## AGENDA CITY OF STURGEON BAY CITY PLAN COMMISSION

Wednesday, March 16, 2016 7:00 p.m. Council Chambers, City Hall 421 Michigan Street

- 1. Roll call.
- 2. Adoption of agenda.
- 3. Approval of minutes from February 17, 2016.
- 4. Public comment on non-agenda items.
- 5. Consideration of: Final Planned Unit Development for New Urban Focus, Inc., 49 N. Madison Avenue.
- 6. Adjourn.

## NOTE: DEVIATION FROM THE AGENDA ORDER SHOWN MAY OCCUR.

Notice is hereby given that a majority of the Common Council may be present at this meeting to gather information about a subject over which they have decision-making responsibility. If a quorum of the Common Council does attend, this may constitute a meeting of the Common Council and is noticed as such, although the Common Council will not take any formal action at this meeting.

Plan Commission Members:
Rick Wiesner – Chair
Ron Vandertie
Mike Gilson
Laurel Brooks
Jeff Norland
Robert Starr
Dennis Statz

2:00 p.m. 3/11/16 CN

## CITY PLAN COMMISSION

Wednesday, February 17, 2016

A meeting of the City Plan Commission was called to order at 7:00 p.m. by Chairperson Rick Wiesner in Council Chambers, City Hall, 421 Michigan Street.

**Roll call:** Members Rick Wiesner, Ron Vandertie, Jeff Norland, Bob Starr, Dennis Statz, and Laurel Brooks were present. Excused: Member Mike Gilson. Also present were Planner/Zoning Administrator Ryan Kernosky, Community Development Director Marty Olejniczak, and Community Development Secretary Cheryl Nault.

Adoption of agenda: Moved by Mr. Statz, seconded by Ms. Brooks to adopt the following agenda:

- 1. Roll call.
- 2. Adoption of agenda.
- 3. Approval of minutes from January 20, 2016.
- 4. Public comment on non-agenda items.
- 5. Zoning map amendment from Light Industrial (I-1) to Single-Family Residential (R-1) for Arthur and Darlene Hohlfelder, for property located on Columbia Avenue, parcel #'s 281-66-12001401 and 281-66-12001402.

Presentation:

Public Hearing:

Consideration of:

6. Adjourn.

Carried.

**Approval of minutes from January 20, 2016:** Moved by Ms. Brooks, seconded by Mr. Norland to approve the minutes from January 20, 2016. All ayes. Carried.

Public comment on non-agenda items: No one spoke during public comment.

Zoning map amendment from Light Industrial (I-1) to Single-Family Residential (R-1) for Arthur and Darlene Hohlfelder, for property located on Columbia Avenue, parcel #'s 281-66-12001401 and 281-66-12001402:

**Presentation:** Mr. Kernosky explained that the property is located in the existing Precision Industrial Park. Other than the Cadence building, no other development has occurred in that area. Wetlands are found in and out of the parcels on the west end of the industrial park. The plan is to spit the lots from two lots to four lots. If the lots were split they would comply with both the Light Industrial and Single-Family Residential zoning standards.

Mr. Hohlfelder stated that they had purchased two lots, each over two acres, with the intention of splitting them to create four residential lots. There is a majority of new homes in the area. The driveways would face Columbia Avenue. Sewer and water already exists.

**Public Hearing:** Chairperson Wiesner opened the public hearing at 7:05 p.m. No one spoke during the hearing. There was no correspondence. The public hearing was declared closed at 7:06 p.m.

**Consideration of:** Commission members discussed the request. Mr. Olejniczak stated that the Comprehensive Plan identifies this area for mixed residential development, with the wetland area as open space. He added that it would be ideal to transition from the Industrial to Two-Family Residential to Single-Family Residential.

It was moved by Mr. Statz, seconded by Ms. Brooks to vote on the request at this meeting. All ayes. Carried.

Moved by Mr. Statz, seconded by Ms. Brooks to recommend to Council to approve a zoning map amendment from Light Industrial (I-1) to Single-Family Residential (R-1) for Arthur and Darlene Hohlfelder, for property located on Columbia Avenue, parcel #281-66-12001401 and #281-66-12001402. All ayes. Carried.

**Adjourn:** Moved by Mr. Starr, seconded by Mr. Norland to adjourn. Carried. Meeting adjourned at 7:14 p.m.

Respectfully submitted,

Cheryl Nault

Community Development Secretary

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## STAFF REPORT TO CITY PLAN COMMISSION Final PUD – The Bay Lofts Mixed-Use Development

**Background:** New Urban Focus, Inc. (Jeff Gillis, Agent) petitions for approval of a Final Planned Unit Development (PUD) for a mixed-use 35 unit apartment building with roughly 3,200 square feet of commercial space located on the former Harbor Place Shoppes site (49 N Madison Avenue).

The Final PUD approval process does not require a public hearing, but a recommendation by the Plan Commission to the Common Council, and formal decision by the Council to approve or deny the Final PUD request is required. If approved, an ordinance to formally change the property's zoning classification to PUD must be enacted.

The current zoning classification is C-2, Central Business District. The proposed uses within the development conform to the C-2 district, but the PUD is necessary for the project since it exceeds C-2 limits for the residential density (35 units vs. 14 units) and building height (47 feet vs. 45 feet). In addition, some of the parking spaces are less than the required width of 9 feet and portions of the building are closer to the street than the usual 15-foot setback.

