

**Plan Commission
of the City of Onalaska**

Tuesday, February 26, 2019

1

1 The Meeting of the Plan Commission of the City of Onalaska was called to order at 7:00 p.m. on
2 Tuesday, February 26, 2019. It was noted that the meeting had been announced and a notice
3 posted at City Hall.

4
5 Roll call was taken, with the following members present: Mayor Joe Chilsen, Ald. Jim Binash,
6 City Engineer Jarrod Holter, Skip Temte, Craig Breitsprecher, Steven Nott

7
8 Also Present: City Administrator Eric Rindfleisch, Deputy City Clerk JoAnn Marcon, Planning
9 Manager Katie Aspenson, City Legal Counsel Amanda Jackson, Jeff Miller and Rita Trapp of
10 Hoisington Koegler Group, inc., Ald. Diane Wulf

11
12 Excused Absences: Jan Brock, Paul Gleason

13
14 **Item 2 – Approval of minutes from previous meeting**

15
16 Motion by Craig, second by Ald. Binash, to approve the minutes from the previous meeting as
17 printed and on file in the City Clerk’s Office.

18
19 On voice vote, motion carried.

20
21 **Item 3 – Public Input (limited to 3 minutes per individual)**

22
23 Mayor Chilsen called three times for anyone wishing to provide public input and closed that
24 portion of the meeting.

25
26 **Consideration and possible action on the following items:**

27
28 **Item 4 – Public Hearing: Approximately 7:00 P.M. (or immediately following Public Input)**
29 **– Consideration of a Conditional Use Permit request filed by Kathy Edwards of Hands**
30 **That Care, 616 8th Avenue North, Onalaska, WI 54650 for the purpose of allowing the**
31 **operation of a home occupation (in-home massage therapy business) at the property**
32 **located at 616 8th Avenue North, Onalaska, WI 54650 (Tax Parcel #18-2350-0)**

33
34 Amanda said this CUP request pertains to allowing a home occupation in a residential zoning
35 district. “Hands That Care” is a massage therapy-based business providing relaxation and stress
36 relief services in a calming environment. The applicant intends to utilize one room in the
37 residence, and would see clients one at a time. The clients will be able to park in the
38 garage/driveway, with no on-street parking needed. A CUP is permitted only by Plan
39 Commission approval, per Section 13-5-16(d), and pursuant to standards set forth in Sections 13-
40 8-11. Amanda said that while the city has no basis for denial of the CUP, it has found a basis to
41 impose the following conditions:

42

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2

- 43 1. Owner/developer shall pay all fees and have all plans reviewed and approved by the City
44 prior to obtaining a building permit. Owner/developer must have all conditions satisfied
45 and improvements installed per approved plans prior to issuance of occupancy permits.
46 **Substantial Evidence:** This condition provides notice to the owner/developer that they
47 are to follow procedure for orderly development in the City of Onalaska in order to
48 promote the health, safety and welfare of the City.
49
- 50 2. All conditions run with the land and are binding upon the original developer and all heirs,
51 successors and assigns so long as the conditional use is being actively used. **Substantial**
52 **Evidence:** This condition acknowledges and provides public notice of the term and puts
53 the owner/developer and future owners on notice that they are bound by the conditions
54 and that they can continue the use as long as they follow the conditions and actively use
55 the conditional use.
56
- 57 3. Owner/developer shall abide by the City's Ordinances, Unified Development Code and
58 Building Code requirements, as amended. **Substantial Evidence:** This condition
59 assures the owner/developer understands they must follow the city's Unified
60 Development Code and Building Code, which they are required to follow in every way,
61 and that as they are receiving the benefit of being allowed to have a use that is not within
62 the standards of the City's zoning code, failure to follow City ordinances may result in
63 loss of their Conditional Use Permit.
64
- 65 4. The Conditional Use Permit shall be reviewed every five (5) years to ensure continued
66 use. **Substantial Evidence:** This shifts the burden to the owner of the property to
67 provide proof that the use is active and continuing. Ensuring that existing permits are
68 still valid and being properly used ensures compliance with the City's procedures and
69 ordinances, and promotes interaction and communication with the City, which furthers
70 orderly development and the health, safety and welfare of the City.
71

72 Mayor Chilsen opened the public hearing and called for anyone wishing to speak in favor of the
73 Conditional Use Permit Request.
74

75 **Jane Brenengen-Reinl**
76 **611 8th Avenue North**
77 **Onalaska**
78

79 "I live across from Kathy and Jerry. I've known Kathy going on 10 years. She is thoughtful,
80 intelligent, caring, reputable, honest, kind, neighborly, considerate, and most of all, a good
81 neighbor to all of us. I think everyone knows Kathy and Jerry in the neighborhood. I can't see
82 any reason why anyone in the neighborhood would object to Kathy moving her business into her
83 home. Thank you."
84

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85 **Stu Bosworth**
86 **615 8th Avenue North**
87 **Onalaska**

88
89 “I concur with what my neighbor, Jane, just said. I think we’ve lived there since 2013. And
90 Jerry, who has served our country admirably in both the Air Force and the Navy, is deteriorating
91 in health, so he and Kathy are struggling. This is a big opportunity for them to continue to use
92 and live and stay in that house in Onalaska. I think that if at all possible, we should support that
93 and support them in their request. Thank you.”

94
95 Jarrod read into the record the following letter dated February 25, 2019 from Colleen Shively,
96 901 Lake Street, Onalaska: *“To whom it may concern – I am taking a few moments to share with
97 you a couple of reasons I fully support Kathy Edwards operating her business in her home. I
98 have known Kathy for the better part of the last four years that I have lived at 901 Lake Street.
99 In this period of time I have come to know Kathy as a good, thoughtful and considerate
100 neighbor, and now regard her as a friend. She impressed me from the very beginning of our
101 relationship, as always conducting herself in a professional manner. I have absolutely no
102 objections to Kathy operating her business out of her home. In fact, I hope for her much success
103 in the transition.”*

104
105 **Kathy Edwards**
106 **616 8th Avenue North**
107 **Onalaska**

108
109 “Thank you for listening to people speak on my behalf. I’ve been doing this type of treatment
110 and body work for over 40 years. It’s something that I love, because I think you can’t continue
111 doing something for over 40 years unless you love it. For me, moving it into the home, like Stu
112 said, it’s going to help tremendously with the care of my husband and help me with cost
113 effectiveness. I did have a question, and I hope I get a copy of what those restrictions were. If I
114 take out carpeting and put in flooring or something, do I need to have another permit?”

115
116 Kathy was told she does not need to obtain another permit for doing so.

117
118 Kathy continued, “I hope you have a favorable view on the type of business that I’m doing. I
119 think it’s going to be a plus for everybody. Like what was stated for parking, I can have my
120 clients in the garage so [the vehicle] is off-street. I also have caregivers that when I am working,
121 I have Comfort Keepers come. They also can park in the driveway, so I can keep everybody off
122 the street parking when it’s necessary. That’s beneficial for the neighborhood. Thank you.”

