



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

9th Ald. District

**CITY PLAN COMMISSION
ZONING REPORT**

Ordinance File No. 220878

Location: 7930 West Clinton Avenue

**Applicant/
Owner:** State of Wisconsin – Dept. of Administration

**Current
Zoning:** Industrial Light (IL1)

**Proposed
Zoning:** Detailed Planned Development (DPD) known as Wisconsin DOC Juvenile Correctional Facility

Proposal: This zoning change was requested by the State of Wisconsin - Department of Administration (DOA) to allow the site to be developed as a juvenile correctional facility. The current IL1 zoning does not allow a correctional facility use, and the DPD zoning will approve the use as well as the site plan and elements, and building design. The proposed project is part of the statewide plan approved by the State of Wisconsin Legislature to build state-of-the-art, smaller regional facilities to replace the existing Lincoln Hills School/Copper Lake School in Irma, WI.

The State of Wisconsin - Department of Corrections has created a website with additional information about the State's youth justice facility initiatives and process that can be viewed at: <https://doc.wi.gov/Pages/AboutDOC/Act185.aspx>.

The State of Wisconsin Department of Corrections (DOC) and DOA have conducted several public meetings regarding this proposal over the past few months. A summary of the community engagement efforts has been added to the Legistar file. Outreach meetings include:

- 9/6/22 - Virtual meet and greet with leadership at the Havenwoods Neighborhood Partnership (formerly known as Havenwoods Economic Development Corporation).

- 9/8/22 – In-person meeting at Mr. B’s Lounge, 8627 W. Brown Deer Road. Approximately 60 attendees, including the Granville Business Improvement District, local businesses and community members.
- 9/28/22 – In-person meeting at Abundant Faith Church, 7830 W. Good Hope Road. Approximately 150 attendees.
- 11/16/22 and 11/19/22 (3 sessions) – In-person community input gathering and listening sessions held at the Milwaukee Police Academy, 6680 N. Teutonia Avenue. Approximately 80 people attended over a three-day period.
- 12/7/22 – Granville Advisory Committee (GAC) virtual meeting. After a presentation by the Dept. of Corrections and their architect, committee members and members of the public asked questions and provided testimony. At the conclusion of the discussion, the GAC approved a motion to allow the proposal to move forward/be considered by other bodies.
- Future meeting (as of the time this report was drafted) - 12/7/22 – In-person meeting at Milwaukee Safety Academy.

The applicant shared preliminary site plans for the facility with City staff for review, as well as at recent community meetings. The applicant has adjusted the plans based on feedback received from DCD, DPW, and MPD staff to ensure that landscaping, fencing, right of way connections, and related items are best designed to minimize potential land use conflicts with adjacent properties and to incorporate the City’s Urban Design principles. Additionally, based on feedback from the Milwaukee Police Department and follow-up analysis by the Dept. of Public Works, it was determined that the existing street lights along Clinton Avenue between the subject site and N. 76th Street should be upgraded to improve the lighting level along this stretch to accommodate the proposed use. The State of Wisconsin has committed to paying for these lighting upgrades which will also benefit adjacent businesses on Clinton Avenue.

The proposed Clinton Avenue project consists of a single-story building with a mechanical penthouse above, and includes 32 bedrooms and spaces for education, career/vocational instruction, programming, indoor recreation, visitation, health services and food service. Site elements include secure outdoor recreation space, 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, and a truck staging area for deliveries and youth transport vehicles.

The main exterior material on the building will be brick, with accents of phenolic resin panels having 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. A 6’ tall decorative steel picket fence will be along the perimeter of the north, east and west sides of the site. A 16’ tall masonry wall with a series of narrow openings will enclose the outdoor recreation areas on the north side of the building.

**Access Circulation,
& Parking:**

The site will be accessed off of Clinton Avenue. A surface parking lot with approximately 100 spaces will be located to the south of the facility, which will operate 24 hours per day, 7 days per week. All traffic in and out of the facility is monitored and controlled. Most of the vehicular traffic to and from the site will occur during shift changes by staff and is expected to happen twice a day, consistent with employee traffic patterns that would be anticipated in an industrial zoning district. Traffic for other purposes, such as visitations, volunteers, Dept. of Corrections staff from outside the facility, and lawyers representing the youth, will be less frequent. The facility will have pre-approved, established times for families to visit youth. The parking area will be actively monitored as part of overall operations. Overall traffic volumes at the site are anticipated to be significantly less than when this site was formerly used as an emissions testing center.

