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# CITY OF FRANKLIN COMMITTEE OF THE WHOLE MEETING FRANKLIN CITY HALL – COMMON COUNCIL CHAMBERS 9229 WEST LOOMIS ROAD, FRANKLIN, WISCONSIN AGENDA\*

MONDAY, MAY 1, 2023 AT 6:30 P.M.

- A. Call to Order and Roll Call.
- B. Overview and Presentation by the Department of City Development Staff of the Unified Development Ordinance Noise Regulations.
- C. Enforcement Procedures Regarding Unified Development Ordinance Section 15-3.1107 "Noise."
- D. Overview and Presentation by Department of City Development Staff Regarding Temporary Uses and Extraordinary Entertainment and Special Events Regulations and Permits.
- E. Adjournment.

[Note Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services For additional information, contact the City Clerk's office at (414) 425-7500 ]

<sup>\*</sup>Supporting documentation and details of these agenda items are available at City Hall during normal business hours

# APPROVAL REQUEST FOR COMMON COUNCIL ACTION REPORTS & Committee of the Whole Recommendations Commendations RECOMMENDATIONS RECOMMENDATIONS REQUEST FOR DATE 5/2/2023 ITEM NUMBER A. - D.

Recommendation from the Committee of the Whole Meeting of May 1, 2023:

- (a) Overview of the UDO Noise Regulations
- (b) Enforcement Procedures
- (c) Temporary uses and Extraordinary Entertainment & Special Events

COUNCIL ACTION REQUESTED

As directed.



#### **MEMORANDUM:**

#### FROM PLANNING DEPARTMENT

DATE:

April 25, 2023

TO:

Committee of the Whole

FROM:

Régulo Martínez-Montilva, AICP, CNUa, Principal Planner

SUBJECT:

Noise regulations and enforcement procedures, Planned Development District No. 37

(The Rock Sports Complex/Ballpark Commons)

Before you is a brief description of the City of Franklin noise standards of the Unified Development Ordinance and the Planned Development District (PDD) No. 37 Ordinance for The Rock Sports Complex/Ballpark Commons, enforcement procedures related to noise complaints and information about permitted uses and temporary uses in this PDD.

#### **Noise regulations**

The Unified Development Ordinance (UDO), Section 15-3.1107 "Noise" sets forth maximum permitted sound levels for the city's zoning districts, see Table 15-3.1107(C) below:

C. Maximum Permitted Sound Levels in All Zoning Districts. At no point either on the boundary of a zoning district or site boundary line shall the sound level of a use exceed the decibel level shown in Table 15-3.1107(C) for the zoning districts indicated.

Table 15-3.1107(C)  Maximum Permitted Sound Levels in dBA by Zoning District				
All Agricultural, All Residential, B-1 and l-1 Districts	50	45		
B-2, B-3, B-4, and B-5 Districts	65	60		
B-6, CC, and VB Districts	55	50		
M-1, M-2, BP, and L-1 Districts	65	65		
P-1 District	55	55		
AO Airport Overlay District	65 (also see § 15-3.0607)	65 (also see § 15-3.0607)		
FW, FC, FFO, and SW Districts	45	40		

However, this table doesn't specifically list Planned Development Districts (PDDs), so what is the maximum sound level permitted in PDD No. 37? Ordinance 2019-2368 regulating this PDD states that "[t]he applicants have also agreed to comply with the City of Franklin's noise ordinances as they relate to the standard of 79 dBA at the property boundary" (appendix #1, page 44-45, emphasis added). This noise level comes from the table above, 65 dBA for "B-2, B-3, B-4 and B-5 districts" and the 15 dBA increase from UDO Section 15-3.1107.D. "Increases to Maximum Permitted Sound Levels":



Unified Development Ordinance (UDO) Section 15-3.1107.D.

Increases to Maximum Permitted Sound Levels. The sound levels set forth in Table 15-3.1107(C) may be exceeded by 10 dBA for a single period as indicated in Table 15-3.1107(c), not to exceed 15 dBA in any one day except in the B-2, B-3, B-4, B-5, M-1, M-2, BP, P-1, AO, L-1, and PDD (business and industrial uses only) Districts.

