

# *Village of Greendale*

Comprehensive Plan Update  
2020 – 2045





# *introduction*

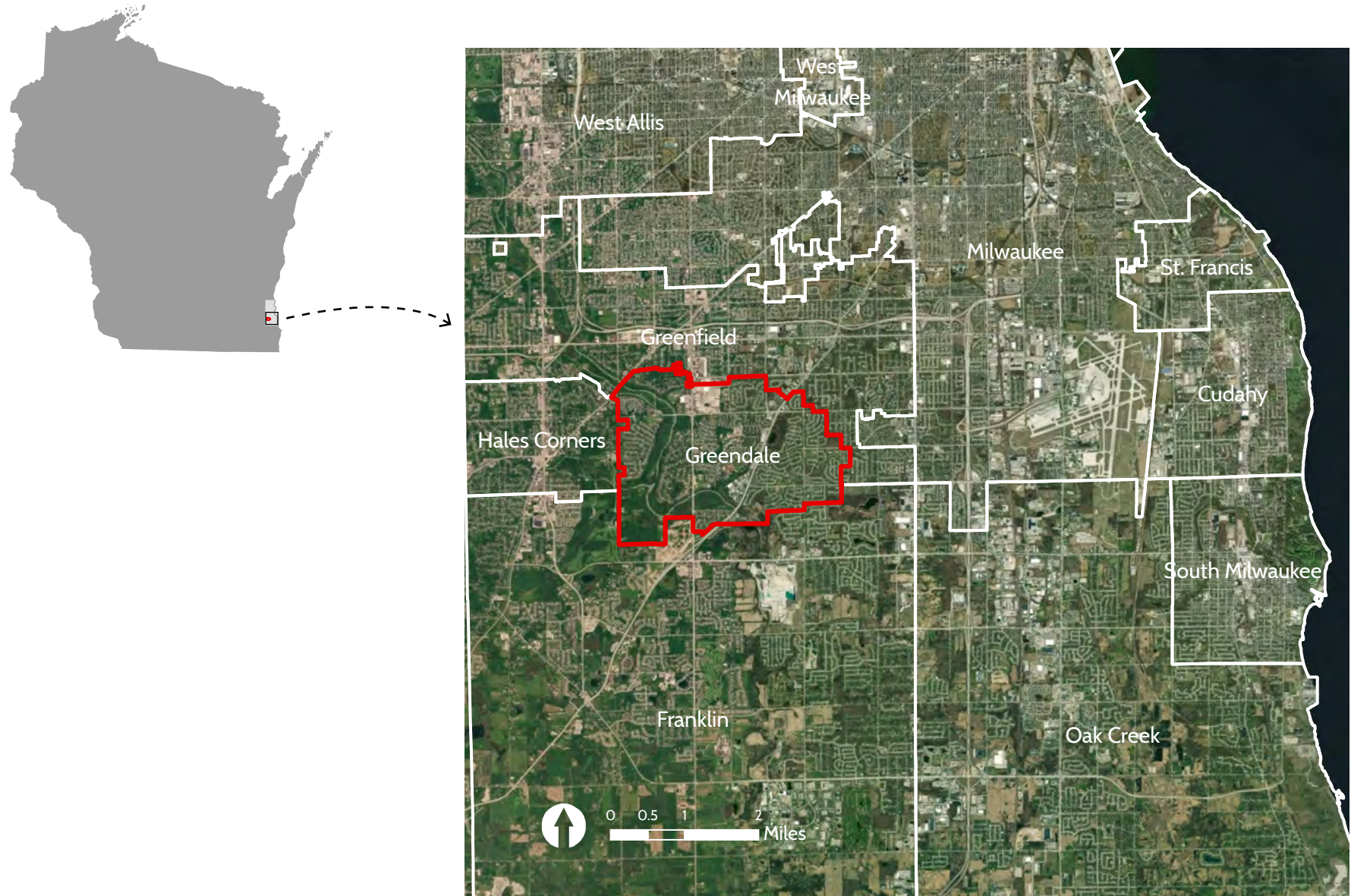
Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*





Figure 1-1. Regional Map for the Village of Greendale.





# Introduction

The Village of Greendale Comprehensive Plan: 2020-2045 Update serves as the primary document guiding land use and redevelopment/development decisions over the next 25 years. This Plan is an update to the Village of Greendale Comprehensive Plan: 2010-2035. Created with the community, this plan incorporates the unique aspects of the village and addresses the challenges and opportunities identified by the residents and stakeholders. This Plan Update serves as the compliant document for the 1999 Wisconsin Comprehensive Planning Legislation (Wis. Stats. §66.1001).

## LOCATION AND OVERVIEW

### *Village Boundaries*

The Village of Greendale spans Townships 5 and 6 North in Range 21 East. Greendale's borders are generally characterized by W Edgerton Ave to the north, S 43rd St to the east, the southern edge of the Root River Parkway to the south, and S 92nd St to the west.

### *Location within the Region*

The Village of Greendale is located in southeastern Wisconsin approximately 10 miles southwest of downtown Milwaukee, and is considered a part of the Milwaukee metropolitan region. Figures 1-1 and 1-2 illustrate Greendale in a regional context, as characterized currently and historically by the Resettlement Administration in the 1930s. The village sits on the western edge of Milwaukee County, and shares boundaries with

the City of Greenfield on the north and east, the City of Franklin on the south, and the Village of Hales Corners on the west.

## HISTORY

Established as one of three Greenbelt communities in the 1930s, Greendale has long served as a model community and a regional attraction. Greendale's rich history has been recorded in countless published documents throughout its existence. One such document includes "Greendale: The Little Village That Could... And Did", a publication by Greendale's own Reiman Media Group.

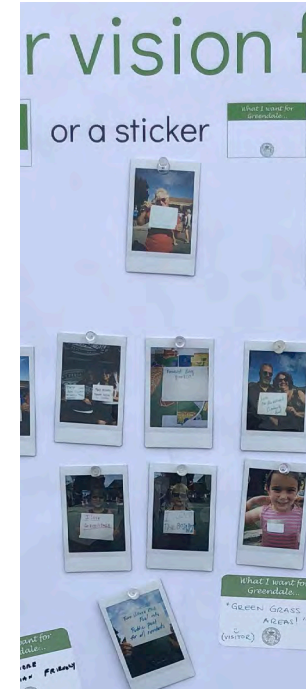
A detailed description of Greendale's history and early development is included at the end of this chapter.

## COMPREHENSIVE PLANNING IN WISCONSIN

This Plan is a legally adopted tool to guide future zoning, land division, and other regulatory decisions in the Village of Greendale. It has been prepared under the authority of Wisconsin Statute §66.1001, more commonly referred to as the Comprehensive Planning or "Smart Growth" Legislation. The legislation provides a framework for developing comprehensive plans and procedures for adopting such plans. Any subsequent program or action affecting land use must be consistent with the Village of Greendale Comprehensive Plan: 2020-2045 Update.









## GREENDALE PLANNING PROCESS & COMMUNITY ENGAGEMENT

The Village of Greendale Comprehensive Plan: 2020-2045 Update is the result of a combined effort between consultants, Village staff, elected officials, stakeholders, property owners, and residents. The planning process included multiple community engagement events and discussions with Village staff.

For this comprehensive plan update, community engagement activities and feedback sessions were held at two Village of Greendale events: Village Days on August 10th, 2019 and the Greendale

Downtown Market on September 7, 2019. Participants were asked to provide comments about the future of Greendale, share their vision of the future through a photo activity, and evaluate the Village's strengths & weaknesses as well as the opportunities & threats that might affect the Village going forward (a SWOT analysis). Many of the recommendations and direction presented in this plan are the result of these comments by community residents.

Overall, community residents expressed satisfaction with their community and appreciation for the many things that make Greendale unique, including the open space and network of paths and trails. The main categories of comments that residents shared with the planning team for the 2020-2045 Update are summarized on the following page.

**33** Comments on the maps and vision board

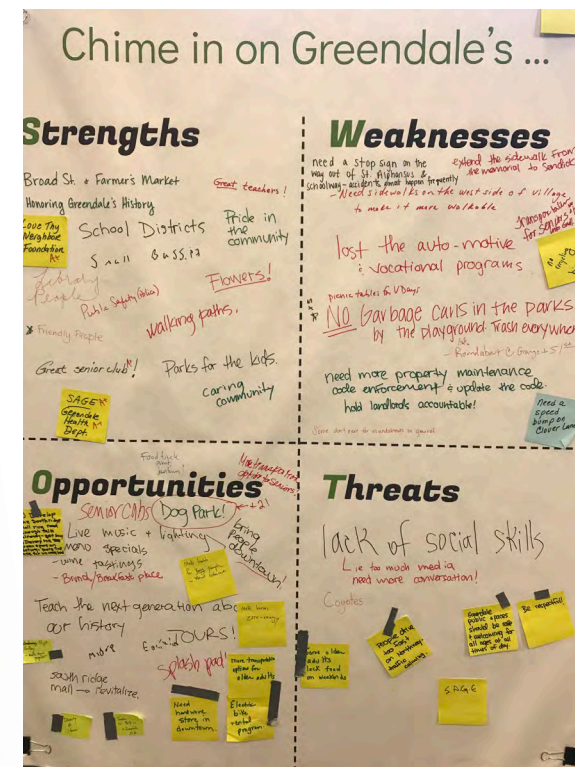
**55** Comments on the SWOT analysis board

+ many conversations

*"I love Greendale"*

*"Love all the summer fun Greendale offers"*

*"splashpad / community pool for Greendale!"*





## What we heard...

### TRAFFIC, SAFETY, WALKING, & TRANSIT

Many people called out Greendale's paths and pedestrian-friendly design as what they like best about the community. However, others noted that some parts of the Village are not pedestrian friendly and should be improved. Sidewalks are desired on the west side of the Village and between the memorial and Sendik's. Others noted a few spots in Greendale where traffic moved too quickly or house particularly dangerous intersections, such as at St. Alphonsus and Schoolway (suggested a stop sign), and on Northway and Clover Lane (suggested traffic calming measures such as speed bumps). A few people also brought up the lack of an official bike lane on S 51st St - both Franklin and Greenfield have bike lanes on this route now.

### COMMUNITY CHARACTER

Greendale residents have a lot of pride in their community, and spoke often about the history of Greendale and the great community events that are held downtown. Some residents loved the new fireworks at Village Days, but others missed the community parade. Others noted that communication in the village needs to improve, suggesting that social media and an online presence could help the Village advertise events happening throughout the village and drive attendance. Residents love their neighborhoods, but some wish that property maintenance was enforced.

### PARKS & AMENITIES

Greendale residents and visitors love the walking trails and flowers in Greendale. Many people would like a splashpad in a public park or a public pool. Others note that the trails need maintenance, and that there are no trashcans near some of the playgrounds. Many people also noted that they would like a dog park in Greendale, and suggested some park land as possible locations.

### DOWNTOWN

Greendale residents love Broad Street and the Downtown area, but many feel that the stores don't provide the amenities they are looking for. People spoke about the stores as "specialty" stores, offering a few products that might appeal to some but don't meet their needs. In general, people would like more food and restaurants - a deli, a breakfast place, a cafe that serves food. Some younger residents suggested a grocery store and a hardware store to meet everyday needs, and older residents remembered that there used to be both a grocery store and hardware store downtown that closed. One resident suggested that recruiting downtown businesses may be needed. Many residents also spoke about the operating hours of the stores downtown, saying that most stores closed by the time they get home from work. Residents suggested that some stores should consider staying open until 7 or 8 pm.

### OLDER ADULTS

Many residents noted that there were several amenities in Greendale that were great for seniors, including the walking paths and Senior Club. However, transportation options for seniors were called out as an area that could use improvement. Some suggested expanding the existing transit lines, others suggested a cab or transit service specifically for seniors.

### TOURISM

Several noted that sharing Greendale's history, perhaps through tours that could drive tourism, would be a benefit and perhaps a revenue stream for the Village. Others suggested some creative programs or changes that could increase tourism, e.g. a trolley purchased by a local organization and used for tours, wine tastings and live music downtown, and more advertising for community events.

### YOUNG PEOPLE

Several younger residents wanted to see businesses downtown that catered more to their demographic, such as brunch & breakfast restaurants, and one person noted that a more vibrant downtown would increase visibility for young people. Younger residents also were among those calling for a splashpad and a dog park.

### SOUTHRIDGE MALL

Not many of the residents discussed Southridge in detail, but those that did called for revitalization of the mall area and were excited about the idea of change, including new uses and more redevelopment.

Healthy communities achieve a balance of social, economic, environmental, and physical elements to provide a quality environment for residents. All of these elements of the Greendale community are explored in this Plan.

- *Social elements are those which contribute to village character and quality of life, including civic identity, community spaces, and the “quality of life” aspects identified by residents.*
- *Economic elements include the creation of jobs, balance of Village expenses and revenue, and land value influenced by natural and cultural amenities.*
- *Environmental elements consider the quality of natural features such as soil and water, woodlands, wetlands, and wildlife and how they can exist concurrently with the built environment.*
- *Physical elements consider the lay of the land including the use, type, and location of development, the infrastructure to support that development, and overall design.*

### **Past Planning Initiatives & This Update**

The first comprehensive plan for the Village of Greendale commissioned for §66.1001 was completed in 2009. That plan was developed as the result of a robust planning process, with the Plan Commission serving as the steering committee to guide the process. The 2020-2045 Update carries forth that vision established by the village in 2009, updating the elements that have changed and reiterating those that have remained the same.

Figure 1-2. Principles of Wisconsin’s “Smart Growth” Legislation, §66.1001 Wisconsin Statutes

### State of Wisconsin: Principles of Smart Growth

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.





## VILLAGE OF GREENDALE

### *A Greenbelt Community*

*Written by: Sally Chadwick, Village Trustee and Plan Commission member*

Greendale, Wisconsin is one of only three “Greenbelt Towns” built in the United States. The other two are Greenbelt, Maryland and Greenhills, Ohio. The three towns had their start during the Depression Era. President Franklin Delano Roosevelt created a program to build new suburban communities as part of his New Deal plans for the country. The overseeing department was the Resettlement Administration (RA) which later became a part of the Farms Security Administration (FSA). The building of these towns provided much needed jobs for those in the trades (brick layers, plumbers, carpenters, electricians, etc.), as well as people not in the trades who worked at cleaning land, digging trenches, etc. These men and women were a part of the WPA (Works Progress Administration),

the CCC (Civilian Conservation Corps), and the NYA (National Youth Administration). The use of local building materials and supplies also helped stimulate the local economy. For example, in Greendale, the homes were all built with a special block called “cincrete”. It has the same size and look of a concrete block, but ashes were added to the mix in order to create this one of a kind block. These blocks were created and made in Milwaukee at the Economy Block Co. (the company no longer exists).

Each “Greenbelt Town” had certain similar criteria that needed to be met to be considered as a “Greenbelt Town”. It had to be near a major city to provide jobs for area residents. Each town had a village center that had shops, a community center (which were used for schools and community activities) and government offices. The homes were to surround that village center. And each town had a wide green belt of land surrounding the town that could easily be used as farm land for raising crops or animals. The most important aspect of these towns was to provide low income

families with affordable housing to raise their children in and a safe environment with access to large open “green” spaces. Pathways were created in each section of homes to connect the sections to each other, as well as provide a pathway to the village center.

The streets were designed with children and safety as a priority. There were three types of streets: residential, feeder, and main streets. Residential streets are fairly short and are usually courts or dead ends, which significantly limits through traffic. Each residential street empties into a slightly larger street known as a feeder street to help guide cars into the last type of larger street, known as a main street. For example; Bramble Court is a residential street that flows into Northway, which leads to Grange Avenue.

Another unique feature of Greenhills, OH and Greendale is how the streets in each section were named alphabetically. For Greendale, the first original homes were



built in the “A” section. In other words, all the streets in that area start with the letter “A”. The “B” section was next and so forth. Even beyond the original village area, the practice of naming streets with the next sequential letter continued. For example, the “E” section streets came from a map of London, England. Other street names, such as Parking Street and Schoolway, were named based on their function.

### *Greenbelt Originals*

Homes in each “Greenbelt Town” also have similar qualities. Greenbelt and Greenhills have large areas with long rows of townhouses. In Greendale, because of the gentle sloping land, the longest building has only 6 units. Greendale’s “Original” homes consist of: 15 six family units; 22 four family units; 10 three family units; 45 two family units; and 274 single family units. These single family homes represent the largest single family development ever completed by the Federal Government. In total, Greendale offers 572 housing units in 366 “Original” buildings.

“Greenbelt Town” homes share a common site design and building plan. Homes were built close to the curb, almost totally eliminating a front yard. Instead, the emphasis was put on having a larger lawn to the backyard. This provided a much larger vista for playing and

gardening, as well as evoking the wide-open feel of the country.

The orientation of the rooms in the “Original” is also unusual compared to homes built today. Living rooms were placed in the rear of the house, with a large picture window overlooking the open vista in the backyard. In most cases, the main entryway was placed on the side or in the



back of the house. The entrance near the curb (in the small extension of the building) provides an entry into the utility room. The homes are fondly referred to as having been built backwards.

Each “Original” unit has between one and four bedrooms of modest to small size. A single bathroom is located on the second floor, excluding the honeymoon suites which are only

one story high. All have an eat-in kitchen or a kitchen with a small dinette, a utility room, and a modest sized living room with large, natural wood beams. An innovation for its time, the wood sub floor of the second floor served as the ceiling – cutting back on the expense of an extra ceiling layer.

None of the units were built with basements which was common in Wisconsin homes. Contrary to the beloved story that the Federal Government ran out of money to include basements or the story that design plans for the homes got mixed up, the truth is the original plans never included basements. The units do have a crawl space under the house for some of the mechanics. The first floor was constructed of cement and covered with tile.

When the housing was originally built, the Federal Government was the landlord. An individual had to meet certain requirements in order to rent a place in any of the three “Greenbelt Towns”. In Wisconsin, a person’s annual income had to fall between \$1,200 to \$2,700 per year. Having a family with children was also important, even though there are several units in Greendale called “Bachelor” apartments and “Honeymoon Suites”. The government even considered an individual’s moral character before deciding who was eligible to rent a unit.

### *Greendale's Village Center*

Greendale's businesses were either co-op run or leased to individuals and included: a grocery store, barber shop, drug store, tavern and grill, and others. One particular favorite was the Greendale Movie Theater. It was one of the few on the south side of Milwaukee County and was a regional draw.



The Greendale Community Building (now known as the Greendale Middle School) provided space for education – initially grades kindergarten through 6th with additional grades added over time, activity rooms with space for almost 100 organizations and clubs and a place of worship for churches.

A building was also provided for the volunteer fire and police department. When the fire department moved to their new building in December 1967 on the northwest corner of Southway and Loomis, the entire original building was turned over to the police. The

police moved into their current building on the corner of Grange Ave. and Loomis in November 1998. The fire department also moved from their second location at Southway and Loomis to share the lot at the corner of Grange Ave. and Loomis with the police and into their own new building in 2017. The outside of the original police/fire department building has been restored to its 1938 beginnings. The interior of the building was completely remodeled in 2019 and now owned by a private business.

The Hose Tower (art deco in design) and maintenance building is also located near the village center. This building was built in 1939 as an afterthought, as the need for drying fire hoses and a place to store maintenance equipment was originally overlooked. This building was built along the side of the original parking lot for the village center. The outside of the Hose Tower has been restored to its original look of 1939 and the inside was remodeled in 2015. It can now be rented for activities through the Village government.

Unlike the other two “Greenbelt Towns”, Greendale opted for a building to house government offices to handle housing and administrative business, a village manager, and the board of trustees. The village hall design is smaller but similar to the Governor's Palace in Williamsburg, Virginia. The Village's designer, Elbert Peets, was very fond of colonial architecture and Williamsburg. Peets was also

a believer in the “garden” style environment of English towns developed by Ebenezer Howard. Therefore, the creation of large back yards spilling out to open spaces and parks was a key aspect in Peets' design of Greendale.

### *Artists in Greendale*

President Roosevelt was also concerned about including artisans in his New Deal programs. Each town had an artist and a photographer provided to them. Greendale's artist was Alonzo Hauser. Mr. Hauser was hired to create artwork for the village center. The Alonzo Hauser Flagpole is located between the Middle School and Broad Street. It is made out of large blocks of limestone quarried from Currie Park on the north side of Milwaukee. His design shows very sturdy looking individuals representing various aspects of life: the white collar worker, laborer or blue collar worker, farmer, recreation and education. It is a unique piece because it includes two women and a child which at the time was rare in any outdoor





sculpture. The flagpole was recently restored (2019). Several small reliefs and one larger one were created for the original Community Building (now the Greendale Middle School). The small reliefs are still in existence and on the building but the larger one located on the outside east wall was covered up and damaged when the school added the gymnasium area. The original model for the large relief is at the Welcome Center on Broad Street.

Greendale's photographer John Vaachon was assigned to document the building and development of the village. Many of the old photos in the Greendale Historical Society's collection are his. It would be remiss not to mention the great number of photos also taken by an original Greendale resident, Ed Bents. He was a professional photographer and also became Greendale's first postmaster. Many old photos can currently be seen at the Greendale Village Hall, in the court room of the Police/Safety Center, and at the Welcome Center.

### *Greendale After The New Deal*

When the United States entered World War II in 1941, President Roosevelt shifted the emphasis of his New Deal programs to an all out effort to support the war. Many of the New Deal programs were slowed down, dropped, or never completed. Congress revisited the programs in existence and, as

a result, significantly affected the "Greenbelt Towns" – the Federal Government decided to get out of the landlord business and the towns were put up for sale. It took a while to reach the sale, but Greendale was officially sold in 1953. A lottery system was set up so that Greendale residents could have a chance to purchase their home. Many did, however others couldn't afford it. A group of businessmen, known as the MCDC (Milwaukee Community Development Corporation) bought Greendale from the Federal Government for approximately 10 million dollars. This group consisted of Richard P. Herzfeld (chairman of the Board of Boston Store-at the time a well established retail store); William A. Roberts (President of Allis-Chalmers Manufacturing Co.-no longer in business); Francis J. Trecker (President of Kearney-Trecker Corporation-no longer in business); and Louis Quarles (of the law firm of Quarles, Herriott & Clemons – now known as Quarles and Brady). They purchased the remaining 2,288 acres (the original acreage was 3,410 or approximately 5 ½ square miles) and 14 other land parcels, as well as the public buildings. The MCDC continued to plan and control the expansion of Greendale for the next 11 years. They even rehired Elbert Peets, the original designer, to continue his vision of combining homes and open green areas. In the mid 1960s, the MCDC sold the undeveloped land to the Grootemaat Corp., which in turn formed the Greendale Land Company to continue the development of Greendale. Of the three "Greenbelt Towns", Greendale is the only one that



has continued as a planned community from the beginning.

In the 1960s a portion of the planned "M" section was changed from housing to businesses, which became Southridge Mall. The intent of the Village Board was to have more businesses contribute to the tax base. Each of Southridge's anchor stores (see page 79 of this report for current explanation of owners) owns their store and some of the outer lots. The fourth owner, Simon Inc., owns and manages the rest of the mall. To date, Southridge is the largest enclosed mall in the state of Wisconsin. The mall represents



approximately 20 percent of the Village's tax base.

The village center stores were purchased by Grand Haven, LLC in 1996. Years of decline in property upkeep had really taken a toll on the original village center. Remodeling of the stores and store fronts began in 1997, with additional minor changes in façade from 2017 to 2019. A Village Center Manager was hired to begin the coordination of getting new shops into the center. A beautification program included planting beds, lamp posts, and hanging flower baskets along Broad Street. A fountain area was created and named Eleanor's Courtyard in honor of Eleanor Roosevelt's visit. Many special events are run by the Village's Public Celebrations Committee (PCC).

Greendale was officially opened on May 1, 1938 and it was incorporated as a Village on November 1, 1938. Since its incorporation,

Greendale has been governed by elected officials, consisting of six trustees and one president. A village manager was hired to deal with the everyday details of running the village along with the various departments. The Greendale Library was established in September 1938 and has been located in various buildings throughout the village center over the years. The Health department has also been in existence almost from the start and has had various office locations in the village center. The Police and Fire Departments started with volunteers, but switched to hired personnel in the years to come. The Water department became a part of the Department of Public Works (DPW) in the late 1990s. The DPW moved into their building in the Industrial Loop in 1961. The staff at the Village Hall includes the Clerk-Treasurer, Building Inspector, Electrical Inspector, and support personnel. The court system has been in place for many years and is located at the Police/Safety Center.

### *Greendale: A Modern Greenbelt Town*

Since the decision to build Greendale, thousands of visitors have ventured to see and hear the Greendale story. But perhaps the most famous visitor was Eleanor Roosevelt, who came to Greendale on November 11, 1936 to check on the progress of the building. After her visit, she reported back to the President that the village was laid out beautifully. Greendale residents are fortunate that the original designers, and those that came after, have remained true to the planning and design of the village. It incorporates a myriad of good things like green spaces and parks, walkways, bike paths, excellent schools, excellent service departments, a variety of churches, and special village events all within minutes to the expressway and the airport. Most importantly there is a strong sense of community pride.







**WE HAVE WASTED OUR LAND** →

**WE ARE PAYING THE PRICE TODAY**

**HUMAN WELFARE DEPENDS ON PROPER LAND USE**

**THE RESETTLEMENT ADMINISTRATION**

**CONSERVES THE LAND**    **MAKES LOANS TO FARMERS**    **ADJUSTS FARM DEBTS**    **PROVIDES BETTER FARMS AND BETTER HOMES**

**FLOOD**    **DUST**    **HUMAN MISERY**

**Solution**

**INTRODUCING THE GREENBELT TOWN**

FROM COMPLETED HOMES, LAND WITH THE PROSPECTS OF SOIL, TREES, FISH, AND CATTLE, WE WILL BUILD WITH HELPFUL LOANS, THEY ARE ALSO ECONOMIC, WELFARE, PROGRESSIVE, AND BOUND TO BRING A NEW FUTURE TO THE PEOPLE OF THE GREENBELT TOWN.

THEY WILL BE PAID TO THE BEST USE OF THE GREENBELT TOWN. THE PROSPECTS OF SOIL, TREES, FISH, AND CATTLE, WE WILL BUILD WITH HELPFUL LOANS, THEY ARE ALSO ECONOMIC, WELFARE, PROGRESSIVE, AND BOUND TO BRING A NEW FUTURE TO THE PEOPLE OF THE GREENBELT TOWN.

THEY WILL BE PAID TO THE BEST USE OF THE GREENBELT TOWN. THE PROSPECTS OF SOIL, TREES, FISH, AND CATTLE, WE WILL BUILD WITH HELPFUL LOANS, THEY ARE ALSO ECONOMIC, WELFARE, PROGRESSIVE, AND BOUND TO BRING A NEW FUTURE TO THE PEOPLE OF THE GREENBELT TOWN.

**Solution**

**GREENBELT TOWN**

**INTRODUCING THE GREENBELT TOWN**

FROM COMPLETED HOMES, LAND WITH THE PROSPECTS OF SOIL, TREES, FISH, AND CATTLE, WE WILL BUILD WITH HELPFUL LOANS, THEY ARE ALSO ECONOMIC, WELFARE, PROGRESSIVE, AND BOUND TO BRING A NEW FUTURE TO THE PEOPLE OF THE GREENBELT TOWN.

THEY WILL BE PAID TO THE BEST USE OF THE GREENBELT TOWN. THE PROSPECTS OF SOIL, TREES, FISH, AND CATTLE, WE WILL BUILD WITH HELPFUL LOANS, THEY ARE ALSO ECONOMIC, WELFARE, PROGRESSIVE, AND BOUND TO BRING A NEW FUTURE TO THE PEOPLE OF THE GREENBELT TOWN.

THEY WILL BE PAID TO THE BEST USE OF THE GREENBELT TOWN. THE PROSPECTS OF SOIL, TREES, FISH, AND CATTLE, WE WILL BUILD WITH HELPFUL LOANS, THEY ARE ALSO ECONOMIC, WELFARE, PROGRESSIVE, AND BOUND TO BRING A NEW FUTURE TO THE PEOPLE OF THE GREENBELT TOWN.



# *issues & opportunities*

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*

# 2





Photo Credit: Village of Greendale

## Issues and Opportunities

The recommendations identified in this Comprehensive Plan Update are guided by the community vision, goals, and objectives outlined in this chapter. Understanding the issues and opportunities requires examination of current demographics, population trends, and an analysis of public sentiment expressed throughout the Plan process. These pieces are included for reference near the end of this chapter.

### COMMUNITY VISION

The Village of Greendale envisions maintaining a balance between the following three aspirations.

- *The preservation of Greendale's heritage and unique history as a Greenbelt Community;*
- *The advancement of Greendale's economic position within the southeastern Wisconsin region;*
- *The provision of long-term guidance to assure the Village maintains its status as an innovative and welcoming community.*

At the heart of these aspirations is the desire to preserve and strengthen the quality of life found in Greendale.

### GOALS

The following goals shall guide the Village of Greendale as it implements recommendations in this Plan:

#### **Agricultural, Natural and Cultural Resources**

1. *Protect the unique natural and cultural identity of the village, including significant cultural features, natural areas, and environmental corridors that support local flora and fauna;*
2. *Achieve a balance between new multi-family residential development opportunities and open space preservation;*
3. *Protect and wisely utilize the village's natural resources, including but not limited to: wetlands, wildlife, lakes, woodlands, open space, parks, and groundwater resources;*
4. *Support strategies to preserve the Root River and Dale Creek as significant village resources.*

#### **Economic Development**

1. *Maintain and promote a diversified tax base;*
2. *Strengthen business development in the Village Center and continue to market the downtown area as a regional attraction;*
3. *Promote redevelopment strategies for the Southridge Mall and 76th Street corridor that transform the area into a regional destination and an attractive place to locate businesses;*
4. *Support the long-term redevelopment of the village's Industrial Park as a destination for highly productive, small-to-medium format industrial and office users.*

#### **Land Use**

1. *Establish development standards for new residential, commercial, and industrial development and redevelopment based on neighborhoods, districts, and corridors;*
2. *Continue to support the village's tradition of an integrated community by supporting appropriate "transitional uses" and/or buffers between various land uses;*
3. *Manage conflicts arising from the desire to locate residential uses near environmental features;*
4. *Establish Greendale as a regionally-recognized location for incorporating sustainable practices throughout the village.*

#### **Housing**

1. *Maintain a variety of housing unit types to accommodate diverse household incomes and owner preferences. Ensure that adequate housing is available for all segments of the community, including young families, empty nesters, and seniors;*
2. *Utilize Greendale's adopted design guidelines in the renovation or construction of any housing within the "Originals" neighborhood;*
3. *Provide flexibility in density standards for new residential development to maintain the village's tradition of integrated open space and public access;*
4. *Encourage the preservation and maintenance of all housing units in the "Originals" neighborhood, and explore options for property maintenance enforcement;*
5. *Allow new multi-family housing options*



(townhouse, multi-unit buildings, etc.) provided that the architectural quality respects the context of the surrounding neighborhood;

6. Encourage stewardship of green infrastructure by homeowners (e.g. bioswales and drainage ditches).

### **Transportation**

1. Enhance pedestrian and bicycle access and safety within the Root River Parkway;
2. Maintain access to the historic pedestrian and bicycle pathways throughout the village, and ensure adequate connectivity between all paths;
3. Enhance primary vehicular and pedestrian gateways into the village with signage, landscaping, and lighting when appropriate;
4. Assess the potential impacts of future development along the Grange Avenue corridor;
5. Analyze the need for new public transportation routes, specifically bus or trolley service;
6. Monitor and maintain aging infrastructure in the

village, and encourage phased implementation of sustainable infrastructure that uses fewer natural resources, promotes energy efficiencies and cost savings, and requires less frequent maintenance.

### **Utilities and Community Facilities**

1. Ensure that all facilities in the village provide adequate square footage and functionality to accommodate governmental, educational, and community needs;
2. Develop design standards for future facilities in the village that promote sustainable, cost saving features;
3. Consider utility system needs for the Southridge Mall and 76th Street corridor parcels;
4. Maintain the Village Center as a major community destination that provides adequate amenities, open space, circulation, and connectivity to neighborhoods.

### **Intergovernmental Cooperation**

1. Encourage ongoing discussion with neighboring communities regarding land uses, transportation, and services;
2. Continue coordination with the City of Greenfield regarding site planning and circulation in and around Southridge Mall and the 76th Street corridor;
3. Continue coordination with Milwaukee County with regards to the Root River Parkway and other County parkland within and adjacent to the Village;
4. Continue to support the Greendale School District as a valuable community resource.



## DEMOGRAPHICS SUMMARY

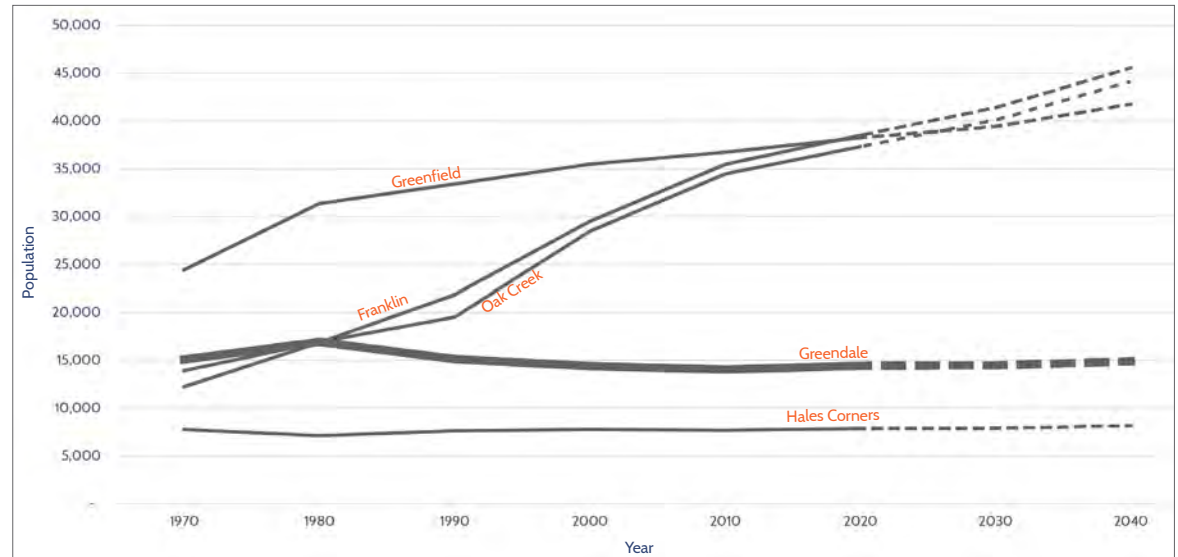
Demographic data gathered for the Village of Greendale includes information from the United States Census Bureau, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and the Wisconsin Department of Administration (DOA). To provide a broader picture of the village’s context within the region, certain demographic data are provided for the communities immediately surrounding Greendale (the Cities of Franklin, Greenfield, and Oak Creek, and the Village of Hales Corners), as well as Milwaukee County, Southeastern Wisconsin (defined here as Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties), and the state as a whole.

The following tables and summaries provide information on population including population projections, age, race, educational attainment, and household income.

### Population Trends (Counts & Projections)

Greendale is projected to see a modest growth in population over the course of the next few decades. As the developable land within the village is largely built-out, the opportunities for new residential development are minimal. Based on conversations with residents and Village staff, the best opportunities for new residential development are either adding density to the Village Center or building new residences in the Southridge Commercial District. Greendale’s neighbors to the south (Oak Creek and Franklin) are anticipated to see a more significant growth in population by 2040, as these communities perceivably have more land available for development.

Figure 2-1. Population Trends for Southeastern Wisconsin Communities



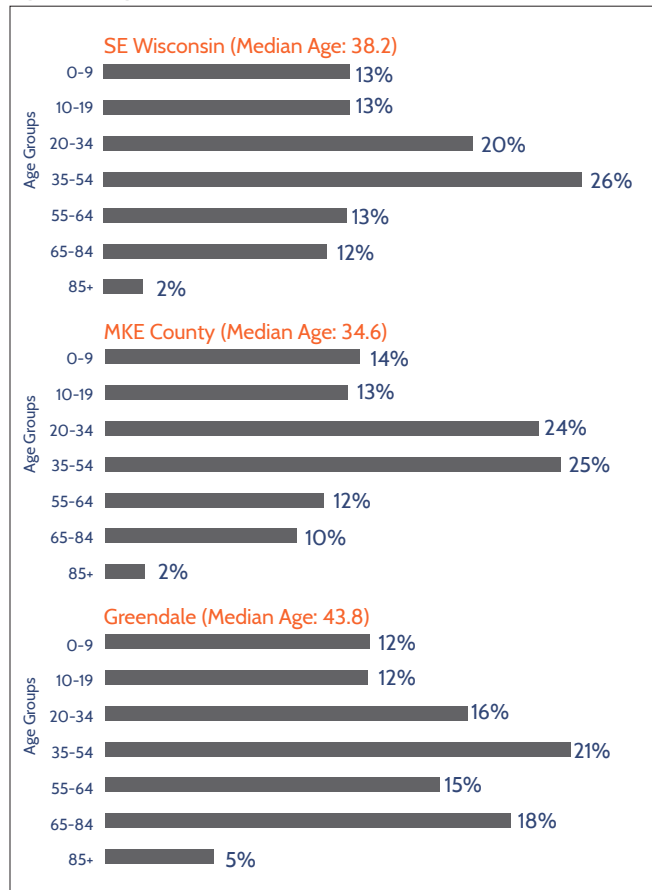
	Greendale		Franklin		Greenfield		Hales Corners		Oak Creek	
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change
1970	15,089	N/A	12,247	N/A	24,424	N/A	7,771	N/A	13,928	N/A
1980	16,928	12.2%	16,871	37.8%	31,353	28.4%	7,110	-8.5%	16,932	21.6%
1990	15,128	-10.6%	21,855	29.5%	33,403	6.5%	7,623	7.2%	19,513	15.2%
2000	14,405	-4.8%	29,494	35.0%	35,476	6.2%	7,765	1.9%	28,456	45.8%
2010	14,046	-2.5%	35,451	20.2%	36,720	3.5%	7,692	-0.9%	34,451	21.1%
2020	14,440	2.8%	38,500	8.6%	38,250	4.2%	7,860	2.2%	37,300	8.3%
2030	14,470	0.2%	41,390	7.5%	39,420	3.1%	7,905	0.6%	40,100	7.5%
2040	14,910	3.0%	45,560	10.1%	41,750	5.9%	8,170	3.4%	44,140	10.1%

Sources: US Census Data; Wisconsin Department of Administration

## Age

The median age of Greendale residents (43.8) is slightly older than the median age of residents living in Milwaukee County (34.6) or Southeastern Wisconsin (38.2). The age group that shows the most significant difference from the county and the larger region are those aged 20-34. Greendale also has a larger community of those aged 65 or older. As the community continues to plan for the future, it will be important to ensure that there are adequate services and housing types to accommodate this aging population.

