

NOTICE OF PUBLIC HEARING

NOTICE IS HEREBY GIVEN the following Public Hearings will be held by the Waukesha County Board of Adjustment on Wednesday, March 11, 2026, at 6:00 p.m., in Room AC 255/259 of the Waukesha County Administration Center, 515 W. Moreland Blvd., Waukesha, Wisconsin, 53188, to consider the following requests:

BA229: MELISSA ROSCHI-LARSON (OWNER), MARK PULOKAS (APPLICANT) requests a variance from the non-conforming to road setback and shore setback provisions of the Waukesha County Shoreland Protection Ordinance to allow a second-floor addition to the existing residence, including a balcony, and exterior stairway. The subject property is described as part of Lot 34, Glen Cove Park, Section 23, T7N, R18E, Town of Delafield. More specifically, the property is located at W296 N2264 Glen Cove Road (Tax Key No. DELT 0810.026).

BA230: LAKE PEWAUKEE SANITARY DISTRICT (OWNER), THOMAS KOEPP (APPLICANT) requests a variance from the road setback, shore setback, and nonconforming to offset provisions of the Waukesha County Shoreland Protection Ordinance to allow for improvements to the existing lake district maintenance building and site. The subject property is described as the east 100 ft. of Lot 1, Block B, Waukesha Beach, Sections 13 and 24, T7N, R18E, Town of Delafield. More specifically, the property is located at N22 W28024 Edgewater Drive (Tax Key No. DELT 0813.015).

For additional information concerning these public hearings, please contact Emily Goodman of the Waukesha County Department of Parks and Land Use at 262-896-8300 or egoodman@waukeshacounty.gov.

All interested parties will be heard.

WAUKESHA COUNTY BOARD OF ADJUSTMENT
Richard Bayer, Chairman

Legal notice to be published in
the West Now on
Wednesday, February, 25, 2026 and
Wednesday, March 4, 2026

Staff reports and meeting materials will be located on the Waukesha County Planning and Zoning Division webpage at [Meeting Information / Waukesha County](#) under Board of Adjustment Meeting Documents, no later than March 9, 2026.

AGENDA – FINAL
WAUKESHA COUNTY BOARD OF ADJUSTMENT

March 11, 2026, 6:00 p.m.

Waukesha County Administration Center, Room AC 255/259
515 W. Moreland Blvd., Waukesha, WI 53188

CALL TO ORDER

ROLL CALL

NOTE: THE AGENDA ITEMS MAY **NOT** NECESSARILY BE TAKEN UP IN THE ORDER LISTED BELOW.

REQUESTS: **BA229: MELISSA ROSCHI-LARSON (OWNER), MARK PULOKAS (APPLICANT)**

Town of Delafield
(Road setback) (Shore setback)

BA230: LAKE PEWAUKEE SANITARY DISTRICT (OWNER), THOMAS KOEPP (APPLICANT)

Town of Delafield
(Road setback) (Shore setback) (Non-conforming to offset)

SUMMARY OF MEETING: January 14, 2026

OTHER ITEMS REQUIRING BOARD ACTION:

- Discuss schedule for election of officers.

Following each public hearing portion of the meeting, the WAUKESHA COUNTY BOARD OF ADJUSTMENT will deliberate and make recommendations or decisions on the variances/special exceptions presented.

The Staff Reports and meeting materials will be located on the Waukesha County Planning and Zoning Division webpage at <https://www.waukeshacounty.gov/landandparks/planning-and-zoning/meeting-information/> no later than March 9, 2026. See Board of Adjustment Meeting Documents heading for March 11, 2026. For questions regarding this agenda, please call (262) 896-8300 or email Emily Goodman at egoodman@waukeshacounty.gov.

**WAUKESHA COUNTY DEPARTMENT OF PARKS AND LAND USE
 APPEAL FOR VARIANCE
 STAFF REPORT**

DATE: March 11, 2026

FILE NO.: BA229

OWNERS: Melissa Roschi-Larson
 W305 S2405 Boettcher Road
 Waukesha, WI 53188

APPLICANT: Mark Pulokas
 607 Davis Street
 Elkhorn, WI 53121

TAX KEY NO.: DELT 0810.026

LOCATION:

The subject property is described as part of Lot 34, Glen Cove Park, Section 23, T7N, R18E, Town of Delafield. More specifically, the property is located at W296 N2264 Glen Cove Road, with frontage on Pewaukee Road.

REQUEST:

Variance from **Section 3(h)(1)(C) Road Setback and Section 3(h)2 Shore Setback** provisions of the Waukesha County Shoreland Protection Ordinance to allow a second-floor addition to the existing residence, including a balcony, and exterior stairway.

ZONING CLASSIFICATION: R-3 Residential and DSO Delafield Shoreland Overly Districts.

LOT CONFIGURATION: The existing and required average lot width, average lot depth and lot size, riparian frontage and road frontage are shown in the following table.

	Average Lot Width	Average Lot Depth	Lot Size* (sq. ft.)	Road Frontage (Walks Island Rd)	Riparian Frontage (Pewaukee Lake)
Existing	88 ft. +/-	125 ft. +/-	14,536	32.6 ft.	236.25 ft.
Required	84 ft. min. (sewered)	n/a	14,000 (sewered)	30 ft. min	65 ft. min.

*Excluding the established 50 ft. wide road right-of-way of Walks Island Rd.

PREVIOUS BOARD OF ADJUSTMENT ACTION ON THE SUBJECT PROPERTY:

BA88:035 On May 4, 1988, the Board of Adjustment granted a variance from the shore setback, floodplain setback, offset, open space and floor area ratio requirements to permit the construction of a new residence with an attached garage. The improvements were constructed as proposed.

BA90:051 On May 16, 1990, the Board of Adjustment granted a variance from the shore setback, floodplain setback, nonconforming structure provisions as well as the floor area ratio requirements to permit the construction of a new boathouse. The boathouse was constructed and still exists on the subject property.

BA97:143 On November 13, 1997, the Board of Adjustment granted a variance from the shore setback requirements to authorize the retention of an existing deck which was constructed without permits and denied a variance from the shore setback and floor area ratio requirements to construct a sunroom addition.

PENDING ACTIONS:

None.

PROPOSAL AND STAFF ANALYSIS:

The subject property, which is served by municipal sewer and a private well, is located on the east side of Walks Island Road with frontage on Pewaukee Lake. The property is relatively flat, with the topography sloping gently from the residence to the lake. The property contains a two story, single-family residence with an attached garage, wrap around lakeside deck, and boat house. The property has limited frontage on Walks Island Road, as the road dead-ends at a privately owned parcel which serves the island to the north.

The petitioners are proposing to vertically expand the residence, adding approximately 538 SF of living space, including a bedroom and bathroom. A balcony is also proposed on the lakeside of the residence, off of the proposed bedroom, and a landing and stairs are proposed on the south side of the residence to provide access.

The table below summarizes the existing and proposed improvements. A site plan showing the existing and proposed improvements is attached as Exhibit A. Building plans showing the proposed improvements is attached as Exhibit B.

	1 st Floor (sq. ft.)	2 nd Floor (sq. ft.)	Att. Garage (sq. ft.)	Accessory Bldgs. (sq. ft.)	Beds	Baths
Existing	1,386	831	582	611	3	3
Proposed	No Change	+538	No Change	No Change	4 (+1)	4 (+1)

The proposed second story addition and lakeside balcony require variances from the Road Setback and Shore Setback provisions of the Waukesha County Shoreland Protection Ordinance as summarized in the following table.

PROVISION	SPO	EXISTING	NON- CONFORMING? 3(o)	PROPOSED	REQUIRED	VARIANCE/ SPECIAL EXCEPTION?
ROAD SETBACK	3 (h) (1) (C)	17.47' res	Y	17.74' res 25.1' balcony	35' min	Y
OFFSET (N)	3 (h) (3) (A)	10.85'	N	10.85' res 5.08' deck/stairs	10' res 5' deck/stairs	N
TOTAL BUILDING FOOTPRINT	3 (j) (5) (B)	2,569 SF (17.7%)	Y	2,569 SF (17.7%)	2544 SF (17.5% max)	N

ACCESSORY FOOTPRINT	3 (j) 4	611 SF	N	611 SF	750 SF max	N
MINIMUM FLOOR AREA	3 (j) (1)	1,386 SF 1 st Flr 2,217 SF Overall	N	1,386 SF 1 st Flr 2,755 SF Overall	850 SF 1 st Flr 1100 SF Overall	N
BLDG HEIGHT	3 (i)	23.5'	N	23.5'	35' max	N
SHORE SETBACK	3 (h) (2)	38.78' res	Y	38.78' res 64.93' balcony	75' min	Y (balcony)
IMPERVIOUS SURFACE	3 (t)	5,476 SF (37.7%)	Y	5,476 SF (37.7%)	No Net Increase	N

PETITIONERS’ COMMENTS:

The petitioners’ comments are attached as Exhibit C.

STAFF RECOMMENDATION:

The Planning and Zoning Division staff recommends **approval** of the request for a variance from the road setback and shore setback provisions of the Waukesha County Shoreland Protection Ordinance to allow the construction of a second-floor addition to the existing residence, including balcony and exterior stairway. This recommendation is based upon the analysis of the below tests for a variance, as described below. We recommend that this approval be subject to the following conditions:

CONDITIONS:

1. To mitigate the impacts of the additional improvements constructed within the required shore setback, a 250 SF shore buffer comprising a mix of native plant species shall be installed within 35’ of the OHWM of Pewaukee Lake. A landscape plan showing the required shore buffer shall be reviewed and approved by the Waukesha County Department of Parks and Land Use – Planning and Zoning Division and shall be recorded with the Waukesha County Register of Deeds office ensuring that the buffer is maintained in perpetuity.
2. The above noted shore buffer shall be reviewed and approved prior to permit issuance.

AREA VARIANCE TEST CRITERIA ANALYSIS

State law, case law, and County ordinances require that the petitioner demonstrate that their request meet the following tests for a variance. The below Staff analysis assesses the merits of the subject application relative to the tests:

1. **Compliance with the ordinance would cause the owner to experience an unnecessary hardship. Unnecessary hardship is proven by demonstrating that strict compliance with a zoning ordinance would unreasonably prevent the property owner from using the property owner's property for a permitted purpose or would render conformity with the zoning ordinance unnecessarily burdensome. A property owner bears the burden of proving that the unnecessary hardship is based on special conditions unique to the property, rather than considerations personal to the property owner, and that the unnecessary hardship was not created by the property owner. Hardships should not be financial or economic in nature. Variances are intended to provide only the minimum amount of relief necessary, and the purposes of the Ordinance shall be observed.**

The majority of the existing structure is located within the shore setback, given the variable shoreline and shallow lot depth. The property is not able to average with adjacent structures and the required shore setback does not provide for an envelope in which to locate a conforming residence. The proposed balcony will be located no closer to the shore than the closest point of the existing structure and the proposed encroachment is relatively minor, given that the balcony is only 36 square feet in size.

The subject property is located on a dead-end street which is unlikely to be improved to the full extent of the mapped right-of-way. The parcels with frontage on Walks Island Road have a similar development pattern which forces development near the road, several of which are located closer to the road; however, the adjacent structures are garages which are not able to be utilized for averaging purposes. The proposed improvements encroach no closer to the road than the existing structure. Given the limited buildable area, it is likely a structure would be located in a similar location, if not closer to the road with administrative relief.

- 2. The granting of the variance will not adversely affect the general public interest/welfare or be detrimental to nearby properties/improvements or the natural resources in the area. Lack of local opposition does not mean a variance will not harm the public interest.**

As conditioned, the proposed mitigation will offset the impacts of the proposed improvements as well as portions of the existing structure which fall within the shore setback. The proposed improvements do not increase the overall impervious surface on the lot nor do they increase the building footprint. Additionally, the parcel at the end of the road contains a detached garage that serves the island property to the north, and the increased bulk adjacent to the road will not negatively impact neighbor property owners views of the lake. It is not expected that the request would negatively impact natural resources.

Respectfully submitted,

Reviewed and approved by:



Jacob Heermans
Senior Planner
Phone: 262-896-8300

Jason Fruth
Planning and Zoning Manager

Exhibits: Exhibits A-C

Exhibit A

Hilmer & Associates LLC Land Surveying
 Office: 262-567-5893 E-mail: hilmerassociates@gmail.com
 W217 Vista Drive Oconomowoc, WI 53066
 Plat of Survey # 3794

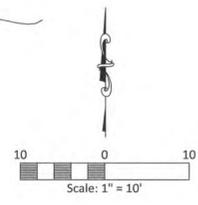
Description per Doc. No. 4818227:
 All of that land known as and now being a part of Lot 34 of the Plat of Glen Cove Park, being a Subdivision of a part of Section 23, Township 7 North, Range 18 East, in the Town of Delafield, Excepting that certain portion thereof being described as follows, to-wit: Commencing at a point on the Southerly line of said Lot 34, North 76°44' East, 218.35 feet from the concrete monument describing the Southwest corner of said Lot 34, said point being also in the meander line of Lot 34, running thence S 76°44' West, 218.35 feet to the Southwest corner of said Lot 34, thence Northerly along the West line of said Lot 34, N 04°33' W, 56 feet to a point; thence North 79°07' East, 160.75 feet to a point in the meander line of said Lot 34, and point being North 59°14' West, 69.85 feet from the point of commencement, continuing thence N 79°07' East to a point in the platted shore line of Pewaukee Lake; thence generally South Easterly along the platted shore line of Pewaukee Lake to a point on the Southerly line of Lot 34 extended thence South 76°44' West, 36 feet, more or less to the point of commencement.



