

CUDAHY FARMS DEVELOPMENT  
Project Description and Owner's Statement of Intent

**File No. 220402**  
**Detailed Planned Development known as**  
**Cudahy Farms**  
**9050 N. Swan Rd.**  
**June 24, 2025**

**Previous File History:**

The subject site was previously rezoned to a Detailed Planned Development (DPD) in 1999 as File No. 981711 for construction of the John C. Cudahy YMCA Youth & Family Center. This DPD was modified in 2010 as File No. 100533 to allow the installation of a fully accessible baseball field for youth and adults with adaptive needs. This file (File No. 220402) establishes a new Detailed Planned Development for multi-family development and related community uses.

**Purpose:**

A new DPD is proposed to be established for this site. This document as well as supplemental drawings and related material fulfills the Detailed Planned Development submittal requirements of the City of Milwaukee zoning code.

**Enumeration of Documents:**

Project Description and Owner's Statement of Intent  
Exhibit A          Statistical Sheet

**Project Summary:**

The proposed site development is located on the former John C. Cudahy YMCA property. The site consists of several existing structures that will be kept and/or updated such as the historic Cudahy barn, concession stand, and picnic pavilion. The existing structures that will be demolished are the guard stations, pool house and an existing house that is beyond repair. Upon completion, the site will include the addition of up to 212 residential units. Providing a cohesive mix of housing types, the residential units will be intentionally designed to serve families and seniors. The overall layout of the site encourages healthy living habits and community building for all walks of life. Meandering walking paths connect the outdoor amenities/recreation opportunities and housing so residents can easily get around the property. The campus will have monitored gate access at the perimeter and within the site to limit car traffic and improve safety for residents and patrons of the community center.

The existing YMCA at the center of the site has been an essential resource for the surrounding community and, it will be repurposed as a healthy living community center. Proposed programs include fitness facilities, classrooms, office space, gathering hall, day care, and a variety of other uses and programs for residents and the community. Adjacent to the community center is the community green that will retain the existing Miracle League baseball field, playground, and outdoor amphitheater for recreational use. New site amenities will be added including new pickleball courts, putting green, farmer's market plaza, and communal open space. A large pond and community garden for residents will also be constructed. This pond as well as 4 other retention and detention ponds serve as an example of the innovative stormwater strategies designed for the campus. Other design features incorporated throughout the development include large swathes of native grasses, bioswales, and porous pavers to reduce stormwater runoff. In addition, existing wetland areas have been identified for preservation and been incorporated into the site design.

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The development will be completed in one phase, providing up to 212 residential units. All associated sidewalks, parking lots, roadways, and fire lanes shall be built based on drawings provided.

- Located on the southwestern portion of the site, the development includes the construction and renovation of the site amenities, community center, and 8 new construction buildings providing up to 212 residential units.
- The residential units will include a mix of 112 two- and three-bedroom family units located across 6 stacked flat buildings and 100 one-bedroom senior units located across 2 apartment buildings.
- All buildings have exterior parking lots for residents and refuse rooms are located inside each building as well as residential and bike storage.

As part of this file, the site statistics are provided for the development, Exhibit A. The plans (including site plan, civil and landscape plans), building designs for the residential buildings and community center, and details regarding the site amenities are included.

All required agreements relating to improvements in the right-of-way will be finalized with DPW prior to the issuance of building permits. This includes but is not limited to traffic controls at entrances to the development, pedestrian crossing at the intersection of Allyn and the emergency/utility-only access point on Swan, and the installation of public sidewalk and lighting along the east side of N. Swan Road from Allyn Street to Brown Deer Road.

The emergency vehicle-only access point is currently located along N. Swan Road at W. Allyn St., as shown on the plans that are part of Exhibit A Continued. If it is determined, based on additional analysis during the pre-development and permitting process by the Milwaukee Fire Department and Department of Public Works, that to better serve the development the emergency vehicle-only access location should be shifted to the location along N. Swan Road adjacent to the pedestrian-only entrance west of the residential buildings in order to connect internal Street A to Swan Road, this change may be approved at a staff level. If a change is necessary, the developer will provide revised plans that reflect this change to DCD Planning staff for review and approval prior to the issuance of building permits. Sheet G001-B of Exhibit A Continued shows this potential alternate access point

Given the large scale and uniqueness of this development, minor alterations to the site plan, roadway design (including the incorporation of traffic calming features and MUTCD-required signage and pavement markings), building design and signage may be submitted for review and approval by City staff.

