

DPD Owner's Written Narrative

Exhibit A
File No. 220878
Detailed Planned Development known as Wisconsin DOC Juvenile Correctional Facility
7930 W Clinton Ave, Milwaukee, WI 53223
November 11, 2022

Project Summary

Overview & Background

The State of Wisconsin is seeking approval of a Detailed Plan Development (DPD) for the redevelopment of a lot located at Clinton Ave West, near the intersection of Good Hope Road and North 76th Street. The site is currently zoned as IL1 – Light Industrial, and the State is proposing to re-zone it to a DPD for use as a Juvenile Correctional Facility. The lot currently encompasses two parcels that will be combined as part of the redevelopment. The two parcels are already under a single address and tax ID, but need to be combined for platting purposes. All existing buildings, paving and other features will be demolished in preparation for construction of the facility, except for the overhead electric power transmission and distribution lines running along the east and west edges of the lot.

The proposed project is part of the statewide plan approved by the legislature to build state-of-the-art, smaller regional facilities to replace the existing Lincoln Hills School/Copper Lake School (“Lincoln Hills”) in Irma, WI. Aligning with evidence-based research, the new facility is to be located close to a major population center and to the communities where their families are located so that youth can have better access to family visitation and other community supports during their stay. Locating the new facility in an urban environment will increase opportunities for more culturally relevant programming and increase diversity among staff. The new location will facilitate the hiring of youth counselors, behavioral health professionals, teachers, and other trained staff from the surrounding community. Most of the DOC’s youth population come from the southeast area of state, with over half from Milwaukee County. The new location’s operations and programming will not be based on the traditional punitive correctional model, but instead operate as a secure, evidence-based treatment facility. The facility will house only male youth.

The project consists of a single-story building with a mechanical penthouse above, and includes 32 bedrooms and spaces for education, career/vocational instruction, treatment programming, indoor recreation, visitation, health services and food service. Site elements will include secure outdoor recreation spaces, a perimeter patrol and emergency vehicle access road around the recreation yards and adjacent sides of the building, a surface parking lot with approximately 100 stalls, a truck staging area adjacent to doors on the building for deliveries and youth transport vehicles, bicycle parking and a pedestrian walkway to the street.

Design Aesthetics

The overall design is based on a community- and evidence-based therapeutic approach to youth corrections. The design is intended to communicate the aesthetic of an educational environment rather than a correctional institution. This design philosophy applies to both the interior and exterior of the facility, incorporating light, color, and natural-looking materials.

DPD Owner's Written Narrative

The use of secure fencing and other features that could give the facility the appearance of a correctional institution is minimized by strategically organizing the public, service, and secure areas of the facility, and using the building to form as much of the secure perimeter as possible, eliminating the need to provide a secure fence around the entire facility.

The main exterior material on the building will be brick, with accents of phenolic resin panels having a faux wood facing, as well as metal panels. Windows will be pre-finished aluminum with tinted glass and a security film applied to the interior surface. As part of the therapeutic design approach, windows in secure areas will be designed to prevent escape maximize safety and security without the use of security bars, either through the use of narrow "slit" windows or security glass designed specifically for correctional facilities.

Landscaped outdoor yards will be provided to allow youth to participate in a variety of social and recreational activities. The yards will be located opposite the public side of the facility to promote sight and sound separation to support both safety of the facility and privacy of the youth. Security of the yards will be provided by a continuous perimeter wall designed to be compliment the appearance of the building, incorporating a series of intermittent narrow openings to provide limited views to the outside without compromising privacy. The wall will be tall enough to prevent climbing, and the openings will be protected with a dense security mesh designed to prevent climbing and to restrict passage of items from outside the facility.

In addition to the perimeter wall, a six-foot high decorative steel picket fence, located along the property line, will surround the secure portion of the facility to deter unauthorized access to the site.

Trees and landscaping that meet or exceed the requirements of the city ordinance will be provided to promote a green infrastructure and soften the appearance of the facility. Trees and other vegetation will be provided to the greatest extent possible working within the constraints of the site, which require that the height of plantings be limited within overhead electrical power line easements on the east and west edges of the property to ensure proper overhead clearances, and at areas immediately adjacent to the building and recreation yard perimeter wall to maintain clear sight lines and prevent roof access to support overall safety and security of the facility.

Noise-generating equipment serving the building will generally be located within the mechanical penthouse, with the exception of a standby generator located on-grade next to the building.

