17-0173



## CITY OF MANITOWOC

WISCONSIN, USA www.manitowoc.org



January 26, 2017

To:

Mayor and Common Council

From:

Manitowoc City Plan Commission

Subject:

PC 5-2017: Clarkbridge Apartments, 1402 Clark Street: Request for an Adaptive Reuse Conditional Use Permit Pursuant to 15.370(29)

Dear Mayor and Common Council:

At the January 25, 2017 meeting of the Manitowoc City Plan Commission, the Commission considered all items on its agenda, including the item identified above, and wishes to report and recommend to the Common Council the following actions: to approve an Adaptive Reuse Conditional Use Permit at 1402 Clark Street pursuant to the attached conditions.

Respectfully Submitted,

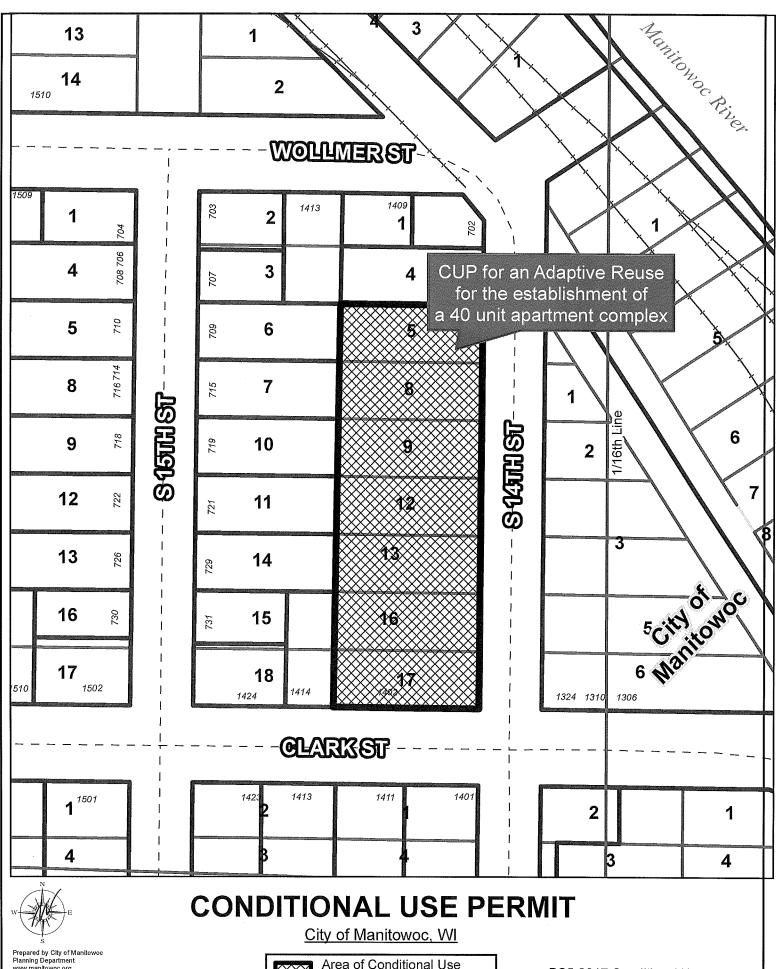
Paul Braun

Plan Commission Secretary

Attachment: Map, Conditions Granicus # 17-0077

Applicant Address: KCG Development 11555 N Meridian St. Suite 400 Carmel, IN 46032

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www.manitowoc.org Map Plotted: 01/17/2017

"XPIRanning/PC Plan Commission\Actions 2017\
PC5-2017 CUP Clarkbridge Apartments
DISCLAIMER: Maps and associated data are believed to be accurate, but are not

warranted. This information is not intended for legal, survey, or other related uses. Please obtain the original recorded documents for legal or survey information.



Area of Conditional Use Permit for Adaptive Reuse for a 40 unit apt. complex

PC5-2017 Conditional Use Permit; 1402 Clark St.

