

# CHAPTER 16: NEIGHBORHOOD F

## URBAN NEIGHBORHOOD SOUTH

Revisions approved by Council 11/15/16 via Ordinance #2579

### PLANNING CONTEXT

The Urban Neighborhood South is primarily a single-family neighborhood with a blend of condominiums, rental apartments, and a range of senior housing opportunities. The neighborhood boundaries are roughly the National Avenue corridor; Calhoun Road, the northern limits of Section 27, and Sunny Slope Road to the west; the City limits to the south; and 124<sup>th</sup> Street to the east (Figure 16.1). This area is home to a large percentage of New Berlin residents. It is largely built out with a mix of some of the city's oldest and newest developments. The area is predominately served by sewer and water, and provides neighborhood amenities such as parks, golf courses, and trails in the area.

The Urban Neighborhood South is an assemblage of “subdivisions”. Older subdivisions from the 1940's, 1950's and 1960's coexist with newer subdivisions, particularly in the southeastern corner of the city. Some of these developments relate well and are connected to others by streets or sidepaths, while other subdivisions are disconnected from the rest of the city. These subdivisions are primarily single use neighborhoods; in order to access other uses such as commercial facilities, an automobile is typically required. Cul-de-sacs throughout the neighborhood prevent access between subdivisions, often prohibiting the movement of both vehicular and pedestrian traffic.

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

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

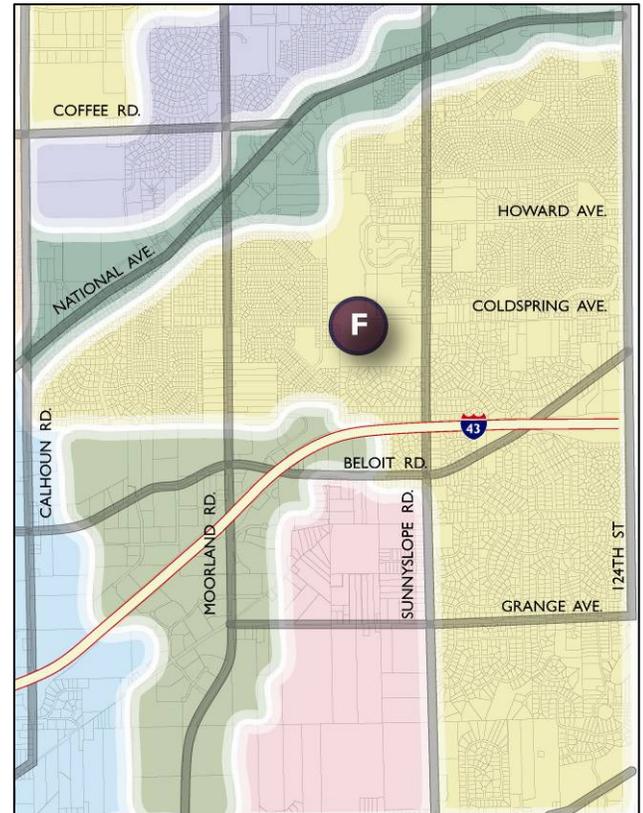


Figure 16.1. Neighborhood F Context Map.

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conditions as well as its own facilities. Eventually more aggressive code enforcement programs may be needed.

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

## PUBLIC INPUT

### Initial Neighborhood Meeting

On November 5, 2008, residents and property owners in Neighborhood F met to learn about the comprehensive planning process and discuss preferences in regards to various images. For the survey, attendees were instructed to rate individual images based on two factors: 1) whether or not the use was desirable for their neighborhood, and 2) whether or not they liked the overall image. Sixty-four attendees completed the image preference survey. Additional information regarding these surveys is provided in Figure 16.2.

