

THESE ARE THE MINUTES OF THE PLAN COMMISSION MEETING HELD ON MONDAY, MARCH 8, 2010, AT 6:30 P.M. IN COUNCIL CHAMBERS, BROOKFIELD CITY HALL, 2000 N. CALHOUN ROAD, BROOKFIELD, WISCONSIN

MAYOR JEFF SPEAKER IN THE CHAIR

COMMISSIONERS PRESENT: Mayor Jeff Speaker, Alderman Rick Owen, Alderman Gary Mahkorn, Commissioner Paul Wartman, Alderman Mark Nelson, and Commissioner Kevin Wahlgren

COMMISSIONERS ABSENT AND EXCUSED: Commissioner Jennifer Donze

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, City Engineer Jeff Chase, Alderman Lisa Mellone, and Alderman Christopher Blackburn

7. Proposed project scope for the inclusion of the 124th Street Corridor into the “124th Street and Capitol Drive Neighborhood Plan” and rename the Targeted Investment Area plan to be “The Development Plan for Brookfield’s 124th Street Corridor”.

The next item on the agenda was the proposed project scope for the inclusion of the 124th Street Corridor into the “124th Street and Capitol Drive Neighborhood Plan” and rename the Targeted Investment Area plan to be “The Development Plan for Brookfield’s 124th Street Corridor”.

Mr. Jason Williams, Neighborhood Planner, presented the following project scope:

PROJECT STUDY AREA

The 124th Street and Capitol Drive Neighborhood Plan area is one of ten Targeted Investment Areas (TIA). 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 encompass the 124th Street corridor all the way from Capitol Drive to North Avenue.

The comprehensive planning process revealed a need to continue and expand focus along the North 124th Street corridor for a number of reasons. First, the City has yet to complete a node/neighborhood plan for the “Phase 3” planning area of this TIA—the last of the original TIA plans to be completed. Second, Wauwatosa has an assertive redevelopment vision east of North 124th Street, 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. Besides 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.

The planning context and preliminary opportunities are illustrated in Figure 10 and briefly described as follows as stated in the 2035 Comprehensive Plan:

124th Street & Capitol Drive Neighborhood Plan Area: The “Quad” in the northwest corner of *124th and Capitol Drive Neighborhood Plan* is envisioned as a “Home Gallery District” with regionally-scaled retail and industrial uses that will complement the larger scale developments in the City of Wauwatosa on the other side of North 124th Street. This could be revisited as the market place found this concept not practical. Also, a conceptual site plan, pro forma and Tax Incremental Finance analysis was prepared for a potential “big box” retailer to locate in the “Quad” but was found not economically feasible. Currently, the City encourages higher quality design and building materials, building on the modern industrial character of the Northeast Industrial Area.

☐☐☐ **Burleigh Road Mixed Use Redevelopment Analysis Area:** This area includes properties with frontage on, or which are visible from, Burleigh Road. Per Wauwatosa’s comprehensive plan, much of this proposed analysis area extends into Wauwatosa. Brookfield’s greatest redevelopment opportunities appear to be in the southwest quadrant of the intersection. Still, site assembly will be a challenge in this area given the small lots under individual ownership. As part of a new TIA plan, the City would intend to conduct a cost/benefit analysis of development options for this Burleigh Road area.

☐ **North Avenue Mixed Use Redevelopment Analysis Area:** This small area is located at the southern edge of the proposed new or expanded North 124th Street TIA. Again, the southwest quadrant of this intersection appears to present the greatest opportunity for redevelopment, and again site assembly will be a challenge. Developments at three of the four corners of the intersection are in fair to poor condition, creating a low-quality community entryway experience for all three communities (City of Brookfield, City of Wauwatosa, and the Village of Elm Grove). The City would intend to conduct a cost/benefit analysis of development options for this North Avenue area.

Existing Activity Center: This area of existing new and/or viable uses and buildings includes the Elmbrook Plaza shopping center and the YMCA in Wauwatosa. It could act as a possible model for other redevelopment in the North Avenue Mixed Use Redevelopment Opportunity Area.

Neighborhood Investment Opportunity Area: Nearby neighborhoods west of this corridor were purposefully included in this proposed TIA as areas the City wants to analyze in order to identify strategies that will protect and enhance its single family characteristics. See the related initiative in Chapter Three: Housing and Neighborhoods for potential approaches. The City could collaborate on these approaches with Wauwatosa for the neighborhoods east of 124th Street in this vicinity.