Prepared for:
 Melissa Roschi-Larson
 W3055S2405 Boettcher Rd.
 Waukesha, WI 53188-9524

Prepared by:
 Hilmer & Associates LLC
 Paul J. Hilmer, PLS
 W217 Vista Drive
 Oconomowoc, WI 53066
 (262) 567-5893

Legend:
 ● indicates 1" iron pipe found.
 ⊕ indicates 2" iron pipe found.
 ○ indicates 1" x 18" iron pipe set, weighing 1.68 lbs./ft.
 ⊠ indicates Mon. w/brass cap found.



AREA TABLE:
 Lot Area to OHWM: 14681 sq.ft.
 Residence: 1964 sq.ft.
 Boathouse: 611 sq.ft.
 Asphalt Drive: 1793 sq.ft.
 Deck: 803 sq.ft.
 Walk: 115 sq.ft.
 Concrete: 96 sq.ft.
 Block Retaining Wall: 90 sq.ft.
 Landscape stone: 2144 sq.ft.

Proposed Areas:
 South Deck: 103 sq.ft.
 North Deck: 48 sq.ft.

NOTES:
 - bearings are referred to the plat of Glen Cove Park, South line of Lot 34 as S 78°25'18" W, assumed.
 - Sanitary Sewer Easement per Doc. 930496.
 - All area calculations are approximate.
 - Landscape stone areas do not include rip-rap.
 -SCALE: 1" = 10'

State of Wisconsin
 County of Jefferson) SS

I have surveyed the above described property and the above map is a true representation thereof, and shows the size and location of the property, its exterior boundaries, the location and dimensions of all visible structures thereon, fences, apparent easements, roadways and visible encroachments, if any.

This survey is made for the exclusive use of the present owners of the property, and also those who purchase, mortgage or guarantee the title thereto within one (1) year from the date thereof.

Dated at Oconomowoc, Wisconsin, this 15th day of AUGUST, 2025.

Signed: *Paul J. Hilmer*
 Registered Wisconsin Land Surveyor No. 2496
 REV. 10/15/25 showing south balcony change.
 REV. 11/11/25 showing landscape stone areas.



RECEIVED 12/16/2025 BY
WAUKESHA COUNTY PLANNING
AND ZONING DIVISION

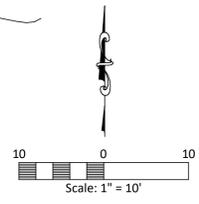
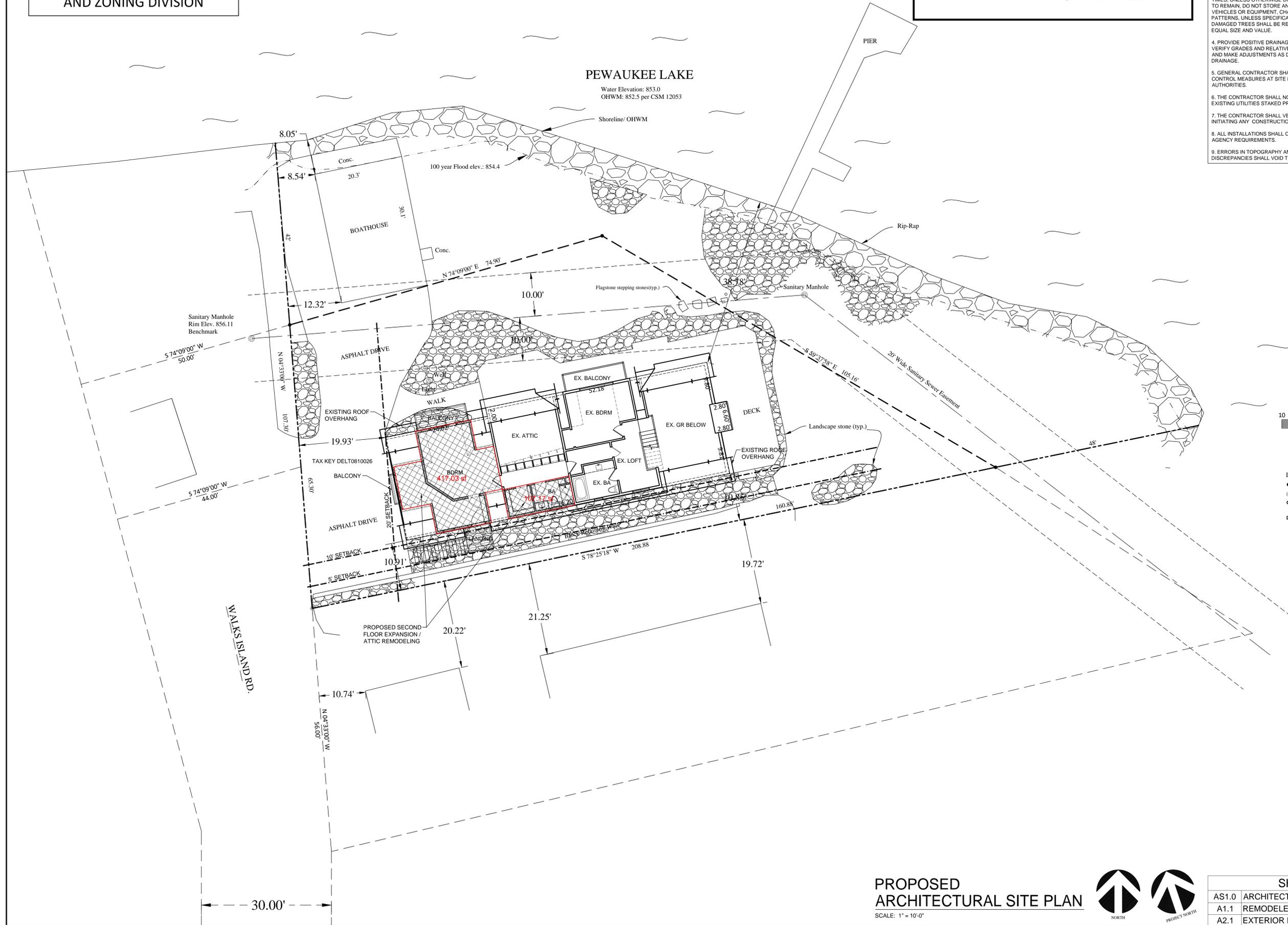
LARSON RESIDENCE

W276 N2264 GLEN COVE RD., PEWAUKEE, WI 53072
TOWN OF DELAFIELD, WAUKESHA COUNTY

Exhibit B

SITE NOTES

1. SURVEY INFORMATION SHOWN HEREIN IS TAKEN FROM PROPERTY EXHIBIT PREPARED BY HILMER & ASSOCIATES, LLC, LAND SURVEYING, W217 VISTA DRIVE, OCONOMOWOC, WI 53066, 262-567-5893, PROJECT NO. 3794, DATED AUGUST 15, 2025, REV 10/15/2025, REV 11/11/2025
2. NO WARRANTY IS MADE REGARDING THE ACCURACY OF THE SURVEY
3. ALL TREES AND SHRUBBERY OUTSIDE OF 10' (TEN) PERIMETER OF THE BUILDING STRUCTURE SHALL REMAIN AND SHALL BE PROTECTED FROM DAMAGE AT ALL TIMES, UNLESS OTHERWISE DIRECTED. WITHIN THE CROWN LINE OF ANY TREES TO REMAIN, DO NOT STORE ANY MATERIALS, STOCKPILE SOIL, PARK OR DRIVE VEHICLES OR EQUIPMENT, CHANGE EXISTING GRADE, WATER LEVEL OR DRAINAGE PATTERNS, UNLESS SPECIFICALLY PERMITTED TO DO SO BY THE ENGINEER. DAMAGED TREES SHALL BE REPLACED BY NEGLIGENT PARTY WITH STOCK OF EQUAL SIZE AND VALUE.
4. PROVIDE POSITIVE DRAINAGE AWAY FROM STRUCTURE IN ALL DIRECTIONS. VERIFY GRADES AND RELATIVE FLOOR LEVELS IN FIELD PRIOR TO EXCAVATION AND MAKE ADJUSTMENTS AS DIRECTED BY ARCHITECT TO ENSURE PROPER DRAINAGE.
5. GENERAL CONTRACTOR SHALL BE RESPONSIBLE FOR PROVIDING EROSION CONTROL MEASURES AT SITE DURING CONSTRUCTION AS REQUIRED BY LOCAL AUTHORITIES.
6. THE CONTRACTOR SHALL NOTIFY ALL UTILITY COMPANIES, AND HAVE ALL EXISTING UTILITIES STAKED PRIOR TO ANY CONSTRUCTION.
7. THE CONTRACTOR SHALL VERIFY ALL EXISTING FIELD CONDITIONS PRIOR TO INITIATING ANY CONSTRUCTION.
8. ALL INSTALLATIONS SHALL CONFORM TO THE APPROPRIATE REGULATORY AGENCY REQUIREMENTS.
9. ERRORS IN TOPOGRAPHY AND/OR FAILURE TO NOTIFY ENGINEER OF DISCREPANCIES SHALL VOID THIS DESIGN.



- Legend:
- indicates 1" iron pipe found.
 - ⊕ indicates PK Nail set.
 - indicates 1" x 18" iron pipe set, weighing 1.68 lbs./ft.
 - ⊠ indicates Mon. w/brass cap found.

2ND FLOOR EXPANSION / REMODELING
LARSEN RESIDENCE
W276 N2264 GLEN COVE ROAD, PEWAUKEE, WI 53072
TOWN OF DELAFIELD, WAUKESHA COUNTY

PROPOSED ARCHITECTURAL SITE PLAN
SCALE: 1" = 10'-0"



SHEET INDEX

AS1.0	ARCHITECTURAL SITE PLAN
A1.1	REMODELED SECOND FLOOR PLAN
A2.1	EXTERIOR ELEVATIONS

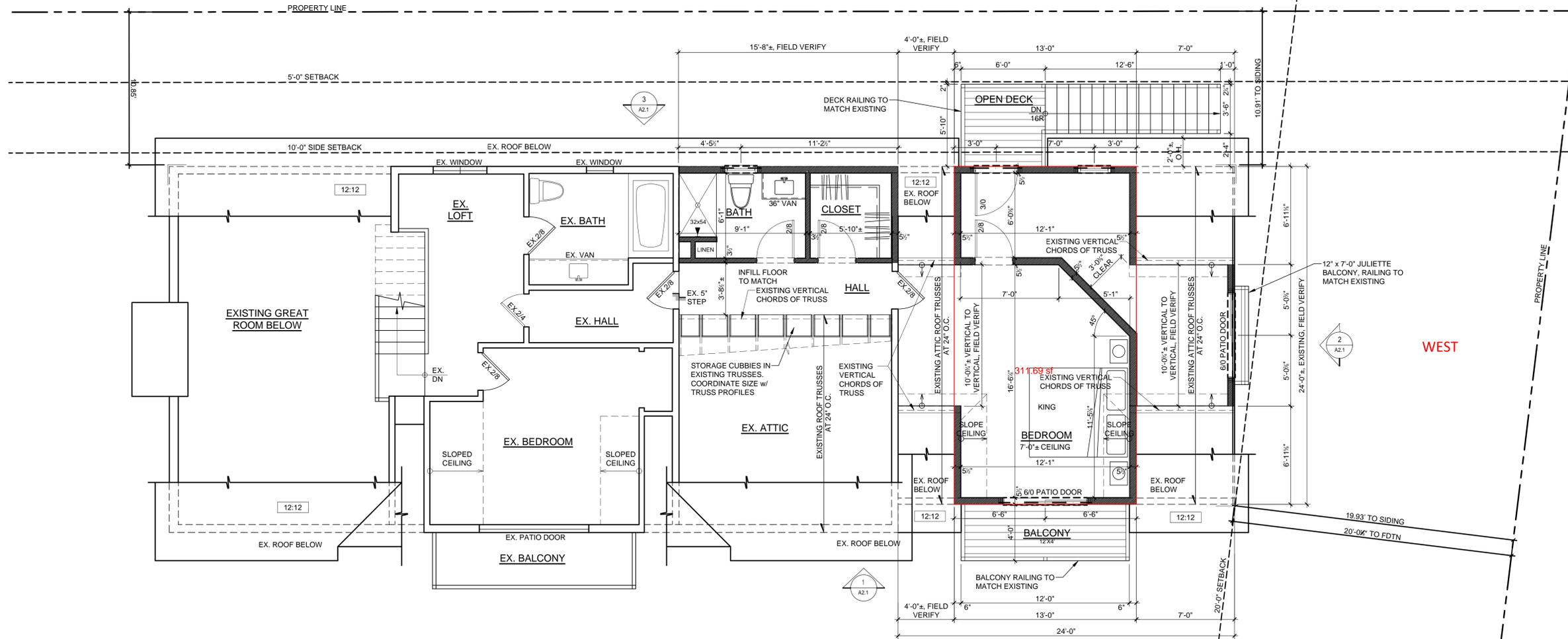
Issued for: ZONING PERMIT

REVISIONS	NUMBER	DESCRIPTION	DATE

Date: 12-15-2025
Project: 2025-04.027
Drawn by: SLR
Checked by: MAP
SHEET NUMBER: AS1.0

