

**PETITION FOR CHANGE TO ZONING  
CITY OF LA CROSSE**

**AMENDMENT OF ZONING DISTRICT BOUNDARIES**

For a Planned Development District or  
Traditional Neighborhood District

Petitioner (name and address):

Hetti Brown, 201 Melby Street, Westby, WI 54667

Owner of site (name and address):

Couleecap, 201 Melby Street, Westby, WI 54667

Address of subject premises:

212 11th Street South, La Crosse, WI 54601

Tax Parcel No.:

17-20187-110

Legal Description (must be a recordable legal description; see Requirements):

Lots 25, 26, 27, 28 and 29 except the south 21.5 feet thereof, in Block 12 in Allen Overbaugh and Peter Burns Addition to La Crosse, City of La Crosse, La Crosse, Wisconsin.

PDD/TND:                    ☐ General   ☐ Specific ☒ General & Specific

Zoning District Classification:

WR - Washburn Residential

Proposed Zoning Classification:

TND - Traditional Neighborhood Development - Specific

Is the property located in a floodway/floodplain zoning district?                    ☐ Yes ☒ No

Is the property/structure listed on the local register of historic places?                    ☐ Yes ☒ No

Is the Rezoning consistent with Future Land Use Map of the Comprehensive Plan? ☒ Yes   ☐ No

Is the consistent with the policies of the Comprehensive Plan?                    ☒ Yes   ☐ No

Property is Presently Used For:

The property is used for nonprofit public use. The REACH Center is a professional office building that provides space for approximately 10 nonprofit and local government service providers offer social, behavioral health, healthcare, and other benefit services to people experiencing housing and economic insecurity.

Property is Proposed to be Used For:

The property will be used in the same way. The property has served as a professional office building since 1957 but was considered 'nonconforming' since zoning changed to Washburn Residential in the early 2000's. While the zoning changed, the use did not. The current property owners will continue to use the property as a professional office space

Proposed Rezoning is Necessary Because (Detailed Answer):

We want to bring zoning up to date with current and historical use. By continuing to operate under a 'nonconforming' use status, we are limited in the updates and repairs we can make to the building. With proper zoning, we can keep the building in good repair, add solar, and update the building as needed (with proper permits).

Proposed Rezoning will not be Detrimental to the Neighborhood or Public Welfare Because (Detailed Answer):

The building will be utilized in the same manner that is allowable today. Rezoning will ensure we can make improvements to the building to advance the city Climate Action Plan by installing solar panels, improve service to the community with updates, and keep the property in good working order.

Proposed Rezoning will not be Detrimental to the City's Long Range Comprehensive Plan Goals, Objectives, Actions and Policies Because (Detailed Answer):

The comprehensive plan states that 'existing use' properties are 'desirable' at this location (pg. 36). This property was in existence and operated as it is today when the comprehensive plan was adopted. Rezoning will allow us to make improvements to the building and keep the building in good working order.

**The undersigned depose and state that I/we am/are the owner of the property involved in this petition and that said property was purchased by me/us on the 08 day of**

December, 2022.

I hereby certify that I am the owner or authorized agent of the owner (include affidavit signed by owner) and that I have read and understand the content of this petition and that the above statements and attachments submitted hereto are true and correct to the best of my knowledge and belief.

  
(signature)

608-632-3754

(telephone)

01/25/2024

(date)

Hetti.Brown@couleecap.org

(email)

At least 30 days prior to filing the petition for approval of the designation of a Planned Development District, the owner or his agent making such petition shall meet with the Planning Department, Engineering Department and Building Safety to discuss the scope and proposed nature of the contemplated development. (Pursuant sec. 115-156(3)(e)(1) of the Municipal Code of Ordinances of the City of La Crosse.)

**PETITIONER SHALL, BEFORE FILING, HAVE PETITION REVIEWED AND INFORMATION VERIFIED BY THE DIRECTOR OF PLANNING & DEVELOPMENT.**

Review was made on the 6th day of February, 2024.

Signed:

  
Director of Planning & Development

Plan Manager

AFFIDAVIT

STATE OF                                 )  
  ) ss  
COUNTY OF                             )

The undersigned, \_\_\_\_\_, being duly sworn states:

1. That the undersigned is an adult resident of the City of \_\_\_\_\_, State of \_\_\_\_\_.
2. That the undersigned is (one of the) legal owner(s) of the property located at \_\_\_\_\_.
3. By signing this affidavit, the undersigned authorizes the application for a conditional use permit/district change or amendment (circle one) for said property.

  
\_\_\_\_\_  
Property Owner      *Hetty Brown*

Subscribed and sworn to before me this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Notary Public  
My Commission expires \_\_\_\_\_.

