



WAUKESHA REDEVELOPMENT

MASTER PLAN & RECOMMENDATIONS

May 2020 - By Cory Clark, Valerie Davis,
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Executive Summary

Plans are created to help guide the vision for the future of a municipality. The City of Waukesha, in conjunction with the University of Wisconsin-Milwaukee, prepared the following Sunset Drive and West Avenue Master Plan to guide decision-making efforts regarding infrastructure, land use, redevelopment, and transportation improvements in the Sunset Drive and West Avenue sub-area ("sub-area"). The master plan will help businesses, property owners, and residents invest in this portion of the city by providing an expectation of its future. With the master plan having a short- and long-term focus, its intention is to be a living document whose relevance will continue even as circumstances change.

The sub-area is home to Mindiola Park. This location will contain several soccer fields and the City views it as a prime destination for those looking to partake in the sport. The rest of the sub-area has numerous commercial and industrial sites -- giving rise to issues of identity, outdated/undesired building uses, vacancy, and walkability. The City recognizes the intrinsic value of Mindiola Park and wants it to play a

key role in the efforts of the sub-area's redevelopment. City staff envisions that athletic activities at Mindiola Park will spur development of new and diverse functions at specific locations in the sub-area. Also, the City views Mindiola Park to co-exist with existing businesses in the sub-area.

The master plan is a combination of design concepts, community demographics, design guidelines, maps, and recommendations. It will provide a framework for guiding public and private decisions that will affect growth and redevelopment. The plan centers on the community's vision for its own future, while striving to create equitable and desirable improvements of sites within the sub-area.

We believe that the sub-area is not just an area where commuters travel through from one place to another. In fact, the sub-area can become a fixture of the broader city of Waukesha and become a destination for many. As our recommendations diverge into several different areas -- urban planning and design, engineering, financing, and intergovernmental cooperation -- it is necessary for the City Department of

Community Development to coordinate with all necessary stakeholders through a task force. Doing so will not only assist in the future redevelopment of Mindiola Park, but also spur improvements along its edges.



INTRODUCTION

- 1.1 Purpose
- 1.2 Waukesha Characteristics
- 1.3 The Site & Recent Developments
- 1.4 Site Analysis
- 1.5 The Future of Mindiola Park
- 1.6 Problem Statement
- 1.7 Goals & Objectives
- 1.8 Criteria
- 1.9 Project Phase Breakdown

SECTION 01

1.1 Purpose

Recent commercial and industrial redevelopment east and west of the sub-area has led to a decline in investment and development in the sub-area. For example, the sub-area experiences a lack of healthy and sustainable tenant mix, properties that need maintenance or not conducive to retailer needs, and is not visually attractive (Interview with City Staff, 2020).

The City investment of more than \$1 million in Mindiola Park has led to reimagining the potential of the sub-area. Specifically, with Mindiola Park being home to several large soccer fields, the City Redevelopment Authority views the park redevelopment as a catalyst for the future redevelopment of the sub-area (Interview with City Staff, 2020). The following items are components to spur public and private investment into the sub-area:

- Create a land use plan for the area.
- Recommend zoning code and design guidelines.
- Assess properties in the sub-area to determine if a redevelopment district is conducive to the City's desires.

- Investigate financial strategies to support future development and redevelopment.
- Identify key redevelopment sites.
- Propose streetscape, wayfinding, and landscaping recommendations.
- Recommend zoning, land use, and design guidelines for properties west of the sub-area that are within the Town of Waukesha.

Before discussing these components in greater detail, it is important to discuss the characteristics of the sub-area and the broader city of Waukesha. The following section describes key demographic characteristics of the two regions.



Aerial rendering of Sub-area (Google Earth, 2020)

1.2 Waukesha Characteristics

Waukesha is the seventh largest City in Wisconsin with close to 72,000 people and has many of the area's largest employers (City of Waukesha 2020 Budget). From the City's Strategic Plan, the City's Strategic Goals are

1. Safe and Secure
2. Well Managed/Financially Sound
3. Customer Focused
4. Economically Strong and Diverse
5. Well Planned, Sustainable and Environmentally Sensitive
6. Civic, Cultural and Recreational Center for the Region
7. Vibrant Neighborhoods and Business Area

Waukesha is a vibrant community that has diverse neighborhoods with their own personality and character. Looking at the sub-area along Sunset Drive and West Avenue, this neighborhood lacks a distinct character. The goal of this plan is to capture the desires of the community to create a distinct character to the sub-area.

The following figures provide a glimpse of demographic, industry, and economic conditions within the city and the Census Tract our sub-area falls in. It

Age Distribution by Region						
	Under 10 years	10 to 19	20 to 29	30 to 49	50 to 69	70 plus
Sub-Area (Tract 2023.02)	17%	15%	12%	31%	20%	5%
City of Waukesha	12%	13%	16%	28%	23%	8%

Figure 1-1: Age Distribution within the City of Waukesha and Sub-Area

is our goal that the recommendations provide the sub-area with greater visual, financial, and employment stability.

When comparing the Census Tract that our sub-area falls in and the City of Waukesha, age groups are similar. Figure 1-1 shows the largest group of people for Tract 2023.02 and City of Waukesha was 30 to 49-year-olds in 2017 (ACS 2017 5-year estimates). An important indicator in making planning-related recommendations is knowing the age distribution of the project area. For example, since younger individuals are more likely to align themselves in the "strong and fearless," "enthused and confident," or "interested but concerned" categories when deciding to bike on municipal streets, a younger age distribution may more likely favor bike lanes within a streetscape recommendation (Chicago Department of Transportation, 2017).

As time passes, the age distribution will become a younger population for the sub-area which would support adding bike lanes.

Income Range	Census Tract 2023.02	City of Waukesha
Less than \$10,000	6.20%	2.90%
\$10,000 - \$14,999	4.70%	2.20%
\$15,000 - \$24,999	15.50%	5.90%
\$25,000 - \$34,999	5.70%	5.50%
\$35,000 - \$49,999	10.30%	8.30%
\$50,000 - \$74,999	24.20%	19.40%
\$75,000 - \$99,999	17.40%	16.70%
\$100,000 - \$149,999	15.00%	24.10%
\$150,000 - \$199,999	0.90%	9.80%
\$200,000 +	0.00%	5.30%
Median Income	\$59,044	\$83,697
Mean Income	\$59,998	\$94,876
Number of Households	2,486	17,870

Figure 1-2: Households Income

Household income in the sub-area is substantially lower than in the city as a whole (Figure 1-2). The median household income among residents in Census Tract 2023.02 is \$59,044, the city's median household income is considerably higher at \$83,697. Additionally, the income gap is large when comparing the two regions. While 26.4% of residents within and around the sub-area have a median household

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income of less than \$25,000, that number is only 11% for the entire city (ACS 2017 5-year estimates).

Observing the stark income disparities between the two regions is important when proposing zoning, land use, streetscape, and financing strategies for the sub-area. To promote economic development in the region, having zoning and land use standards that promote a rise in property values is important. For example, the Mindiola Park redevelopment is likely to increase the value of properties near the park (Ehlers, 2018). Therefore, to capitalize on Mindiola Park, observing zoning and land use recommendations, such as increasing landscaping requirements, can provide greater net wealth to residents. Second, streetscape enhancements along Grand Avenue, for example, can lead to higher property values along the region and incite additional employment opportunities nearby (New York City DOT, 2013). Lastly, the City having additional financing strategies that provide homeowner's greater capital for façade improvements, for example, could improve household wealth. Additionally, select financing strategies in Section 3-7 can lead to

the preservation and addition of small businesses in the region, increasing the prevalence of job opportunities for residents.

Figure 1-3 illustrates the 2017 median household income for the City of

Waukesha by census tract. Median household income was higher for census tracts on the periphery of the city, especially on its southern edge. The highest household income is \$100,000 to \$150,000. Downtown Waukesha has a lower median household income,

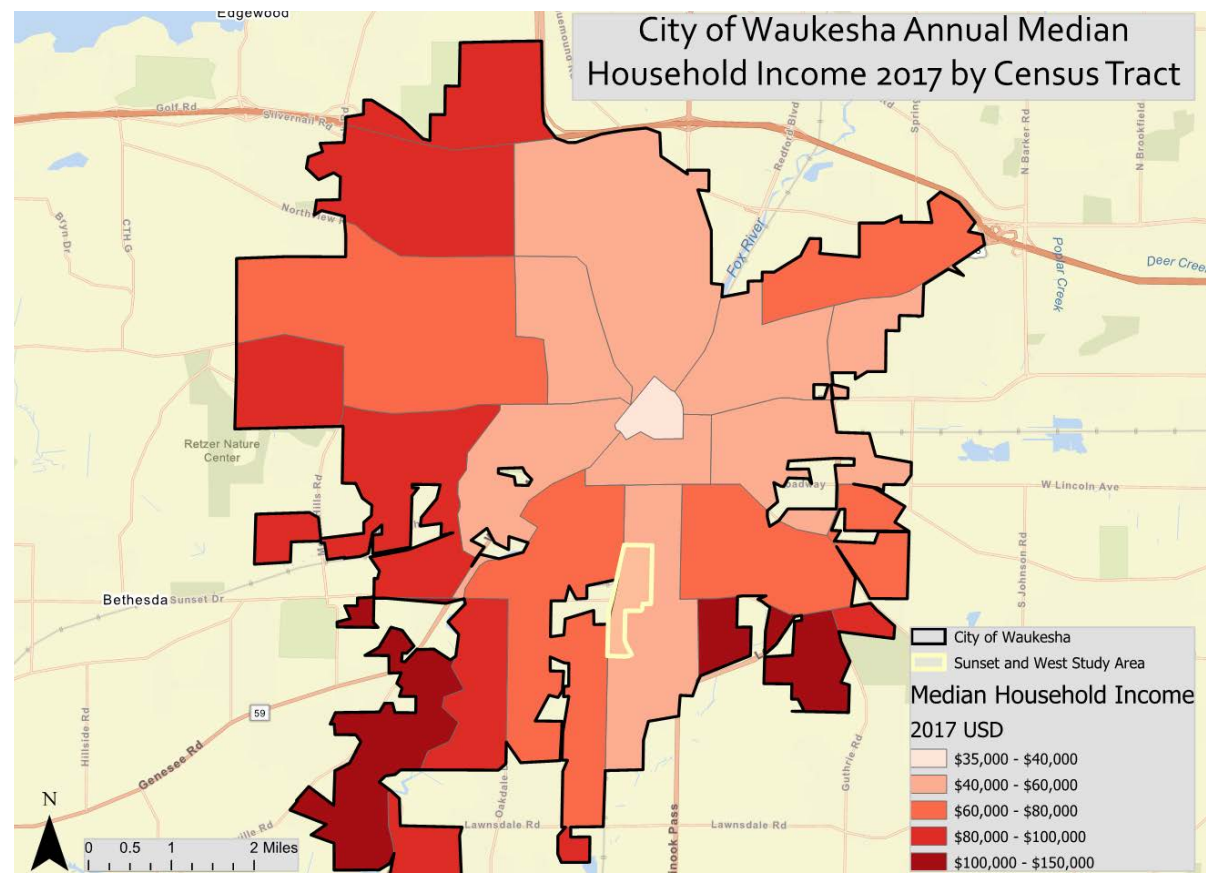


Figure 1-3: Median Household Income by Census Tract – City of Waukesha

ranging from \$35,000 to \$40,000. The sub-area, found within the yellow outline, has a median household income of \$40,000 to \$60,000. The median household income for the sub-area is lower than the city (ACS 2017 5-year estimates).

Figure 1-4 shows the annual median income separated race in the city during 2017. Asian residents have the highest median annual income, \$87,195, whereas African-American residents have the lowest median yearly income of \$18,921. All other races have a median income similar to the median income of the city (ACS 2017 5-year estimates).

Since the racial breakdown of one part of the city can differ from the city as a whole, Figure 1-5 shows the annual median income in Census Tract 2023.02 by race. White residents earn the highest annual median income of \$62,682. Hispanic residents earn \$35,528, while African-American residents earn \$16,667 dollars. African-American and Hispanic residents earn less per year than their city-wide counterparts. White residents in the sub-area, however, have the same annual median income as city-wide counterparts.

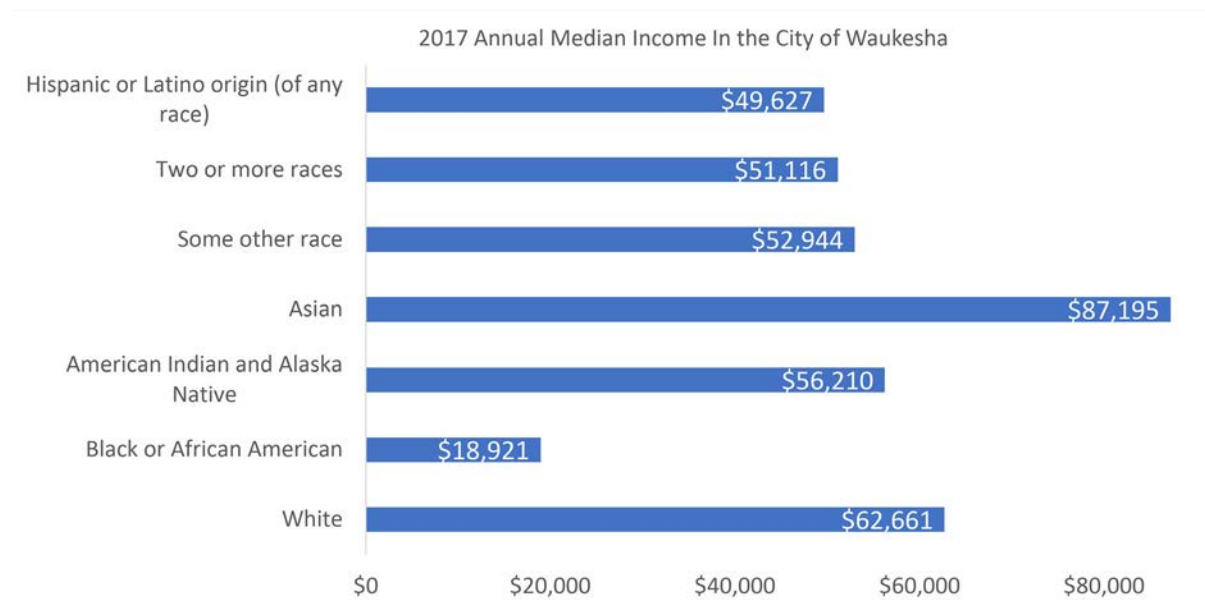


Figure 1-4: Median Household Income by Census Tract – City of Waukesha

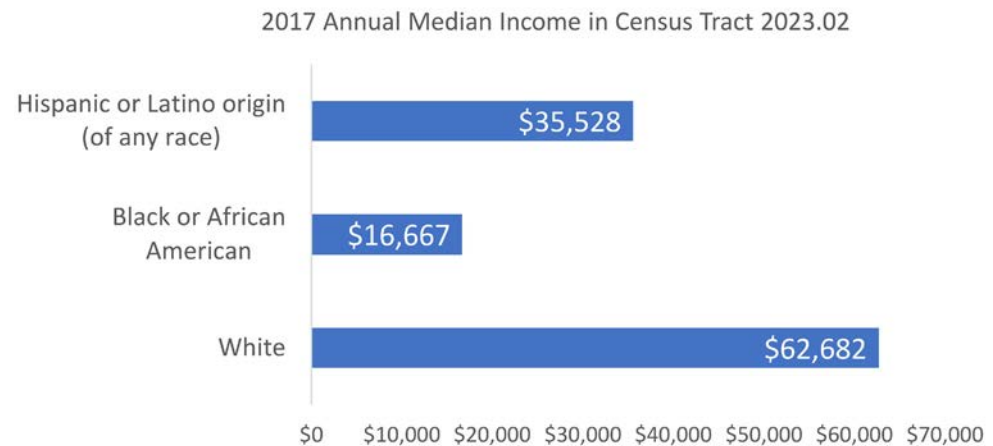


Figure 1-5: 2017 Annual Median Income in the Sub-Area by Race

Figure 1-6 shows where residents of Census Tract 2023.02 traveled to work in 2017. As referenced earlier, the sub-area is within Census Tract 2023.02. There is a total of 3,483 workers who live in the area and 2,853 total number of workers who are employed in the area. This results in a shortage of 600 jobs. Overall, 2,758 individuals from outside the Census Tract travel into the Census Tract for work. 3,398 residents of the Census Tract travel outside for work, while 85 individuals both live and work within the Census Tract. 2017 Top industries for Census Tract 2023.03 were Retail Trade 23%, Manufacturing 16%, Construction 12%, and Accommodation and Food Services 11% (U.S. Census Bureau, Center for Economic Studies). Since the sub-area includes several commercial and industrial places of employment, knowing the residential location of workers is important in spurring additional employment opportunities.

1.3 The Site

The sub-area is between two completed redevelopment sites along Sunset Drive. Both redevelopment sites comprise primarily of commercial properties. Figure _- shows the location of the sub-

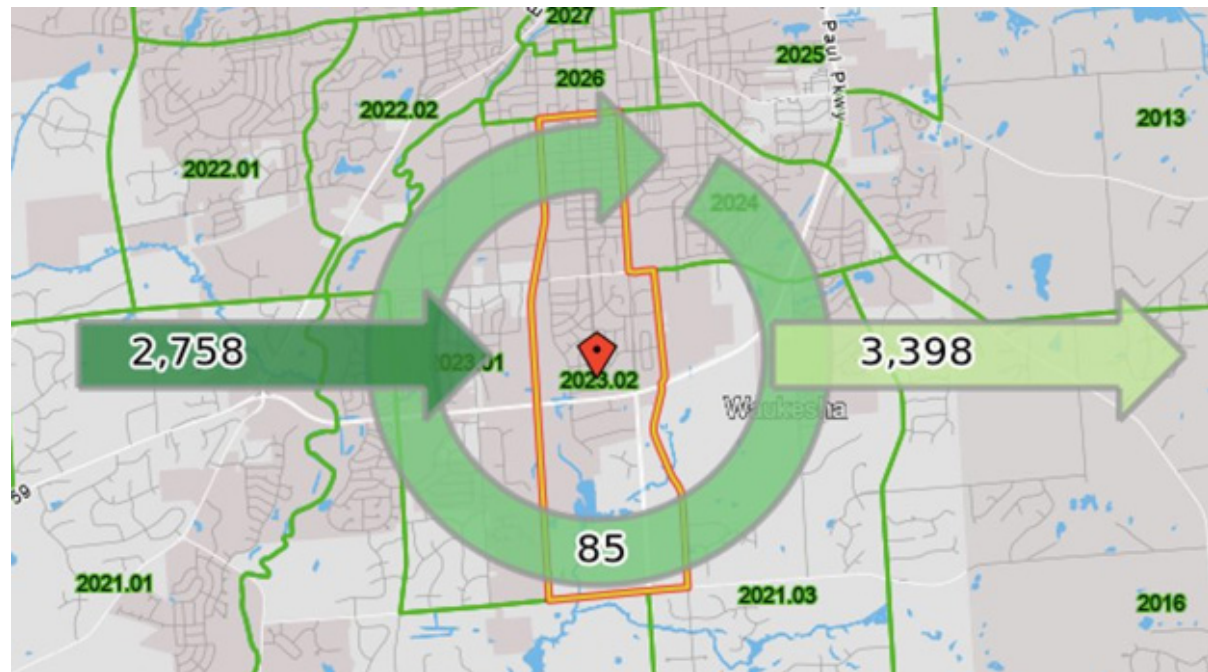


Figure 1-6: Employment Location Among Residents (U.S. Census Bureau, Center for Economic Studies)

area (red outline) relative to the other development sites (yellow outline) along Sunset Drive and the Town of Waukesha (blue outline). The East Redevelopment has various stores, restaurants, and some residential. Some stores include a Pick N' Save and Meijer. The West Redevelopment has a large shopping center, The Shoppes At Fox River, and two subdivisions. When comparing to the other redevelopment sites, the sub-area lacks character, larger building footprints, and different land uses. The

main fixture of the sub-area is Mindiola Park, found on the northern end of the sub-area. Manufacturing and renter-occupied housing appear throughout the southern end of the sub-area, while commercial buildings line Sunset Drive and single-family homes are north of Mindiola Park. This report will outline land use, zoning, and design guidelines for adjacent properties of the sub-area that are within the Town of Waukesha.

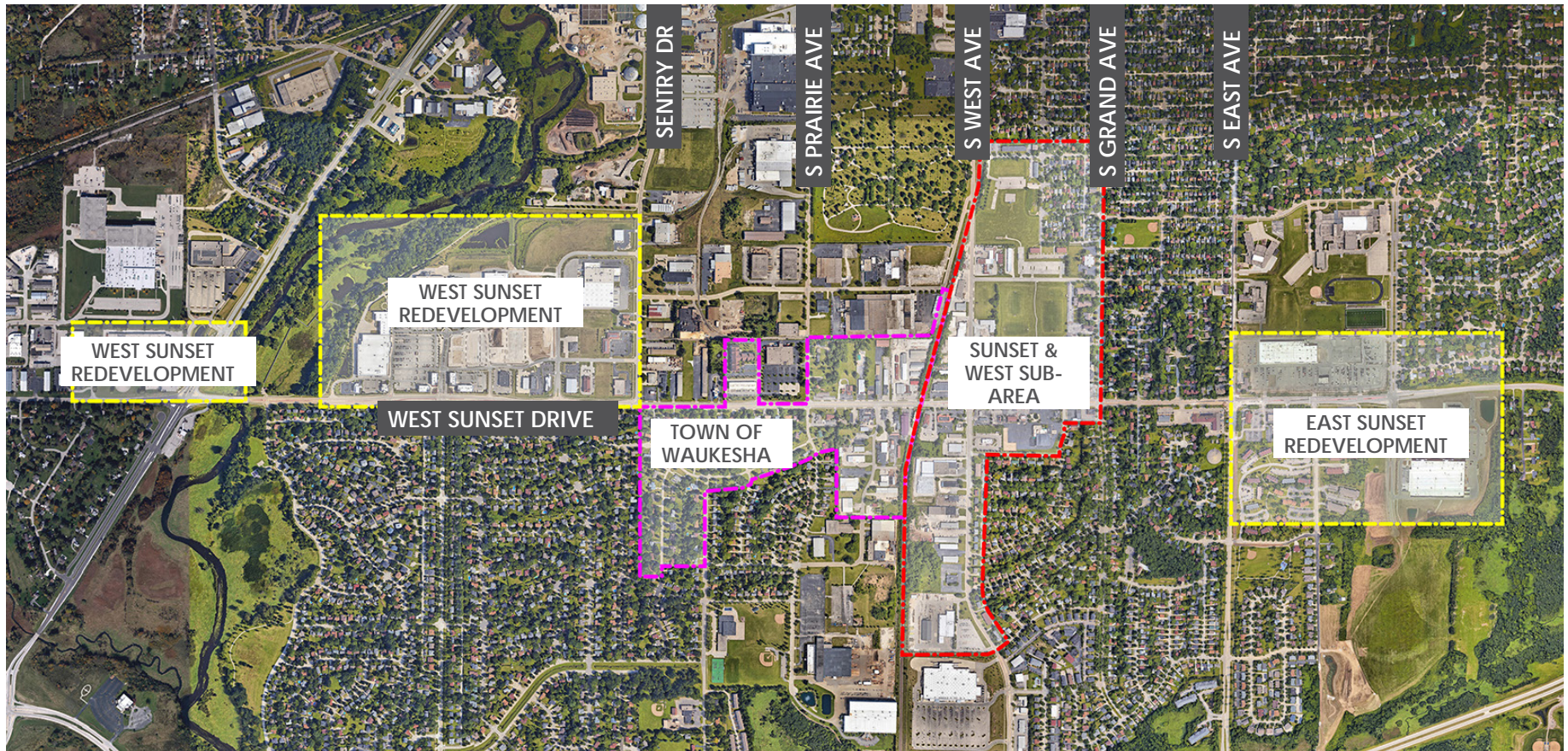


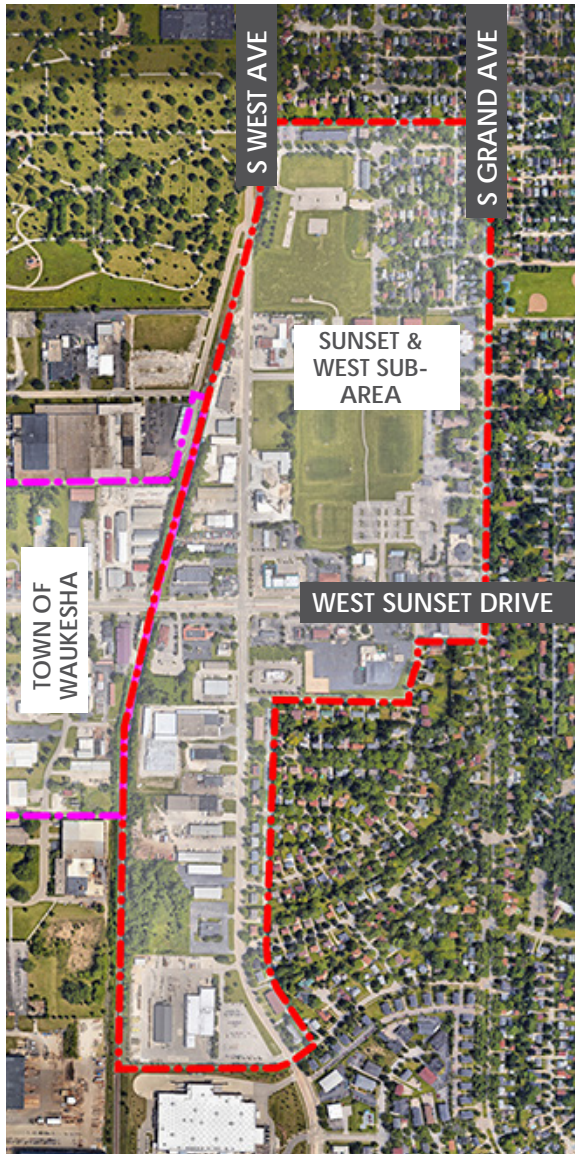
Figure 1-7 An Aerial View of the Sub-Area (Google Maps, 2020)

The following maps depict specific characteristics within the sub-area. Figure 1-7 provides an aerial view of the sub-area within the red outline. The yellow arrow shows the region's major corridor, Sunset Drive. Figure 1-7 shows properties that lie between

West Avenue and the railroad tracks lining the sub-areas western boundary. Properties shown within Figure 1-7 are properties with commercial and industrial land uses. Unlike other areas of the sub-area, these buildings comprise of a large footprint and significant

surface parking. Lastly, Figure 1-7 shows additional properties along West Avenue directly north of the nearby Walmart. These buildings service industrial and warehouse services.

