



JOINT NEIGHBORHOOD
AND CAMPUS PLAN
**POWELL-HOOD-HAMILTON /
GUNDERSEN LUTHERAN
MEDICAL CENTER**

FINAL PLAN
PRESENTATION
APRIL 9, 2013

DRAFT 03/28/13

PERKINS+WILL

AGENDA

6:30pm PRESENTATION

01. THE JOINT PLAN

02. PLANNING A HEALTHY COMMUNITY

- THE IDEAL
- EXISTING CONDITIONS

03. PLAN RECOMMENDATIONS

- DESIGN FRAMEWORKS
- STRATEGIES TO ADDRESS PRIORITY NEEDS

04. IMPLEMENTATION GUIDELINES AND TOOLS

7pm QUESTIONS

01. THE JOINT PLAN



Powell-Hood-Hamilton

Gundersen Lutheran
Medical Center

THE JOINT PLAN :

A historic opportunity to envision the **joint future** of one of La Crosse's oldest neighborhoods and its largest employer.

THE JOINT PLAN : STEERING COMMITTEE

CITY OF LA CROSSE

Larry Kirch, Director of Planning and Development

Amy Peterson, Planning & Economic Development Administrator

Tim Acklin, Senior Planner

Jerry Every, Park Board Commissioner

CITY COUNCILMEMBERS

Bob Seaquist, District 8

Francis Formanek, District 13

GUNDERSEN LUTHERAN HEALTH SYSTEM

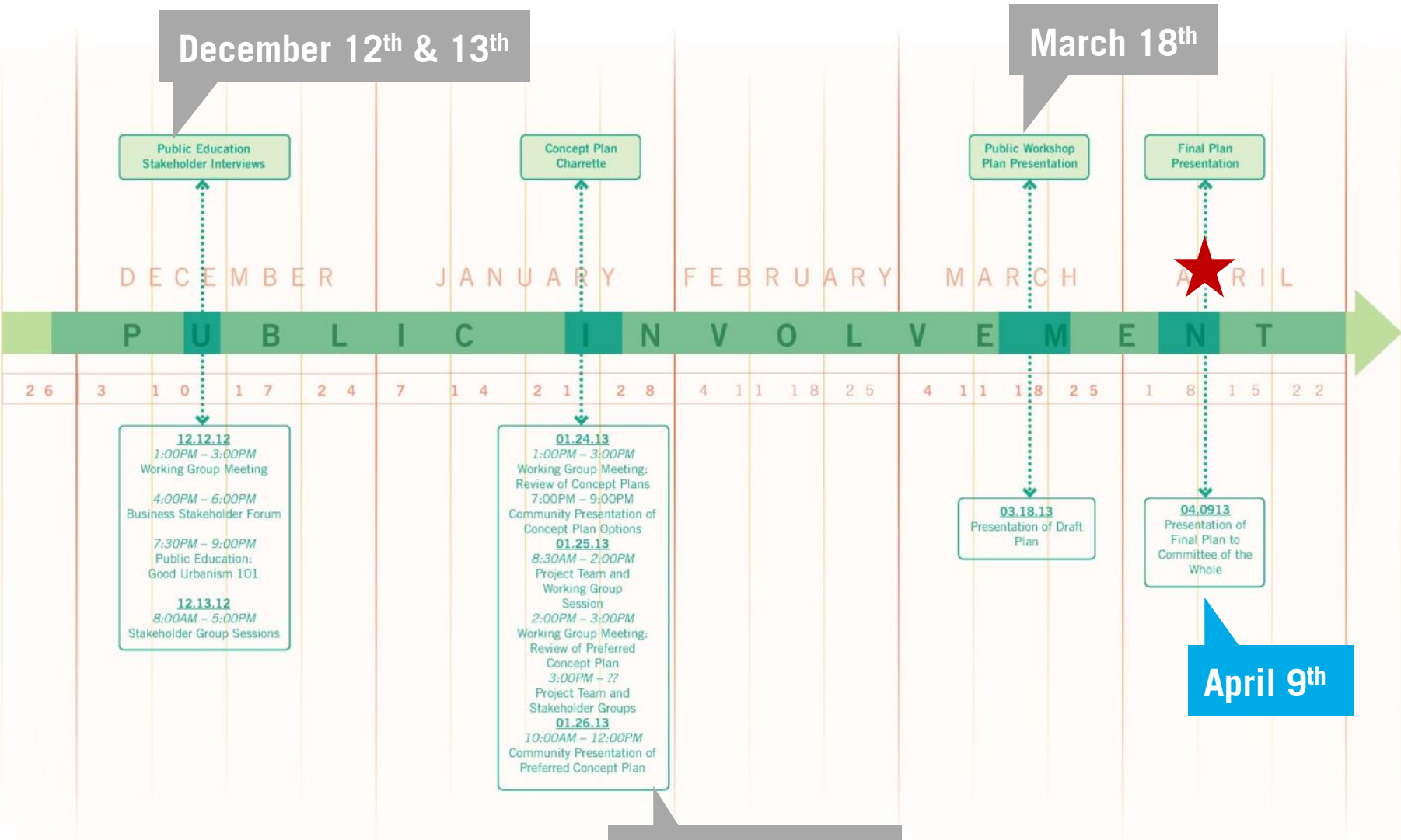
Michael Richards, Executive Director of Government Relations

Adam Hatfield, External Affairs Program Specialist

Gary Schmuck, Executive Director of Business Services – Facility Management

Sarah Havens, Director, Dept. of Community and Preventive Care Services

THE JOINT PLAN : PROJECT TIMELINE



January 24th-26th

THE JOINT PLAN : PARTICIPATORY PLANNING PROCESS



Residents discuss Powell-Hood-Hamilton revitalization

Published On: Jan 25 2013 09:14:50 AM CST | Updated On: Jan 25 2013 09:19:51 AM CST

[A](#) [A](#) [A](#) Print Email Send Recommend +1 Tweet

LA CROSSE, Wis. - Residents of one of La Crosse's most blighted neighborhoods gather to brainstorm ways to improve where they live.

THE JOINT PLAN : PLANNING GOALS

- Create a feasible, developable, and economically and environmentally sustainable plan
- Revitalize the neighborhood
- Make it a place where people want to live and feel safe
- **Create a long-term vision for a more healthy community**
- Build community consensus and support



