

# DEVELOPMENT PLAN FOR BROOKFIELD'S 124th STREET CORRIDOR



DRAFT

City of Brookfield, Wisconsin  
Department of Community Development, April 2011

Adopted by the City of Brookfield Plan Commission  
Resolution **XXXX-XX <<ADOPTION DATE>>**

Adopted by the City of Brookfield Common Council  
Ordinance **XXXX-XX <<ADOPTION DATE>>**

## The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor

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Prepared by the City of Brookfield Community Development Department, April 2011

# The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor

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## I. EXECUTIVE SUMMARY

*An executive summary will be drafted prior to the tentatively scheduled Common Council public hearing on June 21, 2011*

## II. BACKGROUND INFORMATION

In recognition of aging land uses and intergovernmental opportunities, Brookfield's *2035 Comprehensive Plan* has identified a need to establish a new and expanded *124th Street and Capitol Drive Neighborhood Plan* to consolidate past planning efforts in the area and to encompass the 124th Street corridor all the way from the north City limits to North Avenue (see Map 1.1) The new initiative is titled *The Development Plan for Brookfield's 124th Street Corridor*.

The purpose of this planning effort is to not only consolidate all previous efforts under one accessible document, but to articulate a policy that sets forth a standard for how the City approaches redevelopment opportunities in Brookfield. An effort such as this is important because success at this level of policy programming will lead to a better Brookfield and provide guidance and expectations for how this area of the City will evolve over time.

The goals and objectives of this plan are to “increase the City’s tax base, maintain or increase occupancy levels, preserve and protect residential neighborhoods, and market this area to greater Milwaukee as an affordable, easily accessible location for new business start-ups or businesses looking to relocate closer to the center of the metropolitan area.”

Ultimately, the implementation of these planning efforts is intended to make Brookfield a better place for its citizens, businesses and visitors by providing increased employment opportunities that are close to common goods and services. This long-range planning effort needs to occur to guide future development and create the environment for property owners to want to improve buildings, expand operations and increase the employment base.

The planning effort for this area is faced with several challenges and opportunities. First, the plan area includes an eclectic mix of land uses, aging buildings, lack of redevelopment investment in recent years and no clear identity or branding of the area. Second, the general plan area is regionally positioned to take advantage of highway access and regional market synergy while providing opportunities for small businesses and flex-tech light industrial space. It is the intent of this plan to provide a framework for the City to minimize the challenges and help the market realize these opportunities.

### A. Brookfield's 2035 Comprehensive Plan

During the process of creating the *2035 Comprehensive Plan* the need to expand the focus of the *124th Street & Capitol Drive Neighborhood Plan* south of Capitol

Drive to North Avenue to encompass the whole 124<sup>th</sup> Street Corridor was revealed. First, the City has yet to complete a node/neighborhood plan for the "Phase 3" planning area (see Map 4.1) or the area between Capitol Drive and Burleigh Road. Second, Wauwatosa has an assertive redevelopment vision east of North 124th Street near Burleigh Road, and coordination between the two cities is timely and desirable to maximize value on both sides of the road. Third, Brookfield policy makers identified a need for new attention to redevelopment potential near the intersections of Burleigh Road and North 124th Street and of North Avenue and North 124th Street. As a result, the City intends to direct new attention to the North 124th Street corridor, between the northern City limits and North Avenue.

Taking into consideration the directives of the *2035 Comprehensive Plan* and the current market conditions, there is an opportunity to revisit previous planning documents and evaluate the goals and objectives outlined in those plans. There is a need to reconcile the directives of the *2035 Comprehensive Plan* with the initiatives of the *124th Street & Capital Drive Neighborhood Plan* and *124th Street & Lisbon Road Neighborhood Plan* and contrast those initiatives with current market and economic factors. Once viewed in perspective a possible shift in policy approaches concerning industrial and retail uses may be warranted to ensure the ongoing viability of this plan area and create incentive for redevelopment to occur.

B. Intergovernmental Coordination

In August 2010, City staff met with Village of Elm Grove staff to collaborate on possible issues regarding properties along the south side of W. North Avenue.

Years ago, parcels along the south side of North Ave that border the Village of Elm Grove were put under a split base zoning of both residential and commercial. The intent of this was to insure a buffer between the residential homes in Elm Grove and the commercial buildings fronting along North Avenue. Though buffering land uses is a prudent planning policy, the method of split zoning on a parcel is not a preferred method to accomplish this goal. To address this issue, staff will recommend pursuing rezoning the entirety of these properties to a commercial base zoning, but include a provision that a heavy landscape buffer be installed along the south property line in the event that the parcel is redeveloped as a use more intensive than residential. This provision is similar to the landscape buffer required on the former fire station parcel located along Moorland Road in the *South Gateway Neighborhood Plan*, that found acceptance as a concept in that planning process.

In October 2010 staff met with Nancy Welch, Planning Director for the City of Wauwatosa. Ms. Welch encouraged the City of Brookfield to implement a plan that includes streetscape features along 124th Street to brand this area as unique and help identify it within a regional context. She suggested that banners and shared street yard landscaping design guidelines would help tie this area together

as one unified development area. Ms. Welch also cautioned that encouraging or increasing retail in this plan area could draw retail opportunities away from other areas east of 124<sup>th</sup> Street, viz: the former Roundy's or "Burleigh Triangle" redevelopment site located east of highway 45 on Burleigh Road.

On that same day, staff met with Tim Rohde, Village Administrator for the Village of Butler. Mr. Rohde suggested the City to convert 124<sup>th</sup> Street north of Lisbon to an urban cross section to enhance redevelopment opportunities in that area. Mr. Rohde also pointed out that he receives calls from Butler residents expressing concern over the perceived crime at the southwest corner of 124<sup>th</sup> Street & Capitol Drive. This topic is addressed further along in the plan document.

### C. Community Input

Involving community stakeholders in the planning process was a priority of Plan Commission and staff. To address this priority, a series of focus group meetings, business visits, neighborhood information meetings and public hearings have been scheduled to present this plan and obtain feedback from citizens, business and property owners and officials from neighboring communities. The following is a summary of these efforts:

#### 1. *Focus Group Meetings:*

The first of two focus group meetings were held on March 10, 2011. This group included a number of business and property owners located north of Capitol Drive. Consensus amongst the group supported a branding and marketing effort to give an identity to the 124<sup>th</sup> Street Corridor, including street banners and sign markers. Discussion focused primarily on the City finding tools to reduce site development standards when a property owner is considering remodeling or other site improvements. More specifically, how can the city streamline the approval process to reduce the time it takes to obtain necessary permits and how can the City alter its site design guidelines to provide relief to owners looking to make minor upgrades to buildings and property. The group suggested delinking site design guidelines for redevelopment projects with comprehensive site/building improvements as well as reducing green space requirements. There was also support amongst the group for upgrading rural street cross-sections to an urban street cross-section with "roll-over" curbs to aid turning movements of trucks. There was a presumption amongst the focus group members that these improvements would be funded through the City's Capital Improvement Program. However, the source of funding for this issue would need to be evaluated further by the City.

