Common Council Chambers – City Hall Room 100
7325 W. Forest Home Ave., Greenfield, Wisconsin

PLAN COMMISSION STAFF REPORT

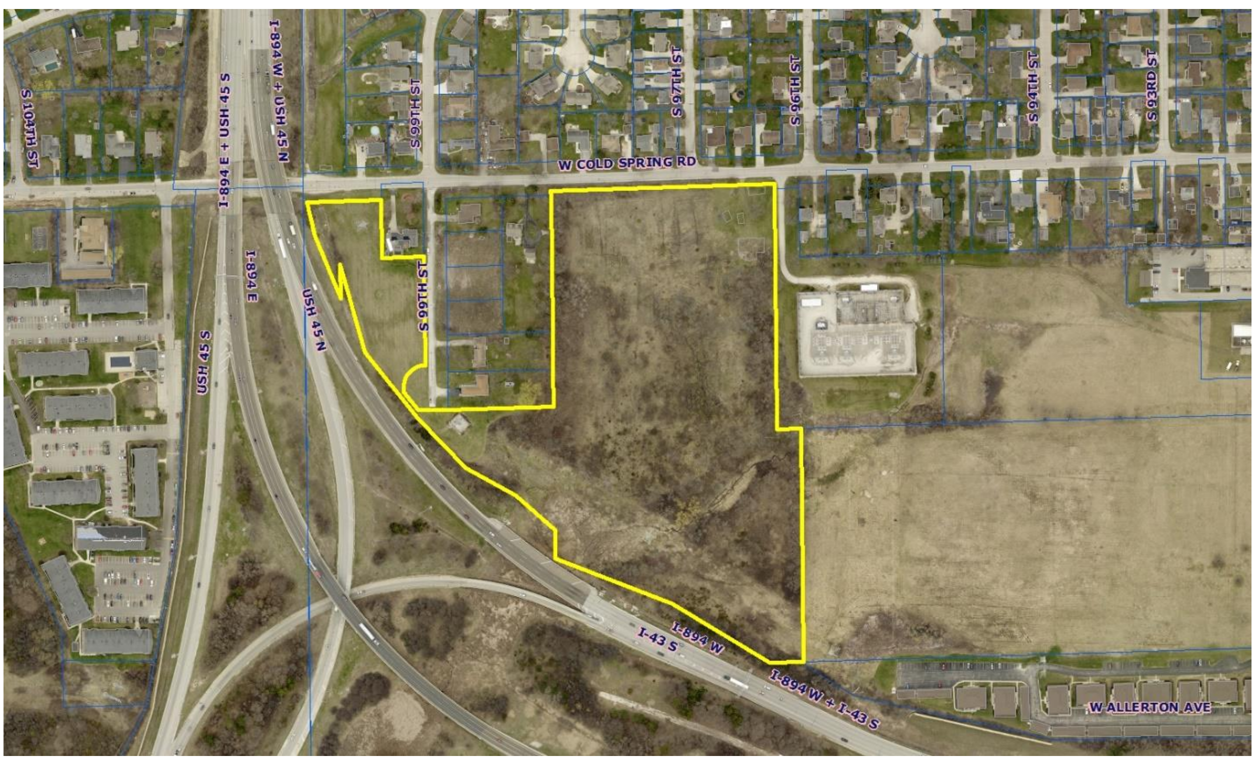
Tuesday, February 13, 2024 – 6:00 p.m.

1. **Roll Call**

2. **Approval of the minutes from the January 9, 2024 meeting.**

3. **Discussion regarding last Common Council meetings.**

4. **Conceptual Plan Review for Cold Spring Road Development, a proposed new construction multi-family development to be located at 9605 W. Cold Spring Rd., submitted by John Coury and Rich Coury, d/b/a Jonrich, LLC, and Adam Hertel, d/b/a American Architectural Group. (Tax Key No. 607-9981-004)**.



Overview and Zoning

The property owners, John and Richard Coury, are proposing a conceptual plan for 206 market-rate multi-family residential units on the 20.15-acre property located on the south side of W. Cold Spring Rd., at approximately S. 96 St. In October 2018, the owners submitted site, landscaping and architectural plans for a 60-unit memory care CBRF facility with a phase 2 multi-story RCAC senior facility in the back. A variety of factors have lead the owners to change the concept to market-rate apartments—nothing about this newly-proposed development is targeted to senior living.

The 20.15-acre site is already zoned Planned Unit Development (PUD). A public hearing is not required for rezoning. PUD standards and requirements are provided in the table below, for the entire proposal, for all three (3) phases:

Cold Spring Road Multi-Family Development

Proposed Building Stats		
	# of Units	Building height
Townhouses	46	2 stories, 32'
Apartments	160	3 stories, 37.5'
	206	

	PUD Requirement	Proposed
Minimum Site Area (Table 21.04.0403A) Acres	5.00	20.18
Maximum Density Measures for Residential (Table 21.04.0403B)		
Minimum Open Space Ratio (OSR) = open space / base site area	0.40	0.76
Maximum Gross Density (GD/ Acre) = Total # dwelling units / base site area	8.00	10.20
Maximum Net Density (ND/ Acre) = Total # dwelling units / net buildable area	12.00	12.14
Minimum Front Yard (FT)	25	15
Minimum Rear Yard (FT)	25	25
Minimum Side Yards (FT)	25	25
Minimum Distance Between Buildings	3/4 the height of the tallest building, or 20', whichever is greatest	Varies, 68' MIN

