



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

PLAN COMMISSION STAFF REPORT

Tuesday, April 14, 2026 – 6:00 p.m.

1. **Roll Call.**
2. **Approval of the Minutes from the March 10, 2026 meeting.**
3. **Discussion regarding last Common Council meeting.**
- 4A. **Special Use Permit for New Mercy Adult Day Service, a proposed service for the elderly and disabled, to be located at 4745 W. Forest Home Ave., submitted by Sherry Nolan, d/b/a New Mercy Adult Day Service. (Tax Key No. 531-1127-000)**
- 4B. **Site Review for New Mercy Adult Day Service, a proposed service for the elderly and disabled, to be located at 4745 W. Forest Home Ave., submitted by Sherry Nolan, d/b/a New Mercy Adult Day Service. (Tax Key No. 531-1127-000)**

Items 4A and 4B may be considered together or separately.

Overview & Zoning

The applicant, Sherry Nolan, d/b/a New Mercy Adult Day Service, is proposing to operate an adult day service in the existing commercial building located at 4745 W. Forest Home Ave. The applicant aims to provide a safe a supportive daytime environment for seniors and adults with disabilities. The service will offer activities, meals, and personal care. The applicant has 12 years of experience in the field.





The property is zoned C-2 Community Commercial District, which permits services for the elderly and disabled as a Special Use. Since this is a new use in this space, a public hearing and a new Special Use permit are required. A public hearing can be

scheduled as early as the May 19, 2026 Common Council meeting.

The proposed hours of operation are 7:00am to 6:30pm, daily. There will be three (3) full-time employees and three (3) part time employees. There will be approximately 10 to 15 clients in care per day. This number of clients has been approved by the State.

Site Review

A site plan was not submitted, but the site is still subject to review when the Plan Commission and Common Council consider a Special Use Permit.

Staff did not notice any issues during the site visit.

Signage, Lighting, HVAC/Utility Box Screening, Fencing, and Landscaping: No issues or proposed changes.

Engineering Comments: N/A

The proposed business requires 12 parking spaces (6 spaces, plus 1 per each FTE employee, plus 1 per each 10 adults in care). The property provides 6 spaces, but there is some street parking available in the area.

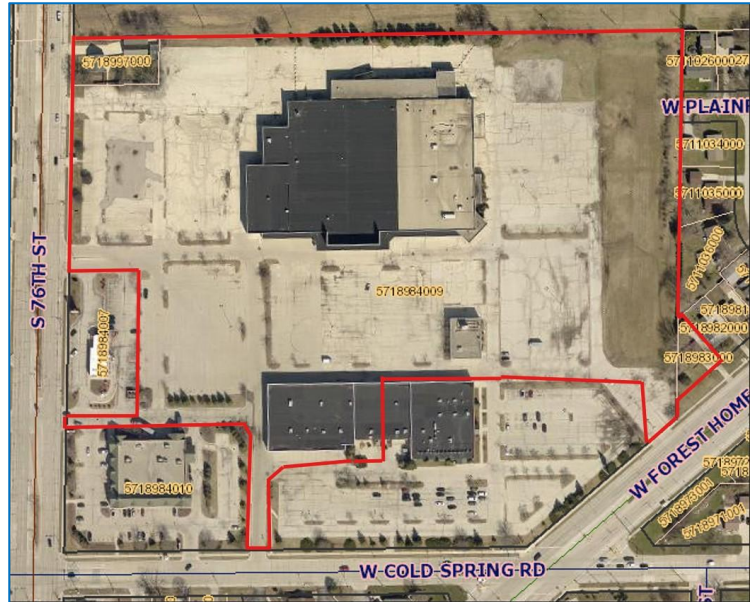
Staff recommends approval and that a public hearing be scheduled for this item during the May 19, 2026 Common Council meeting.

Recommendation: Recommend Common Council approval of the Special Use Permit and Site Review for New Mercy Adult Day Service, a proposed service for the elderly and disabled, to be located at 4745 W. Forest Home Ave., submitted by

Sherry Nolan, d/b/a New Mercy Adult Day Service. (Tax Key No. 531-1127-000), subject to Plan Commission and Staff comments.

