

CITY OF FRANKLIN
COMMITTEE OF THE WHOLE MEETING
MONDAY, FEBRUARY 2, 2015, 6:30 P.M.
COMMON COUNCIL CHAMBERS, FRANKLIN CITY HALL
9229 W. LOOMIS ROAD, FRANKLIN, WISCONSIN
AGENDA*

- I. Call to Order and Roll Call
- II. Wheaton Franciscan Healthcare Presentation Regarding Healing Garden, Walking Trail and Chapel at South 76th Street and West Rawson Avenue.
- III. Concept Review for a Proposed Bowling Center/Sports Bar/Banquet Hall (Approximately 7220 West Rawson Avenue) (David Church, Applicant).
- IV. Franklin Area Parents and Students United Update.
- V. Discussion Concerning and Consideration of a Possible Comprehensive Update or Replacement of the City of Franklin Unified Development Ordinance.
- VI. Adjournment

*Supporting documentation and details of these agenda items are available at City Hall during normal business hours.

[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.]

<p style="text-align: center;">APPROVAL</p> <p style="text-align: center;"><i>Slw</i></p>	<p style="text-align: center;">REQUEST FOR COMMITTEE OF THE WHOLE</p>	<p style="text-align: center;">MEETING DATE</p> <p style="text-align: center;">02/02/15</p>
<p style="text-align: center;">REPORTS & RECOMMENDATIONS</p>	<p style="text-align: center;">CONCEPT REVIEW FOR A PROPOSED BOWLING CENTER/SPORTS BAR/BANQUET HALL (APPROXIMATELY 7220 W. RAWSON AVENUE) (DAVID CHURCH, APPLICANT)</p>	<p style="text-align: center;"><i>III,</i></p>

INTRODUCTION

On January 28, 2015, Mr. David Church filed a Concept Review Application with the Planning Department for a proposed remodel of the former Root River Center at 7220 W. Rawson Avenue. Mr. Church proposes to re-open the former Root River Center and continue its previous operations, comprised of a bowling center, sports bar, banquet hall, and outdoor volleyball courts.

The former Root River Center is an approximately 5.7 acre property located east of the intersection of South 76th Street and W. Rawson Avenue. The former Root River Center building is about 23,000 square feet in size, and the site includes a paved parking lot, an accessory storage building, and an outdoor volleyball area consisting of eight volleyball courts and a concession and shelter building. The property is zoned B-2 General Business District.

The former Root River Center is bounded by the Conservancy for Healing and Heritage property to the north, by the Rawson Medical Center and the Children’s Hospital of Wisconsin’s Pediatric Care Medical Clinic to the west, by vacant commercially zoned land to the south, and single-family residential lands to the east.

PROPOSAL

The applicant has indicated an interest in re-opening the former Root River Center, which would entail some interior remodeling, and some exterior repairs, re-painting, etc. The applicant indicates that additional more substantial improvements to the property may occur within a few years of re-opening. Please see the applicant’s attached Project Narrative for additional details.

EXISTING SITE CONDITIONS

In part because of the age of the building and the site, and partly because the former Root River Center has been closed for over a year and little maintenance and upkeep has occurred, the building, parking lot, and site may be in need of repair. This may include: repair of the roof of the building; painting and repair of the exterior walls of the building; repair of broken pavement in the parking lot; repair or replacement of fencing; addition and/or replacement of landscaping; repair or replacement of the garbage dumpster enclosure; etc.

