

**Plan Commission  
of the City of Onalaska**

Tuesday, June 23, 2020

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1 The Meeting of the Plan Commission of the City of Onalaska was called to order at 7:00 p.m. on  
2 Tuesday, June 23, 2020. It was noted that the meeting had been announced and a notice posted  
3 at City Hall.

4  
5 Roll call was taken, with the following members present: Mayor Kim Smith, Ald. Tom Smith,  
6 City Engineer Jarrod Holter, Jan Brock

7  
8 Also Present: Planning Manager Katie Aspenson, City Attorney Amanda Jackson, Ald. Diane  
9 Wulf

10  
11 Excused Absences: Skip Temte, Craig Breitsprecher

12  
13 **Item 2 – Approval of minutes from previous meeting**

14  
15 Motion by Ald. T. Smith, second by Jarrod, to approve the minutes from the previous meeting as  
16 printed and on file in the City Clerk’s Office.

17  
18 On voice vote, motion carried.

19  
20 **Item 3 – Public Input (limited to 3 minutes per individual)**

21  
22 Mayor K. Smith called three times for anyone wishing to provide public input and closed that  
23 portion of the meeting.

24  
25 **Consideration and possible action on the following items:**

26  
27 **Item 4 – Public Hearing: Approximately 7:00 P.M. (or immediately following Public Input)**  
28 **to consider a Conditional Use Permit request filed by Lori Kopecky of Wireless Planning,**  
29 **LLC of 2310 Mill Street, New London, WI 54961 on behalf of Atkinson Properties LLC,**  
30 **1109 Venture Place, Onalaska, WI 54650 and wireless carrier US Cellular, to replace six**  
31 **(6) existing antennas with six (6) new antennas and install nine (9) additional Remote Radio**  
32 **Units (RRU) and replacing / adding ancillary equipment to the existing telecommunications**  
33 **tower located at 1109 Venture Place, Onalaska, WI 54650. (Tax Parcel # 18-2401-0)**

34  
35 Mayor K. Smith opened the public hearing and called for anyone wishing to speak in favor of the  
36 Conditional Use Permit request.

37  
38 Mayor K. Smith called three times for anyone wishing to speak in favor of the Conditional Use  
39 Permit request and closed that portion of the public hearing.

40  
41 Mayor K. Smith called three times for anyone wishing to speak in opposition to the Conditional  
42 Use Permit request and closed the public hearing.

Reviewed 6/25/2020 by Katie Aspenson

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Katie said US Cellular is planning to modify the existing equipment located at 1109 Venture Place. The Structural Reanalysis Report was prepared by Edge Consulting Engineers, Inc. to determine whether the tower is structurally adequate to support both the existing and proposed loads pursuant to the Structural Standard for Antenna Supporting Structures and Antennas, ANSI/TIA-222-G. The results of their analysis state that the existing tower complies with the proposed modifications allowing the structure to “pass” and the project to proceed. Telecommunication structures and towers as an accessory use are permitted only by Conditional Use Permit per the Accessory Uses Table in Section 13.02.22-2 of the City of Onalaska Unified Development Code (UDC). Katie said while the city has no basis for denial of the CUP, it has found a basis to impose the following conditions:

1. 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.
2. 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.
3. 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 that 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.
4. 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 community.

Katie noted the public hearing had been held, and she said that only where no reasonable

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85 conditions could exist to allow the Conditional Use, may a Conditional Use Permit be denied.

86

87 Motion by Jarrod, second by Ald. T. Smith, to approve with the four stated conditions a  
88 Conditional Use Permit request filed by Lori Kopecky of Wireless Planning, LLC of 2310 Mill  
89 Street, New London, WI 54961 on behalf of Atkinson Properties LLC, 1109 Venture Place,  
90 Onalaska, WI 54650 and wireless carrier US Cellular, to replace six (6) existing antennas with  
91 six (6) new antennas and install nine (9) additional Remote Radio Units (RRU) and replacing /  
92 adding ancillary equipment to the existing telecommunications tower located at 1109 Venture  
93 Place, Onalaska, WI 54650. (Tax Parcel # 18-2401-0).