**Comprehensive Plan:** The future land use map of the City of Sturgeon Bay identifies that parcel as *Central Business District Commercial* which is described as:

This area is the main business "core" of the City. It includes a range of retail, service, office, entertainment and institutional uses within a geographically compact setting near the center of the City. The Central Business District is intended to be the emphasis of the community's retail activity.

The City has also adopted the West Waterfront Redevelopment Plan, which addresses this area more specifically and has greater detail of development goals and objectives. This site was included in this plan, where it was recommended that market-rate residential structures were built with below grade parking. The plan also cites that the corner of Madison Avenue and Larch Street should remain in commercial use, and as an alternative states that "this redevelopment site could feature a new mixed-use development with ground-floor retail leveraging the Madison Avenue frontage and new residential spaces above."

City staff is confident that this proposed use is consistent with the Comprehensive Plan and the West Waterfront Redevelopment Plan.

Changes to Final PUD Request from Preliminary PUD: The building and site design is consistent with the approved preliminary plans. A few modifications have been made. Major changes include the following:

Retail Space: The previously submitted plan had one 2,300 sq. ft. retail space on the corner of Madison Ave and Larch St. The new plans call for two separate retail spaces each with roughly 1,180 sq. ft. of floor space with a 380 sq. ft. mezzanine. The retail spaces would have separate entrances.

Parking: The previously submitted plan had 37 indoor parking stalls. The newly submitted plan calls for 35 indoor parking stalls, 21 wall-mounted bike racks, and 1 stall of

electric/hybrid vehicle charging station. Ten of the indoor parking spaces are compact car parking stalls, which are slightly less in width than the standard 9-foot wide space.

The outdoor off-street parking area added an additional two stalls on the west side of the proposed parking lot.

Exterior Elevations: Based upon the comments from the preliminary PUD review, the developers have submitted a somewhat different facade for the Larch Street facing exterior. The new plans call for a few 'breaks' in the exterior and a change in the corner coloring.

Refuse Location: City staff and members of the Plan Commission spoke about the concerns regarding the previous location of the refuse area (off of Madison Ave). The developer moved the refuse area to the indoor parking area for both the residents and the retail tenants. There is now access between the retail spaces and the parking garage.

Retail Plaza: The retail plaza off of Madison Ave has been expanded further to the south. The original plan proposed a smaller plaza area.

**Site Plan and Design Considerations:** City staff has thoroughly reviewed the Final PUD application both for compliance with various municipal codes and for general soundness. The following is a summary of the aspects of the development:

<u>Proposed Use</u> –The proposed apartments and retail uses are allowed under the zoning code. The addition of the second retail tenant space is supported and will help to solidify the downtown character of Madison Avenue.

<u>Building Considerations</u> – The proposed building is approximately 47 feet in height with a 17,855 sq. ft. footprint. The building covers roughly 44% of the property. The building height exceeds the C-2 standard by 2 feet. Due to high groundwater concerns and the desire for at grade access between the retail spaces and parking garage, the developers are reluctant to lower the building below current grade.

<u>Impervious Surface Coverage</u> – The property is zoned C-2 which has no impervious surface limitation for the development. It is noted that the proposed project has an impervious surface ratio of about 75%, which is less than the 82% ISR of the previous Harbor Places Shoppes.

<u>Density</u> – Under the current Zoning Code (20.27), the minimum lot area per dwelling unit is 3,500 square feet, which would allow for a total of only 14 units. The proposed development is 35 units. Therefore, if approved, the number of units/density must be addressed in the Final PUD ordinance. Given the downtown nature of the proposed development, it is appropriate that greater density be allowed than multifamily projects elsewhere in the City.

<u>Parking</u> – Sturgeon Bay Zoning Code (20.31) requires a minimum of 59 parking spaces for this development. The proposed development has 61 spaces. The developer has proposed indoor wall-mounted bicycle racks for residents and 1 stall will have an electric/hybrid car plug-in.

Due to space constraints the developer is proposing 10 compact car parking stalls within the indoor parking garage. Parking spaces with less than 9 feet of width are normally not counted as official spaces. Because the stalls are smaller in width from our required code, this must be addressed within the PUD ordinance. Due to the total number of spaces provided, staff does not have a concern that some spaces are slightly less than 9 feet in width.

Landscaping - The submitted landscaping plan shows 13 total trees in the planting key, a mixture of Japanese Tree Lilac, Red Jewell Crabapple, Medora Juniper, and Dark Green Arborvitae. These are ornamental trees or evergreens. To meet the normal parking lot landscaping requirements, there needs to be at least four canopy type trees. City staff has requested that the developer address this issue by adding canopy trees, switching some of the ornamental trees to canopy trees, or requesting that the city adjust its tree requirement through the PUD approval and ordinance.

The greenspace surrounding the building has various perennials and shrubs including Koblod Blue Liatris, False Sunflower, Switchgrass, Green Velvet Boxwood, and Vanhoutte Spirea. These will do a good job of softening the lower level facade, which is mostly 1 blank parking garage wall. The plan shows landscaping for the rain gradens, but needs to be adjusted to account for the rain gardens on either side of the parking garage entrance and the fact that the rain gardens shown on the south end of the building have been lengthened into one large rain garden.

