

**CONCORDIA TRUST PROPERTY**  
**For: THE FOREST COUNTY POTAWATOMI COMMUNITY**

**1<sup>st</sup> Amendment to the DETAILED PLAN OF DEVELOPMENT known as Concordia  
Trust Property, Phase 1**

**File No. 160435**

**PROJECT DESCRIPTION AND OWNER'S STATEMENT OF INTENT**

**July 29, 2016 (Revised September 7, 2016)**

**I. COMPONENTS OF DETAILED PLAN AND SUPPORTING MATERIALS**

In 2010, the Forest County Potawatomi Community ("FCPC") requested to rezone the former Concordia College Campus on the north and south sides of West State Street, east of North 33<sup>rd</sup> Street to General Planned Development (GPD, File no. 100290) to establish a master plan for the entire campus. The master plan establishes parameters for future development of the sites, including permitted uses, setbacks, and zones where development, parking, and open spaces, among other items, may occur. Subsequently, the south portion of the campus, 3215 West State Street, was rezoned from GPD to a Detailed Planned Development (DPD, File No. 100291) to permit the restoration of the existing historic buildings and construction of surface parking to accommodate the uses within the buildings. Now, FCPC is proposing to amend the Phase 1 DPD to permit construction of a 2-level parking structure on the southeast portion of the site.

The FCPC intends to continue to redevelop this site ("the Site") over the next several years to preserve the existing historic buildings (which is well underway) and to reflect market demands for low-impact job-creating uses that fit the requirements of the FCPC and the City of Milwaukee.

This Owner's Statement of Intent, together with the accompanying plan sheets and related materials, identified below, constitutes and supports the detailed development plan:

Plan Sheets

Sheet Index

DPD-1 Cover Sheet / Vicinity Map/Precinct Plan

DPD-2 ALTA/ACSM Land Survey

DPD-3 Proposed Project Boundary Description

DPD-4 Existing Facilities Site Plan

DPD-5 Proposed Building and Parking Site Plan

DPD-6 Proposed Utility and Grading Plan

DPD-7 Not Used

DPD-8 Proposed Landscape Plan

DPD-9 Parking Garage Ground Floor Plan

DPD-10 Parking Garage Lower Level Floor Plan

DPD-11 Parking Garage North and West Elevations

DPD-12 Parking Garage North and East Elevations

DPD-13 Parking Garage Perspective

Exhibit A Statistical Sheet

Exhibit B Site Photographs

Exhibit C Signage

Exhibit D Lighting

Exhibit E Fencing & Landscaping

## **II. OVERALL DEVELOPMENT CONCEPT**

### Existing Conditions

The Site for this DPD necessarily includes the entire parcel of the Concordia Trust Property lying south of West State Street, because City zoning ordinances require that zoning district boundaries coincide with parcel boundaries and the Concordia Trust Property south of West State Street is a single parcel. However, for a variety of reasons not within FCPC's control, current plans for portions of the area of the Site lying south of vacated West Kilbourn Avenue are not advanced to the point where a high level of detail can be provided. Putting all development on the Site on hold until market conditions clarify would not be feasible or desirable for FCPC, the City, or the neighborhood. Therefore, this DPD shows what is in effect a near-term holding plan for portions of the area south of vacated West Kilbourn Avenue. FCPC's general intentions for long-term development of this area are shown in the existing General Planned Development District. An application to amend this DPD, which will contain detailed information on additional improvements to the part of the Site lying south of vacated West Kilbourn Avenue, will be filed when appropriate.

The Site consists of that part of the land formerly making up the campus of Concordia College which lies south of West State Street. The Site is located in the Concordia Historic District. Used exclusively for institutional purposes, the Site has had no residential use other than college dormitory for decades.

The neighborhood to the east is predominantly single family homes while the neighborhood to the west is a mix of duplexes and commercial structures. The neighborhood to the south is a mixture of multi-family residences and duplexes. The neighborhood to the north is a mixture of commercial structures and residences.

The Wgema Campus was originally occupied by Concordia College, and was transferred to FCPC immediately prior to entering Trust status in 1990.

