


# Proposed Grafton lounge bar stalls at Plan Commission

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By Melanie Boyung - Special to the News Graphic

February 24, 2022

GRAFTON — A proposal for a gaming lounge bar in downtown Grafton stalled this week, as the Plan Commission tabled the conditional use permit the business will require in order to obtain more information.

David Boulanger submitted an application for the conditional use permit to the Plan Commission, which met Tuesday. Boulanger said the proposed business for 1208 12th Ave., the former location of Lash Boutique in the commercial complex at the corner of 12th Avenue and Washington Street, would be a small establishment called Bella's Gaming Lounge, serving beer and bar snacks.

The plan included several television sets for sports game viewing and five bar gaming machines. According to Boulanger, the bar would have only 10 to 15 patrons at a time on the high end; there would be limited seating under the business plan, and he said the business would not produce high levels of noise, as it would be a quiet place to lounge, relax and play games rather than a traditional bar.

The permit application was tabled after a public hearing and Plan Commission discussion, during which there were concerns about noise, gambling on the bar video games and whether such an establishment fit the character of what the village of Grafton envisioned for downtown.

Village President and Plan Commission Jim Brunnquell asked Boulanger about patrons being able to win money at the game machines, noting some bars have that type of machine. Boulanger said there are machines like that, but gave no specific information about what games or type of games he planned to use in Bella's Gaming Lounge, beyond that they would be coin-operated machines.

"It's just going to be just like what you'll see in other bars in the area, that's the best I can tell you," Boulanger said.

Several other Plan Commissioners inquired about the specific games as well, and expressed concerns about gambling and the business's hours. The permit application indicated hours of opening at 8 a.m. daily and closing at 12 a.m. or 2 a.m., though Boulanger said he planned to close by midnight daily.

"To have it open at 8 a.m. when you're serving primarily alcohol ... I think that could potentially be an issue," Plan Commissioner Brittany Hess said.

The village's Community Development Director Jessica Wolff noted in discussion that the state has limitations on the actions a commission can take when a conditional use is listed for a district within the zoning code.

"If I could remind the Plan Commission, bars are a conditional use in the downtown. There has to be very specific grounds for denying a condition use under state statute, legally," she said.

The Plan Commission tabled the matter to next month's meeting, and directed Wolff to gather additional information about potential impacts of the planned business and consult the village's legal counsel for information about the process and application.

During the public hearing on the permit, Jeff and Julie Prochnow spoke against the planned business. The Prochnows recently received village approval to convert space above the bar's proposed location into tourist rooming houses; their concern was that a bar downstairs would cause noise and disruption to their business and others in the building, as they said the building's design was not very soundproof.

"I'm not a fan of the use, given the other uses in there," Plan Commissioner Mark Paschke said.

Jeremy Hahn, a resident of West Bend, spoke in favor of Bella's Gaming Lounge during the hearing. He said the lounge bar business model would cause noise only similar to what other area businesses create, and not greater noise.

"This is the commerce district. Downtowns are more noisy," Hahn said.

# Commission leery of plan for downtown bar

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February 25, 2022

A decision on a bar with gaming machines proposed for Grafton's Mill Square has been tabled amid concerns the operation may not fit into the village's downtown image.

The bar, which would be located in the former Lash Boutique Grafton at 1208 12th Ave., was proposed by David Boulanger.

Boulanger wants to establish a bar and video gambling lounge that only serves beer. He said the bar, which is not a franchise, would be the first he's opened.

Boulanger has not requested a full liquor license, which would come with a \$10,000 fee from the village.

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**VILLAGE OF GRAFTON**

**PLAN COMMISSION MEETING MINUTES**

**MARCH 22, 2022**

The Plan Commission meeting was called to order at 6:00 p.m. by Chair Jim Brunnuquell. The Pledge of Allegiance followed.