Minimum Dwelling Unit Size Standards - For structures with more than 2 Dwelling Units (Table 21.04.0403E)	**PUD Requirement**	**Proposed**
Townhouse - 2 Bedroom (Minimum SF)	1000	1147
Townhouse - 2 Bedroom (Minimum SF)	1000	1612
Apartment - 1 Bedroom (Minimum SF)	800	875
Apartment - 2 Bedroom (Minimum SF)	1000	1150

PARKING		
One Bedroom Apartment	**Requirement**	**Proposed**
# of Dwelling Units		120
1.5 space per Dwelling Unit (50% to be enclosed)	180	120
0.5 space per dwelling unit (guest parking)	60	76
Two Bedroom Apartment	**Requirement**	**Proposed**
# of Dwelling Units		40
2.0 space per Dwelling Unit (50% to be enclosed)	80	40
0.25 space per dwelling unit (guest parking)	10	10
	330	**246**
Townhouse	**Requirement**	**Proposed**
# of Dwelling Units		46
2.0 space per Dwelling Unit	92	92
	92	**92**
	TOTAL Required Parking On Site	**TOTAL Proposed Parking On Site**
	422	**338**

Apartments - Unit Count		**Apartments - Parking Count**	
1 Bed	120	Underground	160
2 Bed	40	Surface	86
	160		**246**
Townhouses - Unit Count		**Townhouses - Parking Count**	
Townhouse	**46**	Garage	83
TOTAL UNITS	**206**	**TOTAL PARKING**	329

The table shows that the maximum gross density is higher than what the PUD allows for (8 units/acre allowed, 10.20 units/acre proposed). And the maximum net density is slightly higher than what the PUD allows for (12 units/acre allowed, 12.14 units/acre proposed). The Plan Commission and Common Council would need to consider whether a density waiver would be allowed with final plans. The proposed open space ratio of 0.76 far exceeds the requirement of 0.40. In addition, a front yard setback waiver would need to be provided, as the proposal shows a 15-ft. front yard setback, where a 25-ft. setback is required. The rest of the setback requirements are being met.

<u>Phase 1:</u>
The first phase of the development comprises 46 townhomes, organized into five (5) buildings. Specifically, there are four (4) 10-unit buildings and one (1) 6-unit building. The townhome-style buildings will have their own external entrances.

<u>Four (4) 10-unit townhomes</u>
- 10,239 sq. ft./building, 40 units total
- Eight (8) 2-story, 2-bedroom, 2.5-bath units
    - 2-car garage
    - Approximately 1,600 square feet each unit
- Two (2) 2-story, 2-bedroom, 1.5-bath units
    - 1-car garage
    - Approximately 1,150 square feet each unit

<u>One (1) 6-unit townhome</u>
- 6,265 sq. ft. building, 6 units total
- Five (5) units 2-story, 2-bedroom, 2.5-bath units
    - 2-car garage
    - Approximately 1,600 square feet each unit
- One (1) 2-story, 2-bedroom, 1.5-bath units
    - 1-car garage
    - Approximately 1,150 square feet each unit

Rent rates will range from $1,500 to $2,700/month based on varying lease agreements and specific factors.

<u>Phases 2 and 3:</u>
Both Phase 2 and Phase 3 will feature a 3-story apartment building (one building/phase) accommodating 90 units in one (1) building and 70 units in the other building, with underground parking and approximately 86 surface parking stalls for residents and visitors.