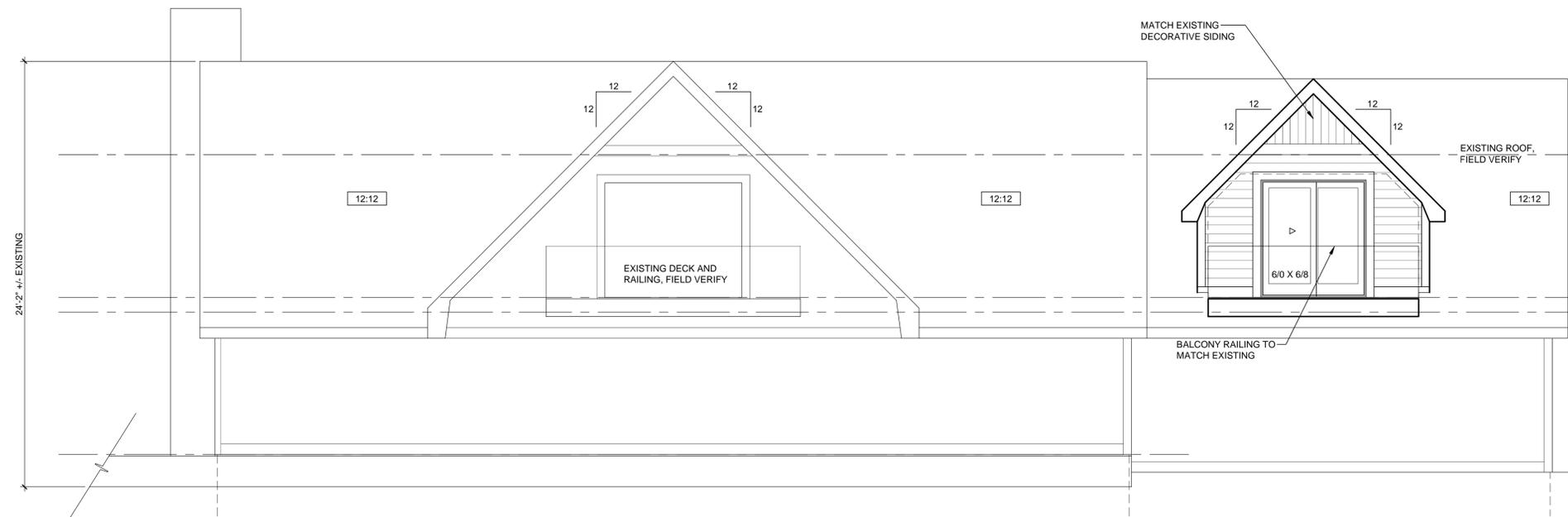
REVISIONS NUMBER	DESCRIPTION	DATE

Date: 12-15-2025
Project: 2025-04.027
Drawn by: SLR
Checked by: MAP
SHEET NUMBER

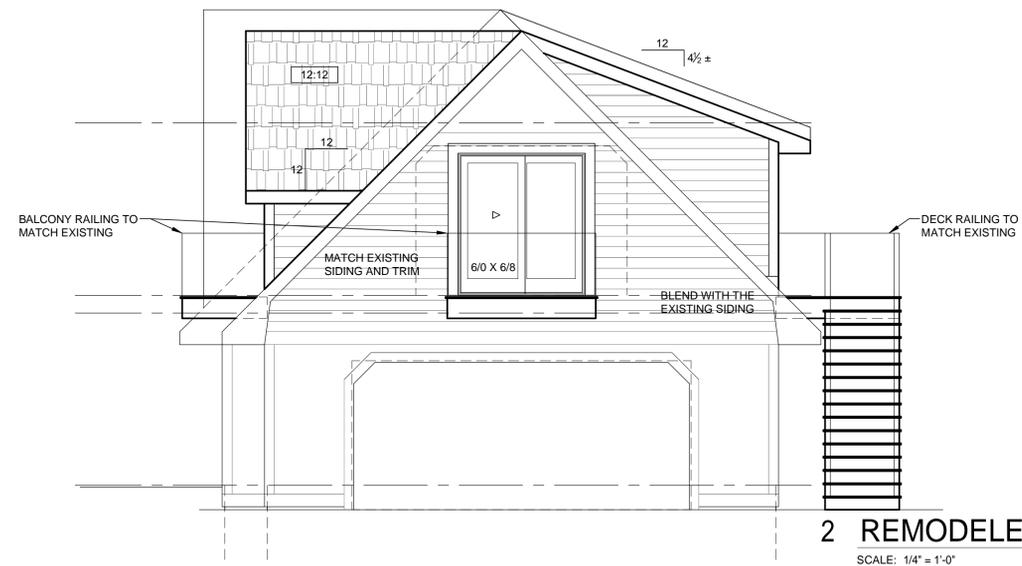


REMODELED SECOND FLOOR PLAN
SCALE: 1/4" = 1'-0"

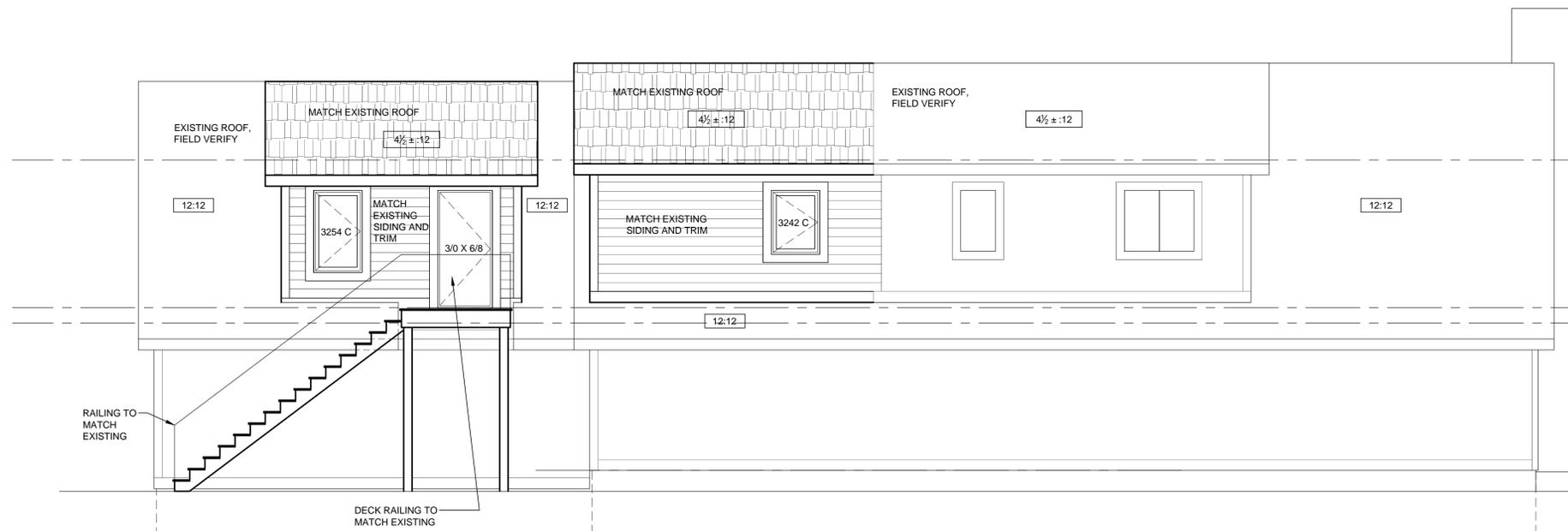




1 **REMODELED NORTH ELEVATION**
SCALE: 1/4" = 1'-0"



2 **REMODELED WEST ELEVATION**
SCALE: 1/4" = 1'-0"



3 **REMODELED SOUTH ELEVATION**
SCALE: 1/4" = 1'-0"

Issued for: ZONING PERMIT

REVISIONS	NUMBER	DESCRIPTION	DATE

Date: 12-15-2025
Project: 2025-04.027
Drawn by: SLR
Checked by: MAP
SHEET NUMBER

Exhibit C

Complete this Section for **AREA VARIANCE** requests only.

An **Area Variance** is a modification to a dimensional, physical, or locational requirement such as the setback, frontage, height, bulk, or density restriction for a structure. The request must be justified by the applicant using **ALL** of the following criteria in accordance with *Section 59.694, Wis. Stats.*, and the Waukesha County Shoreland & Floodland Protection Ordinance/Zoning Code. The applicant is responsible for justifying each variance type requested (i.e. offset and shore setback). **Attach additional sheets if necessary.**

1. **Compliance with the ordinance would cause the owner to experience an unnecessary hardship.** Unnecessary hardship is proven by demonstrating that strict compliance with a zoning ordinance would unreasonably prevent the property owner from using the property owner's property for a permitted purpose or would render conformity with the zoning ordinance unnecessarily burdensome. A property owner bears the burden of proving that the unnecessary hardship is based on special conditions unique to the property, rather than considerations personal to the property owner, and that the unnecessary hardship was not created by the property owner. Hardships should not be financial or economic in nature. Variances are intended to provide only the minimum amount of relief necessary, and the purposes of the Ordinance shall be observed.

Existing residence with attached garage built prior to 1988. Per the setback of 20'-0" (Section 11.02, effective 09/28/2016) from the property line, the corner of the building is located 19.93' from the property line, which is 0.07' (0.84") over the setback line creating a non-conforming structure. The hardship is the existing building footprint has a corner over the setback and any modifications or improvements to the building envelope are prohibited. A variance to allow a street setback of 19.5' is requested to allow modifications and improvements to the existing building.

2. **The granting of the variance will not adversely affect the general public interest/welfare or be detrimental to nearby properties/improvements or the natural resources in the area.** Lack of local opposition does not mean a variance will not harm the public interest.

Roof height and building footprint is not being enlarged from existing. Variance only sought due to existing building area is 0.07' (0.84") over the street setback limit. The proposed improvements are all compliant with setback requirements. The proposed improvements do not increase the non-conforming condition.

Complete this Section for **USE VARIANCE** requests only.

An **Use Variance** is the authorization for the use of land for a purpose that is otherwise not allowed or is prohibited by the applicable zoning ordinance. The request must be justified by the applicant using **ALL** of the following criteria in accordance with *Section 59.694, Wis. Stats.*, and the Waukesha County Shoreland & Floodland Protection Ordinance/Zoning Code. **Attach additional sheets if necessary.**

1. **Compliance with the ordinance would cause the owner to experience an unnecessary hardship.** Unnecessary hardship is proven by demonstrating that strict compliance with the zoning ordinance would leave the property owner with no reasonable use of the property in the absence of a Variance. A property owner bears the burden of proving that the unnecessary hardship is based on conditions unique to the property, rather than considerations personal to the property owner, and that the unnecessary hardship was not created by the property owner.

**WAUKESHA COUNTY DEPARTMENT OF PARKS AND LAND USE
APPEAL FOR VARIANCE
STAFF REPORT**

DATE: March 11, 2026

FILE NO.: BA230

OWNERS: Lake Pewaukee Sanitary District
P.O. Box 111
Pewaukee, WI 53072

APPLICANT: Thomas Koepp

TAX KEY NO.: DELT 0813.015

LOCATION:
The property is described as the east 100 ft. of Lot 1, Block B, Waukesha Beach, Sections 13 and 24, T7N, R18E, Town of Delafield. More specifically, the property is located at N22 W28024 Edgewater Drive with frontage on Pewaukee Lake.

REQUEST:
Variance from **Section 3(h)(1)(C) Road Setback, Section 3(h)2 Shore Setback and Section 3(o) Non-Conforming to Offset** provisions of the Waukesha County Shoreland Protection Ordinance to allow for improvements to the existing lake district maintenance building and site.

ZONING CLASSIFICATION: B-1 Restricted Business District

LOT CONFIGURATION: The existing and required average lot width, average lot depth and lot size, riparian frontage and road frontage are shown in the following table.