CONCLUSION

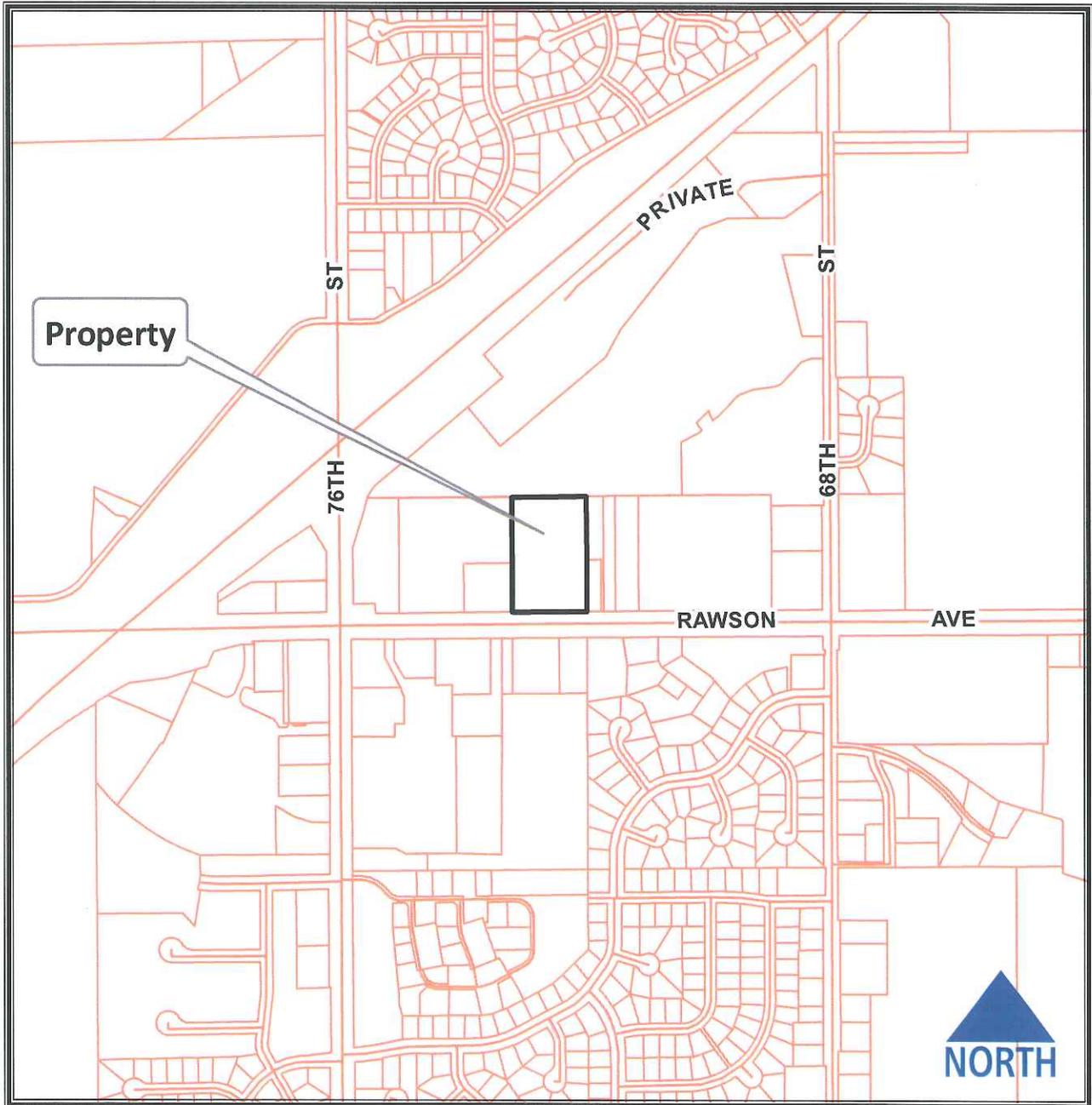
A bowling center is a permitted use within the B-2 zoning district, and if all other uses of the building and site remain ancillary and accessory to the principal use, the only zoning approval this project would only require would be a Zoning Compliance permit. If more substantial site changes were to occur, a Site Plan Amendment may be required.

COMMON COUNCIL ACTION REQUESTED

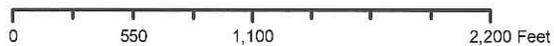
Provide direction to the applicant regarding the proposed bowling center/sports bar/banquet hall use at the former Root River Center (approximately 7220 S. 76th Street) (David Church, Applicant).



