

**STAFF REPORT
WEST ALLIS PLAN COMMISSION
WEDNESDAY, SEPTEMBER 28, 2016**

6:00 pm

ART GALLERY – CITY HALL – 7525 W. GREENFIELD AVE.

1. **Approval of the minutes of the August 24, 2016 meeting.**
- 2A. **Special Use Permit for Light of Grace Annex, a proposed religious institution, to be located at 5900 W. National Ave.**
- 2B. **Site, Landscaping and Architectural Plans for Light of Grace Annex, a proposed religious institution to be located at 5900 W. National Ave., submitted by Kris Nelsen, d/b/a Light of Grace. (Tax Key No. 438-0300-000).**



Overview and Zoning

The applicant, who operates the Light of Grace religious facility (chapel and office) next door at 5806 W. National Ave., has applied to open a secondary religious institution “annex” at this property at 5900 W. National Ave. The property under review was most recently operated as a daycare. The applicant has owned both of the properties since December 2015.

The two properties share a parking lot, which is located between the two buildings. The parking lot was also reviewed with this application, since it is presumed that users of the “annex” would be parking in the lot.

The property is zoned C-3 Community Commercial District, which permits religious institutions as Special Uses. The proposed use of the property would be to hold educational classes, spiritual study groups, meditation groups and community gatherings. The anticipated average occupancy would be 15 people during the week and 30 people on Sunday, with no more than 40 people at any given time. The hours of operation would range from 9:00 am to 8:00 pm Monday thru Saturday, and 10:00 am to 4:00 pm on Sunday.

No improvements are proposed with this occupancy.

Site and Landscaping

No site or landscaping plan improvements were proposed with this application, so staff reviewed the existing plans on file, which date to 2003, with slight modifications in June 2016. In general, the public-fronting landscaping, which was refreshed this summer in response to an occupancy

review is in great condition. Landscaping at the rear of the property could use some freshening-up and/or trimming, but no plan modifications are requested.

However, of note, the refuse enclosure that was on the site has been removed. This will need to be re-installed per the approved plan, or the two dumpsters on site will need to be removed or kept inside. Confirmation of proposed plans is being requested as a condition of approval.



Architecture

No architectural improvements were proposed with this application either. General clean-up of the building, including removal of painted window signage is being recommended prior to occupancy.



Parking

The "annex" is located next to a parking lot, which will be shared with the chapel and office building. Based on the 1948 sq. ft. first floor occupancy, the "annex" would be required to provide 13 parking spaces, including at least one ADA compatible stall. Per the previously approved plans, 30 stalls may be provided on site, including 2 ADA compatible stalls. Based on a site inspection, re-stripping of the stalls is being recommended as a condition of approval.



Signage

The "annex" building itself currently has a wall sign affixed to the wall for the previous day care use. It would be expected that this sign would be removed. If new signage is proposed to replace that sign, staff review and approval may be sought through the Department of Development.

The parking lot site also has a non-conforming freestanding sign that will technically need to be brought into conformance with this review, since Plan Commission review is required for the Special Use. Confirmation of the removal of the sign is being recommended as a condition of approval. If the applicant would like to install a new freestanding sign in its place, review and approval may be sought through the Department of Development.



Recommendation: Recommend Common Council approval of the Special Use Permit for Light of Grace Annex, a proposed religious institution, to be located at 5900 W. National Ave. and approval of the Site, Landscaping and Architectural Plans for Light of Grace Annex, a proposed religious institution to be located at 5900 W. National Ave., submitted by Kris Nelsen, d/b/a Light of Grace. (Tax Key No. 438-0300-000), subject to the following conditions:

(Items 1–5 are required to be satisfied prior to the issuance of building permits associated with the proposed work reviewed by the Plan Commission. Contractors applying for permits should be advised accordingly.)

1. Site, Landscaping and Architectural improvements to include the following: (a) replacement of the previously installed refuse enclosure, or confirmation that no refuse will be kept outside; (b) re-striping of the parking stalls within the parking lot, including required ADA stalls and aisles; (c) removal of previous tenant's window signage; and, (d) re-anchoring of wheel stops, as needed. Contact Bart Griepentrog, Planner II at (414) 302-8469 with any questions.
2. An estimated cost of refuse screening being submitted to the Department of Development for approval. Contact Bart Griepentrog, Planner II at 414-302-8469.
3. A surety bond or other form of security as required under Sec. 12.13(14) of the Revised Municipal Code in the amount of 125% of the estimated cost of refuse screening shall be executed by the applicant prior to the issuing of a building permit. Contact Bart Griepentrog, Planner II at 414-302-8469.
4. Property owner's acknowledgement signature that the non-conforming pole signs will be removed within one year of plan approval.
5. Common Council approval of the Special Use Permit and Transitional Use Permit. A Public Hearing is scheduled for October 18, 2016.