1.4 Site Analysis



Map of site (Google Maps, 2020)

The sub-area is approximately 145 acres, situated nearly two miles south of downtown Waukesha. Spanning north to south along West Avenue and Sunset Drive, the sub-area includes several unique land use characteristics. As depicted in Figure 1-8, the following describes key observations of the sub-area:

- One key intersection exists in the sub-area – West Avenue and Sunset Drive. While several other intersections exist, West Avenue and Sunset Drive are the main arterial roadways for transporting individuals in and out of the region.
- There is a Geocaching location near Mindiola Park that individuals and families frequently use.
- No active, public green space is within the sub-area. Currently, all the green space shown in Figure 1-8 is underutilized, depicting its use as a present brownfield. Therefore, available public space is either parking lots or non-usable green space due to existing soil contamination.
- 50% of the buildings in the sub-area are manufacturing buildings. The majority of these buildings are along West Avenue and have varying building footprints and land use intensity.
- Active train tracks at the western border of the sub-area create a strong boundary line for the area.
- Sunset Drive is the primary retail corridor with deep setbacks on both sides of the road.
- There are two areas of residential space in the sub-area – one being at the far northeast of the sub-area and the other at the far southern extent of the sub-area along West Avenue. To the northeast of the sub-area is single-family housing that is currently either vacant or in need of façade improvements. The residential strip along West Avenue comprises of newly developed apartments.
- While Hoover Avenue passes through Mindiola Park, it, along with most residential streets in the sub-area, do not cross the railroad tracks.

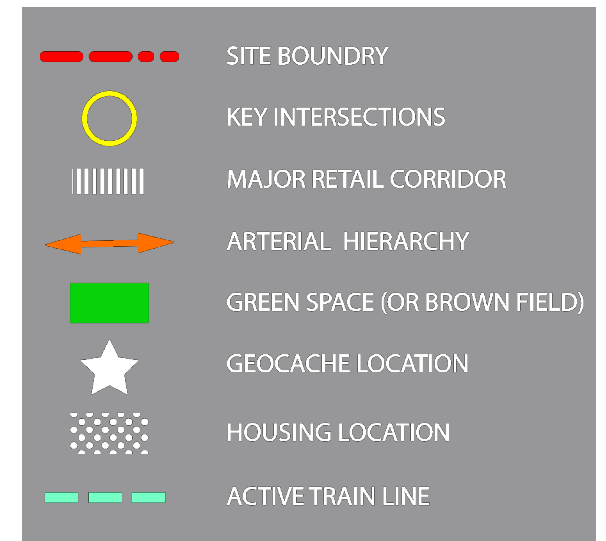
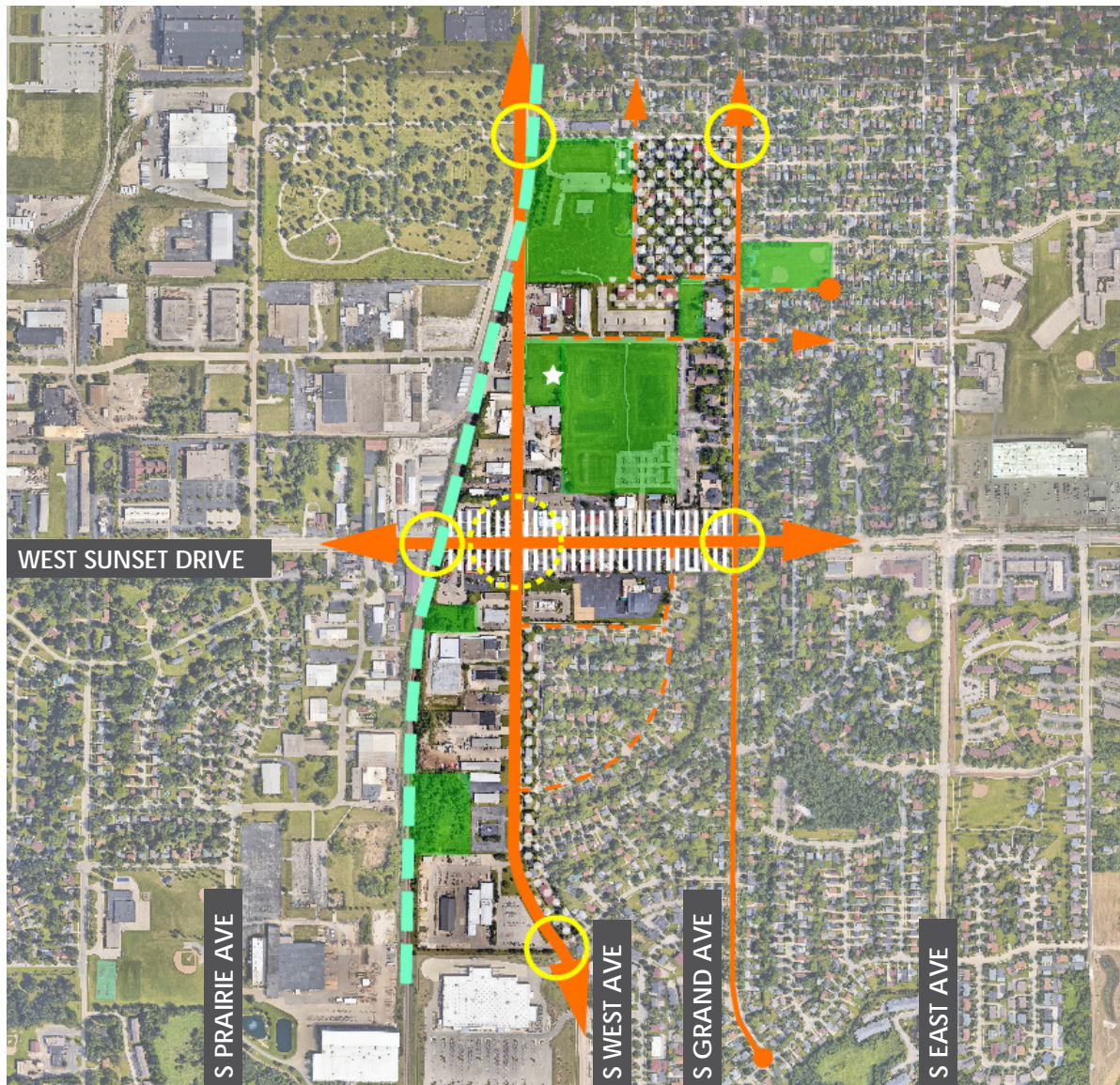


Figure 1-8: Site Analysis map (Google Maps, 2020)

1.5 The Proposed Redevelopment of Mindiola Park

Over the last three years there were two proposals for redeveloping Mindiola Park. The first proposal had the intention of constructing a multi-use sporting complex to house baseball fields, soccer fields, and space for community events. With the intention of a collegiate baseball team to play at Mindiola Park, the City thought that these new amenities would enhance the value of the park to maximize social value to residents. The following provides a list of uses within the proposal:

- 2,500 permanent seats at baseball facilities.
- Hospitality, office, and retail space.
- Digital outfield fence.
- Indoor restrooms.
- Concession space.
- Grass berms, dugouts, fencing, and press boxes (JSD Professional Services, 2019).

Additionally, with the intention of placing Mindiola Park under a tax incremental financing district, it would result in additional redevelopment opportunities for parcels along the Sunset Drive and West Avenue Corridor. Ultimately, the City Joint Review Board, who authorizes the creation or amendment of a tax

incremental financing district, did not approve the place (Spoto, 2019). Additional details, such as the financing plan for the proposal, is in Section 3-7: Property Assessment and Financing Techniques.



Figure 1-9: Original Concept Site Plan for Mindiola Park

With the City Joint Review Board rejecting the original proposal, the City thought of different uses for the park. Ultimately, the current proposal excludes the baseball field and adds additional soccer fields at the intersection of West Avenue and Hoover Avenue. Figures 1-9 and 1-10 highlight two different concept plans. The concept plan from Ayres Associates is for the area south of Hoover Avenue, while the plan from JSD Professional Services is for the area north of Hoover Avenue.

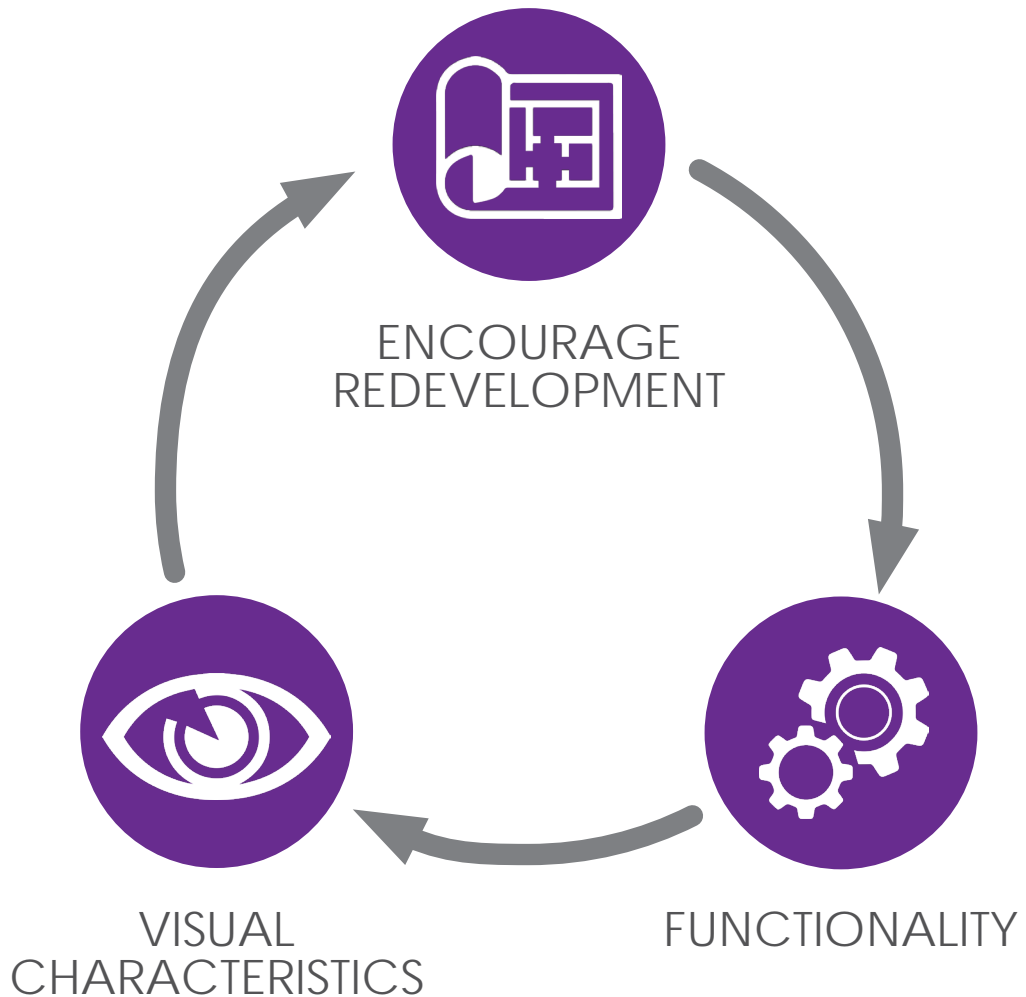




Figure 1-10: Current Mindiola Park Proposal – North of Hoover Avenue

1.6 Problem Statement

The City of Waukesha's public investment in Mindiola Park can reverse the trend of declining development and low upkeep of surrounding properties. Developing a master plan that allows public and private investors to collaborate on zoning, transportation, and design considerations could address these issues.



Goal #1 – Encourage Redevelopment

Encourage redevelopment in the Study Area to meet the economic and aesthetic desires of property owners and outside stakeholders.

Objective 1.1

Integrate existing properties with the soon-to-be Minidola soccer facility.

Objective 1.2

Change land use code to integrate properties in the Town of Waukesha Land Island with the City sub-area redevelopment plan.

Objective 1.3

Determine whether a redevelopment district is necessary for the study area.



ENCOURAGE REDEVELOPMENT

Goal #1

Encourage redevelopment in the Study Area to meet the economic and aesthetic desires of property owners and outside stakeholders.

Criterion #1

Redevelopment and design initiatives must not pose an undue hardship on existing property owners.

Criterion #2

Land uses must complement the East and West Sunset redevelopment areas

Goal #2 – Visual Characteristics

Ensure a high standard of aesthetics for sub-area parcels zoned industrial, commercial, and residential.

Objective 2.1

Provide a walkable, pedestrian-oriented environment that is supported by landscaping and lighting features.

Objective 2.2

Have consistent design and accessibility principles within the sub-area and the Town of Waukesha.

Objective 2.3

Have intuitive wayfinding that directs people to Mindiola Park and surrounding destinations.

Objective 2.4

Enhance the built environment to promote economic and social vitality along Sunset Drive and West Ave. by creating an active street edge.

Objective 2.5

Activate the street edge and building design by determining parking standards for the sub-area.

Objective 2.6

Encourage landlords to maintain their residential properties along West Av



VISUAL CHARACTERISTICS

Goal #2

Ensure a high standard of aesthetics for sub-area parcels zoned industrial, commercial, and residential.

Criterion #3

Must employ design standards that complement activities taking place at the redeveloped Mindiola Park.

Goal #3 - Functionality

Enhance multi-modal transportation connectivity and experience along areas east and west of the sub-area.

Objective 3.1

Enhance existing bike and pedestrian infrastructure.

Objective 3.2

Develop a system of walking and biking trails to encourage connectivity between adjacent residential subdivisions and City's Downtown.

Objective 3.3

Enhance the options for non-motorized transportation

Objective 3.4

Evaluate existing structural barriers that can be removed to create dedicated connections within the sub-area.

Objective 3.5

Strengthen the hierarchy and function of streets and corridors.



FUNCTIONALITY

Goal #3

Enhance multi-modal transportation connectivity and experience along areas east and west of the sub-area.

Criterion #4

Must encourage complete street techniques.

*Find the rational for the criterion is found in Appendix 6.

1.9 Phase Breakdown

The project team approached this master plan with the observe, orient, decide, and act (OODA) planning process. Figure 1-11 illustrates the four phases of the sub-area plan and an approximate amount of time devoted to each phase. The four phases, along with a description of the tasks and responsibilities within each phase, are shown below.

Phase 1:

Background and Discovery

The primary objective of phase one was to gain an understanding of the planning problem. First, a site visit took place in January to understand the tenant mix, present condition of properties, design qualities, and transportation infrastructure. Second, a stakeholder meeting was conducted with City staff in March to determine engineering and infrastructure constraints. A further discussion of the stakeholder meeting will occur in Chapter __. Our initial research centered on the City's Zoning Code and Development Guidelines to determine City architectural and engineering guidelines. Third, research took place on existing cooperation agreements between the City and the Town of

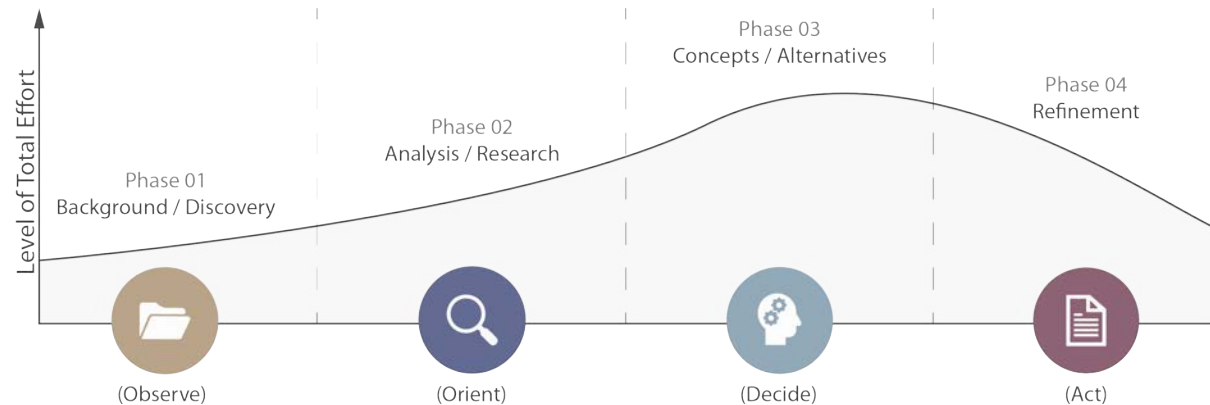


Figure 1-11: Master Plan Phase Breakdown

Waukesha. Fourth, an explanation of the project's goals and objectives will occur to help guide in proposing alternatives. Lastly, we created goals, objectives, and criteria to measure the effectiveness of our recommendations.

Phase 2:

Analysis and Research

While phase one sought initial files and research relative to the City, phase two sought a robust analysis of research relative to our final deliverables. First, site analysis of the sub-area took place to gain information on existing land uses and planning practices. Second, research on existing socioeconomic characteristics of the sub-area, such as income and employment, was

necessary in creating maps for public engagement initiatives. Third, research on funding strategies for infrastructure, park and recreation, and general development, took place to guide City staff in financing our final deliverables. Lastly, we assessed all properties within the sub-area via visual and analytical interpretations.

Phase 3:

Concepts and Alternatives

Arguably, the most consequential part of the planning process was the creation of alternatives based on City and stakeholder input. Careful consideration centered on how it met the goals and objectives for the sub-area.

Phase 4:

Refinement

The final phase centers on refining the proposed alternatives based on City feedback and stakeholder input through the distribution of a survey.



COMMUNITY ENGAGEMENT

2.1 Engagement Strategies

SECTION 02

2.1 Engagement strategies

The project team sought to gain insights and perspectives from different stakeholders. The following sections will describe stakeholder interactions with City staff, residents, and business owners within the sub-area.

Meeting with City Staff

On March 4, 2020 we met with ten City employees from the Departments of Community Development, Parks and Recreation, and Public Works to gain insights on what they would like to see happen in the sub-area. The City views the sub-area as a prime location for redevelopment.

At the community meeting, the team conducted a presentation highlighting background, findings, and the scope of work for the project. The meeting began with introductions by attendees, followed by the presentation during which conceptual ideas and area demographics were shown to stimulate discussion. Afterwards, a workshop was held to receive stakeholder input. During this time, an aerial map showing the project boundary along with highlighted areas for proposed redevelopment was made available to attendees (figure 2.1). Participants provided input by writing comments

on sticky notes and placing them on various locations on the map or by writing their comments directly onto the map. Comments focused on items such as bicycle linkages, green infrastructure, healthy food choices and wayfinding. Lastly, question and answer session was

held.

The broad consensus obtained from the community meeting was that:

- The redevelopment of Mindiola Park is the top priority in the sub-area.
- Redeveloping the sub-area is aided by the redevelopment of Mindiola Park.
- Rebranding of the area by way of new streetscaping, wayfinding and redevelopment is necessary.

Community Input Survey

Appendix 1 summarizes the results of the Sunset Drive and West Avenue Sub-Area Community Survey. The survey was made available between April 8th to April 13th, 2020 to the public via email and the City's Facebook and Twitter page, see Figure 2.2 for engagement flyer. Participants ranged from residents living in the sub-area, city of Waukesha residents, people living outside the City, business owners, rental property owners, and industrial or commercial property owners. 275 people participated in the survey -- many of whom provided additional input in the comment sections of some of the questions. The



Figure 2.1: Map results after city staff meeting

results of this survey helped identify community preferences and potential opportunities for the sub-area.

CITY OF WAUKESHA

SUNSET DRIVE AND WEST AVENUE
WE NEED YOUR FEEDBACK!

The City of Waukesha is gathering opinions on ideas to improve the area along Sunset Drive and West Avenue, designated in the map. To gain a better idea of what local businesses and property owners are looking for in this area, we are asking for your participation in a short survey. By completing our survey you will be able to share your unique perspective on revitalizing the area.

PLEASE FOLLOW THE LINK BELOW TO OUR SURVEY

https://milwaukee.qualtrics.com/jfe/form/SV_eD1pFBVVTiaK7LT
Surveys will be collected until April 13th



UW-MILWAUKEE URBAN PLANNING

55%

Would pay more taxes for greater streetscape improvements

Restaurants
and Coffee house along Sunset Drive

Retail
and Restaurants along West Avenue

Figure 2.2: Survey announcement flyer



FINAL DELIVERABLES

- 3.1 Zoning Recommendations
- 3.2 Overlay District
- 3.3 Design Characteristics
- 3.4 Site Redevelopment
- 3.5 Streetscaping Recommendation
- 3.6 **Wayfinding Recommendation**
- 3.7 Financing Recommendation
- 3.8 Intergovernmental Strategies

SECTION 03

3.0 Final Deliverables

The following sections within this chapter discuss each of our final deliverables by topic. Within each section, an analysis of existing conditions will occur, along with proposed and recommended actions for each deliverable.

3.1 Zoning Guidelines

Existing Conditions

The zoning of a property is essential in determining uses that are conditional or permitted by right. Figure 3-1 presents the zoning classifications for properties within the sub-area and surrounding locations. While understanding the zoning use of properties within the sub-area is important in determining appropriate recommendations later in this report, the classification of properties outside of the sub-area is equally important. For example, an integral component of a commercial business is making sure that there is residential close by to provide customers. The following is a list of zoning district classifications that are applicable among properties in the sub-area:

- RS-3 Single Family Residential.
- RM-3 Multi-Family Residential.
- RM-2 Multi-Family Residential

Planned Unit Development.

- B-3 General Business District.
- B-4 Office and Professional Business District.
- M-1 Light Manufacturing.
- M-2 General Manufacturing.
- I-1 Institutional.
- P-1 Park District.

For each zoning district, municipalities provide regulations for different areas, such as landscaping, building size, and parking. The following provides a brief list of the different types of requirements that the City imposes for each district within the sub-area.

- RS-3 Single-Family Residential:
 - o Lot area and width.
 - o Building height and area.
 - o Setback and yard.
- RM-3: Multi-Family Residential:
 - o Densities.
 - o Permitted Uses.
 - o Lot area and width.
 - o Building height and area.
 - o Setback and yard.
- RM-2 Multi-Family Residential Planned Unit Development:
 - o Minimum area.
 - o Supplemental design elements.
 - o Supplemental site enhancements.
- B-3 General Business District:
 - o Lot area and width.
 - o Building height.
 - o Setback and yard.
- B-4 Office and Professional Business District:
 - o Lot area and width.
 - o Building height.
 - o Setback and yard.
- M-1 Light Manufacturing District:
 - o Lot area and width.
 - o Building height.
 - o Setback and yard.
- M-2 General Manufacturing District:
 - o Lot area and width.
 - o Building height.
 - o Setback and yard.

- I Institutional District:
 - o Lot area and width.
 - o Building height.
 - o Setback and yard.
- P Park District:
 - o Permitted Principal Uses.

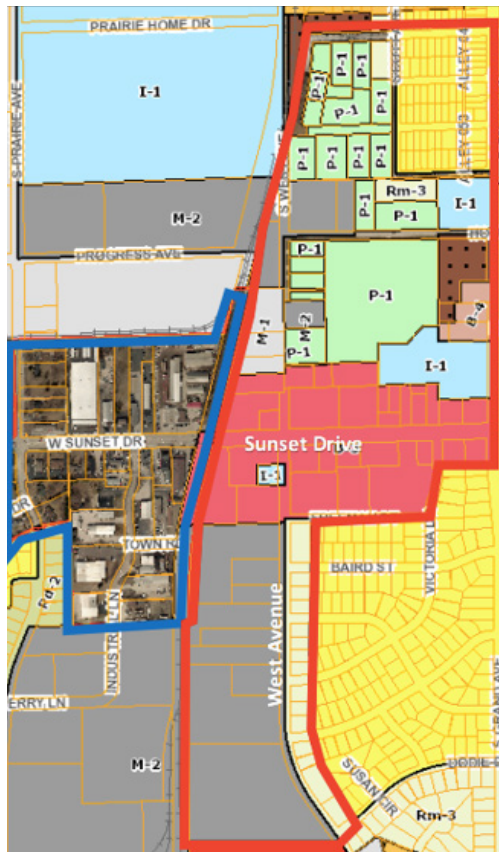


Figure 3-1: Zoning Map of the Sub-Area and Surrounding Area

The City requires landscaping plans for all developments that are subject to site and architectural review plans under sec. 22.15 of their zoning code. Landscaping gives a lasting and often permanent impression of the quality of development. It provides visual appeal and environmental comfort, improves the appearance and value of a property, and instills confidence and pride within neighborhoods. The landscaping plans requires Multi-family, business, industrial, institutional, and park developments to plant an appropriate mixture of trees, shrubs, and ground cover approved by the Plan Commission. Landscape plans should be completed within one year of the date of occupancy of the development



and should be maintained in a healthy growing condition.

Trees, depending on their location, provide necessary shade and windbreak, and help create an attractive, pedestrian-friendly built environment. Design considerations involve a variety of elements that include both soft and hard surfaces, water, screening, fencing, and lighting. Soft surfaces refer to trees, shrubs, grass, and ground cover. Hard surfaces refer to non-live elements such as paved areas, stone, screening, and edges.

The sub-area would benefit from increasing the amount of landscaping required, especially along Sunset Drive. Municipalities across the U.S. have been implementing more stringent and comprehensive landscaping requirements. For example, some municipalities outline all types of plants, trees, and shrubs in their zoning codes and appropriate them on a low, medium, or high need. Others, to have specific landscaping features, create a point system for developers that requires each development project to accumulate a particular number of points to pass the departmental review process.

Proposed Zoning Guidelines

Currently, the sub-area lacks a distinct character, and some buildings have a poor appearance. The sub-area includes a mix of industrial, storage, commercial, single-family residential, and multi-family properties. Industrial and manufacturing buildings run along West Avenue and are mostly uninviting steel boxes. The commercial area along Sunset Drive does not have visual connectivity with the areas further west and east on Sunset Drive – namely the two redevelopment sites discussed in Chapter 1.3. Along Sunset Drive, there are lack of features allowing residents to walk to stores. Improving the streetscape of Sunset Drive and other roadways in the sub-area can increase connectivity within the City for pedestrians and cyclists. Additionally, there is a desire from public input to reduce the concentration of fast-food restaurants along Sunset Drive and improve the facilities of the remaining establishments. Updating the zoning standards for the sub-area will help solve these issues. Therefore, Figure 3-2 presents the current and proposed recommendations for the following zoning classifications by zoning district:

- Street setback.
- Side setback.
- Rear setback.
- Building height.
- Lot area.
- Lot width.
- Street parking setback.
- Parking side setback.

Updated zoning and design guidelines will foster a unified character of the sub-area. Changing the zoning requirements must occur in two phases. The first phase is to adopt changes to the City's Zoning Code, whereas the second phase is to guide current properties and future development to follow these new standards. As it can be difficult for existing properties to re-conform to new zoning guidelines, an adequate time frame for enacting such zoning changes must occur. A time frame of 1-3 years is sufficient. If a property owner in the sub-area is updating their building by 50% or more, they must adopt the new zoning changes. The new zoning standards in Figure 3-3 focus on reducing building and parking setbacks to create a more pedestrian-friendly environment. Reducing street yard and side yard setbacks will increase the walkability

along Sunset Drive. Moving parking spaces to the rear of each building will improve safety and appeal to those using alternative forms of transportation, such as walking or biking. Maintaining no maximum height requirements provide an incentive for developers to grow vertically and increase density. In short, the primary goal is to have the sub-area be a more inviting destination for all to enjoy and walk from business to business. Phase 1: Adopt the zoning changes in the sub-area. Phase 2: Give current property owners a designated time frame to adopt the zoning changes.