### **Uses:**

The development design consists of numerous uses that are intended for the residents and the neighboring community. Though gated, site ownership will evaluate offering programming for the greater community, providing access for all. Some examples of site programming include the Miracle League through the YMCA, Farmers Markets, Educational Seminars, Community Meetings, Entertainment events, and Fitness Trainings. The allowable uses are listed below, including other accessory and ancillary in the community center:

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Site:

**Residential Uses**

Multi-family dwelling  
Senior housing  
(+55 and older)

**Community-Servicing Uses**

Community Center\*\* (see accessory  
and ancillary uses below)

**Entertainment and Recreational Uses**

Park or playground  
Recreation facilities, outdoor

**Interim Uses**

Construction staging areas and storage of construction materials in secured and/or fenced in areas  
Construction vehicle parking and construction worker parking in non-parking designated areas  
Concrete crushing

Community Center\*\*:

**Educational Uses**

Day care center  
School, personal instruction

**Commercial and Office Uses**

General office  
Retail establishment, general

**Health Care and Social Assistance Uses**

Medical Office

**Agricultural Use**

Community garden

**Other Allowable Uses**

Parking lot, principal use  
Parking Lot, accessory use

**Temporary Uses**

Seasonal market\*  
Live entertainment, special events

**General Services Uses**

Business Service

**Entertainment and Recreation Uses**

Recreation facility, indoor

**Temporary Uses**

Seasonal market\*  
Live entertainment special event

\*Limited use standards of the commercial subchapter of the zoning code apply.

**Building Materials:**

The exterior materials for the proposed buildings will consist of a combination of the following materials:

- Face brick: Standard or utility
- Cementitious lap siding and panels
- Metal panel
- Vinyl windows
- Fiberglass doors
- Aluminum storefront at public entryways
- Clear, Low E glazing
- Metal railings at balconies
- Aluminum glazed garage doors
- Asphalt shingles

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**Density:**

- Up to 4,638 sq ft of lot area per dwelling or 9.4 units per acre  
See chart below for density information.

	<b>Development</b>
<b>Max. # of units</b>	212 units
<b>Lot area</b>	22.57 acres
<b>Density (lot area/ dwelling unit)</b>	4,638 sq ft per dwelling
<b>Building types</b>	A, B, E
<b># of new buildings</b>	8 buildings

**Space Between Structures:**

The distance between structures is a minimum of 30 ft from other primary structures.

**Setbacks:**

Setbacks required per City of Milwaukee Zoning Ordinance which states planned development that exceeds 5 acres in size shall provide a setback of at least 25 ft around the perimeter of the site. See civil plans for setback distances between buildings, sidewalks, and roadways.

The buildings adjacent to Swan Road (west side of site) will be set back approximately 25 feet from the property line.

**Screening:**

Landscape screening will consist of landscape buffers to both visually and audibly diminish undesirable views and noises. Along Swan Road, overstory, ornamental and evergreen trees will provide a visual and audible buffer between the development and the public R-O-W. This will occur within the site boundaries along the perimeter fencing (see landscape sheet L100). Parking lot areas within the development will be screened by the placement of medium sized evergreen shrubs and flowering deciduous shrubs and complemented by ornamental grasses and perennials. Street terraces within the development will receive overstory deciduous trees to dampen noise and visual nuisances to residents. Utilitarian objects such as trash enclosures, transformers and utility meters will be screened using opaque fencing, small ornamental, and evergreen trees and medium to large deciduous and evergreen shrubs.

