

City of Greenfield

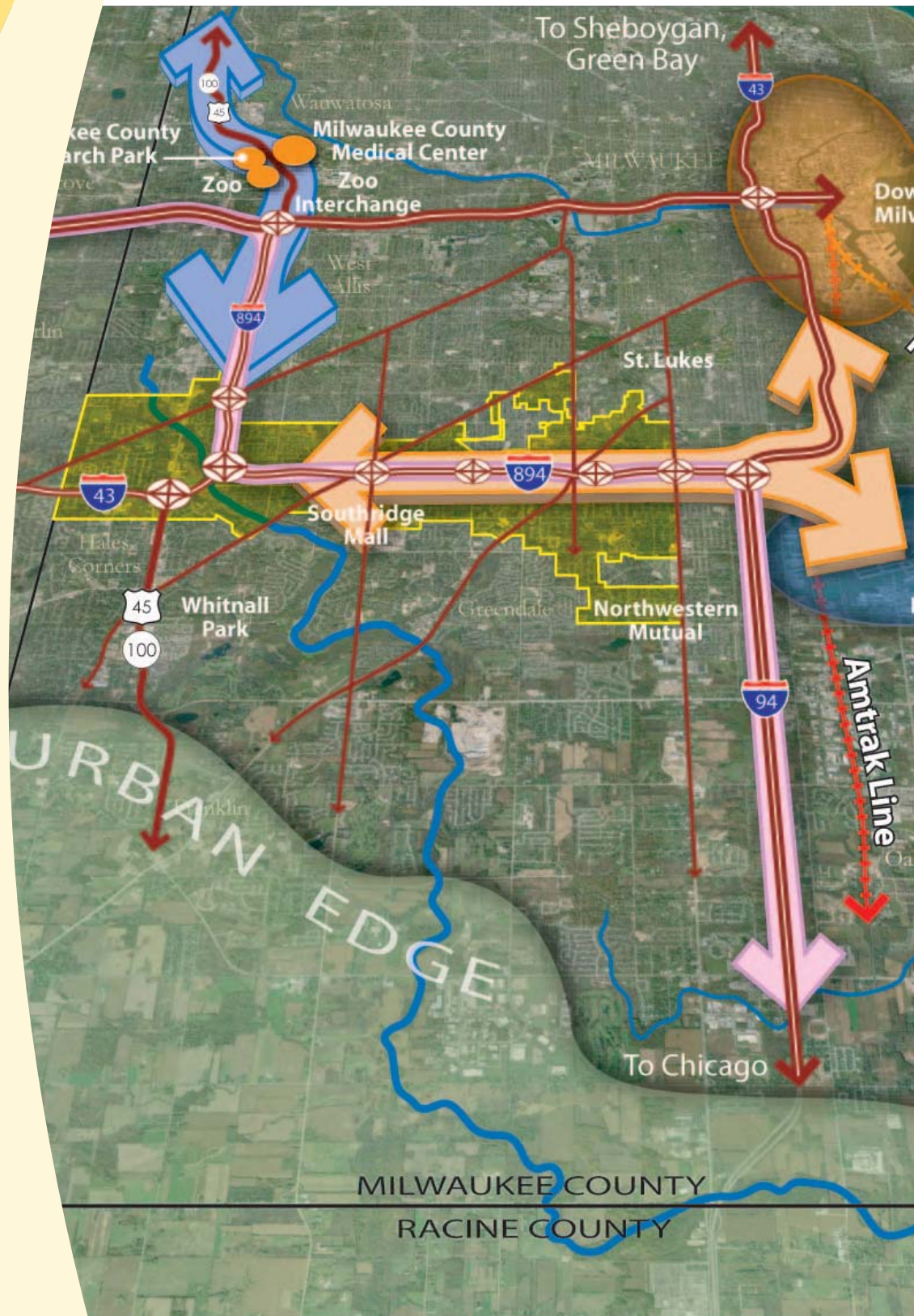
Comprehensive Plan, 2008

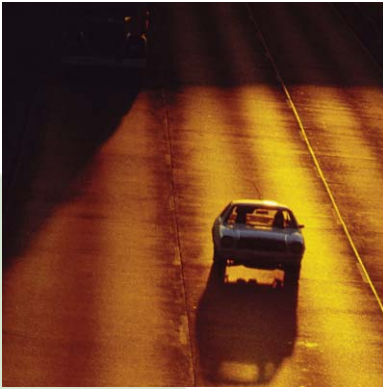
Adopted: November 18, 2008



Prepared by
Vandewalle & Associates
Madison • Milwaukee

The City of Greenfield Opportunities Analysis Close, Convenient, Connected





Greenfield's Asset Base

Regional Location and Access

The City of Greenfield occupies a central position within Milwaukee's south-suburban economy and offers immediate access to exceptional regional services, amenities, and employment opportunities. Downtown Milwaukee, along with the Milwaukee County Research Park and County Regional Medical Center, are each located 10 minutes from Greenfield and represent the dual epicenters of commerce in southeastern Wisconsin. Major entertainment venues such as Miller Park, the Milwaukee County Zoo, Pier Wisconsin and scores of other attractions are also close at hand. St. Luke's Medical Center, General Mitchell International Airport, and the expanding satellite campus of Northwestern Mutual Insurance Company in the City of Franklin are all potential nearby sources of jobs for Greenfield residents.



Centered on the junction of I-43 and I-894, the City of Greenfield is located on a direct route to many of the Midwest's major economic centers, including Chicago, Milwaukee, Green Bay, Madison, and Minneapolis. The City's major arterials, Loomis Road, Beloit Road, and Forest Home Avenue were once part of the original network of radial roadways that brought agricultural goods into the heart of Milwaukee. Today, these roadways still serve as significant routes to downtown Milwaukee and the county's outer suburbs. General Mitchell International Airport, a new Amtrak station, and the Port of Milwaukee are all located minutes east of Greenfield. These transportation options, along with the Milwaukee County Transit System, offer unparalleled access and convenience to the entire metro region and beyond.



Affordable Lifecycle Housing

The City of Greenfield offers a diversity of affordable housing opportunities in safe and attractive neighborhoods. With nearly half of Greenfield's land accounted for by residential development, a strong incentive exists for professionals and their families to settle in the City. As people's housing needs grow and change over the course of their lifetimes, Greenfield will be able to offer a home, a neighborhood, and a place that is right for them.

Root River Parkway

Over 400 acres of Milwaukee County's 3000-acre Parkway system is located within the City of Greenfield. Fringing the Root River in the western portion of the City, this corridor of greenspace serves as a buffer to protect the river and its adjacent riparian habitat, provides local and regional flood management, and adds considerably to the aesthetics of the community. In addition, two and a half miles of Milwaukee County's Oak Leaf Trail pass through the City by way of the Root River Parkway, providing opportunities for residents to walk, bike, or relax and view nature.

Redevelopment Sites

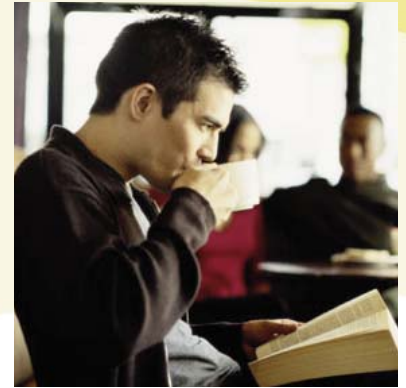
Although the City is largely built-out, areas of aging and functionally obsolete buildings present opportunities for redevelopment. Also, the vast majority of potential redevelopment sites in Greenfield do not have an industrial past, thus making the redevelopment process far less risky and complicated. The City also has full tax increment finance (TIF) capacity in reserve to help jump-start the redevelopment process.



Reinventing the Mid-Century Suburb

Like many other inner-ring suburbs born in the 1950s-60s, the City of Greenfield is faced with limited expansion potential and an aging building stock. The City currently finds itself caught in the broad middle ground between Milwaukee's downtown and the burgeoning subdivisions of the metro area.

To maintain a competitive position in an increasingly dynamic urban landscape, Greenfield should begin to adopt the practices and attitudes of similarly situated communities who have maintained their desirability in spite of these forces. The lessons these communities offer are pointed: (1) Aging suburbs that lack a defining image must create one—they must gradually transform themselves from collections of individual subdivisions and commercial strips, to *communities* of distinctive, interconnected neighborhoods and districts. (2) Where choices for shopping, living and community interaction are limited, they need to be expanded, (3) For older suburbs whose luster has begun to fade, the market will generally fail to bring the highest quality development unless both 'carrots and sticks' are used. To put the last point another way, older suburbs can't rely on just a plan and zoning to deliver for them. They must insert themselves in the development "game" and co-invest with the private sector to build the type of community they aspire to. Locally, the cities of Glendale and West Allis are exemplars.





Opportunity Knocking

The City of Greenfield is located in a part of the region poised for economic growth. In the coming years, the City should focus on providing high quality mixed-use development, hospitality services, and entertainment options that capitalize on the City's access to a professional workforce, as well as its proximity to General Mitchell Airport, downtown Milwaukee, and various regional employment centers.



Urban Services and Suburban Living

As Milwaukee County's new economy evolves, there will be an increased demand for near-in communities and neighborhoods that can meet the needs of a professional workforce. Many of these workers desire the amenities and services of the central city, but also prefer the safety, affordability, schools, and housing options associated with a more suburban community. The continued high cost of gasoline, growing traffic congestion, and water availability problems restricting growth in Waukesha County are likely to reinforce this trend. The City of Greenfield is in a position to attract this workforce by marketing its proximity and access to regional employment and lifestyle choices and expanding the range of businesses and services, quality schools, and affordable and diverse housing options. The City's reputation as a quality community will be measured by the number and variety of neighborhoods that are anchored by schools and churches, well-maintained parks, and high quality commercial development. Expanding the number of entertainment, recreation, and shopping opportunities to accommodate an active and socially engaged population should also be a focus.



At the same time, Greenfield's existing population is aging. Many property owners who have lived in the City since its inception in the late 1950s and 1960s are now retiring. Many of these residents no longer need or desire the responsibilities associated with owning a single-family home, but would like to remain close and connected to family, friends, and a familiar social atmosphere. Greenfield has an opportunity to provide a comfortable community for residents of all ages, with all the conveniences and culture of a city and all the pleasant attributes of the suburbs.





Organizing the Pieces: The Ingredients of ‘Place’

Main Street

Layton Avenue is one of Greenfield’s primary east-west roadways. Located just south of I-894/43, this corridor offers a broad range of redevelopment and infill opportunities and has the potential to function as the City’s ‘main street’ by providing a mixture of civic, high-quality commercial, and residential activities. Concentrations of neighborhood activities and public improvements should be grouped around the major intersections along Layton Avenue, with larger commercial development reserved for the freeway exits immediately to the north. A consistent townscape including sidewalks, lights, crosswalks and other accents will be needed to tie it all together.

A handful of furniture stores are currently located along Layton Avenue, including Steinhafels and the PM Bedroom Gallery. The future redevelopment of the Chapman School site and the Steinhafels corner, present the opportunity to officially brand the area west of 84th Street as a ‘design district’ that could include a collection of high-quality furniture and home accessory businesses. The disjointed access to and from I-894 at this location limits the area’s attractiveness to regional-oriented businesses, thus making a niche strategy more necessary at this location.

The segment of Layton Avenue located between 60th Street and Loomis Road currently hosts the City’s largest community park, Konkel Park, and is the future site of the expanded Greenfield police station and possible the library. Building upon these amenities, the City has an opportunity to enhance this area through the establishment of uniform streetscaping, signage, and pedestrian friendly design. Furthermore, the City should expand the profile of Konkel Park by exploring opportunities to incorporate a community center and aquatic facility. Mixed-use development should complement the surrounding residential neighborhoods and contribute to civic character.

The eastern edge of Greenfield between Loomis Road and 27th Street presents several distinct opportunities for redevelopment. The City should leverage its proximity to the airport by enhancing entertainment and hospitality-related amenities in this area. “Landmark” features and quality architecture should be used to more effectively distinguish this gateway into the City.

The City's existing park and ride, located on Loomis Road, north of I-894, offers an excellent opportunity for higher-density, transit-supportive development. Future development of this site should incorporate those office, and retail uses that will benefit most significantly from the site's immediate access to I-894, downtown Milwaukee, the Amtrak Station, and the airport.

Medical Corridor

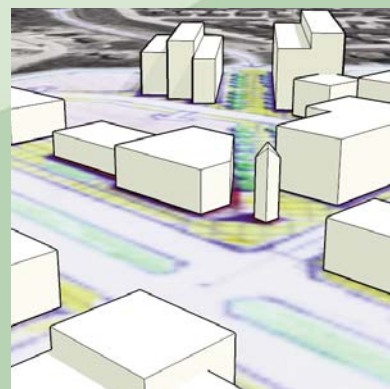
The proximity of Loomis Road to the St. Lukes Medical Center and I-894 makes it the natural location for an emerging medical corridor and an excellent site for satellite medical offices. Future redevelopment of this corridor should reinforce this type of development along with supporting retail and services such as sit-down restaurants, fitness services, pharmacies, and specialty goods that cater to the health services industry. Because developable land along this corridor is limited, it will be important to ensure that future projects advance this overall scheme.

27th Street Corridor

This four-mile commercial street defines the border between the City of Greenfield and the City of Milwaukee. The City of Greenfield has an opportunity to coordinate with the City of Milwaukee to guide infill development and redevelopment along this corridor. The future character of 27th Street should be unique and vibrant and should celebrate the auto-oriented nature and function of the corridor. Distinctive, eye-catching signage and theme architecture should be utilized to create a strong identity for 27th Street. Substantial public improvements are needed along this segment of 27th Street to more clearly define pedestrian and traffic zones, control access to the street, incorporate transit, and more effectively mitigate traffic.

Mid-Town "Points"

Currently 76th Street is the City's most intensely developed commercial corridor and is the center-point of the community. In coming years, the 76th Street corridor will likely face increased development pressures resulting from the revitalization of Southridge Mall and Spring Mall.





The City has an opportunity to introduce attractive ‘urban-scale’ development along 76th Street and portions of Layton Avenue including mid-rise, multi-use buildings and vertical parking. This opportunity also extends to the triangle blocks of 76th/Forest Home/Cold Spring, and the intersection of 84th Street, Forest Home Avenue, and Layton. Together, these intersections are the ‘3- crowns’ that define the commercial nucleus of the City. These intersections should be reserved for landmark quality developments that anchor the corners and adjoining blocks. The City should continue to expand upon the existing streetscape theme to connect them. The intersection of Layton Avenue and 76th Street is the most prominent of these intersections. Substantial public improvements will be needed here to set the tone for the entire area.

Root River Business Center

The City has a special opportunity to capitalize on the regional access provided by the I-894/43 interchange and the natural amenities located in the Root River Parkway to develop a limited-scale suburban office/retail campus. This campus could be organized around natural landscape features and ultimately include some multi-family residences geared toward professionals. Neighborhood-oriented retail and office buildings should be used to buffer residential areas from more intense commercial development.

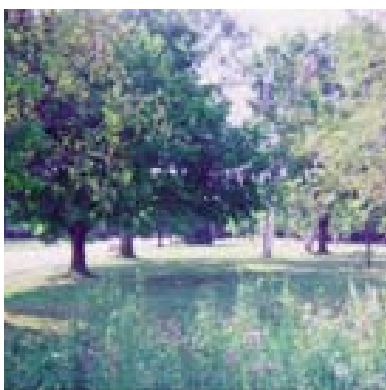
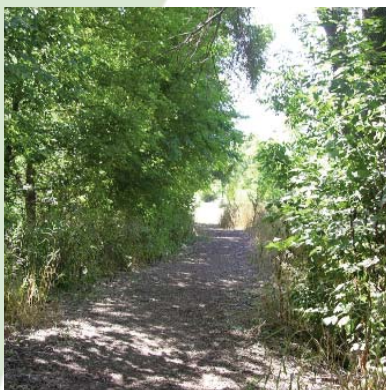
‘Greening’ Greenfield

Greenfield’s greenspaces contribute to the City’s overall quality of life and create a sense of place and identity for the community. The City should work to restore those ecosystems that have been degraded over time, such as Honey Creek, enhance those that are yet to be significantly disturbed, and promote the value of natural features and open spaces by designing a diverse, flexible, and inter-connected park system.

Future redevelopment initiatives will provide opportunities to integrate parks, open spaces, and public gathering places into the design of residential neighborhoods, office parks, and commercial centers. Incorporating unique and functional park spaces into even the most intensely developed areas of the City encourages people to spend time in those places. Furthermore, trees, open spaces, and other natural landscape features not only add to the aesthetic value of the community, but also provide benefits such as flood control, improvements in air and water quality, and energy cost savings.

Ribbons of Green

Several of the City’s natural and man-made linear landscape features represent opportunities to interconnect isolated greenspaces and to extend those connections beyond the City’s limits.



Although it is generally perceived as more of a drainage ditch than a natural stream, Honey Creek is an important resource for the City. Many years ago, the banks of this creek were lined with concrete walls to help mitigate flooding. Today, new opportunities exist to work with the Milwaukee Metropolitan Sewerage District to restore the Creek back to its natural state by removing the concrete, widening the stream channel, and stabilizing the banks with rock beds and other natural materials. Restoring this natural feature will improve the health of the creek's aquatic and riparian ecosystems, enhance the aesthetic value of the surrounding neighborhoods, provide additional opportunities for active and passive recreation, and provide added relief to the region's chronically overburdened stormwater management system. Furthermore, this corridor could someday accommodate a new recreation trail that would parallel the Oak Leaf Trail on the west side of the City.

The WE Energies Right-of-Way is a linear corridor of open space running along the entire northern edge of the City. This swath of greenspace offers a unique opportunity to develop an east-west recreation trail with connections to City schools and the Milwaukee County trail system.

Moving Forward: Six Commandments for Making it Happen

- Cultivate a proactive, entrepreneurial mindset among elected and appointed officials.
- Prioritize neighborhood revitalization initiatives based on neighborhood conditions, the timing needed of public improvements, and the ability to create the biggest market reaction.
- Reconstitute the necessary institutional and financial supports to carry out redevelopment: Community Development Authority and Tax Increment Finance.
- Develop and implement specific plans for priority neighborhoods and sites.
- Prioritize and fund key development projects that require significant public investment according to how well they conform to the recommendations in this *Comprehensive Plan*.
- Work the plan and stay the course.

Acknowledgements

Common Council

Michael Neitzke, Mayor
Linda Lubotsky, District One
Thomas Pietrowski, District Two
Karl Kastner, District Three
Donald Almquist, District Four
Shirley Saryan, District Five

Plan Commission

Michael Neitzke, Chair
Kathleen Doonan, Member, Park & Recreation
Board Representative
Douglas Dorszynski, Member
Fredrick Hess, Member
Ald. Karl Kastner, Member
Dennis Marciniak, Member
Brian Weis, Member
Christine Hallen, Alternate
Curtis Bolton, Ex-Officio, City Engineer
Robert Pups, Ex-Officio, Acting Director of
Inspection

Land Use Steering Committee

Donald Almquist	Shirley Saryan
T.J. Anderson	Joe Shircel
Steve Bauer	Chief Russ Spahn
Denise Collins	Chief Frank Springob
Kathleen Doonan	Helen Springob
Bruce Erdmann	Nancy Steinbrenner
Bob Heule	Aaron Steinle
Cindy Leranth	Steven Walter
Dennis Marciniak	Jeff Weide
Jim Podewils	Brad Wentlandt
Richard Moze	Jack Wilson
Tom Richards	
Bob Roesler	

City Staff

Charles Erickson, Director of Planning and
Economic Development
Scott Jaquish, Parks & Recreation Director
Curt Bolton, City Engineer
Robert Pups, Acting Director of Inspection
Mike Ostrowski, Planning Intern
Brian Stepp, Planning Intern

Consultant Staff

Greg Flisram, AICP, Principal Planner
Megan MacGlashan, AICP, Associate Planner
Mark Roffers, AICP, Principal Planner
Jeff Maloney, Lead Designer
Justin Yonker, Assistant Designer
Elona Kiefer, Assistant Designer
Jim Schaefer, RLS, Assistant Designer
Andy Curtiss, Cartographer
Ben Webb, GIS Analyst
Rebeccah Maskin, GIS Intern
Stephanie Robey, Communications Specialist
Ellen Hall, Communication Manager
Nicole Anderson, Planning Assistant

Vandewalle & Associates

120 East Lakeside Street
Madison, WI 53715
(608)255-3988
(608)255-0814 (Fax)
www.vandewalle.com

Table of Contents

Acknowledgements	i
Table of Contents	iii
Introduction	1
A. Purpose of this Plan	1
B. Planning Process	2
C. General Regional Context	2
D. Selection of the Planning Area	2
<i>Map 1: Metro Connections</i>	3
<i>Map 2: Jurisdictional Boundaries</i>	5
Chapter One: Issues and Opportunities	7
A. Population Trends and Forecasts.....	7
<i>Table 1: Population Trends</i>	7
<i>Table 2: Department of Administration Population Projections</i>	7
<i>Table 3: City Population Projections Based on 1990-2000 Growth Trends</i>	8
B. Demographic Trends	9
<i>Table 4: Age and Gender Distribution, 2000</i>	9
<i>Table 5: Age Trends, 1980-2000</i>	9
<i>Table 6: Education, 2000</i>	10
<i>Table 7: Income and Labor Characteristics, 2000</i>	10
<i>Table 8: Occupational Groups, 2000</i>	11
<i>Table 9: Housing Characteristic Comparisons</i>	12
<i>Table 10: Housing Occupancy Characteristic Comparisons, 2000</i>	12
<i>Table 11: Household Projections, 2005-2025</i>	12
C. Planning Districts.....	12
D. Results of Public Participation Efforts.....	14
<i>Map 3: Planning Districts</i>	17
<i>Table 12: Key Planning Issues Summary</i>	19
E. Goals, Objectives, Policies, Programs, and Recommendations	25
Chapter Two: Agricultural, Natural, and Cultural Resources.....	27
A. Agricultural Resources	27
<i>Figure 1: Prime Farmland</i>	27
B. Natural Resources	28
<i>Map 4: Natural Features</i>	31
C. Cultural Resources	33
D. Natural Resource Goals, Objectives, and Policies.....	34
E. Natural Resource Programs and Recommendations: Putting the “Green” Back in Greenfield	34
<i>Figure 2: Example of Vegetative Buffer</i>	37
<i>Figure 3: Urban Heat Island</i>	38
F. Cultural Resource Goals, Objective, and Policies	39
G. Cultural Resource Programs and Recommendations.....	39
Chapter Three: Land Use	41
A. Existing Land Use Inventory & Pattern.....	41
B. Land Use Map Categories.....	41