The FCPC is a federally recognized Indian Tribe. The Site, comprised of approximately 8.336 acres of land in the near west side of the City of Milwaukee, is held in trust by the United States of America for the benefit of the FCPC. Beginning in 1990, FCPC leased the entire Wgema Campus, including the Site, to the Indian Community School of Milwaukee, Inc. ("Indian Community School") to provide elementary education to Native American students living in the greater Milwaukee area. The Indian Community School built a new school in Franklin, Wisconsin and ceased operating a school on the Site in summer 2007, although the Indian Council for the Elderly and the tenants in several apartment units in a 16-unit building at the corner of West Highland Boulevard and North 33rd Street occupied portions of the Site pursuant to subleases for a time. The Indian Community School's lease ended on July 19, 2010. FCPC now occupies the Site, and is in the process of redeveloping it.

FCPC is working to ensure that this non-reservation trust land is used in the most effective and efficient way possible for the Tribe, the neighboring Community, the City and the State in addition to providing the intended uses and services stated in the FCPC's application for trust status.

The Site is located in the Historic Concordia Neighborhood and is designated as a Historic District under a City of Milwaukee designation and is listed on the National Register of Historic Places. Five buildings are designated as Contributing Structures to the Historic District by the City of Milwaukee and the National Park Service (Albrecht Hall, Rincker Library, Wunder Hall, Gymnasium, and Refectory). Wunder Hall, now designated Bgemagen Hall, has been rehabilitated. Work on Albrecht Hall and Rincker Library, now designated Wgetthta Hall, is in progress.

Prior to rezoning the Site to General and Detailed Planned Development, the zoning was RT2, which is focused on one- and two-family residential use. This zoning *never* corresponded to actual use of the Site, and is an historic oddity of unknown origin. Use of the Concordia Trust Property in a manner consistent with RT2 zoning was impossible, given that the land is Federal Trust land, which cannot be sold to potential homeowners. Rezoning thus was imperative for any redevelopment to occur.

Unfortunately, many of the existing buildings have fallen into an advanced state of disrepair. Renovation of the buildings has required extensive investment just to bring them to a condition where they are able to be occupied. Further expense will be required to bring the buildings up to current building code standards and to retrofit them for modern-day use. The former Administration Building for Concordia College was not a contributing building to the historic district, did not fit the needs of the Site, and has been demolished. In addition the 16-unit building at the corner of West Highland Boulevard has also been demolished.

To date Wunder Hall and Pritzlaff Hall have been renovated and are occupied. Renovations to Albrecht Hall and the Rincker Library are currently under way. The Gymnasium Building has been stabilized. The site has been developed to include 43 stalls of surface parking.

#### Proposed Site Renovation:

Four major forces influence redevelopment plans for the Site and cause the need for a Planned Unit Development approach to rezoning:

- Help strengthen and revitalize the neighborhood
- Find viable uses for historic and usable buildings
  - accommodate current and future tenants
  - bring Tribal Government offices on site
  - Locate headquarters of the Potawatomi Business Development Corporation on site.
- Maximize opportunities for economic development
- Develop both a short-term and long-term strategy for the Site that provide immediate stability, serve the needs of the FCPC, fit into and complement the neighborhood and bring jobs and life back to the Site

The redevelopment included in this Detailed Planned Development involves the following actions: create a new parking structure at the southeast corner of the site.

Renovate existing buildings to create an historic campus (well underway):

Wunder Hall, Albrecht Hall, Rincker Library, The Refectory, and the Gymnasium are contributing historic structures, to be rehabilitated as such. Improvements to the buildings are anticipated to include, but are not limited to; repaired or new mechanical systems, repaired or new roofing, masonry cleaning and pointing, repaired or new window systems and glazing. All improvements will be designed and constructed with the intent to comply with the Secretary of the Interior's Standards for Historic Rehabilitation. At the same time, FCPC also is strongly committed to sustainable and environmentally sensitive design. Design and implementation of the work will be carried out in a fashion which respects and accommodates both objectives.

- Albrecht Hall (underway) - Relocate Tribal Government Offices, Corporate Headquarters for the Potawatomi Business Development Corporation (PBDC) and the FCPC Foundation. This building will require extensive restoration, which will be undertaken with full respect for applicable historic preservation standards. The work is in progress.

