

**THESE ARE THE MINUTES OF A REGULAR PLAN  
COMMISSION MEETING HELD ON MONDAY, JANUARY 10,  
2011, AT 6:30 P.M. IN COUNCIL CHAMBERS, BROOKFIELD  
CITY HALL, 2000 N. CALHOUN ROAD, BROOKFIELD,  
WISCONSIN**

**MAYOR STEVE PONTO IN THE CHAIR**

**COMMISSIONERS PRESENT:** Mayor Steve Ponto, Alderman Mark Nelson, Alderman Rick Owen, Alderman Gary Mahkorn, Commissioner Kevin Wahlgren, Commissioner Dean Marquardt, and Commissioner Paul Wartman

**COMMISSIONERS ABSENT AND EXCUSED:** None

**ALSO PRESENT:** Director of Community Development Dan Ertl, Planning Administrator Michael Theis, Neighborhood Planner Jason Williams, Community Development Assistant Sherry Nord, Fire Chief Charlie Myers, Economic Development Coordinator Tim Casey, Alderman Chris Blackburn, and Alderman Bill Carnell

The meeting was called to order by Mayor Steve Ponto at 6:30 p.m.

**2. Status update on *The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor***

The next item on the agenda was to receive a status update for "*The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor*" and authorize scheduling future public information meetings regarding the Plan.

Mr. Jason Williams, Neighborhood Planner, presented the following **staff report**:

***Newly Reported***

At the September 27, 2010 Plan Commission meeting, staff introduced preliminary planning efforts for *The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor*. Since then, staff has met with officials at the City of Wauwatosa and the Village of Butler and obtained input and insight regarding this planning initiative. The land use policy options previously discussed have been further defined and expanded and applied to specific plan sub-areas. Staff revised or created draft Goal/Vision statements and objectives of previous planning documents for plan sub-areas without such, including an overall Goal/Vision for the 124<sup>th</sup> Street Corridor. This component of the plan will continue to evolve over the coming months after Plan Commission provides input and a public information meeting is held.

The following is a preliminary draft of *The Development Plan for Brookfield's 124<sup>th</sup> Street Corridor*:

**I. BACKGROUND INFORMATION**

**A. Brookfield's 2035 Comprehensive Plan**

In recognition of aging land uses and intergovernmental opportunities, the *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. The new initiative is titled *The Development Plan for Brookfield's 124th Street Corridor*.

The comprehensive planning process revealed a need to continue and expand the focus of the 124th Street planning southerly from Capitol Drive to North Avenue for a number of reasons. First, the City has yet to complete a node/neighborhood plan for the "Phase 3" planning area (see Map 1.1) 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. This initiative ideally would be accomplished through a new intergovernmental planning and implementation effort. To this end, the City of Wauwatosa, the Villages of Butler and Elm Grove could be invited to participate at the north and south ends of the corridor.

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 Neighborhood Plan* and *124th Street & Lisbon 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 could be warranted to ensure 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 in along Moorland Road in the South Gateway Neighborhood Plan.

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 124<sup>th</sup> Street to brand this area as unique and help identify within a regional context. She suggested 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.

Also, 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. He also requested that the City analyze steps that could be

taken to address crime at the southwest corner of 124<sup>th</sup> & Capitol. He cited numerous complaints from Butler residents regarding criminal activity at that shopping center.

### **C. Community Input**

If Plan Commission determines the preliminary draft of the plan, Goal/Vision statements, objectives and land use alternatives as worthwhile; staff will begin scheduling a Public Information Meeting to be held sometime in late January or early February. The results of this public information meeting will be reported to Plan Commission thereafter at a later Plan Commission meeting, per the tentative schedule provided later in this report.

In addition to public information meetings, staff has conducted a series of business visits with property owners and business managers in the plan area to collect input regarding conditions in the area and how past planning efforts have affected their business operations, a summary of which will be included in the plan document once enough input is collected and conclusions can be drawn from the feedback. (This section of the plan will be revisited when these visits are completed.)

### **D. 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 design, construction, operation, maintenance, renovation, and demolition. Sustainable building practices are being implemented on a widespread scale and becoming more prevalent in the real estate market. In recent times, staff has processed permits for new construction or remodeling projects that have included sustainable building practices. 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.

Initially, staff proposed to the 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 provide assistance to property owners in connecting them with the above listed organizations. The City's role should therefore be to encourage, support and promote sustainable building practices throughout the City as well as in 124<sup>th</sup> 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.

