

## **Introduction**

The 27<sup>th</sup> Street corridor has been and remains a dynamic roadway that borders the City of Greenfield, Franklin, Oak Creek, and traverses the City of Milwaukee in Milwaukee County. The communities adjacent to 27<sup>th</sup> Street are increasingly planning to revitalize the corridor with façade updates, new businesses, and streetscaping to create an inviting atmosphere for residents and visitors to the area. The City of Greenfield is one such community with 27<sup>th</sup> Street being the eastern border of the City. The 27<sup>th</sup> Street concept planning involves analyzing the existing uses and factors that could affect the potential for redevelopment on the western side of 27<sup>th</sup> Street in the City of Greenfield.

The City of Greenfield contracted with Municipal Economics and Planning of Ruekert-Mielke to study the redevelopment potential along the 27<sup>th</sup> Street corridor and create a concept plans for the corridor where redevelopment is feasible. A concept plan will provide goals, policies, and potential redevelopment concepts to guide the City through the redevelopment process. This concept plan is not intended to replace the current Comprehensive Plan but to supplement the Land Use component of the plan with a detailed concept plan for specific locations along the 27<sup>th</sup> Street corridor.

The City of Greenfield is ultimately considering the possibility of creating a Tax Incremental Financing (TIF) District to enhance 27<sup>th</sup> Street from Grange Avenue to Howard Avenue. By creating the concept plan, the City is taking the first step toward a potential TIF District. TIF is a funding tool that allows municipalities to make improvements to a district and recover the cost of those improvements via additional tax revenue collected from increases in property values within the district.

Implementation of this concept plan is intended to coincide with the anticipated improvements by the Wisconsin Department of Transportation (WisDOT). To improve functionality and safety of the Interstate system, the 27<sup>th</sup> Street interchange on the I-894 bypass is undergoing a major transformation that will affect transportation routes in the surrounding area, including 27<sup>th</sup> Street. The State of Wisconsin is planning to invest in the corridor through a range of streetscaping projects due to the improvements planned by WisDOT.

The City of Greenfield recognizes the on-going dynamics of the market place upon the 27<sup>th</sup> Street corridor. City officials recognize that the economic engine known as 27<sup>th</sup> Street needs assistance maintain the marketability of the region. Therefore, this concept plan provides guidance to the City, property owners, and business owners.

## Planning Area

The planning area for the 27<sup>th</sup> Street corridor is approximately two miles in length extending from Grange Avenue to Howard Avenue as illustrated on Map 1. The City of Milwaukee borders the planning area to the north, south, and east. The City of Greenfield also abuts 27<sup>th</sup> Street between Ramsey Avenue to College Avenue, which is less than one-half mile south of the planning area on the western side of 27<sup>th</sup> Street. This portion of the 27<sup>th</sup> Street corridor is not included in the Planning Area due to its separation from the planning area.

However, the principles and guidelines presented in this study are applicable to the area between Ramsey Avenue to College Avenue along with policy direction provided in the overall Comprehensive Plan.

Major intersections are located every one-half mile based on the original quarter-section grid system of the region. Focusing redevelopment at the key intersections will promote the ongoing improvements of the entire corridor. Specific sections along the 27<sup>th</sup> Street corridor have varying levels of potential for redevelopment based on a wide range of parcel sizes, vacant and underutilized structures and parcels in various locations, and current and future traffic patterns.

The study area is dominated by parcels less than one half acre in size except at or near the key intersections. The parcels at the key intersections of the corridor are large parcels utilized as a range of commercial and retail uses.

### History of 27<sup>th</sup> Street

Major transportation corridors advanced most of the early development within Milwaukee County. This corridor was once part of the well-traveled United States Highway 41 extending from Green Bay in Wisconsin to Florida. The 1960's conversion of the US Highway 41 south of Milwaukee County into Interstate 94 towards Chicago provided a major impetus for regional north-south development, and a major vehicular transportation link between Milwaukee and Chicago. Now designated as State Trunk Highway 241, 27<sup>th</sup> Street was the boundary between the original local governments of the Town of Greenfield and the Town of Lake.

The 27<sup>th</sup> Street Corridor and it's land uses within the City of Greenfield has presented, and will continue to present constant opportunities for improvement to serve the ever changing needs of the market place. Today, the once modern retailers must update their facilities to remain competitive, both in terms of shopper convenience and aesthetics. As history repeats, traffic patterns are again changing with the redesign of nearby freeway interchanges.

Map 1: Planning Area



While all of this occurs, there are constants that will support the economic prosperity along 27<sup>th</sup> Street and its importance to the City of Greenfield. The corridor remains a major transportation route and business corridor within the region with a tremendous number of surrounding residential housing and thousands of shoppers within a larger metropolitan area.

## Other Studies/Plans

Other studies and plans encompassing the 27<sup>th</sup> Street Corridor have recently been prepared or are in process. It is important that this current planning effort coordinate and be consistent with these other plans and studies. The key findings and recommendations of these other plans as they relate to this concept plan are summarized below.

### *City of Greenfield Comprehensive Land Use Plan (Adopted November 2008)*

The City of Greenfield has been preparing an update to the 1992 Comprehensive Land Use Plan. At the time of this writing, the City is in the process of adopting the new Comprehensive Plan. Many of the issues related to the 27<sup>th</sup> Street corridor concept planning are addressed in the plan. Highlights from the plan that relate to 27<sup>th</sup> Street corridor concept planning include the following:

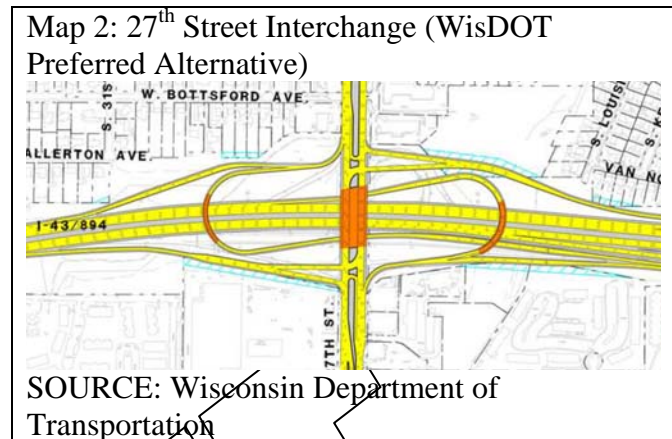
- Coordination with the City of Milwaukee to guide infill development and redevelopment.
- Unique and vibrant atmosphere celebrating the auto-oriented nature and function of the corridor.
- Eye-catching signage and theme architecture.
- Clearly defined pedestrian and traffic zones.
- High-quality development projects and sites to attract higher-end retailers and office uses.
- Encourage/promote infill development, redevelopment, and rehabilitation opportunities.
- Encourage shared driveway access, shared parking, and coordinated site plan designs.
- 27<sup>th</sup> & Layton should consist of high-quality, multi-story commercial and office development with an emphasis on entertainment and hospitality uses.
- Mid-block infill and redevelopment primarily comprised of low-rise commercial uses.
- Coordinate with the City of Milwaukee and WisDOT for streetscaping, including landscaping, stylized signage, lighting, and bus shelters.
- Use TIF aggressively to stimulate redevelopment projects and advance all objectives.
- Consider uses such as hotels, restaurants, theaters, business services, health clubs, travel services, conference facilities, and book and music stores.

### *I-94 North-South Corridor Study*

The Interstate bypass 894 / 27<sup>th</sup> Street interchange is part of a large reconstruction project of the Interstate 94 corridor. The purpose of the study is to improve safety, ease congestion, and modernize the freeway. Specific to the 27<sup>th</sup> Street interchange, the project will eliminate the maneuver to and from 27<sup>th</sup> Street to Interstate 94 south. Traffic will be routed through the 27<sup>th</sup> Street and Layton Avenue intersection where improvements include adjusting median openings and adding dual left-turn lanes from Layton Avenue onto 27<sup>th</sup> Street. Access to and from I-894 and 27<sup>th</sup> Street will be improved utilizing a diamond interchange with U-Ramps. The U-Ramp

design eliminates left hand turns onto the highway ramps as shown in Map 2. A synopsis of the planned interchange improvements include:

- Traffic along Interstate 94 traveling north that currently utilize the 27<sup>th</sup> Street interchange on Interstate 894 to travel north will be routed to the Layton Avenue exit toward 27<sup>th</sup> Street where they can continue traveling north.
- Vehicles traveling south on 27<sup>th</sup> Street wishing to enter Interstate 894 and continue south on Interstate 94 will be required to turn east on Layton Avenue from 27<sup>th</sup> Street and then enter southbound Interstate 94 from Layton Avenue.
- Dual left-turn lanes on Layton Avenue at 27<sup>th</sup> Street will be created.