- Pritzlaff Hall (complete) – Work on this building, which is not a contributing structure in the Historic District, is completed and was limited to general refurbishment and such internal changes as were necessary to fitting it for modern-day school and office use. It is occupied by Woodlands East School pursuant to a lease.
- Wunder Hall (completed) – This building required extensive restoration, which was undertaken with full respect for applicable historic preservation standards and is substantially complete. With respect to sustainability, FCPC was awarded a U.S. Department of Energy grant to assist it in renovating this structure in an environmentally sound manner. Externally, visual impacts will be minimized. Significant internal changes will be required to accommodate the needs of tenants in the current environment. The building currently is occupied by PBDC and PBDC-owned businesses.
- Rincker Library (underway) – This building will require extensive restoration, which will be undertaken with full respect for applicable historic preservation standards. Externally, visual impacts will be minimized. Significant internal changes will be required to accommodate modern-day requirements and expectations for office use. The work is in progress. The building will be used principally for Tribal functions and education.
- Refectory (future project)– Ancillary use to support other Site Tenants. This building will require significant restoration, which will be undertaken with full respect for applicable historic preservation standards. Externally, visual impacts will be minimized. Significant internal improvements will be required to render the building suitable for modern-day use, particularly on the second floor, which has not been used or maintained for decades.
- Gymnasium/Recreation Center (future project) – Renovation of the Gymnasium to provide ancillary use by Woodlands East School and other Site Tenants. This building will require significant restoration, which will be undertaken with full respect for applicable historic preservation standards. Externally, visual impacts will be minimized. The gymnasium portion of this building is historic, while the recreation center portion is newer, and with no historic value. In the future there will be a request to remove the non-historic recreation center and expand the parking zone along 33<sup>rd</sup> street. A revision to the GPD and DPD will be submitted at that time.

The FCPC has determined that there should be renovation of existing historic buildings (Albrecht Hall, Wunder Hall, Refectory, Rincker Library and the Gymnasium) in a manner consistent with obtaining a Certificate of Appropriateness (COA) from the City of Milwaukee Historic Preservation commission. To date any work permitted by the City of Milwaukee has received a COA, specifically Wunder Hall, Albrecht Hall and Rincker Library.

The Administration Building, which had no historic designation and was not suitable for any productive reuse, has been demolished.

A total of 125 spaces of surface parking will be developed as shown on Sheet DPD.5. A total of 43 surface parking spaces already exist on the campus. A future amendment to the GPD will request demolishing the Pool building (adjacent to the Gymnasium) to allow expansion of the surface parking lot along 33<sup>rd</sup> street to meet the parking needs of the tenants.

As part of this DPD amendment, a total of approximately 118 spaces of structured parking will be developed as shown on sheets DPD.9 through DPD.10. The structure has been designed to be as unobtrusive and as consistent with the character of the surrounding areas as possible. The two-level parking structure will entail one level of parking below ground and one level at grade. Two stair towers will be constructed, along with one elevator within the Northeast stair tower. Additionally, the at-grade level parking will be wrapped by a 4 foot tall decorative metal fence and brick piers.

Any activities likely to cause significant noise audible beyond property lines will be limited generally to the hours of 7:00 am to 7:00 pm. All new transformers, substations, power driven rotating equipment, and HVAC equipment will be screened, sound proofed and located in such a manner that the noise from this equipment is limited to Noise Rating Numbers of 55 during the day (7 am-9 pm) and 45 during the night (9 pm-7 am), as measured at any existing residential property line adjacent to or across the street from the site.

#### Land Use Plan for Near West Side:

The Department of City Development has created the Near West Side Comprehensive Plan (the “Plan”) which identifies this parcel as a catalytic project. The Owner’s intent carries out portions of the Plan by creating opportunity for commercial and cultural investment bringing vitality and jobs to the neighborhood.

