



PLAN COMMISSION MEETING MINUTES
Monday, February 2, 2026 * 6:00 PM * Court Room

13600 Juneau Boulevard, Elm Grove, WI 53122

2/2/2026 - Minutes

1. Roll Call

President Koleski called the meeting to order at 6:00 p.m.

Present:

- President Koleski (virtual)
- Ms. Becker
- Mr. Cashin
- Mr. Fronberry
- Ms. Peter
- Ms. Stuckert
- Mr. Termuehlen

Absent:

- None

Also in Attendance:

- Tom Harrigan, Village Manager
- Ethan Sowl, Assistant Village Manager
- Hector de la Mora, Village Attorney

President Koleski confirmed with Village staff if the meeting is being recorded, noting that the January meeting recording was inaudible based on the draft meeting minutes. Manager Harrigan stated that this meeting is being recorded and that the issue experienced at the last meeting has been rectified with Village IT personnel.

2. Review and Act on Meeting Minutes Dated January 5, 2026

Ms. Becker identified the following edits to the meeting minutes:

- Page two: removal of the duplicate phrase "the importance" under the RINKA / MSA interview.
- Page three: Misspelling of the word "restripping" under the Vandewalle interview.

Mr. Fronberry stated that he is uncomfortable approving the minutes as they are incomplete. Fronberry suggested that staff review the meeting recording and fill-in missing questions from commissioners based on responses provided by the interviewees, if audible. Assistant Village Manager Sowl stated that the minutes were completed based on detailed staff notes as the audio recording was largely inaudible. In that case, Fronberry suggested the minutes be tabled so he can meet with staff to modify the minutes to reflect his comments. Manager Harrigan stated that this could be accommodated.

Ms. Stuckert stated that, under the "Review of Proposals" section, she stated she would support Vandewalle if the majority of the Commission preferred although Studio gwa was her first choice.

President Koleski stated that, although the Commission recommended Vandewalle be selected, the comments from commissioners seem overly negative in the minutes.

3. Review and Act on a Plan of Operation for Magnificent Top Notch Cleaning LLC, 910 Elm Grove Rd #32

Assistant Village Manager Sowl stated that Magnificent Top Notch Cleaning seeks to operate a residential cleaning company at 910 Elm Grove Road. The operation would be considered a permitted use (Business Office/Janitorial Supplies) in the B-1 Local Business District.

President Koleski asked if there were any comments from commissioners. Mr. Termuehlen asked if staff knew what business was in the unit previously. Staff was unaware of this.

Mr. Fronberry made a motion to approve the plan of operation for Magnificent Top Notch Cleaning LLC. Mr. Cashin seconded. Motion passed 7-0.

4. Review and Act on a Plan of Operation for Block Legal Services LLC, 13545 Watertown Plank Rd #7

Assistant Village Manager Sowl stated that William Block seeks to operate his law office out of 13545 Watertown Plank Road. The operation would be considered a permitted use (Professional Office) in the B-3 Mid-Rise Business District.

Will Block stated that he has been practicing for 10 years now out an office on 124th Street in Wauwatosa. Mr. Fronberry asked if they intend on installing a sign on the building. Mr. Block stated that they do plan on installing a sign. Assistant Village Manager Sowl stated that they will need to file a permit and receive Building Board approval prior to installation.

Mr. Fronberry made a motion to approve the plan of operation for Block Legal Services. Ms. Peter seconded. Motion passed 7-0.

5. Public Hearing, Review and Act on an Ordinance Amending § 335-26. I-1 Institutional District of the Village of Elm Grove Code of Ordinances

Assistant Village Manager Sowl stated that this and the following ordinance are the result of work completed by various boards and committees, including the Plan Commission, since the beginning of 2025. First, the Board of Trustees remanded review of the Village's I-1 Institutional District ordinance to the Legislative Committee on May 27, 2025. Then, over the course of several Legislative Committee meetings, the existing permitted and conditional uses were reviewed, and determinations were made as to if they are

still relevant and/or appropriate for the Village. The Plan Commission then reviewed a draft revised I-1 ordinance and discussed removing community-based residential facilities (CBRFs) and residential care apartment complexes (RCACs) from the conditional use section at the request of the Legislative Committee. The only property in the I-1 District that falls into the CBRF/RCAC category is the Heritage Elm Grove Senior Living facility at 800 Wall Street. The ordinance was remanded back to the Legislative Committee for further review. Then, the Legislative Committee reviewed draft ordinances striking all mention of CBRFs and RCACs from the I-1 ordinance and establishing a new zoning district, Rm-3 Multi-Family Residential, to ensure the Heritage facility remains a permitted use (albeit in a new zoning district).