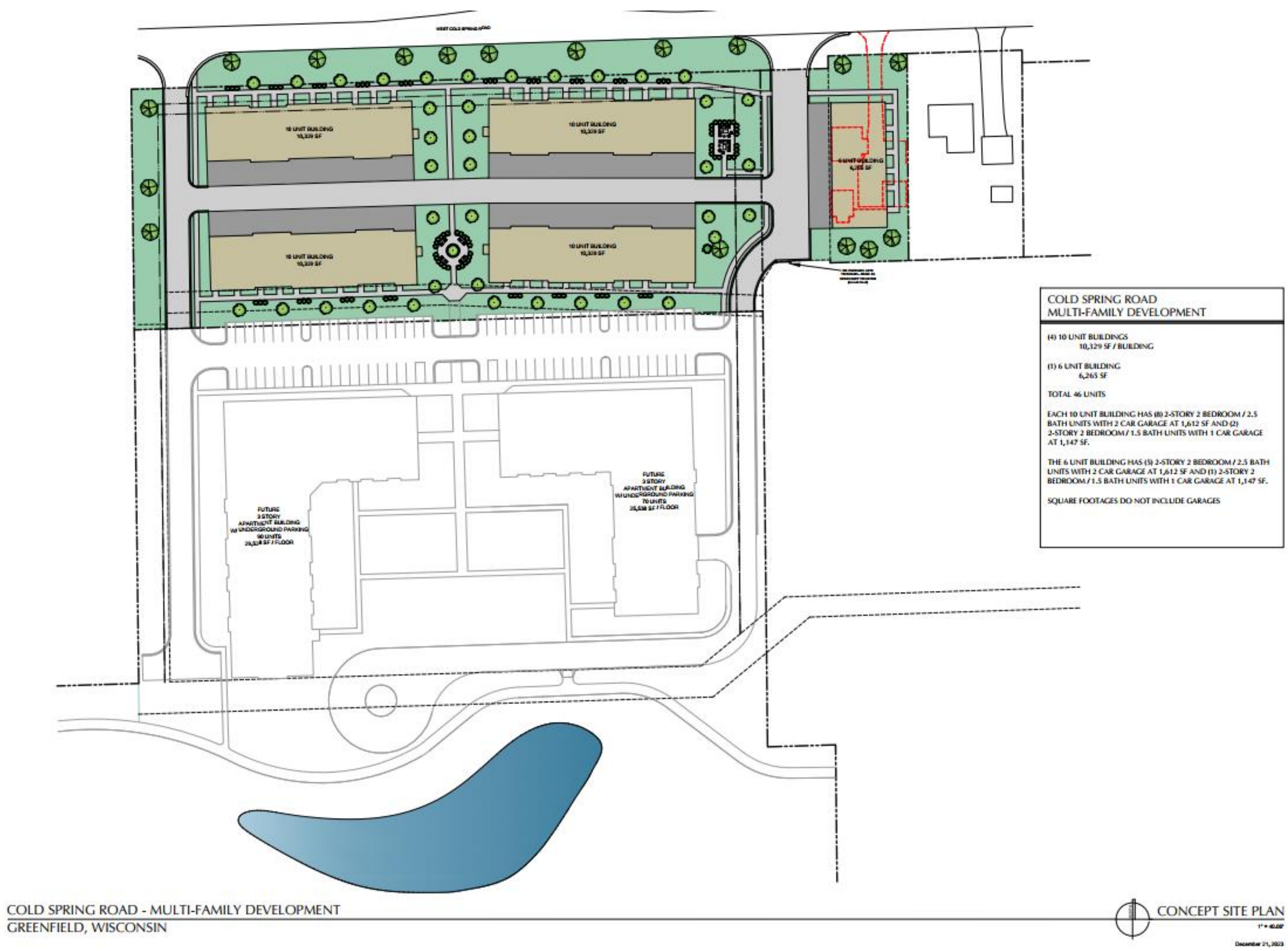
Conceptual Site Plan

The proposed conceptual site plan includes two (2) entries into the property from W. Cold Spring Rd. One (1) entry utilizes the existing We Energies driveway that leads to the We Energies substation, and a new driveway would be constructed on the west side of the property. The townhomes would be constructed on the north end of the site, parallel with W. Cold Spring Rd., and the Phase 2 & 3 three-story apartment buildings would be built in the back, approximately 300 ft. from the road. The site layout consists of an alley-like road between the four (4) 10-unit townhomes that lead to the garage entrances of all four (4) buildings. There would be large-enough pads in front of the garages to park vehicles outside of the garages as well. An 86-stall outdoor parking lot is shown between the southern two (2) townhomes and the 3-story apartment buildings. A walking pathway/sidewalks are shown along the “front” of each townhome where the exterior entry doors are located, along with an internal walking path layout in the center of the site. A grilling station is shown along the east side of the townhomes, just west of the We Energies driveway. A retention pond is shown in the southern half of the site. The property owners are also showing the public pedestrian path that will connect to Cobalt’s property to the east and S. 92 St., to S. 99 St., as part of a collaboration project with the City and Cobalt.

The PUD standard table above indicates that after all phases are constructed, there will be 338 parking spaces provided and 422 required per Code, a shortage of 84 parking spaces.

The developers also own the single-family-zoned parcel to the east of the We Energies driveway, at 9531 W. Cold Spring Rd. That parcel is where the 6-unit townhome is depicted on the conceptual site plan. There are a few issues with this proposal that would need to be rectified, in order to move forward with this concept:

- The parcel is zoned R-2 Single-Family Residential Conservation District, so it cannot have a stand-alone 6-unit townhouse built on it, as is proposed.
- The parcel can't be rezoned PUD because the city has a 5-acre minimum requirement for the PUD zoning district.
- Staff suggests swapping land with We Energies and building the townhouse where the current We Energies driveway is, and moving the driveway east to 9531 W. Cold Spring Rd., then doing a CSM for land maneuvering, and then the new land that's added to the larger 20.15-acre parcel, can be rezoned to PUD.
- This seems to be the only feasible way for the development to include the 5th townhouse.
- The developer will need to coordinate the land swap before final site, landscaping and architectural plans can be considered.



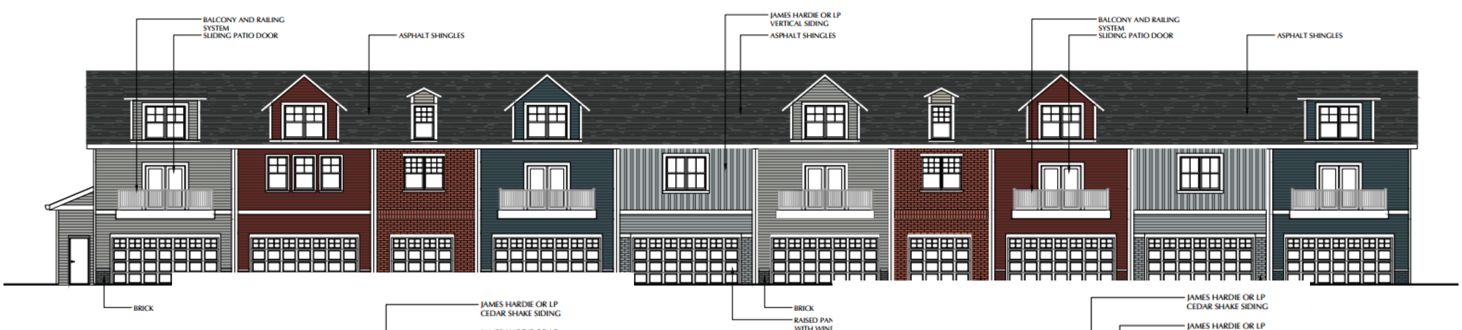
Staff has the following initial comments/questions on the site plan layout:

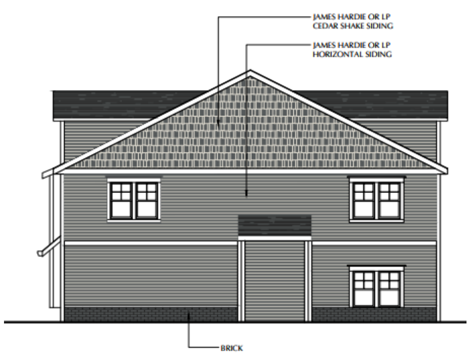
- Protect/maintain the existing tree line along the west property line that abuts the back yards of the residential properties along S. 99 St. and the side yard of 9803 W. Cold Spring Rd.
- Try to accommodate more visitor parking closer to the northern townhomes. Likely need more visitor parking than what's proposed at this time. All surface parking should be constructed with Phase 1.
- Garbage details are needed—unsure if there will be one (1) or a couple central, larger refuse enclosure areas? Or are the townhomes using rolling carts that will be kept in the garages?
- Where will the central mailbox area be located?
- Move the grill area to a more centralized area.
- Move the sidewalk that's parallel to W. Cold Spring Rd., within the ROW, or construct a second sidewalk in the ROW.

Conceptual Architectural Plans

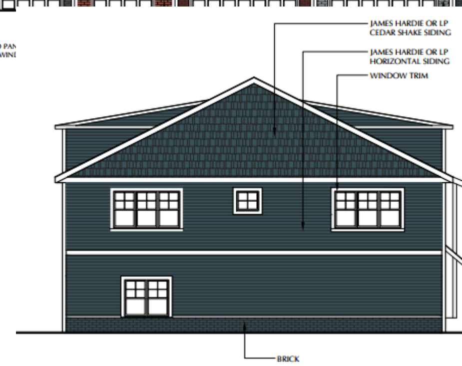
Conceptual architectural plans for Phase 1 only, have been submitted. The design is intended to provide a visual differential between each of the side-by-side units, similar to a row house design. There are false 3rd story dormer windows, providing visual height and additional architectural relief to the buildings. Some of the units provide a 2nd floor balcony. Each unit has its own attached garage and own front door entry on the opposite façade from the garages.

Building materials include James Hardie or LP siding (vertical, horizontal and shake), and brick. At a bare minimum, each unit has a brick base. Some units are brick from bottom to top. If the style holds for final design, staff is recommending that the brick bases be raised higher. Staff is also recommending that a wood-grain-like garage door be used, rather than white panels. The garage doors do include windows. The plans show asphalt shingles. A material board would be requested at the time of submittal for final design.





RIGHT SIDE ELEVATION



LEFT SIDE ELEVATION

10 UNIT BUILDING FRONT ELEVATION

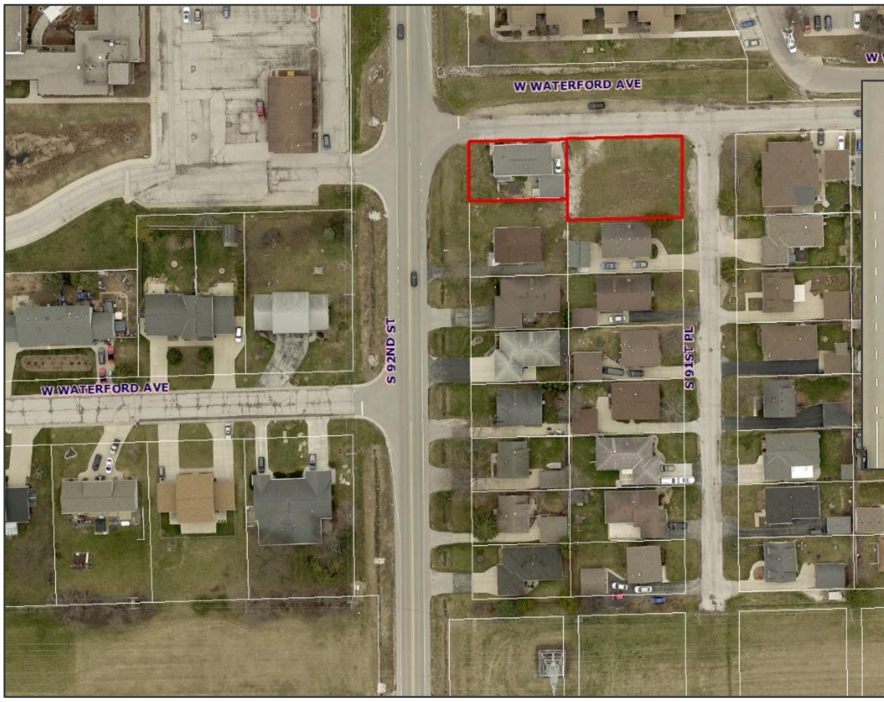
6 UNIT BUILDING FRONT ELEVATION SIMILAR

This is a conceptual plan, staff does not provide a recommendation at this time. The applicant anticipates submitting final plans for a future Plan Commission Meeting.

5. Certified Survey Map for a proposed land combination of 4000 S. 92 St. and 9137 W. Waterford Ave., submitted by Donald and Sharon Berlin, property owners. (Tax Key Nos. 569-1057-005 and 569-1031-001).

The applicants own both parcels, tax key numbers 569-1057-005 and 569-1031-001, and are seeking to combine their adjacent lots into a single parcel. The home and garage are currently located on the western parcel, 4000 S. 92 St., and the eastern parcel is vacant. The buildings on the western parcel are very close to lot lines, the garage is approximately 2ft and 3ft off the southern and eastern lines respectively. Furthermore, the current size limitation of the western lot has resulted in a 2-car garage that has limited access as half of garage door is behind the home. The proposed CSM would provide the owners with greater flexibility to address the limitations associated with the location of their current garage.

The Engineering Division has reviewed the proposal and has shared comments from staff and Milwaukee County with the surveyor. Staff recommends approval and recommends this item be expedited to the February 20, 2024 Common Council Meeting.