Recommendation

While we mainly focused on the physical zoning characteristics, we are going to suggest some zoning changes to specific redevelopment sites. For Redevelopment Sites #2 and #3 we would recommend changing the zoning from manufacturing to commercial. We believe these sites would benefit as being more of a retail or restaurant use. Redevelopment Site #4 is currently a commercial strip mall and we would suggest changing the zoning of that parcel to mixed-use to allow for residential and commercial



Shops at Fox River, previous West Redevelopment (OPUS Group)

in the same building. Mixed-use along the commercial corridor (Sunset Drive) would bring customers directly to that area. The City should update its current zoning guidelines for the changes shown in Figure 3-2. These updates will foster a more walkable district that will benefit business owners in the sub-area as well as their customers. As referred to earlier,

the first phase calls for adopting the previous updates to the City's Zoning Code. The second phase provides a timeline for current property owners to adopt the changes over time.

First, the zoning recommendation provides a walkable, pedestrian-oriented environment that incorporates



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Shops at Fox River, previous West Redevelopment (OPUS Group)



landscaping and lighting features. Updating zoning guidelines for each zoning district will lead to a more pedestrian-oriented environment. Additionally, reducing setbacks of buildings, moving parking to the rear, and increasing landscaping along the sidewalks, particularly along Sunset Drive, will foster a more walkable environment.

Second, the recommendation enhances the built environment to promote economic and social vitality along Sunset Drive and West Avenue by creating an active street edge. By transitioning parking to the rear and reducing street setbacks, the sidewalk and building frontage will become more active for multi-modal forms of transportation, rather than existing

conditions favoring a more automobile environment. Addition of bike racks at businesses would encourage customers to bike.

Third, the recommendation activates the street edge and building design by determining parking standards for the sub-area. Transitioning parking to the rear of buildings results in the better curb appeal of the area. For instance, the West Sunset Drive Redevelopment is an example where parking being behind buildings creates a more active storefront. Therefore, moving parking to the rear of buildings along Sunset Drive creates a continuous commercial block near the street edge and allows it to be a destination for drivers and pedestrians commuting along the road.

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General Business District (B-3)

	Street Setback	Side Setback	Rear Setback	Building Height	Lot Area	Lot Width	Street Parking Setback	Parking Side Setback
Current	25 ft.	10 ft. minimum	25 ft. minimum	No maximum	None required	None required	15 ft. minimum (can be reduced to 10 ft. if there is a landscape berm)	10 ft. minimum
Proposed	10 ft. maximum	None required	10 ft. minimum	No maximum	None required	None required	Rear of building	5 ft. minimum

Office and Professional Business District (B-4)

	Street Setback	Side Setback	Rear Setback	Building Height	Lot Area	Lot Width	Street Parking Setback	Parking Side Setback
Current	25 ft.	25 ft. minimum	25 ft. minimum	No maximum	10,000 sq. ft minimum	75 ft. minimum	N/A	N/A
Proposed	10 ft. maximum	None required	10 ft. minimum	No maximum	None required	None required	Rear of building	5 ft. minimum

Light Manufacturing (M-1)

	Street Setback	Side Setback	Rear Setback	Building Height	Lot Area	Lot Width	Street Parking Setback	Parking Side Setback
Current	25 ft. minimum	10 ft. minimum	25 ft. minimum	No maximum	"sufficient area"	"sufficient area"	40 ft. minimum (can be reduced to 20 ft. if there is a landscape berm)	5 ft. minimum
Proposed	25 ft. maximum (50 ft. for some parking in front)	10 ft. minimum	10 ft. minimum	No maximum	"sufficient area"	"sufficient area"	Majority in rear of building	5 ft. minimum

Figure 3-2: Current and Proposed Zoning Guidelines by District

General Manufacturing (M-2)

	Street Setback	Side Setback	Rear Setback	Building Height	Building Width	Lot Area	Lot Width	Street Parking Setback	Parking Side Setback
Current	25 ft. minimum	10 ft. minimum	25 ft. minimum	No maximum	x	None required	None required	40 ft. minimum (can be reduced to 20 ft. if there is a landscape berm)	5 ft. minimum
Proposed	25 ft. maximum	10 ft. minimum	25 ft. minimum	No maximum	x	None required	None required	Rear of building	5 ft. minimum

Institutional (I-1)

	Street Setback	Side Setback	Rear Setback	Building Height	Building Width	Lot Area	Lot Width	Street Parking Setback	Parking Side Setback
Current	25 ft. minimum	10 ft. minimum	40 ft. minimum	No maximum	x	None required	None required	15 ft minimum (can be reduced to 10 ft. if there is a landscape berm)	5 ft. minimum
Proposed	25 ft. maximum	10 ft. maximum	40 ft. maximum	No maximum	x	None required	None required	Rear of building	5 ft. minimum

Figure 3-2: Current and Proposed Zoning Guidelines by District

3.2 Should The Sub-area Become an Overlay District?

Proposed Alternatives

Establishing an overlay district is a zoning tool that can result in special requirements within the sub-area. While the City has several types of overlay districts, the project team sees a Planned Unit Development (PUD) Overlay District most applicable. With a PUD Overlay District, the following are specific intentions for the sub-area:

- Have a safe and efficient vehicle and pedestrian transportation system.
- Promote economic design through the placement of utilities and community features.
- Seek high standards for future planning and construction (City of Waukesha Zoning Chapter 22.52).

Following Wisconsin §66.1027, a PUD Overlay District allows for traditional neighborhood development, meaning that there are “compact, mixed-use neighborhood[s] where residential, commercial, and civic buildings are within close proximity to each other (State of Wisconsin, 2009).” Should developers seek traditional neighborhood development within the sub-area, Wisconsin Statute

§66.1027(2), which outlines urban design requirements, shall be the benchmark that the City uses it reviewing and approving proposals to the Plan Commission and Common Council (State of Wisconsin, 2009).

Although this proposal calls for the sub-area to be in an overlay district, each parcel shall follow the permitted and conditional uses “of the underlying basic use district (City of Waukesha Zoning Chapter 22.52).” For example, a commercial parcel along Sunset Drive that classifies a drive-through restaurant as a permitted use will remain under a PUD Overlay District ([City of Waukesha Zoning Chapter 22.52](#)).

Recommendations

With a PUD Overlay District, there are several advantages. First, it allows the City to place additional standards and requirements for sub-area properties. For example, if the City seeks a greater landscaping ratio within parking lots, the City can do so to add aesthetic enhancements. Doing so can improve the social vitality of the region and have consistent design principles for the sub-area. Second, a PUD Overlay District can promote certain types

of development projects. Third, past research has shown that it is politically feasible to implement an overlay district. With the City working in conjunction with elected officials in determining City goals, an overlay district can meet these goals.

However, certain disadvantages exist. First, by placing additional regulations for properties within the sub-area, it can result in inequities across properties outside of the sub-area, such as properties in the adjacent Town of Waukesha. For example, Section 3-1 stated a recommendation to establish consistent streetscape and land use strategies for connecting the sub-area with recent developments along Sunset Drive. Since a PUD Overlay District could impose additional requirements, it could lead to higher costs for developers and elected officials through the planning process.

Another disadvantage of a PUD Overlay District is its minimum area requirements. There is a minimum of one acre for residential and commercial uses, while for industrial and mixed-use uses, the minimum area requirement is 20 acres. While the City Plan Commission can approve proposals that have

a lesser area than the minimum required, it constricts the possibilities of development. For example, since most residential properties in the sub-area are less than one acre, any future development would require the joining of multiple parcels to meet City requirements. Any reconfiguration of parcels could hurt its ability to be compatible with Mindiola Park and neighboring parcels. Therefore, the project team does not recommend the creation of an overlay district.

3.3

Design Characteristics

Design characteristics are recommended suggestions set in place by a city through way of form-based code of design guidelines. These characteristics are in place to regulate the development and physical form of street blocks, building form, and quality of the public realm.

Both businesses and pedestrians benefit from the enhanced, coherent and consistent characteristics of their community. Giving Identity and a sense of place to a defined area, while

enhancing the public realm with the use of landscaping techniques, signage, street enhancements, lighting and building form.

Design Characteristics

Design forms the overall identity of the sub-area through building qualities such as character, orientation, height and scale. The combination of all these qualities results in an environment that people can relate to and function within. The sub-area has commercial and industrial buildings that lack quality and identifiable character which heavily influence the overall makeup of the area. Buildings found along Sunset Drive and West Avenue lack certain design elements such as character, scale, and articulation. In addition, pedestrian movement is handicapped due to the spatial arrangement of buildings which placed an emphasis of the automobile. For reversing the trend, pedestrians' needs should come first before the automobile. Incorporating this concept into the planning process will lead to more responsible design and construction, thereby creating a pedestrian-friendly built environment for the Sunset Drive and West Avenue sub-area.

Character



Corrugated warehouse buildings on West Ave

Sunset Drive and West Avenue are the primary gateways into the sub-area. These arterial roadways must promote a positive impression and unique identity for the community. The sub-area has a current mixture of building styles, scale, and materials. This mixture provides a sense of versatility throughout the sub-area, but it cannot stand alone. Proper building proportions, pedestrian connections, and quality building materials are necessary to create a sense of place successfully. Existing conditions along Sunset Drive and West Avenue lack many of these qualities. There are large empty voids between buildings and little detailing along building facades that need to be shored up and made more inviting.

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Orientation

Building orientation is another important aspect. Commercial developments with lively streetscapes and interconnected open spaces become healthy environments for conducting business. Less than optimal building orientation can potentially eliminate street activity, impacting how the character of the building is perceived.



Restaurant on Sunset Drive

Height

Building height influences the overall character of an area, especially in the sub-area, with its mix of existing businesses. Currently, height for commercial and industrial buildings are either one or two stories. The City's Zoning Ordinance lists specific heights for each zoning district based on land



Corrugated warehouse buildings on Sunset Drive

use. When planning for new building construction or modification of existing buildings, it is important to plan them in a way that does not severely impact surrounding properties and creates an orderly flow when viewed.

Scale

Building scale occurs through several factors such as height, articulation, and materials. The existing residential neighborhood areas within and surrounding the sub-area should be integrated into the planning process for new buildings or modifying existing buildings. The goal here is to promote a more pedestrian-friendly experience. The compatibility of new and modified building forms with the existing built environment will help strengthen the pedestrian interaction by respecting the surrounding neighborhood fabric.

While the City does not utilize form-based code or have design guidelines in place, understanding the existing design conditions of the area are important to determine favorable design guidelines. The following figures present key design attributes of the sub-area, all along Sunset Drive. These existing design traits throughout the sub-area are consistent with the changes needed and proposed in this plan, through zoning, streetscaping, wayfinding, and redevelopment alternatives.

Existing Sub-Area Design



Street section on West Avenue

Figure 3-3 shows the typical building layout of a commercial building. The front of the building typically has high windows to showcase uses and services that the establishment



Figure 3-3: A typical Layout of a Commercial Building

offers. Additionally, most buildings have a gabled roof to promote snow accumulation in the winter months.

Parking stalls in front of the building, as shown in Figure 3-4, is prominent throughout the sub-area. While some commercial properties have landscape buffering that shields the view of the parking lot from the street, most do not. As a result, having parking in front of the building favors corridors in the sub-area to have a car-dominated environment. This also illustrates how pedestrians enter establishments from the parking lot. A key takeaway of form-based code is the need for reducing the front yard setback of a commercial building, for example, to promote foot traffic into a business. As such, some municipalities strive for pedestrians to walk directly from the sidewalk into a building.



Figure 3-4: Parking lot and pedestrian entry in front

Figure 3-6 shows layering strategies throughout the sub-area. Along the right-of-way to the building facade, there is a five feet green strip with no tree and vegetation buffers, and a five feet wide sidewalk. But there is a short, and narrow hedge buffer between the sidewalk and the parking area.

Lastly, Figure 3-5 shows light poles throughout Sunset Drive. As there are no pedestrian lighting throughout the corridor, it orients Sunset Drive for vehicle users and not multi-modal users.



Figure 3-5: lighting for parking lot, and minimal street lighting

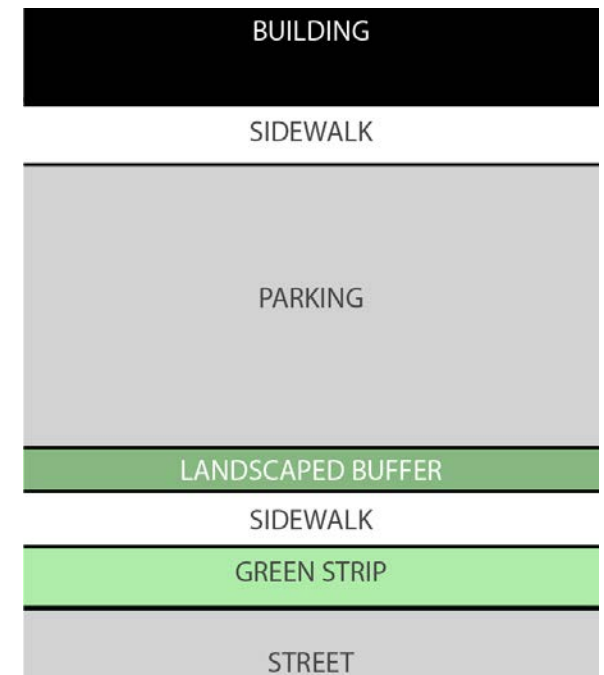


Figure 3-6: Typical layers from street to building

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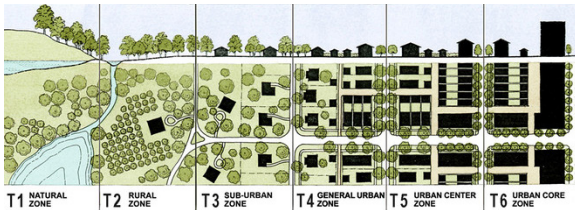


Figure 3-7: Urban-to-Rural Transect (Bohl & Plater-Zyberk, 2006)

Proposed Alternatives: Form-Based Code

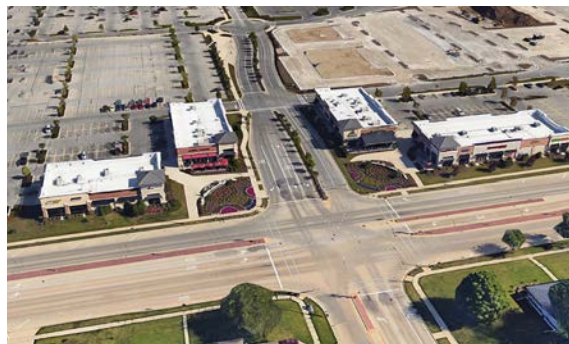
Scope: Commercial uses along Sunset Drive and leased manufacturing and industrial buildings along West Avenue.

In implementing form-based code, there are three types of implementation methods. The first is a comprehensive replacement, where there is a complete overhaul of the existing City Zoning Code. Second, there is a hybrid zoning approach where the City can combine form-based zoning districts with more conventional zoning. Third, there is an optional or parallel code approach where the City can create a separate code that a developer can use, or continue to use the existing zoning standards.

Besides knowing the different types of implementation methods in establishing form-based code in the City, there

are also different types of form-based code. The first is a transect-based code. Following the rural-to-urban transect approach found in Figure 3-7, this strategy classifies zones due to their physical intensity of built form. Additionally, it allows for a more gradual transition between different areas in a community, such as from T3 to T4 in Figure 3-7.

A second type of form-based code is taking a secular approach on building types. Under this strategy, there are specific development standards for different types of building types. For example, a building that has a more historical façade may have different form-based code requirements than a building with a more modern façade, as shown in Figure __ in the proposed wayfinding alternatives.



Aerial view of West Sunset Redevelopment (Google Maps, 2020)

The following provides a bullet list of specific regulations on the following topics: building placement, building form, parking, street alignment, street character, façade usage, landscaping, signage, lighting, and open space.

Form Standards



Minimal building placement setback

Building placement

- 10 feet maximum street yard setback along Sunset Drive.
- 25 feet maximum street setback or 50 feet maximum street setback if parking exists in the front of the building along West Avenue
- Residential properties along West Avenue are not addressed in this code.
- There are no regulations on

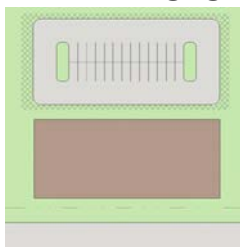
minimum or maximum lot area and width. The City Plan Commission should review each proposal on a per diem basis.



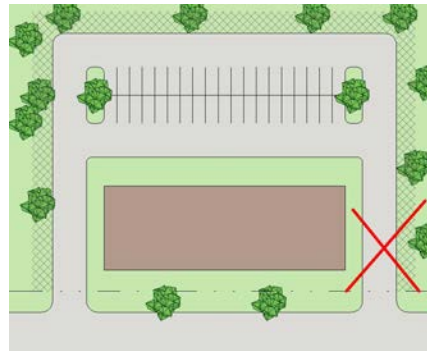
Redevelopment minimal height difference

Building form

- Building along Sunset Drive shall have a mixed-use building type with ground floor retail or service and residential on the above floors.
- Building heights may not exceed 15 feet higher than any surrounding developments to maintain visual character and context.
- There must be a transparent ground floor to engage the street.



Parking at rear of building



Minimize curb cuts along corridors

Parking

- Parking lots shall have a design to minimize the intrusion of vehicles on the landscape and community.
 1. Parking location shall be at the rear of buildings rather unless there is landscaping along the street with a lot max width of 60 ft or 1/2 bay.
 2. Along Sunset Drive, a reduction in curb cuts and access points for buildings shall occur
 3. Along Sunset Drive there shall be a shared parking location with buildings in the same block.
- Reduce street and side yard setbacks by implementing additional landscaping along the sidewalk and sides of buildings. It

must follow a similar style to the Fox River redevelopments along sunset Dr, as shown in Section 3.1.

1. All parking lots are clearly marked with spaces and directions.
2. Interior parking lot landscaping is required for all off-street parking areas.
 - Add additional landscaping such as shrubs, trees, flower beds, and ground cover to reduce setbacks of current buildings.
1. Adding ornamental fencing to create a more inviting environment for pedestrians.
 - Screens are permissible to shield the view of unwanted parking facilities.

Buildings alignment



Consolidate parking and align building facades

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- In B-3 General Business District properties along Sunset Drive, setbacks are reduced to bring the buildings closer to the sidewalk.
- The primary access to individual storefronts must be from the street and or sidewalk, preferably not from the parking lot.

Sunset Dr. corridor character

- The City should use similar guidelines to those from nearby redevelopment sites along Sunset Drive.
- Light colored stone and brick with decorative lighting along the driveways is preferable.
- Increase the amount of landscaping between the sidewalk and building and transition the parking to the rear of the building.



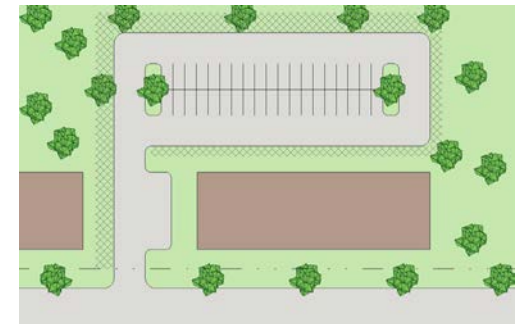
Facade enhancements of West Sunset redevelopment (Google Maps, 2020)

Facade enhancements

- Facades follow the design policies set forth by the City Plan Commission as well as include some more stringent requirements to ensure the buildings have a unified character.
- Maximize façade transparency with windows to invite customers inside
- Façades shall incorporate some form of overhang or awning to provide shading and become inviting structure.
- Create a well-defined retail presence by keeping the street wall continuous and avoid gaps.
 1. Clustered façade improvements can have greater impact
- Create unified and distinct signage along Sunset Drive for commercial businesses
 1. Design ground signage to be compatible with the site context and building architecture
 2. Use external or halo lighting to illuminate building and sign



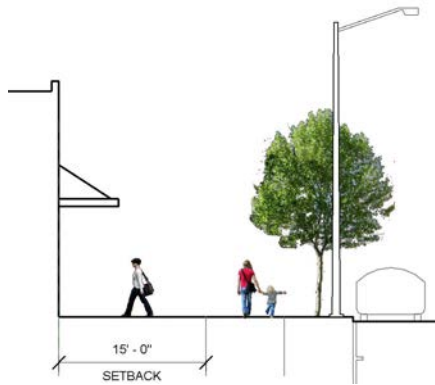
Landscaped gardens in front of buildings (Google Maps, 2020)



Landscaping around buildings and along street edge

Landscaping

- Street trees and or shrubbery should be planted along street edge, to provide greenery, shade, and aesthetics to the area.
- Trees should be planted within grass strips
- Green spaces in front of businesses should have landscaping with shrubs and plants to maintain a visual characteristic.

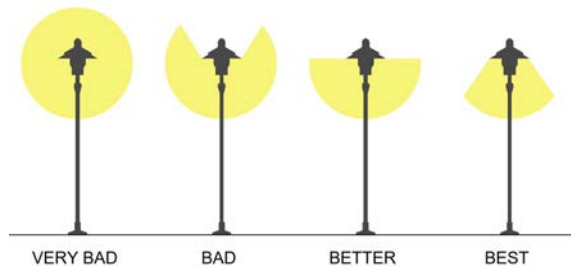


Street trees along the edge of streets

Signage

- Signage shall be flexible in use and location depending on development and business type. Whether it is for one business or multiple businesses.
- All signage should be visible from the street and the sidewalk.
- Signage for pedestrians should be accessible, and visible to all pedestrians.
- Local banner signage shall be used along major corridors, such as Sunset Drive and West Avenue.
- Signage shall incorporate seating where possible.
- Signage can be incorporated onto awning.

- Yield signage shall be placed at intermediate on park-oriented streets such as Hoover Ave to raise awareness of pedestrians crossing from one side of the park to the other.



Reduce lighting pollution, with best practice lighting angles



Pedestrian lighting strategy

Lighting

- Lighting shall not cause light pollution into surrounding homes.
- Lighting shall enhance architectural features of businesses.

- Lighting shall enhance the visibility of signage such as street, directional, and business.
- Lighting shall be configured and design to enhance the pedestrian experience.
- Include at least one form of pedestrian scaled signage with the use of street lighting.
- Parking lots should be lite for visibility and safety but not to disturb surrounding residents.
- Parks should be appropriately lite for visibility and safety but not to disturb surrounding residents.



West Redevelopment, landscaping (Google Maps, 2020)

Open space

- Open spaces for pedestrians to gather shall be incorporated where possible.

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- Seating shall be included along facades and street edges where pedestrians tend to gather around businesses
- Open spaces should include ample lighting and green features
 1. Green features include planter boxes, trees, water features, and landscaping.
- Bus shelters or trees for shading and weather protection shall be incorporated at bus stops for pedestrian experience.

Recommended Alternative for Form-Based Code

Recommendation: Adopt a form-based code for the sub-area with more stringent design guidelines.

The recommendation first provides a walkable, pedestrian-oriented environment that is supported by landscaping and lighting features. Updating the current zoning standards for each district in the area will lead to a more pedestrian-friendly environment. Requiring interior parking lot landscaping for all off-street parking areas along Sunset Drive will also increase the curb appeal

for the commercial district. Adding additional landscaping, such as shrubs, trees, flower beds, and ground cover can reduce the setbacks of current buildings. Following configurations of the West Sunset Drive Redevelopment is ideal.

Second, it enhances the built environment to promote economic and social vitality along Sunset Drive and West Avenue by creating an active street edge. For example, maximizing façade transparency with windows can invite customers inside, providing economic incentives for business owners. Along with keeping the street wall continuous, updating the façade requirements and character of buildings along Sunset Drive will lead to a more distinct area.

Third, it activates the street edge and building design by determining parking standards for the sub-area. Creating specific guidelines for parking is important to change the character of the district. Form-based code requirements are to include the following parking guidelines:

- Parking lots must have a design that minimizes the intrusion of vehicles on the surrounding

landscape and community.

- Requires parking to be at the rear of buildings.
- Along Sunset Drive, there must be a reduction of curb-cuts and access points for buildings in the same block.
- A There must be shared parking locations for buildings within the same block.
- A Interior parking lot landscaping is a necessity for all off-street parking areas.

Lastly, it enhances the options for non-motorized transportation to reduce curb cuts. Having comprehensive parking lot guidelines in a form-based code allows the City to reduce curb-cuts and increase shared parking along Sunset Drive. Removing unnecessary curb cuts can increase the safety of pedestrians and cyclists when navigating along Sunset Drive.

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3.4 Redevelopment Sites

The purpose of the following alternatives is to provide renderings of properties within the sub-area that need redevelopment. As mentioned in Chapter 3.7, the following properties need redevelopment due to both visual and analytical interpretations. For each rendering, these design concepts relate to adaptive reuse – a process of reusing an existing building for a purpose other than which it was originally built or designed for. Adaptive reuse can occur for most existing building types and its intent is to show stakeholders that these structures still have economic and social vitality.

Existing Conditions (Sites 1-4)

Redevelopment sites within the Sunset Drive and West Avenue commercial corridor are zoned as commercial and industrial. This allows for a variety of businesses such as fast food restaurants, car dealerships, a convenience store, a cement mixing facility, and a self-storage complex. These businesses are housed in buildings that lack quality and identifiable character and heavily influence the overall makeup of the area. Figures 3-8 through 3-11 show existing site conditions which are the



Figure 3-8: Site 1 existing conditions

predominant building types, in the area, with numerous buildings sitting vacant and underused. The proposed alternatives are meant to inject life into the commercial corridor and in turn increase the vitality of the area and surrounding neighborhoods.

Recommendations

Site 1: Adaptive Reuse - Gas Station (Sunset Drive)

The first alternative proposes the adaptive reuse of a former gas station at the intersection of Grand Avenue and Sunset Drive. Today, the use of the building is a convenience store. As referred to earlier, improving social vitality is essential as the property is at a high-visibility site – located near Mindiola Park and several residential



Figure 3-9: Site 2 existing conditions



Figure 3-10: Site 3 existing conditions



Figure 3-11: Site 4 existing conditions (Google Maps, 2020)

neighborhoods. Figures 3-8 highlights the existing conditions of the property, while Figures 3-12 presents different vantage points of the property. The following provides a breakdown of the desired land use and qualities that take place at and around the property.

- Convert the existing gas station and convenience store into a land use applicable under the City's Zoning Code, such as a bar, bookstore, coffeehouse, or restaurant.
- Incorporate properties surrounding the property in question into an alternative to create accessible open space for hosting events.
- Encourage foot traffic.
- Create a sense of place within the sub-area and within the broader City of Waukesha.
- Enhance sense of community among residents, business owners, and visitors to the sub-area.



