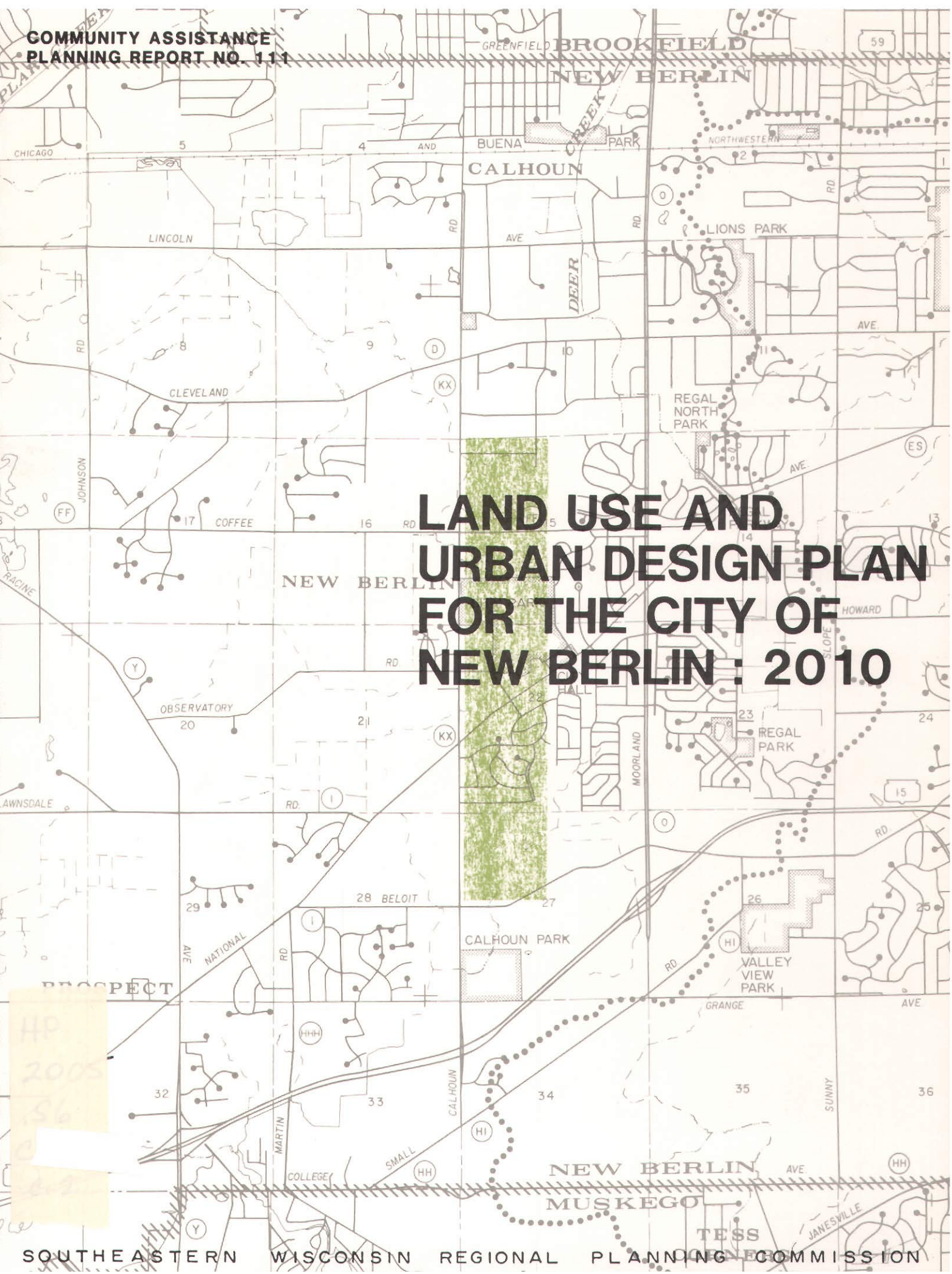
COMMUNITY ASSISTANCE
PLANNING REPORT NO. 111



LAND USE AND URBAN DESIGN PLAN FOR THE CITY OF NEW BERLIN : 2010

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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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Special acknowledgement is due former City Planner Rick W. Kuckkahn, AICP, for his assistance in the conduct of this study and of the planning effort for the City of New Berlin.

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Special acknowledgement is due Mr. Patrick J. Meehan, SEWRPC Principal Planner, for his contribution to the preparation of this report.

COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 111

A LAND USE AND URBAN DESIGN PLAN FOR THE CITY OF NEW BERLIN: 2010

WAUKESHA COUNTY, WISCONSIN

Prepared by the

Southeastern Wisconsin Regional Planning Commission
P. O. Box 1607
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53187-1607

April 1987

Inside Region $10.00
Outside Region $20.00

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April 28, 1987

The Honorable Timothy K. Tully
Mayor of the City of New Berlin
and Members of the Common
Council and City Plan Commission
City of New Berlin
3805 S. Casper Drive, City Hall
New Berlin, Wisconsin 53151-5510

Ladies and Gentlemen:

By letter dated March 15, 1982, the City of New Berlin requested the Southeastern Wisconsin Regional Planning Commission to assist the City in the preparation of a land use plan together with certain related plan implementation devices for the City. The planning effort was initiated in 1982 and the Regional Planning Commission staff, working with city officials, has now completed the requested plan, which is presented in this report.

In addition to setting forth an adopted land use plan and supporting plan implementation devices for the City, this report presents pertinent information on the present stage of development of the City, including information on population and employment levels; on existing land use; on sanitary sewerage, water supply, and transportation system development; and on the topography and drainage pattern, soils, woodlands, wetlands, wildlife habitat areas, prime agricultural areas, and environmental corridors of the City, all of which constitute important considerations in any local planning effort. In addition, urban design analyses and recommendations are presented relating to the W. National Avenue corridor, as are recommendations pertaining to the delineation of neighborhood planning units. The planning process involved an unusual degree of public participation as documented in Appendix C of this report.

Based upon certain stated assumptions concerning probable future population and employment levels in the City, the report sets forth a series of alternative land use plans, a preliminary recommended land use plan, and the final plan selected by the City for adoption. The report also outlines a recommended new zoning ordinance for the City. The plan as presented in this report is intended to serve as a point of departure for the making of day-to-day development decisions by city officials, and as a basis for developing more detailed plans and plan implementation devices over time.

The Regional Planning Commission is appreciative of the assistance offered by the Common Council, City Plan Commission, Planning Director, and Planning Department staff in the preparation of this report. The Commission staff stands ready to assist the City in presenting the information contained in this report and in implementing the plan set forth herein over time.

Sincerely,

Kurt W. Bauer
Executive Director

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Chapter I

INTRODUCTION

BACKGROUND

The State's city planning enabling act, as set forth in Section 62.23 of the Wisconsin Statutes, provides for the creation of municipal plan commissions and charges those commissions with the duty and function of making and adopting a "master"--or comprehensive--plan for the physical development of the municipality, including any areas outside its boundaries which bear relation to the development of the municipality. The scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy in the process of development.

Perhaps the most basic and important element of any comprehensive plan is the land use plan, for it forms the basis for all of the other elements of the plan, such as the transportation, sanitary sewerage, water supply, park and open space, and stormwater drainage elements. Recognizing this importance and acting in accordance with its statutory charge, the City of New Berlin on March 15, 1982, requested the Regional Planning Commission to assist the City Plan Commission in the development of a land use plan for the City, together with implementing ordinances. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. It is intended to assist in defining the land use development objectives of the City and in identifying and attaining a spatial distribution of land use in the City which will achieve those objectives over time.

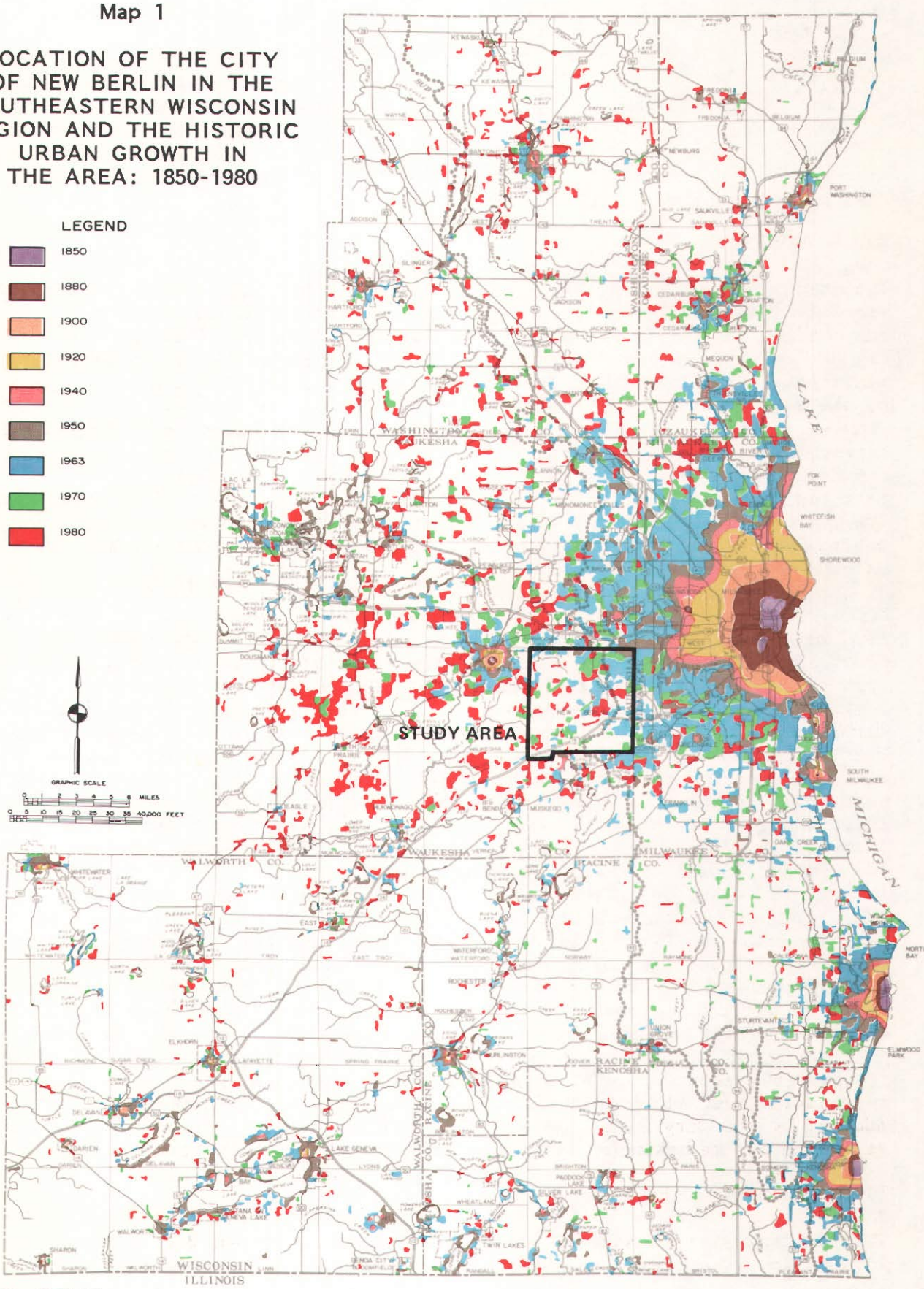
The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development within the City, including extensive inventories of the existing natural and cultural resource base of the City; the preparation of forecasts of a possible range of future population and economic activity levels in the City; the formulation of a set of recommended land use development and urban design objectives for the City; the preparation of alternative land use plans which may be expected to accommodate the probable future population and employment levels; and the selection of a recommended plan which best meets the agreed-upon objectives. The plan, when adopted by the City Plan Commission and Common Council, is intended to serve as a guide in the making of land use development decisions within the City.

THE PLANNING AREA

The planning area considered consists of the City of New Berlin. The City is located in eastern Waukesha County. As shown on Map 1, the City is bounded

Map 1

LOCATION OF THE CITY OF NEW BERLIN IN THE SOUTHEASTERN WISCONSIN REGION AND THE HISTORIC URBAN GROWTH IN THE AREA: 1850-1980



Source: SEWRPC.

on the north by the City and Town of Brookfield; on the south by the City of Muskego; on the east by the Village of Hales Corners, the City of Greenfield, and the City of West Allis; and on the west by the Town of Waukesha. The City of New Berlin consists of U. S. Public Land Survey Sections 1 through 36 in Township 6 North, Range 20 East, and portions of Sections 5 and 6 in Township 5 North, Range 20 East, all in Waukesha County, Wisconsin. The total planning area encompasses approximately 23,589 acres, or about 36.8 square miles.

EARLY COMMUNITY HISTORY[1]

The New Berlin study area first came under local government as part of the Town of Muskego in 1838, that Town being then comprised of what later became the Towns of Waukesha, New Berlin, Vernon, and Muskego. In 1839, the area that is now the City of New Berlin was created from the original Town of Muskego and given the name Town of Mentor. On January 13, 1840, the name of the Town of Mentor was changed to the Town of New Berlin. The first settlement of the Town by persons of European descent began in mid-1836 with the arrival of Sidney Evans and P. G. Harrington, these two settlers locating in Sections 12 and 13 in the eastern part of the Town. The Town of New Berlin remained primarily a rural agricultural area until the 1940's, when urban development began to take place in the Town at a relatively rapid rate because of the expansion of the Milwaukee urbanized area. The pattern of urban growth in the City of New Berlin since 1940 is shown on Map 2. The Town of New Berlin was incorporated as the City of New Berlin in 1959.

REGIONAL INFLUENCES

Sound planning practice dictates that local plans be prepared within the framework of adopted areawide plans. The Southeastern Wisconsin Regional Planning Commission is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Waukesha County and the City of New Berlin. The Commission has, since its creation in 1960, pursued the preparation of an advisory plan for the physical development of the Region through the systematic formulation of those elements of such a plan most important to the units and agencies of government operating within the Region. The salient recommendations of the adopted regional plan elements applicable to the City of New Berlin are shown on Maps 3 and 4.

The adopted regional land use plan, as set forth in SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin: 2000, provides recommendations regarding the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and future resident population and economic

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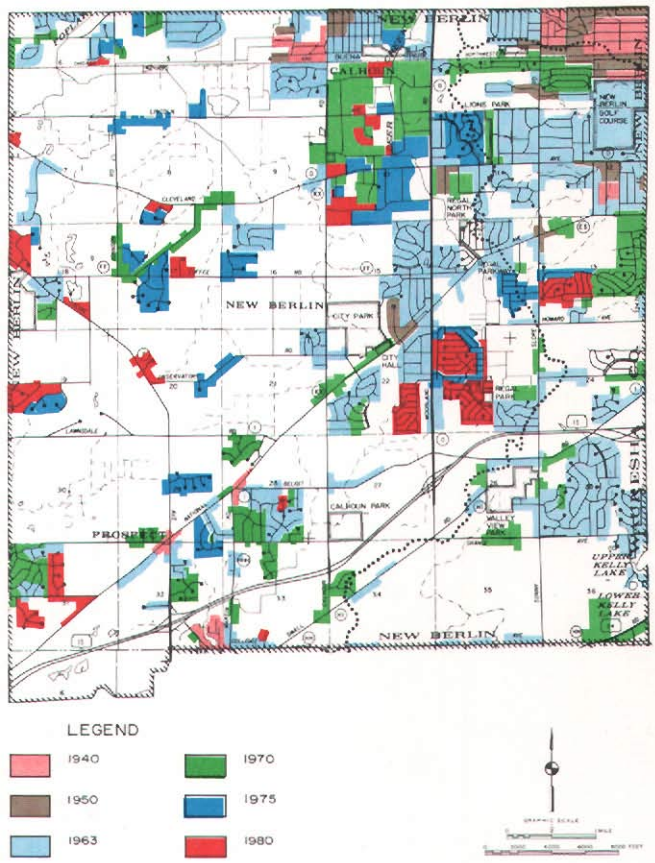
[1]This brief history of New Berlin was derived, in part, from the following sources: The Western Historical Company, The History of Waukesha County, Wisconsin (Chicago, 1880) pp. 768-771; Theron W. Haight (ed.), Memoirs of Waukesha County (Madison, Wisconsin: The Western Historical Association, 1907) pp. 319-321; Eileen Hammer, "A Backward Glance: Historic Evolution of the Local Governmental Structure in Southeastern Wisconsin," Technical Record, Volume 4, No. 3, Southeastern Wisconsin Regional Planning Commission, February 1982, pp. 81-95.

Map 2

HISTORIC URBAN GROWTH IN THE CITY OF NEW BERLIN: 1940-1980



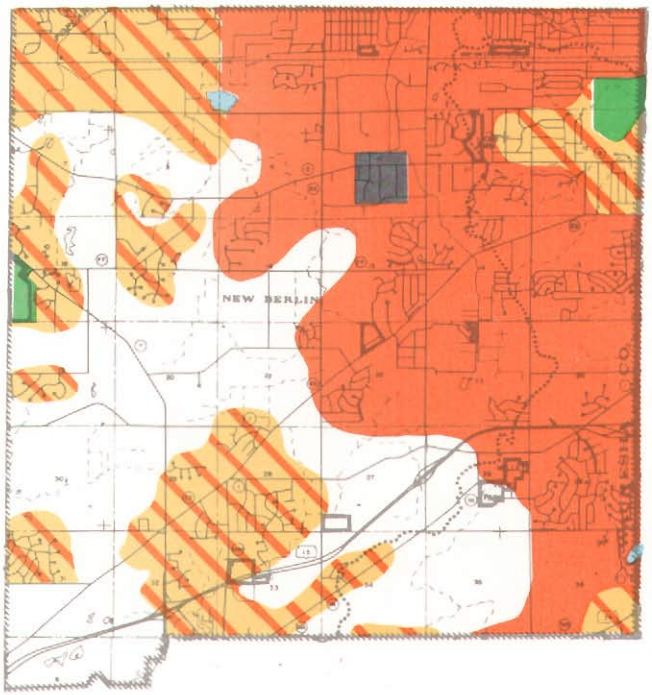
Source: SEWRPC.

activity levels of the Region. Particularly pertinent to the preparation of a land use plan for the City of New Berlin area are the recommendations for the preservation of the primary environmental corridors and prime agricultural lands of the Region, and for the encouragement of more compact urban development, with such development being encouraged to occur in those areas of the Region which are covered by soils suitable for such use; which are not subject to special hazards, such as flooding; and which can be readily served by such essential urban facilities and services as public sanitary sewerage and water supply. These three major recommendations of the regional land use plan provided the basic framework around which the city land use plan was developed. The adopted regional land use plan as it pertains to the City of New Berlin is shown on Map 3.

The adopted regional transportation system plan, as presented in SEWRPC Planning Report No. 25, describes how the regional land use plan can best be served by highway and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2000, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements, and of existing highway and transit system capacity and use. The adopted regional transportation system plan as it pertains to the City of New Berlin is shown on Map 4.

Map 3

ADOPTED REGIONAL LAND USE PLAN AS RELATED TO THE CITY OF NEW BERLIN: 2000



LEGEND

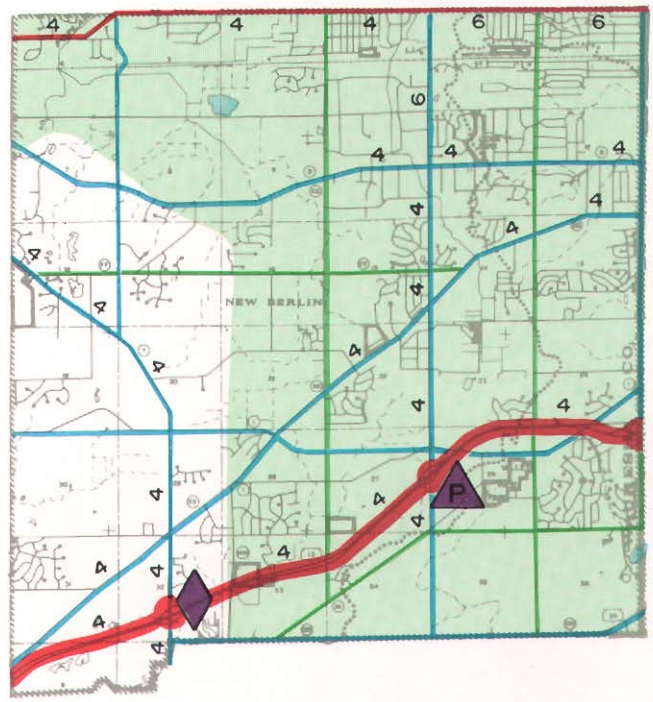
PRIMARY LAND USES

- SUBURBAN RESIDENTIAL (0.2 - 0.6 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- LOW DENSITY RESIDENTIAL (0.7 - 2.2 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- MEDIUM DENSITY RESIDENTIAL (2.3 - 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- MAJOR INDUSTRIAL
- PRIMARY ENVIRONMENTAL CORRIDOR
- OTHER AGRICULTURAL AND RURAL LAND
- WATER

Source: SEWRPC.

Map 4

ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN AS RELATED TO THE CITY OF NEW BERLIN: 2000



LEGEND

ARTERIAL STREET AND HIGHWAY SYSTEM

JURISDICTIONAL CLASSIFICATION

- STATE TRUNK - FREEWAY
- STATE TRUNK - NONFREEWAY
- COUNTY TRUNK
- LOCAL TRUNK
- FREEWAY - NONFREEWAY INTERCHANGE
- 4 NUMBER OF TRAFFIC LANES

URBAN MASS TRANSIT SYSTEM

- SERVICE AREA
- TRANSIT STATION
  - P - WITH PARKING
- PARK AND POOL LOT

Source: SEWRPC.

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, identifies the park and open space needs of the Region, and recommends programs to meet those needs over time. The report includes inventories and analyses of the Region's socioeconomic and natural resource base; existing outdoor recreation facilities and sites and their use; existing county and local park and open space plans; the administrative structure for the provision of parks and open space plans and the laws and regulations relating to the provision of parks and open spaces; and potential park and open space sites in the Region. Park and related open space acquisition and development objectives, principles, and standards are set forth in the plan and applied to existing and forecast population levels to identify existing and probable future needs within the Region for open space, for large regional resource-oriented parks, for recreational corridors, and for smaller urban parks, together with their attendant recreation facility requirements.

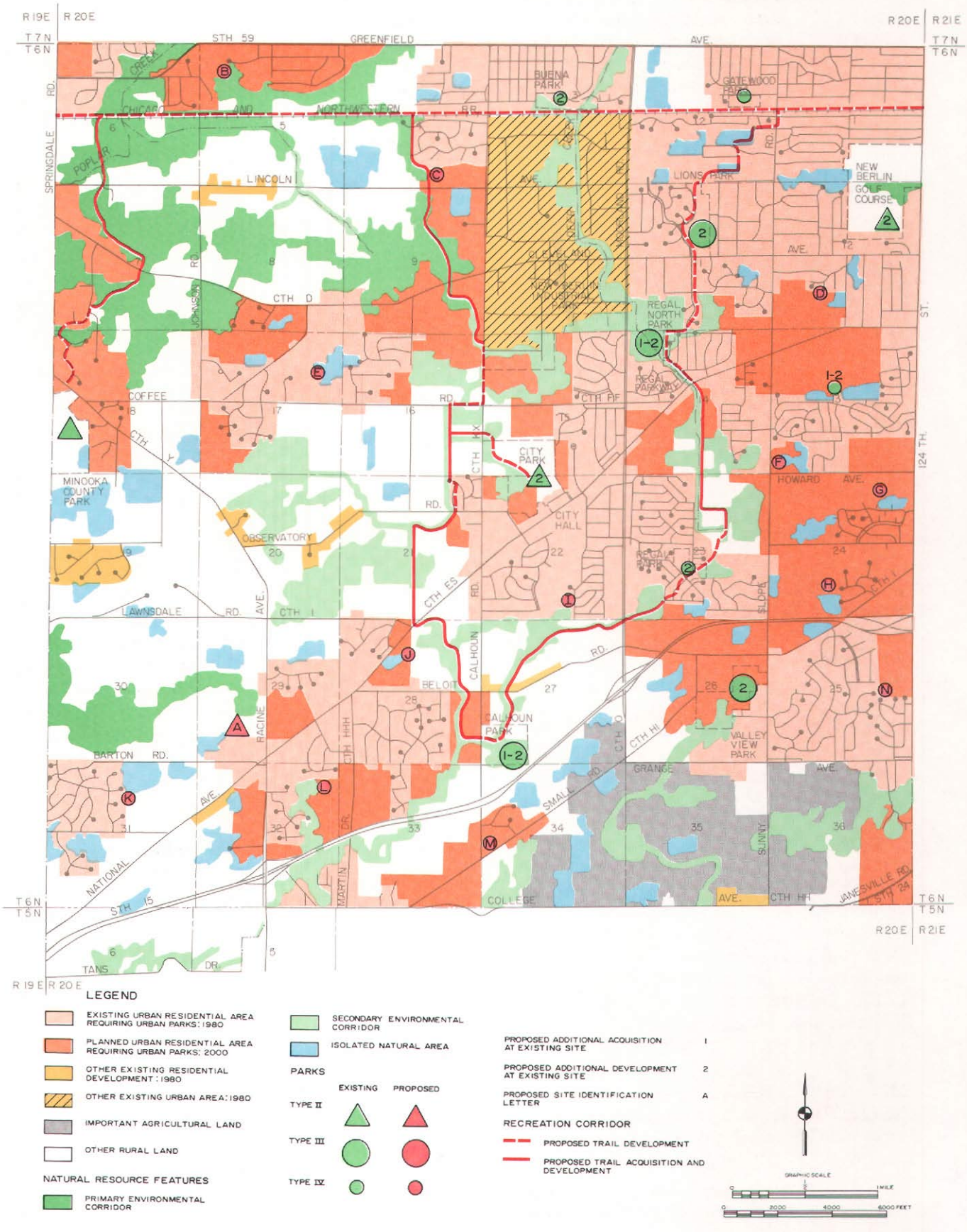
The adopted regional park, outdoor recreation, and related open space plan was refined and detailed by the Commission staff in response to a request from the City of New Berlin Park and Recreation Commission on May 30, 1980. The resulting park and open space plan for the City is documented in SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin. That report addresses the park, recreation, and open space facilities needs of the City of New Berlin. The recommended park and open space plan for the City of New Berlin is shown on Map 5. The recommendations contained in that report were incorporated into the land use plan presented herein for the City of New Berlin.

While the recommendations contained in the adopted regional land use, transportation system, and park and open space plans were considered of primary importance to the formulation of the land use plan for the City of New Berlin, the adopted regional housing plan and the regional water quality management plan also provided guidance in formulating the land use plan documented herein. The regional housing plan, described in SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, identifies existing housing needs within the Region and recommends steps which would help to meet those needs. The report includes data on the existing housing stock in the Region, the cost of buying and occupying new housing, housing financing and technology, governmental activity in housing, housing need, constraints on the availability of housing, and alternative housing allocation strategies, and provides a recommended regional housing plan. In addition to considering the housing problems of the Region as a whole, the report addresses the housing problems and needs of smaller subregional areas as well. The recommended land use plan reflects certain of the specific housing recommendations for the City contained in the regional housing plan.

The major findings and recommendations of the water quality management planning program for southeastern Wisconsin are described in Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000. The report sets forth the basic principles and concepts underlying the areawide water quality management planning program, together with a description of the existing man-made and natural resource base features which affect, and are affected by, water quality; describes existing water quality conditions in the Region and identifies sources of pollution; sets forth recommended water use objectives and supporting water quality standards; analyzes population, eco-

Map 5

RECOMMENDED PARK AND OPEN SPACE PLAN FOR THE CITY OF NEW BERLIN: 2000



LEGEND

- EXISTING URBAN RESIDENTIAL AREA REQUIRING URBAN PARKS: 1980
- PLANNED URBAN RESIDENTIAL AREA REQUIRING URBAN PARKS: 2000
- OTHER EXISTING RESIDENTIAL DEVELOPMENT: 1980
- OTHER EXISTING URBAN AREA: 1980
- IMPORTANT AGRICULTURAL LAND
- OTHER RURAL LAND

NATURAL RESOURCE FEATURES

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA

PARKS

	EXISTING	PROPOSED
TYPE II	△	▲
TYPE III	○	●
TYPE IV	○	●

- PROPOSED ADDITIONAL ACQUISITION AT EXISTING SITE — 1
- PROPOSED ADDITIONAL DEVELOPMENT AT EXISTING SITE — 2
- PROPOSED SITE IDENTIFICATION LETTER — A

RECREATION CORRIDOR

- PROPOSED TRAIL DEVELOPMENT
- PROPOSED TRAIL ACQUISITION AND DEVELOPMENT

GRAPHIC SCALE
0 1/2 1 MILE
0 2000 4000 6000 FEET

Source: SEWRPC.

nomic activity, and land use trends; presents and evaluates alternative plans; and recommends a water quality management plan for the Region. The plan documented in this report consists of a land use and sanitary sewer service area element, a wastewater sludge management element, and a water quality monitoring element. The report also sets forth a plan implementation strategy. Certain of the water quality management plan recommendations, particularly those related to the delineation of a sanitary sewer service area for the New Berlin area, are reflected in the recommended land use plan.

In addition to the regional plan elements, there are three subregional plan elements of importance to the City of New Berlin. These plans are the plans for the Root River, Fox River, and Menomonee River watersheds as documented in SEWRPC Planning Report No. 9, A Comprehensive Plan for the Root River Watershed; SEWRPC Planning Report No. 12, A Comprehensive Plan for the Fox River Watershed; and SEWRPC Planning Report No. 26, A Comprehensive Plan for the Menomonee River Watershed. These subregional plans contain recommendations for floodland management, water pollution abatement, and water supply which pertain to the City of New Berlin.

The findings and recommendations of the above-mentioned regional, subregional and local plan elements have important implications for any land use planning effort for the City of New Berlin. Pertinent recommendations of these plan elements are included in the land use plan presented herein by reference and are considered further in the inventory and analysis sections of this report.

Other Local Plans

A development plan was prepared for the City of New Berlin in 1961 by City Planning Associates, Inc., of Mishawaka, Indiana.[2] The plan included information on the City's geography; population; economic base; and the findings of a resident attitude survey concerning sewerage, streets, parks and playgrounds, schools, fire protection, and public transit. The plan presented recommendations for the development of such community facilities as parks, schools, fire stations, a civic administrative center, and a city garage; thoroughfare development; and land use development, including a central business district development plan map. This development plan map, which is shown on Map 6, was prepared for the design year 1980.

The 1961 comprehensive plan for the City of New Berlin recommended that residential areas be adequately served by municipal water and sanitary sewerage systems because of the soil characteristics prevalent in the City. This recommendation has been implemented to a significant degree. Indeed, in 1961, about 61 percent of the respondents to a questionnaire identified that issue as a "most urgent problem"; in 1983, no respondents did so. In 1961 there were no municipal public water supply or sanitary sewer services provided within the City. In 1983, however, public water supply service was provided to a total of 3,407 water utility accounts, and public sanitary sewer service was provided to a total of 6,282 sewerage utility accounts.

The 1961 plan for the City also indicated an urgent need for more parks and playgrounds, and recommended application of the combined school/park concept in the development of the needed new parks and playgrounds within the City.

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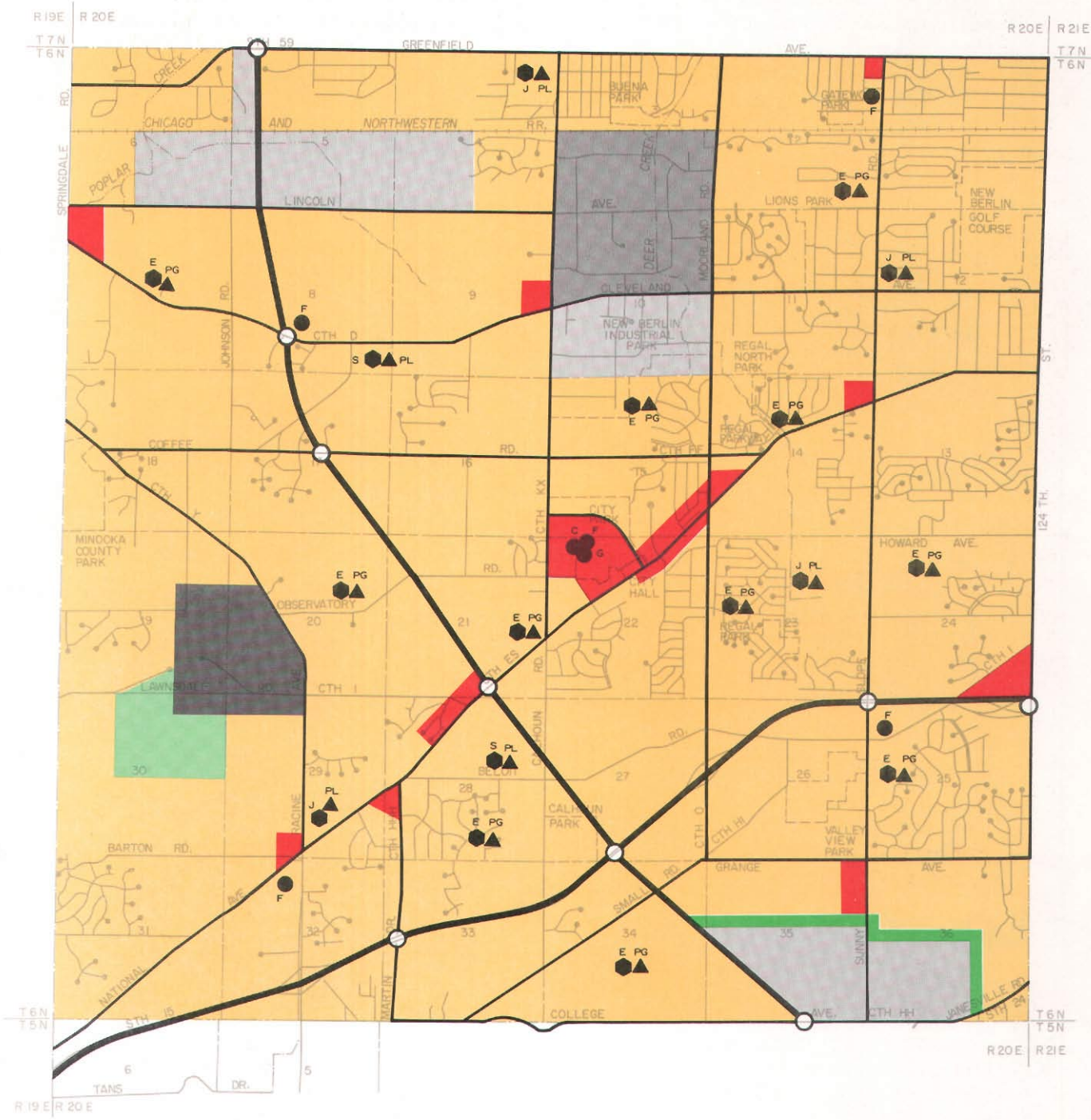
[2]City Planning Associates, Inc., A Development Plan for New Berlin Wisconsin, Mishawaka, Indiana, September 1961.

Map 6

EARLY DEVELOPMENT PLAN FOR THE CITY OF NEW BERLIN: 1961



LEGEND

- RESIDENTIAL
- COMMERCIAL
- LIGHT INDUSTRY
- HEAVY INDUSTRY
- EXTRACTIVE INDUSTRY

- COMMUNITY FACILITIES
  - C CITY HALL
  - F FIRE STATION
  - G STREET DEPARTMENT GARAGE
- SCHOOLS
  - S SENIOR HIGH
  - J JUNIOR HIGH
  - E ELEMENTARY

- PARKS
  - PG PLAYGROUND
  - PL PLAYFIELD
- COMMUNITY PARK
- BUFFER
- MAJOR THOROUGHFARES
- EXPRESSWAYS

- INTERCHANGE

GRAPHIC SCALE
0 1 MILE
0 2000 4000 6000 FEET

Source: City Planning Associates, Inc., Mishawaka, Indiana.

The City of New Berlin had only one undeveloped park site (a 32-acre site surrounding City Hall) and five developed park/playground sites associated with elementary schools (a total of about 48 acres of land including school facilities). The 1961 plan for the City recommended that 18 public parks be provided by 1980, of which 17 were to be of the combined school/park type. By 1980, the City area had actually acquired 20 public park sites, of which 12 were of a combined school/park type, totaling about 763 acres.

The 1961 plan also indicated a perceived need for better fire protection. The plan analyzed fire station location requirements in the City and made recommendations for the placement of four additional fire stations in the City. These stations were to be located in U. S. Public Land Survey Section 2 along Sunny Slope Road; in Section 32 along National Avenue; in Section 25 along Beloit Road; and in Section 8 along Cleveland Avenue. Two of these stations have been built at the locations recommended--the National Avenue station in Section 32 and the Sunny Slope Road station in Section 2. Two other stations have been built near the other two recommended locations. As a result, fire protection is no longer a perceived urgent need.

Another recommendation made in the 1961 plan was to expand community-related facilities at the site of the new City Hall. Since that time, the municipal water utility, sewer utility, street maintenance, and park offices have been located at the site, together with a municipal garage.

The plan contained much information of value and, while now obsolete, was carefully reviewed as part of the current planning effort in order to incorporate into the effort those concepts held to be still valid. The 1961 plan, however, was not formally adopted by either the City Plan Commission or the Common Council.

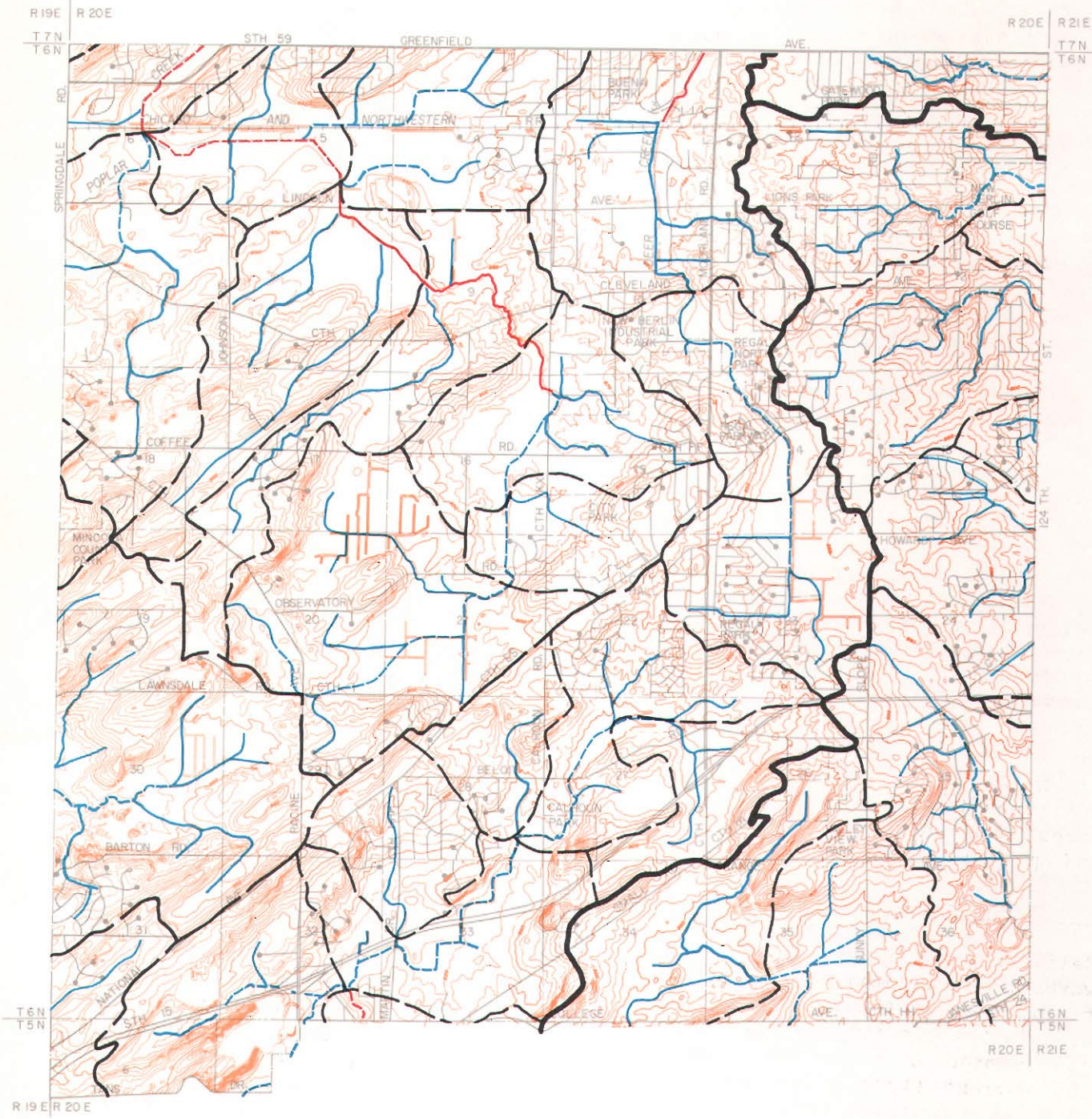
In 1974 a stormwater drainage master plan was prepared by J. C. Zimmerman Engineering Corporation, consulting engineers, for the City of New Berlin. The purpose of the study was "to review the entire problem of storm water drainage and to recommend a program which will enable the City to provide an adequately designed system of storm water drainage facilities which can be implemented during the course of development of remaining open lands within the City." The study delineated the boundaries of the drainage basins located in the City and of the identified existing natural drainage channels. Thirty-eight detailed "Storm Water Drainage Master Plan" maps were prepared for the City. All peak runoff rates shown in the stormwater master plan were calculated based upon a 100-year recurrence interval rainfall, and all major channel sections shown on the plans were selected to accommodate the resulting peak rates of flows. An important recommendation of the plan was that major drainage facilities should be designed as open channel sections consisting of smooth-graded earth bottoms and gentle side slopes. In certain instances, where constraints warranted, alternatives to the open earth channel were recommended, including concrete-lined channels, concrete flumes, or concrete conduit sections. The general stormwater drainage master plan for the City of New Berlin is shown on Map 7.

DEFINITION OF STUDY PURPOSE

The primary purpose of the requested planning effort was to provide the City with one of the key elements of a comprehensive community development plan--a land use plan. This plan, while primarily intended to meet local development objectives, was also intended to carry related regional plan elements into

Map 7

STORMWATER DRAINAGE MASTER PLAN FOR THE CITY OF NEW BERLIN: 1974



LEGEND

- CONTOUR INTERVAL LINES -- 10 FEET
- WATERSHED BOUNDARY
- SUBWATERSHED BOUNDARY
- SUBBASIN BOUNDARY

REQUIRED RIGHTS-OF-WAY FOR PLANNED STORMWATER DRAINAGE CHANNELS:

- 40 – 60 FEET
- 100 – 130 FEET
- 140 – 160 FEET
- 170 – 190 FEET

GRAPHIC SCALE

0 1 MILE

0 2000 4000 6000 FEET

Source: J. C. Zimmerman Engineering Corporation, City of New Berlin Planning Department, and SEWRPC.

greater detail as necessary for sound local and regional planning. In conducting this planning effort, an attempt was made to identify the physical development constraints imposed upon, and the development opportunities open to, the resource base; to identify the land use development objectives of the City of New Berlin and associated urban design criteria; and to determine the future land use requirements of the City of New Berlin to the year 2000. Alternative land use plans were prepared and evaluated, and the best elements of these plans were identified and incorporated into the plan recommended for adoption. Neighborhood planning units were delineated within the City. Finally, plan implementation measures and devices were identified, with particular emphasis upon needed adjustments in the city zoning and subdivision control ordinances.

THE COMMUNITY LAND USE PLANNING PROCESS

The recommended land use plan and the alternatives thereto presented herein were developed through a planning process consisting of the following steps:

1) a comprehensive inventory of the factors affecting land use development and redevelopment in the City; 2) a careful analysis of the inventory data and identification of land use development and redevelopment problems and potential; 3) the formulation of community land use development objectives, principles, and standards, and of related urban design criteria; 4) the identification of land use requirements in the City through the year 2000, based upon the developed community land use development standards; 5) the development and evaluation of alternative land use plans; 6) the selection of a recommended land use plan; and 7) the recommendation of plan implementation measures. The land use planning process utilized is summarized in Figure 1. Imperative to any sound community planning process is active citizen participation in each stage of the process. Also imperative is the need to continually reevaluate adopted community land use plans and alternatives thereto based upon the emergence of new information and changing public attitudes and opinions.

Inventory and Analysis

Reliable basic planning data are absolutely essential to the formulation of workable development plans. Consequently, inventory becomes the first operational step in the planning process. The crucial nature of factual information in the planning process should be evident, since no intelligent forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. The sound formulation of a land use and urban design plan for the City of New Berlin requires that factual data be acquired on the existing land use pattern, on the potential demand for each of the various major land use categories, on the major determinants of these demands, and on local development objectives and constraints, as well as on the underlying natural resource and public utility base and their ability to support land use development.

The necessary inventory and analysis not only provides data describing existing conditions but also provides a basis for identifying existing and potential problems in the planning area, as well as opportunities and the potential for good land use development. The inventory data are also crucial to the forecasting of future community land use needs, and to formulating alternative land use plans and evaluating such plans.

Formulation of Community Land Use Planning Objectives, Principles, and Standards and Related Urban Design Criteria

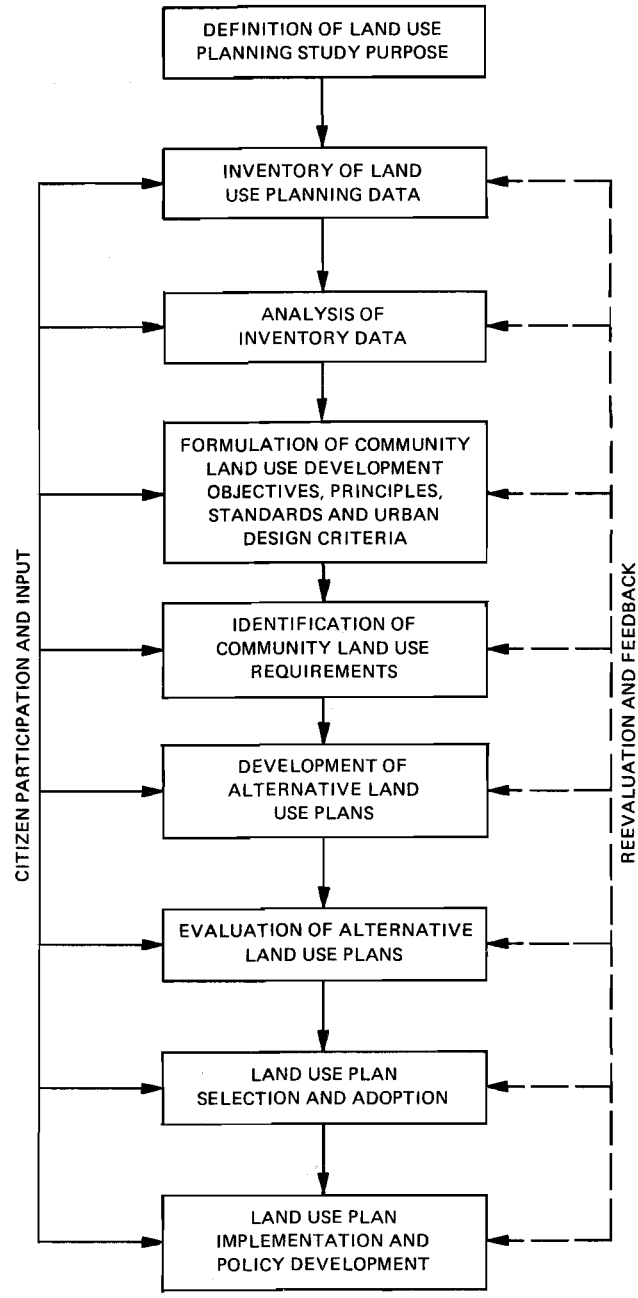
An objective is a goal or end toward the attainment of which plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives developed serve as a guide to the preparation of alternative plans and provide an important basis for the selection of a recommended plan from among the alternatives considered. To this end, the community land use plan should be clearly related to the defined objectives through a set of standards and urban design criteria. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented because of changing public attitudes and values. The formulation of objectives should involve the active participation of public officials and citizens. To this end, the City Plan Commission includes citizen members and public officials and provides active guidance throughout the course of plan preparation. About 40 citizens and elected officials participated in a special work session held for community land use problem identification. In addition, a resident attitude survey was conducted by the city planning staff.

Identification of Community Land Use Requirements

Although the preparation of forecasts is not planning, a land use plan must anticipate future requirements in the development of alternative plans. In the planning effort, forecasts are required of future events and conditions which are outside the scope of the system to be planned. The future demand for land will depend primarily upon the size of the future population and the nature of future economic activity within the City. The

Figure 1

THE COMMUNITY LAND USE PLANNING PROCESS



Source: SEWRPC.

control of changes in population and economic activity levels, however, lies largely outside the scope of government activity at the local

level and therefore outside the scope of the local planning process. Therefore, future population and economic activity levels must be forecast. These levels, in turn, can be used to determine the probable future demand for each of the various categories of land use. This is not to say that governmental policies at the local level cannot influence the course of economic development and, consequently, of population and economic growth rates.

Development and Evaluation of Alternative Land Use Plans and Selection and Adoption of a Recommended Plan

Having estimated the probable future demand for each of the various categories of land use, alternative land use plans which meet the land use demand can be developed. The alternative plans should be evaluated based upon their relative ability to attain the agreed-upon development objectives, and the plan which is judged best to meet those objectives should be selected for adoption. The evaluation should be made by the City Plan Commission, whose members are knowledgeable citizens and elected and appointed public officials. Such evaluation and selection involves the use of data obtained during the inventory and analysis stages of the planning process.

Land Use Plan Implementation

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. Land subdivision regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the land uses proposed to be accommodated in the plan and to such details as street, block and lot layout, and required improvements. A zoning ordinance and accompanying zoning map should be used to legally assure that land use development and redevelopment are in conformance with the adopted land use plan. The zoning regulations should govern not only the types of land uses permitted in various parts of the community but the height and arrangement of buildings on the land, the intensity of the use of land, and the supporting facilities required to carry out the intent of the land use plan. An official map should be used to assure that the land required for the streets, parkways, parks, and playgrounds required to serve the land use pattern recommended in the plan is reserved for future public use. Implementation of the plan should also be promoted by the formulation of public policies which will ensure plan implementation. A capital improvements program is one particularly effective expression of such policies.

Chapter II

POPULATION AND EMPLOYMENT FORECASTS, INVENTORIES, ANALYSES, AND ATTITUDINAL SURVEYS

INTRODUCTION

Information on the size, characteristics, distribution, and attitudes of the resident population of the City, and on anticipated changes in these demographic factors over time, is essential to the preparation of a land use plan for the City of New Berlin. In the final analysis, the proposed land use pattern should benefit the resident population of the community by maintaining and enhancing living and working conditions in the area. The size and characteristics of the existing and probable future population have a direct influence on certain land use requirements and needs. The primary purpose of the land use plan is to meet those needs.

POPULATION AND EMPLOYMENT FORECASTS

The population, employment, and land use forecasts initially selected for use in the land use planning for the City of New Berlin were based upon consideration of a range of alternative population and employment levels for the Region, Waukesha County, and the City of New Berlin, as shown in Table 1. This range was based upon a set of alternative futures developed by the Regional Planning Commission and used by the Commission in municipal land use planning, local sewer service area planning, and regional transit and highway planning. The range was believed to represent the reasonable extremes of development likely within the Region, as well as within Waukesha County and the City of New Berlin.

Two of the four alternative futures--the optimistic growth-centralized development future and the optimistic growth-decentralized development future--envision modest population and economic growth within the Region, County, and City over the next two decades. The optimistic growth-centralized development future envisions that population and economic growth will be accommodated in a centralized manner, with most new urban development occurring at medium densities contiguous to and outward from existing urban centers. The optimistic growth-decentralized development future envisions that much of the population and economic growth will be accommodated in a decentralized manner, with most new urban development occurring at low densities in a highly diffused manner, well beyond existing urban centers.

The other two futures envision only slight economic growth and an actual decline in the resident population level. One of these two futures, the pessimistic growth-centralized development future, envisions that the future redistribution of population and employment will be accommodated in a centralized manner. The other, the pessimistic growth-decentralized development future, envisions that the future redistribution of population and employment will be accommodated in a decentralized manner.

Table 1

ALTERNATIVE FUTURES FOR SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND THE CITY OF NEW BERLIN: 2000

Demographics	Existing Year 1980	Optimistic Growth: Year 2000		Pessimistic Growth: Year 2000	
		Centralized Development Pattern	Decentralized Development Pattern	Centralized Development Pattern	Decentralized Development Pattern
Regional Level of Growth[a]	--	Modest growth	Modest growth	No growth	No growth
Land Use Pattern[a]	--	Centralized pattern primarily at medium density (2.3 to 6.9 dwelling units per acre)	Decentralized sprawl pattern primarily at low and suburban density (0.2 to 2.2 dwelling units per acre)	Centralized pattern primarily at medium density (2.3 to 6.9 dwelling units per acre)	Decentralized sprawl pattern primarily at low and suburban density (0.2 to 2.2 dwelling units per acre)
Region					
Population	1,764,800	2,219,300	2,219,300	1,688,400	1,688,400
Jobs	874,700	1,016,000	1,016,000	887,000	887,000
Waukesha County					
Population	230,300	420,600	463,300	310,000	390,000
Jobs	136,300	157,400	162,400	124,100	136,100
City of New Berlin					
Population	30,500	56,400	57,800	35,900	44,300
Jobs	15,900	19,900	23,700	17,100	17,900

[a]Region, Waukesha County, and the City of New Berlin.

Source: SEWRPC.

The optimistic futures envision that jobs in the Region will increase from 874,700 in 1980 to 1,016,000 by the year 2000, an increase of 141,300 jobs, or 16 percent; and that the resident population will increase from 1,764,800 persons in 1980 to 2,219,300 in the year 2000, an increase of 454,500, or 26 percent. Similar increases are expected for Waukesha County and the City of New Berlin. These futures assume that the Region as a whole will be relatively more attractive for development than some other metropolitan and nonmetropolitan areas of the United States over the next two decades, and that today's out-migrational trend toward the sunbelt states will subside considerably. This greater attractiveness would be due to such factors as the availability of ample supplies of high-quality water; the availability of certain raw materials, particularly agriculturally related materials; the presence of a well-maintained transportation network; low-cost public utilities including public sanitary sewer, public water, and low-cost electric power; the high quality of the environment and public services; ample recreational opportunities; labor availability and wage rates; the tax structure; and community attitudes toward business and industry. The optimistic growth futures assume that the out-migration of population from the Region will end and that an in-migration of population will begin. This assumption is based, in part, on the projected increase in jobs in the year 2000 under the optimistic futures and, in part, on assumptions that there will be a return to more traditional family lifestyles in the Region, including a return to replacement-level birthrates; no further increases in female and total labor force participation; and the stabilization of household size. The return to more traditional population lifestyles should result in the movement of population into the Region, including Waukesha County and the City of New Berlin, to meet the projected growth of jobs.

The pessimistic futures, on the other hand, envision that the number of jobs in the Region will increase to only about 887,000 by the year 2000, or an increase of fewer than 13,000 jobs, or only 2 percent. These futures envision

that the population will actually decline by the year 2000 to about 1,688,400, a decline of about 76,400 people, or 4 percent. This future assumes that the Region will be relatively less attractive for economic development than other metropolitan and nonmetropolitan areas of the United States. The pessimistic futures assume that there will be continued out-migration of population from the Region. This will be due, in part, to the lack of growth in jobs, and in part to a continuation of nontraditional lifestyles in the Region, including low-replacement-level birthrates, continuing declines in household size, and increasing female and total population labor force participation. However, some very limited growth under this future can be expected for the County and City because of their location within metropolitan Milwaukee.

Centralized and decentralized development patterns have been postulated under both the optimistic and pessimistic growth futures for the Region, as both types of development patterns are possible under either future. Whether the Region, County, or City develops in a centralized or decentralized pattern will depend on such factors as the housing type and location preferences of the resident populations. A centralized development pattern will require a preference on the part of a significant proportion of the resident population to live in an urban setting with urban facilities and services in a mix of single-family homes, duplexes, townhouses, garden apartments, and mid- to high-rise multi-family developments. Other factors that could influence the evolution of a centralized land use development pattern include energy prices and the degree of public land use regulation exercised on a regional, county, and local basis for example, for the preservation of agricultural lands. The evolution of a decentralized land use pattern in the future depends upon a preference on the part of a significant proportion of the resident population for urban services, particularly centralized sanitary sewer and water supply services, in truly sub-urban and rural settings, with few, if any, urban services, on large lots with single-family, detached homes. Under decentralized futures, land use controls to preserve farmland would likely be minimal, and diffused residential, commercial, and industrial development would be accommodated through utilization of conventional onsite sewage disposal systems or the newer types of "package" onsite soil sewage disposal systems--such as mound systems--which are designed to overcome certain soil limitations such as impermeability, high groundwater, and shallow bedrock. Water supply would have to be provided largely by private wells.

Under these four alternative futures, the future population of the City of New Berlin would range from 35,900 to 57,800 persons--increases of 5,400 persons, or about 18 percent, and 27,300 persons, or about 90 percent, over the 1980 level of 30,500. Similarly, under these alternative futures, employment levels in New Berlin would increase from the 1980 level of 15,900 to between 17,100 jobs and 23,700 jobs, increases of about 8 and 49 percent, respectively.

It is recommended that the optimistic growth alternative future for the Region, County, and City and a centralized development pattern be used as a basis for the preparation of a land use plan for the City of New Berlin. This is the future currently used by the Regional Planning Commission in its planning work. Also, this future represents the near-maximum population and economic growth which could reasonably be expected to occur within the City over the 20-year plan design period. Should actual growth be less than the levels anticipated under this future, the design year of the plan could be set back an additional 10 to 15 years without significantly affecting the substance of the plan. Such an approach would be desirable, since land use decisions as a practical matter are virtually irreversible. In order to place this optimistic

growth pattern for the City in perspective, the historic population levels of the State, Region, Waukesha County, and City of New Berlin are presented in Table 2. This table indicates that there has been a steady increase in the resident population level of the City of New Berlin since about 1920. Figure 2 shows the historic and probable future resident population level for the City of New Berlin based upon an optimistic growth-centralized development pattern.

HISTORIC AND PROBABLE FUTURE AGE DISTRIBUTION

The historic and probable future population distribution by age group for the Southeastern Wisconsin Region, Waukesha County, and City of New Berlin is set forth in Table 3 and summarized in Figure 3 for the years 1980 and 2000. The range of population forecasts shown for the year 2000 is based upon the pessimistic growth-centralized development pattern, and optimistic growth-

Table 2

HISTORIC POPULATIONS FOR THE STATE OF WISCONSIN, THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA COUNTY, AND CITY OF NEW BERLIN: 1850-1980

Year	Wisconsin		Southeastern Wisconsin Region		Waukesha County		City of New Berlin[a]	
	Population	Percent Change From Previous Period	Population	Percent Change From Previous Period	Population	Percent Change From Previous Period	Population	Percent Change From Previous Period
1850	305,391	--	113,389	--	19,258	--	1,293 [b]	--
1860	775,881	154.1	190,409	67.9	26,831	39.3	1,903 [b]	47.2
1870	1,054,670	35.9	223,546	17.4	28,274	5.4	1,809 [b]	-4.9
1880	1,315,497	24.4	277,119	24.0	28,957	2.4	1,620 [b]	-10.4
1890	1,693,330	28.7	386,774	39.6	33,270	14.9	1,519 [b]	-6.2
1900	2,069,042	22.2	501,808	29.7	35,229	5.9	1,579 [b]	3.9
1910	2,333,860	12.8	631,161	25.8	37,100	5.3	1,584 [b]	0.3
1920	2,632,067	12.8	783,681	24.2	42,612	14.9	1,642 [b]	3.7
1930	2,939,006	11.7	1,006,118	28.4	52,358	22.9	2,197 [b]	33.8
1940	3,137,587	6.8	1,067,699	6.1	62,744	19.8	3,034 [b]	38.1
1950	3,434,575	9.5	1,240,618	16.2	85,901	36.9	5,334 [b]	75.8
1960	3,952,771	15.1	1,573,620	26.8	158,249	84.2	15,788	196.0
1970	4,417,933	11.8	1,756,086	11.6	231,338	46.2	26,910	70.4
1980	4,689,055	6.1	1,764,919	0.5	280,326	21.2	30,529	13.4

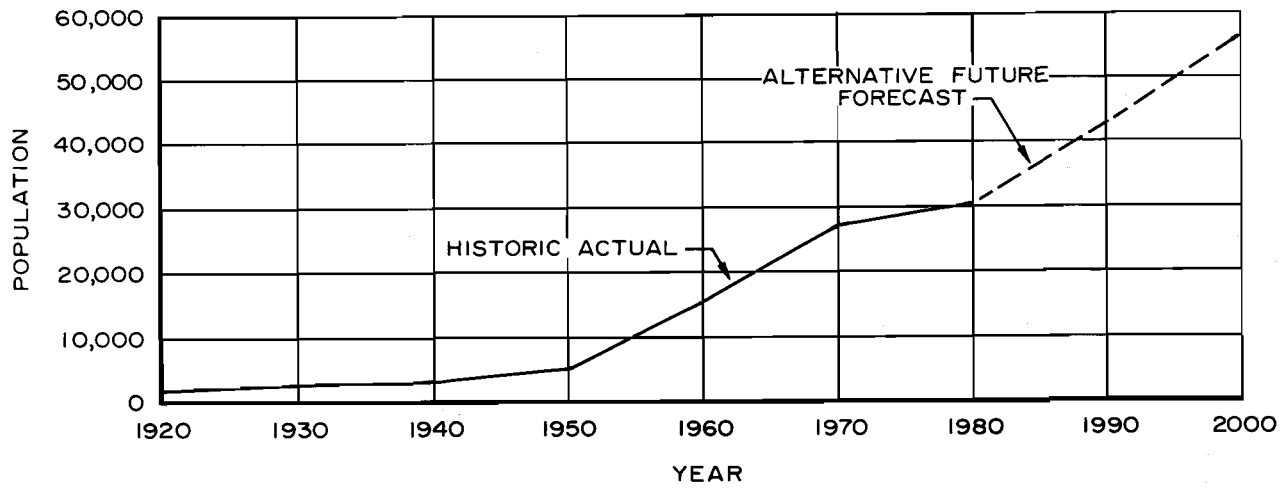
[a]The City of New Berlin was incorporated in 1959 and the Town of New Berlin was dissolved at that time. The City of New Berlin occupies the same geographic area as the former Town of New Berlin.

[b]Town of New Berlin population.

Source: SEWRPC.

Figure 2

HISTORIC AND FORECAST FUTURE POPULATION LEVELS FOR THE CITY OF NEW BERLIN: 1920-2000



Source: SEWRPC.

Table 3

HISTORIC AND ALTERNATIVE FUTURE COMPOSITION OF THE RESIDENT POPULATION BY AGE GROUP AND SEX IN THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA COUNTY, AND CITY OF NEW BERLIN: 1980 AND 2000

	Southeastern Wisconsin Region: 1980					
	Male		Female		Total	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5.....	65,588	7.7	62,497	6.9	128,085	7.3
5 to 14.....	139,738	16.3	134,348	14.8	274,086	15.5
15 to 19.....	84,952	10.0	83,945	9.2	168,897	9.6
20 to 64.....	487,407	57.0	511,150	56.1	998,557	56.4
65 and Older....	76,440	9.0	118,854	13.0	195,294	11.2
All Ages	854,125	100.0	910,794	100.0	1,764,919	100.0

	Alternative Forecast Range: 2000[a]					
	Male		Female		Total	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5.....	53,916-80,338	6.6-7.5	53,341-80,596	6.1-7.0	107,257-160,934	6.4-7.3
5 to 14.....	117,843-168,482	14.5-15.8	117,324-168,438	13.4-14.6	235,167-337,320	13.9-15.2
15 to 19.....	54,145-76,055	6.7-7.1	56,195-75,630	6.4-6.5	110,340-151,685	6.5-6.8
20 to 64.....	505,712-632,114	62.1-59.4	518,072-664,340	59.3-57.5	1,023,784-1,296,454	60.6-58.4
65 and Older....	82,680-107,170	10.2-10.1	129,194-165,787	14.8-14.4	211,874-272,962	12.5-12.3
All Ages	814,296-1,064,559	100.0	874,126-1,154,796	100.0	1,688,422-2,219,355	100.0

	Waukesha County: 1980					
	Male		Female		Total	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5.....	10,370	7.4	9,684	6.9	20,054	7.2
5 to 14.....	26,057	18.6	24,870	17.6	50,857	18.1
15 to 19	15,305	10.9	14,227	10.1	29,532	10.5
20 to 64	79,410	57.0	79,559	56.7	158,969	56.7
65 and Older	8,584	6.1	12,330	8.7	20,914	7.5
All Ages	139,726	100.0	140,600	100.0	280,326	100.0

	Alternative Forecast Range: 2000[a]					
	Male		Female		Total	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5	9,877-15,548	6.6-7.4	9,598-15,556	6.1-7.3	19,475-31,104	6.3-7.4
5 to 14	20,279-33,698	13.5-16.1	19,877-33,586	12.5-15.9	40,156-67,284	13.0-16.0
15 to 19.....	8,901-14,692	5.9-7.0	8,841-14,490	5.6-6.9	17,742-29,182	5.7-6.9
20 to 64.....	92,558-125,948	61.5-60.2	94,205-121,945	59.4-57.7	186,763-247,893	60.4-58.9
65 and Older....	18,947-19,340	12.6-9.2	26,198-25,759	16.5-12.2	45,145-45,099	14.6-10.7
All Ages	150,562-209,226	100.0	158,719-211,336	100.0	309,281-420,562	100.0

	City of New Berlin: 1980					
	Male		Female		Total	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5.....	1,034	6.8	939	6.1	1,973	6.5
5 to 14.....	2,739	18.0	2,803	18.3	5,542	18.2
15 to 19.....	1,752	11.5	1,741	11.4	3,493	11.4
20 to 64.....	9,017	59.3	9,041	59.0	18,058	59.1
65 and Older....	694	4.4	789	5.2	1,463	4.8
All Ages	15,216	100.0	15,313	100.0	30,529	100.0

	Alternative Forecast Range: 2000[a]					
	Male		Female		Total	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5.....	1,147-2,030	6.5-7.2	1,115-2,031	6.1-7.2	2,262-4,061	6.3-7.2
5 to 14.....	2,592-4,549	14.7-16.2	2,541-4,532	13.9-16.0	5,133-9,081	14.3-16.1
15 to 19.....	1,206-2,045	6.9-7.3	1,199-2,016	6.6-7.1	2,405-4,061	6.7-7.2
20 to 64.....	10,805-17,130	61.5-60.9	10,987-16,596	59.9-58.7	21,792-33,726	60.7-59.8
65 and Older....	1,821-2,365	10.4-8.4	2,487-3,106	13.6-11.0	4,308-5,471	12.0-9.7
All Ages	17,571-28,119	100.0	18,329-28,281	100.0	35,900-56,400	100.0

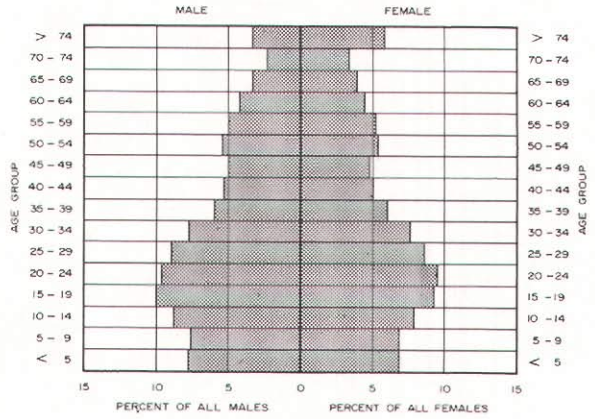
[a] The first number shown in the range represents forecasts based upon the pessimistic growth-centralized development pattern and the second number represents forecasts based upon the optimistic growth-centralized development pattern.

Source: SEWRPC.

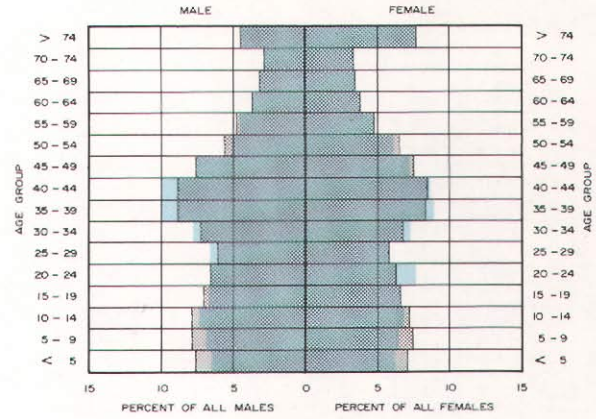
Figure 3

HISTORIC AND ALTERNATIVE FUTURE AGE COMPOSITION BY SEX FOR SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND CITY OF NEW BERLIN: 1980 AND 2000

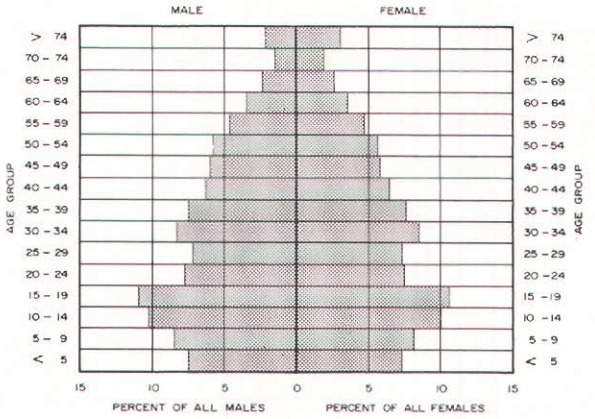
SOUTHEASTERN WISCONSIN REGION: 1980



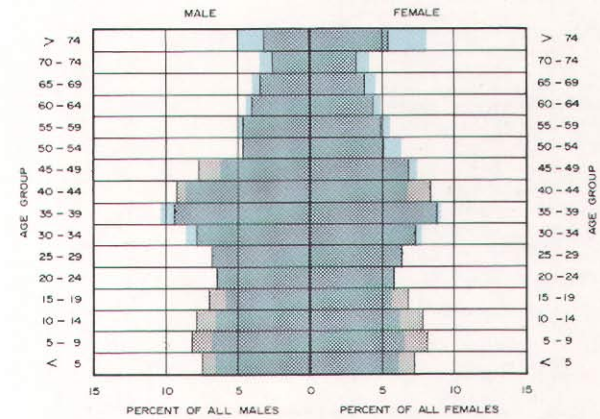
SOUTHEASTERN WISCONSIN REGION: 2000



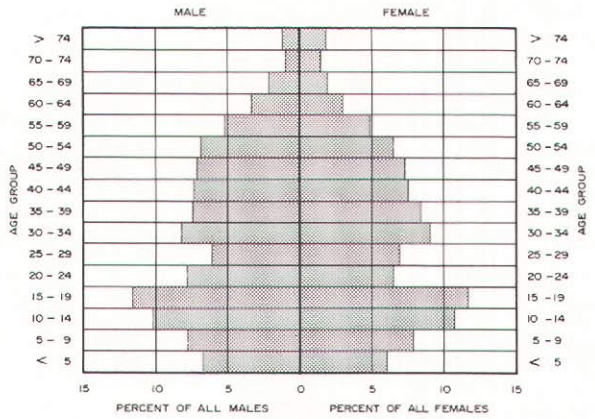
WAUKESHA COUNTY: 1980



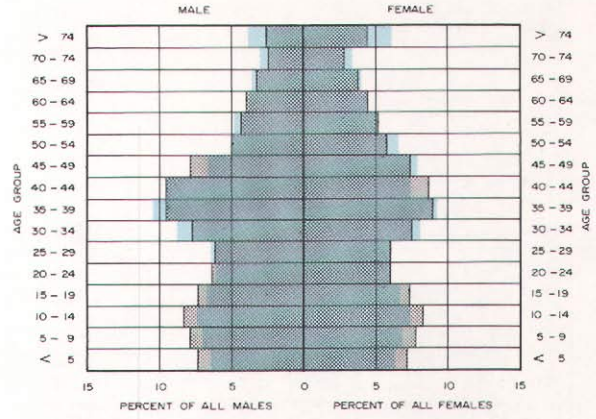
WAUKESHA COUNTY: 2000



CITY OF NEW BERLIN: 1980



CITY OF NEW BERLIN: 2000



LEGEND

AGE DISTRIBUTION FORECAST BASED UPON THE PESSIMISTIC GROWTH CENTRALIZED DEVELOPMENT SCENARIO

AGE DISTRIBUTION FORECAST BASED UPON THE OPTIMISTIC GROWTH CENTRALIZED DEVELOPMENT SCENARIO

Source: SEWRPC.

centralized development pattern. The table and accompanying figure indicate distinctly different population growth rates for the various age groups for each of the extremes of the population forecast ranges.

Within the Region, the population of the age group from 0 through 4 years of age, representing the preschool population, may be expected to change from about 128,085 persons in 1980 to from 107,257 to 160,934 persons by the year 2000. This range represents a possible decrease in this age group of about 20,800 persons, or 16 percent, and a possible increase of about 53,680 persons, or about 42 percent. In Waukesha County, the population of this age group may be expected to change from 20,054 persons in 1980 to from 19,475 to 31,104 persons by the year 2000. This range represents a possible decrease in this age group of about 579 persons, or 3 percent, and a possible increase of about 11,050 persons, or about 55 percent. In the City of New Berlin, the population of this age group may be expected to change from 1,973 persons in 1980 to from 2,262 to 4,061 persons by the year 2000. This range represents increases in this age group of from 289 to 1,799 persons, or from 15 to 91 percent.

The population of the age group from 5 through 14 years of age, representing the elementary school-age population, may be expected to change from 274,086 persons in 1980 to from 235,167 to 337,320 persons by the year 2000. This range represents a possible decrease in this age group of about 38,919 persons, or 14 percent, and a possible increase of about 63,234 persons, or about 23 percent. In Waukesha County, the population of this age group may be expected to change from 50,857 persons in 1980 to from 40,156 to 67,284 persons by the year 2000. This range represents a possible decrease in this age group of about 10,701 persons, or 21 percent, and a possible increase of about 16,427 persons, or about 32 percent. In the City of New Berlin, the population of this age group is expected to change from 5,542 persons in 1980 to from 5,133 to 9,081 persons by the year 2000. This range represents a possible decrease in this age group of about 409 persons, or 7 percent, and a possible increase of about 3,539 persons, or 63 percent.

The population of the age group from 15 through 19 years of age, representing the high school-age population, may be expected to decrease from about 168,897 persons in 1980 to from 110,340 to 151,685 persons in the year 2000, representing a decline of from 58,557 to 17,212 persons, or from 53 percent to 11 percent. In Waukesha County, the population of this age group may also be expected to decline somewhat--from 29,532 persons in 1980 to from 17,742 to 29,182 persons by the year 2000. This range represents a decrease in this age group of from 11,790 to 350 persons, or from 66 percent to 1 percent. In the City of New Berlin, the population of this age group may be expected to change from 3,493 persons in 1980 to from 2,405 to 4,061 persons in the year 2000. This range represents a possible decrease in this age group of about 1,088 persons, or 31 percent, and a possible increase of 568 persons, or 16 percent.

The population of the age group from 20 through 64 years of age, representing the working-age population, may be expected to increase from about 998,557 persons in 1980 to from 1,023,784 to 1,296,454 persons in the year 2000, representing an increase of from 25,227 to 297,897 persons, or from about 3 to 30 percent. In Waukesha County, the population of this age group is also expected to increase--from 158,969 persons in 1980 to from 186,763 to 247,893

persons in the year 2000. This range represents an increase of from 27,794 to 88,924 persons, or from 17 to 36 percent. The population of this age group is also expected to increase in the City of New Berlin--from 18,058 persons in 1980 to from 21,792 to 33,726 persons in the year 2000, representing an increase of from 3,734 to 15,668 persons, or from about 21 percent to 87 percent. The City is thus expected to experience a significantly higher rate of increase than is the Region or Waukesha County.

The population of the age group 65 years of age and older, representing the elderly population, may be expected to increase from about 195,294 persons in 1980 to from 211,874 to 272,962 persons in the year 2000, representing an increase of from 16,580 to 77,668 persons, or from 8 to 40 percent. In Waukesha County, the poulation of this age group is expected to increase from 20,914 persons in 1980 to about 45,100 in the year 2000, representing an increase of about 24,186 persons, or about 116 percent. In the City of New Berlin, this age group is forecast to increase dramatically from the 1980 figure of 1,463 persons to from 4,308 to 5,471 persons, representing an increase of from 2,845 to 4,008 persons, or of about 194 to 274 percent.

The potential changes in the age composition of the population of the City of New Berlin have important implications for land use planning in the City. If the future population reaches the higher end of the forecast range, there may be a need for additional high schools and elementary schools, as well as ancillary recreational facilities for children between the ages of 5 and 14. The labor force in the City is also expected to increase substantially and, accordingly, the number of persons seeking work within the City and surrounding areas may be expected to increase. Finally, the changes indicate that a general aging of the population will occur which may be expected to affect the demand for elderly housing units and special transportation and health care needs within the City.

HISTORIC AND PROBABLE FUTURE HOUSEHOLD SIZE

Table 4 compares historic and probable future household sizes in the Southeastern Wisconsin Region, Waukesha County, and City of New Berlin under the optimistic growth-centralized development future. This table indicates that in 1980, the average household size in the City was 3.26, compared with 3.11 in the County and 2.75 in the Region. The table also indicates that the average household size in the Region, County, and City may be expected to increase slightly by the plan design year, contrary to trends from 1970 to 1980 of rapid decreases in household size. This slight increase is reflective of a return to a more traditional lifestyle. These changes in average household size have particularly important implications for housing and residential land use planning, since average household size is a basic factor used to convert a future population level to the number of dwelling units needed over the plan-

Table 4

COMPARISON OF HISTORIC AND PROBABLE FUTURE POPULATION PER OCCUPIED HOUSING UNIT IN THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA COUNTY, AND CITY OF NEW BERLIN: 1960-2000

Year	Region	Waukesha County	City of New Berlin
1960	3.30	3.66	3.91
1970	3.20	3.66	3.92
1980	2.75	3.11	3.26
1990	2.95	3.53	3.75
2000	2.90	3.50	3.69

Source: U. S. Bureau of the Census and SEWRPC.

ning period--in this case, to the year 2000. Based upon an increase in average household size from 3.26 persons per household in 1980 to 3.69 persons per household in the year 2000 in the City of New Berlin, an additional 7,010 housing units may be expected to be needed by the year 2000 to meet the housing needs of a year 2000 resident population of 56,400 persons.

HOUSING CHARACTERISTICS

As shown in Table 5, the available data show a steady growth in housing units as well as population in the Southeastern Wisconsin Region, Waukesha County, and City of New Berlin from 1960 to 1980. Table 6 shows that while the total number of housing units in the Region increased only by about 17 percent between 1970 and 1980, housing units increased by 42 percent and 39 percent in Waukesha County and the City of New Berlin, respectively.

Table 5 shows the total number of both owner-occupied year-round housing units and renter-occupied year-round housing units. From 1970 to 1980, the number of owner-occupied year-round housing units increased by about 18 percent in the Region while Waukesha County and the City of New Berlin experienced comparatively dramatic increases of 39 and 37 percent, respectively--increases of more than double that experienced by the Region as a whole. During this same period the number of renter-occupied year-round housing units in the Region increased by only about 16 percent, while the County and the City of New Berlin had relatively high residential growth during the decade.

City Housing Construction Activity 1960 to 1982

Table 6 provides a summary of residential building activity in the City of New Berlin from 1960 to 1982. During this 23-year period a total of 5,857 dwelling units were constructed, of which 4,754 units, or 81 percent, were single-family units; 30, or only 0.5 percent, were two-family units; and 1,073, or about 18 percent, were multi-family units. The table indicates that there may be a need for additional two-family dwelling units in the City in order to provide a more adequate choice in the type of housing available. The table also indicates that residential building activity in the City peaked in 1968 and again in 1977. Between 1960 and 1980, an average of 272 dwelling units were constructed each year within the City. However, the economic recession brought the level of construction down to only 48 units in 1981, and 81 units in 1982.

Housing Costs in 1980

Table 7 shows the 1980 monthly owner costs, including mortgage costs, of owner-occupied, mortgaged, noncondominium housing units in the Southeastern Wisconsin Region, Waukesha County, and the City of New Berlin. The table indicates a general consistency in the percent of the population within each of the monthly owner cost categories for the Region, Waukesha County, and City of New Berlin. Table 7 indicates that the median monthly mortgage housing cost was $549 in southeastern Wisconsin, $462 in Waukesha County, and $449 in the City of New Berlin, which indicates that the 1980 cost of mortgaged units in the City was comparatively low when compared with such costs in the Region and County. In 1980, the City of New Berlin had 5,509 mortgaged owner-occupied noncondominium dwelling units, representing 58 percent of the total housing stock in the City.

Table 5

HISTORIC POPULATION AND HOUSING CHARACTERISTICS OF THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA COUNTY, AND CITY OF NEW BERLIN: 1960-1980

Characteristic	Southeastern Wisconsin Region					Waukesha County					City of New Berlin				
	Year			1970-1980		Year			1970-1980		Year			1970-1980	
	1960	1970	1980	Change	Percent	1960	1970	1980	Change	Percent	1960	1970	1980	Change	Percent
Total Population	1,573,620	1,756,083	1,764,919	8,836	0.5	158,249	231,335	280,326	48,991	21.2	15,788	26,910	30,529	3,619	13.4
Total Housing Units	500,761	566,756	664,973	98,217	17.3	47,301	65,249	92,622	27,373	42.0	4,148	6,849	9,546	2,697	39.3
Persons per Occupied Housing Unit	3.30	3.20	2.75	-0.45	14.1	3.66	3.66	3.11	-0.55	-15.0	3.91	3.92	3.26	-0.66	-16.8
Owner-Occupied Year-Round Housing Units	284,707	331,339	389,381	58,042	17.5	33,322	49,597	69,154	19,557	39.4	3,653	5,956	8,152	2,196	36.9
Renter-Occupied Year-Round Housing Units	181,206	205,147	238,574	33,427	16.3	9,072	12,338	19,398	7,060	57.2	319	812	1,198	386	47.5
Vacant Year-Round Housing Units	19,438	20,100	27,791	7,691	38.3	2,076	1,719	2,814	1,095	63.7	171	80	190	110	137.5

Source: U. S. Bureau of Census and SEWRPC.

Table 6

RESIDENTIAL BUILDING ACTIVITY IN THE CITY OF NEW BERLIN: 1960-1982

Year	Single-Family Dwelling Units	Two-Family Dwelling Units	Multiple-Family Dwelling Units	Total Dwelling Units
1960	241	4	0	245
1961	182	2	0	184
1962	143	6	4	153
1963	241	0	6	247
1964	247	6	16	269
1965	272	4	46	322
1966	277	0	8	285
1967	357	2	168	527
1968	304	0	224	528
1969	116	0	108	224
1970	61	0	128	189
1971	138	2	128	268
1972	203	2	16	221
1973	182	0	184	366
1974	145	0	0	145
1975	296	0	0	296
1976	353	0	5	358
1977	407	0	0	407
1978	251	0	0	251
1979	106	0	12	118
1980	105	0	20	125
1981	48	0	0	48
1982	79	2	0	81
Total	4,754	30	1,073	5,857

Source: City of New Berlin and SEWRPC.

Table 7

NUMBER OF UNITS OF OWNER-OCCUPIED, MORTGAGED, NONCONDOMINIUM HOUSING AND MONTHLY OWNER COSTS, INCLUDING MORTGAGE, IN SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND THE CITY OF NEW BERLIN: 1980

Monthly Owner Costs with Mortgage	Southeastern Wisconsin		Waukesha County		City of New Berlin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than $100	161	0.1	26	0.1	0	0.0
$100 to $149	707	0.3	71	0.2	12	0.2
$150 to $199	3,197	1.5	325	0.7	49	0.9
$200 to $249	12,785	6.1	1,459	3.2	115	2.1
$250 to $299	26,743	12.7	3,677	8.0	486	8.8
$300 to $349	29,134	13.9	4,914	10.7	735	13.3
$350 to $399	28,389	13.5	5,671	12.4	708	12.9
$400 to $449	25,356	12.1	5,501	12.0	669	12.1
$450 to $499	21,523	10.2	5,157	11.3	628	11.4
$500 to $599	28,677	13.6	7,683	16.8	929	16.9
$600 to $749	20,090	9.6	6,431	14.1	791	14.4
$750 or more	13,562	6.4	4,798	10.5	387	7.0
Total	210,324	100.0	45,713	100.0	5,509	100.0
Median Cost	$549	--	$462	--	$449	--

Source: U. S. Bureau of the Census and SEWRPC.

Table 8 shows the 1980 monthly gross rent of renter-occupied housing in the Southeastern Wisconsin Region, Waukesha County, and the City of New Berlin. The table indicates that in 1980 the median monthly rent for renter-occupied housing was $252 in the Southeastern Wisconsin Region, $292 in Waukesha County, and $321 in the City of New Berlin. Table 8 further indicates that the average monthly rent paid for renter-occupied housing was $255 in the Region, $300 in Waukesha County, and $332 in the City of New Berlin. As noted in Table 8, the City of New Berlin had higher median and mean rents for renter-occupied housing in 1980 than did the Region and Waukesha County.

Housing Vacancy Rates

Housing vacancy rates for both owner-occupied and rental-type housing in 1980 for southeastern Wisconsin, Waukesha County, and the City of New Berlin are shown in Table 9. The overall vacancy rate for owner-occupied housing in the City--that is, for vacant, once-owner-occupied housing units which were for sale--was about 1.5 percent, or 121 dwelling units of the total of 8,723 units. In the Region the vacancy rate was 1.1 percent and in Waukesha County it was 1.3 percent--slightly lower vacancy rates than in the City.

Out of a total of about 1,215 rental units in the City of New Berlin in 1980, 17 dwelling units, or about 1.4 percent, were vacant. The vacancy rate for rental units in the City is 3 percent lower than the rate for southeastern Wisconsin and 2 percent lower than the rate for Waukesha County in 1980, based upon the federal census of 1980.

Standards contained in SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, recommend that housing vacancy rates within a local housing analysis area such as the City of New Berlin be maintained at a

Table 8

NUMBER OF DWELLING UNITS BY MONTHLY GROSS RENT OF RENTER-OCCUPIED HOUSING IN SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND THE CITY OF NEW BERLIN: 1980

Gross Rent[a]	Southeastern Wisconsin		Waukesha County		City of New Berlin	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
Less than $60	1,454	0.6	112	0.6	0	0.0
$60 to $79	5,173	2.2	291	1.6	0	0.0
$80 to $99	4,204	1.8	205	1.1	0	0.0
$100 to $119	4,488	1.9	182	1.0	7	0.6
$120 to $149	10,028	4.3	399	2.1	6	0.5
$150 to $169	10,527	4.5	461	2.5	14	1.2
$170 to $199	23,363	10.0	908	4.9	22	2.0
$200 to $249	54,756	23.4	2,976	15.9	49	4.3
$250 to $299	53,408	22.9	4,160	22.2	259	23.0
$300 to $349	32,367	13.8	3,545	19.0	409	36.3
$350 to $399	14,923	6.4	2,177	11.6	158	14.0
$400 to $499	10,037	4.3	1,814	9.7	80	7.1
$500 or more	3,464	1.4	817	4.3	52	4.6
No Cash Rent	5,946	2.5	657	3.5	72	6.4
Total	234,138	100.0	18,704	100.0	1,128	100.0
Median Costs	$252	--	$292	--	$321	--
Mean	$255	--	$300	--	$332	--

[a]Gross rent is the sum of contract rent and utility costs.

Source: U. S. Bureau of the Census and SEWRPC.

Table 9

HOUSING VACANCY RATES FOR OWNER- AND RENTER-OCCUPIED YEAR-ROUND HOUSING UNITS IN SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND THE CITY OF NEW BERLIN: 1980

Housing Unit Type	Southeastern Wisconsin		Waukesha County		City of New Berlin	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Owner-Occupied Year-Round Housing Units	389,381	98.9	69,154	98.7	8,152	98.5
Vacant Year-Round Housing Units for Sale	4,429	1.1	898	1.3	121	1.5
Total	393,810	100.0	70,052	100.0	8,273	100.0
Renter-Occupied Year-Round Housing Units	238,574	95.6	19,398	96.6	1,198	98.6
Vacant Year-Round Renter-Occupied Housing Units	10,918	4.4	688	3.4	17	1.4
Total	249,492	100.0	20,086	100.0	1,215	100.0

Source: U. S. Bureau of the Census and SEWRPC.

minimum of 4 percent and a maximum of 6 percent for rental units; and at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units over a full range of housing types, sizes, and costs. These vacancy proportions are desirable to facilitate mobility and to enable households to exercise choices in the selection of suitable housing. The city vacancy rate of 1.5 percent for owner-occupied housing falls within the recommended standard of between 1 and 2 percent. The city vacancy rate of 1.4 percent for rental housing, however, falls far short of the recommended standard of between 4 and 6 percent. It may thus be concluded that the City of New Berlin is in some need of additional rental housing.

ECONOMIC CHARACTERISTICS AND FORECASTS

Family Income

Table 10 shows the number of families having various ranges of family income in 1980 for southeastern Wisconsin, Waukesha County, and the City of New Berlin, as well as the median income and mean income for each of the geographic areas shown. In 1980, the median family income (median family income means that 50 percent of the families have an income over a certain amount and 50 percent have an income under that amount) in the Southeastern Wisconsin Region was $23,515; in Waukesha County--$27,648; and in the City of New Berlin--$30,110. The mean, or average, family income in 1980 for the Southeastern Wisconsin Region was $26,193; for Waukesha County--$31,534; and for the City of New Berlin--$32,667. Both the median and mean family incomes were slightly higher in the City of New Berlin in 1980 than in the Southeastern Wisconsin Region and Waukesha County.

Table 10

FAMILY INCOME IN SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND THE CITY OF NEW BERLIN: 1980

Income Range	Southeastern Wisconsin		Waukesha County		City of New Berlin	
	Number of Families	Percent of Total	Number of Families	Percent of Total	Number of Families	Percent of Total
Less than $2,500	7,873	1.7	582	0.8	67	0.8
$2,500 to $4,999	12,672	2.8	782	1.1	42	0.5
$5,000 to $7,499	20,161	4.4	1,625	2.2	112	1.4
$7,500 to $9,999	22,172	4.8	2,174	2.9	138	1.7
$10,000 to $12,499	24,975	5.5	2,724	3.7	224	2.8
$12,500 to $14,999	25,653	5.6	2,654	3.6	221	2.7
$15,000 to $17,499	30,169	6.6	3,699	5.0	323	4.0
$17,500 to $19,999	32,476	7.1	4,305	5.8	329	4.0
$20,000 to $22,499	38,469	8.4	5,744	7.7	575	7.1
$22,500 to $24,999	34,876	7.6	5,607	7.6	550	6.8
$25,000 to $27,499	36,159	7.9	6,865	9.2	874	10.7
$27,500 to $29,999	28,904	6.3	5,558	7.5	578	7.1
$30,000 to $34,999	49,233	10.8	9,762	13.1	1,362	16.7
$35,000 to $39,999	30,978	6.8	6,595	8.9	777	9.5
$40,000 to $49,999	33,175	7.2	7,713	10.4	1,057	13.0
$50,000 to $74,999	20,857	4.6	5,355	7.2	718	8.8
$75,000 or more	8,751	1.9	2,435	3.3	197	2.4
Total	457,553	100.0	74,179	100.0	8,144	100.0
Median Income	$23,515	--	$27,648	--	$30,110	--
Mean Income	$26,193	--	$31,534	--	$32,667	--

Source: U. S. Bureau of the Census and SEWRPC.

Occupations and Employment Types

In 1980, 826,456 persons in the Region, or about 47 percent of the Region's population, were in the employed labor force. In Waukesha County there were 136,327 persons, or about 49 percent of the county population, in the employed labor force; in the City of New Berlin there were 15,882 persons, or about 52 percent of the city population, in the employed labor force. Table 11 provides information on the employed population 16 years and over by occupation in the Southeastern Wisconsin Region, Waukesha County, and the City of New Berlin in 1980. According to Table 11, white collar workers, including managerial and professional specialty and technical, sales, and administrative support workers, represented 427,947, or about 52 percent, of the employed persons in the Region; 79,034, or about 58 percent, of the employed persons in Waukesha County; and 9,382, or about 59 percent, of the employed persons in the City of New Berlin. Blue collar workers, including workers in the job categories of service, farming, forestry, and fishing and precision production, craft, and repair, as well as operators, fabricators, and laborers, represented 398,509, or about 48 percent, of the employed persons in the Region; 57,293, or about 42 percent, of the employed persons in Waukesha County; and 6,500 or about 41 percent, of the employed persons in the City of New Berlin.

Table 12 indicates the number of persons 16 years and over by class of worker in the Southeastern Wisconsin Region, Waukesha County, and the City of New Berlin in 1980. The table shows that in the City of New Berlin, 13,691 workers, or about 86 percent, were private wage and salary workers, compared to 83 percent for the Region and 84 percent for Waukesha County; that 1,544 workers, or about 10 percent, were government workers, compared to about 13 percent for the Region and about 11 percent for Waukesha County; that 593 workers, or about 4 percent, were self-employed workers, compared to about 4 percent for the Region and about 5 percent for Waukesha County; and that 54 workers, or less than 1 percent, were unpaid family workers, with there being a similar percentage of unpaid family workers in the Region and Waukesha County in 1980.

Table 11

EMPLOYED PERSONS 16 YEARS AND OVER BY OCCUPATION IN SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND THE CITY OF NEW BERLIN: 1980

Occupation	Southeastern Wisconsin		Waukesha County		City of New Berlin	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty						
Executive, Administrative, Managerial	81,635	9.9	17,926	13.1	1,980	12.5
Professional Specialty	96,863	11.7	17,472	12.8	2,137	13.5
Technical, Sales, and Administrative Support						
Technicians and Related Support	25,271	3.1	4,385	3.2	506	3.2
Sales	81,057	9.8	16,712	12.3	1,841	11.6
Administrative Support Including Clerical	143,121	17.3	22,539	16.5	2,918	18.3
Service						
Private Household	2,486	0.3	296	0.2	4	0.0[a]
Protective Service	11,721	1.4	1,154	0.9	125	0.8
Service, Except Protective and Household	95,816	11.6	13,207	9.7	1,548	9.7
Farming, Forestry, and Fishing	9,065	1.1	1,448	1.1	79	0.5
Precision Production, Craft, Repair	100,953	12.2	18,304	13.4	2,277	14.3
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors	109,787	13.3	13,136	9.6	1,412	8.9
Transportation and Material Moving	33,843	4.1	5,014	3.7	507	3.2
Handlers, Equipment Cleaners, Helpers, Laborers	34,838	4.2	4,734	3.5	548	3.5
Total	826,456	100.0	136,327	100.0	15,882	100.0

[a]Less than one-tenth of 1 percent.

Source: U. S. Bureau of Census and SEWRPC.

Table 13 shows the place of work of workers 15 years and over living in Waukesha County and the City of New Berlin in 1980. The table indicates that about 19 percent of the labor force of the City of New Berlin, or 3,038 persons, worked in the City of New Berlin; while about 74 percent, or 11,857 persons, worked outside the City. A total of 1,033 workers, or about 7 percent of the labor force living in the City of New Berlin, did not report their place of work. About 31 percent of the labor force living in Waukesha County--or 30,193 workers--worked in the County, while 62 percent, or 60,941 workers, worked outside Waukesha County. A total of 7,246 workers, or about 7 percent of the labor force living in Waukesha County, did not report their place of work. The data for both Waukesha County and the City of New Berlin shown in Table 13 indicate that both are bedroom communities since the majority of the workers living inside the County and the City work outside the community in which they reside.

Employment Forecasts

Table 14 sets forth the employment levels for the City of New Berlin to the year 2000 for the optimistic growth-centralized development scenario for six employment categories for the City, including retail, service, industry, government and education, transportation including communication and utilities, and agriculture. Each of these categories is related to various types of land use. Forecasts of employment in these categories are used in the land use planning process to assist in the allocation of land to various land use categories such as commercial, industrial, and government uses. Overall employment for the City of New Berlin may be expected to increase from 7,155 jobs in 1972 to about 19,912 jobs by the year 2000, distributed as 2,257 jobs, or 11.3 percent, in retail; 3,838 jobs, or 19.3 percent, in service; 11,232 jobs, or 56.4 percent, in industry; 2,309 jobs, or 11.6 percent, in government and education; 226 jobs, or 1.1 percent, in transportation, including communication and utilities; and 50 jobs, or only 0.3, percent in agriculture. The employment forecasts for the City are based, in part, upon an analysis of historic trends of selected characteristics for industry groups, an extrapolation of the employment trends, and industry outlooks as published by the U. S. Department of Commerce.

Table 12

EMPLOYED PERSONS 16 YEARS AND OVER BY CLASS OF WORKER IN SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, AND THE CITY OF NEW BERLIN: 1980

Class of Worker	Southeastern Wisconsin		Waukesha County		City of New Berlin	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Private Wage and Salary....	684,138	82.8	114,474	84.0	13,691	86.2
Federal Government.....	15,954	1.9	1,938	1.4	232	1.5
State Government.....	15,872	1.9	1,898	1.4	220	1.4
Local Government.....	73,370	8.9	10,692	7.8	1,092	6.9
Self-Employed.....	34,300	4.2	6,724	4.9	593	3.7
Unpaid Family Worker.....	2,822	0.3	601	0.5	54	0.3
Total	826,456	100.0	136,327	100.0	15,882	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 13

PLACE OF WORK OF WORKERS 16 YEARS AND OVER LIVING IN WAUKESHA COUNTY AND THE CITY OF NEW BERLIN: 1980

Place of Work	Waukesha County		City of New Berlin	
	Number of Workers	Percent of Total	Number of Workers	Percent of Total
Worked in Community of Residence....	30,193	30.7	3,038	19.1
Worked Outside Community of Residence.....	60,941	61.9	11,857	74.4
Not Reported.....	7,246	7.4	1,033	6.5
Total	98,380[a]	100.0	15,928	100.0

[a]Excludes 36,216 workers not living in an identified community (i.e., rural place of residence) as defined by the U. S. Bureau of the Census.

Source: U. S. Bureau of Census and SEWRPC.

Table 14

ESTIMATED AND FORECAST EMPLOYMENT BY TYPE IN THE CITY OF NEW BERLIN: 1972-1980

Year	Employment Type						
	Retail	Service	Industry	Government and Education	Transportation, Communications, and Utilities	Agriculture	Total
1972	572	1,077	5,032	976	113	228	7,998
2000[a]	2,257	3,838	11,232	2,309	226	50	19,912

[a]The adopted regional land use plan forecast--the optimistic growth-centralized development scenario.

Source: SEWRPC.

THE CITY RESIDENT 1982 ATTITUDINAL SURVEYS

Introduction

In order to define and assess the attitudes of the City of New Berlin residents toward land use planning issues, the City of New Berlin planning staff conducted an attitudinal survey of the resident population in September 1982.[1] This survey was supplemented by a nominal group process meeting. The attitudinal survey consisted of a mail questionnaire sent to a randomly drawn sample of the resident population of the City. The nominal group process meeting was attended by about 40 citizens representing citizen groups and individuals invited by the City Planning Department who are concerned with urban planning and urban design in the City, including members of the City Plan Commission.

[1]All attitudinal survey data contained in this report were furnished to SEWRPC by the City of New Berlin Planning Department staff.

The Nominal Group Process Meeting

The nominal group process meeting was conducted at the City Library on September 27, 1982. A group of 40 citizens was involved in this process. The group was divided into six subgroups each comprised of from six to seven persons. The process began with each person of each subgroup listing, independently, problems and concerns regarding land use planning in the City. Within each subgroup, each of the problems and concerns was then read aloud, one at a time, in a round-robin fashion, and then listed on large sheets of paper. Each problem and concern was then clarified as necessary, and discussed at length. After the discussion of all of the problems and concerns listed, a secret ballot was taken within each subgroup to rank order the identified problems and concerns. The results of this ranking were then reorganized by topical areas of importance, with the entire group participating. The rank-ordered areas of concern so determined were: 1) the preservation of natural open space; 2) land use; 3) transportation; 4) urban growth; and 5) housing. The specific problems and concerns as rank ordered under each topical area were as follows:

A. Preservation of Natural Open Space
   1. Retention of the open spaces and rural character of the New Berlin area through:
      a) Preservation of natural corridors.
      b) Development of a program to purchase conservancy-type land for public use.
      c) Utilization of natural corridors as buffers between unrelated land uses.
      d) Prohibition of building activity in wetland areas.

   2. Park development through:
      a) Continuation of the development of new and existing parklands.
      b) Development of a bike trail system.

B. Land Use
   1. Avoid mixing unrelated land uses.
   2. Expand industrial land use.
   3. Limit "strip" commercial uses along major arterials.

C. Transportation
   1. Widen and improve National Avenue between Moorland Road and 124th Street.
   2. Provide park-ride lots where needed along bus transit routes.
   3. Examine land held in reserve for the once-planned metropolitan belt freeway for potential re-use.

D. Urban Growth
   1. Urban growth should be controlled in an effort to limit the need to extend urban services.
   2. The impact of external forces upon the land use planning process should be recognized, including the Milwaukee Metropolitan Sewerage District plans, plans of the Southeastern Wisconsin Regional Planning Commission, and developer-proposed plans.

E. Housing
   1. Increase multi-family housing stock.
   2. Provide for full range of housing types in the City.
   3. Allow the construction of smaller single-family homes in the City.
   4. Provide for senior citizen housing in the City.

The Master Plan Attitudinal Survey

As already indicated, the City of New Berlin planning staff also conducted a resident attitudinal survey. The survey consisted of a mail questionnaire sent to a randomly drawn sample of 2,763 households from the city voter registration list. A total of 1,503 usable questionnaires, representing about 54 percent of the households surveyed, were returned. Some of the issues addressed by the survey questionnaire included the residents' reasons for choosing to live in New Berlin, perceived acceptable and unacceptable land use development for the expansion of the city tax base, satisfaction with the existing levels of city services, perceived recreational facility needs for the City, and preferences for residential street design.

Reasons for Choosing to Live in New Berlin: Table 15 shows the reasons given by residents in the survey for living in New Berlin. Approximately 81 percent of the respondents indicated that they lived in New Berlin because the neighborhood they lived in was safe and secure; about 74 percent of the respondents also indicated that they lived in New Berlin because of the privacy and quiet; and about 58 percent of those polled cited property taxes. Other areas of concern indicated in the survey were the location and proximity to place of employment, the availability of parks and open spaces, the quality of schools, the proximity to friends and relatives, the population homogeneity, the rural environment, and the availability of sanitary sewers.

Perceived Acceptable and Unacceptable Land Use Development Types: The acceptable and unacceptable land use development types for expansion of the City of New Berlin tax base as perceived by city residents are shown on Table 16. About 72 percent of the survey respondents felt that the expansion

Table 15

REASON FOR CHOOSING TO LIVE IN NEW BERLIN

Reason	Very Important		Somewhat Important		Not Important	
	Number	Percent	Number	Percent	Number	Percent
Neighborhood is safe and secure	1,218	81.0	209	13.9	76	5.1
Privacy and quiet	1,114	74.1	318	21.2	71	4.7
Property taxes	868	57.8	476	31.7	157	10.5
Availability of open space	824	54.9	506	33.7	171	11.4
Good schools	820	54.6	315	20.9	368	24.5
The rural environment	754	50.2	554	36.9	195	12.9
Availability of sanitary sewers	460	30.6	450	29.9	593	39.5
Location is close to work	376	25.0	611	40.7	516	34.3
People in the community have lifestyles and values that are similar	293	19.5	673	44.8	537	35.7
Availability of parks	197	13.1	740	49.3	564	37.6
Location close to friends and relatives	173	11.5	539	35.9	791	52.6

Source: City of New Berlin Planning Department and SEWRPC.

of the industrial areas was acceptable and about 69 percent felt that expansion of office complex land uses was acceptable. Approximately 61 percent of the respondents also felt that development should be limited to areas of the City where municipal services such as sanitary sewer service and public water supply were already available. Regarding residential development, 61 percent of the respondents viewed more multiple-family residential rental housing as unacceptable; however, about 47 percent of the respondents viewed more condominium residential development as acceptable.

Existing Levels of City Services: Resident satisfaction with 1982 levels of various city services is indicated in Table 17. Table 17 indicates a general satisfaction with all existing city services. The service which residents were most dissatisfied with was street cleaning and maintenance. However, only about 16 percent of the respondents were not satisfied with that particular service.

Perceived Needs for Additional City Facilities and Services: Table 18 indicates the need for city facilities and services that were not offered in 1982 as perceived by city residents. Approximately 48 percent of the survey respondents felt that public library expansion was necessary, that a housing maintenance program was needed, and that there was a need for city solid waste collection. About 47 percent of the respondents felt that housing for the elderly was needed and that there was a need for expanded police patrols.

Perceived Recreational Facility Needs: The recreational facility needs of the City of New Berlin as perceived by city residents are shown in Table 19. Approximately 40 percent of the survey respondents felt that an outdoor swimming pool is needed; about 37 percent felt that a winter sports area is needed with an ice skating rink and sledding facilities; and about 32 percent felt that physical fitness trails are needed in the City.

Table 16

ACCEPTABLE AND UNACCEPTABLE LAND USE DEVELOPMENT TYPES FOR EXPANSION OF THE CITY TAX BASE AS PERCEIVED BY RESIDENTS: 1982

Development Type	Acceptable		Unacceptable		No Opinion	
	Number	Percent	Number	Percent	Number	Percent
Expansion of industrial areas.....	1,081	71.9	275	18.3	147	9.8
Expansion of office complexes.....	1,039	69.2	235	15.6	228	15.2
Limitation of new development to areas where municipal services are already provided (i.e., sanitary sewer and public water supply)....	915	61.0	267	17.8	317	21.2
Attraction of prestigious shops, luxury condominiums, and large lot subdivisions.....	723	48.2	507	33.8	271	18.0
More condominium residential development.....	701	46.7	591	39.3	210	14.0
More multiple-family rental housing.....	360	24.0	920	61.3	221	14.7

Source: City of New Berlin Planning Department and SEWRPC.

Table 17

SATISFACTION WITH EXISTING 1982 LEVELS OF CITY SERVICES

Service	Very Satisfied		Somewhat Satisfied		Not Satisfied		No Opinion	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Fire Protection	936	62.3	380	25.3	32	2.1	154	10.3
Police	838	55.8	526	35.0	77	5.1	61	4.1
Ambulance	804	53.5	317	21.1	25	1.7	357	23.7
Park and Recreation	629	41.9	555	36.9	96	6.4	222	14.8
Library Services	622	41.4	510	34.0	114	7.6	256	17.0
Street Cleaning and Maintenance	568	37.9	604	40.2	242	16.1	87	5.8
Contacts with City Hall Personnel	316	21.0	493	32.8	229	15.3	465	30.9
Quality of Public Water (taste and color)	290	19.3	317	21.1	166	11.0	730	48.6
Programs for the Elderly	129	8.6	223	14.8	90	6.0	1,061	70.6

Source: City of New Berlin Planning Department and SEWRPC.

Table 18

NEED FOR CITY FACILITIES AND SERVICES CURRENTLY NOT OFFERED AS PERCEIVED BY RESIDENTS: 1982

Service	Yes		No		No Opinion	
	Number	Percent	Number	Percent	Number	Percent
Library Expansion	786	52.3	392	26.1	325	21.6
Regulation and Enforcement of Housing Maintenance	728	48.4	461	30.7	314	20.9
City Garbage Collection	723	48.1	650	43.2	130	8.6
Housing for the Elderly	713	47.4	294	19.6	496	33.0
Expanded Police Patrols	707	47.0	472	31.4	324	21.6
Low Interest Loans for Housing Rehabilitation	563	37.5	594	39.5	345	23.0
Street Lights	512	34.1	852	56.7	139	9.2
Recreation Center Expansion	507	33.7	603	40.1	393	26.1
Public Transit (buses)	374	24.9	855	56.9	274	18.2
Housing for Low- and Moderate-Income Families	290	19.3	902	60.0	311	20.7
City Hall Expansion	275	18.3	769	51.2	459	30.5
Sidewalks	141	9.4	1,236	82.2	126	8.4

Source: City of New Berlin Planning Department and SEWRPC.

Resident Preferences for Residential Street Design: In the survey, residents were asked: "What kind of a street would you prefer to live on--arterial, collector, minor, or cul-de-sac?" An arterial street was defined as a public street or highway used or intended to be used primarily for fast or heavy through traffic; a collector street is a street used or intended to be used to carry traffic from minor streets to the major system or arterial streets; a minor street is used, or intended to be used, primarily for access to abutting properties; a cul-de-sac street is a local street with only one outlet and having an appropriate turnaround for the safe and convenient reversal of traffic movement. Based upon the survey and as shown in Table 20, only about 1 percent of the respondents preferred arterial streets; about 8 percent preferred collector streets; about 55 percent preferred minor streets; and about

36 percent preferred cul-de-sac or dead-end streets. It can be concluded that residents overwhelmingly prefer both minor and cul-de-sac streets for residential development. Specific urban design criteria for residential streets are discussed in greater detail in Chapter V.

SUMMARY

Population and Employment Forecasts

The population, employment, and land use forecasts which were utilized for the City of New Berlin land use planning effort are based upon consideration of a range of alternative population and employment levels. Development of population forecasts is based upon a number of futures chosen to represent the range

Table 19

RECREATIONAL FACILITY NEEDS OF THE CITY OF NEW BERLIN AS PERCEIVED BY RESIDENTS: 1982

Recreational Facility Type	Percentage of Respondents Indicating Need of the Facility
Outdoor swimming pool	40.2
Winter sports (ice rink, sledding, etc.)	36.7
Fitness trails	31.5
Additional picnic areas	19.3
Lake	16.9
Additional tennis courts	15.3
Golf	11.4
Camping areas	11.0
Additional ball diamonds	10.3
Outdoor basketball courts	10.1
Other facilities	10.9
No additional recreational facilities needed	28.7

Source: City of New Berlin Planning Department and SEWRPC.

Table 20

RESIDENT PREFERENCES OF RESIDENTIAL STREETS

Street Type	Percentage of Respondents Indicating Street Preference
Minor street	55.0
Cul-de-sac street	35.5
Collector street	8.1
Arterial street	1.4

Source: City of New Berlin Planning Department and SEWRPC.

of future conditions which may be reasonably expected to occur over the plan design period--in this case, to the year 2000. Four alternative future population and employment levels were initially developed for the City to the year 2000. The population levels under these futures range from 35,900 persons to 57,800 persons. The 1980 population of the City was 30,529. One of the four alternative futures for the City is the optimistic growth-centralized development scenario, upon which the adopted regional land use plan is based. A year 2000 population for the City of 56,400 persons and an employment level of 19,912 persons are projected under this future. Year 1972 employment in the City was 7,998 persons. It is recommended that this alternative population and employment forecast be used for the land use planning effort since it would accommodate a near maximum population growth that could be reasonably expected to occur within the City during the planning period. Should the actual growth be somewhat less than this maximum, the design year of the plan can be simply set back without significantly affecting the substance of the plan.

Age Distribution and Household Size

The potential changes in the age composition of the population of the City of New Berlin have important implications for land use planning in the City. The extremes in the range of potential change envisioned are those projected under the optimistic growth-centralized development future and the pessimistic growth-centralized development future. If the future population reaches the higher end of the forecast range, there may be a need for additional high schools and elementary schools, as well as ancillary recreational facilities for children between the ages of 5 and 14. The labor force in the City is also expected to increase substantially and, accordingly, the number of persons seeking work within the City and surrounding areas may be expected to increase. Finally, the changes indicate that a general aging of the population will occur which may be expected to affect the demand for elderly housing units and special transportation and health care needs within the City.

In 1980, the average household size in the City was 3.26, compared with 3.11 in the County and 2.75 in the Region. The average household size in the Region, the County, and the City may be expected to increase slightly by the plan design year, contrary to trends from 1970 to 1980 of rapid decreases in household size. This slight increase is reflective of a return to a more traditional lifesytle as envisioned in the moderate growth alternative future scenario. These changes in average household size have particularly important implications for housing and residential land use planning since average household size is a basic factor used to convert alternative population futures to the number of dwelling units needed to the year 2000. Based upon an increase in average household size of from 3.26 persons per household in 1980 to 3.69 persons per household in the year 2000 in the City of New Berlin, an additional 7,010 housing units may be expected to be needed by the year 2000 to meet the housing needs of a year 2000 resident population of 56,400 persons.

Housing Characteristics

From 1970 to 1980 the total number of housing units in southeastern Wisconsin increased by about 17 percent, while Waukesha County and the City of New Berlin experienced increases of 42 percent and 39 percent, respectively. In 1980, the median monthly mortgage housing cost in southeastern Wisconsin was

$549, in Waukesha County--$462, and in the City of New Berlin--$449, indicating that the 1980 cost of mortgaged units in the City was comparatively low. In 1980, the median monthly rent paid for renter-occupied housing was $252 in southeastern Wisconsin, $292 in Waukesha County, and $321 in the City of New Berlin. In 1980, about 87 percent of the occupied housing units in the City were owner-occupied and about 13 percent were renter-occupied. In comparison, about 62 percent of the occupied housing units in the Region were owner-occupied and about 38 percent of the Region's occupied housing units were renter-occupied. In Waukesha County, about 78 percent of the occupied housing units in the County were owner-occupied and about 22 percent were renter-occupied.

The overall vacancy rate for owner-occupied housing in the City--that is, for vacant once-owner-occupied housing units which were for sale--was about 1.5 percent. The vacancy rate in the Region was 1.1 percent, and in Waukesha County was 1.3 percent. The overall vacancy rate of rental units in the City in 1980 was 1.4 percent--3 percent lower than the rate in the Region and 2 percent lower than the rate in Waukesha County. Regional Planning Commission standards recommend that housing vacancy rates within New Berlin be maintained at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units, and at a minimum of 4 percent and a maximum of 6 percent for rental units. The city vacancy rate of owner-occupied housing falls within the recommended standard. However, the city vacancy rate of 1.4 percent for rental housing falls short of the recommended standard. It may thus be concluded that the City of New Berlin is in need of some additional rental housing--namely, two-family dwellings and multi-family dwellings.

Family Income

In 1980, the median family income in the Region was $23,515, in Waukesha County--$27,648, and in New Berlin--$30,110. The 1980 mean, or average, family income in the Region was $26,193, in Waukesha County was $31,534, and in the City of New Berlin was $32,667. In 1980, 52 percent of the residents of the City of New Berlin were in the employed labor force, compared with 47 percent in the Region and 49 percent in Waukesha County. Also, in 1980 about 74 percent of that labor force worked outside the City, indicating that the City of New Berlin is primarily a "bedroom" community of the greater Milwaukee area.

Forecast Employment

Year 2000 employment forecasts prepared for the City of New Berlin land use planning effort indicate an increase of employment in the City for five different employment categories, including retail, service, industry, government and education, and transportation including communication and utilities, and a decrease in agricultural employment. Overall employment for the City may be expected to increase from 7,998 jobs in 1972 to 19,912 jobs based upon the adopted regional land use plan forecast for the optimistic growth-centralized development scenario, representing an increase of 12,757 jobs, or 178 percent, over the 1972 figure.

Attitudinal Survey

In order to define and assess the attitudes of the city residents toward land use planning issues, the city planning staff conducted an attitudinal survey in 1982. The survey was conducted through a mail questionnaire. To supplement

the survey, the city planning staff also conducted a nominal group process meeting attended by invited citizens, including members of the City Plan Commission who have shown concern about urban planning.

The nominal group process meeting identified five basic areas of land use planning concern in the following order of importance: 1) the preservation of natural open space; 2) land use; 3) transportation; 4) urban growth; and 5) housing. Specific problems and concerns for each of these areas were also listed.

The attitudinal survey obtained resident attitudes on reasons for choosing to live in New Berlin, acceptable and unacceptable land use development, satisfaction with the existing levels of city services, needs for additional city facilities and services, recreational facility needs for the City, and preferences for residential street design. The following attitudes were indicated regarding each of these issues.

1. Approximately 81 percent of the survey respondents indicated that they lived in New Berlin because the neighborhood they lived in was safe and secure, and 74 percent of the respondents also indicated that they lived in New Berlin because of its privacy and quiet.

2. About 72 percent of the respondents felt that expansion of the industrial areas was acceptable and about 69 percent felt that expansion of office complex land use was acceptable for the expansion of the city tax base. Approximately 61 percent of the respondents also felt that development should be limited to areas of the City where municipal services were already available, including sanitary sewer service and public water supply.

3. There was general survey respondent satisfaction with all existing city services. The service which resident respondents were most dissatisfied with was street cleaning and maintenance; however, only about 16 percent of the respondents were not satisfied with that particular service.

4. Approximately 48 percent of the respondents felt that a housing maintenance program was needed, that public library expansion was necessary, and that there was a need for city solid waste collection. About 47 percent of the respondents felt that there was a need for elderly housing and for expanded police patrols.

5. With respect to recreation, 40 percent of the respondents felt that an outdoor swimming pool was needed; about 37 percent felt that a winter sports area was needed with an ice skating rink and sledding facilities; and about 32 percent felt that physical fitness trails were needed.

6. Survey respondents overwhelmingly, by 91 percent, preferred to live on minor and cul-de-sac streets.

Chapter III

NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

INTRODUCTION

The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area and to the continued ability of the area to provide a pleasant and habitable environment for life. As a result of the relatively high rate of population growth forecast for the study area over the planning period, the natural resource base of the area may be expected to be subject to substantial deterioration from improper land use development. Consequently, a sound land use plan for the City of New Berlin should identify areas having concentrations of natural resources deserving of protection from intensive urban development, as well as areas having natural resource characteristics that may impose severe limitations on urban development.

For the purpose of the planning program, the principal elements of the natural resource base were defined as 1) soils; 2) topographic and topographic-related features, including watershed boundaries, surface waters and associated floodlands, wetlands, areas of steep slopes, and scenic vistas; 3) woodlands; 4) wildlife habitat areas; and 5) certain other natural resource base elements. Without a proper understanding and recognition of these elements and of the interrelationships which exist between them, human use and alteration of the natural environment proceeds at the risk of excessive costs in terms of both monetary expenditures and environmental degradation. The natural resource base is highly subject to misuse through improper land use development. Such misuse may lead to severe environmental problems which are difficult and costly to correct, and to the deterioration and destruction of the natural resource base itself. Selection of the most desirable land use plan from among the alternatives available must, therefore, be based in part upon a careful assessment of the effects of each plan upon the supporting natural resource base.

SOILS

Soil properties exert a strong influence on the manner in which man uses land. Soils are an irreplaceable resource, and mounting pressures upon land are constantly making this resource more and more valuable. There is a need in any planning effort, therefore, to examine not only how land and soils are presently used, but also how they can best be used and managed. This requires an areawide soil suitability study which maps the geographic locations of various kinds of soils; identifies their physical, chemical, and biological properties; and interprets these properties for land use and public facilities planning. The resulting comprehensive knowledge of the character and suitability of the soils is extremely valuable in every phase of the planning process. The soils information presented herein comprised a particularly important consideration in the preparation of the land use plan, being essential for the analysis of existing land use patterns, alternative plan development and

evaluation, and plan selection. The soil assessments are used in conjunction with the data presented for the development and selection of a desirable spatial distribution pattern for residential, commercial, industrial, agricultural, and recreational land use development, and various facility locations.

Map 8 shows the areas of the City of New Berlin covered by the following four selected types of soils: 1) soils that have a slow permeability rate; 2) soils with a fluctuating or high water table or that are subject to ponding, overwash, or runoff hazard; 3) soils that are subject to flooding or overflow; and 4) soils that exhibit slopes of 12 percent or more. There are no areas of shallow bedrock in the City.

Soils that have a slow permeability rate are found predominantly in the eastern one-half of the City. Those soils which exhibit a fluctuating or high water table, or that are subject to ponding, are also found predominantly in the eastern one-half of the City. Soils subject to flooding or overflow are found predominantly in the northwestern portion of the City and in several scattered areas of the City. Soils with slopes of 12 percent or more are found in scattered subareas of the southern and western portions of the City.

As shown on Map 9, 12,862 acres, or about 54 percent of the total area of the City, are covered by soils having severe or very severe limitations for residential development utilizing conventional, onsite, soil absorption sewage disposal systems (septic tanks) on lots one acre or more in size. Characteristically, these soils have slow permeability rates, a high or fluctuating water table, and a high shrink-swell potential, and they may be located on steep slopes and be subject to periodic flooding or surface ponding in low areas. All of these characteristics are detrimental to development for urban use, in particular residential use utilizing septic tanks for sewage disposal. "Severe" limitations are indicative of soil problems which are difficult and costly to overcome and require careful planning and above-average design and management. "Very severe" soil limitations are problems that are very difficult to overcome. The costs of overcoming such problems are generally prohibitive, and major soil reclamation work is generally required. Soils with severe or very severe limitations for urban use without sanitary sewer service are found throughout the City.

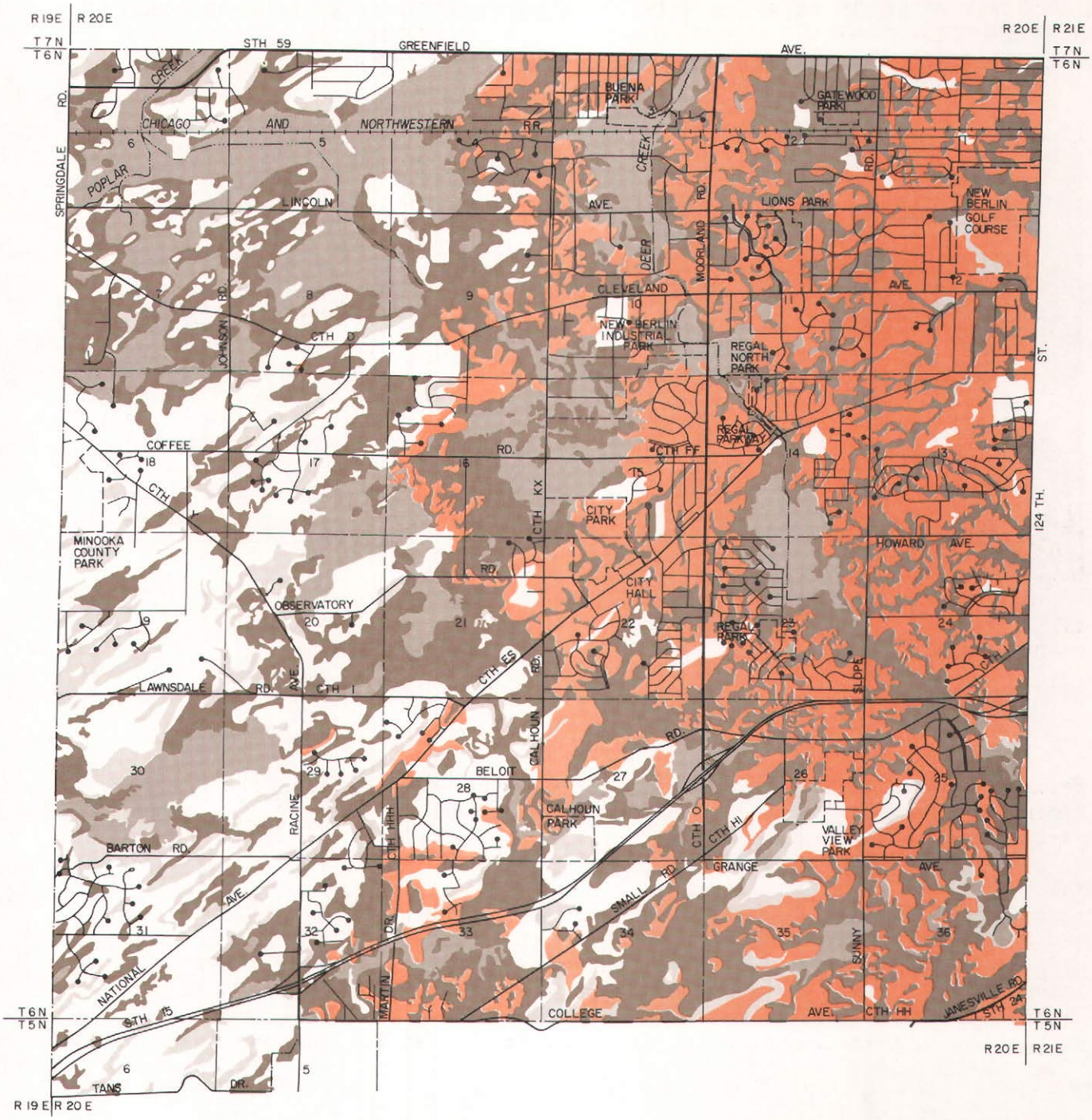
Map 10 shows the areas covered by soils poorly suited for residential development with public sanitary sewer service. About 6,240 acres, or about 26 percent of the total area of the City, are covered by soils which have severe and very severe limitations for such development. These soils are found scattered throughout the City.

WATERSHEDS, SUBWATERSHEDS, AND SUBBASINS

As shown on Map 11, the City of New Berlin is located within three watersheds: the Fox River watershed, the Root River watershed, and the Menomonee River watershed. About 27.0 square miles, or about 73 percent of the total area of the City, are located within the Fox River watershed, which lies west of the subcontinental divide and is, therefore, part of the Mississippi River drainage system. About 9.2 square miles, or about 25 percent of the total area of the City, are located in the Root River watershed. The remaining 0.6 square mile, or about 2 percent of the total area of the City, is located in the

Map 8

SELECTED PHYSICAL CHARACTERISTICS OF SOILS IN THE CITY OF NEW BERLIN



LEGEND

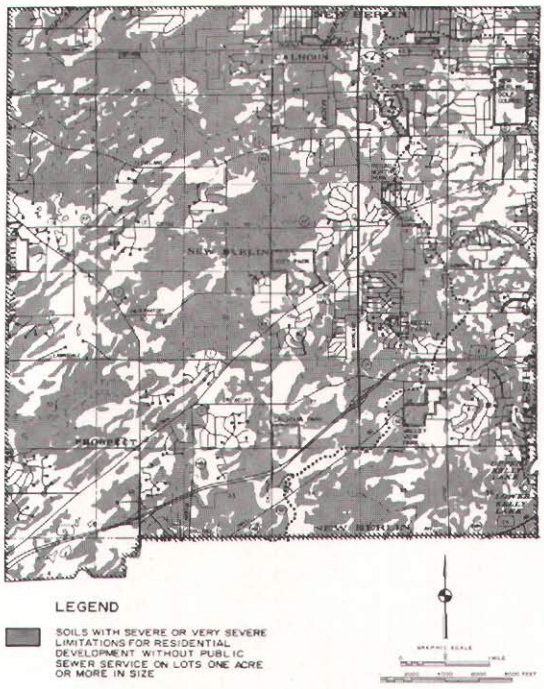
- SOILS THAT HAVE A SLOW PERMEABILITY RATE
- SOILS THAT HAVE A FLUCTUATING OR HIGH WATER TABLE OR ARE SUBJECT TO PONDING, OVERWASH, OR RUNOFF HAZARD
- SWAMPS, MARSHES, ORGANIC MATERIALS, OR SOILS THAT ARE SUBJECT TO FLOODING OR OVERFLOW
- SOILS HAVING A SLOPE OF 12% OR MORE
- OTHER SOILS

GRAPHIC SCALE
0 1 MILE
0 2000 4000 6000 FEET

Source: SEWRPC.

MAP 9

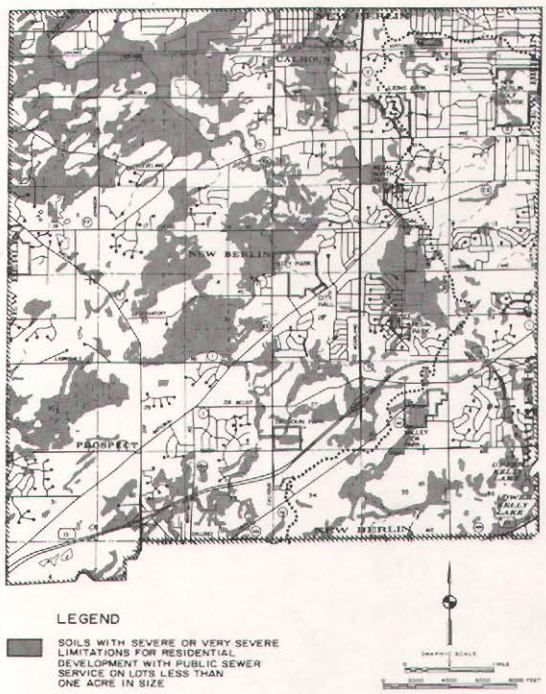
SOIL LIMITATIONS FOR RESIDENTIAL DEVELOPMENT ON LOTS ONE ACRE OR MORE IN SIZE NOT SERVED BY PUBLIC SANITARY SEWERAGE FACILITIES IN THE CITY OF NEW BERLIN



Source: SEWRPC.

Map 10

SOIL LIMITATIONS FOR RESIDENTIAL DEVELOPMENT ON LOTS SERVED BY PUBLIC SANITARY SEWERAGE FACILITIES IN THE CITY OF NEW BERLIN



Source: SEWRPC.

Menomonee River watershed. Both the Root River watershed and the Menomonee River watershed lie east of the subcontinental divide and are, therefore, a part of the Great Lakes-St. Lawrence River drainage system.

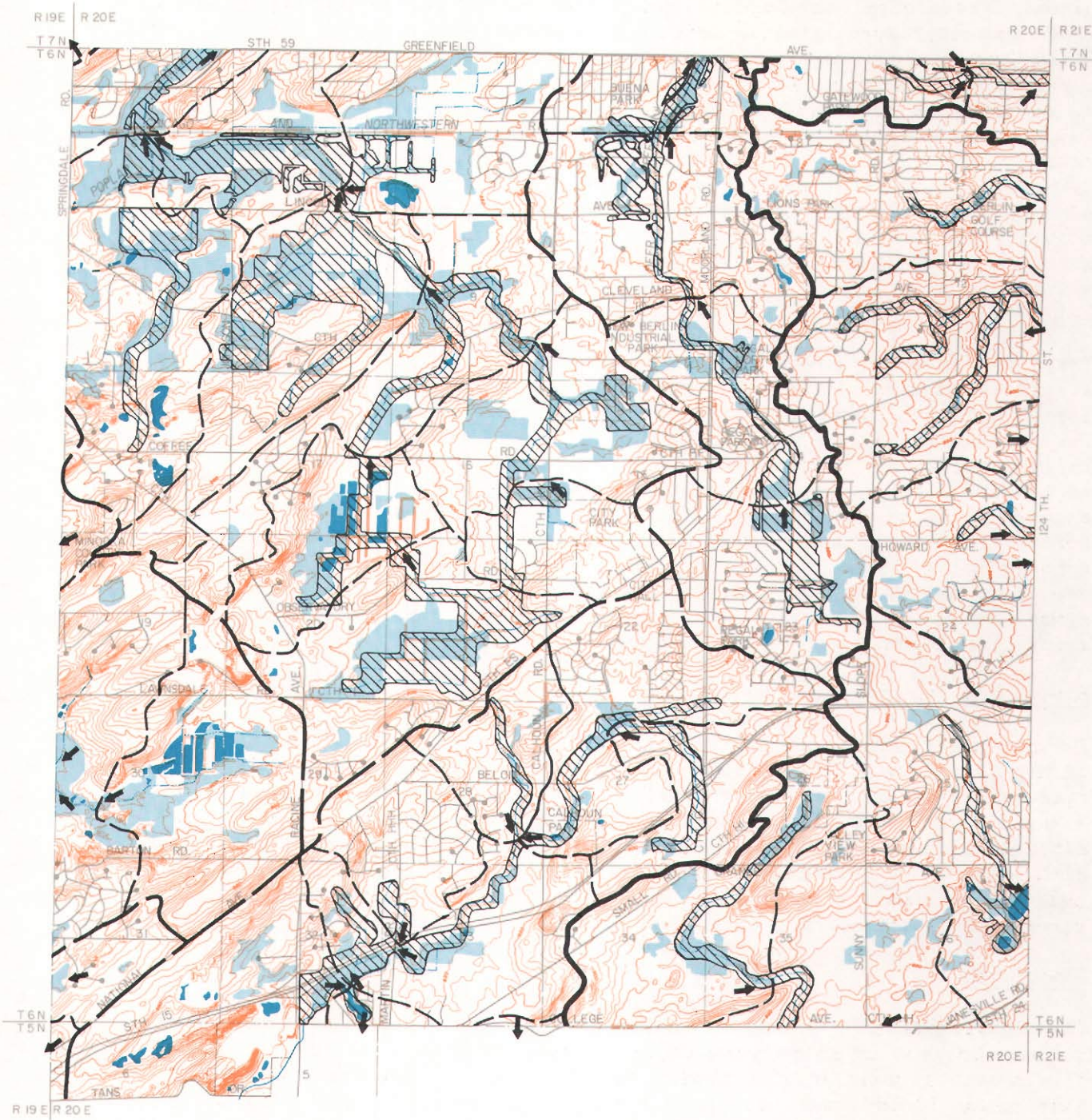
The Fox River watershed, within the City of New Berlin, is divided into several subwatersheds, including the Deer Creek, Muskego Lake, Pebble Brook, and Poplar Creek subwatersheds. The Root River watershed within the City is divided into the Upper Root River subwatershed and the Whitnall Park Creek subwatershed. The Menomonee River watershed within the City has only the South Branch Underwood Creek subwatershed within its area. The subwatersheds may be subdivided into individual drainage areas, termed subbasins, which are also shown on Map 11.

SURFACE WATER RESOURCES

Surface water resources--consisting of lakes, streams, and associated floodlands--form a particularly important element of the natural resource base of the City of New Berlin. Surface water resources provide recreational opportunities, and influence the physical development and enhance the aesthetic quality of the City. Lakes and streams constitute a focal point for water-

Map 11

TOPOGRAPHY, SURFACE WATER DRAINAGE, WETLANDS, FLOODLANDS, AND WATERSHED FEATURES IN THE CITY OF NEW BERLIN



LEGEND

- CONTOUR INTERVAL--10 FEET
- WATERSHED BOUNDARY
- SUB-WATERSHED BOUNDARY
- SUB-BASIN BOUNDARY
- PERENNIAL STREAM OR WATERCOURSE
- INTERMITTENT STREAM OR WATERCOURSE
- DIRECTION OF FLOW
- 100-YEAR FLOODPLAIN AS DELINEATED BY THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, FEDERAL INSURANCE ADMINISTRATION
- WETLANDS
- WATER

GRAPHIC SCALE
0 1/2 1 MILE
0 2000 4000 6000 FEET

Source: SEWRPC.

related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in the context of the total land- and cityscapes, greatly enhance the aesthetic quality of the environment. Lakes and streams are readily susceptible to degradation through improper rural as well as urban land use development and management. Water quality can be degraded by excessive pollutant loads--including nutrient loads--from malfunctioning and improperly located onsite sewage disposal systems, sanitary sewer overflows, urban runoff, including runoff from construction sites, and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riverine areas in combination with the filling of peripheral wetlands, which removes valuable nutrient and sediment traps while adding nutrient and sediment sources.

Lakes

There are no major lakes within the City of New Berlin--that is, lakes having a surface area of 50 acres or more. There are, however, three named minor lakes--that is, lakes or ponds having a surface area of less than 50 acres. The named minor lakes are Linnie Lac, with a surface area of 6 acres, lower Kelly Lake, with a surface area of 3 acres, and Upper Kelley Lake, with a surface area of 11.7 acres. Unnamed minor lakes or ponds located in the City have a total surface area of about 105.3 acres and include the 28-acre Bodus Lake (unofficial named lake), which is a water-filled quarry, as well as all other unnamed minor lakes and ponds in the City. These minor lakes generally have few riparian owners and only marginal fisheries. The primary values of the minor lakes and ponds are ecological and aesthetic. However, some of these minor lakes--Linnie Lac in particular--have pollution problems.

Rivers and Perennial and Intermittent Streams

The perennial and intermittent streams within the City of New Berlin are shown on Map 11, along with a 50-foot-wide shoreline area along the banks. Perennial streams are defined herein as those watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Within the City of New Berlin, there are approximately 13.3 miles of such streams. Intermittent streams are defined herein as those watercourses that do not maintain a continuous flow throughout the year. Intermittent streams are scattered throughout the City.

Floodlands

The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. Rivers and streams occupy their channels most of the time. However, during even minor flood events stream discharges increase markedly, and the channel may not be able to contain and convey all of the flow. As a result, stages increase and the river or stream spreads laterally over the floodland. The periodic flow of a river onto its floodlands is a normal phenomenon and, in the absence of costly structural flood control works, will occur regardless of whether urban development exists on the floodland.

For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that would be reached or exceeded in severity once on the average of every 100-years or, stated another way, there

is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but because of the presence of high water tables and of soils poorly suited to urban use. The floodland areas, however, generally contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for needed park and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space use.

Because of the importance of floodland data to sound land use and land management decisions, the identification of the 100-year recurrence interval flood hazard areas in the City of New Berlin is important to the preparation of a sound land use plan. Such flood hazard areas were delineated along selected streams in the City of New Berlin by the U. S. Department of Housing and Urban Development, Federal Insurance Administration, in 1975. These floodlands total approximately 2,507 acres, or 11 percent of the total area of the City. Map 11 depicts the extent of the floodland areas within the City.

Wetlands

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and with a duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs, and similar areas. Precipitation provides water to wetlands either falling as rain or snow, becoming surface water runoff or percolating through the soil to become groundwater seepage. Wetlands may receive mostly surface water--direct precipitation, overland flow, and floodwaters--or mostly groundwater precipitation that infiltrates and moves through the ground. The location of the wetland in the landscape affects the type of water received. Wetlands can occur on slopes as well as in depressions.

Wetlands located in the City are identified on Map 11. Wetlands have an important set of natural functions which make them a particularly valuable resource. These functions may be summarized as follows:

1. Wetlands enhance water quality. Aquatic plants change inorganic nutrients such as phosphorus and nitrogen into organic material, storing it in their leaves or in the peat which is composed of their remains. The stems, leaves, and roots of these plants also slow the flow of water through a wetland, allowing suspended solids and related water pollutants to settle out. Thus, the destruction of wetlands may be expected to adversely affect the quality of surface waters in the area.

2. Wetlands regulate surface water runoff, storing water during periods of flood flows to release such waters during periods of dryer weather. Wetlands thus help to stabilize streamflows.

3. Wetlands provide essential breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife, and thus contribute to the overall ecological health and quality of the environment of the study area, as well as providing recreational, research, and educational opportunities and adding to the aesthetic quality of the community.

4. Wetlands may serve as groundwater recharge and discharge areas.

Recognizing the many environmental attributes of wetland areas, continued efforts should be made to protect this resource by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization.

As shown on Map 11, wetlands covered about 2,161 acres in the City of New Berlin in 1980, or about 9 percent of the total area of the City. It should be noted that such areas as tamarack swamps and other lowland wooded areas are classified as wetlands rather than woodlands because the water table is located at, near, or above the land surface, and such areas are characterized by hydric soils which support hydrophytic trees and shrubs. As also shown on Map 11, large areas of wetlands are located in the northwestern portion of the City south of the Chicago & North Western Transportation Company railway right-of-way. In addition, smaller wetland areas are distributed throughout the City.

Water and wetland areas combined totaled 2,287 acres in the City in 1980, or about 9.7 percent of the total city area. In comparison, water and wetland areas comprised 49,789 acres in Waukesha County, or 13.4 percent of the total county area, and 180,830 acres in the Region, or 10.5 percent of the Region.