94

95 On voice vote, motion carried.

96

97 **Item 5 – Discussion regarding a Conceptual Plan proposed by Adam Aspenson of**  
98 **Traditional Trades Inc., 1641 Sand Lake Road, Onalaska, WI 54650 on behalf of Elmwood**  
99 **Partners Limited Partnership, 1859 Sand Lake Road, Onalaska, WI 54650 for the**  
100 **properties located at 1500 Sand Lake Road & Sand Lake Road, Onalaska, WI 54650. (Tax**  
101 **Parcels #'s: 18-4516-0 and 18-4515-0)**

102

103 Katie said the applicant is requesting feedback on the proposed Conceptual Plan on vacant  
104 farmland along the eastern side of Sand Lake Road. The Conceptual Plan includes the  
105 following:

106

- 107 • **Area A:** 2- and 3-unit townhomes with attached garages.
- 108 • **Area B:** Commercial use (ex. Professional offices).
- 109 • **Area C:** 3- to 4-story buildings containing 330 condominium units and underground  
110 parking.
- 111 • **Area D:** Mix of residential and commercial uses.
- 112 • **Area E:** Commercial use.

113

114 Katie said should the project continue to move forward, the applicant will be required to obtain a  
115 variety of city approvals, including but not limited to, rezoning the subject parcels, creation of a  
116 Planned Unit Development, and Platting and/or Certified Survey mapping. Katie said that in  
117 concert with this proposal is the potential for the City of Onalaska to create a new Tax Increment  
118 Financing District, which would allow the city to undergo a variety of utility and street  
119 infrastructure improvements to allow additional developable land on the subject parcels and  
120 ready the properties immediately south (Mayo-owned) for future development. If the city should  
121 choose to pursue the creation of a TIF District, the city would enter into a Development  
122 Agreement with the applicant/property owner to facilitate the overall development. Katie noted  
123 a letter from the applicant that describes the property in greater detail has been included in  
124 commission members' packets, as has the Conceptual Plan that shows the proposed building  
125 footprints, uses, and other site amenities. Katie also noted Adam Aspenson is available via

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126 telephone to answer questions, and she told commission members no action is being sought this  
127 evening. Rather, Adam is seeking feedback that will help him determine whether or not to  
128 proceed with this project.

129

130 Ald. T. Smith complimented the proposed development, and he asked, “There would be a lot of  
131 work [involving] Public Works and the TIF District, right? We would do that in conjunction  
132 with? Or is that something that would have to be done first? What would be the timeline to do  
133 both of those things?”

134

135 Jarrod told Ald. T. Smith he is correct that there are a variety of projects that have been outlined,  
136 noting there are needed infrastructure improvements in this area. Jarrod said a sanitary sewer  
137 would come from the intersection of Krause Road and County Trunk Highway S, and it would  
138 proceed south to U.S. Highway 53. Jarrod said there also would be watermain tie-ins to  
139 accommodate fire flows and the watermain connection to the city system. Jarrod said the city  
140 has secured the ponding area located next to Menards, noting the city owns the larger, deeper  
141 hole. The city also has secured the land located next to it for the Wisconsin Department of  
142 Transportation to expand that ponds.

143

144 Jarrod said, “The area that Elmwood owns and the Mayo/Menards property can all drain across  
145 the road. But those all require infrastructure improvements to get that water over there. If we do  
146 that, we can use the lands we have, have one location for maintenance, and then allow more land  
147 for development and more tax base in this area. The city has already invested in improvements  
148 over the years in this corridor; namely, the roundabout at Riders Club Road and Sand Lake Road,  
149 which was an improvement from about six or seven years ago. That was a large investment by  
150 the city. We have reconstructed Sand Lake Road from the roundabout up to the County Trunk  
151 S/SN intersection. That is designed for this traffic loading, but we are looking at the possibility  
152 of a roundabout at the intersection of S and SN. That would be another feature with this  
153 development that possibly would be moved forward, and also a connection from this  
154 development to the roundabout at Riders Club Road. We’ve identified infrastructure projects.  
155 We have those on a list. Moving forward, if this development would go forward those would be  
156 things that would have to be all spelled out either through a TIF or through a development  
157 agreement.

