CHAPTER 18: NEIGHBORHOOD H

WESTRIDGE & MOORLAND ROAD

Revisions approved by Council on 10/13/2015 via Ordinance #2553.

PLANNING CONTEXT

The Westridge and Moorland Road neighborhood is comprised of a mix of single-family residential, multi-family residential, commercial and industrial properties. It is generally bounded to the north by the northern limits of Section 27, to the west by properties just west of Emmer Drive and Westridge Drive, College Avenue to the south, and to the east by properties just east of Moorland Road (Figure 18.1). The area is distinct in that it provides a community of industrial properties known as the Westridge/Towne Corporate Business Park.

Figure 18.1. Neighborhood H Context Map.

The area around the Interstate 43 / Moorland Road interchange is an example of how major public investment can alter the perception and orientation of a community. This intersection has become the new regional front door into the City of New Berlin. It is also an example of how good planning can capitalize on transportation and market opportunities. While the Westridge and Moorland Road area has served as the major economic engine over the past decade, Westridge also serves as a center for jobs (Figure 18.2). Through the use of sound planning principles, including creative financing techniques, the City has helped solidify the area as an employment center.

Current planning efforts include reaching full build-out, and creating a transition from high-intensity uses in the neighborhood core to surrounding low-intensity land uses. Recent changes in and around the neighborhood include the addition of a medical campus, the construction of roundabouts, and major commercial developments to the south in the City of Muskego. All of these developments impact future planning decisions in Neighborhood H.

Figure 18.2. Westridge Business Park.

PUBLIC INPUT

Initial Neighborhood Meeting

On April 23, 2008, residents and property owners in Neighborhood H met to learn about the comprehensive planning process and discuss preferences in regards to various land uses. Because the neighborhood is primarily business park land and is expected to continue to grow in this type of development, an image preference survey was not conducted. Appendix K provides the full summary of highest-rated and lowest-rated images as determined by other neighborhood meetings. The highest-rated images for "business office and light industrial" should be considered as development and redevelopment occurs within the neighborhood.

Neighborhood Review Meeting #1

On October 22, 2008, City staff held a review meeting for the Westridge and Moorland Road neighborhood. No attendees arrived for the meeting, and the information was tabled until the second review meeting.

Neighborhood Review Meeting #2

Neighborhood H reconvened on February 4, 2009 to review future land use recommendations. Construction along Grange Avenue was a topic of discussion; City staff explained that only minor intersection improvements would be made to the roadway as development occurred adjacent to the corridor. There were no plans at that time for Grange Avenue to be expanded to a four-lane road. Attendees learned that the future land use plan proposed additional industrial land on the edges of the existing Westridge Business Park. It was acknowledged that industrial land was important to the tax base for New Berlin, although concern was raised regarding the preservation of farmland in and around the neighborhood.

City staff discussed the proposed traffic management plan for both Neighborhoods G and H. The following items were discussed as traffic management strategies separate of the proposed concept plan for Neighborhood H:

- Moorland Road is currently a two-lane road from College Avenue to Grange Avenue. The traffic in that area warrants a four-lane expansion regardless of new development.

- The intersection of Moorland Road and Grange Avenue exhibits traffic backups that may require an extension to the left turn lane north onto Moorland Road and right turn lanes where appropriate.
- Roundabouts might be a possibility at various intersections.

Development in the area would only require additional turn lanes and access points. The City would look to developers for assistance for roadway improvements.

Neighborhood Review Meeting #3

On April 20, 2009, interested parties attended the final review meeting for both Neighborhoods G and H. City staff reiterated that the alternative transportation plan would place focus first and foremost on placing shoulder paths within rights-of-way.

Discussion ensued regarding the proposed development concepts in Neighborhood G and the resulting impact on Neighborhood H. Topics included the sewer interceptor, impact on the schools and traffic, and the preservation of scenic views in and around the neighborhood.

CHAPTER 17 UPDATE – 2014 - 2015

Summary Update and Public Participation Activities including several Neighborhood Focus Group Meetings, Discussions, and Open Houses for the South Moorland Road Corridor Sections 34 and 35.

