



December 18, 2018

Mr. Tom Harrigan
Zoning/ Planning Administrator
Village of Elm Grove
13600 Juneau Boulevard
Elm Grove, WI 53122

Re: Elm Grove Heights Request to:

1. Re-zone 13040 W Bluemound Road from B-3 to RM-2 with a Planned Development Overlay;
2. Amend the Comprehensive Plan.

Dear Mr. Harrigan,

On behalf of Horizon Development Group, Inc., (“Horizon”) we would like to thank the Village of Elm Grove for the opportunity to submit this request. We believe strongly in the need for independent senior apartments in Elm Grove, and we look forward to working together to make Elm Grove Heights a reality.

Enclosed, please find the necessary materials for the Plan Commission to evaluate Horizon’s request to (1) re-zone 13040 Bluemound Road to RM-2 with a Residential Planned Development Overlay, and (2) amend the Comprehensive Plan.

If you have any questions or need any additional information, please contact Will Rutherford at w.rutherford@horizondbm.com / (608) 354 – 0843. Thank you in advance for your time and consideration.

Sincerely,

HORIZON DEVELOPMENT GROUP, INC.

Philip Schultz
Director of Development

Cc. Will Rutherford, Horizon

I. Introduction

Elm Grove Heights:

Horizon is proposing to develop Elm Grove Heights, a 75-unit independent senior apartment community to be located at 13040 W Bluemound Road. The project will feature a mix of one and two-bedroom apartments, a clubroom with a kitchen, an exercise room, tenant storage, and heated underground parking. As an independent senior living facility, the property will function like a traditional apartment building and will neither provide meals nor medical services. Pursuant to the RM-2 zoning district, all units will be rented to households in which every occupant is age 62 and better.

Entitlements History:

Horizon originally submitted a re-zoning request for Elm Grove Heights in June of 2018, but the Village ultimately determined that the zoning code could not accommodate a project of this size on our site. The Village Board recognized the need for independent senior housing in the Village and recommended that staff research a potential structure for a new zoning ordinance. In November 2018, the Village passed a new zoning ordinance (RM-2 Multiple-Family Residential) to better address the development of independent senior housing.

Request, Deliverables, and Appendices:

Horizon submits this request to (1) re-zone 13040 W Bluemound Road from B-3 to the newly-created RM-2 district, (2) apply for a Residential Planned Development Overlay, and (3) amend the Comprehensive Plan. We have included the following items to aid in the Plan Commission's evaluation of our request:

1. Rationale for Re-zoning (Section II);
2. Planned Development Overlay Petition (Section III);
3. Rationale for Enhanced Density (Section III);
4. Appendices (Section V).

In reviewing this request, please reference the below Appendices as appropriate:

1. Proposed Building Plans and Existing Building Plans;
2. ALTA Survey and Existing Conditions Survey;
3. Proposed Site Plan;
4. Proposed Lighting Plan;
5. Proposed Surface Water Drainage Plan and Stormwater Management and Utility Plan;
6. Landscaping Plan;
7. Parking Submittal – Independent Senior Housing;
8. Re-zoning Map Submitted to the Board of Trustees.

II. Rationale for Re-zoning

Section 335-77 of the Elm Grove Municipal Code requires that all petitions to amend the zoning code include a rationale for granting the request, together the following items: (A.) Plot plan, drawn to a scale of one inch equals 100 feet, showing the area proposed to be rezoned, its location, its dimensions, the location and classification of adjacent zoning districts and the location and existing use of all properties within 300 feet of the area proposed to be rezoned (this item was submitted to the Trustees and is included in Appendix 8); (B.) Owners' names and addresses of all properties lying within 100 feet of the area proposed to be rezoned (this item was submitted to the Trustees on December 5th, 2018 and is available on request from Village Staff); and (C.) Additional information required by the Plan Commission or Village Board.

The below excerpt was submitted to the Board of Trustees on December 5, 2018 as our rationale for re-zoning.

“Amending the Comprehensive Plan to accommodate Elm Grove Heights will help meet the housing demand for the Village’s rapidly expanding senior population. The US Census Bureau estimates that the senior demographic will continue to expand over the next decade, reaching approximately 20% of the national population by 2030.¹ Elm Grove is actually well ahead of this trend: as of 2000, the Comprehensive Plan indicates that over 34% of Elm Grove’s residents are over the age of 64, 16.9% of which are over the age of 75.² Unfortunately, Elm Grove residents do not currently have options in the Village or the immediate surrounding area for independent senior housing. Elm Grove Heights presents an opportunity for the Village to create the only independent senior community in the Village. With an already large senior population that will continue to expand, it is important for Elm Grove to address this need.

Elm Grove Heights is compatible with the multifamily uses in the surrounding area. There are 18 parcels of Elm Grove land within 1,000 feet of the Property that are zoned for or have an existing conditional use permit for multifamily (several of which front Bluemound Road). This includes the immediately adjacent parcels to the north, northwest, and northeast, which all contain existing condominiums or multifamily rentals. Independent senior housing will work well with these uses and it will provide support to local businesses.

Elm Grove Heights will help to stimulate Elm Grove’s next economic cycle by keeping higher income seniors in the Village, and by promoting turnover of the existing housing stock. The Village’s Comprehensive Plan identifies the following issues:

“(1) Senior-aged persons that desire to remain as Village residents but “downsize” their housing accommodation may be unable to secure housing within the Village that provides options for senior-aged services, is affordable and is of smaller scale than typical single family detached units.

¹ *An Aging Nation: The Older Population in the United States*. US Census Bureau. Pp. 2-4.