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

- Road Design – Desired characteristics included landscaping along the street right-of-way and on-road bike lanes.
- Open Space – Preferred open space characteristics included retaining the overall natural and environmental areas, maintaining views of the natural areas, and the inclusion of paths and trails

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

**New Berlin Comprehensive Plan Update**

**DESIGN PREFERENCE SURVEY**  
**BACKGROUND INFORMATION** - Neighborhood F (62)

1. **WHAT IS YOUR GENDER?**
  - FEMALE = 49.2%
  - MALE = 50.8%
2. **HOW MANY PEOPLE LIVE IN YOUR HOUSEHOLD ON A REGULAR BASIS?**
  - 1
  - 2-3 = 82.5%
  - 4-5 = 16.0%
  - 6 OR MORE = 1.5%
3. **OF THOSE LIVING IN YOUR HOUSEHOLD, HOW MANY ARE CHILDREN (UNDER THE AGE OF 18 YEARS OLD)?**
  - 0 = 78.3%
  - 1-2 = 18.3%
  - 3-5 = 3.4%
  - 6 OR MORE
4. **WHAT IS YOUR AGE?**
  - UNDER 18 YEARS OLD
  - 18-24 YEARS OLD = 1.9%
  - 25-34 YEARS OLD
  - 35-44 YEARS OLD = 8.0%
  - 45-54 YEARS OLD = 35.4%
  - 55-64 YEARS OLD = 22.5%
  - 65 YEARS OR OLDER = 32.2%
5. **HOW LONG HAVE YOU LIVED IN NEW BERLIN?**
  - LESS THAN A YEAR
  - 2-3 YEARS
  - 3-5 YEARS = 3.2%
  - 6-10 YEARS = 11.4%
  - 11-20 YEARS = 30.6%
  - MORE THAN 20 YEARS = 54.8%
  - DO NOT LIVE IN NEW BERLIN
6. **WHAT TYPE OF RESIDENTIAL BUILDING DO YOU LIVE IN?**
  - SINGLE FAMILY = 91.9%
  - DUPLEX
  - MULTI-FAMILY (MORE THAN 2 UNITS)
  - CONDOMINIUM = 9.1%
  - MOBILE HOME
  - ELDERLY HOUSING
  - OTHER (PLEASE SPECIFY)
7. **DO YOU OWN OR RENT YOUR HOME?**
  - OWN = 100.0%
  - RENT
  - OTHER (PLEASE SPECIFY)
8. **WHERE DO YOU LIVE IN NEW BERLIN? (USE MAP ON BACK OF THIS PAGE)**
  - AREA A
  - AREA B
  - AREA C
  - AREA D
  - AREA E
  - AREA F
  - AREA G
  - AREA H
  - AREA I
  - AREA J
9. **DO YOU WORK IN NEW BERLIN?**
  - YES = 15.0%
  - NO = 85.0%
10. **PLEASE WRITE AN "X" TO INDICATE THE TYPES AND NUMBER OF PROPERTIES YOU OWN IN NEW BERLIN:**

	1 property	2-3 properties	4 or more properties	I do not own this type of property
Residential	61			
Commercial				12
Industrial	1			12
Other	1			12

Figure 16.2. Background Information Summary for Neighborhood F Listening Session Survey Respondents.

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

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

### Neighborhood Review Meeting

Residents and property owners in Neighborhood F reconvened on March 18, 2009 to review future land use recommendations. Several site specific questions were raised. Residents wanted to know whether access on Moorland Road would remain if the proposed church was built, and if traffic would be increased as a result of the construction.

City Center expansion and improvement was a topic of interest among attendees. Many wanted to see additional park areas included in development along with live music in the existing park area. Creating access to the post office via Wilbur Drive was a desired attribute for the City Center.

A couple of attendees requested that a sidepath be installed between the Regal Manor East subdivision and National Avenue. Having a sidepath would allow residents access to shops along National Avenue. Other comments centered on the culverts located along the wetland area behind Eisenhower. Attendees explained that the culverts were blocked and needed maintenance.

Transportation concerns included the lack of traffic controls at the intersection of Howard Avenue and Sunny Slope Road. Residents along Fohr Drive explained that property owners do not receive some of the City mailings, and the street lacks a street sign. Some inquired as to whether Fohr Drive was a dedicated street. In addition, several questions arose regarding public transit. Attendees wanted to see transit options in addition to existing service for the industrial parks.

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## VISION

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

## DEVELOPMENT POLICIES

1. Create flexible but predictable compatibility standards for new construction and redevelopment related to site planning, building design and materials, landscaping, buffering, access, signage, and other land use impacts.
2. Maintain public infrastructure in the neighborhood, including streets and sewer service, to maintain property values.
3. Complete the linear greenway system connecting the City Center south to the neighborhood.
4. Explore additional pedestrian and bicycle connections between subdivisions as a way to create a sense of “neighborhood” beyond individual subdivisions. Also, explore connections between subdivisions and nearby commercial shopping and civic areas, such as parks, schools, and the Civic Center.
5. Target focused efforts on resolving stormwater problems in areas experiencing the worst problems.
6. Explore the use of landscaped medians where feasible.



