



REPORT TO CITY PLAN COMMISSION

Plan Commission Public Hearing Date: January 12, 2021

Common Council Meeting Date: January 20, 2021

Item: Special Use Permit #7-20 for a standalone parking ramp

Case Manager: David Kress, Principal Planner

GENERAL INFORMATION

Owner: YMCA of the Fox Cities c/o William Breider

Applicant: Hoffman Planning, Design & Construction, Inc. c/o Robert Koehler

Address/Parcel #: 120 South Oneida Street (Tax Id #31-2-0052-00)

Petitioner's Request: The applicant is requesting a Special Use Permit for a standalone parking ramp in the CBD Central Business District.

BACKGROUND

The subject area is located on the block bound by Oneida Street, Lawrence Street, Morrison Street, and Soldiers Square. The YMCA of the Fox Cities already owns and operates an existing parking ramp on the subject site. The existing parking ramp was built in 1967 and predates the requirement for a Special Use Permit. Before establishing a new, standalone parking ramp on the subject property, the owner/applicant must receive approval of a Special Use Permit.

In 1996, the property was sold from the City of Appleton to the YMCA and Certified Survey Map No. 2585 was recorded to combine lots with a vacated portion of Lawrence Street. The 1996 agreement that transferred the existing parking ramp from the City to the YMCA contained restrictive covenants. On October 21, 2020, Common Council approved a resolution waiving certain restrictive covenants concerning redevelopment of the property.

STAFF ANALYSIS

Project Summary: The applicant proposes to demolish the existing parking ramp and construct a new, standalone parking ramp on the subject site. The proposed four-story parking ramp would include approximately 311 parking spaces and be approximately 135,000 square feet in size, as shown on the attached development plan. Vehicular access points are proposed along Lawrence Street and Oneida Street; however, the exact configuration will be determined during the Site Plan review process.

Operational Information: A plan of operation is attached to the staff report.

Existing Site Conditions: The 1.26-acre site is currently developed with a parking ramp, which is approximately 166,500 square feet in size. The existing parking ramp contains approximately 420 parking spaces. Vehicular access is currently provided by curb cuts on Oneida Street and Morrison Street. Part of the existing parking ramp overhangs into the Soldiers Square public right-of-way.

Current Zoning and Procedural Findings: The subject property has a zoning designation of CBD Central Business District. Per Section 23-114(e) of the Municipal Code, a standalone parking ramp (parking garage) requires a Special Use Permit in the CBD District. The Plan Commission makes a recommendation to the Common Council who will make the final decision on the Special Use Permit. A two-thirds vote of the Common Council is required for approval.

Surrounding Zoning and Land Uses: The surrounding area is under the jurisdiction of the City of Appleton (north, south, east, and west). The uses are generally commercial and institutional in nature.

North: CBD Central Business District. The adjacent land uses to the north are currently a mix of commercial uses.

South: CBD Central Business District. The adjacent land uses to the south are currently institutional (Mosaic Family Health) and vacant land.

East: CBD Central Business District. The YMCA facility is located east of the subject site.

West: CBD Central Business District. The adjacent land uses to the west are currently a mix of commercial uses.

Appleton Comprehensive Plan 2010-2030: Community and Economic Development staff has reviewed this proposal and determined it is compatible with the Central Business District designation shown on the City's *Comprehensive Plan 2010-2030* Future Land Use Map. Listed below are related excerpts from the City's *Comprehensive Plan 2010-2030*.

Goal 1 – Community Growth

Appleton will continue to provide opportunities for residential, commercial, and industrial growth, including appropriate redevelopment sites within the downtown and existing neighborhoods, and greenfield development sites at the City's edge.

OBJECTIVE 6.7 Transportation:

Maintain a balanced parking program which provides an adequate supply of parking without undermining economic development and neighborhood development efforts.

Policy 6.7.4 Encourage underground and structured parking, where feasible, as future development occurs.

OBJECTIVE 9.4 Economic Development:

Ensure the continued vitality of downtown and the City's neighborhood commercial districts.

OBJECTIVE 10.2 Land Use:

Encourage redevelopment to meet the demand for a significant share of future growth, and to enhance the quality of existing neighborhoods.

OBJECTIVE 10.5 Land Use:

Support the continued redevelopment and revitalization of land uses adjacent to Appleton's key transportation corridors and downtown.

Technical Review Group (TRG) Report: This item appeared on the December 22, 2020 TRG agenda.

- Department of Public Works Comments: The exact configuration of vehicle ingress/egress may differ from concept plan and will be reviewed as part of the Site Plan review process and in accordance with the Downtown Mobility Study.

Zoning Ordinance Requirements and Substantial Evidence: When reviewing an application for a Special Use Permit, the City must determine if the applicant's proposal satisfies Municipal Code requirements and conditions. Pursuant to Section 23-66(c)(5) of the Municipal Code, the Plan Commission and Common Council must provide substantial evidence supporting their decision to approve, approve with conditions, or deny the Special Use Permit. Substantial evidence means "facts and information, other than merely personal preferences or speculation, directly pertaining to the requirements and conditions an applicant must meet to obtain a Special Use Permit and that reasonable persons would accept in support of a conclusion." Any requirements and conditions listed for approval must be reasonable, and to the extent practicable, measurable.

Per Section 23-172(d)(2) of the Municipal Code, parking ramps are exempt from dimensional and landscaping requirements of the off-street parking and loading section. However, other applicable Zoning Ordinance requirements shall be complied with. Based on the attached development plan drawings, the proposed parking ramp appears to satisfy lot coverage, setback, and building height standards specified in the CBD District. Ultimately, Site Plan review and approval is required, pursuant to Section 23-570 of the Municipal Code, prior to the issuance of a building permit by the Inspections Division.

Finding of Fact: This request was reviewed in accordance with the standards (proper zoning district, district regulations, special regulations, comprehensive plan and other plans, traffic, landscaping and screening, neighborhood compatibility, and impact on services) for granting a Special Use Permit under Section 23-66(e)(1-8) of the Municipal Code, which were found in the affirmative, as long as all stipulations are satisfied.

RECOMMENDATION

Staff recommends, based on the above analysis, that Special Use Permit #7-20 for a parking ramp located at 120 South Oneida Street (Tax Id #31-2-0052-00), as shown on the attached maps and per attached plan of operation, along with the attached resolution, **BE APPROVED** to run with the land, subject to the following conditions:

1. All Zoning, Building, Fire, Engineering, Utility and other Municipal Codes, and all applicable State and Federal laws shall be complied with.

Substantial Evidence: Standardized condition to ensure the applicant understands the City's Municipal Code and all applicable State and Federal laws must be followed.

2. Compliance with the plan of operation is required at all times. Changes to the plan of operation, including any future changes to the agent/operator, shall be submitted to the Community and Economic Development Department for review and approval.

Substantial Evidence: Standardized condition that establishes parameters for the current application and identifies the process for review of any future changes to the special use.

Special Use Permit #7-20

January 12, 2021

Page 4

3. Site Plan review and approval is required, pursuant to Section 23-570 of the Municipal Code, prior to the issuance of a building permit by the Inspections Division. Zoning Ordinance requirements and other departmental comments will be examined further during review of the Site Plan. The exact configuration of vehicle ingress/egress may differ from concept plan and will be reviewed as part of the Site Plan review process and in accordance with the Downtown Mobility Study.

Substantial Evidence: This condition provides notice to the applicant that Site Plan review is required for a new principal building or structure, as specified in the Zoning Ordinance. It also clarifies that the use approval is not strictly tied to the development plan drawings. The need to determine mutually agreeable points of access was also captured in the resolution approved by Common Council on October 21, 2020.

**CITY OF APPLETON
RESOLUTION FOR SPECIAL USE PERMIT #7-20
PARKING RAMP
120 SOUTH ONEIDA STREET**

WHEREAS, the YMCA of the Fox Cities has applied for a Special Use Permit for a parking ramp located at 120 South Oneida Street, also identified as Parcel Number 31-2-0052-00; and

WHEREAS, the location for the proposed parking ramp is located in the CBD Central Business District, and the proposed use may be permitted by Special Use Permit within this zoning district pursuant to Chapter 23 of the Municipal Code; and

WHEREAS, the City of Appleton Plan Commission held a public hearing on January 12, 2021 on Special Use Permit #7-20, at which all those wishing to be heard were allowed to speak or present written comments and other materials at the public hearing; and

WHEREAS, the City of Appleton Plan Commission has reviewed and considered the Community and Economic Development Department's staff report and recommendation, as well as other spoken and written evidence and testimony presented at the public hearing; and

WHEREAS, the City of Appleton Plan Commission reviewed the standards for granting a Special Use Permit under Sections 23-66(e)(1-8) of the Municipal Code; and

WHEREAS, the City of Appleton Plan Commission reviewed the standards for imposing conditions on the Special Use Permit under Section 23-66(c)(5) of the Municipal Code, and forwarded Special Use Permit #7-20 to the City of Appleton Common Council with a favorable conditional or not favorable (CIRCLE ONE) recommendation; and

WHEREAS, the City of Appleton Common Council has reviewed the report and recommendation of the City of Appleton Plan Commission at their meeting on January 20, 2021.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Common Council, based on Community and Economic Development Department's staff report and recommendation, as well as other spoken and written evidence and testimony presented at the public hearing and Common Council meeting, and having considered the recommendation of the City Plan Commission, that the Common Council:

1. Determines all standards listed under Sections 23-66(e)(1-8) of the Municipal Code are found in the affirmative YES or NO (CIRCLE ONE)
2. If NO, the City of Appleton Common Council hereby denies Special Use Permit #7-20 for a parking ramp located at 120 South Oneida Street, also identified as Parcel Number 31-2-0052-00, based upon the following standards and determinations: (List reason(s) why the Special Use Permit was denied)
3. If YES, the City of Appleton Common Council hereby approves Special Use Permit #7-20 for a parking ramp located at 120 South Oneida Street, also identified as Parcel Number 31-2-0052-00, subject to the

following conditions as they are related to the purpose of the City of Appleton Municipal Code and based on substantial evidence:

CONDITIONS OF APPROVAL FOR SPECIAL USE PERMIT #7-20

- A. All Zoning, Building, Fire, Engineering, Utility and other Municipal Codes, and all applicable State and Federal laws shall be complied with.
 - B. Compliance with the plan of operation is required at all times. Changes to the plan of operation, including any future changes to the agent/operator, shall be submitted to the Community and Economic Development Department for review and approval.
 - C. Site Plan review and approval is required, pursuant to Section 23-570 of the Municipal Code, prior to the issuance of a building permit by the Inspections Division. Zoning Ordinance requirements and other departmental comments will be examined further during review of the Site Plan. The exact configuration of vehicle ingress/egress may differ from concept plan and will be reviewed as part of the Site Plan review process and in accordance with the Downtown Mobility Study.
4. The City Clerk’s Office is hereby directed to give a copy of this resolution to the owner/applicant, Community and Economic Development Department, Inspections Division, and any other interested party.

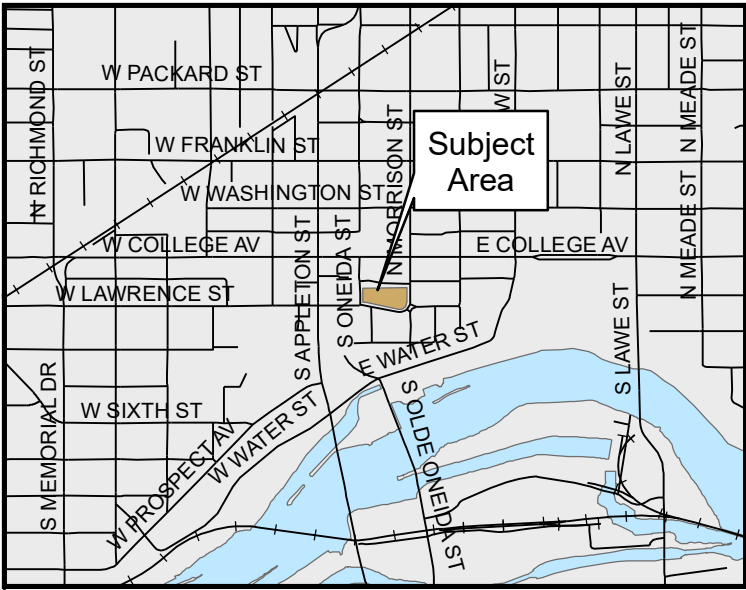
Adopted this _____ day of _____, 2021.

Jacob A. Woodford, Mayor

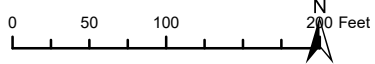
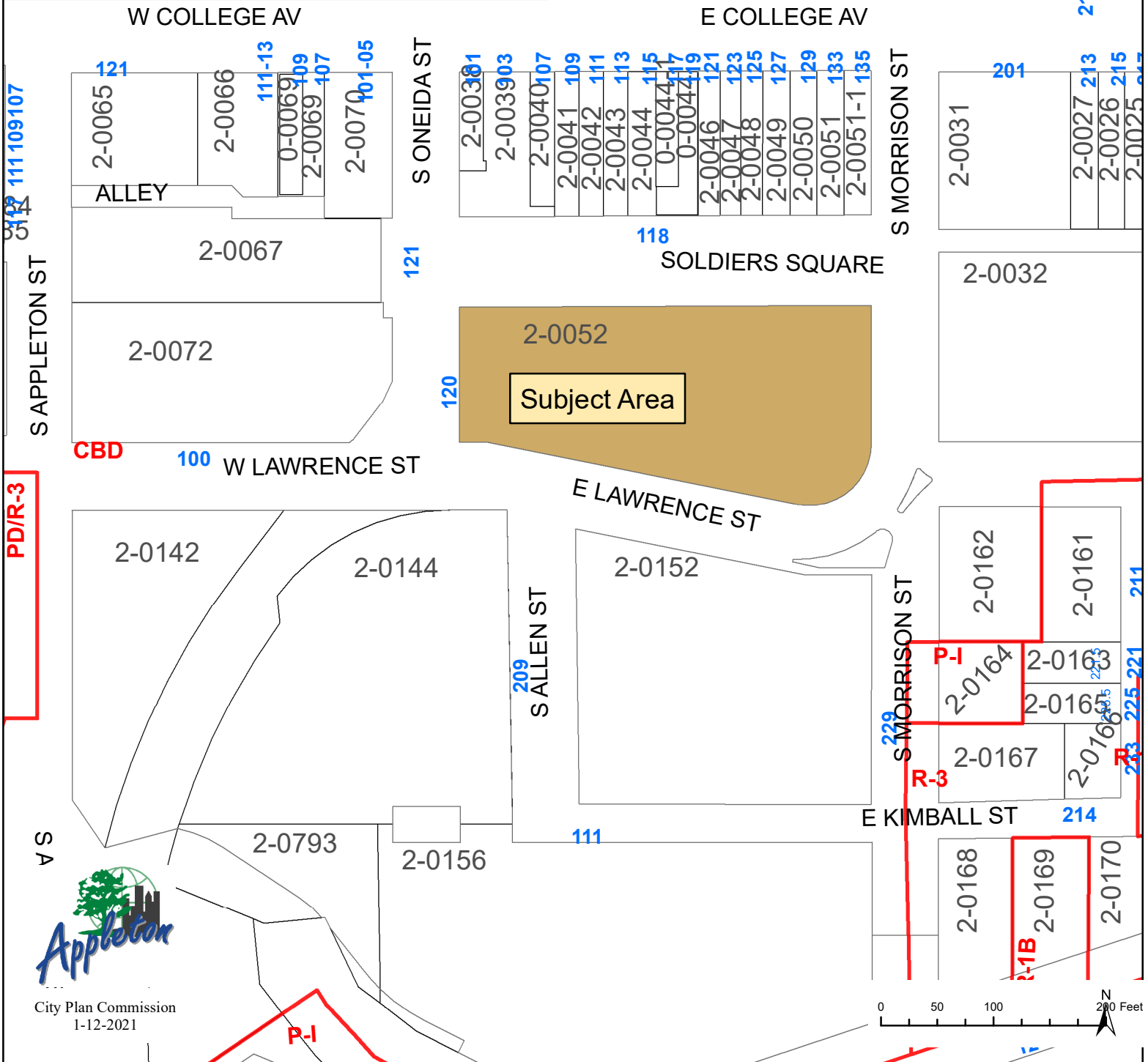
ATTEST:

Kami Lynch, City Clerk

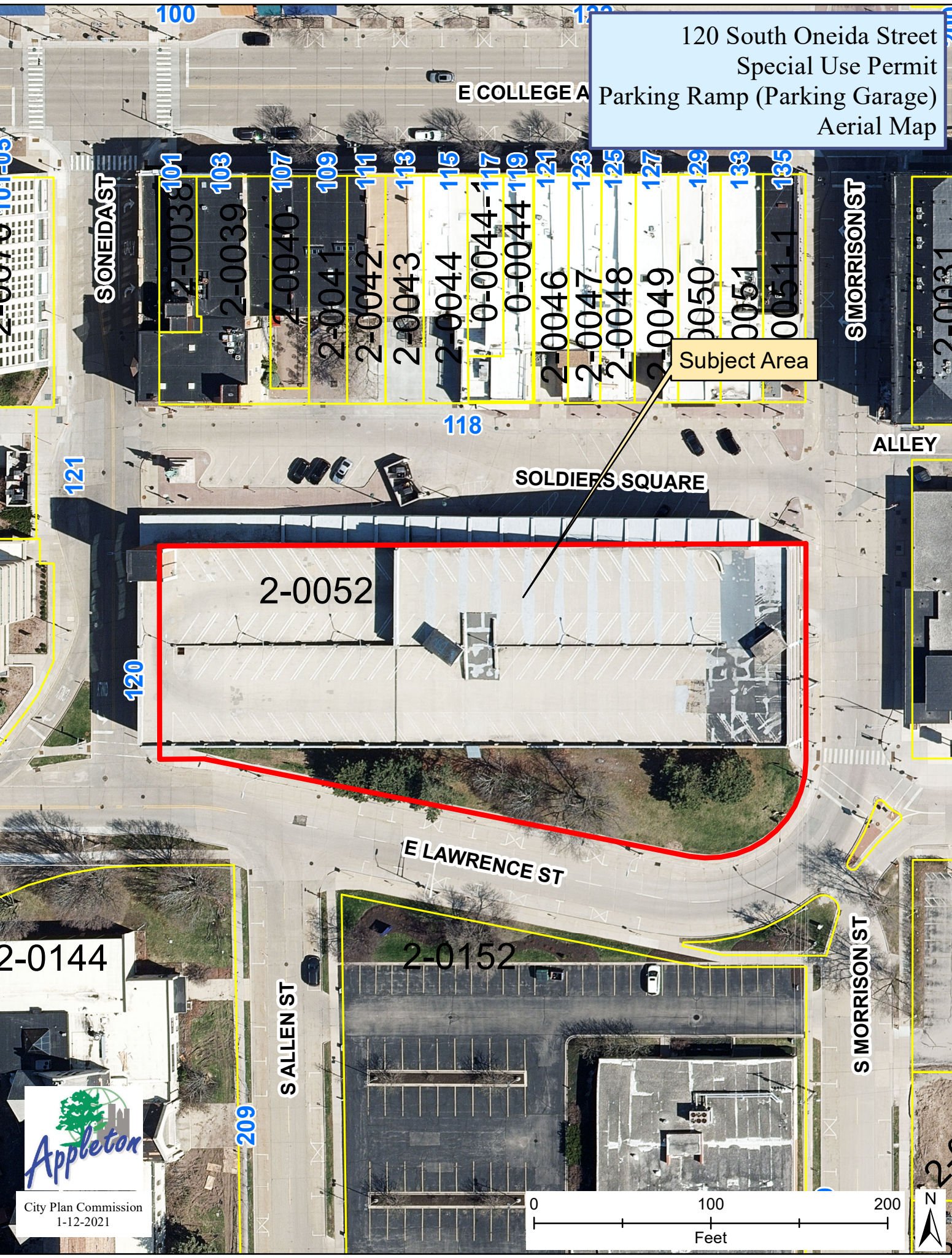
120 South Oneida Street
 Special Use Permit
 Parking Ramp (Parking Garage)
 Zoning Map



2-0282-6
2-0282-7
2-0282-8
2-0282-9
2-0282-10
2-0282-11
2-0282-12
2-0282-13
2-0282-14
2-0282-15



120 South Oneida Street
Special Use Permit
Parking Ramp (Parking Garage)
Aerial Map



Subject Area

2-0052

S ONEIDA ST

S MORRISON ST

SOLDIERS SQUARE

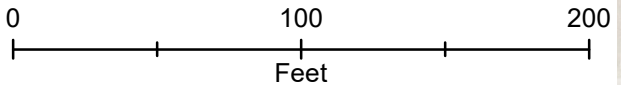
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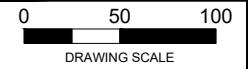
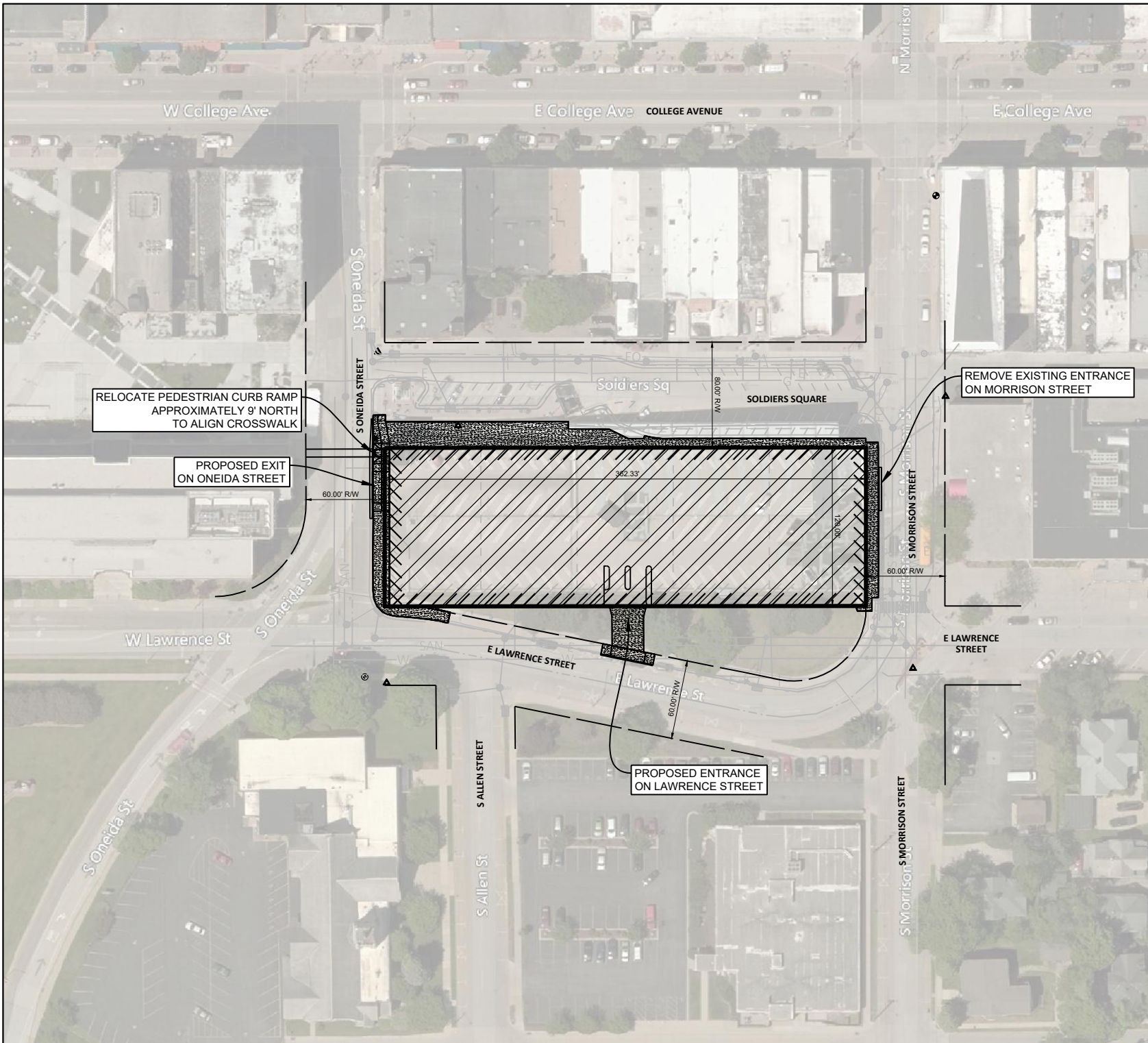
S ALLEN ST

S MORRISON ST



City Plan Commission
1-12-2021





YMCA PARKING RAMP 120 S ONEIDA STREET APPLETON, WI



ONE SYSTEMS DRIVE
 APPLETON, WI 54914
 (920) 735-6900

SHEET DESCRIPTION

SITE OVERVIEW

PROJECT MANAGER: RDG

PROJ NO: R3001128.00

DATE: 11/23/2020

DRAWING NO.

PRELIMINARY

GENERAL PROJECT INFORMATION

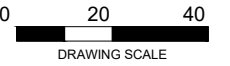
120 SOUTH ONEIDA STREET
 APPLETON, WI 54911
 OUTAGAMIE COUNTY

TAX ID PARCEL NO.: 31-2-0052-00
 PROPERTY OWNER: YMCA OF APPLETON
 EXISTING PARCEL SIZE: 1.26 ACRES
 PROPOSED PARCEL SIZE: 1.02 ACRES
 ZONING DISTRICT: CBD (CENTRAL BUSINESS DISTRICT)

