

CHAPTER 14: NEIGHBORHOOD D

URBAN NEIGHBORHOOD NORTH

PLANNING CONTEXT

The Urban Neighborhood North is primarily a single-family neighborhood with a handful of multi-family complexes. The neighborhood is generally bounded by the area just north of the Union Pacific Railroad to the north, Moorland Road on the west over to Calhoun Road to the southwest, the National Avenue corridor to the south, and 124th Street to the east (Figure 14.1). The area is home to a large percentage of New Berlin residents. It is largely built out with a mix of some of the city's oldest and newest developments. The area is predominately served by sewer and water, and there are many neighborhood amenities such as parks, golf courses, and trails.

The Urban Neighborhood North includes older subdivisions from the 1940's, 1950's and 1960's along with newer subdivisions throughout. Some of these developments relate well and are connected to others by streets or sidewalks, while other subdivisions feel disconnected from the rest of the city. These subdivisions are primarily single family neighborhoods; in order to access other uses such as commercial facilities, an automobile is typically required. Cul-de-sacs throughout the neighborhood prevent access between subdivisions often prohibiting the movement of both pedestrian and vehicular traffic.

While these areas are largely built, and major changes in design are not feasible, incremental changes should be pursued to create a better sense of neighborhood. Improved pedestrian facilities within and between subdivisions should be explored.

At the same time, it is important to emphasize maintenance of the existing housing stock and public infrastructure. As many of the early subdivisions age, concerns may arise about deferred maintenance. The design of storm water facilities in this urban area appear to be based on rural standards, which will continue to create long-term issues for the City. The City will need to be diligent both in monitoring housing conditions as well as its own facilities. Eventually more aggressive code enforcement programs may be needed.

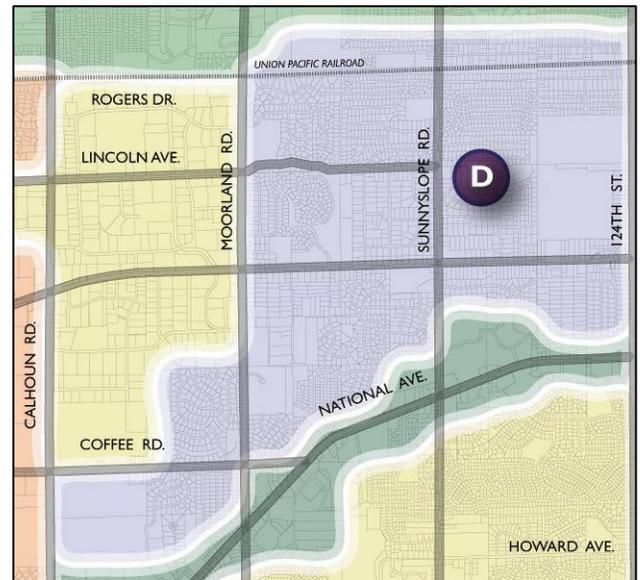


Figure 14.1. Neighborhood D Context Map.

Even though the area is largely developed, there will be continued pressure for redevelopment of existing developed areas or infill development of difficult sites. Compatibility standards will be needed for the City to ensure that these developments help to strengthen the overall unity of design in the neighborhood.

PUBLIC INPUT

Initial Neighborhood Meeting

On January 14, 2009, residents and property owners in Neighborhood D met to learn about the comprehensive planning process and discuss preferences in regards to various images. For the survey, attendees were instructed to rate individual images based on two factors: 1) whether or not the use was desirable for their neighborhood, and 2) whether or not they liked the overall image. Prompts were provided with each image, e.g. “setback”, “building character”, etc., that helped to focus the rating for each image. Thirty-four attendees completed the image preference survey. Additional information regarding these surveys is provided in Figure 14.2.

Attendees were to rate the images only for their neighborhood, not the entire city. After the survey, attendees had an opportunity to discuss what uses they would like to see in New Berlin as a whole. The highest-rated images for the following two categories are shown within this chapter. These categories had average scores that were positive overall, indicating support for these uses or character.