5. Certified Survey Map to combine two formerly residential parcels with the Spring Mall development parcel, submitted by Sarah Hillenbrand, d/b/a Mandel Group, and Allen Schneider, d/b/a Chaput Land Surveys. (Tax Key No. 571-8983-000, 571-8984-009, and 571-8997-000)

The developer for the Cold Spring Crossing redevelopment project, Mandel Group, is applying for a Certified Survey Map to combine two previously residentially used parcels with the larger development parcel. The two parcels were rezoned on May 21, 2024. The property at 4110 S. 76th Street was rezoned from C-4 Regional Business District to Planned Unit Development District #4 and the property at 7154 W. Forest Home Ave. was rezoned from R-3 Single-Family Residential Conservation District to Planned Unit Development District #4. All three parcels that are proposed to be combined via CSM are zoned PUD #4 so that Mandel may proceed with the redevelopment of the site. Additionally, the CSM includes a WisDOT setback correction along W. Forest Home Ave.



The resultant parcel will be compliant with the applicable zoning regulations. The existing PUD agreement specifies in sections 5(a) and 5(b) that the western half of the existing building that includes Meyer’s Restaurant on Lot 1 must be razed as a condition of the PUD agreement.

Staff recommends approval and that this item be expedited to the April 21, 2026 Common Council meeting.

Recommendation: Recommend Common Council approval of the Certified Survey Map to combine two formerly residential parcels with the Spring Mall development parcel, submitted by Sarah Hillenbrand, d/b/a Mandel Group, and Allen Schneider, d/b/a Chaput Land Surveys. (Tax Key No. 571-8983-000, 571-8984-009, and 571-8997-000), 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 Maps.)

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.

6A. Special Use Permit for Milwaukee Moto Detail Co., a proposed motorcycle detailing company, to be located at 4230 W. Loomis Rd., submitted by Jose Maria Sarabia Ibarra, d/b/a Milwaukee Moto Detail Co. (Tax Key No. 600-9969-004)

6B. Site Review for Milwaukee Moto Detail Co., a proposed motorcycle detailing company, to be located at 4230 W. Loomis Rd., submitted by Jose Maria Sarabia Ibarra, d/b/a Milwaukee Moto Detail Co. (Tax Key No. 600-9969-004)

Items 6A and 6B may be considered together or separately.

Overview & Zoning

The applicant, Jose Maria Sarabia Ibarra, d/b/a Milwaukee Moto Detail Co., is proposing to operate a motorcycle detailing business in the existing 1,800 sq. ft. commercial tenant space located at 4230 W. Loomis Rd. The business will focus on cosmetic cleaning, paint correction, polishing, and protective coatings. It will not include mechanical repairs, engine or body work, painting or refinishing, or any outdoor vehicle storage. The anticipated customer traffic will be 2-4 motorcycles per day.



The property is zoned C-2 Community Commercial District, which permits detailing services businesses as a Special Use. Since this is a new use in this space, a public hearing and a new Special Use Permit are required. A public hearing can be scheduled as early as the May 19, 2026 Common Council meeting.

There will be one (1) full-time employee. The proposed hours of operation are 8:00am to 5:00pm Monday through Friday, and 8:00am to 3:00pm Saturday. The business operates on an appointment-only basis.

Site Review

A site plan was not submitted, but the site is still subject to review whenever the Plan Commission and Common Council consider a Special Use Permit.

Lighting, HVAC/Utility Box Screening, Fencing, Signage, Parking Area, and Landscaping:

During the site visit, Staff noticed that an exterior ground light in front of the building along S. 43rd St. appeared to be knocked askew and pointing toward the street. There is a trailer parked in the rear of the building, adjacent to the entrance of the tenant space the applicant proposes to occupy. According to the newly adopted commercial parking ordinance, trailers not associated with a business located on that parcel are prohibited. If the trailer is not associated with the new or an existing business, staff recommend that it be required to be removed from the property. If it is associated with a business, it must be relocated to a striped parking space on the property. The half-wall area in the rear of the building is in disrepair; there is a board

or two hanging off the top of the wall. Additionally, throughout the site there were trash and debris scattered around. Staff recommend that addressing these issues be conditions of approval for the Special Use Permit.

