

**Plan Commission
of the City of Onalaska**

Tuesday, December 21, 2021

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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, December 21, 2021. It was noted that the meeting had been announced and a notice
3 posted at City Hall.

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5 Roll call was taken, with the following members present (either in person or remotely): Mayor
6 Kim Smith, City Engineer Jarrod Holter, Jan Brock, Skip Temte, Craig Breitsprecher, Gargi
7 Chaudhuri

8
9 Also Present (either in person or remotely): City Administrator Eric Rindfleisch, Planning
10 Manager Katie Aspenson, Deputy City Clerk Stacy Wilk, Planning Associate Erin Duffer, Fire
11 Chief Troy Gudie, Ald. Diane Wulf, Ald. Dan Stevens

12
13 Excused Absence: Ald. Tom Smith

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15 **Item 2 – Consideration and action on minutes from the previous meeting**

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17 Motion by Skip, second by Jarrod, to approve the minutes from the previous meeting as printed
18 and on file in the City Clerk’s Office.

19
20 On voice vote, motion carried.

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

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

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

28
29 **Item 4 – Public Hearing for a Conditional Use Permit (CUP) application to remove three**
30 **(3) antennas and replace with six (6) antennas and remove six (6) remote radio units**
31 **(RRUs) and replace with six (6) RRUs as well as other improvements to the existing**
32 **telecommunications tower and ground equipment located at 1033 2nd Avenue SW,**
33 **Onalaska. Tax Parcel #18-939-0. Applicants: Kendall Communications, T-Mobile and**
34 **2GFJ, LLP.**

- 35
36 1. Owner/developer shall pay all fees and have all plans reviewed and approved by the City
37 prior to obtaining applicable building permits. Owner/developer must have all conditions
38 satisfied and improvements installed per approved plans prior to issuance of occupancy
39 permits.
40
41 2. All conditions run with the land and are binding upon the original developer and all heirs,
42 successors and assigns so long as the conditional use is being actively used.

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- 43
44 3. Owner/developer shall abide by the City's Ordinances, Unified Development Code and
45 Building Code requirements, as amended.
46
47 4. The Conditional Use Permit shall be reviewed every five (5) years to ensure continued
48 use.

49
50 Mayor K. Smith opened the public hearing and called for anyone wishing to speak in favor of the
51 Conditional Use Permit application.

52
53 Mayor K. Smith called three times for anyone wishing to speak in favor of the Conditional Use
54 Permit application and closed that portion of the public hearing.

55
56 Mayor K. Smith called three times for anyone wishing to speak in opposition to the Conditional
57 Use Permit application and closed the public hearing.

58
59 Per the information included in commission members' packets, this Conditional Use Permit
60 (CUP) is requested to allow US Cellular to modify the existing telecommunication structure.
61 The telecommunications structure is a 118-foot tall monopole and T-Mobile will be removing
62 three antennas and six Remote Radio Units (RRUs), and replacing with six new antennas and six
63 RRUs as well as additional ancillary equipment. Adding the additional antennae is intended to
64 improve the range and quality of service for the area served by the tower. At the ground level,
65 equipment change-outs will occur for new cabinets and associated equipment. The Structural
66 Analysis Report as prepared
67 by Mission 1 Communications was performed in accordance with the TIA-222-H Standard. The
68 results of the analysis show that the existing tower foundation is structurally for the proposed
69 improvements.

70
71 Telecommunication structures and towers are permitted only by Conditional Use Permit as stated
72 in Section 13.02.22, per the Principal Uses Table 13.02.22-1, and pursuant to standards set forth
73 in Section 13.05.22. While the city has no basis for denial of the CUP, it has found a basis to
74 impose the following conditions:

- 75
76 1. Owner/developer shall pay all fees and have all plans reviewed and approved by the City
77 prior to obtaining a building permit. Owner/developer must have all conditions satisfied
78 and improvements installed per approved plans prior to issuance of occupancy permits.
79 **Substantial Evidence:** This condition provides notice to the owner/developer that they
80 are to follow procedure for orderly development in the City of Onalaska in order to
81 promote the health, safety and welfare of the City.
82
83 2. All conditions run with the land and are binding upon the original developer and all heirs,
84 successors and assigns so long as the conditional use is being actively used. **Substantial**

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85 **Evidence:** This condition acknowledges and provides public notice of the term and
86 puts the owner/developer and future owners on notice that they are bound by the
87 conditions and that they can continue the use as long as they follow the conditions and
88 actively use the conditional use.

