

Report to the Manitowoc Plan Commission

Meeting Date: January 28, 2026

Request: ANNUAL REVIEW

PC 12-2024: The Neighborhood of Manitowoc County, Inc; Annual Review of an Adaptive Reuse Conditional Use Permit for the Establishment of Transitional Housing for Property Located at 1010 Huron Street.

Existing Land Use for Subject Property: Former McKinley School

Existing Zoning for Subject Property: R-4 Single and Two Family Residential

Surrounding Property Land Uses and Zoning

Direction	Existing Land Use	Existing Zoning
North, South, East	Residential	R-4 Single and Two Family
West, Southwest	Retail, Business	B-2 Neighborhood Business

UPDATE:

Pastor Matthew Sauer, Board President of The Neighborhood of Manitowoc County, Inc is requesting an extension of their 2024 conditional use permit. Condition "A" in the 2024 CUP states "If THE NEIGHBORHOOD is not successful in receiving any of their licensing or permits by December 31st, 2025 THE NEIGHBORHOOD shall be required to re-apply for a CUP, unless this deadline is requested for and extended, in writing, by the Plan Commission and Common Council."

Note: The Neighborhood submitted their extension request on November 18th but due to the cancellation of the November and December Plan Commission meetings their request was placed onto the January 2026 Plan Commission agenda.

Attached to this report are the following documents submitted from The Neighborhood:

- The CUP extension request letter from the Neighborhood
- Notice of Entry in the National Register of Historic Places letter from the Wisconsin Historical Society
- Timeline for The Neighborhood McKinley Apartments
- Project Narrative from Abacus Architects
- Architectural drawings Abacus Architects

The Police, Fire and Building Inspection Departments reported that they have no patterns of major complaints or issues on file which would cause an amendment or revocation of the conditional use permit.

Historically, notices to neighboring property owners are not mailed out for annual reviews. If there are issues reported by Police, Fire and Building Inspection and a need to revoke a CUP is determined then a mailing to the neighboring property owners would take place for additional public input.

Original 2024 Report:

The Neighborhood of Manitowoc County, Inc; (The Neighborhood) is requesting an Adaptive Reuse Conditional Use Permit for the creation of approximately 30 residential apartments and the creation of some lease-able space for office, retail or service related businesses such as a laundromat, hair salon, office space, deli, coffee shop, bakery, specialty food store, florist, book store or other use that is complimentary to the neighborhood. The location is 1010 Huron Street which is the former McKinley School location.

The property was the location of the former McKinley School. On March 1, 2022 Patrick Ortlieb from Ortlieb Manitowoc LLC purchased the property from the School District with plans of renovating the building. In 2022, the Common Council approved a Conditional Use Permit for the establishment of a 60 bed Community Based Residential Facility with a focus on individuals with drug or alcohol dependency. That project never materialized and the Conditional Use Permit has since expired and the property was put up for sale. The Neighborhood of Manitowoc Inc purchased the property on June 28, 2024.

The Neighborhood entity is a consortium of First Presbyterian Church, The Haven and Hope House.

The apartments will be opened year-round and will be mainly used for individuals transitioning from The Haven and The Hope House programs. The warming shelter will not be located at the 1010 Huron Street location because The Neighborhood is looking for a different location. At this time The Neighborhood is estimating 30 apartments but this number may change once final architectural drawings are prepared.

The Neighborhood has received a \$500,000 gift as part of a larger \$2.5 million pledge from a single donor. They continue to fund raise to get additional donations. They are also working with an architect and builder on renovation plans and cost estimates.

The City of Manitowoc Zoning defines Transitional housing as: "housing intended to provide the support needed for temporary occupants who lack a fixed, regular and adequate nighttime residence to move into long-term housing, and which is usually offered as part of a transitional program that helps homeless individuals and families become independent through counseling, job training, child care, skills training, and health care assistance."

Italicized text below is from the Zoning Ordinance in regards to Adaptive Reuses.

Per the municipal code an Adaptive Reuse is defined as "*the development of a new use for an older building or for a building originally designed for a special or specific use.*"

"The purpose of an Adaptive Reuse is to facilitate the conversion of older, economically distressed, or historically significant buildings to a new use while keeping the building's historic features intact."

"The Common Council may issue a conditional use permit for the preservation, maintenance and adaptive reuse of any building which meets at least one of the following criteria:

- 1. Buildings originally designed and constructed as a school building as defined under MMC 15.030, and which are or once were owned by a school district;*
- 2. Buildings originally designed and constructed as a church building as defined under MMC 15.030, and which are or once were owned by a church;*
- 3. Buildings individually listed in the National Register of Historic Places, or "contributing" structures identified in the "Manitowoc Intensive Resource Survey Final Report" dated June 1988, and as may be amended from time to time;*

4. *Buildings larger than 100,000 square feet in building area; or*
5. *Buildings originally designed and constructed as governmental buildings, and which are or once were owned by a governmental agency.”*

A conditional use permit issued under this section shall require a finding by the Common Council that: (1) the reuse of a building is made more difficult to the extent that the marketable value of such properties may be substantially diminished; and (2) the adaptive reuse of a building furthers the promotion and conservation of the economic value of such buildings and thereby protects and improves the City's tax base.

