

Department of Public Works

Detailed Planned Development Review Comments

For Phase 1 of a residential development containing a proposed total of 1,125 senior living and multi-family dwelling units on the 53-acre parcel at 9050 North Swan Road. ...

March 11, 2025

The property owner is requesting a change of zoning to Detailed Planned Development (DPD) for the former YMCA property at 9050 North Swan Road in order to allow construction of 1,125 dwelling units, which will be a mix of 1-bedroom senior apartment, 2-bedroom flats, and 3-bedroom flats. The development will be constructed in phases, with phase 1 containing 100 senior living dwelling units and 112 multi-family dwelling units for a total of 212 dwelling units.

The preliminary building plans show that each of the new buildings will have an interior trash rooms. The entire development will provide 444 bicycle parking spaces, 300 long-term and 144 short-term spaces. Phase 1 of the development will provide 116 bicycle parking spaces, 60 long-term and 56 short-term spaces.

Traffic Engineering:

- Relocating the main access point onto Fairy Chasm instead of at the intersection of Allyn & Swan adds unnecessary travel time for residents (since mostly everyone will be traveling to or from West Brown Deer Road). While obviously this will have an impact on traffic operations at Allyn & Swan, this will also have an impact on traffic operations at Fairy Chasm & Swan. An updated Traffic Impact Analysis addressing the relocation of the development access will be required.
- The proposed emergency/utility vehicular entrance off of North Swan Road appears to be offset to the south from the intersection at West Allyn Street. This vehicular entrance must be aligned/centered with West Allyn Street.
- DPW Traffic Engineering requests that the developer maintains the existing east-west pedestrian crossing on the south leg of the intersection of North Swan Road and West Allyn Street.
- The proposed 36' roadways are very wide for local non-collector roadways, they should consider narrower widths for speed management or frequent traffic calming elements such as speed humps, raised crosswalks/intersections, curb extensions, etc.
- Any pavement markings within the development will be the responsibility of the developer or development as the roadways will be private. Please note that the City of Milwaukee does not mark individual parking spaces on streets.

- The proposed sidewalk along the west side of the property (east side of Swan Rd.) should be extended the last 440 feet to connect the bus stops and sidewalk at Brown Deer and 91st to discourage mid-block crossings through ditches or walking in the roadway that is very narrow. This may require utility coordination, grading, or retaining walls as needed.
- Even though the streets within the development will be privately owned, the streets will be open to public travel, therefore, the developer must install all traffic signage in conformance with part 2 of the 2023 MUTCD including stop signs, speed limit signs, and private street name signs. This includes location, mounting height, size, color, and retro reflectivity requirements.
- The developer should also follow part 3 of the MUTCD for pavement markings including color and type including crosswalks
- The developer should also follow part 9 of the MUTCD for any bicycle signage or markings that may be installed along the multiuse paths within the development
- The traffic signal at North Swan Road and West Brown Deer Road is not a City of Milwaukee facility. The applicant must submit the TIA to WISDOT for review and approval to the following:

WISDOT – Waukesha Office
 141 NW Barstow Street
 Waukesha, WI 53187
 (262) 548-5902
 FAX (262) 548-5662
 ser.dtsd@dot.wi.gov

- As all traffic for the development will now ingress and egress onto West Fairy Chasm Drive, DPW Traffic Engineering requests that the developer have its traffic engineer perform a warrant analysis for the following scenarios:
 - A warrant analysis to verify if traffic signals are warranted at the intersection of North Swan Road and West Fairy Chasm Drive.
 - Evaluation of the operation of the intersection of North Swan Road and West Fairy Chasm Drive as a 3-way stop.
 - Evaluation of the operation of the intersection of North Swan Road and West Fairy Chasm Drive under its current configuration as a 1-way stop.
- Developer will be responsible for all work related to reconfiguring the intersection of West Allyn Street and North Swan Road into a T-intersection.

- DPW Traffic Engineering requests that sidewalk is installed along the east side of North Swan Road between West Allyn Street and West Brown Deer Road as part of phase 1 of this development.
- DPW Traffic Engineering requests that sidewalk is installed along the east side of North Swan Road from West Allyn Street to West Fairy Chasm Drive as well as along the south side of West Fairy Chasm Drive between North Swan Road and North Joyce Avenue by completion of phase 4 of the development.

