

CHAPTER 15: NEIGHBORHOOD E NATIONAL AVENUE EAST CORRIDOR

Revisions approved by Council on 11/14/2023 via Ordinance #2684.

The National Avenue East Corridor includes parcels adjacent to the roadway between the City boundary on the east and Calhoun Road on the west (Figure 15.1). It has historically served as a primary transportation route into and through the city. The corridor is home to many of the City's retail and civic facilities. Multi-family residences are prevalent throughout the corridor.

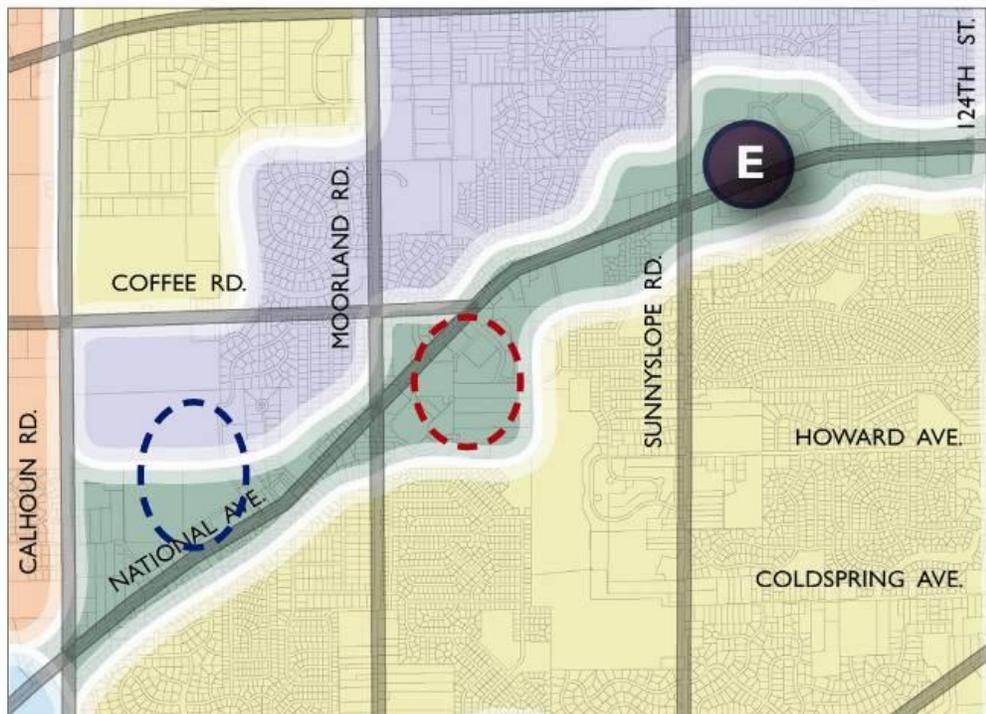


Figure 15.1. Neighborhood E Context Map with General Locations of the Civic and City Centers.

City government has recognized the importance of this corridor to the city and is investing in its future. The Civic Center, generally the area north of National Avenue near Casper Drive, has become a central area for municipal services. The New Berlin City Center, located on the north and south side of National Avenue east of Moorland Road, is a walkable mix of commercial retail, residential units, the Activity and Recreation Center, and the New Berlin Library (Figure 15.2). Streetscape and infrastructure improvements along National Avenue at the Civic Center and the City Center have had a notable effect on this corridor.



Figure 15.2. The New Berlin Public Library in the City Center

Several key planning issues emerge from this area. Much of the retail in the corridor was developed years ago and is at risk of obsolescence due to changing retailing patterns related to location, size, configuration, and access. The challenge of re-energizing aging retail uses will be a long-term issue. Some of the design character in the area is disjointed and lacks focus. There is little consistency to the building pattern, with a “staggered” appearance caused by varying setbacks.

The easternmost end of the corridor is one of the “front doors” of New Berlin. Tree plantings, sidepaths, and other streetscape improvements have continued to enhance the curb appeal on National Avenue just west of 124th Street. As National Avenue provides a first impression of New Berlin for those traveling from West Allis, the importance of curb appeal should continue to be recognized.

The relationship between National Avenue to surrounding residential areas should be emphasized. Pedestrian and bicycle connections between the corridor and the neighborhoods should be improved, particularly at the City Center. The mixture of commercial and residential uses along the corridor presents an opportunity to establish walkable, connected areas not found in other areas of New Berlin. As new infill development and redevelopment occurs, the City should focus on “knitting” the development together into a cohesive design.

Initial Neighborhood Meeting

On November 19, 2008, residents and property owners in Neighborhood E 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. Eight attendees completed the image preference survey. Additional information regarding these surveys is provided in Figure 15.3.

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 throughout the city. The following categories had average scores that were positive overall, indicating support for these land uses.

- Commercial Retail – Attendees preferred retail with sidepaths, sound building materials, extensive landscaping, and on-street parking.
- Multi-Family Housing – Preferred characteristics included natural open space features, front porches, accessible entries, through roads providing multiple access points, and façade detail.
- Road Design – Desired characteristics included landscaping along the street right-of-way, landscaped medians, and on-street bike lanes.
- Parking – Attendees preferred parking areas with a high degree of landscaping, and pedestrian walkways that provide direct access to building entrances.
- Open Space – Preferred open space characteristics included paved paths and water retention features.
- Commercial Signage – Attendees largely preferred wall signs with attached letters and symbols. Preferred signs used sound materials and overhead lighting when needed.

