATER LATERALS THAT EXTEND BENEATH THE FOOTPRINT OF THE 22-UNIT. THESE LATERALS SHOULD BE REMOVED TO AT LEAST THE RIGHT-OF-WAY AND CAPPED.
6. STORM SEWER WILL BE STUBBED TO EACH LOT/BUILDING AND CONNECTED TO STORM SEWER WITHIN OUTLOT 3.



UNDERGROUND UTILITY LOCATIONS  
 TO BE VERIFIED BY CONTRACTOR

CITY OF ALTOONA—SPECIFIC IMPLEMENTATION PLAN—NOT FOR CONSTRUCTION

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SPECIFIC IMPLEMENTATION PLAN  
 OVERALL UTILITY PLAN

RIVER FLATS APARTMENTS  
 RIVER FLATS LLC.  
 FRONT PORCH PLACE & BLUESTEM BOULEVARD  
 ALTOONA, WI

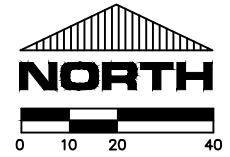
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UTILITY  
 DATE  
11/2018

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## **CIRCULATION PLAN**



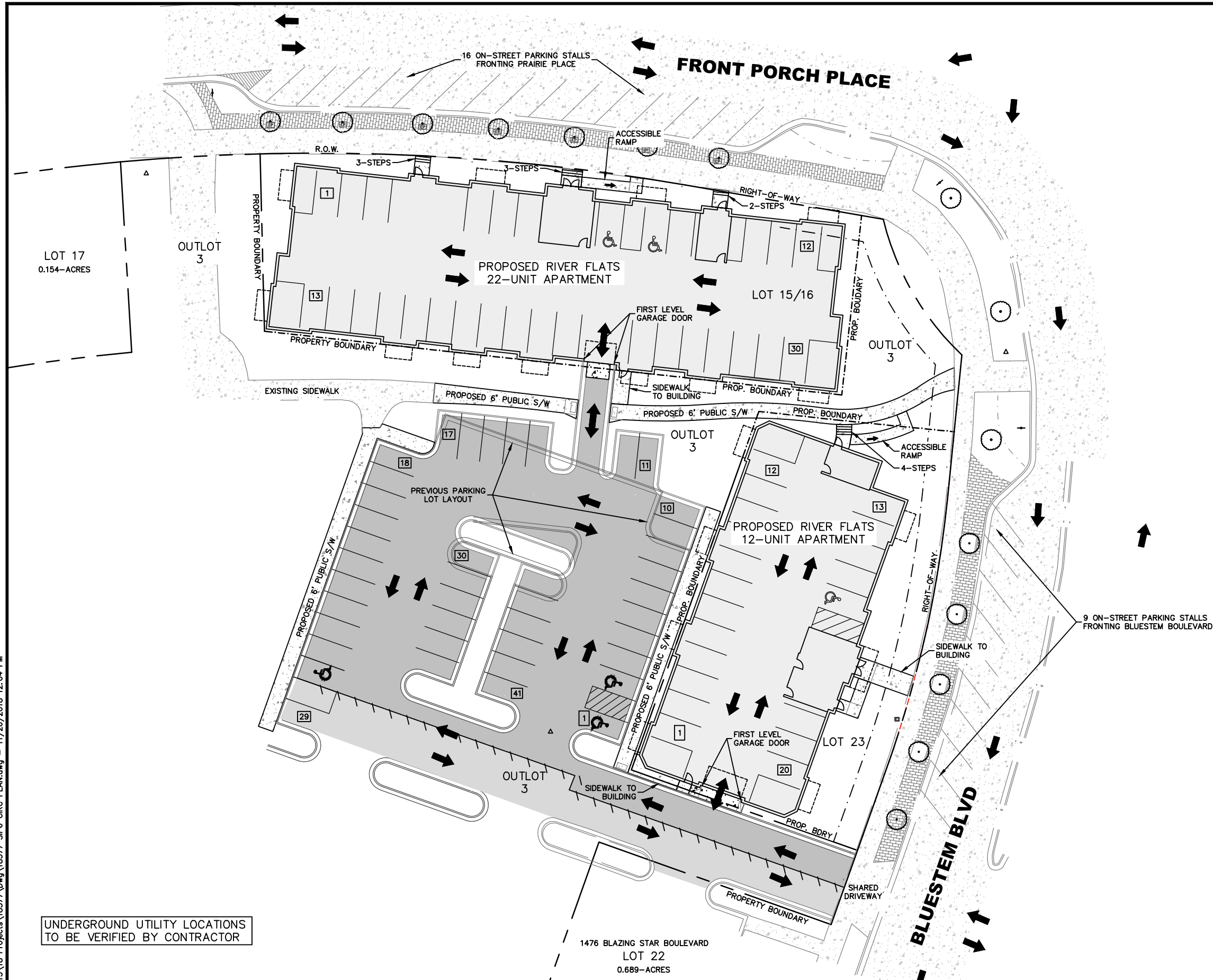
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**LEGEND:**

➔ TRAFFIC CIRCULATION DIRECTION

- CIRCULATION SYSTEM NOTES:**
1. THE EXISTING CONCRETE SIDEWALK ON THE WEST SIDE OF OUTLOT 3 AND THE SIDEWALKS ALONG FRONT PORCH PLACE AND BLUESTEM BOULEVARD WILL SERVE AS A CONNECTION TO THE SITE FOR PEDESTRIAN AND BICYCLE CIRCULATION FROM OTHER PARTS OF THE RIVER PRAIRIE COMMUNITY.
  2. FRONT PORCH PLACE AND BLUESTEM BOULEVARD WILL SERVE AS A CONNECTION POINT OF ACCESS FOR MOTOR VEHICLE PARKING ALONG THE BUILDING EXTERIOR.
  3. THE 22-UNIT BUILDING WILL HAVE 30 FIRST LEVEL INTERIOR PARKING STALLS ACCESSED VIA A SINGLE 12-FOOT WIDE DRIVEWAY AND GARAGE DOOR FROM THE OUTLOT 3 PARKING LOT.
  4. THE 12-UNIT BUILDING WILL HAVE 22 FIRST LEVEL INTERIOR PARKING STALLS ACCESSED VIA A SINGLE 16-FOOT WIDE CURB CUT AND GARAGE DOOR FROM THE OUTLOT 3 SHARED DRIVEWAY.
  5. VEHICULAR ACCESS TO THE OUTLOT 3 PARKING LOT WILL BE FROM THE SHARED DRIVEWAY ON BLUESTEM BOULEVARD.
  6. TRASH RECEPTACLES WILL BE STORED IN EACH FIRST LEVEL GARAGE. AND BIKE RACKS WILL BE PROVIDED IN EACH FIRST LEVEL GARAGE.



UNDERGROUND UTILITY LOCATIONS  
 TO BE VERIFIED BY CONTRACTOR

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SPECIFIC IMPLEMENTATION PLAN  
 OVERALL CIRCULATION PLAN

RIVER FLATS APARTMENTS  
 RIVER FLATS LLC.  
 FRONT PORCH PLACE & BLUESTEM BOULEVARD  
 ALTOONA, WI

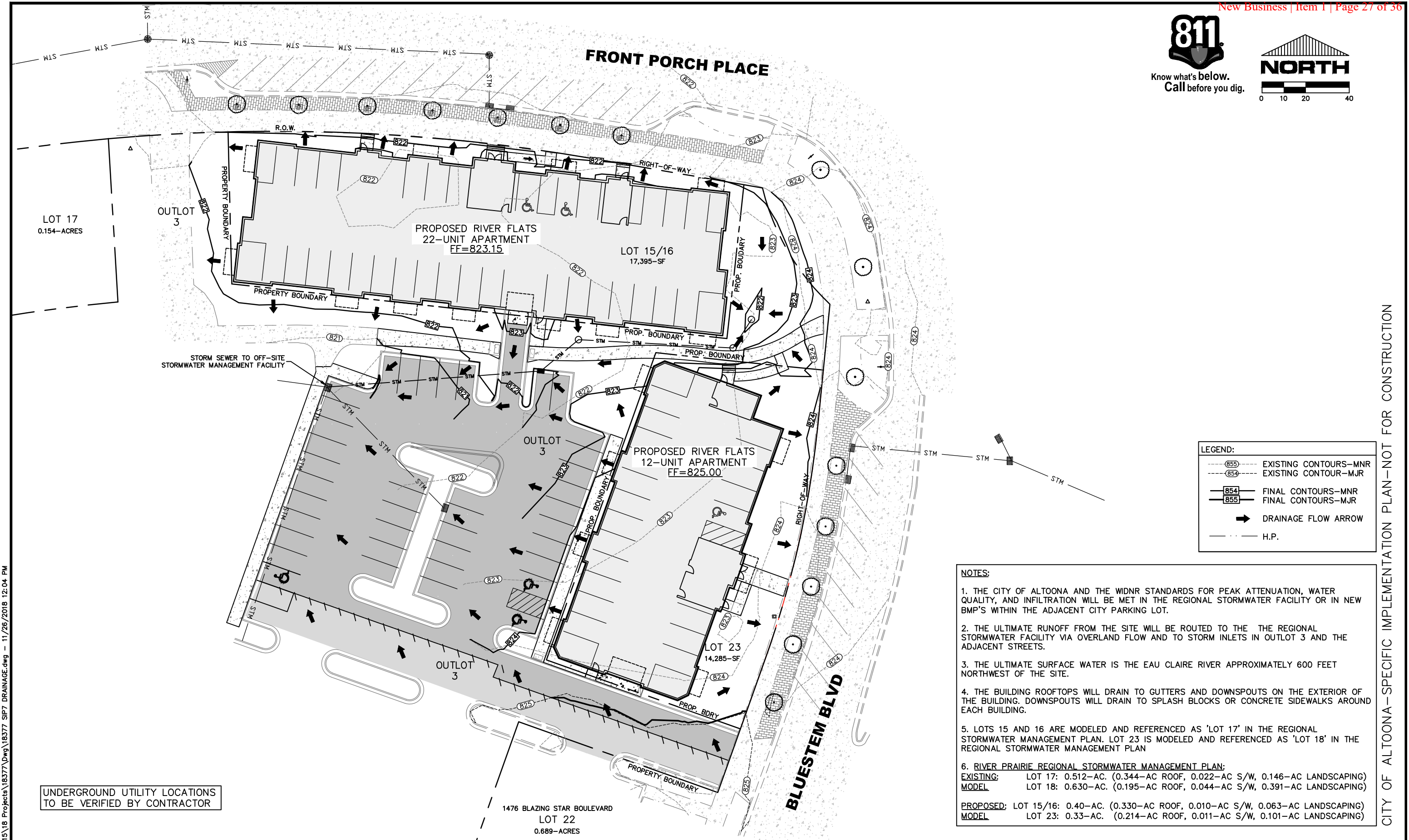
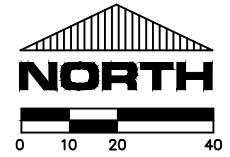
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 CIRC PLAN  
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 8

## **SURFACE DRAINAGE EXHIBIT**



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**LEGEND:**

- 855 --- EXISTING CONTOURS-MNR
- 854 --- EXISTING CONTOUR-MJR
- 854 --- FINAL CONTOURS-MNR
- 855 --- FINAL CONTOURS-MJR
- ➔ DRAINAGE FLOW ARROW
- H.P.

**NOTES:**

1. THE CITY OF ALTOONA AND THE WIDNR STANDARDS FOR PEAK ATTENUATION, WATER QUALITY, AND INFILTRATION WILL BE MET IN THE REGIONAL STORMWATER FACILITY OR IN NEW BMP'S WITHIN THE ADJACENT CITY PARKING LOT.
2. THE ULTIMATE RUNOFF FROM THE SITE WILL BE ROUTED TO THE THE REGIONAL STORMWATER FACILITY VIA OVERLAND FLOW AND TO STORM INLETS IN OUTLOT 3 AND THE ADJACENT STREETS.
3. THE ULTIMATE SURFACE WATER IS THE EAU CLAIRE RIVER APPROXIMATELY 600 FEET NORTHWEST OF THE SITE.
4. THE BUILDING ROOFTOPS WILL DRAIN TO GUTTERS AND DOWNSPOUTS ON THE EXTERIOR OF THE BUILDING. DOWNSPOUTS WILL DRAIN TO SPLASH BLOCKS OR CONCRETE SIDEWALKS AROUND EACH BUILDING.
5. LOTS 15 AND 16 ARE MODELED AND REFERENCED AS 'LOT 17' IN THE REGIONAL STORMWATER MANAGEMENT PLAN. LOT 23 IS MODELED AND REFERENCED AS 'LOT 18' IN THE REGIONAL STORMWATER MANAGEMENT PLAN
6. RIVER PRAIRIE REGIONAL STORMWATER MANAGEMENT PLAN:  
**EXISTING:** LOT 17: 0.512-AC. (0.344-AC ROOF, 0.022-AC S/W, 0.146-AC LANDSCAPING)  
 MODEL LOT 18: 0.630-AC. (0.195-AC ROOF, 0.044-AC S/W, 0.391-AC LANDSCAPING)  
**PROPOSED:** LOT 15/16: 0.40-AC. (0.330-AC ROOF, 0.010-AC S/W, 0.063-AC LANDSCAPING)  
 MODEL LOT 23: 0.33-AC. (0.214-AC ROOF, 0.011-AC S/W, 0.101-AC LANDSCAPING)

UNDERGROUND UTILITY LOCATIONS  
 TO BE VERIFIED BY CONTRACTOR

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SPECIFIC IMPLEMENTATION PLAN  
 OVERALL STORMWATER DRAINAGE PLAN

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 ALTOONA, WI

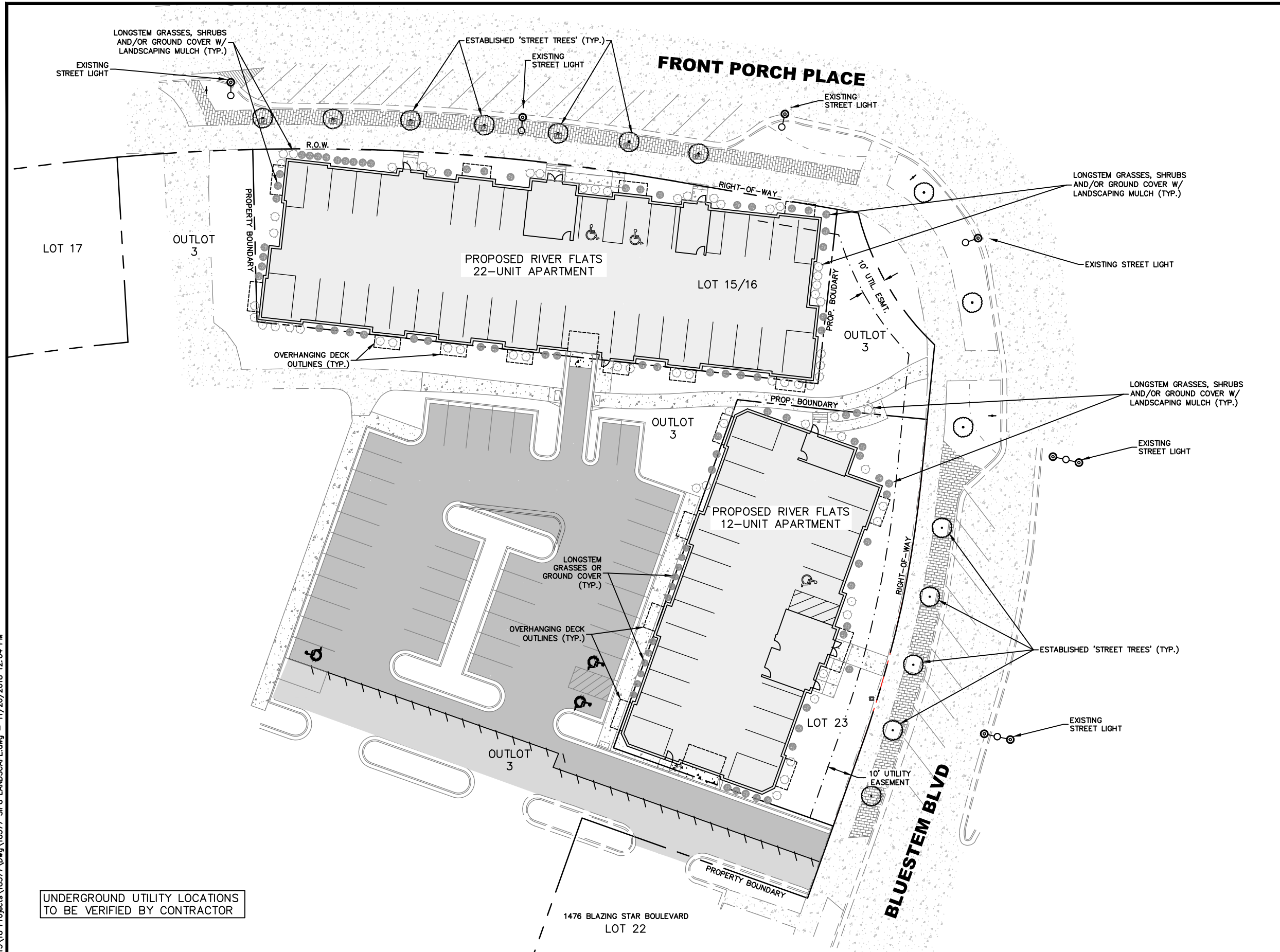
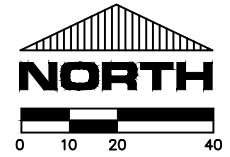
DWG NAME  
18377 SIP7  
DRAIN PLAN  
DATE  
11/2018

7  
8

## **LANDSCAPE PLAN**



Know what's below.  
 Call before you dig.



**LANDSCAPE LEGEND:**

- SMALL MIXED SHRUBS W/ DECORATIVE LONGSTEM GRASSES AND GROUND COVER

**SURFACING LEGEND:**

- BUILDING
- ASPHALT PAVEMENT
- CONCRETE PAVEMENT

- NOTES:**
- IMPERVIOUS SURFACES WILL BE RESTRICTED TO PAVEMENT, SIDEWALK, AND ROOFTOPS.
  - THE BUILDING WILL HAVE DOWNCAST EXTERIOR LIGHTS MOUNTED ON THE BUILDING NEAR EACH ENTRANCE.
  - LANDSCAPING WILL CONSIST OF SHRUBS AND GROUND COVER PLANTED ADJACENT TO THE EXTERIOR OF THE PROPOSED BUILDINGS. THE LANDSCAPING WILL BE PROFESSIONALLY INSTALLED PRIOR TO OCCUPANCY.
  - STREET TREES SHALL BE PLACED EVERY 30' ON CENTER AND SHALL BE OF SIZE 1-1/2" CALIPER OR LARGER. (INSTALLED BY CITY)
  - THIS PROJECT WILL HAVE 4' AND 6' WIDE CONCRETE SIDEWALKS. (TYP.)

S:\Projects\2015\18 Projects\18377\18377 SIP8 LANDSCAPE.dwg - 11/26/2018 12:04 PM

UNDERGROUND UTILITY LOCATIONS TO BE VERIFIED BY CONTRACTOR

CITY OF ALTOONA—SPECIFIC IMPLEMENTATION PLAN—NOT FOR CONSTRUCTION

NO.	DATE	REVISIONS	DRAFTED BY	DESIGN BY	CHECKED

PROJ. NO.  
18377



ADVANCED ENGINEERING CONCEPTS  
 1360 INTERNATIONAL DRIVE  
 EAU CLAIRE, WI 54701  
 PH: 715-552-0330  
 info@aeconline.com  
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SPECIFIC IMPLEMENTATION PLAN  
 LANDSCAPE PLAN

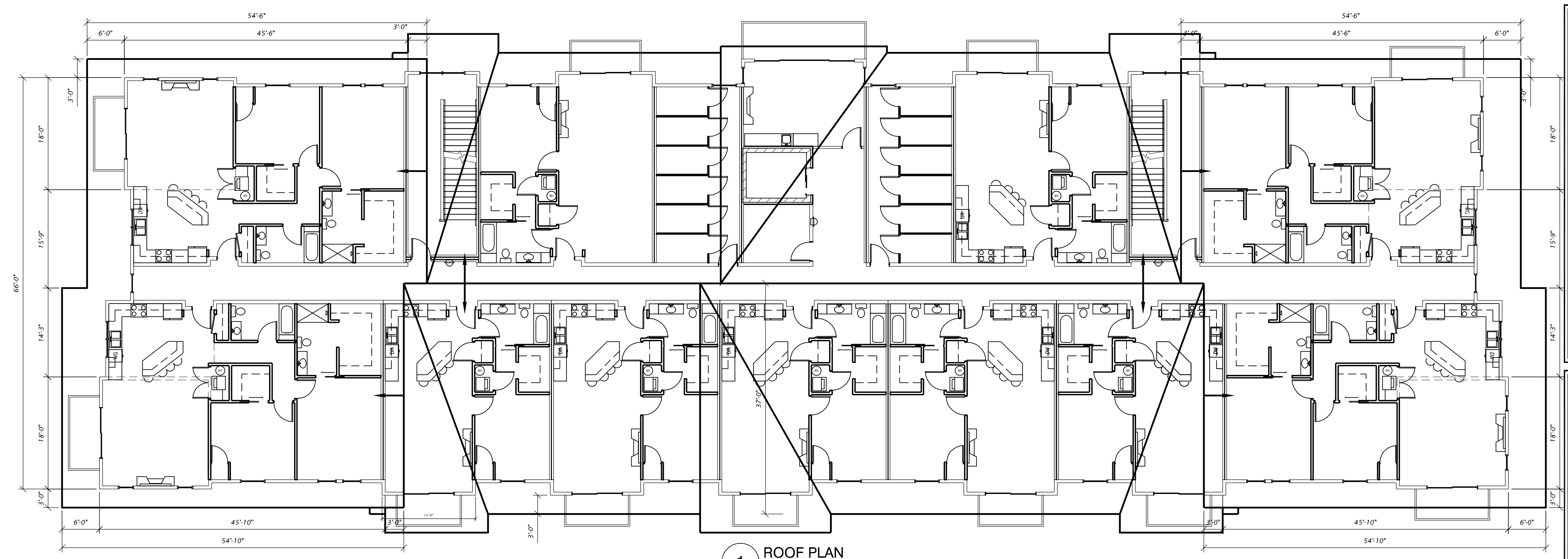
RIVER FLATS APARTMENTS  
 RIVER FLATS LLC.  
 FRONT PORCH PLACE & BLUESTEM BOULEVARD  
 ALTOONA, WI

DWG NAME  
18377 SIP8 LANDSCAPE  
 DATE  
11/2018

8  
 8

## **ARCHITECTURAL ELEVATION VIEWS**





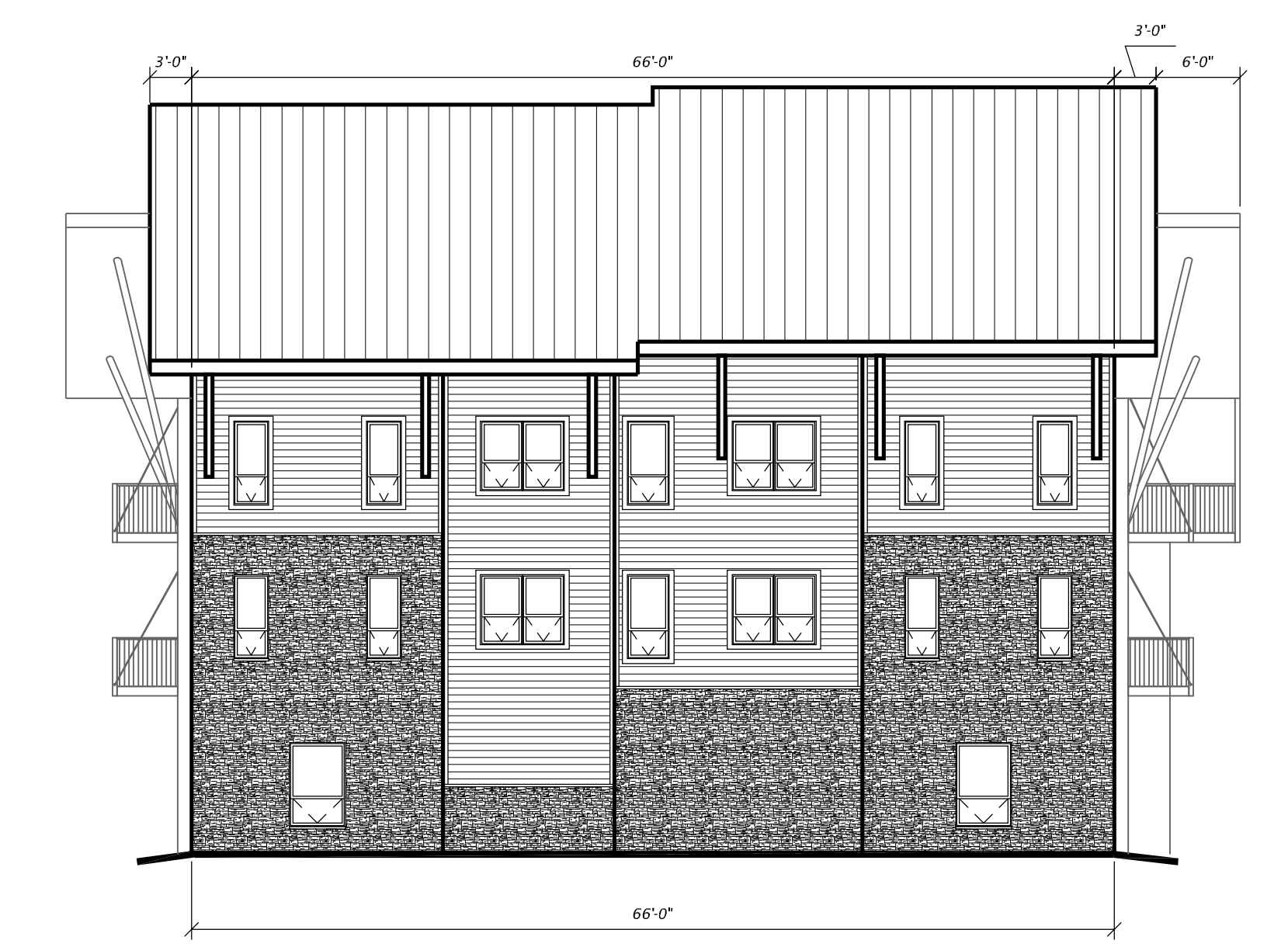
1 ROOF PLAN  
3/32" = 1'-0"



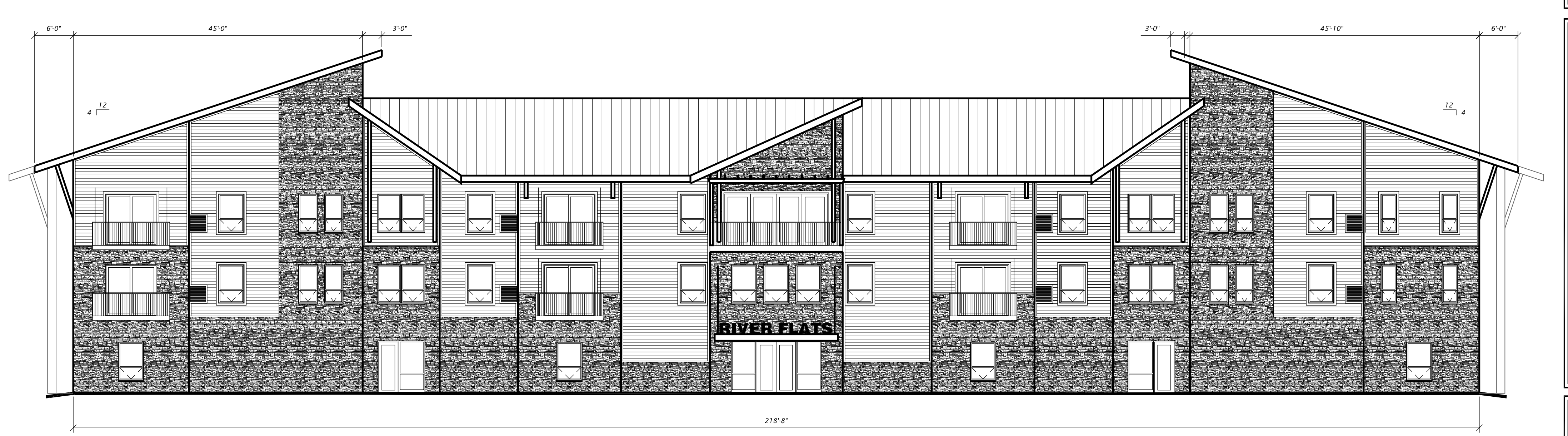
2 WEST ELEVATION  
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3 SOUTH ELEVATION  
3/32" = 1'-0"