Manitowoc City Plan Commission

## REQUIREMENTS FOR CONDITIONAL USE PERMIT (CUP) APPROVAL FOR KCG DEVELOPMENT IN THE CITY OF MANITOWOC 01/19/2017

Re: PC5-2017: The CUP is granted exclusively to KCG Development or entity of another name owned by KCG Development ("Owners") pursuant to Section 15.370(29) of the Manitowoc Municipal Code ("Code") for property located at 1402 Clark Dr. (Property"), and shall hereinafter serve as authorization for the location and operation at the Property of a Multiple Family Use as a 40 unit apartment with sensitivity to the historic nature of the building. The CUP Area is defined as Tax Parcel # "052-000-189-170.00".

The Owners are required to comply with the following conditions:

- A. KCG Development or other shall not assign or transfer its interest in the CUP to any party without the written approval of the Manitowoc City Plan Commission and Manitowoc Common Council.
- B. No more than 13 of the units shall be below the 720 square foot minimum.
- C. A relaxation of the minimum parking standard is granted through this CUP. There shall be no fewer than 60 off-street parking spaces on the property.
- D. The building and site design shall be reasonably consistent with the application.

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## 17-0077

Standing Committee: Plan Commiss	sion
<b>Document Name:</b> Request for an Adaptive I PC 5-2017: Clarkbridge A	Reuse Conditional use Permit Pursuant to 15.370(29). Apartments, 1402 Clark Street.
Consent Non-Consent	
Recommendation: Approval of an Adaptive at 1402 Clark Street purs	Reuse Conditional Use Permit to KCG Development suant to conditions.
Attest:	
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Alderperson Jim Brey	Peter Dorner, Member
	Shall Way
David Diedrich, Member	Daniel Hornung, Member
Just In bashow	- <u>k</u>
Dennis Steinbrenner, Member	Dan Koski, Director of Public Infrastructure
1 fam "   June 1	
Jim Muenzenmeyer, Transit/B&G Div Mgr	Rick Schwarz, Building Inspector (Alternate)
Approved:	¥
Justin M. Nickels Mayor	Date

## Granicus Item #17-0077

## Report to the Manitowoc Plan Commission

Meeting Date: January 25, 2017

Report Print Date: January 20, 2017; 4:15 PM

**Request:** PC 5-2017: Clarkbridge Apartments, 1402 Clark Street; Request for an Adaptive Reuse Conditional use Permit Pursuant to 15.370(29)

**Reason for Request:** The request is being made pursuant to Manitowoc Municipal Code (MMC) Section 15.190(3)(o) R-6 Conditional Uses and Section 15.370(29) Adaptive Reuse of School, Church, and Other Buildings.

**Existing Land Use for Subject Property:** The property is located at 1402 Clark Street and is referred to as the Manitowoc Vocational School. It currently hosts multiple uses such as Defiant Fitness as well as dance schools.

Existing Zoning for Subject Property: R-6 Multiple Family District

**Surrounding Property Land Uses and Zoning** 

Direction	Existing Land Use	Existing Zoning		
North, South, East	Multiple industrial uses including Norther Wisconsin Produce Co. (Cold Storage), warehouse buildings and Manitowoc Composites			
West	Residential housing and Tj's Sports Bar	R-6 Multiple Family and B-3 General Business		
300				

**Report:** As stated in the attached CUP application, KCG Development, LLC (KCG) is requesting to garner positive zoning confirmation to include within the submission to the Wisconsin Housing and Economic Development Authority (WHEDA).

<u>Case History</u> KCG put an offer to purchase the historic Manitowoc Vocational School located at 1402 Clark Street with the purpose of redeveloping the building for a multiple family apartment complex of 40 units.

<u>Site Assessment</u> To comply with state and federal historic guidelines, the Clarkbridge Hall Apartment project must be creative when developing dwelling units as to not damage or remove existing interior walls that once delineated individual schoolrooms. Because of these restrictions, some (13) single bedroom dwellings do not meet the 720 square feet minimum

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defined in section 15.190(4)f of the MMC. These 13 units average 670 square feet and all units meet the required 14 foot minimum width. All units in the proposed dwelling exceed the minimum square footage required by Wisconsin's building code. Because the current building plan meets the square footage requirements applied by the Wisconsin Housing and Economic Development Authority, it is ascertainable that the proposed one bedroom dwelling averages 670 square feet will meet basic living standards in our community.

KCG Development has provided floor plans for the single bedroom units that do not meet the square footage requirements in the zoning code. The floor plans provide clarity on how the rooms can provide comfortable housing, however little is known on the interior design of the units. A well-furnished interior can be the difference between a unit feeling too small and a unit providing everything that is needed to encourage expected living habits.