The Department of Community Development has actively been going through the process of seeking public input on the Master Planning of Section 34 and 35 now referred to as South Moorland Road Corridor. The Section 34 and 35 Master Planning area is generally bounded by Sunny Slope Road to the East, Moorland Road to the West, Grange Avenue to the North and College Avenue to the South.

In 2012, the City undertook the task of preparing a Comprehensive Plan Amendment for the Section 35 – South Moorland Road Corridor area. As part of that process a series of four Focus Group meetings were held to gather input from residents within the neighboring areas. This amendment included the expansion of the Business Park/Industrial area by about 200 acres. During the focus group meetings, Staff and the elected officials received significant community opposition to the proposed changes. The Common Council made the decision to end

discussions on any amendments to Section 35 prior to the project being presented to the Plan Commission.

In January of 2014, the City organized a meeting with concerned residents from the neighborhoods to the east of Section 35 regarding the future planning of this area. There was an interest in renewing the 2012 project in order for the City and residents to have more control in the ultimate build-out of the South Moorland Road Neighborhood by setting up the land uses, development policies and Zoning Code regulations for the area prior to development occurring. After that meeting the Department of Community Development began the process to re-evaluate the land uses and Comprehensive Plan for this area.

Significant outreach took place throughout 2014 and 2015 to meet with neighborhood representatives to the to the east, residents along both College Avenue and Grange Avenue, the current land owners and/or their representatives within Section 35 and the community as a whole.

Please refer Chapter 17 - Neighborhood G for additional information about the full update the process and a complete list of all meetings and public participation activities.

VISION

Westridge/Towne Corporate Business Park should be expanded as a major economic center for the City. The Business Park should continue to set an example of high standards in architecture, site planning, and sustainable practices. Primary uses should promote light manufacturing and office complexes. Hotels, clinics, entertainment (i.e. restaurants, shopping center, and cinemas), and retail should serve as supporting uses.

Even though neighborhood H is unique, it cannot be independently planned separately from neighborhood G. The two neighborhoods are integrated and will share land uses, new roadway and trail connections and should be considered as one cohesive area.

The vision for the South Moorland Road Corridor includes the following elements that have been incorporated into the development of the plan:

- A business community that focuses on sustainable site and building design.

- Emphasis on preservation of significant environmental features such as: wetlands, woodlands, tree rows, floodplain and environmental corridors.
- Focus on green infrastructure and creative storm water management elements.
- A system of meaningful pedestrian connections to create a walkable and connected community.
- Focus on sound planning and architecture practices.
- Layout that includes a mix of retail, commercial, office and light manufacturing within the Business Park/Industrial area.
- Provide residential subdivisions utilizing conservation style design to preserve the environmental features.
- Allow for flexible site design for both residential and non-residential development by creating Zoning Code standards that promote creativity and sustainability.
- Require significant buffers between contrasting uses and main thoroughfares.
- Provide a regional park complex.

DEVELOPMENT POLICIES

1. Emphasize mixed use developments with light industrial and office as the dominant land uses. Supporting hospitality related uses (i.e., hotels and table service restaurants) should complement the primary uses.
2. Allow mixed use development to extend south of the Westridge / Towne Business Park along Moorland Road to the City limits. In particular, pre-planned coordinated shopping centers are desired at both corners of the College Avenue and Moorland Road intersection.
3. Use low-intensity office or neighborhood-oriented retail as a buffer between the industrial areas and the residential areas to the north and west.
4. Allow additional business office uses east of Moorland Road to respond to the growing interest in New Berlin. Additionally, allowing more office uses should help to offset tax increases and reduce development impacts on the school district. Business park/industrial, office, commercial and/or retail uses should be separated from residential areas with open space, vegetative buffers, new landscaping, and existing environmental features including wetlands, woodlands, existing tree rows, floodplain and environmental corridors. In addition, uses complementary to the park complex may also be considered if their size and scope are

determined to be compatible and well integrated with adjacent land uses (i.e. do not encroach into woodland, wetland, & floodplain areas, the site and architecture are designed to fit the area & compatible with immediately adjacent land uses, do not adversely impact traffic & circulation and serve the community).