Figure 2-2. Age Distribution



Source: ACS 2013-2017 5-Year Survey

## Race

Greendale residents have a similar racial composition to those of Southeastern Wisconsin, with over 85% of both populations identifying as White. There are significantly fewer Greendale residents that identify as Black or African American as compared to Milwaukee County residents.

Figure 2-3. Racial Composition

	Greendale	MKE County	SE Wisconsin
White	89.4%	60.6%	85.9%
Black / African American	1.7%	26.4%	6.3%
American Indian / Alaska Native	0.4%	0.6%	0.9%
Asian	3.6%	4.1%	2.6%
Native Hawaiian / Pacific Islander	0.0%	0.0%	0.0%
Other	2.9%	4.9%	1.9%
Two or More Races	2.0%	3.5%	2.3%

Source: ACS 2013-2017 5-Year Survey

## Educational Attainment

Greendale residents have very similar levels of educational attainment compared to residents of neighboring communities. Compared to the residents of Milwaukee County, the residents of Greendale have higher levels of educational attainment.

Figure 2-4. Educational Attainment

	Greendale	Franklin	Greenfield	Hales Corners	Oak Creek	MKE County
Less than 9th Grade	2%	2%	3%	2%	2%	4%
9th-12th Grade (No Diploma)	2%	5%	5%	3%	3%	8%
High School Graduate	25%	24%	31%	23%	29%	28%
Some College (No Degree)	22%	20%	23%	22%	23%	21%
Associate's Degree	10%	9%	8%	9%	10%	8%
Bachelor's Degree	26%	24%	22%	27%	22%	19%
Graduate / Professional Degree	14%	15%	8%	14%	10%	11%

Source: ACS 2013-2017 5-Year Survey



## Income

The income distribution of Greendale residents generally resembles the income distributions of residents of neighboring communities. Franklin and Hales Corners have a higher percentage of residents with incomes on the upper-end of the spectrum (\$150,000 and above) than Greendale. Residents of Greendale are typically wealthier than residents of Milwaukee County, though the percentage of residents earning \$10,000 or less is greater in Greendale than in Milwaukee County.

Figure 2-5. Income Distribution

	Greendale	Franklin	Greenfield	Hales Corners	Oak Creek	MKE County
\$0-\$10,000	5.5%	4%	4.7%	3.4%	4.5%	5.2%
\$10,000-\$14,999	3.2%	2.3%	4.2%	2.7%	2.4%	4.8%
\$15,000-\$24,999	10.1%	5.7%	11.3%	5.4%	5.6%	10.0%
\$25,000-\$34,999	7.3%	7.7%	8.3%	5.8%	6.2%	10.0%
\$35,000-\$49,999	11.6%	11.1%	16.2%	16.5%	13.8%	13.9%
\$50,000-\$74,999	17.6%	19.2%	20.8%	18.6%	21.2%	19.3%
\$75,000-\$99,999	15.5%	12.1%	13.6%	13.5%	14.9%	13.7%
\$100,000-\$149,000	20.5%	20.9%	14.8%	17.4%	19.9%	14.3%
\$150,000-\$199,999	5.9%	8.9%	3.3%	8.2%	7.1%	4.7%
\$200,000+	2.8%	8%	2.8%	8.5%	4.4%	3.9%
Median Income	\$64,714	\$74,975	\$54,973	\$71,516	\$70,530	\$56,759

Source: ACS 2013-2017 5-Year Survey

## STAKEHOLDER INTERVIEWS

The Village of Greendale Comprehensive Plan: 2010-2035 involved extensive interviews with a multitude of stakeholders to better understand the village. The following narrative summarizes comments made during those interviews, which were held on March 17-19, 2009. These past comments have served to provide a richer understanding of the community and have continued to guide the recommendations and alternatives outlined in this Comprehensive Plan Update.

### COMMUNITY CHARACTER

The Village of Greendale is considered to have a **unique community character** that stakeholders felt must be maintained. In order to do so, Greendale should manage its housing, maintain the overall quality of the village, provide access to parks and recreation, and continue to focus on the school system. These goals should be integrated with community activities as often as possible. Greendale residents exude a high level of volunteerism and personal sense of community. Stakeholders expressed that **Village leaders should tap into this resource and continue to encourage community involvement.**

Stakeholders valued the **small town feel** of the village, which is especially visible during the holidays. The village maintains an identity that is distinct and separate from surrounding municipalities. The community is such that residents quickly feel like they are a part of the village's story. Many residents strive to remain in the community throughout their lifetimes or,

if they have left, seek to return with their young families.

### RESIDENTIAL

*\*\*Update: Although there have been recent senior living developments at Southridge Mall (i.e. Berkshire Communities), there remain additional opportunities for creating mixed-use areas in this location that could combine multi-family residences with grocery and pharmacy services.*

Stakeholders believed that **multi-family housing is needed throughout the village**, but that targeting multi-family in the Southridge area could establish a strong mixed-use center to complement current amenities offered at the Mall. New housing at Southridge may not be most appropriate behind the Mall, but rather integrated in a different orientation.

There have been few teardowns and changes of use throughout the village. This trend is seen as a great asset, particularly in the single-family neighborhoods. However, some of Greendale's multi-family developments are in need of rehabilitation. Stakeholders recommended that the Village promote the redevelopment of some of the higher density multi-family units.

### COMMERCIAL

Greendale is no longer perceived as a developing community, as the land is almost fully developed. However, areas considered as opportunities for development or redevelopment are often seen as challenges due to various barriers in the village.

Stakeholders explained that Greendale fails to **support the variety of retail needed to meet the needs of all residents.** Residents cannot complete their basic shopping needs in the village, and rely on surrounding communities for grocery shopping and other activities. However, stakeholders were also aware that the village's population was unable to support all of these uses. Additionally, Greendale lacks substantial mass transit options that would provide additional support for commercial retail.

### INDUSTRIAL

The industrial areas in Greendale have not seen any sort of "mass exit," which contradicts a declining demand for industrial properties seen in many parts of the region. Stakeholders explained that industrial buildings are fully leased with long-term occupants and competitive rates. Greendale's industrial areas are only underutilized due to age, not other factors.

The Industrial Park is close in proximity to Loomis Road and the freeway spur, and is in a central geographic location. In general, **the village's Industrial Park is competitive with surrounding parks;** for example, it is a competitive alternative to the Franklin Business Park, despite having different lease rates.

The Industrial Park is built-out and, because the Park was developed some time ago, the buildings and parcels are small to medium in size compared with other industrial parks.



## INSTITUTIONAL

The schools in the village were viewed as a positive aspect of living in Greendale. Among many qualities, the schools specialize in music and arts. Promotion of the exchange student program was viewed as another unique quality of the School District. The District has been encouraging community involvement through volunteer oversight committees.

Stakeholders believed the agricultural district should be eliminated and replaced with an institutional zoning district.

## PARKS/OPEN SPACE

The County parks in Greendale are often viewed as being underutilized, but many see this underutilization as an asset. **The parks and pathways through the village are an integral part of the community.** Pedestrians and bicyclists have access to amenities without having to cross a street. Stakeholders suggested several ideas for enhancing the parks and pathways as community assets, including incorporating new pedestrian connections in the Root River Parkway.

## VILLAGE CENTER

Stakeholders believed that **Greendale needs a community center** and that the Village Center is an appropriate place for this type of use. Stakeholders noted a hardware store as one type of commercial use that would be welcome in the Village Center – although this use has not been successful at this location in the past.



Photo Source: Village of Greendale





# *natural & cultural resources*

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*

# 3







Whitetail Park Beer Garden in the Root River Parkway. Image Source: VisitMilwaukee.org



## Natural & Cultural Resources

Greendale's abundant resources are a key part of the community, particularly with regards to tourism, recreation, and overall quality of life. From Trimborn Farm to over 1,100 acres of parkland and open spaces, the village has many notable natural and cultural features that are identified in this element.

### REGIONAL LAND USE PLAN: 2050

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) recently completed a regional land use plan designed to guide the seven-county Southeastern Wisconsin region through the year 2050. The following narrative calls upon a significant amount of data from the Regional Land Use Plan to describe natural resources as they apply to the Village of Greendale.

### NATURAL RESOURCES

#### *Agricultural Resources*

For the Regional Land Use Plan, SEWRPC mapped both agricultural lands and highly productive soils classified as "Class I" and "Class II" by the NRCS. The Village of Greendale was cited as having no agricultural land, including Class I and Class II soils, as of the year 2010.



#### *Surface Drainage and Surface Water*

The Southeastern Wisconsin region claims a complex surface drainage pattern and land surface due to the effects of glaciation. There are eleven major watersheds in the region, and two of those eleven encompass the Village of Greendale. The majority of Greendale is part of the Root River Watershed, while a small sliver in the northeastern part of the village falls within the Menomonee River Watershed (Figure 3-1). Greendale is located on the eastern side of the subcontinental drainage divide; water to the east of the divide drains to the Great Lakes-St. Lawrence River system. Approximately 1,009 square miles, or 38 percent of the Southeastern Wisconsin region, drains to the Great Lakes-St. Lawrence River system. The remaining 62 percent drains to the Upper Mississippi River system. Greendale's location in the Great Lakes-St. Lawrence River system allows for the village to access Lake Michigan water, which affects decisions regarding land use, water supply, and sanitary sewerage system planning.

The Issues and Opportunities element of this Plan outlines four goals that shall guide the Natural and Cultural Resources section:

1. *Protect the unique natural and cultural identity of the village including significant cultural features, natural areas, and environmental corridors that support local flora and fauna;*
2. *Achieve a balance between new residential development opportunities and open space preservation;*
3. *Protect and wisely utilize the village's natural resources, including but not limited to: wetlands, wildlife, lakes, woodlands, open space, parks, and groundwater resources;*
4. *Support strategies to preserve the Root River and Dale Creek as significant village resources.*

The Root River runs through the village and is part of the 1,150-mile perennial stream network in the region. Figure 3-2 shows the Root River in context with wetland areas and the 100-year floodplain as delineated by the Federal Emergency Management Agency (FEMA). The quality of the Root River depends on a number of factors. Properly maintained onsite sewage disposal systems and sewage treatment facilities, soil conservation, wetland preservation, and stormwater management are key elements in preserving river quality. According to the Wisconsin Department of Natural Resources (DNR), the Root River does not qualify as either “outstanding” or “exceptional”; both classifications refer to high-quality resource waters.

Scout Lake is located on the eastern portion of the village and is home to panfish, largemouth bass, and northern pike. The lake has a maximum depth of 19 feet and an area of approximately 5 acres.

The DNR has developed a series of classifications and relating activities to address the protection of public health and wildlife in different stream areas. These classifications and activities range from coldwater fishery and full recreational use to limited aquatic life and limited recreational use. Water use objectives for streams are set forth in



Chapter NR 102 of the Wisconsin Administrative Code and are summarized in SEWRPC Memorandum Report No. 93, A Regional Water Quality Management Plan for Southeastern Wisconsin: An Update and Status Report. Within this report, the Root River is recommended to serve as a warmwater sport fish community with full recreational use.

### **Groundwater Resources**

Throughout the Southeastern Wisconsin region, groundwater resources are located within three major aquifers. From the surface of the land downward, they are: 1) sand and gravel deposits in the glacial drift; 2) shallow dolomite strata in the underlying bedrock; 3) deeper sandstone, dolomite, siltstone, and shale strata. The first two aquifers are referred to collectively as the “shallow aquifer,” and the deeper sandstone, dolomite, siltstone, and shale strata is referred to as the deep aquifer. Relatively high levels of naturally occurring radium exist in the deep

sandstone aquifer, which is found in certain parts of the region. Urban development in Greendale, as in other areas of the region, has an impact on both the quantity and quality of groundwater resources.

### **Floodplains**

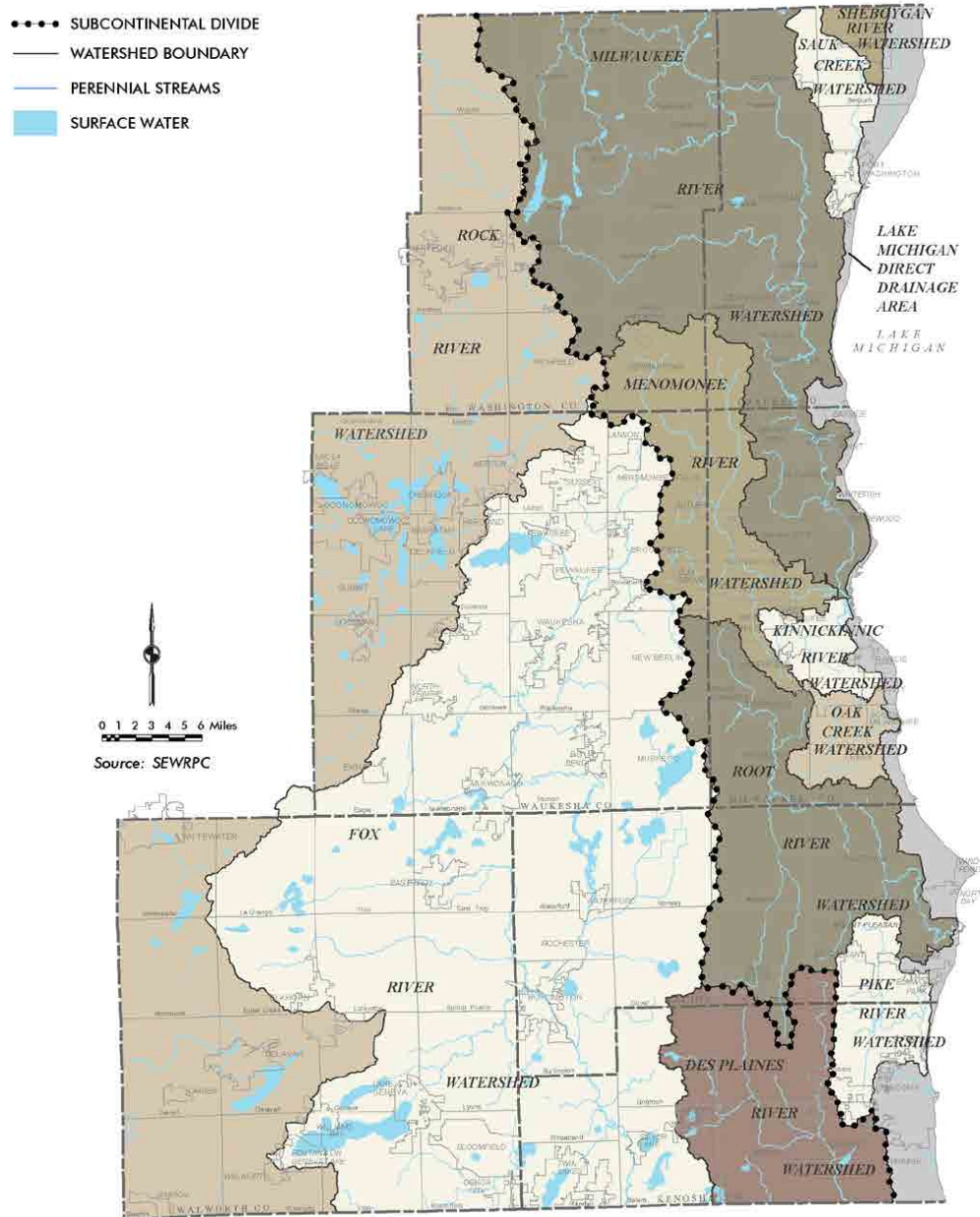
Figure 3-2 illustrates the land area in Greendale that falls within the 100-year floodplain as delineated by FEMA. The majority of these lands are located adjacent to the Root River, Dale Creek, and Scout Lake. Due to the orientation of parkland along these riparian areas, most lands within the 100-year floodplain are designated open space.

### **Wetlands**

Wetlands are significant natural features, particularly in regards to the protection of water quality. In addition to protecting water quality, wetlands help to stabilize lake levels and



Figure 3-1. Surface Drainage and Surface Water in the Region (2009)



streamflows, prevent the erosion of shorelines, and reduce stormwater runoff.

Wetland boundaries constantly change in response to changing drainage patterns and climatic conditions; wetlands may also be moved or created in the development process. Detailed field investigations should be conducted to precisely identify wetland boundaries as individual properties are subject to development or redevelopment.

An overall snapshot of wetlands in the village can be found on the SEWRPC Vision 2050 website: <https://www.vision2050sewis.org/>

### Vegetation & Woodlands

Greendale's presettlement vegetation patterns likely consisted of open, level plains with oak groves, mixed hardwood forests, and prairies dominated by big bluestem and prairie forbs such as coneflower and blazing star. This assumption is based on historical records of the original U.S. Public Land Survey carried out in 1835 and 1836.

Woodland areas are considered to be natural areas having significant value in the region. Six woodland types are recognized in Southeastern Wisconsin; among the six, northern upland hardwoods and southern upland hardwoods are most common. Other stands of trees within the region often exhibit insufficient reproduction and saplings to maintain the stands over time.

Figure 3-2. Natural Resources - Water Related

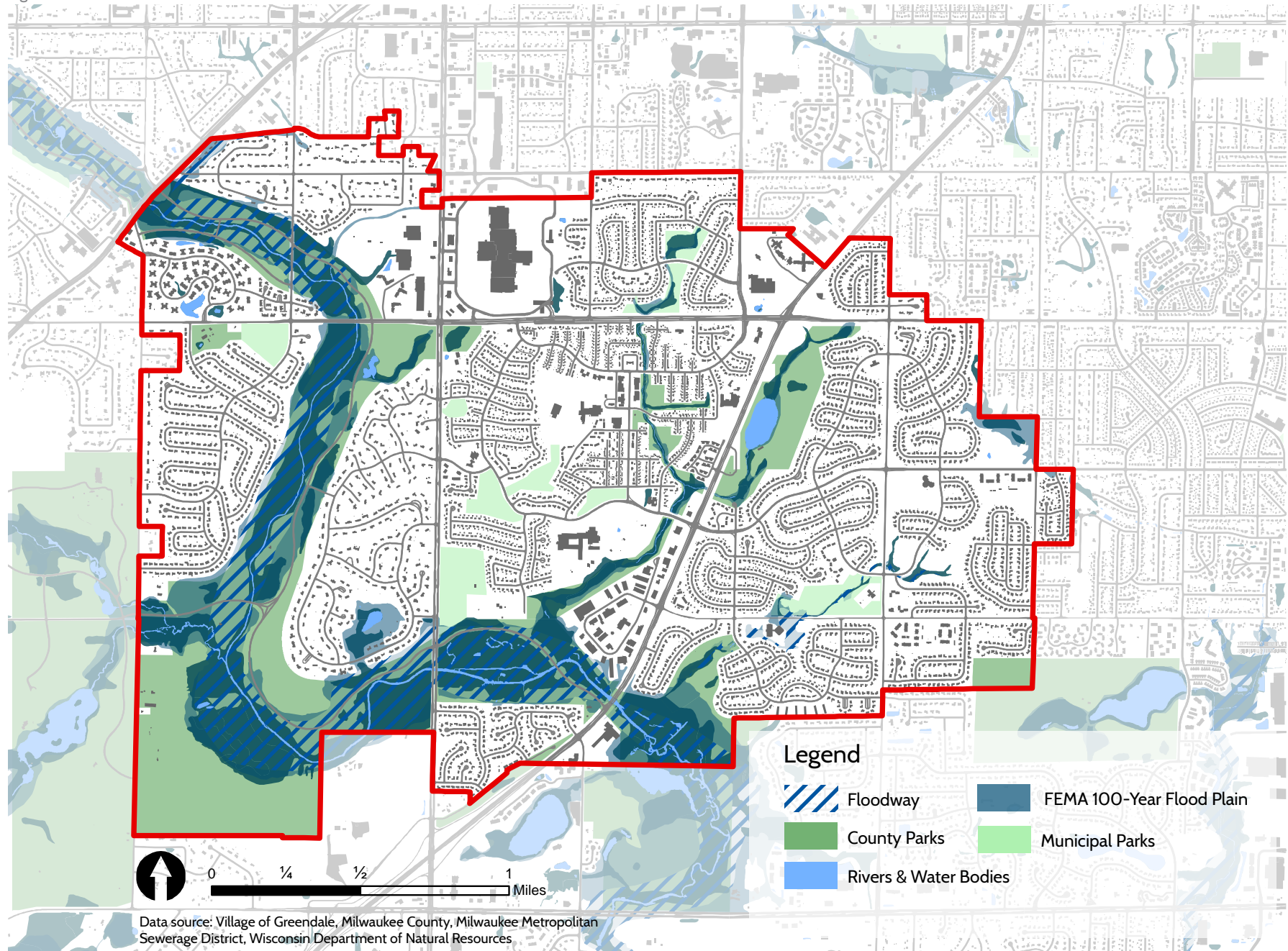
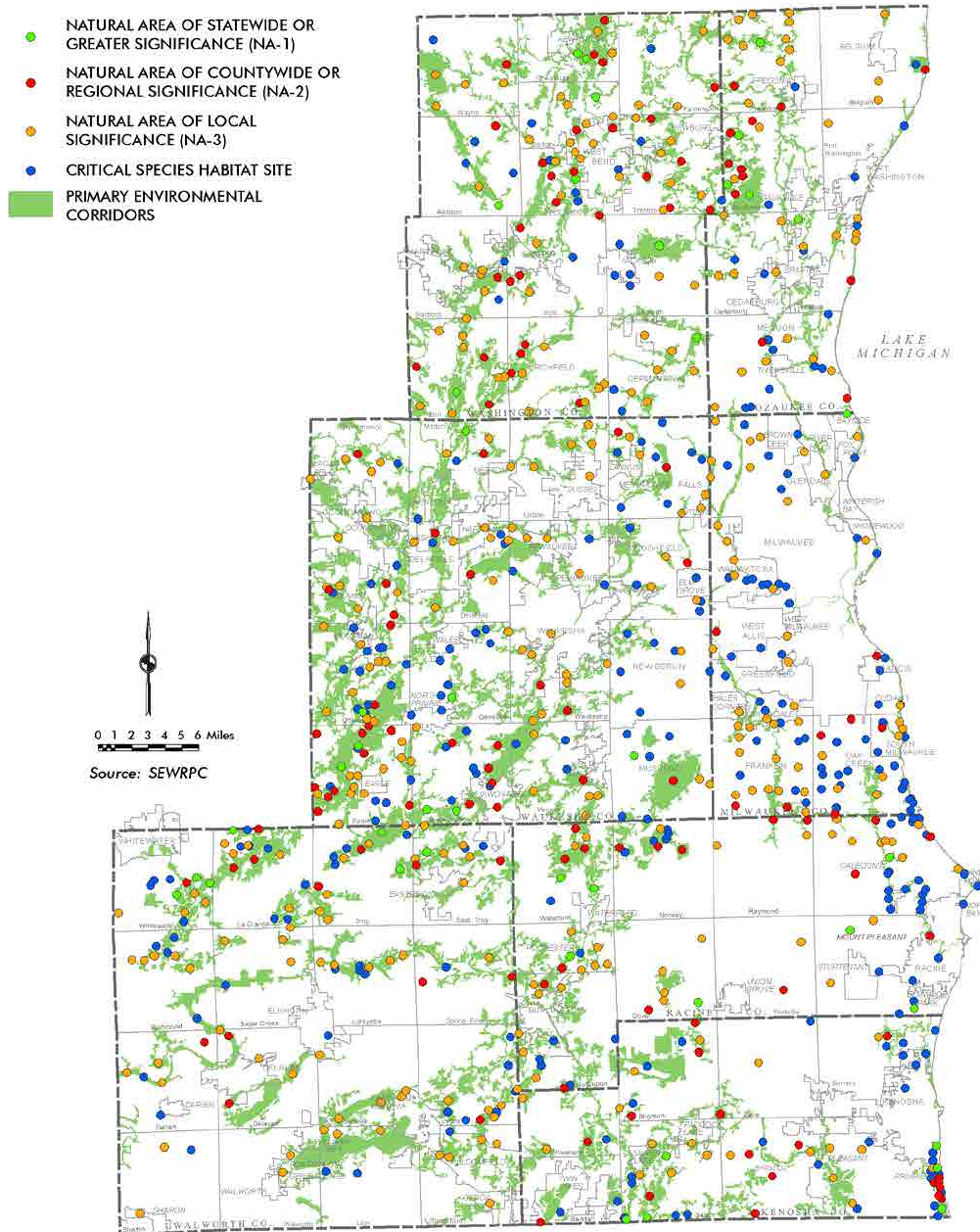




Figure 3-3. Natural Areas and Critical Species Habitat: 2009



### Natural Areas and Critical Species Habitat Sites

In 2009, SEWRPC completed an inventory of “natural areas” and “critical species habitat sites” in the region. These areas represent the most significant remaining natural features in the region. Natural areas include remnants of the pre-European settlement landscape; critical species habitat sites include those areas which are vital to the maintenance of endangered, threatened, and rare plant and animal species. Figure 3-3 shows the natural areas and critical species habitat in the region as of 2009.

For more information on natural areas and critical species habitat, visit the SEWRPC Vision 2050 website: <https://www.vision2050sewis.org/>

### Environmental Corridors

SEWRPC considers its identification and delineation of environmental corridors to be one of the most important tasks completed under the regional planning program. Additionally, the preservation of environmental corridors is considered to be of high importance for Southeastern Wisconsin. The following seven elements of the natural resource base have been identified by SEWRPC as essential to the maintenance of the ecological balance, natural beauty, and overall quality of life in the region:

1. Lakes, rivers, and streams, and their associated shorelands and floodlands;
2. Wetlands;
3. Woodlands;
4. Prairies;



5. *Wildlife habitat areas;*
6. *Wet, poorly drained, and organic soils; and,*
7. *Rugged terrain and high-relief topography.*

Five additional features have been identified for identifying and delineating areas with recreational, aesthetic, ecological, and cultural value. These five elements are:

1. *Existing park and open space sites;*
2. *Potential park and open space sites;*
3. *Historic sites;*
4. *Scenic areas and vistas; and,*
5. *Natural areas and critical species habitat sites.*

The delineation of these twelve natural resource-related elements has resulted in a series of narrow, elongated environmental corridors. These corridors are further classified as either primary environmental corridors, secondary environmental corridors, or isolated natural resource areas.

### **Primary Environmental Corridors**

The majority of Greendale's primary environmental corridor lands are located adjacent to the Root River, with smaller portions extending into Dale Creek and near Scout Lake. Primary environmental corridors, as defined across the region, contain much of the best remaining woodlands, wetlands, and wildlife habitat areas in the village.

### **Secondary Environmental Corridors**

Secondary environmental corridors are often remnants of primary environmental corridors that have been developed for either urban or agricultural uses, but maintain a variety of key resource elements. The Village of Greendale does not contain any secondary environmental corridor areas as delineated by SEWRPC.

### **Isolated Natural Resource Areas**

Smaller areas containing wetlands, woodlands, surface water, or wildlife habitat are considered isolated natural resource areas. Due to the fact that these areas are isolated, they may provide the only available wildlife habitat and recreational opportunity within a sizable radius of land. Isolated natural resource areas encompassed about 63 square miles, or two percent of the total area in the region in 2000. Isolated natural resource areas in the Village of Greendale include a narrow stretch of land between Northway and Southway located west of the Village Center, lands adjacent to Scout Lake, and two areas east of South 51st Street that are nestled among residential developments.

### **Non-metallic Mineral Resources**

Within Southeastern Wisconsin, found nonmetallic minerals include sand, gravel, crushed stone, building or dimension stone, peat, and clay. Nonmetallic quarries or pits provide sand, gravel, and crushed limestone or dolomite for a multitude of uses:

1. *Structural concrete and road building;*
2. *Peat for gardening and horticulture; and*
3. *Dimension stone for use in buildings, landscaping, and monuments.*

Nonmetallic mineral resources are limited economic resources that, if present, should be managed to ensure an adequate supply at a reasonable cost. Because these resources are expensive to transport, their availability is important at a regional level.

Currently, no nonmetallic mineral resources have been identified within the Village of Greendale.

### **Parks, Open Space, and Recreational Resources**

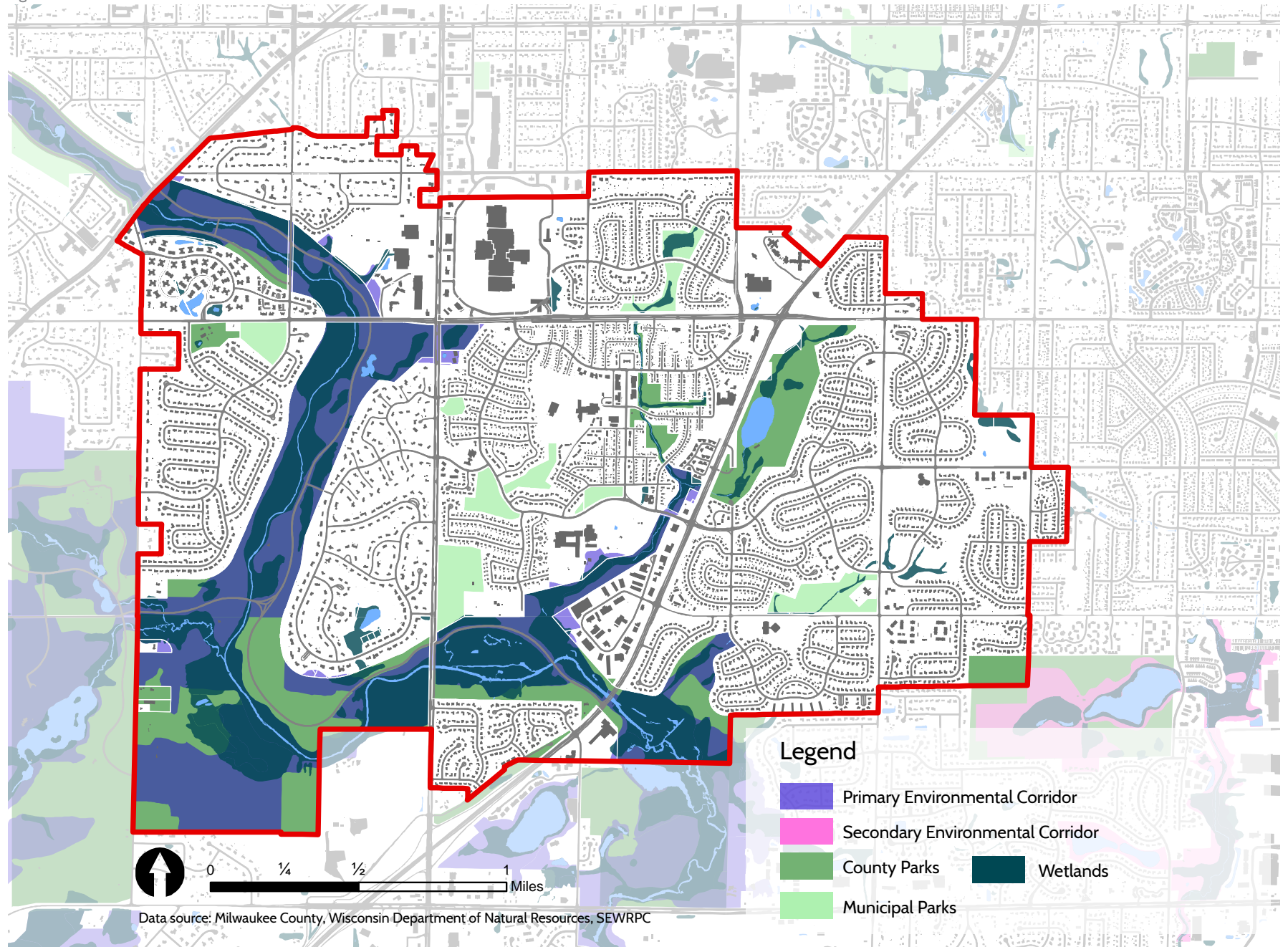
The Village of Greendale was historically designed to integrate a significant amount of greenspace throughout the community. Much of this greenspace remains intact today (see Figure 3-5), in the form of meandering pathways, small neighborhood-scale parks and playgrounds, larger community wide parks, and a broadswath of parkway offering a variety of recreational opportunities. Additional information about Greendale's parks and pathways can be found in Chapter 8. Utilities & Community Facilities.

## **CULTURAL RESOURCES**

### **Historic Sites**

The Milwaukee County Historical Society ([www.milwaukeehistory.net](http://www.milwaukeehistory.net)) identifies three historic sites in the Village of Greendale:

Figure 3-4. Environmental Corridors



## Original Village of Greendale

The Resettlement Administration of the U.S. Department of Agriculture purchased 3,400 acres of farmland and woods for the development of Greendale. In May 1938, the first housing units were occupied. There were 572 living units in 366 buildings, half of which were single family homes built of cinder block on poured concrete foundations. Most houses were built on cul-de-sacs which discouraged heavy traffic while necessary vehicles used three major thoroughfares. The community's focal point was designed to be the Greendale Village Hall, built in a style reminiscent of Colonial Williamsburg.

The village's historic district received its landmark designation on the National Register of Historic Places in 2005. There are several tours of the "Original" homes and the Village Center throughout the year.

## Jeremiah Curtin House

The Curtin House was built in 1846, the first stone house in the old Town of Greenfield. David Curtin, an Irish immigrant, built the house with the help of an Irish stone mason using stone from the quarry north of Grange Ave. The Curtin House is a physical reminder of Milwaukee County's early Irish settlement and is also the boyhood home of Jeremiah Curtin, an accomplished linguist, author and world traveler.

The Curtin House received its landmark designation in 1979. The Milwaukee County Historical Society offers tours of the property, which was restored in 2008.

## Trimborn Farm

Werner Trimborn acquired this Greenfield farm in 1850 and it proved valuable not just for the richness of the soil, but for the vein of limestone which lay underground. The production of lime was an important industry in pioneer Wisconsin as it was used in construction, in making soap and paper, in the purification of water, and as a fertilizer.

Trimborn's farm was soon producing 200 barrels of lime daily with the assistance of forty laborers and at least fifty horses. After Trimborn's death in 1879, his sons August and Leonard continued the business until the development of Portland cement made lime production unprofitable. The fires in the kilns died out and in 1935 the Trimborn property became part of the federal government's Greenbelt project.

Today the complex includes the Cream City brick farmhouse, one of the last stone barns in Wisconsin, a bunkhouse for the workers, root cellar, and a 75-foot kiln. The property was acquired in 1980 by the Milwaukee County Park Commission for development into a historic site in conjunction with the neighboring Jeremiah Curtin House.

The Milwaukee County Historical Society took over management of the property in January 2004 for the Parks Department, and uses it for educational purposes for school children as well as adults.

## Community Design

The village received an award as one of the 2008 America in Bloom national winners. Greendale was one of thirty communities from across the United States to compete. Communities ranging in size from 700 to 300,000 residents competed against one another for overall honors, and five communities - including Greendale - competed in the population class of between 10,001-15,000 residents.

