

**MINUTES OF THE PLAN COMMISSION MEETING HELD AT THE
GREENFIELD CITY HALL ON TUESDAY, JANUARY 12, 2016**

1. The meeting was called to order at 6:30 p.m. by Mayor Neitzke

ROLL CALL:	Mayor Michael Neitzke	Present
	Ald. Karl Kastner	Present
	Mr. Brian Weis	Present
	Ms. Denise Collins	Present
	Mr. Frederick Hess	Present
	Ms. Christine Hallen	Present
	Mr. Bradley Sponholz	Present
	Mr. Steve Rogers (alt.)	Present
	Mr. Don Carlson (alt.)	Present

ALSO PRESENT: Charles Erickson – Community Development Manager
Jeff Katz – City Engineer

2. Motion by Mr. Sponholz, seconded by Ald. Kastner to approve the December 8, 2015 Regular Meeting minutes. Motion carried unanimously with Ms. Hallen abstaining.

3. Discussion regarding the Common Council meeting held on December 15th & January 5th. Prior to the December 15th meeting, Allied Investment withdrew their rezoning request for a 54,000 sq. ft. office building at 40th & Layton. At that meeting the Site/Building/Landscape application for Layton Avenue Baptist Church (96th & Layton) was approved.

At the January 5th meeting the public hearing for the second cell tower at Bill's Auto (4737 S. 108th Street) was held and approved. At Home's Site/Building/Landscape proposal for the former Kmart site was requested by At-Home to be held over to the January 19th Common Council meeting.

4. Scott Yauck, Greenfield Development Partners Holding, LLC represented by Justin Johnson, P.E., JSD Professional Services, N22 W22931 Nancy's Court, Suite 3, Waukesha, WI 53186 requests two Certified Survey Maps to combine numerous parcels within '84 South' (f/k/a Cobalt/Chapman School area) at 84th & Layton, and then re-divide to create two lots within the north CSM and four lots within the south CSM. Tax Key #'s ranges: 606-0034 to 606-0037, 606-0048-001 to 606-0053-001; 606-0059 to 606-0083, 606-0084-001 to 606-0085-007, and 606-9980-002 to 606-9983-002.

1. Background: This request is for two Certified Survey Maps to combine numerous parcels within '84 South' (f/k/a Cobalt/Chapman School area) at 84th & Layton, and then re-divide to create two lots within the north CSM and four lots within the south CSM.

This CSM submittal is being done in conjunction with the ROW vacation process already underway regarding Chapman Ave./85th St./88th St./89th St./90th St., which got started at the October PC meeting; the formal public hearing to occur at the Jan. 19th CC meeting (7:15 p.m.).

All parties understand that there will be a 'strategic timing' element here as it relates to the actual eventual recording of these vacation and CSM documents with the Register of Deeds. For example:

- The combination of existing ROW being vacated and the new CSMs establishing new ROWs will be affected by the pace of on-site development.

- Some properties simply will still be used longer in their present capacity for potentially at least for another year while their new building/site is being constructed/developed such as Steinhafels and Layton Ave. Baptist Church.
- So some of these existing ROWs and utilities naturally are still needed.

Prior to recording, an actual formal name or number will be needed for 'Street A' and 'Street B'. Potentially as it may relate to future building addressing, 'A' is in the 8700/8800 block and 'B' is in the 8900 block.

2. Outside Agencies: The CSM will be reviewed by Milwaukee County Register of Deeds, and City Engineering staff. All corrections, if any, must be completed before recording. The applicant needs to be informed of the following: provided that a) the necessary approvals have been obtained; b) the original CSM map is in order; and c) all applicable charges have been paid, applicant must submit a final signed and notarized CSM to the Engineering Dept. for recording. The City requires a minimum of seven (7) working days to perform its final processing and recording of the CSM. If the applicant requires the CSM to be recorded on, or by a specific date, plan for appropriate lead-time to be sure to submit the necessary materials to the City allowing for its processing time. Failure to submit the necessary materials with the CSM for recording may cause additional recording delays.

Recommendation: Approve subject to Plan Commission and staff comments, and authorize this item to be expedited to the January 19th Common Council meeting. *[[Note: action should not be taken until after the ROW vacation public hearing (7:15) has been completed.]]*

Justin Johnson, Richard Wagner, and Dan Roskopf were present to answer questions.

