

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.
March 17, 2023

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 phased, 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 updated such as a pool house, historic barn, and picnic pavilion. The only existing structures that will be demolished are an unused guard station and an existing house that is beyond repair. Upon completion of all phases, the site will include the addition of up to 1,145 residential units. Providing a cohesive mix of housing types, the residential units will be intentionally designed to serve families and seniors with rental and for sale options. 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 was 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. The development will retain the existing Miracle League baseball field, playground, outdoor amphitheater, and pool area for recreational use. The site will also accommodate new pickleball courts, putting green, farmer's market plaza, and communal open space. The existing house along the west side of the site is beyond repair and will be removed to make way for a large pond and community garden for residents. This pond as well as 4 other retention and detention ponds serve as one example of the innovative stormwater strategies designed for the campus. The site also features large swathes of native grasses, bioswales, and porous pavers to reduce stormwater runoff.

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The site will be divided into 4 parcels, three of which correlate with the residential phases (rental and for sale) and the fourth lot is expected to cover the centrally located amenities. The development will be completed over three phases with an end goal of providing up to 1,145 residential units. The overall site plan and phasing plans are provided in the exhibits to show the extent of the site work for each phase. More specific site plans will be finalized and submitted in the future as part of a zoning amendment or minor modification by phase. Most of the Phase 2 area and all of Phase 3 will not be disturbed until those areas are developed. The only exception for land disturbance in Phase 2 is for construction of southeast pond and Greenbrook Dr. pedestrian connection. All associated sidewalks, parking lots, roadways, and fire lanes shall be built per phase based on drawings provided.

- Phase 1 (Lots 1 and 4) located on the southwestern portion of the site will include the construction and renovation of the site amenities, community center, and 15 new construction buildings providing 377 residential units. The residential units will include a mix of 224 two- and three-bedroom family units located across 12 affordable stacked flat buildings and 153 one-bedroom senior units located across 3 affordable apartment buildings. All the buildings in Phase 1 have exterior parking lots for residents and refuse rooms are located inside each building as well as residential and bike storage.
- Phase 2 (lot 2) located on the eastern portion of the site will include up to 188 two- and three-bedroom family units across 9 market-rate for-sale stacked flat buildings with enclosed garages.
- Phase 3 located on the northwestern portion of the site will include up to 580 one-bedroom senior units across 5 affordable apartment buildings with surface and underground parking.

As part of this file, the site statistics are provided for each phase of the development, Exhibit A. The building designs for the Phase 1 residential buildings and community center, and details regarding the site amenities are included. The building designs for Phases 2 and 3 will be approved via Minor Modification to this DPD at a future time, provided the plans follow the applicable standards and site statistics outlined in Exhibit A and drawings shown in Exhibit A Continued.

Given the large scale and uniqueness of this development, minor alterations to the site plan, building design and signage may be submitted for review and approval by City staff.

Uses:

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

Site:

Residential Uses

Multi-family dwelling
Federally assisted 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

Agricultural Use

Community garden

Other Allowable Uses

Parking lot, principal use
Parking Lot, accessory use

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Temporary Uses

Live entertainment, special events

Seasonal market*

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

General Services Uses

Business Service

Entertainment and Recreation Uses

Recreation facility, indoor

Commercial and Office Uses

General office

Retail establishment, general

Temporary Uses

Seasonal market*

Live entertainment special event

Health Care and Social Assistance Uses

Medical Office

*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
- Slat wood siding
- Vinyl windows
- Fiberglass doors
- Aluminum storefront at public entryways
- Clear, Low E glazing
- Metal railings at balconies
- Metal garage doors
- Asphalt shingles

Density:

- Up to 1,955 sq ft of lot area per dwelling or 23 units per acre

See chart below for density information per phase.

	Phase 1 (Lots 1 and 4)	Phase 2 (Lot 2)	Phase 3 (Lot 3)	Total
Max. # of units	377 units	188 units	580 units	1,145 units
Lot area	28.63 acres	13.03 acres	9.70 acres	51.39 acres
Density (lot area/ dwelling unit)	3,309 sq ft per dwelling	3,020 sq ft per dwelling	728 sq ft per dwelling	1,955 sq ft per dwelling
Building types	A, B, E	C, D	F, G	A,B,C,D,E,F,G
# of new buildings	15 buildings	9 buildings	5 buildings	29 buildings

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Space Between Structures:

The distance between structures is a minimum of 32 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 26 feet from the property line. Buildings adjacent to Fairy Chasm (north side of site) will be set back approximately 50 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 before 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 around the interior property lines of the site will remain and are placed 5 feet from the property line except for the chain link fence on the east property line that is placed 12 feet from the property line. A new 6' tall decorative vertical picket metal fence will also be placed 5 feet off the property line along N. Swan Road and W. 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.