A third landscaping issue is the need for street trees. The plan seems to indicate trees along the street but these do not exist. To comply with current city policy, six street trees are needed along Larch Street and three trees along Madison Avenue. City staff provided comments back to the developer and a revised landscaping plan is expected to be submitted that will address the above issues.

<u>Setbacks</u> – In the current C-2 zoning district, the standard setback for buildings is 15' from the three street property lines and 25' from the rear lot line. Assuming the proposed swap of right-of-way affecting Madison Ave and Larch St is accomplished, the proposed site plan has the following setbacks:

Madison Ave – 12 feet for retail portion and 14 feet for residential portion Larch Street – 8 feet for retail portion and 15 feet for residential portion Locust Court – 14 feet Rear Yard – 78 feet

It is noted that the Plan Commission has the authority in the C-2 district to reduce the minimum street yard to establish a more traditional downtown development pattern with buildings set close to the street. It is also noted that the proposed building is set further from the street rights-of-way than the former buildings on the site. The proposed setbacks seem appropriate for the site and proposed building/uses.

<u>Utilities</u> – The project can easily be served by existing utility lines and there are no concerns. Sturgeon Bay Utilities has submitted a plan showing how the existing overhead utility lines along Larch Street can be placed underground.

<u>Storm Water Management</u> – The plan mitigates runoff from the roof by directing it into various rain gardens to improve infiltration. A portion of the parking area is directed into a grass swale along the west property line and a portion is directly routed into the municipal storm sewer. All of the runoff that is not infiltrated eventually reaches the storm sewer system. The previous development had no storm water management controls. Since the

amount of impervious surfaces is less after the redevelopment and a large portion of the runoff is now being treated, the plan is supported. Final approval by the city engineer is required prior to construction beginning.

**PUD Review Criteria:** In general, the zoning ordinance directs the Plan Commission to consider whether the proposed development is consistent with the spirit and intent of the zoning code, has been prepared with competent professional guidance, and produces benefits to the City compared with conventional developments. In addition, there are nine specific review criteria to consider for PUD's. The following is a discussion of those criteria.

- 1. <u>Compatibility with Comprehensive Plan and other Pertinent Plans</u> As discussed earlier, the proposed development conforms to the Comprehensive Plan and the West Waterfront Redevelopment Plan.
- 2. <u>Internally and Externally Compatible Land Uses</u> The proposed mixed-use building will add more commercial and more market-rate residential opportunities for the west side.
- 3. <u>Creative Approach in Land Development</u> The proposed mixed-use building integrates well into the West Side Waterfront Redevelopment efforts. There is a need for quality rental opportunities for professionals and empty nesters in Sturgeon Bay, and this development helps to create more of those opportunities. The proposed commercial spaces also helps retain the west side downtown feel and corridor leading into the east side downtown.
- 4. <u>Conserves Environmentally Sensitive Areas</u> The site was previously developed, and there are no environmentally sensitive areas within the site.
- 5. Addresses Open Space and Recreation Needs The proposed development will assist in the creation of the planned West Side Waterfront Park by generating increment for Tax Increment District #4 (TID). Residents of the development will be within short walking distance to the West Side Waterfront Park and three existing parks (Otumba Park, Bayview Park, and Sawyer Park). The proposed project also has a fitness center, roof deck and clubhouse to help with the recreational needs of tenants.
- 6. <u>Would Not Adversely Affect Municipal Services (utilities, police/fire, snow removal, etc.)</u> The site was previously developed, therefore there's been power, sewer, water, and telecommunications to the site. No upgrades are required other than the potential burying of the overhead lines along Larch Street. Further discussion with the police and fire departments did not bring up any concerns regarding ability to maintain public safety.
- 7. <u>Safe and Adequate Transportation Facilities</u> The existing streets and sidewalks (including new sidewalk on south side of Larch Street) satisfies this criterion. The apartments have the required parking under the code.
- 8. <u>Economic Practicality</u> The Waterfront Redevelopment Authority will need to approve the development and create a development agreement. That will involve investigation of the developer's ability to financially complete the project and confirm that the City's portion of the overall project costs for site improvements will be covered through future tax increment generated by the mixed-use building. The financial feasibility will also be considered by the developer's lender. Furthermore, the developer has completed market analysis and research, indicating that there is a demand for market-rate residential rental dwellings in downtown Sturgeon Bay.

9. <u>Benefits to City Justify the Intended Variations</u> – Because the C-2 zoning district already allows considerable flexibility for new infill development, the proposed PUD does not require any significant variations from the underlying zoning requirements, with the exception of the maximum residential density. The proposed development will eliminate a blighted site, create a new option for housing, and generate tax increment for the city's redevelopment effort. Thus, it is beneficial to the City to promote this type of development through a PUD.

**Fiscal Impact:** The assessed value of the development is expected to be approximately \$4 million. This parcel is within the tax increment district #4 (TID), therefore property taxes generated will be directed toward paying the costs of the public costs for the overall West Side Redevelopment project. Once the TID is retired, the taxes will be directed to the various taxing entities. The developer intends to request TIF assistance to help with the building construction and public related improvements such as burying overhead utility lines. A development agreement will be required by the Waterfront Redevelopment Authority and Council.