- (2) **The Petition:** Following the pre-petition conference, the owner or his agent may file a petition with the Office of the City Clerk for an amendment to the City's Master Zoning Map requesting designation as a Planned Development District. The procedure for rezoning to a planned development district shall be as required for any other change in zoning district boundaries, except that in addition thereto, the rezoning may only be considered in conjunction with a comprehensive development plan and shall be subject to the following additional requirements. The comprehensive development plan may be in the form of a general development plan in order to receive concept approval therefore requiring a two-step process or in the form of a combined general and specific comprehensive development plan in order to receive final approval in a simultaneous, single step approval process. Such petition shall be accompanied by a permit fee of \$500.00, as well as ten (10) copies of the following information:
- a. **General Development Plan.** A General Development Plan encompassing all of the property which the developer owns or controls which includes a statement which sets forth the relationship of the proposed Planned Development District to the City's adopted General Plan for the La Crosse Area or any adopted component thereof and the general character of and the uses to be included in the proposed Planned Development District, including the following information:
1. Total area to be included in the Planned Development District, area of open space in acres and percent, proposed uses of land keyed to the comparable existing zoning districts, residential density computations (gross and net), proposed number of dwelling units, the approximate location of different types or densities of dwelling units, population analysis, availability of or requirements for municipal services and utilities and any other similar data pertinent to a comprehensive evaluation of the proposed development.
  2. A general summary of the estimated value of structures and site Simprovement costs, including landscaping and special features.
  3. A general outline of the organizational structure of a property owner's or management's association, which may be proposed to be established for the purpose of providing any necessary private services including proposed restrictive covenants.
  4. Any proposed departures and requested waivers from the standards of development as set forth in other City zoning regulations, land division ordinance, sign ordinance and other applicable regulations.
  5. The expected date of commencement of physical development as set forth in the proposal and also an outline of any development staging which is planned.
  6. A sketch plan depicting the proposed lot layout, street configuration, utilities, and open space.
  7. A legal description of the boundaries of lands included in the proposed Planned Development District.
  8. A description of the relationship between the lands included in the proposed Planned Development District and surrounding properties.
  9. The location of institutional, recreational and open space areas, common areas and areas reserved or dedicated for public uses, including schools, parks, and drainage ways.
  10. Characteristics of soils related to contemplated specific uses.
  11. Existing topography on site with contours at no greater than two (2) foot intervals City Datum where available.
  12. General landscaping treatment.



# CHICAGO TITLE INSURANCE COMPANY

## Transaction Identification Data for reference only:

Issuing Agent: New Castle Title of La Crosse, Inc.  
 Issuing Office: 750 3rd St N, Ste B, La Crosse, WI 54601  
 ALTA® Universal ID:  
 Loan ID Number:  
 Issuing Office File Number: 22-WI-101529  
 Commitment Number: 22-WI-101529  
 Revision Number:  
 Property Address: 212 11th Street South; 215 10th Street South, La Crosse, WI 54601

## SCHEDULE A

1. Commitment Date: 11/09/2022 at 8:00 AM

2. Policy to be issued:

(a) ALTA Owner's Policy \$1,200,000.00

PROPOSED INSURED: Couleecap, Inc., a Wisconsin Non-Stock Corporation

3. The estate or interest in the Land described or referred to in this Commitment is: fee simple.

4. Title to the fee simple estate or interest in the Land is at the Commitment Date vested in:

PTK Investments LLC, a Wisconsin limited liability company

5. The Land is described as follows:

Lots 25, 26, 27, 28 and 29, EXCEPT the South 21.5 feet thereof, in Block 12 of Allen Overbaugh and Peter Burns Addition to La Crosse, City of La Crosse, La Crosse County, Wisconsin.

Lot 22 in Block 12 of Allen Overbaugh and Peter Burns Addition to La Crosse, City of La Crosse, La Crosse County, Wisconsin.

Tax Parcel No. 17-20187-110, 212 11th Street South

The 2021 taxes are in the amount of \$35,146.22, with First Dollar Credit of \$74.88, for net balance of \$35,071.34, which is paid in full.

Tax Parcel No. 17-20187-80, 215 10th Street South

The 2021 taxes are in the amount of \$1,165.20, with First Dollar Credit of \$74.88, for net balance of \$1,090.32, which is paid in full.