As part of the Interchange reconstruction project, the WisDOT has formed a committee including parties from Milwaukee and Greenfield to determine the scope and conceptual design of the WisDOT streetscaping improvements. The State is allocating \$1.5 million to cover the costs of gateway signs identifying the corridor, banner poles, wayfinding signage, and limited landscaping costs. The WisDOT improvements in conjunction with this concept planning will enhance the 27<sup>th</sup> Street corridor.

### *WIS 241 (South 27<sup>th</sup> Street) Access Management Plan*

The WIS 241 Access Management Plan prepared for the WisDOT by a consultant specifically addresses the 27<sup>th</sup> Street corridor from County Line Road to County Trunk Highway ZZ, or College Avenue, south of the City of Greenfield. Although the Access Management Plan is not directed toward the 27<sup>th</sup> Street corridor abutting the City of Greenfield, the goals and objectives of the plan certainly can be extended to the Greenfield segment of 27<sup>th</sup> Street. Major points from the WIS 241 (South 27<sup>th</sup> Street) Access Management Plan include the following:

- Finding opportunities to reduce the number of driveways for lots with multiple access points.
- Consolidating, relocating, or removing existing private driveways if multiple lots are consolidated or redeveloped, or the land use changes.
- Promote cross-access agreements, shared driveways, interconnected parking lots, and on-site circulation.
- Evaluation of medians and median openings. A range of options for median openings include closing the median opening, right-in/right-out access, allowing left-in movements, or leaving the median as full access.

- Evaluation of signalized intersections and traffic progression along the corridor to ensure that new signals meet the local needs for control and provide the best opportunity for traffic progression.

Utilizing the goals and objectives of the WIS 241 Access Management Plan during future development and redevelopment along 27<sup>th</sup> Street will create a unified corridor focused on pedestrian and commuter safety, efficient traffic movements, and well designed redevelopment.

## Traffic Analysis

Businesses typically relate traffic volumes to the number of commuters passing by that have the opportunity to visually notice their building and business. High traffic volumes are thought of by business owners as having higher potential for commuters to stop and patronize their business. The WisDOT counts the average daily traffic volumes along major roadways in three-year cycles.

Historic traffic data allows for an analysis of traffic volumes and patterns through a specific area that business owners and communities evaluate to determine locations for specific land uses. Traffic patterns are likely to change resulting in higher traffic volume with the modifications planned for the Interstate 894/27<sup>th</sup> Street interchange. The Interstate bypass 894 interchange with 27<sup>th</sup> Street will be experiencing a major renovation to improve the safety and ease of commuting the interstate system.

In the City of Greenfield, 27<sup>th</sup> Street, 76<sup>th</sup> Street, and Highway 100 (108<sup>th</sup> Street) are the main travel routes and commercial corridors extending in a north and south direction. As shown on Table 1, the traffic along 27<sup>th</sup> Street was similar to the traffic along Highway 100 with the exception of the stretch between Grange Avenue and Edgerton Avenue, where Highway 100 experienced significantly more traffic. However, based on the proximity to the interchange the high volume of traffic along Highway 100 would be more comparable to the 27<sup>th</sup> Street traffic between Layton Avenue and I-894. Overall, there was a higher daily traffic volume on 27<sup>th</sup> Street than 76<sup>th</sup> Street in 2005. More traffic along 27<sup>th</sup> Street generally indicates more potential for customer visits to commercial businesses along this route.

The 27<sup>th</sup> Street corridor through the study area has experienced a decline in traffic volume based on the WisDOT traffic counts in 2002 and 2005. To the contrary 108<sup>th</sup> Street and 76<sup>th</sup> Street generally experienced similar traffic volumes in 2002 and 2005 slightly varying up or down at different locations along the corridors. Traffic counts were likely completed in 2008 as part of the three-year cycle; however this data is currently unavailable. Utilizing the 2008 traffic data will enable trends to be identified rather than simply comparing data from two consecutive counts where a construction project in the vicinity may have caused commuters to adjust their normal driving pattern.

**Table 1: Traffic Volume on North and South Transportation Routes**

	Between Grange Avenue and Edgerton Avenue		Between Edgerton Avenue and Layton Avenue		Between Layton Avenue and I-894		Between I-894 and Cold Spring Road		Between Cold Spring Road and Howard Avenue	
	2002	2005	2002	2005	2002	2005	2002	2005	2002	2005
27th Street	35,600	<sup>(1)</sup> 29,900	34,100	33,700	40,000	37,100	37,800	31,000	--	29,700
76th Street	19,700	19,600	28,200	31,600	28,000	27,300	21,300	20,800	22,300	24,600
108th Street	43,700	41,200	<sup>(2)</sup> 44,600	<sup>(2)</sup> 44,800	<sup>(3)</sup> 28,600	<sup>(3)</sup> 28,600	<sup>(4)</sup> 31,000	<sup>(4)</sup> 31,000	<sup>(5)</sup> 31,800	32,600

SOURCE: Wisconsin Department of Transportation

<sup>(1)</sup> Average of traffic counts north of Grange Avenue and South of Edgerton

<sup>(2)</sup> Between Edgerton Avenue and I-43

<sup>(3)</sup> North of I-43

<sup>(4)</sup> Between Layton Avenue and Cold Spring Road

<sup>(5)</sup> Approximate volume based on similar traffic volume

Commuters traveling east and west are also a major component to evaluate for redevelopment opportunities. As shown on Table 2 the traffic volume along Layton Avenue is significantly higher than the other east and west roadways. Traffic volume decreased along each of the roadways from 2002 and 2005 except Howard Avenue, which had a 35 percent and 11 percent increase west and east of 27<sup>th</sup> Street respectively. The traffic volume east of 27<sup>th</sup> Street is higher than west of 27<sup>th</sup> Street.

<b>Table 2: Traffic Volume on East and West Transportation Routes</b>				
	West of 27th Street		East of 27th Street	
	2002	2005	2002	2005
Grange Avenue	7,400	6,900	9,900	6,700
Edgerton Avenue	4,700	4,500	5,900	5,100
Layton Avenue	21,600	18,400	35,200	25,800
Cold Spring Road / Bolivar Street	3,100	2,900	5,400	3,700
Howard Avenue	8,100	11,000	13,700	15,300

SOURCE: Wisconsin Department of Transportation

Traffic projections were calculated for peak morning and afternoon hours in 2035 at the intersection of 27<sup>th</sup> Street and Layton Avenue. The traffic projections are based on the recommended U-ramp construction for the Interstate 894 and 27<sup>th</sup> Street interchange. Projected traffic on 27<sup>th</sup> Street north of Layton Road is 4,580 vehicles in the peak afternoon hour compared

to 2,900 vehicles in the peak morning hour. Traffic on Layton Avenue west of 27<sup>th</sup> Street is projected to reach 2,410 in the peak afternoon hour and 1,790 in the peak morning hour.

## Access Management Plan

The eastern boundary of the City of Greenfield, 27<sup>th</sup> Street, is a heavily traveled corridor as illustrated in Table 2. The total volume of vehicles throughout the planning area does not typically relate to a pedestrian friendly atmosphere, thereby creating the need to address vehicular access along 27<sup>th</sup> Street without diminishing the overall volume of commuters and activity within the corridor.