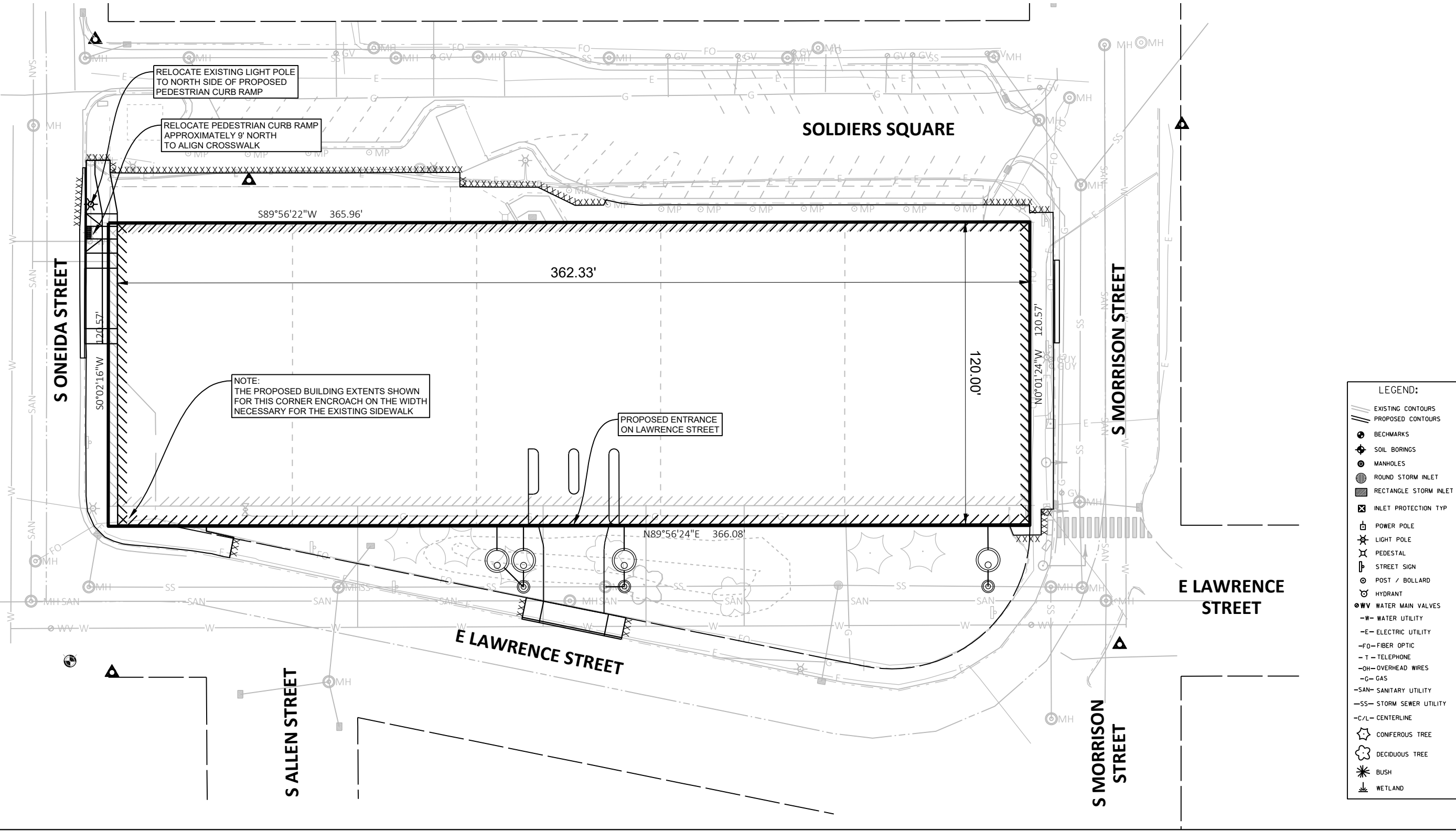
LEGAL DESCRIPTION: **CSM 2585 LOT 1 VOL 14 DOC 1194038 (EXISTING)**



NORTH



DRAWING SCALE



RELOCATE EXISTING LIGHT POLE TO NORTH SIDE OF PROPOSED PEDESTRIAN CURB RAMP

RELOCATE PEDESTRIAN CURB RAMP APPROXIMATELY 9' NORTH TO ALIGN CROSSWALK

NOTE: THE PROPOSED BUILDING EXTENTS SHOWN FOR THIS CORNER ENCR OACH ON THE WIDTH NECESSARY FOR THE EXISTING SIDEWALK

PROPOSED ENTRANCE ON LAWRENCE STREET

LEGEND:

- EXISTING CONTOURS
- PROPOSED CONTOURS
- BECHMARKS
- SOIL BORINGS
- MANHOLES
- ROUND STORM INLET
- RECTANGLE STORM INLET
- INLET PROTECTION TYP
- POWER POLE
- LIGHT POLE
- PEDESTAL
- STREET SIGN
- POST / BOLLARD
- HYDRANT
- WV WATER MAIN VALVES
- W- WATER UTILITY
- E- ELECTRIC UTILITY
- FO- FIBER OPTIC
- T- TELEPHONE
- OH- OVERHEAD WIRES
- G- GAS
- SAN- SANITARY UTILITY
- SS- STORM SEWER UTILITY
- C/L- CENTERLINE
- CONIFEROUS TREE
- DECIDUOUS TREE
- BUSH
- WETLAND

**YMCA PARKING RAMP
 120 SOUTH ONEIDA STREET
 APPLETON, WI**




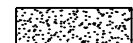

REV.	DATE	DESCRIPTION




SHEET DESCRIPTION
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PROJ NO: R3001128.00
DATE: 11/23/2020
DRAWING NO.
C102

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DEMOLITION PLAN KEY

-  REMOVE EXISTING PARKING STRUCTURE
-  REMOVE EXISTING CONCRETE
-  CANTILEVER STRUCTURE ABOVE PAVEMENT

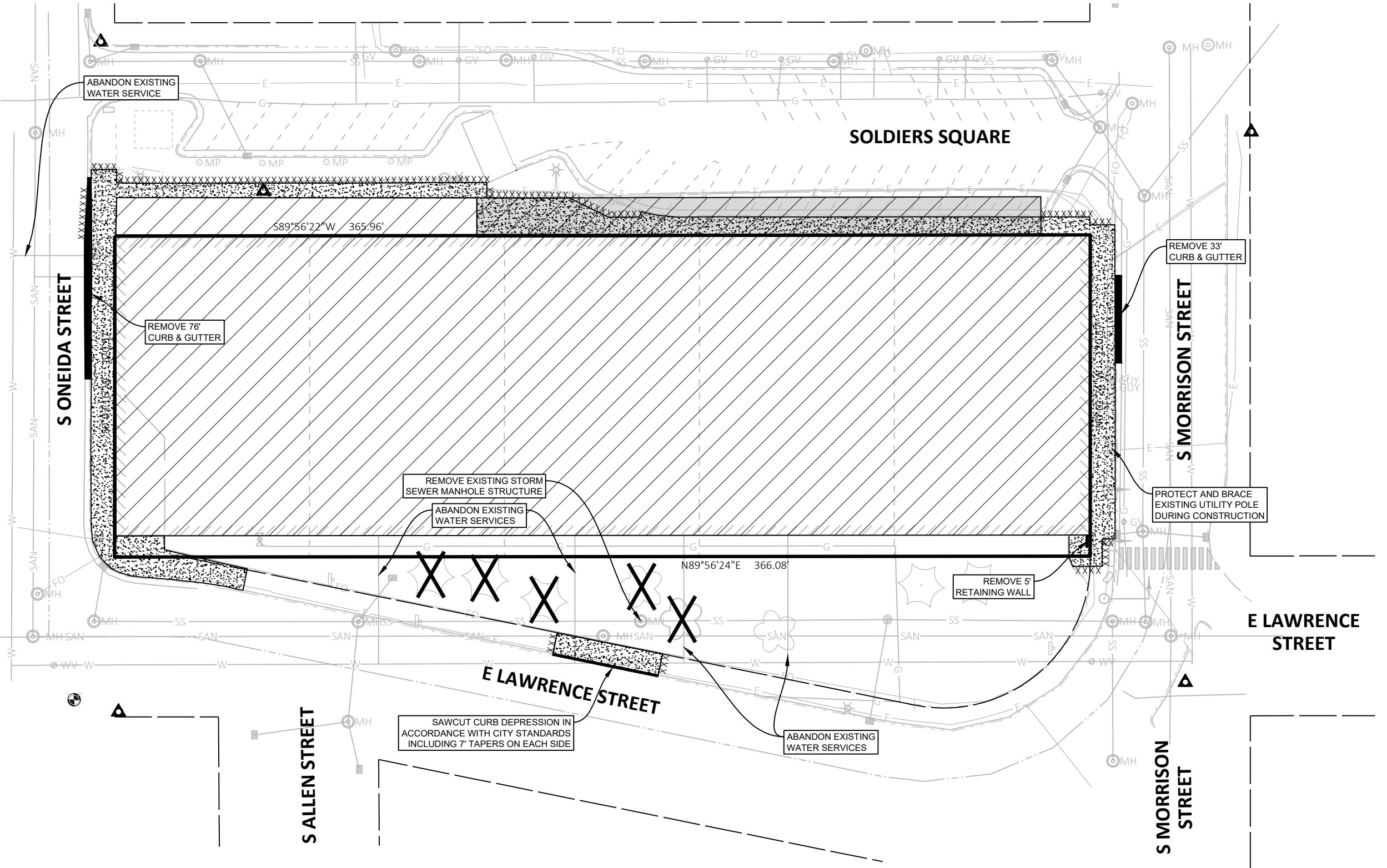
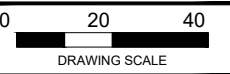
-  REMOVE EXISTING WALL OR CURB & GUTTER AS NOTED ON PLAN
-  REMOVE TREE
-  SAWCUT PAVEMENT FULL DEPTH

GENERAL DEMOLITION NOTES:





























1. ABANDONED UTILITIES SHALL COMPLY WITH CITY OF APPLETON STANDARD SPECIFICATIONS.
2. THE REMOVED STORM INLETS AND MANHOLES ON THIS DRAWING ARE TO BE IMMEDIATELY REPLACED WITH NEW PROPOSED STRUCTURES. ALL EXISTING CONNECTIONS TO THE REMOVED STORM STRUCTURES ARE TO BE MAINTAINED AND CONNECTED TO THE NEW STRUCTURES.
3. UNLESS OTHERWISE NOTED ON THE PLAN, ALL EXISTING ABOVE-GROUND STRUCTURES (E.G. SIGNS, POSTS, BOLLARDS, ETC.) IN THE DISTURBED PARTS OF THE RIGHT-OF-WAY SHALL BE TEMPORARILY REMOVED DURING CONSTRUCTION AND REPLACED PRIOR TO PROJECT COMPLETION. CARE SHALL BE TAKEN TO PREVENT DAMAGE TO ALL CITY PROPERTY. ANY ITEMS DAMAGED DURING CONSTRUCTION SHALL BE REPLACED AT CONTRACTOR'S EXPENSE.