The second focus group meeting was held on March 17, 2011 and included business and properties owners south of Capitol Drive. There was strong consensus amongst the group that the City must take a

different approach towards approval of projects in terms of how long it takes to acquire permits and to what extent property owners must adhere to "high architectural" standards. Simply put the group wants the City to understand that is an industrial area and adhering to high architectural standards is nearly impossible given the amount of rent these types of properties generate. Similar to the focus group from March 10 this group suggested that the City take a different approach in how it reviews development applications and cut down the amount of time it takes to obtain permits and to look anew at the site design standards and look for ways to provide relief for property owners wanting to reinvest in properties.

Discussion also focused on the group's strong support for a branding and marketing campaign to help unify and designate this area as a destination for "flex tech/small business" incubator space. The group suggested that a sign program be implemented to announce this area of the City as a Flex Tech Park with park and tenant signage at intersections along the west side of 124<sup>th</sup> Street.

## 2. *Neighborhood Information Meetings*

The first Neighborhood Information Meeting was held March 16, 2011 and focused primarily on the Burleigh Road Mixed Use Analysis sub-area and North Avenue Mixed Use Analysis sub-area (see Map 4.1)

The meeting was attended by four business owners and three residents as well as Alderman Sutton and Carnell. No written comments were received and verbal comments were supportive of the plan concept in general. For the most part attendees were curious about the plan but raised no major concerns relative to the 124<sup>th</sup> Street Corridor. One business owner commended the City for providing neighborhood plans to the real estate community. He felt they were a valuable resource and helped provide guidance.

The second Neighborhood Information Meeting was held March 24, 2011 and focused primarily on the *124<sup>th</sup> Street and Capitol Drive Neighborhood Plan* area (phases I-III), *124<sup>th</sup> Street and Lisbon Road Neighborhood Plan* area and the *Innovation Cluster* area. (See map 4.1)

The meeting was attended by fourteen property and business owners as well as one resident. Consensus amongst the attendees pointed towards support of the land use and development review initiatives of the proposed plan. One overriding theme expressed by the property and business owners was that storm water management in the area north of Lisbon Road should be a top priority of the City. Both of these issues are discussed in greater detail later in the plan document.



3. *Public Hearings:* A public hearing for the adoption of this neighborhood plan and amendment to the *2035 Comprehensive Plan* is tentatively scheduled for June 21, 2011 before the Common Council.
4. *Business Visits:* Staff has conducted a series of business visits with plan area property owners and business managers to collect input regarding conditions in the area, how past planning efforts have affected their business operations and what the City can do now to help assist them. Tim Casey, Economic Development Coordinator, has reached out to approximately 20 businesses. Milwaukee Electric & Tool is an anchor on the north end of the corridor and is willing to work with the City to explore options for their underutilized land. General consensus amongst other property owners and business managers is supportive of the Innovation Cluster concept, explained in greater detail in section III of this document, north of Capitol Drive, as well as the idea of the City taking a different approach to how development applications are reviewed and to what extent architectural requirements may be required under the current site design guidelines.

**D. Community Development Authority & Economic Development Committee**  
On March 29, 2011 the Community Development Authority reviewed and endorsed the proposed plan. (see appendix D for meeting minutes).

On April 11, 2011 the Economic Development Committee will meet prior to Plan Commission to review the proposed plan. A verbal report will be given to Plan Commission. The meeting minutes will be included in appendix D of this plan document.

**E. Sustainable Building Practices**

Sustainable building practices are methods of creating structures and using processes and building materials that are environmentally responsible and resource-efficient throughout a building's life-cycle from siting to building design, construction, operation, maintenance, renovation, and demolition. Sustainable building practices are being implemented at a widespread scale and becoming more prevalent in commercial real estate. In recent times, staff has processed permits for new construction or remodeling projects that have included sustainable building practices, including six LEED certified building projects. Businesses are coming to the realization that implementing sound sustainable building practices will make facility operations more efficient and ultimately lead to reduced operating costs.

An entire industry has sprung up to address the need for sustainable building practices and as a result several organizations have stepped forward and have attempted to define current sustainable building practices. The most well-known and notable is the U.S. Green Building Council which has been implementing its

LEED building certification program. Also, the Wisconsin Sustainable Business Council has implemented a Green Masters Program to grade and recognize businesses that have implemented sustainable building practices. More recently, the Waukesha County Economic Development Corporation has launched its Smart Business Forum which is a recognition and assistance program for businesses that have incorporated sustainable building practices into the development, redevelopment or remodeling of their properties. Brookfield currently has six LEED certified projects in the City; more than any other City in Wisconsin besides Madison and Milwaukee.

Initially, staff proposed to Plan Commission that this plan document would attempt to define sustainable building practices for future redevelopment and remodeling projects in the plan area. However, this effort would be redundant given the established resources for property owners to utilize in any attempt to make their buildings or properties more sustainable. Instead, this plan should recognize the City's support for the use of sustainable building practices and materials and provide assistance to property owners in connecting them with the above listed organizations and allowing for changes in the City's site development standards to allow use of new building materials. The City's role should therefore be to encourage, support and promote sustainable building practices throughout the City as well as in 124th Street Corridor plan area. In the future the City could identify a list of incentives and develop a program to assist property owners implementing sustainable building practices.

#### F. Data Resources

The Department of Community Development will be utilizing several resources of data to track property information as well as commercial and industrial site and building information.

First, Community Development will be using zoning, land use and property data through its geographic information system (GIS) to produce maps, exhibits and analyze data. In addition, Community Development is currently in the process of creating a new GIS initiative using land information and data analysis as "Community Indicators" for the profiling of neighborhood plan areas. At this time the new initiative is not ready to be utilized in current planning efforts, but as the project evolves and is launched there is expectation that it will be used in future neighborhood planning efforts.

Secondly, the Zoom Prospector Data Base is typically used by state and local economic development agencies. Historically this data base has done a good job of listing industrial and business parks with municipal involvement, but has been less thorough with information on buildings for sale or lease.

Therefore, the City's Economic Development Coordinator has pursued other search options. Xceligent is a proprietary subscription data base that lists land, office, industrial, retail and multi-family buildings for sale and for lease.

Xceligent provides quarterly reports on vacancy for the office and industrial sectors, which are the best barometer of market vacancy, absorption, sales price and other data in our marketplace. The City has recently subscribed to Xceligent.

Having access to Zoom Prospector and Xceligent will allow the City to provide current reports on availability of building space, of different types, in all size ranges, with specific characteristics, e.g. (height, dock doors, etc.) in our market. This information will be helpful to existing Brookfield businesses looking to expand, relocate or open another location, as well to prospective businesses considering a Brookfield location. The quarterly Xceligent market reports will allow the City to track changes in market conditions, and to pull information on the Brookfield market to compare to overall market conditions. Knowing what our vacancy rate is in different planning areas within the City, and relative to other parts of the market, will help us to direct our development and marketing efforts. A summary of this data will be included in the plan appendix.