- Road Design – Desired characteristics included streets that had drainage areas in lieu of curb and gutter, landscaping along the street right-of-way, and fencing.
- Open Space – Preferred open space characteristics included retaining the overall natural and environmental areas, maintaining views of the natural areas, and the inclusion of off-road paths and trails.

New Berlin Comprehensive Plan Update

DESIGN PREFERENCE SURVEY
BACKGROUND INFORMATION - Neighborhood D (33)

1. **WHAT IS YOUR GENDER?**
 - FEMALE = 32.2%
 - MALE = 67.8%
2. **HOW MANY PEOPLE LIVE IN YOUR HOUSEHOLD ON A REGULAR BASIS?**
 - 1 = 6.2%
 - 2-3 = 65.6%
 - 4-5 = 25.0%
 - 6 OR MORE = 3.1%
3. **OF THOSE LIVING IN YOUR HOUSEHOLD, HOW MANY ARE CHILDREN (UNDER THE AGE OF 18 YEARS OLD)?**
 - 0 = 71.8%
 - 1-2 = 25.0%
 - 3-5 = 3.1%
 - 6 OR MORE
4. **WHAT IS YOUR AGE?**
 - UNDER 18 YEARS OLD
 - 18-24 YEARS OLD
 - 25-34 YEARS OLD = 3.1%
 - 35-44 YEARS OLD = 15.6%
 - 45-54 YEARS OLD = 31.2%
 - 55-64 YEARS OLD = 31.2%
 - 65 YEARS OR OLDER = 18.7%
5. **HOW LONG HAVE YOU LIVED IN NEW BERLIN?**
 - LESS THAN A YEAR
 - 2-3 YEARS
 - 3-5 YEARS = 3.0%
 - 6-10 YEARS = 6.0%
 - 11-20 YEARS = 33.3%
 - MORE THAN 20 YEARS = 57.5%
 - DO NOT LIVE IN NEW BERLIN
6. **WHAT TYPE OF RESIDENTIAL BUILDING DO YOU LIVE IN?**
 - SINGLE FAMILY = 97.0%
 - DUPLEX = 3.0%
 - MULTI-FAMILY (MORE THAN 2 UNITS)
 - CONDOMINIUM
 - MOBILE HOME
 - ELDERLY HOUSING
 - OTHER (PLEASE SPECIFY)
7. **DO YOU OWN OR RENT YOUR HOME?**
 - OWN = 97.0%
 - RENT = 3.0%
 - OTHER (PLEASE SPECIFY)
8. **WHERE DO YOU LIVE IN NEW BERLIN? (USE MAP ON BACK OF THIS PAGE)**
 - AREA A
 - AREA B
 - AREA C
 - AREA D
 - AREA E
 - AREA F
 - AREA G
 - AREA H
 - AREA I
 - AREA J
9. **DO YOU WORK IN NEW BERLIN?**
 - YES = 18.1%
 - NO = 81.9%
10. **PLEASE WRITE AN "X" TO INDICATE THE TYPES AND NUMBER OF PROPERTIES YOU OWN IN NEW BERLIN:**

	1 property	2-3 properties	4 or more properties	I do not own this type of property
Residential	33	1		
Commercial				4
Industrial				4
Other	2			4

Figure 14.2. Background Information Summary for Neighborhood D Listening Session Survey Respondents.



Figure 14.3. Neighborhood D Review Meeting on April 8, 2009.

Attendees also rated images for the following five categories. The average scores were negative, indicating limited support for these categories.

- Business Office / Light Industrial
- Commercial Retail
- Commercial Signage
- Multi-Family Housing
- Parking

Subsequent discussion supported that these uses were not desirable in the neighborhood. The full summary of highest-rated and lowest-rated images for Neighborhood D can be found in Appendix K.

