

Northwest Gateway

Neighborhood Plan

NORTHWEST GATEWAY NEIGHBORHOOD PLAN



City of Brookfield, Wisconsin

Department of Community Development

July 17, 2008

Adopted by Resolution: _____

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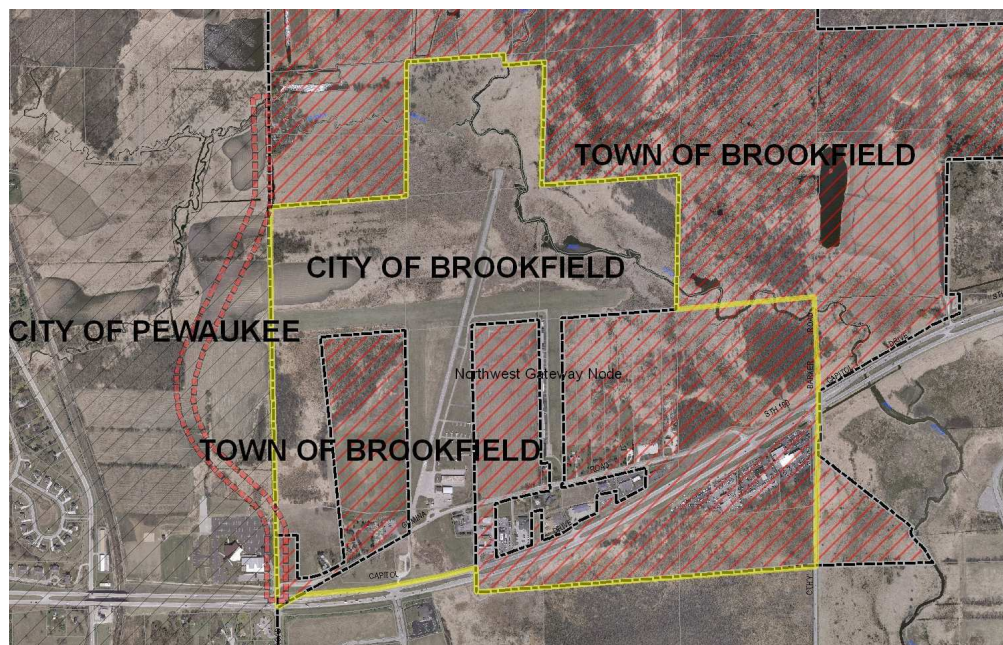
Prepared by the City of Brookfield Community Development
Department
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1. EXECUTIVE SUMMARY

The Northwest Gateway Neighborhood is one of ten Targeted Intervention Areas identified in the *Brookfield Year 2020 Master Plan* that was identified as an area where development and “redevelopment efforts can be best controlled to ensure the stability of the surrounding single family neighborhoods and where redevelopment investments can yield highest returns”. The general project area is bound by City limits to the north, east and west, and Capitol Drive to the south, as illustrated below:



The Gateway West Neighborhood Plan Node is located at the northeast corner of Capitol Drive and Springdale Road and should be developed as a primary gateway to the western entrance of the City. Although the area south of Capitol Drive is included in the Northwest Gateway Node, it is not being considered for this plan that area has already been developed as the Gateway West Commerce Center.

In 2006, 42 acres of land were annexed into the City with an expectation by some owners of annexed property that sewer and water will follow at some point. The *Capitol Drive Corridor Infrastructure Analysis and Feasibility Study 2003* conducted by Reukert & Mielke estimated cost of extending utility services (sanitary sewer and water) and street improvements to be

approximately \$7.8 million in 2003. The City's 2009-2010 Capital Improvement Project includes preliminary engineering of initial construction of public utilities. One of the purposes of this plan is to provide guidance to the Department of Public Works in the preliminary design of the extension of public utilities.

The Capitol Drive Corridor Study identified this area for future light industrial development. Most of the newly developed properties in this node are located in the Gateway West Commerce Center located south of Capitol Drive and east of Springdale Road, have been developed at Light Industrial.