² The Comprehensive Plan for the Village of Elm Grove, Chapter 3: Housing. P. 24.

(2) The density of housing in the Village represents a potential barrier for future economic viability and vitality as a local hub for retail goods and services.”³

Elm Grove Heights will provide seniors, who helped build the community, the opportunity to sell their homes and remain in the Village. In the process, the existing housing stock will be turned over to families who will become the next generation of Elm Grove’s home owners. The increase in population will support local businesses and make Elm Grove a more attractive location for future retail goods and services. Also, Elm Grove Heights will increase the Village population at a location that is designed to accommodate higher levels of population.

High visibility locations like Bluemound Road are ideal for projects like Elm Grove Heights because independent senior housing has a low impact on traffic counts. The development team contacted the Wis DOT to discuss the proposed project, and Wis DOT indicated that they will not require a traffic study. They believe that Bluemound Road is well-suited to handle the light increase in vehicular traffic that will be generated by 75 units of senior housing. Wis DOT’s conclusion is consistent with Horizon’s internal data – we typically see less than one trip per unit (coming and going) per 12-hour period at comparable properties.”

³ The Comprehensive Plan for the Village of Elm Grove, Chapter 2: Issues and Opportunities. P. 5.

III. Planned Development Overlay Petition.

In submitting a request for a Planned Development Overlay, Section 335-30(G)(2) requests that the developer submit a Petition for re-zoning that contains two primary components: (a) a “**statement** that describes the relation of the proposed PDO District to the Village’s Zoning Code, adopted Master Plan (or any component thereof), and describes in detail the uses requested to be included in the proposed PDO District”; and (b) a **general development plan**. PDO proposals requesting **enhanced density** must also provide a **rationale** pursuant to Section 335-30(F)(3). This section addresses each Petition item in turn.

(a) Statement of Uses within PDO District

The PDO will consist of a single residential use: Elm Grove Heights, a proposed 75-unit independent senior apartment community that will feature a mix of one and two-bedroom apartment units, a clubroom with a full kitchen, an on-site leasing office, tenant storage, and heated underground parking. Elm Grove Heights will not offer services or meals to residents. The facility will operate like a traditional apartment community, except that the units will be rented to households consisting exclusively of residents aged 62 and better. While Elm Grove Heights will not provide medical assistance or other services, Horizon Management Services (“HMS”) will have an on-site property manager who will manage operations and coordinate resident activities to promote social engagement. HMS currently manages over 2,200 units of independent senior housing and our portfolio is over 98% occupied.⁴

Relationship to the Zoning Code and Adopted Master Plan:

As a residential use, Elm Grove Heights will depart from the Village’s Future Land Use Plan, which slates our site for commercial use. Multifamily is permitted by conditional use under the existing zoning district (B-3), but the scale of Elm Grove Heights requires that we request a re-zoning to RM-2 with a Planned Development Overlay.

The PDO statute further requests that the Statement include the following 6 requirements:⁵

[1] Total area to be included in the PDO District, area of open space, the proposed number of dwelling units, together with the proposed residential unit density and details of supporting calculations in accordance with this § 335-30, projected population analysis with details that support the assumptions used to calculate same, requirements for and availability of municipal or school district services and any other similar data pertinent to a comprehensive evaluation of the proposed development.

Total Area:

87,094 square feet - just under 2 acres.

⁴ HMS’ complete multifamily portfolio is almost 3,000 units, also operating at 98% occupancy.

⁵ Village of Elm Grove Code of Ordinances, Section 335-30(G)(2)(a)[1]-[6].

Open Space:

The site’s northern 1/3rd consists of natural vegetation and a creek. We are proposing to leave this area entirely undisturbed to preserve the site’s natural features.

Proposed # of Dwelling Units:

75 units. 37.5 units per acre (75 units / 2 acres).

Projected Population Analysis:

Horizon senior apartments have an average occupancy of 1.12 persons per unit. The below table outlines the average age and number of residents at four comparable independent living properties at our Woodland Ridge senior campus in Greenfield, WI.

Property	# of Units	Average Age	Age Below 70	71-80	81-90	Over 90	Total Residents	Residents Per Unit
Crestview	76	80	11	17	42	14	84	1.1
High Grove	60	79	8	24	31	9	72	1.2
Hillcrest	40	76	14	13	9	9	45	1.1
Prairie Hill	69	76	18	18	28	10	74	1.1
Totals	245		51	72	110	42	275	1.12
Percentages			19%	26%	40%	15%		

We therefore expect that Elm Grove Heights will contain approximately 84 residents (75 units * 1.12 residents per unit). We currently have an interest list for Elm Grove Heights of 72 people, 43 of which are Elm Grove residents.

School District Impact:

In accordance with the RM-2 zoning district, all residents must be over the age 62, so we do not expect any impact on school district. The property will pay real estate taxes to the school district, but will not be generating any students. We do, however, expect some indirect increase in the Elmbrook School District’s population resulting from turnover of Elm Grove’s housing stock. At least some Elm Grove seniors who move to Elm Grove Heights will sell their homes to young families with children who will attend Elm Grove public schools.

Municipal Service Impact:

We expect that some demand for municipal services will be generated by 75 units of housing. But as previously stated, we expect that many of our residents will be comprised of seniors who already reside in the Village, so we do not anticipate a significant increase in demand on municipal services.

[2] A general summary of the estimated cost of constructing public and private structures and site-related improvements, landscaping and special features.

Our current budget to purchase the land and building the project is \$15,250,000.