Chapter 15.430(4)(a)(3) requires a minimum of two parking spaces for each dwelling unit with two or less bedrooms and one-half an additional parking space for each bedroom greater than two per dwelling unit, plus one space for each four units for visitor parking. The proposed development is required to have 93 parking stalls; however the maximum available parking surface on the parcel provides only 60 parking stalls, a ratio of 1.5 per unit. Options to expand the available off street parking are again limited by the historic nature of the building, prohibiting alterations to the building footprint.

KCG has made a point that their experience with similar dwelling sizes have succeeded with a parking ratio of 1:1. The proposed location is within a block of bus stops on two different routes of the Maritime Metro Transit and is within walking distance of the Maritime Metro Transfer station. Based on KCG's collective experience and the options for public transportation it is reasonable that ample parking will be available as the site currently allows.

One concern is the surrounding I-2 Heavy Industrial zoning directly to the north, south and east of the proposed parcel. The truck traffic on 14<sup>th</sup> Street is notable; as well as the sounds and smells caused by some of the surrounding industry, potentially going late into the evening. That being said, the neighborhood is already thick with residential housing.

<u>Compliance Analysis</u> Referring to section 15.370(29), the Common Council may, in accordance with procedures under section 15.370(27), issue a Conditional Use Permit for the preservation, maintenance and adaptive reuse of buildings originally designed and constructed as a school building. This project meets that definition.

The adaptive reuse CUP subsection 15.370(29)(e) allows authorization of a reduction of off-street parking spaces normally required for a particular land use. Referring to subsection 15370(29)(f), the Common Council may reduce area regulations normally required for a particular land use in the zoning district which it is located. This project will require both of these items (parking count and minimum unit size) to be relaxed if approved, as noted in the Site Analysis above.

<u>Public Comments</u> One email correspondence (attached) was made from David Lindemann of Northern Wisconsin Produce Co. whose business is located on 1310 Clark Street, across the street to the east of the proposed development. Mr. Lindemann's communication is regarding the parking and traffic situation on 14<sup>th</sup> Street. There is currently a "No Parking" sign approximately 180 feet north of the Clark/14<sup>th</sup> Street intersection on the west side of 14<sup>th</sup> Street as well as a "No Parking" sign for the entire east side of the block of 14<sup>th</sup> Street. So long as the

on-street parking restrictions continue to be enforced there will be no parking issues with the Northern Wisconsin Produce Co. KCG Developments addressed this concern at the neighborhood meeting, and as noted in the Site Assessment above, adequate off-street parking will be provided.

## Timeline

Application Received: January 12, 2017Neighborhood Meeting: January 17, 2017

Notification Sent: January 18, 2017Staff Consultation: January 20, 2017

**Recommendation:** The Community Development Department recommends approval of an Adaptive Reuse Conditional Use Permit to KCG Development at 1402 Clark Street under the following conditions.

# REQUIREMENTS FOR CONDITIONAL USE PERMIT (CUP) APPROVAL FOR KCG DEVELOPMENT IN THE CITY OF MANITOWOC 01/19/2017

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- D. The building and site design shall be reasonably consistent with the application.

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January 12, 2017

Mr. Paul Braun Manitowoc City Council 900 Quay Street Manitowoc, Wisconsin 54220

Re: Conditional Use Permit for the Adaptive Re-Use of 1402 Clark Street, Clarkbridge Hall Apartments

## **INTRODUCTION**

The purpose of this letter is to provide context around the nature and grounds for a conditional use permit for an adaptive re-use redevelopment of the historic Manitowoc Vocational School located at 1402 Clark Street in Manitowoc, Wisconsin. This request is being made pursuant to Manitowoc Municipal Code Section 15.190(3)(o) R-6 Conditional Uses and Section 15.370(29) Adaptive Reuse of School, Church and Other Buildings. The proposed redevelopment, named after the buildings' namesake etched in limestone above the former school building entrances, Clarkbridge Hall Apartments, will convert the historically underutilized asset into approximately 40 residential apartment units and amenity spaces. As the project is expected to be eligible for listing on the National Register of Historic Places, the redevelopment will restore the property's interior and exterior aesthetic in accordance with state and federal historic guidelines including façade improvements, reopening previously-infilled window bays, refurbishing historic hallways and more. Clarkbridge Hall Apartments is directly responsive to a number of housing objectives outlined in the 2009 Affordable Housing Recommendations, the 2009 City of Manitowoc Comprehensive Plan and 2009 Downtown & River Corridor Master Plan reports prepared by Vandewalle & Associates, Inc.