There are three (3) sound monitors installed in PDD No. 37, note that the location of these meters is close to the site boundaries since UDO Section 15-3.1107.C states that "At no point either on the boundary of a zoning district or site boundary line shall the sound level of a use exceed the decibel level shown in Table 15-3.1107(C) for the zoning districts indicated" (emphasis added), which is consistent with the noise level of 79 dBA at the property boundary set forth in the PDD and referenced in the previous paragraph.

#### **Enforcement procedures**

City Development staff enforce UDO Section 15-3.1107 "Noise" with following procedure:

- City Development Department staff receive noise complaints regarding Planned Development District No. 37 (The Rock Sports Complex/Ballpark Commons).
- City Development staff review the sound monitoring data from the sound meters for any violations of the above-referenced ordinance section.
- Pursuant to UDO Section 15-3.1107(C-D), a noise violation in a PDD is defined as follows:
   From 7:00 a.m. 10:00 p.m. Noise levels exceeding 79 dBA, as measured by the sound monitors.
  - From 10:00 p.m. 7:00 a.m. Noise levels exceeding 74 dBA, as measured by the sound monitors.
- In case of a noise violation, City Development staff send a notice of violation to the business operator or property owner.
- Pursuant to Municipal Code Section 1-19 "Penalty provisions" and UDO Section 15-9.0502
- "Penalties and remedies", any person who violates the Unified Development Ordinance shall pay a forfeit between \$1 to \$2,500 for each offense.

As of today, City Development staff hasn't issued a notice of violation related to the Noise Section in PDD No. 37. However, the operator experienced technical difficulties with the sound meters, so City Development staff didn't have access to all 3 meters for all the complaints received. As of writing of this memo, only the north meter is running and downloading data, the west and east meters are running but they are not downloading data, so staff is not able to access the sound data for enforcement purposes.

#### **Temporary Uses and Extraordinary Entertainment & Special Events**

The PDD Ordinance No. 2019-2368 set forth a list of permitted, special and prohibited uses (see appendix #2). "Temporary Uses/Extraordinary Entertainment & Special Events" are listed as a permitted use in the Rock Sports Complex Area (see page 9-10), however, a permit through the Clerk's Office is still required.

The Department of City Development reviews and issues Temporary Use permits for the Franklin Field baseball season and the Rock'n Food truck rally at the Umbrella Bar in an annual basis.



It's noted that outdoor activities with a permit issued by the City of Franklin are exempt from the provisions and noise levels of UDO Section 15-3.1107 (see below). It's my interpretation as interim Zoning Administrator that outdoor activities include concerts and fireworks provided a permit is issued.

#### UDO Section15-3.1107.H

Occasional Outdoor Activities Exempted. The provisions of this Section shall not apply to occasional outdoor gatherings, public dances, shows, and sporting and entertainment events (excluding regularly scheduled school athletic events), provided the events are conducted pursuant to any permits required and issued by the City of Franklin relative to the event.

However, the PDD Ordinances states the following in the conditions of approval: "In regard to any new or revised concerts, live music venues, or outdoor events utilizing speakers, including but not limited to the proposed baseball stadium, the applicants have agreed to implement the sound enhancements as set forth in the BPC County Lands LLC agreement with Milwaukee County set forth in Exhibit C/Addendum of that agreement. The applicants have also agreed to comply with the City of Franklin's noise ordinances as they relate to the standard of 79 dBA at the property boundary" (appendix #1, page 44-45, emphasis added). In summary, events utilizing speakers should not exceed 79 dBA, on the other hand, fireworks are still exempt per UDO Section 15-3.1107.H.

#### **Appendices**

- 1. Ordinance 2019-2368 regulating PDD Planned Development District No. 37 (The Rock Sports Complex/Ballpark Commons), "Conditions of Approval", pages 44-47.
- 2. Ordinance 2019-2368 regulating PDD Planned Development District No. 37 (The Rock Sports Complex/Ballpark Commons), "Permitted, Special and Prohibited Uses", pages 9-12.
- 3. Unified Development Ordinance (UDO), Section 15-3.1107 "Noise".

developer construct and/or pay for required off-site improvements.

#### k. Natural Resources Protection

Existing natural features shall be integrated into the site design as a site and community amenity.