Recommendation: Recommend Common Council approval of the Certified Survey Map for a proposed land combination of 4000 S. 92 St. and 9137 W. Waterford Ave., submitted by Donald and Sharon Berlin, property owners. (Tax Key Nos. 569-1057-005 and 569-1031-001), subject to Plan Commission and staff comments, and the following conditions:

(Items 1 and 2 are required to be satisfied prior to the recording of the Certified Survey Map.)

1. A revised Certified Survey Map being submitted to the Engineering Division, if applicable.

2. A $30.00 fee payable to City of Greenfield for the CSM recording fee.

6. Special Use Review for proposed hours of operation change to Melt N Dip, located at 7820 W. Layton Ave., submitted by Heba Awadallah, d/b/a Melt N Dip (Tax Key No. 605-9956-005).

Overview and Zoning
Melt N Dip was approved in March and April 2022. The restaurant was before the Plan Commission and Common Council in June/July 2023 for approval for an outdoor seating area and to expand their hours of operation. At that time, Melt N Dip was approved to have their closing time expanded from 11pm to 12am (midnight).

The applicant is now proposing to expand their hours of operation from the approved closing at 12am (midnight) to 2am <u>ONLY during the month of Ramadan</u>. The proposed expansion would allow them to serve customers who are participating in the holy month of fasting. Ramadan's occurrence is based on the Muslim calendar, resulting in Ramadan beginning 10-12 days earlier each year. Within a 33-year cycle, Ramadan will fall in every season.

The proposed hours are: 11am – 12am (midnight), daily except for during the month of Ramadan which would be 11am-2am, daily.

Per Section 21.04.0701.K. of the Municipal Code: ***Subsequent change or addition to the plans or use. (Cr. #2731)*** *Any subsequent change or addition to the plans or use shall first be submitted for approval to the Plan Commission. If in the opinion of the Plan Commission, it is anticipated that such requested change in the special use substantially changes the concept or intent of a previously approved special use, the Plan Commission can consider it a major change to the original Special Use. If this is the decision of the Plan Commission, then a public hearing before the Common Council shall be required and notice thereof be given pursuant to the provisions of this division, and said proposed changes shall be submitted to the Common Council for approval.*

When Melt N Dip appeared before Plan Commission for their outdoor seating area and expanded hours of operation in June 2023, there was no concern at that time by members of the community, other business owners, or members of the Plan Commission about the change. Staff does not feel that the increase in two (2) additional hours of operation, to 2am only during the month of Ramadan, is a major change to the original Special Use for this restaurant located in a major commercial corridor along W. Layton Ave. and does not recommend that a public hearing be held. Staff is recommending that a Resolution amendment be expedited to the February 20, 2024 Common Council meeting.

Recommendation: Recommend Common Council approval of the Special Use Review for proposed hours of operation change to Melt N Dip, located at 7820 W. Layton Ave., submitted by Heba Awadallah, d/b/a Melt N Dip (Tax Key No. 605-9956-005), subject to Plan Commission and staff comments, without the need for a public hearing.

7. Signage Plan Appeal for Vape City Tobacco, located at 4969 S. 27 St., submitted by Ra'ed Atshon, d/b/a Vape City Tobacco and Justin Silva, d/b/a Michael's Signs. (Tax Key No. 622-0006-000)

Vape City Tobacco is seeking a signage variance, requesting additional signage beyond what the Chapter 19 Sign Code permits. Vape City Tobacco is seeking a waiver for the total square footage of signage and the total number of wall signs.

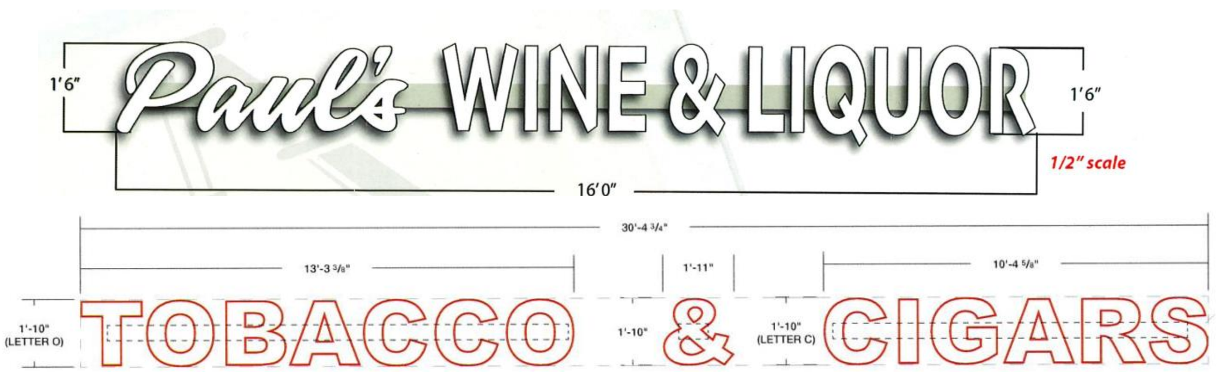
The code permits two (2) wall sings, or one (1) wall sign per street frontage, whichever is greater. Vape City Tobacco fronts two (2) streets, S. 27 St. and W. Holmes Ave., equating to two (2) permitted wall signs. Vape City Tobacco is requesting to be allowed to add a third wall sign to their existing two (2) wall signs. The Code permits square footage based on a tenant's lineal footage. For this particular space, the Code calculates 97.5 (1.5 x 65 ft) square feet of signage, Vape City Tobacco is requesting 118 square feet of signage, approximately 21 square feet more than what is permitted by Code.

