

Board of Zoning Appeals Variance Application

(To be completed by City Clerk or Zoning Staff)

City of La Crosse, Wisconsin

Application No.: 2637

Date Filed: 11/5/19

Application Complete: Yes X No _____

Filing Fee: N/A

Date Paid: N/A

Reviewed By EX (Initial)

(To be completed by the applicant)

Application Deadline: By 5:00 PM the first Wednesday of every month.

Building Permit Application Deadline: 10 Calendar Days prior to first Wednesday of every month for the Inspection Department to provide review. Any building permit submitted after deadline must wait until the following Board of Zoning Appeals meeting.

	Owner / Agent	Contractor
Name	Art Fahey - <u>City of La Crosse</u>	Kraus-Anderson Construction Company
Address	300 Harborview Plaza	151 E Wilson Street Suite 100
Phone	608-789-7413	608-838-5416

Legal Description: See attachment, City of La Crosse, Wis.

Tax Parcel Number: 17-20002-80

Lot Dimensions and Area: Irregular x Irregular feet. = 193,800 sq. ft.

Zoning District: PS - Public and Semi-Public

A variance is a relaxation of a standard in a land use ordinance. The Board of Zoning Appeals decides variances. The Board is a quasi-judicial body because it functions like a court. The Board's job is not to compromise ordinance provisions for a property owner's convenience but to apply legal criteria provided in state laws and the local ordinance to a specific fact situation. Variances are meant to be an infrequent remedy where an ordinance imposes a unique and substantial burden. The burden of proof falls on the variance applicant.

Process:

At the time of application, you will be asked to:

- **Complete an application** form and timely submit it with a non-refundable fee as required in La Crosse Municipal Code § 115-60; Failure to complete any section of the application form will result in rejection of the application. If additional space is needed, please attach additional pages.
- **Provide detailed plans** describing your lot and project (location, dimensions, and materials);
- **Provide a written statement** of verifiable facts showing that your project meets the legal criteria for a variance (Three-Step Test below); and
- **Stake out lot corners or lines**, the proposed building footprint and all other features of your property related to your request so that the Zoning Board and/or City staff may inspect the site.

Following these steps, the Inspection Department must approve the application as to form and completeness and then the application and fee must be submitted to the City Clerk. The zoning agency will then provide notice of your request for a variance to the City of La Crosse's official newspaper noting the location and time of the required public hearing before the Zoning Board. Your neighbors and any affected state agency will also be notified. The burden will be on you as a property owner to provide information upon which the Board may base its decision. At the hearing, any party may appear in person or may be represented by an agent or attorney. If any of these requirements are not met or if you or your agent does not appear at the public hearing, the Board **must** deny your request for a variance and your fee will be forfeited.

Part A: General Information and Alternatives Analysis.

(To be completed by the applicant).

1. General Information.

Complete the questions in the general information section of the application to provide the necessary background information needed for the property at issue.

(a) Current use and improvements.

City street (Front Street) and utility conveyance.

(b) Proposed Use.

City Street (Front Street), utility conveyance, and new La Crosse Center ballroom and supporting areas above.

(c) Description and date of any prior petition for variance, appeal, or special exception.

None.

(d) Description and location of all nonconforming structures and uses on the property.

The La Crosse Center proposes to build the new ballroom and supporting areas within and over the public right-of-way of Front Street. The building expansion, sidewalk, utilities, and Front Street will abut, but not enter Riverside Park property.

(e) Ordinance standard from which variance is being sought (include code citation).

Sec. 115-157. - Public and Semi-Public District.

(c) Area regulations . Except as otherwise provided in subsection (e) of this section, all new buildings or additions to existing buildings shall be set back at least ten feet from all public rights-of-way plus one additional foot for each five feet of building height exceeding 35 feet.

(Code 1980, § 15.17; Ord. No. 4887 , § I, 9-10-2015)

(f) Describe the variance requested.

The La Crosse Center request a variance to allow for construction of the new ballroom and supporting areas within and over the public right-of-way of Front Street.

(g) Specify the reason for the request.