Our plan contemplates the extension of municipal water from the northeast corner of Elm Grove Road and Bluemound Road up to our site's eastern lot line. This will include the installation of two public fire hydrants: one at the southeastern corner of our site, and another just north of our building on the western side of the private drive (See Appendix 5 and the Stormwater Management and Utility Plan for exact locations). Current projections estimate the cost of these public improvements at \$110,000. This cost will be borne entirely by the project and it is included in our total development cost figure.

[3] Details about the manner in which the owners will participate in the formulation and execution of the development agreement.

Horizon owners will negotiate the development agreement with the Village. Horizon owners will also be investing in the project.

[4] Details concerning the organizational structure of the property owners' or management association proposed to be established for the purpose of providing any necessary continuing private services, implementation of the development agreement or administration of the project.

The project will be 100% owned by a single-asset limited liability company which will be controlled by Horizon owners. The owner LLC will contract directly with Horizon Development Group ("HDG"), Horizon Construction Group ("HCG"), and Horizon Management Services ("HMS") to develop, build, and manage the property. HMS will oversee operations, organize the resident social calendar, and ensure compliance with ownership's requirements in the development agreement, (e.g., verifying that all residents are 62 and over).

[5] Any proposed departures from the standards of development as set forth in the Village zoning ordinances other Village ordinances or applicable state or federal statutes or regulations.

Section 335-30(D)(2) allows PDO applications to request flexibility from "maximum building height, yard areas, lot dimensions, setbacks, and parking requirements" for the underlying district.

Density:

Base density in the RM-2 district is 16 units per acre,⁶ but projects may request an enhanced density of up to 38 units per acre as part of a Residential Planned Development Overlay.⁷ Elm Grove Heights is requesting an enhanced density of 37.5 units per acre. In granting a request for

⁶ Village of Elm Grove Code of Ordinances, Section 335-21.1(A)(1).

⁷ Village of Elm Grove Code of Ordinances, Section 335-21.1(C)(2).

enhanced density, code requires that the Trustees and Plan Commission consider a number of factors.⁸ We address each of these items in Section III(c).

Setbacks:

The minimum side-yard setback in the RM-2 district is 20 feet.⁹ Elm Grove Heights is proposing a 13.38-foot setback for the western property line. Front, rear, and eastern side-yard setbacks all comply with code.

Height

The maximum height for the principal structure in the RM-2 district is 36 feet.¹⁰ Elm Grove Heights is proposing a 51'6" structure.

Parking

Elderly multiple-family housing requires a minimum of 1.5 stalls per unit.¹¹ Elm Grove Heights is proposing 70 underground stalls (0.93/unit) and 18 surface stalls (0.24/unit) for an overall parking ratio of 1.17 stalls per unit (88 stalls / 75 units). Please see Appendix 7 to verify that this request is reasonable.

Underground Parking

Please see the attached documentation (Appendix 7) illustrating parking demand at 12 other independent senior properties in Horizon's portfolio. These properties have an average of 0.94 underground stalls per unit, with approximately 21.2% remaining vacant. As a result, we expect at least 14 of Elm Grove Heights 70 underground stalls to remain vacant (70 * 21.2%).

Surface Parking

In preparation for this submittal, we also conducted a surface stall usage study at Crest View, a 76-unit independent senior building at our Woodland Ridge campus in Greenfield.¹² The study indicated that, at any given time, an average of 6.3 surface stalls were occupied.

Overall Parking Demand

Our experience managing over 2,000 units of independent senior living makes us confident that the proposed ratio of 1.17 stalls/unit is more than adequate. As you can see from our parking analysis in Appendix 7, municipalities routinely approve independent senior parking ratios near 1.2 stalls/unit and that ratio is almost always more than is needed. The columns indicating

⁸ Village of Elm Grove Code of Ordinances, Section 335-30(F)(3).

⁹ Village of Elm Grove Code of Ordinances, Section 335-21.1(F)(2).

¹⁰ Village of Elm Grove Code of Ordinances, Section 335-21.1(G)(1)(a).

¹¹ Village of Elm Grove Code of Ordinances, Section 335-32(J).

¹² The study was conducted from 9:00am – 5:00pm on Wednesday, December 12th – Friday, December 14th and from 9:00am to 1:00pm on Saturday, December 15th.

“parking needed” purposefully overestimate the amount of parking needed by taking the occupied underground stalls and adding all surface stalls to that number. We know from our study that Crest View only needed an average of 6.3 surface stalls at any given time, so including 25 surface stalls in the “parking needed” calculation is more than conservative. But even by that conservative calculation, these 12 facilities only “need” an overall average ratio of 1 stall per unit, whereas Elm Grove Heights is proposing 1.17 stalls per unit. The below calculation applies the underground parking vacancy rate from Appendix 7 and the surface parking demand from our Crest View Study to illustrate the average expected parking vacancy at Elm Grove Heights as proposed:

Elm Grove Heights - Underground Vacancy Expectation:

- Underground Stalls – 70
- Horizon underground parking vacancy rate – 21.2%
- Expected underground vacancy – 14 stalls (70*21.2%)

Elm Grove Heights – Surface Parking Vacancy Expectation:

- Surface stalls – 18
- Average number of surface stalls occupied per Crest View Study – 6.3 (rounded up to 7)
- Expected surface vacancy – 11 stalls (18-7)

Total Vacant Stalls on Average:

- Underground – 14 stalls
- Surface – 11 stalls
- Total – 25 stalls

[6] A realistic development timetable, including all benchmark dates from commencement to completion of physical development of the proposed project.