Motion by Ald. Kastner, seconded by Mr. Weis, to recommend approval of two Certified Survey Maps to combine numerous parcels within '84 South' (f/k/a Cobalt/Chapman School area) at 84th & Layton, and then re-divide to create two lots within the north CSM and four lots within the south CSM, subject to Plan Commission and staff comments, and authorize this item to be expedited to the January 19th Common Council meeting. Tax Key #'s ranges: 606-0034 to 606-0037, 606-0048-001 to 606-0053-001; 606-0059 to 606-0083, 606-0084-001 to 606-0085-007, and 606-9980-002 to 606-9983-002. Motion carried unanimously.

5. **John Wahlen, Cornerstone Development of SE Wisconsin, 1166 Quail Court, #315, Pewaukee, WI 53072 requests a Site/Building/Landscaping Review for a proposed condominium development for 26 units on approx. eight acres in the 3800 block of S. 116th St. (i.e. north of Howard, west side of street); proposed project would have nine 2-family units, two 4-family units, and a clubhouse. Tax Key #564-9995 & 564-9994-001. *[[Follow-up to the Rezoning and Comprehensive Land Use plan change process started at the regular November PC; formal public hearings scheduled for the 1/19/16 CC meeting.]]***

1. Background: *At the November PC, action was taken to recommend approval (7 – 0) of both the Comprehensive Land Use Plan Change (from 'Single Family' to 'Mixed Residential') and the corresponding rezoning (from 'R-1 Single Family' to 'PUD-Residential'). The public hearing(s) on those items are scheduled for the January 19th CC mtg.*

While the above action was taken in November, the submittal at the time for the Site/Building/Landscaping Review was 'held over' to allow for both more internal staff review and follow-up from Mr. Wahlen's team. And so that is why the S/B/L is now on this agenda.

While some of the materials attached and the narrative below are similar to what was distributed back in November, any updated information is identified via Italics. For instance, attached is a 12/1/15 letter from Pinnacle Engineering Group to Ms. Alonge (i.e. she works for Ruekert & Mielke, one of the City's consulting civil engineering firms, and who was doing engineering-based plan review) and Mr. Werderitch (i.e. Community Development Intern) who helps prepare the PC Notes. The intent of the Dec. 1st letter was to address on a point-by-point basis respective plan staff comments where applicable/noted. Furthermore, also attached dated 12/1/15 are updated site/grading/utility/landscaping plans.

Mr. Wahlen is interested in partnering with the owner of these two adjacent parcels (Kaerek Builders), for a proposed condo development for 26 units on eight acres; nine 2-family units, two 4-family units, and a clubhouse. See attached detailed narrative from Mr. Wahlen providing background, design features, proposed layout, etc.

The process for both rezoning (to 'PUD – Residential') and a Land Use designation change (to 'Mixed Residential') would be needed for this proposal. See attached excerpts of both the Zoning Map and Comp. Plan Map.

2. Architectural Review/Exterior Materials: The multi-family units are constructed with a variety of stone, architectural shingles, fiber cement panels, and composite material siding on the exterior walls. See attached color renditions for the duplex model, the double duplex model, and the clubhouse, along with the building elevation detail and floor-plans.
3. Parking/Traffic Flow/Access/Curbed Parking Lot: Private roadway would have access to/from 116th Street, with each unit having a two car garage and a space outside the garage. The clubhouse accommodates 7 parking spaces in the site plan.
4. Storm Drainage/Grading (lot & building): Storm water management ponds would be near the NE corner of the site and west side. Existing topography 'runs' from west to east. As noted on the preliminary site layout plan, a wetland inventory mapping process was done recently and that naturally will impact the developable area, or increase the greenspace area, depending upon a person's perspective. The storm water and grading plans are currently being reviewed by city staff. Storm drainage needs to be accommodated for in the right of way either to run northerly and/or to the existing culvert under 116th St.

The storm water management features will comply with the City of Greenfield, MMSD, and WDNR standards. Storm water runoff from the site will be treated to remove at least 80% total suspended solids annually from the proposed redevelopment via a bio-retention basin and a wet pond.

Wetlands are present on site and will not be impacted. *An initial stormwater management plan was prepared dated 10/20/15, and which now has been updated per a plan of 11/23/15.*

5. Lighting (building & site): *Needs to be identified.*
6. Utilities: Water and sanitary would need to be extended north along 116th from Howard. A sanitary sewer easement will need to be constructed on the property. The proposed storm man-hole structure should be relocated to the north side of the proposed driveway to better accommodate a future extension.

SEWRPC has provided two letters – each dated 12/8/15 – approving public sanitary sewer extensions and approving 12 proposed building sewers that would connect to these same sewer extensions.

As anticipated, Milwaukee Water Works has now determined that a meter pit must be installed given it being a condo development with a private road, and that "...there is no current or potential future benefit to MWW to own and maintain water main on private property..."