5. Now that the interceptor has been installed to service this area with sewer and water, continue to pursue the extension of local sewer and water mains to accommodate new development in the Section 35 area.
6. Encourage the continuation of agricultural uses as long as the property owners so desire. As agricultural lands transition to residential developments, the subdivision design could incorporate farming and agriculture uses as viable open space options.
7. In conjunction with Waukesha County, the City should establish a traffic management plan for the area around the Moorland Road and College Avenue intersection so that as new development occurs, traffic can be efficiently managed.
8. Require traffic impact studies to be submitted for new construction as indicated in the City Zoning Code requirements. The City should ensure that impact studies include consideration of the surrounding area at full build-out.
9. Require coordinated, pre-planned concepts/development proposals to ensure a cohesive and coordinated development pattern. Developments must take into consideration how adjacent parcels would be developed.
10. Development proposals shall include appropriate utility easements and/or roadway reservations or dedications to ensure public infrastructure (utility or roadway) extensions/connections and a coordinated development pattern are achieved.
11. Any future development requiring coordinated access and/or utility extensions in this area may require the applicant to submit a surety instrument to the City to cover future public improvements and cost contributions.
12. All utility extensions shall be at the expense of the developer. The City shall endeavor to collect funds from future developments that connect into the utilities where appropriate and collected funds shall be redistributed back to the developer that installed the infrastructure.
13. Maintain a transportation system that minimizes cut-through and business-related traffic in adjacent residential areas.

14. Ensure that lighting follows Zoning Code requirements so that any impact is minimized on surrounding properties.
15. Require alternative stormwater management techniques, both regional and site specific.
16. Encourage green / sustainable / LEED's building and site development techniques for new development as outlined in this Plan.
17. Continue working with the City of Muskego to ensure compatible uses and traffic circulation.
18. Include on-road bike paths for new streets and on existing streets where the right-of-way allows installation to be possible.
19. Request that Waukesha County accelerate the widening of Moorland Road to four lanes.
20. The City should give consideration to the use TID, BID, or other economic development tools to fund necessary public improvements.

AGRICULTURAL AND CULTURAL RESOURCES

No designated landmarks have been identified in the Westridge and Moorland Road area by the New Berlin Landmarks Commission and the City. Refer to Chapter 4 for the City-wide New Berlin Landmarks map, Agricultural and Cultural Resources.

NATURAL RESOURCES

PLEASE NOTE A REGIONAL STORM WATER MANAGEMENT PLAN IS CURRENTLY UNDERWAY AND EXPECTED TO BE COMPLETED SEPTEMBER 2015 FOR THE SECTION 34/35 AREA. PLEASE REFER TO THAT STUDY FOR MORE SPECIFIC STORM WATER MANAGEMENT DETAILS.

Neighborhood H is planned primarily for the Business Parks land use category, with some Mixed Use Residential areas near the northeast portion of the site. Some significant environmental features exist throughout the area (Figure 18.3). In addition, potential soil limitations exist that should be considered when reviewing plans for development in the neighborhood (Figure 18.4).

Sensitive features include streams, floodplains, and environmental corridors located in the neighborhood (Figure 18.3)

Within the business office areas, there may be limited space for implementing large scale BMPs, however there are opportunities for small-scale BMPs. (Figure 18.5).