Proposed site 1: View from Sunset Drive



Proposed site 1: View on site of rear side public space

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Site 2, 3 & 4: Adaptive Reuse - Corrugated Metal Buildings (West Avenue)

The second alternative proposes the adaptive reuse of a warehouse into commercial ventures. Current zoning for the land parcels, located north and south along West Avenue is industrial. Most of the existing buildings are corrugated metal warehouses, with uses including automobile repair, martial arts instruction, and vacant properties. In whole, the location is operating at a less than optimal capacity. Figures 3-10 highlights the existing conditions of the property, while Figures 3-13, 3-14, and 3-15 present different vantage points of the property. The following provides a breakdown of the desired land use and qualities that take place at and around the property.

- Rezone the land use of the property from industrial to commercial.
- Convert the existing corrugated metal buildings into office or retail space.
- Include existing landscape features into our proposed alternatives to create accessible open space.

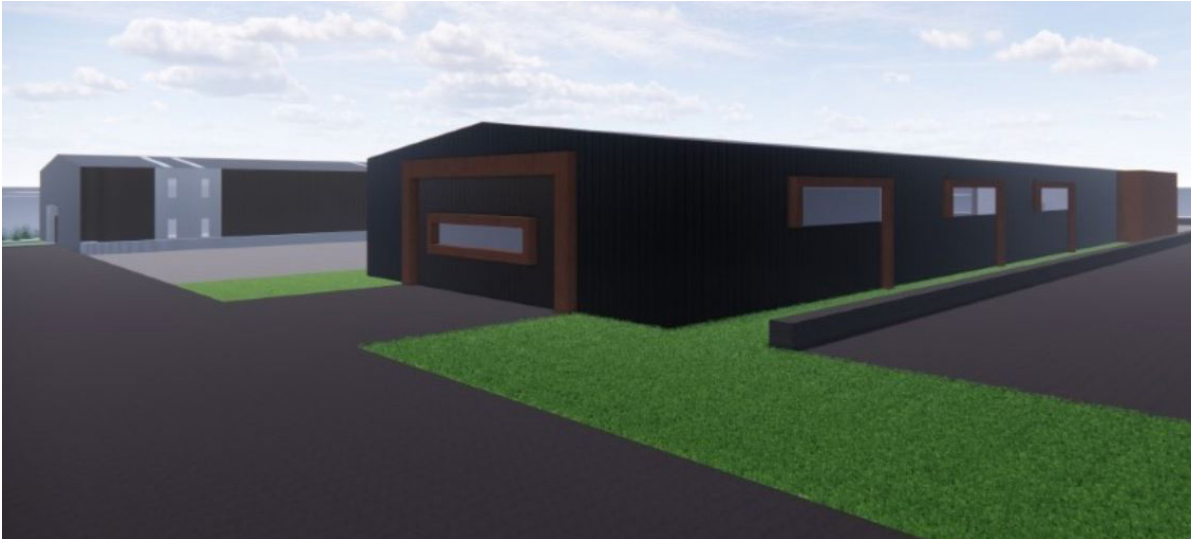
- Incorporate wayfinding to draw visitors from other areas of the sub-area into the property.
- Have clear and direct pedestrian access from West Avenue to the front entrance of properties.
- Encourage foot-traffic.
- Enhance sense of community among residents, business owners, and visitors to the sub-area.



Proposed site 2: Aerial view from West Avenue



Proposed site 2: View from West Avenue



Proposed site 3: Rear view of property

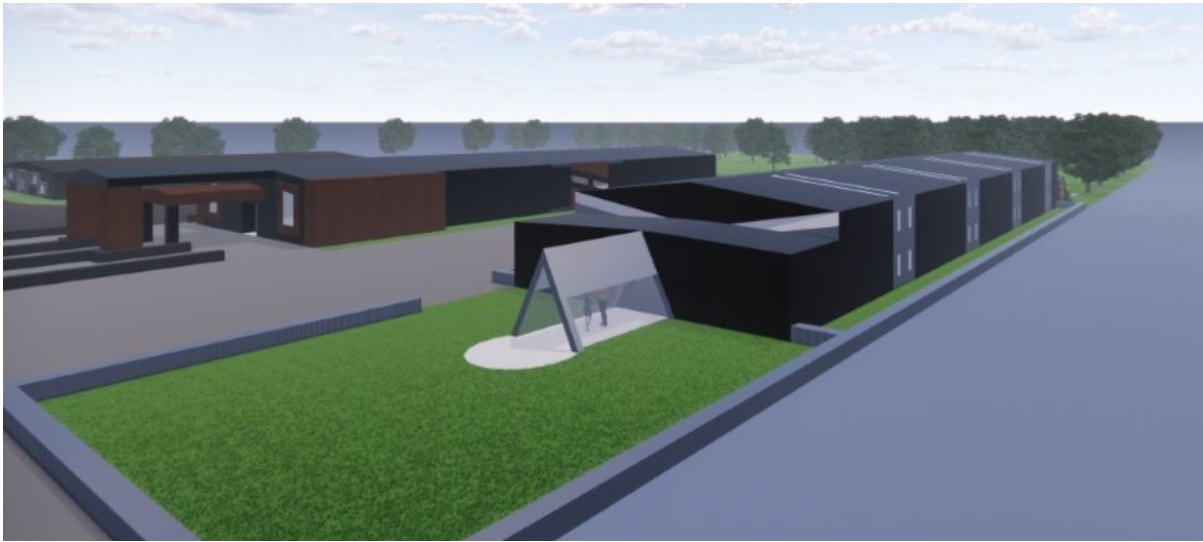


Proposed site 3: Aerial view from West Avenue

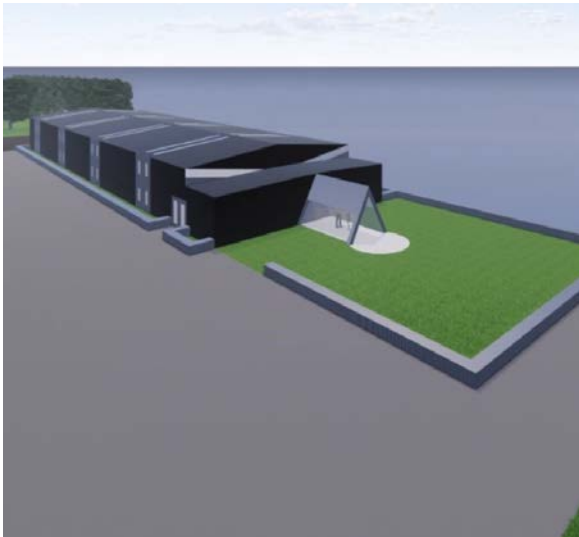


Proposed site 3: View from West Avenue

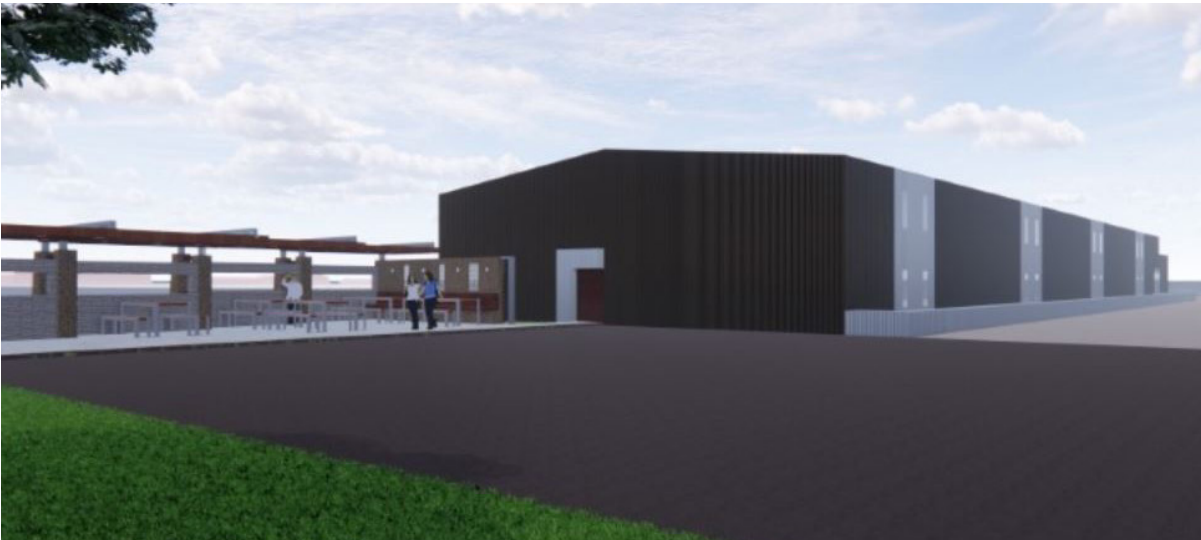
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Proposed site 4: Aerial view from West Avenue



Proposed site 4: Aerial view from West Avenue



Proposed site 4: Rear view of property

Recommendations

During the planning process numerous parcels of land were identified as prime candidates for redevelopment. Based on feedback from our community survey, respondents desired creation of commercial spaces housing retail options such as clothing, a coffeehouse, a hotel and a restaurant. To accommodate respondents wishes, we drafted recommendations which focused on adaptive reuse and new construction. In addition, these processes are adaptable to rezoning redevelopment sites from manufacturing to commercial for incorporating mixed-use. The recommendations represent significant investment towards increasing long-term financial and social value within the commercial corridor and allow for the potential to attract additional investment to nearby properties.

Site 1: Adaptive Reuse – Gas Station (Sunset Drive)

This recommendation applies the process of adaptive reuse to the existing property which currently operates as a convenience store. New modifications would see this structure transformed

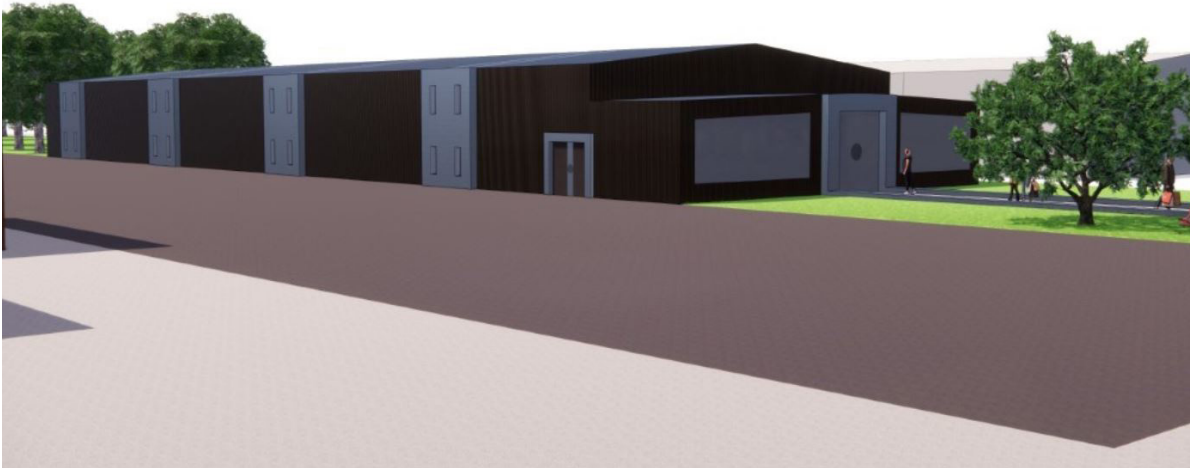


Site 1: Aerial view from Sunset Drive



Site 1: View from Sunset Drive

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Site 2: Aerial view from West Avenue



Site 2: View from West Avenue

into a coffeehouse or restaurant in order to create an atmosphere of social interaction. Pedestrian movement, in the area, will be strengthened as this new space serves as a focal point for social gathering to the surrounding residential neighborhoods.

Site 2: Corrugated Warehouse Buildings (West Avenue)

This recommendation applies the process of adaptive reuse to the existing properties along West Avenue. These properties are home to a variety of different businesses, with several properties being currently vacant. Repurposing these structures into unique commercial spaces to foster retail operations forms the basis for this recommendation. This recommendation is meant to attract small operation businesses which offer goods and service ranging from clothing to healthy food grocer. Pedestrian interest and movement will be strengthened as visitors to these unique spaces are introduced to services and goods which have not been seen or available to the neighborhood in the past



Site 3: Aerial view from West Avenue



Site 3: View from West Avenue

Site 3: Adaptive Reuse – Corrugated Warehouse Buildings (West Avenue)

This recommendation applies the process of adaptive reuse to the existing properties along West Avenue. These properties are home to a variety of different businesses, with several properties being currently vacant. Repurposing these structures into unique commercial spaces to foster retail operations forms the basis for this recommendation. This recommendation is meant to attract small operation businesses which offer goods and service ranging from clothing to healthy food grocer. Pedestrian interest and movement will be strengthened as visitors to these unique spaces are introduced to services and goods which have not been seen or available to the neighborhood in the past.

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Site 4: Aerial view from West Avenue



Site 4: View from West Avenue

Site 4: New Construction – Hotel (Intersection of Sunset Drive & West Avenue)

This recommendation proposes new construction of a hotel. The existing commercial plaza located at the intersection of Sunset Drive and West Avenue will be razed and a new hotel constructed in its place. This recommendation addresses the desire for that brand of service, in the immediate area, because currently none exists. Additionally, Mindiola Park is scheduled to undergo future improvements and expansion to its athletic fields with the goal of becoming a popular destination for hosting soccer events. The hotel would augment their goal by providing a lodging incentive for attracting larger and more events while also creating an avenue for generating increased revenue opportunities to area businesses.

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3.5 Streetscaping Recommendations

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Existing Conditions

Currently, the major corridors within the sub-area are neither inviting nor utilized efficiently. For example, the sub-area feels unpleasant and cold when driving through the area, with deep setbacks, rundown buildings, and scarce greenery. Photos displaying the street and its adjacent characteristics are in Figure 3-20. The purpose of the following alternative is to illustrate two scales of redevelopment along Sunset Drive, West Avenue, and Freeman Street. Enhancements will create a walkable, pedestrian-oriented neighborhood that is more aesthetically pleasing to pedestrians, drivers, and visitors. Figure 3-21 shows the four major streets of the sub-area. Along with new development guidelines offering shallower setbacks,



Sunset Dr & West Ave intersection aerial view (Google Earth, 2020)

the following streetscaping alternatives can make the sub-area economically sustainable, resilient, and active to the surrounding community.

The streets within the study area each comprise of different adjacent land uses. Sunset Avenue has a heavy retail base, West Avenue has more recreational businesses, and Freeman Street has single-family residential homes along the corridor.

The following section will provide two options for each of the three streets

“Narrowing the perceived width of vehicle lanes with bike lane barriers and more trees will make drivers slow down and not speed as much. More open lanes with less to visually slow your eye makes people think they can drive faster no matter the speed limit.”

- survey response

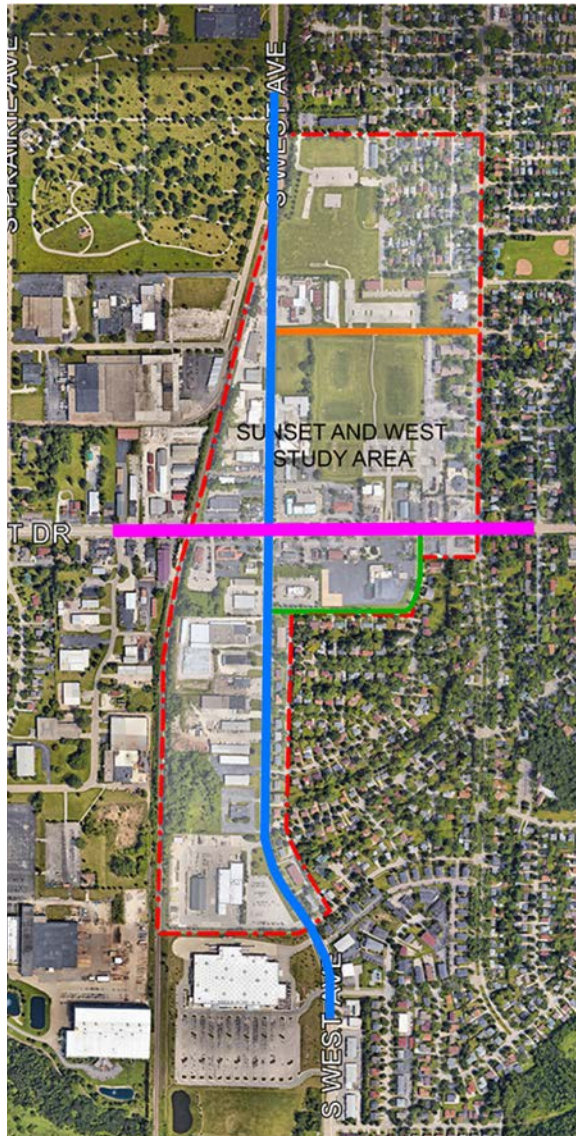
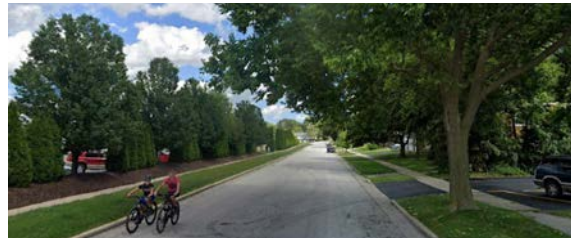


Figure 3-20: Street identification (Google Earth, 2020)

Figure 3-21: Street views (Google Earth, 2020)
Sunset Dr, West Ave, and Freemon St

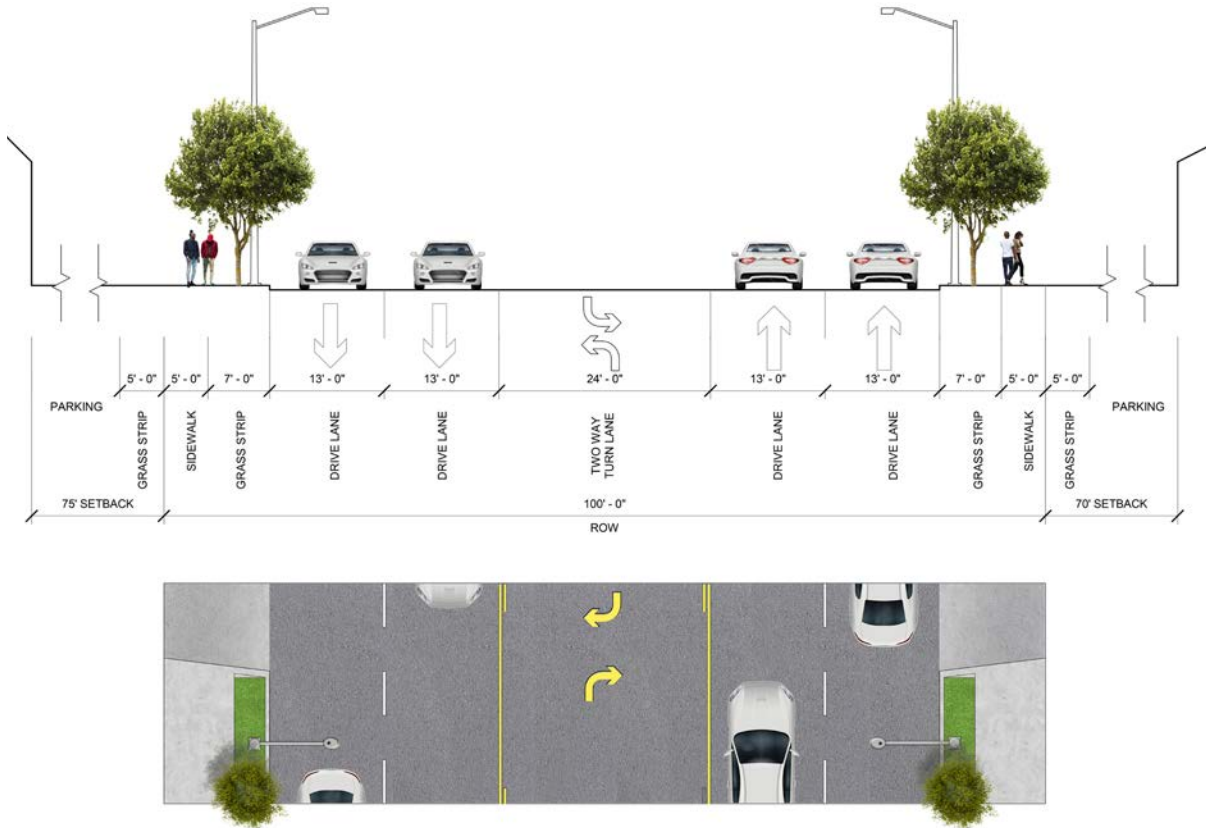
- SITE BOUNDARY
- SUNSET DRIVE
- WEST AVENUE
- FREEMON STREET
- HOOVER AVENUE

mentioned earlier. The first options consist of a low implementation strategy that enhance the street by making it safer, more pedestrian friendly, and more attractive. In contrast, the second option has a high implementation strategy geared more toward complete streets and user equity.

Existing Street Conditions

Sunset Drive

Sunset Drive has a 100 feet right-of-way with five lanes of traffic – comprising of two drive lanes on either side of a two-way center turn lane. Drive lanes are unnecessarily wide, encouraging fast driving speeds. Additionally, there is neither a strong street edge on either side of the road nor a shallow building setback and landscape edge.



Existing section and plan of Sunset Dr

Sunset Drive Alternatives

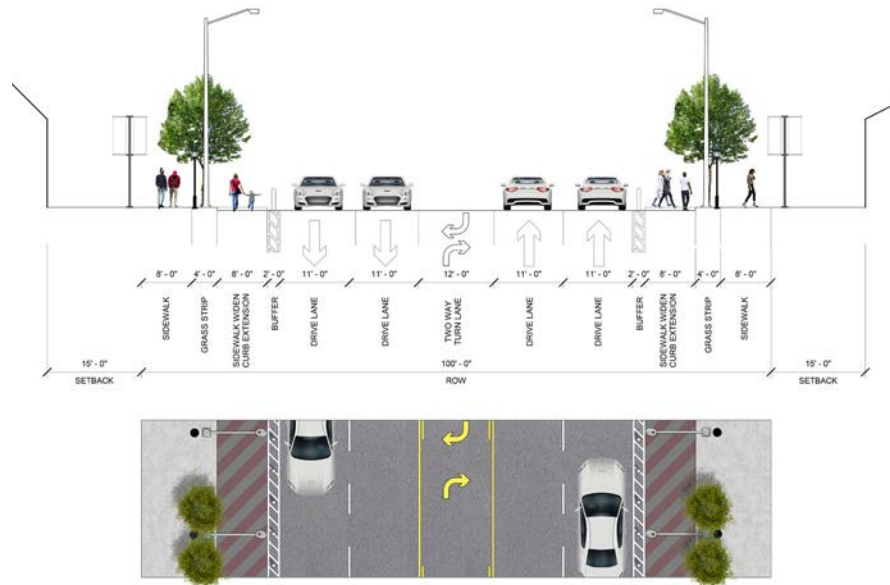
Alternative 1: Low Implementation

The first design for Sunset Drive proposes a lane reduction either direction and a two-way-turn-lane. Additionally, there is a protected sidewalk widening element to allow for more pedestrian capacity and usage with curb extensions at intersections to shorten the pedestrian crossing distance. Additional landscaping and pedestrian lighting are proposed along the street edge, along with a widening of the sidewalk to illustrate the boundaries of the widened sidewalk. Adding a protected element, such as bollards, can improve the safety of pedestrian users by encouraging slower and safer driving behaviors.

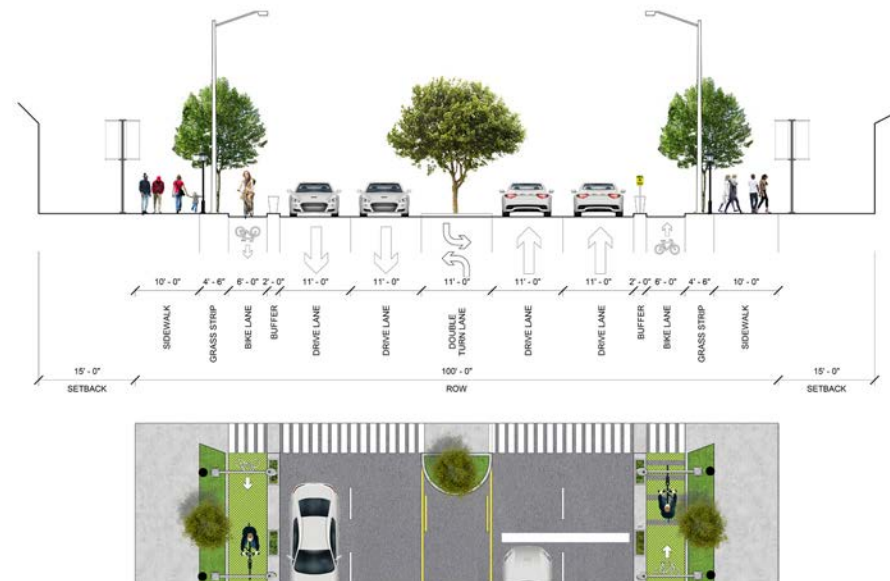
Alternative 2: High Implementation

The second alternative proposes a protected bike lane with curb and planter boxes. Additionally, there will be pedestrian refuge islands in the center two-way turn lane that has high visibility crosswalks and pedestrian yield signage. The center median is an added opportunity for landscaping by introducing a more tree edge or shrubs.