Plan Commissioners present: Village President Jim Brunnuquell, Trustee David Antoine, Carl Harms, Alan Kletti, Mark Paschke, and Heidi Ham

Commission members excused: Brittany Hess

Officials/Staff present: Trustee Amy Luft, Trustee Lisa Uribe Harbeck, Trustee Jim Miller, Trustee Dan Delorit, Community Development Director Jessica Wolff, Administrative Assistant Sara Young, and Village Attorney Johnathon Woodward.

**MINUTES**

Motion by Commissioner Harms, seconded by Commissioner Paschke, to approve the February 22, 2022 Plan Commission meeting as presented. Motion carried.

**HEAR PERSONS REQUESTING TO BE HEARD**

None.

**STATEMENT OF PUBLIC NOTICE**

**The purpose of the public hearing is to review and comment on a request by Food Dog LLC for a conditional use permit for an embroidery facility (Light Industrial) known at World Emblem International at 1000 Hickory Street**  
Statement of public notice was given by Administrative Assistant Sara Young. Community Development Director Jessica Wolff gave a summary on the conditional use permit request. She stated that the applicant is requesting a conditional use permit at the former Control Products facility. The business would occupy 36,200 square feet and offer embroidery services for garments and other marketing materials. The World Emblem has facilities in Texas, Illinois, Georgia, California, and Canada. The floor plan includes embroidery equipment, warehousing, shipping area, offices, and restrooms. Hours of operation will be 7:00 a.m. to 11:00 p.m. Monday through Friday, 5:00 a.m. to 4:00 p.m. Saturday, and 7:00 a.m. to 4:00 p.m. Sunday (weekend hours only as needed). They will have two shifts with 30 employees per shift. They expect daily deliveries via box truck and monthly deliveries via semi-truck. Standard security measures will be used. The business plans to be open in April.

Lawrence Kifer and Jeff Stancoff were present to answer questions. Chair Brunnuquell opened the public hearing.

Amy Luft, 1955 Comanche Court.

Trustee Luft inquired if there would be any retail customers. Mr. Kifer responded that it would be business to business commerce, e-commerce and shipping, but no direct retail sales.

Dan Delorit, 772 Overland Trail.

Trustee Delorit asked if the business would use the loading dock in Hickory Street. Mr. Kifer responded that there were no specific plans for use of the loading dock but they were not removing it.

There were no questions from the Plan Commission. Chair Brunnuell closed the public hearing.

**Consideration on a review of a conditional use permit for an embroidery business (Light Industrial) at 1000 Hickory Street**

Motion by Commissioner Harms, seconded by Commissioner Kletti, to approve a conditional use permit for an embroidery business (Light Industrial) with the following conditions:

1. Use shall be limited to a total of 36,200 square feet.
2. Hours of operation shall be limited to 7:00 a.m. to 11:00 p.m. Monday through Friday, 5:00 a.m. to 4:00 p.m. Saturday, and 7:00 a.m. to 4:00 p.m. Sunday (weekend hours only as needed).
3. Add a bike rack on a hard surface near an entrance to be approved by the Community Development Director.
4. Add a dumpster enclosure on a concrete pad to be approved by the Community Development Director.
5. Repave and stripe the parking lot with required handicap spaces prior to occupancy as approved by the Community Development Director.
6. Refresh all landscaping and replace any dead or dying plants as approved by the Community Development Director.
7. The life safety and fire suppression system shall be approved by the Fire Inspector.
8. Obtain an occupancy permit from the Community Development Department.
9. Signage to be reviewed and approved by the Community Development Director subject to Chapter 20 Signs.
10. All building code, fire code, and other Village and State codes pertaining to the business will be met.

Motion carried.