TOPOGRAPHIC FEATURES

The topography, or relative elevation of the land surface, within the City of New Berlin has been determined generally by the configuration of the bedrock geology, and more specifically by the overlying glacial deposits. Surface elevations within the City range from a low of about 750 feet above mean sea level in the northwestern corner of the City, along an intermittent stream which is tributary to the Root River and adjacent to CTH D, to a high of more than 1,070 feet above mean sea level in the southwestern corner of the City. In general, the topography of the City is level to gently rolling, with the low-lying areas associated with the perennial stream valleys.

Slope, to a considerable extent, determines the land uses practicable on a given parcel of land. Lands with steep slopes are poorly suited for urban development, as well as for most agricultural purposes, and, therefore, should be maintained in natural cover for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasturelands, and for certain urban uses, such as carefully designed low-density residential areas. Lands which are gently sloping or nearly level are best suited to agricultural production and to high-density residential, industrial, or commercial uses. It should also be noted that slope is directly related to water runoff and erosion hazards and, therefore, the type and extent of both urban and rural land uses should be carefully adjusted to the slope of the land. In general, slopes of 12 percent or more should be considered unsuitable for urban development and for most types of agricultural land uses and, therefore, should be maintained in essentially natural, open uses. In the City, about 1,028 acres of land, or about 4 percent of the total area, have slopes of 12 percent or more.

SCENIC VISTAS

Scenic vistas are defined as areas that provide a panoramic or picturesque view, comprised of a variety of natural resource features. There are two important components of a scenic vista--the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which to observe the diversity of features. In identifying such viewpoints, it was determined that three basic criteria should be met: 1) the variety of features viewed should exist harmoniously in a natural or rural landscape; 2) there should be one dominant or particularly interesting feature such as a river or lake which serves as a focal point of the scenic area; and 3) the viewpoint should permit an unobstructed observation area from which the variety of natural features can be seen.

A special inventory of scenic vistas meeting these criteria was conducted as part of the land use planning effort. To permit an unobstructed observation area, it was determined that vantage points should have an elevated view of surrounding natural and cultural features. With the aid of 1 inch equals 2,000 feet scale, 10-foot contour interval topographic maps, areas with a relief greater than 30 feet and a slope of 12 percent or more were identified. Those areas of steep slope so identified having a ridge of at least 200 feet in length and a view of at least three natural resource features--including surface water, wetlands, woodlands, agricultural lands, or other significant geological features--within approximately one-half mile of the ridge were identified as scenic viewpoints. Within the City of New Berlin, two scenic vistas were found. One is located in Sections 8 and 9 north of Cleveland Avenue. The second is in the west one-half of U. S. Public Land Survey Section 30, south of Lawnsdale Road (CTH I). Scenic vistas in the City of New Berlin are shown on Map 11.

WOODLANDS

Woodlands are defined as those upland areas one acre or more in size having 17 or more deciduous trees per acre, each measuring at least four inches in diameter at breast height and having 50 percent or more tree canopy coverage. In addition, coniferous tree plantations and reforestation projects are identified as woodlands.

Woodlands have value beyond any monetary return for forest products. Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water, and regulating surface water runoff, woodlands can contribute to the maintenance of a diversity of plant and animal life in association with human life. The woodlands of the study area, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to rapid stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values: scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection.

Primarily located on ridges and slopes, along lakes and streams, and in wetlands, woodlands provide an attractive natural resource of immeasurable value. The beauty of streams and glacial land forms of the area is accentuated by

woodlands, and, as already noted, woodlands are essential to the maintenance of the overall environmental quality of an area. Presettlement vegetation, including woodlands, in the City in 1836 is shown on Map 12. Inventories of woodlands in the City of New Berlin were conducted by the Regional Planning Commission as part of its 1963, 1970, 1975, and 1980 land use and cover inventories. Woodlands, as shown on Map 13, occur in scattered locations throughout the study area. As previously noted, all lowland wooded areas such as tamarack swamps have been classified as wetlands. As indicated on Map 13, in 1980 woodland areas covered about 1,173 acres in the City, or 5 percent of the total area of the City. In comparison, woodlands covered 32,595 acres in Waukesha County, or 8.8 percent of the total county area, and 125,286 acres in the Region, or 7.3 percent of the Region.

WILDLIFE HABITAT

Wildlife in the City of New Berlin includes upland game such as rabbit and squirrel, predators such as raccoons, game birds including pheasant and grouse, and marsh furbearers such as muskrat. In addition, water fowl are present, and deer are found in scattered areas. The remaining habitat areas and the wildlife living therein provide valuable recreational opportunities and constitute an invaluable aesthetic asset to the City.

The complete spectrum of wildlife species originally native to the city area has, along with the habitat, undergone tremendous alterations since settlement by Europeans. The change is the direct result of conversion of the environment by the European settlers, beginning with the clearing of forests and the draining of wetlands for agricultural purposes, and ending with the intensive development of urban land uses. This process, which began in the early nineteenth century, is still operative today. Successive cultural uses and attendant management practices, both rural and urban, have been superimposed on the overall land use changes and have also affected the wildlife and wildlife habitat. In agricultural areas, these cultural management practices include land drainage by ditching and tiling and the expanding use of fertilizers and pesticides. In the urban areas, cultural management practices that affect wildlife and their habitat are the use of fertilizers and pesticides, road salting, heavy traffic which produces disruptive noise levels and damaging air pollution, and the introduction of domestic animals. Thus, the environmental and recreational importance of the need to protect and preserve the remaining wildlife habitat areas in the City should be apparent.

The wildlife habitat areas remaining in the City were identified by the Regional Planning Commission in 1970 and were categorized as either high-, medium-, or low-value habitat areas. High-value wildlife habitat areas contain a good diversity of wildlife, are adequate in size to meet all the habitat requirements of the species concerned, and are generally located in proximity to other wildlife habitat areas. Medium-value wildlife habitat areas generally lack one of the above three criteria for a high-value wildlife habitat. However, they do retain a good plant and animal diversity. Low-value habitat areas are remnant in nature in that they generally lack two or more of the above three criteria for a high-value wildlife habitat but may, nevertheless, be important if located in proximity to high- or medium-value wildlife habitat areas, if they provide corridors linking higher value wildlife habitat areas, or if they provide the only available habitat range in an area.

As shown on Map 14, wildlife habitat areas in the City of New Berlin generally occur in association with the existing surface water, wetland, and woodland resources, and in 1980 covered about 2,966 acres, or about 13 percent of the total area of the City. Of this total acreage, 137 acres, or 5 percent, were rated as high-value areas; 1,054 acres, or 35 percent, were rated as medium-value areas; and 1,775 acres, or 60 percent, were rated as low-value areas. In comparison, wildlife habitat areas covered 77,507 acres in Waukesha County, or 20 percent of the county area, and 259,832 acres in the Region, or 15 percent of the Region.

OTHER RESOURCE ELEMENTS

In addition to the basic elements of the underlying and sustaining natural resource base, existing and potential sites having scenic, scientific, historic, and recreational value should be considered in any comprehensive land use planning effort.

Existing Park and Open Space Sites

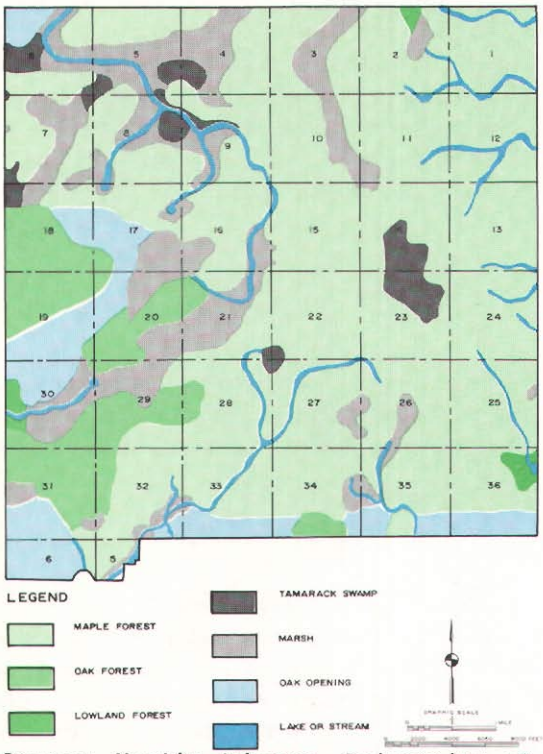
Park and open space sites within the City of New Berlin have been classified into three general categories: general-use outdoor recreation sites, special-use outdoor recreation sites, and rural open space sites. General-use outdoor recreation sites may be defined as areas of land and water whose primary function is the provision of space and facilities for outdoor recreational activities. Such general-use outdoor recreational sites, when publicly owned, are commonly known as parks. Thus, parks are a special form of publicly owned open space in which the major portion of needed outdoor recreation facilities is provided. School-related outdoor recreation areas are also classified as general-use outdoor recreation sites. Finally, nonpublic recreation areas which provide facilities similar to those provided at parks and school sites, including private golf courses, campgrounds, and nonpublic school sites, have also been categorized as general-use outdoor recreation sites. As shown on Map 15 and indicated in Table 21, in 1980 there were 22 general-use outdoor recreation sites in the City of New Berlin. These 22 sites encompassed a total area of 782 acres, or 3 percent of the total area of the City. Of this total, 20 sites encompassing 763 acres were publicly owned.

Special-use outdoor recreation sites differ significantly from general-use outdoor recreation sites in that the special-use sites, as defined by the Regional Planning Commission, are primarily spectator-oriented rather than user-oriented, or provide facilities for unique recreational pursuits. Special-use outdoor recreation sites include both spectator-oriented facilities, such as zoos and botanical gardens, and special participant-oriented sites, such as skeet- and trap-shooting areas. In 1980, there were, as shown on Map 15, five special-use outdoor recreation sites in the City--New Berlin Historical Park, Double R Driving Range, Milwaukee Casting Club, Mopsy's Golf School and Outdoor Driving Range, and Ojibwa Bow Hunters of Milwaukee. These sites totaled 126 acres, or about 0.5 percent of the total area of the City.

Rural open space sites are those areas of woodlands, wetlands, wildlife habitat, or other open areas acquired by public agencies or private organizations to preserve such lands and natural resource amenities in an essentially open state for resource preservation and limited recreational purposes. It is important to note that undeveloped park sites, which are generally located

Map 12

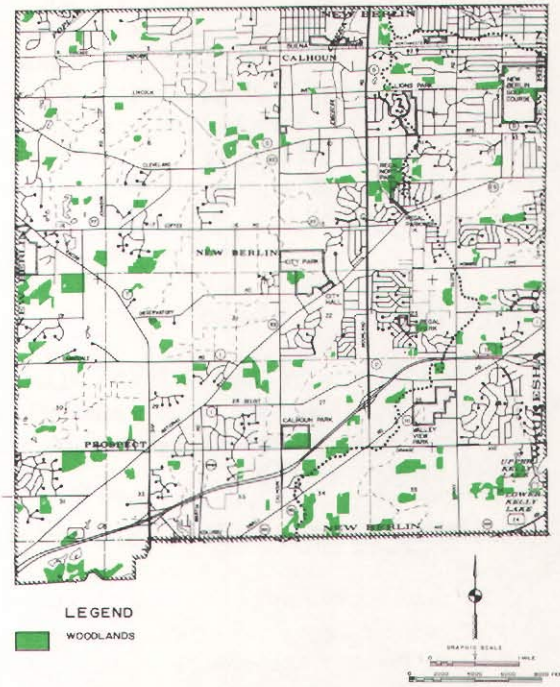
PRESETTLEMENT VEGETATION IN THE CITY OF NEW BERLIN AREA: 1836



Source: Marlin Johnson, University of Wisconsin-Waukesha; and J. A. Schwarzmeier, Waukesha County Naturalist.

Map 13

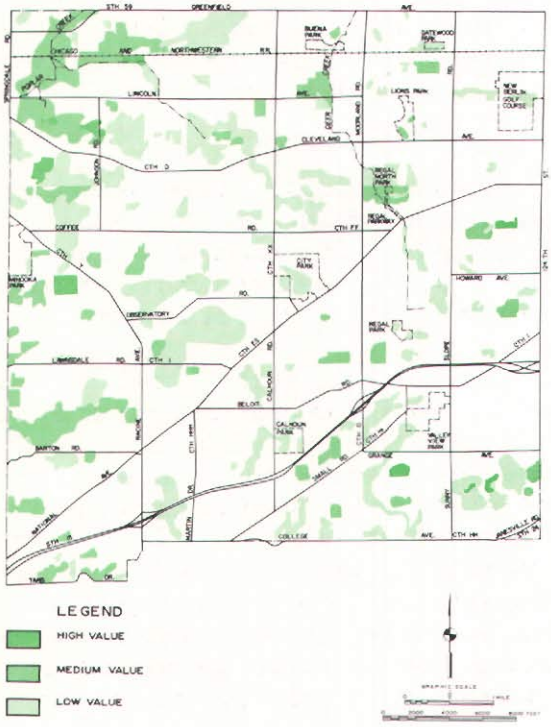
WOODLANDS IN THE CITY OF NEW BERLIN: 1980



Source: SEWRPC.

Map 14

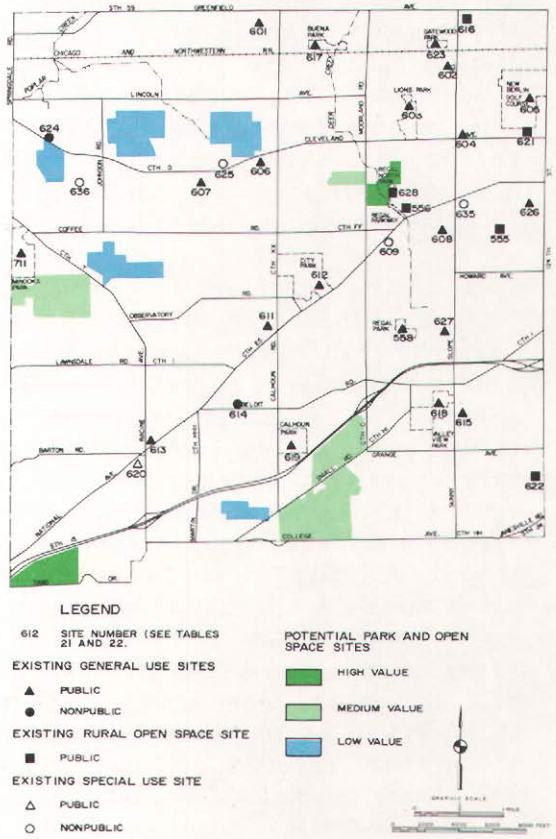
WILDLIFE HABITAT AREAS IN THE CITY OF NEW BERLIN: 1980



Source: SEWRPC.

Map 15

EXISTING AND POTENTIAL PARK AND OPEN SPACE SITES IN THE CITY OF NEW BERLIN: 1980



Source: SEWRPC.

in developing areas and which often include natural resource amenities, have also been placed in this rural open space site category. In 1980, there were six rural open space sites in the City of New Berlin, totaling 18 acres, or less than one-half of 1 percent of the total area of the City (see Map 15 and Table 22).

Potential Park Sites

Certain outdoor recreational activities are dependent upon the natural resource base for their pursuit, as in the case of nature study, while others are dependent on natural resource amenities to enhance the quality of the recreational experience, as in the case of picnicking. To some extent, sites needed to meet the demand for such recreational activities can be created by earth moving, water impoundment, and planting activities. Usually, however, it is far more economical to satisfy the need for such outdoor recreational facilities by developing parks at sites where appropriate natural resource amenities already exist. This approach identifies and preserves sites at which the need for facilities for resource-oriented outdoor recreational activities can be met. Recognizing the need to preserve high-value resource areas to meet the recreational demand of the existing and future population, the Regional Planning Commission in 1963 undertook an inventory of the best remaining potential park sites in southeastern Wisconsin and updated this inventory

Table 21

GENERAL-USE OUTDOOR RECREATION SITES IN THE CITY OF NEW BERLIN: 1980

Number on Map 15	Site Name	Ownership	Acreage
558	Regal Park	City	18
601	Calhoun School	School district	9
602	Orchard Lane School	School district	6
603	Lions Park	City	40
604	Hickory Grove School	School district	4
605	New Berlin Golf Course	City	181
606	Cleveland Heights School	School district	5
607	New Berlin West High School	School district	34
608	Glen Park Junior High School	School district	7
611	New Berlin Center School	School district	2
612	City Park	City	128 [a]
613	Prospect Hill School	School district	10
615	Elmwood School	School district	7
617	Buena Park	City	25
618	Valley View Park	City	75
619	Calhoun Park	City	56
623	Gatewood Park	City	9
626	Herbert Hoover School	School district	7
627	Eisenhower High School	School district	58
711	Minooka Park	County	82 [b]
Public Subtotal		20 sites	763
614	Hoeppner Horn VFW Post	Organizational	16
624	Springdale School	Organizational	3
Nonpublic Subtotal		2 sites	19
Total		22 sites	782

[a] Includes the 80-acre Casper Farm addition.

[b] This site is located partially within the Town of Waukesha and partially within the City of New Berlin. Only the area within the City of New Berlin has been tabulated here.

Source: City of New Berlin Park and Recreation Department and SEWRPC.

Table 22

RURAL OPEN SITES IN THE CITY OF NEW BERLIN: 1980

Number on Map 15	Site Name	Ownership	Acreage
555	Greenridge Park Site.....	City	1
556	Regal Parkway.....	City	3
616	Prospect Parkway.....	City	7
621	Lagoon Parkway.....	City	1
622	Kelly Lake Park.....	City	1
628	Regal North Park.....	City	5
Total		6 sites	18

Source: City of New Berlin Park and Recreation Department and SEWRPC.

in 1975. The procedures utilized in these potential park site inventories are described in SEWRPC Technical Report No. 1, Potential Parks and Related Open Spaces.

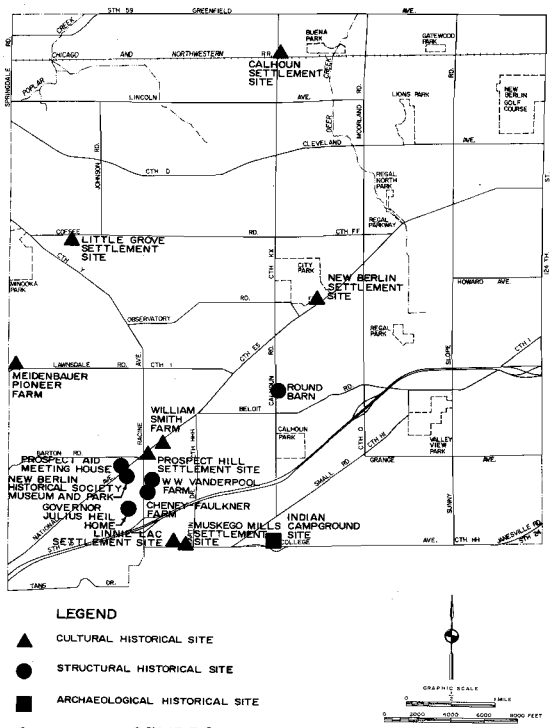
In 1975, 11 potential park sites in the City of New Berlin encompassing 1,389 acres, or 6 percent of the total area of the City, were identified. Of this total, two sites encompassing 212 acres were classified as high-value sites; four sites encompassing 687 acres were classified as medium-value sites; and the remaining five sites encompassing 490 acres were classified as low-value sites. These areas are shown on Map 15.

Historic Sites

Historic sites have been classified by the Commission into one of three general categories: structures, archaeological features, and other cultural features. In general, historic structures include architecturally or historically significant homes, churches, government buildings, mills, schools, and museums. Archaeological sites consist of areas occupied or utilized by humans in a way and for a sufficient length of time to be marked by certain features--such as burial or effigy mounds--or to contain artifacts. Such sites are generally associated with early American Indian settlements. Other cultural features include sites of early European settlements or are closely related to such settlements, and include the location, for example, of old plank roads, cemeteries, and settlement sites. An inventory of historic sites within the Region was conducted by the Commission in 1973 under the regional park and open space planning program. Six structures, one archaeological feature, and eight cultural features of historic value were identified in the City of New Berlin. The six structures include a round barn, the Prospect Aid Meeting House, the New Berlin Historical Society Museum and Park, the Cheney/Faulkner Home, the Governor Julius Heil Home, and the W. W. Vanderpool Farm. Since the 1973 inventory, the Cheese Factory on Lincoln Avenue has been added to the City's list of historic structures. The one archaeological feature is the Indian campground site located in the southeast one-quarter of Section 33. The eight cultural sites include the Calhoun settlement site, the Little Grove settlement site, the New Berlin settlement site, the William Smith farm, the Prospect Hill settlement site, the Linnie Lac settlement site, the Muskego Mills settlement site, and the Meidenbauer pioneer farm. These historic structures, archaeological features, and cultural features are shown on Map 16.

Map 16

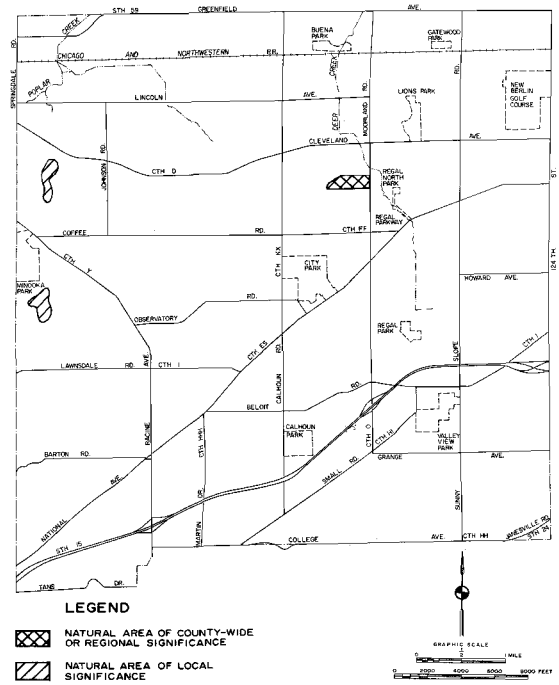
HISTORIC STRUCTURES, ARCHAEOLOGICAL FEATURES, AND CULTURAL FEATURES IN THE CITY OF NEW BERLIN



Source: SEWRPC.

Map 17

NATURAL AREAS IN THE CITY OF NEW BERLIN: 1980



Source: SEWRPC.

Natural and Scientific Areas

Natural areas, as defined by the Wisconsin Scientific Areas Preservation Council, are tracts of land or water so little modified by human activities, or sufficiently recovered from the effects of such activities, that they contain intact native plant and animal communities believed to be representative of the presettlement landscape. As shown on Map 17, in 1980 a total of three natural areas encompassing 77 acres were identified in the City of New Berlin.

ENVIRONMENTAL CORRIDOR DELINEATION[1]

Environmental corridors are defined by the Regional Planning Commission as linear areas in the landscape which contain concentrations of high-value elements of the natural resource base. Preservation of the natural resource base elements, especially where these elements are concentrated in identifiable geographic areas, is essential to the maintenance of the overall environmental

[1]A more detailed discussion of environmental corridor delineation can be found in SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin, pp. 23-25.

quality of an area, to the continued provision of certain amenities that provide a high quality of life for the resident population, and to the avoidance of the excessive costs associated with the development and operation and maintenance of urban land uses in the area.

Seven elements of the natural resource base are considered by the Regional Planning Commission to be essential to the maintenance of the ecological balance and overall quality of life in an area. These elements include: 1) lakes and streams and their associated shorelands and floodlands; 2) wetlands; 3) areas covered by wet, poorly drained, and organic soils; 4) woodlands; 5) prairies; 6) wildlife habitat areas; and 7) rugged terrain and high-relief topography having slopes exceeding 12 percent. Six of these seven elements of the natural resource base as they occur in the study area have been described earlier in this chapter. There are no data on prairies for the City of New Berlin.

As already noted, there are certain other elements which, although not a part of the natural resource base per se, are closely related to or centered on that base. These elements include: 1) existing parks and outdoor recreation sites; 2) potential park, outdoor recreation, and related open space sites; 3) historic sites and structures; 4) areas having scientific value; and 5) scenic areas and vistas or viewpoints. Scenic areas and vistas or viewpoints, as discussed earlier, are defined as areas with a local relief greater than 30 feet and a slope of 12 percent or more having a ridge of at least 200 feet in length, and a view of at least three natural resource features--including surface water, wetlands, woodlands, agricultural lands, or other significant geological features--within approximately one-half mile of the ridge.

It is important to note that, because of the many interlocking and interacting relationships between living organisms and their environment, the destruction or deterioration of any one element of the total natural resource base may lead to a chain reaction of deterioration and destruction. The drainage and filling of wetlands, for example, may destroy fish spawning grounds, wildlife habitat, groundwater recharge areas, and the natural filtration action and floodwater storage functions which contribute to the maintenance of high levels of water quality and stable streamflows and lake stages in a watershed. The resulting deterioration of surface water quality may, in turn, lead to the deterioration of the quality of the groundwater which serves as a source of domestic, municipal, and industrial water supply and on which low flows in rivers and streams may depend. Similarly, the destruction of woodland cover may result in soil erosion and stream siltation, and more rapid stormwater runoff and attendant increased flood flows and stages, as well as in the destruction of wildlife habitat. Although the effects of any one of these environmental changes may not in and of itself be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge, and destruction of the unique natural beauty of the area. The need to maintain the integrity of the remaining environmental corridors and environmentally significant lands thus becomes apparent. The adopted regional land use plan accordingly recommends that the remaining environmental corridors be maintained in essentially natural, open uses, which may, in some cases, include limited agricultural and low-density residential uses.

Primary Environmental Corridors

The primary environmental corridors in the City of New Berlin are located generally along the intermittent streams which are located in the western and northwestern portions of the City and which are tributary to the Fox River. These corridors contain the best remaining woodlands, wetlands, and wildlife habitat areas within the City, are, in effect, a composite of the best individual elements of the natural resource base, and have truly immeasurable environmental and recreational value. The protection of the primary environmental corridors from intrusion by incompatible rural and urban uses, and thereby from degradation and destruction, should be one of the principal objectives of a local land use plan. Preservation of these corridors in an essentially open, natural state--including park and open space uses, limited agricultural uses, and country estate-type residential uses--will serve to maintain a high level of environmental quality, protect their natural beauty, and provide valuable recreational opportunities. Such preservation will also avoid the creation of serious and costly environmental and developmental problems such as flood damage, poor drainage, wet basements, faulty structures, and water pollution. About 1,508 acres in the City of New Berlin, or 6 percent of the total area of the City, are encompassed within primary environmental corridors, as shown on Map 18; about 24 percent of Waukesha County is in primary environmental corridor; about 9 percent of Milwaukee County is in primary environmental corridor; and about 19 percent of the Southeastern Wisconsin Region is in primary environmental corridor.

Secondary Environmental Corridors

The secondary environmental corridors in the City of New Berlin are also generally located along intermittent streams or serve as links between segments of primary environmental corridors. These corridors contain a variety of resource elements, often remnant resources from former primary environmental corridors which have been developed for intensive agricultural purposes or urban land uses. Secondary environmental corridors facilitate surface water drainage, maintain "pockets" of natural resource features, and provide for the movement of wildlife, as well as for the movement and dispersal of seeds for a variety of plant species. Such corridors should be preserved in essentially natural, open uses as urban development proceeds within the City, particularly when the opportunity is presented to incorporate such corridors into urban stormwater detention areas, associated drainageways, and neighborhood parks. As shown on Map 18, about 1,643 acres, or 7 percent of the total area of the City, are encompassed within secondary environmental corridors.

Isolated Natural Features

In addition to the primary and secondary environmental corridors, other, small concentrations of natural resource base elements exist within the City. These resource base elements are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridor network, may have important natural values. Isolated natural features may provide the only available wildlife habitat in an area, provide good locations for local parks and nature study areas, and lend aesthetic character and natural diversity to an area. Important isolated natural features within the City of New Berlin include a geographically well-distributed

variety of isolated wetlands, woodlands, and wildlife habitat. These isolated natural features should also be protected and preserved in a natural state whenever possible. Such isolated natural areas five acres or greater in size are shown on Map 18 and total 57 sites encompassing 841 acres, or 4 percent of the total area of the City.

AGRICULTURAL SOILS AND PRIME AGRICULTURAL LAND DELINEATION

In 1964, prime agricultural lands in the Region were first delineated by the Regional Planning Commission in cooperation with the county agricultural agents and the U. S. Department of Agriculture, Soil Conservation Service, district staff. In late 1976, the U. S. Department of Agriculture, Soil Conservation Service, developed a national classification system for use in the preparation of agricultural capability maps. Map 19 depicts the agricultural capability of lands in the City based upon this national soils classification system. This map classifies land in the City as either national prime farmland or farmland of statewide significance.

Prime farmland is defined as land best suited for producing food, feed, forage, fiber, and oilseed crops, and also is available for these uses; the existing land use could be cropland, pastureland, rangeland, forest land, or other land, but not urban land or water. Prime farmland has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops economically when properly treated and managed.

Farmland of statewide significance is defined as land, in addition to prime and unique farmlands, that is of statewide importance for the production of food, feed, fiber, forage, and oilseed crops. These classifications of farmland are based upon policies set forth by the U. S. Department of Agriculture on the protection and preservation of prime farmland.[2]

The Wisconsin Farmland Preservation Act, enacted in 1977, provides for the preparation of county farmland preservation plans and the grant of state income tax credits for the maintenance of farmlands in delineated preservation areas. Ultimately, only those farmers owning lands within delineated prime agricultural areas which are zoned for exclusive agricultural use, and, in southeastern Wisconsin, which are in an area for which a farmland preservation plan has been prepared will be eligible for the full state income tax credits provided under the law. Map 20 identifies agricultural lands in the City in 1980, including pastureland and unused agricultural land. In 1980, 8,971 acres in the City of New Berlin, or 38 percent of the total area of the City, were in agricultural use.

The Waukesha County Park and Planning Commission received assistance funds authorized by the Wisconsin Farmland Preservation Act of 1977 to identify prime agricultural lands within Waukesha County. Under the mapping and planning program, the Waukesha County Park and Planning Commission prepared maps

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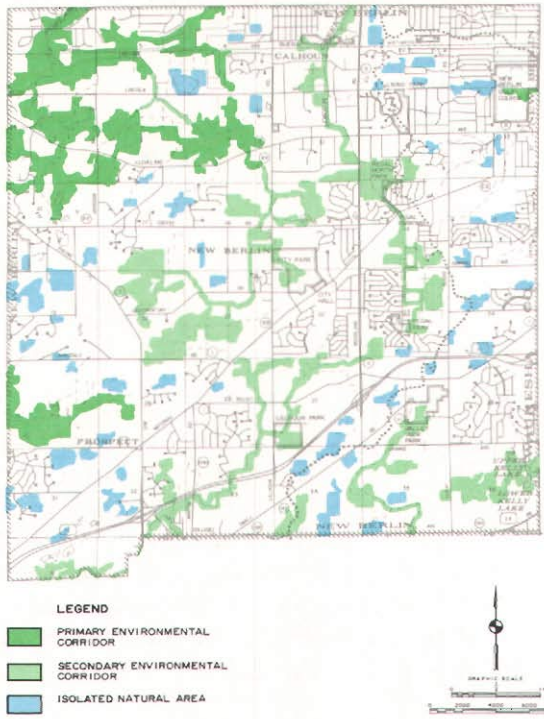
[2]See: "Land Inventory and Monitoring Memorandum WI-1," U. S. Department of Agriculture, Soil Conservation Service, December 3, 1976.

Map 18

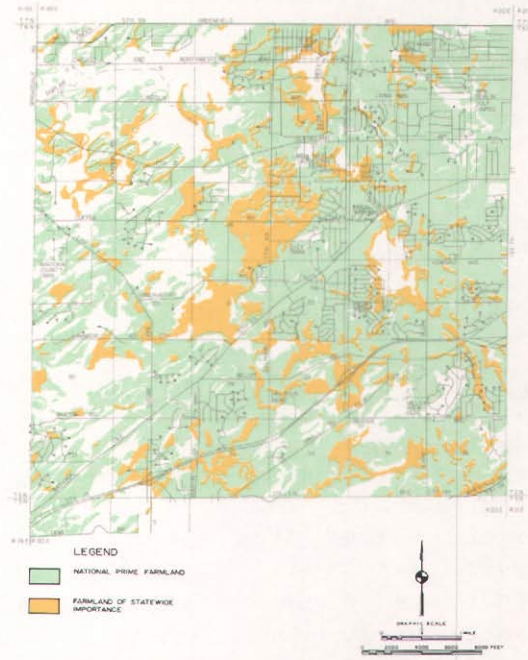
ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL AREAS IN THE CITY OF NEW BERLIN: 1980



Source: SEWRPC.

Map 19

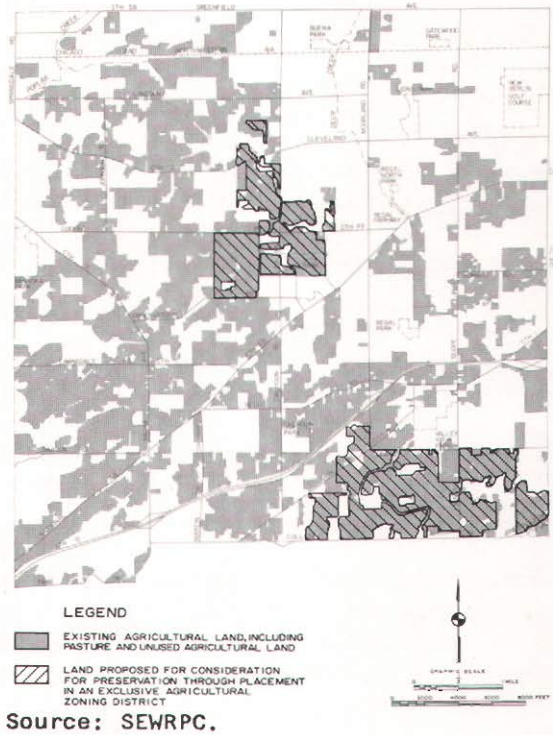
AGRICULTURAL CAPABILITY OF SOILS IN THE CITY OF NEW BERLIN



Source: SEWRPC.

Map 20

AGRICULTURAL AREAS IN THE CITY OF NEW BERLIN: 1980



Source: SEWRPC.

of the County identifying soil capability classes one and two,[3] existing incompatible land uses, topography, and areas which are currently or could potentially be utilized for farming. Utilizing these data, the County Park and Planning Commission staff developed criteria for the identification of farmland areas for preservation, with the objective of the planning process being the preservation of farmland areas through the placement of such lands in exclusive agricultural zoning districts. That portion of the proposed Waukesha County agricultural land preservation plan applicable to the City of New Berlin is shown on Map 21.

THE CLIMATE, AND URBAN DESIGN CONSIDERATIONS FOR ENERGY CONSERVATION

The Climate

Climate may be regarded as a resource that presents both problems to be resolved and opportunities to be used in the sound development of a community. Climate may be defined as the habitual state and behavior of the atmosphere. Climate varies from place to place, but is, in any one place, relatively stable over time. The latter characteristic permits expectation of weather conditions. To define climate, an arbitrary reference period is selected and mean values of such characteristics as temperature and rainfall, together with measures of the variability in these characteristics, are determined.

The general climate of a relatively large geographic area is termed the macroclimate. The climate of a smaller geographic area that may not be representative of the general climatic conditions within a larger surrounding area is termed the mesoclimate. Examples of areas with mesoclimates are small valleys, forest clearings, frost hollows, and open spaces within urban areas. The climate of the air space from the surface of the earth to a height where the underlying terrain does not significantly impact upon the mesoclimate--about six feet as a general rule--is termed the microclimate.

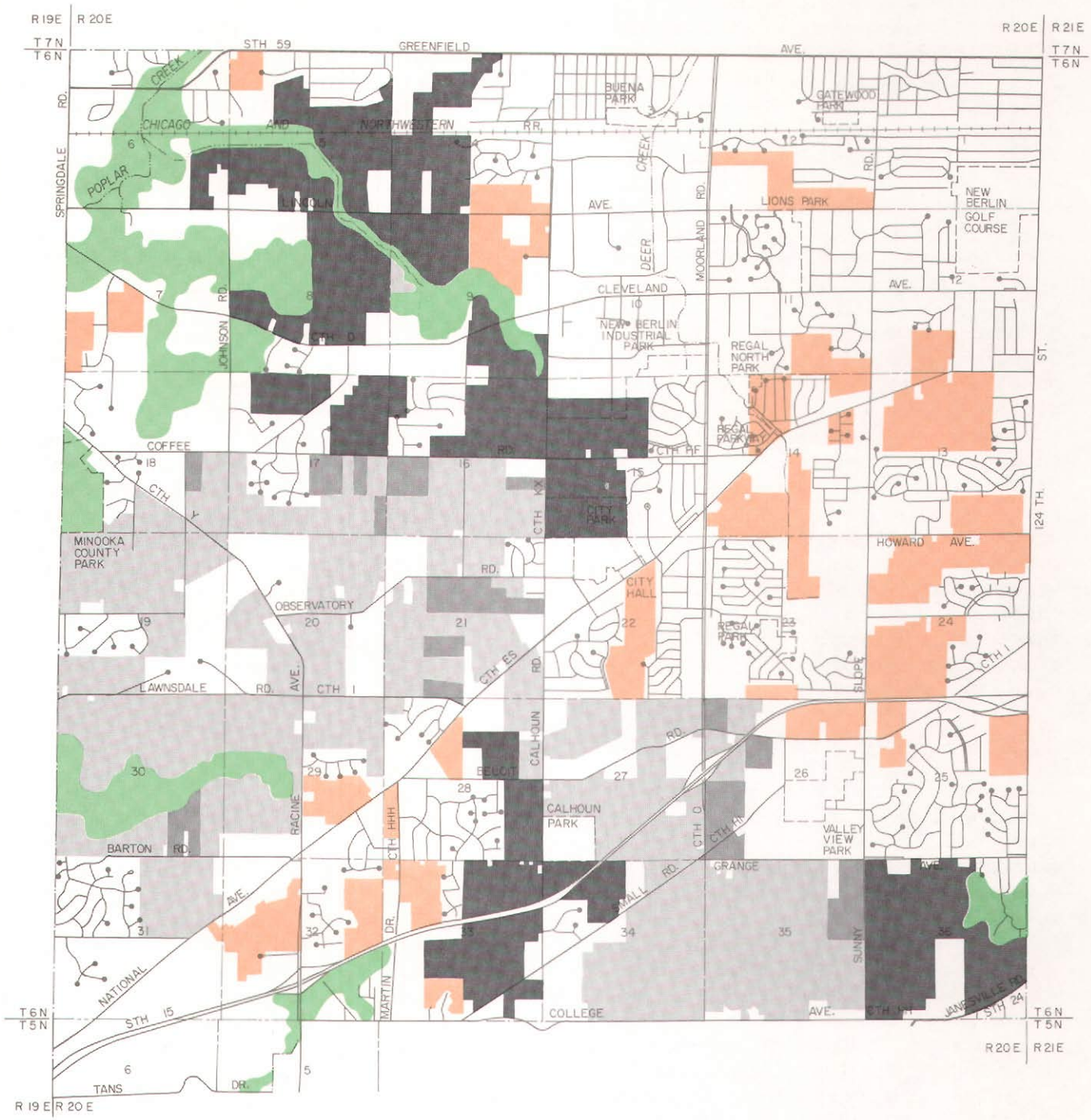
The macroclimate has long been recognized in community planning and development, as reflected, for example, in certain features of architectural design, in the provision of small curb lawns for the storage of snow, in stormwater drainage design, and in such standards for public works as the minimum depth of cover for water mains. The climate of an area is susceptible to change and modification by man, as are the other elements of the natural resource base such as topography, drainage, soils, and vegetation. Urban form, however, can be planned and designed to accommodate this important environmental element in an energy-efficient fashion in order to improve human comfort and the overall quality of the environment for area residents.

Those climatic elements which have particular importance in urban planning, from the standpoint of energy utilization as well as human comfort, include

[3]Soils included in soils capability class one are those deep, well-drained, or moderately well-drained, nearly level soils with no serious limitations that restrict their use for cultivated crops. Included in soil capability class two are those soils that have some limitations which reduce the choice of plants that can be economically produced, or which require some conservation practices.

Map 21

THE PROPOSED WAUKESHA COUNTY AGRICULTURAL LAND PRESERVATION PLAN AS IT APPLIES TO THE CITY OF NEW BERLIN



LEGEND

- RECOMMENDED FOR AGRICULTURAL PRESERVATION PARCEL SIZE 35 ACRES OR GREATER
- RECOMMENDED FOR AGRICULTURAL PRESERVATION PARCEL SIZE LESS THAN 35 ACRES
- RECOMMENDED FOR AGRICULTURAL PRESERVATION TRANSITIONAL LANDS
- LAND TO ACCOMODATE FUTURE GROWTH
- ENVIRONMENTAL CORRIDOR
- OTHER LANDS

GRAPHIC SCALE
0 1/2 1 MILE
0 2000 4000 6000 FEET

Source: Waukesha County Park and Planning Commission and SEWRPC.

solar radiation, air temperature, humidity, and wind. Each of these climatic elements represents a physical condition which should be considered in the urban design process. Each of these climatic variables is affected by other physical elements of the study area, including topography, character of the surface and ground cover, wetland areas and bodies of water, and three-dimensional features such as vegetation and structures. These climatic elements are also important for the potential utilization of solar energy in either a passive form--i.e., through proper orientation of building lots and structures for maximum heat gain in winter and minimum heat gain in summer--or active form--i.e., through proper orientation of building lots to accommodate the installation of efficient solar energy-collecting devices--and further serve to implement public policy regarding long-term energy conservation.

Moreover, as envisioned in Section Ind. 22.01 of the Wisconsin Administrative Code, which constitutes the energy conservation portion of the state uniform building code, knowledge of certain characteristics of the climate helps to promote the use of innovative approaches to architectural design. Climatic knowledge is required, for example, in order to properly analyze buildings to determine whether they meet state building code requirements for thermal transmittance (U value). Solar radiation, air temperature, humidity, and wind are, accordingly, all climatic characteristics which should be considered in urban planning in order to promote conditions favorable for the design and construction of more energy-efficient and comfortable buildings. Proper lot orientation, building orientation, landscape plantings, insulation and vapor barrier placement in buildings, and heating system size are dependent upon a knowledge of each of these climatic elements. A more detailed discussion of each of these elements and their respective characteristics as they relate to the City of New Berlin area can be found in Appendix A.

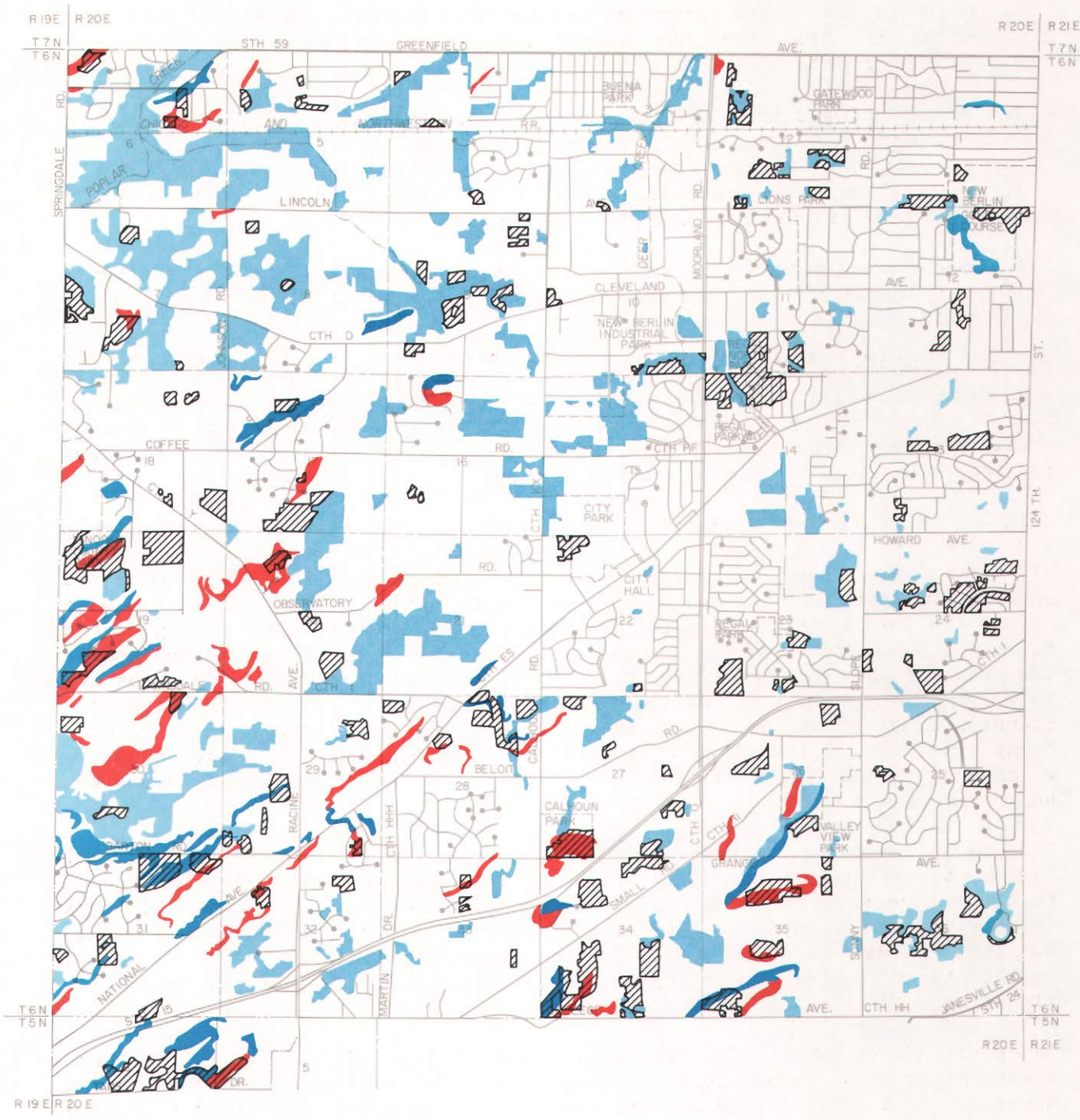
The Microclimate

Within the context of the general climate, or macroclimate, of the larger region within which New Berlin is located, the specific climate, or microclimate, of the New Berlin area can be analyzed. The analysis of the New Berlin microclimate should consider the location and orientation of future streets, blocks, lots, and eventually buildings in order to make the most efficient use of the climate in terms of energy conservation. Macroclimatic elements such a solar radiation, air temperature, humidity, and wind may have different effects upon different sites within the City, depending upon the site-specific physical characteristics of the terrain, vegetation, location and extent of bodies of water, and various other natural and man-made features. These effects, when properly identified and analyzed, should influence urban design and planning. Climate, however, is complex and variable, and any climatic analysis can serve only as a general analysis of probable climatic conditions within the area during the seasons of summer and winter, which represent the two extremes of the climatic spectrum.

A microclimatic analysis was done for the City of New Berlin area, based upon the climatic information presented in Appendix A. The results of the microclimatic analysis are shown on Map 22. Based upon the position of the sun in New Berlin's latitude, as well as other solar radiation considerations, several conclusions can be drawn regarding the pattern of slopes and insolation (incoming solar radiation) in the New Berlin area:

Map 22

MICROCLIMATE ANALYSIS FOR THE CITY OF NEW BERLIN



LEGEND

- WOODLAND AREAS
- AREAS OF IMPEDED AIR DRAINAGE, DAMP HOLLOWS, AND POTENTIAL NOCTURNAL FROST POCKETS
- SOUTHERNLY, WESTERNLY, AND EASTERNLY FACING SLOPES EXCEEDING 12 PERCENT WITH HIGH INSOLATION WHEN UNSHADED
- NORTHERNLY FACING SLOPES EXCEEDING 12 PERCENT WITH LOW INSOLATION
- PREVAILING SUMMER WIND DIRECTION
- PREVAILING WINTER WIND DIRECTION

GRAPHIC SCALE
0 1 MILE
0 2000 4000 6000 FEET

Source: SEWRPC.

1. North-facing slopes oriented between approximately North 95° West and North 95° East have the lowest available insolation for solar heat gain surfaces.

2. South-facing slopes oriented between approximately North 80° West and North 80° East have the highest available insolation.

3. East-facing slopes oriented between approximately South and North 45° East have maximum insolation in the morning.

4. West-facing slopes oriented between South and North 45° West have maximum insolation in the afternoon, with the potential for over-heating structures in the summer.

As discussed earlier and shown on the wind data shown in Appendix A, prevailing winter winds are from the west, northwest, and southwest, and prevailing summer winds are from the southwest. During the winter, buildings should be protected from these winds to the maximum extent practicable. During the summer these winds can be used to provide cooling.

Cold air is heavier than warm air and, because of this physical property, cold air from high-relief areas will flow to low areas and is replaced by warmer air from above these low areas. This process, occurring frequently at night when air pressure is high and the sky is clear, produces katabatic or drainage winds. The low-lying areas in the New Berlin area are identified on Map 22 and represent areas of impeded air drainage, typically damp hollows in the summer and frost pockets in the winter. The nighttime temperatures in these areas may be as much as 10°F lower and the humidity 20 percent higher than in the surrounding areas which are at higher elevations. In the daytime, these conditions reverse--the low areas will tend to be warmer than the ridges swept by winds and the humidity will tend to be higher. Generally, buildings should not be placed in these areas.

Temperature within the New Berlin area can also be affected, to a small degree, by variations in soil types. A dry soil such as sand and gravel tends to cause higher temperatures and lower humidity. Wet soils, loams, and clays in poorly drained, marshy areas tend to cause lower temperatures and higher humidity. These variations are, on the whole, small in magnitude; however, in situations such as the siting of a residence, the difference may be locally significant.

The microclimate of the New Berlin area can also be affected by the size and locations of woodland and tree planting areas. The woodland and tree-planting areas act as a purification element for the air which passes through them. The amount of airborne particulate matter decreases rapidly toward the interior of a woodland, reflecting the effective filtering action of woodland and tree-planting areas.

Woodland and tree-planting areas can also affect the temperature of the environment. The moisture dispelled into the atmosphere through transpiration contributes to the lowering of temperatures in surrounding areas. This lowering of temperature can average from 3°F to 5°F below the annual mean for the area. Moreover, this effect is greatest in the summer because of the existence of foliage on deciduous trees, and is negligible in winter because of the dormancy of trees.

The climatic elements discussed herein should be addressed in the design of the City since they are important considerations in providing an urban form which is energy-efficient, as well as in providing an urban setting which enhances human comfort and environmental quality for the residents of the community.

SUMMARY

The natural resources of the City of New Berlin are vital to its ability to provide a pleasant and habitable environment for human life. Natural resources not only condition, but are conditioned by, growth and development. Any meaningful planning effort must, therefore, recognize the existence of a limited natural resource base to which urban development must be properly adjusted if serious environmental problems are to be avoided. The principal elements of the natural resource base which require careful consideration in planning for the City include its soils, surface water resources and related drainage basins and floodlands, topographic features, scenic vistas, woodlands, wetlands, wildlife habitat, agricultural lands, and climate. Consideration is also required of certain resource-related features, such as existing and potential park and outdoor recreation sites, and historical and cultural sites and structures. Synthesis of these data (with the exception of climate) results in the delineation of the environmental corridors of the City.

Soils

Soil properties exert a strong influence on the manner in which man uses land. Soil suitability maps of the City were prepared and analyzed, identifying soil limitations for residential use with and without sanitary sewer service, and specific limitations such as high water tables and steep slopes. As shown on Map 9, about 54 percent of the total area of the City is covered by soils having severe or very severe limitations for residential development utilizing conventional, onsite, soil absorption sewage disposal systems (septic tanks) on lots one acre or more in size. Soils with severe or very severe limitations for urban use without sanitary sewer service are found in scattered locations throughout the City. As shown on Map 10, about 26 percent of the total area of the City is covered by soils which have severe and very severe limitations for residential development served with public sanitary sewers. These soils are also found in scattered locations throughout the City.

Surface Water Resources and Related Drainage Basins

Surface water resources--consisting of lakes, streams, associated floodlands, and wetlands--form a particularly important element of the natural resource base of the City. Surface water resources and their related watersheds, or drainage areas, influence physical development, provide recreational opportunities, and enhance the aesthetic quality of the City.

As shown on Map 11, the City is located within three watersheds: the Fox River watershed, the Root River watershed, and the Menomonee River watershed. As further shown on Map 11, the watersheds may be divided into subwatersheds which, in turn, may be subdivided into individual drainage areas, termed subbasins. Knowledge of these watershed features is particularly important in the planning of sanitary sewer and stormwater drainage facilities.

There are no major lakes within the City--that is, lakes having a surface area of 50 acres or more. There are, however, three minor lakes--that is, lakes or ponds having a surface area of less than 50 acres. These lakes are shown on Map 11 and are Linnie Lac, Lower Kelly Lake, and Upper Kelly Lake. Together, these three lakes have a surface area of 20.7 acres.

The perennial and intermittent streams within the City are also shown on Map 11, along with a 50-foot-wide shoreline area along the banks. Perennial streams are defined as those watercourses that maintain a continuous flow throughout the year except under unusual drought conditions. Within the City, there are approximately 13.3 miles of such streams. Intermittent streams are defined as those watercourses that do not maintain a continuous flow throughout the year. Intermittent streams are found throughout the City, as shown on Map 11, and, together with the perennial streams, are a particularly important consideration in land use planning. These streams have important recreational and aesthetic values and form a part of the City's stormwater drainage and flood control system.

Floodlands: The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but because of the presence, usually, of high water tables and of soils poorly suited to urban use. The floodland areas, however, generally contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for needed park and open space areas. Floodlands in the City total approximately 2,500 acres, or about 11 percent of the total area of the City, as shown on Map 11. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space use.

Wetlands: Wetland areas are generally unsuited or poorly suited for most agricultural or urban development purposes. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, nutrients, and other water pollutants. Wetlands located in the City are identified on Map 11. Additional important natural functions of wetlands, which make them particularly valuable resources, include the provision of breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife; and groundwater recharge and discharge. There are about 2,200 acres of wetlands in the City, representing about 9 percent of the total area of the City.

Topographic Features

The topography, or relative elevation of the land surface, within the City of New Berlin has been determined, generally, by the configuration of the bedrock geology, and more specifically, by the overlying glacial deposits. In general, the topography of the City is level to gently rolling, with the low-lying areas associated with stream valleys. Lands with steep slopes are poorly suited for urban development, as well as for most agricultural purposes, and,

therefore, should be maintained in natural cover for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasturelands, and for certain urban uses, such as carefully designed low-density residential areas. Lands which are gently sloping or nearly level are best suited for agricultural production and to high-density residential, industrial, or commercial uses.

Scenic Vistas

Scenic vistas are defined as areas that provide a panoramic or picturesque view comprised of a variety of natural resource features. There are two important components of a scenic vista--the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which to observe the diversity of features. Within the City, two such scenic vistas can be found--one located in U. S. Public Land Survey Sections 8 and 9 north of Cleveland Avenue; and one in the west one-half of Section 30 south of Lawnsdale Road (CTH I).

Woodlands

Located primarily on ridges and slopes and along streams and lakeshores, woodlands provide an attractive natural resource of immeasurable value. Woodlands accentuate the beauty of the lakes, streams, and topography of the area, and are essential to the maintenance of the overall environmental quality of the area. In addition to contributing to clean air and water, and to limiting stormwater runoff and enhancing groundwater recharge, woodlands can contribute to the maintenance of a diversity of plant and animal life in association with human life, and can provide important recreational opportunities. As shown on Map 13, woodlands in the City cover about 1,200 acres, or about 5 percent of the total area of the City.

Wildlife Habitat

Wildlife in the City includes upland game such as rabbit and squirrel, predators such as raccoons, game birds including pheasant and grouse, and marsh furbearers such as muskrat. In addition, water fowl are present, and deer are found in scattered areas. The remaining wildlife habitat areas and the wildlife living therein provide valuable recreational opportunities and constitute an invaluable aesthetic asset to the City. As shown on Map 14, wildlife habitat areas in the City generally occur in association with the surface water, wetland, and woodland resources, and cover about 3,000 acres, or about 13 percent of the total area of the City.

Other Resource Elements

In addition to the basic elements of the underlying and sustaining natural resource base, existing and potential sites having scenic, scientific, historic, and recreational value should be considered in any land use planning effort. Park and open space sites within the City have been classified into three general categories: general-use outdoor recreation sites, special-use outdoor recreation sites, and rural open space sites. General-use outdoor recreation sites may be defined as areas of land and water whose primary function is the provision of space and facilities for outdoor recreational activities. As shown on Map 15 and indicated in Table 21, in 1980 there were 22

general-use outdoor recreation sites in the City encompassing a total area of 782 acres, or about 3 percent of the total area of the City. Special-use outdoor recreation sites are primarily spectator-oriented rather than user-oriented, or provide facilities for unique recreational pursuits. In 1980, as shown on Map 15, there were five special-use outdoor recreation sites in the City encompassing 126 acres of land, or about 0.5 percent of the total area of the City. Rural open space sites are those areas of woodlands, wetlands, wildlife habitat, or other open areas acquired by public agencies or private organizations to preserve such lands and natural resource amenities in an essentially natural, open state for resource conservation and limited recreational purposes. In 1980 there were six rural open space sites in the City totaling 18 acres, or less than 0.5 percent of the total area of the City. In 1980 there were 11 potential park sites in the City encompassing 1,389 acres, or about 6 percent of the total area of the City. Of these 11 sites, two sites encompassing 212 acres were classified as high-value sites; four sites encompassing 687 acres were classified as medium-value sites; and the remaining five sites encompassing 490 acres were classified as low-value sites.

Historic sites in the City have been classified by the Commission into one of three general categories: historic structures, archaeological features, and other cultural features. In general, historic structures include architecturally or historically significant buildings. Archaeological sites consist of areas occupied or utilized by humans in a way and for a sufficient length of time to be marked by certain features or to contain artifacts. Seven structures, one archaeological feature, and eight cultural features of historic value were identified in the City.

Natural areas, as defined by the Wisconsin Scientific Areas Preservation Council, are tracts of land or water so little modified by human activities, or sufficiently recovered from the effects of such activities, that they contain intact native plant and animal communities believed to be representative of the presettlement landscape. As shown on Map 17, in 1980 there were a total of three natural areas remaining in the City encompassing 77 acres, or about 0.3 percent of the total area of the City.

Environmental Corridors

Environmental corridors are defined as elongated areas in the landscape encompassing concentrations of the best remaining elements of the natural resource base. Such corridors should, to the maximum extent practicable, be preserved in essentially natural open uses in order to maintain a sound ecological balance, to protect the overall quality of the environment, and to preserve the unique natural beauty and cultural heritage of the City, as well as the Region. One of the most important tasks undertaken by the Regional Planning Commission as part of its regional planning effort was the identification and delineation of environmental corridors. Such areas normally include one or more of the following elements of the natural resource base: 1) lakes, rivers, and streams, and their associated undeveloped shorelands and floodlands; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high-relief topography. Also considered in the identification of environmental corridors are the following elements which, although not part of the natural resource base per se, are closely related to that base: 1) existing outdoor recreation sites;

2) potential outdoor recreation sites; 3) historic, archaeological, and other cultural sites; 4) significant scenic areas and vistas; and 5) natural and scientific areas.

The delineation of the natural resource base and natural resource-related elements within the City results in a limited number of relatively narrow environmental corridors. Primary environmental corridors, by definition, include a variety of the above-mentioned resource elements and are at least 400 acres in size, two miles long, and 200 feet wide. Primary environmental corridors in the City generally lie along the stream valleys and contain almost all of the remaining high-value woodlands, wetlands, and wildlife habitat areas in the City, and all of the remaining undeveloped floodlands. The primary environmental corridors encompass a total area of about 1,500 acres, or about 6 percent of the total area of the City, as shown on Map 18.

Secondary environmental corridors and other environmentally significant lands contain fewer natural resource base elements than do primary corridors, and are usually remnants of former primary environmental corridors which have been developed for agricultural purposes or intensive urban land uses. Secondary environmental corridors are generally located along intermittent streams and typically serve as links between segments of primary environmental corridors. Secondary environmental corridors are, by definition, at least 100 acres in size and one mile in length. Secondary environmental corridors and other environmentally significant lands encompass about 2,500 acres, or about 10 percent of the total area of the City.

Agricultural Land

In 1964, prime agricultural lands in the Region were first delineated by the Regional Planning Commission in cooperation with the county agricultural agents and the U. S. Department of Agriculture, Soil Conservation Service district staff. In late 1976, the U. S. Department of Agriculture, Soil Conservation Service, developed a national classification system for use in the preparation of agricultural capability maps. Map 19 depicts the agricultural capability of lands in the City based upon this national soils classification system, showing both national prime farmland and farmland of statewide significance.

The Wisconsin Farmland Preservation Act, enacted in 1977, provides for the preparation of county farmland preservation plans and the grant of state income tax credits for the maintenance of farmlands in delineated preservation areas. Ultimately, only those farmers owning lands within delineated prime agricultural areas which are zoned for exclusive agricultural use and which are in an area for which a county farmland preservation plan has been prepared will be eligible for the full state income tax credits provided under the law. In 1980, 8,971 acres, or about 38 percent of the total area of the City, were in agricultural use. The Waukesha County Park and Planning Commission began preparing a Waukesha County farmland preservation plan in 1977.

Climatic Conditions and Urban Planning

Climate may be regarded as a resource that presents both problems to be resolved and opportunities to be used in the sound development of a community. Urban form should be planned and designed to accommodate the climate in an

energy-efficient fashion in order to improve human comfort and the overall quality of the environment for area residents.

Those climatic elements which have particular importance in land use planning, from the standpoint of energy utilization as well as human comfort, include solar radiation, air temperature, humidity, and wind. Each of these climatic elements represents a physical condition which should be considered in the urban design process. Also, each of these climatic variables is affected by other physical elements of the City, including topography, character of the surface and ground cover, wetland areas and bodies of water, and three-dimensional features such as vegetation and structures. Each of these climatic elements is also important for the potential utilization of solar energy in either a passive form--i.e., through proper orientation of building lots and structures for maximum heat gain in winter and minimum heat gain in summer--or active form--i.e., through proper orientation of building lots to accommodate the installation of efficient solar energy-collecting devices--and further serves to implement public policy regarding long-term energy conservation.

Moreover, as envisioned in Chapter 22.01 of the Wisconsin Administrative Code, which constitutes the energy conservation portion of the state uniform building code, knowledge of certain characteristics of the climate helps to promote the use of innovative construction approaches and techniques to achieve more effective utilization of energy. Such climatic knowledge is required, for example, in order to properly analyze buildings to determine whether they meet state building code requirements for thermal transmittance (U value). Solar radiation, air temperature, humidity, and wind are, accordingly, all climatic characteristics which should be considered in land use planning in order to promote conditions favorable for the design and construction of more energy-efficient and comfortable dwellings.

Chapter IV

INVENTORIES AND ANALYSES OF MAN-MADE FEATURES

INTRODUCTION

If the City of New Berlin land use and urban design plan is to constitute a sound and realistic guide to the making of decisions concerning the physical development of the City, it must be based upon consideration of pertinent man-made as well as natural features of the area. For the purposes of the city planning program, the pertinent man-made features were identified as: 1) the existing land uses; 2) the existing community facilities; 3) the existing public utilities; 4) the existing land development regulations including the existing zoning ordinance, land subdivision control ordinance, and official map; and 5) certain public financial resource-related programs such as the tax incremental financing district program. Each of these man-made features is described in this chapter as it affects physical development in the City.

EXISTING LAND USE

In 1980, a special field survey was conducted cooperatively by the staffs of the City Planning Department and the Regional Planning Commission to determine the nature and extent of existing land uses in the City. The data gathered in this survey were mapped and analyzed in order to provide a basis for the determination of appropriate patterns of future land use development in the City.

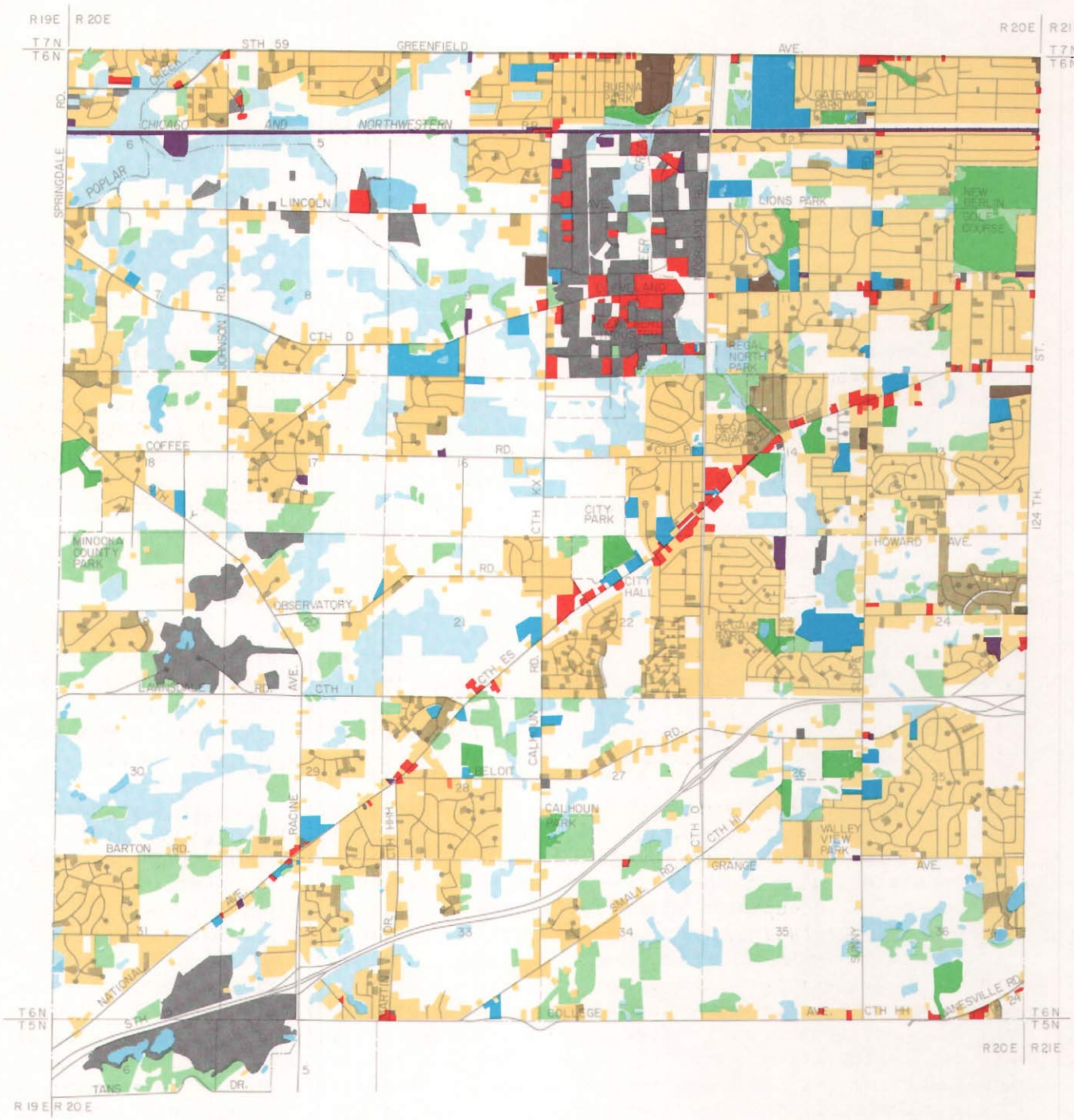
The existing 1980 land uses in the City of New Berlin are graphically shown on Map 23, and the amount of land devoted to each type of land use in the City is set forth in Table 23. Approximately 23,589 acres, or about 36.8 square miles, are contained within the corporate limits of the City of New Berlin. In 1980, urban land uses occupied about 9,574 acres, or about 41 percent of the total city area. Rural land uses, which include water, wetlands, woodlands, agricultural and other open lands, and farmsteads, totaled about 14,015 acres, or about 59.4 percent of the city area. Several important characteristics of the city land use pattern may be noted from Table 23 and Map 23. First, the singularly largest land use in the City is still agricultural and other open rural lands, representing almost 45 percent of the city area. Second, urban land uses account for about 41 percent of the city area, almost equal to the amount of agricultural and other open rural land uses in the City. And third, natural areas occupy only about 15 percent of the City.

Urbanized Land Use

Residential Land Use: The residential use section of a community land use plan is the section which normally holds the interest of the largest number of residents. Since the residential land use elements of the land use plan exist primarily to provide a safe, attractive, and comfortable setting for housing, it is particularly important that this element be given careful consideration.

Map 23

EXISTING LAND USE IN THE CITY OF NEW BERLIN: 1980



LEGEND

- SINGLE-FAMILY RESIDENTIAL
- TWO-FAMILY RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- RESIDENTIAL LAND UNDER DEVELOPMENT
- COMMERCIAL
- MANUFACTURING AND EXTRACTIVE
- TRANSPORTATION, COMMUNICATION, AND UTILITIES
- GOVERNMENTAL AND INSTITUTIONAL
- PARKS AND RECREATIONAL
- WETLANDS
- WOODLANDS
- AGRICULTURAL AND OTHER OPEN LANDS
- WATER

Source: SEWRPC.

Table 23

SUMMARY OF EXISTING LAND USE IN THE CITY OF NEW BERLIN: 1980

Land Use Category	Acreage	Percent of City Area	Percent of Subtotal
Urban			
Residential			
Single Family	5,398	22.9	56.4
Two Family	6	0.0[c]	0.1
Multiple Family	66	0.3	0.6
Under Development	547	2.3	5.7
Subtotal	6,017	25.5	62.8
Retail Sales and Service	271	1.2	2.8
Industrial	403	1.7	4.8
Transportation and Utilities			
Arterial Streets	801	3.4	8.4
Collector and Other Streets	948	4.0	9.9
Trucking Terminals	4	0.0[c]	0.1
Railroad, Communications, Utilities, and Other[a]	426	1.8	4.4
Subtotal	2,179	9.2	22.8
Governmental and Institutional	360	1.5	3.8
Recreational[b]			
Public	316	1.4	3.3
Private	28	0.1	0.3
Subtotal	344	1.5	3.6
Urban Land Use Subtotal	9,574	40.6	100.0
Rural			
Natural Areas			
Water	126	0.5	0.9
Wetlands	2,161	9.2	15.4
Woodlands	1,173	5.0	8.4
Subtotal	3,460	14.7	24.7
Quarrying and Extractive[d]	449	1.9	3.2
Agricultural and Other Open Lands	10,031	42.5	71.6
Farmsteads	75	0.3	0.5
Subtotal	10,106	42.8	72.1
Rural Land Use Subtotal	14,015	59.4	100.0
Total	23,589	100.0	--

[a] Includes off-street parking areas.

[b] Includes only areas used for intensive outdoor recreational activities.

[c] Less than 0.1 percent.

[d] Includes active and inactive quarries.

Source: SEWRPC.

The nature and extent of residential development is an important determinant of the need for supporting community facilities and public utilities and of the type, location, and capacity of transportation facilities. In 1980, residential land use accounted for approximately 63 percent of the developed urban area, but only about 26 percent of the total city area. Single-family, two-family, and multiple-family residential land uses are located throughout the City in a diffuse fashion, as shown on Map 23. Table 23 indicates that of the total of 6,017 acres of residential land use in 1980, only six acres, or less than one-tenth of 1 percent, were in two-family residential use; and only about 66 acres, or 1 percent, were in multiple-family residential use.

A history of residential land subdivision platting activity in the City in the years 1920 through 1980 is provided in Table 24. A total of 7,905 residential lots were platted in the City from 1920 through 1980. Of this total, 856, or about 11 percent, remained undeveloped--that is, vacant and unused. These undeveloped lots could accommodate a population increase of from 2,790 to 3,160 persons. Lots currently platted but undeveloped could thus accommodate about two to three years of growth if the city population increases at a rate consistent with the population forecasts presented in Chapter II of this report. From 1950 to 1980, a total of 6,276 residential lots were platted, of which 748, or about 12 percent, remained undeveloped. Since 1920, the number of residential lots per net acre has averaged 2.17.

Commercial Land Use: In 1980, commercial land uses accounted for about 271 acres, or about 3 percent of the urban land uses and about 1 percent of the total city area. The commercial land uses in the City, as indicated on Map 23, occur in strips along almost the entire length of National Avenue, and along Greenfield Avenue between Calhoun Road and S. 124th Street. The National Avenue corridor of scattered commercial uses is an important planning issue facing the community, and therefore will be dealt with in more detail later in this report.

Table 25 lists the types and number of retail trade businesses located in the City. In 1980 there were 140 such businesses in the City. Of this total, eating and drinking establishments numbered 32, or about 23 percent of all the retail trade businesses, and represented the largest category of such uses; service stations numbered 21, or about 15 percent; and building material and garden supply businesses numbered 17, or about 12 percent.

Table 26 lists the types and number of service and financial businesses in the City in 1980. Of the total of 176 such establishments, general business services numbered 36, or about 21 percent, the largest category in the City; personal services numbered 27, or about 15 percent; and auto repair services numbered 21, or about 12 percent.

Industrial Land Use: In 1980, industrial land uses accounted for about 403 acres, or about 4 percent of the urban land uses within the City and less than 2 percent of the total city area. Industrial land uses were concentrated south of the Chicago & North Western Railway right-of-way and north of the south line of U. S. Public Land Survey Section 10, located between Moorland Road and Calhoun Road, as shown on Map 23. In addition, there were scattered industrial sites located in the still predominantly undeveloped area along the western segment of Lincoln Avenue in the northwestern part of the City, as indicated on Map 23.

Table 24

HISTORICAL RESIDENTIAL LAND SUBDIVISION IN THE CITY OF NEW BERLIN: 1920 TO 1980

Subdivision Name	Year Recorded	U. S. Public Land Survey Location				Total Number of Lots	Gross Acres	Net Acres	Typical Lot Size (square feet)	Lots Developed	Lots Vacant	Lots per Net Acre
		Township	Range	Section	Quarter Section							
Sunny Slope No. 1	1927	T6N	R20E	01	NW	188	51.14	32.31	7,500	180	8	5.81
Buena Park	1928	T6N	R20E	03	NW	791	130.57	85.20	4,800	747	44	9.08
Graham & Bloms Maplewood	1928	T6N	R20E	01	SE	98	19.81	15.25	6,750	88	10	6.45
Linnie Lac Subdivision	1928	T6N	R20E	32	SE	55	17.39	15.59	12,000	39	16	3.63
Parmenter Subdivision	1931	T6N	R20E	32	SE	26	7.12	7.12	11,100	19	7	3.92
Arcadian Hills	1934	T6N	R20E	01	NW	44	51.21	42.34	39,100	43	1	1.11
Youngs Robert Subdivision	1937	T6N	R20E	01	SE	16	3.91	3.21	8,850	16	0	4.92
Brunwood Subdivision	1938	T6N	R20E	01	NW	24	21.52	18.59	37,500	22	2	1.16
Calhoun Farms	1939	T6N	R20E	04	NE	24	15.68	10.84	21,960	23	1	1.98
Brunwood Subdivision (continuation)	1940	T6N	R20E	01	NW	23	15.23	13.06	26,625	22	1	1.64
Calhoun Farms Addition No. 1	1940	T6N	R20E	04	NE	46	27.35	21.11	21,204	45	1	2.05
Parkview Gardens	1942	T6N	R20E	01	NE	27	11.89	8.30	12,690	27	0	3.43
Ravine Woods	1942	T6N	R20E	01	NE	9	4.50	4.09	20,400	7	2	2.14
Green Acres	1942	T6N	R20E	02	NE	17	7.95	6.14	17,290	17	0	2.52
Cheaney Home Sites Subdivision	1945	T6N	R20E	01	SE	42	20.83	16.44	18,078	39	3	2.41
Pintars Acres	1945	T6N	R20E	01	SE	21	21.23	18.44	41,674	21	0	1.05
Crest View Acres	1945	T6N	R20E	02	SE	21	19.00	16.58	35,760	21	0	1.22
Meadowmere Subdivision	1946	T6N	R20E	11	NE	111	140.61	119.47	43,134	106	5	1.01
Honey Lane Acres	1946	T6N	R20E	01	SE	12	7.71	6.64	22,200	12	0	1.96
Calhoun Farms Addition No. 2	1947	T6N	R20E	04	NE	16	7.20	5.67	15,675	16	0	2.78
Kelly Subdivision	1948	T6N	R20E	36	NE	18	26.72	23.60	57,000	11	7	0.76
Fergusons Subdivision	1950	T6N	R20E	01	SW	14	7.76	6.24	21,750	11	3	2.00
Kelly Subdivision No. 2	1950	T6N	R20E	36	NE	13	12.96	12.96	43,000	11	2	1.01
Prospect Heights Subdivision	1950	T6N	R20E	28	SW	31	17.66	15.46	20,000	31	0	2.18
Eckels Acres Subdivision	1951	T6N	R20E	26	SE	24	19.79	17.08	30,000	21	3	1.45
East Brook Subdivision	1951	T6N	R20E	06	NW	36	25.88	21.93	26,000	32	4	1.68
Gatewood Subdivision	1952	T6N	R20E	02	NE	98	42.46	31.26	15,000	98	0	2.90
Ravine Woods No. 2	1952	T6N	R20E	01	NE	15	12.38	9.48	25,380	15	0	1.72
Kensington Subdivision	1952	T6N	R20E	12	NW	64	49.63	39.57	28,055	62	2	1.55
Gatewood Addition	1952	T6N	R20E	02	NE	92	44.25	35.09	15,000	92	0	2.90
Rindt Subdivision	1952	T6N	R20E	29	SW	24	14.89	11.93	19,800	17	7	2.20
Village Park Subdivision	1953	T6N	R20E	22	NE	110	91.89	81.06	33,600	108	2	1.30
Swartz Orchards Subdivision No. 1	1953	T6N	R20E	18	SW	16	10.40	9.26	24,300	15	1	1.79
Ronke Estates	1954	T6N	R20E	11	NW	37	31.09	25.54	28,700	37	0	1.52
Greenfield Acres	1954	T6N	R20E	04-05	NW-NE	44	51.51	42.77	44,000	39	5	0.99
Crestview Acres Addition No. 1	1954	T6N	R20E	02	SE	37	19.28	14.66	16,700	37	0	2.61
Fergusons Subdivision Addition	1954	T6N	R20E	01	SW	28	13.95	11.91	17,500	24	4	2.49
Monterey Subdivision	1955	T6N	R20E	15	NE	69	51.27	39.66	24,070	68	1	1.81
Sun Valley Subdivision	1955	T6N	R20E	23	SE	73	56.64	46.81	25,200	67	6	1.73
Observatory Heights	1955	T6N	R20E	21	NE	71	49.66	39.81	23,380	71	0	1.86
Alan Acres	1955	T6N	R20E	11	SE	43	27.90	22.93	22,100	41	2	1.97
Hale Heights Addition No. 1	1955	T6N	R20E	25	SE	63	40.02	32.72	20,925	62	1	2.08
Westward Manor	1955	T6N	R20E	04	SE	54	38.75	32.12	26,642	50	4	1.64
Hales Heights	1955	T6N	R20E	25	SE	29	22.42	14.49	20,250	29	0	2.15
Swartz Orchards Subdivision No. 2	1955	T6N	R20E	18	SW	29	19.35	14.38	20,475	25	4	2.13
Bel Aire Subdivision	1955	T6N	R20E	15	SE	119	63.64	48.58	17,490	113	6	2.49

Table 24 (continued)

Subdivision Name	Year Recorded	U. S. Public Land Survey Location				Total Number of Lots	Gross Acres	Net Acres	Typical Lot Size (square feet)	Lots Developed	Lots Vacant	Lots per Net Acre
		Township	Range	Section	Quarter Section							
Sunny View Subdivision	1955	T6N	R20E	13	SW	67	40.77	34.47	20,000	36	31	2.18
Lincoln Hills Estates	1955	T6N	R20E	12	NW	52	26.86	20.29	17,500	48	4	2.49
Maylore Subdivision No. 1	1955	T6N	R20E	11	SE	17	14.38	11.08	30,000	15	2	1.45
Sunset Trails Subdivision	1955	T6N	R20E	12	SW	18	12.41	10.18	23,800	17	1	1.83
Westbrooke	1955	T6N	R20E	06	NE-NW	58	51.98	40.54	28,000	46	12	1.56
Glen Garry Highlands	1956	T6N	R20E	31	NW	31	22.46	19.00	26,390	26	5	1.65
Greenfield Acres Addition No. 1	1956	T6N	R20E	04-05	NW-NE	23	28.72	23.94	44,180	22	1	0.99
Top O Hill	1956	T6N	R20E	15	SE	28	18.08	14.36	20,272	28	0	2.15
Westmoor Farms	1956	T6N	R20E	02	SW	44	43.14	36.89	33,825	44	0	1.29
Cleveland Heights	1956	T6N	R20E	12	SW	39	29.59	20.74	20,400	28	11	2.14
Broadale Estates	1956	T6N	R20E	07	NW	11	17.51	14.82	59,000	5	6	0.74
Murphy Heights	1956	T6N	R20E	06	NE	16	9.65	7.84	21,120	14	2	2.06
Monterey Subdivision Addition No. 1	1956	T6N	R20E	15	NE	79	60.35	48.79	21,600	75	4	2.02
Top O Hill Addition	1956	T6N	R20E	15	SE	25	20.28	16.79	29,394	25	0	1.48
Woodhaven Subdivision	1956	T6N	R20E	11	SW	28	19.69	16.13	27,750	23	5	1.57
Highland Meadows	1956	T6N	R20E	32	NE	15	8.90	6.36	18,400	13	2	2.37
Maylore Subdivision No. 2	1956	T6N	R20E	11	SE	8	6.54	5.84	30,590	8	0	1.42
Highland Terrace	1956	T6N	R20E	32	NE	7	5.05	3.85	24,500	5	2	1.78
Westward Manor Addition	1956	T6N	R20E	04	SE	80	56.45	48.17	27,000	76	4	1.61
Monterey Park	1956	T6N	R20E	14	NW	58	40.35	31.15	20,800	58	0	2.09
Hales Heights Estates	1956	T6N	R20E	25	SW	109	72.82	62.34	27,000	105	4	1.61
Hearthside Acres	1956	T6N	R20E	22	NW-SW	58	52.52	41.25	20,400	49	9	2.14
Glen Garry Highlands Addition No. 1	1956	T6N	R20E	31	NW	142	96.72	79.72	24,000	132	10	1.82
Moorland Highlands	1956	T6N	R20E	03	NE	22	15.04	11.50	21,960	19	3	1.98
Schunk Wimmer Subdivision	1957	T6N	R20E	12	NE	14	10.73	8.06	23,400	13	1	1.86
Mercury Meadows	1957	T6N	R20E	14	NE	70	46.81	36.85	21,600	64	6	2.02
De Werths Heights	1957	T6N	R20E	01	SW	6	2.50	2.50	18,128	6	0	2.40
Mary Knoll Heights	1957	T6N	R20E	25	SW	28	22.24	16.48	24,975	24	4	1.74
Hearthside Acres Addition No. 1	1958	T6N	R20E	22	SW	131	92.37	69.70	21,600	96	35	2.02
Sunny Acres	1958	T6N	R20E	23	SE	20	14.94	9.32	20,160	20	0	2.16
Thorn Apple Hill	1958	T6N	R20E	09-16	SW-NE-NW	75	50.82	41.21	22,500	73	2	1.94
Rolling Hills	1958	T6N	R20E	24-25	SE-NE	53	40.66	30.25	26,375	51	2	1.65
Majors Subdivision	1958	T6N	R20E	28	SW-SE	43	31.30	26.17	23,750	43	0	1.83
Sunny Hills	1958	T6N	R20E	29	SE	12	8.09	7.36	25,300	12	0	1.72
Ridgewood Estates	1958	T6N	R20E	36	NE	7	6.43	5.28	29,400	6	1	1.48
Sunny Acres Addition No. 1	1958	T6N	R20E	23	SE	14	10.36	6.74	20,250	14	0	2.15
Lu El Dale Subdivision	1959	T6N	R20E	33	SW	8	5.51	4.22	24,975	8	0	1.74
Hales Heights Estates Addition No. 1	1959	T6N	R20E	25	NW	77	55.56	44.75	24,000	76	1	1.82
Maylore Subdivision No. 3	1959	T6N	R20E	11	SE	17	15.16	12.34	33,880	16	1	1.29
Maryknoll Heights Addition No. 1	1959	T6N	R20E	25	SW	62	46.91	38.04	26,600	59	3	1.64
Lilly Highlands	1959	T6N	R20E	06	NE	14	10.82	8.80	24,648	12	2	1.77
Highland Terrace Addition No. 1	1959	T6N	R20E	32	NE-SE	31	20.86	16.16	20,040	30	1	2.17
West Allis View	1959	T6N	R20E	12	SE	76	49.00	39.31	21,875	75	1	1.99
Halecrest	1959	T6N	R20E	25	SE	90	59.00	48.74	22,950	87	3	1.90
Majors Subdivision Addition No. 1	1959	T6N	R20E	28	SE	29	20.45	16.39	24,050	29	0	1.81
Woody Acres Subdivision	1959	T6N	R20E	07	SW	13	13.23	9.79	30,525	12	1	1.43
Prospect Heights Addition No. 1	1959	T6N	R20E	28	SW	92	56.01	45.45	20,000	89	3	2.18

Table 24 (continued)

Subdivision Name	Year Recorded	U. S. Public Land Survey Location				Total Number of Lots	Gross Acres	Net Acres	Typical Lot Size (square feet)	Lots Developed	Lots Vacant	Lots per Net Acre
		Township	Range	Section	Quarter Section							
Orchard Valley	1960	T6N	R20E	25	NE	80	56.28	45.09	23,750	76	4	1.83
Highview Subdivision	1960	T6N	R20E	28	SE	26	18.40	15.04	22,320	26	0	1.95
Hi Knoll	1961	T6N	R20E	33	NW	35	25.42	20.64	26,910	26	9	1.62
Highland Vista	1962	T6N	R20E	28	NW	73	50.40	40.23	21,780	46	27	2.00
Oakwood Knoll Subdivision	1962	T6N	R20E	18	SW	24	18.53	15.14	24,472	20	4	1.78
De Werths Heights Addition No. 2	1963	T6N	R20E	01	SW	7	3.24	3.24	20,240	7	0	2.15
Forest View Heights	1964	T6N	R20E	01	SW	195	75.99	59.27	13,500	194	1	3.23
Woodland Park	1965	T6N	R20E	02	SE	96	39.78	31.89	13,493	96	0	3.23
Honey Lane Heights	1966	T6N	R20E	01	SW	6	3.15	3.15	23,275	6	0	1.87
Green Ridge	1966	T6N	R20E	13	NE-SE	227	80.16	60.97	12,150	226	1	3.59
Sun Shadows West	1966	T6N	R20E	34	NW	26	25.11	20.94	31,200	22	4	1.40
Orchard View	1967	T6N	R20E	13	NE	41	14.63	10.05	10,030	41	0	4.34
Orchard View East	1967	T6N	R20E	13	NE	18	7.33	5.01	12,840	18	0	3.39
Bundy Subdivision	1968	T6N	R20E	05	NW	7	9.40	8.20	51,615	5	2	0.84
Overlook Estates	1968	T6N	R20E	29-32	SE-NE	29	27.47	23.41	35,400	27	2	1.23
Greenridge North	1968	T6N	R20E	13	NE	29	11.00	7.44	11,050	29	0	3.94
New Berlin Heights Subdivision	1969	T6N	R20E	16	NW	24	31.43	26.85	43,350	21	3	1.00
Hillside Terrace	1969	T6N	R20E	29	NE	33	36.81	31.28	38,640	30	3	1.13
Glendale Park No. 1	1970	T6N	R20E	14	SE	133	56.89	44.05	12,750	131	2	3.42
Parkland Green West	1970	T6N	R20E	11	NW	51	30.44	24.85	17,500	51	0	2.49
Regal Manors	1970	T6N	R20E	23	NW-SW-SE	678	248.28	175.48	10,200	656	22	4.27
Regal Manors North	1970	T6N	R20E	14	NW	162	68.97	45.66	10,200	6	156	4.27
Regal Manors West	1970	T6N	R20E	22	SE	209	68.18	50.12	10,200	138	71	4.27
Cari-Adam Heights	1971	T6N	R20E	17	NW-SW-SE	87	91.72	75.37	37,650	73	14	1.16
Hidden Valley Estates	1971	T6N	R20E	19	SW-SE	34	48.66	42.58	46,170	27	7	0.94
Parkland Green East	1971	T6N	R20E	11	NW	88	46.77	33.20	16,200	88	0	2.69
Woodland Park View	1971	T6N	R20E	02	NE	10	3.24	2.68	12,276	10	0	3.55
Cleveland Hills	1972	T6N	R20E	08	SW-SE	27	33.67	28.46	47,600	25	2	0.92
Greenridge West	1972	T6N	R20E	13	SW	245	85.20	61.49	10,080	240	5	4.32
Hilly Acres Subdivision	1972	T6N	R20E	17	NW	12	20.75	17.46	54,860	11	1	0.79
Will-Ella Subdivision	1972	T6N	R20E	14	SE	6	1.50	1.50	11,050	6	0	3.94
Glen Garry East Subdivision	1973	T6N	R20E	31	NW	31	43.15	37.28	53,375	29	2	0.82
Orchard Knoll	1973	T6N	R20E	28	SE	16	15.03	12.63	34,400	15	1	1.27
Twin Willows	1973	T6N	R20E	06	NE	19	17.96	15.21	32,832	8	11	1.33
Konia Acres	1974	T6N	R20E	31	SE	7	9.99	6.98	41,976	7	0	1.04
Timberline Estates	1974	T6N	R20E	17	NE	8	12.34	10.61	54,860	6	2	0.79
Park Place	1974	T6N	R20E	18	NW	23	51.63	45.34	53,784	23	0	0.81
Hidden Valley Estates Addition No. 1	1974	T6N	R20E	19	SW	31	37.95	33.03	44,440	27	4	0.98
Glen Garry South	1977	T6N	R20E	31	SW	20	30.61	26.21	47,120	17	3	0.92
Weatherstone	1979	T6N	R20E	24	NE-NW	106	74.65	61.84	11,700	8	98	3.72
Monterey Subdivision No. 2	1979	T6N	R20E	15	NE	7	2.43	2.43	15,180	2	5	2.87
Glendale Park No. 2	1980	T6N	R20E	14	NE	40	17.46	14.30	13,500	0	40	3.23
Total						7,905	4,576.02	3,634.24	--	7,049	856	2.17

NOTE: This table does not include cemetery or industrial lots developed during this same period.

Source: SEWRPC.

Table 25

RETAIL TRADE RELATED BUSINESSES IN THE CITY OF NEW BERLIN: 1980

Business Type	Standard Industrial Classification Number (SIC)	Number of Businesses	Percent of Total
Miscellaneous	59	43	30.7
Eating and Drinking Places	58	32	22.9
Service Stations	55	21	15.0
Building Materials/Garden Supplies	52	17	12.1
Furniture/Home Furnishings	57	13	9.3
Food Stores	54	8	5.7
Automotive Dealers	55	4	2.9
General Merchandise Stores	53	2	1.4
Total		140	100.0

Source: City of New Berlin Planning Department and SEWRPC.

Table 26

SERVICE AND FINANCIAL RELATED BUSINESSES IN THE CITY OF NEW BERLIN: 1980

Business Type	Standard Industrial Classification Number (SIC)	Number of Businesses	Percent of Total
Business Services	73	36	20.6
Personal Services	72	27	15.3
Auto Repair Services	75	21	11.9
Miscellaneous Professional Services	89	20	11.4
Miscellaneous Repair Services	76	20	11.4
Insurance Agents	64	11	6.3
Legal Services	81	10	5.7
Real Estate	65	10	5.7
Amusement/Recreation Services	79	8	4.5
Savings and Loans--Credit	61	5	2.8
Banks	60	3	1.7
Insurance Carriers	63	2	1.1
Motion Pictures	78	2	1.1
Security, Commodity Brokers/Services	62	1	0.5
Total		176	100.0

Source: City of New Berlin Planning Department and SEWRPC.

Table 27 lists the types and number of manufacturing, construction, and wholesale trade industries in the City. There were a total of 355 such establishments in the City in 1980. Table 27 indicates that the predominant industry type in the City was wholesale trade--durable goods, with 85 businesses, or about 24 percent of the total industries in the City. Fifty-six, or about 16 percent, of the total number of establishments represented consisted of special trade contractors. Plants engaged in the manufacture of fabricated metal products--machine shops--numbered 40, or about 11 percent of the total industrial establishments in the City.

Table 27

MANUFACTURING, CONSTRUCTION, AND WHOLESALE TRADE RELATED INDUSTRIES IN THE CITY OF NEW BERLIN: 1980

Business Type	Standard Industrial Classification Number (SIC)	Number of Industries	Percent of Total
Wholesale Trade--Durable Goods	50	85	23.9
Special Trade Contractors	17	56	15.8
Fabricated Metal Products (machine shops)	34	40	11.3
Machinery, Except Electrical	35	37	10.4
Printing/Publishing	27	29	8.2
General Building Contractors	15	28	7.9
Electric/Electronic Equipment	36	17	4.8
Wholesale Trade--Nondurable Goods	51	10	2.8
Stone, Clay, Glass Products	32	8	2.2
Lumber and Wood Products	24	7	2.0
Instruments and Related Products	38	7	2.0
Rubber and Plastics	30	5	1.4
Transportation Equipment	37	4	1.1
Miscellaneous Manufacturing	39	4	1.1
Heavy Construction Contractors	16	3	0.8
Paper Products	26	3	0.8
Chemicals and Allied Products	28	3	0.8
Mining	14	2	0.6
Furniture and Fixtures	25	2	0.6
Petroleum, Asphalt, and Coal Products	29	2	0.6
Food Products	20	1	0.3
Leather and Leather Products	31	1	0.3
Primary Metal Industries	33	1	0.3
Total		355	100.0

Source: City of New Berlin Planning Department and SEWRPC.

Governmental and Institutional Land Use: In 1980, governmental and institutional land uses accounted for about 360 acres of land, or about 4 percent of the urban area of the City and about 1.5 percent of the total city area. Major governmental and institutional land uses in the City include the City Hall, five fire stations, the Public Library, the New Berlin Police Department, the U. S. Post Office, the Milwaukee Astronomical Society Observatory, New Berlin Memorial Hospital, Calhoun School, Cleveland Heights School, Elmwood School, Glen Park School, Herbert Hoover School, Hickory Grove School, Holy Apostles School, New Berlin Center School, New Berlin High School, Orchard Lane School, New Berlin Eisenhower High School, Eisenhower Middle School, and Prospect Hill School.

Table 28 lists the number of institutional establishments providing health services, educational services, and social services in the City in 1980. Also listed are those establishments which serve membership organizations and justice, public order, and safety organizations. As shown in Table 28, there were 26 health service establishments, representing 74 percent of all institutional establishments, in the City in 1980. Also, as shown in Table 28, there were six educational service establishments representing about 17 percent of all institutional establishments. The remaining institutional establishments were social service centers, membership organizations, and justice, public order, and safety organizations, and represented only about 9 percent of all institutional establishments.

Table 28

INSTITUTIONALLY RELATED ESTABLISHMENTS IN THE CITY OF NEW BERLIN: 1980

Business Type	Standard Industrial Classification Number (SIC)	Number of Establishments	Percent of Total
Health Services	80	26	74.2
Educational Services	82	6	17.1
Social Services	83	1	2.9
Membership Organizations	86	1	2.9
Justice, Public Order, Safety	92	1	2.9
Total		35	100.0

Source: City of New Berlin Planning Department and SEWRPC.

Table 29

TRANSPORTATION AND UTILITY RELATED SERVICES IN THE CITY OF NEW BERLIN: 1980

Business Type	Standard Industrial Classification Number (SIC)	Number of Establishments	Percent of Total
Trucking and Warehousing	42	23	71.9
Transportation Services	47	4	12.5
Communication	48	3	9.4
U. S. Postal Service	43	1	3.1
Electric, Gas, and Sanitary Services	49	1	3.1
Total		32	100.0

Source: City of New Berlin Planning Department and SEWRPC.

Recreational Land Use: In 1980, recreational land uses represented approximately 344 acres of land, or about 3.6 percent of the urban portion of the City and about 1.5 percent of the total city area. The various recreational land use sites are located and identified on Map 15 and in Table 21 of Chapter III, and shown on Map 23.

Transportation and Utilities: In 1980, transportation and utility land uses, which include arterial streets and highways, collector streets, minor land access streets, railways, utilities, communications, and public and private trucking and transportation services, occupied approximately 2,179 acres of land, or about 9 percent of the total city area. Within this category, streets and highways occupied 1,749 acres, or about 7.4 percent of the total area of the City; railways, communications, and utilities occupied 426 acres, or about 1.8 percent; and trucking terminals occupied only about 4 acres, or about less than 1 percent.

Table 29 lists by type and number the various transportation and utility service establishments in the City. There were a total of 32 such establishments in the City in 1980. As indicated in Table 29, trucking and warehousing represented the largest number of establishments in the City with 23 establishments, representing about 72 percent of all such businesses.

Rural Land Use: Rural land uses include surface water, wetlands, woodlands, quarrying and extractive uses, unused land, other open lands, and agricultural lands. In 1980, surface water areas represented about 126 acres in the City, or only about 0.8 percent of the rural uses in the City and about 0.5 percent of the total city area. In 1980, wetlands within the City occupied 2,161 acres, or about 15 percent of the rural area and about 9 percent of the total city area.

In 1980, woodlands occupied 1,173 acres of land, or about 8 percent of the rural land uses in the City and about 5 percent of the total city area. Quarrying and extractive uses accounted for about 449 acres of land, or about 3 percent of the rural land uses and about 2 percent of the total city area. Agricultural and other open lands accounted for about 10,031 acres, or about 72 percent of the rural land uses and about 43 percent of the entire city area. Farm dwelling sites--or farmsteads--were classified as an agricultural use. A site area of about 20,000 square feet was selected as a basis for delineating the sites. Farmsteads in the City in 1980 occupied about 75 acres, or about 0.5 percent of the rural land and only 0.3 percent of the entire city area. All other farm buildings were also included in the overall agricultural land use category.

COMMUNITY FACILITIES

City Hall

The City of New Berlin City Hall in use in 1985 was a one-story brick masonry building with an attached prefabricated annex. The City Hall was located at 16300 W. National Avenue on a site approximately 6 acres in size and was constructed in the early 1960's, with a temporary annex added in 1974. In 1984, the City Hall building housed the Mayor's office, Common Council/Municipal Court chambers, City Clerk's office, Treasurer-Comptroller's office, Engineering Department, Building Inspection Department, Planning Department, and related supplementary spaces. The building contains a total of 10,168 square feet of gross floor area and housed 27 employees in 1984. A new City Hall was completed in 1986.

Police Protection

The City of New Berlin Police Department is located in a building at 17165 W. Glendale Drive. The Police Department shared this building with the Assessor's Office and the Parks and Recreation Department. The building has a total gross floor area of 14,950 square feet, of which 6,350 square feet are occupied by the Police Department. In 1985, the Police Department employed 50 sworn personnel and 12 nonsworn support staff.

Fire Protection

The City of New Berlin is currently served by five fire stations. These stations are located on the south side of W. National Avenue west of Racine Avenue; on the northeast corner of W. National Avenue and Casper Drive; on the west side of Sunny Slope Road north of Elmwood Drive, on the southeast corner of Glendale Drive and Calhoun Road; and on the west side of Sunny Slope Road north of Kostner Lane. The Fire Department consists of a full-time chief, a full-time fire inspector, and an all volunteer force of 18 men per station. The Fire Department has the following major equipment: seven fire engine pumper

trucks, one snorkel truck, one grass fire rig, one deluge unit, five ambulances, one light-duty crash rescue squad, one heavy-duty crash rescue squad, one fire inspector vehicle, and one staff car. The fire station locations are indicated on Map 24.

The adequacy of fire protection within the City is evaluated by the Insurance Service Office (ISO) through the use of the Grading Schedule for Municipal Fire Protection. The schedule provides criteria for use by insurance grading engineers in classifying their fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance purposes. While the ISO does not presume to dictate the level of fire protection services provided by a municipality, reports of surveys made by its municipal survey office generally contain recommendations for correcting any serious deficiencies found and, over the years, have been widely accepted as guides by many municipal officials in planning improvements in their fire-fighting services. The gradings are obtained by ISO based upon their analyses of fire department equipment, alarm systems, water supply, fire prevention programs, building construction, and distance from a fire department station in order to determine a reasonable basis for fire insurance premiums on a particular property. In rating a community, total deficiency points in the several areas of evaluation are used to assign a numerical rating of from 1 to 10, 1 representing the best protection and 10 expressing an essentially unprotected community. Class 9 usually indicates a community without effective public water supply and hydrant protection, while higher categories have such facilities. According to the ISO, the areas in the City served by public water supply hydrants are generally rated Class 5 and those areas of the City which are not served by public water supply hydrants are rated Class 9.

Public Library

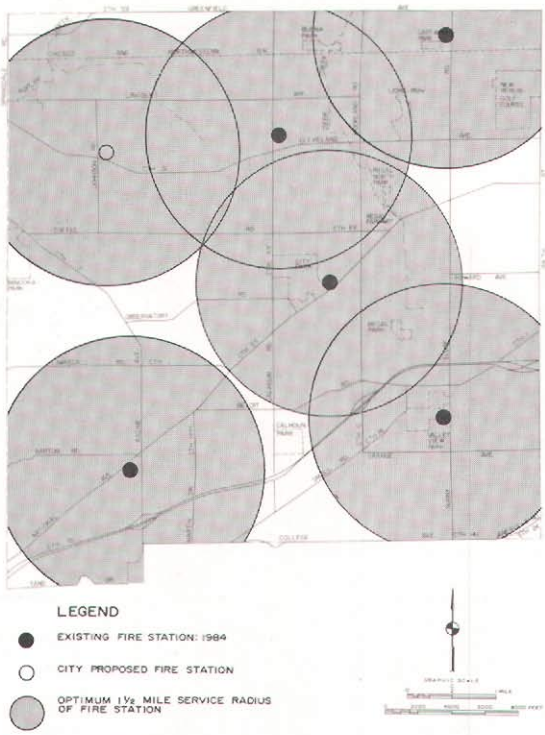
The City of New Berlin is served by a City Public Library located at 14750 W. Cleveland Avenue, in the northeast portion of the City. Its building contains about 8,702 square feet of gross floor area, and consists of the following functional areas: circulation (762 square feet); juvenile (756 square feet); reference (468 square feet); adult (3,096 square feet); technical services (600 square feet); three public meeting rooms (625, 625, and 576 square feet); staff lounge (176 square feet); adult lounge (144 square feet); young adult lounge (120 square feet); periodicals (72 square feet); general storage area (420 square feet); and an office/board room (256 square feet). In 1984, the City of New Berlin Public Library housed approximately 72,000 volumes and had an acquisition of about 2,800 volumes purchased and another approximately 2,000 donated.

Public Schools

The City of New Berlin lies within the boundaries of four school districts: the New Berlin School District, the Elmbrook School District, the West Allis-West Milwaukee School District, and the Muskego-Norway School District. The boundaries of these school districts as they pertain to the City of New Berlin are shown on Map 25. The New Berlin School District operates 10 schools: Eisenhower High School (grades 9-12), New Berlin High School (9-12), Eisenhower Middle School (7-8), Glen Park Middle School (7-8), and Calhoun (K-6), Cleveland Heights (K-6), Elmwood (K-6), New Berlin Center (K-6), Orchard Lane (K-6),

Map 24

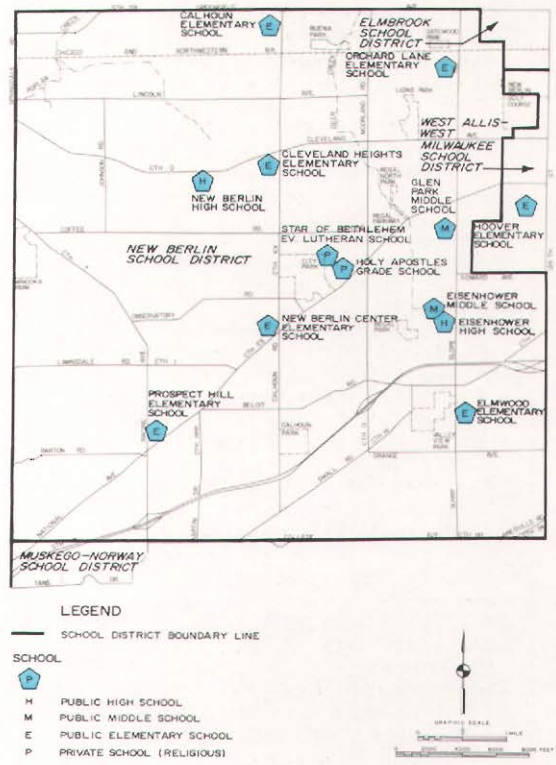
OPTIMUM TRAVEL DISTANCES FOR FIRE-FIGHTING VEHICLES FROM THE EXISTING AND PROPOSED FIRE STATIONS SERVING THE CITY OF NEW BERLIN



Source: SEWRPC.

Map 25

CITY OF NEW BERLIN SCHOOL DISTRICT BOUNDARIES AND SCHOOL LOCATIONS: 1984



Source: SEWRPC.

and Prospect Hill (K-6) Elementary Schools. The Elmbrook School District operates eight schools, none of which are located in the City. The West Allis-West Milwaukee School District operates 17 schools, of which only one--Hoover Elementary School--is located in the City of New Berlin. The Muskego-Norway School District operates six schools, none of which are located in the City of New Berlin.

Table 30 lists the 1983-84 school year enrollments for the New Berlin, Elmbrook, West Allis-West Milwaukee, and Muskego-Norway School Districts by school building. It also shows the maximum capacity for each school in these districts, as well as school locations.

PUBLIC UTILITIES

Public utility systems are one of the most important elements influencing community growth and development. Moreover, certain utility facilities are closely linked to the surface water and groundwater resources of the area, and may, therefore, affect the overall quality of the natural resource base. This is

Table 30

ENROLLMENTS FOR THE NEW BERLIN, ELMBROOK, WEST ALLIS-WEST MILWAUKEE, AND MUSKEGO-NORWAY SCHOOL DISTRICTS: 1983-1984 SCHOOL YEAR

School	Location	1983-1984 Enrollment	School Capacity
New Berlin School District			
Eisenhower High School (9-12)[a]	New Berlin	918	1,360
New Berlin High School (9-12)	New Berlin	953	1,120
Eisenhower Middle School (7-8)[a]	New Berlin	398	-- a
Glen Park Middle School (7-8)	New Berlin	376	440
Calhoun Elementary (K-6)	New Berlin	278	525
Cleveland Heights Elementary (K-6)	New Berlin	315	650
Elmwood Elementary (K-6)	New Berlin	262	550
New Berlin Center Elementary (K-6)	New Berlin	386	525
Orchard Lane Elementary (K-6)	New Berlin	381	525
Prospect Hill Elementary (K-6)	New Berlin	407	625
Subtotal		4,674	6,320
Elmbrook School District			
Brookfield Central Senior (9-12)	Brookfield	1,554	1,480-1,665[b]
Brookfield East Senior (9-12)	Brookfield	1,357	1,440-1,620[b]
Burleigh Middle School (7-9)	Brookfield	439	875
Elmbrook Middle School (7-9)	Elm Grove	649	1,060
Wisconsin Hill Middle School (Special)	Brookfield	149	675
Brookfield Elementary (K-6)	Brookfield	432	600
Brookside Elementary (K-6)	Brookfield	316	--c
Fairview South Elementary (K-6)	Brookfield	400	--d
Hillside Elementary (K-6)	Brookfield	435	600
Linfield Elementary (K-6)	Brookfield	279	--c
Swanson Elementary (K-6)	Brookfield	323	--c
Tonawanda Elementary (K-6)	Elm Grove	427	500
Subtotal		6,774	7,595
West Allis-West Milwaukee School District			
Central High School (9-12)	West Allis	1,301	1,600
Nathan Hale High School (9-12)	West Allis	1,107	1,500
West Milwaukee High School (9-12)	West Milwaukee	555	700
Frank Lloyd Wright Middle School (7-8)	West Allis	774	1,200
Horace Mann Middle School (7-8)	West Allis	336	500
Franklin Elementary (K-6)	West Allis	305	285
General Mitchell Elementary (K-6)	West Allis	419	413
Hoover Elementary (K-6)	New Berlin	379	550
Irving Elementary (K-6)	West Allis	287	330
Jefferson Elementary (K-6)	West Allis	512	525
Lincoln Elementary (K-6)	West Allis	369	385
Longfellow Elementary (K-6)	West Allis	326	275
Madison Elementary (K-6)	West Allis	185	220
Pershing Elementary (K-6)	West Milwaukee	225	250
Roosevelt Elementary (K-6)	West Allis	205	220
Walker Elementary (K-6)	West Allis	295	385
Woodrow Wilson Elementary (K-6)	West Allis	365	440
Subtotal		7,945	9,328
Muskego-Norway School District			
Muskego High School (9-12)	Muskego	1,380	1,600
Bay Lane Middle School (6-8)	Muskego	839	1,100
Lakeview Elementary (K-5)	Wind Lake	349	400
Mill Valley Elementary (K-5)	Muskego	192	300
Muskego Elementary (K-5)	Muskego	313	400
Tess Corners Elementary (K-5)	Hales Corners	458	550
Subtotal		3,531	4,350
Total		22,924	27,593

[a]Eisenhower High School and Middle School are housed in the same facility, and therefore the combined capacity is 1,360 students.

[b]The first of these two figures refers to 80 percent capacity for a seven-period day, and the second refers to 90 percent capacity for a seven-period day.

[c]Reported by the school district as closed in mid-1984.

[d]Special education facility.

Source: New Berlin, Elmbrook, West Allis/West Milwaukee, Muskego/Norway School Districts and SEWRPC.

particularly true of sanitary sewerage, water supply, and stormwater drainage facilities, which are in a sense modifications of, or extensions to, the natural lake, stream, and watercourse system of the area and of the underlying groundwater reservoir. Knowledge of the location and capacities of these utilities is, therefore, essential to intelligent land use planning for the City.

Sanitary Sewer Service

In 1982, wastewater treatment was provided for the City by a privately owned facility--the Regal Manors sewage treatment plant, the Milwaukee Metropolitan Sewerage District, and the City of Muskego. In December 1982, Ruekert and Mielke, Inc., Consulting Engineers, prepared a report entitled New Berlin--Regal Manors Interceptor Facility Plan, recommending abandonment of the Regal Manors sewage treatment plant and the conveyance of the sewage from the tributary sewage area to the Milwaukee metropolitan sewerage system. The abandonment of the Regal Manors sewage treatment plant was also recommended in the areawide water quality management plan prepared and adopted by the Regional Planning Commission. The City followed the recommendations contained in these two plans and in 1985 abandoned the Regal Manors wastewater treatment facility.

The City of Muskego treatment plant providing service to the City of New Berlin was also abandoned in 1985 and its tributary service area, including such area within the City of New Berlin, connected to the Milwaukee metropolitan sewerage system. Thus, by 1985 sewage treatment services for the City were provided entirely by the Milwaukee Metropolitan Sewerage District.

The existing 1986 city sanitary sewer service area and sanitary sewer system are shown on Map 26. The existing sanitary sewer service area totaled about 7,042 acres--about 11.0 square miles--or about 30 percent of the total city area.

Public Water System

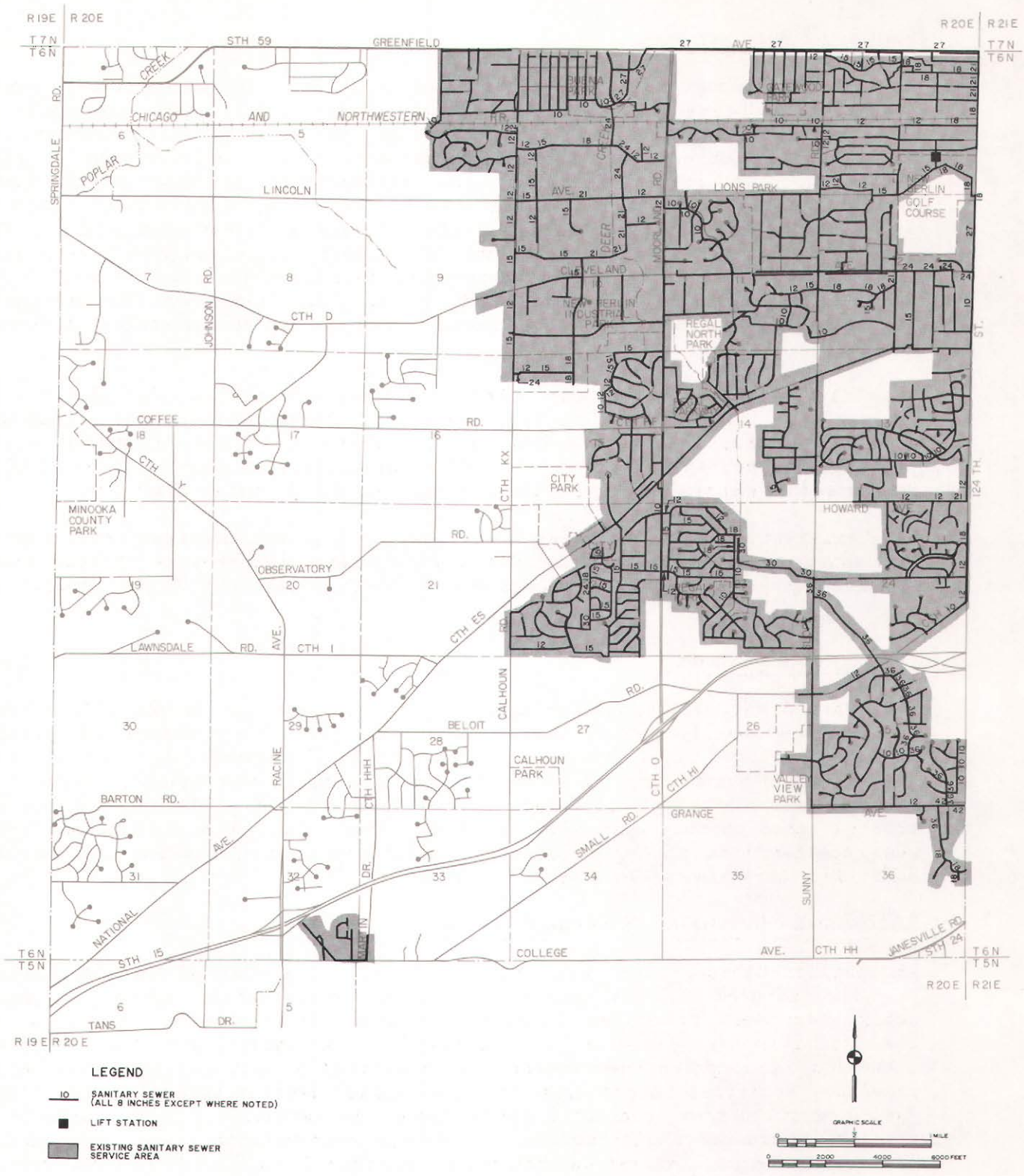
The City of New Berlin public water supply area is shown on Map 27. In 1984 the system generally served 5,455 acres--8.5 square miles--or about 23 percent of the total city area, and served a total of 3,407 customer accounts in 1983. In 1984 one water tower with a 500,000-gallon capacity was in use, located on Calhoun Road north of Cleveland Avenue. An additional 500,000-gallon water tower located on the west side of Sunny Slope Road north of Elmwood Drive was completed but not yet connected to the water supply system in 1984. In addition, there are six underground reservoirs.

Engineered Stormwater Drainage Facilities

As noted in Chapter I of this report, in 1974 a stormwater drainage master plan was prepared by J. C. Zimmerman Engineering Corporation, consulting engineers, for the City of New Berlin. The study delineated the boundaries of the drainage basins located in the City and the identified natural drainage channels. An important recommendation contained in the plan was that major drainage facilities be designed as open channel sections consisting of smooth graded earth bottoms and gentle side slopes. In certain instances, where constraints warranted, alternatives to the open earth channel were recommended. These included concrete-lined channels, concrete flumes, and concrete conduit

Map 26

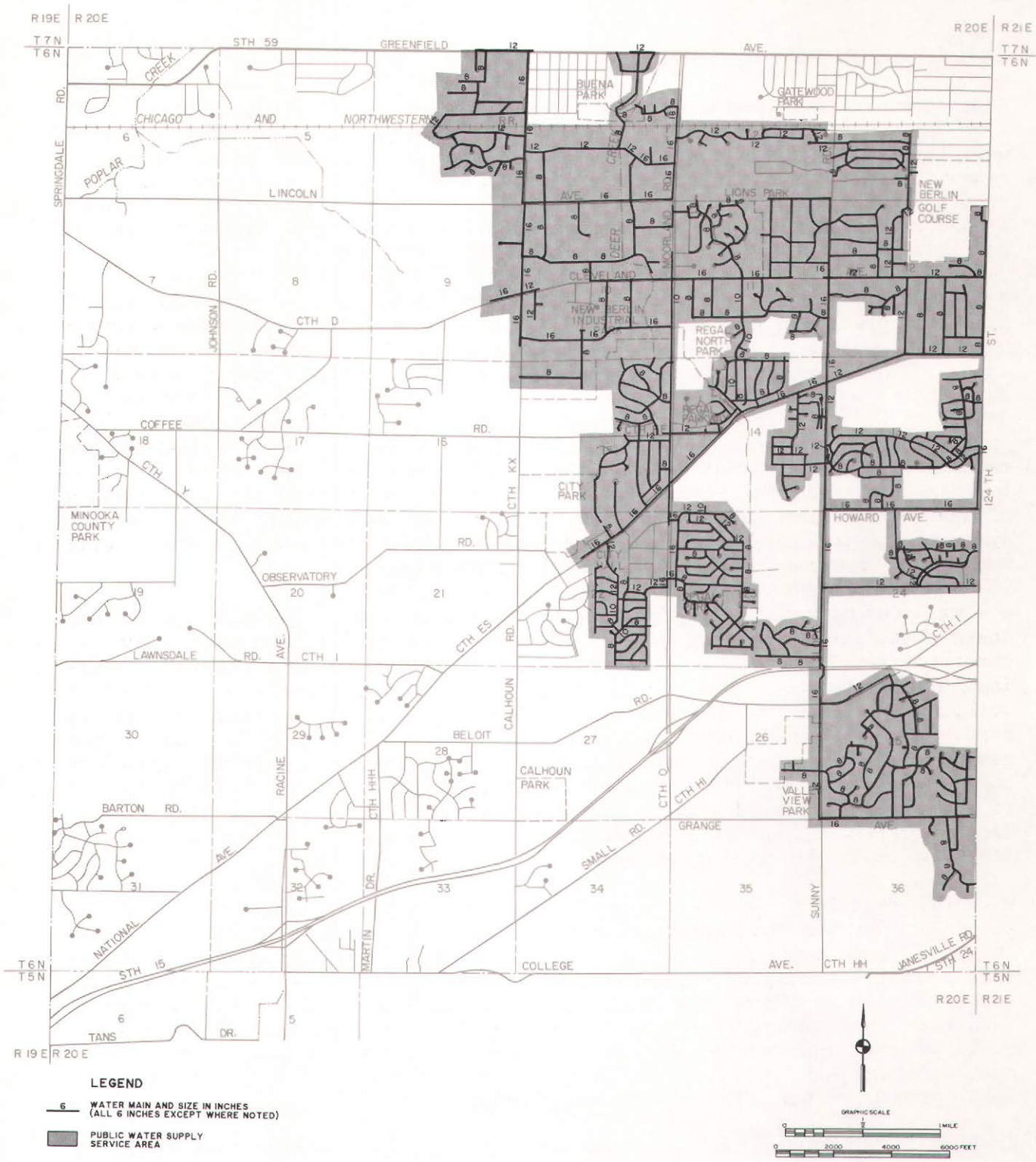
EXISTING SANITARY SEWER SYSTEM AND SERVICE AREA OF THE CITY OF NEW BERLIN: 1986



Source: City of New Berlin Engineering Department and SEWRPC.

Map 27

EXISTING PUBLIC WATER SUPPLY SYSTEM AND SERVICE AREA OF THE CITY OF NEW BERLIN: 1986



Source: City of New Berlin Engineering Department and SEWRPC.

sections. The general stormwater drainage master plan for the City of New Berlin is shown on Map 7 of Chapter I. Currently, there is no system map which indicates the location and configuration of all the existing engineered stormwater drainage facilities in the City. It is recommended that such a system map be prepared.

EXISTING ZONING

Good community development depends not only on sound, long-range plan formulation at all levels of government, but on practical plan implementation as well. Zoning is one of the major plan implementation devices available to the community. The primary function of zoning should be to implement the community's land use plan. A secondary function of zoning should be to protect desirable development. Zoning should be a major tool for the implementation of community plans and not a substitute for such plans.

A zoning ordinance is a public law which regulates and restricts the use of private property in the public interest. A zoning ordinance divides a community into a number of districts for the purpose of regulating: 1) the use of land, water, and structures; 2) the height, size, shape, and placement of structures; and 3) the density of population. Zoning seeks to confine certain land uses to those areas of the community which are peculiarly suited to these uses, thereby encouraging the most appropriate use of land throughout the community; it seeks to assure adequate light, air, and open space for each building and reduce fire hazards; and it seeks to prevent the overcrowding of land and congestion of the street system, the overloading of the utility systems, and the uneconomic development of utility systems. Zoning should also seek to protect and preserve the natural resource base.

A single set of regulations applying to the entire community could not achieve these objectives of zoning, since different areas of the community differ in character and function. In this respect, zoning differs from building, housing, and sanitation codes which, in general, apply uniformly to all land or buildings of like use wherever they may be located in a community. Zoning regulations may be different for different types of districts, but regulations within any given district must be uniform. Accordingly, a zoning ordinance consists of two parts: 1) a text setting forth regulations which apply to each of the various zoning districts, together with procedural, administrative, and legal provisions; and 2) a map delineating the boundaries of the various districts to which the regulations apply.

Wisconsin enabling legislation requires that zoning regulations be made in accordance with a "comprehensive plan." There are a number of definitions of the term "comprehensive plan" as related to zoning, and they vary from the idea that the zoning must regulate the use, height, and area of city development, to the idea that the zoning must be applied to the entire corporate limits of the community or must be based upon careful and comprehensive study prior to adoption, and to the idea that the zoning must be based upon a documented, long-range plan of land use. The fourth concept is that which is the most commonly accepted by professional planners.

Each zoning ordinance text and its accompanying zoning map must be carefully tailored to the individual community, or certain hardships may be created which result in lawsuits, or the zoning may be set aside as arbitrary, capri-

cious, or unconstitutional. The preparation of a zoning ordinance text and map, therefore, is a complex task, calling for exhaustive studies and close cooperation between the land use planning and legal professions. The zoning text and map must be prepared so as to bear a just relationship to existing conditions and yet to direct the future development of the community along better lines. If challenged in court, the municipality should be able to show that sufficient accurate data were utilized in the drafting of the ordinance to meet the legal requirement of reasonableness. The lack of such data could result in the zoning ordinance being declared invalid.

All land development and building activity in the City of New Berlin is regulated by zoning, land division, and building ordinances and codes. The present zoning ordinance of the City of New Berlin, Chapter 17 of the Municipal Code, is characterized by the provision of 20 zoning districts--seven single-family residential districts, one two-family residential district, one multifamily residential district, one condominium district, four business districts, two industrial districts, one quarrying district, one conservancy district, and, in effect, two flood hazard districts. The application of these districts is shown on Map 28. Table 31 presents a brief summary of the regulations applicable within each of these 20 districts, including principal and accessory uses, conditional uses, maximum residential density, minimum lot size, minimum yard requirements, building height, and the size of each district zoned in the City.

The existing City of New Berlin Zoning Ordinance became effective on June 5, 1962. Although the zoning ordinance has had many amendments since its effective date--as documented in the ordinance itself--it has not been comprehensively updated since 1962 to reflect either current conditions in the City of New Berlin, or changes in the state-of-the-art of zoning. The completion of a comprehensive land use plan such as that documented herein dictates that such an update be accomplished.

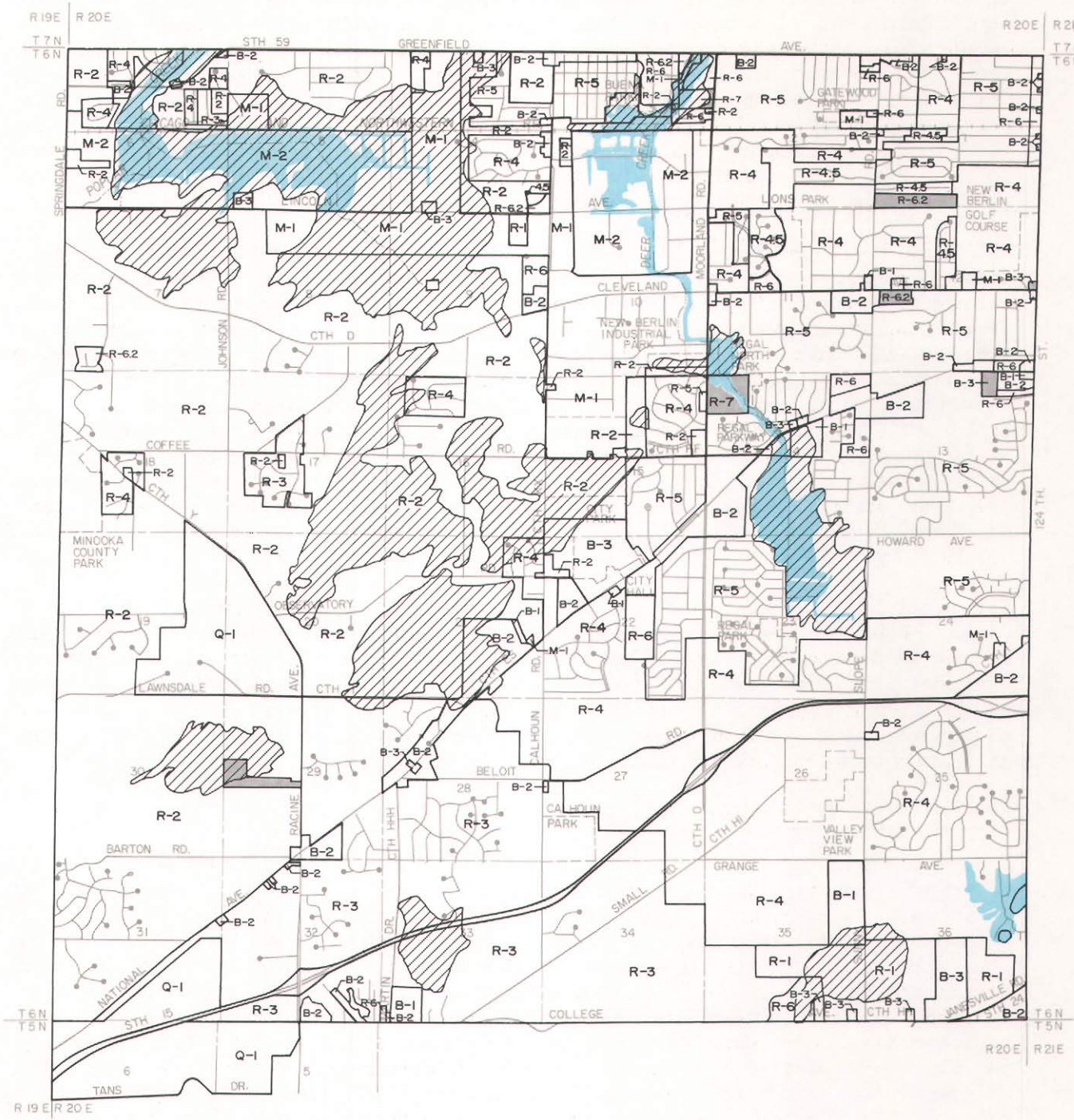
Zoning District Structure and Types

The existing City of New Berlin Zoning Ordinance follows a variation of the "pyramid" approach to use classifications in zoning districts, rather than an "exclusive use district" approach. The pyramid approach to land use classification in zoning districts is typically based upon a land use hierarchy so that zoning districts can be classified from the "highest" (the residential districts) to the "lowest" (the industrial districts), with the business districts somewhere between the two categories. Those uses in the highest class are permitted throughout the pyramid, and those at the lowest level typically permit residential and business uses along with permitted industrial uses. The "exclusive use district" concept, on the other hand, permits specific similar uses in a particular basic district but excludes these uses from other zoning districts of the ordinance. The pyramid concept is illustrated in Figure 4, as is the exclusive use district concept.

The application of the pyramid approach in the City of New Berlin Zoning Ordinance, albeit in modified form, is evident from an analysis of the permitted uses in the residential, business, and industrial districts. In the residential use category, for instance, the R-2 district permits uses of the R-1 district; the R-3 permits uses of the R-1 and R-2; the R-4 permits uses of the R-1, R-2, and R-3; the R-4 and R-4.75 permit uses of the R-1, R-2, R-3, and R-4; the R-5 permits uses of the R-1, R-2, R-3, and R-4; the R-6 permits

Map 28

OFFICIAL ZONING MAP AND EXISTING ZONING IN THE CITY OF NEW BERLIN: 1983



LEGEND

R-1	RESIDENTIAL DISTRICT	R-6	RESIDENTIAL DISTRICT	M-2	HEAVY INDUSTRY
R-2	RESIDENTIAL DISTRICT	R-6.2	RESIDENTIAL DISTRICT (DUPLEX)	Q-1	QUARRYING DISTRICT
R-3	RESIDENTIAL DISTRICT	R-7	RESIDENTIAL DISTRICT (CONDOMINIUM)		CONSERVANCY DISTRICT
R-4	RESIDENTIAL DISTRICT	B-1	RESTRICTED-COMMERCIAL		FLOODPLAIN DISTRICT
R-4.5	RESIDENTIAL DISTRICT	B-2	LOCAL COMMERCIAL		PLANNED UNIT DEVELOPMENT (AS A CONDITIONAL USE)
R-4.75	RESIDENTIAL DISTRICT	B-3	GENERAL COMMERCIAL		
R-5	RESIDENTIAL DISTRICT	M-1	LIGHT INDUSTRY		

GRAPHIC SCALE
0 1 MILE
0 2000 4000 6000 FEET

Source: City of New Berlin Planning Department.

uses of the R-1, R-2, R-3, R-4, and R-5; and the R-6.2 permit uses of the R-1, R-2, R-3, R-4, and R-5. In the business districts, the B-2 district permits uses of the B-1 district, and the B-3 permits uses of the B-1 and B-2 districts except residential uses; the B-4 Limited Business Development District, however, is an exclusive district. With respect to the industrial districts, the M-1 district permits uses of the B-3 business district, and the M-2 industrial district permits uses of the B-3 and M-1 districts. Using the pyramid approach in this fashion makes it very difficult to plan for limited and specific types of development in any area of the City--the type of planning which is necessary to the implementation of a land use plan. The pyramid approach also leads to undesirable mixed uses, and does not adequately protect lands from incompatible uses.

Overzoning and Underzoning

Overzoning may be defined as the designation of land for residential, commercial, or industrial use that is far beyond the community's short-term needs for such land uses. Overzoning is often done to attract and encourage development that will improve the community's tax base. Actually, overzoning only encourages scattered development having high municipal service costs, the development of marginal uses, and undesirable speculation on land values. Moreover, overzoning often results in petitions to redistrict for other uses which, if granted, result in undesirable mixed-use and mixed-age development. Historically, overzoning, coupled with zoning regulations which permit all "higher" uses in "lower" use districts, has created severe land use problems for local municipalities, including undesirable mixtures of residential and commercial or industrial uses. This practice does not serve to implement a sound land use plan.

Underzoning, just as overzoning, can also create development problems. Underzoning may be defined as the provision of inadequate land for necessary land uses. Inadequately sized zoning districts can inhibit the growth of a community and create monopolies for existing land uses. A City Planning Commission must, therefore, be realistic in determining the aggregate land area to be devoted to the various use districts when providing for future expansion. A common failure leading to underzoning is overlooking the fact that the entire urban area must be studied in preparing a good zoning ordinance for a community, and that the zoning ordinance and accompanying zoning map should be based upon a community master or land use plan.

Table 32 shows the existing 1980 land use in the City as compared to the City's existing zoning, and Table 33 shows forecast year 2000 land use needs as compared to existing zoning in the City. Based upon an analysis of the data contained in these two tables, the following conclusions may be drawn regarding the amount of existing and proposed land use and existing zoning in the City:

1. Single-family residential development at densities ranging from 0.5-acre to 1.4-acre lots presently occupies 3,017 acres. However, 13,227 acres are zoned for this use. This is almost 9,900 acres more than would be required by the year 2000, as indicated in Chapter VI and Table 33, and could accommodate an incremental population of from 19,000 to 53,000 persons.

2. Single-family residential development at densities less than 0.5 acre per dwelling unit presently occupies 1,265 acres. However, 3,160 acres are zoned for this use. This is almost 1,030 acres more than would be

Table 31

SUMMARY OF EXISTING ZONING DISTRICTS FOR THE CITY OF NEW BERLIN: 1983

District	Permitted Uses		Conditional Uses	Maximum Residential Density (dwelling units per net acre)	Minimum Lot Size			Minimum Yard Requirements			Maximum Building Height (feet)	Area of City in Zoning District (acres)	Percent of Total
	Principal	Accessory			Total Area (square feet)	Area per family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)			
R-1 Rural Home[a]	One-family dwellings, public parks and recreation areas, general farming on not less than 3 acres	Private garages, quarters for household or farm employees, private boathouses, stables, barns, home occupations	Airport, dumps, transportation terminals, cemeteries, churches, commercial fish hatchery, extraction of raw materials, golf courses, schools	0.33	130,680 (3 acres)	130,680 (3 acres)	200	60	30 (50 for stables, barns, or poultry houses)	50	Principal Building--35 Accessory Building--15	343.5	1.5
R-2 Residential[a]	Same as R-1 District and the keeping of usual household pets	Same as R-1 District	Same as R-1 District	1.0	43,560 (1 acre)	43,560 (1 acre)	150	60	20	50	Principal Building--35 Accessory Building--15	6,383.0	27.1
R-3 Residential[b]	Same as R-1 and R-2 Districts	Same as R-1 and R-2 Districts	Same as R-1 District	1.45	30,000	30,000	120	50	15	50	Principal Building--35 Accessory Building--15	2,842.0	12.1
R-4 Residential[c]	Same as R-1, R-2, and R-3 Districts	Same as R-1, R-2, and R-3 Districts	Same as R-1 District	2.17	20,000	20,000	100	50	15	25	Principal Building--35 Accessory Building--15	4,002.0	17.0
R-4.5 Residential[c]	Same as R-1, R-2, R-3, and R-4 Districts	Same as R-1, R-2, R-3, and R-4 Districts	Same as R-1 District	2.9	15,000	15,000	100	50	15	25	Principal Building--35 Accessory Building--15	128.5	0.5
R-4.75 Residential[c]	Same as R-1, R-2, R-3, and R-4 Districts	Same as R-1, R-2, R-3, and R-4 Districts	Same as R-1 District	3.6	12,000	12,000	85	25	12	35	Principal Building--35 Accessory Building--15	--	--
R-5 Residential[c]	Same as R-1, R-2, R-3, and R-4 Districts	Same as R-1, R-2, R-3, and R-4 Districts	Same as R-1 District	4.35	10,000	10,000	85	With open ditches--40; with gutter and storm sewer--30	With open ditches--10; with gutter and storm sewer--10	With open ditches--25; with gutter and storm sewer--35	Principal Building--35 Accessory Building--35	3,032.0	12.9
R-6 Residential[d]	Same as R-1, R-2, R-3, R-4, and R-5 Districts and multiple-family dwellings	Same as R-1, R-2, R-3, R-4, and R-5 Districts	Same as R-1 District	11.9	10,000	3,660	Single-family--85 Two or more families--100	40	10	35	Principal Building--35 Accessory Building--15	239.0	1.0
R-7 Residential	Same as R-1, R-2, R-3, R-4, and R-4.75 Districts	Same as R-1, R-2, R-3, R-4, and R-4.75 Districts	Same as R-1 District	7.92	5,500	5,500	--	25	10	25	Principal Building--35 Accessory Building--15	0.0	0.0
R-6.2 Residential	Same as R-1, R-2, R-3, R-4, and R-5 Districts and two-family dwellings	Same as R-1, R-2, R-3, R-4, and R-5 Districts	Same as R-1 District	4.84	Single-family--12,000 two family--18,000	9,000	Single-family--85 Two-family--120	30	10	15	Principal	29.0	0.1
C-1 Conservancy	Grazing, farming, harvesting of wild crops, hunting, fishing, forestry, dams, etc.	--	As per underlying use district	--	--	--	--	--	--	--	--	3,576.5[i]	15.2[i]
B-1 Restricted	Boarding or lodging houses, delicatessens, florist shops, funeral homes, interior decoration, professional offices, single-family residences connected with business use	--	Same as R-1 District	4.35	10,000	10,000	85	40	15	25	Principal Building--35 Accessory Building--15	117.5	0.5
B-2 Business	Same as B-1 District and also including art shops, appliance stores, bakeries, clinics, drug stores, hardware stores, taverns, etc.	--	Same as R-1 District	4.35	10,000	10,000	85	40	Commercial--10 Residential--15	25	Principal Building--35 Accessory Building--20	528.0	2.2

Table 31 (continued)

District	Permitted Uses		Conditional Uses	Maximum Residential Density (dwelling units per net acre)	Minimum Lot Size			Minimum Yard Requirements			Maximum Building Height (feet)	Area of City in Zoning District (acres)	Percent of Total
	Principal	Accessory			Total Area (square feet)	Area per Family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)			
B-3 General Business	Same as B-1 and B-2 Districts except that new residential shall not be permitted. Also permitted in the District are drive-in theaters, used car lots, storage yards, garages, laundries, etc.	--	Same as R-1 District	4.35 (however, no new residential uses are permitted)	10,000	10,000	85	50	Commercial--10 Residential--15	25	Principal Building--35 Accessory Building--20	244.0	1.0
B-4 Limited Business Development	Medical and dental clinics, professional and business offices	Uses and structures customarily accessory and incidental to the principal permitted uses	None permitted	--	No required minimum	--	100	25	-- [e]	25	Principal Building--30 Accessory Building--15	--	--
Q-1 Quarrying [a]	Uses permitted in the R-1 District and quarrying	Manufacturing of concrete building blocks and ready-mix concrete	Same as R-1 District	0.33	130,680 (3 acres)	130,680 (3 acres)	200	240 [f]	20 [f]	20 [f]	Principal Building--35 Accessory Building for Quarrying--60 Other Accessory Building--15	825.5	3.5
M-1 Limited Industrial	Uses permitted in the B-3 District except new residences. Also permitted are junk yards, drop forges, foundries, truck terminals, dairies, etc.	--	Same as R-1 District	No maximum stated	As necessary to comply with all district regulations	No minimum stated	100	50	10	25	45	1,143.5	4.8
M-2 General Industrial	Uses permitted in the B-3 and M-1 Districts, quarrying, cement manufacture, acid manufacture, stockyards, etc.	--	Same as R-1 District	No maximum stated	As necessary to comply with all district regulations	No minimum stated	100	50	10	25	60	1,045.0	4.4
FP-1 Floodplain District [g] Floodway Subdistrict (FW)	Open spaces	--	Nonhabitable accessory structures	--	--	--	--	--	--	--	--	--	--
FP-1 Floodplain District [g] Flood Fringe Subdistrict (FF)	Open space uses permitted in the underlying use district	--	Residential, commercial, and industrial uses when placed on fill or floodproofed	-- [h]	-- [h]	-- [h]	-- [h]	-- [h]	-- [h]	-- [h]	-- [h]	627.0 [i]	2.7 [i]
Unzoned Public Street Rights-of-Way												2,686.5	11.4
Total												23,589.0	100.0

[a] Minimum floor area (in square feet) of principal residential buildings in this district are as follows:

1. First floor living area, two or fewer bedrooms: One story--1,300, multi-story--900.
2. Total living area: one story--1,300, multi-story--1,700.
3. Add for each additional bedroom: one story--200, multi-story--0.
4. Add if basement area is under 600 square feet: one story--250, multi-story--0.