NORTH



LEGEND:

-  EXISTING CONTOURS
-  PROPOSED CONTOURS
-  BECHMARKS
-  SOIL BORINGS
-  MANHOLES
-  ROUND STORM INLET
-  RECTANGLE STORM INLET
-  INLET PROTECTION TYP
-  POWER POLE
-  LIGHT POLE
-  PEDESTAL
-  STREET SIGN
-  POST / BOLLARD
-  HYDRANT
-  WATER MAIN VALVES
-  WATER UTILITY
-  ELECTRIC UTILITY
-  FIBER OPTIC
-  TELEPHONE
-  OVERHEAD WIRES
-  GAS
-  SANITARY UTILITY
-  STORM SEWER UTILITY
-  CENTERLINE
-  CONIFEROUS TREE
-  DECIDUOUS TREE
-  BUSH
-  WETLAND

**YMCA PARKING RAMP
120 SOUTH ONEIDA STREET
APPLETON, WI**



ONE SYSTEMS DRIVE
APPLETON, WI 54914
(920) 735-6900

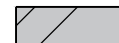



REV.	DATE	DESCRIPTION

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DATE: 11/23/2020	DRAWING NO.
C201	

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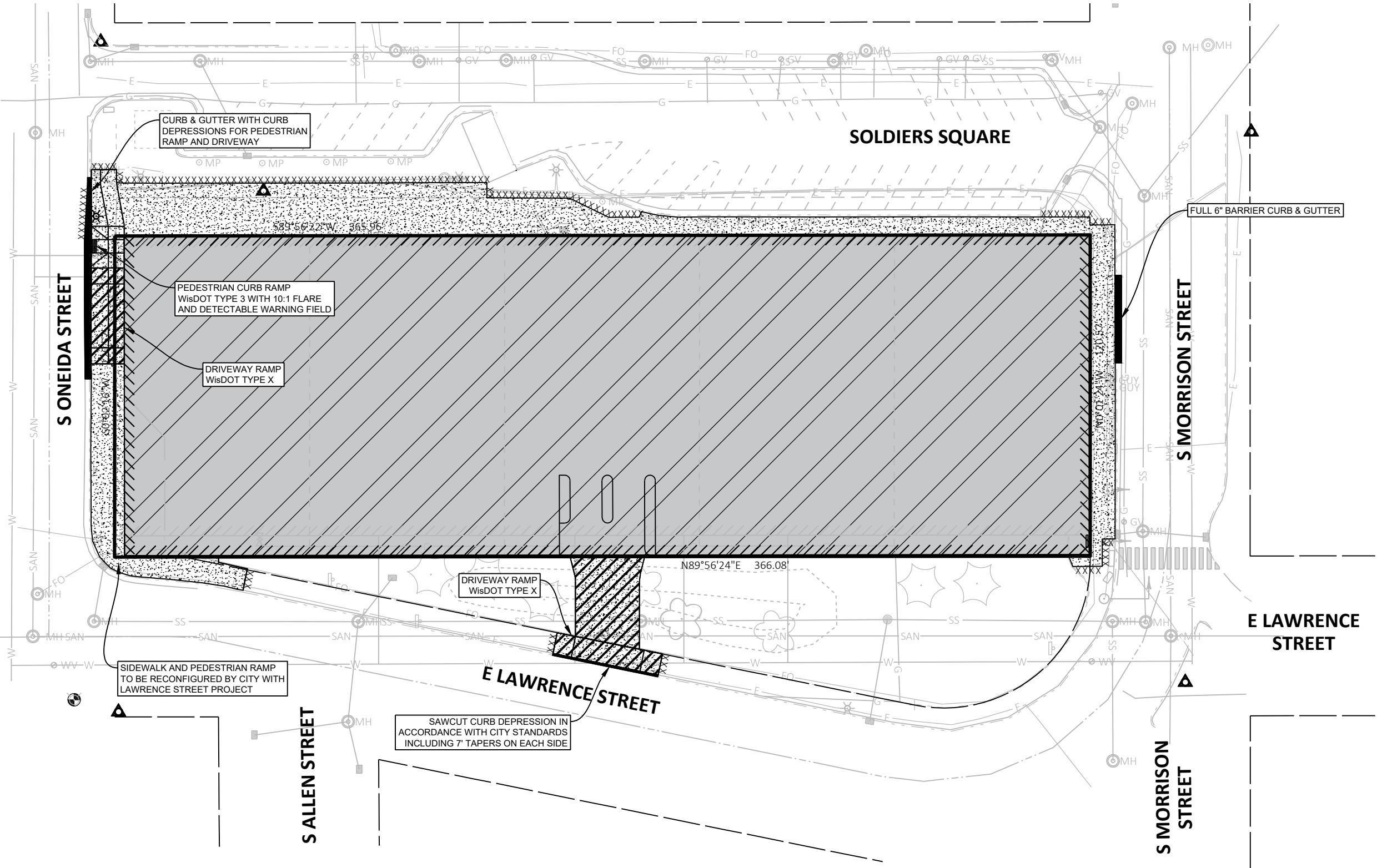
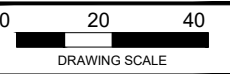
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PAVEMENT PLAN KEY

-  **PROPOSED PARKING STRUCTURE**
-  **PROPOSED CONCRETE SIDEWALK**
-  **PROPOSED CONCRETE SIDEWALK AT DRIVEWAY**
-  **PROPOSED CURB & GUTTER**