☐ **North 124th Street Corridor:** The overall appearance of the 124th Street corridor is good, particularly for a street acting as the dividing line between two cities and two counties. Still, the City would work with Wauwatosa and area property owners to enhance the look and feel of the streetscape. Gateway features at key intersections, improved pedestrian crossings, and completion of the sidewalk system on both sides of the street for its full length are possible projects. The City plans to install sidewalks from Burleigh Road to North Avenue in 2012 as part of the 5 year Capital Improvements Program.

Adopted 124th Street & Lisbon Road Neighborhood Plan Area: In recent years, 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.

□ **Innovation Cluster - Small Business Incubator/Accelerator:** This area, as illustrated on Figure 10, largely overlaps with the adopted 124th Street & Lisbon Road Neighborhood Plan Area. It contains innovation-based companies like Milwaukee Tool; modern incubator space in the Gateway East buildings; and older, affordable spaces for business start-up and acceleration. 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 area.

Phase 3 124th-Capitol Planning Area: As represented in Figure 10, these are 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 some commercial development of more recent vintage along the North Side of Capitol Drive. Opportunities and desire for change in this area may be somewhat limited. The southern Phase 3 area contains over 50 separate principal buildings in mainly industrial use. This 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 of significant decline.

PROPOSED PROJECT SCOPE

The neighborhood planning process would implement the goals and objectives of the 2035 *Comprehensive Plan* and examine and plan for market demand of available land, updating of design guidelines, opportunities to apply Brownfield redevelopment grant monies and potential creation of a TIF District based on financial analysis to partially fund public improvements.

The following is a proposed project scope for the *Development Plan for Brookfield’s 124th Street Corridor*.

COMMUNICATION AND COMMUNITY INPUT

- Conduct a market study to assess opportunities and challenges within the study area and to determine land uses. (completed)
- Informal meetings with brokers, developers and owners to ascertain levels of interest.
- Plan Commission presentations
- Public information meetings and hearings

INVENTORY

- Community Development will complete maps and exhibits of study area depicting existing conditions.
- Collect information from intergovernmental sources and collaborate, as feasible.
- Re-examine 124th & Lisbon and 124th & Capitol neighborhood plans and determine if updating is necessary.

FINANCIAL ANALYSIS

- Conduct a Tax Incremental Financing study to determine feasibility and options for creating a TIF District to potentially assist future development with infrastructure costs based on financial GAP analysis. Areas to be defined as direction given by Brookfield Community Development Authority.
- Investigate economic development programs offered through the Wisconsin Department of Commerce or other County, State and Federal agencies.

INTERGOVERNMENTAL COOPERATION

- City of Wauwatosa*

- Village of Butler*
- Village of Elm Grove*
- Waukesha County
- Milwaukee County
- Southeast Wisconsin Regional Planning Commission (SEWRPC)
- Wisconsin Department of Commerce
- Wisconsin Department of Transportation

*Determine what type of joint or collaborative planning can be achieved.

FUTURE CONDITIONS AND LAND USE

- Revised the *Development Plan for Brookfield's 124th Street Corridor* plan.
- Large Format Presentations
- PowerPoint Presentations
- Maps
- Images

PROPOSED PROJECT SCHEDULE

12 to 18 months, subject to intergovernmental schedules

- Communication and Community Input
Ongoing throughout entire planning process
- PHASE I – Inventory
2-3 months
- PHASE II A – Financial Analysis
6-12 Months
- PHASE II B – Intergovernmental Cooperation
6-12 Months or to-be-determined
- PHASE III – Plan Draft
3 months
- ADOPTION OF NEIGHBORHOOD PLAN
2 Months
- IMPLEMENTATION
Ongoing throughout entire planning process. Will follow with TIF project plan, if pursued.

PROPOSED PROJECT BUDGET

- Community Survey, informal meetings, printing, meetings, etc. est. \$1,000
- Market Analysis – Completed (\$17,000 approved in 2010 budget)
- Inventory – done in-house

- Financial Analysis – TIF, special assessment, grants will be done in-house
- Plan Draft – printing, informational meetings, presentation boards, etc. est. \$1,000

Recommendation: Staff is seeking feedback from Plan Commission

Alderman Nelson asked what the total cost for this Neighborhood Plan would be. Mr. Williams said the total cost would be \$19,000. Mr. Ertl added that \$17,000 of that total had been earmarked for the Gruen Gruen + Associates study. Any additional work would be done in-house.

- Alderman Nelson moved to approve the proposed project scope for the inclusion of the *124th Street Corridor* into the “*124th Street and Capitol Drive Neighborhood Plan*” and rename the Targeted Investment Area plan to be “*The Development Plan for Brookfield’s 124th Street Corridor*”. The motion was seconded by Alderman Mahkorn and passed unanimously.