4 EAST ELEVATION  
3/32" = 1'-0"



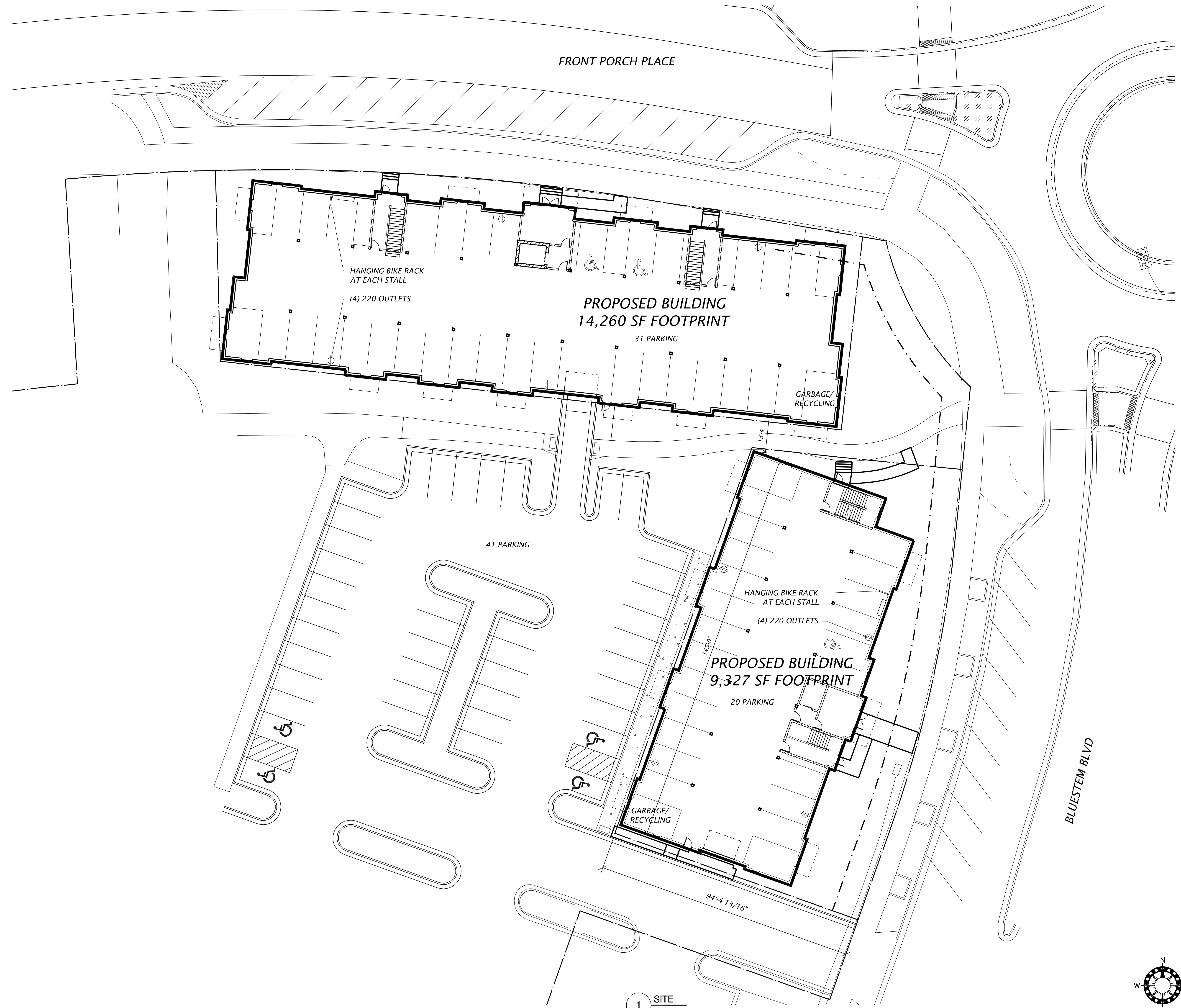
5 NORTH ELEVATION  
3/32" = 1'-0"

ROBERT D. JOHNSON ARCHITECT  
5201 STONEWOOD DRIVE  
EAU CLAIRE, WISCONSIN 54703  
715.828.8330 RDJARCHITECT@GMAIL.COM

RIVER FLATS  
FRONT PORCH PLACE  
ALTOONA, WI 54720

ELEVATIONS

10-19-18  
A5  
JOB NO. 17-008



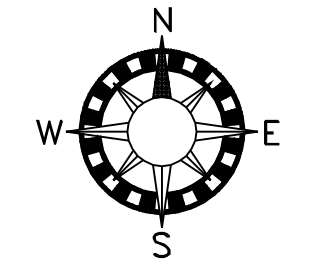
ROBERT D. JOHNSON ARCHITECT  
 5201 STONEWOOD DRIVE  
 EAU CLAIRE, WISCONSIN 54703  
 715.828.8330 RDJARCHITECT@GMAIL.COM

RIVER FLATS  
 BLUESTEM BLVD & FRONT PORCH PLACE  
 ALTOONA, WI 54720

SITE PLAN

11-30-18  
 A.I.I.  
 JOB NO. 17-008

1 SITE  
 1/16" = 1'-0"



ROBERT D. JOHNSON ARCHITECT  
5201 STONEWOOD DRIVE  
EAU CLAIRE, WISCONSIN 54703  
715.828.8330 RDJARCHITECT@GMAIL.COM

RIVER FLATS  
FRONT PORCH PLACE  
ALTOONA, WI 54720

COLORED ELEVATIONS

11-28-18  
CLR  
JOB NO. 17-008



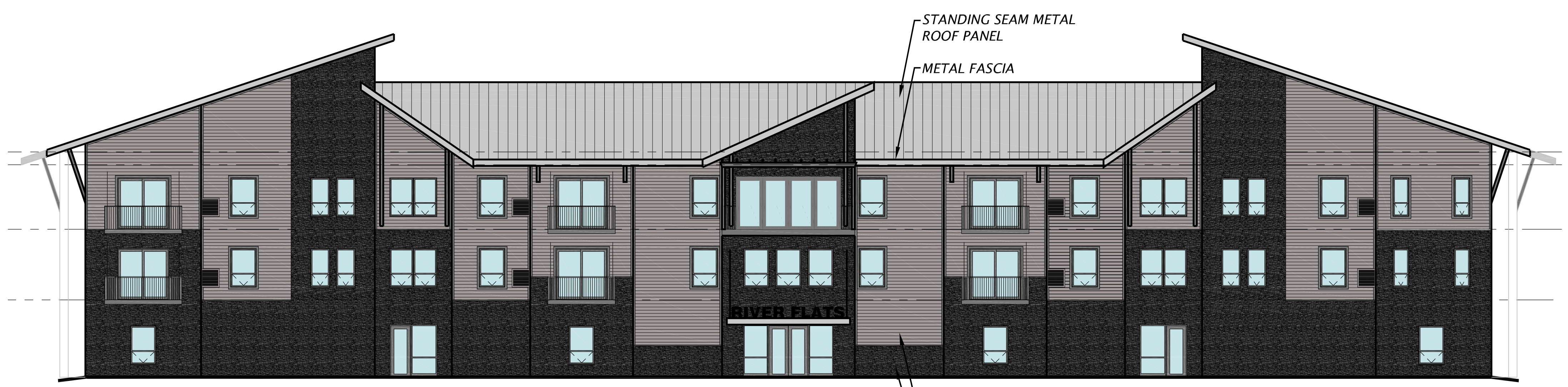
2 WEST ELEVATION  
3/32" = 1'-0"



3 SOUTH ELEVATION  
3/32" = 1'-0"



4 EAST ELEVATION  
3/32" = 1'-0"



5 NORTH ELEVATION  
3/32" = 1'-0"

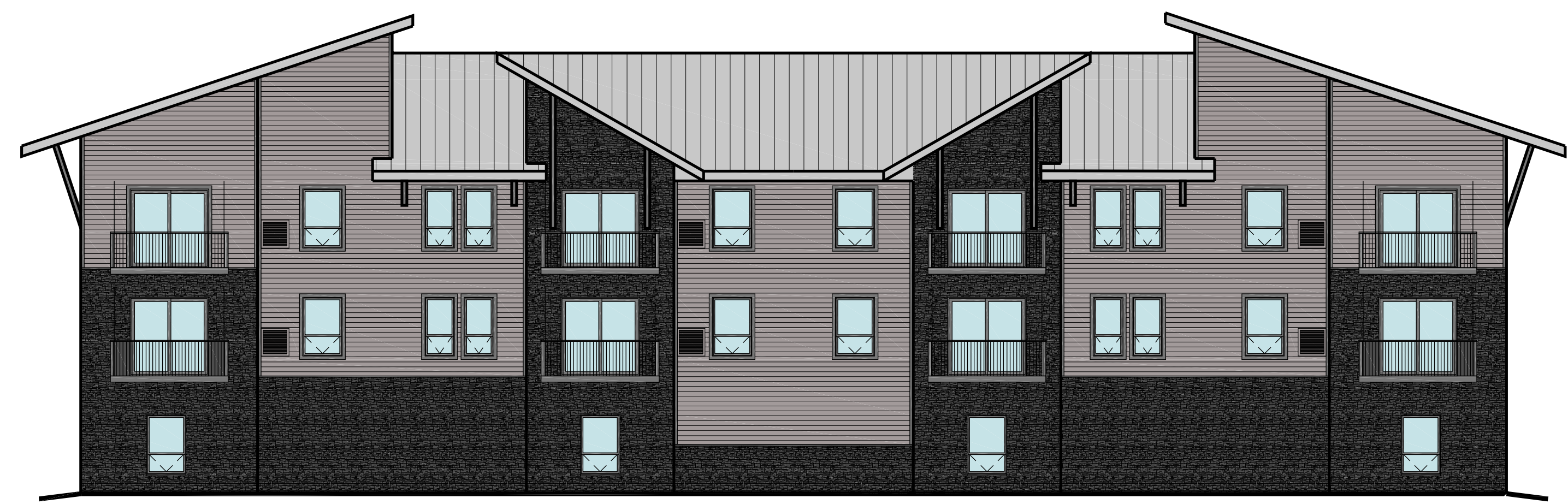
ROBERT D. JOHNSON ARCHITECT  
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EAU CLAIRE, WISCONSIN 54703  
715.828.8330 RDJARCHITECT@GMAIL.COM

RIVER FLATS  
FRONT PORCH PLACE  
ALTOONA, WI 54720

COLORED ELEVATIONS



2 WEST ELEVATION  
3/32" = 1'-0"



3 SOUTH ELEVATION  
3/32" = 1'-0"



4 EAST ELEVATION  
3/32" = 1'-0"



5 NORTH ELEVATION  
3/32" = 1'-0"

VOLUME \_\_\_\_\_ OF CERTIFIED SURVEY MAPS, PAGE \_\_\_\_\_

CERTIFIED SURVEY MAP, NUMBER \_\_\_\_\_

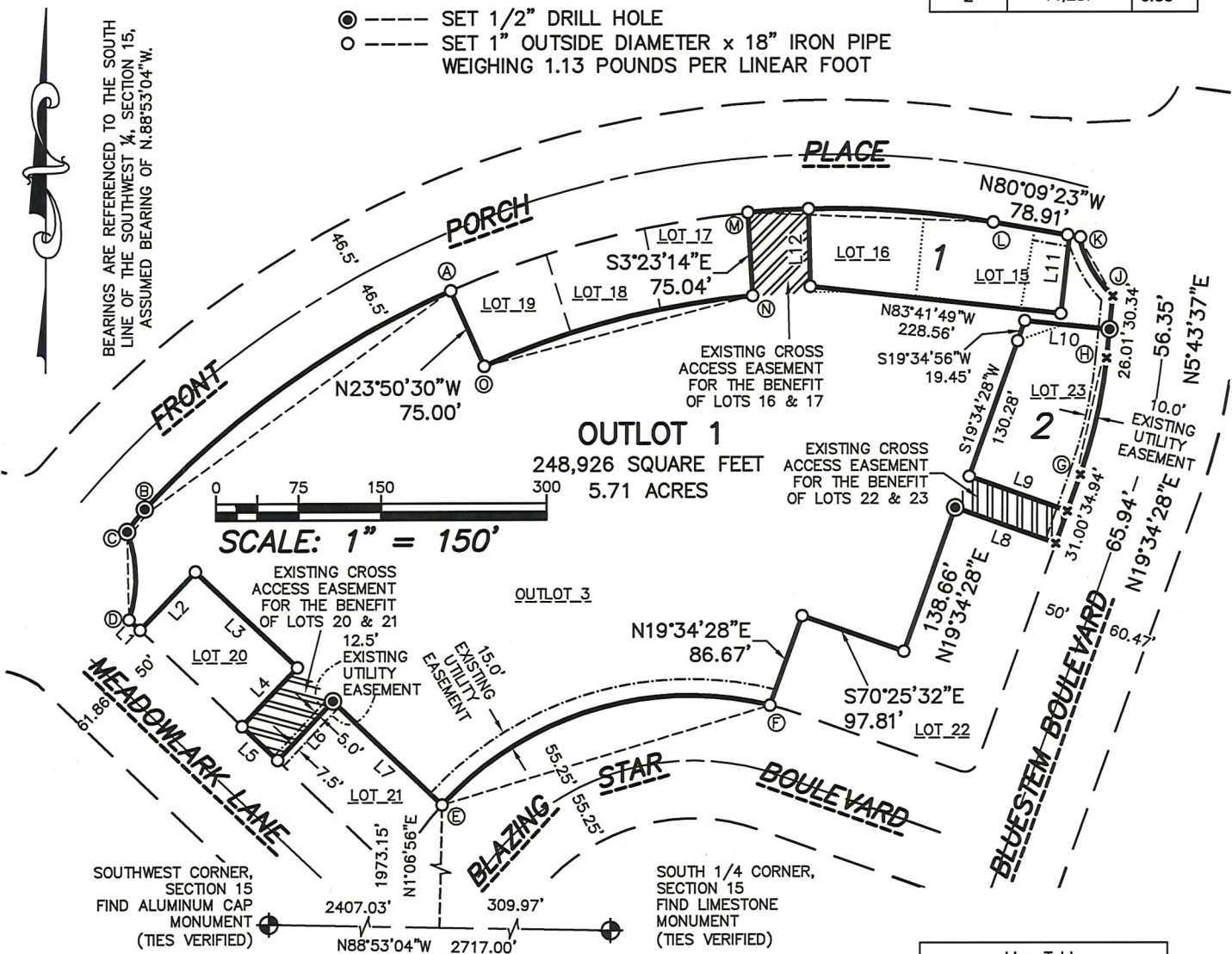
LOCATED IN THE NORTHEAST 1/4 OF THE SOUTHWEST 1/4  
 AND THE NORTHWEST 1/4 OF THE SOUTHWEST 1/4  
 SECTION 15, TOWNSHIP 27 NORTH, RANGE 9 WEST,  
 CITY OF ALTOONA, EAU CLAIRE COUNTY, WISCONSIN  
 BEING ALL OF LOTS 15, 16, 23 AND OUTLOT 3 OF RIVER  
 PRAIRIE NORTHWEST QUADRANT



**LEGEND**

- x ---- FOUND "x" IN CONCRETE
- ⊙ ---- SET 1/2" DRILL HOLE
- ---- SET 1" OUTSIDE DIAMETER x 18" IRON PIPE WEIGHING 1.13 POUNDS PER LINEAR FOOT

PARCEL TABLE		
LOT NO.	AREA (SQ.FT.)	ACRES
1	17,400	0.40
2	14,287	0.33



CURVE TABLE								
CURVE	LOT NO	LENGTH	RADIUS	DELTA	CHD	CHD BR	1ST TAN	2ND TAN
A-B		342.76'	853.50'	023°00'35"	340.46'	S54°36'20"W	S43°06'02"W	S66°06'37"W
B-C		25.96'	149.00'	009°58'51"	25.92'	S38°06'36"W	S33°07'10"W	S43°06'02"W
C-D		81.68'	119.73'	039°05'18"	80.11'	S01°18'57"E	S18°13'42"W	S20°51'36"E
E-F		325.37'	303.93'	061°20'15"	310.06'	N73°17'56"E	S76°01'56"E	N42°37'49"E
G-H		108.78'	450.00'	013°51'00"	108.51'	N12°38'19"E	N05°42'49"E	N19°33'49"E
J-K		62.56'	109.12'	032°50'55"	61.71'	N30°04'29"W	N13°39'02"W	N46°29'56"W
L-M		223.22'	853.50'	014°59'06"	222.59'	N87°38'56"W	S84°51'31"W	N80°09'23"W
	LOT 1	168.20'	853.50'	011°17'29"	167.93'	N85°48'08"W		
	OUTLOT 1	55.02'	853.50'	003°41'37"	55.01'	S86°42'19"W		
	N-O	252.51'	778.50'	018°35'02"	251.40'	S75°23'51"W	S66°06'21"W	S84°41'22"W

Line Table		
Line #	Direction	Length
L1	S46°33'37"E	13.88'
L2	N43°26'23"E	73.00'
L3	S46°33'37"E	127.78'
L4	S43°26'23"W	73.00'
L5	S46°33'37"E	44.50'
L6	N43°26'23"E	73.00'
L7	S46°33'37"E	136.58'
L8	S70°25'32"E	96.90'
L9	N70°25'32"W	94.41'
L10	N84°16'33"W	45.54'
L11	S06°18'11"W	71.02'
L12	N01°25'37"W	69.82'

VOLUME \_\_\_\_ OF CERTIFIED SURVEY MAPS, PAGE \_\_\_\_\_

**CERTIFIED SURVEY MAP, NUMBER \_\_\_\_\_**  
LOCATED IN THE NORTHEAST ¼ OF THE SOUTHWEST ¼  
AND THE NORTHWEST ¼ OF THE SOUTHEAST ¼  
SECTION 15, TOWNSHIP 27 NORTH, RANGE 9 WEST,  
CITY OF ALTOONA, EAU CLAIRE COUNTY, WISCONSIN  
BEING ALL OF LOTS 15, 16, 23 AND OUTLOT 3 OF  
RIVER PRAIRIE NORTHWEST QUADRANT

**SURVEYOR'S CERTIFICATE:**

I, PETER J. GARTMANN, PROFESSIONAL LAND SURVEYOR, HEREBY CERTIFY:  
THAT BY THE DIRECTION OF RIVER FLATS, LLC. - MARK HELD - I HAVE SURVEYED, DIVIDED AND MAPPED THE LAND PARCEL  
WHICH IS REPRESENTED BY THIS CERTIFIED SURVEY MAP.

THAT THE EXTERIOR BOUNDARY IN THE OF THE LAND PARCEL SURVEYED AND MAPPED IS AS FOLLOWS: A PARCEL  
OF LAND LOCATED IN THE NORTHEAST ¼ OF THE SOUTHWEST ¼ AND THE NORTHWEST ¼ OF THE SOUTHEAST ¼ SECTION 15,  
TOWNSHIP 27 NORTH, RANGE 9 WEST, CITY OF ALTOONA, EAU CLAIRE COUNTY, WISCONSIN; BEING ALL OF LOTS 15, 16, 23  
AND OUTLOT 3 OF RIVER PRAIRIE NORTHWEST QUADRANT, AND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

- BEING ALL OF LOTS 15, 16, 23 AND OUTLOT 3 OF RIVER PRAIRIE NORTHWEST QUADRANT

AND BEING SUBJECT TO EXISTING EASEMENTS.

THAT THIS CERTIFIED SURVEY MAP IS A CORRECT REPRESENTATION OF THE EXTERIOR BOUNDARY SURVEYED AND  
DESCRIBED, AND THE DIVISION OF IT. THAT I HAVE FULLY COMPLIED WITH THE PROVISIONS OF CHAPTER 236.34 OF THE  
WISCONSIN STATUTES, AE-7 OF THE WISCONSIN ADMINISTRATIVE CODE, AND THE SUBDIVISION REGULATIONS OF THE CITY  
OF ALTOONA, EAU CLAIRE COUNTY, WISCONSIN IN SURVEYING AND MAPPING THE SAME.

\_\_\_\_\_ DATED THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2018  
PETER J. GARTMANN, P.L.S. NO. 2279

**PREPARED FOR:**  
River Flats, LLC.  
Mark Held  
4324 Fairfax Park Drive  
Eau Claire, WI 54701

**CERTIFICATE OF THE CITY ZONING ADMINISTRATOR**

I, \_\_\_\_\_, CITY OF ALTOONA, HEREBY CERTIFY THAT THIS CERTIFIED SURVEY MAP IS APPROVED PURSUANT  
TO ALTOONA MUNICIPAL CODE 18.03.080 (4)

\_\_\_\_\_  
JOSHUA CLEMENTS, CITY PLANNER

DATED THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2018

**Chippewa Valley Housing Task Force**  
**Compellation of Round-Table Discussion Questions**

**Meeting 3 • 2018-1101**

[Return to Agenda >>](#)

[Return to Summary >>](#)

The following is a summary of written responses to the facilitated round-table questions during Meeting 3 of the Chippewa Valley Housing Task Force.

**What changes to zoning or other local policies would you recommend and support to increase affordability, availability, and variety of housing?**

- Zoning (19):
  - Reduce Min. Lot Sizes (9)
  - Reduce parking requirements (8)
  - ADUs (7)
  - Reduce setbacks, bulk & height restrictions (6)
  - “Flexible & appropriate” (5)
  - Increase density (4)
  - Reduce street widths & ROW requirements (2)
  - Make multi-family not conditional (2)
  - Align zoning with community values (2)
  - Reduce barriers to infill (2)
  - Tiny house (2)
  - Enable housing options
  - Accessibility to sidewalks & trails
  - Protect single family homes & neighborhoods to retain value & desirability
  - Mixed use
  - More mix of zoning w/in neighborhoods
  - Discussions between cities to coordinate zoning & policy
- City Incentives (6)
  - Fee reduction for affordable housing developments (3)
  - TIF funds set % (30) of all affordable units (3)
  - Incentivize infill/redevelopment/rehab (2)
  - Utilities/infrastructure cost-sharing (2)
  - Land Cost
  - CDBG
  - Community Benefit Agreements
  - Incentive to renovate existing buildings
- Streamlined development process (4)
  - “Customer service approach to developers”
  - “Help us to get to yes”
  - Relaxing timing of process
- Focus on repurposing rather than building new (2)
- Public-Private Partnerships w/low income housing developers (2)
- Value rental property based upon value rather than income (2)
- Community assistance with zoning, inspections, building codes
  - Community liaison
- Policies that prevent discrimination due to conviction history
- Repurposing existing infrastructure
- Knowledge gap going from homeless to renter or renter to homeowner
- Manage expectations
- “Affordable Housing Task Force” part of City Council / Plan Commission to provide recommendations

**What assistance or incentives would be most effective to generate affordable units?**

- TIF financing (11)
  - Housing TIF Extension (2)
  - Require % of TIF for low-income housing
- Tax breaks for affordable housing
  - CDBG (8)
  - LIHTC (6)
  - WHEDA (6)
  - Opportunity Zones (3)
  - HOME funds
  - Historic tax credits
- City (8)
  - Infrastructure costs (5)
  - Incentivize small developers (2)
  - Down payment assistance (2)
  - Low interest loans
  - Higher energy efficiency standards
  - Coordination with non-profits
  - Subsidize housing cost w/resale conditions
  - Development agreements “give to get” community benefit agreements
  - Vacant lot inventory
- Zoning (7)
  - Rezoning (4)
  - Mixed-income development (2)
  - Encouraging infill/redevelopment/mixed use
  - Incentives for mixed-use
  - Accessory Dwelling Units
  - Encourage 4-plexes, row-houses
- Home remodel/rehab/weatherization (4)
  - Energy Efficiency (2)
  - Lead removal
  - Window replacement
- Funding collaboration (4)
  - Public-Private Partnerships (3)
- Employer Assisted Housing (3)
  - Land donation; relocation or rental assistance
- Repurpose existing housing (2)
- Education requirement for loan/rental assistance (2)
- Land Trust (2)
- Banks (2)
- Educate people about programs
- Coop housing
- Community Development Finance Institutions
- Private donors
- Habitat for Humanity
- Community liaison to help those interested in affordable housing- learn the process
- Landlord liaison, funded by rental registration program, to assist/mediate tenants and landlords
- Minimum/living wage ordinance



### **What methods should we pursue to acquire and assemble land for residential development and redevelopment?**

- Zoning (10)
  - Increase density (2)
  - Infill (4)
    - Infill Plan / Inventory
  - Mix use (2)
  - Reduce lot sizes (2)
  - Walkability (2)
  - Reduce parking requirements
  - Allow larger buildings, height
- Equity Condo (4)
- Incentivized Land (4)
  - City provide/donate land (3)
  - Affordable housing extension to purchase land
- Redevelopment (3)
  - Obsolete / blighted areas (2)
  - Parking lots
- Land Trust (3)
- City-led development (3)
  - Assemble land for multi-family or mixed-use
  - TIF
- Repurpose old buildings (schools, industrial, etc.)(2)
- Collaboration between developments & municipalities (2)
- Employer assisted housing (2)
- CDBG
- “Any and all”
- Land Bank
- Consider all factors and long-term neighborhood impact
- More neighborhood assessments (see: Cannery District)
- Voluntary divestitures (allow owners to divest from properties beyond repair)
- Utilize LIHTC application criteria before acquiring land for development
- “Lasagna financing” CDFI
- Section 42 Programs
- Identify goals and benchmarks
- Non-profit developers
- Community reinvestment act
- Developers

### **How can our cities, development firms, and non-profits collaborate most effectively?**

- Communication (7)
  - Regular meetings (2) incl. employers (2)
  - Inclusive meetings
  - Raise collective awareness & connections
  - Learn from one-another & remove barriers
  - Reduce NIMBY-ism
- Relationships (4)
  - Recognize self-interest

- Coalition building
- Incentivize on-site amenities that support families (4)
  - Partnerships
- Education (4)
  - Education/Training (homeless → renter → owner)(3)
  - “What goes into the deal” – understand process, incentives
- Government (3)
  - Coordinate zoning & policy changes
  - Regional effort (incl. towns, villages)
  - Create incentives
  - One-stop-shop for resources
- Needs gap identification (2)
- Employer-assisted housing (programs, land donation, neighborhood investment, etc.)(2)
- Public/private and partnership projects
- Role of Investors
- “Housing First” model
- Define ends goals
- Create & sustain focus

**What information has not yet been obtained that may contribute to our collective assessment of housing, or inform prioritization of strategies?**

- Housing Study (7)
  - Countywide housing stats and units built, construction costs, rental range, sale price (3)
  - Estimate demand (2)
  - Figure out biggest need
  - What is existing inventory
  - Data on workforce housing as it relates to 30% of income to create affordability “sweet spot”
- Better understanding/definition of “affordable housing” (6)
  - People experiencing housing insecurity (3)
  - Input from low income individuals (2)
  - Define Target (defined in sales price % of median income, total mortgage/rent payment, % of monthly income (30%))
  - Persistent poverty data
  - First time home buyers
- Role of investors / REITS (2)
- Employer assisted housing (2)
- Vacant lot inventory (2)
- Workforce Development
- How much are we spending annually on housing supports?
- Community costs of homelessness
- Examine parking requirements
- Following Task Force, have forums of City Council, Plan Commission to provide recommendations
- Zoning data relating to density (?)
- Report of housing violations

**What other strategies related to affordable living conditions, not directly addressing housing, should be investigated?**

- Transportation (7)
  - Bike facilities (2)
  - Walkability (2)
  - Expand public transportation
- Workforce Development (5)
  - Focus on high-paying industries
  - Creative economy
  - Increase skills education
  - Skilled Trades
- Energy conservation (5)
- Child Care (5)
- Employer-assisted housing (4)
- Healthcare (3)
  - Social determinants of health and how it affects housing
  - Mental illness
- Mixed-use incentives for on-site amenities (childcare, clinic) (3)
- Hold landlords accountable for maintenance (3)
- Student loan burden (3)
- Health & food deserts (3)
- Collective action (3)
  - Municipalities collaborating (2); businesses collaborating
- Normalize low income housing (3)
- Education of renters / homeowners (2)
- High housing & healthcare costs leads to less local spending
- Barriers to secure housing (criminal convictions, etc.)
- Assisted-living and senior housing
- Density & connectivity
- Incentivize collaboration on projects
- Loan repayment incentives
- Regulate payday lenders
- Co-housing and cooperative housing
- Public involvement & engagement
- Define “end game”
- Manage expectations- size, density, amenities, cost
- Create sense of neighborhood (beautification, lighting, fix sidewalks)

# ALICE IN EAU CLAIRE COUNTY

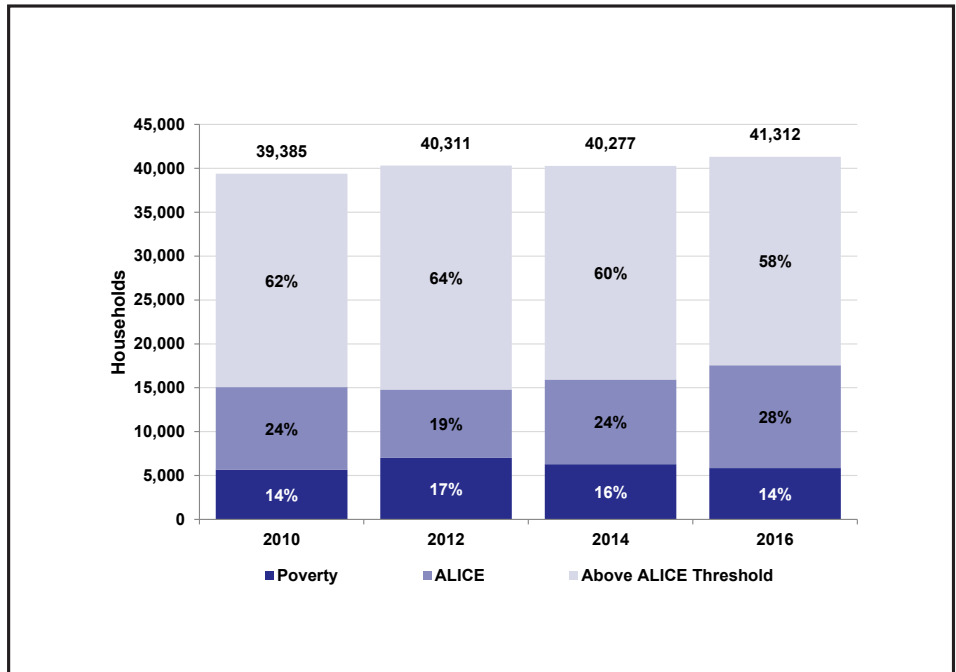
## 2016 Point-in-Time Data

**Population:** 102,965 • **Number of Households:** 41,312  
**Median Household Income:** \$49,821 (state average: \$56,811)  
**Unemployment Rate:** 4% (state average: 4.1%)  
**ALICE Households:** 28% (state average: 25.8%) • **Households in Poverty:** 14% (state average: 11.7%)

## How has the number of ALICE households changed over time?

**ALICE** is an acronym for **A**sset **L**imited, **I**ncome **C**onstrained, **E**mloyed – households that earn more than the Federal Poverty Level, but less than the basic cost of living for the county (the ALICE Threshold). Combined, the number of ALICE and poverty-level households equals the total population struggling to afford basic needs. The number of households below the ALICE Threshold changes over time; households move in and out of poverty and ALICE status as their circumstances improve or worsen. The recovery, which started in 2010, has been uneven across the state. Conditions have improved for some families, but with rising costs, many still find themselves struggling.