Section and plan of
Alternative 1 of Sunset Dr



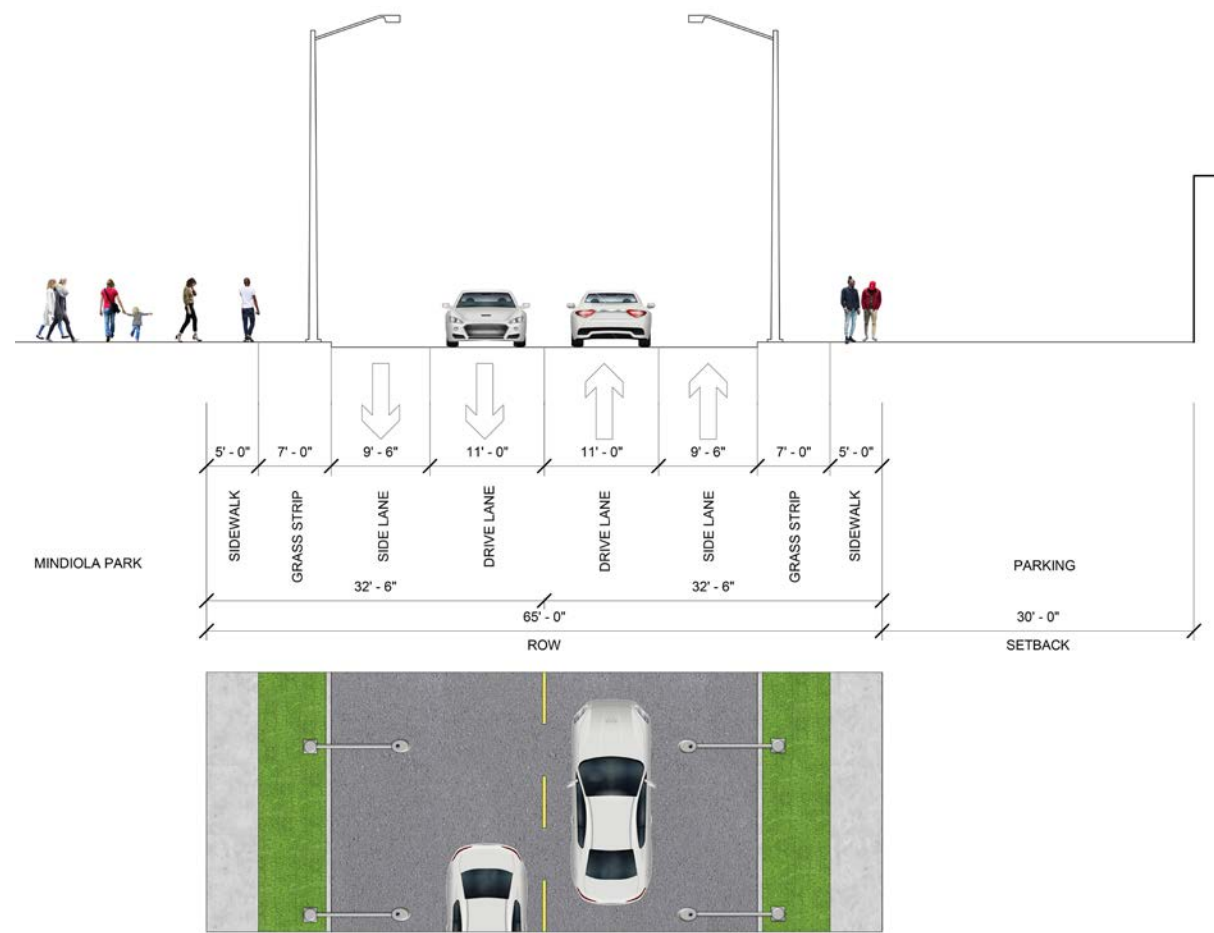
Section and plan of
Alternative 2 of Sunset Dr



Existing Street Conditions

West Avenue

West Avenue is currently a narrow four-lane street with manufacturing buildings along both sides that have deep setbacks. Mindiola Park is a large destination on the north end of West Avenue, and there is minimal landscaping along the entire length of the corridor. Though most of the manufacturing businesses along West Avenue will remain, many street enhancements can occur to encourage pedestrian connections from the south to the north.

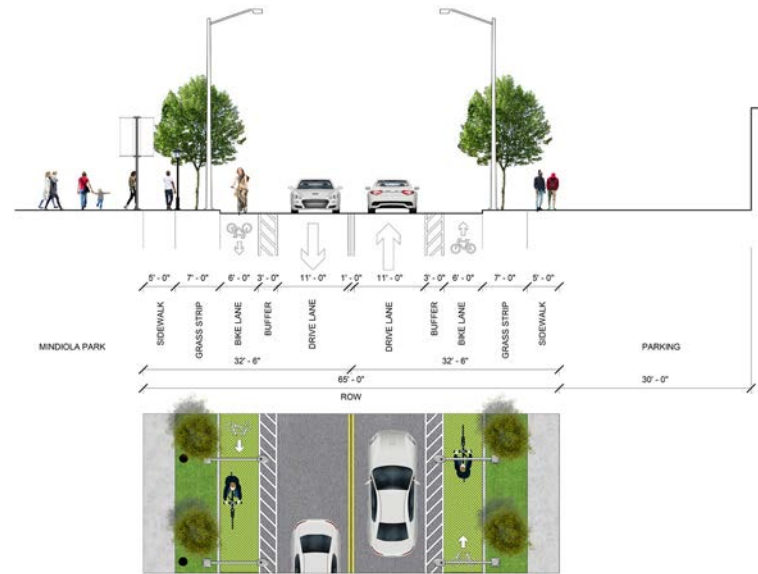


Existing section and plan of West Ave

West Avenue Alternatives

Alternative 1: Low Implementation

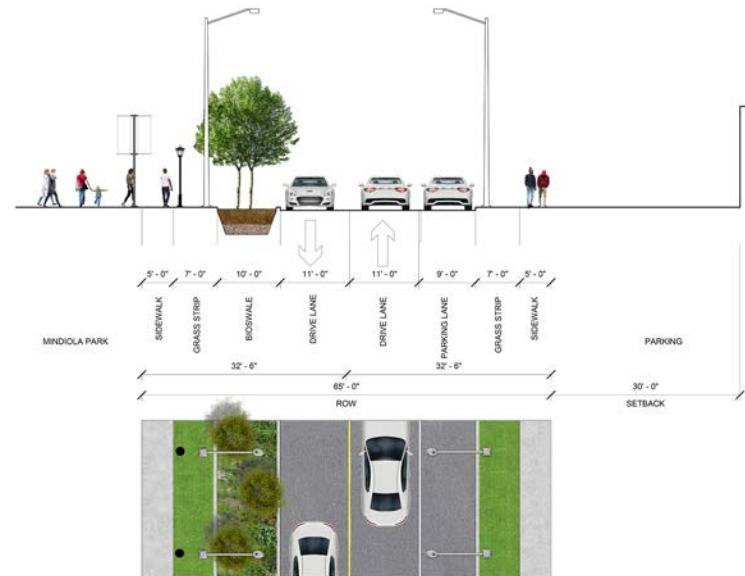
The first option reduces West Avenue to a two-lane street, given the low traffic count of roughly 6,000 vehicles per day. By reducing lanes, it allows for the introduction of bike lanes on both sides of the road and a buffer between the bike and travel lane. With added landscaping on either side of the road, it helps to visually shield the manufacturing uses and enhance the aesthetic experience and lighting for pedestrian users.



Section and plan of
Alternative 1 of West Ave

Alternative 2: High Implementation

The second alternative proposes two lanes of traffic with parking on one side to assist with adjacent manufacturing businesses. On the opposite side of the street, there is pedestrian lighting and a deep bioswale to act as an aesthetic buffer for Mindiola Park and help with stormwater management for Mindiola Park.

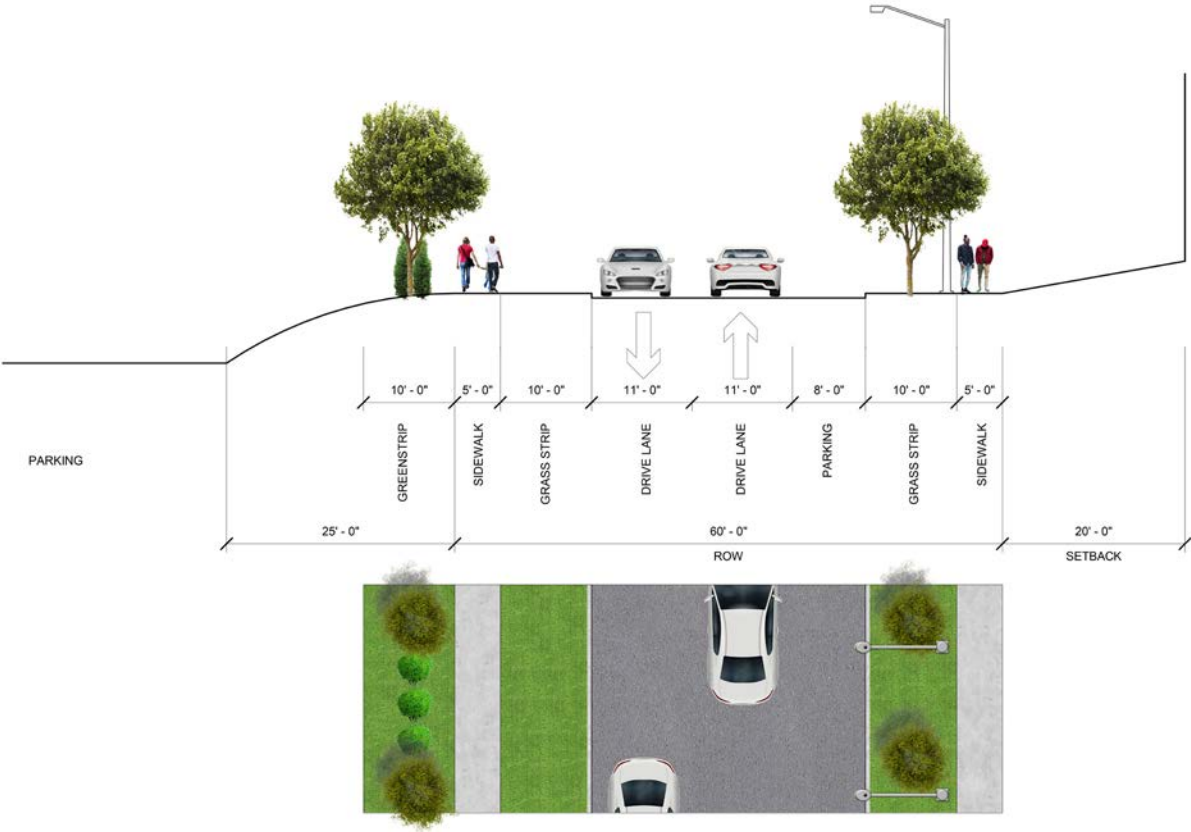


Section and plan of
Alternative 2 of West Ave

Existing Street Conditions

Freemon Street

Freeman Street is a narrow residential road that connects West Avenue to Victoria Dr then up to Sunset Drive. One side of Freeman Street has deep setbacks, while both sides have differing geographical slopes. Additionally, there are dense landscaping elements, such as mature trees, that block an adjacent parking lot for a short distance along Freeman Street. Lastly, while Freeman Street has no street lines or signage, indicating street direction, existing conditions do support bicycle traffic along the street.



Existing section and plan of Freemon St

Freemon Street Alternatives

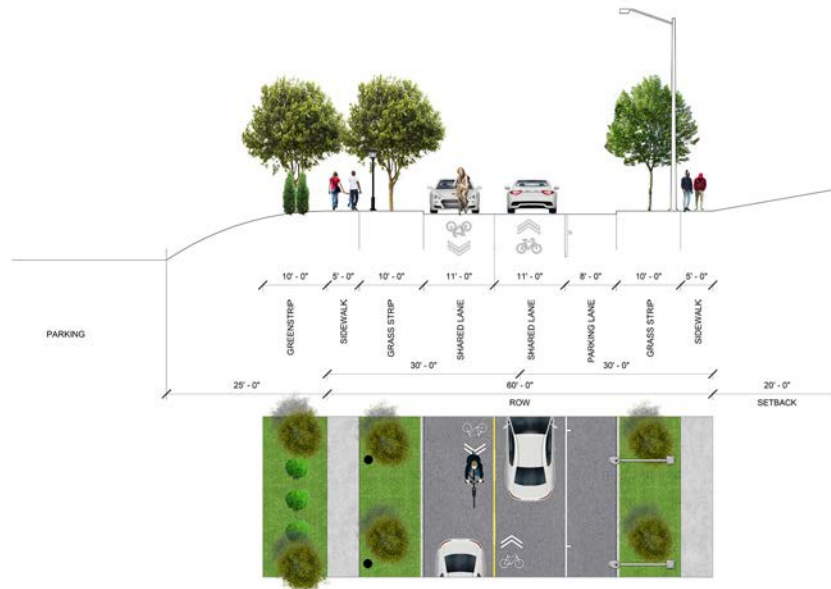
Alternative 1: Low Implementation

The first option proposes a clear designation of the lanes, such as parking on the housing side, and shared travel lanes that allow automobile and bicycle users to be aware of other users of the road. Additionally, by offering additional landscaping, as well as pedestrian lighting, it can help keep light pollution low and enhance pedestrian safety along the street.

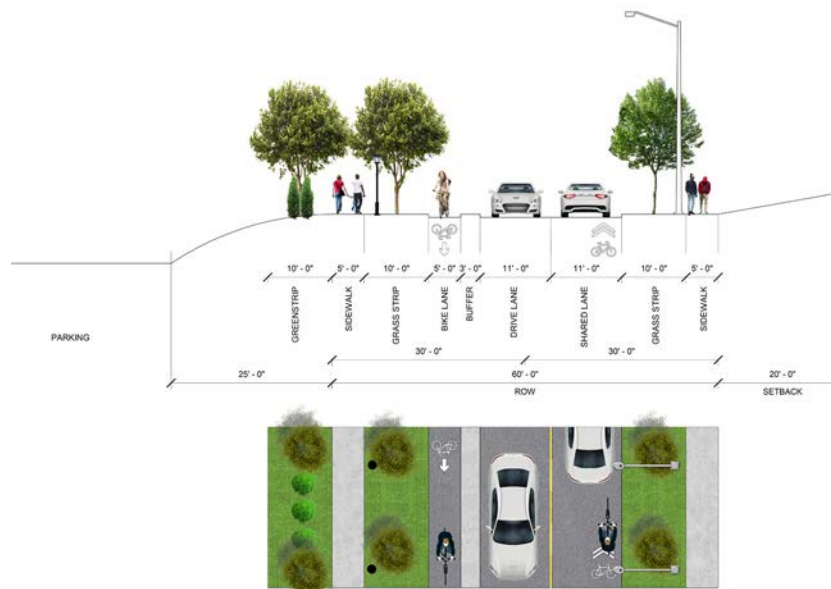
Alternative 2: High Implementation

The second option provides residents a protected bike lane heading west and a shared lane heading east. This option also removes on-street parking, which would allow for slower driving speeds to increase bicycle and pedestrian safety.

Section and plan of
Alternative 1 of Freemon St



Section and plan of
Alternative 2 of Freemon St



Recommendations

Through analysis and results from the public engagement survey, we chose all three street types with high implementation alternatives. All three recommendations center on the need to enhance the overall safety, connectivity, and aesthetics for the community. The following recommendations are the short term and long terms strategies for Sunset Drive, West Avenue, and Freeman Street.

Sunset Drive



59% of survey participants favored the high implementation option. The significant change in this proposal is to introduce protected bike lanes with green bike lane paint (Figure 3-22) with there being a reduction of lanes, and introducing planters and high visibility crosswalks. Implementation includes:

- Short – High visibility crosswalks
- Short - Applying a rhythm along the corridor with street trees and pedestrian lighting, to boost the aesthetics of the area and enhance the pedestrian experience and safety.
- Short- A lane reduction down to 11-foot lanes and a more condensed center turn lane
- Short – Restriping the travel lanes to include a 6-foot bike lane and a 2-foot lane buffer from traffic (provide intermediate bollards or some form of lane protection)
- Long – Pavement improvements
- Long – Constructing intermediate green medians for traffic calming and at pedestrian crosses
- Long – Introducing green bike lane paint



Figure 3-22: A painted green protected bike lane (SFMTA, Humanstreets.org, 2017)

There are many benefits and drawbacks with implementing this alternative. A drawback is that some residents do not favor introducing bike lanes to the sub-area. Various comments were made pertaining to bike lanes, such as:

- “Bike lanes will get someone killed.”
- “People bike on the sidewalk, not the road.”
- “Bike lanes cause traffic jams.”
- “...Waste of money.”
- “Snow removal becomes difficult.”

Although there will be drawback, survey comments did state that the reason there are not a lot of bikers on the roads is because the roads are not safe for pedestrians or cyclists. Additionally, several responses stated that they themselves would start biking if designated lanes were to appear.

“I would utilize more frequently as well as my kids as they grow up and potentially access the business for employment”

-Survey response

Comments like this require action to help residents feel safe in their communities and utilize the roads at its highest potential. Safer right-of-way

facilities will increase the safety of the roads, increase pedestrian activity, and has the potential to reduce driving behavior.

This high implementation strategy accomplishes three of the four criteria set forth in this plan. With bike lanes, however, there is the potential to cause hardships with snow removal along the corridor. Nevertheless, bike lanes and the median application complement other developments along Sunset Drive to create a continuous bike network. Lastly the implementation of lighting, bike lanes, street trees, and high visibility crosswalks encourage complete street techniques within the sub-area.

West Ave



49% of survey participants prefer the high implementation option. The major element of this alternative is the large bioswale to help visually buffer the manufacturing areas near Mindiola park (Figure 3-23). Implementation includes:

- Short – Pavement marking for travel lanes and parking lanes
- Short – Introduce sidewalks and grass strips where there are none to promote pedestrian connectivity.
- Long – Pavement improvements
- Long - Setting a rhythm with trees and pedestrian lighting up and down the road to promote pedestrian safety and visibility, potential to change driving behavior (reducing speeds)
- Long – Intermediate bioswales to break up parking

A main drawback for this recommendation is the maintenance of the bioswale and the small reduction of on-street parking along West Avenue. Parking is important along West Avenue for nearby manufacturing businesses and parking for future events at Mindiola Park. However, the implementation of sidewalks and grass strips where they are missing would

improve pedestrian connectivity and safety, which can boost pedestrian activity. Finally, providing trees along this corridor would increase the aesthetics of the region -- acting as a screen for visually unappealing locations while also providing visuals for the eye to improve driving behavior.



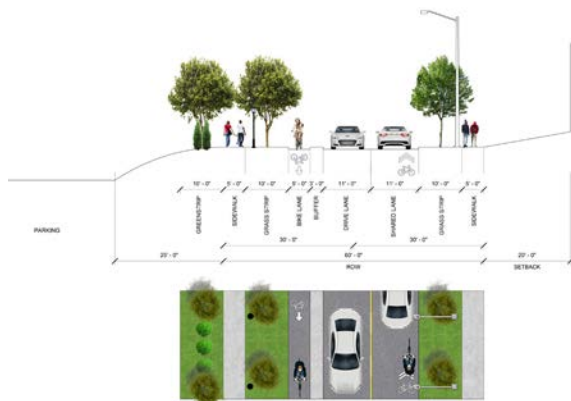
Figure 3-23: A long strip of a bioswale with trees (Next to Grand Rapids Road Projects, Bioswales Bloom, Wmeac.org, 2018)

The streetscape recommendation for West Avenue accomplishes three criteria in this plan. First, West Avenue does not connect to other development projects along Sunset Drive. Second, the alternative can pose additional hardships with the upkeep of the bioswales along the corridor. However, the City can mitigate its effects by its plant selection choice – prioritizing native and low maintenance

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plants. Third, the recommendation complements activities taking place at Mindiola park by offering visual landscape buffers and screens of the manufacturing corridor. Lastly, by providing landscaping elements to reduce stormwater runoff, it encourages complete street techniques.

Freemon St



48% of survey participants favor the high implementation alternative. The major element of this recommendation is to add a protected bike lane heading east and a shared bike lane west. Implementation includes:

- Short – Pavement marking for lanes, and parking areas
- Short – introduce pedestrian lighting on the northern side of the streets away from the home

to promote pedestrian safety but stay respectful and not cause light pollution to residents (Figure 3-24).

- Short – Provide shared lane pavement markers to signal to drivers to drive with caution with the potential of bikers traveling in these lanes (Figure 3-25)

Freeman Street is in good structural condition and is functional for most residents. Therefore, the recommendations here are slight. First, lane indications are necessary. Pavement lines that indicate Freeman Street is a two-lane street with parking on both sides would increase the safety of the road. The recommendation includes shared lane markers to improve the overall safety of the sub-area.



Figure 3-24: Pedestrian lighting
(Cordia Pedestrian Lighting, 2020)

The streetscape recommendation for Freeman Street accomplishes three criteria in this plan. While Freeman Street does not have direct connections to other developments along Sunset Drive, it encourages the complete streets concept with connecting the existing bike network with shared travel lanes. These shared lane pavement markers do not cause any hardship to any residents or businesses and do not complement future activities at Mindiola Park.



Figure 3-25: A shared travel lane for cars and cyclists (NACTO, 2015)

3.6 Wayfinding

Wayfinding is an important element of the urban fabric; signage helps in the navigation of corridors and businesses. Wayfinding combines logos, symbols, maps, signage and lighting to create a coherent aesthetic and identity for a given area. There are two different forms of wayfinding, pedestrian signage and vehicular signage, all to be implemented to enhance pedestrian and vehicular safety. Pedestrian signage helps to navigate people along the physical corridor, providing clear direction, understanding, education and clarification of one location and destination. Whereas vehicular wayfinding regulates traffic as well as offering overviews of businesses in the area, locations for parking, and boost awareness of pedestrians and cyclists.

Figure 3-26 captures the existing wayfinding techniques found throughout the sub-area. As shown, there is no consistency in the usage of business or street signs along Sunset Drive and West Avenue. Not having uniform wayfinding signs can make it difficult for various stakeholders, residents and visitors to navigate to and within the sub-area. Current signage is not consistent in physical scale, text scale, design, or location, this adds a

layer of confusion when navigating the sub-area, as well as locating businesses. There is also a negative aspect of clutter given the scale of most of these signs resulting in most of the information provided to be missed. As a result, Figures 3-27 through 3-29 highlight the three different wayfinding alternatives.

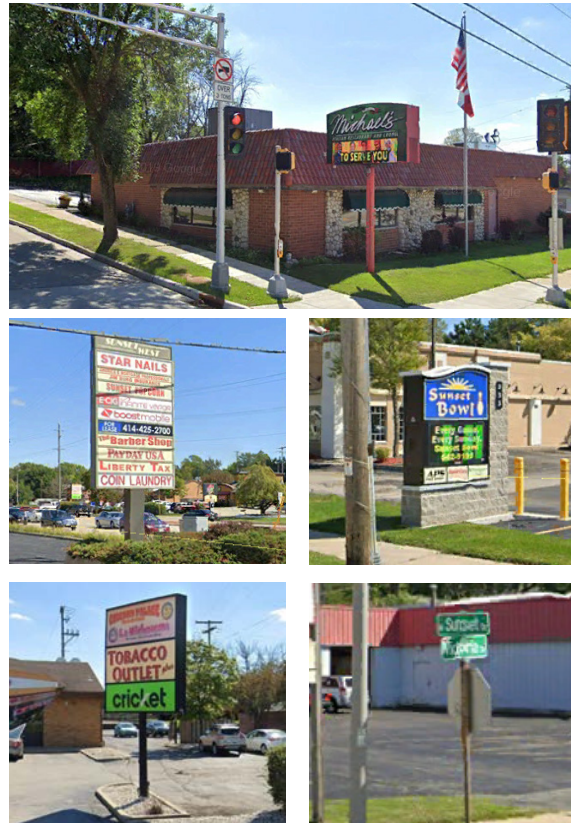


Figure 3-26: Existing signage found in sub-area (Google Maps, 2020)

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The following three wayfinding alternatives intend to help residents, visitors, businesses, and surrounding neighborhoods understand and efficiently navigate throughout the sub-area. For example, intuitively locating businesses, restaurants, and parks are essential to creating an image and identity for the sub-area. Wayfinding occurs through the public signage development of different signage types to promote the sub-area.

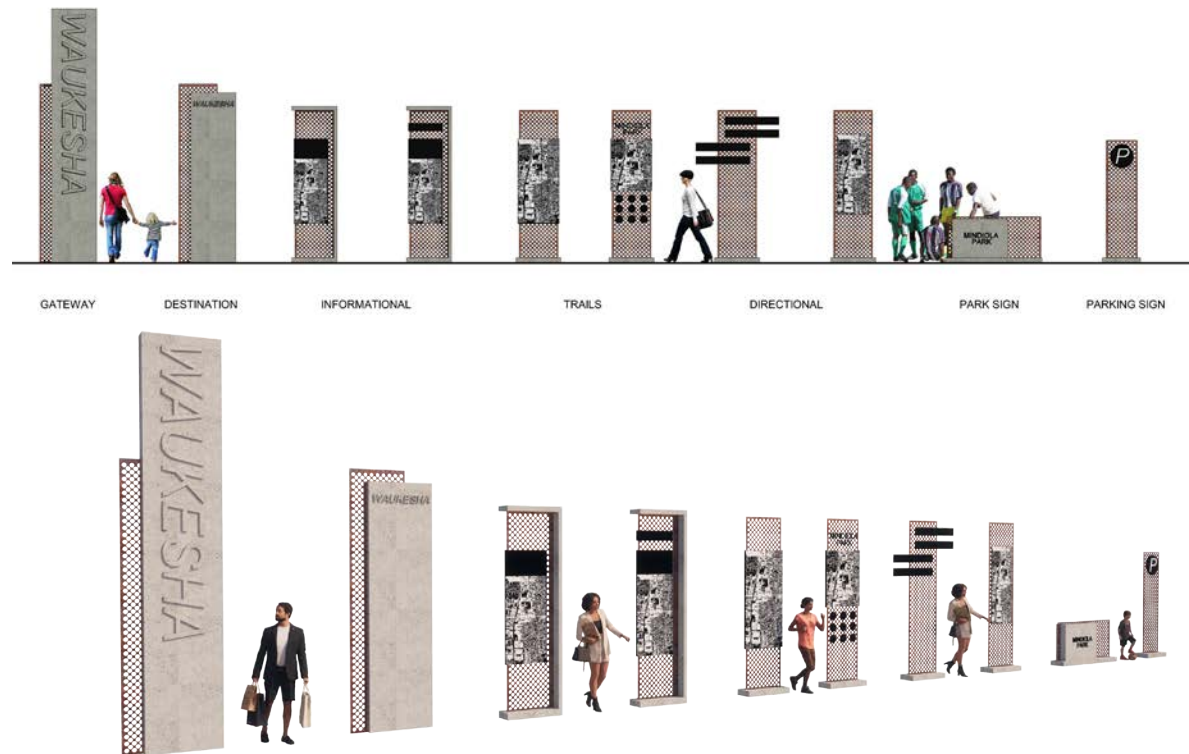


Figure 3-27: Elevation and perspective of Rusted Industrial signage alternative

Alternative 1 – Rusted Industrial

The first alternative highlights the industrial character of the sub-area. Using concrete and perforated rusted metal as the primary materials, along with concrete as the main foundation of the signage and the casting of rusted metal, exemplifies the sub-area's history of having a strong manufacturing base. The exposure of perforated rusted metal

at different times gives the signage a dynamic air quality, helping it appear lighter than it is.



Figure 3-28: Elevation and perspective of Modern Industrial signage alternative

Alternative 2 – Modern Industrial

While the second alternative also highlights the industrial character of the sub-area, it does so in more of a lighter and more playful way. The primary materials for alternative two are concrete, metal, and LED lights. Under this scenario, the metal is wrapping the concrete in different ways, creating signage hierarchy from the gateway

sign to the park sign. The metal will incorporate different LED light colors, allowing the signs to be visible and useful at night. Additionally, since metal is wrapping around concrete, it provides adequate seating opportunities for visitors.