158

159 There would be infrastructure impacts to the area with this development. But I think overall the  
160 city is poised for this development. There’s been a lot of work over the last 30 years to put the  
161 city in a position where we have the availability of this land ... We do need improvements, but  
162 it’s been planned for. We’re just waiting until the time this development comes. I think we  
163 could phase this development if it came in so we could do those improvements as time went  
164 along. They wouldn’t all be needed the first day the first building went up, so we could phase  
165 those improvements as we went along, [and] as we saw the development happen.”

166

167 Ald. T. Smith noted the development will take a lot of the land, and he asked Jarrod if it will hit

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168 the base of the bluffs and create any issues.

169

170 Jarrod directed commission members to the aerial photograph included in their packet and noted  
171 it shows a trail along what he considers the base of the bluff. Jarrod said, “Where it gets steep  
172 going up the hill, that is where the trail will be, and/or the potential road that would serve the  
173 southern half of these two parcels. There would be some tree removal, but it would be very little  
174 in conjunction with what’s there. It would be mostly open space, green space, the bluffland  
175 itself. We wouldn’t be getting into any of the 30-percent slopes that you would see out there. I  
176 think we would be fine that way.”

177

178 Jan noted there appears to be a blank space on the first map, and she asked Jarrod if VCA Sand  
179 Lake Animal Hospital, which is located north of Riders Club Road, will remain there.

180

181 Jarrod told Jan it is a separate ownership from Elmwood Partners and said it will stay, adding it  
182 is not part of this proposed development. Jarrod referred to the blank area to which Jan had  
183 referred and said the aerial photograph shows a stormwater ponding area that is currently at that  
184 location. Jarrod said if the regional stormwater area can be put across the road as a larger  
185 Menards ponding area, those lands may be reallocated back to the development if the city is able  
186 to move the stormwater under Sand Lake Road and into the regional ponding area.

187

188 Jan asked Adam Aspenson if the large buildings located along Sand Lake Road are similar to the  
189 buildings located along the west side of Sand Lake Road.

190

191 **Adam Aspenson**  
192 **1641 Sand Lake Road**  
193 **Onalaska**

194

195 “Yes, those buildings will look similar to the one that’s already constructed on the other side of  
196 the road. It would be three to four stories with underground parking.”

197

198 Ald. T. Smith asked Adam if he would utilize a phased approach, also asking what he would start  
199 with and what his timeline would be.

200

201 Adam told Ald. T. Smith he would work in phases, with work on the first phase beginning in  
202 2021. Adam said he would start on the north end with Area A, Area B, and a section of Area C.  
203 Adam said, “Beyond that, it’s basically tied to future market conditions.”

204

205 Mayor K. Smith asked Katie, “Does that affect our ability to consider this for a TIF District? Or  
206 would that be meeting the requirements?”

207

208 Katie told Mayor K. Smith it is allowable and said the city likely would need to have the TIF  
209 District in effect prior to the end of September, which is the goal if the city decides to proceed

Reviewed 6/25/2020 by Katie Aspenson

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210 with this. Katie said Adam then would be able to proceed with a phased approach, adding, “As  
211 the development continues to grow, then they will need the city to do our part in terms of  
212 infrastructure outlay. It wouldn’t be immediate, so having them have the ability to begin the  
213 project allows the city to earn some increment, and then we begin doing the improvements  
214 thereafter. Having it on a phased approach is absolutely OK for a TIF District.”

215  
216 Jarrod referred to the color photograph included in commission members’ packets and pointed  
217 out the existing building Traditional Trades had constructed on the west side of Sand Lake Road.  
218 Jarrod said, “If you take that in comparison to the building that is shown on your map tonight,  
219 just to give you some scale ... This isn’t finalized yet; this is more of a bubble diagram. This  
220 will be another large building. It’s shown being pretty long – even longer than the one that’s out  
221 there today. ... I think the developer is looking at the same architectural treatments to break up  
222 that building. This will be one large building.”