(Remaining conditions of approval to be satisfied by the property owner within one year of Plan Commission approval)

6. Compliance with Section 2814 of the City's Policy and Procedures Manual relative to that policy as it relates to the replacement and repair to City walkways of damaged or defective (if any) abutting sidewalk.

3. Site, Landscaping and Architectural Plan amendment for proposed exterior building improvements to the existing Perkins restaurant property located at 2878 S. 108 St. submitted by Kevin Donahue, Manna Inc./BF Companies and Pat Correll, CBT, Inc./BF Companies (Tax Key No. 519-0001-012).

Overview and Zoning

Perkins restaurant is required by the franchisor (Perkins Family Restaurants) to comply with evolving image standards in order to remain in the Perkins brand. The property is located on the east side of Hwy 100 just south of W. National Ave. This area is zoned C-



4/Regional Commercial District. Exterior changes to the building prompt site, landscaping and architectural review before the Plan Commission. The estimate project cost is about \$33,500.



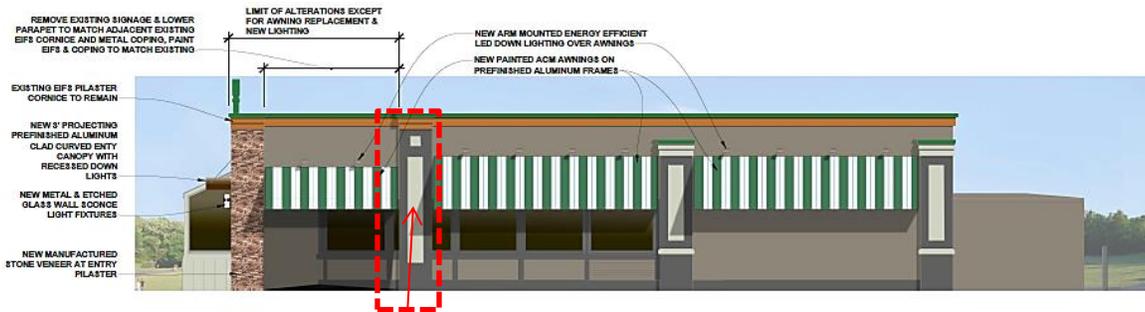
Architecture

The building was converted to a Perkins Restaurant in 1999 and this is the last time major changes were made to the building's exterior. Proposed exterior updates are primarily focused upon the main entrance and awnings and include the following:

- Install decorative stone (ledgestone by Coranado) and new wall sconce lighting on two existing entry columns on the west side of the building.
- The main entrance area (facing Hwy 100) will feature a curved metal clad canopy with down lighting. Existing wall signage will be removed from the south elevation and the south parapet wall lowered.
- Existing awnings will be removed and new ACM metal awnings (with applied factory color finish) installed.
- New LED downlights on stems will illuminate the new awnings from above.
- Compliance with window signage requirements