NORTH



**YMCA PARKING RAMP
120 SOUTH ONEIDA STREET
APPLETON, WI**






















ONE SYSTEMS DRIVE
APPLETON, WI 54914
(920) 735-6900

REV.	DATE	DESCRIPTION

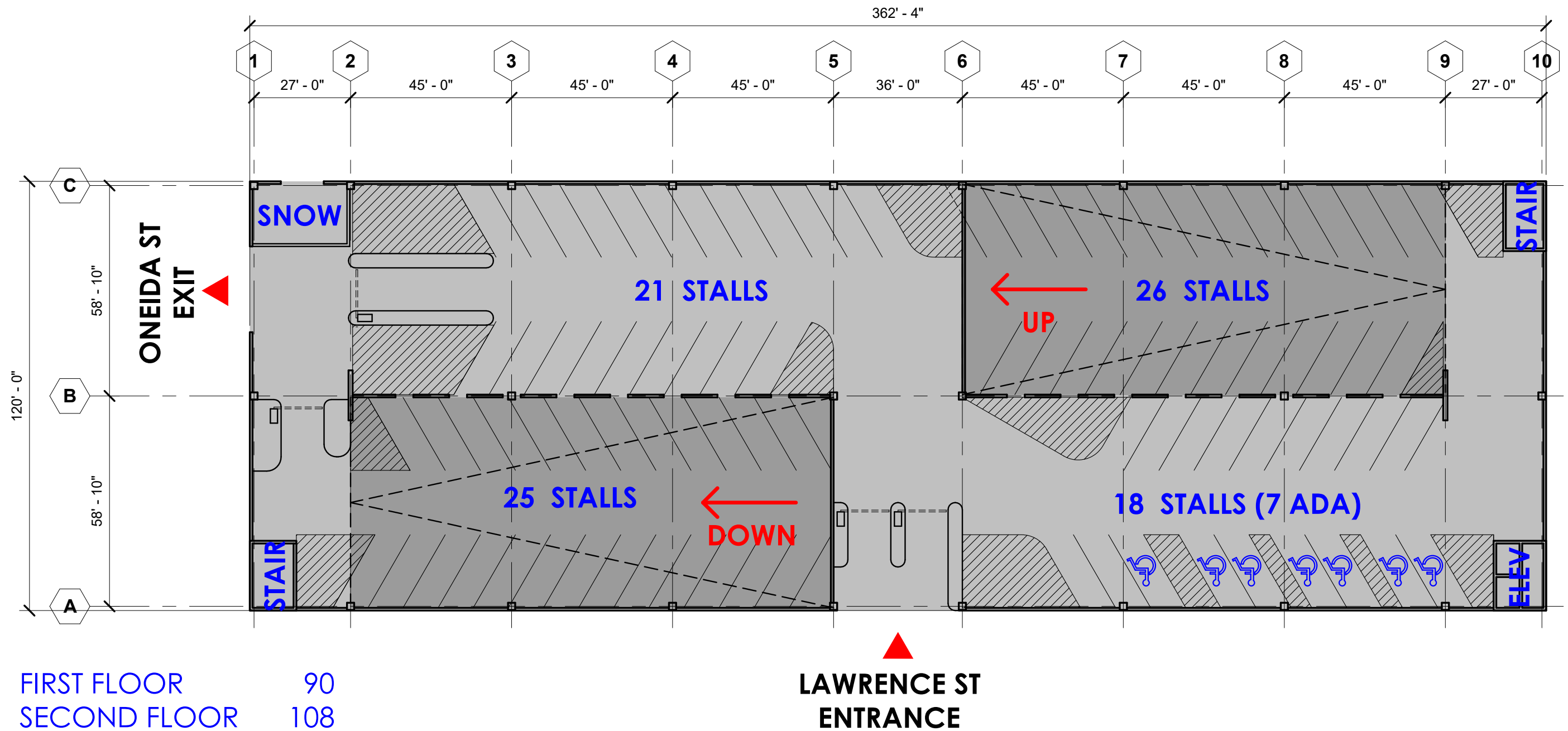
SHEET DESCRIPTION

PAVEMENT PLAN
PROJECT MANAGER: RDG
PROJ NO: R3001128.00
DATE: 11/23/2020
DRAWING NO.
C202

- LEGEND:**
-  EXISTING CONTOURS
 -  PROPOSED CONTOURS
 -  BECHMARKS
 -  SOIL BORINGS
 -  MANHOLES
 -  ROUND STORM INLET
 -  RECTANGLE STORM INLET
 -  INLET PROTECTION TYP
 -  POWER POLE
 -  LIGHT POLE
 -  PEDESTAL
 -  STREET SIGN
 -  POST / BOLLARD
 -  HYDRANT
 -  WATER MAIN VALVES
 - W- WATER UTILITY
 - E- ELECTRIC UTILITY
 - FO- FIBER OPTIC
 - T- TELEPHONE
 - OH- OVERHEAD WIRES
 - G- GAS
 - SAN- SANITARY UTILITY
 - SS- STORM SEWER UTILITY
 - C/L- CENTERLINE
 -  CONIFEROUS TREE
 -  DECIDUOUS TREE
 -  BUSH
 -  WETLAND

File Name: N:\3001128.00\Civil 3D 2020\SheetsPlan\YMCA-Ramp202-PavementPlan.dwg
Plotted By: SMBKX on 12/04/2020 at 12:41 PM

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FIRST FLOOR	90
SECOND FLOOR	108
THIRD FLOOR	108
FOURTH FLOOR	5
TOTAL	311

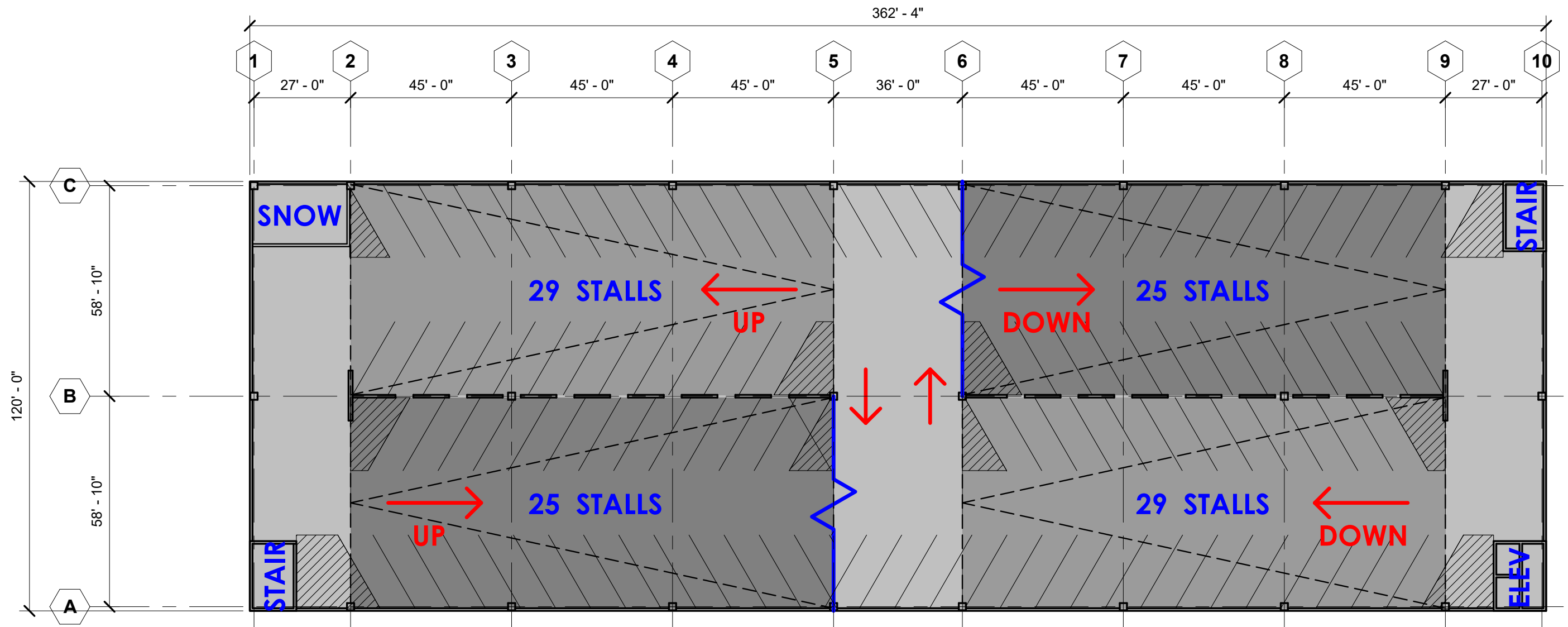
90 FIRST FLOOR STALLS (39 NOT ON SLOPE)