KCG Development, LLC ("KCG") is ultimately seeking to obtain positive zoning confirmation for the proposed development to include within the project application to the Wisconsin Housing and Economic Development Authority ("WHEDA"). Granting of the conditional use permit will allow KCG to obtain the required zoning confirmation through the City of Manitowoc prior to application submission to WHEDA on March 3, 2017. Upon notice of a funding award from WHEDA, the Clarkbridge Hall Apartments redevelopment will pursue building permits through standard review and entitlements processes.

## WHO WE ARE - KCG DEVELOPMENT, LLC

KCG was formed in 2015 to develop, acquire, rehabilitate and own apartment communities in the East, Midwest, South and Southeast. We take a triple bottom line approach to development with the focus on maximizing environmental, social and financial returns within our communities and partners. We understand that

the social impact and profitable development do not have to be mutually exclusive. KCG knows that vibrant communities must have connections to all who live and work there. Recognizing that need and knowing ways to address it is what sets our team apart. We have a passion for creating communities that have a positive impact on residents and the overall community.

KCG was formed by its Founder and President, RJ Pasquesi, after successful tenures with a couple of companies in the real estate industry, specifically the past decade in a Senior Executive position with a multi-family development company specializing in low-income housing tax credit developments. Over his career, RJ has been involved in the financing and development of 49 LIHTC properties totaling nearly 4,000 units across 11 states, including 6 projects in Wisconsin under WHEDA's HTC program, three of which were historic adaptive re-use in nature. The balance of the KCG team is comprised of an impressive group of individuals that, too, have substantial experience in various aspects of the real estate industry. RJ and KCG's Vice Presidents cumulatively bring forth development and financing experience on 83 multifamily projects spanning 13 states, 7,500 housing units, and over \$1.4B in total development costs.

The most meaningful measure of our accomplishments is the lasting legacy we have with the communities we have had the privilege in serving and the families we have helped along the way to provide safe, beautiful, and affordable homes. We strive to reach beyond just real estate development and into the realm of community development. Ultimately, we want to connect people and ideas with capital, so that together we can create meaningful economic, environmental, and social impacts. We work hard to nurture existing relationships and develop new ones. We build alliances through responsiveness and an open attitude. It is through collaboration that we can unlock complexities and discover true possibilities. History has taught us there is no better way to build successful communities.

## **ABOUT THE PROJECT**

The existing building was constructed as the Manitowoc Vocational School in the early 1930's. The original Manitowoc Vocational School, established in 1912 as a direct result of the State Legislature of 1911 which required cities to establish schools for workers and adults, had a number of homes before settling in the building on Clark Street in 1932. The school was an educational staple in the community until 1974 when it merged with other vocational schools and moved to a new campus in what is now the Lakeshore Technical College in Cleveland, WI. The building currently sits approximately 50% occupied as a gathering of retail and commercial tenants whom have converted the old schoolrooms into office spaces. The Clarkbridge Hall redevelopment is poised to become the next premier housing community in Manitowoc, restoring a historically underutilized asset and providing much needed housing options for residents across multiple income strata.

The property will receive site and exterior improvements as well as an extensive interior retrofit during the conversion to apartment units. The exterior masonry and limestone architectural details will be cleaned, repaired, and restored as necessary in accordance with historic regulations. We are happy to report that the building's historical period of significance allows for the reopening of previously-infilled window bays that wrap the exterior of the first and second floors. On the interior, existing corridors with terrazzo flooring and other historical features such as the former gym floor will be preserved to the greatest extent possible. Historic regulations prevent drastic alterations or removal of interior demising walls which once delineated the individual classrooms. However, the existing layout lends to 40 one-, two- and three-bedroom units with attractive and spacious layouts,

high ceilings, and a focus on maximizing the efficiency and historic aesthetic of the units. New interior partitions will be constructed in marriage with the existing demising classroom walls to create the new residential units. The newly constructed MEP systems, finishes, and amenity packages will be at or above market-rate quality and include energy efficient appliances, hardsurface countertops, central air conditioning, TV/Internet connections and more. Flooring and ceiling finishes must be vetted and approved with the State Historic Preservation Office and National Parks Service, though a "loft style" aesthetic is desired to take advantage of existing ceiling heights. Property amenities will include a large community room, fitness center, on-site management, tenant storage, central laundry facilities and more.