The Plan was adopted by the Common Council of the City of Milwaukee on March 19, 2004. The plan identified eight (8) catalytic projects, which were further described in the Plan as follows:

**“Catalytic projects implement key aspects of the plan and spur activity, investment, and redevelopment. Because these projects are expected to produce these effects in the area surrounding the projects as well as in the projects themselves, they are called catalytic.”** (Near West Side Comprehensive Plan – Page 70)

Redevelopment of the “Indian Community School Property” is identified in the Plan as one of the eight catalytic projects. (Near West Side Comprehensive Plan – Page 84):

#### **Project goal: Redevelopment of the Site**

##### **Objectives of the project:**

- **Obtain compatible reuse of a soon to be unoccupied property**
- **Attract development that will have a positive impact on the community**

##### **Recommendations:**

- **Work with the Forest County Potawatomi to achieve appropriate redevelopment of the Site after the Indian Community School relocates**

This DPD clearly advances the goals of the Near West Side Comprehensive Plan.

#### **Storm Water Management**

The quantity and quality of storm water drainage from the Site will be addressed through the use of existing City infrastructure, in compliance with City requirements. The use of “Green Infrastructure”, such as pervious pavements, rain gardens, and bio-infiltration basins, will be evaluated for applicability during the site design process. Other measures, such as underground detention may be utilized to address the impacts of additional impervious surfaces on the storm water runoff from the Site, in accordance with City requirements. There will be no open detention ponds. The current plan for the development of the site includes an underground stormwater storage chamber(s) to the West of the new parking structure as shown on DPD.6.

### **III. COMPLIANCE WITH STANDARDS**

The proposed DPD development rezoning complies with, or varies from, the standards prescribed by Section 295-907 of the Milwaukee Code of Ordinances in the following respects:

#### **A. Size (295-907.2.c-1-a.)**

See Exhibit A The two-level parking structure will be approximately 52,000 square feet. One level will be below ground and one level will be at grade. Additionally, there will be two stairwells and one elevator.

#### **B. Density (295-907.3.c.)**

Not applicable.

#### **C. Space Between Structures (295-907.3.d.)**

The location of structures in the DPD complies with the applicable provisions of 2006 IBC 702.1 as amended by COMM 62.0702, Wisconsin Administrative Code.

#### **D. Setbacks (295-907.3.e.)**

The new parking structure will be approximately 15 feet from the east property line, 15 feet from the south property line, and 15 feet from the existing south curb face of the surface parking lot along the vacated Kilbourn Avenue.

#### E. Screening (295-907.3.f.)

Urban Landscape Treatment will be used as a landscape buffer along all streets. New landscaping will conform to City of Milwaukee requirements. Screening of surface parking and circulation facilities will be comprised of regularly spaced trees and continuous base shrubs, and may include fencing that will create a barrier, but not be a visual screen. Plantings will create a continuous edge of plants, but the eye level zone will be mostly open, to allow for surveillance between parking lots and streets. Facilities such as mechanical equipment or enclosures, dumpsters, and other trash collection equipment, will be screened per Section 295- 405.1.b-7, Type “G” Landscaping (object screening), wherever these facilities are visible to the public. Fencing and walls will be in accordance with Table 295-405.1-c, Fence/Wall and Landscaping Requirements for Landscape Types, and Section 295-405.1.c-5. Landscaping around surface parking lots will comply with the landscaping requirements shown on Exhibit G.

Specifically, this parking structure will have substantial screening on all four sides. The landscaping along the south and east sides will be densely vegetated in order to visually screen the structure from the adjacent residences. Additional care has been taken along the east side to ensure that headlights will not shine into the neighboring houses. Please see the landscape plan for specific details with respect to the landscape screening.

#### F. Open Spaces (295-907.3.g.)

Open spaces that have been or will be improved in this DPD phase are those located in the historic core of the Campus (between vacated Kilbourn Avenue and State Street), and are shown on Sheet DPD.5. Open spaces will include facilities for storm water management, pedestrian circulation, including paved paths and seating areas; landscaped and garden areas with walls and fencing; information features such as signs or kiosks; lighting, shielded so as to not cause glare on adjoining streets and residences; and decorative enhancements, such as flagpoles, artwork, or water features. Landscaping and screening in open spaces will be maintained so as not to create a nuisance or hazardous condition.

Specifically, lighting will be shielded so as to not cause glare and landscaping elements will be added to the South and East sides of the parking structure to shield and screen the parking garage from the adjacent properties.