C.	Existing Land Use Pattern.....	42
	<i>Table 13: Existing Land Use Totals for the City of Greenfield.....</i>	<i>43</i>
	<i>Map 5: Existing Land Use.....</i>	<i>45</i>
D.	Development Trends Analysis.....	47
	<i>Table 14: Building Permits Issued, 2001-2007.....</i>	<i>47</i>
	<i>Table 15: Number of Residential Units Constructed.....</i>	<i>47</i>
	<i>Table 16: Completed Residential Developments, 1998-2006.....</i>	<i>48</i>
	<i>Table 17: Pending Residential Development, 2006.....</i>	<i>48</i>
	<i>Table 18: City Population Projections Based on 1990-2000 Growth Trend.....</i>	<i>50</i>
	<i>Table 19: Land Use Demand in Five-Year Increments.....</i>	<i>51</i>
E.	Future Land Use.....	52
F.	Land Use Goals, Objectives, and Policies.....	53
G.	Land Use Programs and Recommendations.....	54
	<i>Map 6: Future Land Use.....</i>	<i>57</i>
H.	Other Land Use Programs and Recommendations.....	61
I.	Special Interest Areas (Smart Growth Areas).....	63
	<i>Map 7: Chapman School Site.....</i>	<i>75</i>
	<i>Map 8: Layton Avenue: Greenfield's Main Street.....</i>	<i>81</i>
	<i>Map 9: Layton Avenue: Option A.....</i>	<i>83</i>
	<i>Map 10: Layton Avenue: Option B.....</i>	<i>85</i>
	<i>Map 11: Loomis Road.....</i>	<i>89</i>
	<i>Map 12: Loomis Road: Project View.....</i>	<i>91</i>
	<i>Map 13: Two-Seven Corridor.....</i>	<i>95</i>
	<i>Map 14: Key Redevelopment Site: Two-Seven Corridor.....</i>	<i>97</i>
	 Chapter Four: Transportation.....	 99
A.	Existing Transportation Network.....	99
	<i>Map 15: Existing Transportation Network.....</i>	<i>101</i>
B.	Review of State and Regional Transportation Plans.....	103
C.	Transportation Goals, Objectives, and Policies.....	105
D.	Transportation Programs and Recommendations.....	106
	 Chapter Five: Utilities and Community Facilities.....	 111
A.	Existing Utility and Community Facilities.....	111
	<i>Table 20: Park Acreage Analysis, 2006.....</i>	<i>113</i>
	<i>Table 21: School District Enrollment, 2001-2005.....</i>	<i>114</i>
B.	Utilities and Community Facilities Goals, Objectives, and Policies.....	117
C.	Utilities and Community Facilities Programs and Recommendations.....	118
	<i>Table 22: Utilities and Community Facilities Timetable.....</i>	<i>120</i>
	<i>Map 16: Community Facilities.....</i>	<i>123</i>
	 Chapter Six: Housing and Neighborhood Development.....	 125
A.	Breakdown of Existing Housing.....	125
	<i>Table 23: Housing Types, 1990-2000.....</i>	<i>125</i>
	<i>Table 24: Housing Characteristics, 2000.....</i>	<i>126</i>
	<i>Figure 4: Age of Housing as a Percent of the Total 2000 Housing Stock.....</i>	<i>126</i>
B.	Housing and Neighborhood Development Goals, Objectives, and Policies.....	127
C.	Housing and Neighborhood Development Programs and Recommendations.....	128
	<i>Figure 5: Preferred Multi-Family Residential Development Layout.....</i>	<i>129</i>
	 Chapter Seven: Economic Development.....	 131
A.	Existing Economic Development Framework.....	131

Table 25: Labor Force Characteristics, 2000.....	131
Table 26: Milwaukee County Employment Forecasts by Sector, 2006-2030.....	132
Table 27: Comparable 2000 Median Household Incomes	133
Map 17: Opportunities Analysis	137
Table 28: Strengths and Weaknesses for Economic Development.....	139
B. Economic Development Goals, Objectives, and Policies.....	141
C. Economic Development Programs and Recommendations	142
Figure 6: Preferred Indoor Retail, Service, and Community Facility Development Layout (Small to Moderate Scale)	144
Figure 7: Preferred Indoor Retail, Service, and Community Facility Development Layout (Large Scale).....	145
Figure 8: In-Vehicle Sale and Service (e.g. gas stations, fast food restaurants)	146
Figure 9: Neighborhood Business, Community Facilities, Mixed-Use.....	147
Chapter Eight: Intergovernmental Cooperation.....	149
A. Existing City Plans.....	149
B. Existing Regional Framework.....	149
C. Intergovernmental Cooperation Goals, Objectives, and Policies	152
D. Intergovernmental Cooperation Programs and Recommendations.....	153
Chapter Nine: Implementation.....	155
A. Plan Adoption	155
B. Plan Monitoring, Amendments, and Update	155
C. Consistency Among Plan Elements.....	156
D. Implementation Programs and Recommendations.....	156
Table 29: Implementation Programs and Recommendations.....	157
Appendix A: Community Survey Results.....	161
Appendix B: Konkel Park Master Plan	205

Introduction

The Town of Greenfield was originally named after the vast grasslands that were characteristic of the region's native landscape. In 1957, Greenfield was the last town in Milwaukee County to incorporate, and, at one time, extended north to Greenfield Avenue. The City has benefited substantially from its position as a first-ring suburb of Milwaukee. Encompassing 11.5 square miles, the City is situated only seven miles from downtown Milwaukee, and just minutes from the Milwaukee International Airport. The Villages of Greendale and Hales Corners and the City of Franklin border Greenfield on the south; the City of New Berlin lies to the west; the City of West Allis borders the northeastern corner; and the City of Milwaukee bounds Greenfield to the north and east. Currently a mixture of residential and commercial land uses, Greenfield continues to develop mostly through infill and redevelopment, as there is very little vacant land left in the City.

The *City of Greenfield Comprehensive Plan* will serve as an important tool to help Greenfield guide future planning and development and to capitalize on the many regional economic opportunities that surround the community.

Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission recommends that the Common Council enact an ordinance adopting the Plan as the City's official *Comprehensive Plan*.

Following Plan Commission recommendation, the Common Council holds a public hearing to discuss the proposed ordinance adopting the *Plan*. Copies of the public hearing draft of the *Plan* are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the Plan as the City's official *Comprehensive Plan*.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the plan's recommendations.

A. Purpose of this Plan

The purpose of this *Plan* is to help guide local decision-making by:

- Identifying areas appropriate for development, redevelopment, and preservation over the next 20 years;
- Recommending types of land use for specific areas in the City;
- Identifying needed transportation and community facilities to serve the City's growing population; and
- Providing detailed strategies to implement recommendations.

This *Comprehensive Plan* is being prepared under the State of Wisconsin's comprehensive planning legislation contained in §66.1001, Wisconsin Statutes. The *Plan* is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing (e.g. *Transportation, Land Use, Economic Development*) and then presents an outline of the City's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented at the end of each chapter.

The final chapter of the document (*Implementation*) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

B. Planning Process

The State of Wisconsin's comprehensive planning legislation describes how a comprehensive plan must be developed and adopted (see sidebar on previous page). After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Most programs or actions undertaken by the City after 2010 that affect land use will have to be consistent with this *Plan*. These programs or actions include zoning and subdivision ordinances and official mapping.

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. An extensive process of citizen review and approval was critical to the planning process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as public workshops and meetings.

On February 23, 2006, at the outset of this planning process, the Common Council adopted the public participation plan (Resolution #3170) to ensure that this *Plan* accurately reflects the vision, goals, and values of its residents. This public participation plan reflects the dedicated commitment of Greenfield's Land Use Steering Committee, Common Council, Plan Commission, and City staff, to continue to incorporate input from local citizens, community and special interest groups, and representatives from neighboring jurisdictions throughout the planning process. Due to this extensive public participation process, the recommendations of this *Plan* are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

C. General Regional Context

The City of Greenfield is located in Milwaukee County less than six miles west of Lake Michigan and bordered by the City of Milwaukee on the north and east, the Villages of Hales Corners and Greendale and the City of Franklin on the south, the City of New Berlin on the west, and the City of West Allis to the north. The City is located along one of the most heavily traveled transportation arterials in Wisconsin. Map 1, Metro Connections, illustrates the City's regional context.

D. Selection of the Planning Area

The planning area primarily includes the City's corporate limits. However, this planning process also takes into consideration the plans, land uses, policies, and issues of the City's neighboring communities. Map 2 depicts the City of Greenfield's municipal boundaries and identifies the surrounding jurisdictions. Map 2 also identifies the locations of the Special Interest Areas first specified in the City's 1992 Comprehensive Land Use Plan. These special interest areas are discussed in detail in Chapter 3: Land Use.

Map 1: Metro Connections

Map 2: Jurisdictional Boundaries

Chapter One: Issues and Opportunities

This chapter of the *Plan* contains pertinent demographic trends and background information for the City. This information provides an understanding of many of the trends currently influencing growth and development in the City of Greenfield. This chapter includes population, household, employment, age distribution, education and income characteristics and forecasts. It also includes a section on overall goals, objectives, policies and programs to guide the future preservation and development in the City over the 20-year planning period. Data used in this chapter is from the 2000 U.S. Census of Population and Housing, and the Wisconsin Department of Administration.

A. Population Trends and Forecasts

Over the last ten years, the City of Greenfield has experienced moderate population growth. Table 1 compares the City of Greenfield's population trends over the past thirty years with several neighboring communities and the County. Between 1990 and 2000, the City experienced a 6.2 percent increase in population. In contrast, three of five municipalities that surround Greenfield experienced moderate declines in population during this same time period. The City of Greenfield's estimated 2005 population was 36,136 residents according to the Wisconsin Department of Administration (DOA).

Table 1: Population Trends

	1970	1980	1990	2000	Percent Population Change 1990-2000
City of Greenfield	24,424	31,353	33,403	35,476	6.2%
City of Milwaukee	717,372	636,295	628,088	596,974	- 4.9%
City of West Allis	71,649	63,982	63,221	61,254	- 3.1%
City of New Berlin	26,910	30,529	33,592	38,220	13.7%
Village of Hales Corners	7,771	7,110	7,623	7,765	1.8%
Village of Greendale	15,089	16,928	15,128	14,405	- 4.7%
Milwaukee County	1,054,249	964,988	959,275	940,164	-1.9%

Source: U.S. Census Bureau, 1970-2000

Table 2 shows the City's projected population in five-year increments through the year 2025. Based upon these forecasts, the City of Greenfield's population will be 41,406 by the year 2015 and 45,316 by the year 2025, reflecting a substantial growth rate (roughly 15 percent over the next ten years).

Table 2: Department of Administration Population Projections

	2000	2005*	2010	2015	2020	2025
City of Greenfield	35,476	36,136	39,257	41,406	43,617	45,316
City of Milwaukee	596,974	602,692	608,542	616,468	623,608	622,738
City of West Allis	61,254	62,078	62,928	64,006	65,051	65,238
City of New Berlin	38,220	39,404	40,333	41,265	42,228	43,535
Village of Hales Corners	7,765	8,019	8,284	8,586	8,894	9,091
Village of Greendale	14,405	14,307	14,200	14,128	14,032	13,737
Milwaukee County	940,164	956,478	973,363	993,969	1,014,293	1,021,406

Source: U.S. Census Bureau, 2000; Wisconsin Department of Administration, 2005

* Population estimate, Wisconsin Department of Administration, 2005

However, an analysis of historic population change indicates that the City's growth rate has been considerably lower than the DOA is projecting it to be in the next 20 years (6.2 percent between 1990 and 2000). This is likely due, in large part, to the dwindling supply of vacant land in the City, a variable that the Department of Administration does not take into consideration when preparing population projections. To be sure, population growth in the City will be dependent upon many factors, including, but not limited to, the extent and nature of redevelopment efforts, market conditions, and changes in the City's residential density policies.

The City's 1992 Comprehensive Land Use Plan used Department of Administration population projections to forecast growth out to 2010. This updated *Plan* does not include any additional detailed population analyses. As part of the City's 1999 Comprehensive Outdoor Recreation Plan, population projections were prepared using an analysis of remaining vacant lands in the City. It was assumed that existing residential development densities would remain constant over the next 20 years. The results of this build-out analysis indicated that the City's future population would cap at approximately 39,238 persons. Recent planning efforts suggest, however, that in the coming years the City's policies may change to accommodate denser residential development. In addition, this *Plan* includes detailed recommendations for the significant redevelopment of key areas in the City, which will likely lead to increases in residential development opportunities that were not accounted for in the 1999 build-out analysis.

For the purposes of this *Plan*, population change over the next twenty years are based on the assumption that the City's 1990-2000 growth rate (6.2 percent) will continue through the next 20 years. Table 3 indicates that these assumptions yield a 2025 population of 41,071, which is slightly higher than the projection used in the City's 1999 Recreation Plan because it accounts for moderate increases in residential development densities and redevelopment strategies. However, as opposed to the DOA's projection of 45,316, this number is more representative of the City's recent growth trends, and more realistic in terms of how much additional growth can ultimately be accommodated within the City's boundaries. If these same assumptions, the City's 2030 population is projected to be 42,429

Table 3: City Population Projections Based on 1990-2000 Growth Trends

	2000*	2005**	2010	2015	2020	2025	2030
City of Greenfield	35,476	36,136	37,330	38,524	39,798	41,071	42,429

* U.S. Census Bureau, 2000

** Wisconsin Department of Administration, 2005 population estimate

B. Demographic Trends

Age and Gender Distribution

The City of Greenfield's demographic data from the year 2000 is presented in Table 4. These data suggest that the City of Greenfield's population is slightly older than many of the surrounding communities and the County. Furthermore, demographic trends indicate that the City's median age has increased from 37.5 in 1990 to 41.7 in 2000. According to Table 5, the proportion of residents over the age of 65 has also increased from 10.2 percent in 1980 to 20.5 percent in 2000. The current proportion of school-age children residing in the City is lower than that of the surrounding communities and the County.

Table 4: Age and Gender Distribution, 2000

	Median Age	Percent under 18	Percent over 65	Percent Female
City of Greenfield	41.7	18.9%	20.5%	53.1%
City of Milwaukee	30.6	28.6%	10.9%	52.2%
City of West Allis	37.8	21.5%	17.2%	50.9%
City of New Berlin	39.8	24.8%	12.7%	50.8%
Village of Greendale	43.6	22.4%	20.1%	52.9%
Village of Hales Corners	41.0	22.1%	18.5%	52.3%
Milwaukee County	33.7	26.4%	12.9%	52.1%

Source: U.S. Census Bureau, 2000

Table 5: Age Trends, 1980-2000

	Percent over 65 1980	Percent over 65 1990	Percent over 65 2000
City of Greenfield	10.2%	17.1%	20.5%

Source: U.S. Census Bureau, 1980-2000

Educational Attainment

Educational attainment is one variable that is used to assess a community's labor force potential. According to 2000 Census data, 85 percent of the City's population ages 25 and older have attained a high school degree or higher. This is higher than the City of Milwaukee (74.8 percent), the City of West Allis (82.7 percent), and Milwaukee County (80.2 percent). However, it is lower than the Village of Greendale (91.3 percent).

It is important to understand that the Village of Greendale developed as a true "bedroom" community in the 1930s. By design, the Village was intended to cater to white-collar workers who would commute to downtown Milwaukee. Both Hales Corners and New Berlin are suburban communities that also catered to employees commuting to white-collar jobs in the region. Greenfield is ideally positioned within a close proximity to both blue- and white-collar employment opportunities and with a range of housing choices to meet the needs of different socio-economic groups.

Table 6: Education, 2000

	High School Graduates	Bachelor's Degree or Higher
City of Greenfield	85.0%	20.2%
City of Milwaukee	74.8%	18.3%
City of West Allis	82.7%	16.4%
City of New Berlin	92.4%	36.8%
Village of Greendale	91.3%	35.6%
Village of Hales Corners	90.7%	35.0%
Milwaukee County	80.2%	23.6%

Source: U.S. Census Bureau, 2000

Income and Labor Data

Table 7 presents income and labor characteristics for the City of Greenfield and the surrounding communities. According to 2000 U.S. Census data, the City's median household income was \$44,230. This is higher than the median household income reported for the entire County (\$38,100). The City's per capita income was \$23,755 which is slightly below the average for the surrounding municipalities but higher than that of Milwaukee County.

The per capita income is defined as the total personal income, divided by the total population. This is used as a used as a measure of the wealth of the population, and indicates that Greenfield residents fare better than the historically blue-collar communities but is still below the historically white-collar communities.

Table 7: Income and Labor Characteristics, 2000

	Median Household Income	Per Capita Income	Percent in Labor Force	Percent Unemployed
City of Greenfield	\$44,230	\$23,755	66.5%	2.1%
City of Milwaukee	\$32,216	\$16,181	63.9%	6.0%
City of West Allis	\$39,394	\$20,914	67.1%	3.0%
City of New Berlin	\$67,576	\$29,789	72.2%	2.1%
Village of Greendale	\$55,553	\$28,363	64.3%	1.8%
Village of Hales Corners	\$54,536	25,354	70.6%	2.1%
Milwaukee County	\$38,100	\$19,939	65.4%	4.5%

Source: U.S. Census Bureau, 2000

A community's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 census data, 66.5 percent of City residents aged 16 and older were included in the labor force. The percentage of the City's labor force employed by sector in 2000 is shown in Table 8. Nearly one-fifth of the labor force is employed in the Manufacturing sector, and another fifth in the Educational, health, and social services sector.

Table 8: Occupational Groups, 2000

Occupational Group	Percentage of Labor Force
Manufacturing	19.8%
Educational, health, and social services	19.6%
Retail trade	13.2%
Finance, insurance, real estate, rental, and leasing	9.1%
Professional, scientific, management, administrative, and waste management services	8.3%
Arts, entertainment, recreation, accommodation, and food services	7.3%
Transportation, warehousing, and utilities	5.5%
Construction	4.3%
Other services (except public administration)	4.0%
Wholesale trade	3.9%
Information	2.4%
Public Administration	2.4%
Agriculture, forestry, fishing, hunting, and mining	0.2%

Source: U.S. Census Bureau, 2000

Household Characteristics

Tables 9 and 10 present housing characteristics for the City of Greenfield as compared with several surrounding communities and Milwaukee County. A household, as defined by the U.S. Department of the Census, "includes all the people who occupy a housing unit as their usual place of residence." A housing unit is defined as "a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall." In Table 10, a housing unit is considered owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged and not fully paid for. A housing unit is vacant if not one is living in it at the time it is counted. Units temporarily occupied at this time entirely by people who have a usual residence elsewhere are also classified as vacant. Single-family units are those structures that have only one housing unit within them. A structure is defined as a separate building that either has open space on all sides or is separated from other structures by dividing walls that extend from ground to roof.

In 2000, Greenfield's household size was slightly lower than the City of Milwaukee, Milwaukee County, and the Village of Greendale. The City also had a slightly higher percentage of single-occupant households than the City of Milwaukee, Milwaukee County, and the Village of Greendale. The City's average household size has decreased from 2.36 persons in 1990 to 2.20 in 2000. Household projections, prepared by the Wisconsin Department of Administration, suggest that there will be approximately 26 percent increase in households over the next 20 years (Table 11). These numbers can be used to help predict the future housing unit demand in the City. In essence, as household sizes decrease, more housing units will be needed to meet the housing demands. They may also indicate that there is a need for housing choices for single wage earners, dual-

income/no kids (DINK) households, and empty-nester households. More information on the City's housing characteristics is provided in Chapter Six: Housing and Neighborhood Development.

Table 9: Housing Characteristic Comparisons

	Total Housing Units	Total Households	Average Household Size	Average Assessed Value*	Median Rent
City of Greenfield	16,203	15,697	2.20	\$168,700**	\$659
City of Milwaukee	249,225	232,188	2.50	\$133,100	\$527
City of West Allis	28,708	27,604	2.19	\$133,762	\$571
City of New Berlin	14,921	14,495	2.62	\$245,000	\$830
Village of Greendale	6,165	6,011	2.38	\$218,000	\$662
Village of Hales Corners	3,376	3,260	2.35	\$174,450	\$728
Milwaukee County	400,093	377,729	2.43	\$143,477***	\$555

Source: U.S. Census Bureau, 2000

*2006 assessed values provided by local assessors except where noted

**2007 value increased to \$173,500, as per City Assessor

***Department of Revenue, 2005

Table 10: Housing Occupancy Characteristic Comparisons, 2000

	Single Person Household	Vacant	Owner Occupied	Single Family Units
City of Greenfield	34.6%	3.1%	59.5%	54.9%
City of Milwaukee	33.5%	6.8%	45.3%	45.4%
City of West Allis	37.3%	3.8%	58.1%	53.3%
City of New Berlin	19.1%	2.9%	66.2%	75.7%
Village of Greendale	26.9%	2.5%	69.7%	70.7%
Village of Hales Corners	28.9%	3.5%	61.7%	60.5%
Milwaukee County	33.0%	5.6%	52.6%	50.9%

Source: U.S. Department of the Census, 2000

Table 11: Household Projections, 2005-2025

	Households 2000	Projected Households					Change 2005-2025
		2005	2010	2015	2020	2025	
City of Greenfield	15,697	16,764	17,857	18,961	20,208	21,167	26.3%

Source: Wisconsin Department of Administration, 2005

C. Planning Districts

For the purposes of this planning process, the City was divided into four "neighborhoods," as defined by the Land Use Steering Committee. These neighborhoods are illustrated on Map 3. Neighborhood boundaries were delineated by identifying those areas that were unified by a distinguishing mix of attributes, such as location, age and type of development, access to transportation routes, location within a particular school district, and the nature and presence of parks and natural resources. Based upon a combination of these attributes, each neighborhood is defined by its own unique character. In addition, residents who live in the same neighborhood generally share many of the same concerns, priorities, interests, and values as related to

the future direction of the City. Moreover, dividing the City into neighborhoods was an important step in this planning process because it allowed for a more detailed and acute analysis of the varying trends and issues in the City.