Neighborhood Review Meeting

Neighborhood D reconvened on April 8, 2009 to review future land use recommendations (see Figure 14.3). Comments included thoughts about alternative transportation, water availability, and open space preservation. Some attendees inquired about the status of development at Cleveland Avenue and Sunny Slope Road, and the deteriorating condition of Cleveland Avenue throughout the neighborhood. City staff explained that the County is responsible for Cleveland Avenue, and that previously, Cleveland Avenue was set for expansion from 124th Street to west of Calhoun Road. Those plans were tabled. In regards to the impact of development at Cleveland Avenue and Sunny Slope Road, City staff explained that an “ultimate right-of-way” has been established, and that building placement in the intersection has already accounted for this right-of-way.

Attendees also expressed concern regarding the amount of truck traffic on Cleveland Avenue, and inquired as to whether the City had a map of truck routes. At the time of the meeting, City staff members were in the process of completing such a map. Other attendees discussed the parking problems for the Cleveland Pub, and recommended that drivers use the senior center parking lot in lieu of parking on the street.

One attendee expressed the importance of the land just north of ProHealth Care Park that is located just east of residential properties on Sunny Slope Road. The attendee recommended that the City or another entity purchase the land for preservation as open space. Questions were also presented as to the plan for adding City water to the east portion of Neighborhood D. As of the time of the meeting, City

staff members explained that they were waiting for approval for Milwaukee water by the Wisconsin Department of Natural Resources (DNR).

Attendees inquired as to the plans to give children and families in the neighborhood pedestrian and bicycle access to Eisenhower High School. It was noted that residents cannot safely access either Eisenhower or New Berlin West High School by bike or on foot. Similarly, attendees wanted to hear more of the City's thoughts on where bike lanes would be located in the future, and who would maintain the paths.

Concerns were raised as to the number of banks and churches in the area; discussion ensued regarding how to limit the size of these establishments since the use itself cannot be prohibited. Attendees also voiced that building codes should be updated to encourage energy efficient and sustainable buildings overall. City staff explained that building codes are regulated by the State of Wisconsin, but that the Zoning Code could be reevaluated to include more sustainable elements.

VISION

The Urban Neighborhood North shall continue to be a series of well-maintained, single-family neighborhoods served by neighborhood amenities such as parks, pedestrian connections to adjacent neighborhoods and nearby shopping areas. Both the public infrastructure and the private housing stock should be maintained. New development and redevelopment should complement the residential character of the area. In compliance with State Smart Growth Legislation, the city should also encourage infill residential development of quarter acre lots or larger to match the existing character of the neighborhood.

DEVELOPMENT POLICIES

1. Create flexible but predictable compatibility standards for new construction and redevelopment related to site planning, building design and materials, landscaping, buffering, access, signage, and other land use impacts.
2. Maintain public infrastructure in the neighborhood, including streets and sewer services, to maintain property values.



Figure 14.4. Highest-Rated Image for Open Space.



Figure 14.5. Second Highest-Rated Image for Open Space.



Figure 14.6. Third Highest-Rated Image for Open Space.

3. Monitor housing conditions and nonconforming uses, and periodically assess the need for targeted building and Zoning Code enforcement programs. Explore the use of revolving loans to fund renovations in targeted areas.
4. Complete the linear greenway system to connect the City Center with the neighborhood.
5. Explore additional pedestrian and bicycle connections between subdivisions as a way to create a sense of “neighborhood” beyond individual subdivisions. Also explore connections between subdivisions and nearby commercial shopping and civic areas, such as parks, schools, and the Civic Center. Use the plan prepared by the Alternative Transportation Plan Committee as a guide to a network of trail facilities.
6. Target focused efforts on resolving stormwater problems in certain areas experiencing the worst problems, specifically Underwood Creek and the Root River area, Honey Lane, Elm Grove Road, West Overland Trail, and Sherwood Drive. Since 2009, the Stormwater Utility has been working to address these issues.
7. Explore the use of landscaped medians where feasible.
8. Remain committed to the Civic Center campus as the center of local government functions for the long-term future. Evaluate opportunities to expand the civic center campus with potential purchase of the land on the SE corner of Coffee and Calhoun Road, consistent with a conceptual civic center plan from the 1970’s.