#### G. Circulation Facilities (295-907.3.h.)

The general location of circulation facilities, including pedestrian and vehicle ingress and egress, as well as drop-off and loading facilities, and elevated pedestrian and vehicular bridges, are identified on Sheet DPD.5. Adequate access for pedestrians and private vehicles will be provided. Parking and loading facilities will be located near the uses they support and will be adequately screened.

Specifically, this parking structure will be accessed from 33<sup>rd</sup> and 32<sup>nd</sup> streets. The existing vehicular and pedestrian gates along 33<sup>rd</sup> street will remain and allow access to both the existing surface parking and the new parking structure. There will be new vehicular and pedestrian gates added at 32<sup>nd</sup> street that will create access to both the existing surface parking and the new parking structure. The structure itself will have two entrances for automobiles and two entrance points for pedestrians. There is one existing pedestrian path on West State Street and two existing pedestrian gates on 33<sup>rd</sup> street.

#### H. Landscaping (295-907.3.i.)

Site landscaping standards will conform to Section 295-405, Milwaukee Code of Ordinances; and will be of a quality consistent with the standards of the American Association of Nurserymen (ANSI 260.1). Surface parking and circulation facilities will be landscaped and screened as specified in III.E above. Open spaces will include the uses and related landscape standards as specified in III.F, above. Landscaping will meet or exceed the requirements of Section 295-405.1.c, for planting materials, fencing and walls, and berms. Landscape features may encroach into the public right-of-way, with City approval, in accordance with Section 295- 405.1.c-8.

Currently, much of the Site is surrounded by a chain link security fence that provides perimeter security for the buildings. It is the intention of the FCPC to remove this fence and replace it with decorative fencing as depicted in Exhibit F (except privacy fencing, also depicted on Exhibit F, may be used where required between parking lots and adjacent residences) that provides for the security interests of persons working in or visiting buildings on the Site, and to do it in such a way that the Site will be accessible to the rest of the neighborhood during normal business hours. The decorative fencing will consist of painted metal vertical pickets with brick piers separating the fence sections.

#### I. Lighting (295-907.3.j.)

New building lighting will conform to the Illuminating Engineering Society Standards and City of Milwaukee Ordinances. All exterior lighting will be shielded so as not to cause glare on adjoining streets, or light escape to nearby residences. Site lighting will be as shown on Exhibit E. Site lighting will be provided for both the West and East pedestrian walks with emergency “blue” light boxes. The pedestrian lighting will be approximately 14’ tall. New lighting at the surface level of the parking will consist of slightly taller and slightly different style LED fixtures, which will provide better control of the light source while illuminating the surface parking area. These fixture will limit light spillage to the adjacent properties. The below grade parking level will be lit by ceiling mounted LED fixtures and will not be visible to the adjacent properties.

#### J. Utilities (295-907.3.k.)

If new transformers and substations are required, they will be installed within buildings or will be otherwise screened from view.

#### K. Signs (295-907.3.l.)

A signage program will be developed for the Concordia Property Trust site. The signage program will include Entrance signs, directional signs, identification signs, decorative lighting features, and canopy signs.

Existing monument signs have been installed at two locations along the south side of West State Street. They are approximately a 10-foot long, 4 foot high sign panel (maximum of 40 square feet), two sided, wood / metal, externally lit.

There will be directional monument signs at key locations around the Site. There will be a maximum of 10 primary and secondary directional signs, with a maximum sign area of 24 square feet. These signs may be internally or externally lit and will be used to identify parking lots, materials management and pedestrian entrances.

Specific to this amendment for the parking structure, there will be signs for directional and other information that may serve other functions, such as decorative lighting, flag poles, and displays. There will be a maximum of six signs, with a maximum height of 12 feet. Depictions of the planned signs are shown on Exhibit D and will be externally light.

#### L. Survey (295-907)

The ALTA/ACSM Land Survey, Sheet DPD.2 shows the property lines. The proposed Project Boundary Description Sheet DPD-3 shows the topography at 1-foot intervals.