Consistent with the *Capitol Drive Corridor Plan*, the *2020 Master Plan* recommends the conversion of several large, underutilized parcels to industrial uses on the north side of Capitol Drive.

In addition to the *Capitol Drive Corridor Study* and *Year 2020 Master Plan* Community Development staff conducted a survey of area developers and commercial real estate brokers. The intent of this survey was for staff to get market based input from the professionals who would be ultimately responsible for developing the land and leasing the building space. The survey recipients were asked to provide standardized information about what land uses would be feasible within the Northwest Gateway Node, what building square footage would be expected and what barriers to development currently exist. Based on the feedback received the brokers and developers indicated that light industrial was the most feasible land use given the location, traffic systems and market demand. Furthermore, the survey found that light industrial uses would need to be supported by a mixed use of office and retail with specific tenants providing goods and services not only to the surrounding neighborhood but also to the users of the light industrial uses. Therefore, the preferred land use alternative as determined by the survey is light industrial with a mixed use of retail and office.

The survey also identified intergovernmental cooperation, annexation of Town lands, assemblage of parcels, and cost of extending public utilities as high priority issues for the development of this area. (See Appendix for Broker Survey)

The long-range planning for this site is faced with several challenges. First, the Plan Area consists of City and Town parcels. If a developer or at least a group of landowners would initiate and facilitate the annexation of Town lands into the City a large scale development could occur. A more unified, cohesive development based upon a coordinated community plan, such as this plan is possible if all parcels in this area are developed in one community. Such a plan also avoids duplication of services and reduces ambiguities for developers. Also, in order to create developable parcels assemblage of land would be required on the part of private sector developers.

Lastly, the full cost of extending public utilities to the site could be cost prohibitive to the majority of land uses. There is existing water and sanitary sewer service located south of Capitol Drive in the Gateway West Commerce Center. However, due to high bedrock and service reliability issues for municipal water these utilities cannot be extended across Capitol Drive to provide service to the Plan area of the Northwest Gateway Node except at relatively high cost. With the possible exception given to a large distribution center or large light industrial use smaller uses could not absorb the full cost of extended utility service to the area. The *Capitol Drive Corridor Infrastructure Analysis and Feasibility Study 2003* suggests that a portion of these costs could be financed through tax increment financing. (see Appendices L and M)

Existing Conditions

Capitol Drive provides the main vehicular access to the neighborhood. A signalized intersection is located at Capitol Drive and Springdale Rd. Wetlands and floodplains cover approximately one third of the plan area with delineated wetlands along the western boundary, south of Capitol Drive and potential wetlands along Gumina Rd. (See Appendix A) Public water and sanitary services exists south of Capitol Drive and primarily serves an existing light industrial park. (See Appendix A) Existing land uses include an airport with associated flight path restrictions, fast food restaurant, gas station, residential homes and golf driving range. In addition, several parcels are located within the Town of Brookfield. (See Appendix A)

2. GOALS AND OBJECTIVES

The need for a neighborhood plan for the Northwest Gateway Neighborhood Targeted Intervention Area (TIA) was identified when the Brookfield *Year 2020 Master Plan* was adopted in December 1999. A summary of Preliminary Challenges for the Gateway West Node from the *Year 2020 Master Plan* follows, however, it should be noted that the Master Plan established challenges that may or may not be applicable today.

1. Establish an identifiable western gateway to the City. (This current plan supports this as a goal)
2. Develop uses consistent with the office park, airport, and nearby parkland. (This current plan recommends that uses do not necessarily have to be consistent with an airport.)
3. Assure development does not deteriorate the quality of nearby open spaces and parks.

Considering these statements contained in the Year 2020 Master Plan and further analysis it is recommended that the following vision statement be created for this study area:

The Northwest Gateway Neighborhood Plan Area will have a mix of light industrial, retail, office and open space land; incorporate and build upon and complement the architectural design features of the Gateway West Commerce Center and provide a presence that further creates a "gateway" into Brookfield.