	Average Lot Width	Average Lot Depth	Lot Size* (sq. ft.)	Road Frontage (Edgewater Drive)	Riparian Frontage (Pewaukee Lake)
Existing	86 ft. +/-	111 ft. +/-	9,966	99.6 ft.	72.5 ft.
Required	84 ft. min.	n/a	21,000 (sewered)	30 ft. min	65 ft. min. (sewer)

*Excluding the established 30 ft. wide road right-of-way of Edgewater Drive.

PREVIOUS BOARD OF ADJUSTMENT ACTION ON THE SUBJECT PROPERTY:

No history.

PENDING ACTIONS:

The applicant has a pending application with Waukesha County for a Conditional Use permit (CU138) and a Site Plan/Plan of Operations (SP292) to seek authorization to expand and modernize the existing building on site and make other site improvements.

PROPOSAL AND STAFF ANALYSIS:

The petitioner is the Lake Pewaukee Sanitary District (“Lake District”). The property is located on the north side of Edgewater Drive and is served by sanitary sewer and private well. The existing building consists of an open room used for maintenance of the lake equipment and to conduct the Lake District operations. The subject parcel is on the border of municipal boundaries. There is an adjacent property to the east located entirely within the City of Pewaukee that is used in conjunction with the subject parcel. The building was built in the 1940s and does not have heating or air conditioning and has one (1) single stall bathroom.

The Lake District was established in the 1940s to inspect septic systems and protect water quality in Pewaukee Lake. As development around the lake has intensified, steps have been taken to reduce environmental impacts including the introduction of sewer and the operation of manual, mechanical harvesting of weeds. The mechanical harvesting of weeds is essential, active management that is critical to the overall health of the lake. It allows for a targeted approach to remove invasive species and limit future spread, while preserving the native habitat and natural resources. The building is both a large equipment repair space and office space for the district.

As the operations of the Lake District have evolved, the equipment has grown in size. The fleet consists of three (3) shore barges, four (4) harvesters, four (4) transport barges, and one (1) large conveyor belt. A description of the Lake Operations and the equipment is provided in Exhibit D. The Lake District is operated by 2 full-time and 16 seasonal employees. Additionally, the building is used by a variety of nonprofits focused on aquatic education and stewardship.

The petitioners are proposing to construct an addition to the east side of the building. The existing building will continue to operate as a garage for maintenance and repairs of equipment. The addition will include a locker room, two restrooms, office space, mechanical room and a conference room, as well as a mezzanine level for storage. These additions will improve operations by providing a dedicated area for staff, separated from the maintenance garage where welding and repairs occur. The Lake District aims to host educational events and workshops for youth and community members in the new space. The proposal also includes an approximately 6 foot expansion of the garage toward the road to accommodate the lake equipment. The former bathrooms on the west side of the building that straddled the west lot line have recently been removed.

The table below summarizes the existing and proposed improvements. A site plan showing existing site is attached as Exhibit A. Building plans showing the proposed improvements are attached as Exhibit B.

	1 st Floor (sq. ft.)	2 nd Floor (sq. ft.)
Existing	1,550	0
Proposed	3,195	830

The proposed addition requires variances from the Road Setback, Shore Setback, and Non-Conforming to Offset provisions of the Waukesha County Shoreland Protection Ordinance as summarized in the following table.

PROVISION	SPO	EXISTING	NON-CONFORMING? 3(o)	PROPOSED	REQUIRED	VARIANCE/ SPECIAL EXCEPTION?
ROAD SETBACK	3 (h) (1) (C)	17.1'	Y	10.8'	23.5'	Y
OFFSET (E)	3 (h) (3) (A)	325'	N	292'	14'	N
OFFSET (W)	3 (h) (3) (A)	0'	Y	0'	14'	Y
TOTAL BUILDING FOOTPRINT	3 (j) (5) (B)	1,550 (7.1%, utilizing both sites)	N	3,645 (16.7%, utilizing both sites)	20%	N
MINIMUM FLOOR AREA	3 (j) (1)	1,865	N	3,195	1,100	N
BLDG HEIGHT	3 (i)	20.10'	N	28.8'	35'	N
SHORE SETBACK	3 (h) (2)	39.3'	Y	34.5'	67.5'	Y
IMPERVIOUS SURFACE	3 (t)	14,774 (67.9%, utilizing both sites)	Y	16,514 (75.9%, utilizing both sites)	No Net Increase	N

PETITIONERS' COMMENTS:

The petitioners' comments are attached as Exhibit C.

STAFF RECOMMENDATION:

The Planning and Zoning Division staff recommends **approval** of the request for a variance from the road setback, shore setback and non conforming to offset requirements of the Waukesha County Shoreland Protection Ordinance to allow for improvements to the existing lake district maintenance building. This recommendation is based upon the analysis of the below tests for a variance, as described below. We recommend that this approval be subject to the following condition:

CONDITION:

1. A Conditional Use and Site Plan/Plan of Operation permit must be obtained from Waukesha County prior to building improvements commencing.

AREA VARIANCE TEST CRITERIA ANALYSIS

State law, case law, and County ordinances require that the petitioner demonstrate that their request meet the following tests for a variance. The below Staff analysis assesses the merits of the subject application relative to the tests:

1. **Compliance with the ordinance would cause the owner to experience an unnecessary hardship. Unnecessary hardship is proven by demonstrating that strict compliance with a zoning ordinance would unreasonably prevent the property owner from using**

the property owner's property for a permitted purpose or would render conformity with the zoning ordinance unnecessarily burdensome. A property owner bears the burden of proving that the unnecessary hardship is based on special conditions unique to the property, rather than considerations personal to the property owner, and that the unnecessary hardship was not created by the property owner. Hardships should not be financial or economic in nature. Variances are intended to provide only the minimum amount of relief necessary, and the purposes of the Ordinance shall be observed.

The petitioner is retaining and renovating the existing structure and requests an offset variance to allow the continued use of the structure in its current location. The existing structure originally contained bathrooms that encroached over the property line. The bathrooms have been removed, and the remaining structure is now entirely on the subject parcel, bringing the site to greater conformity. Given the limited width on this parcel, constructing a new building in a conforming location to offset would prevent the ability to efficiently circulate the district's very large weed harvesters and related equipment on this site. The lack of space to the east does not provide an alternative feasible location to expand or re-locate.

The subject parcel has a depth of 111' and does not comply with the minimum lot size requirements (9,966 vs 21,000). Strict compliance with the shore setback and road setback requirements of the ordinance would make it impossible to have a buildable envelope of 30' on this site and, therefore, relief from shore setback requirements is warranted. The existing building does not meet the 75' shore setback and the proposed addition does not extend closer to the shore setback than the existing structure, exclusive of the overhangs.

The lot size and shallow depth also constrain the parcel in meeting the required road setback. The 30' right of way encroaches into the property, as this portion of Edgewater Drive narrows. The proposal will expand the existing structure slightly towards the road to accommodate the large equipment used on site. The road setback will change from 17.1' to 10.8' for this portion of the building. Currently, the equipment must be partially disassembled to fit within the building. This small addition is necessary to allow the building to function practically and allow for essential lake equipment to be maintained safely inside of the building. The larger building addition that is proposed does not extend closer into the road setback than the existing structure, exclusive of the overhangs.

Outside of the requested variances, the proposal conforms to the Shoreland Ordinance and will make significant improvements to the subject parcel. The petitioners are proposing to repave the concrete pad and drive surface and will offset these improvements by applying the Treated Impervious Surface standards with a rain garden and rock infiltration system. Additionally, an extensive vegetative buffer will be planted along the shoreline to further mitigate the impervious surface on this site. There are no proposed changes to the operations of the Lake District or the storage of equipment.

- 2. The granting of the variance will not adversely affect the general public interest/welfare or be detrimental to nearby properties/improvements or the natural resources in the area. Lack of local opposition does not mean a variance will not harm the public interest.**

The Lake District has existed on the subject parcel for decades and is critical to the overall health of the Lake. Finding a new location along Pewaukee Lake would be extremely difficult, due to the availability of sites and the intensity of the operations. The current site is located next to similar aquatic uses that the Lake District has a long-standing working relationship with and the

site is located amongst other compatible mixed uses. The addition and interior changes will provide a functional workspace for the Lake District staff. The proposed improvements will provide better access and circulation of equipment on the property. This will allow for easier maneuvering onto Edgewater Drive and lessen disruption to the flow of traffic. The improvements will not adversely affect nearby properties or the lake. The proposed rain garden and shore buffer will offset the improvements extending slightly closer to the shoreline.

Respectfully submitted,

Emily Goodman

Emily Goodman
Senior Land Use Specialist
Phone: 262-896-8300

Reviewed and approved by:

Jason Fruth

Jason Fruth
Planning and Zoning Manager

Exhibits:

- Exhibits A- Existing site plan
- Exhibits B- Proposed Improvements
- Exhibits C- Petitioner's comments
- Exhibits D- Lake Operations Narrative