The La Crosse Center needs to expand to support existing customers, modernize, and meet market demands. Several alternatives were reviewed. A large ballroom is the most important feature of the expansion project. Due to size and shape needs of this ballroom, building over Front Street is the most viable alternative when factoring budget, space, parks, land use, and other constraints, while still meeting the needs of the expansion.

(h) Describe the effects on the **property** if the variance is not granted.

The expansion project is not viable if the variance is not granted.

2. Alternatives.

Describe alternatives to your proposal such as other locations, designs, and construction techniques. Attach a site map showing alternatives you considered in each category below.

- **Alternatives you considered that comply with existing standards.** If you find such an alternative, you can move forward with this option with a regular permit. If you reject compliant alternatives, provide the reasons why you rejected them.

Alternatives that may have complied with standards included, constructing the ballroom over the Pearl Street Walkway

- **Alternatives you considered that require a lesser variance.** If you reject such alternatives, provide the reasons why you rejected them.

Alternatives that may have required a lesser variance included, constructing the ballroom over the Pearl Street Walkway and constructing the expansion on the property currently occupied by the Radisson Center. Constructing over the Pearl Street Walkway was rejected due to public opposition and the cost of the structure required to build the new ballroom and supporting areas over the North Hall. The Radisson Center property was rejected because the City of La Crosse does not own the property, and the parties have not agreed on a sale.

Part B: Three-Step Test.

To qualify for a variance, applicants must demonstrate that their property meets the following three requirements:

1. Unique Property Limitation. *(To be completed by the applicant).*

Unique physical characteristics of the property such as steep slopes or wetlands that are not generally shared by other properties must prevent compliance with ordinance requirements. The circumstances or desires of an applicant (growing family, need for a larger garage, etc.) are not a factor in deciding variances. Nearby ordinance violations, prior variances, or lack of objections from neighbors do not provide a basis for granting a variance. Property limitations that prevent ordinance compliance and are common to a number of properties should be addressed by amending the ordinance.

You will be asked whether there exist any unique physical characteristics to your property that prevent compliance with the ordinance. You will be asked to show where these unique physical characteristics are located on your property by showing the boundaries of these features on a site map. If there is not a unique property limitation, a variance cannot be granted.

Do unique physical characteristics of your property prevent compliance with the ordinance?

- ☒ **Yes.** Where are they located on your property? In addition, please show the boundaries of these features on the site map that you used to describe alternatives you considered.

The La Crosse Center property is completely developed with buildings and paved support areas including sidewalks, plazas, and loading dock areas. The property is bounded by The Radisson hotel, 2nd Street, The Radisson Center, Jay Street, and Front Street. The La Crosse Center does not have cost effective opportunities to expand on or over much of the existing La Crosse Center property. Therefore, cost-effective alternatives need to consider the purchase of private property or the use of public right-of-way or other public properties.

- ☐ **No.** A variance cannot be granted.

2. No Harm to Public Interest.

A variance may not be granted which results in harm to public interests or undermines the purpose(s) of the ordinance. In applying this test, the Zoning Board must consider the impacts of the proposal and the cumulative impacts of similar projects on the interests of the neighbors, the entire community, and the general public. These interests may be listed as objectives in the purpose statement of an ordinance and may include:

- *Public health, safety, and welfare*
- *Water quality*
- *Fish and wildlife habitat*
- *Natural scenic beauty*
- *Minimization of property damages*
- *Provision of efficient public facilities and utilities*
- *Achievement of eventual compliance for nonconforming uses, structures, and lots*
- *Any other public interest issue*

(a) Ordinance Purpose. (To be completed by zoning staff).

The Zoning Board must consider the purpose and intent of zoning codes when considering a variance request. As promulgated by the City of La Crosse Common Council, the purpose and intent of the La Crosse Zoning Code include, but is not limited to, the following:

§ 8-86	§ 101-58	§ 109-6
§ 115-3	§ 115-140	§ 115-141
§ 115-148	§ 115-156	§ 115-158
§ 115-211	§ 115-319	§ 115-437
§ 115-510	§ 115-548	§ 115-594

The failure of any particular city official to identify additional purpose and intent information on the application does not preclude the city official from raising the issue at the public hearing on the requested variance.