Below, italics are other elements from the Zoning Code related to Adaptive Reuses.

“(d) Compliance with Development Regulations. A land use authorized under this section is subject to all development regulations applicable to permitted or conditionally permitted uses in the zoning district in which it is located, excepting reductions or waivers under subsection (29)(e) or (f) of this section, and all building improvements related to the adaptive reuse shall be in compliance with any applicable Federal, State or local laws.

(e) Off-Street Parking. Compliance with the parking requirements under MMC 15.430 may render the reuse of buildings under this section unfeasible. Therefore, the City Council may authorize a reduction or waiver to the number of off-street parking spaces normally required for a particular land use pursuant to MMC 15.430(5). Such reduction or waiver may only be authorized as part of a conditional use permit under this section.

(f) Reduction or Waiver of Other Zoning Requirements. The City Council may authorize any permitted or conditionally permitted land use to locate in an adaptive reuse building under this section, and may further reduce or waive area regulations, height regulations, and sign regulations normally required for a particular land use in the zoning district in which it is located. Such reduction or waiver may only be authorized as part of a conditional use permit under this section.

(g) Multiple Occupants. The City Council may authorize a mixture of uses in a single building in accordance with the requirements of this section.

(h) Termination. Unless otherwise authorized by the City Council, any conditional use permit granted under this section may be terminated pursuant to subsection (27)(f) of this section, and shall become invalid upon termination of the use(s) for which the conditional use permit was originally authorized.”

Recommendation: Re-Approve the 2024 Adaptive Re-Use Conditional Use Permit subject to the attached amended conditions dated February 16th, 2026.

REQUIREMENTS FOR AN ADAPTIVE RE-USE
CONDITIONAL USE PERMIT (CUP) APPROVAL FOR
THE NEIGHBORHOOD OF MANITOWOC COUNTY, INC. (THE NEIGHBORHOOD)
LOCATED AT 1010 HURON STREET
TAX PARCEL # 000-012-000
8/19/2024
Amended 2/16/2026

Text deleted shown as: ~~strike~~

Text added shown as: ***bold italicize***

- A. The CUP shall require compliance with all applicable local, state and federal regulations including issuance and maintenance of any license to THE NEIGHBORHOOD for the operation of multi-family apartments and/or any business, retail or office uses. If THE NEIGHBORHOOD is not successful in receiving any of their licensing or permits by ~~December 31st, 2025~~ **December 31st, 2027** THE NEIGHBORHOOD shall be required to re-apply for a CUP, unless this deadline is requested for and extended, in writing, by the Plan Commission and Common Council.
- B. THE NEIGHBORHOOD shall not assign or transfer its interest in the CUP to any party without the written approval of the Plan Commission and Common Council. The CUP shall automatically terminate effective the date any license or certification granted to THE NEIGHBORHOOD by the State or other licensing entity is closed, denied, revoked, or terminated.
- C. Non-compliance with the terms of the CUP may result in the modification of the terms and conditions of the CUP, issuance of citations and financial penalties, or immediate revocation of the CUP.
- D. Compliance with the terms and conditions of the CUP shall be reviewed by the Plan Commission and Common Council in ~~December 2025~~ **December 2027**, and during the month of ~~December~~ **January** in each subsequent year of the CUP. The annual review may result in the disclosure of non-compliance issues or the identification of terms and conditions that are no longer necessary or required to maintain the intent or compliance with the CUP, and may result in the modification of the terms and conditions of the CUP, issuance of citations and financial penalties, or immediate revocation of the CUP.
- E. The CUP shall allow up to 30 apartment (as defined in Chapter 15 of the MMC) units in the building. Prior to the issuance of a building permit for the apartments, a floor plan shall be approved by City Staff after review of square footage of and number of units to ensure the density meets acceptable standards. City staff shall have authority to approve more than 30 apartments based on submitted construction drawings. The apartments shall only be used by individuals transitioning out of The Hope House, The Haven or other local affiliated or similar facilities.
- F. The CUP grants permission to develop limited retail, office or service type uses that are compatible with the ***surrounding*** neighborhood and are found in the B-1 and B-2 zoning districts ***which are part of the Zoning Code which was in effect at the time of this CUP approval.*** Other than signage, there shall be no exterior display of products, materials or services for any of the non-residential uses.

