



CITY OF WAUWATOSA  
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**COMMUNITY DEVELOPMENT COMMITTEE MEETING**  
**Tuesday, July 11, 2006**

PRESENT: Alds. Birschel, Didier, Donegan, Herzog, Krill, Meaux, Sullivan, Treis -8

ALSO N. Welch, Community Development Dir.; A. Kesner, Interim City Admin./City Attorney;  
PRESENT: W. Wehrley, City Engineer; Deputy Chief W. Rice, Deputy Chief P. Nook; Deputy Chief M. Carberry, Fire Dept.

Ald. Treis as Chair called the meeting to order at 8:03 p.m.

**Conditional Use – 1214 Kavanaugh Place**

Ms. Welch outlined a request by Joseph P. Steigerwald for a Conditional Use in the AA Institutions District for a 200 sq. ft. vestibule addition to an existing gymnasium at the Carmelite Home, 1214 Kavanaugh Place. The vestibule would provide a better entrance and also house lockers, some benches, and an area for coats. The Plan Commission unanimously recommended approval. Ms. Welch noted that a revised parking lot plan is required.

Joseph Steigerwald, 5310 W. State Street, Milwaukee, explained that some community groups use the gymnasium. The addition will allow access without having to go through the main facility.

Moved by Ald. Donegan, seconded by Ald. Krol to recommend to Council approval of the Conditional Use. Ayes: 8

**Land Division – 12000 W. Burleigh Street**

Ms. Welch outlined a request by Emilou Barnes, representative of C164 Continental Fund, for a Land Division in the AA Business District at 12000 W. Burleigh Street. The applicant proposes to divide a recently created parcel at the Burleigh Square development into two parcels. While the proposed parcels meet zoning requirements such as lot size and width, easements/cross access agreements will be needed to ensure permanent street access, utilities, and storm water drainage for all parcels. The Plan Commission unanimously recommended approval.

Emilou Barnes, P.O. Box 220, Menomonee Falls, said that this creates a lot for the proposed Steak and Shake restaurant. She indicated that no additional subdivisions are planned or are, in fact, possible.

Moved by Ald. Sullivan, seconded by Ald. Birschel to recommend to Council approval of the Land Division. Ayes: 8

**Milwaukee County Grounds Floodwater Management Project Erosion Control Plan**

The committee reviewed a request by the Milwaukee Metropolitan Sewerage District (MMSD) for review of the Milwaukee County Grounds floodwater management project erosion control plan. Mr. Wehrley reported

that MMSD initially presented a grading plan that showed soil from the county grounds floodwater basins being placed in other areas in a way that appeared to conflict with the spirit of the Kubala Washatko Architects plan. The areas would be quite flat and would not maintain the natural contours of the land. At the city's request, MMSD prepared a revised plan with contours within the open space and economic development zones that would provide more natural looking, rolling terrain. It includes the same amount of fill and maintains the same drainage patterns.

Tom Chapman of MMSD displayed a large contour map of the revised grading plan, pointing out defined portions of the site. He said that they have revised the grades in response to inconsistencies with the Kubala Washatko plan that city staff identified. A high point is kept on each end and a low point in the middle, just as the Kubala Washatko plan had suggested.

Carolyn Edwards, 1850 N. 74th Street, asked if the revised grading plan is identical to the Kubala Washatko plan. Mr. Chapman said that the Kubala Washatko plan was conceptual and did not have this much detail. He indicated that it is consistent with the rolling topography visualized in the Kubala Washatko plan.

Mr. Wehrley stated that one of the intentions of working with the existing ground from the county grounds basins project is to minimize land disturbance activities. It was necessary to weigh whether it is better to transport that soil off site and disturb another site or to keep the soil as close to the project site as possible and disturb the soil there. Staff felt that the revised plan meets the intent of the Kubala Washatko plan, which is to minimize disturbance. The environmental impact of hauling soil is much greater than placing it on site. In response to a further question from Ms. Edwards, Mr. Wehrley confirmed that the topography in the revised plan is consistent with the rolling landscape envisioned for both the open space and economic development zones.

Barb Agnew, 2276 N. 63rd Street, asked if the grading projects will blend into the wetlands and whether there will be enough graduation so they are not affected. She was especially concerned about the closeness of the erosion control fences to the wetlands, and she also mentioned a sycamore tree that is also in question. Mr. Chapman said that they are not allowed to negatively impact the wetlands. He indicated that he will personally check on the fences near the wetlands, and a landscape architect will move the fence as needed to protect the tree.

