

**MINUTES OF THE ALTOONA, WI
REGULAR PLAN COMMISSION MEETING
November 13, 2017**

(I) Call Meeting to Order.

The meeting was called to order by Mayor Brendan Pratt at 4:30 p.m. held in the Council Chambers at Altoona City Hall.

(II) Roll call.

Members present: Mayor Brendan Pratt, Barbara Oas Holmes, Andrew Schlafer, Dean Roth, Bill Hoepner, Red Hanks, Andraya Albrecht.

Also Present: City Administrator Mike Golat
City Planner Joshua Clements
Management Analyst Roy Atkinson
Finance Director Tina Nelson
Council Member Matthew Biren
City Clerk Cindy Bauer
Brian Reilly and Christopher Hetland of Ehlers
Kelly Gribowski of Cabin Coffee and Mark Erickson of Everyday
Surveying & Engineering dba Kramer Land Design.
Paul Johnson, Arnie's Service Center

(III) Citizen Participation Period.

Motion by Hanks/Oas-Holmes to close Citizen Participation Period. **Motion carried.**

(IV) Approval of minutes.

Motion by Roth/Hoepner to approve the minutes of the October 9, 2017 Plan Commission meeting. **Motion carried.**

(V) Unfinished Business – none.

(VI) New Business

(1) Public hearing at 4:30 p.m. or as soon thereafter as is possible regarding the Tax Increment District 3 Project Plan Amendment.

Mayor Pratt opened the Public Hearing at 4:32 p.m.

City Administrator Mike Golat explained the Tax Increment District 3 Project Plan to Plan Commission Members. Golat gave some past history and past amendments to TID No. 3 Project Plan. Golat said TID No. 3 was primarily formed for the River Prairie area, but then later included the South Willson Drive corridor and easterly along the railroad tracks contemplating extension of utilities east of town. This amendment would be to add a project to reconstruct County Road KB/Bartlett Avenue extension out past the new elementary school. Golat noted that Eau Claire County has had in their Capital Improvements Plan for many years reconstruction of Co. Road KB but they have delayed construction until the City works through what they want done in conjunction with the project, that being extension of utilities in the easterly direction.

City Administrator Golat explained the procedure to amend the TID No. 3 Project Plan. An initial Joint Review Board Meeting to review and discuss the project plan amendment, a Plan Commission Meeting whereas a public hearing before the Plan Commission for the purpose of providing the community a reasonable opportunity to comment upon the proposed amendment of the District and passage of Resolution advancing TID Amendment to City Council, followed by a City Council Meeting to approve a Resolution approving TID Amendment. The Joint Review Board will then meet one more

time to review the planning documents and resolutions from the Plan Commission and Council and approve the TID No. 3 Project Plan Amendment.

Mayor Pratt commented that there is a section of town that is one of the most blighted areas in Altoona, that being east of Third Street East and north of Bartlett Avenue (area referred to as Putnam & Hayden's 3rd Addition). Pratt would like to add this small section to the project amendment.

Reilly from Ehlers noted that the amendment requested by Mayor Pratt could be added as a line item to the purpose of the Amendment.

Brian Reilly of Ehlers Inc. explained the project plan amendment and what projects are eligible. Reilly explained that TID No. 3 was created on 9/13/2001. There have been three Amendments to the Project Plan.

- Boundary 2003
- Project Plan 2012 & 2015
- Proposed 2017 Project Plan Amendment

Reilly explained the TID No. 3 Original Project Plan Objectives.

- Provide a stable property tax base with substantial commercial component.
- Provide employment opportunities with the City
- Enhance and Improve the City's transportation system.
- Provide water and sewer services to undeveloped property.
- Promote orderly, sequential, and quality development.

Stan Larsen, 1120 Glen Drive, Altoona, referred to the year of 2001 when the River Prairie Development was first discussed and the district that was developed. Larsen questioned whether any money should be transferred to the Project as proposed. Larsen would rather see an Assessment Process against the School District and not use TID funds.