#### l. Signage

The plan for exterior signage shall provide for modest, coordinated, and complimentary exterior sign locations, configurations, and colors throughout the development. freestanding signage within the development shall compliment on-building signage. Monument style ground signs are strongly preferred over pole signs, and consolidated signs for multiple users are strongly preferred over multiple individual signs. The City may require the use of muted corporate colors on signage if proposed colors are not compatible with the City's design Exterior signage, if architecturally objectives for the area. embedded in, and compatible with the form and function of the building in an aesthetically manner, is also allowed. Furthermore, use of such signage may, as determined by the Plan Commission or Architectural Review Board (as may be appropriate), be in addition to the typical amount of regulated signage.

#### SECTION 3: Conditions of Approval.

The development of Planned Development District No. 37 upon the adoption of Section 15-3.0442 as herein amended shall occur and be in compliance with all adopted plans, as may be amended from time to time (including the conditions of approval below). Limited development defined as construction and installation of all necessary utilities and infrastructure, shall be allowed prior to addressing the conditions of approval herein, subject to receiving all other required permits and approvals.

- 1. The submittal of plans for detailed approval of the various components of Planned Development District No. 37 shall be forwarded to the Common Council for approval, after review and recommendation by the Plan Commission, unless otherwise specifically set forth in PDD No. 37, such as for those uses/structures identified as permitted uses.
- 2. In regard to any new or revised concerts, live music venues, or outdoor events utilizing speakers, including but not limited to the proposed baseball stadium, the applicants have agreed to implement the sound

- enhancements as set forth in the BPC County Lands LLC agreement with Milwaukee County set forth in Exhibit C/Addendum of that agreement. The applicants have also agreed to comply with the City of Franklin's noise ordinances as they relate to the standard of 79 dBA at the property boundary. The applicants shall also provide a report to the Plan Commission after one year from the date of Occupancy Permit of the new stadium to review the results of the noise monitoring.
- 3. In regard to any new or revised ballfields, parking lots, or outdoor events utilizing lighting systems, including but not limited to the proposed baseball stadium, the applicants have agreed to implement the lighting enhancements as set forth in the BPC County Lands LLC agreement with Milwaukee County set forth in Exhibit C/Addendum of that agreement. The applicants have also agreed to comply with the City of Franklin's lighting standards as set forth in PDD No. 37. The applicant shall also prepare a comprehensive photometric plan for City review and approval meeting the City's lighting standards at the PDD No. 37 exterior boundaries.
- 4. The applicants shall obtain all required approvals and permits from the Milwaukee Metropolitan Sewerage District prior to any disturbance or development within the MMSD landfill gas pipeline easement limits. The applicants shall ensure that the City is an active participant in, and that City staff is invited to, all discussions with the Milwaukee Metropolitan Sewerage District regarding development of, and permits and approvals for, disturbance of the lands adjacent to the gas pipeline.
- 5. The applicants shall prepare example Bike and Pedestrian elements, identifying potential District wide design and location details for such facilities as sidewalks, trails, crosswalks, signage, pedestrian scale lighting, bike rest/rental/repair stations, etc., for staff review and approval, prior to issuance of a Occupancy Permit.
- 6. The applicants shall prepare example Streetscaping elements, identifying potential District wide features as decorative lighting, special signage, pedestrian rest areas, etc., for staff review and approval, prior to issuance of a Occupancy Permit.
- 7. The applicants shall submit a Comprehensive Stormwater Management Plan for PDD No. 37, for Engineering Department staff review and approval, prior to issuance of any Building Permit within the portion of the development contributory to the subject stormwater pond, subject to receipt of all necessary Wisconsin Department of Natural Resource and Milwaukee Metropolitan Sewerage District permits and approvals, receipt of a City of Franklin Fill/Soils Disturbing Permit, and Engineering Department review and approval of all pertinent grading, erosion control, restoration, etc. plans.
- 8. The applicants shall prepare a Master Sign Program for PDD No. 37, for staff review and approval, prior to issuance of a Building Permit. Alternatively, the applicant shall abide by the City's existing sign