02. PLANNING A HEALTHY COMMUNITY

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THE IDEAL

PLANNING A HEALTHY COMMUNITY : THE IDEAL



**HEALTH SYSTEM FOCUS ON
PATIENT RESULTS + STAFF SATISFACTION**



**NEIGHBORHOOD FOCUS ON
LIVABILITY AND STABILITY**

PLANNING A HEALTHY COMMUNITY : THE IDEAL

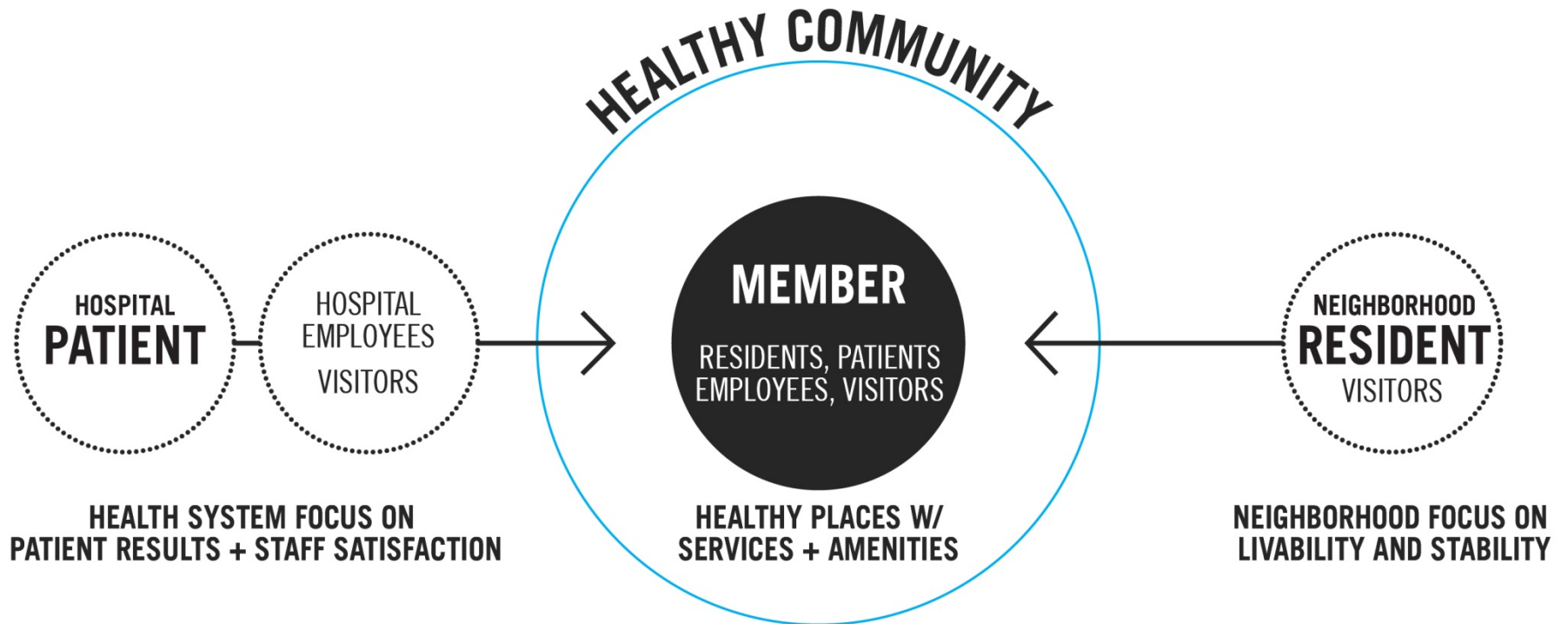


**HEALTH SYSTEM FOCUS ON
PATIENT RESULTS + STAFF SATISFACTION**

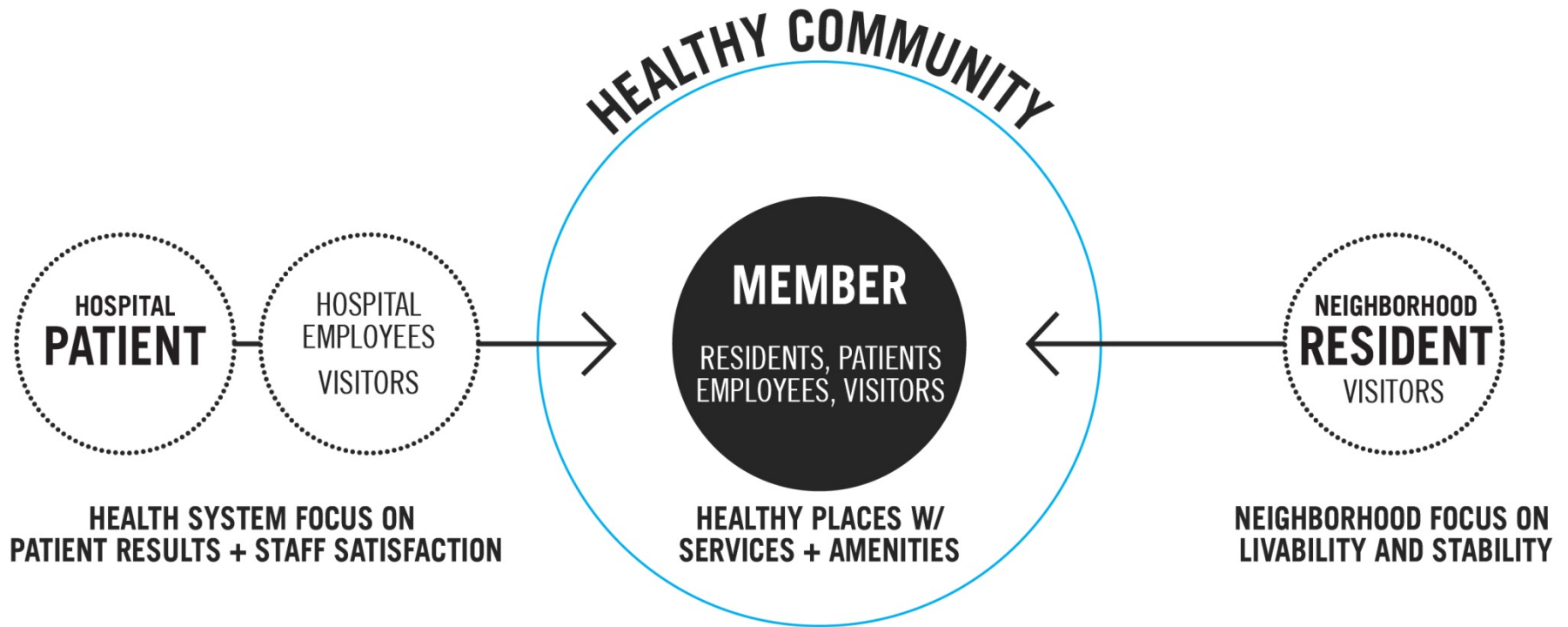


**NEIGHBORHOOD FOCUS ON
LIVABILITY AND STABILITY**

PLANNING A HEALTHY COMMUNITY : THE IDEAL

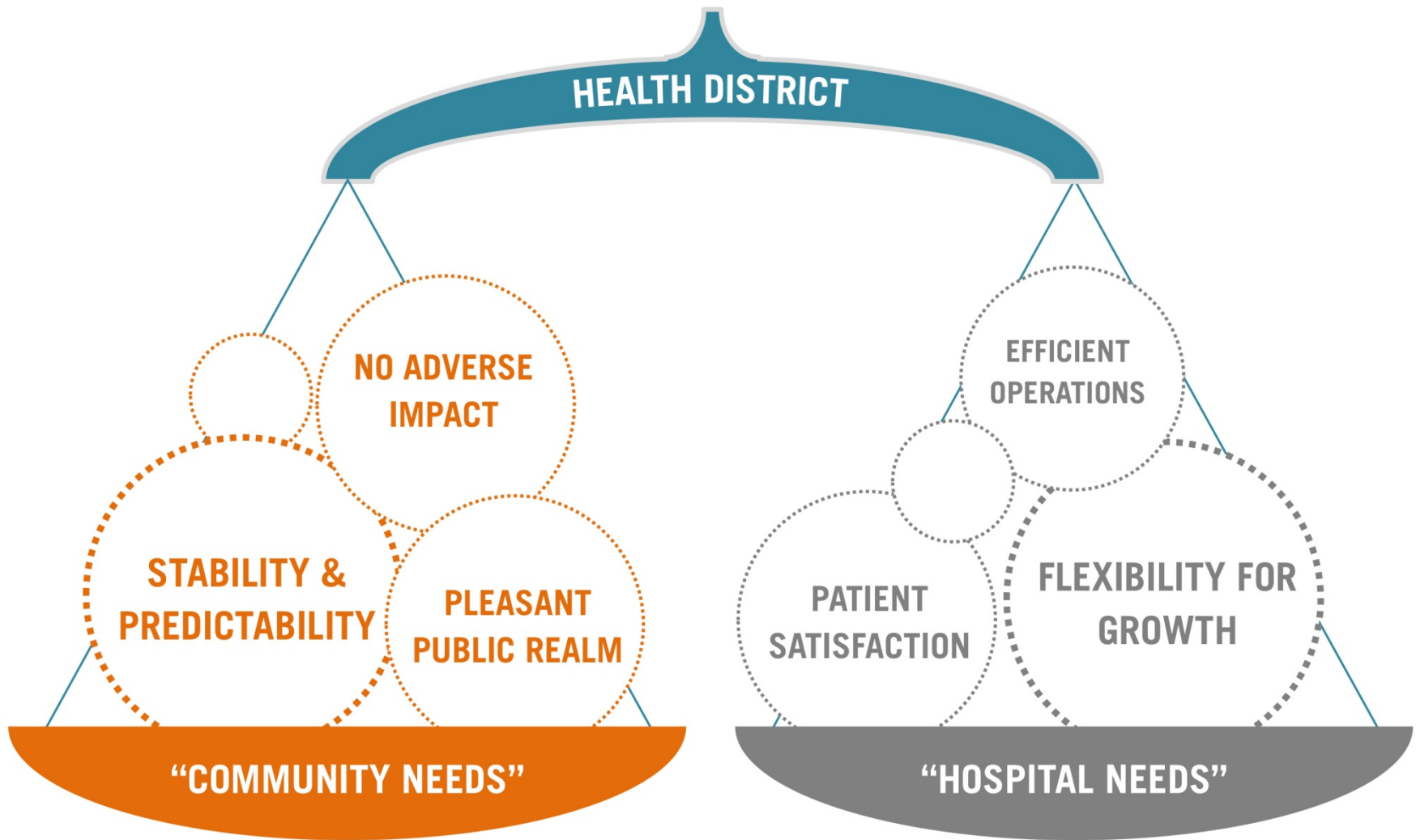


PLANNING A HEALTHY COMMUNITY : THE IDEAL



BALANCE • HEALTH FOCUS • ACCESSIBILITY • VITALITY • RESILIENCE

PLANNING A HEALTHY COMMUNITY : BALANCING NEEDS



PLANNING A HEALTHY COMMUNITY : BALANCING NEEDS



PLANNING A HEALTHY COMMUNITY : CDC DESIGN CHECKLIST

I want to be able **to go where I need** to go
in my community more easily **without a car.**

I want more **options** to **help me be**
physically active.

I want to have **healthier and more**
affordable food choices.

I want to live in **a clean environment.**

I want to **feel safer** in my community.

I want my community to be **a good**
place for all people to live
regardless of age, abilities, or income.

I want to have more **chances to**
get to know my neighbors.

GOAL: **HEALTHY
COMMUNITIES**



PLANNING A HEALTHY COMMUNITY : WHAT WE HEARD

Neighborhood Character Police Presence
Better streets **Swift Creek Culvert**
Water Access Fishing Alley Lighting
Wouldn't Live Anywhere Else Connect Muddy Flats
Walking and Biking Trails Homeowner Incentives
More green space **Quality Multi-Family Housing**
Redevelop Surface Lots
Clean Up Isle La Plume **Safety**
Connections Attract Business
Food Restaurants Community Parks
Nice Old Houses



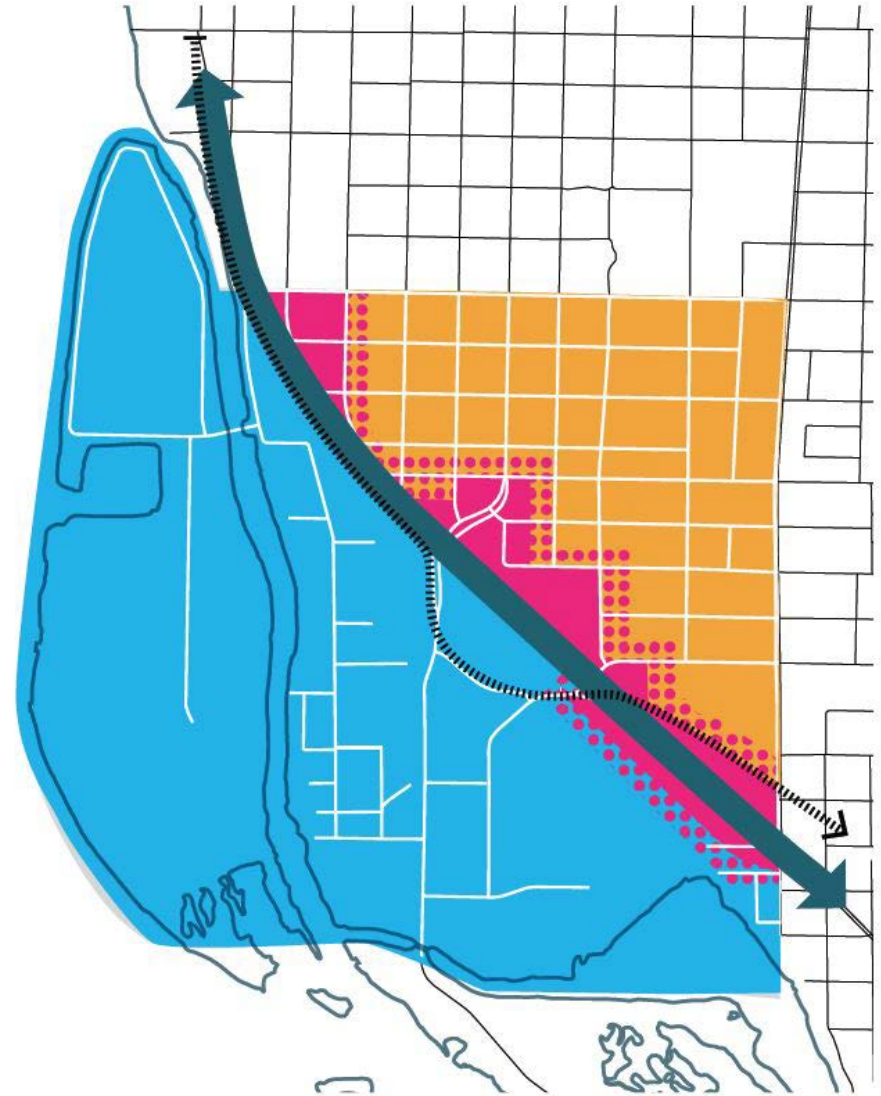
02. PLANNING A HEALTHY COMMUNITY

EXISTING CONDITIONS

EXISTING CONDITIONS : DISTRICTS

The study area has 3 distinct “districts” with unique needs, challenges and opportunities:

**Powell-Hood-Hamilton
Neighborhood**
Southern Gateway
Wellness District

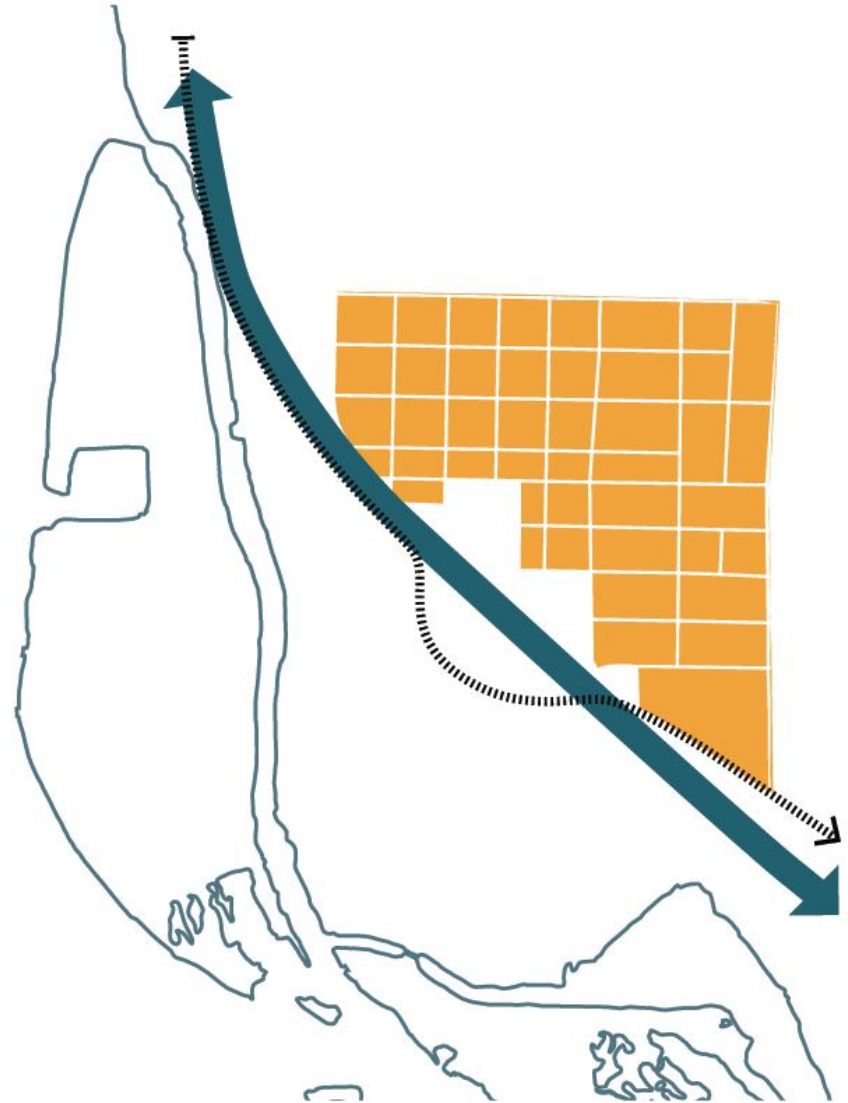


EXISTING CONDITIONS : DISTRICTS

Powell-Hood-Hamilton Neighborhood

A CALL FOR NEIGHBORHOOD
STABILIZATION

- Primarily single family, small lot
- Well-connected and walkable
- Life-long passionate residents
- **Safety, quality and diverse housing and neighborhood commercial are priority needs**



EXISTING CONDITIONS : DISTRICTS

Southern Gateway

AN OPPORTUNITY TO RE-INVENT
THE SOUTHSIDE

- Mixed-use corridor
- Some lack of identity and character
- Opportunity to be a southern gateway to La Crosse
- **Redevelopment of vacant and underutilized properties are priority needs**

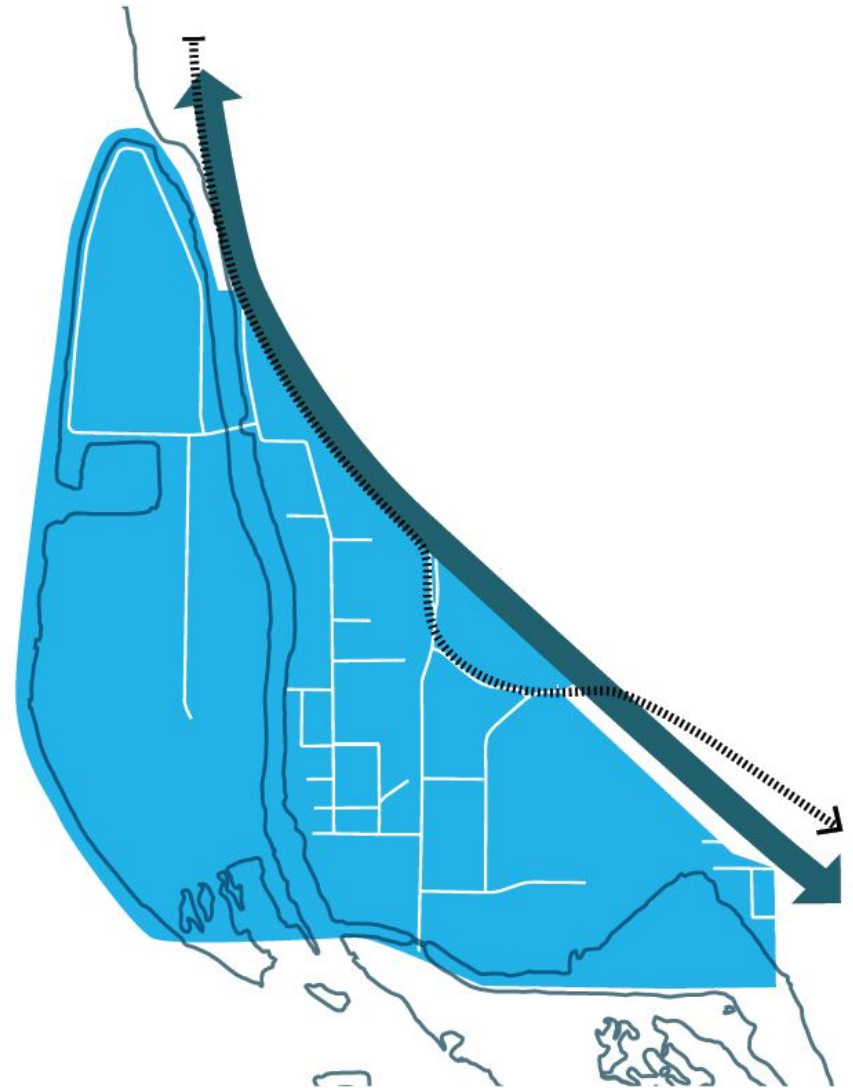


EXISTING CONDITIONS : DISTRICTS

Wellness District

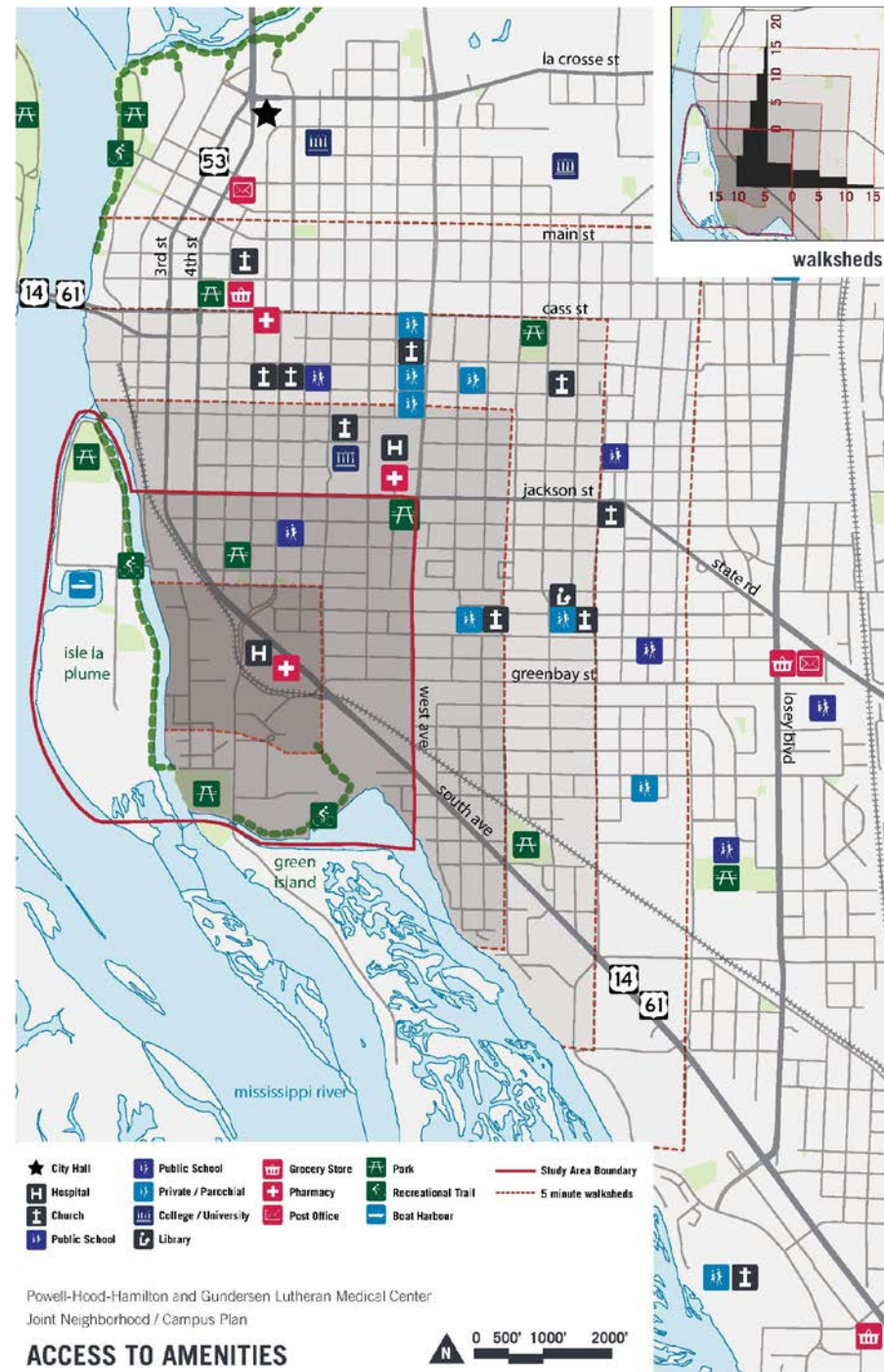
A MODEL FOR SUSTAINABLE GROWTH IN THE REGION

- Anchored by Gundersen Lutheran
- Railroad and bluff create barrier
- District lacks a connected network of streets and paths
- **Access to the waterfront, restoration of slough banks and promotion of active recreation are supportive goals**



EXISTING CONDITIONS : ACCESS TO AMENITIES

- Lack of neighborhood services
- USDA “food desert”
- The region is over-retailed while the area is not
- \$20.7m sales gap (87%)



EXISTING CONDITIONS: MARKET ASSESSMENT



MULTI-FAMILY

- No market support for market rate multi-family residential development.
- Affordable and mixed-income multi-family rental residential development is feasible when supported by State of Wisconsin incentive programs.



