



Department of City Development  
City Plan Commission  
Redevelopment Authority of the City of Milwaukee  
Neighborhood Improvement Development Corporation

Lafayette L. Crump  
Commissioner

Vanessa L. Koster  
Deputy Commissioner

Ald. Pérez  
12th Ald. District

## CITY PLAN COMMISSION ZONING REPORT

**File No.** [230879](#) (DPD) and [240162](#) (GPD)

**Location:** 200 East Greenfield Avenue, on the north side of East Greenfield Avenue, east of South 1st Street (Phase III - Lot 4 of Freshwater Plaza)

**Applicant/  
Owner:** Redevelopment Authority of the City of Milwaukee (Owner) and Rule Enterprises (Developer)

**Current  
Zoning:** General Planned Development (GPD) known as Freshwater Plaza and Detailed Planned Development (DPD) known as 1<sup>st</sup> and Greenfield - Phase III (Lot 4)

**Proposed  
Zoning:** 4<sup>th</sup> Amendment to the GPD and 4<sup>th</sup> Amendment to the DPD

**Proposal:** In 2014, a General Planned Development (GPD) was established for Freshwater Plaza and serves as a master zoning plan for phased development of the land within the boundary. Subsequently, Detailed Planned Developments (DPD) were approved for the specific buildings that have been constructed, including a mixed-use residential building, grocery store, retail paint store, and a credit union.

This subject site, Lot 4, is currently vacant and owned by the Redevelopment Authority of the City of Milwaukee (RACM). A Request for Proposals (RFP) was issued for this site in 2022, and Rule Enterprises, LLC was selected as the developer for a proposal that entails a 5-story building with 140 residential units. The proposal also includes a water feature along Greenfield Avenue, a dog exercise area and accessory parking for the residents, and an approximately 1,500 square foot commercial space on the northwest corner of the building. The DPD will approve the project details, and the amended GPD will update the design standards for Lot 4 to align with the project proposal

**GPD Amendment:** The General Planned Development (GPD) serves as the master zoning guide for the phased development of Freshwater Plaza. In 2022, the GPD was amended to reflect the anticipated development standards of a future proposal on this site.

Now that a specific development plan is known, additional changes to the GPD standards are necessary in order to align with the project details that are part of the Detailed Planned Development (DPD). A summary of the items being updated as part of the GPD amendment are as follows:

1. Maximum front setback – Greenfield frontage: Increased from 50’ to 65’ to align with water feature and existing utility easement.
2. Maximum front setback – Barclay frontage (note: property line goes to centerline of vacated Barclay Street. Setback is measured by the existing sidewalk): Updated to allow for greater setback in areas where the building is inset.
3. Minimum percentage of glazing - Greenfield frontage: Decreased from 60% to 50%.
4. Minimum percentage of glazing - Barclay frontage: Decreased from 60% to 50% for portions of the building meeting the building frontage and set back requirements and providing flexibility for portions of the building that are inset.
5. Minimum buildout along street/access drive – Barclay frontage: Decreased from 80% to 50% to account for portions of the building that are inset.
6. General use and design standards:
  - a. Use: Added accessory parking lot as an allowable use.
  - b. Sustainability: Removed requirement for green roof and added allowance for solar panels in lieu of this feature.
  - c. Height: Changed minimum building height along Greenfield Av. and vacated Barclay from 66’ to 64’ and removed reference to lower scale retail buildings that are no longer relevant and a carry-over from past proposals.
  - d. Building façade design: Clarified expectations for a well-designed façade including articulation and depth.
  - e. Updated District Standards table to clarify intent and expectations for baseline treatments, and removed items that were specific to past proposals and are no longer relevant.
7. Site statistics:
  - a. Updated lot area to reflect accurate square footage based on survey.
  - b. Max. amount of land covered by principal buildings (approx.):
    - i. GPD required: 57,156 sf; 64%
    - ii. Amended: 59,000 sf; 65% (technical adjustment to align with updated lot area and round off the percentage)
  - c. Max. amount of land devoted to parking, drives and parking structures (approx.):

- i. GPD required: 17,021 sf; 20%
- ii. Amended: 37,000 sf; 42%
- d. Min. amount of land devoted to landscaped open space (approx.):
  - i. GPD required: 16,311 sf; 19%
  - ii. Amended: 18,000 sf; 20% (technical adjustment to align with updated lot area and round off the percentage)

**DPD Amendment:**

The DPD approves the project details, including the site and landscape plans, and building design of the proposed 5-story, 140-unit residential building that will have approximately 1,500 sf of ground floor commercial space.

The building will be constructed with a mix of brick masonry, fiber cement panel, metal panel, and smooth faced CMU block. Both clear and frosted glass will be used on the first floor of the building. An aluminum storefront system will be used at the building entry, fitness and community rooms facing the plaza, and within the commercial tenant space along vacated Barclay Street. The balconies will be steel framed and hung. The undersides of the balconies will show finished painted metal framing at mid support and the perimeter. There will be solar panels mounted on the roof of the building.

The residential units will be a mix of 1, 2 and 3-bedrooms. On site amenities will include indoor residential storage units, leasing office, fitness center, and a community center. Outdoor amenities including a substantial plaza with water feature along Greenfield Avenue, and a dog exercise area within the courtyard along vacated Barclay Street. Within the Greenfield plaza, there will be a water feature that consists of an integrated stormwater management system, walkways and hard and softscapes. The dog exercise area will be available for residents, and will be enclosed by a 5' tall decorative aluminum fence with 6' tall masonry piers.