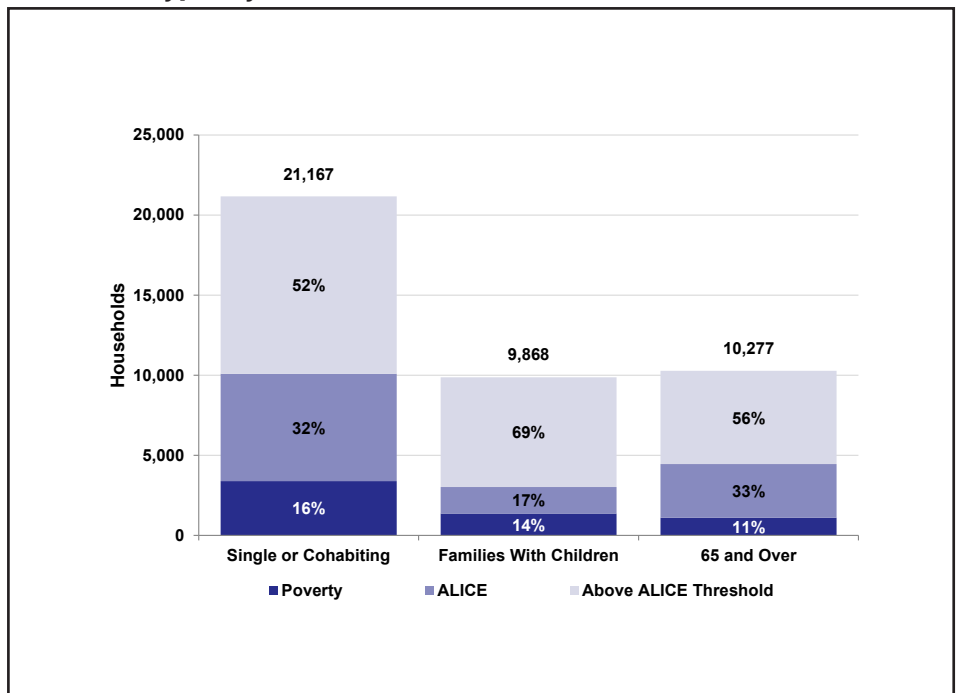
### Households by Income, 2010 to 2016



## What types of households are struggling?

The way Americans live is changing. There are more different family and living combinations than ever before, including more adults living alone, with roommates, or with their parents. Families with children are changing: There are more non-married cohabiting parents, same-sex parents, and blended families with remarried parents. The number of senior households is also increasing. Yet all types of households continue to struggle: ALICE and poverty-level households exist across all of these living arrangements.

### Household Types by Income, 2016



## Why do so many households struggle?

### The cost of living continues to increase...

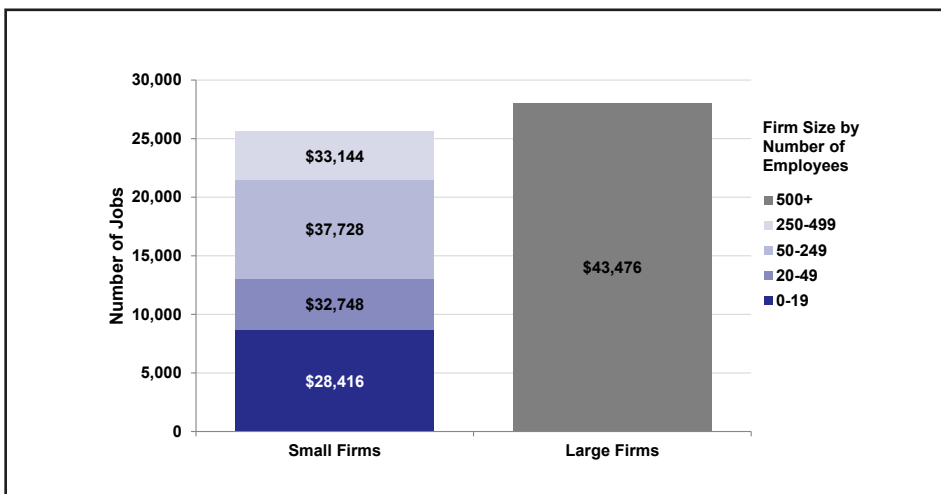
The Household Survival Budget reflects the bare minimum that a household needs to live and work today. It does not include savings for emergencies or future goals like college. In 2016, costs were well above the Federal Poverty Level of \$11,880 for a single adult and \$24,300 for a family of four. Family costs increased by 18 percent statewide from 2010 to 2016, compared to 9 percent inflation nationally.

Household Survival Budget, Eau Claire County		
	SINGLE ADULT	2 ADULTS, 1 INFANT, 1 PRESCHOOLER
<b>Monthly Costs</b>		
Housing	\$466	\$735
Child Care	\$-	\$1,294
Food	\$158	\$525
Transportation	\$349	\$697
Health Care	\$214	\$800
Technology	\$55	\$75
Miscellaneous	\$147	\$475
Taxes	\$225	\$627
<b>Monthly Total</b>	<b>\$1,614</b>	<b>\$5,228</b>
<b>ANNUAL TOTAL</b>	<b>\$19,368</b>	<b>\$62,736</b>
<b>Hourly Wage</b>	<b>\$9.68</b>	<b>\$31.37</b>

### ...and wages lag behind

Employment and wages vary by location; firms generally pay higher wages in areas with a higher cost of living, although those wages still do not always cover basic needs. Employment and wages also vary by firm size: Large firms tend to offer higher wages and more job stability; smaller businesses can account for more jobs overall, especially in rural areas, but may pay less and offer less stability. Medium-size firms pay more but typically employ the fewest workers.

## Private-Sector Employment by Firm Size With Average Annual Wages, 2016



Sources: 2016 Point-in-Time Data: American Community Survey. ALICE Demographics: American Community Survey; the ALICE Threshold. Budget: U.S. Department of Housing and Urban Development; U.S. Department of Agriculture; Bureau of Labor Statistics; Internal Revenue Service; Tax Foundation; and Wisconsin Department of Children and Families, 2016.

Eau Claire County, 2016		
Town	Total HH	% ALICE & Poverty
Altoona city	2,876	36%
Augusta city	602	45%
Bridge Creek	572	44%
Brunswick	632	28%
Clear Creek	291	20%
Drammen	296	29%
Eau Claire city	26,501	46%
Fairchild	131	36%
Fairchild village	251	67%
Fall Creek village	560	44%
Lincoln	389	25%
Ludington	416	24%
Otter Creek	170	26%
Pleasant Valley	1,063	18%
Seymour	1,252	29%
Union	1,021	31%
Washington	3,005	29%
Wilson	174	40%

Note: Municipal-level data on this page is 5-year averages for Census Places and County Subdivisions. Totals will not always match county-level numbers because some county-level data is 1-year estimates.

# Using TIF to Benefit Affordable Housing

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Curt Witynski, J.D., Deputy Executive Director, League of Wisconsin Municipalities

1. After a TIF district has paid all of its infrastructure and development costs, but before it is terminated, it can be repurposed for one additional year to benefit affordable housing and improve housing stock anywhere within the community.
2. The “Affordable Housing Extension” (AHE) was added to TIF law in 2009, but relatively few of the 600 cities and villages in the state have taken advantage of the option
3. A city or village with a TIF district that has retired its debt and paid for all of its project costs can extend the life of the district for one year if the city or village does the following:
  - (a) adopts a resolution extending the life of the TIF district for a specified number of months (up to one year) and specifies how the city or village intends to improve its housing stock
  - (b) forwards a copy of the resolution to the department of revenue (DOR), notifying the department that it must continue to authorize the allocation of tax increments to the district
4. DOR must authorize the allocation of tax increments to the district during the TIF district’s extended life
5. A city or village must use at least 75% of those tax increments to “benefit affordable housing” anywhere within the city or village in which the district exists
6. Affordable housing is defined as housing costing no more than 30% of the household’s gross monthly income
7. Any remaining portion of the increments must be used by the municipality to improve its housing stock

## Communities are Using TIF to:

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1. Help pay for street repairs in a low-moderate income neighborhood.
2. Fund the construction of five energy efficient houses in a struggling neighborhood to be sold to low-moderate income households
3. Fund a new program called “Renew Monona.” The program offers 0% interest loans to those purchasing or residing in a home in the city to be used for making substantial improvements to the home, to enhance its energy efficiencies and bring it up to modern standards (Monona)
4. Benefit affordable housing, improve housing stock in the city, benefit affordable housing and improve housing stock in the city. Fund many of the programs within the city’s Strong Neighborhoods Plan (Milwaukee)
5. Put money in the Affordable Housing Initiative Fund which is used to incentivize developers to pursue Section 42 federal tax credits for affordable housing developments. Under the program, the city invites proposals from developers to build affordable units in amenity-rich areas with easy access to public transportation. Affordable units set rents at 30, 50, and 60 percent of area median income (Madison)

# ZONING PRACTICE

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AMERICAN PLANNING ASSOCIATION

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## PRACTICE ADAPTIVE REUSE



# Repurposing Single-Family Homes and Neighborhoods

By Jeffrey Beiswenger, AICP, and Zachary Tusinger

A wave of change is coming to single-family neighborhoods. Is your community ready?

This edition of *Zoning Practice* will outline strategies for addressing the changes that are likely to come to single-family neighborhoods nationwide, including the demographic changes that will drive housing booms in some communities and widespread vacancies in others, code enforcement tools for addressing vacant properties, strategies for reusing vacant parcels where demand for single-family homes has declined, and accommodating housing in those neighborhoods that are in demand.

## THE PAST AND FUTURE OF AMERICAN SUBURBS

Dramatic demographic changes are unfolding in the United States. This will continue to have a significant impact on the nation's existing and future housing supply. According to professor and demographer Arthur C. Nelson, FAICP, nearly half of all buildings that will be standing in 2030 do not exist today (Nelson 2013). The economic fortunes of cities will shape (and be shaped by) both the form and location of these new buildings. Employment opportunities are also changing—rapidly. From a peak in 1979, more than seven million manufacturing jobs have been lost, according to the Bureau of Labor Statistics, while 53 million jobs were gained in other sectors—including 33 million service-sector jobs (Worstell 2016). In the coming decades, the rise of widespread automation is expected to bring economic upheaval. Will jobs lost to automation be replaced? And where will these jobs be located?

Given this backdrop of seismic economic shifts, home-buying preferences are changing as well. Millennials are more likely to live with their parents, yet are also required to be more mobile than previous generations, given rapidly changing employment prospects. Millennials are also more burdened by debt than previous generations, and are delaying their first forays into the housing market (Lerner 2017). The combination of these macroeconomic and social

factors will serve to create a housing-supply mismatch in the single-family home market that may result in a surplus of single-family homes by 2030 and beyond.

The historical context for these changes is vital to our understanding of how communities are likely to evolve into the near future. In the postwar area, the demand for large neighborhoods of single-family homes was driven by the family formation that occurred from the silent generation (born from 1925 to 1945) as WWII ended and in the population boom that occurred afterward. Federal action in the form of large-scale highway building and the desire of this generation (and baby boomers) to own single-family homes in the suburbs fueled the expansion of suburban (and exurban) communities throughout the U.S.

According to a study by Arthur Nelson, the U.S. will have a surplus of approximately 28 million conventional (medium- to large-lot) single-family homes by 2030. This is primarily due to changing preferences for more small-lot and attached housing units (Nelson 2013). According to Nelson, the 2030 demand will wane for conventional, large-lot homes with a demand for only 32.6 million new units. In 2011, the supply of units was already more than 60.5 million—creating a supply-demand mismatch. Meanwhile, developers may need to catch up on the construction of attached and small-lot units. Additionally, multigenerational and multihousehold occupancies of single-family homes are becoming increasingly common. Few alternatives exist for those who cannot afford, or do not want, a large single-family home in the suburbs. The repurposing of single-family homes into multifamily dwellings, care homes, mixed use buildings, offices, and other uses is more common than ever, both with and without the appropriate zoning in place.

## Beyond Infill: Changing Neighborhoods and Density

As the housing market continues to heat up following the Great Recession, cities are facing new challenges. Increased housing

costs, a shortage of available homes in high-demand areas, and entire generations dealing with the effects of lost income and savings are leading to new pressures on the single-family neighborhoods that once formed the backbone of the American Dream. A half-century slide in the number of people living under one roof has ended and is beginning to reverse, with average household sizes inching up in many states. Increased densities challenge the placid character of suburban single-family neighborhoods. Since federal and state laws limit how much cities can regulate the number of individuals living under one roof, the solution must be multipronged.

Not only do challenges exist in rapidly depopulating communities, but also in hot coastal regions facing housing shortages. In the near term, many cities, particularly in the coastal regions, are dealing with high demand for housing of all types, including single-family homes. Consequently, costs are through the roof, and the rate of creation of new housing units in many markets is frustratingly slow.

## Missing Middle Housing

Part of the pressure on existing neighborhoods stems from the fact that in the U.S., housing is largely constructed in two forms: large, suburban style single-family homes, and large, mid-rise apartment complexes. This gap in housing types is what is often called the “missing middle:” duplexes, fourplexes, small multiplexes, live-work units, and bungalows. Missing middle housing, if properly designed, can bridge the gap between dense mid-rise residential neighborhoods and lower-density, auto-oriented neighborhoods. Missing middle housing has a small footprint and medium density (but is perceived as lower), and can be walkable. This type of housing preserves many of the community and neighborhood aspects of single-family homes, but allows for the added densities that are needed to reduce sprawl and retrofit American neighborhoods.

Vancouver, British Columbia, which is currently dealing with explosive housing



costs, recently released a 10-year housing strategy that has the potential to radically transform a city that is predominately made up of single-family houses, even though it is perhaps better known for its high rises. The strategy relies to a large degree on the creation of more missing middle housing. Of the 72,000 homes the city hopes will be created over the next decade, 4,000 are intended to be “laneway homes,” or accessory dwelling units. Another 10,000 of those are anticipated to be ground-level town houses, row houses, and other forms of medium-density infill grafted strategically into the city’s existing single-family neighborhoods (City of Vancouver 2017)

### DEALING WITH VACANT HOMES

Due to shifting demographics and changing economic conditions, certain neighborhoods could see widespread vacancies of surplus single-family homes. Fortunately, tools are available for addressing these vacancies. During the foreclosure crisis of the late 2000s, effective tools were developed as entire neighborhoods were emptying. In the case of widespread foreclosures, the vacancies were often temporary. In the future, vacancies may be more permanent as demand for single-family homes dissipates in certain areas. The following tools can help keep vacant homes from falling into disrepair, or help find alternative uses for them.

### Code Enforcement Tools—VPOs and Receivership

An effective tool to address vacant homes in your community is the vacant property ordinance (VPO). The tool can be easily incorporated into your municipal code, but also requires some enforcement capacity. Fees can be established to help offset some of the enforcements costs.

During the foreclosure crisis of the late 2000s, the VPO was developed and utilized by towns and cities nationwide to address the abandonment of homes and prevalence of bank-owned homes. Many communities adopted VPOs and code enforcement protocols to help minimize the impact of vacant properties. Doug Leeper, the code

enforcement division manager in Chula Vista, California, shepherded a vacant property registry and fee program through the approval process in 2007 (\$15.60). Leeper estimated that there were more than 9,000 foreclosed homes in Chula Vista during the housing crisis; the vacant property program registered more than 2,600 homes by 2007.

By 2009, more than 400 communities had adopted similar ordinances. Central to the ordinance is a requirement that vacant properties are registered by the city or in a national database accessible by the city. A small annual registration fee is required and properties are required to be maintained. Security must also be provided, with a contact number prominently displayed. If the worst-case scenario materializes in your community, and single-family homes become vacant faster than they



Ed Kohler, Flickr (CC BY 2.0)

➔ VPOs are one tool that municipalities can use to minimize the impacts of vacant and abandoned homes.

can be absorbed by the market, a VPO is a good stop-gap measure.

A more aggressive approach is through a vacant building receivership ordinance. Referred to as “fix it or lose it” by the city of Baltimore, it provides a building official with the authority to petition the court for the appointment of a receiver to help raze, rehabilitate, or sell a vacant building. The city also has a “Vacant to Value” program that allows for property under city ownership to be transferred to a developer for improvements and eventual sale. Receivership has the potential to quickly address and remedy nuisance properties (City of Baltimore).

A key benefit to a more aggressive approach is that it prevents property speculators from sitting on dilapidated properties over an extended period. It also allows for the receiver to pass property to an organization or developer quickly, to put the property back to productive use. The ordinance also provides a mechanism whereby the jurisdiction can collect liens and penalties from delinquent property owners (Jacobsen 2015).

### The Agrihood

The local food movement is alive and well in the U.S. In Detroit, a collection of forward-thinking advocates from the city’s urban agricultural community have turned vacant single-family homes and lots into community resources for urban agriculture. Detroit’s hard-hit north side has created a neighbor-

hood where agriculture is the centerpiece of a mixed use urban community. A formerly dense urban neighborhood now has a successful working farm at the center.

In 2004, Detroit had only 100 urban farms. By 2013 urban agriculture was recognized as a legal use in the city’s zoning ordinance. This reduced uncertainty and allowed existing urban farms to remain in place and expand. In 2016, there were approximately 1,400 urban farms in Detroit.

The Detroit ordinance establishes legal definitions for many urban agriculture uses, including aquaculture, aquaponics, farm stands,

farmers markets, greenhouses, rainwater catchment systems, hoop houses, orchards, tree farms, urban farms, and urban gardens. The ordinance operates as an overlay to the city’s existing zoning ordinance. The code includes standards for setbacks, lighting, maintenance, drainage, nuisance issues, noise, and hours of operation. Importantly, the ordinance grants legal nonconforming use status to all agricultural operations that predate the ordinance.

Portland, Oregon, has incorporated urban agriculture into the zoning ordinance with the express intent of connecting local food production to the community at a

neighborhood level. The zoning updates include clear definitions of several land-use types, including:

- market gardens (or orchards) where food is grown to be sold
- community gardens, where several individuals collaborate to grow food
- food membership distribution sites, farmers markets

The focus of amendments to the Portland zoning code was to legalize these activities in all zoning districts, while adding performance standards to address possible impacts.

Urban agriculture can be applied to suburban areas, as well. Sacramento County, a mixed urban/suburban county in California, adopted a new urban farm ordinance in 2017. The ordinance permits market gardens, small farms on vacant property, and urban ag stands to sell produce, eggs, honey, and other goods on the site of an urban farm or garden. The ordinance also allows egg-laying hens and ducks on parcels as small as 10,000 square feet, and permits beehives.

Urban agricultural concepts can breathe new life into urban and suburban neighborhoods. These concepts have applicability all over the U.S. as changing demographics and socioeconomic conditions reduce the demand for inner city and large suburban lots. (For more information, see “Urban Agriculture as an Emergent Land Use,” *Zoning Practice*, August 2014: [planning.org/media/document/9006887](http://planning.org/media/document/9006887).)

### GENTLE INFILL

Thus far, we have focused on strategies for unwanted homes and lots in single-family neighborhoods, and how to use code enforcement and site acquisition tools to help address impacts, encourage reuse of structures, or provide alternative uses for the structure or land. What about areas where new housing supply is needed, but the existing homogenous single-family neighborhood is not meeting the market or social demand for new housing, particularly workforce housing? One concept that is gaining traction is “gentle infill,” where infill development is compatible with its surroundings to achieve urban design goals and produce more housing.



Jason Meredith, Wikimedia, (CC by 2.0)

➡ Some municipalities explicitly encourage larger, more expensive homes with minimum dwelling unit requirements.

Zoning codes are typically full of provisions that prohibit housing through scale and density constraints. Some jurisdictions even have minimum dwelling unit sizes with the express intent of encouraging larger, more expensive homes. Market solutions, in the form of smaller units, can be facilitated with zoning changes and respond to demand for missing middle housing.

In 2009, the town of Mammoth Lakes, California, recognized that infill could be a way to bring more development and vitality to town, particularly with respect to workforce housing. It adopted a Community Benefit/Incentive Zoning Policy (CB/IZ). The idea behind the CB/IZ was to provide development incentives (zoning flexibility, impact fee reductions, etc.) in exchange for community benefits such as workforce housing.

A draft *Downtown Revitalization Action Plan* was presented to the town council in September 2017. This plan includes an “incremental development overlay ordinance” and includes concepts such as:

- expedited planning and permit processing
- allowing shared parking, off-site parking, and other creative parking solutions
- code flexibility for smaller projects,

particularly with regard to existing non-conformities

- preapproved building prototypes (e.g., mixed uses, housing types, etc.) to shorten the review process

Microunits that can be built off-site and brought in on wheels can also play a role in a gentle-infill strategy, particularly as temporary or permanent workforce housing. Microunits can be used as accessory dwelling units, part of multiunit clusters, or as freestanding “skinny” homes on small leftover parcels. Consultant Darin Dinsmore helped Truckee, California, implement this incremental infill process to transform an auto-oriented corridor into a mixed use community by allowing opportunity sites to develop with street-fronting uses such as offices, retail buildings, mixed use buildings, and town houses. In addition to zoning flexibility, a key component of this approach is cost containment—allowing fee reductions or waivers to allow these projects to be built with less cost.

Dinsmore and others argue for permit streamlining, permit fee reductions, parking reductions, and other “breaks” to incentivize infill development. Riverside, California,

has embraced this approach by creating a Residential Infill Incentive Program. It targets underutilized parcels in suburban and rural residential zones that are 21,780 square feet or larger. Properties that qualify are eligible for fee reductions to make additional residential development less expensive in areas where existing infrastructure is in place (City of Riverside).

Davis, California, has taken a much different approach to help facilitate infill development. Instead of providing financial or processing incentives, the city prepared a helpful guide to infill development, including principles and expectations. This document is still in draft form, but is publicly available (see References). This guide recognizes the complexity of infill development and seeks to help developers navigate the process to ensure that high-quality infill is ultimately built (City of Davis).

#### Accessory Dwelling Units

For years, accessory dwelling units (ADUs) have been a cost-effective way to increase the housing supply. These smaller housing units, either within the existing footprint of a home or in a small accessory structure, were traditionally created with the purpose of housing extended family members nearby. They are generally a good way to increase the density in low-density neighborhoods, while at the same time providing supplementary income for home owners. While some cities have embraced accessory dwelling units, others have put up roadblocks and tried to ban them all together.

Recognizing their potential to limit sprawl and provide additional affordable housing, many states and jurisdictions have taken steps to ease the path for home owners to build accessory dwelling units. At the end of 2016, California enacted a sweeping law streamlining the process whereby cities should approve them, as well as reducing the fees associated with them.

Given the high cost of housing in California, the number of applications for ADUs has exploded in many jurisdictions, including Santa Barbara. ADUs may become one of the key fixtures for a “post-suburban city” where the modern household is not just the traditional nuclear family, but full of many generations, multiple unrelated adults living together, college students moving back home for longer periods of time, and home

owners looking for additional cash flow to keep up with housing and living costs (Loudenback 2017).

Cities outside of California are making significant progress, as well. Arlington, Virginia, recently rewrote its regulations to allow for an easier process for home owners to construct and license ADUs after only 20 eligible home owners successfully obtained licenses over an eight-year period (Sullivan 2017). Perhaps no city has seen as much success in promoting or building ADUs as Portland, Oregon. In 2016, the number of ADUs approved (615) was tantalizingly close to the number of single-family homes approved (867) (Law 2017).

This is in stark contrast to just a decade ago, when Portland approved 30 times more single-family home permits than permits for ADUs. As the number of lots available for single-family homes decreases, and as demand for housing remains strong, the economics of maximizing the buildout of a single-family lot by adding an ADU become more profound. With administrative and fee changes that the city has made for processing ADU permits, it becomes even cheaper than it otherwise might have been. Portland exempted ADUs from impact fees for roads, parks, and utilities in 2010 and has since renewed that exemption twice. Even with the recent boom, there is considerable development potential remaining throughout the city as well. Portland State University recently calculated that there are approximately 70,000 single-family lots in the city that could add an ADU. (Law 2017)

#### Additions and Garage Conversions

One of the biggest limiting factors to how many people can live in a single-family home is the number of bedrooms it is permitted to have. Adding additional bedrooms has traditionally been relatively easy. In some cases, it’s a matter of adding a wall or subdividing a room. In other cases, the additional bedroom(s) can take the form of an addition to the home. In still other circumstances, there may be underused or uninhabitable space that can be claimed, like a garage, attic, or basement. In the past, this has been a straightforward process: As long as you obeyed setbacks and floor area ratio requirements, all you needed was a building permit.

Some cities concerned about overcrowding and its effect on on-street parking in neighborhoods have instituted limits and greater oversight. Berkeley, California, has instituted new restrictions on additional bedrooms that would require reviews and permits before increasing the number of bedrooms on a residential parcel beyond four. Davis, California, similarly requires additional off-street parking for homes with five or more bedrooms. It is probably no coincidence that both cities are college towns with burgeoning student populations. San Luis Obispo, another California college town, regulates high-occupancy residential uses where there are more than six adults living together in one housing unit. This includes greater oversight and higher off-street parking standards.

Another method for increasing the living space in a home is to convert all or part of a garage, either into additional rooms for the main unit or as part of an ADU. The new California state laws for streamlining ADU approval contemplate existing garages as one option for home owners. Finishing garages (or in some parts of the country attics or basements) may often be a more affordable option for adding living space than an expensive addition or freestanding ADU. As driving habits and car ownership levels change, and as (some) cities relax off-street parking requirements, garage conversions may increasingly be part of the reimagining of single-family neighborhoods.

#### Short-Term Rentals

A pressure on single-family neighborhoods is the rise of the sharing economy and short-term rentals. In popular tourist areas, a well-run Airbnb can generate more money for a home owner than might otherwise be generated through a long-term residential lease. Some recent data has shown that spikes in Airbnb listings can be linked to increases in the monthly cost of rent. This encourages property owners to withdraw their properties from the housing market and rent them out as short-term rentals.

The impact of short-term rentals is more profound than just shrinking the home supply and increasing the cost of rent. Airbnbs and other short-term rentals have the potential to drastically change the character of existing single-family neighborhoods. Imagine—suddenly the



Abe Ezekowitz/Wikimedia (CC SA-3.0)

home next door has a different someone living there two, three, or four nights a week. Different cars come and go. There's the constant shuffle of luggage and people in and out of the home. People unfamiliar with the neighborhood or sound ordinances host parties. Now imagine that the neighborhood has multiple short-term rentals (maybe it's a popular vacation area and has a view). Now it's not just one house on the block that has become transient in nature, but three. Suddenly the neighborhood begins to lose its cohesion.

Unlike ADUs, short-term rentals have only recently been a regulatory concern. Some cities have prohibited them completely, with Healdsburg, California, a popular wine country destination concerned about the cost of housing and proliferation of vacation homes, being a prime example. Cities like Sonoma, California, have limited how many short-term rental permits can be issued, while

➔ Converting garages into accessory dwelling units is a popular and effective way to adapt to increased demand in single-family neighborhoods.

others, like New York City, have significantly increased their regulation and oversight.

Regulations for short-term rentals can be tailored to fit the unique needs of the community. So far, there is no one set of best practices. Rohnert Park, California, wanted to maintain the character of its suburban-style residential neighborhoods that were beginning to experience pressure from the proliferation of nearby wine country short-term rentals. The city crafted an ordinance in 2017 that banned whole-house rentals, yet still allowed single-room rentals subject to certain conditions. The city felt this compromise still allowed residents to supplement their incomes through short-term rentals, but helped to maintain the housing supply and preserve neighborhood character.

### Multigenerational Housing

The American Planning Association estimates that by 2040, more than 20 percent of the population will be over the age of 65 and over 28 percent of the population will be under the age of 18. Combined, this is nearly half of the total population (Hodgson 2011). It is expected that more and more of these persons will live in multigenerational households. Younger adults are also living at home for longer periods than in the past.

Zoning codes need to be adjusted to accommodate multigenerational households. In 2013, AARP calculated that 51 million American live in multigenerational homes (Abrahms 2013). This is 16.7 percent of the U.S. population. Some builders have begun to recognize this, and are building

dwelling unit typologies that can accommodate more than one household. Others offer two master suites, or dens that can be converted into a bedroom. By making sure that a bedroom and a bathroom are on the first floor, these developments appeal to multigenerational households with elderly parents who may not want or be able to climb the stairs. In response to demographic changes and the related housing demand, a developer in Huntington Beach, California, scrapped plans for a 23-acre, single-family neighborhood and instead designed a multigenerational neighborhood with a mix of small homes, town houses, and carriage houses with dwelling units designed to accommodate home-based businesses. The neighborhood was intentionally designed to allow for young families, downsizing baby boomers, their aging parents, and their boomerang adult children to all live together nearby.

## CONCLUSION

Where do single-family neighborhoods go from here? Riding the waves of change, both demographic and economic, will be key for the survival and evolution of these neighborhoods over the coming decades. In areas where population and financial trajectories might otherwise point toward disinvestment, the full toolbox should be available to practitioners to guide the next stage of development: code enforcement, receivership, and urban agriculture are all possibilities. At the other end of the spectrum, where there is pressure for greater densities, municipalities should be prepared to see increasing numbers of short-term rentals, home additions, and accessory dwelling units. In some cases, practitioners should be prepared to guide single-family neighborhoods toward more complete transformations—walkable neighborhoods with a mix of single-family and multifamily

development. Regardless, today's single-family neighborhoods will look very different in the coming years.

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AMERICAN PLANNING ASSOCIATION

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HOW CAN YOUR CITY ADAPT  
TO A CHANGING HOUSING  
MARKET?