[b] Minimum floor area (in square feet) of principal residential buildings in this district are as follows:

1. First floor living area, two or fewer bedrooms: one story--1,200, multi-story--900.
2. Total living area: one story--1,200, multi-story--1,600.
3. Add for each additional bedroom: one story--200, multi-story--0.
4. Add if basement area is under 600 square feet: one story--250, multi-story--0.

[c] Minimum floor area (in square feet) of principal residential buildings in this district are as follows:

1. First floor living area, two or fewer bedrooms: one story, 1,100, multi-story--900.
2. Total living area: one story--1,100, multi-story--1,500.
3. Add for each additional bedroom: one story--150, multi-story--0.
4. Add if basement area is under 600 square feet: one story--250, multi-story--0.

[d] Minimum floor area requirements for this district are as follows:

1. Two to four dwelling units: one-bedroom apartment--800 square feet and add 200 square feet for each additional bedroom.
2. Five to 10 dwelling units: one-bedroom apartment--700 square feet, and 850 square feet for two-bedroom apartments. Only one- and two-bedroom units are permitted.
3. Eleven or more dwelling units: one-bedroom apartment--560 square feet, and 810 square feet for two-bedroom units. Only one- and two-bedroom units are permitted.

[e] None required except when adjoining any residential district, and then not less than one-half of the height of the building, but in no case less than 15 feet minimum.

[f] See district regulations for a more detailed yard requirement breakdown.

[g] There are two subdistricts to this district; the Floodway Subdistrict (FW) and Flood Fringe Subdistrict (FF).

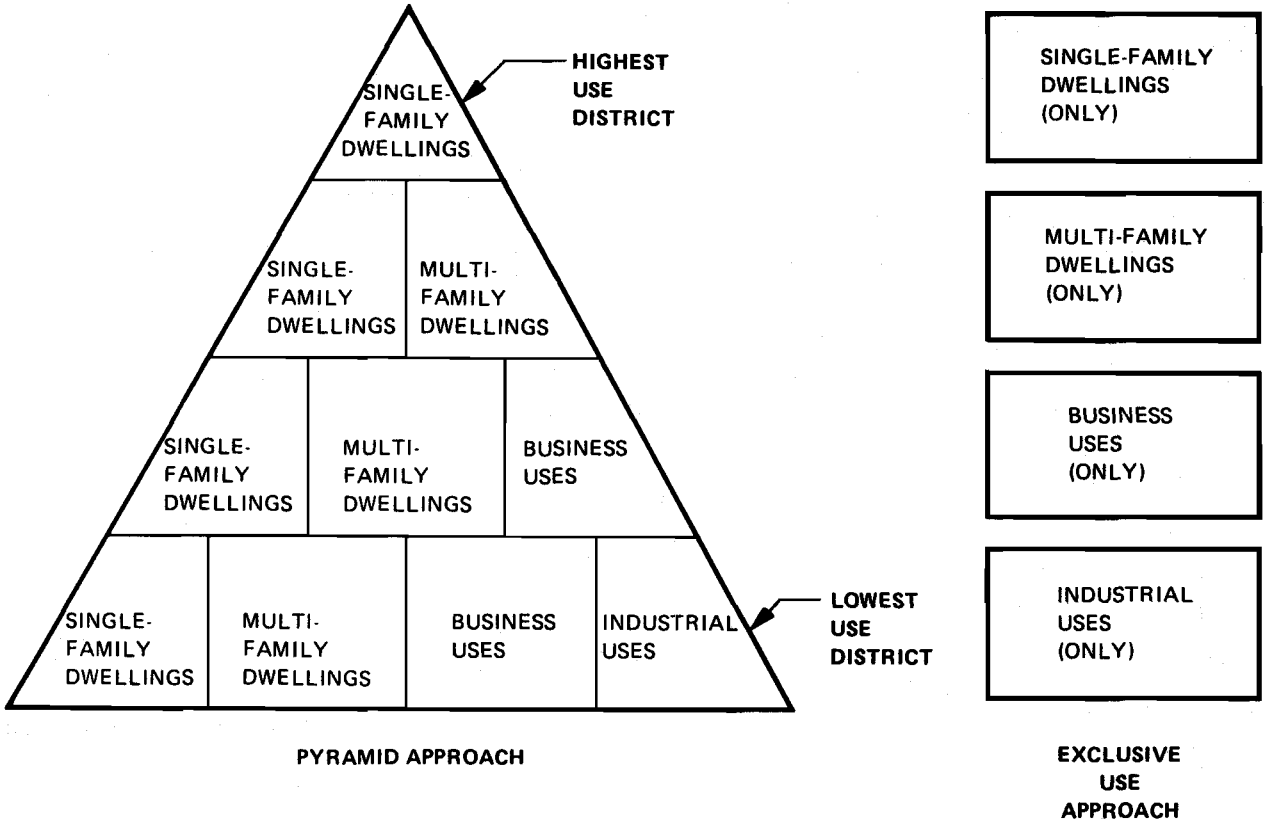
[h] As per underlying basic use requirement.

[i] Excluded from total since this district is used as an overlay district over other basic use districts.

Source: SEWRPC.

Figure 4

SIMPLIFICATION OF THE PYRAMID AND EXCLUSIVE USE DISTRICT APPROACHES TO ZONING ORDINANCE DISTRICT STRUCTURE



Source: SEWRPC.

required by the year 2000, as indicated in Chapter VI and Table 33, and could accommodate an incremental population of from 9,890 to 21,540 persons.

3. Retail sales and service land uses presently occupy 271 acres. However, about 890 acres are zoned for this use. This is almost 345 acres more than would be required by the year 2000, as indicated in Chapter VI and Table 33.

4. Industrial uses presently occupy 403 acres. However, about 2,190 acres are zoned for this use. This is almost 1,060 acres more than would be required by the year 2000, as indicated in Chapter VI and Table 33.

Communities desiring to regulate growth in an orderly manner by placing development in both time and space are faced with the problem of just how far in advance of development land should be zoned for the various uses. This is particularly true in communities in which land may be in rapid transition from rural to urban uses, as is the case in the City of New Berlin. Immediate zoning of large tracts for residential development in accordance with a long-range land use plan that has been prepared for conditions that are anticipated 20 or 30 years into the future results in overzoning with its attendant undesirable effects. Therefore, it is best for large tracts of undeveloped agricultural

Table 32

EXISTING 1980 LAND USE COMPARED TO 1980 ZONING IN THE CITY OF NEW BERLIN

Land Use Category	1980 Existing Land Use		1980 Existing Zoning	
	Total Acres	Percent of City Area	Total Acres	Percent of City Area
Residential[a]				
Single family (5-acre to 10-acre lots)	596	2.5	0[e]	0[e]
Single family (1.5-acre to 4.9-acre lots)	1,116	4.7	343.5[f]	1.5[f]
Single family (0.5-acre to 1.4-acre lots)	3,017	12.8	13,227.0	56.2
Single family (lots less than 0.5-acre)	1,265	5.4	3,160.5	13.4
Two family	6	0.0[d]	29.0	0.1
Multiple family	66	0.3	239.0	1.0
Retail Sales and Service	271	1.2	889.5	3.7
Industrial	403	1.7	2,188.5	9.2
Governmental and Institutional	360	1.5	0[g]	0[g]
Recreational[b]	344	1.5	0[g]	0[g]
Natural Areas including Water, Wetland, and Woodlands	3,460	14.7	3,576.5[h]	15.2[h]
Quarrying and Extractive[c]	449	1.9	825.5	3.5
Agricultural and Other Open Lands	10,057	42.6	0[e]	0[e]
Transportation, Communication, and Utilities	2,179	9.2	2,686.5[i]	11.4[i]
Total	23,589	100.0	23,589.0	100.0

[a] Not including platted subdivision lands under development but not developed in 1980.

[b] Includes only areas used for intensive outdoor recreational activities.

[c] Includes active and inactive quarries.

[d] Less than 0.1 percent.

[e] No such zoning district in the existing zoning ordinance.

[f] No single-family residential zoning district(s) exists with this density range except the R-1 Rural Home District which has a three-acre minimum lot size.

[g] No exclusive zoning district for this type of use exists under the present zoning ordinance.

[h] *Excluded from total since this district is used as an overlay district over other* basic use districts which are already counted in this table.

[i] These lands are not zoned under the present zoning ordinance.

Source: SEWRPC.

and other open lands to be placed in either an agricultural district or an agricultural holding district until urban development becomes imminent. Based on the analyses presented of overzoning and underzoning, it may be concluded that the current city zoning district map should be revised following completion and adoption of the land use plan.

Strip Zoning

Historically, lands fronting arterial streets and highways were zoned for multiple-family residential, commercial, or industrial use. This practice resulted in strip zoning along arterials even out into undeveloped rural areas. Strip zoning is a particularly detrimental type of overzoning. Strip zoning is herein defined as zoning for multiple-family residential, commer-

Table 33

FORECAST YEAR 2000 LAND USE NEEDS AND EXISTING 1980 ZONING IN THE CITY OF NEW BERLIN

Land Use Category	Forecast Year 2000 Land Use Needs		1980 Existing Zoning		Year 2000 Overzoning/Underzoning	
	Total Acres	Percent of City Area	Total Acres	Percent of City Area	Total Acres Over/Under Forecast Land Use	Percent Overzoning Related to Forecast Land Use
Residential						
Single family (5 acre to 10 acre lots)	1,032.3[a]	4.4	0[b]	0[b]	--[b]	--[b]
Single family (1.5 acre to 4.9 acre lots)	1,387.5[c]	5.9	343.5[d]	1.5[d]	--[b]	--[b]
Single family (0.5 acre to 1.4 acre lots)	3,337.5[e]	14.2	13,227.0	56.2	9,889.5	296.3
Single family (lots less than 0.5 acre)	2,129.6	9.0	3,160.5	13.4	1,030.9	48.4
Two family	259.4	1.1	29.0	0.1	-230.4	-794.4
Multiple family	259.0	1.1	239.0	1.0	- 20.0	- 7.7
Retail Sales and Service	544.8	2.3	889.5	3.7	344.7	63.3
Industrial	1,132.2	4.8	2,188.5	9.2	1,056.3	93.3
Governmental and Institutional	581.1	2.5	0[f]	0[f]	--[f]	--[f]
Recreational	784.0	3.3	0[f]	0[f]	--[f]	--[f]
Primary Environmental Corridors, Secondary Environmental Corridors, and Isolated Natural Areas	3,992.0	16.9	3,576.5[g]	15.2[g]	-415.5	- 10.4[b]
Agricultural and Other Rural Lands	8,149.6	34.5	0[b]	0[b]	--[b]	--
Total	23,589.0	100.0	23,589.0	100.0	--	--

[a]Existing 1980 plus the infilling of 56 vacant parcels (in 1980) representing 436.5 acres of land.

[b]No such zoning district in the existing zoning ordinance.

[c]Existing 1980 plus the infilling of 96 vacant lots (in 1980) representing 271.7 acres of land.

[d]No single-family residential zoning district(s) exists with this density range except the R-1 Rural Home District which has a three-acre minimum lot size.

[e]Existing 1980 plus the infilling of 444 vacant lots (in 1980) representing 320.0 acres of land.

[f]No exclusive zoning district for this type of use exists under the present zoning ordinance.

[g]Excluded from total since this district is used as an overlay district over other basic use districts.

Source: SEWRPC.

cial, or industrial use one tier of lots deep, fronting upon and extending along an arterial street or highway for a distance of from one-eighth to one-quarter mile. Single-family and two-family residential uses may be interspersed with the commercial and industrial uses. There are two examples of strip zoning in the city zoning ordinance, as may be seen on Map 28. They are W. National Avenue (to be discussed in greater detail in Chapter VIII) and Lincoln Avenue west of Calhoun Road.

Buffer Zoning

Buffer zoning may be defined as the placement of an intermediate use between two clearly incompatible uses, such as between single-family residences and noisy, unattractive industrial or commercial uses. It has been common practice to use an intermediate zoning district as such a buffer; for example, the placement of a multi-family residential district between a commercial or industrial zoning district and a single-family residential district. The logic of such application of zoning districts as buffer zones may be questioned,

particularly with respect to the use of multi-family residences to buffer commercial and industrial districts. If the presence of a commercial or industrial district is harmful to the health, safety, and welfare of a few families residing in single-family dwellings, its harmful effects are not minimized by replacing a few such families with many families residing in multi-family dwellings. Within residential areas, however, it is quite logical to buffer the higher density residential and multi-family residential areas from the lower density, single-family residential uses by means of medium-density, two-family residential uses.

Lot Sizes and Setback Requirements

Minimum lot sizes and setback requirements in the existing City of New Berlin Zoning Ordinance are set forth in Table 31. The City can regulate population density primarily by means of minimum lot size requirements. Figure 5 illustrates graphically the lot size and setback relationships between the seven single-family residential zoning districts currently provided in the city zoning ordinance. The total number of single-family residential districts may be excessive, with the differences between many of these districts being only a slight modification of lot size and setback requirements: For instance, the R-4 and R-4.5 districts have the same minimum lot width and minimum setback requirements and the R-4.75 and R-5 districts have the same minimum lot width and similar minimum lot size requirements (12,000 square feet and 10,000 square feet, respectively).

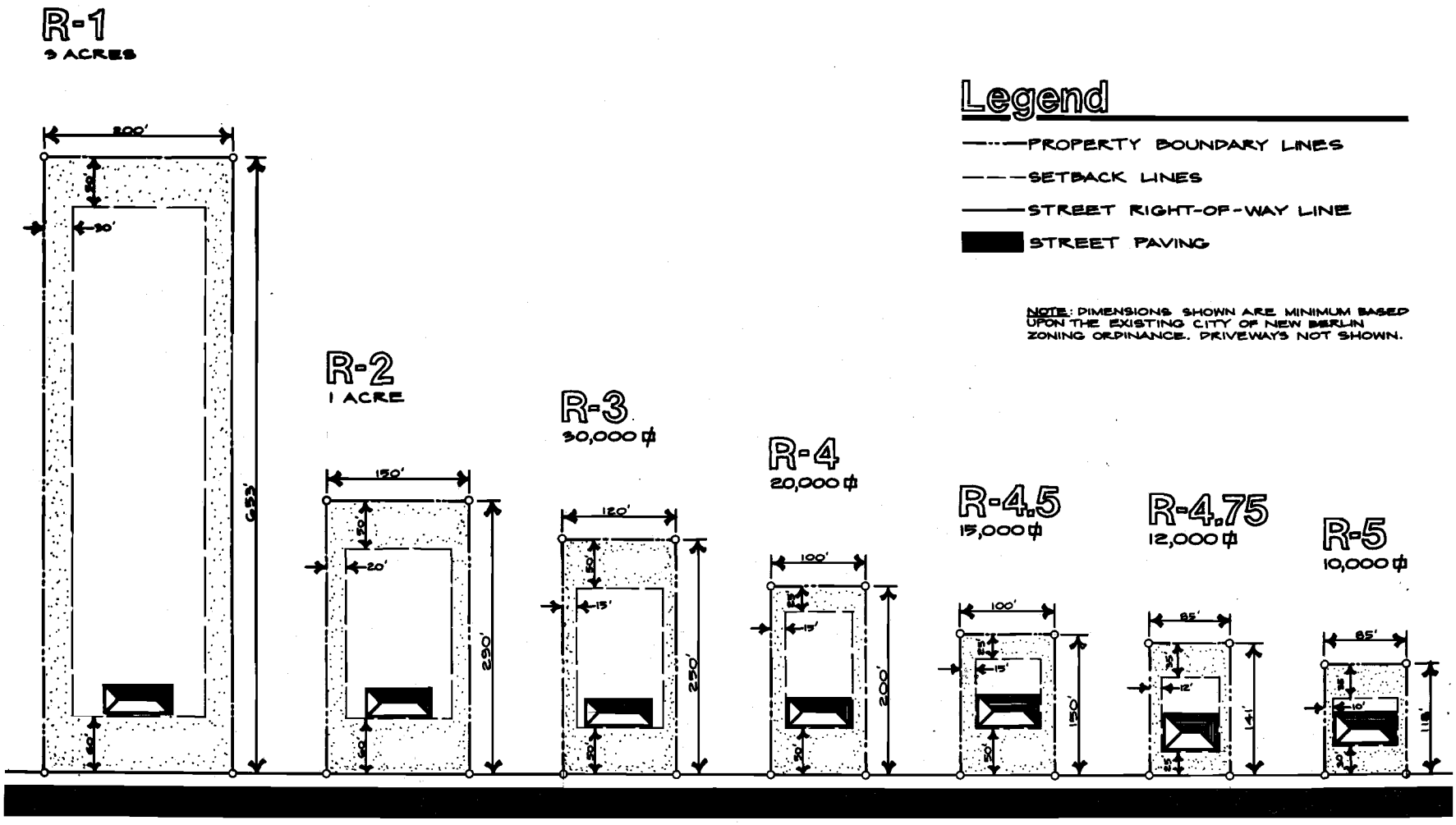
The B-1, B-2, and B-3 Business Districts all have a minimum lot size requirement of 10,000 square feet. This combined with strip zoning has resulted in the location of many small commercial establishments along arterial streets such as W. National Avenue, each with its own egress, creating serious safety problems and adversely affecting the capacity and level of service, and destroying the public investment in the arterial as an effective facility. A small minimum lot size for business districts may also present difficult and costly problems if the street which these small lots front needs to be widened. The B-4 Business District does not have any minimum lot size requirements and, therefore, may in particular severely hamper sound development where it is used. The M-1 and M-2 Industrial Districts also have no minimum lot size requirements. This is mitigated by substantial minimum yard requirements which, when applied, in effect dictate the lot size.

Dwelling Unit Sizes

Regulation of the floor area of buildings, as well as of lot sizes, is an extremely important function of zoning. The adopted regional housing plan, as documented in SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, recommends that in order to assure decent, safe, and sanitary housing, the minimum total improved area and sleeping areas set forth in Table 34 be provided. In addition, the Wisconsin Uniform Building Code as adopted by the City of New Berlin has certain minimum requirements for the dwelling unit sizes of one- and two-family dwellings, as illustrated in Table 35. Table 36 shows the minimum residential dwelling unit floor area requirements of the City of New Berlin Zoning Ordinance as compared to the recommended minimum dwelling unit floor area requirements. A comparison of Table 34 and Table 36 shows that some of the minimum floor area requirements of the City of New Berlin Zoning Ordinance may be excessive, especially as they pertain to the two or fewer bedroom, single-family dwelling unit floor area requirements of the R-1, R-2, R-3, R-4, R-4.5, R-4.75, and R-5 Residen-

Figure 5

GRAPHIC COMPARISON OF THE RANGE IN LOT SIZE FOR SINGLE-FAMILY RESIDENTIAL DWELLINGS UNDER THE EXISTING CITY OF NEW BERLIN ZONING ORDINANCE



Source: SEWRPC.

Table 34

ADOPTED REGIONAL HOUSING PLAN MINIMUM TOTAL IMPROVED FLOOR AREA[a] AND SLEEPING AREA REQUIRED FOR DECENT HOUSEHOLD LIVING ACCOMMODATIONS

Number of Persons	Minimum		Total Minimum Square Feet of Improved Floor Area
	Number of Bedrooms[b]	Square Feet of Sleeping Area	
1	0	100	250
2	1	120	420
3	2	200	550
4	2	200	700
5	3	280	830
6	3	280	980
7	4	380	1,130
8	4	380	1,230
9[c]	5	480	1,330

[a] Minimum total improved floor area includes total usable floor area, including bathrooms, hallways within the living unit, and closets, but excludes basements, garages, and attics except those portions of some which are improved and could be utilized as year-round living space.

[b] The standard of no more than two persons per bedroom is appropriate for regional analysis purposes. Ideally, however, assuming detailed data were available, each household's bedroom needs should be evaluated on an individual basis, and the number of bedrooms required for each household should be allocated in the following order:

1. One bedroom to each married couple.
2. One bedroom to single persons 21 years of age or older.
3. One bedroom to each pair of persons 10 to 20 years of age of the same sex.
4. One bedroom to an individual 10 to 20 years of age paired with an individual under 10 of the same sex. (If no pairing of this kind is possible, individuals 10 to 20 years of age should have separate bedrooms).
5. One bedroom to each remaining pair of individuals under 10 years of age. (Any remaining child under 10 should have a separate bedroom).

[c] For one additional person, add 100 square feet to the total minimum square feet of improved floor area. For each two additional persons, add one bedroom or 100 square feet of sleeping area and 200 square feet of improved floor area.

Source: SEWRPC.

tial Districts. Within the R-6 Residential District, the minimum floor area requirement of 850 square feet for a two-bedroom dwelling unit may also be excessive. Also within the R-6 Residential District, the minimum floor area requirement of 1,200 square feet for a three-bedroom apartment may be excessive since the minimum requirement for a detached single-family home in the R-4, R-4.5, R-4.75, and R-5 Residential Districts is 1,250 square feet. Table 35 also indicates that the minimum floor area requirements for the R-1 and R-2 Residential Districts are identical, and that the minimum floor area requirements for the R-4, R-4.5, R-4.75, and R-5 Residential Districts are also identical.

Site Plan Review

Good zoning practice dictates that for major developments, the developer submit a site plan to the City Plan Commission for review and approval. By its review of this plan, the community can be assured that the development proposal will not prevent adjacent property from receiving an adequate supply of

Table 35

MINIMUM SIZES OF ONE- AND TWO-FAMILY DWELLINGS BASED ON THE ADOPTED WISCONSIN UNIFORM BUILDING CODE

Minimum		Total Minimum Square Feet of Improved Floor Area[a]
Number of Bedrooms	Square Feet of Sleeping Area	
1	100	374
2	200	474
3	300	574
4	400	674
5	500	774

[a]Assuming, based upon the Wisconsin Uniform Building Code, a combined living room with dining space of 180 square feet; a kitchen of 60 square feet; and one bathroom with one water closet, one bathtub, and one lavatory occupying a minimum of 34 square feet. This figure excludes hallways, closets, basements, garages, and attics.

Source: Wisconsin Uniform Building Code and SEWRPC.

light and air or substantially increase the danger of fire or traffic congestion, or otherwise endanger the public health or safety, or substantially diminish or impair property values in the City. More specifically, through a careful site plan review of a development, the community can be assured that:

1. The proposed use conforms to the uses permitted in that zoning district.

2. The dimensional arrangement of buildings and structures conforms to the required yard setback and height restrictions of the ordinance.

3. The proposed use conforms to all use and design provisions and requirements (if any) in the zoning ordinance.

4. There is a proper relationship between the existing and proposed streets and highways within the vicinity of the project so as to assure the safety and convenience of pedestrian and vehicular traffic.

5. The proposed onsite buildings, structures, and entryways are situated and designed to minimize adverse effects on owners and occupants of adjacent and surrounding properties by providing for adequate design of ingress/egress, interior/exterior traffic flow, stormwater drainage, erosion prevention, grading, and lighting and parking, as specified by the zoning ordinance or any other laws.

6. Natural features of the landscape are retained where they can enhance the development on the site, or where they furnish a barrier or buffer between the project and adjoining properties used for dissimilar purposes, or where they assist in preserving the general safety, health, and appearance of the neighborhood.

7. Adverse effects of the proposed development and activities on adjoining residents or owners are minimized by appropriate screening, fencing, or landscaping as provided or required in the zoning ordinance.

8. Buildings and structures are readily accessible to emergency vehicles and the handicapped.

9. The site plan, as approved, is consistent with the intent and purpose of the zoning ordinance, which is to promote the public health, safety, and general welfare, to encourage the use of lands in accordance with their character and adaptability, to avoid the overcrowding of population, to lessen congestion on the public roads and streets, to reduce hazards of life and property, and to facilitate existing land use and development plans.

10. The site plan as approved is consistent with the objectives, principles, standards, and urban design criteria set forth in the city-adopted land use and urban design plan.

At this time, the City of New Berlin does have a site plan review requirement in its zoning ordinance through the occupancy and use permit application process described in Section 17.06, City of New Berlin Zoning Code.

Preservation of Open Space

Zoning is usually used to regulate the kinds of buildings which can be erected in different zoning districts and the uses to which they may be put. However, it is also possible to regulate open lands without buildings. At present, the City of New Berlin Zoning Ordinance has three zoning districts which, to some degree, regulate the preservation of open space. They are the conservancy district and the two floodplain districts. However, these three districts are regarded as overlay zoning districts--i.e., zoning districts which superimpose certain additional requirements upon a basic zoning district without negating the requirements of the basic zoning district. As such, such districts are quite limited in their application. Unfortunately, the existing city zoning ordinance does not provide for a large-lot agricultural district, a conservancy district of the basic use district type rather than of the overlay district type, or a park district. All three could help the City in needed open space preservation, natural resource protection, and environmental enhancement.

The Zoning Map

An accurate base map of the community is essential to the preparation of a good zoning district map. This base map should show the following information: the U. S. Public Land Survey township, range, section and quarter-section lines and identifying numbers; all lakeshore, stream, watercourse, and marsh lines; municipal corporate limit lines; all existing public streets and highways and all railroad rights-of-way; and selected public and semipublic ownerships, such as school sites, airports, and parks. It is also highly desirable that the base maps show all real property boundary lines in their correct location and orientation, including all platted blocks and lots.

The scale of the map should be determined by consideration of map legibility, development density, and size of the community being zoned. Zoning map scales commonly will range from not larger than 1 inch equals 100 feet to not smaller than 1 inch equals 1,000 feet. Existing base maps, such as quarter-section plat maps, tax assessment maps, an official map, or cadastral maps, may be adaptable for use as zoning maps. Map 29 is an example of a zoning map prepared at a scale of 1 inch equals 100 feet on a cadastral base map showing real property lines. Ratioed and rectified enlargements of aerial photographic

Table 36

MINIMUM RESIDENTIAL DWELLING UNIT FLOOR AREA REQUIREMENTS OF THE CITY OF NEW BERLIN ZONING ORDINANCE AS COMPARED TO THE ADOPTED REGIONAL HOUSING PLAN-RECOMMENDED MINIMUM DWELLING UNIT FLOOR AREA REQUIREMENTS

Total Number of Bedrooms in Dwelling Unit	Recommended Range of Total Minimum Improved Floor Area (square feet)[a]	Minimum Floor Area Requirements of Residential Zoning Districts									
		R-1 Single-Family (square feet)[a]	R-2 Single-Family (square feet)	R-3 Single-Family (square feet)	R-4 Single-Family (square feet)	R-4.5 Single-Family (square feet)	R-4.75 Single-Family (square feet)	R-5 Single-Family (square feet)	R-6.2 Single-Family and Two-Family (square feet)[b]	R-6 Single-Family and Multi-Family (square feet)[c]	R-7 Condominium (square feet)
0	250	1,300	1,300	1,200	1,100	1,100	1,100	1,100	1,000	Not permitted	Not permitted
1	420	1,300	1,300	1,200	1,100	1,100	1,100	1,100	1,000	560	950
2	550- 700	1,300	1,300	1,200	1,100	1,100	1,100	1,100	1,000	810	1,100
3	830- 980	1,500	1,500	1,400	1,250	1,250	1,250	1,250	1,200	1,200	1,250
4	1,130-1,230	1,700	1,700	1,600	1,400	1,400	1,400	1,400	1,400	1,400	1,400
5	1,330	1,900	1,900	1,800	1,550	1,550	1,550	1,550	1,600	1,600	1,550

[a]Floor area includes total usable floor area, including bathrooms, hallways within the living unit, and closets, but excludes basements, garages, and attics except those portions of some which are improved and could be utilized as year-round living space.

[b]Minimums shown are for two-family dwelling units only. Single-family detached dwellings have a higher minimum-square-foot requirement.

[c]Minimums shown are for multiple-family dwelling units only. Single-family detached dwellings have higher minimum-square-foot requirements.

Source: SEWRPC.

negatives at a scale of 1 inch equals 400 feet may also be used in the preparation of zoning district maps, although this type of zoning district map is better utilized in rural areas with large expanses of individual zoning districts. Map 30 is an example of a zoning map prepared at a scale of 1 inch equals 400 feet on an aerial photograph enlargement.

The existing Official Zoning Map of the City of New Berlin (see Map 28) was prepared in 1962 and drawn to a scale of 1 inch equals 1,000 feet. The Official Zoning Map shows U. S. Public Land Survey section lines, existing street rights-of-way, a street address grid, and the boundaries of the various zoning districts in the City. Property boundary lines are not shown on the Official Zoning Map and, as a consequence, the precise location of the zoning district boundaries may sometimes be questionable. The City Planning staff, as a supplement to the Official Zoning Map, has prepared an atlas using real estate plat maps which show each zoning district in relation to real property boundary lines; however, these maps are not official or reproducible and serve only as a Planning Department in-house tool. The boundaries of zoning districts on the Official Zoning Map should be shown in a fashion which can be readily reproduced on the ground, and to the extent producible, easily discernible in the field. In this respect, good zoning district boundaries are formed by the centerlines of street and highway rights-of-way; U. S. Public Land Survey township, section, and quarter-section lines; real property boundary lines, including platted lot lines; and centerlines of railway rights-of-way. When such features are not suitable to the placement of district boundaries, it may become necessary to place dimensions on the zoning district map defining the location of the district boundaries in relation to lines which are readily reproducible on the ground.

The Official Zoning Map was prepared when the City of New Berlin was still predominantly rural in character, and was prepared at a scale and in a manner which lent itself quite well to rural zoning patterns. However, the rapid urbanization which has occurred in the City over the past 20 years has resulted in the need for a new and more detailed zoning map in a format which is easy to amend and to reproduce for public distribution.

The Need for a Comprehensive Revision of the Existing Zoning Ordinance and Map

Based on the analysis of the existing City of New Berlin Zoning Ordinance, it is evident that some substantial changes and amendments to both the text and map of the zoning ordinance will be necessary following city adoption of the land use plan. The revised ordinance should recognize both the existing and short-term future land use needs of the City and utilize up-to-date zoning techniques. Chapter IX of this land use plan provides some guidelines and recommendations for the development of such a new zoning ordinance and map which will serve to implement the land use plan.

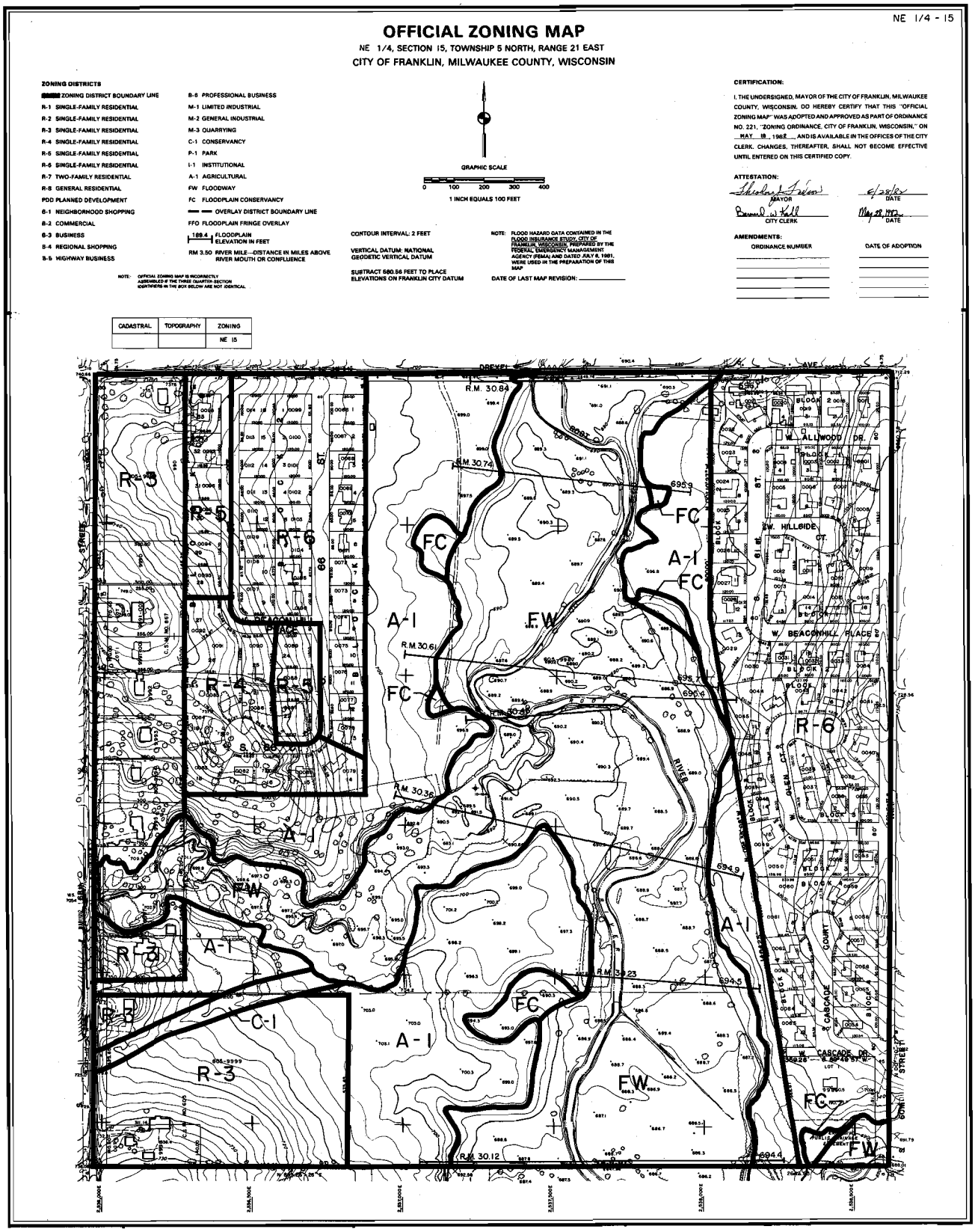
THE LAND SUBDIVISION ORDINANCE

A land subdivision ordinance is a public law regulating the dividing of land. Such regulation is necessary to ensure that:

1. The subdivision of land will fit properly into the existing and proposed land use pattern and overall plan for the physical development of the community;

Map 29

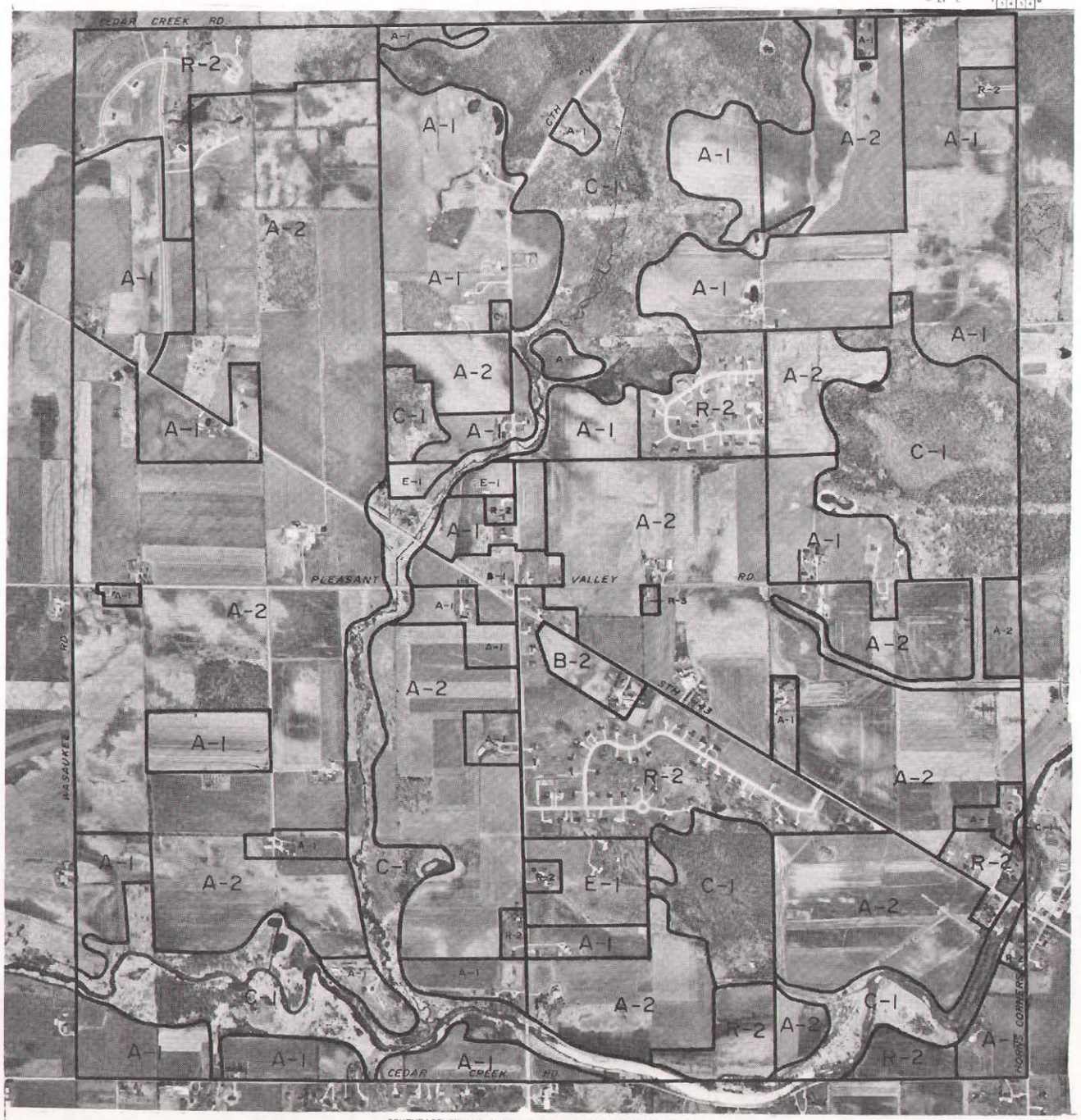
EXAMPLE OF A ZONING MAP PREPARED AT A SCALE OF 1" = 100' ON A CADASTRAL BASE MAP



Source: SEWRPC.

Map 30

EXAMPLE OF A ZONING MAP PREPARED AT A SCALE OF 1" = 400' ON RATIOED AND RECTIFIED AERIAL PHOTOGRAPHS



SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

PHOTOGRAPHY BY CHICAGO AERIAL SURVEY SCHAUMBURG, ILLINOIS

ZONING DISTRICT MAP NO. 1

TOWN OF CEDARBURG WISCONSIN

ENCOMPASSING U.S. PUBLIC LAND SURVEY SECTIONS 5, 6, 7 & 8 T. 10 N., R. 21 E.

LEGEND

DISTRICT CODE	NAME OF DISTRICT*	MINIMUM LOT SIZE
R-1	SINGLE-FAMILY RESIDENTIAL	80,000 SQ FT
R-2	SINGLE-FAMILY RESIDENTIAL	40,000 SQ FT
R-3	SINGLE-FAMILY RESIDENTIAL	40,000 SQ FT
B-1	NEIGHBORHOOD BUSINESS	1.0 ACRE
B-2	PLANNED BUSINESS	2.0 ACRES
B-3	BUSINESS	1.0 ACRE
M-1	INDUSTRIAL	1.0 ACRE
M-2	PLANNED INDUSTRIAL	100 ACRES
M-3	QUARRYING	SUFFICIENT FOR USES
A-1	AGRICULTURAL	35 ACRES
A-2	PRIME AGRICULTURAL	350 ACRES
C-1	CONSERVANCY	NONE
P-1	PUBLIC AND PRIVATE PARK	NONE
E-1	ESTATE	4.0 ACRES

*SEE ZONING ORDINANCE TEXT

MOST RECENT MAP AMENDMENT

AMENDING ORDINANCE NUMBER	REVISION DATE	SECTION NUMBER	AMENDING ORDINANCE NUMBER	REVISION DATE	SECTION NUMBER

CERTIFICATION

I, THE UNDERSIGNED, TOWN CHAIRMAN OF THE TOWN OF CEDARBURG, OZAUKEE COUNTY, WISCONSIN, DO HEREBY CERTIFY THAT THE "ZONING MAP, TOWN OF CEDARBURG, OZAUKEE COUNTY, WISCONSIN," WAS ADOPTED AND APPROVED AS PART OF THE "ZONING ORDINANCE — TOWN OF CEDARBURG, WISCONSIN," ON _____. CHANGES, THEREAFTER, SHALL NOT BECOME EFFECTIVE UNTIL ENTERED AND ATTESTED ON THIS CERTIFIED COPY.

ATTESTATION:

_____ _____
TOWN CHAIRMAN DATE

_____ _____
TOWN CLERK DATE

MAP NO. INDEX

Source: SEWRPC.

2. Adequate provision is made for necessary community and neighborhood facilities--parks, schools, churches, shopping centers--so that a harmonious and desirable environment will result;

3. Adequate standards are met in the design of the land divisions and the improvement of the land being subdivided, with particular attention to such requirements as utilities, stormwater drainage, street improvements, and lot improvements;

4. A sound basis is provided for clear and accurate property boundary line records; and

5. The health, safety, and general welfare of all citizens in the community, as well as the future occupants of the land to be subdivided, are protected.

Land division control regulations are a means of implementing a community's comprehensive plan. As such, land division regulations should coordinate development with the community's comprehensive plan. Such regulations are, therefore, properly prepared within the context of such a plan. Since land division is far more than a means of marketing land--being the first step in the process of building a community--substantial benefits are to be derived from sound subdivision regulations. Much of the form and character of a community are determined by the quality of its land divisions and the standards which are built into them. Once land has been divided into blocks and lots, streets established, and utilities installed, the development pattern is permanently established and unlikely to be changed. For generations, the entire community, as well as the individuals who occupy these subdivisions, will be influenced by the quality and character of the design of the subdivisions.

The present land subdivision ordinance used by the City of New Berlin, Chapter 18 of the Municipal Code, became effective on July 6, 1962. The existing land subdivision ordinance has been amended several times since its effective date. By reference and associated text, Chapter 18 of the Municipal Code conforms to the procedures outlined in Chapter 236 of the Wisconsin Statutes for platting lands within the City. The land division ordinance regulates the subdivision of land into lots larger than 1.5 acres and the subdivision of a parcel of land into less than five new parcels by the use of certified survey maps. Design standards for land divisions are also set forth in the ordinance.

The land division ordinance has relatively few deficiencies. These deficiencies can be readily resolved through the amendment of those areas of concern in the ordinance. Since the adoption of the city land division ordinance, Chapter 236 of the Wisconsin Statutes has been altered to revise the former 40-day preliminary plat review period for a municipality to 90 days, and to revise the 20-day preliminary plat review period of an objecting authority to 30 days.

THE OFFICIAL MAP

The Official Map is one of the oldest plan implementation devices at the disposal of local communities. It is also one of the most effective and efficient devices which can be brought to bear on the problem of preserving land for future public use. Section 62.23(6) of the Wisconsin Statutes provides that the governing body of a local municipality may establish an Official Map for

the precise designation of right-of-way lines and site boundaries of streets, highways, parkways, parks, and playgrounds. Such a map has the force of law, and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, and parkways, and to the location and extent of existing and proposed parks and playgrounds. The Statutes further provide that the Official Map may be extended to include areas beyond the corporate limit lines but within the extraterritorial plat approval jurisdiction of the municipality.

The Official Map is thus intended to constitute a means of implementing the community's master plan of streets, highways, parkways, parks, and playgrounds. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Official Map permits the community to protect the beds of future streets, as well as the beds of partially or wholly developed streets which are to be widened, by essentially prohibiting construction of new buildings in such beds. Possible monetary savings which can accrue to the community from such protection are large. The fact that an Official Map assures the integrity of the community's long-range plan of streets is even more important. The Official Map has similar functions with respect to implementing the community's plan for parks and parkways. An incidental but important benefit of an Official Map is that it adequately locates and records existing street lines that constitute the boundaries of the public property, and thereby tends to stabilize the location of real property boundary lines, both private and public.

Section 17.285 of Chapter 17 of the City of New Berlin Municipal Code, titled "Zoning Code," represents the text of the City's Official Map Ordinance. The Official Map itself is comprised of a series of individual one-quarter-section maps drawn at a scale of 1 inch equals 100 feet for all areas of the City. While the City's Official Map does show all existing property and street right-of-way lines, the Map does not show proposed streets, highways, parkways, parks, or playgrounds. As a consequence, following adoption of the city land use plan, it may be necessary to amend the Official Map in order to facilitate the proper implementation of the adopted land use plan.

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Chapter V

LAND USE OBJECTIVES, PRINCIPLES, AND STANDARDS, AND RELATED URBAN DESIGN CRITERIA

INTRODUCTION

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task which must be undertaken before plans can be prepared. Accordingly, a set of land use development objectives was formulated for the New Berlin area based on the problems and issues identified in Chapter II of this report, and based on those objectives contained in regional plans which were considered applicable to, and supportable by, the City. This chapter sets forth the resulting set of land use development objectives and supporting principles and standards. These relate to the allocation and distribution of the various land uses and the provision of community facility and supporting services to meet the needs of the existing and probable future resident population of the New Berlin area over the next two decades.

BASIC CONCEPTS AND DEFINITIONS

The terms "objective," "principle," "standard," "design criteria," "plan," "policy," and "program" are subject to a range of interpretations. Therefore, they are defined below.

1. Objective: a goal or end toward the attainment of which plans and policies are directed.

2. Principle: a fundamental, generally accepted tenet used to support objectives and prepare standards and plans.

3. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.

4. Design criteria: a body of information which can be applied to the development of a solution or solutions to a specific design problem or set of problems.

5. Plan: a design which seeks to achieve agreed-upon objectives.

6. Policy: a rule or course of action used to ensure plan implementation.

7. Program: a coordinated series of policies and actions to carry out a plan.

Although this chapter deals with only the first four of these terms, an understanding of their interrelationship and the concepts they represent is essential to understanding the land use development objectives, principles, and standards, and related urban design criteria. The land use development

objectives, principles, and standards, as developed and approved by the City Plan Commission, deal primarily with the spatial allocation and distribution of land uses in the community, land use compatibility, natural resource base protection, and accessibility. Each objective, together with its supporting principles and standards, follows:

OBJECTIVES, PRINCIPLES, AND STANDARDS

OBJECTIVE NO. 1

A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the New Berlin area.

PRINCIPLE

The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.

STANDARD

The amount of land area set aside for accommodating forecast growth in the City of New Berlin should be determined by application of the standards set forth in Table 37.

OBJECTIVE NO. 2

A spatial distribution of the various land uses which will result in a compatible arrangement of land uses.

PRINCIPLE

The proper allocation of uses to land can avoid or minimize hazards and dangers to health, safety, and welfare and maximize amenity and convenience in terms of accessibility to supporting land uses.

STANDARDS

1. Urban residential uses should be located in planned neighborhood units which are served with centralized public sanitary sewerage and water supply facilities and contain, within a reasonable walking distance, necessary supporting local service uses, such as neighborhood parks, neighborhood commercial areas, and elementary school facilities. Reasonable access should be provided through the appropriate component of the transportation system to employment; to community and regional commercial, cultural, and governmental centers; and to secondary and higher educational facilities. Housing types should be provided pursuant to Objective 11 and at densities consistent with those shown in Table 37.

2. Rural and suburban residential uses should have reasonable access through the appropriate component of the transportation system to local service uses; employment; community and regional commercial, cultural, and governmental centers; and secondary and higher educational facilities.

Table 37

LAND USE STANDARDS FOR THE CITY OF NEW BERLIN

Land Use Category	Development Standard (gross area)[a]
Residential (single-family dwellings)[b]	
Rural Estate (5-acre lots or greater)	1,594 acres/1,000 persons
Suburban (1.5-acre to 5-acre lots)	553 acres/1,000 persons
Low-Density Urban (20,000- to 62,000-square-foot lots)	154 acres/1,000 persons
Medium-Density Urban (10,000- to 20,000-square-foot lots)	87 acres/1,000 persons
Residential (Multifamily)[b]	
High Medium-Density Urban (4.4 to 6.9 dwelling units per net residential acre)	46 acres/1,000 persons
High-Density Urban (7.0 to 12.0 dwelling units per net residential acre)	23 acres/1,000 persons
Commercial	6.0 acres/100 commercial employees
Industrial	12.0 acres/100 industrial employees
Governmental/Institutional	
Public Elementary	0.3 acre/100 students
Public Middle School	0.3 acre/100 students
Public High School	0.3 acre/100 students
Church	2.5 acres/1,000 persons
Other	4.5 acres/1,000 persons
Public Outdoor Recreation[c]	
Regional and Multi-Community	As recommended in the local and regional park and open space plans
Community	
In Park Sites	2.2 acres/1,000 persons
In Middle School or High School Sites	0.9 acre/1,000 persons
Neighborhood	
In Park Sites	1.7 acres/1,000 persons
In Elementary School Sites	1.6 acres/1,000 persons

[a]Gross areas include associated street rights-of-way and off-street parking for each land use category. These standards have been based upon the land use studies of the Southeastern Wisconsin Region and are reasonably responsive to expected future as well as present conditions.

[b]Based upon the year 2000 forecast of 3.69 persons per occupied household in the City of New Berlin, as well as existing local and adopted regional land use plan standards.

[c]See Table 39 for more detailed standards.

Source: SEWRPC.

3. Industrial uses should be located so as to have direct access to arterial street and highway facilities and reasonable access through an appropriate component of the transportation system to residential areas, and should not be intermixed with commercial, residential, governmental, recreational, educational, or institutional uses.

4. Neighborhood and community commercial uses should be located in centers of concentrated activity on only one side of an arterial street and should be afforded direct access to the arterial street system. However, this is not to say that properly designed and separated frontage roads cannot also be desirable.

OBJECTIVE NO. 3

The location of facilities offering goods and services so as to afford maximum convenience to the resident population of the study area.

PRINCIPLE

The location and extent of commercial, educational, transportation, and recreational facilities and of employment opportunities are important determinants of the quality of life in the City of New Berlin area and should be preserved and expanded as required to meet the needs of the resident population.

STANDARD

Sites for neighborhood and community service facilities should be provided in accordance with the standards set forth in Table 38.

OBJECTIVE NO. 4

A spatial distribution of the various land uses which will result in the protection and wise use of the natural resources of the area, including soils, lakes and streams, wetlands, woodlands, and wildlife.

PRINCIPLE

The proper allocation of land uses can assist in maintaining an ecological balance between the activities of man and the natural environment which supports him.

A. Soils

Principle

The proper relation of urban and rural land use development to soil type and distribution can serve to avoid costly environmental and developmental problems, aid in the establishment of better settlement patterns, and promote the wise use of an irreplaceable resource.

Standards

1. Sewered urban development should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development except in areas less than five acres in size, with no exceptions for delineated protected wetland areas.

2. Unsewered suburban and rural residential development should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development.

B. Lakes and Streams

Principle

Inland lakes and streams contribute to the atmospheric water supply through evapotranspiration; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime

Table 38

COMMUNITY FACILITY SITE AREA AND SERVICE RADIUS STANDARDS FOR THE CITY OF NEW BERLIN

Type	Number of Persons Served	Required Site Area (gross acres)	Maximum One-Way Travel Time (minutes)	
			Automobile at 25 mph	Transit Facility Total Elapsed Time
Commercial Facilities				
Neighborhood Retail and Service Center	4,000-8,000	6.5 minimum	3	--
Community Retail and Service Center	10,000-25,000	15-40	15	20
Community Industrial Facility	300-5,000 employees	20-640	15	20
Local Transit Facilities	--	--	--	--
Educational Facilities				
Public Elementary School (grades K-6)	550 students	11	--	--
Public Middle School (grades 7-8)	900 students	19	15	20
Public Senior High School (grades 9-12)	2,300 students	48	20	30
Outdoor Recreational Facilities				
Subneighborhood	--	--	--	--
Neighborhood	6,500	10	--	--
Community	--	25-99	20	--

Source: SEWRPC.

recreational areas; provide a desirable aesthetic setting for certain types of land use development; serve to store and convey floodwaters; and provide certain water withdrawal requirements.

Standards

1. Floodlands should not be allocated to any urban development which would cause or be subject to flood damage.

2. The floodwater storage capacity of natural floodlands should not be reduced by urban or rural development.

3. The flow capacity of perennial stream channels and associated floodlands should be maintained.

C. Wetlands

Principle

Wetlands support a wide variety of desirable and sometimes unique plant and animal life; assist in the stabilization of lake levels and streamflows; trap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and growth of noxious weed and algae; contribute to the atmospheric water supply; reduce stormwater runoff by providing areas for floodwater impoundment and storage; trap soil particles suspended in runoff and thus reduce stream sedimentation; and provide the population with opportunities for certain scientific, educational, and recreational pursuits.

Standard

Wetland areas adjacent to streams or lakes, wetlands within areas having special wildlife and other natural values, and wetlands having an area in excess of 50 acres should not be allocated to any urban development except limited recreation and should not be drained or filled. Under State law, all wetlands five acres or more in size in floodland and shoreland areas must be preserved pursuant to Chapter NR 117 of the Wisconsin Administrative Code.

D. Woodlands

Principle

Woodlands assist in maintaining the unique natural relationships between plants and animals; reduce stormwater runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aid in reducing soil erosion and stream sedimentation; provide the resource base for the forest product industries; provide the population with opportunities for certain scientific, educational, and recreational pursuits; and provide a desirable aesthetic setting for certain types of land use development.

Standards

1. High- and medium-value woodland areas having a minimum area of five acres should not be allocated to urban development except for limited recreation purposes.

2. A minimum community aggregate of five acres of woodland per thousand population should be maintained for recreational pursuits.

E. Wildlife

Principle

Wildlife, when provided with a suitable habitat, will supply the population with opportunities for certain scientific, educational, and recreational pursuits; comprises an integral component of the life systems which are vital to beneficial natural processes, including the control of harmful insects and other noxious pests and the promotion of plant pollination; provides food sources; offers an economic resource for the recreation industries; and serves as an indication of environmental health.

Standard

The most suitable habitat for wildlife--that is, the area where fish and game can best be fed, sheltered, and reproduced--is a natural habitat. Since the natural habitat for fish and game can best be achieved by preserving or maintaining in a wholesome state other resources such as soil, air, water, wetlands, and woodlands, the standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.

OBJECTIVE NO. 5

The preservation of sufficient high-quality open space lands for the protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being and environmental quality of the area.

PRINCIPLE

Ecological balance and natural beauty are important determinants of a community's ability to provide a pleasant and habitable environment for all

forms of life and to maintain social and economic well-being. Preservation of the most significant aspects of the natural resource base--that is, primary environmental corridors and prime agricultural lands--contributes to the maintenance of the ecological balance, natural beauty, and economic well-being of the City.

A. Primary and Secondary Environmental Corridors

Principle

The primary and secondary environmental corridors are a composite of the best individual elements of the natural resource base, including lakes, rivers, and streams and their associated floodlands; wetlands; woodlands; wildlife habitat areas; rugged terrain consisting of slopes 12 percent or greater; wet, poorly drained, or organic soils; and significant geological formations. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, and wildlife population enhanced, and continued opportunities provided for scientific, educational, and recreational pursuits.

Standards

1. All remaining undeveloped lands within the designated primary environmental corridors in the city planning area should be preserved in essentially natural, open uses.

2. All remaining undeveloped lands within the designated secondary environmental corridors in the city planning area should be considered for preservation as urban development proceeds and used as drainageways, flood water detention areas, and neighborhood parks.

B. Prime Agricultural Lands

Principle

Prime agricultural lands constitute the most productive farmlands in the study area and, in addition to providing food and fiber, contribute significantly to maintaining the ecological balance between plants and animals; provide locations close to urban centers for the production of certain food commodities which may require nearby population concentrations for an efficient production-distribution relationship; provide open spaces which give form and structure to urban development; and serve to maintain the natural beauty and unique cultural heritage of portions of the City.

Standards

1. Parcels 35 acres or larger in size which are comprised of 50 percent or more of national prime farmland as designated by the U. S. Department of Agriculture, Soil Conservation Service, and included within national prime farmland parcel aggregates of 100 acres or larger should be preserved in agricultural use.

2. Nonfarm residential development should not be located in prime agricultural areas. Nonfarm residential development in other agricultural areas should be

discouraged, but, if permitted, should generally be limited to densities equivalent to rural estate-density, single-family residential dwelling units, provided the soils are adequately permeable and free from severe bedrock, groundwater, flooding, and steep slope hazards for the installation of an onsite soil absorption sewage disposal system.

OBJECTIVE NO. 6

An integrated system of public general-use outdoor recreation sites and related open space areas which will allow the resident population of the area and Region adequate opportunity to participate in a wide range of outdoor recreational activities.

PRINCIPLE

Attainment and maintenance of good physical and mental health is an inherent right of all residents of the city area. The provision of public general-use outdoor recreation sites and related open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of both intensive and extensive outdoor recreational activities. Moreover, an integrated park and related open space system properly related to the natural resource base, such as the existing surface water network, can generate the dual benefits of satisfying recreational demands while protecting and preserving valuable natural resource amenities. Finally, an integrated system of public general-use outdoor recreation sites and related open space areas can contribute to the orderly growth of the City area by lending form and structure to urban development patterns.

A. Public General-Use Outdoor Recreation Sites

Principle

Public general-use outdoor recreation sites promote the maintenance of proper physical and mental health by providing opportunities to participate in such athletic recreational activities as baseball, swimming, tennis, and ice-skating--activities that facilitate the maintenance of proper physical health because of the exercise involved--as well as opportunities to participate in such less athletic activities as pleasure walking, picnicking, or just rest and reflection. These activities tend to reduce everyday tensions and anxieties and thereby help maintain proper physical and mental well-being. Well-designed and properly located public general-use outdoor recreation sites also provide a sense of community. They bring people together for social, cultural, and recreational activities, and thus contribute to the desirability and stability of residential neighborhoods and the communities in which such facilities are provided.

Standards

1. The public sector should provide general-use outdoor recreation sites sufficient in size and number to meet the recreational demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated and be spatially distributed in a manner which provides ready access by the resident

population. To achieve this standard, the site requirements indicated in Table 39 should be met. In addition, those site development standards for general-use outdoor recreation sites contained in the adopted SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin, should be met.

2. Public general-use outdoor recreation sites should, to the maximum extent practicable, be located within the designated primary environmental corridors of the city area.

B. Recreation-Related Open Space

Principle

Effective satisfaction of recreation demands within the Region cannot be accomplished solely by providing public general-use outdoor recreation sites. Certain recreational pursuits such as hiking, biking, pleasure driving, and ski touring are best provided through a system of recreation corridors located on or adjacent to linear resource-oriented open space lands. A well-designed system of recreation corridors offered as an integral part of linear open space lands also can serve to connect physically existing and proposed public parks, thus forming a truly integrated park and recreation-related open space system. Such open space lands, in addition, satisfy the human need for natural surroundings, serve to protect the natural resource base, and ensure that many scenic areas and areas of natural, cultural, or historic interest assume their proper place as form determinants for both existing and future land use patterns.

Standard

The public sector should provide sufficient open space lands to accommodate a system of resource-oriented recreation corridors to meet the resident demand for extensive trail-oriented recreational activities. To fulfill these requirements, the recreation-related open space standards contained in Table 39 should be met.

OBJECTIVE NO. 7

A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.

PRINCIPLE

The transportation and public utility facilities and the land use pattern which they serve and support are interdependent. The land use pattern determines the demand for, and loadings on, transportation and utility facilities. These facilities, in turn, are essential to, and form a basic framework for, land use development.

STANDARDS

1. Urban development should be located so as to maximize the use of existing transportation and utility systems.

Table 39

STANDARDS FOR PUBLIC GENERAL-USE RECREATION SITES FOR THE CITY OF NEW BERLIN

Site Type	Size (gross acres)	Publicly Owned General-Use Sites: Parks: Minimum Per Capita Public Requirements[d] (acres per 1,000 persons)	Parks: Typical Facilities	Parks: Maximum Service Radius (miles)[b]: Urban[e]	Parks: Maximum Service Radius (miles)[b]: Rural	Schools[a]: Minimum Per Capita Public Requirements[f] (acres per 1,000 persons	Schools[a]: Typical Facilities	Schools[a]: Maximum Service Radius (miles)[c]: Urban[e]	Schools[a]: Maximum Service Radius (miles)[c]: Rural
I Regional[g]	250 or more	5.3	Camp sites, swimming beach, picnic areas, golf course, ski hill, ski touring trail, boat launch, nature study area, playfield, softball diamond, passive activity area[h]	10.0	10.0	--	--	--	--
II Multi-Community[i]	100-249	2.6	Camp sites, swimming pool or beach, picnic areas, golf course, ski hill, ski touring trail, boat launch, nature study area, playfield, softball and/or baseball diamond, passive activity area[h]	4.0[j]	10.0[j]	--	--	--	--
III Community[k]	25-99	2.2	Swimming pool or beach, picnic areas, boat launch, nature study area, playfield, softball and/or baseball diamond, tennis court, passive activity area[h]	2.0[l]	--	0.9	Playfield, baseball diamond, softball diamond, tennis court	0.5-1.0[m]	--
IV Neighborhood[n]	Less than 25	1.7	Wading pool, picnic areas, playfield, softball and/or baseball diamond, tennis court, playground, basketball goal, ice-skating rink, passive activity area[h]	0.5-1.0[o]	--	1.6	Playfield, playground, baseball diamond, softball diamond, tennis court, basketball goal	0.5-1.0[m]	--

[a] In urban areas, facilities for intensive nonresource-oriented activities are commonly located in Type III or Type IV school outdoor recreation sites. These facilities often provide a substitute for facilities usually located in parks by providing opportunities for participation in intensive nonresource-oriented activities. It is important to note, however, that school outdoor recreation sites do not generally contain natural areas that provide space for passive recreation use.

[b] The identification of a maximum service radius for each park type is intended to provide another guideline to assist in the determination of park requirements and to assure that each resident of the Region has ready access to the variety of outdoor recreational facilities commonly located in parks.

[c] The identification of a maximum service radius for each school site is intended to assist in the determination of active outdoor recreation facility requirements and to assure that each urban resident has ready access to the types of active intensive nonresource-oriented facilities commonly located in school recreation areas.

[d] For Type I and Type II parks, which generally provide facilities for resource-oriented outdoor recreational activities for the total population of the Region, the minimum per capita acreage requirements apply to the total resident population of the Region. For Type III and Type IV sites, which generally provide facilities for intensive nonresource-oriented outdoor recreational activities primarily in urban areas, the minimum per capita acreage requirements apply to the resident population of the Region in urban areas.

[e] Urban areas are defined as areas containing a closely spaced network of minor streets which include concentrations of residential, commercial, industrial, governmental, or institutional land uses having a minimum total area of 160 acres and a minimum population of 500 persons. Such areas usually are incorporated and are served by sanitary sewerage systems. These areas have been further classified into the following densities: low-density urban areas, or areas with 0.70 to 2.29 dwelling units per net residential acre; medium-density urban areas, or areas with 2.30 to 6.99 dwelling units per net residential acre; and high-density urban areas, or areas with 7.00 to 17.99 dwelling units per net residential acre.

[f] For public school sites, which generally provide facilities for intensive nonresource-oriented outdoor recreational activities, the minimum per capita acreage requirements apply to the resident population residing in urban areas.

[g] Type I sites are defined as large outdoor recreation sites having a multicounty service area. Such sites rely heavily for their recreational value and character on natural resource amenities and provide opportunities for participation in a wide variety of resource-oriented outdoor recreational pursuits.

[h] A passive activity area is defined as an area within an outdoor recreation site which provides an opportunity for such less athletic recreational pursuits as pleasure walking, rest and relaxation, and informal picnicking. Such areas generally are located in parks and urban open space sites, and usually consist of a landscaped area with mowed lawn, shade trees, and benches.

[i] Type II sites are defined as intermediate size sites having a countywide or multicommunity service area. Like Type I sites, such sites rely for their recreational value and character on natural resource amenities. Type II parks, however, usually provide a smaller variety of recreational facilities and have smaller areas devoted to any given activity.

[j] In general, each resident of the Region should reside within 10 miles of a Type I or Type II park. It should be noted, however, that within urban areas having a population of 40,000 or greater, each urban resident should reside within four miles of a Type I or Type II park.

[k] Type III sites are defined as intermediate size sites having a multineighborhood service area. Such sites rely more on the development characteristics of the area to be served than on natural resource amenities for location.

[l] In urban areas, the need for a Type III site is met by the presence of a Type II or Type I site. Thus, within urban areas having a population of 7,500 or greater, each urban resident should be within two miles of a Type III, II, or I park site.

[m] The service radius of school outdoor recreation sites, for park and open space planning purposes, is governed primarily by individual outdoor recreational facilities within the school site. For example, school outdoor recreation sites which provide such facilities as playfields, playgrounds, and basketball goals typically have a service radius of 0.5 mile--which is the maximum service radius assigned to such facilities. As another example, school outdoor recreation sites which provide tennis courts and softball diamonds typically have a service radius of 1.0 mile--which is the maximum service radius assigned to such facilities. It is important to note that space for passive recreational use is generally not provided at school outdoor recreation sites, and, therefore, Type III and Type IV school sites generally do not meet Type III and Type IV park accessibility requirements.

[n] Type IV sites are defined as small sites which have a neighborhood as the service area. Such sites usually provide facilities for intensive nonresource-oriented outdoor recreational activities and are generally provided in urban areas. Recreation lands at the neighborhood level should most desirably be provided through a joint community-school district venture, with the facilities and recreational land area required to be provided on one site available to serve the recreation demands of both the school students and resident neighborhood population. Using the Type IV park standard of 1.7 acres per thousand residents and the school standard of 1.6 acres per thousand residents, a total of 3.3 acres per thousand residents, or approximately 21 acres of recreation lands in a typical medium-density neighborhood, would be provided. These acreage standards relate to lands required to provide for recreational facilities typically located in a neighborhood and are exclusive of the school building site and associated parking area and any additional natural areas which may be incorporated into the design of the park site such as drainageways and associated stormwater retention basins, areas of poor soils, and floodland areas.

[o] The maximum service radius of Type IV parks is governed primarily by the population densities in the vicinity of the park. In high-density urban areas, each urban resident should reside within 0.5 mile of a Type IV park; in medium-density urban areas, each resident should reside within 0.75 mile of a Type IV park; and in low-density urban areas, each urban resident should reside within one mile of a Type IV park. It should be noted that the requirement for a Type IV park also is met by a Type I, II, or III park within a 0.5-1.0 mile service radius in high-, medium-, and low-density urban areas, respectively. Further, it should be noted that in the application of the service radius criterion for Type IV sites, only multiuse parks five acres or greater in area should be considered as satisfying the maximum service radius requirement. Such park sites generally provide areas which offer space for both passive recreational uses and active recreational uses.

Source: SEWRPC.

2. The transportation system should be located and designed to provide access not only to all land presently devoted to urban development, but also to land proposed to be used for urban development.

3. All lands developed or proposed to be developed for urban residential use should be located in areas serviceable by the existing public sanitary sewerage system and, preferably, within the gravity drainage area tributary to the system.

4. All land developed or proposed to be developed for urban residential use should be located in areas serviceable by an existing public water supply system.

5. Rural estate and suburban single-family residential development should be located in areas not planned for either public water or public sanitary sewer systems and should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development.

6. Adequate stormwater drainage facilities should be provided for all urban development. These stormwater drainage facilities should be designed in conformance with The Storm Water Drainage Master Plan for the City of New Berlin, prepared by J. C. Zimmerman Engineering Corporation in 1974.

7. The transportation system should be functionally classified, and arterial streets should be located to minimize the penetration of existing and proposed residential areas by through traffic.

8. Transportation terminal facilities, such as off-street parking and off-street truck loading, should be located in proximity to the principal land uses to which they are accessory.

OBJECTIVE NO. 8

The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites in terms of both physical characteristics and location.

PRINCIPLE

The production and sale of goods and services are among the principal determinants of the level of economic vitality in any society. The important activities related to these functions require areas and locations suitable to their purpose.

STANDARDS

1. Local industrial development should be located in planned industrial districts which meet the following standards:

   a. Direct access to the arterial street and highway system.

   b. Available adequate water supply.

   c. Available adequate public sanitary sewer service.

d. Available adequate stormwater drainage facilities.

e. Available adequate power supply, including natural gas and electricity.

f. Site should be covered by soils identified in the regional soils survey as having very slight, slight, or moderate limitations for industrial development.

2. Local commercial development should be located within designated community and neighborhood areas, thus avoiding strip commercial development along arterial streets and highways.

OBJECTIVE NO. 9

An integrated transportation system which, through its location, capacity, and design, will effectively serve the existing and proposed land use pattern and promote the implementation of the plan, meeting the anticipated travel demand generated by the existing and proposed land uses.

PRINCIPLE

An integrated area transportation system serves to interconnect freely the various land use activities within the neighborhoods, City, and Region, thereby providing the attribute of accessibility essential to the support of these activities.

STANDARDS

1. The transportation system should provide an orderly functional hierarchy of arterials, collectors, land access streets, and pedestrian paths to service the area. All streets and highways in the City should be placed into one of the following functional classifications. Bicycle paths for the City of New Berlin should be provided as a part of an overall bicycle path system plan and should be designed in conformance with the most recent edition of Guide for Development of New Bicycle Facilities published by the American Association of State Highway and Transportation Officials, and with the City of New Berlin Bikeway Plan and amendments thereto.

Land Access Streets--conduct traffic to and from individual building sites.

Collector Streets--collect traffic from urban uses abutting land access streets and convey it to arterial streets and/or activity centers.

Arterial Streets--provide for the expeditious movement of through traffic into, out of, and within the community.

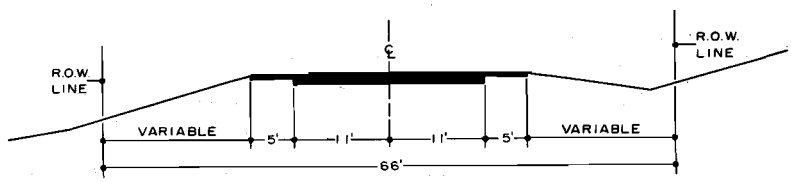
2. Streets and highways in the City should be improved to the cross-sections shown in Figure 6, as related to functional classification.

3. Left-turn channelization at the median of divided arterial highways should provide a minimum of 100 feet of queuing length for 60 left turns per hour or less (longer queuing space may be necessary based on demand) and a minimum 60-foot-long taper (longer based upon speed--e.g. 25 mph to 35 mph = 90-foot taper; 45 mph or over = 150-foot taper). Median openings should be a minimum distance of 500 feet apart.

Figure 6

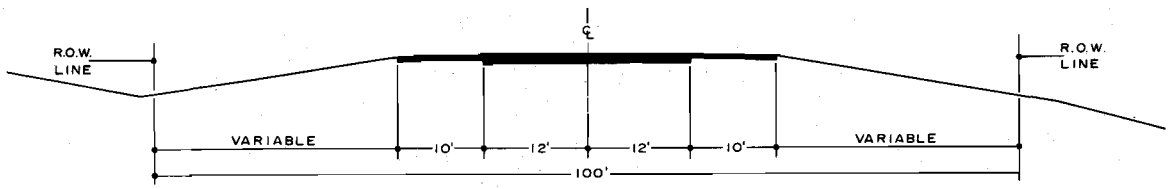
TYPICAL STREET AND HIGHWAY CROSS-SECTIONS RECOMMENDED FOR THE CITY OF NEW BERLIN, WAUKESHA COUNTY, WISCONSIN

RURAL AREA
TYPICAL CROSS SECTION NO. 1
MINIMUM TWO LANE ARTERIAL



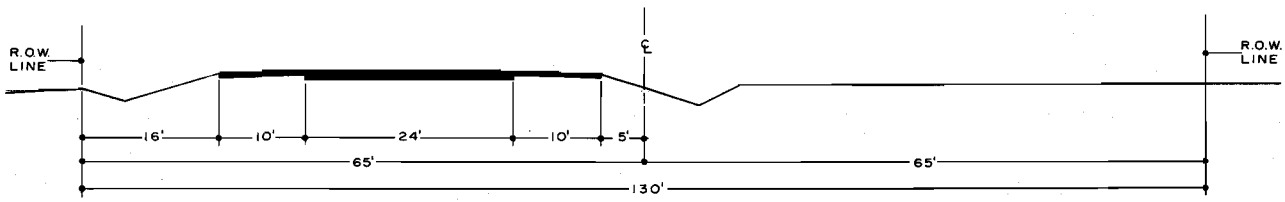
GRAVEL BASE VARIES
22' HIGH TYPE PAVEMENT, 66' R.O.W.

RURAL AREA
TYPICAL CROSS SECTION NO. 2
DESIRABLE TWO LANE ARTERIAL



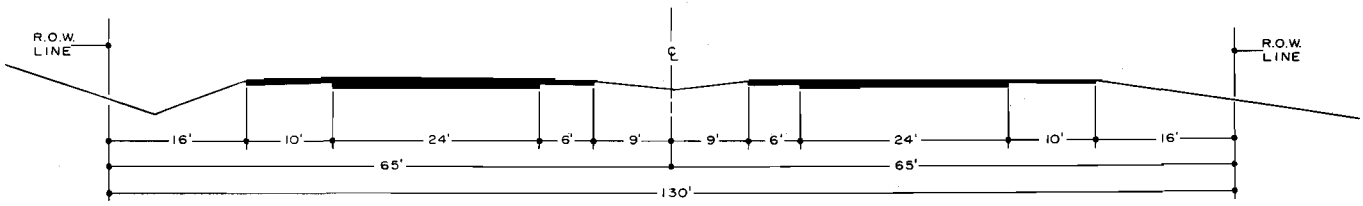
GRAVEL BASE VARIES
24' HIGH TYPE PAVEMENT, 100' R.O.W.

URBANIZING AREA
TYPICAL CROSS SECTION NO. 5
DESIRABLE TWO LANE ARTERIAL
(INITIAL STAGE OF FUTURE FOUR LANE ARTERIAL)



GRAVEL BASE VARIES
24' HIGH TYPE PAVEMENT, 130' R.O.W.

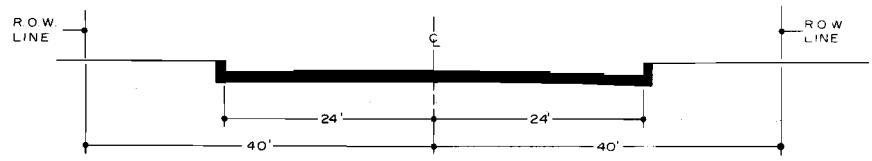
URBANIZING AREA
TYPICAL CROSS SECTION NO. 6
DESIRABLE FOUR LANE ARTERIAL



GRAVEL BASE VARIES
DUAL 24' HIGH TYPE PAVEMENT, 130' R.O.W.

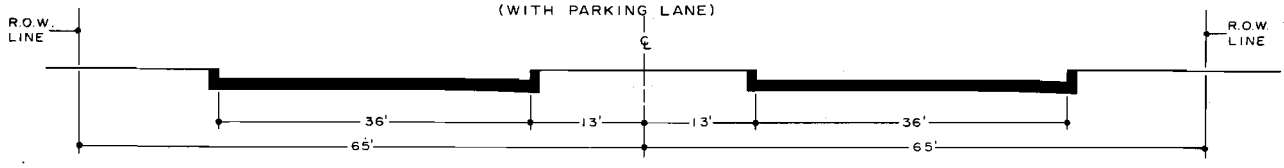
Figure 6 (continued)

URBAN AREA
TYPICAL CROSS SECTION NO. 8
DESIRABLE TWO LANE ARTERIAL



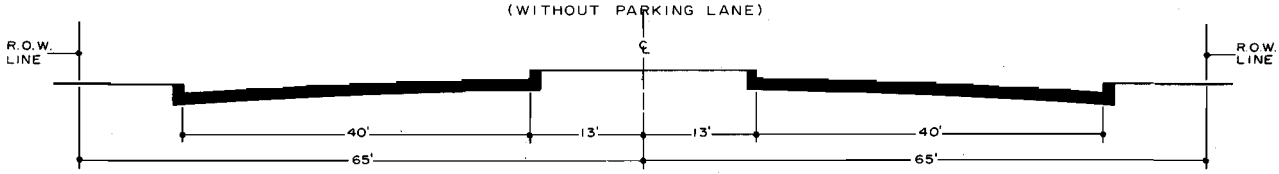
6" GRAVEL BASE
48' HIGH TYPE PAVEMENT, 80' R.O.W.
(ADDITIONAL R.O.W. MAY BE RESERVED IN UNDEVELOPED AREAS)

URBAN AREA
TYPICAL CROSS SECTION NO. 10
DESIRABLE FOUR LANE ARTERIAL
(WITH PARKING LANE)



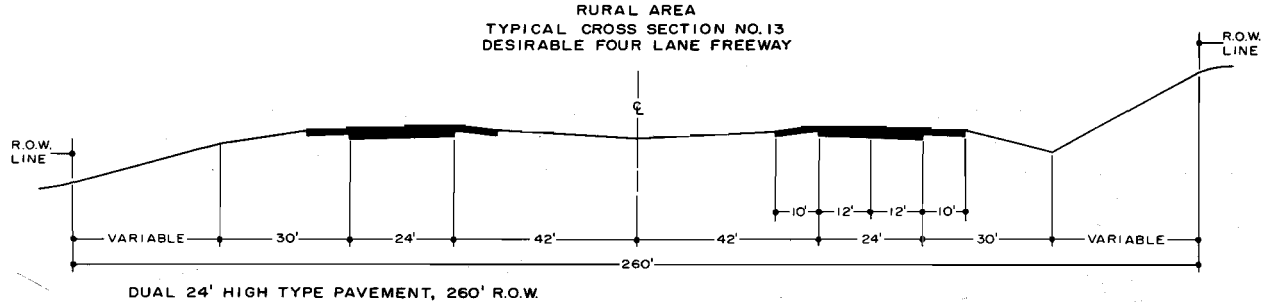
6" GRAVEL BASE
DUAL 36' HIGH TYPE PAVEMENT, 130' R.O.W.

URBAN AREA
TYPICAL CROSS SECTION NO. 12
DESIRABLE SIX LANE ARTERIAL
(WITHOUT PARKING LANE)



6" GRAVEL BASE
DUAL 40' HIGH TYPE PAVEMENT, 130' R.O.W.

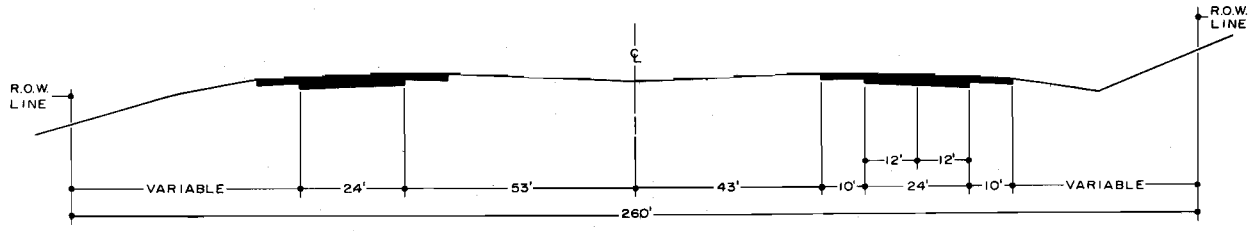
RURAL AREA
TYPICAL CROSS SECTION NO. 13
DESIRABLE FOUR LANE FREEWAY



DUAL 24' HIGH TYPE PAVEMENT, 260' R.O.W.

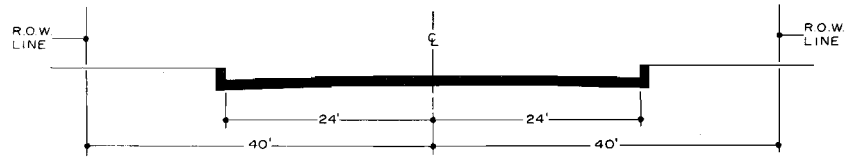
Figure 6 (continued)

URBAN AREA
TYPICAL CROSS SECTION NO. 16
DESIRABLE FOUR LANE FREEWAY



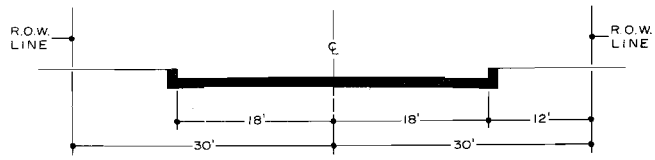
DUAL 24' HIGH TYPE PAVEMENT, 260' R.O.W.

URBAN AREA
TYPICAL CROSS SECTION
COLLECTOR STREET



6" GRAVEL BASE
48' HIGH TYPE PAVEMENT
80' R.O.W.

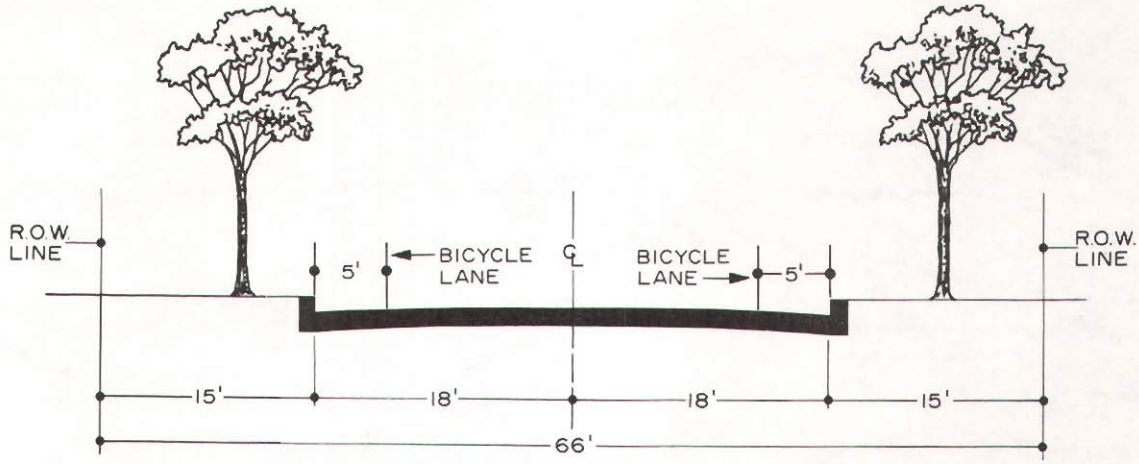
URBAN AREA
TYPICAL CROSS SECTION
MINOR STREET



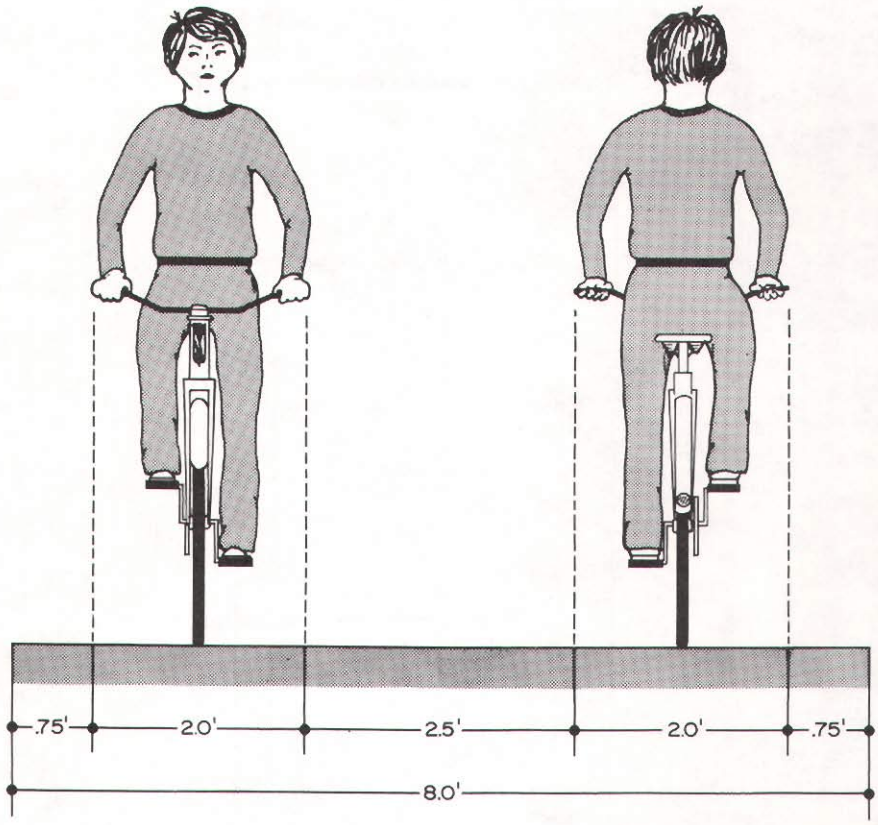
6" GRAVEL BASE
36' HIGH TYPE PAVEMENT
60' R.O.W.

Figure 6 (continued)

RECOMMENDED TYPICAL CROSS-SECTION MINOR STREET
WITH BICYCLE LANES (UNOFFICIAL AND UNMARKED)



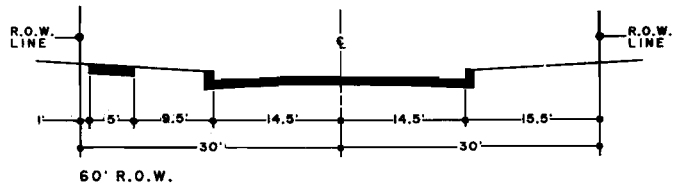
RECOMMENDED MINIMUM TWO-LANE BICYCLE
PATH ON SEPARATE RIGHT-OF-WAY



NOTE: Sidewalks are optional for urban area cross-sections and are at the discretion of City of New Berlin policy at the time of platting, but all street cross-sections must be developed with a 1 inch: 1 foot side slope area for potential future sidewalk and terrace area. See the City of New Berlin Bikeway Plan and amendments thereto.

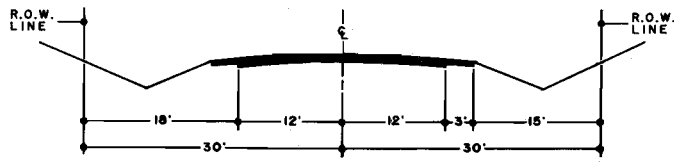
Figure 6 (continued)

SUBURBAN AREA
TYPICAL CROSS SECTION
MINOR STREET



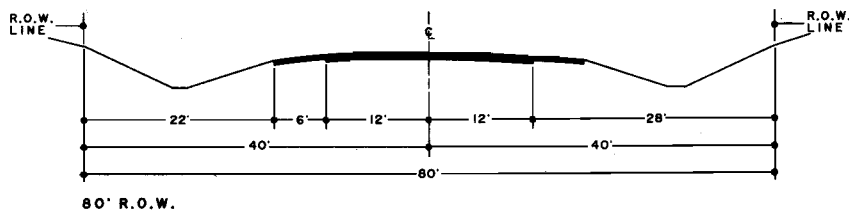
60' R.O.W.

RURAL AREA
TYPICAL CROSS SECTION
MINOR STREET



60' R.O.W.

MINIMUM TYPICAL CROSS SECTION OF INDUSTRIAL STREET



80' R.O.W.

Source: SEWRPC.

OBJECTIVE NO. 10

Provision of facilities necessary to maintain high-quality fire protection throughout the City.

PRINCIPLE

The adequacy of fire protection in the City is dependent on the relationship between the size and distribution of city population and the location of facilities available to service that population.

STANDARD

Fire stations and equipment should be distributed, in part, on the basis of the standards shown in Table 40.

OBJECTIVE NO. 11

Provision of adequate location and choice of housing and a variety of housing types for varying age and income groups and different size households.

PRINCIPLE

Adequate choice in size, cost, and location of housing units will assure equal opportunity.

STANDARDS

1. Housing units within the New Berlin area should be geographically well distributed and include a full range of housing by type, size, and cost, including manufactured housing, detached single-family dwellings, attached two-family dwellings, attached multi-family rowhouses or townhouses, and attached multi-family garden apartments or condominiums.

2. The supply of vacant and available housing units should be sufficient to maintain and facilitate ready housing consumer turnover. Rental and homeowner vacancy rates should be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units, and a minimum of 1 percent and a maximum of 2 percent of homeowner units over a full range of housing types, sizes, and costs.

3. Residential densities in the City of New Berlin should be provided in general accordance with the following guidelines:

   a. Existing vacant rural estate, suburban, and low-density platted residential lots larger than 20,000 square feet in area should be developed and infilled with single-family residential development.

   b. Approximately 25 percent of the total gross residential development area should consist of medium-density urban single-family dwelling units on 10,000- to 20,000-square-foot lots.

   c. Approximately 2.5 percent of the total gross residential development area should consist of high medium-density urban multifamily dwelling units at densities ranging from 4.4 to 6.9 dwelling units per net residential acre.

Table 40

FIRE COMPANY DISTRIBUTION STANDARDS

District and Required Fire Flow	Optimum Service Radius in Miles	
	From Engine, Hose, or Engine-Ladder Company	From Ladder Company
High-Value District (commercial, industrial, and institutional)		
Where required flow is 9,000 gallons per minute or more	3/4	1
Where required fire flow is 5,000 to 8,999 gallons per minute	1	1 1/4
Where required fire flow is less than 4,500 gallons per minute	1 1/2	2
Residential District		
Where required fire flow is more than 2,000 gallons per minute or where there are buildings in the district three or more stories in height, including tenement houses, apartments, or hotels	1 1/2	2
Same as above, but where the life hazard is above normal	1	1 1/4
For buildings having an average separation of less than 100 feet (and a fire flow requirement of 2,000 gallons per minute or less)	2	3
For buildings having an average separation of 100 feet or more (and a fire flow requirement of 2,000 gallons per minute or less)	4	4

NOTE: The above distances should be considered as direct street travel distances. Also, these distances should be reduced if a severe hazard to life exists; if streets are narrow or in poor condition; if traffic, one-way streets, topography, or other unusual locational conditions hinder response; or if other circumstances peculiar to the district or municipality indicate that such a reduction is needed.

Source: SEWRPC.

d. Approximately 4 percent of the total gross residential development area should consist of high-density urban multifamily dwelling units at densities ranging from 7.0 to 12.0 dwelling units per net residential acre.

The objectives, principles, and standards set forth in this chapter express the physical development intent of the City of New Berlin. The standards perform a particularly important function in land use plan design since they form the basis upon which estimates of future community land use needs are based. Community land use requirements are developed in Chapter VI based upon these objectives, principles, and standards.

URBAN DESIGN CRITERIA

In order to develop physical solutions to the urban design problems identified in Chapter IV, certain urban design criteria must be agreed upon. In this respect, urban design criteria can be defined as a body of information which

can be applied to the development of a solution or solutions to a specific urban design problem or set of problems. Specific urban design decisions should be based, in part, upon urban design criteria, as well as the underlying objectives, principles, and standards outlined above. Urban design criteria are of a high level of specificity in order to assist in the development of detailed urban design solutions to the highly specific urban design problems outlined. Urban design criteria have been developed with respect to residential development, industrial development, and commercial development in the New Berlin area. These criteria were used to arrive at the designs for city development outlined in the recommended plans presented in Chapters VII, VIII, IX, and X.

RESIDENTIAL DEVELOPMENT URBAN DESIGN CRITERIA

Urban design criteria for residential development are herein proposed for residential neighborhood recreational facilities; street, block, and lot layouts and arrangements; residential structure orientation for solar access and energy conservation; general landscaping; utility easements; and stormwater drainage and erosion/sedimentation control. These criteria should form the basis for the design of future residential neighborhood development plans as recommended in Chapter VII.

Neighborhood Recreational/Educational Facilities

Recreational lands at the neighborhood level should provide a focal point for neighborhood activities and should be located and developed in conjunction with a neighborhood elementary school. The elementary school and recreational facilities should be provided on a common site available to serve the recreation demands of both the school student and the resident neighborhood population. Using a neighborhood park site standard of 1.7 acres per 1,000 residents, and an elementary school site standard of 1.6 acres per 1,000 residents, a total site area of 3.3 acres per 1,000 residents should be provided, with the joint site having a minimum area of 10 acres in size, however. The individual recreational facility requirements should be based upon the values listed in Table 41.

Walking Distances to Neighborhood Facilities: Residents of residential neighborhoods should be afforded convenient access to existing and proposed commercial, educational, transportation, recreational, and community facilities which meet the maximum walking distance and travel time criteria shown in Table 38.

Streets

Limitation of Access to Arterial Streets: Whenever proposed residential land uses abut an arterial street or highway, the character of the residential uses and the capacity and safety of the arterial facility should be protected by limiting access from the abutting land uses, and by separating through and local traffic, where possible, as shown in Figure 7. In addition, a planting screen should be provided in a nonaccess reservation along the rear property line as shown in Figure 7.

Street Cross-Sections: Street cross-section design criteria for arterial, collector, land access, and cul-de-sac streets are shown graphically in Figure 6.

Table 41

OUTDOOR RECREATION FACILITY REQUIREMENTS IN A TYPICAL MEDIUM-DENSITY RESIDENTIAL NEIGHBORHOOD UNIT

Facility	Minimum Standard Public Facility Requirement	Number of Facilities Required	Total Acreage Required
Active Recreation			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.5
Basketball Goal	0.91 per 1,000	5.9 = 6	0.42
Ice-Skating Rink	0.15 per 1,000	0.98 = 1	0.35 minimum
Playfield	0.39 per 1,000	2.5 = 3	4.95 minimum
Playground	0.35 per 1,000	2.3 = 2	1.24 minimum
Softball Diamond	0.53 per 1,000	3.4 = 2	5.36
Tennis Court	0.50 per 1,000	3.3 = 3	0.96
Subtotal	--	--	17.78 minimum
Passive Recreation	Add 10 percent of active recreation area total		1.8
Other Recreation [a]	Add 10 percent of active recreation area total		1.8
Total	--	--	21.38 minimum

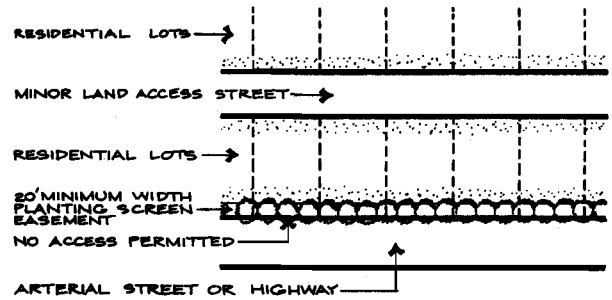
NOTE: Medium density is defined as 2.3 to 6.9 dwelling units per net residential acre, with a total population of 6,500 within an area of one square mile (640 acres).

[a] Picnicking facilities should be provided in a neighborhood park.

Source: SEWRPC.

Figure 7

REVERSED FRONTAGE LOTS FOR LIMITATION OF ACCESS TO ARTERIAL STREETS



PLAN VIEW

Source: SEWRPC.

Street Grades: Unless necessitated by exceptional topography, the maximum grade of any street should not exceed the following: arterial streets, 6 percent; collector streets, 8 percent; minor streets, alleys, and frontage streets, 10 percent; and pedestrian ways, 10 percent unless steps of acceptable design are provided. In addition, the grade of any street should not exceed 10 percent or be less than 0.5 percent. Street grades should be established so as to avoid excessive grading, the promiscuous removal of ground cover and tree growth, and unnecessary leveling of the topography.

Street Intersections: Streets should intersect each other at as near to right angles as topography and other limiting factors of design permit. In addition, the number of streets converging at one intersection should be held to a minimum, preferably to not more than two streets at one intersection; the number of intersections along arterial streets and highways should be held to a minimum; and the distance between such intersections should generally not be less than 600 feet.

Street Alignment: When a continuous street centerline deflects or bends at any point by more than 5°, a circular curve should be introduced having a radius of curvature on the centerline of not less than the following: arterial streets, 500 feet; collector streets, 300 feet; and minor streets, 200 feet. A tangent at least 100 feet in length should be provided between reverse curves on arterial and collector streets. In addition, minor and collector streets should not necessarily continue across arterial streets. If the distance between the centerline of any street and any intersecting street is less than 250 feet measured along the centerline of the intersecting street, then the street location should be adjusted so that the distance is increased or the adjoinment across the intersecting street is continuous, thus avoiding a jog in the flow of traffic.

Street, Block, and Structure Orientation for Solar Access: In order to facilitate solar access, where topography and other natural features permit, streets, blocks, and structures should generally be layed out in an east-west

direction, with a maximum of 10° variation to the northwest and a maximum of 25° variation to the southwest, as shown in Figure 8. In situations where topography and other natural features do not permit positioning these features in an east-west direction, lot and/or building orientation should be flexible to compensate for these natural barriers to solar access, while still maintaining minimum yards and setbacks. In developments along north-south streets, structures should be built with the long roof axis facing south, as shown in Figure 8.

Half Streets: The platting of half streets should be avoided. Half streets put an unrealistic reliance on the chance that adjacent property owners will develop their properties at the same time. If half streets are allowed and then improved, their narrow width may result in street maintenance and traffic circulation problems.

Cul-de-Sac Streets: Cul-de-sacs, which are designed to have one end permanently closed, should generally not exceed 600 feet in length. Such cul-de-sac streets should terminate in a circular turnaround having a design similar to the design illustrated in Figure 9.

Handicap and Bicycle Access: Wheelchair and bicycle curb ramps should be installed at street intersection crosswalks pursuant to Section 66.616 of the Wisconsin Statutes.

Blocks

The widths, lengths, and shapes of blocks should be suited to the planned use of the land; zoning requirements; the need for convenient access, control, and safety of street traffic; and the limitations of and opportunities provided by topography.

Length: Blocks in residential areas should not be less than 600 feet nor more than 1,200 feet in length, unless otherwise dictated by exceptional topography or other limiting factors of good design.

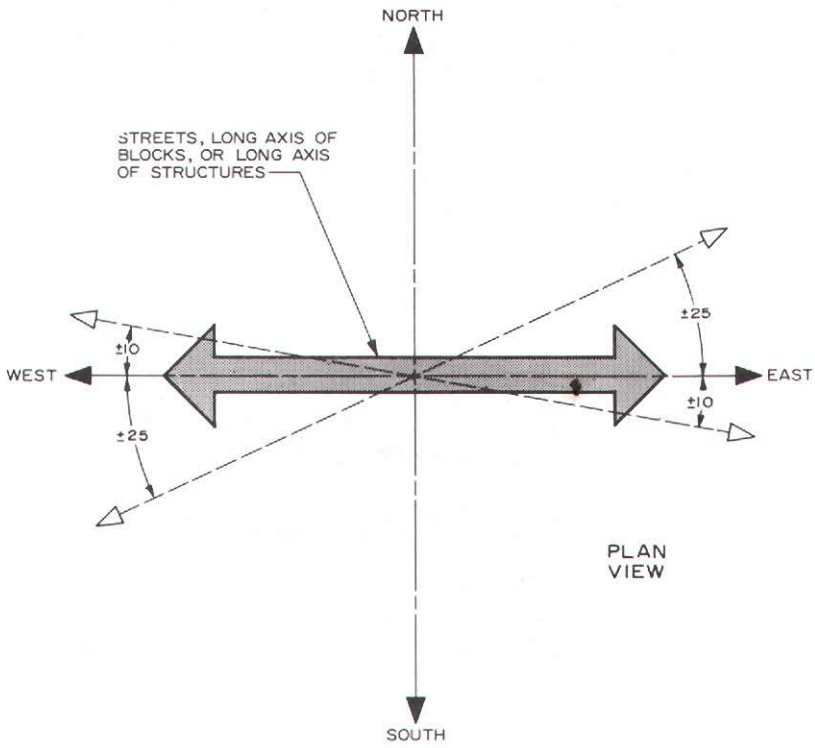
Pedestrian Ways: Pedestrian ways of not less than 16 feet in width may be required near the center and entirely across any block of more than 900 feet in length to provide adequate pedestrian circulation and access to schools, parks, shopping centers, churches, or transportation facilities.

Width: Blocks should be wide enough to provide for two tiers of lots of appropriate depth except where required to separate residential development from through traffic. The width of lots or parcels reserved or designated for commercial or industrial use shall be adequate to provide for the off-street service and parking areas required by the use contemplated and to meet the area zoning restrictions for such use.

Utilities: Telephone and electric power lines should, where practical, be placed on midblock easements of not less than 20 feet in width centered on the property line and, where possible, along rear lot lines for underground construction.

Figure 8

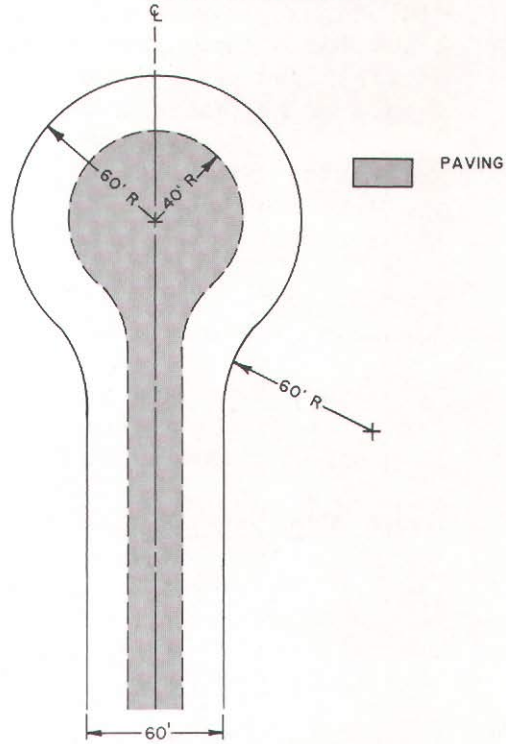
ORIENTATION FOR SOLAR ACCESS



Source: SEWRPC.

Figure 9

TYPICAL CUL-DE-SAC BULB DESIGN



Source: City of New Berlin Planning Department.

Lots

The size, shape, and orientation of lots shall be appropriate for the location of the subdivision and for the type of development and use contemplated. The lots should be designed to provide an aesthetically pleasing building site and a proper architectural setting for the building contemplated.

Side Lot Lines: Side lot lines should be at right angles to straight street lines or radial to curved street lines on which the lots face. Lot lines should follow municipal boundary lines rather than cross them.

Double Frontage: Double frontage or "through" lots should be prohibited except where necessary to provide separation of residential development from arterial traffic or to overcome specific disadvantages of topography and orientation.

Access: Every lot should front or abut a public street for a distance of at least 85 feet and, in the case of cul-de-sac public streets, for a distance of at least 50 feet.

Lot Size: Area and dimensions of all lots should conform to the requirements of the City of New Berlin Zoning Code for subdivisions within the neighborhood.

Lot Depth: Excessive depth of lots in relation to width should be avoided, and a proportion of two to one should be considered a maximum depth-to-width ratio. Lot depth should be increased by about 10 feet when abutting an arterial highway where no direct access is permitted to the arterial highway to allow for a landscaped buffer strip between the arterial highway and the residential land use. Where no landscaped buffer strip is provided, that distance should be increased to 30 feet.

Lot Width: Lots within the interior of a block should have the minimum average width required in the proposed zoning districts for the City of New Berlin as contained in Chapter IX of this plan.

Corner Lots: Corner lots should have an additional width of 10 feet to permit adequate building setbacks from side streets.

Lot Orientation for Solar Access: In order to facilitate solar access, and where topography and other natural features permit, residential lots should be laid out with the long axis of the lot in a north-south orientation.

Residential Structure Orientation for Solar Access and Energy Conservation

Code Conformance: Single-family and two-family dwelling structures should be constructed in such a manner as to meet the minimum energy conservation standards as defined in the Wisconsin Administrative Code, Section Ind. 22, "Energy Conservation," of the Uniform Dwelling Code.

Orientation of Structures: In order to facilitate solar access, generally the long axis of a residential structure (where topography and other natural features permit) should be in an east-west orientation, with a maximum of about 10° variation to the northwest and a maximum of about 25° variation to the southwest, as shown in Figure 8.

General Landscaping

Every effort should be made to protect and retain all existing trees, shrubbery, vines, and grasses not actually lying in public roadways, drainageways, paths, and trails. Trees should be protected and preserved during construction in accordance with sound conservation practices, including the use of wells or islands or retaining walls whenever abutting grades are altered.

Soils and Landscape Tree Planting: A general landscape guide for the planting and selection of various trees to perform a variety of functions such as shade, street landscaping, lawn landscaping, hedges, screens, and windbreaks for the City of New Berlin is presented in Appendix B. The landscape guide map and table are based upon soil types and various woodland suitability groups found in the City, and show the various types of trees which can be accommodated for a variety of landscape planting uses. The various soils found in the City have been grouped into categories termed "woodland suitability groups," based upon their response and suitability to the same or similar tree species. The woodland suitability groups have been numbered according to a statewide classification system. Through the use of the map and tables in Appendix B, landscape material selection in the City will be greatly assisted.

Cutting and Clearing: Tree cutting and shrubbery clearing should not exceed 30 percent of the lot or tract, if possible, and should be conducted so as to prevent erosion and sedimentation and preserve and improve scenic qualities.

Paths: Easements for paths and trails in wooded and wetland areas should not exceed 10 feet in width unless otherwise approved by the City. They should be designed and constructed so as to result in the least removal and disruption of trees and shrubs and the minimum impairment of natural beauty.

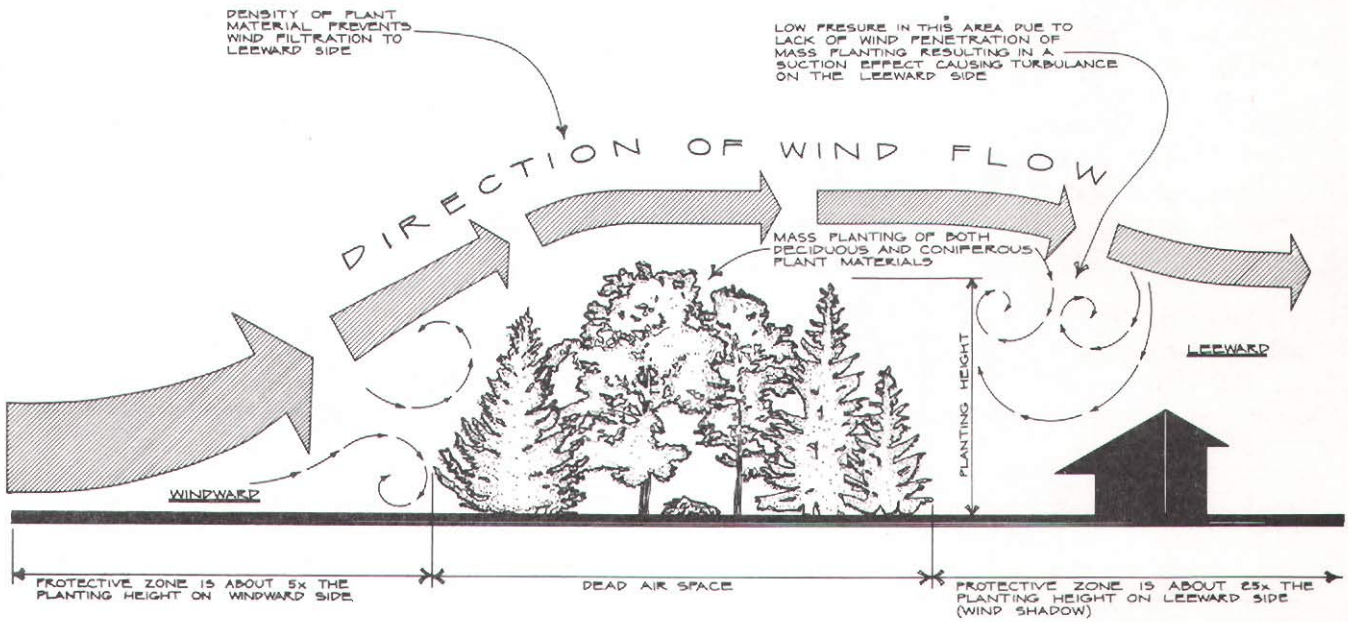
Shade Trees: At least one shade tree of at least 10 feet in height should be planted for each 50 feet of frontage on proposed lots. However, the placement and selection of street tree species should not hamper or interfere with solar access to natural light and air for nearby lots. Appendix B sets forth the species characteristics of selected trees to aid in the selection of trees for landscape planting. However, tree species should be selected, in part, based upon soil conditions and species hardiness to soil conditions, as set forth in Appendix B.

Wind and Landscape Planting: With respect to wind, landscaping should be done so as to minimize winter wind and maximize summer wind effects on structures. Winter wind protection is afforded by planting landscaping of an adequate height on the west of structures. However, if solar access would be blocked, low shrubs should be used to divert or enhance winds. An optimum distance between a winter windbreak and a structure is approximately twice the tree height. A coniferous windbreak that is two rows wide is nearly optimum for efficiency, and additional rows would not significantly increase the effectiveness of a windbreak. Figure 10 illustrates the concept.

Noise and Landscape Planting: Groups of trees, shrubs, and other landscape masses, such as earth berms, can serve as noise barriers and should be utilized where noise could create problems for neighboring land uses. Such landscaped noise barriers are most effective when the barrier is near the noise source or receiver. Under daytime conditions, dense landscape plantings can

Figure 10

LANDSCAPE PLANTING FOR WIND PROTECTION



Source: SEWRPC.

provide noise reductions of 5 to 8 dBA[1] of traffic noise. Also, earth berms 12 feet high, when combined with dense landscape plantings, can reduce truck noise by 10 to 15 dBA. However, landscaped sound barriers can be expected to be less effective at night than during the day since, when surface air is cool (inversions), the noise will be refracted over any noise barrier. Landscape planting noise barriers should be used whenever possible.

Solar Access and Landscape Planting: With respect to solar access, landscaping planted to the south of structures should be short, broad, deciduous species with open twig patterns, affording the passage of light through the branch structure in the winter. Figure 11 illustrates the concept.

Easements

Utility easements of widths adequate for the intended purpose (but not less than 10 feet on each side of all rear lot lines and on side lot lines or across lots) may be required by the City of New Berlin or by utility companies where necessary or advisable. All utilities in residential areas should be underground.

Where a subdivision is traversed by a watercourse, an adequate drainageway or easement should be provided as may be required by the City Engineer, using The Storm Water Drainage Master Plan for the City of New Berlin prepared by J. C. Zimmerman Engineering Corporation in 1974 as a guide. Solar access easements may be incorporated into preliminary and final plats or entered into between individual lot owners.

Stormwater Drainage and Erosion/Sedimentation Control

Stormwater drainage facilities should be adequate to serve the subdivision, and may include curbs and gutters, catch basins and inlets, storm sewers, road ditches, culverts, open channels, water retention structures, and settling basins. The facilities should be of adequate size and grade to hydraulically accommodate design flows through and from the subdivision, and shall be so designed as to prevent and control soil erosion and sedimentation and to present no hazards to life or property. Where feasible, stormwater drainage should consist of landscaped open channels of adequate size and grade to hydraulically accommodate design flows specified by the City of New Berlin's Engineering Department. The design flows shall be subject to review and approval by the City Engineer and should be in conformance with The Storm Water Drainage Master Plan for the City of New Berlin.

Earth-moving activities such as grading, topsoil removal, mineral extraction, road cutting, waterway construction or enlargement, excavation, channel clearing, ditching, drain tile laying, dredging, and lagooning should be so conducted as to prevent erosion and sedimentation and to least disturb the

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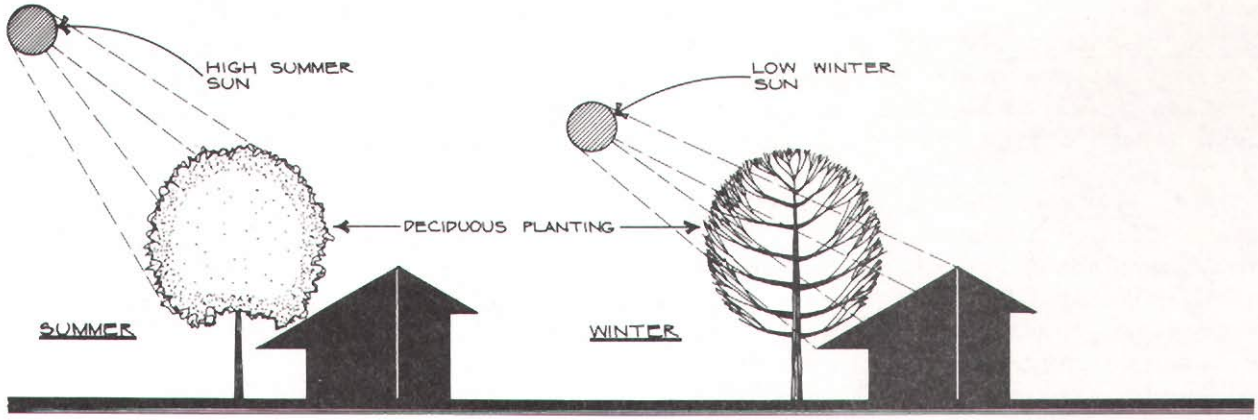
[1]The source of acoustic energy is characterized by its Sound Pressure Level (SPL), usually measured in decibels (dB), by the tonal composition of the noise, and by the variation of SPL in time. Many scales for measuring noise have been devised. Of these scales, the A weighted measure of SPL (written as dBA) is becoming more and more common as a measure of environmental noise. For this measure, the weighting of the tonal composition of the noise is similar to that of the human ear.

Figure 11

DECIDUOUS LANDSCAPE PLANTING AND SEASONAL SOLAR ACCESS



Generally, landscape planting to the south of structures should be broad, deciduous species with open twig patterns affording the passage of light through the branch structure in the winter. The choice of deciduous plantings should be made since they drop their leaves in the fall and allow low winter sun to penetrate their branching structure. In the summer, the deciduous plantings can also provide sun shading of the structure, thus moderating unwanted summer heat gain.

Source: SEWRPC.

natural fauna, flora, watercourse, water regimen, and topography. Construction activities should be planned so that the soil is disturbed a minimal amount of time. Cut and filled lands outside of street rights-of-way should be graded to a maximum slope of 25 percent, or to the angle of repose of the soil, whichever is less.

The subdivider should plant those grasses, trees, and vines--the species and size of which are to be determined by the City or, in the case of trees, those shown in Appendix B--necessary to prevent soil erosion and sedimentation. The City may require the subdivider to provide or install certain protection and rehabilitation measures, such as fencing, slopes, seeding, trees, shrubs, rip-rap, wells, revetments, berms, jetties, clearing, dredging, snagging, drop structures, brush mats, willow poles, and grade stabilization structures.

INDUSTRIAL DEVELOPMENT URBAN DESIGN CRITERIA

Urban design criteria relating to industrial development are proposed for street, block, and lot layouts and arrangements; automobile parking; easements; stormwater drainage and erosion/sedimentation control; and general landscaping.

Industrial Streets

Limitation of Access to Arterial Streets: Whenever proposed industrial land uses abut an arterial street or highway, access from abutting land uses should be sufficiently limited to adequately protect the capacity and safety of the arterial facility. This protection can be accomplished through the separation of through and local traffic, and, where possible, by use of reversed frontage lots. Provision should be made for a planting screen or landscaping in a non-access reservation located along the rear property line of all such reversed

frontage lots. The landscape planting reservation strip should be a minimum of 20 feet wide. Suggested alternative landscape planting designs for these strips are shown in Figure 12.

Street Cross-Sections: Street cross-section design criteria for industrial development are shown graphically in Figure 6. It is recommended that cross-section N, which shows a minimum right-of-way width of 80 feet, be used as the land access street cross-section for industrial development.

Street Grades: Unless necessitated by exceptional topography, the maximum grade of any street in an industrial park should not exceed 3 percent. In addition, the grade of any street should in no case be less than five-tenths of 1 percent. Finally, street grades should be established so as to avoid excessive grading, the promiscuous removal of ground cover and tree growth, and unnecessary leveling of the topography.

Stormwater Drainage and Street Location: Wherever practical, streets should follow lines of natural stormwater drainage.

Street Intersections: Streets should intersect each other at as nearly right angles as topography and other limiting factors of good design permit. In addition, the number of streets converging at one intersection should be held to a minimum, and the distance between such intersections should, generally, not be less than 600 feet for unsignalized intersections or 1,600 to 2,000 feet for signalized intersections. Land access street openings onto arterial streets should be minimized to improve traffic flow and reduce traffic hazard. When a continuous street centerline deflects at any point by more than 5°, a circular curve should be introduced having a radius curvature on the centerline of not less than the following: arterial streets, 500 feet; collector streets, 300 feet; and industrial parkland access streets, 300 feet. A tangent of at least 100 feet in length should be provided between reverse curves on arterial, collector, and industrial parkland access streets. Streets should not necessarily continue across arterial streets. If the distance between the centerline of any street with any intersecting street is less than 250 feet, measured along the centerline of the intersecting street, then the street location should be adjusted so that the distance is increased or the connection across the intersecting street is continuous in alignment, thus avoiding a jog in the flow of traffic.

Half Streets: The platting of half streets should be avoided. Half streets put an unrealistic reliance on the chance that adjacent property owners will develop their properties at the same time. If half streets are allowed and then improved, their narrow width may result in street maintenance and traffic circulation problems.

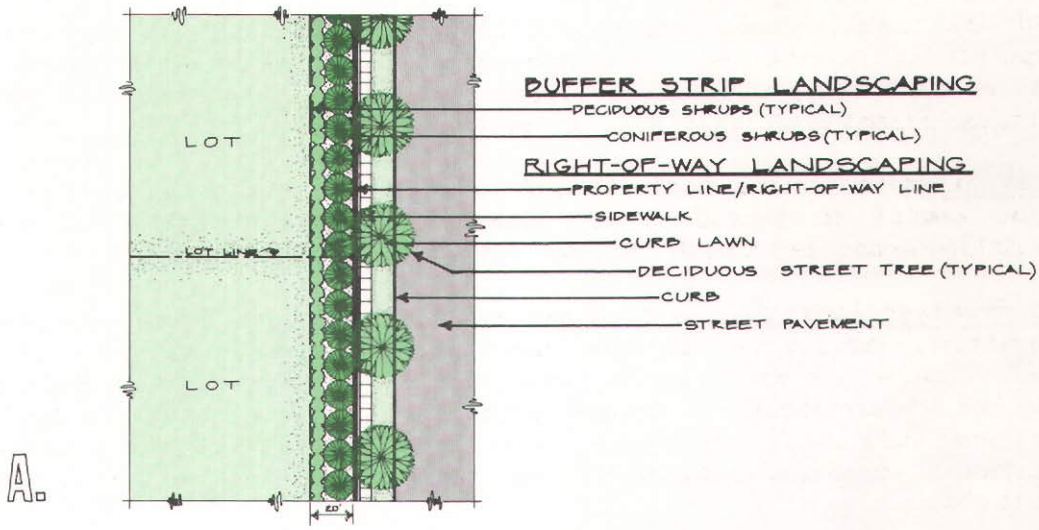
Industrial Blocks

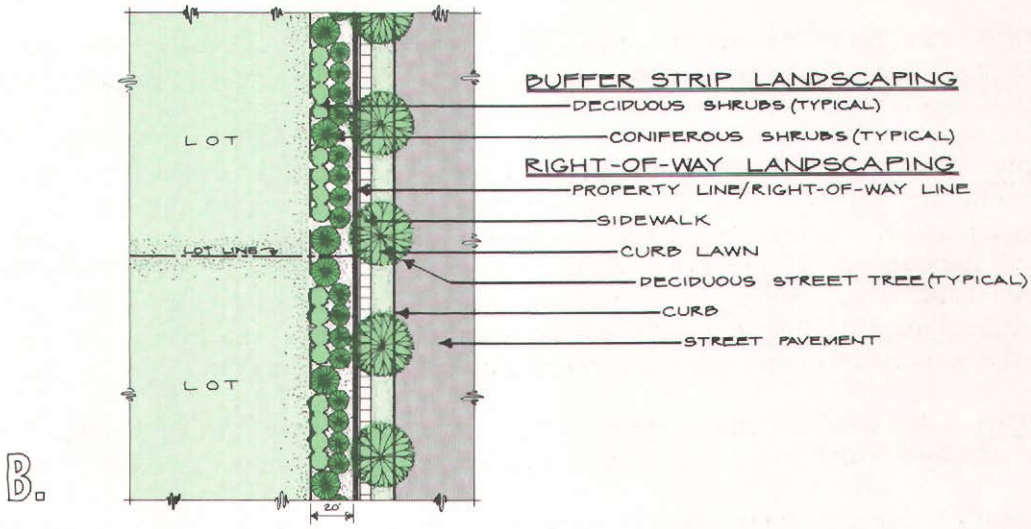
General: The widths, lengths, and shapes of blocks should be suited to the planned industrial use of the land; zoning requirements; the need for convenient access, control, and safety of street traffic; and the limitations of and opportunities provided by the topography.

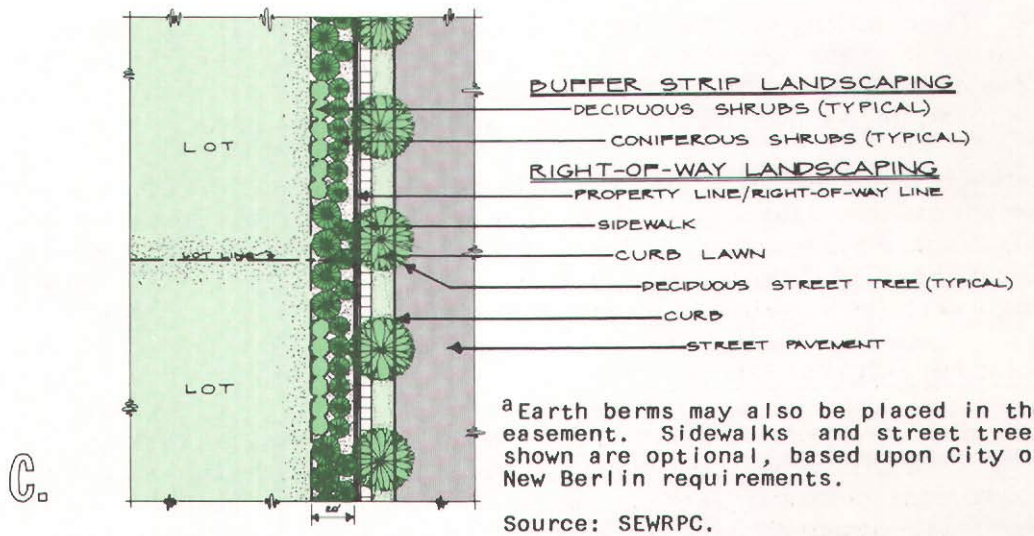
Block Width: Blocks should be wide enough to provide for two tiers of industrial lots of appropriate depth. The width of lots or parcels reserved or designated for industrial use shall be adequate to provide for the off-street service and parking required by the use contemplated and the area zoning restrictions for the use.

Figure 12

MINIMUM ALTERNATIVE LANDSCAPE PLANTING FOR PLANTING SCREENS[a]







[a] Earth berms may also be placed in the easement. Sidewalks and street trees shown are optional, based upon City of New Berlin requirements.

Source: SEWRPC.

Industrial Lots

General: The size, shape, and orientation of lots should be appropriate for the type of development and use contemplated. Lots should be designed to provide an aesthetically pleasing building site and a proper architectural setting for the industrial buildings contemplated.

Side Lot Lines: Side lot lines should be at right angles to straight street lines or radial to curved street lines on which the lots face. Lot lines should follow municipal boundary lines rather than cross them.

Double Frontage Lots: Double frontage or "through" lots should be prohibited except where necessary to provide separation of industrial development from arterial traffic or to overcome specific disadvantages of topography and orientation. Where double frontage lots prove to be a necessary design feature of the industrial development, the lots should face minor streets for access and be provided with sufficient setbacks from major streets to minimize hazards.

Street/Lot Access: Every lot should front, or abut, a public street.

Lot Size: Area and dimensions of all industrial lots should conform (at a minimum) to the requirements of the City of New Berlin Zoning Ordinance for industrial uses.

Lot Depth: The depth of lots or parcels designated for industrial use should be adequate to provide for the off-street service and parking required by the use contemplated. Industrial lots backing onto lands of a lesser intensity of land use should have adequate depth to permit landscape plantings or other design elements to serve as a buffer area between the two land uses. Lot depths which permit the assembly of individual lots to create large parcels of industrial property under one ownership should be encouraged.

Lot Width: Lots within the interior of an industrial block should have the minimum average width required in the zoning districts for the City.

Corner Lots: Corner lots should have an additional width to permit adequate building and facility setbacks from side streets.

Setbacks: No building or portion of any industrial building should be built nearer than 50 feet from the front lot line of any industrial lot. Where industrial use directly abuts residential uses, an open space 50 feet wide should be provided on the industrial lot between the two uses.

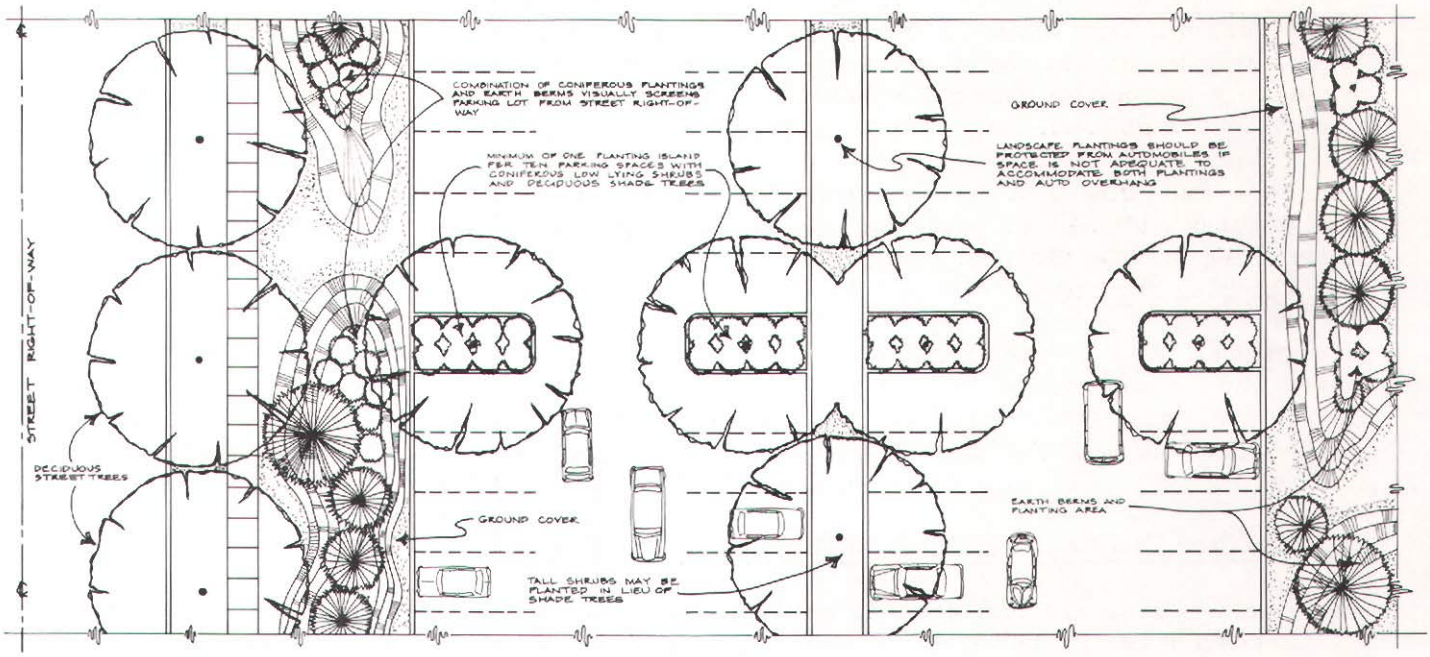
Side Yards: Each building in the industrial park should have a side yard along each side lot line of not less than 10 feet, and the combined total side yards shall not be less than 30 feet. Side yards on all street sides of corner lots should be 37-1/2 feet. The parking or storage of trucks, products, or equipment should be prohibited in any side yard.

Automobile Parking Lot Design Criteria

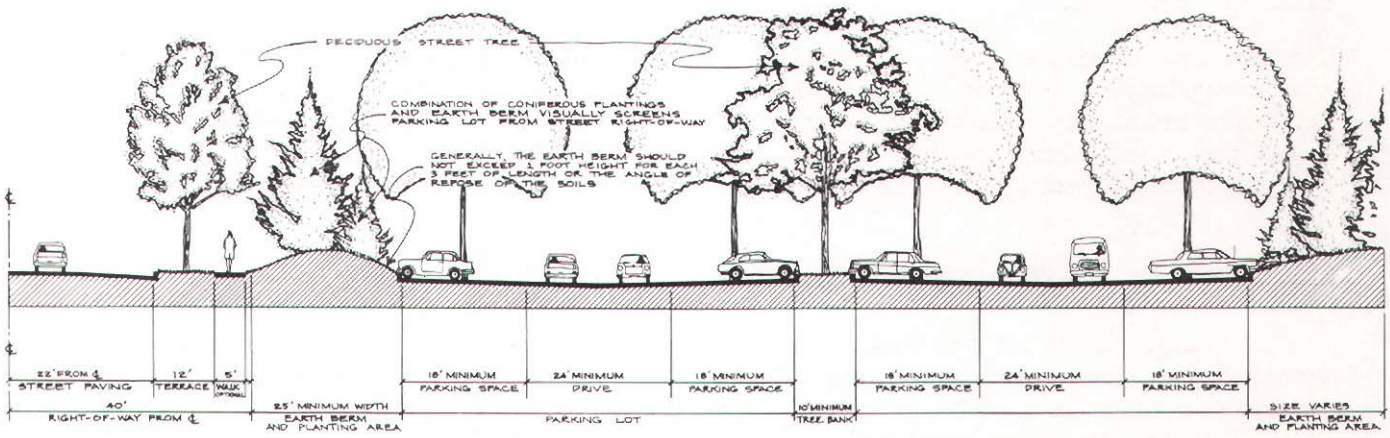
Placement of Off-Street Parking Lots: Employee off-street parking should not be permitted within the front yard setback line of any industrial lot. However, visitor or customer parking may be allowed within the front setback from the street right-of-way line when approved by the City Plan Commission.

Figure 13

LANDSCAPING OF INDUSTRIAL-RELATED AUTOMOBILE PARKING LOTS



PLAN



SECTION

Source: SEWRPC.

Parking Spaces: One parking stall of not less than 180 square feet, excluding drives and parking stall access area, should be provided on each industrial property for each 1,200 square feet of building area or for every three employees on a maximum shift, whichever amount constitutes the greater number of parking stalls. Parking stalls should be added on each property as needed to accommodate all employees as building facilities expand.

Parking Lot Landscaping: Landscaping should be provided for automobile parking lots in a manner similar to that illustrated in Figure 13.

Easements

Utility Easement: Utility easements of widths adequate for the intended purpose but not less than 10 feet on each side of all rear lot lines and on side lot lines or across lots, may be required by the City of New Berlin where necessary or advisable for electric power and communication wires and conduits; storm and sanitary sewers; and gas, water, and other utility lines.

Where a land division is traversed by a watercourse, drainageway, or street, an easement should be provided for drainage purposes of a width and alignment specified by the City Engineer in conformance with The Storm Water Drainage Master Plan for the City of New Berlin.

Pedestrian Ways: Pedestrian ways in wooded and wetland areas of an industrial park should not exceed 10 feet in width unless otherwise approved by the City of New Berlin, and should be designed and constructed so as to result in the least removal and disruption of trees and shrubs, in the minimum disturbance of the natural soil, and in the minimum impairment of natural beauty.

Stormwater Drainage and Erosion/Sedimentation Control

Stormwater drainage and erosion/sedimentation control should be in conformance with the design criteria for residential development set forth earlier in this chapter, and should be in conformance with The Storm Water Drainage Master Plan for the City of New Berlin.

General Landscaping

The general landscaping design criteria developed in this chapter for residential development are also applicable to industrial development. These design criteria relate to soils and landscape tree planting, cutting and clearing of existing vegetation, paths, street trees, wind and landscape planting, noise and landscape planting, solar access and landscape planting, and open space.

COMMERCIAL DEVELOPMENT URBAN DESIGN CRITERIA

Urban design criteria for commercial development are proposed with respect to vehicular circulation, the limitation of arterial highway vehicular access, parking lot access from arterial streets, pedestrian circulation, land use spatial considerations, internal site circulation, onsite parking areas, landscaping and site development, and architectural design.

Vehicular Circulation

The vehicular circulation system should be developed for easy access to the commercial parking facilities from the community. Vehicular and pedestrian conflicts should be avoided where possible and, where conflicts cannot be totally avoided, they should be minimized. Arterial streets and highways should be designed in accordance with Figure 6.

Limitation of Arterial Highway Vehicular Access

Arterial Highway Access and Street Intersections: No new direct public or private access should be permitted to an arterial street or highway within 100 feet of the intersection of the right-of-way lines of another arterial

street; and, where land parcel size permits, no new direct public or private access should be permitted to an arterial street or highway within 250 feet of the intersection of the right-of-way lines of another arterial street, as shown in Figure 14.

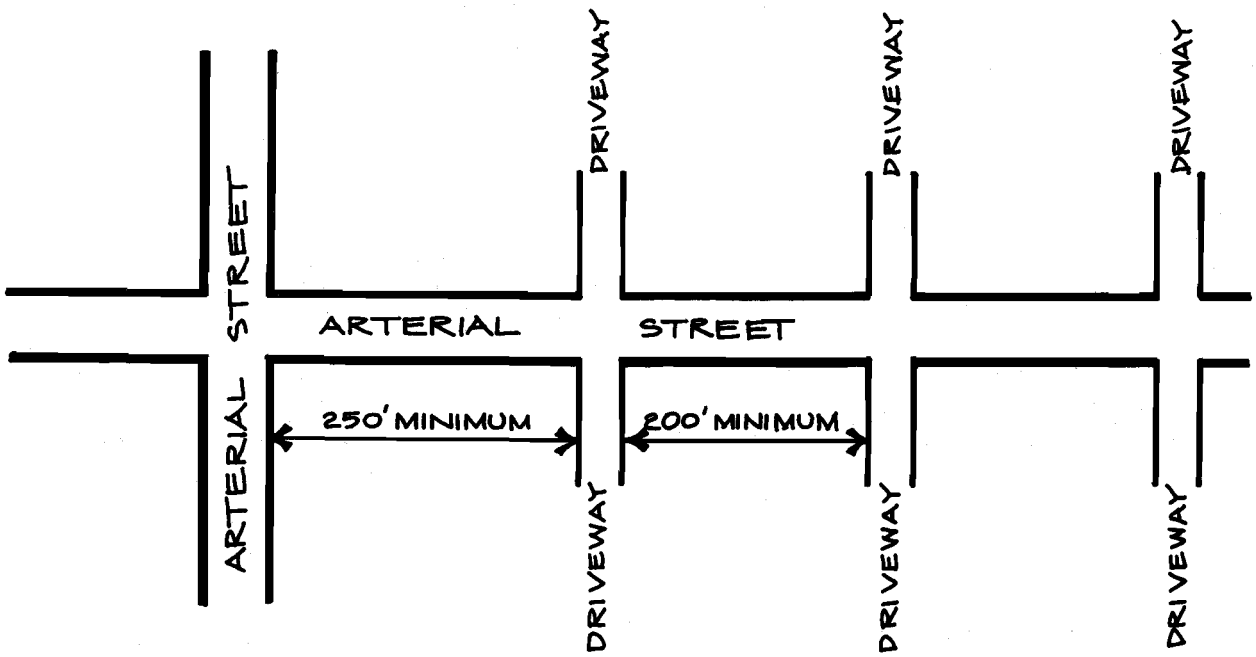
Arterial Highway Access Barriers: Access barriers such as curbing, fencing, landscaping, or other topographic barriers should be erected to prevent undesirable vehicular ingress or egress to arterial streets or highways and to properly and safely channelize traffic movements. When landscaping is used as an access barrier, the width of such landscaped area should be a minimum of 10 feet, as shown in Figure 15.

Reversed Frontage Lots to Limit Arterial Highway Access: Access to arterial highways from abutting lands should be limited to adequately protect the capacity and safety of the arterial. This protection can be accomplished, in part, through the use of reversed frontage lots and the limitation of street and private drive intersections with the arterial highway, and by requiring a minimum lot width frontage along the arterial. Figure 7 illustrates the reversed frontage lot concept.

Driveways and Land Access Streets: Driveways should be spaced a minimum of 200 feet apart, as shown in Figure 13, and where such spacing cannot be readily achieved, joint access with adjoining property should be encouraged. Also, the number of intersections of streets along arterial streets and highways should be held at a minimum, with the distance between such intersections generally being not less than 1,200 feet. Streets and land access driveways should intersect each other at as nearly right angles as topography and other limiting factors of good design permit. Driveway entrances along both sides

Figure 14

ARTERIAL HIGHWAY ACCESS AND STREET INTERSECTIONS



Source: SEWRPC.

of an arterial should be aligned as illustrated in Figure 16, which will assist in reducing the number of driveways needed and limit some of the confusion caused by unaligned driveways. Also, the use of shared driveways and parking lots in commercial areas should be promoted, as shown in Figure 17. The use of looped land access streets or drives can also assist in reducing the number of driveway intersections along an arterial, as illustrated in Figure 18.

Parking Lot Access from Arterial Streets

Parking Visibility from Arterial Streets: Commercial parking lots should be clearly visible from an arterial street or highway, have clearly marked entrances and exits, and be visually distinguished from public rights-of-way.

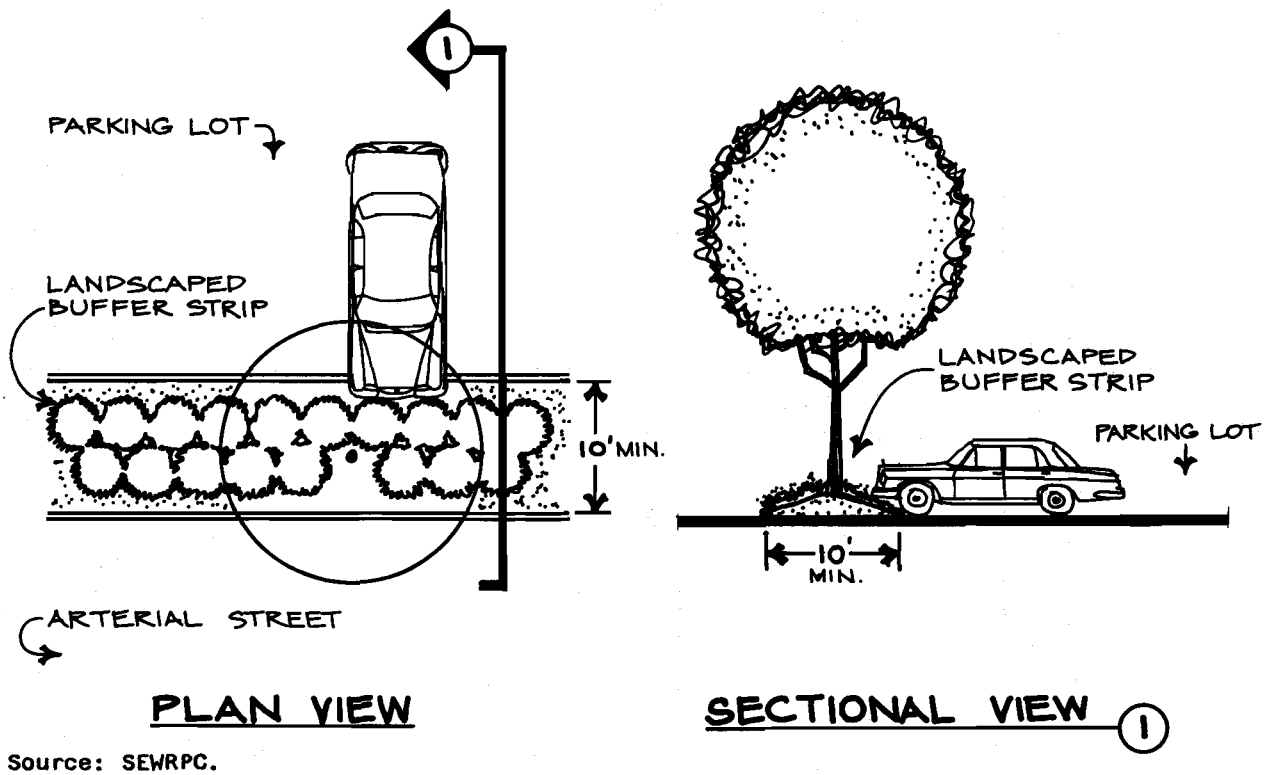
Off-Street Parking: All parking areas serving commercial development should be off-street. Parking perpendicular to arterial street rights-of-way with direct access to the right-of-way without a service drive should be prohibited.