The existing chain link fences will remain in place permanently or removed and replaced during construction. The chain link fence along the south property line will be moved to 1 foot inside the property line to accommodate the fire lane. The barbed wire currently at the top of the chain link fence around the perimeter of the site will be removed everywhere during the development of the site. No fencing exists along the north border of the site and the adjacent property currently and one is not included in our scope of work. A new 6' tall decorative vertical picket metal fence will also be placed 5 feet inside the property line along Swan Road to Allyn Street and will be located at least 1 foot from the newly proposed sidewalk along the east side of N. Swan Road. The decorative fence will also be located at the main entry located on Fairy Chasm Drive. The picket fence will angle in at the southwest corner and main entry gate of the development for decorative planting areas welcoming visitors to the site. The existing chain link fence will remain in other areas along Fairy Chasm. The decorative fence will be provided 3 feet inside the property line along the remaining stretch of Swan Road.

**Open Space:**

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Open spaces are located and identified in the following locations:

- Center of the site (community green)
  - Existing tot lot playground
  - Existing Miracle League ballfield
  - Existing picnic pavilion
  - Existing stage and amphitheater
  - New pickleball courts
  - New putting green
- Adjacent to the emergency/utility entrance along Swan Rd.
  - New community gardens
- Perimeter of the site
  - Walking paths

### **Circulation, Parking and Loading:**

#### Vehicular Circulation:

There will be one gated vehicular access point along N. Swan Road for emergency and utilities access only, and one gated vehicular access point on W. Fairy Chasm Drive that will serve as the primary vehicle entry for the development. This entrance will have physical coverage for 8-16 hours per day with a call box that will reach a mobile security station during off-hours. Any internal gates within the development will be secondary and operated by fob entry for resident access. All gate systems will include technology for recognizing emergency vehicles and/or a code will be provided for each department in case of emergency. Non-emergency vehicles will be able to utilize the call-box system to check-in with the mobile security during non-staffing hours.

With written approval from the local alderperson, DCD, DPW and MFD staff, the primary gated vehicular entrance may be moved off of Fairy Chasm to a location on Swan Road to avoid the need to disrupt the land and existing vegetation on the north part of the site along Fairy Chasm.

The main circulation roadways will be private and are being designed for a typical section that includes the following elements:

- 18" Curb & Gutter
- 7' parallel parking
- 10'0 thru travel lane
- Center Line
- 10'0 thru travel lane
- 7' parallel parking
- 18" Curb & Gutter

#### Pedestrian Circulation:

One pedestrian access point will be located on N. Swan Rd). A new public sidewalk will be added on the east side of N. Swan Rd from Brown Deer Road to Allyn St. The pedestrian ramps on the east and west sides of N. Swan Road will be upgraded to be ADA compliant.

Within the site, terraces on either side of the curb and gutter along the roadways vary in width but are a minimum of 3 feet. Sidewalks are present on both sides of the main roadways and widths vary between 5 – 7 feet. The sidewalks adjacent to the parking lots are 7 feet in width to accommodate the vehicle parking

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overhang. In parking lot locations where sidewalks cannot exceed 5 feet in width, a wheel stop will be provided. The sidewalks along the main roadway corridors are set at 6 feet in width. There are also shared use paths throughout the site to provide connectivity that are a minimum of 8 feet in width. As design progresses, the width of these paths will increase to 10' wherever possible.

Garden unit entrances are graded for ADA accessibility and accessible paths are present throughout the site to connect ADA units at the various buildings to the amenity spaces.

Aside from the bike lane, the proposed typical section meets the NACTO standards. Details such as speed calming techniques noted in NACTO Standards will be evaluated and incorporated as design progresses (i.e., addition of Speed Humps or Speed Tables or Pinchpoints). These include but are not limited to stop signs at intersections and raised sidewalks at pedestrian connections. The developer will work with DPW staff to incorporate traffic calming features, and MUTCD-required signage and pavement markings into the final roadway designs prior to the issuance of building permits.

#### Vehicular Parking:

Parking for the stacked flat residential buildings and senior buildings will be located in surface parking lots adjacent to the buildings. The development also includes parallel public parking spots along the main roadways (zones A & C on architectural site plan). Additional public surface parking lots are located in the center of site for those utilizing the community center and other site amenities (zones B & D on architectural site plan). EV charging spaces and ride-share spaces will be located in parking zone B & D for residents and visitors. The ride share spaces are planned for a shared care service (e.g. Zip Car). The public parking zones are not included in the parking ratios for the residential buildings.