2

# The Unintended Consequences of Housing Finance

February 2016<sup>1</sup>

## Executive Summary

Growing numbers of young and old Americans prefer to live in communities where they can walk to stores, school, services, parks and public transportation. But federal housing rules make it difficult to meet this demand. By capping the amount of commercial development permitted in federally-backed mortgages and programs, the rules make it hard to finance construction or renovation of three-to-four story buildings in many mixed-use, walkable neighborhoods. These rules, mostly devised for an earlier era to reduce perceived risks to federal investments, have a number of unintended but damaging consequences.

### Americans want walkable neighborhoods, but development is not meeting this demand

- ▶ Fifty-six percent of millennials and 46 percent of baby boomers prefer to live in more walkable, mixed-use neighborhoods; demand is also evidenced by sharp increases in rents in recent years.
- ▶ While there is a growing shortage of multi-family housing, the nation's current supply of single-family homes is estimated to exceed future demand for at least the next 25 years.

### Federal loan programs do not support the mixed-use, multi-family development essential to these communities

- ▶ Eighty-one percent of federal loans and loan guarantees support single-family home ownership.
- ▶ Federal Housing Administration, Fannie Mae and Freddie Mac loans, loan guarantees and mortgages typically cap commercial floor space or income at 15 to 25 percent of multi-family projects, effectively disallowing most buildings with six stories or less. Commercial rent is also discounted by underwriting rules designed to reflect risk, furthering the problem.
- ▶ These regulations promote larger buildings that are out of scale in many communities, and bring less diversity than do smaller, mixed-use buildings.

- ▶ Recent research on loan performance indicates that loans in walkable, mixed-use neighborhoods are less risky than those in single-use, single-family neighborhoods, suggesting that updated rules could also reduce loan program costs.

### Financing rules reinforce concentrations of poverty

- ▶ Much of America's poor live in low-rise neighborhoods in older urban areas and inner suburbs, where the finance rules discourage rehabilitation and otherwise work at cross-purposes with federal and local initiatives designed to break the cycle of disinvestment.
- ▶ Increasing suburban poverty and worsening gentrification in some areas also argue for greater flexibility to encourage construction and renovation of mixed-income housing.
- ▶ The 2015 decision by the Supreme Court upholding the government's obligation to affirmatively further fair housing when policies result in disparate impacts underscores the need to remove these impediments.

### A range of actions could eliminate or reduce these impediments

- ▶ Raise non-residential caps on loans to mixed-use projects.
- ▶ Allow alternatives, such as shorter loan periods or larger down payments, to address risk, to the extent it still exists.
- ▶ Provide higher limits on non-residential development for projects with low income housing and community services.
- ▶ Implement higher, context sensitive caps that reflect federal and local policy priorities, such as for development areas or housing initiatives.
- ▶ Create a secondary market for mixed-use loans.
- ▶ Investigate ways to encourage program participation by smaller developers.

<sup>1</sup> This updates the report originally released in January 2016.



Photo: Doug Kerr / Wikimedia Commons

## Introduction

Despite overwhelming evidence that a growing number of Americans prefer to live in walkable communities with stores, services, parks and other amenities, federal housing rules are impeding the private market from creating enough housing choices to meet this demand. By definition, walkable communities have a mix of housing and non-residential uses in settings ranging from high-rise urban neighborhoods to traditional downtowns to newer suburban main streets. Among the most common and sought-after places are those characterized by older low-rise buildings, typically three-to-four stories, with ground floor retail and apartments on the upper floor. But development projects with this mix of activities are ineligible for most federal loan guarantees and financing, and are often unable to attract private financing as a result. Notably, lower income people suffer most from this entrenched problem.

The Department of Housing and Urban Development (HUD), the Federal Housing Administration (FHA), Fannie Mae and Freddie Mac all place regulatory limits on the amount of non-residential space allowed within developments, and usually cap the non-residential share of a project at percentages that are too low for low-rise communities. These rules had their genesis during the Great Depression or early post war era, and are based on the obsolete assumption that mixed-use developments are financially riskier than single-purpose residential developments. In addition to eliminating government financing that is essential

to keeping new housing affordable, these non-residential limits are also adopted by private lenders, which can doom projects that would otherwise be viable, often without government support.

The restrictions can have a particular impact on low-income neighborhoods sorely in need of upgraded housing and services. Many of America's poor and moderate-income households live in three-to-four story neighborhoods, with a large share suffering from disinvestment. Caps on non-residential development can impede rehabilitation and new infill development that could improve housing choices, job opportunities and quality of life for residents of these neighborhoods. Making projects conform to the regulations they results in developments that are bigger and bulkier, with set-backs and other design features that may reduce neighborhood vitality and the viability of commercial activity essential to a healthy mixed-use community. Removing these restrictions would enhance the success of comprehensive community development strategies. Public investment to preserve affordability, limit displacement and improve infrastructure and public services would still be essential in most instances, but lowering the threshold for private investment would better leverage these taxpayer investments.

HUD recently relaxed one of the restrictions in two of its programs and has given its regional directors limited flexibility to grant waivers for particular projects, if other conditions are met (e.g. supplemental market studies). However, these changes are too small to significantly increase the number of qualifying projects or alter private lending practices. Far more needs



to be done to align public financing with private demand and the housing needs of the most vulnerable families and individuals. By discouraging mixed use, the non-residential restrictions are also inconsistent with the goals of HUD and other federal agencies regarding healthy diets, automobile and energy use and overall sustainability.

## Federal financing shapes the housing market

Federal financing guidelines have had considerable impact on the nation's housing market and the character of its communities. Government actions, from the legal doctrines governing property transactions to investments in infrastructure that make private development possible, are essential to the efficient functioning of the economy.<sup>2</sup> Federal housing finance regulations, including direct subsidies, tax deductions and mortgage guarantees, play an enormous role in determining what type of housing gets built, where it is located and who can afford to live in it. Virtually every home in America is reliant either directly or indirectly on some aspect of federal housing rules and funding. Forty-seven percent of homeowners receive a federal tax deduction on their mortgage.<sup>3</sup> Thirteen percent of rental homes are directly subsidized.<sup>4</sup> All of these fuel a large secondary mortgage market, allowing circulation of an exponentially larger amount of private capital reinvested in housing construction, but almost entirely for single-use residential homes. The definitions and framework of federal regulations affect home prices and rents even for homeowners or renters who don't directly benefit from tax deductions, subsidies or other elements of the federal housing programs.

### Federal regulations created low-density, single-use suburbs, and continue to incentivize them

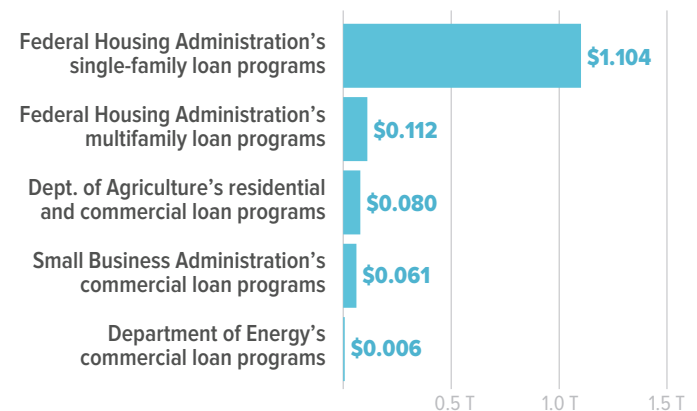
America's current suburban landscape has been developed through a perfect storm of socioeconomic trends and intentional policies. Postwar preferences for single-family homes were reinforced by cheap energy and land that made single-family developments in open space less costly than infill development. The creation and maintenance of interstate highways made auto-centric, low-density suburbs accessible, and HUD and FHA programs and the mortgage interest tax deduction subsidized, and continues to support, the purchase of single-family homes at a massive scale. Middle- and upper-class baby boomers flocked to the suburbs, reaping the benefits of these programs. Many low-income populations, especially of color, were barred from moving to the suburbs due to discriminatory regulations such as exclusionary zoning and redlining. As wealthier residents moved

out of cities, poverty was further concentrated in urban centers. The primary housing programs simply were not designed to maintain older, mixed-use areas.

Federal housing programs through HUD, FHA, and the federally-sanctioned Fannie Mae and Freddie Mac programs continue to favor single-family home ownership. Since 1934, FHA and HUD have insured mortgages for 34 million homes, of which only 7.4 million were in multifamily buildings.<sup>5</sup> These programs have, perhaps unintentionally, given disproportionate financial support to single family homes in mono-use suburbs, while discouraging development in mixed use, urban areas and suburban downtowns.<sup>6</sup>

The lion's share of federal loans and guarantees also support single-family home ownership. As shown in Chart 1, of the \$1.363 trillion in loans and loan guarantees issued by the federal government between 2007 and 2011, 81 percent went toward single-family loan programs, while only 8 percent of these funds were used for multifamily loan programs.<sup>7</sup> These figures do not include loans made by Freddie Mae and Freddie Mac, which further support the production and ownership of single-family homes.<sup>8</sup>

Chart 1: Federal Loans and Loan Guarantees (in \$trillions), FY 2007-2011



Source: Smart Growth America *Federal Involvement in Real Estate: A Call for Examination*. 2013.

Federal guidelines and programs also shape the vast secondary market that fuels much of the private financing for housing. This market, in which mortgage originators sell their loans to third parties, provides liquidity to banks and other mortgage originators, allowing them to expand the availability of loans to both home buyers and developers. Federal support for single-family homes gets magnified in the secondary market. Freddie Mae and Freddie Mac are actually the "market makers" for most of the secondary market, issuing massive volumes of bonds sold worldwide. The Federal program guidelines also shape how pri-

<sup>2</sup> Alex Marshall. *The Surprising Design of Market Economies*. (Austin: University of Texas, 2012).

<sup>3</sup> Calculated using 2014 data from the US Congress' Joint Committee on Taxation (*Estimates of federal tax expenditures for fiscal years 2014-2018*, August 2015) and US Census Estimates of housing inventory, for the third quarter of Fiscal Year 2014 (<http://www.census.gov/housing/hvs/files/currenthvspress.pdf>)

<sup>4</sup> Calculated using HUD's 2013 Picture of Subsidized Housing Data (<http://www.huduser.gov/portal/datasets/picture/yearlydata.html#download-tab>)

<sup>5</sup> US Department of Housing and Urban Development. "The Federal Housing Administration." ([http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/fhahistory](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/fhahistory))

<sup>6</sup> John Norquist. "Roadblock on Main Street." *The American Conservative*. Nov. 18, 2014.; Emily Talen. *Prospects for Walkable, Affordable Neighborhoods*. 2011.

<sup>7</sup> Smart Growth America. *Federal Involvement in Real Estate: A Call for Examination*. 2013.

<sup>8</sup> Ibid.

vate financial markets assess the risks of different types of loans. Defined as unconforming, there is no significant secondary market for mixed use loans or even a defined asset class for them; most banks simply don't make them.

## Federal financing does not create the housing people want

Americans' housing preferences are shifting. Millennials are pulling away from auto-oriented, single-family suburbs in search of denser, more diverse neighborhoods, whether in large cities, older suburbs or transit-oriented villages. Their parents, the large baby boom cohort now in their 50s and 60s, increasingly seek to downsize to the same types of walkable neighborhoods as they age. Yet the supply of mixed-use, walkable neighborhoods with character is too limited and not expanding rapidly enough to respond to these changing preferences. Federal financing rules are a major reason for the mismatch, which results in higher financing costs, higher housing prices and limited investment in poorer communities. The complexity of the regulations lead to dominance by larger developers and larger projects that can afford the resources and time required, limiting both the type of product and pool of available developers available to municipalities.

### Americans want walkable neighborhoods, but development is not meeting this demand

In a recent survey by Urban Land Institute, 50 percent of people said that walkability is either the top or a high priority in where they would choose to live.<sup>9</sup> A Brookings Institution study concluded that convenient, amenity-rich communities are economically appealing, and that the walkability of an area increases the per-foot price of commercial and residential spaces.<sup>10</sup> This study also found that 63 percent of millennials would prefer to live where they do not need a car often. While this demonstrates demand for walkable areas, it also suggests that many people who want to live in these areas may not be able to afford them, as higher rents lead to more gentrification and dislocation.

Housing in walkable, mixed-income urban neighborhoods isn't keeping up with this demand. A recent American Planning Association survey found that across all demographic groups, fewer people want to live in suburbs. The survey found that of the respondents, 40 percent live in an auto-dependent neighborhood today, while only 10 percent would see themselves in the same type of neighborhood in the future. This preference also spanned generations, with 56 percent of millennials and 46 percent of baby boomers preferring to live in more walkable, mixed use neighborhoods, according to the APA survey.<sup>11</sup> While there is a growing shortage of multi-family housing, the nation's

current supply of single family, detached homes is estimated by Arthur C. Nelson to exceed future demand for at least the next 25 years.<sup>12</sup>

Because the housing finance system has been created to support single-family development, providing affordable housing in walkable neighborhoods is expensive and difficult. Without adequate subsidies and financial support to increase the supply of multifamily units in mixed-use, walkable neighborhoods, prices will continue to increase.<sup>13</sup> The land in these areas is more desirable, and therefore more expensive. Developers agree that private sector approaches alone will not create affordable housing in urban areas, but rather a government approach is needed.<sup>14</sup> Reforming the regulations would reduce the amount of cash subsidy that is needed by generating more lower-cost units while aligning with market principles, and is in turn politically more practical.

### Federal programs that support multifamily housing development are ill-suited for walkable, mixed-use communities

Although the housing subsidies and loan guarantees largely support single-family development, there are several federal programs that support the creation of multifamily housing. HUD Section 221(d)(4)<sup>15</sup> of the National Housing Act provides FHA mortgage insurance for new construction or substantial rehabilitation of rental and cooperative housing. HUD Section 220<sup>16</sup> is similar to 221(d)(4), but allows extra non-residential footage if the project is located in an urban renewal area, or other areas where local authorities have prioritized redevelopment. Fannie Mae and Freddie Mac support multi-family as well as single-family developments, though far less in total and with far more restrictions than for single family.

The catch is that all of these programs are designed to support primarily single-use, residential properties. Mixed use is treated like an exception or after-thought, and the "missing asset class" and lack of a secondary market for mixed use is a critical flaw in US housing policy. For developers to apply for FHA loans, they must limit the amount of non-residential in their development according to the percentages in Table 1. For most of these programs, only a small percentage of non-residential is allowed. The rules were established in the mid-20th century, when both theory and practice emphasized the separation of residential, industrial and commercial uses. They were intended to protect taxpayers from what were considered riskier commercial loans, even though much of Main Street America was built on the notion of mixed use. Recent research, described below, indicates that single-use projects may actually be riskier than ones with higher shares of non-residential uses. This contradicts the regulations and the concept that underlies them.

<sup>12</sup> Arthur C. Nelson. "The Next 100 Million." American Planning Association. January 2007.

<sup>13</sup> Talen. *Prospects for Walkable, Affordable Neighborhoods*. 2011.

<sup>14</sup> *Ibid.*

<sup>15</sup> US HUD. "Mortgage Insurance for Rental And Cooperative Housing: Section 221(d)(4)" 2015. ([http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/mfh/progdesc/rentcoophsq221d3n4](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/progdesc/rentcoophsq221d3n4))

<sup>16</sup> US HUD. "Mortgage Insurance for Rental Housing for Urban Renewal and Concentrated Development Areas: Section 220" 2015. ([http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/mfh/progdesc/progsec220](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/progdesc/progsec220))

<sup>9</sup> Urban Land Institute. *America in 2015*. 2015

<sup>10</sup> Christopher Leinberger and Mariela Alfonzo. *Walk this Way: The Economic Promise of Walkable Places in Metropolitan Washington, D.C.* Brookings Institution. 2012.

<sup>11</sup> American Planning Association. *Investing in Place for Economic Growth and Competitiveness*. 2014.

## Federal Program Caps on Commercial Components

	Cap on Gross Income Derived from Commercial	Commercial Gross Floor Area/Net Rentable Space
HUD 221(d)(4)	15%	25%
HUD 220	30%	25%
Fannie Mae	20%	35%
Freddie Mac	25%	20%

Source: CNU 2015, HUD 2016

Note: In January 2016, HUD raised the Sec. 221(d)(4) and Sec. 220 floor area limits to 25%, and introduced a waiver process which would require added submissions, multi-year leases or other indications that risk is limited. Given no changes to commercial income caps, it is unclear if new projects would result from the floor area change or waivers. HUD appraisal regulations also specify a maximum 80% commercial occupancy factor, vs. 93% for market rate housing and up to 97% for rent-assisted units. Despite the recent changes, these elements suggest the problem will continue.

The effect has been to essentially exclude from federal support and dramatically limit the creation and redevelopment of parcels with ground floor retail or non-profit uses in low or mid-rise buildings, the very type of place where an increasing number of Americans want to live and where higher shares of low income people reside. One third of renters in America live in smaller multifamily buildings with more than five units but less than 50.<sup>17</sup> With such a low cap on the amount of non-residential in a building, projects that comply with the restrictions may not be the appropriate scale for infill or rehabilitation within these existing urban areas. Generalizing, since mixed-use projects in urban areas can only have a maximum of 20 percent non-residential use, this means that typically on a single lot a building must be at least five stories to accommodate ground floor non-residential use. This building height may not only be out of scale in many urban settings, it may be noncompliant with existing local zoning. Construction costs can also be higher than for low-rise buildings.

### Developers cannot easily finance mixed-use, walkable development

Developers want to answer the market demand for new units in walkable urban neighborhoods, but face often insurmountable hurdles with both the availability of capital and the time and effort it takes to complete deals that are not seen as “plain vanilla” by both HUD and private lenders. Small developers especially have trouble navigating HUD’s complex rules while maintaining capital throughout projects that have uncertain timelines. But the non-residential limits are issues for developers of all sizes.

The complexity of mixed-use projects, much of which relates to financing difficulties, makes them more costly in several respects. Since each project is unique, both the design and financing of New Urban or mixed-use transit-oriented development are more complicated and expensive than standard product that can be replicated in a variety of settings, financing must often be cobbled together from multiple sources, and the cost of capital is higher due to the perceived higher risk and unfamiliarity of lenders with these types of projects.<sup>18</sup> Especially when creating

urban infill projects, it is difficult for developers to take advantage of scale economies by mass producing a single commodity.<sup>19</sup> Developers believe there is a “lack of understanding within the financial community” when it comes to financing mixed-use projects.<sup>20</sup> Developers have a difficult time explaining why their non-conforming project is a good investment, even when it has been demonstrated time and again that these types of developments are in high demand. As major banks often won’t make the loans, a tenacious developer might find financing with a smaller, community bank. In practice these projects would be good investments, but require time and openness from the lender, and an interest in supporting the local community. Yet as there is no secondary market for mixed use loans, they are held on the bank’s balance sheets, keeping the bank from “reusing” the funds for other loans and collecting more fees. Including these opportunity costs, the loans are notably more expensive for the bank, and thus expensive to the developer. Banks prefer “cookie cutter” conforming loans and sell them easily, but non-conforming loans are relatively rare, expensive, and unsalable. Generally the loans simply are not made, and without financing opportunities many mixed use projects, especially in older areas, aren’t conceived.

## Financing rules reinforce concentrations of poverty

While the most common image of poverty is a high-rise public housing project, in fact many of America’s poor live in the very type of neighborhood where investment is impeded by current financing regulations. These are the neighborhoods with three and four story buildings, many with ground floor retail uses that predominate in many cities and in older, inner ring suburbs. The rapid growth in suburban poverty is hitting many of these former streetcar communities or older downtowns outside of the urban core. Limiting investment in these communities reinforces poverty in two ways. It reinforces a cycle of disinvestment that leads to deteriorating housing stock, fewer jobs, higher crime and worse schools. And by limiting supply and adding cost to what is built, it also puts greater pressure on housing prices in walkable communities with changing demographics.

Neighborhoods that are walkable are often not affordable.<sup>21</sup> Not developing more affordable housing within denser, urban communities that are in high demand will result in higher rents and further displacement of lower income individuals from increasingly desirable, mixed-use urban communities. Recent analysis shows that gentrification is accelerating, with 20 percent of low income, low property value census tracts gentrifying since 2000, while only 9 percent gentrified between 1990 and 2000.<sup>22</sup> Part of the answer is to increase supply in mixed-use walkable communities to put demand and supply in better balance. Less restrictive

<sup>17</sup> Smart Growth America. *Federal Involvement in Real Estate: A Call for Examination*. 2013.

<sup>18</sup> Joseph Gyourko and Witold Rybczynski. *Financing New Urbanism Projects: Obstacles and Solutions*. Working Paper #330. University of Pennsylvania, March 2000; Christopher

B. Leinberger. “Developer’s Viewpoint: Urban Markets Strengthen, But Standard Real Estate Products Are Not Suited for Mixed-Use Urban Development Communities.” Cascade No. 60. Federal Reserve Bank of Philadelphia, 2005.

<sup>19</sup> Gyourko & Rybczynski. *Financing New Urbanism Projects*. 2000

<sup>20</sup> Talen. *Prospects for Walkable, Affordable Neighborhoods*. 2011. p 11

<sup>21</sup> Ibid.

<sup>22</sup> Mike Maciag. “Gentrification in America Report.” *Governing*. February 2015.

financing can also make it possible to provide housing at a wider range of price points. There will still be a need for subsidies to preserve and upgrade existing low-income housing and protect tenants, but making it easier to accommodate market demand also provides more opportunity for cross-subsidizing below market rents. And the majority of poor households receive no subsidy at all. Of households living below the poverty line, 70 percent do not live in housing units that benefit from Section 8 or Low Income Housing Tax Credits<sup>23</sup>.

### America's poor urban neighborhoods need investment

While the risk of displacing low-income residents through new investment is real, continued disinvestment is worse for these populations. Bringing new development, and therefore a mix of incomes to these struggling urban and suburban downtowns can, in theory, increase school performance, revitalize public space, and increase investment in shops, restaurants and other amenities and services.<sup>24</sup> Despite recent suggestions that cities are once again desirable and not as distressed as they were, there has been an increase in the number and geographic coverage of high-poverty neighborhoods since 2000. This can largely be attributed in part to the continuing expansion of suburban development, which has been pulling investment out of weak market cities.<sup>25</sup> Poverty is also increasing most rapidly in the suburbs, especially in older, inner ring suburbs. A large proportion of these high-poverty neighborhoods are located in low-rise, mixed use areas, yet current housing regulations largely prevent investment in these locations.

These neighborhoods have the physical characteristics to attract new development. But sustainable urban form does not necessarily correlate with higher opportunity; many places with higher density, higher land use entropy, and access to transit have lower job access, lower school performance, and higher crime rates.<sup>26</sup> However, attracting market rate development can provide a mix of incomes, jobs, and services in these areas that could potentially improve access to opportunity. Mixed-use developments can expand the tax base within a municipality, increasing the resources available to increase the quality of education and other assets to improve opportunity and quality of life.<sup>27</sup>

### The 2015 Supreme Court ruling and HUD rules on fair housing reinforce the need to reform financing rules.

The June 25, 2015 decision by the Supreme Court in *Texas Department of Housing and Community Affairs v. Inclusive Communities Project* upheld the government's obligation

to affirmatively further fair housing when policies result in disparate impacts, even if there was no explicit discriminatory intent. Final HUD rules issued in July 2015 provide guidance and tools to states and localities for meeting these obligations. These highlight the need to both break the cycle of disinvestment in racially-concentrated areas of poverty and to expand the amount of affordable housing in areas with good schools and other opportunities. Reforming financing rules to make it easier to finance mixed-use development will remove an impediment to investment that can help achieve both of these goals.

## The myth of increased financial risk

The risk perceptions and resulting restrictions in our housing programs are relics from mid-twentieth century urban planning theories that believed in a separation of uses to create more desirable, clean, urban environments. Current planning theories that have given better results than separated uses, such as New Urbanism and transit-oriented development, support a more traditional form of neighborhood development with a mix of uses, transportation options, and housing types. However, new developments in these neighborhoods do not fit into the cookie-cutter molds of financing applications, which precludes government support and causes private lenders to assume these more holistic forms of development are at a higher risk of default. Recent research has shown these risk assumptions are more perceived than real.

### Loans in walkable, mixed-use neighborhoods are less risky than those in single-use, single-family neighborhoods.

A study by Prof. Gary Pivo for Fannie Mae in 2013 and a follow-up study completed in 2015 provide compelling evidence that mortgages for properties with sustainable features, such as access to transit and other amenities, are actually less likely to default than standard mortgages.<sup>28</sup> Most variables tested were associated with reduced risk of default, with the strongest impact from walkability, followed by transit access and energy efficiency. This contrasts with FHA's central concern that these loans are riskier than single-use residential loans. The results make intuitive sense. Besides being in greater demand as a product type, projects with a range of uses can diversify and mitigate risks, and are more likely to withstand downturns in the housing market. In recent decades and especially since 2008, mixed use areas have gained or sustained value far better than single use areas, contradicting the view that mixed use neighborhoods as riskier.<sup>29</sup>

<sup>23</sup> This statistic is calculated by taking the number of households receiving federal rental assistance (5 million according to the Center on Budget and Policy Priorities 2015, Factsheets) divided by the total number of families living below the poverty level (17 million according to 2014 ACS 1 Year Estimates) then subtracting the resulting value from 100%, to arrive at 70% of households below the poverty level not receiving some type of rental assistance.

<sup>24</sup> Robert Collinson, Ingrid Gould Ellen, and Jens Ludwig. *Low Income Housing Policy*. National Bureau of Economic Research Conference. August 2015.

<sup>25</sup> Paul Jargowsky. "Issue Brief: The Architecture of Segregation." The Century Foundation. 2015. ([http://www.tcf.org/assets/downloads/Jargowsky\\_ArchitectureofSegregation.pdf](http://www.tcf.org/assets/downloads/Jargowsky_ArchitectureofSegregation.pdf)) 2015, p 14.

<sup>26</sup> Talen. *Prospects for Walkable, Affordable Neighborhoods*. 2011.

<sup>27</sup> Joseph Minicozzi. "The Smart Math of Mixed-Use Development." Planetizen, 23 January 2012.

<sup>28</sup> Gary Pivo. *The Effect of Transportation, Location, and Affordability Related Sustainability Features on Mortgage Default Prediction and Risk in Multifamily Rental Housing*. University of Arizona. 2013. Xudong An and Gary Pivo. *Default Risk of Securitized Commercial Mortgages: Do Sustainability Property Features Matter?*, March 30, 2015.

<sup>29</sup> Kevin Gillen. *The Correlates of House Price Changes with Geography, Density, Design, and Use: Evidence from Philadelphia*. Congress for the New Urbanism. October 2012.

## What can be done?

The federal government can improve housing choices and remove barriers to investing in urban areas, and especially in poor neighborhoods and without additional subsidy, simply by reforming the outdated program rules inhibiting mixed-use. Since the non-residential limits are *regulations*, syncing them in line with market needs would not require new law or budget allocation. The recent relaxation of the floor area regulation to 25 percent will likely have very limited impact, and only over an extended period, unless a change in the income limitations is also made. Similarly, the waiver process, based on supplemental submissions, may be difficult and costly to apply in practice. A number of potential reforms would more successfully align risk with the realities of the market and enable more production of mixed use, mixed income and higher density developments in desired areas.

### Raise non-residential caps on loans to mixed-use projects

The caps on non-residential loans within federal financing should be raised or potentially lifted altogether. This is the simplest and most powerful reform. It would allow the private financing market to better meet market needs and preferences, and determine the risk and cost associated with different projects. Raising the non-residential limits to at least 35 percent but under 50 percent would allow three-story mixed-use buildings to be financed. HUD should also review its commercial appraisal policies; the 20 percent commercial vacancy assumption is three to seven times that for residential, and means less commercial income can be capitalized as a loan. A lower maximum loan size could make a relatively low-rent tenant (such as a hardware store, small grocery, non-profit, or other community service) even less viable for a building, and encourage more high-end tenants in neighborhoods that may need basic services.

### Provide alternatives for mitigating potential risk

HUD, Fannie Mae and Freddy Mac could formulate alternate ways of addressing risk that would be more flexible and market-friendly. Instead of fixed limits, risk can be mitigated using standard tools of finance. Just as private finance creates flexibility with nuanced approaches to risk, federal rules can do the same by permitting some or all of the following for mixed-use projects:

- ▶ Shorter loan periods
- ▶ Larger down payments
- ▶ Higher interest rates
- ▶ Supplemental/secondary mortgage insurance for initial years of a project
- ▶ Insurance against vacancy rates exceeding a stated level
- ▶ “Rent Bonds” for a portion of the non-residential income for initial years
- ▶ Annual “stress test” review that could trigger actions to diminish risk
- ▶ Other ways to accomplish risk-sharing

### Provide flexibility for projects with low income housing and community services

Along with modest relaxation of the existing limits, affordable housing and community services in low income communities could be incentivized with further relaxation of the limits on non-residential floor space and income. Thus, higher limits might be allowed if a stated share of low income housing is provided; for example, if 20 percent of a project is devoted to lower income housing, up to 40 percent non-residential space and income might be allowed. Given that rent from low income housing can be less, it may be especially important to allow higher non-residential income.

Similarly, designating space for “community supportive services” – e.g., health services, day care or other non-profit -- could enable a project to have a further increase in the share of non-residential use. The current regulations actually discourage community services, especially the 50 percent vacancy underwriting assumption, as they mandate that non-residential space generate the highest possible income, vs. providing supportive services important to a complete neighborhood. Especially important for a low income area could be the provision of a grocery to address the “food desert” problem.

Any of these revisions or other variants would move toward what cities historically produced and what is currently most desired and recommended by urban advocates: complete communities.