Milestone	Projected Date for Completion
Obtain Entitlements	March 2019
Building Permit	June 2019
Construction Start	July 2019
Complete Construction	July 2020
Achieve Stabilization	June 2021

(b.) General Development Plan:

This section pairs with our architectural, civil, and landscaping design documents and addresses each of the code requirements for the PDO's General Development Plan.¹³

[1] A legal description of the boundaries of all property included in the proposed PDO District and its relationship to surrounding properties, including existing topography on the site with contours at no greater than two-foot intervals as part of an ALTA survey.

Legal Description:

Lot 2 of Certified Survey Map No. 8351, being a redivision of Parcel 2 of Certified Survey Map No. 5703, being a part of the Southeast ¼ of the Northwest ¼, the Southwest ¼ of the Northeast ¼, and the Northwest ¼ of the Southeast ¼ of Section 25, Town 7 North, Range 20 East, in the Village of Elm Grove, Waukesha County, Wisconsin.

Relationship to Surrounding Properties:

The Elm Grove Heights parcel is surrounded by a mix of office and multifamily uses. Please see the attached "Parcel Rezoning Map" (Appendix 8) for all adjacent uses.

Existing Topography:

Please see the attached ALTA and Existing Conditions Surveys illustrating the site's existing topography.

[2] A detailed site plan for the entire PDO District showing:

[a] The type, size, arrangement, including respective use(s) and location of any individual lots, building sites and proposed structures on each individual lot.

The PDO district will consist of 1 two-acre lot. The only structure on that lot will be the proposed 75-unit apartment building. Please see the attached site plan (Appendix 3) for additional details.

[b] The location of open space areas and areas reserved or dedicated for private or public uses, including, but not limited to, easements and drainageways.

The site's northern third consists of natural vegetation and contains a drainage easement. This area will remain undisturbed.

[c] Landscaping, exterior lighting and signage.

¹³ Code requirements for the General Development Plan can be found here: Village of Elm Grove Code of Ordinances, Section 335-30(G)(2)(b).

Landscaping and Lighting Plans:

Please see the attached Landscaping (Appendix 6) and Lighting Plans (Appendix 4).

Signage:

While we have yet to design specific signage for Elm Grove Heights, the Civil Site Plan (Appendix 3) illustrates the proposed location for signage. The Elm Grove Municipal Code limits signage in nonresidential districts to 1 sign per lot,¹⁴ but there is no such limitation for residential districts. The proposed RM-2 zoning will accommodate our plan for two signs - one for Elm Grove Heights and one for Emerald Woods. We are proposing to relocate the Emerald Woods sign from its existing location to the eastern side of the entry drive. The Elm Grove Heights sign will then be constructed where the Emerald Woods sign is currently located.

[d] The location of public and private roads, driveways and parking facilities and the calculations used to justify the number of spaces proposed.

Proposed Parking Ratio:

Overall Parking Ratio: 1.173 (88 stalls / 75 units)

- Underground stalls: 70 – 0.93 per unit (70 stalls / 75 units).
- Surface stalls: 18 – 0.24 per unit (18 stalls / 75 units).

Please see the attached parking submittal (Appendix 7) illustrating that the proposed ratio is more than adequate for 75 units of independent senior housing.

Public and Private Roads:

The site contains a single private drive that connects with Bluemound Road. Horizon is proposing to widen the existing 20-foot driveway to 26 feet at the entrance to Bluemound. We will then taper the 26' width gradually down to the existing 20 feet north of the Elm Grove Heights structure. This private drive will be shared by Emerald Woods and Elm Grove Heights.

In the conceptual review process, the development team was asked to think creatively about adding another point for ingress/egress. Unfortunately, none of the neighboring lots were willing to grant an easement for an additional access point and the Department of Transportation will not allow a second curb cut on Bluemound Road. While we understand the concern over having one access point for 174 units (99 units at Emerald Woods and 75 units at Elm Grove Heights), we are confident that one access point will not cause safety concerns. Our Woodland Ridge senior campus in Greenfield is located on a major arterial (W Howard Avenue) and has one access point for 366 units of senior housing.¹⁵ In 17 years, we have only seen one accident at the ingress/egress point.

¹⁴ Village of Elm Grove Code of Ordinances, Section 335-48(A)(1)(a).

¹⁵ This campus contains 245 units of independent senior living that are occupied by 275 residents. The remainder of the campus contains assisted living, memory care, market rate condominiums, and units set-aside for the deaf.

[e] The existing and proposed location of public and private sanitary sewer and water supply facilities.

Sanitary Sewer:

The Village has an easement for an existing sanitary sewer pipe that runs diagonally across the northern third of the site. Village staff has confirmed that Elm Grove Heights will be able to connect.

Water Supply Facilities:

Horizon will be extending municipal water from the northeast corner of Elm Grove Road and Bluemound Road. The water line will be a 12” PVC pipe that will connect to a public fire hydrant that we will install at the southeast corner of our lot. We will connect to the public water line via a 6” lateral that will extend to a second public fire hydrant at the northeast corner of our building on the west side of the private drive. The Elm Grove Fire Chief has indicated that the installation of the second public hydrant will provide a significant improvement to the Fire Department’s ability to lay a hose to fight fires at the neighboring properties (e.g.s Emerald Woods, Douglas Plaza).

See Stormwater Management & Utility Plan (Appendix 5) for precise locations of proposed hydrants and utilities.

[f] The existing and proposed location of all other public and private utilities or other easements.

Please see the attached Stormwater Management and Utility Plan (Appendix 5).

[g] Characteristics of soils related to contemplated specific uses.