**Recommendation:** City staff is supportive of the proposed PUD. The deviations from underlying zoning requirements are justified based upon the uniqueness of the project and the planning goals of the West Waterfront Redevelopment Plan.

The recommendation is to approve the final PUD, subject to the following parameters:

- 1. The landscaping plan shall be revised to include at least 4 canopy trees within 10 feet of the parking area, 6 street trees along Larch Street and 3 street trees along Madison Ave, with tree species to be approved by the City Forester.
- 2. The following zoning parameters shall be incorporated into the PUD zoning ordinance.
  - a. Building height is not to exceed 4 stories and 47 feet.
  - b. The proposed project is not to exceed 36 residential units.
  - c. Minimum yards and building setbacks shall conform to the final site plan, but in no case shall be less than 5 feet.
  - d. Up to 10 parking spaces within the indoor parking area may have reduced width (compact car spaces), provided the width of those spaces shall not be less than 8'-0".

3. Approval by the City of the vacation of the portion of the right-of-way off of Madison Avenue and dedication of the 8-foot strip of right-of-way along Larch Street.

Prepared by:

Ryan Kernesky

or

Planner & Zoning Administrator

Reviewed by:

Marty Ölejniczak

Date

Community Development Director

## CITY OF STURGEON BAY PLANNED UNIT DEVELOPMENT APPLICATION

Date Received:	
Fee Paid \$	
Received By:	

NAME OF PROPOSED PLANNED UNIT DEVELOPMENT:			
	APPLICANT/AGENT	LEGAL PROPERTY OWNER	
Name	Mr. Jeff Gillis	Harbor Place, LLC	
Company	New Urban Focus, Inc.	Attention: Wolf Bros.	
Street Address	4906 Femrite Drive	155 East Walnut Street	
City/State/Zip	Madison, Wisconsin 53716	Sturgeon Bay, Wisconsin 54235	
Daytime Telephone No.	608.273.1069	920.743.5587	
Fax No.	None	None	
Location if not assigned TAX PARCEL NUMBER(s	s): _281-24-15110103A  PERTY AND NO. OF LOTS: One (1)		
Location if not assigned TAX PARCEL NUMBER(s	a common address:		
Location if not assigned TAX PARCEL NUMBER(s  AREA OF SUBJECT PRO  CURRENT ZONING CLAS	a common address:		