Sowl stated that this first item is to approve amendments to the I-1 ordinance striking all mention of CBRFs and RCACs. The following action on the agenda will recommend approval of establishing the Rm-3 ordinance.

President Koleski asked if this amendment to the I-1 ordinance would impact any property's zoning designation. Sowl stated that the only property impacted would be the Heritage at 800 Wall Street which, if the Board of Trustees approves both this and the following ordinance at their February meeting, would render the property as existing legal nonconforming. While this has no negative impact on the use of the property currently, the plan is for the Commission to take action to recommend rezoning of the property from I-1 to Rm-3 at their March meeting. This is not being done at this meeting to provide the Heritage with due process to consider these potential amendments.

President Koleski opened a public hearing regarding the amendments to the I-1 ordinance. Observing no public comment, President Koleski closed the public hearing.

Ms. Stuckert stated that the intent of these amendments is to prevent CBRF and RCAC facilities from locating on existing I-1 zoned properties within the Village, citing that it may be difficult for Village EMS and public safety operations to support additional large facilities. President Koleski stated that, while the Village is not inherently opposed to CBRF and RCAC facilities, the goal is to ensure that any proposed change in use would have to request it from the Board first as opposed to being able to do by-right or as a conditional use under current I-1 zoning, whereby any Village input and consideration would be limited.

Mr. Fronberry asked if the Heritage would be without a zoning designation if this and the following ordinance are approved. Attorney de la Mora stated that the property would be a legal nonconforming use until the Village takes action to formally rezone the property. Attorney de la Mora added that a legal nonconforming use assures them of the same rights that they have currently under the I-1 district.

Ms. Stuckert made a motion to recommend approval of an ordinance amending 335-26 I-1 Institutional District. Mr. Cashin seconded. Motion passed 7-0.

6. Public Hearing, Review and Act on an Ordinance Creating § 335-21.2 Rm-3 Multiple-Family Residential District of the Elm Grove Code of Ordinances Accommodating Community-based residential facilities (CBRFs) and Residential Care or Assisted Living for Eligible Residents

President Koleski opened a public hearing regarding an ordinance creating the Rm-3 multiple-family residential district. Observing no public comment, President Koleski closed the public hearing.

Assistant Village Manager Sowl stated that this ordinance would create the Rm-3 district, allowing for CBRFs and RCACs as a permitted use. The goal is for the Commission to take action at a future meeting recommending the Heritage property be rezoned to Rm-3.

Mr. Fronberry asked if property owners have been notified of these potential ordinance amendments and if it impacts the way they are able to use their properties. Manager Harrigan stated that existing I-1 properties have been notified of both this meeting and the Board of Trustees meeting at the end of the month where final action will take place. Additionally, Harrigan stated that the amendments removing CBRFs and RCACs from the I-1 ordinance would prevent properties with that zoning designation from converting their properties to such facilities in the future. Ms. Stuckert added that the purpose behind creating the Rm-3 district is

ensure the Heritage facility remains a permitted use in its own district given proposed modifications to the I-1 ordinance. President Koleski stated that I-1 properties have been aware of these potential changes since the beginning of last year when updates to the future land use map occurred.

Ms. Stuckert made a motion to recommend approval of an ordinance creating 335-21.2 Rm-3 Multiple-Family Residential District. Mr. Fronberry seconded. Motion passed 7-0.

7. Other Business.

President Koleski asked for a status report on the single-family home reviews adjacent to the Caroline Heights Apartments. Assistant Village Manager Sowl stated that 4-5 homes have yet to come before the Building Board. Koleski also asked if there is another buildable lot north of the northernmost lot currently being built on Stephen Place at the intersection of Watertown Plank Road. Manager Harrigan stated that there is another buildable lot there but that it has not been submitted yet.

8. Adjournment.

Mr. Fronberry made a motion to adjourn. Mr. Cashin seconded. Meeting adjourned at 6:34 p.m.