



CITY OF GLENDALE
JOINT REVIEW BOARD
5901 N. Milwaukee River Parkway
North Shore Fire Station 82
Glendale, Wisconsin 53209

This meeting is in person but will also be conducted via Zoom.

Zoom Meeting
<https://us06web.zoom.us/j/82890658532>
Meeting ID: 828 9065 8532
One tap mobile
+1-312-626-6799 US (Chicago)

MEETING AGENDA

Monday, February 17, 2025
4:00 p.m.

1. **Call to order.**
 2. **Roll call.**
 3. **Appointments:**
 - a. Chairperson.
 - b. Public Member
 4. **Review:** Responsibilities of the Joint Review Board.
 5. **Review and Discuss:** 2024 Approved Plan Development – 2510 Good Hope Road
 6. **Review and Discuss:** Draft Project Plan.
 7. **Set the Next meeting date:** To Consider Approval of the District.
 8. **Annual Report:**
 - a. Discussion and Review: 2023 Annual Report and the performance and status of Tax Incremental District No. 7.
 - b. Discussion and Review: 2023 Annual Report and the performance and status of Tax Incremental District No. 8.
 9. **Adjournment.**
- NOTICE: Although this is NOT a meeting of the Glendale Common Council, a majority of Council members may be in attendance. No action or deliberation by the Council will take place.

SUBJECT: Planned Development (PD) Zoning at 2510 Good Hope Rd
FROM: Meredith Perks, City Planner, Vandewalle & Associates
MEETING: Joint Review Board (JRB), Public Hearing
MEETING DATE: February 17th, 2025

STATUTORY REFERENCE:

Wisconsin Statutes:	NA
Municipal Code:	13.1.50

BACKGROUND:

In 2019, the City approved a Planned Development District (PD) rezoning at 2510 West Good Hope Road for a multi-family residential project led by New Land Enterprise (the Applicant). The developer did not approach the City about a TIF for this project. That project was not constructed, and New Land Enterprises was approved for an updated PD. The 2019 approved PD included multifamily development of one apartment building of 48 units along the Good Hope Road frontage and 41 townhouse units at the back of the site. In total, the PD approved 89 dwelling units with parking on the first floor of the apartment building, a surface parking lot and attached two-car garage parking for each townhouse unit. Development amenities included a community room, fitness center, pet spa, on-site management offices, and a ¼ mile pedestrian path. In 2019, the estimated construction costs were \$13.4 million.

In 2024, New Land Enterprises was approved for a revised PD similar to the previously approved project from 2019, with several modifications to height, amenities, and unit counts. This multifamily development consists of a single apartment building along the Good Hope Road frontage with townhouse units to the north and the west of the apartment building. The current proposal includes 179 total units, with 149 in the apartment building and 30 townhouse units grouped in five buildings of five to eight townhouses each. The five-story apartment building has an L-shaped design. It will provide amenities to both the apartments and townhouses, including an inground pool, community club room, golf simulator, coworking space, 24-hour fitness center, pet spa, parcel room, bike parking, and on-site management offices. Units will be market-driven and have high-end finishes. The table below compares elements of the 2019 and 2024 PD.

Comparison of 2019 and 2024 Plans

Project Element	2019 Plan	2024 Plan
Site Area	5.4 acres	5.4 acres
Total Unit Count	89	179
Unit Count – Corridor Building	48	149
Unit Count – Townhomes	41	30
Project Density	16.5 units per acre	33.1 units per acre
Total Site Parking	182	275
Parking Ratio (Stalls per Unit)	2.05	1.53
Building Area (lot coverage)	27%	32%
Maximum Building Height	4 stories	5 stories (65 feet)

No structures currently exist on the site, however its former use as a greenhouse will require environmental remediation.

PROJECT ANALYSIS:

The mix of residential uses does not fit within an existing zoning district, and therefore, a Planned Development (PD) zoning classification was required. This is a common zoning district in Glendale and throughout the State used to approve projects with mixed densities, mixed uses or when all items do not conform with all City zoning regulations. Here, a Planned Development Zoning classification is required because of the mix of densities that is not specific to a zoning district.