West Neighborhood

This neighborhood encompasses the area west of 92nd Street, including the residential area south of I-894 and west of Forest Home Avenue. Residential development on the west side of the City is, on the whole, newer than development on the east side. The “West Neighborhood’s” most distinguishing feature is the Root River Parkway, an extensive corridor of greenspace that is owned by Milwaukee County. However, aside from this natural area, the west side of the City has limited access to neighborhood parks. The conspicuous presence of I-894 and Highway 100 also significantly affects the character of the “West Neighborhood.” A number of redevelopment and infill development opportunities are located on the west side of the City, in particular the Allis Chalmers and Budget Cinema sites. In addition, this neighborhood is located in a separate school district (Whitnall School District) than the eastern two-thirds of the City (Greenfield School District), which tends to separate west-side residents. This comprehensive planning process gives the City an opportunity to better articulate a future vision for this area and to identify ways to more fully integrate the “West Neighborhood” with the central and eastern neighborhoods.

Central Neighborhood

The “Central Neighborhood” encompasses the area roughly east of 92nd Street, west of 60th Street on the north side of I-894, and west of Loomis Road on the south side of I-894. This neighborhood functions as the commercial, civic, and residential crossroads of the City. The “Central Neighborhood’s” most distinguishing features are the City Hall and Konkel Park, the City’s most extensively used community park. Layton Avenue and 76th Street, located in the heart of the “Central Neighborhood,” are two of the City’s most significant commercial corridors. In recent years, a number of planning efforts have been undertaken in the “Central Neighborhood” to enhance its overall aesthetic appeal. However, future efforts should focus on addressing the *character* of development along the neighborhood’s most prominent transportation corridors, such as 76th Street, Forest Home Avenue, Layton Avenue, and I-894. A number of redevelopment and infill opportunities are located in the “Central Neighborhood,” including the Spring Mall site across the street from City Hall. Furthermore, the area immediately surrounding Konkel Park has the potential to emerge as the City’s community/civic center.

Northeast Neighborhood

The “Northeast Neighborhood” encompasses the area north of I-894 and east of 60th Street. The character of this neighborhood is influenced by the City’s erratic municipal boundaries. However, the neighborhood’s proximity to Alverno College and St. Luke’s Hospital, as well as other large employment centers to the north, has had a positive impact on the character and integrity of this area of the City. Currently, significant redevelopment opportunities exist in the interchange areas along I-894. This comprehensive planning process focuses on identifying ways to maintain the cohesiveness of the “Northeast Neighborhood” by enhancing communication and cooperation with the City of Milwaukee and guiding redevelopment efforts. Future development initiatives should leverage the neighborhood’s proximity to significant employment opportunities, the airport, and downtown Milwaukee.

Southeast Neighborhood

The “Southeast Neighborhood” encompasses the area south of I-894 and east of Loomis Road. Like the “Northeast Neighborhood,” this area of the City offers immediate access to downtown Milwaukee, Mitchell International Airport, and Lake Michigan and functions as a significant gateway into the community. Over the years, the character and quality of the “Southeast Neighborhood” has been compromised by development along 27th Street. This planning process should help to establish a vision and identity for the area. Furthermore, the City should focus on finding opportunities to leverage the neighborhood’s proximity to downtown Milwaukee and the airport.

D. Results of Public Participation Efforts

Community Survey

In May 2006, a community survey was mailed to a random sample of households (over 3,500) in the City. The City provided a return address and funded the return postage. Copies of the survey were also available at the City Hall, public library, and on the City's website. An abbreviated version of the survey was also available for residents to fill out at the City's annual Dan Jansen Fest, held at Konkel Park. Residents who attended any of the four neighborhood workshops associated with this planning process also had an opportunity to pick up or fill out the survey at the workshop.

The survey was intended to gauge public opinion on a variety of issues that were addressed throughout the comprehensive planning process. The number of surveys returned was 291, a response rate of less than eight percent. Because the response rate was low, it should be recognized that the information provided by respondents is not likely to be representative of the entire community. A complete list of survey responses is located in Appendix A. Following is a summary of the results.

- 41% of respondents reported that an “affordable house or lot” was one of their top three reasons for choosing to live in Greenfield.
- In general, respondents considered most services in the City to be either “good” or excellent.”
- 15% of respondents thought that employment opportunities in the City are “poor”; 37% think they are “fair”; 21% think they are “good”; and 3% think they are “excellent.”
- 23% of respondents reported a desire to see more industrial jobs in the City in the future.
- Respondents reported that the top three priority issues that the City should be addressing are maintaining property values, fiscal management, and street maintenance and reconstruction.
- 77% of respondents felt that shopping opportunities were well placed in the community.
- 71% of respondents felt that the City has an adequate sidewalk system.
- 31% of respondents felt that the Greenfield should be a full-service City where nearly all work, shopping, service, housing, health care, and educational needs can be met; 44% felt that Greenfield should be a fairly diverse community with some commercial, job, and housing opportunities; and 18% felt that Greenfield should be a suburban “bedroom” community for Milwaukee; that is, a primarily residential community with few industries and limited commercial services.
- 66% of respondents would like to see more single-family housing in the City; 8% would like to see more apartments in the City.
- 43% of respondents would like to see more neighborhood retail uses, such as small hardware store, convenience store, bakery, or video store in the City; 12% would like to see more hotel, motels, and other highway commercial uses.
- 78% of respondents support additional landscaping requirements for nonresidential buildings; 73% support improved architectural design standards for new nonresidential buildings.
- 63% of residents support street tree requirements in residential neighborhoods; 8% support narrower streets in residential neighborhoods; and only 3% support alleys in residential neighborhoods.
- The majority of respondents felt that either 76th Street or Layton Avenue was the “main street” of Greenfield.
- 80% of respondents felt that the City should require sustainable building/construction practices.
- 42% of respondents felt that Greenfield's image/identity was “good”; 41% felt that it was “fair.”

- 6% of respondents felt that the City should be “somewhat proactive” in creating economic development opportunities, involving itself selectively in redevelopment and keeping direct public investment to a minimum; 30% felt that the City should be very proactive, aggressively partnering with the private sector to redevelop parts of the City.
- 59% of respondents felt that the City should be “very active” in engaging surrounding communities on topics of mutual concern.
- 51% of respondents encouraged the City to assist in the development and construction of a recreational trail in the WE Energies right-of-way.
- 41% of respondents felt that the City should not engage in any additional efforts to maintain the Root River Parkway, and that the County should be responsible for all management and improvements.
- 58% of respondents felt that the City should cooperate with the Milwaukee Metropolitan Sewerage District to return the Honey Creek to a natural-appearing feature, and assist with flood management.

Map 3: Planning Districts

Key Planning Issues Exercise

The planning consultant surveyed both the Steering Committee and the City Department Heads (in separate meetings) regarding their perceptions of key planning issues in the City and the role those issues may play in the future growth and development of the City. Table 12 presents a summary of the issues identified by this process.

Table 12: Key Planning Issues Summary

Issue	Steering Committee	Department Heads
Community Character	<ul style="list-style-type: none"> There is no specific feature that defines the City. The City is taking steps to improve appearance with a joint street project with Greendale. Decision makers are demanding in a positive way for the City. The interstate and highway systems segment our community. School districts are a major divider. Older areas are in need of code compliance enforcement and infrastructure improvements. Diversity, rather than any central feature, characterizes Greenfield. 	<ul style="list-style-type: none"> Greenfield lacks an identity. Appearance of poorly maintained infrastructure. Current development does not meet the expectations of the community. City and County park system conveys positive image for Greenfield.
Land Use	<ul style="list-style-type: none"> There seems to be a positive balance between commercial, residential, and recreational land use. Milwaukee has no plan for the southwest section of the city, which intertwines with Greenfield. Commercial uses are too numerous. There are too many areas of conflicting land uses. Redevelopment of residential areas into intensive land uses is a concern. 	<ul style="list-style-type: none"> City needs to be a leader in redevelopment efforts. Need for active park lands west of 76th Street; Need for pedestrian/bicycle connections throughout City. Need to eliminate “hodge-podge” development pattern throughout City.
Development Pace	<ul style="list-style-type: none"> The pace of housing seems adequate. Many commercial entities have skipped Greenfield and gone south to Franklin, Oak Creek, and New Berlin. Pace of development in surrounding communities is an asset to Greenfield. Milwaukee has no plan for the southwest section of the City, which intertwines with Greenfield. Our east side areas are a mess. 27th Street is prime for a TIF. Spring Mall needs major renovation. 	<ul style="list-style-type: none"> Pace is brisk and manageable. City needs to take a proactive role in redevelopment efforts. City must encourage a positive environment for development. Need destination-type development. Encourage positive environment for development.

Issue	Steering Committee	Department Heads
Environment:	<ul style="list-style-type: none"> ■ The forest behind Glenwood School on 51st Street should be preserved. ■ Root River Parkway is the largest park area in Greenfield. Need to enhance access. ■ There needs to be a bike system using roads and paths. ■ Our creeks and rivers are the key environmental features, and we must enhance them amidst park like settings. 	<ul style="list-style-type: none"> ■ Honey Creek, Root River, and Wildcat Creek are undervalued. ■ Improve access to existing green spaces. ■ Continue to encourage green space preservation/rehabilitation.
Housing:	<ul style="list-style-type: none"> ■ Greenfield has more than enough apartments. ■ Quality not quantity should be emphasized. The City has more than enough affordable housing. ■ There are older subdivisions that could benefit from some upgrades to improve their appearance and value. 	<ul style="list-style-type: none"> ■ Need more moderate priced single family housing. ■ East side of community needs rehabilitation efforts. ■ Good diversity of housing types and affordability are available in the community. ■ Investment in aging neighborhood infrastructure is needed.
Economic Development:	<ul style="list-style-type: none"> ■ City needs to maximize opportunities for high-value development. ■ The new Mayor is doing a great job in bringing in new businesses that are not in the greater Milwaukee area. ■ Number of key redevelopment around the community need to be a primary focus. ■ There is a need for major lodging providers. ■ City needs to actively pursue economic development efforts. ■ Rehabilitation of older commercial areas is needed. 	<ul style="list-style-type: none"> ■ Big opportunities at 84-92 and Layton and 108/Layton. Good opportunity at Loomis and Layton. ■ City needs to do much more to steer, direct, and foster for opportunities, such as use of TIF. ■ Attitude toward economic development is positive.
Transportation:	<ul style="list-style-type: none"> ■ 76th and Layton is the most congested area. ■ New roads bring positive results when built appropriately. ■ County government is unresponsive. ■ Problem roads and intersections need to be addressed. ■ Problems with inadequate public transportation are part of the larger shortcomings in the metropolitan transportation system 	<ul style="list-style-type: none"> ■ Relationship with Milwaukee County DOT is dreadful and WisDOT is passable ■ Traffic congestion on 76th Street and 84th/Layton is a problem. ■ City needs to improve neighborhood streets. ■ Need to be more aggressive pursuing trails and trail connection that people can navigate the City. Bikeway or trail plan needed. ■ Ensure commitment to long term improvement and maintenance plan.
Intergovernmental Issues:	<ul style="list-style-type: none"> ■ Relationship with surrounding communities appears excellent. ■ Road improvements, competing commercial development, emergency services, and library use are areas of difficulty with surrounding municipalities. 	<ul style="list-style-type: none"> ■ Relationships with neighboring communities are okay and getting better. ■ Parks and recreation offer joint programs with Greendale, Muskego, and New Berlin. ■ School district relationship ebbs and flows.

Issue	Steering Committee	Department Heads
Community Facilities & Services:	<ul style="list-style-type: none"> There are adequate and well balanced facilities. Stormwater has been better addressed in recent years. Sanitary sewers are questionable in certain areas with regard to capacity. Schools are a “money pit”; they are never good enough for their administrators. Police and fire departments are the backbone of community safety; staffing, equipment, and facilities need to be current, preferably slightly “ahead of the curve.” This also applies to our DPW. Parks seem to be underused, but a community center could enhance usage. 	<ul style="list-style-type: none"> New Law Enforcement Center and renovated library. There is a need for a community center. Park system and recreation programs are outstanding. Stormwater management is of great concern. Greenfield High School needs improvement.

Neighborhood Workshops

In May of 2006, the City held four identical Vision Workshops in each of the four neighborhood areas defined earlier in this chapter. A total of 68 people attended the Workshops.

The purpose of these workshops was to provide an opportunity for residents to identify a shared vision for the City, express concerns for their neighborhood, and to develop priorities for the *Plan*. During the workshop, participants were asked to identify and prioritize values, threats, and challenges to their neighborhoods.

Southeast Neighborhood (workshop held on 5/15/06 at Greenfield Middle School)

This neighborhood’s top values were:

- The City’s location
- Recreational opportunities
- The school system
- Municipal services
- A responsive government

This neighborhood’s top Threats/Challenges were:

- Concern over deteriorating buildings and infrastructure
- A need to improve the character of the City
- Business retention
- loss of natural areas
- The City’s aging population

This neighborhood’s top Positive Trends/Opportunities/Assets were:

- Opportunities for redevelopment within the City
- Recreational programming
- Remaining natural features
- The City’s suburban location

This neighborhood’s top Priorities were:

- Developing the downtown
- Promoting economic development
- Filling vacant commercial space on 27th Street and Loomis Road
- Reducing crime on 27th Street

Northeast Neighborhood (workshop held on 5/24/06 at Glenwood Elementary School)

This neighborhood’s top Values were:

- The City’s central location
- Access to transportation systems

- The City's "small town" feel
- Neighborhood schools
- Safety

- Range of housing opportunities
- Good neighborhood parks and recreational programming

This neighborhood's top Threats/Challenges were:

- Concern about traffic
- Intergovernmental cooperation
- The use of remaining land
- Aesthetics and community image
- High School's quality of education and facilities

This neighborhood's top Positive Trends/Opportunities/Assets were:

- The City's location
- Recreational facilities like the Oak Leaf Trail
- Opportunities for commercial and office development
- Opportunities for greater communication between the City and the School District
- Proactive leadership
- Beautification efforts

This neighborhood's top Priorities were:

- Economic development and redevelopment
- Improving bicycle and pedestrian mobility
- Maintaining green areas
- Improving the Forest Home Avenue business district

Central Neighborhood (workshop held on 5/30/06 at Greenfield City Hall)

This neighborhood's top Values were:

- The City's convenient location
- The City's "small-town" feel
- Older neighborhoods tended to be friendlier because people have been there for many years
- Good school system
- Recreational opportunities including places to walk and bicycle where there is not a lot of traffic

This neighborhood's top Threats/Challenges were:

- Monetary issues, including the inability to broaden the tax base and lack of State and Federal funding
- Conflicting land uses
- Lack of public transportation
- Road safety and maintenance
- Lack of teen-oriented activities
- Retention of teachers
- School facilities are not adequate

This neighborhood's Positive Trends/Opportunities/Assets were:

- Greenfield is a good retirement community
- Good access to recreational facilities
- Shared municipal services
- Opportunities for improved connections between natural areas and community facilities
- City leaders have been more proactive in economic development activities
- Opportunities to improve aesthetics in commercial areas

This neighborhood's top Priorities were:

- Infill development
- Greenfield High School
- Addressing tax base issues
- Land use conflicts
- Road maintenance
- Traffic concerns

West Neighborhood (workshop held on 5/31/06 at Faith Bible Church)

This neighborhood's top Values were:

- The City's location
- "small-town" feel
- City's atmosphere
- Recreational opportunities
- Diversity of housing types and land uses
- Low property taxes
- Access to amenities

This neighborhood's top Threats/Challenges were:

- Traffic
- Multiple school districts
- Over development
- A lack of community identity and sense of place
- Types of new development
- The loss of natural areas
- Declining property conditions

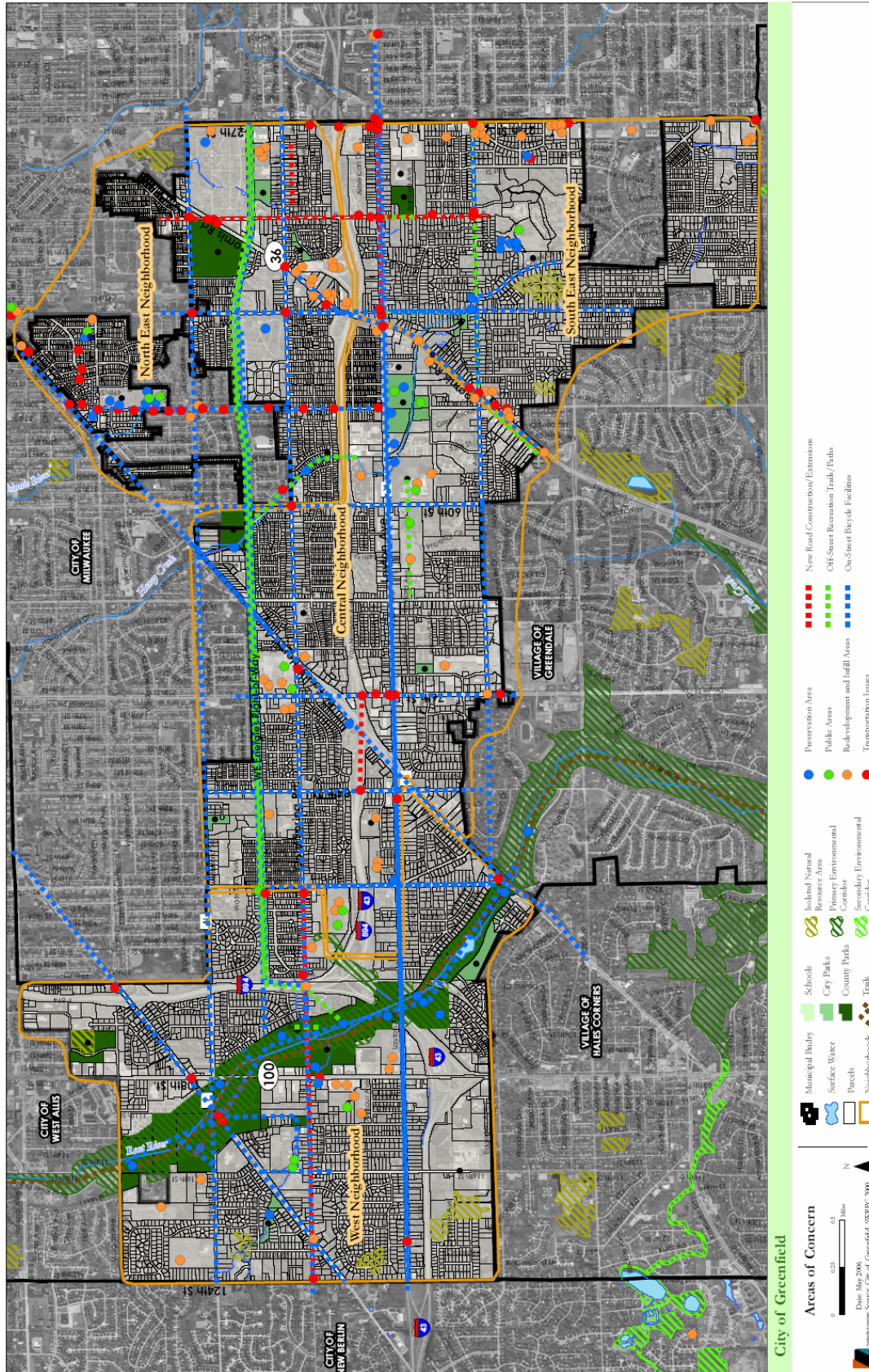
This neighborhood's Positive Trends/Opportunities/Assets were:

- WE Energies right-of-way provides an opportunity for an east-west bicycle trail through the City
- Opportunities for better municipal services
- Opportunities for senior-related amenities
- Opportunity to manage development through the Plan Commission
- The Whitnall School District contributes to high property values

This neighborhood's top Priorities were:

- Maintaining low residential densities
- Maintaining or reducing taxes
- Eliminating crime pockets
- Commercial and residential property maintenance

Figure 1: Composite Results of Neighborhood Workshop Mapping Exercise



Draft Open House & Public Hearing

In April 2007, the City conducted two public open houses to present a public review version of the draft *Plan*. The Land Use Steering Committee then recommended changes to the *Plan* based on public comment received at these open houses. Following the Steering Committee's recommendation and that of the City Plan Commission, the City Council conducted a final public hearing on the *Plan*, per legislative requirements, before adopting it.

E. Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Common Council members, residents, and other interested groups and individuals for the next 20+ years.

Goals, objectives, policies, programs, and recommendations are defined below:

Goals are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.

Objectives more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.

Policies are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.

Programs are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

City of Greenfield Overall Goals

- *Preserve and enhance natural features, ecological systems, and historic sites in the City for the benefit of current and future residents and visitors.*
- *Preserve and promote the City's cultural and historical features.*
- *Move toward a more ordered and organized land use pattern that establishes a unique identity for the City, helps maintain property values, preserves the community's predominately residential character, encourages well-planned and attractive development, and concentrates land uses into distinguishable districts and areas of activity.*
- *Develop a safe, efficient, and convenient transportation system that meets the needs of all residents.*
- *Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the City to encourage alternative modes of transportation and a healthy, active lifestyle for all residents.*
- *Maintain the quality of life in the City by providing a range of exceptional community services, facilities, and utilities.*
- *Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas to enhance the health and welfare of City residents and visitors. Such facilities should accommodate special groups such as the elderly, the handicapped, and young children.*
- *Provide a variety of housing types at a range of densities, formats, and costs to accommodate the needs and desires of all existing and future residents.*
- *Attract and retain businesses that capitalize on Greenfield's regional position and exceptional transportation network; that enhance the City's character and appearance; and that are able to draw workers, shoppers, and visitors from around the region.*
- *Develop and maintain mutually beneficial relations with adjacent and overlapping governments.*

Chapter Two: Agricultural, Natural, and Cultural Resources

This chapter of the *Plan* contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection.

Summary of Natural and Cultural Resource Recommendations: Putting the "Green" Back in Greenfield

- Promote sustainable building design.
- Work with the Milwaukee Metropolitan Sewerage District to restore Honey Creek.
- Create and implement low-impact development standards.
- Promote the Root River Parkway as a "Living Classroom."
- Design and install community entryway and wayfinding signage.

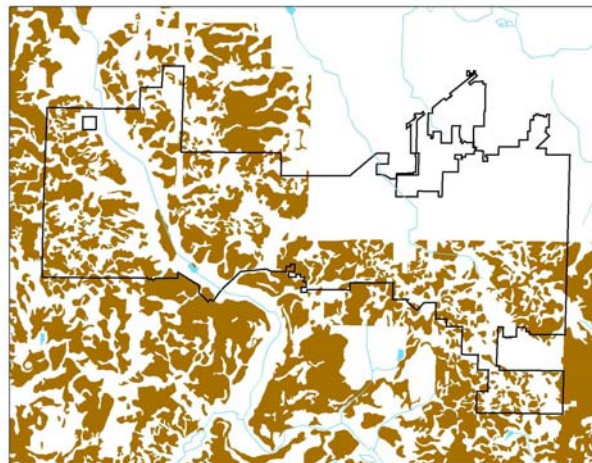
A. Agricultural Resources

Figure 1 depicts, in the shaded areas, the best farmland soils in the Greenfield area. The U.S. Soil Conservation Service identifies those soils that have the best combination of physical and chemical characteristics for producing food as Prime Farmland. In the City, 24 percent of the total land area is classified as Prime Farmland.