### Implement context sensitive caps

Short of eliminating the caps, or to supplement modest relaxation, it would make more sense to have non-residential development caps that reflect the context of the development. If, for example, a project is located close to transit, the development could be allowed a higher percentage of non-residential floor area and revenue; this would support traditional transit-oriented development, reduced auto use, etc. Other considerations could include:

- ▶ Projects receiving municipal support in designated “redevelopment areas” could have added flexibility (this is noted as a consideration for granting a waiver in the recent HUD changes).
- ▶ Projects in undeveloped areas could be precluded (riskier per recent research)
- ▶ Other context variables that could be used to adjust caps include:
  - Projects in existing downtowns (mature neighborhoods)
  - Projects in existing suburban areas
  - Projects in “stable neighborhoods”
  - Projects in areas deemed to be “revitalizing”
  - Projects in areas deemed at risk for loss of low income housing

- Projects where walkability currently exists; per the recent research, walkability is the primary factor in reducing default risk
- Projects where transit exists (transit is the second most important factor in reducing default risk, and beyond central and old inner suburban areas it often exists along newer suburban corridors with considerable vacant property and opportunity for new housing)
- Projects in cities/regions of different sizes
- Qualifying projects might require a certain density

## Secondary Market

The market for conventional housing loans is based in part on the secondary market, that banks and other mortgage lenders can sell the loans to Fannie Mae, Freddy Mac, major banks and other financial intermediaries who then package the loans as bonds. This generally does not exist for mixed use loans, largely because they are defined as non-conforming. Creating a mixed use loan asset class and otherwise stimulating the market for sale of such loans and bonds could markedly increase the availability of mixed use loans. Changing the non-residential limits for conforming loans would remedy this. Other ways of doing so should also be explored; for example, even if the non-residential caps are not changed the intermediaries (especially Fannie and Freddy) might be encouraged to define a new category for mixed use loans and begin to purchase them, such that a market for “quasi-conforming loans” is created.

## Consistency of goals and practice

HUD should seek to better align its financing regulations with its policy goals, as reflected in many of its mandates such as those in its Sustainable Communities program. The disconnects in the finance process inhibit the delivery of desired projects and thus greatly diminish progress in realizing policy and program goals. A restatement of the relevant program goals and assessment of each financing provision relative to the broader HUD goals could be effective to this end. This effort would also contribute to any reform of Fannie Mae and Freddy Mac.

## Demonstration projects

HUD could demonstrate the success of projects with higher percentages of non-residential through pilot projects or comprehensive district plans. These developments and neighborhoods would be the focus of research and evaluation over time. A logical place to start is through HUD initiatives such as Promise Neighborhoods or Sustainable Communities programs that are combining multiple strategies but face daunting challenges to implement ambitious plans. This would combine relaxed financing with comprehensive neighborhood revitalization, build on the planning and research efforts already done and extend its focus to project finance and implementation.

## Communications

The development market is highly complex and federal government procedures, evidenced by the detail in the Multifamily Assistance Processing (MAP) Guide, are daunting. With appro-

priate changes in the non-residential limits, HUD should also undertake an ambitious communications effort to advance the changes and focus on the stimulation and delivery of mixed use communities. Each of the building, finance, banking, appraisal, insurance, municipal and other sub-sectors of the development process has its own networks and vehicles for communications. Beyond the required changes in policy, achieving the goals suggested here will require time, effort and expertise to deliver the desired land use, housing and community development results. Substantial change in our development process and the products it delivers is called for but is also achievable with appropriate policy changes and efforts to integrate them into the development community.

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# PAS MEMO

## Integrating Capital Improvements Planning With the Comprehensive Plan

By Stevie Greathouse, Liane Miller, AICP, and Ming-ru Chu

Comprehensive plans are generally implemented through a combination of regulations, city expenditures, and partnerships with the private sector. Though many cities focus on implementing their comprehensive plans primarily through regulations, capital investments — in particular strategic infrastructure investments that support the development pattern envisioned by the plan — are just as important to achieve full implementation of the plan.

Unlike land development regulations, however, capital investments are generally planned, designed, funded, and constructed entirely outside of the planning department's zone of control. Given this reality, it can take a bit of creativity and persistence to ensure that the comprehensive plan influences and informs the capital improvement program (CIP).

With adoption of the *Imagine Austin Comprehensive Plan* (Austin 2012), the City of Austin, Texas, made a conscious choice to integrate comprehensive planning into the city's CIP. Over the last several years, the city has explored innovative approaches to this integration, including development of the *Long-Range CIP Strategic Plan* (Austin 2017b).

This *PAS Memo* will provide a detailed summary of the approaches and lessons learned in the City of Austin through its efforts in this area. The *Memo* will also provide a summary of action steps that can be used by planners seeking to integrate their comprehensive plan with capital improvements planning more fully.

### CIP and the Comprehensive Plan

A *capital improvement program* (CIP) plan is a short-range plan, usually spanning four to ten years, that identifies capital projects, provides a planning schedule, and identifies options for financing the plan. The typical CIP planning process is a recurring cycle that begins with identification of needs and funding, then proceeds through development of a five-year CIP plan and annual capital budget before implementing projects (Figure 1).

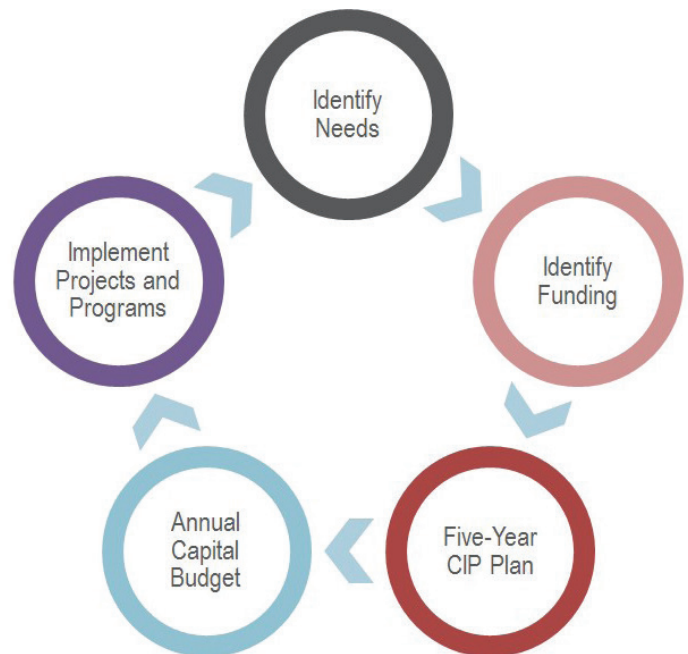


Figure 1. The CIP planning cycle. Courtesy City of Austin.

A *comprehensive plan* is a long-range plan, usually with a 20- to 50-year horizon, that provides an overarching vision and policies for a community and is intended to guide future actions in order to ensure orderly development and improve quality of life. Actual implementation of the comprehensive plan depends heavily on public and private investments in development and infrastructure. Major investments in public infrastructure are typically sequenced and prioritized within a jurisdiction's CIP.

The CIP may implement the comprehensive plan by funding one or more strategic infrastructure investments recommended by the comprehensive plan, by prioritizing investments based

on the policy framework of the comprehensive plan, or through some combination of these approaches. Integrating the CIP with the comprehensive plan can help to ensure that capital investments are working in tandem with development regulations and public-private partnerships toward realizing the vision of the comprehensive plan, and that development intensities and infrastructure capacity are in sync over time.

While capital investments are essential to implementation of the comprehensive plan, it can be very difficult to ensure that these investments are achieving that implementation for a number of reasons:

- The CIP plan is typically developed and updated in tandem with the annual municipal budget, which is generally geared toward financial accountability rather than comprehensive planning policies.
- The CIP plan generally has a far shorter funding horizon than the comprehensive plan.
- The CIP must respond to a host of infrastructure drivers including urgent needs, capital renewal needs, and service demands, which may be beyond the scope of the comprehensive plan.
- The CIP plan is often a ledger document, with decisions regarding funding being made by the implementing department or through general obligation bond package development before including funded projects in the plan.

However, with some careful coordination, cities can ensure that CIP planning provides for capital investments that implement the comprehensive plan and appropriately leverage land-use and development decisions.

### Austin's Experience

Like many major U.S. cities, the City of Austin has always had good intentions about integrating its comprehensive plan and capital improvement program. The Austin City Charter (Austin 1994) requires that the CIP and the land development code be

consistent with the comprehensive plan, and even goes so far as to require that the planning commission provide to the city manager an annual list of recommended capital improvements that are necessary or desirable to implement the comprehensive plan (see sidebar).

However, while this charter requirement has been in place for more than 30 years, integration of the CIP and the comprehensive plan was fairly limited prior to 2010.

In 2010, newly hired City Manager Marc Ott began to take significant actions to change the city's processes. In addition to shepherding development of the first new comprehensive plan in more than 30 years, Ott partnered with the planning commission and city staff to make several significant changes to the city's budgeting and capital planning process to support better integration of the CIP and the comprehensive plan. Over time, the changes have led to better coordination across city departments, a more streamlined planning commission process, and construction of strategic capital investments that are helping to build out the vision of the comprehensive plan.

### Establishing the Foundation:

#### The Imagine Austin Comprehensive Plan

The *Imagine Austin Comprehensive Plan* (Austin 2012) was adopted in 2012 after two years of community engagement and over 18,500 community inputs. *Imagine Austin's* vision statement — to be “a beacon of sustainability, social equity, and economic opportunity; where diversity and creativity are celebrated; where community needs and values are recognized; where leadership comes from its citizens and where necessities of life are affordable and accessible to all” (Austin 2012, 2) — expresses six core principles for action:

- grow as a compact, connected city
- integrate nature into the city
- provide paths to prosperity for all
- develop as an affordable and healthy community
- sustainably manage water, energy and other environmental resources
- think creatively and work together

These core principles for action point Austin toward becoming a city of complete communities where Austinites of all ages will be able to access employment, shopping, education, open space, recreation, and other services and opportunities that fulfill their needs and enable them to thrive. At the same time, Austin will protect its important environmental resources and preserve its identity, culture, and sense of place.

The framework for realizing complete communities throughout Austin is embodied in the Growth Concept Map (Austin 2012, 103). The Growth Concept Map (Figure 2, p. 3) represents areas where the city plans to accommodate more residents, jobs, mixed use areas, open space, and infrastructure over the next 30 years. It identifies activity centers and corridors in and along which the city will focus investments and an expanded transportation system. The corridors and centers designated on the Growth Concept Map provide a geographic

## AUSTIN CITY CHARTER, ARTICLE X

### § 4. THE PLANNING COMMISSION — POWERS AND DUTIES

The planning commission shall:

- (1) Review and make recommendations to the council regarding the adoption and implementation of a comprehensive plan (as defined by Section 5 of this article) or element or portion thereof prepared under authorization of the city council and under the direction of the city manager and responsible city planning staff;
- (4) Submit annually to the city manager, not less than ninety (90) days prior to the beginning of the budget year, a list of recommended capital improvements, which in the opinion of the commission are necessary or desirable to implement the adopted comprehensive plan or element or portion thereof during the forthcoming five-year period; ... (Austin 1994)



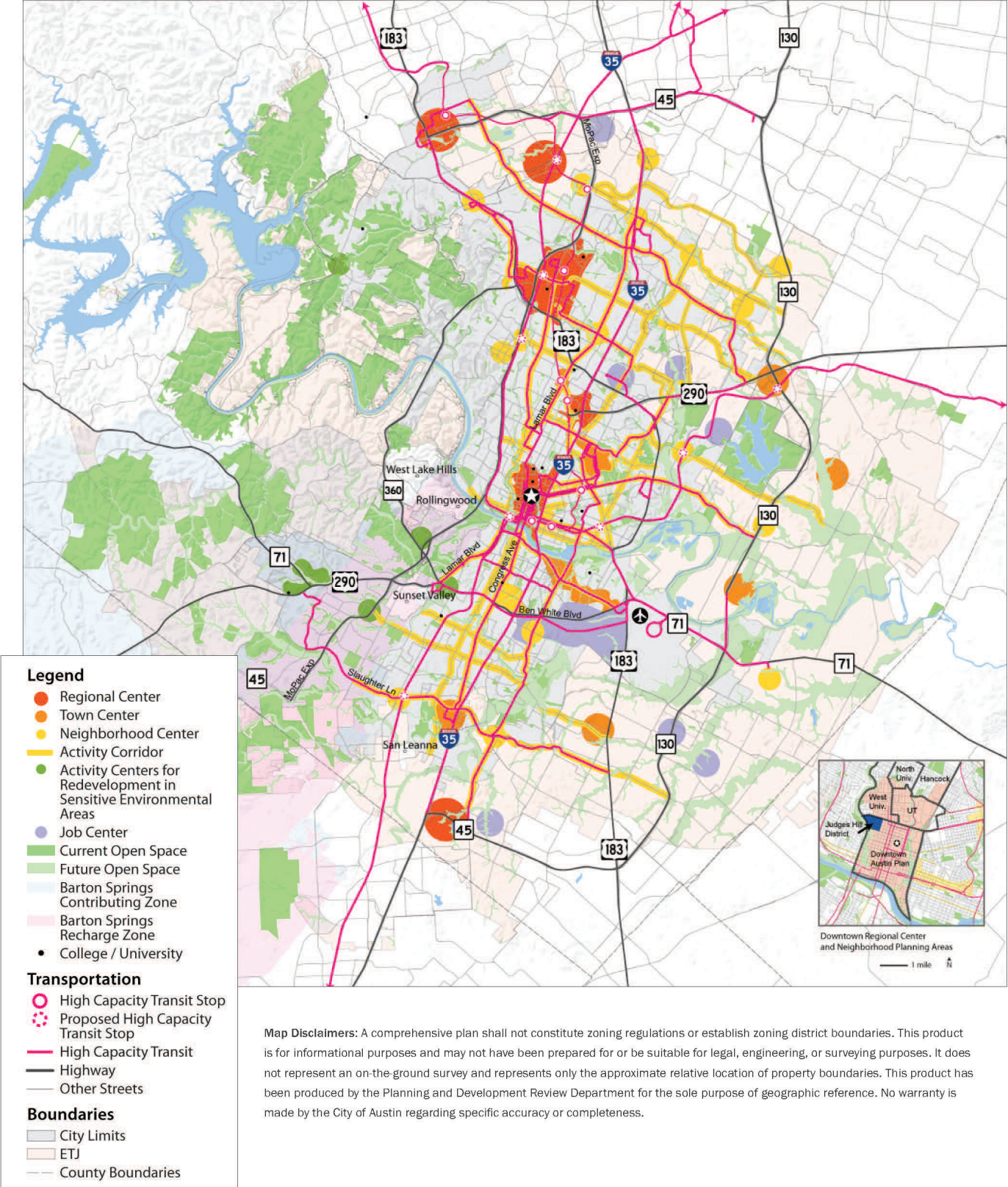


Figure 2. Imagine Austin Growth Concept Map. Courtesy City of Austin.

### Imagine Austin's Priority Programs

Imagine Austin's eight Priority Programs are:

1. Invest in a compact and connected Austin.
2. Sustainably manage our water resources.
3. Continue to grow Austin's economy by investing in our workforce, education systems, entrepreneurs, and local businesses.
4. Use green infrastructure to protect environmentally sensitive areas and integrate nature into the city.
5. Grow and invest in Austin's creative economy.
6. Develop and maintain household affordability throughout Austin.
7. Create a Healthy Austin program.
8. Revise Austin's land development regulations and processes to promote a compact and connected city. (Austin 2012, 186)

## Priority Programs



Figure 3. Imagine Austin Priority Programs. Courtesy City of Austin.

guide for where strategic capital investments should be made in tandem with private development and redevelopment in the future.

Imagine Austin's six core principles for action are reflected in eight priority programs that organize key policies and actions into related groups for coordinated implementation (see sidebar). The participants in the *Imagine Austin* process saw alignment of capital investments with the comprehensive plan as essential to plan implementation, and focused one of the eight priority programs on investment to ensure that this work would not be forgotten. The Invest in a Compact and Connected Austin priority program (Austin 2018c) calls for coordination of capital investments, incentives, and regulations to support the *Imagine Austin* vision.

### Setting the Stage: Creating the Capital Planning Office

In addition to launching a process to develop a new comprehensive plan, Ott created the City of Austin's Capital Planning Office (CPO) in 2010. The Capital Planning Office was created to provide program-level preparation for an anticipated 2010 Mobility Bond election, and to help prepare for the CIP plan's role in the implementation of *Imagine Austin* (Austin 2012).

Austin's CPO was established to create a robust, comprehensive, and integrated CIP that supports the city's planning goals and priorities. In the memo establishing the office, Ott called for the creation of CPO to "ensure that the City's entire capital program ... is planned, developed and implemented in a strategic, integrated and effective manner, that is consistent with ... planning and economic development goals and policies" (Ott 2010).

CPO was similar to a capital program or portfolio management office, or PMO, which is a model seen in other cities. A PMO is a group within a larger organization which is responsible for managing the overall portfolio of capital

projects for that organization by prioritizing projects, allocating resources to projects, and identifying which projects to initiate, reprioritize, or terminate. Portfolio management is intended to provide a link between enterprise management and visioning occurring at the executive level, and project management occurring within staff-level capital project teams. Prior to the establishment of the Capital Planning Office, City of Austin portfolio management activities were split between the individual departments developing projects and the budget office.

Ott's intention in creating a separate Capital Planning Office was to provide additional resources to allow for greater transparency and consistency across departments, and to more strongly link portfolio management with planning. By creating a stand-alone office under city management dedicated to capital planning that was distinct from the budget office, portfolio-management decisions could be made on a corporate level (rather than by department). The office was initially staffed with an executive level capital planning officer and approximately five professional staff with expertise in planning, capital project development, public engagement, and information technology.

Ott established several objectives for CPO that framed its work, including:

- **Planning:** CPO assisted in the development of the CIP from an organizational perspective, primarily through the creation of the *Long-Range CIP Strategic Plan*.
- **Coordination:** CPO participated in and led interdepartmental coordination efforts aimed at more strategic and effective capital improvement outcomes.
- **Bond Development and Oversight:** CPO managed the development of several general obligation bond programs. The office provided management and oversight of the city's funded bond programs, including assistance

with project sequencing, development of spending milestones, and ongoing monitoring of progress.

- **Communication:** CPO supported the city’s open government goals by providing information, reports, and updates about the CIP to city management, city council, and the public (Ott 2010).

The Capital Planning Office coordinated a successful 2010 Mobility Bond process supporting early implementation of the vision of the comprehensive plan still under development. Staff from the office also worked to develop a process that would help to connect the comprehensive plan with the annual CIP on an ongoing basis. During the first several years, this work included development of a planning model that was used to evaluate projects included in the five-year CIP plan. However, after several years of experimentation and extensive coordination with other city departments as well as the planning commission, it became apparent that a new level of planning and an additional tool was needed to help integrate the comprehensive plan and CIP beyond the framework provided by the five-year CIP plan. This realization led to development of the first *Long-Range CIP Strategic Plan* by the Capital Planning Office in 2013.

### Connecting the Pieces: City of Austin Long-Range CIP Strategic Plan

The *Long-Range CIP Strategic Plan* (LRCSP) is intended to bridge the gap between the *Imagine Austin Plan* and the annual CIP plan. The LRCSP provides an opportunity for corporate-level discussion of planning needs and priorities before projects are funded and then set in stone during the annual CIP process.

Prior to 2013, the planning department worked with the planning commission to identify and develop a list of priority CIP projects concurrently with development of the five-year CIP plan. The list was developed based on the adopted comprehensive plan, neighborhood plans, and community engagement conducted by the planning commission. However, because the planning commission’s CIP list was developed on a parallel track late in the CIP planning process, it was not very successful in informing the various funding decisions reflected in the financially constrained five-year CIP plan.

In contrast, the LRCSP provides a robust, data-informed approach to long-range capital planning. Decisions inform current and future capital investments that collectively provide the infrastructure needed to support and shape the city. The plan has three major components: a comprehensive infrastructure assessment, a rolling needs assessment, and a strategic investment analysis.

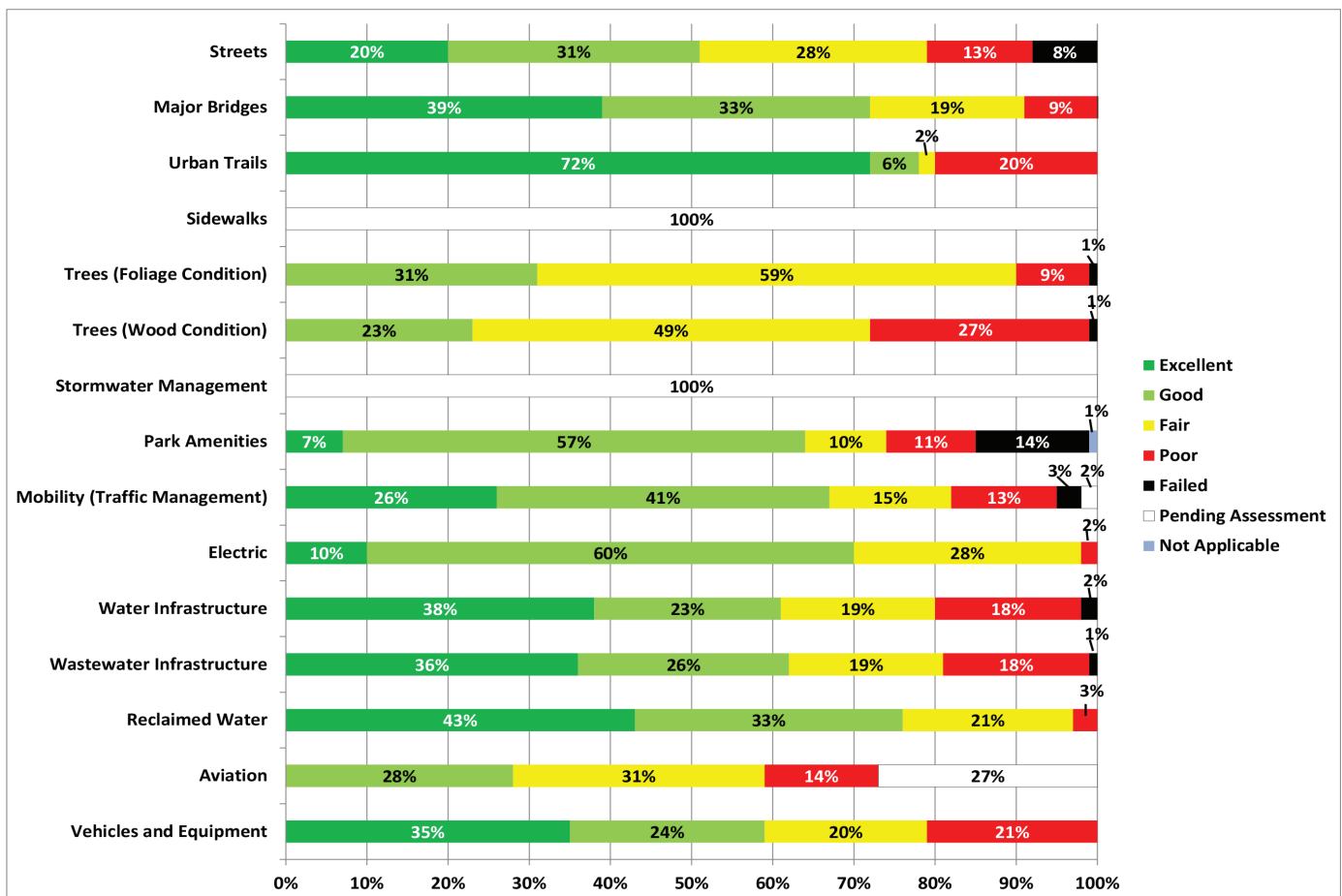


Figure 4. Summary of Infrastructure Condition, 2014 (Austin 2017b, 42–45).

Infrastructure Category	City Department
<b>Area Plans</b>	Planning and Zoning Department Neighborhood Housing and Community Development Department Economic Development Department
<b>Aviation</b>	Aviation Department
<b>Electric</b>	Austin Energy
<b>Facilities</b>	Building Services Office of Sustainability All City departments
<b>Housing</b>	Neighborhood Housing and Community Development Department
<b>Land Acquisition</b>	Office of Real Estate Services All City departments
<b>Mobility Infrastructure</b>	Austin Transportation Department Public Works Department Parks and Recreation Department Planning and Zoning Department Economic Development Department
<b>Park Amenities</b>	Parks and Recreation Department Public Works Department
<b>Public Art</b>	Economic Development All City departments
<b>Stormwater</b>	Watershed Protection Department Parks and Recreation Department Public Works Department Economic Development Department
<b>Water Infrastructure</b>	Austin Water Utility

Figure 5. Rolling Needs Assessment: Infrastructure Categories and Responsible Departments (Austin 2017b, 62).

### Comprehensive Infrastructure Assessment

The first component of the LRCSP is the comprehensive infrastructure assessment, which collects citywide infrastructure condition information to help inform future infrastructure needs and funding opportunities (Austin 2017b, 39). The goal of the comprehensive infrastructure assessment is to quantify the state of infrastructure, acceptable levels of service for different types of assets, and where those service levels are achieved.

The comprehensive infrastructure assessment captures information across various infrastructure types on asset inventory, condition, age and expected useful life, and acceptable levels of service.

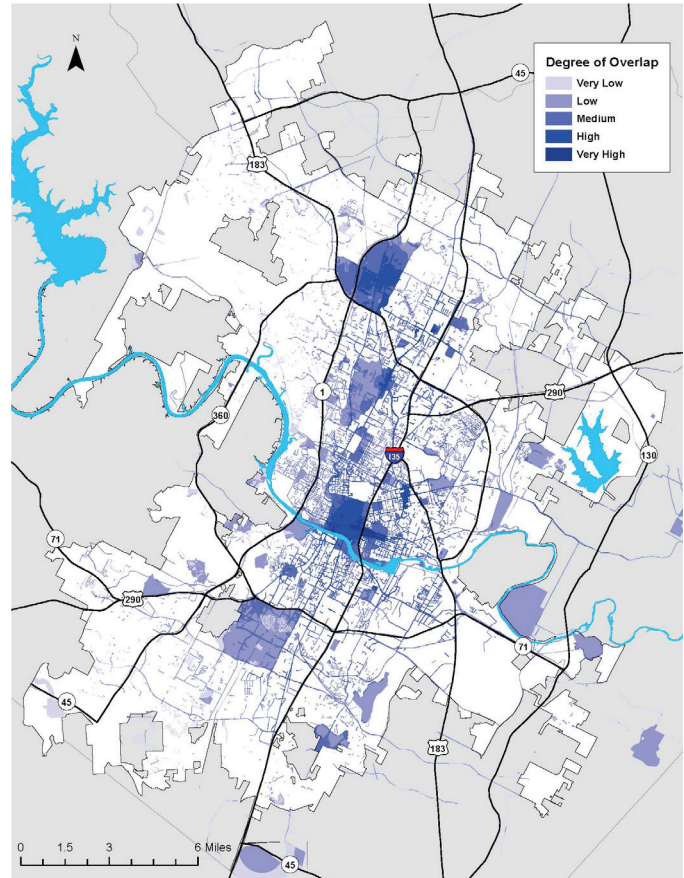
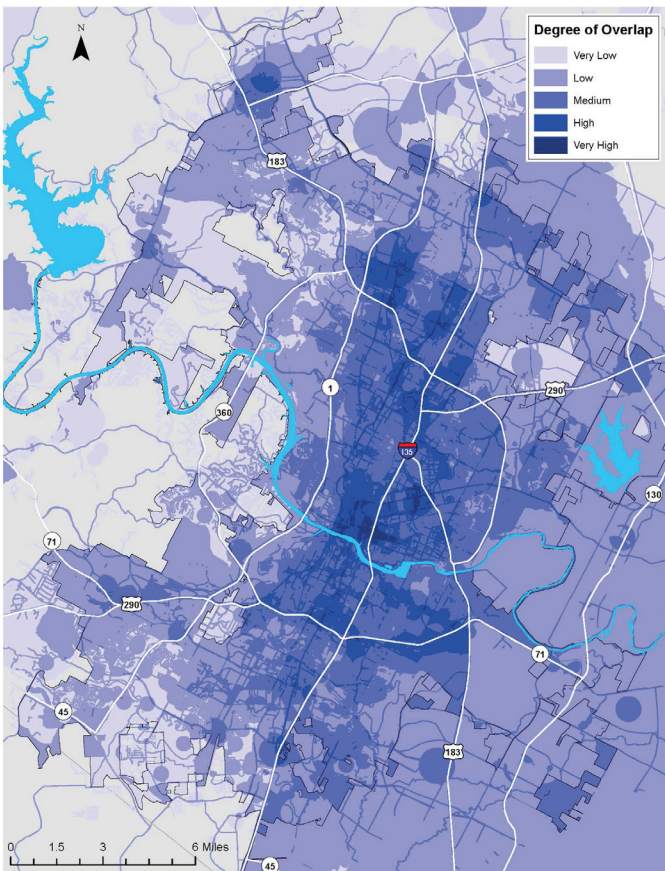
Figure 4 (p. 5) shows a summary of infrastructure condition, utilizing the same rating scale (failed, poor, fair, good, and excellent) across all infrastructure types. Using a consistent scale allows for a comprehensive, easy-to-understand look at the

state of the city's infrastructure. That data can be used for many purposes, such as informing long-range capital infrastructure need and funding strategies.

In developing the comprehensive infrastructure assessment, city departments collect data across many asset types, which helps them do the work of identifying, prioritizing, and communicating needs. Each department compiles information through a method that works for it. Flexibility in the process is needed because of the varying levels of information available for different asset types.

### Rolling Needs Assessment

The second component of the LRCSP is the rolling needs assessment (Austin 2017b, 61; Figure 5). This is a catalog of all unfunded infrastructure needs across the city, organized by 13 infrastructure categories, such as water, mobility, facilities, and



Left to right: Figure 6. Strategic Areas Map (Austin 2017b, 51); Figure 7. Strategic Investment Areas Map (Austin 2017b, 53).

park amenities. Figure 5 shows the list of infrastructure categories and which departments are responsible for each.