#### G. Financial Incentives

##### *Community Development Block Grant*

The City of Brookfield has an opportunity to apply for and administer Community Development Block Grant (CDBG) money available through Waukesha County. This money would be used for a façade improvement program for properties located through the 124<sup>th</sup> Street Corridor, but more specifically for properties located north of Lisbon Road. To be eligible for this money a property would need to be classified as “blighted” and adhere to other details of the program regarding labor rules.

The City of Brookfield would need to apply for the grant money by May 7, 2011 and it would be available starting in 2012. Approximately \$55,000 would be available to fund a façade improvement program. This grant funding would be a one-time, out-right grant of monies, no local matching would be required.

This money could be used to help property owners offset the total cost of remodeling a building. A similar model used in Waukesha is to provide a \$5,000 grant to a property owner willing to spend a minimum of \$10,000 on their building. If Brookfield used the same model potentially 11 properties could receive assistance to update their façade. Staff will need to evaluate the area and determine the total number of blighted properties that would be eligible for the façade improvement program. That number will likely determine the total amount of money given to each eligible property.

##### *Revolving Loan Fund Program*

The City recently created the Brookfield Development Loan Fund program (BDLF) which offers low interest loans. Brookfield businesses can now access capital for expanding or locating within the City through this new program. The fund will offer business loans from \$25,000 to \$200,000 at a low fixed interest

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rate of 3%. Eligible expenses include sustainable building materials and practices, as previously discussed above.

H. Neighborhood Plan Area Profile (*Community Indicator*)

There are a total 214 properties covering 344 acres of land with nearly 3.68 million square feet of building space in the plan study area. The total assessed value of the plan area is \$241, 934,700. This equates to approximately 3.8% of the City's total assessed value and comes to an average assessed value per acre of \$702,889 and an average assessed value per building square foot of \$65.75. (see Map 6.1; assessed value as of March 29, 2011).

The Development Plan for Brookfield's 124th Street Corridor Assessment Data as of March 29, 2011									
Number of Parcels	Assessment Class	Average Parcel Acreage	Average Parcel Acreage	Building Square Footage	Assessment Class Land Use	Total Assessed Value	Percentage of Total Assessed Value	Average Assessed Value Per Acre	Average Assessed Value Per Building Square Foot
12	1	5.47	0.46	15,519.00	Residential	\$1,941,000	0.8%	\$354,844.61	\$125.07
174	2	265.54	1.53	3,081,351.00	Commercial	\$213,152,500	88.1%	\$802,713.34	\$69.18
24	3	63.57	2.65	525,785.00	Manufacturing	\$26,841,200	11.1%	\$422,230.61	\$51.05
4	X	9.62	2.41	57,186.00	Exempt	\$0	0.0%	\$0.00	
214		344.20	1.61	3,679,841.00		\$241,934,700	100.0%	\$702,889.89	\$65.75

It should be noted that *Assessment Class* differs significantly from land use classifications used for planning purposes. Assessment class is a simple methodology used by assessors to classify properties as either residential, commercial (includes retail, office and some industrial) or manufacturing (assessed by the State). Planning land use classifications also take into account mixed use, environmental corridors, parks and recreation, community facilities and separates retail from office and combines all industrial uses together. For the purpose of analysis the use of assessment class land use classifications is an acceptable practice to simply illustrate and summarize the assessed value profile of the neighborhood plan area.

It should also be noted that this data is just a sampling of the initial data being produced by the Community Indicators Initiative discussed at the January 10, 2011 Plan Commission. More specifically, staff has worked with the Assessor's Office and IT to obtain the above represented data for this specific neighborhood plan. Eventually, city wide data and data for the other TIA nodes will be obtained and used for comparative analysis.

I. Perception of crime at 124<sup>th</sup> Street & Capitol Drive

In years past there have been isolated incidences of crime at the southwest corner of 124<sup>th</sup> Street & Capitol Drive and a perception has persisted that this area of the City may not be as safe as other places in Brookfield. This is evidenced by the survey results of a market study conducted for the City (described later in this document) and comments made by Butler's Village Administrator. Admittedly, it's difficult to combat public perception regarding any topic, especially when it comes to crime. However, it should be noted that the City of Brookfield Police

Department has stated that crimes have actually decreased in occurrence and type in recent years, yet the perception of crime still remains with some people.

The Police Department has conducted several crime prevention workshops for businesses in this area. The Police Department has also made suggestions as to how this plan can help address this perception problem and provide pragmatic solutions to help mitigate potential incidences of crime.

According to police practice and studies clearly posted signs that warn would be offenders that police will be notified in the event of a crime tend to deterrent the potential offender, but also calm the nerves of law abiding shoppers. The installation of security cameras that are well-lit also indicates a solid operational plan that assists property owners and the police address and better manage incidences of crime. Lastly, active, day-to-day management by property owners, either by their own means or through a property management representative, helps ensure a safer experience for customers and visitors.

A land use plan is not the appropriate tool to address City policy regarding crime in a municipality; however, this plan can endorse the concept that these issues and tools be evaluated through the building and site plan review process when applicants propose a development project for approval.

### **III. PLANNING FRAMEWORK**

#### **A. Introduction**

The real estate and economic markets have changed significantly since the adoption of the *124th Street & Capitol Drive Neighborhood Plan* (2004) and *124th Street & Lisbon Road Neighborhood Plan* (2007). A market study titled *Market Analysis of the 124th Street Corridor* (2010) was prepared by Gruen & Gruen and completed in March 2010. The market study was completed to assess the new market conditions of this area. The study is referenced in the appendix of this document, but is not copied unless requested.

As evidenced in the Gruen & Gruen market study, it should be noted that since 1999, during an expansive real estate boom, minimal development and redevelopment activity took place in this area of Brookfield, despite market forces that would suggest development would be healthy. It seems unlikely that many redevelopment opportunities would exist going forward if a prolonged market decline continues or the market suffers from permanent contraction. However, given the geographic accessibility, critical mass of day-time employers and high number of available small buildings/tenant spaces opportunities do exist for some level of redevelopment activity. The purpose of the current planning initiative is to find new options that may stimulate redevelopment. To ensure that activity occurs, a few key initiatives from plan documents should be revisited as well as consideration given to new policies and economic outlook regarding the overall plan area.

The Gruen & Gruen Market Study concluded that:

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1. Let market forces take their course in certain industrial sub-areas, primarily areas north of Lisbon Road and south of Feerick Road. This policy option leads to the Acceptance and Incremental Improvement strategy described later in this document.
2. Revitalization begins with creative new projects in high traffic, visible areas of the plan area. This would be at the intersection of 124<sup>th</sup> Street and Capital Drive or within the Innovation Cluster Sub-area. Both of these areas are described below. This policy option leads to the Strategic Development strategy described later in this document.

### B. Plan Sub-Areas

The following plan sub-areas will be consolidated into the overall *Development Plan for Brookfield's 124th Street Corridor*. Some of the areas have existing adopted plans, goal/vision and objectives. In some instances these established guidelines will not change, but some revisions may be required. Other areas of the plan have not been addressed and a new goal/vision statement and objectives will be created.