All parking lots and off-street parking spaces will meet the requirements stated in the City of Milwaukee Zoning Ordinance (s. 295-403). For instance, the senior apartment buildings minimally provide 1 parking space for every 2 dwelling units per the note on federally assisted low-income elderly housing projects in Table 295-403-2-a. And the stacked flats minimally provide a 1:1 ratio of parking spaces to dwelling units. Upon completion the development will have a final parking ratio of 1 parking space for every dwelling unit (1:1). See the reference table and locations marked on the architectural site plan (G001).

#### Bike Parking:

Indoor and outdoor bike parking will meet the requirements stated in the City of Milwaukee Zoning Ordinance (s. 295-404). For instance, all apartment buildings will provide 1 indoor bike space per every 4 dwelling units for long-term storage and 1 outdoor space for every 30 dwelling units (min. 2) for short-term storage. See Exhibit A for parking counts and reference locations marked on the architectural site plan (sheet G001).

#### Loading:

USPS mail and package delivery service will be given key fobs or codes for entry through gate systems or into apartment complexes. Outside mail and package delivery services, such as Amazon, etc., will need to check-in at the main gate during staffing hours or will be able to utilize the call-box system to check-in with the mobile security during non-staffing hours. Mailboxes and package rooms are located inside the senior apartment buildings. In the stacked-flat buildings, outdoor mailboxes and parcel lockers are located in clusters near the shared parking lots (see architectural site plan for locations). Any packages that are too large to handle in parcel lockers or from outside package delivery services for the stack-flat buildings will be brought to the community center where a secure, designated package room will be located.

Residential dumpsters will be located in secure designated indoor trash/recycle rooms within the residential

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buildings. Maintenance staff will move the dumpsters to loading spaces in the shared resident parking lots on garbage pick-up days. The community center and site amenities dumpsters will be located in a secure trash enclosure located in parking zone B on garbage pick-up days.

Food delivery and ride share services, such as Uber, Lyft, DoorDash, etc., will need to check-in at the main gate during staffing hours or will be able to utilize the call-box system to check-in with the mobile security during non-staffing hours. Once inside, designated loading zone spaces will be provided along Streets A and C (street names to be determined).

Move-ins and move-outs will occur along the main roads within the site. Residents will be allowed to load and unload moving vehicles from the designated loading zones throughout the site. Management will also encourage Residents to utilize their designated off-street parking space when unloading their registered vehicle.

### **Landscaping:**

General landscaping will meet the standards of section 295-405 of the City of Milwaukee's general provisions zoning code. Generally, where site conditions are favorable, plant materials will be native or adapted native to reinforce and support existing site conditions. Non-native plant material will be selected based on hardiness, adaptability, ornamental characteristics, and the ability to promote the health and general character of the site's existing native fauna and flora. The placement of plantings will enhance building architecture, support existing habitat conditions, screen unsightly views, and visually improve the site by creating attractive vistas. The landscape plan is included in Exhibit A Continued. Prior to the issuance of the building permit, applicant will provide a plan that overlays the Milwaukee Fire Department driving paths and turn radius with the landscaping plan so that MFD can determine whether any minor adjustments to the plantings are necessary in order to allow sufficient turning movements for the rigs. DCD Planning staff will review and staff-approve the minor adjustments, if needed.

The development team (i.e. Developer, Landscape Architect, etc.) does not feel that relocating the sensitive species would be viable, nor do we think transplanting mature trees and shrubs is good practice considering the low likelihood of survival. By developing 212 units on this 52-acre site, it is our goal to preserve a great amount of existing trees and vegetation to maintain the current aesthetic landscape/vegetation. In the areas of the site that will not be graded to accommodate the new buildings and amenities, the existing vegetation is expected to remain intact except for instances where the trees are diseased or have died and need to be removed.

All required vegetation shall be of a quality consistent with the standards of the American Association of Nurserymen (ANSI 260.1). All required vegetation shall be maintained on an ongoing basis, including seasonal tree and plant replacement.

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.