Direct access to 27<sup>th</sup> Street within the corridor includes private driveways, intersections, and the interchange although the total traffic volume also includes commuters traveling 27<sup>th</sup> Street from the north and south. There are currently 51 private driveways, five complete intersections where two roads continue through an intersection (Cold Spring Road, Layton Avenue, Edgerton Avenue, Abbott Avenue, and Grange Avenue), with four incomplete intersections, or T-intersections (Bottsford Avenue, Holmes Avenue, Upham Avenue, and Mallory Avenue), and the Interstate 894 interchange all on the western side of 27<sup>th</sup> Street within the planning area, which is slightly longer than two miles. The majority of the private driveways are solely for the use of a single residence or business.

Development and redevelopment is being planned for 27<sup>th</sup> Street beyond the limits of the City of Greenfield. All of the improvements being planned by communities and business owners will most likely increase the traffic volume along 27<sup>th</sup> Street when the plans are implemented. The following recommendations should be pursued to ensure the safety of motorists and pedestrians while creating the vibrant corridor:

- Continue to work with the Wisconsin Department of Transportation on the I-894 interchange design to alleviate hazardous intersections while preserving the accessibility of the uses in the area.
- Continue to work with the City of Milwaukee to ensure that proper access planning is occurring on the eastern side of 27<sup>th</sup> Street.
- Continue to work with the City of Milwaukee to ensure that future intersections are planned at locations that create complete intersections.
- Redevelopment involving property assemblage must utilize shared parking for all uses within the development.
- Where possible, work with property owners to combine access points for neighboring businesses through the use of cross-access easements and shared parking areas.
- When redeveloping lots located at the corner of an intersection involving 27<sup>th</sup> Street, encourage the new use to alter the orientation of the building to allow access onto the roadway traveling east and west.
- Where 27<sup>th</sup> Street access points are necessary, expand the minimum distance between driveways to encourage shared access.
- Promote internal access to allow for patrons to visit multiple establishments without the need to utilize 27<sup>th</sup> Street for short distances.

- Implement a roundabout at the intersection of 28<sup>th</sup> Street and Layton Avenue with public right-of-way through the northwestern and southwestern quadrants of the intersection of 27<sup>th</sup> Street and Layton Avenue. The public right-of-way will intersect 27<sup>th</sup> Street at safe distances from the Layton Avenue resulting in a significant reduction in access points along 27<sup>th</sup> Street. Internal access from the public right-of-way will allow for vehicular access to all uses in a slower and safer pedestrian friendly venue.

These recommendations for access to 27<sup>th</sup> Street will assist in the creation of a pedestrian friendly and inviting location for visitors and businesses to the corridor. As shown on the exhibits beginning on page 31 in the redevelopment scenarios for the Layton Avenue area, the proposed right-of-way of 28<sup>th</sup> Street extends from the access point on 27<sup>th</sup> Street through the conceptual redevelopment and roundabout and reconnects with 27<sup>th</sup> Street to create a complete intersection with Carpenter Avenue.

The Wisconsin Department of Transportation has specific recommendations for access management planning. While the I-894 interchange with 27<sup>th</sup> Street remains in the study and design stage, when the reconstruction is completed the City of Greenfield, City of Milwaukee, and Wisconsin Department of Transportation must collaborate on a complete access management plan for the 27<sup>th</sup> Street corridor similar to what is occurring with the City of Franklin and the City of Oak Creek immediately south of Greenfield.

### Population Trends

The City of Greenfield has experienced slow population growth since 1980. The population of the City is growing at a rate of approximately six percent every decade. In comparison, the populations of the two communities south of Greenfield along the 27<sup>th</sup> Street corridor (City of Oak Creek and the City of Franklin) have been growing at average rates of thirty and thirty-two percent per decade, respectively. At the same time, the population in the City of Milwaukee has been declining. The City of Greenfield population is projected to continue growing at a rate of about ten percent per decade to a total population of 45,316 by the year 2025.

**Table 3: Population Projections**

	Census 1980	Census 1990	Census 2000	Estimate 2008	Projection 2010	Projection 2015	Projection 2020	Projection 2025
City of Greenfield	31,353	33,403	35,476	36,270	39,257	41,406	43,617	45,316
City of Franklin	16,871	21,855	29,494	33,550	35,609	39,008	42,542	45,636
City of Milwaukee	636,295	628,088	596,974	590,870	608,542	616,468	623,608	622,738
City of Oak Creek	16,932	19,513	28,456	32,470	34,380	37,672	41,096	44,094
Milwaukee County	964,988	959,275	940,164	938,490	973,363	993,969	1,014,293	1,021,406

SOURCE: U.S. Census 2000, State of Wisconsin Department of Administration

The planning corridor is within the 53221 zip code with a population estimate of 35,431 residents according to the population estimates provided by the Wisconsin Department of



Administration as of January 1, 2008. Three separate zip code areas are within close proximity to the planning area (53215, 53219, and 53220).

<b>Zip Code</b>	<b>2007</b>	<b>2008</b>
53221	35,366	35,431
53215	54,314	54,375
53219	33,312	33,324
53220	25,419	25,483
<b>Total</b>	148,411	148,613

SOURCE: Wisconsin Department of Administration

As shown on Table 4, a significant population base exists within the zip code area of the planning area with an estimated population base in the vicinity of 27<sup>th</sup> Street of 148,411 in 2007 and 148,613 in 2008.

## **27<sup>th</sup> Street Vision and Goals**

Planning for the future of any part of the City involves understanding the desires of the City. A vision statement reflects an overall direction providing direction and guidance to the development of specific goals of the plan.

### 27<sup>th</sup> Street Corridor Vision Statement

27<sup>th</sup> Street is a regional transportation corridor with regional marketability separating the City of Milwaukee and the City of Greenfield. The City of Greenfield seeks to actively revitalize their portion of the corridor by attracting new business to replace vacant and underutilized buildings, along with dated uses by initially focusing on major intersections and then ultimately expanding through the remainder of the corridor where effectively redeveloping existing residential uses or reusing the existing residential structure as a non-residential use may be possible. Revitalization for 27<sup>th</sup> Street involves safe traffic and pedestrian patterns; streetscaping; a unique identity, and pleasing aesthetics that create a thriving environment for area residents, employees and employers, and patrons of the corridor.

In order to effectively plan and recommend actions to implement the vision, goals must be prepared that will guide the decision making process. These goals ensure that all future redevelopment or new development decisions reflect the collective interests, or vision, of the City for the corridor.

The general goals for the corridor include:

1. Continually evaluate City ordinances and policies in light of changing market conditions to ensure the ordinances and policies correctly reflect the vision of the corridor.
  - a. Within six (6) months of City acceptance of this plan, the uses allowed within the corridors zoning districts should be reviewed and amended if needed.

- b. Every two (2) years thereafter, uses allowed within the corridor's zoning districts should be reviewed and potentially amended.
2. Promote redevelopment of site(s) in accordance with City design standards, especially with respect to the aesthetic appeal of the architecture and landscaping, and proper overall site design in keeping with quality urban design principals.
3. Encourage the combination of adjacent parcels to create lots that can accommodate the redevelopment of buildings in accordance with zoning regulations and design standards of the City.
4. Encourage the sharing or combining of access points and parking areas when properties redevelop or change in use.
5. Seek funding assistance that will facilitate the revitalization and redevelopment efforts of the City and property owners along the 27<sup>th</sup> Street corridor including, but not limited to, state and federal grant opportunities and Tax Incremental Financing.

Due to the differing potential for redevelopment at each of the intersections a detailed analysis of each intersection and the surrounding land uses is required. Recommendations based on sound planning principles, research, and the physical characteristics of the surrounding properties are provided to assist the City of Greenfield in efforts to guide improvements and revitalization along the 27<sup>th</sup> Street corridor.

Redevelopment of various properties will not occur all at once. It is more likely that once a plan is approved with policies and standards to achieve the ultimate goal, or vision, of the corridor that redevelopment will occur in phases. For the purposes of the recommendations provided in this plan, three separate phases that will be referred to are defined as follows:

- Phase I Redevelopment areas considered Phase I will likely occur relatively soon, before redevelopment in the Phase II or III. Phase I redevelopment typically includes vacant or undeveloped properties and properties that have expressed an interest in redeveloping.
- Phase II Areas that are anticipated to redevelop and could have a large impact on the 27<sup>th</sup> Street corridor. Phase II redevelopment areas will likely occur, however in all probability will occur after the Phase I redevelopment.
- Phase III Areas identified with a potential for redevelopment as a Phase III are considered desirable along the corridor and match the needs of the market to remain viable in the foreseeable future. Properties included in Phase III typically include uses that have recently experienced significant improvements or are new businesses and buildings.