PARTICULAR LOT, LOCATION, BUILDING, ETC.  Mixed-Use Development: Multi-Family Residential & Con	IUST IDENTIFY AND CORRESPOND TO A
Milked-use Development: Mulli-ramily Residential & Con	nmercial/Retail
CURRENT USE AND ZONING OF ADJACENT SURROUNDING P	RODERTIES:
North: Commercial - Restaurant, Hotel	KOFEKTIEG.
South: Commercial - Gas Station	
East: Commercial Land (Parking) & PUD Maritime Museum	
West: Single-Family Residential (R-2)	
COMPREHENSIVE PLAN DESIGNATION OF ADJACENT SURRO	DUNDING LAND USES:
North: Recreational & Tourist Commercial	
South: Central Business District Commercial	
East: Recreational & Tourist Commercial	
West: Public & Institutional	
IS ANY VARIANCE FROM COMPREHENSIVE PLAN, SUBDIVISION	ON ORDINANCE, OR ZONING ORDINANCE
BEING REQUESTED? If yes, describe:	
Potential Building Setbacks - requesting setbacks per plans	
Potential Building Coverage Ratio, Floor Area Ratio, Open S Requesting ratios per plans	pace Ration, Landscape Ratio
requesting ratios per plans	
HAVE THERE BEEN ANY VARIANCES, CONDITIONAL USE PERM	IITS, ETC. GRANTED PREVIOUSLY FOR THIS
PROPERTY? Yes IF YES, EXPLAIN:	
PUD was previously	approved, but never implemented
ttach an 11" X 17" detailed site plan (if site plan is larger than 8	-1/2" x 11", also include 20 copies folded to 8
(2" X 11"), full legal description (preferably on disk), location	map with site boundaries marked, proof o
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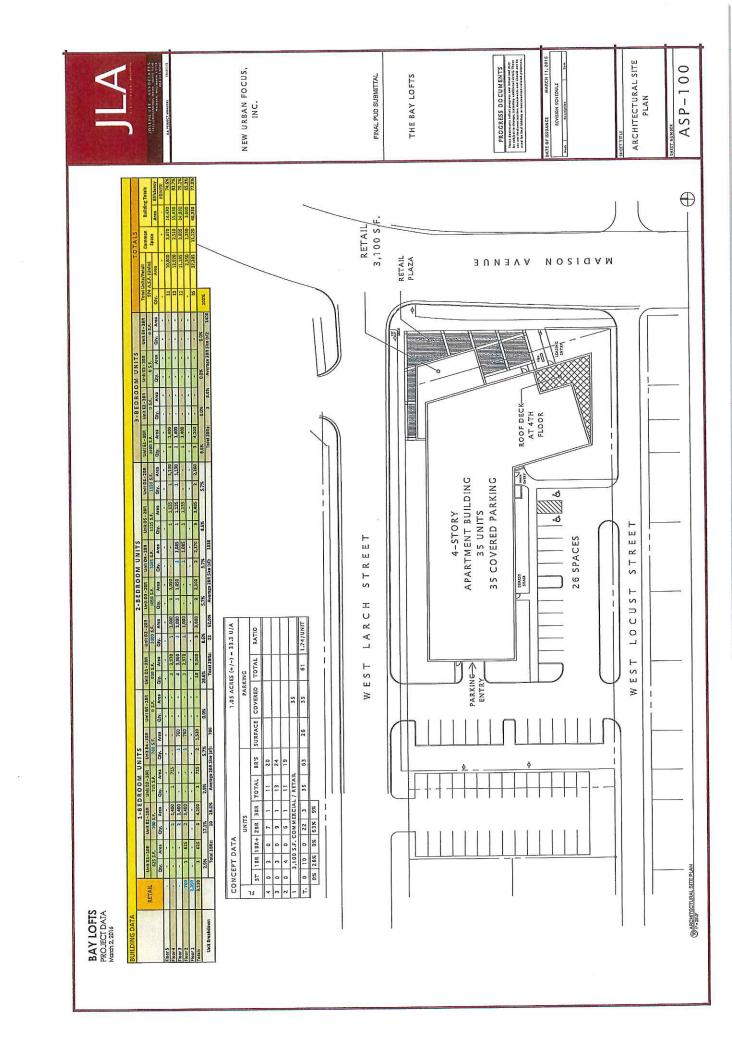
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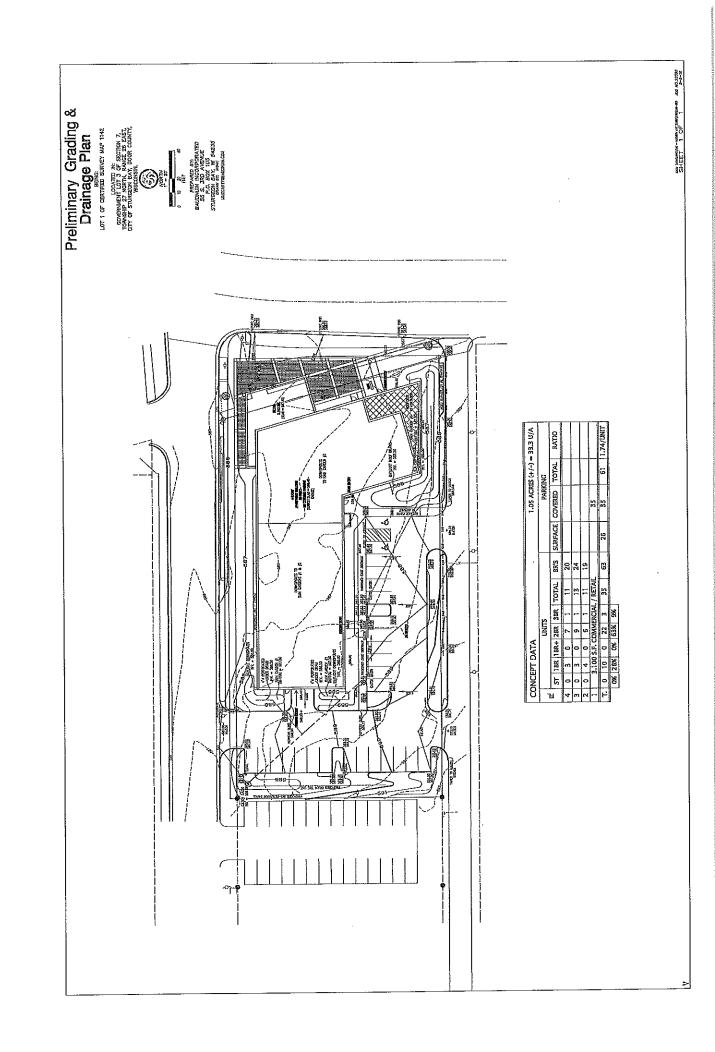
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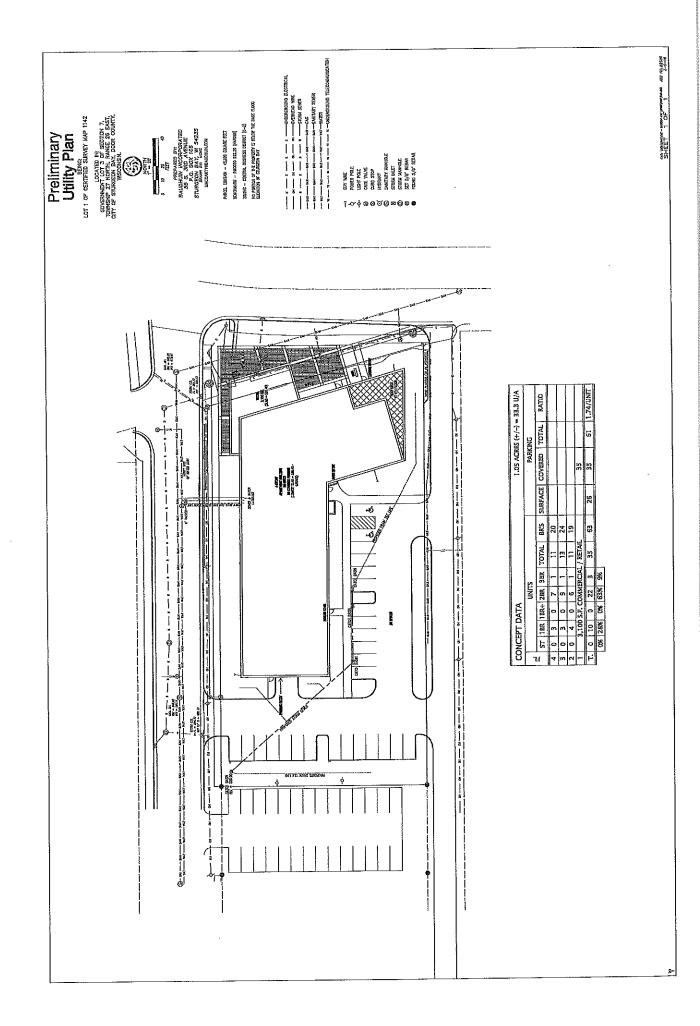