Attendees gave negative ratings for images in the following category:

- Business Office / Light Industrial

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

New Berlin Comprehensive Plan Update

**DESIGN PREFERENCE SURVEY
BACKGROUND INFORMATION - Neighborhood E (8)**

1. **WHAT IS YOUR GENDER?**
 - FEMALE = 87.5%
 - MALE = 12.5%
2. **HOW MANY PEOPLE LIVE IN YOUR HOUSEHOLD ON A REGULAR BASIS?**
 - 1 = 25.0%
 - 2-3 = 50.0%
 - 4-5 = 25.0%
 - 6 OR MORE
3. **OF THOSE LIVING IN YOUR HOUSEHOLD, HOW MANY ARE CHILDREN (UNDER THE AGE OF 18 YEARS OLD)?**
 - 0 = 87.5%
 - 1-2 = 12.5%
 - 3-5
 - 6 OR MORE
4. **WHAT IS YOUR AGE?**
 - UNDER 18 YEARS OLD
 - 18-24 YEARS OLD = 12.5%
 - 25-34 YEARS OLD = 12.5%
 - 35-44 YEARS OLD
 - 45-54 YEARS OLD = 62.5%
 - 55-64 YEARS OLD
 - 65 YEARS OR OLDER = 12.5%
5. **HOW LONG HAVE YOU LIVED IN NEW BERLIN?**
 - LESS THAN A YEAR
 - 2-3 YEARS = 25.0%
 - 3-5 YEARS = 12.5%
 - 6-10 YEARS
 - 11-20 YEARS = 12.5%
 - MORE THAN 20 YEARS = 50.0%
 - DO NOT LIVE IN NEW BERLIN
6. **WHAT TYPE OF RESIDENTIAL BUILDING DO YOU LIVE IN?**
 - SINGLE FAMILY = 87.5%
 - DUPLEX
 - MULTI-FAMILY (MORE THAN 2 UNITS)
 - CONDOMINIUM
 - MOBILE HOME = 12.5%
 - ELDERLY HOUSING
 - OTHER (PLEASE SPECIFY)
7. **DO YOU OWN OR RENT YOUR HOME?**
 - OWN = 75.0%
 - RENT = 25.0%
 - 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 = 12.5%
 - NO = 87.5%
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	6			
Commercial				
Industrial				
Other				

Figure 15.3. Background Information Summary for Neighborhood E Listening Session Survey Respondents.

Neighborhood Review Meeting

Residents and property owners in Neighborhood E reconvened on April 1, 2009 to review future land use recommendations. Attendees expressed concern regarding the lack of adequate lighting on National Avenue. Residents felt that the sidepaths were appropriately lit, but that the roadway itself was neglected – particularly for the area between the City Center and 124th Street. Having stronger lighting was seen as a deterrent to potential accidents.

Several property owners along Coffee Road were concerned about the proposed sidepath along the south side of the corridor. Specific concerns included the setback for the sidepath, whether or not enough pedestrians would utilize the sidepath to justify the construction, and how the location of the sidepaths would affect parking area design.

Discussion ensued about whether the City should invest in stormwater management techniques that could have a short life span due to salt and snow. City staff explained how alternative stormwater techniques include salt-tolerant species that lessen the need for stormwater ponds that use unnecessary amounts of space.

Attendees wanted to see buildings along National Avenue have aesthetically pleasing façades along all sides of a building, including the rear façade. Additionally, attendees raised concern about the lack of pedestrian connectivity around the development at the southeast corner of National Avenue and Moorland Road. The sidepath along the south side of National Avenue currently ends at Moorland Road and does not continue south along the east side of Moorland Road. Pedestrians who wish to access businesses along Moorland Road must walk on the grass or through parking lots. Update: This item was resolved as part of the 2023 Moorland Road project.

The recommendation to increase signage was also discussed in regards to subdivision and wayfinding signage to identify local amenities.

Ultimately, attendees wanted to see additional green space in lieu of gravel along undeveloped portions of the National Avenue corridor, and requested that the City implement and promote façade grant programs to help local businesses.

2011 Update – City Center Development Area

The Common Council approved Resolution No. 2010-19 on June 8, 2010 suspending the receipt of development applications within the City Center area for a period of 90 days, expiring on Monday, September 6th, so that the City could review the City Center Plan, the City Center Planned Unit Development Ordinance and future land uses with regard to their consistency with the City's recently adopted Comprehensive Plan and, to recommend changes (if applicable). The Common Council approved a 120-day extension of moratorium on September 1, 2010, expiring on January 6, 2011. The Common Council approved a 120-day extension of the moratorium on December 14, 2010, expiring May 5, 2011.