(b) Purpose(s) of Standard from which Variance is Requested. *(To be completed by zoning staff).*

The City of La Crosse Building Inspector, Code Enforcement Officer and any other officials may be aware of other reasons a particular ordinance standard is required. The city official(s) may list those reasons on this application. The failure of any particular city official to identify additional purpose information on this application does not preclude the city official from raising the issue at the public hearing on the requested variance.

(c) Analysis of Impacts. *(To be completed by applicant).*

Discuss impacts (e.g. increased runoff, eroding shoreline, etc.) that would result if the variance were granted. For each impact, describe potential mitigation measures and the extent to which they reduce the impacts (i.e. completely, somewhat, or marginally). Mitigation measures must address each impact with reasonable assurance that it will be reduced to an insignificant level in the short term, long term, and cumulatively.

Short-term impacts are those that occur through the completion of construction. Long-term impacts are those that occur after construction is completed. Cumulative impacts are those that would occur if a similar variance requested were granted for many properties. After completing the impact analysis, you will be asked to give your opinion whether granting the variance will harm the public interest.

(1) Short-term Impacts (through the completion of construction):

- Impact: Traffic Closures

Mitigation measure(s): Communication with City, annual events and area employers

Extent to which mitigation reduces project impact:

We have had several meetings with the City Engineering Department regarding temporary traffic closures on Front Street. We have also met with Pat Stephens, from Rotary Lights. Rotary Lights uses Front Street as their traffic exit. For 2019, the construction will still accommodate Rotary Lights traffic. For 2020, the traffic pattern will need to change, and meetings with Rotary Lights, the La Crosse Police Department and the Engineering Department are ongoing and constructive. The City has been in communication with area employers and the public through one-on-one meetings, news releases, and public input sessions. Good communication and traffic control signage will somewhat mitigate these short-term impacts.

- Impact:

Mitigation measure(s):

Extent to which mitigation reduces project impact:

(2) **Long-term Impacts** (after construction is completed):

- Impact:
Mitigation measure(s):
Extent to which mitigation reduces project impact:

- Impact:
Mitigation measure(s):
Extent to which mitigation reduces project impact:

(3) **Cumulative Impacts** (what would happen if a similar variance request was granted for many properties?):

- Impact:
Mitigation measure(s):
Extent to which mitigation reduces project impact:

- Impact:
Mitigation measure(s):
Extent to which mitigation reduces project impact:

Will granting the variance harm the public interest?

☐ **Yes.** A variance cannot be granted.

☒ **No.** Mitigation measures described above will be implemented to protect the public interest.

3. Unnecessary Hardship. *(To be completed by the applicant).*

The unique property limitation must create the unnecessary hardship. An applicant may not claim unnecessary hardship because of conditions that are self-imposed or created by a prior owner (for example, excavating a pond on a vacant lot and then arguing that there is no suitable location for a home). Courts have determined that economic or financial hardship does not justify a variance. When determining whether unnecessary hardship exists, the property as a whole is considered rather than a portion of the parcel.

You will be asked whether you are requesting an area variance or a use variance and to detail whether there exists an unnecessary hardship.

An **area variance** is a relaxation of lot area, density, height, frontage, setback, or other dimensional criterion. Unnecessary hardship exists when compliance with the strict letter of the area restrictions would unreasonably prevent the owner from using the property for a permitted purpose (i.e. leaving the property owner without any use that is permitted for the property) or would render conformity with such restrictions unnecessarily burdensome. The Zoning Board must consider the purpose of the zoning restriction, the zoning restriction's effect on the property, and the short-term, long-term, and cumulative effects of the variance on the neighborhood, the community, and on the public interests. This standard reflects the Wisconsin Supreme Court decisions in *State v. Waushara County Bd. of Adjustment*, 2004 WI 56; and *State ex rel. Ziervogel v. Washington County Bd. of Adjustment*, 2004 WI 23.