Open Space:

Open spaces are located and identified in the following locations:

- Center of the site (community green)
 - Existing pool and pool house
 - Existing tot lot playground
 - Existing Miracle League ballfield
 - Existing picnic pavilion
 - Existing stage and amphitheater
 - New pickleball courts
 - New putting green
- Adjacent to the main entrance along Swan Rd.
 - New community gardens
- At the southeast corner of the site
 - Bike and pedestrian connection to adjacent development routed around detention pond
- Perimeter of the site
 - Walking paths

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Circulation, Parking and Loading:

Vehicular Circulation:

There will be two gated vehicular access points to the site along N. Swan Road and one gated vehicular access point on W. Fairy Chasm Drive. The primary entry will be located at the intersection along N. Swan Road. 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. The other two entries and any internal gates 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.

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

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

Pedestrian Circulation:

Pedestrian access to the site from N. Swan Rd. and W. Fairy Chasm Dr will be adjacent to the gated vehicular entrances. A new public sidewalk will be added adjacent to the site's property line along N. Swan Rd and W. Fairy Chasm Dr. There will also be a new pedestrian connection to the public sidewalk along Greenbrook Dr. located at the southeast corner of the site.

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. The majority of the sidewalks are present on both sides of the main roadways. Sidewalk widths vary between 5 – 7 feet. The sidewalks adjacent to the parking lots have been updated to be 7 feet in width to accommodate the vehicle parking overhang. The sidewalks in the roadway corridors are set at 5 feet in width. There are also walking paths throughout the site to provide connectivity that are set at 8 feet in width.

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 can be discussed further as design progresses (i.e., addition of Speed Humps or Speed Tables or Pinchpoints).

Vehicular Parking:

Parking for the Phase 1 stacked flat residential buildings and senior buildings will be located in surface parking lots adjacent to the buildings. Phase 1 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.

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Parking for the Phase 2 buildings will be located in secure garage space within the buildings for each unit. Parking for the Phase 3 buildings will have a mix of surface parking lots and underground parking for residents. More parallel street parking will also be provided in this phase and is not included in the parking ratios for the residential buildings (zone E on architectural site plan, sheet A000).

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. See Exhibit A for parking counts per phase and reference table and locations marked on the architectural site plan (A000).

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. Future phases will follow bicycle parking provisions stated in the zoning code at the time of construction. See Exhibit A for parking counts per phase and reference locations marked on the architectural site plan (sheet A000).

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 buildings. The dumpsters will be moved by maintenance staff 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/pick-up spaces will be provided along Streets A and C (street names to be determined). Each space will be clearly marked and numbered so drivers and residents can communicate pick-up or drop-off location.

Landscaping:

General landscaping will meet the standards of section 295-405 of the City of Milwaukee's general provisions zoning code. Generally, plant materials will be selected based on their hardiness, adaptability, ornamental characteristics, and ability to promote the health of native fauna and flora. The placement of plantings will visually enhance the site by creating interesting vistas and screening unsightly views. Landscape plantings will also be placed to enhance the architecture of this development. Detailed Phase 1 landscape plans are included as well as a conceptual landscape plan for

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the overall site. More detailed landscape plans for future phases will be finalized and submitted at a later date.

Existing trees will be preserved to every extent possible. The existing trees will not be cut down in areas reserved for future phases until that development phase is ready to occur. However, numerous ash trees are present and will be required to be removed before future phases commence as they are brittle as they age.

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 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 main driveway access to the site.

The sanitary sewer is also proposed to be private and will be PVC SDR 26 pipe. There are two proposed connections for Sanitary sewer to the public mains:

- Connection to Existing Sanitary in Greenbrook
- Connection to Existing Sanitary in Swan

The connection to Greenbrook will primarily serve Phase 2 buildings (C & D Buildings); however, Buildings A-1, B-1, and B-2 are also served by this connection. The remainder of the buildings are served by the private main that will connect into Swan. The sanitary sewer is being designed in accordance with City of Milwaukee and SPS Standards.

