



PLAN COMMISSION MEETING MINUTES
Monday, March 2, 2026 * 7:00 PM * Court Room

13600 Juneau Boulevard, Elm Grove, WI 53122

3/2/2026 - Minutes

1. Roll Call.

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

Present:

- Jim Koleski, Village President
- Lisa Becker
- Gina Peter
- Pat Cashin

Absent:

- Jennifer Stuckert, Trustee
- Rick Fronberry
- Jan Termuehlen

Also in attendance:

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

2. Review and act on meeting minutes dated January 5, 2026

Ms. Peter made a motion to approve the meeting minutes. Mr. Cashin seconded. Motion passed 4-0.

3. Review and act on meeting minutes dated February 2, 2026

Ms. Peter made a motion to approve the meeting minutes. Mr. Cashin seconded. Motion passed 4-0.

4. Review of Short-Term Rental Conditional Use Permit for Zaha Properties The Groves LLC, 545 Elm Grove Rd Unit #2

President Koleski asked if the operator of the short-term rental would like to come to the podium and provide an update on their rentals in 2025 and year-to-date 2026.

Jacob Zornow, operator, provided an update. The property has hosted a small handful of short-term rentals, emphasizing the target audience of mid- to long-term rentals (3 to 6-month category). Zornow expected the property to cater to traveling medical professionals; however, they have more so been supporting transplants from the Brookfield-Elm Grove area (snowbirds and the like).

President Koleski asked Assistant Village Manager / Zoning & Planning Administrator Sowl to go over the reporting requirements for the short-term rental. Sowl stated that the applicant has completed and provided all renewal paperwork, including the Wisconsin tourist rooming license and annual state inspection record.

5. Review and act on a revised Plan of Operation for Elm Grove Burger, LLC (D/B/A Culver's), 15280 W Bluemound Rd, for a drive-thru expansion

Assistant Village Manager / Zoning & Planning Administrator Sowl provided an overview of the amended plan of operation. Culver's is requesting to convert their single land drive-thru to a double-land drive-thru. The proposed work includes slight curb and gutter modifications, pavement restoration, and the addition of menu boards and other drive-thru signage. The proposed improvements will reduce the number of parking spaces from 85 to 71, a 14-space reduction. However, the property will still be above the 51-space minimum for Culver's alone.

Anthony Graziano of Kimley-Horn (Civil Engineering Consultant), representing Elm Grove Burger, LLC, was in attendance. Graziano stated that Culver's desires to expand their drive-thru similar to many other locations throughout the country in an effort to reduce traffic congestion before the order point.

President Koleski asked if neighboring properties have been notified to ensure there are no operational concerns. Sowl stated that neighboring properties have not been notified as it is not required for an amended plan of operation.

President Koleski asked Graziano to provide an overview of all lighting being proposed and if the existing menu board will be converted to digital as well. Graziano stated that there will be minimal to no impact from a light emission standpoint of the new menu boards and confirmed that the existing menu board will be replaced as part of the project scope.

President Koleski asked Sowl to over any public safety concerns with the proposed improvements. Sowl stated that Police Chief Hennen and EMS Service Director Wadell had no concerns with the project scope. Fire Chief Brian Naylor confirmed that the fire apparatus will fit through behind the building with the addition of a second drive-thru lane. Sheet C 3.0 identifies a width of 11.5' between the drive-thru lane and curb; the fire apparatus has a width of 9' inclusive of side lights and handrails. Chief Naylor also commented that, in the event of an emergency, entry would be from the east or west side. Graziano also stated that there will not be a clearance bar in the bypass lane, which is where the fire engine would traverse around the drive thru.

President Koleski asked how snow removal will be handled. Graziano stated he is unaware of a snow removal plan but will get this information.

Ms. Becker asked if there are concerns of the drive thru backing up and blocking egress to Bluemound Rd. Graziano stated that the second lane should reduce drive thru backups and allow better flow of traffic through the parking lot.

Mr. Cashin asked if the digital menu boards would turn off after Culver's closes. Graziano stated that they should turn off when the restaurant closes but can confirm. Sowl confirmed via the electrical plan that the menu boards can be turned on/off at dawn/dusk.

Attorney de la Mora asked how they can be sure 25 employees is the maximum number per work shift. Graziano stated that 25 employees is an absolute maximum and that it is rare that all 25 employees drive vehicles and park on the premises. Graziano stated that a portion of employees are high schoolers that get dropped off to work their shifts. Graziano stated that the estimated maximum of employee vehicles parked per shift is 15. President Koleski asked what kind of parking arrangement exists with the other tenants in the building. Graziano stated that all tenants share the parking lot.

Attorney de la Mora asked if Culver's has completed any studies on how far the sound from the menu boards carries. Graziano was unaware if any studies have been completed.

Manager Harrigan stated that, given the number of open questions that need to be answered, the Commission may table the request to a future meeting. At such future meeting, the applicant shall provide additional detail on

snow removal, lighting, audio, clarification on employee parking. The Village will notify adjoining property owners by mailing letters.

President Koleski asked if the Building Board needs to approve of the project scope. Sowl stated that the Building Board does not need to review the project. Only signs that are intended to be viewed from any public roadway or area need to be reviewed by the Board.

President Koleski stated that the Commission is not trying to stand in the way of the project but is rather trying to alleviate any concerns from surrounding properties and unexpected consequences on site. Ms. Peter stated that overall, this is a good project with a good intent. However, before approving the Commission will need answers to the open questions.

Mr. Cashin made a motion to table the amended plan of operation. Ms. Becker seconded. Motion passed 4-0.

6. **Review and act on Ordinance 2026-05 to rezone an approximate 3.44-acre site at 800 Wall Street (Tax Key 1105997) to the Rm-3 Multiple-Family Residential District from the I-1 Institutional District, consistent with recent amendments to the Zoning Ordinance establishing the Rm-3 District as the appropriate district for the existing community-based residential facility (CBRF) and residential care apartment complex (RCAC) use.**

Assistant Village Manager / Zoning & Planning Administrator Sowl stated that this ordinance proposes to rezone the Heritage Elm Grove Senior Living Facility (The Heritage) from the I-1 District to the Rm-3 District. The Rm-3 District was established via Ordinance 2026-02 on February 24, 2026. Ordinance 2026-01, approved on the same date, amended the I-1 Ordinance removing CBRFs and RCACs from the District. Approval of this Ordinance would ensure that the Heritage is a permitted use, albeit in its own district.

President Koleski asked if notices have been mailed to all impacted properties. Sowl stated that all required properties within a 300-foot radius have been noticed.

Ms. Peter made a motion to approve the ordinance. Ms. Becker seconded. Motion passed 4-0.

7. **Other Business.**

Assistant Village Manager / Zoning & Planning Administrator Sowl stated that staff will be meeting with Vandewalle & Associates to begin planning for the Comprehensive and Downtown Master Plan in April.

8. **Adjournment.**

Mr. Cashin made a motion to adjourn. Ms. Peter seconded. Motion passed 4-0. Meeting adjourned at 6:45 p.m.