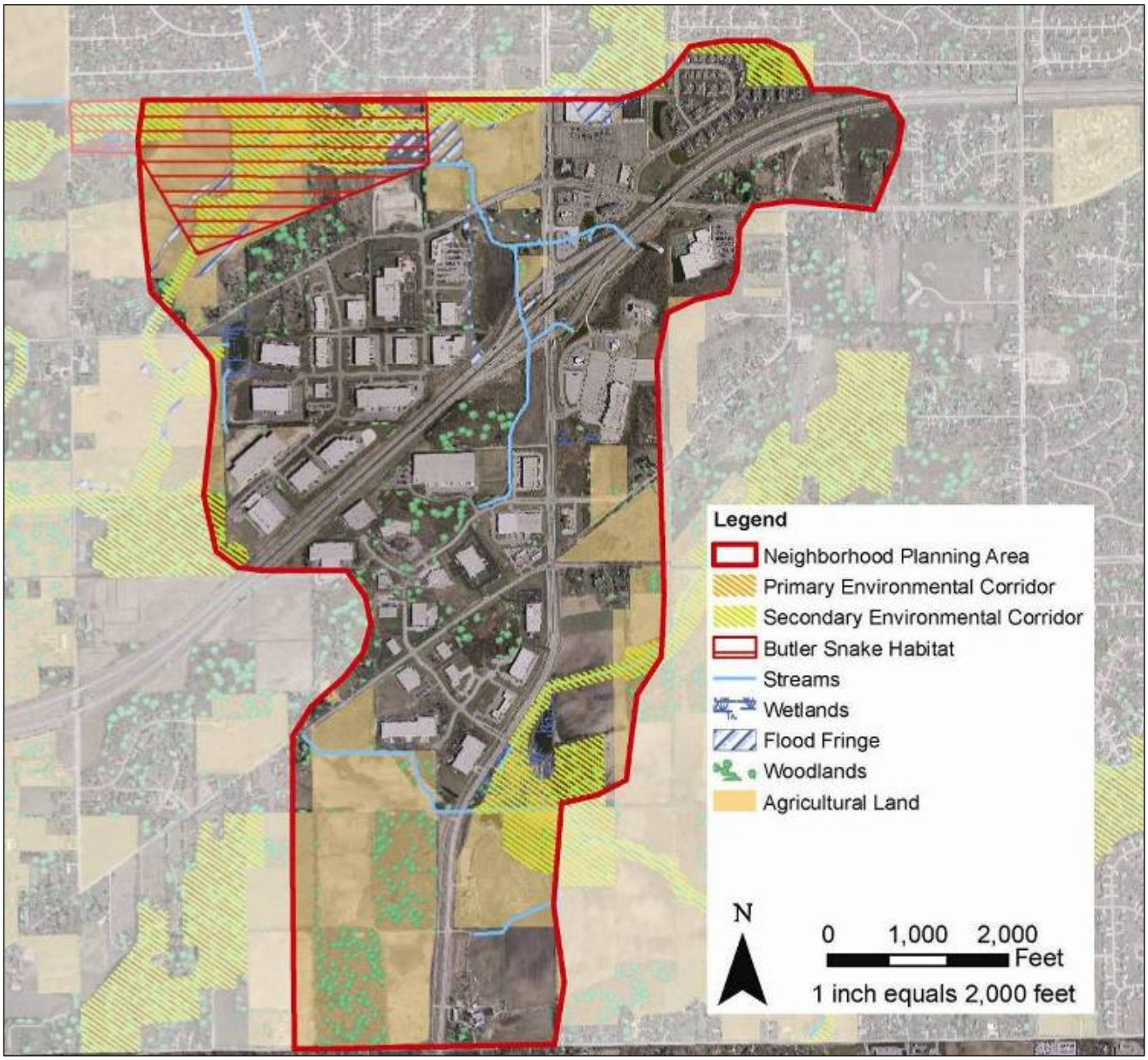

Figure 18.3. Natural Features Map for Neighborhood H.
Source: Applied Ecological Services, Inc.