7220 W. Rawson Avenue
TKN 743-8992-001



Planning Department
(414) 425-4024

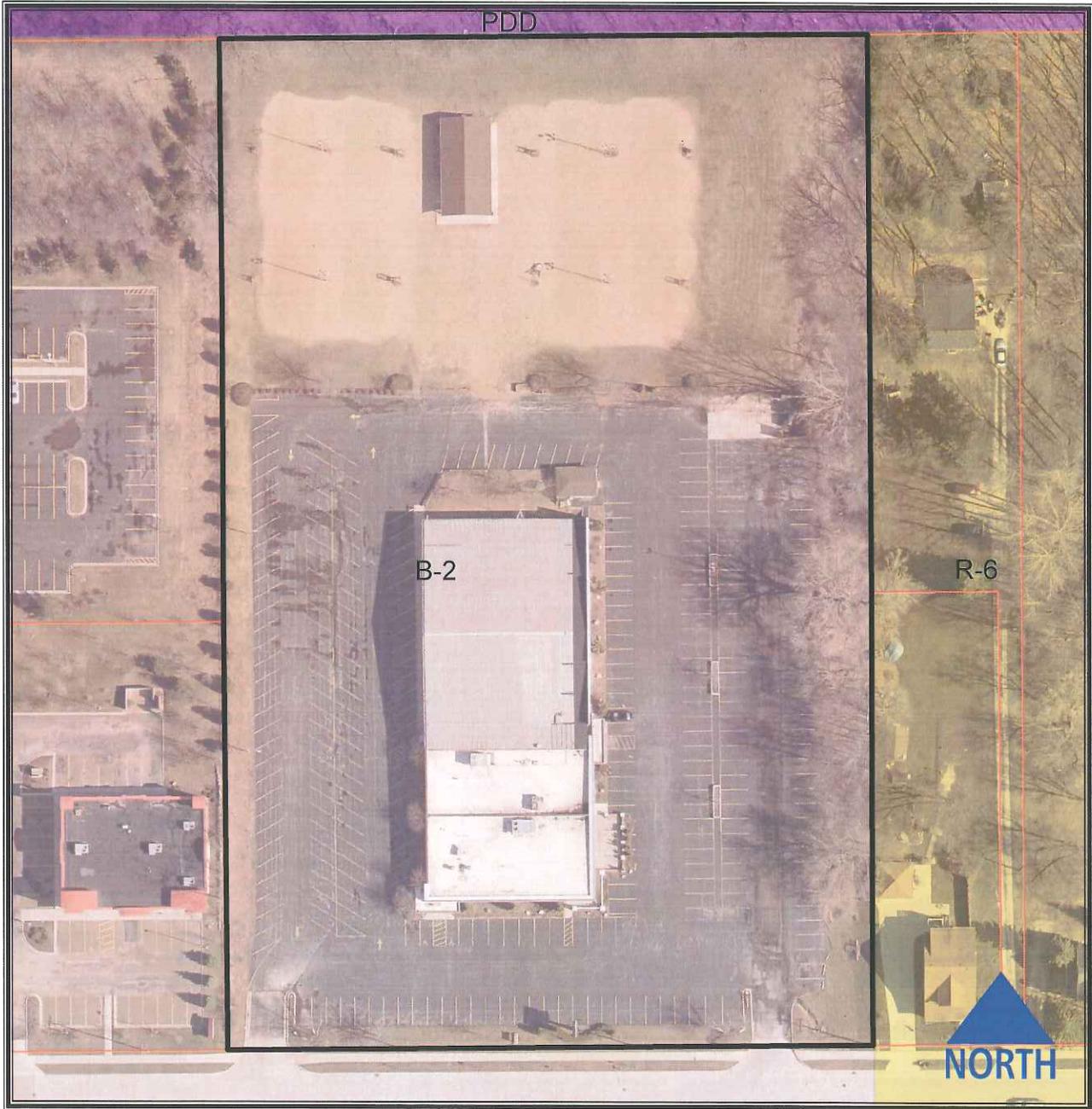


2013 Aerial Photo

This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor. This map is provided for informational purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes.



7220 W. Rawson Avenue
TKN 743-8992-001



Planning Department
(414) 425-4024

0 65 130 260 Feet

2013 Aerial Photo

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Project Narrative

Property: Root River Center
Address: 7227 W. Rawson Ave.
Size: 23,500sf on 5.7 acres
Age: 1980

Business History Summary

Root River opened in early 1981 as a 16 lane bowling center and lounge. The business evolved to include a banquet hall, sports bar and outdoor volleyball. Up until the business closed in mid 2013 it was a hub of activity to include all of the above mentioned activities and special events. With very little reinvestment to the interior/exterior of the property, it ran very successfully under the management it had in place. Business has been closed for apprx. 18 months.

Overview of Proposed Plan to Remodel

The proposed plan is to perform a comprehensive cosmetic interior remodel of the existing property. There is no intention or plan to move or construct any new walls. The 16 lane bowling area will be updated with new ceiling tiles, paint/graphics, carpet, lights, furniture; to include tables/chairs and bar surface. The goal with this part of the business is to reinstate the bowling leagues while increasing the open play or social bowling traffic due to the more consumer friendly ambiance and service offering.