AGRICULTURAL AND CULTURAL RESOURCES

No agricultural resources have been identified within Neighborhood D.

Neighborhood D includes one designated historic district, the Conrad Park-Needham Farm, as identified by the City of New Berlin. In addition, Neighborhood D is home to the Woodmont Golf Club, c. 1907, referred to today as the New Berlin Hills Golf Course. The Woodmont Golf Club was the first commercial recreational development in the city. Refer to Chapter 4 for the city-wide New Berlin Landmarks map.

Survey Results: Open Space

Figures 14.4 through 14.6 illustrate the three highest-rated images for open space in Neighborhood D. Preferred open space characteristics

included retaining the overall natural and environmental areas, maintaining views of the natural areas, and the inclusion of paths and trails.

NATURAL RESOURCES

Sensitive features in Neighborhood D include primary and secondary environmental corridors and flood fringe. In addition, potential soil limitations exist that should be considered when reviewing plans for redevelopment in the neighborhood.

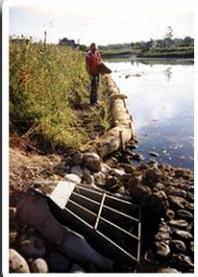
Refer to Chapter 5 – Agricultural & Natural Resources and the applicable regulating agencies for natural resources maps and additional information.

Neighborhood D is planned primarily for Urban Residential with targeted locations for Institutional Zoning and Parks. In this regard, most of Neighborhood D is currently developed and there is limited space for implementing large-scale BMPs (Figure 14.9).

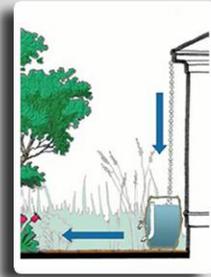
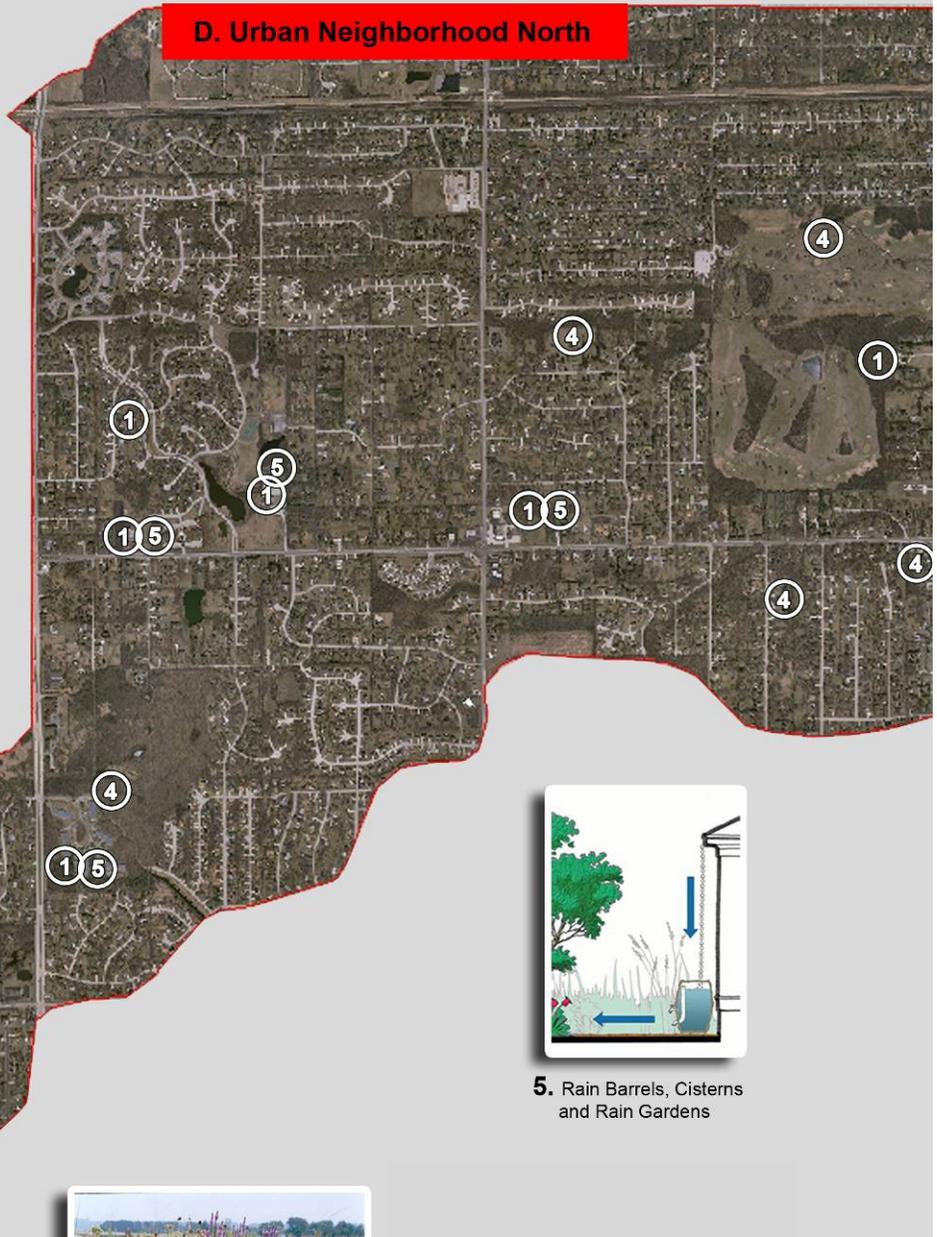
D. Urban Neighborhood North