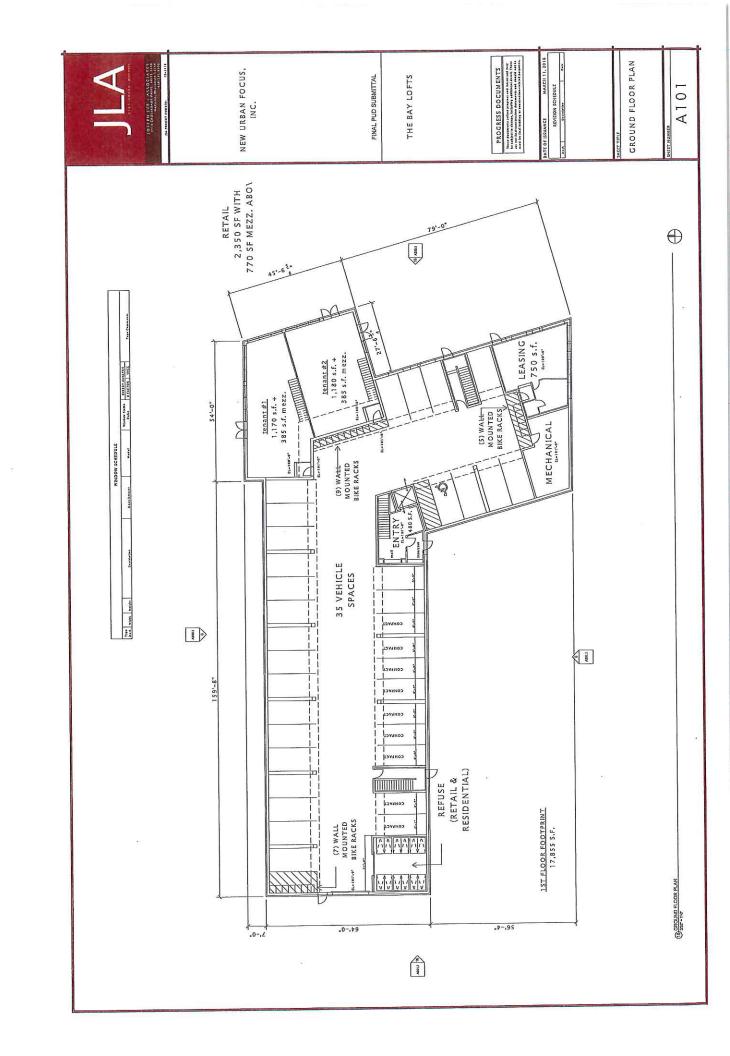


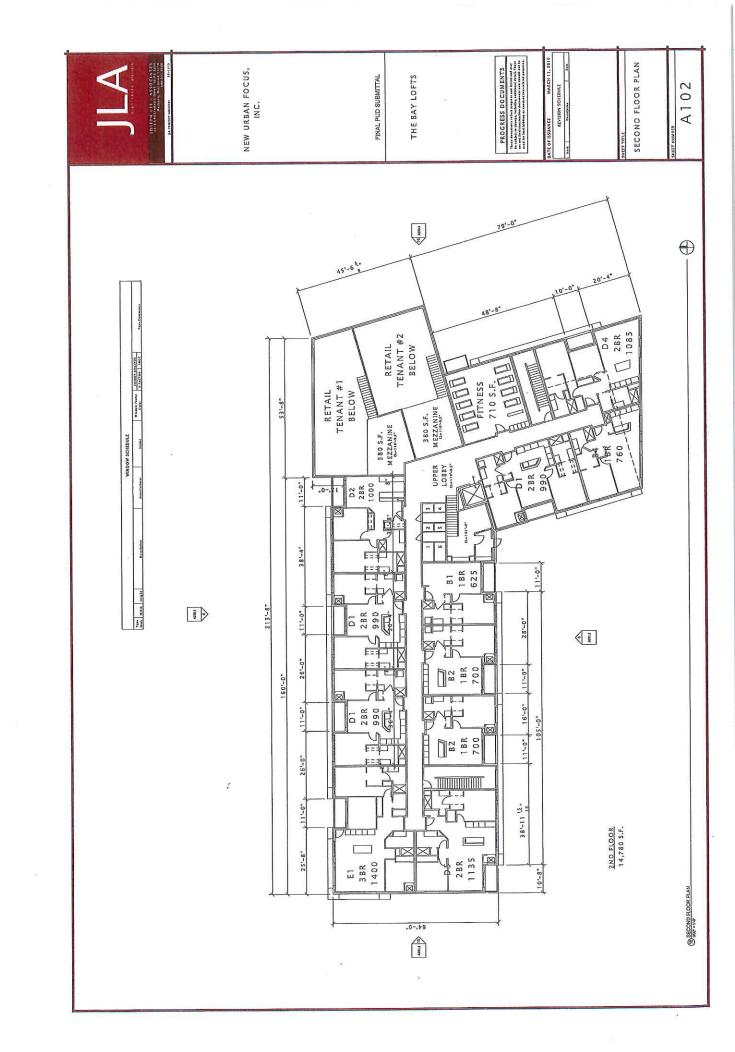
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