Motion by Oas-Holmes/Hanks to close the public hearing at 4:55 p.m. **Motion carried.**

(VI)(2) Discuss/consider approval of Resolution 11A-17PC amending the Tax Increment District 3 Project Plan.

City Administrator Golat explained the questions raised by Resident Stan Larsen regarding the TID boundaries. Golat has talked with Legal Counsel and Financial Advisors who both have commented that it fits within the original plan and there are no issues.

Reilly explained the Cash Flow Projections as reflected on page 26 of the Project Plan Amendment.

City Administrator Golat explained Resolution 11A-17 PC, a resolution approving a Project Plan Amendment for TID No. 3, in the City of Altoona, Wisconsin. If the Plan Commission so chooses, they can amend the resolution to include the added amendment as requested by Mayor Pratt.

Motion by Albrecht/Hoepner to approve Resolution 11A-17PC, a resolution approving an Amendment to the Project Plan of Tax Incremental District No. 3, City of Altoona, Wisconsin along with the added amendment requested by Mayor Pratt to include the section in Altoona, that being east of Third Street East and north of Bartlett Avenue (area referred to as Putnam & Hayden's 3rd Addition). **Motion carried.**

(VI)(3) Discuss/consider recommendation to Council regarding a Specific Implementation Plan (SIP) for Cabin Coffee as submitted by Kramer Land Design Studio on behalf of Kelly Gribowski for Cabin Coffee in the Northwest Quadrant of the River Prairie Development, Parcel #201-1002-01-100. (Will be discussed at the November 13, 2017 Council Meeting).

City Planner Clements referred to the Planning Department Staff Report, Project Narrative, and Specific Implementation Plan submittal. Clements explained that the Specific Implementation Plan illustrates site design elements for Cabin Coffee to be located at the northwest corner of Bluestem

Boulevard and Meadowlark Lane, north of Kwik Trip. The property is presently owned by the City and is approximately 1.52 acres, of which this proposal covers 11,102 ft² (0.26 acres). The City plans to construct a public parking lot that occupies the center of the current property containing approximately 54 spaces. Five vehicle spaces are to be located on this Site, and 20 spaces are available on adjacent Bluestem Blvd.

City Planner Clements pointed to the notable site feature is a drive-through lane that curls around the building on three sides, and is designed to accommodate 10 – 12 vehicles. Site Plan review focuses particularly on associated landscaping to ensure the drive through is not an aesthetic or pedestrian access deterrent. Planning Department recommends the Plan Commission approve the Specific Implementation Plan as being in substantial conformance with the General Implementation Plan with specified modifications and conditions:

1. Any changes to civil plan, landscape plan, architecture, or circulation from the SIP submittals shall be reviewed by City of Altoona staff, per River Prairie Design Guidelines & Standards [RPDG] amendment process [VIII]. Major changes will require review by the Plan Commission and Council. Appropriate building permits shall not be issued until City staff successfully reviews and approves of final plans (erosion control; stormwater; civil site; and landscaping) to ensure conformance with River Prairie Design Guidelines & Standards and consistency with the SIP approval conditions herein; and consistent with *Altoona Municipal Code* Chapter 14.
2. **Access, Circulation & Parking** (RPDG IX. 1)
 - a. Site Plan as proposed generally provides adequate pedestrian connection to existing public walkways. Modifications will be necessary to the designed municipal parking lot to improve pedestrian safety and access through the site and meet Design Standards; specifically, to create a designated pedestrian walkway from the sidewalk to the raised parking lot island and to connect the proposed crosswalk to the proposed building. The following site changes are required:
 - i. Concrete sidewalk connection to existing public sidewalk (SE of building) shall be 6' wide [RPDQ IX. 1 (C)(5)a].
 - ii. Material layout of the pedestrian access (concrete) shall be continuous as it crosses the drive through, with a break in the continuity of the drive paving and not the pedestrian access way [RPDQ IX. 1 (C)(5)b].
 - b. Concrete walkway along the west side of the building shall be 6' wide [RPDQ IX. 1 (C)(5)a].
 - c. Bicycle racks shall be the "U Stand" or "Rounded A" design, or substantially similar.
 - i. Proposed bicycle rack shall be relocated as the current location places a parked bicycle within the automobile door opening clear-space for the driver door. Recommended location is immediately to the west, closer to the proposed property line.
 - ii. City staff recommends adding a second bicycle rack due to anticipated customer use of the building.
3. **Landscaping** [RPDG IX 6]
 - a. Whereas: "All developments shall establish groves and belts of trees along all city streets, in and around parking lots, and in all landscape areas that are located within fifty (50) feet of any building or structure in order to establish at least a partial urban tree canopy. The groves and belts may also be combined or interspersed with other landscape areas in remaining portions of the development to accommodate views and functions such as active recreation and storm drainage" [RPDQ IX 6 (D)].