Pedestrian Circulation

The pedestrian movement system in commercial areas should form linkages between the various commercial activities and commercial sites. The system should not conflict with vehicular circulation; if conflicts cannot be totally avoided, they should be minimized. Spatial sequences, visual aspects, and pavement texture should also be taken into consideration in the placement of sidewalks so that the pedestrian is offered a variety of visually pleasing experiences

Figure 15

MINIMUM DESIGN OF LANDSCAPED HIGHWAY ACCESS BARRIERS



Source: SEWRPC.

which add to the overall enjoyment of the commercial area. A recommended minimum sidewalk width is five feet. Provisions for the handicapped in sidewalk construction should also be made. In commercial strip areas, a pedestrian path system should be provided on both sides of the arterial where there are activities on both sides of the arterial, and a pedestrian crossing of the arterial should be provided at least every 400 feet (preferably every 200 feet) in areas of moderate to heavy pedestrian flow.

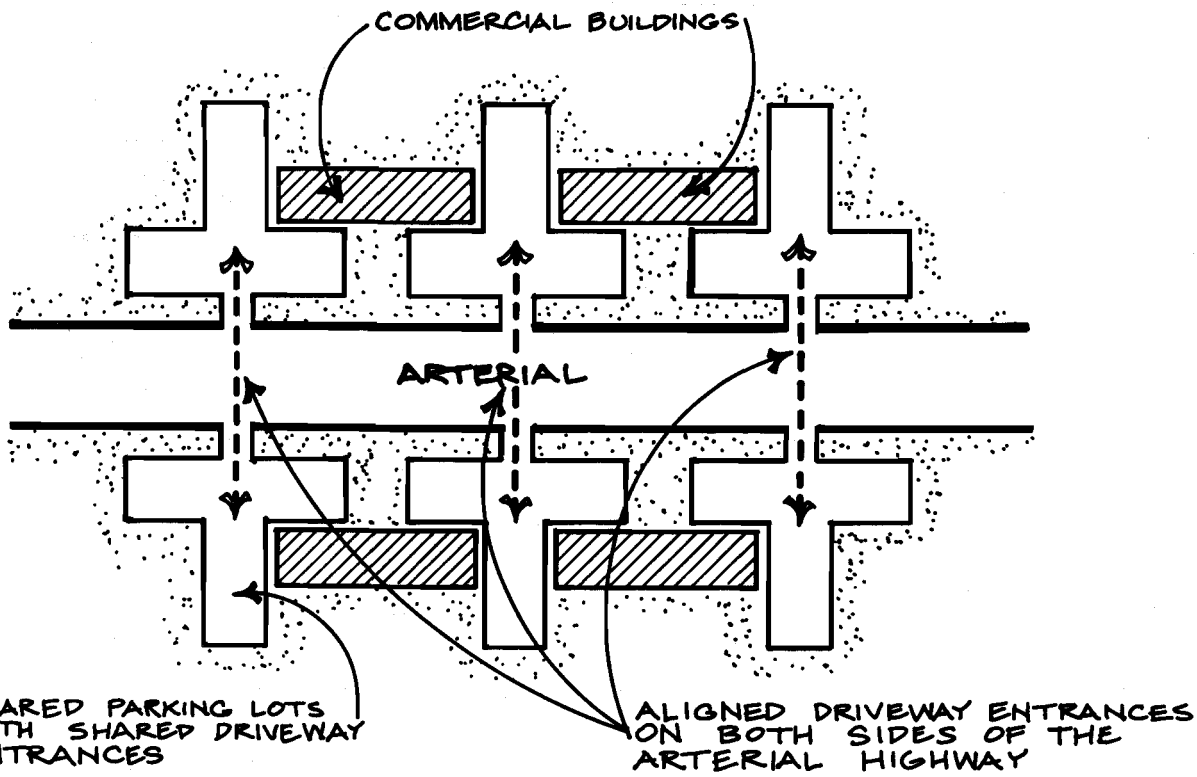
Land Use Spatial Considerations

Commercial Business Clustering: Businesses with similar characteristics should form commercial clusters and locate within proximity of one another in order to better define identifiable commercial areas for the user, provide functional linkages of similar business types, reduce distances, and provide circulation linkages for both vehicular and pedestrian traffic, as illustrated in Figure 19. Businesses may be so located forming the following five general types of clusters:

1. Shopping centers and other retail sales and services characterized by onsite parking for customer automobiles and a shopping environment geared to pedestrians. Uses in this category include general merchandise stores, food stores, apparel and accessory stores, drug stores, department stores, gift shops, personal services, banks/savings and loan institutions, and restaurants (not drive-in or drive-through).

Figure 16

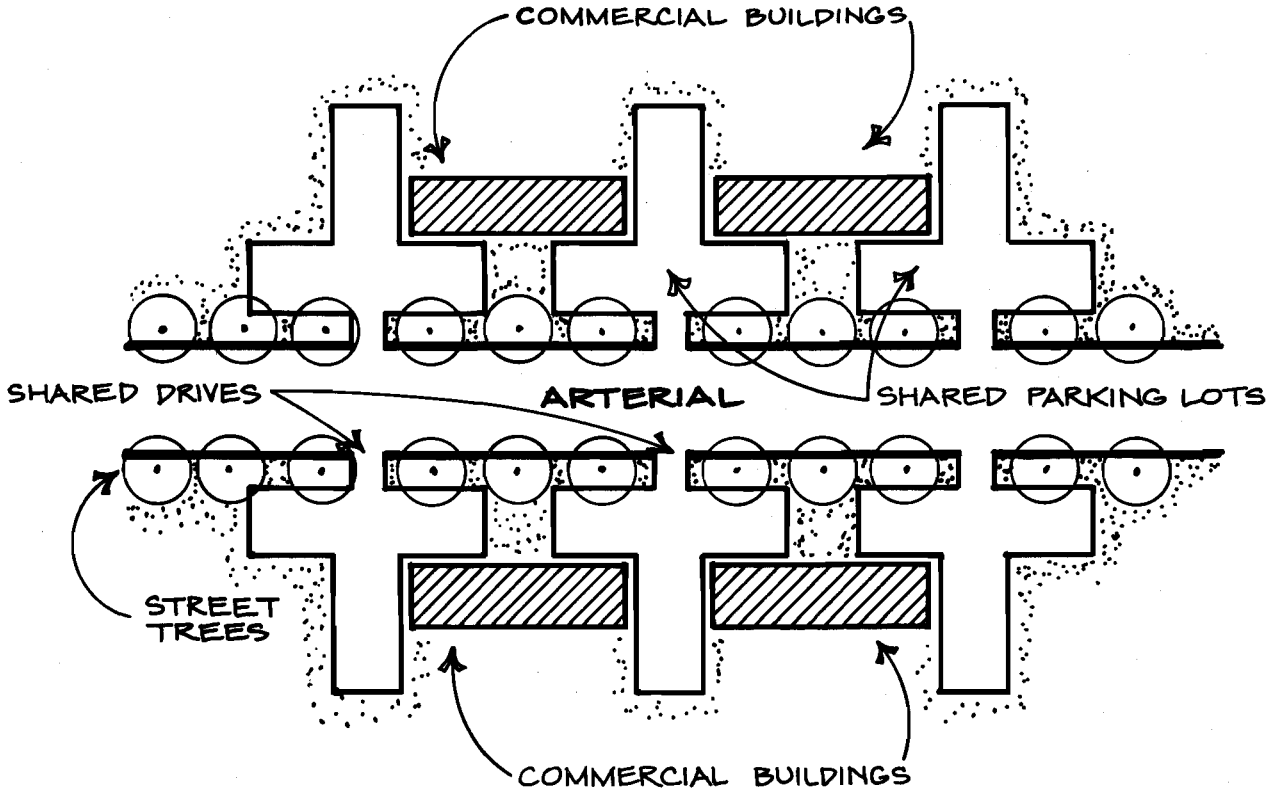
DESIRABLE DRIVEWAY ALIGNMENT ALONG ARTERIAL STREETS IN COMMERCIAL AREAS



Source: SEWRPC.

Figure 17

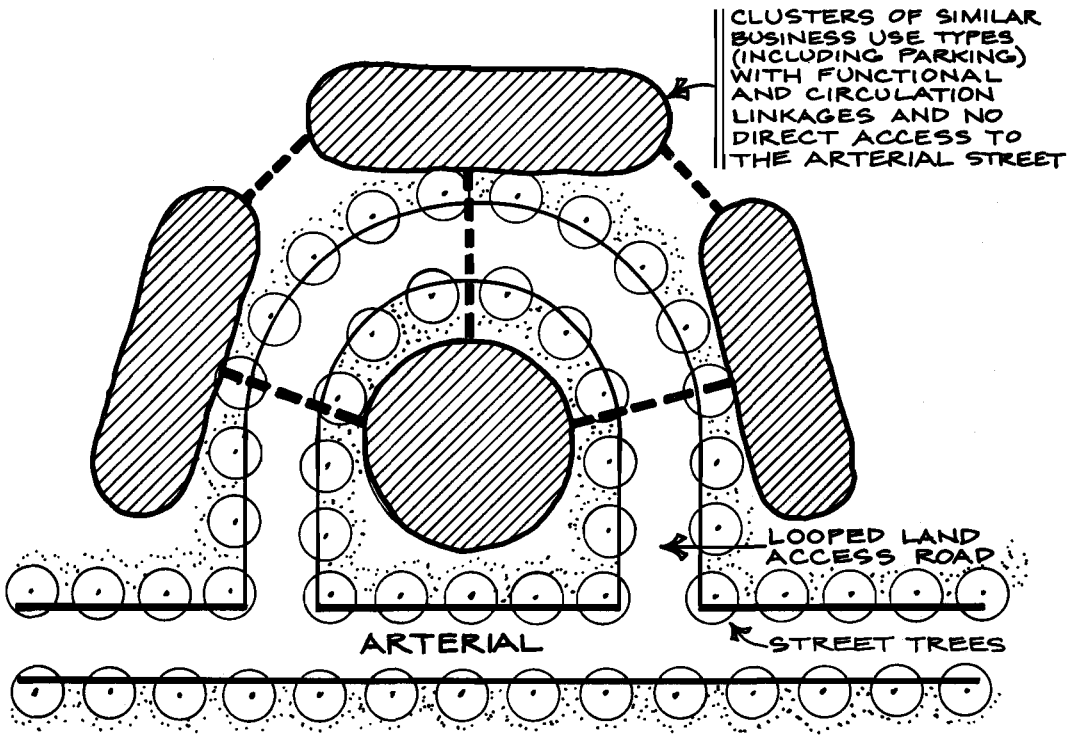
DESIRABLE USE OF SHARED DRIVEWAYS AND PARKING LOTS IN COMMERCIAL AREAS



Source: SEWRPC.

Figure 18

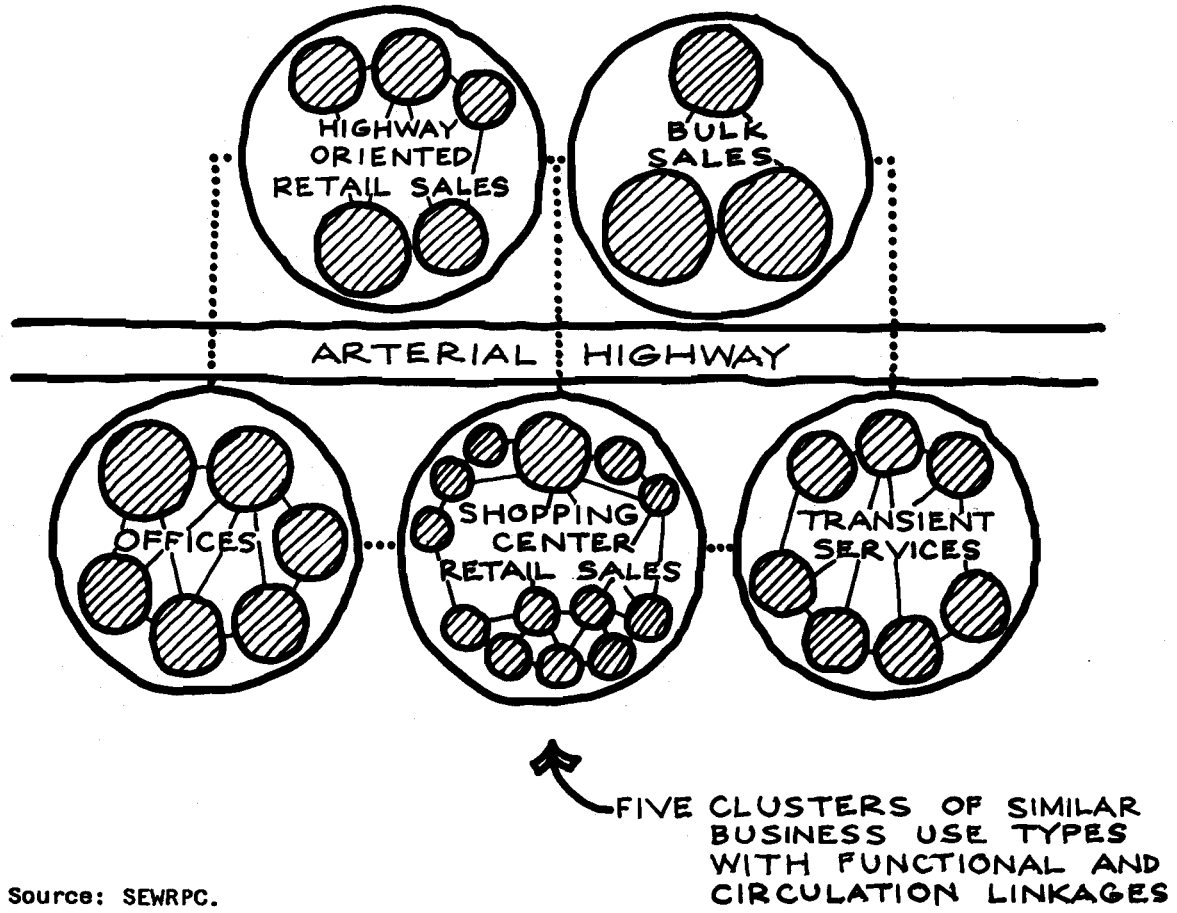
DESIRABLE LOOPING OF LAND ACCESS STREETS IN COMMERCIAL AREAS



Source: SEWRPC.

Figure 19

CONCEPTUAL SKETCH OF CLUSTERED COMMERCIAL AREAS ALONG AN ARTERIAL HIGHWAY



Source: SEWRPC.

2. Offices, including professional offices, medical offices, dental offices, clinics, and printing and photo reproduction services.

3. Large floor-area retail sales characterized by onsite parking for customer automobiles, customer off-street loading facilities, and a limited pedestrian-oriented shopping environment. Uses in this category would include furniture sales, appliance sales, factory outlet stores, and garden centers.

4. Automobile-oriented retail sales and services characterized by sales and service to commercial customers. These types of commercial uses are not pedestrian-oriented onsite. Uses in this category include gasoline stations, automobile sales/service, bowling alleys, car washes, drive-in theaters, drive-in banking, drive-in drive-through restaurants, and motels.

5. Bulk sales and construction services characterized by onsite parking for customer automobiles, onsite outdoor areas for merchandise storage and sales, customer off-street loading facilities, and open outdoor pedestrian areas for bulk sales of merchandise. Uses in this category include building supplies sales, equipment sales, septic system service, and LP gas sales/storage.

Minimum Commercial Lot Sizes: Minimum lot sizes in certain designated commercial areas along arterial streets and highways should be one acre, with minimum frontage of 150 feet. Commercial lot sizes should meet at least minimum lot size requirements specified by the City Zoning Ordinance.

Land Use Buffers: Commercial land uses should be buffered from adjacent noncompatible land uses (such as residential, industrial, and institutional land uses) by either natural or man-made means, such as distance, landscaping, fencing, or walls.

Internal Site Circulation

Vehicular Circulation Between Adjacent Properties: Provision should be made for circulation between adjacent commercial uses through coordinated land access drives and/or jointly used parking lots.

Onsite Vehicular Circulation: The vehicular circulation system within and around separate parcels of land should be developed so as to provide easy access to parking facilities from the larger community without destroying the safety or capacity of arterials. Vehicular pedestrian conflicts should be avoided where possible and, where conflicts cannot be totally avoided, they should be minimized. Also, delivery and service circulation patterns on the site should not conflict with customer circulation.

Onsite Queued Vehicle Storage: There should be sufficient onsite space to accommodate at least three queued vehicles waiting to park or exit the parking lot without utilizing any portion of the arterial street right-of-way or in any other way interfering with arterial street traffic and safety. For drive-up services, queuing area to accommodate a minimum of 10 vehicles onsite should be provided.

Onsite Parking Areas

Parking Lot Surfacing: All off-street parking areas should be graded and hard surfaced so as to be dust free and properly drained. The aisles and parking spaces of any parking area for more than five vehicles should be clearly marked in order to distinguish between parking stalls and vehicular circulation areas. Minimum dimensions for parking lots are shown in Figure 20.

Parking Space Size: The size of each parking space should be not less than 180 square feet, exclusive of the space required for ingress and egress to the parking space.

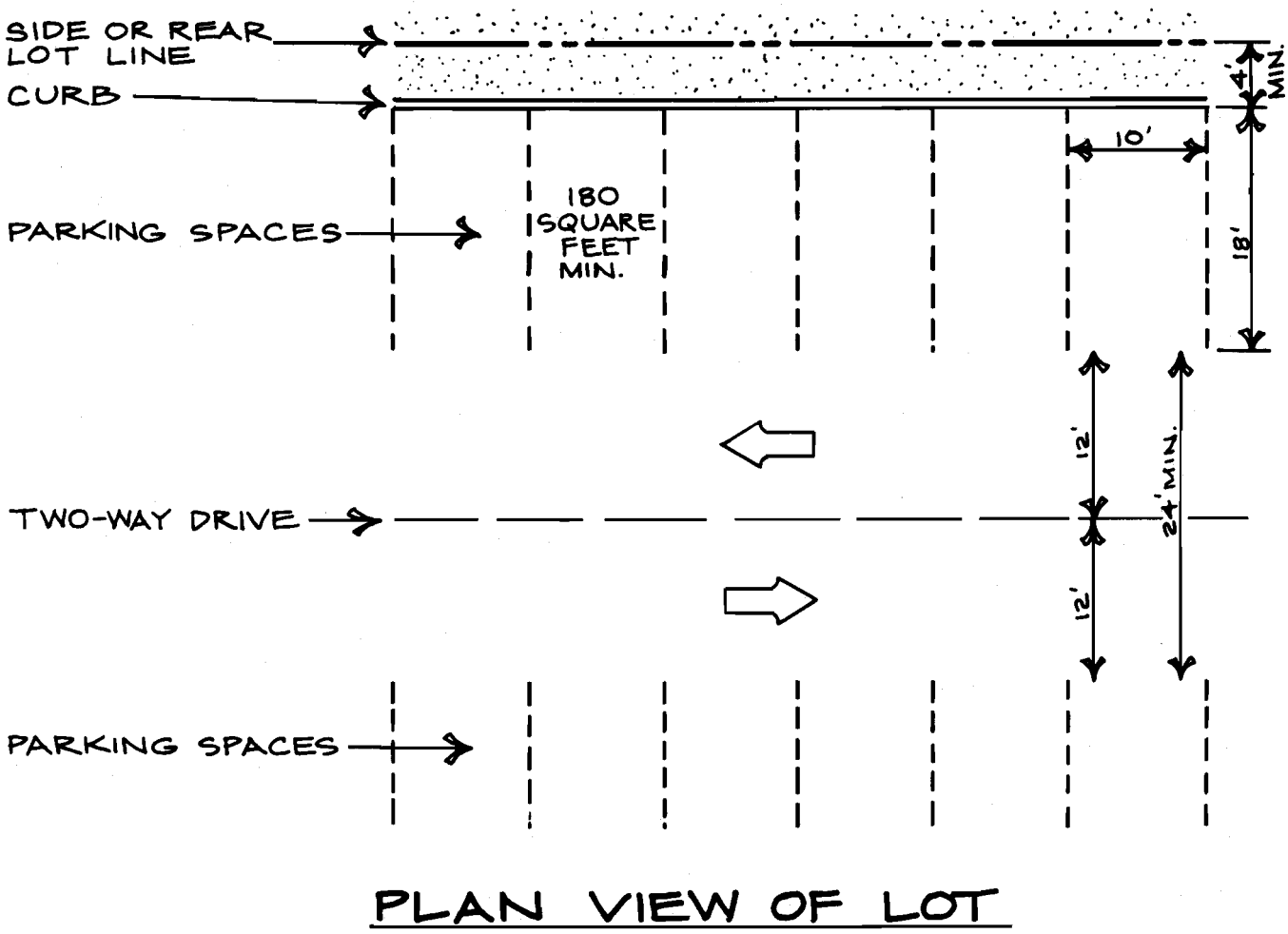
Number of Parking Spaces: Parking spaces should be provided in sufficient number to meet the requirements of the City Zoning Ordinance. Parking spaces shall also be provided to serve the handicapped.

Parking Lot Drive Width: Parking lot drives should be a minimum of 24 feet wide for two-way traffic and at least 12 feet wide for one-way traffic.

Parking Curbs and Barriers Near Side and Rear Lot Lines: Curbs or barriers should be installed a minimum of four feet from side and rear property lines so as to prevent the parked vehicles from extending over any lot lines and to provide a minimum space for visual screening when needed.

Figure 20

MINIMUM DESIGN DIMENSIONS FOR COMMERCIAL PARKING LOTS



Source: SEWRPC.

Parking Lot Lighting: Parking lot lighting in commercial areas should serve four purposes. First, the lighting should provide for the safe movement of pedestrian and vehicular traffic. Second, it should aid in the provision of an environment which promotes security and crime prevention. Third, the lighting should aid in creating an aesthetically pleasing environment at night, as well as during the daylight hours. Fourth, the lighting should assist in promoting the use of the commercial facilities both day and night.

Recommended illumination for commercial parking areas should be about 1.0 foot-candle.[2] All other outside lighting should be arranged and shielded to prevent glare or reflection, nuisance, inconvenience, or hazardous interference of any kind on adjoining streets or residential properties.

Parking Lot Location: Parking lots should be so located on the site as to minimize customer walking distances to the facility which the parking lot serves.

Onsite Service and Loading Areas

Service and loading areas should be located for easy service vehicle access. Service and loading areas should not conflict with pedestrian or general vehicular traffic in the area. Also, service and loading areas which are generally not aesthetically pleasing should be so oriented or designed as to obscure visual contact from the customers of the area.

Landscaping and Site Development

Shade Trees Location: At least one shade tree of at least six feet in height should be planted for each 50 feet of frontage. Columnar varieties of shade trees may require shorter distances between plantings.

Urban Landscape Plant Selection: Landscape plantings are an important part of an attractive commercial area. Landscape plantings have functional as well as aesthetic characteristics which would improve a commercial area to a great extent. Plantings of trees and shrubs can provide shade and shelter, act as limited noise buffers and visual screens, assist in the channeling of pedestrian and vehicular traffic, act as windbreaks, and decrease insolation (incoming solar radiation) before it reaches the ground, thus preventing re-radiation (long-wave radiation) from asphalt and concrete surfaces. As discussed earlier, a general landscape guide for tree planting in the City of New Berlin is shown in Appendix B, and should be used in the selection of well-suited landscape plant materials for the City of New Berlin.

Parking Lot Landscaping: All off-street parking areas which serve five vehicles or more should be provided with accessory landscape areas totaling not less than 5 percent of the total surfaced parking area. The minimum size of each landscape area should not be less than 180 square feet. Location of landscape areas, plant materials, and protection afforded the plantings, including curbing and provision for maintenance, should be considered. Plans for such proposed parking areas should include a topographic map or grading plan which shows existing and proposed grades and the location of improvements. Existing trees, shrubs, and other natural vegetation in the parking area may be included in the required minimum landscape area. Those parking areas for five or more

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[2]Recommended standards from the U. S. Department of Transportation, Federal Highway Administration's Roadway Lighting Handbook, Washington, D. C.: U. S. Government Printing Office, December 1978, p. 118. The recommended illumination value shown is meaningful only when designed in conjunction with other elements. The most critical elements are luminaire mounting height, spacing, transverse location of luminaires, luminaire selection, traffic conflict areas, border areas, transition lighting, alleys, and roadway lighting layouts.

vehicles, if adjoining a residential use, should be screened from such uses by a solid wall, fence, dense evergreen planting, or other effective means, built and maintained at a minimum height of six feet. Off-street parking should not be closer than 10 feet to the base building setback lines as determined by the City Zoning Ordinance. Landscaping elements should be placed where they will not interfere with the act of parking, parking lot maintenance, vehicular egress and ingress, or snow removal.

Areas of Existing Vegetation: Every effort should be made to protect and retain existing trees, shrubbery, vines, and grasses not actually growing in public roadways, drainageways, paths, or trails. Trees should be protected and preserved during construction in accordance with sound conservation practices, including the preservation of trees by the use of wells, islands, or retaining walls whenever abutting grades are altered to the extent that an existing tree could be damaged or destroyed.

Site Furniture and Amenities: Site furniture and amenities include a myriad of man-made objects which have the functions of serving pedestrian needs and adding visual variety in a commercial area. Site furniture and amenity items include lighting luminaires and posts, plant containers, street seating, fences and gates, handrails, drinking fountains, water fountains, sculpture, clocks, play equipment, bicycle racks, garbage receptacles, fire hydrants, telephones, bollards, kiosks, newspaper boxes, sunshading devices, parking meters, and signage. The design and placement of such items should contribute to the overall design theme of the commercial area, serving an aesthetic function as well as a utilitarian function, while adding a sense of design continuity and human scale.

Above-Ground Utility Cables

The location or relocation of above-ground utilities underground should be considered, since these wires detract from the overall appearance of the commercial area and typically add to visual clutter.

Utility Easements: Utility easements of widths adequate for the intended purpose, but not less than 10 feet on each side of all rear lot lines and on side lot lines or across lots, may be required by the City of New Berlin where necessary or advisable for electric power and communication wires and conduits; storm and sanitary sewers; and gas, water, and other utility lines. Where a land division is traversed by a watercourse, drainageway, or street, an easement should be provided for drainage purposes of a width and alignment specified by the City Engineer in conformance with The Storm Water Drainage Master Plan for the City of New Berlin.

Stormwater Drainage and Erosion/Sedimentation Control: Stormwater drainage and erosion/sedimentation control should be in conformance with the design criteria established in this chapter for residential development, and should be in conformance with The Storm Water Drainage Master Plan for the City of New Berlin.

General Commercial Area Maintenance: A complete and thorough public maintenance program for public lands, as well as individual private maintenance programs in the commercial areas, should be established in order to ensure attractiveness. Improvements to buildings and their continued positive appearance is dependent upon proper maintenance attitudes and procedures. However,

during the urban design process, certain future maintenance requirements should be considered. These include the provision of easy access for window and building facade cleaning, painting, and repairing and the selection of building materials with consideration of their durability and future maintenance requirements. Maintenance programs should be established for the watering, maintenance, and pruning of any landscape planting areas; the cleaning up of litter and emptying of trash containers in a timely fashion; the sweeping, cleaning, and repairing of paved surfaces; and the care and maintenance of site furniture, the replacement of broken and/or vandalized parts, and the replacement of burned-out light bulbs.

Architectural Design

Commercial Streetscape Facades: The structural shapes of buildings and their proportions, the placement of openings such as doors or windows, the placement of signs, and various other building details all contribute to the overall commercial streetscape appearance. Although the building facades of two adjacent buildings may be different, their overall appearance can be made compatible through the proper use of these visual elements. Individual building facade treatment plans should be developed based, in part, upon the design character of the surrounding commercial area and the various urban design criteria developed herein, thus assuring a degree of compatibility of architectural design with neighboring structures.

Front Yards, Rear Yards, and Side Yards: Front, rear, and side yards should be kept clean and proper garbage receptacles used. Other unsightly features should be covered from view in a creative fashion. Entrances which are used by the general public should provide a walkway which exhibits safe and attractive features, including landscape plantings when practicable. Where a building site and/or yard is exposed to public view, consideration should be given to its impact on the surrounding area. Setbacks in commercial areas should be determined based on the City of New Berlin Zoning Ordinance.

Urban Scale and Mass: The relative proportion or scale of a building to its neighboring buildings, of a building to the pedestrian or observer, or of a building to the surrounding area in general should be considered when new commercial buildings are built or when existing commercial buildings are remodeled or altered. Visual elements which contribute to this overall scale and mass in commercial areas include the visual rhythm and proportion of the elements of the building facades, the architectural detailing, the visual directional emphasis of the streetscape (which can either be horizontal or vertical line direction), the symmetrical or asymmetrical character of the building facades, the mass of individual buildings, the presence or absence of landscape planting materials, the size and configuration of site open spaces, the use of building materials, the use of color, building height and width, and the presence or absence of street furniture. These elements of urban scale and mass should be considered whenever possible to create an attractive environment. Figure 21 illustrates the relationship of urban scale to the commercial streetscape.

Streetscape Rooflines and Roof Shapes

The upper edges of building roofs or rooflines visually define the upper edge or height of the buildings and/or streetscape. The visual continuity of roofline urban design elements should be maintained, if warranted, and building

development or redevelopment with opposing rooflines should be discouraged. Figure 22 illustrates the relationship of rooflines and roof shapes to an overall commercial streetscape.

Materials: Material selection for both architectural and landscape design in commercial areas should be based upon several areas of concern, including material unity, the atmosphere desired, the material composition of surrounding buildings and landscape features, the material compatibility with other materials, and climatic considerations. Conflicting material use and relationships such as those shown in Figure 23 should be avoided.

Colors: The selection of colors for privately owned commercial buildings is generally an individual decision. However, the use of colors does have significant effect upon the overall appearance of a commercial area. Colors should be selected based upon both the colors of the surrounding man-made environment and the natural environment. Colors which clash with the overall visual character of the commercial area should be avoided and discouraged.

Architectural Details: Architectural details and building ornamentation (if present) often represent historic elements of architecture and are important components of the overall character of a commercial area. The distinctiveness of older commercial buildings is directly associated with their architectural details. Unsympathetic design changes on a building can destroy both the architectural character of a building and the overall commercial streetscape as well. Significant architectural details, where they exist, should not be lost in rehabilitation or "modernization" of existing buildings. Remodeling efforts should attempt to retain any rich architectural details. However, efforts to transform an existing building into an earlier period through the use of details that were not originally used on the structure do not usually retain the original architectural integrity of the building. Consequently, if there is an introduction of modern detail or a mixture of old and new parts on the building, the overall visual character of the building should not be spoiled.

Accessory Buildings: Accessory buildings and structures in commercial areas should be compatible with principal structures in terms of building facade character, scale and mass, rooflines and roof shapes, materials, colors, and architectural details, particularly if these accessory structures are visible from public areas.

Mechanical Equipment for Commercial Buildings: Mechanical equipment visible from public areas should be installed to be unobtrusive and/or shielded from view. Rooftop and grade-level mechanical equipment should be effectively screened from public view.

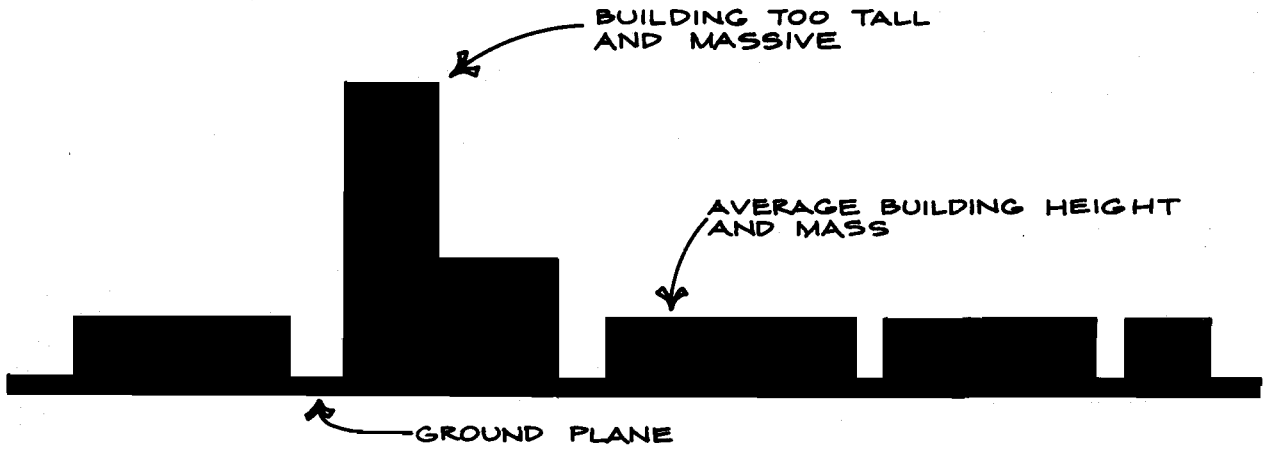
SIGNAGE IN THE CITY

General

In addition to conforming with the rules and regulations of the sign ordinance, signs should be designed so that they are in keeping with the overall character of the commercial area and its buildings. Lettering on signs should be functional as well as visually pleasing. Truly functional lettering is of

Figure 21

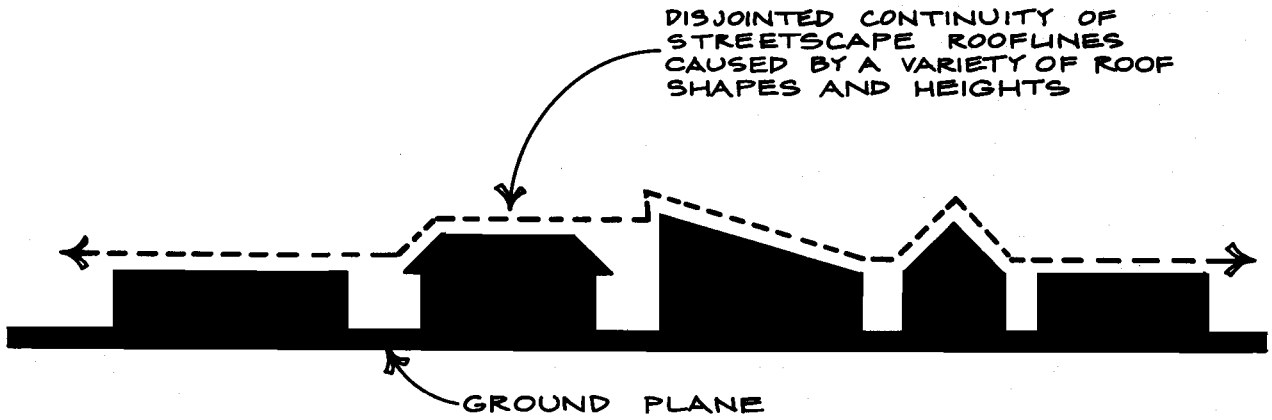
URBAN SCALE AND MASS OF COMMERCIAL BUILDINGS



Source: SEWRPC.

Figure 22

COMMERCIAL STREETSCAPE ROOFLINES AND SHAPES



Source: SEWRPC.

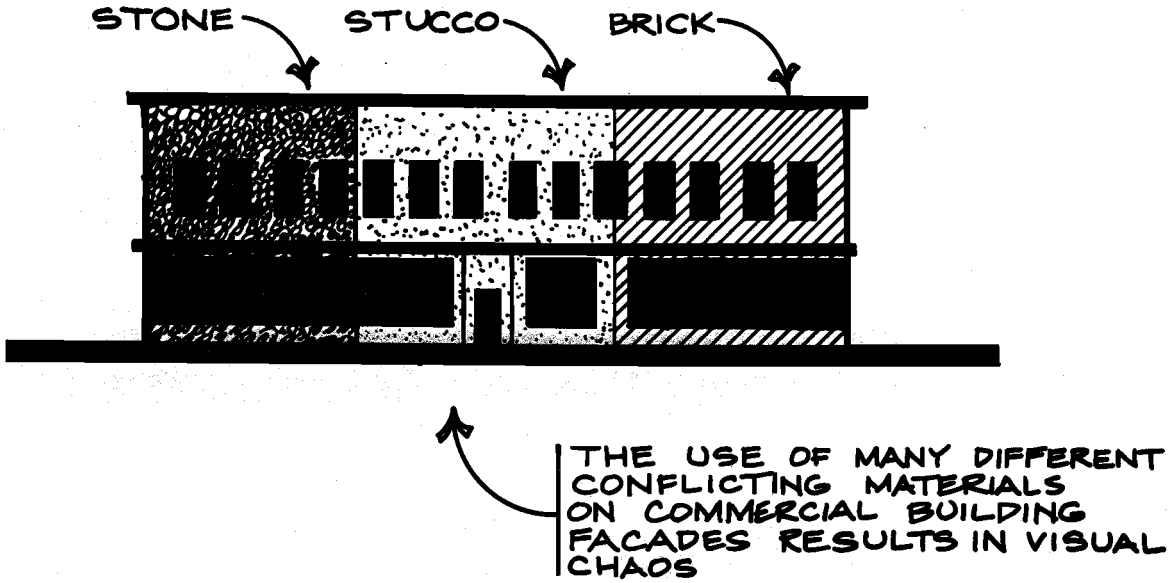
a typeface which is properly spaced, is easy to read, and makes its message clear from the distance it is intended to be read. Generally, the fewer the words on the sign face, the more likely people will be able to read the sign with ease.

Street Signs

Street signs should be located at each street intersection and should be legible for all user groups.

Figure 23

USE OF MATERIALS ON COMMERCIAL STREETSCAPE FACADES



Source: SEWRPC.

Parking Lots

The entrances and exits of parking lots for more than five automobiles should be clearly identified with a standarized graphic symbol, if required by the City Plan Commission.

Building Signs

Residential Buildings: Residential signs should be limited to one sign per residence for a home occupation. The size of the sign should not exceed six square feet in area, and the sign should not be illuminated.

Industrial and Commercial Buildings: The maximum number of signs for industrial and commercial buildings should be one wall sign and one ground sign per building per street frontage. For multi-tenant industrial and commercial buildings, the wall sign should be a building name and the ground sign should be a building directory which lists all the occupants of the building.

Building Addresses: Building addresses should be placed in a standardized location with an established minimum size so that they are easily legible from a moving automobile.

Sign Size: The square-foot size of a sign should not exceed the length of the building facade to which it is mounted. The design of the sign should be coordinated with the architectural design of the building upon which it is placed.

Sign Height: The maximum height for all ground signs should be 14 feet. Signs attached to buildings should not exceed the roof height or 14 feet, whichever is greater.

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Chapter VI

YEAR 2000 COMMUNITY LAND USE AND FACILITY REQUIREMENTS

INTRODUCTION

The objectives, principles, and standards, and related urban design criteria set forth in Chapter V express the physical development goals of the City, the supporting rationale behind each goal, and the standards and urban design criteria to be used as a basis for generating and evaluating alternative land use plans and development proposals. The standards perform a particularly important function in the plan formulation process since they are utilized to identify future land use and facility requirements. The standards adopted by the City consist of two types: comparative and absolute. Comparative standards can be applied only through a comparison of alternative plan proposals. Absolute standards can be applied individually to each alternative plan proposal, since they are expressed in terms of maximum, minimum, or desirable values.

As part of the land use planning process, the standards listed in Chapter V were applied to the City of New Berlin's forecast population level and other pertinent anticipated future conditions. This analysis provided a set of basic land use and community utility and facility requirements to be met in the land use plan design. In addition, certain other general and specific requirements and certain recommendations contained in regional plans prepared by the Regional Planning Commission were incorporated into the land use plan for the City. The land use and community facility requirements for the City used in the land use planning design process are described in the following paragraphs.

LAND USE REQUIREMENTS

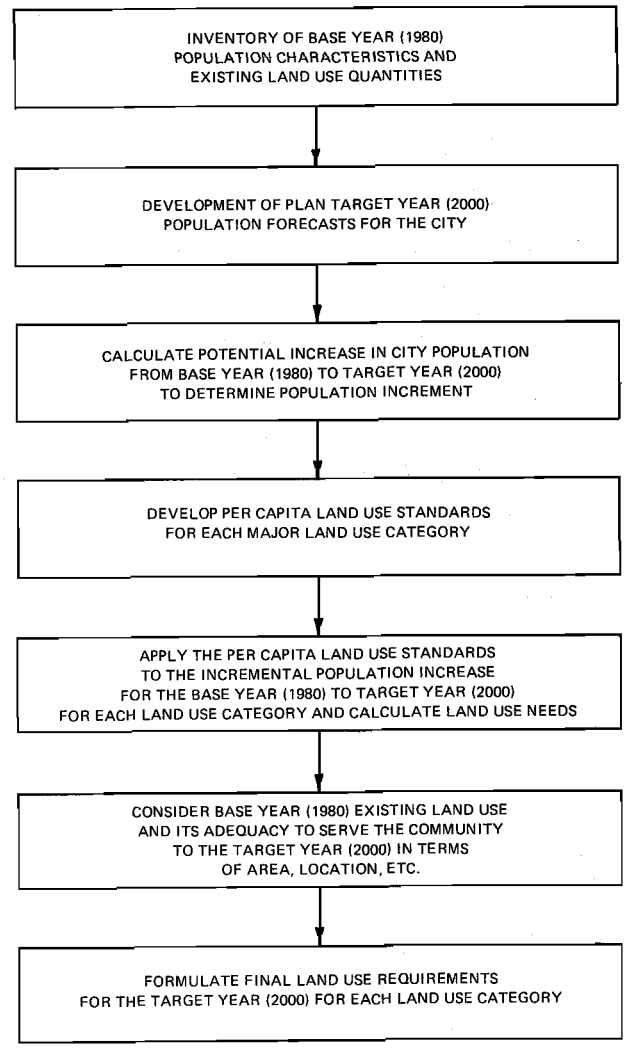
The land use requirements of the City's probable future resident population were determined by applying two basic types of standards. First, per capita standards, expressed as the number of acres of a given land use category per hundred or per thousand population, were used to help estimate the total number of acres of land needed to satisfy each basic land use requirement of the resident population in the year 2000. Second, accessibility standards, expressed as a maximum service area for certain sites, land uses, and facilities, were used to assure that these sites, uses, and facilities are spatially distributed in a manner convenient and efficient to the population which they are to serve. The accessibility standards, as outlined in Chapter V, as well as the per capita standards are embodied in each of the alternative and recommended plans presented in Chapter VII. It should be recognized that in some situations, per capita standards may be met but a need may still exist for additional sites or facilities because of the relative inaccessibility or distance of an existing use or facility to some of the resident population of the City. The process used to determine the City's year 2000 land use requirements is graphically shown in Figure 24.

Table 42 summarizes future urban land use requirements in the City of New Berlin through the year 2000. The table utilizes the land use standards set forth under land use development Objective No. 1 and Table 37 of Chapter V for residential, commercial, industrial, governmental/institutional, and recreational development. It should be recognized that while forecasts of population levels must be prepared and utilized in the application of land use standards, these forecasts involve uncertainty and, therefore, must be used with caution. Forecasts cannot take into account events which are not predictable but which may have major effects upon future conditions. The validity of the need determined through the application of the standards to forecast population levels must, therefore, be periodically reexamined by City Planning Department staff and the City Plan Commission. It should also be noted that while many of the objectives and standards relate to the resident population to be served, one of the most important of the objectives--that relating to the preservation and protection of the underlying and sustaining natural resource base--is, in effect, independent of any resident population level. Preservation of the environmental corridors within the City in an essentially open, natural state and preservation of important agricultural lands in agricultural use is required in any case to largely achieve this important objective.

Land needs for each urban land use category shown in Table 42 were determined by applying the appropriate land use development standard for the year 1980 to the forecast population increment for the year 2000, as indicated in Figure 24. Table 42 indicates that about 3,524 acres of rural land may need to be converted to urban use by the year 2000. Table 42 is expressed in gross acres of each given land use category which, by definition, includes all supporting public street rights-of-way.

Figure 24

PROCESS USED FOR DETERMINING YEAR 2000 LAND USE REQUIREMENTS FOR THE CITY OF NEW BERLIN



Source: SEWRPC.

Residential Development

Table 42 indicates that an additional 2,114 acres of land in the City will be needed to accommodate the population increase of 26,000 persons expected by the year 2000 under the moderate growth, centralized land use alternative future--or a total resident population of 56,000 persons. To

Table 42

FUTURE URBAN LAND USE REQUIREMENTS FOR THE CITY OF NEW BERLIN: 2000

Urban Land Use Category	1980 Gross Area (acres)	Percent of Total 1980 Gross Area	1980 Population	1980 Development Ratios	Development Standards	Forecast Incremental Population: 1980-2000[a]	Required Incremental Land Use Acreages as per Development Standards	Required Incremental Land Use After Consideration of 1980 Gross Acres	Total Land Requirements: 2000	
									Acres	Percent
Residential Rural Estate (5-acre lots or greater)	41[g]	0.1	267	2,220 acres/ 1,000 persons	1,594 acres/ 1,000 persons	207	329.9	28.0[h]	0.0[i]	--[i]
Suburban (1.5-acre to 5-acre lots)	1,116	4.7	1,398	797 acres/ 1,000 persons	553 acres/ 1,000 persons	539	298.0	238.0	1,354.0	5.7
Low Density Urban (20,000- to 62,000-square-foot lots)	3,295	14.0	14,383	229 acres/ 1,000 persons	154 acres/ 1,000 persons	3,535	544.4	2,085.0[j]	5,380.0	22.8
Medium Density Urban (10,000- to 20,000-square-foot lots)	1,756	7.4	10,485	167 acres/ 1,000 persons	87 acres/ 1,000 persons	8,112	705.7	241.0	1,997.0	8.5
High Medium Density Urban (4.4 to 6.9 dwelling units per net residential acre)	7	0.0[b]	91	76 acres/ 1,000 persons	46 acres/ 1,000 persons	5,487	119.0	151.0	158.0	0.6
High Density Urban (7.0 to 12.0 dwelling units per net residential acre)	76	0.3	3,905	19 acres/ 1,000 persons	23 acres/ 1,000 persons	7,956	119.0	157.0	233.0	1.0
Subtotal	6,291[c]	26.7	30,529	206 acres/ 1,000 persons	--	25,871	2,411.2	2,900.0	9,122.0	38.7
Commercial	355[d]	1.5	2,932 employees[e]	12.1 acres/ 100 employees	6 acres/ 100 employees	3,163 employees	189.8	189.8	554.8	2.3
Industrial	525[d]	2.2	6,172 employees[e]	8.5 acres/ 100 employees	12 acres/ 100 industrial employees	5,060 employees	607.2	607.2	1,132.2	4.8
Governmental and Institutional	400[d]	1.7	30,529	13.1 acres/ 1,000 persons	7.0 acres/ 1,000 persons	25,871	181.1	181.1	581.1	2.5
Recreational	352[d]	1.5	30,529	11.5 acres/ 1,000 persons	6.4 acres/ 1,000 persons	25,871	165.6	432.0[f]	784.0	3.3
Agricultural and Other Rural Lands	15,666	66.4	--	--	--	--	--	--	11,424.9	48.4
Total	23,589	100.0	--	--	--	--	--	4,310.1	23,589.0	100.0

[a]To arrive at the forecast incremental population for each residential density classification, the following allocations were used: infilling of existing vacant lots in the rural estate, suburban, and low-density urban areas, 31 percent in medium-density urban areas, 21 percent in high-medium-density urban areas, and 31 percent in high-density urban areas. Using these residential density allocations for the forecast incremental population of 25,871 persons will allow the City to achieve the following overall residential density proportions in the year 2000 for the forecast city population of 56,400: infilling of existing vacant rural estate, suburban, and low-density urban lots, 63 percent in medium-density urban areas, 10 percent in high-medium-density urban areas, and 20 percent in high-density urban areas.

[b]Less than 0.1 percent.

[c]Gross area includes associated street rights-of-way.

[d]Gross area includes associated off-street parking.

[e]Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.

[f]This number is based upon an incremental requirement of 170 acres for the year 2000 as recommended in the adopted SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin, plus 262 acres of designated city park areas not fully developed in 1980 but required to be developed by the year 2000.

[g]Represents 82 occupied residential lots totaling 596 acres. However, only 41 developed acres are shown here; the other 514 acres are included in the "Agricultural and Other Rural Lands" category.

[h]Represents an additional 56 residential lots totaling 437 acres. However, only 28 developed acres are shown here; the other 381 acres are included in the "Agricultural and Other Rural Lands" category.

[i]A total of 138 lots, or about 1,032 acres, actually are recommended for the year 2000, but they have been included in the "Agricultural and Other Rural Lands" category because of their predominant rural character.

[j]Includes the development of 444 already existing vacant platted lots and the infilling of vacant lands in areas surrounded by this density category.

Source: SEWRPC.

accommodate this population increase, 7,000 additional dwelling units would be required. As shown in Table 42, the number and types of dwelling units needed were broken down into six density classifications in order to provide for a wide range of housing choice in the City. These ranges of residential densities and the City's attendant acreage and dwelling unit needs for the year 2000 are: 1,032 acres, or about 138 dwelling units, in rural estate (5-acre lots or greater) residential development, representing 11.3 percent of the total year 2000 residential land use requirements; 1,354 acres, or 250 to 900 dwelling units, in suburban (1.5-acre to 5-acre lots) residential development, representing 14.8 percent of the total year 2000 residential land use requirements; 5,380 acres, or about 3,500 to 10,700 dwelling units, in low-density urban (20,000- to 62,000-square-foot lots) residential development, representing 58.9 percent of the total year 2000 residential land use requirements; 1,997 acres, or about 8,600 dwelling units, in medium-density urban (10,000- to 20,000-square-foot lots) residential development, representing 21.9 percent of the total year 2000 residential land use requirements; 158 acres, or about 695 to 1,090 dwelling units, in high-medium-density urban (4.4 to 6.9 dwelling units per net residential acre) residential development, representing 1.7 percent of the total year 2000 residential land use requirements; and 233 acres, or about 1,630 to 2,790 dwelling units, in high-density urban (7.0 to 12.0 dwelling units per net residential acre) residential development, representing 2.5 percent of the total year 2000 residential land use requirements. Total residential land use needs for the year 2000 are 9,122 acres, or 39 percent of all year 2000 land use requirements for the City. The low amounts of existing acreage in both two-family (4.4 to 6.9 dwelling units per net acre) and multiple-family (7.0 to 12.0 dwelling units per net acre) residential development support the findings of Chapter II of this report.

There is a need to achieve a better balance between two-family, multiple-family, and single-family residential development in order to provide a greater choice of housing types in the City. As reflected in Table 42, new residential growth will also generate additional urban land needs in other urban land use categories.

Retail Commercial Development

To meet the forecast increase in retail and service employment within the City of about 3,200 jobs by the year 2000, to a total of about 6,100 such jobs, an additional 190 acres of commercial land will be needed, as indicated in Table 42. This represents an increase of about 53 percent over the 1980 level of 355 acres of commercial land use. These additional commercial lands should be located within the City in accordance with the objectives and standards outlined in Chapter V.

Industrial Development

Table 42 indicates that there will be a need for about 607 additional acres of industrial development in the City by the year 2000. This represents an increase of about 116 percent over the 1980 level of 525 acres of industry-related land uses. The relatively large increase in this land use category is due to the anticipated increase in industrial employment from about 6,200 jobs in 1980 to a year 2000 level of about 11,000 jobs, an increase of about 5,000 jobs, or about 82 percent. The application of the objectives and standards set forth in Chapter V would provide about 12 gross acres of industrial land for each 100 industrial employees, and thereby provide adequate space for primary

industrial buildings, accessory buildings, and related off-street parking for employees and visitors. Generally, new industrial land uses should be located near supporting transportation facilities such as a railway and major arterial streets and highways, pursuant to Objective No. 8 in Chapter V.

Governmental and Institutional Development

Table 42 indicates that by the year 2000, the City will have a need for an additional 181 acres of governmental and institutional land uses, representing an increase of 45 percent over the 1980 level of 400 acres. The additional required land for governmental and institutional uses may be expected to be occupied by new fire stations, schools, churches, health care facilities, day-care facilities, and other institutional uses.

Recreational Development

SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, and SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin, both contain recommendations concerning the preservation of primary and secondary environmental corridors and prime agricultural lands, and the provision of resource-oriented and nonresource-oriented recreation sites and facilities. Based upon the findings and recommendations of these two plans, the City should provide an additional 170 acres of fully developed recreational land by the year 2000, bringing the total of such land to 432 acres. The salient recommendations contained in these two plans are summarized in Chapter I and on Map 5 of that chapter, and are discussed in greater detail in Chapter VII.

TRANSPORTATION SYSTEM REQUIREMENTS

The arterial street and highway facilities required to serve the probable future traffic demands within the City, as recommended in the adopted regional transportation system plan, are shown on Map 31. State trunk highways are shown in red, county trunk highways in blue, and local trunk highways in green. The plan map also indicates the number of traffic lanes needed for each arterial street segment in the City in order to carry the anticipated arterial traffic volumes through the year 2000. Figure 6 of Chapter V illustrates the types of cross-sections which could be used to accommodate the recommended number of traffic lanes.

In addition, in SEWRPC Planning Report No. 33, A Primary Transit System Plan for the Milwaukee Area, a two-tier primary transit system plan for the greater Milwaukee area is recommended. Under this plan, the City of New Berlin would be provided with bus-on-freeway primary transit service with a shared freeway and surface arterial right-of-way. This plan recommended that primary transit stations with automobile parking facilities be located at the intersections of Racine Avenue with STH 15 and S. Moorland Road with STH 15. As of 1984, both of these primary transit stations had been developed--the Racine Avenue site accommodating 60 automobile parking spaces, and the S. Moorland Road site accommodating 197 automobile parking spaces. For the design year 2000, the Racine Avenue facility is recommended to have a minimum site area of about 1.8 acres, and to provide parking space for 175 automobiles. The S. Moorland Road site, however, with 197 existing automobile parking spaces, exceeds the design year 2000 requirements by 57 spaces and, therefore, will not have to be expanded.

Map 31

TRANSPORTATION SYSTEM REQUIREMENTS FOR THE CITY OF NEW BERLIN: 2000

LEGEND

ARTERIAL STREET AND HIGHWAY SYSTEM

JURISDICTIONAL CLASSIFICATION

STATE TRUNK - FREEWAY

STATE TRUNK - NONFREEWAY

COUNTY TRUNK

LOCAL TRUNK

FREEWAY - NONFREEWAY INTERCHANGE

4 NUMBER OF TRAFFIC LANES

URBAN MASS TRANSIT SYSTEM

TRANSIT STATION

P - WITH PARKING

PARK AND POOL LOT

Source: SEWRPC.

COMMUNITY FACILITY NEEDS

While conducting the initial work on the land use plan, the City Plan Commission determined that, in addition to providing general guidelines for land use development within the City, the plan should provide a more detailed level of guidance concerning land requirements for certain community facilities. Accordingly, this part of the chapter provides estimates of land requirements for the City Hall, the police department, the fire stations, the public library, and public elementary and secondary schools. The requirements are based upon a collation of data from other completed studies. It may be necessary, however, to conduct further studies of the requirements for each of these community facilities prior to their physical expansion in order to validate and refine the requirements discussed herein.

City Hall

In 1983 the firm of Flad & Associates of Milwaukee, Inc., architects, was retained by the City of New Berlin to develop a City Hall building program, i.e., a building space needs analysis; to inventory and analyze the existing space occupied by city departments currently housed in the existing City Hall; and to project City Hall space needs to the year 2000. The study resulted in the publication of a report entitled Building Program for a New City Hall: City of New Berlin, dated August 1, 1983. The findings of the spatial needs analysis are summarized in Table 43. The study concluded that the City of New Berlin should construct a new City Hall with approximately 35,000 square feet of gross area. The new City Hall was constructed on city-owned land adjacent to the existing City Hall at 16300 W. National Avenue, where ample space is available, in 1986.

Table 43

BUILDING PROGRAM SPACE NEEDS FOR THE NEW CITY OF NEW BERLIN CITY HALL: 1985-2000

City Department Or Use	Existing Net Square Feet[a] 1983	Net Square Feet[a]		Gross Square Feet	
		1985	2000	1985	2000
Mayor	319	459	459	597	597
City Council	1,467	1,236	1,236	1,607	1,607
City Clerk/Comptroller	773	997	1,177	1,296	1,530
Treasurer	154	862	862	1,121	1,121
Assessor	836	754	1,240	980	1,612
Public Works	--	--	567	--	737
Water Utility	--	360	360	468	468
Inspection	509	1,005	1,194	1,306	1,552
Engineering	1,337	2,563	2,914	3,332	3,788
Planning	509	1,335	1,533	1,736	1,993
Parks and Recreation	1,332	1,482	1,878	1,927	2,441
Municipal Court	--	81	81	105	105
City Attorney	--	414	414	538	538
Supplementary Space	2,932[c]	--	--	7,675	9,775
Subtotal	10,168[d]	11,548	13,915	22,688	27,864
Mechanical, Structural, Circulation, etc.				5,672	6,966
Gross[b] Total Square Footage				28,360	34,830

[a]Excluding space for mechanical equipment, structures, circulation, etc.

[b]Including space for mechanical equipment, structures, circulation, etc.

[c]This figure represents gross square feet for the existing City Hall.

[d]This subtotal includes the Assessor's Office and the Parks and Recreation Department, which are presently located in the Municipal Building.

Source: Flad & Associates of Milwaukee, Inc.; and SEWRPC.

Police Department

As noted in Chapter IV, in 1985 the City of New Berlin Police Department shared a building known as the Municipal Building located at 17165 W. Glendale Drive with three other city departments, including the Assessor's Office, the Parks and Recreation Department, and the Municipal Court. The Police Department occupied an area of 6,350 square feet in the building, excluding ancillary basement facilities. Based on the spatial needs analyses prepared by Flad & Associates, upon the recommended relocation of the Parks and Recreation Department, Assessor's Office, and Municipal Court to the proposed new City Hall, the Police Department acquired an additional 1,900 square feet of building area available to it for departmental expansion in the existing Municipal Building. In addition, various functions housed in the Municipal Building not related to the Police Department, and which might compromise police security, were moved to the new City Hall, thus improving the functional adequacy of the existing facility. Accordingly, the Police Department will probably remain housed at its existing facility for the term of the planning period.

Fire Stations

Map 24 in Chapter IV graphically illustrates the locations of the five existing fire stations in the City along with their attendant optimum 1.5-mile service radii. A sixth fire station has been proposed to be located at the northeast corner of the intersection of Cleveland Avenue and Johnson Road. The site of this station was initially proposed in the plan prepared by City Planning Associates in 1961, and was subsequently purchased by the City for that purpose. The location of the proposed sixth fire station is still sound, and, when constructed, this station will afford better fire protection to the northwest quadrant of the City. In addition to the sixth fire station, the City Fire Department anticipates a need for the following other pieces of fire-fighting equipment by the year 2000: one fire engine truck, one "tele-a-squirt" truck, one "first in" minipumper, one ladder truck, one hose truck, one personnel carrier, one ambulance, one trauma medical unit, two fire inspector vehicles, and two staff cars. These equipment additions to the City Fire Department will result in the need to expand the buildings in which fire equipment is housed. An important related issue is whether or not the City will be able to continue to maintain a nearly all-volunteer fire-fighting force, or whether a full-time fire-fighting force would better meet the fire protection needs of the community by the year 2000. Should the City decide to maintain a full-time fire-fighting force, a need will exist to expand the existing fire stations to provide crew quarters. A study of this issue is, however, beyond the scope of the land use planning study.

Public Library

As stated in Chapter IV, the City of New Berlin Public Library, located at 14750 W. Cleveland Avenue, currently has about 8,702 square feet of space and a collection of approximately 72,000 volumes. The total resident population of the City in 1980 was 30,529 and the forecast year 2000 population is about 56,400 under the optimistic centralized development scenario discussed in Chapter II. Table 44 provides a comparison of the total number of volumes and the total population served by libraries in communities with populations ranging from 30,000 to 60,000 in 1982, including the City of New Berlin. Table 44 also provides data relating to volumes per capita for each of the 14 communities listed. In 1982, the average number of volumes per capita for cities of this size was 3.5; in the City of New Berlin this figure was 2.3, which, as illustrated in the table, was the second lowest of the communities listed. The American Library Association standards for serving community populations ranging from 25,000 to 49,999 indicate that the minimum size library to serve the 1980 population of the City should be about 18,300 square feet; and to serve the forecast population of 56,400 in the year 2000, about 33,800 square feet in area.[1] In the year 2000, the library should house from 141,000 to 155,100 total volumes, based upon the forecast year 2000 city population and American Library Association standards.[2] The existing library facility is inadequate to meet these standards.

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[1]The standard is 0.6 square foot of gross building floor area per capita.

[2]The standard is 2.5 to 2.75 book volumes per capita for communities with populations of from 35,000 to 100,000.

Table 44

A COMPARISON OF LIBRARIES IN WISCONSIN SERVING COMMUNITY POPULATIONS RANGING FROM 30,000 TO 60,000 PERSONS: 1982

Community	Population	Total Volumes	Total Volumes Per Capita
Beloit (Rock County)	34,051	92,535	2.7
Janesville (Rock County)	51,165	156,873	3.1
Eau Claire (Eau Claire County)	53,166	162,605	3.1
Manitowoc (Manitowoc County)	32,654	150,547	4.6
Fond du Lac (Fond du Lac County)	35,865	225,480	6.3
Wauwatosa (Milwaukee County)	51,206	123,610	2.4
Marinette County	40,071	128,051	3.2
Appleton (Outagamie County)	59,909	182,794	3.1
Sheboygan (Sheboygan County)	47,802	267,711	5.6
Waukesha (Waukesha County)	51,138	134,400	2.6
La Crosse (La Crosse County)	48,479	165,824	3.4
Oshkosh (Winnebago County)	49,916	236,205	4.7
Brookfield (Waukesha County)	33,761	75,359	2.2
New Berlin (Waukesha County)	30,377	70,564	2.3
Mean			3.5

Source: State of Wisconsin, Department of Public Instruction, Division of Library Services, Wisconsin Library Service Record: 1982 (Madison, Wisconsin: Division of Library Services, 1983); and SEWRPC.

The existing library is located on a site having an area of over 30 acres, and can accommodate expansion. However, the present location of the library is not centralized within the community.

Public Schools

Table 45 provides a range of population estimates by age group and school grades for the City of New Berlin, and Map 25 in Chapter IV shows the locations of all schools within the City. Specifically, the year 2000 total student enrollment for both public and private schools, based upon a year 2000 resident population range of from 35,900 to 56,400, may be expected to range from about 3,600 to about 6,400 elementary school students (grades K-6), from 1,000 to 1,800 middle school students (grades 7-8); and from 2,000 to 3,300 high school students (grades 9-12). The total school-age population may be expected to range from about 6,600 to 11,500 students. This ranges from a

Table 45

FORECAST SCHOOL AGE POPULATION AND ENROLLMENT RANGE FOR THE CITY OF NEW BERLIN: 2000

School-Age Group	Public School Enrollment Range[a]		Private School Enrollment Range[b]		Total School Enrollment Range[c]	
	Number	Percent	Number	Percent	Number	Percent
Grades K-6 (Ages 5-11)	2,695 - 4,768	51.1 - 51.7	898 - 1,589	69.1 - 69.5	3,593 - 6,357	54.7 - 55.2
Grades 7-8 (Ages 12-13)	822 - 1,453	15.6 - 51.7	205 - 363	15.8 - 15.9	1,027 - 1,816	15.6 - 15.8
Grades 9-12 (Ages 14-17)	1,760 - 3,011	33.3 - 32.6	196 - 334	15.1 - 14.6	1,956 - 3,345	29.7 - 29.0
All Grades and Ages	5,277 - 9,232	100.0	1,299 - 2,286	100.0	6,576 - 11,518	100.0

[a] It is assumed that the following percentages of the total school enrollment will be enrolled in public schools: 75 percent for grades K-6, 80 percent for grades 7-8, and 90 percent for grades 9-12.

[b] It is assumed that the following percentages of the total school enrollment will be enrolled in private schools: 25 percent for grades K-6, 20 percent for grades 7-8, and 10 percent for grades 9-12.

[c] Based upon forecast year 2000 population data (by age group) contained in Chapter II of this report.

Source: SEWRPC.

decrease of about 1,300 students to an increase of about 3,700 students when compared to the 1980 school-age population in the City of about 7,800 students. A comparison of Table 45 and Table 30 of Chapter IV, and application of the school capacity standards set forth in Table 38 of Chapter V, indicates that there may be a need for three additional elementary schools (grades K-6), one additional middle school (grades 7-8), and one additional high school by the year 2000. It is recognized that these additional schools may not be needed during the land use plan design period if the school-age population remains at the lower end of the forecast range or increases only slightly. However, the City Plan Commission determined that in order to plan properly for the City's future, these additional facilities should be shown on the land use plan maps so that needed land can be reserved for additional schools. Should the need for the additional schools not develop during the planning period, the reserved land can be utilized for other purposes.

Chapter VII

ALTERNATIVE AND RECOMMENDED PLANS

INTRODUCTION

A land use plan is an official statement by a municipality setting forth major objectives for the physical development of the community. The land use and urban design plan for the City of New Berlin, as set forth in this report, consists of recommendations concerning the type, amount, and spatial locations of the various land uses required to serve the needs of the residents of the City of New Berlin to the turn of the century. The plan is intended to be used to help guide the physical development of the community into a more functional, healthful, efficient, and attractive pattern. In accordance with the broad objectives of local government, the plan is intended to promote the public health, safety, morals, order, convenience, prosperity, and general welfare of the community.

The land use and urban design plan should promote the public interest of the community as a whole, rather than the interests of individuals or special interest groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of any development proposal, whether privately or publicly advanced, to the overall physical development of the entire community. The plan contributes to responsible democratic government by helping duly elected and appointed public officials to safeguard and promote the public interest. The plan also contributes to democratic government by providing a focus for citizen participation in the planning and development process.

The plan is intended to assist in the political and technical coordination of community development. Political coordination seeks to assure that a majority of the citizens within the community are in accord with and working toward the same goals. Technical coordination seeks to assure a logical relationship between private land use development and public works development so that the planning and scheduling of public and private improvements will be efficient, avoiding conflict, duplication, and waste. Effective coordination of development requires a unified, integrated plan if the physical elements of the environment are to be managed without costly conflicts of function, and if the political forces of the community are to deal with controversial development issues, including the plan itself, in an equitable and constructive manner.

The land use and urban design plan should be long range, providing a means of taking into account long-range development needs and proposals when considering short-range actions. This purpose is intended to achieve coordination of development through time to ensure that decisions made as development issues arise will lead toward the community development goals expressed in the plan. In the case of New Berlin, the land use plan was designed for a planning period extending to the turn of the century. In this way, the plan is intended to provide for the probable future, as well present, needs of the City.

The land use and urban design plan, however, should not be considered rigid and unchangeable, but rather as a flexible guide to help city officials and concerned citizens in the review of development proposals as such proposals are advanced. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives, as set forth in Chapter V of this report, are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation over time.

The land use and urban design plan should represent a refinement of the adopted regional land use plan so that it can meet areawide, as well as local, development objectives. The regional land use plan and, as a consequence, the city land use plan, while recognizing the effects and importance of the urban land market in shaping land use patterns, seek to influence the operation of that market in three ways in order to achieve a more healthful and attractive, as well as more efficient, settlement pattern. First, the plans recommend that development trends be altered by encouraging intensive urban development to occur only in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding, and which can be readily be served by essential municipal facilities and services, including centralized sanitary sewer and public water supply. Second, the plans recommend that development trends be altered by discouraging intensive and incompatible urban development in delineated primary and secondary environmental corridors and other environmentally significant lands. Third, the plans recommend that existing development trends be altered by retaining in agricultural use the best farmlands still available in the City.

The land use and urban design plans herein presented represent only several of many possible alternative patterns of land use development that could accommodate the present and probable future physical, social, and economic needs of the residents of the City. The selection of the final plans involved the comparative evaluation of several alternative land use patterns and supporting community facility and utility proposals against the land use development objectives, principles, and standards and urban design criteria previously described in this report, as well as significant citizen input during the planning process.

Specific as well as general land use development recommendations are contained in the final recommended land use plan. Therefore, the plan provides city officials with substantial flexibility in guiding land use development. For example, the plan in Chapter VIII provides the City with relatively specific recommendations regarding the nature and extent of development along W. National Avenue; on the other hand, the plan provides a more general level of guidance regarding the development of recommended neighborhood park sites and community commercial areas located away from the W. National Avenue corridor.

DETERMINANTS FOR ALTERNATIVE PLANS A, B, AND C

The population forecasts presented in Chapter II of this report indicate that the City of New Berlin may be expected--depending upon the alternative future

postulated concerning such factors as lifestyles, energy costs, and economic conditions--to reach a resident population level ranging from 36,000 persons to 58,000 by the turn of the century, representing an increase of from 5,000 to 27,000 persons, or of from 18 to 90 percent over the 1980 level. Based upon consideration of the information on alternative futures presented in Chapter II, the City Plan Commission determined that the more optimistic alternative future for the Region, County, and City, together with a more centralized regional development pattern, should be used as a basis for the preparation of the initial alternative land use and urban design plans for the City of New Berlin. This alternative future was also used in the preparation of the regional plan and represents near-maximum resident population and economic activity levels which may reasonably be expected to occur within the City over the 20-year plan design period. To accommodate the optimistic centralized scenario population increase, approximately 7,000 additional housing units would need to be added to the existing 1980 housing stock of about 9,500 housing units in the City. This would, in turn, require the conversion of approximately 2,900 acres of open land to residential use in the City. In addition, as indicated in Chapter VI, there would be a corresponding need for additional land for industrial, commercial, recreational, and institutional uses, which would require the conversion of some additional land from rural to urban use.

As further pointed out in Chapter VI, in order to effectively guide land use development and redevelopment within the City into a more efficient, stable, safe, healthful, and attractive pattern, it is necessary to carefully consider the existing and probable future amount and spatial location of the various land uses as those uses relate to the natural resource base of the area, as well as to the existing and committed transportation and utility facilities. Natural conditions in the planning area make it highly desirable, if not absolutely essential, to provide public sanitary sewer and water supply service to all future urban development. Natural conditions also indicate the need to protect the primary environmental corridors, as well as other environmentally significant areas, from intensive urbanization if serious and costly environmental and developmental problems are to be avoided.

Three alternative land use plans were prepared for the City of New Berlin as shown on Maps 32, 33, and 34. Each of these plans is quantitatively analyzed in Table 46 and compared to the 1980 land uses in the City.

Residential Land Uses

The residential land use areas shown on Alternative Plan Maps 32, 33, and 34 total approximately 9,600 acres. The plan maps identify six categories of residential land use based upon the residential density standards advanced in Chapter V and the land requirements set forth in Chapter VI. These categories are rural estate, with a 5-acre net lot area per dwelling unit or greater; suburban, with 1.5-acre to 5-acre net lot area per dwelling unit; low-density urban, with a 20,000- to 62,000-square-foot net lot area per dwelling unit; medium-density urban, with a 10,000- to 20,000-square-foot net lot area per dwelling unit; high-medium-density urban, with 4.4 to 6.9 dwelling units per net residential acre; and high-density urban, with 7.0 to 12.0 dwelling units per net residential acre.

The areas proposed for rural estate residential development under each of the three plans together total about 1,032 acres and would provide about 138 estate

Table 46

EXISTING 1980 CITY OF NEW BERLIN AND ALTERNATIVE YEAR 2000 LAND USE

Land Use Category[a]	Existing 1980 Land Use		Recommended Land Use Increment: 1980 to 2000[b]		Total Land Requirements: 2000[c]		Alternative Land Use Plan A[d]		Alternative Land Use Plan B[e]		Alternative Land Use Plan C[f]	
	Acres	Percent of Total	Acres	Percent of Increase	Acres	Percent of Total	Acres[m]	Percent of Total	Acres[m]	Percent of Total	Acres[m]	Percent of Total
Residential												
Rural Estate (5-acre lots or greater)	41[i]	0.1	28.0[j]	68.2	0.0[k]	--[k]	0[k]	--[k]	0[k]	--[k]	0[k]	--[k]
Suburban (1.5-acre to 5-acre lots)	1,116	4.7	238.0	21.3	1,354.0	5.7	1,414	6.0	1,414	6.0	1,396	5.9
Low-Density Urban (20,000- to 62,000-square-foot lots)	3,295	14.0	2,085.0	63.3	5,380.0	22.8	5,748	24.4	5,748	24.4	5,748	24.4
Medium Density Urban (10,000- to 20,000-square-foot lots)	1,756	7.4	241.0	13.7	1,997.0	8.5	2,039	8.6	2,038	8.6	2,039	8.6
High-Medium-Density Urban (4.4 to 6.9 dwelling units per net residential acre)	7	0.0[l]	151.0	2,157.1	158.0	0.6	185	0.8	173	0.7	194	0.8
High-Density Urban (7.0 to 12.0 dwelling units per net residential acre)	76	0.3	157.0	206.5	233.0	1.0	261	1.1	261	1.1	261	1.1
Subtotal	6,291	26.7	2,900.0	46.1	9,122.0	38.7	9,647	40.9	9,634	40.8	9,638	40.9
Commercial	355[g]	1.5	189.8	53.5	544.8[g]	2.3	265[h]	1.1	265	1.1	323[h]	1.4
Industrial	525[h]	2.2	607.2	115.6	1,132.2[h]	4.8	1,328[g]	5.6	1,369[g]	5.8	1,369[g]	5.8
Governmental/ Institutional	400	1.7	181.1	45.3	581.1	2.5	570	2.4	570	2.4	570	2.4
Recreational	352	1.5	432.0	122.7	784.0	3.3	784	3.3	784	3.3	784	3.3
Agricultural and Other Rural Lands	15,666	66.4	-4,310.1	-27.5	11,424.9	48.4	10,995	46.6	10,967	46.6	10,905	46.2
Total	23,589	100.0	23,589.0	--	23,589.0	100.0	23,589	100.0	23,589	100.0	23,589	100.0

[a]Each land use category area is expressed in gross acres and includes associated street rights-of-way and off-street parking.

[b]Based upon a year 2000 population of 56,400 persons, representing a population increment of 25,871 persons over the 1980 City of New Berlin population of 30,529.

[c]These totals are the summation of the existing 1980 city land use plus the recommended 1980 to 2000 land use increment.

[d]Alternative Land Use Plan A shows new industrial growth south of the existing city industrial park as well as west of it along W. Lincoln Avenue.

[e]Alternative Land Use Plan B shows new industrial growth south of the existing city industrial park as well as in Section 35 of the City.

[f]Alternative Land Use Plan C shows new industrial growth south of the existing city industrial park as well as at the Moorland Road and STH 15 interchange.

[g]A total of 133 acres of existing industrial-related commercial service uses are included in this figure. These uses are located, for the most part, at the existing industrial park.

[h]Excluding 133 acres as per footnote g, and other existing scattered commercial sites.

[i]Represents 82 occupied residential lots totaling 555 acres. However, only 41 developed acres are shown here; the other 514 acres are included in the "Agricultural and Other Rural Lands" category.

[j]Represents an additional 56 residential lots totaling 409 acres. However, only 28 developed acres are shown here; the other 381 acres are included in the "Agricultural and Other Rural Lands" category.

[k]A total of 138 lots, or about 1,032 acres, actually are planned but they have been included in the "Agricultural and Other Rural Lands" category because of their predominant rural character.

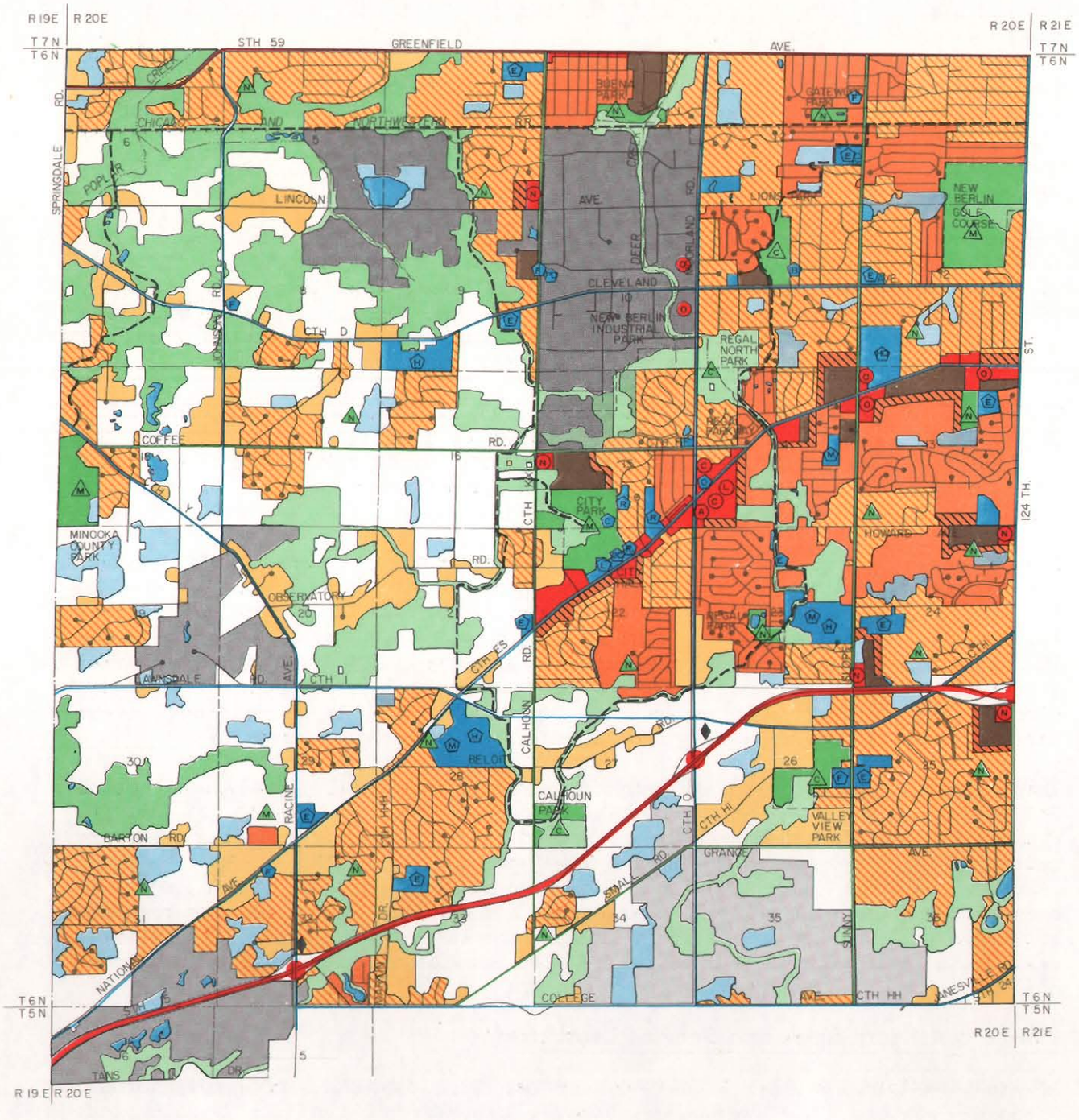
[l]Less than 0.1 of 1 percent.

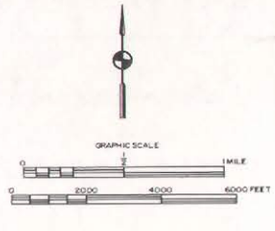
[m]For the residential areas, the recommended land use increment for the year 2000 has been increased by about 15 percent to allow for adequate choice in housing type and location.

Source: SEWRPC.

Map 32

ALTERNATIVE LAND USE PLAN A: OPTIMISTIC CENTRALIZED GROWTH PLAN FOR THE CITY OF NEW BERLIN





Source: SEWRPC.

LEGEND

- RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER)
- SUBURBAN RESIDENTIAL DEVELOPMENT (1.5-ACRE TO 5-ACRE LOTS)
- LOW-DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 62,000-SQUARE-FOOT LOTS)
- MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (10,000- TO 20,000-SQUARE-FOOT LOTS)
- HIGH-MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (4.4 TO 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7.0 TO 12.0 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- COMMERCIAL DEVELOPMENT
  - C COMMUNITY SHOPPING CENTER
  - N NEIGHBORHOOD SHOPPING CENTER
  - O OFFICE CENTER
  - L LARGE FLOOR AREA RETAIL SALES AND SERVICE CENTER
  - A AUTOMOBILE RETAIL SALES AND SERVICE CENTER
- GOVERNMENTAL AND INSTITUTIONAL
  - C CITY HALL
  - F FIRE STATION
  - L MAIN PUBLIC LIBRARY
  - B BRANCH PUBLIC LIBRARY
  - O POST OFFICE
  - P CITY POLICE DEPARTMENT
  - CC CITY COMMUNITY CENTER
  - HO HOSPITAL
  - E PUBLIC ELEMENTARY SCHOOL
  - M PUBLIC MIDDLE SCHOOL
  - H PUBLIC HIGH SCHOOL
  - R PRIVATE SCHOOL
- PARK AND RIDE LOT
- LIGHT INDUSTRIAL DEVELOPMENT
- (NONE) LANDS TO BE USED FOR INDUSTRIAL-RELATED USE BEYOND THE YEAR 2000
- QUARRYING AND EXTRACTIVE DEVELOPMENT
- RECREATIONAL
  - M MULTICOMMUNITY PARK
  - C COMMUNITY PARK
  - N NEIGHBORHOOD PARK
- (NONE) 50-FOOT-WIDE EARTH BERM/LANDSCAPED PLANTING STRIP
- RECREATION CORRIDOR (TRAIL)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA
- SECONDARY ENVIRONMENTAL CORRIDORS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- ISOLATED NATURAL AREAS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- PRIME AGRICULTURAL LANDS
- WATER

ARTERIAL STREET AND HIGHWAY SYSTEM

- STATE TRUNK HIGHWAY - FREEWAY
- STATE TRUNK HIGHWAY - NONFREEWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE

lots. Because of the large lot areas involved, these residential land uses have been included in the "agricultural and other rural lands" category shown on Maps 32, 33, and 34. For the most part, these areas are proposed to be located west of Calhoun Road, with smaller areas of this type located in the southeast quarter of the City.

The areas proposed for suburban residential development total from 1,354 to 1,414 acres under the three alternative plans. These areas, as shown on Maps 32, 33, and 34, represent primarily platted lands. As is rural estate residential development, these areas are located generally west of Calhoun Road and in the southeast quarter of the City.

The areas proposed for low-density urban residential development total 5,748 acres under each of the alternative plans. These areas, as shown on Maps 32, 33, and 34, are proposed in various locations within the City, but primarily at or abutting existing development of this same density. In addition, this type of development has been used as a transitional area between areas of suburban density and medium-density residential land uses.

The areas proposed for medium-density urban residential development total about 2,040 acres under each of the alternative plans, as shown on Maps 32, 33, and 34. Because of the lot size of 10,000 to 20,000 square feet, these areas are proposed to be served by public sanitary sewer, and are located generally east of Calhoun Road and north of STH 15.

The areas proposed for high-medium-density urban residential development total from 173 to 194 acres under the alternative plans, as shown on Maps 32, 33, and 34. These areas are also planned to be served by public sanitary sewer and are located east of Calhoun Road and north of the Rock Freeway (STH 15). This type of residential area is also typically located near arterial street and highway facilities to provide ease of vehicular access. In addition, high-medium-density residential areas are used as transitional areas between areas of medium-density and high-density residential areas.

The areas proposed for high-density urban residential development total 261 acres under all three alternative plans, as shown on Maps 32, 33, and 34. These areas are also proposed to be served by public sanitary sewer, and are located generally east of Calhoun Road and north of STH 15. This type of land use is also typically located along arterial streets and highways in order to provide ease of vehicular access. In addition, high-density residential uses are used as transitional areas between areas of high-medium-density residential and commercial uses, while also providing accessibility to commercial retail and service centers for residents.

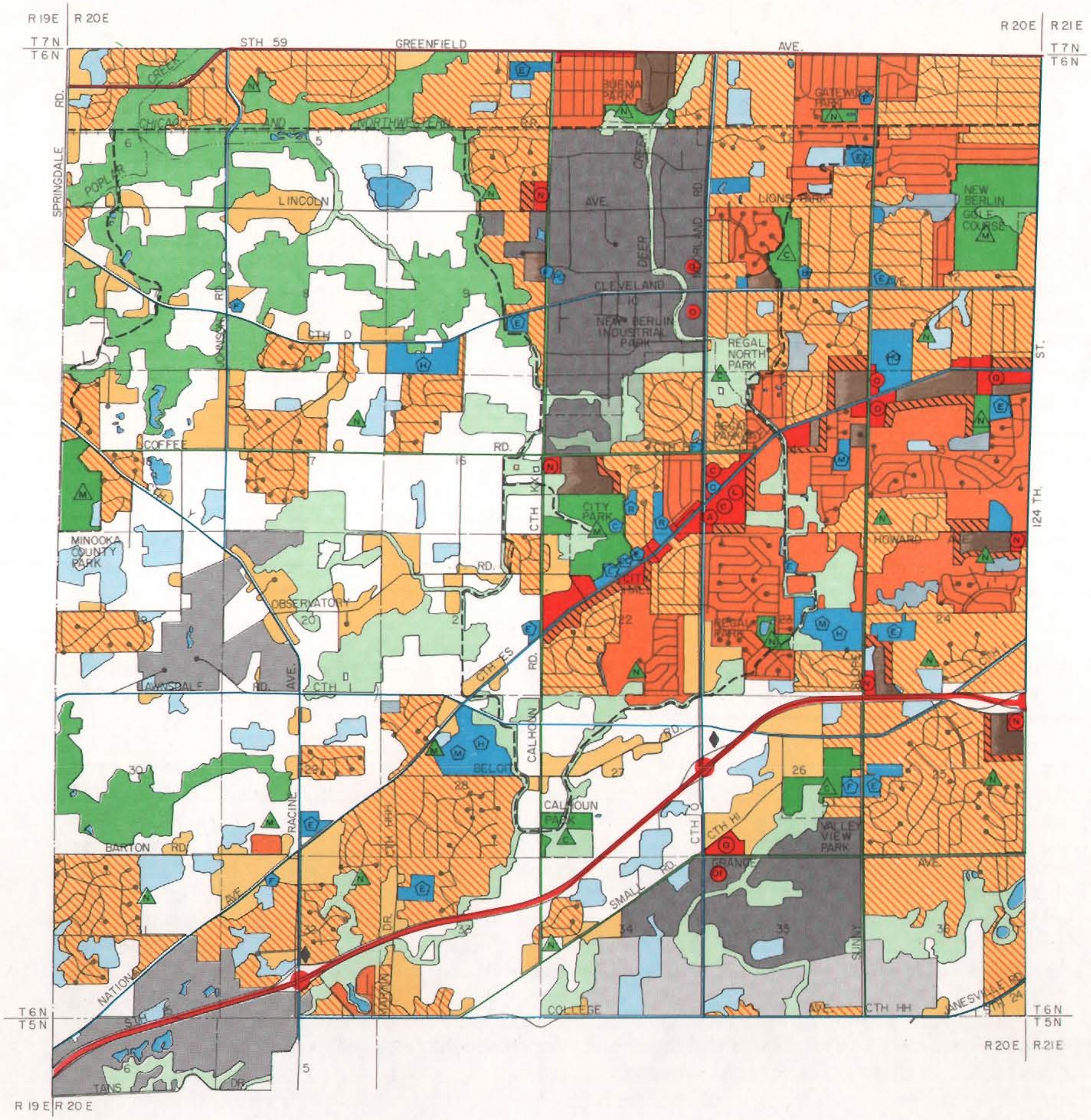
Commercial Retail Sales and Service Land Uses

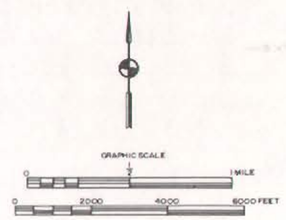
Alternative Land Use Plan A, as shown on Map 32, identifies five neighborhood shopping centers, two community shopping centers, five office centers, one large floor area retail sales and service center, and one automobile retail sales and service center. These specific use commercial areas, together with other planned commercial areas of a more general type, total about 265 acres.

Alternative Land Use Plan B, as shown on Map 33, identifies five neighborhood shopping centers, two community shopping centers, six office centers, one

Map 33

ALTERNATIVE LAND USE PLAN B: OPTIMISTIC CENTRALIZED GROWTH PLAN FOR THE CITY OF NEW BERLIN





LEGEND

- RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER)
- SUBURBAN RESIDENTIAL DEVELOPMENT (1.5-ACRE TO 5-ACRE LOTS)
- LOW-DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 62,000-SQUARE-FOOT LOTS)
- MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (10,000- TO 20,000-SQUARE-FOOT LOTS)
- HIGH-MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (4.4 TO 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7.0 TO 12.0 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- COMMERCIAL DEVELOPMENT
  - C COMMUNITY SHOPPING CENTER
  - N NEIGHBORHOOD SHOPPING CENTER
  - O OFFICE CENTER
  - L LARGE FLOOR AREA RETAIL SALES AND SERVICE CENTER
  - A AUTOMOBILE RETAIL SALES AND SERVICE CENTER
  - I OFFICE AND INDUSTRIAL SUPPORT COMMERCIAL SERVICE RELATED
- GOVERNMENTAL AND INSTITUTIONAL
  - C CITY HALL
  - F FIRE STATION
  - L MAIN PUBLIC LIBRARY
  - B BRANCH PUBLIC LIBRARY
  - O POST OFFICE
  - P CITY POLICE DEPARTMENT
  - CC CITY COMMUNITY CENTER
  - HO HOSPITAL
  - E PUBLIC ELEMENTARY SCHOOL
  - M PUBLIC MIDDLE SCHOOL
  - H PUBLIC HIGH SCHOOL
  - R PRIVATE SCHOOL
- PARK AND RIDE LOT
- LIGHT INDUSTRIAL DEVELOPMENT
- (NONE) LANDS TO BE USED FOR INDUSTRIAL-RELATED USE BEYOND THE YEAR 2000
- QUARRYING AND EXTRACTIVE DEVELOPMENT
- RECREATIONAL
  - M MULTICOMMUNITY PARK
  - C COMMUNITY PARK
  - N NEIGHBORHOOD PARK
- (NONE) 50-FOOT-WIDE EARTH BERM/LANDSCAPED PLANTING STRIP
- RECREATION CORRIDOR (TRAIL)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA
- SECONDARY ENVIRONMENTAL CORRIDORS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- ISOLATED NATURAL AREAS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- PRIME AGRICULTURAL LANDS
- WATER

ARTERIAL STREET AND HIGHWAY SYSTEM

- STATE TRUNK HIGHWAY - FREEWAY
- STATE TRUNK HIGHWAY - NONFREEWAY
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- LOCAL TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE

Source: SEWRPC.

large floor area retail sales and service center, one automobile retail sales and service center, and one office and industrial support commercial service center. These specific use commercial areas, together with other planned commercial areas of a more general type, also total about 265 acres.

Alternative Land Use Plan C, as shown on Map 34, identifies six neighborhood shopping centers, two community shopping centers, six office centers, one large floor area retail sales and service center, one automobile retail sales and service center, and one office and industrial support commercial service center. These specific use commercial areas, together with other planned commercial areas of a more general type, total about 323 acres.

Shopping centers--both neighborhood- and community-oriented--are characterized in all three plans by onsite parking for customer automobiles and a shopping environment geared to pedestrians. Typical uses in this category include general merchandise stores, food stores, department stores, gift shops, personal services, banks/savings and loan institutions, and restaurants, but not including drive-in or drive-through establishments.

Office-oriented centers include both general and industrial support offices, and are characterized by professional office uses, medical office uses, and other general office uses.

Large floor area retail sales and service centers are characterized by onsite parking for customer automobiles, customer off-street loading facilities, and a limited shopping environment geared to pedestrians. Uses typical of such centers include furniture sales, appliance sales and service, factory outlet stores, and garden centers.

Uses typical of automobile retail sales and service centers include gasoline stations, automobile sales and service, car washes, drive-in theaters, drive-in banks, and drive-in and drive-through restaurants.

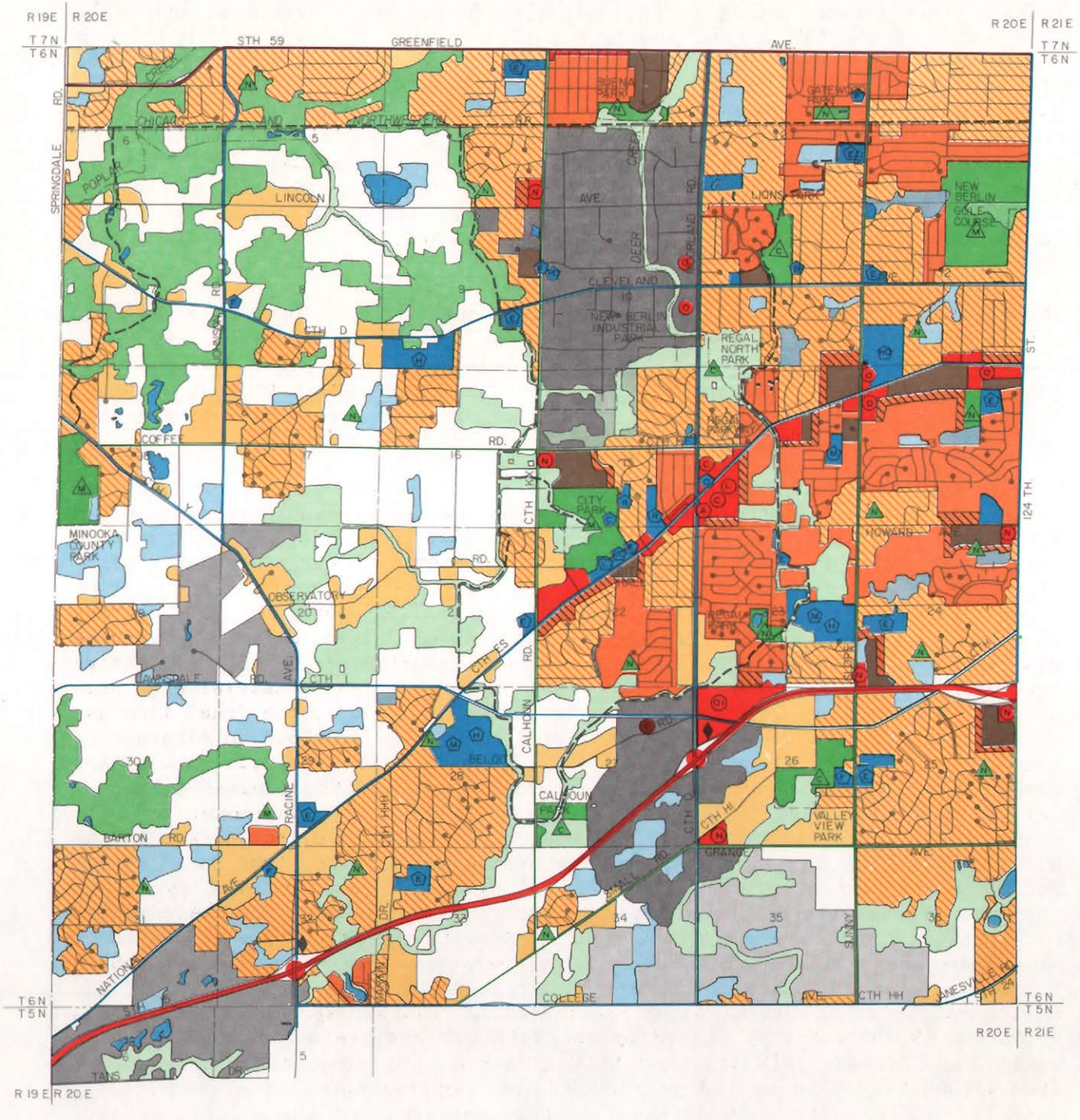
On all three alternative plan maps, the W. National Avenue corridor from S. 124th Street to Calhoun Road is shown as a significant commercial retail sales and service facility. As a major arterial highway leading from Milwaukee generally through the center of the City of New Berlin, W. National Avenue is subject to a variety of development pressures which influence the efficiency and safety of the facility itself, and the workability and livability of the adjacent land uses. Because of the present and potential deficiencies of this facility, its importance to the City, and the necessity for its improvement, these development pressures must be addressed in the overall planning effort for the City. Accordingly, a more detailed study of land use development along W. National Avenue was made as an integral part of the land use planning effort for the City. The findings and recommendations of this study are presented in Chapter VIII of this report.

Industrial Land Uses

Three alternative locations for new industrial sites are provided in the land use plans, as shown on Maps 32, 33, and 34. Each of the three sites provides up to 600 gross acres of industrial land to accommodate the forecast need as set forth in Chapter VI. Alternative Land Use Plan A proposes a 394-acre industrial area located west of both the existing New Berlin Industrial Park and

Map 34

ALTERNATIVE LAND USE PLAN C: OPTIMISTIC CENTRALIZED GROWTH PLAN FOR THE CITY OF NEW BERLIN



Source: SEWRPC.

LEGEND

- RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER)
- SUBURBAN RESIDENTIAL DEVELOPMENT (1.5-ACRE TO 5-ACRE LOTS)
- LOW-DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 62,000-SQUARE-FOOT LOTS)
- MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (10,000- TO 20,000-SQUARE-FOOT LOTS)
- HIGH-MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (4.4 TO 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7.0 TO 12.0 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- COMMERCIAL DEVELOPMENT
  - C COMMUNITY SHOPPING CENTER
  - N NEIGHBORHOOD SHOPPING CENTER
  - O OFFICE CENTER
  - L LARGE FLOOR AREA RETAIL SALES AND SERVICE CENTER
  - A AUTOMOBILE RETAIL SALES AND SERVICE CENTER
  - I OFFICE AND INDUSTRIAL SUPPORT COMMERCIAL SERVICE RELATED
- GOVERNMENTAL AND INSTITUTIONAL
  - C CITY HALL
  - F FIRE STATION
  - L MAIN PUBLIC LIBRARY
  - B BRANCH PUBLIC LIBRARY
  - O POST OFFICE
  - P CITY POLICE DEPARTMENT
  - CC CITY COMMUNITY CENTER
  - HO HOSPITAL
  - E PUBLIC ELEMENTARY SCHOOL
  - M PUBLIC MIDDLE SCHOOL
  - H PUBLIC HIGH SCHOOL
  - R PRIVATE SCHOOL
- PARK AND RIDE LOT
- LIGHT INDUSTRIAL DEVELOPMENT
- (NONE) LANDS TO BE USED FOR INDUSTRIAL-RELATED USE BEYOND THE YEAR 2000
- QUARRYING AND EXTRACTIVE DEVELOPMENT
- RECREATIONAL
  - M MULTICOMMUNITY PARK
  - C COMMUNITY PARK
  - N NEIGHBORHOOD PARK
- (NONE) 50-FOOT-WIDE EARTH BERM/LANDSCAPED PLANTING STRIP
- RECREATION CORRIDOR (TRAIL)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
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- SECONDARY ENVIRONMENTAL CORRIDORS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
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- WATER

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- FREEWAY-NONFREEWAY INTERCHANGE

Calhoun Road, and along both the north and south sides of Lincoln Avenue in U. S. Public Land Survey Sections 4, 5, 8, and 9 in the northwest quarter of the City. Alternative Land Use Plan B proposes a 498-acre industrial and related area located along Grange Avenue between Sunny Slope Road and Small Road south of the STH 15 and Moorland Road interchange in U. S. Public Land Survey Sections 26, 27, 34, and 35 in the southeast quarter of the City. Alternative Land Use Plan C proposes a 584-acre industrial and related land use area located at the Rock Freeway (STH 15) and Moorland Road interchange between Sunny Slope Road and Calhoun Road in U. S. Public Land Survey Sections 26, 27, 34, and 35 in the southeast quarter of the City. Common to all three of the alternative plans illustrated on Maps 32, 33, and 34 is the southerly extension of the existing New Berlin Industrial Park into U. S. Public Land Survey Sections 10 and 15, totaling about 855 acres for the entire industrial park area.

The three alternative locations for future industrial development in the City of New Berlin were presented to the City Plan Commission on May 20, 1985. That Commission requested that the staff of the Regional Planning Commission undertake a comparative evaluation of the three areas. Responding to that request, the staff of the Regional Planning Commission prepared SEWRPC Community Assistance Planning Staff Memorandum No. 85-1 dated September 1985.

This memorandum presented the findings of the requested comparative analysis of the three alternative sites with respect to location; transportation system availability; visual exposure and identity potential; existing and proposed land use impacts; forecast employment levels; forecast average weekday vehicle trips upon full development; forecast average weekday traffic volumes on supporting arterial streets and highways upon full development; soil characteristics, limitations, and slope; public sanitary sewer and water service availability; and existing zoning. Based upon the findings of the comparative evaluation, the Commission staff recommended that the new industrial area proposed in Alternative Land Use Plan C be incorporated into the final land use plan for the City. The evaluation indicated that the site shown on Alternative Land Use Plan C was clearly the best site for further industrial development within the City, and should be large enough to accommodate forecast industry-related land use needs through the plan design period. Furthermore, the site proposed on Alternative Land Use Plan C provides the most direct access to the Rock Freeway (STH 15) of the three alternatives considered, thus facilitating access to the Port of Milwaukee and General Mitchell Field, as well as to the national freeway system. Such direct access provides savings in the costs of both freight transportation and personal travel to and from the site. In addition, the site is already served by an existing park-ride lot and public transit service. The site proposed in Alternative Land Use Plan C provides the best location of the three sites considered for visual exposure--in 1982 from 25,000 to 29,000 vehicles passed by the site per average weekday on the elevated Rock Freeway (STH 15), and this number may be expected to increase to from 27,000 to 37,500 by the year 2000. Also, of the three sites considered, this site offers the more diffused traffic pattern over the supporting city arterial street facilities, and minimizes, owing to location, adverse traffic impacts on the already developed areas of the City. No additional arterial street or highway improvements or changes from those already recommended in the adopted regional transportation system plan would be necessary to serve the City other than the possible restriction of on-street automobile parking in the direction of the peak hourly movement during morning and evening peak traffic hours.

Proposed land uses at the industrial area shown in Alternative Land Use Plan C include office, light industrial, and supporting commercial service uses and neighborhood shopping uses. The area could provide employment for up to 6,000 persons in the retail, service, and industrial sectors.

The proposed new industrial area shown on Alternative Land Use Plan C is also the best of the three sites considered with respect to both soil conditions and land slopes. In addition, the configuration of this site--that is, its site boundary--acknowledges and preserves nearby environmentally significant areas.

Governmental and Institutional Land Uses

The area proposed for governmental and institutional land uses totals 570 acres under all three alternative land use plans, as shown on Maps 32, 33, and 34. Expansion of these uses on all three plans is anticipated to occur primarily at the site of the City Hall with the construction of a new main library facility, City Hall, and community center. Also proposed is the construction of a middle school and high school near the intersection of W. National Avenue and Lawnsdale Road, two new elementary schools in Sections 24 and 33, and a new fire station at the northeast corner of the intersection of Cleveland Avenue and Johnson Road.

Park and Recreation Land Uses

The park and open space uses shown on Alternative Land Use Plans A, B, and C are based upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin, and SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin. Existing and proposed park and recreation facilities are shown on Maps 32, 33, and 34. Detailed recommendations for park and recreation land acquisition and development within the City of New Berlin are presented in the latter report and are illustrated on Map 5 in Chapter I of this report. Under all three alternative land use plans, a total of 784 acres of land is proposed to be provided within the City for park and recreation land uses.

In 1985, there were three major parks in the City of New Berlin: Minooka Park--a county-owned regional park site--and City Park and the New Berlin Golf Course--both of which are community park sites owned by the City. All three alternative land use plans propose that these sites be maintained for outdoor recreation use. Also, it is proposed that an additional major community park site, to be located in the southwest portion of the City, be acquired. Proposed facilities at this site include a regulation golf course and areas for picnicking and other passive recreational activities.

The alternative land use plans also propose 21 linear miles of recreation corridor in the City of New Berlin. The first segment of this corridor is proposed to be six miles long and would traverse the northern portion of the City utilizing the Wisconsin Electric Power Company right-of-way between Greenfield Park and the western corporate limits of the City. The second recreation corridor segment is proposed to be two miles long and would be located in the northwest portion of the City. This segment would link Minooka Park to the recreation corridor proposed to be located on the Electric Power Company right-of-way. The final recreation corridor segment is proposed to be 13 miles

long and would form a loop through the central portion of the City and would connect four community parks within the City. These recreation corridors would provide opportunities for trail-oriented activities such as hiking and biking.

There is a documented need in the City of New Berlin for additional public outdoor recreation sites, as well as for nonresource-oriented playfields, playgrounds, swimming pools, and tennis courts. In contrast to resource-oriented outdoor sites and facilities, nonresource-oriented sites and facilities rely less heavily on natural resource amenities, generally are more needed in urban areas than in rural areas, and have relatively small service areas.

The alternative plans for the provision of urban outdoor recreation sites and facilities consist of the development of new neighborhood parks, 5 to 24 acres in size, and the acquisition of certain additional lands and the development of additional facilities at existing outdoor recreation sites within the City. Alternative Land Use Plans A, B, and C all propose the acquisition and development of 13 new neighborhood parks, as needed, within the City. Three existing neighborhood parks would be expanded to provide additional space for outdoor recreational activities. Finally, additional outdoor recreational facilities would be provided at nine existing neighborhood parks within the City.

Environmental Corridors and Isolated Natural Areas

Primary environmental corridors encompass approximately 1,508 acres in the City of New Berlin, or about 6 percent of the total area of the City. These corridors are located primarily along the major perennial streams and large wetland complexes in the northwestern portion of the City. Under all three alternative land use plans, all primary environmental corridors would be preserved in essentially natural, open uses. It is recognized that existing private as well as public outdoor recreation and related open space uses generally serve to protect such corridors. Therefore, the plan recommends that such uses be maintained for resource preservation and limited recreation purposes and that such maintenance be promoted through proper zoning.

The secondary environmental corridors in the City of New Berlin are generally located along intermittent streams or serve as links between segments of primary environmental corridors. These corridors encompass about 1,643 acres of land, or about 7 percent of the total area of the City. It is recommended that secondary environmental corridor lands which are presently held in public park and open space use, or in compatible private park and open space use, be maintained in such use. Those secondary environmental corridor lands which are located within the planned urban area and not presently held in public or private park and open space use are proposed to be preserved and protected through interim public land use regulation and ultimate public acquisition, as needed, for use as drainageways and other urban open space purposes.

In addition to the primary and secondary environmental corridors, other, smaller concentrations of natural resource base elements exist in the City of New Berlin. These concentrations are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridors, have important natural values. Isolated natural areas encompass about 841 acres of land, or about 4 percent of the City of New Berlin. It is recommended that such areas be preserved in essentially natural, open space uses whenever possible.

Agricultural and Other Rural Land Uses

All three alternative land use plans proposed the preservation of 11,000 acres of agricultural and other rural lands. Prime agricultural lands consist of parcels 35 acres or larger in size which are covered by soils well suited for the production of food and fiber. These lands are located in U. S. Public Land Survey Sections 27, 34, 35, and 36. The three alternative land use plans would also seek to maintain other rural areas within the City. Portions of these areas would be used for estate-type residential development on lots five acres or larger in size. The most important site-specific factors related to the establishment of such development are soils limitations for the use of onsite sewage disposal systems.

Transportation System Development

An efficient arterial street and highway network provides the necessary means of access from both rural and urban areas to supporting service, employment, recreational, and cultural centers. It is essential, therefore, that land use development be designed to protect the efficiency of the existing and proposed arterial street and highway system and to utilize that system as fully as practicable. Transportation system plans should seek to minimize street and highway improvement costs, as well as the level of disruption to existing development caused by transportation improvements.

The arterial street and highway network required to serve the planned land use pattern and attendant future traffic demands in the City of New Berlin to the turn of the century is indicated on Maps 32, 33, and 34. The arterial network set forth on these maps is identical to the network shown on Map 4 in Chapter I and Map 32 in Chapter VI. Suggested cross-sections for these arterial streets and highways are shown in Figure 6 of Chapter V. In addition, the plans propose the continued use of the two primary transit stations and off-street parking facilities located at the intersections of Racine Avenue with the Rock Freeway (STH 15), and S. Moorland Road with the Rock Freeway.

PUBLIC INFORMATIONAL MEETINGS REGARDING ALTERNATIVE PLANS A, B, AND C

A series of seven public informational meetings--one in each city aldermanic district--was held by the staffs of the City of New Berlin Planning Department and the Southeastern Wisconsin Regional Planning Commission to present Alternative Land Use Plans A, B, and C to city residents and to receive public reaction to and comment on those plans. These meetings were held on July 8, 12, 17, 18, 19, 22, and 25, 1985, in the Council Chambers of New Berlin City Hall. While the three alternative land use plans were generally favorably received, some landowners and residents expressed concerns over several of the concepts presented in the plans, and requested that the plans be modified prior to formal adoption by the City Plan Commission and Common Council. Based upon careful consideration of the comments made at the public informational meetings, the staff of the Regional Planning Commission prepared Alternative Land Use Plan D as shown on Map 35.

ALTERNATIVE LAND USE PLAN D

Population Forecasts

As described in Chapter II, the population, employment, and land use forecasts that were selected for use in the preparation of a land use plan for the City of New Berlin were based upon consideration of an "optimistic growth-centralized development" alternative future. This future envisioned a resident population of about 56,400 persons within the City by the plan design year. During the public informational meetings, landowners and citizens of the City expressed a desire to explore the use of a lower alternative resident population level for the city plan. Based upon the issues raised at these meetings, the City Plan Commission asked the Regional Planning Commission staff to prepare a fourth alternative land use plan--Alternative Land Use Plan D--using a lower resident population level and extending the plan design period to the year 2010. In response to this request, the Regional Planning Commission staff identified a revised resident population forecast for the City of about 43,000 for the design year 2010. This forecast is about midway between the actual 1980 resident population of the City of 30,529 persons and the year 2010 optimistic growth-centralized development population forecast of 54,800 persons. The attendant land use pattern is shown on Map 35 and analyzed in Table 47.

Residential Land Uses

As shown in Table 47, residential land uses under Alternative Plan D approximate 8,900 acres. Alternative Plan D identifies six categories of residential land use based upon the residential density standards advanced in Chapter V and the land requirements set forth in Chapter VI. These categories are rural estate, with a 5-acre net lot area per dwelling unit or greater; suburban, with a 1.5-acre to 5-acre net lot area per dwelling unit; low-density urban, with a 20,000- to 62,000-square-foot net lot area per dwelling unit; medium-density urban, with a 10,000- to 20,000-square-foot net lot area per dwelling unit; high-medium-density urban, with 4.4 to 6.9 dwelling units per net residential acre; and high-density urban, with 7.0 to 12.0 dwelling units per net residential acre.

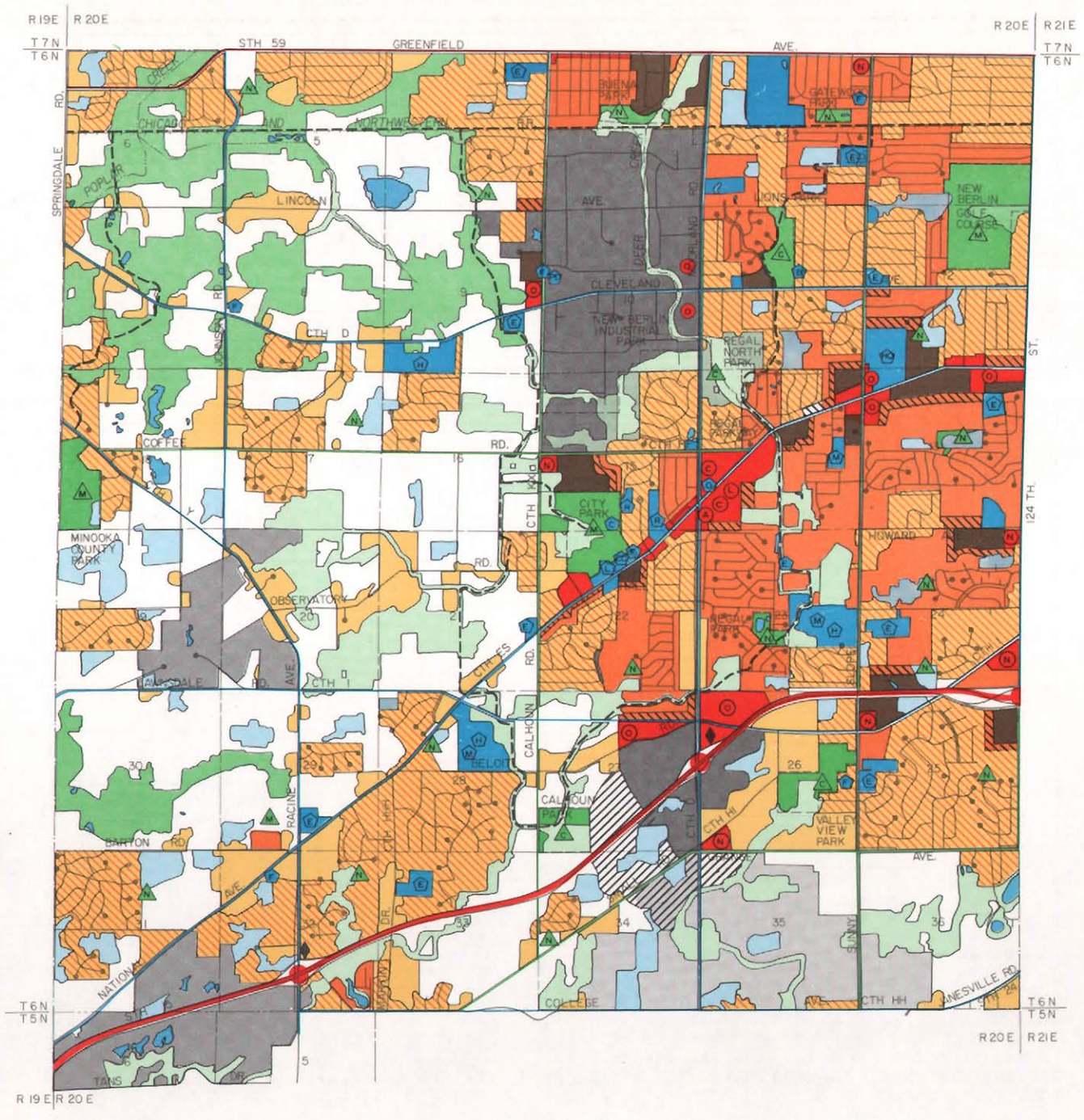
The areas proposed for rural estate residential development under Alternative Land Use Plan D represent about 1,032 acres and would provide about 138 estate lots. Because of the large lot areas involved, these residential land uses have been included in the "agricultural and other rural lands" category shown in white on Map 35.

The areas proposed for suburban residential development total 1,220 acres under Alternative Land Use Plan D. These areas, as shown on Map 35, represent primarily platted lands in this density category. As is rural estate residential development, these areas are located generally west of Calhoun Road and in the southeast quarter of the City.

The areas proposed for low-density urban residential development total 4,923 acres under Alternative Plan D. These areas, as shown on Map 35, are proposed to be located throughout the City but primarily at or abutting existing development of this same density. In addition, this type of development has been used as a transitional area between areas of suburban density and medium-density residential land uses.

Map 35

ALTERNATIVE LAND USE PLAN D: INTERMEDIATE CENTRALIZED GROWTH PLAN FOR THE CITY OF NEW BERLIN



GRAPHIC SCALE
0 1/2 1 MILE
0 2000 4000 6000 FEET

Source: SEWRPC.

LEGEND

- RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER)
- SUBURBAN RESIDENTIAL DEVELOPMENT (1.5-ACRE TO 5-ACRE LOTS)
- LOW-DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 62,000-SQUARE-FOOT LOTS)
- MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (10,000- TO 20,000-SQUARE-FOOT LOTS)
- HIGH-MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (4.4 TO 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7.0 TO 12.0 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- COMMERCIAL DEVELOPMENT
  - C COMMUNITY SHOPPING CENTER
  - N NEIGHBORHOOD SHOPPING CENTER
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  - L LARGE FLOOR AREA RETAIL SALES AND SERVICE CENTER
  - A AUTOMOBILE RETAIL SALES AND SERVICE CENTER
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  - HO HOSPITAL
  - E PUBLIC ELEMENTARY SCHOOL
  - M PUBLIC MIDDLE SCHOOL
  - H PUBLIC HIGH SCHOOL
  - R PRIVATE SCHOOL
- PARK AND RIDE LOT
- LIGHT INDUSTRIAL DEVELOPMENT
- LANDS TO BE USED FOR INDUSTRIAL-RELATED USE BEYOND THE YEAR 2010
- QUARRYING AND EXTRACTIVE DEVELOPMENT
- RECREATIONAL
  - M MULTICOMMUNITY PARK
  - C COMMUNITY PARK
  - N NEIGHBORHOOD PARK
- (NONE) 50-FOOT-WIDE EARTH BERM/LANDSCAPED PLANTING STRIP
- RECREATION CORRIDOR (TRAIL)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
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- STATE TRUNK HIGHWAY - FREEWAY
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- LOCAL TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE

Table 47

EXISTING 1980 CITY OF NEW BERLIN LAND USE AND ALTERNATIVE PLAN D LAND USES

Land Use Category[a]	Existing 1980 Land Use		Plan Increment		Planned Land Use	
	Acres	Percent of Total	Acres	Percent of Increase	Acres	Percent of Total
Residential Rural Estate (5-acre lots or greater)	41[b]	0.1	0[e]	--[e]	0[e]	--[e]
Suburban (1.5-acre to 5-acre lots)	1,116	4.7	104	9.3	1,220	5.2
Low-Density Urban (20,000- to 62,000-square-foot lots)	3,295	14.0	1,628	49.4	4,923	20.9
Medium-Density Urban (10,000- to 20,000-square-foot lots)	1,756	7.4	491	28.0	2,247	9.5
High-Medium-Density Urban (4.4 to 6.9 dwelling units per net residential acre)	7	0.0[f]	188	2,685.7	195	0.8
High-Density Urban (7.0 to 12.0 dwelling units per net residential acre)	76	0.3	259	340.7	335	1.4
Subtotal	6,291	26.7	2,670	42.4	8,920	37.8
Commercial	355[c]	1.5	136[d]	38.3	358[d]	1.5
Industrial	525[d]	2.2	444[d]	84.5	1,102[c]	4.7
Governmental/ Institutional	400	1.7	146	36.5	546	2.3
Recreational	352	1.5	432	122.7	784	3.3
Agricultural and Other Rural Lands	15,666	66.4	-3,787	-24.2	11,879	50.4
Total	23,589	100.0	23,589	--	23,589	100.0

[a]Each land use category area is expressed in gross acres and includes associated street rights-of-way and off-street parking.

[b]Represents 82 occupied residential lots totaling 596 acres. However, only 41 developed acres are shown here; the other 514 acres are included in the "Agricultural and Other Rural Lands" category.

[c]A total of 133 acres of existing industrial-related commercial service uses are included in this figure. These uses are located, for the most part, at the existing industrial park.

[d]Excluding 133 acres as per footnote c, and other existing scattered commercial sites.

[e]A total of 138 lots, or about 1,032 acres, actually are planned, but they have been included in the "Agricultural and Other Rural Lands" category because of their predominant rural character.

[f]Less than 0.1 of 1 percent.

Source: SEWRPC.

The areas proposed for medium-density urban residential development total about 2,247 acres under Alternative Plan D. Because of their lot size of 10,000 to 20,000 square feet, these areas are proposed to be served by public sanitary sewer, and are generally located east of Calhoun Road and north of STH 15.

The areas proposed for high-medium-density urban residential development total about 195 acres under Alternative Plan D, as shown on Map 35. These areas are also planned to be served by public sanitary sewer and are located generally east of Calhoun Road and north of the Rock Freeway (STH 15). This type of residential area is also typically located near arterial street and highway facilities so as to provide ease of vehicular access. In addition, high-medium-density residential uses are used as transitional areas between medium-density and high-density residential areas.

The areas proposed for high-density urban residential development total 335 acres under Alternative Plan D, as shown on Map 35. These areas are also proposed to be served by public sanitary sewer and are located east of Calhoun Road and north of STH 15. This type of residential area is also typically located along arterial streets and highways in order to provide ease of vehicular access. In addition, high-density residential areas are used as transitional areas between high-medium-density residential and commercial areas, while also providing ready access to commercial retail and service centers.

Also recommended under Alternative Plan D is the use of a "cluster" concept for residential site planning, provided that the overall residential site density of an area--i.e., the total number of dwelling units per net residential acre--designated in the land use plan is maintained. In cluster-type development, the buildings are arranged in closely related groups on smaller lots than are used in conventional land subdivisions. Side-yard, rear-yard, and front-yard requirements are reduced from those typically associated with conventionally designed land subdivisions. Common open space and recreational areas are usually provided contiguous to the rear boundary lot lines. In large cluster developments, the open space lands may form a neighborhood, as well as provide for certain recreational uses. Cluster development can accommodate either attached or detached dwelling units. Table 48 compares the characteristics of conventional subdivision design and cluster subdivision design. Figure 25 shows a typical cul-de-sac cluster development with one dwelling unit per lot, and common open space; Figure 26 shows a typical cul-de-sac cluster development with one attached/ zero lot line (no side-yard setback) dwelling unit per lot and common open space; Figure 27 shows a typical mixed dwelling structure cluster development with attached townhouse structures and common open space; and Figure 28 shows a typical multi-family apartment cluster development.

Cluster-type residential development designs can also be applied on real property parcels that are located partly within environmental corridors or isolated natural areas and partly outside such natural resource features. Common open space and recreation areas can be provided within the environmental corridors or isolated natural areas, and are typically contiguous to the rear or side boundary lot line. In the City of New Berlin, these open space lands may form a pedestrian walkway system, as well as an attractive landscaped setting for the residences. Such open space lands may be incorporated into the City of New Berlin park system through dedication or city acquisition of such lands.

Table 48

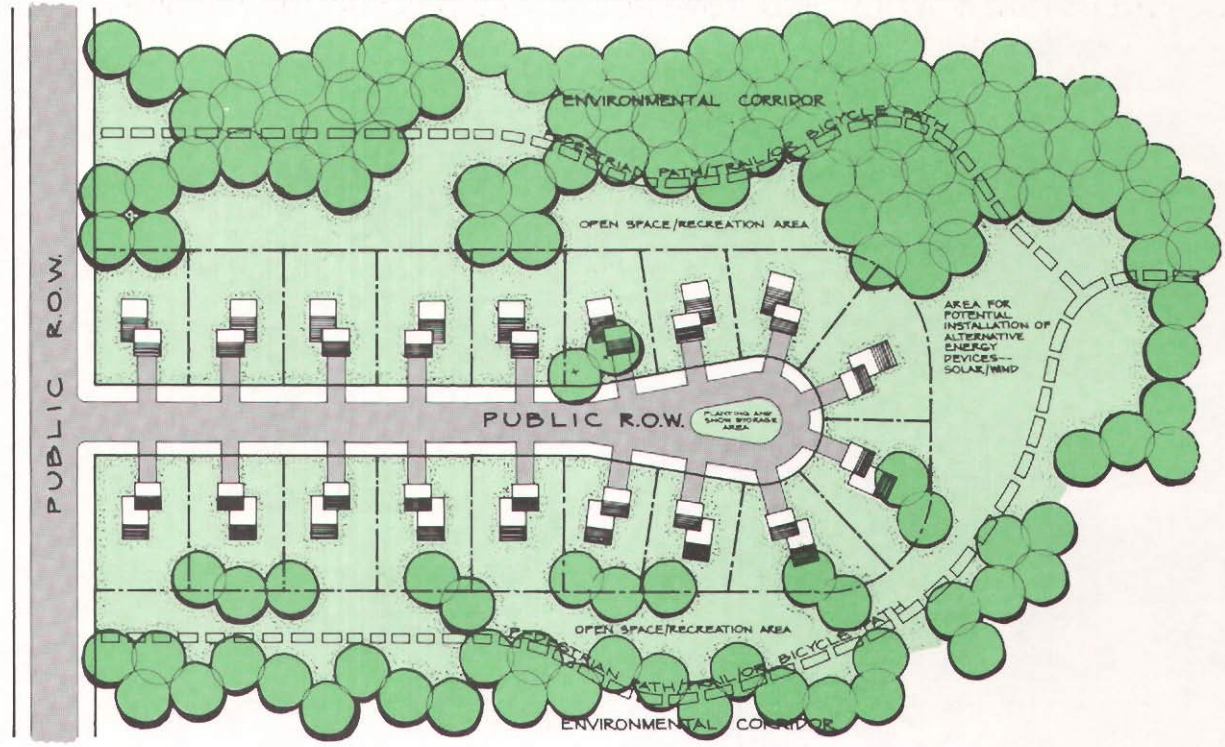
COMPARION OF DESIGN CHARACTERISTICS: CONVENTIONAL SUBDIVISION VERSUS CLUSTER AND PLANNED UNIT DEVELOPMENT SUBDIVISION DESIGN

Consideration	Type of Subdivision Design	
	Conventional	Cluster/PUD
Housing Choice	Limited generally to single-family or two-family detached homes	Potential for a wide range of housing types and styles, providing great diversity
Marketability	Varies with location, price, and market demand	Also varies with location, price, and market demand. Although the open space of a cluster/PUD, if properly designed and developed, is typically a strong selling point, and although cluster/PUD subdivisions often outsell traditional subdivisions in other parts of the country, this has not historically been the case within southeastern Wisconsin. A growth in the regional acceptance of the cluster/PUD concept may be expected, however, once the public becomes educated concerning the higher quality of urban design associated with such developments
Legal Requirements	Requires only compliance with zoning and subdivision regulations	Requires careful site plan review by the Plan Commission and permits modification of certain zoning and subdivision regulations
Maintenance Cost of Common Open Space	The only open space is in privately owned yards	Costs must be borne through a homeowners' association
Costs of Utility Lines	May be higher than cluster development because of relatively larger lot sizes resulting in greater frontage	Clustering may result in economies in both installation and maintenance
Costs of Road Installation and Maintenance	High proportion of land devoted to streets results in higher costs for installation and maintenance, as well as higher land costs	Minimal portion of total land area in streets, with resultant lower construction, maintenance, and land costs
Recreation and Open Space	Private back yards. Public parks located at some distance from the dwelling units	Ready access to resident-owned common open spaces--as well as private back yards in most cases
Site Plan	More limited opportunity for varied and imaginative design	Allows maximum flexibility in site design
Natural Features, Topography, Vegetation, Wildlife Habitat, and Wetlands	More apt to be disturbed to facilitate subdivision development and to ensure maximum number of units from available land	More apt to be preserved as amenities integral to the site plan
Traffic	Rapid through traffic can be discouraged by good design	Rapid through traffic can be more readily discouraged by good design
Pedestrian Circulation	Street intersections and through traffic have the potential to make walking unsafe, particularly for children and the elderly	Can be designed to separate pedestrian and vehicular traffic for maximum safety. Pedestrian circulation can be directed through the open space areas rather than along street rights-of-way
Solar Access (sun and wind)	Limited flexibility of building placement based upon setback requirements. Individual lot owners can be adversely affected by neighbors, thus limiting solar access potential	Flexibility of building placement more readily allows for proper solar access orientation. Consideration can be given in the entire development for access to each lot or building. Common open space allows for the construction of solar energy systems wich can serve more than one dwelling unit
Security/Safety	Visual surveillance by residents of street rights-of-way and private yards	Cul-de-sac street designs allow for communal visual surveillance of street areas. However, visual surveillance of open areas may be hampered by landscaping, and unlimited access to these areas by persons from outside the cluster/PUD development may cause security concerns
Visual Characteristics/ Impact	Curving streets can offer changing vistas; however, a rectilinear street pattern can create visual monotony. No common open spaces to add to aesthetics	Curving streets can offer changing vistas. Common open spaces can add to the aesthetics
Social Interaction	Typically, no homeowners' association to foster neighborhood interaction	Homeowners' association can provide the vehicle for local communal social interaction. In addition, cul-de-sacs serve as a catalyst for social interaction among neighbors sharing the same cul-de-sac

Source: SEWRPC.

Figure 25

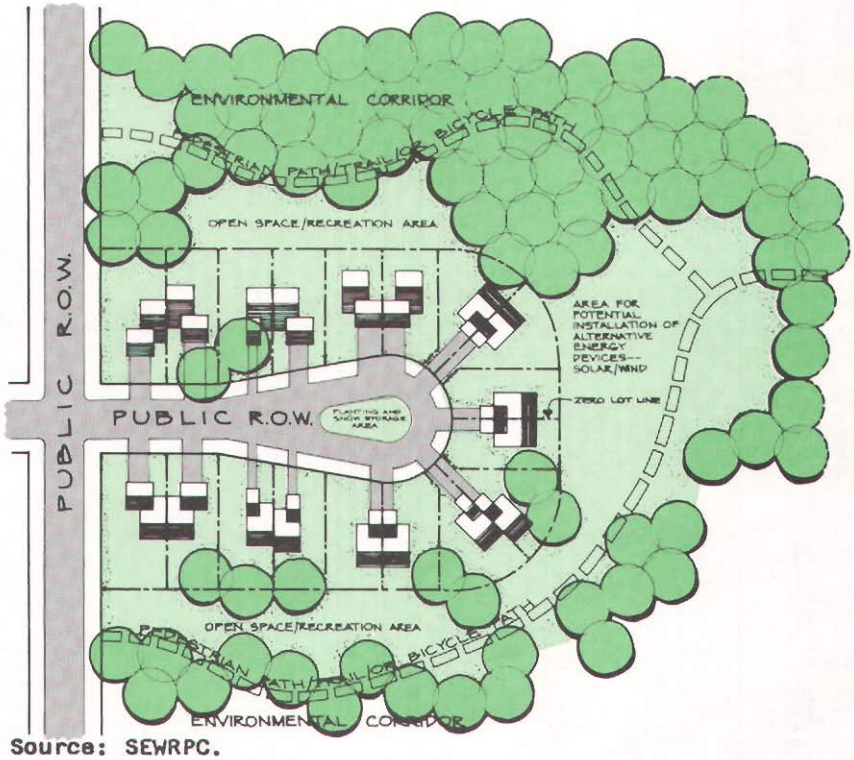
DETAILED ALTERNATIVE RESIDENTIAL CLUSTER DEVELOPMENT DESIGNS (CLUSTERED DETACHED SINGLE-FAMILY RESIDENCE)



Source: SEWRPC.

Figure 26

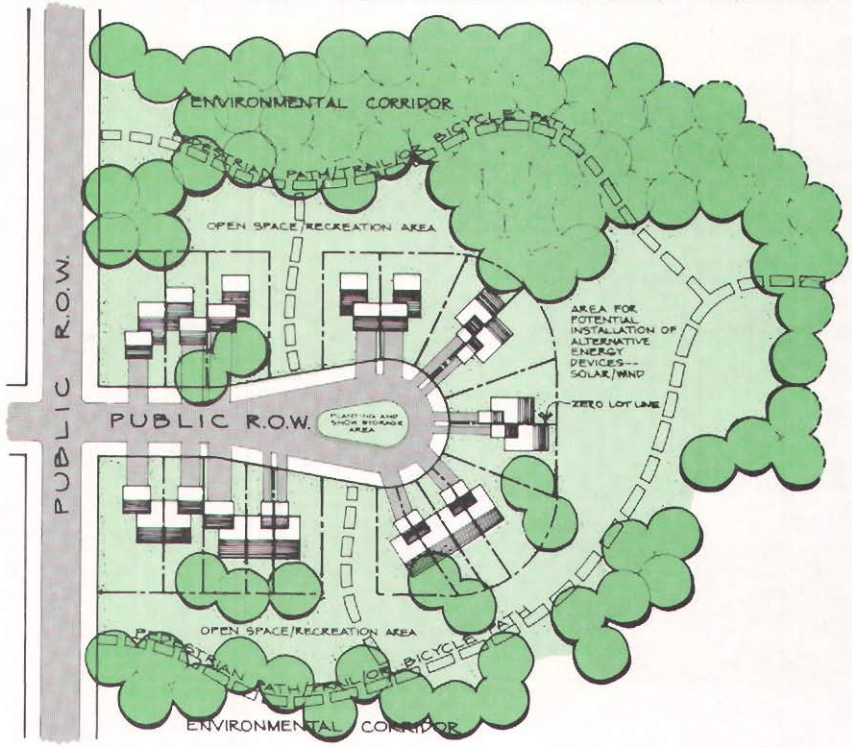
DETAILED ALTERNATIVE RESIDENTIAL CLUSTER DEVELOPMENT DESIGNS (CLUSTERED TWO-FAMILY RESIDENTIAL DEVELOPMENT)



Source: SEWRPC.

Figure 27

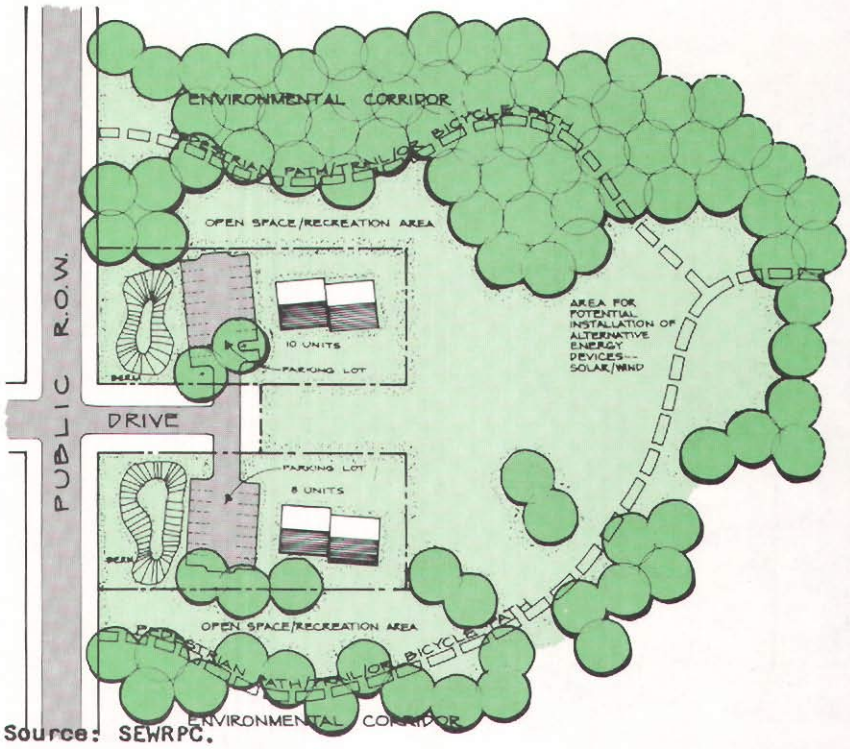
DETAILED ALTERNATIVE RESIDENTIAL CLUSTER DEVELOPMENT DESIGNS (CLUSTERED ATTACHED TOWNHOUSE RESIDENTIAL DEVELOPMENT)



Source: SEWRPC.

Figure 28

DETAILED ALTERNATIVE RESIDENTIAL CLUSTER DEVELOPMENT DESIGNS (CLUSTERED MULTI-FAMILY RESIDENTIAL DEVELOPMENT)



Source: SEWRPC.

Figure 29 presents 3 options under which environmental corridor and isolated natural area lands would be preserved while accommodating residential development in the rural portion of the City. Figure 29, option 1 shows the typical rural estate residential lot subdivision, in which individual residential units would be located on relatively large lots in a fashion that would be compatible with the natural resource features of the lot. In this example, restrictions would be placed on the amount of natural vegetation that could be removed or altered for residential purposes. Figure 29, options 2 and 3 show the same number of residential units as shown in Figure 29, option 1. However, the lot sizes in Figure 29, options 2 and 3 are smaller, thereby providing larger undisturbed areas for the preservation of the environmental corridor or isolated natural area. In each option, the overall density of the development, including developable open space, would not be permitted to exceed the maximum residential development density determined by the underlying zoning district in which the development is located.

Cluster-type development should be accomplished under a planned unit development overlay district zoning classification. As shown in these examples, clustered development can be used to accommodate both attached or detached dwelling units, thereby providing for economical residential development and, at the same time, ensuring the preservation of important natural resource land and overall planned residential densities.

Commercial Retail Sales and Service Land Uses

Alternative Land Use Plan D (Map 35) identifies six neighborhood shopping centers, two community shopping centers, eight office centers, one large floor area retail sales and service center, and one automobile retail sales and service center. These specific use commercial areas, together with other planned commercial areas of a more general type, would encompass an area of about 358 total acres, as shown on Map 35.

As with the other three alternative plans described, shopping centers--both neighborhood- and community-oriented--are characterized by onsite parking for customer automobiles and a shopping environment geared to pedestrians. Typical land uses in this category include general merchandise stores, food stores, apparel and accessory stores, drug stores, department stores, gift shops, personal services, banks/savings and loan institutions, and restaurants, but not including drive-in or drive-through restaurants.

Office centers, including both general and industrial support offices, are characterized by professional office uses, medical office uses, and other general office uses.

Large floor area retail sales and service centers are characterized by onsite parking for customer automobiles, customer off-street loading facilities, and a limited shopping environment geared to pedestrians. Land uses typical of such centers include furniture sales, appliance sales and service, factory outlet stores, and garden centers.

Uses typical of automobile retail sales and service centers include gasoline stations, automobile sales and service, car washes, drive-in theaters, drive-in banks, and drive-in and drive-through restaurants.