Exhibit A

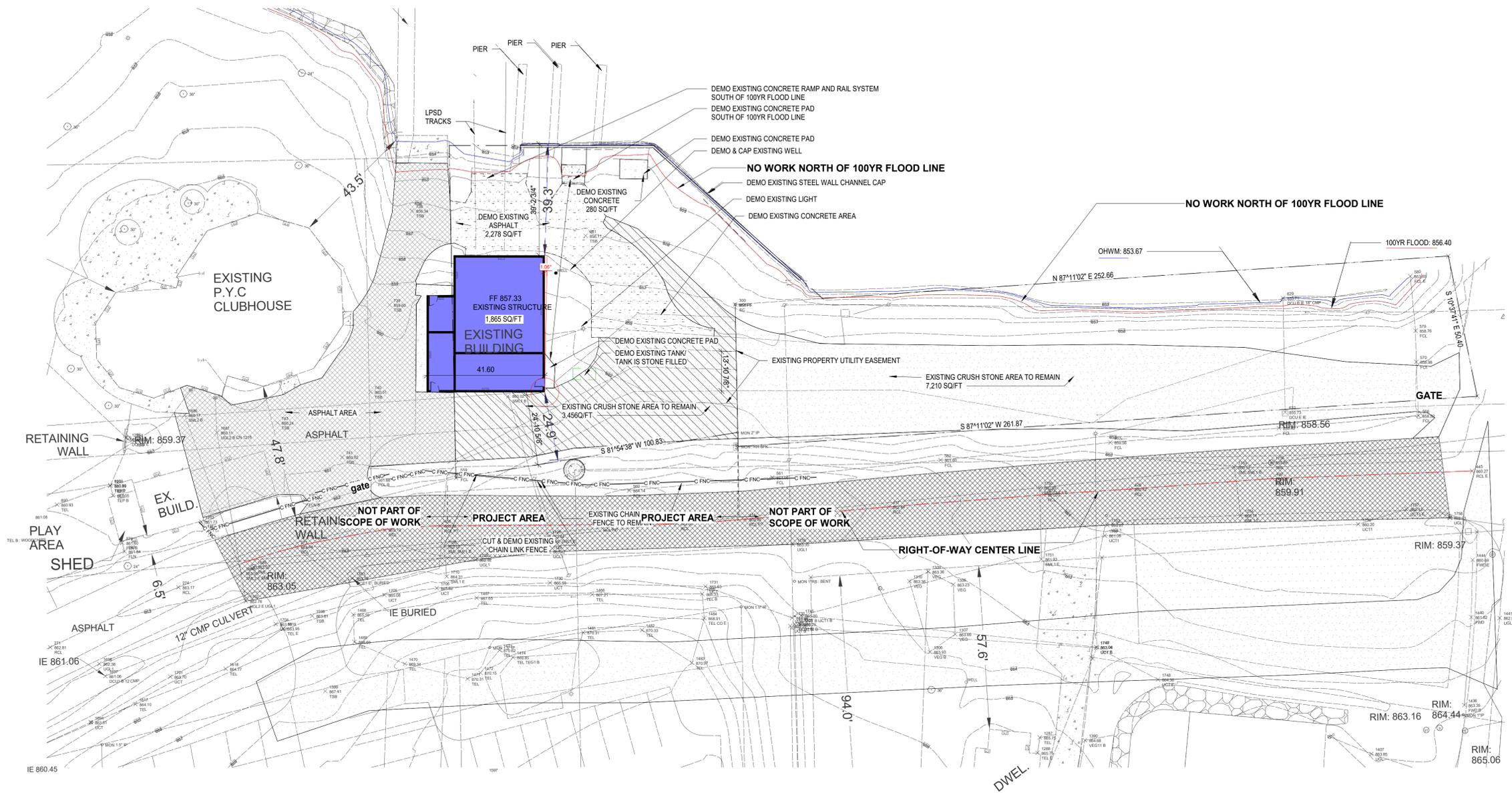
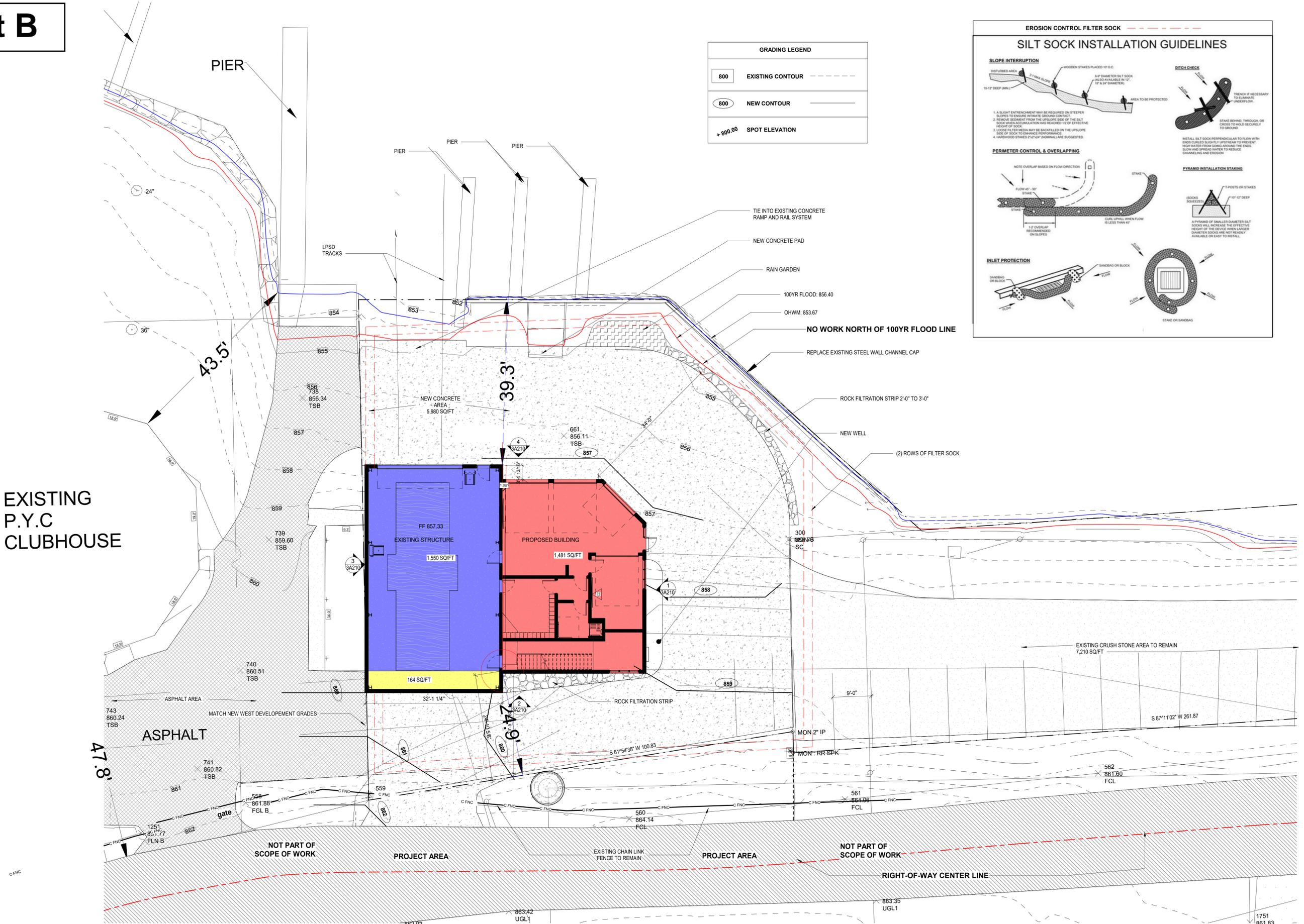
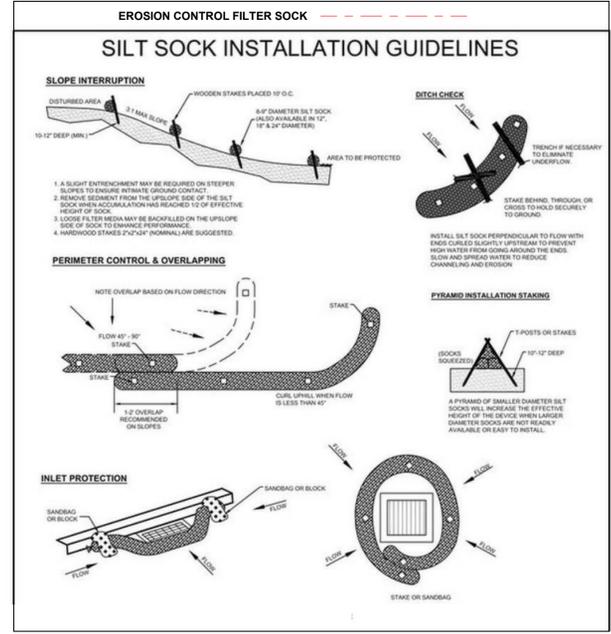


Exhibit B



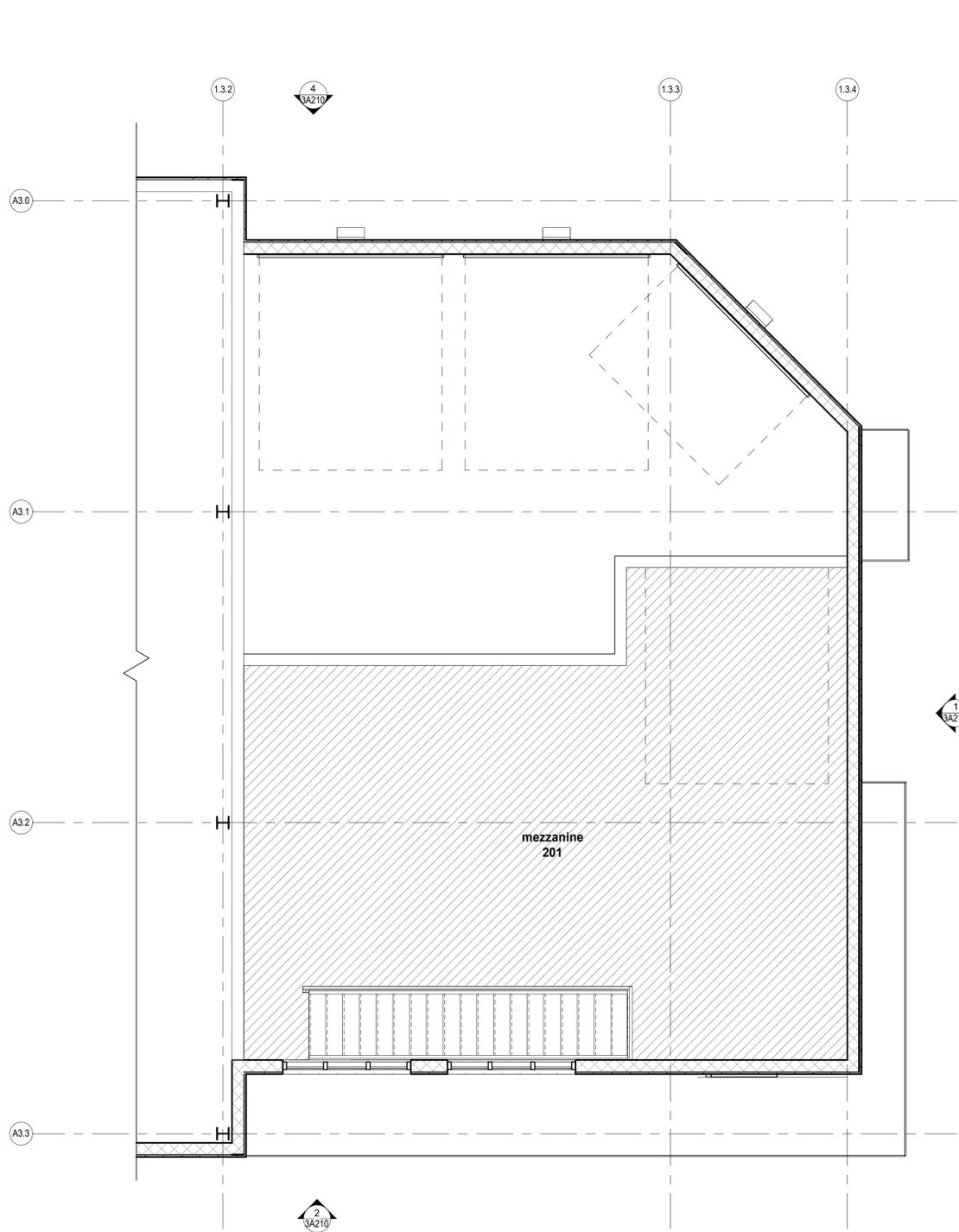
GRADING LEGEND	
800	EXISTING CONTOUR
800	NEW CONTOUR
+800.00	SPOT ELEVATION



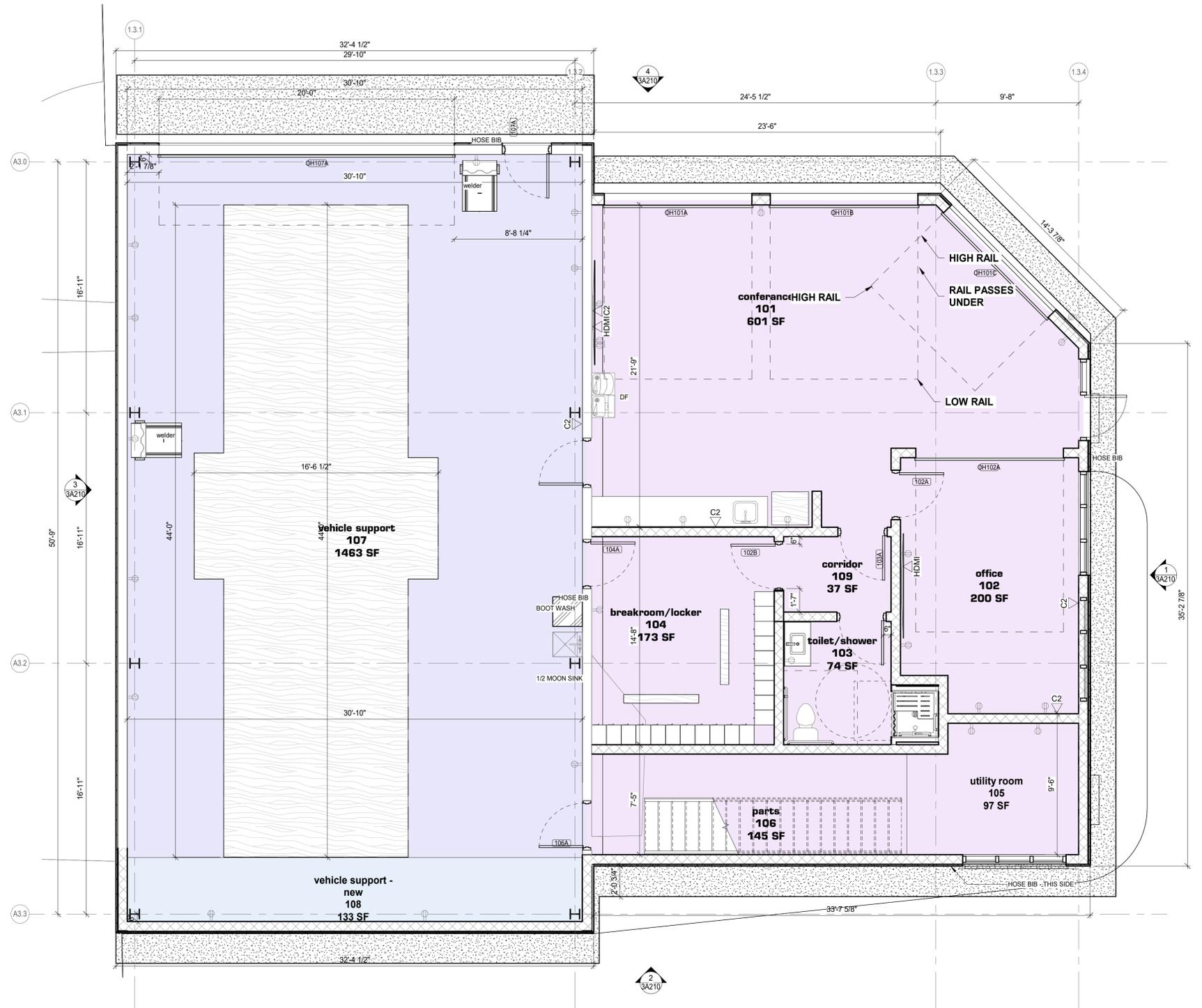
NEW Site 3 - Site Grading Plan
 kuenyarch.com ©2026 Kueny Architects L.L.C. - All Rights Reserved
 Lake Pewaukee Sanitary District - LPSD - Lake Facility Facility - Site 3
 N22W28024 Edgewater Dr., Pewaukee, WI 53072
 January 26, 2026

