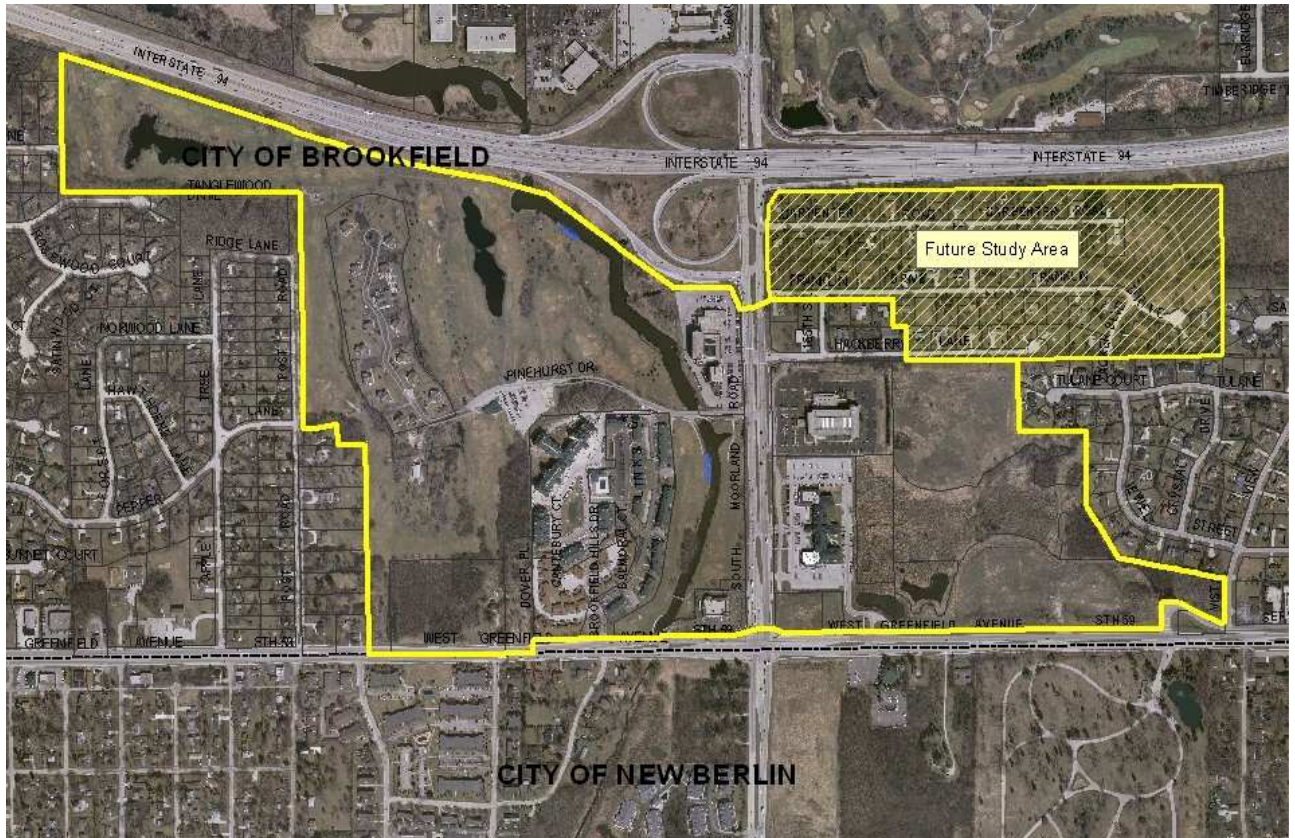


SOUTH GATEWAY NEIGHBORHOOD PLAN



City of Brookfield, Wisconsin

Department of Community Development

August 28, 2009

**Adopted by the City of Brookfield Common Council
Resolution 8059-09
September 1, 2009**

Acknowledgements

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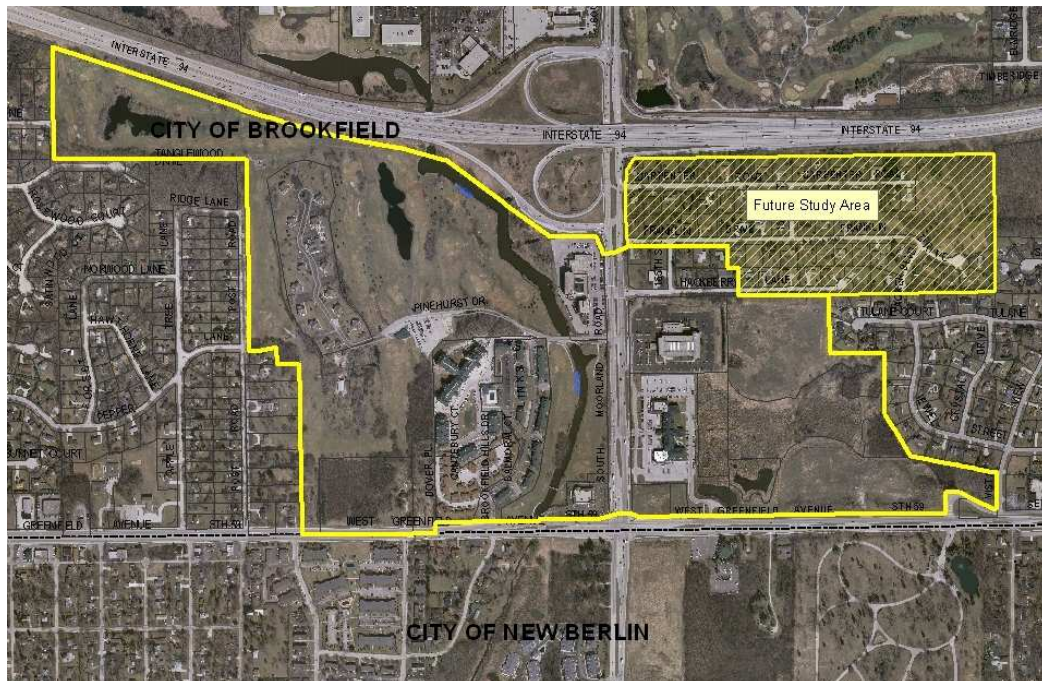
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1. EXECUTIVE SUMMARY

The project study area is one of ten Targeted Investment Areas identified in the *Brookfield Year 2020 Master Plan* that was identified as an area that will likely incur relatively high development pressure while simultaneously require special attention to the residential areas to the east. The general project area is bound by City limits to the south, Carpenter Drive and I-94 to the north, Post Road to the west and wetland open space to the east, as illustrated below:



The South Gateway node is located at the southern entrance to the City and should be developed as a primary gateway to the City.

The long-range planning for this site is faced with several challenges. First, the Plan Area includes hotel properties that are in need of updating and renovation. Second, it is unknown to City staff and officials the future plans by the Wisconsin Department of Transportation for improvements to the I-94 and Moorland Road interchange. This has created concern amongst the neighborhood and has affected this plan's ability to anticipate any changes to the plan area, at least for the area immediate to the interchange. Lastly, the City owned fire station property may become available for private use and an

appropriate reuse of the land is needed to ensure compatibility with the surrounding residential neighborhood and traffic design of Moorland Road.

2. GOALS AND OBJECTIVES

The following is a summary of Preliminary Challenges for the South Gateway Node from the Year 2020 Master Plan:

1. Create critical Greenway Corridor Recreational Trail, an east-west connection across Moorland Road, connecting Westchester Park to Mary Knoll Park.
2. Create southern gateway to Brookfield by establishing a significant change in texture and development pattern.