Figure 16.3. Highest-Rated Image for Open Space.



Figure 16.4. Second Highest-Rated Image for Open Space.



Figure 16.5. Third Highest-Rated Image for Open Space.

## AGRICULTURAL AND CULTURAL RESOURCES

The New Berlin Landmarks Commission and the City jointly identified and mapped a series of cultural landmarks within the city. The city-wide New Berlin Landmarks map is provided in Chapter 4. Neighborhood F has seven designated landmarks:

- Arrowheads and Grinding Tools found by Loughney's (near Upper Kelly Lake)
- Artifacts found by City Park Workers in Regal Park (near Deer Creek)
- Collection of Arrowheads found by Moritz Mueller
- Lower Kelly Lake
- Native American Encampments / Villages shown on Old Maps
- Sears Roebuck & Co. Kit Barn, c. 1920
- Upper Kelly Lake

Neighborhood F includes one historic district as identified by the Landmarks Commission: Kelly Lakes, located south of Lawnsdale Road, east of Moorland Road, north of College Avenue, and west of 124<sup>th</sup> Street.

### Survey Results: Open Space

Figures 16.3 through 16.5 illustrate the three highest-rated images for open space in Neighborhood F. Preferred open space characteristics included retaining the overall natural and environmental areas, maintaining views of the natural areas, and the inclusion of paths and trails.

## NATURAL RESOURCES

Neighborhood F is planned primarily for Urban Residential with targeted locations for Institutional Zoning and Parks. Sensitive features include primary and secondary environmental corridors, and flood fringe.. In addition, potential soil limitations exist that should be considered when reviewing plans for redevelopment in the neighborhood. Hydric soils, poorly drained soils, and lands with slopes greater than 12% are all considerations.