### **E. Data Resources**

The Department of Community Development will be utilizing two data bases to track commercial and industrial site and building information.

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

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 vacancies for the office and industrial sectors (which are the best barometer of market vacancy), absorption, sales price and other data in our marketplace.

Having access to ZoomProspector 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.

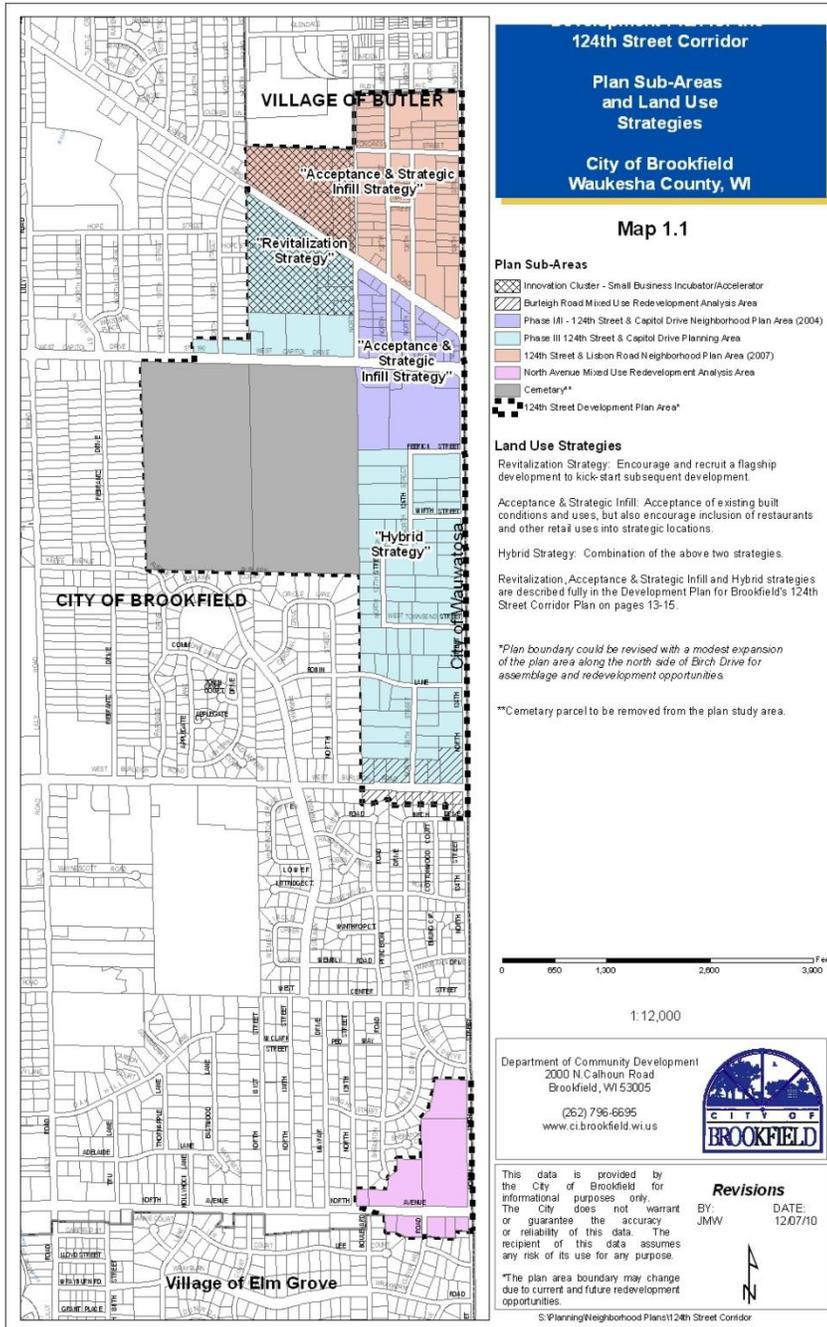
## II. PLANNING FRAMEWORK

### 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 Neighborhood Plan* (2007). A market study titled *Market Analysis of the 124th Street Corridor* was prepared by Gruen Gruen + Associates and completed in March 2010. The market study was completed to assess the new market conditions of this area.

As evidenced in the 2010 Gruen Gruen + Associates 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.

Below is a map of the sub-areas for general reference. Please refer to the attached Map 1.1 exhibits for greater detail.



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

The *Development Plan for Brookfield's 124<sup>th</sup> Street Corridor* encompasses a relatively large plan area. The 124<sup>th</sup> Street Corridor area is broken down into plan sub-areas to better address, focus and facilitates 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 124<sup>th</sup> 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. Following this, the plan will then discuss each sub-area individually.