123
124 **Diane Wulf, Second District Alderperson**
125 **910 Orchid Place**
126 **Onalaska**

Reviewed 3/1/19 by Katie Aspenson

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127
128 “I’m here to speak as a private citizen first. I represent my husband, Dave, and myself. I did
129 receive a notice of this proposal. My husband, Dave, and I wholeheartedly support Kathy
130 Edwards being able to have this business in her home. I have lived there since 1998, and I
131 believe she said since 2002. And as an elected official, I have always supported invisible, home-
132 based businesses, and I think the City of Onalaska has always handled the situation well as long
133 as people are adhering to the ordinances. I think the City of Onalaska should continue to support
134 the invisible, home-based businesses. Thank you.”

135
136 Mayor Chilsen called three times for anyone else wishing to speak in favor of the Conditional
137 Use Permit request and closed that portion of the public hearing.

138
139 Mayor Chilsen called three times for anyone wishing to speak in opposition to the Conditional
140 Use Permit request and closed the public hearing.

141
142 Motion by Mayor Chilsen, second by Craig, to approve with the four stated conditions a
143 Conditional Use Permit request filed by Kathy Edwards of Hands That Care, 616 8th Avenue
144 North, Onalaska, WI 54650 for the purpose of allowing the operation of a home occupation (in-
145 home massage therapy business) at the property located at 616 8th Avenue North, Onalaska, WI
146 54650 (Tax Parcel #18-2350-0).

147
148 Ald. Binash asked if someone who works out of his/her home needs to obtain a masseuse license.

149
150 Katie told Ald. Binash she had spoken with Kathy, who had worked with State of Wisconsin
151 licensing, and said Kathy does not need to obtain a masseuse license to perform this type of
152 work.

153
154 Ald. Binash noted the business located at 544 2nd Avenue North will not be a maintained
155 business. Rather, Kathy now will operate the business out of her home.

156
157 Katie told Ald. Binash he is correct.

158
159 On voice vote, motion carried.

160
161 **Item 5 – Public Hearing: Approximately 7:10 P.M. (or immediately following previous**
162 **hearing at 7:00 P.M.) – Consideration of a Conditional Use Permit request filed by Jarrod**
163 **Holter, City Engineer/Director of Public Works of the City of Onalaska, 415 Main Street,**
164 **Onalaska, WI 54650, on behalf of the City of Onalaska, 415 Main Street, Onalaska, WI**
165 **54650 for the purpose of constructing a 160’ x 60’ addition to the west of the existing**
166 **structure with a new driveway along the western edge of the property line of the property**
167 **located at 252 Mason Street, Onalaska, WI 54650 (Tax Parcel #18-5905-0)**

168
Reviewed 3/1/19 by Katie Aspenson

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169 Amanda said this CUP request pertains to allowing the construction of a 160-by-60-foot addition
170 to the west of the existing structure with a new driveway along the western edge of the property
171 line of the property located at 252 Mason Street. A CUP is permitted only by Plan Commission.
172 Amanda said that while the city has no basis for denial of the CUP, it has found a basis to impose
173 the following conditions:
174

- 175 1. Owner/developer shall pay all fees and have all plans reviewed and approved by the City
176 prior to obtaining a building permit. Owner/developer must have all conditions satisfied
177 and improvements installed per approved plans prior to issuance of occupancy permits.
178 **Substantial Evidence:** This condition provides notice to the owner/developer that they
179 are to follow procedure for orderly development in the City of Onalaska in order to
180 promote the health, safety and welfare of the City.
181
- 182 2. All conditions run with the land and are binding upon the original developer and all heirs,
183 successors and assigns so long as the conditional use is being actively used. **Substantial**
184 **Evidence:** This condition acknowledges and provides public notice of the term and puts
185 the owner/developer and future owners on notice that they are bound by the conditions
186 and that they can continue the use as long as they follow the conditions and actively use
187 the conditional use.
188
- 189 3. Owner/developer shall abide by the City's Ordinances, Unified Development Code and
190 Building Code requirements, as amended. **Substantial Evidence:** This condition
191 assures the owner/developer understands they must follow the city's Unified
192 Development Code and Building Code, which they are required to follow in every way,
193 and that as they are receiving the benefit of being allowed to have a use that is not within
194 the standards of the City's zoning code, failure to follow City ordinances may result in
195 loss of their Conditional Use Permit.
196
- 197 4. The Conditional Use Permit shall be reviewed every five (5) years to ensure continued
198 use. **Substantial Evidence:** This shifts the burden to the owner of the property to
199 provide proof that the use is active and continuing. Ensuring that existing permits are
200 still valid and being properly used ensures compliance with the City's procedures and
201 ordinances, and promotes interaction and communication with the City, which furthers
202 orderly development and the health, safety and welfare of the City.
203

204 Mayor Chilsen opened the public hearing and called for anyone wishing to speak in favor of the
205 Conditional Use Permit request.
206

207 Mayor Chilsen called three times for anyone wishing to speak in favor of the Conditional Use
208 Permit request and closed that portion of the public hearing.
209

210 Mayor Chilsen called three times for anyone wishing to speak in opposition to the Conditional

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211 Use Permit request and closed the public hearing.

212

213 Motion by Craig, second by Skip, to approve with the four stated conditions a Conditional Use
214 Permit request filed by Jarrod Holter, City Engineer/Director of Public Works of the City of
215 Onalaska, 415 Main Street, Onalaska, WI 54650, on behalf of the City of Onalaska, 415 Main
216 Street, Onalaska, WI 54650 for the purpose of constructing a 160' x 60' addition to the west of
217 the existing structure with a new driveway along the western edge of the property line of the
218 property located at 252 Mason Street, Onalaska, WI 54650 (Tax Parcel #18-5905-0).

219

220 Ald. Binash noted this project was approved as part of the 2019 Capital Improvements Budget.
221 Ald. Binash also noted this project is necessary as the old City Shop that currently houses some
222 of the city's larger vehicles will be razed.

223

224 Skip said he believes Condition No. 4 is unnecessary, noting that it states the applicant must
225 come in for a review if the project does not occur within five years.

226

227 Katie said another purpose for Condition No. 4 is the CUP becomes invalid if the City of
228 Onalaska does not complete the project within one year. Katie said the continued use is only if it
229 becomes active and then the project commences.

230

231 Craig said it is one year for construction, but it is automatically reviewable based on the actual
232 use that is occurring every five years.

233

234 On voice vote, motion carried, 5-0, with one abstention (Jarrod).

235

236 **Item 6 – Public Hearing: Approximately 7:20 P.M. (or immediately following previous**
237 **hearing at 7:10 P.M.) – Consideration of a rezoning request filed by Benjamin Phillips of**
238 **Phillips Outdoor Services, Inc. on behalf of Manuel and Lynnae Rivera, 2811 Morning**
239 **Glory Place, Onalaska, WI 54650, to rezone the properties located at 9550 East 16**
240 **Frontage Road and State Road 16, Onalaska, WI 54650 from R-1 (Single Family**
241 **Residential District) and T-C (Transitional Commercial) to B-2 (Community Business) for**
242 **the purpose of moving and operating the Phillips Outdoor Services, Inc. business at 9550**
243 **East Frontage Road 16 and State Road 16, Onalaska, WI 54650 (Tax Parcels #18-3607-0 &**
244 **18-3567-10)**

245

246 1. Rezoning Fee of \$300.00 (PAID).