Each year departments submit their needs for the rolling needs assessment. The assessment includes descriptions and justifications of ongoing programs needing additional funding, key highlighted projects, and strategic investments. As part of this component, departments also map their needs so they can be viewed spatially, creating a rolling needs assessment map that shows all department-identified infrastructure needs.

Departments have an opportunity to update their needs annually to reflect changes in priorities based on changes in CIP drivers, whether it's urgent needs caused by a recent natural disaster or new policy or planning priorities approved by the city council. One example of planning priorities are recommendations from the small area plans, which are adopted as attachments to the *Imagine Austin Comprehensive Plan*. The highest priority small area plan recommendations, as determined by the neighborhood organization for that area, are incorporated into the rolling needs assessment and provided to infrastructure departments as a reference layer as they plan their programs and consider various needs. For example, the public works department uses neighborhood plan recommendations in the prioritization process for sidewalk improvements.

### Strategic Investment Analysis

The final component of the LRCSP is the strategic investment analysis (Austin 2017b, 47). This identifies areas where needed capital investments called out in the rolling needs assessment (Austin 2017b, 61) could address recommendations for capital improvements from the *Imagine Austin Comprehensive Plan* as well as other adopted city plans and initiatives.

The methodology for this analysis is straightforward. It requires two maps: the rolling needs assessment map plus a strategic areas heat map created using geospatial data for the *Imagine Austin Growth Concept Map* and other city plans and initiatives (Figure 6). Each of the layers included in the strategic areas map represent city council- or department-adopted documents that have recommended some type of capital improvement or investment and established community expectations that these recommendations will be considered in CIP decision making.

Many of these plans and initiatives are also tied directly to the *Imagine Austin Comprehensive Plan* as attachments. Each plan or initiative has a geographic target area which can represent a variety of features, from a specified neighborhood planning area boundary to the demographic composition of an area. The geographic areas with the most overlapping initiatives are identified by a dark shade and are designated "very high" strategic areas.

Those areas of overlap between the strategic areas map and rolling needs assessment map become the strategic investment areas map (SIA). This map identifies the intersection of areas of already identified unfunded needs and areas with already identified recommendations and goals (Figure 7, p. 7). These are the areas where the city has the most opportunity to support previously identified goals with new investment. Areas with “very high” and “high” overlap include Downtown, TODs, and *Imagine Austin* corridors. Moving forward, the SIA methodology will be adjusted to address limitations identified to date.

### Implementation and Process Improvement

Since the creation of the *Long-Range CIP Strategic Plan*, the rolling needs assessment has been successfully used as the basis for bond development processes (Figure 8). Specifically, the needs identified in the rolling needs assessment served as the starting point for development of a 2016 Mobility Bond package (a historic \$720 million transportation bond program approved by Austin voters in November 2016) as well as for a citywide bond package currently in development that could be brought before voters in November 2018 (Austin 2018a). Prior to creation of the long-range plan, departments had been asked to identify needs in an ad hoc manner during development of bond packages. The plan has allowed for a needs assessment to be developed and maintained on an ongoing basis. It is more clearly informed by the comprehensive plan, and it can be used when seeking other funding resources including grants and private partnerships.

In support of the Invest in a Compact and Connected Austin priority program, the City of Austin has developed a “Compact and Connected” curriculum to train and support staff from all departments. Internal alignment and a shared understanding of what compact and connected growth looks like has been crucial for policy changes and projects that support *Imagine Austin*. The city also adopted a complete streets policy (Austin 2014) in support of the notion that all users on Austin’s streets should have connected networks that are safe, comfortable, and beautiful regardless of mode.

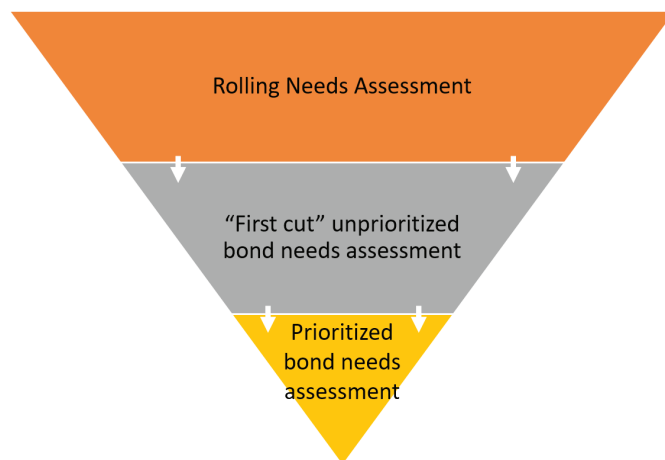


Figure 8. Bond Program Needs Assessment. Courtesy City of Austin.

In early 2017, the Capital Planning Office was reorganized to form a Corridor Program Office focused exclusively on implementing the 2016 Mobility Bond. With that reorganization, the Planning and Zoning Department assumed responsibility for the LRCSP. This organizational shift has provided an opportunity to evaluate and make process improvements.

Future plan updates will be developed on a two-year cycle. The city’s Budget Office will coordinate the rolling needs assessment, the Public Works Department will update the comprehensive infrastructure assessment, and the Planning and Zoning Department will continue to lead the strategic investment analysis and coordinate the overall plan update process. The planning commission reviews the LRCSP and transmits the plan to the city manager on an annual basis with a cover letter outlining planning commission recommendations to ensure alignment between the CIP and the comprehensive plan, as called for in the city charter. For future updates, the City of Austin will also be reassessing the methodology used to develop the strategic investment analysis to improve its efficacy and to bring it into closer alignment with the comprehensive plan.

### What Planners Can Do: Action Steps

While every organization is different, there are steps that all planners can take to improve the integration of the comprehensive plan with the CIP.

#### Understand the Budget and Capital Funding Processes.

Project needs and funding decisions are often made by many different players well in advance of compiling the five-year CIP plan. In order to effectively integrate comprehensive planning into CIP planning, planners must understand budget and capital funding processes and get to know where the various levers exist to impact those funding processes. Some typical capital funding process levers include:

- department budgeting and prioritization
- general obligation bond development
- grant writing
- city council or city manager discretionary funding prioritization
- land development-related exactions
- public-private partnerships and innovative funding (e.g. TIFs, PIDs, etc.)

#### Understand the Capital Delivery Process and Drivers of Capital Investment.

Planners do a disservice to the community they are planning with and for by providing input into the capital improvement planning and delivery process at the wrong point in that process. Planners should work to understand the different infrastructure systems and the ways they are planned for by each specialty to maximize influence on the project scope.

For example, planning for park improvements is very different than planning for upsizing a water line, yet in both project development processes there are times when coordinating with another project or incorporating planning recommen-

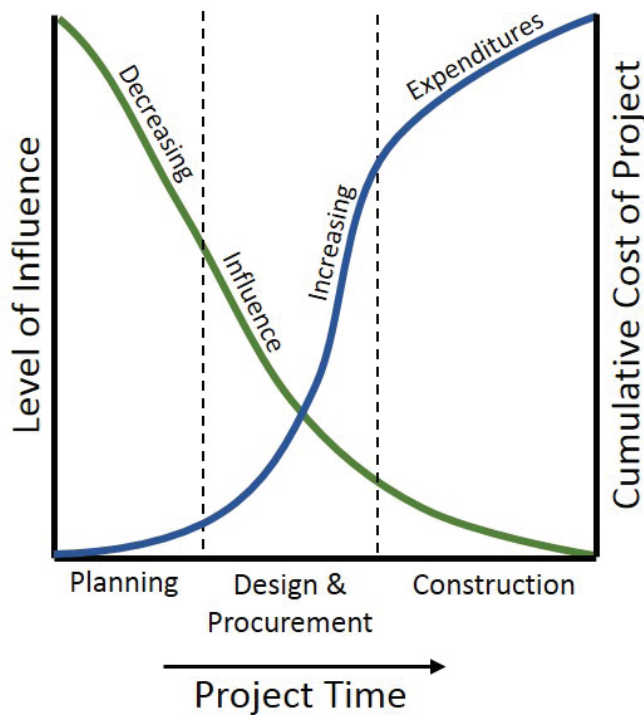


Figure 9. Construction projects cost-influence curve (based on Paulson 1976)

dations would be possible and most impactful. It can be very costly to a capital project, both financially and in potential delays, to add or change design elements later in the development process.

This concept is illustrated in the cost-influence curve (Figure 9), originally introduced by Boyd C. Paulson in 1976, which is routinely used when describing how the ability to influence a construction project with minimal cost implications decreases as the project moves from the planning phase to construction (Paulson 1976).

It is also helpful for planners to understand the different drivers of capital investments. With this knowledge, planners can determine what the process will be for policy and planning priorities to be included and considered among urgent needs and those based on capital renewal and service demands.

**Build on Existing Data, Use It, and Share It.** Planners should familiarize themselves with the CIP-related data sources already available to their cities, and build on this data as they work to coordinate CIP with comprehensive planning.

**CIP Data.** Many cities maintain a CIP database of record which may or may not feature geographic data. This data can form the core of the CIP coordination engine.

The City of Austin relies on a web-based project management system called eCAPRIS (City of Austin Project Reporting and Information System). The database provides tracking and reporting functions for planning, funding, appropriations, and spending on capital improvement projects. It stream-

lines interdepartmental communication and coordination by allowing staff to check eCAPRIS for project information once project managers have entered information and updates. eCAPRIS data can also be pulled together for sophisticated analysis and reporting in several ways. A GIS component furthers analysis capabilities by allowing projects to be defined spatially and viewed through CIVIC, an online, interactive visualization tool (Austin 2015). The City of Austin also uses eCAPRIS data in combination with the geographic data to power an internal GIS viewer, IMMPECT, which is used by CIP project managers to better coordinate future projects and identify “dig once” opportunities.

**Plan Implementation Data.** Planners can translate adopted plans into a comprehensive data set which allows for easier tracking of plan implementation and better coordination with CIP departments.

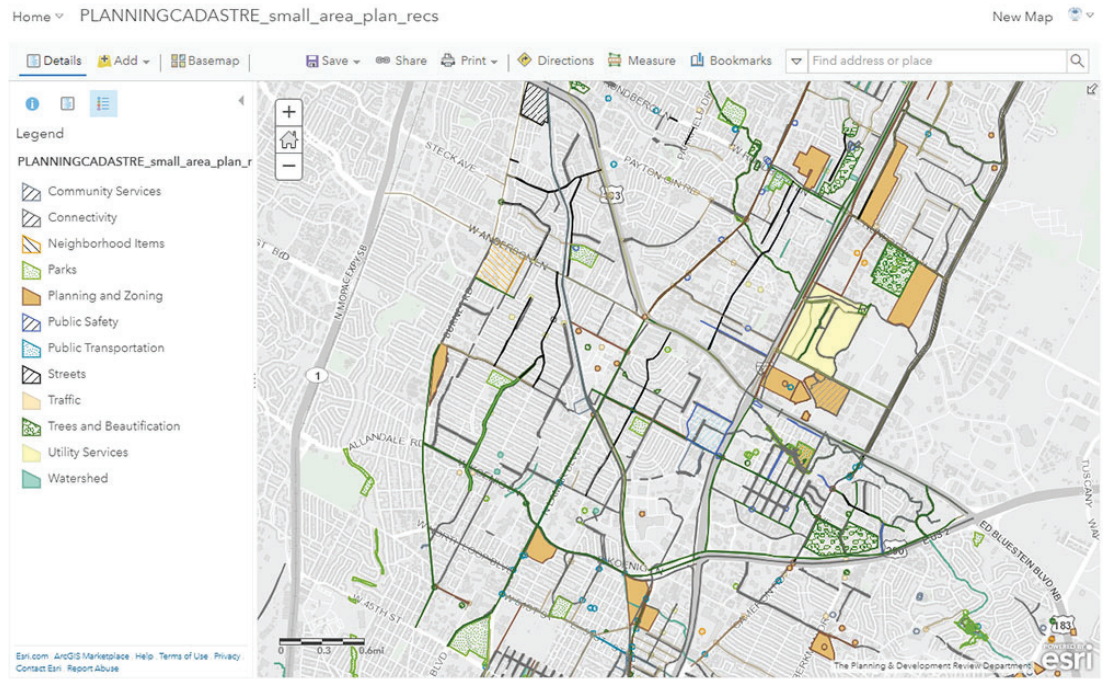
The City of Austin Planning and Zoning Department tracks all adopted small area plan action items in a relational database which is linked to spatial data. The spatial data is available to all City of Austin staff via an internal GIS server (Figure 10, p. 10). The spatial data is also available to CIP project managers as a reference layer within the IMMPECT viewer. Action item status updates come from a variety of sources including eCAPRIS and individual departments’ GIS data. Analyses and reports can be run on implementation status, type of action item, primary responsible department, or prioritized by neighborhood or other characteristic. The City of Austin Planning and Zoning Department also produces a *Small Area Plan Implementation Annual Report* (Austin 2018d) and other reporting based on this database, and makes the data available to the public through an online viewer and other means.

**Take Stock of Infrastructure Conditions.** Data-driven planning and decision making is becoming more prevalent and desired by our communities. The reality is that infrastructure needs almost always exceed available funding. With funding constraints, it is important to have data to help identify infrastructure needs, including the inventory and condition of the assets. Understanding infrastructure conditions also enables planners to compare needs across asset types and make the case for additional or more sustainable investment in a certain infrastructure category to improve the level of service. Developing the capability to report on infrastructure condition will also allow planners to establish performance measures by which we can measure progress toward community goals.

**Be Flexible About Organizational Structure.** Capital planning lies in an area of overlap between planning, financial services, and infrastructure services, and there is no one “right” way to organize your city around this work. Figure 11 (p. 10) offers one example. You may consider:

- establishing a single high-level “capital planning” or “portfolio management” office

Figure 10. Small area plan recommendations — ArcGIS online map (Austin 2018e).



- designating resources within an existing department (including planning, financial services, or infrastructure services)
- creating a capital planning strike team within the city manager’s office or a council office
- establishing a collaborative approach where one department is responsible for overall coordination, while other departments provide specific support based on their expertise and function

**Manage Public Expectations.** There will never be enough funding to build every needed project, and even funded capital investments can take many years to fully develop and implement. It is easy for public stakeholders to become disappointed and feel like the plan they worked on “didn’t do anything” when they don’t see immediate results. This can have a negative impact on overall public trust in government. Planners may not be able to increase the funding available, but they can work to manage public expectations by:

- educating the public on the capital delivery process and how the plan’s recommendations will guide that process
- showcasing capital renewal needs as well as strategic investment priorities during the planning process
- providing a realistic picture of how one neighborhood’s desired project ranks against other priorities across the city (it might not be a high priority for the city overall)
- providing transparent, open data and reporting so that the public can see what is getting built
- providing funding visualizations

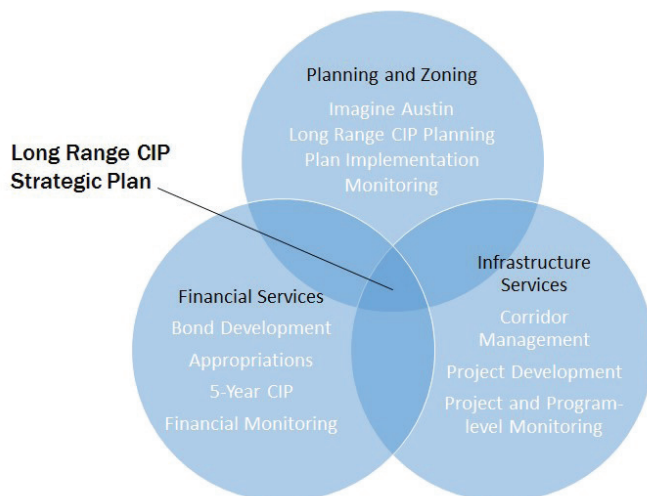


Figure 11. Sample organizational structure for long-range CIP planning. Courtesy City of Austin.

**Focus on Key Strategies and Connect the Dots.** Planners are well suited to the task of convening discussions across multiple disciplines and interest groups, and most planners, particularly those involved in comprehensive planning, are “dot connectors” by nature. Planners can use these skills in myriad ways to help their communities better align investments with the comprehensive plan, including:

- analyzing geographic data and developing maps that identify where particular investments could have the biggest impact on achieving the community’s vision



- convening departments to discuss opportunities for leveraging strategic investments through forums and roundtables
- bringing funding to the table, making tactical improvements, and coordinating pilot projects
- coordinating with city management to build future bond package recommendations or grant applications around strategic investments implementing the comprehensive plan
- looking for opportunities in every project that comes down the investment pipeline
- coordinating on an ongoing basis with capital project development and financial services staff to identify ways to integrate the comprehensive plan into CIP decision making
- using annual reporting to demonstrate how investments are implementing plans

## Conclusion

While it can be challenging to integrate capital improvements planning with the comprehensive plan, the ability for cities to fully implement the vision laid out in their comprehensive plans depends on this integration. The City of Austin has experimented with how to approach this integration over the last several years, and looks forward to learning from others.

## About the Authors

**Stevie Greathouse** is a long-range planning professional with more than 20 years of experience managing complex land-use and transportation planning projects and programs at the local and regional levels. She currently serves as a manager within the City of Austin Planning and Zoning Department, where she oversees the Long-Range Planning and Urban Design divisions and leads coordination of the *Long-Range CIP Strategic Plan*. Greathouse holds a master's degree in urban and regional planning from Portland State University and a bachelor of arts from Reed College. Prior to joining the City of Austin in 2012, she managed the regional multimodal transportation planning program at the Capital Area Metropolitan Planning Organization and worked as a long-range planner for the City of Portland, Oregon.

**Liane Miller, AICP**, is a planning and policy manager with the Austin Transportation Department. In this role, she works on transportation planning and policy initiatives, such as the development of the Austin Strategic Mobility Plan, the city's first integrated, multimodal transportation plan. She previously worked in the former Capital Planning Office, leading the rolling needs assessment as part of the *Long-Range CIP Strategic Plan*, and was a part of the team that developed the city's award-winning comprehensive plan, *Imagine Austin*. Miller has a bachelor of science in mechanical engineering from the University of Texas at Austin and master's degrees in planning and public administration from the University of Southern California.

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# Sustaining Places Practices for Comprehensive Planning

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**American Planning Association**

*Making Great Communities Happen*

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## Foreword

This PAS Essential Info Packet serves as a companion piece to *Sustaining Places: Best Practices for Comprehensive Plans* (PAS Report No. 578).

In 2010 APA launched its Sustaining Places Initiative, a multi-year, multi-faceted program to define the role of planning in addressing all human settlement issues relating to sustainability. After announcing the initiative at the United Nations Fifth World Urban Forum in Rio de Janeiro, Brazil, former APA President Bruce Knight, FAICP, created a Sustaining Places Task Force to explore the role of comprehensive planning in fostering sustainable communities. The task force's work culminated in a report recommending that standards be developed as a resource for communities seeking to integrate sustainability into their comprehensive plans. In early 2012 APA published a modified version of this task force report as *Sustaining Places: The Role of the Comprehensive Plan* (PAS Report No. 567).

Following the publication of this report, APA established a Plan Standards Working Group to develop a set of draft standards. The resulting draft standards are grouped under three broad categories: Principles, Processes, and Attributes. Under this scheme, *Principles* incorporate standards relating to the overall goals for a comprehensive plan aimed at fostering a sustainable community. These goals include a Livable Built Environment, Harmony with Nature, a Resilient Economy, Interwoven Equity, a Healthy Community, and Responsible Regionalism. *Processes* incorporate standards related to Authentic Public Participation and Accountable Implementation, and *Attributes* incorporate standards related to Consistent Content and Coordinated Characteristics of comprehensive plans for sustainable communities.

Planners vetted these draft standards at a day-long workshop at APA's 2013 National Planning Conference in Chicago. Next, APA selected 10 pilot communities in various stages of developing comprehensive plans to help refine and finalize the standards as well as evaluate a designation program to recognize exemplary plans using these standards. Three additional communities (along with one of the pilot communities) volunteered their completed comprehensive plans to test the proposed scoring system for designating Sustaining Places comprehensive plans. APA and representatives of the communities shared the results of their work and their thoughts about the standards and designation program at a day-long workshop at the 2014 National Planning Conference in Atlanta.

In January 2015 APA published *Sustaining Places: Best Practices for Comprehensive Plans* (PAS Report No. 578). The report summarizes the work of the Plan Standards Working Group, presents a revised version of the standards with an accompanying scoring matrix, and explains how communities can use the standards as a benchmark for their own comprehensive planning efforts.

This Essential Info Packet offers an annotated list with URLs of 20 comprehensive plans from a diverse group of counties and municipalities across the country that address many of the best practices identified through this initiative. URLs are provided for each resource so that users may read or download them at their convenience. These plans provide a range of examples of innovative and progressive plan language and organization to help inform comprehensive plan update or review efforts. The packet also provides an annotated list with URLs to 15 documents offering guidance on incorporating various aspects of sustainability into comprehensive plans. Finally, the packet includes a copy of the Sustaining Places comprehensive plan scoring matrix from PAS Report 578 and definitions for each of the best practices associated with the Principles, Processes, and Attributes.

### Selected Comprehensive Plans:

Alachua (Florida), County. 2011. *Alachua County Comprehensive Plan 2011-2030*. Full plan available at [https://growth-management.alachuacounty.us/comprehensive\\_planning/](https://growth-management.alachuacounty.us/comprehensive_planning/).

- Population 253,451. Rapidly growing suburban/rural county containing majority of Gainesville, FL, Metropolitan Statistical Area.
- APA Florida Excellence Award for Comprehensive Plan (Large) in 2011.
- Strongest in Livable Built Environment, Harmony with Nature, Interwoven Equity, Healthy Community, Responsible Regionalism, and Characteristics.
- Does not include an implementation program, but plan policies are especially specific in terms of implementation responsibilities; includes Community Health, Public School Facilities, and Energy elements not required under Florida's state planning statutes.

Albany (New York), City of. 2012. *Albany 2030*. Full plan available at [www.albany2030.org/general/final-plan](http://www.albany2030.org/general/final-plan).

- Population 98,424. Capital of New York and part of the Albany-Schenectady-Troy Metropolitan Statistical Area.
- APA New York Upstate Planning Excellence Award for Comprehensive Planning Winner in 2013; the completed plan was used to help refine the Sustaining Places comprehensive plan standards.
- Strongest in Livable Built Environment, Harmony with Nature, Healthy Community, Authentic Participation, Content, and Characteristics.
- The plan is based on a systems approach, with three guiding concepts and five systems principles. It has a strong and inclusive public participation process, which involved a wide-range of in-person and online strategies. Each goal contains linked references to related goals in other sections of the plan, and is particularly strong on the plan attributes.

Austin (Texas), City of. 2012. *Imagine Austin*. Full plan available at <https://austintexas.gov/department/our-plan-future>.

- Population 885,400. Capital of Texas and 11<sup>th</sup> largest city in the U.S.
- Austin's completed plan was used to help refine the Sustaining Places comprehensive plan standards.
- Strongest in Harmony with Nature, Healthy Community, Authentic Participation, Content, and Characteristics.
- The plan is structured around a seven-part vision and seven policy area "building blocks": land use and transportation, housing and neighborhoods, economy, conservation and environment, city facilities and services, society, and creativity. The planning process included a strong and inclusive public engagement component. The Implementation section of the plan offers multiple community indicators for each vision area, as well as a detailed action matrix that identifies priority programs to implement each action item, though responsible agencies or entities are not identified.

Baltimore (Maryland), County of. 2010. *Master Plan 2020*. Full plan available at [www.baltimorecountymd.gov/Agencies/planning/masterplanning/masterplan2020download.html](http://www.baltimorecountymd.gov/Agencies/planning/masterplanning/masterplan2020download.html).

- Population 823,015. Suburban/rural county; part of the Washington-Baltimore Arlington DC-MD-VA-WV-PA Combined Statistical Area.
- Strongest in Livable Built Environment, Interwoven Equity, Content, and Characteristics.
- This county plan focuses on sustainability through an approach that considers community, economy, and environment. It focuses strongly on promoting the revitalization of distressed neighborhoods, smart-growth development of new areas, and providing adequate services to its disadvantaged populations. The plan provides comprehensive lists of action items to help implement each policy, but does not identify responsible departments or entities.

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Birmingham (Alabama), City of. 2013. *Birmingham Comprehensive Plan*. Full plan available at [www.birminghamcomprehensiveplan.com/?p=993](http://www.birminghamcomprehensiveplan.com/?p=993).

- Population 212,113. Legacy city; population peaked in 1960 at 340,887.
- Strongest in Livable Built Environment, Resilient Economy, Healthy Community, Content, and Characteristics.
- The plan is organized around four big-picture focus areas: green systems; neighborhoods, housing, and community renewal; prosperity and opportunity; and strengthening the city systems and networks. It offers a detailed vision statement and complete structure of goals, policies, strategies, and detailed action items; each chapter ends with a list of specified actions and responsible parties for that topic area.

Boise (Idaho), City of. 2010. *Blueprint Boise*. Full plan available at <http://pds.cityofboise.org/planning/comp/blueprint-boise/>.

- Population 214,237. Rapidly growing principal city of the Boise-Nampa, ID, Metropolitan Statistical Area.
- APA Idaho award winner for Outstanding Comprehensive Plan in 2012.
- Strongest in Livable Built Environment, Healthy Community, Responsible Regionalism, Content, and Characteristics.
- Incorporates 11 subarea plans, each with its own set of policies, in addition to citywide policies organized around seven broad themes.

Cincinnati (Ohio), City of. 2012. *PLAN Cincinnati: A Comprehensive Plan for the Future*. Full plan available at [www.plancincinnati.org/sites/default/files/plan\\_cincinnati\\_pdf/final\\_plan\\_cincinnati\\_document\\_11-21-12.pdf](http://www.plancincinnati.org/sites/default/files/plan_cincinnati_pdf/final_plan_cincinnati_document_11-21-12.pdf).

- Population 297,517. Legacy city; population peaked at 503,998 in 1950.
- Winner of APA's Daniel Burnham Award for a Comprehensive Plan in 2014.
- Strongest in Livable Built Environment, Resilient Economy, Interwoven Equity, Healthy Community, Authentic Participation, and Characteristics.
- Organized around five initiative areas rather than conventional plan elements.

Flint (Michigan), City of. 2013. *Imagine Flint: Master Plan for a Sustainable Flint*. Full plan available at [www.imagineflint.com/Documents.aspx](http://www.imagineflint.com/Documents.aspx).

- Population 99,763. Legacy city; population peaked at 196,940 in 1960.
- APA Michigan Excellence Award winner for Public Outreach in 2014.
- Strongest in Livable Built Environment, Resilient Economy, Interwoven Equity, Healthy Community, Authentic Participation, and Content.
- Richly illustrated; covers a wide range of social and economic topics absent from most comprehensive plans in Michigan.

Lincoln-Lancaster (Nebraska), City-County of. 2011. *LPlan 2040*. Full plan available at <http://lincoln.ne.gov/City/plan/lplan2040/index.htm>.

- Population Lancaster County, 297,036; Lincoln, 268,738. Capital of Nebraska and home of the University of Nebraska.
- Strongest in Livable Built Environment, Harmony with Nature, Healthy Community, Authentic Participation, and Characteristics.
- This plan focuses on the balance between the urban area of Lincoln and the rural areas of Lancaster County, including addressing preservation of agricultural lands and prairie landscapes and equity between urban and rural areas.

Lowell (Massachusetts), City of. 2013. *Sustainable Lowell 2025*. Full plan available at [www.lowellma.gov/dpd/Documents/Sustainable%20Lowell%202025.pdf](http://www.lowellma.gov/dpd/Documents/Sustainable%20Lowell%202025.pdf).

- Population 108,861. Historic mill town and the second largest city in the Boston metropolitan area.
- Strongest in Livable Built Environment, Harmony with Nature, Healthy Community, Authentic Participation, and Content.

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- The plan offers a detailed vision statement focused on sustainability, with eight goals and action item areas linked to 21 desired planning outcomes. The public participation process for the plan was especially inclusive, with a focus on reaching underserved populations and youth; the vision statement and introductory summaries for different sections are provided in four languages (English, Spanish, Portuguese, and Khmer).

Montpelier (Vermont), City of. 2010. *Master Plan 2010*. Full plan available at [www.montpelier-vt.org/page/406.html](http://www.montpelier-vt.org/page/406.html).

- Population 7,755. Capital of Vermont and the smallest of all state capital cities.
- Strongest in Livable Built Environment, Harmony with Nature, Resilient Economy, Healthy Community, Responsible Regionalism, Authentic Participation, Accountable Implementation, Content, and Characteristics.
- The plan offers detailed lists of recommended strategies for goals, and identifies the responsible parties for each strategy action. It addresses regional context and coordination, and has a strong focus on community well-being throughout, with concerns about all aspects of the environment, residents' livelihoods, community governance, and social and human development, with a number of community well-being-related goal areas and strategies not seen in other plans.

Newark (California), City of. 2013. *General Plan*. Full plan available at [www.newark.org/departments/planning-and-economic-development/newark-general-plan/](http://www.newark.org/departments/planning-and-economic-development/newark-general-plan/).

- Population 44,096. City incorporated in 1955 and is entirely surrounded by the city of Fremont within the San Francisco-Oakland-Hayward, CA MSA.
- Strongest in Livable Built Environment, Harmony with Nature, Healthy Community, Content, and Characteristics.
- This plan focuses on shifting from an automobile-dominated growth paradigm to a smart-growth oriented future promoting compact infill development served by a multimodal transportation system. The plan references the city's Climate Action Plan and provides climate adaptation policies and action items.

Norfolk (Virginia), City of. 2013. *plaNorfolk 2030*. Full plan available at [www.norfolk.gov/index.aspx?nid=1376](http://www.norfolk.gov/index.aspx?nid=1376).