- b. Whereas: “In approving the required landscape plan, the Council, with the Plan Commission’s input, shall have the authority to determine the optimum placement and interrelationship of required landscape plan elements such as trees, vegetation, turf, irrigation, screening, buffering and fencing [based upon 12 criteria]” [RPDQ IX 6 (G)]
 - c. Parking lot islands shall be landscaped, including canopy shade trees, to maximize area of shading [RPDG IX 6 (E)]. The parking lot islands shall feature appropriate and attractive plant selections, including appropriate selection of tree species.
 - d. Following the completion of land-disturbing activities by Xcel within the utility easement along the south and southwest corner of the site, this area shall be attractively landscaped with decorative low-growing plantings, native canopy trees at not greater than 40’ spacing (30’ recommended), and other complementary landscaping elements similar to proposed elements elsewhere on the site and existing on nearby sites [RPDG IX 6 (D), (E)].
 - e. Canopy trees shall only be substituted with ornamental trees “where overhead lines and fixtures prevent normal growth and maturity” [RPDG IX 6 (D) 2(c)]. This site is not encumbered by overhead facilities. The five decorative landscape trees shown in the landscaping plan shall be native canopy species.
 - f. Native canopy Trees shall be planted between the drive-through lane and the existing sidewalk along the east side of the property at no greater than 40-foot spacing, (beginning with the illustrated ornamental tree that shall be replaced with a native canopy species; 30-foot spacing recommended) [RPDG IX 6 (D), (E), (G)].
 - g. Decorative low-growing landscape plantings shall be continuous between the refuse enclosure and the pedestrian crossing of the drive-through with species selection appropriate and complementary to the maturity of canopy trees [RPDG IX 6 (D), (E), (G)].
 - h. Tree selection shall be native species with minimum diversity and planting size as illustrated in the RPDG [IX 6 (D)].
 - i. Bio-retention area shall be sized to accommodate anticipated infiltration requirements of the adjoining lot. This condition is in recognition that the proposed location of the bio-retention facility is substantially on the adjoining lot. Increasing the size of the bio-retention area appropriate for a 3,000 sf² building on that parcel will enable the parcel to be buildable without significant encumbrance of the parcel by the bio-retention facility as well as the cost to expand or replace the facility to accommodate future development on that parcel. Bio-retention facilities shall be attractively landscaped with appropriate rain garden plantings.
 - j. All planting areas shall be permanently irrigated, except those designed as xeriscaping [RPDG IX 1. (6) I.]. Water conservation strategies are strongly encouraged [RPDG IX (6) E (3)]
4. **Building and Architectural Standards** [RPDG IX 7]
- a. The exterior façade design and materials shall establish a “base” that is consistent around the entire perimeter. This may be achieved by continuing the proposed cliffstone materials to a height of 2’6” (consistent with illustrated heights under front façade windows). “All facades shall have: a recognizable ‘base’ consisting of (but not limited to): (1) thicker walls, ledges or sills; (2) integrally textured materials such as stone or other masonry; (...) [RPDG IX 7.3 (D) 2 (A) 6]. “All sides of the building shall include materials and design characteristics consistent with those on the front” [RPDG IX 7.3 (D) 2 (A) 3].
 - b. Increase windows and/or other architectural features on the East and West façade consistent with “facades that face streets or connecting pedestrian frontage shall be subdivided and