Mary Ellen Smith, 2118 N. 65th Street, questioned changes in the terrain around the Eschweiler buildings. She was concerned about markings seen on an aerial view in an MMSD brochure, which Mr. Chapman explained are references to proposed grades. She enjoys the current vista when approaching the Eschweiler site and asked if the incline there will be retained. Mr. Chapman said that the high points will remain at the Eschweiler buildings and the parks administration building. Ms. Smith was also concerned about possible changes in the area of the Ronald McDonald House, which is outside the subject area, and questioned the ownership of that facility. Ms. Welch explained that the entire county grounds remain under the county's ownership, but they have lease arrangements that have allowed for construction of various facilities.

Rosemary Wehnes, 7922 Jackson Park Boulevard, the Midwest representative for the Sierra Club, said that the process that occurred in developing the Kubala Washatko comprehensive plan for the economic development zone was a public one that involved multiple meetings for public input. Proceeding with the proposed grading without public input gives the appearance of a plan that lacks transparency. Ms. Wehnes urged the city to ask MMSD to conduct public hearings in order to ensure an open process and adequate input and to work with Milwaukee County and MMSD to rezone all the land intended for passive recreation to Conservancy District to match existing zoning. She felt that rezoning should be made a condition of the requested permit.

Terri Doucette, 2022 N. 91st Street, said she understands that the detention ponds are intended to help with flooding but reported that people along the parkway in this area have never been flooded. Ald. Donegan responded that the issue of the detention ponds has been discussed and well argued for some time and is off point in this discussion.

Responding to comments, Ms. Welch confirmed that the city never had a vote in approving the ponds but did rezone to Conservancy District the area where they are being excavated. Negotiation on the detention basins themselves was a process that included MMSD, Milwaukee County as the land owner, and the Wisconsin Department of Natural Resources.

Bob Wiedel, 8322 Avon Court, asked why the entire area needs to be fenced in at the initial stage. Mr. Chapman said that they will be working on half of the area this fall followed by the remainder immediately thereafter.

Ald. Birschel asked about information that was included in the previous committee packet. Ms. Welch said that this item was on the previous agenda but was held at MMSD's request when staff determined that the plan was not in keeping with the Kubala Washatko plan. The revised plan shows topography that is much closer to the Kubala Washatko plan and is very similar to a plan that was approved a few years ago as part of the ecological replacement plan.

Ald. Sullivan requested information on ecological rehabilitation of the area. Mr. Chapman said that the plan Ms. Welch referenced applies to plantings in the open space area. An appropriate seed mix has been developed with input from landscape architects, the DNR, and others. There will be trees and shrubs in that area as well. A prairie seed mix that could be adapted later will be used in the economic development area. It is rye grass mixed with other prairie plants and is considered temporary but could remain for five years or more.

Ald. Sullivan asked if the view looking up toward the Eschweiler buildings will be secure. Mr. Chapman said again that the Eschweilers will be the high point along with the parks administration building. Low points as identified in the Kubala Washatko plan would be maintained, and existing wetland drainage would continue.

Moved by Ald. Herzog, seconded by Ald. Birschel to place the matter on file –

In response to questions from Ald. Donegan, Mr. Chapman estimated that about 1.8 million yards of dirt will be moved. In the revised grading plan, they added more dirt to both the open space and Kubala Washatko areas to more closely meet the Kubala Washatko plan, avoiding the Eschweiler and parks administration sites. Mr. Wehrley explained that the Kubala Washatko plan didn't have a grading plan per se but spoke of retaining natural contours. The grading will be consistent with that language provided that development doesn't reshape the contours. Mr. Chapman said that they hope to have a portion done by the end of 2006 with the rest completed perhaps by mid-2007.

Asked by Ald. Donegan about alternatives to placing the fill on site, Mr. Chapman said that moving it elsewhere would involve thousands of dump truck trips on Swan Boulevard to the freeway and off to another area at two or three times the cost and much environmental impact. The bid for hauling dirt off site was \$12 per cubic yard; which is more than three times as expensive as placing it elsewhere within the site.

Ald. Donegan commented that this has introduced many issues on which he doesn't have a good understanding. He agreed that there is a need for public input and for a better picture of how this will look. Ald. Krill agreed and suggested that there may be some leverage at this point for Conservancy rezoning. Ald. Meaux commented that a huge disturbance was already approved in the form of the basin plan. He would also like more information to understand the impact on this area.