- G. THE NEIGHBORHOOD shall consult with and obtain permission from the City when any exterior renovations are planned. The intent of this condition is to maintain and preserve the historic architectural features of the building.
- H. All garbage and dumpster locations shall be behind the building in an obscure location and shall be site screened with a wall, fence or landscaping approved by the City.
- I. THE NEIGHBORHOOD shall submit a Security, Admittance and Operation Plan for the building for review and approval by City Staff.
- J. No tents, campers, temporary shelters or other similar items shall be on the property. All uses shall operate inside the building with no exterior evidence of the uses other than signage. Tents used for special events such as a picnic, block party, open house or similar events are allowed but shall be removed within two days after the event is over.



THE NEIGHBORHOOD OF MANITOWOC COUNTY, INC

Offices located at First Presbyterian Church
502 N 8th Street Manitowoc, WI 54220
theneighborhoodofmanitowoc@gmail.com
www.theneighborhood920.com

November 18, 2025

Plan Commission and Common Council
City of Manitowoc
900 Quay St
Manitowoc, WI 54220

RE: Extension of the Adaptive Reuse Conditional Use Permit for 1010 Huron Street

Gentle Folks,

I am writing to respectfully request an extension of the Adaptive Reuse Conditional Use Permit for the McKinley School located at 1010 Huron Street, as outlined in Condition A of the CUP issued on August 19, 2024.

While it may appear to a casual observer that little progress has been made, significant work has taken place over the past year. First, we have maintained and improved the exterior appearance by ensuring that the grounds remain clean and safe.

Second, we have completed substantial interior work by returning the space to its original 1910 floor plan, a necessary step for eligibility for historic tax credits. This has involved the removal of the outdated HVAC system, the modern wall additions, and window replacements that were inconsistent with the building's historic profile.

These efforts have resulted in the building's approval for both the National and State Registers of Historic Places. We are now in the process of securing forty percent historic tax credits, which could provide an estimated three to four million dollars.

Provided that fundraising efforts are successful, we can anticipate being ready to break ground in the summer of 2026.

I am enclosing a simple timeline of the project to date. Thank you for your time, your partnership, and your continued support of this important community project.

Respectfully,


The Rev. Dr. Matthew L. Sauer

Board President, The Neighborhood of Manitowoc County, INC



NOTICE OF ENTRY IN THE NATIONAL REGISTER
AND/OR STATE REGISTER OF HISTORIC PLACES

Name of property: Luling School

Location: 1010 Huron Street
Manitowoc, Manitowoc County

Date of Entry: September 26, 2025

Designation: State Register of Historic Places
 National Register of Historic Places

The property listed above has been entered in the National Register of Historic Places by the Secretary of the Interior, and listed in the State Register of Historic Places by the State Historic Preservation Office.

Accordingly, this property is entitled to the benefits and protections of the National Historic Preservation Act of 1966, as amended and under Chapter 44, Wisconsin Statutes. It will receive limited protection from encroachment by federal or state assisted or licensed projects or state facilities development projects, and may be eligible to apply for matching grants for research, restoration, acquisition, or stabilization. Certain tax incentives are available to depreciable properties listed in the State Register or National Register.

The State Register and National Register programs are administered by the State Historic Preservation Office of the Wisconsin Historical Society, Tricia Canaday, State Historic Preservation Officer. Questions about the State Register and National Register programs in Wisconsin should be addressed to:

State Historic Preservation Office
Wisconsin Historical Society
816 State Street
Madison, WI 53706
Telephone: 608-264-6501

The Neighborhood McKinley Apartments Timeline

1891-1910 – McKinley School was built in three stages (original name Luling School). All historic references are under the name Luling School.

1937 – Gymnasium built as part of the WPA program. Now known as McKinley School

2019 – Manitowoc Public School sells building

June 2024 –

- The Neighborhood of Manitowoc County, Inc is formed
- IRS 501c3 obtained
- Wisconsin tax-exempt status obtained
- \$2.5M pledged received from Jim and Barbee Lester
- June 30, McKinley School is purchased

August 19, 2024 – Conditional Use Permit obtained for transitional apartments

September 2024 –

- Remodel High-Level Cost projections estimate costs at \$10M
- Decision to seek Historic Tax Credits (20% State, 20% Federal of build cost)
- Legacy Architecture selected to obtain historic preservation status/tax credits

October 2024 – Abacus Architects is selected to design the project

Fall of 2024 –

- The building is emptied, and the landscaping is cleaned up
- Maintenance plan for landscaping and snow removal implemented
- Media interviews and presentations given to educate about the project
- Windows removed as part of historic preservation application

Winter 2025 –

- Targeted demolition takes place to restore the original floor plan
- Applications were made for historic status at both the State and Federal levels
- Fundraising models discussed, grants researched, applications made
- Education events held

August 2025 –

- Conversations begin about the sale of Historic Tax Credits
- The building was approved to be placed on the State Registry of Historic Places
- Final application for historic status filed with the National Park Service
- Plans are sent to the state for review

September 26, 2025 – The Secretary of the Interior places the building on the National Register and State Register of Historic Places.