1. Vegetated Filter Strips and Swales



4. Stream Bank Stabilization, Morphology and Improved Wildlife Habitat



5. Rain Barrels, Cisterns and Rain Gardens



6. Prairie



New Berlin, WI
Best Management Practices Location Map

Figure 14.9. Neighborhood D Best Management Practices.
Source: Applied Ecological Services, Inc.

Recommendations

The recommendations listed below correspond with the numbers and symbols shown on Figure 14.9:

1. The Institutional areas show little potential for adding on and implementing recessed parking or cul-de-sac islands. However, there are opportunities to implement vegetated filter strips and swales in these Institutional areas. Retrofitting existing swales provides the first defense in the stormwater treatment train by filtering pollutants and reducing stormwater runoff velocity and volume. By providing a longer residence time for runoff, vegetated swales increase the opportunity for evapotranspiration which not only reduces volume but also leaves pollutants behind to be absorbed by the vegetation. Vegetated swales can be flatter than typical turf grass swales to increase residence time and to promote infiltration and evapotranspiration. This increases the spacing of catch basins or can eliminate the need for piped storm sewer conveyance in new construction.
2. This number is reserved for bio-filter infiltration basins, which are not recommended for specific locations in the neighborhood. Should property owners in the neighborhood propose to install bio-filter infiltration basins, the appropriateness of such basins should be determined based on property characteristics.
3. This number is reserved for recessed parking lot and cul-de-sac islands, which are not recommended for specific locations in the neighborhood. Should property owners in the neighborhood propose to install recessed parking lot and cul-de-sac islands, the appropriateness of such basins should be determined based on property characteristics.
4. Stream banks along tributaries to the Deer Creek and the Root River should be inspected for areas that need to be stabilized to prevent further soil erosion in Regal North Park and New Berlin Hills Golf Course as well as along Cleveland Avenue immediately south of the golf course. In conjunction with the above-mentioned BMPs, stream bank stabilization will improve aquatic wildlife thereby providing opportunities downstream for recreation.