1. *124th St. & Capitol Dr. Neighborhood Plan*

The *124th Street & Capitol Drive Neighborhood Plan* envisioned a "Home Gallery District" with regionally-scaled retail uses to be pursued at the northwest corner of the intersection of Capitol Drive and 124th Street that would complement the larger scale developments in the City of Wauwatosa on the other side of North 124th Street (see map 4.1) The market place has not found this concept practical and the staff supports that the notion of creating a synergy of home gallery land uses should be abandoned.

#### *Design Standards*

Furthermore, the Plan encourages higher quality design and building materials, and building on the modern industrial character of the Northeast Industrial Area. Maintaining high architectural standards in industrial areas has been shown by the condition of some of the buildings to be a potential deterrent to redevelopment and remodeling of aging buildings as evidenced by the absence of redevelopment and remodeling activity in the Plan area. While this design standard alone cannot be documented as an impediment to redevelopment, the staff asserts that alleviating costs associated with remodeling could spur development and redevelopment activity.

Amending the City's established design guidelines would be a major undertaking and this notion would deviate from Brookfield's city wide philosophy of requiring "high quality" site and building design for this area. However, given the current economic realities a move to lessening design standards may be warranted and instead of demanding "high quality" the City could encourage "aesthetically pleasing" site and building design. The difference between "high quality" and "aesthetically

pleasing” could be the difference between requiring brick face versus concrete panels, maximizing landscape surface ratio versus focusing landscape installation in the street yard only for curb appeal. In other words, the difference would be in material type or possible quantity of materials. These are just a few examples of how design guidelines could be lessened to help spur redevelopment. In both cases investment in the building or property is taking place.

The focus group meetings with property owners revealed that business decisions to redevelop or remodel are being tabled because of the anticipated cost to meet the City's design guidelines as well as bring outdated buildings into code compliance. Consensus amongst the participants of the focus groups was that alleviation from site design guidelines might allow enough relief in estimated total redevelopment budgets to push projects forward.

In addition to the above “Home Gallery District” plan, a “big box retail destination concept” was evaluated by a team of land economists, land development engineers, and a developer representative under a test of a theoretical development pro-forma model for the redevelopment site at the northwest corner of the intersection at 124th Street and Capitol Drive. The model was found not to be feasible even with the assistance of tax incremental financing. This test and subsequent report suggested that the idea of encouraging big box retail should be sustained, but the reality of that happening is likely to occur at a different location, more specifically, the southwest corner of 124th Street & Capitol Drive if the “Shopper's World” shopping center is redeveloped. There could also be other opportunities within the plan area if the real estate market can reconcile the likely challenges and costs associated with assembling multiple parcels. This same analysis and associated pro-forma model found that the issues of assemblage are too great north of Capitol Drive for a big box to be considered practicable. However, if market conditions change to the point where assemblage is possible the City should be positioned to support “big box” retail. This would result in a revised land use goal for this area.

Despite the inability, or severe challenges, to redevelop certain areas with big box retail, as the proforma model found. The City should take advantage of visibility, high traffic counts and purchasing power of surrounding employees and residents and support various models of retail uses and restaurants.

Along those lines, in recent years there has been interest in establishing freestanding restaurant uses on properties zoned Regional Business District “B-3”. This zoning district prohibits freestanding restaurants.

Given the market demand exhibited by some inquiries, consideration should be given to amending the zoning to allow these types of uses.

a. Goal/Vision

The following is the Goal/Vision statement as originally adopted in the *124th Street and Capitol Drive Neighborhood Plan (2004)*. The vision as defined in this statement is still relevant and useful today, however the bolded text regarding high quality design should be revisited based upon community input and studies.

*“The 124th Street and Capitol Drive neighborhood will serve as a gateway into the City of Brookfield, and become a destination district for residents, businesses and the surrounding metropolitan area. It will utilize land uses that include regionally-scaled retail and industrial uses that will complement the larger “big box” retail developments across 124th Street in the City of Wauwatosa; **establish a new high-quality design aesthetic through structure and site development**, building upon the industrial feel of an area commonly known as the Northeast Industrial Area; provide an interconnected circulation network for cars, bicycles, pedestrians, and transit to access and maneuver through the area; and provide the necessary infrastructure to support the area’s land use and design needs.”*

b. Objectives

The following are the adopted objectives (2004):

- i.) Supply goods and services to the region, the City of Brookfield, and the neighborhood area. *RETAIN*
- ii.) Provide employment and business opportunities for the City of Brookfield residents and residents of neighborhood communities. *RETAIN*
- iii.) Discourage “big box” retail developments, yet accept “medium box” (less than 100,000 square feet of tenant space) retailers. *See new objective below*
- iv.) Incorporate high-quality development, redevelopment and aesthetics into the area. *See new objective below*
- v.) Create sense of place locations within the study area. *RETAIN*
- vi.) Consider the impacts on the City’s and region’s infrastructure *RETAIN*
- vii.) Provide safe and effective traffic movements *RETAIN*
- viii.) Accommodate bicyclists and pedestrians crossing Capitol Drive and 124th Street. *RETAIN*
- ix.) Include a variety of transportation options on both private and public lands. *RETAIN*



- x.) Consider appropriate levels of public intervention to achieve the goal/vision for the neighborhood, including public infrastructure support. *RETAIN*
- c.) New Objectives:
  - i.) Encourage “big box” retail developments where lot assemblage, traffic impact, and site design is feasible.
  - ii.) Consider supporting “aesthetically pleasing” development, redevelopment and remodeling efforts while maintaining the City’s base site design standards.
  - iii.) Consider amending current base zoning, specifically, Regional Business District “B-3”, or amend the current Modified Suburban Overlay “MSO” district, to allow freestanding restaurants
  - iv.) Consider modifying current Modified Suburban Overlay “MSO” zoning district to allow flexibility in zoning standards.

2. *Phase 3 124th Street & Capitol Drive Planning Area*

Phase 3 consists of two distinct geographic areas that have yet to be “planned for” in the existing *124<sup>th</sup> Street and Capitol Drive Neighborhood Plan* area.

The northern Phase 3 area is anchored by Milwaukee Electric Tool and bordered by Lisbon Road to the north, Capitol Drive to the south and 128th Street to the east. A portion of the northern Phase 3 sub-area is overlaid by the “Innovation Cluster” sub-area discussed later in this plan (see Map 4.1) This portion of the sub-area has a mix of uses, challenges and opportunities. The City has recently been approached by a developer with renewed interest in this area, and some smaller scale redevelopment opportunities may come forward. We would anticipate this potential to be greater where Capitol Drive, Lisbon Road or 128th Street frontage would be part of an assemblage.

The southern Phase 3 sub-area contains over 50 separate principal buildings in primarily retail and light industrial uses located south of Feerick and west of 124th Street (see Map 4.1). A portion of the southern Phase 3 sub-area is overlaid with the Burleigh Road Mixed Use Analysis sub-area discussed later in this plan (see map 4.1). The southern Phase 3 sub-area can be further defined as properties with frontage along 124<sup>th</sup> Street and properties located west of 124<sup>th</sup> Street.