Significant outreach took place throughout 2010 and 2011 to gain public input and review the aforementioned documents. Below is a list of the public participation activities completed as of 2/7/2011:

1. 6/29/2010 – Special Plan Commission Meeting (to present historical overview of City Center)
2. 7/22/2010 – District 5 Focus Group
3. 7/26/2010 – District 2 Focus Group
4. 7/27/2010 – 9/9/2010 – 26 – staff “open-office” hour sessions (held Monday through Thursday from 9 a.m. to 10 a.m.)
5. 7/28/2010 – City Center Business Owner Focus Group
6. 7/29/2010 & 8/3/2010 – Real Estate Broker Interviews
7. 8/2/2010 – Plan Commission Update & Focus Group
8. 8/10/2010- Ald. Hopkins Interview
9. 8/10/2010 – Ald. Wysocki Interview
10. 8/10/2010 – Ald. Liska Interview
11. 8/12/2010 – Ald. Moore Interview
12. 8/23/2010 – Ald. Siedl Interview
13. 8/26/2010 – Ald. Harenda Interview
14. 9/1/2010 – Mayor Interview
15. 9/3/2010 – Ald. Ament Interview
16. 9/21/2010 – District 7 Focus Group
17. 9/22/2010 – Districts 3 & 4 Focus Groups
18. 9/23/2010 – District 1 Focus Group
19. 9/27/2010 – District 6 Focus Group
20. 10/18/2010 – Chamber of Commerce Focus Group
21. 2/7/2011; 2/17/2011; 3/7/2011; 3/21/2011, 4/4/2011 & 5/2/2011 – Plan Commission presentation of recommendations and action
22. 2/24/2011 – Citywide open house
23. 5/2/2011 – Public Hearing (yet to be scheduled)
24. 5/2/2011 – Plan Commission action / recommendations to Council
25. 8/2/2011 – Common Council action

Summary of Findings from New Berlin City Center Focus Group Meetings and Interviews follows and all minutes from each Focus Group Meeting are available on the City's website:

Focus Groups Conducted

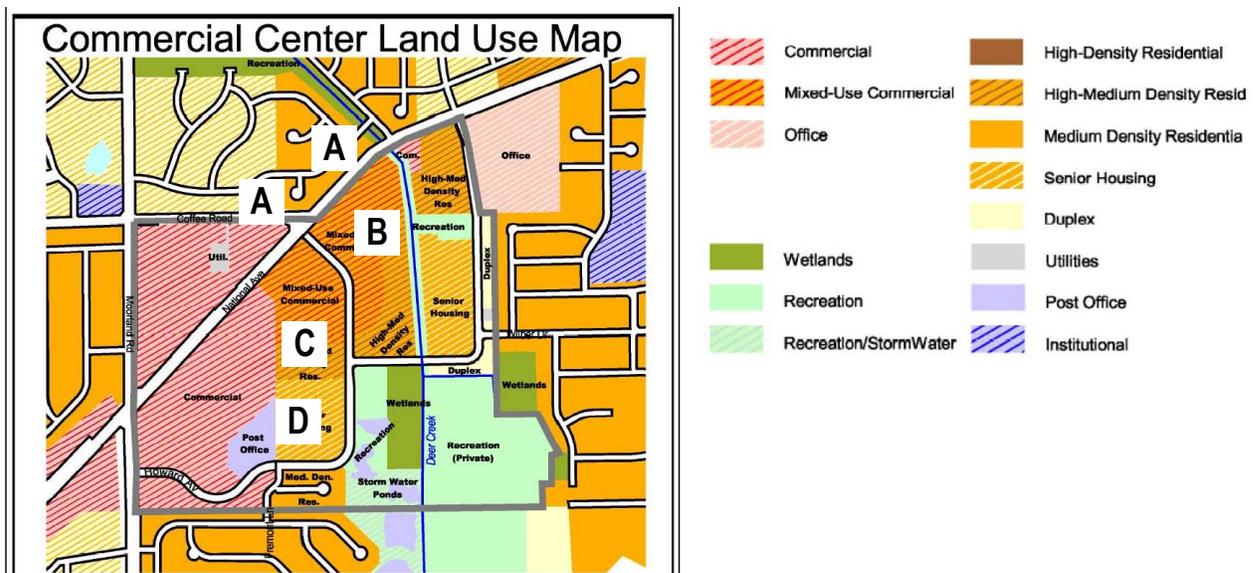
1. Each Aldermanic District (7 Districts)
2. City Center property owners and business owners
3. Plan Commission
4. Chamber of Commerce

Positive Support for Existing Uses in City Center (Includes Sendik's Plaza, Moorland Square Shopping Center, and Library area)

- Variety of restaurants
- Variety of stores
- Library
- Post office
- Clinic
- Banks

Use Preferences – Library area of City Center

The existing Planned Unit Development (PUD) ordinance land use map was used as a starting point to gather input about future uses and determine if any amendments are needed.



- **Area A – Mixed-Use Commercial District along National Avenue**
 1. Strong support for commercial retail – small to medium sized
 2. Some support for commercial office
 3. Mixed-use could be considered in the form of second floor residential
- **Area B – High-Medium Density Residential along Deer Creek and south of the library**
 1. Support for residential, varied opinions on size and type of structures including: multi-story multi-family residential, side-by-side multi-family residential, senior housing, commercial office, community theater
- **Area C – Senior Housing on the Decade property**
 1. Support for a variety of uses depending on the market: senior housing, multi-family residential, commercial office, community theater, for-profit private university
- **Area D – Medium Density Residential (single family)**
 1. Strong support for single family residential

- **General comments**

1. Home ownership preferred over rental units
2. Trail linkages between housing units and City Center businesses is desired

Street Connection Issues between Michelle Witmer Drive and Howard Avenue

- Strong support for a road connection to provide an alternate route into City Center, improve safety on surrounding streets, and connect the area to the post office
- Include stop signs where there might be internal conflicts
- Varied opinions on the location – proposed location through the middle of the site (2010 cost estimate is \$2.3 million) and alternate location along the west edge of the study area (cost estimate was unknown at the time of the Focus Groups, estimates appear to be less than \$2.3 million)
- Varied opinions on using City funds to develop the street connection