The latest overall utility plan is for the sanitary main to be in the center of 116th Street and the water main at least eight feet (8') to the west to maintain the required separation between sanitary and water mains. The required paved path from Howard Avenue north to the Glen's driveway would be on the western side of the 116th Street ROW but still separated from the actual roadway – it would not be a 'paved shoulder'.

7. HVAC/Utility Box Screening: WE Energies needs to identify the potential locations for transformers on the site.
8. Signage: A decorative free standing sign will be located on 116th Street. Renderings will need to be provided to city staff at the appropriate time prior to installation.
9. Dumpster/Screening/Gated (materials used): Trash removal will be privatized within the development.
10. Fencing: There is a proposed retaining wall located behind Building #3 between the two ponds. *A shop drawing or cross-section plan has been added to the Construction Detail sheet; having a simple split-rail fence on top of the retaining wall should be done to help create a visual reference of where the drop-off is located.*
11. Landscaping/Buffer Yard: Detailed landscaping plan is attached as applicable for street buffer area, adjacent property buffer area, internal general plantings throughout the site, and foundation planting plans for all three types of buildings.

A review of the proposed south lot line landscaping was needed because both a drainage swale and heavy landscaping are in the exact same area. The concern being whether or not the landscaping would prevent the swale from working as designed. The landscaping in this area have been shifted northerly a few feet – between existing landscaping on or near the shared lot line – and the proposed new swale area.

12. Landscaping Cash Deposit/Letter of Credit: When a landscaping plan is submitted, the following are pertinent financial security requirements: 125% of the landscaping costs with 30% retained for two years after initial planting. Furthermore, an on-going condition of approval will be that the landscaping will be subject to annual review by the City to make all landscaping features are still being maintained, and that any dead/dying landscaping be replaced as necessary.
13. Street Trees: To be reviewed by the City Forester.
14. City Forester Site Inspection: Underway
15. Park Fees: \$1497 per unit X 26 = \$38,922.
16. Sidewalks: Further review/discussion needed about the possibility of installing a 'seasonal path' along the west side of 116th Street north from Howard to the Glen, in the same area where water main and sanitary main are to be installed. Proximity to the Oak Leaf Trail and YMCA trail connection is the reason.

The current plan is to locate the paved path on the west side of the 116th Street ROW as noted above in #6.

17. Fire Department: A sprinkler system is required for buildings that contain more than two units. A fire alarm system is recommended for the clubhouse.
18. Outside Agencies: Milwaukee Water and MMSD will need to be contacted throughout the planning and development process.
19. Erosion Control: Plan included.
20. PUD Requirements: If the rezoning process ultimately is successful, then City staff would prepare appropriate developer agreement.

21. Miscellaneous: Via these PC notes, Cornerstone has been informed about the formal public hearing process involving both a rezoning and a Land Use Plan change; both of which are done concurrently so that each hearing per se is held at the same CC meeting potentially 8 - 10 weeks after the PC has made a recommendation to the CC. Part of the process involves mailing the hearing notice to all property owners within 400' of the parcel boundaries about 2 weeks in advance of the mtg., along with a double notice in the GF NOW weekly newspaper. Plus there is a notification to the surrounding seven municipalities and SEWRPC at least 30 days in advance of the hearing.

Furthermore, as a practical matter, staff also suggests that when applicants who have a project that requires a formal public hearing at a future CC meeting, that it can be important to make an effort to 'reach-out' to the now affected neighboring property owners in advance of the formal public hearing so that the impacted property owners are better informed about what is actually being proposed earlier than later. This is done by staff providing electronically the exact same property owner mailing list based upon the same 400' radius line. *Mr. Wahlen hosted a neighborhood information meeting on Dec. 9th, and attached is a 12/31/15 email update from him on that meeting.*

The post office should be contacted in regards to establishing a centralized mail box for the proposed units.

Recommendation: Approve subject to Plan Commission and staff comments, and authorize this item to be expedited to the January 19th Common Council meeting. *[[Note: action should not be taken until after the public hearings for the Comprehensive Land Use Plan (7:05) and rezoning (7:10) have been completed.]]*

John Wahlen was present to answer questions.

Ald. Kastner questioned the location shown for the pedestrian path along the most westerly edge of the ROW, to which Mr. Erickson replied that what is shown is just a placeholder to acknowledge that a paved path will go in from Howard Avenue north to the Glen driveway. The location of the sanitary sewer and water mains, and topography/grading still needs to be factored in before finalizing the path location.