The existing sports bar will be remodeled with a new stamped concrete floor, painting/graphics, ceiling, lighting, bar, tables and chairs to reflect the look of an Irish Pub. An extensive amount of TV's will fill the walls for great viewing from every angle. Traditional Pub Fare will comprise the menu along with pizza and appetizers. The goal is to make this sports bar/pub a destination for dining, libations and entertainment that can stand on its own merit.

The banquet hall and common areas of the facility will receive new drywall, lighting, ceiling and flooring. The banquet hall will once again be a focal point in the community for every type of special event. We will market to and partner with local businesses, schools, youth groups and organizations to host their events. Kids Birthday Parties will also be an emphasis of the business.

The majority of the investment in the property will focus on the interior, however it is recognized that the exterior can use some attention as well. Initially the plan will be to do some light painting, light landscaping, new canopy over the spots bar entrance, parking lot repairs and sealcoat. Once open and generating revenue we will look to do more substantial improvements to the south elevation roofline and overall landscape design, perhaps in months 13 - 36. Existing pylon sign will remain but with new panels/graphics.

The investment to achieve above described upgrades will be approx. \$600,000.

I expect the business will create approx. 10 full-time jobs with seasonal employment peaking at 40+.

Hours of operation: 11am - 2am 7 days a week.
Kitchen: 11am - 11pm 7 days a week.



Image capture: Sep 2014 © 2015 Google



Mission

“Franklin Area Parents and Students United is a cooperative community coalition that will prevent and reduce alcohol, tobacco and other drug use (and other emerging issues) in the Franklin area through implementing policies and changing the culture to make a healthy community.”

Vision

“The Franklin Community supports and empowers youth to make healthy choices – especially related to alcohol, tobacco and other drugs.”

FAPSU began meeting in 2010 and held two town hall meetings that year. The group has held eight community education events – including “Heroin in the Suburbs” attended by 500 people on September 30, 2014. FAPSU adopted vision and mission statements, created a website, coordinated a monthly parent support group, and participated in community events, including: 4th of July, National Night Out, Homecoming and Health Fairs. FAPSU has received grants for several projects that are “best practices” and support the group’s mission and goals.

Goals and Objectives are guiding the work of the coalition.

Goal 1: Empowering parents and families

- a. Serve as linkage/referral
- b. Educate community and parents on risk/protective factors

Goal 2: Determining FAPSU priorities

- a. Determine prevalence of substance use/abuse
- b. Identify community readiness
- c. Complete the prioritization process

Goal 3: Implementing best practices for targeting FAPSU priorities

- a. Reduce underage alcohol use by minors
- b. Understand local risk/protective factors
- c. Identify evidence-based practices

Goal 4: Strengthening FAPSU infrastructure and capacity

- a. Formalize structure and roles
- b. Obtain funding for FAPSU
- c. Enhance/increase membership
- d. Increase skills around coalition development

FAPSU meets monthly to report and plan work related to these goals. As part of our work, we are collaborating with other organizations to address substance abuse. Currently FAPSU is working with:

- Planning Council of Milwaukee in a pilot of SBIRT (Screening Brief Intervention and Referral to Treatment) at Franklin High School,
- Wisconsin Alliance for Wisconsin Youth – coalition support and education
- Milwaukee County Substance Abuse Prevention (MCSAP) coalition on a grant addressing abuse of prescription and OTC medications – and our work on this grant is being presented at a National Conference
- Milwaukee County Community Access to Recovery – Behavioral Health Coordinator

Members who regularly attend our monthly meetings include parents and students, and representatives of: government, schools, businesses, law enforcement, and municipal court. Our goal is to have members representing at least 12 sectors of the community: students, parents, health care professionals, youth serving organizations, school, law enforcement, faith communities, seniors, government, business, media, youth serving organization and civic groups. We have two youth groups that act as role models for younger students and present lessons to 6th and 8th grade students in the public schools. We continue to invite new members in order to make our coalition stronger.

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<p style="text-align: center;">REPORTS & RECOMMENDATIONS</p>	<p style="text-align: center;">DISCUSSION CONCERNING AND CONSIDERATION OF A POSSIBLE COMPREHENSIVE UPDATE OR REPLACEMENT OF THE CITY OF FRANKLIN UNIFIED DEVELOPMENT ORDINANCE</p>	<p style="text-align: center;">ITEM NUMBER</p> <p style="text-align: center;"><i>V.</i></p>

INTRODUCTION/BACKGROUND

At its December 2, 2014 meeting, after discussion about a possible update of the City of Franklin’s Unified Development Ordinance (UDO), the Common Council moved to “direct legal counsel to continue with Unified Development Ordinance updates, and to include Planning Department’s top 20 suggestions, and to return to the Common Council by February 3, 2015.”