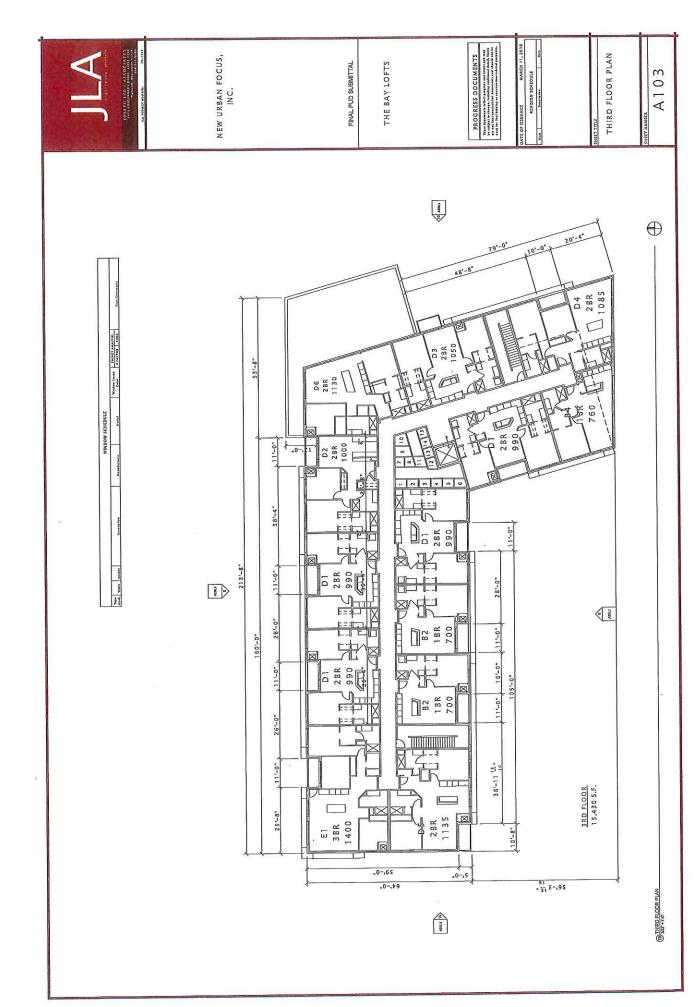


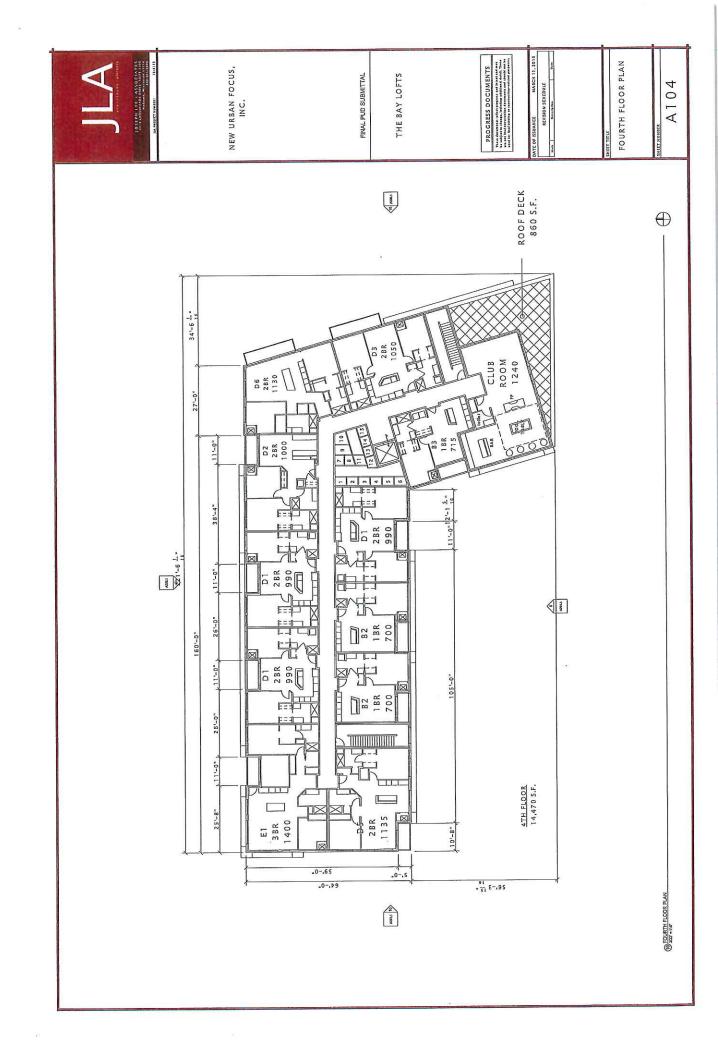














NEW URBAN FOCUS, INC.