In the area to the west of 124th Street, the mix of single and multi-tenant light industrial buildings is in generally good shape. The buildings are of 1960's and 70's vintage, of masonry construction, are structurally sound, and have sizes and configurations of space that remain competitive for a range of industrial, warehouse/distribution, showroom/sales/service and

other uses. Some of the buildings are dated in appearance, and the area has narrow streets in a rural cross section (no curb and gutter, open drainage ditches). On both public streets, and privately owned sites, there is less truck maneuvering area than found in more recently developed industrial/business parks.

Through business visits, focus group meetings and neighborhood information meetings staff has learned that businesses and property owners in this area have a number of concerns, particular to each property, about inadequate storm water conveyance during moderate to heavy rains, and a variety of problems associated with this. Staff has discussed with these property and business owners, the concept of street improvements (\$1.8 million in the Capital Improvement Program for 2013 and 2014) that could include an urban cross section with curb, gutter and properly engineered storm sewers. A majority of the owners contacted, or who attended the focus group meetings and neighborhood information meetings, have been receptive to this type of improvement, but have concerns about truck maneuvers and have suggested the City consider "roll over" curbs, at least in some locations.

Additionally, Community Development and Economic Development staff will be working with a marketing firm to discuss "branding" the area as a unified destination and using entrance signs at the four intersection entrances to this area (five if Feerick was included) to accentuate the area. The response to these suggestions has been positive and enthusiastic.

On the 124th Street frontage from Burleigh to Feerick, there is a mix of retail and showroom uses that have evolved over time, mixed in with light industrial and office buildings. From Burleigh north, the uses include M&I Bank, Mader's Floor Mart, Pella Windows, The American Legion Post, Infinity Healing Center, Heritage Printing, Gordon's Tire Service, Trackside slot cars, and Central Bark Doggy Daycare, mixed in with office and light industrial buildings that include additional showrooms for marble, hardware, closet and other home improvement items. At least 13 of the 19 parcels have a retail use as a portion of their operations, not including office uses.

While traffic counts on Capitol are very strong at 34,900 west of Lily, and 49,900, just west of 124th Street; traffic counts are also good on 124th Street, with 25,300 just south of Burleigh and 25,800 just south of Capitol. The traffic count on Burleigh is 17,000, just east of 124th Street and 11,300 east of Lily. (All traffic counts are WISDOT, Average Annual Daily Traffic, 2009) These traffic counts are attractive to a range of retail uses. There are plans for retail development one mile to the east on Burleigh at the USH 41/45 interchange. Development at this site, and the relatively lower traffic congestion at this interchange, should strengthen the

prospects for additional development along 124<sup>th</sup> Street in the future. The presence of more than a dozen retail uses on 124<sup>th</sup> Street indicates a market for retail/showroom use has evolved over time.

Given that there is a strong presence of existing retail uses along 124<sup>th</sup> Street between Feerick Road and Burleigh Road and strong market dynamics for support of additional retail this plan calls for changing the future land use classification from Higher/Lower Density Employment to Higher Density Shopping (see Map 2.2)

The following Goal/Vision and objective for Phase 3 would apply to both the northern and southern portions of the Phase 3 sub-area.

a.) New Goal/Vision

*“The Phase 3 sub-area of the 124th Street & Capitol Drive planning area will serve as a catalyst for redevelopment and remodeling of existing properties. The City recognizes that this area encompasses aging industrial properties and will work to implement measures that will promote new industrial and technology users to occupy existing vacant space, provide flexibility in review of development projects, and optimize use of land and to encourage retail development along 124th Street, Capitol Drive and Burleigh Road.”*

b.) Objectives

- i.) Consider amending the future land use plan to allow Higher Density Shopping land uses on properties along 124<sup>th</sup> Street.
- ii.) Consider and support rezoning efforts to allow for retail uses on properties along 124<sup>th</sup> Street, Capitol Drive and Burleigh Road where retail uses are currently prohibited.
- iii.) Preserve residential neighborhoods to the west of the sub-area along Burleigh Road.
- iv.) Improve storm water management and evaluate the use and funding source of roll-over curb and gutter in street improvements to assist in turning movements of trucks. It may not be practicable for roll-over curb to be used in this part of the City, instead wider pavement aprons at property entrances could help assist truck turning movements, rather than roll-over curb.

3. *124th St. & Lisbon Neighborhood Plan (2007)*

This sub-area (see Map 4.1) consists primarily of industrial land uses with a few retail uses as well as residential uses. This sub-area is characterized by small buildings on small parcels, with a few larger industrial buildings. The area has an eclectic mix, and a number of properties demonstrate significant deferred maintenance. Most of the buildings pre-date incorporation of the City of Brookfield, and these conditions have been

present for decades. We have discussed the need to address issues such as peeling paint, dilapidated fences, and other maintenance issues and most property owners have indicated their support. Staff has recently identified and recommends use of Waukesha County Community Development Block Grant Funds (CDBG), available in 2012, for a façade improvement program in this area. This will allow us to offer an incentive to property owners to improve property appearance. Along with that staff is also recommending a code enforcement program that will help “clean up” those properties with serious deferred maintenance.

In the *124th Street and Lisbon Road Neighborhood Plan* the City concluded that existing property values are too stable and approaching standard commercial market values, making it unaffordable to create public incentives for private sector redevelopment. Therefore, the City moved towards improving road design and alignments.

The road design and alignment described in the neighborhood plan called for vacation of 127<sup>th</sup> Street and the construction of 128<sup>th</sup> Street with the intent of promoting assemblage of larger parcels for redevelopment and re-orientation of business operations. However, based upon recent feedback and analysis by the Economic Development Coordinator these proposed road design and alignment improvements would make some existing parcels inaccessible and there is no market for redevelopment of these parcels into larger parcels. To the north of Lisbon Road staff does not see the potential for assemblage of smaller parcels, demolition and site preparation, reconfiguration of streets and infrastructure, and assemblage of larger parcels to allow for redevelopment, as it is not economically viable for the foreseeable future. Staff recommends that this portion of the *124<sup>th</sup> Street & Lisbon Road Neighborhood Plan* be abandoned, i.e., (abandon the provisions of the plan that call for construction of 128<sup>th</sup> Street and closure of 127<sup>th</sup> Street) Despite these conditions the plan acknowledges that in the event that assemblage opportunities become feasible and are driven by private market forces, the City will be supportive of parcel assemblage.

Based on market feedback from the development community the areas with the most potential for assemblage of parcels would be on properties with Lisbon Road, 124<sup>th</sup> Street or Capitol Drive frontage. Staff will continue to work with property and business owners/developers on strategic infill redevelopment, which we anticipate to be more likely for assemblages of parcels that have access to these streets.

