



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

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Commissioner

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Deputy Commissioner

9th Ald. District
Ald. Taylor

CITY PLAN COMMISSION
ZONING REPORT

Ordinance File No. [220402](#)

Location: 9050 North Swan Road

Applicant/
Owner: Cudahy Farms P1, LLC (Royal Capital Group)

Current
Zoning: Detailed Planned Development known as John C. Cudahy YMCA Youth & Family Center

Proposed
Zoning: Detailed Planned Development known as Cudahy Farms

Proposal: The subject site was previously rezoned to a Detailed Planned Development (DPD) in 1999 for construction of the John C. Cudahy YMCA Youth & Family Center. That DPD was modified in 2010 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 known as Cudahy Farms for phased, multi-family development and related community uses. The development will have an emphasis on healthy living.

The building designs for the Phase 1 residential buildings and community center, and details regarding the site amenities would be approved through the adoption of this file, along with the site plan, civil plans, and other drawings that include the entire development site. The building designs for Phases 2 and 3 will be approved via a future file, when they are ready to proceed. This could occur via Minor Modification to this DPD if the criteria in the zoning ordinance for a Minor Modification are met, or via an amendment to the DPD if the proposal requires adjustments to the site and building plans and statistics beyond what can be carried out via the Minor Modification process. The proposed site statistics for all phases of the development are included within the DPD Exhibits.

The site consists of several existing structures that will be kept and updated such as a pool house, historic barn, and picnic pavilion. Two existing structures that will be demolished are an unused guard station and an existing house that is beyond repair.

The existing YMCA building will be repurposed as a community center with fitness facilities, classrooms, office space, a gathering hall, day care, and other community serving programs. The existing baseball field, playground, outdoor amphitheater, and pool area will also be preserved.

The development site will be enclosed with fencing, and will have gated access to and within the site. A 6' tall decorative metal fence will run along Swan Road and Fairy Chasm Drive, and the existing chain link fence will remain around the balance of the site. Currently, there is barbed wire on top of the chain link fence, which will be removed during the construction of Phase I.

A future Certified Survey Map (CSM) is planned that will divide the site into 4 parcels, correlating with the project phases. Upon completion of all phases, the site will include the addition of up to 1,145 residential units. A summary of the project phasing is provided below.

Project Phases:

The development will be completed over three phases with an end goal of providing up to 1,145 residential units. More specific building plans for Phases 2 and 3 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, which will be part of Phase 1. All associated sidewalks, parking lots, roadways, and fire lanes shall be built per phase based on drawings provided.

Phase 1 (Lots 1 and 4 of future CSM) 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 units located across 12 stacked flat buildings and 153 one-bedroom senior units located across 3 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. The developer has indicated that all of the units within Phase I would be financed via WHEDA tax credit financing to allow for the Phase I units to be affordable to a range of incomes.

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 stacked flat buildings with enclosed garages. The units within these Phase II buildings would be constructed for purchase by individual owners for homeownership.

Phase 3 (Lot 3) located on the northwestern portion of the site will include up to 580 one-bedroom senior units across 5 apartment buildings with surface and underground parking.

	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

Circulation, Parking & Loading:

There will be two gated vehicular access points to the site along N. Swan Road (added during Phase 1) and one gated vehicular access point on W. Fairy Chasm Drive (as part of Phase 3). The primary entry will be located along N. Swan Rd., which 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 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.

Main Circulation Roadways:

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

- 8' wide parallel parking lane
- 20' drive lanes (1 lane in each direction)
- 8' wide parallel parking lane

Traffic calming elements such as raised sidewalks at pedestrian connections and bump-outs will be further evaluated as the roadway design is finalized. The development team will work with DPW to ensure proper treatments are incorporated into the final design.

Vehicular Parking:

Parking for Phase 1 will be located in surface parking lots adjacent to the buildings. There will also be parallel public parking spots along the main access roads (zones A and C on the architectural site plan). Additional surface parking will be located in the center of the site for patrons of the community center and other site amenities (zones B and D). Additional parking will be constructed in conjunction with future phases. The public parking spaces are not included in the parking ratios for the residential buildings.

Electric vehicle charging and ride-share spaces will be located in parking zones B and D for residents and visitors. The ride share spaces are planned for a shared car service such as Zip Car.

Bicycle and Pedestrian Accommodations:

Pedestrian access to the site will be from N. Swan Road and (future) Fairy Chasm Drive adjacent to the gated vehicular entrances. There will also be a pedestrian

connection to Greenbrook Drive on the southeast corner of the site, which will be added in Phase 1. A new public sidewalk will be constructed along Swan Road and connect with Brown Deer Road. In the future, a public sidewalk will also extend from the Fairy Chasm entrance west to Swan Road.