Engineering Comments: N/A



The proposed business requires 9 parking spaces (5 spaces per 1,000 sq. ft. of floor area). The entirety of the building requires 44 spaces. The property provides 10 spaces, but there is some street parking available in the area. Common Council may waive the shortage.

Staff recommend approval and that a public hearing for this item be scheduled for the May 19, 2026 Common Council meeting.

Recommendation: Recommend Common Council approval of the Special Use Permit and Site Review for Milwaukee Moto Detail Co., a proposed motorcycle detailing company, to be located at 4230 W. Loomis Rd., submitted by Jose Maria Sarabia Ibarra, d/b/a Milwaukee Moto Detail Co. (Tax Key No. 600-9969-004), subject to Plan Commission and Staff comments, and the following conditions:

(Item 1 is required to be satisfied prior to the issuance of a Certificate of Occupancy)

1. All trash around the site be properly disposed, the half wall is repaired, the trailer parked on site is moved or removed, and the exterior ground light along S. 43rd St. is repaired and repositioned.

7A. Special Use Permit for BodywoRx, a proposed personal wellness center, to be located at 4639 S. 108th St., submitted by Emily Brossette, d/b/a BodywoRx LLC. (Tax Key No. 609-0033-001)

7B. Site Review for BodywoRx, a proposed personal wellness center, to be located at 4639 S. 108th St., submitted by Emily Brossette, d/b/a BodywoRx LLC. (Tax Key No. 609-0033-001)

Items 7A and 7B may be considered together or separately.

Overview & Zoning

The applicant, Emily Brossette, d/b/a BodywoRx LLC, is proposing to operate a personal wellness center in the existing 1,100 sq. ft. tenant space located in the multi-tenant commercial building located at 4639 S. 108th St. The tenant space was previously occupied by Blessed Nutrition, a juice bar restaurant. The proposed business will provide sauna therapy, myofascial release therapy, colon hydrotherapy, and Pilates instruction services. The applicant anticipates 4 clients per day. The business has been in operation since 2011, most recently operating in Big Bend, WI.





This property is zoned C-4 Regional Business District, which permits personal wellness services as a Special Use. Since this is a new use in this space, a public hearing and a new Special Use Permit are required. A public hearing can be scheduled as early as the May 19, 2026 Common Council meeting.

There will be one (1) full-time employee. The proposed hours of operation were not provided.

The business operates on an appointment-only basis.

Site Review:

A site plan was not submitted with this application, but the site is still subject to review whenever the Plan Commission and Common Council consider a Special Use Permit. The site was most recently reviewed in August 2024 as part of the Special Use Permit application for Casa Drift.

Dumpster Enclosure, Signage, Lighting, HVAC/Utility Box Screening, Fencing, and Landscaping: No issues or proposed changes.

Driveway Area: The southern driveway entrance to this property is in a state of disrepair. The entrance has been noted in previous site reviews but has not yet been addressed. The Fire Marshall, Mike Wist, has stated that he will work with the property owner to address the condition of the approach.



Engineering Comments: N/A

The proposed business requires 6 parking spaces (5 spaces per 1,000 sq. ft. of floor area). The entirety of the building requires 70 spaces. The property provides 67 spaces. Common Council may waive the shortage.

Staff recommend approval and that a public hearing for this item be scheduled for the May 19, 2026 Common Council meeting.

Recommendation: Recommend Common Council approval of the Special Use Permit and Site Review for BodywoRx, a proposed personal wellness center, to be located at 4639 S. 108th St., submitted by Emily Brossette, d/b/a BodywoRx LLC. (Tax Key No. 609-0033-001), subject to Plan Commission and Staff comments, and the following conditions:

(Item 1 is required to be satisfied by August 31, 2026).

1. Repair of the southern driveway entrance to the property by August 31, 2026.

8A. Special Use Permit for Poignant Dandelion Massage, a proposed massage parlor, to be located at 5005 W. Loomis Rd., Suite 101, submitted by Justin Czysz, d/b/a Poignant Dandelion Massage LLC. (Tax Key No. 647-9977-002)

8B. Site Review for Poignant Dandelion Massage, a proposed massage parlor, to be located at 5005 W. Loomis Rd., Suite 101, submitted by Justin Czysz, d/b/a Poignant Dandelion Massage LLC. (Tax Key No. 647-9977-002)

Items 8A and 8B may be considered together or separately.