89
90 3. Owner/developer shall abide by the City’s Ordinances, Unified Development Code and
91 Building Code requirements, as amended. **Substantial Evidence:** This condition assures
92 that the owner/developer understands they must follow the City’s Unified Development
93 Code and Building Code, which they are required to follow in every way and that as they
94 are receiving the benefit of being allowed to have a use that is not within the standards of
95 the City’s zoning code, failure to follow City ordinances may result in loss of their
96 conditional use permit.

97
98 4. The Conditional Use Permit shall be reviewed every five (5) years to ensure continued
99 use. **Substantial Evidence:** This shifts the burden to the owner of the property to
100 provide proof that the use is active and continuing. Ensuring that existing permits are still
101 valid and being properly used ensures compliance with the City’s procedures and
102 ordinances and promotes interaction and communication with the City which further
103 orderly development and the health, safety and welfare of the City.

104
105 Motion by Skip, second by Gargi, to approve with the four stated conditions a Conditional Use
106 Permit (CUP) application to remove three (3) antennas and replace with six (6) antennas and
107 remove six (6) remote radio units (RRUs) and replace with six (6) RRUs as well as other
108 improvements to the existing telecommunications tower and ground equipment located at 1033
109 2nd Avenue SW, Onalaska. Tax Parcel #18-939-0. Applicants: Kendall Communications, T-
110 Mobile and 2GFJ, LLP.

111
112 On voice vote, motion carried.

113
114 **Item 5 – Public Hearing for a General Development Plan application to create a Planned**
115 **Unit Development (PUD) to facilitate a proposed drive-through canopy addition and other**
116 **site improvements to Blain’s Farm & Fleet and request deviations from the Unified**
117 **Development Code relating to parking spaces, parking setbacks, common open space, off-**
118 **street parking area landscaping/parking lot islands and drive-through facilities located at**
119 **9438 State Road 16, Onalaska. Tax Parcel #18-3643-1. Applicant: Farm & Fleet of Rice**
120 **Lake, Inc. & Paragon Associates.**

- 121
122 1. Planned Unit Development Fee for \$700.00 dollars (PAID).
123
124 2. Site Plan Permit is required for new development in advance of building permit
125 applications, including detailed architectural plans, landscape, drainage, utility, erosion

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- 126 control, fire accessibility and other required information/plans. Any future improvements
127 to this parcel may be subject to additional City permits (i.e., building permits).
128
- 129 3. Final Implementation Plan to be submitted for review and approval by the Plan
130 Commission and Common Council prior to any development activities.
131
- 132 4. Owner/developer shall provide the City with a check in the amount of \$30.00 made
133 payable to the La Crosse County Register of Deeds. The City shall cause to be recorded
134 the legal description of the Planned Unit Development and the Conditions of Approval
135 tied to the development. These conditions shall not lapse or be waived as a result of any
136 subsequent change in ownership of tenancy.
137
- 138 5. Owner/developer shall pay all fees and have all plans reviewed and approved by the City
139 prior to obtaining a building permit. Owner/developer must have all conditions satisfied
140 and improvements installed per approved plans prior to issuance of occupancy permits.
141
- 142 6. All conditions run with the land and are binding upon the original developer and all heirs,
143 successors and assigns. The sale or transfer of all or any portion of the property does not
144 relieve the original developer from payment of any fees imposed or from meeting any
145 other conditions.
146
- 147 7. Any omissions of any conditions not listed in committee minutes shall not release the
148 property owner/developer from abiding by the City's Unified Development Code
149 requirements.
150
- 151 8. **Planned Unit Development Request #1.** Owner/developer is allowed to waive the
152 required fifteen (15) percent open space requirement.
153
- 154 9. **Planned Unit Development Request #2.** Owner/developer is allowed to reduce the
155 required number of parking stall by ten (10%) percent for a High Intensity Retail use.
156
- 157 10. **Planned Unit Development Request #3.** Owner/developer is allowed to waive the
158 required five (5) foot setback for parking lots along the State Road 16 frontage.
159
- 160 11. **Planned Unit Development Request #4.** Owner/developer is allowed to have a drive-
161 through facility between the principal structure and Interstate 90 as shown on the attached
162 Site Plan, waiving the requirement found in Section 13.02.68.H.2. related to location of
163 drive-through facilities.
164
- 165 12. **Planned Unit Development Request #5.** Owner/developer is allowed to reduce the
166 required amount of landscaping (site landscaping, interior parking islands) as shown on
167 the attached Site Plan.