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 to provide a buffer. Sidewalks adjacent to the two main roadways will be 6' wide. The sidewalks adjacent to the residential parking lots will be approx. 7' in width to provide adequate circulation space, accounting for vehicle parking overhang. There will be 8' wide shared use paths throughout the site to provide circulation.

Indoor (long term) and outdoor (short term) bike parking will meet the zoning code requirements with respect to quantity, placement and type of bicycle parking provided for residents and visitors. For instance, all apartment buildings will provide 1 indoor bike space for every 4 dwelling units for long-term storage and 1 outdoor space for every 30 dwelling units (min. 2 spaces) for short-term storage. Bike parking locations are shown on the site plan.

Loading and Deliveries:

USPS mail and package delivery service will be given key fobs or codes for entry through the gate systems or into apartment complexes. Outside mail and package delivery services, such as Amazon, will be required to check in at the gate during staffing hours or utilize the call-box system to check in with mobile security during non-staffing hours.

Food delivery and ride share services (such as Uber, Lyft, DoorDash, etc.) will check-in at the main gate during staffing hours or utilize the call-box system to check in with mobile security during non-staffing hours. Once inside the site, designated loading/pick-up spaces will be provided along Streets A and C. Each space will be clearly marked and numbered so drivers and residents can communicate pick-up or drop-off locations.

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 as shown on the architectural site plan. Other packages (such as oversized deliveries) 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, and will be removed by maintenance staff to loading spaces in the shared residential parking lots on garbage pick-up days. The community center and site amenity dumpsters will be located in a secure trash enclosure located in parking zone B.

Landscaping, Screening & Open Space:

Landscaping:

General landscaping will meet the standards of the zoning code, and will be placed along Swan Road, the interior parking lots, and around the residential buildings. All of the existing trees on the site will be removed as development occurs. The existing trees will not be cut down in areas reserved for future phases until that development phase is ready to occur. However, the developer has noted that numerous ash trees are present and will be required to be removed before future phases commence.

Screening:

There will be decorative metal fencing and a variety of landscaping along the Swan Road frontage, and will wrap the southwest corner of the site. Within the site, parking lot areas will be screened in a manner consistent with the zoning code for parking lots adjacent to public streets. Utilitarian objects such as trash enclosures, transformers and utility meters will be screened using opaque fencing and a mix of trees and shrubs. The existing chain link fence along the interior property lines will remain, while the barbed wire portion will be removed.

Open Space:

Multiple areas have been identified as outdoor space for use by residents and patrons of the community center. The largest area will be at the center of the site and has been identified as the community green. Many of the existing outdoor amenities will remain in this area, including the pool and pool house, tot lot playground, Miracle League ballfield, picnic pavilion, and stage with amphitheater. New pickleball courts and a putting green will be added. Along the main entrance at Swan Road, community gardens will be available.

Signage:

Several types of signs are proposed for the site, including primary entrance signs, building signs, and community building signage. Wayfinding signs will also be placed where appropriate throughout the site for directional wayfinding, for example, at intersections to help pedestrians and vehicular traffic locate buildings and amenities around the site. See Sheets A000 and A003 for signage locations and design.

DPW Review:

DPW has reviewed the proposal, including aspects of the development impacting the public right-of-way. The developer has also commissioned a Traffic Impact Analysis that was submitted to DPW as part of this review. The development team and DPW are continuing to coordinate on a number of items within the public right of way, including finalizing the type of traffic controls to be installed at the Swan Road entrances to the development, coordination to install the public sidewalk and lighting along Swan Road adjacent to the development and connecting to Brown Deer Road (Phase 1), and installation of a public sidewalk along Fairy Chasm Drive (future phase). All required agreements relating to improvements in the right-of-way will be finalized with DPW prior to the issuance of building permits.

MFD Review:

The Milwaukee Fire Department has reviewed the development plans as they relate to emergency vehicle turning movements and access around the

residential buildings and through the site, water mains and hydrant placement within the site.

Community Meeting: Alderwoman Taylor hosted a community meeting at the subject site on Thursday, July 13th. A meeting notice was mailed on July 3rd to 1,173 residential and business addresses using a radius of 1,000 feet from 9050 N. Swan Road. Multiple staff from DNS, DPW and DCD were in attendance, in addition to the development team and approximately 15-20 residents. The development team provided an overview of the proposal and answered questions on topics including the for-sale (Phase 2) component of the proposal, how parking will be handled for the various phases, and screening treatments that will be utilized, particularly on the east side of the site between the adjacent residential neighborhood and the Phase 2 buildings. Residents also asked questions regarding whether environmental and habitat assessments have been done for the site and if any of the existing trees will remain after the development is fully built out. Some residents stated that they thought the development entailed too many residential units, and others noted that they welcomed new development but requested the developers keep the adjacent neighborhood in mind when finalizing their plans (with respect to noise and screening).

