

TO: Village of East Troy Plan Commission  
CC: Eileen Suhm, Jason Equitz, Tim Lynch  
FROM: Orrin Sumwalt, Planning Consultant  
RPT DATE: May 5, 2025 (Updated on May 9, 2025)  
MTG DATE: May 12, 2025  
FOTH FILE: 25E020.01/10  
RE: East Troy Middle School–  
Site Plan Amendment Request

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**BACKGROUND:**

1. Petitioner: East Troy Community School District
2. Agent: Christopher Gerrity, AIA (Performance Services, Inc.)
3. Property Owner: East Troy Community School District
4. Location/Address: 3143 Graydon Avenue
5. Tax Key Number: RXUP00202
6. Area: 13.7 AC
7. Existing Zoning: SR-4 Suburban Residential District
8. Proposed Zoning: NA
9. Future Land Use: Institutional and Public Service

**OVERVIEW:**

The Petitioner and Agent are requesting approval of a Site Plan and Plan of Operation Amendment for a new car drop-off and bus drop-off proposed to alleviate traffic on Graydon Avenue for the East Troy Middle School property located at on 3143 Graydon Avenue. The parcel with the middle school building encompasses approximately 13.7 acres. The proposed site plan includes:

- Parking lot expansion and new car drop-off loop.
- Extend bus drop-off loop and create a new curb cut.
- A new sidewalk and crosswalk on Graydon Avenue aligned with the front door to the middle school.
- One hundred twenty-three (126) off-street parking stalls including five (5) ADA accessible stalls.

**PLANNER COMMENTS:**

1. **Comprehensive Plan.** Future Land Use is Institutional and Public Service, which is consistent with the existing zoning of SR-4 Suburban Residential District.
2. **Zoning District Requirements.** The property is zoned SR-4 Suburban Residential District in which an indoor institutional land use such as a Middle School is a conditional use per Section 510-20B. and the Table of Land Uses of the Village Zoning Code.
3. **Plan of Operation.** The proposed plan of operation includes:

- a. Uses and activities: An indoor institutional use for East Troy Middle School including a new car drop-off loop, parking lot expansion, and bus drop-off loop extension.
- a. Number of Employees:
  - i. Fifty-eight (58) staff.
- b. Hours of operation:
  - i. Bell Hours: 7:45 a.m. to 3:05 p.m. Monday – Friday
  - ii. Operating Hours: 24/7/365
- c. Outdoor Storage: No outdoor storage proposed.
4. **Buildings:** Existing middle school building built in 1970.
5. **Parking.** The Middle School currently has seventy-eight (78) standard off-street parking spaces including four (4) accessible spaces. The proposed site plan includes a parking lot expansion and reconfiguration that adds forty-three (43) new standard parking spaces and one (1) accessible space. Indoor institutional uses such as elementary schools and junior highs require a minimum of one space per two employees per Section 510-43 A. (2) of the Village Zoning Code. Applying this to East Troy Middle School's plan of operation would require a minimum of twenty-nine (29) off-street parking spaces. The proposed site plan depicts one hundred twenty-six (126) off-street parking spaces, which exceeds the Village's minimum requirement.
6. **Architecture:** There are no proposed changes the Middle School building's architecture at this time.
7. **Landscaping:** There are no proposed changes to the landscaping at this time.
8. **Exterior Lighting:** The existing parking has two (2) light poles with cobra head style full cutoff led luminaires. The proposed plans depict four (4) light poles each with four (4) luminaires. At the time of this report the petitioner has not yet submitted a lighting plan for the proposed new parking lot light fixtures. Foth recommends the approval be subject to submittal of a lighting plan including a photometric report for review and approval by the Zoning Administrator prior to any land disturbing activities.
9. **Signage:** There is an existing monument sign on the north side of the building near the main entrance and an existing wall sign on the northwest elevation of the building. There is no new signage being proposed. Any signage shall be required to obtain signage approval through the Village of East Troy's sign application process.
10. **Trash/Recycle Impacts:** No proposed change.
11. **Stormwater Management and Erosion Control.** Stormwater and erosion control measures are subject to review and approval of the Village Engineer.
12. **Traffic, Circulation and Access.** The property is currently accessible via two (2) existing driveways on Graydon Avenue. The proposed civil plans depict an additional third driveway being added to the west for the parent pickup and drop off loop and expanded parking lot, which will now be separate from the bus pickup and drop off loop. The bus pickup and drop off loop is being extended to the east with the old curb cut being closed and replaced with a new one.