247

248 2. Contingent upon approval of a Conditional Use Permit to allow two (2) principal
249 structures on a single parcel.

250

251 3. Exterior storage is prohibited unless appropriately screened from public view.

252

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- 253 4. Applicant/owner to merge Tax Parcels # 18-3607-0 & 18-3567-10 into one (1) parcel
254 provided the rezoning request is approved.
255
- 256 5. Tax Parcel # 9-57-3 is located in the Town of Medary. Applicant/owner to annex said
257 parcel within one (1) year of rezoning approval and merge said parcel with adjacent
258 parcels (listed in Condition #5 above) under the same ownership.
259
- 260 6. Site Plan Permit required for new development in advance of building permit
261 applications, including detailed architectural plans, landscape, drainage, erosion control,
262 and other required information/plans (fire accessibility, hydrant locations, etc.). Any
263 future improvements to these parcels may be subject to additional City permits (i.e.,
264 building permits).
265
- 266 7. Owner/developer shall pay all fees and have all plans reviewed and approved by the City
267 prior to obtaining a building permit. Owner/developer must have all conditions satisfied
268 and improvements installed per approved plans prior to issuance of occupancy permits.
269
- 270 8. All conditions run with the land and are binding upon the original developer and all heirs,
271 successors and assigns. The sale or transfer of all or any portion of the property does not
272 relieve the original developer from payment of any fees imposed or from meeting any
273 other conditions.
274
- 275 9. Any omissions of any conditions not listed in committee minutes shall not release the
276 property owner/developer from abiding by the City's Unified Development Code
277 requirements.
278

279 Katie said Benjamin Phillips of Phillips Outdoor Services, Inc., which is doing business as
280 Phillips Fencing, Inc., has contracted to purchase the two properties in question as a new
281 company home location. The properties in question are currently zoned Transitional
282 Commercial (directly along the frontage road), and Single Family Residential just north of that
283 location. Katie said the intent is to redevelop the properties in question for the following
284 purposes:

- 285
- 286 • Allow for retail traffic in the existing structure.
 - 287 • Utilize the existing natural outdoor garden to showcase products and services offered by
288 the business.
 - 289 • Construct a second principal structure north of the existing parking lot to store inventory,
290 products, and equipment securely and out of sight.
 - 291 • Enclose the rear of the property with a decorative, high-quality fence product to allow for
292 additional parking.
293

294 Katie said the use "Trade and Contractor's Offices & Supply Stores" is outright permitted in the
Reviewed 3/1/19 by Katie Aspenson

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295 Community Business (B-2) District. Katie noted the proposed secondary principal structure will
296 cross existing parcel lines that have different zoning districts. Therefore, a rezoning is necessary
297 in order to facilitate that development. Katie said the City of Onalaska will require that the two
298 noted tax parcels be merged to ensure that the structures do not cross parcel boundaries. Katie
299 noted there is a 0.03-acre parcel that is included in the sale, and it is currently located in the
300 Town of Medary. In order for the applicant to have full use of the land, annexation of this parcel
301 and merging with others will be required. Katie noted that Condition No. 5, which regards the
302 annexation requirement, has been highlighted this evening for the commission.

303

304 Mayor Chilsen opened the public hearing and called for anyone wishing to speak in favor of the
305 rezoning request.

306

307 **Benjamin Phillips, Phillips Outdoor Services**
308 **2726 Larson Street**
309 **La Crosse**

310

311 “I’m just here with the hope that our business can relocate to the Highway 16 address to better
312 serve our community, and to be a little more visible and accessible for our customers. And we
313 can expand our retail part of our business as well. We’ve outgrown our current facility, and we
314 look forward to calling Onalaska our home. Thank you.”

315

316 **Dan Stevens**
317 **1708 Jennifer Court**
318 **Onalaska**

319

320 “I did not plan on coming here to speak in favor of this, but my office is located in that general
321 vicinity on the Highway 16 frontage road. I believe the building in question is going to be a hard
322 building to fill, and I’m excited at the prospect of having somebody who can fill and utilize that
323 space. In the interest of economic development and supporting Onalaska, I would recommend in
324 favor of the proposal.”

325

326 **Diane Wulf, Second District Alderperson**
327 **910 Orchid Place**
328 **Onalaska**

329

330 “I also wasn’t planning on speaking, but I totally concur with Mr. Stevens’ comments. It’s an
331 area I personally know very well just from shopping in that area. I’ve been wondering what was
332 going to go in there, and I do feel it is a very tough spot to fill. I couldn’t be more excited about
333 the possibility of that, so I certainly thank them for coming forward with this plan and I urge you
334 to support this. Thank you.”

335

336 Mayor Chilsen called three times for anyone else wishing to speak in favor of the rezoning

Reviewed 3/1/19 by Katie Aspenson

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337 request and closed that portion of the public hearing.

338

339 Mayor Chilsen called three times for anyone wishing to speak in opposition to the rezoning
340 request and closed the public hearing.

341

342 Motion by Ald. Binash, second by Craig, to approve with the nine stated conditions a rezoning
343 request filed by Benjamin Phillips of Phillips Outdoor Services, Inc. on behalf of Manuel and
344 Lynnae Rivera, 2811 Morning Glory Place, Onalaska, WI 54650, to rezone the properties located
345 at 9550 East 16 Frontage Road and State Road 16, Onalaska, WI 54650 from R-1 (Single Family
346 Residential District) and T-C (Transitional Commercial) to B-2 (Community Business) for the
347 purpose of moving and operating the Phillips Outdoor Services, Inc. business at 9550 East
348 Frontage Road 16 and State Road 16, Onalaska, WI 54650 (Tax Parcels #18-3607-0 & 18-3567-
349 10).

350

351 Ald. Binash noted no manufacturing will occur at this site; rather, customer merchandise will be
352 displayed. Ald. Binash also noted there are no residential homes in the immediate area, and that
353 the business will be facing State Trunk Highway 16.

354

355 On voice vote, motion carried.

356

357 **Item 7 – Public Hearing: Approximately 7:30 P.M. (or immediately following previous**
358 **hearing at 7:20 P.M.) – Consideration of a Conditional Use Permit request filed by**
359 **Benjamin Phillips of Phillips Outdoor Services, Inc. on behalf of Manuel and Lynnae**
360 **Rivera, 2811 Morning Glory Place, Onalaska, WI 54650, for the purpose of constructing a**
361 **second principal structure (40’ by 120’ storage building) on a single parcel located at 9550**
362 **East Frontage Road 16 and State Road 16, Onalaska, WI 54650 (Tax Parcels #18-3607-0 &**
363 **18-3567-10)**

364

365 Amanda said the CUP for this project is permitted only by Plan Commission approval per
366 Section 13-1-12(d), and pursuant to standards set forth in Sections 13-8-11. Amanda said that
367 while the city has no basis for denial of the CUP, it has found a basis to impose the following
368 conditions:

369

- 370 1. The Conditional Use Permit is contingent upon approval of the rezoning of Tax Parcels
371 #18-3607-0 & 18-3567-10 from Transitional Commercial (T-C) and Single Family
372 Residential (R-1) Districts, respectively, to Community Business (B-2) District as the
373 second principal structure will cross parcel lines and zoning districts. **Substantial**
374 **Evidence:** This requires appropriate zoning in order for the Conditional Use (two
375 principal structures on a single parcel) to be allowed. If the rezoning is not approved, the
376 Conditional Use Permit will be null and void as the proposed use is not allowed in the
377 Single Family Residential (R-1) District and the proposed structure crossing parcel lines
378 and zoning districts.