Activities and Uses Desired in the City Center

- Strong support for a community feeling that includes a destination use and public feature
- Include an active library square, or other public space, that will bring customers to the City Center – Farmer’s Market strongly supported, along with concert in the park and other special events
- Sit-down restaurants were strongly supported, either one or a cluster of restaurants
- Specialized retail was preferred, with the understanding an anchor is needed to support smaller shops.
- Entertainment uses should be explored to bring night activity to the area.
- Include outdoor seating areas to add activity visible from National Avenue
- Include a destination use that provides a reason to go to the City Center
- City Center should be more accessible by foot or bike, add trails and linkages to surrounding neighborhoods

Building, Sign, and Site Design

- General support for two to three story buildings, height preference often depends on the location of the building, how visible it will be from Michelle Witmer Drive, and how much open space is around it
- Limited support for four or five story buildings, if located further back on the site and less visible from Michelle Witmer Drive, more support for height on the Decade property
- Natural materials preferred for all building types
- Consistency of quality and character is preferred, but not a theme where everything looks the same
- Include more vehicular access points from National Avenue into City Center to help circulation flow to local businesses
- Allow for variations in the sign design to make the sign(s) more visible and legible from National Avenue

- Design parking lots for improved circulation and flow
- Provide easy, direct access to parking and make it visible from National Avenue
- Provide more signage at Wall Street and the entrance to Wal-Mart to make people aware of the circulation flow and direct people to businesses near the library
- Indoor parking preferred for residential uses
- The area needs to feel connected to the other shopping areas
- Need general "City Center" signage that calls attention to the entire development

City Involvement

- City should continue to market the City Center and direct appropriate uses to the area
- City should create incentives to draw developers/owners to City Center, there was strong support for this idea but not agreement for how incentives should be created or funded
- City should work with building managers to keep signs current – remove names of businesses that are no longer in City Center
- City to look into road connection option costs

2016 Update – Moorland Square Redevelopment Opportunities (with edits to include activity through October 2023)

In 2016, DCD initiated an effort to explore redevelopment opportunities within the City Center. With Kroger Co. acquiring Roundy's, Inc. (Pick N' Save) and several vacancies, the City saw this as an ideal time to discuss the future plans for Moorland Square shopping center in New Berlin's City Center. This specific area is bounded by National Avenue to the north, Moorland Road to the west, Howard Avenue to the south and the east property lines of the Burghardt Sporting Goods / New Berlin Activity and Recreation Center, US Bank and USPS parcels (see Figure 3.1-1). This study area includes a total of 35.41 acres with 17.53 acres of parking or 49.5% of the total acreage. The amount of parking far exceeds what the current zoning code requires. Moorland Square is a prime example of a traditional suburban shopping center development with a large grocery store as the anchor and ample parking in front of the stores. The design inherently promoted the use of the automobile to access the center, pedestrian connections were not considered.

Although the shopping center is in a central location, at the highly traveled intersection of Moorland Road and National Avenue, the strip center is set far back and the storefronts are disguised by a top-heavy building overhang and outdated façade. The raised planting beds, with overgrown landscaping further conceal the dark store windows creating the impression that spaces are empty or closed. Standalone buildings along National Avenue further block the strip center with the significant grade change. Adequate signage continues to be a struggle for many of the tenants.



New Berlin City Center

EXHIBIT A Location Map

Legend

- 1 National Avenue Banks
- 2 Pick n Save Strip Mall
- 3 Walmart
- 4 Dollar Store
- 5 Vacant Restaurant Site
- 6 Multi-tenant Building



0 200 400 600 800 Feet
1 inch = 200 feet

Figure 3.1-1. City Center Redevelopment Area. [Note, the above map updates are as follows: #3: Burghardt Sporting Goods / New Berlin Activity and Recreation Center, #4: Sola Salon Suites, and #5: Total Health]

Redevelopment opportunities could include ways to improve appearance, increase the value of the study area, encourage pedestrian connections to adjacent neighborhoods, realignment of internal roads, reduction of impervious surfaces, provide another connection to the City Center area to the east and help to create an overall increased sense of place. A market feasibility study is also recommended prior to preparing a redevelopment plan. The City consulted with GRAEF to prepare some concept sketches for how this area of the city could possibly be redeveloped.

Meetings

Staff meeting with Alderman of the District and the Mayor to discuss the above findings and get the discussion started. Staff toured several local city center type developments to better understand their successes and challenges.

2017 Update – Kwik Trip, Farmer’s Market and City Center Plaza

The Plan Commission reviewed a concept plan and determined that Automotive Fuel Sales is considered a conditional use within the City Center PUD area. The Plan Commission and Architecture Review Committee later approved development plans for Kwik Trip (convenience store and fuel pumps), Farmer’s Market (open air shelter) and City Center Plaza (City Park).

The area further developed when the City purchased the property at the southeast corner of Library Ln and Michelle Witmer Dr in 2019 for a second phase of City Center Plaza. This development project included a new concession and restroom building, parking lot and seasonal ice rink.

2019 Update – Burghardt Sporting Goods / New Berlin Activity and Recreation Center

Burghardt Sport Goods purchased the former Walmart in the City Center with the intent to relocate their headquarters. The space was remodeled to accommodate retail, office and production space. A grand opening was held in March of 2021.