The concept plan has been created to identify redevelopment concepts that may require assistance from a TIF District. A significant amount of redevelopment opportunities exist at the

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major intersections along the 27<sup>th</sup> Street corridor. The major intersections or redevelopment focus points include Grange Avenue, Edgerton Avenue, Layton Avenue, Cold Spring Road, and Howard Avenue.

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## Grange Avenue Intersection

The Grange Avenue Intersection was once the retail core of the surrounding neighborhoods. While retail trends have shifted to larger stores and larger sites available to the south in the Cities of Franklin and Oak Creek, opportunities exist for quality retail establishments with a focused customer base. The southern edge of the planning area extends approximately 400 feet south of the intersection with 27<sup>th</sup> Street and Grange Avenue. Grange Avenue extends west past Southridge Mall into Waukesha County and east to the General Mitchell International Airport. Roughly 7,000 vehicles per day traveled Grange Avenue immediately west of 27<sup>th</sup> Street in 2005 with more than 29,000 vehicles on 27<sup>th</sup> Street, which is 30 percent more traffic than on 76<sup>th</sup> Street. Two large parcels on either side of Grange Avenue have been utilized as large commercial areas in the past.

### Analysis

An automobile dealership occupies the south corner of Grange Avenue and 27<sup>th</sup> Street owned by the same company for nearly 20 years. Recent improvements have been completed on the dealership and buildings. The property is considered desirable and matches the needs of the market to remain viable in the foreseeable future.

The northwest corner of the intersection has 3.7 and 1.9-acre separately owned parcels previously anchored by a chain grocery store with several adjacent retail spaces. The grocery store location has been vacant for many years. A retail pet store is located within an adjoining retail space on another parcel. The pet store remains viable with the focused customer base. Significant potential exists for improvements and/or redevelopment at this site due to the large vacant retail space and a considerable amount of daily traffic at the intersection.

### Recommendation

The southwest corner of the Grange Avenue intersection is a Phase III redevelopment. Factors causing the Phase III determination include the following.

1. The recent improvements to the building and premises that have been made to the property.
2. The current use is desirable, but if an opportunity arises for redevelopment in the future the use could be upgraded.



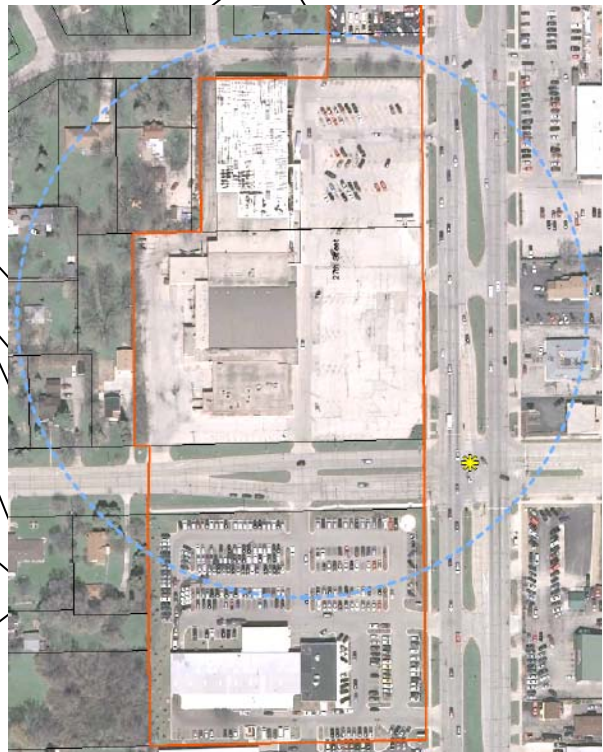
3. Streetscaping improvements adjacent to the site could occur as part of the efforts of improving the overall 27<sup>th</sup> Street corridor.

The northwest corner has great redevelopment potential and is a Phase I site. The redevelopment could include several different uses in the existing buildings or new construction at the corner of Grange Avenue close to 27<sup>th</sup> Street. All redevelopment or reuse of the existing buildings will be required to follow new development standards. Factors that must be considered for redevelopment include the following.

1. Any use at the corner of the Grange Avenue and 27<sup>th</sup> Street has significant visibility.
2. The structural integrity of the building is a factor to be addressed based on the ability of the pet store building to remain structurally sound without the shared wall of the vacant grocery store. Redevelopment of separate uses may not be likely if the building occupied by the pet store requires the larger building for stability.

3. The large parking area needs upgrades to compete with newer commercial development. A new building erected at the corner will separate the large parking area which will promote shared parking between uses.

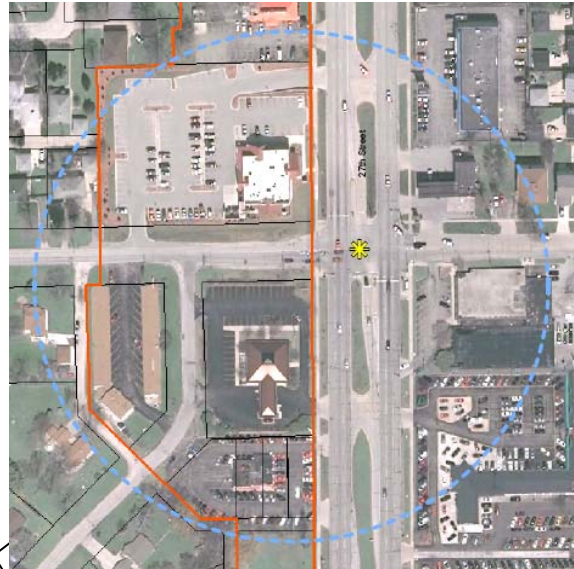
4. Considerable streetscaping and parking area improvements will connect the uses to pedestrians walking along the sidewalk at the street level. The area will be much more pedestrian friendly by removing the guardrail at the edge of the parking area and replacing it with a building at the corner along with a new fence divider and significant landscaping.



Potential exists for immediate improvements including new buildings and/or uses to the north, whereas south of Grange Avenue would be considered more for long-term improvements or redevelopment.

**Edgerton Avenue Intersection**

Edgerton Avenue leads west through residential neighborhoods to Southridge Mall and east into the City of Milwaukee. The amount of traffic in 2005 was 4,500 vehicles per day on Edgerton Avenue and more than 30,000 on 27<sup>th</sup> Street. The traffic on Edgerton was less than Grange Avenue, but more vehicles traveled 27<sup>th</sup> Street at this location. As a comparison, the traffic along 27<sup>th</sup> Street north of Edgerton Avenue was approximately six percent higher than that on 76<sup>th</sup> Street north of Edgerton Avenue.



Analysis

The planning area on the southern side of Edgerton Avenue extends two parcels west of 27<sup>th</sup> Street. The parcels are divided by South Tuckaway Drive, which allows access to the homes west of 27<sup>th</sup> Street from Edgerton Avenue. A bank and a small hotel are located on either side of South Tuckaway Drive, with the bank located adjacent to 27<sup>th</sup> Street. Future redevelopment potential at this location may be difficult for several reasons. The existing bank along 27<sup>th</sup> Street is newer and well maintained. The parcel west of South Tuckaway Drive is currently utilized as a hotel and is adjacent to a residential neighborhood. There is very little area to provide a landscaping buffer between any redevelopment on this individual parcel and the existing residential neighborhood to the south and west. Reuse of the existing hotel site as condominiums or other multi-family residential uses is another option that would provide separation between the single-family neighborhood and the businesses along 27<sup>th</sup> Street.

The 1.91-acre parcel located at the northeast corner of the intersection was recently improved in 2004 and 2007 and is currently used as a Famous Dave's restaurant. Redevelopment potential at this location is low at this time due to the compatible land use and recent improvements of the building and premises. The new Famous Dave's restaurant includes significant landscaping and conforms to the City streetscaping and site design standards.