In addition, farmlands of statewide importance include those that are nearly prime farmland and that economically produce high yields of crops when treated and managed according to acceptable farming methods. Seven percent of soil in the City is classified as "Farmland of Statewide Importance."

Currently, no land in the City is in agricultural use. Because Greenfield is a first ring suburb of the City of Milwaukee, conversion of agricultural land to other uses occurred long ago. Furthermore, land in the City is far more valuable for development than continued farming activities.

Figure 1: Prime Farmland



Source: U.S. Soil Conservation Service

Note: white spaces indicate areas for which soil information is unavailable

B. Natural Resources

A survey of Greenfield's natural resources provides an important framework for guiding several elements of the *Comprehensive Plan*. As a land-locked, developed community, such information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, ground water protection, and other quality of life issues. Maintenance of these natural features is also important for community appearance and for the ecological functions they perform. Map 4 depicts the City's key environmentally sensitive areas, some of which are described in more detail below.

Landforms/Topography

The topography in the Milwaukee County region was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is generally characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. However, the topography within the City of Greenfield's municipal limits is generally uniform, with small areas of 12 percent to 20 percent slopes located in the western portion of the City.

Metallic and Non-Metallic Minerals

As a result of the area's former period of glaciation, Milwaukee County has numerous sand and gravel deposits. However, there are not any extraction activities located in Greenfield. Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit.

Environmental Corridors

Environmental Corridors in the City are shown on Map 4. Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Within the City, the most significant environmental corridor is located along the Root River. Today, these lands are part of extensive parkway that encompasses over 3000 acres of land in the Cities of Franklin, Greenfield, Oak Creek, and West Allis, and the Village of Greendale in southern Milwaukee County. This corridor contributes to local and regional flood control and resource preservation. It also provides the residents of the surrounding communities with various active and passive recreational opportunities, including biking, hiking, nature study, and picnicking.

Environmental Corridor Analysis

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridor areas normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty and should be preserved and protected in essentially natural open uses. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. As mapped by SEWRPC, environmental corridor features include:

- Lakes, rivers, streams, shorelands, and floodlands
- Wetlands
- Woodlands
- Wildlife habitat
- Areas of steep slopes
- Significant geological formations and physiographic features
- Wet, poorly drained, and organic soils
- Existing outdoor recreation sites
- Potential outdoor recreation and open space sites
- Historic sites and structures
- and Significant scenic areas and structures

General Soils Information

The Natural Resources Conservation Service groups hydrologic soil based on estimates of runoff potential. Soils are assigned to one of four groups (A,B,C, D) according to the rate of water infiltration when the soils are not protected by vegetation, are thoroughly wet, and receive precipitation from long-duration storms. This information is important for analyzing stormwater runoff issues in the City. Soil types in the City of Greenfield include:

Group A Soils: These soils are located in two very small patches in the western portion of the City, adjacent to the Root River Parkway. Soils in this group have a high infiltration rate (low runoff potential) when thoroughly wet. These consist mainly of deep, well drained to excessively drained sands or gravelly sands. These soils have a high rate of water transmission.

Group B Soils: These soils are located primarily in the west portion of the City, surrounding the Root River Parkway. Soils in this group have a moderate infiltration rate when thoroughly wet. These consist chiefly of moderately deep or deep, moderately well drained or well drained soils that have moderately fine texture to moderately coarse texture. These soils have a moderate rate of water transmission.

Group C Soils: These soils are located throughout the majority of the City. Soils in this group have a slow infiltration rate when thoroughly wet. These consist chiefly of soils having a layer that impedes the downward movement of water or soils of moderately fine texture or fine texture. These soils have a slow rate of water transmission.

Group D Soils: These soils are located in two small patches in the northwestern portion of the City. Soils in this group have a very slow infiltration rate (high runoff potential) when thoroughly wet. These consist chiefly of clays that have a high shrink-swell potential, soils that have a high water table, soils that have a claypan or clay layer at or near the surface, and soils that are shallow over nearly impervious material. These soils have a very slow rate of water transmission.

Dual groups (A/D, B/D, and C/D) are also assigned to those areas that were once wetland (having a Group D soils classification), but now have areas that are drained. The first letter in the classification identifies the existing characteristics of the drained areas. The City has two soils that are assigned to dual groups.

Group A/D Soils: These soils are located in the southwestern portion of the City, within the Root River Parkway. Soils in this group have the same characteristics as described for *Group A* above.

Group B/D Soils: These soils are scattered in areas throughout the City, but are primarily located along the Root River. Soils in this group have the same characteristics as described for *Group B* above.

Surface Waters and Watersheds

Situated only five miles west of Lake Michigan, the majority of Greenfield is located within the Root River watershed. Smaller portions of the City lie within the Menomonee River, Kinnickinnic River, and Oak Creek watersheds. The entire City is part of the Lake Michigan Drainage Basin.

There are three major water bodies in the City of Greenfield. The Root River runs north to south in the western portion of the City. Honey Creek is located in the eastern half of the City, linking up Armour, Creekwood, and Konkel parks. Honey Creek was channelized as development increased. The southern end of the Kinnickinnic River enters the City to the northeast.



Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). The State requires local regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage. In the City of Greenfield, floodplains are located along Root River and Honey Creek. The City is currently working with the Wisconsin Department of Natural Resources (DNR) and (FEMA) to update the 1978 floodplain map. That process was completed in September, 2008 on a county-wide basis and Map 4 reflects the new floodplain mapping for Greenfield. In addition, the City updated its floodplain zoning regulations to meet current State and Federal requirements.

Vegetation

Prior to European settlement, much of Milwaukee County was covered with prairies, wetlands, oak savanna, and dense forests of basswood and sugar maple. Since that time, the majority of the land has been converted to agricultural and urban land uses. Currently, the most abundant concentrations of native vegetation can be found in the Root River Parkway on the western side of the City. Most of the remaining natural areas in the region are located within the Root River Parkway, and in isolated patches of woodlands.

Rare Species Occurrences

According to the DNR, there are occurrences of aquatic and terrestrial endangered species in the northwest, northeast, and south central areas of the City, such as the Butler's Garter Snake and the Blanding's Turtle. Detailed information regarding the types of endangered animals, plants, and natural communities can be found at the DNR's website: <http://dnr.wi.gov/org/land/er/workinglists/mapsbycounty.htm>.

Map 4: Natural Features

C. Cultural Resources

Boerner Botanical Gardens

Located at 9400 Boerner Drive in Hales Corners, the Boerner Botanical Gardens is an outstanding regional asset that contains annual and perennial gardens, art and sculpture, as well as a 1,000-acre Arboretum that spans Whitnall Park and stretches along the adjoining Root River Parkway. The Boerner Botanical Gardens is part of the Milwaukee County Parks system and is designed and maintained year-round by a professional horticultural staff.

Historic Sites

There is a Wisconsin Historical marker on the grounds between City Hall and the Library. This marker notes that the City was the last municipal incorporation in Milwaukee County in 1957. Another Wisconsin Historical marker located on Forest Home Avenue and east of the Root River details the history of the Janesville Plank Road. There are also nine placards that mark the historic route of Cold Spring Road. These placards are located at intersections between Forest Home Avenue and 124th Street and also in front of several historic buildings.

The Greenfield Historical Society is located at 56th Street and Layton Avenue. Located on these grounds is one of the area's first log cabins, which has been moved from its original location on 76th Street and Cold Spring Road. This cabin was built in late 1836 by the Finan-Gabel-Bodamer family and was moved to its current site and dedicated as a museum on September 7, 1969. Also preserved on this site is the Montag-Boogk Cream City Brick Home, which was built with locally distinct Cream City brick.

Other historically significant structures on the Wisconsin Historical Society Architecture & History Inventory include several private residences, the Root River Bridge on West Layton Avenue, and the Jefferson School at 4301 South 112th Street.

The Greenfield Historical Society has attempted to call attention to existing historical properties by nominating or considering nominating several of them for designation as Milwaukee County Landmarks (a strictly honorary designation). These properties include:

- The Heinrich Stellman House (1859) 5339 W. Cold Spring Road, now a county landmark.
- The Zions Kirche (1858) and Cemetery (1846) north of 51st & Morgan Avenue, now a county landmark.
- The Leonard Weiler House (1865) 5225 W. Forest Home Avenue, now a county landmark.
- The Rudolph Franke House (1890) 4101 S. 43 Street, now a county landmark.
- The Finan-Gabel-Bodamer Log Cabin (1836) 5601 W. Layton Avenue, now a county landmark.
- The Meyrose House (1854, 1887) 3770 W. Holmes Avenue, not approved for landmark status because the exterior has been covered with narrow vinyl clapboards.
- The Meyer House (1865) 4001 S. 27 Street, not approved for landmark status because of changes to the north/south ends.
- Heinrich Lieber's Winery (1872) 5215 W. Forest Home Avenue, not nominated for landmark status because of modifications to windows and an addition to the front.
- Williamsburg Park Condominiums (1964) east of S. 51st & W. Colonial Court—the first condos built in Wisconsin—were not advanced to nomination for county landmark status because of lack of interest/support by residents.

Archeological Sites

According to the State Historical Society and local sources, there were no known archeological sites in the City as of June 2006. However, since few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance or eligibility for listing on the State or National Register of Historic Places, this inventory may not include all of the sites that might be present in the City. Few of the

sites reported to the Society or noted by local interested parties have been evaluated for their importance, or eligibility for listing on the State or National Register of Historic Places.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public.

D. Natural Resource Goals, Objectives, and Policies

Goal:

Preserve and enhance natural features, ecological systems, and historic sites in the City for the benefit of current and future residents and visitors.

Objectives:

1. Protect remnant natural and historic features in the City and incorporate them into future neighborhood plans and public and private development projects.
2. Protect surface water and groundwater quality in the City and surrounding area.
3. Cooperate with other units of government and government agencies on the protection of regional natural resources, such as the Root River and Honey Creek.

Policies:

1. Coordinate with other units of government, public agencies, and private and non-profit organizations (e.g. DNR, Milwaukee Metropolitan Sewerage District, The Nature Conservancy, SEWRPC) to restore and enhance degraded natural resource areas, such as Honey Creek. Whenever feasible, these areas should be accessible to the residents of the City either for recreation or education.
2. Cooperate with other units of government, public agencies, and private and non-profit organizations to preserve remaining wildlife habitat areas and protect the rare and endangered species that rely on these habitats.
3. Continue to acquire environmentally significant lands as funds become available. The City will also support other state, county, regional, and non-profit agencies in such efforts.
4. Wherever possible, continue to encourage development patterns that preserve natural features, including wetlands and floodplains.
5. Continue to protect the water quality of the Root River, Honey Creek, and their tributaries by retaining stormwater through requiring best management practices and high-quality stormwater management plans with all new development, encouraging low impact development strategies for stormwater management that include water conservation, rain gardens, and maximizing pervious surfaces, enforcing floodplain zoning ordinances to the greatest extent.
6. Continue to preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
7. Institute a development policy that favors the redevelopment of underutilized commercial and industrial properties over the development of previously undeveloped or unimproved land.

E. Natural Resource Programs and Recommendations: Putting the "Green" Back in Greenfield

Promote Sustainable Building Design

Building upon its name and local assets, including the Root River Parkway, it is recommended that Greenfield market itself as a leader in sustainable design and promote the construction of LEED (Leadership in Energy and Environmental Design) buildings. In recent years, cities around the country are encouraging more sustainable building practices either by requiring that all new municipal or municipally-funded buildings

achieve LEED certification, or by providing incentives for private developers who construct LEED-certified buildings. Examples of incentives for LEED certification include the following:

- Density bonuses: currently offered in cities such as Acton, MA and Arlington, VA.
- Tax or other financial incentives: currently offered in cities such as Cincinnati, OH and Pasadena, CA.
- Expedited permit review: currently offered in cities such as Gainesville, FL; Issaquah, WA; and San Francisco, CA.

In addition, a handful of cities have established ordinances *requiring* LEED certification for certain privately-funded buildings (e.g. Pasadena, CA; Pleasanton, CA; and Santa Monica, CA).

It is recommended that the City develop a green building code that institutes a combination of the approaches mentioned above: mandate LEED certification for all municipal and municipally funded (includes TIF projects that receive City assistance) buildings and offer incentives for other types of development to become LEED certified.

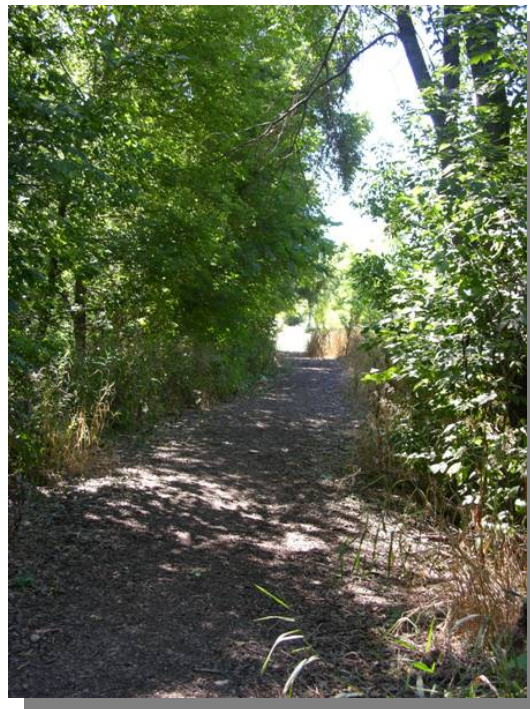
Work with the Milwaukee Metropolitan Sewerage District to restore and enhance the Honey Creek Corridor

Between 1950 and 1980, the Milwaukee Metropolitan Sewerage District (MMSD) constructed concrete walls along the banks of numerous waterways in Milwaukee County, including sections of the Kinnickinnic River, Lincoln Creek, Underwood Creek, and Honey Creek. The walls were originally installed for flood management purposes. However, in many cases, such channel modifications have done more harm than good. Therefore, in recent years, MMSD has initiated a number of projects intended to restore streams back to their natural state. The Lincoln Creek Environmental Restoration and Flood Management Project is a notable example of such efforts. Beginning in 1998, MMSD removed the concrete walls that once lined the creek, widened the creek corridor, and stabilized the banks with rock beds. Detention basins were strategically located at certain points along the creek corridor to manage stormwater overflows. Since the project was completed, the health, integrity, and aesthetic appeal of the Lincoln Creek corridor have been vastly improved.

Channel rehabilitation projects are now underway in other waterways around the greater Milwaukee region. **It is recommended that the City work with MMSD, the DNR, and other organizations such as the Urban Open Space Foundation to encourage the restoration of Honey Creek in the eastern portion of the City.** The rehabilitation of this natural resource will offer many benefits to City residents, not the least of which includes new opportunities for active and passive recreation. Following restoration, the Honey Creek corridor could accommodate a recreation trail that would parallel the Oak Leaf Trail in the western portion of the City.

Implement Low-Impact Development Standards

Low-impact development standards are intended to reduce the impact that development has on the natural environment. In practice, such standards may target a variety of issues such as water quality, air quality, and habitat preservation. Following are some examples of standards that the City should consider enforcing for future development.



Progressive Construction Site Erosion Control Practices

Construction sites generate a significant amount of sediment run-off if not managed properly. Under current state laws, erosion control plans are required for all construction sites that are larger than one acre. The City should continue to enhance and enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing displaced vegetation.

Stormwater Best Management Practices

Stormwater Best Management Practices (BMPs) aim to control the quantity and rate of stormwater run-off from individual sites by facilitating and enabling the on-site infiltration of precipitation into groundwater and/or the evaporation of water back into the atmosphere. BMPs also improve the overall quality of stormwater that eventually enters waterways. The City should continue to require that stormwater BMPs be incorporated into development proposals. Some BMPs include the following:

- *Maximizing permeable surface areas.* This technique focuses on reducing impervious footprints of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Where paved surfaces are necessary, these areas should be graded so that they drain to infiltration areas.
- *Incorporating infiltration and retention areas.* Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native/natural edge vegetation whenever possible to ensure the aesthetic and functional integrity of the site.

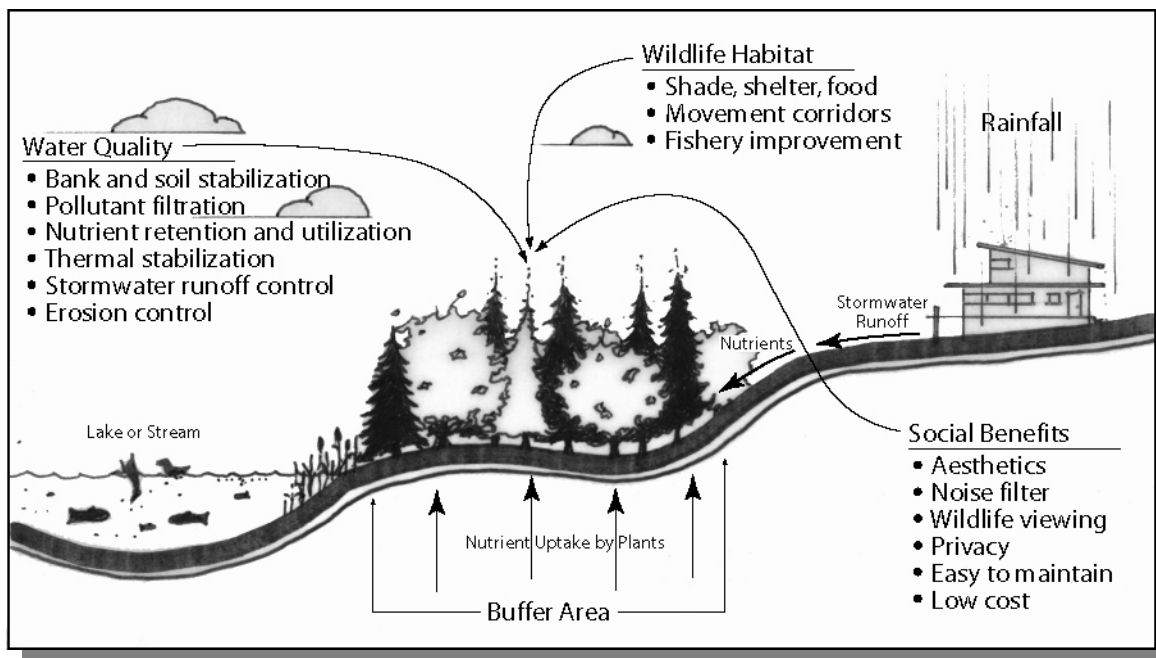
Other infiltration techniques include the following:

- Rain gardens: A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. **The City should consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting City landscaping requirements.** The Village of Johnson Creek, Wisconsin recently established rain garden standards. The community allows every square foot of rain garden to count as 0.5 of the total required landscaping points for a site.
- Rain barrels: A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground. MMSD currently sponsors a rain barrel program in which it builds rain barrels out of old pickle barrels and sells them to customers at a relatively low cost. **The City should take measures to actively promote this program.**
- Green (vegetated) roofs: Green roofs effectively act like sponges, absorbing water from rain storms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. Other benefits to green roofs include reducing the amount of stormwater entering the sewage system, absorbing air pollution, protecting the building's underlying roof material by eliminating exposure to UV radiation and temperature fluctuations, providing habitats for birds and other small animals, functioning as a more attractive alternative to traditional rooftops, reducing the amount of outdoor noise entering the building, and reducing energy costs by insulating the building from extreme temperatures (adapted from the USEPA For more information visit [<http://www.epa.gov/heatisland/strategies/greenroofs.html>]). **It is recommended that the City explore options to begin offering incentives and, in some cases requirements, for green roof installation.** Cities such as Chicago and Toronto serve as excellent examples of communities that have successfully implemented green roof incentive programs.

- **Vegetated buffer strips and berms:** Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants.

The City should seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.

Figure 2: Example of Vegetative Buffer



Site Inventory and Analysis

Encourage efficient development patterns that preserve natural resources by continuing to require that natural resource features are depicted on all site plans, preliminary plats, and certified survey maps. Resources should include wetlands, floodplains, steep slopes, drainageways, wooded areas, and mature trees. In addition, the City should continue to enforce maximum clearance or removal standards for these features and require on-site mitigation where those standards cannot be met.

Reducing the Urban Heat Island Effect

In general, urban areas maintain temperatures that are one to ten degrees warmer than their surrounding rural areas (see Figure 3). As urban areas grow and replace natural land cover with pavement and other building and infrastructure materials, temperatures increase for the following reasons:

- There is no longer natural vegetation to provide shade and to cool the air through evapotranspiration.
- Buildings and narrow streets can heat the air trapped between them and inhibit air flow.
- Waste heat from cars, air conditioners, and other sources warm the air around them.

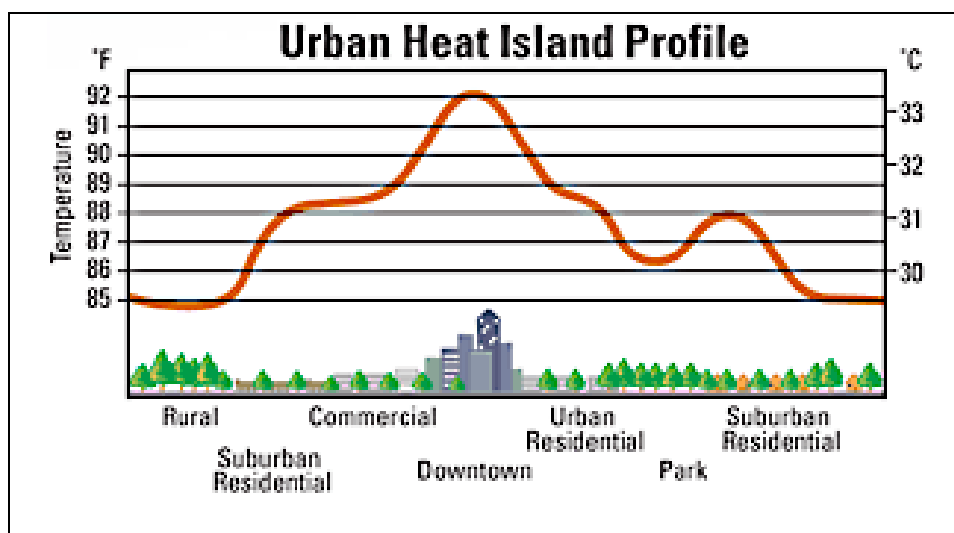
This warming effect is detrimental to human health and the environment in the following ways:

- Increases the formation of ozone, a pollutant that forms in the presence of heat.
- Increases the demand for air conditioning, which increases energy consumption, wastes money, and further increases the number of air pollutants released into the atmosphere.
- Leads to increased rates of heat-related illness and death.