New Castle Title of La Crosse, Inc. as authorized agent for CHICAGO TITLE INSURANCE COMPANY

*Marlene McCluskey*

By:

Marlene McCluskey, License #: 367522

Authorized Signatory

*This page is only a part of a 2016 ALTA® Commitment for Title Insurance issued by Commonwealth Land Title Insurance. This Commitment is not valid without the Notice; the Commitment to Issue Policy; the Commitment Conditions; Schedule A; Schedule B, Part I—Requirements; and Schedule B, Part II—Exceptions; and a counter-signature by the Company or its issuing agent that may be in electronic form.*

## **The REACH Center Traditional Neighborhood Development Application Narrative**

Sec. 115-156

### **(2) The Petition.**

In support of the application for a petition of rezoning, we are filing with the Office of the City Clerk these documents and plans for amendment to the City's Master Zoning Map. We are submitting a specific development plan and requesting a one-step process to receive final approval for this request for the designation as a Traditional Neighborhood Development. As requested by Chapter 115, Section 156, part (e) (2) we submit the following:

#### **Introduction and General Development Plan**

The REACH Center partners are applying to rezone our property at 212 11<sup>th</sup> Street South from "Washburn Residential" to "Traditional Neighborhood Development-Specific" to align with how the property has been historically, and will continue to be, utilized.

Since the building was built in 1957, it has served the community as a professional office and medical building. The property had been zoned as a 'local business' in 1991 through a Restrictive Covenant. Since that time, and through several owners, the building has been operated as a local business offering medical, behavioral health, social services, and office services.

In 2004, a large area was rezoned 'Washburn Residential' which included our property. The Restrictive Covenant continued to remain on the deed. The property continued to be used as professional offices. It has never been used as a residential property nor do the owners intend to ever turn the property into a residential property.

The owners are currently operating the building as a non-conforming use, which is permissible if it is not vacant for 12 months or more. Our goal is to bring zoning up-to-date with how the building has been and will continue to be used indefinitely - as a professional office building. As a non-conforming building, we are restricted from making improvements to the building.

Within the La Crosse Comprehensive Plan, page 36, properties in existence at the time the plan was adopted are considered "desirable" within the area where the building is located. The property was in existence and operating as it is today when the plan was adopted. Rezoning will enable owners to make energy upgrades and other modifications for improved public services. These modifications are currently not allowable as a non-conforming building.

See Exhibit E for a complete list of proposed permitted uses we are requesting under this TND zoning petition.

#### **a. Property Data.**

1. The total area within the Traditional Neighborhood Development (TND) application is 38,405.125 square feet. There is a second lot currently owned and operated in conjunction with this lot but on a separate tax parcel. However, that lot is not being considered as part of this rezoning application.
2. Our site map indicates the use areas in detail (see Exhibit A).
3. Our site map indicates surrounding land uses (see Exhibit A).

4. The immediate neighborhood is comprised of primarily mixed-use developments or neighborhoods that include residential, professional office, multi-family residential, and various public/semi-public use buildings.
5. None of the site is in a floodplain or wetland area.
6. Summary of Estimated Value.
  - i. In 2022 the land was assessed at \$212,000 and the improvements were assessed at \$693,500 for a total of \$914,500. In November 2022, the building and land appraised for \$1,940,000.
  - ii. The proposed plan results in the installation of approximately 316 x 550 Watt rooftop solar panels for the production of 173.8 kw of solar energy annually, and updates to the interior of the building including the lobby area and client service rooms. As part of client service room upgrades, four dental suites will be added along with offices for medical support personnel and services.
  - iii. See Exhibit B for the Rooftop Solar System Proposal for the building.
  - iv. See Exhibit C & D for the current floorplan and draft Interior Design Plans for the Building.
  - v. These improvements are estimated to cost \$1.8 million.

#### **Purpose of the Petition to Rezone and Proposed Permitted Use**

Since the building is not zoned in accordance to how it is used, it is considered 'non-conforming' by the city. As a non-conforming building, there can be confusion within the community and among owners over allowable uses. Additionally, certain building upgrades are not allowable. For example, REACH partners want to renovate dental suites to serve families and add solar panels to the rooftop to improve the building's efficiency. These renovations are not allowed while the building is considered 'non-conforming.'

All proposed changes are interior renovations or rooftop renovations with the installation of solar panels. For the interior renovations, we will be remodeling the lobby to be more modern and efficient. We will also renovate dental suites and update existing office spaces to provide better working space for our partners at Scenic Bluffs Community Health Centers. We will not be making additions to the exterior of the building, adding a second story, or making any changes that would impact the size of the building.

#### **7. Organizational Structure and Property Ownership.**

- i. Couleecap, Inc., a 501c3 organization, purchased the property in 2022. In 2023, the YWCA La Crosse and Scenic Bluffs Health Centers, Inc., also 501c3 organizations, became equity and management partners in the REACH Center.
- ii. Couleecap is responsible for fiscal management of the property and building.
- iii. The REACH Center provides space to 501c3 nonprofit service organizations and nonprofit government organizations (ex. La Crosse County, La Crosse School District) to provide social services to La Crosse area residents experiencing housing, economic, or healthcare insecurities.
- iv. The REACH Center provides no-cost space for community events, job fairs, and training/workshops.