Horizon commissioned a geotechnical subsurface investigations report that revealed various mixtures of clay, silt, sand, and gravel. The existing soil conditions are suitable to support the proposed 75-unit building and we anticipate typical site work costs.

[3] Anticipated uses of adjoining lands in regard to roads, surface water drainage and compatibility with existing adjacent land uses.

Please see the attached Surface Water Drainage Plan (Appendix 5).

[4] Architectural plans, elevation and perspective drawings and sketches illustrating the character and design of all proposed structures.

Please see the attached architectural plans from JLA (Appendix 1).

(c) Rationale for Enhanced Density

Elm Grove Heights is designed at a density of 37.5 units per acre (75 units / 2 acres). Pursuant to the RM-2 zoning district, the Board of Trustees may grant an “enhanced density” of up to 38 units per acre as part of the Residential PDO evaluation process.¹⁶ To be eligible for “enhanced density,” the PDO statute requires that the project be of “exceptionally high quality, comparable to the highest quality tier” of residential units in the Village.¹⁷ In considering a request for enhanced density, the Village Board of Trustees considers the criteria listed below. Our Petition addresses each standard in turn.

(1) *“Whether the project will provide better utilization of the land and better preservation of natural resources than would otherwise be realized if the site were developed either in conformity with the density requirements of the underlying district or as a PDO District without an enhanced density;”*

- High density residential will support the high cost to acquire and develop this parcel with a use that will maintain consistent occupancy. High traffic counts on Bluemound yield high land costs and high commercial rents, which together have produced many vacancies in commercial and retail properties on Bluemound. The Property is one of the only vacant parcels in the Village and is highly underutilized. While permitted uses in the B-3 district (e.g.s, hotels, motels, fitness center, retail, etc.) will face the same struggles to achieve feasibility and maintain occupancy, a residential use with enhanced density will support the high cost of developing this parcel. Elm Grove Heights will generate consistent, significant tax dollars with a minimal impact on Village resources.
- Senior housing is more compatible with the Emerald Woods Condominium Association (“EWCA”) to the north than other uses in the B-3 district (e.g.s, hotels, motels, fitness center, retail, etc.). The Elm Grove Heights property has granted an access easement to the EWCA and Wis DOT will not allow another curb cut for this location. As a result, the EWCA must share a single access point with whatever use develops this parcel. Independent senior housing is a low-impact use that pairs well with residential condominiums and will generate less traffic than other uses in the B-3 district.
- By granting a re-zoning and enhanced density, Elm Grove Heights will be able to achieve feasibility and bear the cost of requested public improvements. The Village has requested that Elm Grove Heights extend municipal water from the northeast corner of Bluemound and Elm Grove Roads. As discussed, the costs of developing parcels on Bluemound Road are already extraordinary and enhanced density will allow Elm Grove Heights to construct the requested public improvements. The extension of municipal water will benefit the Village long-term by providing surrounding businesses and condominium uses the option to

¹⁶ See Section 335-21.1(C)(2). The Village of Elm Grove Code of Ordinances.

¹⁷ See Section 335-30(F)(3)(a). The Village of Elm Grove Code of Ordinances.

connect to municipal water. In addition, we will be installing a fire hydrant at the north end of our development which will be in proximity to both Emerald Woods and Douglas Plaza Condominium developments. This greatly improved access to municipal water for fighting fires will increase the safety for both the condominium residents and for firefighters.

- The Elm Grove Heights plan maintains the greenspace along the northern third of the Property, with a setback of 179 feet from the nearest Emerald Woods building. This will remain a natural woodland which will protect the stream running through the Property.

(2) *“Whether the project makes adequate provision such that an increase in residential density will not have an unreasonable adverse effect on neighboring properties, existing and/or proposed public rights-of-way and/or municipal and other public services as a result of the type, intensity and frequency of the use(s) associated with the proposed project;”*

- Our design has many features to minimize the impact on Emerald Woods Condominium Association. (1) We are rebuilding and widening the shared access drive at no cost to Emerald Woods and will be sharing road maintenance costs in the future. (2) The widened entry drive will improve emergency vehicle access to our site and to Emerald Woods. (3) We will be constructing a service drive on the northern side of the our building that will assist with move-ins, fire department accessibility, and U-turns by service vehicles. (4) We will be installing stop signs at our motor court and garage exits with a warning indicator light at our garage exit to alert Emerald Woods residents to cars exiting our parking garage. (5) We are including wider tapers from the drive to the public right of way entrance on Bluemound Road to facilitate ingress/egress. (6) We will be installing improved entry drive street lighting to enhance safety. (7) We will be installing an attractive “Private Property” sign at the end of our property indicating that only owners and guests may enter the Emerald Woods Property. (8) We will be improving the landscaping along the east property line of Elm Grove Heights to screen the adjacent commercial use.
- Senior housing will have a lower impact on traffic than business or retail uses permitted under B-3. Bluemound Road is designed to support high volume traffic and, even at higher density, senior housing has a low-impact on surrounding properties. Horizon’s internal traffic statistics show an average of less than one auto trip per 12 hour day per apartment unit for comparable properties. Demographic data from Horizon’s 30 years of senior housing experience indicates that our average occupancy at Elm Grove Heights will be only 1.1 persons per unit, which will result in a minimal increase in traffic circulation. The average age of our residents at move in will be 76, and only about 75% will have cars. Finally, we contacted the Department of Transportation, who indicated that 75 units of senior housing would not requiring a traffic study due to low traffic volume generated.

- As for Village services, our pledge to extend municipal water will only make it easier for adjacent properties to connect to municipal water in the future through a cost-sharing agreement.