Through business visits, focus group meetings and a neighborhood information meeting property and business owners in this area expressed concern with inadequate storm water conveyance during heavy rains. The area has open drainage ditches, which in some instances have had pipe installed, and front yards or parking extended over the pipes. These type

of improvements have been done by property owners over the decades without proper engineering. The Public Works Department has responded and assisted in clearing blockages and restoring culverts and/or pipes in response to some major rain/spot flooding events. Owners in this area were less receptive to an earlier proposal for reconstruction of streets to an urban cross section, and proposed special assessments. With higher lot coverage ratios and parking in front of buildings adjacent to street frontage, it would be more difficult to accomplish an urban cross section in this area. Streets in the area were recently repaved with an asphalt overlay (except Marion Street where we are conferring with the two adjoining property owners about potential vacation of the street).

The City should examine options for managing storm water conveyance in this area. Several property owners and the Village of Butler also suggested that improvement of 124<sup>th</sup> Street to a four lane urban cross section from the Ruby Street right-of-way to north of Lisbon would "fill in the gap" and be a very positive investment for the area. It should be noted that Waukesha County's Jurisdiction Transfer Plan includes 124<sup>th</sup> Street becoming a county road. However, it is not known at this time if the County would require this above mentioned road segment to be improved to four lanes prior to the County taking jurisdiction. Staff will work with City Engineering to explore this issue in greater depth.

- a.) Goal/Vision (2007)  
*"The 124th Street & Lisbon Road Neighborhood will be a vibrant and desirable business district with a diverse mix of industrial and service businesses, which benefit from an appealing urban character, achieved through appropriate area-specific design standards, and are supported by a quality public and private infrastructure."*
- b.) Objectives  
Existing Objectives:
- i.) Improve infrastructure (roads, storm water, telecommunications) *RETAIN*
  - ii.) Encourage aesthetically pleasing redevelopment and remodeling efforts by maintaining Brookfield's site development standards. *See new objective*
- c.) New Objectives:
- i.) Consider an amendment to I Industrial District Chapter 17.80 or the creation of a new zoning district that will provide more flexibility in the *124<sup>th</sup> Street & Lisbon Road Neighborhood Plan* sub-area. (See map 4.1)
  - ii.) Consider site design guidelines that would encourage redevelopment and reinvestment into properties without sacrificing a requirement for high quality design.

- iii.) Apply CDBG funding to a façade improvement program for selected properties.
- iv.) Abandon plan recommendations for vacation of 127<sup>th</sup> Street and construction of 128<sup>th</sup> Street.
- v.) Improve storm water management and evaluate the use of roll-over curb and gutter versus wider site entrance aprons to assist in turning movements of trucks. It may not be practicable for roll-over curb to be used in this part of the City, instead wider pavement aprons at property entrances could help assist truck turning movements, rather than roll-over curb.

4. Innovation Cluster – Small Business Incubator/Accelerator Sub-Area

This area includes properties north and south of Lisbon Road and largely overlaps with the adopted *124th Street & Lisbon Road Neighborhood Plan* sub-area and portions of the north Phase 3 sub-area of the *124<sup>th</sup> Street & Capitol Drive Neighborhood Plan* (see Map 4.1) essentially, the Innovation Cluster Sub-area can be viewed as an overlay sub-area.

It contains innovation-based companies like Milwaukee Electric Tool, modern incubator, or “flex/tech” space in the Gateway East buildings; and older, affordable spaces for business start-up and acceleration. Based on the Gruen & Gruen market study, the City increasingly recognizes the value to the community in having some lower cost industrial “incubator” space in the community, which will influence any decision to reconsider its earlier direction not to promote extensive redevelopment of this area.

Milwaukee Electric Tool is the largest property owner in the northwestern portion of the sub-area, bounded to the north by Lisbon Road. Milwaukee Electric Tool has owned its approximately 26-acre property for more than 40 years. The company previously relocated its manufacturing operations off site and has consolidated office and research and development functions at the site. The company also owns a 15,000 square-foot currently vacant office building along Lisbon Road (this property adjoins a 2.9-acre parcel at the corner of Lisbon and 124th Street currently occupied by National Graphics). The Eastgate Center development is situated directly north of Milwaukee Electric Tool's property across Lisbon Road. The elimination of manufacturing operations at the site has resulted in a parking lot larger than needed to accommodate the current and likely future workforce. Similarly, a portion of Milwaukee Electric's site to the rear is underutilized.

An opportunity may exist to facilitate Milwaukee Electric & Tool generating revenue from underutilized or surplus property, while serving as a catalytic site that could - in conjunction with the third phase of the Eastgate Center and Lemberg Electric's recently rehabilitated 2.5-acre

property - create a critical mass of modern flex-service space. The site could also be assembled or jointly planned with the adjoining 2.9-acre parcel previously occupied by National Graphics and provide an opportunity for retail uses.

- a.) New Goal/Vision  
*“The Innovation Cluster planning sub-area will serve as a revitalization area that incorporates creative new projects that will kick-start redevelopment on underutilized properties and create synergistic demand throughout the sub-area and neighboring sub-area of the 124th Street Corridor plan.”*
- b.) New Objectives
  - i.) Encourage industrial, office and retail space that supports small-business start-ups.
  - ii.) Promote and support the establishment of a business training center for multiple purposes, including technology training and customer service excellence.
  - iii.) Encourage development of underutilized land and parcels with land uses dictated by market demands. These land uses could include industrial, office or retail.

5. Burleigh Road Mixed Use Redevelopment Analysis Area

The greatest redevelopment opportunities at the 124th Street and Burleigh Rd. intersection appear to be in the southwest quadrant of the intersection with possible assemblage of parcels to accommodate a retail and personal service use. This assemblage could include a modest expansion of the study area into the residential neighborhood to the west, more specifically parcels along the north side of Birch Drive (see Map 1.2) At this time no development proposal has been brought to the City that would warrant a plan boundary amendment. It is not known at this time the required area for a potential redevelopment so therefore this portion of the plan will need to be revisited in the event a proposal comes forward.

With the remainder of the area significant redevelopment will be a challenge given the small lots under individual ownership. In addition, existing site development standards should address any remodeling or redevelopment activity that may occur at other areas of this node.

- a.) New Goal/Vision  
*“The Burleigh Road Mixed Use Redevelopment Analysis Area will serve to protect surrounding residential homes while encouraging redevelopment of parcels along Burleigh Road.”*
- b.) New Objectives
  - i.) Consider and support rezoning efforts to allow for retail and personal service uses on properties along Burleigh

- Road, 124th Street and Birch Drive where currently prohibited.
- ii.) With exception to lots along the north side of Birch Drive, discourage high-intensity uses adjacent to residential parcels.
  - iii.) Consider a modest expansion of the plan study area along the north side of Birch Drive for assemblage and redevelopment opportunities.
  - iv.) Preserve residential neighborhoods to the west of the sub-area along Burleigh Road.