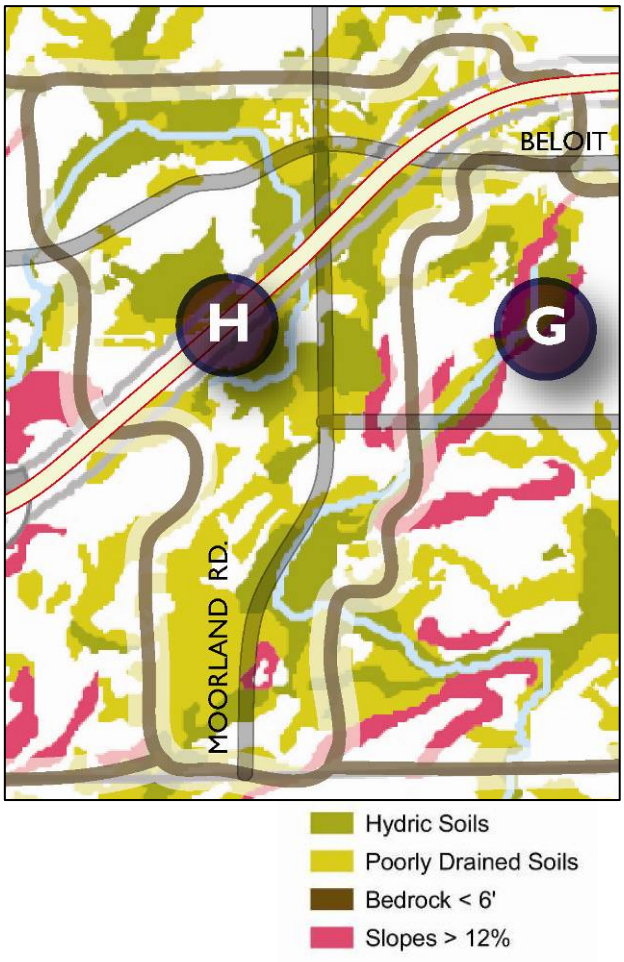

Figure 18.4. Potential Soil Limitations in Neighborhood H.
Source: NRCS, SEWRPC, & Waukesha County.

Recommendations

The recommendations listed below correspond with the numbers and symbols shown on the map in Figure 18.5:

1. Vegetated swales are also effective in filtering pollutants and reducing stormwater runoff velocity, in direct contract to piped storm sewer conveyance systems. They can be implemented in narrow locations typically found between buildings and parking lots found throughout business and industrial complexes. 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. Since the southern portion of the neighborhood has not yet been developed, bio-filter infiltration basins can be provided as an alternative to detention basins along the southern portion of the neighborhood to promote infiltration and groundwater recharge near existing wooded wetland.

3. Recessed parking lot islands can be incorporated into the many parking lots that are required for business and industrial buildings. Parking lots can be pitched toward recessed islands containing native vegetation that filters pollutants from stormwater runoff. This also reduces the amount of curb and storm sewer required for drainage. Furthermore, native vegetation withstands pollutants such as hydrocarbons and road salts more effectively than turf grass.

4. Stream banks along Calhoun Creek across the northwest portion of the neighborhood should be inspected for areas that need to be stabilized to prevent further soil erosion. In conjunction with the above-mentioned BMPs, stream bank stabilization will improve aquatic wildlife thereby providing opportunities downstream for recreation. Forested areas should be inventoried to preserve significant trees and encourage healthy savannahs. Woodland areas provide excellent wildlife habitat as well as picnic and recreation areas.