3. Consider impacts and opportunities related to the creation of an improved east-bound ramp to I-94.
4. Establish pedestrian and bicycle connections to multi-family housing opportunities at northeast quadrant of Moorland Road and Greenfield Road.
5. Develop a coordinated land use and development pattern, and traffic/access management plan for the east side of Moorland Road, south of I-94.

The following is a summary of selected *Goals & Objectives* for the City of Brookfield from the Year 2020 Master Plan:

1. Encourage land use patterns that respect the natural environment, ensure the stability of existing neighborhoods, promote redevelopment of existing commercial uses and ensure Brookfield continues to be a desirable place to live (page 12)
2. Concentrate changes in land use patterns and densities in areas where outcomes can be controlled and benefits can be maximized (page 14).
3. Designate "Targeted Investment Areas" where development and redevelopment can be controlled to ensure the stability of the surrounding areas and where existing and new

infrastructure investments can yield the highest returns (page 14)

4. Encourage the development of multi-family housing in targeted investment areas – where access to services and amenities is maximized.
5. Encourage land use patterns that respect the natural environment, ensure the stability of existing neighborhoods, promote redevelopment of existing commercial uses and ensure Brookfield continues to be a desirable place to live (page 12)

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

1. Secure a public easement over land between Mary Knoll Park and Franklin Drive for pedestrian access between the park and the neighborhoods west thereof.
2. Amend the *Greenway Trail Corridor Plan* to remove the trail path from the golf course property and reroute over public pathways.
3. Amend the *2001 Parks and Open Space Plan for the City of Brookfield* to allow flexibility in locating the proposed City owned park space along Greenfield Avenue.
4. Rezone vacant land along Greenfield Avenue to allow for multifamily development.
5. Encourage the redevelopment of the fire station parcel and the other parcels contained in the fire station block.