Ald. Sullivan spoke of the responsibility of all communities in this river system for flood mediation, noting Wauwatosa's long history of flooding problems. He supported retaining the fill on site, noting that it is not just a question of cost but also of traffic and safety hazards as well as significant damage to roads. He pointed out that the topographic lines on the revised plan are shown at 5-ft. intervals and the grayed-out existing lines are at 2-ft. intervals, making comparison difficult. He also noted significant concerns about the economic development area. It seems that adding 18 feet of fill in the adjacent open space area would significantly impact the economic development area and change the vista of Swan Boulevard and the Eschweiler buildings. He suggested holding this matter for one month to allow time for a public hearing and submission of a map with comparable topographic intervals.

Mr. Kesner noted that Council committees do not meet during August. Since MMSD is already digging and spending taxpayer money, it would be difficult to place the project on hold. He clarified that the erosion control plan submitted to engineering does not require Council approval. Such plans are routinely reviewed and approved by staff. When the first version of the subject plan came through, staff determined that it didn't seem to meet the Kubala Washatko directives cited in the resolution adopted at that time and placed it on the agenda for the June 27th meeting. The revised plan now meets with staff approval and could proceed, but the request was brought back to committee to be placed on file since it had been on the previous agenda. Mr. Kesner emphasized that this is an important project that is moving forward. He believes that the revised plan has been responsive to the city's desires and needs. The committee is being asked to place it on file so that it can move forward through the administrative process. The timing of MMSD's request is normal for this type of project.

Ald. Donegan said he feels that the addition of two million yards of dirt changes the plan; you cannot add that much and remain consistent with the Kubala Washatko plan. Mr. Chapman clarified that less than one-fourth of that is going into the economic development area. Ald. Donegan spoke of the delicate compromise and contentiousness of issues regarding the county grounds and indicated he still sees the need for further study. Mr. Kesner responded that the city has a limited role in what goes on in the county grounds. Administratively, they need our erosion control permit but not for the overall placement of dirt.

Ald. Herzog said that this has been discussed for over two years and the Council has unanimously adopted at least two, and perhaps three, resolutions approving the detention ponds. The grading plan involves placing additional dirt in the economic development zone without violating the Kubala Washatko plan. Professionals on staff—our city engineer, who is a civil engineer, our city planner, and our city attorney—are telling the non-professionals on this committee that this is within the concept of that plan. Experts have determined that keeping the dirt on site seems to be the best solution. It is a question of relying on our professionals and moving ahead so that we can get our detention ponds and the Hart Park expansion, which relies on the ponds.

Ald. Sullivan agreed that there has been a clear consensus on the detention ponds. We cannot responsibly shut down the entire project at this point due to the tremendous cost and the need for flood control. Placing this on file would allow the process to proceed, but there should still be some continued public input to establish that the community feels this is consistent with the Kubala Washatko plan. He would also still like to see a map that allows for a better comparison on grading.

There was further discussion of possible courses of action. Ald. Herzog questioned the committee's ability to determine if a map with more comparable contours meets the Kubala Washatko plan, which doesn't have prescribed contours. Ald. Donegan felt that the question instead is whether an acceptable alternative to adding that much dirt can be found. Mr. Kesner indicated that it may be possible to get more information on the amount of fill in the economic development zone and a map with better comparisons to the committee before or at the time of next week's Council meeting.

Responding to questions from the Chair, Mr. Wehrley said that the site as originally designed looked like an engineered site, which was contrary to Kubala Washatko language. With big flat areas, it looked like it was being prepped for development as an industrial or commercial site. The revised plan shows rolling topography. Within the economic development area, there will be nearly 30 feet of vertical difference between high and low points. In between there would be standard engineered side slopes. It will be a natural looking varied slope so that it looks like it developed over the years. The present plan comes closer to matching the intent of the Kubala Washatko plan. The issue of whether the new grades in the development area would remain permanently depends partially on whether the county adopts the Kubala Washatko plan. If they do, then those parcels would remain in similarly graded topography at the time of any sale. If the county wanted to flatten out the land, the city would find that is not in conformance and the whole process would begin again. The city has only the erosion control process to control how the site is graded. Mr. Wehrley further noted that the Kubala Washatko plan speaks in generalities of maintaining high points and low points and minimizing land disturbance. The intent of the rest of the plan is more toward how the land can be developed in a way that is good for the environment and still provide economic stimulus to the county and the city.

Following continued discussion and debate, Mr. Kesner said that a report placing the matter on file, if that is the committee's recommendation, would go to Council next week. Prior to that time, Mr. Chapman can work with staff toward getting some of the requested information on alderpersons' desks before the final vote. Mr. Chapman indicated that he will do his best to meet that deadline.