Furthermore, the Plan also establishes the following goals and objectives for the study area:

1. Provide commercial and office uses along Capitol Drive and Gumina Road
2. Provide light industrial uses along Gumina Road and extending north towards the study area boundaries and open space.
3. Allow Gumina Road to be realigned to accommodate light industrial land use patterns and to increase access to the site from Capitol
4. The floodplain and wetland areas would be preserved as open space

5. A large distribution center use could be the prominent use in the southwest quadrant of the plan area along Gumina Road.
6. Provide design guidelines that complement the design of buildings located within the Gateway West Commerce Center.
7. Create a gateway feature at the intersection of Capitol Drive and Gumina Road that identifies this area as one of the western entrances to Brookfield.
8. Ensure that all future street and traffic-calming measures are subject to future review, including input from the City of Brookfield Engineering Office, Planning Office, and the Board of Public Works.
9. Create the land use and zoning tools and other redevelopment strategies that foster the appropriate redevelopment of the study area consistent with the above objectives in a manner that balances the City's objectives and the viability of the conversion of some of the existing uses at the time of the study to the desired new land uses.
10. Perpetuation of existing uses that contribute positively to the long term goals and objectives (reconciliation of existing uses and proposed zoning will be identified later in the plan details)
11. Encourage developers and landowners to consolidate properties that lead to a unified, cohesive development pattern
12. Review access and traffic circulation to overall site and existing properties.

The following assumptions have guided City staff in the preparation of the plan and its Goal and Objectives statement:

1. The Southeastern Wisconsin Regional Planning Commission (SEWRPC Year 2035) Regional Land Use plan has a portion of this plan area as being Transportation Related, namely the Capitol Airport. The Common Council adopted resolution 7655-06 on November 6, 2006 which accepts the SEWRPC Regional Land Use Plan with exception given to the Transportation Related land use classification assigned to Capitol Airport, that is, the City of Brookfield does not support the perpetuation of Capitol Airport unless the City of Brookfield determines that a redevelopment of the airport is consistent with the goals and objectives of the City of Brookfield Master Plan or elements thereof.

2. There will be an eventual transition of Capitol Airport to light industrial or commercial use.
3. Annexation of Town lands into the City of Brookfield will be initiated and facilitated by developers or land owners.
4. Assemblage of parcels will be done by private sector interests.
5. It is economically feasible and physically possible to re-align Gumina Road to accommodate development proposals.
6. Financing the extension of public utilities could be accomplished with a combination of public and private development tools including, but not limited to State and Federal grant monies or tax incremental financing.
7. Development and redevelopment will occur in phases.
8. Redevelopment will contain high-quality architecture and site design. Any specific design guidelines would derive from the developer of the light industrial park, but the City's site development standards would be a starting point for discussion.
9. There will be a balance between the community's desires and the economic realities of extending public utilities and assemblage of developable parcels. Private development will likely need to be the driving force behind extension of utilities. Otherwise service extended to existing properties within the City would result in owners being specially assessed. Furthermore, the plan area contains forty parcels. Of which, twenty-two are located within the Town of Brookfield. Assemblage and annexation would need to be driven by private sector development.
10. The preliminary proposed road right-of-way or street layout from the Reukert & Mielke Capitol Corridor Study has been used as a guideline for land use boundaries and preliminary circulation routes throughout the plan area (see Appendix L). As the plan evolves this proposed road design will change. There will be two hierarchies of roads. The first would be city streets generally following utility routes and the second would be developer designed streets accessing development sites.
11. Springdale Extension (SR Extension) while still listed in the SEWRPC Plan is a very longer term County objective. No plans for installation are in the immediate future.