The City entered into a purchase agreement with Burghardtia, LLC. To purchase 25,000 square feet of the vacant building located at 15333 W. National Avenue along with approximately four acres of adjacent land. The portion of the building the City purchased was remodeled as part of Phase 1 of the Activity and Recreation Center and was completed in May of 2022. Phase 2 will include an addition to the northeast side of the building and is expected to be completed in early 2024.

2019 Update – Vasa Fitness

Vasa Fitness purchased the vacant Pick N' Save building at the southeast corner of Sunny Slope Road and National Avenue in 2019 and converted it into a fitness center.

2022 Update – Sola Solon Suites

On March 7, 2022, the Architecture Review Committee approved the façade updates to convert the Dollar Store to a Sola Salon Suites. The interior was remodeled to accommodate approximately 37 private salon suites, restrooms, and a break room. The exterior was completely remodeled, along with updates to the parking lot, parking lot lighting and landscaping.

VISION

National Avenue should be an exemplary model of a suburban commercial corridor. Vehicular and pedestrian traffic should coexist in a safe and efficient manner through prominent pedestrian facilities and managed vehicular access. Utilities should be relocated or placed underground whenever feasible to de-emphasize their visual prominence. Public streetscape improvements should be coordinated with private landscaping and site design. Commercial development will be focused at nodes along the corridor to minimize the “strip” appearance. The City Center will be the dominant commercial presence, with the Civic Center being a major civic space that is a source of pride to New Berlin residents. Pedestrian access between the National Avenue corridor and nearby residential areas should be increased.

DEVELOPMENT POLICIES

1. Create flexible but predictable compatibility standards for new construction and redevelopment related to site planning, building design and materials, landscaping (including maintenance provisions), access, signage, and other features creating potential land use impacts. Emphasize building and parking orientation, with more uniform setbacks and at least some parking encouraged on the side or to the rear of buildings.
2. Continue public investment in streetscape improvements, including landscaping, street lighting, sidepaths and bike trails.
3. Focus on completing the “retrofit” of the National Avenue/Moorland Road intersection to provide a mixed use, central point for the city. Retrofitting refers to the gradual upgrading of an area, without wholesale demolition. For example, new sidepaths, crosswalks, lighting and landscaping can be installed to enhance existing sites. Existing buildings can be renovated, and new buildings can be constructed as infill.
4. Remain committed to the Civic Center as the center of local government functions for the long-term future.
5. Maintain the easternmost end of the corridor as a major gateway into the city. Design and implement public improvements involving landscaping, signage, and possible sculptural elements. Create site planning standards designed to establish sound development befitting a front door into the community.
6. Prevent the development of strip commercial outside of designated commercial nodes. In those areas where small-scale strip retail has been constructed, encourage gradual conversion to designs that improve accessibility and provide place-specific amenities.
7. Allow compatible multi-family uses, including senior housing. Such residential uses should continue to break up strip commercial areas in the corridor and provide mixed use segments that allow for greater walkability.
8. Develop incentives that encourage the coordinated redevelopment of multiple parcels of property in order to discourage a piecemeal appearance.
9. Create a committee to develop a corridor plan for National Avenue that focuses on redevelopment and includes a regulating plan.
 - During the Winter/Spring of 2010 students from UWM Milwaukee's School of Architecture and Urban Planning prepared The East National Avenue Corridor Regulating Plan for the City of New Berlin.
 - The students prepared a business survey that was distributed to all businesses in the corridor.
 - A Neighborhood Open house was held at the New Berlin Public Library on April 6, 2010 to present findings and recommendations.
 - A final presentation on the Plan was presented to the Plan Commission on May 3, 2010.
 - The Final Plan will remain on file with the City. See Appendix S for a copy of the full Plan.
10. Develop storm water management guidelines to address the development and/or redevelopment of properties that are served by the Waukesha County storm sewer

conveyance system. This is needed due to the fact that Waukesha County has stated that there is no capacity in the existing storm sewer conveyance for additional flows.

11. With the approval of parcel combinations and PUD for the former Blair's True Value, the large geographic area (approximately 25 acres in size) between Coffee Road, National Avenue and Moorland Road should be recognized as an opportunity for a larger, mixed-use commercial/retail/office development. Encourage parcel assemblages and cross-access/shared-access points to create a more cohesive development area.
 - Note, in 2023 the Plan Commission approved a carwash for the property located at 15301 W. Coffee Road.

2011 Update – City Center

The City Center Planned Unit Development – Design Guidelines was adopted by the Common Council on August 2, 2011 via Ordinance # 2459 and is available on the City's website.

2012 Update – City Center

The City and the United States Department of Justice entered into a Consent Decree which was approved by the United States District Court for the Eastern District of Wisconsin on April, 19, 2012 which provided for changes to the New Berlin City Center Planned Unit Development Overlay Ordinance relating to multi-family housing.

Revisions to the City Center Planned Unit Development Overlay District were adopted by the Common Council on May 22, 2012 via Ordinance # 2486 and is available on the City's website.

2014 Update – City Center PUD & Sign Guidelines

In 2014, the City initiated amendments to the Sign Code (Zoning Code Chapter 275-61) to add regulations for signs located within areas identified as "Special Commercial Sign Areas." City Center is one of the defined Special Commercial Areas. The City Center PUD ordinance contained a separate exhibit called "City Center Sign Guidelines." Staff recommended removing that document from the PUD and incorporating the regulations within the Sign Code. The update in 2014 approved a revised City Center PUD ordinance to remove the "City Center Guidelines" from the PUD.