The applicant, Re'ed Atshon, notes that, because the building was constructed with the intention of accommodating three (3) separate tenants, the façade restricts his ability to have cohesive signage. For this reason, the applicant finds that the additional signage will help increase his sales and exposure by more clearly identifying the kind of business they are.

Comparison to Neighboring Business (Paul's Wine & Liquor, 4955 S. 27 St.)

The application notes that the "proposed letter set will compliment the neighboring business' letters, Paul's Wine & Liquor which are white lexan faces". However, the compliment only applies to the coloration of the signs. The proposed "TOBACCO & CIGARS" sign has a different font, kerning (spacing between letters and symbols), and size (letter height) than the existing "Paul's WINE & LIQUOR" wall sign.

The Paul's WINE & LIQUOR wall sign is 1' 6" tall and 16' wide. (24 sq. ft.)
The TOBACCO & CIGARS wall sign is 1' 10" tall and 30' 4" wide. (55.6 sq. ft.)



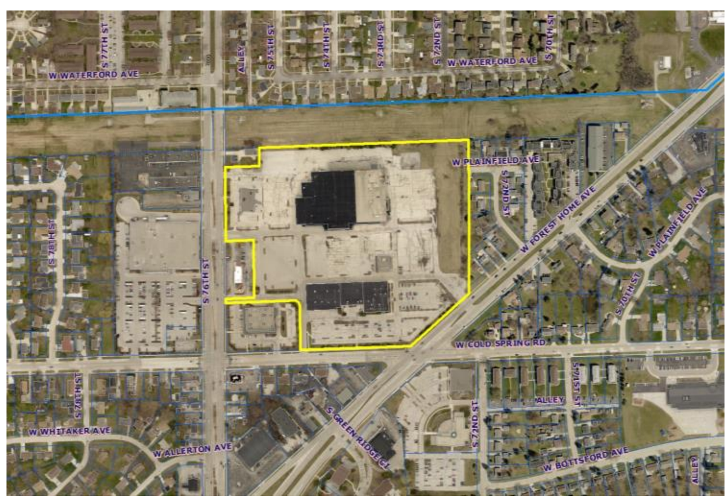
Staff recommends approval of the signage waiver for the additional wall sign but denial for the square footage of signage beyond what is permitted by code.

The current proposal results in unmatched signage between businesses that share a parking lot and similar architectural styles. Having a unified font used by both businesses would create a sense of coherence, visually contributing to a more professional, intentional, and aesthetically pleasing outcome. While staff recommends denial of waiver for square footage, as submitted, staff would recommend approval for square footage beyond what is permitted by code if the proposed “TOBACCO & CIGARS” sign was amended to match the existing “Paul’s WINE & LIQUOR” sign in size (height), font, and kerning.

If the square footage waiver was denied, Vape City Tobacco would still have 34.5 sq. ft. of signage permitted for their third wall sign. A sign of this size would be nearly 50% larger than the present “Paul’s WINE & LIQUOR” sign. In this scenario, Vape City Tobacco can maintain the proposed font and kerning and would only need to adjust the sizing.

Recommendation: Approval of the Signage Plan Appeal for the number of wall signs for Vape City Tobacco and Denial of the Signage Plan Appeal for square footage beyond what is permitted by code for Vape City Tobacco, located at 4969 S. 27 St., submitted by Ra’ed Atshon, d/b/a Vape City Tobacco and Justin Silva, d/b/a Michael’s Signs. (Tax Key No. 622-0006-000)

8. Conceptual Plan Review for a proposed new construction multi-family development to be located at the former Spring Mall property, 4200 S. 76 St., submitted by Phillip Aiello, d/b/a The Mandel Group. (Tax Key No. 571-8984-009)



Overview and Zoning

The City of Greenfield owns the 23.84-acre former Spring Mall site and in September, issued a Request for Proposal (RFP) seeking developers who would take over ownership and develop the property. The City received two (2) proposals, and in January, the Common Council selected The Mandel Group as the future developer of the site. A Real Estate Purchase and Sale Agreement has been executed. Closing is scheduled no later than November 2024. The Mandel Group (“Mandel”) has started their due diligence period, they are undertaking soil borings on the site among other activities to prepare for the future redevelopment.

Mandel, since inception in 1991, has closed over $2 billion in real estate transactions. Their offices are in Milwaukee and they have an excellent commercial and multi-family development reputation throughout the metro-Milwaukee area. For this particular project, Phil Aiello, President and COO, will be utilizing his 23-year commercial real estate career to bring the Spring Mall project to fruition.

The City rezoned the Spring Mall parcel to PUD #4 in November 2022 with particular standards and permitted uses listed to match the [at the time] proposed mixed-used development by Cobalt Partners. Mandel's proposal will meet those already-adopted standards.