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2. Owner/developer shall pay all fees and have all plans reviewed and approved by the City prior to obtaining a building permit. Owner/developer must have all conditions satisfied and improvements installed per approved plans prior to issuance of occupancy permits. **Substantial Evidence:** This condition provides notice to the owner/developer that they are to follow procedure for orderly development in the City of Onalaska in order to promote the health, safety and welfare of the City.
 3. All conditions run with the land and are binding upon the original developer and all heirs, successors and assigns so long as the conditional use is being actively used. **Substantial Evidence:** This condition acknowledges and provides public notice of the term and puts the owner/developer and future owners on notice that they are bound by the conditions and that they can continue the use as long as they follow the conditions and actively use the conditional use.
 4. Owner/developer shall abide by the City's Ordinances, Unified Development Code and Building Code requirements, as amended. **Substantial Evidence:** This condition assures the owner/developer understands they must follow the city's Unified Development Code and Building Code, which they are required to follow in every way, and that as they are receiving the benefit of being allowed to have a use that is not within the standards of the City's zoning code, failure to follow City ordinances may result in loss of their Conditional Use Permit.
 5. The Conditional Use Permit shall be reviewed every five (5) years to ensure continued use. **Substantial Evidence:** This shifts the burden to the owner of the property to provide proof that the use is active and continuing. Ensuring that existing permits are still valid and being properly used ensures compliance with the City's procedures and ordinances, and promotes interaction and communication with the City, which furthers orderly development and the health, safety and welfare of the City.

409 Mayor Chilsen opened the public hearing and called for anyone wishing to speak in favor of the
410 Conditional Use Permit request.

411
412 Mayor Chilsen called three times for anyone wishing to speak in favor of the Conditional Use
413 Permit request and closed that portion of the public hearing.

414
415 Mayor Chilsen called three times for anyone wishing to speak in opposition to the Conditional
416 Use Permit request and closed the public hearing.

417
418 Motion by Craig, second by Steven, to approve with the five stated conditions a Conditional Use
419 Permit request filed by Benjamin Phillips of Phillips Outdoor Services, Inc. on behalf of Manuel
420 and Lynnae Rivera, 2811 Morning Glory Place, Onalaska, WI 54650, for the purpose of

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421 constructing a second principal structure (40' by 120' storage building) on a single parcel located
422 at 9550 East Frontage Road 16 and State Road 16, Onalaska, WI 54650 (Tax Parcels #18-3607-0
423 & 18-3567-10).

424

425 Skip noted the CUP for both Item 5 and Item 7 are for building and said there is nothing in the
426 CUP about continued use. Skip noted Condition No. 5 has to do with continued use and said the
427 wording is incorrect.

428

429 Amanda said the CUP would be revoked if the building does not exist in five years.

430

431 Skip noted the CUP has nothing regarding how the building is being utilized and said the CUP
432 only talks about constructing it. Skip said, "What I'm saying is that technically, the statement
433 for the Conditional Permit is not correct. If you're talking about building it and using it for a
434 certain purpose, that should be stated in the request and not the way it's requested right now. It's
435 only talking about building the building."

436

437 Craig told Skip that while he understands his point of view, "the Conditional Use isn't for the
438 use. The use, as I understand it, is a permitted use in that area. It is strictly related to the
439 construction of a second principal structure. It has nothing to do about the use. The use is
440 permitted."

441

442 Katie said this is a common CUP and said the Plan Commission will be discussing ways the city
443 can improve its UDC under Item 10.

444

445 On voice vote, motion carried.

446

447 **Item 8 – Review and consideration of a request by Gerald Valley, General Merchandise**
448 **Manager of Shopko, to host an extended tent sale event in 2019 at 9366 State Road 16,**
449 **Onalaska, WI (Tax Parcel #18-3589-9)**

450

451 Katie said the City of Onalaska allows outdoor sales and displays as a permitted accessory use in
452 certain zoning districts, subject to the following conditions, per Section 13-6-14: "*Outdoor*
453 *displays, sales areas, and temporary tents are limited to 30 days per calendar year unless*
454 *otherwise approved by the City Plan Commission. Temporary tent(s) may be installed for a*
455 *maximum of 180 days annually.*" Katie noted staff had received a request from Shopko on
456 January 25 to allow the operation of its seasonal garden center that typically lasts from April 1
457 through August 31. Shopko typically has three temporary tent structures (1,860 square feet,
458 1,025 square feet, 1,025 square feet) that will collectively sell hard goods and assorted flowers,
459 vegetables, and flowers. The two smaller structures typically will be condensed and closed
460 completely no later than July 4. The last structure, which houses cash registers, is typically
461 closed no later than August 31. Katie said staff recommends approval of Shopko's request,
462 conditioned upon obtaining a tent permit for each tent from the Onalaska Inspection Department.

Reviewed 3/1/19 by Katie Aspenson

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463
464 Motion by Craig, second by Ald. Binash, to approve a request by Gerald Valley, General
465 Merchandise Manager of Shopko, to host an extended tent sale event in 2019 at 9366 State Road
466 16, Onalaska, WI (Tax Parcel #18-3589-9), conditioned upon obtaining a tent permit for each
467 tent from the Onalaska Inspection Department.

468
469 On voice vote, motion carried.

470
471 **Item 9 – Review and consideration of an annexation application for N5560 Abbey Road**
472 **and N5538 Abbey Road (.84 acres total) filed by Richard & Judith Volden, 573 Fairway**
473 **Creek Drive, Onalaska, WI 54650 (Tax Parcel #s 10-2329-1 & 10-2333-0)**
474

- 475 1. Payment of annexation application review fees: \$450.00 dollars (PAID).
476
477 2. Payment of East Avenue North Sanitary Sewer Fee: \$1,186.00 per acre * .84 acres =
478 \$996.24 dollars.
479
480 3. Topography Map Fee: \$10.00 per acre * .84 acres = \$10.00 dollars (minimum fee).
481
482 4. Green Fee: \$638.47 per acre * .84 acres = \$536.31 dollars.
483
484 5. Annexed land to be placed in the Light Industrial (M-1) Zoning District upon
485 ordinance adoption.
486
487 6. Owner/developer shall connect both properties to City water and sewer utilities
488 within one-year of annexation approval.
489
490 7. Owner/developer must notify City prior to any utility connection to City-owned
491 utilities takes place.
492
493 8. Owner/developer shall pay all fees and have all plans reviewed and approved by the
494 City prior to obtaining a building permit. Owner/developer must have all conditions
495 satisfied and improvements installed per approved plans prior to issuance of
496 occupancy permits.
497
498 9. All conditions run with the land and are binding upon the original developer and all
499 heirs, successors and assigns. The sale or transfer of all or any portion of the property
500 does not relieve the original developer from payment of any fees imposed or from
501 meeting any other conditions.
502
503 10. Any omissions of any conditions not listed in minutes shall not release the property
504 owner/developer from abiding by the City's Unified Development Code

Reviewed 3/1/19 by Katie Aspenson

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13

505 requirements.