### **Utilities:**

The water main is proposed to be a private loop on site. The water main will be Ductile Iron pipe and the hydrant spacing will be a minimum of 400' with hydrants laid out at tighter intervals as needed for fire truck

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movements. While the water main will be private, the hydrants proposed for the site will meet City of Milwaukee Waterworks Requirements. Pressure tests have been received from Milwaukee Waterworks and sizing of the main is in progress. Preliminarily, an 8-inch main is anticipated. The water main will be connected to the public main on Swan Rd. A meter pit in accordance with Milwaukee Water Works requirements. The meter pit is anticipated to be located immediately off Swan Rd near the driveway access to the site.

The sanitary sewer is also proposed to be private and will be PVC SDR 26 pipe. There is one proposed connection for Sanitary sewer to the existing public main on Swan Rd to serve the development.

Both the water main and sanitary sewer are being designed for the ultimate development conditions with consideration for building demands and loads.

### **Storm Water Management (final Storm Water Management Plans to be approved by DPW):**

The approach to storm water management is to meet the following permit requirements:

- Peak Flow Run-off Rates per City of Milwaukee Ch. 120 Requirements & MMSD Ch. 13 Requirements
- Water Quality Requirements per City of Milwaukee Ch. 120 Requirements & WDNR NR Requirements (80% TSS Reduction)

In general, the east half of the site should drain/be directed to the storm and sanitary sewers in W. Greenbrook Dr. and the west half of the site should drain/be directed to the storm and sanitary sewers in N. Swan Rd. With respect to Peak Flow Run-off rates, the calculations and analysis performed to date utilize the Unit Release Rate Method noted in MMSD Ch. 13 which allows for 0.15 cfs/acre for the 2-year event and 0.5 cfs/acre for the 100-year event. This approach is being utilized for the entire site due to the amount of new impervious area that is being added to the existing site. The proposed grading includes very limited un-detained off-site flows to meet the required peak flows. The allowable peak flows are as follows:

- 2 Year: 7.71 cfs
- 100 Year: 25.69 cfs

The un-detained off-site flows are limited to the area north of the existing hill just east of the YMCA building. This is an existing condition. The other area is the driveway connections where the driveway apron drains off-site. Perimeter swales, perimeter storm sewer, and internal storm sewer convey the run-off to the proposed storm water ponds. The ponds are designed to have a wet pond / dead storage section at the bottom 4' of the ponds to allow for TSS reduction. The outlets are set at the top of the wet pond elevation with the top of pond 5-6' higher than the outlet pipe. During storm events the pond live storage areas are activated and at the 100-year event, free board of ~1' is achieved. Site storm is sized for the 10-year; however, certain runs of the storm sewer are sized for the 100-year event when overland routes are not available. Water quality is currently modeled to achieve 80% TSS reduction.

The storm water management approach considers the ultimate condition with all phases considered. The concept HydroCAD & WinSLAMM models as well as the catchment area delineation files can be shared upon request. The grading is structured to ensure storm water compliance. Site grading will be provided and submitted when the permit plan set is submitted.

### **Lighting:**

Proposed outdoor lighting complies with current lighting regulations stated in s. 295-409 of the zoning code. No light source will be visible from adjoining properties and where adjoining properties are zoned residential, the



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maximum illumination at the property line shall be one-foot candle. The development team is committed to work with the City/DPW to finalize site lighting to ensure that we are in compliance with zoning code and best practices put in place by the City. DPW will have final sign-off on lighting fixtures in the public ROW and the fixtures that will be used internally.

#### Proposed lighting:

- Site Lighting
  - Right of ways outside (directly adjacent to the development)
    - Developer will work with the city to provide appropriate solution.
  - Alongside the private roadways within the development site
    - The parking lots lights will match those used in the right-of-way.
- Senior Apartment Buildings
  - Up-lighting of building, building name and address at entry canopy; Down-lighting for main building entrances and service entrances
  - Lighting for egress and safety, where required by building code
  - Wall or railing mounted lighting with cut-off fixture to be provided at balconies
- Stacked Flats
  - Lighting for egress and safety and where required by building code
  - Down-lighting at entries and building address
  - Wall or railing mounted lighting with cut-off fixture to be provided at balconies

#### Signs:

Anticipated signage needs are outlined below and approximately with respect to placement and size. Slight adjustments to the sign parameters may be DCD staff-approved. All signage must adhere to vision triangle requirements.