01 WEST ELEVATION



02 SOUTH ELEVATION



02 NORTH ELEVATION

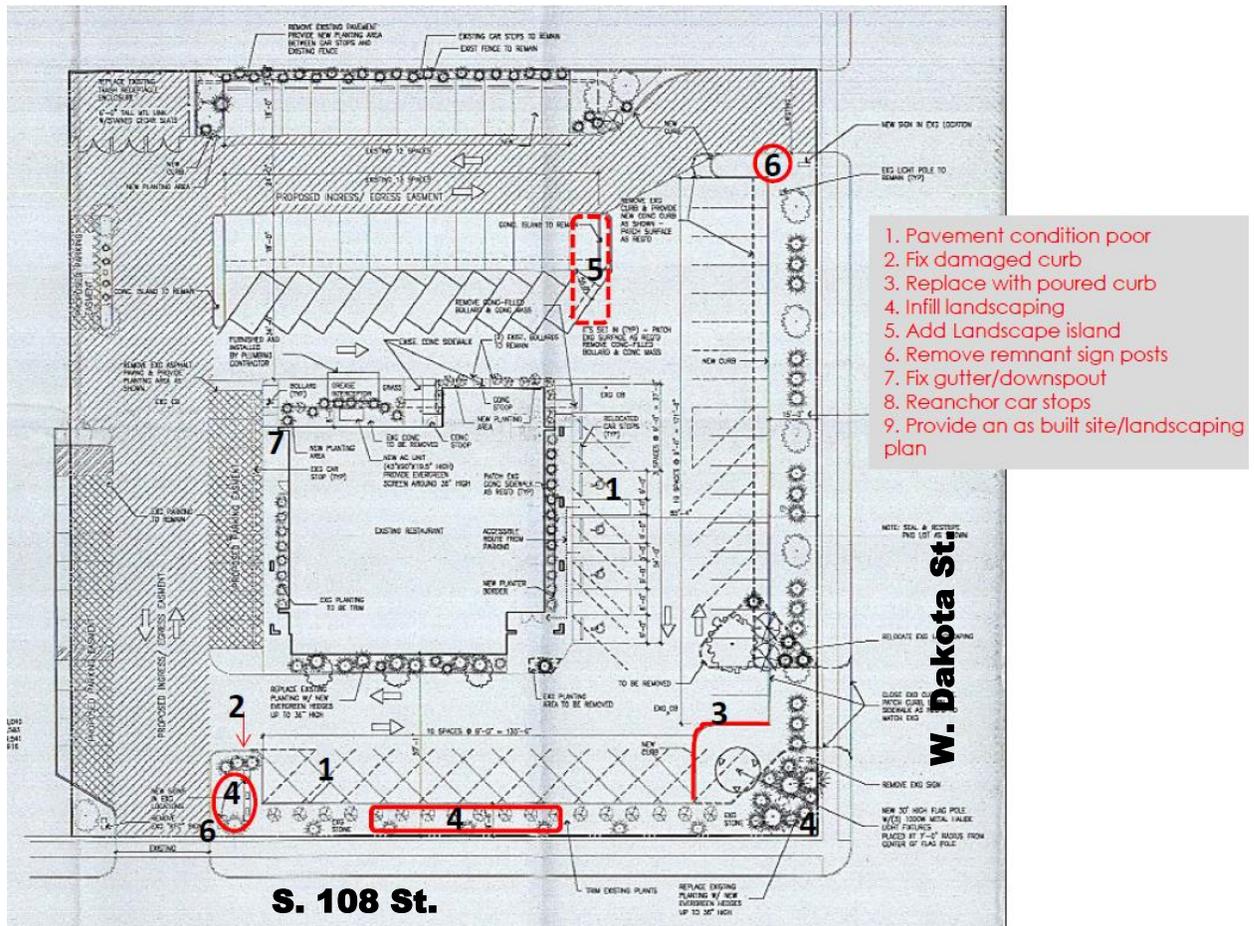
Staff comment – In addition to the proposed Perkins image updates, staff has recommended that the existing column (on south elevation near entrance) also be clad with decorative stone. Perkins wishes to focus its stone work solely on the west entrance elevation (facing Hwy 100).

Site and Landscaping

The site is under an approved site and landscaping plan from 1999. While Perkins wasn't proposing any site updates, they are in agreement with the staff's recommendations as follows:

- Patch and seal damaged pavement areas
- Repair damaged curb and replace wood timber curb at SW corner with poured curbing
- Add infill landscaping along Hwy 100 (within existing mulch bed area and around sign)
- Install a landscaping island on the south endcap of the rear parking lot.
- Re-anchor wheel stops as needed

Proposed Updates to Site



Staff comment – Perkins has agreed to complete the above referenced site/landscaping improvements and also prepare an as built site/landscaping plan as a condition of approval.

Recommendation: Recommend approval of the Site, Landscaping and Architectural Plan amendment for proposed exterior building improvements to the existing Perkins restaurant property located at 2878 S. 108 St. submitted by Kevin Donahue, Manna Inc./BF Companies and Pat Correll, CBT, Inc./BF Companies (Tax Key No. 519-0001-012), subject to the following:

(Items 1-3 are required to be satisfied prior to the issuance of building permits associated with the proposed work reviewed by the Plan Commission. Contractors applying for permits should be advised accordingly.)

1. Revised Site, Landscaping and Architectural Plans being submitted to the Department of Development to show the following: (a) installation of decorative stone on the south column nearest the main entry; (b) an as-built site/landscaping plan being provided to the Department of Development to address site and landscaping updates noted within the Staff Report; (c) a bicycle rack being incorporated into the site plan. Contact Steven Schaeer, Manager of Planning and Zoning at (414) 302-8460 with any questions.

2. An estimated cost of landscaping and screening being submitted to the Department of Development for approval. Contact Steven Schaer, Manager of Planning and Zoning at (414) 302-8460 with any questions.
3. A surety bond or other form of security as required under Sec. 12.13(14) of the Revised Municipal Code in the amount of 125% of the estimated cost of landscaping and screening shall be executed by the applicant prior to the issuing of a building permit. Contact Steven Schaer, Manager of Planning and Zoning at 414-302-8466.

(Remaining conditions of approval to be satisfied within one year of Plan Commission approval;)

4. Signage plan being submitted to the Department of Development for review and consideration.
5. Compliance with Section 2814 of the City's Policy and Procedures Manual relative to that policy as it relates to the replacement and repair to City walkways of damaged or defective (if any) abutting sidewalk.