8. Departures. None.

9. Development Timeline. Upon zoning approval, we will proceed with construction, as permitted by the City of La Crosse.

10. Plan Sketch. See Exhibits B, C, and D.

**Legal Description of the Traditional Neighborhood District.**

The boundaries of the property, all common areas, public use, characteristics of the property, topography and general landscaping will remain the same as they are today.

We are making this request to update zoning to align with the current uses of the property. The building was first built in 1957 and has operated as a professional office building since.

**Pre-Petition Community Input**

Prior to filing the zoning petition REACH partners solicited community input through a number of channels.

**Neighborhood Association Meetings:**

REACH partners gave presentations and held Q/A sessions with the Downtown Neighborhood Association and the Washburn Neighborhood Association. As follow-up to those meetings, we sent a REACH Rezoning Fact Sheet (See Exhibit F) and answers to questions that were not answered at meetings. We invited both Neighborhood Associations to any additional public meetings that were hosted outside of Association meetings as well.

**Online Feedback and Question Form:**

REACH partners hosted a web page to gather public input prior to filing the zoning petition and before public hearings. The site was accessible through a web link or QR code, and publicized at Neighborhood Association meetings, through email, on the public Fact Sheet, and other communications. Through the site, found at <https://www.couleecap.org/community-feedback.html>, public members could submit questions, comments, or ask a member of the REACH team to contact them for discussions.

**Pre-Submission Community Meeting:**

REACH partners hosted a pre-submission public meeting to walk through zoning petition materials prior to the materials being submitted. This offered neighbors/public members a chance to view the zoning petition materials and ask questions prior to the submission date. It also allowed collaboration to clarify language in the package prior to submission.

See Exhibit G for an example of an invitation for one of these sessions. This flier was emailed to Neighborhood Associations (Downtown and Washburn), emailed to contacts who reached out to REACH partners directly, and physically dropped (via neighborhood canvassing) at doorways at properties surrounding the REACH Center property.



**Timeline of Community Engagement Activities: Prior to Petition Submission**

**Community Input Web Page Launched: January 10, 2024**

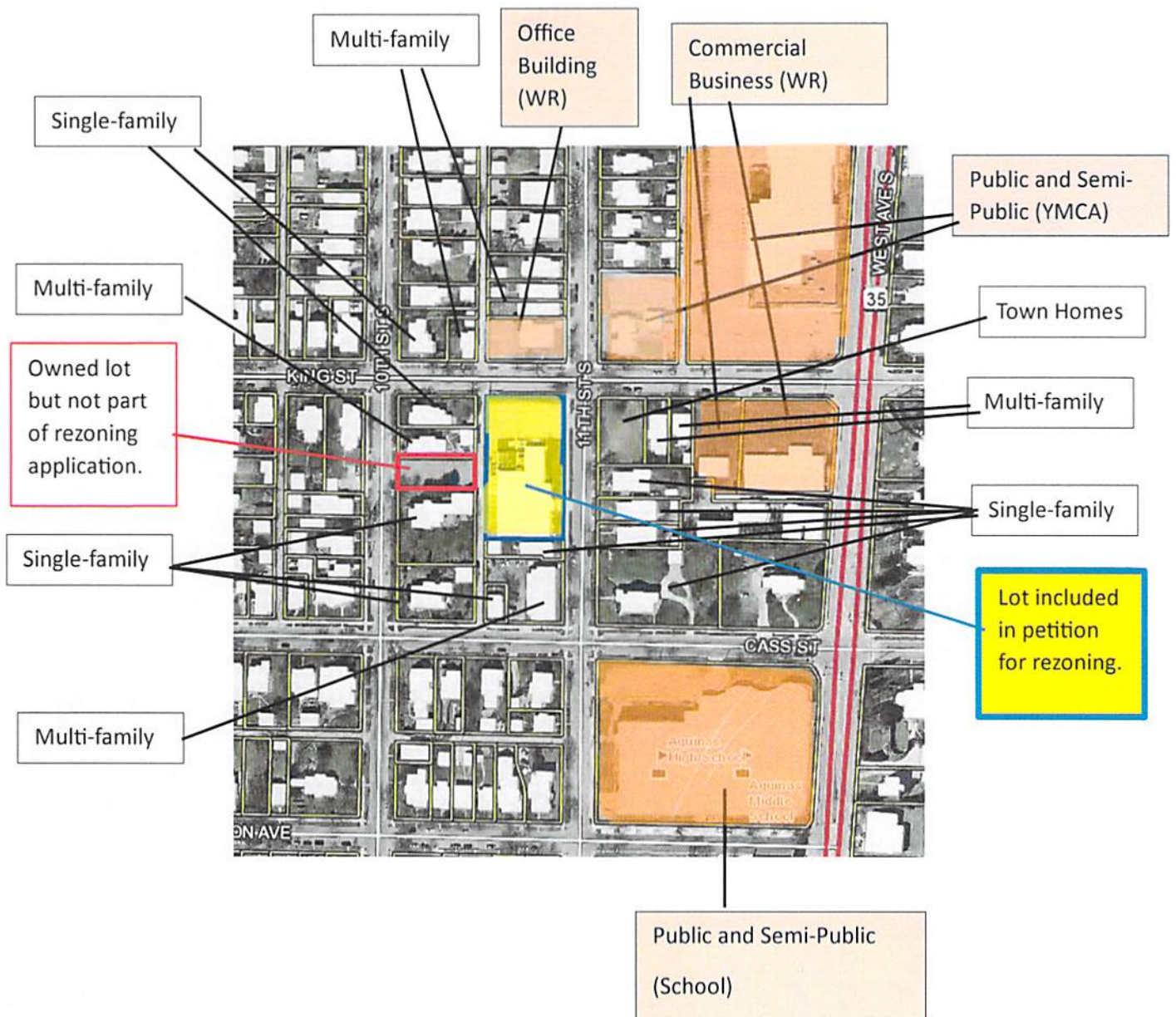
**Presentation at Downtown Neighborhood Association Meeting: January 16, 2024**