Land Use Alternatives

The *Year 2020 Master Plan*, *Capitol Corridor Study* and broker survey were used as guidelines by staff for determining the appropriate alternative land uses for the Plan area. Within a standard land use category there is a wide degree of specific uses, some are beneficial while others are detrimental to the community. The broker surveys identified a list of specific uses within each of the larger use categories and are described in the following:

Light Industrial: The market for light industrial land uses has experienced a shift away from the typical large buildings storing hazardous materials or displaying heavy equipment, such as the light industrial area of 124th Street and Capitol Drive. The vision for Northwest Gateway is of light industrial that includes distribution centers, warehouses and light manufacturing. Examples include the Gateway West Commerce Center in Brookfield and the Aldi Grocery Distribution Center in Oak Creek. Northwest Gateway provides an ideal location for this land use and is identified as the optimal land use alternative in the broker survey responses.

Retail and Office: The broker survey identified a need to supplement light industrial land uses with small scale retail and office. These uses would not necessarily be regional in scale, but rather local in providing goods and services to the immediate neighborhood and future light industrial uses. Examples would include banking, personal care, medical buildings, restaurants and day care. The broker survey identified a combination of these land uses as being optimal for this plan area.

Given the identified list of optimal land uses for the plan area the following alternatives were analyzed:

1. Land Use Alternative #1 – light industrial land use for the entire plan area. This would include all areas along Capitol Drive and Gumina Road.
2. Land Use Alternative #2 – Light Industrial and Office. This would split the two land uses with areas north of Gumina Road being designated as Light Industrial and land between Gumina Road and Capitol Drive as being Office.

3. Land Use Alternative #3 – Light Industrial and Retail, essentially the same land use pattern as Alternative #2, but instead designated retail between Gumina Road and Capitol Drive.

4. Land Use Alternative #4 – Mixed Use: Light Industrial, Office and Retail. This pattern would designate the area north of Gumina Road as light industrial and the areas immediately along Gumina Road and along Capitol Drive as mixed use of Office and Retail. Preferred Alternative.

Based upon the Broker Survey, *Capitol Corridor Study* and *Year 2020 Master Plan* the Plan Commission is recommending Land Use Alternative#4 to be the Preferred Land Use Alternative or light industrial with retail and office mixed use. Light industrial should be limited to the northern plan area where there is more potential for assemblage of large parcels. Retail and office should be limited to the southern plan area along Gumina Rd. and Capitol Drive where there is better access and higher visibility for smaller uses. Given the existing conditions and current land use the City should anticipate new development occurring north of Gumina Rd. and maintenance, rehabilitation or redevelopment of existing uses occurring along Gumina Rd and Capitol Drive. (See Appendix for Land Use Alternatives)

3. PLAN DETAILS

Land Use

The preferred land use for the plan area is a combination of light industrial generally located north of Gumina Road with mixed use retail and office generally located along Gumina Road and Capitol Drive. See Appendix E.

The light industrial land use will include light manufacturing, research and development, and distribution. Retail land uses will include restaurants, general and specialty retail and personal services. Office land uses will include financial services and general office.

Design

Architecture

The Northwest Gateway Neighborhood is unique from other nodal areas in that several barriers to development are in place. These barriers are discussed in detail throughout the plan but in general include cost of water and sewer extensions, transportation improvements, and assemblage of parcels held by multiple owners within two jurisdictions. The design guidelines should allow for flexibility to help facilitate development and match the expectations of typical light industrial design standards and as reflected in the City's Site Development Standards. Essentially, this area of the City is not a "Bluemound Road", a highly sought retail and office designation, nor is it populated with dense residential areas sensitive to visual corridors. It is the "work horse" of the ten Targeted Invention Areas and design expectations should match the economic utility of the area. This is not to suggest that sub par architecture should be accepted. However, the plan needs to provide flexibility to design standards to counter the overall challenges to this area being developed.