(3) “Whether the structures proposed for the project are harmonious with existing surrounding structures and land uses;”

- Currently, 18 parcels with multifamily uses or zoning exist within 1,000 feet of our location, including three adjacent parcels to the north, northwest, and northeast.
- Our architect, Dale Streitenberger, an Elm Grove resident, and a Principal with JLA Architects has studied the surrounding building carefully to ensure that the design of Elm Grove Heights is attractive and harmonious with the existing structures. The residential character of our design blends well with the surrounding multifamily uses and our anticipated building height is lower than the Building Trades Association building immediately to the west. Approaching traffic from the east will have a nearly identical aesthetic to the current view, and traffic approaching from the west will be unable to see our building until they pass the Building Trades Association building.

(4) *“Whether building materials have been selected and are proposed to be utilized in a manner that is harmonious with the natural environment and the general character of other buildings and structures in the vicinity of the proposed development;”*

- Our architect, JLA Architects has selected multiple materials which are harmonious with the surrounding building and which are comparable to other multifamily properties in the Village. The building materials will include ground face block to create a building base; two colors of brick masonry; long lasting cement board siding; extensive architectural detailing on the facades; metal roofing at the building entrance; and a residential style shingle roof.

(5) *“Whether the proposed project will result in the construction or upgrading of specific public infrastructure improvements that will benefit the public without cost to the Village;”*

- The Village is requesting that we connect to municipal water. Elm Grove Heights will pay for this at no cost to the Village. Connecting to municipal water will require us to extend a 12” PVC water line from the northeast corner of Bluemound and Elm Grove Road to our eastern lot line. Any future redevelopment of properties to our east will be able to connect to municipal water by entering a cost-sharing agreement with Elm Grove Heights’. In addition,

adjacent properties which are not currently connected to municipal water will be able to do so in the future.

- We will be installing a public fire hydrant at the north end of our development which will be a significant upgrade in the ability of the fire department to fight fires in the area.

(6) *“Whether the proposed project will enhance an existing structure that is deemed beneficial to the character of the neighborhood where it is situated.”*

- While not directly applicable, our project will redevelop one of the most underutilized parcels in the Village – a vacant lot on Bluemound which has been vacant for many years. Elm Grove Heights will be a very attractive building which will enhance the values of adjacent properties.

IV. PDO Evaluation Criteria

The Elm Grove Municipal Code lays out specific criteria for the Village Board and Plan Commission in their respective evaluations of a request for a Planned Development Overlay.¹⁸ We will address each in turn.

(1) The Village Plan Commission, in making its preliminary and final recommendation on the petition, and the Village Board, in making its determination, shall consider whether each of the following criteria are satisfied:

(a) Whether the petitioner(s) for the proposed Planned Development Overlay District has demonstrated:

[1] An intent and ability to begin the physical development of the PDO District within 18 months following the approval of the petition; and

As is demonstrated by the schedule illustrated in the re-zoning Petition, we intend to start construction within 4 months of obtaining entitlements. We have developed 88 housing projects in 34 years and we are confident that this schedule is reasonable.

[2] That the necessary financial resources to carry out the project in strict conformity with the development agreement have been obtained and committed.

Horizon has 34 years of experience in developing and financing senior housing. Our primary lenders - Old National Bank and Dubuque Bank & Trust –are both eager to finance this project. Typically, lenders and equity investors want to see that municipal entitlements are in place before funds are committed. Horizon has developed over 4,200 units of independent senior living across 78 projects.

Our track record as a developer speaks to our ability to construct and operate Elm Grove Heights in strict conformity with the development agreement. We are happy to provide references at the Village’s request.

(b) Whether the proposed Planned Development Overlay District is consistent in all respects with:

[1] The purpose of this section and the spirit and intent of this chapter; and

Consistency with Intent of Zoning Chapter:

The Elm Grove Zoning Code is intended to regulate and restrict the use of all structures, lands, and waters to promote the Village’s well-being.¹⁹ Elm Grove Heights is consistent with the

¹⁸ See Village of Elm Grove Code of Ordinances, Section 335-30(H)(1) & (2). See also Section 335-30(H)(3) for supplemental considerations for evaluating a Residential PDO request.

¹⁹ See Village of Elm Grove Code of Ordinances, Section 335-2 & 3.

zoning code’s intent because it is thoughtfully-designed and it will address one of the Village’s greatest housing needs.

Over 34% of Elm Grove’s population is already over the age of 64 and the US Census Bureau anticipates that the senior demographic will continue to expand as the baby boomer generation ages.²⁰ Despite an already robust senior population, there are no independent living options for seniors in the Village. Elm Grove Heights will allow Village seniors to sell their homes and remain in the community and it will position the Village to meet the housing demand for the expanding senior demographic.

Consistency with Intent of Planned Development Overlay Section:

The Elm Grove Municipal Code states that the PDO District is intended to utilize coordinated site planning efforts to provide design flexibility for high quality projects that are consistent with the use requirements of the underlying zoning district.²¹

Consistency with Use Restrictions:

An independent senior living community is consistent with the use restrictions of both the underlying and proposed zoning districts: multi-family is permitted by conditional use under current zoning (B-3) and independent senior living facilities are by right under the proposed zoning (RM-2).

Quality:

The PDO process guarantees that Elm Grove Heights will set the standard for residential quality. As part of our Residential PDO, we will be requesting enhanced density, which may only be awarded if the project “meets or exceeds” the highest quality residential comparable in the Village. We have designed Elm Grove Heights to meet or exceed the quality of Heritage Elm Grove and the Watermark Condominiums.

[2] The adopted Master Plan or any adopted component thereof.