Forested areas in Regal North Park and Lions Park should be inventoried to preserve high-quality trees and encourage healthy

savannahs. Woodland areas provide excellent wildlife habitat as well as picnic and recreation areas.

5. To further reduce the velocity and quantity of stormwater runoff from building roofs, rain barrels, cisterns, and rain gardens can be implemented. Rain barrels collect downspout drainage rather than allowing it to drain across parking lots and into storm sewer systems. Rain collected in rain barrels can be re-used to irrigate landscape areas. Rainwater collected in cisterns can be used for irrigation as well as for building lavatory facilities. Rain gardens are localized infiltration basins that provide a means for stormwater runoff to cool, infiltrate and recharge the groundwater.

6. There is also an opportunity to restore upland prairie areas located in the conservancy area adjacent to the potential future regional detention basin. The active recreation areas in Lions Park can also be augmented with prairie in its existing open areas. Nature trails can be provided throughout the park to allow residents to enjoy the wildlife and native landscape.

EXISTING TRANSPORTATION

The existing transportation system in Neighborhood D is comprised of a roadway network, bicycle/pedestrian facilities, and rail service.

Roadway Network

New Berlin classifies its roads under the following functional classification: principal arterials, primary arterials, standard arterials, collectors and local streets. The roadways in Neighborhood D are comprised of primary arterials, standard arterials, collectors and local streets as listed below:

Primary Arterials accommodate inter-community and intra-community trips and traffic. Design speeds tend to be between 35 and 55 miles per hour. Access is not limited as in principal arterials. The primary arterials in Neighborhood D are summarized below.

- Moorland Road (County Hwy O) – four travel lanes
- Cleveland Avenue (County Hwy D) – two travel lanes

Standard Arterials accommodate inter-community and intra-community traffic. They operate at slightly lower speeds than principal and primary arterials. Standard arterials provide more connections with individual parcels of land comprised of residential and commercial uses. The standard arterials in Neighborhood D are summarized below.

- Coffee Road – two travel lanes
- Calhoun Road – two travel lanes
- Sunny Slope Road – two travel lanes
- 124th Street – two travel lanes

Collectors provide the connection between arterials and local streets and serve both local and through traffic in residential neighborhoods, commercial areas and industrial areas. They distribute trips from the primary and standard arterials to the local streets and they collect traffic from the local streets and channel it onto the arterial system. Collectors should be designed to accommodate a balance of through traffic and access to adjacent residences, businesses and industry. The collector roadway in Neighborhood D is listed below.

- Lincoln Avenue – two travel lanes



Figure 14.10. Highest-Rated Image for Road Design.



Figure 14.11. Second Highest-Rated Image for Road



Figure 14.12. Third Highest-Rated Image for Road Design.

Local Streets comprise all land access streets designed to serve local traffic that is not part of the higher classified street network. In New Berlin, this includes streets serving residential, commercial and industrial areas. Local streets operate at the lowest posted speed limits and provide the most direct access to individual parcels of land.

Bicycle & Pedestrian Facilities

As shown on Figure 6.16, in Chapter 6, the existing facilities in Neighborhood D are described below.

On-Road Facilities:

- Moorland Road
- Sunny Slope Road
- Cleveland Avenue

Off-Road Facilities:

- New Berlin Recreational Trail

Public Transit

MCTS Route 6 New Berlin Industrial Park Express services this area. In general the service begins in the City of Milwaukee, heads to Brookfield Square Mall, then onto the New Berlin Industrial Park with a few stops along Moorland Road and then ending at Buy Seasons just off Small Road. Route 6 is now providing service to bring employees to some specific businesses including FedEx SmartPost, BuySeasons, Inc., as well as other business along the route. There is funding for approximately 4 years. Service started approximately August 2014.

School busing is provided for the public, private and parochial schools in the City.