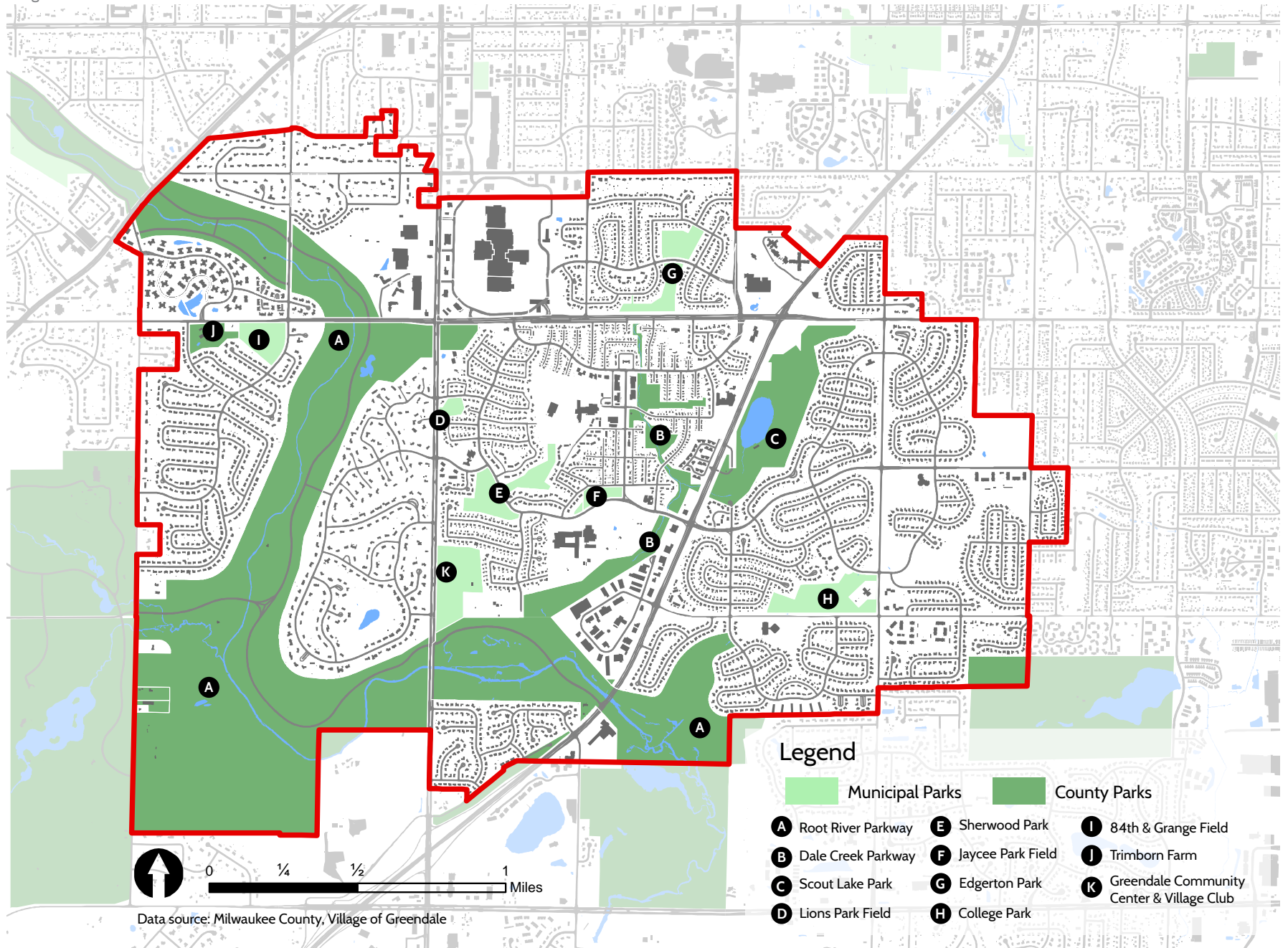
The village was recognized for the National Criteria Award in the Urban Forestry category, surpassing the 29 other communities. The Urban Forestry award criteria considered municipal policies, bylaws, and regulation plans; distribution of trees, variety, suitability; new plantings, main street programs, new survey developments; preservation of heritage trees, woodlots, and re-planting procedures; and proper maintenance practices. Greendale also received honors for heritage preservation in addition to being selected as community of the year within its population category.

Greendale also won the impressive 5-Bloom Award - the only competing community to win the rating. "Blooms" are awarded on a scale of one to five, and to receive a "5- Bloom" rating, a community must attain an overall average score of 90% or higher amongst eight criteria areas:

1. *Tidiness*
2. *Environmental Effort*
3. *Community Involvement*
4. *Heritage Preservation*



Figure 3-5. Parks and Recreation Facilities



5. Urban Forestry
6. Landscaped Areas
7. Floral Displays
8. Turf & Groundcover Areas

The awards received by Greendale as a result of the America in Bloom competition represent the collective efforts of residents, businesses, schools, and the village in maintaining Greendale's legacy as a healthy, livable community

## GOALS, OBJECTIVES, & POLICIES

The following goals, objectives, and policies have been created based on input from the community and the Village's established policies. They are intended to guide future decisions pertaining to natural and cultural resources in the village.

### Goals

1. *Protect the unique natural and cultural identity of the village, including significant cultural features, natural areas, and environmental corridors that support local flora and fauna;*
2. *Achieve a balance between new multi-family residential development opportunities and open space preservation;*
3. *Protect and wisely utilize the village's natural resources, including but not limited to: wetlands, wildlife, lakes, woodlands, open space, parks, and groundwater resources;*
4. *Support strategies to preserve the Root River and Dale Creek as significant village resources.*

### Objectives & Policies

- *Support sustainable site design and building practices*
  - Discourage incompatible development and alteration of wetlands, rivers, streams, lakes, wetlands, and woodlands, so as to preserve the integrity of these resources, promote the value of these assets, and minimize adverse impacts upon adjacent properties
  - Identify techniques to control stormwater run-off throughout the village (e.g. increased landscaping in parking lots, rain gardens, or rain barrels)
  - Encourage "green" building practices for the development of sites within the village, including the practices that promote energy conservation, stormwater management, and improved air quality
  - Discourage the use of pesticides and fertilizers in parks and open spaces
  - Encourage the conversion of mowed, turf grass open spaces in unprogrammed or underutilized areas to meadows, prairies, or other low-mow alternatives
- *Protect the historic integrity of Greendale's Village Center and original neighborhoods*
  - Encourage redevelopment that respects the context of the village's development patterns, including site layout, building materials, open spaces, and integrated connectivity
  - Preserve and enhance integrated connections to the neighborhoods and Village Center
- *Work with regional agencies and adjacent local governments to protect, enhance, and restore natural resources*
  - Coordinate with Milwaukee County, MMSD, DNR, and SEWRPC to preserve the Root River and Dale Creek
- *Sustain the village's high-quality, interconnected natural resource network and encourage expansion, where appropriate*
  - Identify opportunities to extend and expand the trail network, particularly focusing on the link between Southridge Mall and the Village Center
  - Require redevelopment opportunities to preserve and/or create links to existing natural resources
- *Encourage local food consumption through a variety of means, including a local farmer's market and access to community supported agriculture (CSA) programs.*
  - Promote urban agriculture in Greendale, such as backyard gardens, community gardens, schoolyard gardens, rooftop gardens, and municipal compost facilities
  - Promote and expand the Department of Public Works' composting program in the community
  - Work with regional farms and Village Center businesses to promote a CSA program in Greendale

## BEST PRACTICE MODELS FOR THE VILLAGE OF GREENDALE

The following case studies highlight opportunities for the village to protect and enhance its natural and cultural resources into the future.



Above: Community garden plots along the northern leg of the Oak Leaf Trail in Milwaukee

Below: Backyard garden plots behind Greendale Originals circa 1939.

## CASE STUDY: COMMUNITY GARDENS

### URBAN ECOLOGY CENTER AT RIVERSIDE PARK MILWAUKEE, WISCONSIN

Community gardens have become a prevalent and valuable asset for many neighborhoods, including several in Milwaukee County. These gardens serve a number of purposes, including:

- *Providing a local, affordable food source*
- *Providing an alternative function for underutilized or unprogrammed open spaces*
- *Providing educational opportunities for youth*
- *Enhancing a community's quality of life and improving land values through increased community involvement and capacity building.*

The Urban Ecology Center (UEC) provides one example of a community garden collaboration between a non-profit, Milwaukee County, and local gardeners. Along the Oak Leaf Trail, near Riverside Park, the UEC provides 38 garden plots (15 feet x 10 feet) for a small rental fee each growing season. Constructed with old railroad ties, Milwaukee County has allowed the garden plots to be placed on a buffer strip of County property and they have become a popular attraction for gardeners and non-gardeners alike. At the beginning of the 2009 season, there is a waiting list for the plots and Oak Leaf Trail users frequently stop by to see what's growing. According to the UEC, the biggest challenge in establishing the garden plots was not generating interest but identifying a water source for irrigation. Currently, gardeners can get

water from a UEC tap along the trail or, for the northern plots, from a cooperative agreement with Riverside High School.

### *Potential for Greendale*

Throughout the Village of Greendale, there are several potential areas to establish a community gardening program that could serve interested residents, as well as provide new educational opportunities for the village's school system. The County owns a significant amount of parkland within Greendale, some of which could be converted to raised garden beds. This would be particularly appropriate along pathways or trail systems, where there is a significant buffer of unprogrammed, mowed turf grass, or in larger open spaces that are currently underutilized. Potential sites could include areas along the Root River Parkway or in the large grassy area at the intersection of Grange Avenue and 84th Street. The Village should coordinate with Milwaukee County Parks staff to identify opportunities for collaboration, as well as with local residents and non-profit organizations to gauge interest in the project.





## CASE STUDY: LOW MOW OPEN SPACE

### CITY OF MADISON PARKS DIVISION MADISON, WISCONSIN

One of the Madison Parks Division's planning goals is to achieve a balance in the types and qualities of park and open space available to residents. The target for the Madison park system is to maintain two-thirds active park area, such as mowed playfields and recreation spaces, and one-third natural park area, such as woods, prairies, and meadows.

According to the City's website ([www.cityofmadison.com/residents/Mowtown](http://www.cityofmadison.com/residents/Mowtown)) *"[with the expanding parklands, rising fuel costs and shrinking budgets,] the conversion to low-mow meadows and prairies had many undeniable benefits: less use of fossil fuel, creation of an improved infiltration system for storm water run-off, improved habitat for animals and insects, and the opportunity to re-install native plant communities thus increasing the plant diversity in our community."*

Over the course of several years, Park staff have worked with City officials and affected neighbors to establish appropriate locations and boundaries for low-mow areas, where turf grass is not the predominant feature. They have worked to incorporate low-mow areas into existing park land, in addition to making it a component of newly planned park spaces. Several of the original low-mow meadows have been planted for conversion to higher quality prairie.

### *Potential for Greendale*

The Village of Greendale includes more than 1000 acres of park and recreation land, which is a testament to its history. Much of this parkland includes wooded areas and other natural resource areas. However, there are some opportunities to explore low-mow strategies in some of the unprogrammed park spaces, particularly near tree clusters, in low-lying areas, or as buffers along roadways. Possible landscaping strategies could include small meadows or prairie restoration projects, butterfly gardens, or - especially in more urban areas that are impacted by stormwater runoff - rain gardens. In addition to the cost savings and environmental benefits noted by the City of Madison, these techniques could also provide a unique learning opportunity for Greendale youth and add value to adjacent neighborhoods.

## CASE STUDY: GREAT RIVERS GREENWAY DISTRICT

### ST. LOUIS, MISSOURI

Since the passage of the Clean Water, Safe Parks and Community Initiative by St. Louis in 2000, the Great Rivers Greenway District has worked in partnership with private, public, and nonprofit agencies to implement several projects across the district. The district consists of three rivers: the Mississippi, the Meramec, and the Cuivre, which form a three-quarter ring around Great Rivers Greenway. Linking these rivers with the Missouri River through a series of interconnected greenways, parks, and trails provides access to The River Ring throughout the St. Louis region.

Great Rivers Greenway works for a “clean, green, connected” St. Louis region. To do so, the District is implementing the River Ring, an interconnected system of greenways, park and trails. The River Ring will eventually encompass 600 miles of more than 45 greenways. When complete, The River Ring will link three counties, two states, and cover an area of 1,216 square miles (1/57th of Missouri). Current projects involve work on 17 greenways, which are all part of the River Ring. Great Rivers Greenway is funded by a 1/10th of 1 cent sales tax in St. Louis City, St. Louis County, and St. Charles County, which generates \$10 million annually. All access points were constructed with financial help from partnering organizations and municipalities.

### *Potential for Greendale*

“Initiatives in metropolitan areas across the nation, including Boston, Denver, Minneapolis and Portland, demonstrate that the benefits of an interconnected system of greenways, parks and trails go far beyond recreational use: economic growth is stimulated; property values increase; tax bases stabilize; new businesses develop; citizens and neighborhoods connect; open space is preserved; and healthier lifestyles are encouraged.” By design, the village already has a significant system of pathways, which nearly links the entire community. A clear connection between the western edge of the community, Southridge and the 76th Street corridor, and the Village Center would complete Greendale’s “emerald necklace.” Providing access throughout the village, in addition to linking the Oak Leaf Trail directly into the community’s commercial and retail districts could boost the local economy and enhance the village’s identity.







# *economic development*

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*

# 4







## Economic Development

Greendale's commercial and employment centers are located in diverse settings throughout the village. Consumers and employees in and around the village rely primarily on vehicular transportation to reach these destinations, although public transportation is available to Southridge Mall and the Village Center. Further, the Village Center can be reached safely on foot or by bike with the community's vast network of paths.

In addition to Southridge Mall and the Village Center, Greendale is home to an industrial park, located on the west side of Loomis Road. Loomis Road (State Trunk Highway 36) carries a notable amount of traffic and the corridor has potential to provide additional employment opportunities, as well as possible neighborhood amenities, appropriate to the existing development character in Greendale. Across from Southridge Mall on 76th Street is limited commercial retail, office, and institutional land.

This side of the corridor presents an opportunity for enhanced connectivity and cohesiveness as redevelopment occurs.

The Issues and Opportunities element of this Plan outlines four goals that shall guide the Economic Development section:

1. *Maintain and promote a diversified tax base;*
2. *Strengthen business development in the Village Center and continue to market the downtown area as a regional attraction;*
3. *Promote redevelopment strategies for Southridge Mall and the 76th Street corridor that transform the area into a regional destination and an attractive place to locate businesses;*
4. *Support the long-term redevelopment of the village's Industrial Park as a destination for highly productive, small-to-medium format industrial and office users.*





## LABOR FORCE AND ECONOMIC BASE

### Employment Status

According to the ACS 2013-2017 5-Year Survey, 7,045 of Greendale residents were in the labor force, representing 63% of the population aged 16 and above. Of these, 95% were employed within the past 12 months. These employment rates are very similar to the rates of Milwaukee County and the state as a whole (93% and 95%, respectively).

Figure 4-1. Employment Status

	Greendale		MKE County		Wisconsin	
Population Aged 16+	11,223	-	748,510	-	4,618,274	-
In Labor Force	7,045	63%	489,755	65%	3,087,719	67%
<i>Employed</i>	6,664	95%	454,524	93%	2,939,880	95%
<i>Unemployed</i>	381	5%	34,930	7%	145,271	4%
Not in Labor Force	4,178	37%	258,755	35%	1,530,555	33%

Source: ACS 2013-2017 5-Year Survey

### Employment Distribution by Industry

The industry that employs the most Greendale Residents is “Educational Services, Health Care, and Social Assistance.” Though this industry also employs the most people in Milwaukee County and the state as a whole, the proportion of Greendale residents in this industry is higher than that of the county or state (Greendale: 32%; Milwaukee County: 26%; Wisconsin: 23%). Greendale residents are also employed in the “Finance, Insurance, Real Estate, and Rental / Leasing” industry at a higher proportion than the county and state (Greendale: 12%; Milwaukee County: 6%; Wisconsin: 6%). Greendale residents are employed at lower rates in the “Arts, Entertainment, Recreation, Accommodation, and Food Services” industry compared to the county and state (Greendale: 6%; Milwaukee County: 10%; Wisconsin: 9%).

Figure 4-2. Employment Distribution by Industry

	Greendale		MKE County		Wisconsin	
Employed Civilian Population Aged 16+	6,664	-	454,524	-	2,939,880	-
Agriculture, Forestry, Fishing, Hunting, and Mining	23	0%	1,936	0%	70,575	2%
Construction	422	6%	17,494	4%	160,587	5%
Manufacturing	773	12%	67,515	15%	540,274	18%
Wholesale Trade	264	4%	11,633	3%	79,418	3%
Retail Trade	559	8%	46,964	10%	331,399	11%
Transportation, Warehousing, and Utilities	325	5%	21,137	5%	127,961	4%
Information	111	2%	7,884	2%	48,221	2%
Finance, Insurance, Real Estate, and Rental / Leasing	814	12%	29,445	6%	177,957	6%
Professional, Scientific, Management, Administrative, and Waste Management Services	527	8%	48,577	11%	243,554	8%
Educational Services, Health Care, and Social Assistance	2,126	32%	120,229	26%	682,285	23%
Arts, Entertainment, Recreation, Accommodation, and Food Services	371	6%	46,437	10%	254,526	9%
Other Services (Except Public Administration)	276	4%	19,999	4%	121,136	4%
Public Administration	73	1%	15,274	3%	101,987	3%

Source: ACS 2013-2017 5-Year Survey

### Long-Term Employment Projections

The table to the right shows the projected employment for industries in the Milwaukee County for the year 2026. In total, the county is expected to increase its employed population by 4%. The industries that are anticipated to experience the most gains are “Unclassified” (27%), “Professional and Business Services” (8%), “Leisure and Hospitality” (6%), and “Other Services (Except Government)” (6%). The industries that are anticipated to experience the most losses are “Information” (-8%) and “Natural Resources, Mining, Construction, and Manufacturing” (-4%).

### Future Housing Demand

The table to the right shows the projected total households for Greendale in the coming decades. Household projections are based on Department of Administration population projections, assuming an average household size of 2.19 (household size based on SEWRPC estimates). As can be seen, the anticipated population increase in Greendale could be accommodated by 708 new households, which represents an increase of 11.7% in total households. (See Chapter 6: Housing for more details).

### Commercial and Industrial Land Use

According to SEWRPC estimates, Greendale is anticipated to increase its commercial land acreage by 10% in the year 2035. This increase in commercial land use corresponds with an anticipated decrease of industrial land acreage of 16%.

Figure 4-3. Long-Term Employment Projections (Milwaukee County)

	2016 Employment	2026 Projected Employment	Percent Change
Total (All Industries)	522,243	540,960	4%
Natural Resources, Mining, Construction, and Manufacturing	65,209	62,520	-4%
Trade, Transportation, and Utilities	78,925	78,229	-1%
Information	8,318	7,684	-8%
Financial Activities	30,948	30,744	-1%
Professional and Business Services	78,002	84,609	8%
Education and Health Services	141,320	148,235	5%
Leisure and Hospitality	48,995	52,115	6%
Other Services (Except Government)	27,240	28,792	6%
Government	26,237	26,388	1%
Unclassified	17,049	21,644	27%

Source: Job Center of Wisconsin

Figure 4-4. Housing Demand (Village of Greendale)

	Projected Total Households	% Change
2010 (US Census, Actual Count)	6,075	-
2020	6,570	8.1%
2025	6,565	-0.1%
2030	6,583	0.3%
2035	6,729	2.2%
2040	6,783	0.8%
<b>Net</b>	<b>708</b>	<b>11.7%</b>

Sources: DOA population projections; US Census Data; SEWRPC projected household size

Figure 4-5. Land Use Trends (Village of Greendale)

	2010	2035	% Change
Commercial Land Use (Acres)	137.8	152.2	10%
Industrial Land Use (Acres)	52.1	43.6	-16%

Source: SEWRPC

## BUSINESSES AND INDUSTRIES DESIRED BY GREENDALE

### *Village Center Historic District*

The Village Center's strengths include its strong historic character and community identity. The district benefits from its position as a tourist destination and the support of the Grandhaven Foundation, as well as the broader community. The Center's status as a "hidden gem" of Milwaukee serves as both a strength and a challenge - while its location adds to the Village Center's charm, it does not provide the visibility needed to draw visitors from Southridge Mall or the 76th St corridor.

In terms of challenges, the Village Center is significantly impacted by low visibility from the main thoroughfares. Additionally, the Center lacks any type of anchor uses and caters to a specific niche market. The adjacent retail centers and corridors also serve as competitors for retail dollars, although this could become a synergistic relationship in the future.

In the future, the Village Center would benefit from businesses that generate frequent, repeat trips - such as a dance studio. A small to mid-sized anchor retailer would also be appropriate.

For more information on the Village Center Historic District, see Chapter 5: Land Use.

### *Southridge Commercial District*

Southridge Mall serves as the primary regional shopping center in southern Milwaukee County. However, due to its relative age and other factors, many shoppers indicate they will drive to one of the other shopping centers over Southridge. This is clearly a challenge, however it also leaves room for great opportunity in the future. Other strengths include the relative support of the many uses along the 76th Street corridor.

Aside from age and perception, the biggest challenge facing Southridge is its lack of visibility from a highway thoroughfare. While Interstate 894 provides access to the shopping district, the mall is not visible to travelers. Further, I-894 does not have a direct interchange on the 76th Street corridor, which further complicates the matter.

In the future, the Village plans to coordinate with Southridge property owners and stakeholders on a master planning effort. In addition to attracting businesses that can serve as a regional draw, the Village should focus on mixed-use development options, including high-density multi-family residential. Housing choices should consider senior options, as well as mid-to-high priced condominiums that allow Greendale's empty nesters to stay within their community.

For more information on the Southridge Commercial District, see Chapter 5: Land Use.

### *Village Industrial District*

Southridge Village of Greendale Industrial Park is located along Loomis Road (Highway 36), which provides direct access to highway transportation routes throughout the broader region. General Mitchell International Airport is also within close proximity.

One challenge facing the Industrial Park is its relative age, as it was constructed in the 1960s. The parcels are fairly small and the Park lacks an identity; however, this also allows the village to establish synergies between users as the Park redevelops, which is a strength.

Desired businesses for the Industrial Park include, highly productive, small-to-medium format industrial users or offices. Users that could develop synergies - either through their products or waste streams - should be encouraged. Commercial businesses, including fast casual restaurants, would also be appropriate along Loomis Avenue.

For more information on the Industrial District, see Chapter 5: Land Use.



## FINDINGS, ISSUES, & RECOMMENDATIONS

As part of the Village of Greendale Comprehensive Plan: 2010-2035 that was completed in 2009 (the version immediately prior to this Plan), Gruen Gruen + Associates conducted in-person and telephone interviews with representatives of real estate developers, property owners, real estate brokers, merchants, and businesses operating in Greendale. Much of the information derived from these interviews remains consistent with the current conditions of the village. See the Village of Greendale Comprehensive Plan: 2010-2035 for more information.

## ECONOMIC DEVELOPMENT ORGANIZATIONS & RESOURCES

The Village of Greendale Comprehensive Plan: 2010-2035 contains a detailed list of economic organizations and resources that could be utilized to promote and encourage economic growth in Greendale. See that Plan for more information.

## GOALS, OBJECTIVES, & POLICIES

The following goals, objectives, and policies have been created based on input from the community, economic analysis recommendations, and the Village's established policies. They are intended to guide future decisions pertaining to economic development in Greendale.

1. *Maintain and promote a diversified tax base;*
2. *Strengthen business development in the Village Center and continue to market the downtown area as a regional attraction;*
3. *Promote redevelopment strategies for the Southridge Mall and 76th Street corridor that transform the area into a regional destination and an attractive place to locate businesses;*
4. *Support the long-term redevelopment of the village's Industrial Park as a destination for highly productive, small-to-medium format industrial and office users.*

### *Objectives & Policies*

- *Encourage high-quality and high-value development that supports the unique identity of the village and provides balance to the tax base.*
  - Promote mixed-use development at Southridge Mall, including high-density residential options, entertainment, amenities, and employment opportunities
  - Encourage redevelopment and infill opportunities of underutilized sites within the village's non-residential districts and corridors
  - Concentrate commercial development at specific nodes and discourage strip-style commercial development along the village's primary corridors
  - Develop design guidelines to encourage high-quality, well-planned redevelopment projects in the Industrial Park, Southridge Mall, and the 76th Street corridor



- Consider branding the Southridge Commercial District as a theater district with associated hotel and entertainment uses
- Pursue business attraction, retention, and expansion in the village
  - Market Greendale as a place for young professionals and families
  - Market Greendale as a place that values multicultural diversity
  - Proactively work to recruit businesses to Greendale, especially services to accommodate seniors and youth
- Target new employers that can provide a range of job opportunities
- Continue to develop strong relationships with businesses and major property owners
- Establish an economic development program that can effectively react to requests for information from potential developers
- Continue to support the Greendale School District and the village's assets that contribute to its unique community identity
- Work with regional agencies and adjacent municipalities to enhance the economic position of the broader 76th Street Corridor (e.g. the Village's streetscaping partnership with the City of Greenfield and Milwaukee County)

## BEST PRACTICE MODELS FOR THE VILLAGE OF GREENDALE

The following case studies highlight opportunities for the Village to promote and strengthen economic development efforts in the future.





## CASE STUDY: MALL REDEVELOPMENT

### BELMAR

#### LAKWOOD, COLORADO

Belmar is a mixed-use development that covers 104 acres (23 city blocks) in the heart of Lakewood, about ten minutes west of Denver. The site previously housed a mall - Villa Italia - constructed in 1966 that became the largest shopping mall in the region. The mall, like many others in the United States, fell into decline and was demolished to make way for the new development. At buildout, Belmar will have 1,300 homes, a Theatre Cineplex, a Whole Foods Market, 900,000 square feet of Class A office space, 175 stores, 9,000 free parking spaces (surface and garage), and 9 acres of parks, plazas, and green spaces.

Leaders of the project sought to create a true urban core for Lakewood by integrating new construction with the existing City Hall, Lakewood Commons, and the city's performing arts center. Because the former mall was initially a huge success, developers wanted Belmar to put Lakewood in the spotlight once again.

The design includes a new street system that uses small blocks to integrate the site with surrounding neighborhoods and to create a true urban town center where one did not exist before. The developers extended the existing Teller Street to create a new main street core with on-street parking. Buildings with massing designed to a specified building envelope create a public plaza network.

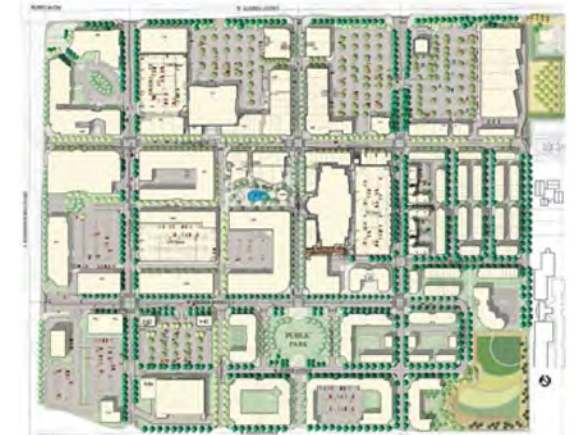
### BELMAR: THE STATISTICS

Site Area: 106 acres  
Retail: 960,000 square feet  
Dwelling Units: 1,300 rental; 200 for sale  
Office: 760,000 square feet



### Potential for Greendale

The rebranding of Southridge is a critical issue for the Village of Greendale, as well as the southern Milwaukee region. The redevelopment of the mall would provide significant investment to the area, while keeping the shopping center competitive. Redevelopment on some outlots has begun on a limited basis, but the area lacks a master plan to guide renovation and new construction. Belmar's planning process and mixed-use layout would provide a strong format for the re-visioning of Southridge Mall and the 76th Street corridor.





## CASE STUDY: ECO-INDUSTRIAL PARK

### INNOVISTA ECO-INDUSTRIAL PARK

#### HINTON, ALBERTA, CANADA

Located in Hinton, AB, Canada - a town of 10,000 people, west of Edmonton - Innovista is an eco-industrial park (EIP). According to the Innovista website ([www.eip.hinton.ca](http://www.eip.hinton.ca)), the Park is “planned, designed, developed and operated in a way that will contribute to the economic success of its tenants through offering a high profile location, innovative and efficient infrastructure systems, strong community support and leadership in the Town of Hinton.”

The Town’s EIP is located on an 103-acre site, incorporating 80 acres of developed land and 23 acres of parks and protected natural resources. It is a valuable and highly attractive location given the significant natural resources and its well-exposed and convenient location on the highway.

Development in the EIP is guided by and controlled by two primary components: (1) a specific EIP zoning district, outlining permitted, discretionary, and prohibited uses as well as site requirements; and (2) the Hinton EIP Development Guidelines.

According to the Town’s Design Guidelines, they intend to use the document to support an industrial park that:

- *Maximizes environmental and business performance for the whole park;*
- *Creates a “sense of place” that is more than just a*

*collection of buildings and parking lots;*

- *Includes a variety of safe and functional pedestrian, cycling, and vehicular linkages throughout;*
- *Provides functional and attractive outdoor “living” space and wildlife habitat;*
- *Maximizes efficiency of resource use through integrated design;*
- *Minimizes energy use through efficiency, sharing, and waste recovery;*
- *Minimizes water demand, treatment and contamination by using cascading and integrated water systems;*
- *Integrates development with the environment and with the Town’s image; and*
- *Manages construction proactively to reduce costs and environmental impacts.*

In achieving these goals, Innovista is anticipated to be more competitive than in a conventional industrial park, and to be more ecologically sensitive at the same time. In August 2008, the Town announced their Department of Public Works facility will be built at Innovista.

### WHAT IS AN ECO-INDUSTRIAL PARK?

An Eco-Industrial Park (EIP) represents the application of eco-industrial networking (EIN) within an industrial park. EIN supports collaborative partnerships, or networks, between businesses, local governments, and the wider community resulting in more efficient and ecological resource use. In an EIP, businesses and their local government and community partners work together to incorporate the following features:

- *Targeted economic development strategy:*
- *Businesses are attracted to fill product or service niches.*
- *By-product synergy: Businesses cycle material and energy (waste of one = feed for another), increasing efficiency and reducing environmental impact.*
- *Ecological design: Green buildings and sites are designed to minimize resource use. Green spaces and ecologically sensitive areas are preserved and integrated with the site design.*
- *Green infrastructure: Traditional infrastructure is replaced i.e., natural stormwater management or alternative energy systems.*
- *Networking around services: Businesses share services, such as marketing, transportation, research, and monitoring services.*

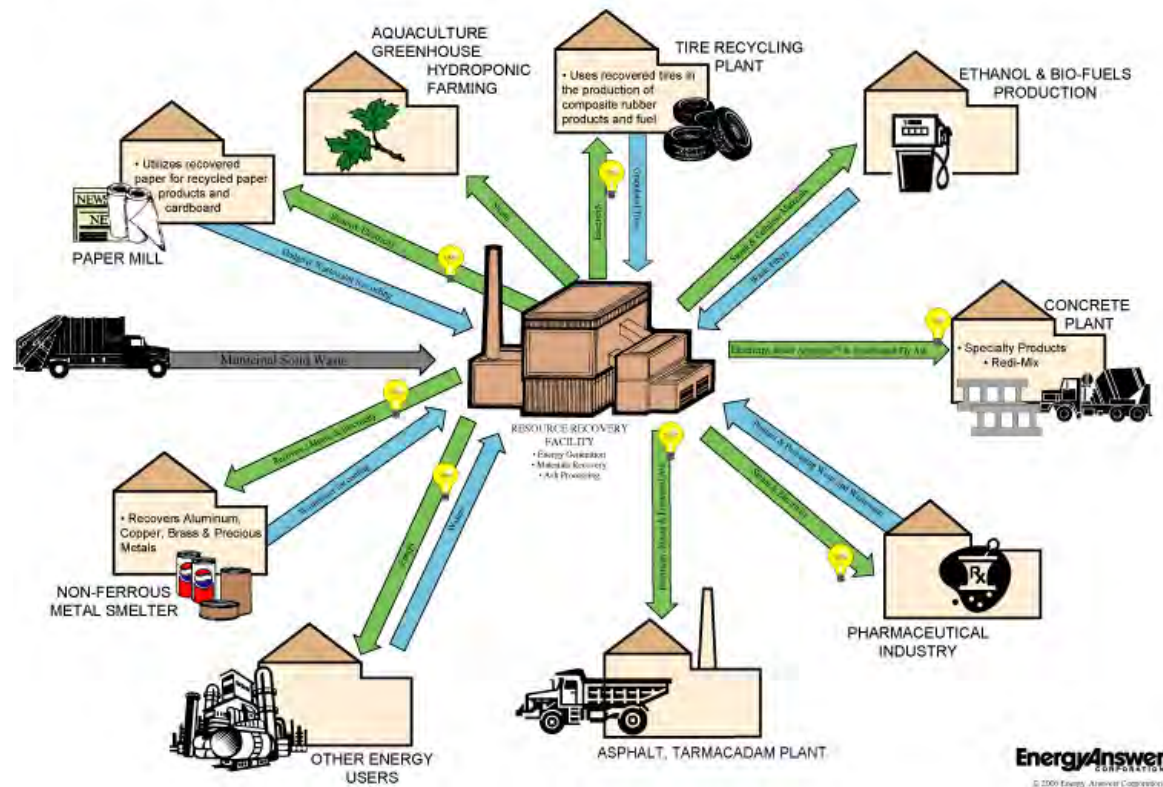
### Potential for Greendale

The Village of Greendale's industrial park was built in the 1960s and does not possess a strong identity. As the Park begins to redevelop, there is a strong opportunity to establish an eco-industrial concept in the village. As a property owner, Greendale could begin the process with the upgrading of the Department of Public Works (DPW) property. Situated at the entrance of the Park, a DPW site that incorporates sustainable, efficient principles would set the tone for the re-branding of the Greendale Industrial Park.

While the acreage of the Village's Industrial Park is about half the size of Innovista, it does offer a vast trail network and natural resources, as well as access to highways and an airport. By developing a set of development guidelines and establishing general businesses principles that encourage integrated operations between businesses, the Village could maximize the value of its Industrial Park and provide a unique asset to the region.



## Resource Recovery Based Eco-Industrial Park



Source: www.energyanswers.com





# *land use*

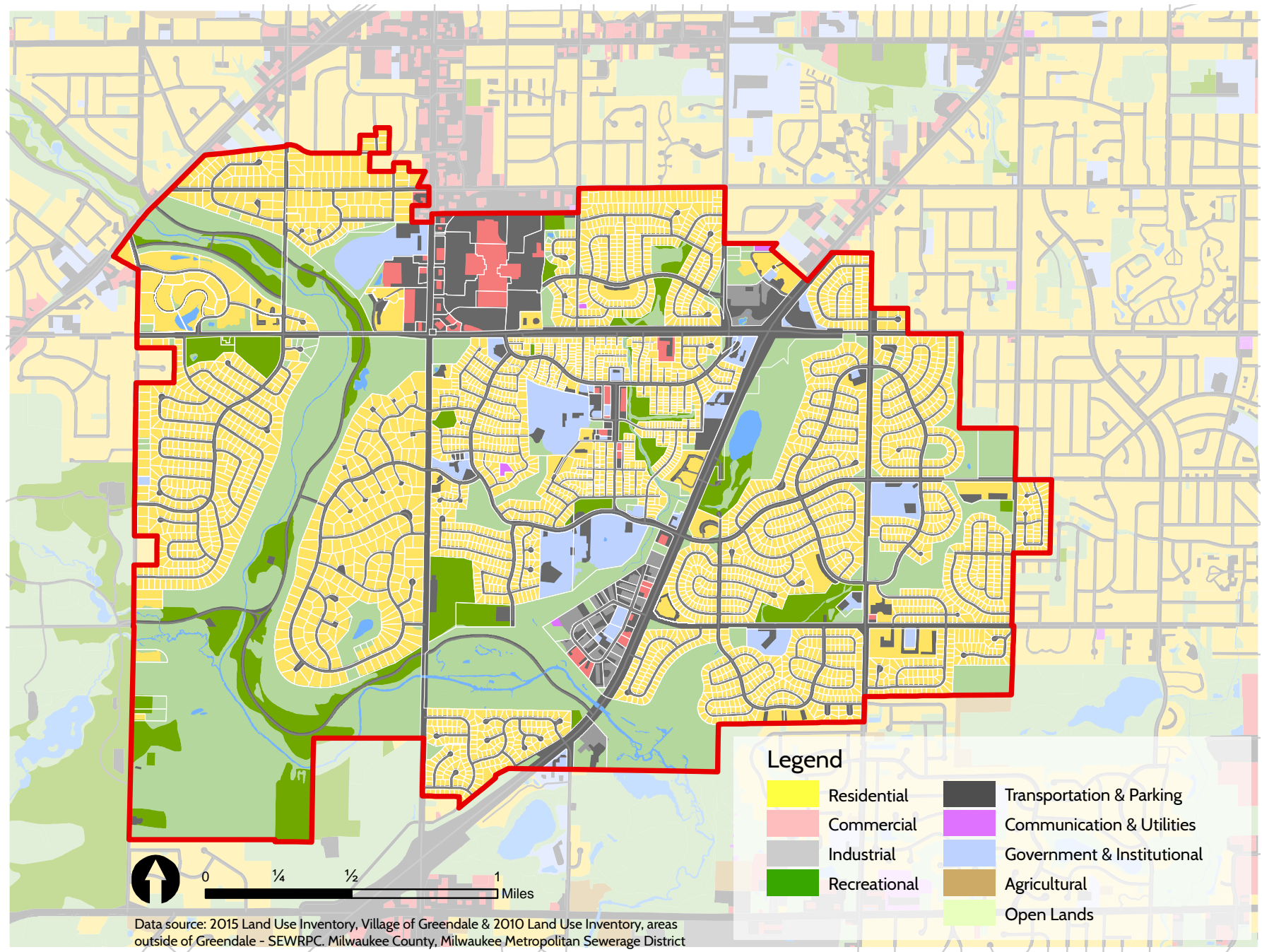
Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*

# 5



Figure 5-1. Existing Land Use



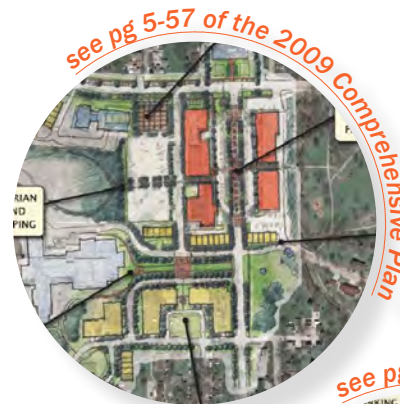
# Land Use

## INTRODUCTION

Like many planned communities, Greendale was planned in a holistic way, as part of a vision for how residential neighborhoods and commercial areas can work together harmoniously, promoting connection and liveability. In the pages that follow we have laid out a method for planning for future land use in Greendale which breaks down the village into neighborhoods, districts, and corridors.