Furthermore, the plan anticipates that one developer will be the catalyst for development in this area. The plan will require that developer or group to create a master design guideline for all future buildings to be constructed. This master design guideline would be similar to the one in place for the Gateway West Commerce Center located immediately south of the plan area. The master design guidelines would be reviewed and approved by staff, Plan Commission and Common Council.

Site

During the implementation phase the Community Development and Engineering staff will provide scope of services and preliminary design for extension of water and sewer across Capitol drive. Secondary transportation and internal utility design will be done by the developer.

Environmental

The Wisconsin Department of Natural Resources (DNR) has informed the City of Brookfield that potential ground water contamination exists throughout the Northwest Gateway Neighborhood Plan area. An environmental site assessment was conducted by a consultant, the results of which showed ground water contamination from a source located in the City of Pewaukee. The scope of tools the City of Brookfield has

available to help remedy this issue is limited. However, the City can consider the ground water contamination as another hurdle to development in this area.

4. IMPLEMENTATION

This element of the Northwest Gateway Neighborhood Plan provides strategies to facilitate development in light of development challenges. The following land use and zoning, design standards, development steps and financing should be taken to implement the vision of the Northwest Gateway Neighborhood Plan.

Land Use and Zoning

The Northwest Gateway Neighborhood Plan contains a recommendation to create a new light industrial and mixed use zoning district similar to the concept implemented at 124th Street & Bluemound Road (the "O&LR/C #3") Potential items to include in drafting the district regulations follow as:

- A. Existing uses and bulk requirements will be unaffected by these provisions until such time that those properties redevelop.
- B. Setbacks and Offsets. Consider a twenty-five foot setback for along Gumina Road and ten foot setbacks from internal roadways of the overall plan area, a fifty foot setback from Capitol Drive. Consider zero-foot offset (or build-to line)
- C. Lot Coverage. Consider an increase in building coverage.
- D. Floor Area Ratio (FAR). Consider an increase in the maximum FAR – especially if a building accommodates underground parking.
- E. Lot Dimensions. Consider the option of allowing flexible lot width and lot area requirements, since most light industrial users are unknown at this time and may require unique lot dimensions to accommodate the use.
- F. Consider allowing the option of mixed use retail or office or single use limited to the area between Gumina Rd. and Capitol Drive. The mixed use option would allow either vertical or horizontal mixed uses within a building or generally throughout a site.

Design Standards

Major new development will occur on the large, vacant tracts north of Gumina Rd. and will likely be done by one or two

development teams. This new construction should be guided by the City of Brookfield's *Site Development Standards for Non-Residential Uses* and a master design guideline created by the developer. Recent requests for sustainable building materials and "green" architecture have given staff and the Plan Commission a reason to possibly update those standards. The master design guideline will provide an opportunity for the City to address architectural issues and materials not adequately address by the City's design standards. The master design guidelines would require approval by the Plan Commission and Common Council.

The redevelopment of existing uses, primarily along Gumina Road and Capitol Drive, would be guided by the City of Brookfield's *Site Development Standards for Non-Residential Uses*.

Wetland and floodplain boundaries shall be identified by future developers and property owners to determine building, surface parking and/or underground parking feasibility and locations.

"Gateway" features shall be subtle and complement the buildings of the plan area.

Circulation

A traffic impact analysis shall be required with any new major development. The Engineering Office will determine whether or not one will be required for smaller scale redevelopment projects.

Any internal street network proposed as part of the light industrial area will be determined when a developer approaches the City for approval of a plan. The City will not design or initiate the design of internal road networks. However, the proposed internal street network will be required to provide connectivity between buildings and adjacent sites. In addition, where applicable and determined by the City frontage roads or access easements will be required.

Development Steps and Phasing

The Northwest Gateway Neighborhood Plan recommends a two phase strategy to provide public utility service to the plan area.

Phase I would extend water and sewer across Capitol Drive and stub the extension. Staff would prepare scope of services and initiate preliminary design of the extension. Installation of the service would be dependent on budgeting and prioritization within the City's Capital Improvement Plan.