October 2025 –

- Initial bids are sought
- The building is prepared for winter

November 2025

- Provisional approval of the building plans by the State of Wisconsin
- Request for extension of the Conditional Use Permit (CUP) from the Plan Commission and Common Council sent.

Next steps

- Finalize bid process
- Public Fundraising
- Grant Applications

NARRATIVE

September 29, 2025

PROJECT NAME AND ADDRESS

The Neighborhood Apartments
1010 Huron Street
Manitowoc, Wisconsin 54220

PROPERTY HISTORY AND HISTORICAL PRESERVATION NARRATIVE

The Luling/McKinley School is an elementary school building constructed in response to overcrowding at Manitowoc's only other northside school, the Park School, and in response to changing requirements for public education. Luling School was constructed in four phases: the original school was completed in 1892, two classroom wing additions were completed in 1899 and 1907, when it was renamed McKinley School, and the auditorium-gymnasium addition was completed in 1938. Additionally, there are two smaller mechanical additions: a one-story boiler room constructed in 1921, and an elevator addition built circa 2005. The school exhibits characteristics of classically derived styles popular at the turn of the twentieth century, specifically Italian Renaissance Revival. The gymnasium exhibits characteristics of the Neoclassical style. In addition to the school and gymnasium addition, the surrounding school site has paved sidewalks, a paved recreation and parking area, mown grassy lawns, and non-original playground equipment.

The period of significance for the Luling School under Criterion A in the area of Education is 1892 to 1977, corresponding to the period in which the Luling School was constructed, expanded in response to trends in education, and continued to operate as an elementary school through three eras of expansion and alteration to Wisconsin public schools including mandatory attendance at the end of the nineteenth century, the development of graded school systems in the 1920s and 1930s, and eventually consolidation in the post-World War II era. The period of significance is defined by the length of time during which the Luling School initially attained the characteristics that physically embody its significance in the history of early education in the City of Manitowoc at the turn of the twentieth century, into the New Deal Era, and its continued role as an elementary school until 1977.