Water:

Water Review Comments for [Cudahy Farm] [9000 N. Swan Rd.]:

These comments may be applied to phase 1 or the complete project

- MWW has a 16” water main in N. Swan Rd. available to serve the subject development.
 - Current location of proposed branch to be served by this water main
- All proposed water service/branch abandonments, taps and installations to be reviewed and permitted by DNS Plan Exam (Milwaukee Development Center).
- Tapping means/methods would need to be coordinated with DNS Plan Exam (Milwaukee Development Center) during the permitting process.
- Any proposed bends in branch pipe would require additional review by DNS Plan Exam.
- Water Maps may be ordered through Diggers Hotline (800)-242-8511 or 811
 - Caller should state “For planning purposes only-Milwaukee Water Works only need reply”.
 - Non-residential requestors may be directed to the Diggers Hotline portal.
 - Website: <https://www.diggershotline.com/> (Portal: <https://geocall.diggershotline.com/geocall/portal>)
- Any proposed water mains or fire protection shown on the site will be private.
 - Private hydrants are required to be metered.
 - Metering can occur through a meter pit or in the building.
 - Private hydrant should be connected to water system after the metering device.
- Milwaukee Department of Neighborhood Services – Plan Exam (Milwaukee Development Center) reviews all private-side water inquiries and permit submittals.
 - Includes ?s related to water services, water branches, water meter pits/vaults, proposed water meter locations, private fire protection requirements, plumbing permits, etc.
 - Includes coordination of tapping means/methods during the permitting process.
 - Milwaukee Development Center General Phone # 414-286-8210 & Email DevelopmentCenterInfo@milwaukee.gov

- Milwaukee Development Center – DNS Plumbing/Water Specific Phone # 414-286-8208
- Website: <https://city.milwaukee.gov/DNS/permits>
- Water permit information and standards/specifications can also be found online [<https://city.milwaukee.gov/water/PermitsSpecs>](https://city.milwaukee.gov/water/PermitsSpecs)
- If needed for development plumbing calculations, information regarding system water pressure or nearby flow tests on water system may be requested from watflowtest@milwaukee.gov
- At Water Easement 567A maintain vertical clearance from and access to existing public water main in easement. The only permissible improvements in easement are walk, pavement, for driveways and parking lot (appears compliant as shown). Watch for excessive cuts/fills that may compromise cover.
- Current proposed configuration would likely require 2 separate meter pits at each connection to the public water system. These do not have to be done at the same time and may be phased separately. All branch requirements and configurations are regulated and permitted by DNS.

Environmental Engineering:

DPW Environmental Engineering comments are as follows:

1. A Storm Water Management Plan (SWMP) will be required for this development. This development will impact the wetlands. As part of the SWMP submittal, all correspondence and WDNR approvals must be included in the SWMP package. No building permits will be issued until the necessary documentation is provided.

2. How are the existing buildings currently connected to the existing sanitary sewer in N. Swan Rd.? Will the existing sanitary sewer remain, or will the existing sanitary laterals be connected to the proposed sanitary sewer?

3. The existing storm and sanitary sewers serving the Institute for Preservation of African American Music and Arts (8801 W. Fairy Chasm Dr.) are public main sewers that are owned and maintained by the City of Milwaukee. The existing storm and sanitary public main sewers must stay in service and are located within sewer easement SE-2346 (Doc. No. 5629847) which does not allow for any structures to be constructed within the limits of the easement.

4. Proposed storm and sanitary sewers will be private mains designed and constructed to City of Milwaukee standards. Plans showing both plan and profile view of the proposed storm and sanitary sewers will need to be submitted to the Environmental Engineering Section (EES) and be approved by the EES. The Private Main Sewer Construction checklist from the Department of Neighborhood Services is attached (Notice to Owners...). Design requirements and

specifications as well as examples can be provided. Please contact Jason Barman at jason.barman@milwaukee.gov for more information.

5. Because of the presence of wetlands on the property, a Wetland General Permit from the Wisconsin Department of Natural Resources (DNR) will be required (see attached documents DNR_General_Permit... and 3500-005). The private main storm and sanitary sewer plans will not be reviewed until an approved Wetland General Permit is provided from the DNR.

6. If a CSM is executed to divide the land into multiple lots, a sewer agreement will be required to convey storm water across lot lines and to establish ownership and maintenance responsibilities for both the storm and sanitary sewers.

Field Engineering

Field Engineering comments as it relates to impacts on the ROW. The private streets are not included in these comments:

- As the plans are developed, DPW Field Engineering would want existing conditions and proposed grades at the planned driveway to approve the driveway permit.

Multi Modal Planning:

The following comments has been previously provided and remain unaddressed. These comments have been revised in response to the plans from February 25, 2025.

- Sidewalks should be at least 6'
- Roadway widths should be 32' (effectively 7' parking – 9' drive – 9' drive – 7' parking; no centerline) Site plans currently show 36', while the streetscape cross sections show 34'.
- Provide raised crosswalks at primary crossing locations (particularly path crossings)
- Provide pedestrian crossing signage at path crossings and midblock crossings.

Additionally, at the intersection of North Swan Road and West Allyn Street, the south, east-west crossing must be maintained. Pedestrian curb ramps should be upgraded to be ADA compliant.