The applicant, Justin Czysz, d/b/a Poignant Dandelion Massage LLC, is proposing to operate a massage therapy business in the existing 500 sq. ft. tenant space located at 5005 W. Loomis Rd., Suite 101.

The business will offer deep tissue and Swedish massage services, along with lymphatic drainage massage services.





The property is zoned C-1 Neighborhood Business District, which permits massage parlors as a Special Use. Since this is a new use in this space, a public hearing and a new Special Use Permit are required. A public hearing can be scheduled as early as the May 19, 2026 Common Council meeting.

There will be two (2) full-time employees. The proposed hours of operation are 9:00am to 8:00pm, daily.

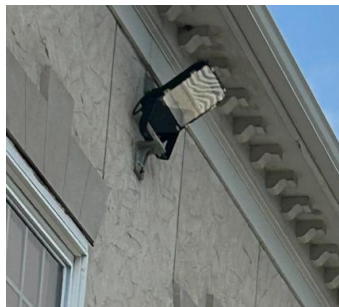
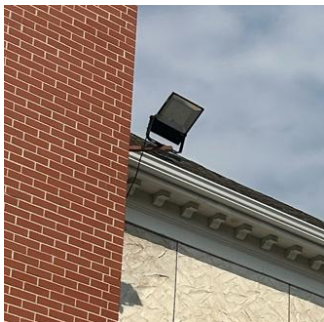
Site Review:

A site plan was not submitted with this application, but the site is still subject to review whenever the Plan Commission and Common Council consider a Special Use Permit.

Dumpster Enclosure, Signage, Lighting, HVAC/Utility Box Screening, Landscaping, Fencing:

During the site visit, Staff noticed that a few of the lights on the exterior of the building were not parallel to the ground and instead pointed out from the building. Municipal Code §21.06.0401 requires that all commercial exterior lighting be fully pointed toward the ground, to prevent light trespassing to other properties. Staff recommend that this item being addressed be included as a condition of approval. Staff have spoken with the property owner and they intend to address the issue.

Engineering Comments: N/A



The proposed business requires 3 parking spaces (5 spaces per 1,000 sq. ft. of floor area). The entirety of the building requires 53 spaces. The property provides 54 spaces.

Staff recommend approval and that a public hearing be scheduled for the May 19, 2026 Common Council meeting.

Recommendation: Recommend Common Council approval of the Special Use Permit and Site Review for Poignant Dandelion Massage, a proposed massage parlor, to be located at 5005 W. Loomis Rd., Suite 101, submitted by Justin Czysz, d/b/a Poignant Dandelion Massage LLC. (Tax Key No. 647-9977-002), subject to the Plan Commission and Staff comments, and the following conditions:

(Item 1 is required to be satisfied prior to an occupancy permit being issued).

1. All exterior lighting not currently in compliance with §21.06.0401 of the Municipal Code are removed or brought into compliance.

9. Site, Landscaping, and Architectural Plan Review for Elizabeth Residences, a proposed assisted living facility, to be located at 9605 W. Cold Spring Rd., submitted by John and Richard Coury, d/b/a Jonrich LLC. (Tax Key No. 607-9981-004)

Overview and Zoning

This 20-acre vacant site is zoned Planned Unit Development, which was approved by the Plan Commission on August 10, 2010 and the Common Council on December 7, 2010, with intentions to develop a senior housing complex. The developers, Elizabeth Residence, Inc., are ready to begin construction of Phase I with a one-story 60-unit Community Based Residential Facility (CBRF).



Versions of this proposal have appeared before Plan Commission previously.

In accordance with DHS §83.04 (2) (f), Elizabeth Residence, operating as a Class C non-ambulatory (CNA) CBRF, may serve residents who are ambulatory, semi-ambulatory or non-ambulatory, one or more of whom are not physically or mentally capable of responding to an electronic fire alarm and exiting the facility without help or verbal or physical prompting. The facility will be staffed 24 hours a day, 365 days a year with staffing levels designed to support resident needs throughout the day and night. The community will serve residents requiring assisted living, memory care, and enhanced assisted living services.



The provided development timeline identifies construction to begin in May 2026 with an estimated construction timeline of approximately nine (9) months.