The Village’s Future Land Use Plan slates our site for commercial use. We believe, however, that our request is consistent with the Village’s Comprehensive Plan because it addresses the need for independent senior housing and our use is complementary to the surrounding properties.

(2) The Village Plan Commission, in making its preliminary and final recommendations, and the Village Board, in making its decision on any proposed PDO District, shall consider the following criteria:

(a) The development will not be contrary to the general welfare and economic prosperity of the community.

²⁰ *An Aging Nation: The Older Population in the United States.* US Census Bureau. Pp. 2-4. The Comprehensive Plan for the Village of Elm Grove, Chapter 3: Housing. P. 24.

²¹ See Village of Elm Grove Code of Ordinances, Section 335-30(A).

Elm Grove Heights will have a positive economic impact on the Village by creating new tax revenue and jobs and promoting turnover of the existing housing stock. New construction and property management jobs will stimulate economic growth and the influx of workers will support local businesses. Village seniors will sell their homes to the next generation of Elm Grove's home owners.

Elm Grove Heights will also generate significant tax revenue and extend municipal water without requesting financial support.

(b) The proposed site is being provided with adequate drainage facilities for surface and storm waters.

Elm Grove Heights' stormwater and surface drainage facilities are designed to meet MMSD and state law requirements. They will ensure that storm waters are properly treated and released gradually into the drainage easement on the northern 1/3rd of the site. In addition, we will install curb and gutter along the newly-rebuilt entry drive that will significantly improve current surface drainage conditions. Please see the attached Stormwater and surface drainage plans (Appendix 5).

(c) The proposed site is accessible from public roads that are adequate to carry the traffic that can be expected to be generated by the proposed development.

Elm Grove Heights' will be located on Bluemound Road - a major arterial that is designed to handle a high volume of traffic. The Department of Transportation indicated that they are comfortable with Bluemound's ability to handle the traffic generated by 75 units of independent senior housing, and DOT will not require a traffic study.

(d) No undue constraint or burden will be imposed on public services and facilities (such as fire, EMT and police protection), street maintenance, maintenance of public areas near the proposed development and/or educational facilities.

Public Services:

We anticipate that the majority of Elm Grove Heights future residents will be comprised of existing Elm Grove residents who wish to remain in the community when they sell their homes. We therefore expect a minimal increase in demand for public services.

In addition, the building will feature the following fully-sprinklered for fire protection purposes. It will also be fully-accessible and will feature a large cab elevator.

Public Facilities:

By extending municipal water and installing two public hydrants, our design will improve the Fire Department's ability to fight fire in the surrounding area.

Public Maintenance:

The private drive on-site will be privately maintained.

The only public amenity in the surrounding area that may experience an increase in use is the Underwood Creek Trail. We expect that Elm Grove Heights residents will find proximity to the trail as an attractive amenity. However, the average age of residents at comparable Horizon properties is over 77. While our residents usually lead a fairly active lifestyle, we do not anticipate an undue increase in the Village's maintenance responsibilities.

Educational Facilities:

We expect no impact on the Elmbrook School District.

(e) The private roads and driveways on the site of the proposed development are adequate to serve the users of the proposed development.

We are confident that the single private drive on-site will be adequate despite an increase in density. At Horizon's Woodland Ridge senior campus in Greenfield, a single private drive serves over 400 residents (275 independent living residents) across 366 units and we have only seen one accident at that facility in 17 years. Elm Grove Heights' private drive is currently 20' wide and serves 99 units. We are proposing to widen the existing road from 20' to 26' to improve ingress/egress at Bluemound Road. While the drive will serve an additional 75 units, independent senior housing has a low per-unit occupancy and is a relatively low-impact use. We expect approximately 84 residents to occupy Elm Grove Heights and comparable Horizon properties only generate an average of 1 trip per-unit, per 12-hour period.

(f) Public sanitary sewerage facilities are adequately provided.

Village staff has indicated that Elm Grove Heights will be able to connect to the existing sanitary pipe on-site.

(g) The entire tract or lots to be included in a Planned Development Overlay District is subject to the terms and conditions of the development agreement, and the legal description encompasses said PDO District as a single area, shows all of its component lots and has been prepared to be recorded with the Register of Deeds for Waukesha County.

The PDO will encompass the entire Elm Grove Heights lot and it will be subject to the terms and conditions of the development agreement. As the PDO will consist of only one lot, the existing legal description already encompasses the PDO district as a single area, and it will be recorded with the Register of Deeds for Waukesha County.

(h) The proposed project will be adequately served by appropriate off-street parking.

As discussed, we are proposing an overall parking ratio of 1.17 stalls per unit. Section 335-32(J) of the Elm Grove Municipal Code requires 1.5 stalls per unit for Elderly multifamily housing. Please see the attached materials illustrating 12 comparable Horizon properties with similar parking ratios that have considerable parking vacancy.

(i) The architectural design, landscaping, control of lighting and general site development will result in an attractive and harmonious project compatible without unreasonably affecting the property values of the surrounding neighborhood.

Our design incorporates a number of techniques to blend with the architectural themes in the surrounding area. From a massing standpoint, the Building Trades Association to the west is actually 1.5 feet taller than Elm Grove Heights, and we chose to scale the building down to three stories along the private entry drive to emphasize a transition to east and enhance the residential aesthetic. We also chose a gabled, shingle style residential roof to mirror Emerald Woods. Finally, we intend to include ample landscaping along the east side of the entry drive to create a private, attractive approach for Elm Grove Heights and Emerald Woods residents.

Please see the attached design materials for evaluation.