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168
169 Mayor K. Smith opened the public hearing and called for anyone wishing to speak in favor of a
170 General Development Plan application to create a Planned Unit Development (PUD) to facilitate
171 a proposed drive-through canopy addition and other site improvements to Blain’s Farm & Fleet
172 and request deviations from the Unified Development Code relating to parking spaces, parking
173 setbacks, common open space, off-street parking area landscaping/parking lot islands and drive-
174 through facilities.

175
176 **David Wynn, Farm & Fleet of Rice Lake, Inc.**
177 **P.O. Box 5391**
178 **Janesville**

179
180 David Wynn spoke in support of the General Development Plan.

181
182 Mayor K. Smith called three times for anyone else wishing to speak in favor of a General
183 Development Plan application to create a Planned Unit Development (PUD) to facilitate a
184 proposed drive-through canopy addition and other site improvements to Blain’s Farm & Fleet
185 and request deviations from the Unified Development Code relating to parking spaces, parking
186 setbacks, common open space, off-street parking area landscaping/parking lot islands and drive-
187 through facilities, and closed that portion of the public hearing.

188
189 Mayor K. Smith called three times for anyone wishing to speak in opposition to a General
190 Development Plan application to create a Planned Unit Development (PUD) to facilitate a
191 proposed drive-through canopy addition and other site improvements to Blain’s Farm & Fleet
192 and request deviations from the Unified Development Code relating to parking spaces, parking
193 setbacks, common open space, off-street parking area landscaping/parking lot islands and drive-
194 through facilities, and closed the public hearing.

195
196 Per the information included in commission members’ packets, this PUD request is to allow for
197 deviations and exceptions to Unified Development Code standards for a proposed project
198 (additions to Farm & Fleet) located at 9438 State Road 16. The proposed project includes a new
199 drive-through canopy on the rear of the building and two building additions located on the front
200 and side of the building. The project will also include additional site landscaping and
201 reconfiguration of portions of the parking lot to better improve site circulation. In particular, the
202 developer asks to deviate from the Unified Development Code in five areas including the
203 reduction of common open space, reduced parking lot pavement setback, reduced number of
204 parking spaces, and reduced off-street parking area landscaping requirements.

205
206 Per the PUD Overlay District – Standards for Review, Section E (“Dimensional and Design
207 Standards”), the following standards were noted in the packet:

208
209 **Open Space:** As stated by the applicant, there is very little open space on the existing site, with

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210 nearly full impervious surface comprised of parking/storage areas and the building. To
211 encourage visual quality, the applicant proposed additional planting islands in the parking lot.

- 212 • City staff are in support of this request as during initial construction, open space was not
213 a consideration. The provision of additional planting island adds softer elements to the
214 site and brings the property closer to conformance with the UDC. Outside of the fenced
215 storage, the site is fully accessible by the public for commerce purposes.

216
217 **Parking:** The applicant requests a deviation from UDC Section 13.03.21., Table 13.03.21-1, the
218 minimum off-street parking spaces required for High Intensity Retail. High Intensity Retail
219 requires one stall per 250 SF and the proposed structure is approximately 125,955 SF which
220 requires 504 parking stalls. The applicant proposes 449 stalls to serve the development,
221 requesting a 10-percent reduction in required parking. The applicant further requests deviation
222 from UDC Section 13.03.21.B.3.c, which requires a 5-foot parking lot setback from a parcel line.
223 The parking lot serving the development today has zero setback from State Road 16, as it was
224 originally constructed. The applicant requests to not provide this setback only along State Road
225 16 due to the shape of the parking lot as the 5-foot setback would shift the entire parking lot
226 north and would cause the necessary removal of a minimum of 14 parking stalls.

- 227 • City staff are in support of the request to reduce the parking requirement by 10 percent.
228 The redesign of the parking lot will add nine new stalls, bringing the total to 449 parking
229 stalls to serve the development. Seldom are all of the parking stalls utilized at any given
230 time.
- 231 • City staff are in support of the request to not provide a five (5) foot parking setback along
232 State Road 16. The remainder of the site is in conformance with required setbacks and as
233 the pavement exists today, a reduction of stalls would be more detrimental to the overall
234 development and would increase the previous request to 14-15 percent parking space
235 reduction.

236
237 **Circulation/Access:** The applicant proposes to improve interior site circulation with the
238 addition of the proposed pick-up canopy and updating the existing pick-up route around the
239 eastern side and rear of the building. The applicant is required to adhere to Section 13.02.68.H
240 (standards for drive-through facilities) which detail regulations pertaining to locations/setbacks,
241 limit of 1 lane, hours of operation, screening, maximum noise requirements, and vehicle
242 stacking. Due to the site configuration of the property, the applicant is requesting to waive
243 requirement 13.02.68.H.2. which does not allow such facilities to be located between the
244 principal structure and public street.