Site Plan

The development includes a one-story building on the north portion of the site, set back 35 feet from W. Cold Spring Rd. The building is 20,580 sq. ft. in area

and is designed as two wings (each with 30 units) with the common areas (dining rooms, office, great room, patio, activity room, and living rooms) situated in the middle. The building entrances and guest/employee parking areas are on the south side of the building, not visible from W. Cold Spring Rd.

	Zoning Code PUD Standards	Elizabeth Residences Proposal
Minimum Open Space Ratio	0.40	0.78
Maximum Gross Density	25 units/acre	14.67 units/acre
Maximum Net Density	30 units/acre	21.17 units/acre
Minimum Lot Area (acres)	5	19.98
Setbacks	25 ft.	35 ft. front & 25 ft sides
Minimum Dwelling Unit Size for One-Bedroom Units	800 sq. ft.	N/A as these are not true “one-bedroom” units.

Unlike previous proposals, the developer is not presenting a Phase 2 development as part of the current agenda item. The following excerpt, which describes the Phase 2 development, is from 2018 when the project appeared before Plan Commission. This section has been included as it discusses stormwater management in response to both phases of development.

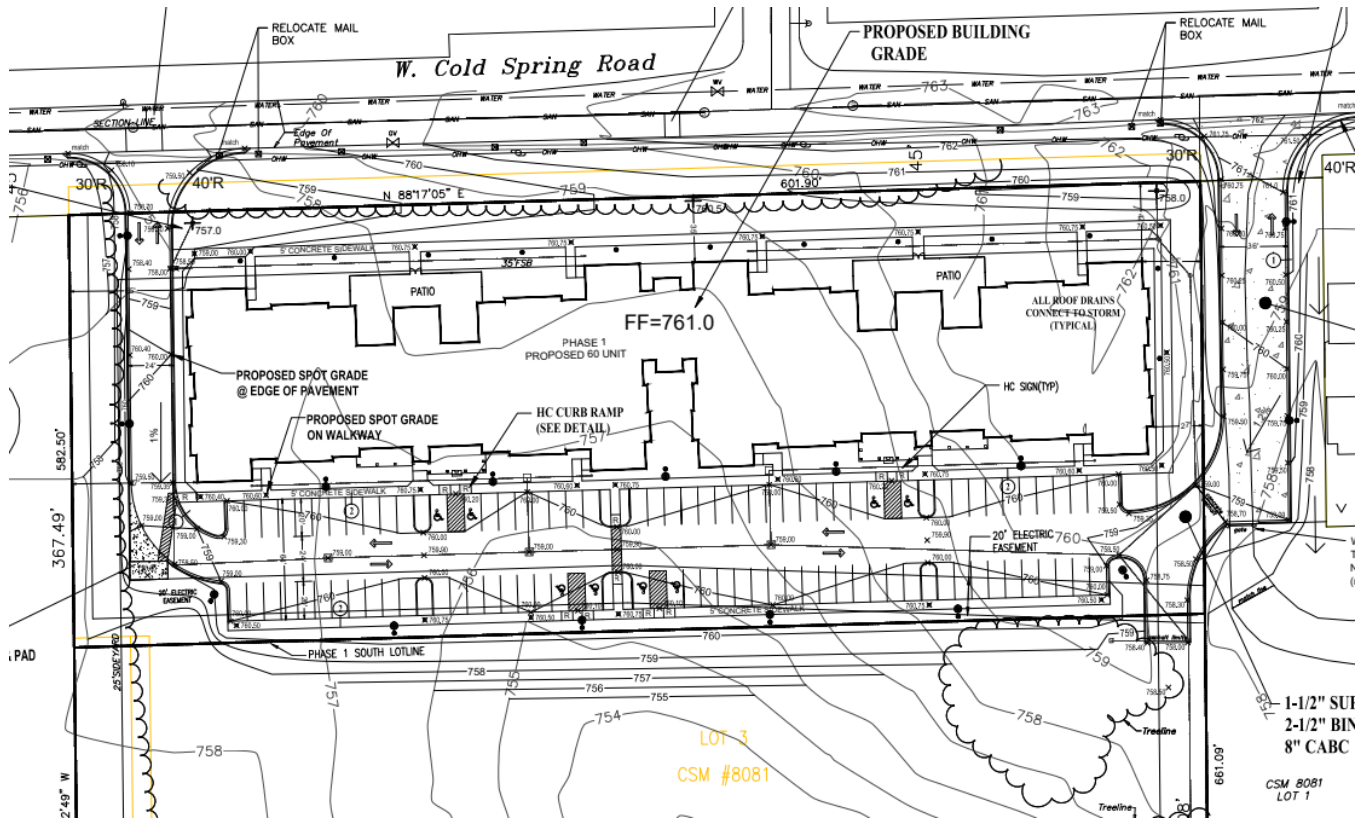
The developer intends to build a Phase 2 development, which would include a multi-story 233-unit Residential Care Apartment Complex (RCAC) facility. This would be more of an independent living building with 25 studio units, 172 one-bedroom units and 36 two-bedroom units. The building would include underground parking for approximately 169 vehicles. Phase 2 would not be developed for a few years and would come before the Plan Commission and Common Council for site, landscaping and architectural review at that time.