Ground Level Concept



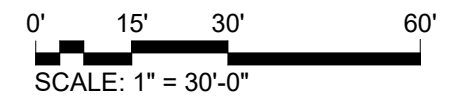
project # 20347
7 Dec 2020

PR-01



FIRST FLOOR	90
SECOND FLOOR	108
THIRD FLOOR	108
FOURTH FLOOR	5
TOTAL	311

108 SECOND FLOOR STALLS

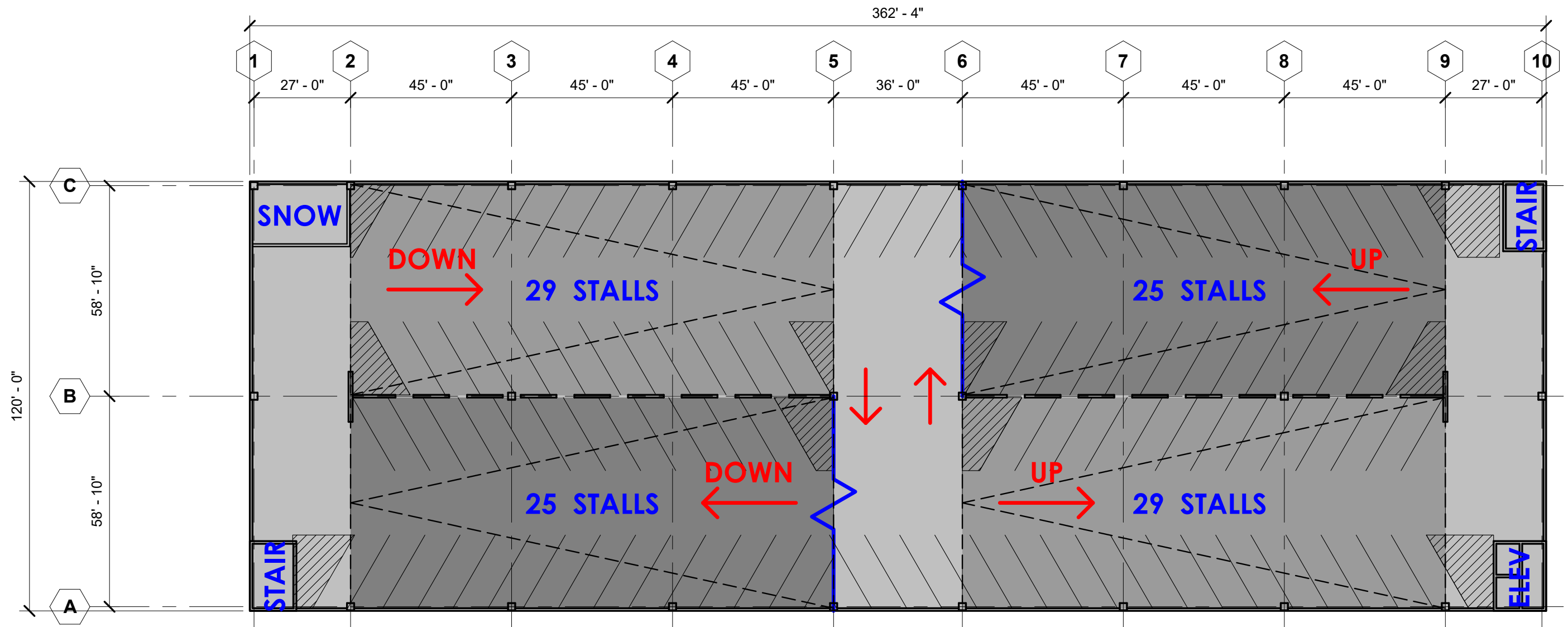


Second Level Concept



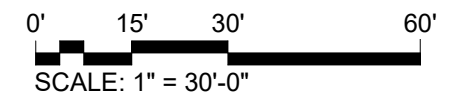
project # 20347
7 Dec 2020

PR-02



FIRST FLOOR	90
SECOND FLOOR	108
THIRD FLOOR	108
FOURTH FLOOR	5
TOTAL	311

108 THIRD FLOOR STALLS

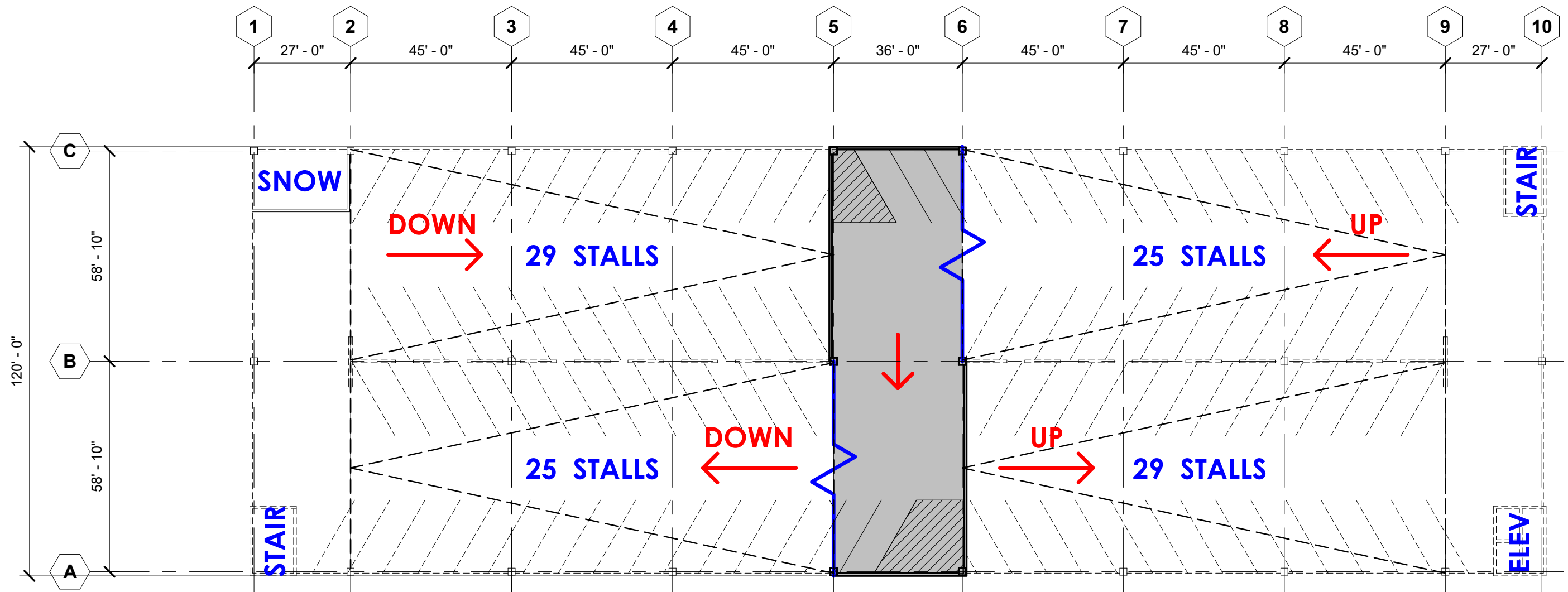


Third Level Concept



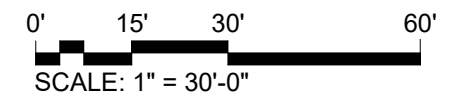
project # 20347
7 Dec 2020

PR-03



FIRST FLOOR	90
SECOND FLOOR	108
THIRD FLOOR	108
FOURTH FLOOR	5
TOTAL	311

5 FOURTH FLOOR STALLS

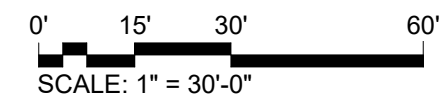
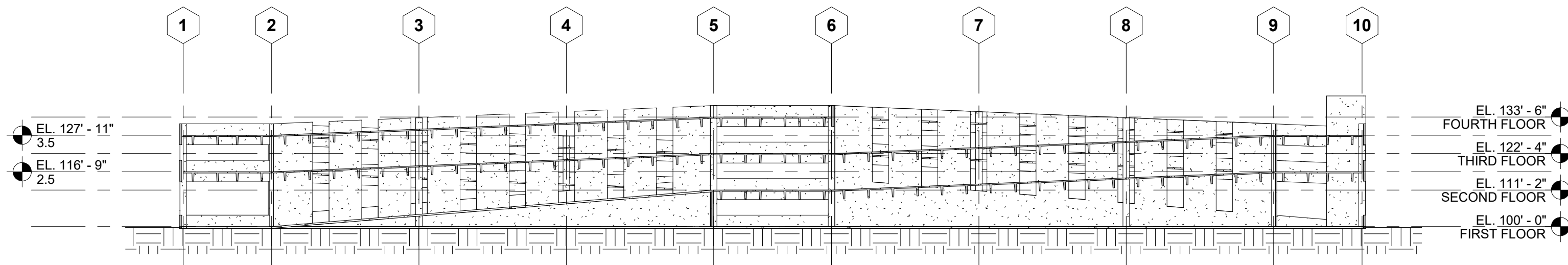