Revisions to the City Center Planned Unit Development Overlay District were adopted by the Common Council on July 22, 2014 via Ordinance # 2526 and is available on the City's website.

2020 Update – Burghardt Sport Goods / New Berlin Activity and Recreation Center PUD

The City of New Berlin Redevelopment Plan / Burghardt LLC PUD was adopted by the Common Council on May 12, 2020 via Ordinance #: 2631.

AGRICULTURAL AND CULTURAL RESOURCES

No existing agricultural resources have been identified in Neighborhood E. In the future, agricultural activities in the National Avenue corridor should take the form of community gardens or, where feasible, rooftop farms. These forms of agriculture are becoming more widely used in the Milwaukee metropolitan region, and follow a growing trend in urban agriculture.

The National Avenue corridor includes three designated landmarks, as identified by the New Berlin Landmarks Commission and the City:

- Jungbluth Greek Revival Farmhouse, c. 1855
- Native American Artifacts Site, found during the widening of National Avenue
- St. Valerius Church (now Holy Apostles), c.1844. Former site of city's oldest church

Neighborhood E also houses one designated historic district:

- New Berlin Center, located along National Avenue west of Moorland Road

Refer to Chapter 4 for the city-wide New Berlin Landmarks map.

Survey Results: Open Space

Figures 15.4 through 15.6 illustrate the three highest-rated images for open space in Neighborhood E. Preferred open space characteristics included paved paths and trails, water retention features, and active recreation areas.



Figure 15.4. Highest-Rated Image for Open Space.



Figure 15.5. Second Highest-Rated Image for Open Space.



Figure 15.6. Third Highest-Rated Image for Open Space.

NATURAL RESOURCES

Neighborhood E is planned primarily for Suburban Commercial, Institutional, Commercial Center, and Mixed Use Residential land uses along National Avenue with Urban Residential and Park land uses nearby. Sensitive features include primary and secondary environmental corridors, streams, wetlands, flood fringe, and woodlands.

Potential soil limitations exist that should be considered when reviewing plans for redevelopment in the neighborhood. Neighborhood E has a combination of hydric soils and poorly drained soils. A small portion of land on the eastern edge of the neighborhood includes slopes greater than 12%.

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

The 23-acre ProHealth Care Park is located north of National Avenue and east of Sunny Slope Road at Fieldpointe Drive. The park includes both active and passive use facilities for all ages. A trail system and parking area provide vehicular and pedestrian access throughout the property. Natural features include prairie areas, a wetland corridor, and forest plantings. Amenities include a restroom area, small picnic shelter, gazebo, children's play area, baseball diamond, soccer fields, basketball court, and park benches.

Most of Neighborhood E is currently developed; however, there are opportunities to implement BMPs as shown in Figure 15.9.



Figure 15.9. Neighborhood E Best Management Practices.
Source: Applied Ecological Services, Inc.

Recommendations

The recommendations listed below correspond with the numbers and symbols shown on the map in Figure 15.9:

1. Vegetated swales are effective in filtering pollutants, reducing stormwater runoff velocity, in direct contrast to piped storm sewer conveyance. They can be implemented in narrow locations typically found between commercial buildings. Commercial buildings that have already been developed can also have vegetated swales implemented by augmenting existing drainage swales with native vegetation and protecting them from mowing. 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. Recessed parking islands can be implemented in Commercial areas that have not been developed such as near Observatory Road and along Coffee Road or in any areas that may be redeveloped or added on in the future.
4. Stream banks along the watercourse that traverse the neighborhood should be inspected for areas that need to be stabilized to prevent further soil erosion in the headwaters of Deer Creek and the Root River. In conjunction with the above-mentioned BMPs, stream bank stabilization will improve aquatic wildlife thereby providing opportunities for recreation. Forested areas in Malone Park and Fountain Square Natural Area should be inventoried to preserve specimen trees and encourage healthy savannahs. Woodland areas provide excellent wildlife habitat as well as picnic and recreation areas.
5. Residential and commercial parcels can be outfitted with localized BMPs such as rain barrels. Rain barrels collect downspout drainage rather than allowing it to drain across parking lots. This not only reduces runoff velocity and quantity, it reduces runoff temperature which can be significantly transferred from hot pavement. Rain collected in rain barrels can be re-used to irrigate landscaped areas.
6. There are also opportunities to incorporate green corridors along the existing waterways. As a part of the green corridors, prairies can also be implemented in existing areas located near Malone Park, Deer Creek, and ProHealth Care Park. Nature trails can be provided throughout the green corridors to allow residents to enjoy the stream, wildlife and native landscape.

EXISTING TRANSPORTATION

Transportation links to and within Neighborhood E are key to the success of businesses along the National Avenue corridor. Access from two major interstate highways adds value and helps attract both employers and employees to the city. The existing transportation system in Neighborhood E is comprised of a roadway network and bicycle/pedestrian facilities.

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 E are comprised of primary arterials, standard arterials 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 E are summarized below.

- Moorland Road (County Hwy O) – four travel lanes
- National Avenue (County Hwy ES) – four 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 E are summarized below.

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

Construction Update – 2013/2014

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.