The developer has designed the stormwater retention pond, water meter pits, and all utilities with Phase 2 in mind. The Engineering Department has had many pre-submittal meetings with the architect and civil engineer to allow for initial review of these plans.

Site access from W. Cold Spring Rd. comes from the far east and west sides of the property. The east entrance is actually off of land owned by We Energies—their access road to their substation. The developer has an access easement agreement with We Energies for the east entrance, which does need to be amended slightly to allow added room for part of the drive around the site. The easement must also allow for Elizabeth Residences to widen the drive to accommodate the CBRF development. The applicant is aware that a final easement agreement shall be submitted to the Engineering Department for review and approval.

The mailboxes for the single-family residential homes on the north side of W. Cold Spring Rd. are located on the north side of the subject property. It will be up to the developer to coordinate with USPS on whether it is preferred to keep those mailboxes on the south side of the street or to have them be relocated.

With the CBRF utilizing We Energies' access drive to the east, the development will abut a single-family residence to the east. The house and garage are extremely close to We Energies' property line and the east driveway entrance. Staff recommends that a six-foot high solid fence and landscaping, to be recommended by the City Forester, be added to the site plan, east of the drive, to ensure a proper buffer to the residential home.

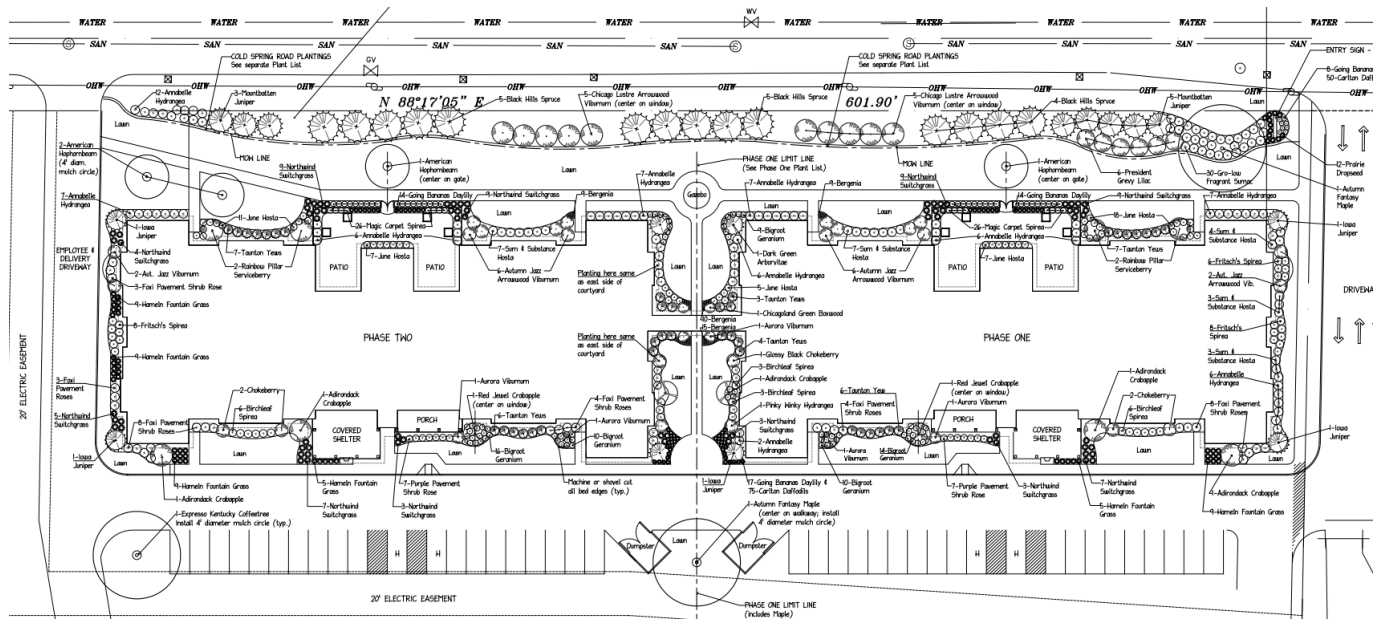


Landscape Plan

The plan is being reviewed by the City Forester. The landscape plan provided is the exact same plan that had previously been submitted in 2018. As such, the same comments still apply as no changes have been made since the last submittal.

Staff recommends landscaping along the We Energies east property line abutting the residential parcel, and installation of city trees in the right-of-way along W. Cold Spring Rd.