Most land-use chapters of comprehensive plans in Wisconsin detail two main points. First, they discussed the existing balance of land uses in a community, and evaluate how that land use pattern will or will not meet the needs future demand and the changing needs of the community. Then, a plan for a future land-use is included, detailing the ways that a community might grow and change in the upcoming 20 years. In Greendale, a community in Milwaukee County surrounded by other municipalities, and with a prominent environmental corridor running through the village that limits development in existing open space, the idea of major land use change is less applicable - the village is more or less “built-out,” and the residential neighborhoods will likely not change significantly. However, there are a few areas of the village are be suitable for infill development, redevelopment, or other types of land use change.

These areas of potential change are the historic Village Center of Greendale, which could accommodate more residential density and possibly commercial development to support community serving amenities, in the Village Industrial Park, and in Southridge Mall and the 76th Street corridor. In Greendale’s 2009 Comprehensive Plan, redevelopment concept drawings are included for all three sites. This plan update provides a focus section on the Southridge Mall area, which can be see on page 76.



## Land Use Goals

1. Establish development standards for new residential, commercial, and industrial development and redevelopment based on neighborhood, district, and corridor;
2. Continue to support the village’s tradition of an integrated community by supporting appropriate “transitional uses” and/or buffers between various land uses;
3. Manage conflicts arising from the desire to locate residential uses near environmental features.
4. Establish Greendale as a regionally-recognized location for incorporating sustainable practices throughout the village.



Figure 5-2. Existing Land Use Table (Village of Greendale, 2015)

	Acres	% of Total
<b>Developed Land</b>	<b>2,760</b>	<b>74.9</b>
<i>Residential</i>	1,477	41.4
<i>Commercial</i>	133	3.7
<i>Industrial</i>	49	1.4
<i>Transportation, Communication, and Utilities</i>	618	17.3
<i>Governmental and Institutional</i>	158	4.4
<i>Recreational</i>	235	6.6
<b>Undeveloped Land</b>	<b>896</b>	<b>25.1</b>
<i>Agriculture</i>	0	0
<i>Natural Resource Areas</i>	746	20.9
<i>Wetlands</i>	411	11.5
<i>Woodlands</i>	320	9.0
<i>Surface Water</i>	15	0.4
<i>Unused and Other Open Land</i>	150	4.2
<b>Total</b>	<b>3,566</b>	<b>100</b>

Source: SEWRPC

Figure 5-3. Land Use Trends (Village of Greendale)

	2010	2035	% Change
Commercial Land Use (Acres)	137.8	152.2	10%
Industrial Land Use (Acres)	52.1	43.6	-16%

Source: SEWRPC

Figure 5-4. Housing Demand (Village of Greendale)

	Projected Total Households	% Change
2015	5,954	-
2020	5,992	0.6%
2025	5,988	-0.1%
2030	6,004	0.3%
2035	6,137	2.2%
2040	6,187	0.8%
<b>Net</b>	<b>232</b>	<b>3.9%</b>

Based on SEWRPC Modeling for Population Projection; Assumes 2.19 Persons per Household.

### *Land Use Trends*

Reviewing current land use alongside land use trends can help the village plan for the future. Currently, Greendale uses 1,477 acres of land for residential uses, and about 133 acres of land for commercial uses. Industrial uses take up about 49 acres of land in total (Figure 5-2). SEWRPC estimates land use trends going forward, predicting that commercial land use will grow by 10% in Greendale by 2035, and that industrial land used will decrease by 16% in the same time period.

Housing demand in five year increments is also displayed at right.

Based on the fully-developed character of Greendale and review of past land use trends, it is recommended that the village focus growth on quality infill and redevelopment projects that respect the historic character of the community. Opportunities for redevelopment exist for a variety of land uses, including residential, commercial, mixed use residential/commercial, and industrial.

### *Land Use Projections*

As identified in the land use trends for the village, Greendale represents a community that is almost entirely developed. Based on the community's historic emphasis on maintaining significant open spaces and the relative lack of developable land, the Village does not anticipate a major change in land uses over the next 20 years. Figure 5-3 shows the SEWRPC estimates for commercial and industrial land use through 2035. Figure 5-4 shows the total projected households for Greendale based on SEWRPC population projections and the average household size of 2.19 persons per household.

Despite the relative lack of developable land in the village, the redevelopment of the Southridge Mall area could significantly impact the Village of Greendale with the incorporation of mixed-use development, including high-quality residential options, commercial, and office uses. In the event of a major redevelopment of the Southridge Commercial District, these projections should be reconsidered in order account for new residential market demands experienced by the village.

The emphasis on retaining the village's present acreage parks, open spaces, and natural resources will continue.

While significant change in the quantity of land use types is not anticipated in Greendale, there should be a focus on improving the quality of development in the village. There are opportunities to renovate and/or develop infill housing in several Greendale neighborhoods. Additionally, the village's commercial nodes - particularly along 76th St and Grange Ave - and aging industrial park offer redevelopment opportunities.

## LAND USE PLANNING IN THE REGION

The regional land use plan sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. Although the village may agree with some aspects and recommendations contained in the regional land use plan, it relies on general land use categories and does not provide recommendations tailored for Greendale's unique characteristics.

The most recent regional land use plan is *Vision 2050: A Regional Land Use and Transportation Plan*, published by SEWRPC in 2016. The entire plan, along with associated amendments and summaries, can be found here:



[https://www.sewrpc.org/SEWRPC/VISION\\_2050/2050RegLandUseTranspPlan.htm](https://www.sewrpc.org/SEWRPC/VISION_2050/2050RegLandUseTranspPlan.htm)

## LAND USE PLANNING IN GREENDALE

The purpose of land use planning in the Village of Greendale is to provide a framework for evaluating future development/redevelopment decisions, while preserving the village's unique quality of life. The comprehensive plan achieves this through a place-based land use approach that: describes the neighborhoods, districts, and corridors within the community; identifies land and development characteristics to preserve and/or discourage; and determines appropriate future uses, activities, and densities for each of these

areas. This chapter will serve as a primary tool for guiding future preservation and redevelopment efforts in the village.

## LAND USE CONDITIONS

In addition to the Land Use Plan, the "Natural Conditions that may Limit Building Site Development" is an integral component to the Land Use element. These maps are for informational purpose and are not regulatory maps; however, they should be utilized in coordination with the Land Use Plan when reviewing and approving changes in zoning, planned unit developments, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.

### *Natural Conditions that may Limit Building Site Development*

Figure 5-5 identifies natural features that may limit potential building site development. The natural features identified on this map are as follows:

- 100-Year Floodplain
- Surface Water
- Wetlands

For more information about environmental conditions in Greendale that may affect potential development in the village, please refer to the Agricultural & Natural Resources chapter.

## AMENDING THE LAND USE PLAN

The Land Use Plan should be reviewed and amended periodically. Suggestions for amendments may be brought forward by Village staff, officials, and residents, and should be consistent with the overall vision of the plan. Proposed amendments could originate in any of the following ways:

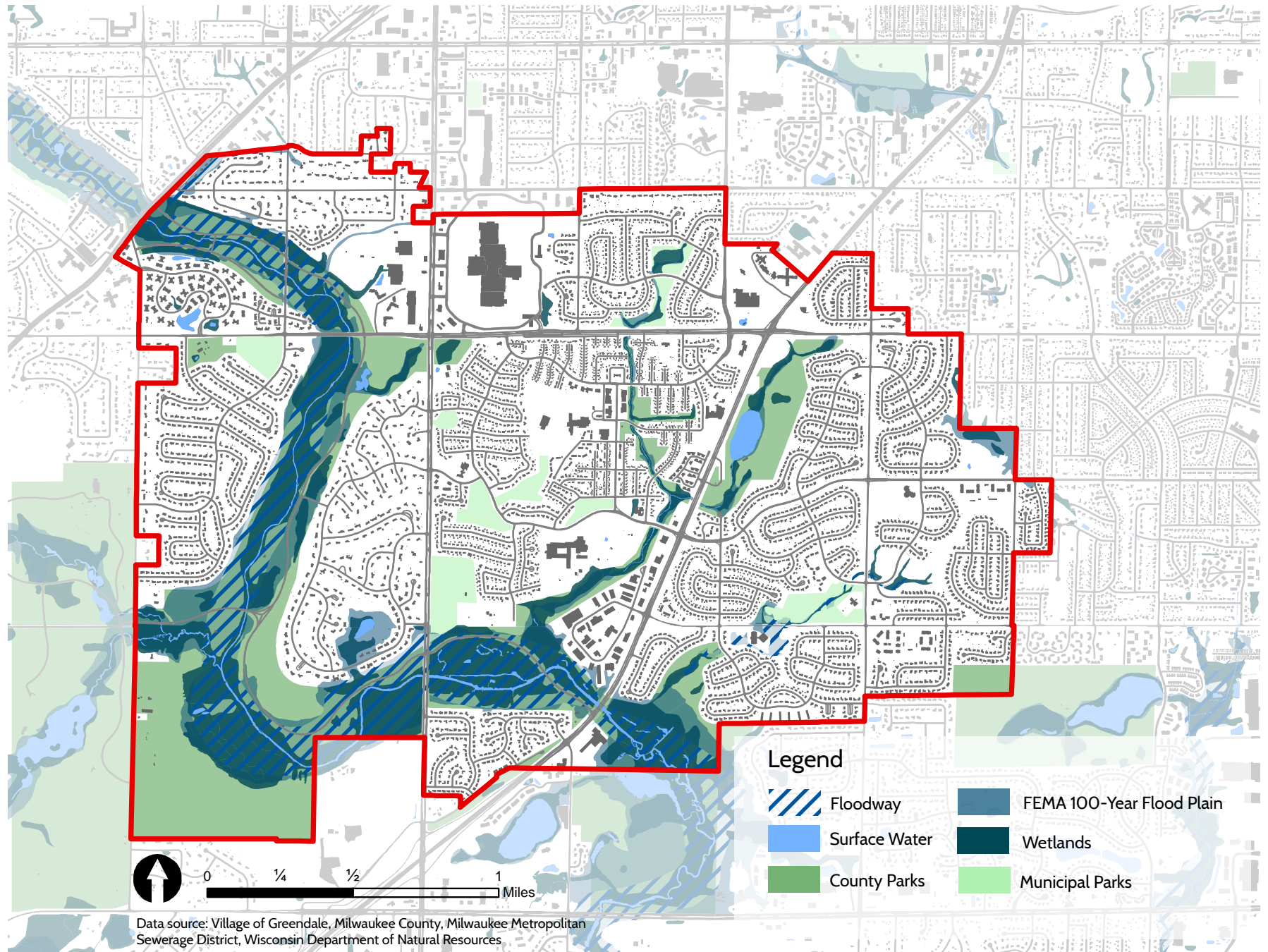
- a) Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps. Such amendments would be drafted by Village staff.
- b) Amendments proposed as a result of discussion with officials and citizens.
- c) Amendments proposed as a result of recommendations discussed during a Village planning process.

When a change is proposed, it should follow this general procedure:

- *Recommendation by the Plan Commission to conduct a review process for the proposed amendment.*
- *Facilitation of public hearings as required by applicable Wisconsin Statute and/or ordinance.*
- *Recommendation from the Plan Commission to the Board of Trustees.*
- *Consideration and decision by the Board of Trustees.*



Figure 5-5. Factors that May Limit Development



## SUSTAINABLE PRACTICES & LAND USE PLANNING

Sustainable practices and techniques should be incorporated into all neighborhoods, districts, and corridors to reduce negative environmental impacts, reduce private and public costs, and improve the ecological and economic stability of the village. Land use decisions should consider how sustainable techniques can be integrated into building development, building rehabilitation, site development, open space preservation, infrastructure upgrades, and transportation linkages.

### *Natural Landscape and Environmental Features*

Natural areas should be preserved and protected to create value for the area and provide linkages between natural features. When possible, utilize green infrastructure to connect open spaces, natural features, and park areas, which provides an interconnected system of natural areas. Some of the linkages can provide pedestrian and bicycle routes as alternative modes of transportation. Within the Village of Greendale, this may include:

- *Protect and enhance the vast quantity of public open space within the community. This includes improvement of the ecological quality of waterways, as well as protection of the community's visual and physical access to these historically important resources.*
- *Integrate the village's many formal and informal trails and paths, supporting the community's desire to utilize alternative modes of transportation.*

### *Site Planning and Development*

Sustainable strategies and techniques should be incorporated to subdivide large paved areas, provide amenities for residents and visitors, and reduce the amount of runoff from existing and future developments. On-street parking and shared parking areas should be encouraged to reduce the amount of paved surfaces. Technical examples may include:

- *Increase the quantity of landscaping required by the Village's zoning code for parking lots. Recommend sustainable landscaping techniques, such as bioswale islands with curb cuts to allow water infiltration or clustering landscaping to ensure survival and increase infiltration capabilities. As a companion zoning code project, the Village could consider decreasing parking minimums or enforcing parking maximums.*
- *Identify opportunities for shared parking and encourage clustered development, as a means of improving traffic flow with reduced curb cuts, limiting short vehicular trips between businesses, and decreasing the amount of impervious surfaces.*

At the building scale, the reuse of existing structures should be encouraged whenever possible; sustainable materials and energy efficient building systems should be promoted for major building rehabilitation and new construction projects.

### *Sustainable Infrastructure*

Although sustainable practices are typically viewed through the lens of buildings, there are a number of infrastructure-based programs

and upgrades that could have a significant impact on the economic, ecological, and social health of the community. Utility, water and sewer, and transportation systems are part of the underlying infrastructure that communities are built upon. Therefore identifying ways to improve the efficiency of these systems is critical to ensuring more sustainable practices in the future. Potential opportunities for the Village of Greendale may include:

- *Explore opportunities for passive energy production in partnership with WE Energies, Focus on Energy, and the State of Wisconsin. Potential programs could include:*
  - *Solar photovoltaic partnerships with: local, regional, or state government; business owners; residential property owners; or regional energy providers.*
  - *Wind turbine programs within productive wind zones, including small-format business and residential turbines (i.e. "urban turbines") appropriate for developed communities.*
  - *Geothermal heating and energy programs at the municipal and individual property levels.*
- *Assess water usage within the community and identify opportunities for reducing the reliance on the municipal water system. Opportunities could include:*
  - *Promote residential and small business rain barrel programs (ex: MMSD Rain Barrel program within Milwaukee County).*
  - *Provide information and resources for irrigation with non-potable water sources.*



- Implement and educate others about xeriscaping - landscaping that utilizes native/ adapted plants and requires little to no irrigation.
- Identify opportunities to educate the commercial, industrial, institutional, and residential users about on-site water-saving practices, including providing resources and demonstration projects. For example, demonstrate the effectiveness of waterless and/or water-efficient fixtures in the bathroom or kitchen facilities.
- *Consider transportation infrastructure, including the type of material used on roadways and the design of new or reconstructed roads. Potential efficiencies could be gained through minimizing stormwater runoff impacts, as well as ensuring roads can accommodate a variety of transportation methods beyond vehicles (bicyclists, pedestrians, and/or neighborhood electric vehicles).*

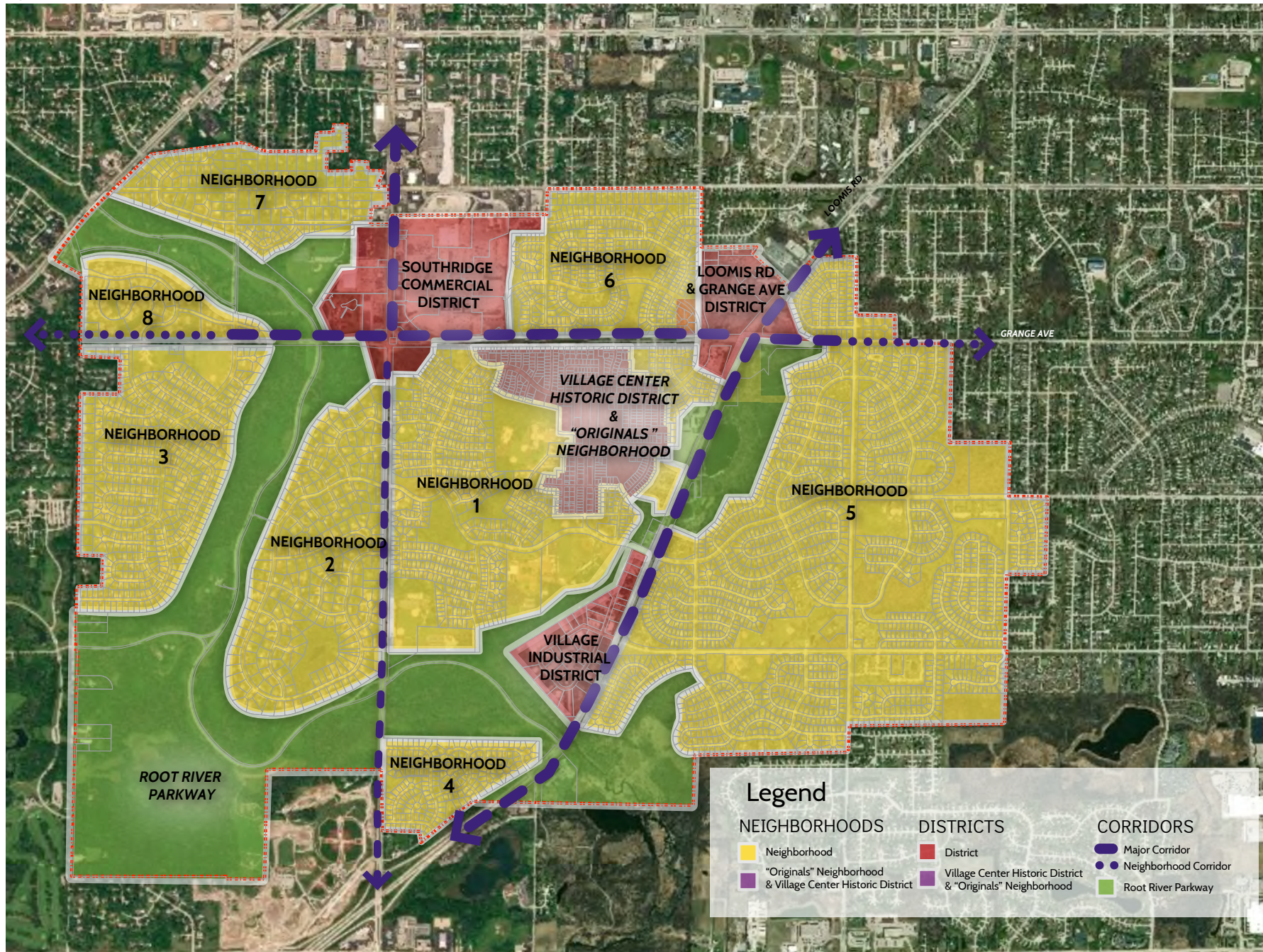
While the scope and targets of sustainable improvements are diverse, it does provide the Village of Greendale with a variety of ways to improve its infrastructure through the public and private sectors, as well as in the short and long-term.



A StormGUARDen stormwater management solution, in use at Village Hall in Greendale. Photo Source: GRAEF



Figure 5-6. Neighborhoods, Districts, and Corridors





# Future Land Use Plan

## NEIGHBORHOODS, DISTRICTS, & CORRIDORS

The village is not simply a collection of land uses - a residential lot here, a commercial parcel there. Rather, Greendale is a community made up of a series of unique “places.” The distinction of “places” recognizes that the village is not one, homogenous area but a collection of several, integrated areas with unique identities.

The types of places in Greendale are categorized into Neighborhoods, Districts, and Corridors, as defined below:

NEIGHBORHOODS are primarily residential in nature, although they may also contain a number of supporting uses and activities that serve the residents. Examples may include schools, parks, and/or small shops and restaurants. Village neighborhoods have been identified by development pattern and period (i.e. the “Originals” neighborhood), housing types and styles, and location.

DISTRICTS generally focus on a special single use or purpose, such as industrial or commercial, but may also contain a number of other uses and activities. For example, a shopping district may have primarily commercial uses with a few small-scale industrial uses mixed in. Greendale’s districts have been identified by both use and geographic location.

CORRIDORS are linear edges and connectors of neighborhoods and districts, such as roads, railways, rivers, or parkways. The village has several major corridors, based on both transportation and environmental features.

The descriptions and recommendations for each neighborhood, district and corridor provide a framework for evaluating future land use decisions and redevelopment proposals. Each “place” identifies the unique qualities to preserve and enhance. The place-based land use process is also intended to ensure that future redevelopment respects the various characteristics of the community, reflects the preferences of its citizens, and continues to support Greendale’s role as a modern Greenbelt community.

## STRUCTURE OF THE LAND USE PLAN

The updated Village of Greendale Future Land Use Plan consists of the Neighborhoods, Districts, & Corridors Future Land Use Map, a table for each category that outlines what types of future uses would be appropriate in each neighborhood, district, or corridor, and a page for each that summarizes the visual character, circulation, and environment of each area and further outlines future land uses.

For the purposes of land use planning in Greendale, the residential sections have been grouped together into numbered neighborhoods. Below is a guide to which lettered Sections fall into which numbered land use planning neighborhoods in the Neighborhoods, Districts, and Corridors Map:

“Originals” Neighborhood: A-D Section

Neighborhood 1: B-E Section

Neighborhood 2: F Section

Neighborhood 3: G Section

Neighborhood 4: H Section

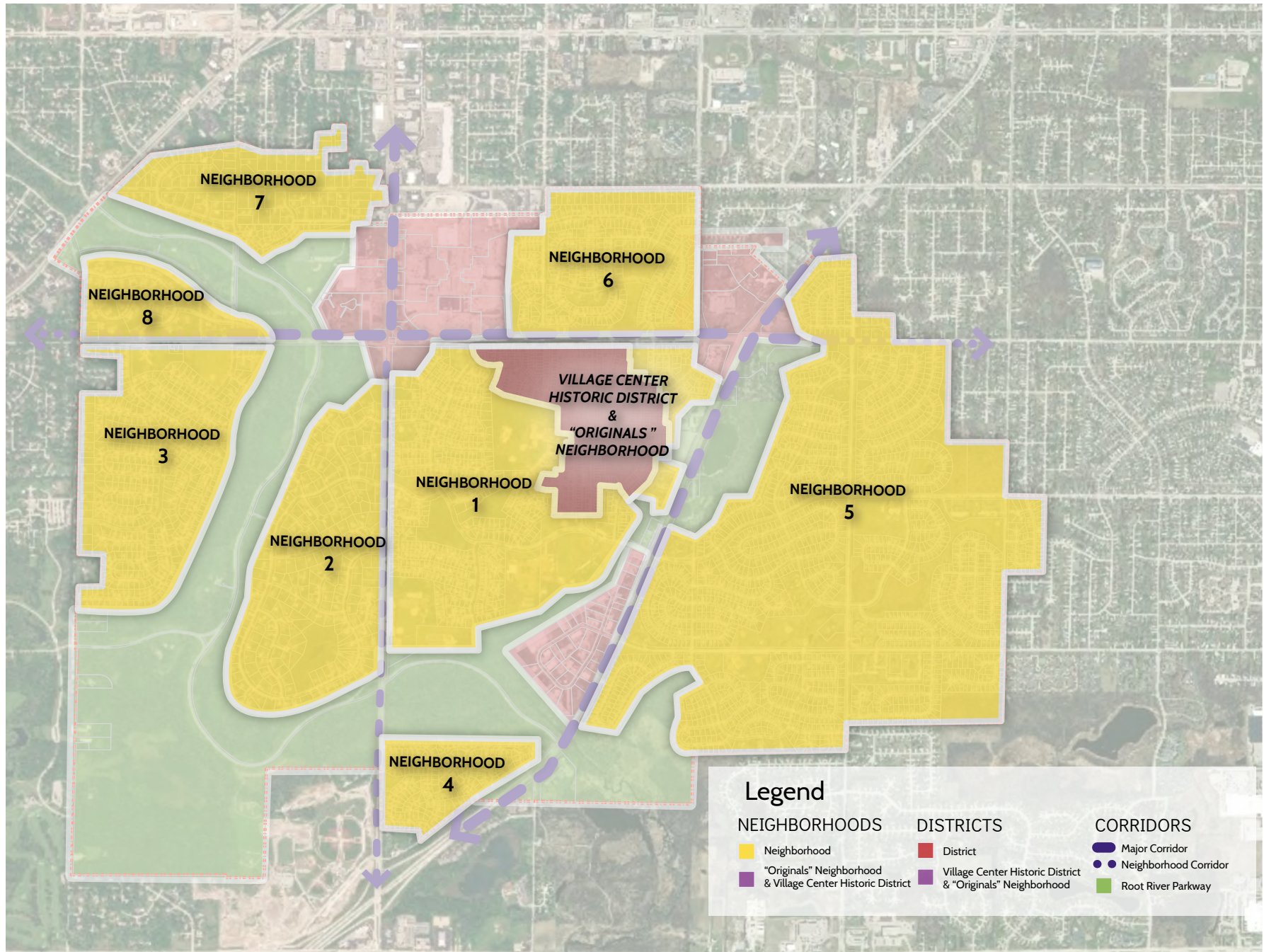
Neighborhood 5: L, M, O, R, S, & T Section

Neighborhood 6: M Section

Neighborhood 7: M-P Section

Neighborhood 8: W Section

Figure 5-7. Neighborhoods, Districts, and Corridors





# Neighborhoods

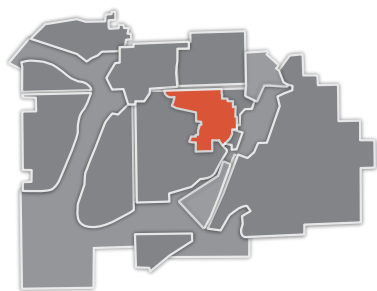
Figure 5-8. Neighborhoods Table

FUTURE LAND USE RECOMMENDATIONS TABLE

Place Name	Place Type	Existing Uses	Single Family Residential	Multi-Family Residential	Commercial	Community Facilities, & Government/Institutional	Mixed Use Commercial / Residential	Industrial	Agricultural	Communication / Utilities	Parks & Open Space
Village Center Historic District & Originals Neighborhood	Neighborhood & District	A	D	D	D	D	D	U	U	U	A
Neighborhood 1	Neighborhood	A	D	D	U	A	U	U	U	U	A
Neighborhood 2	Neighborhood	A	D	U	U	A	U	U	U	U	A
Neighborhood 3	Neighborhood	A	D	U	U	A	U	U	U	U	A
Neighborhood 4	Neighborhood	A	D	D	U	A	U	U	U	U	A
Neighborhood 5	Neighborhood	A	D	D	U	A	U	U	U	U	A
Neighborhood 6	Neighborhood	A	D	A	U	A	U	U	U	U	A
Neighborhood 7	Neighborhood	A	D	U	U	A	U	U	U	U	A
Neighborhood 8	Neighborhood	A	D	D	U	A	U	U	U	U	A

<b>D</b>	Desirable – These uses should be encouraged to support the character and goals for the area.
<b>A</b>	Allowable – These uses are appropriate for the area, but may require additional consideration to fit the vision for the area.
<b>U</b>	Undesirable – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances



## **Greendale Originals Neighborhood & The Village Center**

### A-D SECTION & HISTORIC BROAD STREET

The A through D sections of Greendale refer to the earliest development in the Midwestern greenbelt community, fondly referred to as “The Originals” and the Village Center. This historic neighborhood is located in the center of Greendale and generally follows the boundaries of the national historic district, although it has been expanded slightly to include all of the Village Center businesses.

The historic Village Center is at the heart of the “Originals” Neighborhood and plays a defining role in much of the character for the area. For the purposes of the Future Land Use Plan, Future Land Use recommendations for both the Originals Neighborhood and the Village Center are described on these pages.

### **CHARACTER, FORM, & CIRCULATION**

The “Originals” Neighborhood is the oldest, most established part of Greendale. While it is primarily composed of single-family homes, duplexes and multi-family apartment buildings are also present. True to the original mixed-income design for Greendale, multi-unit buildings can often be found at the end of a block and

along corridors or business districts. The streets in the “Originals” Neighborhood were all designed to “bend,” loosely following a modified grid pattern. Over the years, they have developed into the iconic tree-lined streets envisioned in the original plans for the greenbelt community.

The Village Center represents the heart of the “Originals” Neighborhood’s social and economic activities. It is the center of civic functions for the village, as well as a gathering place for community events (Greendale’s Downtown Market, parades, summer concerts) and local shopping. Nestled in between the village’s original neighborhoods, south of Grange Avenue, the Village Center is often referred to as a hidden gem, not visible from the major roads. While this can be challenging for retailers, it is also a benefit as it preserves the historic character that makes Greendale a truly unique destination.

The core of the Village Center is centered around Broad Street. Unlike the winding streets incorporated into Greendale’s neighborhoods, the Village Center was designed on a straight, north-south axis that leads the Village Hall. Built



### ***For more information...***

...about redevelopment & renovation recommendations for the Village Center and Greendale Originals, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan

as a civic and social center, traffic moves slowly through the district, making way for pedestrians.

## RECOMMENDATIONS

Though future land use recommendations for the Originals Neighborhood (at right) are centered around preservation of existing historic housing and neighborhood densities, the Village Center presents an opportunity for growth and change. The village should consider integrating multi-family housing options or mixed use housing options into Greendale's historic center. Townhomes, rowhouses, condos, and apartments could be considered, and should be designed to integrate into the existing design and character of Greendale's central commercial district. Any new development should be integrated into Greendale's pedestrian system. New density around and within the Village Center could provide an opportunity for the businesses in the district to attract a larger local customer base, and may allow some community amenities, such as a grocery store or hardware store, to return to the village.



During community engagement for this Comprehensive Plan update, residents shared their concerns with housing downtown, saying that they did not want to lose the character of Greendale's Village Center. Any new development would need to be highly responsive to Greendale's historic context.

## VILLAGE CENTER | FUTURE LAND USE RECOMMENDATIONS



### *Mixed-Use Commercial/ Residential Development*

Encouraging mixed-use development in the Village Center Historic District would bring new customers to new and existing businesses, as well as reduce the strain on local transportation systems by co-locating residences and employment opportunities.



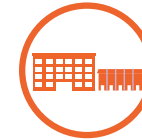
### *Commercial / Retail*

Attracting new commercial and retail development to the Village Center Historic District would bolster its ability to provide a central gathering place for village residents to shop and congregate.



### *Restaurants*

Adding new restaurants to the Village Center Historic District would be particularly effective in promoting this central place as a hub of activity. The Village Center could be marketed and promoted as "Restaurant Row."



### *Multi-Family Residential*

Developing multi-family residences in the Village Center Historic District would provide new housing opportunities for existing and future residents of Greendale, as well as contribute to a dense customer base that would support the businesses in this district.

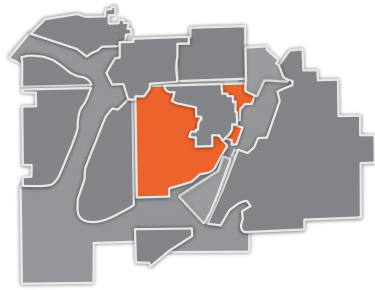
## ORIGINALS NEIGHBORHOOD FUTURE LAND USE RECOMMENDATIONS



### *Preservation of Existing Housing Stock & Densities*

Preserve the historic quality of the "Originals" Neighborhood by continuing use of the "Design Guidelines for Your Original Greendale Home" and ensuring that any renovation or redevelopment respects the historic neighborhood context, including scale, materials, parcel size, and residential densities.





## Neighborhood 1

B-E SECTION



Neighborhood 1 includes portions of Sections B-E and refer to the second phase of development in the Midwestern greenbelt community. This neighborhood is adjacent to the “Originals” Neighborhood and Village Center, bounded by four corridors: Grange Avenue (north), Loomis Road (east), the Root River Parkway (south), and 76th Street (west).

Neighborhood 1 is one of most established portions of Greendale, outside of the “Originals.” While it is primarily composed of single-family homes, duplexes and multi-family apartment buildings are also present. As with the “Originals” Neighborhood, the historic Village Center is at the heart of Neighborhood 1 and plays a defining role in much of the character for the area.

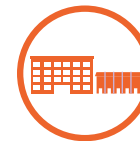
Multifamily residential could be well suited to some areas in Neighborhood 1, especially around the Village Center and on Northway as it extends to Southridge Mall. Any new multifamily project should be carefully designed to fit within Greendale’s historic character and integrated into the pedestrian network.

### FUTURE LAND USE RECOMMENDATIONS



#### *Preservation of Existing Housing Stock & Densities*

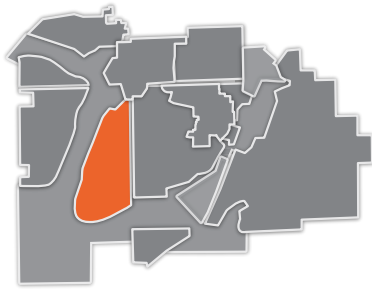
Preserve the historic quality of the “Originals” Neighborhood by continuing use of the “Design Guidelines for Your Original Greendale Home” and ensuring that any renovation or redevelopment respects the historic neighborhood context, including scale, materials, parcel size., and residential densities.



#### *Multi-Family Residential*

Developing multi-family residences in Neighborhood 1 close to the Village Center Historic District and along Northway would provide new housing opportunities for existing and future residents of Greendale, as well as contribute to a dense customer base that would support the businesses in the village.

**For more information...**  
...about Neighborhood 1, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan



## Neighborhood 2

F SECTION



### ***For more information...***

...about Neighborhood 2, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan

Neighborhood 2 includes the F Section of Greendale and is bounded by two corridors: the Root River Parkway forms the western and southern edge; and S 76th Street lies immediately to the east. The entire neighborhood is situated southwest of the Southridge Commercial District.

Built primarily in the 1950s and 1960s, the homes and lots are much larger in Neighborhood 2. Homes in this area are primarily 1 or 2-story ranch style houses with attached garages. Houses are set back from the street, allowing for more significant front and back yards than Sections A-E. Typical lot sizes range between 0.5 to 1.5 acres with an average home size between 1200 and 2400 square feet.

There are no sidewalks within Neighborhood 2, nor is there a significant pathway system integrated into the rear yards. There are, however, some access points into the Root River Parkway path system. Access across S 76th Street to the Village Center, schools, and community trail system is limited. The village should consider strategically enhancing connections to connect Neighborhood 2 to the Village Center.

### FUTURE LAND USE RECOMMENDATIONS

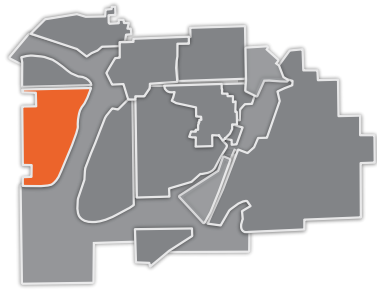


#### *Preservation of Existing Housing Stock & Densities*

Maintain the suburban identity of Neighborhood 2 by preserving existing lot sizes and residential densities (averaging 1 dwelling unit per acre).



#### *Preserve open space and connections to the Root River Parkway*



## Neighborhood 3

G SECTION



Neighborhood 3 includes the G Section of Greendale and is bounded by three corridors: the Root River Parkway runs along the eastern and southern edges; Grange Avenue forms the northern boundary; and S 92nd Street lies immediately to the west, which is also the municipal boundary with the Village of Hales Corners.

Neighborhood 3 is located on the west side of the village and lies adjacent to a broad swath of parkland, including the Root River Parkway and Whitnall Park, across S 92nd Street. When compared to the eastern side of the village, Neighborhood 3 has a distinctly suburban feel and includes several single-family homes.

Section G developed in the 1960s through 1980s, although many homes have since been updated or redeveloped, and offers larger homes on suburban-style lots. Houses in this area are 1 or 2-stories with attached garages and driveways fronting the street. As with Neighborhood 2, houses are set back from the road and offer larger front and back yards than in older parts of the village.

### FUTURE LAND USE RECOMMENDATIONS



#### *Preservation of Existing Housing Stock & Densities*

Maintain the suburban identity of Neighborhood 3 by preserving existing lot sizes and residential densities (averaging 1-3 dwelling unit per acre).



#### *Preserve existing open space and connections to the Root River Parkway*

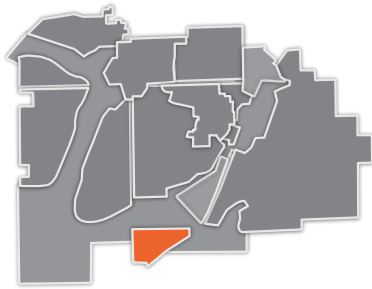


#### *Improve pedestrian access...*

...to the Root River Parkway, Southridge Commercial District, and Village Center by implementing a continuous sidewalk along Grange Avenue.

**For more information...**  
...about Neighborhood 3, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan





## Neighborhood 4

H SECTION



### ***For more information...***

...about Neighborhood 4, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan

Neighborhood 4 includes the H Section of Greendale and is bounded by three corridors: the Root River Parkway serves as the northern boundary; Loomis Road (Hwy 36) runs along the eastern edge; and S 76th Street lies to the west, which is also a municipal boundary with the City of Franklin.

Neighborhood 4 is situated in the southwest corner of the Village. Due to its proximity to the Root River Parkway, as well as Loomis Road and the City of Franklin, the H Section is relatively secluded from other parts of the community. As with the F and G Sections, Neighborhood 4 is suburban in character and consists primarily of single-family housing, although there are a limited number of duplexes along the edges.