**Presentation at Washburn Neighborhood Association Meeting: January 23, 2024**

**Door-to-Door Canvassing: January 29, 2024**

**Virtual Meeting to Review Zoning Petition Materials and Gather Input Prior to Submission:  
January 31, 2024**

## EXHIBIT A: SITE MAP AND SURROUNDING LAND USE



## EXHIBIT B: ROOFTOP SOLAR SYSTEM PROPOSAL

### Recommended System Option

173.8 kw

System Size

\$1,387,282

Lifetime Electricity Bill  
Before Solar

\$261,636

Lifetime Electricity Bill  
After Solar

\$446,666

Total System Price  
including tax



### Your Solution

#### Solar Panels

VSUN

173.800 kW Total Solar Power

316 x 550 Watt Panels (VSUN550-144MH)

224,100 kWh per year

#### Inverter

Yaskawa Solectria Solar

150.000 kW Total Inverter Rating

3 x PVI-50TL-480







# LOWER FLOOR

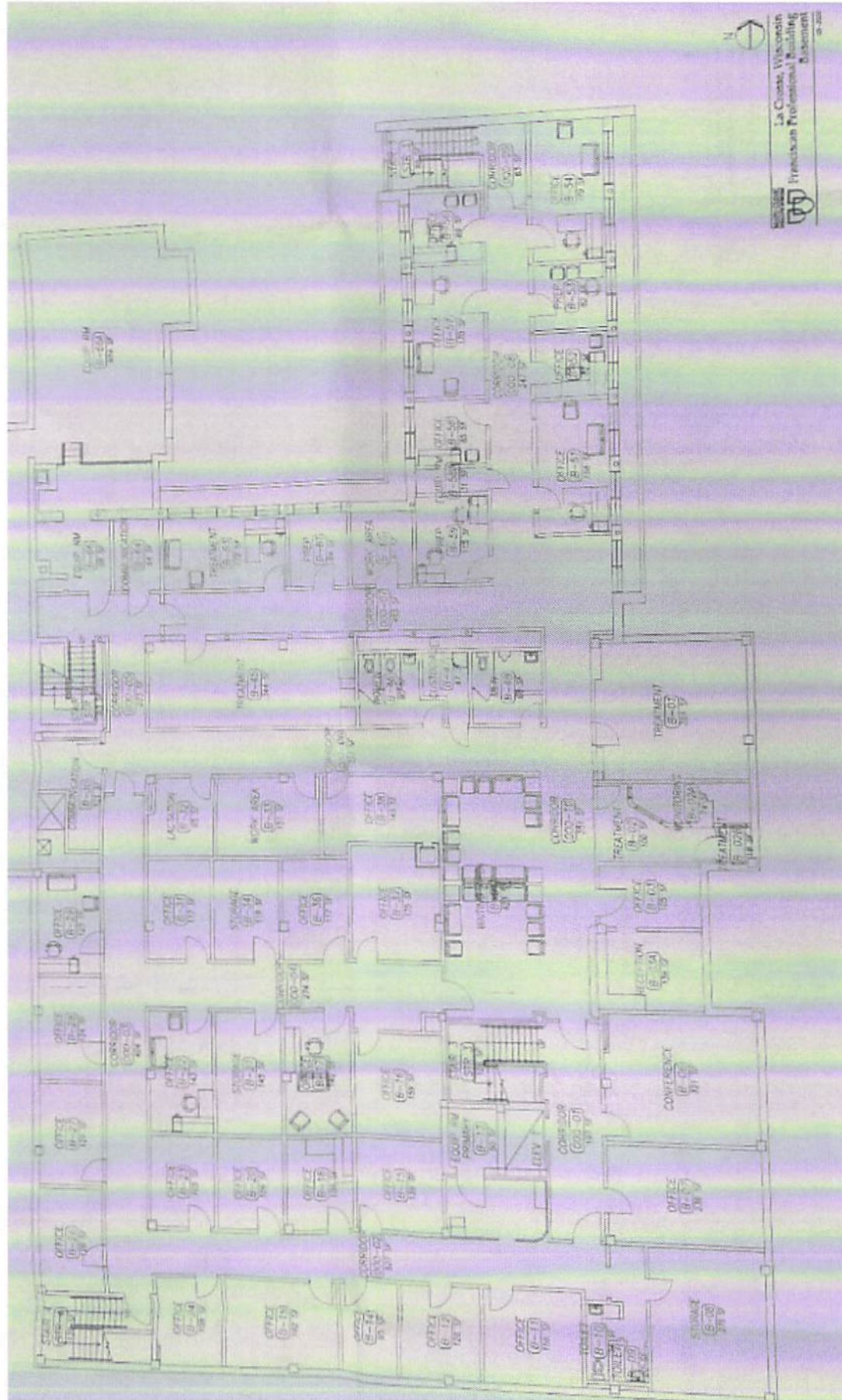
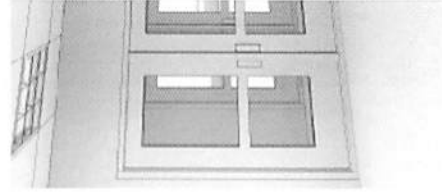