It is recommended that the City take measures to minimize the urban heat island effect. Chicago's efforts in this area provide an excellent model for achieving this goal. Moreover, the City should consider the following approaches:

- Install “cool roofs”: Use roofing materials that reflect a large percentage of the sun's energy, instead of absorbing it. This includes the use of materials that are lighter in color (e.g. white or beige), as well as the installation of green roofs, which are described in more detail earlier in this Chapter. Green roofs will not only help to mitigate the heat island effect but will provide stormwater management benefits at the same time.
- Increase the number of trees and the amount of vegetation located throughout the City: Ensure that paved surfaces and buildings are shaded by trees whenever possible, and take measures to decrease the overall area of pavement used for roads, driveways, and parking lots.
- Encourage the use of paving materials that are either porous, lighter in color (e.g. light beige, white, light grey), or both.

Figure 3: Urban Heat Island



Promote the Root River Parkway as a “Living Classroom”

In a 1998 study titled “Closing the Achievement Gap: Using the Environment as an Integrating Context for Learning,” a survey was given to 40 K-12 schools in 13 states across the nation that used offsite open spaces to teach their children. Measured by the student's standardized achievement scores, the results of the survey demonstrated the positive impact that such learning opportunities have on socially disadvantaged children.

In this respect, the Root River Parkway offers significant opportunities for outdoor education, and the River and its surrounding ecosystems function as a local living laboratory for both children and adults. The City's schools, the Greenfield Recreation Department, and local community organizations and environmental groups have opportunities to enhance awareness of regional ecosystems by developing educational programs that integrate hands-on learning experiences within the Root River Parkway. The natural resource conservation and education community is strong in Wisconsin and in Milwaukee County, and Greenfield and the local school districts have access to a variety of resources for enhancing and developing educational programs. Such local resource groups may include Milwaukee County UW extension, Friends of Milwaukee's Rivers, Milwaukee River Basin Partnership, River Revitalization Foundation, Root-Pike Watershed Initiative Network, Sierra Club Great Waters Group, Trout Unlimited, 1,000 Friends of Wisconsin, the Urban Ecology Center, the Wehr Nature Center, Nature in the Parks, and Milwaukee County Parks Department.

Protect Environmental Corridors

Preserving environmental corridors provides significant ecological, recreational, and aesthetic benefits to a community. Such areas add considerably to the ecological integrity of a region, contribute to the aesthetic value of neighborhoods, offer natural stormwater management and flood control, and protect and improve water and air quality. In addition, because these environmental corridors often incorporate wetlands, steep slopes, and other specific environmental features, these areas often exhibit severe limitations to development. Existing development should be allowed to continue within mapped environmental corridors and isolated natural resource features, but additional improvements may be limited since sanitary sewer extensions to serve urban development within primary environmental corridors is not permitted by the Wisconsin DNR.

F. Cultural Resource Goals, Objective, and Policies

Goal:

Preserve and promote the City's cultural and historical features.

Objectives

1. Protect unique historic sites and buildings within the City.
2. Where feasible, incorporate historic sites into new development projects to promote awareness of these places.

Policies

1. Support community events and programs that celebrate the history and culture of the City.
2. Emphasize the value of remaining historic resource areas as community focal points.
3. Promote the preservation and enhancement of historically significant structures.
4. Cooperate with the Greenfield Historical Society to protect resources that contribute to Greenfield's character.
5. Work to establish a distinctive identity or "personality" for the City.

G. Cultural Resource Programs and Recommendations

Design and Install Community Entry and Wayfinding Markers

Because the City of Greenfield is bounded on all sides by other communities, the City's edges and entryways are difficult to identify. Marking the City's edges with distinctive entryway treatments will help to define and unify the community and will signify to visitors that they have entered a unique and identifiable place. The City's primary entryways (Layton Avenue and 27th Street and I-894 and 27th Street) should be marked by major gateway treatments, including entry signage, landscaping, themed lighting, and landmark buildings (not parking lots). Other community entryways (Layton and 124th Street, Hwy 100 and Morgan Avenue, Hwy 100 and Edgerton Avenue, 76th Street and Howard Avenue, 76th Street and Edgerton Avenue, Forest Home Avenue and Waterford Avenue, Forest Home Avenue and Edgerton Avenue, Loomis Road and Howard Avenue, and Loomis Road and Edgerton Avenue) should also be marked by some gateway treatments, such as entry signage and landscaping. Although some of these locations are already marked by signage, entryway features throughout the City should be characterized by a unified theme that ties the community together.

In addition, wayfinding signage within Greenfield will help visitors navigate the City. This signage should include directions to significant community features such as City Hall, the library, Konkel Park, the Root River Parkway, retail districts (e.g. design district), schools, and business/office parks. All City signage should be designed using a unified theme.

Chapter Three: Land Use

This chapter is intended to guide land use decision-making in the City. Long-range land use planning allows municipalities to guide development and redevelopment in a manner that maintains or improves community character and protects sensitive environmental features.

This chapter of the *Plan* contains a compilation of land use data, including maps illustrating existing land uses and recommended future land uses over the 20 year planning period. This chapter also contains a compilation of goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in the City of Greenfield.

Summary of Land Use Recommendations

- Jump-start implementation of this *Plan* by becoming actively involved in redevelopment projects.
- Pay careful attention to “place-making” features such as building scale, urban form, and land use transitions.
- Focus redevelopment efforts on key areas of the City, including 27th Street and specific sites along Layton Avenue.

A. Existing Land Use Inventory & Pattern

The City of Greenfield was the last City in Milwaukee County to incorporate in 1957. Since that time, the City of Greenfield has grown substantially. Early developments consisted primarily of residential land uses, with commercial land uses developing along the City’s major arterial roadways. Historically, land use in the City has been guided primarily by zoning and subdivision regulations that defined the type and density of development. Regulations by themselves, however, are usually not enough to guarantee well-planned development without having established an overarching “vision” for the community. Recommendations in this *Plan* are designed to comprehensively address issues of land use, development density and intensity, and community character, all in the context of a broader vision.

An understanding of the City’s existing land use pattern is the first step in planning for a desired future land use pattern (see Map 5). The existing land use inventory for this planning process was based on data from the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and was updated in the spring of 2006 with City staff input, site visits, and aerial photography.

B. Land Use Map Categories

Map 5, Existing Land Use, and Map 6, Future Land Use, organize the City’s land uses into the categories listed below. The following list includes categories for both existing and future land uses, not all categories are represented on both maps. For example, the land use category “Planned Business” is only depicted on the future land use map, as this category was not used in the City’s most recent land use inventory.

The existing land use map indicates what types of development are currently located on each parcel in the City. It is important to note that land use categorizations do not necessarily reflect a parcel’s current *zoning* designation.

- **Vacant:** open lands and vacant parcels;
- **Single Family Residential:** detached single-family residential development at densities up to approximately 4.2 dwelling units per acre;
- **Two-Family Residential/Townhouse:** two-family and detached and attached single-family residential development (duplexes, town homes, flats, row-houses, and condos), generally at densities up to eight dwelling units per acre;

- **Mixed Residential:** a variety of residential units at densities generally between eight and sixteen dwelling units per acre. Types of housing may include apartment complexes, condominiums, townhouses, duplexes, and single-family residences;
- **General Business/Office:** indoor commercial, office, community facility, and controlled outdoor display land uses, with moderate landscaping and signage;
- **Neighborhood Business/Office:** small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs;
- **Planned Business:** high-quality indoor retail, commercial service, and office buildings on sites with generous landscaping, modest lighting, and limited signage. New development and major expansions should comply with the design standards included in Chapter Eight: Economic Development;
- **Planned Office:** high-quality indoor professional offices; research, development, and testing uses; health care facilities and other institutional uses; and support uses (e.g. day care, health club, bank). New development should have generous landscaping, no outdoor storage, modest lighting, and limited signage, and should comply with the design standards included in Chapter Eight: Economic Development;
- **Planned Mixed Use:** a carefully designed blend of planned business, mixed residential, office, and/or community facility land uses. Approvals for such projects should be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development (PUD);
- **Community Facilities:** large-scale public buildings, health care facilities, schools, churches, cemeteries, and historical sites. Some smaller community facilities may be mapped in other land use categories;
- **Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage. This category would also allow office and research land uses;
- **Public Parks and Open Spaces:** publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities and other publicly-owned lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management;
- **Water:** lakes, rivers and perennial streams;
- **Woodlands:** areas covered by mature, continuous tree canopies;
- **Parking:** surface parking lots;
- **Rights-of-Way:** publicly-owned land for transportation uses, including roads, highways, and railroads.

C. Existing Land Use Pattern

The City of Greenfield encompasses 7,389 acres of land (11.5 square miles). Table 13 summarizes the existing acreage allocated to each of the various land use categories in the City.

Table 13: Existing Land Use Totals for the City of Greenfield

Land Use	Acres*	Percent
Vacant	496	6.7%
Single Family Residential	2,926	39.6%
Two Family Residential/Townhouse	109	1.5%
Mixed Residential	423	5.7%
General Business/Office	276	3.7%
Community Facilities	514	6.9%
Industrial	18	0.2%
Public Parks and Open Spaces	507	6.8%
Water	10	0.1%
Woodlands	56	0.8%
Parking	403	5.4%
Rights-of-Way	1,651	22.3%
TOTAL	7,389	100%

Source: GIS Inventory, Vandeville & Associates, 2006

* Values have been rounded to nearest whole number

Residential Development

Single-family residential development is the City of Greenfield's predominate land use (comprising nearly 40 percent of development in the City). Residential development is generally more dense on the east side of the City, with the City's overall residential density averaging roughly 4.5 homes per gross acre.

Most of the City's older residential neighborhoods are located on the eastern half of the City. The majority of these subdivisions are characterized by a traditional linear street design pattern and smaller lot sizes. Conversely, much of the City's newer development is located on the western half of the City and is characterized by a more curvilinear design in which streets and lots follow the natural contours of the land. Lots on the western side of the City are somewhat larger than those on the eastern side.

When combined, Two-Family/Townhouse Residential and Mixed Residential development accounts for just over seven-percent of land in the City. These land uses are generally clustered together at average densities of between eight and sixteen dwelling units per acre. These developments typically consist of duplexes, townhouses, apartment buildings, and condominiums. In recent years, the City has seen a substantial amount of condominium and senior-housing development.

Business and Office Development

There are approximately 276 acres in Greenfield used for general business and office development, accounting for approximately 3.7 percent of the City's land. These land uses are



concentrated along the major roadways, including Highway 100, 76th Street, Loomis Road, Layton Avenue, Forest Home Avenue, and 27th Street. The majority of the City's commercial development is located in shopping centers or strip malls, surrounded by ample parking.

Map 5: Existing Land Use

Industrial Development

Industrial uses currently account for less than one-percent of the City's land. These uses are clustered near the intersection of Loomis Road and 43rd Street and are comprised of warehousing and distribution businesses.

Other Development

Community facilities such as churches, schools, municipal facilities, and utilities account for 514 acres (6.9 percent) of the City's land. These facilities are distributed throughout the City. In addition, there are another 507 acres of public parkland and/or open space located in the City, not including recreational lands associated with the school grounds. Most of these lands are located within the Root River Parkway. More detailed information regarding community facilities is located in Chapter Five: Utilities and Community Facilities.

D. Development Trends Analysis

A review of historical land development trends provides a foundation for projecting the demand for housing and land in the future.

Table 14 presents the number and type of building permits issued within the City from 2001 to 2007. According to the City Building Inspector, for the five year period, the City issued a total of 304 residential and commercial building permits. This includes permits issued for the construction of both new buildings and additions to existing buildings. An average of 43 building permits was issued each year between 2001 and 2007. Table 15 indicates the number of new residential units constructed between 2001 and 2007. Over the last five years, an average of 90 units was constructed per year. The majority of units constructed were condominiums.

Shown another way, Table 16 indicates the number of residential developments that were completed between 1998 and 2006. These developments accounted for over 103 acres of land and added 104 single family homes, 305 condominiums, and 325 senior housing units to the City. The overall gross development density for these projects was just over seven acres, higher than the City's average historic residential densities.

Table 14: Building Permits Issued, 2001-2007

Type	2001	2002	2003	2004	2005	2006	2007	TOTAL
Residential	68	40	52	47	18	10	23	258
Commercial	4	2	7	0	16	7	10	46
Total	72	42	59	47	34	17	33	304

Source: City of Greenfield Building Inspection Department, 2008

Table 15: Number of Residential Units Constructed

	2001	2002	2003	2004	2005	2006	2007	7-Year Average
Number of Units Constructed	95	182	134	144	19	12	41	90

Table 16: Completed Residential Developments, 1998-2006

Development Name	Year Completed	Total Acreage	Number of Units			
			Single-Family	Multi-Family (Condos)	Multi-Family (Rental)	Multi-Family (Senior)
Maple Leaf	1998	24.27		160		
Gazebo	2000	7.62		54		
Westview	2001	2.53		10		
Fountain View	2002	13.38		54		
Villas at Honey Creek	2003	5.54		27		
Lexington Village	1998	6.08				120
Foxwood Crossing	2006	35.5	104			
Layton Terrace	1999	8.37				205
Total =		103.29	104	305		325

Between 1998 and 2006, the City approved, or was in the process of approving, the development of 1,158 additional residential units (See Table 17). This included 127 single-family units, 446 condominium units, and 585 senior housing units. Since 1998, no multi-family rental units have been approved or constructed, with the exception of senior-housing units. By 2006, 352 of these units had already been constructed. The majority of residential development activity was occurring on either the east or west sides of the City, with very little residential development taking place in the central portion of the City. In all, these residential developments accounted for approximately 157 acres of land.

Table 17: Pending Residential Development, 2006

				Number of Units				Total Number of Units Constructed
Development Name	Status	Year of Most Recent Activity	Total Acreage	Single-Family	Multi-family (Condo)	Multi-Family (Rental)	Multi-Family (Senior)	
Creekview	Approved Rezoning	2005	4.4	0	28	0	0	0
Garden Village	Approved PUD	2005	1.7	0	16	0	0	8
The Woodlands	Approved site plan for condo units, Approved CSM for SF units	2006	19.84	3	34	0	0	0
Orchard	Approved site plan	2006	6.38	0	46	0	0	20
Falcon Glen	Approved site plan	2006	15.42	0	166	0	0	0
Greenfield Highlands	Approved rezoning	2006	19.7	7	156	0	0	0

				Number of Units				
Development Name	Status	Year of Most Recent Activity	Total Acreage	Single-Family	Multi-family (Condo)	Multi-Family (Rental)	Multi-Family (Senior)	Total Number of Units Constructed
Woodland Ridge	some units constructed	2002	13.7	0	0	0	365	300
White Oaks II	Approved rezoning	2004	11.4	0	0	0	220	0
Lala Subdivisions	Approved Final Plat	2002	4.97	6	0	0	0	5
Zimmerman Court	Approved Final Plat	2002	2.69	6	0	0	0	5
Squire Woods	Approved Final Plat	2003	4.06	10	0	0	0	8
Aspen Trace Subdivision	Approved Preliminary Plat	2003	4.8	10	0	0	0	0
Meadows of Greenfield	Approved Final Plat	2005	4.46	6	0	0	0	0
Stonewater Subdivision	Approved Final Plat	2005	8.10	14	0	0	0	5
Winter Park Subdivision	Approved Preliminary Plat	2006	12.99	19	0	0	0	0
Carleton Pointe	Proposed	2005	6.47	7	0	0	0	0
Schum/Vjag	Approved CSM	2006	1.73	6	0	0	0	1
Granada Meadows	Approved Preliminary Plat	2006	3.0	5	0	0	0	0
Ramsey Meadows II	Approved Preliminary Plat	2006	10.84	28	0	0	0	0
Total =			156.65	127	446	0	585	352

Valuations

Land market trends indicate that land values are increasing in the City. According to the Multiple Listing Service, in 2005 the average sale price for a single-family home was \$201,100. In the summer of 2006, average sale price was up to \$205,300. Between 1999 and 2005, the State Department of Revenue reported a 51 percent increase in the total equalized value of all property in the City of Greenfield (\$1,827,458,800 to \$2,759,300,500).

Land Use Conflicts

Because the City of Greenfield developed largely via infill development, different and sometimes incompatible land uses are adjacent to one another with little or no transition or buffer. Areas where land use conflicts are most significant include the residential neighborhoods surrounding the Layton Avenue and 76th Street intersection and the residential areas abutting the 27th Street corridor. Residences located west of

Loomis Road, east of 43rd Street, and in between I-894 and Cold Spring Road are directly adjacent to one of few remaining industrial areas in the City.

Future land use recommendations presented in this *Plan* seek to minimize these types of conflicts through thoughtful planning and implementation, and through strategic redevelopment efforts.

Land Use Demand

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future land uses in a community over the planning period.

As described in Chapter One, Issues and Opportunities, for the purposes of this *Plan*, projected population change over the next twenty years is based on the assumption that the City's 1990-2000 growth rate (6.2 percent) will continue through the next 20 years. Table 18 indicates that these assumptions yield a 2030 population of 42,429. Meeting this demand will necessitate moderate increases in residential development densities brought about by selective redevelopment and infill projects.

Table 18: City Population Projections Based on 1990-2000 Growth Trend

	2000*	2005**	2010	2015	2020	2025	2030
City of Greenfield	35,476	36,136	37,330	38,524	39,798	41,071	42,429

* U.S. Census Bureau, 2000

** Wisconsin Department of Administration, 2005 population estimate

The analysis for land use demand considers several factors:

1. **2005 to 2030 population change:** For planning purposes, the City's 2030 population is projected to be 42,429, or an additional 6,293 people.
2. **Projected number of new households in 2030:** Using the City's 2000 average household size of 2.2 people per household, there will be a projected 2,860 additional households in the City by the year 2030.
3. **Total new residential land in 2030:** Based upon the average density of residential developments in the City (4.5 units/acre), the City will need approximately 636 acres of land to accommodate residential growth.
4. **Total new non-residential land in 2030:** According to the existing land use inventory conducted in the spring of 2006, the City has 276 acres of land utilized for general business/office purposes. The consultant assumed the same number of acres of land per 1,000 residents will be needed to serve the community in the future. Based upon this assumption, 8 acres per 1,000 residents will be needed in the future. This results in the need for approximately 50 additional acres by 2030—or approximately 10 acres of commercial land every five years—to meet the anticipated demand for commercial development. The City does not intend on increasing its existing quantity of industrial land uses, so for the purposes of these land use projections it is assumed that there will be no net increase in the amount of land needed for industrial uses. However, the City's 2006 Comprehensive Outdoor Recreation Plan recommends that an additional 121 acres of parkland be acquired and developed by the City over the next 20 years to serve both existing and future residents. This is roughly equivalent to an additional 30 acres every 5 years.
5. **Total New Land Demand in 2030:** The projected residential land and non-residential land were added together to determine a total land demand of 819 acres.
6. **Total New Development with Flexibility Factor:** Because the market for land is driven by various relatively unpredictable factors, and because land demand projections are based upon projected population growth, it is important to factor in an allowance for uncertainty. For the purposes of this analysis, a 10 percent flexibility factor was applied to the total land demand calculated in step five, above.

In other words, it is projected that the demand for land is likely to be somewhere between 737 acres and 901 acres by the year 2030.

Table 19 summarizes the information detailed above.

Table 19: Land Use Demand in Five-Year Increments

	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	Total 2005-2030
Projected number of new residents	1,194	1,194	1,274	1,273	1,358	6,293
Projected number of new housing units	542	542	579	579	618	2,860
Total residential acreage demand	121 acres	121 acres	129 acres	129 acres	136 acres	636 acres
Total new non-residential acreage demand	40* acres	40* acres	40* acres	40* acres	23** acres	183 acres
Total residential and non-residential land use demand	161 acres	161 acres	169 acres	169 acres	159 acres	819 acres
High land use demand (+10%)	177 acres	177 acres	186 acres	186 acres	175 acres	901 acres
Low land use demand (-10%)	145 acres	145 acres	152 acres	152 acres	143 acres	737 acres

* Determined by dividing the 121 acres of parkland that are recommended to be acquired by 2025 into 4 five-year increments (i.e. 30 acres of parkland every five years), and then adding 8 acres of commercial/office for every 1,000 additional residents

** Determined by adding 8 acres of commercial/office for every 1,000 additional residents and 9 acres of parkland for every 1,000 residents

Land Supply

The supply of land available for development mostly includes areas of the City that have been planned or approved for development, but are not yet built-out, and vacant areas within the City that have not been planned for development. At the time of this analysis, the City had approximately 496 acres of vacant land. As indicated in Table 19, the City's land demand over the next twenty years exceeds the existing supply of vacant land. However, there are many properties within the City that are currently underused and present opportunities for redevelopment. Such redevelopment sites contribute significantly to the supply of land that will be available for new development in the future and will allow the City to accommodate additional growth.

Furthermore, because there are not opportunities to annex additional land, the City must be strategic in its use of remaining vacant properties. Recent development trends indicate that the average number of residential units constructed annually over the last five years is consistent with the projected demand for housing units. However, recent residential development densities have been higher, on average, than the City's historic residential densities. This trend will need to continue if the City hopes to meet its future demand for housing.

Of the remaining vacant areas, the amount of land that is actually available for development will be determined by several other factors, including the location of certain environmental features such as wetlands, floodplains, and soils; the status and nature of land ownership; the landowner's willingness to sell their property; and a variety of other factors. As such, building limitations will need to be assessed by the developer and the City when a specific development proposal is being considered.

Supply and Demand Reconciliation

Map 6 and the policies and recommendations detailed below suggest how the City can accommodate future land use demand based upon the supply of land that is potentially available for development.

E. Future Land Use

Future Land Use Pattern

The Future Land Use map (Map 6) depicts recommended future land uses over the 20-year planning period and their location within the City. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers working in their own interests but guided by this *Plan*. In other words, this *Plan* does not automatically compel property owners to change the use of their land. Instead, Map 6 and the policies in this chapter will guide the City in its review of development proposals.