Rail Service

The **Union Pacific** freight rail line runs through the northern portion of the City of New Berlin between, and parallel to, Lincoln Avenue and Greenfield Avenue. Spurs from this line serve the New Berlin Industrial Park.

FUTURE TRANSPORTATION

Survey Results: Road Design

Figures 14.10 through 14.12 illustrate the three highest-rated images for road design in Neighborhood D. Desired characteristics included streets that had drainage areas in lieu of curb and gutter, landscaping along the street right-of-way, and fencing.

Roadway Network

Cleveland Avenue: The SEWRPC Year 2035 Recommended Regional Transportation System Plan identifies additional capacity needed on Cleveland Avenue. The SEWRPC plan recommends widening Cleveland Avenue to a four-lane facility through the City of New Berlin from 124th Street to State Hwy 164 in the City of Waukesha. The City of New Berlin does not support this expansion in the vision of the 2020 Comprehensive Plan. Waukesha County's reconstruction project for Cleveland Avenue is currently on hold.

SEWRPC staff is currently preparing a major review and update of the regional land use and transportation plans for Southeastern Wisconsin. This effort, called VISION 2050, is expected to be completed in 2016. Vision 2050 will replace the current year 2035 plans, extending the design year of the plans to 2050. It should be noted that the SEWRPC plans are advisory only. Refer to the SEWRPC VISION 2050 plan for the most updated information related to their regional planning efforts and recommendations.

Coffee Road (National Avenue to Racine Avenue): In 2013 and 2014, the City reconstructed Coffee Road from National Avenue to Racine Avenue. The project was completed in two phases. The first phase, Calhoun Road to Racine Avenue, consisted of widening the pavement to a rural cross-section with two 12-foot wide driving lanes, a 5-ft wide paved shoulder and 3-foot wide crushed aggregate shoulder on both sides of the roadway. The second phase, Calhoun Road to National Avenue consisted of a rural cross section that transitioned into an urban cross section at St. Francis Drive. The urban cross section from St. Francis Drive to National Avenue includes curb and gutter, off-road side paths, on-road bike lanes and decorative street lighting. Storm water management improvements were also incorporated into this project.

Bicycle & Pedestrian Facilities

As shown on Figure 6.16, Chapter 6, the following facilities are currently proposed in Neighborhood D.

Proposed On-Road Facilities:

- An on-road bike lane was included with the Coffee Road reconstruction project.

On-road bike paths should include striping and signage to identify the lane. Where topography and road width permit, signage should encourage drivers to change lanes when passing bicyclists.

Public Transit

The City should work with the local transit systems to maintain the existing routes within the City and look for opportunities to expand and improve the transit system.

Rail Service

The City should work with Union Pacific to maintain the existing freight rail line and the service to the New Berlin Industrial Park.

ECONOMIC DEVELOPMENT

According to 2009 estimated tax levies, Neighborhood D comprises 16.6% of the total tax levy for the City. The neighborhood has an estimated assessment value of approximately \$785 million, with a tax levy of approximately \$4,151,000.

Brownfields

One brownfield has been identified in Neighborhood D with an unknown petroleum risk (Figure 14.13). Petroleum risk applies only to petroleum discharges from underground and aboveground tank systems, and is used to determine agency jurisdiction. The Wisconsin Department of Natural Resources (DNR) has jurisdiction for review of high-risk sites and sites also contaminated with non-petroleum substances. The Wisconsin Department of Commerce has jurisdiction for all other sites with discharges from petroleum tanks. High risk factors are:

- confirmed contamination in a water supply well above a Chapter NR 140 preventive action limit,