3A103

PLAN NORTH
 SCALE: 1" = 10'-0"

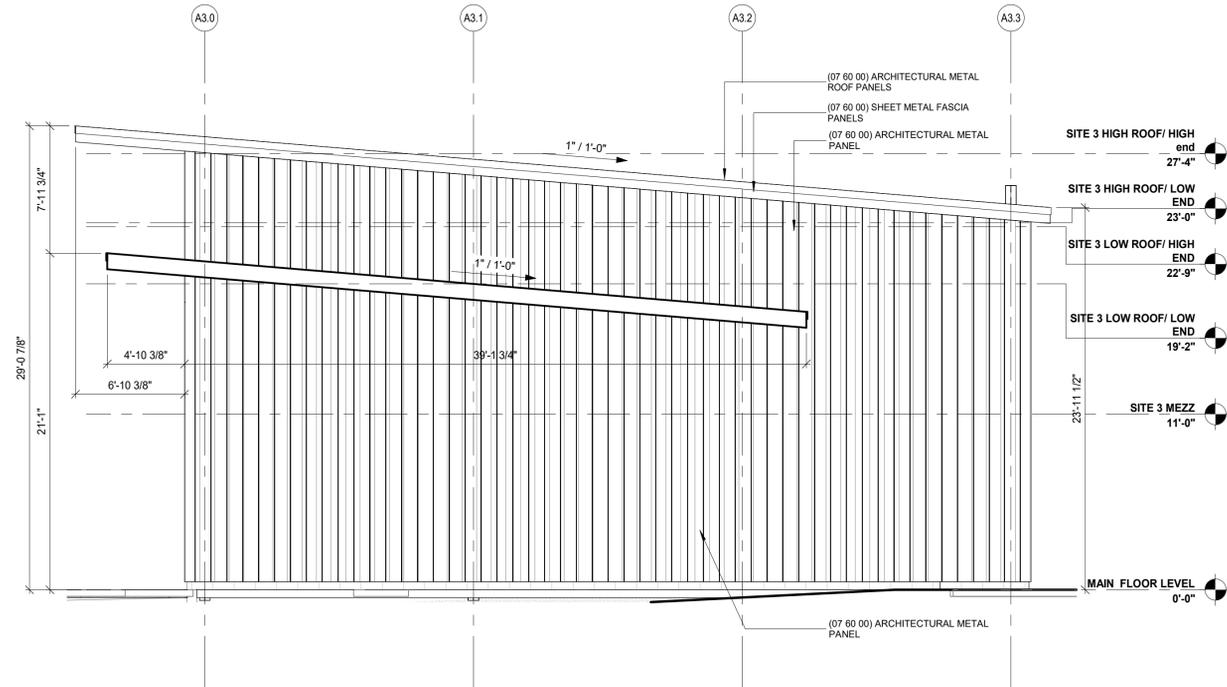


2 Site 3 - Mezzanine Plan
1/4" = 1'-0"

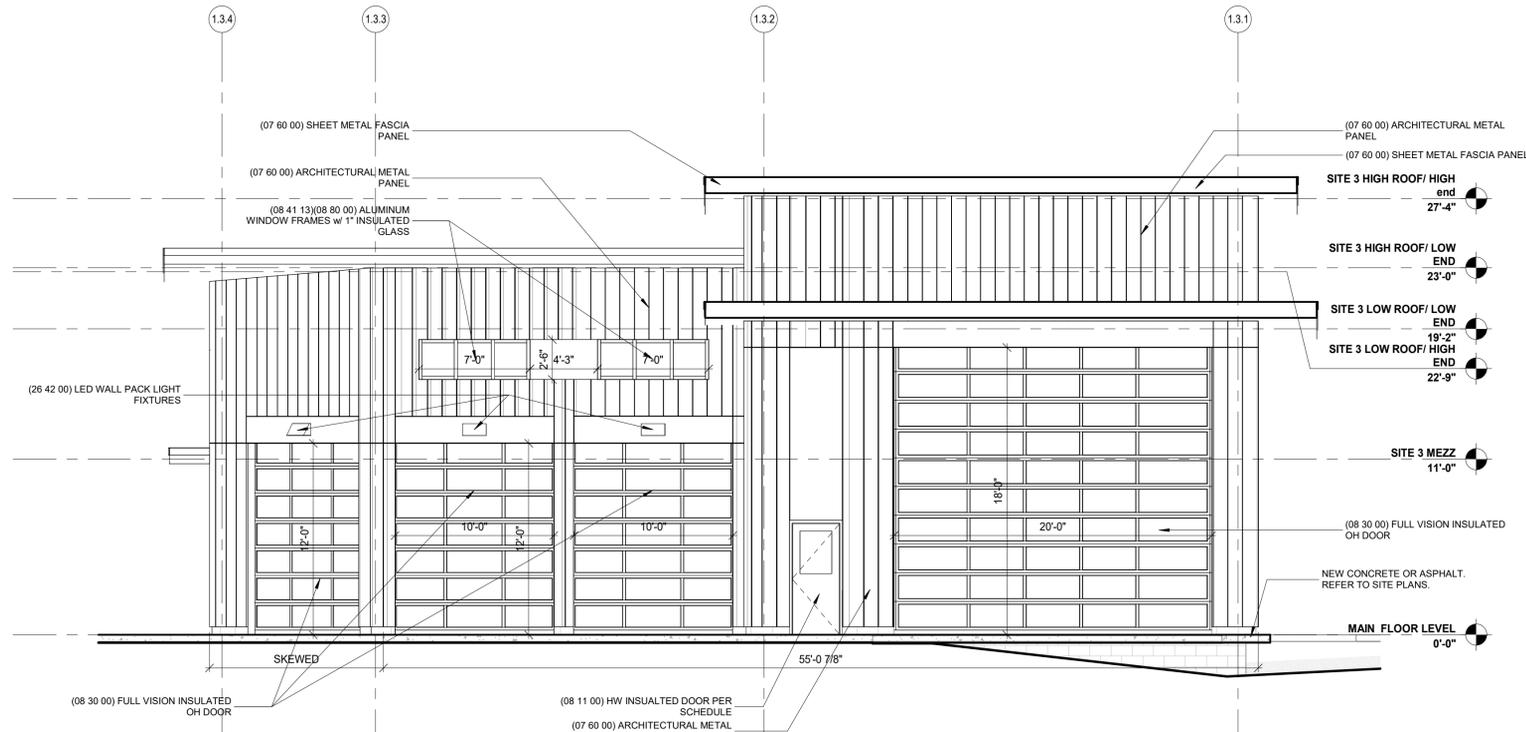


1 Site 3 - Floor Plan
1/4" = 1'-0"

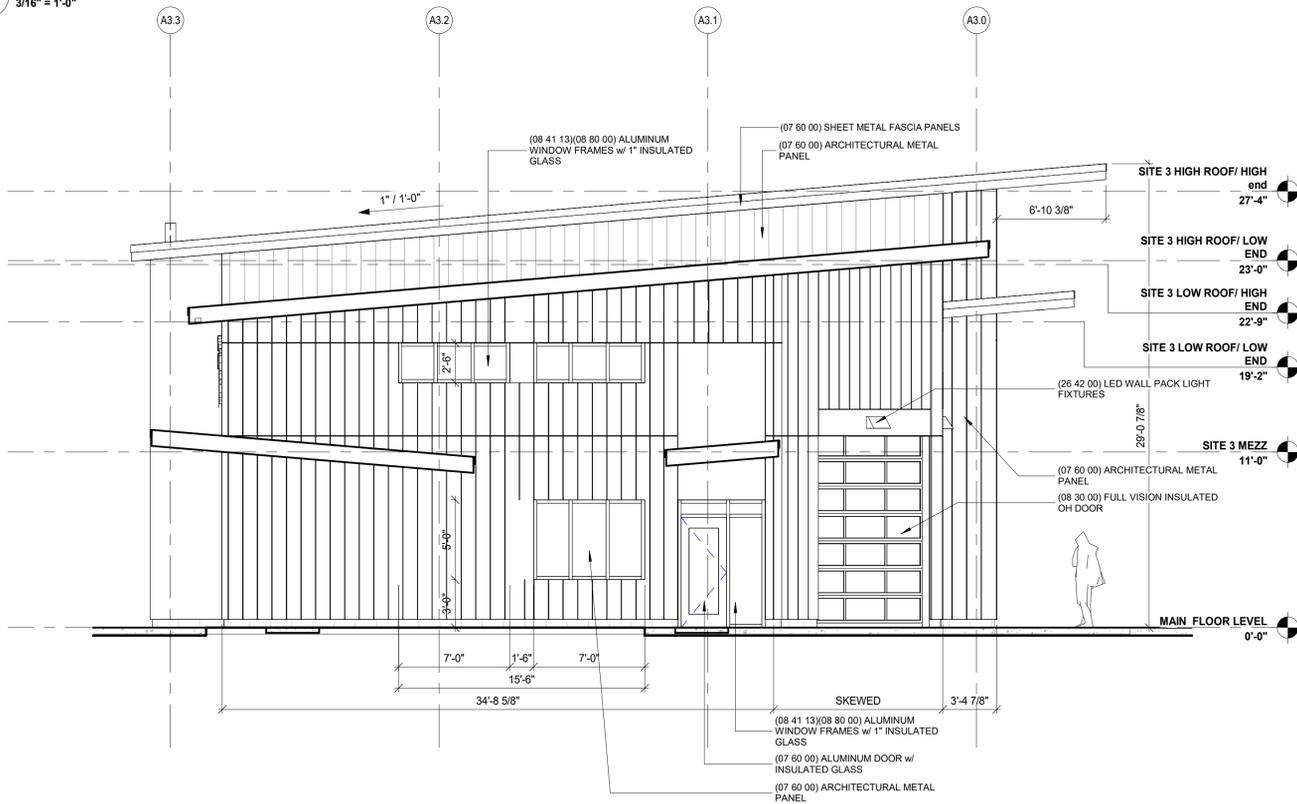




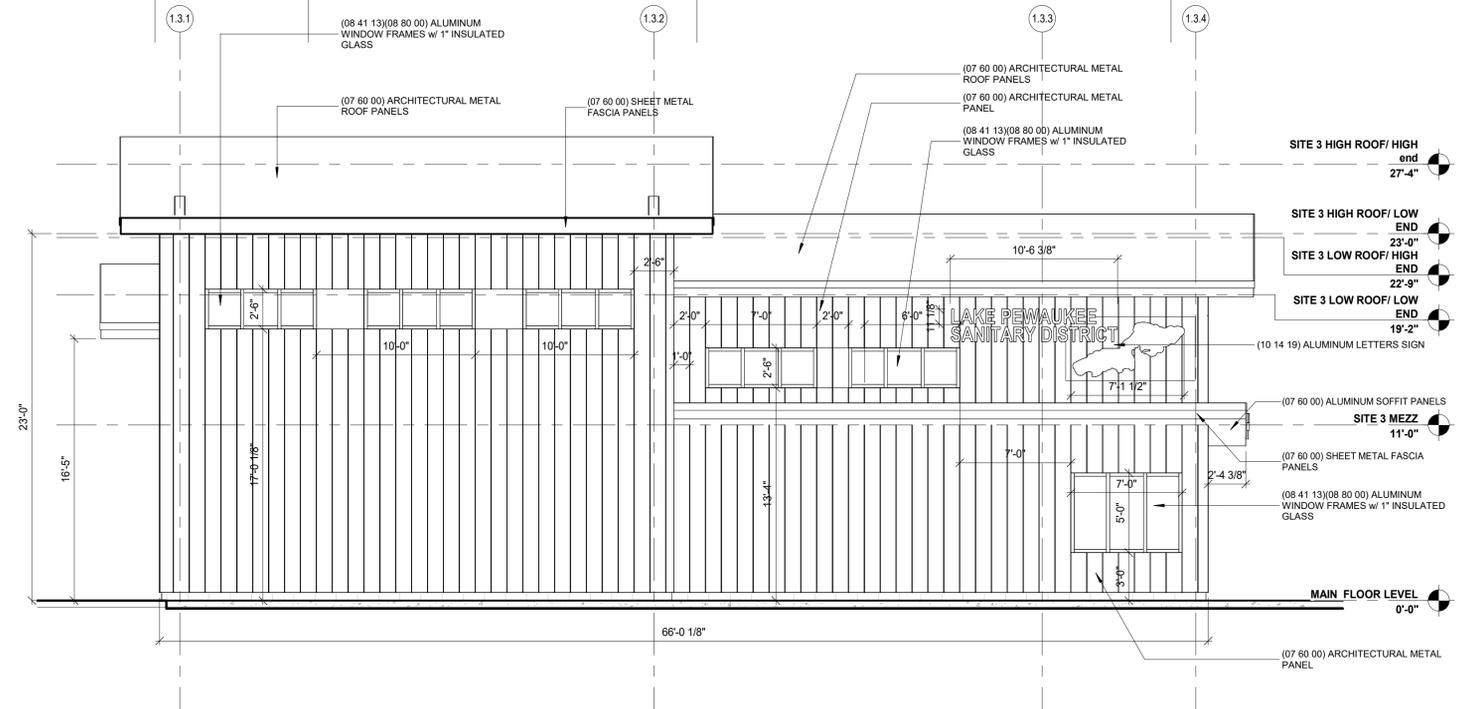
3 Exterior Elevation - West
3/16" = 1'-0"