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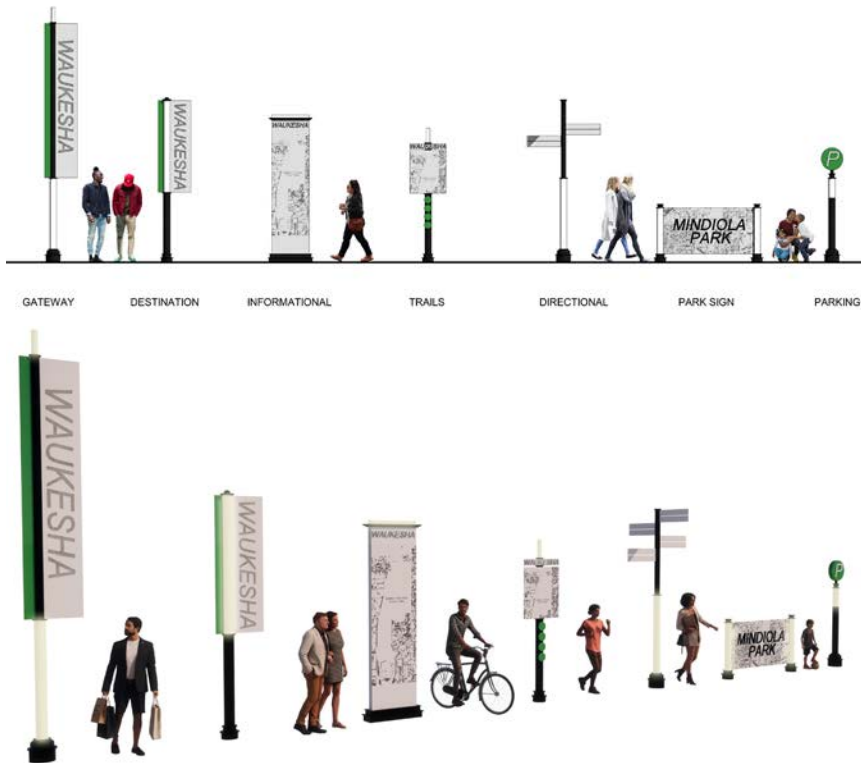


Figure 3-29: Elevation and perspective of Traditional signage alternative

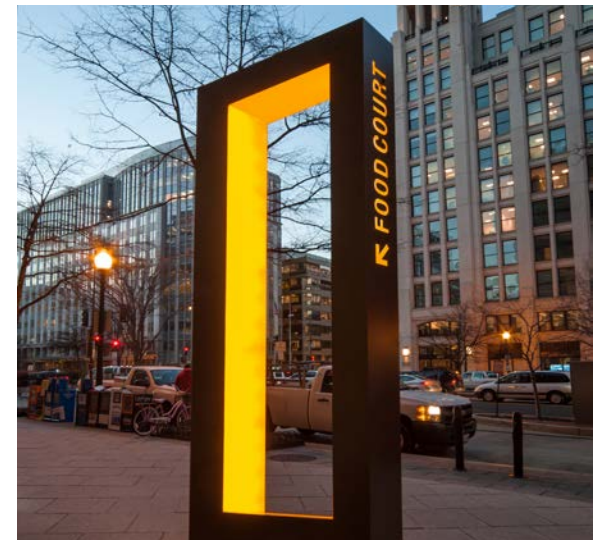
Alternative 3 – Traditional:

Alternative three has a more traditional approach for signage in the sub-area. With having a bold and bright design, this alternative uses a black metal frame, LED lights, and colored metal strips. Doing so allows for a more inviting and playful element to the sign's surrounding locations. With LED lights, it not only can serve as a destination

during nighttime, but it also acts as a beacon, lighting the path for visitors.

Recommendation

With input from survey participants, 42% favored the modern industrial alternative (Figure 3-29 for select signage). The modern industrial design passes the first two criteria set in this plan. First, it complements the activities taking place at the redevelopment of Mindiola Park by offering information on the park as well as clear pedestrian and vehicular directions to the park. Second, the recommendation encourages for the high importance of pedestrian orientation and navigation. However, the potential exists for a



Signage example showing color and lighting techniques proposed in recommendation.



Figure 3-29: Elevation and perspective of Modern Industrial signage recommendations

hardship to occur for local businesses and residents as one can vandalize these signs. Additionally, it does not fully complement the surrounding redevelopments along Sunset Drive as the purpose of this signage is to establish an identity and sense of place for the sub-area.

Additional wayfinding options and locations are below (Figure 3-30):

- Gateway signage should be at key street intersections that highlight
- Destination/informational signage is another type of signage

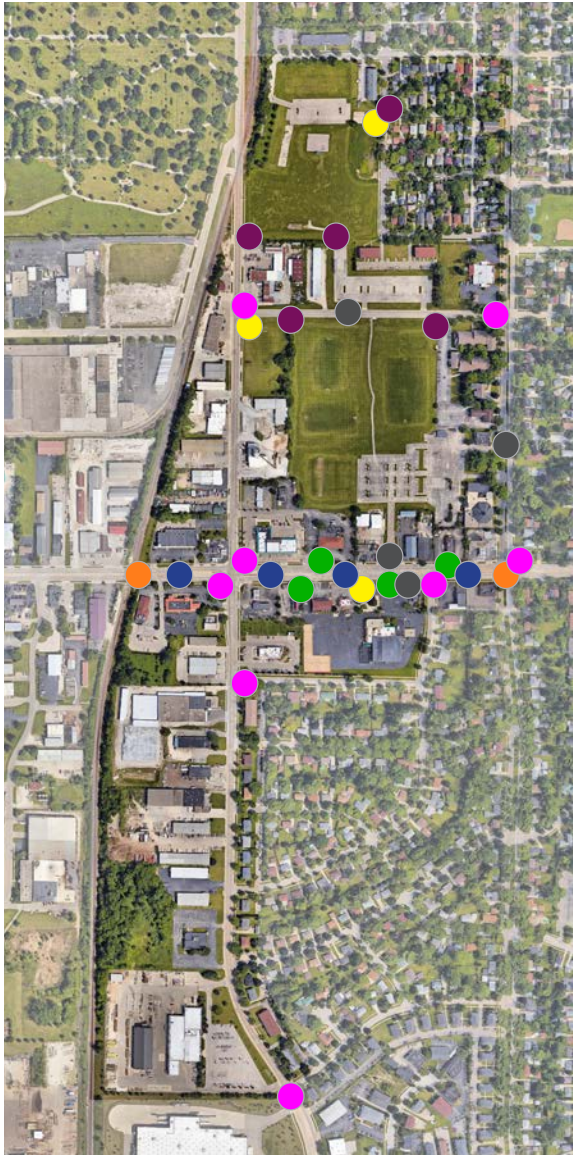
the entrance to the sub-area in order to be a welcoming space for visitors. Potential intersection locations include the following: South Grand Avenue and West Sunset Drive, and South West Avenue and West Sunset Drive. Gateway signs should be high enough to be visibly seen to automobile and non-automobile users.

that calls attention to right-of-way users to a destination of importance, providing information on surrounding businesses, recreational spaces, and history of the region.



Signage example illustrating wrapped metal techniques

- Trail signage will be along trails within the sub-area. These signs should give direction and an overall understanding of the importance of the location. Additionally, rules, such as a prohibition of smoking, littering, and having burn pits, must be on the sign.



- Directional signage should be strategically along major roads, such as West Avenue and Sunset Drive, to help clearly direct pedestrians and vehicles throughout the sub-area.
- Park signage should be at important locations to identify the Mindiola Park redevelopment to residents and vehicles. Parking signage should also identify public parking areas within the area. Specific parking areas include the following: the Mindiola Park redevelopment and any consolidated public parking areas along Sunset Drive.
- Local signage should connect the sub-area with recent signage improvement within the City.

- Gateway
- Destination/ informational
- Trails
- Local banner
- Directional
- Mindiola Park
- Parking

Figure 3-30: Proposed wayfinding signage locations

3.7 Property Assessment & Financing Techniques

Property Assessment

To better understand the characteristics of properties within the sub-area, the project team sought to assess all parcels on several variables, such as size, land use, property value, and blight. The first variable tested was the size of each parcel. As expected, the largest parcels fall within Mindiola Park, totaling over 14 acres. Disregarding Mindiola Park, the average parcel size is 1.19 acres, with commercial and industrial properties commonly larger than residential properties (City of Waukesha Property Information, 2020).

Next, the project team found the following information relating to the value of each parcel: land value, improvement value, and county assessed value. First, not all properties have land, improvement, or county assessed values. City-owned parcels, such as Mindiola Park, and non-profit organizations, such as the First Assembly Church of God, do not have properties. In the case of City parcels, the City generates zero dollars from property taxes, whereas parcels of non-profit organizations typically enter into a

payment in lieu of taxes agreement. Of all parcels having a land value, the average land value is \$237,925 per parcel. As expected, larger parcels have a higher land value. Next, the average improvement value per property is \$436,524. While \$436,524 in improvement value seems large, there are wide disparities among parcels. The multi-family parcels along West Avenue, for example, have an improvement value of \$212,300, while the U-Haul property along West Avenue has an improvement value of over \$4.4 million. Lastly, the county assessed value represents the sum of a parcel's land value and improvement value. Therefore, the average value of a parcel is \$666,513. Commercial properties, for the most part along Sunset Drive, have a parcel value over the average, where residential properties are below the average. In addition to physical characteristics, the uses at each parcel are important, such as the availability of green space, public activity, and parking. Excluding the City-owned parcels, most commercial and industrial parcels lack green space available for public use or their employees. However, most of these parcels have a parking lot in addition to on-street parking. With parking lots,

approximately two-thirds of commercial and industrial parcels have parking in front of, behind, and on the sides of the principal building. Another 22% of parcels have parking in front of the principal building, while the remaining 12% of parcels have parking only behind the principal building. The final parcel characteristic is the distance of the principal building from the street. On average, a building in the sub-area has a setback of 62 feet.

Existing Financial Conditions

The City of Waukesha uses several financing techniques to fund capital projects. According to the City's Consolidated Audit and Financial Report (CAFR), the City has the following funds dedicated for the appropriation of funds:

- General Improvement Capital Projects Fund,
- Public Works Improvements Capital Projects Fund,
- Municipal Facilities Capital Projects Fund,
- Fleet Replacement Capital Projects Fund, and

- Capital Projects Funds for Tax Incremental Financing (TIF) Districts 9-25 (City of Waukesha Consolidated Annual Financial Report, 2018).

In the City's 2020 Community Investment Program (CIP), a five-year forecast of funding sources by year is calculated by the type of capital project. Ten-year general obligation bonds represent over 72.1% of funding for the City's Governmental Fund from Fiscal Years 2020-2024. In turn, resources from 20- and 30-year Clean Water Fund Loans represent 86.0% of funding for the City's Enterprise Funds. Additional data is on page four in the hyperlink above. An enterprise fund tracks government resources in a business-like environment, while a governmental fund includes resources not used in an enterprise or fiduciary fund (City of Waukesha Community Investment Program, 2020).

Of all recent capital projects in the sub-area, the project arguably most impactful is the redevelopment of Mindiola Park. As discussed earlier, the intent towards the redevelopment of Mindiola Park is to make it a catalyst for the future redevelopment of the sub-area. While the redevelopment of

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Mindiola Park has not started, and may have a delay due to the COVID-19 pandemic, discussions for financing the project began years ago (City of Waukesha Mindiola Park Proposal, 2018).

The initial proposal was to construct a baseball stadium and soccer facilities, with funding coming from the amendment of the TIF District 14 boundary. The original boundary of TIF District 14 encapsulates a nearby redevelopment project along Sunset Drive named The Shoppes at Fox River, as shown in Figure 3-31. With amending TIF District 14, it allowed for the proposed baseball team to pay \$252,000 per year using a payment-in-lieu-of-taxes agreement. The accumulation of remaining funds would occur through tax increment for the TIF District lifespan (City of Waukesha Mindiola Park Proposal, 2018).

However, reservations from elected officials over amending TIF District 14, along with creating a specialized TIF District over the sub-area, did result in the initial concept plan for Mindiola Park to be adjusted. As shown earlier in the proposed concept plan, Mindiola Park will consist exclusively of soccer fields.

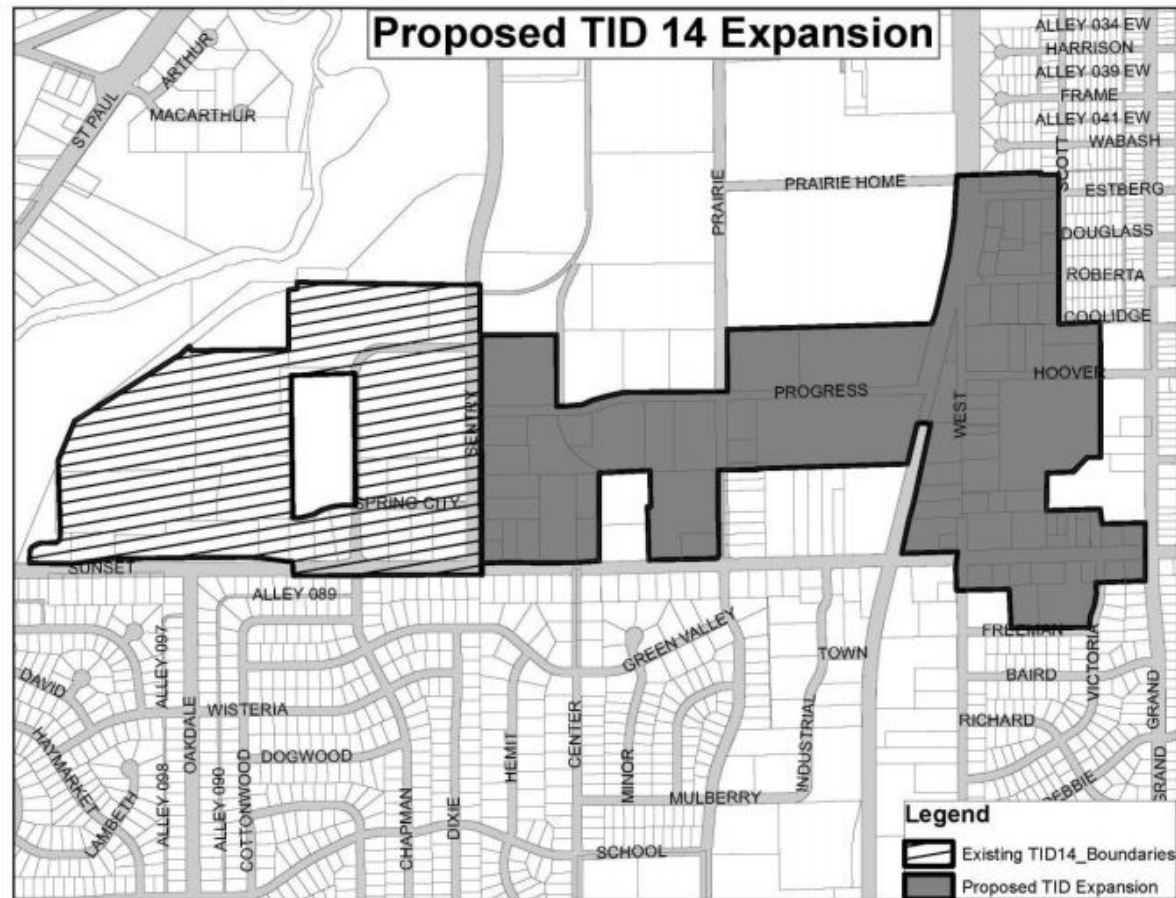


Figure 3-31: Proposed TID 14 Expansion (Ehlers, 2018)

Although financing strategies are not final for the proposed park renderings, elected officials did state that several of the financing options in Table _ will help finance the new redevelopment plan (Spoto, 2019).

Tax Incremental Financing

In determining whether the sub-area should become a Tax Incremental District (TID) or redevelopment district, the project team made the determination based on several factors.

Factors such as the effectiveness of obtaining financial support, the time it takes to accumulate funds, and political feasibility did result in the conclusion that the City should place the sub-area under a redevelopment district. The following will discuss the strengths and weaknesses of a TID and redevelopment district from a financial perspective.

Existing Conditions

As referred to in Section 1.5, the current concept plan for Mindiola Park is not the original plan. Under the original plan of creating baseball fields, the City sought to finance it through tax incremental financing (TIF). In TIF, the City was to amend the boundary of TID 14, situated directly west of the sub-area along Sunset Drive (Ehlers, 2018). Figure __ presents the original and proposed TID 14 boundaries.

The original Mindiola Park plan sought to build \$12 million in improvements, such as constructing a baseball stadium and related infrastructure. Second, the City would transfer property belonging to Big Top Baseball, the baseball organization using the new baseball stadium. In transferring property from the City to

a private organization, it would now be a taxable asset that the City could obtain tax revenue (City of Waukesha Mindiola Park Proposal, 2018). As stated earlier, City-owned properties are tax exempt. Third, Big Top Baseball, through a payment in lieu of taxes agreement, would pay a total of \$12 million in tax increment for seven years. Upon the payment of \$12 million, the City would enter into a lease payment agreement with Big Top Baseball, where the baseball organization would pay for using the park facilities (City of Waukesha Mindiola Park Proposal, 2018).

Even though City officials approved the financing plan for the TID 14 expansion, the City Joint Review Board did not approve. According to state law, the creation of a TID or amending the boundary of an existing TID requires the approval from the organization's joint review board (State of Wisconsin, 2020). According to the Joint Review Board, the costs put forth in redeveloping Mindiola Park does not result in a significant return on investment (Spoto, 2019). Although research has shown that the redevelopment of the park results in an increase of the value of properties around said park, the fact

that most of Mindiola Park would remain tax-exempt would pose an additional fiscal strain on the TID (Spoto, 2019). As such, accumulating development costs on parcels that are tax-exempt would pose additional pressure on neighboring properties that are not tax-exempt to cover costs – a burden considered too great by the Joint Review Board.

Proposed Recommendations

The first proposal aims at placing the sub-area into a TID. According to state law, several requirements must occur before the creation of a TID occurs. The first is passing the “but for” test, meaning that without a TID, projected development in the sub-area would either not occur or not occur to the extent or timeframe that the City seeks (Ehlers, 2019). In disseminating property assessment data for the sub-area, it is apparent that some parcels that are suitable for development or redevelopment have been vacant for at least 15 years, due in part to inadequate infrastructure available. Using TIF, we expect that it will provide the necessary infrastructure enhancements that can encourage the development of vacant properties. Next, research from the TID 14 expansion

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found that due to the high costs of development in the sub-area, such as site preparation and streetscape enhancements, the investment will not occur solely from the private sector. In turn, public investment is necessary to finance all of the expected development costs in the sub-area. Lastly, TIF is necessary to heighten new development in the sub-area. According to net new construction data in the sub-area from 2014-2018, an average net new construction rate of 0.86% took place each year (Wisconsin Department of Revenue, 2018). The establishment of TIF is likely to increase the percentage.

Second, state law requires that at least 50% of real property in a TID have at least one of the following:

- A blighted region.
- Needs "rehabilitation or conservation work."
- Suitable for industrial and mixed-use development (Wisconsin Department of Revenue, 2019).

According to property assessment data, over 50% of the sub-area is zoned industrial or is suitable for industrial use, and can allow for mixed-

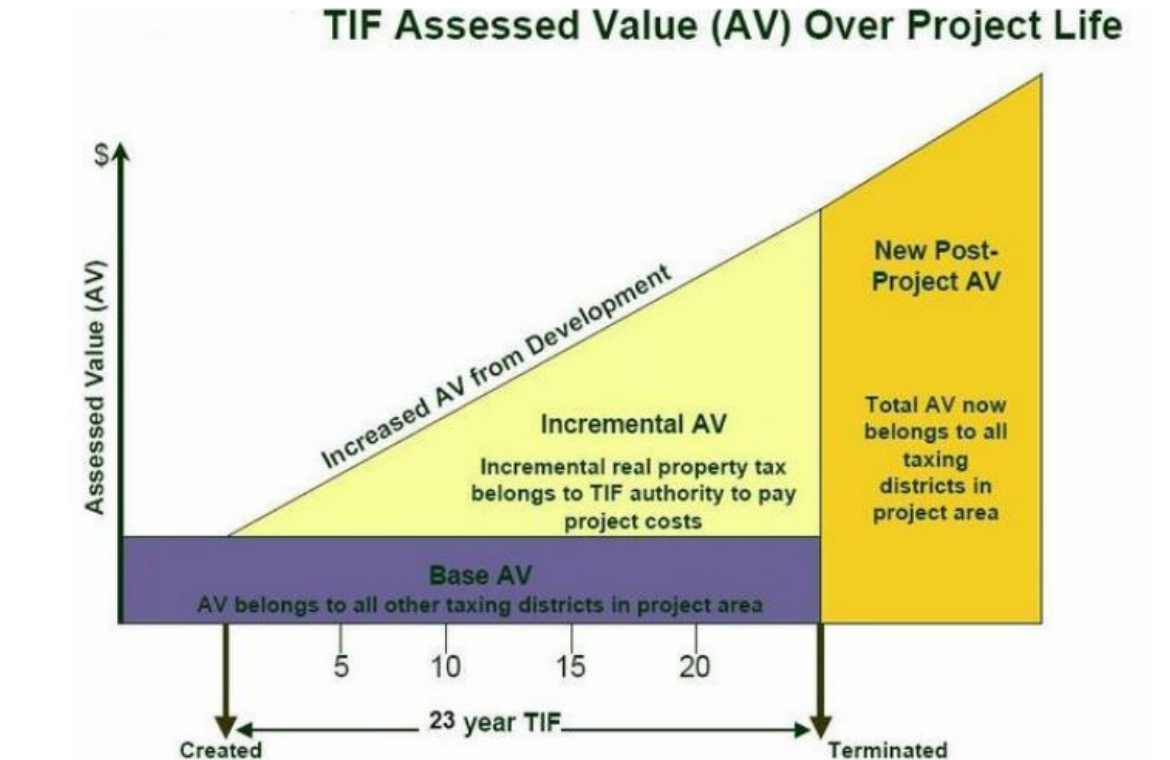


Figure 3-32: Proposed TID 14 Expansion (Ehlers, 2018)

use development. Lastly, state law requires that no more than 12% of a municipality's equalized value can be within a TID at the same time (Wisconsin §66.1105(4gm)(4c)). Using most recent budgetary information, approximately \$284.7 million in equalized value is under a TID, representing only 4.44% of total City equalized value. With the sub-area under a TID, 4.63% of City equalized value would be under a TID, thus

meeting state limits (City of Waukesha Annual Budget, 2020).

Recommendations

Establishing a TID is a useful way of increasing the value of property in a region. When creating a TID, one of the first steps the City needs to explore is determining the length of the TID. While state law allows a municipality

to extend the life of a TID under specific circumstances, establishing the termination date of a TID allows for better financial management Tax Incremental District Extension Types, 2020).

The average life of a City TID is 23 years (Active Tax Incremental Districts, 2018). Figure 3-32 provides a conceptual view of the financing strategies behind a TID. There are three dimensions of the graphic below. First, there is a base assessed value. The base assessed value is the current value of all properties in the sub-area at the creation of a TID (City of Waukesha Mindiola Park Proposal, 2018). Second, there is an incremental assessed value. With TIF inciting more development in the sub-area, the cumulative assessed value of all properties is likely to increase over the lifetime of the TID. Third, there is the new post-TID assessed value. During the lifetime of the TID, all taxing jurisdictions in the sub-area can estimate their tax rates using only the base assessed value. For example, if a property has a value of \$250,000 in the first year of the TID, taxing jurisdictions will use the \$250,000 figure throughout all years of the TID. Once the TID closes, all taxing authorities can include the incremental

assessed value in calculating tax rates (City of Waukesha Mindiola Park Proposal, 2018).

There are several financial advantages in the sub-area becoming a TID. First, with the addition of soccer fields in Mindiola Park, it allows for the City to obtain revenue from athletic rentals and community events housed within the park. Second, having Mindiola Park serve as a fixture for future development and redevelopment of the sub-area, it can support local businesses in the sub-area by promoting economic vitality. For example, a TID can provide local businesses with more capital to make investments to their properties, such as making façade improvements or other land improvements. Third, establishing a TID allows for an investment in additional infrastructure and developments in the sub-area, such as streetscape improvements. Doing so can integrate the sub-area with other portions of the City and Town of Waukesha. Lastly, creating a TID enables the City to generate non-tax revenue to support Mindiola Park and future enhancements within the sub-area. Overall establishing a TID meets our criteria of not imposing economic hardships for residents, providing financial resources to promote

an expansive transportation network. The remaining criteria – creating a land use plan that is compatible for other regions of the City, and requiring wayfinding and design standards – do not apply to this recommendation.

The project team does not recommend creating a TID due to one primary reason – political feasibility. The original TID proposal failed as the City Joint Review Board felt the value of properties in the sub-area would not meet desired expectations (Spoto, 2019). Even though research can support the theory that constructing streetscape enhancements, for example, increase neighboring property values, this approach was similar to the theory that was ultimately rejected by the Joint Review Board (Spoto, 2019). With the redevelopment of Mindiola Park to begin in earnest, it is necessary to have an immediate financing plan that can support the future redevelopment of the sub-area with new programming and events occurring at Mindiola Park. A political fight could not only diminish the political and fiscal capital in planning for future improvements in the sub-area, but it could prolong the timeframe for enhancements to occur.

Redevelopment District

Proposed Recommendation

For the sub-area to be a redevelopment district, state law requires that a majority of the properties must have blight and be in need of rehabilitation (Wisconsin §66.1333(2m)(b)). The state law, shown in Appendix 2, highlights the definition of a region and property that has blight. Blight can come in a variety of forms, such as a property having environmental concerns, inadequate access for vehicle and pedestrian mobility, and having deteriorating façade components.

Overall, the project team finds that the sub-area is suitable to be a redevelopment district as it meets state requirements. Appendix 3 shows a parcel-by-parcel analysis of the following blight conditions:

- Age of buildings.
- It no longer suits the original purpose of the building.
- Inadequate street or property layout.
- Unsafe living conditions.

- Outdated platting.
- Ownership diversity.
- Deteriorating site structure and improvement conditions.
- Hinders sound growth.

The results shown in Appendix 3 depict several outcomes. First, several parcels are not being used to its highest capacity as outlined in the City's Code of Ordinances. Second, there are physically- or visually-blighted properties that hinder the development growth of nearby properties. As stated earlier, an average of only 0.86% of net new construction occurs within the sub-area each year (Wisconsin Department of Revenue, 2018). Third, there are environmental concerns due to a significant number of parcels that have soil contamination. With existing soil contamination, it limits the extent of redevelopment that can occur. Lastly, there are significant transportation problems that not only reduce multi-modal transportation within the sub-area but also lessen the growth and redevelopment of the sub-area.

Recommendation

In deciding to recommend a redevelopment district for the sub-area, there were two factors to consider. First, a majority of parcels have blight and are in need of rehabilitation. Second, it opens the door for additional financing mechanisms. In sum, the following provides a list of potential funding sources upon creating a redevelopment district:

- Private capital.
- Private loans.
- Tax increments.
- State and federal grants.
- Private sector foundation grants.
- Utility funds (Vandewalle & Associates, 2016).

With establishing a redevelopment district, state law also allows the City to finance improvements in the sub-area through community development authority (CDA) bonds. CDA bonds, which the City Council would authorize, is similar to other bonds in that it provides additional capital to the City in financing improvements in the sub-area (Cosson & Gunderson, 2018).

Lastly, the following is a list of state and federal programs to assist in financing a redevelopment district. A description of each program is in Appendix 4.