OFFICE

- Little to no market support for new commercial office space.
- The city will continue to emphasize downtown as its office park



RETAIL

- The local market could support limited retail development with certain offerings including food sales and restaurants.



HOTEL

- Minimal support for a hotel in this area
- A smaller hotel, working in collaboration with Gundersen Lutheran, may be viable.

EXISTING CONDITIONS : COMMERCIAL REAL ESTATE MARKET

Grocery Store 5-7K SF

Challenging
operational scale
for most operators

Café / Restaurant 6-8K SF

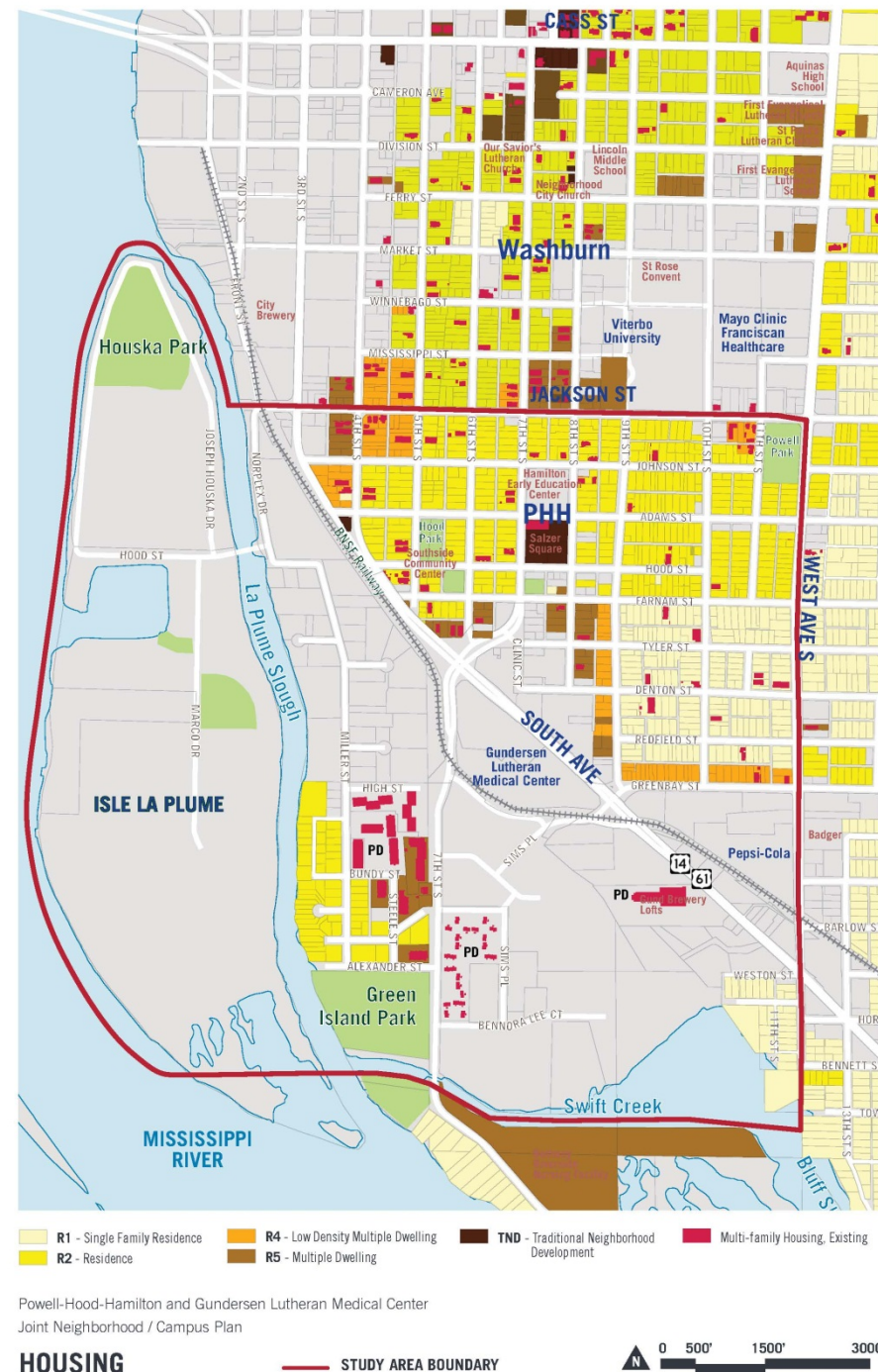


General Merchandise Store 10-20K SF

Contemporary operators
seek massive scale or
downtown site

EXISTING CONDITIONS : HOUSING

- Few employees live in PHH
- Multi-family housing is scattered throughout neighborhood
- CouleeCAP survey found only 15% of PHH homes are below standard condition, and only 9% have low preservation value



EXISTING CONDITIONS : HOUSING MARKET



VS



OWNERSHIP OPTION

2 bed/ 3 bath, 1,450 SF house
Monthly Ownership Costs: **\$1,150***

RENTAL OPTION

2 bed/ 2 bath, 1,100 SF
Monthly Rent: **\$1,200**

MARKET RATE RENT
\$1.00 / SF / Month

Project income does not cover
development costs + required returns.

NO MARKET FEASIBILITY

VS

AFFORDABLE RENTS
\$0.75 / SF / Month

Federal / State incentives fill the gap:

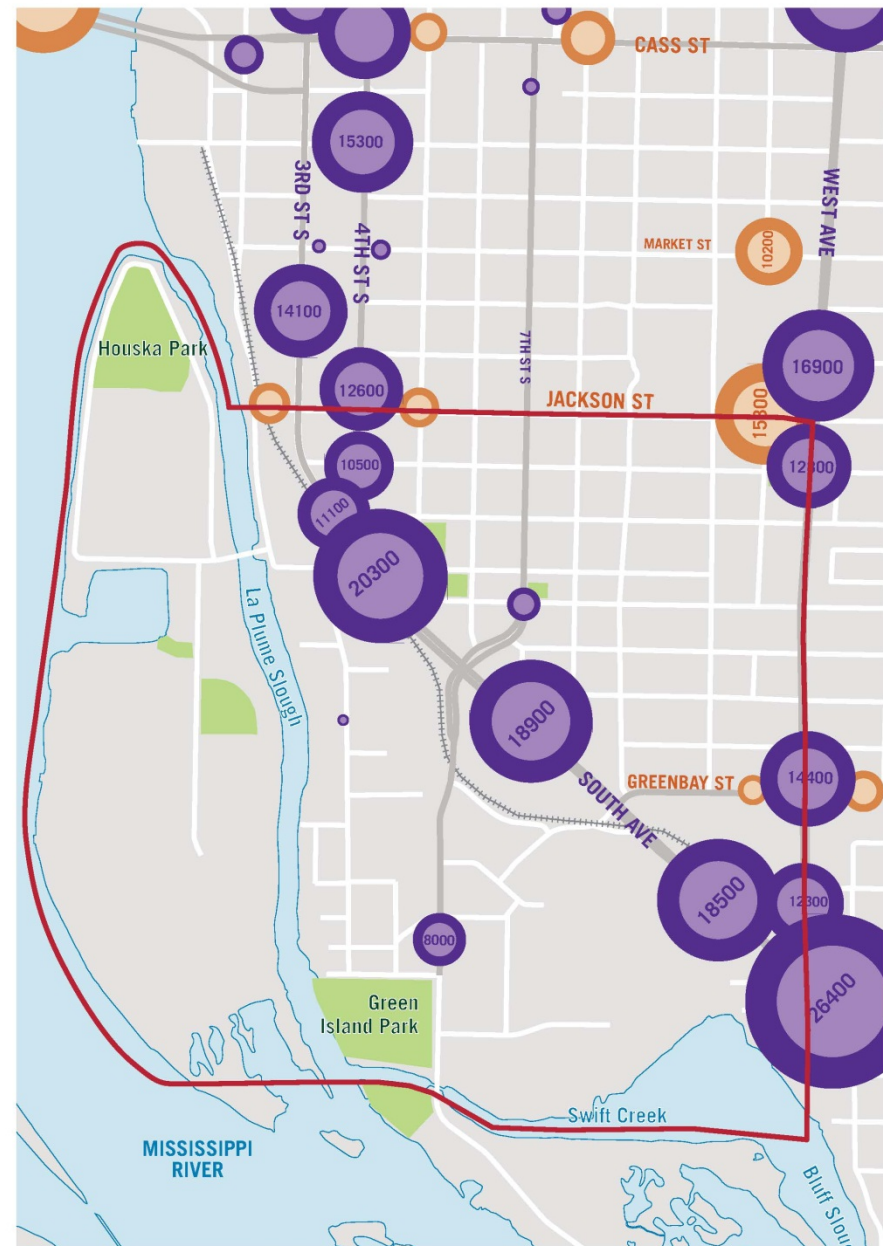
Low Income Housing Tax Credits for projects
with tenants at 60% AMI. 25% of 2012
proposed projects in WI received credits.
New Market Tax Credits for projects with at least
20% commercial space.