Site Access and Traffic Impact

Due to the location of the site and the arrangement of the adjacent properties, it is only possible to have one access point to the site, which will be off the cul-de-sac at Clinton Avenue.

The facility operates 24 hours per day, 7 days per week. All traffic in and out of the facility is monitored and controlled. Access to the secure area of the building will be controlled inside at the public lobby, and access to the secure part of the site via the perimeter road will be controlled using motorized gates operated from within the building at a location that's staffed 24/7 to provide access for emergency and maintenance vehicles as needed. Intercoms will be provided at the gates to provide communication with

staff in the building. All areas of the site, including the secure perimeter, perimeter road, loading dock and building service area, and parking lot will be monitored using an array of state-of-the-art digital CCTV cameras.

Most of the vehicular traffic to and from the site will occur during shift change by staff and is expected to happen twice a day. All people coming in and out of the facility are required to undergo security checks.

Traffic for other purposes will be less frequent:

- The facility will have pre-approved established times for families to visit youth in the facility. Family visitation will occur on a regular schedule (for example, bi-weekly), and will be broken up into separate times for different groups of youth, based on the capacity of the visitation space. All visitors are required to go through a security check, are vetted, and pre-approved by staff prior to coming to the facility. People will not be allowed to loiter in the parking area, and the parking area is actively monitored as part of overall operations.
- Youth will be securely transported to and from the facility only upon admission, discharge, or off-site medical appointments. Admissions and discharges are only expected to happen a few times per month, since youth will typically stay at the facility for several months. Youth transport to the facility will typically occur via law enforcement or DOC transport vehicles. With pre-approval by the facility, families will typically pick up youth upon discharge, or they will be transported securely to another location (e.g., family, residential living) upon discharge. Youth will never go in or out of the facility on their own and are never allowed to be wandering through the surrounding neighborhood.
- Several daily visits are anticipated by others such as volunteers (e.g., religious services), DOC staff from outside the facility and lawyers representing the youth. All visitors are scheduled and pre-approved by the facility.
- Delivery vehicles, including food service, typical goods and services, and trash and recycling removal, will be required to support building operations. These deliveries are assumed to be infrequent, averaging approximately one or two deliveries daily. Deliveries will occur at a secured area separate from the visitation area. All deliveries are scheduled in advance and are required to undergo a security check.

Easements

Several easements are present on the property that place significant restrictions on use of the site, most notably:

- The 110 ft wide overhead transmission line easement along the west edge of the property:
 - No structures or equipment of any kind can be constructed.
 - Materials cannot be stored.
 - Trees cannot be planted as noted above. Lower plantings, including tall shrubs, are permitted in the easement, but are subject to removal by the transmission line company if needed for access to their equipment.
 - The applicant has discussed the easement requirements with the transmission line company, American Transmission Company (ATC), and has submitted an Encroachment Request for a formal review.

DPD Owner’s Written Narrative

- The same restrictions also apply to the 10 ft wide overhead transmission line easement along the east edge of the property, which is owned by We Energies. The applicant will also discuss potential submission requirements for this easement with We Energies.
- There is an easement for buried electric and telephone lines to two of the existing buildings on the property. These lines will be removed during demolition. The applicant will discuss vacation of these easements with the affected utilities.

District Standards (s. 295-907):

Uses:	Juvenile Correctional Facility
Design standards:	295-401 – 407, 419 & 421; and 295-907
Density (sq. ft. of lot area/dwelling unit):	Not Applicable
Space between structures:	Not applicable, only one structure is included.
Setbacks (approximately):	<i>North:</i> 60 – 70 ft <i>South:</i> Not applicable due to triangular shape of lot. <i>East (Clinton Ave):</i> 31 ft <i>West:</i> 70 ft
Screening:	Shrubs where parking faces adjacent lot to east
Open space:	<i>North:</i> Secure recreation yards surrounded by a secure perimeter wall, a perimeter patrol and emergency vehicle access road, and a nuisance fence along the property line. <i>South:</i> Parking lot, stormwater management features and accompanying landscaping. <i>East:</i> Perimeter patrol and emergency vehicle access road, and grass-seeded open areas. <i>West:</i> Paved receiving and transport vehicle staging areas. Areas of the site not covered by paving, landscape planting or mulched areas, the building or other specific features will be seeded with grass.
Circulation, parking, and loading:	<i>Pedestrian access:</i> Sidewalk from cul-de-sac at Clinton Ave to entrances on the south side of the building. <i>Automobile access and parking:</i> A 103-stall surface parking lot is located adjacent to building on the south side. It will be accessed by a single curb cut off of Clinton Avenue. <i>Bicycle parking:</i> Bike rack provided near the main building entrance. <i>Loading:</i> Several receiving doors and a large paved area for truck movement are provided on the west side of the building.
Landscaping:	Proposed Landscaping: See attached site plan. Landscaped areas will be located on the south side of the building adjacent to the parking lot, near the building entrance, in the parking lot islands and at the monument sign near the entrance off of Clinton Avenue. All required vegetation shall be of a quality consistent with the standards of the American association of nurserymen (ANSI 260.1).

