



## Conceptual Summary for Rezoning & Comprehensive Plan Amendment - Land Use Plan

### Cardinal Capital Waukesha Multifamily

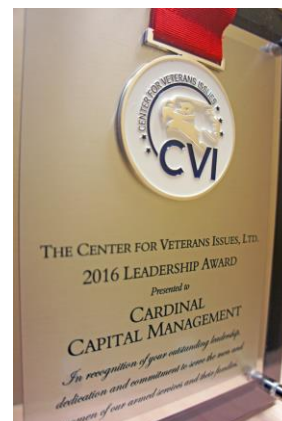


To: City of Waukesha Plan Commission and Common Council  
Re: Petition for Zoning Ordinance Amendment and Comprehensive Plan Amendment  
Date: December 27, 2021

This Conceptual Summary for Rezoning and Comprehensive Plan Amendment - Land Use Plan is submitted by Cardinal Capital Management, Inc. and its project architects AG Architecture, civil engineers Pinnacle Engineering Group, and zoning and land use attorneys Davis & Kuelthau, s.c.

#### A. Introduction to Cardinal Capital.

Cardinal Capital has deep roots in the real estate industry and a national reputation as an industry leader in multifamily housing. While many Cardinal Capital developments offer market-rate residential options to area residents, others fulfill a community need or serve certain populations. Other developments by Cardinal Capital provide housing for active adults ages 55+ or supportive housing for residents such as veterans, persons with intellectual or developmental disabilities, persons recovering from mental illness, or persons with hearing or vision loss. Cardinal Capital's projects have received numerous local, state, and national awards.



B. Development Site.

The development site is located at the southern quadrant of Saylesville Road (CTH X) and River Road (CTH H) and is currently vacant (Parcel No. WAKC 1375125). The parcel is approximately 4.8 acres and is zoned B-5 Community Business District with a Land Use Map designation of Commercial under the City of Waukesha Comprehensive Plan.

C. Project Summary.

Cardinal Capital has designed and intends to develop and operate Cardinal Capital Waukesha Multifamily pursuant to the following operational summary and the project plans filed herewith. *See* Project Concept Site Plan, Floor Plans, Elevations, and Renderings.

The new apartments will be market-rate, residential units that will provide a convenient, accessible and modern housing option for those who are new to the City as well as for those existing residents looking to relocate within the City. Those who choose to lease apartments from Cardinal Capital are often seeking flexibility and they appreciate not having many maintenance obligations.

Cardinal Capital will construct a 3-story, flat roof building at the site with a modified L-shaped layout. AG Architecture thoughtfully positioned the building to orient to both Saylesville Road and River Road with attractive greenspace along those roads. This positioning allows for ample open space to remain on the site as well as the surrounding landscaped areas to be integrated into the existing natural features to the south.

The scale and massing of the new building is accommodated by the flat roof design, the building placement 100+ feet back from the existing roads, and a size that does not overwhelm the site (the building footprint is only 30,639 square feet on the 200,000+ square foot, 4.8 acre site).

These building design elements and the carefully planned site features and layout will allow Cardinal Capital Multifamily to serve as a buffer from the busy County roads and as a transitional land use instead of the current B-5 Community Business District zoning.

The residential unit mix and totals are still being refined but Cardinal Capital expects to offer a total of 72 apartments consisting of 31 one-bedroom units, 35 two-bedroom units, and possibly 6 three-bedroom units. Residents will have elevator access to all floors including the enclosed parking area.

Access to the site via both Saylesville Road (CTH X) and River Road (CTH H) is prohibited by the Waukesha County Department of Public Works Engineering Division and CSM No. 8779 approved by the City in 1999. Accordingly, access will be from Rapids Trail and parking for residents will be provided in both enclosed and surface areas. Approximately 85 enclosed stalls will be below grade and accessible by elevator from within the building. Approximately 38 surface stalls will also be available located in parking areas along River Road.

Visitor parking will also be allowed in the surface parking areas. Approximately 123 total parking stalls will be provided representing 1.7 stalls/unit.

On-site stormwater management will be provided and will include a stormwater pond located at the site's northeast corner where River Road meets Rapids Trail.

Cardinal Capital Waukesha Multifamily will have quality finishes and a number of indoor and outdoor resident amenity spaces and storage areas.