**Existing Land Uses**

*Hideaway Inn*



*Anchor Bank*



*Famous Dave's Restaurant*



## Recommendation

Redevelopment south of Edgerton Avenue will be challenging due to the two parcels being divided by a residential road. Based on the factors involved, the south side of Edgerton Avenue would be considered a Phase II redevelopment potential because the building occupied by the bank is newer and well maintained and the hotel is immediately adjacent to a residential neighborhood. Potential redevelopment opportunities include:

1. Converting South Tuckaway Drive into a cul-de-sac and eliminating the intersection at Edgerton Avenue. Creating a cul-de-sac will separate the residential neighborhood from the expanded business uses along the 27<sup>th</sup> Street corridor. Residential uses would then use 29<sup>th</sup> Street or Abbott Avenue.
2. With a cul-de-sac, redevelopment may include combining the two small parcels for the creation of a mixed-use development including uses such as a multi-story office complex or hotel.
3. Redeveloping the area with a cul-de-sac would allow for buffering between the new uses and the existing residential neighborhood.
4. Redeveloping the hotel site as condominium or another multi-family use will separate single-family residential uses from the business and commercial uses along 27<sup>th</sup> Street.
5. If the southwestern corner of the intersection is redeveloped or reused on separate parcels, the building occupied by the bank could be converted to another service industry.

The parcel immediately north of Edgerton Avenue is currently a restaurant that was recently improved and would be considered Phase III potential for redevelopment. Based on the service use and the recent improvements, this site will not likely be redeveloped and will remain a viable use for years to come. Future redevelopment of the Famous Dave's restaurant could include another restaurant use, an office, or a separate service-type use.

## Layton Avenue Intersection

The properties surrounding the western side of the intersection at Layton Avenue present the greatest potential for improvements and redevelopment within the planning area based on current land uses and traffic patterns. Layton Avenue extends west through Greenfield to Waukesha County and east through Cudahy to Lake Michigan. Almost 19,000 vehicles traveled Layton Avenue daily in 2005. More than 37,000 vehicles traveled 27<sup>th</sup> Street north of Layton Avenue, with roughly 33,700 vehicles per day south of Layton Avenue.

The Interstate 894 bypass interchange is approximately 1,000 feet north of the Layton Avenue intersection. The design of the WisDOT preferred alternative interchange for this location is the first in the State of Wisconsin and preferred for the high traffic volume. When completed, the design will accommodate the additional traffic volume anticipated by the WisDOT. An increase in traffic volume will be considered positive for the business community along these corridors as increased traffic typically translates into increased potential for customer visits.

### Analysis

Currently the southern side of Layton Avenue is developed with a series of business and residential uses with a driveway to a large retail use. The large retail use, Target store, faces 27<sup>th</sup> Street with access from both 27<sup>th</sup> Street and Layton Avenue. Along 27<sup>th</sup> Street, several retail and service uses are located between the Target store and 27<sup>th</sup> Street. Multiple business and residences separate Target from Layton Avenue. Good potential for redevelopment of the Target store and vicinity exist through the creation of a commercial center that would include both retail and service uses in an organized manner that promotes all of the businesses in the area.

Properties north of Layton Avenue, similar to the southern side of the road, include multiple business and residential uses with 28<sup>th</sup> Street leading to another large retail building. The large retailer, Kmart, has visibility from Interstate 894 and 27<sup>th</sup> Street. Redevelopment potential north of Layton Avenue is extremely high based on the amount of traffic and the visibility from Interstate bypass 894. Traffic patterns at the Kmart 27<sup>th</sup> Street access point are proposed by WisDOT to be altered with the interchange improvements.





The new access point would allow right-in and right-out along with a left turn in access from 27<sup>th</sup> Street. Turning north from the large retail center is proposed to be eliminated leaving customers to exit onto Layton Avenue from 28<sup>th</sup> Street and turn north on 27<sup>th</sup> Street.

Redevelopment of the western portion of the Layton Avenue intersection including both the northern and southern sides of the Layton Avenue include uses such as office, retail, service, and other uses will provide the greatest potential for redevelopment. The large retailers with associated small retail and service uses have been developed as 1970's era commercial with significant potential for redevelopment. Representatives from the large Target retail use have expressed interest in redeveloping the store. Redevelopment of the large retail use could become the catalyst for additional redevelopment of the area including the second large retail use and the smaller retail uses in the vicinity. The increase in vehicular traffic in the area provides a market for which these businesses could remain successful.

The City is geographically limited in the physical area where it can be expanded. Similarly, business expansion is limited to the land area available. Recently City officials determined that vertical growth in specific areas of the City would enhance the City's tax base and business community. The intersection of 27<sup>th</sup> Street and Layton Avenue is an ideal location for vertical growth.

Having sufficient parking spaces pursuant to local regulations is often an issue related to redevelopment and infill development. Solutions to resolve parking concerns include shared parking, first floor parking, or a potential parking facility shared by multiple businesses. Shared parking typically includes a surface parking area shared by businesses that normally experience peak parking demands that differ based on time of day or season. Future businesses that would consider first floor parking include multi-story office buildings, hotels, or other businesses that require significant parking spaces. A parking facility shared by multiple buildings/businesses is another option that will resolve future parking needs associated with redevelopment of the intersection of 27<sup>th</sup> Street and Layton Avenue.

## Recommendation

The potential for redevelopment along Layton Avenue is extremely high with the large expanse of land and the possibility of creating a unified development utilizing Layton Avenue as the midpoint. A unified development encompassing the entire area could include commercial and

### Existing Land Uses

#### *Large Retail*



#### *Strip Commercial*



#### *Strip Commercial*



#### *Large Retail*



office uses creating an employment center and business center. Unified development as an employment center including a variety of uses must establish a pedestrian friendly atmosphere that will enable employees and patrons to visit multiple businesses in a single trip. The sense of being pedestrian friendly includes distinct walking areas separated from motorists, landscaping, and retail at the street level with picture windows.

Along Layton Avenue extending north and south, there is a high potential for redevelopment based on the land available and the interest expressed, this area is considered a Phase I redevelopment. Although a large area is included in the redevelopment area, it is only known that there is current interest in redeveloping the large anchor retail use (Target). Specific factors of the redevelopment include:

1. The entire planning area west of 27th Street from Interstate 894 south to the southern edge of Target could be redeveloped into a large unified commercial center.
2. Design standards for the area would be necessary to ensure that redevelopment remains unified.
3. The gas/service station at the southwest corner of the intersection has been recently redeveloped and could be incorporated into the design of the entire area.
4. The large Target store has expressed interest in redeveloping their store. The new Target store would become the impetus of the redevelopment into a unified business and employment center.
5. The existing residential and small office uses along Layton Avenue could be combined on either side of the extended 28<sup>th</sup> Street where larger buildings for offices and/or a combination of commercial and retail uses would create a formal entrance to the business and employment center on both sides of Layton Avenue.
6. The 28<sup>th</sup> Street access to the northern commercial center must be extended to the southern half of the commercial center to create a complete intersection on Layton Avenue. Layton Avenue is an east-west arterial street with significant traffic volume, which increases the need for a traffic control design. In 2005, 18,400 vehicles traveled Layton Avenue west of 27<sup>th</sup> Street. Layton Avenue is officially a County Trunk Highway with Milwaukee County jurisdiction, meaning that Milwaukee County is the final decision-making body over traffic controls at the intersection

Traffic control designs for intersections include traffic signals, stop signs, roundabouts, traffic circles, traffic humps, and textured pavement. Designing the intersection for a roundabout or traffic signal would be the most effective traffic control along Layton Avenue.

Roundabouts are effective designs for intersections as traffic is continually moving through the intersection at slower speeds and with fewer points of conflict, or potential

places for accidents. From the Wisconsin Department of Transportation, statistics of roundabouts include:

- a. 90% reduction in fatal crashes
- b. 76% reduction in injury crashes
- c. 30-40% reduction in pedestrian crashes
- d. 10% reduction in bicycle crashes

Issues related to roundabouts include the maintenance of the plantings in the middle of the roundabout and that commuters are not yet familiar with roundabouts. The maintenance efforts could be minimized by the types of plantings and finding a 'sponsor' to maintain the roundabout.