- regulations as set forth in the Municipal Code, and the variance process set forth in the Unified Development Ordinance. In either event, such plans shall be submitted for Plan Commission approval with each building Site Plan submittal.
- 9. In the event that no building permit has been issued for any one of the substantial structures; that being the stadium, the four-seasons complex, any one or more retail buildings along Crystal Ridge Drive, any one or more multi-use buildings along West Rawson Avenue, or any one or more apartment buildings; prior to the expiration of 24 months from the date of enactment of this Ordinance, and allowing a three month extension, the zoning designation shall revert back to the zoning for the subject parcel(s) which existed prior to the effective date of this Ordinance.
- 10. The applicant shall submit and regularly update a PDD/Site Plan amendment map which clearly identifies all constructed, approved, and pending amendments for Department of City Development review and approval prior to issuance of an Occupancy Permit.
- 11. Condition number 15 in the Standards, Findings and Decision of the City of Franklin Common Council for a Special Exception to certain natural resource provisions dated January 9, 2018, pertaining to certain financial surety requirements, is herein revised to accept a personal guaranty in lieu of a Letter of Credit for those costs associated with the installation and maintenance of the subject Mitigation Plan.
- 12. The applicant shall update the Open Space Ratios, Gross Densities, Net Densities, Floor Area Ratios, Landscape Surface Ratios, and Site Intensity Calculations—as applicable—for the entire project area as well as for each lot or parcel, for Department of City Development review and approval prior to issuance of any Occupancy Permits.
- 13. The applicant shall implement all snow grooming such that grooming begins on the eastern side of the ski hill so as to minimize the impacts of noise and lights associated with the grooming operations upon those homes located closest to the ski hill's facing slopes

SECTION 4: The terms and provisions of this ordinance are severable. Should any term or provision of this ordinance be found to be invalid by a court of competent jurisdiction, the remaining terms and provisions shall remain in full force and effect.

SECTION 5: All ordinances and parts of ordinances in contravention to this ordinance are hereby repealed.

SECTION 6: This ordinance shall take effect and be in force from and after its passage and publication.

Introduced at a regular meeting of the Common Council of the City of Franklin this 7th day of May, 2019, by Alderman Barber.

Passed and adopted at a regular meeting of the Common Council of the City of Franklin this 7th day of May, 2019.

APPROVED:

Stephen/R. Olson, Mayor

ATTEST:

Sandra L. Wesolowski, City Clerk

AYES 5 NOES 1 (Alderman Mayer) ABSENT 0

#### SECTION 15-3.0442A The Rock Sports Complex Area

District Intent. It is the intent of The Rock Sports Complex Area (which is A. located in that area north of West Rawson Avenue, West Crystal Ridge Drive or future Ballpark Drive, west of South 76th Street, and east of the Whitnall View subdivision), to provide a multi-use sports and entertainment complex where the recreational needs of area residents can be met without undue disturbance of natural resources and adjacent uses, and in that regard, the entire Sports Complex Area in general, and the existing ballfields and proposed stadium in particular, shall employ superior lighting and sound systems so as to minimize potential adverse impacts upon adjacent properties. All development within this area shall comply with the standards and requirements of the P-1 Park District and all other applicable zoning requirements of the Unified Development Ordinance, except as otherwise specifically set forth in this Planned Development District No. 37. decisions upon approvals to be made hereunder shall be made upon the application of such intent and standards and requirements.

#### B Permitted, Special and Prohibited Uses.

- 1. **District Permitted Uses.** The following are permitted uses in The Rock Sports Complex Area:
  - a. The Rock Sports Complex (Scenario 2, Phase 1) as depicted in Exhibits A through J of Ordinance No. 2012-2089 as such Exhibits are amended from time to time.
  - b. Snowshoeing
  - c. Indoor and Outdoor Soccer
  - d. Indoor and Outdoor Volleyball
  - e. Indoor and Outdoor Golf
  - f. Indoor and Outdoor Baseball
  - g. Indoor climbing wall
  - h. Indoor pickleball
  - i. General Retail
  - i. Slides/Children's Play Areas
  - k. Physical Therapy
  - 1. Sports Medicine
  - m. Medical Offices