6. North Avenue Mixed Use Redevelopment Analysis Area

The area at the intersection of 124th St. and North Ave. presents poor conditions for site assembly and potential redevelopment opportunities. The plan will consider possible rezoning of parcels along the south side of North Ave. to allow for buffering between residential uses in Elm Grove and commercial uses along North Ave. (see map 4.1)

Years ago, parcels along the south side of North Ave that border the Village of Elm Grove were put under a split base zoning of both residential and commercial. The intent of this was to insure a buffer between the residential homes in Elm Grove and the commercial buildings fronting along North Avenue. Though buffering land uses is a prudent planning policy, the method of split zoning on a parcel is not a preferred method to accomplish this goal. To address this issue, staff will recommend pursuing rezoning the entirety of these properties to a commercial base zoning, but include a provision that a heavy landscape buffer be installed along the south property line in the event that the parcel is redeveloped as a use more intensive than residential. This provision is similar to the landscape buffer required on the former fire station parcel located in along Moorland Road in the *South Gateway Neighborhood Plan*. In addition, an amendment to the Future Land Use Plan will be required to make the residential parcel west of Cloverhill Rd. consistent with the future land use of the other parcels south of North Avenue (see Map 2.2)

<<ALTERNATIVE APPROACH>> Keep the current base zoning of B-1 and R-2 and support a rezoning to Modified Suburban Overlay that would allow an increase in density and building height in the B-1 zoning area. This approach would maintain the residentially zoned buffer strip separating the commercial properties along North Avenue and the single-family residences in Elm Grove.

- a.) New Goal/Vision  
*The North Avenue Mixed Use Redevelopment Analysis Area will serve to protect surrounding residential homes while encouraging*



*small scale redevelopment to occur on parcels along North Avenue.*

- b.) New Objectives
  - i.) Consider rezoning parcels along the south side of North Ave. to allow for buffering between residential uses in Elm Grove and commercial uses along North Ave.
  - ii.) Preserve residential neighborhoods to the west of the sub-area along North Avenue.
  - iii.) Amend the *2035 Comprehensive Plan* Future Land Use map to amend the future land use classification of the residential parcel west of Cloverhill Road.

C. Overall Goal/Vision and Objectives for the 124<sup>th</sup> Street Corridor

The *Development Plan for Brookfield's 124th Street Corridor* encompasses a relatively large plan area and is broken down into plan sub-areas to better address, focus and facilitate planning efforts. The multiple Goal/Vision statements and objectives are intended to provide guidance in each respective sub-area and have been formulated on an individual basis to give respect to each area's unique opportunities, challenges and market demands. Together these sub-areas comprise the whole of the 124th Street Corridor. As such, there are some overriding themes that influence land use decision throughout the entire plan area. For the first time the City of Brookfield will have one planning document that addresses the dispersed land use issues pertaining to this area of the City. This section of the plan will begin with the overall Goal/Vision of the study area and then list objectives that apply to all sub-areas.

Based on information contained in the market analysis and consensus amongst the focus groups an effort should be undertaken by the City to brand and market the 124<sup>th</sup> Street Corridor as one unified destination for flex/tech, small business incubators and retail services and goods. This effort should also include a signage program to help direct and notify citizens and visitors to this area of the City. The marketing effort would attempt to bring attention to this area as an affordable, easily accessible market for those businesses looking to move back to the urban core of the greater Milwaukee region.

The following Goal/Vision statement and objectives are meant to capture those common issues that apply to all sub-areas:

- 1. New Goal/Vision Statement

*"The 124th Street Corridor area is an eclectic mix of land uses, businesses and market dynamics. The City of Brookfield will encourage quality, sustainable development of properties, maintain a standard of property aesthetics and implement land use strategies that will promote redevelopment, preserve residential neighborhoods, promote sustainable building practices and market the area as a unified destination location to attract new business and reinvestment."*
- 2. New Objectives
  - i.) Enhance the look and feel of streetscape

- ii.) Implement gateway features at key intersections
- iii.) Improve pedestrian crossings
- iv.) Complete sidewalk system on both sides of street along 124<sup>th</sup> Street and Capitol Drive.
- v.) Identify strategies that will protect and enhance single-family neighborhoods to the west of the plan area.
- vi.) Develop a streamlined approval process for revised plan and methods of operation to occur at the administrative level if base zoning requirements and permitted uses are in compliance with code and sustainable building practices are incorporated into the proposal.
- vii.) Identify incentives that would encourage sustainable building practices.
- viii.) Remove the cemetery parcel from the overall plan area (see Map 1.2).
- ix.) Create a branding and marketing campaign to promote the 124<sup>th</sup> Street Corridor.
- x.) Implement a signage program to identify key gateway entrances and “anchor” tenants of sub-areas.

#### **IV. LAND USE STRATEGIES**

##### Basis for Land Use Alternatives & Redevelopment

The above listed Goal/Vision statements and objectives provide the framework for this planning effort. The following is a discussion of the strategies to implement those Goal/Vision statements and objectives.

Based on the Gruen & Gruen market study, focus group meetings, business visits and internal meetings, staff has concluded that the following strategy options should be considered to address the various opportunities and challenges in the plan area. The following policy and strategy options could be considered:

- A. “*Strategic Redevelopment Strategy*”: Revitalization could begin with creative new projects that create desirable locations that command higher rents to pay for development and maintenance of new buildings or significantly remodeled buildings. In other words, the plan could encourage or recruit a flagship development to kick-start redevelopment throughout the plan area. Potential land uses could include big box retail, technology users or freestanding restaurants.

In addition, the 2008 City of Brookfield's *Economic Development Plan* has listed as an objective under its Business Retention and Recruitment section a strategy to focus industrial, data processing, and ancillary office development in the northeast part of the City and in particular as an incubator space area. The incubator space could take the form of small-scale spaces and programs geared towards people with opportunities to start new businesses. Furthermore, the *Economic Development Plan* supports the exploration of opportunities to promote and

support the establishment of a business training center for multiple purposes, including technology training and customer service excellence.

It should be noted that encouraging increased strategic infill such as retail, especially freestanding restaurants with a drive-thru component, will increase traffic impacts and the number of signs and driveway openings on 124<sup>th</sup> Street and Capitol Drive. What this means is that consideration should be given to traffic impacts and the number of potential curb cuts along 124<sup>th</sup> Street and Capitol Drive.

The "Strategic Redevelopment" strategy would be most applicable to the Innovation Cluster sub-area but also to the *124<sup>th</sup> Street & Capitol Drive Neighborhood Plan Area* and the properties fronting 124<sup>th</sup> Street south of Feerick. Generally, this strategy would be most applicable in areas of the corridor where traffic, available land and buildings closely match market demand for redevelopment opportunities (see Map 5.1) the most crucial site for this strategy to be implemented is the southwest corner of 124<sup>th</sup> Street & Capitol Drive. Since this is a gateway parcel to the plan area high architectural standards should be maintained.

- B. "Acceptance and Incremental Improvement Strategy": Redevelopment and remodeling could begin with an acceptance of the status quo of existing built conditions. The staff would work with developers and businesses that have shown an interest in redeveloping or remodeling their property or new businesses interested in locating to this area of Brookfield to find ways to offer revolving loan funds, façade improvement grant money and streamline the approval process.

This strategy would alleviate total expenses incurred to remodel or update aging industrial buildings and to work towards increasing occupancy rates by adding flexibility to development standards and base zoning. Consideration could be given to lessening site development standards by waiving landscape surface ratio (LSR) requirements, accepting non-brick building materials or flat roofs without visible perimeter element. Lessening of site development standards could encourage remodeling of existing properties and lower the barriers to entry into the Brookfield property market. In addition, selected properties that meet blighted conditions could be eligible to receive CDBG money to help defray costs of façade improvements.