223  
224 Jan noted she was concerned about the length of the building located along the west side of Sand  
225 Lake Road when it was constructed, but she said it is broken up nicely. Jan asked if it would  
226 appear as though motorists are driving through a tunnel if the development proceeds.

227  
228 Jarrod said the location of the building is a positive for this development as it would sit lower  
229 than the road. Jarrod said, “Elevation-wise, once you get that building in there, the first floor is  
230 basically going to be buried ... The road sits higher than the ground. By the time you get  
231 everything built in there, it’s going to blend pretty nicely into the terrain. ... That’s the way I  
232 visualize this piece.”

233  
234 Adam told commission members the proposed building will sit further away from Sand Lake  
235 Road than the existing building. Adam said that while it is a long building, it will be broken up  
236 with sections that bump back into the buildings so that it does not look so long and big. Adam  
237 said he agrees with Jarrod that the building sits lower than Sand Lake Road, so the height will  
238 not be nearly as high as the building located on the west side. Adam said, “We’ve been working  
239 with the architect out of Madison on how to break up this building and make it aesthetically  
240 pleasing for everybody and everybody who drives by. We took that tunnel concern into mind,  
241 and that’s why we pushed it away from Sand Lake a little bit further.”

242  
243 Mayor K. Smith inquired about a drawing located near the hill, asking if it represents apartments  
244 or something else.

245  
246 Adam told Mayor K. Smith there is a retention pond that butts up toward the hills, and he said  
247 there is another apartment building on the back side, with a retention pond of the back side of it.

248  
249 Mayor K. Smith asked if the middle will be a courtyard.

250  
251 Adam said the middle will be a type of courtyard with amenities that might include a pickleball

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252 court or gathering areas for tenants. Adam said, “We’re still trying to work out some of those  
253 details.”

254  
255 Jarrod told commission members city staff had examined the project with Adam, and he noted  
256 the street does not go directly through. Jarrod said, “We did look at this with the developer and  
257 thought it would lay out the best with not connecting the street in this area. That is something  
258 that I’m sure as we progress along, I just wanted to point it out so that way we knew that. The  
259 front of that building would have full fire access to get around and [also] EMS access. But  
260 there’s really no regional connection for the roadway itself. It’s going to be a local service. We  
261 didn’t have any reason to add more public street in there than we thought we needed to.”

262  
263 Mayor K. Smith asked Katie if she is seeking additional input, or if the Plan Commission has  
264 satisfied what she was looking for.

265  
266 Katie said Adam had been seeking feedback from the Plan Commission, and she asked Adam if  
267 he is seeking any specific feedback on his development proposal, or if he is satisfied with the  
268 feedback he has received thus far.

269  
270 Adam said he wanted to bring the concept plan before the Plan Commission, and he told  
271 commission members he will be bringing back this item with a rezoning application to the Plan  
272 Commission at its July 28 meeting. Adam told commission members he is eager to proceed and  
273 wanted to obtain any input they might have.

274  
275 **Item 6 – Review and Consideration of a Final Implementation Plan Application to create**  
276 **the Eagle Business Condo Association Planned Unit Development (PUD) filed by Adam**  
277 **Kirschner, Eagle Business Condo Association, 200 Mason Street #6, Onalaska, WI 54650**  
278 **on behalf of the Eagle Business Condo Association, 200 Mason Street, Onalaska, WI 54650**  
279 **for the parcel at 200 Mason Street, Onalaska:**