4 Exterior Elevation - North
3/16" = 1'-0"



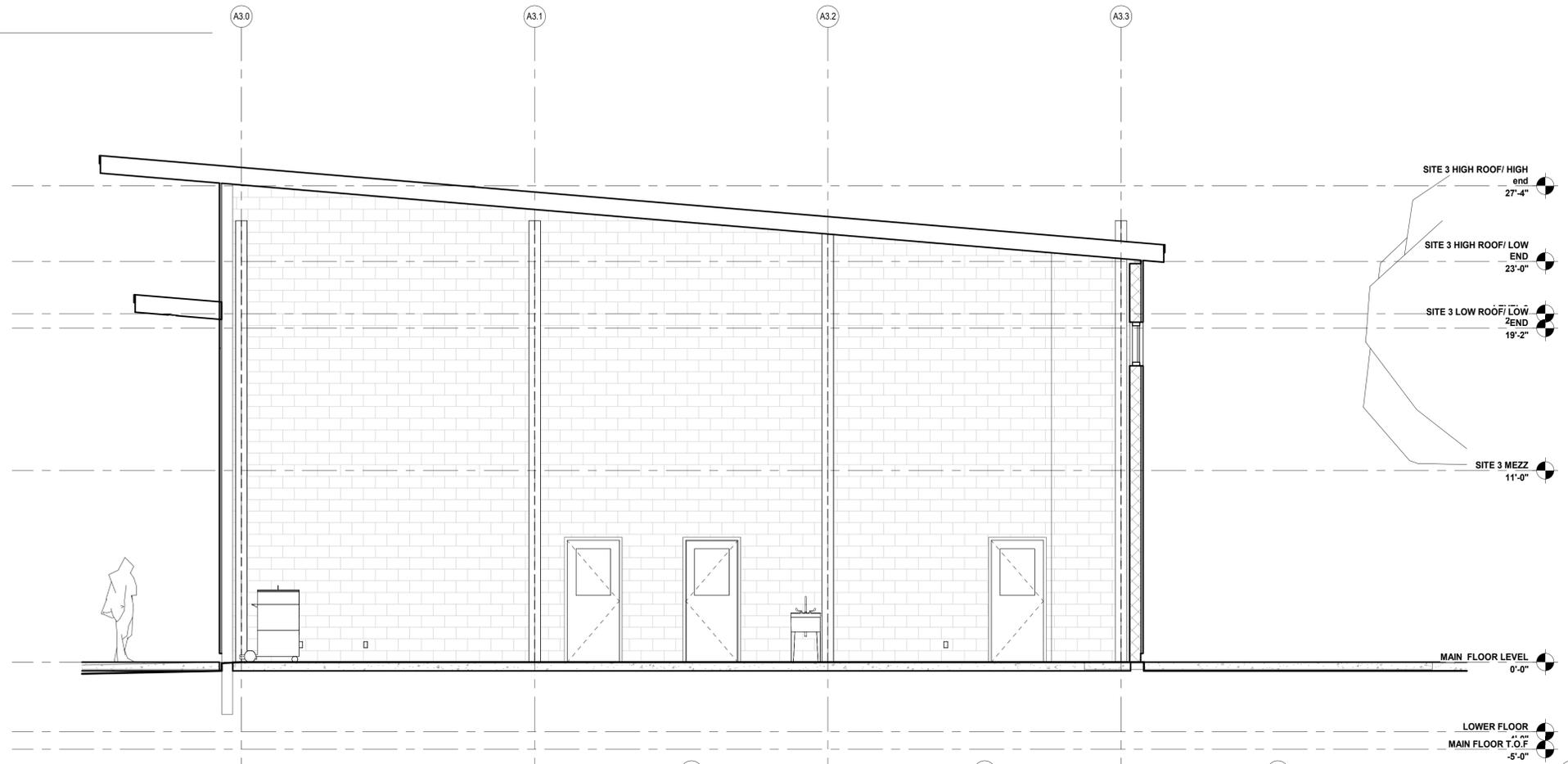
1 Exterior Elevation - East
3/16" = 1'-0"



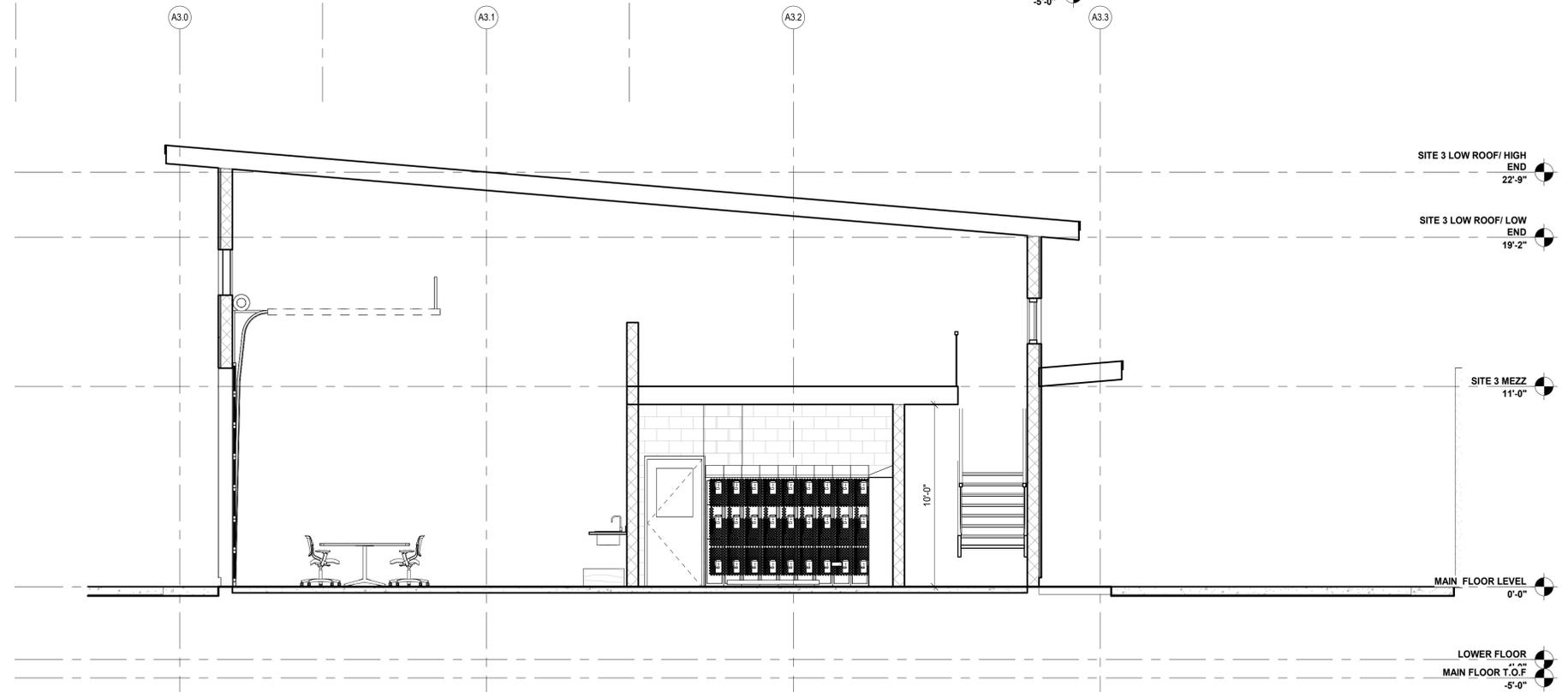
2 Exterior Elevation - South
3/16" = 1'-0"



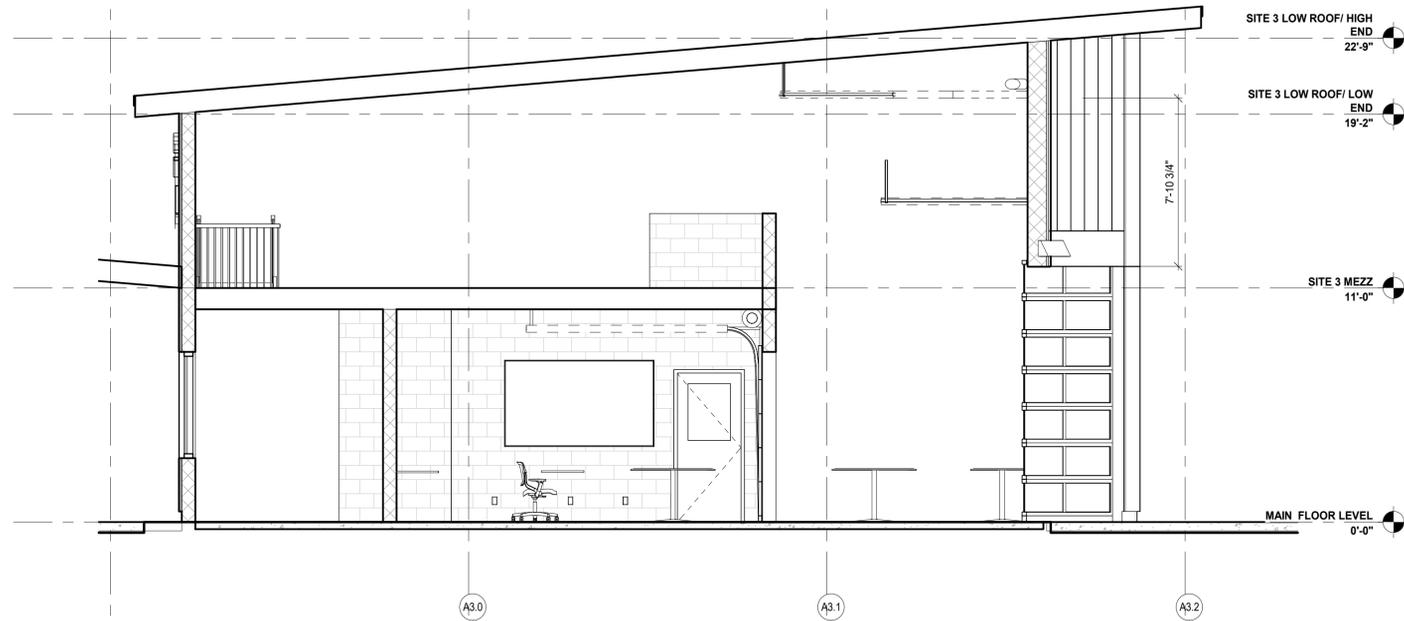




2 Interior View Looking East From Garage
1/4" = 1'-0"



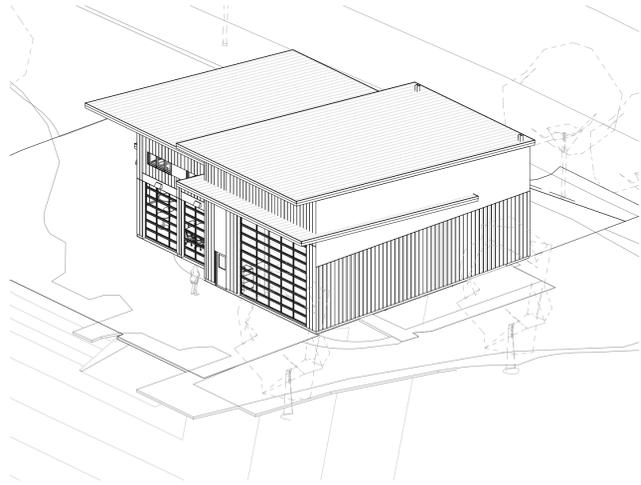
1 Interior View Looking East From Lockerroom and Open area
1/4" = 1'-0"



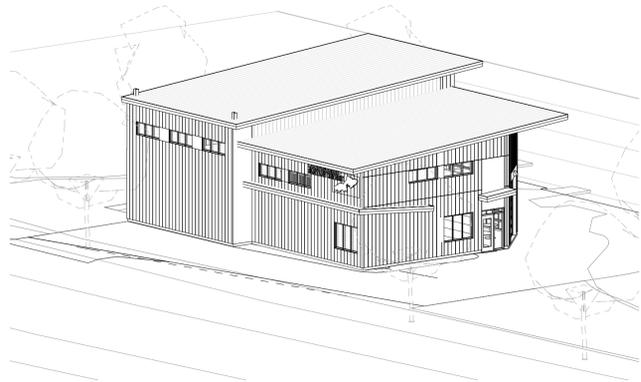
2 Interior View Looking West From Office and Open Area
1/4" = 1'-0"