If the Project is awarded funding by WHEDA, it would be our goal to work with community and financial partners towards a late 2017/early 2018 construction commencement, bringing this transformative community available to the City of Manitowoc by Spring 2019.

## **GROUNDS FOR CONDITIONAL USE PERMIT**

The proposed redevelopment and conversion to multiple-family residential, an allowed use under the existing R-6 zoning designation governing the property, would require two variances to MMC Chapter 15 regulations. The two code sections and a summary of the unique physical limitations which lend to hardships with direct compliance are outlined below.

**15.190(4)(f)** – **Dwelling Unit Size**: all dwelling units shall be at least 14 feet wide and shall have a minimum area, excluding attached or detached accessory buildings, of 720 square feet.

Clarkbridge Hall Apartments: the single-most limiting factor preventing compliance under this section is the required compliance with state and federal historic guidelines. Historic preservation guidelines limit the ability to remove existing interior walls that once delineated individual schoolrooms in addition to guidelines that require preservation of original hallways and flooring to the greatest extent possible. The inability to demolish and reconfigure existing demising walls combined with the need to preserve the existing hallways provides unique physical limitations that hinder the design team's ability to comply with this code requirement while attempting to provide the highest quality and most efficient layout to residents. Compliance with the minimum square footage area and width requirements would result in impractical and inefficient layouts and, most importantly in relation to the overall feasibility of the development, greatly reduce unit count. With the unit count and bedroom types directly related to the amount of financial assistance available from WHEDA, the reduced unit count would ultimately deem the project financially infeasible.

At present, there are thirteen (13) 1-BR units which do not meet the required 720 square foot minimum. These 13 units range in size from 619 to 719 square feet and average 670 square feet. All units in the development meet the required 14 foot minimum width. The proposed dwelling unit and bedroom sizes exceed the minimum required under Wisconsin's adopted International Building Code. Each individual 1BR unit also exceeds the minimum 575 square feet required by WHEDA with the average 1BR unit at Clarkbridge Hall exceeding that requirement by 17%.

**15.430(4)(a)(3)** – Minimum Off-Street Parking Space Requirements – Multiple-Family Dwelling: A minimum of two parking spaces for each dwelling unit with two or less bedrooms and one-half additional parking space for each bedroom greater than two per dwelling unit, plus one space for each four units or fraction thereof for visitor parking.

Clarkbridge Hall Apartments: Inherent with conversion projects, the Applicant's ability to conform to more stringent off-street parking requirements is limited. The existing municipal code would require 93 parking stalls for the proposed 40-unit development. There are two separate parking areas on the project site which maximize use of the parcel's non-building surface area. Combined they provide 60 parking stalls including 3 handicapped stalls. The readily available parking provides for a ratio of 1.5 spaces per unit. For comparison, a similar KCG adaptive reuse development with a near identical unit matrix (ratio of 1/2/3BR units) has been permitted by the City of Fund du Lac with a parking ratio of 1:1. It should be noted the proposed site is within a block of bus stops on two different routes of the Maritime Metro Transit and is within 0.3 miles of the Maritime Metro Transfer Station where a majority of bus routes servicing the greater Manitowoc area originate from. The Transit provides transportation six days per week. Based on our collective experience and considering the ratio of parking spaces and abundant public transportation options, we believe there will be ample parking available for residents of the development.

The property again runs in to unique physical limitations in looking at avenues to comply with the code requirement. The two existing parking areas maximize parcel area while abiding by easement and setback requirements. The historic nature of the building prohibits alterations to the building footprint. As such, demolition of a portion of the building to create additional parking stalls would be prohibited. Alternative options are limited without altering the character of the neighborhood and the construction of a parking garage is not permitted under the R-6 zoning classification.