506

507 Katie noted the two properties are directly adjacent to Abbey Road, which recently was annexed
508 into the City of Onalaska. The applicant is requesting that these parcels (0.3 acres and 0.54
509 acres, respectively) be annexed to obtain access to City of Onalaska water and sanitary sewer
510 infrastructure. Katie said as the automatic zoning applied to annexed parcels is Single Family
511 Residential, the applicant intends to immediately request a rezoning to Light Industrial to
512 accommodate existing businesses that are on-site. Katie said staff supports this annexation
513 request, and that approval is recommended with the 10 attached conditions. Regarding a
514 question pertaining to additional businesses within this area, Katie said she had been unable to
515 directly connect with the applicant. However, Katie told commission members, “We do know
516 that they do ATV and repair. They also have some office at their location. They have some
517 small retail, which are all permitted uses in the Light Industrial District.” Katie said a cell tower
518 is located on one of the properties and told commission members a CUP will be required to
519 continue to add new structures to that particular tower.

520

521 Motion by Skip, second by Craig, to approve with the 10 stated conditions an annexation
522 application for N5560 Abbey Road and N5538 Abbey Road (.84 acres total) filed by Richard &
523 Judith Volden, 573 Fairway Creek Drive, Onalaska, WI 54650 (Tax Parcel #s 10-2329-1 & 10-
524 2333-0).

525

526 Skip said he assumes the Public Works Department has no issues related to water, sewer, or
527 snow removal due to the annexation.

528

529 Jarrod told Skip, “This project is out for bid right now. We’ll be receiving bids for the
530 installation of the sanitary sewer, watermain, and stormwater in this area and have it done by fall.
531 That’s the goal.”

532

533 On voice vote, motion carried.

534

535 **Item 10 – Discussion and feedback on presentations by Hoisington Koegler Group, inc.**
536 **(HKGi) on:**

537

538 a. Unified Development Code/Zoning Ordinance Rewrite Project

539

540 Jeff said he and Rita will discuss the highlights of the key improvement areas, and also the
541 proposed outline of what the UDC would be going forward. Jeff said he and Rita will review the
542 following components of the report commission members had received in their packets:

543

544 • The major improvement themes

545 • The outline

546 • How HKGi will break up updating the entire code into four different modules

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14

547

548 Jeff said HKGi has identified the following major themes for improvement:

549

- 550 • Restructure and reformat the UDC
- 551 • Implement the 2016 Comprehensive Plan
- 552 • Evaluate and clarify structure of zoning districts' purposes, uses and standards
- 553 • Evaluate conditional uses and how to handle as a result of WI Act 67
- 554 • Evaluate city's Zoning Map
- 555 • Improve zoning as a tool for expanding housing development options
- 556 • Address zoning in the redevelopment plan areas (downtown and State Road 16 corridor)
- 557 • Update and clarify development procedures

558

559 Jeff first addressed restructuring and reformatting the UDC, telling commission members the
560 current code is Title 13, with chapters and sections below that. Jeff said HKGi will reorganize
561 them to make them more logical, and also easier to find something. Jeff said there is inconsistent
562 use of "parts" and "articles" in the code, noting city staff has told him it is "confusing" to utilize
563 the code. Jeff also pointed out there are inconsistencies within the code, and there also is a need
564 for cross-references. Jeff said the rewritten UDC will illustrate key concepts, process, and
565 standards with tables and graphics.

566

567 Regarding the implementation of the 2016 Comprehensive Plan, Jeff said HKGi has the
568 following recommendations:

569

- 570 • Revise and/or create the city's zoning districts that align with the Comprehensive Plan's
571 Future Land Use Plan Districts. This likely will involve creating a few new zoning
572 districts, and possibly also eliminating some zoning districts.
- 573 • Update the Zoning Map to show those districts. The changes to the map could be
574 "substantial" as some of the current districts are not being utilized, some are utilized
575 minimally, and some are being overutilized.
- 576 • Support revitalization of downtown and the waterfront.
- 577 • Enhance the transportation corridors.
- 578 • Manage growth to preserve community character.
- 579 • Promote quality urban design.

580

581 Regarding evaluating and clarifying the structure of zoning districts' purposes, uses and
582 standards, Jeff said HKGi has the following recommendations:

583

- 584 • **Add purpose statements:** This will help with clarifying the appropriate uses, standards
585 and application for the various districts.
- 586 • **Revise the structure and organization of the zoning districts:** HKGi will create tables
587 (principal uses, accessory uses).

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15

- 588 • **Reorganize permitted and conditional uses:** Going forward, HKGi’s thought is that
589 there will be permitted uses with specific standards. Jeff said conditional uses will have
590 to be treated differently due to Wisconsin Act 67. Jeff said the current standards related
591 to conditional uses will be reviewed. In addition, HKGi will work with the Plan
592 Commission on the standards commission members believe are needed for specific uses.
593 • **Update dimensional standards:** Create dimensional standards tables that clearly define
594 the height, lot coverage, setbacks, and other dimensional standards as applicable.
595

596 Craig asked Jeff if he is envisioning utilizing a column-type format per zoning district.
597

598 Jeff said yes, telling Craig that each district would be a column, and all the uses would be rows.
599

600 Craig said it is his understanding the need for some conditional use hearings could be minimized
601 if the codes are properly constructed.
602

603 Jeff told Craig that is the intent.
604

605 Amanda referred to page 8 of the UDC Evaluation and Annotated Outline draft handout and
606 noted it includes a table showing residential permitted uses.
607

608 Jeff said HKGi believes the city’s zoning districts should include base zoning districts (examples
609 include R-1, T-C, B-1), design overlay districts (examples include PUD Overlay, Traditional
610 Neighborhood Development Overlay), and natural resource protection districts (examples
611 include Floodway District, Bluff Protection District).
612

613 Regarding the evaluation of conditional uses and how to handle them as a result of Wisconsin
614 Act 67, Jeff said conditional uses must be granted if an applicant either meets or agrees to meet
615 all the requirements and conditions specified in the ordinance or imposed. The conditions must
616 be based on substantial evidence, defined in Act 67 as facts and information rather than simply
617 personal preference or speculation about impacts.
618

619 Amanda referred to the comments Skip made earlier this evening and said it is time to examine
620 some of the conditions – for example, the condition related to two principal uses on one parcel –
621 and determine if it is something that requires a CUP, or if it should be permitted in certain
622 districts. Amanda said it is necessary to determine where things should be appropriately zoned,
623 and also what, if any, uses should have conditions on top of what is being permitted. Amanda
624 said, “We would move to more of a ‘permitted, with conditions’ in the Zoning Code.”
625

626 Regarding the evaluation of the city’s Zoning Map, Jeff noted the following:
627

- 628 • Several zoning districts are minimally used or not used at all.
629 • Much of the city’s Commercial land is zoned for Manufacturing, or M-1.