The following Goal/Vision statement and objectives are meant to capture those common issues.

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 high-quality 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. Objectives

- i.) Enhance 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
- 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.

**C. Planning Sub-Areas**

The following plan sub-areas will be consolidated into the overall *Development Plan for Brookfield's 124<sup>th</sup> Street Corridor*. Some of the areas have existing adopted plans, goal/vision and objectives. In some instances, these established guidelines will not change; in others, revisions will be made and new goal/vision and objectives will be created.

1. 124th Street & 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. 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.

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 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. 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.

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 124<sup>th</sup> 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 & Capitol if the “Shopper’s World” shopping center is redeveloped. The pro-forma model found that the issues of assemblage are too great north of Capitol Drive for a big box to be considered practicable.

Despite the inability to redevelop certain areas with big box retail, as the report found. The City should take advantage of visibility, high traffic counts and purchasing power of surrounding employees and residents and support various models of restaurant uses and other retail uses.

Additionally, in recent years there has been interest in establishing stand-alone restaurant uses on properties zoned Regional Business District “B-3”. This zoning district prohibits stand-alone restaurants and, given market demand, consideration should be given to amending zoning to allow these types of uses.

a. Goal/Vision

The following is the Goal/Vision statement as originally adopted in the *124<sup>th</sup> Street and Capitol Drive Neighborhood Plan*. The vision as defined in this statement is still relevant and useful today. However, the bolded text regarding high quality design should be revisited.

*The 124<sup>th</sup> 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 124<sup>th</sup> 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:

- i.) Supply goods and services to the region, the City of Brookfield, and the neighborhood area.
- ii.) Provide employment and business opportunities for the City of Brookfield residents and residents of neighborhood communities.

- 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.
  - vi.) Consider the impacts on the City’s and regions infrastructure
  - vii.) Provide safe and effective traffic movements
  - viii.) Accommodate bicyclists and pedestrians crossing Capitol Drive and 124<sup>th</sup> Street.
  - ix.) Include a variety of transportation options on both private and public lands.
  - x.) Consider appropriate levels of public intervention to achieve the goal/vision for the neighborhood, including public infrastructure support.
- 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 stand-alone restaurants
  - iv.) Consider modifying current Modified Suburban Overlay “MSO” zoning district to allow flexibility in zoning standards.

## 2. Phase 3 124<sup>th</sup> Street & Capitol Drive Planning Area

Phase 3 is actually two distinct geographic areas that have yet to be “planned for” in the existing 124th-Capitol Planning Area. The northern Phase 3 area is anchored by Milwaukee Tool and bordered by Lisbon Road to the north, Capitol Drive to the south and 128<sup>th</sup> Street to the east. A portion of the northern Phase 3 sub-area overlaps with the sub-area “Innovation Cluster” (see Map 1.1)

The southern Phase 3 area contains over 50 separate principal buildings in mainly industrial uses located south of Feerick and west of 124<sup>th</sup> Street (see Map 1.1). A portion of the southern Phase 3 sub-area overlaps with the Burleigh Road Mixed Use Analysis sub-area. As such, objectives from the Burleigh Road sub-area affect this portion of the Phase 3 sub-area. For instance, preserving residential neighborhoods to the west of the Burleigh Road sub-area would also apply in the Phase 3 sub-area.

This sub-area should be evaluated for infrastructure and appearance enhancements, particularly along North 124th Street. Large-scale redevelopment would be financially challenging and of questionable desirability, as this area provides affordable opportunities for small business development and properties seem to be stable and not in significant decline.

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 of the 124<sup>th</sup> 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, 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 shopping/services uses on properties along 124<sup>th</sup> Street, Capitol Drive and Burleigh Road.
- 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.

3. 124th Street & Lisbon Neighborhood Plan

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 infrastructure in this area, particularly road design and alignments. The City will continue to work to reconcile potential road improvements to pre-existing site design issues, mainly building orientations and setbacks. In addition, the *124th Street and Lisbon Road Neighborhood Plan* suggested a new zoning district be created with more flexibility, but staff has learned even more flexibility may be needed to foster reinvestment.

a.) Goal/Vision

*The 124<sup>th</sup> 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.) Existing Objectives:

- i.) Improve infrastructure (roads, storm water, internet)
- ii.) Encourage aesthetically pleasing redevelopment and remodeling efforts by maintaining Brookfield's site development standards.

c.) New Objectives:

- i.) Implement a phased code enforcement program to bring non-compliant properties up to current City standards.
- ii.) Pursue new zoning district with more flexibility to foster reinvestment.