- 245 • City staff are in support of this request based upon the site circulation which has been
246 designed to allow for ample vehicle stacking, wrapping around the structure adjacent to
247 rights-of-way on the eastern and northern parcel boundaries. The rights-of-way in this
248 case include Interstate 90 and the off-ramp with are located at a higher elevation than the
249 drive-through facility which should have little effect on drivers.

250
251 **Landscaping:** Applicant requests reduction of UDC Section 13.03.31.E Landscaping
Reviewed 12/28/2021 by Erin Duffer

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252 requirements including 1 square foot of landscaping for every 10 square feet of parkable area
253 (10% minimum), for parking lots with over fifty (50) parking stalls – an additional 3 percent of
254 landscaped islands be provided, and reduced number of parking lot islands installed every 15
255 stalls. The applicant is providing all the necessary required tree plantings throughout the site.

- 256 • City staff are in support of this request, as currently 2 percent of landscaping exists and
257 with additional site landscaping, they intend to provide 6 percent. Of the 3 percent
258 required landscaped islands, the applicant proposes 2 percent – an increase from today
259 (less than 1 percent). The landscaped islands are proposed to be installed within the areas
260 shown for construction. Where pavement replacement/parking redesign is set to occur,
261 new parking lot islands are being added which satisfy the new requirement. The
262 remainder of the parking lot was constructed prior to this requirement and is not being
263 impacted as part of the development. To add the additional required landscaping, the
264 applicant would be required to lose more parking stalls.

265

266 Motion by Jarrod, second by Gargi, to approve with the 12 stated conditions a General
267 Development Plan application to create a Planned Unit Development (PUD) to facilitate a
268 proposed drive-through canopy addition and other site improvements to Blain’s Farm & Fleet
269 and request deviations from the Unified Development Code relating to parking spaces, parking
270 setbacks, common open space, off-street parking area landscaping/parking lot islands and drive-
271 through facilities located at 9438 State Road 16, Onalaska. Tax Parcel #18-3643-1. Applicant:
272 Farm & Fleet of Rice Lake, Inc. & Paragon Associates.

273

274 On voice vote, motion carried.

275

276 **Item 6 – Public Hearing for a Unified Development Code (UDC) text amendment related to**
277 **regulations for privacy screens as accessory structures and updating UDC definitions.**

278 **Applicant: City of Onalaska**

279

280 Mayor K. Smith opened the public hearing and called for anyone wishing to speak in favor of a
281 Unified Development Code (UDC) text amendment related to regulations for privacy screens as
282 accessory structures and updating UDC definitions.

283

284 Mayor K. Smith called three times for anyone wishing to speak in favor of a Unified
285 Development Code (UDC) text amendment related to regulations for privacy screens as
286 accessory structures and updating UDC definitions and closed that portion of the public hearing.

287

288 Mayor K. Smith called three times for anyone wishing to speak in opposition to a Unified
289 Development Code (UDC) text amendment related to regulations for privacy screens as
290 accessory structures and updating UDC definitions and closed the public hearing.

291

292 Per the information included in commission members’ packets, City of Onalaska staff proposes
293 the following language:

Reviewed 12/28/2021 by Erin Duffer

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Section 13.06.13.B (“Accessory Structures”)

3. Retaining walls are allowed as follows:
 - c. Retaining walls must be setback a minimum of 3 feet from street rights-of-way.
4. Privacy Screens are allowed as follows:
 - a. Privacy screens are allowed up to 8 feet in height.
 - b. Privacy screens are allowed up to 20 feet in overall length.
 - c. Privacy screens shall adhere to setback locations for accessory structures in residential districts as set forth in B.6 below.
 - d. Privacy screen building materials and design shall be approved by the Zoning Administrator prior to construction. Acceptable building materials include, but are not limited to, lattice, masonry, treated wood, plastics, ironwork or equivalent material.

Section 13.06.13.A (“Use Definitions”)

- **Fence:** An artificially constructed barrier for the purpose of separating property or for screening, enclosing or protecting the property within its perimeter.
- **Privacy Screen:** An artificially constructed visual barrier for the purpose of obscuring patios, deck, courtyards, and other similar outdoor features from observation by persons outside the perimeter of the property.