The PD generally aligns with the previously approved project as a multi-family development with an increase in overall units and greater amenities for the residential units. The multifamily development proposed is generally consistent with the [2040 Comprehensive Master Plan Future Land Use Map](#) (p. 52), which identifies a future land use of multi-family and it meets the recommendations for that land use. The development also aligns with a number of goals from the Comprehensive Plan’s housing chapter ([Chapter 5](#)), including diversifying new housing types in Glendale to include multi-family, allowing high-quality multi-family development, and having the City employ a proactive approach to housing. As a built-out community, Glendale will need to look to fill and redevelop opportunities for new investment and address housing needs in the city. However, there are a limited number of infill opportunities in the City. The proposed location is one of the most appropriate for multi-family development as it is adjacent to multi-family use, is on a major thoroughfare, utilizes a mixed housing model to have townhomes buffer against single-family uses, and is across from institutional and other employment uses. This project will

also help remediate a currently vacant and environmentally compromised site. Without a development here, this site will likely remain environmentally compromised.

The PD zoning ordinance ([13.1.50](#)) states: “(3) No predetermined precise building location height, building size, floor area, lot size, density or open space requirements shall be applicable to uses or structures in a planned unit development, but such requirements as are made a part of an approved precise development plan shall be, along with the plan itself, construed to be and enforced as a part of this chapter.” Though no specific design standards are applicable, the site plan, building design, proposed building materials, and circulation plans are in alignment with City standards. The project site plan provides appropriate setbacks in the front, rear, and side yards of the project.

Project Plan Elements Compared to Available Code Standards:

Plan Element	2024 Plan	2024 Plan Meets City Codes	City Standard
Site Area	5.4 acres	NA	None
Total Unit Count	179	NA	None
Unit Count – Corridor Building	149	NA	None
Unit Count – Townhomes	30	NA	None
Project Density	33.1 units per acre	Yes	15-40 dwelling units per acre (13.1.59)
Total Site Parking	275	NA	None
Parking Ratio (Stalls per Unit)	1.53	Yes	1 to 1.5 stalls/dwelling unit (13.1.92)
Building Area	32%	NA	None
Maximum Building Height	5 stories (65 feet)	Yes	5 stories – 13.1.59
Minimum Setback	20 feet	NA	13.1.59.e – setback requirements, but no standard for multi-family
Maximum Lighting at Lot Line	.08 candle-foot @ Good Hope Rd	Yes	13.1.92.e.6 Three foot-candles measured at the lot line

CRITERIA FOR PD APPROVAL:

Section [13.1.52](#) of the Zoning Code provides the basis for “determining the acceptability of a planned unit development district application” and instructs that the following criteria be applied to determine that the plan is “consistent with the spirit and intent” of the PD zoning designation and the City’s development plans. The City used the following in the decision-making to approve the 2024 PD.

1. Character and Intensity of Land Use

The PD was previously approved for a similar development by the same developer group. This updated design does not change the proposed use of the development as a multi-family residential project. The use is compatible with the Glendale Comprehensive Plan Future Land Use Map which shows the site as multi-family. The proposed changes to the project from the 2019 approved PD increase the density of the project, making this a more intense usage. However, the site's design and intensity align with other projects in the City of Glendale. While this project does not meet the criteria for the Alternative Planned Unit Development for a Traditional Neighborhood Development, as defined in the code, when reviewing the Traditional Neighborhood design standards ([13.1.59](#)), multi-family buildings of up to five stories are permitted in this section. Additionally, [13.1.59](#) allows for a multi-family density of 15-40 units per acre in mixed residential areas. The proposed height and density of the project meet these standards. The design of the site positions the more intensive corridor apartment building at the south end of the site, along Good Hope Road and adjacent to an existing multi-family development, while the townhomes provide a buffer to the single-family parcels to the west and north.

The development provides adequate parking for residents. Section [13.1.92](#) identifies a parking requirement of 1.5 stalls per dwelling unit for multifamily use and a 3-stall total for two-family dwellings. This project meets the parking standards. The development is not anticipated to adversely impact utilities, schools, or municipal services.