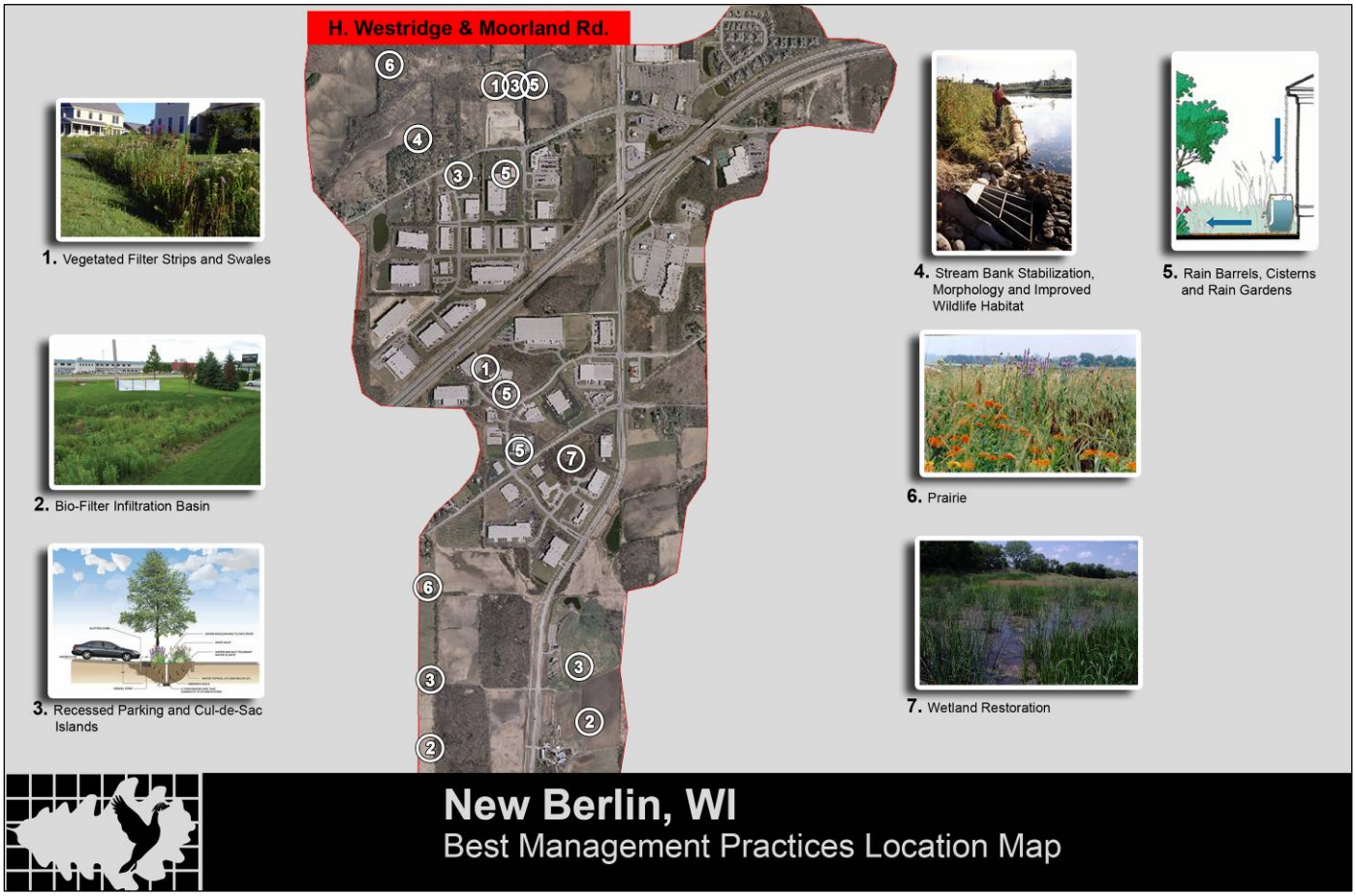

Figure 18.5. Neighborhood H Best Management Practices Map.
Source: Applied Ecological Services, Inc.

5. To reduce the velocity and quantity of stormwater runoff from business and industrial 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 also 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. At the northwest and southwestern portions of the site, there may be opportunity to implement prairies in existing agricultural areas that can be incorporated into the conservancy areas.

EXISTING TRANSPORTATION SYSTEM

PLEASE NOTE A TRAFFIC IMPACT ANALYSIS IS CURRENTLY UNDERWAY AND SHOULD BE REFERENCED IN THE FUTURE WHEN DOING DEVELOPMENT REVIEW AND CAPITAL PLANNING FOR DIRECTION AND GUIDANCE.

The existing transportation system in Neighborhood H is comprised of a roadway network, bicycle/pedestrian facilities and public transit.

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 H are comprised of principal arterials, primary arterials, standard arterials and local streets as listed below:

Principal Arterials accommodate inter-community traffic moving through New Berlin to another community or destination outside New Berlin. They tend to be highways or freeways carrying more traffic on more lanes at higher speeds than other streets. Access to and from principal arterial in the Milwaukee area is generally limited to primary arterials at controlled interchanges.