Built in the 1970s and 80s, Section H is primarily made up of 2-story homes on larger, suburban-style lots. Homes have attached garages and wide drives, more or less eliminating the need for on-street parking. Similar to other neighborhoods in Greendale, houses are set back from the road, allowing for front and rear yards. Sidewalks are present throughout Neighborhood 4 on one side of the street.

### FUTURE LAND USE RECOMMENDATIONS



#### ***Preservation of Existing Housing Stock & Densities***

Maintain the suburban identity of Neighborhood 4 by preserving existing lot sizes and residential densities (2-3 dwelling units per acre).

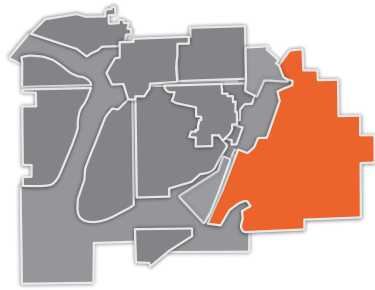


#### ***Preserve open space and connections to the Root River Parkway***

Expand connection to the Root River Parkway if possible.



#### ***Consider small-scale multifamily development along the corridors***



## Neighborhood 5

L, M, O, R, S, & T SECTIONS



Neighborhood 5 consists of several sections, including the L, M, O, R, S, and T Sections of Greendale. The neighborhood is located on the eastern edge of the Village, bounded by: Loomis Road (Hwy 36) on the west; the Root River Parkway and City of Franklin on the south; and the City of Greenfield to the east and north.

Neighborhood 5 is located on the eastern side of the Village and lies adjacent to Scout Lake and the Root River Parkway. It also incorporates several wooded natural areas, contributing to the suburban feel of the area. The neighborhood is primarily composed of single-family residential units, but also includes multi-family units along some of the neighborhood arterials.

Built in the 1950s through 80s, Neighborhood 5 offers a variety of 1 and 2-story housing choices on suburban-style lots. Homes have attached garages and wide drives, more or less eliminating the need for on-street parking. Many of the homes are configured around informal greenspaces and natural resources, complimenting the backyards. There are sidewalks incorporated onto one side of the street throughout most of the neighborhood.

### FUTURE LAND USE RECOMMENDATIONS



#### *Preservation of Existing Housing Stock & Densities*

Maintain the suburban identity of Neighborhood 5 by preserving existing lot sizes and residential densities (averaging 1-4 dwelling unit per acre).



#### *Maintain a variety of housing options, including mixed-use along corridors*



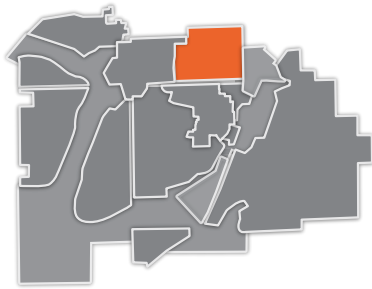
#### *Preserve existing open space and connections to parks and Scout Lake in the neighborhood*



#### *Preserve pedestrian access...*

...to the Village Center and Root River Parkway, and expand the sidewalk network whenever possible to promote walkability.

***For more information...***  
...about Neighborhood 5, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan



## Neighborhood 6

M SECTION



### ***For more information...***

...about Neighborhood 6, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan

Neighborhood 6 includes the M Section of Greendale, located on the northern edge of the Village between Southridge Mall and the Grange Avenue/Loomis Road intersection. It also includes a number of parks and open spaces, which are integrated into the various residential blocks. This portion of the village is primarily single-family residential.

In terms of development patterns, the M Section has evolved over time. The eastern edge of the neighborhood was built in the 1960s through 80s, while the western most residential developments have occurred more recently. Homes in the area are 1 and 2-story units with attached garages on suburban-styles lots.

Neighborhood 6 has one active park space, in addition to several more passive open spaces. Edgerton Park offers a sports fields, unprogrammed open space, and significant amounts of wooded natural space.

### FUTURE LAND USE RECOMMENDATIONS



#### ***Preservation of Existing Housing Stock & Densities***

Maintain the suburban identity of Neighborhood 6 by preserving existing lot sizes and residential densities (1-4 dwelling units per acre).



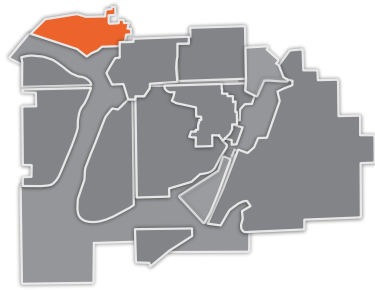
#### ***Preserve open space within the neighborhood***



#### ***Ensure appropriate transitional uses and buffers...***

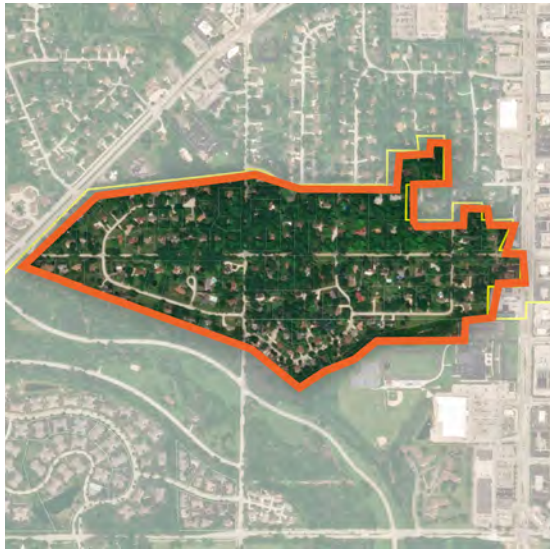
...along the western edge of Neighborhood 6, where it abuts the Southridge Commercial District.





## Neighborhood 7

M & P SECTIONS



Neighborhood 7 is located in the northwestern part of the village and lies adjacent to the Root River Parkway and west of the Southridge Mall. It has a number of natural resources and passive open spaces, including several wooded areas. As with the other areas in the village, many of these spaces have been integrated into the neighborhood through paths and as transitional zones.

Built in the 1970s, Neighborhood 7 offers a variety of 1 and 2-story housing choices on suburban-style lots. Homes typically have attached garages and wide drives. Many of the homes are configured around the Root River Parkway, significant wooded areas, or other informal greenspaces, which extends the backyards, adds value, and knits the residential areas together.

There are few sidewalks or pedestrian paths within Neighborhood 7. Where they do exist, the paths are typically located on one-side of the street and connect through a singular residential area. Access to the larger pedestrian/bicycle network in the Root River Parkway is primarily limited to an entrance along S 84th Street.

### FUTURE LAND USE RECOMMENDATIONS



#### *Preservation of Existing Housing Stock & Densities*

Maintain the suburban identity of Neighborhood 7 by preserving existing lot sizes and residential densities (2-4 dwelling unit per acre on the southern edge and 1+ dwelling unit per acre elsewhere).



#### *Preserve existing open space and increase connections*



#### *Preserve pedestrian access...*

...including increased connectivity into the Root River Parkway and continuous sidewalk into the Southridge Commercial district.

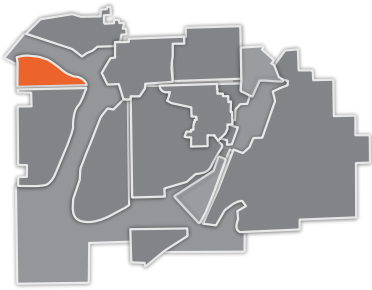


#### *Ensure appropriate transitional uses and buffers...*

...along the eastern edge of Neighborhood 7, where it abuts the Southridge Commercial District.

### **For more information...**

...about Neighborhood 7, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan



## Neighborhood 8

W SECTION



### ***For more information...***

...about Neighborhood 8, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan

Neighborhood 8 is located along the western edge of Greendale and lies adjacent to the Root River Parkway. It is also one of the most distinctive neighborhoods in the village, as it consists of many multi-family unit dwellings and only a few single-family units.

Built in the 1980s and 90s, Neighborhood 8 offers a several types of condo developments including duplexes and larger, multi-unit buildings. While the duplex-style townhomes typically include attached garages and wide driveways, some of the larger complexes offer a combination of attached garages and shared surface parking.

Sidewalks are limited to one-side of Westlake Drive in Neighborhood 8. Further, there is no direct pedestrian/bicycle access to the Root River Parkway from the W Section, although it lies immediate north of the neighborhood. Access to the trail network is limited to entrances along S 92nd Street or S 84th Street, although there are no sidewalks along those sections of the corridors.

### FUTURE LAND USE RECOMMENDATIONS



#### *Preservation of Existing Housing Stock & Densities*

Maintain the suburban identity of Neighborhood 8 as a high-quality multi-family neighborhood.



#### *Preserve open space and communal space within the neighborhood*

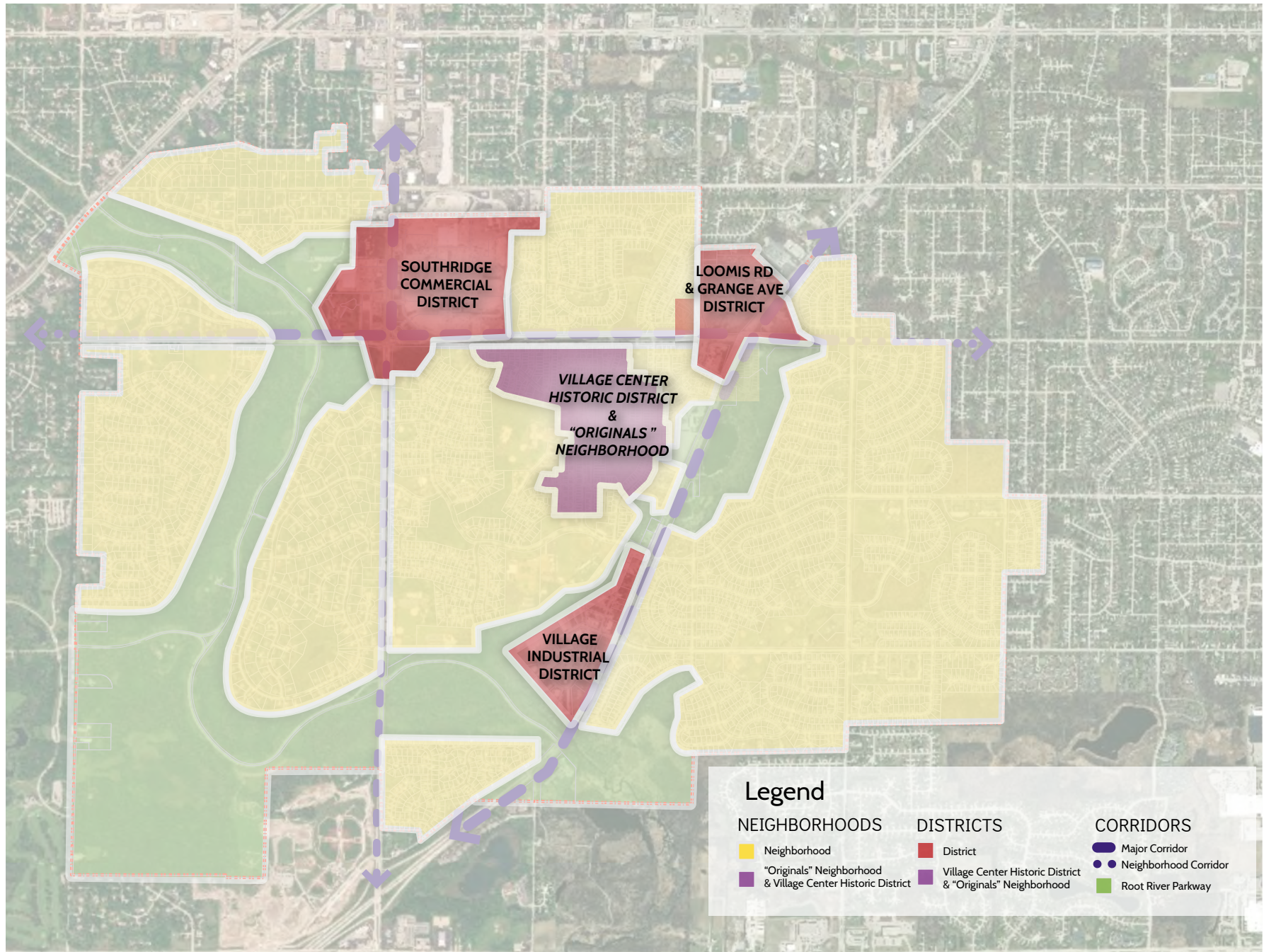


#### *Improve pedestrian access...*

...including expanding the sidewalk network wherever possible and improving access to the Root River Parkway.



Figure 5-9. Neighborhoods, Districts, and Corridors





# Districts

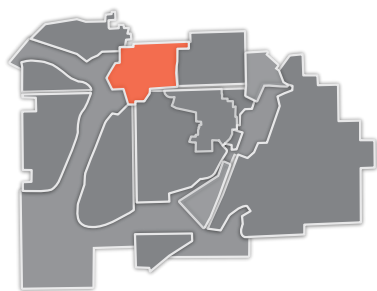
Figure 5-10. Districts Table

## FUTURE LAND USE RECOMMENDATIONS TABLE

Place Name	Place Type	Existing Uses	Single Family Residential	Multi-Family Residential	Commercial	Community Facilities, & Government/Institutional	Mixed Use Commercial / Residential	Industrial	Agricultural	Communication / Utilities	Parks & Open Space
Village Center Historic District & Originals Neighborhood	Neighborhood & District	<b>A</b>	<b>D</b>	<b>D</b>	<b>D</b>	<b>D</b>	<b>D</b>	<b>U</b>	<b>U</b>	<b>U</b>	<b>D</b>
Southridge Commercial District	District	<b>A</b>	<b>U</b>	<b>D</b>	<b>D</b>	<b>U</b>	<b>D</b>	<b>U</b>	<b>U</b>	<b>U</b>	<b>D</b>
Loomis Rd & Grange Ave District	District	<b>A</b>	<b>U</b>	<b>U</b>	<b>D</b>	<b>D</b>	<b>U</b>	<b>U</b>	<b>U</b>	<b>U</b>	<b>A</b>
Village Industrial District	District	<b>A</b>	<b>U</b>	<b>U</b>	<b>D</b>	<b>U</b>	<b>U</b>	<b>D</b>	<b>U</b>	<b>U</b>	<b>A</b>

<b>D</b>	Desirable – These uses should be encouraged to support the character and goals for the area.
<b>A</b>	Allowable – These uses are appropriate for the area, but may require additional consideration to fit the vision for the area.
<b>U</b>	Undesirable – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances



## **Southridge Mall Commercial District**

*Goal: Promote redevelopment strategies for the Southridge Mall and 76th Street Corridor, working in partnership with property owners, that transform the area into a regional destination and an attractive place to locate businesses.*



Southridge Mall has been a part of the Greendale community since its opening in 1970. After four decades of business, the mall received a dramatic \$52 million makeover in 2012, including redesigned entrances, updated outdoor signage, new landscaping, a renovated food court, and refinished interior spaces. As the retail and commercial markets continue to evolve, brick and mortar stores must continually adapt. Today, cultivating “experiences” and places for entertainment is at the forefront, and shopping malls are reconfiguring their models of success from depending on major department stores to integrating a variety of uses and attractants. This holds true at Southridge – recently, the 45,000 square foot Round1 entertainment venue replaced the former Sears department store, following the broader commercial trend of entertainment venues replacing department stores.

Though Southridge has started to respond to recent commercial trends, there are many aspects of the development that could be modified to revitalize economic and social activity at the Southridge Commercial District. In the previous comprehensive plan process, stakeholders

discussed the Southridge area, expressing desires for redevelopment, activities, and a connection to their community. In this iteration of the comprehensive plan update, the stakeholder comments centered around defining those redevelopment opportunities, with a focus on developing new housing, restaurants, and other destination places.

Envisioning a new future for Southridge need not exist in a void – the larger metropolitan region contains many examples of shopping malls that have embraced the changing nature of retail and adapted in new ways, such as Bayshore Town Center, Brookfield Square and the newly-constructed Corners of Brookfield. For example: Bayshore Town Center recently broke down the scale of the original mall building and introduced internal vehicular and pedestrian circulation, creating a downtown Main Street feel with public space available for programming; Brookfield Square is activating its perimeter with the addition of outside-facing restaurants with outdoor seating; and, the new development of The Corners is incorporating a town square-style open space with storefronts around the perimeter, including sidewalk seating at cafes and restaurants.

Similar elements can be seen in recent redevelopment that has taken place in the Southridge district, with the addition of the Explorium Brewpub and BistroPlex. The Explorium Brewpub is a new locally-owned restaurant and micro-brewery developed on the west side of the mall, with an exterior entry treatment and signage that can be seen from S 76th Street. The Marcus BistroPlex moves beyond the traditional movie theater to a restaurant destination for a dinner-and-a-movie night out. Both of these locations offer new and interesting dining and entertainment options for the Southridge district.

South 76th Street continues to be a vital commercial corridor as seen by new investments and new businesses choosing this location—such as the 90,000 square foot Walmart, the wildly popular Chick-fil-A fast food restaurant, and a new student housing and mixed-used building that is being built at Martin Luther High School. The corridor boasts an array of sit-down restaurants such as Red Robin, Applebee's Grill + Bar, LongHorn Steakhouse, and Ruby Tuesday and fast casual restaurants like Panda Express. In addition, several outlots are home to retail stores like DSW and Pier 1, as well as retail banks.

## FUTURE LAND USE RECOMMENDATIONS



### *Mixed-Use Development*

Encouraging mixed-use development in the Southridge Commercial District would bring foot traffic to new and existing businesses and activation to the site, as well as reduce the strain on local transportation systems by co-locating residences and employment opportunities.



### *Multi-Family Residential*

Developing multi-family residences in the Southridge Commercial District would provide new housing opportunities for existing and future residents of Greendale, as well as contribute to a dense customer base that would support this commercial district.



### *Hospitality District*

Consider developing Southridge as a new hospitality district, including hotels, restaurants, and music and dancing venues.



### *Commercial / Retail*

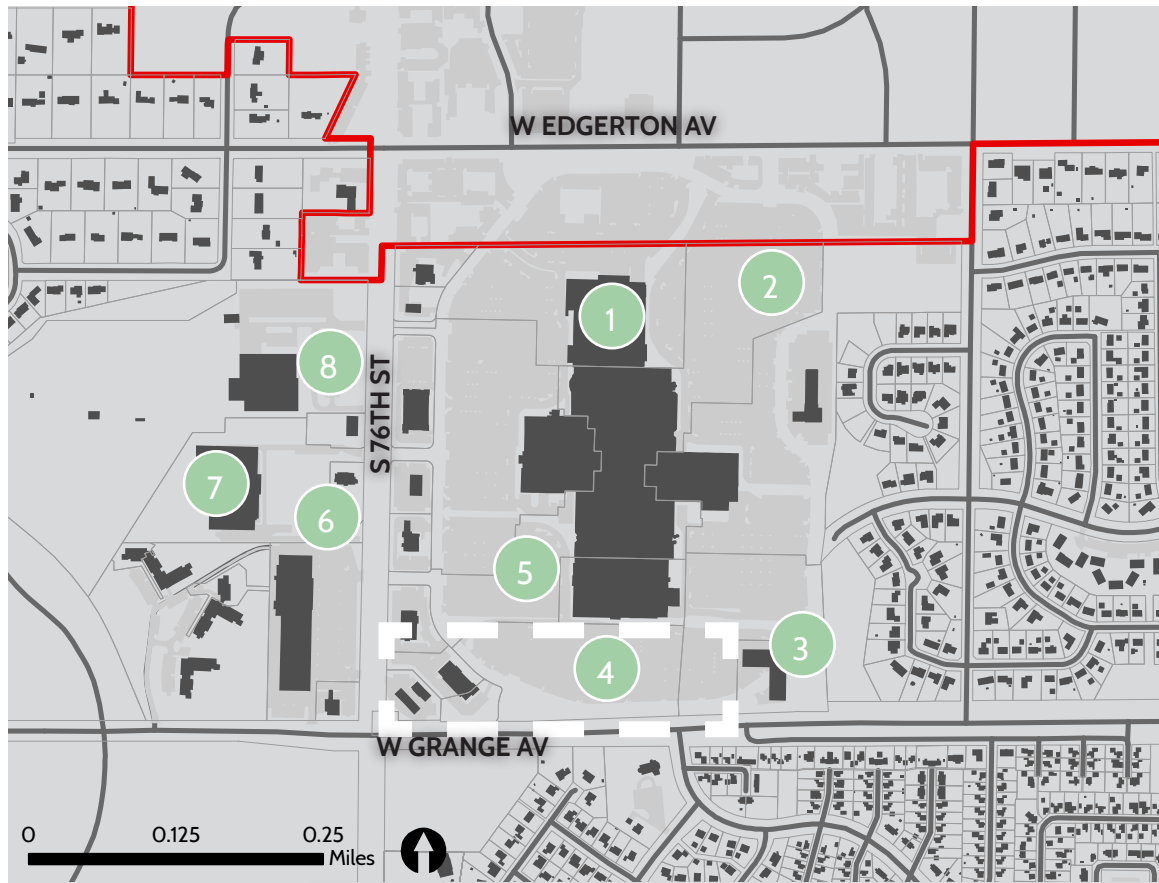
Attracting new commercial and retail development to the Southridge Commercial District would bolster its ability to compete with online retailers and remain an attractive place for shoppers in the region. Developing new office space would help attract young professionals to the village.



### *Entertainment*

Creating new spaces for entertainment, much like the new bowling alleys and movie theater within the Southridge Commercial District, would both enhance the amenities within the village as well as establish a new “draw” for customers to help support this commercial district. In the future, the Southridge Commercial District could be branded as a theater district.





### LATEST DEVELOPMENTS IN THE SOUTHRIDGE DISTRICT

- |  |   |
|--|---|
| 1. <i>New Dick's Sporting Goods, Round1 Entertainment, and TJ Maxx (relocated from Greenfield), opened in 2019</i> | 5. <i>Explorium Brewpub, opened in 2017</i>   |
| 2. <i>New Marcus BistroPlex restaurant and theater, opened in 2017</i>   | 6. <i>New Chick-fil-A, opened in 2014</i>   |
| 3. <i>Berkshire Greendale senior community, opened in 2012</i>   | 7. <i>Walmart, opened in 2013</i>   |
| 4. <i>Potential redevelopment with mix of uses—commercial and multi-family development</i>                         | 8. <i>New student housing and retail mixed-use development, currently under development</i> |

The Village has been exploring other redevelopment opportunities at the southern edge along Grange Avenue. The mixed-use plans capitalize on the S 76th Street commercial corridor with the addition of retail and commercial uses. Apartment buildings along Grange Avenue with contemporary amenities will add to the mix of residential uses to the district, flanking the newly-realigned entrance at Northway. This new entrance connects directly along Northway to the historic Village center.

The mall property itself is owned by several different entities. Simon Properties owns the core of the mall and portions of the parking lots, but individual owners own each of the four anchor locations plus adjacent parking lots. The outlots along S 76th Street and Grange Avenue are owned by others. Any redevelopment plans will need cooperation and collaboration between those entities, and the Village. Regulatory items such as parking ratios, density and open space requirements, height limits, and stormwater management all come into play as development groups review options for redevelopment and bringing new investment dollars to the community. The Village could actively facilitate discussions to ensure the community vision and the path to entitlement are aligned.

Malls like Southridge are facing increasing competition from mixed-use centers that combine placemaking, entertainment, restaurants and residential uses, such as Drexel Town Square in Oak Creek and 84 South in Greenfield. The latest developments in the Southridge district help

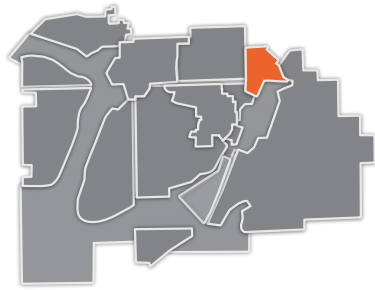
it compete with such centers and move the area towards an activated, dynamic destination. The Village could build on this momentum by actively participating with the private sector to enable a more robust mixture and intensity of uses, with a focus on public placemaking and programming to create an activated, livable, connected community.

### UNDERSTANDING THE OWNERSHIP OF THE SOUTHRIDGE MALL AREA

What is thought of as “the mall” is actually a collection of parcels, with a myriad of property owners. The mall manager, Simon Properties, owns a portion of the land, but each anchor location is owned and controlled by a different entity. Redevelopment efforts would need to be a partnership between these entities to be successful.

- 
**Southridge Mall**  
 Owners: Simon Properties and partners
- 
**J.C. Penney**  
 Owners: J.C. Penney
- 
**Former Boston Store**  
 Owners: BT (Multi) LLC
- 
**Dick's, TJ Maxx, Round1**  
 Owners: Seritage SRC Finance SRC
- 
**Macy's**  
 Owners: BRE/Grange-Greendale LLC





## Loomis & Grange District

MUNICIPAL & COMMERCIAL



Located approximately one mile east of the Southridge Commercial District, the Loomis and Grange District is focused on municipal services and economic development. Centered around the intersection of Grange Avenue with Loomis Road (Hwy 36), this district includes the Village Police Department and Fire Department, the Southwest Milwaukee branch of the Department of Motor Vehicles, and Goodwill. A wooded portion of Scout Lake Park anchors the southeast corner.

The development within the Loomis and Grange District has a suburban-quality. Buildings are set back from the thoroughfares and primarily landscaped with turf-grass and small tree clusters. In recognition of the auto-oriented focus of the major corridors, developments utilize monument signage at primary entrances. Buildings within the district are single-use and are mainly employers or civic services, which are buffered from the adjacent residential neighborhoods.

### FUTURE LAND USE RECOMMENDATIONS



#### *Improve pedestrian access...*

...within the District, including an expanded sidewalk network linking Loomis & Grange to the Southridge Commercial District, Village Center, and Scout Lake Park.



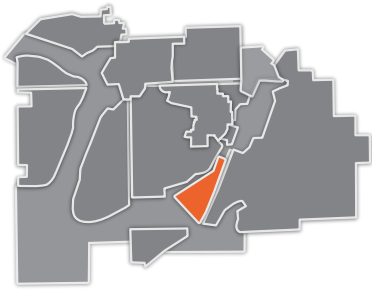
#### *Promote economic development synergies...*

...between the Loomis & Grange District and the Village Industrial District.

### **For more information...**

...about the Loomis & Grange District, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan





## Village Industrial District

W SECTION



The Village of Greendale's Industrial Park is located south of the Loomis and Grange District along Loomis Road. The district includes several small scale manufacturing and warehouse businesses, as well as services, a restaurant, and the Village's Department of Public Works. The park is surrounded by the Root River Parkway and is immediately south of Greendale High School.

Built in the 1960s, the Village's Industrial Park features smaller parcels arranged around a double-loaded ring road. The majority of the buildings reflect the age of the park, consisting mainly of rectangular, single-story manufacturing, office, and warehouse structures. Unlike many other business/industrial parks in surrounding communities, the Industrial Park lacks a clear identity or branding program.

The Industrial Park is the village's only industrially zoned area.

### **For more information...**

...about the Village Industrial District, as well as detailed descriptions of neighborhood and district character and form, please see the 2009 Comprehensive Plan

## FUTURE LAND USE RECOMMENDATIONS



*Consider developing an Industrial Park Master Plan or Design Guidelines...*

...intended to maximize the economic development potential of the park as buildings redevelop.



*Develop a coordinated branding strategy...*

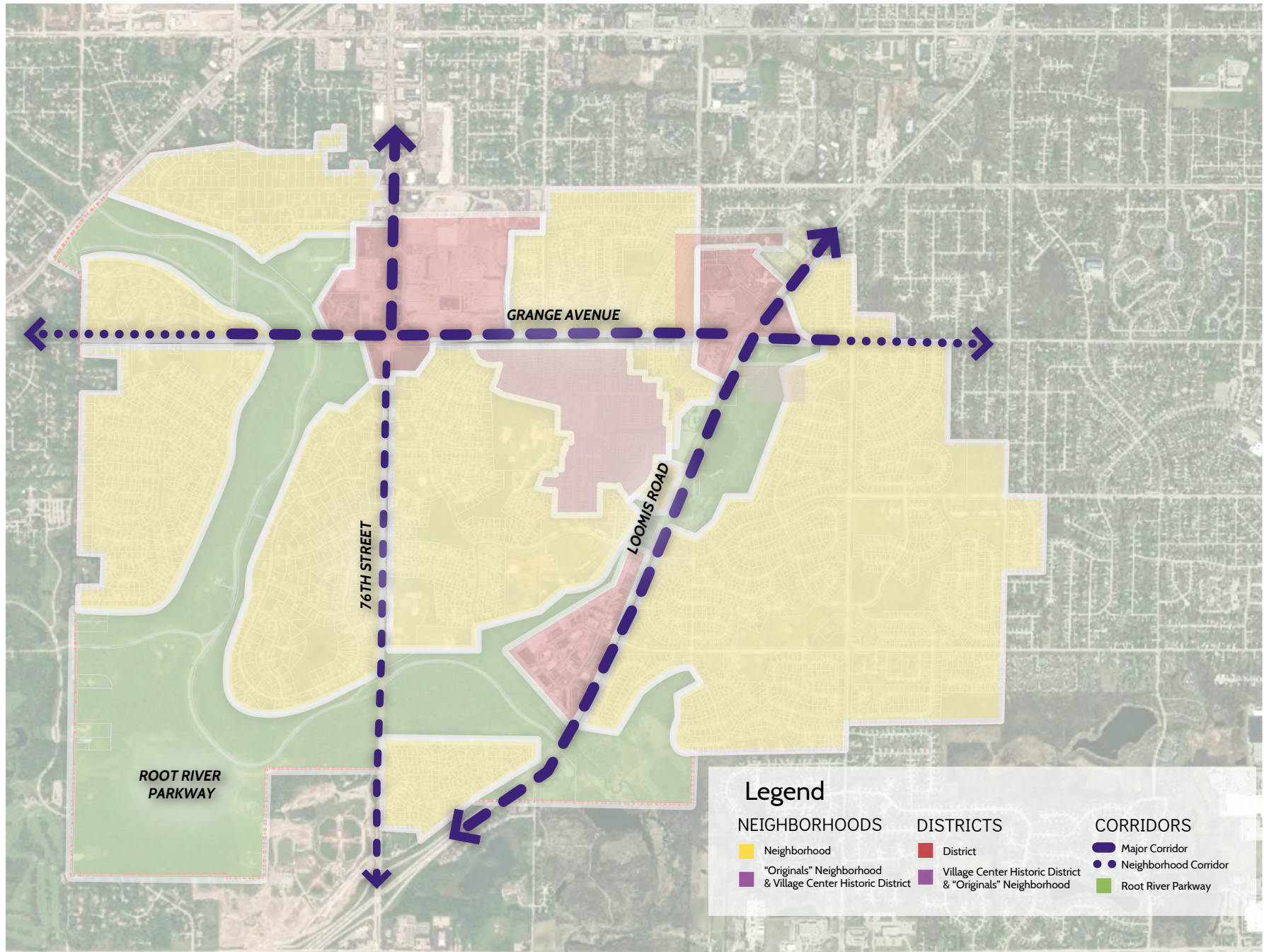
...including entrance signs and streetscaping.



*Improve pedestrian access...*

...to the Village Center and the Root River Parkway.

Figure 5-11. Neighborhoods, Districts, and Corridors





## Corridors

### GRANGE AVENUE CORRIDOR

The Grange Avenue Corridor is an east-west thoroughfare, running through the northern section of the Village and providing access to a number of local landmarks, including (from west to east): historic Trimborn Farms and Jeremiah Curtin House; Root River Parkway; Southridge Commercial District; a pivotal intersection with Northway, which links the Village Center to Southridge Mall; and the Loomis and Grange District (Village Safety Center, Southwest Milwaukee DMV Center, Goodwill).

Grange Avenue has two principle characters as it goes through the Village of Greendale. The primary section of the thoroughfare begins at S 84th Street and runs east through the intersection with Loomis Road. In this section of the Village, Grange Avenue serves as a major transportation corridor. There are two lanes of traffic in each direction, separated by a tree-planted boulevard. Trees are planted along the street terraces and a disjointed sidewalk is available on varying sides of the corridor.

Commercial and municipal services are concentrated at the intersections of Grange Avenue with S 76th Street and Loomis Road. In between, residential sections either turn away from the corridor, with rear yards buffered from the street edge or frontage roads that run parallel to Grange Avenue.

The bookends of Grange Avenue, from S 92nd Street to S 84th Street and Loomis Road to S 45th Street, have more rural qualities and are intended to serve the adjacent residential neighborhoods. The street width decreases to accommodate one lane of traffic in either direction. The repetition of trees in the street terrace continues, but there are no boulevards. The disjointed sidewalk network also continues, flipping from one side of the street to another and - at times - stopping entirely for several blocks before resuming.

### 76TH STREET CORRIDOR

The 76th Street Corridor (CTH U) is a north-south thoroughfare, bisecting the western portion of the Village. There are several nodes along S 76th Street, including: Interstate 894 access (further north in the City of Greenfield); Southridge Commercial District; and Root River Parkway.

The 76th Street Corridor has two primary characters as it goes through Greendale. North of Grange Avenue, S 76th Street serves the community and the region as a major commercial corridor. Traffic is separated by an urban boulevard with significant landscaping features and identity signage, the result of a joint venture with the City of Greenfield and Milwaukee County. Trees are also planted in the street terrace, which separates a continuous sidewalk network from traffic. Commercial uses, including retail, entertainment, and business services, extend the length of this commercial

thoroughfare and are primarily served by individual drives.

The southern portion of S 76th Street, extending from Grange Avenue to Loomis Road, is a major thoroughfare with more rural characteristics. There are two travel lanes in either direction, as well as an informal shoulder lane allowing for right turns on and off the corridor. The boulevard continues, but it has a more suburban quality and consists mainly of turf grass and trees. A continuous sidewalk runs along the eastern side of the corridor, however there are limited opportunities for western neighborhoods to safely cross S 76th Street to access it.

### LOOMIS ROAD CORRIDOR

The Loomis Road Corridor (STH 36) is an angled highway on a northeast-southwest axis, bisecting the eastern portion of the village. Primary landmarks along the corridor include the Greendale Police Department and Fire Department, the Village Industrial Park, and the Root River Parkway.

As a state highway, the character of Loomis Road remains the same throughout the Village. As with other state highways, Loomis Road is divided by a turf-grass median and framed by wide setbacks on either side. Due to the proximity of major natural resources, such as Scout Lake Park and the Root River Parkway, much of the Loomis Road corridor is undeveloped. Existing nodes include the intersections of Grange Avenue, Southway/Ramsey Avenue, and Industrial Road.



With regards to pedestrian and bicycle transportation, there are two networks informally connected along Loomis Road. Both located on the western side of the corridor, the path network begins on the Village Safety Center campus at the corner of Loomis Road and Grange Avenue. The sidewalk terminates at the Saint Alphonsus Grade School parking lot. The second leg of the sidewalk continues on the south end of the school parking lots, located along Churchwood Circle, where a pedestrian bridge to Scout Lake Park is also available. This path extension allows pedestrian/bicycle access past an entrance to the Root River Parkway before ending at the H Section.

## ROOT RIVER PARKWAY CORRIDOR

The Root River Parkway is a significant environmental feature throughout the Village of Greendale. The natural and recreational resource runs along the western and southern boundaries of the village, before connecting with the Dale Creek Parkway (near the Village Center) and

other wooded resources to the east. In addition to serving as the village's primary environmental corridor, the Parkway offers a variety of passive and active park spaces, waterways, and a southern extension of the regional Oak Leaf Trail system.

As a County maintained resource, the character of the Root River Parkway remains consistent throughout Greendale. To the east of the Root River waterway, a wide street winds through the corridor, providing a vehicular travel lane in each direction in addition to bicycle/pedestrian access and parking. Mowed turf lawns frame the parkway and various wooded areas, ponds, and/or passive and active open spaces extend beyond that.

In addition to the obvious pedestrian and environmental benefits, the Root River Parkway also borders several Greendale residential neighborhoods, which adds visual interest, privacy, and significant economic value to these properties.

## ZONING AND LAND USE PLANNING

Pictured at left is Greendale's official zoning map as of April, 2018. Though zoning is not updated as part of a Comprehensive Plan update, zoning and land use planning are inextricably linked. When Greendale properties are rezoned, it is important that the Future Land Use maps, tables, and plans including in this chapter are reviewed to ensure that the rezoning is in keeping with this land use plan. If proposed rezoning does not fit with this land use plan, but is supported by the village, then this land use plan should be amended to accommodate the desired land use change.