Traffic signals, the norm in Wisconsin, can also effectively control traffic at intersections. Issues related to utilizing traffic signals include the distance between 27<sup>th</sup> Street and the 28<sup>th</sup> Street intersection, ongoing electrical maintenance, and the overall safety at signalized intersections. The 28<sup>th</sup> Street right-of-way is less than 500 feet from the 27<sup>th</sup> Street right-of-way, which does not allow sufficient distance for vehicle stacking. The ongoing maintenance of the traffic signals includes the bulbs, poles, and electrical connections.

For comparison, the traffic volume along Layton Avenue is similar to the traffic volume on Moorland Road in Waukesha County, where a roundabout has been recently constructed. The roundabout on Moorland Road is immediately south of the Interstate Highway 43 interchange adjacent to newer development on County Trunk Highway O.

Overall, a roundabout at the intersection of 28<sup>th</sup> Street and Layton Avenue will be the most effective traffic control design that will allow continuous traffic flow on Layton Avenue as well as access to the northern and southern portions of the redevelopment area. Layton Avenue is also known as County Trunk Highway Y and is under Milwaukee County jurisdiction, so Milwaukee County must approve the use of a roundabout at the intersection.

In all three concept plans, a 'roundabout' has been identified at the intersection of 28<sup>th</sup> Street and Layton Avenue. The center of the roundabout is an ideal location to implement unique symbolism to give visitors notice that they are in the City of Greenfield and not the City of Milwaukee. The unique fixture in the center of the roundabout will also become the centerpiece of the redevelopment areas to the north and south of Layton Avenue.

7. Redevelopment would extend public right-of-way for 28<sup>th</sup> Street south to a point opposite Carpenter Avenue to create a complete signalized intersection at a safe distance from

Layton Avenue. The 28<sup>th</sup> Street right-of-way would also extend north to the existing access point of the large retailer.

8. The intersection of 27<sup>th</sup> Street and Layton Avenue could be a location for a commuter center including a park-n-ride lot associated with retail uses designed for convenience such as a dry cleaner, fast food restaurant, and gas station. A commuter center would have the capacity and location to serve residents in the area, commuters destined for downtown Milwaukee, and commuters utilizing General Mitchell Airport.

A study is currently underway to analyze the existing and future public transit options for metropolitan Milwaukee to improve the public transit system. Within the study Bus Rapid Transit and streetcars are being evaluated as a potential mode of public transportation along the 27<sup>th</sup> Street corridor. If the study finds a need to modify the current public transit system along 27<sup>th</sup> Street, the City of Greenfield could consider creating a commuter center for the new public transit system. The parking area needed for a commuter center based on the study will likely require a minimum of 300 parking spaces.

The land area needed for a 300-car park-n-ride lot is roughly three acres, larger than the footprint for a super retailer, such as a Target or Kmart. A park-n-ride could be advantageous and also detrimental to the corridor for several reasons. One advantage would be that a park-n-ride with an associated commuter center will attract a large volume of patrons for the corridor who would visit the convenience uses. The physical size of a park-n-ride would be a detriment to the corridor due to the large area of land that could otherwise be a footprint for a large business that would contribute to the tax base of the City. Since the City is seeking the feasibility of creating a Tax Incremental Financing district, a park-n-ride with limited convenience uses will likely not include a tax increment sufficient to continue redeveloping and revitalizing the 27<sup>th</sup> Street corridor.

The eight separate factors above have been identified as important features to enhance the redevelopment potential at the intersection of 27<sup>th</sup> Street and Layton Avenue. These factors accompanying the overall goals of the corridor will enable redevelopment to occur in proximity to Layton Avenue that is pedestrian friendly, aesthetically pleasing, and have a positive impact on the local economy.

## Concept Plan

By utilizing the factors identified to guide redevelopment at the intersection of 27<sup>th</sup> Street and Layton Avenue, future redevelopment could be realized through the creation of an array of more detailed concept plans. Three separate redevelopment scenarios have been created under the premise of the redevelopment factors.

All three redevelopment scenarios include common features that will affect the vehicular movement throughout the area. First, the extension of 28<sup>th</sup> Street north and east through the concept area meeting 27<sup>th</sup> Street and also south into the concept area consisting of retail and service land uses where the roadway would eventually meet 27<sup>th</sup> Street creating a complete

signalized intersection with Carpenter Avenue. The intersection of 28<sup>th</sup> Street and Layton Avenue will become the center of the business and employment center improved with a roundabout designed to keep traffic flow along Layton Avenue with safe access to the north and south. The second common feature illustrated in each of the redevelopment scenarios is the WisDOT preferred reconstruction alternative for 27<sup>th</sup> Street/Interstate 894 Interchange.

The first concept, exhibit 1: Redevelopment Scenario I on page 31, focuses on infill development on either side of Layton Avenue where existing businesses and buildings are not changed or modified. The future 28<sup>th</sup> Street right-of-way extends to a point where current access is located from 27<sup>th</sup> Street.

- North of Layton Avenue there is currently a large expansive parking area. The northeastern corner of the property is vastly underutilized and has great visibility from 27<sup>th</sup> Street and Interstate 894. A multi-story office building will be enhanced with the visibility and access to Interstate 894.
- Along 28<sup>th</sup> Street there are areas of small retail uses located in areas that have not been developed and could add additional retail space without removing or redeveloping existing buildings.
- South of Layton Avenue where 28<sup>th</sup> Street is to be extended, an area exists that could include a medium-sized retail use adjacent to the existing retail use. Approximately 30,000 square feet of additional retail space is shown. Shared parking would be required to allow for sufficient parking areas.
- Opposite the medium-sized retail use is an office building along 28<sup>th</sup> Street. The office building is shown with a footprint of approximately 12,000 square feet. The office building could be developed with additional stories to expand the size of the future office uses.

This redevelopment scenario is based on all existing uses and buildings remaining at their current location. The new businesses are considered infill due to their nature of filling potential voids, or undeveloped areas, and increasing the tax base with new development.

Redevelopment Scenario II, exhibit 2 on page 32, is based on the concept of creating an employment and business center along 28<sup>th</sup> Street extended through the development. As illustrated, Redevelopment Scenario II includes redevelopment and infill development. Considerable land assemblage will be necessary for Redevelopment Scenario II to materialize.

- The large retail uses at the northern and southern ends of the concept design are rotated to face Layton Avenue. The large retail uses are anchor businesses that utilize visibility from the center of the business center.
- North of Layton Avenue along 27<sup>th</sup> Street there is currently a large expanse of parking with a few small businesses. The northeastern corner of the property is underutilized and has great visibility from 27<sup>th</sup> Street and Interstate 894. Redevelopment opportunities include a restaurant or multi-story office building will be enhanced with the visibility and access to

Interstate 894. South of the restaurant or office use is a location for another multi-story office building or hotel. A multi-story office building or hotel will likely require either first floor parking to accommodate visitor or employee parking.

- The residential uses and small office uses along Layton Avenue are redeveloped into larger mixed-use buildings. Within the buildings retail space on the first floor with office uses on the second floor and above. On the southern side of Layton Avenue the mixed-use buildings create an entryway into the business center south of Layton Avenue. By combining the offices and retail uses into larger buildings, additional space is created for new businesses with shared parking.
- Although not shown on Redevelopment Scenario II, such large-scale redevelopment of the area may involve a shared parking facility to have capacity for the anticipated patrons of the redeveloped businesses.
- West of 28<sup>th</sup> Street and north of Layton Avenue is an area that currently consists of residential uses. Under the first redevelopment scenario, the residential uses could be redeveloped as a series of retail and office uses that compliment the remainder of the business and employment center.
- At the southwestern corner of the intersection of 27<sup>th</sup> Street and Layton Avenue is a gas/service station. This service station recently underwent a complete redevelopment including development standards. This gas/service station land use is not identified for redevelopment, but to be incorporated into the overall concept plan.
- At the western edge of the planning area south of Layton Avenue is a two-story office building. This building is planned to remain and replicated immediately east to form a small grouping of offices.
- A second phase of redevelopment south of Layton Avenue includes a future extension of 28<sup>th</sup> Street through the business and employment center eventually intersecting 27<sup>th</sup> Street aligned with Carpenter Avenue. West of 27<sup>th</sup> Street south of Layton Avenue, future redevelopment of office, retail, and service uses are shown as part of a second phase of redevelopment.