- n. Fitness studios/Gyms
- o. Restaurants/eating and drinking establishments
- p. Skiing
- q. Snowboarding
- r. Sledding & tubing
- s. Cross country skiing
- t. Baseball
- u. Softball
- v. Commercial batting cages
- w. Volleyball
- x. Football
- y. Lacrosse
- z. Soccer
- aa. Mountain biking
- bb. Bicycle motocross
- cc. Running
- dd. Temporary Uses/Extraordinary Entertainment & Special Events as permitted by the Unified Development Ordinance and Municipal Code
- ee. Restaurant/Umbrella Bar (without drive through facilities)
- ff. Concession stands
- gg. Equipment rental
- hh. Retail equipment and accessory sales
- ii. A Sprecher Beer Café within the four fields located on the north end of the site.
- jj. Those uses permitted within the P-1 Park District
- kk. Monitoring and other activities associated with the landfill as required by the Wisconsin Department of Natural Resources
- II. Except as set forth under subs. a. above, those uses found to be similar to the above permitted uses under the terms of §15-2.0210 of this ordinance.

mm. Stadium

nn. Office

oo. Athlete Housing/Apartments.

Review and approval required. Except for the permitted uses set forth in subs. a. above, which are conditionally approved under this ordinance, permitted uses are subject to site plan review and approval under the terms of §15-7.0100 of this Ordinance.

- 2. **District Special Uses. The following are special uses** in The Rock Sports Complex:
  - a. Those special uses allowed within the P-1 Park District
  - b. Outdoor Climbing Walls
  - c. Indoor and Outdoor Sports (non-motorized) not elsewhere classified
  - d. Entertainment Outdoor and Indoor Music
  - e. Electric Vehicle Racing
  - f. Drinking Places (without drive through facilities)
  - g. Those uses found to be similar to the above special uses under the terms of §15-2.0210 of this Ordinance.

Review and Approval required. Special uses are subject to special use review and approval under the terms of §§15-3.0701 and 15-3.0703 and site plan review and approval under the terms of §15-7.0100 of this Ordinance.

Accessory Uses. All ancillary and accessory uses which are not specifically enumerated in the aforementioned plans shall first be submitted to the Department of City Development in a written form providing all of the information regarding such use as would otherwise be required for a zoning compliance application, for the review and written approval of the Department upon its consideration of the standards set forth in Section 15-3.0701 of the Unified Development Ordinance as they pertain to such use, location, physical layout, and operation, and as to whether such proposed use(s) is reasonably determined to be ancillary and accessory to the overall intent of this District and any subsequent amendment, special use, and site plan approvals.

- 4. **District Prohibited Uses.** The following uses shall be prohibited in The Rock Sports Complex Area, including when proposed as accessory to a Permitted or a Special Use:
  - a. Motorized recreational vehicles including but not limited to snowmobiles, dune buggies, motorcycles, dirt bikes and all-terrain vehicles, except for snow grooming and grounds keeping operations, and /or emergency rescue operations
  - b. Riding/equestrian trails
  - c. Hunting, trapping, game propagation
  - d. Automobile racing, including track operation
  - e. Cabins or cottages (rental)
  - f. Campgrounds (rental, for tents and/or recreational vehicles)
  - g. Firearm Ranges (indoor and outdoor)
  - h. Archery Ranges (indoor and outdoor)
  - i. All uses not listed as a permitted use, special use or accessory use thereto within the P-1 Park District.
- C. District Standards. The Rock Sports Complex Area is further intended to have the following development standards:
  - Landscape Surface Ratio and Floor Area. The Rock Sports Complex Area shall maintain a minimum Landscape Surface Ratio (LSR) of .50 and Floor Area Standards in compliance with P-1 Park District standards pursuant to Table 15-3.0313. The LSR may be averaged across the entire PDD No. 37 District such that the LSR on one or more lots within The Rock Sports Complex may be less than 0.50 as long as District wide the average LSR of 0.50 is maintained at all times. The Plan Commission shall consider the applicable standards for Site Plan, Special Use, and Land Combination applications in making such determinations.

#### 2. Lot Dimensional Requirements.

a.	Minimum Lot Area (s.f.):	40,000
b.	Minimum Lot Width at Setback Line (feet):	100
c.	Minimum Front Yard (feet):	50
d.	Minimum Side Yard (feet)(a):	20

City of Franklin, WI Tuesday, April 25, 2023

#### Chapter UDO. Unified Development Ordinance

## Part 3. Zoning Districts: District Establishment, Dimensional, and Use Regulations

### Division 15-3.1100. Hazard Abatement Performance Standards

§ 15-3.1107. Noise.