# *housing*

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*

# 6





Photo source: Library of Congress

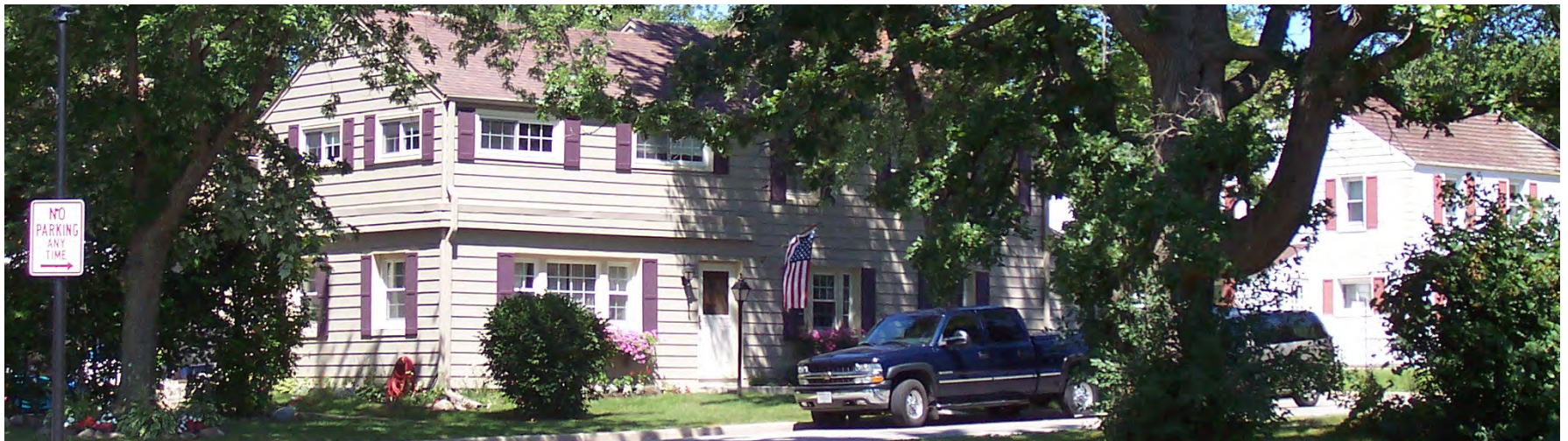
**Village of Greendale Comprehensive Plan: 2020- 2045 Update**

## Housing

Greendale's housing stock serves as an iconic element in the community. From the unique Original homes and apartments to the ranch styles units and the larger estates-styles homes, the village contains a wide variety of housing types that has developed over time. Residential uses comprise the majority of land in the village, making housing an integral component of the comprehensive planning process.

The Issues and Opportunities element of this Plan outlines six goals that shall guide the Housing section:

1. *Maintain a variety of housing unit types to accommodate diverse household incomes and owner preferences. Ensure that adequate housing is available for all segments of the community, including young families, empty nesters, and seniors;*
2. *Utilize Greendale's adopted design guidelines in the renovation or construction of any housing within the "Originals" neighborhood;*
3. *Provide flexibility in density standards for new residential development to maintain the village's tradition of integrated open space and public access;*
4. *Encourage the preservation and maintenance of all housing units in the "Originals" neighborhood, and explore options for requiring units to meet certain minimum standards at the time of sale;*
5. *Allow new multi-family housing options (townhouse, multi-unit buildings, etc.) provided that the architectural quality respects the context of the surrounding neighborhood;*
6. *Encourage homeowners to incorporate "green" features (e.g. water efficient landscaping, pervious pavement, stormwater retention, residential energy systems, etc.) on individual properties.*





## HOUSING DATA

### Housing Units

Compared to its neighboring communities, Greendale has the second fewest amount of housing units (Hales Corners has the lowest). Greendale has a higher percentage of single-unit detached housing units relative to its neighboring communities, and a lower percentage of structures with 10 or more units.

Figure 6-1. Housing Units

	Greendale		Franklin		Greenfield		Hales Corners		Oak Creek	
Total Housing Units	6,232	-	13,951	-	17,737	-	3,360	-	14,485	-
1 Unit (Detached)	3,966	64%	8,504	61%	8,520	48%	2,031	60%	7,861	54%
1 Unit (Attached)	521	8%	1,471	11%	1,274	7%	108	3%	566	4%
2 Units	183	3%	252	2%	743	4%	98	3%	378	3%
3-4 Units	515	8%	350	3%	573	3%	196	6%	718	5%
5-9 Units	588	9%	1,094	8%	2,257	13%	309	9%	1,335	9%
10-19 Units	68	1%	535	4%	1,499	8%	186	6%	1,226	8%
20+ Units	391	6%	1,638	12%	2,832	16%	417	12%	2,091	14%
Mobile Homes	0	0%	107	1%	39	0%	15	0%	310	2%
Boat, RV, Van, etc.	0	0%	0	0%	0	0%	0	0%	0	0%

Source: ACS 2013-2017 5-Year Survey

### Year Built

Most of Greendale's housing stock was constructed during a thirty year period from 1950-1979 (approximately 71% of the total housing stock). From 1980 on, 884 structures have been constructed, representing 13% of the total housing stock. Renovating and repairing this aging housing stock will be important for the long-term success of the village. The Village of Greendale Comprehensive Plan: 2010-2035 contains a list of policies and resources that might be employed to improve Greendale's housing stock.

Figure 6-2. Housing Age (Year Built)

	Greendale
Total Housing Units	6,232
2014 or Later	0
2010-2013	15
2000-2009	145
1990-1999	387
1980-1989	337
1970-1979	1,458
1960-1969	1,793
1950-1959	1,176
1940-1949	358
1939 or Before	563

Source: ACS 2013-2017 5-Year Survey



Photo Source: Village of Greendale

### Housing Demand

Projecting future housing demand involves applying an average household size to population projections. Thus, there are two assumptions at work in these projections: 1) assumptions regarding population growth, and 2) assumptions regarding household size. The tables to the right show future housing demand projections using both Department of Administration (DOA) population estimates, as well as using SEWRPC population projections. Both tables rely on the SEWRPC projected household size of 2.19.

Using the DOA population estimates, Greendale is anticipated to be able to accommodate its 2040 forecasted population growth with an increase of 708 households (representing an 11.7% increase from the amount of households in 2010).

Using the SEWRPC population estimates, Greendale is anticipated to be able to accommodate its 2035 forecasted population growth with an increase of 409 households (representing a 6.7% increase from the amount of households in 2010). The DOA estimates indicate that in 2035, Greendale could accommodate its forecasted population growth with an increase of 654 households (representing a 10.8% increase from the amount of households in 2010).

**It is important to remember that these projected increases in total households do not mean that Greendale will necessarily develop new housing units - these numbers refer to the amount of households that would be required to accommodate the forecasted population growth in the village. Without new residential development, however, these future residents may not come.**

Figure 6-3. Housing Demand (DOA Projections)

	Projected Total Households	% Change
2010 (US Census, Actual Count)	6,075	-
2020	6,570	8.1%
2025	6,565	-0.1%
2030	6,583	0.3%
2035	6,729	2.2%
2040	6,783	0.8%
<b>Net</b>	<b>708</b>	<b>11.7%</b>

Sources: DOA population projections; US Census Data; SEWRPC projected household size

Figure 6-4. Housing Demand (SEWRPC Projections)

	Projected Total Households	% Change
2010 (US Census, Actual Count)	6,075	-
2035 (SEWRPC)	6,484	6.7%
<b>Net</b>	<b>409</b>	<b>6.7%</b>

Sources: SEWRPC population projections; US Census Data; SEWRPC projected household size

## Housing Value

According to the ACS 2013-2017 5-Year Survey, the median housing value of owner-occupied housing units in Greendale is \$199,700. Approximately 11% of owner-occupied housing units in Greendale are valued above \$300,000, while approximately 13% are valued below \$150,000.

**40% of owner-occupied housing units have monthly housing costs that exceed 30% of their household income**

Source: ACS 2013-2017 5-Year Survey

**41% of renters spend at least 30% of their household income on rent**

Source: ACS 2013-2017 5-Year Survey

## Owner-Occupied vs. Renter-Occupied

According to the ACS 2013-2017 5-Year Survey, Greendale maintains a ratio of 68% to 32% of owner-occupied to renter-occupied housing units. This ratio is in line with the ratio of neighboring communities: Hales Corners, Oak Creek, and Greenfield all have a higher percentage of renter-occupied housing units, while Franklin has a higher percentage of owner-occupied units.

Figure 6-5. Housing Value (Owner-Occupied Units)

	Greendale	
Median Housing Value	\$199,700	-
Less than \$10,000	19	0%
\$10,000 - \$14,999	21	1%
\$15,000 - \$19,999	29	1%
\$20,000 - \$24,999	12	0%
\$25,000 - \$29,999	0	0%
\$30,000 - \$34,999	0	0%
\$35,000 - \$39,999	0	0%
\$40,000 - \$49,999	0	0%
\$50,000 - \$59,999	0	0%
\$60,000 - \$69,999	0	0%
\$70,000 - \$79,999	21	1%
\$80,000 - \$89,999	11	0%
\$90,000 - \$99,999	12	0%
\$100,000 - \$124,999	101	2%
\$125,000 - \$149,999	310	8%
\$150,000 - \$174,999	754	19%
\$175,000 - \$199,999	741	18%
\$200,000 - \$249,999	1,114	28%
\$250,000 - \$299,999	445	11%
\$300,000 - \$399,999	338	8%
\$400,000 - \$499,999	49	1%
\$500,000 - \$749,999	68	2%
\$750,000 +	0	0%

Source: ACS 2013-2017 5-Year Survey

Figure 6-6. Owner-Occupied vs. Renter-Occupied

	Greendale		Franklin		Greenfield		Hales Corners		Oak Creek	
Occupied Housing Units	5,964		13,649		16,618		3,162		14,081	
Owner-Occupied	4,045	68%	10,610	78%	9,633	58%	1,891	60%	8,518	60%
Renter-Occupied	1,919	32%	3,039	22%	6,985	42%	1,271	40%	5,563	40%

Source: ACS 2013-2017 5-Year Survey



## DESIGN GUIDELINES FOR GREENDALE ORIGINAL HOMES

In 2004, the Board of Trustees, Plan Commission, and Greendale staff collaborated on an effort to establish design guidelines for “Greendale Originals” - the homes first constructed in 1938 as part of the Greenbelt community establishment. These guidelines are to be used during the Special Use approval process to reach the following goals:

1. *Preserve the unique heritage and integrity of the original village,*
2. *Maintain the visual form of the village, blocks, building sites, and homes,*
3. *Support the rehabilitation of homes to maintain their long-term viability and property values,*
4. *Promote the affordability of modifying original homes and sites, and*
5. *Allow appropriate additions or alterations to homes for contemporary uses.*

The guidelines are divided into three categories: “Major Projects,” “Building Alterations and Finishing,” and “Site Modifications.” These categories review the elements outlined in Figure 6-19, and provide recommendations for how to renovate or expand while maintaining the character of the original architecture.

The design guidelines are thorough, and provide a wealth of information for property owners of Greendale Originals. The Village should consider establishing similar design guidelines to address structures constructed in the Village since 1938.

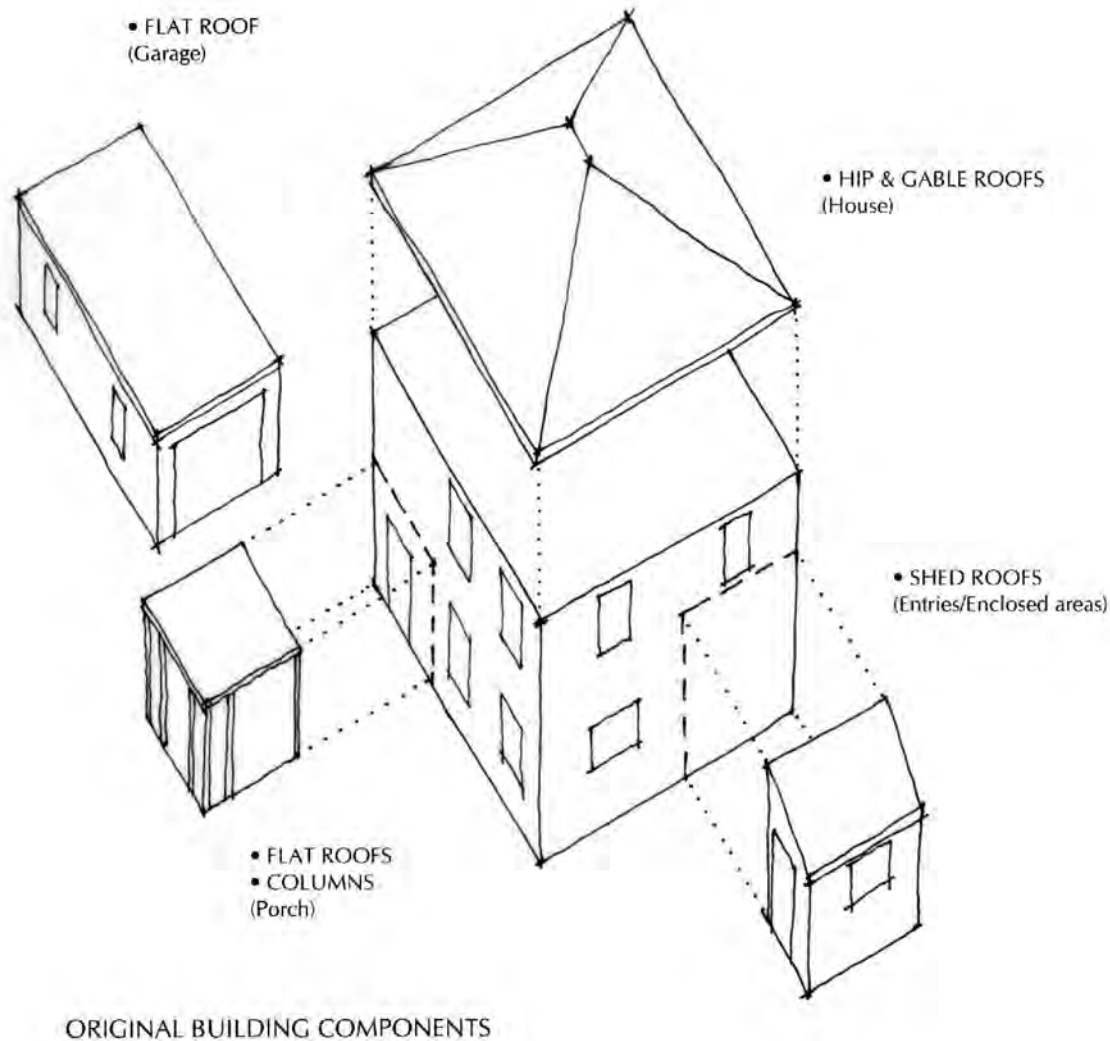
## HOUSING PROGRAMS AVAILABLE FOR GREENDALE

The Village of Greendale Comprehensive Plan: 2010-2035 contains a detailed list of housing programs that could be utilized to improve the housing stock in Greendale. See that Plan for more information.



Photo Source: University of Wisconsin-Milwaukee

Figure 6-19. Building Components of a Greendale Original Home.



*The founders of Greendale designed and constructed the original homes with a limited number of design elements and a simple and consistent palette of forms. Each home began with a simple rectangular area. To this center area, roofs, rooms, porches and garages were added. Hip or gable roofs covered the primary area. A simple shed roof covered rooms and entry spaces. Porches were always supported with rectangular columns and covered by a flat roof. Garages, whether attached or detached, were rectangular and flat roofed. When planning changes to your property, consider working with this original, simple, and consistent design palette.*

## GOALS, OBJECTIVES, & POLICIES

The following goals, objectives, and policies have been created based on input from the community and the Village's established policies. They are intended to guide future decisions pertaining to housing in the village.

### Goals

1. *Maintain a variety of housing unit types to accommodate diverse household incomes and owner preferences. Ensure that adequate housing is available for all segments of the community, including young families, empty nesters, and seniors;*
2. *Utilize Greendale's adopted design guidelines in the renovation or construction of any housing within the "Originals" neighborhood;*
3. *Provide flexibility in density standards for new residential development to maintain the village's tradition of integrated open space and public access;*
4. *Encourage the preservation and maintenance of all housing units in the "Originals" neighborhood, and explore options for property maintenance enforcement;*

5. *Allow new multi-family housing options (townhouse, multi-unit buildings, etc.) provided that the architectural quality respects the context of the surrounding neighborhood;*
6. *Encourage stewardship of green infrastructure by homeowners (e.g. bioswales and drainage ditches).*

### Objectives & Policies

- *Protect the historic integrity of Greendale's original neighborhoods*
  - Continue the use of "Design Guidelines for Your Original Greendale Home" when reviewing special use applications for additions and residential renovation
- *Promote "complete neighborhoods" that offer a compatible mix of residences, services, businesses, community facilities, jobs, recreation, and education*
  - Plan for higher density multi-family housing in parts of the village where streets and sidewalks can accommodate traffic, and where there is access to parks, shopping, community facilities, and existing or planned public transportation routes
- *Support unique housing options, such as live-work developments and cooperative housing*
- *Incorporate high quality multi-family housing on mixed use infill and redevelopment sites*
- *Encourage high-quality, maintenance free housing options - such as condos, rowhomes, or town houses - to provide choices for seniors, empty nesters, and young professionals*
- *Establish Greendale as a community where residents can "age in place." Provide adequate types of housing to allow residents to remain within the community despite their changing size, density, and/or income requirements*
  - Provide adequate types of housing to allow residents to remain within the community despite their changing size, density, and/or income requirements
  - Promote development of an adequate supply of high-quality senior housing options, and direct such developments to areas that are close to services that seniors typically require, including public transit
- *Encourage residential infill and rehabilitation that respects the integrity and composition of the village's existing development patterns, including*





*site layout, building materials, building character and scale, open space, and integrated connectivity*

- Coordinate with HUD, WHEDA, Milwaukee County, and other regional agencies to encourage the use of financial assistance programs for housing rehabilitation
- Educate residents on housing rehabilitation efforts that align with Village goals
- Explore various property maintenance programs in order to protect and enhance the village's housing stock and property values (e.g. time-of-sale inspections, enhanced property code enforcement)
- Explore possible funding options to minimize the financial impact of property maintenance programs
- *Encourage "green" practices for the construction and rehabilitation of housing within the village, including practices that promote energy conservation, the use of sustainable materials, improved air quality, and stormwater management*
- *Continue to support a high level of owner-occupancy within the village*



## BEST PRACTICE MODELS FOR THE VILLAGE OF GREENDALE

The following case studies highlight opportunities for the village to protect and enhance the quality of its residential neighborhoods into the future.

### CASE STUDY: ADAMS STREET RAIN GARDEN PROJECT

CITY OF MADISON ENGINEERING  
MADISON, WISCONSIN

In 2005, nine rain gardens were installed along three blocks of Adams Street in a residential Madison neighborhood. Originating from a proposal by the Friends of Lake Wingra, the “rain garden street” is a test project designed to reduce stormwater runoff within the Wingra watershed. The City of Madison and Friends of Lake Wingra reviewed nine potential streets, each of which was scheduled for reconstruction within the next five years. Based on a variety of characteristics, including a site review and available storm sewer capacity in the area, Adams Street was selected as the best candidate.

The gardens collect street runoff where possible, in addition to collecting water from sidewalks via sidewalk grates. Four-inch pipes direct water into the gardens, and 6-inch tall overflow pipes are located in each garden to prevent flooding. The overflow pipes take water back into the regular storm pipe system.

Steps have been taken to protect adjacent properties, such as:

- Soil borings in the area of the proposed gardens
- Using a special soil mix of 1/3 sand, 1/3 topsoil, 1/3 compost
- Installing underdrains & overflow pipes

The City of Madison hired a consultant to plant and maintain the rain gardens for the first year. Each homeowner had a say in what type of plants were used in front of their house, and were included in the actual planting. Homeowners will be responsible for maintaining the plants after the first year. The gardens were designed and built so that they could be filled in and seeded with turf grass in the event a new owner does not want a rain garden.



The City of Madison Engineering Department is currently working on a second rain garden street in the Eton Ridge Neighborhood.



### *Potential for Greendale*

As a traditional suburb, the Village of Greendale is a built-out community with several compact residential neighborhoods. Further, the village is fortunate to host several waterways, including the Root River, Dale Creek, and Scout Lake. Therefore, stormwater management becomes an important issue both environmentally (minimizing runoff and pollutants that enter the waterway) and structurally (reducing flood risks and minimizing wear-and-tear on the storm sewer system). As streets and utility infrastructure is scheduled for repair, Greendale should consider potential opportunities for rain garden programs. With the wide terraces available on several streets, rain gardens can also provide added value to Greendale neighborhoods.



## CASE STUDY: SHOREWOOD

### CODE COMPLIANCE PROGRAM SHOREWOOD, WISCONSIN

The Village of Shorewood's Code Compliance (Pre-Sale Inspection) Program was established to protect and preserve property values. Though the program ended as the result of State legislation in 2015, the program was used to monitor the maintenance of all residential properties including single-family, duplex and multi-family at the time of ownership change. The following text has been excerpted from the Village website ([www.villageofshorewood.org](http://www.villageofshorewood.org)) and modified to further describe the program:

#### *Compliance Process*

If you are considering selling your home or residential property, you must apply for a Certificate of Compliance.

- The property owner or his/her agent completes and files an application which is available on-line or from the Planning & Development Department.
- An appointment is set for the inspection; the inspector completes the inspection and an inspection sheet.
- If there are no code violations, a Certificate of Compliance is issued. If there are code violations, those violations will be listed on a written report that the applicant will receive from the inspector in two to three days. Once these violations are noted, they must be corrected whether or not the property is sold. When all violations are corrected, a re-inspection will be done. If everything is in order, the Certificate of Compliance will be issued within



five days.

- If a property has not received a Certificate of Compliance prior to the scheduled closing sale date, a Take on Orders application must be completed establishing that the buyer of the property in question has agreed to correct all non-compliant items within 90 days of the property's closing sale date.

One of the guidelines for the program states that "most properties in the village may remain as built as long as they are properly maintained. If the property is remodeled or changed, then those areas affected by the changes must be upgraded to today's code standards."

#### *Potential for Greendale*

The Village of Greendale includes approximately 563 units built before 1940, most of which retain their original characteristics. Property owners of Greendale Originals have expressed a desire to monitor the quality of Greendale's historic housing stock for the purpose of preserving the village's rich heritage, as well as maintain property values. The "Time-of-Sale" program, like the Village of Shorewood's, would provide one means of ensuring code compliance in all units - both the Originals and newer construction - as they are sold. If allowed by State Statutes, the Village of Greendale could establish a similar program by finalizing an application process and allocating appropriate staff as program contacts. This technique would ensure the continuation of proper rehabilitation efforts, and add value to neighborhoods village-wide.

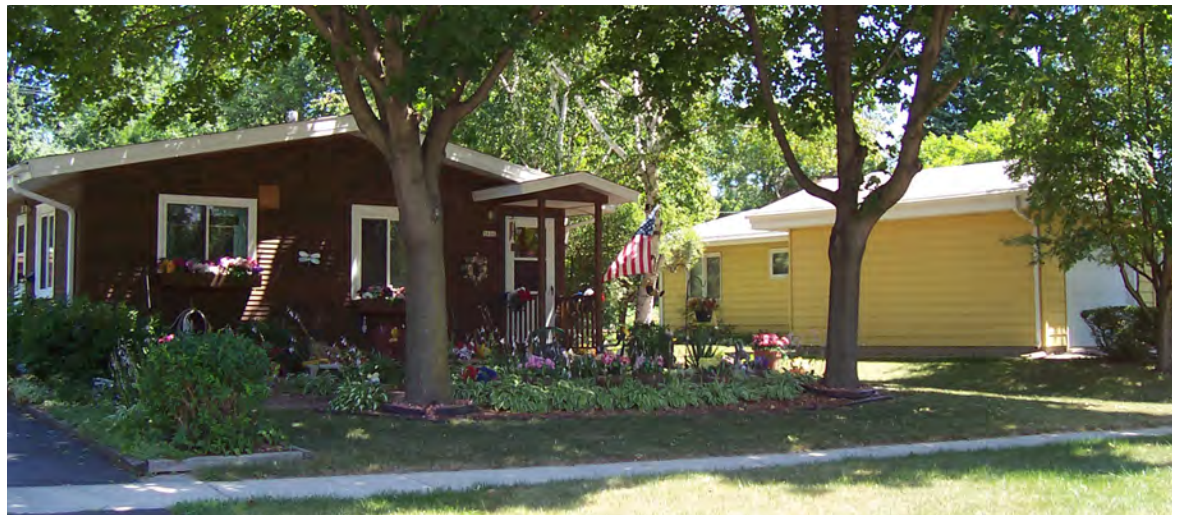




Within the Greendale, the intent of this program would not be to require unnecessary upgrades to housing units, but to correct code violations. As the Village evaluates the various program models for code enforcement, there will be several things to consider including:

- The potential financial impact the program could have on homeowners and/or buyers. For example, a code violation in one area may trigger several other repairs to bring the whole unit into compliance. This could result in a significant expense to the homeowner, which may or may not be supported by the community.
- The fiscal impact on the Village, including the need for additional staff to develop, implement, and maintain the program.
- The long-term impact on Greendale's housing stock and property values without a code enforcement program. There should be discussion weighing the risks of the status quo against the costs/benefits of a code compliance program.

As a separate, yet companion, issue, the Village may also want to consider encouraging private home inspections. While it is a private transaction, it addresses property maintenance from another angle and also contributes to the stabilization of village property values.





# *transportation*

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*

7









## Transportation

As a community within Milwaukee County, Greendale offers a variety of transit modes to residents and visitors alike, including Milwaukee County Transit System (MCTS) bus routes, the Oak Leaf Trail bicycle network, and several integrated pedestrian paths that are unique to Greenbelt communities. Additionally, the state, county, and local jurisdictions provide a street network to accommodate personal vehicles and on-road bike lanes. The Transportation element seeks to describe the state of these various networks and to outline areas for improvement.



### REGIONAL TRANSPORTATION SYSTEM PLAN: 2050

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) completed the Regional Transportation System Plan to guide the seven-county Southeastern Wisconsin region through the year 2050. The following narrative calls upon a significant amount of data from the Regional Transportation System Plan to describe transportation networks in the Village of Greendale.

#### Highways

Three types of highways are used to classify streets throughout the Southeastern Wisconsin region: state trunk highways, county trunk highways, and local trunk highways. The Village of Greendale is home to streets in all categories:

- State Trunk Highway: Loomis Road (STH 36)

The Issues and Opportunities element of this Plan outlines six goals that shall guide the Transportation section:

1. *Enhance pedestrian and bicycle access and safety within the Root River Parkway;*
2. *Maintain access to the historic pedestrian and bicycle pathways throughout the village, and ensure adequate connectivity between all paths;*
3. *Enhance primary vehicular and pedestrian gateways into the village with signage, landscaping, and lighting when appropriate;*
4. *Assess the potential impacts of future development along the Grange Avenue corridor;*
5. *Analyze the need for new public transportation routes, specifically bus or trolley service;*
6. *Monitor and maintain aging infrastructure in the village, and encourage phased implementation of sustainable infrastructure that uses fewer natural resources, promotes energy efficiencies and cost savings, and requires less frequent maintenance.*

- *County Trunk Highways: 76th Street (CTH U), West College Avenue (CTH ZZ)*
- *Local Trunk Highways: Grange Avenue, 68th Street, and 60th Street*

Figure 7-1 illustrates the existing state and county trunk highways within Milwaukee County.

Figure 7-2 provides the year 2050 recommended jurisdictional highway system plan for Milwaukee County. For the Village of Greendale, no changes to the jurisdictional system are proposed with the exception of 51st Street, which is proposed to be a county trunk highway. Additionally, Figure 7-3 shows the year 2050 recommended functional improvements to the arterial street and highway system in Milwaukee County. West Grange Avenue, West Loomis Road, South 76th Street, South 92nd Street, and South 51st Street are identified for future resurfacing or reconstruction.

### **Transit**

The regional plan recommends expansion of public transit in southeastern Wisconsin, including the development and improvement of rapid and express transit systems. Currently, no rapid or express transit lines serve the Village of Greendale. Figure 7-4 illustrates local fixed-route public transit service in the Milwaukee area as of 2019. The green lines denote streets with local bus lines. MCTS operates Routes 14, 55, 64, and 76 within the Village of Greendale (Figure 7-5).

Figure 7-6 provides the year 2050 fiscally constrained recommended public transit element for the Regional Transportation System Plan. The plan proposes one non-freeway rapid



transit route in Greendale along Loomis Road, and two transit stations: one with parking (near Southridge Mall), and one without (along Loomis Road).

### **Transportation Facilities: Park-Ride Lots**

In 2012, transit bus service was provided to 39 park-ride lots within the Region. The Southridge Mall park-ride lot is served by transit and has 170 spaces available for parking. On an average weekday during 2012, approximately 34 percent of parking spaces at the Southridge Mall park-ride lot were utilized.

### **Transportation Facilities: Parking**

In addition to park-ride lots, standard parking lots fall within the category of transportation facilities. Parking lots create a significant burden on the natural environment, air quality, and water quality. Additionally, traditional asphalt construction contributes to the urban heat island effect. Therefore, parking lots in Greendale should be carefully monitored for demand,

usage, and maintenance. In cases where there is an excessive amount of surface parking, the Village may wish to consider implementing parking maximums in lieu of the traditional parking minimums found in zoning codes. Further, shared parking lots should be encouraged between complimentary uses.

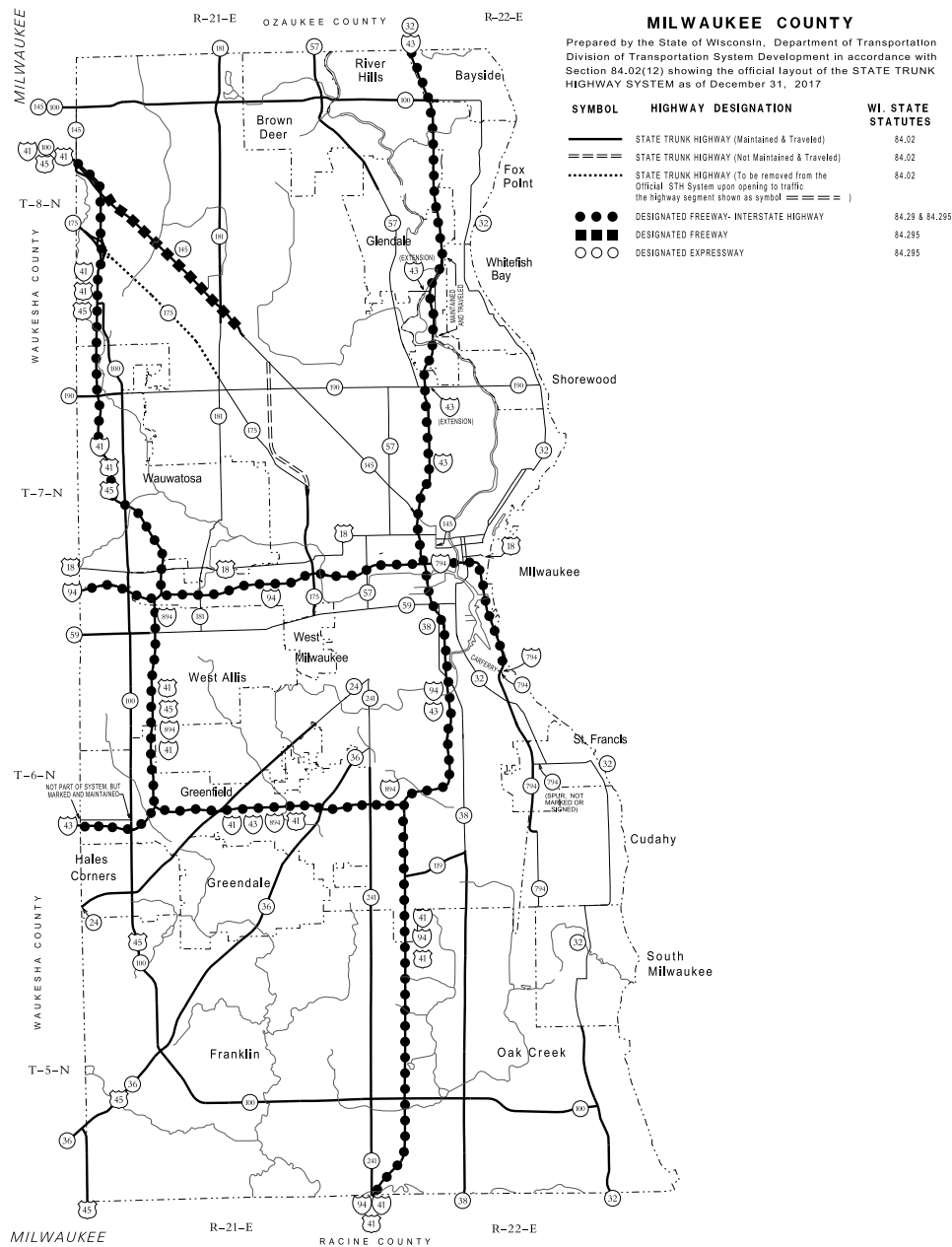
As parking lots are reconstructed or constructed in Greendale, the Village should consider requiring the use of either permeable or light-colored materials to reduce heat island effect and stormwater runoff. Material examples may include brick pavers, concrete, concrete pavers, or porous pavement. Further, interior landscape requirements - including bioswales, rain gardens, or clustered landscape islands - should be considered for incorporation into the Village's Zoning Code.

### **Transportation Facilities for the Disabled**

SEWRPC outlines paratransit service in the Regional Transportation System Plan. The



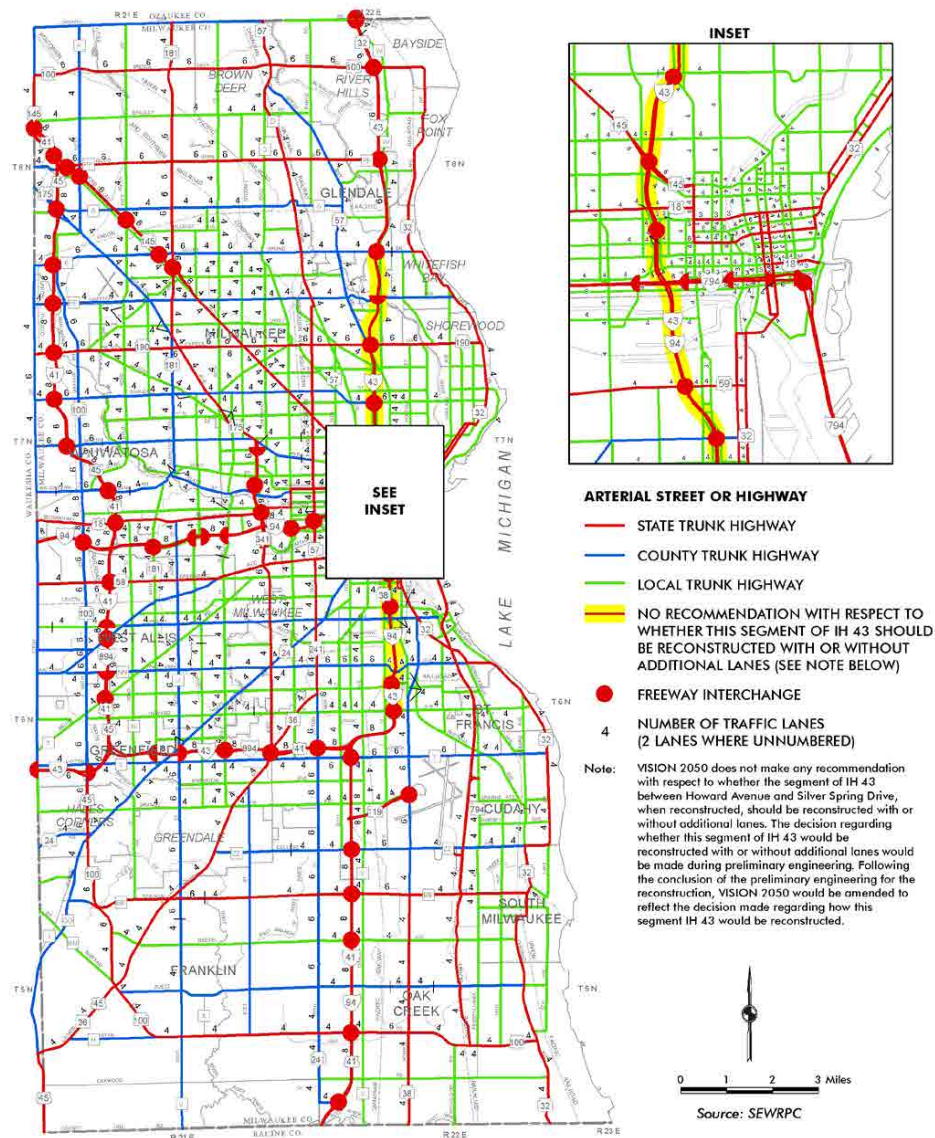
Figure 7-1. Milwaukee County Trunk Highway and Related State Highway Map as of 2017 (Source: WisDOT).



following description is derived from this section of the Regional Plan:

Paratransit service is proposed to be provided consistent with the Federal Americans with Disabilities Act (ADA) of 1990. Under this Act, all transit vehicles providing conventional fixed-route transit service must be accessible to persons with disabilities, including those using wheelchairs. All public entities operating fixed-route transit systems must also continue to provide paratransit service to those disabled persons within local transit service areas who are unable to use fixed-route transit services consistent with federally specified eligibility and service requirements. The complementary paratransit services must serve any person with a permanent or temporary disability who is unable independently to board, ride, or disembark from an accessible vehicle used to provide fixed-route transit service; who is capable of using an accessible vehicle, but one is not available for the desired trip; or who is unable to travel to or from the boarding or disembarking location of the fixed-route transit service. The planned paratransit service must be available during the same hours and on the same days as the fixed-route transit service, be provided to eligible persons on a "next day" trip-reservations basis, and not limit service to eligible persons based on restrictions or priorities to trip purpose, and not be operated under capacity constraints which might limit the ability of eligible persons to receive service for a particular trip. The paratransit service fares must be no more than twice the applicable public transit fare per one-way trip for curb-to-curb service.

Figure 7-2. Recommended Jurisdictional Highway System Plan for Milwaukee County: 2050 (SEWRPC)



Should Greendale consider providing fixed-route transit services between the Southridge Mall area and the Village Center, paratransit service requirements must be taken into consideration.