**Market dynamics and financing ability mean virtually all
new multi-family development will be affordable.**

EXISTING CONDITIONS : TRANSPORTATION

Major north-south regional thoroughfares:

- South Avenue / US 14 / US 61
- West Avenue
- Proposed north-south corridor project (6th and 7th Street)



Powell-Hood-Hamilton and Gundersen Lutheran Medical Center
Joint Neighborhood / Campus Plan

TRAFFIC (AVERAGE)

— STUDY AREA BOUNDARY

○ AVERAGE DAILY TRAFFIC (2008), N-S STREETS
● AVERAGE DAILY TRAFFIC (2008), E-W STREETS

0 500' 1500' 3000'

EXISTING CONDITIONS : INSTITUTIONAL IMPACT + OPPORTUNITY

JOINT PLAN STUDY AREA

3500 residents

GUNDERSEN LUTHERAN MEDICAL CENTER

4400 employees

700,000+ patient visits/yr

MAYO CLINIC-FRANCISCAN HEALTHCARE

3400 employees

103,000+ patient visits/yr

VITERBO UNIVERSITY

3,192 students

413 employees

03. PLAN RECOMMENDATIONS

03. PLAN RECOMMENDATIONS

DESIGN FRAMEWORKS

DESIGN FRAMEWORK: CONNECTIONS



DESIGN FRAMEWORK : CONNECTIONS

INCREASING WALKABILITY

EXISTING

90 intersections
per sq mi

FUTURE POTENTIAL

185

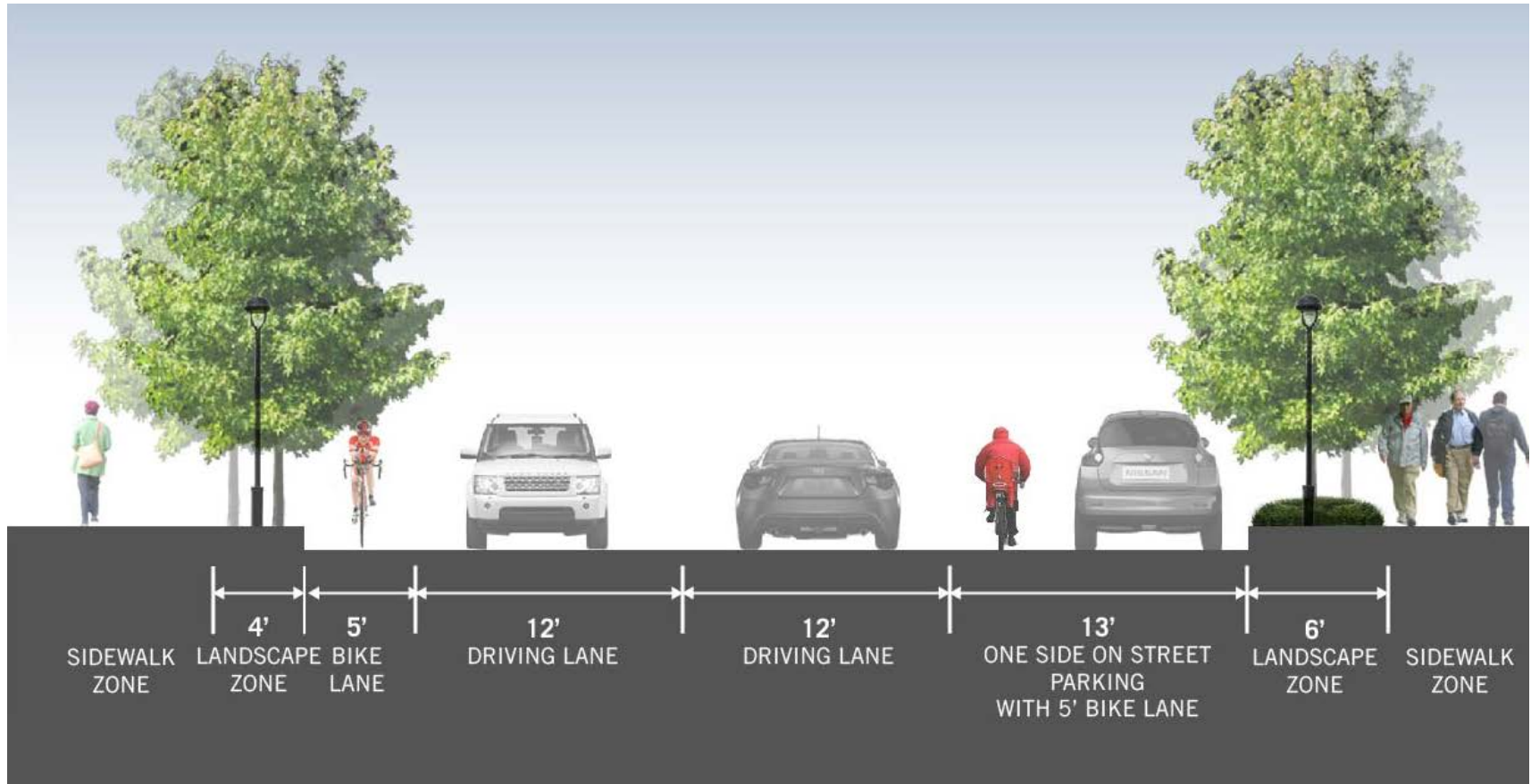
PHH

512 →



DESIGN FRAMEWORK : CONNECTIONS

ENSURING PEDESTRIAN AND BIKE SAFETY



Jackson Street, proposed section

DESIGN FRAMEWORK: LANDSCAPE



DESIGN FRAMEWORK: LANDSCAPE

PARKS + OPEN SPACES



NATURAL ELEMENTS



PEDESTRIAN + BIKE CONNECTIONS



EDUCATIONAL ELEMENTS



03. PLAN RECOMMENDATIONS

PRIORITY NEEDS

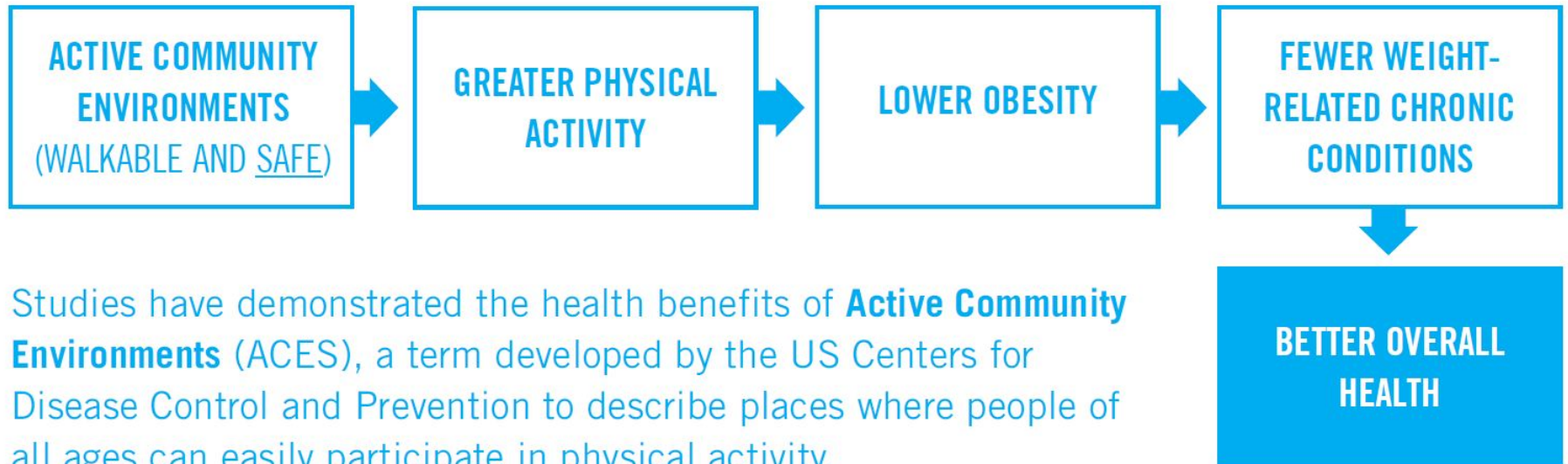
PRIORITY NEEDS

1. Address Safety and Security – 29 votes
2. Develop Mixed-use Catalyst Project – 27 votes
3. Improve Distressed Areas – 18 votes
4. Improve Swift Creek – 12 votes
5. Build Connections to the Waterfront – 10 votes
6. Hood and Powell Park Improvements – 5 votes

7. Add Open / Green Space on Isle La Plume
8. Promote Neighborhood Assets and Amenities
9. Promote Arts and Creativity*

* Added following correspondence with City Arts Boards

PRIORITY NEEDS : ADDRESS SAFETY AND SECURITY



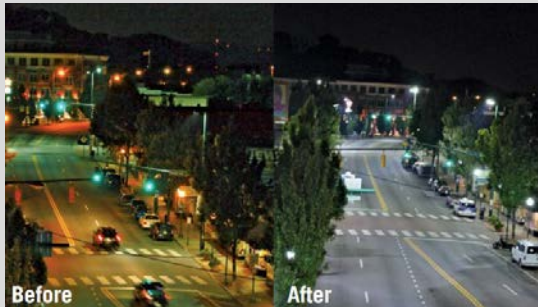
Studies have demonstrated the health benefits of **Active Community Environments** (ACES), a term developed by the US Centers for Disease Control and Prevention to describe places where people of all ages can easily participate in physical activity.

PRIORITY NEEDS : ADDRESS SAFETY AND SECURITY

Focus on changes in the built environment

STRATEGY 1

Reduce
Opportunity for
and Fear of Crime



STRATEGY 2

Reduce Gaps in
Development along
Major Thoroughfares



STRATEGY 3

Cultivate Neighborhood
Stability



PRIORITY NEEDS : IMPROVE DISTRESSED AREAS

STRATEGY 1

Block-by-Block
Redevelopment



STRATEGY 2

Large-scale
Infrastructure
Investments



STRATEGY 3

Arts and the
Creative
Workforce



PRIORITY NEEDS : DEVELOP A MIXED-USE CATALYST PROJECT

STRATEGY 1

Locate mixed-use development where it can make the most difference



STRATEGY 2

Partner to provide affordable workforce housing

STRATEGY 3

Foster
Community
Diversity



STRATEGY 4

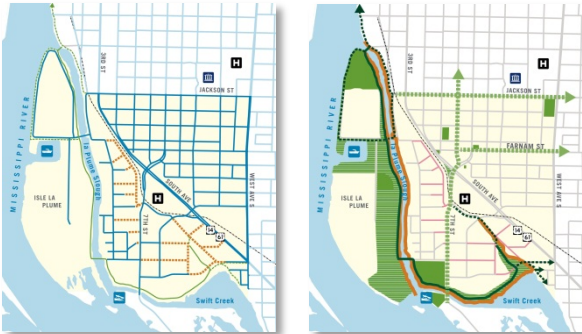
Create Value
Through Quality
and Performance



04. IMPLEMENTATION GUIDELINES AND TOOLS

FROM STRATEGY TO IMPLEMENTATION

Translating the plan recommendations into tools for action



Design Frameworks

A. COMMUNITY ACTION LIST RESEARCH, POLICIES, PROGRAMS AND EVENTS

The actions listed below are directly aimed at addressing the priority needs identified in the public planning process. They are intended to be implemented through individual actions and partnerships of all stakeholders and community members, including Powell-Hood Hamilton residents, Gundersen Lutheran Medical Center and City of La Crosse.