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

1. It is unknown to City staff and officials the future plans by the Wisconsin Department of Transportation for improvements to the I-94 and Moorland Road interchange.
2. Waukesha County is studying possible roadway improvements to Moorland Road. However, no plans have been formalized.
3. The current proposal for the “Glen” – a residential development proposed for the vacant parcel of land located south of Hackberry Lane - will continue to full development and the land will not remain vacant.

3. PLAN DETAILS

Existing Conditions

Interstate 94, Moorland Road and Greenfield Avenue provide the main vehicular access to the plan area. Signalized intersections are located at the I-94 eastbound/southbound off-ramp, Hackberry Lane and Greenfield Avenue. Wetlands and floodplains are located throughout the plan area but primarily located over the golf course property west of Moorland Road. (See Appendix A.3)

Public water and sanitary services exists throughout the plan area, however, utility service has not been extended to the vacant multifamily parcel along Greenfield Ave. (See Appendix A.4 and A.5)

Land Use

The adopted 2020 land use for the study area allows for a combination of low and medium density residential, government and institutional, recreation and commercial uses. (See Appendix B.1)

Existing land uses include single-family residential, multifamily residential, hospitality, retail, restaurant, office and recreational. In addition, the fire station parcel will be available to redevelopment to an alternative land use as the station will be closed later in 2009.

This plan addressed the question of what land uses were most appropriate for the developable areas of the plan area given current and future economic factors.

City staff contracted with Gruen Gruen + Associates to conduct a market analysis and determine what land uses were most appropriate for this market area. In addition to the study, the mayor formed a task force comprised of resident participants, property owners and business representatives to review and determine possible land use changes to the adopted plan. Further discussion regarding the task force can be found in a later section of this plan.

Market Analysis

The City of Brookfield contracted with Gruen Gruen + Associates to conduct a market analysis of the South Gateway Neighborhood Plan area. In summary, market study analyzed the area including: (1) Single family residential uses north of Hackberry Lane; (2) Brookfield Suites Hotel & Conference Center; (3) Country Inn & Suites; (4) Freestanding Walgreen's store; (5) The Club at Brookfield Hills apartment community; (6) Existing fire station; and (7) Two currently vacant/underutilized sites along Greenfield Avenue.

The purpose of the market study was for staff, the South Gateway Task Force and City officials to obtain market based feedback regarding the redevelopment potential within this area and to anticipate feasible land use options.

The following is a summary of the conclusions and recommendations from the market study:

Hotels – encourages the existing hotels to update and improve properties, improve signage, and creative promotional activities.

Multi-family – market demand can support additional rental and for-sale multi-family uses with high occupancy rates, growth in households and location advantages. Higher density than current standards of 5.8 units/acre, FAR of 20%, and relaxed height limitations are likely required.

Retail – Market demand can support an additional 70,000-110,000 square feet of space. At 25% capture rate, unmet demand = 20,000 – 30,000 square feet. Users need to appeal to multiple customer markets.

Office – Rents will not be high enough to support feasible development of mid-rise / higher-story product. 1-2 story product oriented to users desiring exposure and high traffic more likely to be feasible. Signage policy should reflect need to benefit from billboard effect.

Enhance **linkages** within and between South Gateway Node and Brookfield Square Mall area – i.e. tie in to trail and park system.

Fire Station – maximize revenue for City and spill-over benefits to neighborhood through innovative planning and marketing disposition of Fire Station site. Potentially combine

the City's site with the residential properties to the north within the same block.

Land Use Analysis

Based on recommendations from the South Gateway Task Force meetings, the market analysis, public input and Plan Commission the *2020 Land Use Plan* was amended to allow for the following changes. (See Appendix C.1, C.2 and C.3) (Also, please refer to the alphabet notation listed below on each of the above listed maps)

Amendments to 2020 Land Use Plan

- **A:** change use from Low Density Residential to Recreational
- **B:** Change use from Low Density Residential to Medium Density Residential.
- **C:** Change use from Low Density Residential to Medium Density Residential with amendment to the *2001 Park and Open Space Plan for the City of Brookfield* so that in the event areas B and C are redeveloped a public park is incorporated within the overall development of B and C, instead of being encumbered over area C only
- **D:** Change uses from Low Density Residential and Government & Institutional to Commercial. Commercial would include small retail, office and low impact restaurant uses.