- proportioned using features such as windows, entrances, arcades, arbors, awnings, treillage with vines, along no less than fifty (50) percent of the façade” [RPDG IX 7.3 (D) 3]. It is recommended that this be achieved through expanding or adding windows for visual interest into and out of the building.
- c. Any/all mechanical equipment, including roof-mounted units, shall be appropriately screened by building-compatible materials or landscaping [RPDG, IX 7 H].
 - d. All building and site signs shall be required to acquire sign permits and meet design requirements outlined in the River Prairie Design Guidelines, IX 5. Insufficient information provided in the SIP submittals (dimensions, total area calculations, design, lighting, etc.) for sign review and approval.
 - e. All exterior lighting on the site shall be of full cut-off design and be shielded to prevent spillover of direct light onto adjacent properties [*Altoona Municipal Code* 19.59.030 (H)].
 - f. The refuse enclosure shall be constructed of materials substantially similar to those of the principal building façade [RPDG IX 7 H] and be screened with vegetation to the maximum degree practicable.

5. Utilities

- a. Fire Department Connection (FDC) shall be 4” STORTZ and shall be located on the west face of the building. Final placement shall be reviewed and approved by Altoona Fire Department.
- b. Private utilities, including electric transformers, shall be located such as to minimize impact on landscaping. Private electric service shall be located on private property under softscape, avoiding impacts on trees and major landscaping elements. City of Altoona reserves the right to review and approve location of electrical transformers and other visible fixtures.

Building and construction permits shall not be issued unless construction plans are consistent with the Specific Implementation Plan approval conditions and maintain conformance with River Prairie Design Guidelines and Standards in all respects.

Kelly Gribowski of Cabin Coffee and Mark Erickson of Everyday Surveying & Engineering dba Kramer Land Design were present to answer any questions Plan Commission Members had regarding the site plan for Cabin Coffee. There was some discussion regarding the location and access of the dumpsters. The “tight” site provided few options for locating the refuse enclosure, and Mr. Erickson discussed how refuse pick-up may occur. Erickson mentioned that this parcel will need some lot division.

Motion by Hanks/Roth to recommend to Council approval of the Specific Implementation Plan submitted by Kramer Land Design on behalf of Kelly Gribowski for Cabin Coffee in the Northwest Quadrant of the River Prairie Development, Parcel 201-1002-01-100, as being in substantial conformance with the River Prairie General Implementation Plan with the above specified conditions. **Motion carried.**

(VI)(4) Discuss/consider Final Site Plan Modification for Arnie’s Service Center for property located at 2351 Spooner Avenue, Altoona, parcel #201-2065-06-000 and lots 3, 4, 5, 6, 7, 8, block G, Altoona Park Addition.

City Planner Clements explained that staff facilitated a discussion at the May 17, 2017 Plan Commission meeting regarding enforcement of City Ordinances 19.52.040 E. concerning paving of commercial drives and parking areas. This was the result of citizen and officials complaint and staff observation of erosion stemming from unpaved areas used by vehicles. The Commission unanimously moved to “direct staff to work with property owners and businesses to resolve observed and anticipated

erosion, and enforce Chapter 19.52 of the Altoona Municipal Code and associated ordinances as necessary.”

Clements illustrated that Arnie’s Service Center is one property that has a history of being subject to complaint due to aesthetic conditions as well as erosion. This is due in part due to the businesses uses of the property, including vehicle impoundment and vehicle repair, as well as large unpaved parking area occupying a property with high visibility. Arnie & Paul Johnson acquired the initial Conditional Use Permit for this property on December 17, 1993. Mr. Johnson (Paul) received an amended Conditional Use Permit on September 11, 2006 adding additional uses to the property. At the October 9th 2017 Plan Commission Meeting a Public Hearing regarding the existing Conditional Use Permit issued to 2351 Spooner Avenue was discussed, and City Staff presented a proposed Site Plan and written conditions that, when implemented, are intended to resolve long-standing aesthetic and performance concerns.