The third redevelopment scenario, exhibit 3 on page 33, also extends 28<sup>th</sup> Street through to intersect with Carpenter Avenue. This redevelopment scenario also creates a large business and employment center. Redevelopment Scenario III is the long term plan for the area on the west side of 27<sup>th</sup> Street at Layton Avenue. This scenario includes a total redevelopment of the area, significant cooperation of landowners, and major land assemblage.

- The area north of Layton Avenue remains unchanged from the first redevelopment scenario including a large retail land use with a restaurant or multi-story office building along the northern edge of the concept plan; another multi-story office building or hotel along 27<sup>th</sup> Street; and a service station with office and retail uses closer to Layton Avenue.

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- The large retail use in the southern portion of the concept plan has been moved to abut 27<sup>th</sup> Street to expand the visibility from the corridor. Significant development and design standards will allow for the rear of the building to face 27<sup>th</sup> Street to maintain the concept of a business and employment center in the center of the redevelopment.
- A second retail use is located adjacent to 27<sup>th</sup> Street to take advantage of the visibility from the corridor. Abutting the retail use is an office and retail building similar to the first redevelopment scenario.
- Along the southwestern edge of the planning area is a combination of retail and office uses. Retail uses will be along the first floor for pedestrian visibility with offices on the second floor. The western edge includes smaller anchor retail tenants along the ends of the complex.
- West of 28<sup>th</sup> Street along the southern edge of Layton Avenue is a large office and retail redevelopment opportunity. This multi-use building is to be more focused on larger office tenants. Along with the office uses, the retail portion of the building would be more focused on services uses utilized by the employees in the office portion.

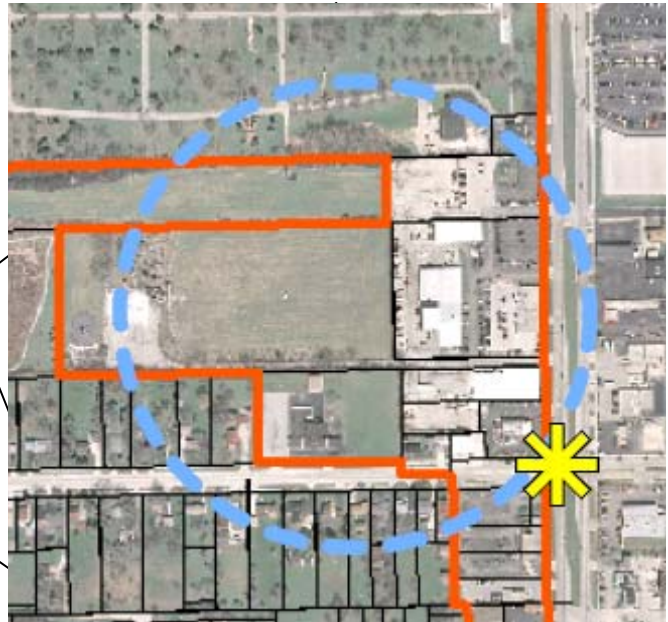
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## Cold Spring Road Intersection

Cold Spring Road intersects 27<sup>th</sup> Street north of Interstate 894. The Cold Spring Road intersection consists of many small commercial uses along 27<sup>th</sup> Street. Cold Spring Road extends west into Waukesha County past City Hall and east into the City of Milwaukee where the street name changes to Bolivar Avenue. Traffic between Cold Spring Road and Interstate 894 was roughly 31,000 vehicles, 32 percent higher than the same location along 76<sup>th</sup> Street. Many of the parcels have been developed as a commercial use, or converted from a residential use into a commercial use.

### Analysis

A large parcel west of the commercial uses abutting 27<sup>th</sup> Street was formerly used as a golf driving range with limited access to a public right-of-way. Anticipated future redevelopment of the golf driving range, the City previously rezoned the large parcel to a Planned Unit Development Zoning District to accommodate a multi-family development specifically for seniors. Although the land is correctly zoned for senior housing, redevelopment potential is difficult at the undeveloped golf range due to the limited access. Any future development will likely require a secondary access, which must be procured prior to development.



### Recommendation

Potential exists for redevelopment at Cold Spring Road, especially on the land formerly used as a golf driving range. However, along Cold Spring Road west of 27<sup>th</sup> Street there is a heavy business use immediately adjacent to residential uses. The Cold Spring Road area would be considered Phase II potential for redevelopment. Specific opportunities for redevelopment include the following.

1. The golf-driving range property requires a second access for emergency situations. A second access could be extended to 27<sup>th</sup> Street, Cold Spring Road, or even 35<sup>th</sup> Street. A second entrance from Cold Spring Road is the most desired location due to access restrictions on 27<sup>th</sup> Street. This area should be redeveloped into a use that would not experience large traffic volumes since access is very limited. A senior housing complex would meet the traffic considerations for redevelopment. In addition, the land has been rezoned to a Planned Unit Development to accommodate 220 units of senior housing.



2. Several businesses along 27<sup>th</sup> Street are mainly seasonal uses including a Halloween costume store and a grading and excavating business. Through a redevelopment process, these businesses should be replaced with retail or service uses that attract patrons year-round.

3. Along Cold Spring Road, residential uses are west of Povlick Excavating, Inc, which is a heavy commercial use specializing in grading and excavating. Redevelopment of both properties into retail or office uses will eliminate the incompatible land uses adjacent to each other. The Fellowship Bible Church is located west of the Povlick properties. The underutilized church property is included in the redevelopment scenario to provide for a buffer area to separate the redevelopment from the residential neighborhood.

Overall, pursuing redevelopment of the properties along Cold Spring Road will provide opportunities to add multi-family residential land uses as a senior housing complex, eliminate incompatible land uses, and provide year-round retail attractions for patrons along the 27<sup>th</sup> Street corridor.

### Concept Plan

A conceptual redevelopment scenario layout of future redevelopment has been created through the factors identified to guide redevelopment at the intersection of 27<sup>th</sup> Street and Cold Spring Road. The following overview of the concept plan describes the concept plan illustrated in exhibit 4 on page 34, in Redevelopment Scenario IV.

- Access through the concept plan area is improved by reducing the individual access points from five to two along 27<sup>th</sup> Street. Access is then provided to Cold Spring Road with a potential expansion to 35<sup>th</sup> Street through the American Transmission Company (ATC) property. Although ATC allows vehicular access through their property, terms of the access include a “temporary” easement that allows ATC to retain ownership and be able to force occupants to vacate their property typically within 30 days. Therefore, access through the ATC property must be considered as a possible access while attempting to gain access elsewhere. The concept plan illustrates the access through the ATC property to 27<sup>th</sup> Street, which is

#### Existing Land Uses

*Povlick Excavating*



*McDonalds Restaurant*



*Allied Pools (Halloween Store)*



*Braeger Auto Dealership*



*Golf Driving Range*



suitable with the temporary access easement. Buildings adjacent to this access road must be developed at a distance that would allow the access road to be shifted south if forced to vacate the ATC property.

- Access to 35<sup>th</sup> Street through the ATC land is also subject to environmental issues including a drainageway that any road will traverse. Crossing the drainageway will likely include construction of a bridge or a culvert. This access may be more cumbersome as the ATC does not allow any grade changes within the easement area.
- The golf driving range offers a large expanse of land identified as a senior housing campus and previously rezoned by the City to a Planned Unit Development to allow senior housing. A number of buildings are shown that allow complete access through the site. All of the commercial and office uses are within walking distance of the senior campus.
- The existing automobile dealership has been identified for redevelopment into a mixed-use complex, restaurant, and shared parking area. The mixed-use portion offers commercial and office uses with the potential for residential uses on the second floor and above. A restaurant is shown along 27<sup>th</sup> Street that will have high visibility from the traffic in the corridor.
- A second restaurant and commercial use is located where the restaurant and seasonal use currently exist. A shared building allows for significant second floor redevelopment while maintaining the restaurant use.
- Another mixed-use building offering office and commercial uses is identified in the location of the existing residential and heavy commercial use. The new uses will eliminate the incompatible uses that currently exist at the present time.