2. Economic Feasibility and Impact

The applicant is advancing the financing of the project and with the possible creation of a TID to address environmental remediation costs. The project's estimated hard construction costs are approximately \$37.5 million, with approximately \$219,500 per unit construction costs. It is not anticipated that the development will adversely impact the City's economic prosperity or the surrounding properties' values.

According to the Applicant, the increased density and change in design from the previously approved plan are required to make the project economically feasible. In our opinion, the design and materials of the corridor building and townhomes are of high quality. The attention to detail, finishings, and property amenities will justify a market-driven rent, attracting a higher-income tenant. The property's design, amenities, and on-site management will help ensure the development retains a high market value.

3. Preservation & Maintenance of Open Space

The proposed project is well landscaped and includes greenspace and landscaping buffers, particularly along the perimeter of the site. A berm will provide a buffer screen to the first-floor parking of the apartment building along Good Hope Road. The Applicant's landscaping plan also adds trees to existing perimeter buffer areas, including the site's north, west, and south sides, adequately screening the site

from neighboring properties. The townhome units are well-designed and have private grass areas that meet in a common sidewalk courtyard area.

The Applicant has committed to the City to provide funding for a sidewalk/path on the south side of the property along Good Hope Road. This sidewalk will connect to the City's future plans for pedestrian and bicycle infrastructure along Good Hope Road. This road will also connect residents to other greenspace/open spaces in the surrounding area. The development also provides residents with indoor and outdoor recreation areas on site with a pool, fitness center, and golf simulator.

ATTACHMENTS:

1. [Cover Letter](#)
2. [Narrative](#)
3. [Site Exhibits](#)

SUBJECT: Consideration of Tax Increment Financing District #9
FROM: Karl Warwick, City Administrator
MEETING DATE: February 17th, 2025

BACKGROUND/ANALYSIS

In November 2024, The City of Glendale approved a Planned Development (PD) for a multi-development development for 179-unit market-rate development on a 5.6-acre site at 2510 West Good Hope Road with New Land Construction. The exhibits for the approved PD are included in the packet, along with a memorandum explaining the project’s conformance with relevant City Codes, the adopted Comprehensive Plan, and other City regulations. The PD replaces a previously approved plan for multi-family development on this property from 2019.

JOINT REVIEW BOARD ACTION

The Joint Review Board (JRB) is being asked to review and discuss the proposed Tax Increment Financing (TID) District Plan in the enclosed Project Plan for the possible creation of TID #9. JRB Action on the TID can only occur after the Common Council approves the TID.

PROJECT PLAN & FINANCING

The project includes an estimated construction cost of \$37.5 million. That cost includes \$7.8 million in environmental remediation costs for this former greenhouse property. If created, TID #9 would provide the developer with \$6.8 million in upfront value after discounting loan costs and a required reserve of \$1.3 million (page 22). To provide the developer with \$6.8 million in upfront value, the increment would be provided through 2053, totaling \$25.6 million or 95% of the incremental value of the new property taxes.

Attachments

- ✓ [Project Plan Prepared by Ehlers](#)

ENVIRONMENTAL REMEDIATION

Enclosed is a study from Oxeland Group detailing the \$7.8 million in environmental remediation costs necessary to develop the property. To confirm these costs, the City asked our environmental consultants, GZA, to review the Oxeland Group Study. They estimated less than \$1 million in environmental remediation costs.

The City reviewed the two studies with the developer, and their response to the City’s study include:

- The details of the GZA study did not fully include remediation costs as defined by State Law; and
- The GZA study did not include the costs necessary to prepare the location for development.

- Giles Engineering reviewed both studies and concluded that the Oxeland Study includes the correct environmental remediation costs.

The TID \$6.8 million TID financing request is less than the \$7.8 million in environmental remediation costs.