Importantly, the property currently has many large oak trees throughout the site, particularly along the western property line. The plan does not indicate the preservation of any of these trees or any other specimen tree. Staff recommends that preservation of specimen trees be prioritized as part of the approval and that no removal of any existing tree be permitted without the approval of a landscape plan by the City Forester. Furthermore, Staff recommends that the developer work with the City Forester to create a plan that protects these specimen trees throughout the construction process to limit soil compaction that may inadvertently harm the trees.



Once cut down, there is no capacity to meaningfully replace the trees currently found on the site due to their age, making intentional preservation vital from the start of the project. Given the opportunity to revisit the project, Staff recommends that preservation be prioritized.

All comments and recommended changes from the City Forester will be communicated to the applicant.

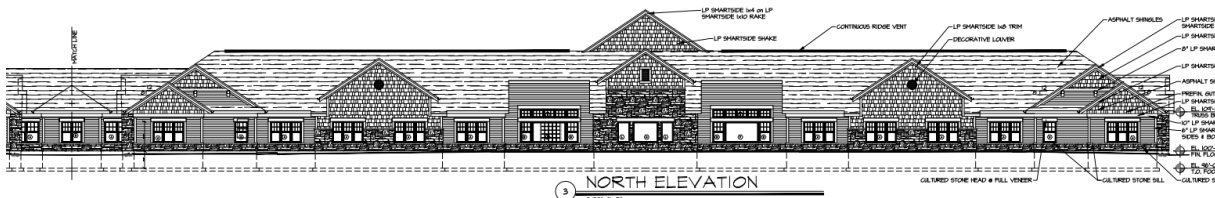
Architectural Plan

Much like the landscaping plans, the architectural plans have also remained largely unchanged. Architecturally, the one-story building offers varying roof lines and bump-outs, providing aesthetic diversity. Building materials include a variety of the following: stone veneer on the base of the entire building; concrete sills on top of the stone veneer; LP Smartside horizontal siding and trim; LP Smartside shake siding; and asphalt shingles. Windows in areas of vertical siding include trim edging. Windows in areas of shake siding or stone veneer include a concrete head and full veneer. Decorative louvers are located in some gabled peaks to break up the siding façade.

During the 2018 appearance before Plan Commission, Staff made the following recommendations:

Staff recommends the stone veneer be added to the two entrances on the south façade, under the porches for a higher-quality look as people enter the

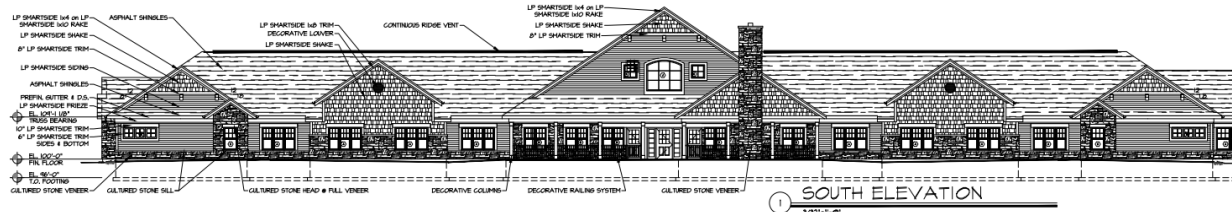
building. Staff also recommends stone veneer be added to the four (4) flat-roofed façade components and the very centered bump-out on the north façade facing W. Cold Spring Rd.