Figure 29

PRESERVED ENVIRONMENTAL CORRIDOR AND COMPATIBLE RURAL-ESTATE RESIDENTIAL DEVELOPMENT DESIGN OPTIONS
Option 1

Figure 29 (continued)
Option 2

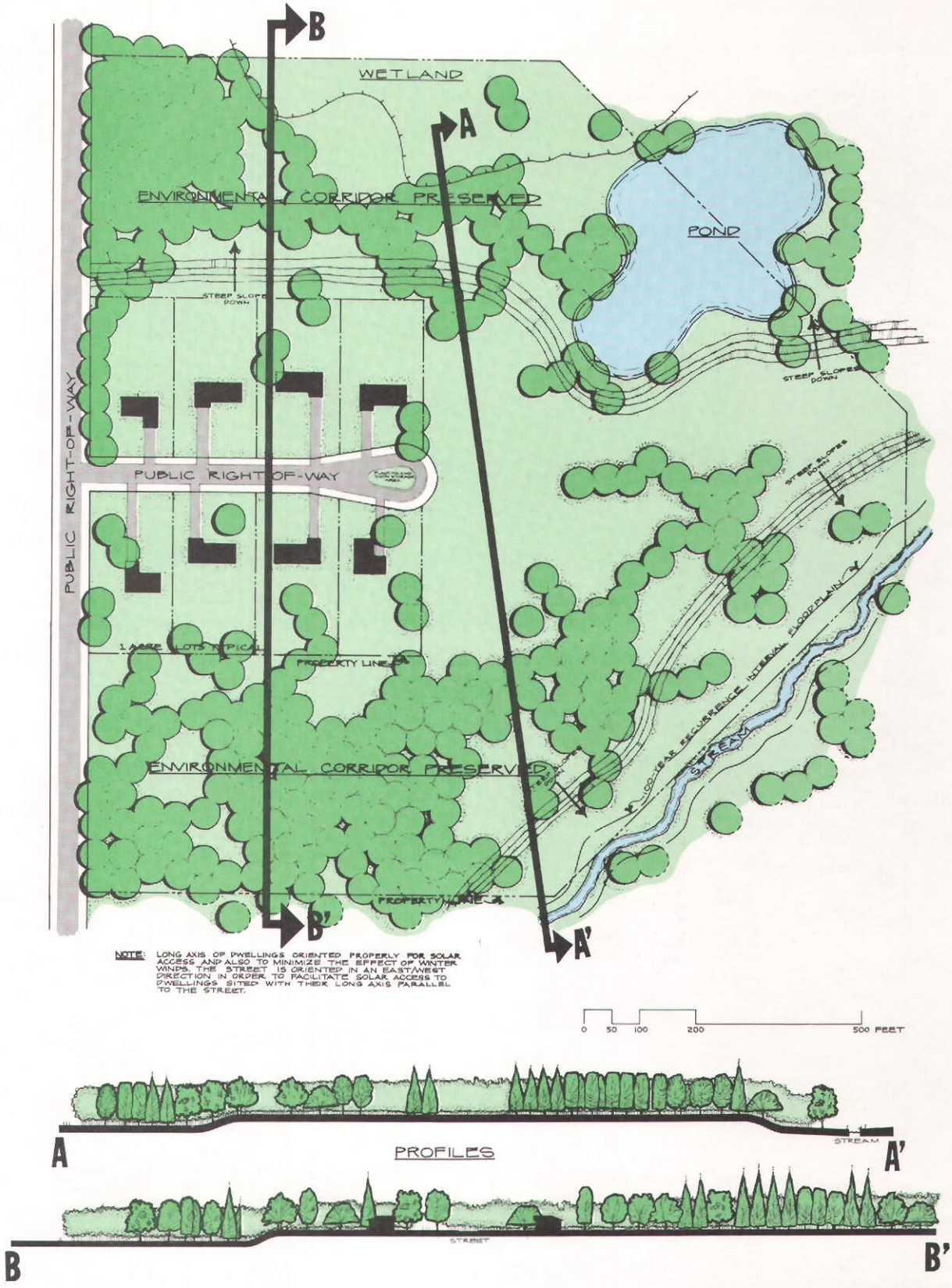
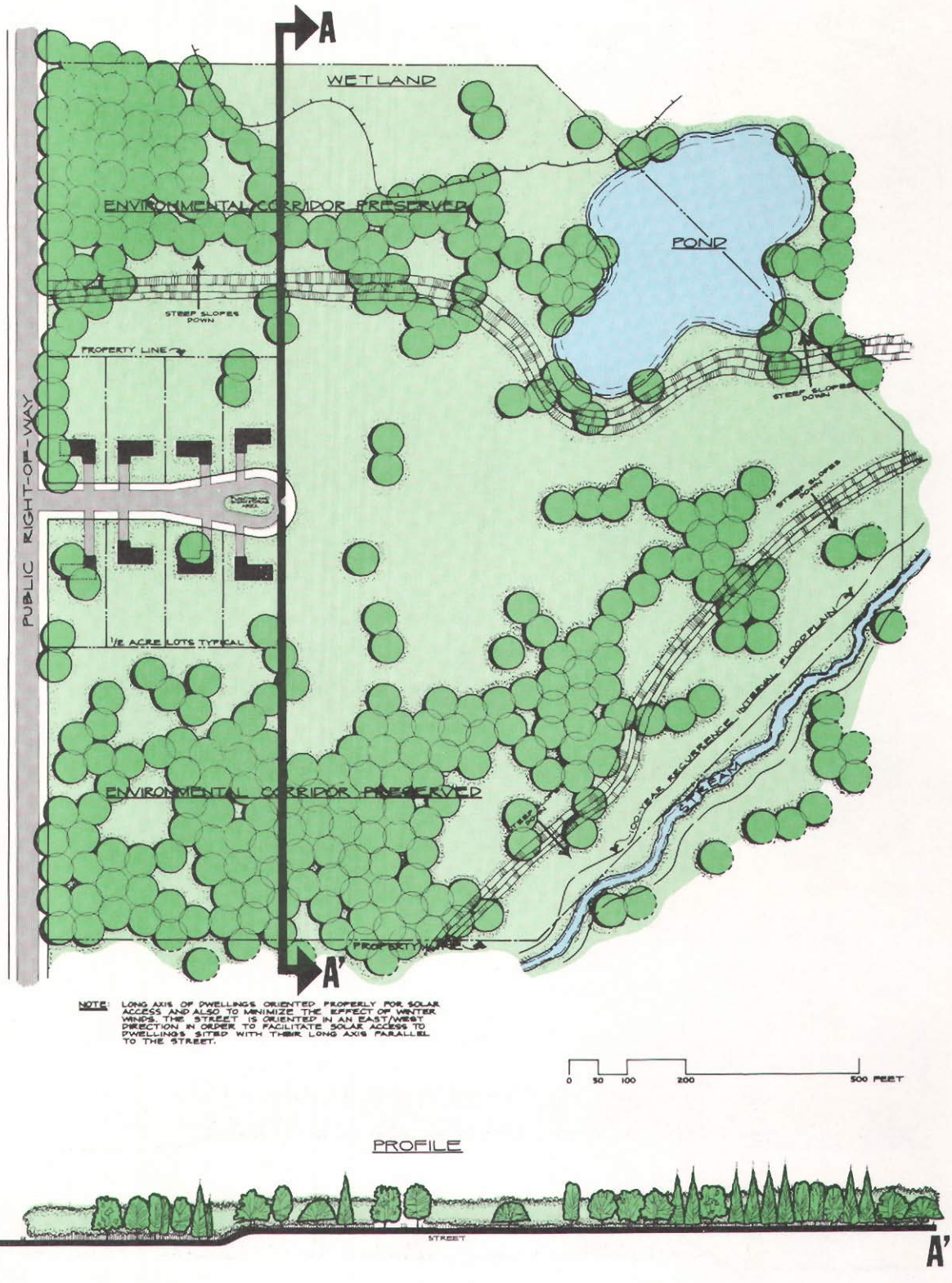


Figure 29 (continued)
Option 3



Source: SEWRPC.

Also, as illustrated on Alternative Plan Maps 32, 33, and 34, the W. National Avenue arterial highway corridor from S. 124th Street to Calhoun Road is a significant commercial retail sales and service area. A more refined and detailed plan for the W. National Avenue corridor is presented in Chapter VIII.

Industrial Land Uses

Alternative Plan D identifies a total of 1,102 acres of land for industrial use, as shown on Map 35. This includes about 133 acres of existing industrial-related commercial service uses at the existing New Berlin Industrial Park. The plan map proposes the continuation of industrial development at the New Berlin Industrial Park, as well as the logical extension of industrial uses to the south of this area into U. S. Public Land Survey Sections 10 and 15.

A new industrial area is proposed to be located at the interchange of the Rock Freeway (STH 15) and Moorland Road. This site provides direct access to the Rock Freeway, thus facilitating ready access to the Port of Milwaukee and General Mitchell Field, as well as to the national freeway system. Contiguous lands to the south and west are shown to be set aside for industrial use beyond the plan design year.

Governmental and Institutional Land Uses

Governmental and institutional land uses under Alternative Plan D would occupy 546 acres, as shown on Map 35. Expansion of these uses is anticipated to occur primarily at the City Hall property with the construction of a new main library facility, City Hall, and community center. Also proposed is the construction of a new middle school and high school near the intersection of W. National Avenue and Lawnsdale Road, two new elementary schools in Sections 24 and 33, and a new fire station at the northeast corner to the intersection of Cleveland Avenue and Johnson Road.

Park and Recreation Land Uses

The park and open space uses shown on Alternative Plan D are based upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin, and SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin. Existing and proposed park and recreation facilities are shown on Map 35. Also, detailed recommendations for park and recreation land uses are provided in the latter report. A total of 784 acres of land would be required under the plan for park and recreation land uses.

Environmental Corridors and Isolated Natural Areas

Alternative Plan D proposes the preservation of about 1,508 acres of primary environmental corridors, or about 6 percent of the total area of the City. Under the plan, all primary environmental corridors would be preserved in essentially natural, open uses. The plan further proposes the preservation of about 1,643 acres of secondary environmental corridors, or 7 percent of the city area, which are presently held in public park and open space use, or in compatible private park and open space use. Finally, the plan proposes the preservation of 841 acres of isolated natural areas, representing 4 percent of the city area, in essentially natural, open space uses.

Agricultural and Other Rural Lands

Alternative Plan D proposes the preservation of 11,879 acres in agricultural use through the plan design year. Of this total, 652 acres, or 5 percent, are composed of prime agricultural lands. Prime agricultural lands consist of parcels 35 acres or larger in size which are covered by soils well suited for the production of food and fiber. These prime agricultural lands are located in U. S. Public Land Survey Sections 34, 35, and 36, as shown on Map 35. The non-prime agricultural lands can be used for estate-type residential development on lots five acres or larger in size. The most important site-specific factors related to the establishment of such development are soils limitations for the use of onsite sewage disposal systems.

Transportation System Development

The arterial highway network required to serve the existing and probable future traffic demands in the City to the turn of the century is also indicated on Map 35. Suggested cross-sections for these arterial streets and highways are shown in Figure 6 of Chapter V. In addition, the plan proposes the continued use of the two primary transit stations with attendant off-street parking provided at the intersections of Racine Avenue with the Rock Freeway (STH 15), and S. Moorland Road with the Rock Freeway.

ALTERNATIVE LAND USE PLAN E--THE RECOMMENDED PLAN

Alternative Land Use Plan E is also based upon the intermediate growth-centralized development future. As such, the plan is designed to serve a design year resident population of 43,000. This population level is about midway between the 1980 population of the City of 30,529 persons and the population of 56,400 expected under the optimistic growth-centralized development future. Alternative Land Use Plan E is graphically illustrated on Map 36. The land uses shown on Map 36 are quantified in Table 49 and compared to the existing 1980 land uses in the City. The major differences between Alternative Land Use Plans D and E are in the industrial and the recreational land use categories.

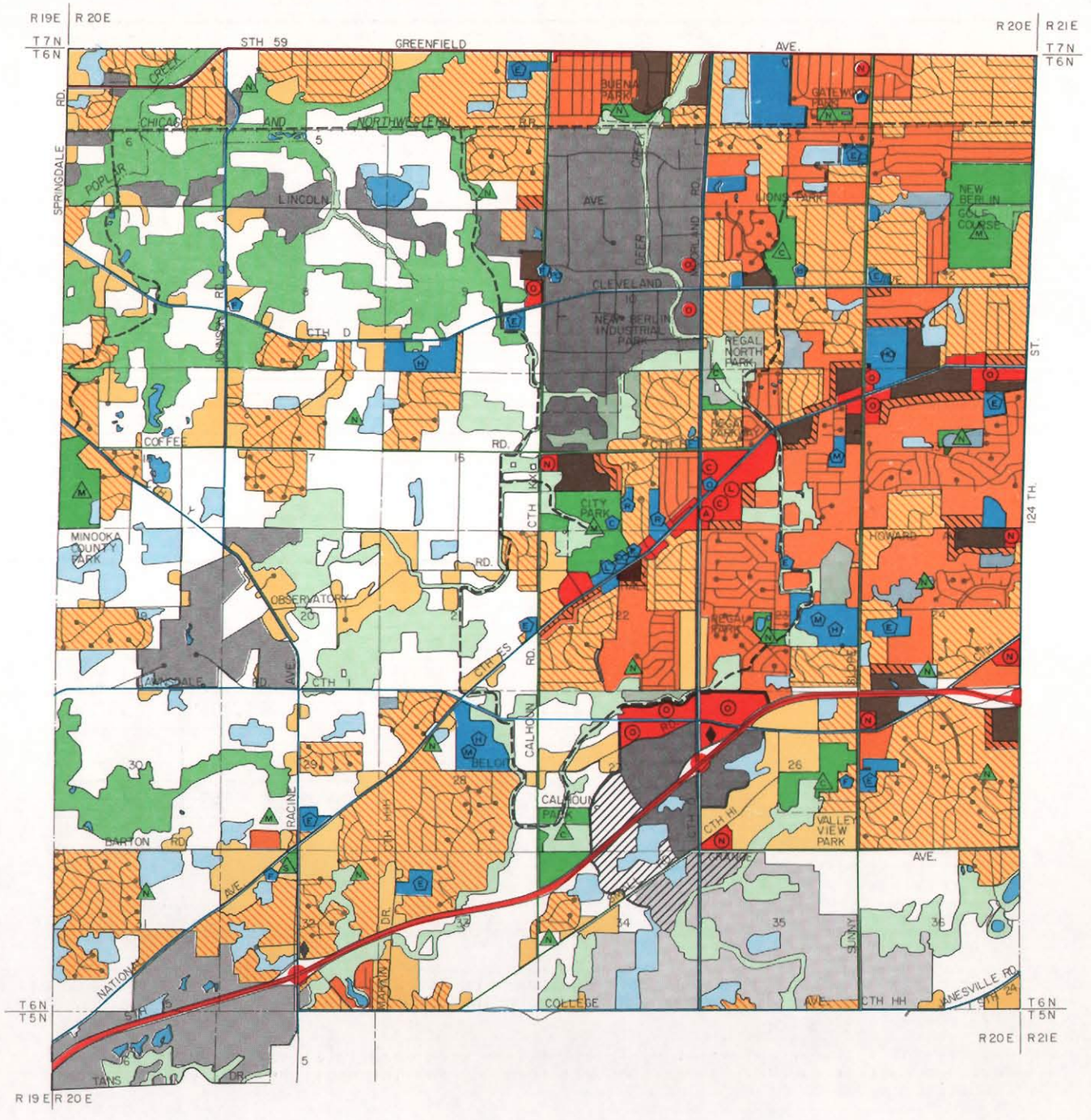
Residential Land Uses

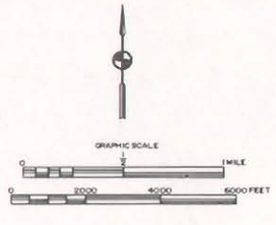
Areas shown on Alternative Land Use Plan E (Map 36) for residential use approximate 8,800 acres, as indicated in Table 49. As do Alternative Plans A, B, C, and D, Alternative Plan E identifies six categories of residential land use based upon the residential density standards advanced in Chapter V and the land requirements set forth in Chapter VI. These categories are rural estate, with a 5-acre net lot area per dwelling unit or greater; suburban, with a 1.5-acre to 5-acre net lot area per dwelling unit; low-density urban, with a 20,000- to 62,000-square-foot net lot area per dwelling unit; medium-density urban, with a 10,000- to 20,000-square-foot net lot area per dwelling unit; high-medium-density urban, with 4.4 to 6.9 dwelling units per net residential acre; and high-density urban, with 7.0 to 12.0 dwelling units per net residential acre.

The area proposed for rural estate residential development under Alternative Plan E totals about 1,032 acres, and would provide about 138 lots. Because of

Map 36

ALTERNATIVE LAND USE PLAN E: REVISED INTERMEDIATE CENTRALIZED GROWTH PLAN FOR THE CITY OF NEW BERLIN





Source: SEWRPC.

LEGEND

- RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER)
- SUBURBAN RESIDENTIAL DEVELOPMENT (1.5-ACRE TO 5-ACRE LOTS)
- LOW-DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 62,000-SQUARE-FOOT LOTS)
- MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (10,000- TO 20,000-SQUARE-FOOT LOTS)
- HIGH-MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (4.4 TO 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7.0 TO 12.0 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- COMMERCIAL DEVELOPMENT
  - C COMMUNITY SHOPPING CENTER
  - N NEIGHBORHOOD SHOPPING CENTER
  - O OFFICE CENTER
  - L LARGE FLOOR AREA RETAIL SALES AND SERVICE CENTER
  - A AUTOMOBILE RETAIL SALES AND SERVICE CENTER
- GOVERNMENTAL AND INSTITUTIONAL
  - C CITY HALL
  - F FIRE STATION
  - L MAIN PUBLIC LIBRARY
  - B BRANCH PUBLIC LIBRARY
  - O POST OFFICE
  - P CITY POLICE DEPARTMENT
  - CC CITY COMMUNITY CENTER
  - HO HOSPITAL
  - E PUBLIC ELEMENTARY SCHOOL
  - M PUBLIC MIDDLE SCHOOL
  - H PUBLIC HIGH SCHOOL
  - R PRIVATE SCHOOL
- PARK AND RIDE LOT
- LIGHT INDUSTRIAL DEVELOPMENT
- LANDS TO BE USED FOR INDUSTRIAL-RELATED USE BEYOND THE YEAR 2010
- QUARRYING AND EXTRACTIVE DEVELOPMENT
- RECREATIONAL
  - M MULTICOMMUNITY PARK
  - C COMMUNITY PARK
  - N NEIGHBORHOOD PARK
  - S SPECIAL PARK
- 50-FOOT-WIDE EARTH BERM/LANDSCAPED PLANTING STRIP
- RECREATION CORRIDOR (TRAIL)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA
- SECONDARY ENVIRONMENTAL CORRIDORS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- ISOLATED NATURAL AREAS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- PRIME AGRICULTURAL LANDS
- WATER

ARTERIAL STREET AND HIGHWAY SYSTEM

- STATE TRUNK HIGHWAY - FREEWAY
- STATE TRUNK HIGHWAY - NONFREEWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE

Table 49

EXISTING 1980 CITY OF NEW BERLIN LAND USE AND ALTERNATIVE PLAN E LAND USES

Land Use Category[a]	Existing 1980 Land Use		Plan Increment		Planned Land Use	
	Acres	Percent of Total	Acres	Percent of Increase	Acres	Percent of Total
Residential Rural Estate (5-acre lots or greater)	41[b]	0.1	0[e]	--[e]	0[e]	--[e]
Suburban (1.5-acre to 5-acre lots)	1,116	4.7	153	13.7	1,269	5.3
Low-Density Urban (20,000- to 62,000-square-foot lots)	3,295	14.0	1,562	47.4	4,857	20.6
Medium-Density Urban (10,000- to 20,000-square-foot lots)	1,756	7.4	439	25.0	2,195	9.3
High-Medium-Density Urban (4.4 to 6.9 dwelling units per net residential acre)	7	0.0[f]	188	2,685.7	195	0.8
High-Density Urban (7.0 to 12.0 dwelling units per net residential acre)	76	0.3	259	340.7	335	1.4
Subtotal	6,291	26.7	2,560	40.7	8,851	37.5
Commercial	355[c]	1.5	136[d]	38.3	358[d]	1.5
Industrial	525[d]	2.2	697[d]	132.7	1,355[c]	5.7
Governmental/ Institutional	400	1.7	146	36.5	546	2.3
Recreational	352	1.5	507	144.0	859	3.6
Agricultural and Other Rural Lands	15,666	66.4	-4,005	-25.6	11,620	49.4
Total	23,589	100.0	23,589	--	23,589	100.0

[a]Each land use category area is expressed in gross acres and includes associated street rights-of-way and off-street parking.

[b]Represents 82 occupied residential lots totaling 596 acres. However, only 41 developed acres are shown here; the other 514 acres are included in the "Agricultural and Other Rural Lands" category.

[c]A total of 133 acres of existing industrial-related commercial service uses are included in this figure. These uses are located, for the most part, at the existing industrial park.

[d]Excluding 133 acres as per footnote c, and other existing scattered commercial sites.

[e]A total of 138 lots, or about 1,032 acres, actually are planned, but they have been included in the "Agricultural and Other Rural Lands" category because of their predominant rural character.

[f]Less than 0.1 of 1 percent.

Source: SEWRPC.

the large lot areas, these residential land uses have been included in the "agricultural and other rural lands" category shown on Map 36.

The areas proposed for suburban residential development total 1,269 acres under Alternative Plan E. These areas, as shown on Map 36, represent primarily platted lands. As is rural estate residential development, these areas are located generally west of Calhoun Road and in the southeast quarter of the City.

The areas proposed for low-density urban residential development total 4,857 acres under Alternative Plan E. These areas, as shown on Map 36, are proposed to be located throughout the City but primarily at, or abutting, existing development of this same density. In addition, this type of development has been used as a transitional area between areas of suburban density and medium-density residential land uses.

The areas proposed for medium-density urban residential development total about 2,195 acres under Alternative Plan E, as shown on Map 36. Because of their lot size, these areas are planned to be served by public sanitary sewer, and are generally located east of Calhoun Road and north of the Rock Freeway (STH 15).

The areas proposed for high-medium-density urban residential development total about 195 acres under Alternative Plan E, as shown on Map 36. These areas are also planned to be served by public sanitary sewer, and are generally located east of Calhoun Road and north of the Rock Freeway (STH 15). This type of residential area is also typically located near arterial street and highway facilities so as to provide ease of vehicular access. In addition, high-medium-density residential uses are used as transitional areas between medium-density and high-density residential areas.

The areas proposed for high-density urban residential development total 335 acres under Alternative Plan E, as shown on Map 36. These areas are also proposed to be served by public sanitary sewer, and are generally located east of Calhoun Road and north of the Rock Freeway (STH 15). This type of residential area is also typically located along arterial streets and highways to provide ease of vehicular access. In addition, high-density residential development areas are used as transitional areas between high-medium-density residential and commercial areas, while also providing ready access to commercial retail and service centers.

Like Alternative Plan D, Alternative Plan E recommends the use of the "cluster" concept for residential site planning, provided that the overall residential site density of an area (i.e., total number of dwelling units per net residential acre) is maintained. Clustered development can be used to accommodate both attached or detached dwelling units, thereby providing for economical residential development and, at the same time, ensuring the preservation of important natural resource land and overall planned residential densities.

Commercial Retail Sales and Service Land Uses

Alternative Plan E identifies six neighborhood shopping centers, two community shopping centers, nine office centers, one large floor area retail sales and service center, and one automobile retail sales and service center. These

specific use commercial areas, together with other planned commercial areas of a more general type, would encompass an area of about 358 acres, as shown on Map 36. As illustrated on Alternative Plan Maps 32, 33, 34, and 35, the W. National Avenue arterial highway corridor as it extends from S. 124th Street to Calhoun Road is a significant commercial retail sales and service facility. A more refined and detailed plan for the W. National Avenue corridor is presented in Chapter VIII.

Industrial Land Uses

Alternative Plan E identifies a total of 1,355 acres of land for industrial use, as shown on Map 36. This includes about 133 acres of existing industrial-related commercial service uses at the existing New Berlin Industrial Park. The plan map proposes the continuation of industrial development at the New Berlin Industrial Park, as well as the logical extension of industrial uses to the south of this area into U. S. Public Land Survey Sections 10 and 15.

Pursuant to the direction of the City of New Berlin Plan Commission, Alternative Plan E shows approximately 253 acres of industrial development to be located, generally, in the area of the City bounded by Calhoun Road on the east, Springdale Road on the west, STH 59 on the north, and Poplar Creek on the south. These proposed industrial land uses recognize both existing environmentally significant areas, and soils that pose severe or very severe limitations for industrial development.

As do Alternative Plans C and D, Alternative Plan E proposes that a new industrial area be located at the interchange of the Rock Freeway (STH 15) and Moorland Road. This site provides direct access to the Rock Freeway (STH 15), thus facilitating ready access to the Port of Milwaukee and General Mitchell Field, as well as to the national freeway system. Contiguous lands to the south and west are shown to be set aside for industrial use beyond the plan design year. In addition, a 50-foot-wide combined earth berm and landscaped strip will buffer the industrial uses from adjoining lesser intensity urban land uses, as indicated on Map 36.

Governmental and Institutional Land Uses

Governmental and institutional land uses under Alternative Plan E would occupy 546 acres, as shown on Map 36. Expansion of these uses is anticipated to occur primarily at the City Hall property with the construction of a new main library facility, City Hall, and community center. Also proposed is the construction of a new middle school and high school near the intersection of W. National Avenue and Lawnsdale Road, two new elementary schools in Sections 24 and 33, and a new fire station at the northeast corner to the intersection of Cleveland Avenue and Johnson Road.

Park and Recreation Land Uses

The park and open space uses shown on Alternative Plan E are based upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin, and SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin. Existing and proposed park and recreation facilities are shown on Map 36. Also, detailed recommendations for park and recreation land uses are provided

in the latter report. A total of 784 acres of land would be required under the plan for park and recreation land uses.

Subsequent to the preparation of Alternative Plan E, the City of New Berlin Planning Department requested that an additional 75 acres of park and recreation land uses be indicated on the plan, based upon recent city park acquisition plans. These additional 75 acres of parkland include a 5-acre historical park site located at the southwest corner of the intersection of W. National Avenue (CTH ES) and Racine Avenue (CTH Y); a 24-acre addition to Calhoun Park located at the northeast corner of the intersection of Calhoun Road and STH 15; an 11-acre addition to Lion's Park located in the south one-half of U. S. Public Land Survey Section 2; and a 35-acre addition to Regal North Park located in U. S. Public Land Survey Section 14. A total of 859 acres of land are recommended for park and recreation land use under Alternative Plan E.

Environmental Corridors and Isolated Natural Areas

Alternative Plan E proposes the preservation of about 1,508 acres of primary environmental corridors, or about 6 percent of the total area of the City. Under the plan, all primary environmental corridors would be preserved in essentially natural, open uses. Accordingly, the plan recommends that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development. However, it is recognized in the plan that it would be necessary, in some cases, to construct sanitary sewers across and through primary environmental corridors, and that certain land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities and certain institutional uses. In some cases, very low-density residential development on five-acre lots, compatible with the preservation of the corridors, may also be permitted to occupy corridor lands; and it may be desirable to extend sewers into the corridors to service such uses. The plan further proposes the preservation of about 1,643 acres of secondary environmental corridors, or 7 percent of the total city area, which are presently held in public park and open space use, or in compatible private park and open space use. Finally, the plan proposes the preservation of about 841 acres of isolated natural areas, representing about 4 percent of the City, in essentially natural, open space uses.

Agricultural and Other Rural Lands

Alternative Plan E proposes the preservation of 11,620 acres of agricultural and other rural lands, of which 741 acres, or 6 percent, are composed of prime agricultural lands. Prime agricultural lands consist of parcels 35 acres or larger in size which are covered by soils well suited for the production of food and fiber. These prime agricultural lands are located in U. S. Public Land Survey Sections 34, 35, and 36 (see Map 36). The nonprime agricultural lands can be used for estate-type residential development on lots five acres or larger in size. The most important site-specific factors related to the establishment of such development are soils limitations for the use of onsite sewage disposal systems.

Transportation System Development

The arterial highway network required to serve the existing and probable future traffic demands in the City of New Berlin to the turn of the century

is also indicated on Map 36. Suggested cross-sections for these arterial streets and highways are shown in Figure 6 of Chapter V. In addition, the plan proposes the continued use of the two primary transit stations with attendant off-street parking provided at the intersections of Racine Avenue with the Rock Freeway (STH 15), and S. Moorland Road with the Rock Freeway.

THE DELINEATION OF NEIGHBORHOOD PLANNING UNITS AND SPECIAL PLANNING DISTRICTS

The Southeastern Wisconsin Regional Planning Commission, almost since its inception in 1960, has urged local plan commissions to consider the preparation of detailed neighborhood unit development plans as an important means of guiding and shaping urban land use development and redevelopment in the public interest. The preparation of detailed neighborhood unit development plans, as well as special planning district plans, is based upon the concept that an urban area should be formed of, and developed in, a number of spatially organized, individually planned cellular units rather than as a single, large formless mass. These cellular units may be categorized by their primary or predominant land use and, as such, may be industrial, commercial, institutional, or residential. Insofar as possible, each neighborhood unit or special planning district should be bounded by arterial streets; major park, parkway, or institutional lands; bodies of water; or other natural or cultural features which serve to clearly and physically separate each unit from surrounding units.

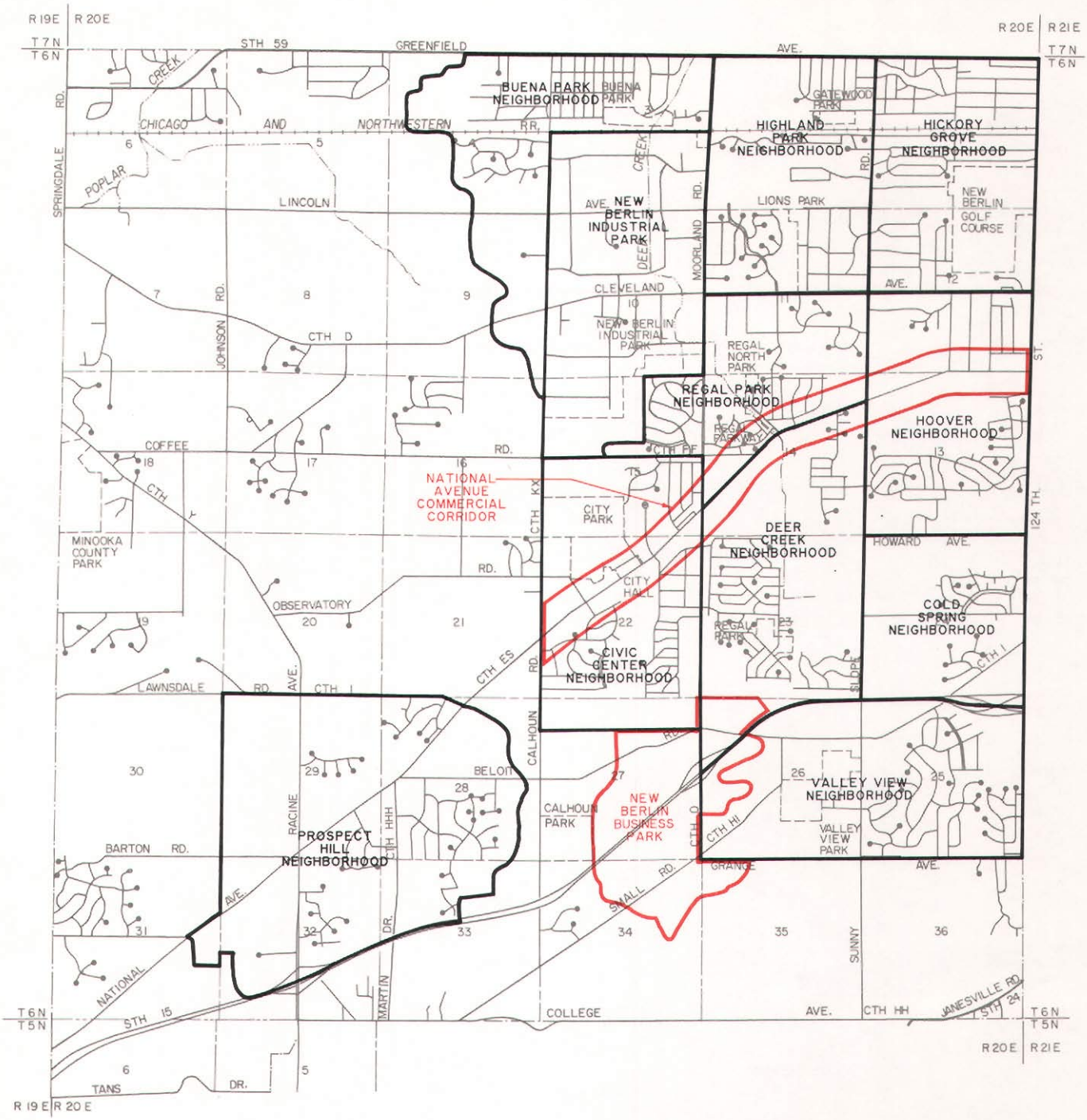
Based upon the recommended land use and transportation system plan described in this chapter and illustrated on Map 36, 10 residential neighborhoods, one industrial park neighborhood, and two special planning districts have been identified. The following residential neighborhoods are identified on Map 37: Buena Park, Highland Park, Hickory Grove, Hoover, Regal Park, Civic Center, Deer Creek, Cold Spring, Valley View, and Prospect Hill Neighborhoods. The one industrial park neighborhood is the New Berlin Industrial Park, and the two special planning districts are the National Avenue Commercial Corridor--described in Chapter VIII--and the New Berlin Business Park.

Detailed and precise development plans should be prepared for each of the delineated neighborhood units and special planning districts. Each of these plans should not only designate future ultimate land use patterns, but also should define future collector and land access street locations and alignments and attendant lot and block configurations. In addition, these plans should identify areas to be protected from intensive urban development for environmental reasons, and should indicate the need to reserve major drainageway and utility easements.

A detailed land use development plan was prepared for the National Avenue Commercial Corridor and is presented in Chapter VIII. It is recommended that similar detailed development plans be prepared for each of the remaining neighborhood units and special planning districts. These plans should be adopted by the City Plan Commission as further refinements of the city land use plan.

Map 37

DELINEATION OF NEIGHBORHOOD UNITS AND SPECIAL PLANNING DISTRICTS IN THE CITY OF NEW BERLIN



LEGEND

NEIGHBORHOOD BOUNDARY

SPECIAL PLANNING DISTRICT BOUNDARY

GRAPHIC SCALE

0 1/2 1 MILE

0 2000 4000 6000 FEET

Source: SEWRPC.

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Chapter VIII

W. NATIONAL AVENUE ANALYSIS AND DETAILED LAND USE AND URBAN DESIGN PLANS

INTRODUCTION

W. National Avenue is of particular importance to the City of New Berlin and its future development. As a major arterial highway leading from Milwaukee roughly through the center of the City, it is subject to a variety of development pressures which influence the efficiency and safety of the facility itself, and the workability and livability of the adjacent land uses. Because of certain present and potential deficiencies of this facility, its importance to the City, and the necessity for its improvement, these development pressures must be identified and addressed as part of the overall planning effort for New Berlin. Accordingly, a more detailed study of land use development along W. National Avenue was made as an integral part of the land use planning effort for the City.

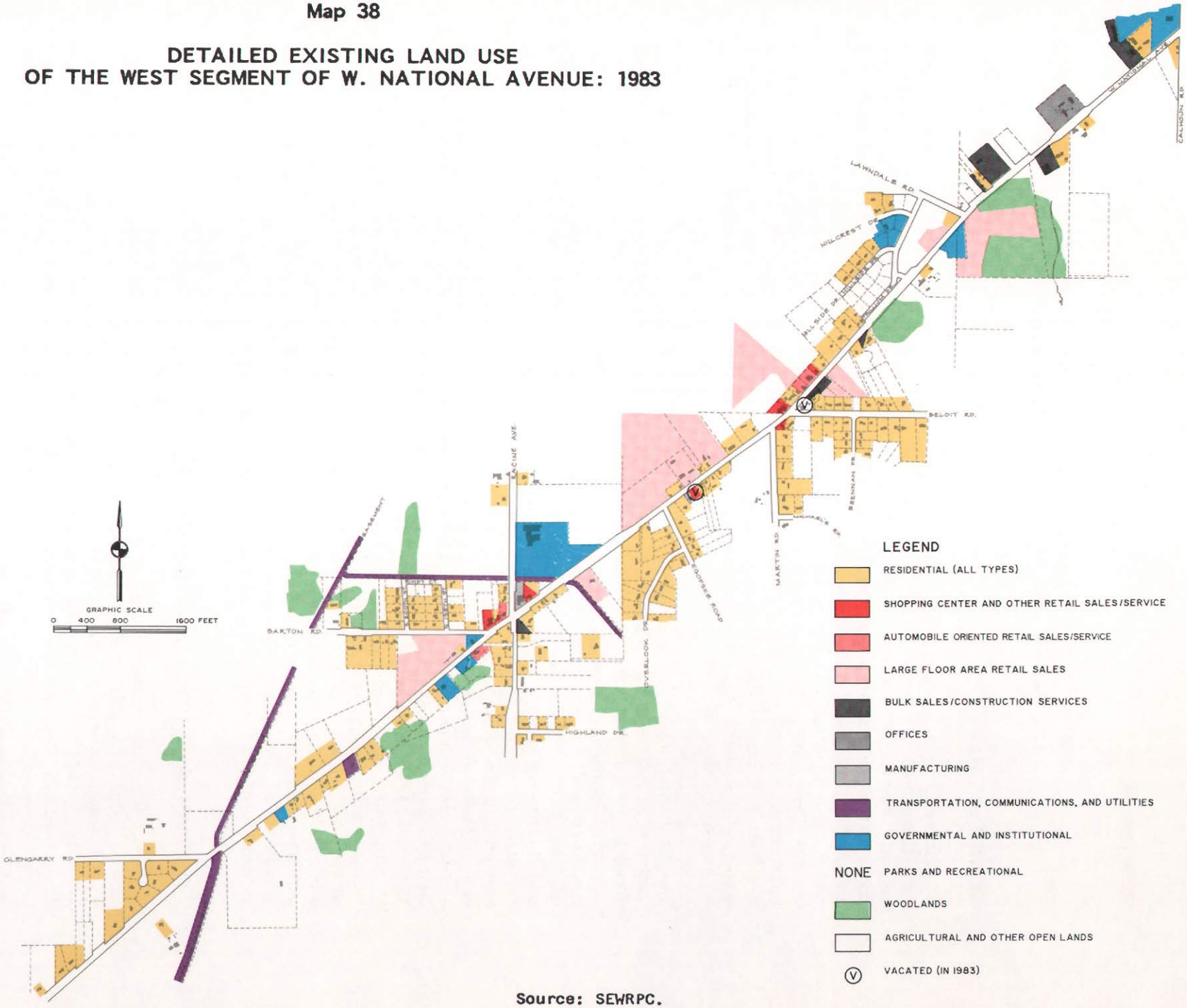
The road now known as W. National Avenue was built as a territorial road to connect Milwaukee with Janesville and was formally opened to traffic in 1838. Today, the segment of W. National Avenue through the City of New Berlin is an arterial highway approximately 7.4 miles long which angles from a point on the northern half of the eastern boundary of the City to the southwestern corner of the City. It is characterized by a generally narrow cross-section and a scattering of mixed land uses predominantly agricultural, residential, and commercial in nature. Most of these uses front directly on the arterial. As the population of the City of New Berlin has grown, there has been increasing development of commercial and, to a lesser extent, residential land uses along W. National Avenue. Thus, the familiar commercial "strip," with some of its functional and aesthetic shortcomings, has been forming along the facility. The undesirability of such strip commercial development is widely recognized by professional planners, and such development along W. National Avenue represents a particular threat to the maintenance of the rural character of the City of New Berlin as reflected in the land use development objectives set forth in Chapter V. Strip commercial development is herein defined as commercial land use development usually one-tier of lots deep which fronts directly on a major arterial street or highway for a distance of one-eighth to one-quarter mile; it may have noncommercial land uses interspersed with the commercial uses.

EXISTING LAND USES ALONG W. NATIONAL AVENUE

In 1983, the Commission staff conducted a special field survey to more precisely identify the types, characteristics, and extent of land uses along W. National Avenue in the City of New Berlin. This survey was conducted in greater detail than was the general land use survey for the entire City described in Chapter IV, and was intended to refine and detail the various types of commercial uses located adjacent to W. National Avenue. The land uses shown on Maps 38 and 39 were generally grouped into residential; commercial;

Map 38

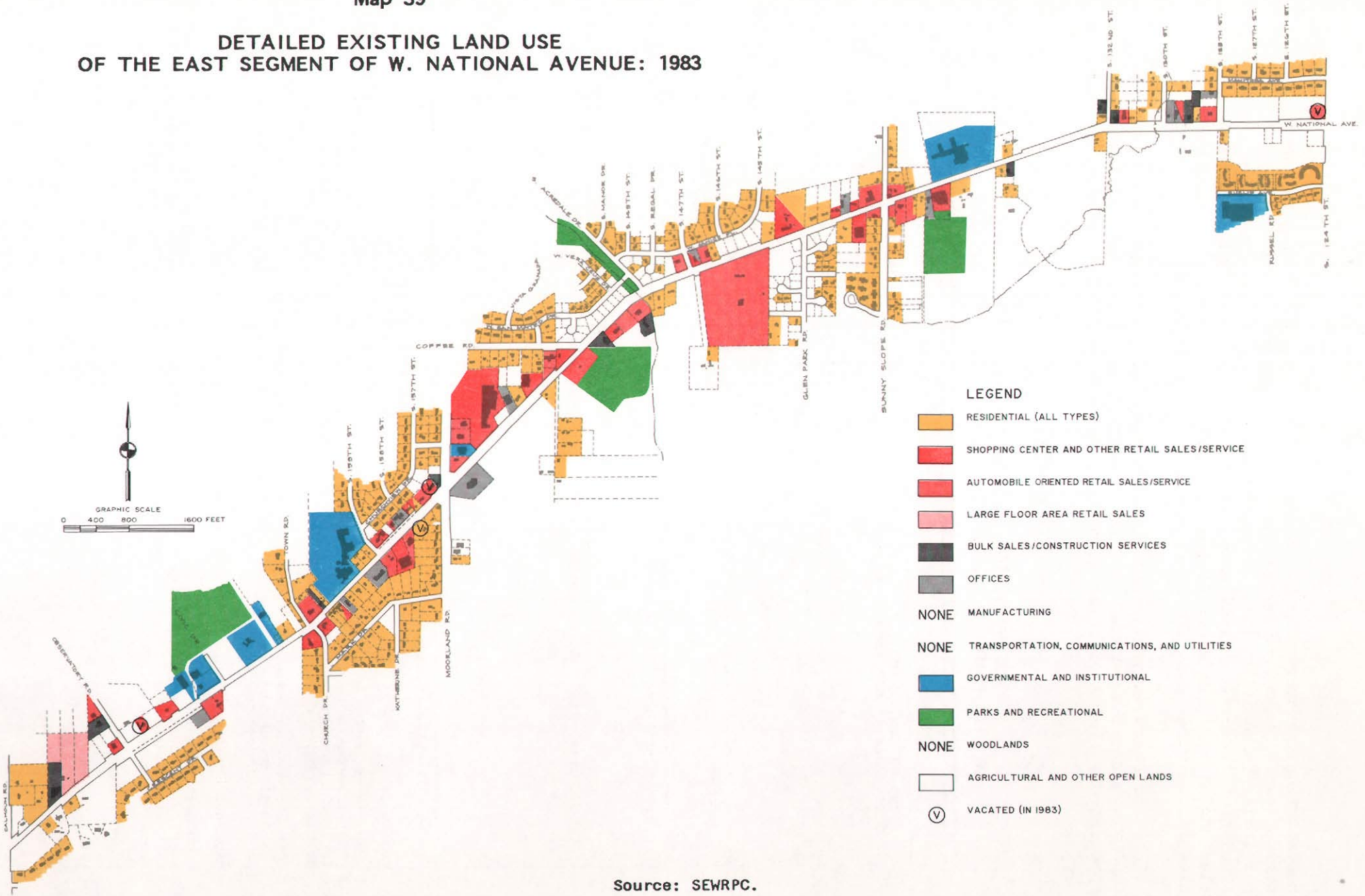
DETAILED EXISTING LAND USE OF THE WEST SEGMENT OF W. NATIONAL AVENUE: 1983



Source: SEWRPC.

Map 39

DETAILED EXISTING LAND USE OF THE EAST SEGMENT OF W. NATIONAL AVENUE: 1983



Source: SEWRPC.

manufacturing; transportation, communications, and utilities; governmental and institutional; parks and recreational; woodlands; and agricultural and other open lands. In addition, Maps 38 and 39 and Table 50 illustrate five distinct groupings of commercial land uses, including shopping center and other retail sales and service, offices, large floor area retail sales, automobile retail sales and services, and bulk sales and construction services.

Table 51 presents an analysis of the frontage devoted to each of the various land uses along W. National Avenue. The frontage along the facility totals approximately 74,700 feet (or about 14.1 miles), or 37,350 feet on each side.

Table 50

COMMERCIAL USE GROUPINGS FOR W. NATIONAL AVENUE IN THE CITY OF NEW BERLIN

Grouping	Typical Land Uses
Shopping Center and Other Retail Sales and Service [a]	General Merchandise Stores Food Stores Apparel and Accessory Stores Drug Stores Department Stores Gift Shops Personal Services Banks/Savings and Loan Institutions Restaurants (not drive-in or drive-through)
Offices	Professional Offices including Medical and Dental Offices Clinics
Large Floor Area Retail Sales [b]	Furniture Sales Appliance Sales Factory Outlet Stores Garden Centers
Automobile Retail Sales and Service [c]	Gasoline Stations Automobile Sales/Service Bowling Alleys Car Washes Drive-in Theaters Drive-in Banking Drive-in/Drive-through Restaurants Motels
Bulk Sales and Construction Services [d]	Building Supplies Equipment Sales Septic System Service LP Gas Sales/Storage

[a] The shopping center and other retail sales and service grouping is characterized by onsite parking for customer automobiles and a shopping environment geared to pedestrians.

[b] The large floor area retail sales grouping is characterized by onsite parking for customer automobiles, customer off-street loading facilities, and a limited shopping environment for pedestrians.

[c] Automobile retail sales uses are not pedestrian-oriented onsite.

[d] The bulk sales and construction services grouping is characterized by onsite parking for customer automobiles, onsite outdoor areas for merchandise storage and sales, customer off-street loading facilities, and open outdoor pedestrian areas for bulk sales of merchandise.

Source: SEWRPC.

As shown in Table 51 and illustrated on Maps 38 and 39, agricultural and other open lands occupied the largest proportion of this frontage in 1983, approximately 33,430 feet, or about 45 percent of the total frontage available. Commercial retail sales and service uses occupied approximately 18,965 feet, or about 25 percent of the total frontage available. Residential uses occupied about 15,430 feet, or about 21 percent of the total frontage available.

By examining the land use analyses depicted on Maps 38 and 39 and in Table 51, several inferences can be drawn about land use development along W. National Avenue:

- The intense commercial land uses which abut W. National Avenue often back onto uses of a lesser intensity and primarily onto single-family residential development. For the most part, no transitional hierarchy of land use development exists between very high-intensity land uses and very low-intensity land uses along this corridor. This is especially prevalent in the areas just east and west of Moorland Road (see Map 39). This is also illustrated in Figure 30.

- Most shopping center and retail sales and service uses on W. National Avenue are located east of Calhoun Road, but in a dispersed rather than concentrated fashion. This dispersal has contributed to the seemingly ragged form of commercial development the strip now has. In addition, these land uses are not spatially close to the existing residential development which is dense east of Moorland Road.

- Governmental and institutional uses also tend to be dispersed along the arterial instead of being grouped at designated locations.

Table 51

LINEAR FRONTAGE OF LAND USES ABUTTING W. NATIONAL AVENUE FROM ABERDEEN DRIVE TO S. 124TH STREET IN THE CITY OF NEW BERLIN: 1983

Land Use	Linear Frontage[a] (feet)	Percent of Total Frontage
Agricultural and Other Open Lands[b]	33,430	44.7
Residential (all types)	15,430	20.7
Automobile Sales/Service	5,425	7.3
Shopping Centers and Other Retail Sales/Service	5,210	7.0
Governmental and Institutional	4,815	6.4
Large Floor Area Retail Sales	3,850	5.2
Offices	2,350	3.1
Bulk Sales and Construction Services	2,130	2.9
Transportation, Communications, and Utilities[c]	910	1.2
Woodlands	900	1.2
Parks and Recreational	150	0.2
Manufacturing	100	0.1
Total	74,700	100.0

[a]Frontage includes linear distance abutting each side of the right-of-way.

[b]Also includes space occupied by intersecting rights-of-way.

[c]Excluding space occupied by intersecting rights-of-way.

Source: SEWRPC.

- The newer and less "mature" development of W. National Avenue is generally located west of Calhoun Road, where there is more open land; this is an indication (further evidenced by historical aerial photographs and land use study) that the strip development is continually moving westward to more rural areas of W. National Avenue rather than increasing in intensity by occupying vacant land to the east of Calhoun Road. This is graphically shown in Figure 31 for the years 1963, 1975, and 1983.

- Large floor area retail sales, as well as bulk sales and construction services, have tended to locate on the western half of W. National Avenue and predominantly west of Observatory Road.

- The creation of many vehicular access points along the W. National Avenue corridor can add to traffic volume on the highway, add conflicts to traffic flow, and increase the potential for accidents. Table 52

Figure 30

RESIDENTIAL SUBDIVISION LOTS BACKING ONTO W. NATIONAL AVENUE THAT HAVE REMAINED VACANT FOR RESIDENTIAL USE

(View Looking East from W. National Avenue Between Coffee Road and Grove Boulevard)

Photo by Robert S. McGonigal.

indicates the growth of vehicular access points to W. National Avenue from 1963 to 1983 for the years 1963, 1975, and 1983. Table 52 indicates the number of street intersections, driveway intersections, and parking lots which allow for automobiles to back directly onto W. National Avenue, and the number of automobile parking lots which have no clearly defined limited driveway access points to W. National Avenue. From 1963 to 1983, the total number of intersecting streets increased from 32 to 34, or 6 percent; the total number of intersecting drives from 180 to 197, or about 9 percent; the linear feet of frontage of automobile parking lots which allow automobiles to back out onto W. National Avenue from 1,200 linear feet to 1,400 linear feet, or about 16.6 percent; and the linear feet of frontage of automobile parking lots with no clearly defined limited driveway access points to W. National Avenue from 850 linear feet to 925 linear feet, or about 9 percent.

EXISTING ZONING ALONG W. NATIONAL AVENUE

The existing (1983) zoning of W. National Avenue is shown on Maps 40 and 41. There are a total of 10 basic zoning district classifications applied along W. National Avenue. Table 53 lists the permitted uses and minimum lot sizes for each of these 10 districts.

Permitted Uses and Zoning District Structure

Table 53 indicates that the zoning ordinance district structure for the B-2, B-3, and M-1 districts is modified pyramidal, being increasingly nonexclusive. This approach, as explained in Chapter IV, envisions zoning districts to be structured to accommodate uses from the highest--residential--to the lowest--industrial, with business uses somewhere between the two extremes. Districts zoned for the highest use permit only that use, while districts zoned for the lowest use permit some or all uses from highest to lowest. As this approach pertains to the City of New Berlin, and in particular to the zoning along W. National Avenue, the B-3 General Business District permits all those uses found in the B-2 Local Business District, and the M-1 Limited Industrial District permits all those uses allowed in the B-2 and B-3 Districts. Use of the pyramidal approach in this fashion makes it very difficult to carefully plan for the location and character of specific types of development.

The "exclusive use district" approach to organizing zoning ordinances, on the other hand, offers a more refined means of land use plan implementation. This approach to zoning, as described in Chapter IV, divides principal permitted uses into separate, distinct, and mutually exclusive classes, with the permitted uses within each district being based upon a limited number of compatible functions. Thus, under the exclusive use district approach, business districts, for example, permit only a limited number of functional classifications of business uses. This type of approach allows community land use plans to be implemented that serve as a more effective basis for implementing detailed land use plans for areas such as W. National Avenue.

Strip Zoning

It has been a common practice to zone all lands fronting on arterial streets and highways for either commercial or multi-family residential development. This practice has resulted in what is called "strip" zoning along major highways. Such zoning has often occurred regardless of the actual demand for

those types of uses. Maps 40 and 41 illustrate how this has happened along W. National Avenue in New Berlin through the use of the sprawling B-2 Local Business and B-3 General Business Districts. Strip zoning is undesirable because it can diminish aesthetic values along major arterials; can foster traffic hazards and congestion and impair the capacity and level of service provided by arterial streets, and thereby the public investment in such arterials; can encourage scattered urban development and thereby increase the cost of providing public facilities and services; can promote the indiscriminate use of outdoor advertising; and can promote land speculation, resulting in higher land costs and thereby impairing the development potential of the area. In addition, it often results in marginal urban development and poorly maintained vacant land along public ways, and can create unusable parcels of land.

Table 54 documents the linear frontage of the existing (1983) City of New Berlin zoning districts applied along W. National Avenue. The frontage along W. National Avenue, including both sides of the right-of-way, totals, as

Figure 31

HISTORIC GROWTH OF COMMERCIAL LAND USES ALONG W. NATIONAL AVENUE IN THE CITY OF NEW BERLIN: 1963, 1975, AND 1983

1963

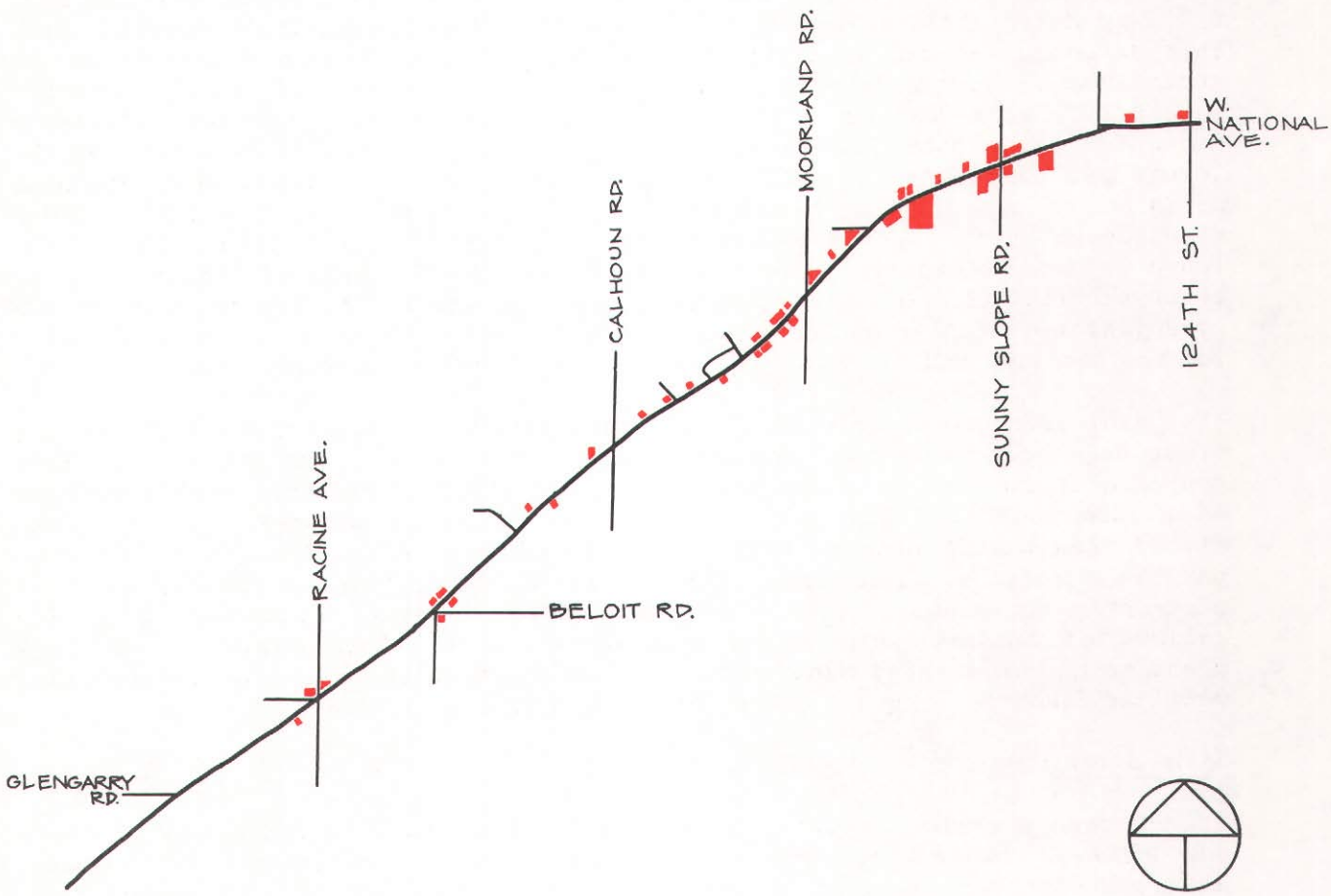
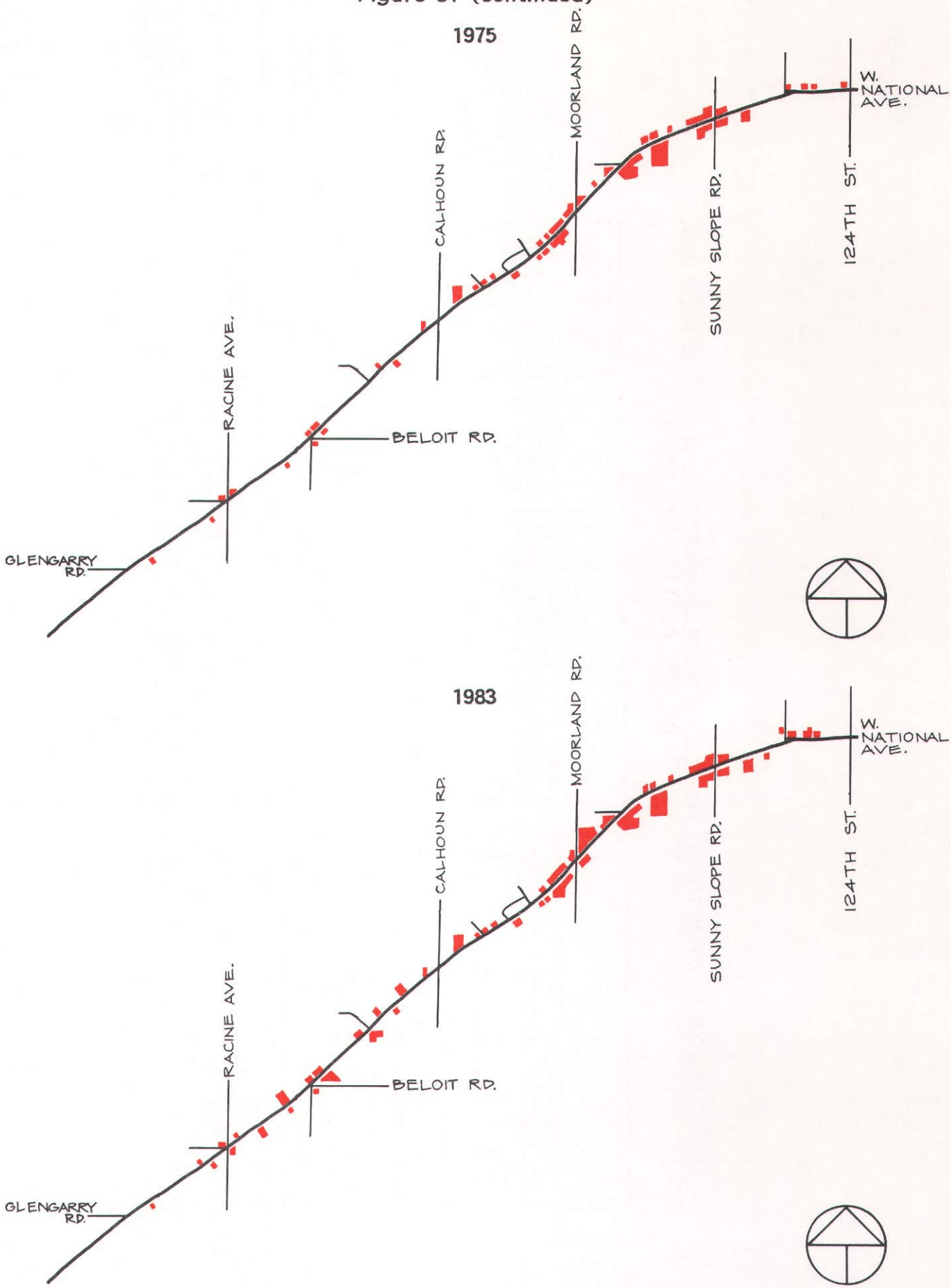


Figure 31 (continued)



Source: SEWRPC.

Table 52

HISTORIC GROWTH OF VEHICULAR ACCESS POINTS TO W. NATIONAL AVENUE IN THE CITY OF NEW BERLIN: 1963 TO 1983

Year	Number of Intersecting Streets[a]	Percent Change from Previous Period	Number of Intersecting Drives	Percent Change from Previous Period	Parking Lots Which Allow Automobiles to Back Out onto W. National Avenue (linear feet)	Percent Change from Previous Period	Parking Lots Which Have No Clearly Defined Limited Driveway Access Points to W. National Avenue (linear feet)[b]	Percent Change from Previous Period
1963	32	--	180	--	1,200[c]	--	850[f]	--
1975	33	3.1	195	8.3	1,350[d]	12.5	1,000[g]	17.6
1983	34	3.0	197	1.0	1,400[e]	3.7	925[h]	-7.5

[a] Streets crossing W. National Avenue are counted twice.

[b] Excluding parking lots which allow automobiles to back out onto W. National Avenue.

[c] Representing a total of 12 parking lots.

[d] Representing a total of 11 parking lots.

[e] Representing a total of 12 parking lots.

[f] Representing a total of 10 parking lots.

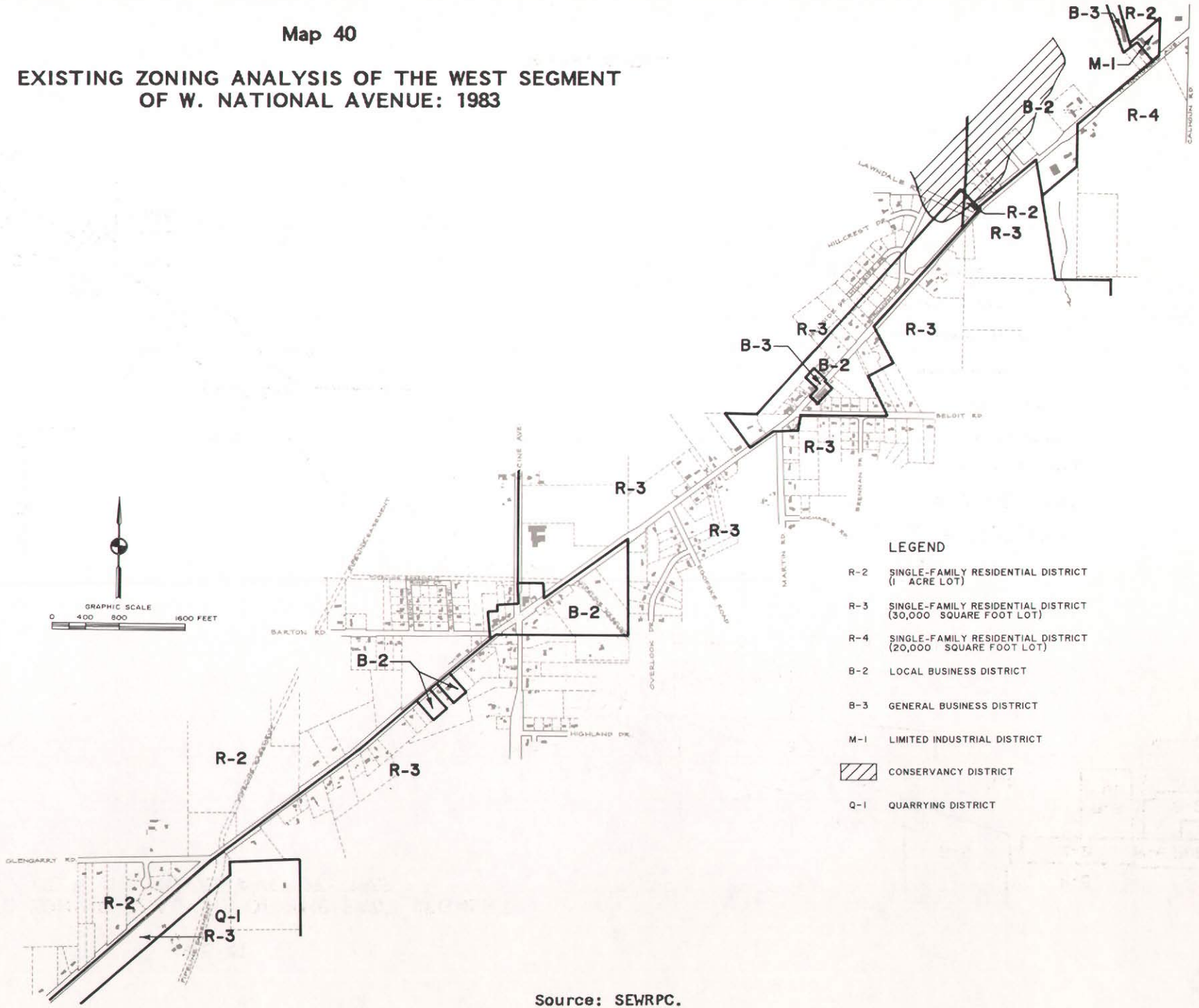
[g] Representing a total of 13 parking lots.

[h] Representing a total of 12 parking lots.

Source: SEWRPC.

Map 40

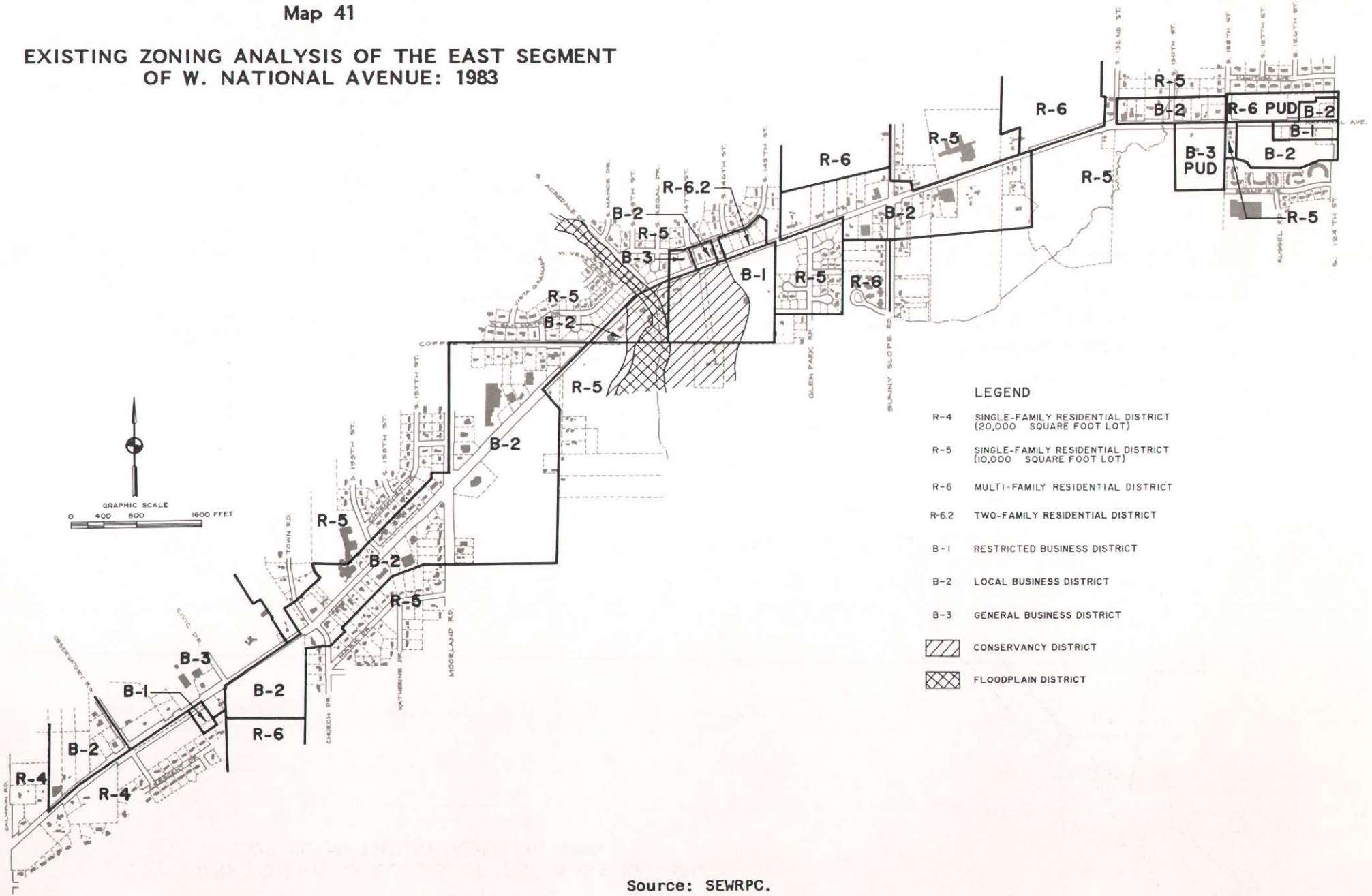
EXISTING ZONING ANALYSIS OF THE WEST SEGMENT OF W. NATIONAL AVENUE: 1983



Source: SEWRPC.

Map 41

EXISTING ZONING ANALYSIS OF THE EAST SEGMENT OF W. NATIONAL AVENUE: 1983



Source: SEWRPC.

Table 53

PERMITTED USES AND MINIMUM LOT SIZES FOR THE CITY OF NEW BERLIN ZONING DISTRICTS ABUTTING W. NATIONAL AVENUE: 1983

Zoning District	Minimum Lot Size	Permitted Uses
R-2 Residential	1 acre	One-family dwellings Public parks and recreation areas General farming on not less than 3 acres Keeping of poultry and domestic livestock on not less than 3 acres
R-3 Residential	30,000 square feet	Same as R-2 District
R-4 Residential	20,000 square feet	Same as R-2 District
R-5 Residential	10,000 square feet	Same as R-2 District
R-6 Residential[a]	10,000 square feet	Same as R-2 District Multiple-family dwellings
R-6.2 Residential	12,000 square feet (one-family) 18,000 square feet (two-family)	Same as R-2 District Two-family dwellings
R-7 Residential (condominiums)	5,500 square feet	Same as R-1, R-2, R-3, R-4, and R-4.75[c] Districts (must be resident-owned individual dwelling units)
B-1 Restricted Business	10,000 square feet	Single-family dwellings for business owners Boarding or lodging houses Delicatessens Florist Shops Funeral homes Gift shops Interior decorators Professional offices or studios Tearooms or restaurants provided no liquor is served Tourist homes Any similar uses approved by Plan Commission
B-2 Local Business[b]	10,000 square feet	Single-family dwellings for business owners Art shops Appliance stores Bakeries (not more than 20 employees) Barber shops Banks and financial institutions Beauty shops Book or stationery stores Clinics--medical, dental, animal Clothing or dry goods stores Candy stores Drug stores Automobile service stations Furniture stores Fruit and vegetable markets Grocery stores Hardware stores Ice cream stores Jewelry stores Meat and fish markets Music and radio stores

Table 53 (continued)

Zoning District	Minimum Lot Size	Permitted Uses
B-2 Local Business (continued)		Newsstands Notion or variety shops Parking lots Pharmacies Radio and television sales and repair shops Photographers Restaurants (unless highway-oriented) Shoe stores Soda fountains Tailor or dressmaking shops Taverns, bars, or nightclubs Dry cleaning, including retail outlets, laundromats, and public coin-operated dry-cleaning establishments Printing shops Plumbing, heating, and sheet metal contractors and similar businesses Any similar uses approved by the Plan Commission
B-3 General Business	10,000 square feet	Uses permitted in the B-2 Local Business District except new residential uses Wholesalers and distributors Drive-in theaters Used car lots Automobile showrooms Storage yards Garages and equipment Laundries Lockers and cold storage plants Open truck storage House trailer/camping trailer sales Body shops Publishing houses Automobile service stations Highway-oriented businesses such as hotels, motor lodges, filling stations, and restaurants Dance halls Theaters Any similar uses approved by the Plan Commission
M-1 Limited Industrial	As necessary to comply with all district regulations	Uses permitted in the B-2 and B-3 Districts except new residential uses Trades or industry restrictive in character that are not detrimental to the district or to adjoining residential areas

[a]The R-6.2 Residential District was adopted by the Common Council as an amendment to the zoning ordinance in 1980.

[b]The B-2 Local Business District formerly allowed multiple-family dwellings as a permitted use until amended early in the 1970's.

[c]The R-4.75 District is applied in the City of New Berlin, but not on W. National Avenue.

Source: City of New Berlin Zoning Code and SEWRPC.

Table 54

LINEAR FRONTAGE OF ZONING DISTRICTS ABUTTING W. NATIONAL AVENUE RIGHT-OF-WAY FROM ABERDEEN DRIVE TO S. 124TH STREET IN THE CITY OF NEW BERLIN: 1983

Zoning District	Linear Frontage[a] (feet)	Percent of Total Frontage
B-2 Local Business	31,610	42.4
R-3 Single-Family Residential (30,000-square-foot lots)	14,560	19.5
R-2 Single-Family Residential (1-acre lots)	7,600	10.2
R-5 Single-Family Residential (10,000-square-foot lots)	6,890	9.2
R-4 Single-Family Residential (20,000-square-foot lots)	5,000	6.7
B-3 General Business	4,050	5.4
B-1 Restricted Business	2,400	3.2
R-6 Multi-Family Residential	1,960	2.6
R-6.2 Two-Family Residential	520	0.7
M-1 Limited Industrial	110	0.1
Total	74,700	100.0

[a]Frontage includes linear distance abutting each side of the right-of-way.

Source: SEWRPC.

already noted, 74,700 linear feet, or about 14.1 miles. Business district zoning extends 38,060 linear feet along W. National Avenue, accounting for over 50 percent of the total length of this facility.

As shown in Table 53, the minimum lot size for the City of New Berlin's business districts is 10,000 square feet. This relatively small size tends to produce fragmented development. This creates the need for numerous vehicular access points along the arterial and hampers sound land use development, as well as future arterial highway widening to improve traffic conditions. There were about 117 such zoned lots, ranging in size from 10,000 square feet to 20,000 square feet, along W. National Avenue in 1983.

Overzoning

The process of strip zoning for commercial uses often results in "overzoning," as discussed in Chapter IV. Usually founded in a desire to attract commercial development, overzoning encourages scattered development, with potentially higher costs for municipal facilities and services, the development of marginal uses, and undesirable speculation on land values. Overzoning also may result in undesirable mixed land use and mixed age development, thus diminishing property values. Only enough land should be zoned for commercial uses to accommodate near-future retail market demand so as not to inflate, in an unrealistic fashion, land prices and promote destructive land speculation. Such speculation may make it difficult or impossible for the community to attract desirable forms of development. Overzoning, coupled with the pyramidal approach to zoning, has created many costly land use problems.

Table 55

LINEAR FRONTAGE LAND USE AND ZONING ABUTTING THE W. NATIONAL AVENUE RIGHT-OF-WAY FROM ABERDEEN DRIVE TO S. 124TH STREET IN THE CITY OF NEW BERLIN: 1983

Land Use	Existing Land Use		Existing Zoning	
	Linear Frontage[a] (feet)	Percent of Total Frontage	Linear Frontage[a] (feet)	Percent of Total Frontage
Agricultural and Other Open Lands[b]	33,430	44.8	--	--
Residential (all types)	15,430	20.7	36,530	48.9
Business (all types)	18,965	25.4	38,060	51.9
Governmental and Institutional	4,815	6.4	--	--
Transportation, Communications, and Utilities[c]	910	1.2	--	--
Woodlands	900	1.2	--	--
Parks and Recreational	150	0.2	--	--
Manufacturing	100	0.1	110	0.1
Total	74,700	100.0	74,700	100.0

[a] Frontage includes linear distance abutting each side of the right-of-way.

[b] Also includes space occupied by intersecting rights-of-way.

[c] Excluding space occupied by intersecting rights-of-way.

Source: SEWRPC.

Commercial overzoning exists along W. National Avenue, as indicated in Table 55. Existing commercial land uses along this arterial account for only 18,965 linear feet, or about 25 percent, of the total available frontage, while existing commercial zoning accounts for 38,060 linear feet, or about 51 percent, of the total frontage. Approximately 19,095 linear feet of frontage along W. National Avenue, or about 3.6 miles, are zoned for commercial land use but are not being used for such land use. This difference indicates that substantially more land along W. National Avenue has been zoned for commercial use than the present market can absorb. Residential overzoning is also present along W. National Avenue, as Table 55 indicates. Existing residential land uses account for only 15,430 linear feet, or about 21 percent, of the total frontage available, but existing residential zoning accounts for 36,530 linear feet, or about 49 percent, of the total frontage.

Spot Zoning

Spot zoning, as noted in Chapter IV, may be defined as action by a zoning authority which grants to a single lot or other small area of land privileges which are not extended to similar lands in the vicinity. Spot zoning is, in general, against sound public policy and obnoxious to the law. It is instantly suspect of being done to accommodate a particular special interest and not for the general welfare of the community. It may, in effect, grant a monopoly to one landowner and makes the community vulnerable to similar spot zoning requests by various speculators who hope to multiply their profits at the expense of the community by the simple expediency of obtaining a change in the zoning district map. Along W. National Avenue, two small lots zoned B-2 Local Business District located on the south side of the arterial west of

Racine Avenue (see Map 40) may represent spot zoning since they are completely surrounded by residential zoning districts. Also, a lot with M-1 Limited Industrial District zoning located on the north side of W. National Avenue west of Calhoun Road may represent spot zoning (see Map 40).

The redistricting of small parcels of land can be justified only when it is done in furtherance of a duly adopted land use plan designed to serve the best interests of the community as a whole. If the public interest is indeed served by permitting, for example, zoning of a small area within a residential district in accordance with a duly adopted neighborhood development plan to accommodate a needed neighborhood shopping area, the zoning does not constitute spot zoning per se.

In summary, several zoning practices are currently being applied along W. National Avenue which hamper the orderly development of land in the public interest. The pyramidal, nonexclusive zoning use district approach to zoning makes precise land use control difficult at best since this approach does not foster clustering of similar commercial land uses. The 10,000-square-foot minimum lot size for the commercial zoning districts is too small to promote sound, integrated commercial development along W. National Avenue, and promotes continued increases in arterial street access points. Strip commercial zoning resulting in overzoning has created an abundance of commercially zoned land along W. National Avenue, which encourages commercial land speculation along this highway corridor. Spot zoning has promoted mixed land use such as business and manufacturing land uses interspersed with residential areas. These zoning practices should be modified to ensure the sound, long-term development of the land abutting W. National Avenue and the City of New Berlin as a whole. Such development should be guided by a land use plan for the area along W. National Avenue and zoning should be applied in accordance with that plan as the market demand for commercial uses is demonstrated.

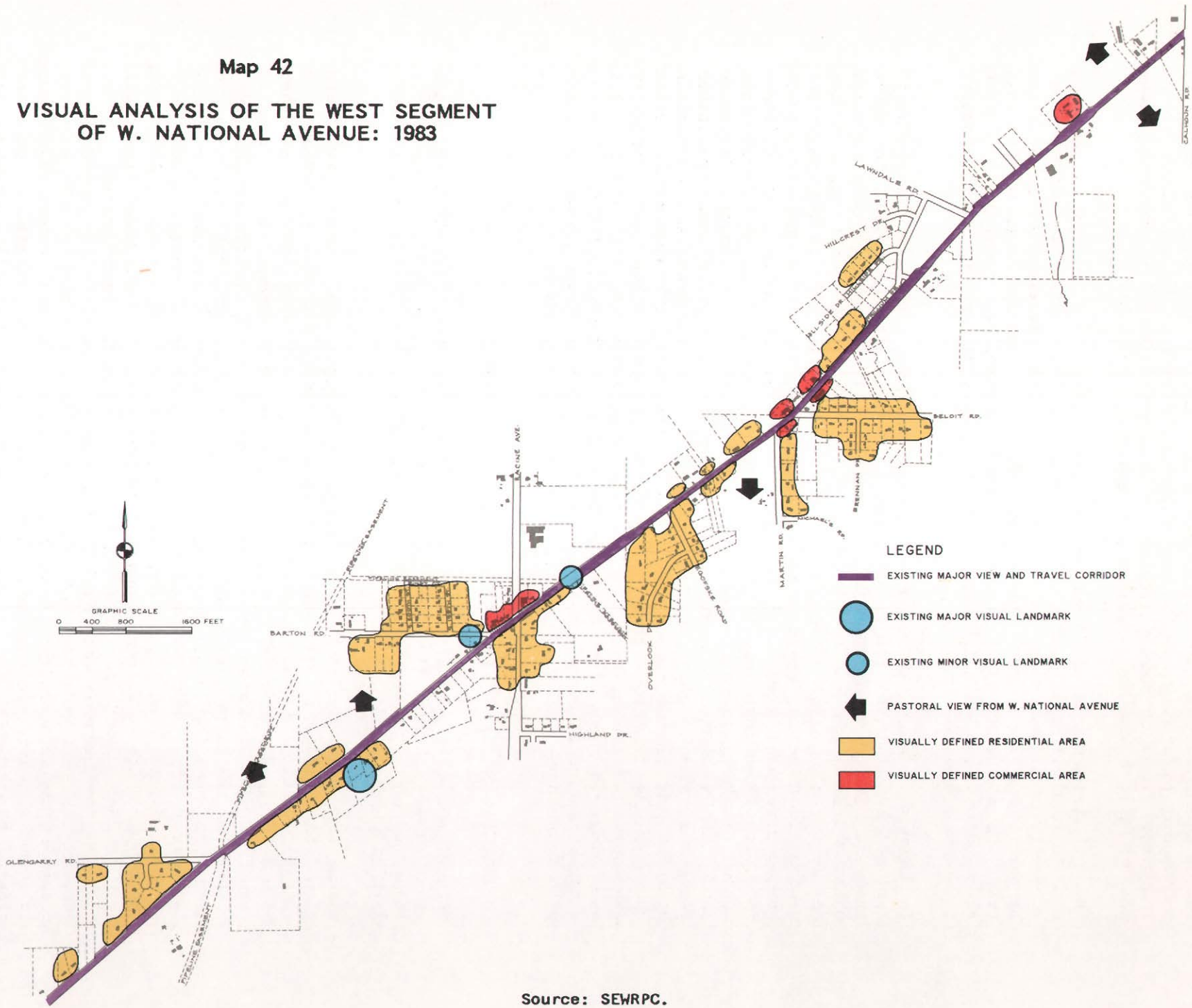
VISUAL CHARACTERISTICS OF W. NATIONAL AVENUE

Maps 42 and 43 graphically analyze the visual character of W. National Avenue as it passes through the City. The two maps identify the location of both major and minor visual landmarks, pastoral views, and visually defined residential and commercial areas.

Visual landmarks are defined as physical elements which have a very clear visual form, contrast with their visual background, and have a prominence of spatial location. For the purposes of studying W. National Avenue, these have been defined as either major or minor. Along the west segment of the arterial (see Map 42), a major visual landmark is the large communications tower located on the south side of W. National Avenue about one-third mile east of Glengarry Road (see Figure 32). Minor visual landmarks are the old church--damaged by fire, 1985--located at the intersection of Barton Road and W. National Avenue (see Figure 33), and Prospect Hill, the abrupt incline near the top of which W. National Avenue intersects with Racine Avenue (see Figure 34). In 1983, there were three major visual landmarks along the east segment of W. National Avenue (see Map 43): the church located on the north side of the arterial east of Town Road (see Figure 35), the bank at the southeast corner of the intersection of Moorland Road and W. National Avenue (see Figure 36), and the drive-in theater screen--demolished, 1985--located on the south side of the arterial west of Glen Park Road (see Figure 37). Landmarks such as these play a significant role in establishing both a sense of place and community identity.

Map 42

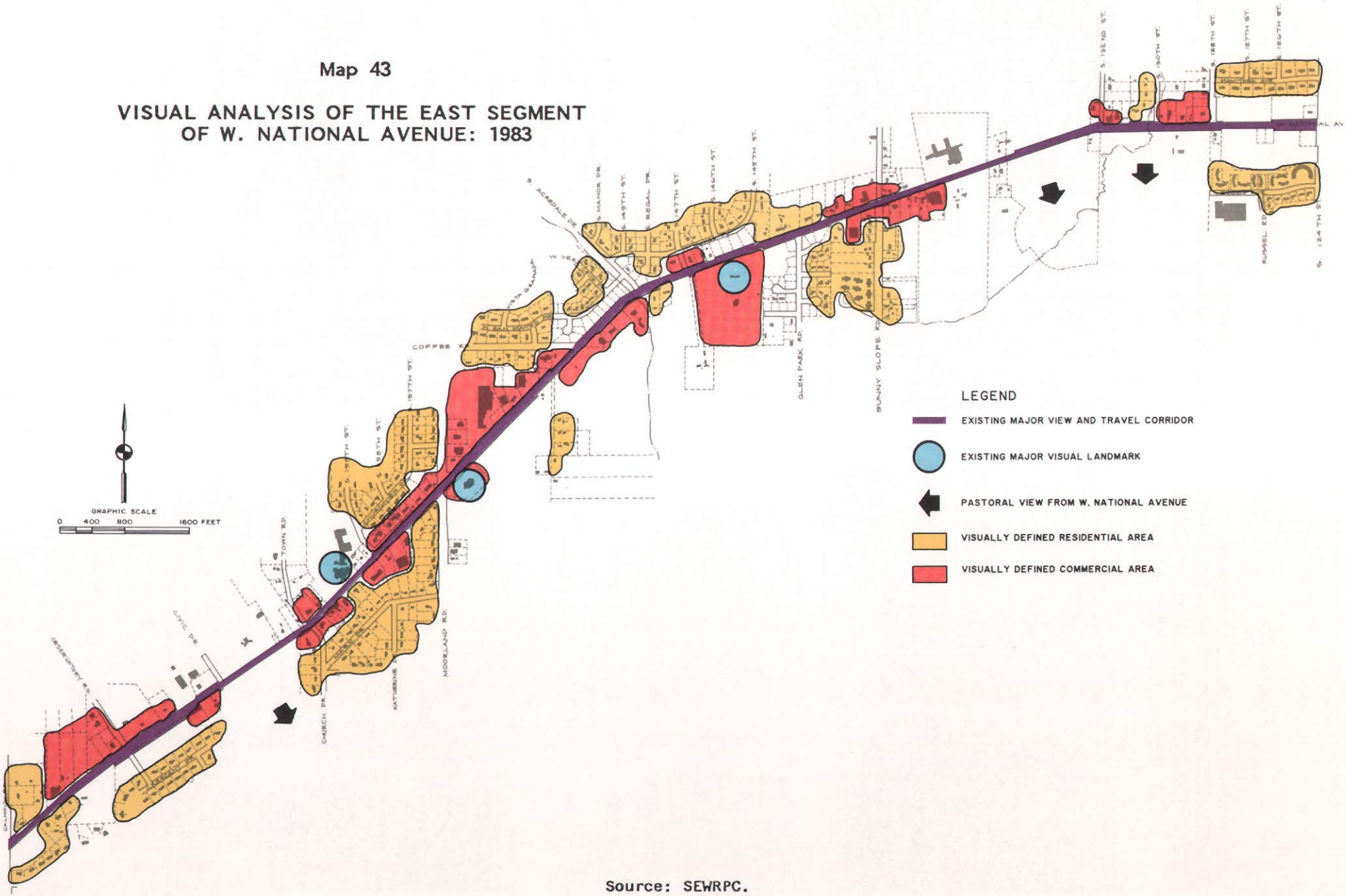
VISUAL ANALYSIS OF THE WEST SEGMENT OF W. NATIONAL AVENUE: 1983



Source: SEWRPC.

Map 43

VISUAL ANALYSIS OF THE EAST SEGMENT OF W. NATIONAL AVENUE: 1983



Source: SEWRPC.

Figure 32

MAJOR VISUAL LANDMARK:
COMMUNICATIONS TOWER LOOKING
WEST FROM W. NATIONAL AVENUE
EAST OF GLENGARRY ROAD

Photo by Robert S. McGonigal.

Figure 33

MINOR VISUAL LANDMARK:
OLD CHURCH ROAD AT BARTON ROAD
(Damaged by Fire, 1985)

Photo by Robert S. McGonigal.

Figure 34

MINOR VISUAL LANDMARK:
PROSPECT HILL AS
APPROACHED FROM THE EAST

Photo by Robert S. McGonigal.

Figure 35

MAJOR VISUAL LANDMARK:
HOLY APOSTLES CHURCH LOCATED
EAST OF TOWN ROAD LOOKING
EAST FROM W. NATIONAL AVENUE

Photo by Robert S. McGonigal.

Figure 36

MAJOR VISUAL LANDMARK: INDEPENDENCE BANK AT THE SOUTHEAST CORNER OF MOORLAND ROAD AND W. NATIONAL AVENUE

Photo by Robert S. McGonigal.

Figure 37

MAJOR VISUAL LANDMARK: DRIVE-IN THEATER SCREEN LOCATED WEST OF GLEN PARK ROAD LOOKING SOUTHWEST (Demolished, 1985)

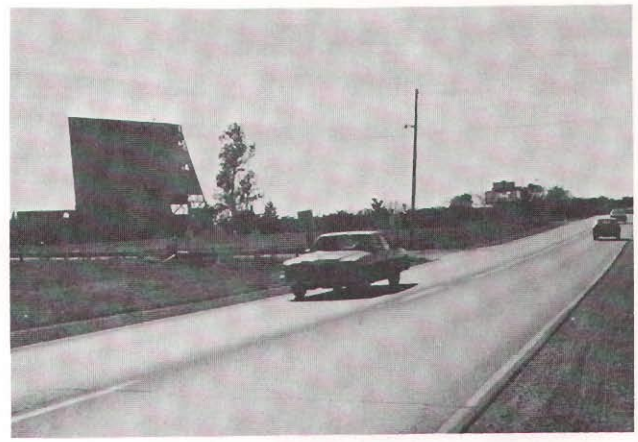


Photo by Robert S. McGonigal.

Pastoral views from W. National Avenue are also identified on Maps 42 and 43. These views show prominent rural areas of the City and are typified by natural features and rolling topography. Eight such views are located along W. National Avenue. Three of these pastoral views are located along the rapidly urbanizing east segment of W. National Avenue. These views will be lost as urban development proceeds in the area (see Figures 38 and 39). The loss of such views may hamper attainment of the overall community goal of preserving the rural character of the City of New Berlin as defined in Chapter V.

Visually definable residential and commercial areas are shown on Maps 42 and 43, with the majority of such areas being located east of Calhoun Road. Because of the deficiencies in the development pattern along W. National Avenue, this area conveys a poor image of the City, even though many of the businesses may be attractive and well maintained.

The visual environment on W. National Avenue has several problems. Overhead wires and the many signs create a sense of visual clutter along almost all of the right-of-way (see Figure 40). There are no clearly defined visual boundaries to the developed areas. The majority of W. National Avenue in the City visually typifies a rural area; however, the adjoining land uses visually typify a rapidly urbanizing area (see Figure 41). The developing arterial strip has a strong visual character which caters primarily to the passing motorist rather than to the pedestrian.

There are also some positive attributes to the visual character of W. National Avenue. The heavy traffic load on the arterial suggests that there is great potential for the community to present a positive image to the passerby. The existing visual elements, such as the landmarks and pastoral views, can be used to help structure a more pleasant environment. Since W. National Avenue is the "main street" of the City with certain important land uses located along it, an effort should be made to change its highway strip commercial image, with the accompanying negative perceptions of the community, to one which conveys a more positive image of the City of New Berlin.

Figure 38

PASTORAL VIEW ALONG THE EAST SECTION OF W. NATIONAL AVENUE

Photo by Robert S. McGonigal.

Figure 39

PASTORAL VIEW LOOKING NORTHEAST FROM BETWEEN GLENGARRY AND BARTON ROADS ALONG THE WEST SECTION OF W. NATIONAL AVENUE

Photo by Robert S. McGonigal.

Figure 40

VISUAL CLUTTER CAUSED BY EXISTING SIGNS, POLES, AND OVERHEAD WIRES

(View Looking West Along W. National Avenue at Racine Avenue)

Photo by Robert S. McGonigal.

OTHER URBAN DESIGN CONSIDERATIONS ALONG W. NATIONAL AVENUE

Maps 44 and 45 graphically indicate some of the urban design characteristics of the W. National Avenue corridor. Map 44 illustrates the urban design problems existing along the westerly segment of W. National Avenue through the City; Map 45 illustrates such problems along the easterly segment. These urban design problems include the following:

- The width of the W. National Avenue right-of-way is not uniform, a situation which may pose difficulty should the road section need to be widened in certain locations.

- Frontage roads, such as Trillium Drive (Map 44), are wasteful of land because they serve only one tier of lots, and generally should be avoided. See Figure 43 for an example of a frontage road along W. National Avenue.

- Many cross-streets, such as Glengarry Road, Racine Avenue, Beloit Road, Calhoun Road, and Moorland Road, intersect W. National Avenue at other than a right angle, thus creating some visibility problems for motorists at those intersections.

- Map 45 shows the jog where Town Road and Church Drive intersect W. National Avenue; planning practice indicates that this type of jog creates a hazardous traffic condition.

- The W. National Avenue corridor is primarily automobile-oriented and there is almost no provision for pedestrian or bicycle circulation to link the various activities along the arterial, as shown in Figure 42.

- In several places along W. National Avenue, off-street parking areas are so arranged as to require vehicles to back out into moving arterial traffic lanes--a dangerous situation which should be corrected (see Figure 41).

- There are several excessively deep and narrow lots fronting on the arterial, a situation which makes future development along W. National Avenue difficult and ensures that there will continue to be a large number of individual driveway access points along the arterial.

- Several small parcels of land do not front directly on W. National Avenue, but are served by long, nondedicated land access drives. This type of development should be avoided because it creates significant development problems and hinders areawide planning. Such parcels of land should be served by planned, dedicated street rights-of-way of an adequate width pursuant to the standards set forth in Chapter V.

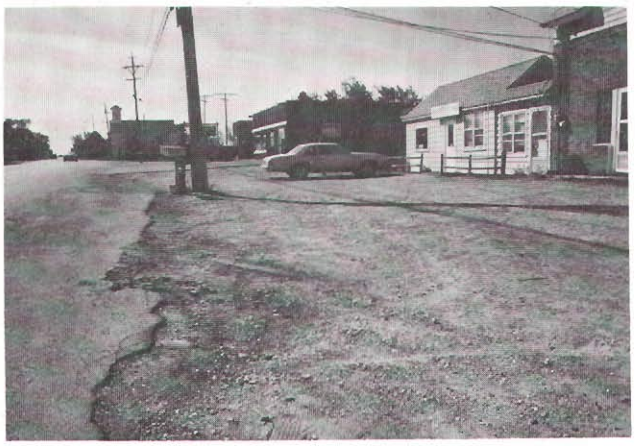
- There is a lack of attractive landscaping along the W. National Avenue right-of-way and adjoining off-street parking lots (see Figure 41). The addition of street trees and appropriate landscaping would improve the overall visual quality of the W. National Avenue corridor.

- Since the business-related zoning districts along W. National Avenue permit an array of uses, there has been no clustering of functionally

Figure 41

RURAL ROAD SECTION BESIDE URBAN LAND USES, UNSAFE PARKING AREAS BACKING ONTO ARTERIAL, AND LACK OF LANDSCAPING IN PARKING AREAS

There is no clear definition between the parking lot shown here and the street. This view looks east from east of Church Drive.

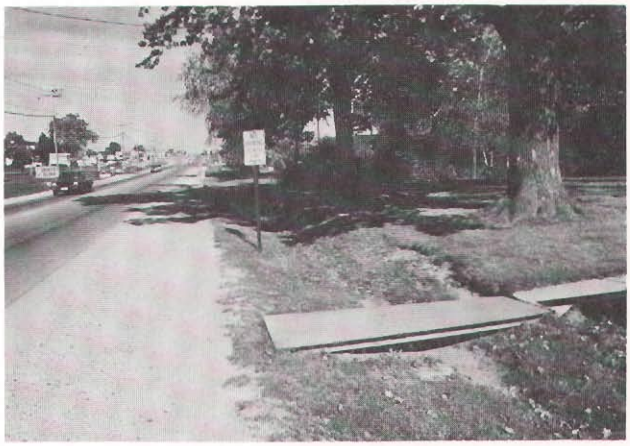


This view, which looks west from west of Racine Avenue, illustrates deteriorated road paving.

Photos by Robert S. McGonigal.

Figure 42

LACK OF PROPERLY DESIGNED FACILITIES FOR PEDESTRIANS AND BICYCLISTS ALONG W. NATIONAL AVENUE

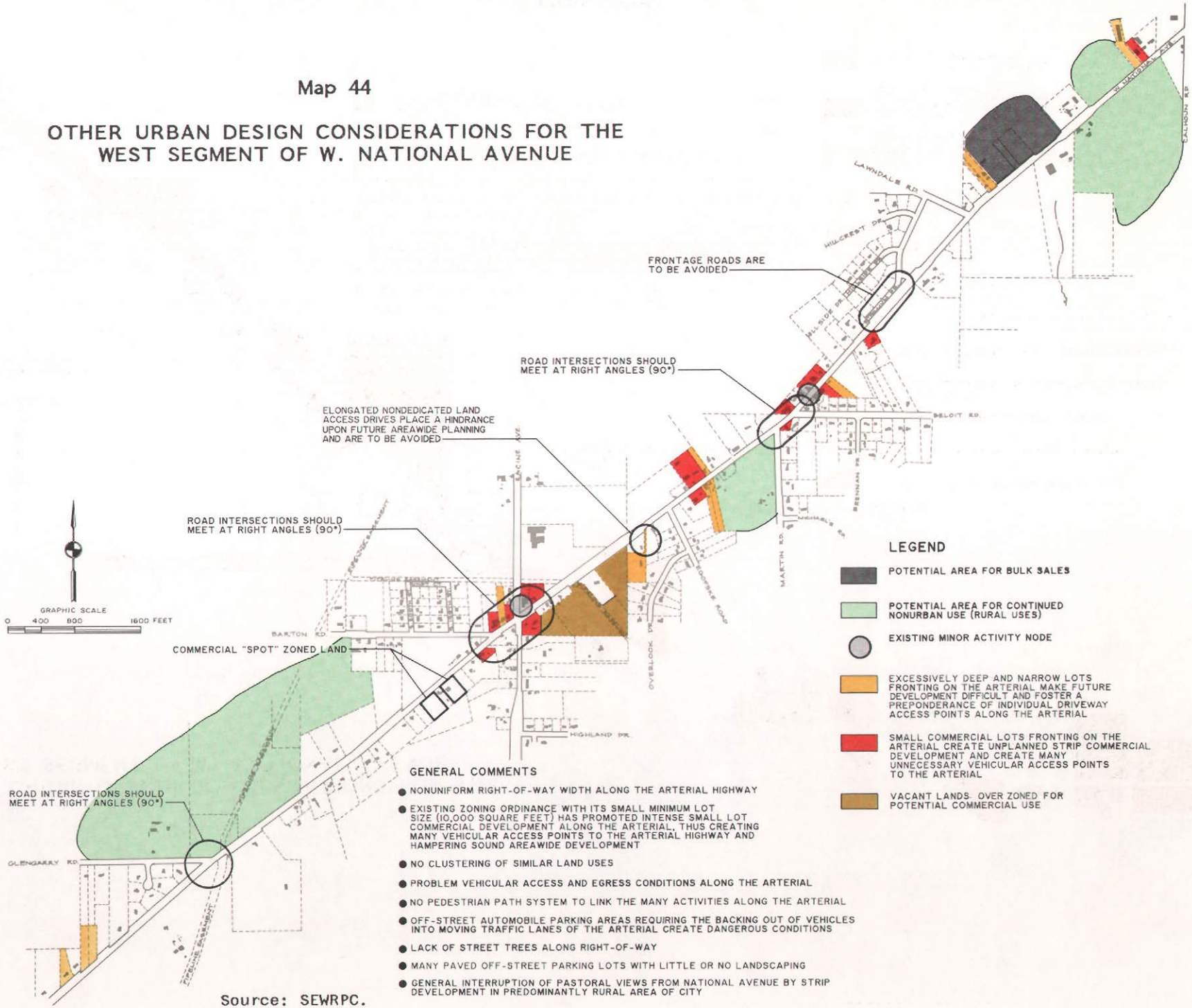


The views of W. National Avenue in these photos illustrate how a lack of properly designed facilities for pedestrians and bicyclists makes W. National Avenue somewhat hazardous for these users.

Photos by Robert S. McGonigal.

Map 44

OTHER URBAN DESIGN CONSIDERATIONS FOR THE WEST SEGMENT OF W. NATIONAL AVENUE



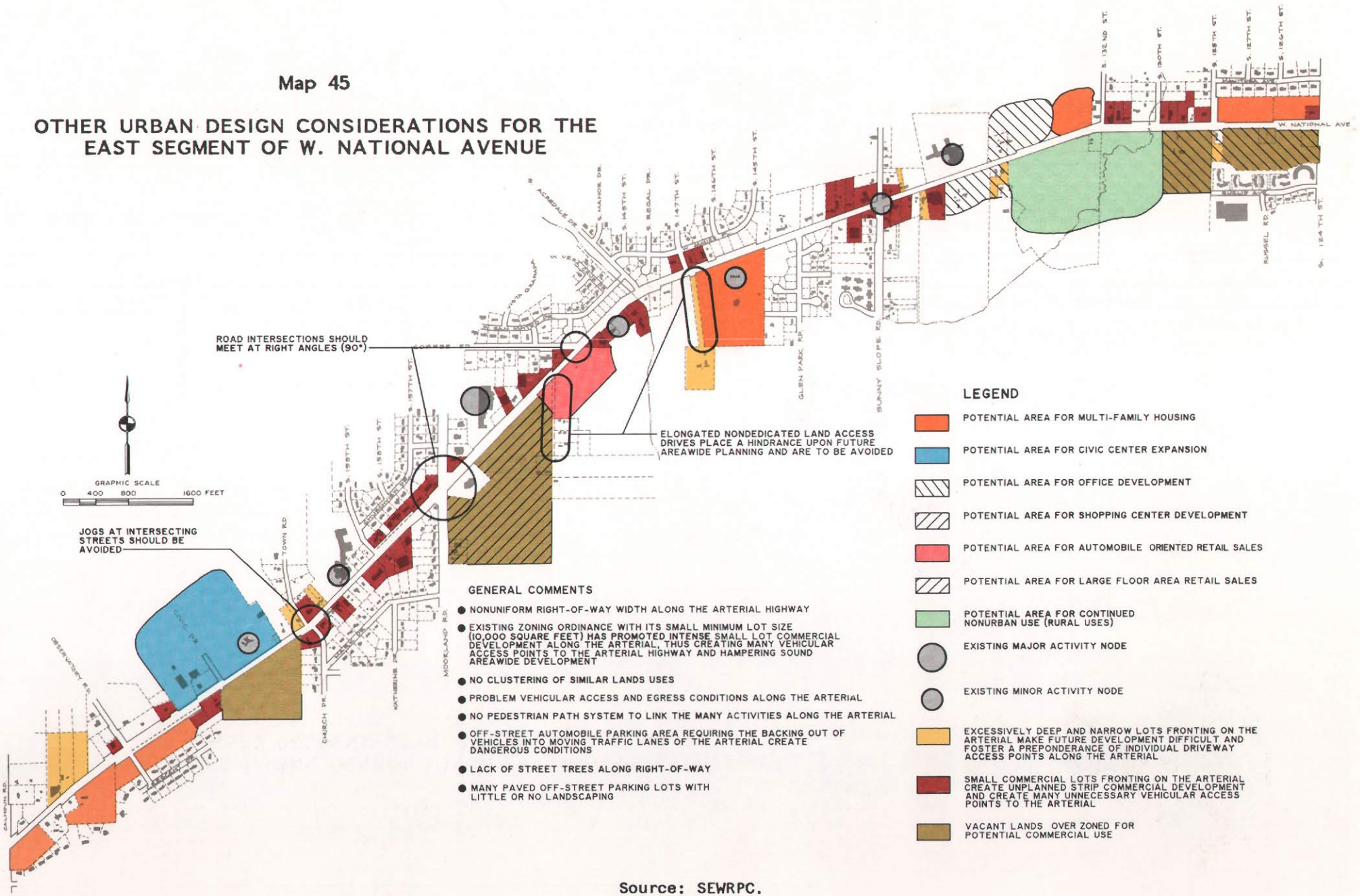
GENERAL COMMENTS

- NONUNIFORM RIGHT-OF-WAY WIDTH ALONG THE ARTERIAL HIGHWAY
- EXISTING ZONING ORDINANCE WITH ITS SMALL MINIMUM LOT SIZE (10,000 SQUARE FEET) HAS PROMOTED INTENSE SMALL LOT COMMERCIAL DEVELOPMENT ALONG THE ARTERIAL, THUS CREATING MANY VEHICULAR ACCESS POINTS TO THE ARTERIAL HIGHWAY AND HAMPERING SOUND AREAWIDE DEVELOPMENT
- NO CLUSTERING OF SIMILAR LAND USES
- PROBLEM VEHICULAR ACCESS AND EGRESS CONDITIONS ALONG THE ARTERIAL
- NO PEDESTRIAN PATH SYSTEM TO LINK THE MANY ACTIVITIES ALONG THE ARTERIAL
- OFF-STREET AUTOMOBILE PARKING AREAS REQUIRING THE BACKING OUT OF VEHICLES INTO MOVING TRAFFIC LANES OF THE ARTERIAL CREATE DANGEROUS CONDITIONS
- LACK OF STREET TREES ALONG RIGHT-OF-WAY
- MANY PAVED OFF-STREET PARKING LOTS WITH LITTLE OR NO LANDSCAPING
- GENERAL INTERRUPTION OF PASTORAL VIEWS FROM NATIONAL AVENUE BY STRIP DEVELOPMENT IN PREDOMINANTLY RURAL AREA OF CITY

Source: SEWRPC.

Map 45

OTHER URBAN DESIGN CONSIDERATIONS FOR THE EAST SEGMENT OF W. NATIONAL AVENUE



GENERAL COMMENTS

- NONUNIFORM RIGHT-OF-WAY WIDTH ALONG THE ARTERIAL HIGHWAY
- EXISTING ZONING ORDINANCE WITH ITS SMALL MINIMUM LOT SIZE (10,000 SQUARE FEET) HAS PROMOTED INTENSE SMALL LOT COMMERCIAL DEVELOPMENT ALONG THE ARTERIAL, THUS CREATING MANY VEHICULAR ACCESS POINTS TO THE ARTERIAL HIGHWAY AND HAMPERING SOUND AREAWIDE DEVELOPMENT
- NO CLUSTERING OF SIMILAR LANDS USES
- PROBLEM VEHICULAR ACCESS AND EGRESS CONDITIONS ALONG THE ARTERIAL
- NO PEDESTRIAN PATH SYSTEM TO LINK THE MANY ACTIVITIES ALONG THE ARTERIAL
- OFF-STREET AUTOMOBILE PARKING AREA REQUIRING THE BACKING OUT OF VEHICLES INTO MOVING TRAFFIC LANES OF THE ARTERIAL CREATE DANGEROUS CONDITIONS
- LACK OF STREET TREES ALONG RIGHT-OF-WAY
- MANY PAVED OFF-STREET PARKING LOTS WITH LITTLE OR NO LANDSCAPING

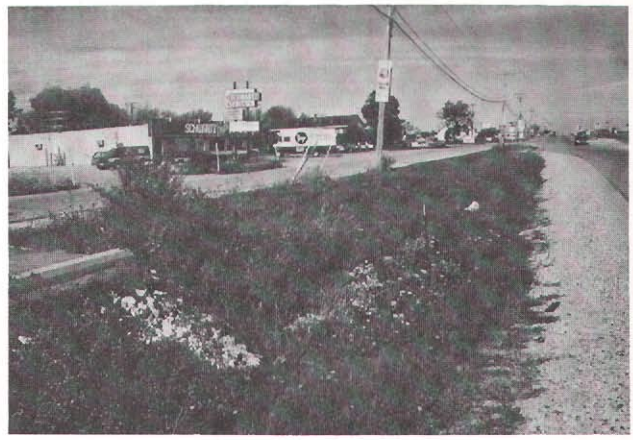
LEGEND

- POTENTIAL AREA FOR MULTI-FAMILY HOUSING
- POTENTIAL AREA FOR CIVIC CENTER EXPANSION
- POTENTIAL AREA FOR OFFICE DEVELOPMENT
- POTENTIAL AREA FOR SHOPPING CENTER DEVELOPMENT
- POTENTIAL AREA FOR AUTOMOBILE ORIENTED RETAIL SALES
- POTENTIAL AREA FOR LARGE FLOOR AREA RETAIL SALES
- POTENTIAL AREA FOR CONTINUED NONURBAN USE (RURAL USES)
- EXISTING MAJOR ACTIVITY NODE
- EXISTING MINOR ACTIVITY NODE
- EXCESSIVELY DEEP AND NARROW LOTS FRONTING ON THE ARTERIAL MAKE FUTURE DEVELOPMENT DIFFICULT AND FOSTER A PREPONDERANCE OF INDIVIDUAL DRIVEWAY ACCESS POINTS ALONG THE ARTERIAL
- SMALL COMMERCIAL LOTS FRONTING ON THE ARTERIAL CREATE UNPLANNED STRIP COMMERCIAL DEVELOPMENT AND CREATE MANY UNNECESSARY VEHICULAR ACCESS POINTS TO THE ARTERIAL
- VACANT LANDS OVER ZONED FOR POTENTIAL COMMERCIAL USE

Source: SEWRPC.

Figure 43

EXAMPLE OF A FRONTAGE ROAD ALONG W. NATIONAL AVENUE



Frontage roads such as the one shown in this photo can be wasteful of land and unsightly, and can create maintenance problems (view looking east from east of S. 159th street).

Photo by Robert S. McGonigal.

related commercial or governmental and institutional land uses along the corridor. This has resulted in commercial land use sprawl and varied commercial strip development all along the arterial. Potential areas for clustering multi-family housing, institutional uses, office development, shopping center development, automobile retail sales and services, large floor area retail sales, and bulk sales are identified on Maps 44 and 45.

With prudent land use planning, many of the above problems can be corrected. Opportunities can be found in the careful organization, or clustering, of similar land uses along W. National Avenue, the enhancement of existing activity nodes, and the limitation of vehicular access along the arterial, and by properly landscaping and beautifying the area and by preserving pastoral views.

RECOMMENDED ALTERNATIVE ARTERIAL STREET CROSS-SECTIONS FOR W. NATIONAL AVENUE

For analysis purposes, W. National Avenue as it extends through the City of New Berlin, was broken down into five segments: 1) S. 124th Street to Coffee Road; 2) Coffee Road to Moorland Road (CTH O); 3) Moorland Road (CTH O) to Calhoun Road (CTH KK); 4) Calhoun Road (CTH KK) to Racine Avenue (CTH Y); and 5) Racine Avenue (CTH Y) to the city limits on the west. Table 56 presents historic (1968 to 1982), existing (1985), and forecast (year 2000) average weekday traffic volume ranges for each of these five segments along W. National Avenue. In addition, alternative arterial street cross-sections are identified for each segment of W. National Avenue based upon the traffic volume forecasts advanced in the adopted regional transportation system plan.

Table 56

HISTORIC AND FORECAST TRAFFIC VOLUME RANGES ON W. NATIONAL AVENUE AND RECOMMENDED ALTERNATIVE ARTERIAL STREET CROSS-SECTIONS

W. National Avenue Segment	Historic Traffic Volume Ranges (vehicles per average weekday)						1985 Traffic Volume Ranges (vehicles per average weekday)	Adopted 2000 Regional Transportation Plan Forecast (vehicles per average weekday)	Forecast Percent Change 1985 to 2000	Recommended Alternative Typical Arterial Cross-Sections
	1968[a]	1970	1973	1976[b]	1979	1982				
S. 124th Street to Coffee Road	12,000 to 14,000	6,600 to 8,300	9,800 to 10,900	10,400 to 12,100	10,700 to 11,400	12,200 to 12,300	13,900 to 14,500	18,000 to 20,000	29 to 38	Urbanizing Area-Desirable Four Lane (130-foot right-of-way) Urban Area-Desirable Four Lane (130-foot right-of-way)
Coffee Road to Moorland Road (CTH O)	10,600	5,600	6,700	8,100	N/A	N/A	N/A	12,000 to 14,000	N/A	Urbanizing Area-Desirable Four Lane (130-foot right-of-way) Urban Area-Desirable Four Lane (130-foot right-of-way) Urban Area-Desirable Two Lane (80-foot right-of-way)
Moorland Road (CTH O) to Calhoun Road (CTH KK)	9,200 to 11,600	4,900 to 5,200	5,000 to 5,900	6,900 to 8,900	5,500 to 7,700	7,100 to 11,200	7,400 to 12,000	12,000 to 16,000	33 to 62	Urbanizing Area-Desirable Four Lane (130-foot right-of-way) Urban Area-Desirable Four Lane (130-foot right-of-way) Urban Area-Desirable Two Lane (80-foot right-of-way)
Calhoun Road (CTH KK) to Racine Avenue (CTH Y)	8,200 to 9,100	3,400 to 5,000	4,700 to 6,200	5,300 to 6,700	5,700 to 7,800	6,200 to 8,200	6,800 to 7,800	9,000 to 9,400	21 to 32	Rural Area-Desirable Two Lane (100-foot right-of-way)
Racine Avenue (CTH Y) to City Limits on West	5,600 to 6,800	1,700 to 3,200	1,900 to 3,400	2,000 to 3,500	2,300 to 4,000	2,500 to 4,500	2,800 to 4,800	5,000 to 6,000	25 to 78	Rural Area-Desirable Two Lane (100-foot right-of-way)

NOTE: N/A indicates data not available.

[a]STH 15 (Rock Freeway) not open.

[b]Beloit Road under construction.

Source: SEWRPC.

The S. 124th Street to Coffee Road Segment

Table 56 indicates that increases in traffic volumes ranging from 29 to 38 percent may be expected on the S. 124th Street to Coffee Road segment of W. National Avenue from 1985 to 2000. In order to accommodate these increases, two alternative arterial street cross-sections could be used: an urbanizing area four-lane cross-section with a total right-of-way width of 130 feet, as shown in Figure 6D of Chapter V; or an urban area four-lane cross-section also with a total right-of-way width of 130 feet, as shown in Figure 6F of Chapter V. A 130-foot-wide right-of-way with four lanes for moving traffic will be necessary in this segment of W. National Avenue to accommodate the forecast traffic flows. Figure 44 is a photographic view of W. National Avenue as it existed in 1985 looking east from Sunny Slope Road. Figure 45 is a drawing of the same view illustrating the dimensions of the existing (1985) cross-section of W. National Avenue. Figure 46 is an illustration of the same view with an urbanizing area, four-lane, arterial street cross-section. This cross-section provides for a divided arterial street without curb and gutter or parking lanes. Figure 47 is an illustration of the same view with an urban area, four-lane, arterial street cross-section. This cross-section provides for a divided arterial street with curb and gutter and parking lanes.

The Coffee Road to Moorland Road (CTH O) Segment

Table 56 indicates that the traffic volume on the Coffee Road to Moorland Road (CTH O) segment of W. National Avenue may be expected to reach 12,000 to 14,000 vehicles per average weekday by the year 2000. In order to accommodate this increase in traffic, three alternative arterial street cross-sections could be used: an urbanizing area four-lane cross-section with a total right-of-way width of 130 feet, as shown in Figure 6D of Chapter V; an urban area four-lane cross-section also with a total right-of-way width of 130 feet, as

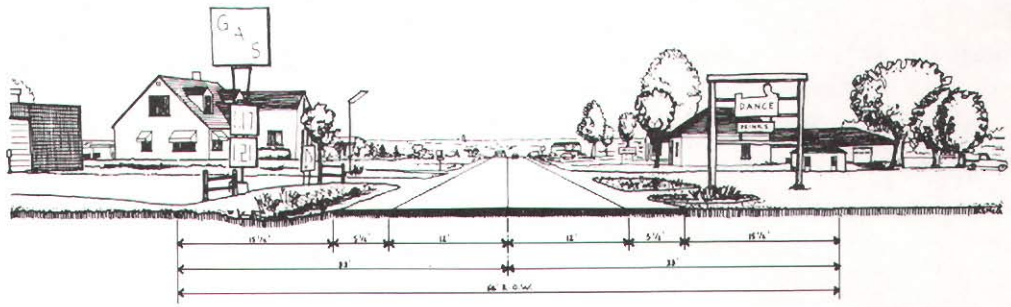
Figure 44

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM SUNNY SLOPE ROAD: 1985

Photo by Patrick J. Meehan.

Figure 45

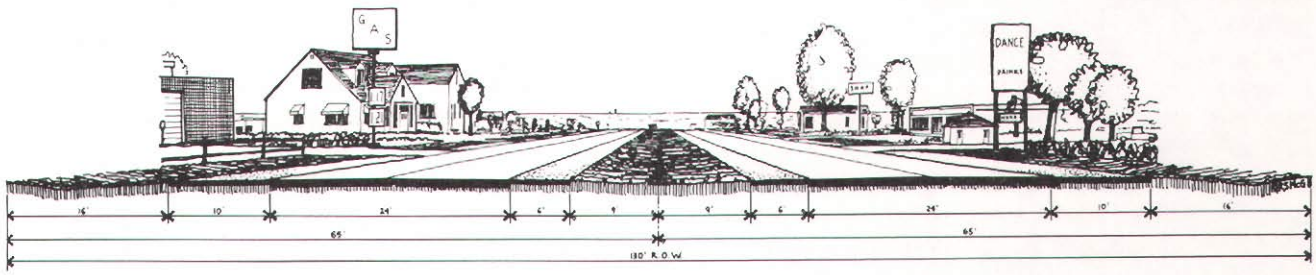
VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM SUNNY SLOPE ROAD ILLUSTRATING THE EXISTING 1985 CROSS-SECTION



Source: SEWRPC.

Figure 46

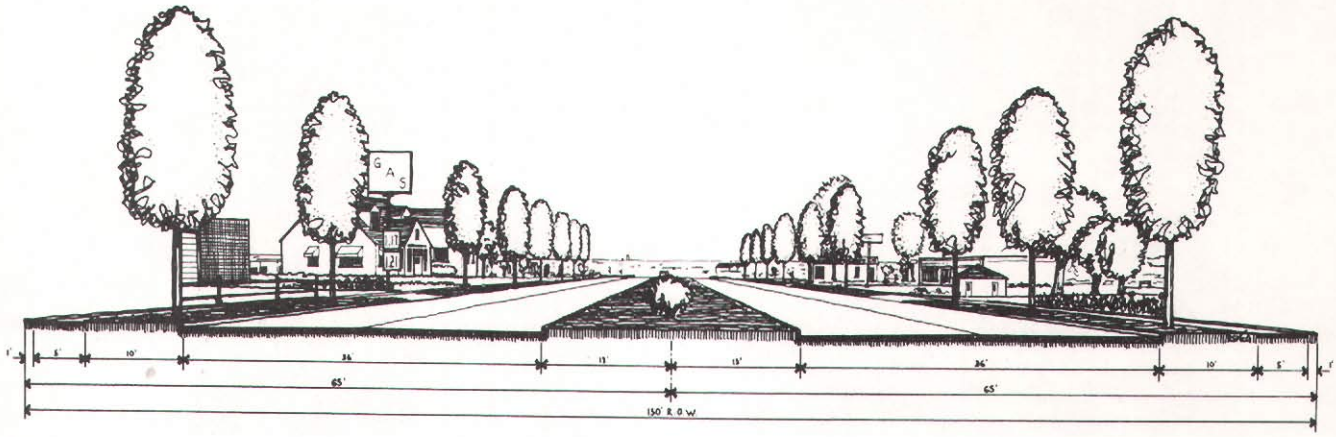
VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM SUNNY SLOPE ROAD USING A TYPICAL URBANIZING AREA CROSS-SECTION (130-FOOT RIGHT-OF-WAY) FOR A FOUR-LANE ARTERIAL STREET



Source: SEWRPC.

Figure 47

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM SUNNY SLOPE ROAD USING AN URBAN AREA TYPICAL CROSS-SECTION (130-FOOT RIGHT-OF-WAY) FOR A DESIRABLE FOUR-LANE ARTERIAL STREET



Source: SEWRPC.

shown in Figure 6F of Chapter V; and an urban area two-lane cross-section with a total right-of-way width of 80 feet, as shown in Figure 6E in Chapter V. The urbanizing area four-lane cross-section would provide for a divided arterial street without curb and gutter or parking lanes. The urban area four-lane cross-section would provide for a divided arterial street with curb and gutter and parking lanes. The urban area two-lane cross-section would provide for an undivided arterial street with curb and gutter and parking lanes. A four-lane divided arterial street cross-section with a 130-foot-wide right-of-way would be an optimum cross-section for this segment of W. National Avenue, and would assist in the desirable provision of a continuous, uniform right-of-way width from S. 124th Street to Calhoun Road. A two-lane undivided arterial street cross-section with an 80-foot-wide right-of-way, although able to accommodate the forecast traffic volumes through the planning period, would be a minimum cross-section, and would not foster the ultimate attainment of a uniform street cross-section from S. 124th Street to Moorland Road. Importantly, this minimum cross-section would not accommodate increased traffic flows much beyond the planning period.

The Moorland Road (CTH O) to Calhoun Road Segment

Table 56 indicates that increases in traffic volumes ranging from 33 to 62 percent may be expected on the Moorland Road (CTH O) to Calhoun Road segment of W. National Avenue from 1985 to 2000. In order to accommodate these increases, three alternative arterial street cross-sections could be used: an urbanizing area four-lane cross-section with a total right-of-way width of 130 feet, as shown in Figure 6D of Chapter V; an urban area four-lane cross-section also with a total right-of-way width of 130 feet, as shown in Figure 6F of Chapter V; and an urban area two-lane cross-section with a total right-of-way width of 80 feet, as shown in Figure 6E of Chapter V. Figure 48 is a photographic view of W. National Avenue as it existed in 1985 looking east from near Casper Road. Figure 49 is a drawing of the same view illustrating the dimensions of the existing (1985) cross-section of W. National Avenue. Figure 50 is an illustration of the same view with an urbanizing area, four-lane, divided

Figure 48

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR CASPER ROAD: 1985

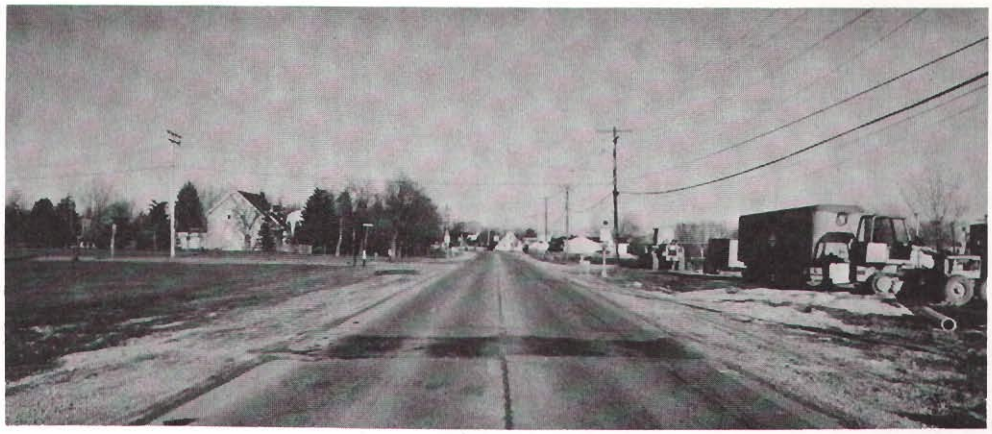
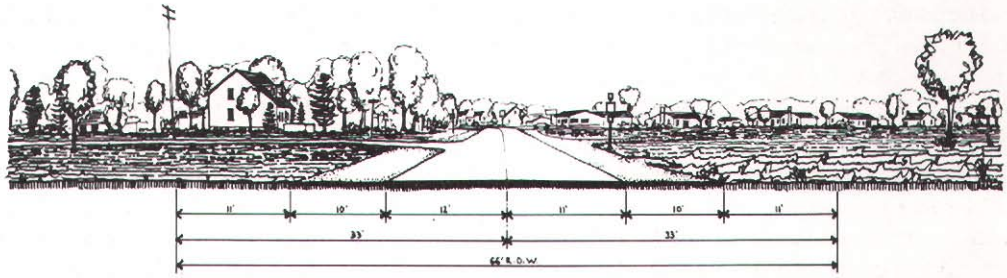


Photo by Patrick J. Meehan.

Figure 49

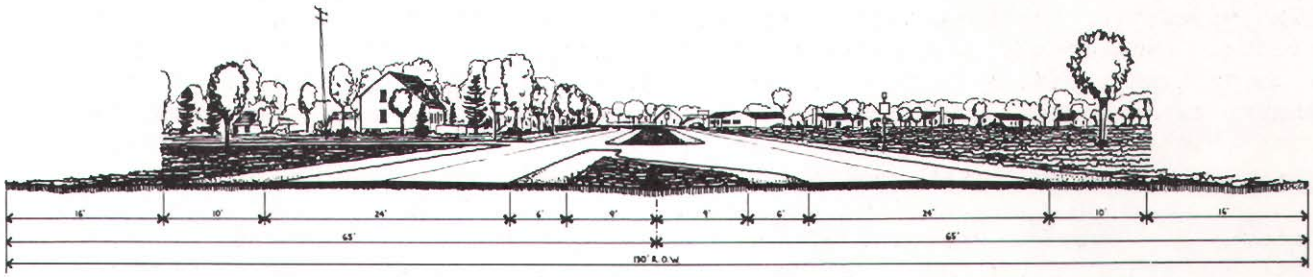
VIEW OF THE NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR CASPER ROAD ILLUSTRATING THE EXISTING 1985 CROSS-SECTION



Source: SEWRPC.

Figure 50

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR CASPER ROAD USING A TYPICAL URBANIZING AREA CROSS-SECTION (130-FOOT RIGHT-OF-WAY) FOR A FOUR-LANE ARTERIAL STREET



Source: SEWRPC.

street cross-section. This cross-section provides for a divided arterial street without curb and gutter or parking lanes. Figure 51 is an illustration of the same view with an urban area cross-section for a two-lane arterial street. This cross-section would provide for an undivided arterial street with parking lanes. Figure 52 is an illustration of the same view with an urban area cross-section for a four-lane arterial street. This cross-section would provide for a divided arterial street with curb and gutter and parking lanes. A four-lane divided arterial street cross-section with a 130-foot-wide right-of-way would be an optimum cross-section for this segment of W. National Avenue, and would assist in the ultimate provision of a continuous, uniform right-of-way width and cross-section from S. 124th Street to Calhoun Road. A two-lane undivided arterial street cross-section with an 80-foot-wide right-of-way, although able to accommodate forecast traffic volumes through the planning period, would be a minimum cross-section, and would not foster the ultimate attainment of a uniform street cross-section from S. 124th Street to Calhoun Road. Importantly, this minimum cross-section would not accommodate increased traffic flows much beyond the planning period.

The Calhoun Road (CTH KK) to Racine Avenue (CTH Y) and Racine Avenue (CTH Y) to City Limits Segments

Table 56 indicates that moderate increases in traffic volumes ranging from 21 to 32 percent may be expected on the Calhoun Road (CTH KK) to Racine Avenue (CTH Y) segment of W. National Avenue from 1985 to 2000. Table 56 further indicates that only slight to moderate increases in traffic volumes, ranging from 4 to 25 percent, may be expected on the Racine Avenue (CTH Y) to city limits segment of W. National Avenue from 1985 to 2000.

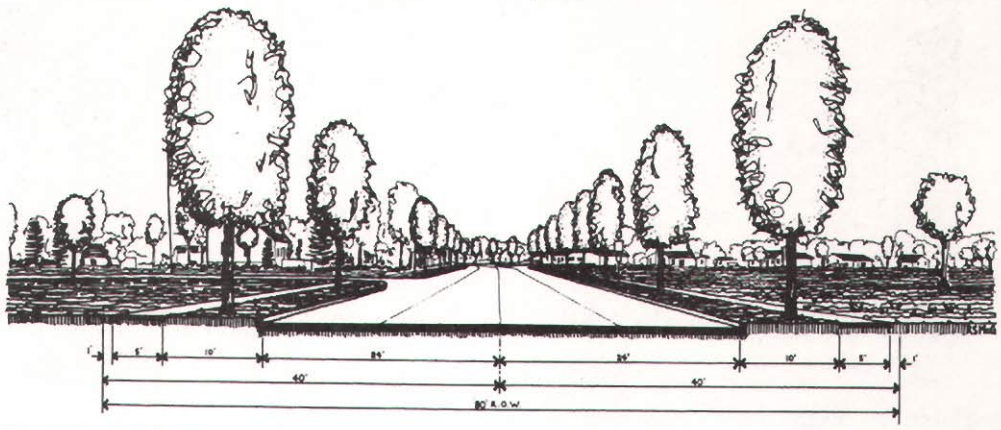
In order to accommodate these increases, one arterial street cross-section is recommended. The recommended cross-section is a rural area two-lane cross-section with a total right-of-way width of 100 feet. Figure 53 is a photographic view of the W. National Avenue right-of-way as it existed in 1985 looking east from near Lawnsdale Road (CTH I). Figure 54 is a drawing of the same view illustrating the dimensions of the existing (1985) cross-section of W. National Avenue. Figure 55 is an illustration of the same view with a rural area two-lane cross-section. A 100-foot-wide right-of-way is recommended on this segment for cross-section enlargement in order to accommodate increased traffic flows beyond the planning period.

The Potential Impacts of Widening the W. National Avenue Right-of-Way

The recommended arterial street cross-sections along W. National Avenue would safely and efficiently accommodate the existing and forecast traffic volumes. The use of a divided street cross-section would provide for the separation of opposing vehicular traffic, and would help to ultimately achieve a uniform right-of-way and cross-section along this important arterial street. The creation of medians will also allow for the separation of left-turning traffic from through traffic at intersections. The median would also offer the opportunity to properly landscape what should be one of the main streets of the City. Since the recommended city land use plan presented in Chapter VII proposes to retain--in areas west of Calhoun Road (CTH KK)--rural land uses, the use of an urban cross-section on W. National Avenue from S. 124th Street to Calhoun Road would serve to define the urban portion of the City and to separate the urban portion from the more rural portion of the City located west of Calhoun Road. In addition, the use of a rural two-lane cross-section west of

Figure 51

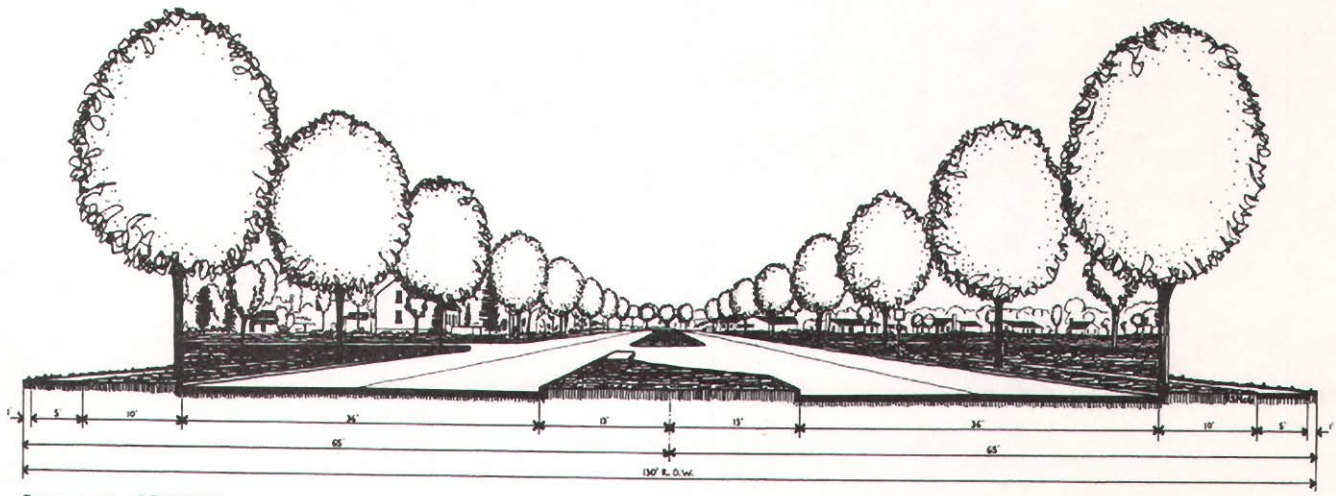
VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR CASPER ROAD USING A TYPICAL URBAN AREA CROSS-SECTION (80-FOOT RIGHT-OF-WAY) FOR A TWO-LANE ARTERIAL STREET WITH STREET TREES



Source: SEWRPC.

Figure 52

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR CASPER ROAD USING A TYPICAL URBAN AREA CROSS-SECTION (130-FOOT RIGHT-OF-WAY) FOR A FOUR-LANE ARTERIAL STREET WITH STREET TREES



Source: SEWRPC.

Calhoun Road would assist in the retention of the trees located in the street right-of-way. The use of the two-lane cross-section would also help to inhibit premature commercial development of abutting lands.

Notwithstanding the many positive impacts of the use of wider cross-sections along W. National Avenue, there would be some negative impacts associated with the widening of this facility. The widened right-of-way and associated improvements would entail improvement costs. Also, the widened right-of-way may create some substandard lots along W. National Avenue. The street widening would also cause temporary inconvenience, not only to the traveling public, but to

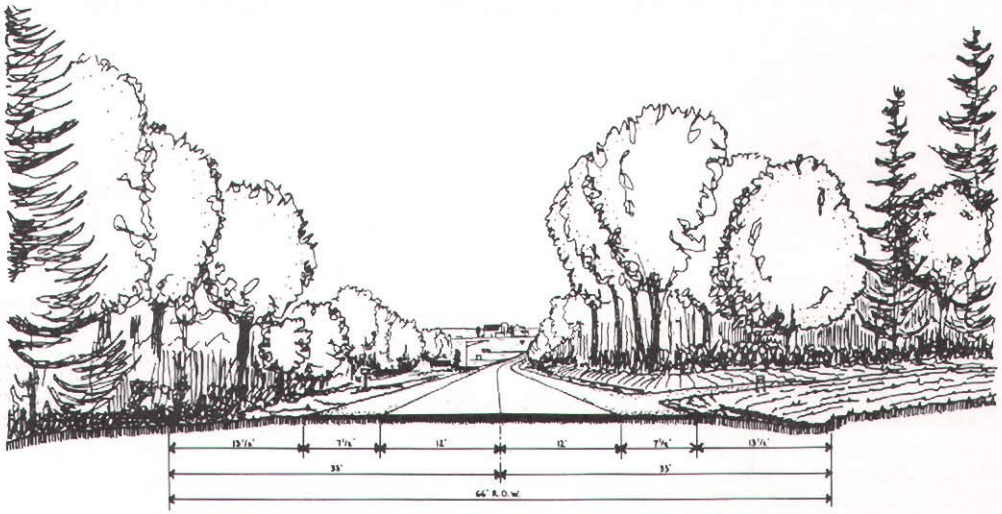
Figure 53

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR LAWNSDALE ROAD (CTH I): 1985

Photo by Patrick J. Meehan.

Figure 54

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR LAWNSDALE ROAD (CTH I) ILLUSTRATING THE EXISTING 1985 CROSS-SECTION



Source: SEWRPC.

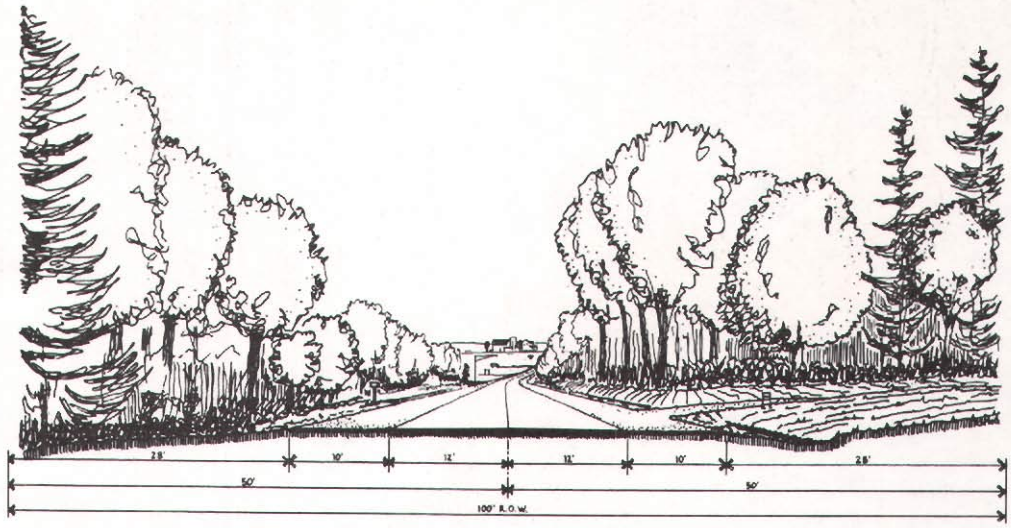
abutting residences and businesses, during the construction period. Reduced speed limits may be required on the rural segments of W. National Avenue--from 45 mph to 35 mph--to accommodate the increased traffic volumes expected without increasing the number of travel lanes from two to four.

RECOMMENDED LAND USE PLAN FOR THE W. NATIONAL AVENUE CORRIDOR

Based upon the recommended land use plan for the City of New Berlin presented in Chapter VII and the land use and zoning analyses presented herein for the W. National Avenue corridor, a detailed land use plan was prepared for the

Figure 55

VIEW OF THE W. NATIONAL AVENUE RIGHT-OF-WAY LOOKING EAST FROM NEAR LAWNSDALE ROAD (CTH I) USING A TYPICAL RURAL AREA CROSS-SECTION (100-FOOT RIGHT-OF-WAY) FOR A TWO-LANE ARTERIAL STREET



Source: SEWRPC.

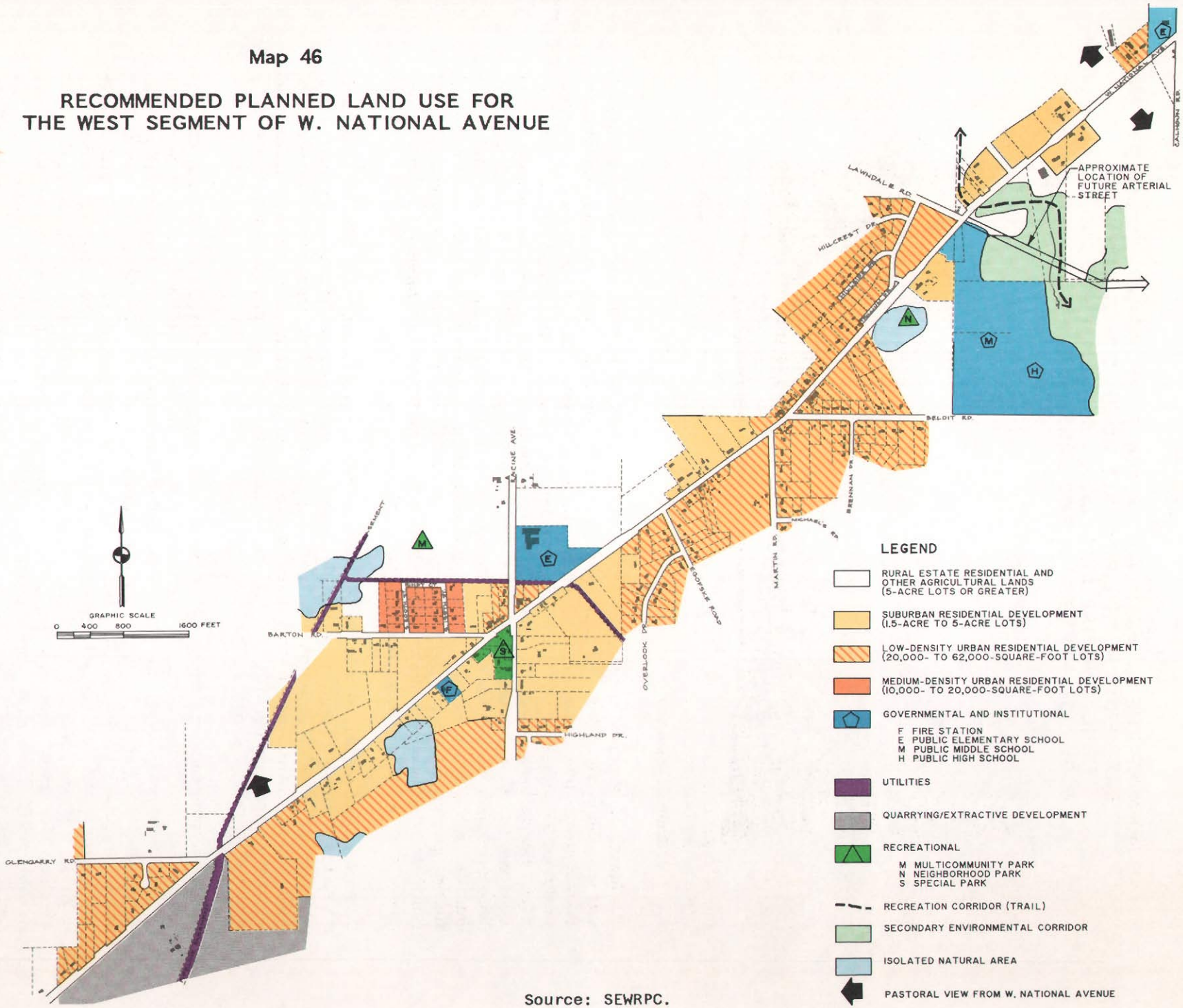
W. National Avenue corridor. This plan is graphically illustrated on Maps 46 and 47. The land uses shown on Maps 46 and 47 include rural estate residential development and other agricultural lands (5-acre lots or greater); suburban residential development (1.5-acre to 5-acre lots); low-density urban residential development (20,000- to 62,000-square-foot lots); medium-density urban residential development (10,000- to 20,000-square-foot lots); high-medium-density urban residential development (4.4 to 6.9 dwelling units per net residential acre); high-density urban residential development (7.0 to 12.0 dwelling units per net residential acre); commercial development; governmental and institutional development; quarrying and extractive development; recreational uses; and secondary environmental corridor areas.