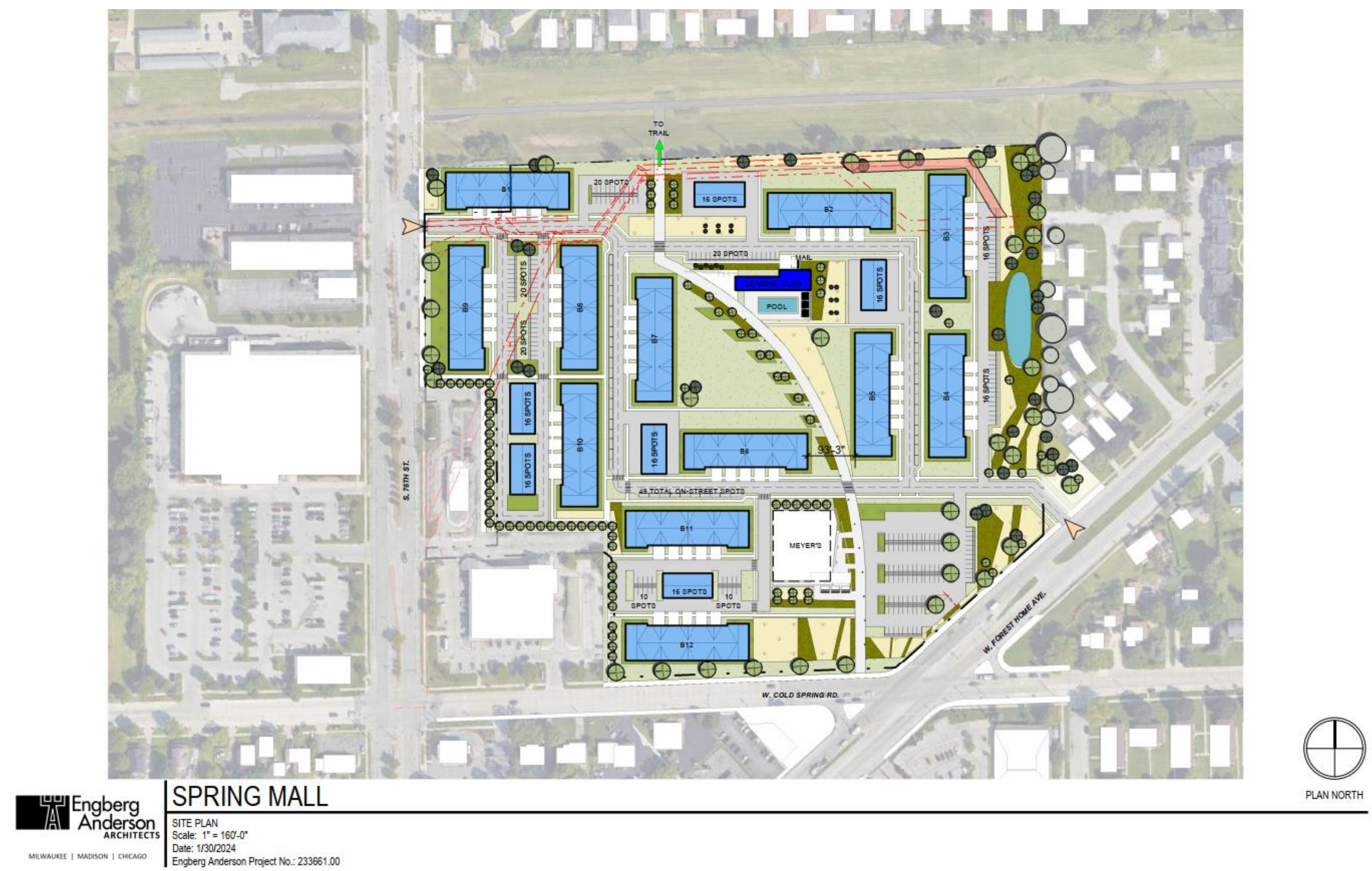
Mandel is proposing to keep the Meyer's Restaurant portion of the southern building and their eastern parking lot in place. The western portion of that building will be demolished, along with the former Pick 'n Save building on the north, and the utility building in the center of the site. The redevelopment of Spring Mall will create a walkable neighborhood that provides connectivity to the Powerline Trail, Meyers, Walgreens, City Hall, and Metro Market. The development will include approximately 288 luxury, market-rate apartments across 12 buildings. Each stacked flat building will include 24 direct-entry apartments on two (2) levels and 8-10 attached parking spaces. Several detached garage buildings will be constructed as well, in addition to some surface parking.

The amenities will be organized around a central green space and walking path that connects City Hall to the Powerline Trail. The apartments will be highly amenitized with on-site leasing offices, on-site maintenance team, clubroom, fitness center, pool, grilling areas, outdoor lounge area with fire pit, dog run, and car wash area.

The apartments will range from studios to 3-bedrooms with an approximate breakdown as follows:

Floor Plan	Size (SF)	Number
Studio	560	48
One bedroom	735 – 800	144
Two bedroom	1,175 – 1,375	72
Three bedroom	1,435 – 1,465	24
Total		**288**

The proposal is still fluid. The number of buildings/units could fluctuate a bit, building locations could be modified, but overall, the site plan represents Mandel's vision for the redevelopment of Spring Mall. Mandel is in works with organizing a neighborhood meeting with the neighborhood to the east. Final site, landscaping and architectural plans will be submitted in the spring for Plan Commission and Common Council review/approval.



Conceptual Site Plan

The proposal includes a natural buffer to the single-family neighborhood to the east. The heart of the community is a central green zone that links amenity and outdoor spaces from the north to south. The proposed site plan does not include public roads, all drives will be private. Stormwater will be managed through a retention pond on the east side of the property which will also serve as a buffer for the homes to the east. The distance from the closest apartment building to the property line is 145 ft. and the distance from the parking spaces to the property line is 90 ft.

There will be approximately 517 parking spaces on the property, broken down as follows:

Location	Number
Attached, enclosed	120
Outdoor, drive slabs	120
Detached, enclosed	96
Surface parking – residents	112
Surface parking – guests/prospective residents	69
Total	**517**

Conceptual Architectural Plans

The 2-story stacked flat apartment buildings will be constructed with a variety of materials that include fiber cement panel, Lux architectural products, Corten metal panels, splitface masonry veneer, and brick veneer.