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

Storm Water Management:

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

Proposed drainage patterns match existing drainage patterns. With respect to Peak Flow Run-off

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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 6-8' 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 75% TSS reduction; however, 80% is achievable if required.

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 for the ultimate build out to ensure storm water compliance for the master plan, phased development, but the intention is to grade only what is required for Phase 1. That 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.

The lighting shall have cut-off fixtures that ensure that lighting levels and glare are controlled such that no light source will be visible from an adjoining property. In all other circumstances, the maximum illumination at a property line or public right of way shall be 5 foot-candles; and where adjoining properties are zoned residential, the maximum illumination at the property line shall be one foot-candle.

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

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- Lighting for egress and safety and where required by building code
- Down-lighting at entries
- 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.

Proposed signage:

- Site Signage
 - Primary entrance signage (monument)
 - Size: 8'-0" H X 16'-0" W, max. (not including base structure)
 - Description: Type A freestanding Sign, illuminated
 - Community building signage (monument)
 - Size: 5'-0" H X 10'-0" W, max. (not including base structure)
 - Description: Type A freestanding sign, illuminated
 - Multi-purpose wayfinding signage
 - Large directional signage
 - Size: 8'-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 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 A000 and A003 for primary entrance sign and community building sign locations and design.
 - The multi-purpose signage will be used where appropriate throughout the campus for 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

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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

	Phase 1 (Lots 1 and 4)	Phase 2 (Lot 2)	Phase 3 (Lot 3)	Total
Gross land area:	1,248,409 sq ft; 28.66 acres	567,603 sq ft; 13.03 acres	422,418 sq ft; 9.70 acres	2,238,430 sq ft; 51.39 acres
Max amount of land covered by principal buildings (approx.):	Sq. ft.: 208,237 sq ft % of site: 17%	Sq. ft.: 138,433 sq ft % of site: 25%	Sq. ft.: 116,750 sq ft % of site: 28%	Sq. ft.: 463,420 sq ft % of site: 21%
Max amount of land devoted to parking, drives and parking structures (approx.):	Sq. ft.: 280,374 sq ft % of site: 23%	Sq. ft.: 115,846 sq ft % of site: 21%	Sq. ft.: 71,557 sq ft % of site: 17%	Sq. ft.: 467,777 sq ft % of site: 21%
Min amount of land devoted to landscaped open space (approx.):	Sq. ft.: 471,928 sq ft % of site: 38%	Sq. ft.: 300,961 sq ft % of site: 53%	Sq. ft.: 160,308 sq ft % of site: 38%	Sq. ft.: 933,197 sq ft % of site: 42%
Max proposed dwelling unit density (lot area per dwelling unit):	3,309 sq ft per dwelling	3,020 sq ft per dwelling	728 sq ft per dwelling	1,955 sq ft per dwelling
Proposed number of buildings:	15 new construction buildings; 6 ex. structures	9 new construction buildings	5 new construction buildings	29 new construction buildings; 6 ex. structures
Max dwelling units:	377 units	188 units	580 units	1,145 units
Bedrooms per unit:	1-BR senior apartments, 2-BR and 3-BR flats	2-BR and 3-BR flats	1-BR senior apartments	1-BR senior apartments, 2-BR and 3-BR flats
Parking spaces provided (approx):	Vehicle spaces: 482 spots - Residential spaces: 313 spaces - Public spaces: 169 spaces - Ratio (spaces per unit): 1: 0.83 Bicycle spaces: 120 bike spaces	Vehicle spaces: 188 spots - Residential spaces: 188 spaces - Ratio (spaces per unit): 1:1 Bicycle spaces: 60 bike spaces	Vehicle spaces: 573 spots - Residential spaces: 525 spaces - Public spaces: 48 spaces - Ratio (spaces per unit): 1: 0.91 Bicycle spaces: 30 bike spaces	Vehicle spaces: 1,243 spaces - Residential spaces: 1,026 spaces - Public spaces: 217 spaces - Ratio (spaces per unit): 1: 0.90 Bicycle spaces: 210 bike spaces

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 GPD 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.