The current parking available on site would lend to compliance with the following parking ratio:

1-BR = 1 parking stall

2-BR = 1.66 parking stalls

3-BR = 2 parking stalls

Additionally, while we believe the existing parking will be sufficient based upon previous experience, it should be noted there is also street parking available on the property's two frontage streets, S 14<sup>th</sup> and Clark. All things considered, the 60 parking stalls and the +/- 10 street parking spaces should be more than ample parking for the residents and guests of Clarkbridge Hall Apartments.

## **SUMMARY**

In consideration of the unique hardships described above, and in the interest of the overall quality of the development, KCG hereby formally requests review and consideration of a conditional use permit for Clarkbridge

Hall Apartments pursuant to MMC 15.370(29)(b)(1) and (3) and subsequently 15.370(29)(e) and (f) by the Manitowoc Plan Commission and City Council.

If granted approval of a conditional use permit, KCG will then obtain the required zoning confirmation to include within the project's application to WHEDA on March 3, 2017. Awards are typically announced 3-4 months after submission of the applications. Upon award, KCG and the design team will seek to obtain building permits through the City of Manitowoc at the appropriate time. We have enjoyed our interactions with a number of City officials and have received support from the local Alderman, Mr. Jim Brey, and current property owner, New School Investments, LLC. A public informational meeting will be held on January 17, 2017 to discuss plans for the redevelopment and to gather community input.

Respectfully,	With the acknowledgement and support of:		
RJ Pasquesi – President; KCG Development, LLC	Tim Petersen – Managing Member; New School Investments, LLC		

We appreciate your time and consideration of the proposed Clarkbridge Hall Apartments redevelopment.

We hope to build upon the project's momentum and look forward to working collaboratively with the City of Manitowoc to bring this vision to reality. Should you have any questions, please don't hesitate to contact me.

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Respectfully,

RJ Pasquesi – President; KCG Development, LLC

With the acknowledgement and support of:

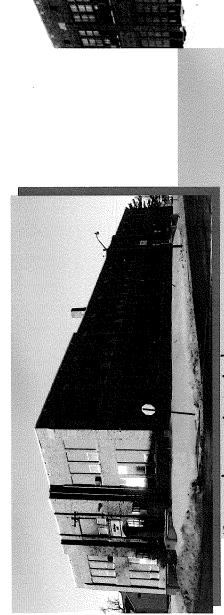
Tim Petersen - Managing Member; New School

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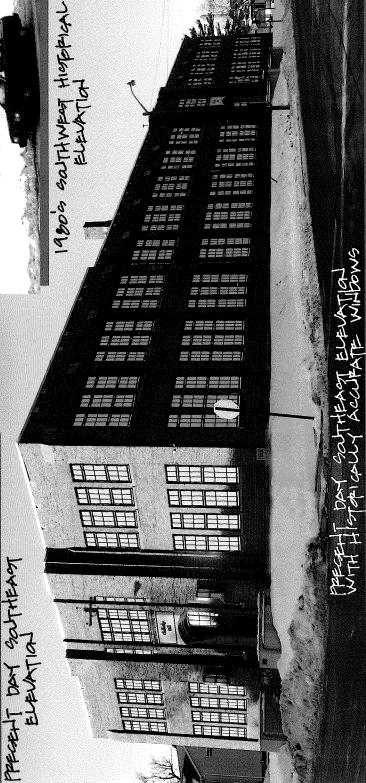
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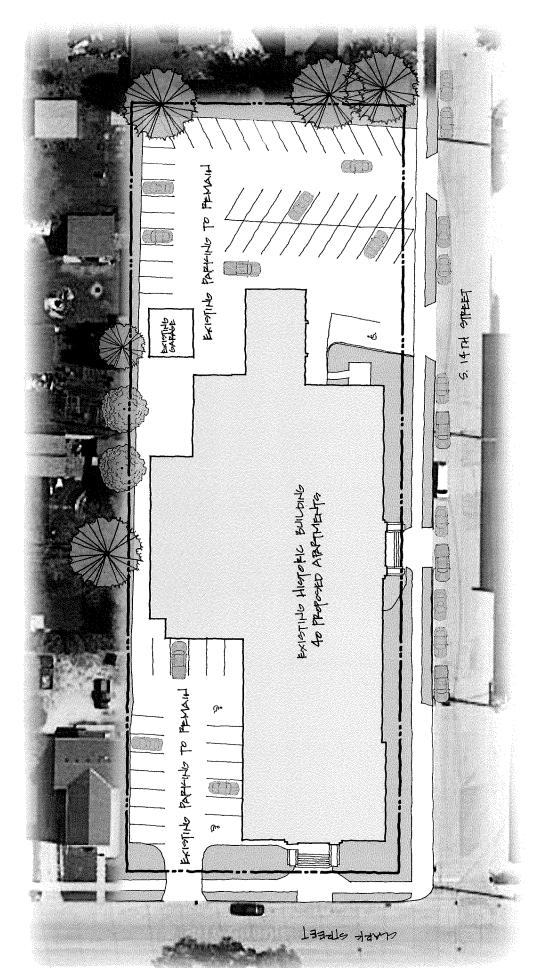