New Berlin has one principal arterial, which is IH-43 with two access points at Moorland Road (County Hwy O) and Racine Avenue (County Hwy Y). IH-43 is a high-speed freeway connecting the Milwaukee Metropolitan area with the City of Beloit.

Year 2006 Daily Traffic Volumes for the IH-43 Ramps at the Moorland Road (County Hwy O) Interchange are 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 H are summarized below.

- Moorland Road (County Hwy O)
  - North of Grange Avenue – four travel lanes
  - South of Grange Avenue – two travel lanes
- Beloit Road (County Hwy I) – two travel lanes

- College Avenue (County Hwy HH) – 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 H are summarized below.

- Grange Avenue – two travel lanes
- Small Road – two travel lanes

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

In Neighborhood H, an off-road trail is located on the west side of Moorland Road (CTH O) from north of Beloit Road to the south into Muskego. The off-street bicycle trail between Beloit Road and College Avenue is maintained by the City of New Berlin. South of College Avenue, the trail is maintained by the City of Muskego.

Public Transit – Update 2015

The Waukesha County Transit System (WCTS) provides weekday round trip bus service between New Berlin and downtown Milwaukee via the Mukwonago/Milwaukee Express Route 906. Route 906 has one stop in New Berlin at the Valley View Park & Ride Lot in Neighborhood H. The Valley View Park & Ride Lot (Lot 67-05) is located in the northeast quadrant of the IH-43 and Moorland Road interchange. Route 906 also stops at the Big Bend Park & Ride Lot (Lot 67-15) at the IH-43 & STH 164 interchange and the Mukwonago Park & Ride Lot at the IH-43 & STH 83 interchange.

Currently, the local transit systems (MCTS, WMT, and WCTS) provides limited bus service to one large business in Neighborhood H. MCTS Route 6 New Berlin Industrial Park Express services this area. In general the services 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. 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.

FUTURE TRANSPORTATION SYSTEM

Roadway Network

The following roadway capacity improvements are recommended for Neighborhood H.

IH-43: The SEWRPC Year 2035 Recommended Regional Transportation System Plan identifies additional capacity needed on IH-43. The plan recommends widening IH-43 to a six-lane facility, within the existing right-of-way, from the Hale Interchange to Racine Avenue (County Highway Y).

Moorland Road: The SEWRPC Year 2035 Recommended Regional Transportation System Plan identifies additional capacity needed on Moorland Road. The plan for shows widening Moorland Road to a four-lane facility between Grange Avenue and College Avenue (County Highway HH)

SOUTH MOORLAND ROAD CORRIDOR – TRANSPORTATION MODEL

Bicycle & Pedestrian Facilities

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

Proposed On-Road Facilities:

- Grange Avenue (124th Street to Moorland Road)
- Small Road (Moorland Road to Calhoun Road)
- College Avenue (Janesville Road to Racine Avenue)

Future Possible Connection:

- An east/west facility connecting Sunny Slope Road to Moorland Road to be located between Grange Avenue and College Avenue. A utility easement is available and in place over the interceptor and water main. As development occurs the trail will transition to public use.
- There is an existing utility easement that runs along the water and sewer interceptor within Sections 34 and 35. This easement will eventually transition to a public trail easement as the area develops. This easement runs east and west through the entire

Section and is a great amenity to the future residents, businesses, employees, current residents and the community as a whole. As the easement transitions to a public trail, it will provide a number of opportunities for pedestrian connections. Every development will be reviewed for the feasibility of making a connection to the trail. If a connection is possible, it will be incorporated within the site design. The trail also runs through the Park Complex as an added amenity.

- Connections to the utility easement / trail from the business parks and residential will be reviewed with each development.

Public Transit

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

ECONOMIC DEVELOPMENT

Economic development activities in Neighborhood H are expected to gain momentum over the next decade. Not only is the Westridge Business Park an economic engine for the neighborhood, but it is also a center of activity for New Berlin and the region. Although some regional competition exists for business park developments, Westridge can further establish itself as a green business park to attract a specific clientele. Encouraging sustainable development approaches would garner media attention and encourage new or expanding businesses to locate in the area.