Street Lighting:

All the lights along North Swan Road are mounted on WE Energies wood poles.

Street lighting will investigate the possibility to add more light to accommodate the proposed plan.

On West Fairy Chasm Drive, additional street light poles will be required to light the perimeter of the driveway to increase the safety of the vehicles entering and exiting the driveway.

DPW street lighting section will require that the developer pay a service fee to cover the costs of design and coordination with WE Energies. The amount of service fee will be determined once the final plans are submitted for review.

DPW Street Lighting recommends that the private street lighting system to be installed within the development conforms to City of Milwaukee Specifications. Please note that the power service for the development street lighting system should be a 240/480 Volt, 200 Amp Single Phase Service. Additional specifications will be provided as the plans become finalized.

City Underground Conduit

- City Underground Conduit does not have any facilities within the area of the proposed development.
- City Underground Conduit main line runs east/west on W Brown Deer Rd at N Swan Rd.

Additional comments:

- City of Milwaukee leases conduit space to the majority of telecom entities with the exception of AT&T.
- Because the development is outside the central business district, telecom entities should have adequate space to install their own facilities within the City's Right-of-Way from the existing Underground Conduit main line.

Planning & Development:

The current design of the proposed development provides only one access point for general traffic on West Fairy Chasm Drive. A second access point on North Swan Road is only available for emergency access or utility vehicles. This development configuration will require that all residential vehicular traffic will enter and leave the site via one driveway, which may result in traffic congestion during peak times. Planning & Development concurs with DPW Traffic Engineering that forcing all traffic to West Fairy Chasm Drive will add travel time for residents, most of whom will be seeking to access West Brown Deer Road. Further, the additional distance will also result in added fuel expenses over time. Ideally, a development of this size should have more than one point of ingress/egress to serve residents, providing redundancy and ensuring safety.

At present, there is an east-west pedestrian crossing with painted crosswalk of North Swan Road at West Allyn Street. The plans for Phase 1 of this development appear to eliminate this existing

pedestrian crossing. DPW Planning & Development concurs with DPW Traffic Engineering and DPW Multi Modal Planning sections that the east-west pedestrian crossing should be maintained and upgraded with ADA compliant pedestrian ramps. This pedestrian road crossing is the only pedestrian crossing of North Swan Road that will be available to residents north of West Brown Deer Road. It should be noted that North Swan Road has a rural cross section with drainage ditches of varying depths on both the east and west sides of the road, which can be barriers to pedestrians being able to cross North Swan Road.

As noted by DPW Traffic Engineering, it appears that the emergency/utility access drive off of North Swan Road is offset from West Allyn Street. In order to preserve the existing pedestrian crossing at North Swan Road and West Allyn Street, the emergency/utility access drive will need to be shifted to the north.

Planning & Development is in concurrence with DPW Traffic Engineering that the development should include a sidewalk connection on the east side of North Swan Road between West Fairy Chasm Drive and West Brown Deer Road, as well as along the south side of West Fairy Chasm Drive between North Swan Road and North Joyce Avenue. It is understood that the aforementioned extents of sidewalk will not be constructed during Phase 1 of this development. The current development plans show a public sidewalk starting at the south property line and extending north to a point north of building A-1. During Phase 1, the public sidewalk should extend from the south property line to the pedestrian crossing at West Allyn Street.

As previously commented in multiple reviews performed by DPW, it is imperative that a public sidewalk connection along the east side of North Swan Road between the south property line and West Brown Deer Road be provided in conjunction with this development. The purpose of the sidewalk is to provide connection to amenities on West Brown Deer Road, including the nearest bus route to this proposed development. It is noted that these plans do not include a design of the aforementioned, previously requested sidewalk connection. The aforementioned sidewalk connection should be constructed in conjunction with Phase 1 of this development.

While the development renderings appear to indicate that lighting will be provided within the development, it is not clear from the plans how lighting will be designed or managed within the development. The plans do not show the locations of light poles nor do the plans provided show details for light fixtures to be used in the development. Privately owned street lights will be required along the roadways within the development and details for these fixtures should be provided on the plans.

It is not clear from the plans how the existing restroom/concession stand building, labeled as “D” on sheet G001, is to be served by water or sewer utilities. The development plans must show how all buildings existing or proposed are to be served with water and sewer facilities.

It should be noted that ingress and egress to the adjacent property at 8801 West Fairy Chasm Drive appears to be through the property at 9050 North Swan Road. The plans appear to show that access to 9050 North Swan Road will be maintained through the subject development. It is recommended that, if one does not already exist, the developer enter into an access agreement with the property at 8801 West Fairy Chasm Drive to document the rights and responsibilities of

both parcels. Said access agreement should be recorded against both properties, 8801 West Fairy Chasm Drive and 9050 North Swan Road.