Medium density residential for the purposes of this plan is defined as a maximum density of 12 units per acre and shall apply to both areas B and C.

Design

Architecture

The South Gateway Neighborhood can be characterized as being the main gateway to Brookfield from Southeast Wisconsin via I-94. Furthermore, despite its separation by an interstate highway, this area is an extension of the Bluemound Road Corridor and therefore high quality architecture should be pursued for future development and redevelopment projects.

The area currently contains a combination of architectural styles ranging from the 1960's style to the more modern. For instance, the modern style of Brookfield Marketplace contrasted against the older styles of certain hotel properties.

The design guidelines should allow for flexibility to help facilitate development yet match the expectations of new commercial and office development seen primarily along Bluemound Road. This area is a highly sought retail and office designation, balanced by dense residential areas and recreational uses. This plan affirms the design expectations as outlined in the City's Site Development Standards.

Floor Area Ratio

The current Floor Area Ratio (FAR) standard for M-2 Residence District zoning is a maximum 0.20. This ratio is not, in the opinion of staff or the market analysis, a FAR that is conducive to contemporary market demands for most high quality residential development. This standard was created in the 1960's and 1970's when units were not 1,500 square feet to 2,500 square feet, plus garages. Therefore, staff would recommend a higher FAR than 0.20 for a newly created multifamily zoning district. Otherwise, it may lead to smaller units than the market may desire. This does not mean that smaller units could not be built, but a larger FAR would grant the market flexibility in the design of their product.

Task Force

Task force members were appointed by the mayor and charged with the goals to establish the final boundary of the plan area, identify any new opportunities and constraints for remaining development and redevelopment within the plan area and provide input to the City's Plan Commission regarding these development concerns. Similar to the task forces created for the *2020 Master Plan* and *2035 Comprehensive Plan* and other neighborhood or nodal areas, this task force functioned as the main link between the community and the City.

The task force was comprised of two neighborhood representatives, one resident-at-large, a business representative, and property owner representative, two aldermen and the mayor.

Meeting minutes of the Task Force can be found in Appendix E

Community Input

A public information meeting was held May 27, 2009 to present the proposed land use plan to the public and obtain feedback from citizens. (See appendix C.1 and C.2) The following is a summary of verbal and written comments received by staff broken down by area as designated on the proposed land use plan:

Area A

- General consensus in support of amendment to change the land use of the wetland area and limited upland area to Recreation Land Use.

Area B

- Strong opposition against high density residential. (15-20 units per acre)
- Strong support for medium density residential. (Most agreed the definition of which would be M-2 Zoning with 5.8 units per acre)
- Citizens that attended seemed willing to accept development of multifamily residential on these parcels, but only at a medium density level. A few people did oppose to any development on this land. (Staff note: this is not legally defensible)

Area C

- General consensus agreed with the possibility of locating the park to the west of Area B to accommodate development.
- The plan to acquire or have land dedicated for recreation use on or near this parcel, per the *2001 A Park and Open Space Plan for the City of Brookfield* was strongly supported.

Area D

- Strong support for small office, e.g. (medical, dental, business) on the fire station site with adequate screening or buffering of commercial uses.
- Strong opposition against a bar or fast-food establishment, or any type of commercial use that increased traffic circulation and impact.

- Somewhat strong support for a family style, sit-down restaurant on the fire station site. However, a few people were opposed to any restaurant type. One person was in favor of fast food.

Please see appendix G for comments from the June 8, 2009 Public Comment session at the Joint Meeting between the Plan Commission and South Gateway Task Force. Furthermore, letters of record from citizens can be found in Appendix G.

Neighborhood Vision

The South Gateway Neighborhood Plan Area will include regional and local commercial businesses, office uses, multifamily and single family uses and recreational opportunities; and will incorporate pedestrian, bicycle and auto transportation in balance with existing neighborhoods and recreational amenities.

The next 20 years will include updating of existing businesses and buildings, especially the hotels, and new housing opportunities to accommodate the needs of Brookfield citizens and provide a range of housing options, as well as feasible pedestrian and bicycle paths to provide access to the Greenway Corridor Trail.

4. IMPLEMENTATION

This element of the South Gateway Neighborhood Plan provides strategies to facilitate development of high quality commercial and multifamily projects balanced by preservation of existing single-family neighborhoods, protection of environmental areas and proactive policies regarding future changes in traffic access and circulation through the node area. The following land use changes, design standards, and recreation policies should be taken to implement the vision of the South Gateway Neighborhood Plan.