Construction Update – 2021

Calhoun Road from National Avenue to Beloit Road was reconstructed with two 12' drive lanes, 5' paved shoulder, 3' gravel shoulder and drainage improvements, which included bioswales as BMPs.

Construction Update – 2023

Waukesha County reconstructed Moorland Road from just north of National Avenue to Beloit Road and National Avenue from the National Avenue frontage Road to Wall Street. This was a full pavement replacement project with intersection improvements, bike and parking lane designations, and capacity improvements north of National Avenue.

Bicycle & Pedestrian Facilities

As shown on Figure 6.16, in Chapter 6, the following facilities are provided in Neighborhood E.

Off-Road Facilities:

- In Neighborhood E, an off-road facility is provided along National Avenue (County Hwy ES) between Calhoun Road to 124th Street.
- A north/south trail was installed to align with Acredale Drive on National Avenue. The trail extends south from National Avenue to Deer Creek Parkway.
- A sidepath from Monterey Drive to National Avenue was installed with the Coffee Road re-construction project in 2014.
- Moorland Road from Coffee Road to National Avenue has an off-road sidepath on the east side.

On-road facilities:

- South of National Avenue, a marked bike lane was added to Moorland Road in 2023.

Public Transit

Currently, the local transit systems (MCTS, WMT and WCTS) do not provide bus service within Neighborhood E.

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

FUTURE TRANSPORTATION

Survey Results: Road Design

Figures 15.10 through 15.12 illustrate the three highest-rated images for road design in Neighborhood E. Desired characteristics included landscaping along the street right-of-way, medians, and sidepaths along major corridors.



Figure 15.10. Highest-Rated Image for Road Design.



Figure 15.11. Second Highest-Rated Image for Road Design.



Figure 15.12. Third Highest-Rated Image for Road Design.

Roadway Network

Moorland Road & National Avenue Intersection: The City and County should continue to monitor the capacity at this intersection. Future redevelopments along these corridors will increase the traffic at this intersection. As part of the 2023 Moorland Road and National Avenue pavement replacement project, dual left turn lanes were added for the west bound to south bound and east bound to north bound National Avenue legs of the intersection. A six-lane cross section was also added from Mark Drive to Coffee Road to increase the capacity through this corridor.

During the focus group meetings held in 2010-11, the majority of the residents and business owners that attended these meetings desired a connection be built to provide better connectivity to and from City Center and the subdivisions to the south. This was part of the original City Center Plan, however since no development has taken place on the Decade parcel, the road has not been constructed. Staff should continue to explore both options for the connection and weigh the costs and environmental impacts. In addition, WDNR permits would be required to extend a road through this area. In 2011, it was roughly estimated that the cost to construct Michelle Witmer Memorial Drive was \$2.3 million and the roughly estimated cost to construct an extension of Library Lane behind 15333 W. National Avenue was \$1 million. Both options include storm water pond work. It should be noted that these costs were only estimates and would need to be updated closer to the time of construction to be more accurate.

It is recommended that the City explore options to fund this section of road. During the Focus Group meetings, many residents and business owners expressed an interest in seeing this connection made sooner than at the time the Decade parcel develops. Staff and the Council should explore various funding options which might include Capital Improvement Requests for

future budget cycles that might involve special assessment after the road is installed; various grant opportunities, and potentially a TIF.

Development Agreement will be required with appropriate sureties for development within the City Center areas on the land use map that border the extension of Library Lane to the southeast and Deer Creek Parkway extended along the Creek to meet up with National Avenue.

The SEWRPC 2050 Recommended Regional Transportation System Plan does not identify any capacity improvements for the roadways within Neighborhood E.

Vision 2050 replaces the 2035 plan. 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. The report is available on the SEWRPC website www.sewrpc.org.

City Center PUD Transportation Model

(See Appendix T for a copy of the full Traffic Impact Analysis)

With new development comes an increased traffic burden on existing roadways. The amount of traffic and its impact on existing infrastructure can be forecasted by completing a Traffic Impact Analysis or TIA. This section is a brief summary of the TIA that was done for the City Center PUD area.

Roadway improvements were analyzed in 2011 using trip generation models and sequencing. The modeling showed that the current 2011 traffic counts required no roadway improvements at that time.

The modeling for the 2020 base year, without any new development within the City Center PUD, showed that the following roadway improvements would be required:

- Additional turn lanes at the National Ave. and Moorland Rd. intersection will be needed.
Note: West bound to south bound and east bound to north bound dual left turn lanes were added in 2023.
- Moorland Road volumes will be approaching the threshold for going to six-lanes.
Note: Moorland Road capacity was increased to six lanes between Mark Drive and Coffee Road in 2023.

The modeling for the 2020 base year plus full development in the City Center PUD (based on the City Center Concept Plan) showed that the following roadway improvements would be required:

- Moorland Rd. should be widened to six-lanes.

Note: Moorland Road capacity was increased to six lanes between Mark Drive and Coffee Road in 2023.

- Dual left turn lanes needed at the Moorland Rd. and National Ave. intersection.
Note: West bound to south bound and east bound to north bound dual left turn lanes were added in 2023.
- Signalize the intersection of National Ave. and Acredale Rd. when Deer Creek Parkway is extended to National Ave.