Motion by Skip, second by Jan, to approve a Unified Development Code (UDC) text amendment related to regulations for privacy screens as accessory structures and updating UDC definitions. Applicant: City of Onalaska.

On voice vote, motion carried.

Item 7 – Final Implementation Plan application to create a Planned Unit Development (PUD) to facilitate a proposed drive-through canopy addition and other site improvements to Blain’s Farm & Fleet and request deviations from the Unified Development Code relating to parking spaces, parking setbacks, common open space, off-street parking area landscaping/parking lot islands and drive-through facilities located at 9438 State Road 16, Onalaska. Tax Parcel #18-3643-1. Applicant: Farm & Fleet of Rice Lake, Inc. & Paragon Associates.

1. Planned Unit Development Fee for \$700.00 dollars (PAID).
2. Site Plan Permit is required for new development in advance of building permit applications, including detailed architectural plans, landscape, drainage, utility, erosion control, fire accessibility and other required information/plans. Any future improvements to this parcel may be subject to additional City permits (i.e., building permits).

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- 336 3. Owner/developer shall provide the City with a check in the amount of \$30.00 made
337 payable to the La Crosse County Register of Deeds. The City shall cause to be recorded
338 the legal description of the Planned Unit Development and the Conditions of Approval
339 tied to the development. These conditions shall not lapse or be waived as a result of any
340 subsequent change in ownership of tenancy.
341
- 342 4. Owner/developer shall pay all fees and have all plans reviewed and approved by the City
343 prior to obtaining a building permit. Owner/developer must have all conditions satisfied
344 and improvements installed per approved plans prior to issuance of occupancy permits.
345
- 346 5. All conditions run with the land and are binding upon the original developer and all heirs,
347 successors and assigns. The sale or transfer of all or any portion of the property does not
348 relieve the original developer from payment of any fees imposed or from meeting any
349 other conditions.
350
- 351 6. Any omissions of any conditions not listed in committee minutes shall not release the
352 property owner/developer from abiding by the City's Unified Development Code
353 requirements.
354
- 355 7. **Planned Unit Development Request #1.** Owner/developer is allowed to waive the
356 required fifteen (15) percent open space requirement.
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- 358 8. **Planned Unit Development Request #2.** Owner/developer is allowed to reduce the
359 required number of parking stall by ten (10%) percent for a High Intensity Retail use.
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- 361 9. **Planned Unit Development Request #3.** Owner/developer is allowed to waive the
362 required five (5) foot setback for parking lots along the State Road 16 frontage.
363
- 364 10. **Planned Unit Development Request #4.** Owner/developer is allowed to have a drive-
365 through facility between the principal structure and Interstate 90 as shown on the attached
366 Site Plan, waiving the requirement found in Section 13.02.68.H.2. related to location of
367 drive-through facilities.
368
- 369 11. **Planned Unit Development Request #5.** Owner/developer is allowed to reduce the
370 required amount of landscaping (site landscaping, interior parking islands) as shown on
371 the attached Site Plan.
372

373 Motion by Jarrod, second by Jan, to approve with the 11 stated conditions a Final
374 Implementation Plan application to create a Planned Unit Development (PUD) to facilitate a
375 proposed drive-through canopy addition and other site improvements to Blain's Farm & Fleet
376 and request deviations from the Unified Development Code relating to parking spaces, parking
377 setbacks, common open space, off-street parking area landscaping/parking lot islands and drive-

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378 through facilities located at 9438 State Road 16, Onalaska. Tax Parcel #18-3643-1. Applicant:
379 Farm & Fleet of Rice Lake, Inc. & Paragon Associates.

380

381 On voice vote, motion carried.

382

383 **Item 8 – Affidavit of Correction to the Crestwood Estates Plat to rename “Crestwood**
384 **Circle” to “Crestwood Court.” Applicant: City of Onalaska**

385

386 Motion by Jarrod, second by Skip, to approve an Affidavit of Correction to the Crestwood
387 Estates Plat to rename “Crestwood Circle” to “Crestwood Court.” Applicant: City of Onalaska.

388

389 On voice vote, motion carried.

390

391 **Item 9 – Discussion of Downtown Parking Analysis Report & Neighborhood Parking**
392 **Survey**

393

394 The discussion related to Item 9 is unavailable due to technical difficulties. No action was taken.

395

396 **Adjournment**

397

398 Motion by Jarrod, second by Gargi, to adjourn at 7:55 p.m.

399

400 On voice vote, motion carried.

401

402

403 Recorded by:

404

405 Kirk Bey