The East Troy Community School District commissioned a Traffic Impact Analysis (TIA) for Graydon Avenue, which was prepared by Traffic Analysis & Design, Inc. (TADi) on November 17, 2023. However,

the TIA appears to only address the new parent pickup and drop off loop and recommends different modifications than what is being proposed. The TIA has been included in your packets for reference.

On April 21, 2025, the Village Board adopted Ordinance No. 2025-02, which repealed and recreated subsection 510-91 D. (1) of the Village Zoning Code to read as follows:

**D. Number of access points.**

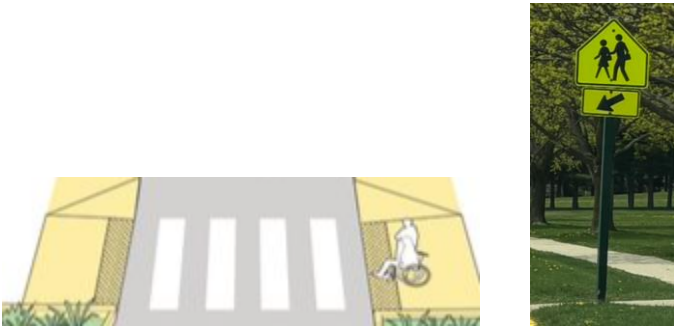
- (1) Each lot shall have not more than two access points on any street frontage adjacent to any lot. Said access shall require approval by the Director of Public Works. Upon petition the Plan Commission may, with good cause, allow additional access points for non-residential uses based on a determination that the additional access points are warranted given the context of a particular property.

Foth recommends the approval be subject to the Plan Commission finding that the additional (third) access point is warranted given the context of the East Troy Middle School property, and subject to approval by the Director of Public Works.

Due to the extension of the bus pickup and drop off loop, an existing mid-block pedestrian crosswalk on the east side of the Middle School building will be removed. The petitioner's initial proposal included adding new striping and detectable warning fields for a proposed new mid-block crosswalk that centered on the front entrance to the middle school. Village staff and the Village police department had concerns with the proposed mid-block crossing. Staff's preference is a pedestrian crossing at a controlled intersection. There is an existing pedestrian crosswalk at the existing entrance to the bus drop off loop.



As there will now be only one (1) pedestrian crossing between the Middle School and High School properties, staff suggests enhancements to the existing pedestrian crosswalk such as adding zebra striping and moving the pedestrian crossing signs from the mid-block crossing being removed to the remaining pedestrian crossing.



### STAFF RECOMMENDATION:

Depending on confirmation by the Village of East Troy Plan Commission of the above-described comments, the Village of East Troy Plan Commission may take the following actions:

#### Site Plan and Plan of Operation

The Village of East Troy Plan Commission **Approves** the Site Plan/Plan of Operation Request for East Troy Community School District for the property located at 3143 Graydon Avenue, subject to the following conditions:

1. The Site Plan/Plan of Operation approval is limited to East Troy Community School District on the existing parcel known as RXUP00202. Use of the property by any other entity, for any purpose, is not permitted. The approval shall reflect the following Plan of Operation:
  - a. The existing site plan/plan of operation shall remain in effect, except as further restricted or modified herein.
  - b. Uses and activities: Use is limited to indoor institutional use for East Troy Middle School including a new car drop-off loop, parking lot expansion and bus drop-off loop extension.
  - c. Number of employees:
    - i. Fifty-eight (58) staff.
  - d. Hours of operation:
    - i. Bell Hours: 7:45 a.m. to 3:05 p.m. Monday – Friday
    - ii. Operating Hours: 24/7/365
  - e. Outdoor storage of any materials or equipment is prohibited.
2. This Site Plan/Plan of Operation approval is subject to the Petitioner complying at all times with the plans and documents presented to the Village of East Troy Plan Commission on May 12, 2025.
3. Prior to any land disturbing activities, the developer must obtain a conditional use approval from the Village for an indoor institutional land use and comply with all applicable terms and conditions.
4. Subject to submittal of a lighting plan including a photometric report for review and approval by the Zoning Administrator prior to any land disturbing activities.
5. The Plan Commission finds that the additional (third) access point is warranted given the context of the East Troy Middle School property, and is subject to approval by the Director of Public Works.
6. The developer must obtain all required building permits within 9 months of this date and start construction within 6 months of the date of building permit issuance and continue in good faith to completion. The zoning administrator may allow a one-time extension of 12 months provided the

developer submits the request in writing before the above-mentioned time periods and the project still complies with all applicable zoning requirements.