LUX ARCHITECTURAL PRODUCTS

LUX ARCHITECTURAL PRODUCTS

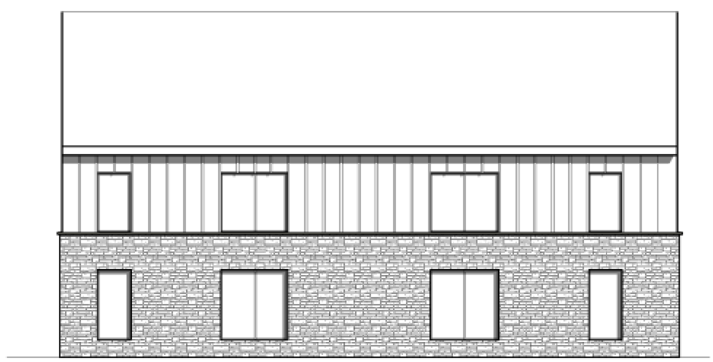
CORTEN METAL PANEL

FIBER CEMENT PANEL

BRICK VENEER

Long Elevation Garage Entries
SCALE: 1/16" = 1'-0"

Long Elevation Pedestrian Entries
SCALE: 1/16" = 1'-0"



Short Elevation
SCALE: 1/16" = 1'-0"

This is a conceptual plan, staff does not provide a recommendation at this time. The applicant anticipates submitting final plans for a future Plan Commission Meeting.

9. Signage Plan Appeal for Landmark Credit Union, located at 8300 W. Layton Ave., submitted by J'kayla Hodges, d/b/a Sign Effectz Inc. (Tax Key No. 605-0165-004)

Landmark Credit Union is seeking a signage variance, requesting additional signage beyond what the Chapter 19 Sign Code permits. Landmark Credit Union is seeking a waiver for a second changeable copy sign/electronic message center.

The code permits only one changeable copy sign or electronic message center on each lot or parcel of land. Currently, Landmark Credit Union already has an electronic message center within their monument sign. The proposal would add a second electronic message center sign to a wall near their drive-thru lanes.

Municipal Code §19.02 – Definitions.
<u>Electronic message center sign</u> means a type of changeable copy sign that utilizes computer-generated messages or some other electronic means of changing copy. These signs include displays using incandescent lamps, LEDs, LCDs, a flipper matrix or similar display.

Recommendation: Approval of the Signage Plan Appeal for the number of electronic message center signs for Landmark Credit Union, located at 8300 W. Layton Ave., submitted by J'kayla Hodges, d/b/a Sign Effectz Inc. (Tax Key No. 605-0165-004)

10. Ordinance to amend Section 21.06.0103 of the Municipal Code pertaining to stormwater management plan requirements.

The amendment to Section 21.06.0103 is being proposed by the City's Engineering Division. The ordinance amendment creates a uniform requirement that a developer will assume the cost of installing all required storm sewers, regardless of size. The amendment is consistent with Greenfield's longstanding policy that, generally, all new infrastructure required for a development is paid for by the developer.

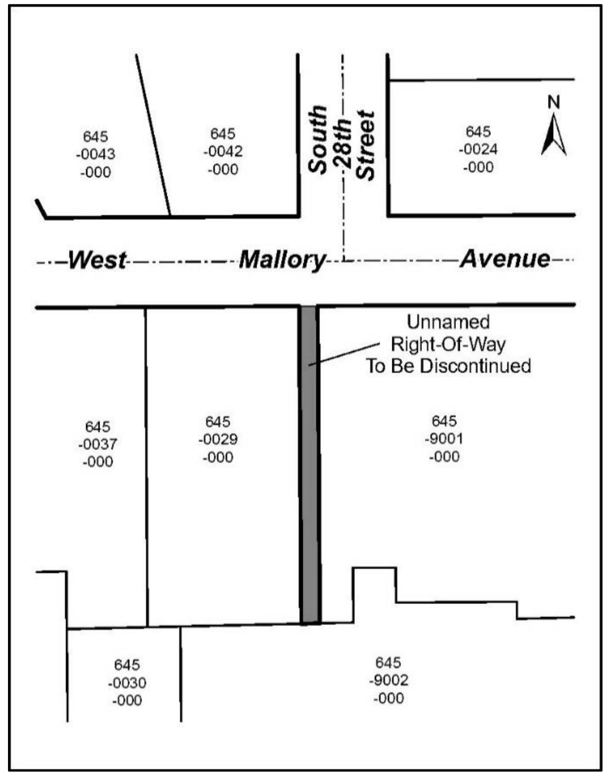
Currently, Subsection 21.06.0103 E of the Municipal Code only requires that developers assume the cost of installing all required storm sewers up to forty-eight (48) inches in diameter and that storm sewers larger than that size would be prorated in proportion to the ratio that the total area of the proposed development is to the total drainage area to be served by such a larger sewer. The proposed amended language eliminates size-based determinations of cost and simplifies this section of code. The proposed amended language is as follows:

E. *Storm sewers*. When required by the City, the developer shall assume the cost of installing all required storm sewers.

Staff recommends that the draft ordinance proceed with a public hearing, which is scheduled for February 20, 2024.

Recommendation: Recommend Common Council approval of the Ordinance to amend Section 21.06.0103 of the Municipal Code pertaining to stormwater management plan requirements.

11. Discontinuance of general right-of-way immediately east of 2801 W. Mallory Ave.



The City has a stretch of right-of-way (ROW) that was once slated for an extension of S. 28 St. south of W. Mallory Ave. The land was once part of the Tuckaway Manor Subdivision. The City is proceeding with vacating/discontinuing—it is considered excess land that the City does not need. When vacated, the land will go back to the property at 2801 W. Mallory Ave., the original holder of the land. A public hearing is scheduled for March 5, 2024.

Recommendation: Recommend Common Council approval of the Discontinuance of general right-of-way immediately east of 2801 W. Mallory Ave.

12. Community Development Manager Report

13. Adjournment.