After the Land Use Steering Committee completed its review of this *Plan*, the document was forwarded to the Plan Commission for review and approval. The Plan Commission spent a considerable amount of time reviewing the future land use map. As a result, the Plan Commission identified a number of possible map revisions that were referred back to the Land Use Steering Committee for their evaluation and comments. The Steering Committee reconvened in February, 2008 for one meeting to discuss the Plan Commission's proposed map revisions. The majority of these proposed revisions was generally agreed upon by the Committee and did not warrant much discussion. However, there were four areas of the map for which a more lengthy discussion was required. These included the following:

1. In the northeastern part of the city there were four neighborhood areas that were being shown on the future land use map as Single Family Residential. At the time this *Plan* was written these areas were zoned R-4 One and Two-Family Residential. Therefore, the Plan Commission's recommendation was to show these areas as Two Family/Townhouse Residential to better reflect the existing zoning. The Two Family/Townhouse Residential future land use category is intended to include single-family homes in addition to two-family homes and attached single-family homes. Upon reviewing this proposed map revision, the Steering Committee recommended that these four areas remain in the Single Family Residential future land use category. The Plan Commission's final recommendation to the Council was consistent with the Steering Committee's recommendation.
2. At the corner of Forest Home Avenue and Morgan Avenue there were two very old structures built between 1840 and 1870 (5215 Forest Home Avenue and 5225 Forest Home Avenue). At the time this *Plan* was written, the structure at 5215 Forest Home Avenue was being used as a residence, and the structure at 5225 Forest Home Avenue was being used commercially. Both properties were zoned C-2 Commercial. The future land use map originally showed these parcels as Single Family Residential. The Plan Commission proposed revising the map to show these two parcels as Neighborhood Business instead. Upon reviewing this proposed map revision, the Steering Committee recommended changing the parcels to the Community Facilities category to better reflect the historic nature of these buildings and enhance the likelihood that they will be preserved. The Plan Commission's final recommendation to the Council was consistent with the Steering Committee's recommendation.
3. At the northwest corner of 51st Street and Layton Avenue was a vacant 1.3-acre parcel that, at the time this *Plan* was written, was zoned C-2 Commercial. The future land use map originally showed this parcel's future land use as Public Parks and Open Space. The Plan Commission recommended revising the map to show the parcel as Neighborhood Business. The parcel was being shown as future public parkland because the City's Comprehensive Outdoor Recreation Plan (CORP), adopted in 2006, recommended a future park on this parcel of land. Specifically related to this, the CORP states, "... as this section of the Layton Avenue corridor evolves, it will be important to establish and maintain connections between existing and proposed facilities at Konkell Park and the adjacent land uses, particularly the new library ...". Upon reviewing the Plan Commission's proposal to change this parcel to Neighborhood Business, the Steering Committee recommended that the Public Parks and Open Space designation be retained. The Plan Commission was not able to agree on the appropriate future land use designation for this parcel, and the final decision was referred to the Common Council.

4. At the time this *Plan* was written, WE Energies owned three parcels west of 92nd Street and south of Cold Spring Road. When combined, these parcels comprised 40+ acres of land. At the time, all three parcels were zoned R-2 Residential. The CORP included a recommendation that this area eventually be acquired as a community park and developed with both active and passive recreational amenities. The first draft of the future land use map showed these three parcels as Public Parks and Open Space to be consistent with the City's CORP (some small areas were shown as Community Facilities to accommodate the two WE Energies substations located in this area, as well as Fire Station #2). Based on an earlier Plan Commission recommendation the northern portion of this area was revised to be shown as Single Family Residential, while the southern portion remained Public Parks and Open Space. After the Plan Commission reviewed the future land use map a second time, it was recommended that the map be revised again to show the southern portion as Mixed Residential, which could include a variety of residential units at densities generally between eight and sixteen dwelling units per acre. Types of housing appropriate for areas designated as Mixed Residential include apartment complexes, condominiums, townhouses, duplexes, and single-family residences.

To assist in their consideration of this proposed map revision, the Steering Committee was updated on recent discussions that the City had with WE Energies regarding the company's interest in expanding one of their existing substation areas, and selling off approximately 20 acres of land (in the eastern portion of the area) before the year's end. The Committee also discussed the fact that WE Energies had recently discovered the presence of the Butler's Garter Snake (a Wisconsin threatened species) on their land, which would impact future development of the area and require a 400-foot buffer around areas identified as snake habitat. The western portion of the WE Energies land would not be sold or developed until it could be determined whether additional snake habitat would have to be provided.

Also discussed was Fire Chief Spahn's desire to retain additional training space adjacent to Fire Station #2 since the existing training area outside Fire Station #1 would be limited as a result of the anticipated new Library project at 5300 Layton Avenue.

After the Steering Committee learned about these details and discussed the options, the Committee's recommendation was to change the map back to what it had shown originally, with the entire WE Energies land being shown as Public Parks and Open Space (except for the segments being shown as Community Facilities). Nevertheless, the Plan Commission decided instead to show the eastern half of the area as Mixed Residential (roughly 25 acres) and show the western half as Single Family Residential (areas currently being used for the WE Energies substations and the Fire Station would remain in the Community Facilities category).

F. Land Use Goals, Objectives, and Policies

Goal:

Move toward a more ordered and organized land use pattern that establishes a unique identity for the City; helps maintain property values; preserves the community's predominately residential character; encourages well-planned, attractive development; and concentrates land uses into distinguishable districts and areas of activity.

Objectives:

1. Support land uses and development that creates a unified community identity and enhance community character.
2. Design neighborhoods that are pedestrian-oriented and are generally located within a ten-minute walk (approximately ¼ - ½ of a mile) of a public park, open space area, greenway, or neighborhood-oriented retail district.

3. Continue to enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and property values.
4. Prohibit incompatible, unplanned land uses from locating within or adjacent to residential neighborhoods.
5. Ensure that a desirable balance and distribution of land uses is achieved and maintained.
6. Provide for concentrated mixed-use development in specific areas of the City, such as along Layton Avenue, 27th Street, and Loomis Road.
7. Work to redevelop key parcels in the City that are underutilized and/or deteriorating.
8. Promote and encourage a greater mix of housing types throughout the City.
9. Maintain the existing proportions of residential to commercial development.
10. Establish attractive gateways and entryways into the community.
11. Continue to enforce quality design standards for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.
12. Work with the City of Milwaukee to establish design guidelines and consistent zoning for development along 27th Street.
13. Ensure the preservation of an adequate amount of open space, parklands, and public gathering places to satisfy the needs of existing and future residents.
14. Create and promote definable and identifiable neighborhoods organized around key public facilities, neighborhood commercial centers, schools, churches, and major streets.

Policies:

1. Ensure that all development follows the recommendations of this *Comprehensive Plan*.
2. Encourage public/private partnerships as a way to promote investments in key redevelopment and infill sites in the City.
3. Ensure logical transitions between potentially incompatible land uses. Whenever possible, avoid locating potentially conflicting land uses adjacent to each other. Where necessary, buffer potentially incompatible uses through landscaped buffers, open space uses, or less intensive uses.
4. Actively encourage/promote infill development, redevelopment, and rehabilitation opportunities.
5. Encourage increased land use densities and intensities in logical areas identified in this *Plan*, such as along the 76th Street corridor.
6. Strive for compatibility of adjacent land uses by continuing to require site plan review for the development of all land uses.
7. Continue to buffer incompatible land uses from each other through the strategic use of plant materials, decorative fences, wall, or berms.
8. Continue to require new development and redevelopment projects to include high quality building design, landscaping, and signage. Existing ordinances should be amended as needed to ensure that this policy is implemented in a fair and consistent manner and to reflect the recommendations in this *Plan*.
9. Continue to utilize the site plan review process to require that outdoor lighting of parking and storage areas be designed in such a manner that it does not shine onto adjacent properties or public rights-of-way.
10. Continue to strongly encourage shared driveway access, shared parking spaces, and coordinated site plan designs in order to avoid the creation of commercial strips.
11. Protect the visual quality of major community thoroughfares (e.g. Layton Avenue, 76th Street, Forest Home Avenue) by continuing to require all development and redevelopment along these corridors to include site plan and design review.
12. Focus neighborhood-oriented commercial uses in areas that will conveniently serve residential areas.

G. Land Use Programs and Recommendations

This section of the *Plan* is intended to guide the land use and development of the City over the next 20 years and beyond. Map 6, the Future Land Use map, presented in this chapter was based on an analysis of a variety of factors, including overall development trends, plans currently in the development process, location and

availability of vacant land, environmental constraints (soils, topography, drainage, etc.), and the location of redevelopment sites.

The Future Land Use map and the following detailed recommendations also reflect citizen input that was received at public meetings, Land Use Steering Committee meetings, and other public participation events described in Chapter One: Issues and Opportunities.

The Future Land Use map and the recommendations described below may also be used as a guide for updating the City's regulatory land use tools, such as the zoning ordinance, and should be used as a basis for all public and private sector development decisions, including rezonings, conditional use permits, subdivision development, and site plan review. In addition, this land use plan will assist the community in pre-identifying locations for parks and other community facilities.

Recommended Future Land Use Classifications

Single Family Residential

This land use designation permits groupings of detached single-family residences at densities up to roughly 4.2 dwelling units per acre. Small public community facilities such as parks, schools, churches, and stormwater facilities may also be located within this designation.

This future land use designation applies to areas of existing single-family residential development, areas that have approved plats for single-family development, and other areas that have been determined to be most appropriate for single-family residential development.

Recommended Zoning:

The City's R-1, R-2, R-2A, R-3, or R-3A zoning districts are appropriate for this land use designation.

Two-Family/Townhouse Residential

This land use designation permits groupings of duplexes and detached single-family residences and attached single-family residences with individual entries (e.g. townhouses, rowhouses, two-flats, and condos) at densities up to roughly eight dwelling units per acre. Small public community facilities such as parks, schools, churches, and stormwater facilities may also be located within this designation.

Future two-family development is planned for areas that have approved plats for two-family development and areas that have been determined to be most appropriate for two-family or townhouse development.

Recommended Zoning:

The City's R-4, R-4A, R-4B, and PUD zoning districts are appropriate for this land use designation.

Mixed Residential

This land use designation is intended to permit a variety of residential housing types, with a focus on multi-family housing and generally developed at densities between eight and sixteen units per acre. Types of housing intended for these areas may include apartment complexes, condominiums, townhouses, duplexes, and some single-family detached housing. Small public community facilities such as parks, schools, churches, and stormwater facilities may also be located within this designation.

Future mixed residential developments are planned along Layton Avenue and in other areas of the City where mixed residential uses provide a logical transition between higher intensity uses such as commercial or mixed use areas and single-family residential neighborhoods.

Recommended Zoning:

The City's MFR-1, MFR-2, MFR-3, and PUD zoning districts are most appropriate for these areas. Two-family residential zoning may also be appropriate in some instances.

Neighborhood Business/Office

This land use designation includes small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs.

Neighborhood business uses are generally planned for primarily residential areas of the City and for major intersections that abut residential areas. Generally, neighborhood businesses and offices should be strategically located within neighborhoods and should be designed to enhance neighborhood character.

Recommended Zoning:

The City's C-1, Neighborhood Commercial district is the most appropriate option.

Planned Business

This land use designation includes high-quality indoor retail, commercial service, and office buildings on sites with generous landscaping, modest lighting, and limited signage. Small public community facilities such as parks, municipal buildings, and stormwater facilities may also be located within this designation.

Planned Business uses are planned for the areas surrounding Greenfield's major roadways, such as Layton Avenue and 27th Street. Additional details on Planned Business areas are provided in the "Special Interest Areas" section later in this chapter.

Recommended Zoning:

The City's C-2, Community Commercial; C-3, Highway and Commercial Service Business; C-4, Regional Business; and C-5, Freeway Business districts are generally the most appropriate options.

Planned Office

This future land use designation includes high-quality indoor professional offices; research, development, and testing uses; health care facilities and other institutional uses; and support uses (e.g. day care, health club, bank). New developments should have generous landscaping, no outdoor storage, modest lighting, limited signage, and should comply with the design standards included in Chapter Eight: Economic Development.

Planned Office uses are planned for the areas east and west of the Root River Parkway, along Layton Avenue (Root River Parkway Business Center). Other future locations for Planned Office are along Loomis Road. For more details on these areas, see the "Special Interest Areas" section of this chapter.

Recommended Zoning:

The City's O, Office and Professional Services and BP, Business Park districts are appropriate for this land use designation.

Map 6: Future Land Use

General Industrial

This future land use designation includes indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage. This category may also allow office and research land uses.

General Industrial uses are planned for two small areas on Loomis Road, north of Cold Spring Road where these uses existed at the time this *Plan* was written.

Recommended Zoning:

The City's M-1 Light Manufacturing District is appropriate for this land use designation.

Planned Mixed Use

This land use designation includes a carefully designed blend of planned business, mixed residential, planned office, and/or community facility land uses. Approvals for such projects should be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Planned Mixed Use areas are intended to be vibrant places that should function as community gathering spots.

It is recommended that the City pursue the development of mixed-use areas in many locations throughout the City, and primarily along Layton Avenue, 27th Street, 76th Street, and Loomis Road. For more details on these areas, see the “Special Interest Areas” section of this chapter.

**Recommended Zoning:**

The best option for the future zoning of land in the Planned Mixed Use areas is the Planned Unit Development zoning district. This district allows for a mix of land uses and provides for flexibility in layout, in exchange for superior design. The rezoning of an area to PUD is contingent upon the City's approval of a specific plan for the project.

A second option is for the City to create a new zoning category to establish standards that would be unique to mixed-use developments.

The third and least desirable option is for the City to apply a patchwork of traditional zoning districts (C-2, O, MFR-2, R-4A) to areas designated for mixed use. However, achieving a desirable district character would be more difficult using this approach.

MIXED USE CENTERS

Mixed Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services. Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street

Typical Mixed Use Center Land Uses:

- Multiple family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store



A Retail/Residential Above



B Retail/Office Flex Space



C Retail



D Multi-Family Residential



E Office/Residential Above



F Gas Station - 2nd Floor Office - Fuel Pumps in Back



Vandewalle & Associates
Madison, Wisconsin

Community Facilities

This land use designation is intended to permit large-scale public buildings, health care facilities, schools, churches, cemeteries, and historical sites. The Future Land Use map generally shows existing locations of such facilities. Future community facilities may be located in areas planned for mixed-use, residential, business, or office uses, where appropriate.

Recommended Zoning:

The City's I, Institutional zoning district is appropriate for these land uses.

Public Parks and Open Spaces

This land use designation is intended to permit public playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities and other publicly-owned lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management.

Public Parks and Open Spaces are planned for areas throughout the City. For more detailed recommendations related to these land uses, see Chapter Five: Utilities and Community Facilities and the City's 2006 Comprehensive Outdoor Recreation Plan.

Recommended Zoning:

The City's PR, Park and Recreation; FW, Regional Floodway; FF, Regional Flood Fringe; GFP, General Floodplain; and SW, Shoreland-Wetland zoning districts are appropriate for this land use designation.

H. Other Land Use Programs and Recommendations

Become Actively Involved in Redevelopment Projects

In order to jump start the implementation of this *Plan*, **the City will need to consider becoming actively involved in helping to assemble and/or redevelop key sites within the City.** In some cases, the City's role will be that of a cheerleader, facilitator, and/or regulator. In other instances, the City may seek to actively own and control key sites that are critical to catalyzing the real estate market in certain neighborhoods. Such key areas include 27th Street (especially between I-894 and Layton Avenue and key intersections with direct access to I-94) and various locations along Layton Avenue, Loomis Road, 76th Street, and Highway 100. Site control helps lock down key properties and puts the City in a much stronger position to direct land assembly, dictate the quality of development, and facilitate larger redevelopment projects of a scale that can have a market changing impact in the community.

Pay Careful Attention to "Place-making" Features

A wide variety of elements contribute a community's overall character. Such elements should be considered with all development proposals and actions associated with the implementation of this *Plan*. The City has some degree of control over each of these elements through zoning, subdivision and building regulations, and public investments. These elements include:

Density and Intensity:

Residential densities (as defined by the number of dwelling units per acre) and the intensity of non-residential buildings (as defined by floor area ratios and the percentage of land left in green areas) contribute significantly to community character. While these development characteristics may vary from one part of a community to another, the most functional and cohesive land use patterns occur where residential densities and nonresidential intensities remain relatively consistent--even though dwelling unit types or land uses may vary significantly--and where transitions between different densities/intensities occur gradually.

Such characteristics can be regulated through the strategic use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios.

Building Scale:

Building scale is another important determinant of community character. While the size and height of buildings may vary throughout a community, major changes in building scale can be unattractive.

Building Location:

Buildings that have very little or no setback from the street help establish a more pedestrian-oriented atmosphere than buildings that are set back behind large parking lots. Consistency in building setbacks is also important in both residential and nonresidential districts (with possible exceptions for unique infill or redevelopment projects).

Architecture:

In areas of the City where it is possible to identify a dominant and characteristic architectural style, new development should complement this style. In areas where architectural styles vary, efforts should be made to tie development together through the use of common themes or elements (building materials, colors, roof pitches).

Signage:

The City should continue to regulate signage to help preserve the aesthetic integrity of the community, promote continuity among developments, and maintain community character. Regulations should ensure that the size of wall signs is related to the size of the walls on which they are located. The height of freestanding signs should be restricted, and low monument-style signs should be promoted over pylon signs wherever appropriate.

Public Furnishings and Spaces:

The strategic placement of benches, water features, art sculptures, and other public furnishings helps to convey a sense of community investment and community pride, particularly in areas that are frequently visited by residents from within or outside the community.

Urban Form:

Over the years, development in the City has evolved within the context of fixed urban boundaries, but without any defined “center” or downtown. As the City evolves, opportunities exist to reshape many areas of the City, to better define a “main street,” and to brand areas of the community for civic functions, specialized commercial developments, and mixed-use activity centers.

Land Use Transitions:

The City should encourage the use of both natural and man-made features to define land use transition areas. These features may include streams, woodlands, parks and public spaces, streets, vegetated berms, and landscaping.

**Landscaping:**

With the exception of single-family residential uses, significant amounts of landscaping should be required of all forms of development. Landscaping should be encouraged around building foundations, within and around paved areas, and along streets.

Landscaping features should be of adequate size at the time of planting to ensure a high probability of survival and immediate effectiveness. Non-native, invasive plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac.

I. Special Interest Areas (Smart Growth Areas)

As part of the City's 1992 comprehensive planning process, specific land use recommendations were prepared for 36 separate Special Interest Areas (SIAs) in the City. SIAs were identified as those areas that were either undeveloped, underutilized, misused, or did not have an acceptable transition between different land uses.

As part of the 2006-08 planning process, each of the 1992 SIAs were re-evaluated and updated recommendations were prepared. Between 1992 and 2008, many of the SIAs were redeveloped or built-out in accordance with the 1992 recommendations. As such, these SIAs were removed from further analysis.

In addition, as part of the 2006-08 planning process, four new SIAs were identified by City staff, the steering committee, and the planning consultant. Several of these new SIAs overlap with SIAs from 1992, others represent entirely new areas. Map 2, Jurisdictional Boundaries, illustrates the locations of each 1992 SIA. Boundaries of the 2006-08 SIAs are depicted on Maps 7-14.

Following are up-to-date recommendations for both the 1992 and 2006-08 SIAs, as depicted on Map 2.

1992 Special Interest Areas

SIA #1:

Current Description: This area includes approximately 100 acres of land located in the northwestern corner of the City. Fifteen of these acres are actually a part of the City of West Allis and are the site of West Allis' compost operations. An additional ten acres of this area contains old foundry sand fill, which is unsuitable for development because of the potential contamination of the sand. The western portion of this area is the site of the WMIL radio broadcast facilities and tower. Surrounding land uses are single-family residential. The Root River Parkway is located to the east.

Previous Recommendations: In 1992, it was recommended that Greenfield work with the City of West Allis to develop this entire area as single-family residential. Areas with poor soil conditions would be left as open space.

Updated Plans: It is recommended that the City continue to work with the City of West Allis to relocate the compost operation and acquire these lands. A master plan should be prepared for this entire site. The area surrounding West Allis is appropriate for a mix of residential uses. Because the area that is within West Allis lies outside Greenfield's jurisdiction, these lands have been shown as vacant on the future land use map (Map 6). However the City will continue to work with West Allis to develop a specific plan for these lands and to identify compatible future land uses for the property. In cooperation with West Allis, Greenfield will also continue to seek out grant funds to assist with the cleanup of contaminated areas, or explore using environmental TIF to cleanup the site. Areas that cannot be cleaned up should not be developed as residential. Rather, these areas should be hardscaped with features that can be used to serve the new development (parking lots, garages, etc.).

SIA #2:

Current Description: This area is comprised of approximately 33 acres of the Root River Parkway, owned by Milwaukee County. The area has frontage on Beloit Road and S. 116th Street. This land is not located within the floodplain; however, the eastern two-thirds of the area is considered primary environmental corridor.

Previous Recommendations: In 1992, it was recommended that this land be purchased from Milwaukee County and developed as low-density single-family residential. It was further recommended that an open

space connection be maintained between the Root River Parkway trail and the open space corridor recommended for SIA #1. Access points to the area would be restricted to two locations on 116th Street.

Updated Plans: It is recommended that the majority of this area be preserved as part of the Root River Parkway and remain in the ownership of Milwaukee County. However, the western-most portion of this area that abuts 116th Street provides a location for a single row of single-family homes. Trail connections should be developed between the Oak Leaf Trail and future development in SIA #1.

SIA #3:

Current Description: This 22-acre area is located east of S. 124th Street and north of Cold Spring Road. The majority of the western portion of this area consists of single-family development, with approximately seven acres of two-family condominiums located in the northern portion of the area. Wildcat Creek flows diagonally through the northern segment of this SIA, and portions of the land surrounding the creek have been preserved as a special open space area known as the Wildcat Creek Nature Corridor. Recent wetland mapping has identified much of the area east of the existing single-family development and south of Plainfield Avenue as un-developable.

Previous Recommendations: In 1992, it was recommended that remaining vacant lands be developed as low density single-family residential, and that approximately three acres of land along the creek be preserved as open space.

Updated Plans: It is recommended that the City continue with its most recent plans to develop the area just south of the exiting condominiums as additional single-family and/or two-family condominiums. Areas that have been identified as un-developable should be dedicated to the City and preserved as open space.

SIA #4:

Current Description: This 90-acre area is located on the far western portion of the City, just east of 124th Street and south of Beloit Road. A segment of Wildcat Creek is located in the northern portion of the area. The 1992 plan for this area has been implemented. This SIA has been removed from further analysis.

Previous Recommendations: In 1992, this area was undeveloped. It was recommended that the area be developed as single-family residential, with multi-family development located along 124th Street and Beloit Road.