- 280
- |     |                              |                            |
|-----|------------------------------|----------------------------|
| 281 | • 200 Mason Street - Unit 1  | 200 Mason Street - Unit 2  |
| 282 | • 200 Mason Street - Unit 3  | 200 Mason Street - Unit 4  |
| 283 | • 200 Mason Street - Unit 5  | 200 Mason Street - Unit 6  |
| 284 | • 200 Mason Street - Unit 7  | 200 Mason Street - Unit 8  |
| 285 | • 200 Mason Street - Unit 9  | 200 Mason Street - Unit 10 |
| 286 | • 200 Mason Street - Unit 11 | 200 Mason Street - Unit 12 |
| 287 | • 200 Mason Street - Unit 13 | 200 Mason Street - Unit 14 |
| 288 | • 200 Mason Street - Unit 15 | 200 Mason Street - Unit 16 |
| 289 | • 200 Mason Street - Unit 17 | 200 Mason Street - Unit 18 |
| 290 | • 200 Mason Street - Unit 19 | 200 Mason Street - Unit 20 |

291  
292 1. Planned Unit Development: General Development Plan Application Fee of \$700.00  
293 (PAID).

Reviewed 6/25/2020 by Katie Aspenson

- 294  
295 2. Owner/developer to abide by the Site Plan Permit #070628  
296 a. Site Plan Fee of \$100.00.  
297 b. Owner shall abide by all conditions of Conditional Use Permit.  
298 1) CUP Fee of \$150.00  
299 2) Owner shall submit detailed layout, landscape, drainage, and erosions control  
300 plan in connection with site plan permit application.  
301 3) Owner shall submit list of permitted uses and restrictions to be adopted as part  
302 of this CUP. Permitted uses shall include M-1 principal uses plus the following:  
303 automotive upholstery , distributors, painting, printing, publishing,  
304 manufacturing, fabrication, packaging, and packing and assembly of the following  
305 products; plastics, wood, electrical devices, jewelry & instruments.  
306 4) Exterior storage and portable toilets shall be prohibited.  
307 5) Signage master plan shall be required.  
308 6) Owner shall submit enforcement procedures for condominium association.  
309 7) Owner shall submit typical building elevation and color schemes.  
310 8) Exterior storage of inoperable vehicles is prohibited.  
311 9) Owner/developer must pay all fees and have all plans reviewed and approved  
312 by the city prior to obtaining a building permit. Owner/developer must have all  
313 conditions satisfied and improvements installed per approved plans prior to the  
314 issuance of occupancy permit.  
315 10) Owner/developer must notify the city prior to any utility connection to public  
316 utilities.  
317 11) All conditions run with the land and are biding upon the original developer  
318 and all heirs, successors, and assigns. The sale or transfer of all or any portion of  
319 the property does not relieve the original developer from payment of any fees  
320 imposed or from meeting any other conditions.  
321 12) Any omissions of any conditions not listed in Plan Commission Minutes shall  
322 not release the developer/property owner from abiding by the City's Subdivision  
323 Ordinance and Zoning Code requirements.  
324 13) Owner shall submit Notice of Intent for storm water requirement.  
325 14) Owner shall submit a utility plan for review by city.  
326 c. Lots 3 & 4 shall be combined for condo plat.  
327 d. Owner shall submit project phasing plan.  
328 e. Owner shall submit copy of restrictive covenants.  
329 f. Sidewalk required – entire frontage.  
330 g. Green Fee applied at building permit unless previously paid.  
331 h. 1 - 2 ½“ caliper canopy tree required per 25’ of street frontage.  
332 i. NR216 permit required + Nol.  
333 j. Owner shall submit a detailed landscaping plan showing landscaping of rain gardens  
334 and parking lot periphery.  
335 k. All lighting shall be shielded down.

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- 336 l. All signage require permits.
- 337 m. Portable toilets are not permitted.
- 338 n. Exterior storage is prohibited.
- 339 o. 12' minimum required between structures.
- 340 p. Owner shall submit plan for lawn and landscape maintenance.
- 341 q. Knox box required – each unit – coordinate with Fire Department.
- 342 r. Hydrant may be required – coordinate with Fire Department.
- 343 s. Owner/developer must pay all fees and have all plans reviewed and approved by the
- 344 city prior to obtaining a building permit. Owner/developer must have all conditions
- 345 satisfied and improvements installed prior to the issuance of the occupancy permit.
- 346 t. Owner/developer must notify the city prior to any utility connection to city owned
- 347 utilities.
- 348 u. All conditions run with the land and are binding upon the original developer and all
- 349 heirs, successors, and assigns. The sale or transfer of all or any portion of the property
- 350 does not relieve the original developer from payment of any fees imposed from meeting
- 351 any other conditions.
- 352 v. Tracking pad shall be included on erosion plan.
- 353 w. As-builts required prior to first occupancy.
- 354 x. Utility plan must be reviewed and approved by City Engineer.
- 355 y. Coordinate Fire Department access with Fire Chief.