#### Proposed signage:

- Site Signage
  - Primary site entry signage (monument)
    - Size: 8'-0" H X 14'-0" W, max. (not including base structure)
    - Description: Type A freestanding Sign, illuminated
  - Community center signage (monument)
    - Size: 6'-0" H X 6'-0" W, max. (not including base structure)
    - Description: Type A freestanding sign, illuminated
  - Multi-purpose wayfinding signage
    - Large directional/info signage
      - Size: 6'6"-0" H X 2'-0" W, max. (not including base structure)
      - Description: Base-mounted type B freestanding sign, non-illuminated
      - Use: Signage for locating site amenities and residential buildings at main street intersections and community green
    - Small directional/info signage
      - Size: 3'-0" H X 3'-0" W, max. (not including base structure)
      - Description: Post-mounted Type B freestanding sign, non-illuminated
      - Use: Signage for distinguishing between residential buildings
  - See sheets G001 and A005 for primary entrance sign and community building sign locations and design.
  - The multi-purpose signage will be used where appropriate throughout the campus for

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directional wayfinding, for example, at intersections to help pedestrians and vehicular traffic locate buildings and amenities around the site.

- Building Signage
  - Senior Apartment Buildings
    - The building name and address will be incorporated near main entrances and/or incorporated within the canopy (see elevations for reference).
      - Size: 2'-0" H X 8'-0" W, max.
      - Description: Type A wall sign, illuminated
    - Sign construction to meet Chapter 244 of the Milwaukee Zoning Ordinance.
  - Stacked Flats
    - The building name and/or number will be incorporated at building end caps (see elevations for reference).
      - Size: 1'-6" H X 2'-6" W, max.
      - Description: Type A wall sign, non-illuminated
    - Address signage will be provided for each unit entry. Signs will be illuminated by unit entry sconces.
      - Size: 16" H X 6" W, max.
      - Description: Type A wall sign, non-illuminated
  - Community Building
    - The building name and/or number may be incorporated in future
      - Size: 1'-6" H X 5'-0" W, max.
      - Description: Type A wall sign, illuminated
  - Temporary signs will be installed. Construction signs will be removed within 30 days of receipt of certificate of occupancy.
    - Up to 25 signs pertaining to the construction of the buildings will be provided and not exceed 72 square feet. Signs will be equally spaced throughout the project site, based on phase size and number of buildings.
    - One sign per building, not exceeding 36 square feet, will be provided for advertising the rental of the residential apartment units.

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**Exhibit A**  
**Statistical Sheet**

	<b>Development</b>
Gross land area:	<b>983,298 sq ft</b> <b>(22.57 acres)</b>
Max amount of land covered by principal buildings (approx.):	<b>Sq. ft.: 129,209 sq ft</b> <b>% of site: 13%</b>
Max amount of land devoted to parking, drives and parking struct. (approx.)**:	<b>Sq. ft.: 227,786 sq ft</b> <b>% of site: 23%</b>
Min amount of land devoted to landscaped open space (approx.):	<b>Sq. ft.: 497,244 sq ft</b> <b>% of site: 51%</b>
Max proposed dwelling unit density (lot area per dwelling unit):	<b>4,638 sq ft per dwelling</b>
Proposed number of buildings:	<b>8 new buildings</b> <b>4 ex. structures</b>
Max dwelling units:	<b>212 units</b>
Bedrooms per unit:	<b>1-BR senior apartments, 2-BR and 3-BR flats</b>

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### Parking spaces provided (approx):

**Note: Number, placement, and type of bicycle parking shall follow the provisions of the zoning code (s. 295-404).**

### Vehicle spaces:

360 spots

### - Residential spaces:

212 spaces

### - Public spaces:

148 spaces

### - Ratio (sp. per unit):

1:1

### Bicycle spaces:

116 spots

### - Residential bike spaces

(indoor):

60 spaces

### - Public bike spaces:

56 spaces

Table Notes: \*Gross Land Area does not include sidewalks, patios, & walking paths.

### Time Limit on Zoning:

Per s. 295-907-2-c-12, 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 GPD at that time unless the criteria identified in 295-907-c-12-a and -b are met. The time period specified pursuant to subd. 12 may be extended only by an ordinance amending the DPD, pursuant to s. 295-307.