Mayor Neitzke said that it is understood that in the future if the area north of this property is developed and/or 116th Street is improved, then there would be an extension of the path, as is required to the north.

Ald. Kastner stated this is a good project with adequate landscaping and buffering. There was positive reaction during the neighborhood information meeting, which had six property owners attending.

Motion by Mayor Neitzke, seconded by Mr. Hess, to recommend approval of a Site/Building/Landscaping Review for a proposed condominium development for 26 units on approx. eight acres in the 3800 block of S. 116th St. (i.e. north of Howard, west side of street); proposed project would have nine 2-family units, two 4-family units, and a clubhouse, subject to Plan Commission and staff comments, and with the inclusion at a time which makes sense, the addition of a paved path from the project site driveway to Howard Avenue. It is also understand that in the event there are improvements made to 116th Street or to the properties to the north, that that pathway would be extended north of the project site driveway towards Morgan Avenue, and authorize this item to be expedited to the January 19th Common Council meeting. Tax Key #564-9995 & 564-9994-001. Motion carried unanimously.

6. Michael Busalacchi, MJB Real Sweet Dreams LLC, 840 Lake Road, Brookfield 53005, represented by Russell Raposa, Raposa Design, 12690 W. Greenbriar Lane, New Berlin 53151 requests a Conceptual Project Review for a proposed Culver's Frozen Custard Restaurant at 6031 W. Layton Avenue (i.e. currently Wendt's Tavern). Tax Key #618-9997.

1. Background: Mr. Busalacchi owns/operates several Culvers Restaurant locations both in SE Wisconsin and in Florida, has an accepted offer-to-purchase of the Wendt's Tavern parcel at 6031 W. Layton (1.2 acre lot). This existing parcel has an odd-shape to it because there is a 'finger' of land which extends all the way to S. 60th St. that will continue to be used as a second means of ingress/egress; this parking/driveway area is south of the small multi-tenant retail building at 6007 W. Layton. It's estimated that the largest shift of employees is approx. 20 people.

As a next step, the potential project will need a Special Use and Site/Building/Landscaping Review.

2. Architectural Review/Exterior Materials: As is already known using SE Wisconsin as a small example, there are different styles of exteriors that Culver's has used. The initial proposal here is for a more recent/updated building style which is a combination of veneered stone, EIFS, fiber cement siding, blue stripped canvas awning, and LED accent lighting is optional as well. See attached color rendition and preliminary floor plan; proposed overall building is about 4,300 s.f., and the dining area is about 1,870 s.f.
3. Parking/Traffic Flow/Access/Curbed Parking Lot: Proposed site plan shows shifting the building pad further south – when compared with the initial rendition. Also the site plan identifies the intent of using both existing drive approaches off of Layton and the driveway/parking area to/from S. 60th Street; overall 76 stalls are shown on-site.

As noted, the access to the drive-thru starts on the north side of the property, with the ability to handle at least eight vehicles in the 'stack-lane' (i.e. seven is minimum needed). It appears that two 'exiting' lanes are available if a vehicle is in the drive-thru. 'Immediate': get food and access south-bound drive lane along west side of parcel; and 'Holding': waiting on order to be completed, etc.

Staff has a concern about the method of 'vehicle/traffic' control anticipated at that 'merge point' of a vehicle in the 'immediate' service lane exiting into the west side, south bound lane. Even though there isn't any 'sight-line' issue, what type of 'control' is typically used in this type of layout situation?

In the past as staff has now learned, there is a formal shared parking/access agreement between the owners of 6031 and 6007, which started several years ago in 2005. In general over the past 10 years given the different peak hours of operation when comparing 6031 (evening) and 6007 (day-time), any 'shared' parking usage was likely able to be handled/accommodated on a more informal/practical basis. However, that clearly will change since Culvers will be operating both during the day and certainly into the evenings. It's understood that Culvers has made an attempt to contact the 6007 owners to advise them of the pending/possible change.

- 6007 Layton = 6,000 s.f. building X 5 stalls/1,000 s.f. (retail use) = 30 stalls min. needed; actually there are +35 stalls on-site now.

4. Storm Drainage/Grading (lot & building): While the amount of 'new hard surface' will remain under one (1) acre –paving of rear south area to add more parking – the amount of 'disturbed area' as it relates to MMSD regs. on 'water quality run-off' have been part of the preliminary discussions with project engineers. Basically the manner of and amount of existing asphalt service removal/repair will be a critical determining factor in this instance.