**STATEMENT OF PUBLIC NOTICE**

**The purpose of the public hearing is to review and comment on a request by FCH Grafton LLC for a conditional use permit for a restaurant known as The Stillery at 1304 12<sup>th</sup> Avenue**

Statement of public notice was given by Administrative Assistant Young. Director Wolff stated that the applicant is requesting a conditional use permit for a full service family restaurant in the former Atlas BBQ. This would be a second location for The Stillery in addition to the current location in Richfield. The business would occupy 5,600 (5,100 square feet on the first floor and 500 square feet on the second floor for a staff-only room)

and offer a diverse menu and full bar. The existing floor plan will remain largely unchanged with the exception of remodeling the bar area. Requested hours of operation are 11:00 a.m. to 2:30 a.m. daily. The business will have two shifts with up to 30 employees per shift. They expect daily weekday deliveries via box truck and standard security measures will be used. The business plans to be open in August. Director Wolff also noted that she is recommending an additional condition of approval related to continued hosting of the sound equipment for Paramount Plaza.

Peter Kotsakis was present to answer any questions or concerns. Chair Brunnuell opened the public hearing. There were no public comments or concerns.

Commissioner Kletti commented he was happy the site is being used. Commissioner Harms asked for confirmation as to changes to the floorplan. Mr. Kotsakis confirmed that one room on the second floor would be for staff and that the small back room would be available for small gatherings in the future.

Chair Brunnuell closed the public hearing.

#### **Consideration on the conditional use permit for a restaurant at 1304 12<sup>th</sup> Avenue**

Motion by Commissioner Paschke, seconded by Commissioner Kletti, to approve a conditional use permit for a restaurant at 1304 12<sup>th</sup> Avenue with the following conditions:

1. Use shall be limited to a total of 5,600 square feet.
  2. Hours of operation shall be limited to 11:00 a.m. to 2:30 a.m. daily.
  3. Disposal of empty cans/bottles shall be restricted to 11:00 a.m. to 7:00 p.m.
  4. Submit an updated floor plan with seating.
  5. Use of the second floor is restricted until all Building and Fire Codes are met.
  6. Shall provide access to the sanitary sewer manhole on the west side of the building for periodic jetting.
  7. Request Village Board approval of use of space in Paramount Plaza along the building frontage for seasonal outdoor seating.
  8. Sink disposal of all waste fats, oils, and greases shall be connected to a grease interceptor.
  9. Provide an evaluation of the sprinkler/alarm system based on interior modifications to be approved by the Fire Inspector.
  10. The life safety and fire suppression system shall be approved by the Fire Inspector.
  11. Obtain an occupancy permit from the Community Development Department.
  12. Signage to be reviewed and approved by the Community Development Director subject to Chapter 20 Signs.
  13. All building code, fire code, and other Village and State codes pertaining to the business will be met.
  14. Shall continue to host the sound equipment used in Paramount Plaza.
- Motion carried.

## **STATEMENT OF PUBLIC NOTICE**

**The purpose of the public hearing is to review and comment on a request by S & L Properties Grafton LLC for a conditional use permit for a drive through expansion at Culver's at 2001 Wisconsin Avenue**

Statement of public notice was given by Administrative Assistant Young. Director Wolff stated that the applicant is requesting a conditional use permit to add a second drive through lane at their existing location. The drive through would be located on the west side of the existing drive through. Director Wolff also noted that emergency access and dumpster enclosure placement are acceptable; these conditions have been removed.

The applicants' representatives Emily Bublitz and Michael Connor from McCON Building Corporation were available for questions or concerns. Chair Brunnuquell opened the public hearing.

Trustee Luft asked if this second lane would cause additional back up of waiting vehicles causing a congestion problem. Ms. Bublitz confirmed that ownership has addressed this issue and has made internal workflow adjustments to accommodate queued vehicles.

Trustee Antoine asked if all Culver's were moving to two lane drive-throughs. Ms. Bublitz stated that the decision falls to each ownership group.

Commissioner Harms inquired if barriers should be put in front of the dumpsters. President Brunnuquell suggested adding a concrete bollard at the corner and the applicant agreed. Commissioner Paschke commented on the traffic direction on the east side of the parking lot. Mr. Connor confirmed the driveway meets the 24 foot standard width to accommodate two-way traffic.