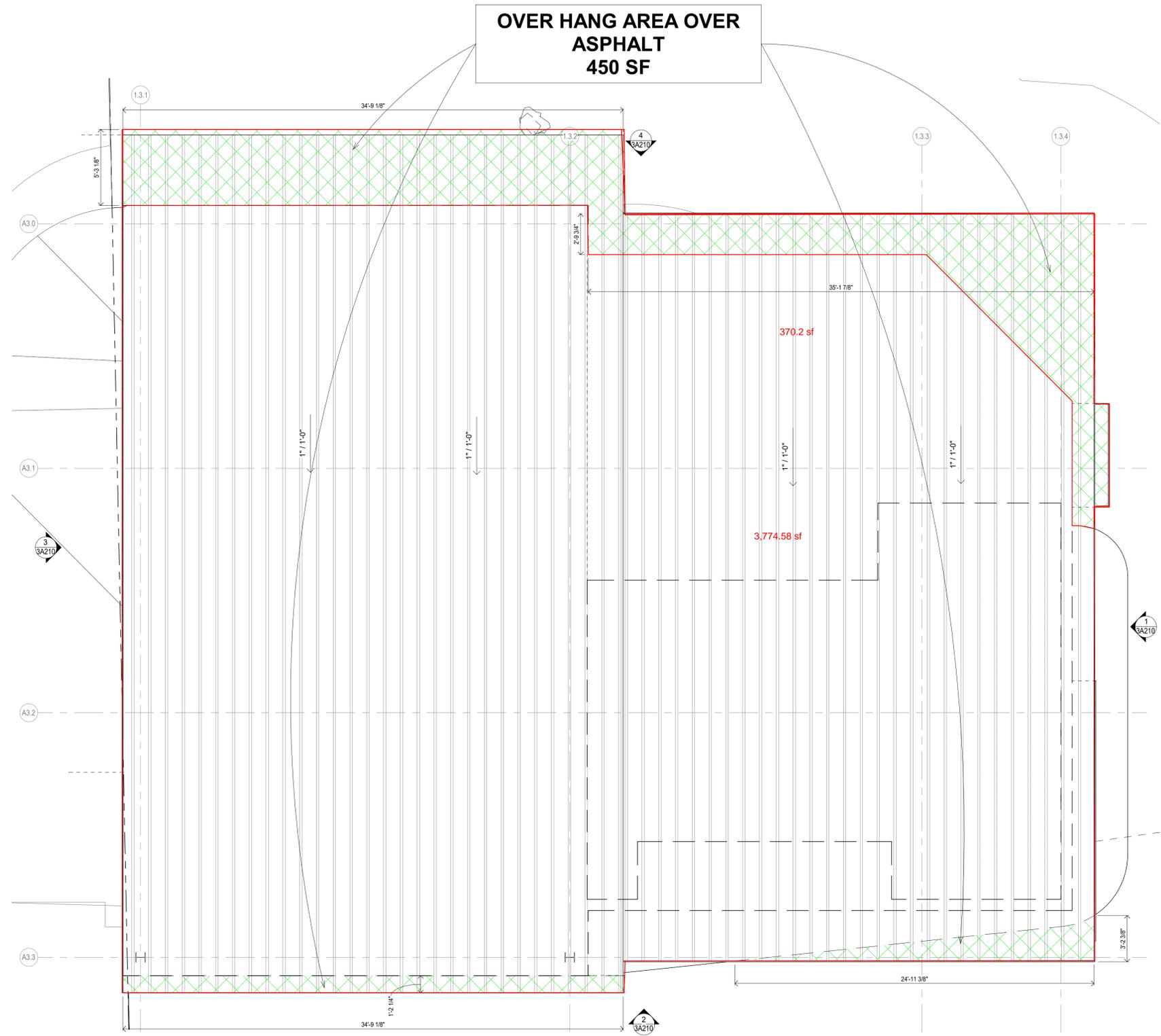
1 Interior View Looking East From Garage.
1/4" = 1'-0"



2 Site 3 - 3D View 01



3 Site 3 - 3D View 02



1 Site 3 - Roof Plan
1/4" = 1'-0"

Complete this Section for **AREA VARIANCE** requests only.

Exhibit C

An **Area Variance** is a modification to a dimensional, physical, or locational requirement such as the setback, frontage, height, bulk, or density restriction for a structure. The request must be justified by the applicant using **ALL** of the following criteria in accordance with *Section 59.694, Wis. Stats.*, and the Waukesha County Shoreland & Floodland Protection Ordinance/Zoning Code. The applicant is responsible for justifying each variance type requested (i.e. offset and shore setback). **Attach additional sheets if necessary.**

- 1. Compliance with the ordinance would cause the owner to experience an unnecessary hardship.** Unnecessary hardship is proven by demonstrating that strict compliance with a zoning ordinance would unreasonably prevent the property owner from using the property owner's property for a permitted purpose or would render conformity with the zoning ordinance unnecessarily burdensome. A property owner bears the burden of proving that the unnecessary hardship is based on special conditions unique to the property, rather than considerations personal to the property owner, and that the unnecessary hardship was not created by the property owner. Hardships should not be financial or economic in nature. Variances are intended to provide only the minimum amount of relief necessary, and the purposes of the Ordinance shall be observed.

- 2. The granting of the variance will not adversely affect the general public interest/welfare or be detrimental to nearby properties/improvements or the natural resources in the area.** Lack of local opposition does not mean a variance will not harm the public interest.

Complete this Section for **USE VARIANCE** requests only.

An **Use Variance** is the authorization for the use of land for a purpose that is otherwise not allowed or is prohibited by the applicable zoning ordinance. The request must be justified by the applicant using **ALL** of the following criteria in accordance with *Section 59.694, Wis. Stats.*, and the Waukesha County Shoreland & Floodland Protection Ordinance/Zoning Code. **Attach additional sheets if necessary.**

- 1. Compliance with the ordinance would cause the owner to experience an unnecessary hardship.** Unnecessary hardship is proven by demonstrating that strict compliance with the zoning ordinance would leave the property owner with no reasonable use of the property in the absence of a Variance. A property owner bears the burden of proving that the unnecessary hardship is based on conditions unique to the property, rather than considerations personal to the property owner, and that the unnecessary hardship was not created by the property owner.

2. **The granting of the variance will not adversely affect the general public interest/welfare or be detrimental to nearby properties/improvements or the natural resources in the area.** Lack of local opposition does not mean a variance will not harm the public interest.

Complete this Section for **SPECIAL EXCEPTION** requests only.

A **Special Exception** is a minor adjustment to the requirements of the Ordinance, where specifically authorized, and is justified by special conditions of the property. A request must be justified by the applicant using the following criteria. **Attach additional sheets if necessary.**

1. **The granting of the special exception will not adversely affect the general public interest/welfare or adversely affect adjacent property owners. The request will not be detrimental to nearby properties/improvements or the natural resources in the area.** Lack of local opposition does not mean a special exception will not harm the public interest. When reviewing a special exception request from the minimum floor area provisions, the proposed building shall not be of such character or quality as to depreciate the property values of the surrounding area.

ITEMS THAT MUST ACCOMPANY ALL VARIANCES AND SPECIAL EXCEPTIONS:

1. One electronic copy of an **accurate** site plan/map (a plat of survey is preferred) **drawn to scale** showing the following:
 - A. The boundaries and dimensions of the subject property.
 - B. The location and dimensions of **all** existing **and** proposed structures **and** buildings on the property.
 - C. The location and dimensions of **all** buildings **and** structures on adjacent properties.
 - D. The location and centerline of **all** abutting streets.
 - E. The 100-year floodplain, wetland boundary, **and** the ordinary high water mark of any water body which the lot abuts.

NOTE: Maps, plans and surveys shall **not** be reduced, enlarged, or faxed as these functions alter the scale. The scale of the map shall **not** be altered.
 2. A zoning permit, impervious surface worksheet, nonconforming use and structure value worksheet, building plans, grading plan and/or Environmental Health approval may also be required.
 3. The required filing fee, payable to the Waukesha County Department of Parks and Land Use. Once the public notice has been sent, this fee is nonrefundable.
- Application must be **complete** upon submittal. Once the public notice has been sent, **no changes to the request may be made**. If any changes or deviations from the original application are desired after the public notice has been sent, a new application will be required.
 - Variances from multiple ordinance provisions may be requested as part of a single application, but only one proposal may be made per application. Each alternative proposal will be considered a separate request and require a separate application packet and fee.

Lake Pewaukee Sanitary District

Lake Operations Narrative 2026

A little History – The District was established in 1944 on behalf of the Town of Delafield and was commissioned to do garbage collection, inspect septic systems, and control algae in and around Pewaukee Lake. The “Lake Building” which was built in 1941, was purchased by LPSD in 1944 to run the operations. Chemical treatments were used in the 1960’s for the lake management efforts and mechanical harvesting slowly became the most economical, safest for the public, the environment, and the overall ecology of the lake. This same “lake operations” building remains in place despite the size of the operations and equipment growing exponentially.

Today the lake equipment consists of 3 shore barges, 4 harvesters, 4 transporters, (2) 30-yard dump trucks, a trailer/conveyor, a conveyor, a service boat, a crane barge, and an aquatic plant management center. The plant management site is located off North Shore Drive and Highway 16.



A **shore barge** is **orange** in color and is operated by 3 seasonal employees. 1 driver that rotates with 2 pitchfork operators that fork floating aquatic plants on to the front conveyor. Floaters come from prop chop of recreational boaters as well as aquatic plants that get pulled out by wave action, from winds or naturally uprooting. These units are also used for our pile pick up service. (piles made by homeowners on their shorelines or piers)



A **Harvester** is **yellow** in color and is operated by 1 seasonal employee. It has a front cutter bar that snips the invasive aquatic plants off and brings them up the front conveyor to a storage conveyor in the center of the barge. It can cut aquatic plants to a 5 foot depth. Harvesters operate on Monday through Thursday.



A **Transport barge** is **light blue** in color and it connects to a shore barge or harvester and unloads them at their working location and then it transports the aquatic plant load to the shore conveyor parked at the lake building site.



The **Shore conveyor** is located at the lake building and it allows the transporter to dump the aquatic plants on the conveyor to ride up and into the 30-yard dump trucks.

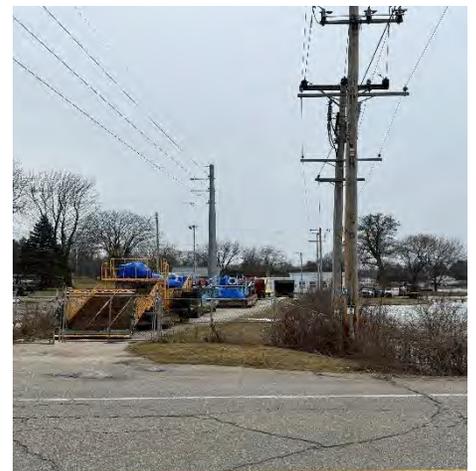
The dump trucks are taken to an Aquatic Plant Management Center that has a large asphalt pad that allows the large piles to be turned and composted into topsoil. Drainage goes to a storm water pond lined with native plants. Topsoil is donated to local organic farms.

The operation consists of 2 full-time employees and ranges from 14-16 seasonal or part-time employees. The hours are typically 6:30 am to 4 pm Monday-Friday. A second shift or weekends are possibilities in heavy weed years. Occasional use of the lake building during weekends or evenings occurs mostly from non-profits working on streambank stabilization projects, fish cribs, woody structures, meetings or events. Other typical events are volunteer appreciation dinners, fundraisers, Walleyes for Tomorrow-Pewaukee Chapter meetings or LPSD meetings. Lake operations run from approximately April 15th through October 31st pending weather conditions.

Below is a panoramic view of the lake crews going out for the day. 1 shore barge and 3 seasonal employees are already out working on the lake and the harvesters are grabbing fuel tanks for the day.



Below left is a barge being maneuvered across Edgewater drive to allow it to be shifted into its storage space on LPSD property. Below center is PYC's new design and LPSD's proposed maneuvering route. This will improve both the PYC and LPSD's ability to launch, maneuver, and store barges and sail boats through existing easements. Bottom right is most of LPSD's equipment stored for the winter months.



Existing Barge Maneuvering – Edgewater

Future Barge Maneuvering

Winter Storage

Through great neighbors, existing easements, and continued good working relationships the PYC and the LPSD will have improved functionality of our sites.

These improvements will allow us to continue to improve the lake's ecology. **Ultimately helping us meet our mission statement which is to preserve, protect, promote, and enhance Pewaukee Lake and its Watershed.**

It is our goal to continue to protect the health, safety, and welfare of the public that utilizes our great resources.