Delivery vehicles, including food service, typical goods and supplies, and trash and recycling removal, will be infrequent, averaging approximately 1-2 deliveries daily. Deliveries will occur at a secured area separate from the visitation area, and are scheduled in advance/required to undergo a security check.

The main public entrance will be on the south side of the building. Sidewalks will be provided through the site from Clinton Avenue to the main entrance door. Bicycle parking will be provided near the main entrance.

**Landscaping &
Open Space:**

The secure recreation yards surrounded by a secure perimeter wall, a perimeter patrol and emergency vehicle access road, and nuisance fence will be on the north side of the site. Landscaping will be provided to the south of the building near the main entrance, and within and adjacent to the parking lot. Stormwater management features will be located to the south of the parking lot. Areas of the site not covered by paving, landscape planting or mulched areas, the building or other specific features will be seeded with grass.

Lighting:

Exterior LED lighting will be mounted on the building to provide security lighting around the entire building. Additional pole mounted lights not exceed 25' 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.

Signs:

One monument sign will be placed at the main entrance to the site from Clinton Ave. The sign will not exceed 120 square feet in area, and the sign face will be Type A with individual letters and logos. A plaque is proposed to be placed near the main entrance, and will not exceed 75 square feet in area. It will be illuminated with ground lighting. Additional wayfinding signage will be placed within the site.

Adjacent Land Use: Industrial uses are located to the west. Industrial uses and a church are to the south and east, and industrial and residential uses are to the north.

Consistency with Area Plan:

The proposed site is located within the Northwest Side Comprehensive Area Plan boundary. While the Comprehensive Plan did not contemplate a specific location for a new justice facility, the plans with the most relevant recommendations in evaluating this proposal are the Northwest Side Area Plan, adopted by Common Council in 2008, and the Citywide Policy Plan, adopted by Common Council in 2010. The Citywide Policy Plan recommends to “[p]reserve, enhance, and incorporate educational facilities, institutional uses, and services as key neighborhood elements and centers of public activities” in addition to opportunities to “[c]onsider reusing underutilized institutional or industrial facilities for new institutional, civic, or other neighborhood-compatible uses or services...” (p. 50). The Plan also recommends opportunities to “[p]romote community facilities that offer the best quality care to residents.” (p. 164). The Northwest Side Area Plan calls for making walking more attractive, easier, and convenient within commercial developments along 76th Street, as well as providing landscape buffers between adjacent land uses and including landscaping and sidewalks in large parking lots (p. 98). The Comprehensive Plan also calls for viewing industrial areas as employment centers, and the number of jobs associated with this facility is consistent with the number that would be created by an industrial user at a site of this size. This proposed use, being situated into an existing industrial park with limited visibility by surrounding uses and designed to mitigate potential land use conflicts with adjacent uses, yet with strong vehicular and transit connections from 76th Street and Good Hope Road, is not inconsistent with the Comprehensive Plan.

Previous City Plan Commission Action:

None.

Previous Common Council Action:

8/12/22 – Common Council adopted a resolution expressing the City of Milwaukee’s support for the site selection of the Wisconsin Dept. of Corrections’ new Type 1 Juvenile Correctional Facility (FN [220553](#)).

Staff

Recommendation:

The Wisconsin State Legislature and the Common Council of the City of Milwaukee have both taken legislative action supporting the development of a new Type 1 juvenile justice facility in Milwaukee in order to best serve the educational, medical, and programmatic needs of the youth who will reside in the proposed facility. These legislative actions and the process followed by DOC in redesigning its approach to youth facilities have been informed by years of research, analysis, and consultation with experts in juvenile justice and rehabilitation, as well as citizen input and advocacy from those involved in youth justice reform. While locating these types of institutional facilities poses inherent challenges, the proposed location and design meet the criteria identified by the State of Wisconsin for the space, access, and security needs of such a facility,

while also addressing City land use planning goals of mitigating potential land use conflicts with adjacent commercial and industrial properties, maximizing screening and buffering from residential neighborhoods, and ensuring safe and adequate connections for those wishing to access the site by transit or car. The proposal has been designed to best achieve underlying public health, safety, and welfare goals, and staff recommends approval of the proposed rezoning.