Chair Brunnuquell closed the public hearing.

## **Consideration of the conditional use permit for a drive through expansion at Culver's at 2001 Wisconsin Avenue**

Motion by Trustee Antoine, seconded by Commissioner Harms, to approve the conditional use permit for a drive through expansion at Culver's at 2001 Wisconsin Avenue with the following conditions;

1. Use shall be limited to a total of two drive through lanes.
2. No change to hours of operation.
3. Add a bike rack on a hard surface near a customer entrance to be approved by the Community Development Director.
4. Install bollard at corner of dumpster enclosure to be approved by Community Development Director.
5. Obtain an occupancy permit from the Community Development Department.
6. Signage to be reviewed and approved by the Community Development Director subject to Chapter 20 Signs.
7. All building code, fire code, and other Village and State codes pertaining to the business will be met.

Motion carried.



**Review and consideration of a site plan for a drive through expansion at Culver's at 2001 Wisconsin Avenue**

Motion by Commissioner Harms, seconded by Commissioner Kletti, to approve a site plan for a drive through expansion at Culver's at 2002 Wisconsin Avenue with the following condition: Inspect the landscaping this spring with the applicant; replace overgrown plants and fill in dead or dying plants/trees as approved by the Community Development Director. Motion carried.

**STATEMENT OF PUBLIC NOTICE**

**The purpose of the public hearing is to review and comment on a request by Alan and Rebecca Goldman to rezone land located on Hunter's Lane (Parcel 10-019-13-005.00) from MF-14 Multi-Family Residential-14 to I Institutional**

Statement of public notice was given by Administrative Assistant Young. Director Wolff stated that the applicant is requesting that their property on Hunter's Lane west of Port Washington Road be rezoned from MF-14 Multi-Family Residential-14 to I Institutional to accommodate the proposed institutional residential facility known as Woodside Prairie. The project previously obtained conditional use permit and site plan approval from the Plan Commission however, this approval has expired since no activity took place. Director Wolff noted that this development will be considered an "Institutional Residential Facility" under the Zoning Ordinance because no State licenses for care of adults (i.e., CBRF) She stated that she had been informed of a change to the proposed usage and would now need to address the zoning to meet the projects new proposed intent. She has received no public input on the project so far.

The property owners Alan and Rebecca Goldman and Michael Carlson from Impact Seven were available for questions or concerns. Commissioner Paschke abstained from discussion due to his involvement with this project. Chair Brunnquell opened the public hearing.

Michael Carlson, 2961 Decker Drive, Rice Lake, WI 54868.

Mr. Carlson, representing Impact7, a 501(c)3 hired by the Goldmans, stated that there were no changes to the site plan from the 2020 project. However, the Section 42 tax program funding for the project required the housing be available to the public and could not be limited to only student housing manger renters.

Mark Paschke, 405 9<sup>th</sup> Avenue.

Mr. Paschke explained that the facility would have general housing managers rather than student managers.

Rebecca Goldman, 3368 N. Summit Avenue, Milwaukee, WI 53211.

Mrs. Goldman provided background on the intent of the project and explained that they want a community with a variety of residents not just autistic adults.

Chair Brunnquell noted that the Commission still supports the project but that the use of "Institutional Residential" and rezoning to "Institutional" is not appropriate given the updated usage as stated by applicant. He suggested tabling the items until the proposal could be submitted accurately with the applicable zoning and that it could not go further as it was listed in the agenda.

There were no more comments or concerns. Chair Brunnquell closed the public hearing.

Motion by Commissioner Kletti, seconded by Commissioner Harms, to table all items related to Woodside Prairie. Motion approved (Paschke – abstain).