4. Innovation Cluster – Small Business Incubator/Accelerator

This area includes properties north and south of Lisbon Road and largely overlaps with the adopted *124th Street & Lisbon Road Neighborhood Plan* area (see Map 1.1).

It contains innovation-based companies like Milwaukee 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 + Associates 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. (This section of the Plan will be revisited once the incubation concept is further developed.)

Milwaukee Electric Tool is the largest property owner in the northwestern portion of the sub-area, bounded to the north by Lisbon Road (see Map 1.2). 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 124<sup>th</sup> Street currently occupied by National Graphics listed for sale). 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 currently occupied by National Graphics. Staff will be meeting with the property owners of these parcels and buildings to discuss potential uses and redevelopment opportunities.

a.) 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 124<sup>th</sup> Street Corridor plan.*

b.) Objectives

- i.) Encourage industrial, office and incubator space.
- ii.) Promote and support the establishment of a business training center for multiple purposes, including technology training and customer service excellence.

5. Burleigh Road Mixed Use Redevelopment Analysis Area

The greatest redevelopment opportunities at the 124th Street and Burleigh Road 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.

With the remainder of the area significant redevelopment will be a challenge given the small lots under individual ownership. As part of this plan, approaches will be investigated that encourage assemblage of parcels at the southwest corner. In addition, existing site development standards should address any remodeling or redevelopment activity that may occur at other areas of this node. The base zoning may need to be adjusted to accommodate uses demanded in the marketplace.

Residential neighborhoods located along 124<sup>th</sup> Street within this plan area will be maintained and preserved except potentially where a modest expansion of commercial uses near Burleigh Road is warranted and supported by the neighborhood and elected officials through a public input process.

a.) 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.) Objectives

- i.) Consider amending the future land use plan to accommodate Shopping/Services Focused (High and Low Density) uses.
- ii.) Consider and support rezoning efforts to allow for retail and personal service uses on properties along Burleigh Road, 124<sup>th</sup> Street and Birch Drive where currently prohibited.
- iii.) With exception to lots along the north side of Birch Drive, discourage high-intensity uses adjacent to residential parcels.
- iv.) Consider a modest expansion of the plan study area along the north side of Birch Drive for assemblage and redevelopment opportunities.
- v.) 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 Street 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.

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.

a.) 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.) 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 Avenue.
- ii.) Preserve residential neighborhoods to the west of the sub-area along North Avenue.

**D. Basis for Land Use Alternatives & Redevelopment**

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

Based on the 2010 Gruen Gruen + Associates market study and internal meetings, staff has concluded that the following strategy options should be considered to address these issues and give new attention to redevelopment potential in the plan area. The following policy and strategy options could be considered:

1. Strategy 1 or “Revitalization 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 service retail. For example, staff would rely upon market forces to deliver results under current base zoning.

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.

The “Revitalization Option” would be most applicable to the Innovation Cluster sub-area as depicted on Map 1.1

2. Strategy 2 or “Acceptance and Strategic Infill Strategy”: Redevelopment could begin with an acceptance of the status quo of existing built conditions and uses but also encourage the inclusion of fast food restaurants, stand-alone restaurants and other retail uses into strategic locations. The staff would work with developers of such businesses that have shown interest in locating to this area of Brookfield. It is thought by staff that these uses will be the first to secure financing when the real estate depression ends. Previously, staff may have discouraged these uses based upon current zoning or expectations. The option would also alleviate 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.

It should be noted that encouraging increased strategic infill such as retail, especially stand-alone 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. Another 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.

The “Acceptance and Strategic Infill Option” would be most applicable to the 124<sup>th</sup> Street and Capitol Drive Neighborhood Plan Area and the 124<sup>th</sup> Street and Lisbon Neighborhood Plan area. More specifically, the lessening of site development standards could be applied to industrial properties within

these areas and the inclusion of additional retail and restaurant uses could be applied to areas fronting on Capitol Drive and 124<sup>th</sup> Street. See Map 1.1

3. Strategy 3 or “Hybrid Strategy”: Combination of the first two strategies where the idea of encouraging and recruiting flagship developments remains a goal as well as maintaining the goals and objectives of the Economic Development Plan, but additional retail uses and lesser standards are allowed to increase the amount of redevelopment activity.