Vote on the motion, Ayes: 8

(The meeting recessed at 9:37 p.m. and reconvened at 9:46 p.m.)

### **Development Proposals for Public Works Site South of Walnut Road**

Per the committee's directive at the meeting of June 13, two developers were present to make presentations on their proposals for the public works site south of Walnut Road. The Chair reported that he has granted a request by Mr. Conley of Metropolitan Development to make his presentation at the next meeting. Mr. Conley submitted his information to the planning office on time but was unable to present the proposal tonight. Also, he has told the developers that they do not need to specify dollar amounts tonight, but they will have to provide those numbers in at the next meeting.

Jack Shepherd, representing the Thompson Corporation and the Shepherd Partnership, outlined his proposal, "Wildflower Planned Residential Development." He summarized the background of both companies, including past and current developments, noting that projects in Wauwatosa such as Serafino Square and Normandy Village have stood the test of time and have generated over \$24 million in real estate taxes to the community.

Mr. Shepherd described the proposed residential development with building sizes ranging from four to 47 units for a total of 366 units in one configuration and 384 units in a second option. It includes both apartment

buildings and condominium units. Generous underground and surface parking for residents and guests is included within a total of 851 parking spaces.

Mr. Shepherd discussed traffic that the development would generate, estimated at 4.71 movements per day, and mentioned neighborhood benefit. Providing units for empty nesters will benefit the schools, he said, by freeing housing for growing families. The developers would support and help with the creation of a neighborhood park to the north subject to usability by Wildflower residents. Mr. Shepherd concluded with references to his successful developments including Waterford Square in New Berlin and San Camillo, Normandy Village, Serafino Square in Wauwatosa and spoke of his vision: "Some see things as they are and say why, I dream things that never were and say why not."

Helmut Toldt of Toldt Development, Inc. outlined his proposal, "The Mt. Tosa Neighborhood," a medium density mixed use neighborhood of 427 homes and 7,500 sq. ft. of office and retail space. He described traditional development patterns in the past and said that, conceptually, development will be completely different 5, 10, 15, or 20 years from now from what has been seen before. He said that the focus of this development is continuation and completion of the adjacent neighborhood, which is a mixed use Wauwatosa neighborhood including single and multi-family residential and commercial uses. The variety of styles found in such continuation would include townhouse condos, flat condos, lofts, live-work spaces, a small retail area, and buildings for elderly residents.

Mr. Toldt said that the project presented tonight has not changed from that presented several years ago. The concept of developing buildings within an existing neighborhood has some permanence and doesn't change with the economic cycle. Proposed density is in the low-400 range, a density that he feels is exactly what Wauwatosa needs. Although the city's population roughly doubles during the day, almost no new housing has been built over the last 15 years. Wauwatosa needs to attract a future generation from the variety of people that come into the community and also needs to provide houses for empty nesters who don't really have a lot of housing choices. Over \$50 million of real estate value would be created. Further information is contained in the submittal brochure.

In response to questions, Mr. Toldt said they have looked at the site as being roughly the size of 4-6 city blocks and believe it needs to be planned that way as a continuation of the neighborhood. It is a natural evolution of the way the development process has always occurred. Citing the popularity of urban areas, he said that it seems that developments with the highest density have the highest real estate values and are places that people most like to live. There is a segment of the population that is attracted to density as long as there is significant green space, and they don't mind living next to industrial or commercial uses. Live-work units with living space on the second floor might serve insurance businesses, artists, or similar uses. The retail component might be a coffee shop or other business that serves the residential development as well as the commercial businesses to the south and east and residents to the west. Mr. Toldt acknowledged that 400 units may seem fairly dense, but there are roughly 220 apartment units on 116th Street between Walnut and Watertown Plank Roads.

The Chair indicated that this matter will be held until the next meeting on July 25 when a presentation will be made by Metropolitan Development.

### **Fire Department Facility Study**

Deputy Chief Rice reported that he has worked on the fire station project with Chief Redman and the city's consultant, Zimmerman Design. He narrated a Power Point presentation intended to better clarify the condition

of fire station #1 at 1463 Underwood Avenue as well as answer questions raised at the previous meeting. Numerous photos illustrated the information presented.

The “old” part of the building was constructed in 1927; the “new” portion dates to 1942. The 1927 building has housed a laundry, the health department, and the police department. A large jail portion was eventually torn down. When the 1942 portion was built for the fire department it was much larger than their previous quarters across the street and about a half block to the south. When the police operation moved out, fire administrative offices moved into that area in the 1927 portion. Photos contrasted the considerable size differences between earlier fire and rescue vehicles and present-day equipment.