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16

- 630 • Some Industrial land is zoned as Non-Industrial, meaning land-guided in the city’s plan is
631 zoned Non-Industrial.
- 632 • Some land-guided in the city’s plan for Residential is zoned Non-Residential.
- 633 • The R-MMH (Manufactured and Mobile Home) zoning district is currently not applied to
634 the city’s three existing manufactured/mobile home parks.
- 635 • Planned Institutional land is located in a variety of zoning districts. Perhaps there should
636 be two Public zoning districts in the future.
- 637 • Land planned for parks and open space are environmental corridors sometimes zoned for
638 development. This is inappropriate.
- 639 • The city is interested in creating a Shoreland Overlay District.
- 640

641 Regarding improving zoning as a tool for expanding housing development options, Jeff noted the
642 following:

- 643
- 644 • The Comprehensive Plan guides residential areas for a mix of housing options.
- 645 • The primary residential land use category is Mixed Density Residential.
- 646 • Consider broadening the housing types allowed in the R-1 and/or R-2 districts to allow a
647 greater mix of housing.
- 648 • A new “R” district could be created that would target medium density residential, but not
649 allow high density.
- 650

651 Regarding addressing zoning in the redevelopment plan areas, meaning downtown and the State
652 Road 16 corridor, Jeff shared the following key findings:

- 653
- 654 • Update the Zoning Map for these areas. The updates would be driven by the 2019
655 Redevelopment Study Plans that HKGi is finalizing in March.
- 656 • Address replacement of the PCID overlay district in the State Road 16 corridor since this
657 overlay district was previously removed from the UDC.
- 658 • There is a potential need for a new mixed-use zoning district for the State Road 16
659 corridor.
- 660 • Reduce the minimum and other potential adjustments to parking space requirements.
661 There currently are 6.7 spaces per big box retail stores. There likely is room for infill
662 development along the State Road 16 corridor.
- 663 • Design guidelines, particularly for downtown redevelopment.
- 664

665 Regarding updating and clarifying the development procedures, Jeff suggested consolidating and
666 streamlining wherever possible, utilizing consistent organization by type, creating a table that
667 summarizes application procedures, removing some application requirements (e.g. fees, forms)
668 and inserting them in a separate manual, and removing the operational procedures or
669 responsibilities for boards and commissions.

670

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17

671 Craig addressed the possibility of creating a medium range residential district, asking if perhaps
672 it could be better addressed by reducing the zoning classifications for residential and allowing
673 more uses within those.

674
675 Jeff said one option is to allow more uses in R-1 and/or R-2.

676
677 Craig said he has always believed mixed-density housing was beneficial as it tends to either
678 minimize or eliminate blighted areas. Craig asked Jeff if that still is a current thought process.

679
680 Jeff said yes, telling Craig that HKGi has worked with cities that are expanding uses, and also
681 that it is not necessary to create a new district.

682
683 Katie noted the City of Onalaska has had both the R-1 and R-2 districts “for a very long time”
684 and said most individuals tend to know what the city’s permitted uses are within each district.
685 Katie said an argument for creating an R-3 district is it would allow increased density. Katie also
686 said it would be logical to have a minimum square footage for a particular lot as it would remove
687 blighted areas and promote redevelopment. Katie said it is difficult to have an R-4 zoning next
688 to parcels zoned R-2 as many individuals believe an R-4 zoning means an apartment complex.

689
690 Craig said he believes defining residential usages and zones is a considerable challenge for the
691 city.

692
693 Ald. Binash cited the example of the apartment complex that was constructed north of Onalaska
694 Middle School and noted there are several single-family residential units located to the west of it.
695 Ald. Binash said the residents in that area had circulated a petition in an attempt to halt the
696 construction of the apartment complex. Ald. Binash noted part of the complex was reduced and
697 said, “I think it can show some of the complexities that can happen when you start mixing large
698 complex buildings in residential areas. I think for somebody who has a single-family [home] I
699 would be somewhat upset if all of a sudden I find I’m going to be facing a four-plex or a 10-plex
700 apartment or something larger when I moved into a single-family area. I do think we have to be
701 careful about what we do with these zonings so we don’t end up with large complexes next to
702 single-family homes.”

703
704 Skip said he disagrees with Ald. Binash, telling commission members he had not encountered
705 any problems with the residents of an apartment complex that was located behind the fence of his
706 single-family residence in Norfolk, Virginia. Skip said he currently resides in a single-family
707 neighborhood that is within sight of apartments and he stated, “I find no problem with that. I
708 hear complaints about, ‘We were promised it would all be single families and this is going to be
709 terrible.’ I think they don’t know what they’re talking about. I think the multi[family housing]
710 that we’re talking about, like the apartment [Ald. Binash] alluded to, [the developer] wanted to
711 put in a certain thing, and it would have been very high quality with underground parking and
712 everything else. People complained about it, so it was turned down. What was put in was

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18

713 allowed by the law, which is less than what he would have done. The area ended up with
714 something less, by the complaints of the people coming in and by the politicians listening to
715 them, which they should. They ended up with something less than they would have had
716 otherwise. They are worse off today because of their complaints, so I disagree. I think properly
717 mixed property with big buildings next to single-family homes, there is nothing wrong with that
718 as long as things are done right.”

719
720 Craig described what Skip had discussed as “a real tough area” as Plan Commission members
721 hear both sides. Craig said that while he understands Ald. Binash’s point of view, one of the
722 things that quickly seemed logical to him when he moved to the City of Onalaska was the use of
723 mixed density-type attitudes toward residential development. Craig said, “[It] kind of mitigated
724 the perpetuation of blighted areas. We don’t see a lot of those same types of areas that ... There
725 are some really seriously blighted areas [in the City of La Crosse], and there are a lot of reasons
726 for that. But I think mixed density can kind of offset some of that.” Craig reiterated he
727 understands Ald. Binash’s point of view and said he is uncertain he would want a seven-story
728 apartment complex next to his residence. However, Craig also said, “I don’t know that I
729 wouldn’t. It kind of depends on a lot of things. It’s definitely a double-edged sword.”

730
731 Jeff said, “Those are going to be uses that we’re going to talk about standards, whether they’re in
732 the same district or a different district.”

733
734 Craig said he sees communities that mandate the color of bricks that may be utilized, which he
735 finds “ridiculous.” Craig said while it is one thing to have general guidelines, he also has seen
736 communities abuse that privilege.

737
738 Jeff told Craig that HKGi will bring examples and said, “It usually doesn’t get to that detail. It’s
739 usually more about scale and placement of the buildings.”

740
741 Rita said she will be discussing the annotated outline found on page 38 of the draft copy and said
742 HKGi is proposing seven chapters in the new UDC. Rita said one method HKGi utilizes in
743 organizing chapters is to think about what individuals utilize more frequently. Rita said what
744 HKGi is proposing could change. HKGi is recommending that the city consider utilizing a
745 numbering system that helps users navigate through the code.