According to 2009 estimated tax levies, Neighborhood H is about 7.5% of the total tax levy for the City. The Neighborhood has an estimated assessment value of approximately $354 million, with a tax levy of approximately $1,871,000. Successful businesses not only contribute to the City's tax base, but also provide jobs for the region. This type of land use also helps to balance the demands on the school district with tax base impacts. Recent projections for Sections 34 and 35 predict a projected value of $226.5 million at full build-out.

Brownfields

According to a 2008 listing by the Wisconsin Department of Natural Resources, no brownfields are currently identified within Neighborhood H.

Recommendations

Economic development policies for the Westridge/Towne Corporate Business Park and Moorland Road corridor should be guided by a number of adopted plans, including the 1994 Wisconsin Industrial Business Retention and Expansion Study for the City of New Berlin 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.

The 2002 Economic Development and Revitalization Plan process hosted a series of visioning workshops to discuss desired businesses and industries with the New Berlin Economic Development Corporation, Focus New Berlin and the New Berlin Plan Commission. The following recommendations are based on the desired businesses and industries identified during these workshops, and have been updated to reflect current desires for Neighborhood H:

- Traditional manufacturing / light industrial / warehousing base should be retained and, where feasible, expanded. The desired categories and types of businesses should include at least the following:
  - Manufacturing, including metal finishing, containers, automation, precision tools, publications, plastics, construction equipment.
  - Services, including geo-technical services, building maintenance systems, industrial maintenance systems.
  - Wholesale, including food and beverage, paper products, plastics, electrical equipment, cable.
  - Construction, including offices for residential and non-residential construction firms, building suppliers.
- Finance-Insurance-Real Estate (FIRE), including law firms, real estate agencies, insurance agencies, brokers.
- Professional specialties including physicians offices, medical clinics, engineering, architectural, planning and surveying firms.

- Personal services are those services including dry cleaners, beauty salons, and other various personal services.
- High technology firms, especially those that can capitalize on proximity to the Milwaukee area's traditional industrial base (i.e. precision tool manufacturing, food and beverage preparation and capital goods).
- Bio-technology firms that can capitalize on the Milwaukee area's large medical complexes and teaching hospitals.
- Incubating industries, including start-up high technology firms and newly formed traditional light manufacturing and light industrial firms.
- Commercial gyms, fitness centers and businesses that cater to recreational and leisure-time activities.
- Eating and drinking establishments, including fine quality dining in close proximity to hotels and business parks.
- Hotels and Conference Centers to accommodate existing residents, visitors and businesses.

To accommodate the growing interest in these uses, the Business Parks designation in Neighborhood H has been expanded to the west. Commercial/retail development should be encouraged throughout the Business Parks land use, particularly along main corridors, to support area residents and industries.

HOUSING

Limited single-family and multi-family housing areas are recommended in the northwestern and northeastern areas of the neighborhood. The Country Residential land uses to the north of Beloit Road in northwestern Neighborhood H are currently undeveloped except for existing single-family homes located near the roadside. The Mixed Use Residential land in the northeastern portion of the neighborhood is moderately developed with single-family housing, multi-family units, and commercial uses.

PUBLIC UTILITIES - UPDATE

In 2011 the City amended the City's MMSD Current Sewer Service Area (SSA) and the New Berlin Urban Service Area Boundary (NBUSAB) to serve Section 35 and portions of Section 34. Construction is complete for the extension of water main and interceptor sewer from Sunny Slope Road to Moorland Road westward to service new development in this area. The existing interceptor sewer at Sunny Slope Road and Brook Hollow Court was installed in the 1990's and was sized for anticipated drainage from 7.8 square miles in the southern half of the City.

LAND USE

No additional land use changes are recommended for Neighborhood H. Within the Business Parks area of Neighborhood H, commercial retail should be encouraged along Grange Avenue, Moorland Road, and Small Road. In addition, mixed use pre-planned developments should be strongly encouraged at the southern portion of Neighborhood H to complement both the Westridge area and expected developments in the City of Muskego.

Refer to Chapter 10, Land Use, for any changes to the Future Land Use Map.