3 NORTH ELEVATION



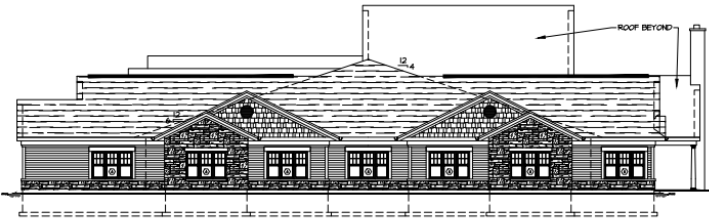
3 OVERALL NORTH ELEVATION



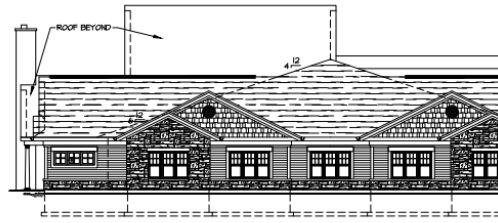
1 SOUTH ELEVATION



1 OVERALL SOUTH ELEVATION



2 WEST ELEVATION



4 EAST ELEVATION



Photometric Plan

No photometric plan was provided as part of the current proposal. The following excerpt is from the 2018 appearance before Plan Commission.

The developer has supplied a photometric lighting plan, showing that light splay will not go beyond the property lines. Fifteen (15) 13- ft. black LED light poles with 6” arms will be located on the property, facing straight down, and 10 3.5-foot LED bollards will be located within the site.

Staff recommend approval and that the item be scheduled for the April 21, 2026 Common Council meeting.

Recommendation: Recommend Common Council approval of the Site, Landscaping, and Architectural Plan Review for Elizabeth Residences, a proposed assisted living facility, to be located at 9605 W. Cold Spring Rd., submitted by John and Richard Coury, d/b/a Jonrich LLC. (Tax Key No. 607-9981-004), subject to Plan Commission and Staff comments, and the following conditions:

(Items 1 through 11 are required to be satisfied prior to the issuance of permits associated with the proposed work. Contractors applying for permits should be advised accordingly.)

1. Revised Architectural plans being submitted to the Community Development Division showing the addition of stone veneer to the two entrances on the southern facade, under the porches, and to the two facade bump-out components and the very centered bump-out on the northern facade.
2. Completion of City Engineering Division civil plan review process.
3. Revised Landscaping plan being submitted to the Community Development Division for approval by the City Forester. The revised plan shall include identification of the existing specimen trees identified for preservation and provide protection plans for those trees during the construction process.

4. An estimated cost of landscaping and screening be submitted to the Community Development Division and a letter of credit, or other form of security, in the amount of 100% of the estimated cost of landscaping and screening. The letter of credit, or other form of security, may be returned following the installation of landscaping and screening, per the approved landscaping plan.
 5. Permit applications renewed and approved from the Wisconsin DNR for wetland fill permits.
 6. Approvals from the WDNR, MMSD for sanitary permits, WDNR/ Milwaukee Water Works for water permits, and WDNR/ MMSD for stormwater permits.
 7. An executed Planned Unit Development (PUD) Agreement signed by the applicant and the City. Said PUD Agreement will require certain security and cash payments/ deposits from the applicant and will be defined in the Agreement, once drafted by the City.
 8. Payment of the City's impact fee of \$1,806 per new dwelling unit (to be taken in with the PUD Agreement).
 9. The City accepts the road reservation along W. Cold Spring Rd., to ensure consistent Right-of-Way width along the road.
 10. Engineering Division, DSPS, E-Plan, and/or MMSD review of the sanitary plans, storm and sewer mains, W & R, and exterior plumbing plans.
 11. The execution of a Stormwater Management Maintenance Agreement (SWMMA) with the Engineering Division and the developer.
- 10. Community Development Report.**
- 11. Adjournment.**