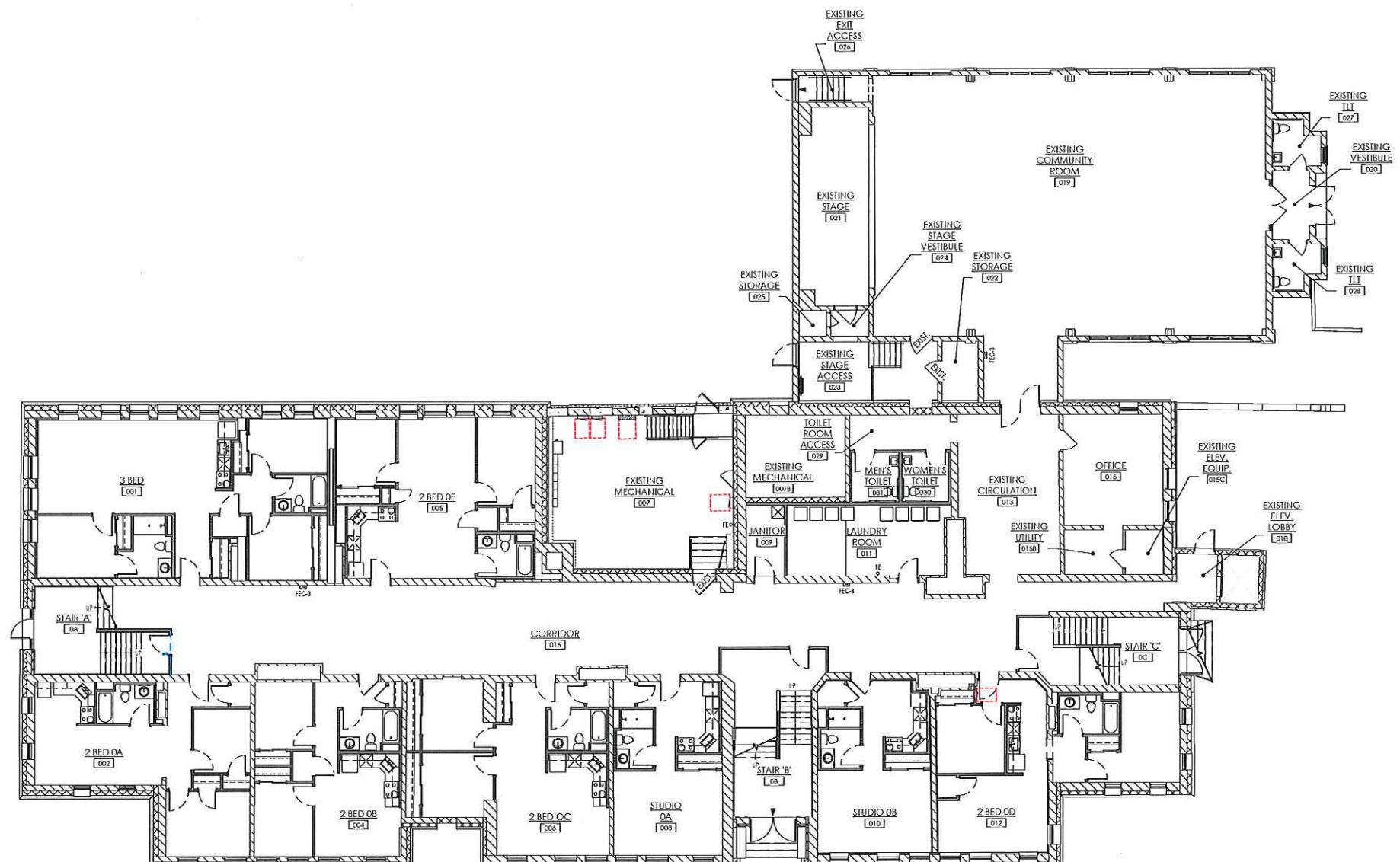
ARCHITECTURAL AND SITE ALTERATIONS

- The goal of the Neighborhood Apartments project is to convert the historic 38,840 square foot Lulling/McKinley School into a transitional housing facility while preserving and restoring the building's historic conditions as it stood during its 1892-1977 period of significance. Existing, historic interior and exterior materials will be preserved and repaired to the extent possible while new construction will be designed to complement the historic character of the building.

- This development will bring life to a currently unused building and lot space, and will provide a valuable service to the Manitowoc community.
- The lot will be paved and marked with new parking spaces for tenants on the north side of the building. The parking is of adequate size for the expected number of occupants and will be aesthetically consistent with the use of the building.
- Exterior modifications to the building will include: re-opening historic, infilled door and window openings for the installation of new doors and windows that will restore the historic appearance of the building; cleaning the historic masonry and other façade materials; repairing and replacing historic elements as necessary to match the historic conditions of the building; and other repairs as needed.
- Interior modifications will include the construction of 36 dwelling units consisting of 16 studio units, 19 two-bedroom units (including two units constructed to be accessible for tenants with disabilities), and one three-bedroom unit. Additionally, laundry facilities, janitorial spaces, an office for onsite property management, and toilet rooms that can be accessed from the common areas will be provided. Existing corridor and common spaces, as well as historic construction inside the dwelling units will be restored to match the historic conditions of the building.

SUMMARY

The Neighborhood project maintains the historical significance of the former Luling/McKinley School building, which was listed in the State Register of Historic Places on August 15, 2025. The building will also be listed on the National Register of Historic Places shortly. Given its historic designation, the project hopes to utilize State and Federal tax credits to assist in revitalizing the property as affordable apartments while maintaining its historic integrity as a significant contributor to the history and architecture of Manitowoc.



LOWER LEVEL PLAN
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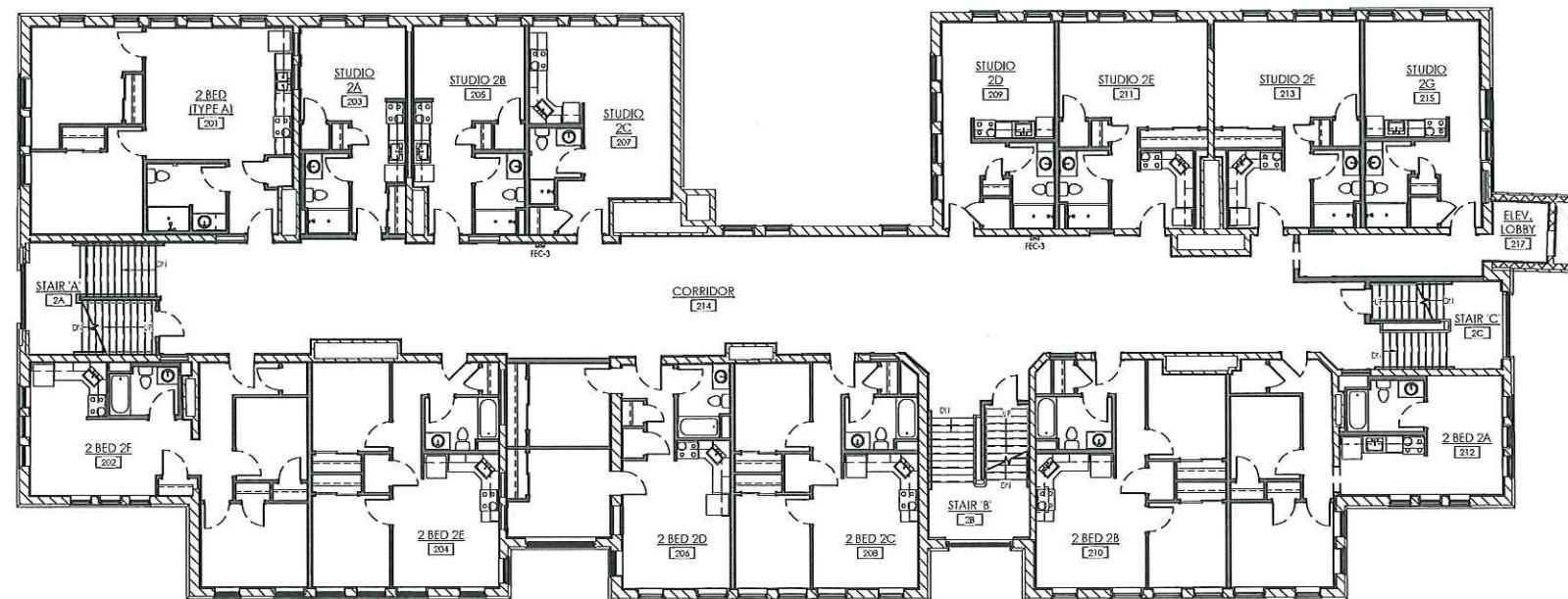