Additionally, Royal Capital Group presented their proposal to the Granville Advisory Committee on June 1, 2022. The committee made a motion to approve the development.

Adjacent Land Use: A multi-family condominium development known as the Woodlands is located to the west of the site. A Planned Development site (for a research & development building owned by UWM) is to the north. A single- and two-family residential neighborhood is to the east. Commercial uses are to the south of the site, along W. Brown Deer Road.

**Consistency with
Area Plan:**

The proposed Cudahy Farms development is within the Northwest Side Area Plan area. The Northwest Side Area Plan was adopted in 2007 and amended in 2017 with the adoption of the Granville Strategic Action Plan & Land Use Study. While redevelopment of the Cudahy Farms site was not specifically contemplated in the Area Plan, there are a number of recommendations that are relevant to the review of this proposal.

The overall land use strategy of the Northwest Side Area Plan focuses on strengthening the neighborhood fabric. Key policies of the plan include encouraging owner-occupied development where appropriate, placing buildings to reinforce the street edge and create meaningful formal and informal open spaces, incorporating open space features into developments, and encouraging connections between open spaces and developments (p. 73-74).

The residential land use policies in the Northwest Side Area Plan aim to enhance the character and livability of existing and future residential developments (p. 75). The plan further recommends integrating multifamily units with single family (owned-occupied) housing, new high-quality residential construction to offer

different housing types and price points than found in other areas of the Northwest Side (p. 98), and locating new residential development near public lands and trails.

The Granville Strategic Action Plan & Land Use Study contains eight goals focusing on the revitalization of the Granville area as a complete live-work-play community with industrial, commercial, residential, and recreational land uses that reinforce and complement one another. Increasing the residential population is recommended to provide density to support commercial uses, in addition to providing a local workforce for industrial and commercial businesses, which in turn can assist in economic development (p. 57).

The action plan includes a goal to “Protect & Stabilize Residential Housing & Neighborhoods.” This goal outlines the following as it relates to multi-family housing in the Granville area: “Any new multi-family housing proposed for the area should be prioritized along existing commercial corridors and should be developed to be accessible by transit, include strong pedestrian connections between the building and the street, and increase the socioeconomic diversity of the area. Senior housing and housing choices that may attract young professionals in particular has been identified as a potential need in the area (p. 67).” This proposed development includes a variety of housing options and unit sizes, including homes that will be attractive to young professionals and families, units for-sale for homeownership, and senior housing.

The proposed development at 9050 N. Swan Road would create a variety of new housing options within a new neighborhood served by large amounts of greenspace, recreational pathways, and resident amenities. The phased development contains a mix of units intended for owner occupancy, senior housing, and stacked-flat style family housing. So while development may not have been contemplated at this site in past plans, when considering overall plan recommendations and the variety of housing options and resident serving amenities proposed as part of the development, on balance the proposal is consistent with the Northwest Side Area Plan and the Granville Strategic Action Plan & Land Use Study.

Previous City Plan Commission

Action:

05/99– City Plan Commission recommended conditional approval for the change in zoning from a General Planned Development (GPD) known as Hilltop Parish and Single-Family Residence (R/F-5/40 and R/F-3/40) to a Detailed Planned Development known as The John C. Cudahy YMCA Youth & Family Center (related parking, outdoor play areas, and trails (FN 981711)).

9/20/10 – City Plan Commission recommended approval of a minor modification to a Detailed Planned Development (DPD) known as the John C. Cudahy YMCA Youth & Family Center, on land located generally south and east of the intersection of North 91st Street and West Fairy Chasm Drive, in the 9th Aldermanic District (FN 100533).

Previous Common**Council Action:**

06/02/99 – Common Council approved the change in zoning from a General Planned Development (GPD) known as Hilltop Parish and Single-Family Residence (R/F-5/40 and R/F-3/40) to a Detailed Planned Development known as The John C. Cudahy YMCA Youth & Family Center (related parking, outdoor play areas, and trails (FN 981711))

10/12/10 – Common Council approved a minor modification to a Detailed Planned Development (DPD) known as the John C. Cudahy YMCA Youth & Family Center, on land located generally south and east of the intersection of North 91st Street and West Fairy Chasm Drive, in the 9th Aldermanic District (FN 100533).

Staff**Recommendation:**

The proposed Cudahy Farms development will create a new neighborhood with a variety of housing choices and significant resident amenities, and staff recommends conditional approval of this file, conditioned on the following:

- Applicant providing final exhibits that incorporate previously provided comments from DCD, DPW and MFD. These comments request clarification on items such as fence placement, lighting, structures and site elements to be razed, plan symbology, and other technical corrections.