*Circulation, Parking and Loading:*

The main pedestrian entrance is located at the corner of Greenfield and vacated Barclay. Access to the building lobby is also provided from the interior parking lot on the east side of the building. There will also be an entrance point along the south side of the courtyard for residents to access the bike parking within the building.

A total of 94 vehicle parking spaces will be provided on site for the residents, including 59 surface parking stalls and 35 covered garage parking spaces. The parking is accessed via the driveway along the north side of the site. Bicycle parking will be provided in accordance with the zoning code, including a minimum of 35 long term spaces (36 provided) and 5 short term spaces (6 provided). The bike trail connection on the north side of the site is anticipated to remain open during construction of this development.

Residential building deliveries and services (such as refuse pick-up and tenant move in-out) will occur at the surface parking lot accessed from the east side of the building. The trash room is internal to the building and dumpsters will be pulled outside for pick-up. A loading zone spot will also be applied for near the building's front entry on Greenfield Avenue, close to the accessible path from the sidewalk. Loading and deliveries for the commercial tenant will take place along vacated Barclay Street adjacent to the front entry on the northwest corner of the building. Commercial tenants will share the trash bins with the residents at the lower level of the building facing east.

*Landscaping and Screening:*

Substantial landscaping is proposed along the courtyard area fronting Barclay. The dog exercise area will be enclosed by a decorative fence with masonry piers, and the space between the fence and sidewalk will be landscaped with trees and shrubs. Additional landscaping and screening will be provided in the south portion of the courtyard to screen the transformer and generator.

*Signage:*

No freestanding signs are proposed for the development. A building wall sign may be placed on the south (Greenfield) and west (Barclay) facades of the building. Signage may be either canopy or blade signs, and will be Type A in design. Up to 3 temporary signs may be installed during construction, each of which will not exceed 96 sf.

**Adjacent Land Use:**

The Cermak grocery store is to the north of this site, and a mixed-use residential building is to the west. A bicycle path and railroad are to the east, and a mix of commercial and industrial uses are to the south.

**Consistency with Area Plan:**

The Freshwater Plaza parcel at 200 E. Greenfield Avenue falls within the Harbor District Water and Land Use Plan (WaLUP) Area. The WaLUP was adopted by the Common Council in February of 2018. This property is located in the First Street sub-area of the Plan (pages 78-84). The WaLUP calls for First Street to be a welcoming entrance to the Harbor District. The WaLUP envisions First Street continuing to develop as a mixed-use urban neighborhood that provides spaces for people to live, work and play. The Freshwater Plaza is already home to the area's first grocery store, new multi-family housing, and retail uses.

The WaLUP notes that changes to the street and built environment along First Street should encourage the transition from an auto-oriented corridor to a more pedestrian friendly walkable urban environment that connects the Third Ward to Bay View. The WaLUP calls for completing the Freshwater Plaza development under Planned Development zoning so that proper design controls remain in place to ensure that the development serves as a gateway to the East Greenfield Avenue area to the east and furthers the goals of the Plan.

The WaLUP calls for building design along South First Street to support pedestrian friendly and transit-oriented development practices, recommending that pedestrian activity and comfort be the highest priority when considering future development. This is also consistent with the City's *Equitable Growth Through Transit Oriented Development: A Neighborhood Plan for Walker's Point*, which was also adopted in 2018 and recommends additional residential density along the First Street Corridor. The proposed amendment to the GPD aligns with the recommendations of the Comprehensive Plan.

#### **Previous City**

##### **Plan Action:**

12/5/2022 – The City Plan Commission recommended approval of the Third Amendment to the General Planned Development to update the development standards for Phase III (Lot 4) ([FN 220987](#))

6/25/2018 – The City Plan Commission recommended approval of the Second Amendment to the General Planned Development to update signage standards. ([FN 180044](#))

1/22/2018 – The City Plan Commission recommended approval of the First Amendment to the General Planned Development to allow changes to the uses and design standards for Phase III (Lot 4). ([FN 171270](#))

12/8/2014 – The City Plan Commission recommended approval of the change in zoning from Industrial Office to General Planned Development (f/k/a 1st and Greenfield). ([FN 141111](#))

12/8/2014– The City Plan Commission recommended approval of the establishment of a Detailed Planned Development known as 1<sup>st</sup> and Greenfield – Phase 1 for a mixed use development ([FN 141113](#))

#### **Previous Common**

##### **Council Action:**

1/17/2023 – The Common Council approved of the Third Amendment to the General Planned Development to update the development standards for Phase III (Lot 4) ([FN 220987](#))

7/31/2018 – The Common Council approved of the Second Amendment to the General Planned Development to update signage standards. ([FN180044](#))

2/16/2018 – The Common Council approved of the First Amendment to the General Planned Development to allow changes to the uses and design standards for Phase III (Lot 4). ([FN171270](#))

12/16/2014 – The Common Council approved of the change in zoning from Industrial Office to General Planned Development (f/k/a 1st and Greenfield). ([FN141111](#))

12/16/2014– The Common Council approved of the establishment of a Detailed Planned Development known as 1<sup>st</sup> and Greenfield – Phase 1 for a mixed use

development ([FN 141113](#))

**Recommendation:**

Since this proposal is consistent with the master plan for Freshwater Plaza and the Harbor District Water and Land Use Plan, staff suggests that the City Plan Commission recommends approval of the GPD Amendment (File No. 240162) and approval of the DPD Amendment (File No. 230879) conditioned on the applicant submitting revised plans that incorporate DPW's comments relating to the walkway along the east side of the building and the bridge within the water feature along Greenfield Av. (if determined to be necessary).