EXHIBIT D: DRAFT INTERIOR DESIGN PLANS – LOBBY AREA AND CLIENT SERVICE ROOMS

Lobby design options

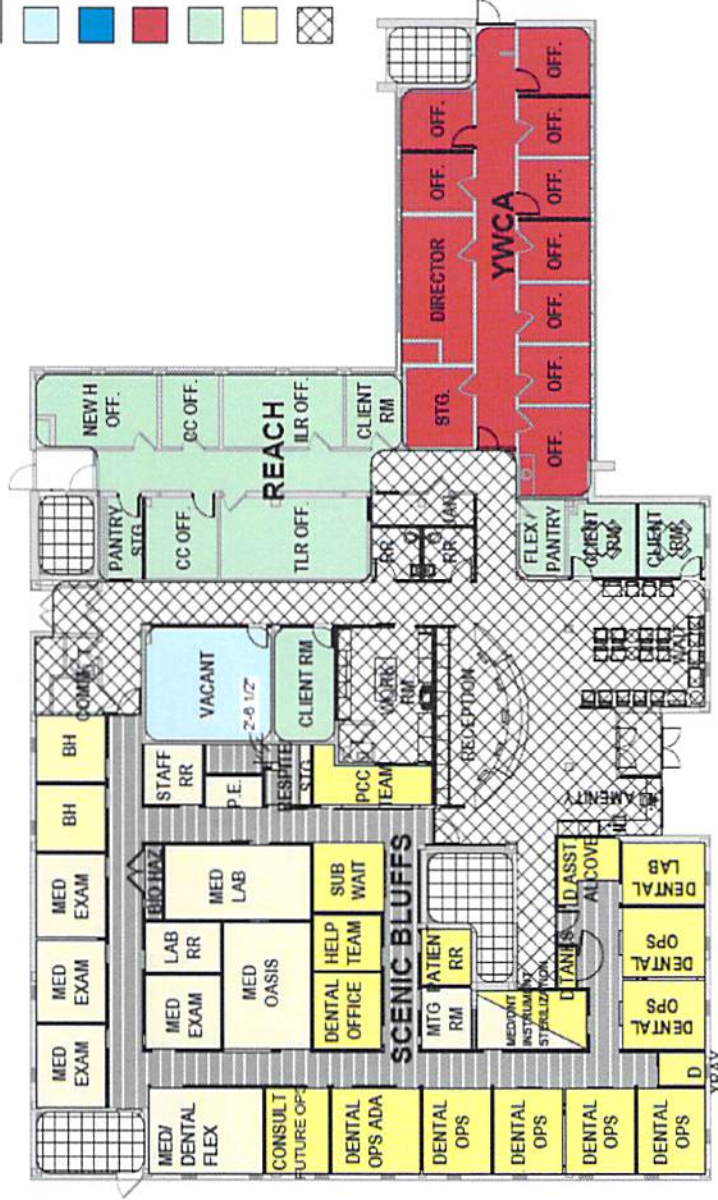
MASTER PLANNING

Schematic Images



# LEGEND

	COMMUNITY PARTNER / VACANT
	COULEECAP
	YWCA
	REACH
	SCENIC BLUFFS
	BUILDING SHARED



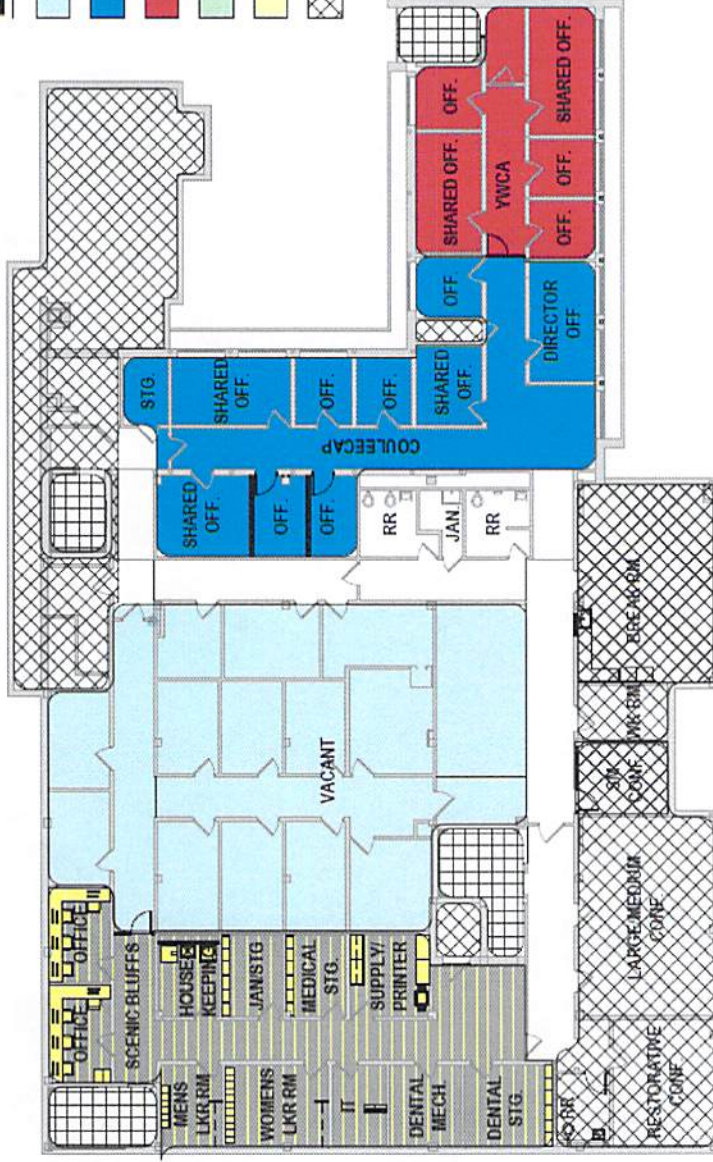
## 1 FIRST FLOOR OVERALL

1/16" = 1'-0"



# LEGEND

- COMMUNITY PARTNER / VACANT
- COULEECAP
- YWCA
- REACH
- SCENIC BLUFFS
- BUILDING SHARED



## 1 LOWER LEVEL OVERALL

1/16" = 1'-0"

## **EXHIBIT E: PROPOSED LIST OF PROPOSED PERMITTED USES UNDER TRADITIONAL NEIGHBORHOOD DEVELOPMENT - SPECIFIC**

**General office-based services to the public for the purpose of providing:**

- Social services - public services intended to advance housing, financial, educational, health, and other areas of individual and community wellbeing.
- Community education and resources
- Housing Navigation, coordination, or support
- Legal assistance
- Employment and educational support
- Basic needs items (examples include hygiene items, clothing items, etc.)
- Benefits and identification documentation enrollment
- Counseling services
- Primary medical care services including preventive, diagnostic care and treatment (e.g., chronic condition management, immunizations, screenings, blood tests, x-rays, health education, etc.) for all age groups, and for a wide range of health-related issues.
- Dental care
- Behavioral health services
- Prescription-only pharmacy services exclusively for Scenic Bluffs Community Health Center patients only; Excludes dispensing of opioids.
- Health education
- Language interpreting
- Patient access coordination
- Health insurance navigation
- Chiropractic, acupuncture, massage therapy
- Parking for visitors and employees of the REACH Center

**Uses not allowable: Methadone clinic, needle exchange program, drug detoxification center, sheltering services including overnight housing.**

# Exhibit F: Fact Sheet



The REACH Center partners are applying to rezone 212 11<sup>th</sup> Street South from 'Washburn Residential' to 'Traditional Neighborhood Development'. This fact sheet provides information about the zoning proposal.