FINAL PUD SUBMITTAL

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THE BAY LOFTS

PROGRESS DOCUMENTS

EXTERIOR IMAGERY

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BEANS & BREAD

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NEW URBAN FOCUS, INC.

FINAL PUD SUBMITTAL

THE BAY LOFTS

PROGRESS DOCUMENTS

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EXTERIOR IMAGERY
LARCH STREET - LOOKING EAST



EXTERIOR IMAGERY REAR PARKING LOT - LOOKING EAST

EXTERIOR IMAGERY PARKING LOT ENTRY



NEW URBAN FOCUS, INC.

FINAL PUD SUBMITTAL

THE BAY LOFTS

PROGRESS DOCUMENTS

DATE OF ISSUANCE MARCH 11, 3 REVISION SCHEDULE EXTERIOR ELEVATIONS

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© NORTH ELEVATION (LARCH STREET)





NEW URBAN FOCUS, INC.

METAL RAILINGS

FLAT METAL PANEL 1

FLAT METAL PANEL 2

CORRUGATED METAL PANEL 1

CORRUCATED METAL PANEL 2

FINAL PUD SUBMITTAL

THE BAY LOFTS

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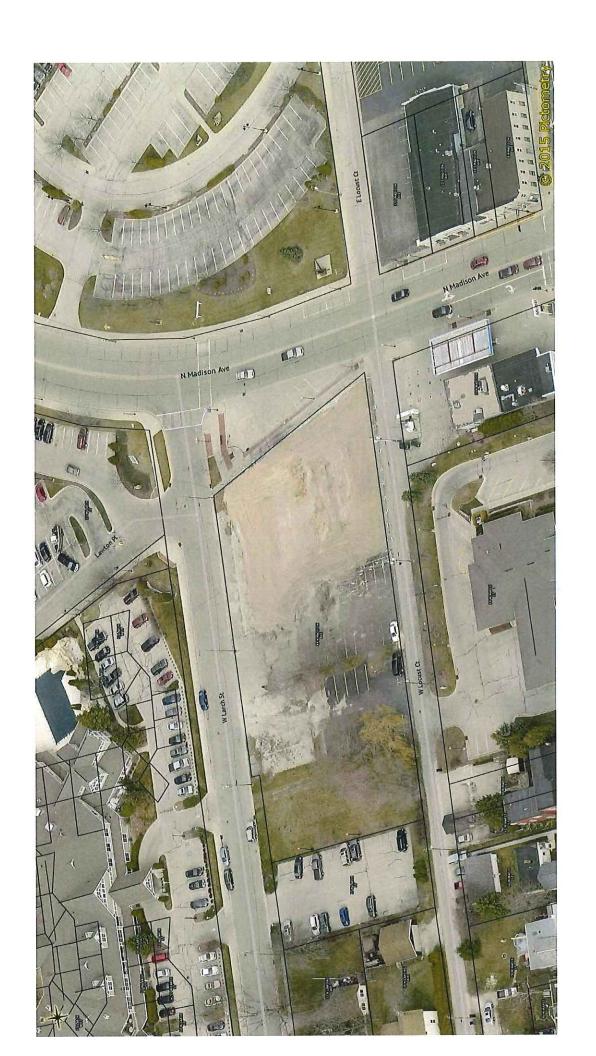
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EXTERIOR ELEVATIONS

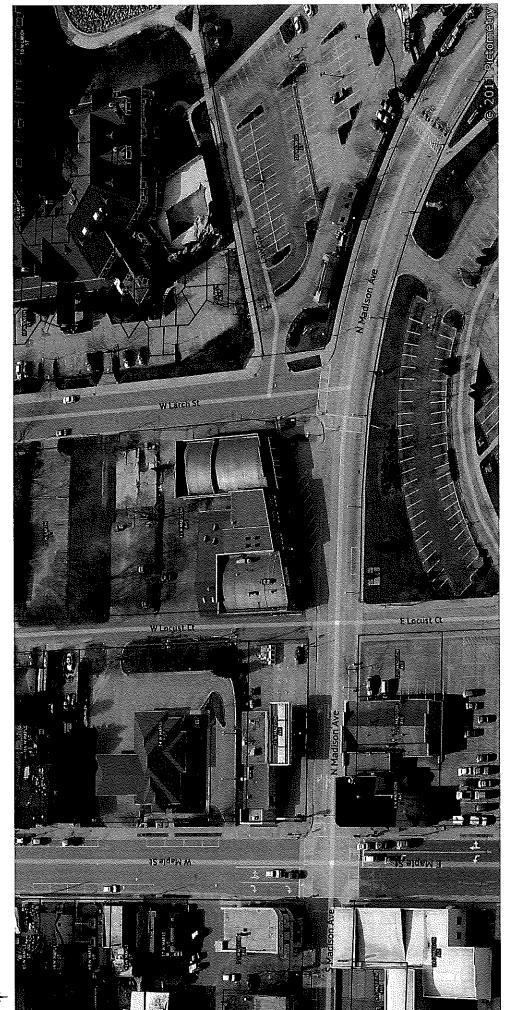
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# Final PUD Bay Loft -- Looking North



## 2011 - Looking West



## 2015 - Looking West