In general, the model considered 336 multi-family units, 17 single-family units, and 94,400 square feet of commercial/office space. Conversion of the multi-family acreage to commercial/office development would increase the Annual Daily Traffic (ADT) for the entire PUD by 39% (or an additional 2700 vehicle per day). The impact of this conversion is further compounded in that a significant amount of the new trips would be during the peak AM and PM hours (aka, during rush hour).

In summary, the modeling shows that roadway improvements will be necessary even if no development were to occur in the City Center PUD by 2020. The improvements recommended for the study area intersections are to improve intersection operations to acceptable levels. The implementation of the above-recommended traffic signal and geometric improvements are expected to result in safe and efficient traffic operations. Any improvements will require Waukesha County review and approval. With the full build-out of City Center, additional roadway improvements would be necessary. Regional traffic also plays a significant part of traffic generation in the Moorland Road and National Avenue corridors.

Bicycle & Pedestrian Facilities

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

Proposed Off-Road Facilities:

- A potential trail and/or boardwalk connection through the City Center conservancy area so residents from the subdivisions to the south can walk and bike to and from City Center.

Proposed On-Road Facilities:

- A north/south on-road facility along the extension of Michelle Witmer Memorial Drive and/or Library Lane.

Public Transit

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

ECONOMIC DEVELOPMENT

Economic development efforts along the National Avenue corridor should gain momentum over the next decade as focused improvements are implemented by both the public and private sectors. The corridor should continue to evolve as a regional arterial that balances the needs of vehicular travelers with local pedestrians and bicyclists who use the corridor's amenities. The National Avenue corridor should provide a mixed-use setting in which local and national retailers thrive amidst multi-family housing, professional offices, and open space. Encouraging sustainable development and green infrastructure should both attract retailers to the corridor and provide an aesthetically pleasing retail area which customers and nearby residents can enjoy.

Survey Results: Commercial Retail

Figures 15.13 through 15.15 illustrate the three highest-rated images for commercial retail in Neighborhood E. Preferred characteristics included retail buildings with sound materials, extensive landscaping, and sidepaths.



Figure 15.13. Highest-Rated Image for Commercial Retail.



Figure 15.14. Second Highest-Rated Image for Commercial Retail.



Figure 15.15. Third Highest-Rated Image for Commercial Retail.

Survey Results: Parking

Figures 15.16 through 15.18 illustrate the three highest-rated images for parking in Neighborhood E. Preferred characteristics include landscaping within and around the parking, accessible parking with pedestrian walkways, and screening of the parking lots from nearby streets or pedestrian areas.



Figure 15.16. Highest-Rated Image for Parking.



Figure 15.17. Second Highest-Rated Image for Parking.



Figure 15.18. Third Highest-Rated Image for Parking.

Survey Results: Commercial Signage

Figures 15.19 through 15.21 illustrate the three highest-rated images for commercial signage in Neighborhood E. Small-scale, well designed building signage was preferred over large-scale monument signage. Please see Zoning Code Section 275-61 for City Center Sign requirements.



Figure 15.19. Highest-Rated Image for Commercial Signage.



Figure 15.20. Second Highest-Rated Image for Commercial Signage.



Figure 15.21. Third Highest-Rated Image for Commercial Signage.

Brownfields

According to a 2008 listing by the Wisconsin Department of Natural Resources, no brownfields have been identified within Neighborhood E.

Recommendations – General

Economic development policies for the National Avenue East Corridor 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.

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 2002 Plan and have been updated to reflect current desires for Neighborhood E.

- Retail, including furniture, gardening, department stores, apparel, grocery stores, convenience stores, computers and electronic goods, sporting goods
- 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

- 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
- Redevelopment emphasis on the southeast corner of National Avenue and Moorland Road

Recommendations – City Center Area Update

- Retail, including apparel, grocery stores, specialty, and general retails (see City Center PUD for permitted uses)
- Professional offices
- Institutional, including for-profit universities and community theater

HOUSING

The corridor includes a variety of multi-family developments (Figure 15.22) that provide housing diversity, affordable housing, and customers within walking distance of the commercial uses along National Avenue. The mix of uses should be maintained with additional housing opportunities considered within the City Center development. Various housing types encouraged within the City Center include: senior housing, multi-story multi-family housing, side-by-side multi-family, residential integrated into mixed-use buildings, and single family housing.



Figure 15.22. Multi-family Neighborhoods at the Intersection of National Ave with Fountain Square Blvd and Stonegate Cir.
Source: Microsoft Live Maps.

LAND USE

The National Avenue corridor houses a variety of land uses from residential to commercial; this mix should be maintained and enhanced. As such, no future land use changes are recommended for the neighborhood. Future land uses should remain as originally designated in the 2001 Growth and Development Master Plan.

City Center

A specific Land Use Plan for City Center was included in the original City Center Plan and Planned Unit Development Ordinance #2122 (PUD) and was approved by the Common Council on September 26, 2000.

A more detailed map has been prepared to indicate the various zoning districts and land use opportunities in this area. Please refer to the City Center PUD document, as amended by

Ordinance, for specific uses outlined within this area of the City. The most recent Ordinance is available on the City's website.

Along with any road extension and/or development proposals in the B-2/O-1/PUD, R-4.5/PUD, and C-1/C-2 PUD areas shown on the City Center Zoning Map (lands in the southern half identified by the following tax keys: 1207-976; 1207-976-001; 1207-976-002; 1207-996-003, and 1207976-004) shall be field verified for wetland and upland boundaries per Section 275-37B in addition to correctly verifying and surveying the zoning boundaries.