Planned commercial retail sales and service development in the W. National Avenue corridor is shown on Map 47 to be of five general types: general retail sales and service, community shopping center, office and business service, automobile retail sales and service, and large floor area retail sales and service. The commercial retail sales and service groupings would generally conform to those shown in Table 50.

Table 57 presents an analysis of the frontage devoted to each of the various land uses existing along W. National Avenue in 1983, as well as that proposed for W. National Avenue in the recommended land use plan for the corridor. The frontage along the facility totals approximately 74,700 feet, or about 14.1 miles--approximately 37,350 feet on each side. As shown in Table 57 and illustrated on Maps 46 and 47, residential land uses are proposed to occupy the largest portion of this frontage, approximately 35,800 feet, or about 48 percent of the total frontage available. Commercial retail sales and service uses are proposed to occupy approximately 16,650 feet, or about 22 percent of the total frontage available. Agricultural and other open lands are proposed to occupy 11,300 feet, or about 15 percent of the total frontage available.

Map 46

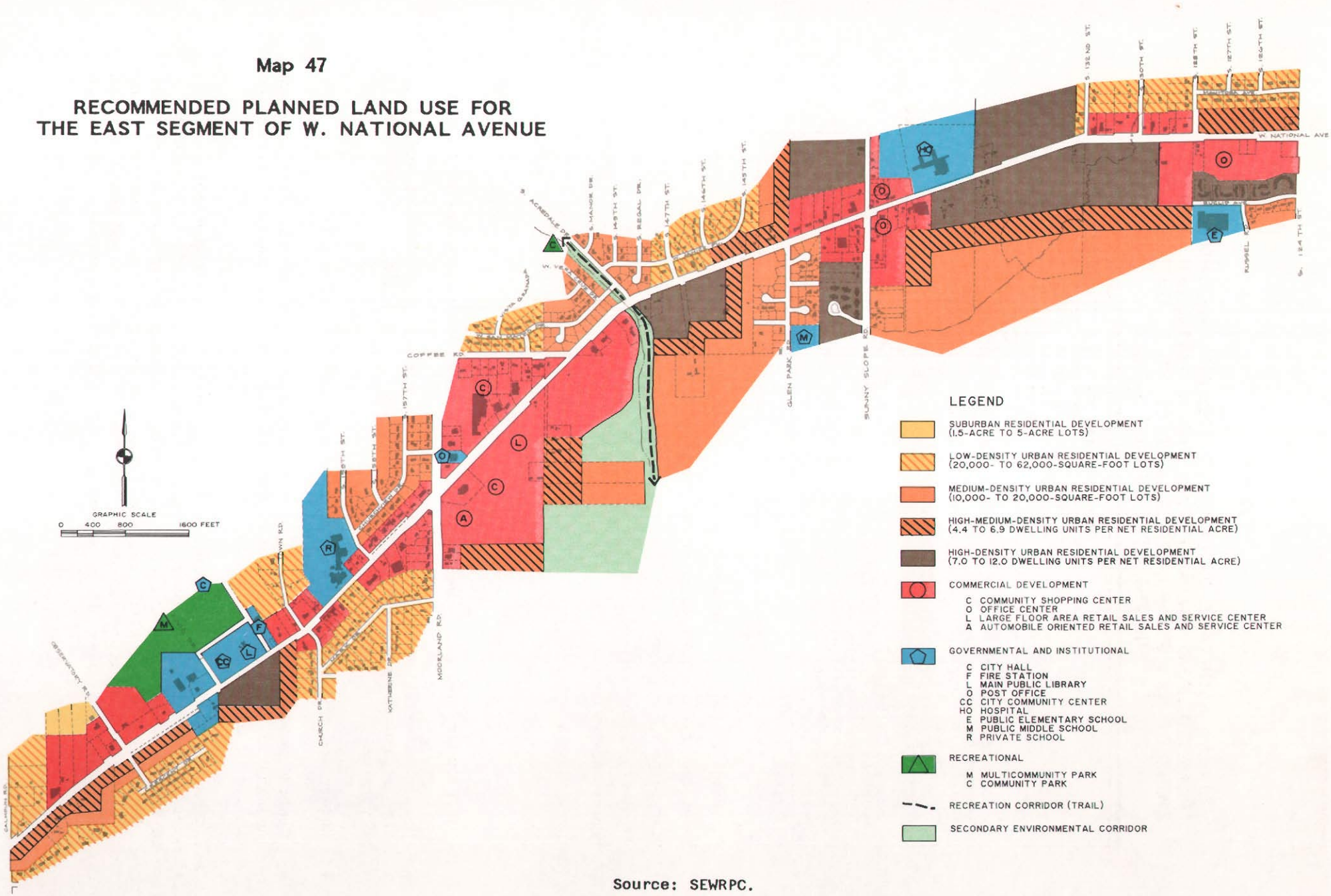
RECOMMENDED PLANNED LAND USE FOR THE WEST SEGMENT OF W. NATIONAL AVENUE



Source: SEWRPC.

Map 47

RECOMMENDED PLANNED LAND USE FOR THE EAST SEGMENT OF W. NATIONAL AVENUE



Source: SEWRPC.

Table 57

LINEAR FRONTAGE OF EXISTING 1983 AND RECOMMENDED PLANNED LAND USE ABUTTING THE W. NATIONAL AVENUE RIGHT-OF-WAY FROM ABERDEEN DRIVE TO S. 124TH STREET IN THE CITY OF NEW BERLIN

Land Use	Existing Land Use		Planned Land Use	
	Linear Frontage[a] (feet)	Percent of Total Frontage	Linear Frontage[a] (feet)	Percent of Total Frontage
Agricultural and Other Open Lands[b]	33,430	44.8	11,320	15.2
Residential (all types)	15,430	20.7	35,800	47.9
Business (all types)	18,965	25.4	16,650	22.3
Governmental and Institutional	4,815	6.4	5,490	7.3
Transportation, Communications, and Utilities[c]	910	1.2	--	--
Woodlands	900	1.2	--	--
Environmental Corridors	--	--	685	0.9
Parks and Recreational	150	0.2	735[d]	1.0
Manufacturing	100	0.1	--	--
Quarry	--	--	4,020	5.4
Total	74,700	100.0	74,700	100.0

[a] Frontage includes linear distance abutting each side of the right-of-way.

[b] Also includes space occupied by intersecting rights-of-way.

[c] Excluding space occupied by intersecting rights-of-way.

[d] Including some woodland areas.

Source: SEWRPC.

Future development and redevelopment of the W. National Avenue corridor should:

- Retain existing rural land uses located west of Calhoun Road and limit the expansion of commercial or high-density residential land uses in this area.
- Retain and expand existing urban land uses east of Calhoun Road.
- Centralize all community-oriented retail sales and service land uses at designated locations along the eastern segment of W. National Avenue as indicated on Map 47.

In addition, the urban design criteria for commercial areas and for residential areas set forth in Chapter V should be applied by the City Plan Commission in the review and approval of all development and redevelopment proposals for W. National Avenue. Also, an "exclusive use district" approach to zoning ordinance district organization in the City should be implemented which divides principal permitted uses into separate, distinct, and mutually exclusive

classes, with the permitted uses within each district being based upon a limited number of compatible functions as described earlier in this chapter. Detailed recommendations pertaining to the use of this approach in the City, including in the W. National Avenue corridor area, are presented in Chapter IX. In conjunction with the use of new zoning districts in the W. National Avenue corridor area, strip zoning, overzoning, and spot zoning should be minimized and, to the extent possible, eliminated. Finally, the five identified pastoral views located along W. National Avenue west of Calhoun Road should be retained in order to preserve the general rural character of this portion of the City.

The attainment of the recommended land use plan for the W. National Avenue corridor, as well as for the entire City of New Berlin, will require some changes in the development policies of the City. In addition, new plan implementation measures will have to be introduced as presented earlier in this chapter and in Chapter IX. Finally, the ultimate realization of the W. National Avenue corridor plan will require faithful, long-term dedication to the underlying objectives of the plan by city officials charged with plan implementation.

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Chapter IX

LAND USE AND URBAN DESIGN PLAN IMPLEMENTATION

INTRODUCTION

The recommended land use and urban design plan described in Chapter VII of this report provides a design for the attainment of the development objectives set forth in Chapter V. In a practical sense, however, the plan is not complete until the steps necessary to implement it have been specified. After formal adoption of the land use plan, realization will require faithful, long-term dedication to the underlying objectives by the city officials concerned with its implementation. Thus, the adoption of the plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. The plan should be used as a guide for making decisions concerning land development in the City. Adjustments to the plan should be made as required by changing conditions. Consequently, one of the important tasks of plan implementation is a periodic reevaluation and reexamination of the plan to ensure that it continues to properly reflect current conditions. It is recommended that this reevaluation and reexamination take place on an annual basis, or more frequently if warranted by changing conditions.

Attainment of the selected land use and urban design plan for the City will require some changes in the development policies of the City. Since the maintenance of the present character of the City is dependent to a considerable extent upon preserving and protecting the natural resource base, the density of new development should be carefully regulated to ensure that at urban densities--that is, at densities equal to or greater than 0.7 dwelling unit per net residential acre (0.6 dwelling unit per gross residential acre), or 1.4 acres per dwelling unit--it is confined to those areas where urban services can be provided.

Development should be avoided that would entail the conversion of the best remaining agricultural lands from rural to urban use; the encroachment of urban land uses into primary environmental corridors, secondary environmental corridors, or other environmentally significant lands; the draining and filling of wetlands; or the grading of hilly, wooded areas. These policies are central to a sound development strategy for the City. In fact, the effectiveness of many of the more specific recommendations of this report will be lost if these policies are ignored or greatly compromised. Development policies and practices that consider the limitations of the natural environment will, in the long term, not only preserve the overall quality of the environment in the City, but will avoid the creation of serious and costly environmental and developmental problems, and will avoid the need to prematurely provide costly urban facilities and services over an ever-widening area of the City. Any residential development in that part of the City lying generally west of Calhoun Road should be permitted only on rural estate-size lots--that is, at densities equal to or less than 0.2 dwelling unit per net residential acre (0.17 dwelling unit per gross residential acre), or 5.0 acres per dwelling unit--in order to preserve the rural character and setting of that part of the City.

Attainment of the recommended land use plan for the City will require not only changes in certain development policies of the City, but also the introduction of some new plan implementation instruments and the modification of some existing implementation devices. Certain modifications should be made to Chapter 18 of the Municipal Code--the city land subdivision control ordinance--to bring that ordinance into conformance with recent revisions to Chapter 236 of the Wisconsin Statutes. The city zoning ordinance should be revised to better reflect current land uses, and to make zoning a more effective tool for implementing the adopted land use plan. All rezoning applications should be carefully reviewed as to their relationship to the adopted land use plan. An official map should be prepared and adopted to implement the plan as it relates to streets, highways, waterways, and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. All sanitary sewer extensions should be carefully reviewed for their impact on land use plan implementation.

PUBLIC INFORMATIONAL MEETINGS AND HEARINGS AND LAND USE PLAN ADOPTION

Wisconsin city planning enabling legislation does not require local plan commissions to hold public hearings on proposed plans prior to adoption. It is nevertheless good planning practice to do so in order to provide for and promote active citizen participation in the planning process. Public hearings and public informational meetings are desirable to acquaint residents and landowners with the details of the proposed plan, and to solicit public reaction to the plan proposals. The plan should then be modified to reflect any pertinent new information, and to incorporate any sound and desirable new ideas that may be advanced at the informational meetings and hearings.

Accordingly, seven informational meetings were held on the preliminary plan at the City Hall on July 8, 12, 17, 18, 19, 22, and 25, 1985. In addition, a formal public hearing was held on the proposed plan before the City Plan Commission at Eisenhower High School on November 4, 1985. Detailed minutes of these meetings were recorded by the City and are held in the offices of the City Clerk and City Planner. The public reaction to the preliminary land use and urban design plans is documented in Appendix C.

ZONING

Following adoption of the land use plan by the City Plan Commission and certification of the adopted plan to the Common Council, as provided by Section 62.23 of the Wisconsin Statutes, the City Plan Commission should initiate appropriate amendments to the city zoning ordinance and zoning district map to bring the ordinance and map into conformance with the concepts and proposals advanced in the adopted land use plan. Of all the land use implementation devices presently available, perhaps the most important and most versatile is the zoning ordinance. Pursuant to state-enabling legislation, the zoning changes recommended by the Plan Commission can be enacted by the Common Council only after formal public hearing. Based upon the findings of an analysis of the current zoning ordinance as reported in Chapter IV, the plan policies set forth in Chapter V, and the recommended land use and urban design plan set forth in Chapter VII, the following new zoning district types and attendant regulations are recommended for adoption by the City to help implement the adopted land use and urban design plan.

A-1 Agricultural District

An A-1 Agricultural District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. This district is intended to maintain, enhance, and preserve agricultural lands historically utilized for crop production and the raising of livestock. This district should have a minimum parcel size of 35 acres and permit only agricultural and related uses. The 35-acre minimum parcel size is necessary in order for owners of farmland areas to be eligible to participate in the Wisconsin Farmland Preservation Program for tax credit. This district is intended to maintain in agricultural and related uses those areas identified in the land use plan as remaining in agricultural use through at least the plan design period.

A-2 Agricultural Holding and Rural/Urban Transitional District

An A-2 Agricultural Holding and Rural/Urban Transitional District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. This district is intended to avoid the premature conversion of agricultural land to scattered urban uses and to thereby protect agricultural lands from premature urban development until the orderly transition of those lands into urban uses is required. The district should have a minimum parcel size of 10 acres and permit only agricultural and related uses. The 10-acre minimum lot size is necessary to avoid piecemeal, scattered residential uses in those agricultural or related areas located generally west of Calhoun Road. This district is intended to allow the continuation of agricultural and related uses as interim land uses in those areas of the City that are committed in the adopted land use plan to urban development, but which are not yet ripe for such development.

Rs-1 Rural Estate Single-Family Residential/Limited Agricultural District

An Rs-1 Rural Estate Single-Family Residential/Limited Agricultural District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. The district is intended to accommodate the demand for rural single-family residential development by that segment of the population which, while in fact urban in character, nevertheless desires to live away from an urban environment. The district regulations should be drawn to accommodate this desire in an environmentally sound manner, assuring that the permitted development is indeed rural in character and does not create costly problems, such as poor drainage and flooding, nor demands for urban services, such as sanitary sewer, water supply, solid waste collection, and public transit. This district should require each dwelling unit to have a lot area of 5.0 or more acres and, in addition to detached single-family residences and appurtenant structures, should permit limited agricultural uses. A rural estate residential district should also provide an alternative means of preserving primary and secondary environmental corridors and isolated natural areas while allowing private development to occur in such corridors and areas, as illustrated in Chapter VII. This district may be applied to those areas shown on the adopted plan as rural estate and other agricultural lands, as well as in a limited way to the primary and secondary environmental corridors and isolated natural areas identified on the adopted plan.

Rs-2 Suburban Single-Family Residential District

An Rs-2 Suburban Single-Family Residential District should be provided in the city zoning ordinance. This district would be similar to the existing R-1 Rural Home District and can be viewed as a modification of that district with respect to the overall dwelling unit densities permitted. Whereas the R-1 Rural Home District permits a density not exceeding 0.3 dwelling unit per net residential acre (0.24 dwelling unit per gross residential acre), or a minimum 3.0-acre lot size, the proposed Rs-2 Suburban Single-Family Residential District is intended to accommodate a density range of from 0.2 to 0.7 dwelling unit per net residential acre (0.17 to 0.57 dwelling unit per gross residential acre), or a lot size range of from 1.5 to 5 acres for single-family dwellings. The proposed Rs-2 Suburban Single-Family Residential District is intended to be used in the City for residentially platted lots already existing at the time of the adoption of the new zoning ordinance and so identified for this density range on the adopted plan. This district should be applied to those areas of the City generally located south of Lawnsdale Road extended and west of Calhoun Road.

Rs-3 Low-Density Single-Family Residential District

An Rs-3 Low-Density Single-Family Residential District should be provided in the city zoning ordinance. This district would serve to combine and simplify the existing R-2, R-3, and R-4 Residential Districts with respect to overall residential densities and lot sizes permitted. The existing R-2 Residential District provides for a density not exceeding 1.0 dwelling unit per net residential acre (0.8 dwelling unit per gross residential acre), or a minimum lot size of 1 acre. The R-3 Residential District provides for a density not exceeding 1.5 dwelling units per net residential acre (1.2 dwelling units per gross residential acre), or a minimum lot size of 30,000 square feet. The R-4 Residential District provides for a density not exceeding 2.2 dwelling units per net residential acre (1.7 dwelling units per gross residential acre), or a minimum lot size of 20,000 square feet for single-family dwellings. The proposed Rs-3 Low-Density Single-Family Residential District is intended to accommodate a density range of from 0.7 to 2.2 dwelling units per net residential acre (0.57 to 1.7 dwelling units per gross residential acre), or lot sizes from 20,000 to 62,000 square feet in area. This district is further intended to be used as a transitional district between the proposed Rs-2 Suburban Single-Family Residential District and Rs-4 Medium-Density Single-Family Residential District. The district should be used in those areas identified on the adopted land use plan as allocated to low-density urban residential development.

Rs-4 Medium-Density Single-Family Residential District

An Rs-4 Medium-Density Single-Family Residential District should be provided in the city zoning ordinance. This district would serve to combine and simplify the existing R-4.5, R-4.75, and R-5 Residential Districts with respect to overall residential densities and lot sizes permitted. The existing R-4.5 Residential District provides for a density not exceeding 2.9 dwelling units per net residential acre (2.2 dwelling units per gross residential acre), or a minimum lot size of 15,000 square feet. The R-4.75 Residential District provides for a density not exceeding 3.6 dwelling units per net residential acre, or a minimum lot size of 12,000 square feet. The R-5 Residential District

provides for a density not exceeding 4.4 dwelling units per net residential acre (3.4 dwelling units per gross residential acre), or a minimum lot size of 10,000 square feet. The proposed Rs-4 Medium-Density Single-Family Residential District is intended to accommodate an overall density range of from 2.2 to 4.4 dwelling units per net residential acre (1.7 to 3.4 dwelling units per gross residential acre), or lot sizes from 10,000 to 20,000 square feet in area for single-family dwellings. This district is further intended to be used as a transitional district between the lower density Rs-3 Low-Density Single-Family Residential District and the higher density Rd-1 High-Medium-Density Two-Family Residential District. The district is to be applied to those areas of the City located east of Calhoun Road identified on the adopted land use plan as medium-density urban residential development served by a full range of municipal services, including sanitary sewerage and water supply.

Rd-1 High-Medium-Density Two-Family Residential District

An Rd-1 High-Medium-Density Two-Family Residential District should be provided in the city zoning ordinance. This district would be similar to the existing R-6.2 Residential District and can be viewed as a modification of that district with respect to the overall dwelling unit densities permitted. The R-6.2 Residential District permits a density not exceeding 4.8 dwelling units per net residential acre (3.7 dwelling units per gross residential acre), or a minimum lot size of 12,000 square feet for single-family dwellings, or 18,000 square feet for two-family dwellings. The proposed Rd-1 High-Medium-Density Two-Family Residential District is intended to accommodate a density range of from 4.4 to 6.9 dwelling units per net residential acre, or a minimum lot size of 12,000 to 18,000 square feet for the exclusive use of two-family dwellings. This district is further intended to be used as a transitional district between the lower density Rs-4 Medium-Density Single-Family Residential District and the higher density Rm-1 High-Density Multiple-Family Residential District. The district is to be applied to those areas of the City situated east of Calhoun Road identified on the adopted plan as high-medium-density urban residential development served by a full range of municipal services, including sewerage and water supply.

Rm-1 High-Density Multiple-Family Residential District

An Rm-1 High-Density Multiple-Family Residential District should be provided in the city zoning ordinance. This district would be similar to the existing R-6 Residential District, and can be viewed as a modification of that district with respect to the densities permitted. The R-6 Residential District permits densities up to and including 11.9 dwelling units per net residential acre (8.9 dwelling units per gross residential acre), or a minimum lot size of 10,000 square feet for one-, two-, or multiple-family structures. The proposed Rm-1 High-Density Multiple-Family Residential District is intended to accommodate a density range of from 7.0 to 12.0 dwelling units per net residential acre (5.3 to 9.0 dwelling units per gross residential acre), or a minimum lot size of 11,000 square feet for the exclusive use of multiple-family dwellings. The district is to be applied to those areas of the City generally located east of Calhoun Road identified on the adopted land use plan as high-density urban residential development served by a full range of municipal services, including sanitary sewerage and water supply.

B-1 Neighborhood Shopping Center District

A B-1 Neighborhood Shopping Center District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. This district is intended to provide for relatively small groupings of retail and customer service establishments away from other business districts, but within proximity of the residential neighborhoods intended to be served. This district is further characterized by the requirement of onsite parking and loading facilities, and a partially pedestrian-oriented shopping environment. Uses in this district should be compatible with the character of the adjacent residential areas served. Permitted uses in this district should include small general merchandise stores, food stores, apparel and accessory stores, drug stores, department stores, gift shops, personal services, banks/savings and loan institutions (not including drive-in or drive-through), and restaurants, but not drive-in or drive-through types of establishments. This district is intended to occupy a minimum district area of 3.0 acres. Buildings constructed in the B-1 Neighborhood Shopping Center District could be clustered on parcels of land and be under individual or multiple ownership. Building height in this district would not exceed one story, and buildings would be required to follow the urban design criteria outlined in Chapter V of the plan, as well as to architecturally blend with surrounding residential uses and structures. This district should be used where neighborhood shopping centers are proposed on the adopted land use plan for the City.

B-2 Community Shopping Center District

A B-2 Community Shopping Center District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. The district is intended to provide for relatively large groupings of retail and customer service establishments in a community-serving shopping center setting. The district would be characterized by establishments that have onsite parking for customer automobiles combined with a pedestrian-oriented shopping environment. Permitted uses in this district should include large general merchandise stores, food stores, apparel and accessory stores, drug stores, department stores, gift shops, personal services, banks/savings and loan institutions, and restaurants, but not including drive-in or drive-through types of establishments. This district is intended to occupy a minimum district area of 10 acres. Buildings constructed in the B-2 Community Shopping Center District could be clustered on parcels of land and under individual or multiple ownership. Building height in this district would not exceed two stories, and buildings would be required to follow the urban design criteria outlined in Chapter V of the plan. The B-2 Community Shopping Center District should be used, as the adopted land use plan recommends, at the northeast and southeast corners of the intersection of W. National Avenue and Moorland Road.

B-3 Office and Business Service District

A B-3 Office and Business Service District should be provided in the city zoning ordinance. This district would be similar to the existing B-4 Limited Business District, and can be viewed as a modification of that district with respect to minimum lot size. Whereas the B-4 Limited Business District has no minimum lot area requirement, the proposed B-3 Office and Business Service District should have a minimum lot area of 20,000 square feet. The B-3 Office and Business Service District is intended to provide for individual or grouped

office and business service uses, including professional offices, medical offices, dental offices, clinics, and drug and medical supply establishments, in areas where the office uses will be compatible with surrounding uses. Building height in this district would not exceed five stories, and buildings would be required to follow the urban design criteria outlined in Chapter V of the plan. This district should be used where office centers are proposed on the adopted land use plan for the City.

B-4 Automobile-Oriented and Large Floor Area Retail Sales and Service District

A B-4 Automobile-Oriented and Large Floor Area Retail Sales and Service District should be provided in the city zoning ordinance. This district would be similar to the existing B-3 General Business District, and can be viewed as a modification of that district with respect to both minimum lot size and permitted uses. Whereas the B-3 General Business District has a minimum lot size of 10,000 square feet, the proposed B-4 Automobile-Oriented and Large Floor Area Retail Sales and Service District should have a minimum lot area of 20,000 square feet. The B-4 District is intended to provide for such highway-oriented uses as gasoline stations, automobile sales/service establishments, car washes, drive-in theaters, drive-in banking, drive-in or drive-through restaurants, and motels. The district is further intended to provide for retail sales and service establishments requiring large sites, and providing such services as furniture and appliance sales, factory outlet stores, and garden centers. The district should require onsite parking for customer automobiles and customer off-street loading facilities, combined with a very limited pedestrian-oriented shopping environment. Building height in this district would not exceed one story, and buildings would be required to follow the urban design criteria outlined in Chapter V of the report. The district is intended to be used along W. National Avenue between S. 124th Street and Moorland Road in areas recommended for commercial uses on the adopted land use plan for the City.

B-5 Bulk Sales District

A B-5 Bulk Sales District should be provided in the city zoning ordinance. This district would be similar to the existing B-3 General Business District, and can be viewed as a modification of that district with respect to both minimum lot size and permitted uses. Whereas the B-3 General Business District has a minimum lot size of 10,000 square feet, the proposed B-5 Bulk Sales District should have a minimum lot area of one acre, or 43,560 square feet. The proposed district is intended to provide for such uses as building supplies, equipment sales, contracting services, septic system service, and LP gas sales and outdoor storage establishments. The district should require onsite parking for customer automobiles, onsite outdoor areas for merchandise storage and sales, customer off-street loading facilities, and open outdoor areas for bulk sale of merchandise. Building height in this district would not exceed one story, and buildings would be required to follow the urban design criteria outlined in Chapter V of the plan. In addition, adequate screening should be provided to buffer these uses from any adjacent incompatible land uses.

B-6 Nonfreeway-Oriented Office and Manufacturing Support Business Service District

A B-6 Nonfreeway-Oriented Office and Manufacturing Support Business Service District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. This district is intended to provide for individual or grouped office and financial services at or near the existing New Berlin Industrial Park on lots one acre or more in area. Building height in this district would not exceed five stories, and buildings would be required to follow the urban design criteria outlined in Chapter V of the plan. This district is intended to be used at or near the west side of the intersection of Moorland Road and W. Cleveland Avenue as indicated on the adopted land use plan for the City.

B-7 Freeway-Oriented Office and Manufacturing Support Business Service District

A B-7 Freeway-Oriented Office and Manufacturing Support Business Service District should be provided in the city zoning ordinance. This existing city zoning ordinance does not contain such a district. The district is intended to provide for the development of attractive groupings of office and financial service uses at or near freeway interchanges. Such uses should be set in aesthetically pleasing open space, with a maximum site-to-building ground cover area ratio of 7 to 1; minimum lot size of three acres; and adequate buffering from nearby land uses. Buildings located in this district should be high-rise, with height limitations to be established which take into account the City's ability to provide good fire protection. In addition, buildings would be required to follow the urban design criteria outlined in Chapter V of the plan. Based upon the adopted land use plan, this zoning district is intended to be used at or near the Moorland Road and STH 15 freeway interchange.

B-8 General Retail Sales and Service District

A B-8 General Retail Sales and Service District should be provided in the city zoning ordinance. This district would be similar to the existing B-2 Local Business District, and can be viewed as a modification of that district in order to accommodate a broader range of retail sales and service uses. This district is intended to provide for the orderly and attractive development and grouping in appropriate and convenient locations of small-lot business activities of a general nature. Such business district uses should be located on a minimum lot area of 10,000 square feet; should provide ample off-street parking and loading areas, and landscape planting screens in areas adjacent to nonbusiness development or other incompatible uses; and should be developed in character with the adjacent land uses. Building height in this district would not exceed two and one-half stories, and buildings would be required to follow the urban design criteria outlined in Chapter V of the plan. This district is intended to be used in general commercial areas of the City as indicated on the adopted land use plan.

M-1 Light Manufacturing District

An M-1 Light Manufacturing District should be provided in the city zoning ordinance. This district would be similar to the existing M-1 Limited Industrial District but would provide for a larger range of light manufacturing

uses, and would exclude other general commercial uses which are accommodated by other commercial-oriented zoning districts. The M-1 Light Manufacturing District is intended to provide for manufacturing and industrial development of a more restrictive nature than permitted in the proposed M-2 General Manufacturing District on lots not less than 20,000 square feet in area. Building height in this district would not exceed two stories, and buildings would be required to follow the urban design criteria outlined in Chapter V of the plan. This district is intended to be used, in part, in those areas designated for industrial development at nonfreeway locations, as indicated on the adopted land use plan.

M-2 General Manufacturing District

An M-2 General Manufacturing District should be provided in the city zoning ordinance. This district would be similar to the existing M-2 General Industrial District and would provide for similar uses; however, general commercial uses which are accommodated by other commercial-oriented zoning districts would be excluded from the M-2 General Manufacturing District. The M-2 General Manufacturing District is intended to provide for manufacturing and industrial development of a less restrictive nature than permitted in the proposed M-1 Light Manufacturing District in areas where surrounding land uses would create fewer problems of compatibility. This district should not normally abut residential districts. Individual lot sizes for this district should not be less than 1.0 acre in area. This district is intended to be used, in part, in those areas designated for industrial development at nonfreeway locations, as indicated on the adopted land use plan.

M-3 Limited Industrial and Warehousing District

An M-3 Limited Industrial and Warehousing District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. The M-3 Limited Industrial and Warehousing District is intended to provide for manufacturing, warehousing, and construction-related uses. The district should require a minimum lot size of 20,000 square feet. All uses and improvements within this district should be required to maintain the same quality of site design and architecture as required in the M-1 and M-2 Districts. High standards should be specified in this district, particularly as the district relates to outdoor storage of equipment and supplies.

M-4 Freeway-Oriented Limited Manufacturing District

An M-4 Freeway-Oriented Limited Manufacturing District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. The district is intended to provide for the development of attractive groupings of manufacturing and industrial development at or near freeway interchanges. Such development would be of a limited intensity and would provide aesthetically pleasing open space, with a maximum site-to-building ground cover area ratio of 7 to 1; a minimum lot size of 3.0 acres; and adequate buffering from nearby land uses. The district would provide for ample off-street parking and loading areas, and landscape planting screens in areas adjacent to nonbusiness development or other incompatible uses. This district should be applied to the area of the City located at or near the Moorland Road and STH 15 interchange.

Q-1 Quarrying and Extractive District

A Q-1 Quarrying and Extractive District should be provided in the city zoning ordinance. This district would be similar to the existing Q-1 Quarrying District. The Q-1 Quarrying and Extractive District is intended to provide for the operation of quarries or other mineral extractive activities, and for the proper restoration of the quarried or mined areas. This district should be utilized in planned quarry and extractive use areas located in the southeast quarter of the City.

L-1 Landfill District

An L-1 Landfill District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. This district is intended to regulate land use at existing, as well as former, landfill sites in the City. The district requirements should address public health and safety issues pertaining to landfills, as well as protection of the natural resource base. In addition, the district should outline detailed requirements pertaining to the restoration of landfill sites when the sites are abandoned. The district should be utilized in areas required as landfill sites.

I-1 Institutional District

An I-1 Institutional District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. This district is intended to eliminate the ambiguity of maintaining in unrelated use districts areas which are under public or public-related ownership and where the use for public purpose is anticipated to be permanent. The district should have a minimum lot size of 10,000 square feet, and should be used in areas identified for institutional development on the adopted land use plan.

P-1 Park District

A P-1 Park District should be provided in the city zoning ordinance. The existing city zoning ordinance does not contain such a district. The P-1 Park District is intended to provide areas where the open space and outdoor recreational needs of the citizens can be met without unduly disturbing natural resources and adjacent uses. When applied to privately owned recreational lands, this district is intended to avoid the conversion of such lands to other urban uses without adequate public review and approval. There is no minimum lot size requirement for this district. The district should be used for areas designated as parks on the adopted land use plan.

LC Lowland Conservancy District

An LC Lowland Conservancy District should be provided in the city zoning ordinance on a citywide basis immediately upon adoption of the new zoning ordinance and map. In addition, Chapter NR 117 of the Wisconsin Administrative Code sets forth minimum standards for local zoning ordinances in order to protect identified wetland areas. This district would be similar to the existing C-1 Conservancy District. The LC Lowland Conservancy District is intended to be used to prevent the destruction of valuable natural resources and, in particular, wetland areas where development would result in hazards to health or safety, or would deplete or destroy natural resources or be otherwise

incompatible with the public welfare. Regulation of these areas will serve to protect the natural resource base and promote and maintain the natural beauty of the area, as well as to promote the health, safety, and welfare of city residents. This district should include reasonable uses of the land such as recreational uses and open space for adjoining higher intensity land uses. The district should have no minimum area requirements. The district should be used in those areas of the City identified as significant wetlands on the adopted land use plan, and would generally be applied in lowland and wetland areas identified on the adopted land use plan as primary or secondary environmental corridors or isolated natural areas.

UC Upland Conservancy Overlay District

A UC Upland Conservancy Overlay District should be provided in the city zoning ordinance on a citywide basis immediately upon adoption of the new zoning ordinance and map. This district would be similar to the existing C-1 Conservancy District. The UC Upland Conservancy Overlay District is intended to be used to prevent the destruction of valuable natural resources and, in particular, woodlands, wildlife habitat areas, areas of steep topography, and related scenic areas. Regulation of these areas should serve to control erosion and sedimentation, and to protect the natural resource base and promote and maintain the natural beauty of the area, as well as the health, safety, and welfare of city residents. This district should include uses of the land such as low-density residential development, recreational uses, and open space for adjoining higher intensity land uses, such as small lot subdivisions or multiple-family residential developments. Underlying basic use districts should be compatible with the intent of the UC Upland Conservancy Overlay District. The district should have no minimum area requirements. The district should be used in those areas of the City identified as significant combinations of woodland and wildlife habitat on the adopted land use plan, and would generally be applied in the upland portions of areas identified in the plan as primary or secondary environmental corridors or isolated natural areas.

PUD Planned Unit Development Overlay District

A PUD Planned Unit Development Overlay District should be provided in the city zoning ordinance. The existing city zoning ordinance treats planned unit developments as conditional uses in all zoning districts. The PUD Planned Unit Development Overlay District is intended to permit development that will be enhanced by coordinated site planning, diversified location of structures, and mixing of land uses. Such developments are intended to provide a safe and efficient system for vehicular and pedestrian traffic; to provide attractive recreation and open spaces as integral parts of the developments; to facilitate the economic development of public and private utilities and community facilities; and to ensure adequate site development standards. The PUD Planned Unit Development Overlay District would allow for flexibility in site design, with benefits from such flexibility intended to be derived by both the developer and the community, while at the same time maintaining, insofar as possible, the land use intensity and other standards or use requirements set forth in the underlying basic zoning district or overlay district. The district may be used in areas designated for residential, commercial, governmental and institutional, industrial, or recreational and open space land use in the adopted land use plan. Vacant land areas should not be prezoned into this district until detailed site development plans for the parcel(s) in question have been prepared by the developer.

F-1 Floodland District

An F-1 Floodland District should be provided in the city zoning ordinance on a citywide basis immediately upon adoption of the new zoning ordinance and map utilizing a single zoning district approach to floodland regulation. The existing city zoning ordinance utilizes an FP-1 Floodplain District, which has two subdistricts called the Floodway Subdistrict (FW) and the Flood Fringe Subdistrict (FF). The F-1 Floodland District is intended to preserve in essentially open space and natural use lands which are unsuitable for intensive urban development owing to soil conditions and periodic inundation, and should include all land and water area lying within the 100-year recurrence interval flood hazard area as identified on the adopted land use plan. The proper regulation of these areas will serve to maintain and improve water quality; provide storage for floodwaters, thereby reducing downstream flood flows and stages and preventing flood damage; protect wildlife habitat; and prohibit the location of structures on soils which are generally not suitable for such use. Where wetland areas occur within the delineated F-1 Floodland District, the regulations outlined for the LC Lowland Conservancy District would also apply. The F-1 Floodland District should be applied to the flood hazard areas identified on the adopted plan.

The Use of Buffer Yards

The proper separation of uses is important to the long-term preservation of property values within the City of New Berlin. Therefore, it is important to separate visually and physically dissimilar land use types and intensities. In order to formalize the precise type of separation required to accommodate the diversity of land use relationships, the zoning ordinance should include specifications for the creation of buffer areas or yards between differing land use types and intensities. These buffer area or yard requirements should be carefully defined in the zoning ordinance and should address the use of a variety of methods for their accomplishment, including but not limited to the use of earth berms with or without landscape plant materials; fencing and walls; the maintenance of environmental corridors and other rural open lands; streets and highways; graduated changes in land use intensity; grade separation; and general landscaping in order to effectively accomplish the buffering between dissimilar land use types and intensities.

OFFICIAL MAPPING

Section 62.23(6) of the Wisconsin Statutes provides that the common council of any city may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, and waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, and waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds.

The official map is intended to be used as a precise planning tool to implement public plans for streets, highways, waterways and parkways, railways,

public transit facilities, and parks and playgrounds. One of the basic purposes of the official map is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development, and can thereby effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire city in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby avoids the altogether too common situation of development being undertaken without knowledge of or regard for the long-range plan, and thereby can help avoid public resistance when plan implementation becomes imminent.

As indicated in Chapter IV, Section 17.285 of Chapter 17 of the City of New Berlin Municipal Code, entitled, "Zoning Code," sets forth the regulatory text of the city official map ordinance. The Official Map itself comprises a series of 147 sheets drawn at a scale of 1 inch equals 100 feet, each map sheet covering a U. S. Public Land Survey quarter-section. The existing City Official Map shows all existing property and street right-of-way lines and some proposed streets. Following adoption of the city land use and urban design plan, the Official Map should be amended to show all planned streets and highways, public transit facilities, parks and parkways, and drainage facilities.

SUBDIVISION PLAT REVIEW AND REGULATION

The land use plan should serve as a basis for the review by appropriate city officials of land subdivision plats and certified survey maps. Urban subdivisions should not be approved in areas recommended in the plan to remain in nonurban uses unless the developer can justify changing the land use and urban design plan. Any such proposed departures from the land use plan should be carefully considered by the City Plan Commission, and should be made by that Commission only when it finds that such departures are in the public interest. All urban subdivisions should be required to provide for a full complement of urban services.

The City land subdivision ordinance as set forth in Chapter 18 of the Municipal Code has relatively few deficiencies. The deficiencies that do exist can be readily removed through the amendment of the existing ordinance. Since the adoption of the city land division ordinance, Chapter 236 of the Wisconsin Statutes has been altered to revise the former 40-day preliminary plat review period for a municipality to 90 days, and to revise the 20-day preliminary plat review period of an objecting authority to 30 days. The city ordinance should be amended to reflect these changes.

THE CAPITAL IMPROVEMENTS PROGRAM

In 1985, the City of New Berlin took initial steps to develop a capital improvements program, and these steps should be brought to fruition. A capital improvements program is a list of fundable major public improvements needed in a community over the next five years, arranged in order of preference to

assure that the improvements are carried out in priority of need and in accord with the community's ability to pay. Major public improvements include such items as streets, sanitary sewers, storm sewers, water mains, and public buildings and parks, which together form the "urban infrastructure" required to support urban land use development and redevelopment. A capital improvements program is intended to promote well-balanced community development without overemphasis on any particular phase of such development, and to promote coordinated development both in time and between functional areas. With such a program, required bond issues and tax revenues can be foreseen and provisions made. Needed land for the projects can be acquired in a timely fashion and staged construction facilitated.

The general procedure for the preparation of a capital improvements program is as follows. An initial list of the improvements believed to be needed over the next five years is compiled. This list is then evaluated to determine the relative importance and desirability of each improvement. This evaluation should initially be divorced completely from the issue of funding availability. Criteria which may be helpful in assigning an order of priority to the list of projects include: protection of life, maintenance of public health, protection of property, conservation of resources, maintenance of property, provision of essential public services, and reduction in operating costs.

When the relative need or desirability of the various proposed projects has been determined--that is, when the list of projects has been arranged in priority order--the available financial resources of the community are analyzed, and the funds which may be expected to become available for the proposed improvements over the five-year period are determined. The projects are then selected and scheduled for construction in accordance with their priority order and the funds available. The first year of the five-year schedule is then recommended as the capital budget for the ensuing year and the recommended program given legislative consideration. At the end of the first year, the program is again reviewed, and any new projects which appear to be needed are shifted in position in the schedule as new information may dictate. An additional year is added to replace the year completed, and the revised list of projects is again scheduled over the full period of the program. Thus, a carefully conceived public improvements program is always available and in readiness for use, but with only one year of the program being actually committed at any time. Since, as the process becomes established, proposed projects are evaluated year after year before ultimately reaching authorization, a safeguard is provided against hasty or ill-conceived actions.

The plan for the physical development of the community should be the primary source of projects to be included in the initial list. However, this list may also include projects suggested by city officials and by community and neighborhood groups.

The capital improvements program should be presented in a well-arranged tabular form, listing projects in the proposed order of implementation and in the order of year scheduled. The estimated cost of the proposed projects, together with resulting changes in operation and maintenance costs and financial charges, should be shown. Where a project extends over more than one year, costs should be distributed accordingly. Proposed methods of financing should be indicated and explanations regarding urgency of need provided. A financial summary sheet should be prepared showing the effect of the proposed program upon the finances of the community and, particularly, upon taxes.

THE NEED FOR PRECISE URBAN DEVELOPMENT PLANNING

Based upon the objectives, principles, and standards and urban design criteria presented in Chapter V, and the recommended land use and urban design plan presented in Chapter VII, it is recommended that the City Plan Commission prepare precise residential neighborhood plans for the 11 residential neighborhoods identified in Chapter VII, as well as detailed development plans for the special New Berlin Business Park planning area located near the intersection of STH 15 and Moorland Road. The preparation of detailed urban development plans for these areas will serve to further refine and detail the adopted land use and urban design plan. A more detailed discussion of the residential neighborhood unit as a planning concept is presented in Chapter X, along with a precise neighborhood unit plan for the delineated Deer Creek Neighborhood to illustrate the type of detailed planning being recommended.

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Chapter X

THE ADOPTED LAND USE AND URBAN DESIGN PLAN

INTRODUCTION

The initially recommended land use and urban design plan for the City of New Berlin--as shown in graphic summary form on Map 36 of Chapter VII--was revised during joint meetings of the City Plan Commission and Common Council held in late 1986 and early 1987 following the public informational meetings and hearings on the plan. While the recommended plan illustrated on Map 36 was generally favorably received by both elected officials and citizens, some members of the City Plan Commission and Common Council expressed concerns over several of the recommendations contained in the recommended plan--Alternative Plan E--and requested that some modifications be made to that plan prior to formal plan adoption by the City Plan Commission. Accordingly, a sixth alternative plan--Alternative Plan F--was prepared by the Regional Planning Commission staff. The major differences between the initially recommended plan--Alternative Plan E--and Alternative Plan F related to the identification and extent of certain commercial areas; to the use of buffers between land uses of differing intensities; and to the intensity and location of certain residential land uses. Alternative Plan F was formally adopted by the City Plan Commission and certified to the Common Council on March 2, 1987. The Plan Commission adopting resolution is provided in Appendix D of this report. Although the state planning enabling legislation does not require plan adoption by the Common Council, a resolution for adopting the land use and urban design plan by the Common Council is also provided in Appendix D.

ALTERNATIVE LAND USE PLAN F--THE ADOPTED PLAN

As was Alternative Plan E--the initially recommended plan--Alternative Land Use Plan F--the adopted plan--is based upon the intermediate growth, centralized development alternative future. Therefore, the plan is designed to serve a design year resident population of about 43,000 persons. This design population level is about midway between the 1980 resident population of the City of 30,529 persons and the population of 56,400 which may be expected under the optimistic growth, centralized development future. The adopted land use plan is graphically summarized on Map 48. The land uses shown on Map 48 are quantified in Table 58 and compared to the existing 1980 land uses in the City.

Residential Land Uses

Areas designated on the adopted land use plan for residential use approximate 8,850 acres, as indicated in Table 58. As did Alternative Plans A, B, C, D, and E, the adopted land use plan identifies six categories of residential land use based upon the residential density standards advanced in Chapter V and the land use needs set forth in Chapter VI. These categories are: 1) rural estate, with a 5-acre or greater net lot area per dwelling unit; 2) low-density urban, with a 20,000- to 62,000-square-foot net lot area per dwelling unit; 3) medium-density urban, with a 10,000- to 20,000-square-foot net lot area per dwelling unit; 4) high-medium-density urban, with 4.4 to 6.9 dwelling units per net

residential acre; and 5) high-density urban, with 7.0 to 12.0 dwelling units per net residential acre.

The areas proposed for rural estate residential development under the adopted land use plan totals about 1,032 acres, and would provide about 138 lots for single-family residential development. Because of the large lots envisioned, these residential land uses have been included in the "agricultural and other rural lands" category shown on Map 48 and would be served by onsite sewage disposal and water supply facilities. Soil conditions would thus be an important consideration in the location of this type of residential development.

The areas proposed for suburban residential development under the adopted land use plan would total about 1,269 acres of land by the year 2010, an increase of about 153 acres, or about 14 percent, over the 1980 level. These areas, as shown on Map 48, are located generally west of Calhoun Road and in the southeast quarter of the City. These residential uses could be served by onsite sewage disposal and water supply facilities in areas covered by soils suitable for such facilities, or by public sanitary sewer and water supply facilities.

The areas proposed for low-density urban residential development under the adopted land use plan would total about 5,030 acres of land by the year 2010, an increase of about 1,735 acres, or about 53 percent, over the 1980 level. These areas, as shown on Map 48, are proposed to be located throughout the City but primarily at, or abutting, existing development of this same density. This type of development has been used as a transitional land use between areas of suburban density and medium-density residential land uses. These residential land uses should be served by public sanitary sewer and water supply facilities.

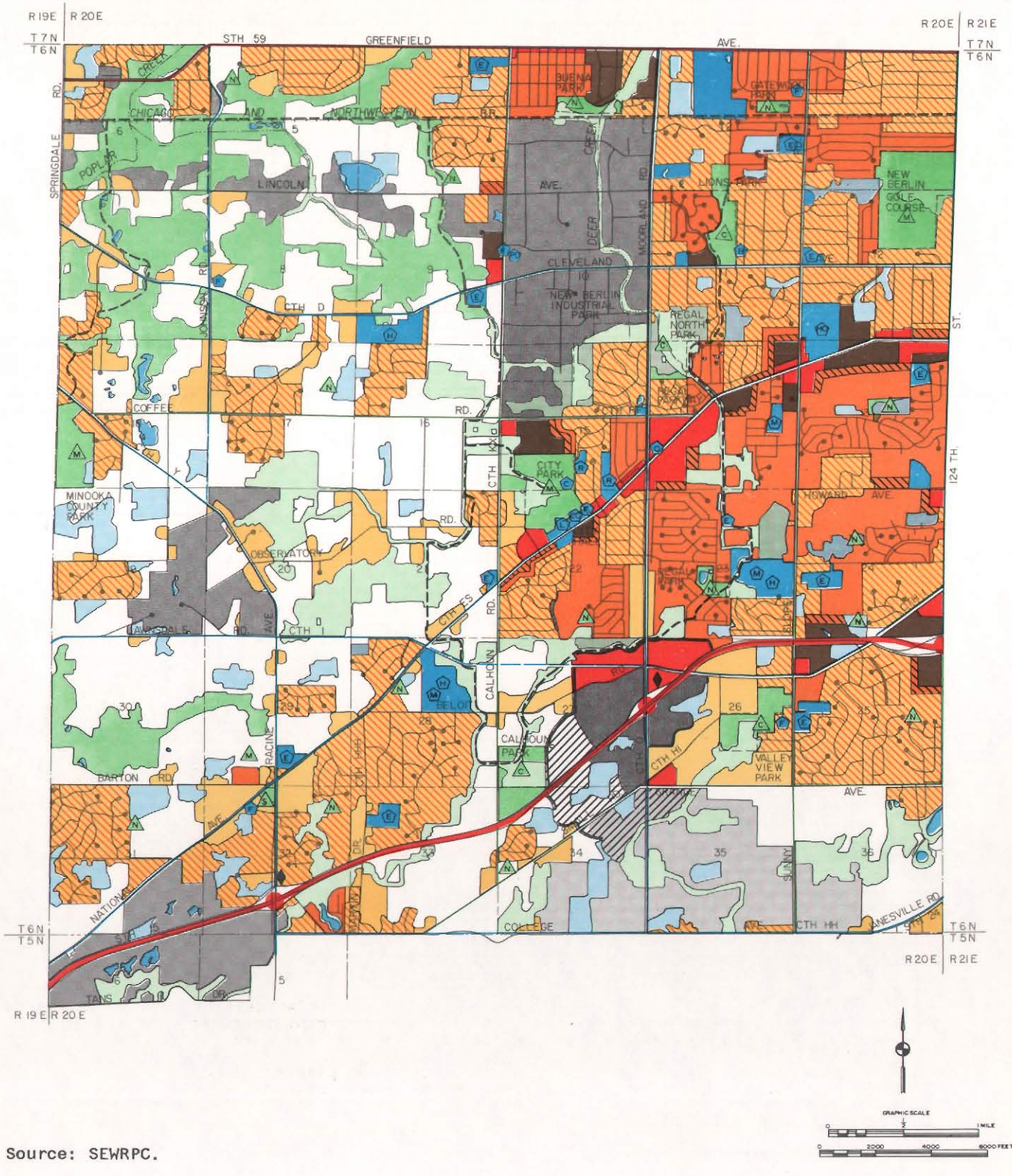
The areas proposed for medium-density urban residential development under the adopted land use plan would total about 2,051 acres of land by the year 2010, an increase of about 295 acres, or about 17 percent, over the 1980 level. Because of the lot size envisioned, these areas are proposed to be served by public sanitary sewer and water supply facilities. These areas are generally located east of Calhoun Road and north of the Rock Freeway (STH 15).

The areas proposed for high-medium-density urban residential development total about 166 acres of land under the adopted land use plan, as shown on Map 48, an increase of 159 acres over the 7 acres in such use in 1980. These areas are proposed to be served by public sanitary sewer and water supply and are generally located east of Calhoun Road and north of the Rock Freeway (STH 15). These areas are typically located near and along arterial streets and highways so as to provide ease of vehicular access and to facilitate future mass transit service.

The areas proposed for high-density urban residential development under the adopted land use plan would total 335 acres of land by the year 2010, an increase of about 259 acres, or about 341 percent, over the 1980 level. These areas are also proposed to be served by public sanitary sewer and water supply, and are also generally located east of Calhoun Road and north of the Rock Freeway (STH 15). Furthermore, these areas are also typically located near and along arterial streets and highways to provide ease of vehicular access and to facilitate future mass transit service. In addition, these areas are located in convenient proximity to commercial retail and service centers.

Map 48

ALTERNATIVE LAND USE PLAN F: THE ADOPTED LAND USE PLAN



Source: SEWRPC.

LEGEND

- RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER)
- SUBURBAN RESIDENTIAL DEVELOPMENT (1.5-ACRE TO 5-ACRE LOTS)
- LOW-DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 62,000-SQUARE-FOOT LOTS)
- MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (10,000- TO 20,000-SQUARE-FOOT LOTS)
- HIGH-MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (4.4 TO 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7.0 TO 12.0 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- COMMERCIAL DEVELOPMENT
- GOVERNMENTAL AND INSTITUTIONAL
  - C CITY HALL
  - F FIRE STATION
  - L MAIN PUBLIC LIBRARY
  - B BRANCH PUBLIC LIBRARY
  - O POST OFFICE
  - P CITY POLICE DEPARTMENT
  - CC CITY COMMUNITY CENTER
  - HO HOSPITAL
  - E PUBLIC ELEMENTARY SCHOOL
  - M PUBLIC MIDDLE SCHOOL
  - H PUBLIC HIGH SCHOOL
  - R PRIVATE SCHOOL
- PARK AND RIDE LOT
- LIGHT INDUSTRIAL DEVELOPMENT
- LANDS TO BE USED FOR INDUSTRIAL-RELATED USE BEYOND THE YEAR 2010
- QUARRYING AND EXTRACTIVE DEVELOPMENT
- RECREATIONAL
  - M MULTICOMMUNITY PARK
  - C COMMUNITY PARK
  - N NEIGHBORHOOD PARK
  - S SPECIAL PARK
- 50-FOOT-WIDE EARTH BERM/LANDSCAPED PLANTING STRIP
- RECREATION CORRIDOR (TRAIL)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA
- SECONDARY ENVIRONMENTAL CORRIDORS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- ISOLATED NATURAL AREAS TO BE CAREFULLY INTEGRATED INTO PLANNED URBAN AREAS
- PRIME AGRICULTURAL LANDS
- WATER

ARTERIAL STREET AND HIGHWAY SYSTEM

- STATE TRUNK HIGHWAY - FREEWAY
- STATE TRUNK HIGHWAY - NONFREEWAY
- COUNTY TRUNK HIGHWAY
- FUTURE COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE

Table 58

EXISTING 1980 CITY OF NEW BERLIN LAND USE AND ALTERNATIVE PLAN F LAND USES

Land Use Category [a]	Existing 1980 Land Use		Plan Increment		Planned Land Use	
	Acres	Percent of Total	Acres	Percent Increase	Acres	Percent of Total
Residential Rural Estate (5-acre lots or greater)	41[b]	0.1	0[e]	-- [e]	0[e]	-- [e]
Suburban (1.5-acre to 5-acre lots)	1,116	4.7	153	13.7	1,269	5.3
Low-Density Urban (20,000- to 62,000-square-foot lots)	3,295	14.0	1,735	52.7	5,030	21.4
Medium-Density Urban (10,000- to 20,000-square-foot lots)	1,756	7.4	295	16.8	2,051	8.7
High-Medium-Density Urban (4.4 to 6.9 dwelling units per net residential acre)	7	0.0[f]	159	2,271.4	166	0.7
High-Density Urban (7.0 to 12.0 dwelling units per net residential acre)	76	0.3	259	340.7	335	1.4
Subtotal	6,291	26.7 [c]	2,601	41.3	8,851	37.5
Commercial	355[c]	1.5	136[c]	38.3	358[c]	1.5
Industrial	525[d]	2.2	697[d]	132.7	1,355 [d]	5.7
Governmental/ Institutional	400	1.7	146	36.5	546	2.3
Recreational	352	1.5	507	144.0	859	3.6
Agricultural and Other Lands	15,666	66.4	-4,087	-26.1	11,620	49.4
Total	23,589	100.0	23,589	--	23,589	100.0

[a] Each land use category area is expressed in gross acres and includes associated street rights-of-way and off-street parking.

[b] Represents 82 occupied residential lots totaling 596 acres. However, only 41 developed acres are shown here; the other 514 acres are included in the "Agricultural and Other Rural Lands" category.

[c] Excluding 133 acres as per footnote d, and other existing scattered commercial sites.

[d] A total of 133 acres of existing industrial-related commercial service uses are included in this figure. These uses are located, for the most part, at the existing industrial park.

[e] A total of 138 lots, or about 1,032 acres, actually are planned, but they have been included in the "Agricultural and Other Rural Lands" category because of their predominant rural character.

[f] Less than one-tenth of 1 percent.

Source: SEWRPC.

The adopted land use plan recommends the use of the "cluster" concept for residential site planning, provided that the overall residential site density of an area--that is, the total number of dwelling units per net residential acre envisioned in the land use plan for the area--is maintained. Clustered development can be used to accommodate both attached or detached dwelling units, thereby providing for economical residential development and, at the same time, ensuring the preservation of important natural resource land and overall planned residential densities.

Commercial Retail Sales and Service Land Uses

Under the adopted land use plan, commercial areas would encompass a total of about 358 acres of land by the year 2010, an increase of about 136 acres, or about 38 percent. The W. National Avenue corridor from S. 124th Street to Calhoun Road is a significant commercial retail sales and service facility. As a major arterial highway leading from Milwaukee generally through the center of the City of New Berlin, W. National Avenue is subject to a variety of development pressures which influence the efficiency and safety of the facility itself, and the workability and livability of the adjacent land uses. Because of the present and potential deficiencies of this facility, its importance to the City, and the necessity for its improvement, these development pressures must be addressed in the overall planning effort for the City. Accordingly, a more detailed study of land use development along W. National Avenue was made as an integral part of the land use planning effort for the City. The findings and recommendations of this study are presented in Chapter VIII of this report.

Industrial Land Uses

The adopted land use plan identifies a total of 1,355 acres of land for industrial land uses by the year 2010, an increase of 697 acres, or about 133 percent. This includes the continuation of industrial development at the New Berlin Industrial Park, as well as the logical extension of industrial uses to the south of this area into U. S. Public Land Survey Sections 10 and 15. Pursuant to the direction of the City Plan Commission, the adopted land use plan proposes approximately 253 acres of industrial development to be located, generally, in the area of the City bounded by Calhoun Road on the east, Springdale Road on the west, STH 59 on the north, and Poplar Creek on the south.

The recommended land use plan proposes that a new industrial area be located at the interchange of the Rock Freeway--STH 15--and Moorland Road. This site provides direct access to the Rock Freeway, thus facilitating ready access to the Port of Milwaukee and General Mitchell Field, as well as to the national freeway system. Contiguous lands to the south and west are shown to be set aside for industrial use beyond the plan design year. In addition, a 50-foot-wide combined earth berm and landscaped strip is proposed to buffer the industrial uses from adjoining land uses, as indicated on Map 48.

Governmental and Institutional Land Uses

Governmental and institutional land uses under the adopted land use plan occupy a total of about 546 acres, an increase of about 146 acres, or about 37 percent, as shown on Map 48. Expansion of these uses is anticipated to occur primarily at the City Hall property with the construction of a new main

library facility, City Hall, and community center.[1] Also proposed for construction as needed are a new middle school and high school near the intersection of W. National Avenue and Lawnsdale Road, two new elementary schools in Sections 24 and 33, and a new fire station at the northeast corner of the intersection of Cleveland Avenue and Johnson Road.

Park and Recreation Land Uses

The park and open space uses shown on the adopted plan Map 48 are based, in part, upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin, and SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin. Detailed recommendations for park and recreation land uses are presented in the latter report and are illustrated on Map 5 in Chapter I of this report. Under the adopted land use plan, 859 acres of land are proposed to be provided within the City for park and recreation land uses, representing an increase of 507 acres, or 144 percent.

In 1985, there were three major parks in the City of New Berlin: Minooka Park--a county-owned regional park site--and City Park and the New Berlin Golf Course--both of which are community park sites owned by the City. The adopted land use plan proposes that these sites be maintained for outdoor recreation use. Also, it is proposed that an additional major community park site, to be located in the southwest portion of the City, be acquired. Proposed facilities at this site include a regulation golf course and areas for picnicking and other passive recreational activities. The adopted plan also proposes a 5-acre historical park site located at the southwest corner of the intersection of W. National Avenue (CTH ES) and Racine Avenue (CTH Y); a 24-acre addition to Calhoun Park located at the northeast corner of the intersection of Calhoun Road and STH 15; an 11-acre addition to Lion's Park located in the south one-half of U. S. Public Land Survey Section 2; and a 35-acre addition to Regal North Park located in U. S. Public Land Survey Section 14.

The adopted land use plan also proposes 21 linear miles of recreation corridor in the City of New Berlin. The first segment of this corridor is proposed to be six miles long and would traverse the northern portion of the City utilizing the Wisconsin Electric Power Company right-of-way between Greenfield Park and the western corporate limits of the City. The second recreation corridor segment is proposed to be two miles long and would be located in the northwest portion of the City. This segment would link Minooka Park to the recreation corridor proposed to be located on the Electric Power Company right-of-way. The final recreation corridor segment is proposed to be 13 miles long and would form a loop through the central portion of the City, and would connect four community parks within the City. These recreation corridors would provide opportunities for trail-oriented activities such as hiking and biking.

There is a documented need in the City of New Berlin for additional public outdoor recreation sites, as well as for nonresource-oriented playfields, playgrounds, swimming pools, and tennis courts. In contrast to resource-oriented

[1]The new City Hall was completed in 1986.

outdoor sites and facilities, nonresource-oriented sites and facilities rely less heavily on natural resource amenities, generally are more needed in urban areas than in rural areas, and have relatively small service areas.

The adopted plan for the provision of urban outdoor recreation sites and facilities consists of the development of new neighborhood parks, 5 to 24 acres in size, and the acquisition of certain additional lands and the development of additional facilities at existing outdoor recreation sites within the City. The adopted plan proposes the acquisition and development of 13 new neighborhood parks, as needed, within the City. Finally, additional outdoor recreational facilities would be provided at nine existing neighborhood parks within the City.

Environmental Corridors and Isolated Natural Areas

Primary environmental corridors encompass approximately 1,508 acres in the City of New Berlin, or about 6 percent of the total area of the City. These corridors are located primarily along the major perennial streams and large wetland complexes in the northwestern portion of the City. Under the adopted plan, it is recognized that existing private as well as public outdoor recreation and related open space uses generally serve to protect such corridors. Therefore, the plan recommends that such uses be maintained for resource preservation and limited recreation purposes and that such maintenance be promoted through proper zoning.

The secondary environmental corridors in the City of New Berlin are generally located along intermittent streams or serve as links between segments of primary environmental corridors. These corridors encompass about 1,643 acres of land, or about 7 percent of the total area of the City. It is recommended that secondary environmental corridor lands that are presently held in public park and open space use, or in compatible private park and open space use, be maintained in such use.

In addition to the primary and secondary environmental corridors, other, smaller concentrations of natural resource base elements exist in the City of New Berlin. These concentrations are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridors, have important natural values. Isolated natural areas encompass about 841 acres of land in the City of New Berlin, or about 4 percent of the City. It is recommended that such areas be preserved in essentially natural, open space uses whenever possible.

The adopted plan recommends that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development. However, it is recognized in the plan that it sometimes be necessary to construct sanitary sewers through primary environmental corridors, and that certain land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities and certain institutional uses. In some cases, very low-density residential development on 5-acre lots, compatible with the preservation of the corridors, may also be permitted to occupy corridor lands, and it may sometimes be desirable to extend sewers into the corridors to service such uses.

Agricultural and Other Rural Lands

The adopted land use plan proposes the preservation of about 11,620 acres of agricultural lands in agricultural use, of which 741 acres, or 6 percent, are composed of prime agricultural lands. Prime agricultural lands consist of parcels 35 acres or larger in size which are covered by soils well suited for the production of food and fiber. These prime agricultural lands are all located in U. S. Public Land Survey Sections 34, 35, and 36 (see Map 48). The nonprime agricultural lands can be used for estate-type residential development on lots 5 acres or larger in size, as well as for agricultural use. Soils limitations for the use of onsite sewage disposal systems constitute the most important site-specific factor related to the establishment of such estate-type development.

Transportation System Development

An efficient arterial street and highway network provides the necessary means of access from both rural and urban areas to supporting service, employment, recreational, and cultural centers. It is essential, therefore, that land use development be designed to protect the efficiency of the existing and proposed arterial street and highway system. Transportation system plans should seek to minimize street and highway improvement costs, as well as the level of disruption to existing development caused by transportation improvements.

The arterial highway network required to serve the existing and probable future traffic demands in the City of New Berlin to the turn of the century is also shown on Map 48. Suggested cross-sections for these arterial streets and highways are shown in Figure 6 in Chapter V. In addition, the plan proposes the continued use of the two primary transit stations with attendant off-street parking provided at the intersections of Racine Avenue with the Rock Freeway (STH 15) and S. Moorland Road with the Rock Freeway.

THE DELINEATION OF NEIGHBORHOOD PLANNING UNITS AND SPECIAL PLANNING DISTRICTS

The delineation of neighborhood planning units and special planning districts described in Chapter VII of this report for Alternative Plan E is also applicable to the adopted land use plan. Ten residential neighborhoods, one industrial park neighborhood, and two special planning districts are identified and presented on Map 37 in Chapter VII. Detailed and precise development plans should be prepared for those delineated neighborhood units and special planning districts. Each of these plans not only should designate future ultimate land use patterns, but also should define future collector and land access street locations and alignments and attendant lot and block configurations. In addition, these plans should identify areas to be protected from intensive urban development for environmental reasons, and should indicate the need to reserve major drainageway and utility easements.

Chapter XI

SUMMARY

INTRODUCTION

The state city planning enabling act, as set forth in Section 62.23 of the Wisconsin Statutes, provides for the creation of city plan commissions and charges those commissions with the duty and function of making and adopting a "master"--or comprehensive--plan for the physical development of the municipality. The permitted scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the city which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy, in the process of development.

Perhaps the most basic and important element of any comprehensive city plan is the land use element, for it forms the basis for all of the other elements of the plan, such as the transportation, sanitary sewerage, water supply, park and open space, and stormwater management elements. A land use plan is an official statement by a municipality setting forth major objectives for the development and redevelopment of land within the community. The land use and urban design plan for the City of New Berlin, as set forth in this report, consists of recommendations concerning the types, amounts, and spatial location of the land uses required to serve the needs of the residents of the City of New Berlin to the turn of the century. The plan is intended to be used to guide the physical development of the community into a more functional, healthful, efficient, and attractive pattern.

The City of New Berlin, on March 15, 1982, requested the Regional Planning Commission to assist the City Plan Commission in the development of a land use plan for the City. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. It is intended to assist in defining the land use development objectives of the City and in identifying and attaining a spatial distribution of the various land uses which will achieve those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development in the City, including extensive inventories of the existing natural and cultural resource base of the City; the preparation of forecasts of probable future population and economic activity levels in the City; the formulation of a set of recommended land use development and urban design objectives for the City; the preparation of alternative land use plans which may be expected to accommodate the probable future population and employment levels; the selection of a recommended plan which best meets the agreed-upon objectives; and finally, the adoption of a plan.

THE COMMUNITY LAND USE PLANNING PROCESS

The adopted land use plan was developed through a planning process consisting of the following steps: 1) a comprehensive inventory of the factors affecting land use development and redevelopment in the City; 2) a careful analysis of the inventory data, the identification of problems and potentials relating to land use development and redevelopment, and the preparation of population and employment forecasts; 3) the formulation of community land use development objectives, principles, and standards and related urban design criteria; 4) the identification of land use requirements in the City through the year 2000, based upon a set of agreed-upon community land use development objectives and supporting standards; 5) the design and evaluation of alternative land use plans to meet the forecast population and economic activity levels; 6) the selection and adoption of a land use plan; and 7) the recommendation of plan implementation measures.

Imperative to any sound community planning process is active citizen participation in each stage of the process. The planning process for New Berlin was marked by particularly intensive citizen participation. An attitudinal survey was conducted to determine public preferences and concerns relating to land use development and redevelopment. A total of seven public informational meetings and one public hearing were held on the recommended and adopted plan and alternatives thereto. The intensity of the citizen interest and participation is indicated by the newspaper articles and editorials included in Appendix C of this report.

POPULATION AND EMPLOYMENT INVENTORIES, ANALYSES, AND FORECASTS, AND RESIDENT ATTITUDINAL SURVEYS

Information on the size, characteristics, and distribution of the resident population of the City, and on anticipated changes in these factors over time, is essential to the sound preparation of a land use plan. Information on the attitudes of the resident population is another important consideration in any planning effort intended to define and meet community land use development objectives. The proposed land use pattern should benefit the resident population of the community by maintaining and enhancing living and working conditions. The size and characteristics of the existing and probable future population have a direct influence on land use requirements and needs. The purpose of the land use plan is to meet those needs.

Population and Employment Forecasts

The population, employment, and land use forecasts that were used in the land use planning effort were based upon cosideration of a range of alternative population and employment projections. These alternative projections were based, in turn, upon four alternative "futures" with respect to such factors as lifestyles, the cost and availability of energy, the ability of the Southeastern Wisconsin Region to compete with other regions of the United States for economic development, and the centralization and decentralization of urban populations and of economic activities within the Region. The population projections ranged from a low of 35,900 persons to a high of 57,800 persons, and the alternative employment projections from a low of 17,100 jobs to a high of 23,700 jobs. The 1980 population of the City was about 30,500 and the employment was about 15,900 jobs. The alternative future initially selected for use

in the plan preparation was the optimistic growth, centralized land use development alternative which envisioned a year 2000 population for the City of 56,400 persons, and an employment level of 19,912 jobs. This alternative was initially selected as a basis for the planning effort because it represented near maximum population and employment levels that could reasonably be expected to occur within the City over the planning period. If actual growth was somewhat less than this maximum, the design year of the plan could simply be set forward without significantly affecting the structure of the plan.

These initial population and employment forecasts were used in the preparation of the first three alternative land use plans for the City. Based upon citizen comments obtained at public informational meetings and public hearings on the initial three alternatives, the City Plan Commission requested that the staff of the Regional Planning Commission utilize in the preparation of a final plan a lower population forecast and its attendant employment forecast, these being based upon a moderate growth, centralized land use alternative future extending to the year 2010. As a result of this request, a forecast population level of 43,000 persons for the year 2010 and an attendant employment level of 22,200 jobs were used to design an additional alternative land use plan.

Age Distribution and Household Size

Potential changes in the age composition of the resident population have important implications for land use planning. For the City of New Berlin, these changes indicate that there may be a need for additional elementary schools, as well as ancillary recreational facilities, for children between the ages of 5 and 14 if the resident population reaches the higher end of the forecast population range. These changes also indicate that there may be a need for additional high schools. The labor force in the City may also be expected to increase substantially and, accordingly, the number of persons seeking work within the City and surrounding areas may be expected to increase over the plan design period. Finally, the changes indicate that, given the anticipated increases in the population 65 years of age and older, the demand for elderly housing units and special transportation and health care needs within the City may be expected to increase.

In 1980, the average household size in the City was 3.26 persons, compared to 3.11 persons in the County and 2.75 persons in the Region. Contrary to trends reflected from 1970 to 1980, the average household size in the City may be expected to increase slightly by the plan design year to 3.64 persons. This reflects a return to the more traditional lifestyle envisioned under the moderate growth, centralized land use alternative future. This anticipated change in average household size has important implications for housing and residential land use planning, since the average household size is the basic factor used to convert resident population to the needed dwelling units.

Housing Characteristics

From 1970 to 1980, the total number of housing units in southeastern Wisconsin increased by about 17 percent, in Waukesha County by 42 percent, and in the City by 39 percent. In 1980, the median monthly mortgage housing cost in southeastern Wisconsin was $549; in Waukesha County, $462; and in the City, $449, indicating that the 1980 cost of mortgaged units in the City was comparatively

low. In 1980, the median monthly rent paid for renter-occupied housing was $252 in the Southeastern Wisconsin Region, $292 in Waukesha County, and $321 in the City. In 1980, about 87 percent of the occupied housing units in the City were owner occupied, and about 13 percent were renter occupied, compared to about 62 percent owner occupied in the Region and about 38 percent renter occupied. In Waukesha County, about 78 percent of the occupied housing units in the County were owner occupied and about 22 percent were renter occupied.

In 1980, the overall vacancy rate for owner-occupied housing in the City was about 1.5 percent. In the Region, this percentage was 1.1, and in Waukesha County, 1.3. The overall vacancy rate of renter-occupied houses in the City, however, was 1.4 percent; in the Region, 4.4 percent; and in Waukesha County, 3.4 percent. Standards promulgated by the Regional Planning Commission recommend that housing vacancy rates within communities of the Region be maintained within a range of 1 to 2 percent for owner-occupied units, and 4 to 6 percent for renter-occupied units. The 1980 city vacancy rate of owner-occupied housing fell within the recommended standard. However, the city vacancy rate of 1.4 percent for renter-occupied housing fell substantially short of the recommended standard. Accordingly, it may be concluded that the City of New Berlin is in need of some additional rental housing in the two-family dwelling and multi-family dwelling categories.

Family Income

In 1980, the median family income in the Region was $23,515; in Waukesha County, $27,648; and in New Berlin, $30,110. In 1980 the average family income in the Region was $26,193; in Waukesha County, $31,534; and in the City of New Berlin $32,667. In 1980, 52 percent of the residents of the City of New Berlin were in the employed labor force, compared to 47 percent in the Region and 49 percent in Waukesha County. Also, in 1980, about 74 percent of that labor force worked outside the City, indicating that the city functions primarily as a "bedroom" community within the greater Milwaukee area.

Attitudinal Survey

In order to assist in defining and assessing the attitudes of city residents toward land use planning issues, the city planning staff conducted an attitudinal survey in 1982. The survey was conducted using a questionnaire mailed to a sample of 2,763 households in the City; 1,503 usable questionnaires were returned, or 54 percent of the questionnaires submitted. To supplement the survey, the city planning staff conducted a nominal group process meeting at which citizens concerned about urban planning listed land use planning concerns.

The attitudinal survey collected data on the reasons residents chose to live in New Berlin, perceived acceptable and unacceptable forms of land use development, satisfaction with the existing levels of city services, perceived needs for additional city facilities and services, including recreational facilities and services, and preferences with respect to residential street design. The following attitudes were indicated regarding these issues:

1. About 81 percent of the survey respondents indicated that they chose to live in New Berlin because the neighborhood they lived in was safe and

secure; and approximately 74 percent of the survey respondents also indicated that they chose to live in New Berlin because of the privacy and quiet afforded by the community.

2. About 72 percent of the survey respondents indicated that they felt that expansion of industrial areas within the City was acceptable; and about 69 percent indicated that expansion of office complex-related land use was acceptable in order to expand the city tax base. Approximately 61 percent of the survey respondents also felt that new urban development should be located in areas of the City where municipal services were already available, including sanitary sewer service and public water supply.

3. The survey respondents generally expressed satisfaction with the existing city services. The service which resident respondents were most dissatisfied with was street cleaning and maintenance; however, only about 16 percent of the respondents indicated that they were not satisfied with that particular service.

4. About one-half of the survey respondents indicated there was a need for a housing maintenance program, public library expansion, city solid waste collection, elderly housing, and expanded police patrols.

5. About 40 percent of the survey respondents indicated there was a need for an outdoor swimming pool; about 37 percent a need for a winter sports area with an ice-skating rink and sledding facilities; and about 32 percent, a need for physical fitness trails.

6. Over 90 percent of the survey respondents indicated that they preferred to live on minor land access and cul-de-sac streets.

NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

The natural resources of the City are vital to its ability to provide a pleasant and habitable environment for human life. Natural resources not only condition, but are conditioned by, urban growth and development. Any meaningful planning effort must, therefore, recognize the existence of a limited natural resource base to which urban development must be properly adjusted if serious environmental problems are to be avoided. The principal elements of the natural resource base which require careful consideration in planning for the City include its soils; topography; ground and surface water resources, including related drainage patterns and shorelands and floodlands; scenic vistas; woodlands; wetlands; wildlife habitat; prime agricultural lands; and climate. Consideration is also required of certain resource-related features, such as existing and potential park and outdoor recreation sites and historical and cultural sites and structures.

Soils

Soil properties exert a strong influence on the manner in which man uses land. Accordingly, soil suitability maps were prepared by the City and the properties of the mapped soils analyzed, identifying areas covered by soils having limitations for residential use with and without sanitary sewer service, and indicating specific limitations such as high water tables and steep slopes.

About 54 percent of the total area of the City is covered by soils having severe or very severe limitations for residential development without sanitary sewer service--that is, for development utilizing conventional, onsite, soil absorption sewage disposal systems on lots one acre or more in area. These soils are found in scattered locations throughout the City and are illustrated on Map 9 in Chapter III. About 26 percent of the area of the City is covered by soils which have severe or very severe limitations for residential development even when served with public sanitary sewer service. These soils are also found in scattered locations throughout the City and are illustrated on Map 10 in Chapter III.

Surface Water Resources and Related Drainage Basins

Surface water resources--consisting of lakes, streams, associated shorelands and floodlands, and wetlands--form a particularly important element of the natural resource base of the City. Surface water resources and their related watersheds, or drainage areas, have a strong influence on the physical development of the City, provide recreational opportunities, and enhance the aesthetic quality of the City. These surface water resources and related drainage basins are illustrated on Map 11 in Chapter III.

The City is located within three major watersheds--the Fox River watershed, the Root River watershed, and the Menomonee River watershed. These major watersheds may be divided into subwatersheds which, in turn, may be further divided into individual drainage areas, termed subbasins. Knowledge of the location and extent of these watersheds, subwatersheds, and subbasins is particularly important to the planning of sanitary sewer and stormwater drainage facilities.

There are no major lakes within the City--that is, lakes having a surface area of 50 acres or more. In 1980, there were, however, three minor lakes--that is, lakes or ponds having a surface area of less than 50 acres: Linnie Lac, Lower Kelly Lake, and Upper Kelly Lake. Together, these three lakes have a surface area of 20.7 acres.

Perennial streams are defined as those watercourses that maintain a continuous flow throughout the year except under unusual drought conditions. In 1980, there were approximately 13.3 miles of such streams in the City. Intermittent streams are defined as those watercourses that do not maintain a continuous flow throughout the year. The location and flow characteristics of the perennial and intermittent streams are an important consideration in land use planning, the streams having important recreational and aesthetic values, and forming, as they do, integral paths of the city stormwater drainage and flood control system.

Floodlands: The floodlands of a stream are the wide, gently sloping areas lying contiguous to, and usually on both sides of, the stream channel. For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but because of the presence, usually, of high water tables and of soils poorly suited to urban use. The floodland areas, however, generally contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife

habitat, and therefore constitute prime locations for needed park and open space areas. In 1980, floodlands in the City totaled approximately 2,500 acres, or about 11 percent of the total area of the City. Every effort should be made to discourage indiscriminate and incompatible urban development on these floodlands, while encouraging compatible park and open space use.

Wetlands: Wetland areas are generally unsuited or poorly suited for agricultural and urban development purposes. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality management, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flood flows and to trap sediments, nutrients, and other water pollutants. Also, wetlands are valuable resources because they provide breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife, and provide areas for groundwater recharge and discharge. In 1980, there were about 2,200 acres of wetlands in the City, representing about 9 percent of the total area of the City.

Topographic Features

The topography, or relative elevation of the land surface, of the City has been determined, generally, by the configuration of the bedrock geology, and, more specifically, by the overlying glacial deposits. The topography of the City is level to gently rolling, with the low-lying areas being associated with stream valleys. Lands with steep slopes are poorly suited for urban development, as well as for most agricultural purposes, and therefore should be maintained in natural cover for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasturelands, and for certain urban uses, such as carefully designed low-density residential areas. Lands that are gently sloping or nearly level are best suited to agricultural production and to high-density residential, industrial, and commercial uses.

Scenic Vistas

Scenic vistas are defined as areas that provide a panoramic or picturesque view, comprised of a variety of natural resource features. There are two important components of a scenic vista--the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which to observe the features. Within the City, two scenic vistas have been identified. The first is located in U. S. Public Land Survey Sections 8 and 9 north of Cleveland Avenue; and the second in the west one-half of Section 30 south of Lawnsdale Road (CTH I).

Woodlands

Located primarily on ridges and slopes and along streams and lakeshores, woodlands provide an attractive natural resource of immeasurable value. Woodlands accentuate the beauty of the land- and cityscape, and are essential to the maintenance of the overall environmental quality of an area. In addition to contributing to clean air and water, and to limiting stormwater runoff and enhancing groundwater recharge, woodlands can contribute to the maintenance of a diversity of plant and animal life in association with human life, and can provide important recreational opportunities. In 1980, woodlands covered about 1,200 acres in the City of New Berlin, or about 5 percent of the total area of the City. Woodlands in the City are illustrated on Map 13 in Chapter III.

Wildlife Habitat

Wildlife in the City include upland game such as rabbit and squirrel, predators such as raccoons, game birds including pheasant and grouse, and marsh furbearers such as muskrat. In addition, waterfowl are present, and deer are found in scattered areas. The remaining wildlife habitat areas and the wildlife living therein provide valuable recreation opportunities and constitute an invaluable aesthetic asset to the City. Wildlife habitat areas in the City generally occur in association with the existing surface water, wetland, and woodland resources. In 1980, such areas covered about 3,000 acres, or about 13 percent of the total area of the City. Wildlife habitat areas in the City are illustrated on Map 14 in Chapter III.

Other Resource-Related Elements

In addition to the basic elements of the underlying and sustaining natural resource base, existing and potential sites having scenic, scientific, historic, and recreational value should be considered in any land use planning effort. Park and open space sites within the City were classified into three general categories--general-use outdoor recreation sites, special-use outdoor recreation sites, and rural open space sites.

General-use outdoor recreation sites may be defined as areas of land and water whose primary function is the provision of space and facilities for outdoor recreational activities. In 1980, there were 22 general-use outdoor recreation sites in the City, encompassing a total area of 782 acres, or about 3 percent of the total area of the City. Special-use outdoor recreation sites are primarily spectator oriented rather than user oriented, or provide facilities for unique recreational pursuits. In 1980, there were five special-use outdoor recreation sites in the City, encompassing 126 acres of land, or about 0.5 percent of the total area of the City. Rural open space sites are those areas of woodlands, wetlands, wildlife habitat, or other open areas acquired by public agencies or private organizations to preserve such lands and natural resource amenities in an essentially natural, open state for resource conservation and limited recreational purposes. In 1980, there were six rural open space sites in the City totaling 18 acres, or less than 0.5 percent of the total area of the City.

In 1980, there were 11 potential park sites in the City, encompassing 1,389 acres, or about 6 percent of the total area of the City. Of this total, two sites, encompassing 212 acres, were classified as high-value sites; four sites, encompassing 687 acres, were classified as medium-value sites; and the remaining five sites, encompassing 490 acres, were classified as low-value sites.

Historic sites in the City have been classified into one of three general categories--structures, archaeological features, and other cultural features. Historic structures include architecturally or historically significant buildings. Archaeological sites consist of areas occupied or utilized by humans in a way and for a sufficient length of time to be marked by certain features or to contain artifacts. Seven structures, one archaeological feature, and eight cultural features of historic value were identified in the City. These features are illustrated on Map 16 in Chapter III.

Natural areas, as defined by the Wisconsin Scientific Areas Preservation Council, are tracts of land or water so little modified by human activities, or sufficiently recovered from the effects of such activities, that they contain intact native plant and animal communities believed to be representative of the presettlement landscape. In 1980, there were three natural areas in the City encompassing 77 acres, or about 0.3 percent of the total area of the City. These areas are illustrated on Map 17 in Chapter III.

Environmental Corridors

Environmental corridors are defined as elongated areas in the landscape encompassing concentrations of the best remaining elements of the natural resource base. Such corridors should, to the maximum extent practicable, be preserved in essentially natural, open uses in order to maintain a sound ecological balance, to protect the overall quality of the environment, and to preserve the unique natural beauty and cultural heritage of the City as well as the Region. Such areas normally include one or more of the following elements of the natural resource base: 1) lakes, rivers, and streams and their associated undeveloped shorelands and floodlands; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high-relief topography. Also considered in the identification of environmental corridors are the following elements which, although not part of the natural resource base per se, are closely related to that base: 1) existing outdoor recreation sites; 2) potential outdoor recreation sites; 3) historic, archaeological, and other cultural sites; 4) significant scenic areas and vistas; and 5) natural and scientific areas. Environmental corridors in the City are illustrated on Map 18 in Chapter III.

Primary environmental corridors are at least 400 acres in size, two miles in length, and 200 feet in width. Primary environmental corridors in the City generally lie along the stream valleys and contain almost all of the remaining high-value woodlands, wetlands, and wildlife habitat areas and all the remaining undeveloped floodlands. In 1980, primary environmental corridors encompassed an area of about 1,500 acres, or about 6 percent of the total area of the City.

Secondary environmental corridors and other environmentally significant lands contain fewer natural resource base elements than do primary corridors, and are usually remnants of primary environmental corridors that have been developed for agricultural purposes or intensive urban land uses. Secondary environmental corridors are generally located along intermittent streams and typically serve as links between segments of primary environmental corridors. Secondary environmental corridors are, by definition, at least 100 acres in size and one mile in length. In 1980, secondary environmental corridors and other environmentally significant lands encompassed about 2,500 acres, or about 10 percent of the total area of the City.

Agricultural Land

Prime agricultural lands in the Region were first delineated by the Regional Planning Commission in 1964 in cooperation with the county agricultural agents and the U. S. Department of Agriculture, Soil Conservation Service District staff. In late 1976, the U. S. Department of Agriculture, Soil Conservation Service, developed a national classification system for use in the preparation

of agricultural capability maps. The agricultural capabilities of soils in the City are illustrated on Map 19 in Chapter III.

The Wisconsin Farmland Preservation Act of 1977 provides for the preparation of county farmland preservation plans and the grant of state income tax credits for the maintenance of farmlands in delineated preservation areas. Only those farmers owning lands located within delineated prime agricultural areas that are zoned for exclusive agricultural use and that are within an area for which a county farmland preservation plan has been prepared will be eligible for the full state income tax credits provided under the law. In 1980, 8,971 acres in the City of New Berlin, or about 38 percent of the total area of the City, were in agricultural use.

The Waukesha County Park and Planning Commission received assistance funds authorized by the Wisconsin Farmland Preservation Act of 1977 to identify prime agricultural lands within Waukesha County. Under the mapping and planning program, the Park and Planning Commission prepared maps of the County identifying soil capability classes one and two, existing incompatible land uses, topography, and areas that are currently used for farming or that could be used for farming. Utilizing these data, the Park and Planning Commission staff developed criteria for identifying farmland areas that should be preserved through the placement of such lands in exclusive agricultural zoning districts. That portion of the proposed Waukesha County Agricultural Land Preservation Plan applicable to the City of New Berlin is shown on Map 21 in Chapter III.

INVENTORIES AND ANALYSES OF MAN-MADE FEATURES

If the land use and urban design plan is to constitute a sound and realistic guide to the making of decisions concerning the physical development of the City, it must be based upon careful consideration of pertinent man-made, as well as natural, features of the area. For the purposes of the city land use planning effort, the pertinent man-made features were identified as: 1) the existing land uses; 2) the existing community facilities; 3) the existing public utilities; 4) the existing land development regulations, including the existing zoning ordinance, land subdivision control ordinance, and official map; and 5) certain public financial resource programs such as the tax incremental financing district program.

Existing Land Use

In 1980, a special field survey was conducted cooperatively by the staffs of the City Planning Department and the Regional Planning Commission to determine the nature and extent of existing land uses in the City. The data gathered in this land use survey were mapped and analyzed in order to provide a basis for determining appropriate patterns of future land use development. These data are graphically shown on Map 23 and quantified in Table 23 in Chapter IV.

Approximately 23,589 acres, or about 36.8 square miles, are contained within the corporate limits of the City. In 1980, urban land uses occupied about 9,574 acres, or about 41 percent of the total city area. Rural land uses, which include water, wetlands, woodlands, agricultural and other open lands, and farmsteads, totaled about 14,015 acres, or about 59.4 percent of the city area. The singularly largest land use in the City was still agricultural and

other open rural lands, representing almost 45 percent of the total area of the City. Urban land uses occupied about 41 percent of the total area of the City, almost equal to the amount of agricultural and other open rural land uses in the City. The singularly largest urban land use was residential, which occupied 63 percent of the urban area of the City and 26 percent of the total area of the City. Natural areas occupied only about 15 percent of the City.

Residential Land Use: Of all the elements of a community land use plan, residential land use normally holds the interest of the largest number of residents. Since the residential land use elements of the land use plan exist primarily to provide a safe, attractive, and comfortable setting for housing, it is particularly important that this element be given careful and thoughtful consideration. The nature and extent of residential development is an important determinant of the need for supporting community facilities and public utilities and of the type, location, and capacity of transportation facilities. As already noted, in 1980, residential land use accounted for approximately 63 percent of the developed urban area, but only about 26 percent of the total city area. Single-family, two-family, and multiple-family residential land uses are located throughout the City in a diffused fashion. Of the 6,017 acres of residential land use in 1980, only 6 acres, or less than 0.1 percent, were in two-family residential use, and only about 66 acres, or about 1 percent, were in multiple-family residential use.

Commercial Land Use: In 1980, commercial land uses accounted for about 271 acres, or about 3 percent of the urban land uses and about 1 percent of the total city area. The commercial land uses in the City occur in strips along almost the entire length of National Avenue, and along Greenfield Avenue between Calhoun Road and S. 124th Street. The continued development and redevelopment of the National Avenue corridor is an important planning issue facing the community. Therefore, special land use studies were conducted in 1983 relative to the W. National Avenue corridor. These studies indicated that:

- The intense commercial land uses that abut W. National Avenue often back onto uses of a lesser intensity and primarily onto single-family residential development. For the most part, no transitional hierarchy of land use development exists between very high-intensity land uses and very low-intensity land uses along this corridor. This is especially prevalent in the areas just east and west of Moorland Road.

- Most shopping center and retail sales and service uses along W. National Avenue are located east of Calhoun Road, but in a dispersed rather than concentrated fashion. These land uses are not located close to the existing residential development which is dense east of Moorland Road.

- Governmental and institutional uses also tend to be dispersed along W. National Avenue instead of being grouped at designated locations.

- The newer and less "mature" development along W. National Avenue is generally located west of Calhoun Road, where there is more open land. This is an indication--clearly evidenced by historical aerial photographs and land use studies--that the strip development is continually moving westward into the more rural areas of the City rather than increasing in intensity by occupying vacant land to the east of Calhoun Road.

- Large floor area retail sales, as well as bulk sales and construction services, have tended to locate in the western portion of the W. National Avenue corridor and predominantly west of Observatory Road.

- The presence of many vehicular access points along the W. National Avenue corridor destroys the capability of this important arterial to carry traffic safely and efficiently, adding potential conflicts to the traffic stream and increasing the potential for vehicular accidents.

Industrial Land Use: In 1980, industrial land uses accounted for about 403 acres, or about 4 percent of the urban land uses within the City and less than 2 percent of the total city area. Industrial land uses were concentrated south of the Chicago & North Western Railway right-of-way and north of the south line of U. S. Public Land Survey Section 10 located between Moorland Road and Calhoun Road. In addition, there were scattered industrial sites located in the predominantly undeveloped area of the City along the western reaches of Lincoln Avenue in the northwestern part of the City.

Governmental and Institutional Land Use: In 1980, governmental and institutional land uses accounted for about 360 acres of land, or about 4 percent of the urban area of the City and about 1.5 percent of the total city area. Major governmental and public institutional land uses in the City included the old City Hall, five fire stations, the Public Library, the New Berlin Police Department, the U. S. Post Office, the Milwaukee Astronomical Society Observatory, New Berlin Memorial Hospital, Calhoun School, Cleveland Heights School, Elmwood School, Glen Park School, Herbert Hoover School, Hickory Grove School, Holy Apostles School, New Berlin Center School, New Berlin High School, Orchard Lane School, Eisenhower High School, Eisenhower Middle School, and Prospect Hill School.

Recreational Land Use: In 1980, recreational land uses represented approximately 344 acres of land, or about 3.6 percent of the urban portion of the City and about 1.5 percent of the total city area.

Transportation and Utilities: In 1980, transportation and utility land uses--including arterial streets and highways, collector streets, minor land access streets, railways, utilities, communication facilities, and public and private trucking and transportation services--occupied approximately 2,179 acres of land, or about 9 percent of the total city area. Specifically, streets and highways occupied 1,749 acres, or about 7.4 percent of the total area of the City; railways, communications, and utilities occupied 426 acres, or about 1.8 percent; and trucking terminals occupied only about 4 acres, or less than 1 percent.

Rural Land Use: Rural land uses include surface water, wetlands, woodlands, quarrying and other extractive uses, unused land, other open lands, and agricultural lands. In 1980, surface water areas occupied about 126 acres, or only about 0.8 percent of the rural uses and about 0.5 percent of the total city area. In 1980, wetlands occupied 2,161 acres, or about 15 percent of the rural land uses and about 9 percent of the total city area. Woodlands occupied 1,173 acres of land, or about 8 percent of the rural land uses and about 5 percent of the total city area. Quarrying and extractive uses accounted for about 449 acres of land, or about 3 percent of the rural land uses and about 1 percent of the total city area. Agricultural and other open lands accounted for about

10,031 acres, or about 72 percent of the rural land uses and about 43 percent of the total city area. In this analysis, farm dwelling sites--or farmsteads--were classified as an agricultural use. A site area of about 20,000 square feet was used to delineate each farmstead. Farmsteads in the City occupied about 75 acres in 1980, or about 0.5 percent of the rural uses and only 0.3 percent of the entire city area. All other farm buildings were included in the overall agricultural land use category.

LAND USE OBJECTIVES, PRINCIPLES, AND STANDARDS AND RELATED URBAN DESIGN CRITERIA

An objective is a goal or end toward the attainment of which plans and policies are directed. Planning is a rational process for formulating and attaining objectives. Objectives serve as a guide to the preparation of alternative plans and provide an important basis for the selection of a recommended plan from among the alternatives considered. To this end, the community land use plan should be clearly related to the defined objectives through a set of standards and urban design criteria. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented owing to changing public attitudes and values. The formulation of objectives involved the active participation of the City of New Berlin citizenry and elected and appointed officials and was facilitated by several means. To this end, the City Plan Commission, which includes citizen members, provided active guidance throughout the course of the plan preparation. A special work session was held for community land use problem identification in which about 40 citizens and elected officials participated. In addition, a resident attitude survey was conducted by the city planning staff. The land use development objectives, principles, and standards, as developed and approved by the City Plan Commission, deal primarily with the spatial allocation, and distribution of, land uses in the community, land use compatibility, natural resource base protection, and accessibility.

The objectives, principles, and standards set forth in the plan express the physical development intent of the City of New Berlin. The standards perform a particularly important function in land use plan design since they form the basis upon which estimates of future community land use needs are based. In order to develop physical solutions to the urban design problems, certain urban design criteria must be agreed upon. In this respect, urban design criteria are defined as a body of information which can be applied to the development of a solution or solutions to a specific urban design problem or set of problems. Specific urban design decisions should be based, in part, upon urban design criteria, as well as the underlying objectives, principles, and standards outlined herein. Urban design criteria are of a high level of specificity in order to assist in the development of detailed urban design solutions to the highly specific urban design problems outlined. Urban design criteria have been developed for residential development, industrial development, and commercial development. These criteria were used to arrive at the designs for city development outlined in the recommended and adopted plans.

Urban design criteria relating to residential development were developed for residential neighborhood recreation facilities; street, block, and lot layouts and arrangements; residential structure orientation for solar access and energy conservation; general landscaping; utility easements; and stormwater drainage

and erosion/sedimentation control. Urban design criteria relating to commercial development were developed for vehicular circulation, the limitation of arterial highway vehicular access, parking lot access from arterial streets, pedestrian circulation, land use spatial considerations, internal site circulation, onsite parking areas, landscaping and site development, and architectural design. Urban design criteria relating to industrial development were also developed for street, block, and lot layouts and arrangements; automobile parking; easements; stormwater drainage and erosion sedimentation control; and general landscaping.

LAND USE REQUIREMENTS

The land use requirements of the City's probable future resident population were determined by applying two basic types of standards--per capita standards and accessibility standards. Per capita standards are expressed as the number of acres of a given land use category per hundred or per thousand population, and are intended to help estimate the total number of acres of land needed to satisfy each basic land use requirement of the resident population for the plan design period. Accessibility standards, expressed as a maximum service area for certain sites, land uses, and facilities, are intended to assure that these are spatially distributed in a manner convenient and efficient to the population which they are to serve. The accessibility standards, as outlined in Chapter V, as well as the per capita standards, were embodied in each of the alternative and recommended plans. It should be recognized that in some situations, although per capita standards are met, a need may still exist for additional sites or facilities because of the relative inaccessibility or distance of an existing use or facility to some of the resident population in the City.

TRANSPORTATION SYSTEM REQUIREMENTS

The arterial street and highway facilities required to serve the probable future traffic demands within the City, as recommended in the adopted regional transportation system plan, are shown on Map 31 in Chapter VI. State trunk highways are shown in red, county trunk highways in blue, and local trunk highways in green. The plan map also indicates the number of traffic lanes recommended for each arterial street segment in the City to carry the anticipated arterial traffic volumes through the year 2000. Figure 6 in Chapter V illustrates the types of cross-sections that could be used to accommodate the recommended number of traffic lanes shown on Map 31.

COMMUNITY FACILITY NEEDS

While conducting the initial work on the land use plan, the City Plan Commission determined that, in addition to providing general guidelines for land use development within the City, the plan should provide a more detailed level of guidance concerning land requirements for certain community facilities. The plan provides estimated land requirements for the City Hall, the Police Department, the fire stations, the public library, and public elementary and secondary schools. The requirements are based upon a collation of data from other studies, and it may be necessary to conduct further studies of the requirements for each of these facilities prior to their physical expansion in order to validate and refine the requirements discussed.

City Hall

In 1983, the firm of Flad & Associates of Milwaukee, Inc., architects, was retained by the City of New Berlin to develop a City Hall building program, i.e., a building spatial-needs analysis; to inventory and analyze the existing space occupied by city departments currently housed in the existing City Hall; and to project City Hall spatial needs to the year 2000. The study was documented in a report entitled, Building Program for a New City Hall: City of New Berlin, dated August 1, 1983. The study concluded that the City of New Berlin should construct a new City Hall with approximately 35,000 square feet of gross floor area. The new City Hall was constructed on city-owned land located adjacent to, and north of, the existing City Hall at 16300 W. National Avenue.

Police Facilities

In 1984, the City of New Berlin Police Department shared a building known as the Municipal Building located at 17165 W. Glendale Drive with three other city departments, including the Assessor's Office, the Parks and Recreation Department, and the Municipal Court, with the Police Department occupying an area of 6,500 square feet in the building, excluding ancillary basement facilities. According to the spatial needs analyses prepared by Flad & Associates, upon the recommended relocation of the Parks and Recreation Department, Assessor's Office, and Municipal Court to the new City Hall, the Police Department would have at least an additional 1,900 square feet of building area available to it in the existing Municipal Building for departmental expansion. In addition, various functions housed at the Municipal Building not related to the Police Department and which might compromise police security would be moved to the new City Hall, thus improving the functional adequacy of the existing facility. Accordingly, the Police Department will probably remain housed at its existing facility for the term of the planning period.

Fire Stations

Map 24 in Chapter IV shows the locations of the five fire stations in the City along with their attendant optimum 1.5-mile service radius. A sixth fire station has been proposed to be located at the northeast corner of the intersection of Cleveland Avenue and Johnson Road. The location of the proposed sixth station is sound, and when constructed, this station will afford better fire protection to the northwest quadrant of the City. New equipment additions to the City Fire Department will result in the need to expand the buildings in which fire equipment is housed. An important related issue is whether or not the City will be able to continue to maintain a nearly all volunteer fire-fighting force or whether a full-time force would better meet the fire protection needs of the community by the year 2000. Should the City decide to maintain a full-time force, the existing fire stations will need to be expanded to provide for crew quarters.

Public Library

The City Public Library, located at 14750 W. Cleveland Avenue, currently has about 8,702 square feet of space and houses a collection of approximately 72,000 volumes. In 1982, the average number of volumes per capita for Wisconsin cities of this size was 3.5, and in the City this figure was 2.3. The American Library Association standards for serving community populations

ranging from 25,000 to 49,999 persons suggest that a library serving the existing 1980 population of the City should be a minimum of 18,300 square feet in size, and that a library serving the forecast population of 43,000 in the year 2010 should be at least 25,800 square feet in area. The existing library is inadequate in size to meet these year 2010 needs.

Public Schools

Based upon a city resident population range of 35,900 to 56,400 persons during the planning period, total student enrollment for both public and private schools may be expected to range from 3,600 to 6,400 elementary school students (grades K-6), from 1,000 to 1,800 middle school students (grades 7-8), and from 2,000 to 3,300 high school students (grades 9-12). The total school-age population may be expected to range from 6,600 to 11,500 students, with the lower figure representing a decrease of about 1,300 students and the higher figure an increase of about 3,700 students when compared with the 1980 school-age population in the City of about 7,800 students. Data presented in Chapter VI indicate that there may be a need for up to three additional elementary schools (grades K-6), one additional middle school (grades 7-8), and one additional high school during the planning period. It is recognized that these additional schools may not be needed during the plan design period if the school-age population remains at the lower end of the forecast range or increases only slightly. However, the City Plan Commission determined that in order to properly plan for city development, these additional facilities should be shown on the land use plan maps so that needed land can be reserved for additional schools. Should the need for the additional schools not develop during the planning period, the reserved land can always be utilized for other purposes.

THE ADOPTED LAND USE AND URBAN DESIGN PLAN

The adopted land use plan (see Map 48 and Table 58 in Chapter X) and the attendant urban design plans represent one of several alternative patterns of land use development considered that could accommodate the physical, social, and economic needs of the residents of the City of New Berlin. The selection of the adopted plan involved the comparative evaluation of land use patterns and supporting community utility proposals against the agreed-upon development objectives, principles, and standards and related urban design criteria presented in Chapter V of this document, as well as considerable citizen input as documented in Appendix C of this report.

The plan is intended to assist in the political and technical coordination of community development. Political coordination seeks to assure that a majority of the citizens within the community are in accord with and working toward the same goals. Technical coordination seeks to assure a logical relationship between private land use development and public works development so that the planning and scheduling of public and private improvements will be efficient, avoiding conflict, duplication, and waste. Effective coordination of development requires a unified, integrated plan if the physical elements of the environment are to be managed without costly conflicts of function, and if the political forces of the community are to deal with controversial development issues, including the plan itself, in an equitable and constructive manner.

The land use and urban design plan is long range, providing a means of taking into account long-range year 2010 development needs and proposals when considering short-range actions. This type of planning is intended to achieve coordination of development through time to ensure that decisions made as development issues arise will lead toward the community development goals expressed in the plan. In the case of New Berlin, the land use plan was designed for a planning period extending to the turn of the century. In this way, the plan is intended to provide for the probable future as well as present needs of the City. As described earlier, the adopted plan is designed to accommodate a resident population of 43,000 persons in the year 2010.

The land use and urban design plan, however, should not be considered rigid and unchangeable, but rather should be viewed as a flexible guide to help city officials and concerned citizens in the review of development proposals as such proposals are advanced. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary.

Specific as well as general land use development recommendations are contained in the final adopted land use plan. Therefore, the plan provides city officials with substantial flexibility in guiding land use development. For example, the plan in Chapter VIII provides the City with relatively specific recommendations regarding the nature and extent of development along W. National Avenue, whereas the plan provides a more general level of guidance regarding the development of recommended neighborhood park sites and community commercial areas located away from the W. National Avenue corridor.

Residential Land Use

Areas shown on the adopted plan for residential use approximate 8,850 acres. The plan identifies six distinct categories of residential land use based upon the residential density standards advanced in Chapter V and the land requirements set forth in Chapter VI. These six categories are rural estate, with a 5-acre or greater net lot area per dwelling unit; suburban, with a 1.5-acre to 5-acre net lot area per dwelling unit; low-density urban, with a 20,000- to 62,000-square-foot net lot area per dwelling unit; high-medium-density urban, with 4.4 to 6.9 dwelling units per net residential acre; and high-density urban, with 7.0 to 12.0 dwelling units per net residential acre.

Also recommended is the use of a "cluster" concept for residential site planning, provided that the overall residential site density of an area--that is, the total number of dwelling units per net residential acre--designated in the land use plan is maintained. In cluster-type development, the buildings are arranged in closely related groups on smaller lots than are used in conventional land subdivisions. Side yard, rear yard, and front yard requirements are reduced from those typically associated with conventionally designed land subdivisions. Common open space and recreational areas are provided typically contiguous to the rear boundary lot lines. In large cluster developments, the open space lands may form a neighborhood, and provide for certain recreational uses. Cluster development can accommodate either attached or detached dwelling units.

Cluster-type residential development designs can also be applied on real property parcels that are partially located within environmental corridors or isolated natural areas. Common open space and recreational areas can be

provided within the environmental corridors or isolated natural areas, and are typically contiguous to the rear or side boundary lot line. In the City of New Berlin, these open space lands may form a pedestrian walkway system, as well as an attractive landscaped setting for the residences. Such open space lands may be incorporated into the City of New Berlin park system through dedication or city acquisition of such lands. In general, cluster-type development should be placed in zoning districts that allow planned unit development.

Commercial Retail Sales and Service Land Uses

The adopted plan identifies commercial areas which would encompass an area of about 358 total acres, as shown on Map 48 in Chapter X. The W. National Avenue corridor, as it extends from S. 124th Street to Calhoun Road, is shown as a significant commercial retail sales and service facility. As a major arterial highway leading from Milwaukee generally through the center of the City, W. National Avenue is subject to a variety of development pressures which influence the efficiency and safety of the arterial itself, and the workability and livability of the adjacent land uses. Because of certain present and potential deficiencies of this facility, its importance to the City, and the necessity for its improvement, these development pressures were addressed in the overall planning effort for the City. Accordingly, a more detailed study of land use development along W. National Avenue was made as an integral part of the planning effort for the City. The following specific recommendations were made pertaining to the development and redevelopment of the W. National Avenue corridor:

- Retain existing rural land uses located west of Calhoun Road and limit any future expansion of commercial or high-density residential land uses in this area.

- Retain and expand existing urban land uses east of Calhoun Road.

- Centralize all community-oriented retail sales and service land uses at designated locations along the eastern segment of W. National Avenue east of Calhoun Road.

- In the review and approval of all development and redevelopment proposals for W. National Avenue, the City Plan Commission should apply the urban design criteria relating to commercial areas set forth in Chapter V of the plan pertaining to vehicular circulation, the limitation of arterial highway vehicular access, parking lot access from arterial streets, pedestrian circulation, land use spatial considerations, internal site circulation, onsite parking areas, landscaping and site development, and architectural design.

- In the review and approval of all residential development and redevelopment proposals for W. National Avenue, the City Plan Commission should apply the urban design criteria relating to residential areas set forth in Chapter V pertaining to street, block, and lot layouts and arrangements; residential structure orientation for solar access and energy conservation; general landscaping; utility easements; and stormwater drainage and erosion/sedimentation control.

- An "exclusive use district" approach to zoning ordinance district organization in the City should be implemented which divides principal permitted uses into separate, distinct, and mutually exclusive classes, with the permitted uses within each district being based upon a limited number of compatible functions. In conjunction with the use of new zoning districts in the W. National Avenue corridor area, strip zoning, overzoning, and spot zoning should be minimized and, to the extent possible, eliminated.

- Five identified pastoral views located along W. National Avenue west of Calhoun Road should be retained in order to preserve the general rural character of this portion of the City.

- The W. National Avenue right-of-way width should be expanded as detailed by specific road section recommendations presented in Chapter VIII of this report.

Industrial Land Use

The adopted plan identifies a total of 1,355 acres of land for industrial use, as shown on Map 48 in Chapter X. This acreage includes about 133 acres of existing industrial-related commercial service uses at the existing New Berlin Industrial Park. The plan map proposes industrial development to continue at the New Berlin Industrial Park, as well as the logical extension of industrial uses to the south of this area into U. S. Public Land Survey Sections 10 and 15.

Pursuant to the direction of the City Plan Commission, the adopted plan also shows approximately 253 acres of industrial development to be located, generally, in the area of the City bounded by Calhoun Road on the east, Springdale Road on the west, STH 59 on the north, and Poplar Creek on the south. The proposed industrial land uses designated in this area recognize both existing environmentally significant areas and soils that pose severe and very severe limitations for industrial development. Thus, the plan proposes that industrial development occur outside these environmentally sensitive areas.

A new industrial area is proposed to be located at the interchange of the Rock Freeway (STH 15) and Moorland Road. This site provides direct access to the Rock Freeway, thus facilitating ready access to the Port of Milwaukee and General Mitchell Field, as well as to the national freeway system. Contiguous lands to the south and west of the proposed industrial area are shown to be set aside for industrial use beyond the plan design year. In addition, a 50-foot-wide combined earth berm and landscaped strip will buffer the industrial uses from adjoining lesser intensity urban land uses, as indicated on Map 48.

Governmental and Institutional Land Use

Governmental and institutional land uses under the recommended plan would occupy 546 acres, as shown on Map 48 in Chapter X. Additional land for such uses is anticipated to be provided primarily at the City Hall property with the construction of a new main library, City Hall, and community center; at a new middle school and high school facility proposed to be located near the intersection of W. National Avenue and Lawnsdale Road; at two new elementary

school sites proposed to be located in Sections 24 and 33; and at a new fire station proposed to be located at the northeast corner of the intersection of Cleveland Avenue and Johnson Road.

Park and Recreation Land Use

The park and related open space uses under the recommended plan are based upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, and SEWRPC Community Assistance Planning Report No. 66, A Park and Open Space Plan for the City of New Berlin. Existing and proposed park and recreation facilities are shown on Map 48 in Chapter X. Also, certain detailed recommendations for park and recreation land uses are provided in the latter. Under the adopted plan, a total of 859 acres of land would be required under the adopted plan for park and recreation land uses.

Environmental Corridor and Isolated Natural Area Land Uses

The adopted plan proposes the preservation of about 1,508 acres of primary environmental corridors, or about 6 percent of the total area of the City. Under the plan, all primary environmental corridors would be preserved in essentially natural, open uses. Accordingly, the adopted plan further recommends that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development. However, it is recognized in the plan that it would be necessary, in some cases, to construct sanitary sewers across and through primary environmental corridors, and that certain land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities and certain institutional uses. In some cases, very low-density residential development on 5-acre lots, compatible with the preservation of the corridors, may also be permitted to occupy corridor lands, and it may be desirable to extend sewers into the corridors to service such uses. The adopted plan further proposes the preservation of about 1,643 acres of secondary environmental corridors, or 7 percent of the total area of the City, which are presently held in public park and open space use or in compatible private park and related open space use. The plan also proposes the preservation of about 841 acres of isolated natural areas, or about 4 percent of the city area, in essentially natural, open space uses.

Agricultural and Other Rural Land Uses

The adopted plan proposes the preservation of 11,620 acres of agricultural and other rural lands, of which 741 acres, or 6 percent, are composed of prime agricultural lands. Prime agricultural lands consist of parcels of land 35 acres or larger in size and are covered by soils which are potentially well suited for the production of food and fiber. These prime agricultural lands are located in U. S. Public Land Survey Sections 34, 35, and 36 (see Map 48 in Chapter X).

The nonprime agricultural lands can be used for estate-type residential development on lots 5 acres or larger in size. The most important site-specific factors related to the establishment of such development are soils limitations for the use of onsite sewage disposal systems.

Transportation System Development

The arterial highway network required to serve the existing and probable future traffic demands in the City of New Berlin to the turn of the century is also set forth in the adopted plan. Suggested cross-sections for these arterial streets and highways are shown in Figure 6 in Chapter V. In addition, two primary transit stations with attendant off-street automobile parking facilities are provided: one at the intersection of Racine Avenue with the Rock Freeway (STH 15), and one at the intersection of S. Moorland Road with the Rock Freeway.

THE DELINEATION OF NEIGHBORHOOD PLANNING UNITS AND SPECIAL PLANNING DISTRICTS

Based upon the adopted land use and transportation system plan, 10 residential neighborhoods, one industrial park neighborhood, and two special planning districts have been identified. As shown on Map 37 in Chapter VII, the residential neighborhoods identified are the Buena Park, Highland Park, Hickory Grove, Hoover, Regal Park, Civic Center, Deer Creek, Cold Spring, Valley View, and Prospect Hill Neighborhoods. The one industrial park neighborhood is the New Berlin Industrial Park, and the two special planning districts are the National Avenue Commercial Corridor--described in Chapter VIII--and the New Berlin Business Park.

The preparation of detailed neighborhood unit development plans, as well as special planning district plans, is based upon the concept that an urban area should be formed of, and developed in, a number of spatially organized, individually planned cellular units rather than as a single, large, formless mass. These cellular units may be categorized by their primary or predominant land use and, as such, may be industrial, commercial, institutional, or residential. Insofar as possible, each neighborhood unit or special planning district should be bounded by arterial streets; major park, parkway, or institutional lands; bodies of water; or other natural or cultural features which serve to clearly and physically separate each unit from surrounding units. Detailed and precise development plans should be prepared for the City for each of the delineated neighborhood units and special planning districts. Each of these plans not only should designate ultimate land use patterns, but also should define future collector and land access street locations and alignments and attendant lot and block configurations. In addition, these detailed plans should identify areas that should be protected from intensive urban development for environmental reasons, and should indicate the need to reserve major drainageway and utility easements.

PLAN IMPLEMENTATION

Attainment of the adopted land use and urban design plan for the City will require some changes in the development policies of the City. Since the maintenance of the present character of the City is dependent, to a considerable extent, upon preserving and protecting the natural resource base, the density of new development should be carefully regulated to ensure that development at urban densities--that is, at densities equal to or greater than 0.7 dwelling unit per net residential acre (0.6 dwelling unit per gross residential acre), or 1.4 acres per dwelling unit--is confined to those areas where urban services can be provided. Attainment of the adopted land use plan for the City

will require not only changes in certain development policies of the City, but also the introduction of some new plan implementation instruments, and the modification of some of the existing such instruments.

Zoning

The City Plan Commission should initiate appropriate amendments to the City of New Berlin Zoning Ordinance and zoning district map to bring both the ordinance and the map into conformance with the concepts and proposals advanced in the adopted land use plan. Of all the land use implementation devices presently available, perhaps the most important and most versatile is the zoning ordinance. Pursuant to state-enabling legislation, the zoning changes recommended by the Plan Commission can be enacted by the Common Council only after formal public hearing. Based upon the findings of an analysis of the current zoning ordinance as reported in Chapter IV, the plan policies set forth in Chapter V, and the adopted land use and urban design plan set forth in Chapter X, 28 zoning district types and attendant regulations are recommended by the plan for adoption by the City to help implement the adopted land use and urban design plan. These districts are discussed in detail in Chapter IX. The city zoning ordinance should be revised to better reflect current land uses, and to make zoning a more effective tool for implementing the adopted land use plan. All rezoning applications should be carefully reviewed as to their relationship to the adopted land use plan.

Official Mapping

The Official Map is intended to be used as a precise planning tool to implement public plans for streets, highways, waterways and parkways, railways, public transit facilities, parks, and playgrounds. One of the basic purposes of the Official Map is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for public use. The Official Map is a plan implementation device that operates on a communitywide basis in advance of land development, and can thereby effectively assure the integrated development of the street and highway system.

The existing city Official Map shows all existing property and street right-of-way lines and some proposed streets. Following adoption of the city land use and urban design plan, the Official Map should be amended to show all planned streets and highways. An Official Map should be prepared and adopted to implement the plan as it relates to streets, highways, waterways, and parkways, and to the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds.

Subdivision Plat Review and Regulations

The land use plan should serve as a basis for the review by appropriate city officials of land subdivision plats and certified survey maps. Urban subdivisions should not be approved in areas recommended in the plan to remain in nonurban uses unless the developer can justify changing the land use and urban design plan. Any such proposed departures from the land use plan should be carefully considered by the City Plan Commission and should be approved by that Commission only when it finds that such departures are warranted and are in the public interest. All urban subdivisions should be required to provide for a full complement of urban services.

The city land subdivision ordinance as set forth in Chapter 18 of the Municipal Code has relatively few deficiencies. The deficiencies that do exist can be readily removed through the amendment of the ordinance. Since the adoption of the city land division ordinance, Chapter 236 of the Wisconsin Statutes has been altered to revise the former 40-day preliminary plat review period for a municipality to 90 days, and to revise the 20-day preliminary plat review period for an objecting authority to 30 days. The city ordinance should be amended to reflect these changes.

The Capital Improvements Program

In 1985, the City of New Berlin took steps to develop a capital improvements program and these steps should be brought to fruition. A capital improvements program is a list of fundable major public improvements needed in a community over the next five years, arranged in order of preference to assure that the improvements are carried out in priority of need and in accord with the community's ability to pay. Major public improvements include such items as streets, sanitary sewers, storm sewers, water mains, and public buildings and parks, which together form the "urban infrastructure" required to support urban land use development and redevelopment. A capital improvements program is intended to promote well-balanced community development without overemphasis on any particular phase of such development, and to promote coordinated development both in time and between functional areas. With such a program, required bond issues and tax revenues can be foreseen and provisions made. Needed land for the projects can be acquired in a timely fashion and staged construction facilitated.

The plan for the physical development of the community should be the primary source of projects to be included in the initial list. However, this list may also include projects suggested by city officials and by community and neighborhood groups.

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APPENDICES

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Appendix A

CLIMATIC INFLUENCES ON URBAN DESIGN

INTRODUCTION

Chapter III of this study presented general data regarding the effects of climate upon urban planning and design. This appendix presents more specific data regarding solar radiation, air temperature, humidity, and wind as they apply to the City of New Berlin.

SOLAR RADIATION

The solar radiation that reaches the earth's surface is termed insolation--derived from incoming solar radiation. The mean insolation that may be expected to fall upon level surfaces in the City of New Berlin on an average day within each month of the year is given in Table A-1 and is expressed in terms of both British thermal units (BTU's) per square foot of surface area being struck and Langleys (one Langley equals 3.69 BTU/ft^2). The amount of insolation on any given day, however, may vary, depending upon such factors as cloud cover or haze associated with air pollution. It is important to note that higher insolation values than shown in Table A-1 can be obtained by

Table A-1

MEAN DAILY INSOLATION (INCOMING SOLAR RADIATION) DATA FOR THE NEW BERLIN AREA

Month	Total Hemispheric Mean Daily Insolation[a]	
	BTU/ft.^{2}	Langleys
January.....	479.4	130.0
February.....	736.5	199.8
March.....	1,088.8	295.3
April.....	1,442.7	391.3
May.....	1,768.4	479.7
June.....	1,977.1	536.3
July.....	1,961.8	532.1
August.....	1,719.0	466.3
September.....	1,310.3	355.4
October.....	907.9	246.3
November.....	524.6	142.3
December.....	378.4	102.7
Annual	1,191.2	323.1

[a]The data are based upon the amount of insolation striking a level surface at Milwaukee for the period 1941 to 1970. A BTU (British thermal unit) is the amount of energy required to raise the temperature of one pound of water one degree Fahrenheit. A Langley is equivalent to one calorie of radiation energy per square centimeter, and one Langley equals 3.69 BTU per square foot (BTU/ft.2).

Source: National Solar Heating and Cooling Information Center and SEWRPC.

orienting a solar heat-gaining surface so as to be perpendicular to the incoming solar radiation. The vector, or path, of the incoming solar radiation varies not only diurnally, but throughout the year, based upon the sun path for the New Berlin area. A diagram showing the path of the sun across the sky at a latitude of 44° north, similar to that of New Berlin (latitude 42°59'25" at the center of the City), can be used to determine the angle and position of the sun at New Berlin for any date and time of day, and can be used in locating and positioning active solar heat-gaining surfaces such as solar collectors, as well as passive solar devices and uses, to make the most efficient use of the insolation.

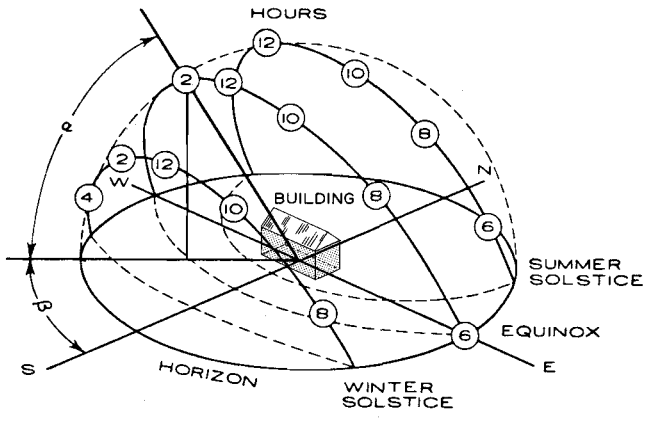
A sun path diagram is a useful aid for achieving the more efficient use of solar energy through the design of land subdivisions and building orientations. Such a diagram depicts the path of the sun within the sky vault, as projected onto a horizontal plane. The horizon is represented as a circle with the observation point in the center. The position of the sun at any date and hour can be determined from the diagram in terms of its altitude (a) and bearing angle (b). The altitude angles are represented on the diagram at 10° intervals by equally spaced concentric circles ranging from 0° at the outer circle (horizon) to 90° at the center point. These intervals are graduated along the meridian. Bearing angles are represented on the diagram at 10° intervals by equally spaced radii ranging from 0° at the south meridian to 180° at the north meridian. These intervals are graduated along the periphery of the diagram. The sun's bearing will be to the east during morning hours and to the west during afternoon hours. The earth's axis is inclined approximately 23°27' to the plane of its orbit around the sun, and the earth rotates on its axis approximately 15 degrees every hour. Thus, from all points on the earth, the sun appears to move across the sky vault on various parallel circular paths, with the paths spanning a maximum declination of about 23°27', the declination changing cyclically between the extremes of the summer solstice and winter solstice. Thus, the sun follows essentially the same path on corresponding dates of each year. Data defining these paths are tabulated below.

Date	Declination at Local High Noon	Corresponding Date	Declination at Local High Noon	Unified Approximation
June 21.....	+23°27'	--	--	+23°27'
May 21.....	+20°09'	July 21	+20°31'	+20°20'
April 21.....	+11°48'	August 21	+12°12'	+12°00'
March 21.....	+ 0°10'	September 21	+ 0°47'	+ 0°28'
February 21....	-10°37'	October 21	-10°38'	-10°38'
January 21.....	-19°57'	November 21	-19°53'	-19°55'
December 21....	-23°27'	--	--	-23°27'

The elliptical curves in the diagram represent the horizontal projections of the sun's path. They are given for the twenty-first day of each month. Roman numerals on the diagram designate the months, beginning with January as Roman numeral I. A cross-grid of curves graduates the hours indicated in Arabic numerals.

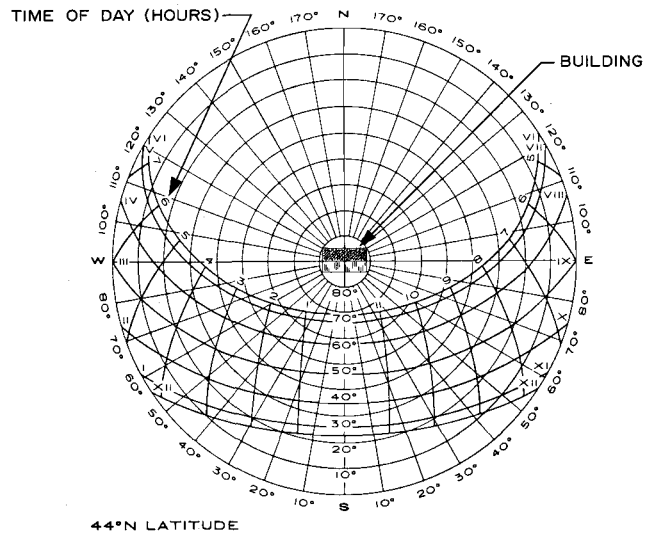
AIR TEMPERATURE

The effects of air temperature on the amount of energy required for the heating and cooling of buildings can be indirectly measured in terms of heating



α = ALTITUDE ANGLE

β = BEARING ANGLE



RADIAL LINES ARE BEARING ANGLES
CONCENTRIC CIRCLES ARE ALTITUDE ANGLES
ROMAN NUMERALS ARE MONTHS

NOTE: Although the City of New Berlin is located at 42°58'25" north latitude, for the purposes of this study and for the use of either passive or active solar design concepts and systems, a sun path diagram for 44° north latitude may be used.

degree days and/or cooling degree days. A heating degree day is defined as the number of degrees that the daily mean temperature is below 65°F, and a cooling degree day is defined as the number of degrees that the daily mean temperature is above 65°F. Air temperature and degree-day normals for the New Berlin area are set forth in Table A-2.

HUMIDITY

Humidity, a measure of the water vapor content of the air, can be described in either absolute or relative terms. Of the two, relative humidity is the most useful for architectural design purposes and is important as an environmental factor affecting the design of solar energy cooling systems, which are based upon evaporative cooling techniques. Relative humidity is defined as the ratio of the actual amount of water vapor in the air to the maximum amount of vapor the air could hold at the ambient or surrounding temperature. The average daily relative humidity for the New Berlin area is also given in Table A-2.

WIND

Wind can provide beneficial natural ventilation in the summer months. Wind can also be detrimental in the winter months unless properly dealt with in the urban design process relative to such factors as lot and building orientation. Summer and winter winds can be directed in a desirable manner through proper design and use of topography, vegetation, and the orientation of building lots

Table A-2

GENERAL CLIMATIC DATA FOR THE NEW BERLIN AREA

Month	Temperature[a] (°F)			Degree Day Normals		Humidityb	Precipitation[a]		Clear/Cloudy Days Sunrise to Sunset[b] (mean number of days)			Percent of Possible Sunshine[b]
	Mean	Mean Minimum	Mean Maximum	Heating Degree Day Normals	Cooling Degree Day Normals	Average Daily Relative Humidity (percent)	Precipitation Normals (average inches)	Mean Snowfall (inches)	Clear	Partly Cloudy	Cloudy	
January	21.3	12.8	29.7	1,417	0	72.0	1.93	11.9	7	6	18	45
February	22.3	13.6	31.1	1,187	0	71.8	1.35	7.2	7	6	15	47
March	32.1	23.3	40.8	1,020	0	72.8	2.23	10.3	6	8	17	51
April	44.9	34.3	55.4	567	0	70.3	2.27	1.4	7	8	15	54
May	56.4	44.6	68.1	291	21	69.5	3.62	0.6	7	10	14	59
June	66.7	54.9	78.5	61	106	71.5	3.71	0.0	8	10	12	64
July	72.1	59.8	84.4	9	205	72.3	3.14	0.0	11	11	9	71
August	70.4	58.5	82.3	26	190	75.5	3.03	0.0	11	11	9	67
September	62.3	50.6	73.9	126	30	76.3	3.08	0.0	10	9	11	60
October	51.1	39.9	62.3	423	8	73.3	2.00	0.1	10	9	12	56
November	36.3	27.9	44.7	849	0	74.8	2.49	3.6	6	6	18	41
December	24.6	16.9	32.2	1,268	0	76.5	1.58	7.7	6	6	19	38
Annual	46.7	36.4	57.0	7,244	560	73.0	30.43	42.8	96	100	169	56

[a]At Waukesha, Wisconsin, for the years 1931 through 1952.

[b]At Milwaukee, Wisconsin, for the years 1941 to 1970.

Source: U. S. Department of Commerce, National Oceanic and Atmospheric Administration, Environmental Data Service; and SEWRPC.

Table A-3

ABSOLUTE AND RELATIVE FREQUENCY OF OCCURRENCE OF WIND DIRECTIONS WITH AVERAGE WIND SPEED-- GENERAL MITCHELL FIELD: 1964-1973

Wind Direction	Winter			Summer			Annual		
	Number of Observations	Relative Frequency (percent)	Average Wind Speed (knots)	Number of Observations	Relative Frequency (percent)	Average Wind Speed (knots)	Number of Observations	Relative Frequency (percent)	Average Wind Speed (knots)
North	244	3.4	12.0	479	6.6	10.3	1,627	5.7	11.6
North-Northeast	215	3.1	10.9	612	8.4	9.1	1,986	6.9	9.9
Northeast	193	2.7	11.9	307	4.3	7.5	1,119	3.9	9.3
East-Northeast	117	1.7	11.7	135	1.9	7.6	602	2.1	9.6
East	231	3.2	11.1	342	4.8	7.3	1,212	4.3	8.8
East-Southeast	142	2.0	9.9	300	4.2	8.2	909	3.2	8.9
Southeast	183	2.6	10.1	446	6.2	8.5	1,445	5.1	9.3
South-Southeast	305	4.3	9.2	402	5.7	7.2	1,664	5.9	8.5
South	553	7.8	9.7	630	8.9	7.4	2,466	8.7	8.7
South-Southwest	589	8.3	10.3	689	9.7	8.3	2,450	8.6	9.7
Southwest	526	7.4	11.1	746	10.4	9.3	2,182	7.6	10.2
West-Southwest	541	7.7	10.8	601	8.4	9.6	2,013	7.0	10.5
West	1,194	16.8	10.9	688	9.6	8.8	3,534	12.4	10.2
West-Northwest	914	12.8	11.4	336	4.7	9.0	2,247	7.8	10.7
Northwest	666	9.3	10.8	236	3.3	8.9	1,704	5.9	10.5
North-Northwest	490	6.9	10.7	204	2.9	8.8	1,415	4.9	10.5
Calms	96	--	--	207	--	--	624	--	--
Total (Average)	7,199	100.0	(10.6)	7,360	100.0	(8.5)	29,199	100.0	(9.7)

NOTE: A knot (one nautical mile per hour) is equivalent to 1.1516 statute miles per hour.

Source: National Climatic Center and SEWRPC.

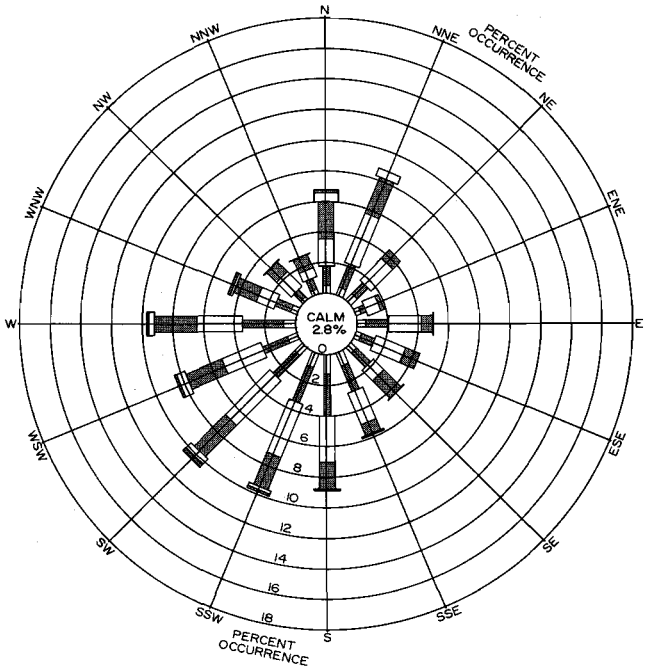
and structures. Wind measured in terms of velocity and direction over a long period of time at a particular site can be graphically depicted through the use of a "wind rose" diagram.

The wind rose diagram typically shows the relative frequency of occurrence of wind direction from 16 compass points and for six wind speed categories for a particular time period. Three such wind roses were constructed for use in planning and architectural design in the New Berlin area, and are shown in Figures A-1, A-2, and A-3. Figure A-1 is a wind rose diagram showing the distribution of wind direction and wind speed during the summer months as averaged over a 10-year period--1964 through 1973. As can be seen from an examination of Figure A-1, winds during this season are most frequently from the southwest. The distribution of wind direction and wind speed during the winter season is most frequently from the west and northwest. It is also interesting to note that, in comparing Figure A-1 and Figure A-2, there is a greater relative frequency of occurrence of the higher wind speed categories during the winter months for all wind directions with the exception of winds from the north through the northeast directions. The annual frequency distribution of wind direction and wind speed, as shown in Figure A-3, is predominantly from the west. Table A-3 shows the winter, summer, and annual absolute and relative frequency of occurrence of wind directions with average wind speed for the area.

Knowledge of insolation, temperature, degree-day normals, humidity, precipitation, and air movement is basic to good urban design, site planning, and building design, all of which are important in the development of an urban area which can function efficiently and effectively in the local climatic conditions. Proper lot orientation, building orientation, landscape plantings, insulation placement, vapor barrier placement, and heating system size are dependent upon a knowledge of each of these climatic elements.

Figure A-1

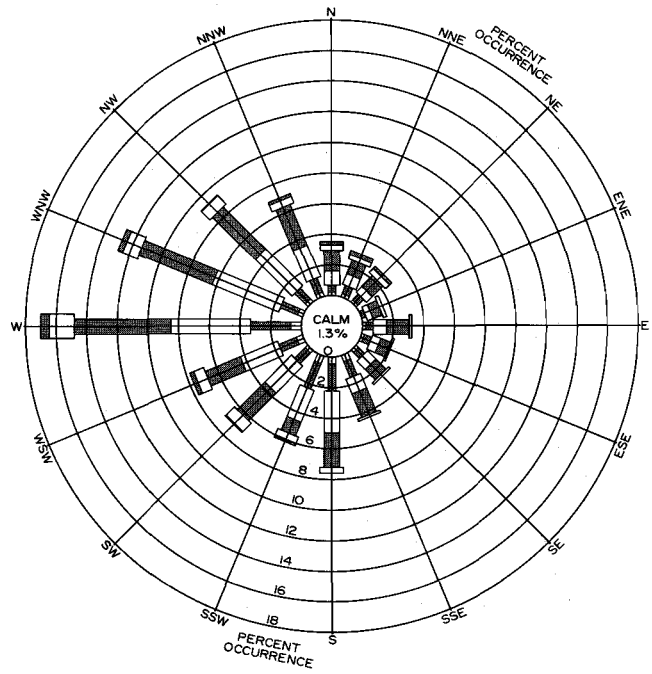
WIND ROSE FOR FREQUENCY DISTRIBUTION OF SUMMER WIND DIRECTION FOR MILWAUKEE: 1964-1973



Source: SEWRPC.

Figure A-2

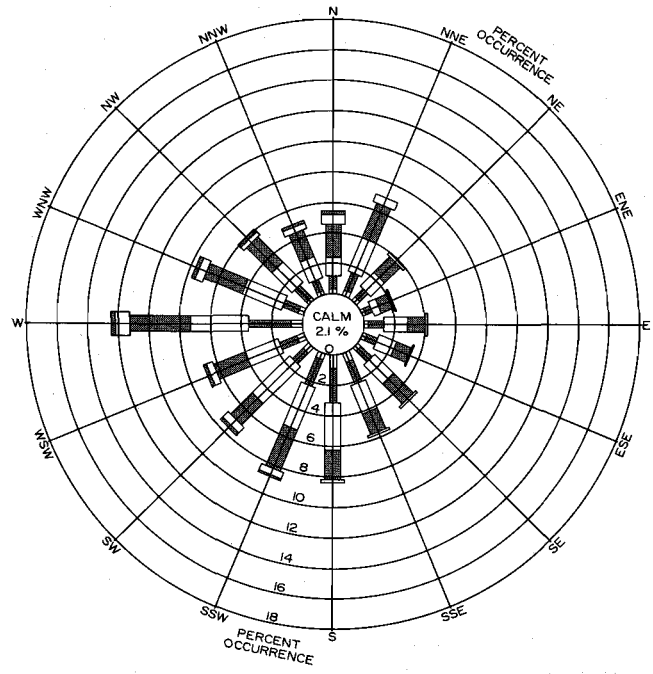
WIND ROSE FOR FREQUENCY DISTRIBUTION OF WINTER WIND DIRECTION FOR MILWAUKEE: 1964-1973



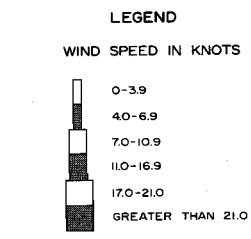
Source: SEWPRC.

Figure A-3

WIND ROSE FOR FREQUENCY DISTRIBUTION OF ANNUAL PREVAILING WIND DIRECTION FOR MILWAUKEE: 1964-1973



Source: SEWRPC.



NOTE: 1 NAUTICAL MILE PER HOUR (KNOT)= 1.1516 STATUTE MILES PER HOUR= 0.5144 METERS PER SECOND

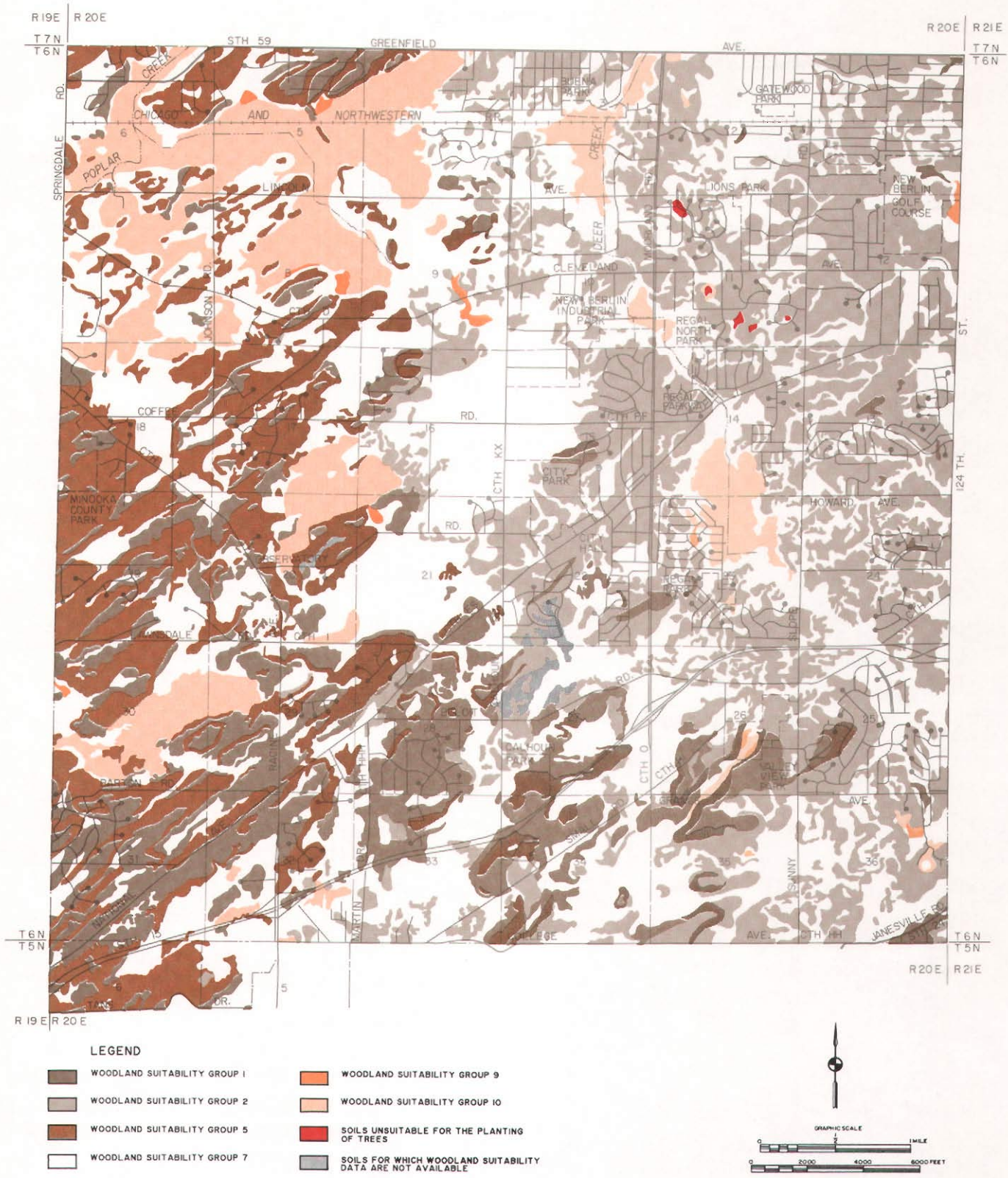
Appendix B

GUIDELINES FOR PLANTING STREET AND SHADE TREES IN THE CITY OF NEW BERLIN

Map B-1 and Table B-1 present guidelines for the planting of street and shade trees in the City of New Berlin, based, in part, upon the soil types found in the City. This guide is based upon the woodland suitability groupings of soils as discussed and described in detail in SEWRPC Planning Report No. 8, Soils of Southeastern Wisconsin.

Map B-1

LOCATION OF WOODLAND SUITABILITY SOIL GROUPS IN THE CITY OF NEW BERLIN



LEGEND

- WOODLAND SUITABILITY GROUP 1
- WOODLAND SUITABILITY GROUP 2
- WOODLAND SUITABILITY GROUP 5
- WOODLAND SUITABILITY GROUP 7
- WOODLAND SUITABILITY GROUP 9
- WOODLAND SUITABILITY GROUP 10
- SOILS UNSUITABLE FOR THE PLANTING OF TREES
- SOILS FOR WHICH WOODLAND SUITABILITY DATA ARE NOT AVAILABLE

GRAPHIC SCALE

0 1 2 1 MILE

0 2000 4000 6000 FEET

Source: SEWRPC.