The factors identified for future redevelopment allow for a variety of new land uses while assisting in eliminating incompatible adjacent land uses, creating a safe and walkable pedestrian-friendly development, while also providing for a shared parking area for the new land uses.

## Howard Avenue Intersection

Howard Avenue is the northern limit of the planning area. Howard Avenue spans Milwaukee County from the lakefront into Waukesha County. The Arlington cemetery is located at the southwest corner of the intersection. Of the 100-acre Arlington cemetery, future development potential is limited to the northwestern corner of the cemetery at the intersection of Howard Avenue and Loomis Road where there is open space.

### Analysis

The land adjacent to the Howard Avenue intersection with 27<sup>th</sup> Street is part of the Arlington cemetery and will not be redeveloped. However, an unused portion of the cemetery roughly ten acres in size is located near the intersection of Loomis Road and Howard Avenue. Development potential on the 10-acre portion of the Arlington cemetery would be considered a Phase II development based on the size of the open land and the fact that the land is undeveloped, but yet there are not any plans for development at this time.



Operators of the Arlington Cemetery have been discussing the potential for redevelopment of the site for a number of years. At this time, there is not any pending development plans for the open area. Previous discussions of redeveloping the open area included residential housing opportunities and a senior housing complex.

Redevelopment of cemetery land is typically a process that carries statutory requirements regulated by the State. According to cemetery officials the portion of the cemetery north of the creek and then east along Howard Avenue to a point near the access drive, has not been platted as a cemetery at this time. Therefore, only a Certified Survey Map is needed to separate this land from the remainder of the cemetery for development.

Access to the northwest corner of the cemetery has been the major concern for development in the past. Loomis Road is a State Trunk Highway through Greenfield where the State Department of Transportation has control of all access points.

### Recommendation

The open land has the potential for development with a very sensitive cemetery use immediately adjacent. Factors to be considered for future development include the following.

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1. With the cemetery use immediately adjacent, future development should be limited to uses that will not negatively impact the cemetery and mourners who gather to pay their respects. Future uses then should not be traffic or visitor intensive.
2. Future development should be completely separated from the cemetery to ensure peacefulness at the cemetery. The uses should be located close to Loomis Road and/or Howard Avenue to with a buffer or separation from the cemetery.
3. A water feature flows through the open area. Future development must not negatively impact the stream.

The Arlington Cemetery property at the intersection of Loomis Road and Howard Avenue has significant development potential because it has not been platted and is not currently developed. Although the development area is not located directly adjacent from the 27<sup>th</sup> Street corridor, future development at this location as senior housing could have a positive effect on the corridor based on additional residents and additional customer visits by the residents of the development. Any future development of the cemetery property must be very non-intrusive to the cemetery and visitors to the cemetery.

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**Areas between Major Intersections**

A combination of residential and small commercial land uses primarily make up the land uses between the major intersections within the planning area. The City has rezoned the residential land uses to a commercial zoning district reflecting the preferred land use along the 27<sup>th</sup> Street corridor. Redeveloping the areas between the major intersections may have significant constraints including the parcels size, access, and surrounding uses.

The majority of the parcels between the intersections are less than 20,000 square feet in size resulting in the likely scenario requiring land assemblage. Redeveloping the small parcels with small businesses will not likely contribute to significant enhancements for the 27<sup>th</sup> Street corridor, whereas through property assemblage, significant redevelopment could occur.

Access along 27<sup>th</sup> Street is a factor to be addressed with future redevelopment. As a State Trunk Highway, the Wisconsin Department of Transportation controls the access points for uses along 27<sup>th</sup> Street. Each of the uses currently has access to 27<sup>th</sup> Street and as a divided roadway it is not feasible to allow cross traffic to each of the uses.

Surrounding land uses will have an affect on the redevelopment potential along 27<sup>th</sup> Street. Immediately west of the parcels fronting 27<sup>th</sup> Street are mostly residential neighborhoods. Redevelopment will likely require landscaping buffers to separate the residential neighborhoods from the retail/business uses. The existing parcels may not be large enough to satisfy a landscaping buffer requirement with redevelopment.

**Existing Land Uses**

*Residential Use*



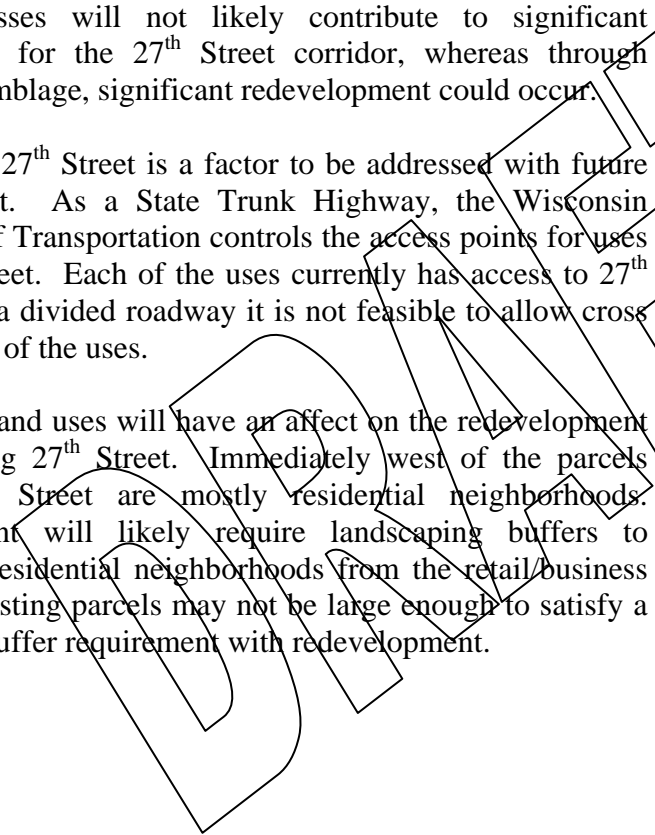
*Residential Use*



*Small Veterinarian*



*Vacant Land/Parking Lot*



## Conclusion

The 27<sup>th</sup> Street corridor is a dynamic roadway that has experienced drastic changes throughout the years. Communities along 27<sup>th</sup> Street continue to maintain the importance of the corridor through planning efforts to allow development of unused lands and redevelopment of older buildings and uses. The City of Greenfield is one such community seeking to revitalize the corridor into the vibrant commercial area that it once was.

This 27<sup>th</sup> Street corridor concept plan provides an analysis of the population, traffic volume, existing uses, and potential uses categorized into phases based on the timeframe of when redevelopment will likely occur. Redevelopment will begin at major intersections of the corridor being the catalyst to forward redevelopment throughout the entire corridor. The following table identifies the major intersections and the associated phase for future redevelopment.

Intersection	North	South
Grange Avenue	Phase I	Phase III
Edgerton Avenue	Phase III	Phase II
Layton Avenue	Phase I	Phase I
Cold Spring Road	Phase II	Phase II
Howard Avenue <sup>(1)</sup>	N/A	Phase II
<sup>(1)</sup> Intersection of Howard Avenue and Loomis Road		

Locations identified as Phase I redevelopment have significant redevelopment potential and will likely be redeveloped prior to the Phase II or III redevelopment areas. These areas should be the immediate focus of the City for redevelopment.

Redevelopment within the 27<sup>th</sup> Street corridor will begin the transformation of the corridor into the revitalized energetic corridor hosting pedestrian friendly uses compatible with current market conditions. Redevelopment including new businesses and buildings, façade updates, and streetscaping will create an inviting atmosphere for residents, visitors, and business owners in the area.

Exhibit 1: Redevelopment Scenario I

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Exhibit 2: Redevelopment Scenario II

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