ABACUS
ARCHITECTS

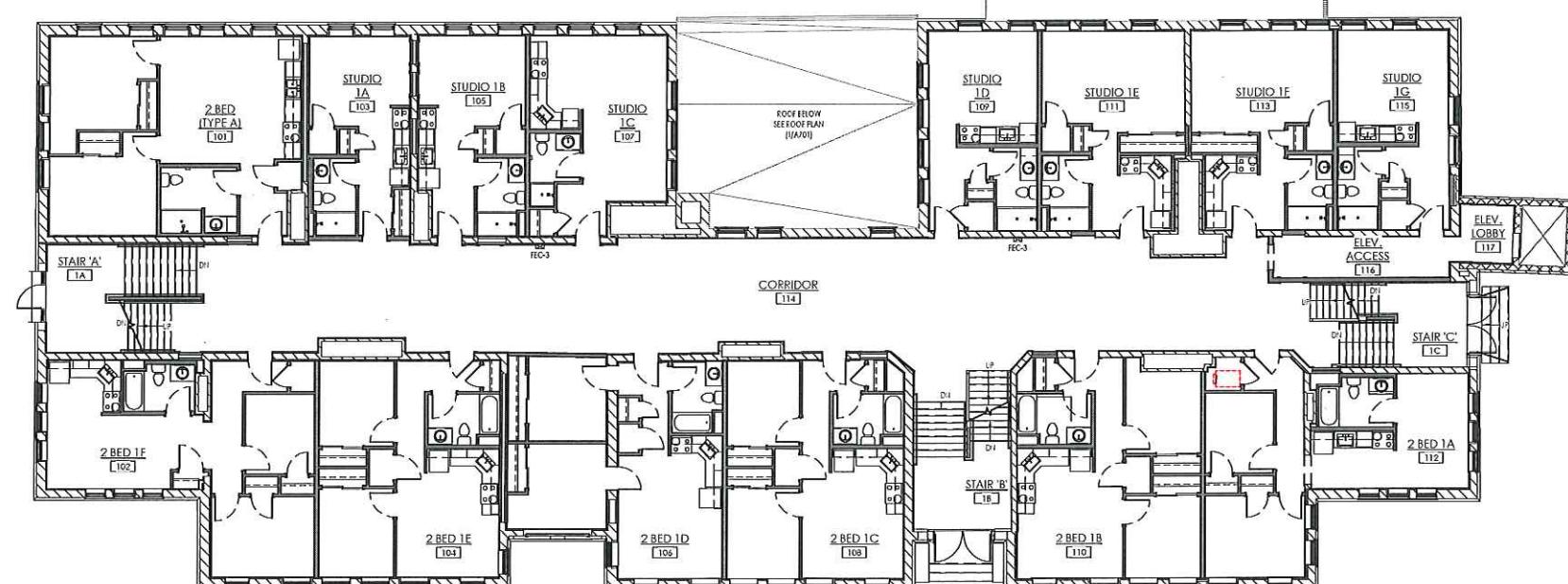
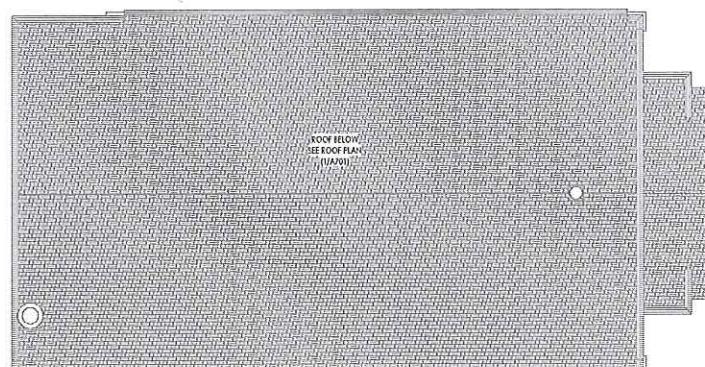
REVISIONS:

DATE CODE

DO NOT ALTER
KEEP SHELF, EVERY DRAWING AND
SPECIFICATION IS TO DETERMINE THE INTEGRITY OF
OTHER SECTIONS OF WORK ON THEIR OWN WERT.
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SECOND FLOOR PLAN
SCALE: 1/8" = 1'-0" 2 R 102
N W S



FIRST FLOOR PLAN
SCALE: 1/8" = 1'-0" 1 R 102
N W S

ISSUE DATE: SEPTEMBER 9TH 2025
FACILITIES RENOVATION & SITE IMPROVEMENTS FOR:
THE NEIGHBORHOOD APARTMENTS
1010 HURON STREET, MANITOWOC, WI 54220
1135A MICHIGAN AVE, SHEBOYGAN, WI 53081 | 1244 E. PHILLIPS AVE, SUITE 210, MILWAUKEE, WI 53203

DRAWN BY: Author
CHECKED BY: Checker
FIRST & SECOND FLOOR PLANS
R
102
PROJ. NO. 2024-178



ABACUS
ARCHITECTS

REVISIONS:

NOTE: EXCHANGES
RENDERED SEPARATELY. REVIEWS AND
SPECIFICATIONS REFERS TO THE IMPACT OF
OTHER SECTIONS OF WORK ON THEIR OWN WORK.

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ISSUE DATE: SEPTEMBER 9TH, 2025
FACILITIES RENOVATION & SITE IMPROVEMENTS FOR:
THE NEIGHBORHOOD APARTMENTS
1010 HURON STREET, MANITOWOC, WI 54220
1136A MICHIGAN AVE, SHEBOYGAN, WI 53081 | (920) 525-4444 | 6401 ELL R. PHILIPPE AVE, SUITE 210, MILWAUKEE, WI 53203