### **IV. MINOR CHANGES**

Minor changes to the general and detailed plans may be allowed, provided that such minor changes do not result in certain changes to the plan relating to its general character, or such things as land coverage of buildings and parking areas. The Tribe, in generating the plans for the DPD, has attempted to anticipate all factors required to complete the project successfully, and has invested a substantial amount of time and capital in doing so. However, neither the Tribe nor the City of Milwaukee can predict how the plans set forth herein may unfold in their implementation. In recognition of this

fact, and acknowledging the need to maintain flexibility of plans to be modified for particular circumstances, the Tribe will retain the right to make minor changes to the DPD at any time in accordance with applicable provisions in the City zoning code if sufficient detail is shown in the approved DPD and the changes are administratively reviewed and approved at a staff level.

#### **V. “STATISTICAL SHEET” INFORMATION**

Section 295-907.2.c-1 of the Milwaukee Code of Ordinances provides that this Owner’s DPD Project Description contain a statistical sheet setting forth specific information on the project. The pertinent information required under this Section is set forth on the Statistical Sheet attached hereto as Exhibit A.



**EXHIBIT A**  
**DETAILED PLAN DEVELOPMENT STATISTICAL SHEET**  
**CONCORDIA PROPERTY TRUST SITE**

DPD Proposed Site Breakdown:

2. c-1-a Gross Land Area	363,121	sf	8.336	ac	
2. c-1-b Maximum Amount of Land Covered by Principal Buildings	67,300	sf	1.54	ac	18.5 percent of total (Decrease of 8.3%)*
2. c-1-c Maximum Amount of Land Devoted to Parking, Drives and Parking Structures	56,936	sf	1.31	ac	15.7 percent of total (Decrease of 9.3%)*
2. c-1-d Minimum Amount of Land Devoted to Landscaped Green Space	201,094	sf	4.62	ac	55.4 percent of total (Increase of 15.4%)*
2. c-1-e Minimum Amount of Land Devoted to Walkways Pedestrian Circulation	37,792	sf	0.87	ac	10.4 percent of total
2. c-1-f Total Area Devoted to Non-Residential Uses	363,121	sf	8.336	ac	100 percent of total
2. c-1-g Proposed Number of Buildings	8 Current Existing 1 New				
2. c-1-h Dwelling Units per Building	Not applicable				
2. c-1-i Bedrooms per Unit	Not applicable				
2. c-1-j Parking Spaces Provided	43 Surface (existing) 118 Structured (the subject of this amendment) 161 Total (Increase of 49)* 1.38 Number of cars/1,000 gsf of building area (Increase of .38 cars)				