The issue that Chief Redman considers most serious is the life safety issue involving safe passage from the dorm where firefighters sleep to the nearest protected stairwell in another portion of the building. The building also lacks sprinklers and would not meet current code requirements for new construction.

Fire apparatus at each station was detailed, as well as space for other functions and storage. All space at each station is fully occupied.

- Station #1 houses ladder, engine, and rescue vehicles, the command car, and a training car. The vehicles have staff assigned to them 24 hours per day. The department’s vehicle repair operation is also headquartered here, further complicating use of the limited space. The maintenance division’s old pickup truck and an inspectors’ car are housed in the adjacent east garage.
- Station #2 at 4187 N. Mayfair Road, built in the mid-50s, was renovated in the early to mid-1980s, adding sleeping quarters and an additional bay. The height of its doors is also problematic, being the same as at station #1. The consultant recommends adding a bay with an additional door. Station #2 houses a spare ladder truck, spare engine truck, a quint vehicle, and two rescue vehicles.
- Station #3 on the county grounds at 10525 Watertown Plank Road was built by the county in 1981 to replace an older station. With four bay doors, it is the largest station and houses an engine truck, a quint, two rescue vehicles, medical and utility vehicles, the haz-mat trailer, and the fire safety house.

Structural conditions illustrated at fire station #1 include site access limitations, a vertical crack and settling in the south stair tower, cracks in the new elevator tower, and east wall failures. As a result of multiple remodeling and alterations, electrical systems have been altered; plumbing systems have been changed, extended, and partially replaced; and significant HVAC alterations have been made resulting in inefficient operations throughout the building. Columns that support the entire second floor of the 1942 building are rotting at the base. There are also safety concerns about the portion of the basement that extends under the Underwood Avenue roadway.

There are only 2-inches of clearance between the garage door and aerial ladder of station #1’s ladder truck. The clearance for mirrors on either side of the truck is 4 inches. The newest rescue vehicle has about 2 inches of clearance. Ladder #1 and quint #2 are low-profile rigs that were purchased specifically because of the door limitations, but they have not proven satisfactory due to a 40% reduction in equipment storage space, 40% reduction in water carrying capability, the need for frequent repairs, and a significant increase in repair time. There has been one very serious injury in connection with a low-profile rig. The newest quint at station #3 is a standard size rig, which is at least 8 inches too high for the doors at station #1. The department has decided to no longer purchase specially designed low profile apparatus.

Difficulties due to apparatus stacking and maintenance operations at station #1 were explained. There are only three doors and four front-line rigs there. In addition to dealing with breakdowns, all rigs are fully checked out there on a quarterly basis. Almost all repairs are handled internally. Various maintenance functions were listed

and explained, including tilt-cab height issues and insufficient width for vehicle lifts. If a rig does not fit inside the station, it is often necessary to do the repairs outside, regardless of weather.

A handout prepared by Zimmerman Design detailed estimated costs for stand-alone administration, maintenance, and station facilities. Separating those functions would compromise coordination of daily activities. In addition, emergency support duties and interaction of the command staff with other personnel would be lost and accountability of personnel diminished. Personnel and equipment would need to travel daily to other facilities to accomplish basic operational objectives. Inspection and review of vehicles and equipment would become time consuming.

The Chair indicated that discussion would continue at the next meeting. The consultant will be asked to come to one of the upcoming meetings.

Ald. Donegan reiterated his request made at the previous meeting to place on the agenda the question of taking options #3 and 4 of the study out of consideration and reducing discussion to options 1 and 2—a new building on portions of acquired and existing property within the station #1 site or remodeling the existing building with portions of new construction on acquired and existing property.

Lynn Burke, 1810 N. 73rd Street, asked if there has been any more input on the Greek church site. The Chair indicated that question would be covered in the future.

Brian Craite of Menomonee Falls, co-owner of Cody and Company at 1457 Underwood Avenue, questioned the need for additional parking. He has monitored the lot and found it is not full even when shifts change. Deputy Chief Rice said there are times when there is no parking available. There are a lot of vehicles that need to park in those spaces. He suggested that it would be helpful to hear the consultant's professional opinion on appropriate parking. The Chair said that question will be taken into consideration.

Sally Sprenger, representing 7425, 78413, and 7400 Harwood Avenue, indicated that she plans to forward a list of question she would like to have answered at the next meeting.

The meeting adjourned at 11:27 p.m.

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Carla A. Ledesma, City Clerk  
Wauwatosa, Wisconsin