Table B-1

LANDSCAPE TREE PLANTING SELECTION GUIDE FOR SOILS FOUND IN THE CITY OF NEW BERLIN

Woodland Suitability Group [a]	Soil Description	Suggested Trees for Landscape Planting [b]			
		Shade Trees	Street Trees	Lawn Trees	Hedges, Screens and Windbreaks
		For Sunny Sites			
1	Moderately deep to deep, moderately well- to well-drained, medium-textured upland soils	American beech (LO) Sugar maple (LO) Red maple (MO) Red oak (LR) White oak (LR) Basswood (LO) Hackberry (MR) White ash (LO) Sycamore (LO) Bur oak (LR) Norway maple (MR) Silver maple (LO) Thornless honey locust (MO)	Norway maple (MR) S. pin oak (MP) Thornless honey locust (MO) Basswood (LO) White ash (LO) Sugar maple (LO) Hackberry (MR) Red maple (MO)	Flowering crab (SR) Mt. ash (SO) Blue beech (SR) Paper birch (MO) River birch (MO) Russian olive (SR) S. pin oak (MP) Serviceberry (SR) Horse chestnut (LR) Norway spruce (LP) Red pine (LP) White pine (LP) White spruce (MP) Black cherry (LO) Blue spruce (LP)	Red cedar (SP) White cedar (MC,P) White pine (LP) White spruce (MP) Lombardy poplar (LC) Russian olive (SR) Upright yew (SP)
		For Partial Shade			
		American beech (LO) Sugar maple (LO) Red maple (MO) Red oak (LR) Hackberry (MR) White ash (LO) Basswood (LO)	Norway maple (MP) White ash (LO) Basswood (LO) Sugar maple (LO)	Blue beech (SP) Serviceberry (SR) White pine (LP) White spruce (MP) Blue spruce (LP) Norway spruce (LP)	White cedar (MC) White pine (LP) White spruce (MP) Upright yew (SP)
		For Sunny Sites			
2	Moderately deep to deep, moderately well- to well-drained fine-textured soils	Sugar maple (LO) Red maple (MO) Basswood (LO) American beech (LO) White oak (LR) White ash (LO) Bur oak (LR) Sycamore (LO) Hackberry (MR) Silver maple (LO)	S. pin oak (MP) Thornless honey locust (MO) Norway maple (MR) Hackberry (MR) White ash (LO) Sugar maple (LO) Red maple (MO) Basswood (LO)	Flowering crab (SR) Paper birch (MO) Blue beech (SR) Mt. ash (SO) Black cherry (LO) White pine (LP) White cedar (MC) S. pin oak (MP) White spruce (MP) Russian olive (SR)	White cedar (MC) Red cedar (SP) Lombardy poplar (LC) White spruce (MP) Russian olive (SR) Upright yew (SP)
		For Partial Shade			
		American beech (LO) Sugar maple (LO) Red maple (MO) Basswood (LO) White ash (LO) Hackberry (MR)	White ash (LO) Norway maple (MP) Sugar maple (LO) Basswood (LO)	Blue beech (SR) White pine (LP) White spruce (MP) Blue spruce (MP) Mt. ash (SO)	White cedar (MC) White spruce (MP) Upright yew (SP)

Table B-1 (continued)

Woodland Suitability Group[a]	Soil Description	Suggested Trees for Landscape Planting[b]			
		Shade Trees	Street Trees	Lawn Trees	Hedges, Screens and Windbreaks
3	Moderately deep and deep, moderately coarse-textured soils somewhat excessively drained	For Sunny Sites			
		Scarlet oak (MO) Bur oak (LR) Hackberry (MR) Black oak (LR) Silver maple (LO) Green ash (MO) Thornless honey locust (MO)	Green ash (MO) White ash (LO) Hackberry (MR) S. pin oak (MP) Thornless honey locust (MO)	Flowering crab (SR) Paper birch (MO) Red cedar (SP) White pine (LP) White spruce (MP) Red pine (LP) Russian olive (SR)	Red cedar (SP) Russian olive (SR) Red pine (LP) White pine (LP) Upright yew (SP) White spruce (MP)
		For Partial Shade			
		Hackberry (MR)	Hackberry (MR)	White pine (LP) White spruce (MP)	Upright yew (SP) White pine (LP) White spruce (MP)
4	Coarse-textured, excessively drained, drouthy soils	For Sunny Sites			
		Black oak (LR) Scarlet oak (MO) Hackberry (MR) Green ash (MO) Silver maple (LO)	Hackberry (MR) Green ash (MO)	Red pine (LP) White pine (LP) Russian olive (SR)	Red cedar (SP) Jack pine (MP) White pine (LP) Russian olive (SR)
		For Partial Shade			
		Hackberry (MR)	Hackberry (MR)	White pine (LP)	White pine (LP)
5	Thin (12" to 24"), somewhat excessively drained, medium- to moderately coarse-textured soils	For Sunny Sites			
		N. red oak (MO) White oak (LR) Bur oak (LR) Sugar maple (LO) Red maple (MO) Silver maple (LO)	Norway maple (MR) Green ash (MO) Red maple (MO) Sugar maple (LO) Thornless honey locust (MO)	White pine (LP) Paper birch (MO) Russian olive (SR) Flowering crab (SR)	Red cedar (SP) White pine (LP) White cedar (MC) White spruce (MP) Russian olive (SR)
		For Partial Shade			
		Red oak (LR) Sugar maple (LO) American beech (LO) Red maple (MO)	Norway maple (MP) Sugar maple (LO) Red maple (MO)	White pine (LP) Blue beech (SR)	White pine (LP) White cedar (MC) White spruce (MP)
6	Very thin (0" to 12") drouthy soils	For Sunny Sites			
		None	None	None	Red cedar (SP)

Table B-1 (continued)

Woodland Suitability Group[a]	Soil Description	Suggested Trees for Landscape Planting[b]			
		Shade Trees	Street Trees	Lawn Trees	Hedges, Screens and Windbreaks
7	Somewhat poorly to very poorly drained upland mineral soils, medium textured	For Sunny Sites			
		Swamp white oak (LR) Hackberry (MR) Red maple (MO) Basswood (LO) Green ash (MO) White ash (LO) Silver maple (LO) Cottonwood (LO)	Green ash (MO) Basswood (LO) Red maple (MO) S. pin oak (MP)	White spruce (MP) Paper birch (MO) Mt. ash (SO) Weeping willow (MPe) White cedar (MP) River birch (MO)	White cedar (MC) White spruce (MP) Lombardy poplar (LC) Laurel willow (MO)
		For Partial Shade			
		Swamp white oak (LR) Hackberry (MR) Red maple (MO) Basswood (LO) Green ash (MO) White ash (LO)	Green ash (MO) Basswood (LO) Red maple (MO)	White spruce (MP) Mt. ash (SO)	White cedar (MC) White spruce (MP)
8	Somewhat poorly to very poorly drained, moderately coarse-textured to coarse-textured soils	For Sunny Sites			
		Black ash (MC) Silver maple (LO) Cottonwood (LO) Red maple (MO)	Black ash (MC) Red maple (MO) Green ash (MO)	Mt. ash (SO) Weeping willow (MPe) Paper birch (MO)	White cedar (MC) Laurel willow (MO)
		For Partial Shade			
		Red maple (MO)	Red maple (MO)	Mt. ash (SO)	White cedar (MC)
9	Somewhat poorly to very poorly drained alluvial or flood-plain soils	For Sunny Sites			
		Swamp white oak (LR) Red maple (MO) Basswood (LO) Hackberry (MR) Green ash (MO) Sycamore (LO) Cottonwood (LO)	S. pin oak (MP) Red maple (MO) Green ash (MO) Basswood (LO)	Paper birch (MO) White cedar (MC) White spruce (MP) Mt. ash (SO) Weeping willow (MPe)	White cedar (MC) Laurel willow (MO) Lombardy poplar (LC)
		For Partial Shade			
		Swamp white oak (LR) Hackberry (MR) Red maple (MO) Basswood (LO) Green ash (MO)	Red maple (MO) Basswood (LO) Green ash (MO)	White cedar (MC) White spruce (MP) Mt. ash (SO)	White cedar (MC) Lombardy poplar (LC)

Table B-1 (continued)

Woodland Suitability Group[a]	Soil Description	Suggested Trees for Landscape Planting[b]			
		Shade Trees	Street Trees	Lawn Trees	Hedges, Screens and Windbreaks
10	Organic soils, peats, and mucks	For Sunny Sites			
		Silver maple (LO) Red maple (MO)	Red maple (MO) Laurel willow (MO)	White cedar (MC) White spruce (MP) Weeping willow (MPe)	White cedar (MC) Laurel willow (MO)
		For Partial Shade			
		Red maple (MO)	None	White cedar (MC) White spruce (MP)	White cedar (MC)

[a] Woodland suitability groupings have been numbered according to a statewide classification system. In this system, soils that respond similarly to use and management and are suitable for the same tree species have been grouped together.

[b] Following the common name of the suggested tree species, the first letter in parentheses indicates height at maturity: S = less than 30 feet, M = 30 feet to 60 feet, and L = more than 60 feet, and the second letter in parentheses indicates the general shape of the tree foliage at maturity: C = columnar form, O = oval form, P = pyramidal form, Pe = pendulous form, R = round form, and U = umbrella form.

Source: SEWRPC.

Appendix C

PUBLIC REACTION MATERIALS PERTAINING TO THE PRELIMINARY LAND USE AND URBAN DESIGN PLANS

A series of seven public informational meetings--one for each aldermanic district--was held by the staffs of the City of New Berlin Planning Department and the Southeastern Wisconsin Regional Planning Commission to present Alternative Land Use Plans A, B, and C to city residents and to receive public reaction to, and comment on, those plans. These meetings were held on July 8, 12, 17, 18, 19, 22, and 25, 1985, in the Council Chambers of the New Berlin City Hall. A formal public hearing on Alternative Land Use Plan D was held by the City Plan Commission on November 4, 1985, at Eisenhower High School in the City of New Berlin.

A citywide referendum was held on April 1, 1986, on a key element of Alternative Land Use Plan D specifically to determine whether or not city residents favored or opposed the development of commercial and light industrial uses in the area of the STH 15/Moorland Road interchange as proposed under Alternative Plan D.

Based upon careful consideration of the resident and landowner comments made at the formal public hearing held on Alternative Land Use Plan D, as well as the results of the citywide referendum, the staff of the Regional Planning Commission prepared Alternative Land Use Plan E. The City Plan Commission held joint meetings with the Common Council on December 8, 1986, December 16, 1986, and January 12, 1987 to review Alternative Plan E and to make such adjustments and modifications to that plan as deemed necessary or desirable. On March 2, 1987, the City Plan Commission adopted a modified version of Alternative Plan E--Alternative Plan F--as the land use and urban design plan for the City of New Berlin. The minutes of the various public informational meetings, hearing, and City Plan Commission meetings related to the plan are on file in the City Clerk's office. The following are newspaper articles and a brochure pertaining to the preliminary land use and urban design plans and public reaction to those plans.

New Berlin asks advice on future development

The Milwaukee Journal
September 19, 1980

New Berlin — The New Berlin Planning Department has begun a series of meetings to find out how residents want their neighborhoods developed.

City Planner Rick Kuckkahn thinks this idea will take more time initially but will pay off in the long run because less time will have to be spent every time a developer submits a plan.

The city was divided into seven neighborhoods, and Kuckkahn invited residents of each area to attend a neighborhood meeting in City Hall. The first meeting this week was attended by about two dozen neighbors from the highly developed northeast corner of the city. The neighborhood is expected to be fully developed by 1985.

Kuckkahn said most of the people who attended the first meeting said they were interested in serving on committees to work out a plan that eventually would be presented to the Common Council as a master plan for development.

Most seemed interested in preserving a part of the city as undeveloped green land, and Kuckkahn said that could be done by zoning the land as conservancy areas.

Some of those attending felt that zoning might be unfair to investors who bought land 15 to 20 years ago and now could not develop the land because it was zoned as a conservancy area.

Kuckkahn said adjustments could be made. For example, he said, if an investor owned a 30-acre parcel of land that could contain 20 homes if fully developed, a portion of the land could be set aside as a conservancy area and the same number of houses could be placed on smaller lots.

He said much of the land in current conservancy areas was not suitable for development because of poor soil conditions.

He said one of New Berlin's major attractions was undeveloped land relatively close to Milwaukee. Developing more conservancy areas would maintain the rural atmosphere.

The Milwaukee Journal
November 11, 1981

New Berlin plan may be updated

By Doris A. Hajewski
of The Journal Staff

New Berlin— City Planner Rick Kuckkahn will ask the Common Council to direct his department to update New Berlin's existing master plan, he said Tuesday.

Kuckkahn said he and members of the city's Plan Commission believed the plan, which was adopted in the early 1960s, was outdated. He said the city should consider a moratorium on zoning changes until the plan can be updated.

The city has received many requests for zoning changes in recent months. Most of the requests have been opposed by residents.

Two facets of a revised plan — a proposed revision of the city's conservancy district and a 20-year development plan for parks — have already been presented to the commission.

The commission is expected to discuss both proposals at its next meeting, Nov. 23. At least one commissioner, Ralph Becker, director of public works, said he opposed the adoption of a new park plan until a full master plan revision was prepared.

A new park plan, which was prepared by the Southeastern Wisconsin Regional Planning Commission in conjunction with the New Berlin Park and Recreation Commission, would make the city eligible for state and federal funding for parks. New Berlin's eligibility for such funding expired because the city did not now have an up-to-date park plan.

The park plan calls for $8.2 million worth of park land development and acquisition over a 20-year period.

Of that total, the plan asks that Waukesha County spend $2.9 million for purchase and development of a major park at a site northwest of National and Racine Aves., and for the acquisition of environmental corridor lands.

According to the plan, the city would spend $5.3 million to expand existing sites, acquire environmental corridor land, and to purchase and develop 13 small urban parks throughout the city. Those parks would range in size from 5 to 24 acres and would provide playgrounds, softball diamonds and tennis courts.

Gerald Emmerich, a senior planner for the regional planning commission, said the city could develop the parks over the next 20 years by maintaining the park budget at current levels.

The proposed revisions to the city's conservancy district would be a first step in updating the master plan, Kuckkahn said. The proposal would reduce the acreage in conservancy zoning from the current 3,938 acres to 3,081 acres, and would allow residential development in such districts.

Some floodplain and wetland areas not now zoned for conservancy would be placed in the district, according to the proposal.

A public hearing and approval of the Common Council would be necessary to change the conservancy dis-

The Milwaukee Journal
April 30, 1982

New Berlin will update master plan

New Berlin — Work on a new master plan for New Berlin will start in August, according to City Planner Rick Kuckkahn.

The Common Council has approved the Plan Commission's request for $35,000 to finance the project. The Southeastern Wisconsin Regional Planning Commission will prepare the plan in conjunction with the city's planning staff.

The new plan will update the city's existing plan, which was adopted in 1964. City planners said the plan needed revisions because it was outdated.

The Milwaukee Journal
September 2, 1982

Families to share hopes for future

By Doris A. Hajewski
of The Journal Staff

New Berlin — Residents will be asked to tell city officials about their hopes for the future of New Berlin.

About 3,000 families will receive a survey asking their views on city services and development.

Another 50 individuals, businesses and organizations already have received notice of a planning meeting scheduled for 7 p.m. Sept. 27 at the New Berlin Public Library.

The meeting will be open to all residents, but City Planner Rick Kuckkahn said the 50 special notices were for those who specifically had expressed an interest in the city's master plan.

The survey and hearing are designed to gather information that will be used to prepare a new master plan for the city, Kuckkahn said.

The Common Council has agreed to pay the Southeastern Wisconsin Regional Planning Commission to assist the city's planning staff in the revision of the existing master plan, which was drawn up in 1962. The planners say that plan has become outdated.

Kuckkahn said people who attended the Sept. 27 meeting would be divided into small discussion groups and asked to identify problems and suggest solutions.

Those who receive surveys will be asked whether they favor housing for the elderly or for low-income families. They also will be asked whether the city should build a new city hall, library or recreation center, and whether it should install street lights and sidewalks.

Other questions ask whether the city should provide garbage collection as a municipal service and whether the city needs more industrial growth, more multiple-family housing or more office complexes.

New Berlin Citizen

Plan session identifies diverse goals

By Bruce Williams

The idea was, take a room full of citizens, divide into small groups, have each group make a list of improvements the city needs, then compare the list and then come up with priorities for a new 20-year New Berlin Master Plan.

Anyway, that's how Assistant City Planner Steve Hoese had previously explained the "nominal group session" for the city master development plan, which was held Monday night at the New Berlin Library.

But the 30 people who attended, perhaps a fourth of 1 percent of the city's population, could not concur on which improvements the city needs most. They seemed to agree that New Berlin needs many improvements.

The people at the session worked in groups of five to seven, and their lists of civic concerns showed very little overlapping. Perhaps three suggestions appeared on more than one list: upgrade National Ave., preserve open space and limit development, and centralize city services which are spread too thin.

However, this hardly represents a consensus of what 30 people believe should receive top billing in a city master plan. some wanted more city services, such as trash collection, while just as many wanted lower taxes. Some wanted to limit the industrial parks, and some warted to expand them.

"I'm surprised there weren't more repeats," said Roland Tonn of the Southeast Wisconsin Regional Planning Commission. "We've heard very diverse concerns tonight."

SEWRPC, the regional planning commission, has contracted with New Berlin to prepare the city's 20-year plan during the next two years.

"We were going to come up with a priority listing," said City Planner Rick Kuckkahn, "but from the diversity, it would be hard to come up with a top three." He said that his staff will try to find priorities from the long lists made up Monday by the citizen groups.

Hoese estimated it would take "a month or two" to compile that into a report, which will become part of the introduction to the master plan.

Some of the many suggestions from Monday that city planners will have to rank include:

- A city manager system instead of an elected council.
- Lessening of the rule-making powers of non-elected city departments.
- A new city Plan Commission.
- More kinds of housing, including condominium and multi-family.
- No mixing of single-family with multi-family housing.
- No more industrial park expansion.
- Preservation of natural corridors.
- More parks.
- More open space.
- Bicycle lanes.
- No horticultural businesses in residential areas.
- No building on reclaimed wetlands.
- Confronting sewerage and water-supply problems.

In other work on the new city master plan, Kuckkahn said that about 1,300 replies have been received to the 3,000 questionnaires sent recently to randomly selected households in New Berlin.

This was a good response, because even 15 percent would be encouraging in a typical public opinion survey, he said.

New Berlin Citizen
September 24, 1982

Planning process begins Sept. 27

The Plan Commission under direction of the Common Council will begin comprehensively updating our 1962 Master Plan. Over the years, sections of the 1962 plan have been modernized, but it has never been revised comprehensively on citywide basis.

The first step in a citizen oriented master plan is to seek and then apply citizen opinion. To this end a nominal group session will be conducted in the New Berlin Public Library, 14750 W. Cleveland Ave. on Sunday, Sept. 27, at 7 p.m. All residents in the city of New Berlin are welcome to attend.

At the meeting, the audience will be divided into groups of ten and within these smaller groups individuals will offer their opinions which are in turn presented to the entire meeting as a group. The nominal groups provide a vehicle encouraging all to participate equally without placing individuals "on the spot."

The focus of the session is to identify and consider solutions to present and future opportunities and problems. These may range from wet backyards to major flood prevention; commercial and housing sites to minibike noise.

This method of participation has been very successful in adjoining communities.

Citizen opinion will also be gathered this year with a mailed questionaire. Three thousand households have been randomly selected by computer and will receive these surveys.

New Berlin Citizen
March 17, 1983

Hometown facts

Commission gathers statistics

More than one-fourth of the land in New Berlin is unsuitable for homes with public sewers on an acre or less.

More than a third of the city's 23,589 acres, or 36.8 square miles is still farmland.

Less than half a percent of the city's land is being preserved as rural open space.

These are a few of the statistics compiled this month by the Southeast Wisconsin Regional Planning Commission (SEWRPC) for the 20-year master development plan it is making up for New Berlin.

Among the facts noted by SEWRPC are:

Woodlands make up 1,200 acres or 5 percent of the city's area.

The city has 13.3 miles of perennial streams. According to a 1975 federal survey, 11 percent of the city, 2,507 acres, is in 100-year flood plains.

Farmland comprises 8,971 acres, or 38 percent of New Berlin, but only 18 acres are being maintained as rural open space. Thirteen percent of the land, or 3,000 acres, is suitable for wildlife habitat; and of that, 137 acres are rated high-value wildlife habitat.

Fifty-four percent, or 12,862 acres have severe limitations for homes with septic systems on one acre or more. Public sewers would still cause problems for homes on one acre or less in 25 percent of the city, or 6,240 acres.

Elevations in the city vary by a little more than 300 feet. A stream valley in the northwest corner is 750 feet above sea level, while a hill in the southwest is 1,070 feet.

Annual mean temperature in New Berlin is 46.7 degrees, relative humidity 73 percent. Precipitation averages 30.43 inches a year, with snow adding 42.8 inches. Ninety-six days a year are clear, and 169 are cloudy.

The Milwaukee Journal
December 30, 1982

Recreation on New Berlin wish list

By Doris Hajewski
of The Journal Staff

New Berlin — New Berlin needs more recreational outlets — mostly an outdoor swimming pool, followed by ice rinks sledding hills and fitness and bicycle trails — according to a majority of residents who responded to a recent city survey.

An even larger number of respondents said the city should not consider installing sidewalks or allowing housing for low-income and moderate-income families. Neither has been proposed by city officials

The respondents also said the library ought to be expanded, but a new city hall was not needed. Both projects have been proposed by city officials. The library expansion recently was approved.

Preliminary data from the 82-question survey was released to The Journal Wednesday. More than 55%, or 1,520, of those who received the survey responded, according to city planners.

Steven Hoese, assistant city planner, said the survey was mailed to about one-third of New Berlin's households as part of a master plan update that is to be completed in 1984.

City Planner Rick Kuckkahn said his staff would continue to analyze information from the survey and verify percentage rates. He said a formal report on the survey would be ready in a few months.

The survey asked residents how they felt about city departments and services already available. It asked them to name services and types of development they would like to see in the future.

The survey also included space for individual comments. Slightly more than half of those who used the space expressed negative attitudes toward the city.

For example, some complained that taxes were too high and criticized specific city officials.

The respondents ranked safe, secure neighborhoods, privacy and quiet, and property taxes as the three main considerations in choosing their community. Hoese said consideration of schools and work location did not rank as high as planners had expected.

Residents also said they wanted regulations that would require homeowners to maintain their property. The majority also favored housing for the elderly.

Fire, police and ambulance services got the highest approval ratings from residents, with a majority saying they were very satisfied with the services. Services for the elderly and city hall employes got the lowest ratings.

Most of the respondents said they had lived in the city for at least 10 years, and almost all were owners of single-family homes. Most said they were between 25 and 64 years old and had incomes between $20,000 and $40,000.

New Berlin Citizen
June 9, 1983

Master plan results

Residents give city a good rating

By Bruce Williams

People like living in New Berlin because it's secure and quiet. Most are satisfied with city services and would question the cost of adding more. Any new recreational services should be for children and for appreciation of the natural environment. However, residents are concerned about the ability of elderly people to maintain their homes here and pay the taxes.

If more development is to expand New Berlin's tax base, most residents would rather see expansions of industry and office complexes, than changes in the residential pattern.

However, nearly half the residents feel they do not have a voice in the city government.

These are some of the findings released last week by the City Planning Department, based on last year's survey of New Berlin residents. Questionnaires were sent to 2,763 randomly-picked households, of which 1,506 responded. "Due to the size of the response, the results contained in this survey are statistically valid and reliable," City Planning declared in its report.

Asked why they live in New Berlin, 81.8 percent said their neighborhoods are safe and secure, and 74.2 percent cited the privacy and quiet. More than half noted relatively low property taxes, availability of open space, good schools and the rural environment.

"Although New Berlin has become more developed in recent years," wrote City Planning, "it appears that the open rural quality of the city is still its main attraction...clearly, the strongest positive response was related...to the attainment of personal goals, as opposed to...a sense of community or the convenience of urbanization.

By way of example, less than one-fourth of the people wanted low-income housing or a larger City Hall, and barely one-tenth wanted sidewalks.

"It appears that both sidewalks and low-income housing are viewed by residents as changing the character of their community," City Planning wrote. "It is interesting that sidewalks, of all proposed services, received the most negative response. In people's minds it clearly symbolizes an alteration in the rural character of the environment; also the cost is borne directly by the residents."

Asked why they might consider moving out of New Berlin, 32.1 percent said they would not. Slightly less than 23 percent said they would move for a new job or a larger house, while 12.3 percent said they would leave for a smaller house or for retirement. However, 25.3 percent said that high taxes, rent or mortgage could force them out.

Of this latter group, almost 75 percent of those 65 and older thought they may have to move because of the local cost of living. "Planners may want to consider whether New Berlin will be able to accommodate the portion of the population that is reaching retirement and might need less spacious or expensive homes," said City Planning.

Although only 24.3 percent of the survey respondents favored low-income housing, City Planning detected concern for the elderly. "Most surprising is that support for low-moderate income housing increased dramatically with age," the report said.

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Although only 24.3 percent of the survey respondents favored low-income housing, City Planning detected concern for the elderly. "Most surprising is that support for low-moderate income housing increased dramatically with age," the report said. "Of those who gave a response, 63 percent of those over 65 favored such housing, compared to 26 percent of those 45-64 years of age, and 16 percent of those 25-44 years of age."

Most residents said they were satisfied with fire, police and ambulance services. People were most critical of programs for the elderly, contacts with City Hall and the quality of public water.

City Planning speculated that criticism of public water may have to do with the controversy over the cost of water and sewer installation. Criticism of City Hall was not easily explained. "It may be, this is where residents must go to comply with regulations of various sorts, an unpleasant task," was the suggestion.

Security, quiet rate high with residents

(Continued from preceding page)

On the expansion of city facilities, two-thirds of those responding favored expanding the Public Library, less than half wanted to build a recreation center, and less than one-fourth wanted a larger City Hall. Nearly 73 percent of the citizens have library cards, the survey found.

Of those responding, 71 percent felt some need for additional recreational facilities while 29 percent felt that no additional recreational facilities were required. The facilities that residents indicated the highest need for were an outdoor swimming pool, winter sports areas (ice rink, sledding hill), fitness trails, additional picnic areas, and a lake.

For new development in New Berlin, 81.6 percent of those surveyed favored expansion of office complexes and 79.8 percent favored industrial growth, "as opposed to any type of residential development," City Planning noted. "Although not stated directly, it can be implied that residents view the existing industrial park as a model and a success, and that future industrial or office expansion would similarly be attractively designed and isolated from residential areas."

As for residential development, "it appears that residents prefer reasonably-priced, single-family homes to be the dominant housing type," City Planning said.

The survey from which these figures are drawn is part of the city's effort to set a master development plan for the city through the year 2,000.

The survey respondents, whom City Planning says typify the population here, tend to have high incomes, good educations, families in single-family homes, and jobs outside New Berlin.

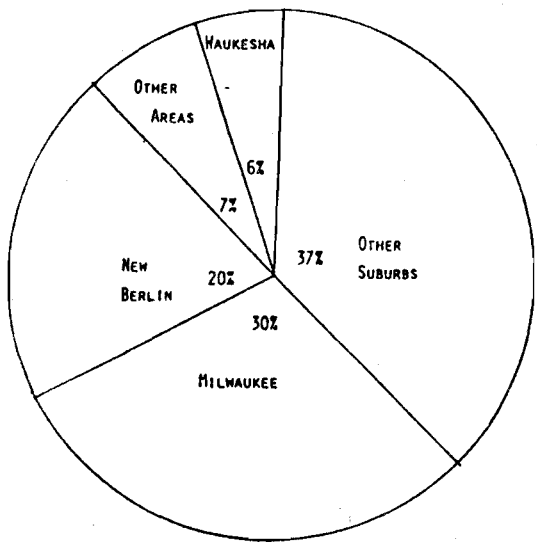
New Berlin households with no children total 50 percent, one child 18 percent, two children 21 percent, three children 8 percent and four or more 2 percent.

Income ranged between $20,000 and $40,000 for for 55.3 percent of the households; more than $40,000 for 28 percent; and less than $10,000 for only 4 percent.

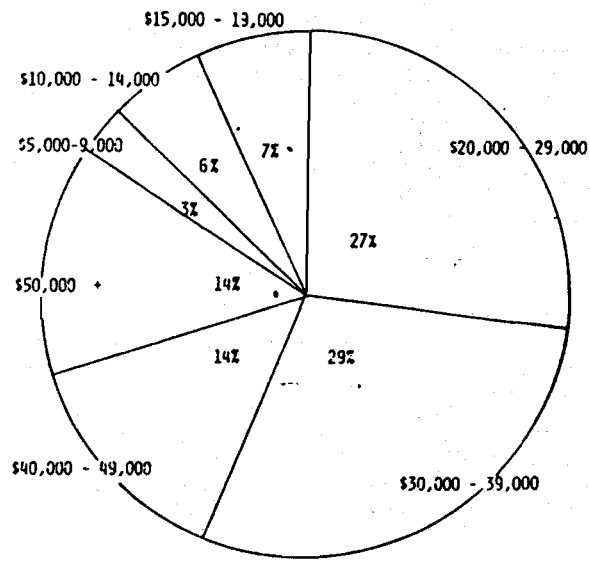
A total of 92.3 percent had high school diplomas; 68 percent had further training; and 11.2 had done post-graduate work.

However, only 15.6 percent of the primary breadwinners worked in New Berlin.

Renters were under-represented in the survey, City Planning admitted. Only 3.1 percent of those surveyed were tenants, while the census says that 12.8 percent of the population are, according to City Planning.



SURVEY RESULTS show that only about 20 percent of the residents of New Berlin work in the city.
(master plan survey)



FAMILY INCOME is over the $30,000 level in 57 percent of the households in New Berlin.
(master plan survey)

The Milwaukee Journal
August 22, 1983

New Berlin readies its plan for future

By Doris A. Hajewski
of The Journal Staff

New Berlin — In the years since New Berlin became a city in 1959, residential subdivisions have sprouted up throughout the area, separated by expanses of vacant land or farms.

The spotty development has been a problem for New Berlin, according to City Planner Rick Kuckkahn, because the scattered subdivisions make city services more expensive to provide.

"The city had weak planning — none — except in the last five years," Kuckkahn said. "No one really thought about it.

"We could be a potential mess. But I don't think we will be, because the community is concerned."

More than two years ago, the city's two professional planners, Kuckkahn and his assistant, Steven Hoese, started preparations for a new city master plan by meeting with small groups of residents and talking about neighborhood concerns.

Last year, the planners surveyed about a third of the city's households to find out how residents wanted their city to develop.

Now, using that information, and other statistics, the planners are working with the Southeastern Wisconsin Regional Planning Commission on the plan, which is expected to be completed next year.

"Assumptions made back in 1960 aren't valid today," Kuckkahn said. "Our growth is slowing down. Families are getting smaller."

Kuckkahn said the plan would consider new trends in family life and the nation's economy.

The plan also will address a topic that has been a source of controversy every time it is mentioned.

The topic is multifamily housing. It was never addressed in the old master plan. That plan specified areas for residential zoning, but did not designate density, Kuckkahn said.

In recent years, the city has been besieged with rezoning requests from developers who want to build apartments or condominiums. The requests usually draw opposition from neighbors, but several have been approved by the city.

Kuckkahn said the new master plan would not designate specific areas to be rezoned for multifamily housing. But the plan will set in writing criteria the Plan Commission has been using to determine whether multifamily zoning is appropriate, he said.

Kuckkahn said he expected the city's current pattern of steady residential growth to continue, with new subdivisions filling in the gaps between existing development east of Moorland Rd., where sewer service is available.

Sewers are not planned for the western part of the city for the remainder of the century.

By 2000, the city will have a population of 44,000 to 56,000, with most of the residents living in the area east of Moorland Rd., according to projections that are part of the new master plan.

Mayor John Malone said he hoped multifamily developments and housing for the elderly would be part of that growth.

Malone also said he hoped to see more commercial development in the future, preferably near the Moorland Rd.-National Ave. intersection at the heart of the city.

Industrial development is an area where New Berlin has done well, with nearly one-third of the city's assessed value housed in the New Berlin Industrial Park, one of the largest of its kind in southeastern Wisconsin, according to city officials.

The park, which is known for its tool and die making operations and graphics plants, is expected to expand southward as the economy picks up, Malone said.

The master plan will also examine the quality of life in New Berlin, Kuckkahn said, and recommend ways to achieve goals that ranked high with the 1,500 households that responded to the planners' survey last fall.

The picture of the typical New Berlin family painted by the data gathered as part of the survey indicates the quality of life in the community is high.

According to the survey, 52% of the respondents listed their incomes between $20,000 and $40,000, with 28% claiming total household incomes of over $40,000. About 58% of the households reported at least two wage earners.

The overwhelming majority said they owned their single-family homes, were married and middle-aged. Half said they had children living with them, and 92% of the families that responded included both husband and wife. Nearly all, or 92%, said they had at least a high school diploma.

New Berlin Citizen
February 23, 1984

Population, job growth projected

Plan shows 56,400 city residents by 2000

By Richard Furlick

City Planner Rick Kuckkahn and Patrick Meehan, a planner with the Southeastern Visconsin Regional Planning Commission, riefed New Berlin Plan Commission ıembers Monday on population and mployment forecasts capsulized in a ough draft of New Berlin's future land use nd urban design plan.

The planners advised the commissioners hat the master plan currently in the works ›rojected modest growth in population and ›bs through the year 2000. Census figures or 1980 pegged New Berlin's population at 0,500 with 15,900 jobs located in the city tself. Projecting modest, but organized rowth through the end of the century, the ›lan estimates the city's population at 6,400. The number of jobs is estimated to ump to 19,900.

According to Kuckkahn, cur-ently less than 5 percent of the people that vork in the city's industrial park, which ccounts for nearly 10,000 jobs, live in New ›erlin. "The city will be looking at ways to ıave a greater proportion of its resident ›opulation situated in jobs located in the ity. That is one of our goals," Kuckkahn aid.

The growth of the number of jobs ıssumes a greater attractiveness of the egion surrounding New Berlin. Ample upplies of high-quality water; availability f certain raw materials, particularly griculturally related materials; the pre-ence of a well-maintained transportation ystem; relatively low-cost public utilities; high quality of environment and recrea-tional areas; and positive attitudes toward business and industry—all these factors combine to make the region and New Berlin attractive to business growth and development, Meehan said. He explained that these qualities made optimistic projec-tions of increased job opportunities in New Berlin feasible.

Meehan noted that a survey of residents' attitudes showed that New Berlin was an attractive place to live. He found that the information gleaned in the 1982 attitudinal survey matched very closely the informa-tion contained in the 1980 census.

Kuckkahn said "I think the close corres-pondence of our figures to the census figures shows that we had a very accurate sample of our citizens."

A randomly drawn sample of 2,763 households from the city was developed from voter lists. City officials received 1,503 responses.

Most respondents, according to Kuck-kahn, said they lived in New Berlin because their neighborhoods were safe, secure, quiet, and private. Three-fourths of the responses showed residents felt that the expansion of industrial areas and office complex related land uses was acceptable. For Meehan, this verified that community attitudes were favorable to business development in the area.

"As business develops and expands here, we can reasonably assume that the in-creased number of jobs will be available to more New Berlin residents. We, however, have to work at bringing the jobs and the residents together. Ideally, a greater per-centage of our working population will find work in business and industry located

Waukesha Freeman
February 19, 1985

Master plan to be completed

NEW BERLIN — A long-awaited revision of the city's 23-year-old master plan is expected to be finished sometime this year. The new plan will attempt to preserve part of the city as rural area while concentrating commercial and industrial growth in other areas.

Monday, Patrick Meehan, a land use plannner with the Southeastern Wisconsin Regional Planning Commission presented a preliminary version of the master plan's revision to the Plan Commission.

Roland Tonn, SEWRPC land use division chief, said the plan would probably be refined several times before the city adopts it. He said he expected the revised plan to be completed in about six months.

City planner Richard Kuckkahn said the revised plan would attempt to:

- Come up with a plan so the city does not clutter its arterials with commercial development. Kuckkahn said the city would like to concentrate commercial development in one area of the city.
- Add about 600 acres of land for industial use. Kuckkahn said a study on employment projections for the city indicated the need for the additional land for industrial use. He said no site has been chosen for expansion of the city's industrial park.
- Fill in existing urban areas with more development. Kuckkahn said efforts would be concentrated in the area east of Calhoun Road. He said the city would encourage development in empty spaces between existing developments. The area west of Calhoun Road would remain essentially rural, Kuckkahn said.
- Tie the rural and urban areas of the city together with an environmental corridor. This would protect wetlands and floodplains from development, Kuckkahn said.

Kuckkahn said the city asked SEWRPC for assistance in revising the plan about two years ago. "The lion's share of the work is done," Kuckkahn said. "All that's left now is the mapping and that is the culmination of all the study that's been done."

In other action Monday, the Plan Commission referred to the zoning and subdivision committee a plan by Guy Owen Bourdo to build three softball diamonds at 18540 W. National Ave. In October, the City Council denied Bourdo permission to build the diamonds after 60 residents at a public hearing objected to the plan. The Plan Commission also had several objections to Bourdo's plan and recommended the denial.

New Berlin Citizen
February 21, 1985

Preliminary plan safeguards zoning choices

By Richard Furlick

Voting unanimously, the city's planning commissioners gave the Southeast Wisconsin Regional Planning Commission's (SEWRPC) planners preliminary approval of the first six chapters of the city's new master plan.

The city's planning staff and the principal planner of SEWRPC, Patrick Mechan, will refine the initial work used as a basis for the entire plan and present a more comprehensive report to the city prior to opening up the master plan to public scrutiny in a series of public hearings.

The material which received initial approval centered around an exhaustive inventory of the city's resources and an analysis of what the community can offer its residents through the year 2000.

Meehan pointed out that the planners were striving to solve planning issues before tackling such zoning issues as the size of the lots in areas targeted for urban use.

The planners decided that urban growth would take place east of Calhoun Rd. with open areas zoned for residential development being filled in with additional development before any other urban expansion could take place.

Meehan noted, "In this city you have a great variety of zoning types for different kinds of residential property sizes and people will have ample opportunity to make good choices of sites according to their needs. That opportunity will be safeguarded."

The regional planner called for a new official zoning map of the city that would show property boundary lines and give the precise location of the respective districts. While the city's planning staff has prepared an atlas using real estate plat maps which show each zoning district in relation to real property boundary lines, the maps are not official and only serve as an in-house tool for the staff.

Meehan noted that the official zoning map was prepared at a time when the city was still predominately rural. Over the past 20 years, the rapid urbanization occurring in the city has dictated that a new and more detailed zoning map be prepared that can be reproduced and amended.

Commissioner Ralph Becker, in commenting on portions of the chapters prior to their approval by the full commission, advised the commissioners to consult with school authorities before finalizing where schools would be recommended on the master plan's land use map.

City Planner Rick Kuckkahn agreed with Becker and suggested to Meehan that the time was now right to confer with school board authorities.

The early analysis will now be refined by both local and regional planning authorities before it is returned to the plan commissioners.

"We've reached a consensus tonight that we're heading in the right direction

The Milwaukee Journal
April 16, 1985

Rezoning of 240 acres sought in New Berlin

By Doris A. Hajewski
of The Journal Staff

New Berlin — A proposal for a 240-acre industrial and commercial development near Moorland Rd. and the Rock Freeway was presented to the Plan Commission Monday night.

Mero Susnar of California, a former New Berlin resident, is asking the city to rezone the land around the intersection for industrial use. It is now zoned for single-family residential development.

Susnar has owned the land for 20 years, according to City Planner Rick Kuckkahn. The acreage is north and south of the freeway, on both sides of Moorland Rd.

The commission took no action on the proposal Monday. Commission members said the proposal was a complicated one that would require discussion.

Kuckkahn said the rezoning request was in line with staff recommendations in a new city master plan that has been in the works for about two years. The staff is working on the master plan with the Southeastern Wisconsin Regional Planning Commission.

As part of the plan, Kuckkahn said, the planners are saying that the city will need about 600 additional acres of industrial development to provide jobs for a projected population of about 56,000 in the year 2000.

New Berlin now has 1,000 acres of industrial land, with 100 acres remaining for development. Most of that land lies in or near the city's industrial parks, between Moorland and Calhoun Rds., from the Chicago and North Western Railway tracks to just south of Cleveland Ave.

No sewer service is available for the Susnar land now. The area would be served by an interceptor sewer the city is building to connect its Regal Manors treatment plant to the Milwaukee Metropolitan Sewerage District system.

Before New Berlin can make that connection, however, the sewerage district must construct a 1,200-foot line at Hales Corners to join the two systems.

The district has held up that project in an attempt to force New Berlin to agree to the district's plan to charge New Berlin and other contract communities for their share of the capital costs of the district's pollution abatement program based on the equalized valuation of property.

In another matter Monday, the commission recommended that the city rezone land at 13700 W. National Ave. to allow the construction of an 84-unit apartment complex for the elderly. The site is across from New Berlin Memorial Hospital.

Waukesha Freeman
April 18, 1985

N.B. development pushed

By Claire Beglinger

NEW BERLIN — A California investor has asked the city to rezone land near the intersection of Highway 15 and Moorland Road for a 240-acre industrial and commercial development.

If approved, the rezoning could mean the development of one of the largest industrial and commercial sites in Waukesha County.

Mero Susnar, who owns Susnar Investments in Santa Barbara, made the request through a representative Monday.

Margaret L. Cafarelli, a California development consultant representing Susnar, told the Plan Commission Monday that the rezoning was "critical to the economic development of the city." Cafarelli said Susnar was a former New Berlin resident who played a role in the development of the Brookfield Square Shopping Center.

Cafarelli has given the city maps representing several possible uses for the land. All the versions, according to County Board Supervisor Vera Stroud, show a hotel located in a triangle-shaped area bounded by Highway 15, Moorland and Beloit roads. The maps also show multi-family housing and a regional shopping center.

According to the maps, Susnar owns land on all four corners of the intersection of Moorland Road and Highway 15, although it is not a contiguous tract. Much of that land is now zoned for agriculture and sparsely populated. The area is not served by municipal water or sewer.

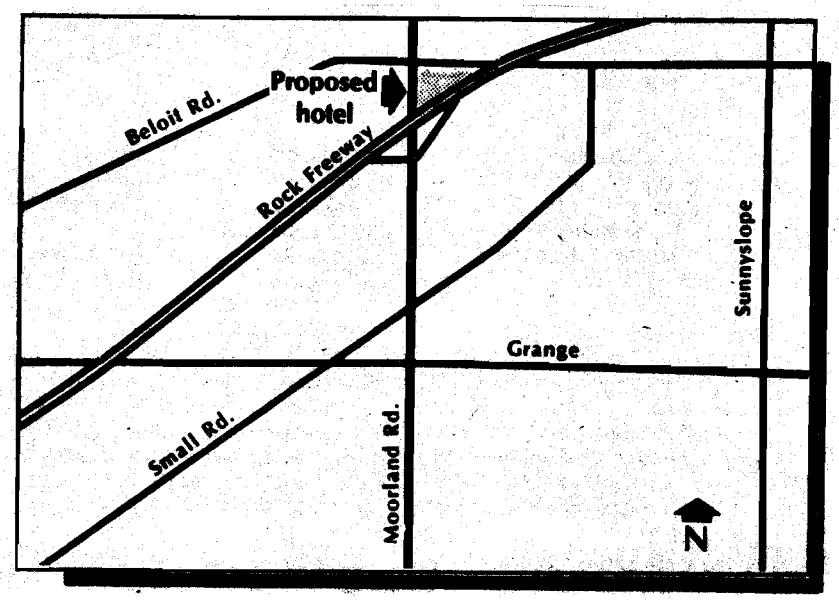
Jerome C. Hudy, New Berlin assessor, said land in that section of the city, with its present zoning, is worth about $2,000 per acre.

If zoned for industry and served by sewer and water, Hudy said the property could be worth up to $40,000 per acre. Commercial zoning and sewer and water service might raise its price to $250,000 per acre.

Cafarelli said the location of the property and the easy access to Highway 15 make it a prime location for development. She said a major national hotel chain and some high tech businesses both in Wisconsin and outside the state have expressed interest in locating on the site. She would not elaborate.

Stroud, whose district includes the site, said she has been interested in Susnar's plans for several years. Stroud said she thinks Susnar has clear title to some of the land but has been buying much of it on land contract over several years.

Stroud said she was not opposed to development but said the city should forgo the rezoning until the city's new master plan is completed and until about 200 vacant acres in the city's present industrial park is filled up.



New Berlin Citizen
April 18, 1985

21st Century Goals

Community of convenience

By Richard Furlick

Professionals in municipal planning develop a game plan for the growth of the committee they guide. Once that plan is formulated, they begin to support the plan with objectives, principles, and standards—those factors form the basis of the estimates of future community land use.

The objectives are not only the skeleton that supports the plan, but the guidelines that shape its growth.

New Berlin city planners have outlined a number of crucial objectives and standards that will give shape to the New Berlin that residents in the 21st Century will call home.

City Planner Rick Kuckkahn said recently, "The land use development objectives developed and approved by the city plan commission deal primarily with the allocation of space and the distribution of land uses in the community. They also deal with land use compatibility, the protection of our natural resource base, and their accessibility to the residents."

Once the planners determined the needs of the future community and the land use patterns that will accommodate those needs, a set of objectives was developed in conjunction with planners from the Southeastern Wisconsin Regional Planning Commission (SEWRPC).

The first objective that Kuckkahn, assistant city planner Steve Hoese, and SEWRPC principal planner Patrick Meehan developed established the goal of providing a balanced allocation of space to what planners call "various land use categories." In one aspect the balanced allocation would meet the social, physical, and economic needs of New Berlin by supporting the additional growth of single-family and multi-family residential dwellings in an orderly fashion.

The same concern would be shown for commercial development as well as industrial.

Both educational and other government facilities would also be considered under this planning objective. Not only would the placement of schools be guided with this objective in mind, but churches and fire stations would be located much more effectively in relation to population centers in the city.

The standards established by the planners call for a ratio of people to available acres of land.

For example, under the category of single-family dwellings, the planners have established in medium density urban areas—those with 10,000 to 20,000 square foot lots—a ratio of 87 acres to every 1,000 people.

The number of employees is used as the standard measurement for commercial and industrial development.

In commercial development, the ratio is six acres to every 100 commercial employees. The industrial ratio is 12 acres to every 100 industrial employees.

The guideline for public elementary middle, and high schools will call for an allocation of .3 acres to every 100 students.

Community parks will see an average of 2.2 acres for every thousand people.

The planners also established as an objective "a spatial distribution of the various land uses which will result in a compatible arrangement of land uses."

Kuckkahn said, "We're looking here at avoiding or minimizing hazards and dangers to the health, safety, and welfare of our citizens. We also want to make our facilities more accessible to everyone. We want to establish a community that offers convenience."

How is that done?

Basically, planners feel that urban residential uses should be located in planned neighborhood units which are served with centralized public sanitary sewerage and water supply facilities.

The neighborhood units, according to Kuckkahn, should also contain, within a reasonable walking distance, necessary supporting local services: parks, elementary schools, and neighborhood commercial buildings.

"The residents should also have reasonable access through some appropriate form of the transportation system to their place of employment," Kuckkahn said.

Hoese seconded Kuckkahn's remarks by saying, "We also want that same accessibility for people who need to get to their community and regional commercial centers. That goes equally well for the needs of the public to reach the cultural and governmental centers, not to mention the schools."

The same standards will apply to those residents living in the more rural and suburban residential areas of the city.

Hand in hand with this objective, city officials have felt it was vitally important to recognize as an objective the accessible location of those facilities offering goods and services to the community.

"We want to afford the maximum convenience to our residents," Kuckkahn said.

"The extent to which we allow stores and schools, parks and roadways, and where we allow them, will ultimately determine the quality of life in this city. We're very aware of the critical nature of this planning objective."

The planners have cautiously assessed the importance of every objective that underlies the vital decisions about how the limited land of the city will be put to its best use.

Whether today's residents believe the planners or not, their children and grandchildren, tomorrow's New Berlin taxpayers, will live with the results of the planning decisions being made in 1985.

Next: Objectives that maintain the natural beauty of the city

New Berlin Citizen
April 25, 1985

21st Century Goals

Natural environment city asset

By Richard Furlick

One of the true benefits of living in New Berlin is the experience the residents have of living in a city that offers a beautiful rural environment.

The city's planners, Rick Kuckkahn and Steve Hoese, haven't overlooked this tangible benefit as they have formulated the city's plans for the future.

Kuckkahn acknowledged that it was their definite goal to maintain the balance that makes New Berlin unique—the balance between a small, modern city with attractive conveniences, and a rural haven of lakes, streams, wetlands and woodlands, and wildlife.

"If we allocate the uses of our land properly, we can maintain an ecological balance between the activities of man and that natural environment that supports," Kuckkahn said.

Soil, for example, is an irreplaceable resource. The planners intend to establish a proper relation of urban and rural land use development to the appropriate soil types found in the city.

"We feel that this will aid in the establishment of better settlement patterns in the community," the planner added.

There are several standards the planners have adopted to achieve this objective.

First, sewered urban development should not be located in areas covered by soils that have been identified earlier in a regional detailed operational soil survey as having severe or very severe limitations for sewered development except in areas of less than five acres.

No exceptions will be made for mapped out, protected wetland areas.

Further, unsewered surburban and rural residential development should not be located in areas covered by soils that the study had also determined had posed severe limitations for such development.

"Our inland lakes and streams constitute not only prime recreation areas for people," said Hoese, "but they also offer opportunities for certain scientific, educational, and cultural activities. They form a great environment for desirable plant and animal life as well. We are very concerned about maintaining their natural purity."

The lakes and streams also serve to store and convey flood waters that flow through a city and provide several water withdrawal requirements.

The planners cautioned that floodlands would not be allocated to any urban development that would cause or be subject to flood damage.

Also the floodwater storage capacity of natural floodlands should not be reduced by urban or rural development, according to Hoese.

The planners are also seeking to insure that the flow capacity of perennial stream channels and their related floodlands should be maintained.

Wetland areas adjacent to streams or lakes in New Berlin will be used only for recreation and will not be allocated to any urban development, Kuckkahn said.

That principle also applies to wetlands within areas that have special wildlife and other natural values to the community.

According to Kuckkahn, state law requires the preservation of all wetlands of at least five acres.

The new plan establishes a minimum standard for the use of woodlands. The standard stipulates that a "minimum community aggregate of five acres of woodland per 1,000 population should be maintained for recreational pursuits."

"We also felt, quite naturally, that the most suitable habitat for wildlife—the area where fish and game can best be fed, sheltered, and reproduced—is a natural habitat, Kuckkahn said.

"If we maintain our other natural resources as we should, we'll ensure the preservation of a suitable wildlife habitat."

We find it critical, Kuckkahn said, to preserve those important aspects of our natural resource base here in the city. The city has to preserve its primary environmental corridors and prime agricultural lands. That is the basis of maintaining an ecological balance, natural beauty, and the economic well-being of the city.

Environmental corridors are a composite of the best individual elements of the natural resource base.

A corridor can be made up of lakes, rivers and streams, as well as any related floodlands, wetlands, and woodlands. Wildlife habitats are also included in the establishment of a corridor.

The planners also note that rugged terrain with slopes rising at least twelve percent above level ground or rocky formations can be designated an environmental corridor.

With this concept in mind, the planners recommend that all remaining undeveloped lands within a primary environmental corridor in the city should be preserved in essentially natural, open uses.

Secondary corridors should be preserved, according to the planners, as drainageways, floodwater deten-

(Continued on next page)

City Planning

Resources studied

(Continued from preceding page)

tion areas, or neighborhood parks.

The planners have also outlined their plans for prime agricultural lands.

"Prime agricultural lands constitute the most productive farm lands in the area," Hoese said.

In the planning for the maintaining of such land in the city's 38 square miles, it has been determined that a planning goal was to establish a minimum standard of 35 acres or more for parcels that would be preserved for agricultural use.

Also the plan calls for forbidding non-farm residential development in prime agricultural areas.

The planners note that residential development in other agricultural areas should be discouraged.

If the development is permitted, however, it should generally be limited to densities equivalent to the established rural estate density governing single-family residences, Kuckkahn said.

Next: More recreation and better transportation

New Berlin Citizen
May 2, 1985

21st Century Goals

Recreation sites will bring people together

By Richard Furlick

New Berlin has always been known as a city that offers a variety of recreational pleasures. From softball to stargazing, the city's various natural resources and parks have lent themselves to the enjoyment of many activities for the thousands who call New Berlin their home.

As plans for the city's future take shape, the importance of the recreational nature of the city has been underlined in the master plan.

The city's planning staff has been making provisions for an integrated system of what might be called public general use outdoor recreation sites and related open space areas, City Planner Rick Kuckkahn said.

He noted that the goal of planning for recreational land use is to allow the city's residents "adequate opportunity to participate in a wide range of outdoor activities."

"We feel that it is the inherent right of all residents of the area to have their physical and mental health maintained to an optimum level," Kuckkahn said.

It is the position of the city that by providing general use outdoor recreational sites to the public, we can contribute to the attainment and maintenance of our residents physical and mental health, he added.

The planners feel the city does this best by providing opportunities to participate in a wide range of both intensive and extensive outdoor recreation activities.

"Activities such as baseball, swimming, tennis and ice-skating are great activities for exercising the body," assistant city planner Steve Hoese said.

With Americans so health conscious, these activities and others like them take on a new significance to a generation that believes in maintaining themselves in the best possible physical condition, Hoese added. The city wants to offer the kind of support to this effort that will be most meaningful. We think we can do it by planning for land use that will guarantee that these activities will be furthered for decades, he continued.

The planners are also considering open areas for less athletic activities much as pleasure walking, picnicking, or just rest and reflection.

"These activities tend to reduce everyday tensions and anxieties and, as a result, help to maintain proper mental and physical well-being as well," Kuckkahn observed.

It is one of the planners' goals to use the outdoor recreational sites to provide a sense of community.

The plan calls for properly locating the recreation sites in such way as to bring people together for social and cultural as well as recreational activities.

"The city considers this important because this layout will contribute to the desirability and stability of residential neighborhoods. Property values and lifestyles will be maintained at their currently levels," Kuckkahn said.

Recreational corridors will also be set aside for such recreational pursuits as biking, hiking, ski touring, and leisurely driving.

Our task is to provide sufficient open space lands to develop a system of recreational corridors that meet the peoples' demands for extensive trail-oriented recreational activities, Hoese noted.

An integrated transportation system is also a must if the city is to meet the needs of its residents in the next 20 years.

"If we can develop an integrated area transportation system that would serve to freely interconnect the various land uses within the city, its neighborhoods, and the entire region, we can provide accessibility to the various land use activities that we're fostering and ensure community support of the activities," Kuckkahn said.

The planners are developing a functional hierarchy of arterials, land access streets, and pedestrian paths to service the entire area.

Land access streets will be developed to conduct traffic to and from individual building sites, according to Kuckkahn.

Collector streets will collect traffic from urban areas abutting the land access streets and convey it to both the major arterial streets and activity centers in the community, Hoese added.

Finally arterial streets will be designed to provide for "the expeditious movement of through traffic into and out of the community." Kuckkahn said that movement within the community would be accommodated by the arterials as well.

Bicycle paths are also going to be provided by the planners who project an overall bicycle path system.

Next Week: City Services

The Milwaukee Journal
May 7, 1985

Foes of New Berlin rezoning call for environmental study

By Doris A. Hajewski
of The Journal Staff

New Berlin — A proposal to rezone land at the intersection of I-94 and Moorland Rd. for industrial and commercial development drew about 300 people to City Hall Monday night.

The Plan Commission took no action on the proposal, which involves 240 acres on all sides of the intersection, and the crowd left quietly after their spokesman, Richard Jerabek, made a statement.

Jerabek, who asked for an environmental impact study of the area before any rezoning decision is made, also alleged that a city official had bought land near the site recently. He called for an investigation of all land purchases in the area in the last five years.

Jerabek was referring to a 1983 purchase in which Ald. Agnes Schkeryantz's husband, Andrew, bought 89 acres at 4908 S. Calhoun Rd. under a land contract.

The Schkeryantz land is just west of the proposed rezoning site, which is owned by Mero Susnar, formerly of New Berlin and now living in California. It could become part of a larger rezoning that will be recommended in a new city master plan.

Jerabek is one of the founders of a group that opposes the Susnar plan. The group, called SERV — for Save Environmental and Residential Values — draws most of its support from the Regal Manors subdivisions on Moorland Rd. just north of the Susnar property.

Meeting set May 21

In response to that opposition, Mayor Tim Tully said Monday that an informational hearing on the proposal would be held at 7 p.m. May 21 at City Hall. The hearing may be moved to a larger meeting hall if possible, Tully said.

In a related matter, the new city master plan will be presented to the Plan Commission May 20. That plan will say that New Berlin needs an additional 600 acres of industrial development to serve future population growth and will recommend that at least 500 acres be rezoned for that use, according to city planner Rick Kuckkahn,

Kuckkahn said the Susnar plan would be in line with the master plan recommendations, which have been in the works for about two years. He said, though, that the commission was not expected to act on the master plan May 20.

In an informal gathering on the lawn of City Hall Monday, Jerabek urged residents to become involved in the master plan approval process to fight any industrial rezoning in the Moorland Rd. area. He said people who built homes in the Regal Manors subdivisions expected to live in a quiet residential area, not near an industrial park.

Jerabek is asking the city to consider other sites for industrial zoning. He suggested Racine Ave., on the far west side of the city, and Lincoln Rd., just west of the existing New Berlin Industrial Park, as two possibilities.

Jerabek also said New Berlin did not need to create new jobs for its residents, adding that only 8% of the workers in the city's large, existing industrial park were city residents. He said the Susnar development would draw more workers from Milwaukee.

In addition to industrial development, Susnar is proposing a hotel and shopping complex for the site.

No development can occur on the property, however, until sewers become available. The area is scheduled to be served by an interceptor sewer that will connect the city's Regal Manors treatment plant to the Milwaukee Metropolitan Sewerage District system at Hales Corners.

New Berlin Citizen
May 9, 1985

21st Century Goals

Variety, balance in developments

By Richard Furlick

With what is acknowledged as one of the finest industrial park complexes in the United States in its midst, the city of New Berlin is considered a business jewel in the region of southeastern Wisconsin.

City planners intend to keep it that way.

One of the foremost objectives the planners have in mind as they plot the growth of the city is the preservation, development, and redevelopment of a variety of suitable industrial and commercial sites. The planners are concerned with the physical characteristics of the development and its location.

"There is no question that the production and sale of goods and services are some of the principal things that determine the level of economic vitality in any society. And our community is no different. Important activities related to these functions require areas and locations suitable to their purpose," City Planner Rick Kuckkahn said.

Planners maintain that local industrial development should be located in planned industrial districts which meet several standards.

There should be direct access to the arterial street and highway systems in the area.

There should be available an adequate water supply and sanitary public sewer service, as well as storm water drainage facilities.

"We also look to see that an adequate power supply which includes natural gas and electricity is available as well," Assistant City Planner Steve Hoese said.

What we want to achieve with our commercial development is to have the local commercial development located within designated community and neighborhood areas to avoid strip commercial development along the arterial streets and highways, Kuckkahn added.

The planners will note the size and distribution of the population and the proximity of fire stations available to service the population.

The optimum service range of an engine and ladder company from residences lies between one and one-half to two miles, according to the planners. For simply a ladder company, the range extends to two to three miles for optimum efficiency.

Another objective the planners have set is to provide an adequate location and choice of a variety of housing for the varying age and income groups.

This city must plan for a range of housing that includes manufactured housing, detached single-family dwellings, attached two-family dwellings, attached multi-family rowhouses or townhouses, and attached multi-family garden apartments or condominiums, Kuckkahn said.

Under the plan, rental and homeowner vacancy rates should be maintained at a minimum of four percent, a maximum of six percent for rental units, and a one to two percent range for homeowner units.

Guidelines for residential density will also be established. For example, existing vacant rural estate, suburban, and low-density platted residential lots greater than 20,000 square feet should be developed and filled in with single-family residential development.

The planners have yet to establish what percent of the total net residential development area should consist of medium density urban single-family dwelling units on 10,000 to 20,000 square foot lots.

Similarly, no percentages have been established for the relationship between residential development and high-medium density urban multi-family dwelling units at densities ranging from 4.4 to 6.9 dwelling units per net residential acre.

The planners are currently studying the relationships and are working to refine what can be a subtle and somewhat inexact measurement.

"These are concerns that revolve around people's needs and we're studying those proportions very carefully. They have an impact on lifestyle, and we can't take that lightly," Kuckkahn.

Next: Urban Design Criteria

The Milwaukee Journal
May 16, 1985

Hearing switched on rezoning plan

By Doris A. Hajewski
of The Journal Staff

New Berlin — An informational hearing on a proposal to rezone 240 acres near the intersection of Moorland Rd. and the Rock Freeway for industrial and commercial development has been switched to 7 p.m. May 29 at the Eisenhower High School auditorium.

The hearing originally had been scheduled for May 21 at City Hall. But the date was changed so it could be held at the high school, 4333 S. Sunny Slope Rd., which can accommodate a larger crowd.

The rezoning was requested by Mero Susnar of Santa Barbara, Calif., a former city resident who owns most of the land.

City Planner Rick Kuckkahn said Leo S. Schaefer, of 5475 S. Moorland Rd., owned 76 of the acres south of the freeway and west of Moorland Rd.

Kuckkahn said that would not affect the rezoning proposal as long as Susnar had an option to buy the land. Kuckkahn said Susnar told him he would submit proof of the option.

Under Susnar's proposal, the land would be used for professional offices, duplexes, retail shops, a motel, and a restaurant, in addition to the industrial development. The plan would involve moving a county-owned Park-and-Ride lot from the east side of Moorland Rd. to the southwest corner of Moorland Rd. and Beloit Rd.

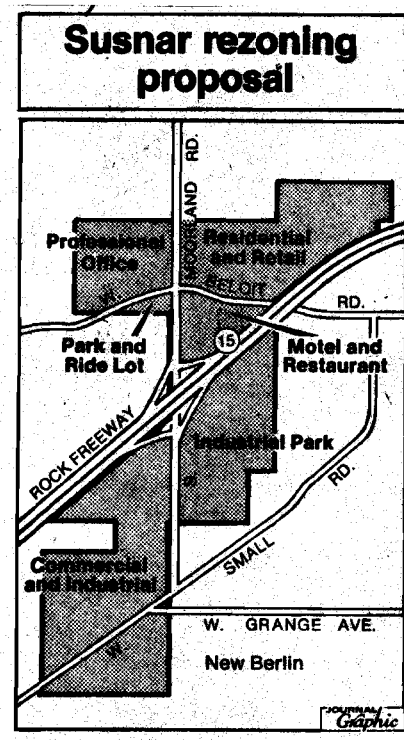
A substantial portion of the Susnar acreage extends north of Beloit Rd. to the southern borders of two Regal Manors subdivisions, on both sides of Moorland Rd.

Residents of those areas have organized to oppose the zoning change, saying that it will devalue their homes and that the industrial development will raise local property taxes.

They claim that the development will force the city to convert its volunteer fire department to a paid department, and predict that the city will spend millions to widen Grange Ave. and Small and Beloit Rds. if the rezoning is approved.

The Susnar proposal has not been discussed publicly since it was presented last month to the Plan Commission.

Kuckkahn said Susnar had agreed to grant the city an extension of the deadline for action on the rezoning. Normally, the city must act within 60 days on such requests, he said.



21st Century

New Berlin Citizen
May 16, 1985

Designing the city of the future

By Richard Furlick

Planners engaged in the lengthy and detailed process known as urban design face constant problems arising from the physical layout of a city's homes, schools, parks, businesses and industries.

Planning professionals have adopted a body of information known as urban design criteria to deal with the physical problems they must overcome as they plot the total design of the city for the future.

"Neighborhood recreational and eductional facilities have a high priority with us in this city," City Planner Rick Kuckkahn said recently.

The city intends that recreational lands at the neighborhood level should provide a focal point for neighborhood activities and should be located and developed in conjunction with a neighborhood elementary school, Kuckkahn said. The elementary school and recreational facilities should be provided on a common site available to serve the recreation demands of both the school student and the neighborhood population.

The residents of the neighborhoods should also be afforded convenient access to existing and proposed commercial facilities, educational and recreational facilities, and transportation facilities if the city and regional planners have done their job well, assistant city planner Steve Hoese added.

The planners have also considered the impact streets can have on neighborhoods and are taking steps to ensure that the character of individual neighborhoods isn't adversely affected by "progress."

"We intend to protect both the character of the residential areas and the roads by limiting the access from the abutting land uses to the roadways," Kuckkahn said.

Local and through traffic will be separated, and planting screens with a minimum width of 20 feet will be provided by the city in those non-access reservation areas along the rear of a property line that runs parallel to a street or highway.

An attempt will be made to control street intersections so that not more than two streets will intersect and most intersections of the streets will run at right angles.

Wheelchair and bicycle curb ramps will also be installed at street intersection crosswalks.

Residential blocks will be layed out in varying lengths ranging from 600 feet to 1,200 feet, and will be wide enough to provide for two tiers of lots.

The planners have established that every lot should front or abut a public street for a distance of at least 85 feet, and in the case of cul-de-sac streets should abut the street for a distance of at least 50 feet. Corner lots are proposed to have an additional width of 10 feet to permit adequate building setbacks from side streets.

"We will also make every effort to protect and retain all existing trees, shrubbery, vines, and grasses lying in public roadways, drainageways, paths and trails," Kuckkahn said. "We feel trees should be protected and preserved during construction in accordance with sound conservation practices."

The city has drawn up a general landscape guide for planting and selection of various trees to perform a variety of functions such as providing shade, street landscaping, lawn landscaping, hedges, screens, and windbreaks for the city.

Tree cutting and shrubbery clearing should not exceed 30 percent of the lot or tract if possible, Hoese noted.

The plan also calls for planting at least one shade tree 10 feet high for each 50 feet of frontage on proposed lots.

"We will also use trees and shrubs, as well as earth berms, to serve as noise barriers," Hoese observed.

The planners are also using as a guide a storm water drainage plan developed by engineers of the J. C. Zimmerman Engineering Corp. in 1974 to eliminate problems of drainage through a subdivision.

According to Kuckkahn, such storm water facilities will include curbs and gutters, storm sewers, road ditches, culverts, open channels, and setting basins.

"We want the facilities to be designed to prevent soil erosion and to present no hazard to life or property," he said.

The plan also calls for planned construction activities so that the city's soil base is disturbed a minimum amount of time.

"The city is concerned that the subdivider should plant those grasses, trees, and vines which are necessary to prevent soil erosion and sedimentation. The city may require the subdivider to provide or install certain protection and rehabilitation measures, such as fencing, slopes, seeding, trees, shrubs, clearing, and dredging if we feel it would enhance the nature of the development and the entire city," Kuckkahn noted.

But, as Hoese commented, "this is just the start of making New Berlin a showcase of good urban design."

Waukesha Freeman
May 21, 1985

Plan: Expand industrial land in N.B.

By Candace Doyle

NEW BERLIN — A master land use plan for the city was unveiled for the first time Monday night to the Plan Commission — and to more than 100 opponents of industrial development in the city who attended the meeting.

City Planner Rick Kuckkahn and Patrick J. Meehan, a planner for the Southeastern Wisconsin Regional Planning Commission, presented a city design for the year 2000 recommending that industrial acreage be more than doubled.

Presently, 525 acres of industrial land is designated in the city — or 2.2 percent of New Berlin's total acreage.

The master plan, which Kuckkahn said is an update of a plan approved by the city in 1962, recommends that more than 1,300 acres — or just under 6 percent of the city's land — be committed to industrial growth.

The plan, basing its recommendations on population projections for the city of about 57,000 by the year 2000, suggests three areas for this growth to occur: 1) along West Lincoln Avenue; 2) south of the city's existing industrial park; or 3) near Moorland Road and Highway 15.

The Moorland Road-Highway 15 alternative is where California investor Mero Susnar proposed a 240-acre commercial and industrial development, which has drawn opposition from a group of homeowners living near that site. That group formed Save the Environment and Residential Values to oppose that development and to become more involved in developing the city's master land use plan. Many members of the homeowners' group attended Monday's meeting.

Kuckkahn told those attending the meeting last night that, according to a random survey of city residents conducted by the city in 1983, 71.9 percent favored industrial expansion in the city and 69 percent favored commercial expansion.

However, Kuckkahn also said that city residents indicated that they liked living in New Berlin because of the privacy it afforded and that, while wanting industrial growth, they wanted a rural flavor to be maintained.

Meehan said the purpose of a land use plan was to maintain a balance of land use including a mix of urban and rural areas but preventing strip development and the elimination of natural resource land.

New Berlin Citizen
May 23, 1985

21st Century Goals

Commercial business clusters

By Richard Furlick

The city of New Berlin, industry and commerce have had a relatively long and very successful partnership. Early in the city's history of planning the concern for areas that were right for commercial and industrial development was uppermost in the minds of New Berlin officials.

Urban design criteria for industrial and commercial development has been considered carefully by the city's current planners to ensure that the development retains the high quality that has marked New Berlin's industrial and commercial development.

"We take into account several factors as we establish the design criteria for industrial growth," City Planner Rick Kuckkahn said recently.

Street, block, and lot layouts are given close scrutiny by the planners. Auto parking, easements, storm water drainage and erosion sedimentation control are also studied before final approval is recommended for a development. Anyone who has driven through the industrial park knows that general landscaping is also kept at a high aesthetic level by city regulations resulting from planning guidelines.

"With regard to industrial development, we feel that lots should be designed to provide aesthetically pleasing building sites and a proper architectural setting for the industrial buildings that are contemplated for development," assistant city planner Steve Hoese said.

To achieve that end, double frontage or "through" lots will likely be prohibited except where it is necessary to provide separation of industrial development from arterial traffic or where specific disadvantages of topography are an obstacle.

The lot size will conform to the requirements of the city's zoning ordinance code.

"The depth of the lots should be adequate to provide for off-street service and parking that is required by the industrial use," Kuckkahn observed.

The planners recommend that no building or portion of the industrial building should be built nearer than 50 feet from the front line of any industrial lot. Also, where industrial use directly abuts residential uses there should be open space provided on the industrial lot a minimum of 50 feet wide between the two uses, Kuckkahn said.

The parking lots of the buildings will also be given guidelines. The plan proposes to recommend that employee off-street parking should not be permitted within the front yard setback line of any industrial lot. However, it may be allowed within the front setback from the street right-of-way line when it is approved by the plan commission.

The number of parking stalls will be determined by the number of employees, with one stall for every three employees on a maximum shift.

"The capacity of an arterial to handle traffic safety will determine the limit of access industries have to arterial streets or highways. This will be the overriding criteria that will determine access points for industries in the city. We are especially concerned about the safety of our traffic," Hoese said.

The areas will all be highly landscaped as well, Kuckkahn noted. Existing vegetation will be cleared, trees and shrubs will be planted to preserve the rural look of the community, paths will be planned, and plenty of open space will be assured by the planners and the developers working with the city.

Commercial business clustering. That's the byword for planning future commercial development in the city.

"Basically the city wants to make sure that businesses with similar characteristics should form commercial clusters and locate within proximity of one another in order to define better identifiable commercial areas for the customers," Kuckkahn said.

That, in turn, will offer functional linkages of certain businesses and reduce the distances that people have to drive and make the businesses more convenient to the residents of the city.

The planners are looking at clusters that follow six general types.

First, there is the shopping center-retail sales cluster that requires large parking lots serving a variety of retail stores.

Gasoline stations, automobile sales and service garages, car washes, drive-in banking facilities, and drive-in theaters form the cluster known as the highway-oriented retail sales and service cluster.

Another such cluster is the transient-user oriented service which includes fast-food and drive-in restaurants, motels and gas stations.

A fourth general type of cluster is known as the large floor area retail sales business cluster. Furniture and appliance sales stores, factory outlets, and nursery sales shops are the major forms of business in this category.

Lumber and building supplies businesses, large equipment sales showrooms, and fuel oil sales outlets make up the cluster labeled bulk sales operations and construction services.

Offices form the sixth cluster. These offices typically house professional firms, medical and dental clinics, and banks.

Once the locations of the various clusters have been determined the circulation of traffic in and around the parcels of land dedicated to commercial development will be planned to provide easy access to parking facilities from the larger community without destroying the safety or capacity of the arterial streets.

The plan calls for paving all off-street parking areas to eliminate dust and aid drainage.

"We will take hard looks at the architectural design of the commercial buildings proposed for the city," Hoese said. "The structural shapes of the buildings themselves, their proportions, the placement of their signs, and various other building details all contribute to the overall commercial streetscape appearance."

Consequently, individual building facade treatment plans should be developed based upon the design character of the surrounding commercial area, the planners say. That will ensure a degree of compatibility of architectural design with neighboring structures.

"We'll also be looking to see that maintenance programs will be established that include watering, maintenance and pruning of any landscape planting areas, that also guarantee that litter will be cleaned and picked up, and that require any broken or vandalized yard furniture be replaced quickly. We'll also call for repaving any broken riding surfaces," Kuckkahn assured.

Clearly the planners are establishing criteria that will ensure that New Berlin remains an aesthetically pleasing city and a convenience to its residents.

NEXT: Land use and urban design plan for the year 2000.

New Berlin Citizen
May 30, 1985

21st Century Goals

Population forecasts essential

By Richard Furlick

Once the planners have developed population forecasts for New Berlin for the next twenty years, the task is to establish the various uses of land within the city that will accommodate the increased population.

With a forecast projecting an optimum population of 56,400 people in the year 2000, planners Rick Kuckkahn, Steve Hoese, Patrick Meehan of SEWRPC, and the plan commissioners have had to look at what the needs of a community that size will be and how they can be met.

Using two basic types of planning standards, they developed the land use requirements that will soon come under public scrutiny.

First, they used what is known as per capita standards. The standard is intended to help estimate the total number of acres of land needed to satisfy each basic land use requirement of the resident population for the year 2000, Kuckkahn said.

The second standard is called the application of accessibility standard, which is expressed as a maximum service area for certain sites, land uses, and facilities. This standard is intended to assure that these are spatially distributed in a manner convenient and efficient to the population they will serve.

In some situations, per capita standards may be met, but a need may still exist for additional sites or facilities due to the relative inaccessibility or distance of an existing facility to a portion of the population, said Hoese.

He also cautioned that forecasts of future population levels must be prepared and utilized in the application of land use standards, but the forecasts do involve a measure of uncertainty and must be used with caution.

"Forecasts cannot take into account events which are not predictable but which may have major effects upon future conditions," Hoese said, noting that the city must routinely re-examine the population forecasts.

The city conducts the re-examination to maintain the validity of the exist needs based on the application of the standards to the forecast population levels, Hoese added.

"We also feel it should be noted that while many of the objectives and standards we deal with relate to the resident population to be served, one of the most important objectives, the preservation and protection of the underlying and sustaining natural resourse case, is, in effect, independent of any resident population level," Kuckkahn said.

Kuckkahn stressed that in order for New Berlin to keep its rural character it was important to preserve the environmental corridors within the city in an essentially open, natural state and to preserve important agricultural lands in agricultural use.

The land needs for various urban land uses were determined by the planners by applying what they call appropriate land use development standards to the forecast population increment from the year 1980 to the year 2000.

Based on those formulations, the planners expect to satisfy the need for more urban land use by possibily converting roughly 3,524 acres of rural land to urban use.

"We as planners have to consider first the base year, 1980, and the existing land use. Then we look at its adequacy to serve the community to the target year, 2000 in terms of such considerations as area, and location, as well as other criteria," Kuckkahn noted.

From that Kuckkahn and his staff formulate the final land use requirements for the year 2000 for each land use category ranging from residential and its respective breakdowns to commercial, industrial, governmental and institutional, recreational, and agricultural and other rural lands.

Waukesha Freeman
May 30, 1985

N.B. chiefs defend industrial growth

By Candace Doyle

NEW BERLIN — City officials defended themselves Wednesday night against charges that they were pursuing industrial development in the city to further their own interests.

Mayor Timothy Tully assured members of Save the Environment and Residential Values, a neighborhood group formed in opposition to California investor Mero Susnar's now-canceled plans for a 240-acre development at Highway 15 and Moorland Road, that the city's dealings with developers were above board.

Tully also told the about 300 SERV members attending an informational meeting on a land use plan for the city that city officials were responsive to residents' concerns about industrial growth.

The meeting, initially scheduled to discuss Susnar's proposal, was held instead to discuss alternate land use plans after the city was informed that plans for the industrial complex at the Moorland Road and Highway 15 site had been shelved.

Susnar's representative, Margaret Cafarelli, informed the city in a letter Wednesday that plans for the development had been canceled until the city developed a master land use plan.

"We hope that the time needed to enact an acceptable master plan will not thwart the interest or the enthusiasm of the protential users," Cafarelli said in the letter.

Some SERV members Wednesday night questioned whether city officials advised Susnar to withdraw his rezoning request until the master plan is developed.

The master plan offers three alternative sites for industrial use, one of which includes the Moorland Road and Highway 15 area.

Once the master plan is developed and land is zoned for industrial use, the members claimed, Susnar would be in a better position to get approval for an industrial complex.

Tully, however, said city officials were not advising Susnar or any other developers on when to approach the council on proposed developments.

"You're obviously questioning the integrity of city officials," Tully said. "The only thing that has happened here is that a developer came here with a plan. The reason the Susnar project was repealed was because of opposition from the neighbors."

Tully also assured SERV members that Ald. Agnes Schkeryantz, whose husband owns undeveloped property near where Susnar's development was proposed, had agreed not to vote on the Susnar project if it had came before the City Council.

SERV members had claimed that Schkeryantz, Sixth District alderman, or her husband knew about Susnar's plans and suggested that they had purchased the land with foreknowledge of the proposed development.

City Planner Rick Kuckkahn, who denied that his department advised aldermen on land purchases, also refuted claims by SERV members that past and proposed developments in the city were harming the city's credit rating.

"We've always had an A rating," he said. "Our population is simply too low for the rating agency to increase that rating."

Kuckkahn said that the purpose of a land use plan was not simply to attract industrial growth in the city. He said that a master plan would identify areas best suited for industrial, commercial and residential growth.

"We have a reasonable balance," he said, "and I think we have to promote that."

He said that the alternatives in the master plan offer three sites for industrial growth: at Moorland Road and Highway 15, an area south of the city's industrial park and along West Lincoln Avenue.

"So far, we've only prepared three alternative plans," he said. "That's not to say we couldn't have other alternatives."

New Berlin Citizen
June 6, 1985

21st Century Goals

Acres divided to unite city

By Richard Furlick

The land use requirements of the city's projected future population, which planners have estimated under an optimistic scenario of centralized growth, ultimately resolve themselves into dry numbers. But the numbers do give today's New Berlin resident an outline of the shape New Berlin could take 20 years from now.

The city's planners and their regional counterparts have projected that the city will be called home by 56,400 people in the year 2000.

The land encompassed in the boundaries of the city will be used for more than residences, however. New Berlin will also be home to both business and industry. And the land uses envisioned by planning professionals take that diversity into account.

Currently, the city has set aside for residential use 6,291 acres, or 26.7 percent of the total 23,589 acres of the city's land.

There is a further breakdown of the residential uses.

Rural estates, those estates of five acre lots or more, now account for 41 acres of land in New Berlin.

The suburban tracts, with lots ranging from 1.5 acres to five acres have been allotted 1,116 acres—4.7 percent of city land.

The city has four categories of urban land uses: low-density urban lots; medium density urban lots; high-medium density urban lots, and high-density urban lots.

The lots range in size from 20,000 square feet in the low-density category to 12 dwelling units per residential acre in the high-density urban designation.

The allocation for such urban land use is currently 5,134 acres, or 21.7 percent of the city's land. It is important to see that of the 26.7 percent of the city's land that is set aside for residential use, most of that is used for urban residential development. The city's residential character has become increasingly urbanized.

Commercial land use in 1980 accounts for 355 acres. That reflects 1.5 percent of the total 1980 allocation. Of that 355 acres, 133 is devoted to industrial use at the existing industrial park.

Industrial land use itself increases by .7 of a percent, with 525 acres targeted for industrial use, excluding the 133 designated as commercial use in the industrial park.

Additionally 400 acres are devoted to such uses as municipal buildings, schools, fire stations and the library.

Land set aside for recreational use and the preservation of environmental corridors covers 352 acres.

And finally, the land uses designated for agricultural and related rural land accounts for 66.4 percent of the total land use in the city today—15,666 acres of land maintaining the look, the feel, and the historic character of New Berlin past and present.

City Planner Rick Kuck-kahn explained, "As we preserve the environmental corridors and set aside natural land for recreational uses, and then couple that with maintaining a good portion of our designated agricultural land, we'll guarantee the rural look of New Berlin. Yet our plans will take into account the fact that the agricultural character of our city is diminishing, that our city is growing more urbanized or suburbanized, if you will."

The projections bear that out.

The planners estimate that less land will be designated for agricultural and related rural land use in the year 2000. The total land requirements that have been projected by Kuckkahn and his staff call for 4,310 less acres set aside for agricultural use than are allocated in 1980.

Conversely, there is a 122 percent increase in land apportioned for recreational use. By the year 2000, 784 acres will be set aside, compared with the current 352 acres of recreational and natural land.

The open lands available for recreation will be needed in a city that will see residential growth increase by 46 percent.

The current 6,291 acres designated for residential use will grow upward to fully 9,122 acres set aside for residences. While the city now sees 27 percent of its land set aside for residential use, the future New Berlin will have nearly 40 percent of its land designated for residential uses.

The planners recognize that with this growth special planning must take place to achieve a better balance of housing.

"We are very conscious of the increasingly urgent need to achieve a better balance between two-family, multiple-family, and single-family residential development in New Berlin. Right now we don't provide as great a choice of housing types in the city as we should. That lack of diversity will become very prominent as the city grows. We've got to plan for that range," Kuckkahn said.

Kuckkahn and his assistant Steve Hoese also have forecast an increase in retail and service employment within the city. They estimate there will be 3,200 more jobs by the year 2000, bringing the total up to 6,100 such jobs.

To meet that need, an additional 190 acres of commercial land will be needed. That represents an increase of 53 percent over the 1980 level of 355 acres.

The year 2000 will see New Berlin with an additional 607 acres set aside for industrial development if all goes according to plan. The 116 percent increase over the 1980 totals is due, according to Kuckkahn, because of an anticipated increase in industrial related employment from about 6,200 jobs in 1980 to a level in the year 2000 of 11,000 jobs.

Also many of the industrially

New Berlin Citizen
June 6, 1985

SERV hires planner to evaluate master plan

(Continued from preceding page)

Kuckkahn agreed and said the city made all information available to the public and would guarantee that anything that was better for the community would be seriously considered by the planners.

Kuckkahn was asked if the plan reflected the desires of the entire region to fit New Berlin into larger plans or if the city was autonomous in its development.

"The city has its own planning department to make sure the city's plan is autonomous and addresses primarily the city's needs. We do temper SEWRPC's (Southeastern Wisconsin Regional Planning Commission) considerations," he said.

SEWRPC's principal planner, Patrick Meehan, noted that "sometimes we have communities that have plans that differ from our regional considerations."

Novotny asked Meehan if it might not be valid to look at a fourth alternative to the land use proposals.

Meehan commented that it was possible, but only if an alternative would benefit the city.

In response to a question about the city's tax rating, Kuckkahn responded that the city would continue to have an A rating until its population was increased by 10,000 people. Only then could the rating be raised.

According to Kuckkahn, the state's basis for providing aidable revenues depends upon residential, retail, and manufacturing development in a municipality.

He contrasted New Berlin with West Allis when he pointed out that it was to the benefit of a community to have a balanced and diversified picture of residential, commercial, and industrial growth.

"We balance the land use in New Berlin. It is to our advantage in terms of taxes. The tax on a $50,000 home in West Allis, which was very dependent on heavy industry that is now dying, is $1,600 a year. The tax on a comparable home in New Berlin is $1,100. There is no doubt that our level of taxation has benefitted from the balanced land use we have established here and will continue to promote," he explained.

Novotny voiced concern that if the land in the southeastern corridor were targeted and approved for industrial use would the Susnar proposal be resurrected? He asked the planners if the master plan would become a zoning guideline once it is approved.

Meehan said the plan is never a final document.

"It does serve as a springboard for zoning decisions," he said.

Kuckkahn added, "If, however, the city feels the land shouldn't be rezoned for any number of reasons, it won't be rezoned ›ite the fact that according to the plan ... land is targeted for a specific use such as industrial."

Kuckkahn remarked to one resident that there was no market study conducted for the Susnar proposal even though that would logically take place in a proposal because that Susnar plan was in an extremely preliminary stage. Consequently, Susnar was never asked for such a study.

The city planner explained that the developer also is required to pay for improvements on the land. He told the group that the city didn't know how many companies were considering developing in New Berlin because companies seek out developers who don't disclose the names of the companies until the developer is ready with his proposal.

In the Susnar case, Susnar didn't tell the city what businesses were involved in the proposed project.

Kuckkahn said that New Berlin has experienced many urbanized subdivisions which offer curbs and gutters, city water and sewer service, because the larger rural lots and dwellings are not affordable to all homeowners.

"Although we see the city becoming urbanized, we are preserving a good park system and environmental corridors to keep that rural character here as well. We are also planning to keep the more urban development localized east of Calhoun Rd," he said.

He noted later that it was interesting that many people who move to New Berlin because of its rural character buy urbanized lots.

One resident citing a possible conflict of interest charged city officials to keep in mind the need to consider abstaining from voting on any rezonings that might benefit the value of any landholdings they have.

Mayor Tully said he had asked aldermen involved in land holdings in the southeastern area in question about the possibility of abstention from any critical vote on land uses. They assured him they would abstain under those circumstances.

One woman who had lived in the city for over 20 years told the crowd, "Let this city become a city. You're the ones who came out here and changed if from country to city. If it's a city, it's got to be developed."

Kuckkahn was asked to list the advantages of the three alternative proposals. He answered that the city would take input from both citizens and professionals in the field to develop a balance sheet assessment of the respective advantages. He said it would be a lengthy but necessary process.

Tully was asked if Susnar was prompted to withdraw his proposal by city officials.

He answered that to his knowledge Susnar withdrew due to the hostile reaction of the residents.

Responding to another question from Novotny, Kuckkahn agreed that the city would ask the DNR to look into the need for an environmental impact statement for the master plan.

He did note, "The master plan itself is in effect an environmental impact study because it studies the impact of development on the environment."

He added that despite the transition of Wisconsin industry from heavy industry to light, the city is concerned about industrial developments that abut residences. For that reason, the city would require that buffers such as environmental corridors be established.

Former plan commissioner Paul Starck addressed the gathering.

He acknowledged that he had owned land near the proposed Susnar development for over 30 years, well before the land was ever considered in any formal plan.

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(Continued from preceding page)

zoned acres are swampland and are nearly useless for industrial building.

One of the prime considerations the planners will make in designating land for industrial use will be the close proximity of the new industrial land to supporting transportation facilities such as railway and major streets and highways.

Currently, two of the three proposed alternative land use maps call for expanded industrial development near the Rock Freeway. One plan calls for the land to be separated from nearby residential subdivisions by the freeway, and a second and more hotly disputed plan places the industrial lands north of the freeway and closer to the subdivisions.

Finally, the plan envisions a 45 percent increase in land set aside for governmental and institutional uses. The planners project 581 acres will be needed for the various needs of the city.

That land will be occupied by new fire stations, schools, churches, health care facilities, day care facilities and municipal buildings.

Next week: Community facility needs

Industrial site opposed, planning explained

By Richard Furlick

The Mero Susnar proposal to build a commercial and industrial complex at the Hwy. 15 and Moorland Rd. interchange was scrapped by the developer last week. However, nearly 100 residents of the subdivisions affected by the original proposal turned out at New Berlin Eisenhower high school to listen to city and regional planners begin a series of informational meetings explaining the new master plan.

The residents came armed with concern and objections to several of the alternate proposals the planners have detailed as part of the planning process that looks to the year 2000.

Following Mayor Tim Tully's announcement that he had received written verification from Susnar's agent, Margaret Cafarelli, affirming the withdrawal, City Rick Kuckkahn discussed the three alternative land use plans developed for New Berlin.

The primary concern of the residents was the placement of industrially targeted land.

The three proposals call for locating the future industrial land in either the current industrial parks, in an area north along Lincoln Ave., or in the southeastern corridor of the city.

Kuckkahn said that the city had been overzoned for commercial development and that "gross overzoning had taken place respecting industrial development." Much of the industrially zoned land was in an area of the city that had such poor soil capability that industry could not make use of the land, he added.

"Of the three alternative plans, the only significant change is the location of the industrial area," he said.

That change, however, has caused a group of residents in several subdivisions to band together in a group known as SERV to oppose the change.

Kuckkahn stressed that the city would preserve the high quality of the city's environment by maintaining rural development west of Calhoun Rd. and keeping the increasingly urban development of the city east of Calhoun Rd.

"The eastern part of National Ave. will be developed in commercial clusters of similar businesses. We also want to see a neighborhood concept of residences banded by arterials and served by little shopping centers that are selected to meet the needs of the neighborhoods," he told the group.

He assured the residents that the wetland near the intersection of Moorland Rd. and Hwy. 15 will be preserved in its natural state.

He also noted that the city does not intend to allow industrial development in any floodplain area, and that included the area south of Beloit Rd.

According to Kuckkahn, the difficulties the city's planners now have with the land that had been zoned for industrial use stem from the fact that the city didn't have sufficient data when the first plan was conceived 20 years ago to determine which lands had poor soils for industrial use.

Kuckkahn said that lack of data is no longer a problem.

County Supervisor Vera Stroud spoke to the city officials and said that the contention by businesses that their corporate headquarters must be publicly visible didn't wash in comparison to other criteria that most business people find important in deciding where to locate their companies.

She observed that industry looks for sewer and water service, a high quality of life in the prospective community, proximity to good transportation, and most of all a highly skilled and educated labor force in the area. She said that visibility was only one relatively minor factor in a businesses' decision on its future location.

Kuckkhan agreed.

"Visibility is only one factor we must look at. We have to consider all qualities and factors equally if we want to accurately assess the location criteria that business finds necessary if it is to locate in New Berlin," he said.

Stroud complained that the city shouldn't develop an industrial quarter far from existing industrial areas in the city.

"Keep the services within reach. If we develop a distant industrial section, our city budget will be strained because we will have to extend the distances of our services," she added.

Drew Novotny, one of the organizers of SERV told Kuckkahn that the group had retained the services of a professional planner to assist them in their evaluation of the master plan and the zoning that could result from it.

Novotny stressed that one of the chief criteria for designating land for specific uses should be the compatibility of that land with the uses of the land adjacent to it.

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(Continued from preceding page)

Facing the anti-industrial mood of the crowd, he said, "Not too many years ago we were fighting and scratching for industry. Now New Berlin is known as having one of the finest industrial parks in the nation. It took a lot of work to get it. Talk to the people who live around the industrial park. Their property values increased substantially over the homes that are not near the park. Just ask the assessor, Jerry Hudy, if that's not true."

Starck warned that New Berlin should not develop an anti-industry mentality.

"Communities that are relatively small can have a homogenous character. But with a 37.5-acre sized city that doesn't work. Balance is so important. Don't just plan for today. This plan should last for 20 years," he urged.

Starck reflected that the mere fact that many of the people in New Berlin came to live in the city "changed the ballgame."

"The early farmers didn't like our coming out here because it changed their land. You've changed it further. Others in the future will change the look of your land," he said.

"These planners are professional. Tonight we have a biased crowd. I don't know if your view would be representative if 29,000 others would be here as well."

Kuckkahn said the planners would soon be conducting a series of informational meetings with residents all over the city to make sure that as many of the 29,000 residents who didn't come to this meeting would also have a voice in the city's planning process.

He told the group that the announcements would be made in the local newspaper.

New Berlin Citizen
June 13, 1985

21st Century Goals

Services may expand by 2000

By Richard Furlick

As the initial work on the city's land use plan was conducted, the plan commission determined that, besides providing general guidelines for land use development in the city, the plan should also guide land requirements for certain community facilities.

Estimates were made for city hall, police protection, the fire stations, the library, and public elementary and secondary schools.

City Planner Rick Kuckkahn recalled, "In 1983 the architectural firm of Flad and Associates was retained by the city to develop a city hall building program. They were called upon to project future city hall spatial needs to the year 2000. Their study concluded that the city should construct a new city hall with approximately 35,000 feet of gross area."

The building would be located on city-owned land adjacent to the existing city hall.

In 1984 the police department shared a building on W. Glendale Dr. with three other city departments. Flad people noted that with the transfer of the assessor's office and the park and recreation department to the new city hall, the police would have an additional 1,900 square feet of badly needed space.

"We were concerned that various functions housed at the building that were not related to police functions might compromise police security," Kuckkahn said. "Once they are moved, the functional adequacy of the building for the police will be improved. The police will probably remain housed at the existing building on Glendale Drive."

The planners have maintained an optimum radius for fire service of 1.5 miles. The five fire stations in the city meet that standard.

A sixth fire station has been proposed for the northeast corner of the intersection of Cleveland Ave. and Johnson Rd. That proposal was made originally in 1961, and the city did buy the site with that purpose in mind.

"The proposed location is still sound, and when it is constructed, the station will give better fire protection to the northeast quarter of the city," Assistant City Planner Steve Hoese said.

In addition to plans for new facilities, the planners have had to make plans for additional fire fighting equipment. That new equipment could mean an expansion of current fire department facilities.

"We could also be faced in the future with the critical decision to consider the need for a full-time fire department or to continue with our nearly total volunteer force. We'll have to carefully monitor our needs," Kuckkahn said. He admitted that such a study was beyond the scope of the land use planning study.

Currently, the city's library houses 72,000 volumes in 8,702 square feet of space. In 1982 the average number of volumes per capita for cities the size of New Berlin was 3.5. In New Berlin the per capita figure was 2.3, which was the second lowest of comparable cities studied.

The American Library Association standards for serving community populations ranging from 29,000 to 49,999 people suggest that the minimum size library needed to serve the existing 1980 population should be about 18,300 square feet.

With a forecast population of 56,400 people in the year 2000, the library should be nearly 33,800 square feet in size and house from 141,000 to 155,000 volumes.

"Clearly the existing library facility is inadequate to meet these standards," Kuckkahn said.

Based on the population forecast, the planners expect anywhere from 3,600 to 6,400 elementary schools students in the year 2000. The middle schools will house from 1,000 to 1,800 students. The high schools are anticipated to serve from 2,000 to 3,300 students.

"The total school age population may be expected to range from about 6,600 students to 11,500 students. That's a range representing a decrease of nearly 1,300 students to an increase of about 3,700 students," Hoese said.

According to Kuckkahn, there may be a need for a maximum of three additional elementary schools, one more middle school, and one additional high school by the year 2000.

"We recognize that these additional school facilities may not be needed during the land use plan design period if the school age population remains at the lower end of the forecast range or increases only slightly," Kuckkahn said.

However, the plan commission felt that to properly plan for the city's future, these additional facilities should be shown on the city's land use maps. That way if the schools are in need the land could be reserved for the additional facilities. If there is no need, the land can be set aside for other uses.

With the consideration of community facility needs the planners have finished the first round of their project.

Further studies are in the works and the planners are preparing to take the plans they have formulated to various community groups and the neighborhoods of the city.

As they progress with these talks, they will develop and refine more data into the guideline that the city calls the "master plan." It's a lengthy process and one that calls for community involvement.

The Milwaukee Journal
July 1, 1985

Referendum sought in New Berlin

By DORIS A. HAJEWSKI
of The Journal staff

New Berlin — Citizens angered by an industrial rezoning proposal near their neighborhood are circulating petitions asking for an advisory referendum on the city's new master plan proposal.

The master plan names the area of concern, which surrounds the intersection of Moorland Rd. and the Rock Freeway, as a possible site for industrial zoning. The land is now zoned residential.

The citizen group, called SERV (Saving the Environmental and Residential Value of New Berlin), was formed after California developer Mero Susnar asked the city to rezone 240 acres along Moorland near the freeway. The site for the rezoning includes land north of Beloit Rd. and borders the Regal Manors East and West subdivisions.

Susnar has withdrawn his proposal to await the results of a Common Council vote on the master plan.

Richard Jerabek, a leader of the SERV group, said 100 people circulated petitions over the weekend.

"They had no difficulty getting signatures," he said.

In addition to the referendum request, the petitions ask city officials to take more time to consider citizen input on the master plan, to scale down their population growth projections, and to designate additional permanent environmental areas.

The new master plan is projecting an ultimate population figure of 56,000 for the year 2000.

The SERV group points out in its flyers that New Berlin's population has grown by only about 4,500 since 1970. Jerabek said members of his group doubted that the 56,000 figure was realistic.

Another important question, Jerabek said, was whether the city should encourage industrial growth at all or become a bedroom community.

The city has set up a series of seven meetings for comment on the master plan from residents of each aldermanic district. The meetings will start at 7 p.m. at City Hall, 16300 W. National Ave., on the following dates:

District 1 on Monday, July 8; District 2 on Friday, July 12; District 3 on Wednesday, July 17; District 4 on Thursday, July 18; District 5 on Friday, July 19; District 6 on Monday, July 22; and District 7 on Thursday, July 25.

Free concert scheduled

New Berlin — The 16-member Waukesha Area Jazz Ensemble will perform at a free concert at 2 p.m. Sunday, July 7 at the New Berlin City Park gazebo. The New Berlin Lioness Club will sponsor the 90-minute concert. City park is just north of City Hall at 16300 W. National Ave.

The Milwaukee Journal
July 9, 1985

Master plan backed in 1st District

By DORIS A. HAJEWSKI
of The Journal staff

New Berlin — The city's new master plan proposal got a round of applause Monday night from about 35 residents of the 1st Aldermanic District.

The group came to City Hall for the first in a series of seven district meetings being conducted to explain the proposed plan to residents. The 1st District, at the northeast corner of the city, would be almost unaffected by changes proposed in the plan.

In brief, the plan proposes to keep urban development east of Calhoun Rd., where sewer and water service is generally available, and to maintain the rural nature of the western part of the city.

The plan involves two major changes in zoning:

- **Land along National Ave. west of Calhoun Rd, which is now earmarked for commercial use, would be rezoned for residential use.**
- **Land around Moorland Rd. and the Rock Freeway, now zoned for residential use, would be placed in industrial and commercial categories.**

The second change has sparked protests from some areas.

An alternate proposal would create more industrial zoning in an area along Lincoln Ave. west of the existing industrial park. A third option would be to leave farmland near Sunny Slope Rd. and Grange Ave. in its existing industrial zoning category.

Unlike speakers at other meetings where the plan was discussed, none of those who spoke Monday raised objections. Several asked questions about the impact of new development on taxes and the need for more industrial development.

Rick Kuckkahn, city planner, said direct costs of development were paid by developers. He said planners from the city and the Southeastern Wisconsin Regional Planning Commission were recommending the additional industrial zoning to provide jobs for future residents and to provide a balanced community.

One of the speakers said the proposed industrial zoning at Moorland and the Rock Freeway seemed the most rational alternative because of the area's access to transportation.

Kuckkahn said a citywide public hearing on the master plan would be held in September. The master plan would then need the approval of the Plan Commission and the Common Council.

Waukesha Freeman
July 2, 1985

SERV issues petitions for referendum

By Candace Doyle

NEW BERLIN — Members of Save the Environment and Residential Values are circulating petitions asking for a referendum on the proposed master plan of the city.

SERV, initially formed to fight developer Mero Susnar's proposed 240-acre development near Moorland Road and Highway 15, has remained intact to propose changes in the proposed master plan.

The plan proposed four alternate sites for future industrial sites — one of which would be near the Regal Manors subdivision where Susnar proposed his industrial complex.

Richard Jerabek, a spokesperson for SERV, said the group is asking for a referendum to insure that citizens have input on the master plan's development.

Jerabek said the deadline to turn in the petitions seeking the referendum is July 10.

Meanwhile, the city's Plan Commission has scheduled meetings throughout the month of July to discuss master plan.

The dates of the meetings, which will all be at 7 p.m. at the city hall, are: July 8 for residents of the first aldermanic district, July 12 for District Two residents, July 17 for District Three residents, July 18 for District Four residents, July 19 for District Five residents, July 22 for District Six residents and July 25 for District Seven residents.

Waukesha Freeman
July 9, 1985

New Berlin defends plan

By Kay Jashinsky
Freeman correspondent

NEW BERLIN — City officials Monday defended a proposed master plan to about 35 First District residents who attended the first of seven informational meetings scheduled on the matter.

The city's Plan Department has scheduled meetings throughout July for residents of each of the city's seven aldermanic districts to hear reactions to the proposed plan.

The plan offers three alternative sites for industrial use: near Moorland Road and Highway 15; along West Lincoln Avenue; or south of the city's existing industrial park.

City Planner Rick Kuckkahn told those attending Monday's meeting that the proposed master plan is merely an update of the one developed for the city in 1962.

"The old master plan has lost some of its timeliness," said Kuckkahn. "However, we have made an effort to keep current on our land use and coding plan."

Kuckkahn said that the proposed plan is based on results of a citizen survey conducted by the city.

"We interviewed about 3,000 households in the city and received about a 50 percent response relating to the future of the city, existing services and the need for new services," he said.

Those attending the meeting were concerned whether the plan would accommodate the needs of the young and the elderly as well as industrial growth.

Kuckkahn said the survey results indicated that the community wants a mix of land use to meet needs of a diverse population.

"We have tried to keep the area west of Calhoun rural and the area east of Calhoun more urban," he said. "The idea is to balance it (land use). Now, we have a shotgun approach."

Milwaukee Sentinel
August 2, 1985

New Berlin referendum sought

New Berlin — Mayor Timothy K. Tully will receive petitions Monday that were signed by 1,794 residents who seek an advisory referendum on the city's final version of its master plan, a member of the group that circulated the petitions said Thursday.

Tully said he had discussed the issue with Richard C. Jerabek, the leader of Saving the Environmental and Residential Value of New Berlin.

"I don't have any difficulty" with a referendum, Tully said.

Details of the referendum remained to be worked out, he said.

Jerabek, of 15955 W. Armour Ave., said the signatures were collected from city residents in about three weeks.

In an interview, he said city officials acted too quickly in preparing the plan.

"It seems like from the beginning there was a big rush to get this thing approved," he said.

Besides asking for the referendum, Jerabek said, the petition seeks:

- More time for citizen input into the master plan proposal.

Jerubek said officials gave inadequate consideration to potential development other than industrial. The city might want to consider encouraging commercial developments that "people could get excited about."

- Upgrading the status of proposed environmental corridors in the city to ensure they are not subject to development.

- Lowering the city's projected population growth.

Jerabek said the plan saw a population of 56,000 by the year 2000. Based on projections — using housing permits issued over the last five years — the population will be closer to 36,000.

A public hearing on a draft of the final version of the plan is planned for early September, an employe at City Hall said.

New Berlin Citizen
August 16, 1985

Alternate master plan presented

By Richard Furlick

A community group, Save the Environmental and Residential Values of New Berlin (SERV), has presented the city with an alternative master plan. The document expresses SERV's concerns with the city's plan and proposes several changes.

The group cited six points of concern in its document and came up with seven recommendations.

City Planner Rick Kuckkahn has reviewed the proposal and said a number of the ideas concurred with the city's options and that there would be some incorporation of SERV's ideas into the city's plan. Kuckkahn declined to say exactly which ideas would be incorporated, but assured that the city would make use of the options presented by the group.

SERV criticized the city's estimates of its future population. The current population projections call for growth in the city that will result in 56,000 residents in the early part of the 21st Century.

The group noted that since the population has only grown by 4,000 people from 1970 to 1985, planning should be directed to a slower growth pattern.

Kuckkahn agreed. "We purposely overestimated the population. We wanted to plan for the greatest influx of people so that our plan, should we ever see that increase, would not be obsolete before its time," he said. "We looked at the worst possible situation for expansion. That is something that all forms of government do. We didn't want a plan that couldn't respond to that kind of growth, if we experienced it."

Kuckkahn noted that the city was adjusting its population projections in order to make them more realistic.

"We agree that 56,000 people in New Berlin is unrealistic, but we will adjust that when we recommend the final adoption of the plan to the plan commission. However, it would be foolish not to plan for more, and then in the 21st Century find that our plans were insufficient to meet the needs of a population that had grown to our worst expectations. That's not good planning," Kuckkahn said.

The city will diminish the population target, and Kuckkahn, his staff, and the regional planners will reduce the area of land uses projected to support that population.

SERV called for a preservation of quality environmental areas. Kuckkahn said he absolutely agrees with the recommendation and has planned for precisely that.

"We intend to use these environmental corridors to maintain the rural character of the city. We will also integrate the park system to preserve that atmosphere," he noted.

SERV said that the soils at the intersection of Highway 15 and Moorland Rd. are very similar to the soils on the Lincoln Ave. site.

It has been the group's contention that industrial development should take place along Lincoln Ave. as it was proposed in the 1962 master plan. Currently, two of the three alternatives the city has presented for the final form of the new plan feature industrial development in the southeast quadrant of the city at the Highway 15 and Moorland Rd. intersection.

The city has said the soils in the Lincoln Ave. area are generally unfit for industrial development. "Those soils are among the worst in the city—they are deep, poor peaty soils. The soils at the intersection near Regal Manors are not as bad. There are sloping areas there, however, that may cause us to reflect on our recommendations for certain kinds of development in the southeast of the city, "We need to study that further," Kuckkahn said.

Although SERV alleges that regional planning documents do not plan for a new industrial area in New Berlin, Kuckkahn flatly states that that is not true.

"It was targeted in the 1962 master plan. Those plans called for an area to be designated somewhat south of the latest alternative proposal we have suggested. Our proposal has pushed that area north." Kuckkahn explained.

The 1962 plan placed the area next to a proposed highway that would circle the greater Milwaukee area and intersect New Berlin's southeastern section at College Ave. It would also have intersected the city near the Lincoln Ave. site for proposed industrial development.

"The city was then planning its industrial sections, including the Lincoln Ave. site, to be serviced by that circumferential highway. Now it is gone, and we have found that the soils on Lincoln Ave. contribute to many problems on siting. It is only natural that our plans for industrial development follow the same logic of placing such development near major highways and arterials. That's why we moved our original 1962 planned industrial siting north to the Highway 15 and Moorland Rd. intersection," Kuckkahn maintained.

The planner said in any case the proximity to a transportation system is a key factor to be taken into account when planning is done for industrial development.

"We don't intend to run the bulk of our industrial traffic on any roads other than arterials or highways," he added.

SERV urged the city to "follow the opinions of the residents and plan for a loss urbanized community."

Kuckkahn said the city was doing just that by planning for a more rural atmosphere west of Calhoun Rd. and a more urbanized area east of Calhoun. Lots west of Calhoun Rd. will be larger and prime agricultural land will be preserved.

"Realistically, although there is a need for maintaining our rural character, the market shows the need also for smaller urban lots, and we're responding to what we perceive as the city's desire for a variety of housing types," he said.

Kuckkahn added that that kind of residential development provides for not only the much needed starter home but "all the move-ups in between.

"It allows people to stay here and allows an internal market to continue to exist," he said.

According to SERV, New Berlin should not bear an inordinate share of the responsibility for job creation in the region. Kuckkahn agrees, but qualifies his agreement with the group.

"We should bear a balanced share. We are not providing jobs for southeast Wisconsin. However, other parts of southeastern Wisconsin provide jobs for New Berlin residents. Employers here do reciprocate. We have a nice balance. Let's keep it that way. We want to emphasize land use balance in everything we do in planning. We don't want to overemphasize one land use to the exclusion of others," he warned.

The community group stated that the shared tax formula does not reward a city for industrial development.

Kuckkahn referred to a study done by the Wisconsin Department of Revenue Division of Research and Analysis in 1984. The study is entitled "Analysis of Wisconsin's Municipal Tax Base." It was a study made of the

New Berlin Citizen
August 16, 1985

SERV offers plan for city's future

(Continued from preceding page)

equalizing aid formula using hypothetical models to determine increases or decreases in state aid to municipalities.

Using a model that looked at the impact of adding $5 million in manufacturing improvements in a city and taking into account municipal expenditures, levies, and state aid, the researchers found that the city with such improvements would receive an increase of $16,071 in aid revenue.

"That is additional state aid coming to the city," Kuckkahn explained.

SERV has proposed that the city use planning by stages to manage and direct the growth of the city based on population estimates and a desired land use.

Calling the proposal a good idea, Kuckkahn said his department would downgrade the current population estimates and will continue to adjust the estimates and land use projections based on those estimates along stages as SERV has recommended.

Kuckkahn also agreed with SERV's proposal to protect environmental corridors through revisions in an environmental point system that the city would follow.

"Some time back, we tried to rezone and establish such a system. We ran into a lot of opposition. The council at that time felt we should wait for completion of a comprehensive master plan first before we proceed with revised rezoning. We're working toward that now," he said.

The group also proposes that land use development standards be revised to decrease the amount of industrial growth, by either increasing the number of acres per employee or reducing the employment projections.

According to Kuckkahn, as the city revises and reduces its population projections, the employment projections will be similarly reduced.

In addition, while the regional average is four acres per 100 employees, and the city industrial park average is eight to ten acres per 100 employees, the ratio called for in the new master plan is 12 acres per 100 employees.

"This ratio will make our future industrial areas more spacious and parklike than our high quality industrial park, which is recognized nationally for its beauty. We feel that increase is sufficient. There is no need for more," Kuckkahn stated. "We would just be wasting land, and I don't think the residents want that."

SERV's proposal calls for a 600 to 1,000-foot buffer between subdivisions and between industry and residential areas.

In the city's alternative plan C, there are standards that call for roughly 500 foot buffers between the Regal East and Regal West subdivisions and any office, or commercial satellite of an industrial area. The planners feel that is sufficient.

"We do agree that there must be formal landscaping which the developers must do that will shield the residents from business development. We would never allow a parking lot or some such thing to abut a residential subdivision," Kuckkahn said.

Agreeing with SERV's concern for the preservation of prime agricultural land, Kuckkahn said, "If with the reduction of the population projections, we reduce the industrial acreage, we would do two things: increase buffer separations between residences and any industrial or commercial uses and restore prime agricultural land to agricultural land use. That would be agricultural land that was targeted for industrial use."

SERV's final proposal calls for commercial development at the intersection of Highway 15 and Moorland Rd.

"This development should be part of a regional and specialty nature to take advantage of the rural location and access to a state highway," SERV planners said.

SERV recommended a model such as the village of shops in Long Grove, Illinois or Stonewood in Brookfield.

"That may well be part of the development we foresee in that area," Kuckkahn said. "Everyone agrees that some kind of nonresidential development will occur at the interchange. It may be farmland for years to come, but we should be in a position to react to development occurring at that intersection. The character of that development is what's at issue."

Kuckkahn said the city would look for the highest quality development and insist on the best landscaping, architecture, and pollution control.

"We see the merit of SERV's suggestions, just as we see the merit of the suggestions that other citizens have made to us throughout the planning process, and we will adopt a good many of them. But we feel in this instance that primary manufacturers should be included in our plans. We want employers in our community that pay the kind of wages that support entire families," Kuckkahn recommended.

Kuckkahn emphasized that the area would not be open to helter-skelter development. The city instead will use its zoning and land use controls "to promote the rational progression and appropriate use of the land."

Kuckkahn said there was no need to fear the creation of major traffic jams or unmanageable esthetic problems.

"We'll maintain good quality controls. That is what every citizen wants," he added.

The map that SERV planners have designed to propose land use in the city calls for two industrial sites in quarry sites in the southwestern portion of New Berlin.

Kuckkahn says that while that may well be part of the long-range future of industrial development in the city, it neglects short-range concerns.

"There are no short-range plans for either water or sewer service to either site. We concur that there may be future use for those industrial sitings. We are pleased that SERV planners do recognize the need for further industrial growth in the city, though," Kuckkahn said.

SERV's plan also calls for commercial development at a vital intersection, and Kuckkahn feels that is an important realization for the group whose members at times have vehemently opposed any such development near the Regal Manors subdivisions.

"I think the plan that they have sent the city is practical and is far less parochial than many might have assumed. We intend to adopt many of their suggestions. We've had tremendous community support throughout the entire process of taking our plan to the city's residents. Many people have given us well-thought suggestions. It has made a difference in our plan," Kuckkahn concluded.

SERV members also targeted 2,000 homes in the city and conducted a survey to determine the concerns of the residents. Over 1,700 people signed a petition supporting SERV's goals that was given to Mayor Tim Tully.

New Berlin Citizen
August 29, 1985

City's future is focus of input

By Richard Furlick

Response to the city's master plan has been reflected in a range of opinions that run from approval to distrust.

And while groups of residents have banded together to face the issues involved in the new master plan, several residents recently expressed individual viewpoints that capture the diversity of ideas city planners have faced as they take the plan to the community for input.

School Board member James Luebke encouraged the city to look at both sides of the financial picture when the city assesses the value of future industrial development.

"From the school board vantage point, I would have to criticize any designation of areas for future industrial development, because the New Berlin school district gets less money from the state. The state says, 'You people are property rich and don't need our aid.' So while industrial development cuts down the city tax rate, it increases the school's tax rate," Luebke said.

It is important said Luebke, that the city looks at the total figure, the balance between the benefits to the city's taxes and the losses to the school district, before it makes a decision on the need for more industry.

"Our city officials have to keep in mind that our taxpayers pay both city taxes and school taxes. The real question is: Will industrial growth really help us? By having more industry, we may even be at a disadvantage, because we tend to spend more time and money providing services. Do we get back enough from the state to make it all worth while? I'd like to see figures showing both points of view," Luebke advised.

James Blake, 2970 S. 149 called for stronger zoning restrictions than the restrictions that are currently in place.

"We need to maintain our environmental corridors. But there is a classical difference between people who feel they have a right to use the land the way they want to and people who want stronger restrictions to safeguard the land," Balke said.

He added, philosophically, "People don't own the land. We're only custodians who should leave the land in better shape than we got it."

Blake hopes the city will follow the plans it has that call for bicycle trails.

"On the whole, the master plan is a step in the right direction. From what I've seen, our planners are effectively using outside resources—SEWRPC and the DNR—to come up with a good plan for the future."

On the other side of that classical argument stands Chuck Laflin, 2300 S. Meadowlark.

Laflin has had a running battle with city planners who, he said, have decided to place land he intends to use for development into conservancy status.

"Just leave us alone. We've been hit enough. We don't need anymore," Laflin urged.

He is confused. The city has put in four laterals. That to Laflin means the city understands that he intends to subdivide the land abutting his home and develop it.

"Yet after the aerial photos were taken and showed open land here, the city recommended that it be made part of an environmental corridor. Yesterday, I had a picnic with a bunch of my friends. If that land were in conservancy, I'd need a permit. I'm the one who planted trees on the land. That land represents my retirement. Now the city wants to take that from me. Please, city, don't do me any favors!"

Laflin referred to a neighbor who has the same battle.

"Their 25 acres, which have been zoned to allow for multi-family development and are served by sewers, are now in the hoper for designation as environmental corridors. I wish people would come out to look at these things and study them on a case-by-case basis," he pleaded.

Ron Paddock, 2210 S. Sunnyslope, said there were two things New Berlin needs.

"This city needs rental units for the people who work in the industrial park. I don't care if they are isolated or integrated in the neighborhoods, just as long as they are attractive. And secondly, we badly need elderly housing for our seniors. People who have lived here all their adult lives shouldn't have to move to West Allis or Waukesha just to find affordable housing that is kept up for them. They still belong to this community. They should not have to leave," he said.

Paddock acknowledged that he was pleased the city had taken the right step in the right direction and created a housing authority to ensure elderly housing development in the future.

"I like the idea of clustering businesses along National Ave.," Harry Beres, 13575 National Ave., said.

"That way they don't bleed into the subdivisions around the area."

Beres also said he was in favor of the proposed division of rural and urban areas using Calhoun Rd. as the dividing line.

"There are condos and townhouses in our area and I think it is needed development. I go along pretty much with what the city is proposing," he said.

Charlie Tritz, 20181 W. Lincoln Ave., agreed.

"All in all, I think our planners have done a good job. It all comes out in the wash."

New Berlin Citizen
August 29, 1985

SERV hopes to see balanced growth

By Richard Furlick

Members of the community action group known as SERV (Save our Environmental and Residential Values) have formulated their concerns in an official position paper that Dick Jerabek, SERV spokesman, said represented the corpo-e opinion of the entire group.

"We realize we can't speak for everyone in the group, because so many people have separate concerns, but we think the stands we have formulated on several issues are pretty much a consensus of opinion of the majority of our members," Jerabek said.

The group has stated that it does seek a balanced community, but defines balance differently than the city planners do.

Jerabek noted that according to the Wisconsin Department of revenue, New Berlin's industrial value ranks third compared to 19 cities in Milwaukee County.

"The two cities ahead of New Berlin are Milwaukee and Oak Creek. When it is compared to 24 cities in Waukesha County, New Berlin ranks second, behind Waukesha. Yet, when New Berlin's percentage of industrial value is compared to the value of all property in the community, it is ahead of Waukesha," Jerabek said.

He pointed out that the present industrial park provides jobs for over 10,000 people, 800 of whom actually live in New Berlin.

"Our city with its present industrial park is doing more than its share of providing jobs for the region. There is vacant land and there are buildings available for expansion of industry in the present industrial area. If we fully utilize our present industrial park and fill it, this city could easily maintain its lead—well into the 21st Century—over most cities in Milwaukee and Waukesha Counties," he said.

The word "balance" needs to be defined in terms of value, said Jerabek. It should not be used merely as a blanket term to make those questioning certain kinds of growth in the city appear as "anti-development," SERV's spokesman said.

"The large group of residents which support SERV has never been vehemently opposed to development," Jerabek added.

However, the group states that it does not in its alternative master plan presented to the city call for two industrial sites to be located in the future in the southwestern quadrant of the city—an area that is dotted with quarries and landfills.

"Although the representative color codings we use to designate industrial and excavation sites on our land use map are very similar, we do not call for two sites to be designated for industrial development in the southwest. That would be contrary to our assertion that the industrial park has easily enough space to be used for additional industrial development," Jerabek noted.

The group understands that the original master plan done in 1962 contains a proposal for future industrial development on Highway 24 and College Road.

"Some minor development has started in this area," Jerabek said. "This is an area located on Highway 24 that is surrounded by farm land or compatible Muskego zoning that allows for industrial development. It is far enough south that it would not adversely affect the residential areas and still offers access to a decent transportation system—Highway 24," he said.

SERV members studied a technical report, Alternative Futures for Southeastern Wisconsin," that showed a number of industrial sites indicated for the future.

"There is no such site shown for the city of New Berlin," said Jerabek. "This is a regional planning document."

SERV members, Jerabek noted, feel that zoning ordinances are established to provide a guide for future development.

"The city has had a master plan and a zoning map which reflected this plan since 1962. Based on this information, people moving into the city created a reasonable picture of their future environment. People who bought land made future plans based on the designated zoning. No one wants individuals or groups with power or financial backing to be able to buy land designated for a specific zoned use, only to see the zoning changed at the expense of the area's residents," Jerabek said.

The group contends that the city does not intend to leave the 500-foot buffers it has proposed between residential and commercial or industrial in the southeast sites empty or unused. It states that the city is "suggesting additional residential homes be built to provide a separation for present residents."

Jerabek posed the question, "Given the 600-foot buffer between the residences surrounding the current industrial park and the industries, shouldn't there be some assurance that if a new industrial area is needed, that there will be a similar open space buffer? Why should others have less?"

SERV does not feel that future residents should have to go west of Calhoun Rd. to be in a rural environment.

"The size of a lot does not determine the atmosphere of the residential area. It is our contention that the type of development surrounding the subdivision determines whether it is urban or rural. Fully 87 percent of those people who responded to the city survey, on both sides of Calhoun Rd., stated they wanted a rural atmosphere. We do not oppose smaller lots for starter homes, though," Jerabek maintained.

SERV members noted that while the city claims an additional $16,071 of aid revenue would accrue to the city (according to a hypothetical model established by the state) as a result of more industrial improvements, the New Berlin School Superintendent has said that New Berlin schools lost $434,000 in state aid this year. The main reason for the loss is the city's present industrial value.

Jerabek again questioned, "Why is the city using hypothetical figures when actual facts and figures are available?"

According to the group, residents of the Monterey subdivision have had to continually battle to maintain their buffer zone from development. Further, SERV understands that although many areas are designated as environmental corridors on the city's land use map, a good share of them are targeted as secondary corridors, or available for development at a future date.

Jerabek and other SERV members offered a solution to the problems of the subdivision, which they see as foreshadowing greater problems in the future.

"Why not designate the type of buffer the people in Monterey are fighting to maintain as a primary environmental corridor and give these residents assurance of the future land use?

The Milwaukee Journal
September 11, 1985

Controversial plan back in New Berlin

By DORIS A. HAJEWSKI
of The Journal staff

New Berlin — A controversial rezoning proposal that would create a new commercial and industrial area on 240 acres around the intersection of Moorland Rd. and the Rock Freeway has been resubmitted to the city.

The proposal, first presented earlier this year by Mero Susnar of Santa Barbara, Calif., set off a storm of protest from residents of the Regal Manors subdivisions. The Regal Manors developments are just north of the Susnar land, on both sides of Moorland Rd.

Susnar withdrew the proposal after the residents formed a political action group called SERV, for Save Environmental and Residential Values. The SERV group has focused its attention on the city's new master plan proposal, which suggests the Susnar land as a possible site for new industrial development.

The Susnar land is now zoned for single-family residential development.

When Susnar withdrew the earlier rezoning proposal, he said that he was doing so to allow the city to concentrate on the master plan approval.

Since then, the SERV group has submitted a petition with more than 1,700 signatures asking for an advisory referendum on the master plan proposal. The Common Council accepted the petition Tuesday night, but took no action on it.

The master plan will be presented to the Plan Commission at 7 p.m. Monday. City Planner Rick Kuckkahn said that no action was expected on the plan until Oct. 21. The Susnar rezoning proposal will be on the Plan Commission agenda Oct. 7, Kuckkahn said. It will be referred to the commission's Zoning and Subdivision Committee for study, he said.

Waukesha Freeman
September 11, 1985

Developer seeks rezone

By Kay Jashinsky
Freeman correspondent

NEW BERLIN — The City Council Tuesday night referred to the Plan Commission a second request by developer Mero Susnar to rezone a 240-acre parcel of land to accommodate an industrial complex.

Susnar, through his representative MLC Limited of Santa Barbara, Calif., again requested that the city rezone the 240 acres at Moorland Road and Highway 15 to build a hotel, multi-family housing and a regional shopping center on the site.

The developer had withdrawn his initial request to rezone the property after members of Save the Environment and Residential Values, homeowners in the Regal Manors West subdivision near the proposed development, objected to Susnar's plan.

At that time, Susnar indicated he would postpone any plans to develop the land until the city approved a master land use plan. That plan has not yet been completed.

The plan, being developed by the city and the Southeastern Wisconsin Regional Planning Commission, identifies three areas of industrial growth, including the area owned by Susnar.

SERV, however, has objected to that proposed plan and has suggested that the plan designate more environmental areas in the city and that a slower population growth for the city be projected. The city's master plan is based on a population of 57,000 by the year 2000.

The homeowner group has also asked that citizens have more input in the master plan and that an advisory referendum be scheduled before a land use plan is adopted.

A meeting has been scheduled for Sept. 16 to discuss SERV's suggestions.

In other action, the council approved spending $1,500 to hire a consultant to analyze a methane gas problem at the Barratt Landfill on Coffee Road.

The spending was approved after city zoning inspector, James Carpentier, who monitors the landfill, told council members that methane had been emitting from the landfill.

Milwaukee Sentinel
September 17, 1985

New Berlin eyes 300-acre site

New Berlin — Professional planners Monday recommended a 300-acre site near 5100 S. Moorland Rd. for new industrial development.

Industrial expansion is among the subjects the Plan Commission must consider in developing a new master plan for city land usage.

The 300-acre site was recommended by city planner Rick Kuckkahn and Patrick Meehan, principal planner for the Southeastern Wisconsin Regional Planning Commission.

The site was recommended despite objections at previous meetings by area residents who feared an industrial site would decrease property values.

Meehan said the site was favored because it provided the best access to Highway 15, Mitchell Field and the Milwaukee harbor.

The site is large enough to accommodate industrial-related land needs through the year 2000, Meehan said.

A public hearing on the matter will be held in early November, but no date has been set.

The Milwaukee Journal
September 17, 1985

Industry zone in New Berlin gains support

By DORIS A. HAJEWSKI
of The Journal staff

New Berlin — Planners for the city and the Southeastern Wisconsin Regional Planning Commission told the Plan Commission Monday that the city should create a new industrial area of about 300 acres near the intersection of the Rock Freeway and Moorland Rd.

The zoning change would be the most controversial part of a new city master plan that has been in the works for more than two years.

In general, the new master plan would leave the city open to all kinds of new development. However, it would restrict urbanized-growth to the half of the city east of Calhoun Rd. and would designate the western half for agriculture use or residential development on large lots.

A California developer, Mero Susnar, has asked the city to rezone 240 acres in the Rock Freeway-Moorland area for an industrial and commercial center. The request is scheduled for study by the Plan Commission's Subdivision and Zoning Committee.

Nearby residents have responded by forming a political action group called SERV, for Saving Environmental and Residential Values. The SERV group has circulated petitions throughout the city and has gathered more than 1,700 signatures on a request for an advisory referendum on the master plan.

The petition has been submitted to the Common Council and the Plan Commission, but the city has not acted on the request for a referendum.

SERV leaders are residents of the two Regal Manors subdivisions located on both sides of Moorland Rd. just north of the proposed industrial site.

Monday, Plan Commission members asked questions but did not discuss their views on the planners' recommendations for the industrial zoning.

Please see **Plan**, Next Page

Plan

From Page 1

Pat Meehan, a SEWRPC planner, said the Rock Freeway area was chosen for the new industrial site because it had the best soils and highway access of three alternates that were studied. The planners are recommending a development density there of 12 acres for every 100 industrial workers.

In response to residents' concerns about the master plan, expressed at a series of neighborhood meetings this summer, the planners made the following changes to their original recommendations:

- Scaled down the new industrial area from a proposed 575 acres to 300 acres.
- Reduced population projections for the year 2000 from 56,000 to 43,000. The city now has a population of about 31,000.
- Recommended larger buffer areas and more transitional zoning steps between dissimilar land uses.

The Plan Commission agreed to set a public hearing on the master plan early in November. No date has been set.

Waukesha Freeman
September 18, 1985

N.B. planner backs site

By Kay Jashinsky
Freeman correspondent

NEW BERLIN — City Planner Rick Kuckkahn recommended Monday that industrial growth in the city occur at Highway 15 and Moorland Road — where California investor Mero Susnar has proposed a 240-acre industrial complex.

No action was taken on the Plan Department's recommendation.

Kuckkahn told the about 90 residents who crowded the New Berlin city hall chambers that the site for industrial growth was chosen out of three alternative sites listed in a land use plan, which is being developed by the city's staff and the Southeastern Wisconsin Regional Plan Commission, because the soil conditions on the other two sites would not support industrial buildings.

Patrick Meehan, a SEWRPC planner, said the soil at both of the other alternatives for industrial growth — along West Lincoln Avenue and south of the city's existing industrial park — had high water tables, and buildings on either parcels of land would shift.

"The buildings will self-destruct," he said. "There is lateral movement of the soil."

Kuckkahn said the Highway 15 and Moorland Road area was also selected as the most viable for industrial growth because it provides the most direct access to transportation.

Meehan said that between 25,000 and 29,000 vehicles pass by daily on Highway 15. That number is expected to increase from between 27,000 to 37,500 daily by the year 2000.

"We looked at all three alternatives and found that plan C (the Highway 15 and Moorland Road area) was the most viable in access to railway, water, air access and highway transportation," Meehan said.

At Monday's meeting, citizens were not given a chance to discuss the proposed master plan. Instead, they were told that a public hearing on the land use plan would be at Eisenhower High School sometime in November.

New Berlin Citizen
September 19, 1985

Public hearing in November

Revised master plan detailed

By Richard Furlick

City and regional planners detailed for the Plan Commission Monday a revised version of what may well become the city's master plan that will guide New Berlin's growth into the next century.

City planner Rick Kuckkahn said the plan will be scrutinized by the public in a future public hearing in the second week of November and that the comments of the citizens could bring about further changes to the plan. But the city has moved close to coming up with a plan that the planners feel offers the city the best features from all the alternatives that were proposed for citizen review this summer.

Mayor Tim Tully told the nearly 80 people in attendance, "What you will see tonight is the master plan as it is unfolding. This is, however, not a formal draft."

Kuckkahn added, "This plan is in preliminary form. It will not be final until the plan commission votes on the master plan. It will then be used as a guideline the commissioners will use as they base their recommendations to the common council on the plan."

Kuckkahn said the council itself could vote on the plan to give it its official approval.

"I can't think of any other situation where a city has been more open to scrutiny throughout the entire planning process," Kuckkahn said as he acknowledged that substantial changes were made to the original proposals as a result of public commentary in the summer's public meetings.

The planner outlined the primary results of those meetings for the commissioners.

"First and foremost, the key concern to people in the city was the location of any future industrial park or complex. We asked the planners at Southeast Wisconsin Regional Planning Commission (SEWRPC) to conduct a formal study of the alternatives we proposed and make a report to the city of their findings," he said.

The latest revision calls for an industrial site at the 5100 block of Moorland Rd. near Highway 15. Kuckkahn said the conservancy issue received a great deal of attention from citizens. "People are concerned about environmental corridors. We had a mixed reaction. There were those who felt that the corridors should be designated as a district and strictly enforced, and then there were those who saw such a district as a threat to their property rights."

According to Kuckkahn, both viewpoints could be served by creating a conservancy district but giving developers certain concessions when they develop, concessions such as allowing greater densities in some areas.

"There is no doubt that many of our citizens wanted to maintain an open, quiet, and rural atmosphere in the city," he added.

The planners originally established as a population target 56,000 people. Their land use projections were based on that projection.

That projection came under heavy criticism as being unrealistic. The projected land uses, it was claimed, were unnecessarily calling for too urban and too compressed a development to allow the city to keep its rural character.

The planners backed off and scaled down their population projections.

They now project growth in New Berlin to reach 43,000 instead of the 56,000. Scaling that back has allowed the planners to plan for larger buffers between residential and commercial or industrial areas than were originally planned for.

A fourth point that was brought forth was the concept of the "neighborhood shopping scheme."

"We're looking to create neighborhood cells that focus around residential neighborhoods served by nearby shopping areas and neighborhood schools," Kuckkahn said.

Later SEWRPC's principal planner, Patrick Meehan, added, "The school district has already purchased the sites we have recommended for the development of the schools that will comprise part of the neighborhood cell. They obviously have done some very good planning themselves. The fact that they have the land suggests that our thinking in this area will likely be fruitful. Their land holdings are a good asset for accomplishing the plan."

The planners have called for the schools and shopping areas to be the focal points of the future neighborhoods. Existing commercial developments such as those found along Beloit Rd. have been incorporated into the plan as existing centers of neighborhood development.

Kuckkahn said the school district agreed with the concept. "The schools have so many facilities that they want used by the residents that they agree with us that schools must be clustered in the neighborhoods so that people can have a convenient access to their facilities."

The fifth concept that was considered critical was the use of Calhoun Rd. as a dividing line separating urban and rural development. Plans now call for more urban development to take place east of Calhoun Rd.

"Many people understand we need the mix to allow for the larger acreages for people who want them. We've made that allowance west of Calhoun Rd.," Kuckkahn told the commissioners.

Kuckkahn also said that the city was committed to the Brookfield sewer system. It participates in the sewer treatment plant in order to protect what the plant provides the northeastern portion of the city.

Reports of the cost of the facility's use have been greatly exaggerated, he added. While rumors have been bandied about that the city was paying $2.5 million for the use, Kuckkahn said the cost was actually one-half million dollars.

Kuckkahn and Meehan then reviewed the changes the planners have come up with as they have honed the various proposals into a more complete version.

"We have seen the need to establish a criterion calling for significant separation between dissimilar land uses. For example, we won't go directly from single-fam-

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Further revisions likely for plan

(Continued from preceding page)

ily residences to multi-family residential uses or from industrial to residential without some type of more similar land use intervening," he said.

The planners call for single-family residential areas to be adjoined by duplexes first before allowing low density multi-family apartments or condominiums. Then and only then would higher density multi-family units be allowed.

Industrial developments would be buffered from residential areas by offices first, then high-density multi-family units, lower-density multi-family developments and finally environmental corridors.

Kuckkahn and his staff have also reduced the projections that call for many acres dedicated to single-family residential development.

"With fewer people projected for, we don't need that much land dedicated to the residential use. Basically, east of Moorland Rd. we have provided for alternatives to single-family residential development. We want to provide for options for differences in life-styles," he noted.

Kuckkahn expressed concern for keeping the city's prime agricultural land intact.

"The highest yielding soil for agricultural land in the city is in the southeastern part. With our new population projections and less condensed land use we will be able to allow for continued use of this land," he explained.

Meehan explained to the com-mission that SEWRPC had been asked by the city in May to conduct a study of the three alternative proposals for future industrial land use in New Berlin.

Meehan said he took a number of factors into consideration in his study.

"We looked at access to the sites from all the various available forms of transportation. We checked railway access, highway transportation accessibility, visual exposure to well-traveled roadways for better corporate identity and potential land uses other than industrial.

"Then we calculated the forecasted employment levels and traffic levels. We analyzed the soils to study their impact on limiting industrial development in the areas. We studied the slope of the sites and finally looked at existing zoning. Based on our study of the alternatives, we recommended that the proposed site near the intersection of Highway 15 and Moorland Rd. was the best site," Meehan advised.

He claimed it was large enough to accommodate industrial development and provided the most direct access to Highway 15 and the freeway system.

The area is already served by a park-ride lot for public transportation.

It also provides the best possible exposure for corporate identity.

"This area offers the most diffused traffic pattern. It is served by so many arterials, and there are no further highway improvements needed. It also has the least amount of soil limitations.

Alderman Ken Andries ques-tioned the soil distinctions that Meehan had elaborated upon in his report to the city.

The report breaks the soil conditions of the three sites into three categories: those acceptable for industrial use, and those placing severe or very severe limitations on industrial development.

The first site along Lincoln Ave. was found to have 82 percent of its soil placed in the severe or very severe categories.

In contrast to that, the site in the southeastern quarter of the city had only 39 percent of its soil lying in the severe or very severe range.

Kuckkahn stated, "If we're looking at the practical approach, it's extremely costly to overcome the great limitations imposed on a builder by soils that are graded out as severe or very severe."

Very severe soil shifts not only up and down but sideways as well and could destroy buildings in the shifts, Kuckkahn pointed out.

Meehan added that some of the soils could reach 25 feet in depth and be completely unsuitable for development or replacement.

Kuckkahn said that the site should not have an adverse affect on nearby residences because the city will be enlarging the separation between the proposed site and the neighborhoods.

"Because we are reducing the land uses with the cutback in the population forecast, we will be able to enlarge those vital separations. We will reduce the densities of development as well," he told the group.

The planner then presented the commissioners with what he called "Alternative D."

In this alternative, environ-mental corridors will be given a high priority to keep the city's rural character intact.

"With this in mind, we want to provide a mix of housing types that will allow for rural estates as well as the growing urban type of development," Kuckkahn said.

Under this plan, development will take place in areas that will have "the economical potential to be developed with sewer and water."

National Ave., for example, will see duplex and multi-family development. Industrial development will also occur along the axis of Highway 15 and Moorland Rd.

The industrial site will be flanked by offices and then higher density multi-family units, followed by duplexes, single-family units, and then environmental corridors.

"That scenario is more consistent with the urbanized development we are seeing in the area," Kuckkahn claimed.

National Ave. and Moorland Rd. will be the core of commercial development in the city. The planners envision community-based development growing east of Calhoun Rd. on National Ave. The development will grow in clusters of businesses.

There will be more than adequate commercial availability east of Calhoun Rd., the planners maintained.

"We have also planned for a neighborhood school-park concept. That idea has been approved by the city's Park and Recreation Commission. It is consistent with their own future plans for the park system," Kuckkahn said.

The question of the industrial park was the most controversial, according to Kuckkahn, but the least understood.

"Our plans call for a balanced community—one that provides jobs and places to live while maintaining New Berlin's reputation as a fine place to live. We won't opt for the kind of controlled growth that says to certain people that they can't develop here. That kind of planning is alien to our city. We will always remain open to a variety of land uses," he emphasized.

The planners propose to extend the industrial park south. Further, the newly proposed industrial site near Highway 15 will be a low density industrial park.

The standards for density the planners have established amount to 12 acres of

New Berlin Citizen
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Planners thank citizens for input

(Continued from preceding page)

industrial use per 100 employees.

Currently the city's industrial park and the Moorland Park have a ratio of 8 acres per 100 employees. Industrial areas in Milwaukee and southeastern Wisconsin have a much smaller ratio of 4 acres per 100 employees.

"We're upping the criteria to have a more park-like setting. We'll have a park that could be used for offices and industries. However, the industries will be quality industries, not smoke belchers, and will have esthetic appeal," Kuckkahn maintained.

The site will be buffered by similar land uses according to the standards set forth in the new plan.

Meehan said the planners have reduced the amount of land called for in the industrial site from 575 acres to 300 acres.

"We also recommend a land-to-building ratio of seven to one. That is, seven acres of land set aside for every one acre of building. That's very important to keep in mind. That offers a lot of open space."

The site will also eliminate the need for traffic from the new businesses and industries to filter throughout the city in order to leave.

"Access and egress will be concentrated onto arterials that have been designed to bear the heavier traffic. With this site the city shouldn't see a heavier congestion of traffic in many of its areas as it would if we adopted another site for future industrial and commercial development," Meehan said.

The city will host an open forum to allow groups to offer a more extensive critique of the new proposal. The meeting is planned tentatively for the second week of November at Eisenhower High School.

The planners will take the information gathered at that meeting and adjust the plan.

"So far we've taken the information gathered at the public information meetings and analyzed it. We've considered and compiled the comments made during the public information process and come up with plan D. Plan D is just a reconsideration of the alternatives based on the public meetings," Meehan said.

The planners admit that they are still in a stage of the process that can change the plan.

"We still have elements to finalize. We have to do a more detailed study of developments such as National Ave. There we'll probably recommend the neighborhood unit approach. But we're rounding the plan into shape, and we couldn't have done that without the excellent help of the citizens who came out and commented and advised us," Meehan concluded.

Industrial stalwart New Berlin enjoys wave of commercial growth

BY WILLIAM CONROY

NEW BERLIN HAS earned a reputation for having two of the best industrial parks in the Milwaukee metropolitan area. But the city has added another card to its hand in the economic development game.

Since January 1985, New Berlin has been the site for more than $9.6 million worth of new commercial development, according to city records and officials. Although commercial development is New Berlin's new-found ace in the hole, the fact that it has seen more than $12 million worth of new industrial construction since 1982 is evidence that it has a healthy industrial climate.

The main stage for that industrial growth, the approximately 1,000 acres in the New Berlin and Moorland industrial parks, is packed nearly to capacity.

"Our biggest concern is finding room for industrial expansion," said Steven Hoese, New Berlin's assistant city planner. "We feel we have somewhere around 110 acres (near the existing industrial parks), but that will only serve us for another three to five years.

"So we're looking ahead to the next 20 years and searching for another industrial area that we estimate will have to be about 300 to 400 acres."

(New Berlin developed its 620-acre industrial park in the early 1960s. The 370-acre Moorland Industrial Park was developed south of the city's park in the late 1960s through a joint venture of Inryco Inc. and the Northwestern Mutual Life Insurance Co. called the Moorland Industrial Park Joint Venture.)

Jack Hayes, general manager of the Moorland Industrial Park Joint Venture, said the venture group owns about 80 acres of land south of the Moorland Industrial Park that could be ready for development within the next year. However, the group hopes to first find a use for another 26-acre parcel of land in the northeast corner of its existing industrial park.