To submit questions, comments, or speak to someone about this proposal, visit <https://www.couleecap.org/community-feedback.html>

**Q: Why are REACH partners pursuing new zoning?**

A: Since the building was built in 1957, it has served the community as a professional office and medical building. In the early 2000's a large area was re-zoned as 'Washburn Residential'. The REACH Center lot was included in that rezoning even though the property was not used as a residential lot. The building was permitted to be used as a professional building indefinitely and will continue to be so. Our goal is to bring zoning up-to-date with how the building has been and will continue to be used.

**Q: If the building has been used as an office building, why do you have to rezone?**

A: Since the building is not zoned in accordance to how it is used, it is considered 'non-conforming' by the city. As a non-conforming building, there can be confusion within the community and among owners over allowable uses. Additionally, certain building upgrades are not allowable. For example, REACH partners want to add updated dental suites to serve families, and add solar panels to the rooftop to improve the building's efficiency. These renovations are not allowed while the building is considered 'non-conforming.'

**Q: Under new Traditional Neighborhood Development (TND) zoning, what would be considered allowable on the property and in the building?**

A: Within TND zoning, only uses reviewed and approved by the City of La Crosse Common Council are allowable. REACH partners have worked closely with the City Planning office and are gathering input from the community to define a specific list of allowable uses. Once the list is approved, no other use would be allowed without further approval from the Common Council or a rezoning effort. Please see a list of proposed uses at the end of this document.

**Q: Once the REACH Building receives TND zoning, what changes would you make to the building?**

A: Any changes would be interior renovations or rooftop renovations with the installation of solar panels. For the interior renovations, we will be remodeling the lobby to be more modern and efficient. We will also add dental suites and update existing office spaces to provide better working space for our partners at Scenic Bluffs Community Health Centers. We will not be making additions to the exterior of the building, adding a second story, or making any changes that would impact the size of the building.

**Q: Will you be adding a Methadone Clinic or other drug treatment facility?**

A: No. This is not a service REACH partners provide, nor are there plans to provide this service. Additionally, since serving as a Methadone or drug treatment facility would first need approval by Common Council, this would not be an allowable use for the property under new TND zoning.

**Q: Will you be providing any form of shelter for people who are currently without shelter?**

A: No. The REACH Center is a professional office building and does not provide shelter of any kind. This is not currently an allowable use of the building, and we are not including shelter in the list of allowable uses requested in our zoning application.

**Q: Where can I go to request more information or ask additional questions?**

A: We welcome questions and feedback! Please visit <https://www.couleecap.org/community-feedback.html> to submit your comments or questions and we will be in touch.

**PROPOSED LIST OF ALLOWABLE PROPERTY USES UNDER TND ZONING**

General office-based services to the public for the purpose of providing:

- General social services - public services intended to advance housing, financial, educational, health, and other areas of individual and community wellbeing.
- Community education and resources
- Housing Navigation, coordination, or support
- Legal assistance
- Employment and educational support
- Basic needs resources
- Benefits and identification documentation enrollment
- Counseling services
- Primary medical care services including preventive, diagnostic care and treatment (e.g., chronic condition management, immunizations, screenings, blood tests, x-rays, health education, etc.) for all age groups, and for a wide range of health-related issues.
- Dental care
- Behavioral health services
- Pharmacy services
- Health education
- Language interpreting
- Patient access coordination
- Health insurance navigation
- Chiropractic, acupuncture, massage therapy
- Parking for visitors and employees of the REACH Center

Uses not allowable: Methadone clinic, sheltering services including overnight housing.



Exhibit G: Community Session Invitation

# Community Session: REACH Center Zoning Petition Review

Join us for a review of the zoning petition for 212 11th Street South in La Crosse. REACH Center partners will discuss the details of the petition and answer questions.

**Wednesday, January 31  
7:00 PM**

**Participants can join online or by phone:**

**Join online at:**

<https://us06web.zoom.us/j/86541712299?pwd=WUYMuwgtTbPBGIWFPjGIz54kI8cgd.1>

Meeting ID: 865 4171 2299

Passcode: 959396

**Join Toll Free at:**

877-853-5247

Meeting ID: 65 4171 2299

Passcode: 959396

If you can't make the meeting but still have questions or would like to speak with someone about the project, please visit <https://www.couleecap.org/community-feedback.html>