- Blight Elimination and Brownfields Redevelopment Program.
- Community-Based Economic Development Program.
- Community Development Projects Program.
- Community Development Block Grant for Economic Development Revolving Loan Fund.
- Main Street Program.
- Ready for Reuse Loan and Grant Program.
- Site Assessment Grant Program.
- Stewardship Program (Stockham Consulting, 2008).

Furthermore, a redevelopment district not only promotes redevelopment in the sub-area, but it also provides financial resources to enhance multi-modal transportation connectivity. Overall, establishing a redevelopment district does not impose economic consequences on residents and business owners. In fact, a property being within a redevelopment district

enables it to have access to local, state, and federal resources. Additionally, a redevelopment district provides the City with financial resources to produce the streetscape enhancements in Chapter 3-5. The other criterion do not apply to this recommendation.

Other Funding Strategies

Besides establishing a redevelopment district, there are different financing strategies that the City can explore. Based on prior conversations with City staff, they sought financing strategies for each of the following areas: infrastructure funding, parks and recreation funding, and general redevelopment. Appendix 5 provides a table of the grants, loans, and other funding strategies within each of the previous areas.

3.8 Intergovernmental Coordination

Existing Intergovernmental Cooperation between the City and Town of Waukesha

Under Wisconsin's 1999 Comprehensive Planning Law, municipalities must include at least nine elements into their smart growth comprehensive plans – one of which is intergovernmental cooperation (UW-Extension, 2000). According to the Wisconsin Department of Administration (DOA), the "Intergovernmental Cooperation Element creates an opportunity for [communities] to coordinate with other communities and governmental units to promote consistency between plans" (Department of Administration, 2002). Since the adoption of the 1999 law, there were questions over whether intergovernmental cooperation agreements were a requirement by law. Per Wisconsin State Statute 66.0317, it does not require municipalities to establish cooperation agreements with other governmental units. However, the law does state that municipalities must "consider intergovernmental relationships and develop ways to resolve conflict" (Wisconsin, 2001).

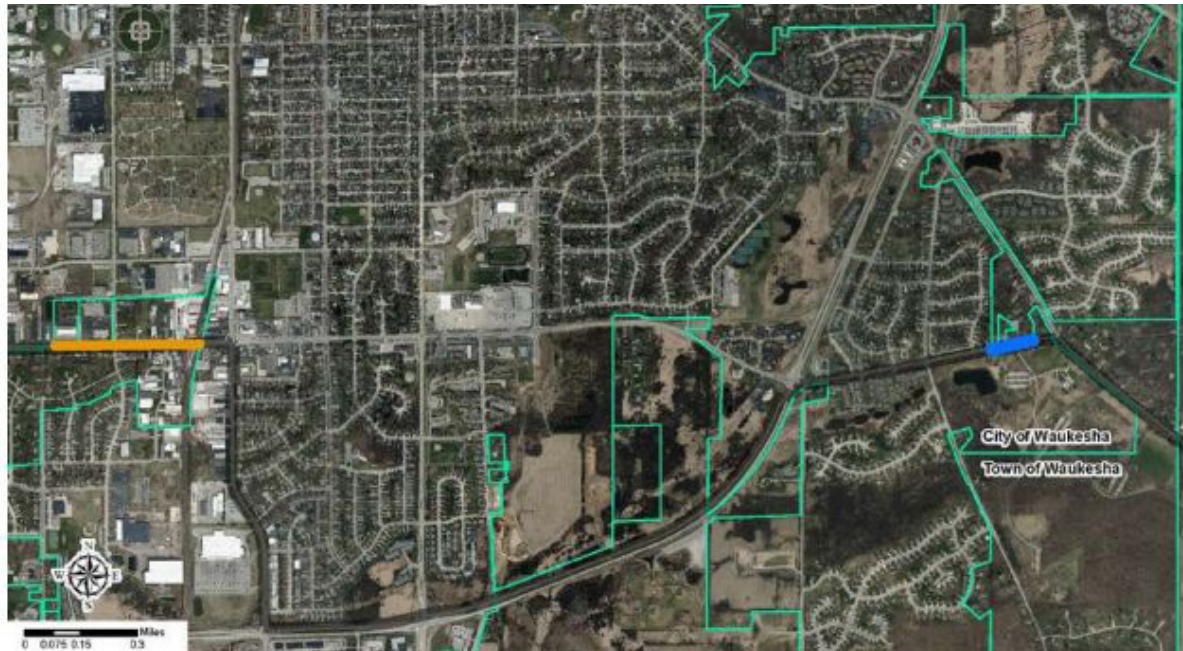


Figure 3-33: Town of Waukesha Water Mains (Waukesha Water Utility, 2019)

Municipalities can enter into a cooperation agreement with a variety of other actors, such as nearby governmental units, counties, regional planning commissions, or school districts. According to the DOA, the following are benefits for municipalities having an intergovernmental cooperation agreement:

- A reduction in costs by improving efficiency.
- Addressing local and regional issues.
- Identify conflicts at an early stage to reduce future problems (e.g., political, fiscal, etc.).
- Less likely for issues to enter into litigation.
- Greater consistency and understanding of mutual goals and objectives.
- Greater trust between governmental units.

- Street-level bureaucrats produce more efficient and higher quality of services to citizens (Department of Administration, 2002).

An example of an intergovernmental cooperation agreement between the City of Waukesha and the Town of Waukesha relates to water utility, as shown in Figure 3-33. While the City has already been in a water utility agreement with the City of Franklin, in 2019, the City went into an agreement with the Town to provide water services to Town residents.

The following describes the terms and conditions within the cooperation agreement.

- Allows the City to “install, maintain, and to repair and replace as needed,” water mains within the Town.
- Establishes Town rights and correspondence with third parties relating to water mains within Town boundaries.
- Declares that water mains serving Town properties are of City ownership.
- The City must restore streets upon any work done on water mains within any jurisdiction.
- City inspectors are responsible for inspecting roadways for municipal, state, and federal compliance.
- Establishes warranty for water mains and applicable roadways one year after an agreement between the City and contractors occur (Waukesha Water Utility, 2019).

RECOMMENDATIONS

In addition to the zoning, land use, and streetscape recommendations for the sub-area, the City sought recommendations of promoting mixed-use development and greater continuity along Sunset Drive for the properties within the Town of Waukesha, shown in the following figures. With the City exercising extraterritorial zoning jurisdiction over the adjacent Town properties, it allows the City to propose the zoning and land use for each property.

The planning team first made a careful analysis of each Town property through both visual and analytical assessments. When conducting our site visit of the region, it was apparent that, when commuting on Sunset Drive, the look and feel of the adjacent properties along the road were different. While properties directly north of Sunset Drive have a commercial land use, the properties to the south of Sunset Drive had some commercial properties. However, the remaining were single-family homes. Next, properties along Industrial Drive comprise primarily of industrial and warehousing uses – comparable to neighboring properties

in the sub-area. Lastly, all adjacent properties off of Prairie Avenue and Center Road consist of subdivision lots of single-family housing, shown in the following figures.

For analytical assessments, the major takeaway was that property assessments for Town properties were different to assessments in the sub-area with the same land use. For example, a single-family Town property along Sunset Drive has an average land value of over \$318,000, while the average land value for properties in the sub-area is roughly \$204,000. One reason for the difference is that the average Town residential parcel size is 0.10 acres larger. Additionally, these single-family homes in both jurisdictions

Property Characteristics of the Sub-Area and Town of Waukesha

	Sub-Area	Town of Waukesha
Average Parcel Size	1.30 acres	1.40 acres
Average Land Value	\$204,467	\$318,106
Average Improvement Value	\$368,317	\$533,561
Average Assessed Value	\$572,784	\$851,667

Property Characteristics

also have similar architectural façade components, albeit residential buildings in the Town are slightly newer than residential buildings in the sub-area. Lastly, the commercial properties within both areas have nearly identical front yard setbacks with parking in the front of the principal building.

Zoning Recommendations

After careful analysis, all adjacent properties along Sunset Drive must have a commercial zoning classification. Since two new development sites along Sunset Drive already took place, such zoning recommendations must be consistent to promote a contiguous commercial corridor. For example, The Shoppes at the Fox River, one of the two new development sites along Sunset Drive, is only three blocks to the west of the Town of Waukesha. Having residential properties block the connection of other commercial properties on either side of the Town, as shown in Figure 3-34, is not only visually unappealing but is has the potential to influence commercial activity along the corridor.

Lastly, we recommend that all properties not having a Sunset Drive address remain single-family or industrial.

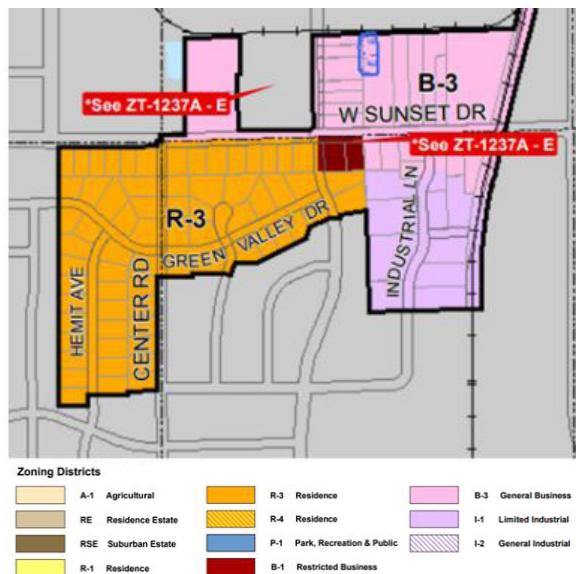


Figure 3-34: Town of Waukesha Zoning Map (Waukesha County, 2009)

For example, as a high degree of commercial properties line Sunset Drive, having a nearby residential base is essential to continue business activity in the region.

Land Use Recommendations

The first recommendation is that all residential properties along Sunset Drive transition from a Low-Density Residential land use to a Mixed Use land use classification. As shown in Figure 3-35 all other commercial properties along Sunset Drive also have a mixed-use classification. There are several reasons

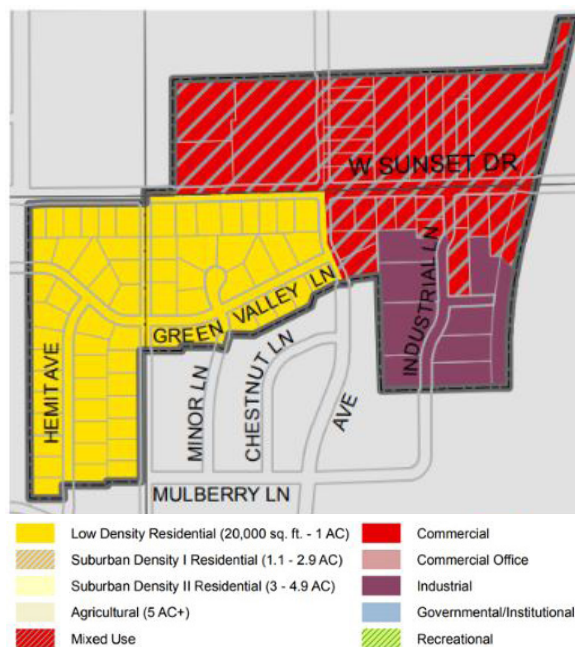


Figure 3-35: Town of Waukesha Land Use Map (Waukesha County, 2017)

why the conversion of all properties connecting Sunset Drive should be mixed-use. First, it provides more uniformity of properties to help enhance the streetscape and pedestrian elements of the region. Second, having more residential locations at and near Sunset Drive will add more prospective customers to various commercial establishments. Third, it provides the least amount of disruption for stakeholders.

One caveat, however, pertains to the size of each property. Given that the existing residential lots range from 20,000 square feet to one acre, it may not be large enough to support certain commercial establishments (Town of Waukesha, 2018). Therefore, while all permitted and conditional uses within the MM-1 Mixed-Use Manufacturing District in the City shall apply to these existing residential properties, the combination of properties may be necessary. If a property owner or developer seeks to combine properties, it should follow City protocols by submitting a request to the City Plan Commission for review.

Second, although it is a zoning recommendation, we propose all existing and future mixed-use properties in the Town to following the following guidelines for the B-3 General Business District. Doing so will better support the land use proposals discussed earlier. For example, requiring parking spaces behind a building promotes a more pedestrian-friendly commercial environment.

- Street setback.
- Side setback.
- Rear setback.

04_ CONCLUSION

- Building height.
- Lot area.
- Lot width.
- Street parking setback.
- Parking side setback (City of Waukesha 22.35 B-3 General Business District, 2020).

All Town properties along Sunset Drive must follow these guidelines. For example, with our streetscape recommendations in Figure 3-36 for Sunset Drive, a future goal is to have the same streetscape enhancements occur for the portion of Sunset Drive within the Town. By having a uniform street setback, it provides an adequate amount of space to install streetscape enhancements in the future. Additionally, with buildings having street parking and parking side setbacks, it promotes the walkability of the corridor and can better support our wayfinding recommendations. Lastly, it is important to mention that the permitted uses, conditional uses, and property dimensions for all remaining Low Density Residential and Industrial properties within the Town stay the same. Given that these requirements are nearly identical to their RS-2 Single-Family Residential, M-1 Light Manufacturing,

and M-2 General Manufacturing counterparts in the City of Waukesha, the most optimal conclusion is to keep these existing guidelines.

Streetscape Enhancements

Finally, the City Department of Community Development seeks streetscape enhancements for the properties along Sunset Drive. As only one major corridor exists in this region – Sunset Drive – the streetscape recommendations for Sunset Drive in the sub-area shall extend into the Town.

Currently, Sunset Drive is a five lane road that is approximately 100 feet from both right-of-ways. With each lane being 13 feet in length, along with adjacent properties having deep setbacks, it reinforces the perception of Sunset Drive being a commuter street

instead of a place of destination. Based on resident feedback on streetscape enhancements, we recommend Sunset Drive having the same streetscape enhancements in both the City and Town. By including bicycle lanes and high visibility crosswalks, for examples, it promotes the image of Sunset Drive to be a continuous commercial corridor that connects the sub-area to other areas of the City. As there are several commercial establishments in the Town along Sunset Drive, promoting pedestrian travel can also improve the business climate of the area.

Lastly, as shown in Figure 3, there is a small reservoir directly behind the Culver's restaurant along Sunset Drive. Currently, there are no direct access points to the reservoir and parkland off of Sunset Drive. Given that a sliver of the parcel extends south along the eastern

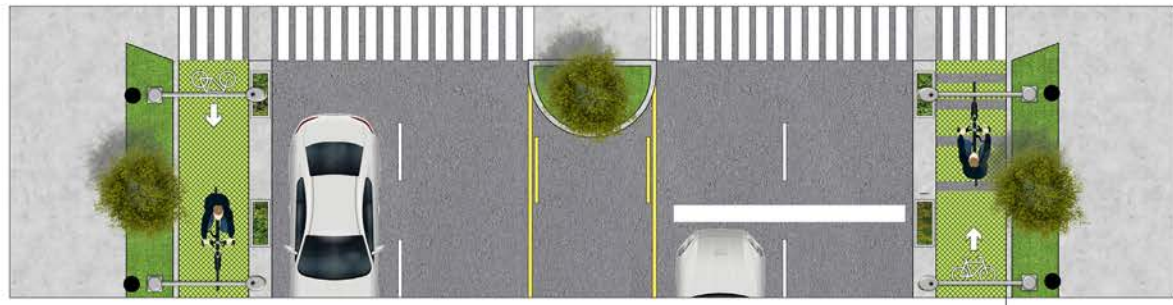


Figure 3-36: Concept Plan of Sunset Drive Enhancements

edge of Culvers, it is large enough to support a trail system that connects it to Sunset Drive. Not only would having a small open space area be a fixture for residents living near the area, but it can be another point of destination to bring more visitors into the region, supporting local establishments along the way.

Summary

Creating zoning, land use, and streetscape recommendations in the Town have several advantages. First, it encourages Town properties, particularly along Sunset Drive, to form a cohesive corridor that encourages development and similar aesthetic requirements. Second, having streetscape enhancements along Sunset Drive improves the functionality of multi-modal transportation access. A significant consequence of the previous recommendations is implementing it. Since these recommendations are for another governmental unit, the City would have little control over implementing these measures.

Overall, the intergovernmental cooperation recommendations meet most of our criteria. First, establishing similar zoning and land use guidelines

in both the sub-area and Town allows it to be complementary to one another to incite greater development and redevelopment in the region. Second, having the same streetscape enhancements along Sunset Drive as in the sub-area allows for similar transportation and wayfinding standards along the commercial corridor. However, it is possible that the first criterion is not met. Since some residential properties in the sub-area will now have a commercial land use, it could force the relocation of some residents.



CONCLUSION

4.1 Conclusion

SECTION 04

4.1 Conclusion

To implement all action steps within this document, it depends on the commitment and carry-through of all stakeholders. The main stakeholders are the City of Waukesha – namely the Community Development and Park and Recreation Departments; elected officials; and key stakeholders – business owners, residents, and other groups organizing within the sub-area.

Before going further, it is important to recognize that this document represents the perspectives of City staff and residents at one point in time. Due to the COVID-19 pandemic, it can be difficult to forecast if the City has the fiscal health to initiate our recommendations. For example, if the pandemic were to occur well into 2021, it could push the timeline for future redevelopments due to the availability of financial and developmental resources. Additionally, while many residents completed our community engagement survey, their wants and needs for the sub-area can evolve. Therefore, should stakeholder perspectives change over time, the goals and objectives of this plan must be in unison with other City documents, such as its Comprehensive Plan.

With implementing this plan, we recommend the City create a task force comprising of both City staff and property owners of the sub-area. Preferably, there will be at least one residential, commercial, and industrial property owner on the task force. Since some of our recommendations, such as streetscape and façade improvements, have different effects due to the land use of property, all interests must have representation. The goal of the task force is to:

1. Prioritize which recommendations the City should implement first. Action steps that involve fewer capital resources and can occur sooner should have a greater priority. For example, the City seeks wayfinding structures in the sub-area to be similar to structures in the Downtown. Reaching out to the contractor of previous wayfinding structures could streamline the process. The remaining action steps – those that take longer to implement or those that require additional resources – should have careful planning to meet the short- and long-term interests of stakeholders.
2. Create a plan for implementing each recommendation. Many of our recommendations require the support of other departments, such as the City Department of Public Works constructing our streetscaping improvements. Therefore, the task force must determine which internal and external groups are necessary for carrying out each recommendation. Additionally, the task force must receive the trust and support of these groups to meet the goals and objectives of the sub-area.
3. Monitor and evaluate the work of the task force. Some of our recommendations may require the support of various City committees. As such, the components of a recommendation may change to obtain greater political and administrative feasibility. In the event it occurs, the task force should monitor and evaluate any revised recommendations to the goals and objectives for the sub-area. Additionally, the task force should monitor the scope and usefulness of the goals and objectives over time. For example,

if there is an increased ambition by the City to improve multi-modal connectivity in the region, creating a separate task force that focuses solely on implementing multi-modal connections may be necessary.

In discussing our recommendations and the need for a task force, we conclude by saying that it is important that this master plan faces scrutiny and edits from others. Regardless of the COVID-19 pandemic, perceptions for the sub-area changes. The resources necessary for implementing each recommendation changes. The timeline for completing each recommendation can change. As such, the engagement and conviction of all stakeholders are necessary to make this master plan a reality. The intention of the master plan is not to accumulate dust on a shelf. It aims to be a working document that assembles the goals and objectives of different parties in making Mindiola Park and the sub-area a fixture of the broader City of Waukesha. With everyone's help – anything is possible.

Appendix

Appendix 1:

Sunset Drive and West Avenue Sub-Area Community Survey.

Part 1. Background questions

Question 1. What answer best describes you?

Majority of respondents live in or near the sub-area or in the City of Waukesha. Business owners, property owners, and people who live outside the City also responded to the survey.

Question 2. What are your top reasons for locating in the sub-area?

Participants top reasons for locating in the Sub-Area were restaurants, recreation, and entertainment. Other comments beyond the survey options included affordable housing prices, family, location, near work, low taxes, and shopping.

Question 3. Which projects would you like to see in the area?

Participants would like to see green space, pedestrian connections, and community events in the Sub-Area. Other comments beyond the survey options included cleaning up the appearance of the overall area, less parking lots, increase safety, locally owned restaurants and businesses, and more commercial and less industrial.

Part 2. Finance questions

Question 4. Would you be willing to pay more in taxes if it means more streetscaping and physical improvements in the sub-area?

Participants would be willing to pay more in taxes if it means more streetscaping and physical improvements of the sub-area.

Question 5. If the City offers greater facade and housing improvement grants to you, describe the likelihood of redeveloping your own property.

More participants said they would likely redevelop their property if the City offers greater facade and housing improvement grants.

Part 3. Sub-Area Plan questions

Question 6. What use would you like to see Redevelopment site #1 converted into? (Gas Station)

Participants top choices were a restaurant, coffeehouse, and bookstore for Redevelopment Site #1. Other comments beyond the survey options included rental/hall space, ice cream shop, youth center, carwash, and bike rentals.

Question 7. What use would you like to see buildings along West Avenue converted into?

Participants top choices were retail space, restaurants, and event space for redeveloping buildings along West Avenue. Other comments beyond the survey options included community center, indoor recreation, community garden,

car wash, activity space, apartments or townhouses, and homeless shelter.

Question 8. Rank the three wayfinding design options (1 being your first choice and 3 being your last choice).

Modern industrial wayfinding signage was the most popular choice with 104 participants ranking it as their first choice. Other comments beyond the survey options included easy to read signage and signage that does not obstruct the view. There were also many positive comments for the Rusted Industrial signage option.

Question 9. Which streetscaping option would you prefer for Sunset Drive?

Sunset drive streetscaping option 2 was the most popular choice for respondents. Option 2 proposes a protected bike lane with a curb and planter boxes. Additionally, there will be pedestrian refuge islands within the middle two-way turn lane that has high visibility crosswalks and pedestrian yield signage. The center median is an added opportunity for landscaping by introducing a more tree edge or shrubs. This alternative introduces more complete street designs by introducing bike users and enhancing pedestrian safety. Other comments beyond the survey options included concerns for cost to taxpayers, and some want a bike and pedestrian friendly environment while others do not want bike lanes.

Question 10. Which streetscaping option would you prefer for West Avenue?

West Avenue streetscaping option 2 was the most popular choice for respondents. Option 2 proposes two lanes of

traffic with parking on one side to assist with adjacent manufacturing businesses. On the opposite side of the street, there is pedestrian lighting and a deep bioswale to act as an aesthetic buffer for Mindiola Park and help with stormwater management for Minidola Park. Other comments beyond the survey options included safety concerns, additional landscaping, and dislike for bike lanes.

Question 11. Which streetscaping option would you prefer for Freeman Street?

Freeman Street streetscaping option 2 was the most popular streetscaping choice. Option 2 provides residents a protected bike lane heading west and a shared lane heading east. This option also removes on-street parking, which would allow for slower driving speeds to increase bicycle and pedestrian safety. Other comments beyond the survey options included financial concerns with COVID-19, street parking, slow down drivers and increase pedestrian street lighting.

Other comments regarding the sub-area were wanting pedestrian and bike connections, creating a cohesive character in the sub-area, design standards for franchised businesses to blend into the character of the area, branding of the area, preserve independent businesses, additional landscaping to green up the area, no more car dealerships, business incentives for entrepreneurs, reducing deep setbacks, slowing down traffic, adding mixed-use development, taxes are increasing too quickly, fill vacant buildings, updating the sidewalks, reduce the number of curb-cuts.

Appendix Continued

Appendix 2:

Wisconsin §66.1333(2m)(b) – “Blighted area” Definition (Stockham Consulting, 2008).