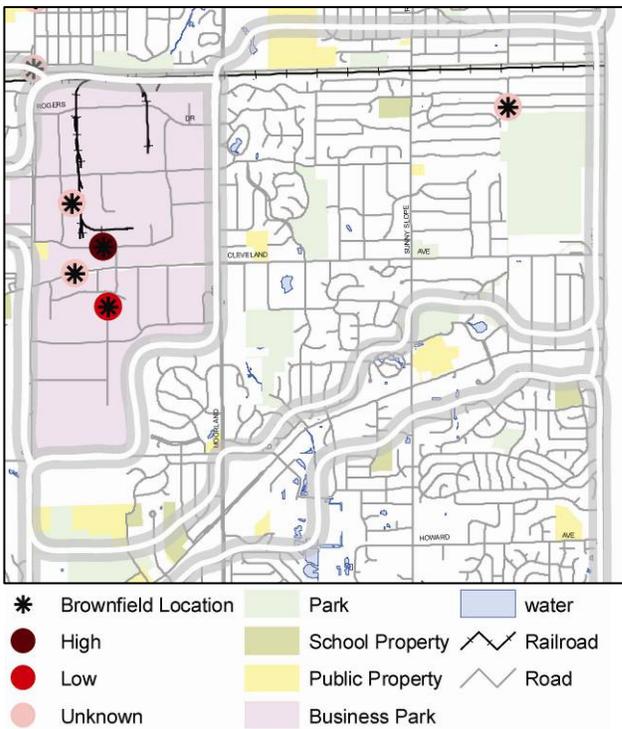


Figure 14.13. Brownfields in Neighborhood D.
Source: WIDNR Bureau for Remediation and Redevelopment

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- confirmed free petroleum product with a thickness of .01 feet or more,
 - groundwater contamination above an NR 140 enforcement standard within 1,000 feet of a well operated by a public utility,
 - groundwater contamination above an NR 140 enforcement standard within 100 feet of any other water supply well, and
 - groundwater contamination above an NR 140 enforcement standard in fractured bedrock.

The brownfield in Neighborhood D is located at 13175 West Graham Street, and is a Leaking Underground Storage Tank (LUST). The City should review the status of this brownfield if development activities take place on or around the site.

Recommendations

Economic development policies for the Urban Neighborhood North are largely guided by the 1994 Business Retention and Expansion Study, and the 2002 Economic Development and Revitalization Plan. The 1994 Business Retention and Expansion Study provided a number of recommendations for implementing successful business strategies throughout the City. Recommendations from the 1994 plan have been excerpted and included in Chapter 2: Issues and Opportunities. Many of the 2002 Economic Development and Revitalization Plan recommendations are for commercial uses, which are not supported in Neighborhood D. Economic development for Neighborhood D should be driven by housing redevelopment and sustaining property values.

Based on these recommendations, Neighborhood D should continue to encourage neighborhood amenities that support the needs of residents. Encouraging walkability to and from these commercial, retail, and office destinations will enhance neighborhood livability and support the level of economic development desired by the neighborhood.

HOUSING

The Urban Neighborhood North provides an abundance of single-family housing with supporting multi-family developments along the perimeter of the neighborhood. Existing development densities are considered to be desirable by residents and should remain.

Recommendations

As the housing stock ages and requires various improvements, the City should encourage homeowners to incorporate sustainable building strategies and site development techniques. Among the benefits to homeowners would be decreased stormwater fees and substantial energy savings.

Any efforts to redevelop or renovate multi-family developments in the neighborhood should incorporate universal design elements to provide greater accessibility for current and future residents.

LAND USE

The residential fabric of the Urban Neighborhood North should be maintained. Future land uses should remain as originally designated in the 2001 Growth and Development Master Plan. There should be no conversion of residential properties to commercial uses along the east side of Moorland Road, with the exception of the seven parcels that are zoned O-3 and immediately south of the gas station located at the SE corner of Moorland Road and Cleveland Avenue. The Future Land use for the portion of those parcels that are currently zoned O-3 should have a Future Land Use designation of Suburban Commercial in order to be consistent with the current O-3 zoning.

A Mixed-Use residential parcel has been changed to Park along Sunny Slope Road, north of the railroad. This recommendation was incorporated into the initial Future Land Use Map adopted in 2009.