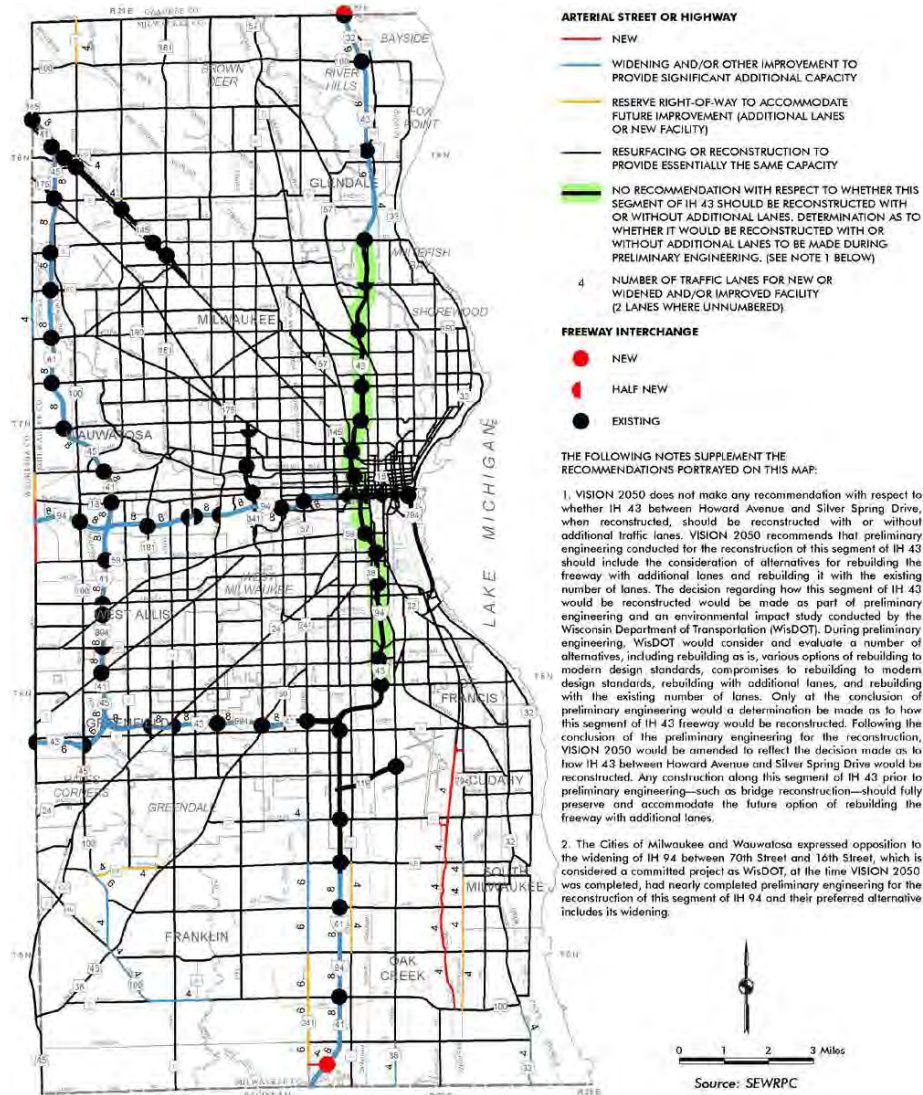
### Bicycles

In the Regional Transportation System Plan, SEWRPC recommends that as the regional surface arterial street system is resurfaced and reconstructed, the provision of accommodations for bicycle travel should be considered for implementation (e.g. bicycle lanes, widened outside travel lanes, widened and paved shoulders, separate bicycle paths). This recommendation applies to Loomis Road, 76th Street, Grange Avenue, West College Avenue, 68th Street, and 60th Street. Land access and collector streets in Greendale should also be considered for designated bicycle paths, although some streets may be able to accommodate bicycle traffic without special facilities.

SEWRPC explains that the unit of government responsible for constructing and maintaining the surface arterial street or highway should be responsible for constructing and maintaining the associated bicycle or pedestrian facility. Therefore, the Wisconsin Department of Transportation (WisDOT) should assume responsibility for bicycle and pedestrian facilities within the right-of-way of state trunk highways and connecting streets; the respective county department should construct and maintain bicycle and pedestrian facilities within the right-of-way of county trunk highways; and, the Village of Greendale should assume responsibility for



Figure 7-3. Functional Improvements to the Arterial Street and Highway System in Milwaukee County.



bicycle and pedestrian facilities located within the right-of-way of streets and highways under their jurisdiction. The Village should explore County, State, and Federal grants for bicycle lanes when repaving or repairing Village streets and highways.

SEWRPC plans to prepare an assessment of the need for bicycle accommodations on each segment of the surface arterial street and highway system in the region, considering factors including traffic volume, composition, speed, and congestion.

The Regional Transportation System Plan also proposes that a system of off-street bicycle paths be provided between the Kenosha, Milwaukee, and Racine urbanized areas and the cities and villages with a population of 5,000 or more (referred to as small urban areas) located outside the three urbanized areas. These off-street bicycle paths would be located in natural resource and utility corridors, and are intended to provide connections between the region's urbanized and small urban areas on routes separated from vehicular traffic.

The proposed system of bicycle facilities is shown in Figure 7-7, and includes off-street bicycle paths, surface arterial, and nonarterial connections. Some of the off-street bicycle paths shown on the map already exist.

In the Regional Transportation System Plan, SEWRPC proposes that local units of government prepare community bicycle and pedestrian plans to supplement the regional plan. Local plans should recommend facilities that accommodate



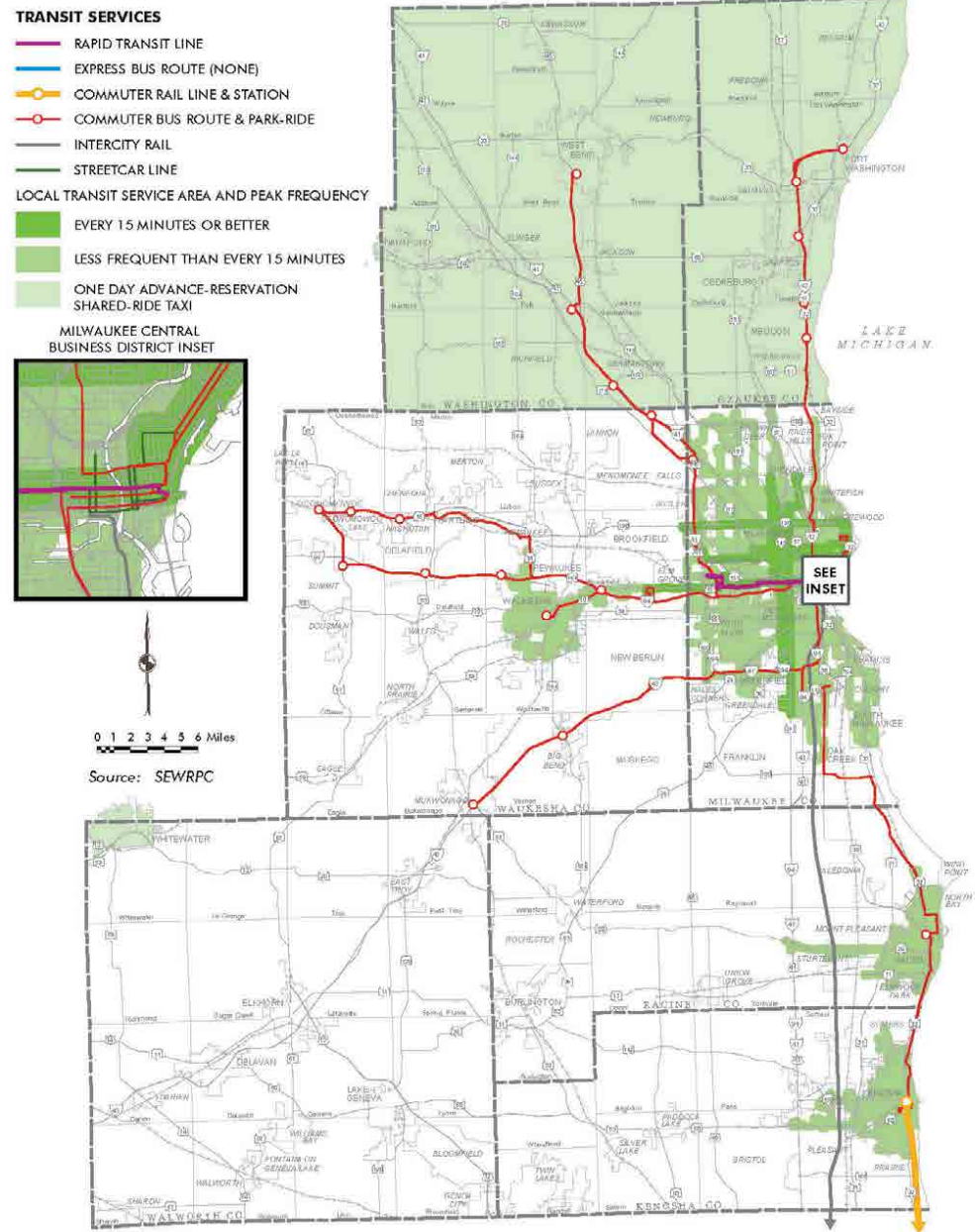


Figure 7-6. Public Transit Element: Fiscally Constrained Transportation Plan (SEWRPC 2050)

Potential areas in Greendale where improved pedestrian connections and/or crossings should be considered include:

- A sidewalk along the west side of 76th Street between Grange Avenue and the southern village border;
- Improved pedestrian crossings across 76th Street between Grange Avenue and the southern village border;
- A sidewalk along the north side of Grange Avenue between 68th Street and Loomis Road, which will connect the existing sidewalk network;
- Enhanced crossings and pedestrian network at the vehicular entrances to Southridge Mall;
- Improved pedestrian zone within Root River Parkway, which may include pavement markings and/or a separate path system along the roadway.

In the Regional Transportation System Plan, SEWRPC recommends that landscaped terraces, curb lawns, or other buffer areas be provided between sidewalks and the roadways to enhance the pedestrian environment and that efforts be made to maximize pedestrian safety at street crossings. Safety enhancements could include the timing of “walk” phases of traffic signals and the provision of pedestrian “islands” and medians in wide, heavily traveled roadways. The Plan also emphasizes that all pedestrian facilities must be designed and constructed in accordance with the requirements of the Federal Americans with Disabilities Act.



## Railroads

There are currently no railways located within the Village of Greendale, nor are there passenger rail stations in adjacent municipalities. The nearest Amtrak station is located in downtown Milwaukee, approximately 9 miles from the Village Center.

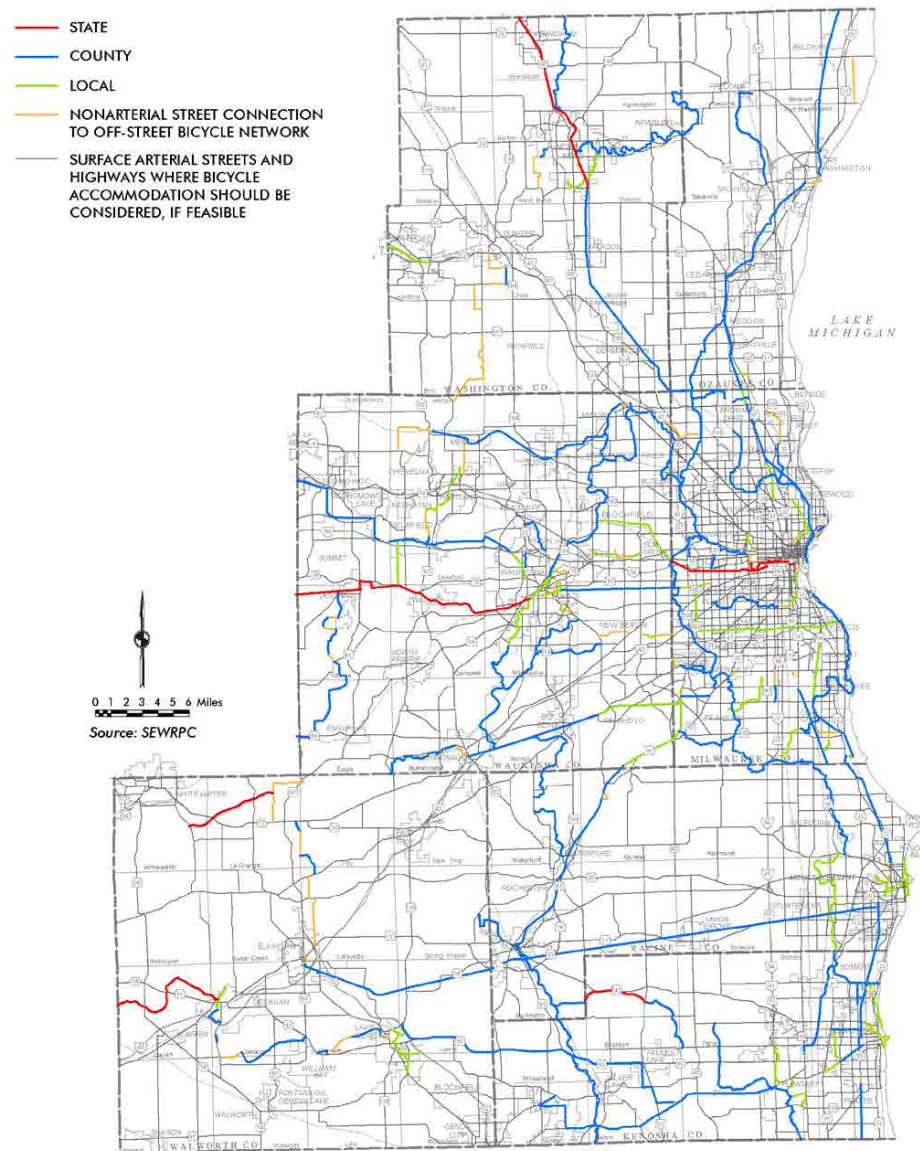
## Air Transportation

The nearest commercial airline service is provided by General Mitchell International Airport, approximately 8 miles east of the village.

## Water Transportation

There are no waterways used as major transportation routes in the Village of Greendale. The Root River is a navigable stream; however, the Port of Milwaukee is the closest facility for freight transportation.

Figure 7-7. Off-Street Bicycle Paths and Surface Arterial Street and Highway System Bicycle Accommodation





## GOALS, OBJECTIVES, & POLICIES

The following goals, objectives, and policies are based on community input and the Village's established policies. They are intended to guide future decisions pertaining to transportation in the village.

### Goals

1. *Enhance pedestrian and bicycle access and safety within the Root River Parkway;*
2. *Maintain access to the historic pedestrian and bicycle pathways throughout the village, and ensure adequate connectivity between all paths;*
3. *Enhance primary vehicular and pedestrian gateways into the village with signage, landscaping, and lighting when appropriate;*
4. *Assess the potential impacts of future development along the Grange Avenue corridor;*
5. *Analyze the need for new public transportation routes, specifically bus or trolley service;*
6. *Monitor and maintain aging infrastructure in the village, and encourage phased implementation of sustainable infrastructure that uses fewer natural resources, promotes energy efficiencies and cost savings, and requires less frequent maintenance.*

### Objectives & Policies

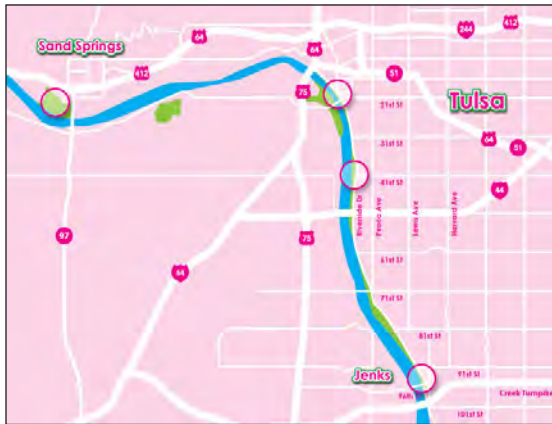
- *Strengthen the existing pedestrian and bicycle network in the village through increasing connectivity, installing new on- and off-road paths, and emphasizing the continued maintenance of existing paths*
  - Encourage integrated site redevelopment, including shared parking layouts and parking connections, in order to promote multi-purpose trips and limit multiple curb cuts
  - Emphasize connecting existing sidewalks to form a continuous sidewalk network, particularly along major streets (e.g. Grange Avenue)
  - Promote Greendale's unique interconnected pathway system as an asset to current/future residents, as well as an economic development strategy
- *Promote sustainable transportation practices and the reduction of fossil fuels*
  - Consider fostering a partnership with a private operator to provide bicycle and scooter rentals to improve connectivity between the Village Center and Southridge Mall
  - As the Village's vehicle fleet is replaced, consider purchasing low-emitting vehicles that utilize alternative fuels
  - Explore alternative techniques and materials for roadways and sidewalks as the existing infrastructure is replaced (e.g. rubber sidewalks, hot-in-place recycled asphalt, light colored pavers)
  - Explore opportunities for pursuing County,

- State, or Federal grants for installing bicycle lanes when roads are repaired or replaced
- Continue to support public transit access throughout the village and expand where feasible
- Continue to explore funding for a direct transit connection between the Village Center and Southridge Mall, such as a shuttle system
- Continue to support Southridge Mall as a transit hub for southern Milwaukee County

## BEST PRACTICE MODELS FOR THE VILLAGE OF GREENDALE

The following case studies highlight opportunities for the Village to enhance and maintain its transportation system in the future.





## CASE STUDY: BIKE SHARE PROGRAM

### TULSA TOWNIES

#### TULSA, OK

The Tulsa Townies bicycle sharing program was launched in August 2007 by Saint Francis Health System to promote an active and healthy community lifestyle. Three of the four bicycle rental stations are located at the Tulsa River Parks trail, while the fourth is located at the Sand Springs River City Park. The project is the first of its kind in northeastern Oklahoma.

Patrons ages 18 and over have the option of checking out a bike from four kiosks, called Cyclestations™. Although there is no cost to check out a Tulsa Townies bicycle, a credit card is needed for identification purposes and to help prevent theft. Patrons may return their Tulsa Townies bicycle at any one of the locations regardless of where the bicycle was originally checked out. More information is available at [www.tulsa-townies.com](http://www.tulsa-townies.com).

### *Potential for Greendale*

Residents, employers, and Village staff have commented on the need for a stronger connection between the Southridge Mall and the Village Center. To encourage alternative transportation between these two destinations, the Village could engage in a public-private partnership to establish a bike share program at no cost to users. Business owners in the Village Center or Southridge could participate in program startup and maintenance, similar to the role of Saint Francis Health System in Tulsa. Encouraging patrons to use the bike share program could increase the customer base at both Southridge and the Village Center.

Some communities with bike share programs hold promotional events and bike raffles to increase ridership. Greendale could incorporate its bike share program with other annual events to increase awareness of the program. Over a longer period of time, the program could become a joint venture with area attractions in surrounding municipalities.

### *Sample Bike Share Program Communities:*

- Delafield, WI
- Louisville, KY
- Tulsa, OK
- Portland, OR
- Washington, D.C.
- Philadelphia, PA
- New York, NY
- Minneapolis, MN
- Montreal, QC
- Boulder, CO
- Chicago, IL







## CASE STUDY: RUBBER SIDEWALKS

NEW ROCHELLE DEPARTMENT OF PUBLIC WORKS & RUBBERSIDEWALKS, INC.

NEW ROCHELLE, NEW YORK

In 2004, an innovative pilot project to install Rubbersidewalks was launched on a residential, tree-lined street in New Rochelle, NY. City leaders are taking an innovative approach to overcome a growing maintenance and tree preservation problem by replacing concrete sidewalks with approximately 400 square feet of Rubbersidewalks pavers. Not only can this new sidewalk solution save numerous trees for the neighborhood, it also will recycle 4400 pounds of rubber from used passenger vehicle tires that would otherwise clog landfills.

Rubbersidewalks are interlocking recycled rubber sidewalk modular paving systems, intended to replace traditional concrete sidewalks and paths. This modular sidewalk system is designed to accommodate tree root growth, frost heave, and vehicles without breakage. Benefits cited by [www.rubbersidewalks.com](http://www.rubbersidewalks.com) include:

- Saves the urban forest by eliminating need for tree removal
- Modular system allows pavers to be periodically opened for inspection, tree root maintenance, and/or utility access
- Provides safe passage for all pedestrian and wheeled traffic
- Directs water into soil thus reducing water run-off into storm drain

“A decades-long battle has been waged between concrete sidewalks and tree roots, with people

the ultimate losers. As tree roots mature and spread, they raise the concrete creating trip and fall hazards as well as a costly maintenance issue for our city,” said Mayor Timothy Idoni. “Today we’re taking a major step to save our trees with this alternative that can also make our sidewalks safer.”

Other Wisconsin communities with Rubbersidewalks include:

- Fitchburg, WI - 525 square feet installed in various locations
- Poynette, WI - 400 square feet installed in three locations
- Fond du Lac, WI

### *Potential for Greendale*

Greendale was designed with an extensive, integrated pathway system, intended to give residents access to services and open spaces alike. In addition to the parkway-like walking paths, the village also has a vast sidewalk network found in many compact communities. While Rubbersidewalks can be more expensive to initially purchase and install, it does offer significantly reduced maintenance and minimizes damage to tree roots, thereby preserving the urban forest. It is one example of a product that the Village may want to consider as path segments are scheduled for significant repair or replacement.





# *utilities & community facilities*

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*

8



## Utilities & Community Facilities

When Greendale was originally conceptualized, it included plans for a network of utilities, services, and community facilities to serve future residents. Although the village evolved from a landlord/tenant based community long ago, it has retained its high level of infrastructure and services - from the local and County parks to the Greendale school system to the Department of Public Works.

### REGIONAL LAND USE PLAN: 2050

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) recently completed a regional land use plan designed to guide the seven-county Southeastern Wisconsin region through the year 2050. The following narrative calls upon data from the Regional Land Use Plan to describe utilities and community facilities in and around the Village of Greendale.

#### Sanitary Sewer Service

The majority of sewerage and water supply utilities in the region are organized as sewer and water departments of incorporated municipalities which follow political boundaries. Figure 8-1 shows areas in the region served by public sanitary sewerage systems and sewer treatment facilities as of 2010.

The Village owns and maintains an all-gravity sanitary sewer system that utilizes the Milwaukee Metropolitan Sewerage District (MMSD) to treat all waste. The system is funded by a user fee



based on the amount of water purchased. At this time, the system volume capabilities are considered to be adequate for current and future needs. Maintenance of the aging system may require additional funding.

### VILLAGE UTILITIES & FACILITIES

The Village of Greendale has a long history of providing a full range of services to its residents, as well as a rich heritage of community buildings and social interaction. The following section summarizes the primary utilities and community facilities in Greendale.

#### Stormwater Management

In 2002, the Village adopted a Stormwater Management Master Plan. As part of the Master Plan, the Village proposes numerous stormwater improvement projects, including the construction of stormwater detention ponds to collect stormwater and settle pollutants, and an increase of street sweeping and catch basin cleaning to collect pollutants before they flow down the storm sewer system.

The Issues and Opportunities element of this Plan outlines four goals that shall guide the Utilities and Community Facilities section:

1. *Ensure that all facilities in the village provide adequate square footage and functionality to accommodate governmental, educational, and community needs;*
2. *Develop design standards for future facilities in the village that promote sustainable, cost saving features;*
3. *Consider utility system needs for the Southridge Mall and 76th Street corridor parcels;*
4. *Maintain the Village Center as a major community destination that provides adequate amenities, open space, circulation, and connectivity to neighborhoods.*



In order to fund the cost of Village's stormwater management efforts, the Village created Stormwater Management Utility. A Stormwater Management Utility is similar to other utilities authorized by State Statutes, and allows the Village to allocate costs to all properties in the village that contribute to the storm sewer system. The Stormwater Management Utility is a fair and equitable method of funding the village's stormwater management activities because those that "contribute" stormwater to the system are charged. This includes tax-exempt properties such as those owned by the Village, Milwaukee County, the State Department of Transportation, churches, and schools.

### ***Water Supply***

In addition to publicly-owned water utilities, privately or cooperatively owned water systems are found throughout the region. These water supply systems typically serve residential subdivisions, apartment or condominium developments, mobile home parks, and institutions. There are currently no privately or cooperatively owned water systems located in the Village of Greendale. Figure 8-2 illustrates the areas served by public and private water utilities as of 2010.



### ***Solid Waste Disposal***

The Village currently collects Municipal Solid Waste (MSW) on a weekly basis using Village employees and equipment. MSW collection is funded by property taxes and businesses (churches and other private entities are excluded).

### ***Recycling Facilities***

Through Veolia Environmental Services, Greendale offers curbside recycling throughout the village for various recyclable items.

The Greendale Recycling Center, at 6351 Industrial Loop, is open to all Greendale residents. The Center cannot accept tires, hazardous waste, some paints and solvents, explosives, appliances containing freon (e.g air conditioners, refrigerators, freezers, dehumidifiers) and items too large to be safely processed.

For a small fee, the Department of Public Works can assist with the proper disposal of e-waste. Computers, monitors, other electronic devices and microwave ovens may be brought to the main office at the Public Works Department during the week.

### ***Parks and Recreation***

The Village owns and maintains a vast system of parkland, woodlands, open spaces, sport fields, playgrounds, and a nature preserve (Figure 8-3). The Greendale Park and Recreation Department manages the village's local programs and area parks. Local programs include programs for adults and youth, arts and music programs, aquatics, getaways, sports, and general fitness.



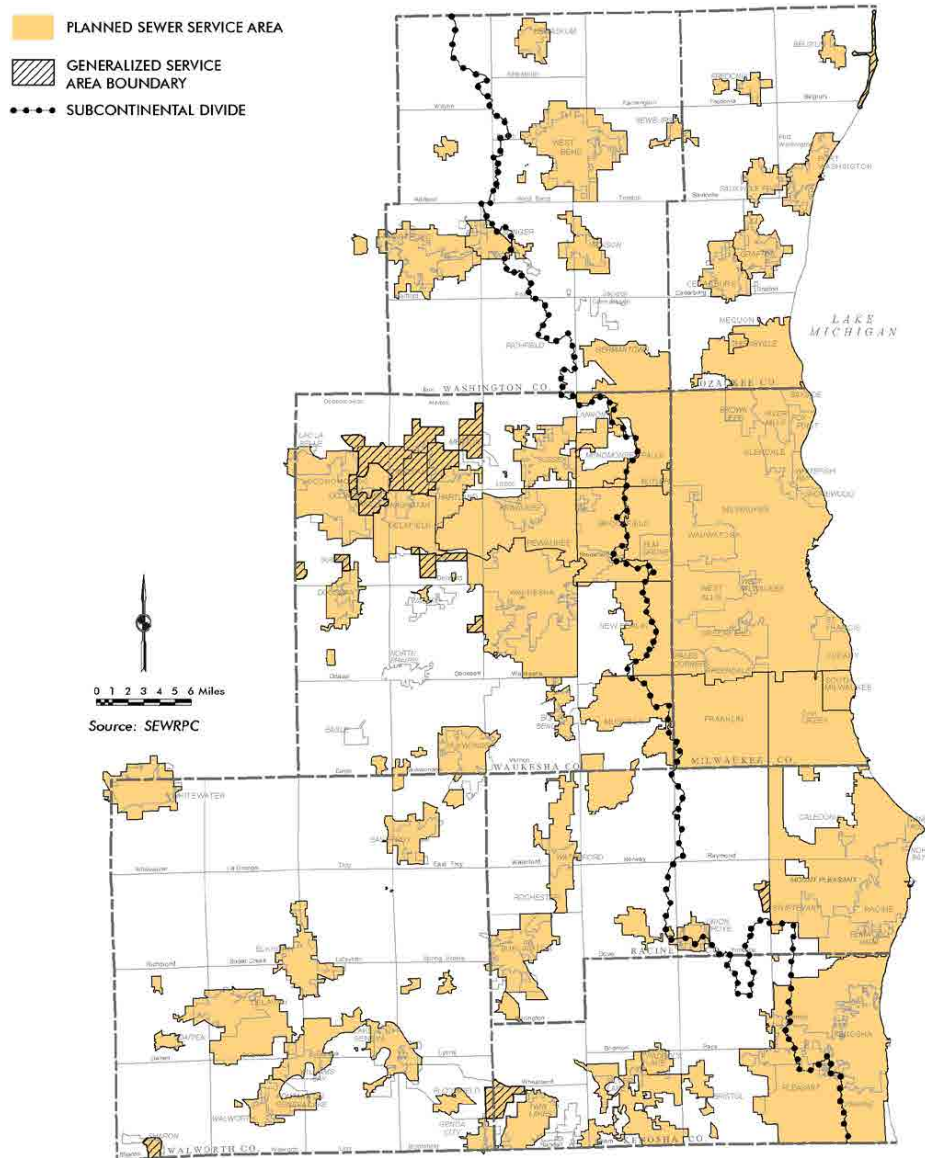
The village feels it is unlikely that any expansion of parkland will occur. Funding for maintenance is obtained from the property tax levy and a small amount from user fees. To provide additional support for the parks, the Greendale Park and Recreation Department hosts a number of fundraisers throughout the year.

### ***Greendale Downtown Market***

Greendale's Downtown Market is open to the public on Saturdays from June through early October. The Downtown Market is held on Broad Street. A wide variety of unique vendors and



Figure 8-1. Areas Served by Public Sanitary Sewerage Systems and Sewage Treatment Facilities in the Region: 2010.



community groups offer a range of goods from flowers to fresh produce, from bakery items to arts & crafts.

### *Greendale Community Theatre (GCT)*

The Greendale Community Theatre has a long history in the village. In 1958, a nonprofit organization formed the Franklin Players, which became the Suburban Players after moving to Greendale in 1961. The group managed a summer children's program on creative dramatics, coordinated through the Greendale Recreational Program. The final curtain call for the Suburban Players occurred in 1988, although the concept of musical theatre in Greendale resurfaced fifteen years later with the establishment of the Greendale Community Theatre. The GCT is currently operating through the Henry Ross Auditorium inside Greendale High School.

### *Cemeteries*

St. Paul's Evangelical Lutheran Cemetery - near W College Avenue - is the only cemetery within the Village of Greendale, although it is no longer accepting burials. There are no active cemeteries within the village.

### *Health Care Facilities*

The Greendale Health Department is located at 5650 Parking Street, and provides a variety of programs and services aimed at preventing or reducing health problems and promoting optimum health for individuals, families, and the community.





The Health Department is a partner in Step Up to Better Health, a program to encourage exercise through healthy activities for everyone who lives and works in the village. The Step Up team includes representatives from the Health Department, the Greendale School District, the Park and Recreation Department, and local business owners and community members.

### **Child Care Facilities**

The Greendale Park and Recreation Department offers a number of child care and early educational programs through the following programs:

- *Bloom 'N Grow Preschool: An education early learning program dedicated to providing early explorations in a variety of learning areas including reading, language development, science and math.*
- *Bridge for Kids: Offers before and after school care, full day care, delayed start care, hourly care (just for after school), and early release care at all three elementary schools and St. Alphonsus for children 5 years of age and older.*

- *Care 4 Kids: "Wrap-Around" child care for children enrolled in the a.m. session of the Time 4 Learning Charter School at Highland View Elementary School.*
- *Summer Adventure Club: Provides outdoor activities, arts and crafts projects, board games and team sports.*

### **Senior Social Club**

The Greendale Senior Social Club is coordinated through the Greendale Park and Recreation Department and is open to seniors, ages 55 and older, from the village and surrounding areas. It is a tax-supported entity of the Village of Greendale and Greendale Schools. The Senior Social Club provides social and recreational activities that include guest speakers, cards, movies, holiday celebrations, exercise, blood pressure screenings and games. The Club meets at the St. Luke's Lutheran Church on 6705 Northway.

### **Police**

The Greendale Police Department patrols 5.5 square miles of jurisdiction and 87 miles of road that serve approximately 15,000 residents and patrons of the Southridge Mall. The Department is comprised of 29 sworn Officers, 8 full-time dispatchers, 1 part-time dispatcher, transcription personnel, one special service officer, volunteer auxiliary officers, and school crossing guards.

The Department provides services 24 hours a day, 7 days a week with its Administration Division, Patrol Division, Detective Bureau, Juvenile Bureau, SWAT, School Liaison,

Community Policing, Bailiffs for Municipal Court and Block Watches. The Department is located at 5911 W Grange Avenue.

### **Fire**

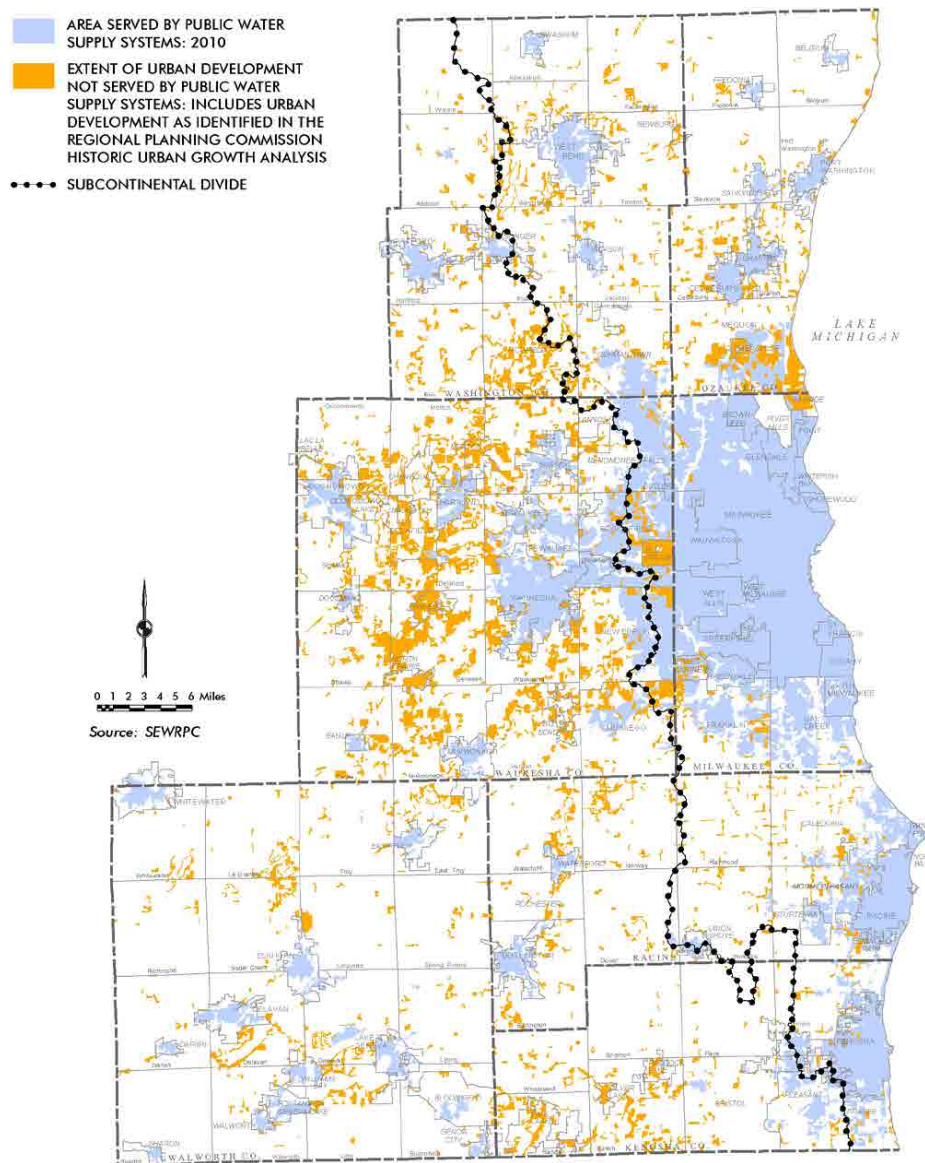
The Greendale Fire Department dates back to September 1938, when an organized Volunteer Fire Department was started. The Department consisted of 28 volunteer members, equipped with a 1937 Howe Fire Engine. Members of the Milwaukee Fire Department conducted training for the volunteer firefighters. In the department's first year, they answered 30 alarms ranging from a little girl locked in a bathroom to a barn fire. The Department was eventually divided into two shifts - days and nights - each shift having an Assistant Chief, a Captain, a Lieutenant, firefighters, and drivers.

As the population and housing grew in the village, the need for on duty personnel became necessary. The first three full-time Firefighters were appointed to the Department in May 1965. At that time, they worked a nine-hour day, from 8 a.m. to 5 p.m., and were hired primarily to supplement the volunteer force whose





Figure 8-2. Areas Served by Public and Private Water Utilities in the Region: 2010.



members found it difficult to offer their time in the afternoon and early evening hours. On January 1, 1968, the department went to 24-hour shifts working a 72-hour work schedule. In 1971 the department had three shifts working a 56-hour work schedule. Staffing level has remained the same, with 19 full-time personnel, a Chief, 3 Captains, 3 Lieutenants, 12 full-time Firefighters, and 16 Paid-on-Call Firefighters. The department responds to an average of 2,100 calls per year. The Department is located at 5911 W Grange Avenue.

### Rescue

The Greendale Fire Department provides Basic Life Support (BLS) and Advanced Life Support (ALS) ambulance services.