“Blighted area” means any of the following:

1. *“An area, including a slum area, in which there is a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime, and is detrimental to the public health, safety, morals or welfare.”*
2. *“An area which by reason of the presence of a substantial number of substandard, slum, deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a city, retards the provision of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals or welfare in its present condition and use.”*
3. *“An area which is predominantly open and which because of obsolete platting, diversity of ownership, deterioration of structures or of site improvements, or otherwise, substantially impairs or arrests the sound growth of the community.”*

Appendix 3:

Property and Blight Analysis for Sub-Area and Town Properties

Sub-Area Property Assessments

AREA	Parcel	Vacant Y/N	Size (acre)	Property Class	Industry	Business Name	Property Address	Owner Name	Land Value	Improvement value	County assessed value
SW	354 098		0.4	-	-	-	1420 S WEST AV	WISCONSIN ELECTRIC POWER CO	\$ -	\$ -	\$ -
SW	354 099		1.5	2	Comm.	Waukesha Service Club Thrift Shop	1426 S WEST AV	EUROPA EQUITIES 1426 LLC	\$ 253,800	\$ 480,400	\$ 734,200
SW	354 100		1.4	2	Comm.	Sunset Bank	521 W SUNSET DR	SUNSET BANK & SAVINGS AND SUNSET BANK & SAVINGS	\$ 890,000	\$ 498,100	\$ 1,388,100
SW	354 101		2.1	2	Comm.	Sunset Family Restaurant	535 W SUNSET DR	OLYMPIA-WAUKESHA LLC	\$ 413,800	\$ 514,500	\$ 928,300
SW	353 341		1.1	3	Manuf.	-	1504 S WEST AV	DOM PROPERTIES LLC	\$ -	\$ -	\$ -
SW	353 342		0.8	2	Comm.	U-Haul Neighborhood Dealer/Hair Exposé Suites	1510 S WEST AV	DENNIS L & B E SCHEFUS	\$ 144,000	\$ 233,300	\$ 377,300
SW	353 344		1.4	2	Comm.	Milwaukee Motorwerks	1632 S WEST AV	DRR PROPERTIES LLC	\$ 240,200	\$ 586,700	\$ 826,900
SW	353 345		5.2	2	Comm.	Fuzzy's Southside Pub & Grill	1726 S WEST AV	FUZZY'S SOUTHSIDE INC	\$ 12,000	\$ 186,800	\$ 198,800
SW	353 346		10.1	-	-	We Energies	1830 S WEST AV	WISCONSIN ELECTRIC-GAS CO	-	-	-
SW	353 340 001		4.4	2	Comm.	U-Haul Moving & Storage of Waukesha	-	1450 SOUTH WEST EAT LLC	\$ 774,800	\$ 4,434,300	\$ 5,209,100
SW	353 343 001		1.5	2	Comm.	Premier Plumbing LLC	1624 S WEST AV	EUROPA EQUITIES 1624 LLC	\$ 254,800	\$ 301,200	\$ 556,000
SW	353 343 003		2.2	2	Comm.	Action Fire & Alarm, Inc.	-	EUROPA EQUITIES 1516 LLC	\$ 380,000	\$ 743,500	\$ 1,123,500
SW	353 343 004		1.3	2	Comm.	Engine & Transmission Exchange (ETE)	-	SLIL LLC	\$ 223,800	\$ 296,300	\$ 520,100
NW	335 989		0.3	2	Comm.	Bp Gas Station/BP	520 W SUNSET DR	JT PETROLEUM LLC	\$ 180,000	\$ 141,000	\$ 321,000
NW	335 006		1.6	2	Comm.	Advance Auto Parts/Cousins Subs/U.S. Cellular Authorized Agent - Connect Cell, Inc.	530 W SUNSET DR	GARNI PROPERTIES WI LLC	\$ 733,400	\$ 1,579,900	\$ 2,313,300
NW	335 999		1.0	2	Comm.	NEW TO YOU AUTO	1344 S WEST AV	SPECIALIZED AUTO LLC	\$ 254,600	\$ 78,600	\$ 333,200
NW	335 960		0.8	2	Comm.	The Potter's Shop	1314 S WEST AV	VINION PROPERTY LLC	\$ 193,000	\$ 312,700	\$ 505,700
NW	335 994	X	1.0	2	Comm.	-	1308 S WEST AV	WISCONSIN WINDOW CONCEPTS INC	\$ 234,800	\$ 316,000	\$ 550,800
NW	335 995		1.5	3	Manuf.	Gascoigne	1304 S WEST AV	GASCOIGNE CO	\$ -	\$ -	\$ -
NW	335 004		1.4	2	Comm.	Building Envelope Consultants/128 Automotive/SWVBC	1230 S WEST AV	TYBECCA LLC	\$ 371,600	\$ 303,100	\$ 674,700
NW	335 005		0.4	2	Comm.	Wisconsin Chimney Technicians	1110 S WEST AV	SCHMITTINGER LLC	\$ 44,100	\$ 70,900	\$ 115,000
SE	385 001		0.3	2	Comm.	KFC	331 W SUNSET DR	ARC CAFEUSA001 LLC	\$ 180,000	\$ 487,900	\$ 667,900
SE	385		3.1	2	Comm.	Sunset Bowl Entertainment Center/Cardtronics/Sporties	333 W SUNSET DR	BLM ENTERPRISES LLC	\$ 480,000	\$ 650,300	\$ 1,130,300
SE	385 002		0.8	2	Comm.	Toco Bell	405 W SUNSET DR	TACO BELL OF AMERICA	\$ 352,500	\$ 390,500	\$ 743,000
SE	386	X	1.3	2	Comm.	-	FREEMAN ST	BLM ENTERPRISES LLC	\$ 173,300	\$ -	\$ 173,300
SE	387		0.5	2	Comm.	Chicken Palace Sunset/Tobacco Outlet Plus #563/Crickett Wireless Authorized Retailer	431 W SUNSET DR	KIN PROPERTIES	\$ 270,000	\$ 307,400	\$ 577,400
SE	388		0.5	2	Comm.	Pizza Hut	447 W SUNSET DR	C-O PIZZA HUT M B KUESEL	\$ 244,200	\$ 209,200	\$ 453,400
SE	389		0.7	2	Comm.	Maxx Auto Care Plus/Shell	461 W SUNSET DR	SCOTT WARREN C-O SCOTT OIL CO INC	\$ 376,500	\$ 157,200	\$ 533,700
SE	390		1.8	2	Comm.	McDonald's	1425 S WEST AV	MC DONALD'S CORP NO 48-0056	\$ 789,900	\$ 707,000	\$ 1,496,900
SE	377		0.8	2	Res.	Multi-Family Apartment Building	1461 S WEST AV	F & L PROPERTIES VI LLC AND F & L PROPERTIES VI LLC	\$ 130,000	\$ 683,300	\$ 813,300
SE	247		0.3	2	Res.	Multi-Family Apartment Building	1503 S WEST AV	HISTORIC PRAIRIEVILLE LIMITED C-O BERG MANAGEMENT CO LLC	\$ 80,000	\$ 212,300	\$ 292,300
SE	246		0.2	2	Res.	Multi-Family Apartment Building	1509 S WEST AV	HISTORIC PRAIRIEVILLE LIMITED C-O BERG MANAGEMENT CO LLC	\$ 80,000	\$ 212,300	\$ 292,300
SE	245		0.3	2	Res.	Multi-Family Apartment Building	1515 S WEST AV	HISTORIC PRAIRIEVILLE LIMITED C-O BERG MANAGEMENT CO LLC	\$ 80,000	\$ 212,300	\$ 292,300
SE	264		0.3	2	Res.	Multi-Family Apartment Building	1605 S WEST AV	MARK M HOFSTEDE II & MICHELE A	\$ 80,000	\$ 212,300	\$ 292,300
SE	263		0.2	2	Res.	Multi-Family Apartment Building	1611 S WEST AV	MARK M HOFSTEDE II & MICHELE A	\$ 80,000	\$ 212,300	\$ 292,300
SE	262		0.2	2	Res.	Multi-Family Apartment Building	1619 S WEST AV	QINGJIE ZHANG & XIJUAN HU	\$ 80,000	\$ 212,300	\$ 292,300
SE	261		0.2	2	Res.	Multi-Family Apartment Building	1627 S WEST AV	QINGJIE ZHANG & XIJUAN HU	\$ 80,000	\$ 212,300	\$ 292,300
SE	283		0.3	2	Res.	Multi-Family Apartment Building	1705 S WEST AV	HISTORIC PRAIRIEVILLE LIMITED C-O BERG MANAGEMENT CO LLC	\$ 80,000	\$ 212,300	\$ 292,300
SE	282		0.3	2	Res.	Multi-Family Apartment Building	1715 S WEST AV	DANIEL S & VALERIE A GERACI	\$ 80,000	\$ 219,300	\$ 299,300
SE	281		0.3	2	Res.	Multi-Family Apartment Building	1721 S WEST AV	BRANDON PIERRE BILDEN	\$ 80,000	\$ 212,300	\$ 292,300
SE	334		0.2587	2	Res.	Multi-Family Apartment Building	1805 S WEST AV	SAN C LLC	\$ 80,000	\$ 212,300	\$ 292,300
SE	333		0.232	2	Res.	Multi-Family Apartment Building	1815 S WEST AV	JOHN P & PATTI L TIEFENTHALER	\$ 80,000	\$ 212,300	\$ 292,300
SE	332		0.692	2	Res.	Multi-Family Apartment Building	1831 S WEST AV	RCB PROPERTIES 20 LLC	\$ 180,600	\$ 619,400	\$ 800,000
SE	331		0.5	2	Res.	Multi-Family Apartment Building	1855 S WEST AV	ASSISMAKOPOULOS BOYS LLC	\$ 129,000	\$ 467,600	\$ 596,600

APPENDIX AND WORK CITED

Appendix Continued

NE	933		1.8132	2	Comm.	Sunset Laundry/Infinite Vapor Waukesha - CBD & Vape Supplies/Boost Mobile/Star Nails	442 W SUNSET DR	VINE STREET DEMCO ONE LLC	\$ 790,200	\$ 1,028,800	\$ 1,819,000
NE	935		1.4572	2	Comm.	Panos Fresh Market	426 W SUNSET DR	ILIAS LLC	\$ 508,600	\$ 347,400	\$ 856,000
NE	350		0.2809	2	Comm.	BAM Motors, LLC	408 W SUNSET DR	HJT PROPERTIES	\$ 122,300	\$ 112,200	\$ 234,500
NE	348		0.2677	2	Comm.	Challenger Battery Service Corp	406 W SUNSET DR	RAMGE BROS PARTNERSHIP	\$ 23,300	\$ 100,700	\$ 124,000
NE	349		0.2786	2	Comm.	J M Electrical Contractors LLC	400 W SUNSET DR	J M ELECTRICAL LLC	\$ 24,300	\$ 111,500	\$ 135,800
NE	940	X	0.3938		Street	-	W SUNSET DR	FIRST ASSEMBLY OF GOD - WAUKES	\$ -	\$ -	\$ -
NE	370		0.4207			Mufflers & Pipes LLC	350 W SUNSET DR	SUBURBAN INVESTMENTS LLC	\$ 224,600	\$ 160,800	\$ 385,400
NE	371	X	0.13			-	W SUNSET DR	GATOR BELLI LLC	\$ 11,400	\$ 46,000	\$ 57,400
NE	943		0.4629			David Scrima SC	328 W SUNSET DR	ROBERT W KABITZKE	\$ 206,000	\$ 31,800	\$ 237,800
NE	945		0.5335			Pho King Awesome Waukesha	316 W SUNSET DR	JANAK WAGLE	\$ 279,000	\$ 216,000	\$ 495,000
NE	946	X	0.5509			-	300 W SUNSET DR	RAMKRISHNA SUBEDI	\$ 240,300	\$ 59,700	\$ 300,000
NE	947		5.3248			Bridge Church	1312 S GRAND AV	FIRST ASSEMBLY OF GOD CHURCH	\$ -	\$ -	\$ -
NE	948		0.6609			KMJ Tax and Accounting Inc.	1300 S GRAND AV	FIRST ASSEMBLY OF GOD-WAUKESHA	\$ 14,700	\$ 73,800	\$ 88,500
NE	347		0.8543			Bridge Youth - Waukesha	1240 S GRAND AV	FIRST ASSEMBLY OF GOD - WAUKES	\$ -	\$ -	\$ -
NE	949		0.6568			Cook Law Offices	1220 S GRAND AV	JOSEPH L COOK	\$ 135,300	\$ 116,800	\$ 252,100
NE	346		2.3007			Walnut Grove Apartments	1212 S GRAND AV	WALNUT GROVE LLC	\$ 400,900	\$ 2,618,400	\$ 3,019,300
NE	923		11.1293		Park	Mindiola Park	HOOVER AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NE	922 001		0.9852		Park	Mindiola Park	W SUNSET DR REAR	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NE	352		0.4451			Murf's Frozen Custard & Jumbo Burgers	1345 S WEST AV	EVANS MANAGEMENT LLC	\$ 114,300	\$ 122,900	\$ 237,200
NE	351		0.5879			Detail Fanatics LLC	1343 S WEST AV	JAY & JULI STRANDE	\$ 126,000	\$ 113,800	\$ 239,800
NE	930		1.3322			Ace Redi-Mix Inc.	1339 S WEST AV	ACE REDI-MIX INC	\$ -	\$ -	\$ -
NE	929	X	1.0361			-	S WEST AV	ACE REDI-MIX INC	\$ -	\$ -	\$ -
NE	928		0.2881		Park	Mindiola Park	S WEST AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NE	927		0.0774		Park	Mindiola Park	S WEST AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NE	926		0.5163		Park	Mindiola Park	S WEST AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NE	925		0.5163		Park	Mindiola Park	S WEST AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NE	924		0.5295		Park	Mindiola Park	S WEST AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	957		2.17	2	Comm.	Darrel's Transmission & Engine Repair, Apar Automotive	1111 S WEST AV	1111 S WEST AVE PROPERTIES LLC	\$ 141,600	289400	431000
NW	956	X	0.84	2	Comm.	-	410 HOOVER AV	ALL ONE STORAGE LLC	24000	211500	235500
NW	967 001		0.92			Hoover Parking	HOOVER AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	953		1.65			Hoover Parking	HOOVER AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	954		1.26	2	Res.	Multi-Family Apartment Building	333 COOLIDGE AV	COOLIDGE A LLC & AND COOLIDGE A LLC	108900	486100	595000
NW	951		2.61	2	Comm.	Randle-Dable-Brisk Funeral Home	1110 S GRAND AV	BRISK LLC	319200	657900	977100
NW	958		1.08			Waukesha Lake Park	S WEST AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	959		1.25			Waukesha Lake Park	W ROBERTA AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	960		0.89			Waukesha Lake Park	W ROBERTA AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	336		0.91			Waukesha Lake Park	SCOTT AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	335		0.74			Waukesha Lake Park	W ROBERTA AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	962		0.44			Waukesha Lake Park	CARLTON PL	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	963		0.45			Waukesha Lake Park	CARLTON PL	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	961		1.34			Waukesha Lake Park	W ROBERTA AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	334		0.82			Waukesha Lake Park	SCOTT AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	965		0.83			Waukesha Lake Park	ESTBERG AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	966		0.83			Waukesha Lake Park	ESTBERG AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	967		0.82			Waukesha Lake Park	ESTBERG AV	CITY OF WAUKESHA	\$ -	\$ -	\$ -
NW	333		0.72	2	Res.	Multi-Family Apartment Building	806 SCOTT AV	DONALD L & ARLENE K SCHERF TRU	94000	596300	690300

The Town Island of Waukesha

<i>Parcel</i>	<i>Vacant Y/N</i>	<i>Size (acre)</i>	<i>Property Class</i>	<i>Property Address</i>	<i>Owner Name</i>	<i>Land Value</i>	<i>Improvement value</i>	<i>County assessed value</i>
965 002		1.18	2	-	PETER K CHASE	\$ 120,400	\$ 32,600	\$ 153,000
965 001		1.13	2	1225 SWALLOW RD	DLM PROPERTIES LLC	\$ 116,300	\$ 197,400	\$ 313,700
965		1.00	3	S47W23643 FRONTIER PASS	BOOG LLC	-	-	-
968 001		1.02	2	PO BOX 1825	INDUSTRIAL LANE WI LLC	\$ 104,800	\$ 319,400	\$ 424,200
968		1.98	3	W246S3245 INDUSTRIAL LN	ALPENGLOW INVESTMENTS LLC	-	-	-
996 001		1.77	2	W246S3151 INDUSTRIAL LN	TODD A ALEXANDER AND LISA TEUTSCHMANN	\$ 184,400	\$ 376,700	\$ 561,100
996 006		1.34	2	219 N MILWAUKEE ST	WIN 2 LLC	\$ 112,800	\$ 193,000	\$ 305,800
996 008		0.70	2	W246S3150 INDUSTRIAL LN	MIDWEST PLUMBING LLC	\$ 96,200	\$ 286,600	\$ 382,800
996 002		1.23	2	S37W22086 CRESTVIEW DR	DONALD L DAIKER AND CHRISTINE L DAIKER	\$ 122,700	\$ 160,800	\$ 283,500
996 007		0.68	2	W222S4286 TIMM DR	KUSSINGER LLC	\$ 195,600	\$ 288,600	\$ 484,200
998		0.66	2	W279S3382 TOWNLINE RD	DALE GRAVES AND MARY GRAVES	\$ 240,000	\$ 130,300	\$ 370,300
999		0.88	2	1030 SILVERNAIL RD	HCCP LLC	\$ 389,600	\$ 600,300	\$ 989,900
995 001		0.37	2	S31W24687 SUNSET DR	M R R PROPERTIES LLC	\$ 129,600	\$ 97,800	\$ 227,400
973 002		0.47	2	S31W24687 SUNSET DR	MRR PROPERTIES LLC	\$ 184,000	\$ 76,300	\$ 260,300
995		0.52	2	S31W24721 SUNSET DR	BLUE STINGRAY HOLDINGS LLC	\$ 222,400	\$ 235,900	\$ 458,300
982		0.62	2	975 HIGH ST	WILLIAM & LOIS VOLCKMANN REVOCABLE TRUST	\$ 221,900	\$ 172,900	\$ 394,800
983		2.81	2	S66W14444 JANESVILLE RD	STORAGE MASTER LLC	\$ 514,100	\$ 1,326,100	\$ 1,840,200
984		1.43	2	S30W24698 SUNSET DR UNIT 1	PARADISE RENTAL PROPERTIES LLC	\$ 95,500	\$ 65,900	\$ 161,400
985		1.37	2	S30W24670 SUNSET DR	SPECTRAL INVESTMENTS LLC	\$ 173,000	\$ 91,200	\$ 264,200
986		1.35	2	S30W24670 SUNSET DR	SPECTRAL INVESTMENTS LLC	\$ 371,100	\$ 797,600	\$ 1,168,700
987		0.79	2	W229S5086 HUNTERS HOLLOW	GEIGER REVOCABLE TRUST	\$ 239,700	\$ 310,600	\$ 550,300
988		5.16	2	5312 N LAKE DR	BLIFFERT WAUKESHA HOLDINGS LLC	\$ 940,600	\$ 389,400	\$ 1,330,000
942 002		2.00	2	4200 S HULEN ST	SHOPS AT SUNSET LLC	\$ 697,100	\$ 998,300	\$ 1,695,400
942 003		2.89	2	6938 N SANTA MONICA BLVD	78 WAUKESHA LLC	\$ 780,000	\$ 3,382,500	\$ 4,162,500

Appendix Continued

Sub-Area Blight Test

AREA	Parcel	Age/Obsolescence/No longer suits purpose built for	Faulty street or lot layout	Unsafe conditions	Obsolete platting	Diversity of ownership	Deterioration of structure	Deterioration of site improvement	Impairs sound growth	Notes
SW	354 098	X		X	X		X			Appears abandond
SW	354 099		X		X			X		Poor parking configuration
SW	354 100									
SW	354 101		X			X				Poor parking configuration
SW	353 341				X					
SW	353 342		X	X	X	X		X		Poor site configuration
SW	353 344		X		X				X	
SW	353 345		X		X					Poor site ration, bad soil
SW	353 346		X	X	X		X	X		Poor site configuration, raw materials exposed
SW	353 340 001		X							Poor site configuration
SW	353 343 001		X	X	X			X		Bad soil, raw materials exposed, poor access
SW	353 343 003		X	X	X			X		Bad soil, raw materials exposed
SW	353 343 004		X	X	X			X		Poor site configuration, bad soil, poor access
NW	335 989									
NW	335 006									
NW	335 999	X	X	X				X		Non residential use, poor site configuration, poor site ratio
NW	335 960		X							Poor site configuration
NW	335 994	X	X	X	X			X		Appears vacant, poor site configuration
NW	335 995		X		X					Poor site configuration
NW	335 004									
NW	335 005		X		X		X	X		Poor site maintenance, poor parking configuration

SE	385 001									
SE	385		X	X		X				Bad soil, poor site ratio
SE	385 002		X							Odd site configuration and proportion
SE	386	X	X	X	X		X			Abandoned foundation/pad, vacant
SE	387	X								
SE	388									
SE	389									
SE	390									
SE	377		X							Odd site and parking configuration
SE	247		X							Odd site and parking configuration
SE	246		X							Odd site and parking configuration
SE	245		X							Odd site and parking configuration
SE	264		X		X					Odd site and parking configuration, poor vehicular access
SE	263		X		X					Odd site and parking configuration, poor vehicular access
SE	262		X		X					Odd site and parking configuration, poor vehicular access
SE	261		X		X					Odd site and parking configuration, poor vehicular access
SE	283									
SE	282									
SE	281									
SE	334			X						Poor soil conditions
SE	333			X						Poor soil conditions
SE	332			X						Poor soil conditions
SE	331			X						Poor soil conditions
NE	933									
NE	935		X							Poor lot configuration, poor vehicular and ped access
NE	350		X	X				X		Poor lot configuration, poor vehicular and ped access
NE	348		X	X	X					Poor lot configuration, poor vehicular and ped access
NE	349		X	X	X					Poor lot configuration, poor vehicular and ped access
NE	940	X								Vacant
NE	370		X		X					

Appendix Continued

NE	371	X	X							Vacant, poor access
NE	943		X							Poor site and parking configuration
NE	945									
NE	946	X	X					X		Vacant, poor lot configuration
NE	947			X						Poor soil; brownfields
NE	948									
NE	347									
NE	949									
NE	346									
NE	923			X						Poor soil; brownfields
NE	922 001			X						Poor soil; brownfields
NE	352									
NE	351							X		Lot repair
NE	930			X	X			X		Poor soil; brownfields
NE	929	X	X	X	X			X		Poor soil; brownfields, raw exposed materials, vacant
NE	928			X						Poor soil; brownfields
NE	927			X						Poor soil; brownfields
NE	926			X						Poor soil; brownfields
NE	925			X						Poor soil; brownfields
NE	924			X						Poor soil; brownfields
NW	957	X		X						Poor soil; brownfields
NW	956			X						Poor soil; brownfields
NW	967 001			X						Poor soil; brownfields
NW	953			X				X		Poor soil; brownfields
NW	954			X			X			Poor soil; brownfields
NW	951		X							
NW	958			X						Poor soil; brownfields
NW	959			X						Poor soil; brownfields
NW	960			X						Poor soil; brownfields
NW	336			X						Poor soil; brownfields
NW	335			X						Poor soil; brownfields

NW	962			X						Poor soil; brownfields
NW	963			X						Poor soil; brownfields
NW	961			X						Poor soil; brownfields
NW	334			X						Poor soil; brownfields
NW	965			X						Poor soil; brownfields
NW	966			X						Poor soil; brownfields
NW	967			X						Poor soil; brownfields
NW	333									

Appendix Continued

Appendix 4:

State and Federal Programs for a Redevelopment District – Courtesy of Stockham Consulting (Stockham Consulting, 2008).

Blight Elimination and Brownfields Redevelopment Program (BEBR)

This Wisconsin Department of Commerce program is designed to assist local governments, businesses and individuals with blight elimination and assessing or remediating the environmental contamination of an abandoned, idle, or underused facility or site. Generally funding under the BEBR Program is tied to specific redevelopment proposals that include new job creation or meet other specific public purposes.

Community Based Economic Development Program (CBED)

This Wisconsin Department of Commerce program makes grant funds available to local governments for economic development planning, and to organizations for development projects, business assistance and business incubator/technology based incubators.

Community Development Projects Program (CDDP)

This program emphasizes the creation of housing and/or economic opportunities. These opportunities can be supported by more than one funding source and may involve multiple activities. There is a focus on development projects which create additional affordable housing units or new jobs.

Community Development Block Grant for Economic Development Revolving Loan Fund (CDBGED/RLF)

The Wisconsin Department of Commerce grants funds to Dane County which then grants or loans the funds to businesses that will invest private funds and create jobs. When the business repays loaned funds, the County may entity may retain the funds to finance additional business development projects within the County.

Main Street Program

The Main Street Program is comprehensive downtown economic revitalization program that emphasizes historic preservation, design, promotional, and economic restructuring activities. Communities are selected through a competitive process. Each community must hire a downtown manager in order to receive free technical assistance, including business management and design assistance, from the state program and the National Main Street Center for a five-year period.

Ready for Reuse Loan and Grant Program

The Ready for Reuse Program is an EPA program administered by WDNR for environmental cleanup of hazardous substances or petroleum at brownfields. Up to 60% of the total funds are available for zero-interest loans. Up to 40% of the total funds are available for grants. The Ready for Reuse program is only appropriate for sites that are ready to begin remediation activities.

Site Assessment Grant Program (SAG)

The SAG program is a WDNR financial assistance program that helps local governments conduct initial site investigation activities and investigations of known or suspected environmentally contaminated property. This money can fund:

- Phase I Environmental Site Assessments
- Phase II Environmental Site Assessments
- Site Investigations
- Demolition
- Asbestos removal associated with demolition
- Removal of abandoned containers
- Removal of Underground Storage Tanks (USTs)

Stewardship Program

The WDNR Stewardship Program funds projects that improve community parks and acquire land for public outdoor recreation. A portion of the Stewardship funds are available to local governments. Funds may be used for both land acquisition projects and development projects for nature-based outdoor recreation, such as fishing piers, hiking trails and picnic facilities.

Appendix Continued

Appendix 5:

Other State and Federal Programs by Funding Source and Type (ICMA, 2017).

	Grants	Loans	Other Funding Strategies
Infrastructure Funding	<ul style="list-style-type: none"> • GARVEE (state) • Green Bonds (state) • Social Impact Bonds 	<ul style="list-style-type: none"> • TIFIA (federal) • State Infrastructure Banks (state and federal) 	<ul style="list-style-type: none"> • Tax Levy • User Fees • Inflows into Capital Reserve Fund • Fund Balances • Debt Financing • Private Activity Bonds • Special Assessment District • Public-Private Partnerships • Investment Funds
Parks & Recreation Funding	<ul style="list-style-type: none"> • General Obligation Bonds 	<ul style="list-style-type: none"> • General Obligation Bonds 	<ul style="list-style-type: none"> • Special Service District • Sales Tax & User Fees • Special Purpose Tax Levy • Park Dedication Fee • Zoning Bonuses • Parking Fees
General Redevelopment	<ul style="list-style-type: none"> • WEDC (state) • Single Family Home Repair Grant (state) • WI Fast Forward (state) 	<ul style="list-style-type: none"> • Single Family Direct Home Loans (federal) • Single Family Home Repair Loan (federal) • US SBA (federal) • WI Business Development Finance Corp. (state) 	
CDBG	<ul style="list-style-type: none"> • Entitlement Program (federal) 	<ul style="list-style-type: none"> • Section 108 Loan Guarantee Program (federal) 	

Appendix 6:

Criterion Rationals

Rationale for criterion #1:

As each alternative will consist of redevelopment and design recommendations, consultation with existing property owners must occur to ensure that they do not experience and economic, environmental, and social consequences. Economic consequences will consist of the loss of business, such as a road closure, for completing redevelopment and design initiatives. Environmental consequences will consist of noise, air, and water pollution that may occur. Social consequences will consist of the quality of life of the region. While specific data will not be readily available, consultation with local property owners and city staff will occur to determine the following: potential property value loss for properties near a redevelopment site, pollution levels among similar redevelopment and design outcomes in the City or neighboring municipalities, its impact on sidewalk usage around the sub-area, and how it impacts the connectivity between Mindiola Park and the commercial corridor of Sunset

Ave.

Rationale for criterion #2:

The purpose of creating a land use plan is that it complements nearby areas. Since the City views Sunset Avenue as a major commercial corridor, the success of each alternative will be dependent on whether existing and proposed commercial land uses along Sunset Ave is similar to commercial uses outside of the sub-area (including the Town of Waukesha land island) (Interview with City Staff, 2020). For example, the following requirements must be consistent in the sub-area and the two adjacent redevelopment sites: building setback, building mass, landscaping, parking size and location, wayfinding signs. One potential unintended consequence is applications to the City's Board of Zoning Appeals (BOZA). Since the City gives property owners the right to challenge permitted, conditional, and outlawed uses within zoning districts, successful appeals have the potential to be inconsistent with the redevelopment goals of the sub-area and City overall.

Rationale for criterion #3

The proposed alternatives must possess wayfinding, marketing, transportation, and design standards that makes each redevelopment site accommodating to ventures at Mindiola Park. For residential, commercial, and industrial properties, aesthetic requirements must make the region visually appearing for residents and outside stakeholders to partake in park activities. Second, successful alternatives must possess a multimodal transportation network that allows users to walk, bike, and use public transportation to utilize Mindiola Park. Similarly, examples of wayfinding, such as the use of signs or graphic design, must allow stakeholders not familiar with the area to locate key features of the region. An unintended consequence for creating a Mindiola Park connection with the rest of the sub-area is adapting existing infrastructure to accommodate aesthetic and transportation initiatives of the City. Therefore, if the unintended consequences poses too great of a burden, additional alternations to the land use code or adding form-based codes may be necessary.

APPENDIX AND WORK CITED

Rationale for criterion #4:

To promote a transportation network that is designed and safe for all users, regardless of mode of transportation, the sub-area and city must meet or exceed Wisconsin averages for the twenty performance indicators outlined by the U.S. Department of Transportation. For example, federal funds finance an average of 1.30% of each complete streets projects in Wisconsin. Any proposed complete streets projects in the sub-area must meet or exceed the 1.30% federal funding threshold [CITATION]. One potential unintended consequence is the statistical significance and accuracy of data collected. Analyzing finished complete streets projects in municipalities comparable could reduce these unforeseen challenges.

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