Fourth Level Concept

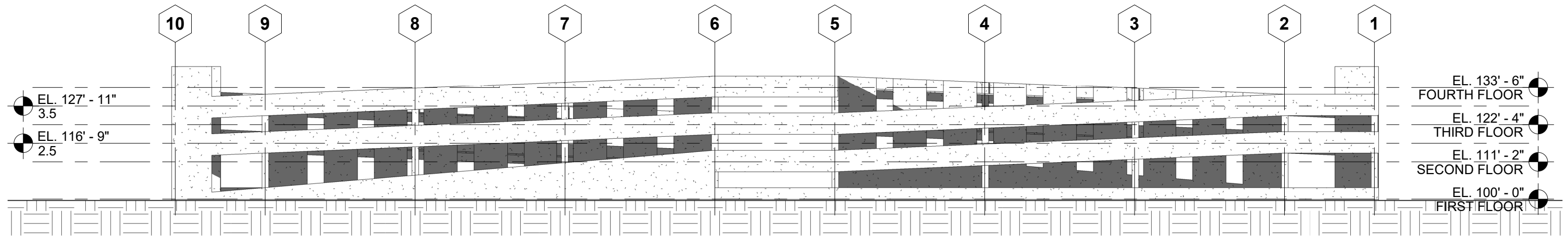


project # 20347
7 Dec 2020

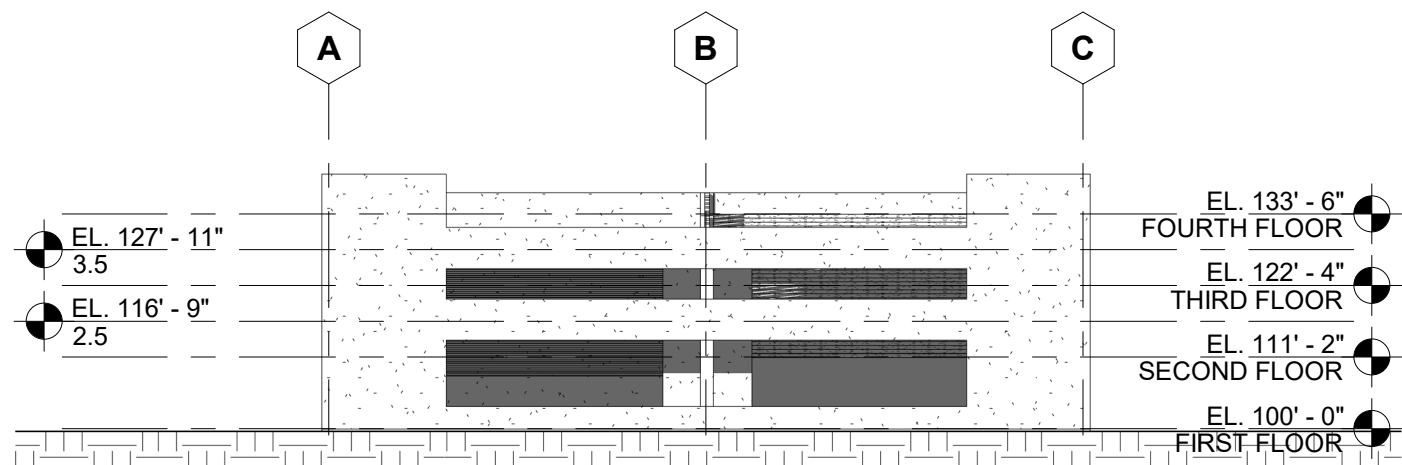
PR-04



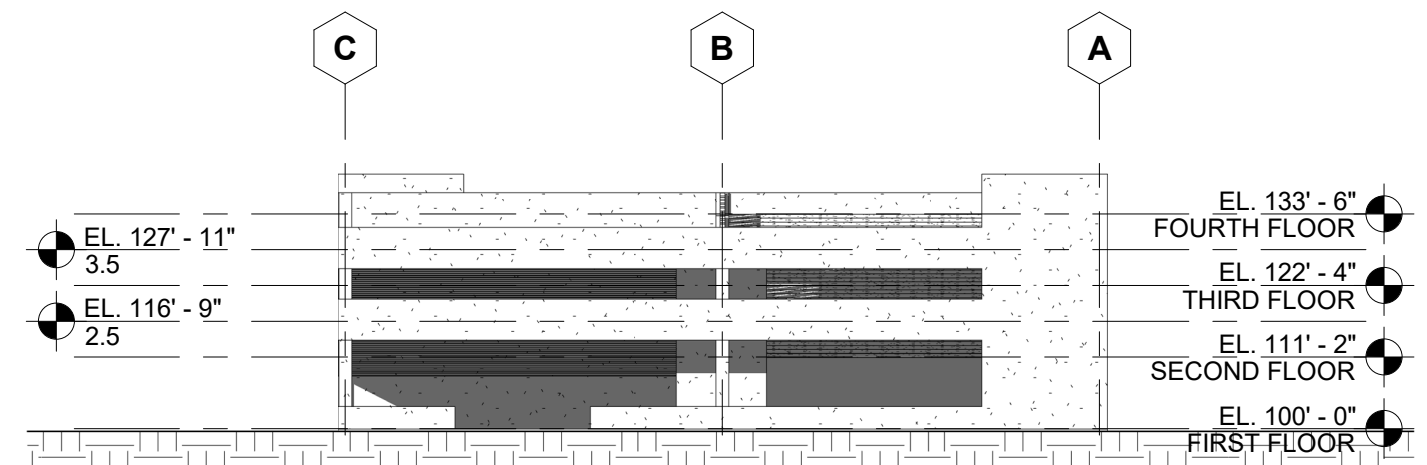
Conceptual Building Section



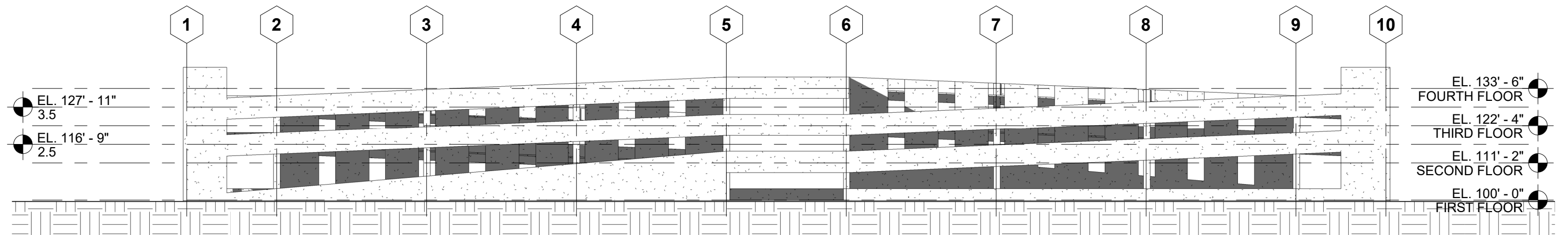
North Elevation



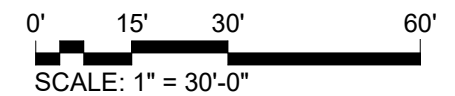
East Elevation

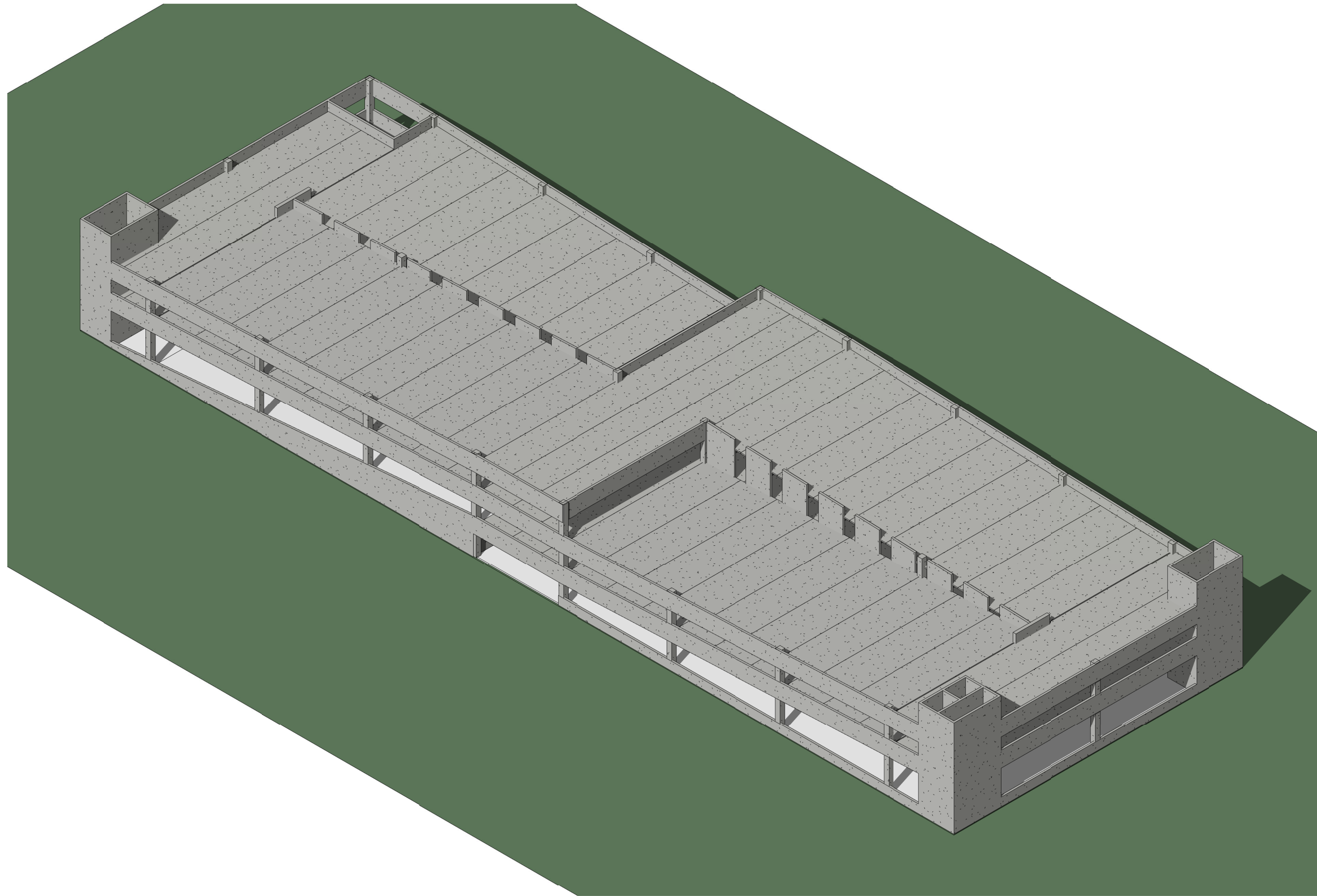


West Elevation



South Elevation





Conceptual Massing



Exterior Precedent Images

PLAN OF OPERATION AND LOCATIONAL INFORMATION

Business Information:

Name of business: YMCA of the Fox Cities

Years in operation: 132

Type of proposed establishment (detailed explanation of business):

Replacement Parking for the YMCA of the Fox Cities

Proposed Hours of Operation:

Day	From	To
Monday thru Thursday	12am	12am
Friday	12am	12am
Saturday	12am	12am
Sunday	12am	12am

Building Capacity and Storage Areas:

Maximum number of persons permitted to occupy the building or tenant space as determined by the International Building Code (IBC) or the International Fire Code (IFC), whichever is more restrictive: 675.00 persons

Gross floor area of the existing building(s):

±166,500 SF

Gross floor area of the proposed building(s):

±135,000 SF

Identify location, number, capacity and flammable liquid materials stored in storage tanks or containers:

10-15 Gallons of fuel and oil within portable containers for service / maintenance vehicles, ground floor, northwest corner.

Odor:

Describe any potential smoke, odors emanating from the proposed use and plans to control them:

Comparable to current parking structure. No special control applications planned. Open parking structure with natural ventilation.

Noise:

Describe the noise levels anticipated from the proposed use and all mechanical equipment:

Vehicle traffic at low speeds, ±50-70 db, no different than current use and street traffic.

How will the noise be controlled?

No specific sound control measures proposed.

Outdoor Lighting:

Type: None

Location: None

Off-Street Parking:

Number of spaces existing on-site: 420.00

Number of spaces proposed on-site: 311.00

Street Access:

Is street access to the subject property adequate or are any street improvements, such as a new turning lane, necessary to minimize impacts on traffic flow?

Adjustments or creation of new curb cuts as required for entry and exit from structure. A turning lane off of E Lawrence Street would be desired / beneficial when reconfigured.

Outdoor Uses:

Size: 0.00 square feet

Type and location of outdoor storage area(s) of business property, goods, or merchandise not intended for customer viewing or immediate sale:

N/A

Type and height of screening of plantings/fencing/gating for outdoor storage area(s):

N/A

Type, location, size of outdoor display area(s) of merchandise for sale or other business property:

N/A

Number of Employees:

Number of existing employees: 0.00

Number of proposed employees: 0.00

Number of employees scheduled to work on the largest shift: 0.00