7. The developer is solely responsible for ensuring the proposed project complies with any private restrictions (e.g., covenants) and easements that may apply to the subject property.
8. Prior to any land disturbing activities, a pre-construction meeting must be held with the applicant's representatives and primary contractors, and Village department heads and representatives.
9. Prior to any land disturbing activities, the developer must submit an erosion control plan to the Village engineer and obtain approval of the same.
10. Prior to any land-disturbing activity, the developer must submit a storm water management plan to the Village Engineer and obtain approval of the same.
11. Prior to any land-disturbing activity, the developer must submit a storm water maintenance agreement to the Village Engineer and obtain approval of the same.
12. Prior to any land-disturbing activities, the Village Board must approve the storm water maintenance agreement as recommended by the Village engineer.
13. Prior to any land-disturbing activities, the developer must record the approved storm water maintenance agreement with the Walworth County register of deeds office.
14. Prior to final occupancy, the zoning administrator must determine that all site improvements and required landscaping have been completed consistent with approved plans.
15. The facility shall be operated in a manner that complies with all applicable performance standards in Article J of the Village's zoning code.
16. Any signage shall be required to obtain signage approval through the Village of East Troy's sign application process.
17. The developer must comply with all parts of the municipal code as it relates to this project.
18. The Petitioner shall satisfy all comments, conditions, and concerns of the Village of East Troy Plan Commission, Village Engineer and Village Planner for the site plan, and other documentation.
19. If the approved plans need to be revised to address any of the conditions of approval or to conform to Building and Fire Safety Codes, the zoning administrator is authorized to approve minor modifications so long as the overall project elements remain unchanged. If the proposed revisions are substantial as determined by the zoning administrator, the plans must be submitted to the Plan Commission for review and approval.
20. Building Inspection. The Petitioner and/or Property Owner shall comply with any and all recommendations by the Village Building Inspector (or designee) prior to the issuance of an occupancy & use permit for the subject property. Approval by the Village Building Inspector, if granted, shall be solely for the benefit of the Village of East Troy, and shall not be relied upon by the petitioner or others as proof of structural integrity or safety of any structure on the property, or as proof of compliance with any particular construction standard that would apply to new construction. The petitioner shall independently determine the suitability of all structures on the property for the petitioner's intended uses.
21. Fire Inspection. The Petitioner and/or Property Owner shall comply with any and all recommendations by the Village of East Troy Fire Department Chief (or designee) prior to the issuance of an occupancy & use permit for the subject property. Approval by the Village of East Troy Fire Department Chief (or designee), if granted, shall be solely for the benefit of the Village of East Troy, and shall not be relied upon by the petitioner or others as proof of fire safety of any structure on the property, or as proof of compliance with any particular fire safety standard that would apply to new construction. The petitioner

shall independently determine the fire safety and suitability of all structures on the property for the petitioner's intended uses.

22. This approval is granted for the express conditions stated herein. Changes or alterations including, but not limited to, a change in use, premises, lands, or ownership of the property in question shall require a new Site Plan/Plan of Operation permit with all the zoning procedures at the time being followed. The allowed uses of the property must at no time be hazardous, harmful, obnoxious, offensive, or a nuisance by reasons of appearance, noise, dust, smoke, odor, or other similar factors. Any use not specifically listed, as permitted, shall be considered to be prohibited, except as may be otherwise specified herein.
23. The Property Owner shall keep the exterior condition of the premises in a neat and orderly condition at all times so the premises will not detract from neighboring premises. There shall be no outside storage of junk, debris, construction material, or other refuse materials within the property and all such materials shall be disposed of promptly and properly.
24. The Property Owner shall allow Village of East Troy representatives to inspect the premises following a 24-hour notice for the purposes of determining compliance with this approval.
25. The Petitioner and/or Property Owner shall obtain the appropriate permits from the Village of East Troy.
26. The Petitioner and/or Property Owner shall, on demand, reimburse the Village of East Troy for all costs and expenses of any type incurred by the Village in connection with the review and approval of this application, including, but not limited to, the cost of professional services incurred by the Village for the review and preparation of required documents, attendance at meetings or other related professional services as well as to enforce the conditions in this approval due to a violation of these conditions. Additionally, any unpaid bills owed to the Village of East Troy by the Subject Property Owner and/or Agent, for reimbursement of professional fees (as described above); or for personal property taxes; or for real property taxes; or for licenses, permit fees or any other fees or forfeitures owed to the Village of East Troy must be paid on demand and prior to issuance of any permits and shall be placed upon the tax roll for the Subject Property if not paid within thirty (30) days of the billing by the Village of East Troy, pursuant to Section 66.0627, Wisconsin Statutes. Such unpaid bills also constitute a breach of the requirements of this conditional approval that is subject to all remedies available to the Village of East Troy, including possible cause for termination of the conditional approval.

## **EXHIBIT:**

- A. Petitioner Application