Although the remaining land available for development near the industrial parks may be in scarce supply, Hayes said it still is some of the most desirable industrial land in the metropolitan area.

"Despite the problems that the large, heavy industry companies are having, the small- to mid-sized business are doing well, and they are the primary source for expanding the (industrial) parks. New Berlin is in a prime location along the I-94 (Interstate Hwy. 94) corridor and the Madison-Milwaukee connection, which is becoming a reality.

"In addition, New Berlin has the State Hwy. 15 (the Rock Freeway) connection, which gives it access to northwestern Illinois, Beloit and Janesville. And the attitude in New Berlin is very pro-business."

Tim Tully, mayor of New Berlin, said the city encourages development, but it wants the development to be balanced. In addition, he said the construction boom that has taken hold in neighboring Brookfield is bound to spill over into New Berlin.

Tully said the city plans to be prepared for that future growth.

"We expect to have balanced industrial and commercial growth," Tully said. "We are in the process of preparing a city master plan so that we will be prepared to deal with that pressure and go along with that growth when it hits us."

Some of the "pressure" from Brookfield and the development along the I-94 corridor already may be affecting the New Berlin economy. The city is in the midst of an explosion in commercial development.

Between 1982 and 1984, building permits indicate that New Berlin had a total of about $2.3 million in new commercial development. However, through July of this year alone, the value of new commercial development in the city passed the $9.6 million mark.

"We were dead in commercial development for a while," Hoese said.

New Berlin's population of about 31,000 is more than double what it was in 1960, when the industrial parks still were on the drawing board. The success of those industrial parks has helped the city's income and employment picture.

The city's manufacturing sector alone employed about 5,500 people in 1981, which was nearly half of the total number of people employed in the city excluding self-employed people, according to a state report.

"New Berlin was generally a rural community that has been transformed into an industrial area, and it is now starting to branch off into the commercial market," said Thoma Kay, an attorney representing developer Ray Galinski. "As the population of New Berlin increases, commercial development will be even more enhanced."

Galinski is in the process of developing a $7 million shopping mall, The Italian Village, at 124th Street and National Avenue in New Berlin. The 104,000-square-foot mall, scheduled for completion in the fall of 1986, will consist of a number of exclusive retail stores.

Two other commercial projects currently are under construction in New Berlin. A $500,000 expansion of the New Berlin Plaza, at Moorland Road and National Avenue, will add another 15,000 square feet to the plaza by the end of the year, said Mark Brickman, executive vice president of the Robert A. Polacheck Co. Inc., the leasing agent for the plaza.

In addition, Anderson-Ashton Inc., New Berlin, is in the first phase of a $1.5 million commercial condominium development near Calhoun Road and Liberty Lane scheduled for completion in the fall of 1986. The condominiums, which will total about 40,000 square feet, will be sold as individual retail and office units.

"One area in particular that I feel will see a lot of future commercial development is on the land along National Avenue," said Robert Ashton, president of Anderson-Ashton Inc.

"We are looking at some property ourselves in that area. It could become another Blue Mound Road."

Industrial development, though, is far from being dormant in New Berlin. The area still is perceived as prime area for locating an industrial operation.

Last February, The Cheney Co., a manufacturer of lifts for handicapped people, moved into a new 58,000-square-foot facility in the New Berlin Industrial Park. It cost about $2 million to develop the site.

"I'm positive about the New Berlin area because it has three things we need, and they are location, location, location," said Ted Cheney, president of firm.

In about three weeks, James Luterbach Construction Inc. will have completed a new 60,000-square-foot facility on Ryerson Road in the Moorland Industrial Park that will be leased to The Welsh Bindery Inc. The building cost more than $1 million to build, said Bill Luterbach, president of the company. □

Master planning

New Berlin at the crossroads

By Kay Jashinsky
Freeman correspondent

Waukesha Freeman
November 1, 1985

First of two parts.

If the New Berlin Master Plan of 1962 had been implemented as planned, the city would now have a New Berlin Center, combining administration and business services in one location.

The center was never built. Nonetheless, growth of all kinds has been only short of phenomenal in New Berlin since the first master plan was developed in 1962.

The population has increased from 15,000 to 35,000 people in 1985, converting hundreds, perhaps thousands, of acres of farm land to residential, commercial and industrial use.

In 1962, the city's aims were simpler. Officials concentrated on building schools, adding services such as police and fire protection, maintaining streets, building septic systems, developing parks and playgrounds.

But there was also a sense of vision. "The master plan of 1962 was unique in its concept for planning and meeting the needs of people into the 1980s and beyond," said Patrick Meehan, Southeastern Wisconsin Regional Planning Commission director. "It was a rarity for a town with a population of 15,000 to have a master plan and to foresee its future expansion through the 1980s to the year 2000."

Now, in 1985, there is a new master plan, one that looks both at the past to see what has been accomplished and the future as well.

It is expected that the city's current population (according to the 1980 census) of 30,500 will jump to 43,000 by the year 2000, only 15 years from now.

If this dramatic change in population should occur, it could have an overwhelming effect on the physical development of the city and its residents.

As the city grows, there will be a need to expand its municipal services to areas not covered, or anticipated, by either master plan.

In 1985, probably the most visible progress toward the future goal in the city of New Berlin is the building of the new city hall on Casper Drive. "Unlike Waukesha or Milwaukee, New Berlin does not have a strong central core," said Rick Kuckkahn, New Berlin city planner. "Our municipal services are in one area and our 'downtown' area is scattered along National Avenue."

Because of the scattering of administrative and commercial services there is no common focus to the community. There is no civic center, no central business district in New Berlin where people may congregate.

In the 23 years since the first master plan was submitted, it has become obvious that the central business district, with its community swimming pool and civic center, will not develop in the form in which it was originally conceived. What has developed instead is a very productive industrial park and a hub of commercial activity in the general area of National Avenue and Moorland Road, with the Kohl's Shopping Center as the nucleus.

The total planning area of New Berlin encompasses an area of approximately 23,589 acres or about 36.8 square miles.

New Berlin belonged to the town of Muskego in 1838, that town then encompassing what later became the towns of Waukesha, New Berlin, Vernon and Muskego. The town of New Berlin remained primarily a rural, agricultural area until the 1940s, when urban development hit the town at a relatively rapid rate because of the expansion of Milwaukee.

The town of New Berlin was incorporated as the city of New Berlin in 1959.

In recent months, the city has held informational meetings on the new master plan, which is an update of the old one.

Another meeting about the new master plan for the general public is scheduled for Monday at 6:30 p.m. at Eisenhower High School.

At a recent meeting, a resident, at one of the meetings asked: "What makes a master plan work and what makes it stick?"

Kuckkahn answered, "The process (of) informational meetings. We need community-based support. The reason that this plan got as far as it did today was because of citizen input. The city of New Berlin could choose to freeze itself in time."

The master plan of 1962 talked about a community park and community center and a future home of the library. Things have not progressed as planned.

For example, the construction of a new city hall was scheduled for 1980. New library facilities were going to be added in 1979. Plans for building a community or civic center were slated for 1984, and the relocation of fire station No. 1 had been scheduled for 1979. The first district fire station was to be contained in the city hall facilities.

According to the updated master plan, when the new city hall is completed, it will house the Park and Recreation Department in addition to all the other facilities now housed at the current city hall. The Police Department will stay at its original location, but will expand into the space vacated by Park and Rec.

"The focus of the master plan is not to design facilities, just to call things to the attention of the city's officials," said Kuckkahn. "It is likely in the next 15 years that we will need an auditorium or gathering place in the new city hall. We are running our current building over capacity now."

Since the 1962 master plan was adopted, major developments have taken place in the city. The industrial parks have grown and given jobs to many of New Berlin's residents. Single-family and multi-family dwellings have almost tripled in the last 25 years.

Five fire stations have been built and staffed with 150 volunteers. The fire equipment and stations serve an optimum radius for fire service of 1.5 miles. A sixth fire station has been proposed for the northeast corner of the intersection of Cleveland Avenue and Johnson Road. That proposal was made originally in 1961, and the city did buy the site with that purpose in mind.

In 1985, New Berlin has a full-time mayor. In 1962, that had been a part-time position. The city has seen growth in its transportation system since 1962. Along with each new subdivision, new streets and arterial sewer systems were installed. There were 38 subdivisions developed from 1962-1980.

The city of New Berlin has come a long way since the early 1960s. Going from a township in 1959 to a city has been has give the area's economy a boost in ways that have affected everyone in the city.

Next: Elements of land use in the new master plan.

Waukesha Freeman
November 2, 1985

Master planning

Zoning vital to orderly progress of city

By Kay Jashinsky
Freeman correspondent

Second of two parts.

The most important element of any comprehensive master plan is its land use plan, for it forms the basis for all of the other elements.

That includes the construction and location of schools, the development of residential and commercial areas and industrial expansion.

"Zoning is the legislative tool which is needed to make land use utilization viable and provides the codes needed to preserve and protect environmental corridors within a city," said Rick Kuckkahn, New Berlin city planner.

New Berlin adopted a 1947 zoning ordinance, amended it in 1954, and formed a Planning Commission.

Most of New Berlin's land was, and still is, zoned for agriculture, and rezoning for other uses has usually adjusted to actual developments as they have taken place.

Most of the recent growth in New Berlin, that is, since the late 1940s, can be attributed to the same economic, geographic and sociological factors that led to the general development of the Milwaukee area.

Milwaukee's industrial expansion, new port facilities and expanding retail and wholesale sales and selected services have all contributed to the urbanization of New Berlin.

The town of New Berlin remained primarily a rural agricultural area until the 1940s, when urban development began to take off. People moved from Milwaukee for a more rural life. The town was incorporated as the city of New Berlin in 1959.

"The community wanted to be both rural and urban," said Kuckkahn. "We have tried to keep west of Calhoun Road rural and more urban east of Calhoun Road. Another urban area is in the northeast quadrant of the city."

In keeping with the effort to retain the rural quality of the area west of Calhoun Road, the city is attempting to rezone an area along Lincoln Avenue west of Calhoun from industrial or commercial back to agricultural. But it is meeting with some resistance.

County Supervisor Daniel Bodus of New Berlin has launched a petition drive to keep that area along Lincoln Avenue zoned for industry or commerce. "The homeowners (in that area) have lived with industrial zoning for 23 years," Bodus told a reporter Friday. There are about 20 businesses there now, "and more to come."

Bodus said he would begin circulating the petiton today.

Despite efforts like that of Bodus, in recent decades the New Berlin community has persistently shifted from a farm economy and a rural farm settlement toward a modern, urban community. To meet the transition to urbanity, an analysis of topography and soils in the area was essential for effective land use planning.

Millions of years ago, the glaciers left moraines and glacial till over all the New Berlin area. Deposits of sand and gravel were carried by meltwater of the glacier. That's why sand and gravel are the most valuable mineral products of the New Berlin area.

The areas around New Berlin originally had extensive swamps, marshes, and lakes containing great quantities of water. Clay till from the Lake Michigan Ice Lobe makes up the eastern one-half of New Berlin. The western part of New Berlin is composed of ground moraines from the Lake Michigan Ice Lobe. Both parts are interspersed with old lake beds of the Lake Michigan Ice Lobe.

The Wisconsin State Soil Conservation Service in their Soil Survey of Waukesha County classifies the soil types of the New Berlin area as being made up of silt loams, clayey till, loams, peat, and muck. Very shallow silt loams over clayey till are found in the eastern parts of New Berlin. They are heavy, poorly drained loams which have a low permeability of the subsoils. They contain scattered heavy deposits of gravel located in the western part of New Berlin. The soil absorption rates of waste water and sewage is low in the eastern part of the city. That area also contains poorly drained soils which can lead to flooding and water pollution.

New Berlin lies within three watershed areas. The Root River drains to the east; the Fox River drains to the north and west; and Little Muskego Lake receives the drainage to the south.

> ***"The ideal is to balance. It is our feeling to balance and to provide some stability of land use in the future. Now we have a shot-gun approach."***
>
> — Rick Kuckkahn

Despite its unusual soil and water content, New Berlin's land use remained mostly agricultural for more than 100 years. But, gradually, as the population increased, so did the diversification of land use. A rapidly increasing school population needed schools.

Fully 99.4 percent of all housing in the city is single-family, nearly all of it presently characterized as a suburban and rural type of development.

Thereis an urban area, which is served by the full range of public and semi-public facilities and utilities. However, the suburban area is more common to New Berlin; it receives a limited amount of the customary municipal services. The rural area, which is dependent upon private water wells and septic tanks, is also common.

New Berlin had about 2,060 acres in residential use in 1960 and this only represented about 9 percent of the total land area.

Waukesha Freeman
November 2, 1985

Planning

(Continued from preceding page)

The existing residential development was made up of 3,865 housing units with an average site size of half an acre.

In 1961, multi-family dwelling occupied only 1.1 acres, only 0.02 percent of the total developed area.

The master plan of 1960 called for developing quality subdivisions, and Kuckkahn attributed the high quality of the residential development to the "city's enforcement of the subdivision ordinances."

He added that the city had fallen short of the standards the first plan established regarding sewer and water development. "The city hasn't consistently developed sewer and water at the same time development of the subdivisions have been completed. This has led to retrofitting the systems, and that is costly. We should have followed the plan and its guidelines more in this regard," he said.

Kuckkahn also said: "The ideal is to balance. It is our feeling to balance and to provide some stability of land use in the future. Now we have a shot-gun approach."

Neighborhood planning concepts, residential and commercial developments, industrial concerns and location of schools have been a game of trying to blend land uses together. "There is a lot of demand for houses in New Berlin. The population is on the decline, but housing is on the incline," said Kuckkahn.

New Berlin has 131.5 acres used as commercial land. Land usage within the seven districts accounts for about 63 percent of the total commercially used land. The most concentrated area of retail establishments is located along National Avenue. Most office land use is located in that same area. Office use amounts to 4.9 acres of the total 131.5 acres occupied by all commercial uses in the city.

The 1985 proposed master plan is going to attempt to balance land use of rural, commercial and industrial properties throughout the city. There also are plans to create commercial clusters or neighborhood shopping centers approximately 7 acres in size with convenient shopping and oriented to a neighborhood "sphere."

A neighborhood sphere would contain local retail businesses, for the most part small stores selling convenience goods and services, shoe repair shops, laundry and dry cleaning outlets, barber and beauty shops.

In 1980, there were 140 retail businesses located in the city. Of this total, eating and drinking establishments numbered 32, or about 23 percent of all the retail trade, and representing the largest category of such uses. Service stations numbered 21, or about 15 percent. Building material and garden supply businesses numbered 17, or about 12 percent.

In the early 1940s, the township of New Berlin began looking at industry and how it would relate to the current land uses in the area.

The area used for industrial purposes in New Berlin is exceeded only by the land areas used for single-family residential homes, streets and roads. Of the total acreage (4,811) used for developed land, 572.9 acres are occupied by industries.

"The city is grossly overzoned," said Kuckkahn. "Residential is overzoned by 350 acres, and industrial is overzoned by 1,000 acres."

In 1961, there were only a few relatively small manufacturing concerns and most industries were reluctant to locate in New Berlin.

"The history of development in the industrial park started when I-94 went through the Milwaukee Industrial Valley, and I'm not certain who decided that we needed a New Berlin Industrial Park or why, but the city developed a share of it," said Kuckkahn.

What happened was that the city created the park not knowing if it would fill it. As a result, they were selling land at reduced prices — initially property at cost. Industry started to move in, and that was primarily in the northern half of the park. The New Berlin Industrial Park started to develop, then Moorland Industrial Park bought some large tracts and that is what is developing now. "These are all private developers in the Moorland Industrial Park," said Kuckkahn.

He added that a lot of industry that was displaced by the freeway moved out to New Berlin. "That is why the political bug-a-boo has occurred between Milwaukee and New Berlin," said Kuckkahn.

Southeastern Wisconsin Regional Planning Commission Director Patrick Meehan said that, in the planning of the arterial highways to and from the industrial parks, the important thing was to keep a certain number of lanes available to move traffic. "Now the character of these lanes and the road section is a local decision and we provide options for the engineering department here to use," said Meehan.

Kuckkahn said that the industrial park growth issue has been the most controversial to date. "There are other communities that have opted for controlled growth which limits building permits. With our updated master plan we are keeping doors open for a variety of options," said Kuckkahn. "Our aim is a balanced community growth."

Waukesha Freeman
November 4, 1985

Lincoln Ave. favored for N.B. development

By Candace Doyle

NEW BERLIN — County Board Supervisor Vera Stroud insists that acreage near the Rock Freeway interchange should not be developed for at least five years.

Instead, according to Stroud, a master plan for New Berlin should include industrial and commercial development along Lincoln Avenue, where there has already been significant industrial growth.

In an interview this morning, Stroud, 31st District, told the *Freeman* that the area around Highway 15 and Moorland Road, where a California investor wants to develop a 240-acre industrial complex called the Crossroads Project, is not suitable for such growth and should not be considered as prime industrial land.

That area, she said, should be zoned "agricultural transition" — that is, zoning that prohibits the development of the land for five years.

A public hearing on New Berlin's proposed master plan will be 6:30 tonight at Eisenhower High School.

Stroud said that within five years the city would know whether its population projections would justify more industrial development.

Stroud, along with other opponents of a proposed master plan that calls for industrial development near the Rock Freeway, said the city's plan is based on a faulty premise.

She said that population figures used by the city in promoting a master plan are wrong. The city, she said, contends that the 1985 population is 35,000; she maintains it is 31,000 to 32,000.

"I flew higher than a kite when I saw the population figure 35,000" in a *Freeman* article last Friday, Stroud said.

The city, using the 35,000 base, projected that by the year 2000 the population would be about 43,000.

"I say they're still way off the mark," she said. "I am not a soothsayer. Neither are they. That's why I want a holding pattern for five years."

Stroud found other flaws with a master plan that calls for development along Highway 15 and Moorland Road.

Stroud, who will present her views at the public hearing tonight, said developing the area near the interchange will have an impact on future taxes.

She said that because school districts receive delayed state aid credits, development in the area will not offset the amount the School District would have to borrow until subsequent years.

She said the district already has borrowed $6.7 million this year and is paying interest of more than $166,000 on that debt.

Stroud said that any major development in the area would increase the city's equalized value and the city would receive less state aids than in the past.

She also suggested that the city hold off developing the Rock Freeway land until the city's lawsuit with the Milwaukee Metropolitan Sewerage District is settled.

New Berlin belongs to FLOW, Fair Liquidation of Waste, which contends that suburbs that hook up to the MMSD should be charged based on usage and not on equalized value.

"To add (the base of equalized) value at this time is almost suicidal," she said.

However, Stroud said that if New Berlin loses its court case against the MMSD, city taxpayers could be paying exorbitant prices so that a major industrial development can receive sewer service.

Stroud also said that money New Berlin gave Brookfield to receive sewer service from Brookfield's sewage treatment plant would be wasted if the Highway 15 and Moorland Road land is zoned for industry.

Land at that site, she said, could not be hooked up to Brookfield's plant. But land along Lincoln Avenue could; therefore, the $500,000 New Berlin has paid Brookfield for the service would not be wasted.

Stroud said that New Berlin's intent to develop a major industrial complex near the Rock Freeway is an attempt by city officials to compete with Brookfield.

She said that a major industrial complex there is viewed by New Berlin officials as "a prestige point," similar to Brookfield's Bishops Woods.

But she said, New Berlin is different from Brookfield in two important ways: Brookfield is not hooked up to the MMSD and is not dependent on state aids.

"We are still tied to state aid for our school system and our municipal system," she said.

Vera Stroud

Milwaukee Sentinel
November 5, 1985

Citizens rap master plan in New Berlin

By Paula A. Poda

New Berlin — About 250 residents voiced their opposition Monday to a proposed city master plan that includes an industrial park near Moorland Rd.

Citizen calls for a referendum and Common Council vote on the proposed master plan were greeted with hearty applause from the audience attending the hearing at Eisenhower High School, 4433 S. Sunny Slope Rd.

City Planner Rick Kuckkahn said the proposed master plan was designed to meet the city's future population, estimated at 43,000, in the next 15 to 25 years.

In a nearly hourlong presentation, members of the organization Saving the Environmental and Residential Value of New Berlin called for a master plan that would include two stages, each to be implemented on an as-needed basis.

The first stage calls for an area proposed for the industrial park to remain agricultural and residential. The second stage would include residential and commercial development for the area.

Industrial use of the land would occur only when it is needed, said Drew Novotny, a member of the organization's executive committee.

Trevor N. Giese, a School Board member, was among the residents opposed to the proposed industrial park. He said revenue from future taxes on the proposed development would not come to the school district soon enough to offset a loss in state aid.

Kuckkahn said he would recommend that the Plan Commission forward the plan to the Common Council for opinions from its members.

Paul Starck, a former Plan Commission member, said the majority of residents attending the hearing opposed the industrial park but might not be representative of the entire city.

"I think you should grind that ax," he said, "but remember, there's another 30,000 people."

Waukesha Freeman
November 5, 1985

Angry N.B. residents seek vote on industry

By Kay Jashinsky
Freeman correspondent

NEW BERLIN — About 250 residents, many of them apparently angry, turned out Monday for a public hearing on a proposed master plan and demanded that a referendum be held on any industrial development near the Rock Freeway.

Most of those attending the hearing at Eisenhower High School Monday night live in the Regal Manors and Hearthside subdivisions near the 240-acre parcel of land that California investor Mero Susnar wants rezoned for an industrial complex.

Those residents who oppose the master plan, developed by the city's Plan Commission and the Southeastern Wisconsin Regional Planning Commission, received backing Monday night from County Board Supervisors Vera Stroud and Daniel Bodus and New Berlin School Board member Trevor Giese.

Stroud, who represents the 31st District, said the Highway 15 and Moorland Road property should be zoned "agricultural transition" to give the city time to decide what type of development, if any, should be located on the site.

"This should be a slow development of industry. It should be zoned agricultural transition. That indicates there will be future development of the land by the city and that this consideration for development should be within five years."

Stroud said, however, that she favors the industrial expansion of the present industrial park and the Moorland Road industrial park, where significant growth has already taken place.

Bodus agreed with Stroud that there should be development of the present industrial park. But he said he also advocated extending industrial development along Lincoln Avenue.

Giese, however, opposed development of the industrial park. He said that industrial development would cause financial problems for the school district.

The district had to borrow approximately $7 million just to operate before city taxes are collected and passed on to the district, he said, and revenues generated by the development would not offset lost aid from the state.

Drew Novotny, a member of a community action group, Save the Environment and Residential Values, suggested that a petition on the master plan be circulated throughout the city and that a referendum based on the petition be held.

The Milwaukee Journal
November 5, 1985

Reaction hostile to master plan in New Berlin

By DORIS A. HAJEWSKI
of The Journal staff

New Berlin — The city's new master plan proposal drew a hostile reaction from about 300 residents at a public hearing Monday night.

A new industrial area proposed for the area around Moorland Rd. and the Rock Freeway as part of the plan was the target of most of the criticism, with much of it from residents of the area.

Earlier this year, about 1,700 residents signed a petition asking for a referendum on the master plan. Mayor Tim Tully told the crowd at the hearing that he would support their proposal.

Under state law, such a referendum would be advisory, not binding, as some speakers demanded Monday.

Throughout the 3½-hour hearing, angry residents applauded loudly for speakers who opposed the plan, sometimes yelling out their own arguments against city officials' statements, and punctuating their comments with insults.

Most of the speakers who opposed the new industrial area mentioned these concerns:

■ Increased traffic. Several speakers cited current problems on Blue Mound Rd. in Brookfield and said they did not want New Berlin to follow suit.

■ Decreased propery values. One realtor suggested that the city lower property taxes on homes that would lose value.

■ Loss of state school aids. School Board member Trevor Giese and County Supervisor Vera Stroud of New Berlin said the new industrial development would actually cost city taxpayers money because the increased tax revenue would not offset the loss of school aids.

The credit is paid to school districts according to a formula based on the district's equalized valuation and enrollment. Thus, an increase in value, with New Berlin's declining enrollment, would mean less aid to the district.

■ A glut of available industrial land in the Milwaukee metropolitan area. Several speakers cited a report in The Milwaukee Journal's Business section Sunday that showed numerous vacant industrial buildings in the New Berlin industrial park.

Richard Jerabek and Drew Novotny, two Regal Manors West subdivision residents who are the leaders of a SERV (Save Environmental and Residential Values), a citizen group that has opposed the industrial siting, gave a 45-minute slide presentation offering alternatives to the city's master plan proposal.

For the controversial new industrial site, the SERV group is proposing a tourist attraction similar to Stonewood Village, a colonial-style shopping area on W. Capitol Dr.

Speakers who addressed other aspects of the lengthy master plan included:

County Supervisor Daniel Bodus of New Berlin, a former city alderman who presented a petition signed by about 100 northwest side residents who oppose a zoning change proposal that would turn industrial land along Lincoln Ave. west of Calhoun Rd. into agricultural land.

An attorney representing John Mueller, 16914 W. Observatory Rd., who said the city's proposal to rezone Mueller's land from commercial to conservancy would constitute the confiscation of property without compensation.

The Milwaukee Journal
November 7, 1985

New Berlin may change master plan

New Berlin — City officials are prepared to make some changes to the controversial master plan proposal, Mayor Tim Tully said Wednesday. Parts of the plan that propose a new industrial area at the intersection of Moorland Rd. and the Rock Freeway drew heavy opposition from residents at a hearing Monday.

In light of that response, Tully said he and several aldermen would urge that another hearing be held to discuss the industrial zoning issue. Commenting on an alternative proposal that was presented by a citizen group called SERV at the hearing, Tully said, "The SERV presentation was well thought out. We want to show them that we're listening." The Plan Commission is expected to discuss the master plan Nov. 18.

New Berlin Citizen
November 7, 1985

Master plan hearing draws large turnout

Plan's industrial areas criticized

By Richard Furlick

The city's proposed master plan still has problems, say some local residents.

Nearly 150 residents, primarily homeowners in the Regal Manors East and West subdivisions and the adjoining Hearthside Acres and Sun Valley subdivisions, attended a meeting at Eisenhower High School to make their opinions known to city planners. The proposed plan will guide the city's growth into the next century.

The bone of contention between the city's proposal and the residents, many of whom have formed an action group known as SERV, is the proposed location of a commercial and industrial area at the intersection of Highway 15 and Moorland Rd.

The residents also object to the city's proposal for buffer space between the commercial development and the single-family residences in the area. They feel that the city is not offering enough buffering space.

Regional planners at SEWRPC studied the proposed industrial site and concluded that it offered good access to the truck traffic that would serve the business area. It was also accessible to rail service.

The planners also conducted soil tests and studied the size of the area to determine its suitability for industrial use to arrive at the recommendation that the city propose the intersection for commercial and industrial growth.

Once again, City Planner Rick Kuckkahn acknowledged that the issue of the industrial site was the most controversial.

"We spent the most time analyzing this problem," he said.

Kuckkahn also noted that the plan intended to provide a definite transition between higher and lower densities of housing and business and would make a great deal of use of buffers, berms and environmental corridors.

He said the plan intended to avoid the kind of strip zoning that had already occurred along Highway 100 and was forming along Bluemound Rd. in Brookfield.

Kuckkahn claimed that the residential, commercial and business growth would be part of a controlled process.

"We will make use of land use plans and rezonings to accomplish that control that will give our residents a good environment to live in," he added before he turned the meeting over to the citizens for their comments.

The planner did assure the residents, "there will be no 200 or 300 acres of development popping up overnight."

Al Schowalter, 19020 W. Cleveland Ave., said, "I believe in a complete city, not a bedroom community. But I definitely don't want to see a Highway 100 or Bluemound Rd. in New Berlin."

Charles Laflin, 2300 S. Meadowlark La., criticized the city planners. "The master plan is a disaster. Keep in mind that the residents living along Lincoln Ave. have been fighting the results of the 1962 master plan for along time.

"We have a number of people in our city who've had wage cuts, yet the city wants more money. You've reduced the plans calling for more single-family development. The Allied Construction Council has released figures showing an increase in single-family construction. That's what people want."

Laflin also questioned the projections for population growth that the planners have offered.

"If we continue going at that (present) rate, by the year 2000 we'll be up to 31,000 people. I'm going to see this come before the council. I want to see them vote on it because I want to know who voted for it," he added.

Kuckkahn noted that while he would recommend to the plan commissioners that they submit the plan to the council for approval, the commission was under no statutory requirement to put the matter on to the council.

Trevor Giese, a member of the school board who said that he was addressing the planners not as a member of the school board but as a private citizen, opposed the plan.

Giese said that any enrollment drop in the schools could cause the schools budgetary problems. He warned that increased industrial development in the city could reduce the state aids that are given to the school district.

"Look at what industrial and commercial density has done to West Milwaukee. State equalization aids are nonexistent. West Milwaukee's tax rate has gone up. We have plenty of land available in the industrial park. We don't need more industrial land set aside," Giese said.

Noting a glut of empty industrial buildings in the Milwaukee area, Stacy Barker, 24511 S. Moorland Rd., said, "I hope we leave our children an inheritance of this city much as we found it. The late Mayor Rathke supported the industrial park to reduce property tax rates but the increased equalized value for each citizen that resulted from that development reduced the state aids and put a greater burden on the property tax. I recommend that we stand still for awhile."

One resident said that he had circulated a petition signed by 100 people calling for keeping the area of Lincoln Ave. west of Calhoun Rd. zoned for industrial use.

The two leaders of SERV, Drew Novotny and Richard Jerabek, then made a 30-minute presentation of the group's alternate master plan. They accompanied their presentation with a slide show underscoring their points.

Jerabek cited five major concerns of the group.

First, he said, the people wanted to maintain a rural and residential environment in the city. They also want the area north of Highway 15 to remain residential as it has for the last 23 years.

The group also wants the city's environmental areas maintained. They also called for requiring the developers to pay some of the costs associated with additional services required by the extra commercial and industrial development. Finally, the group called for a voter's referendum on the city's master plan.

Jerabek asked Kuckkahn, "Why haven't residents adjoining the proposed business site been give 600 foot buffer spacing from the development?"

Kuckkahn responded, "We've responded to those concerns by establishing a 1000-foot buffer between dissimilar uses. There will be an environmental corridor or the same zoning for 1000 feet."

He also said that the plan called for office development north of the newly proposed Highway I. An area south of the proposed highway also is slated for planning for office space. It is south of the existing Beloit Rd. that the plan calls for

(Continued from preceding page)

New Berlin Citizen
November 7, 1985

Need for more industry disputed

land to be marked for commercial and industrial development.

Kuckkahn said the density that was established for the city's industrial park would be reduced in this development from four to six acres per 100 employees to 12 acres per 100 employees. This would give the development a more open look.

Jerabek then reiterated what an earlier speaker had said. "Let's make use of the area already set aside for industrial development before we designate any more," he said. "We now have between 150 and 200 acres of industrial land available for use."

He asked the city to consider the problem of increased water usage by the development.

"There is a high-tech corridor in Illinois that now has a problem with water shortage. The people who are going to make money on this industrial site should pitch in and help pay for the costs of people having to dig for more water.

"Also, there will be a drain on our police resources. Those costs should also be shouldered by the main profit-makers in this venture."

The group also circulated a petition that was ultimately signed by 1,700 residents calling for a referendum on the issue.

Mayor Tim Tully admitted that he would like to see a referendum on the plan as well, but told the group that he favored an advisory referendum.

Both Jerabek and Novotny called on the city to use realistic population projections and stage future commercial and industrial development pegged to the incremental advances in population.

Novotny questioned the supposed savings to companies that make use of trucking to haul their shipments. He said that according to tariffs it made no difference whether the trucks traveled north or south in the city. All points were in effect the same.

SEWRPC's principal planner Patrick Meehan said savings were measured not only in financial terms but also in costs of road repair and safety. The safety savings would result by not dragging truck traffic through the city.

Novotny said the basic premise of SERV's plan was "staged-plan development."

"We take the plan as it exists but go a step further," he said. "We take the plan in stages over a period of years. First, we believe that we should look at the next five years as one stage. What happens in that period will determine what the city will look like. Five years from now, we may find we need further development. But we don't need it now. In the staged plan we look at the population every five to ten years and peg our development to the actual figures at the time. That way we can look at our social and economic needs more realistically."

Novotny also called for more green areas around commercial development that will eliminate sight and noise pollution. He said the group wanted to see developments in the city that looked like Bishops Woods in Brookfield.

The activist also called for keeping more land designated for agricultural usage.

"One of the top products in the state is agricultural. Let's keep that a fact. Do we want to be an industrial city?"

Novotny, too, called for balanced growth. He cited figures that showed New Berlin was comprised of 8.4 percent manufacturing development. Milwaukee, in contrast, was made up of six percent manufacturing development.

"We're not a bedroom community any more than the City of Milwaukee is. We do want balanced growth.

The group also called for bringing a shopping center such as the shops at Stonewood into the area north of Highway 15 on Moorland Rd.

Kuckkahn agreed that the city would like to entice development such as Bishops Woods to New Berlin. "That's an example of what we'd like to see here. We intend to duplicate that.

Dennis Machnik, 4405 S. Rachel Ct., also called for a referendum on the plan. "The issue should be in the people's hand if it comes to a referendum."

Paul Starck, a former member of the Plan Commission, told the mayor and the commissioners, "I suggest that most of the people here tonight who have expressed their displeasure at these officials are in several of the subdivisions that are near the proposed development. There are 20,000 people who are not here tonight. I don't appreciate the inferences to these officals that they don't listen to the people. I think they are listening."

Starck said that New Berlin ranked close to the top of the list of the surrounding communities in quality of life. "I'm damned proud to have been part of this planning. You people represent someone with a strong axe to grind. That's fine, but there are another, 30,000 people out there."

Starck said that perhaps the only way to pacify the people in the community is to allow a referendum vote on the plan. However, he cautioned, "Make sure the referendum is held when the people are there to vote primarily for something else besides this issue. Or else you'll have a stacked referendum."

He also commended the SERV group but said, "While the group has merit, the only thing going on in their plan deals with the area near their subdivisions. No community is the area does more about conservancy or environmental corridors than we do right here."

"This master plan can be a pact with the unborn, for their future needs are being considered in this plan," he added. "New Berlin will remain basically a single-family community. But the need for jobs in Wisconsin means we should make land available for industrial growth if the land is available."

County Supervisor Vera Stroud addressed the group, saying, "I object to a second industrial park at the intersection of Highway 15 and Moorland Rd. Mr. Susnar owns 240 of the 300 acres. Only he will benefit financially. The rest of us will pay."

The state aids to schools, she explained, would be withdrawn.

"Any addition to the equalized value diminishes aids," she said. "A drop in the student enrollment also decreases the aids. And for one-half of the school year the district lives on borrowed money. No one will make up fully what we will pay in interest on the loans the school district must take out. Therefore, the taxpayers will shoulder the burden.

"Mero Susnar is trying to hustle acceptance of the master plan that is suitable to his purposes. Once that master plan is in place, Susnar will come in for rezoning," she said.

She also said that if FLOW loses its suit with the Milwaukee Metropolitan Sewerage District the residents will see their burden of paying for utility service increase dramatically. The additional costs will be linked to the equalized valuation of the property. The Susnar development would add $50 million to the city's equalized valuation and would be born by everyone in higher utility bills, claimed Stroud.

Stroud also recommended Lincoln Ave. west of Calhoun Rd. in the area between Greenfield Ave. and Calhoun Rd. as a possible site for industrial expansion.

"That would make the westward expansion of the industrial park valid for the next 15 years. If the population explodes, then we can amend the master plan. Within the next five years we'll know if this land is best used for an industrial site or is better used agriculturally. We can make that decision then. Don't close the city's options. We have a man ready to take advantage of our haste."

Stroud told the group that state law mandates that any referendum that would be held would be advisory only.

She, too, pointed out that there is still 174 acres left for sale in the current industrial park. "Twenty industries have had to leave the park for financial reasons. We should be marketing those properties."

Kuckkahn then announced that the plan could be acted upon as early as the next plan commission meeting on Nov. 11. However, he noted that there were roughly 80 items on that night's agenda and that the commissioners could well hold the matter over for a later meeting to discuss the matter in greater depth.

The Milwaukee Journal
November 19, 1985

New Berlin labors over industrial park

By JOHN M. HOSTVEDT
of The Journal staff

New Berlin — The Plan Commission refused to back down Monday in its move to designate the area around the intersection of the Rock Freeway and S. Moorland Rd. as an industrial park.

However, Planner Rick Kuckkahn struck a conciliatory chord with opponents by suggesting that future development around the controversial intersection be a cross between the existing city industrial park and Bishop's Woods, an exclusive office park in Brookfield.

Kuckkahn also said that, unlike most industrial parks, which average 6 acres per every 100 employes, this one could have 12 per 100.

About 200 city residents strenuously opposed the industrial park at a public hearing Nov. 4 dealing with the city's master plan.

Mayor Tim Tully, who is also chairman of the Plan Commission, said after Monday night's meeting that he did not see a lot of difference between Kuckkahn's concept and one forwarded by opponents of development at the intersection.

Leaders of the opposition — called SERV (Save Environmental and Residential Values) — have suggested that development occur slowly. They have said the area should resemble Stonewood Village, Brookfield's colonial-style shopping and restaurant development on W. Capitol Dr.

There are about 40 families in SERV, most of them in the Regal Manors West subdivision on the west side of S. Moorland Rd. Others are from Regal Manors East on the other side of Moorland Rd.

Commissioners took no action on the master plan Monday, but most agreed that another public hearing should be held. No date was set.

Only about 20 residents attended Monday's meeting, about half from subdivisions near the Moorland Rd. and Rock Freeway intersection.

Commissioners responded to some concerns raised by SERV regarding the industrial development. Among the points:

- Increased traffic. Pat Meehan, a planner from the Southeastern Wisconsin Regional Planning Commission, said that multi-family housing caused significantly more traffic than industry.
- Decreased property values. Tully said after the meeting that an attractive development could enhance values and that he might call for a study on how property values around the existing industrial park have been affected.
- Loss of state school aids because of an increased industrial tax base. Commissioners would not buy this argument because tax laws frequently change.

"We don't get into designing a city based on the tax situation because it changes all the time," Kuckkahn, said. "In my professional opinion, I would never base our land-use plan on state tax policies. We'd get murdered in the long run."

SERV members also argued that there was a glut of available industrial land in the Milwaukee metropolitan area. However, Kuckkahn said after the meeting that some industrial firms were leaving New Berlin because they could not find adequate sites.

At a meeting in September, commissioners agreed to amend earlier recommendations by scaling down the intersection's industrial area from 575 acres to 300 acres.

Milwaukee Sentinel
November 19,1985

Commission orders study

New Berlin — The Plan Commission Monday directed City Planner Rick Kuckkahn to study whether a part of W. Lincoln Ave. could support industrial development.

The study results may have an impact on a proposal to rezone 240 acres near Moorland Rd. and the Rock Freeway for office, residential, commercial and industrial uses.

The rezoning, requested by property owner Mero Susnar, of Santa Barbara, Calif., has drawn criticism from nearby residents who think the development would damage their neighborhoods.

Kuckkahn said a favorable report on Lincoln Ave. may affect the amount of land the city allows for industrial development at the Susnar site.

Waukesha Freeman
November 19, 1985

Lincoln Ave. site back in New Berlin plans

By Kay Jashinsky
Freeman correspondent

NEW BERLIN — City planners bowed to political pressure Monday night and agreed to look more closely at Lincoln Avenue as a potential site for industrial development.

Although the Lincoln Avenue area was included in the city's proposed master plan as a site for development, the city's Plan Commission and the Southeastern Wisconsin Regional Planning Commission have been favoring development of the Rock Freeway area because a developer, Mero Susnar of California, has already approached the commission with plans for that area.

But residents of the Regal Manors West subdivision, near where Susnar proposed his 240-acre industrial complex, opposed those plans. And, more recently, County Board Supervisors Vera Stroud, 31st District, and Daniel Bodus, 28th District, spoke out in favor of developing industry along Lincoln Avenue.

At Monday's Plan Commission meeting, city officials — in conjunction with SEWRPC — reluctantly agreed to study the impact of industrial development on Lincoln Avenue. There are about 100 acres on Lincoln Avenue that could be rezoned from agricultural to industrial.

The two commissions will determine what effect growth in the area will have on traffic and examine whether soils there are conducive to industrial development. Their findings will be presented at a Plan Commission meeting Dec. 2.

But those attending the meeting Monday night were warned that development along Lincoln Avenue could result in widening the street at taxpayers' expense and that soil conditions would not permit heavy industry from locating there.

And Patrick Meehan of SEWRPC cautioned that it would not benefit anyone if developers' plans are continually turned down.

In a related matter, Susnar requested in a Nov. 14 letter to the Plan Commission that the commission postpone for 60 days a public hearing on rezoning his property at Highway 15 and Moorland Road.

The delay is just one of many that Susnar has faced since he first proposed in March the industrial complex that would include a hotel, multi-family housing and a regional shopping center.

Susnar, a former New Berlin resident who played a role in the development of the Brookfield Square shopping center, canceled his plans in May, saying that he would not resubmit his rezoning request until a master plan was approved by the city.

However, in September, Susnar resubmitted identical plans and again requested that the 240-acre parcel of land be rezoned to accommodate the industrial complex.

Waukesha Freeman
December 17, 1985

FREEMAN
County Lines

New Berlin planners eye options

By John Myers

NEW BERLIN — Trying to decide what to do with seven years of work, the Plan Commission Monday again reviewed options for the city's master plan and how that plan might finally be enacted.

Focusing their discussion on Lincoln Avenue problems and proposed development near the intersection of Highway 15 and Moorland Road, the commission heard from City Planner Rick Kuckkahn on where and what the plan will effect.

"The staff has taken SEWRPC's recommendations and put their own recommendation on the table," Kuckkahn said. "It's the commission's responsibility to get it out to the people and make a decision on it."

Kuckkahn said recent studies indicate there are areas on Lincoln Avenue, already zoned industrial, that can support "open-air industries with lots of outside storage." He said at least 100 acres of available land in the Lincoln Avenue industrial area can be developed.

"The key is to establish a buffer between industry and residents in that area," he said.

Charts highlighting how much industrial development might contribute to a city were explained by Kuckkahn, including figures that 100 new industrial jobs create 64 other new jobs in the immediate area, seven new retail stores, 102 new housing units, 202 new people in the city and 61 more students in the school district.

No recommendations were made on what to propose for the controversial land near the intersection of Moorland Road and Highway 15, though an effort was made to clarify the difference between the master plan and a zoning plan.

Kuckkahn also presented the commission with figures showing that industrial development is more beneficial for the tax base, for "aidable revenues," than commercial development of retail and office facilities.

"A retail job is not a manufacturing job and doesn't give you anywhere near the benefits. We need a balance in development which includes industry," Kuckkahn said. "And we should also be encouraging residential development.

"It is a misconception that an industrial base isn't important to a community.... Just look at what's going to happen in one-horse towns like Kenosha. Their tax base will be gone and their tax rate will go up. Where do we sit if we don't have the industrial base to support ... our schools?"

The commission discussed several options of returning the plan to the community and also considered simply approving the master plan at a future meeting. A referendum was considered, as were additional public hearings. The referendum, if suggested by the Plan Commission, could become as specific as voting on development at Lincoln Avenue or the Highway 15 site.

"The master plan is the next volatile issue to come before this community," Mayor Timmothy Tully said.

"And a referendum might take care of that.... But then where we would be if they said no? What would we do with seven years of work, start over?"

The Plan Commission will meet again Jan. 7 to review once again data on industrial development and the master plan. A decision on how to procede is expected at that time.

New Berlin Citizen
January 9, 1986

N.B. office park slated for oasis-like setting

by John Myers

NEW BERLIN — Using descriptive terms like "park-like setting," "green belt," and "lagoons, streams and trees buffering each building," a developer's spokesman told a New Berlin zoning committee what an office park at Moorland Road and Highway 15 would feature when completed.

Mero Susnar's plans for developing the northern 97 acres of his 140-acre parcel at Moorland Road and Highway 15 site were made public Monday when a representative of his firm, MLC Ltd., presented a "conceptual drawing" to the New Berlin Zoning and Subdivision Committee.

Margaret Cafarelli made the presentation and told the committee the office park would be "much the same as Bishop's Woods."

Cafarelli explained Susnar's development ideas, which include a 200,000-square-foot enclosed shopping center as well as several hundred thousand square feet of clustered, low-rise, 2- or 3-story office buildings. Cafarelli refused to comment on the cost of the proposed development.

Plans also call for a large hotel-motel and restaurant complex.

The property is zoned single family residential. Susnar seeks a change to have the property rezoned for office, commercial, industrial and multi-family housing.

The plans also show development of single and multi-family housing units on parts of the development's borders, buffering some of the proposed office park from residents in the Regal Mannor subdivision.

"We're looking at about 150 feet between the business park and any existing housing development," Cafarelli said, claiming that the office buildings would be buffered by trees and green spaces.

"We feel having a park-like setting — having bike trails and jogging trails and a green belt — would be much more pleasing to the eye for those people than to see another row of houses.... They won't be looking into the back of a brick building, and I think that's what they were worried about."

She also said that the width of any "green belt" buffer area is negotiable as long as Susnar is allowed to build the same amount of buildings in the area.

"We want to give that buffer, but you have to be able to yield those density numbers," Cafarelli said.

The 97 acres discussed includes only Susnar's land north of Highway 15 and on both sides of Moorland Road. No drawings were presented on the remaining acerage south of the freeway, though Cafarelli said that plot would be developed as a high-tech industrial park with "no smokestack industries."

Cafarelli gave no timetable for construction of the development, but said that, if approved, it would be in phases with completion within eight years. She said any actual construction would be at least a year off.

City Planner Rick Kuckkahn questioned Susnar's plans to build the office park adjacent to the existing subdivision despite promises of a recreational area buffer of grass, water and trees.

"It appears that we're in a position now to look at some sort of approval here," Kuckkahn said of the plan. "But we're still at odds with certain areas here.... You have to remember that the 'highest possible use' isn't just economic. It's what these city residents want to live with."

Cafarelli said she had met with members of the citizens' group SERV (Save our Environment and Residential Values) after a recent Plan Commission meeting at which she received suggestions on what residents bordering the planned development thought was acceptable.

"I kept hearing about quality of life in New Berlin," Cafarelli said. "And this type of office park would only enhance the community. We're talking a significant green space, where kids could play football.

"If you had all single family in there it couldn't look this good ... there wouldn't be as much green space," Cafarelli added. "I can't imagine that these people would rather look into another row of houses than at a park."

Kuckkahn noted that the city's idea of what development is best for the property and what Susnar's ideas are could still be a long way off. And he added that the inevitable extension of Lawnsdale Road to connect with Beloit Road will change whatever plan Susnar submits.

The proposed roadway would bisect the portion of Susnar's development northwest of the Beloit Road-Moorland Road intersection.

"This is the first time we've seen any kind of a conceptual lay-out of your plans," Kuckkahn said. "We're not going to make a decision tonight, but I think we have finally made some progress at bringing all sides together."

Kuckkahn said the next step will be for the committee to bring their findings to the full Plan Commission at its Jan. 20 meeting and then set up a meeting for the public to review Susnar's plans.

The Milwaukee Journal
January 14, 1986

New Berlin gets its first real look at giant project

By JOHN M. HOSTVEDT
of The Journal staff

New Berlin — Preliminary plans have been presented to the city for the major office, housing, retail and light industrial development that was proposed over a year ago for a 240-acre site at the intersection of Moorland Rd. and Highway 15.

Whether these new plans fly may depend largely on how well Margaret L. Cafarelli, an agent for the developer, can sell them to residents near the site. The residents have feared seeing a complex of smokestacks and heavy truck traffic popping up in their neighborhood, something that Cafarelli said would not happen.

The developer and owner of the 240 acres is Mero Susnar of Santa Barbara, Calif., who is formerly of Elm Grove. Susnar started the Brookfield Square Shopping Center development before Sears, Roebuck and Co. took it over. He also has developments in Florida.

During a lengthy disussion Monday at the Zoning and Subdivision Committee of the Plan Commission, Cafarelli urged the committee to endorse changing the zoning for the intersection from multifamily housing use to industrial and commercial use.

"My contention is that this is the premier piece of land in New Berlin for this type of development," she said.

No dollar figure has been given for the overall project. While the plans are still highly preliminary and likely be be modified during future Plan Commission discussions, they call for about 200,000 square feet of retail development and about 12 to 14 housing units per acre.

The retail center, Cafarelli said, would be about the size of Loehmann's Plaza at Calhoun and Blue Mound Rds.

The industrial area would be located south of Highway6 15. Susnar is trying to attract research and development firms for the area, Cafarelli said.

Cafarelli said the office portion of the development would resemble Bishop's Woods Centre office park in Brookfield.

The plan that Cafarelli presented on paper showed trees, streams and bike paths separating the development from two existing subdivisions — Regal Manors East and West.

However, it differs sharply from the city's proposed master plan. The master plan calls for at least two rows of single-family housing buffering the subdivisions from the Susnar property. The Susnar plan calls for between 100 and 200 feet of green space buffering the properties.

Cafarelli said of opponents of the development, "They were afraid they were going to look into the back of a brick building."

She said that, under Susnar's current plan, the area would be much more pleasing than having another two rows of houses.

"Would they rather look out their back yards at another house or into a park-like setting with buildings they might not even see," she said. "I keep hearing the quality of life issue. A park-like setting lends itself to the quality of life more than two more rows of houses."

Cafarelli said she would meet with members of SERV — Save Environmental and Residential Values, a group of about 300 people who oppose the development.

Cafarelli told committee members that she felt a sense of urgency to get the plans off the ground in light of the lower interest rates currently in effect.

She speculated that the entire complex could be constructed over a 6- to 8-year period, depending on the economy.

SERV has submitted petitions with 1,700 signatures asking for an advisory referendum on the master plan. The group has consistently focused its attention on the Moorland Rd. and Highway 15 site.

A meeting date to discuss the Susnar plans with the SERV group and other interested parties will be set by the Plan Commission at its meeting Monday.

Journal photo by Casey Lake

Margaret Cafarelli, at the meeting

The Milwaukee Journal
January 14, 1986

Journal photo by Casey Lake

PRELIMINARY PLANS — The Zoning and Subdivision Committee of the New Berlin Plan Commission looked over preliminary plans Monday night for Mero Susnar's proposed development at Moorland Rd. and Highway 15. At the table (from left) were Rick Kuckkahn, city planner; Dennis Novak and Emil Paradowski, members of the zoning committee; Steve K. Hoese, assistant city planner; and Margaret L. Cafarelli.

New Berlin Citizen
January 23, 1986

Changes would affect W. Lincoln Ave. area

Proposed zoning code changes previewed

By Richard Furlick

Following last week's trek by the city's plan commissioners over the proposed buffer that will separate the residential neighbors from the Susnar industrial development in the southeastern corner of the city, the Plan Commission agreed Monday to call for a reduction of the size of the recommended buffer.

The reduction would establish roughly a 300-foot buffer instead of the originally proposed 1,000-foot strip.

City Planner Rick Kuckkahn told the commissioners, "As we walked the area, it was my impression of some of the commissioners that if we had several hundred feet of buffer space, that would be more than adequate. Once we got out there, we almost needed binoculars to see the entire span of the 1,000-foot buffer."

Alderman Ken Andries added, "One-thousand feet is almost a quarter of a mile. That seems excessive."

Mayor Tim Tully amplified the commission's concern. "That 40 acres of development has less commercial value if we allow the 1,000-foot buffer to stand. That was the initial criterion before Rick and the commissioners went out to see the area. It's obvious 1,000 feet is too much."

Commissioner Dennis Novak noted, "I was surprised at how few homes this would affect. We're only talking about eight homes that will be affected by this development."

Kuckkahn said he and his staff felt comfortable with an arrangement in the buffer zone that would call for two tiers of residential developments or an alternative of open space.

"If you agreed to the two-tiered development, you would see two groups of lots each 120-feet deep separated by a 60-foot roadway. That would give us a 300-foot buffer. Three-hundred-feet seems an adequate minimum," the planner stated.

Tully clarified, "We're not talking simply about the Susnar issue here, but we're really talking about land use itself."

Kuckkahn said he felt it would be worthwhile to have Susnar's people come in and review their plans with the residents that border the proposed site.

New Berlin Citizen
January 23, 1986

Commissioners call for reduced buffer zone

By Richard Furlick

City Planner Rick Kuckkahn gave the city's Plan Commission a brief look Monday at the preliminary draft of the Master Plan's land use and urban design implementation criteria that would be used to change the city's zoning codes.

The planner focused on the sections of the plan that would have an impact on industrial development along W. Lincoln Ave. and at the interesection of Highway 15 and Moorland Rd.

The new proposals the commissioners looked at recommended providing an M-3 Limited Industrial and Warehousing district in the city's zoning ordinance.

"That would have specific application on Lincoln Ave.," Kuckkahn said. "It would provide for manufacturing, warehousing, and construction-related industry of a more limited nature than either the proposed M-1 or M-2 districts. The district should provide a minimum lot size of 20,000 square feet."

Another district that the plan would provide is called a B-5 Bulk Sales District. This again would have application to the W. Lincoln Ave. area.

"This district would be similar to the existing B-3 General Business District and can be viewed as a modification of that district with respect to both minimum lot size and permitted uses. Whereas the existing B-3 General Business District has a minimum lot size of 10,000 square feet, the proposed district would have a minimum lot size of one acre, or 43,560 square feet," Kuckkahn explained.

The proposed district is intended to provide for such uses as building supplies, equipment sales, contracting services, septic system service, and LP gas sales and outdoor storage establishments.

The district, according to the planners, should require onsite parking for customer autos, onsite outdoor areas for merchandise storage and sales, customer off-street loading facilities, and open outdoor areas for bulk sale of merchandise.

The plans would also call for adequate screening of the operations.

Alderman Ken Andries called for a more stringent guideline.

"Most of the problems we have are due to the outside storage along Lincoln Ave. We need to be specific so that no one comes back to us and says, 'but I've got outside storage, what's wrong?' "

The addition to the plan also calls for providing an M freeway-oriented limited manufacturing district in t city zoning ordinance.

The existing ordinance does not have such a distric

"This district is intended to provide for the develc ment of attractive grouping of manufacturing a industrial development uses at, or near, freew interchanges. Such uses would be of a limited intensi and would provide aesthetically pleasing open spac with a maximum site-to-building ground cover ar ratio of 7 to 1; a minimum lot size of three acres; a adequate buffering from nearby land uses," Kuckkal advised.

The planners envision the district providing for amp off-street parking and loading areas, and landscaj planting screens in areas adjacent to nonbusine development or other incompatible uses.

"This district should be applied to the area of the cit located at or near the Moorland Rd. and Highway 1 interchange," Kuckkahn concluded.

That is the location of the Susnar development.

The commissioners will now study the preliminar draft further and advise Kuckkahn and his staff on the recommendation.

Waukesha Freeman
January 29, 1986

Referendum may decide fate of New Berlin development

By John Myers
and Kay Jashinsky

NEW BERLIN — The decision on development of Mero Susnar's proposed 240-acre office and commercial park near Highway 15 and Moorland Road may now be left up to the people of New Berlin after the City Council Tuesday discussed holding a referendum on the issue during the April 1 elections.

Though the referendum would be advisory only, the vote would put a citizens' mandate on the future of development in that area, according to aldermen.

The council could still decide not to hold the referendum, however, and will probably decide the issue at its next meeting.

Debate erupted when the council recommended that the mayor, city planner and members of the citizens group SERV meet to develop the advisory referendum.

Most alderman favored the referendum but were concerned over the wording and felt that SERV should be included for its contributions to the wording of the referendum, called the question, which would be presented to the entire city to vote on in the April 1 ballot.

Several months ago SERV submitted a petition calling for a referendum on the issue of development at the site. Though SERV members feel the city is moving too fast, they are happy with the referendum decision.

"We will definitely help them form the question.... We're extremely happy at an equal opportunity to help word the referendum," said Drew Novotony of 15100 Maple Ridge Rd., a co-founder of SERV (Save the Environment and Residential Values).

"If the wording is done properly, and they're going to leave it an open question ... then we would support the referendum idea."

But Novotony also added that aldermen are probably attempting to duck the issue by supporting the referendum and he said the issue should be put off for at least another year.

"It shouldn't be decided in this election year. Using a referendum is trying to keep it out of the aldermanic elections as an issue. They're avoiding a political issue," Novotony said.

The council advised City Planner Rick Kuckkahn, Mayor Timothy Tully and representatives from SERV, as yet unnamed, to meet and return to the council with a carefully worded referendum question.

The question would be aimed only at the Susnar development, aldermen agreed.

Tully supports the referendum idea and said he would "support the advisory referendum because the planning staff has gone to extremes in obtaining citizen input.... We now have a proposed master plan that is truly in the best interest of our community."

"I see it as an opportunity to re-establish some community good will that was lost during the decision-making process on the new city hall," Tully added.

Ald. Ken Andres said he was not opposed to the referendum, but added, "I don't want to give the impression that this is a token referendum to appease the people because of prior decisions of the city hall."

"The area at Highway 15 and Moorland Road is the most controversial and we should see what the entire city has to say about that area," he said.

Ald. Jim Sheahan said the referendum was a "cop-out" from the job elected officials are asked to execute.

The wording of the question for the referendum will probably be brought before the full council at their next regular council meeting for approval.

In other action, the council approved 6-1 the five-year, $10.8-million capital improvement plan which will see the city buying new trucks, paving roads and refurbishing the police station.

Sheahan opposed the plan, calling it parochial and adding that the plan "didn't recognize the entire community."

Milwaukee Sentinel
January 29, 1986

New Berlin referendum eyed

New Berlin — The Common Council committee of the whole recommended Tuesday that the mayor, city planner and a community group meet to develop wording on recommendations for an advisory referendum on a proposed city master plan.

Several months ago, Save the Environment and Residential Values submitted a petition with 1,500 signatures calling for the referendum. Petitioners requested more time to consider citizen input on the plan, a slower population growth rate and designation of additional permanent environmental areas.

Mayor Timothy Tully supported the group's push for a referendum.

"I see it as an opportunity to reestablish some community good will that was lost during the decision-making process on the new City Hall," he said.

Waukesha Freeman

More people may mean lower taxes in N.B.

By Kay Jashinsky
Freeman correspondent

NEW BERLIN — The key to keeping the city's taxes in line is to lure more people, not new businesses, School Board members told the Plan Commission in a Monday night "summit" on economic development.

Concerned about decreasing amounts of state aid, members of the School Board said expanded residential development, not commercial or industrial development, would bring the city's more state school aids, lower tax rates, improve its bond rating and make it less expensive to borrow money.

"Residential development has the potential of producing additional enrollment, while industrial and commercial development increases only the tax base, resulting in lower equalization aids," said James Luebke, School Board president.

"As our property tax base increases, state aids are reduced; as enrollments decline, state aids are reduced.... We would be better served by residential development."

Luebke said the city already has an expanded industrial base which has not yet resulted in a significant lowering of the tax rate because equalized school aid has dropped as much as the property tax base has increased.

Luebke also claimed that, within five years, the New Berlin School District will receive no state equalization aid because its tax base will be higher than the state maximum level, as in Brookfield.

City Planner Rick Kuckkahn responded that industrial development inside the city was necessary for balanced growth and that the master plan has set aside areas for commercial, industrial and residential use.

"We are not encouraging heavy manufacturing, but we want to promote industry that will provide jobs," Kuckkahn said.

The commission took no action on any of the School Board's recommendations, but members said they will consider the board's views as the commission completes the city's new master plan.

New Berlin Citizen
January 30, 1986

Referendum on master plan issues a possibility

Mayor Tim Tully and City Planner Rick Kuckkahn will meet soon with members of the community group known as SERV and get the group's recommendation on the wording for a proposed referendum on the master plan.

That was the decision of the Common Council's Committee of the Whole, which met Tuesday in a special session to discuss the group's request for a referendum.

Mayor Tim Tully, saying that some people have questioned him about "running the city by referendum", asked the aldermen to consider placing a referendum on the April 1 general election ballot.

Tully said his request was made in response to a petition signed by 1,500 people. The petition was circulated by members of SERV, Tully said.

T. Michael Schober, city attorney, advised the council that any such referendum would be advisory in nature.

Tully said in a letter to Council President Stan Smith, "I am supporting an advisory referendum, because we now have a proposed master plan that is truly in the best interest of the entire community and I see a referendum as an opportunity to reestablish some community goodwill that was lost during the decision-making process on the new City Hall."

While most of the aldermen expressed their approval of the idea of a referendum, the concern centered around the wording of the referendum.

Alderman Ken Andries said, "I oppose any referendum wording that asks, 'Do we want a master plan?' This shouldn't be done just to appease citizens for a prior decision independent of this issue, either. We should have a referendum question on the item of the greatest concern—the development proposed at the intersection of Highway 15 and S. Moorland Rd.

If we want to see what the entire city has to say on that issue, then we should narrow the issue on the referendum to that. I'd hate to see years of planning go down the drain because of one issue that affects a relatively small part of the city."

Alderman Ray Cray said it was premature of the aldermen to make a decision on the referendum without input from the Plan Commission.

Tully said the urgency was dictated by the impending election and SERV's question, "What is the city doing with the petition 1,500 people have signed?"

Alderman Stan Smith asked, "Who will work the referendum? And who will pass final judgment on the final wording?"

Smith cautioned, "Traditionally referendums are decided by a few special interest groups or people who really get out and work on the issue. The majority of people in my district support the development down on the Rock Freeway. I don't think the entire Master Plan should go to referendum."

Andries made the motion then to direct Tully and Kuckkahn to meet with SERV for a recommendation on the wording.

Tully advised the aldermen that the request on the petition called for a referendum that questions support for the master plan.

"I don't think SERV's people will want that watered down," he said.

Tully and Kuckkahn plan to meet with the community group within the next two weeks.

Tully also will plan an educational program that calls for several mailings telling New Berlin residents about the proposals contained in the upcoming master plan.

Andries who called on Tully to provide the council with an estimate of the costs involved in placing the referendum on the ballot.

The Milwaukee Journal
February 4, 1986

Master plan to get a hearing, its 10th

By MARK LISHERON
of The Journal staff

New Berlin — Reacting to pressure from about 70 residents Monday night, the Plan Commission agreed to hold its 10th informational hearing in less than a year on the city's new master plan.

Commission member John Andries called for a hearing at 7 p.m. Feb. 24 in City Hall to discuss the part of the master plan that refers to a zoning change on 240 acres of land in the Moorland Rd.-Highway 15 area.

The proposed zoning change, to industrial from residential, has drawn repeated fire from residents in the area, many of whom have organized under the name Save the Environment and Residential Values (SERV).

The co-founder of the group, Richard Jerabek, read a six-point statement appealing for another hearing. The audience reacted to each of the points with applause.

"Because of the overwhelming negative reaction of citizens attending the public hearing on the new master plan and the fact that several important changes have been made since that hearing, we request that a vote on this plan or map should not be made until another public hearing is held to explain the changes and allow additional input from residents," Jerabek told the commission.

Without more information, Jerabek said, language for a proposed advisory referendum on the master plan could not be developed intelligently.

Jerabek, members of the residents' group, City Planner Richard Kuckkahn and Mayor Timothy Tully are scheduled meet next Tuesday at City Hall to discuss language for a referendum. The Common Council has agreed to have the wording for a referendum drafted but has not yet made a decision to hold a referendum.

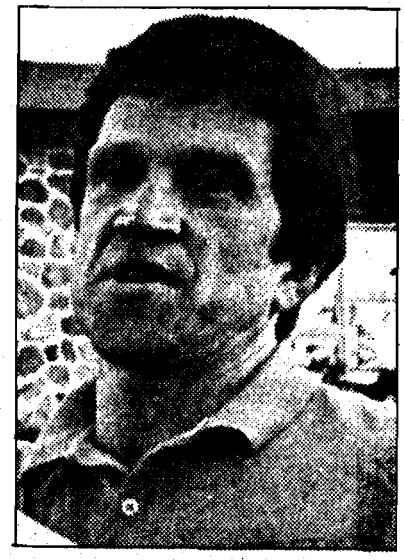
As residents filed out of the meeting room Monday night, Tully said he would limit discussion at the hearing to the zoning proposed in the master plan. Members of the residents' group are concerned about plans by California developer Mero Susnar for an industrial development on the 240-acre site. They fear the project could be started as early as spring.

Since last spring, information hearings have been held in the seven aldermanic districts, and a wrap-up hearing and a citywide public hearing have been held.

"It's not as though we haven't offered a hearing on this issue," Tully said.

Referring to the Feb. 24 hearing, he said, "This is over and above what was necessary on the master plan."

Jerabek told the Plan Commission Monday that citizens harbored a mistrust of its handling of the master plan and of the Susnar development.



Richard Jerabek

"I'm not sure the time is right for this kind of development," Jerabek said. "The master plan permits and encourages industrial development in the area. I don't think we've ever been against progress and development, but I think we need more answers, the same answers we've been asking for for eight months."

Jerabek and other members of residents' group who live in Regal Manors subdivision north of the Susnar property are concerned about the effect of industrial development on their property values.

The master plan also has not addressed guaranteed buffers between the industrial site and the subdivision, Jerabek said.

New Berlin Citizen
February 6, 1986

Candidate Comment

presented in the public interest

Must have balanced master plan

The major issue facing New Berlin residents in 1986 and for years to come is the city's Master Plan. As a member of the city of New Berlin Plan Commission, and Zoning and Subdivision Committee, I have gained significant experience in understanding the need for an updated MasterPlan.

I have extensively evaluated the proposed plan and have attended virtually every meeting on the Master Plan. Listening to citizen input at these meetings, as well as individual contacts with our citizens, has resulted in numerous changes being made to the plan which expresses the desires of our community.

We need to preserve New Berlin's strengths as a residential community through proper planning for the future. To accomplish this we must have balanced growth in the city between residential, commercial and non-smokestack industrial developments.

As a result of this balanced growth, we can avoid any unfavorable changes in the state mandated tax formula and provide our residents with a solid foundation we can all live with regardless of the state's fluctuation. Housing for our senior citizens and jobs for our children are also important factors to consider as we plan for the future.

Being a certified public accountant, I am deeply interested in the budgeting and financial planning for the city. Fifteen years of management experience in business provides me with the necessary tools to work in harmony with other city officials and to be responsive to the needs of my constituents.

Dennis Novak
Candidate for 7th District Alderman

New Berlin Citizen
February 6, 1986

City's master plan to get another hearing

By Audrey Juds

At the request of residents, the New Berlin Plan Commission has scheduled another public hearing on the city's proposed master plan. It will be held Monday, Feb. 24, at 7 p.m. in the new city hall, located north of the present building on S. 162nd St. and W. National ave.

Changes in the master plan will be explained. Assuming that most of those attending will be members of SERV (Save our Environment and Residential Values) and those who support them, City Planner Rick Kuckkahn suggested concentrating on the controversial issue of industrial planning at the intersection of S. Moorland Rd. and the Rock Freeway (Highway 15). Any residents who want the discussion expanded to other areas are asked to call city hall.

Opening the plan commission meeting Monday, Richard Jerebek, 15955 W. Armour Ave., read a prepared statement formulated by a committee representing Sun Valley, Hearthside, Monterey, Regal Manor East and Regal Manor West subdivisions and the W. Beloit Rd. and Small Rd. areas.

He addressed the following six concerns:

- A public hearing should be held before a vote is taken on the master plan or map to explain the changes and allow for additional input from residents. This request is due to an overwhelming negative reaction of citizens attending previous hearings and because important changes have been made since then.
- A hearing is needed to explain and discuss these changes before an intelligent effort can be put forth to develop the wording for a referendum.
- Growth in population and the use of existing vacant land in the present industrial area must have some established relationship for when a new industrial and commercial center can be started on the south end of the city.
- Any future industrial/commerical development throughout the entire city should be separated from dissimilar uses, particularly by undeveloped space.
- The city needs to protect the land values of the residents with this undeveloped space, especially where drastic zoning changes are proposed. This protection should not be left up to the discretion of the developers.
- A timetable should be provided for future action on this new master plan. "Residents are interested and will attend meetings if they know issues are to be discussed," the statement concluded.

Jerebek then asked when the master plan would be voted on.

Mayor Tim Tully replied that there has been no set time. "I invite SERV and other residents to attend all plan commission meetings or at least have one representative there."

Kuckkahn explained to an overflow audience of about 70 people that there is a significant difference between the requests of Mero Susnar, who wants to develop an office and industrial complex on S. Moorland Rd. near the freeway and the planning department staff. They disagree as to the kind of land usage and the timing.

Tully added that there also is a difference of opinion between the staff and the plan commission. He also noted, "the applicant has the ability to submit any kind of request."

Commissioner Dennis Novak suggested that the public hearing be held before the commission meets again with Susnar's agent, Margaret Cafarelli.

Commissioner John Katerinos called for an agenda for the hearing and a time limit for those who speak. The commission agreed on five minutes.

Novak pointed out that the commission has heard from citizens during many meetings. "The citizens are saying, 'planners, what's on your mind?' "

Tully said the hearing would give everyone another opportunity for input. "It's important to encourage comments both ways," he said, adding that following the last hearing he received dozens of positive comments from people who said they liked the plan but did not want to stand up at the meeting and say so.

Ken Czyzewski,15045 W. Maple Ridge Rd., said he did not see how another hearing would help. "Susnar will come in with detailed plans and state the benefit to residents and the plan commission will comment. You have to get something down on paper," he said, noting there is a lot of distrust for Susnar and the plan commission.

Kuckkahn said SERV would like to see the entire master plan on a referendum and discussed. Since the crux is with the industrial park issue, the city planner said they should concentrate the hearing on this one point.

"I don't understand why we should go back to base once again. We should stick with the basic issue," he said.

Andries pointed out that at the first hearing they probably had the best cross section of the city present. At other hearings the people from SERV were in the majority.

When Jerebek expressed his concern for empty space between the Susnar development and residences, h said a decision would be a precedent. H said the master plan should set the rulin and when Susnar comes in, he shoul abide by the master plan.

Tully emphasized that people are cor fusing the Susnar property with th master plan, which discusses the value (having an industrial development at th site, aside from Susnar.

A motion by Andries to set the hearin on Feb. 24 included providing a detaile information on the S. Moorland Rd.-Higl way 15 intersection along with the optic to expand the agenda. Poeple outside th area are urged to call in their concern The motion, seconded by Novak, passe unanimously.

Tully reiterated: "I'm emphasizing th master plan is a plan document for th future. There is no rezoning here. . .It : only a planning guide."

A meeting with Susnar will be sch duled after the public hearing

New Berlin Citizen

Aid changes would be less likely to hurt area—board

Balanced growth backed by school, planners

By Richard Furlick

School officials and the city's planning officials met Monday and agreed that the city should follow a plan that calls for a balanced growth of industry, commerce, and residential development that would improve the general property tax base of New Berlin.

School Board President James Luebke, Superintendent of Schools Gerald Tuchalski, and the district's business manager, Jerold Engstrom, met with the city's Plan Commission to present the district's position on the impact that proposed industrial and commercial development would have on state aids that are funneled into the schools.

The city's planners have pushed for a balance of industrial, commercial, and residential development that would be less likely to be affected adversely by changes in the state's formula used for determining state aids to local school districts.

However, critics of that balanced growth have asserted that further industrial growth would harm the state aids given to the New Berlin schools.

The picture provided by Luebke and the school's financial advisors showed that those assertions are ill-founded.

City Planner Rick Kuckkahn opened the special session by saying, "It is the staff's position that this city needs balanced growth to provide the best tax picture for the future, especially when we consider the changing nature of the school aids formula."

Kuckkahn then introduced Luebke to the commission.

Luebke read from a prepared statement issued by the district's financial advisors, Ehlers and Associates, Inc.

"Almost all school aids are received from the state. In general, the school district has become less dependent on state aids and more self-supporting with property taxes over the past ten years," Luebke told the commissioners.

Some state aids, according to Seegar Swanson, president of the advisory service that prepared the report, are based upon formulas insensitive to growth patterns of the city. These are known as categorical aids and include aid for handicapped, transportation, library, and driver education programs.

"These aids have grown significantly in recent years, primarily due to the state's distribution of special education aids directly to school districts rather than through counties. This change has also resulted in increased school taxes and a reduction in county taxes since 1984," Luebke said.

These aids have grown from $212,696 and 1.8 percent of the school budget to $1,387,470 and 5.9 percent of the budget today.

Luebke cited another form of state aid known as the equalization aid.

"These aids are based on a formula that takes into account the school district's tax base, enrollment, and a legislated support level," he said.

These aids are distributed by the state in part to assure that students have an equal education opportunity state-wide, regardless of the size of the tax base for the individual district.

"As a property tax base increases, these aids are reduced. As enrollments decline, these aids are reduced," Luebke explained.

The school board president emphasized, "The state level support has grown with each session of the legislature, but not sufficiently to offset the tax base growth per pupil experienced here. Some school districts receive no equalization aids because the local tax base per pupil is higher than the state support level. It is predicted this will be the case with the school district of New Berlin within the next five years. That says, in effect, that we will have no state aid five years from now."

Luebke showed the commissioners why that was not a bad development from the district's point of view.

"Equalization aids have declined from $3.3 million to $1.7 million and from 28.3 percent of the budget to 7.4 percent of the budget over the past ten years. This is not all bad. This trend was one of the arguments that influenced Moody's Investors Service to increase the bond rating of the school district from A to A-1. The more we pay, the less the state pays. Our rating gets better, and we pay less interest on money we must borrow," he explained.

Kuckkahn noted that the Elmbrook School District was off state equalization aids and had received a highly favorable "AA" bond rating.

Luebke said he anticipated that the New Berlin district would achieve similar ratings in several years.

He told the plan commissioners that people were right when they said that equalization aids were the most sensitive to the development trends of the community.

"The more tax base of an industrial or commercial nature compared to residential, the less equalization aids the district receives. Residential development has the potential of producing additional enrollment, while industrial and commercial development increases only the tax base, resulting in lower equalization aids," he said.

"More importantly, once the city's industrial and commercial tax base rises sufficiently to eliminate equalization aids, any further increase will reflect directly as a reduction in residential property tax. After five years, if the state formula stays the same, the district will start making money."

Luebke then made an important distinction.

"Up until now, the expanding industrial base of the city has not resulted in a significant lowering of the tax rate because the equalized school aid has dropped proportionately. However, the city is almost to the point where equalization aids will no longer be a factor and lower school property rates will be reflected by further industrial and commercial development."

In 1980, the city created a tax increment district which has resulted in increased equalization aids. This year, according to Luebke, these aids total $456,750 or 2 percent of the school budget. They also represent 20 percent of the equalization aids.

"The tax incremental district has been beneficial to the school district, the city and the property tax payers of New Berlin," he commented.

There is a new school aid credit this year, Luebke informed the commissioners. It is reported to be $1,393,888. These funds will be sent by the state to the city to be forwarded toi the school district on March 15. These funds were used to lower

Officials say growth wouldn't hurt schools

(Continued from preceding page)

the school tax rate for the current year.

The formula for school aid credits is the same as for equalization aids. The formula for calculating school levy credits of $1,690,816 this year, Luebke said, takes into account local school property tax levies in relation to statewide school property tax levies.

"Thus, districts with lower equalization aids benefited to a greater extent than districts with more equalization aids. It is the intent of the 1985 legislation that the school credits be expanded next year. If this trend continues, this school district will receive additional benefits from a growing tax base," Luebke said.

An increased tax base does raise the maximum debt capacity of the school district, the district officials pointed out. However, they said, the district has no new building needs at the present time and the current debt is $2,190,538, leaving unused borrowing capacity of over $92 million. All existing school debt will be repaid after 1992.

"It has been a tradition in Wisconsin for schools to be supported primarly by property taxes. Obviously, the school district has a vital interest in the future growth of the property tax base. Without continued tax base expansion, school taxes will climb more rapidly," Luebke summed up, saying that he and the school officials agreed with the city's position calling for a balanced growth picture of New Berlin's future.

Mayor Tim Tully reflected the concerns of several residents when he asked why the industrial park was seemingly paying less of the tax base than it was originally assumed it would.

City Assessor Jerome Hudy responded.

"The state changed this with the exemptions it granted from taxation for machinery, equipment, and inventories. Without that exemption, our industrial park would be paying 60 percent of our tax base. Instead, it is paying 22 percent. That's a 38 percent drop," he said.

Common Council President Stan Smith asked Kuckkahn how the city arrived at a concept of the well-balanced community.

"Our picture of a balanced growth pattern is based on a regional average. We look at a balance that works for our general area and then plan a profile for this community. We allocate percentages of our acreage to residential, industrial, and commercial development. However, it is the city that decides what kind of industry it wants here. We obviously don't want heavy industry that isn't clean and is dying. We want modern industry that has a future, that maintains the community's standards for cleanliness, and will offer jobs for a long time to come," Kuckkahn said.

Waukesha Freeman
February 10, 1986

Growth, no-growth dispute in N.B.

By John Myers

NEW BERLIN — A dozen members of the group SERV sat face to face with Mayor Timothy Tully and City Planner Rick Kuckkahn last week in what was supposed to be a meeting on wording of a referendum on the proposed Susnar development near Highway 15 and Moorland Road.

What happened instead was yet another exchange of opposing viewpoints: The city was trying to convince SERV that the master plan will not lead to the industrialization of New Berlin; SERV was attempting to persuade the city that any plan allowing industry in their back yard is unwelcome and unnecessary.

Although there has been an attempt by both sides to separate the master plan from the Susnar development, both issues remain intertwined. But by now it has become evident that the real issue in this long battle is where there should be growth or no growth in the city of New Berlin.

According to one view, the problem with the master plan is that it allows for growth — and, inevitably, it allows for that growth in *someone's* back yard.

After seven years of work on it, the city is anxious to get a badly needed, comprehensive master plan on the books. The plan will act as a directive to the Plan Commission, giving its members a foundation on which to plan the next stage of development in New Berlin.

Once approved, the master plan and plan map presumably will prevent situations such as the Susnar debacle from happening again.

"The master plan is a policy document. It is supposed to give (the Plan Commission) a policy to follow ... for consistency on planning issues in the city," Kuckkahn told SERV at last week's meeting.

The master plan is not a zoning plan. It will not be a blank check for developers. And although it is a legal directive for future development, it will be continually updated and forgiving to those favoring growth as well as those

Analysis

who are worried about the value of their homes, SERV members were told.

Nonetheless, beyond those assurances at the level of law and theory, it is clear that the situation has become more urgent because of the immediacy of a multi-million-dollar industrial business development plan such as Susnar's. Because any master plan must allow for some industrial growth, it now becomes the dragon to be slayed, and SERV is actively waving its sword.

SERV is not now, and likely never will be, convinced that more land needs to be set aside in New Berlin for industrial and business growth.

For its part, the city is equally adamant in saying that industrial expansion is necessary for the broadening of New Berlin's tax base to compensate for ever-decreasing state and federal aids.

Tax policy as prophecy

After from the master plan, the debate over taxes is the second key issue in the struggle.

SERV members say that industrial expansion could only increase taxes by increasing the assessed value of the district, thus lowering state aid to schools and raising the overall property tax they pay.

That contention doesn't hold water with the city. Kuckkahn says New Berlin should not plan its future around unstable state aids, and cites examples why too much residential development can hurt the tax base. For example, a family with just one child in school costs the district about $3,500 each year, while they probably pay less than $3,000 in property taxes.

An objective view might be that industrial development probably won't raise taxes in New Berlin; nor is it likely to lower taxes considerably. Development might keep taxes from going up as fast as they otherwise would.

The fact is, neither side has been able to show taxes would change much either way. Industrial development is tax-neutral.

Even after the master plan and taxes are fully debated, however, the issue returns to its beginning: should there be growth of any kind in New Berlin?

It seems undeniable that development is important — not merely because it might lower taxes but because it will create residential growth, provide jobs and generally stimulate the economy in New Berlin.

Wholesale opposition to industrial growth must be vied as more than opposition to the Susnar development alone. SERV is sending a signal to the entire Milwaukee area that development in New Berlin may have reached its peak and that new businesses are welcome only in a few isolated areas of the city.

SERV members should be wary when, in trying to secure their rightfull concessions from developers, they don't oppose all development on its face. Of course they should make sure that adequate buffers, proper landscaping and decent access is provided.

But while almost everyone in New Berlin will supoport SERV in their effort to protect neighborhoods, most people probably won't defend attempts to stop industrial development altogether.

Referendum the key?

The two sides have narrowed their differences.

Both the city and SERV are now looking into the legality of holding a binding referendum to decide the fate of industrial development in certain areas.

Moreover, both sides seem to agree that any approval of a Susnar proposal should come only after the master plan is approved by the Plan Commission.

They have agreed that any referendum should include a multi-faceted question that includes three or four aspects of the development issue.

There was also a sense from last week's meeting that, no matter what urgency Mero Susnar puts on

Waukesha Freeman
February 10, 1986

(Continued from preceding page)

New Berlin

developing his property, the city and SERV are willing to take their time.

"We are not impressed with the Susnar proposal to date," Kuckkahn conceded, adding that the process of approving the plan, arranging for re-zoning, holding public hearings and a plan commission investigation would put off any actual construction for many months — if it is ever approved at all.

"They'll have to prove there is a need in this area for more office space. And right now, it certainly doesn't look like there is."

He also added that there was "no way" the city would approve a retail center on the Susnar land.

So, what many SERV members believed was a cut-and-dried victory for developers may actually never occur.

The fact remains, however, that deciding what is best for New Berlin will, at some point, after scrutiny by all sides, have to be left up to the experts in city hall. That is what representative government is all about.

Accurate communication is vital in the next weeks if the current stalemate is to be broken. It appears both sides may be willing to cooperate as they begin to see development is no more inherently evil than vacant fields are inherently good.

SERV will meet with the Plan Commission on Feb. 24 to discuss once again the master plan as it affects the proposed development near Highway 15 and Moorland Road. There will also be an update on the master plan itself.

When they finish, they will talk about the referendum: whether it's necessary, whether it can be binding, what it will ask and when it will be held.

It is unlikely that either side will give an inch on their opinions toward industrial development in New Berlin.

But both sides are establishing the perimeters of their disagreement, and it looks as though the best interests of nearly everyone involved might eventually be recognized.

The Milwaukee Journal
February 25, 1986

Zoning freeze urged in New Berlin

By MARK LISHERON
of The Journal staff

New Berlin — Suggesting that the city step back from "the brink of a war here," residents Monday night called for a binding referendum to freeze rezoning for industrial and commercial use for up to five years.

Members of a group called Save Our Environment and Residential Values, frustrated by a proposal for development of a 300-acre industrial area at Highway 15 and Moorland Rd., said a moratorium on zoning changes would protect residents adjacent to such developments.

"There should not be a war between us," said the group's spokesman, Drew Novotny. "We want to help the city. But there has been a communication problem. A lot of people are just basically saying they need to get some guarantees for what is going to happen 5, 10, 15 years down the road."

The referendum request will be presented to the Common Council's committee of the whole for consideration after the regular council meeting at 7:30 tonight in City Hall.

The new referendum request was substituted for a request for an advisory referendum asking residents if they supported a city master plan that included the industrial development.

Richard Jerabek, co-founder of the group and author of both referendum questions, said the more pointed referendum would identify general dissatisfaction with the proposal concerning the Highway 15 and Moorland Rd. area.

Many of the approximately 100 people at the 11th informational hearing on the master plan vigorously vented their displeasure with the proposal Monday night.

"You tell us over and over and over that this is just a general plan, and we tell you that we don't want it," said Judith Mercier, 16105 W. Beloit Rd. "Why not put the concerns of the people first? Why aren't the concerns of the people even considered in this thing?"

Mercier and other residents who spoke at the hearing expressed concerns that the master plan would not guarantee between 60 and 300 feet of buffer land between any industrial development and residences.

Although the master plan proposed zoning changes, City Planner Richard Kuckkahn said that the dimensions of a buffer zone, any zoning changes and any deed restrictions had to be approved individually by the Plan Commission and, finally, the Common Council.

Kuckkahn said planners included in the master plan a change from residential to industrial or commercial zoning at Highway 15 and Moorland Rd. as a key to promoting balanced growth in the city.

In a statement read to residents, Jerabek said the plan and the planners ignored the need for a moratorium for residents to have time to assess the impact of development.

Requests that the development be kept south of Highway 15, that designs be in keeping with a rural setting, that buffers be created and that a fund be created by the developer to assist residents in the area have also been ignored, Jerabek contended.

"I don't see that any of us has made any headway in the last six to eight months that we have been saying these things," Jerabek said. "Basically, what you are saying is that what a developer wants, he gets. These residents have concerns, and I hope any further discussion on this will not be based on spite or hatred of these residents."

The Milwaukee Journal
February 26, 1986

Rezoning foe does about-face in New Berlin

By MARK LISHERON
of The Journal staff

New Berlin — In a reversal that stunned aldermen Tuesday night, a spokesman for a civic action group withdrew a request for a moratorium on industrial and commercial rezoning and pledged to seek a compromise with the city.

Drew Novotny, co-founder of a group called Save Our Environment and Residential Values, said that the city needed industrial development and that a referendum to decide on a moratorium, which the group had demanded less than 24 hours earlier, should be a "last resort."

Novotny told the Common Council, sitting as a committee of the whole, that he had changed his mind after a 90-minute meeting Tuesday afternoon with Mayor Tim Tully and Asst. City Planner Steve Hayes.

Novotny said he left that meeting convinced that a time schedule and procedures for development of buffer zones around a proposed industrial and commerical site at Highway 15 and Moorland Rd. could be agreed to by the group and the city.

> "This is a truce with the city. A year ago, I would have said no industrial development. Yes, we need industrial development. We are not a no-growth city."
> —Drew Novotny

Aldermen were so surprised at the concession that one, Kenneth Andries, suggested that members of the group sign a petition in support of Novotny's new position.

"From what I heard last night and now, tonight, I guess I question the strength of your comments," Andries said to Novotny. "Do you have the backing of your organization on this?"

Equally surprised was Ald. Ted Wysocki, who told Tully that he would draft language for a referendum regardless of the group's new position.

Wysocki said the controversy raised questions about industrial and office zoning and the urban future of New Berlin that only a referendum could answer.

Andries and Ald. Stanton Smith lauded Novotny and the group for what they said was a singularly positive step toward integrating the industrial site into a master plan for city development.

The group has been the most trenchant opponent of unrestricted industrial and commercial development on the site and throughout the city. The group has filled City Hall at informational hearings pleading that the master plan not be altered because of a development proposal by Californian Mero Susnar, owner of the 300-acre site.

Novotny said he expected to disaffect some of the people who originally rallied behind the referendum asking whether residents supported the master plan.

"This is a truce with the city," Novotny said. "A year ago, I would have said no industrial development. Yes, we need industrial development. We are not a no-growth city. A referendum will only give us an opinion on what we should do out there."

Hayes and Tully made it clear, Novotny said, that the public had no legal ground for imposing buffer requirements on a property developer.

Residents can, however, influence by ordinance the methods for creating buffer zones, he said.

Novotny said he would continue to press in discussions with Tully and planners for time to decide when the city needs more industry and commercial growth.

"We want a win-win situation here," Novotny said. "We want the city, the residents and the developer to win. But we don't want it to be the residents, as usual, who give up everything."

Waukesha Freeman
February 26, 1986

N.B. residents now withdraw plan petitions

By John Myers

NEW BERLIN — In what was described as the biggest breakthrough in a yearlong battle, leaders of the group SERV Tuesday announced they were withdrawing their request for a referendum on the city's master plan and Susnar development controversy.

In a complete reversal of their tactics of only one day earlier, leaders of SERV, or Save the Environment and Residential Values, said they wanted to work with the city in a "spirit of cooperation."

As a result of the new-found cooperation, Mayor Timothy Tully said it may be possible to present the master plan to the Plan Commission for approval at their meeting Monday night.

"The SERV group does not want to see a referendum. What we want to see is something solid (regarding development) for now and in the future," SERV organizer Drew Novotny said after Tuesday's City Council meeting.

"The city needs a master plan ... and we need to cooperate to get a good one. If a referendum has to come as a last resort, then that is what's needed. But I think we can work together and avoid that."

Stunned aldermen listened to Novotny reverse the group's official opinion on the master plan, on the referendum and on development at the Highway 15-Moorland Road intersection.

When asked if the group now supported industrial expansion, Novotny replied, "Yes we do, within the confines of proper development ... within the proper time criteria. We are not a no-growth community.

"That location (Highway 15 interchange) is a planner's dream... The place is a very good place (for development) and we have changed our opinion on it," said Novotny, of 15100 W. Maple Ridge Rd.

"There should be growth, but at the proper time. We don't want to have problems like Brookfield," he said.

Novotny had met with Tully and city planners earlier Tuesday. Tully said that is when the breakthrough developed. Tully said the major obstacle concerning buffering between industrial areas and residential areas was a problem that "could be worked out in positive discussion between the city and SERV."

"If the city can show they are reacting to the people's needs, the key issue was not stopping growth but buffering growth from existing neighborhoods. Novotny also said timing criteria, such as when developers will be allowed to build, are also important to SERV. He said developers should be required to prove their project is necessary to the city and will be needed by industry in the area.

"As of right now, we apparently don't need any added industrial area.... But if they can prove their development is needed by business in the area, then they should be allowed to build," Novotny said.

He added that a moratorium on industrial and commercial development, which the group had been asking for, was probably not necessary if proper time restraints were placed on developers.

Novotny said leaders of SERV changed their attitudes because they realized that "the things we were asking for just weren't legal ... in a court of law, and that's where the developer would bring it. We would lose."

Novotny said city planners convinced leaders of SERV and Tully that predetermined buffer zones, such as the 600-foot open space requirement around residential areas that many residents wanted in the master plan, were not legal. Buffer zones will have to be bargained for on a case-by-case basis with each developer, Novotny said, as they propose their plans.

Ald. Ted Wysocki, Second District, however, joined some people in the audience who questioned whether Novotny had the mainstream of SERV's membership backing him when the compromises were made. Wysocki said there were "people not in SERV who still want a referendum."

Though Tully said the referendum would be "extremely difficult" to word and appeared not to be necessary, Wysocki said he would develop a question for the referendum and present it to Tully within 48 hours.

"We're dealing with the leadership of that group (SERV) and that's the only way we can do it," Tully said.

"We can't speak for all people (who opposed the master plan) but we have a good cross section of people in the community," Novotny said.

More meetings between SERV and the city are planned later this week and Tully said he hoped to have an agreement reached before Monday's Plan Commission meeting.

"We have taken the initial step to compromise," Novotny said.

Waukesha Freeman
March 3, 1986

Editorials

SERVing up cooperation

Members of SERV (Save the Environmental and Residential Values) in New Berlin have opted for handshakes instead of brickbats in their ongoing discussions of future city growth. Last Tuesday, the group announced that it will work with — instead of against — city officials on how the major intersection of Highway 15 and Moorland Road should be developed. And it *will be* developed; it's too major an intersection to remain empty.

"We have taken the initial step of compromise," said SERV organizer Drew Novotny, reversing months of confrontation.

Well done, SERV. It may be a cliche, but you can still get more done within the system than outside, fighting it. Mayor Timothy Tully pledged last week that he would meet this new cooperation with cooperation from the city, and we'll take him at his word.

Now that SERV is part of the solution, it is time to get to work. There's a master plan to be completed and adopted. If others force a referendum vote on how the Highway 15-Moorland Road intersection will be developed, fine. SERV, for now, will serve best by working with New Berlin officials.

New Berlin plan dispute could end

Waukesha Freeman
March 3, 1986

NEW BERLIN — Months of conflict could come to an end tonight if the Plan Commission decides to vote on the controversial city master plan.

Mayor Timothy Tully said this morning that an agreement seems to have been reached between the city's planning staff and leaders of the group SERV, or Save the Environment and Residential Values.

"There is a possibility the whole master plan could be decided tonight," Tully said. The commission meets at 7 p.m. at the new city hall.

Tully said that City Planner Rick Kuckkahn met with SERV President Dick Jerabek Thursday and that a mutual understanding was arrived at. Kuckkahn and Jerabek apparently agreed that a 300-foot buffer — of which 50 feet would be a berm or physical barrier — would be sufficient to protect area residents from new industrial areas.

"As I understand it, this diffuses the whole objection to the master plan," Tully said.

The 300-foot and 50-foot requirements will be drawn onto the proposed plan map and probably will be written into the master plan text, Tully said.

SERV had vehemently opposed approval of the master plan because it encouraged industrial growth in the area of the Highway 15-Moorland Road interchange. However, leaders of the group reversed their stand last week, announcing they would cooperate with the city.

Waukesha Freeman
March 4, 1986

N.B. plan moves to 'final' approval

By John Myers

NEW BERLIN — As far as City Planner Rick Kuckkahn is concerned, the master plan has been completed. Now it's up to the Plan Commission to approve the plan so the city can start using it.

The commission met Monday night and received the latest, and probably last, update on the plan, which includes an area of buffers surrounding all planned industrial development.

The planning department met with leaders of the group SERV last week and reached an agreement that the master plan should call for a 50-foot berm and a 300-foot open space between residential neighborhoods and any new industrial development.

"We've reached at least a compromise sollution ... that is really a step beyond the master plan," Kuckkahn said.

"We've actually gone far beyond what would normally be in the master plan and got into PUD's (planned unit developments) and site planning."

SERV leaders Drew Novotny and Dick Jerabek said they will take the city's latest proposal back to the group's membership to get a consensus agreement.

Kuckkahn said that buffering "looping the entire (industrial) site ... is now written into the master plan," though details of what the buffer will include will be worked out with each individual developer.

He also said that vacant property included in the open space areas would be applied to the developer's floor-ratio area. That would allow builders to overdevelop areas away from residential neighborhoods with higher density as compensation for leaving the large open-space buffer.

Kuckkahn also encouraged the board to approve the plan, saying there is "adequate documentation that the planned industrial area will not affect the residential neighborhoods" in the area.

In light of changes in the plan, the commission did not take action Monday, though Mayor Timothy Tully called for a final decision on the master plan at the commission's next meeting, set for Tuesday, March 18.

Milwaukee Sentinel
March 4, 1986

2 disturbed by closed negotiations

New Berlin — Two aldermen said Monday they were disturbed about closed negotiations between Mayor Timothy K. Tully and members of a citizens' group on the city's proposed master plan for land use.

The negotiations between city officials and Save our Environmental and Residential Values are being held behind closed doors, which may preclude a referendum on the plan.

"Any consideration of this type of major issue needs to be discussed and communicated in an open forum," said Ald. Telesfore P. Wysocki. "I can understand how a number of our citizens feel cynical about the process and procedures being utilized at the last minute on the master plan."

Ald. Russell Kuenstler said he was "very disgusted with the mayor right now" in regard to the negotiations.

Wysocki and Kuenstler made their comments outside a Planning Commission meeting.

Tully, chairman of the Planning Commission, said at the meeting that the commissioners should be prepared to act on the master plan at their next meeting March 18.

Tully said the responsibility for ordering a referendum lies with members of the Common Council, but he feels communications with SERV will eliminate the need for an advisory vote.

Members of SERV said Monday they were not prepared to discuss the need for a referendum. Last week, SERV members said they didn't think a referendum was necessary.

Wysocki said he has developed a four-part referendum on the master plan. He said he would request that aldermen discuss the referendum proposal March 11.

The Milwaukee Journal
March 4, 1986

New Berlin planners pledge buffer around development

By MARK LISHERON
of The Journal staff

New Berlin — City planners Monday night guaranteed a buffer around the entire 300 acres of land proposed for industrial or commercial development at Highway 15 and Moorland Rd.

The guarantee marked the first major change in the city's proposed master plan and the first compromise with citizens' groups opposed to unrestricted development near residential areas.

Mayor Tim Tully asked the commission to consider approving the master plan at its meeting March 18 at City Hall.

City planner Richard Kuckkahn outlined for the Plan Commission the proposal for a crucial 40-acre parcel of land north of Beloit Rd. that would be set aside for office or commercial development. The land separating potential industrial development from subdivisions to the north would include a buffer strip of at least 50 feet of vacant land, Kuckkahn said. The minimum buffer will surround the development he said.

The original plan did not include the 40-acre buffer, although it did provide for the 50-foot buffer strip around the entire project area.

The development land is currently zoned for residential development. Planners included the master plan zoning change there to promote a balance between business and residential growth in New Berlin.

Key representatives of Save Our Environment and Residential Values, who have battled for the guarantees, called Kuckkahn's statements "positive steps," but refused to elaborate before consulting with other members of the organization.

Richard Jerabek and Drew Novotny, co-founders of SERV, said they refrained from addressing the Plan Commission because of criticism from SERV members angry at their recent withdrawal of a demand for an advisory referendum on the master plan.

In an interview before the commission meeting, Novotny said his membership was seeking "some kind of verifiable document that would stand up in a court of law to protect residents."

Novotny declined to say whether Kuckkahn's gesture was the guarantee that SERV members were looking for.

Kuckkahn said the guarantees went far beyond the scope originally foreseen for a master plan. Details of the development proposal must still be considered by the Plan Commission and approved by the Common Council.

Kuckkahn said the office and commericial buffer in the northernmost part of the development would carry a provision allowing the developer to concentrate building in the southern section of the 40-acre buffer property to ensure a profit from the development, Kuckkahn said

Kuckkahn told the Plan Commission that Mero Susnar, a California Developer who has applied to develop the land, has said the company is in agreement with the transition buffer proposed by the city.

Kuckkahn said the Planning Department would reject any further changes in the master plan map unless it had the explicit approval of the Plan Commission.

"I think we have reached something reasonable as far as a compromise," Kuckkahn said. "It has gone a step beyond the master plan, far beyond the master planning process. But I think we have come up with a solution to a highly detailed problem."

New Berlin Citizen

Plans for Highway 15—S. Moorland Rd. area key issue

Master plan placed on referendum

By Stuart Wilke

The New Berlin Common Council voted unanimously March 6 to place an advisory referendum on the April 1 ballot concerning the rezoning of the area surrounding the Highway 15 and S. Moorland Rd. interchange.

The referendum will read: "Do you favor or oppose commercial-light industry in the area of the Highway 15/Moorland Rd. interchange?

The area is now zoned single-family residential. The proposed city master plan would allow the area to be rezoned to commercial or light industrial use at the request of a developer.

To facilitate the voter's decision, the council also unanimously voted to spend up to $3,000 on informational literature to explain the master plan and the referendum to New Berlin residents.

Richard Jerabek, co-founder of the citizen activist group SERV (State our Environmental and Residential Values), told the council that the group supported the referendum, a reversal from what group spokesman told Drew Novotny had told the council at the Feb. 25 council meeting.

At the meeting Novotny said that SERV would only ask for a referendum as a last resort if a master plan compromise could not be agreed to. Jerabek, who had not attended the Feb. 25 meeting, said that from what he understood, Novotny had not said that SERV was opposed to a referendum but only that a number of issues concerning the master plan should be discussed before a referendum was held.

Jerabek said that perhaps Novotny should have better phrased his remarks. Many members of SERV, he said, were angered by Novotny's words. Jerabek told the council that after the Feb. 25 meeting, a poll was taken of over 100 SERV members and all of them agreed that a referendum should be held.

Jerabek said that the SERV members that he had spoken to express the same concerns as they had in the past. "They feel that commercial is much more desirable than light industry. The issue of industry being permitted north of the freeway was very undesirable and they feel that some sort of time frame should be established as to when a new industrial park should be built."

SERV members have also opposed the proposed master plan because of what they felt were inadequate buffers between the proposed development area and the Regal Manors West and East, Monterey, Hearthside and Sun Valley subdivisions.

Many of these concerns were alleviated when city planners guaranteed a 300-acre buffer zone around the entire area of the S. Moorland Rd. and Highway 15 interchange that had been proposed for development.

Councilman Telesfore Wysocki said that the wording of the referendum as originally proposed by Mayor Timothy Tully did not address all of the concerns that many citizens had on the proposed rezoning map.

In light of this, he proposed that rather than having one question on the referendum, there be four. Wysocki's four proposed questions were:

- "Should the city initiate a moratorium period not to exceed six months on all rezoning requests during which time a land use plan could finalized and legally adopted?
- I support or oppose the proposed Master Plan alternative E, which expands land use for industrial development beyond the areas currently zoned for industrial as currently identified in the city's official zoning map.
- I support or oppose the proposed master plan alternative E for commercial development beyond the areas currently zoned for commercial use as identified in the city's current official zoning map.
- I support or oppose the urban design portion of the proposed master plan that divides the city of New Berlin into a western rural and eastern urban development profile."

Wysocki said that the voter's decision could be facilitated by placing the maps of both the proposed master plan as well as the current zoning map at polling places for citizens to compare.

Tully said, "I don't mean to speak derogatively about the residents, but generally, we elected officials have the responsibility of making decision based on information that we take time studying, and I think that generally the four proposed referendum wordings that Ted proposed are entirely too complicated for people to understand."

Tully said that since the main point of contention of the master plan was the Highway 15 and S. Moorland Rd. area, it should be the only question addressed on the referendum.

Most of the residents, he said, were familiar with the issue and added that "We have to keep the wording of the referendum at a very basic level."

Tully then proposed a referendum question which was adopted by the council after some slight modifications. Wysocki's questions were not adopted by the council.

Jerabek said after the meeting that he was pleased with the city council's decision to place the referendum on the ballot. "Everyone in the community needs the opportunity to express their concerns on this issue," he said.

Waukesha Freeman
March 7, 1986

Highway 15, Moorland Road referendum set

By John Myers

NEW BERLIN — At a special meeting Thursday night the City Council voted unanimously to hold an advisory referendum to see if citizens support industrial and commercial development near the intersection of Highway 15 and Moorland Road.

The referendum will appear on the ballot in the April 1 general election. The referendum will ask voters: "Do you favor or oppose commercial-light industry in the area of (the) Highway 15-Moorland interchange?"

The referendum will not be binding but will be used to test citizens' sentiment on the development issue surrounding the proposed Susnar office and industrial park.

To accompany the referendum, the council also voted to spend not more than $3,000 on citywide newsletters to help "educate" the public on exactly what the referendum means.

Mayor Timothy Tully said the Plan Commission will probably put off voting on the master plan until after the referendum results can be studied. The master plan encourages light industrial and commercial growth in the disputed area.

"The referendum will be advisory to the council, but the council can forward that information to the (Plan) Commission and they can act on that new information," Tully said.

Tully had originally said commission members should approve the master plan at their March 18 meeting.

"I called for a vote at the next meeting if there was no new information," Tully said.

"The referendum (results) would be new information.... Why not wait now until after the referendum?"

The final decision on the referendum and how it was to be worded came after two hours of discussion and argument on the proposed master plan and the relationship between the council and the Plan Commission. There was also discussion on whether the master plan itself should be included in the referendum question. Tully opposed putting the plan up for public scrutiny any more than it already has.

"The development of a master plan is an administrative function.... We have a document that's as acceptable as we're going to get it," Tully said.

"The Plan Commission is trying to develop a solid land use plan outside the political arena."

Second District Ald. Ted Wysocki disagreed with Tully and called for a four-part question to the referendum.

The four questions would have asked for votes on a six-month moratorium on all re-zoning, approval of the master plan, approval of commercial development in the area in question and a vote on whether the city plan of eastern-urban, western-rural development was acceptable.

"I don't think politics has to be a dirty word," Wysocki said.

"I think this is the perfect time to put this to the public for their input.... Direct public involvement is appropriate here."

Wyscoki said the issue was broader than simply development of the industrial park area and added that the city hadn't, in the past, either "used or abused" the referendum process.

"There are other issues besides industrial problems," Wysocki said in defending his four-part referendum.

"I sense that the people in my district want that opportunity" to vote on more than one issue.

Tully, however, said the four questions were too complicated and would be too hard to explain, leading to negative reactions from voters.

"I think, generally, the four proposed referendum wordings are entirely too complicated for people to understand," Tully said.

The rest of the council sided with Tully and the one-question referendum was approved.

Members of the group SERV also spoke at the meeting, this time in favor of the referendum. A SERV spokesman had said just last week that a referendum wasn't necessary because of cooperation between the city and the group.

An internal polling of SERV members this week, however, revealed they still wanted a chance to vote on the issue.

"SERV never meant to discount the referendum," said Dick Jerabek, a co-founder of the group.

"I think basically ... we've always been asking for a referendum, for a chance to vote on the issue.... All the people we talked to wanted to vote on this."

The Milwaukee Journal
March 7, 1986

New Berlin will vote on zoning, after all

By MARK LISHERON
of The Journal staff

New Berlin — Residents will have the opportunity, after all, to advise the city on industrial and commercial rezoning at Highway 15 and Moorland Rd.

The Common Council voted unanimously Thursday to place on the April 1 ballot an advisory referendum that will ask:

"Do you favor or oppose commercial-light industry in the area of the Highway 15 / Moorland interchange?"

The council also voted unanimously to spend up to $3,000 to mail information to every New Berlin resident before the referendum about the proposal and its place in a master plan for the city's future development.

The Plan Commission is expected to discuss the master plan March 18, but commission members at Thursday's council meeting declined to say whether their meeting would lead to a vote on the plan.

Wording of the referendum question was pared, omitting any references to the master plan, after a four-point referendum that was proposed by Ald. Ted Wysocki was defeated point-by-point by the council.

By simplifying the referendum, Wysocki said, the council chose to ignore the master plan's philosophy of a rural west and urban east in future New Berlin development.

No part of the proposed 330-acre industrial and commercial area falls in Wysocki's 2nd District.

"Their perception of this is that the only real issue is industrial-commercial development at the interchange," Wysocki said. "I don't buy the idea that, with the numbers of people who have been involved with this directly, these are the only concerns."

Also at Thursday's meeting, representatives of a residential activist group called Save Our Environment and Residential Values did an about-face and said their group now supported having a referendum.

Although the group had originally pushed hard for a referendum, SERV spokesman Drew Novotny told the council Feb. 25 that a referendum would be a last resort if group leaders and the city could not work out a master plan compromise with city planners.

Richard Jerabek, co-founder of SERV, told the council Thursday that, in a poll taken after Feb. 25, every member of the group who was asked favored an advisory referendum. He did not say how many members were polled.

Jerabek said in an interview after Thursday's meeting that SERV members had been angered by Novotny's statement that the group was willing to compromise.

"Drew probably should have more carefully worded what his intentions were," Jerabek said. "What he meant was that we felt we could resolve some of these issues by discussion without having to go to a referendum. Basically, we feel that every citizen should have the opportunity to vote on this."

Under the master plan proposal, the land at Highway 15 and Moorland Rd. — which is now zoned single-family residential and close to two subdivisions — could be rezoned for industrial or commercial use at the request of a developer.

SERV and other residents had opposed the potential development because inadequate buffers threatened residents in the subdivisions north of the area.

Planners promised to include in the master plan buffers around the entire area and zoning for a 20-acre tier in the north that must provide an adequate transition from the development to the residences.

Jerabek said his poll determined that members were happy with the proposed buffers and the transition zone. However, members generally opposed any industrial development north of Highway 15, he said.

"In general terms, though, the referendum is what we asked for in the beginning," Jerabek said. "We never said what we wanted for the wording. Basically, this is what we wanted."

The Milwaukee Journal
March 19, 1986

New Berlin master plan will wait for vote

New Berlin — With little discussion, the Plan Commission voted unanimously Tuesday night to wait until after an April 1 referendum to decide on the city's proposed master plan for development.

The commssion agreed to consider the master plan April 14, the first scheduled meeting after the referendum.

Although the Plan Commission is not legally obligated to follow the directive of the advisory referendum, members noted that there was keen public interest in the plan.

The referendum question asks: "Do you favor or oppose commercial-light industry in the area of the Highway 15 / Moorland Rd. interchange?"

Much of the controversy over the city's master plan has centered on 300 acres of interchange area that would be designated for commercial or industrial use.

The city has conducted 11 informational hearings in the last year to discuss the plan.

"I think it behooves us to wait two more weeks," commission member Dennis Novak said. "I think this gives the entire citizenry the chance to have some input into the plan."

New Berlin Citizen
March 20, 1986

Planners to await results of referendum

By Richard Furlick

The Plan Commission has postponed its decision to vote on the master plan until the members can review the results of the city-wide referendum that asks voters if they favor a proposed industrial and commercial development at the intersection of S. Moorland Rd. and Highway 15.

The referendum will be placed on the ballot for the April 1 general elections.

The commissioners and Mayor Tim Tully agreed to delay the decision on the proposed plan until the commission's April 14 meeting.

Alderman Ken Andries wrote a letter to the commission asking for the postponement.

Andries said, "Due to the fact that the Common Council has authorized an advisory referendum on this matter to be held in concurrence with the April 1, 1986 election, I would recommend the Plan Commission withhold action on the master plan until such time as we receive a referendum input from the people of our community."

Commissioner Dennis Novak agreed with Andries.

"We have had a series of 10 or 11 public information meetings regarding the plan. This will give the entire community an opportunity to give us their input on whether they want the industrial park. I am willing to wait two more weeks to get more valuable information," he said.

Tully emphasized the reason for the postponement.

"We said we wouldn't do anything if we would be getting further information, and with the referendum we are getting more vital information to base our decision on," he said.

Prior to the commission's official meeting Tuesday, a group of over 30 citizens, many of whom live along Lincoln Ave., met with Andries and City Planner Rick Kuckkahn to express their concern with the designation of some of their land as an environmental corridor.

The designation in the proposed master plan has repercussions that could mean the state's Department of Natural resources would have jurisdiction over the potential use and development of that land.

The land had been signaled as a conservancy district. That designation would allow the city to have the final say so on the use of that land.

However, if that land is designated as an environmental corridor, the control shifts out of local hands into the state's control.

"We do not want more regulatory rights imposed on us by the DNR. . .as a result of your environmental corridor," the petitioners said in a letter they presented to the city.

Pat Dillett, a leader of the group, said the group represented land holdings of over 1,200 acres, much of which would be affected.

Andries said he would support the redesignation of the area as a conservancy, not an environmental corridor. That, he said, would at least show that the city is concerned about keeping the control in local hands.

One dimension to the group's concerns is that the environmental corridor "will never be serviced by sewers. The DNR makes every attempt to try to go around the environmental corridor to service another area."

Milwaukee Sentinel
March 31,1986

Land use among top concerns in New Berlin aldermanic races

By Alice Jensen

New Berlin — Aldermanic candidates cited land use, particularly a controversial master plan proposal, and responsive government as the major issues in the April 1 election.

In the 3rd District, incumbent Kenneth C. Andries, of 19330 W. Southview La., is opposed by Mary A. Lazich, of 1615 S. 164th St.

Andries, 45, a real estate broker, owns New Brook Realty. He was elected to his first council term in 1983. Lazich, 33, is a student at Waukesha County Technical Institute.

Lazich said the major issues were the master plan and the Susnar development proposed for the intersection of Highway 15 and Moorland Rd.

California developer Mero Susnar wants to build offices, duplexes, retail shops, a motel and a restaurant on the site. The master plan would rezone land in that area to allow industrial or commercial development.

Andries said the Susnar proposal complicated the master plan issue because separate items had "become synonymous."

"The Susnar proposal needs a lot more refinement, but there appears to be a lot of merit to it," Andries said.

Lazich said Andries was unresponsive to constituents and cited the new City Hall as an example. The council refused in 1984 to act on a residents' petition requesting a referendum on the construction.

Andries said Lazich's charge was untrue.

"Because of tax incremental financing, the City Hall was a real bargain for taxpayers," he said. The $3.5 million project cost taxpayers about $500,000, he said.

He also pointed to his record of "responsible spending."

"In the past budget session, I supported over $2 million in cuts from the 1986 budget," he said.

In the 7th District, incumbent Russell C. Kuenstler, 38, of 3919 S. Swartz Rd., is challenged by Dennis W. Novak, 44, of 19550 W. Pinewood Dr.

Kuenstler, part owner of Mohr's Auto, was elected to his first term in 1983. Novak, director of reinsurance administration for Mortgage Guaranty Insurance Corp., is a Planning Commission member.

Novak said the master plan was a major issue. He also said he listened to others, a trait he said was "lacking in today's council."

Kuenstler took issue with that, saying, "I have been listening to the people and doing what they want me to do."

Of the master plan, he said his constituents were telling him to wait and see whether further industrial land was needed.

In the 5th District, where Ald. James Sheahan did not seek re-election, Kenneth T. Czyzewski, 35, of 15045 W. Maple Ridge Rd., is running against Robert H. Pieper, 67, of 5346 S. Menard Dr.

Czyzewski is sales manager for A & A Manufacturing Co. and a city Civil Service commissioner. Pieper, a real estate sales associate with Wimmer Brothers Realty Inc., was 5th District alderman from 1978 until 1980, when he lost a re-election bid.

Pieper said a main issue was getting an alderman who would "listen to the wishes of the people." He said the decision to build the new City Hall was an example of government not responding to citizens.

Czyzewski said the master plan proposal was a major issue.

"I would like to see the advantages and disadvantages of the plan and the Susnar project put in concrete terms, with their impact on taxes and sewage charges explained to citizens," he said.

In the 1st District, David J. Dvorak, 47, of 1651 S. Sunny Slope Rd., and June E. Holt, 38, of 13780 W. Park Ave., are seeking the post held by Raymond Gray, Jr., who was defeated in the primary Feb. 18.

Holt is a sales associate for Equitable-Stefaniak Realty Inc., in Hales Corners. Dvorak is a sales representative for Welding Supplies.

Holt said the major issues facing her district were sewer charges, drainage problems and concerns about water quality in residential wells.

Dvorak said the city needed better controls on spending, and expressed concern for the effect of rising expenses and taxes on the elderly.

Aldermen serve three-year terms and are paid $4,900 annually, plus $100 per month for expenses.

New Berlin Citizen

Voters OK area for commerce, industry

Referendum narrowly approved

The city referendum question concerning commercial and light industry in the areas of the Highway 15-Moorland Rd. interchange won citizen favor by a 31-vote margin Tuesday. There were 2,400 for the development and 2,369 opposed.

The heavy "no" vote was in the 4th, 5th and 7th Districts which would directly be involved with this growth. A rundown of the voting listing the "yes" votes first, is as follows:

District 1, 445 to 320; District 2, 298 to 180; District 3, 473 to 304; District 4, 229 to 319; District 5, 208 to 513; District 6, 341 to 181, and District 7, 406 to 552.

The referendum, which is advisory, was called in response to citizen request for an opportunity to vote on the Master Plan. The location of the commercial and light industrial park has been the most controversial portion of the Master Plan.

City Planner Rick Kuckkahn said his department has been working on the Master Plan since 1982, but it was not written until last year. "We spent the first year getting background information, and this last year dealing with the plan."

He continued, "Whether the Master Plan includes an industrial park is policy. It is not my decision. My recommendation already is made."

Kuckkahn emphasized the vote is advisory and the Master Plan is a general guide of land use for the next 20 years. Thus, adopting the Master Plan does not automatically rezone property. Any zoning change must follow the normal rezoning process with separate public hearings for each request to build.

However, rezoning requests that match the Master Plan will have a better chance of approval, he said.

Kuckkahn said he wants people to understand that he can implement any policy the city wants to pursue.

"I have no personal interest in industry. We have a lot of things to do besides working on another industrial park."

He concluded, "The staff recommends what we feel is in the best interest of the city's long term health."

An election worker in the 4th District commented that many people apparently came out to vote on this issue who have not voted for years. On one page, she said, all but one person had voted.

The Milwaukee Journal
April 15, 1986

New Berlin rezoning backed

By MARK LISHERON
of The Journal staff

New Berlin — A master plan that paves the way for industrial or commercial development at Highway 15 and Moorland Rd. was unanimously approved by the Plan Commission Monday night.

The plan is expected to be considered by the Common Council within the next two weeks.

Voters advised the commission to approve the master plan in a 2,400 to 2,369 referendum vote April 1. The master plan had been the subject of nearly a year of debate and a dozen meetings with city planners and residents.

"My feeling was the Plan Commission had made up its mind on the master plan, but we were waiting to see how the referendum went," commission member Dennis Novak said. "Now we can move forward with this."

City Planner Richard Kuckkahn said the master plan was developed as a guide for future plan commissions. Each proposed development in the city must be approved individually by the commission and the Common Council.

Although the plan and a corresponding map outline zoning guidelines throughout the city, the debate centered on changing the zoning of 330 acres of farmland at Highway 15 and Moorland Rd. to allow light industry or commercial development.

Residents of Regal Manors East and West subdivisions asked for and won approval for a 300-foot buffer zone separating their residences to the north of the property from any future development.

Planners also included a 50-foot buffer strip around the 330-acre parcel.

The Plan Commission has not accepted plans for development there, although a California developer who owns 220 acres of the property has made preliminary proposals for commercial and residential developments. The Plan Commission has rejected plans from the developer, Mero Susnar, for a 200,000 square-foot shopping center on the property, Novak said.

The commission also rejected a recent request by Susnar for a development of multifamily residences, some of which were planned to be built within the 300-foot buffer, Novak said.

"It was strictly residential and in the north end of the property," Novak said. "That goes against everything we've worked on for the last year. They will just have to come back with something else for the property."

Waukesha Freeman
April 15, 1986

FREEMAN

County Lines

Master plan approved, but

By John Myers

NEW BERLIN — After five years of work and two years of public scrutiny, the Plan Commission Monday voted unanimously to approve the controversial master plan map.

The action allows the city's planning department to write the final chapters in the master plan text.

The vote does not give final approval to the master plan itself, although that action is expected when the written text of the plan is completed.

The action came despite pleas from Seventh District Ald.Russell Kuenstler, who asked the commission to delay action until after tonight's City Council meeting.

Kuenstler noted that, because outgoing Ald. Kenneth Andries was not at the meeting, there was no council representative on the commission; therefore, they should not vote on a controversial matter.

"I would appreciate it if you'd wait until you have a full commission. We are going to have three new members on the City Council tomorrow night and one of them might be the new representative on the Plan Commission," Kuenstler said, later adding that the Plan Commission was ignoring the City Council.

"They don't seem to care what (the council) thinks.... It's just like they want to ram this through before the new council can meet."

Mayor Timothy Tully encouraged the vote, however, saying that Andries had expressed in a letter to the commission his wishes that they proceed with the master plan process. Andries, who was defeated April 1 in his bid for re-election as Third District alderman, wrote the board that he couldn't attend Monday's meeting.

Commission member Dennis Novak agreed with Tully, saying, "Now is the time to move forward" with the master plan.

Approval of the plan map came after City Planner Rick Kuckkahn presented a summary of events leading to the formation of the master plan. Kuckkahn noted there had been 10 public meetings and two different forms of citizen survey, including the referendum, on the road to the plan's formation.

Kuckkahn reviewed results from the April 1 referendum when New Berlin voters narrowly favored rezoning to allow commercial and light industrial business near the intersection of Moorland Road and Highway 15. The vote was 2,400 to 2,369.

Voters in the First, Second, Third and Sixth districts favored development in the controversial area, while a majority of voters in the Fourth, Fifth and Seventh districts voted against development. Parts of those three districts would abut the proposed Susnar development near they Moorland Road-Highway 15 interchange.

Kuckkahn noted there had been 62 changes in the plan map since it was first formed and added there would likely be more changes in the future.

"The plan is a policy-making process, it's ongoing. It's not going to end with your approval tonight," Kuckkahn said, restating his common theme throughout the master plan process.

"The plan can, and will, be amended."

Kuckkahn said the planning department had considered several matters when forming the plan and accompanying map. He said it was important to form growth toward a balanced community, to assess growth's impact on city services, to make sure any growth benefits the city's tax base, and to make sure any physical improvements required by growth are paid for by the developers.

Kuckkahn also assured opponents of development at the Moorland Road-Highway 15 interchange that the proposed business park there would require considerably more open land than the city's present industrial park.

"The proposed new industrial park would have a 7-to-1 ratio of open land to developed land while the existing industrial park is at 4 to 1," Kuckkahn said.

"The busineses that would go into (the proposed industrial park) would be the better businesses in the area.... They will be the ones that can afford to have a lot of open land around their buildings."

Members of Save the Environment and Residential Values did not attend Monday's meeting. SERV had vehemently opposed the master plan because it encouraged business and industrial growth in the Moorland Road-Highway 15 area. SERV has not made a public statement since the April 1 referendum which they helped to write.

In related action, the commission denied a request by Mero Susnar Investments for approval of part of its proposed development. The commission denied the request, which was for preliminary approval of several apartment complexes, saying Susnar should present his development plans for the entire area at one time.

Kuckkahn said Susnar probably will present an overall proposal at a Plan Commission meeting in the near future.

NEW BERLIN CITIZEN
December 18, 1986

Long-lasting master plan sought

By Audrey Juds

Most people who look at the maps in the council chambers at city hall think this is the city's master plan, said Alderman Kenneth Czyzewski Tuesday night. It was the second of three meetings during which the common council and the plan commission were discussing the thick master plan text.

"What Ken's talking about is perception," said Mayor Timothy Tully. "People have the perception it is only the map and not what is behind it."

To help change this image, a brief summary of the master plan is going to be available at city hall.

Topics discussed during the meeting included buffering dissimilar areas, commercial growth along National Ave., anticipated life of the master plan, readjustments, plus a recap of lot size and industry on Lincoln Ave.

Czyzewski and city engineer Ralph Becker differed in their requirements for buffering. Becker pointed out, in regard to the proposed Susnar development at Highway 15 and Moorland Rd. that the buffer is a matter of opinion. "I don't consider 300 feet of open space a buffer," he said. "But put in two rows of houses and then you have buffered it."

Czyzewski argued, "Just one row of homes and the multi-family (buildings) is not master plan buffering."

City planner Rick Kuckkahn noted alternate methods for buffering by using berms, landscape material, trees, and in some cases, fences.

Commissioner Dennis Novak said, "I didn't feel 300 feet is adequate." He prefers 600 feet for a buffer.

Kuckkahn explained some of the ideas behind the plan. In a cellular arrangement, he said the school is in the center of the neighborhood, surrounded with a park and shops.

He sees a reasonable balance now of land use, with a good mixture of rural and urban areas.

"The other element is being practical," he said. "We don't sit up in an ivory tower. We have an understanding of what is happening in the private market and we have to be sensitive to that.

With the discussion turning to National Ave., Kuckkahn showed drawings of two separate expanses of the road. "National Ave. will continue to be a strong commercial strip," he said. "Rather than spreading (businesses) up and down the road, we encourage cells of commercial development."

Having three or four shops together in an area, reduces access drives and the traffic moves, he said. To avoid a Highway 100 appearance, the city planner said they have stuck to their guns on the development of National Ave. and Moorland Rd.

If they did not do this, he said the length of National Ave.

In contrast, he said the intersection of National and Sunny Slope Rd. is more office orientated, along with some bars and vacant land.

"We're looking for an increase of residential areas on National," Kuckkahn said. We want a concentration of multi-families on arterials so the traffic does not have to filter through the subdivisions.

Calhoun Rd. was described as the border between east and west New Berlin, dividing urban from the rural areas.

Alderman Stanton Smith said, "I get the impression west of Calhoun you're looking for darn little commercial and light industry."

Kuckkahn said that was correct. "There is no population to service there." He noted the area catered more to tractor implement sales and auto body firms.

Kuckkahn pointed out the plan commission and council should direct what kind of businesses settle east or west of Calhoun Rd. noting east of the line is where they now want businesses to move.

Council president Telesfore Wysocki again asked that acre lots be zoned in a prime location to attract this type of developer. Kuckkahn said maybe this could be worked in some wooded areas and environmental corridors. Wysocki asked that this idea be bounced off the Southeast Wisconsin Regional Planning Commission (SEWRPC).

Kuckkahn also mentioned the possibility of asking buyers of large lots to put their house on one side of the land. This would allow them to divide the lot at a later time.

Commissioner Emil Paradowski said land is more valuable today than 15 years ago. "To have a house on one acre of land is a waste."

The city planner said the proposed master plan may have to be adjusted as times change. At first the population and employment forecast predicted a high of 57,800 people and 23,700 jobs by the year 2010. Now, these figures have been changed to 43,000 people and 22,200 jobs.

He explained the work force has not taken a corresponding drop because of the number of jobs demanded by women.

Alderman David Dvorak emphasized the city must find additional revenues to reduce the tax burden.

Wysocki asked Kuckkahn if the master plan can withstand the swings in development, where they would put a hold on industry or multi-family expansion until the rest catches up. "I hope this plan is the blueprint for time," he added.

Kuckkahn said, "If there are any changes, it has to be a darn good reason."

The third meeting will be held Monday Jan. 12, at 6:30 p.m.

THE MILWAUKEE JOURNAL
February 17, 1987

New Berlin panel approves master plan

By MARK LISHERON
of The Journal staff

New Berlin — The Plan Commission on Monday night formally approved using a master plan and map for city development, two years and a score of hearings after the Southeastern Wisconsin Regional Planning Commission initiated research on the plan.

Ald. Mary Lazich, a commission member, dissented. Lazich objected to specialized zoning that would allow some industrial development along Lincoln Ave., west of Calhoun Rd.

Though it was not required by law, the commission voted unanimously Monday night to ask the Common Council to consider adopting the plan at its meeting Feb. 24. Commission members have said the scope of the plan made it important to have the blessing of the city's elected officials.

The master plan is the first comprehensive review of development in New Berlin since 1973 and replaces the city's first master plan adopted in 1962. The plan supports the current mix of residential, industrial and commercial property in the city. The plan concludes that the city should seek to balance its development into the 21st century.

The plan generally divides the city along Calhoun Rd., promoting more development in the east where there is sewer service and promoting a pastoral west.

The city should concentrate its industrial development in its industrial parks, carefully locate cells of commercial development at major intersections and preserve environmental corridors, the plan recommended.

The city conducted numerous public hearings on the master plan. Voters last April approved the plan in an advisory referendum, though by a slim margin.

For several months city planners have used drafts of the master plan to make planning and zoning recommendations. The Plan Commission and the Common Council have frequently referred to the plan when making planning decisions.

Lazich said Tuesday that while she agreed with the philosophy of the master plan, she criticized what she called the inconsistency of industrial zoning along Lincoln Ave. in the rural western part of the city.

The Plan Commission developed a specialized zoning for the street for industries that are not heavy users of sewer and water services. Some outdoor storage businesses are on Lincoln Ave.

Though she has no quarrel with the businesses now on Lincoln Ave., there is no support in the master plan for more industrial development in the west, Lazich said.

Lazich said she would vote against the master plan next Tuesday night.

New Berlin adopts master land-use plan

New Berlin — The Plan Commission voted, 6-1, Monday to adopt a master land-use plan that would be in effect until 2010.

The plan replaces the 1962 master plan and will serve as the basis for city zoning. It does not require council approval.

Based on current land uses, and population and development projections, the plan includes 12 land uses.

Steven Hoese, assistant director of planning, said the major components of the plan include:

- Focusing residential development on the eastern side of the city where city services such as water and sewer are readily available.
- Preserving park and environmental corridors for the protection of nature.
- Concentrating commercial development into specific areas instead of strip development along major streets.
- Limiting land available for industrial purposes while developing the city's industrial park.

MILWAUKEE SENTINEL
February 20, 1987

Master land plan endorsed in N.B.

By Candace Doyle
Freeman Staff

NEW BERLIN — The City Council gave its full support Tuesday to the master land use plan adopted by the city's Plan Commission five months ago.

Aldermen voted 6-0 Tuesday night to endorse the plan, which will guide residential, commercial and industrial growth in the city into the year 2010.

Alderman David Dvorak, 1st District, was absent.

The council's action was only a formality because the plan went into effect with the Plan Commission's adoption of it in February.

However, because of the controversy that has surrounded the plan since it began to take shape five years ago, aldermen said they felt compelled to back the document prepared by the city's Planning Department and the Southeastern Wisconsin Regional Planning Commission.

Alderman Mary A. Lazich, 3rd District, said that, although she could not endorse every suggested land use in the master plan, she supported the plan in concept and asked other council members to do so too. Lazich, who is the council president, has in the past opposed the plan's proposal for industrial development along that part of Lincoln Avenue that lies in her district.

Alderman Jeffrey S. Stuckert, 7th District, likewise said he did not fully agree with every tenet in the master land use plan. Yet, he said that he supported the plan in theory.

The council's support of the plan is not likely to end the sometimes emotional debate it has evoked.

The plan generally calls for developing the area east of Calhoun Road while retaining a rural atmosphere in the western part of the city.

More specifically, the master land use plan calls for promoting industrial and commercial growth along Moorland Road where the present industrial park is, at the intersection of Moorland Road and Highway 15 and along Lincoln Avenue.

While some residents and Lazich had opposed further development along Lincoln Avenue, the greatest opposition to the plan centered on development at the Rock Freeway, where California investor Mero Susnar has proposed a $100 million development to include single- and multi-family housing in addition to commercial and light industrial development on 270 acres.

A public hearing on rezoning that land, which Mayor Timothy Tully supported in his monthly memo to residents, is scheduled for 7 p.m. July 30.

WAUKESHA FREEMAN
July 15, 1987

REFERENDUM BULLETIN

PRINTED AND PUBLISHED BY THE CITY OF NEW BERLIN

MARCH 1986

This brochure has been prepared to inform you of the forthcoming April 1st Referendum regarding the location of the Commercial and Light Industrial Park at the Moorland Road–Highway 15 Interchange. As part of the Master Plan, ***this referendum affects EVERYONE. Please vote on Tuesday, April 1st.***

On April 1st you will be asked to vote on the following referendum:

DO YOU FAVOR OR OPPOSE COMMERCIAL and LIGHT INDUSTRY IN THE AREA OF THE HIGHWAY 15–MOORLAND INTERCHANGE?

WHY A REFERENDUM?

The City Council has called for an advisory referendum on this issue in response to citizen request for an opportunity to vote on the Master Plan. It is the general consensus of city officials that the location of the commercial and light industrial park has been the most controversial portion of the Master Plan and, therefore, this issue has been placed on the April 1st ballot.

MASTER PLAN OVERVIEW

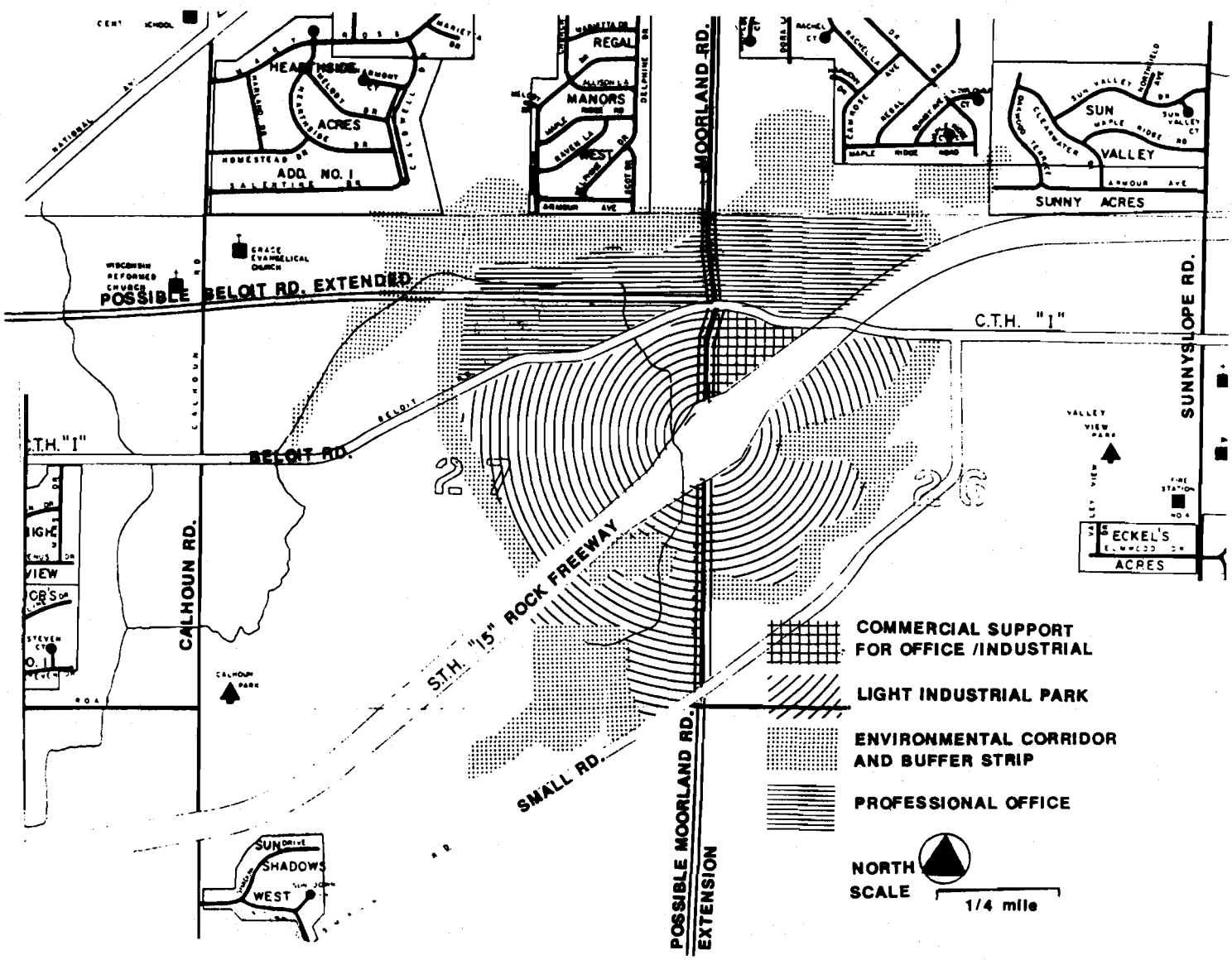
The City's proposed Master Plan is a general guide of land use for the next twenty years. It is only a guide. Adopting the Master Plan does not automatically rezone property. Any zoning change must follow the normal rezoning process which includes a public hearing at which time residents have an opportunity to view exactly what is being requested and offer their opinion and comments. It is expected that rezoning requests that match the Master Plan will have a better chance of approval. However, the Common Council, using the Master Plan as a guide, will make the final decision on any rezoning request.

MAJOR ISSUES IN MASTER PLAN

The location of the commercial and industrial site has been the major concern during the master plan process. The commercial use of the land will include professional office buildings. The proposed Master Plan calls for a park-like setting in this area and high quality architecture. The remaining portion of the commercial area is scheduled for support facilities to the office and industrial park. Again, the landscaping and architecture of these support facilities would be required to meet the high quality of the adjoining offices. These support facilities will include eating, recreation, hotel/motel and related service buildings. (SEE MAP)

The Master Plan defines light industry as light assembly, distribution and general office buildings. It excludes uses like truck terminals, drop forges, foundries, refineries or similar uses which cause objectionable noise, odor, dust or smoke. Emissions of any kind are eliminated. Furthermore, the Master Plan calls for lower density resulting in a more park-like setting than in the newer areas of the existing New Berlin Industrial Park which is west of Moorland Road.

NEW BERLIN COMMERCIAL/LIGHT INDUSTRIAL PARK AND VICINITY (PROPOSED)



It has been determined through extensive land use studies of alternative sites that the Highway 15–Moorland Road interchange area is best suited for a commercial/light industrial land use. This selection is based on the following:

- direct and convenient freeway access which will eliminate truck and auto traffic in residential areas;
- good visibility from the freeway;
- good land characteristics which include suitable soils and slopes;
- availability of sewer, water, gas, and electrical service at owner's expense; and
- ease of access by freeway from major cities including Chicago, Milwaukee, Beloit, Janesville, Green Bay, LaCrosse and Rockford.

IMPORTANCE OF COMMERCIAL/INDUSTRIAL PARK TO NEW BERLIN

In order to have a community that has balance among residential, commercial and industrial uses, the Master Plan proposes setting aside additional acreage for all these uses to accomodate expected needs over the next twenty years. Failure to do this could have a negative impact on the City. In general, residential property does not generate enough tax dollars to support the services it requires. Commercial and particularly industrial property have a history of generating taxes in excess of services required, not to mention the many jobs created for local residents. There is no guarantee that including this Commercial and Industrial Park will significantly lower taxes; however, it makes good sense to provide the best tax base possible in the City.

HOW IS THE QUALITY OF LAND USE CONTROLLED BY THE CITY?

If a land use is approved, the City has the ability to strictly control use of the land by requiring open space, proper buffering and berming using greenery, trees, and shrubbery. This will result in an aesthetically pleasing transition between adjacent land uses. In addition, the City has the ability to use Planned Unit Development (PUD) agreements which allows the City to maintain total control of the projects. This control is guaranteed by a legal agreement between the builder and the City.

SUMMARY

History indicates New Berlin has provided quality developments. Citizen participation has been a major positive factor in this process. The Master Plan will continue to help provide a good business climate while at the same time protecting residential values.

VOTE APRIL 1ST!

We ask that you please come to the polls on Tuesday, April 1st, to express your opinion on this referendum issue. Thank you.

Appendix D

CITY PLAN COMMISSION AND COMMON COUNCIL RESOLUTIONS FOR ADOPTING THE CITY OF NEW BERLIN LAND USE AND URBAN DESIGN PLAN

Appendix D-1

CITY PLAN COMMISSION RESOLUTION FOR ADOPTING THE CITY OF NEW BERLIN LAND USE AND URBAN DESIGN PLAN

WHEREAS, the City of New Berlin, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, it is the duty and function of the City Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the City of New Berlin; and

WHEREAS, the City of New Berlin Plan Commission, with the assistance of the staff of the Southeastern Wisconsin Regional Planning Commission, has prepared a land use and urban design plan for the City of New Berlin; which plan includes:

1. Collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, land use, and transportation and other materials pertaining to the City.

2. A forecast of growth and change.

3. Statements of land use objectives, principles, standards, and related urban design criteria.

4. A land use and arterial street system plan map.

5. Suggested revisions to City ordinances for the implementation of the selected plan; and

WHEREAS, the City of New Berlin Planning Department, under the direction of the City Plan Commission, has held public informational meetings on July 8, 12, 17, 18, 19, 22, and 25, 1985, at the New Berlin City Hall to acquaint residents and owners within the City with plan recommendations; and

WHEREAS, the City of New Berlin Plan Commission held a formal public hearing on the plan on November 4, 1985, at Eisenhower High School in the City of New Berlin; and

WHEREAS, the City of New Berlin Plan Commission has considered the plan together with the statements and requests of residents and landowners in the City, and has proceeded to incorporate, where deemed advisable, their requests in the plan; and

WHEREAS, the City Plan Commission considers the plan to be a valuable guide to the future development of the City.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the City of New Berlin Plan Commission, on the 2nd day of MARCH 1987, hereby adopts a land use master plan for the City of New Berlin as a guide for the future development of the City of New Berlin.

BE IT FURTHER RESOLVED, that the Secretary of the City of New Berlin Plan Commission transmit a certified copy of this resolution to the Common Council of the City of New Berlin, after recording the action on the adopted plan.

Chairman
City of New Berlin Plan Commission

ATTESTATION:
Rick W. Kuckkahn
Secretary
City of New Berlin
Plan Commission

Appendix D-2

A SUGGESTED COMMON COUNCIL RESOLUTION FOR ADOPTING THE CITY OF NEW BERLIN LAND USE AND URBAN DESIGN PLAN

WHEREAS, the City of New Berlin, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, the City Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission, a plan for the physical development of the City of New Berlin and its environs, said plan embodied in SEWRPC Community Assistance Planning Report No. 111, A Land Use and Urban Design Plan for the City of New Berlin; and

WHEREAS, the City Plan Commission did on the 2nd day of March, 1987, adopt SEWRPC Community Assistance Planning Report No. 111, A Land Use and Urban Design Plan for the City of New Berlin, and has submitted a certified copy of that resolution to the Common Council of the City of New Berlin; and

WHEREAS, the Common Council of the City of New Berlin concurs with the City Plan Commission and the objectives and policies set forth in SEWRPC Community Assistance Planning Report No. 111.

NOW, THEREFORE, BE IT RESOLVED that the Common Council of the City of New Berlin, on the th day of , 1987, hereby adopts SEWRPC Community Assistance Planning Report No. 111 as a guide for the future development of the City of New Berlin.

BE IT FURTHER RESOLVED that the City Plan Commission shall annually review the city land use and urban design plan and shall recommend extensions, changes, or additions to the plan which the City Plan Commission considers necessary. Should the City Plan Commission find that no changes are necessary, this finding shall be reported to the Common Council.

_____

Mayor
City of New Berlin

ATTESTATION:

_____

Clerk
City of New Berlin