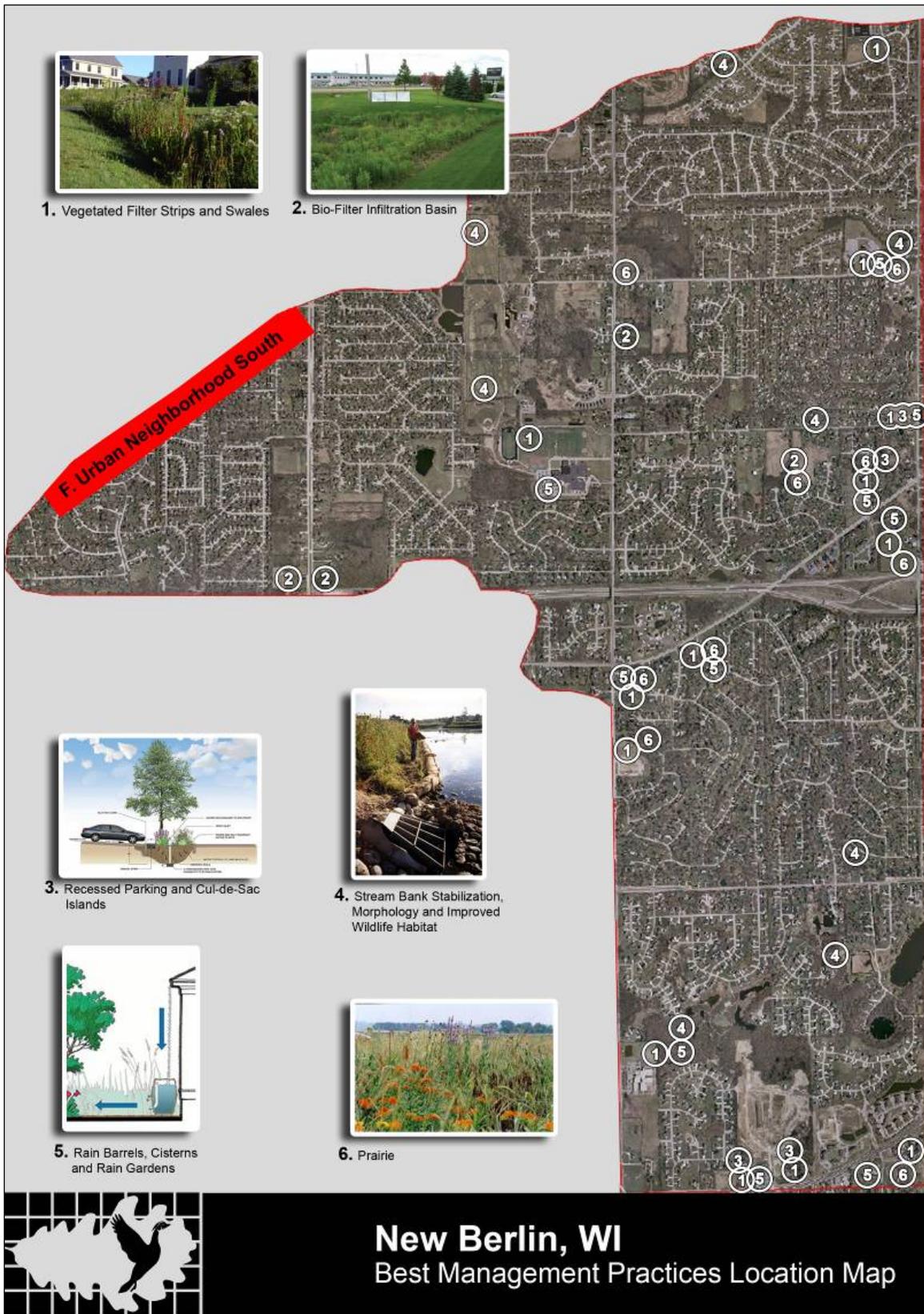


Figure 16.8. Neighborhood F Best Management Practices.  
Source: Applied Ecological Services, Inc.

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

### Recommendations

Most of Neighborhood F is currently developed and there is limited space for implementing large-scale BMPs (Figure 16.8). The recommendations listed below correspond with the numbers and symbols shown on the map in Figure 16.8:

1. There are many opportunities to implement vegetated filter strips and swales in these Institutional areas by retrofitting existing swales. This provides the first defense in the stormwater treatment train by filtering pollutants and reducing stormwater runoff velocity and volume. By providing a longer residence time for runoff, vegetated swales increase the opportunity for infiltration and evapotranspiration which not only reduces volume but also leaves pollutants behind to be absorbed by the vegetation. Vegetated swales can be flatter than typical turf grass swales. This increases the spacing of catch basins or can eliminate the need for piped storm sewer conveyance in new construction.
2. Bio-filter infiltration basins can be provided as an alternative to detention basins in the central and western portion of the neighborhood to promote infiltration and groundwater recharge.
3. The Institutional areas show limited potential for adding on. In such cases, there is opportunity for implementing recessed parking or cul-de-sac islands.
4. Stream banks along tributaries to Deer Creek and the Root River should be inspected for areas that need to be stabilized to prevent further soil erosion near Eisenhower High School and High Grove Park. In conjunction with the above-mentioned BMPs, stream bank stabilization will improve aquatic wildlife thereby providing opportunities downstream for recreation.

Forested areas in Biver, Regal, Weatherstone, Maple Ridge, and High Grove Parks should be inventoried to preserve high quality trees and encourage healthy savannahs. Woodland

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areas provide excellent wildlife habitat as well as picnic and recreation areas. There is also an opportunity to restore upland prairie areas in open undeveloped areas and areas that are designated for redevelopment.

5. To further reduce the velocity and quantity of stormwater runoff from Institutional building roofs, rain barrels, cisterns, and rain gardens can be implemented. Rain barrels collect downspout drainage rather than allowing it to drain across parking lots and into storm sewer systems. Rain collected in rain barrels can be re-used to irrigate landscape areas. Rainwater collected in cisterns can be used for irrigation as well as for building lavatory facilities. Rain gardens are localized infiltration basins that provide a means for stormwater runoff to cool, infiltrate and recharge the groundwater.
6. There are opportunities to implement prairies to serve as a filter of surface water runoff as well as reduce maintenance in common areas. There may also be the opportunities to provide infiltration basins to encourage groundwater recharge, particularly in areas with pervious soils.

## EXISTING TRANSPORTATION

The existing transportation system in Neighborhood F is comprised of a roadway network and bicycle/pedestrian facilities.