#### **STATEMENT OF PUBLIC NOTICE**

**The purpose of the public hearing is to review and comment on a conditional use permit requested by David Boulanger for a bar at 1208 12<sup>th</sup> Avenue**

Statement of public notice was given by Administrative Assistant Young. Director Wolff gave an updated summary on the returning conditional use permit for Bella's Gaming Lounge. She noted that this item was tabled at the February meeting. The main concerns are noise, level of activity, and "fit" in the downtown area. Director Wolff stated that she is recommending changes in the hours of operation to 11:00 a.m. to midnight daily and having no sound on any gaming machines. She recently worked with the applicant and the Prochnows on the second floor on sound testing and found no concerns for sound in the bar area.

Johnathon Woodward, Village Attorney, gave an overview of the legal opinion regarding the gaming machines. Video gaming machines where there is cash payout, and where the business owner receives compensation, are unlawful and considered gambling, which is illegal in the state of Wisconsin.

Director Wolff received two public comments opposed to the project from Mike Bowen at 1121 13<sup>th</sup> Avenue and Jay Jorgenson at 2721 First Avenue.

David and Courtney Boulanger were present to answer any questions or concerns. Chair Brunnquell opened the public hearing.

David Boulanger, 1024 Sumac Dr, West Bend, WI 53090.

Mr. Boulanger requested that condition #4 be changed to allow low sound on the gaming machines since it was determined that sound is not a problem. He also requested to remove condition #5 because the Department of Revenue says the machines have to pay out.

Laura Kacmarcik, 1000 Badger Circle.

Mrs. Kacmarcik is concerned that this type of use does not belong downtown. They will use the Air BnBs for visitors and she does not think it will be safe. She is also concerned about impact on high school students and parking.

Dan Delorit, 772 Overland Court.

Trustee Delorit asked if this business was part of a chain and stated that his constituents had public safety concerns with the proposed operation. Mrs. Boulanger confirmed the business is not part of a chain and that they would have a Coin Operator License.

Courtney Boulanger, 1024 Sumac Dr, West Bend, WI 53090.

Mrs. Boulanger noted that the gaming lounge is for watching sports. They filled out the amusement license as required and wants equal protection similar to other bars.

Commissioner Paschke noted that the State statute for gaming machines does not allow the customer to receive a monetary gain.

Commissioner Hamm noted her concern for public health and additional implications with the gaming machines related to addiction, women, and the elderly. The algorithms used by these types of machines are designed to make users become addicted to variable reinforcement based on extended use and increased wagering. She does not believe this type of operation would be in accordance with Village Code or legal under Village Ordinance.

Chair Brunnuell asked Mr. Boulanger if he would be willing to move forward with the conditions, including updating item #5 to include no cash payouts from the gaming machines, to bring the proposal into legal compliance; Mr. Boulanger declined.

There were no more comments or concerns. Chair Brunnuell closed the public hearing and proposed the motion to deny the request based on the illegality of gambling per State of Wisconsin Statute and Village Ordinance.

**Consideration on the conditional use permit requested by David Boulanger for a bar at 1208 12<sup>th</sup> Avenue**

Motion by Commissioner Paschke, seconded by Commissioner Kletti, to deny a conditional use permit for a bar and gaming lounge at 1208 12<sup>th</sup> Avenue. Motion carried.

**Review and consideration of a site plan for a food truck site known as Grafton Station at 1020 Washington Street**

The Village was approached by a food truck vendor about using the former Clark gas station site for his business. The original plan for the Clark site was to work with the property owner to the north to combine the two properties for a mixed use redevelopment project. Unfortunately, the property owner has indicated to staff that they are not in a position to move forward in the near future. As such, staff is expanding on the food truck idea to create a Village-run food truck site.

The site plan includes paving the majority of the site and creating a one-way traffic flow (entry on Washington Street and exit on 11th Avenue), a seating area, two spaces for food trucks/trailers, bike racks, and parking. Electrical service would also need to be reestablished so that food trucks do not need to use generators which can be noisy. Staff hopes to have the site open in June.