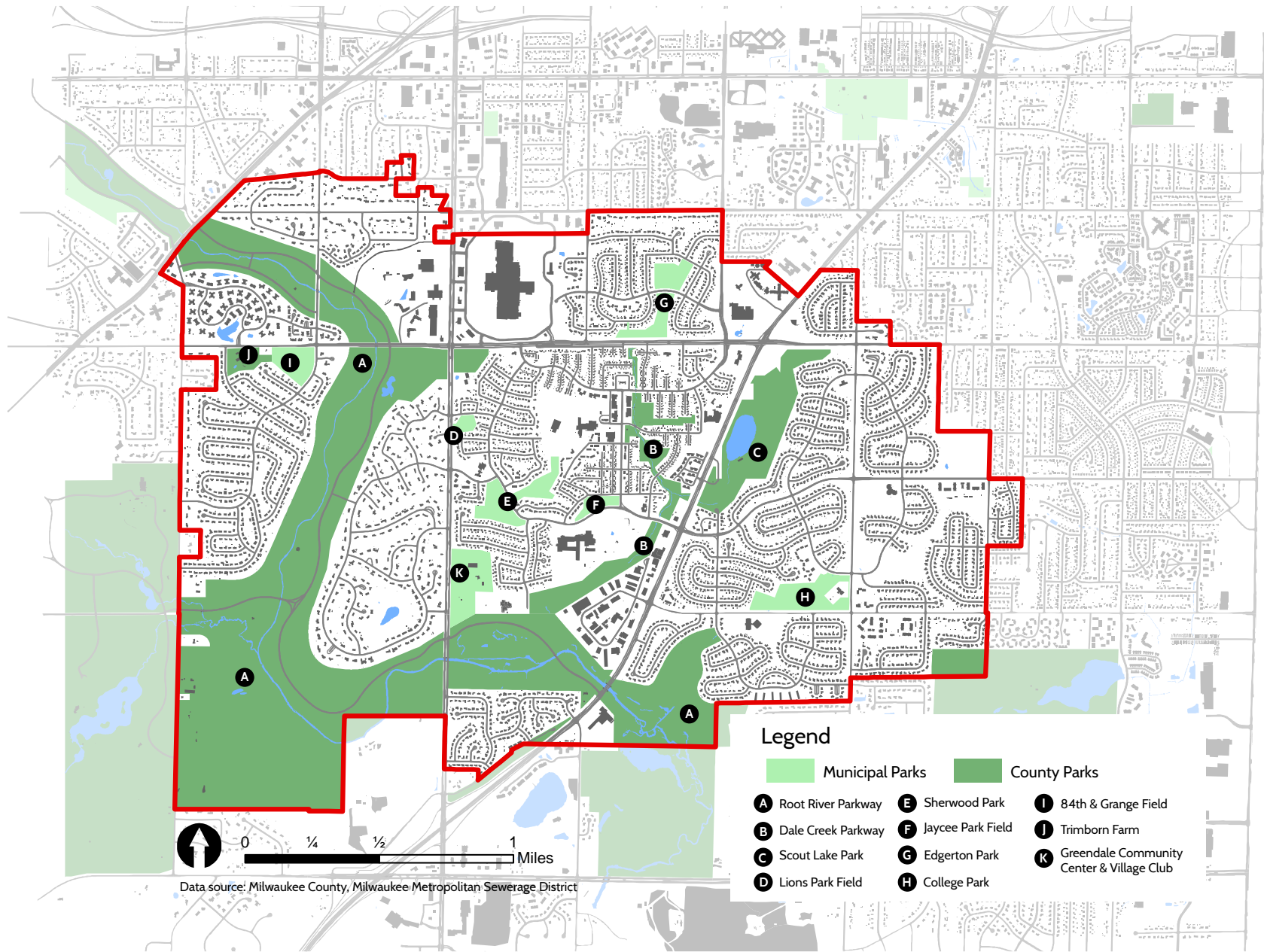
### Greendale Public Library

The Greendale Public Library is located at 5647 Broad Street in the Village Center. The mission of the Greendale Public Library shall be to provide high-quality, publicly funded library resources, services and information to all residents of Greendale and the metropolitan area.

There are currently no expansion plans in the library's immediate future, provided there is not a significant demand for new services. In the short term, the library has indicated there are some shortcomings to their existing building, including:

- Services are not located on one floor
- Security issues
- A storytime room is not accessible from the youth section of the library

Figure 8-3. Parks & Recreation Facilities



- *Insufficient number of study rooms*
- *Inefficient service desk design for both staff and patrons*

In addition to considering these issues in the future, the library also expressed a need for a computer lab, additional seating, upgraded circulation technology and software, and a dedicated study area that is separate from other library functions. Each of these needs and desires should be reviewed as future funding is allocated and/or expansion plans are considered.

### **Schools**

Much of the information on the Greendale School District is derived from the District website ([www.greendale.k12.wi.us](http://www.greendale.k12.wi.us)).

The Greendale School District is responsible for all public schools in the village, and is home

to more than 2,600 students. The School District administrative offices are located at 6815 Southway, and currently employ about 300 people for the following schools:

- *Canterbury Elementary School*
- *College Park Elementary School*
- *Greendale High School*
- *Greendale Middle School*
- *Highland View Elementary School*
- *Time 4 Learning Charter School (located at Highland View Elementary School)*

The Greendale School District was ranked by Milwaukee Magazine in the May 2007 issue as the top K-12 school system among 57 school districts in a five-county area. The study looked at student performance, spending per pupil, and household income. Additionally, Newsweek

Magazine ranked Greendale High School in the top 5% of U.S. public schools in its May 28, 2007 and May 26, 2008 issues. Greendale High again made the list in 2009 with a rank of 1,078th. High schools are ranked by dividing the number of Advanced Placement tests taken by students the previous year by the number of graduating seniors. A school must hold an index of 1.000 or higher to make the list. Twenty-five other schools in Wisconsin made the list in 2009.





## GOALS, OBJECTIVES, & POLICIES

The following goals, objectives, and policies have been created based on input from the community and the Village's established policies. They are intended to guide future decisions pertaining to utilities and community facilities in the village.

### Goals

1. *Ensure that all facilities in the village provide adequate square footage and functionality to accommodate governmental, educational, and community needs;*
2. *Develop design standards for future facilities in the village that promote sustainable, cost saving features;*
3. *Consider utility system needs for the Southridge Mall and 76th Street corridor parcels;*
4. *Maintain the Village Center as a major community destination that provides adequate amenities, open space, circulation, and connectivity to neighborhoods.*

### Objectives & Policies

- *Provide quality and accessible park, recreation, library, open space facilities, and services to meet the needs of all age groups in Greendale*
  - *Site future public amenities and facilities in central areas within the village*
  - *Incorporate paths and/or sidewalks into future public amenities and facilities to increase user access through a various modes of transportation*

- *Ensure effective access to area-wide facilities, including (but not limited to) health care, child care, post-secondary education, and recreational opportunities*
- *Work with the School District to maintain the value of Greendale's schools as a major attraction for new, younger families*
  - *Continue to support and coordinate with the Greendale School District in planning for upgrades and/or expansions*
  - *Continue to work with the School District to ensure high quality neighborhood school facilities to serve existing and future residents*
- *Require public and private development to align with regional goals for managing stormwater*
  - *Continue to require all new large-scale development in the village to make provisions for handling stormwater*
  - *Continue to promote flood mitigation and*

water quality through the allocation of appropriate funds for stormwater detention, drainage, and alternative stormwater management

- *Work with Village Departments and the Plan Commission to develop design standards for future Village facilities and utilities, including buildings, street lights, roads and parking lots, landscaping, and water supply systems*
- *Continue the implementation of a capital improvement program (CIP) in order to effectively manage debt capacity*



## BEST PRACTICE MODELS FOR THE VILLAGE OF GREENDALE

The following case studies highlight opportunities for the Village to enhance its utilities and community facilities over the next several years.



The Office of Energy Independence (OEI) was created by Governor Doyle on April 5th, 2007 with the mission to advance energy independence in The State of Wisconsin. Governor Doyle's "25x25" Vision includes:

1. Generating 25% of our state's electricity and transportation fuels from renewable resources by 2025.
2. Capturing 10% of the emerging bioindustry and renewable energy market by 2030.
3. Leading the nation in groundbreaking research that will make renewable energy more affordable and will create good paying Wisconsin jobs.

## CASE STUDY: ENERGY INDEPENDENT COMMUNITIES

STATE OF WISCONSIN OFFICE OF ENERGY INDEPENDENCE (OEI) & MUNICIPALITIES

90+ WISCONSIN COMMUNITIES

Source: [www.energyindependence.wi.gov](http://www.energyindependence.wi.gov)

Energy Independent Communities is a voluntary agreement between the State of Wisconsin and communities that adopt the State's 25x25 goals (see sidebar at left). Currently, there are almost 90 EI Communities in the State of Wisconsin. Most are partners that have passed the 25x25 resolution. Other communities are working hard toward passing the 25x25 resolution. EI Community partnerships will move the energy independence message of hope and opportunity to Wisconsin residents who choose to be part of this vision.

To become an EI Community, there are four basic steps:

1. Get buy-in with local officials
2. Commit to an "EI Level" (one, two, or three stars based on activities and policies)
3. Work with OEI to coordinate a resource team
4. Develop a community-wide EI plan

EI Communities in Wisconsin have realized several positive outcomes including:

- o A path to Energy Independence
- o Integrated policy recommendations related to energy, leading to more efficient zoning codes, development standards, etc.
- o Short and long-term energy and fiscal savings
- o Access to grants and other sustainable funding

opportunities

- o Ongoing technical assistance
- o Participation in a statewide community
- o Community pride

### *Potential for Greendale*

Communities across Wisconsin have supported the State's 25x25 goals and joined the Energy Independent Community effort, from urban cities to rural towns. As a community with a long history of environmental awareness and innovation, Greendale's heritage supports the underlying intent of the EI movement. By passing the 25x25 resolution and becoming an EI member, Greendale could continue to be a leader in the regional community while identifying solutions to future energy concerns. Additionally, the village would be able to access a range of resources, grants, and general advice from statewide sources, as well as fellow community partners facing similar issues.





## CASE STUDY: GREENING PARKING LOTS

### JACKSON COUNTY COURTHOUSE PARKING LOT

KANSAS CITY, MISSOURI

Source: [www.sustainableskylineskc.org](http://www.sustainableskylineskc.org)

When the Jackson County Courthouse needed to replace its parking lot, designers relied on runoff reduction techniques to showcase Jackson County's commitment to sustainability. The project included the installation of bioswales in the parking lot where space allowed. Despite a lack of space to adequately handle a large storm event, the new design reroutes roof drains from the terrace roof and new shelter underground to the bioswale, which is located in the center of the lot and at the south and west perimeters.

Flat curbs were used in lieu of standard raised-back curbs. This allows water to flow from the perimeter of the lot into planting zones as opposed to storm sewer grates, reducing runoff. In addition, wheel stops made from 100%



### *Potential for Greendale*

As development opportunities arise within the Village of Greendale, particularly along commercial corridors and within retail nodes, there will be opportunities to improve the look and efficiency of parking lots. By considering runoff reduction techniques, the village will be able to protect its waterways and open spaces, extend the life of its storm sewer infrastructure, and add aesthetic value along its major corridors.

In addition to the installation of landscape-related stormwater management features, the village may also want to explore other avenues for improving parking lots and roadways, such as:

- Pervious paving materials for streets, parking lots, and sidewalks
- Amenities made from recycled materials (ex: benches made from recycled plastic lumber)
- In-place asphalt recycling for road reconditioning
- LED lighting in street lamps, stop lights, and pedestrian lights
- Solar power street lights, pedestrian lights, and flashing stop signs







# *intergovernmental cooperation*

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*





Greendale's Hose Tower. Photo Source: Village of Greendale



## Intergovernmental Cooperation

As one of only three Greenbelt communities in the United States, the Village of Greendale plays a unique and important role in the metropolitan Milwaukee region. However, the village also recognizes that decisions made at the state, regional, or local level have the potential to impact adjacent communities, for better or worse. Therefore, coordination between each of these government units and overlapping jurisdictions (i.e. MMSD, Greendale School District) is crucial to both preserve and enhance Greendale as a significant regional asset into the future. The need for intergovernmental cooperation is further underscored as communities strive to provide services more efficiently in the future.

### INTERGOVERNMENTAL COOPERATION BETWEEN MUNICIPALITIES

Wisconsin Statutes govern several types of interaction among neighboring municipalities. Some of these interactions, such as Extraterritorial Plat Authority, Extraterritorial Zoning Authority, and Boundary Agreements are intended to structure the relationship between cities or villages and their unincorporated surroundings. As the Village of Greendale does not lie adjacent to any unincorporated lands, these elements do not apply.

### INTERGOVERNMENTAL COOPERATION WITHIN THE REGION

There are a number of governmental and quasi-governmental agencies at the county, regional, and state level with whom the Village of Greendale interacts. The following section outlines the general relationship between Greendale and these agencies.

The Issues and Opportunities element of this Plan outlines four goals that shall guide the Intergovernmental Cooperation section:

1. *Encourage ongoing discussion with neighboring communities regarding land uses, transportation, and services;*
2. *Continue coordination with the City of Greenfield regarding site planning and circulation in and around Southridge Mall and the 76th Street corridor;*
3. *Continue coordination with Milwaukee County with regards to the Root River Parkway and other County parkland within and adjacent to the Village;*
4. *Continue to support the Greendale School District as a valuable community resource.*



### ***Southeastern Wisconsin Regional Planning Commission (SEWRPC)***

The Southeastern Wisconsin Regional Planning Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha, and was created to provide the basic information and planning services necessary to solve problems that transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region. The Commission prepares studies relating to highways/transit, sewerage, water supply, park and open space facilities, and land use. It is recommended that the Village of Greendale continues to utilize the assistance of SEWRPC in matters of mutual interest.

### ***Milwaukee County***

Greendale resides within the most populous county in the State of Wisconsin, estimated to have 947,735 residents in 2010 (www.census.



gov). Several of the parks and open spaces in the village are either owned and maintained by or leased from Milwaukee County. Further, there are two highways maintained by the County (S 76th Street and W College Avenue). Milwaukee County does not currently have a comprehensive plan, although the region is represented in the 2050 Regional Land Use Plan prepared by SEWRPC.

There are no known conflicts between the Village's comprehensive plan and the County; it is recommended that the Village of Greendale continue to work with the County on matters of mutual interest.

### ***Wisconsin Department of Transportation (WisDOT)***

Currently, the Village of Greendale includes one arterial that is regulated by WisDOT:

- *State Trunk Highway 36: Loomis Road*

The Transportation element of this Plan provides additional information about this arterial. In the future, the Village should collaborate with WisDOT as modifications to this highway are proposed.

### ***Wisconsin Department of Natural Resources (WDNR)***

The Wisconsin Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government

that protect and enhance the natural resources of our state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean natural environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors.

In Greendale, the Wisconsin Department of Natural Resources is responsible for overseeing state and federal regulations pertaining to floodplain management, stormwater management, and natural resource protection.

The DNR requires that a governing body adopt a park plan by resolution in order to be eligible to apply for recreational grant funds administered by the DNR. Adoption by the Plan Commission is required only if a community wishes to adopt the park plan as an element of its local master plan. While Greendale does not currently have a park and open space plan, the Village should consider creating one in the future in order to be eligible for a range of recreational grant opportunities. Further, it is recommended that Greendale continue to work with the Wisconsin Department of Natural Resources in order to preserve and enhance natural resources within the village.

### ***Greendale School District***

In many cases, school districts function as a regional entity, as their borders overlap several municipal boundaries. It is possible for different parts of the same municipality to fall within different school districts. However, in the case of Greendale, the municipal and school district



boundaries align. While this simplifies the relationship to an extent, the Greendale School District is still considered to be a regional asset and draws approximately 20% of its student population from outside district boundaries. Therefore, it is vital that the Village and the School District have a strong working relationship. More information on Greendale schools can be found in the 'Utilities and Community Facilities' chapter of this plan.

## PLANS IN THE REGION

SEWRPC has authored a number of plans that impact the Village of Greendale. An overview of these plans is included below.

### *SEWRPC VISION 2050*

This plan, adopted in July of 2017, is the sixth generation of regional land use and transportation plans prepared by SEWRPC. SEWRPC is charged by law with the "function and duty of making and adopting a master plan for the physical development of the region." The plan emphasizes the "preparation of



spatial designs for the use of land and for supporting transportation and utility facilities."

### *Milwaukee Metropolitan Sewerage District (MMSD) 2020 Facilities Plan*

The MMSD has prepared a 2020 Facilities Plan which sets forth ongoing investments and facilities improvements to be made in order to provide a target level of protection for sanitary sewer overflows and adequate treatment under the projected 2020 population and land use conditions. In addition, the plan calls for measures to be undertaken by municipalities served by the MMSD to prevent increases in infiltration and inflow through the plan design year.

It is recommended that the Village of Greendale continue working with the Milwaukee Metropolitan Sewerage District to attempt to ensure that the MMSD's plan is consistent with the Village of Greendale's Comprehensive Plan, particularly with regard to such issues as the expansion of sanitary sewer service within the village.

## PLANS IN ADJACENT MUNICIPALITIES

As the Village of Greendale begins to implement recommendations from the Comprehensive Plan, as well as other municipal efforts, it will be important to be aware of and coordinate with the policies of adjacent municipalities. Neighboring plans are available on their municipal websites, and should be reviewed when coordination would be advantageous.

## *Mutual Aid Agreements*

The Village of Greendale has established mutual aid agreements with several of the surrounding communities in the region, particularly with respect to maintaining basic services during emergency situations. A brief summary of current mutual aid agreements follows:

### *Police/Fire/Response Teams*

With regard to police and fire, the Village has mutual aid agreements for small immediate response with Greenfield, Franklin, and Hales Corners. Greendale is also part of the Suburban Mutual Assistance Response Teams (SMART) agreement, which includes every suburban community in Milwaukee County, the Milwaukee County Sheriff, all Waukesha communities, the Waukesha Police, and the Wisconsin State Patrol. The SMART agreement is utilized during significant disasters or major crimes.

### *Greendale Health Department*

Greendale Health Department is a member of the Milwaukee/Waukesha Consortium for Emergency Preparedness. As part of the consortium, Greendale has signed a mutual aid agreement to provide public health nursing staff, registered sanitarian or health officer in the event they are needed at an emergency. The Village also has an agreement with the City of West Allis to provide environmental health services, as well as an informal agreement with other local health departments to share registered sanitarian services while people are on vacation or to assist with temporary events on weekends.



### **Municipal Sanitary Sewer Agreements**

The Village of Greendale has an intergovernmental agreement with several communities regarding municipal sanitary sewer service. Through the agreement, the communities share resources (e.g., vector, closed-circuit television (CCTV) equipment). Municipalities participating in the agreement include the City of Brookfield, the Village of Brown Deer, the City of Cudahy, the Village of Fox Point, the City of Franklin, the City of Glendale, the Village of Greendale, Milwaukee County, the City of Oak Creek, the City of St. Francis, the Village of Shorewood, the City of Wauwatosa, the City of West Allis, the Village of Whitefish Bay, the Village of Elm Grove, the City of Greenfield, the Village of Bayside, the Village of Hales Corners, the City of New Berlin, and the City of Milwaukee.

### **Greendale Department of Public Works**

The Greendale Department of Public Works is a member in good standing of the Milwaukee County Public Works Emergency Response Mutual Aid Agreement. The membership was approved by the Village Board in 2005 with resolution number 2005-10.



Photo Source: Greendale Historical Society

## GOALS, OBJECTIVES, & POLICIES

The following goals, objectives, and policies have been created based on input from the community and the Village's established policies. They are intended to guide future decisions pertaining to intergovernmental cooperation in the village.

### Goals

1. *Encourage ongoing discussion with neighboring communities regarding land uses, transportation, and services;*
2. *Continue coordination with the City of Greenfield regarding site planning and circulation in and around Southridge Mall and the 76th Street corridor;*
3. *Continue coordination with Milwaukee County with regards to the Root River Parkway and other County parkland within and adjacent to the Village;*
4. *Continue to support the Greendale School District as a valuable community resource;*

### Objectives & Policies

- *Continue cooperative planning efforts with surrounding communities, Milwaukee County, MMSD, and the Greendale School District*
  - Coordinate land use planning along municipal borders
  - Encourage compatible uses and/or appropriate transitions between adjacent uses when possible
  - Consider the development of a park and open space plan in coordination with Milwaukee County Parks

- Work with adjacent municipalities to identify appropriate resolutions to conflict
- Coordinate with surrounding communities to support and expand regional transit
- Continue efforts to establish and maintain mutual aid agreements and identify new opportunities for joint services or facilities with adjacent communities, the Greendale School District, and/or civic organizations
- Consider convening the Southwest Managers group with Franklin, Greendale, Greenfield, and Hales Corners to coordinate a regional development strategy, discuss issues, and generate solutions that benefit all participating communities







# *implementation* 10

Village of Greendale Comprehensive Plan: 2020 – 2045 Update

*Revisiting a Greenbelt Community*



## Implementation

The recommendations of this Plan must be implemented by the Village of Greendale, in cooperation with the Greendale community and regional partners. This element provides a framework for executing the goals, objectives, and policies listed in the Plan, including a recommended timeframe and suggested responsible parties.

In order to fully realize the vision presented in each element of this plan, the Village and community should monitor the plan, make amendments as necessary, ensure consistency with other Greendale documents, and address the recommendations made in each element.



### MONITORING THE PLAN

The Plan must reflect the current goals, objectives and policies of the Village at all times. The Plan should be fully reviewed by Village staff annually with the following in mind:

- *New land use opportunities*
- *Further plan detail and refinement*
- *Market shifts*
- *Demographic changes and growth patterns*
- *Unforeseen challenges*
- *Changes in legislation*

Physical change in Greendale should be monitored on an ongoing basis. All new development should be compared with plan goals and objectives to ensure that current policies are achieving the intended results.

### AMENDING THE PLAN

The Plan should be reviewed annually and amended periodically. Suggestions for amendments may be brought forward by Village staff, officials, and residents, and should be consistent with the Plan vision. Proposed amendments may originate in the following ways:

- *Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps. Such amendments would be drafted by Village staff.*
- *Amendments proposed as a result of discussion with officials and citizens.*
- *Amendments proposed as a result of recommendations discussed during a Village planning process.*

When a change is proposed, it should follow this general procedure:

1. *Recommendation by the Plan Commission to conduct a review process for the proposed amendment.*
2. *Facilitation of public hearings as required by applicable Wisconsin Statute and/or ordinance.*
3. *Recommendation from the Plan Commission to the Village Board.*
4. *Consideration and decision by Village Board.*

Plan amendments must follow the processes required by State Statutes. Plan amendments and updates should coincide with the annual monitoring schedule.

## PLAN ELEMENT CONSISTENCY

The individual elements of this Plan reinforce the goals, objectives, and policies of each of the nine Smart Growth elements. As future amendments and updates are made, consistency between the Plan elements must be ensured.

## PLAN RECOMMENDATIONS

The implementation element prioritizes all recommendations presented throughout the Plan so that the Village is able to accomplish its vision. The following matrices list each of the policies identified in the Plan elements. For each recommendation, the party responsible for implementing the policy is indicated. A priority level is also assigned to each recommendation. Policies listed as “Ongoing” are already in effect,

and should continue to be implemented. Recommendations are assigned one of the following priority levels:

- *2025 (Immediate)*
- *2035 (Intermediate)*
- *2045 (Long-Term)*
- *Ongoing*

The intent of the priority levels is to assign an order of magnitude to the recommendations, highlighting policies that should be considered in the short-term versus long-term. In each case, it assumed that the recommendation will be implemented before the last day of the identified calendar year.

## VILLAGE ZONING CODE & ORDINANCES

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Update the Village's Zoning Code to correspond with the vision established in Greendale's Comprehensive Plan, including (but not limited to):</b>	Village Staff and Plan Commission	2025
Establish an Institutional Zoning District with separate categories for educational, religious, and governmental properties (to replace portions of the Agricultural Zoning District)	Village Staff and Plan Commission	2025
Rezone the Village-owned parkland into the Parks District (currently zoned Agricultural)	Village Staff and Plan Commission	2025
Amend the Zoning Code to include landscaping regulations (e.g. requirements for landscape bufferyards between zoning districts of different intensities; requirements within parking lots and along pedestrian rights-of-way)	Village Staff and Plan Commission	2025



## NATURAL AND CULTURAL RESOURCES

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Support sustainable site design and building practices</b>	Village Staff and Park and Recreation	Ongoing
Discourage incompatible development and alteration of wetlands, rivers, streams, lakes, wetlands, and woodlands, so as to preserve the integrity of these resources, promote the value of these assets, and minimize adverse impacts upon adjacent properties	Village Staff	Ongoing
Identify techniques to control stormwater run-off throughout the village (e.g. increased landscaping in parking lots, rain gardens, or rain barrels)	Village Staff and Department of Public Works	2035
Encourage “green” building practices for the development of sites within the village, including the practices that promote energy conservation, stormwater management, and improved air quality	Village Staff	Ongoing
Discourage the use of pesticides and fertilizers in parks and open spaces	Village Staff, Park and Recreation, and Department of Public Works	Ongoing
Encourage the conversion of mowed, turf grass open spaces in unprogrammed or underutilized areas to meadows, prairies, or other low-mow alternatives	Village Staff, Park and Recreation, and Department of Public Works	2025
<b>Protect the historic integrity of Greendale's Village Center and original neighborhoods</b>	Village Staff	Ongoing
Encourage redevelopment that respects the context of the village's development patterns, including site layout, building materials, open spaces, and integrated connectivity	Village Staff	Ongoing
Preserve and enhance integrated connections to the neighborhoods and the Village Center	Village Staff	2035
<b>Work with regional agencies and adjacent local governments to protect, enhance, and restore natural resources</b>	Village Staff	Ongoing
Coordinate with Milwaukee County, MMSD, DNR, and SEWRPC to preserve the Root River and Dale Creek	Village Staff	2025
<b>Sustain the village's high-quality, interconnected natural resource network and encourage expansion, where appropriate</b>	Village Staff	Ongoing
Identify opportunities to extend and expand the trail network, particularly focusing on the link between Southridge Mall and the Village Center	Village Staff	2035
Require redevelopment opportunities to preserve and/or create links to existing natural resources	Village Staff	Ongoing
<b>Encourage local food consumption through a variety of means, including a local farmer's market and access to community supported agriculture (CSA) programs</b>	Village Staff	Ongoing
Promote urban agriculture in Greendale, such as backyard gardens, community gardens, schoolyard gardens, rooftop gardens, and municipal compost facilities	Village Staff	Ongoing
Promote and expand the Department of Public Works' composting program in the community	Village Staff	2025
Work with regional farms and Village Center businesses to promote a CSA program in Greendale	Village Staff	2025

## ECONOMIC DEVELOPMENT

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Encourage high-quality and high-value development that supports the unique identity of the village and provides balance to the tax base</b>	Village Staff and Plan Commission	Ongoing
Promote mixed-use development at Southridge Mall, including high-density residential options, entertainment, amenities, and employment opportunities	Village Staff and Plan Commission	2035
Encourage redevelopment and infill opportunities of underutilized sites within the village's non-residential districts and corridors	Village Staff and Plan Commission	Ongoing
Concentrate commercial development at specific nodes and discourage strip-style commercial development along the village's primary corridors	Village Staff and Plan Commission	Ongoing
Develop design guidelines to encourage high-quality, well-planned redevelopment projects in the Industrial Park, Southridge Mall, and the 76th Street corridor	Village Staff and Plan Commission	2025
Consider branding the Southridge Commercial District as a theater district with associated hotel and entertainment uses	Village Staff and Plan Commission	Ongoing
<b>Pursue business attraction, retention, and expansion in the village</b>	Village Staff and Plan Commission	Ongoing
Market Greendale as a place for young professionals and families	Village Staff and Plan Commission	Ongoing
Highlight and share the narratives that illustrate Greendale's multicultural diversity	Village Staff and Plan Commission	Ongoing
Proactively work to recruit businesses to Greendale, especially services to accommodate seniors and youth	Village Staff and Plan Commission	Ongoing
Target new employers that can provide a range of job opportunities	Village Staff and Plan Commission	Ongoing
Continue to develop strong relationships with businesses and major property owners	Village Staff and Plan Commission	Ongoing
Establish an economic development program that can effectively react to requests for information from potential developers	Village Staff and Plan Commission	2025
Continue to support the Greendale School District and the village's assets that contribute to its unique community identity	Village Staff and Plan Commission	Ongoing
<b>Work with regional agencies and adjacent municipalities to enhance the economic position of the broader 76th Street corridor (e.g. the Village's streetscaping partnership with the City of Greenfield and Milwaukee County)</b>	Village Staff and Plan Commission	Ongoing

## LAND USE

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Support land uses and development projects that enhance the character of existing neighborhoods, districts, and corridors, and that will complement surrounding land uses</b>	Village Staff and Plan Commission	Ongoing
Prohibit incompatible land uses from locating within or adjacent to residential neighborhoods	Village Staff and Plan Commission	Ongoing
Preserve and enhance the historic character of the village by encouraging historic preservation, restoration, and adaptive reuse	Village Staff and Plan Commission	Ongoing
Continue to enforce design standards for buildings, landscaping, signage, and parking lots	Village Staff and Plan Commission	Ongoing
Continue to enforce property maintenance codes to maintain neighborhood quality and property values	Village Staff	Ongoing
<b>Continue to support land use patterns and development densities that facilitate the implementation of alternative transportation, including bus transit, walking, and biking</b>	Village Staff and Plan Commission	Ongoing
Encourage a mix of land uses, particularly around the Southridge Commercial District and in areas that may be served by mass transit	Village Staff and Plan Commission	Ongoing
Continue to provide all residents and visitors with safe pedestrian and bicycle access to public park lands and open space areas	Village Staff and Plan Commission	Ongoing
<b>Promote land use patterns and development practices that advance environmental sustainability</b>	Village Staff and Plan Commission	Ongoing
Actively promote infill development, redevelopment, and rehabilitation opportunities throughout the districts and corridors in the village	Village Staff and Plan Commission	Ongoing
Encourage shared driveway access, shared parking, and coordinated site plan designs, especially along S 76th Street	Village Staff and Plan Commission	Ongoing
<b>Advance the strategic redevelopment of key sites in the village to help achieve Greendale's desired future land use pattern</b>	Village Staff and Plan Commission	Ongoing
Consider adding density in the Village Center to support local businesses and provide new housing opportunities, especially for seniors, empty nesters, and young professionals	Village Staff and Plan Commission	2035
Ensure that any redevelopment in or near Southridge Mall supports Greendale's vision for developing a mixed-use center that integrates multi-family residential, commercial/retail, entertainment, and hospitality services	Village Staff and Plan Commission	2035



## HOUSING

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Protect the historic integrity of Greendale's original neighborhoods</b>	Village Staff and Plan Commission	Ongoing
Continue to use the "Design Guidelines for Your Original Greendale Home" when reviewing applications for additions and renovation in the original neighborhoods	Village Staff and Plan Commission	Ongoing
<b>Promote "complete neighborhoods" that offer a compatible mix of residences, services, businesses, community facilities, jobs, recreation, and education</b>	Village Staff and Plan Commission	Ongoing
Plan for higher density multi-family housing in parts of the village where streets and sidewalks can accommodate traffic, and where there is access to parks, shopping, community facilities, and existing or planned public transportation routes	Village Staff and Plan Commission	Ongoing
Support unique housing options, such as live-work developments and cooperative housing	Village Staff and Plan Commission	Ongoing
Incorporate high-quality multi-family housing on mixed-use infill and redevelopment sites	Village Staff and Plan Commission	Ongoing
Encourage high-quality, maintenance free housing options (e.g. condos, rowhomes, town houses) to provide choices for seniors, empty nesters, and young professionals	Village Staff and Plan Commission	Ongoing
<b>Establish Greendale as a community where residents can "age in place"</b>	Village Staff and Plan Commission	Ongoing
Provide adequate types of housing to allow residents to remain within the community despite their changing size, density, and/or income requirements	Village Staff and Plan Commission	Ongoing
Promote development of an adequate supply of high-quality senior housing options, and direct such developments to areas that are close to services that seniors typically require, including public transit	Village Staff and Plan Commission	Ongoing
<b>Encourage residential infill and rehabilitation that respects the integrity and composition of the Village's existing development patterns, including site layout, building materials, building character and scale, open space, and integrated connectivity</b>	Village Staff and Plan Commission	Ongoing
Coordinate with HUD, WHEDA, Milwaukee County, and other regional agencies to encourage the use of financial assistance programs for housing rehabilitation	Village Staff	Ongoing
Educate residents on housing rehabilitation efforts that align with Village goals	Village Staff	Ongoing
Explore various property maintenance programs in order to protect and enhance the village's housing stock and property values (e.g. time-of-sale inspections, enhanced property code enforcement)	Village Staff	2025
Explore possible funding options to minimize the financial impact of property maintenance programs	Village Staff	2025
<b>Encourage "green" practices for the construction and rehabilitation of housing within the Village, including practices that promote energy conservation, the use of sustainable materials, improved air quality, and stormwater management</b>	Village Staff and Plan Commission	2025
<b>Continue to support a high level of owner-occupancy within the village</b>	Village Staff	Ongoing

## TRANSPORTATION

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Strengthen the existing pedestrian and bicycle network in the village through increasing connectivity, installing new on/off road paths, and emphasizing the continued maintenance of existing paths</b>	Village Staff and Plan Commission	Ongoing
Encourage integrated site redevelopment, including shared parking layouts and parking connections, in order to promote multi-purpose trips and limit multiple curb cuts	Village Staff and Plan Commission	Ongoing
Emphasize connecting existing sidewalks to form a continuous sidewalk network, particularly along major streets (e.g. Grange Avenue)	Village Staff and Plan Commission	2035
Promote Greendale's unique interconnected pathway system as an asset to current/future residents, as well as an economic development strategy	Village Staff and Plan Commission	Ongoing
<b>Promote sustainable transportation practices and the reduction of fossil fuels</b>	Village Staff, Public Works and Plan Commission	Ongoing
Consider fostering a partnership with a private operator to provide bicycle and scooter rentals to improve connectivity between the Village Center and Southridge Mall	Village Staff and Plan Commission	2025
As the Village's vehicle fleet is replaced, consider purchasing low-emitting vehicles that utilize alternative fuels	Village Staff and Public Works	2025
Explore alternative techniques and materials for roadways and sidewalks as the existing infrastructure is replaced (e.g. rubber sidewalks, hot-in-place recycled asphalt, light colored pavers)	Village Staff and Public Works	2025
Explore opportunities for pursuing County, State, or Federal grants for installing bicycle lanes when roads are repaired or replaced	Village Staff and Public Works	Ongoing
Continue to support public transit access throughout the village and expand where feasible	Village Staff and Plan Commission	Ongoing
Continue to explore funding for a direct transit connection between the Village Center and Southridge Mall, such as a shuttle system	Village Staff	2035
Continue to support Southridge Mall as a transit hub for southern Milwaukee County	Village Staff and Plan Commission	Ongoing

## UTILITIES AND COMMUNITY FACILITIES

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Provide quality and accessible park, recreation, library, open space facilities, and services to meet the needs of all age groups in Greendale</b>	Village Staff and Plan Commission	Ongoing
Site future public amenities and facilities in central areas within the Village	Village Staff and Plan Commission	Ongoing
Incorporate paths and/or sidewalks into future public amenities and facilities to increase user access through a various modes of transportation	Village Staff and Plan Commission	Ongoing
Ensure effective access to area-wide facilities, including (but not limited to) health care, child care, post-secondary education, and recreational opportunities	Village Staff and Plan Commission	Ongoing
<b>Work with the School District to maintain the value of Greendale’s schools as a major attraction for new, younger families</b>	Village Staff and School District	Ongoing
Continue to support and coordinate with the Greendale School District in planning for upgrades and/or expansions	Village Staff and School District	Ongoing
Continue to work with the School District to ensure high quality neighborhood school facilities to serve existing and future residents	Village Staff and School District	Ongoing
<b>Require public and private development to align with regional goals for managing stormwater</b>	Village Staff and Plan Commission	Ongoing
Continue to require all new large-scale development in the Village to make provisions for handling stormwater	Village Staff and Plan Commission	Ongoing
Continue to promote flood mitigation and water quality through the allocation of appropriate funds for stormwater detention, drainage, and alternative stormwater management	Village Staff and Plan Commission	Ongoing
<b>Work with Village Departments and the Plan Commission to develop design standards for future Village facilities and utilities, including buildings, street lights, roads and parking lots, landscaping, and water supply systems</b>	Village Staff and Plan Commission	2025
<b>Continue the implementation of a capital improvement program (CIP) in order to effectively manage debt capacity</b>	Village Staff, Village Board and Plan Commission	Ongoing



## INTERGOVERNMENTAL COOPERATION

RECOMMENDATION	RESPONSIBLE PARTY	PRIORITY LEVEL
<b>Continue cooperative planning efforts with surrounding communities, Milwaukee County, MMSD, and the Greendale School District</b>	Village Staff	Ongoing
Coordinate land use planning along municipal borders	Village Staff	Ongoing
Encourage compatible uses and/or appropriate transitions between adjacent uses when possible	Village Staff and Plan Commission	Ongoing
Consider the development of a park and open space plan in coordination with Milwaukee County Parks	Village Staff and Park and Recreation	2025
Work with adjacent municipalities to identify appropriate resolutions to conflict	Village Staff	Ongoing
Coordinate with surrounding communities to support and expand regional transit	Village Staff	2035
Continue efforts to establish and maintain mutual aid agreements and identify new opportunities for joint services or facilities with adjacent communities, the Greendale School District, and/or civic organizations	Village Staff and Village Board	2035
Consider convening the Southwest Managers group with Franklin, Greendale, Greenfield, and Hales Corners to coordinate a regional development strategy, discuss issues, and generate solutions that benefit all participating communities	Village Staff and Village Board	2035