At its December 4, 2014 meeting, the Plan Commission also discussed this topic, and in general indicated support for a comprehensive update of the UDO.

On December 30, 2014, Mayor Olson forwarded an electronic copy of the UDO to the Common Council that was updated by the City Attorney’s Office to include all Text Amendments approved by the Council.

PLANNING DEPARTMENT’S TOP 20 SUGGESTED UDO CHANGES

Attached is a list of the Planning Department’s top 20 suggested changes to the Unified Development Ordinance (with explanations, comments and/or examples related to the changes highlighted in italics and grey text).

The list is presented in a very preliminary order of priority (highest priority listed first) based primarily upon how often staff runs into issues with the subject standard and/or how significant an improvement there could be if the issue was addressed. It should be noted that changes #1, #3, and #5 in particular would likely be larger undertakings with the potential for greater impacts to the City’s development review process and/or UDO standards.

It should be noted that the attached list does not address such UDO update/replacement related questions as:

- Should the City comprehensively update/replace the UDO, i.e. review other zoning and land division options, standards and processes?
- Should the City keep its zoning and land division standards combined in one document, or in two separate documents?
- Should the City further revise its development review process? Such as in the amount of information required from applicants?

- Should the City have fewer zoning districts and fewer special use options within the zoning districts?
- Is the City overusing Planned Development Districts?
- Should the City comprehensively update its sign regulations?

SUMMARY

As noted in the Common Council Action Sheet prepared on this topic for the December 1, 2014 meeting, update of the Unified Development Ordinance is recommended in the City's Comprehensive Master Plan, and the UDO was last comprehensively updated over 15 years ago.

Planning Department staff can also note that in preparing the list of 20 suggested changes, staff actually identified 30 possible changes, not including such non-specific suggestions for the UDO as: including more definitions; including more graphics; and removing duplicate language.

COUNCIL ACTION REQUESTED

Provide direction to staff regarding a possible comprehensive update or replacement of the City of Franklin Unified Development Ordinance.

Unified Development Ordinance Comprehensive Update:

Planning Department's Top 20 Suggested Changes

1. **Update/replace the Standard Industrial Classification (SIC) System.** *[to also include: new general office and retail use categories for those instances when a manufacturing, trucking, contractor, etc. type business only needs an office space or sales area; establish more consistency between zoning districts, such as farm management services, advertising agencies, architectural services, etc. which are permitted in the B-1 but not allowed at all in the B-2; remove the M-3, L-1 and PDD districts from the Table of Permitted and Special Uses; etc.]*
 - a. **Update the UDO's Table of Permitted and Special Uses by replacing the 1987 SIC codes with the 2012 North American Industry Classification System (NAICS).** *[the NAICS includes 358 new or redefined types of businesses/industries, such as fiber optic cable manufacturer, fast food restaurant, warehouse/superstore grocery, etc.; there are about 1,000 SIC codes, and 1,200 NAICS codes; could use only the three digit NAICS codes (96), or the four digit codes (311), and use the more detailed codes as a guide to staff for administrative use determinations; etc.]*
 - b. **OR replace the UDO's Table of Permitted and Special Uses with a land use based classification system, such as the 1965 Standard Land Use Coding Manual (as updated and revised by SEWRPC)** *[categories such as Residential: single-family, two-family, multi-family; Industrial: manufacturing, wholesaling and storage, extractive; etc.]* **or the Land Based Classification System (as prepared by the American Planning Association).** *[considers five aspects of land use—activity, function, ownership, site, and structure—breaks each aspect up into various categories and subcategories, and creates a matrix of these aspects to pin down exactly what the use is, i.e. Activity: Residential household, Function: Private household, Structure: Single-family detached, Site: Developed, Ownership: Private, fee simple = Existing single-family residential detached home]*
 - c. **OR replace the UDO's Table of Permitted and Special Uses with a list of real-life business types and land use descriptions.** *[such as the City's prior zoning ordinance]*
2. **Establish more administrative flexibility in the assignment and selection of SIC/NAICS/etc. codes when:** a specific business/use is unclassified *[controlled agriculture, green technology, nanotechnology, etc.];* when a specific business/use is actually more similar to a different use *[dog grooming vs. kennel, jewelry store vs. cash for gold, etc.];* when multiple uses exist within a site or building *[The Rock Sports Complex, etc.].*
3. **Establish City-wide and/or district-wide design standards or guidelines** *[architecture, site layout, access/cross-access, etc.]* and along with any such standards now in the UDO *[landscaping, parking, etc.],* place into a separate document.
4. **Revise the Special Use (SU) process/standards/fee to separate out those situations where a Site Plan is not necessary** *[no exterior changes needed or planned, i.e. Coldwell Banker, Snap Fitness in Orchard View, etc.]* and to clarify the difference between major and minor SU amendments.