746
747 The annotated outline is as follows:

748
749 **Chapter 1: Introductory Provisions**

- 750 • **Division 1:** Authority
- 751 • **Division 2:** Interpretation
- 752 • **Division 3:** Nonconformities

753
754 **Chapter 2: Zoning Districts**

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- 755 • **Division 1:** General Provisions
- 756 • **Division 2:** Base Districts
 - 757 ○ Purpose Statements
 - 758 ○ Principal Uses Table
 - 759 ○ Accessory Uses Table
 - 760 ○ Lot Dimension Standards Table
 - 761 ○ Site Dimension Standards Table
- 762 • **Division 3:** Design Overlay Districts
- 763 • **Division 4:** Natural Resource Protection Overlay Districts
- 764 • **Division 5:** Use Specific Standards
 - 765 ○ Specific Residential Principal Uses
 - 766 ○ Specific Public and Institutional Uses
 - 767 ○ Specific Commercial Uses
 - 768 ○ Specific Industrial Uses
 - 769 ○ Specific Recreation and Open Space Uses
 - 770 ○ Specific Natural Resource and Agricultural Uses
 - 771 ○ Specific Utility and Transportation Uses
 - 772 ○ Specific Accessory Uses

773

774 **Chapter 3: General Development Standards**

- 775 • **Division 1:** Performance Standards (noise, emissions, odors)
- 776 • **Division 2:** Parking and Circulation
- 777 • **Division 3:** Landscaping
- 778 • **Division 4:** Fences and Hedges

779

780 **Chapter 4: Subdivision Standards**

- 781 • **Division 1:** Basic Subdivision Requirements
- 782 • **Division 2:** Subdivision Design Standards
 - 783 ○ Streets
 - 784 ○ Lots
 - 785 ○ Blocks
 - 786 ○ Required Improvements
 - 787 ○ Dedications

788

789 **Chapter 5: Administration and Procedures**

- 790 • **Division 1:** General Provisions
- 791 • **Division 2:** Site Related
 - 792 ○ Site Plan
 - 793 ○ Conditional Use Permit
 - 794 ○ Variance
 - 795 ○ Certificate of Appropriateness

- 796 • **Division 3:** Subdivision Related
- 797 ○ Minor Subdivision
- 798 ○ Major Subdivision
- 799 ○ Planned Unit Development (PUD)
- 800 ○ Downtown – PUD
- 801 ○ Traditional Neighborhood Development
- 802 ○ Conservation/Cluster Development
- 803 • **Division 4:** Ordinance or Plan Amendment Related
- 804 ○ Rezoning
- 805 ○ Text Amendment
- 806 • **Division 5:** Impact Studies
- 807 ○ Traffic
- 808 ○ Air Quality

809

810 **Chapter 6: Signage**

811

812 **Chapter 7: Definitions**

813

814 There will be a separate application manual that identifies what is to be submitted with each type
815 of application.

816

817 Craig said he is not fond of text amendments as they seem to be “reactive” in most applications
818 rather than thought through before taking proactive steps to remedy whatever caused the need for
819 the text amendment. Craig said that while he understands there needs to be allowance for text
820 amendments, he reiterated he does not like them.

821

822 Rita said it is essential to know what the procedure is, noting she had examined Chapter 8 of the
823 current UDC and discovered not every procedure is the same way.

824

825 Amanda said the city has taken the position that a public hearing is required any time there is an
826 amendment to the UDC as it is considered the city’s entire zoning ordinance. Amanda said, “I
827 think we’d like to get away from that because when you look at these chapters, Chapter 2, your
828 zoning districts, is actually arguably more your core zoning ordinance. Some of these fit more
829 appropriately by zoning ordinance as opposed to actually really being considered a zoning
830 ordinance. But because of the way the statute is written and there is no real statutory case law
831 driven zoning ordinance definition, it’s hard to determine when you need a public hearing and
832 not. I think we’re going to look at a way to structure that so perhaps when we amend our sign
833 code we don’t have to have a public hearing to make a small amendment.”

834

835 Ald. Binash said some developers “like to take the complex and move it to the ease of use. The
836 direction you’re going certainly does that.”

837

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21

838 Craig said developers “can almost do their own assessment.”

839

840 Jeff referred to “Future Lane Use: Commercial” on the “City of Onalaska Zoning and Future
841 Land Use Review” map and said anything that is outlined is not zoned consistent with the
842 Comprehensive Plan. Jeff noted it shows most of the State Road 16 corridor is guided in the
843 Comprehensive Plan to be Commercial, but it is zoned M-1.

844

845 Rita said HKGi is recommending removing all of the application material requirements from the
846 UDC because modern standards are not always reflected, and it is easier to update if it is not
847 included in the UDC. Rita said HGKi also is recommending a series of four modules, with each
848 one addressing different elements:

849

850 • **First module:** Chapter 2 (zoning districts) and Chapter 7 (definitions). This will include
851 examining the district purpose statements, zoning map, determining uses, examining the
852 CUP criteria, and proposed new zoning districts.

853 • **Second module:** Chapter 2 follow-up. This includes examining zoning maps and
854 different scenarios of how HKGi thinks the districts would be applied, examining
855 potential specific use standards, create a revised lot and site dimension table, and create
856 regulations for new zoning districts.

857

858 Amanda said there had been discussions about the possibility of voluntary rezoning and asked at
859 which stage this would occur.

860

861 Rita said she and Jeff believe there likely is a need to do some type of community engagement
862 somewhere between the first and second module. Rita said, “Once we get a better sense of what
863 districts we might want to have and what their purposes might be, that would be a good time to
864 go out and have some more community engagement. ... I could see that being a good time to
865 [say] this is what we’re approaching – not necessarily having a map that scares everybody – but
866 maybe having conversations or some way of talking with folks about that.” Rita said it also
867 might be a good time to discuss topics like urban farming, chickens, and accessory dwelling
868 units.

869

870 • **Third module:** Chapter 3 (General Development Standards), Chapter 4 (Subdivision
871 Standards), Chapter 6 (Signage). There likely will need to be further discussions
872 regarding the zoning map. There also will be discussions pertaining to parking,
873 landscaping, and screening.

874 • **Fourth module:** Chapter 1 (Introductory Provisions) and Chapter 5 (Administration and
875 Procedures).

876

877 Craig asked how identifiable nonconformities are in the beginning as compared to the end.

878

879 Rita said it is necessary to have provisions related to how to handle nonconforming uses and

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22

880 structures. Rita told Craig it is ideal to place it at the end, and it also is important to think about
881 how to write provisions that allow for continuation or addressing them. Rita said the
882 identification would focus on where nonconforming uses are being created. The standards would
883 address both uses and structures. Rita said she has termed nonconformities so it can cover both
884 uses and structures.

885
886 Katie said as staff and HKGi examines the city's districts and where they might be placed, they
887 also are cognizant of what exists today. Katie said if changes to certain areas are recommended,
888 it will be important to test the code so that additional nonconformities are not being created.

889
890 Rita said HKGi and staff have drafted a schedule that includes completing the modules by mid-
891 September. It will be necessary to meet every four to six weeks to attain this goal.

892
893 Katie said it is likely the modules will take two hours or more to discuss, and also that Tuesday
894 afternoons are an opportunity to hold publicly noticed Plan Commission meetings. The meetings
895 would be in addition to the regularly scheduled Plan Commission and Plan Commission
896 Subcommittee meetings. Katie said the goal would be to hold these meetings the third Tuesday
897 of the month. However, it might be necessary to hold the meetings the second Tuesday of the
898 month, which is the same day as the Common Council and Plan Commission Subcommittee
899 meetings. Katie said staff and HKGi are attempting to space out the early meetings so there are
900 opportunities for citizen engagement. Katie also said two groups in the community have
901 inquired about the status of the UDC rewrite.