- Population 246,139. Slow-growth principal city of the Virginia Beach–Norfolk–Newport News, VA–NC, Metropolitan Statistical Area; population peaked at 307,951 in 1970 before falling to 234,403 in 2000.
- APA Virginia award winner for a large city comprehensive plan in 2013; plan was used to help refine the Sustaining Places comprehensive plan standards.
- Strongest in Livable Built Environment, Harmony with Nature, Healthy Community, Accountable Implementation, Content, and Characteristics.
- Includes detailed implementation matrix for all plan actions with lead responsibility, timeframe for completion, and cost estimates.

Oak Park (Illinois), Village of. 2014. *Envision Oak Park*. Full plan available at [www.oak-park.us/village-services/planning/comprehensive-planning](http://www.oak-park.us/village-services/planning/comprehensive-planning).

- Population 52,006. Slow-growth, high-density inner-ring suburb of Chicago.
- Strongest in Livable Built Environment, Harmony with Nature, Resilient Economy, Healthy Community, Authentic Participation, and Characteristics.
- Includes metrics associated with plan goals throughout; includes elements dealing with Arts & Culture, Community Life & Engagement, and Governmental Excellence.

Olathe (Kansas), City of. 2010. *Plan Olathe Comprehensive Plan*. Full plan available at [www.planolathe.org/](http://www.planolathe.org/).

- Population 131,885. Suburban community in the Kansas City MO-KS Metropolitan Statistical Area and the fourth largest city in Kansas.
- Strongest in Responsible Regionalism, Accountable Implementation, Content, and Characteristics.



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**Sustaining Places Practices for Comprehensive Planning**

- Plan Olathe has a strong focus on regional collaboration within Johnson County and the MARC region. The plan is well organized in a way that explains the planning process and plan elements in a straightforward manner, making it accessible. Each section of the plan is highlighted with pictures drawn by local elementary school students illustrating their favorite places in the community. The plan also contains a detailed implementation section, highlighting key actions, lead agencies, and priority levels.

Raleigh (North Carolina), City of. 2009. *2030 Comprehensive Plan*. Full plan available at [www.raleighnc.gov/business/content/PlanDev/Articles/LongRange/2030ComprehensivePlan.html](http://www.raleighnc.gov/business/content/PlanDev/Articles/LongRange/2030ComprehensivePlan.html).

- Population 431,746. Fast-growing Capital of North Carolina, part of the Research Triangle with Durham and Chapel Hill.
- This completed plan was used to help refine the Sustaining Places comprehensive plan standards.
- Strongest in Livable Built Environment, Harmony with Nature, Resilient Economy, Responsible Regionalism, and Characteristics.
- The cornerstones of this plan are a "commitment to sustainability" and a "triple-bottom line" approach. The plan has six "vision themes": economic prosperity and equity; expanding housing choices; managing growth; coordinating land use and transportation; sustainable development; and growing successful neighborhoods and communities. These vision themes run throughout the plan elements, providing the framework for goals and objectives.

Rock Island (Illinois), City of. 2014. *City of Rock Island Comprehensive Plan: A 20-Year Guide for City Objectives*. Full plan available at <http://rigov.org/DocumentCenter/View/6991>.

- Population 38,877. One of the four "Quad Cities" of the Davenport-Moline-Rock Island IA-IL Metropolitan Statistical Area on the Mississippi River.
- This plan was used to help refine the Sustaining Places comprehensive plan standards.
- Strongest in Livable Built Environment, Harmony with Nature, Healthy Community Authentic Participation, Content, and Characteristics.
- An extensive public outreach component that engaged multiple stakeholder groups is documented within the plan. The plan also devotes a focus area of goals and policies to regionalism.

San Jose (California), City of. 2010. *Envision San Jose 2040*. Full plan available at [www.sanjoseca.gov/index.aspx?nid=1737](http://www.sanjoseca.gov/index.aspx?nid=1737).

- Population 998,537. Rapidly growing principal city of the San Jose–Sunnyvale–Santa Clara, CA, Metropolitan Statistical Area; 10<sup>th</sup> largest city in the U.S.
- APA California Excellence Award winner for Comprehensive Planning: Large Jurisdiction in 2012.
- Strongest in Livable Built Environment, Harmony with Nature, Resilient Economy, Interwoven Equity, Responsible Regionalism, Authentic Participation and Characteristics.
- Organized around seven broad community values; includes table explaining how plan chapters satisfy California's comprehensive plan requirements.

Shreveport (Louisiana), City of. 2010. *Great Expectations: Shreveport-Caddo Master Plan 2030*. Full plan available at [www.shreveportcaddomasterplan.com/](http://www.shreveportcaddomasterplan.com/).

- Population 200,237. Third-largest city in Louisiana, part of Shreveport-Bossier City Metropolitan Statistical Area and ArkLaTex Region.
- APA Louisiana 2013 Excellence Award Winner.
- Strongest in Harmony with Nature, Resilient Economy, Interwoven Equity, and Healthy Community.
- This plan has a strong fact base, both as part of the introductory analysis and at the beginning of each chapter, examining current conditions and community context. Each chapter ends with a summary implementation table, containing early actions and responsible parties. The plan also has a strong implementation section, which focuses on the timeframe, actions, responsible department, and necessary resources to achieve each goal.

Tucson (Arizona), City of. 2013. *PLAN TUCSON: City of Tucson General & Sustainability Plan 2013*. Full plan available at [http://oip.tucsonaz.gov/files/integrated-planning/Plan\\_Tucson\\_Complete\\_Doc\\_11-13-13.pdf](http://oip.tucsonaz.gov/files/integrated-planning/Plan_Tucson_Complete_Doc_11-13-13.pdf).

- Population 526,116. Second-largest city in Arizona.
- Strongest in Harmony with Nature, Interwoven Equity, and Healthy Community, Authentic Participation, Content, and Characteristics.
- The plan includes goals relating to climate change adaptation and carbon reduction, and focuses on other environmental areas including water conservation and renewable energy. The plan is also concerned with revitalizing distressed and disinvested neighborhoods and housing, and providing support for disadvantaged populations, including emergency preparedness efforts. It describes a robust public outreach effort that included hard-to-reach populations and non-English speakers. It includes a matrix of sustainability indicators. Tables, graphics, and images are used liberally to illustrate data and plan principles, making the plan easy to read and engaging.

### **Guidance for Adding Sustaining Places Principles to the Comprehensive Plan:**

California Air Pollution Control Officers Association. 2009. *Model Policies for Greenhouse Gases in General Plans: A Resource for Local Government to Incorporate General Plan Policies to Reduce Greenhouse Gas Emissions*. Sacramento, California: California Air Pollution Control Officers Association. Available at [http://www.ca-ilg.org/sites/main/files/file-attachments/resources\\_CAPCOA\\_Model\\_Policies\\_for\\_Greenhouse\\_Gases\\_in\\_General\\_Plans\\_-\\_June\\_2009.pdf](http://www.ca-ilg.org/sites/main/files/file-attachments/resources_CAPCOA_Model_Policies_for_Greenhouse_Gases_in_General_Plans_-_June_2009.pdf).

- This guidebook offers background on addressing climate protection within comprehensive plans and provides model policies for reducing greenhouse gas emissions.
- See especially Chapter 5, General Plan Structure and Greenhouse Gas Reduction; Chapter 6, Model Policies to Reduce Greenhouse Gases; and Appendix E, Top 10 Actions by Local Governments and Communities.

California Governor's Office of Planning and Research. 2010. *Strategies for Sustainable Communities: A Guidebook Based on California Community Types*. Available at <http://opr.ca.gov/docs/StrategiesforSustainableCommunities.pdf>.

- This guidebook provides high-priority sustainability goals, strategies for sustainable communities, and success indicators for 10 community types ranging from major city to rural agricultural and natural resource community.

California Governor's Office of Planning and Research. 2010. *Update to the General Plan Guidelines: Complete Streets and the Circulation Element*. Section II, Circulation Element Update. Available at [http://opr.ca.gov/docs/Update\\_GP\\_Guidelines\\_Complete\\_Streets.pdf](http://opr.ca.gov/docs/Update_GP_Guidelines_Complete_Streets.pdf).

- This guidebook offers sample goals, policies, data collection recommendations, and implementation measures to help promote a balanced multimodal transportation network through the comprehensive plan.

ChangeLab Solutions. 2010. *Model Comprehensive Plan Language on Complete Streets*. Available at <http://changelabsolutions.org/publications/comp-plan-language-cs>.

- This document suggests language for a comprehensive plan's transportation vision statement and policy package, as well as additional language to be used throughout other chapters to encourage the integration of Complete Streets policies in interagency planning for land use, schools, public facilities, parks and recreation, and community health.

Evans, Chris, and Margaret Stinchcomb. 2012. *Model Comprehensive Plan Policies and Model Ordinances to Implement the Livability Principles*. University of Minnesota School of Law, Environmental Sustainability Policy Clinic. Available at [http://www.resilientregion.org/cms/files/Model\\_Comprehensive\\_Policies\\_and\\_Ordinances\\_to\\_Implement\\_the\\_Livability\\_Principles.pdf](http://www.resilientregion.org/cms/files/Model_Comprehensive_Policies_and_Ordinances_to_Implement_the_Livability_Principles.pdf).

- This guidebook offers model comprehensive plan policies (and ordinances) to help Minnesota's small cities, large cities, and counties implement the federal Partnership for Sustainable Communities' six Livability Principles.

Federal Emergency Management Agency, Region X. *Integrating the Local Natural Hazard Mitigation Plan into a Community's Comprehensive Plan: A Guidebook for Local Governments*. Available at [www.fema.gov/media-library-data/1388432170894-6f744a8afa8929171dc62d96da067b9a/FEMA-X-IntegratingLocalMitigation.pdf](http://www.fema.gov/media-library-data/1388432170894-6f744a8afa8929171dc62d96da067b9a/FEMA-X-IntegratingLocalMitigation.pdf).

- This guidebook offers guidance to communities on integrating natural hazard mitigation into comprehensive planning efforts. It includes numerous best-practice case studies from FEMA Region X states (Alaska, Idaho, Oregon, and Washington), and provides a hazard mitigation and comprehensive plan integration diagnostic scoring tool.

Georgia Department of Community Affairs, State of. 2004. "State Planning Recommendations: Policies." Available at <http://www.dca.ga.gov/development/PlanningQualityGrowth/DOCUMENTS/Laws.Rules.Guidelines.Etc/SPRs/SPR.Policies.pdf>.

- This handout lists suggested policy language for comprehensive plans for the topics of development patterns, resource protection, community facilities and infrastructure, social and economic development, and governmental relations.

Godschalk, David. 2012. "Equity in Comprehensive Plans." *The Commissioner*, Summer. Available at [www.planning.org/pas/infopackets/subscribers/pdf/godschalk2012commissionersummer.pdf](http://www.planning.org/pas/infopackets/subscribers/pdf/godschalk2012commissionersummer.pdf).

- This article offers guidance on integrating "Interwoven Equity" principles into the comprehensive plan, using Marin County's general plan as a case study example.

Macadangdang, Krystle, and Melissa Newmons. 2010. "Sea Level Rise Ready: Model Comprehensive Plan Goals, Objectives and Policies, to Address Sea-Level Rise Impacts in Florida." University of Florida Conservation Clinic. Available at [www.flseagrant.org/wp-content/uploads/2012/03/sea\\_level\\_rise\\_Cons.Clinic\\_2010\\_v.2.pdf](http://www.flseagrant.org/wp-content/uploads/2012/03/sea_level_rise_Cons.Clinic_2010_v.2.pdf).

- This PowerPoint presentation offers model comprehensive plan goals, objectives, and policies to address sea-level rise adaptation for Florida communities through protection, accommodation, and managed relocation.

Maryland Department of Planning, State of. 2007. *The Water Resources Element: Planning for Water Supply and Wastewater and Stormwater Management*. Managing Maryland's Growth Models & Guidelines 26. Available at [www.mdp.state.md.us/PDF/OurProducts/Publications/ModelsGuidelines/mg26.pdf](http://www.mdp.state.md.us/PDF/OurProducts/Publications/ModelsGuidelines/mg26.pdf).

- This guidebook, written to help Maryland communities comply with a state water resources planning requirement, offers sample policies for addressing management of water supplies, wastewater, and stormwater runoff in the comprehensive plan.

Pinellas (Florida), County of, Planning Department, and the Renaissance Planning Group. 2007. *Livable Communities: Model Comprehensive Plan Objectives and Policies*. Prepared for the Pinellas County Metropolitan Planning Organization. Available at <http://www.pinellascounty.org/mpo/SpecialProjects/LivableCommunity/LCModelCPObj&Pol.pdf>.

- This guidebook offers model comprehensive plan policies and objectives for walkable streets, transit stops, parking and driveways, mixed use development, design standards, and workforce housing.

Puget Sound Regional Council. 2012. *Integrating Food Policy in Comprehensive Planning: Strategies and Resources for the City of Seattle*. Part 3.0, Findings from Research. Part 4.0, Inventory of Policies by Food Policy Category. Part 5.0, Recommended Strategies. Available at [www.seattle.gov/Documents/Departments/OSE/Seattle\\_food\\_comp\\_plan\\_FINAL\\_082012.pdf](http://www.seattle.gov/Documents/Departments/OSE/Seattle_food_comp_plan_FINAL_082012.pdf).

- This report, written for the City of Seattle, provides recommendations and sample language from other local plans for integrating food systems policy into the land use, transportation, housing, economic development, human development, environment, and connecting jurisdictions and institutions elements.

Ricklin, Anna, and Nick Kushner. 2013. *Integrating Health Into the Comprehensive Planning Process: An Analysis of Seven Case Studies and Recommendations for Change*. Washington, D.C.: American Planning Association. Available at [www.planning.org/research/publichealth/pdf/healthyplanningreport.pdf](http://www.planning.org/research/publichealth/pdf/healthyplanningreport.pdf).

- This APA report offers best practice recommendations and action steps for integrating health into comprehensive plans based on an analysis of comprehensive plans from seven case study communities.

Tampa Bay Area Regional Transportation Authority Land Use Working Group. 2010. "Draft Comprehensive Plan Model Policies for Transit Oriented Development." Appendix A in *SMART Connect: Sarasota-Manatee Area Regional Transit Study*. Bartow, Florida: Florida DOT District One. Available at [www.tbarta.com/images/studies/SC%20TOD.pdf](http://www.tbarta.com/images/studies/SC%20TOD.pdf).

- This document offers model goal, objective, and policy language for planning for transit-oriented development that addresses coordination and economic development, land use, mobility, and community design.

Treasure Coast Regional Planning Commission. 2012. "Model Transit Oriented Development Comprehensive Plan Goals, Objectives & Policies and Land Development Regulations for Florida." Chapter 4 in *Florida TOD Guidebook*. Prepared for Florida Department of Transportation. Available at [www.ftod.com/model\\_policies.htm](http://www.ftod.com/model_policies.htm).

- This resource offers model comprehensive plan goals, objectives, and policies designed to advance transit and TOD planning (as well as model ordinance language to implement those policies).

### **Sustaining Places Best Practices Definitions and Scoring Matrix:**

Godschalk, David, and David Rouse. 2015. *Sustaining Places: Best Practices For Comprehensive Plans*. PAS Report 578. Chicago: American Planning Association.

- Appendix B, "Best Practice Definitions," provides definitions for the 85 best practices identified by the *Sustaining Places* initiative task force.
- Appendix C, "Scoring Matrix," lists the six principles, two processes, and two attributes and their associated best practices in a matrix, allowing users to easily evaluate and self-score their plans.
- More information on the Comprehensive Plan Standards for Sustaining Places initiative is available at [www.planning.org/sustainingplaces/compplanstandards/](http://www.planning.org/sustainingplaces/compplanstandards/).

## APPENDIX B: BEST PRACTICE DEFINITIONS

This appendix provides definitions of the best practices for the principles, processes, and attributes that comprise the comprehensive plan standards framework for sustaining places (see Chapter 2). These definitions are intended as a resource for communities seeking to understand the framework and how its individual components apply to their circumstances. They are organized into three sections: (1) Best Practices for Plan Principles, (2) Best Practices for Plan Processes, and (3) Best Practices for Plan Characteristics.

Comprehensive plans for sustaining places should endeavor to incorporate the full slate of best practices while allowing for each community's unique context, environment, and issues. By addressing and implementing all possible best practices, a community can set a path towards a high level of sustainability.

### BEST PRACTICES FOR PLAN PRINCIPLES

**1. Livable Built Environment.** *Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation, with a high quality of life.*

There are 11 recommended best practices for the first plan principle, Livable Built Environment:

**1.1 Plan for multimodal transportation.** A multimodal transportation system allows people to use a variety of transportation modes, including walking, biking, and other mobility devices (e.g., wheelchairs), as well as transit where possible. Such a system reduces dependence on automobiles and encourages more active forms of personal transportation, improving health outcomes and increasing the mobility of those who are unable or unwilling to drive (e.g., youth, persons with disabilities, the elderly). Fewer cars on the road also translates to reduced air pollution and greenhouse gas emissions with associated health and environmental benefits.

**1.2 Plan for transit-oriented development.** Transit-oriented development (TOD) is characterized by a concentration of higher-density mixed use development around transit stations and along transit lines, such that the location and the design of the development

encourage transit use and pedestrian activity. TOD allows communities to focus new residential and commercial development in areas that are well connected to public transit. This enables residents to more easily use transit service, which can reduce vehicle-miles traveled and fossil fuels consumed and associated pollution and greenhouse gas emissions. It can also reduce the need for personal automobile ownership, resulting in a decreased need for parking spaces and other automobile-oriented infrastructure.

**1.3 Coordinate regional transportation investments with job clusters.** Coordinating regional transportation systems and areas of high employment densities can foster both transportation efficiency and economic development. This is important for creating and improving access to employment opportunities, particularly for disadvantaged populations without easy access to personal automobiles.

**1.4 Provide complete streets serving multiple functions.** Complete streets are streets that are designed and operated with all users in mind—including motorists, pedestrians, bicyclists, and public transit riders (where applicable) of all ages and abilities—to support a multimodal transportation system. A complete street network is one that safely and conveniently accommodates all users and desired functions, though this does not mean that all modes or functions will be equally prioritized on any given street segment.

Streets that serve multiple functions can accommodate travel, social interaction, and commerce to provide for more vibrant neighborhoods and more livable communities.

- 1.5 Plan for mixed land-use patterns that are walkable and bikeable.** Mixed land-use patterns are characterized by residential and nonresidential land uses located in close proximity to one another. Mixing land uses and providing housing in close proximity to everyday destinations (e.g., shops, schools, civic places, workplaces) can increase walking and biking and reduce the need to make trips by automobile. Mixed land-use patterns should incorporate safe, convenient, accessible, and attractive design features (e.g., sidewalks, bike street furniture, bicycle facilities, street trees) to promote walking and biking.
- 1.6 Plan for infill development.** Infill development is characterized by development or redevelopment of undeveloped or underutilized parcels of land in otherwise built-up areas, which are usually served by or have ready access to existing infrastructure and services. Focusing development and redevelopment on infill sites takes advantage of this existing infrastructure while helping to steer development away from greenfield sites on the urban fringe, which are more expensive to serve with infrastructure and services.
- 1.7 Encourage design standards appropriate to the community context.** Design standards are specific criteria and requirements for the form and appearance of development within a neighborhood, corridor, special district, or jurisdiction as a whole. These standards serve to improve or protect both the function and aesthetic appeal of a community. Design standards typically address building placement, building massing and materials, and the location and appearance of elements (such as landscaping, signage, and street furniture). They can encourage development that is compatible with the community context and that enhances sense of place. While the design standards will not be specified in the comprehensive plan itself, the plan can establish the direction and objectives that detailed standards should achieve.
- 1.8 Provide accessible public facilities and spaces.** Public facilities play an important role in communities and they should be able to accommodate persons of all ages and abilities. Public facilities and spaces should be equitably distributed throughout the community.

They should be located and designed to be safe, served by different transportation modes, and accessible to visitors with mobility impairments.

- 1.9 Conserve and reuse historic resources.** Historic resources are buildings, sites, landmarks, or districts with exceptional value or quality for illustrating or interpreting the cultural heritage of a community. They can include resources eligible for listing on the National Register of Historic Places, a state inventory of historic resources in association with a program approved by the secretary of the interior, or a local inventory of historic resources in association with a program approved by a state program or directly by the secretary of the interior (in states without approved programs). It is important to address the conservation and reuse of historic resources due to their cultural and historic significance to a community and the role they play in enhancing a community's sense of place, economy (through tourism and other economic activity), and environment (by reducing the need to construct new buildings that consume land and resources).
- 1.10 Implement green building design and energy conservation.** Green building designs that meet the standards of the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) or similar rating system are energy and resource efficient, reduce waste and pollution, and improve occupant health and productivity. Energy conservation refers to measures that reduce energy consumption through energy efficiency or behavioral change. Together these approaches reduce energy costs and improve environmental quality and community health. They can be implemented through strategies such as code requirements, regulatory incentives, and investment programs (e.g., grants to homeowners for weatherization of their homes).
- 1.11 Discourage development in hazard zones.** A hazard zone is an area with a high potential for natural events, such as floods, high winds, landslides, earthquakes, and wildfires. Plans should discourage development in hazard zones, including any construction or site disturbance within an area of high risk relative to other areas within a jurisdiction. Hazards that occur within these zones are known to cause human casualties and damage to the built environment. Discouraging development in hazard zones protects the natural environment, people, and property.

**2. Harmony with Nature.** *Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.*

There are 10 recommended best practices for the second plan principle, Harmony with Nature:

- 2.1 Restore, connect, and protect natural habitats and sensitive lands.** Natural habitats are areas or landscapes—such as wetlands, riparian corridors, and woodlands—inhabited by a species or community of species, and can include those designated as rare and endangered. Sensitive lands, including steep slopes and geographically unstable areas, contain natural features that are environmentally significant and easily disturbed by human activity. These resources provide important environmental benefits. Restoring degraded habitat can reestablish natural diversity and associated ecosystem services.
- 2.2 Plan for the provision and protection of green infrastructure.** Green infrastructure is a strategically planned and managed network of green open spaces, including parks, greenways, and protected lands. Green infrastructure may also be defined as features that use natural means such as vegetation to capture, store, and infiltrate stormwater runoff, often in urban settings. This includes features such as bioswales, rain gardens, and green roofs. Green infrastructure provides a range of critical functions and ecosystem services to communities, such as wildlife habitat, stormwater management, and recreational opportunities.
- 2.3 Encourage development that respects natural topography.** Sensitive natural topography includes features such as hillsides, ridges, steep slopes, or lowlands that can pose challenges to development. Taking these features into account in planning for private development and public infrastructure can reduce construction costs, minimize natural hazard risks from flooding or landslides, and mitigate the impacts of construction on natural resources, including soils, vegetation, and water systems.
- 2.4 Enact policies to reduce carbon footprints.** The term “carbon footprint” is used to describe the amount of carbon dioxide and other greenhouse gases emitted by a given entity (such as an individual, company, or city) in a certain time frame. It provides a measure of the environmental impact of a particular lifestyle or operation, and encompasses both the direct consumption of

fossil fuels as well as indirect emissions associated with the manufacture and transport of all goods and services the entity consumes. Policies designed to reduce the carbon footprint benefit the environment and have associated benefits on air quality and health. Because these policies are often associated with energy conservation, they can also have positive economic benefits for local governments and community members.

- 2.5 Comply with state and local air quality standards.** Air quality standards are limits on the quantity of pollutants in the air during a given period in a defined area. Under the Clean Air Act, the U.S. Environmental Protection Agency has established air quality standards for ground-level ozone, lead, particulate matter, carbon monoxide, sulfur dioxide, and nitrogen dioxide to protect public health and the environment and enforced by state and local governments. Pollutants may come from mobile sources (e.g., cars and trucks), area sources (e.g., small businesses), or point sources (e.g., power plants).
- 2.6 Encourage climate change adaptation.** Adapting to climate change involves adjusting natural and human systems to projected impacts such as sea level rise and increased frequencies of extreme weather events as well as long-term shifts in precipitation levels, growing season length, and native vegetation and wildlife populations. Successful adaptation strategies reduce community vulnerability and minimize adverse effects on the environment, economy, and public health.
- 2.7 Provide for renewable energy use.** Renewable energy sources, which are derived directly or indirectly from the sun or natural movements and mechanisms of the environment—including solar, wind, biomass, hydropower, ocean thermal, wave action, and tidal action—are local sources of energy that are naturally regenerated over a short timescale and do not diminish. Use of renewable energy reduces reliance on coal-fired energy plants and other sources of fossil fuels.
- 2.8 Provide for solid waste reduction.** Solid waste is garbage or refuse resulting from human activities. It can include food scraps, yard waste, packaging materials, broken or discarded household items, and construction and demolition debris. Many common solid waste items—such as glass, aluminum and other metals, paper and cardboard, certain plastics, and food scraps and other organic materials—can be diverted from the waste stream and recycled into new products or composted.

- 2.9 Encourage water conservation and plan for a lasting water supply.** Reducing water use by buildings and landscapes through water conservation and planning for a lasting water supply are critical to a community's long-term sustainability, particularly in regions with limited precipitation or other sources of water. Access to ground or surface water sources sufficient for anticipated future water use levels and a well-maintained supply system to deliver this water to end users are important to ensure.
- 2.10 Protect and manage streams, watersheds, and floodplains.** A stream is a body of water flowing over the ground in a channel. A watershed is an area of land drained by a river, river system, or other body of water. A floodplain is an area of low-lying ground adjacent to a body of water that is susceptible to inundation. These resources have typically been extensively altered in urban environments—for example, by replacing streams with underground culverts or constructing buildings in the floodplain—negatively affecting the natural and beneficial functions they provide. Watershed management is important to protecting water supply, water quality, drainage, storm-water runoff and other functions at a watershed scale.
- 3. Resilient Economy.** *Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable urban development and redevelopment strategies that foster green business growth and build reliance on local assets.*  
There are seven recommended best practices for the third plan principle, Resilient Economy:
- 3.1 Provide the physical capacity for economic growth.** Economic growth is characterized by an increase in the amounts of goods and services that an economy is able to produce over time. Providing the physical capacity for economic growth means ensuring that adequate space will be available for commercial and industrial development and redevelopment for non-residential land uses. Communities need to plan for the necessary amount of land and structures appropriately built, sized, and located to support existing and future production of goods and services based on current and projected economic conditions. This could entail decline as well as growth in demand depending on market conditions and as certain economic sectors become obsolete.
- 3.2 Plan for a balanced land-use mix for fiscal sustainability.** A balanced land-use mix for fiscal sustainability is characterized by a pattern that includes both residential and nonresidential uses, such that the long-term cost of providing a desirable level of public services to residents, business owners, and visitors is closely matched to the tax or user-fee revenue generated by those uses.
- 3.3 Plan for transportation access to employment centers.** Plans should ensure that areas with high job density are accessible to employees via one or more travel modes (automobile, transit, bicycling, walking). More transportation modes serving the employment center offer employees a wider range of commuting options. This is important for improving access to employment opportunities, particularly among populations that may not have personal vehicles.
- 3.4 Promote green businesses and jobs.** A green business is any business offering environmentally friendly products and services through sustainable business models and practices. Green jobs are provided by agricultural, manufacturing, research and development, administrative, service, or other business activities that contribute substantially to preserving or restoring environmental quality. Green businesses and jobs may include, but are not limited to, those associated with industrial processes with closed-loop systems in which the wastes of one industry are the raw materials for another.
- 3.5 Encourage community-based economic development and revitalization.** Community-based economic development is development that promotes, supports, and invests in businesses that serve local needs and are compatible with the vision, character, and cultural values of the community. This approach encourages using local resources in ways that enhance economic opportunities while improving social conditions and supporting locally owned and produced goods and services. These activities foster connections and a sense of place, reduce the need for imports, and stimulate the local economy. This in turn can increase investment in and revitalization of downtowns, commercial areas, neighborhoods, and other place-based community resources.
- 3.6 Provide and maintain infrastructure capacity in line with growth or decline demands.** Keeping infrastructure capacity in line with demand involves ensuring that structures and networks are appropri-



ately sized to adequately serve existing and future development. This is important in balancing quality of service provision with costs to the local government. Infrastructure planning may include decommissioning or realigning infrastructure in neighborhoods experiencing protracted population decline—for example, to facilitate a transition from residential uses to green infrastructure, urban agriculture, or renewable energy production.

- 3.7 Plan for post-disaster economic recovery.** Planning for post-disaster economic recovery before a disaster happens helps communities resume economic activities following damage or destruction by a natural or human-made disaster (e.g., hurricane, landslide, wildfire, earthquake, terrorist attack). Plans for post-disaster recovery are characterized by officially adopted policies and implementation tools put in place before or after an event to direct recovery after a disaster event has occurred.

**4. Interwoven Equity.** *Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.*

There are nine recommended best practices for Interwoven Equity, the fourth plan principle:

- 4.1 Provide a range of housing types.** A range of housing types is characterized by the presence of residential units of different sizes, configurations, tenures, and price points located in buildings of different sizes, configurations, ages, and ownership structures. Providing a range of housing types accommodates varying lifestyle choices and affordability needs and makes it possible for households of different sizes and income levels to live in close proximity to one another.
- 4.2 Plan for a jobs/housing balance.** A jobs/housing balance is characterized by a roughly equal number of jobs and housing units (households) within a commuter shed. A strong jobs/housing balance can also result in jobs that are better matched to the labor force living in the commuter shed, resulting in lower vehicle-miles traveled, improved worker productivity, and higher overall quality of life. When coordinated with multimodal transportation investments, it improves access to employment opportunities for disadvantaged populations.
- 4.3 Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods.** At-risk neighborhoods are experiencing falling property values, high real estate

foreclosure rates, rapid depopulation, or physical deterioration. Distressed neighborhoods suffer from disinvestment and physical deterioration for many reasons, including (but not limited to) the existence of cheap land on the urban fringe, the financial burdens of maintaining an aging building stock, economic restructuring, land speculation, and the dissolution or relocation of anchor institutions. A disadvantaged neighborhood is a neighborhood in which residents have reduced access to resources and capital due to factors such as high levels of poverty and unemployment and low levels of educational attainment. These neighborhoods often exhibit high rates of both physical disorder (e.g., abandoned buildings, graffiti, vandalism, litter, disrepair) and social disorder (e.g., crime, violence, loitering, drinking and drug use). Such neighborhoods often need targeted interventions to prevent further decline and jump-start revitalization.