4. Site, Landscaping and Architectural amendment for a proposed site plan modification for the Center for Deaf-Blind Persons, Inc., a proposed office use located at 8302-8314 W. Lincoln Ave., submitted by Julie Carlsen of BSI, Inc. and Joan Schneider of the Center for Deaf-Blind Persons, Inc. (Tax Key No. 477-0658-001).

Overview and Zoning

The Center for Deaf-Blind Persons is Wisconsin's only agency specializing in services for persons who are totally deaf and who have varying degrees of blindness. The center offers support and one-on-one skills training needed to assist clients to live independent and productive lives.

Hours of operation are 8am to 4:30pm M-F and 10am to 2pm on once a month on Saturdays. The center has 7 employees and on average offers one on one training to its clients. Most clients are dropped off via van service or use public transportation.



A total of 19 parking spaces are available on site currently. In order to optimize the site for client drop offs 4 parking stalls are proposed to be removed. The site is required to provide 17 parking spaces. The center will seek a variance to the parking quantity to allow for 15 spaces. No other site changes are proposed.

BSI, Inc. and Joan Schneider of the Center for Deaf-Blind Persons, Inc. (Tax Key No. 477-0658-001), subject to the following:

(Item 1 is required to be satisfied prior to the issuance of building permits associated with the proposed work reviewed by the Plan Commission. Contractors applying for permits should be advised accordingly.)

1. Revised Site, Landscaping and Architectural Plans being submitted to the Department of Development to show the following: (a) site/landscaping updates with the previously approved plan; (b) replacement of the refuse enclosure doors; (c) clean-up of existing facade. Contact Steven Schaer, Manager of Planning and Zoning at (414) 302-8466 with any questions.

(Remaining conditions of approval to be satisfied within one year of Plan Commission approval;)

2. Signage plan and lighting being submitted to the Department of Development for review and consideration.
 3. Compliance with Section 2814 of the City's Policy and Procedures Manual relative to that policy as it relates to the replacement and repair to City walkways of damaged or defective (if any) abutting sidewalk.
5. **Architectural Plan amendment to modify a previously approved plan for an existing building, formerly Winn Design and Construction, located at 11016 W. Becher St, submitted by Pat Corragio/P and A I, LLC, property owner (Tax Key No. 481-9995-009).**

Overview and Zoning

Last October the Plan Commission approved an architectural plan for a new tenant (Winn Design and Construction) within the existing building at 11016 W. Becher St.

Plan Commission approved various site, landscaping and architectural changes as part of the proposal. Winn Design never ended up occupying the building, and is has since been sold to a new owner (Pat Corragio).

Mr. Corragio is in the process of completing the approved site and landscaping improvements per the 2015 approval, but is amending the architectural plan to simply maintain the south brick elevation and replace windows.

The previous plan for Winn Design proposed to alter the south elevation with 2nd floor windows and a wood wall of clear-coated fir siding on the western edge.

The site is zoned M-1, future use for the building is unknown at this time, but the new owner is eager to clean up and update the property to begin marketing it for a new business. Future business uses will be confirmed for zoning compliance at the time of their occupancy applications.





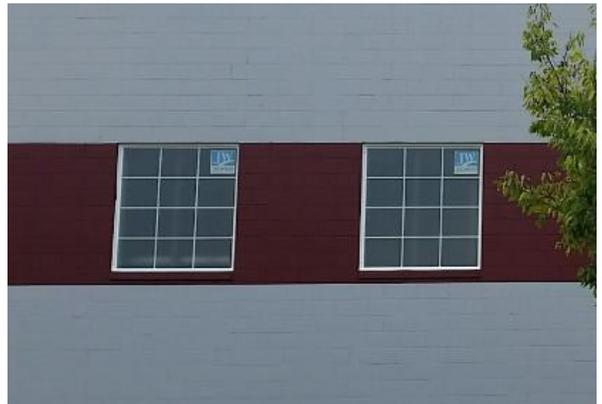
Architecture

The building, which is approximately 150 ft. deep and 40 ft. wide, is positioned 70 ft. back from the right of way. Its front façade is currently clad in brick, while its other three elevations are comprised of painted masonry block. Windows and doors are featured on all facades.

The project renovation will include adding replacement storefront windows on the south elevation and also replacement windows on the east and west elevation. Overhead doors will also be repaired and/or replaced. The existing painted block will be repainted from beige to a light gray.

Lighting plans have not been provided for review, but staff would like to note that any proposed fixtures should not splay light onto neighboring properties and should be of adequate design to complement the building.