902
903 Rita said the Plan Commission would begin with the first module in early April, with community
904 engagement occurring in early May. Rita noted there is additional community engagement
905 planned upon completion of the modules.

906
907 b. Community Development Authority (CDA) draft Redevelopment Plans for State Road 16
908 and Downtown Onalaska

909
910 Katie said the purpose of this evening's discussion is to allow the Plan Commission to hear the
911 first full draft of the plan. Katie also said that if both the CDA and the Common Council adopt
912 these plans, the Plan Commission will be the body that reviews Downtown PUDs and rezoning
913 requests. Katie noted the plans discuss different implementation methods and said that will
914 come under the purview of the Plan Commission.

915
916 Jeff said the city had laid out the study areas and given them to HKGi, and he noted both plans
917 are draft plans. The CDA reviewed both plans at its February 13 meeting, and Jeff said the plan
918 is for the CDA to approve the plans at its March 13 meeting. The plans then would go before the
919 Common Council for approval at its April 9 meeting.

920
921 Jeff highlighted the following from the Downtown Onalaska Draft Redevelopment Plans:

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- 960
- Each of the two studies has a project background area, existing conditions, input from key stakeholder meetings and the community open house held in January, redevelopment framework, and implementation strategy.
 - Regarding existing conditions in Downtown Onalaska, areas that were examined include zoning, the land use plan, and transportation, parks, trails and open spaces.
 - Redevelopment scoring focused on properties that have more potential for redevelopment compared to those that have less. The red and orange areas on the map have greater potential for redevelopment. The CDA has asked that the red areas be changed to green.
 - HKGi had examined the 2014 community survey, which had significant input regarding Downtown Onalaska and its potential. Input also was obtained at the stakeholder meetings and the open house.
 - The approach to the Downtown Onalaska Redevelopment Plan is to think of downtown as different types of districts, including the Downtown Core Mixed-Use District, Riverfront Residential, the Great River Road Business Corridor, and Downtown Mixed Residential. Each district has design guidelines related to land uses specific to that district, parking, driveways, and building design. Ideally, the design guidelines would be utilized when examining future development proposals.
 - There are two redevelopment scenarios: a targeted redevelopment scenario and a broader redevelopment scenario. A targeted redevelopment scenario means it has targeted properties or areas believed to have the most redevelopment potential. A broader redevelopment scenario examines where redevelopment might occur in the future, what types of buildings and uses are possible, and how parking might be addressed.
 - Main Street and Irvin Street are being studied as part of the transportation goals. Parking in the downtown district also is being studied, as is creating an enhanced alleyway, or paseo, between 3rd Avenue and State Trunk Highway 35.
 - Focus on trails and build out the rest of the Great River Landing project, particularly by the waterfront. Create a downtown loop that would go from 3rd Avenue to Irvin Street, next to the rail line, and then back on Elm Street to 3rd Avenue.
 - Regarding implementation, it is important to identify roles and responsibilities regarding who will help the plan come to fruition. The implementation section also identifies the official plan and regulations that would need to change. HKGi is recommending that the area along 3rd Avenue and along the riverfront be mixed residential areas, and it also is recommending amending the zoning.
 - Regarding redevelopment initiatives, the intent is to focus on the momentum around downtown's new open space assets, focus on constructing high-quality development and public realm (e.g. the Great River Landing, paseos), update the Zoning Code, pursue broader redevelopment opportunities (moving the Xcel Energy substation in the future).
 - Public financing tools (TIFs, special assessments) are identified.

961

962 Jeff highlighted the following from the State Road 16 Draft Redevelopment Plans:

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24

- 963
- 964 • There are large properties, and it is not obvious redevelopment will occur along this
- 965 corridor quickly or easily.
- 966 • Look at this corridor as having three different districts: East Gateway District (the city is
- 967 on both sides of State Road 16), Theater Road/Braund Street Mixed Use District, and
- 968 Braund Street/County Road PH Mixed Use District.
- 969 • The East Gateway District likely would continue to be primarily commercial in the
- 970 format of power centers or lifestyle centers.
- 971 • Both the Theater Road/Braund Street Mixed Use District and the Braund Street/County
- 972 Road PH Mixed Use District could be converted into new town villages. Jeff noted that
- 973 in many cases struggling shopping malls are being re-guided for mixed use. Although
- 974 Valley View Mall is located in the City of La Crosse, Jeff noted HKGi had met twice
- 975 with City of La Crosse officials regarding the direction of the mall and said if residential
- 976 redevelopment occurs in that area, there is potential for redevelopment both in the
- 977 Theater Road/Braund Street Mixed Use District and the Braund Street/County Road PH
- 978 Mixed Use District. There are outdated commercial buildings in these two districts, and
- 979 they are more likely to redevelop than the buildings to the east.
- 980 • The report examines the initiatives for what type of redevelopment could occur as well as
- 981 transportation, and parks, trails and open space.
- 982 • There are challenges associated with the Theater Road/State Road 16 intersection, and
- 983 also the Theater Road/County Road PH intersection. There is a general limitation on
- 984 roadway connections through this area. Perhaps there could be an underpass of Interstate
- 985 90 at Pralle Center Drive. Perhaps the private, commercial east-west road between
- 986 Theater Road and Pralle Center Drive to State Road 16 could become a public road over
- 987 time.
- 988 • If the parking requirements are substantially higher than they need to be and they
- 989 eventually are reduced, how much land will be opened up so that the property owners
- 990 may infill with smaller buildings.
- 991 • Create a backage road on the south side of State Road 16, behind the former Old Country
- 992 Buffet site. A road could be created on the backside of Valley View Mall so that
- 993 movement through this area would not be totally reliant on State Road 16.
- 994 • The plan recommends that the two triangle areas across from Valley View Mall be re-
- 995 guided for mixed use. They currently are guided for commercial. The goal would be that
- 996 the city would have a mixed-use zoning district.
- 997 • Provide another north-south option to Theater Road if there eventually is an underpass of
- 998 Interstate 90. This would require working with the properties east of this area. Another
- 999 connection could be Pralle Center Drive to the west to Theater Road.

1000

1001 **Item 11 – Review and Consideration of an Invoice from Hoisington Koegler Group, inc.**

1002 **(HKGi) for UDC/Zoning Ordinance Rewrite Project**

1003

**Plan Commission
of the City of Onalaska**
Tuesday, February 26, 2019
25

1004 Motion by Craig, second by Skip, to approve Invoice No. 018-021-0 from Hoisington Koegler
1005 Group, inc. (HKGi) for UDC/Zoning Ordinance Rewrite Project in the amount of \$747.50.

1006

1007 On voice vote, motion carried.

1008

1009 **Adjournment**

1010

1011 Motion by Mayor Chilsen, second by Steven, to adjourn at 9:09 p.m.

1012

1013 On voice vote, motion carried.

1014

1015

1016 Recorded by:

1017

1018 Kirk Bey