Updated Plans: The plan for this area has been implemented. In 2006, the Foxwood Crossing subdivision was completed, adding 104 single-family homes to this area. Multi-family residential development is located along Beloit Road.

SIA #5:

Current Description: This 25-acre site includes land northeast and southwest of Wildcat Creek, and is located on the southern side of Beloit Road. The area is surrounded by single-family residential and institutional land uses.

Previous Description: In 1992, it was recommended that the area be developed as single-family residential, with approximately 7 acres of land along Wildcat Creek preserved as open space.

Updated Plans: The portion of this area north of Wildcat Creek has been approved for a 34-unit condominium development, which will also include one single-family home. The southern portion of this development has been approved for single-family development (7-lot subdivision). The land along Wildcat Creek has been dedicated/zoned as City Park and has been preserved as open space with a trail.

SIA #6:

Current Description: This 24-acre area is located behind (west) of the Budget Cinema site on Hwy 100. The area is bounded by single-family residential development on the north, west, and south, and by commercial development on the east.

Previous Recommendation: In 1992, it was recommended that commercial development be extended west into the eastern half of the area. It was then recommended that a landscape buffer be installed between the new commercial development and the existing single-family development to the west.

Updated Plans: It is recommended that the City continue with its current process to approve the development of a mixture of condominiums and single-family homes in this area (Greenfield Highlands PUD). Multi-family residential development will help provide a transition between the single-family neighborhood to the west and commercial developments along Hwy 100.

In addition, as part of the City's 2006 Comprehensive Outdoor Recreation Plan, it was recommended that the City require that a mini-park be developed within this new residential area to accommodate new residents.

SIA #7:

Current Description: This 21-acre site is bordered on the north and west by Whitnall High School, and office development is currently located east of the site. The area is located immediately southwest of I-43 and abuts the northern boundary of the Village of Hales Corners.

Previous Recommendations: In 1992, it was recommended that this area be developed as planned office, similar to the adjacent development on the east.

Updated Plans: Under the guidance and recommendation of the Land Use Steering Committee and Plan Commission, the City recently approved a 166-unit condominium development for the west and southeastern portions of this area. The project will include 62 senior condo housing units. The development was approved in coordination with the Village of Hales Corners, as they control one of the two access points to the site.

SIA #8:

Current Description: These 65 acres of land abut the western perimeter of Whitnall Middle School. The area is surrounded by single-family residential development on the south and west. I-43 extends along the northern border of the site. Some residential development has occurred in the northwest and southern segments of the area.

Previous Recommendations: In 1992, it was recommended that the majority of vacant land in the area be developed as single-family residential. It was also recommended that the northern portion of the area be developed as multi-family in order to provide a transition between I-43 and the single-family residences. It was further recommended that a landscape buffer be established between the highway and all new development.

Updated Plans: Since 1992, the northern portion of the area has not developed as multi-family residential, but rather as single-family residential (Peach Tree Subdivision). It is recommended that single-family development be continued throughout the SIA. A landscape and noise buffer was installed between I-43 and all residential development as part of the Winterpark Subdivision, approved in 2006. Wetlands will inhibit further development of this SIA.

The northeastern portion of this area is owned by the Whitnall School District. Currently referred to as the "nature pod," this undeveloped land is used as an outdoor classroom. It is anticipated that this parcel will remain in the ownership of the school district.



The southwestern corner of the area has been identified in the City's 2006 Comprehensive Outdoor Recreation Plan as a future mini-park site. It is recommended that the City acquire approximately five acres of land at this site and develop park amenities like those outlined in the Comprehensive Outdoor Recreation Plan.

West Barnard Avenue, West Carpenter Avenue, West Holmes Avenue, and South 122nd Street should be extended to serve the new development. Access points should be provided along 116th Street, 124th Street, and Edgerton Avenue.

SIA #9:

Current Description: This 24-acre area is almost entirely owned by Milwaukee County and is formally known as Holt Park. The southwestern corner of the area is currently occupied by a car dealership. Commercial developments border the area to the west, and residential development is located north, south, and east. The majority of the undeveloped lands are wooded.

Previous Recommendations: In 1992, it was recommended that these lands be purchased from Milwaukee County and developed mostly as a business park. It was proposed that the small area of land located south of Morgan Avenue be developed as multi-family to provide a transition between new commercial development and the existing residential development located south of the area.

Updated Plans: The City's 2006 Comprehensive Outdoor Recreation Plan includes a recommendation that the City should purchase the Holt Park property from the County and develop these lands as a neighborhood park. Therefore, it is recommended that the City preserve the majority of this area as parkland. It is further recommended that the City develop amenities in this park like those outlined in the 2006 Comprehensive Outdoor Recreation Plan. Morgan Avenue and West Ohio Avenue should be extended along the north and south borders of the area in order to provide access to the park.

As recommended in the 1992 plan, the area south of Morgan Avenue, currently zoned C-4, should be developed as mixed residential.

SIA #10:

Current Description: This nine-acre area is located in the northeastern corner of the intersection of Beloit Road and Highway 100. The majority of land in this area is developed as commercial, with some single-family residences located on the eastern side of the area. In recent years, several new projects have developed in this area.

Previous Recommendations: In 1992, it was recommended that land uses in the area remain the same, with some upgrades to the quality of the commercial development.

Updated Plans: It is recommended that the City continue to follow the recommendations from the 1992 plan by promoting quality commercial development along Highway 100 and Beloit Road. Future development proposals should be sensitive to the fact that a single-family neighborhood is located directly to the north and east of this area and should provide an adequate landscape buffer between commercial developments and adjacent homes.

SIA #11:

Current Description: This five-acre area is located in the southeastern corner of the intersection of Beloit Road and Highway 100. The area is adjacent to the Oak Brook Village planned unit development. In recent years, a new professional office development has occurred at Highway 100 and Howard Avenue, and a new dentist office has been established at 106th Street and Beloit Road.

Previous Recommendations: In 1992, it was recommended that the City continue commercial development along Highway 100 and Beloit Road. It was also recommended that a landscape buffer be installed between the commercial development and Oak Brook Village.

Updated Plans: It is recommended that the City continue to follow the recommendations from the 1992 plan for this area.

SIA #12:

Current Description: This 66-acre area is located north of Cold Spring Road, south of Beloit Road, and in between Highway 100 and South 112th Street. The northern portion of this area is part of the Root River Parkway and is owned by Milwaukee County. Some commercial development is located in the southeastern portion of the area. The site is bordered in the west and southwest by residential development.

Previous Recommendations: In 1992, it was recommended that the northwestern portion of the site be developed as an institutional use (e.g. school, community center, library). It was recommended that the eastern portion of the site (the portion not in the floodplain) be developed as commercial, and the western portion of the site be a continuation of single-family residential development.

Updated Plans: It is recommended that the remaining vacant lands in the southern portion of the area be developed as two-family townhouse to provide a transition between the single-family residential development west of the area and the high tension wire easement and the commercial development located in the eastern portion of the area. South 110th Street should provide access from Cold Spring Road and should be extended north through the new residential development.

The majority of the northern portion of the site should remain as parkland, with one row of single-family homes located along 113th Street. Furthermore, as part of the 2006 Comprehensive Outdoor Recreation Plan, it was recommended that the City work with Milwaukee County to develop this site as a passive neighborhood park. Vehicular access should be provided to this park area via Beloit Road, and a small parking area should be located adjacent to Beloit Road within the existing right-of-way. Amenities in this park should include a picnic shelter and unpaved nature trails. Trail connections within the park should extend from 112th Street to the Oak Leaf Trail via the County-owned land located at the northeast corner of 112th Street and Cold Spring Road and continuing along the WE Energies easement for the high tension wires.

SIA #13:

Current Description: This 50-acre area is located off of Cold Spring Road, west of 92nd Street, and north of I-894. The land is currently undeveloped with the exception of the fire station that is located southwest of the intersection of Cold Spring Road and 92nd Street. The land is owned by WE Energies, and power lines extend east to west along the southern-most periphery of the area. Surrounding land uses are residential.

Previous Recommendations: In 1992, it was recommended that this area be developed as residential, with multi-family residential located adjacent to I-894 and single-family residential located in the interior of the area.

Updated Plans: The City's 2006 Comprehensive Outdoor Recreation Plan identifies this entire area as a future community park. It was further recommended that the park be developed to include both active and passive recreational facilities. In particular, this park would present a possible location for new baseball/softball fields to replace the fields currently located at the Chapman School site. It was also recommended that the City develop a portion of this site to accommodate a bandshell or other outdoor performance space for concerts in the park. Access to the park could be provided off of both Cold Spring Road and 92nd Street, with a roadway connecting through the park.

During the comprehensive planning process it was agreed upon that a park is needed in this area. However, it was also determined that the 50 acres of land in this SIA represent opportunities to develop single-family homes. To reconcile these competing needs, it is recommended that the community park component of this SIA be scaled back to approximately 20 acres on the western portion of the area. The remaining lands should be developed residentially. The eastern portion of the area will likely be more suitable for development, since wetlands, floodplains, and overhead power lines limit development in some portions of this SIA. However, when this land becomes available for purchase and development, the City should take measures to ensure that areas dedicated to parkland are able to support the types of active recreational activities and community

events described in the previous paragraph. That is, parklands should consist primarily of dry, upland areas that are not susceptible to frequent flooding and that allow for the construction of community park facilities. City staff will work with the developer of the residential component of this area to integrate the park into the design of the neighborhood, while still ensuring that direct access to the park is available from outside the neighborhood.

SIA #14:

Current Description: This 22-acre area is located just east of the Root River Parkway and the I-894/I-43 interchange, south of I-894 and north of Layton Avenue. Currently, single-family homes are located on deep lots fronting Layton Avenue. A senior housing development is located on the eastern portion of the area, on the corner of 92nd Street and Layton Avenue.

Previous Recommendation: In 1992, it was recommended that low density multi-family housing be developed in between I-894 and the single-family houses along Layton Avenue. Single-family houses were proposed for the northwest corner of Layton and 92nd Street, where the senior housing development now stands.

Updated Plans: This western portion area has been identified as a long-term redevelopment site that over time should be transitioned to a mixture of commercial and office uses, along with mixed-residential that is oriented toward young professionals. The character of development should mirror that of the planned business/office park proposed along Layton Avenue, west of the Root River Parkway, and the mixed use development proposed for the area just east of 92nd Street and west of the Chapman school site. A strategic mix of office and residential uses are appropriate for this area given the site's proximity to the highway, both in terms of visibility and noise.

In addition, future development proposals should preserve and incorporate the stands of mature hardwood trees that are located in this area.

SIA #15:

Current Description: This 20-acre area is located north of the WE Energies right-of-way and is surrounded on the east and west by multi-family residential development. The northeastern corner of the area is preserved open space known as the Towering Woods Nature Area. With the exception of the land surrounding the water tower in the southwestern corner of the site, this remainder of the area is zoned PUD and is being developed as senior housing.

Previous Recommendations: In 1992, it was recommended that this area be developed as multi-family residential, with open space surrounding the water tower.

Updated Plans: In 2003, this area was approved for a 365-unit senior housing development. The last of the seven buildings was under construction in 2007.

SIA #16:

Current Description: This 9-acre area is located in the southeastern corner of Hwy 100 and Layton Avenue. A mini-storage facility currently occupies the western portion of this area, and a 15,000 square foot office building is located on the eastern portion of the area.

Previous Recommendations: In 1992, it was recommended that these parcels be developed as commercial.

Updated Plans: It is recommended that the western segment of this site be redeveloped to accommodate high-quality, service-oriented businesses that will complement the business/office park uses proposed for the surrounding area. This site could accommodate a 3-5 story building that should match the character of the surrounding buildings. The eastern portion of the site is appropriate for high quality office development.

SIA #17:

This site overlaps with the Chapman School 2006-08 SIA. See the 2006-08 Special Interest Areas section later in this chapter for recommendations.

SIA #18:

Current Description: These 27 acres are located northwest of Forest Home Avenue, west of 84th Street, and south of Layton Avenue. The area currently consists of both residential and commercial uses. Surrounding land uses are primarily residential, with some commercial located on the north side of Layton Avenue.

Previous Recommendations: In 1992, it was recommended that commercial development locate along Forest Home Avenue at the intersection of Layton Avenue and 84th Street to form a “commercial node.” It was also recommended that single-family residential be developed in the western most parcels along Layton Avenue.

Updated Plans: It is recommended that the northern portion of this area along Layton Avenue be developed as a mixed-use area of the same character and quality of the development proposed for the parcels directly across the street (see the 2006-08 Chapman SIA and Map7). Land uses may include commercial, office, and residential. The eastern portion of the site along Forest Home Avenue should be high-quality planned business, with particular emphasis on the quality and character of the intersection of 84th Street and Layton Avenue. It is recommended that this area and the surrounding properties be branded as a design district, offering a clustering of specialized home design stores. Access to this area should be provided along Forest Home Avenue and Layton Avenue, away from the intersections of Forest Home Avenue and 84th Street and the intersection of 84th Street and Layton Avenue.

SIA #19:

Current Description: This area is located on the northwest side of Forest Home Avenue, east of 92nd Street and south of Layton Avenue. The entire area has been zoned PUD, and some single-family development has occurred along Woodlawn Place.

Previous Recommendations: In 1992, it was recommended that multi-family residential development be developed along Forest Home Avenue, with single-family residential development filling in the rest of the area, including the rear portions of the lots with 92nd Street frontage. It was also recommended that a road be extended through the area providing access from both Woodlawn Place and Forest Home Avenue.

Updated Plans: The City recently approved a 46-unit condominium development (The Orchard) for this area. The development is more in line with the City’s original plan for this area, which, in 1984, was zoned to allow a 12-unit senior housing development that was never actually constructed.

SIA #20:

Current Description: This area was originally comprised of two areas located on the west side of 51st Street and north of Layton Avenue.

Previous Recommendations: The 1992 plan recommended single-family development in both of these areas.

Updated Plans: The 1992 plan has been implemented in the northern segment of this area. Therefore, this portion of the SIA has been removed from further analysis. The southern segment of the SIA has been folded into SIA #22.

SIA #21:

Current Description: This 30-acre area is located at the intersection of Edgerton Avenue and Loomis Road. Existing land uses along Edgerton Avenue are mixed residential, and land uses along Loomis Road are primarily commercial. There are several vacant lots located on Loomis Road.

Previous Recommendations: In 1992, it was recommended that commercial development be developed along Loomis Road.

Updated Plans: It is recommended that office uses replace commercial uses along Loomis Road. This area is appropriate for office uses because of the surrounding land uses and because it is away from busier intersections but is still located on a high-traffic road. Commercial uses should be pushed north towards Layton Avenue. The northern portion of the site, along Edgerton Avenue, is appropriate for a mix of residential development.

SIA #22:

Current Description: This area is located north and south of Layton Avenue in the eastern portion of the City. The area now includes the historical society property, Konkel Park, all of the lands east of the park to Loomis Road, the lands southeast of the park to Edgerton Avenue, and lands on the north side of Layton Avenue and west of 51st Street. Land uses in the area are a mix of residential, commercial, community facilities, and parkland.

Previous Recommendations: In 1992, this SIA did not include the historical society property or any of the lands north of Layton Avenue. It was previously recommended that the land southwest of Konkel Park be developed as multi-family. It was also recommended that Konkel Park be expanded to the southeast and that all lands south of the expanded park area be developed as commercial. It was proposed that lands east of Edgewood Elementary School, up to Loomis Road, be developed as commercial.

Updated Plans: It is recommended that lands southwest of the park be incorporated into Konkel Park, since many of the multi-family development proposed for this area has already been developed and portions of the remaining lands are located within the floodplain. As development occurs southeast of the park, it is recommended that those lands that are located in the floodplain be dedicated as extensions to Konkel Park.

Development bordering the park and drainage-way on the southeast should be mixed-use, including office uses, commercial uses, and some residential. High-quality commercial uses should be located at the intersection of Layton Avenue and Loomis Road.

The undeveloped lot immediately across the street from Konkel Park and east of the police station should be maintained as greenspace, as identified in the 2006 Comprehensive Outdoor Recreation Plan. Single-family residential lots located north of this vacant lot should not be further subdivided, and the existing buffer between the residences and adjacent land uses should be maintained. The bowling alley and miniature golf properties are compatible with the civic/recreational nature of this area. However, building and landscaping improvements may be needed on the bowling alley property in order to bring the business into conformity with the character and quality of surrounding land uses. The vacant property just west of the bowling alley has been identified in the City's new *Comprehensive Plan* as the future site for a senior citizen-oriented park.

SIA #23:

Current Description: This area is comprised of approximately 25 acres located off of South Bartal Drive, west of Loomis Road, and south of Layton Avenue.

Previous Recommendations: In 1992, it was recommended that this area be developed as single-family residential.

Updated Plans: The 1992 plan was implemented in 2003 with the construction of the Villas at Honey Creek and the development of Creekwood Park. Therefore, this SIA has been removed from further analysis.

SIA #24:

Current Description: This 30-acre area is located north of Cold Spring Road, and is the western-most segment of Good Hope Cemetery.

Previous Recommendations: In 1992, it was recommended that this area be developed as multi-family residential.

Updated Plans: The 1992 plan was implemented in 1998 with the development of Maple Leaf condominiums. Therefore, this SIA has been removed from further analysis.

SIA #25:

Current Description: This 33-acre area is located in the northeastern portion of the City, west of 27th Street and north of Cold Spring Road. The northwestern portion of this area currently has senior-housing, and Pondview Park is located directly to the east. Commercial development is located along 27th Street. Just over

11 acres in between Pondview Park and the commercial development is currently vacant, but has been rezoned to accommodate 220 units of additional senior-housing (White Oaks II).

Previous Recommendations: In 1992, it was recommended that the majority this area be developed with single-family residential.

Updated Plans: It is recommended that the City continue with its plans to develop White Oaks II.

SIA #26:

This site will be incorporated into the Loomis Road 2006-08 SIA. See the 2006-08 Special Interest Areas section later in this chapter for recommendations.

SIA #27:

Current Description: This area is located in between 39th Street and 35th Street, and between Layton Avenue and Barnard Avenue. Surrounding land uses are almost entirely single-family residential.

Previous Recommendations: In 1992, it was recommended that the three remaining vacant areas within the SIA be developed as single-family residential.

Updated Plans: Since 1992, two of the three vacant areas have been developed with single-family homes (Squire Woods and Carpenter Ridge). It is recommended that the City continue to follow the recommendations from the 1992 plan and develop the remaining vacant lots as single-family residential.

SIA #28:

Current Description: This 30-acre area is located in the southeastern portion of the City, west of 43rd Street and north of Grange Avenue. The area is surrounded by single-family residential development.

Previous Recommendations: In 1992, it was recommended that the center of this area be developed as two-family residential, with the remainder of the area developed as single-family residential.

Updated Plans: The 1992 plan for this area has been implemented with the construction of Clayton Crest Condos to the west. The single-family subdivision, Stonewater Ridge, is currently being developed.

SIA #29:

Current Description: This area is approximately 26 acres and consists of the back portions of deep lots that front on South 42nd Street, West Grange Avenue, or South Honey Creek Drive.

Previous Recommendations: In 1992, it was recommended that this area be developed as single-family residential, served by an internal system of roadways, with access to South Honey Creek Drive and West Grange Avenue.

Updated Plans: It is recommended that the City continue to follow the recommendations from the 1992 plan.

SIA #30:

Current Description: This 15-acre area is located in the southeastern portion of the City, east of 35th Street and south of Bridge Street.

Previous Recommendations: In 1992, it was recommended that this area be developed as single-family residential.

Updated Plans: The 1992 plan for this area has been implemented. Therefore, this SIA has been removed from further analysis.

SIA #31:

Current Description: This small area is located at the northeast intersection of 74th Street and Barnard Avenue. It is currently comprised of Jansen Park.

Previous Recommendations: In 1992, it was recommended that the City preserve the area as parkland.

Updated Plans: It is recommended that this area remain as parkland into the future.

SIA #32:

Current Description: This four acre area is located in the north-central portion of the City off of Forest Home Avenue and Cold Spring Road, just west of the City Hall. The area is almost entirely single-family residential, with some commercial properties located on the eastern-most parcels. The area is surrounded by single-family development to the west and commercial development to the north and northeast.

Previous Recommendations: In 1992, it was recommended that the majority of the area be developed as commercial, with a few lots along 76th Street remaining single-family.

Updated Plans: The Spring Mall site located northeast of this area is planned for future mixed-use redevelopment. It is recommended that this area be primarily neighborhood business, the character of which should complement future mixed-use developments on and around the Spring Mall site. Smaller scale business development in this area will serve as an important component of the overall redevelopment of this section of the City and will provide a transition between the more intensive commercial and mixed uses to the north and east and the single-family residential neighborhoods to the southwest.

SIA #33:

Current Description: This 7-acre area is located on Layton Avenue, west of Highway 100. The area is currently being used for commercial. I-43 borders the property to the south, and commercial development is adjacent the area on the west and east.

Previous Recommendations: In 1992, it was recommended that this area be developed as commercial.

Updated Plans: This area has been identified for redevelopment. It is recommended that this area, the parcels northeast of Layton and Highway 100 (including 1992 SIA #34), the parcels southeast of Layton and Highway 100 (1992 SIA #16), the parcels northwest of Layton and Highway 100, and the parcels immediately east of this area be developed as a mixed-use business/office park. This office park should be organized around the landscape features of the Root River Parkway and should accommodate 3-5 story buildings.

SIA #34:

Current Description: This 17-acre area is located on Layton Avenue, east of Hwy 100, and is the current location of a golf driving range. The land is bordered on the north and east by the Root River Parkway. Other commercial properties border the area to the west. The northeastern portion of this site lies within the 100-year floodplain, presenting limitations to development of the area.

Previous Recommendations: In 1992, it was recommended that this site be developed commercially, with attention to the recreational character of the surrounding area, and taking into consideration that the northeastern portion of the site cannot be developed with any structures.

Updated Plans: This area has been identified for redevelopment. It is recommended that this area, the parcels immediately to the west of this area, the parcels southeast of Layton and Highway 100 (1992 SIA #16), the parcels northwest of Layton and Highway 100, and the parcels southwest of Layton and Highway 100



Example of the type of development appropriate for SIA # 33 and #34.

(including 1992 SIA #33) be developed as a mixed-use business/office park. This office park should be organized around the landscape features of the Root River Parkway and should accommodate 3-5 story buildings.

SIA #35:

Current Description: This area encompasses the area between 76th Street and 68th Street and includes the first row of lots on either side of Layton Avenue. The area consists primarily of residential land uses, with some commercial located on the intersections of Layton Avenue and 68th Street and Layton Avenue and 76th Street.