PROPOSED WINDOW REPLACEMENT



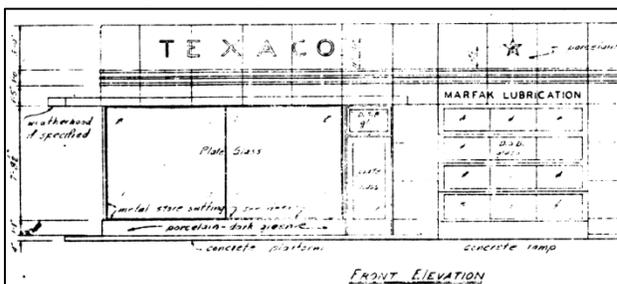
Recommendation: Approval of the Architectural Plan amendment to modify a previously approved plan for an existing building, formerly Winn Design and Construction, located at 11016 W. Becher St, submitted by Pat Corragio/P and A I, LLC, property owner (Tax Key No. 481-9995-009), subject to new windows being recessed

- 6. **Site, Landscaping and Architectural Plans for proposed site and building improvements to the former restaurant property located at 3411 S. 108 St., submitted by Donald Kurkowski, Architects/Planners, S.C. and Bill Alfahel, property owner. (Tax Key No. 523-9951-002).**

Overview and Zoning

A former gas station, Texaco, and more recently the Double Dragon restaurant, the property has been sold to Mr. Billy Alfahel who is proposing to renovate the building for a potential restaurant use.

The existing building is located at the intersection



of S. Wollmer Rd. and Hwy 100. Surrounding uses include Wilde Toyota to the north, Morgan Grove Apartments to the south and west, and the city of Greenfield to the east (commercial uses).

The building is about 2,400-sf and was built in 1957. Most recently the building was the Double Dragon restaurant.

The property is zoned C-4 Regional Commercial District, which allows for a variety of retail, office and commercial land uses. The new owner is proposing to renovate the building, improve the site and landscaping conditions and then market the property for a commercial tenant (expected occupancy 2017).



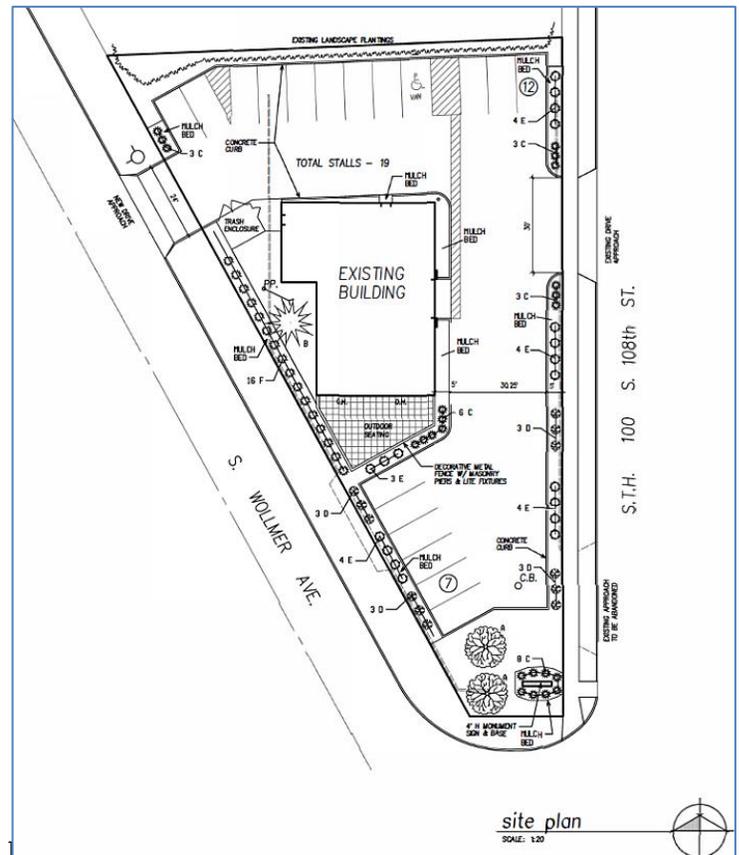
- The actual use for the property will be considered at a future date as part of the business occupancy permit process.
- If a restaurant use is proposed, a special use would be required.