DRAWN BY: Author
CHECKED BY: Checker

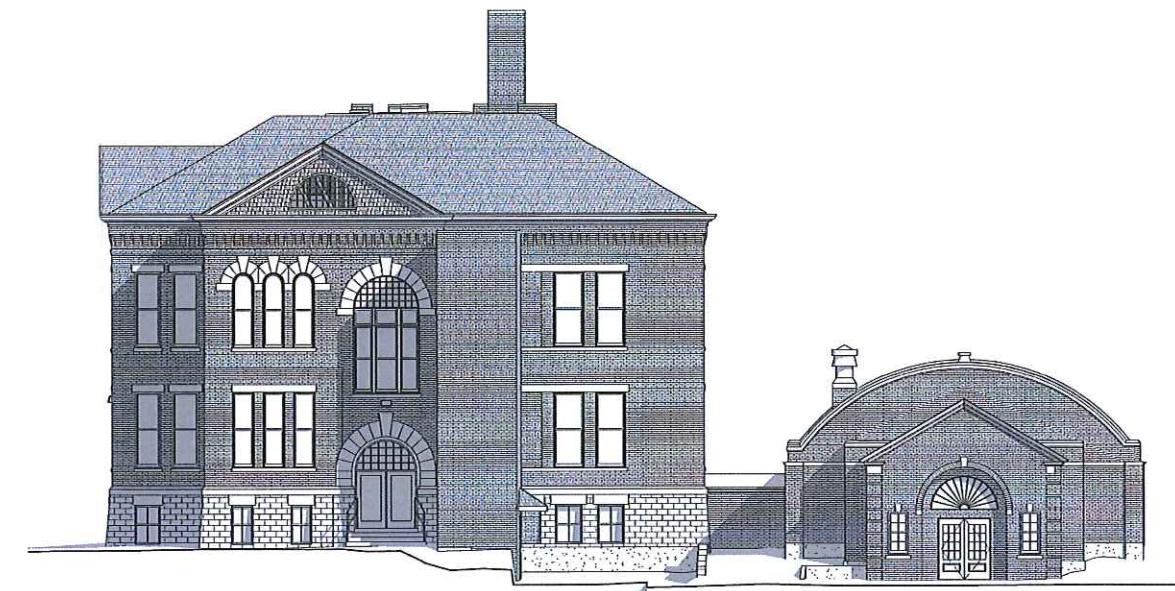
ELEVATIONS

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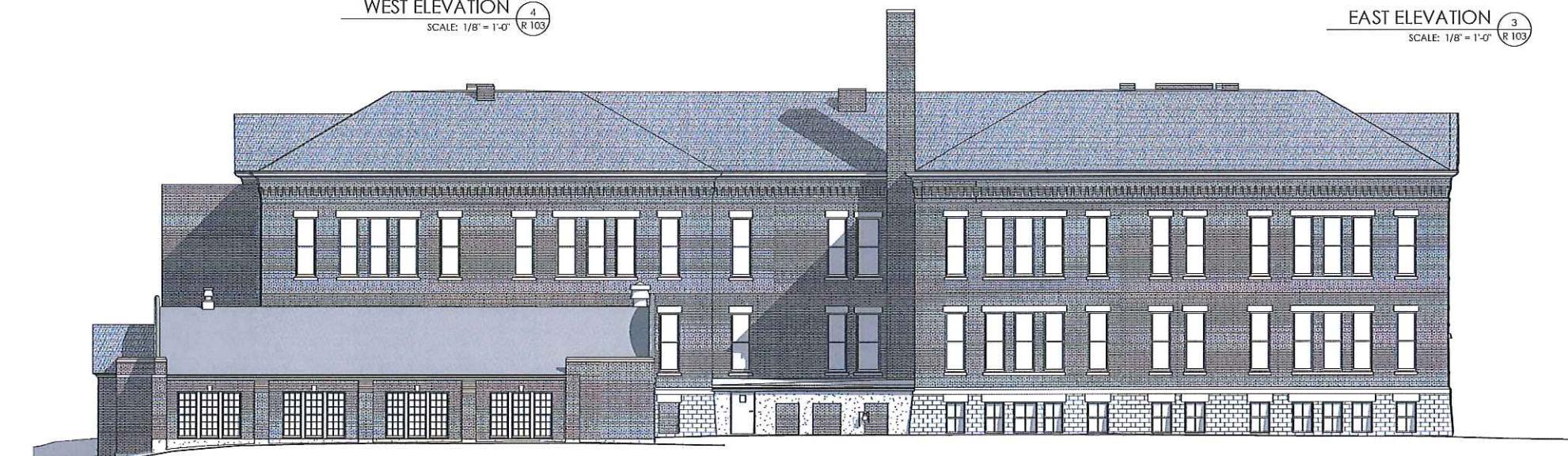
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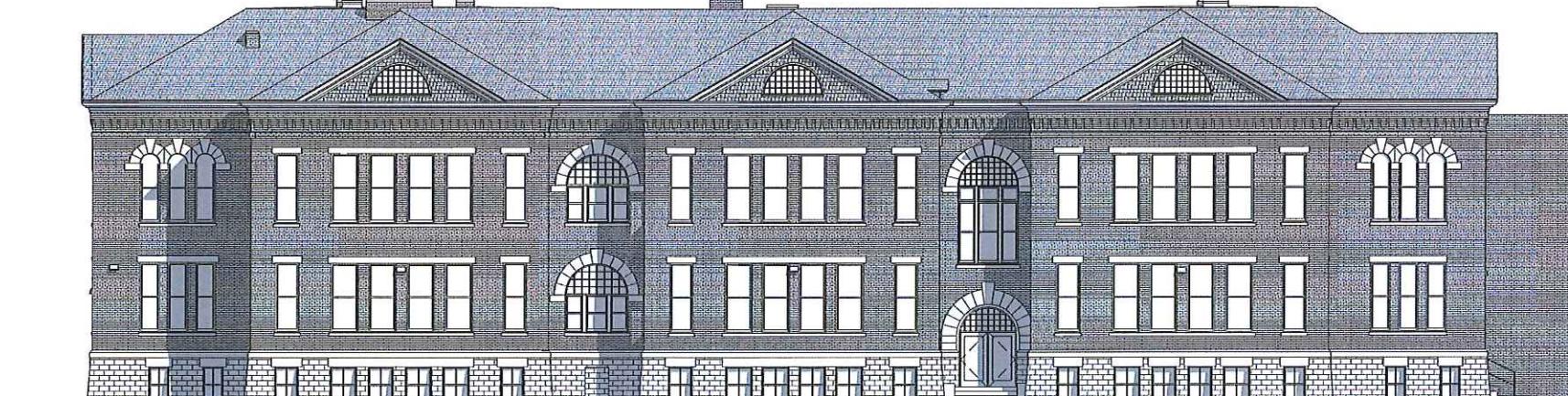
WEST ELEVATION 4
SCALE: 1/8" = 1'-0" R 103



EAST ELEVATION 3
SCALE: 1/8" = 1'-0" R 103



NORTH ELEVATION 2
SCALE: 1/8" = 1'-0" R 103



SOUTH ELEVATION 1
SCALE: 1/8" = 1'-0" R 103

REVISIONS:

NOTICE TO Bidders:
THIS SHEET IS NOT A BID. IT IS A SIGHT
SPECIFICATION SHEET TO DESCRIBE THE EFFECT OF
OTHER SECTIONS OF WORK ON THEIR OWN WORK.

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ISSUE DATE: SEPTEMBER 9TH, 2020
FACILITIES RENOVATION & SITE IMPROVEMENTS FOR:
THE NEIGHBORHOOD APARTMENTS

1136A MICHIGAN AVE, SHEBOYGAN, WI 53081 | (920) 452-4444 | 640 NEL 3, PHILLIPS AVE, SUITE 200, MILWAUKEE, WI 53203

DRAWN BY: Author
CHECKED BY: Checker

PERSPECTIVES

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