- A Measurement of Noise Noise shall be measured using a sound level meter meeting the standards of the American National Standards Institute's (ANSI S1 4-1961) "American Standard Specification for General Purpose Sound Level Meters" The instrument shall be set to the Aweighted filter response scale and the meter to the slow response Measurements shall be conducted in accord with ANSI S1 2-1962 "American Standard Method for the Physical Measurement of Sound" Measurements of sound may be made at any point along a district boundary or site boundary line in the case of measuring impact sounds, however, the impact sound shall be measured using the fast response of the sound level meter Traffic, aircraft, and other background noises must not be considered in measuring noise levels except when the background noise constitutes a part of the noise being measured
- B Exemptions from Standards of this Section Noises exempt from the requirements of this Section include the following (also see § 15-3 0908)
  - 1 Noises of vehicles, when utilized in normal vehicle use activities, as the vehicles were originally intended
  - 2 Home appliances, when utilized as intended.
  - 3 Chain saws, lawnmowers, and snowblowers in private use (not including commercial repair services), when utilized as intended
  - 4 Occasionally used safety signals, warning and emergency signals, and emergency pressure relief valves
  - 5 Unamplified human voice, when not intended to disrupt the peace.
  - 6 Legal freedom of speech bells or chimes
  - The lowing of cattle, the clucking of fowl, the neighing of horses, the baying of hounds, or other sounds of reasonably cared for agricultural or domestic animals, as well as the sound of necessary farming equipment for a bona fide agricultural operation
  - 8 Temporary construction operations, not earlier than 7 00 a m, or later than 9 00 p m
- C Maximum Permitted Sound Levels in All Zoning Districts. At no point either on the boundary of a zoning district or site boundary line shall the sound level of a use exceed the decibel level shown in Table 15-3 1107(C) for the zoning districts indicated

Table 15-3.1107(C)  Maximum Permitted Sound Levels in dBA by Zoning District				
All Agricultural, All Residential, B-1 and I-1 Districts	50	45		
B-2, B-3, B-4, and B-5 Districts	65	60		
B-6, CC, and VB Districts	55	50		
M-1, M-2, BP, and L-1 Districts	65	65		
P-1 District	55	55		
AO Airport Overlay District	65 (also see § 15-3 0607)	65 (also see § 15-3.0607)		
FW, FC, FFO, and SW Districts	45	40		

- D Increases to Maximum Permitted Sound Levels The sound levels set forth in Table 15-3.1107(C) may be exceeded by 10 dBA for a single period as indicated in Table 15-3.1107(c), not to exceed 15 dBA in any one day except in the B-2, B-3, B-4, B-5, M-1, M-2, BP, P-1, AO, L-1, and PDD (business and industrial uses only) Districts
- E Impact Noises For impact noises, the sound levels set forth in Table 15-3 1107(C) may be increased by 10 dBA, in the M-1, M-2, BP, and L-1 Districts
- F Creation of Excessive Noise in Noise-Sensitive Areas Prohibited. The creation of, or causing the creation of, any sound within any noise-sensitive area, containing a hospital, nursing home, school, court or other designated area, so as to exceed the specified land use noise standards set forth in this Section is prohibited, provided that conspicuous signs are displayed indicating the presence of the noise sensitive area.
- G Creation of Excessive Noise in Areas Adjacent to Noise-Sensitive Areas Prohibited The creation of, or causing the creation of, any sound adjacent to any noise-sensitive area, containing a hospital, nursing home, school, court or other designated area, so as to exceed the specified land use noise standards set forth in this Section and to interfere with the functions of such activity or annoy the occupants in the activity, is prohibited, provided that conspicuous signs are displayed indicating the presence of the noise-sensitive area
- H Occasional Outdoor Activities Exempted The provisions of this Section shall not apply to occasional outdoor gatherings, public dances, shows, and sporting and entertainment events (excluding regularly scheduled school athletic events), provided the events are conducted pursuant to any permits required and issued by the City of Franklin relative to the event