(j) The locations for entrances and exits have been designated to prevent unnecessary interference with the safe and efficient movement of traffic on surrounding streets and that the development will not create an unreasonable adverse effect upon the general traffic pattern of the surrounding neighborhood.

The entrance to Elm Grove Heights will be at the existing curb cut approved by Wis DOT and Wis DOT will not allow a second curb cut. There is, however, a full “non-traffic” lane that residents will be able to use for ingress/egress.

As discussed, the Department of Transportation feels that 75 units of independent senior housing will not cause traffic concerns on Bluemound and they will not be requiring a traffic study. Our Woodland Ridge campus in Greenfield serves 366 units with a single, private drive. In our experience, the traffic volume generated by our use will not pose traffic concerns on the private drive or Bluemound Road.

(k) Provision has been made for the adequate and continuing operation and maintenance of all aspects of the project.

Horizon Management Services (“HMS”) currently manages almost 3,000 units in Wisconsin, Iowa, and Illinois and will serve as the property manager. HMS prides itself on meticulous, value-preserving management practices and their portfolio is over 98% occupied. Horizon’s involvement in the ownership and management of the property will ensure that we have a continued interest in the project’s success for years to come.

- (l) The proposed project has, where applicable, been examined with respect to its compatibility with the nonmandatory Downtown Overlay District Site Design Guidelines set forth in § 335-12G.*

The subject site is not located within the Downtown Overlay District.

- (3) In the case of a proposed PDO District with residential uses, the Village Plan Commission, in making its preliminary and final recommendations, and the Village Board, in making its decision on any proposed PDO District, shall also consider the following:*

- (a) Such development will provide an attractive residential environment of sustained desirability and economic stability.*

Our 34 years of experience has yielded a refined approach to developing senior housing that focuses on creating a community-oriented environment. With nearly 3,000 units in our portfolio, we are able to apply a data-driven approach to design and operations that creates an exciting place to live. In preparation for the entitlements process, Horizon conducted a senior housing survey to gauge interest for the proposed location. We have over 72 people on our interest list, 43 of whom are residents of Elm Grove.

- (b) The impact of the population composition of the project upon the school district's capacity to provide needed educational services.*

Senior housing will not have an impact on the Elmbrook School District's population. It will, however, generate property taxes that can be used to support Elmbrook's operations.

- (c) Permanent preservation of open space areas as shown on the approved site plan is ensured by the creation of appropriate easements and recorded deed restrictions.*

As discussed, the site's northern 1/3rd will remain undisturbed to preserve natural vegetation. This area already contains drainage and sanitary easements, but we are happy to enter into a new agreement with the Village to memorialize our intent to leave the area undisturbed.

- (d) The proposed mixture of uses produces a unified composite which is compatible within the underlying districts and which, as a total development entity, is compatible with the surrounding neighborhood.*

We are proposing an exclusively residential use that fits in well with the character of the surrounding area. There are 18 parcels of land within 1,000 feet that are zoned for multifamily, including several that front Bluemound Road.

V. Appendices

Table of Appendices

1. Proposed Building Plans and Existing Building Plans (Architectural)
 - a. Required components per the Elm Grove Development Submittal Checklist:
 - i. Scaled architectural plans showing all exterior elevations noting colors and materials;
 - ii. General floor plan for all new buildings;
 - iii. Drawings should provide sufficient detail to indicate the architectural design of the proposed buildings.
2. ALTA and Existing Conditions Surveys
 - a. Included Per Section 335-30(G)(2)(b)(1).
3. Proposed Site Plan
 - a. Required components per the Elm Grove Development Submittal Checklist:
 - i. Location and dimensions of proposed structures, including total building footprint area;
 - ii. Distance of structures to all lot lines;
 - iii. First floor elevations and first floor grades;
 - iv. Location and grade (measured at nearest building corners) of neighboring structures;
 - v. Adjacent properties and their uses;
 - vi. Proposed streets, driveway, sidewalks, and other pedestrian or vehicular circulation facilities, including widths;
 - vii. Parking areas including total number of parking spaces;
 - viii. Total acreage of the proposed building site;
4. Proposed Lighting Plan
 - a. Required components per the Elm Grove Development Submittal Checklist:
 - i. Lighting Plan including: location, height, design, type, and power of all exterior lighting.
5. Proposed Surface Water Plan & Stormwater Management
 - a. Requirements per the Elm Grove Development Submittal Checklist:
 - i. Surface water drainage plan illustrating how additional runoff caused by the new structure will be accommodated so as not to adversely impact neighboring properties;

- ii. Identify existing drainage conditions in gray-scale and proposed drainage conditions in black ink;
- iii. Topographic contours are to be shown in intervals not exceeding two feet;
- iv. Storm water management facilities;
- v. Location of construction erosion control

6. Landscape Plan

- a. Requirements per the Elm Grove Development Submittal Checklist:
 - i. Location of all new plantings and existing plant materials;
 - ii. List of the number, species, and size of plant materials at installation;
 - iii. Tree Inventory:
 - 1. Trees more than 12 inches in diameter at chest height on the property;
 - 2. Trees more than 6 inches in diameter on Village right-of-way;
 - 3. Trees that will be removed and trees that will remain.

7. Re-zoning Map Submitted to the Board of Trustees

- a. Requirements per the Elm Grove Development Submittal Checklist:
 - i. Plot plan where 1" = 100' showing:
 - 1. Area to be re-zoned;
 - 2. Location of property;
 - 3. Dimensions of property;
 - 4. Location and classification of existing, adjacent zoning districts;
 - 5. Location and existing use of properties within 300' of property to be re-zoned.