DPD Owner’s Written Narrative

	<p>All required vegetation shall be maintained on an ongoing basis, including seasonal tree and plant replacement.</p> <p>The existing site or interim condition must be maintained in an orderly fashion consistent with the zoning standards of the site prior to rezoning to DPD, including all existing turf and landscaping, until such time that the subject DPD is constructed. All landscaping and required site features shall be installed within a maximum of 30 days total of the City issuing a Certificate of Occupancy (excluding time between December 1 and March 1) for the subject DPD.</p>
Lighting:	<p>Exterior LED lighting will be mounted on the building to provide security lighting around the entire building. Additional pole mounted lights not exceeding 25 feet in height will be provided in the parking lot area, vehicular drive areas and at outdoor recreation areas. Outdoor lighting shall utilize full cutoff type luminaires.</p>
Utilities:	<p><i>Water:</i> The building will connect to the municipal water system for domestic water and the fire sprinkler system, and a water loop will be provided to fire hydrants around the site as required.</p> <p><i>Sanitary:</i> The building will also connect to the municipal sanitary system. Grease will be collected in an exterior grease interceptor.</p> <p><i>Stormwater:</i> Will be collected in bioretention basins to remove total suspended solids. It is assumed that soils will not be conducive to infiltration, so bioretention basins will discharge into underdrain piping connecting to the public storm sewer network. Underground retention will be provided if required.</p> <p><i>Power:</i> Underground electrical primary power to a utility owned transformer will be sourced from an existing public utility distribution system located near the property.</p> <p><i>Other:</i> Gas, phone and internet service will be required to the building.</p>
Signs (type, square footage, quantity, and placement):	<p><i>Freestanding signs:</i> Monument sign at main entrance to site from Clinton Ave (120 sf max), illuminated with ground lighting. Sign face will be Type A with individual letters and logos.</p> <p><i>Building wall signs:</i> Plaque near main entrance (75 sf max), illuminated with ground lighting.</p> <p><i>Temporary signs:</i> None</p> <p><i>Other signs:</i> Wayfinding signage within the site.</p>

Site Statistics:

Gross land area:	286,992 SF
Maximum amount of land covered by principal buildings (approx.):	Sq. ft.: 72,000 sf % of site: 25%

DPD Owner’s Written Narrative

Maximum amount of land devoted to parking, drives and parking structures (approx.):	Sq. ft.: 100,000 sf % of site: 35%
Minimum amount of land devoted to landscaped open space (approx.):	Sq. ft.: 114,992 sf % of site: 40%
Max proposed dwelling unit density (lot area per dwelling unit):	Not Applicable
Proposed number of buildings:	One
Max dwelling units:	Not Applicable
Bedrooms per unit:	32 beds currently planned, up to 40 beds
Parking spaces provided (approx):	<i>Automobile spaces:</i> 103 surface parking spaces Ratio per residential unit: N/A Spaces per 1000 sq ft for non-residential uses: 1.44 (based on minimum of 100 spaces) <i>Bicycle spaces:</i> 12 provided. None are required for a correctional facility, but spaces have been provided to comply with the minimum requirements for a General Office use as follows: - 2 long-term spaces for 11,620 sf of office areas - 3 short-term spaces for 66,300 sf gross floor area of building without mechanical penthouse Note: Number, placement, and type of bicycle parking shall follow the provisions of the zoning code (s. 295-404).

Time Limit on Zoning:

Per s. 295-907-2-c-11, the DPD zoning designation shall be null and void within 5 years from the effective date of the ordinance amending the zoning map to create the DPD, and the zoning of the property shall be changed to a General Planned Development at that time unless the criteria identified in 295-907-c-11-a and –b are met. The time period specified pursuant to subd. 11 may be extended only by an ordinance amending the DPD, pursuant to s. 295-307.