356  
357 3. In the event rebuilding is necessary, the applicant will be required to obtain a Site Plan  
358 Permit required for new development in advance of building permit applications, including  
359 detailed architectural plans, water, sewer, landscape, stormwater, drainage, erosion control, and  
360 other required information/plans (fire accessibility, hydrant locations, etc.). Development  
361 allowed to mirror existing site conditions as outlined in the Eagle Business Condo Association  
362 (EBCA) Planned Unit Development.

363  
364 4. Final Implementation Plan to be submitted for review and approval by the Plan  
365 Commission and Common Council to complete the creation of a Planned Unit Development.

366  
367 5. Owner/developer shall record with the La Crosse County Register of Deeds Planned Unit  
368 Development Final Implementation Plan Conditions of Approval tied to the development. These  
369 conditions shall not lapse or be waived as a result of any subsequent change in ownership of  
370 tenancy.

371  
372 6. If in the future the owner/developer creates Declaration of Covenants, Conditions and Deed  
373 Restrictions, etc. that at a minimum address maintenance, repair, and replacement of parking  
374 lots/private drives, the buildings including all common areas and green spaces, stormwater  
375 management/easement areas, as well as any ownership or use restrictions for the  
376 parcel/development; a copy shall be provided to the Planning Department and recorded at the La  
377 Crosse County Register of Deeds. Any amendments to the aforementioned document to be

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378 recorded at the La Crosse County Register of Deeds and a copy provided to the Planning  
379 Department.

380

381 7. Owner/developer shall pay all fees and have all plans reviewed and approved by the City  
382 prior to obtaining a building permit. Owner/developer must have all conditions satisfied and  
383 improvements installed per approved plans prior to issuance of occupancy permits.

384

385 8. All conditions run with the land and are binding upon the original developer and all heirs,  
386 successors and assigns. The sale or transfer of all or any portion of the property does not relieve  
387 the original developer from payment of any fees imposed or from meeting any other conditions.

388

389 9. Any omissions of any conditions not listed in minutes shall not release the property  
390 owner/developer from abiding by the City's Unified Development Code requirements.

391

392 Katie noted both the Plan Commission and the Common Council had approved the General  
393 Development Plan for the Eagle Business Condo Association, and she said the Final  
394 Implementation Plan is the second part. Katie said nothing has changed from the General  
395 Development Plan to the Final Implementation Plan, and she told commission members the  
396 applicant is requesting the same thing he had previously requested. Katie noted the conditions of  
397 approval were updated to accommodate the landscaping that was requested to be deleted, and she  
398 said it has been instilled in the final conditions of approval. Katie noted there are nine conditions  
399 of approval tied to this development.

400

401 Motion by Ald. T. Smith, second by Jarrod, to approve with the nine stated conditions a Final  
402 Implementation Plan Application to create the Eagle Business Condo Association Planned Unit  
403 Development (PUD) filed by Adam Kirschner, Eagle Business Condo Association, 200 Mason  
404 Street #6, Onalaska, WI 54650 on behalf of the Eagle Business Condo Association, 200 Mason  
405 Street, Onalaska, WI 54650 for the parcel at 200 Mason Street, Onalaska, Units 1 through 20.

406

407 On voice vote, motion carried.

408

409 **Adjournment**

410

411 Motion by Ald. T. Smith, second by Jarrod, to adjourn at 7:29 p.m.

412

413 On voice vote, motion carried.

414

415

416 Recorded by:

417

418 Kirk Bey