Site and Landscaping Plans

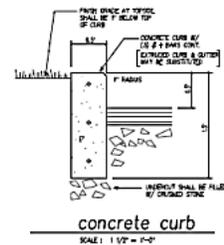
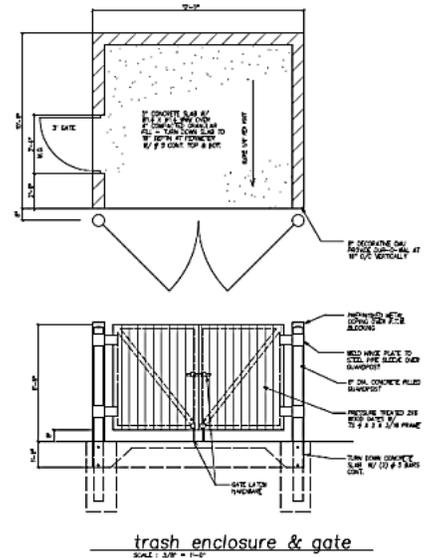
Site conditions – recently vacant. The property currently has 2 access driveways along Hwy 100 and nothing on S. Wollmer Rd. There is also currently a pole sign and some green space areas on the north and south ends of the site. About 20 parking spaces exist on site currently. The parking lot surface essentially abuts the sidewalk along Hwy 100 without any separation (edge treatments – landscaping, curb or decorative fencing).

Proposed Site and landscaping - changes are proposed as follows:

- Remove remnant curbing and wheel stops, saw cut and remove pavement



- for new 5-ft wide perimeter landscaping beds along S. 108 St. and S. Wollmer Rd.
- b) Poured concrete curbing will be installed at driveway entrances and to separate parking lot from landscaping beds.
- c) A patio area is proposed on the south side of the building. The pavement type is unidentified, but it will be fenced (decorative metal w/ masonry piers) and include perimeter landscaping.
- d) An existing 30-ft driveway on S. 108 St. will be voluntarily closed and a new 24-ft driveway is proposed on S. Wollmer Rd.
- e) A refuse enclosure will be installed/located on the west side of the property. 6-ft tall enclosure, wood gated access and with a personnel door.



Existing parking count = 20 spaces
 Parking required (restaurant 1:150) = 16 spaces
 Parking proposed = 18 spaces (includes 1 ADA)

Staff comments:

1. Plans shall identify proposed pavement improvements to the parking lot and the type of pavement surface proposed for the patio area.
2. The refuse enclosure shall be designed to match the building.
3. Remove the existing wood light pole on NE side of site. Any new lighting shall be presented to the Department of Development in the form of a lighting plan.

The proposed plan has been shared with WisDOT for review. Initial comment is agreement with the closure of the south driveway on site.

Architectural

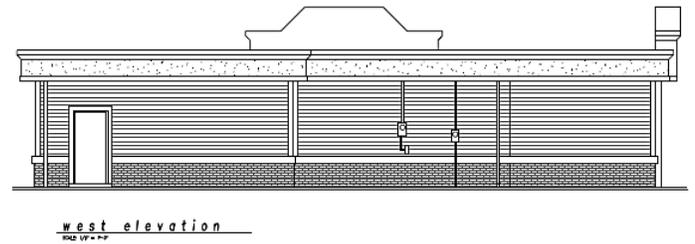
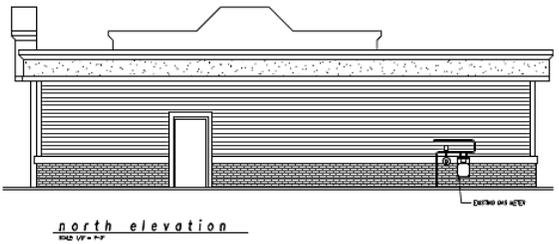
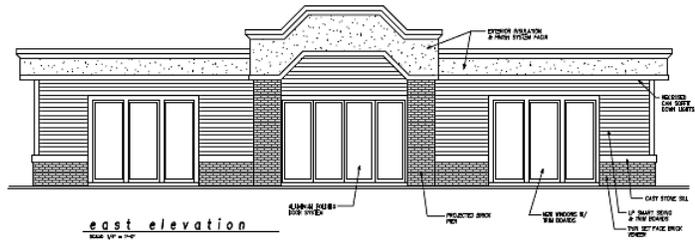
The new owner intends to update the building exterior and demo the interior space.

Proposed exterior improvements include:

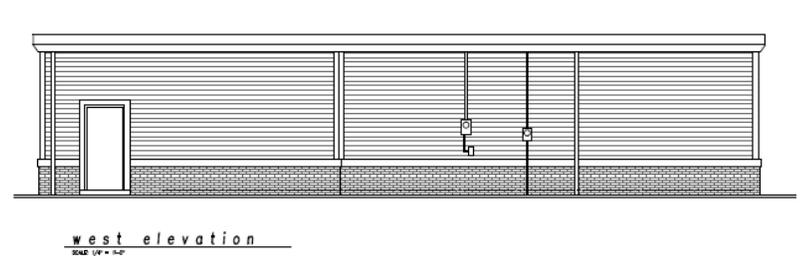
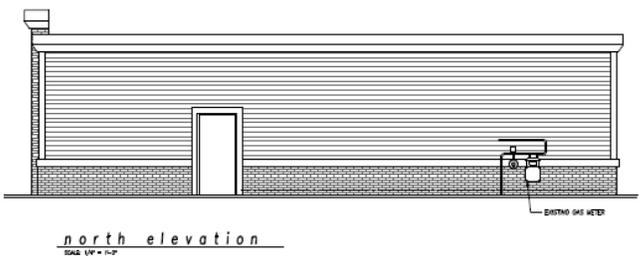
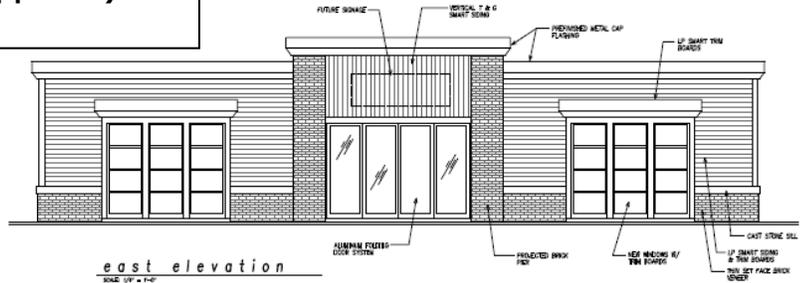
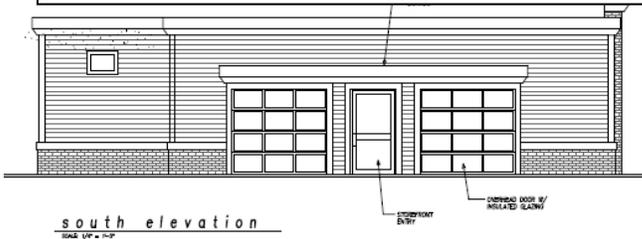
- a) Brick base on all sides of the building (approximately 3-ft high with a masonry sill cap.
- b) LP Smart siding and trim work
- c) New storefront windows, an aluminum folding door system on the east elevation (the entrance), and two overhead doors opening onto the patio area.
- d) Roofline articulation proposed in a complementary trim.



August Submittal (Tabled/Held)



September Submittal (Recommending approval)



Staff has worked with the architect and building owner on modifications to the proposed building exterior and roofline: The exterior elevations of the building's fascia and roofline were revised to eliminate the use of EIFS and the octagonal jog in the roofline. This feature was only proposed to complement similar shaped existing octagonal windows of the Double Dragon Restaurant.

Signage

The pole sign will be removed as part of the initial scope of work. The removal of the pole sign has been indicated on the site plan and will be replaced with a monument sign. A formal signage plan will be submitted as part of the sign permit process.



Recommendation: Recommend approval of the Site, Landscaping and Architectural Plans for proposed site and building improvements to the former restaurant property located at 3411 S. 108 St., submitted by Donald Kurkowski, Architects/Planners, S.C. and Bill Alfahel, property owner (Tax Key No. 523-9951-002), subject to the following:

(Items 1-3 are required to be satisfied prior to the issuance of building permits associated with the proposed work reviewed by the Plan Commission. Contractors applying for permits should be advised accordingly.)

1. Revised Site, Landscaping and Architectural Plans being submitted to the Department of Development to show the following: (a) landscaping subject to the City Forester review and approval; (b) identify pavement improvements on plans (including parking lot surface updates/repairs, removal of remnant curbing, wheel stops and proposed patio surface type); (c) plans to include a compatible design for the refuse enclosure (to match the building); (d) remove existing wood light pole on site; and, (e) details and location of a bicycle rack being incorporated into the site plan. Contact Steven Schaer, Manager of Planning and Zoning at (414) 302-8460 with any questions.
2. An estimated cost of landscaping and screening being submitted to the Department of Development for approval. Contact Steven Schaer, Manager of Planning and Zoning at (414) 302-8460 with any questions.
3. A surety bond or other form of security as required under Sec. 12.13(14) of the Revised Municipal Code in the amount of 125% of the estimated cost of landscaping and screening shall be executed by the applicant prior to the issuing of a building permit. Contact Steven Schaer, Manager of Planning and Zoning at 414-302-8466.

(Remaining conditions of approval to be satisfied within one year of Plan Commission approval;)

4. Signage plan and lighting being submitted to the Department of Development for review and consideration.
 5. Compliance with Section 2814 of the City's Policy and Procedures Manual relative to that policy as it relates to the replacement and repair to City walkways of damaged or defective (if any) abutting sidewalk.
- 7. Creative Sign Plan and Sign Plan Appeal for The Drunk Uncle, an existing bar, located at 1902 S. 68 St., submitted by Neal Steffek, d/b/a The Drunk Uncle. (Tax Key No. 476-0001-000)**

Overview

Neal Steffek, the owner and operator of the bar "The Drunk Uncle" at 1902 S. 68 St. has applied for a sign appeal to allow for creative signage to be installed on his business. The site was previously approved for creative signage in May 2015, "not to cover door or window openings," but the installation was begun counter to that approval, and the design for that approval has now since changed.