\* Delta from previous DPD dated October 19, 2010

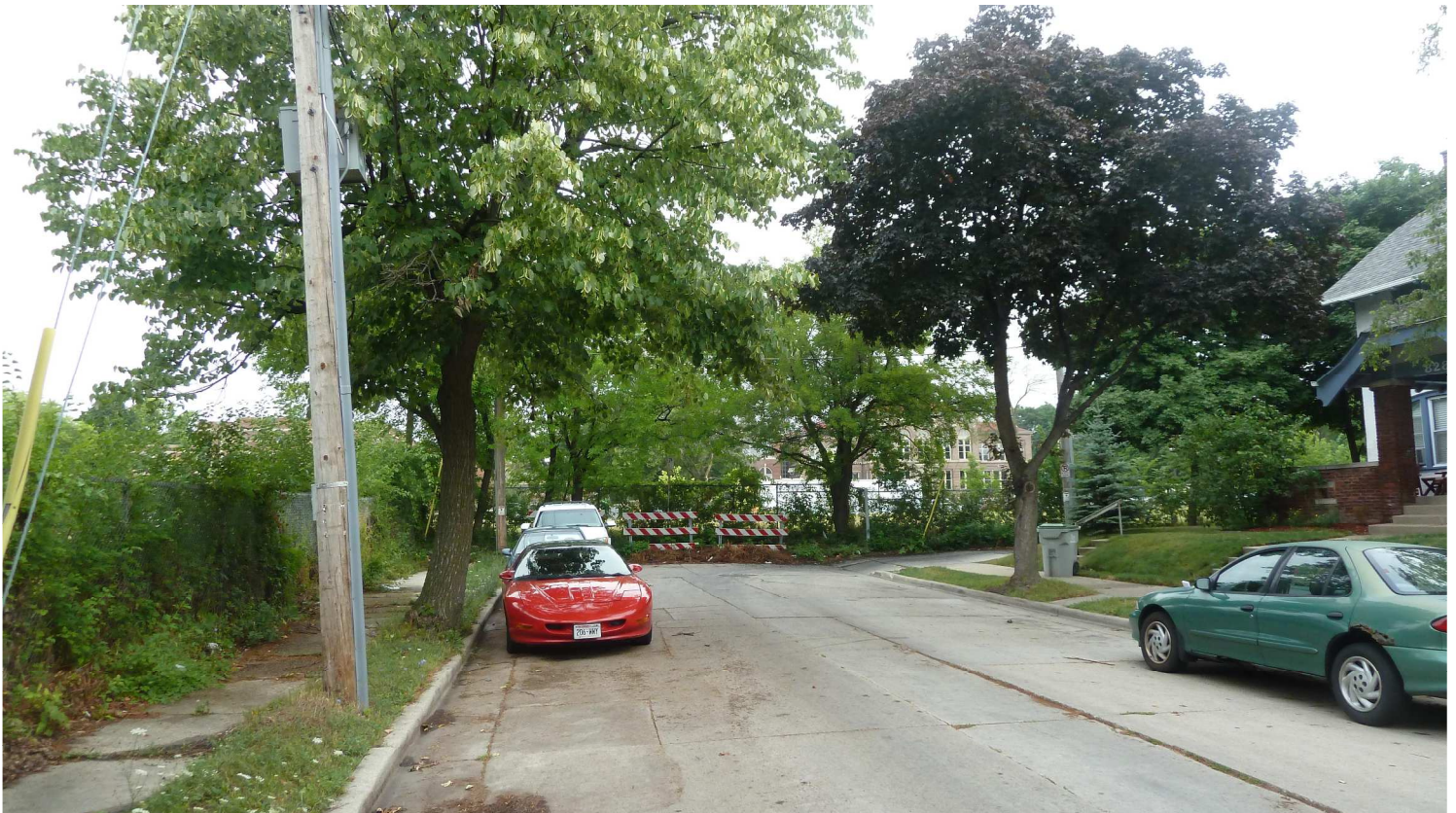
[These statistics reflect only the state of development shown on this Detailed Planned Development application south of the property (3215 W. State Street). They do not reflect ultimate development as shown on the General Planned Development application filed on or about the date hereof. This affects primarily the portion of the Site lying south of vacated West Kilbourn Avenue. Details concerning additional improvements for this area will be provided in connection with an application to amend this DPD at an appropriate time.]



**EXHIBIT B**  
**DETAILED PLAN**  
**SITE PHOTOS**  
**CONCORDIA PROPERTY TRUST SITE**



**VIEW FROM 33rd STREET**  
**PROPOSED LOCATION OF PARKING STRUCTURE**



**VIEW FROM 32nd STREET**  
**PROPOSED LOCATION OF NEW PEDESTRIAN & VEHICLE GATES**



**EXHIBIT C**  
**DETAILED PLAN**  
**SIGNAGE**  
**CONCORDIA PROPERTY TRUST SITE**



**VIEW FROM WEST STATE STREET**  
**EXISTING CAMPUS SIGNAGE**  
Proposed New Signage to Match Existing

**EXHIBIT D**  
**DETAILED PLAN**  
**LIGHTING**  
**CONCORDIA PROPERTY TRUST SITE**



**VIEW FROM CAMPUS**  
**EXISTING CAMPUS LIGHTING**  
Proposed New Lighting to Match Existing



**EXHIBIT E**  
**DETAILED PLAN**  
**FENCING & LANDSCAPE**  
**CONCORDIA PROPERTY TRUST SITE**



**VIEW FROM 33rd STREET**  
**EXISTING CAMPUS PEDESTRIAN & VEHICLE GATE**  
Proposed New Fencing and Gates to Match Existing



**VIEW FROM 33rd STREET**  
**EXISTING CAMPUS METAL FENCE & LANDSCAPE**  
Proposed New Fencing and Gates to Match Existing