Commissioner Kletti inquired if there would be restrooms on site. Director Wolff responded that none would be needed. Commissioner Harms asked if users would need permits from the Village to use the space. Director Wolff responded yes, and that staff is working on an application.

Chair Brunnquell stated that this project had been discussed at the Finance Committee meeting and that this was just a Site Plan consideration to clean up a Village owned site.

Motion by Commissioner Harms, seconded by Commissioner Paschke, to approve a site plan for food truck site at 1020 Washington Street, as presented. Motion carried.

**Director's Update**


None.

**Adjourn**

Motion by Commissioner Kletti, seconded by Trustee Antoine, to adjourn the meeting at 7:15 p.m. Motion carried.

# Gaming lounge denied for downtown

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 gmtoday.com/news\_graphic/business/gaming-lounge-denied-for-downtown/article\_\_197ddc84-af01-11ec-ad64-47264c4bfb5.html

By Melanie Boyung - Special to the News Graphic

March 29, 2022

GRAFTON — A bar and gaming lounge proposed for downtown Grafton was denied last week, after research from the village's legal counsel found that the coin-operated gaming machines the applicant planned to install were against state law.

## Proposed Grafton lounge bar stalls at Plan Commission

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GRAFTON — A proposal for a gaming lounge bar in downtown Grafton stalled this week, as the P...

The village of Grafton Plan Commission met last week, and reconsidered a conditional use permit application from David Boulanger for Bella's Gaming Lounge; he originally came to the commission in February, planning a bar that would serve beer and bar snacks, with several television sets for sports game viewing in the bar and five coin-operated gaming machines.

Boulanger planned the new business for 1208 12th Ave., the former location of Lash Boutique in the commercial complex at the corner of 12th Avenue and Washington Street. The matter was tabled last month for further information due to concerns about gambling on the coin-operated game machines, noise disrupting neighboring businesses and the proposed hours of a drinking establishment opening at 8 a.m.

While some concerns were addressed between the February meetings — he agreed to limit his hours to 11 a.m. to 10 p.m. instead of 8 a.m. to midnight, and sound tests found most normal noise from the space did not disrupt neighbors — village information stated Boulanger had also decided to pursue a full liquor license, instead of just beer licensing.

Boulanger said he intended on using the game machines and that they would have payouts of some kind where customers could win money or value.

"Essentially, under Wisconsin law, any device that provides value in a game of chance is considered illegal under Wisconsin statutes and village ordinance," attorney Jonathan Woodward said during last week's Plan Commission meeting.

Planning staff's report on the conditional use permit included a recommendation that Boulanger be required to not have payouts from the gaming machines. Boulanger did not agree to that condition, at which point the Plan Commission denied the permit application.

There was some discussion on the machines. Boulanger said the state department of revenue required the bar game machines to have cash payouts. He said also that there were other establishments in Grafton that used the gambling machines, and asked why the village had gaming licenses if it was illegal.

Community Development Director Jessica Wolff clarified that the village had amusement licenses for coin-operated video games machines; the license is for all pay-to-play video games, some of which do not involve gambling and payouts.

Woodward and Village President Jim Brunnquell said whether there may be similar machines in other places in the village was also irrelevant. The Plan Commission was considering Boulanger's application for Bella's Gaming Lounge, which included gaming machines that were for gambling purposes, according to legal definition.

"You're asking us to authorize what our attorney said is an illegal practice," Brunnquell.

According to the legal opinion given to the village, Wisconsin statute states anyone who "Permits any real estate owned or occupied by him or her or under his or her control to be used as a gambling place," or "permits a gambling machine to be set up for use for the purpose of gambling in a place under his or her control," is guilty of a misdemeanor or violation of law.

Michael Herbrand and Bennett Jenkins of Houseman and Feind sent the opinion.

Pictures of the establishment at at 823 W. College Ave taken on 10/16/2024