ADDRESS SAFETY & SECURITY	Responsible Party
Identify particularly dark locations in the neighborhood that should be targeted for lighting improvements	Powell Hood Hamilton Neighborhood Association (PHNHA) & Residents
Identify garages that need motion-activated lighting	PHNHA
Identify homes that need front porch lighting	PHNHA & Residents
Start a campaign to inform neighbors of the benefits of leaving front porch lights on at night	PHNHA & Residents
IMPROVE DISTRESSED AREAS	Responsible Party
Advocate for improvements on South Avenue to increase safety of bikes and pedestrians	City of La Crosse, PHNHA, Gundersen Lutheran
Plant landscape buffers at edges of surface parking lots	City of La Crosse, PHNHA, Gundersen Lutheran
Create a system for cataloging visible code violations to share with city inspectors	City of La Crosse, PHNHA & Residents
Develop a home improvement grant program	Community Development Corporation, (CDC) Joint Development Corporation (JDC)
Identify garages that need identification addresses posted on them	PHNHA
Continue to monitor and enforce employee parking policies	Gundersen Lutheran
Engage neighborhood groups in periodic park clean up programs	PHNHA & Residents
Educate youth about the impacts of vandalism	City of La Crosse, PHNHA

Community Action List

PROJECT	COMMUNITY BENEFITS
CS-01 Seventh Street: Streetscaping	<ul style="list-style-type: none"> Improved connection and walkability between the neighborhood and Medical Center campus Public realm investment fosters private development
CS-02 Jackson Street: Boulevard Design Study	<ul style="list-style-type: none"> Improved walkability along Jackson Street Improved pedestrian and bicyclist safety Increased visibility for existing + new businesses Improved circulation for Veterans University, Mayo Clinic Improved linkage of Southside neighborhoods Safer pedestrian and bike connection to Houder Park and Isle La Plume trail (located via bridge located at the western end of Jackson Street) Public realm investment fosters private development
CS-03 Jackson Street: Boulevard Conversion	<ul style="list-style-type: none"> Health Impact Study (HIS) can quantify community health benefits of proposed infrastructure improvements, paving eligibility for federal state and federal grants
CS-04 US 1463: Streetscaping Feasibility and Health Impact Study	
CS-05 US 1463/Fourth St Streetscaping	<ul style="list-style-type: none"> Improved pedestrian safety along US 1463 Improved linkage for Powell-Hood-Hamilton along the neighborhood edge Planned to reduce crime through: <ul style="list-style-type: none"> Reduced permeability at neighborhood edge Public realm investment fostering private development Increased pedestrian activity / more eyes on the street
CS-06 US 1463/South Ave Streetscaping between Jackson and Hood Sts	
CS-07 US 1463/South Ave Streetscaping between Hood and Green Bay Sts	

Projects Database

PRIORITY NEEDS ADDRESS SAFETY AND SECURITY

Ensuring safety and security of residents is critical to the success of Powell-Hood Hamilton neighborhood revitalization, and a key component of a healthy community.

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COMM PLAN STRATEGIES FOR ADDRESSING SAFETY AND SECURITY

STRATEGY 1 - Reduce Opportunity for and Fear of Crimes

"Opportunity" for crime has been found to be greater in areas that are dark at night, contain a high number of windows, "bottle" or "trap" physical environments that allow for crimes or development such as conditions of window privacy, and areas with poor lighting.

Reducing penetration of light of dark is an important community responsibility in reducing the actual incidence and opportunity for crime. Strategies that are recommended include:

- Increased lighting and lighting maintenance efforts. Community members that are active, engaged and have strong neighborhood efforts.
- Increased code enforcement.
- Energy-efficient green roofs as a CDC or neighborhood-wide program in a range of building heights for both residential and commercial or public property.
- More well-maintained streets to create a sense of pride and public property.
- More well-maintained streets to create a sense of pride and public property.

Lighting which increases visibility is great "lighting" which conceals conditions that are prone to make a difference. Streets and areas that lack light maintenance and that property vulnerable to and fuel of crime.

Financial benefits of street lighting, especially in areas with greater pedestrian activity.