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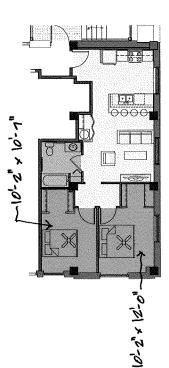


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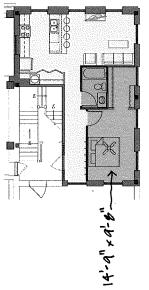




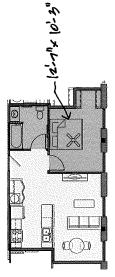
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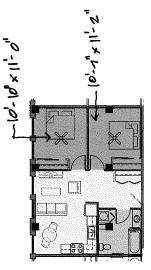
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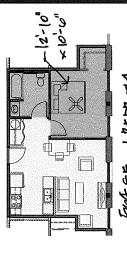
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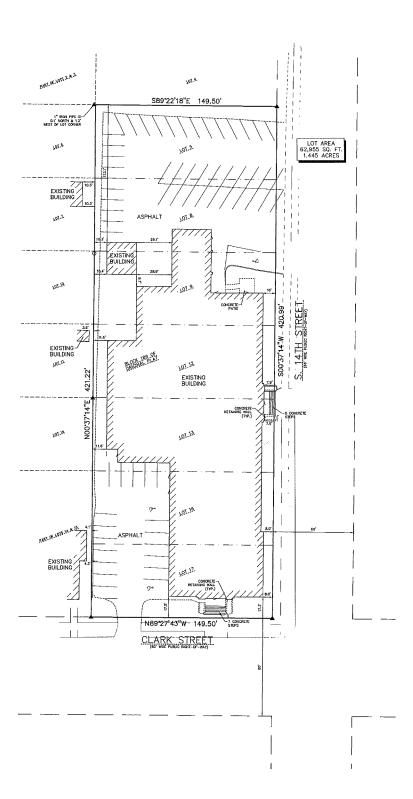


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CLARKBRIDGE HALL APARTMENTS

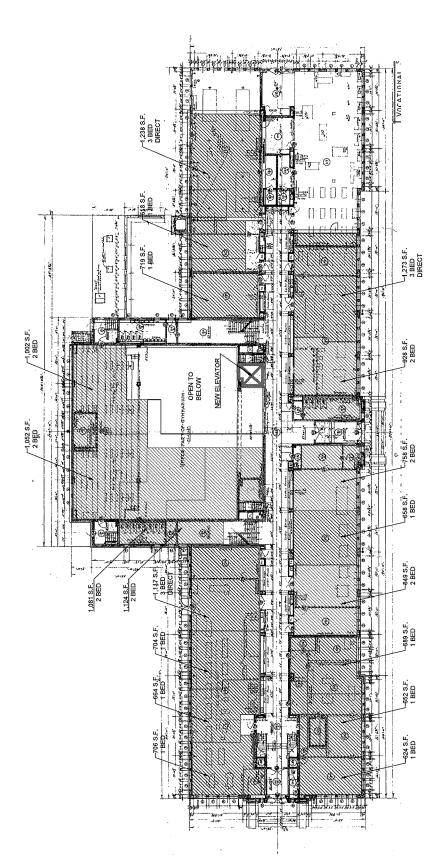
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CLARKBRIDGE HALL APARTMENTS







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CLARKBRIDGE HALL APARTMENTS

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