A **use variance** is a relaxation of the zoning regulation on how the property is fundamentally used. A use variance allows property to be utilized in a manner not permitted by zoning regulations (i.e. an appropriate adaptive re-use of a school or church in a residential district). Unnecessary hardship exists only if the property owners show that they would have no reasonable or viable use of the property without the variance. Though not specifically restricted by statute or case law, a use variance is very rare because of the drastic effects it has on the neighborhood, the community, and the public interests. The Zoning Board must consider whether the owner has no reasonable return if the property is only used for the purpose allowed in zoning regulation, whether the plight of the owner is due to unique circumstances and not merely general conditions in the neighborhood, and whether the use sought to be authorized will alter the nature of the locality. See generally *State ex rel. Ziervogel v. Washington County Bd. of Adjustment*, 2004 WI 23.

Are you applying for an area variance or a use variance?☒ **Area variance**☐ **Use variance****Is unnecessary hardship present?**☒ **Yes. Describe.**

Expansion is needed to keep the La Crosse center relevant in the market.

☐ **No. A variance cannot be granted.****Part C: Additional Materials / Exhibits.**

In order for the zoning staff to conduct evaluations, the applicant's site map, with a scale of not less than 1"=50', and other exhibits must show the following:

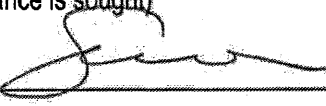
- ☐ Location of requested variance
- ☐ Property lines
- ☐ Ordinary high-water mark
- ☐ Flood plain and wetland boundaries
- ☐ Dimensions, locations, and setbacks of existing and proposed structures
- ☐ Utilities, roadways, driveways, off-street parking areas, and easements
- ☐ Existing highway access restrictions and existing proposed street, side and rear yards
- ☐ Location and type of erosion control measures
- ☐ Vegetation removal proposed
- ☐ Contour lines (2 ft. interval)
- ☐ Well and sanitary system
- ☐ Location and extent of filling/grading
- ☐ Any other construction related to your request
- ☐ Anticipated project start date
- ☐ Sign locations, dimensions, and other specifications
- ☐ Alternatives considered
- ☐ Location of unique property limitation
- ☐ Lot corners, lines, and footprints have been staked out
- ☐ Abutting street names and alleys
- ☐ Abutting property and land within 20 feet
- ☐ Indication of the direction "North"

Part D: Authorization to Examine

You **must complete and sign** the authorization for the City of La Crosse Board of Zoning Appeals and the Planning and Development Department to examine the property of the variance request.

I hereby authorize the City of La Crosse Board of Zoning and Appeals and the Planning and Development Department to inspect premises

At: 300 Harborview Plaza
(Address where variance is sought)

Date: 10-25-19 Signature of Owner: 

Part E: Certification

You **must sign your application**, certifying that it and any additional materials are accurate and do not contain any misrepresentations or omissions. An unsigned variance application will not be considered. You also must get the application notarized by a certified notary.

Submit completed application to: Board of Zoning Appeals
400 La Crosse St.
Clerks Office- 2nd Floor
La Crosse, Wisconsin 54601

Submit complete copy to: Chief Inspector
400 La Crosse St.
Building and Inspections Division, Fire Department
La Crosse, Wisconsin 54601

By signing below, I certify that I have received and reviewed all of the application materials. I further certify that all of my answers herein are true and accurate; I have not made any intentional misrepresentation or omission. I understand that if I intentionally misrepresented or omitted anything in this application that my application will be denied and any variance granted thereunder may be revoked.

Signed: (Applicant or Agent) _____

Date: _____

Signed: (Owner, if different from applicant) _____

Date: _____

THE APPLICANT OR AGENT

By: Sue Wieman

THE OWNER

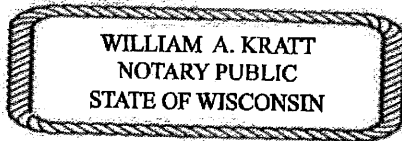
Sue Wieman

STATE OF WISCONSIN)

COUNTY OF LA CROSSE)

Personally came before me this 25TH day of OCTOBER, 2019, the above named SUE WIEMAN to me known to be the person(s) who executed the foregoing instrument and acknowledged the same.

William A. Kratt
Notary Public, La Crosse County, WI
My commission expires: 11/18/2019



STATE OF WISCONSIN)

COUNTY OF LA CROSSE)

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