Phase II provides for two options that are reactionary to market conditions.

Option A is development driven. Water and sewer would be extended further into Northwest Gateway to accommodate new development and provide service to existing uses. In addition an extension would be made to Richland Parkway for reliability.

Option B anticipates the event that immediate development activity does not occur within a reasonable time period. The City will step in and extend water and sewer to existing uses. The cost of this service extension would be specially assessed to the property owners subject to City policies and practices.

Financing

In response to a request from the Plan Commission at its meeting on January 21, 2008, an update to the *Capitol Drive Corridor Infrastructure Analysis and Feasibility Study* prepared by Ruekert & Mielke, Inc. in November 2003 was prepared by staff.

In short, the costs borne by the City for water and sanitary sewer main extensions across Capitol Drive, a sanitary sewer lift station and force main, and storm water detention ponds, are estimated to be slightly higher with a TIF District payback period extended by approximately two years from the 2003 Report estimate of 10 years. Additionally, if other costs related to installing water reliability connections to Richland Parkway are assumed by the City, those costs could push the municipal allocation of the infrastructure costs to approximately \$2,360,000, with a TIF payback period of approximately 13 years, or one additional year. (See Appendix M *Updated Fiscal Impact Analysis of the Capitol Drive Corridor Infrastructure Analysis and Feasibility Study 2003*)

5. CONCLUSION

The Northwest Gateway Neighborhood will include light industrial businesses, local, regional and national retail businesses, and office uses; an area where development and redevelopment efforts can be best controlled to ensure the stability of the surrounding single family neighborhoods and where redevelopment investments can yield highest returns. Furthermore, the City can expect over the next 10 to 20 years new businesses to provide jobs and services to citizens.

6. APPENDICES

- Appendix A Existing Conditions
- Appendix B City of Brookfield Zoning
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Appendix A – Existing Conditions

1. Study Area
2. Wetland and Floodplain
3. Existing and Future Water Service
4. Existing and Future Sanitary Sewer

Appendix B – City of Brookfield Zoning

1. Northeast Quarter
2. Northwest Quarter
3. Southeast Quarter
4. Southwest Quarter

Appendix C – Town of Brookfield Zoning

Appendix D – Land Use Alternatives

1. Light Industrial
2. Light Industrial and Office
3. Light Industrial and Retail
4. Mixed Use – Light Industrial, Office and Retail

Appendix E – Preferred Land Use Alternative

Appendix F – Adopting Resolution

Appendix G - Calendar

DATE	EVENT	ACTIVITY
06/25/07	Plan Commission Meeting	Proposed Project Scope
01/21/08	Plan Commission Meeting	Accept Goals and Objectives, Review Land Use Alternatives and recommend preferred alternative for public comment
3/03/08	Public Open House	Presentation to public of preferred land use alternative
03/17/08	Plan Commission Meeting	Present public input from Public Open House
04/07/08	Plan Commission Meeting	Adopt Plan Details
06/23/08	Plan Commission Meeting	Adopt Neighborhood Plan and Implementation
07/15/08	Common Council Meeting	Adopt Neighborhood Plan

Appendix H– Meeting Minutes

Appendix I – City of Brookfield Broker Survey

**Appendix J – Southeastern Wisconsin Regional Plan
Commission Highway System Plan**

On file with the City of Brookfield Department of Public
Works

Appendix K– 2006 Traffic Counts

**Appendix L – Capitol Drive Corridor Infrastructure
Analysis and Feasibility Study 2003**
(on file with the City of Brookfield Department of Community
Development)

**Appendix M– Updated Fiscal Impact Analysis of the
Capitol Drive Corridor Infrastructure Analysis and
Feasibility Study 2003**

**Appendix N– Final Record of Decision for the Ground
Water Control Operable Unit, Master Disposal Service
Landfill Site, United States Environmental Protection
Agency**

On file with the City of Brookfield Clerk's Office

Appendix O – Resolution No. 7655-06