[there currently is no minor SU amendment, only a Under 4,000 sq. ft. category, but should be one where there is no exterior changes]

5. Update the Natural Resource Protection standards to: clarify when mitigation is acceptable; eliminate second consultant reviews and replace with a consultant certification process; consider quality based protection and/or mitigation standards; encourage the removal of invasive species *[Block CSM, etc.]*; encourage the removal of dead, dying, and diseased vegetation *[is allowed in our Conservation Easement template]*; etc.
6. Clarify and expand allowable variances, removing the current authorized variance section and the area exception process. *[currently the UDO allows only a few types of zoning related variances such as larger accessory structures, smaller yard setbacks, smaller lot areas, shared parking, and larger signs]*
7. Create a Mixed Use Overlay District that allows/requires multiple compatible uses within a single building or site. *[and to clearly articulate: whether this is allowed or required; whether we want to encourage this through more flexibility in setbacks, lot coverage, parking, etc.; provide more direction on what kinds of uses are compatible; etc.]*
8. Update the Urban/Rural Map, which is primarily used for determining where animals such as horses, cows, pigs, etc. can be located (was last updated in 1986). *[much development has occurred within the rural areas since, i.e. animals are allowed in the Stonehedge subd. area]*
9. Update the Planning Department's zoning and land division related Fee Schedule (was last updated in 2004). *[some fee amounts may no longer be appropriate]*
10. Update Cell Tower standards to reflect current state and federal regulations. *[these state/federal regulations include certain mandates and restrictions on what local units of government can do]*
11. Include Wind and Solar Power related regulations to reflect federal and state legislation re: solar panels and wind energy systems. *[these state/federal regulations may include certain mandates and/or restrictions on what local units of government can do]*
12. Reduce the Landscape Surface Ratios for those zoning districts that are more urban in character, such as the M-1, M-2, and BP districts (i.e. BP's is 45%, more than B-2, B-3, B-4, and M-1). *[Strauss Veal, etc.]*
13. Update Accessory Structure regulations to allow taller structures, exemptions for typical farm structures, etc. *[R-1E; homes are becoming taller (so could their accessory structures); more instances of accessory structures being used for specialized purposes (car storage and/or repair, hobbies, etc.); farms traditionally have numerous and specialized accessory structures, more of which should be permitted; etc.]*
14. Update Fence regulations to clarify where fences can be located when abutting streets, in the corner side yard, etc. *[should more often allow fences in the rear and side yards, even if it is adjacent to a public street]*
15. Update Conservation Subdivision regulations. *[to be more clear, easier to track, provide more incentive to do this]*
 - a. Remove Open Space Options
 - b. **AND** create an overlay district
 - c. **OR** adopt the UW Extension model ordinance

16. Update Lot Coverage regulations to clearly define what is included/not included (i.e. driveways, decks, patios, etc.). *[to be more consistent and make more sense, for example, driveways are not included, but decks are]*
17. Update Floodplain Zoning regulations to eliminate contradictions, old district standards, etc. *[when the City adopted the mandated State regulations in 2008, due to time constraints it did not remove any contradictory or unnecessary text already in the UDO]*
18. Rezone all public parks to P-1, revise the P-1 zoning district standards as necessary (i.e. evaluate permitted and special uses). *[Grobschmidt Park is zoned R-6; half of Lions Legend is zoned I-1; Southwood Glen is zoned I-1 and R-3; Whitnall Park is zoned R-2; Oakwood Park is zoned R-2 and R-3; etc.]*
19. Update the Zoning Map to eliminate the old C-1 district and to reflect the newer floodplain delineations.
20. Clarify yard definitions, i.e. double/triple fronted lots, corner side yards, etc.