Per code, the property is allowed 72.6 sq. ft. of wall signage to be apportioned between 2 signs. The proposal presented to staff and the Plan Commission for consideration includes approximately 248 sq. ft. of signage over three signs. (see below)



**Of note, the applicant has indicated that he believes his proposal only details 72.88 sq. ft. of signage, since he does not agree that the blue background should be counted towards the overall allocation. (He notes that he could paint his entire building blue without review or approval, so it makes little sense to him that the blue background should count.) Additionally, the creative "post card" does not include reference to his business name, so he would like that to not be counted as business signage.

Staff has presented its calculation based on the code's definition of "Area of sign" [13.21(2)]:

"Area of sign" means that area enclosed by one continuous line, connecting the extreme limits or edges of writing, representation or similar figures or characters together with any material forming an integral part of the display or forming the backing surface or background on which the message or symbols are displayed on a sign. The area shall be determined using the largest sign area or silhouette visible at any one time from any point. This area does not include the main supporting sign structure, but other ornamental attachments are to be included in determining area of sign.

Staff had discussed the possibility of considering a different interpretation of the sign area, to exclude the blue area, but was unable to do so, based on the specifications above. Only the Plan Commission may provide variance to the code [13.21(9)], if the following conditions are met:

- a. The sign as proposed will not result in an undue concentration of signage, which renders it difficult or confusing to read existing signs.
- b. The proposed sign is unique and of exceptional design or style so as to enhance the area.
- c. Site difficulties: unusual site factors preclude the construction of a sign in accordance with this section, which would be visible to the roadway adjacent to the site frontage.

Also per code, "all signs greater than forty (40) square feet shall be constructed of metal or other approved noncombustible materials." These signs are constructed of wood framing with a wood face. In talking with the Building Inspections Department, staff has been unable to confirm the need for this requirement, and is open to the Plan Commission providing an appeal to exceed 40 sq. ft. of wooden signage.

In terms of the creative sign appeal, staff believes that the "post card" signage does meet the design requirements of the code [13.21(24)(c)1] in that the design (a) constitutes a substantial aesthetic improvement to the site and has a positive visual impact on the surrounding area; (b) is

of unique design and exhibits a high degree of thoughtfulness, imagination, inventiveness and spirit; (c) provides strong graphic character through the imaginative use of graphics, color, texture, quality materials, scale and proportion.

Additionally, the contextual requirements [13.21(24)(c)2] can be satisfied in that the sign uses creative imagery reflecting the current or historic character of the city.

Lastly, the architectural criteria [13.21(24)(c)3] states that the signage shall be placed in a logical relation to the overall composition of the building's façade and not cover any key architectural features/details. The "post card" sign is placed in a manner that leaves a portion of the covered-up window opening visible. Staff would like to see this area trimmed out in a manner that hides the remnant opening, and has suggested this as a condition of approval.

In recognition that the applicant could paint his building blue without review, staff is willing to consider the applicant's appeal to not count the blue area as signage, but rather as an architectural siding, subject to Plan Commission determination. Staff is in general agreement that the creative sign generally meets the requirements of the code and adds appeal to an otherwise blank façade. However, staff is hesitant to recommend outright approval of the signage as proposed, since it would open up "re-facing" issues for different signage either for this or a future tenant. (Essentially, these sign boards could become billboards.) So, if the Plan Commission were agreeable to the Sign Appeal, as a condition of approval, staff would like to require a stipulation that these signs may not be refaced without Plan Commission approval.

Recommendation: Recommend approval of the Creative Sign Plan and Sign Plan Appeal for The Drunk Uncle, an existing bar, located at 1902 S. 68 St., submitted by Neal Steffek, d/b/a The Drunk Uncle. (Tax Key No. 476-0001-000), subject to the following conditions:

1. Owner's acknowledgement that the signs may not be refaced without Plan Commission approval and shall be completely removed at the point of sale or business closure. All future signage shall be subject to the provisions of the West Allis Sign Code.
2. Inclusion of framing around the signs, to add the required dimension and cover any remaining partial window openings.
3. Confirmation from the Building Inspections and Neighborhood Service department that the window openings may be closed and covered.
4. Submission of application and fees for signage permits from Building Inspections.
5. Lighting details, if any, to aesthetically complement the building and not splay light beyond the property.