The first step in the implementation of the neighborhood plan was completed at the June 16, 2009 Common Council meeting when the 2020 Land Use Plan was amended as shown on map C.3.

Land Use and Zoning

1. Rezone the “fire station” block to B-3 Regional Business District and Modified Suburban Overlay District CS/NS/CTS. Permitted uses allowed as listed, except for fast-food restaurants, drive-thru uses or bars. Include a “MSO – CS/NS/CTS” that would permit a twenty-five foot building and parking setback, but require a twenty-five foot landscaped buffer to the east. The MSO would also require a minimum lot size of 40,000 square feet.
2. Rezone areas B and C to M-2 Residence District and Modified Suburban Overlay – Residential Cluster. This plan would limit the density under MSO-RC to a maximum of 12 units per acre and allow a higher FAR than 0.20. The ultimate FAR for any proposed development will be determined by Plan Commission, and ultimately, the Common Council.

These steps would all require separate legislative actions.

Parks and Open Space Plan

1. Amend the *2001 Parks and Open Space Plan for the City of Brookfield* to allow flexibility in the location, size and amenities of the City Proposed Park on the A, B and C parcels.
2. Secure a public easement over land between Mary Knoll Park and Franklin Drive for pedestrian access between the park and the neighborhoods west thereof.
3. Amend the *Greenway Trail Corridor Plan* to remove the trail path from the golf course property and reroute over public pathways.

Traffic-Street improvements

1. Encourage Waukesha County to make improvements to Moorland Road and to include amenities such as sidewalks and landscaping. Also encourage the installation of pedestrian-level lighting as County or City budgets can accommodate.
2. Where pedestrian-level lighting cannot be accommodated within the public right-of-way, require owners of commercial properties to install and maintain their respective share or street frontage of pedestrian-level lighting along Moorland Road and Greenfield Avenue to

encourage full use of pedestrian facilities and enhance connectivity. Pedestrian level lighting was the subject of the "Brookfield South Gateway Design Concept Report," December 1999, adopted by the Plan Commission February 23, 1999.

3. This plan will be revisited and possibly updated in the event that the Wisconsin Department of Transportation moves forward on plans to improve the I-94 and Moorland Road interchange.

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Appendix A – Existing Conditions

1. Study Area and Plan Boundary
2. Zoning
3. Wetland and Floodplain
4. Water
5. Sanitary Sewer

Appendix B – Land Use – Pre-Plan Adoption

1. 2020 Land Use Plan

Appendix C – Land Use Plan Alternatives

1. Proposed Land Use Plan
2. Alternative Land Use Plan
3. Adopted Land Use Plan

Appendix D – Adopting Resolution

Appendix E – Meeting Minutes

1. South Gateway Neighborhood Task Force
2. Plan Commission
3. Common Council

Appendix F – Calendar

Date	Event	Activity
09/22/08	Plan Commission Meeting	Proposed Project Scope
03/11/09	Task Force Meeting #1	Introductory meeting and discussion of boundary, opportunities and constraints
03/23/09	Joint Plan Commission/Task Force Meeting	Presentation of Market Analysis Study by Gruen & Gruen.
4/6/09	Plan Commission	Finalize boundary amendment
4/21/09	Common Council	Adopt plan boundary
04/22/09	Task Force Meeting #2	Present adopted boundary amendment, background information and obtain feedback on market study and land use alternatives.
5/11/09	Plan Commission	Present and finalize proposed land use plan
5/27/09	Public Information Meeting	Presentation of plan boundary, goals & objectives and land use plan.
6/8/09	Joint Plan Commission/Task Force Meeting	Presentation and adoption of neighborhood plan and public comment.
7/13/09	Plan Commission	Neighborhood Plan Adoption
9/1/09	Common Council Meeting	Neighborhood Plan Adoption

Appendix G – Public Comment

Appendix H – Market Analysis

Market Analysis of South Gateway Node, March 2009 by Gruen Gruen
+ Associates (available at the City Clerk’s Office)

Appendix I – Traffic Counts

**Appendix J – 2001 Parks and Open Space Plan for the City
of Brookfield**

On file with the City of Brookfield Department of Parks,
Recreation and Forestry

Appendix K– Greenway Trail Corridor

On file with the City of Brookfield Department of Parks,
Recreation and Forestry

**Appendix L – City of Brookfield Node Land Use and
Transportation Plan: Supplemental Transportation
Analysis Report**

On file with the City of Brookfield Department of Community
Development

Appendix M – Selected History of Brookfield Hills