- 4.4 Plan for improved health and safety for at-risk populations.** An at-risk population is characterized by vulnerability to health or safety impacts through factors such as race or ethnicity, socioeconomic status, geography, gender, age, behavior, or disability status. These populations may have additional needs before, during, and after a destabilizing event such as a natural or human-made disaster or period of extreme weather, or throughout an indefinite period of localized instability related to an economic downturn or a period of social turmoil. At-risk populations include children, the elderly, persons with disabilities, those living in institutionalized settings, those with limited English proficiency, and those who are transportation disadvantaged.

- 4.5 Provide accessible, quality public services, facilities, and health care to minority and low-income populations.** A public service is a service performed for the benefit of the people who live in (and sometimes those who visit) the jurisdiction. A public facility is any building or property—such as a library, park, or community center—owned, leased, or funded by a public entity. Public services, facilities, and health care should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision. Minority and low-income populations are often underserved by public services and facilities and health care providers.

**4.6 Upgrade infrastructure and facilities in older and substandard areas.** Infrastructure comprises the physical systems that allow societies and economies to function. These include water mains, storm and sanitary sewers, electrical grids, telecommunications facilities, and transportation facilities such as bridges, tunnels, and roadways. Upgrading is the process of improving these infrastructure and facilities through the addition or replacement of existing components with newer versions. An older area is a neighborhood, corridor, or district that has been developed and continuously occupied for multiple decades. A substandard area is a neighborhood, district, or corridor with infrastructure that fails to meet established standards. Targeting infrastructure in older and substandard areas provides a foundation for further community revitalization efforts and improves quality of life for residents in these neighborhoods.

**4.7 Plan for workforce diversity and development.** Workforce diversity is characterized by the employment of a wide variety of people in terms of age, cultural background, physical ability, race and ethnicity, religion, and gender identity. Workforce development is an economic development strategy that focuses on people rather than businesses; it attempts to enhance a region's economic stability and prosperity by developing jobs that match existing skills within the local workforce or training workers to meet the labor needs of local industries. Promoting workforce diversity and development is a vital piece of economic development efforts, making areas attractive to employers and enabling residents to find employment in their communities.

**4.8 Protect vulnerable populations from natural hazards.** A natural hazard is a natural event that threatens lives, property, and other assets. Natural hazards include floods, high wind events, landslides, earthquakes, and wildfires. Vulnerable neighborhoods face higher risks than others when disaster events occur and may require special interventions to weather those events. A population may be vulnerable for a variety of reasons, including location, socioeconomic status or access to resources, lack of leadership and organization, and lack of planning.

**4.9 Promote environmental justice.** Environmental justice is defined as the fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, in the development, implementation, and enforcement of environmental laws,

regulations, and policies. Its goal is to provide all communities and persons across the nation with the same degree of protection from environmental and health hazards and equal access to decision making processes. This results in healthy environments for all in which to live, learn, and work.

**5. Healthy Community.** *Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.*

There are seven recommended best practices for Healthy Community, the fifth plan principle:

**5.1 Reduce exposure to toxins and pollutants in the natural and built environments.** Toxins are poisonous substances capable of causing disease in living organisms. Pollutants are waste substances or forms of energy (noise, light, heat), often resulting from industrial processes, that can contaminate air, water, and soil and cause adverse changes in the environment. Examples include carbon monoxide and other gases as well as soot and particulate matter produced by fossil fuel combustion; toxic chemicals used or created in industrial processes; pesticides and excess nutrients from agricultural operations; and toxic gases released by paints or adhesives. Reducing exposure to toxins and pollutants improves the health of individuals and communities, with concomitant improvements in quality of life and health care cost savings.

**5.2 Plan for increased public safety through the reduction of crime and injuries.** Public safety involves prevention of and protection from events such as crimes or disasters that could bring danger, injury, or damage to the general public. Although addressing crime is typically considered a governmental responsibility (police, fire, and emergency services), it can also be reduced through environmental design using crime prevention through environmental design (CPTED) principles.

**5.3 Plan for the mitigation and redevelopment of brownfields for productive uses.** A brownfield is defined by the federal government as any abandoned, idled, or underused real property where expansion or redevelopment is complicated by the presence or potential presence of environmental contamination. Redevelopment of these sites requires an environmental assessment to determine the extent of con-

tamination and to develop remediation strategies. The feasibility of site cleanup, market forces, and other factors may help define appropriate reuse options, which range from open space to mixed use development. Reusing brownfield sites returns underutilized land to productive use and reduces pressure to develop greenfield sites.

**5.4 Plan for physical activity and healthy lifestyles.** A healthy lifestyle is characterized by individual practices and behavioral choices that enhance health and wellbeing. Barriers to the design of the physical environment can influence rates of physical activity and health benefits. Active transportation facilities (e.g., sidewalks and bike lanes) and accessible, equitably distributed recreational opportunities support physical activity and healthy lifestyles.

**5.5 Provide accessible parks, recreation facilities, greenways and open space near all neighborhoods.** Parks are areas of land—often in a natural state or improved with facilities for rest and recreation—set aside for the public’s use and enjoyment. Greenways are strips of undeveloped land that provide corridors for environmental and recreational use and connect areas of open space. These facilities offer a range of benefits to residents, including opportunities for increased physical activity. The proximity of parks to neighborhoods supports increased physical activity among residents; however, social and environmental impediments such as crime, unsafe pedestrian conditions, and noxious land uses may decrease accessibility and subsequent use of these facilities. Plans should ensure that the type of park and its function and design are appropriate for its locational context.

**5.6 Plan for access to healthy, locally grown foods for all neighborhoods.** A lack of access to fresh, healthy foods contributes to obesity and negative health outcomes. In many urban areas, residents face difficulties in buying affordable or good-quality fresh food, a situation commonly referred to as a “food desert.” Healthy foods include those that are fresh or minimally processed, naturally dense in nutrients, and low in fat, sodium, and cholesterol. Locally grown goods are those produced in close proximity to consumers in terms of both geographic distance and the supply chain. Though there is no standard definition of locally grown, sources can range from backyards and community gardens to farms within the region or state.

**5.7 Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities.** Equitable access ensures services and facilities are reachable by all persons, regardless of social or economic background. Healthcare providers are those individuals, institutions, or agencies that provide healthcare services to consumers. Schools are institutions that provide education or instruction. Public safety facilities provide safety and emergency services to a community, including police and fire protection. Arts and cultural facilities provide programs and activities related to the arts and culture, including performing arts centers, concert halls, museums, galleries, and other related facilities.

**6. Responsible Regionalism.** *Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.*

There are nine recommended best practices for Responsible Regionalism, the sixth and final plan principle:

**6.1 Coordinate local land-use plans with regional transportation investments.** A local land-use plan is an officially adopted long-range comprehensive or sub-area (i.e., a neighborhood, corridor, or district) plan describing or depicting desirable future uses of land within a jurisdiction. Regional transportation investments are any projects listed in a transportation improvement program intended to improve a transportation network serving a multi-jurisdictional area, often included in metropolitan planning organization plans. These projects include investments in highways and streets, public transit, and pedestrian and bicycle systems. Coordinating the two ensures that local land-use decisions take advantage of regional transportation networks where possible to improve mobility and access for residents.

**6.2 Coordinate local and regional housing plan goals.** A regional housing plan is any officially adopted plan assessing current housing conditions and describing or depicting desirable future housing conditions across a multijurisdictional area. If applicable, these plans include state-mandated regional “fair share” plans establishing target affordable housing unit allocations among constituent jurisdictions. Local communities should provide for affordable housing in a manner consistent with the needs and targets defined in regional housing plans.

- 6.3 Coordinate local open space plans with regional green infrastructure plans.** A local open space plan is any officially adopted functional plan or comprehensive plan element describing or depicting desirable future locations or conditions for open space within a local jurisdiction. A regional green infrastructure plan is any officially adopted functional plan or comprehensive plan element describing or depicting desirable future locations or conditions for parks, greenways, protected lands, and other types of green infrastructure within a multijurisdictional area. Coordinating local open space plans with regional green infrastructure plans can maximize both the ecological and public benefits that green infrastructure provides and can help leverage investment in parks, greenways, trails, and other green infrastructure projects.
- 6.4 Delineate designated growth areas that are served by transit.** A designated growth area is an area delineated in an officially adopted local or regional comprehensive plan where higher density development is permitted or encouraged and urban services—including public transportation (where feasible)—are (or are scheduled to be) available. The purpose of a designated growth area is to accommodate and focus projected future growth (typically over a 20-year timeframe) within a municipality, county, or region through a compact, resource-efficient pattern of development. Ensuring that new growth areas are served by transit improves residents' access and mobility and helps reduce dependence on personal automobiles for travel throughout the region.
- 6.5 Promote regional cooperation and sharing of resources.** Regional cooperation and sharing of resources covers any situation where multiple jurisdictions coordinate the provision of public services and facilities. This includes instances where separate jurisdictions share equipment or facilities, where jurisdictions consolidate service or facility provision, and where jurisdictions share a tax base. The latter is a revenue-sharing arrangement whereby local jurisdictions share tax proceeds from new development for the purposes of alleviating economic disparities among constituent jurisdictions and/or financing region-serving infrastructure and facilities. Exploring opportunities for regional cooperation may allow for improved efficiency and cost savings in local government operations.
- 6.6 Enhance connections between local activity centers and regional destinations.** A local activity center is a node containing a high concentration of employment and commerce. A regional destination is a location that is responsible for a high proportion of trip ends within a regional transportation network, such as a job cluster, a major shopping or cultural center (e.g., large performance art venues and museums) or district, or a major park or recreational facility. A connection between a local activity center and a regional destination may be one or more surface streets, grade-separated highways, off-road trails, or transit corridors. Enhancing connections makes it easier to residents to move throughout the region to access employment opportunities, services, and recreational amenities.
- 6.7 Coordinate local and regional population and economic projections.** A population projection is an estimate of the future population for a particular jurisdiction or multi-jurisdictional area. An economic projection is an estimate of future economic conditions (e.g., employment by industry or sector, personal income, public revenue) for a particular jurisdiction or multijurisdictional area. Common time horizons for population and economic projections are 20 to 30 years. Coordinating local and regional projections minimizes the risk of planning cross purposes as the result of inconsistent data.
- 6.8 Include regional development visions and plans in local planning scenarios.** A regional development vision or plan is a description or depiction of one or more potential future development patterns across a multijurisdictional area, based on a set or sets of policy, demographic, and economic assumptions. A local planning scenario is a description or depiction of a potential future development pattern for a jurisdiction, based on a set of policy, demographic, and economic assumptions. While many scenario planning efforts present preferred scenarios, the real value of such planning is to allow participants to consider alternative ways of realizing a collective vision, including different outcomes that may be likely given the difficulty of accurately predicting certain demographic and economic trends. Considering regional development visions and plans may introduce new opportunities for local development or intergovernmental collaboration.

**6.9 Encourage consistency between local capital improvement programs and regional infrastructure priorities.** A local capital improvement program is an officially adopted plan describing or depicting capital projects that will be funded within a local jurisdiction during a multiyear (usually five-year) time horizon. Regional infrastructure priorities and funding are the capital projects and monetary resources designated in officially adopted plans or investment policies that identify regional infrastructure facility needs throughout a multijurisdictional area. Coordinating the two helps ensure that local investments are in line with regional visions and mobility goals.

## BEST PRACTICES FOR PLAN PROCESSES

**7. Authentic Participation.** *Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.*

There are seven recommended best practices for Authentic Participation:

**7.1 Engage stakeholders at all stages of the planning process.** Engaging stakeholders throughout the planning process—from creating a community vision to defining goals, principles, objectives, and action steps, as well as in implementation and evaluation—is important to ensure that the plan accurately reflects community values and addresses community priority and needs. In addition, engagement builds public understanding and ownership of the adopted plan, leading to more effective implementation.

**7.2 Seek diverse participation in the planning process.** A robust comprehensive planning process engages a wide range of participants across generations, ethnic groups, and income ranges. Especially important is reaching out to groups that might not always have a voice in community governance, including representatives of disadvantaged and minority communities.

**7.3 Promote leadership development in disadvantaged communities through the planning process.** Leaders and respected members of disadvantaged communities can act as important contacts and liaisons for planners in order to engage and empower community members throughout the planning process. Participation in the process can encourage

development of emerging leaders, especially from within communities that may not have participated in planning previously.

**7.4 Develop alternative scenarios of the future.** Scenario planning is a technique in which alternative visions of the future are developed based upon different policy frameworks and development patterns, allowing communities to envision the consequences of “business as usual” as compared to changed development strategies. Comparing scenarios helps to frame choices and inform community decision making during the planning process.

**7.5 Provide ongoing and understandable information for all participants.** Information available in multiple, easily accessible formats and languages is key to communicating with all constituents, including non-English speakers. Such communication may involve translating professional terms into more common lay vocabulary.

**7.6 Use a variety of communications channels to inform and involve the community.** Communications channels that can be used throughout the planning process include traditional media, social media, and Internet-based platforms. Different constituencies may prefer to engage through different channels.

**7.7 Continue to engage the public after the comprehensive plan is adopted.** Stakeholder engagement should not end with the adoption of the comprehensive plan. An effective planning process continues to engage stakeholders during the implementing, updating, and amending of the plan, so that the public remains involved with ongoing proposals and decisions.

**8. Accountable Implementation.** *Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.* There are eight recommended best practices for Accountable Implementation:

**8.1 Indicate specific actions for implementation.** Accountable implementation begins with identification of recommended policy, regulatory, investment, and programmatic actions that indicate the responsible agency, recommended timeframe, and possible sources of funding. These actions are often provided in a matrix or similar format in the implementation section of the comprehensive plan.

- 8.2 Connect plan implementation to the capital planning process.** Capital improvement plans guide and prioritize investments in facilities and infrastructure. A comprehensive plan can be connected to the capital planning process by ensuring that comprehensive plan goals and recommended action strategies align with capital improvement plan priorities and programs.
- 8.3 Connect plan implementation to the annual budgeting process.** Plan objectives linked to budget categories and the timeframe of the community's annual budgeting process facilitates decision making by elected and appointed officials concerning desired planning outcomes.
- 8.4 Establish interagency and organizational cooperation.** Coordinating the activities and schedules of internal departments and external agencies and organizations increases implementation effectiveness and can leverage resources for achieving local and regional planning goals.
- 8.5 Identify funding sources for plan implementation.** Coordinating public and private funding sources—including federal, state, and foundation grant programs—facilitates implementation of priority plan items. A comprehensive plan that has consistent, clearly presented goals, objectives, and action priorities, backed by demonstrated community support, puts the community in a strong position to secure external funding for implementation.
- 8.6 Establish implementation indicators, benchmarks, and targets.** Indicators allow quantitative measurement of achievement of social, environmental, and economic goals and objectives. Benchmarks are measurements of existing conditions against which progress towards plan goals can be measured. Targets are aspirational levels of achievement for a specific goal or objective often tied to a specific timeframe. Establishing these metrics allow for the monitoring of progress in plan implementation.
- 8.7 Regularly evaluate and report on implementation progress.** A process for evaluating and reporting plan implementation status and progress to both the public and elected officials following adoption ensures accountability and keeps the community informed about plan implementation progress. Such evaluation is typically done on an annual basis.
- 8.8 Adjust the plan as necessary based on evaluation.** A process for adjusting plan goals, strategies, and priorities over time as conditions change or targets are not

met keeps the plan current and in line with present conditions. This process should be tied to evaluation of and reporting on implementation progress.

## BEST PRACTICES FOR PLAN ATTRIBUTES

- 9. Consistent Content.** *Ensure that the plan contains a consistent set of visions, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.*

There are eight recommended best practices for Consistent Content:

- 9.1 Assess strengths, weaknesses, opportunities, and threats.** A technique developed for strategic planning processes, a strengths, weaknesses, opportunities, and threats (SWOT) analysis allows for the identification of the major issues facing the community internally (strengths and weaknesses) and externally (opportunities and threats). A SWOT analysis can inform community discussions and assessment of the impacts of forecasted changes, their planning implications, and appropriate responses.
- 9.2 Establish a fact base.** Comprehensive planning should rest on a base of facts—an evidence-based description and analysis of current conditions and the best possible projection of future trends, such as land use, development, environmental factors, the economy, and population changes.
- 9.3 Develop a vision of the future.** A vision is a statement and image of the community's desired future in terms of its physical, social, and economic conditions. Typically covering a 20-year timeframe, the vision sets the overall framework for the plan's goals, objectives, and policies and informs stakeholders of what the plan seeks to achieve.
- 9.4 Set goals in support of the vision.** Goals are statements of community aspirations for achieving the vision. They are implemented through public programs, investments, and initiatives.
- 9.5 Set objectives in support of the goals.** Objectives are measurable targets to be met through community action in carrying out the goals.
- 9.6 Set policies to guide decision making.** Policies are the specification of principles guiding public and private actions to achieve the goals and objectives presented in the plan.

- 9.7 Define actions to carry out the plan.** The implementation section of the plan identifies commitments to carry out the plan, including actions, timeframes, responsibilities, funding sources, and provisions for plan monitoring and updating.
- 9.8 Use clear and compelling features to present the plan.** Maps, tables, graphics, and summaries should be used in addition to text to convey the information, intent, and relationships in the plan. They are important in communicating the key features of the plan and making the ideas contained therein interesting and engaging to residents.
- 10. Coordinated Characteristics.** *Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.*  
There are nine recommended best practices for Coordinated Characteristics:
- 10.1 Be comprehensive in the plan's coverage.** Comprehensive means covering a range of traditional planning topics (e.g., land use, transportation, housing, natural resources, economic development, community facilities, natural hazards), as well as topics that address contemporary planning needs (e.g., public health, climate change, social equity, local food, green infrastructure, energy). It is important to address the interrelationships among these various topics.
- 10.2 Integrate the plan with other local plans and programs.** An integrated plan includes recommendations from related functional plans and programs (e.g., hazard mitigation, climate adaptation, housing, transportation). It serves as the umbrella for coordinating recommendations from standalone plans into a systems perspective.
- 10.3 Be innovative in the plan's approach.** An innovative plan contains creative strategies for dealing with community change, uncertainty, and development needs. It is open to proposing new approaches and solutions to community problems.
- 10.4 Be persuasive in the plan's communications.** A persuasive plan communicates key principles and ideas in a readable and attractive manner in order to inspire, inform, and engage readers. It uses up-to-date visual imagery to highlight and support its recommendations.
- 10.5 Be consistent across plan components.** A consistent plan frames proposals as sets of mutually reinforcing actions in a systems approach linking the plan with public programs and regulations.
- 10.6 Coordinate with the plans of other jurisdictions and levels of government.** A coordinated plan integrates horizontally with plans and forecasts of adjacent jurisdictions and vertically with federal, state, and regional plans.
- 10.7 Comply with applicable laws and mandates.** A compliant plan meets requirements of mandates and laws concerning preparing, adopting, and implementing comprehensive plans.
- 10.8 Be transparent in the plan's substance.** A transparent plan clearly articulates the rationale for all goals, objectives, policies, actions, and key plan maps. It explains the “what, how, and why” of each recommendation.
- 10.9 Use plan formats that go beyond paper.** A plan that goes beyond paper is produced in a web-based format and/or other accessible, user-friendly formats in addition to a standard printed document. Planning websites can be used both to engage and to inform citizens and different constituencies about the plan.

**APPENDIX C: SCORING MATRIX**

BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
<b>1. LIVABLE BUILT ENVIRONMENT—Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation, with a high quality of life.</b>						
1.1. Plan for multimodal transportation.						
1.2. Plan for transit-oriented development.						
1.3. Coordinate regional transportation investments with job clusters.						
1.4. Provide complete streets serving multiple functions.						
1.5. Plan for mixed land-use patterns that are walkable and bikeable.						
1.6. Plan for infill development.						
1.7. Encourage design standards appropriate to the community context.						
1.8. Provide accessible public facilities and spaces.						
1.9. Conserve and reuse historic resources.						
1.10. Implement green building design and energy conservation.						
1.11. Discourage development in hazard zones.						
<b>TOTAL SCORE: 1. LIVABLE BUILT ENVIRONMENT</b>						
<b>2. HARMONY WITH NATURE—Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.</b>						
2.1. Restore, connect, and protect natural habitats and sensitive lands.						
2.2. Plan for the provision and protection of green infrastructure.						
2.3. Encourage development that respects natural topography.						
2.4. Enact policies to reduce carbon footprints.						
2.5. Comply with state and local air quality standards.						
2.6. Encourage climate change adaptation.						
2.7. Provide for renewable energy use.						
2.8. Provide for solid waste reduction.						
2.9. Encourage water conservation and plan for a lasting water supply.						
2.10. Protect and manage streams, watersheds, and floodplains.						
<b>TOTAL SCORE: 2. HARMONY WITH NATURE</b>						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate in the plan where each best practice is discussed)



**APPENDIX C: SCORING MATRIX**

BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
<b>3. RESILIENT ECONOMY—Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable development and redevelopment strategies that foster green business growth and build reliance on local assets.</b>						
3.1. Provide the physical capacity for economic growth.						
3.2. Plan for a balanced land-use mix for fiscal sustainability.						
3.3. Plan for transportation access to employment centers.						
3.4. Promote green businesses and jobs.						
3.5. Encourage community-based economic development and revitalization.						
3.6. Provide and maintain infrastructure capacity in line with growth or decline demands.						
3.7. Plan for post-disaster economic recovery.						
<b>TOTAL SCORE: 3. RESILIENT ECONOMY)</b>						
<b>4. INTERWOVEN EQUITY—Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.</b>						
4.1. Provide a range of housing types.						
4.2. Plan for a jobs/housing balance.						
4.3. Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods.						
4.4. Plan for improved health and safety for at-risk populations.						
4.5. Provide accessible, quality public services, facilities, and health care to minority and low-income populations.						
4.6. Upgrade infrastructure and facilities in older and substandard areas.						
4.7. Plan for workforce diversity and development.						
4.8. Protect vulnerable populations from natural hazards.						
4.9. Promote environmental justice.						
<b>TOTAL SCORE: 4. INTERWOVEN EQUITY</b>						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate in the plan where each best practice is discussed)

**APPENDIX C: SCORING MATRIX**

BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
<b>5. HEALTHY COMMUNITY—Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.</b>						
5.1. Reduce exposure to toxins and pollutants in the natural and built environment.						
5.2. Plan for increased public safety through reduction of crime and injuries.						
5.3. Plan for the mitigation and redevelopment of brownfields for productive uses.						
5.4. Plan for physical activity and healthy lifestyles.						
5.5. Provide accessible parks, recreation facilities, greenways and open space near all neighborhoods.						
5.6. Plan for access to healthy, locally-grown foods for all neighborhoods.						
5.7. Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities.						
<b>TOTAL SCORE: 5. HEALTHY COMMUNITY</b>						
<b>6. RESPONSIBLE REGIONALISM—Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.</b>						
6.1. Coordinate local land-use plans with regional transportation investments.						
6.2. Coordinate local and regional housing plan goals.						
6.3. Coordinate local open space plans with with regional green infrastructure plans.						
6.4. Delineate designated growth areas that are served by transit.						
6.5. Promote regional cooperation and sharing of resources.						
6.6. Enhance connections between local activity centers and regional destinations.						
6.7. Coordinate local and regional population and economic projections.						
6.8. Include regional development visions and plans in local planning scenarios.						
6.9. Encourage consistency between local capital improvement programs and regional infrastructure priorities.						
<b>TOTAL SCORE: 6. RESPONSIBLE REGIONALISM</b>						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate in the plan where each best practice is discussed)

**APPENDIX C: SCORING MATRIX**

<b>BEST PRACTICES FOR PLAN PROCESSES</b>	<b>N/A</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>Source</b>
<b>7. AUTHENTIC PARTICIPATION—Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.</b>						
7.1. Engage stakeholders at all stages of the planning process.						
7.2. Seek diverse participation in the planning process.						
7.3. Promote leadership development in disadvantaged communities during the planning process.						
7.4. Develop alternative scenarios of the future.						
7.5. Provide ongoing and understandable information for all participants.						
7.6. Use a variety of communication channels to inform and involve the community.						
7.7. Continue to engage the public after the comprehensive plan is adopted.						
<b>TOTAL SCORE: 7. AUTHENTIC PARTICIPATION</b>						
<b>8. ACCOUNTABLE IMPLEMENTATION—Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.</b>						
8.1. Indicate specific actions for implementation.						
8.2. Connect plan implementation to the capital planning process.						
8.3. Connect plan implementation to the annual budgeting process.						
8.4. Establish interagency and organizational cooperation.						
8.5. Identify funding sources for plan implementation.						
8.6. Establish implementation benchmarks, indicators, and targets.						
8.7. Regularly evaluate and report on implementation progress.						
8.8. Adjust the plan as necessary based on the evaluation.						
<b>TOTAL SCORE: 8. ACCOUNTABLE IMPLEMENTATION</b>						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate in the plan where each best practice is discussed)

**APPENDIX C: SCORING MATRIX**

BEST PRACTICES FOR PLAN ATTRIBUTES	N/A	0	1	2	3	Source
<b>9. CONSISTENT CONTENT—Ensure that the plan contains a consistent set of vision, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.</b>						
9.1. Assess strengths, weaknesses, opportunities, and threats.						
9.2. Establish a fact base.						
9.3. Develop a vision of the future.						
9.4. Set goals in support of the vision.						
9.5. Set objectives in support of the goals.						
9.6. Set policies to guide decision-making.						
9.7. Define actions to carry out the plan.						
9.8. Use clear and compelling features to present the plan.						
<b>TOTAL SCORE: 9. CONSISTENT CONTENT</b>						
<b>10.COORDINATED CHARACTERISTICS—Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.</b>						
10.1. Be comprehensive in the plan’s coverage.						
10.2. Integrate the plan with other local plans and programs.						
10.3. Be innovative in the plan’s approach.						
10.4. Be persuasive in the plan’s communications.						
10.5. Be consistent across plan components.						
10.6. Coordinate with the plans of other jurisdictions and levels of government.						
10.7. Comply with applicable laws and mandates.						
10.8. Be transparent in the plan’s substance.						
10.9. Use plan formats that go beyond paper.						
<b>TOTAL SCORE: 10. COORDINATED CHARACTERISTICS</b>						

N/A = Not applicable; 0 = Not present; 1 = Low achievement; 2 = Medium Achievement; 3 = High Achievement; Source (indicate in the plan where each best practice is discussed)

**APPENDIX C: SCORING MATRIX**

TOTAL SCORES		NOTES
<b>PRINCIPLES</b>		
1. LIVABLE BUILT ENVIRONMENT		
2. HARMONY WITH NATURE		
3. RESILIENT ECONOMY		
4. INTERWOVEN EQUITY		
5. HEALTHY COMMUNITY		
6. RESPONSIBLE REGIONALISM		
<b>I. TOTAL PRINCIPLES SCORE (ADD 1-6)</b>		
<b>PROCESSES</b>		
7. AUTHENTIC PARTICIPATION		
8. ACCOUNTABLE IMPLEMENTATION		
<b>II. TOTAL PROCESSES SCORE (ADD 7 AND 8)</b>		
<b>ATTRIBUTES</b>		
9. CONSISTENT CONTENT		
10. COORDINATED CHARACTERISTICS		
<b>III. TOTAL ATTRIBUTES SCORE (ADD 9 AND 10)</b>		
<b>TOTAL PLAN SCORE (ADD I, II, AND III)</b>		
<b>TOTAL POINTS AVAILABLE</b> <i>Count the number of applicable practices and multiply by 3. The maximum is 255 points (if all practices are applicable).</i>		
<b>PLAN SCORE PERCENTAGE</b> <i>(Total Plan Score/Total Points Available)</i>		

<b>Level of Achievement (based on Plan Score Percentage)</b>
Designated: 70-79%
Silver: 80-89%
Gold: 90-100%

**2019 City of Altoona Work Plan**  
**Department: Planning**

**Identify the Next Opportunity for Economic Growth and Implement Economic Development Plan**

1. Complete economic development component of updated Comprehensive Plan (2019-2020), to include infill and redevelopment strategy, peripheral area growth assessment and strategy.
2. In cooperation with management analyst, update Economic Development Workgroup work (2015) for integration into Comprehensive Plan.

**Invest in Quality of Life Amenities and Opportunities**

1. Complete Altoona Place Plan (2018/19 Parks Plan & Bike-Ped Plan).

**Finish River Prairie in the "Right Way"**

1. Proactively engage prospective users of remaining parcels in River Prairie.
2. Complete remaining "River Prairie Additional Projects" approved in 2017 (Board walk, Bike Parking, etc.)

**Assure Financial "House is in Order" (Long Range Fiscal Plan; TIDs, Bonding, staffing plan, tax implications)**

1. Review & update TID strategy (existing districts); Draft and present TID policy (2019).

**Maximize Cooperation with Other Agencies and Private entities**

1. Determine plan for affordable housing task force.

**Focus efforts on Long Range Planning**

1. Work toward completion of new Comprehensive Plan (2019-2020), infill and redevelopment strategy, peripheral area growth assessment and strategy.
2. Complete Altoona Place Plan.
3. Finish Housing Task Force Report, determine recommend actions with implementation action plan, incorporate into Comp Plan.
4. Continue zoning Code modernization through updates.

**Improve Public Outreach and City communications (surveys, public engagement, social media strategy)**

1. Complete Comprehensive Plan engagement process including scenario planning.

**Improve code enforcement efforts**

1. Determine mechanism for zoning administrator / building inspector issuance of citations.

**Make strides in affordable housing initiative—tangible results**

1. Acquire, assemble and make available properties for development (e.g. N. Willson Dr. parcel from DOT; others).
2. Permit next phase of Hillcrest Greens.
3. Identify infill sites and redevelopment areas as part of comprehensive planning process.
4. Facilitate re-use of 1511 Devney Dr. property.