D. Neighborhood Outreach.

As suggested by the Plan Commission, City staff, and District 12 Alderman Frank McElderry, Cardinal Capital coordinated with Ald. McElderry and City staff to mail a project summary and open house invitation to several hundred residences within approximately 3,000 feet of the site. Ald. McElderry also distributed electronic versions of the invitation via email, Facebook, and NextDoor. The open house was held near the site on November 15, 2021, at Living Word Lutheran Church & Ministry Center. The project team attendees explained various aspects of the project and the City approval process, showed oversize plans mounted on boards, and answered questions from the neighbors who attended.

E. Reasons for Rezoning and Comprehensive Plan Amendment.

Under Wisconsin law and the City's ordinances, a parcel rezoning must be done in accordance with the Comprehensive Plan. Here, the Comprehensive Plan indicates a Land Use Map designation of "Commercial." Accordingly, both a Comprehensive Plan Amendment and rezoning are needed for Cardinal Capital Waukesha Multifamily. Here, a host of reasons support the amendments to the Comprehensive Plan and the rezoning.

First, the City's 2019 Housing Study and Needs Assessment identified the need for quality, multi-family residential options for individuals and families who prefer the flexibility and maintenance-free aspects of renting in convenient locations within the City. The City Housing Study documented the limited number of sizeable and vacant sites with residential zoning and pointed to a number of zoning code text amendments and policy updates that could contribute to addressing the community needs. This Land Use Map amendment and Rezoning will serve the City's documented needs in the City Housing Study; the parcel on Saylesville Road and River Road is sizeable and vacant but the development will remain at a modest scale (72 units, flat roof building, natural features preserved on portions of the site) that will be compatible with the residential uses to the south and southeast (single-family subdivisions, condos, two-story apartments).

Second, with the requirements under the City's future water service supplied from Lake Michigan, future development in the City will have to reflect more vertical growth than adding land area such that multi-story buildings with a variety of unit types will be needed in the City.

Third, the parcel has been for sale for many years and no viable or appropriate commercial developments consistent with the B-5 zoning have succeeded. While some retail, school, and religious uses are in the vicinity, the area is largely a residential neighborhood where a more intense commercial use is not consistent with the surroundings. In fact, in recent years a commercial use that included a drive-thru coffee concept was proposed for a nearby site that is also zoned B-5. A number of neighbors objected to the development and the proposal was withdrawn after its conceptual review before the Plan Commission. Other commercial uses allowed by the current B-5 zoning might also be considered objectionable by the neighbors or be viewed as incompatible with the nearby residential area (for example: drug store, grocery store, drive-thru bank or restaurant, bar or liquor store, tobacco store, firearms and archery ranges, etc.).

Fourth, with the nearby residential neighborhoods and the new bypass in the vicinity, the parcel that fronts both CTH X (Saylesville Road) and CTH H (River Road) can appropriately serve as a transitional land use buffering the higher-traffic County roads from the surrounding homes, two-story apartments, and condos. Rather than a more intense commercial use that is currently allowed by the B-5 zoning, the development will include a flat roof building positioned at the site to orient toward the busy roads, have ample open space on the site and attractive greenspace along those roads and Rapids Trail, and preserve the existing natural features to the south to serve as a buffer.

In light of the foregoing, it is appropriate to amend the Comprehensive Plan - Land Use Plan to Medium Density Residential instead of Commercial, and to rezone the parcel to RM-3 instead of B-5 Community Business District. Such amendments reflect the highest and best use of the parcel and will serve the best interests of the City of Waukesha fulfilling the public health, safety and welfare of the community.

Finally, we acknowledge that a Site Plan and Architectural Review submittal must be filed and approved before the Cardinal Capital Waukesha Multifamily can be constructed. Our project team is committed to continuing with the designs and required approvals provided the Land Use Plan amendment and rezoning are approved consistent with project plans.

#### F. Conclusion.

By virtue of the foregoing, as well as all of the plans and submittal materials filed herewith, we respectfully request that the City approve the Rezoning to RM-3 and the Comprehensive Plan Amendment - Land Use Plan to Medium Density Residential for the Cardinal Capital Waukesha Multifamily project at the southern quadrant of Saylesville Road (CTH X) and River Road (CTH H).

Respectfully Submitted,

**Cardinal Capital Management, Inc.**

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cc: Alderman Frank McElderry  
Property Owner: The John W. Brunner Revocable Trust, Sandra J. Mills and Robert C.  
Brunner, Co-Trustees