5. Lighting (building & site): Although it still is in a very preliminary planning stage, per general discussions with Mr. Raposa they are looking into possible 'green initiatives' as it relates to the LED lighting aspects within the building/site; potential exists for loan qualifiers via the State of Wisconsin.
6. Utilities: The City's "FOG" ordinance (fats/oils/grease) will be applicable with this proposed use.
7. HVAC/Utility Box Screening: Height of parapet wall (20' – 23') is intended to provide screening for roof-top mechanicals.
8. Signage: Four 4' x 8' wall signs are shown for each side of the building, and on the north side of the parcel would be a monument style sign and 'menu order' boards. The Sign Code formula to determine the amount of overall allowed on-site signage is as follows:
 - width of building (55' x 1.5 = 83 s.f.)
 - either smaller wall signs or less of them will be needed at the very least.
9. Dumpster/Screening/Gated (materials used): Shown to be on the south side of the parcel. The design will still need either a separate service door or 'wing-wall' alignment.
10. Fencing: Along the south side of the property potentially a 5' – 6' high retaining wall would be installed.
11. Hours of Operation: 10 a.m. – 10 p.m. daily
12. Sidewalks: Connection made to the existing sidewalk on the south side of Layton.
13. Fire Department: Building will be sprinklered.
14. Outside Agencies: Milwaukee County Dept. of Public Works/Transportation would become involved due to potential changes in the median cut for a west-bound 'stack-lane' to accommodate anticipated west-bound drivers wanting to access the site via its existing west drive approach, and any road-cuts for new water/sanitary service laterals into the site.

The Sigma Group (civil engineers) on behalf of Mr. Busalacchi have made that appropriate contact in mid-December; don't know yet what that feed-back may have been from the County perspective.

15. Miscellaneous: Separately Mr. Busalacchi has submitted a request for the possibility of obtaining some TIF #4 'Developer Incentive' funding via a Pay-As-You-Go arrangement; evaluation and analysis would be done by Ehlers' (City's financial consultant).

Recommendation: No formal action needed at this time, but staff supports this request for this location.

Vinnie Busalacchi with MJB Real Sweet Dreams, Chris Carr with Sigma and Jay Campbell with Campbell Construction were present to answer questions. This location will be the fifth Culvers location under the Busalacchi's control and they feel the logistics of this site benefit their operation, as there will be enough parking since 35-45% of their business is drive-thru traffic.

Ald. Kastner questioned if they considered flipping the building design to the east to have the cross easement line up with the median cut. Mr. Campbell said that both parties are discussing the existing easement agreement. Mayor Neitzke stated that the absence of a stacking lane to protect one from the intersection is a concern. Mr. Carr said they have contacted Milwaukee County, and as of today they haven't seen any comments back from the County about adding a left turn lane. They are exploring the possibly of a larger sign at 60th Street to encourage people to turn in there.

Kurt Klapperich with CB Richard Ellis, who represents property owner Loretta Kleczka, spoke on how years ago when Ms. Kleczka purchased the now Wendt's site, it was to secure additional parking. When the west property was sold to Jim Wendt in 2005 a reciprocal easement agreement was signed. It gives the Kleczka portion the right to ten spaces if their parking lot is busy; and the center is busy regularly. When Heads Up hair salon is busy they can use up a lot of front and side parking stalls. They (Kleczka) are not interested in losing access points off of either street, and want to reserve those ten spots and are willing to work together to make this happen.

Ald. Kastner stated that the Police Chief's comments on access points were in the interest of public safety for all parties. Mr. Weis stated that both parties need to get together on this matter.

Mayor Neitzke said that everyone needs to look at this corner comprehensively, as it is part of a TIF district, where the idea is to improve the area, and it was noted that storm sewer improvements are needed. He feels the building design as presented looks great.

Conceptual Review – No Action Required.

7. Community Development Manager Report.

Mr. Erickson referenced a handout distributed to the Plan Commission members from the Public Policy Institute on Plan Commissions. Also, he noted that the Al Huda Mosque at 43rd & Edgerton is interested in a worship facility in South Milwaukee, and that Marcus Cinemas are interested in the northeast corner of the Southridge lot to build a movie complex. A portion of the parking lot to be used for the theater is in Greenfield, the remainder is in Greendale. Mayor Neitzke said since so much of this parcel is being rezoned in Greendale, this is a good opportunity for the City to look at its Comprehensive Land Use Plan and asked that this topic be placed on an upcoming agenda.

8. Motion by Mr. Weis, seconded by Ms. Hallen to adjourn the meeting at 7:30 p.m. Motion carried unanimously.

Respectfully submitted,

Alison J. Meyer
Administrative Assistant

Distributed January 27, 2016