The “Hybrid Option” would be applicable to the Phase 3 sub-area as depicted on Map 1.1

This three 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 124<sup>th</sup> Street Corridor plan area.

### III. NEXT STEPS

January/February:	Staff to schedule a Public Information Meeting to gather input from area stakeholders and citizens, upon authorization from Plan Commission.
February/March:	Plan Draft presented to Plan Commission and Community Development Authority, including completion of public input.
March/April:	Final plan presented to Plan Commission for recommendation of approval; public hearing process.
April/May:	Plan adoption

Mayor Ponto asked if there were any questions or comments. Mr. Ertl suggested the Plan Commission address the general goal and vision first, then move on to each sub-area.

Commissioner Wahlgren said he is assuming the Plan looks at things from a 30,000 foot viewpoint. Implementation will be at ground level and that’s when some flexibility will be necessary. He thought the draft report was well thought out. It is a good start but reality will require some flexibility in zoning.

Alderman Owen said he agreed with Commissioner Wahlgren. He said he was anticipating that the Neighborhood Plan would be something like this. He said flexibility is the only way to spur redevelopment, but the City has to make sure they know there will still be standards to adhere to, such as code enforcement.

Alderman Mahkorn said he agreed with Commissioner Wahlgren and Alderman Owen. He thinks the Plan Commission generally accepts the draft Plan.

Commissioner Marquardt said the entire corridor is difficult, particularly north of Capitol Drive. He agrees that the Plan outlines the right path to take.

Mr. Ertl wanted to clarify one statement. It was suggested tonight that a “big box” at 124<sup>th</sup> Street and Capitol Drive would work with City assistance when, in fact, the economic study the City completed actually concluded the “big box” would not work with or without City assistance. The proposed Neighborhood Plan will be fluid and re-visited frequently, as will the idea of a “big box.”

Commissioner Wahlgren asked about the proposals made previously to re-design the streets north of Lisbon Road.

Mr. Williams noted that the revised street design was adopted in the *124<sup>th</sup> Street and Lisbon Road Neighborhood Plan* and that the Department of Public Works had the construction of those roads in their capital improvement schedule. Mr. Ertl said most property owners felt urban streets – with curb and gutter – would not work well in this industrial area and did not support special assessments.

Alderman Owen added that when this was discussed by the Board of Public Works, the City was made aware that the property owners were not willing to pay for improvements so the project was put on hold. Alderman Nelson was on the Board of Public Works at that time and he agreed that stakeholders didn't want the City to change the traffic pattern as it exists today.

Alderman Nelson said he also agreed with previous comments from other Plan Commissioners about the document, and commended Mr. Williams, saying it was sophisticated. He also cautioned the staff and the Plan Commission to not lose sight of the ultimate goal of a Neighborhood Plan – can this Plan address the issues raised by area constituents regarding the different areas, i.e. in “non-planning” concepts and terms?

Alderman Mahkorn said he thought Alderman Nelson had raised a valid point. He asked Mr. Williams how to reach out to each sub-area and explain the Plan concepts to them. Mr. Williams said they would be holding neighborhood information meetings, probably one for each sub-area. He noted that Mr. Tim Casey, Economic Development Coordinator, has been meeting with business owners in the area. During the Gruen Gruen + Associates study, many residents and property owners participated.

Mr. Ertl pointed out that the neighborhood information meetings, or focus groups, will be tailored for each specific area, as a resident on Center Street will have completely different expectations and concerns than a nationally-owned business on Capitol Drive.

Alderman Mahkorn asked how to get Milwaukee Electric Tool to be involved. Mr. Williams said Mr. Casey had been working with them.

Mr. Casey said he has been having meetings with Milwaukee Electric Tool, and they are working to identify future capital improvements that could be made on the site. He thinks Mr. Williams's was accurate with his descriptors of the business and the area in the draft Plan.

Alderman Owen noted that the service station on the southwest corner of 124<sup>th</sup> Street and Burleigh Road had re-opened. There was mention of property acquisition in that area and asked if that was possible. Mr. Williams said a single person owned multiple parcels in the area, so a development combining those parcels is a possibility. However, it would still have to go through a regular process, including neighborhood information meetings, in order for that to occur. Mr. Ertl commented that opposition from residential property owners could thwart the concept of extending the plan boundary further along Birch Drive and the staff would respect the opinions of the residents.

Mayor Ponto asked if there were any further questions or comments. There were none.

- Alderman Mahkorn moved to approve scheduling future neighborhood information meetings. The motion was seconded by Alderman Owen and passed unanimously.