Strategies for Priority Needs

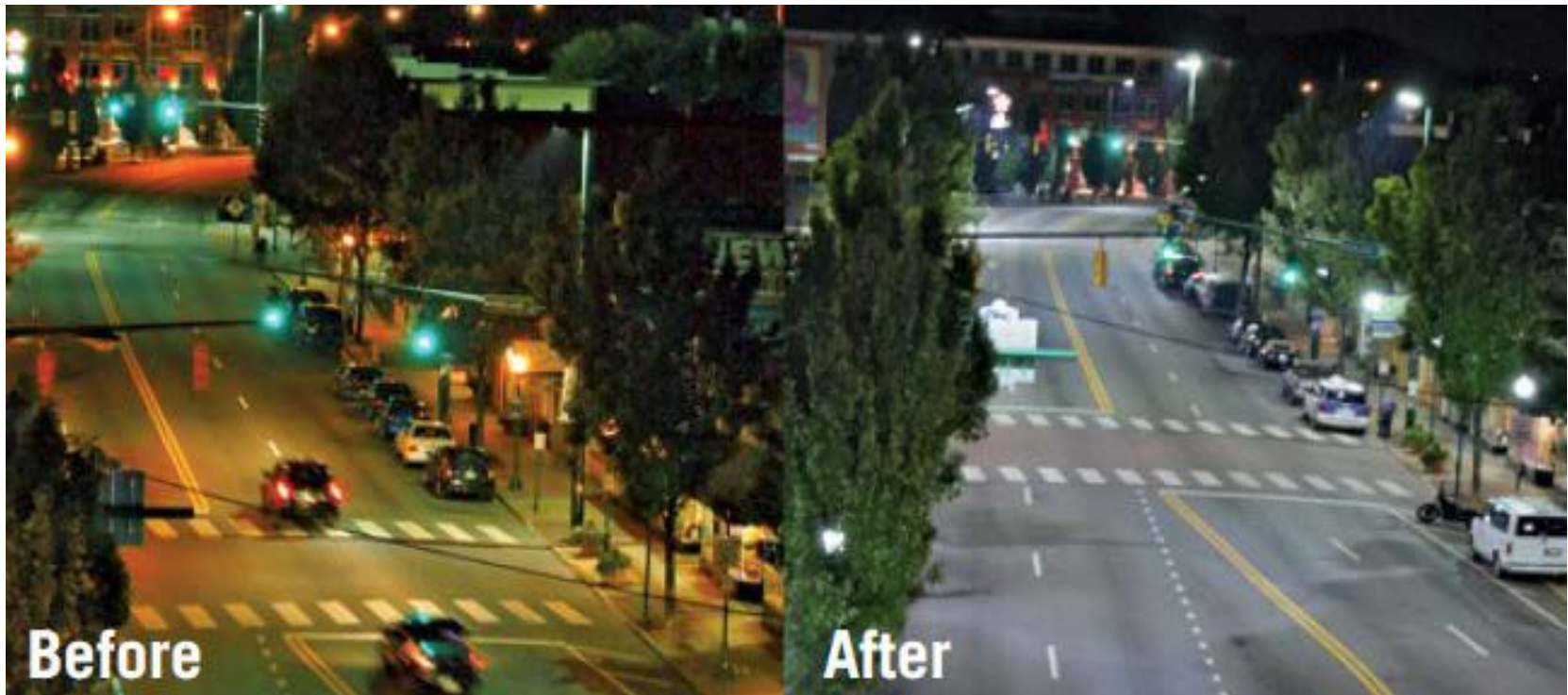
FROM STRATEGY TO IMPLEMENTATION

EXAMPLE : Reduce Opportunity for and Fear of Crime

1. Case Study and Research Evidence

Chattanooga, TN

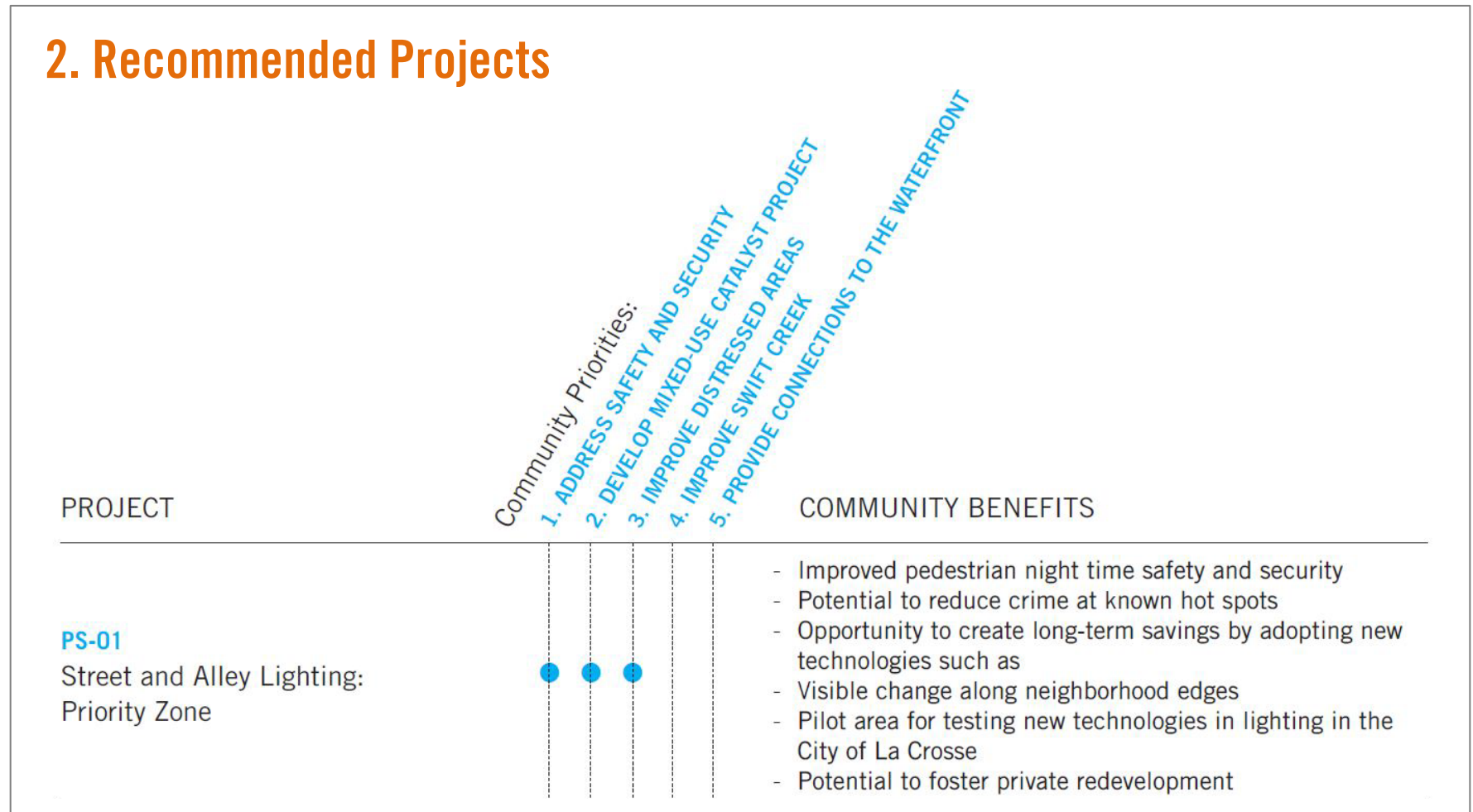
“Financial benefits of street lighting based on crime reduction greatly outweigh the capital costs.”



FROM STRATEGY TO IMPLEMENTATION

EXAMPLE : Reduce Opportunity for and Fear of Crime

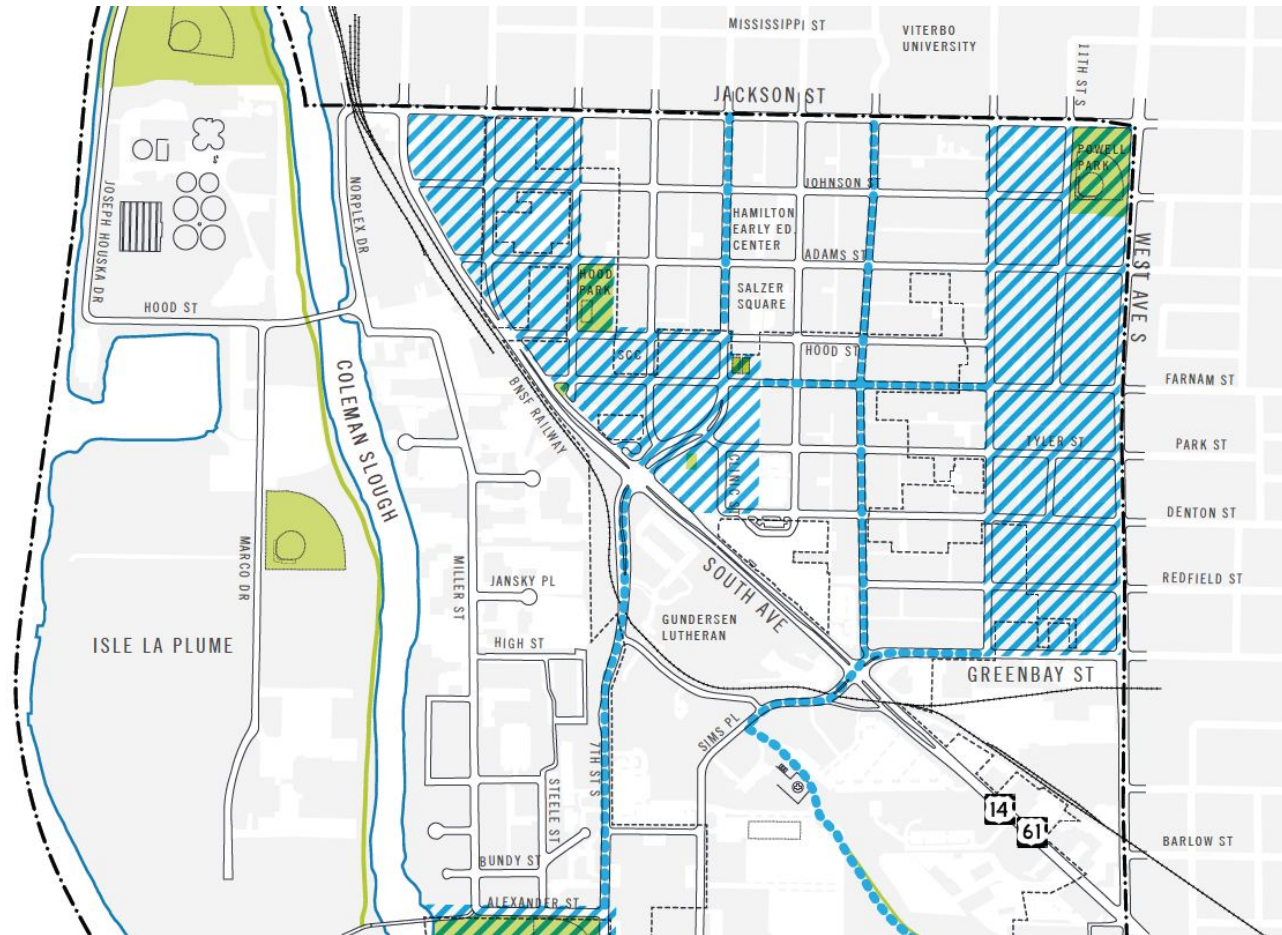
2. Recommended Projects



FROM STRATEGY TO IMPLEMENTATION

EXAMPLE : Reduce Opportunity for and Fear of Crime

3. Project Map



FROM STRATEGY TO IMPLEMENTATION

EXAMPLE : Reduce Opportunity for and Fear of Crime

4. Community Action List

ADDRESS SAFETY & SECURITY	Responsible Party
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Identify garages that motion detected lighting	PHHNA
Identify homes that need front porch lighting	PHHNA & Residents
Start a campaign to inform neighbors of the benefits of leaving front porch lights on at night	PHHNA & Residents

PROJECT DATABASE TOOL

130324_La Crosse Joint Plan_PROJECT_LIST_IN_PROGRESS - Microsoft Excel

NUMBER	PROJECT TITLE	PROJECT NUMBER + TITLE	PROJECT DESCRIPTION	IMMUNITY PRIORITIES >>	Address Safety and Security (29)	Develop Mixed-use catalyst project (27)	Improve Distressed Areas (18)	Improve Swift Creek (12)	Improve Connections to the Waterfront (10)	Improve Park (5)	WEIGHTED SCORE	COMMUNITY BENEFITS	COST	
1	HC-16	Burial Monument	HC-16 -- Burial Monument	Burial / gateway monument at South and Seventh (railroad corner) to commemorate the existing repatriation ground and to celebrate Indian heritage of the area	-	25%	0%	25%	0%	0%	0%	12	Appropriate recognition of the repatriation area -- Raises awareness of Indian heritage of the area and the Sanford Archaeological District, in particular -- Recognizes sacred ground for the Ho Chunk nation	Poten plantin gather
33	HC-17	Green Island Ice Arena Improvements	HC-17 -- Green Island Ice Arena Improvements	Upgrades/improvements to landscape and planting, picnic areas, gathering areas, trail improvements, benches, bike racks.	-	25%	0%	0%	0%	100%	0%	17	Potential to increase use of ice arena and ballpark -- Addition of new sports (curling) to arena -- Connection between VIP trail and Isle La Plume trail -- Improved night-time safety and security	Park ir furnish walks, struct
34	HC-18	Bike / Ped Trail along Norplex Dr	HC-18 -- Bike / Ped Trail along Norplex Dr	Pedestrian / bike connection between improved Jackson St (See Jackson Street Boulevard project) and the Hood St Bridge for improved access to Houska Park	-	25%	0%	25%	0%	100%	0%	22	New bike access route to Isle La Plume trail -- New access point to waterfront and slough views for pedestrians and bicyclists	Paven calmir island
35	PS-01	Street and Alley Lighting: Priority Zone	PS-01 -- Street and Alley Lighting: Priority Zone	Install energy-saving, continuous lighting system, 60 feet on center	-	100%	25%	25%	0%	0%	0%	40	Improved pedestrian night time safety and security -- Potential to reduce crime at known hot spots -- Opportunity to create long-term savings by adopting new technologies such as -- Visible change along neighborhood edges -- Pilot area for testing new technologies in lighting in the City of La Crosse -- Potential to foster private redevelopment	LED lig
36	PS-02	Street and Alley Lighting: Priority Corridors	PS-02 -- Street and Alley Lighting: Priority Corridors	Install energy-saving, continuous lighting system, 60 feet on center	-	100%	25%	25%	0%	0%	0%	40	Improved pedestrian night time safety and security -- Connected "safe corridors" for high-volume pedestrian traffic within a few blocks of each home -- Pilot area for testing new technologies in lighting in the City of La Crosse -- Potential to foster private redevelopment	LED lig
37	PS-03	Street and Alley Lighting: All	PS-03 -- Street and Alley Lighting: All	Install energy-saving, continuous lighting system, spacing to ensure continued	-	100%	25%	25%	0%	0%	0%	40	Improved pedestrian night time safety and security	

POLICY RECOMMENDATIONS

MIXED-USE ZONING ORDINANCE

- Supports mixed-use development
- Allows flexibility in development program
- Guarantees regarding the appearance and function of the public realm
- Recommended to be implemented along with a street master plan

POWELL-HOOD-HAMILTON / GUNDERSEN LUTHERAN MEDICAL CENTER - JOINT NEIGHBORHOOD AND CAMPUS PLAN 67

PARKING, RAMP

Above-Ground Ramp
Below-Ground Ramp
With Liner Building
With Ground-Floor Retail

Structured parking allows for a sizable reduction in parking footprint in building types, such as medical office buildings, that require high parking ratios. A building typology that is driven by strict size and efficiency requirements, ramps nevertheless can be designed in ways that support pedestrian urban environments.