Attachments

- ✓ [Oxeland Group Study – November 20th, 2024](#)
- ✓ [GZA Memorandum – January 15th, 2025](#)
- ✓ [Giles Engineering Response – January 24, 2025](#)

TAX INCREMENT FINANCING AND CITY CODE

I have also enclosed section 3.1.16 of the City Code detailing the circumstances for using TIF Funds. This Code section demonstrates that using TIF Funds is primarily for remediating properties with environmental contamination. Based on our review of the Code, it is staff's interpretation that environmental remediation is not required to provide TIF assistance but is encouraged.

Attachments

- ✓ [Section 3.16 of City Code, "Tax incremental financing districts for environmental remediation programs"](#)

TAX INCREMENT FINANCING PROJECTS

TIF incentives are becoming a more common incentive for construction projects like this when they were not necessarily in the past. The City discussed the proposed incentive with our TIF consultants, Ehlers. According to them, construction costs have increased more than 40% over the past several years, and interest rates are also significantly higher than several years ago. These factors have demonstrated a farther-reaching use of TIF incentives than previously. Enclosed is a chart that lists TIF incentives for similar projects in the area, showing projects that have required similar TIF incentives from Wisconsin communities.

Attachments

- ✓ [Tax Increment Financing in Competing Markets](#)

TAX INCREMENT FINANCING & EQUALIZED ASSESSED VALUE

Municipalities in Wisconsin are not permitted to approve a TID District if their assessed value in TIF Districts is more than 12%. Currently, the City has 8.19% in TID Districts, which would increase to 9.68% if TID #9 is approved. TID #8 (Industrial Park) expires in 2028, reducing the percentage by 3.95% to 5.73% (subject to change as assessed values change).

Attachments

- ✓ [Current City Tax Increment and Assessed Value](#)

PROJECT PLAN FINDINGS

The Project Plan concludes the following as part of the "Summary of Findings":

- 1 That the “but for” test is met for this project. That “but for” the creation of this District, the development projected to occur as detailed in this Plan: 1) would not occur; or 2) would not occur in the manner, at the values, or within the timeframe desired by the City.
- 2 The economic benefits of the District, as measured by increased employment, business and personal income, and property value, are sufficient to compensate for the cost of the improvements.
- 3 The benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions.
- 4 The area is designated as a blighted area
- 5 Improvements to be made in the District are likely to significantly enhance the value of substantially all of the other real property in the District.
- 6 The equalized value of taxable property in the District, plus the incremental value of all existing tax incremental districts within the City does not exceed 12% of the total equalized value of taxable property within the City.
- 7 The Plan for the District is feasible and is in conformity with the Master Plan of the City.

ACTION

The Joint Review Board is being asked to discuss the Project Plan for TID #9 and schedule a meeting for adoption. The Plan would then proceed with the Community Development Authority and then to the Common Council for their approval. All the bodies listed must vote in the affirmative to adopt TID District #9. The City is working on a TIF Development agreement to provide financial guarantees if the increment/profit is greater or less than projected.

SUBJECT: Discussion to review the 2023 Annual Report and the performance and status of Tax Incremental Districts

FROM: Karl Warwick, City Administrator

MEETING: Joint Review Board

MEETING DATE: February 17, 2025

FISCAL SUMMARY:

Budget Summary:	N/A
Budgeted Expenditure:	N/A
Budgeted Revenue:	N/A

STATUTORY REFERENCE:

Wisconsin Statutes:	66.1105(4m)(f)
Municipal Code:	N/A

BACKGROUND/ANALYSIS:

Reports for Glendale Tax Incremental Districts are to be reviewed by the Joint Review Board annually. Those reports are attached for your review.

TID #7 has outstanding debt and projects to close in 2028.

TID #8 is a pay-as-you-go TIF that contributes available TIF increment to the developer. The developer incentive was extended from 2033 to 2036 in 2022 by extending the maximum life of TIF #8.

RECOMMENDATION:

There is no action being requested.

ACTION REQUESTED:

Motion to place reports on file.

ATTACHMENTS:

1. [2023 Annual Financial Report for TID #7.](#)
2. [2023 Annual Financial Report for TID #8.](#)