### Roadway Network

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

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

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

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

- Beloit Road (County Hwy I) – two travel lanes
- College Avenue (County Hwy HH) – two travel lanes
- Janesville Road (County Hwy L) – four travel lanes

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

- Sunny Slope Road – two travel lanes
- 124<sup>th</sup> Street – two travel lanes
- Grange Avenue – two travel lanes

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

- Howard Avenue – two travel lanes
- Cold Spring Road – two travel lanes

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

## Bicycle & Pedestrian Facilities

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

### On-Road Facilities:

- Sunny Slope Road (Greenfield Avenue to Grange Avenue)
- Cold Spring Road (Sunny Slope Road to 124<sup>th</sup> Street)
- Beloit Road
- Andrea Drive & Magellan Drive (High Grove Park to Beloit Road)

### Off-Road Facilities:

- Biver Park Recreational Trails
- A north/south trail was installed to align with Acredale Drive on National Avenue. The trail extends south from National Avenue to Deer Creek Parkway.

## Public Transit

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

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

## FUTURE TRANSPORTATION

### Survey Results: Road Design

Figures 16.9 through 16.11 illustrate the three highest-rated images for road design in Neighborhood F. Desired characteristics included landscaping along the street right-of-way and on-road bike lanes.

### Roadway Network

In Neighborhood F, the SEWRPC Year 2035 Recommended Regional Transportation System Plan identifies additional capacity needed on IH-43. The plan recommends widening IH-43 to a six-lane facility, within the existing right-of-way, from the Hale Interchange with IH-894 to Racine Avenue (County Hwy Y).

SEWRPC staff is currently preparing a major review and update of the regional land use and transportation plans for Southeastern Wisconsin.



Figure 16.9. Highest-Rated Image for Road Design.



Figure 16.10. Second Highest-Rated Image for Road Design.



Figure 16.11. Third Highest-Rated Image for Road Design.

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This effort, called VISION 2050, is expected to be completed in 2016. Vision 2050 will replace the current year 2035 plans, extending the design year of the plans to 2050. It should be noted that the SEWRPC plans are advisory only. Refer to the SEWRPC VISION 2050 plan for the most updated information related to their regional planning efforts and recommendations.

## Bicycle & Pedestrian Facilities

In Neighborhood F, the following facilities are currently proposed:

### On-Road Facilities:

- Sunny Slope Road (Beloit Road to College Avenue)
- Grange Avenue (124<sup>th</sup> Street to Moorland Road)
- College Avenue (Janesville Road to Racine Avenue)

On-road bike paths should include striping and signage to identify the bicycle lane.

## Public Transit

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

## ECONOMIC DEVELOPMENT

According to 2009 estimated tax levies, Neighborhood F comprises 34.4% of the total tax levy for the City. The neighborhood has an estimated assessment value of approximately \$1.6 billion, with a tax levy of approximately \$8,567,000.

### Brownfields

No brownfields have been identified within Neighborhood F by the Wisconsin Department of Natural Resources.

### Recommendations

Economic development policies for the Urban Neighborhood South are largely guided by the 1994 Business Retention and Expansion Study, and the 2002 Economic Development and Revitalization Plan. The 1994 Business Retention and Expansion Study provided a number of recommendations for implementing successful business strategies throughout the City. Recommendations from the 1994 plan have been

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excerpted and included in Chapter 2: Issues and Opportunities. Many of the 2002 Economic Development and Revitalization Plan recommendations are for commercial uses, which are not supported in Neighborhood F. Economic development for Neighborhood F should be driven by housing redevelopment and sustaining property values.

## HOUSING

Neighborhood F is primarily single-family housing. The use and density are desired by residents and should remain. As the housing stock ages and requires various improvements, the City should encourage homeowners to incorporate structural and site elements that are listed in the LEED for Homes and LEED for Existing Buildings rating systems. Among the benefits to homeowners would be decreased stormwater fees and substantial energy savings.

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

## LAND USE

The residential fabric that comprises Neighborhood F should be maintained; therefore, future land uses shall remain as originally designated in the 2001 Growth and Development Master Plan. The institutional property on the west side of Sunny Slope Road just north of Sun Valley Drive (formerly designated Urban Residential was changed to Institutional to match the current zoning), the Urban Residential development at Jennifer Court (formerly designated Institutional was changed to Urban Residential), and the subdivisions along the east side of Sunny Slope Road were changed to Suburban Residential to reflect what is built. These recommendations were incorporated into the initial Future Land Use Map adopted in 2009.