In addition, there is a growing trend throughout the country where cities pre-certify properties for approval. Essentially, staff evaluates a site for code and site design compliance so that when an applicant submits a project for approval the process from submittal to permitting takes less time. The City of Brookfield could implement a similar program where if an applicant proposes a permitted use and the site and building complies with code the project can be approved with administrative approval.

A consequence of accepting the status quo of the existing built conditions and uses is the fact that many of these owners of these buildings and sites tend to accept delinquent maintenance of buildings and sites. You will see below that the staff recommends stricter City code enforcement practices to be combined with this option. However, this increased code enforcement will be parallel to the new options available to property owners for a more streamlined approval process, access to revolving loan funds and availability of façade improvement grant money.

The “Acceptance and Strategic Infill Option” would be most applicable to the *124th Street and Lisbon Neighborhood Plan* area and the southern Phase 3 sub-area west of 124<sup>th</sup> Street. More specifically, the lessening of site development standards could be applied to industrial properties within these areas. (See Map 5.1)

This two prong approach will incorporate the goal of revitalizing the overall area through new development, but also encourage redevelopment of existing properties that would otherwise remain in its current state. And at the same time recognize the diverse and eclectic mix of land uses throughout the overall 124th Street Corridor plan area.

## V. IMPLEMENTATION

This element of the Development Plan for Brookfield's 124<sup>th</sup> Street Corridor provides Goal/Vision statements, objectives and strategies to facilitate development and redevelopment. The steps needed to implement this neighborhood plan are as follows: (responsible department in parentheses)

- A. Amend the Future Land Use Plan (Community Development)
  - a. Change land use classification of parcels along the east side of 124<sup>th</sup> Street south of Feerick Street to north side of North Avenue from Higher Density Employment and Lower Density Employment to Higher Density Shopping (see map 2.2)
  - b. Amend residential parcel along North Ave. from Lower Density Residential to Lower Density Shopping.
- B. Amend Brookfield Municipal Code Title 17 Zoning (Community Development)
  - a. Amend B-3 Regional Business District Chapter 17.64.010 2(b) to allow freestanding restaurants as a permitted use (see map 3.1) or pursue a Modified Suburban Overlay (MSO) zoning designation that permits retail or freestanding restaurants.
  - b. Consider an amendment to I Industrial District Chapter 17.80 or the creation of a new zoning district that will provide more flexibility in the *124<sup>th</sup> Street & Lisbon Road Neighborhood Plan* sub-area.
  - c. Rezone parcels along south side of North Ave. to eliminate split zoning classification. Parcels will be zoned from R-1 and B-1 to straight B-1.
- C. Amend *Site Development Standards for Non-Residential Uses* to acknowledge, define and incorporate sustainable building practices and materials. (Community Development)

## The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor

- D. Develop a “streamlined” approval process for project proposals that include a permitted use and the building complies with code. Amend the *Site Development Standards for Non-Residential Uses* to include this revised development review process.
- E. Create a façade improvement program using Community Development Block Grant funds, if available. (Economic Development)
  - a. Apply for grant money by May 7, 2011
  - b. Develop a façade improvement program
  - c. Identify blighted properties throughout plan area and notify property owners of their eligibility to use funds.
  - d. Administer funds throughout 2012 -2013 to eligible properties.
- F. Promote the newly implemented Brookfield Development Loan Fund program and assist properties owners in gaining access to these loans. (Economic Development)
- G. Research, develop and support a branding and marketing campaign to give an identity and name to this area and market it to the greater Milwaukee area. (Economic Development)
- H. Develop a signage program to be used to identify gateway entrances to each sub-area to help brand and identify the area as one unified destination, funding to be determined. (Economic Development and Building Inspection)
- I. Explore and evaluate widening of 124<sup>th</sup> Street north of Lisbon to City limit. (Board of Public Works, Engineering, Community Development and Economic Development)
- J. Revisit this planning effort within 5 years of adoption to incorporate Community Indicators as performance metrics. (Community Development)
- K. Amend *2035 Comprehensive Plan* to incorporate the *Development Plan for Brookfield's 124<sup>th</sup> Street Corridor* along with other minor technical revisions, viz: amending the study area to exclude the cemetery parcel. (Community Development)

**VI. APPENDICES**

Appendix A - Maps

Map 1.1 Study Area

Map 1.2 Revised Study Area

Map 2.1 Future Land Use

Map 2.2 Proposed Future Land Use

Map 3.1 Existing Zoning

Map 4.1 Plan Sub-Area

Map 5.1 Land Use Strategies

Map 6.1 Assessed Value

Appendix B Adopting Resolution

Appendix C Adopting Ordinance

Appendix D Meeting Minutes

Appendix E Calendar

Appendix F Public Comment

THE FOLLOWING APPENDICES ARE AVAILABLE AT THE CITY CLERK'S OFFICE OR ONLINE AT [www.cityofbrookfield.com](http://www.cityofbrookfield.com)

Appendix G 124<sup>th</sup> Street & Capitol Drive Neighborhood Plan (2004)

Appendix H 124<sup>th</sup> Street & Lisbon Road Neighborhood Plan (2007)

Appendix I Market Analysis of the 124<sup>th</sup> Street Corridor (2010)

THE FOLLOWING APPENDIX IS AVAILABLE THROUGH THE CITY ECONOMIC DEVELOPMENT OFFICE. Please contact Tim Casey at 262-796-6695

Appendix J Xceligent market data

Appendix A – Maps

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Appendix B – Adopting Resolution

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Appendix D – Meeting Minutes

- a.) Community Development Authority
- b.) Economic Development Committee
- c.) Plan Commission
- d.) Common Council

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The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor

Appendix E - Calendar

Date	Event	Activity
02/23/10	Plan Commission Meeting	Proposed Project Scope
09/27/10	Plan Commission Meeting	Introductory meeting and discussion of boundary, opportunities and constraints
01/10/11	Plan Commission Meeting	Update, preliminary land use strategies
03/10/11	Focus Group #1	Presented preliminary plan and strategies, obtained feedback.
03/16/11	Neighborhood Information Meeting #1	Presented preliminary plan and strategies, obtained feedback from public.
03/17/11	Focus Group #2	Presented preliminary plan and strategies, obtained feedback.
03/24/11	Neighborhood Information Meeting #2	Presented preliminary plan and strategies, obtained feedback from public.
03/29/11	Community Development Authority	Introduction of preliminary plan draft
04/11/11	Economic Development Committee	Introduction of preliminary plan draft
04/11/11	Plan Commission	Presentation of plan draft, request for public hearing to amend comprehensive plan
04/19/11	Common Council	Authorize public hearing
06/21/11	Common Council	Public Hearing
07/11/11	Plan Commission	Resolution to adopt neighborhood plan and comprehensive plan amendments
07/19/11	Common Council	Adoption
07/20/11	Community Development	Implementation Phase – dates tbd

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