Clements noted that during the October 9th Plan Commission meeting Mr. Johnson shared his concerns with the proposed Site Plan, and a discussion with the Commissioners and staff took place. City Planner Clements summarized the discussions from the October 9th Plan Commission Meeting:

- Mr. Johnson did not agree with the extent of the pavement illustrated in the plan;
- Mr. Johnson suggested he would discontinue operation of a towing and impoundment business at this site;
- If impoundment operations were discontinued and removed from Conditional Use Permit, then a new fenced area for vehicle storage is not required;
- Commissioners mentioned the potential of a phased site plan implemented over a period of two years to allow for cost management;
- Commissioners voiced desire for bringing in some fill and leveling to address short-term erosion prior to onset of winter;

City Staff proposes the following resolution:

- Site Plan illustration enclosed, dated November 9th 2017, incorporated by reference **as amended**.
- All areas used for driving and parking vehicles shall be paved consistent with Altoona Municipal Code 19.52. All areas not paved shall be landscaped and well maintained.
- New pavement shall be graded to drain to the southwest toward an existing low point for stormwater retention and infiltration. The northwest portion of the paved area may drain to the illustrated landscaped area. No parking of vehicles or accumulation of materials shall take place in the retention and infiltration areas.
- All stormwater shall be accommodated on-site. No alterations shall be allowed that changes the volume of stormwater leaving the property.
- Screening fence shall be installed along the south property line in the south west portion of the property for which fencing does not exist as of September 2017. Fence design and materials shall be consistent with 19.56.070. Existing fence shall be maintained in good condition, or replaced, at the owner’s discretion. **Shall be completed in “Phase 2”, no later than November 2018.**
- Dumpster and any/all outdoor storage shall be screened.
- Landscaped area near existing trees and fuel tank near the front (north) of the property, as indicated in the Site Plan illustration (1), shall be attractively landscaped, and the parking of vehicles or storage of materials in this area are prohibited. This area shall be approximately 60 feet wide (the width between existing curb cuts) and ~~32-feet~~ **15 feet** in lot depth.
- All areas along the front property line not utilized for direct access to existing curb cuts, or movement of vehicles to the garage access of the principal building, shall be landscaped to a lot depth of not less than ~~ten-feet~~ **15 feet** consistent with 19.54.060 (D).

- All vehicle parking areas abutting landscaped areas shall feature parking blocks or curb to prevent vehicles from encroaching into and deteriorating the pavement edge or landscape.
- All existing trees shall be preserved.
- All vehicles, including trailers, shall be parked in an orderly manner.
- Any cleaning of equipment, including grills, that is conducted at the property shall be done in a location and manner such that drainage water shall be retained on-site.
- These conditions shall not constitute a waiver or limitation to achieve and maintain compliance with all other ordinances and regulations.
- Site Plan shall be completed **in phases between 2017 and 2019** and totally completed within ~~12~~ **24** months of approval.
- City Staff shall report on progress and completion to the Plan Commission.
- **Contractor-verified 100% recycled asphalt may be used for parking areas of sale cars in the immediate vicinity of the existing trees and fuel tank, as well as the final southern 15' – 20' of paved area where business vehicles are intended to be parked.**

Three phases of implementation, as proposed by Mr. Johnson and approved by the Commission:

- (1) Bring in some structural fill and/or recycled asphalt in 2017 to place in low places where water pools creating mud, subsequently tracked into the roadway.**
- (2) No later than November 2018:**
 - a. Complete paving of 50% of the total of the final extent illustrated in the Site Plan**
 - b. Complete screening fence along the southwest property boundary**
 - c. Complete screening gate of dumpsters and scrap storage area behind building, as illustrated on Site Plan**
- (3) No later than November 2019:**
 - a. Complete remaining extent of pavement area illustrated in the Site Plan.**

City Planner Clements said if modifications to the existing Conditional Use Permit are added or changed from those proposed, and/or if the Site Plan narrative (above) or enclosed illustration are changed as a result of deliberation and approved by the Commission, City Staff will issue written follow-up with the adopted language to the property owner. Permits shall be required for paving and fencing. The total additional paved area in the enclosed site plan illustration is approximately 14,000 square feet. This is a decrease from an estimated 20,000 square feet illustrated in the October Plan Commission.