FRONTAGE Mask view of the parking ramp from the pedestrian public realm by:

- Locating active uses on the ground floor, such as entrance or retail stores
- Locating ramp behind another building, such as a residential structure
- Providing a landscape strip (recommended width is ten feet planted with tall shade trees and shrub in areas where the sidewalk-level use is parking)

ACCESS Locate ramp access to a secondary street or alley to minimize sidewalk interruption on principal streets

Locate ramp access points in areas with minimum potential impact on residential neighborhoods

Create a signalized intersection with dedicated turn to regulate traffic into heavily-used parking structures

SIZE & MASSING Ramps should not be located on a residential street without a liner structure that is scale- and use-compatible with the residential structures

Parking ramps that have parking use at the sidewalk level should have a landscape strip of tall shade trees and shrubs between the sidewalk and the structure

March 25, 2013 DRAFT

MIXED-USE RESIDENTIAL



DRAFT 03/28/13

PERKINS+WILL

Parking at Back

Apartment home

Townhomes

**Corner
Restaurant**



Architectural Character

Street tree

Active ground floor

Bench

Glazing

Main Street



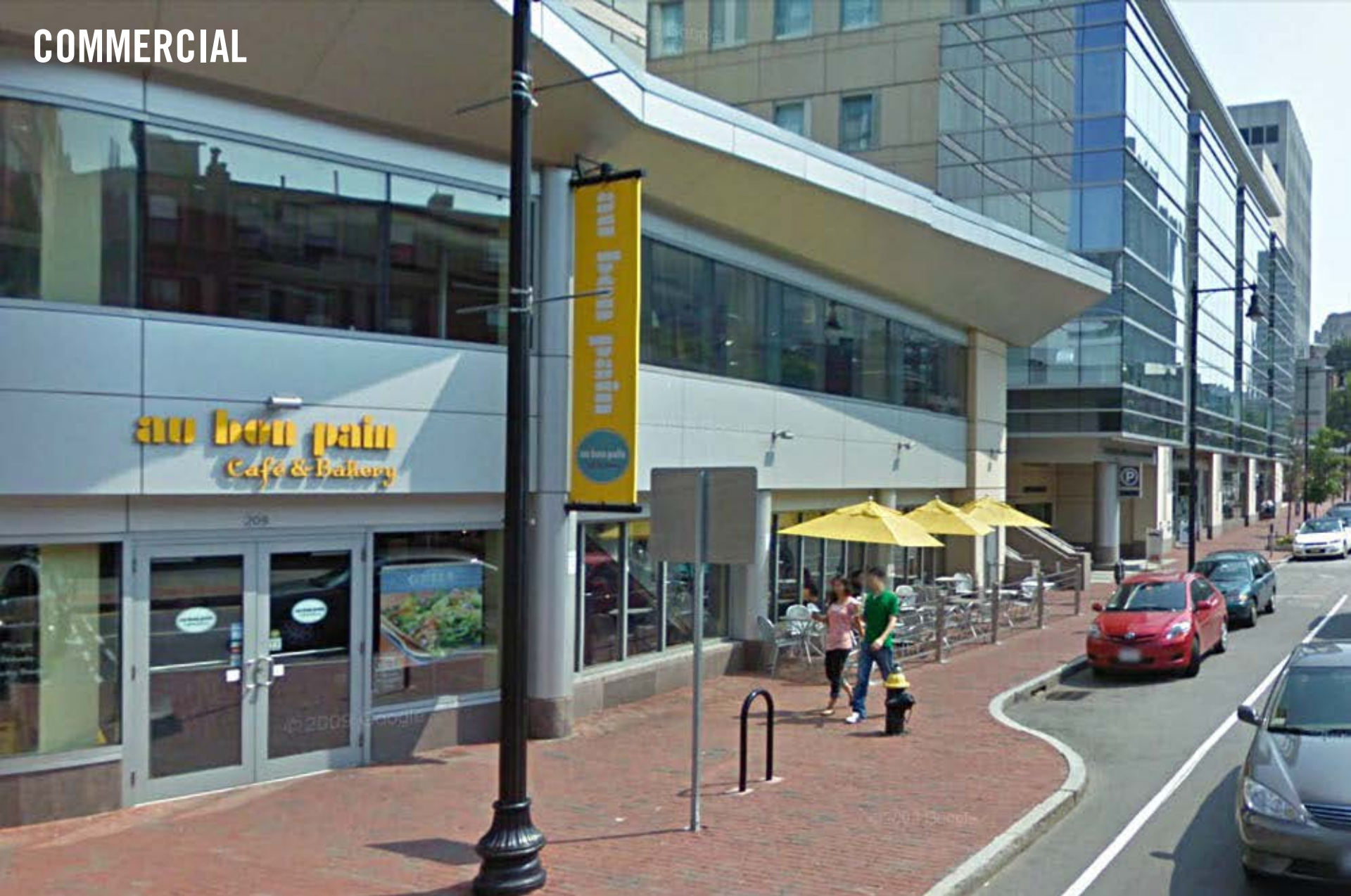
Landscaped bulb-out

Stop sign

On-Street Parking

Pedestrian Crossing

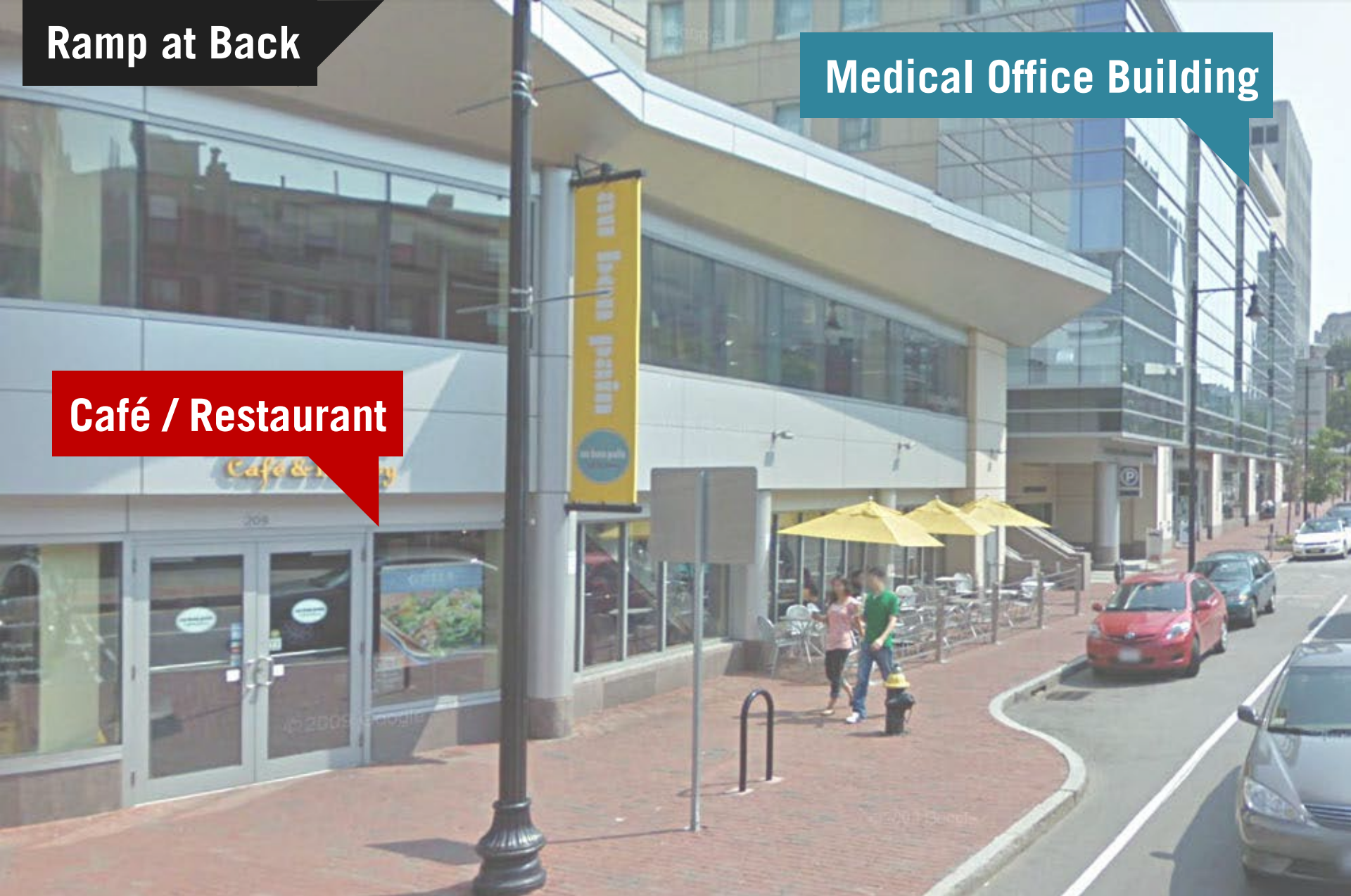
COMMERCIAL



Ramp at Back

Medical Office Building

Café / Restaurant





Entry

ben pain
Cafe & Bakery

Active ground floor

Glazing

Bike rack

On-Street Parking

Lighting

IMPLEMENTATION PARTNERS

- **Joint Development Corporation**
currently in organization phase, led by City of La Crosse and Gundersen Lutheran
- **Community Development Corporation**
currently in organization phase, led by Neighborhood Revitalization Commission

A CDC that would focus on housing rehabilitation in a concentrated and targeted manner would have the visible impact necessary to entice additional investment within the Study Area.

CRITICAL SUPPORTERS

- Area Residents
- Powell-Hood-Hamilton Neighborhood Association
- City of La Crosse
- Neighborhood Revitalization Comm.
- Livable Neighborhoods
- CouleeCAP
- Habitat for Humanity
- Churches
- Hamilton Early Learning Center, School of Technology and Arts
- Mississippi Valley Archaeology Ctr
- State Historical Society - Burial Preservation Board
- Heritage Preservation Commission
- Gundersen Lutheran Health System
- Private Developers and Businesses
- Viterbo University
- Mayo Health System
- Private Developers
- Local Contractor Community
- UW-La Crosse Extension School
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- The 20,000 who drive by daily on South Avenue
- Others who are interested in the area

WITH THIS FRAMEWORK IN PLACE, OVER TIME, THE NEIGHBORHOOD AND GUNDERSEN LUTHERAN CAN EVOLVE TOGETHER TOWARDS A MORE SUSTAINABLE FUTURE: A “HEALTH CAMPUS” AT THE HEART OF A HEALTHY COMMUNITY.



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2013



QUESTIONS?

PERKINS+WILL