Paul Johnson of Arnie's Service Center was present to suggest some minor revisions to the proposed site plan. Modify the green space next to the tank in front to 15 feet back instead of 32 feet back as proposed on the site plan illustration (1). Modify the other green space in front to 15 feet back instead of 10 feet back to be consistent with the other landscape/green area in front as proposed on the site plan illustration (2). This will still allow enough space for the cars that will be for sale. Johnson would like to use recycled asphalt in the front by the fuel tank and 15 feet in the back area in front of the grass as shown on the proposed site plan illustration (3). Johnson would like to put in some recycled asphalt and pavement next year (2018) and the remainder of pavement in 2019. Johnson said he could have the fence installed in the back of the property in the summer of 2018.

Motion by Schlafer/Oas-Holmes to approve modifications to the Conditional Use Permit and Site Plan for the property located at 2351 Spooner Avenue, Altoona, parcel #201-2065-06-000 and lots 3 – 8, block G, Altoona Park Addition with the above specified conditions in addition to the following amendments:

- Remove the permit for the impounded vehicles from the lot (*modify existing Conditional Use Permit to remove vehicle impoundment as permitted use*).
- Modify the landscape/green area in front to 15 feet from the sidewalk at both sections as shown on the site plan (see correction in bold in the above specified conditions).
- Use recycled asphalt in the front next to the fuel tank and 15 feet in the back area in front of the grass as shown on the modified proposed site plan.
- Site plan to be completed in phases in 2018 and 2019 within 24 months of approval.

Motion carried.

(VI) (5) Discuss/consider recommendation to Council regarding Resolution 11C-17 recognizing the completion of the Town of Washington Comprehensive Plan 2017-2035. (Will be discussed at the November 13, 2017 Council Meeting).

City Planner Clements explained that over the past 18 months the Town of Washington has been working with Eau Claire County planner Matt Michels to complete an update to their Comprehensive Plan. The principal changes are to update text terminology to match terms and definitions in the Eau Claire County Comprehensive Plan. For example, “Rural Preservation” land use is changed to “Rural Lands”.

Changes to the Future Land Use Map reflect new jurisdictional boundary changes with the City of Eau Claire and the City of Altoona. The principal changes to the Future Land Use Map are:

- Properties adjacent to highway 12 west of Elco Road are all modified to “Rural Commercial” and “Rural Industrial”, where some properties had previously been identified as “Rural Residential”.
- Properties in the NE corner of the township near the Eau Claire River have been reclassified as “Rural Lands” from “Rural Residential”.

The Town of Washington Comprehensive Plan does not impact regulation of land use regarding City of Altoona planning and permitting decisions. However, land use decisions by the Township may impact long-term growth and vitality of the City of Altoona. City Planner Clements noted that the City of Altoona exercises Extraterritorial Land Division review on properties within 1.5 miles of the City of Altoona boundary, with approval authority over any land division resulting in parcels smaller than 10 acres. The intent of this authority is to ensure rural lands are kept in rural uses to ensure orderly growth and development. This is of particular interest and concern in areas of future growth to the City, particularly the highway 12 corridor. Division of land into smaller parcels and those difficult to serve with sewer and water services may effectively prohibit future urban growth and development.

Motion by Hanks/Hoepner to recommend to Council approval of Resolution 11C-17 recognizing the completion of the *Town of Washington Comprehensive Plan 2017-2037* and encourages future cooperation regarding orderly and efficient growth and development. **Motion carried.**

(VII) Miscellaneous Business and Communications.

None.

(VIII) Adjournment.

Motion by Hanks/Oas-Holmes to adjourn at 5:55 p.m. **Motion carried.**

Minutes transcribed by Cindy Bauer, Altoona City Clerk