Previous Recommendations: In 1992, it was recommended that commercial development only be permitted along the intersections, but that the remainder of the corridor should consist of residential land uses in order to prevent strip commercial developments from cropping up along Layton Avenue.

Updated Plans: The parcels on the western end of this area have been identified for long-term redevelopment and are located within the City's most significant commercial epicenter. It is recommended that over time these parcels become a mixed use development, with 3-7 story, high quality buildings located at the intersection of Layton and 76th Street.

The parcels immediately east of this area are potential locations for neighborhood businesses. Such businesses will help provide a transition between the high-intensity mixed use area at the Layton/76th Street intersection and a mixture of residential land uses, which are proposed for the eastern portion of this SIA. Currently, a tavern and a small business are located on the eastern-most parcels in this area (on the northwest and southwest corners of Layton and 68th Street). These parcels will remain ideal locations for neighborhood-scale businesses.

SIA #36:

Current Description: This area includes the first parcels along the north and south sides of Layton Avenue, between 35th Street and 27th Street. Commercial development is located at the northwest and southwest corners of Layton Avenue and 27th Street and at the northeast corner of Layton Avenue and 35th Street. The remaining parcels in between are single-family residential.

Previous Recommendations: In 1992, it was recommended that commercial land uses be permitted to expand slightly away from each intersection, but that land uses in between remain single-family.

Updated Plans: Several of the parcels at the Layton Avenue and 27th Street intersection and just west of the intersection have been identified as key redevelopment sites. This area represents one of the most significant gateways into Greenfield. As such, land uses at this intersection should consist of high-quality, multi-story commercial and office development, with an emphasis on entertainment and hospitality to respond to the area's proximity to the airport. Opportunities for public art also exist at this corner.

The northeast corner of Layton Avenue and 35th Street has also been identified for redevelopment and/or infill development. Both the northeast and southeast corners are ideal locations for neighborhood businesses. The remaining lands in between these intersections should be a mix of residential uses.

2006-08 Special Interest Areas

Chapman School Site (Map 7):

Current Description: This area includes all of the lands located south of I-894, north of Layton Avenue, west of 84th Street, and east of 94th Street. Currently single-family residential homes are located in the southern and northeastern portions of the area. The Greenfield School District administration building is located in the northeastern half of the area. A business is located on the northwest intersection of Layton Avenue and 84th Street, and a church is located in the southwestern corner of the area, off of Layton Avenue. Currently, the northwestern half of this area is vacant.

Recommendations: The eastern half of this area has been identified as a significant opportunity for infill development and redevelopment. Because a Steinhafels furniture store is currently located on the corner of Layton and 84th, the future redevelopment of the Chapman School Site presents an opportunity for the City to brand this region of Layton Avenue as a “design district” that could host a collection of high-quality furniture and home accessory businesses. Further, by reorienting Steinhafels’ existing building slightly to the north, this leaves the corner of Layton and 84th open for mid-rise (2-3 story) mixed-use development.

Farther west down Layton Avenue, high-quality retail is proposed along the street, with parking located in the rear. The internal portion of the area provides space for additional mixed-use development. The north-central portion, abutting I-894 is an ideal location for planned office development, oriented around ample greenspace.



The western half of this area could provide an ideal location for mixed-residential development geared toward young professionals (provided noise standards associated with the adjacent highway can be met), with some mixed-use buildings fronting Layton Avenue. Residential development in this area should incorporate a pedestrian connection to the retail and mixed-use development in the eastern half of the area.

Implementation Strategy:

1. Assist Steinhafels in assembling parcels and redeveloping their existing store.
2. Continue to work with the Greenfield School District to find an alternative location for the administration building currently located at the Chapman School Site.
3. Officially map the extension of Chapman Avenue to 92nd Street.
4. Use TIF for public streetscape improvements at the corner of 84th and Layton Avenue and to help purchase property. Coordinate this work with private development.
5. Create a Business Improvement District (BID) for the “Design District” and a separate marketing piece that describes the District and identifies prospective businesses and planned public improvements.
6. Solicit interest from developers and prospective tenants for the establishment of a multi-tenant “Design-Mart” building.

Map 7: Chapman School Site

Layton Avenue Corridor (Maps 8, 9 and 10):

Current Description: Layton Avenue is one of Greenfield's primary east-west corridors, and should be positioned as the City's "main street." Extending the entire length of the City, properties along this roadway are comprised of single-family residential, mixed residential, commercial, and community facility land uses. The City's most popular community park, Konkel Park, is also located off of Layton Avenue on the east side of the City, and the Root River Parkway crosses Layton on the west side of the City.

Recommendations: Layton Avenue is one of Greenfield's primary east-west roadways. Located just south of I-894/43, this corridor offers a broad range of redevelopment and infill opportunities and has the potential to function as the City's "main street" by providing a mixture of civic, high-quality commercial, and residential activities and by functioning as an axis for many of the City's other future land use opportunities.

For the entire length of Layton Avenue, attractive, high-quality mixed residential land uses should be interspersed with commercial, office, and civic developments to provide a more balanced pattern of development and to break up commercial strips. Unified streetscaping—public furnishings, public art, landscaping, and lighting—should not only be used to help tie the corridor together but also to signal transitions between unique segments of the corridor.

**Layton West**

In the western portion of the corridor, the City has a special opportunity to capitalize on the regional access provided by the I-894/43 interchange and the natural amenities located in the Root River Parkway to develop a limited-scale corporate business/office park. This development should be supported by adjacent smaller scale service businesses and mixed-residential development oriented toward a professional workforce.

76th Street is the City's most intensely developed commercial corridor, and the intersection of Layton and 76th should eventually serve as the commercial epicenter of Greenfield. At this location, there is an opportunity to introduce attractive "urban-scale" development that may include multi-story, mixed-use buildings. Long-term redevelopment strategies should extend this scale and quality of development north and south along 76th Street and slightly east and west along Layton. Substantial public improvements will be needed at the intersection of Layton and 76th to set the tone



for this area of the City. This may include bus shelters, public art, decorative paving treatments, planters, and wayfinding signage.

Layton Central

The area between 68th Street and 60th Street offers several opportunities for infill and redevelopment, particularly at the southwestern corner of Layton and 60th Street. In addition, one of the City's few remaining large parcels of vacant land is located south of Layton Avenue. This area, in combination with the parcels at the corner of Layton and 60th, offers a substantial opportunity for the City to promote a master planned, mixed-use development comprised primarily of residential land uses, with high-quality, retail, and service related business uses located closer to Layton Avenue.

The segment of Layton Avenue located between 60th Street and Loomis Road is currently the site of the City's most popular community park, Konkel Park, Greenfield High School, and the Greenfield Historical Society. This segment of Layton Avenue is also the future home of the expanded Greenfield police station and the new Greenfield library. Building upon the character of this area of the City, there are opportunities to enhance these existing amenities through the establishment of uniform streetscaping, signage, and pedestrian-friendly design. Furthermore, the City should expand the profile of Konkel Park by exploring opportunities to incorporate a community center and aquatic facility. Mixed-use development should complement the surrounding residential neighborhoods and contribute to civic character.

Layton East

Loomis Road intersects with Layton Avenue in the eastern portion of the Greenfield and extends north toward St. Luke's Medical Center. The northeast and northwest corners of Layton Avenue and Loomis Road represent significant opportunities for infill and redevelopment (Maps 9 & 10). Like the Chapman School Site described above, this area's proximity to I-894 makes it an ideal location for office development. Several mixed-use buildings that may include retail, office, and residential uses is appropriate for the parcels fronting Layton Avenue, with a larger-scale mixed-use building located on the corner parcel. Attractive condominium or townhouse development is appropriate for the eastern segment of this area to provide a transition between these higher intensity uses and the residential development to the east. The northwestern corner of Layton and Loomis also provides a good opportunity to develop a new mixed-use building. It may be possible to preserve the unique building at 4390-4396 West Loomis Road, which dates from 1937, and to integrate it into the design of new development.

The proximity of Loomis Road to significant regional medical providers and I-894 makes it a natural location for an emerging medical corridor and an excellent site for satellite medical offices. Future redevelopment of this corridor should encourage this type of development along with supporting retail services such as sit-down restaurants, fitness services, pharmacies, and specialty goods that cater to the health services industry, unifying the street.



Implementation Strategy:

1. Begin negotiating with Milwaukee County over proposed public improvements and maintenance agreements for Layton Avenue. Draft a Memorandum of Understanding outlining the resulting agreements.
2. Develop detailed design plans for public improvements and targeted redevelopment sites along Layton Avenue.
3. Coordinate installation of public improvements with planned road reconstruction.
4. Take a lead role in acquiring lands in targeted redevelopment areas. The City's highest priorities should be the intersection of Layton and 60th Street and the intersection of Layton and 84th Street. Use TIF to facilitate these acquisitions.
5. Rezone as necessary to advance the plan.

Map 8: Layton Avenue: Greenfield's Main Street

Map 9: Layton Avenue: Option A

Map 10: Layton Avenue: Option B

Loomis Road Park and Ride Site (Maps 11 and 12):

Current Description: This area is located along Loomis Road, in between I-894 and Cold Spring Road. The area is currently the site of a Wisconsin Department of Transportation (WisDOT) park and ride lot and a mix of office, commercial, residential, and industrial uses. Single-family residential neighborhoods surround this area to the west, north, and east.

Recommendations: It is recommended that the City work with WisDOT to reconstruct the existing park and ride lot south of the existing lot and construct a commuter center in place of the existing parking lot and on the commercial and industrial sites immediately to the west. Like the commuter centers planned for Hartland, Big Bend, and Oconomowoc, this commuter center would feature a variety of service and retail business, intended to facilitate people's use of public transit, such as dry cleaner's, a bank, a coffee shop, small restaurants, and a day care center.

The southeastern portion of the site, south of the commuter center and west of the relocated park and ride lot, would be an ideal location for office development due to the area's proximity to I-894.

Development on the west side of Loomis Road, across the street from the commuter center, should be a mix of uses, with retail and office located on the ground floor and some residential above. Buildings should be between two and three stories high and should be oriented toward the street, with parking located in the rear.

**Implementation Strategy:**

1. Work with the current developer to refine its site plan and tenant mix.
2. Continue discussions with WisDOT on reducing the size of the park and ride facility, incorporating a commuter center into new development on the site, and finalizing plans/alignments for interchange.
3. Consider using TIF to fund public improvements and assemble "hold out" properties.

Map 11: Loomis Road

Map 12: Loomis Road: Project View

27th Street Corridor (Maps 13 and 14):

Current Description: 27th Street is one of Greenfield's significant north-south corridors, and represents not only the boundary between Greenfield and the City of Milwaukee, but also a major gateway into the City. Beginning at Howard Avenue and extending south to College Avenue, 27th Street is characterized by commercial development, much of which is in need of considerable redevelopment or rehabilitation.

Recommendations: It is recommended that the City of Greenfield coordinate with the City of Milwaukee to guide future infill and redevelopment along this corridor. The future character of 27th Street should be unique and vibrant and should celebrate the auto-oriented nature and function of the corridor.

Distinctive, eye-catching signage and theme architecture should be utilized to create a strong identity for 27th Street. Throughout this corridor, substantial public improvements will be needed to more clearly define pedestrian and traffic zones, control access to the street, incorporate transit, and more effectively mitigate traffic. Such improvements may include median plantings, stylized light fixtures, banners, public art, bus shelters, and community gateway signage at key intersections.

**27th and College Avenue**

Many opportunities exist along 27th Street to enhance the quality of development. One site in particular is located at the intersection of College Avenue and 27th Street in the far southeastern corner of the City (Map 14). A high-quality, mid-rise office building provides an ideal land use for the corner lot of this site. Development along 27th Street should be attractive, pedestrian-scale, retail development, served by parking in back. The interior of this site should be anchored by a larger-scale retail building that is visible from the street.

To provide a transition between these commercial uses and Greenfield's residential neighborhoods to the west, the western portion of the site is an ideal location for townhouse development. Townhomes can be oriented around ample greenspace and pedestrian connections should be provided to ensure convenient access to the new retail development. The entire site should be well-served by public transit, and a bus stop should be provided at the interior of the site.

Mid-Block Infill

Moving north along 27th Street, mid-block infill and redevelopment should primarily be comprised of low-rise commercial uses. Wherever possible, parking should be oriented to the side or rear of the buildings



to bring buildings closer to the street. Where appropriate, residential developments may be combined with retail developments and parcels should be combined to allow for larger-scale developments.

Density at Key Intersections

Development at major intersections should generally be of higher intensity and the City should strive to incorporate a mix of uses. The large and deep lots located just north of the intersections of 27th and Layton Avenue and 27th and Cold Spring Road present especially significant opportunities to develop large-scale, landmark projects. These intersections, in combination with the I-894/27th Street interchange, represent major entryways into the City of Greenfield. Developments here should be oriented toward office and entertainment, retail, and hospitality businesses to take advantage of this area's proximity to the airport. The quality of buildings at these key intersections should be exceptional since they will be establishing visitors' first impressions of the City.

Implementation Strategy:

1. Work with the City of Milwaukee on a detailed corridor (overlay) master plan to develop common zoning classifications, design standards, and public amenities for 27th Street.
2. Support and assist in the efforts to create a 27th Street Business Association to organize and co-market this corridor.
3. Work with WisDOT and the City of Milwaukee to develop a comprehensive streetscape plan for the corridor, which should include landscaping, stylized signage, lighting, and bus shelters.
4. Support I-894/27th Street Interchange redesign only if such redesign maintains full access in all directions along I-894.
5. Work with interested developers to assemble key properties in targeted redevelopment areas for larger master planned projects.
 - Assist developers in obtaining environmental clean-up funds
 - Coordinate public improvements with private projects
 - Mediate conflicts with neighboring property owners
 - Provide design assistance as needed
6. Step up code enforcement along this corridor.
7. Consider the creation of a revolving loan fund to assist existing or new business to redevelop their properties (TIF, BID, banks).
8. Use TIF aggressively in this area to advance the above objectives.
 - Target key intersections (Layton, Grange, College Avenue)
 - Attempt to redevelop larger, combined sites
 - Consider public purchase of key sites when projected incremental tax revenues will finance purchase
 - Avoid single site TIFs

Map 13: Two-Seven Corridor

Map 14: Key Redevelopment Site: Two-Seven Corridor

Chapter Four: Transportation

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Greenfield. The chapter also compares the City's transportation policies and programs to state and regional transportation plans.

Summary of Transportation Recommendations

- Develop multi-use recreation trails along the WE Energies right-of-way and Honey Creek.
- Develop a network of bike lanes, sidewalks, and off-street paths throughout the City.
- Work with WisDOT and Milwaukee County on maintenance of the road network through the City.
- Enhance streetscaping along Layton Avenue and south 27th Street.
- Coordinate with WisDOT on improving key I-894 interchanges

A. Existing Transportation Network

The complex transportation network that is located within and around the City has greatly contributed to growth, facilitating the flow of good and people. Not only is the City directly served by an interstate highway and a system of high-volume arterial roadways, but it is also located in close proximity to other forms of transportation, such as freight rail, an international airport, and access to a regional bike and recreational trail system. This section describes the existing conditions of transportation facilities in the City. Map 15 shows existing roadways in the City and their associated traffic counts.

Roadways

Principal Arterials

Interstate 43/894 is a regional, controlled-access highway that connects Minneapolis and La Crosse with Milwaukee and Chicago. The Wisconsin Department of Transportation Corridors 2020 Plan designated these interstates as “backbone” routes, which connect major population and economic centers. Backbone routes were selected based on seven criteria, including multi-lane capacity needs, truck volume, service trade centers, and manufacturing centers. In 2004, the 43/894 Rock Freeway interchange had a volume of 175,200 vehicle trips per day, an increase of 13 percent from 1996.

Minor Arterials

Loomis Road (STH 36) runs diagonally through the eastern part of the City, extending from the City of Waterford into downtown Milwaukee. In 2005, traffic volumes were generally between 13,700 and 16,000 vehicles per day in Greenfield. Other State Routes include Forest Home Avenue (STH 24), 27th Street (STH 241), and 108th Street (STH 100).

Collectors

Major east-west collectors include Edgerton Avenue, Layton Avenue (CTH Y), College Avenue (CTH Z) Cold Spring Road, Ramsey Avenue, and Oklahoma Avenue (CTH NN). Major north-south collectors include 76th Street (CTH U), 84th Street, 92nd Street (CTH N), and 124th Street. Major diagonal collectors include Beloit Road (CTH T).

Local Streets

Local streets are neighborhood roadways that provide access to individual homes and businesses, but do not serve as carriers of through traffic. In newer neighborhoods, local streets are often curvilinear so as to discourage through traffic and to provide a safer and more private street for residents.

Bridges

The City of Greenfield has 10 WisDOT classified bridges and 10 large diameter culverts. Some of these large diameter culverts look like and function as bridges but they do not meet the WisDOT requirements for bridge classification. Greenfield has one pedestrian bridge located in Konkell Park to cross over a creek. All structures are inspected every 2 years and maintained by the City. In addition, there are 35 state-maintained bridges in the City.

Airports

Mitchell International Airport is located east of Greenfield along Highway 38. The airport is named after General William “Billy” Mitchell who was born to a prominent Milwaukee family on December 29, 1879. His father, John Lendrum Mitchell, eventually became a United States Senator for Wisconsin. The airport, known as “Chicago’s 3rd Airport”, is owned and operated by Milwaukee County. Mitchell’s 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. It is the largest airport in Wisconsin with 42 gates. The Airport has five hard-surfaced runways and encompasses over 2,100 acres. Travel time from the City to the airport is approximately 5-10 minutes.

Rail

Passenger rail service is available to residents of the City at Mitchell International Airport. The Hiawatha Amtrak passenger trains connect Chicago and Minneapolis. The Union Pacific Railway operates the freight lines north of the city from the Twin Cities area on the western border of Wisconsin, east across the state to Milwaukee and south along Lake Michigan into Chicago. Major commodities handled by the railroad are coal, autos, auto parts, potash, and supplies for malt houses and flour mills.

Bicycles and Walking

Bicycle and pedestrian facilities are important for a community like Greenfield, where many of the City’s primary destinations (e.g., shopping, schools, and parks) are generally within walking or biking distance of one another. These facilities are especially important in Greenfield, where schools are such an important part of the community and where there is a large percentage of older residents.

Roadway Functional Classification System

Wisconsin’s functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The four main functional classes include:

- *Principal Arterials*: Serves longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways (e.g. I-894).
- *Minor Arterials*: Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial interconnects the arterial system and provides system connections to rural collectors (e.g. Loomis Road, Forest Home Avenue).
- *Collectors*: Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system (e.g. Layton Avenue, 76th Street).
- *Local Streets*: Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged (e.g. Chapman Avenue, Holmes Avenue).

Source: WisDOT, Facilities Development Manual, Procedure 4-1-15

Map 15: Existing Transportation Network

Map 15 illustrates the locations of off-street recreation trails and on-street bike lanes currently in the City. About 2.6 miles of the Root River Oak Leaf Trail runs north-south through the City via the Root River Parkway. There is also an on-street bicycle lane on West Forest Home Avenue.

Planned growth should accommodate, or at least not impede, safe bicycle and pedestrian travel as an integral part of the community's growth. According to national standards, bike routes should be designed along streets that provide a direct route to a useful destination, have traffic volumes of less than 2,000 cars per day, and have speed limits of 30 miles per hour or less. Bike routes on streets that do not meet these standards should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic. In order to promote safe and efficient bike travel in the City, bike lanes will need to be installed on many of the City's streets. Where on-street bike lanes are not safe or practical, off-street recreational trails will be needed to interconnect the trail system.

Although the City does have access to a regional recreational trail system via the Root River Parkway, the City does not currently offer any other off-street trails.

Elderly and Disabled Transportation

Transit Plus provides para-transit service for the disabled by utilizing vans equipped with wheelchair ramps or lifts and taxicabs.

Transit

Bus service is available through the Milwaukee County Transit System with buses running on almost every major street in Greenfield. The Wisconsin Department of Transportation is responsible for managing the Southeast Wisconsin rideshare program, which matches people with other commuters for carpooling.

Water and Truck Transportation

There is no waterborne freight movement in the City. Freight shipments in and out of Greenfield occur by truck, as there is no rail within the municipal boundaries. Semi-truck shipments are most prevalent along Interstates 894 and 43. Section 8.11 Truck Weight Limitations of the Greenfield Municipal Code encourages trucks to take the most direct route possible when navigating the City.

B. Review of State and Regional Transportation Plans

The following is a review of state and regional transportation plans and studies relevant to the City. The City's transportation plan element is consistent with these state and regional plans.

Wisconsin State Highway Plan (2000)

The Wisconsin State Highway Plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. There are no Greenfield-specific recommendations.

Wisconsin District 2 Highway Improvement Program (2006)

The WisDOT District 2 office maintains a six-year improvement program for state and federal highways within the District. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,753-mile state highway system which is administered and maintained by WisDOT. The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 750 miles of Interstate freeways and 11,010 miles of state and US-marked highways.

While the 11,753 miles of state highways represent only 10.5 percent of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5 percent of the total annual statewide

highway travel. To ensure the system's vitality and viability, WisDOT currently invests over \$750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually. Projects in Greenfield include roadway maintenance along the entire stretch of I-894, Reconditioning of I-43, Pavement replacement along Loomis Road, and resurfacing along Forest Home Avenue.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

The Translinks 21 Plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the state for the next 25 years. This report documents a statewide highway network designed to provide essential links to key centers throughout the state, to shape a comprehensive, integrated, multimodal transportation blueprint to set the framework for our future policies, programs and investments. Translinks 21 will address the highways, airports, railroads, water ports and urban transportation systems that carry people and goods throughout Wisconsin and provide safe, dependable access to and from Wisconsin communities and help promote regional and statewide economic development.

This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. There are no Greenfield-specific recommendations.

Wisconsin Bicycle Transportation Plan 2020 (1998)

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Greenfield-specific recommendations, the plan map shows existing state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin. Map 16 in this *Plan* identifies potential future off-street bicycle facilities along STH 100, Loomis Road (STH 36), and 27th Street (STH 241). However, further analyses will need to be conducted in order to determine the feasibility of developing these facilities.

Wisconsin Pedestrian Plan Policy 2020 (2002)

In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

Wisconsin Department of Transportation Connections 2030

Currently under development, Connections 2030 will identify a series of multimodal corridors for each part of the state. Each corridor will identify routes and/or services of several modes such as highways, local roads, rail, air, transit, etc. When completed, the multimodal corridors will accomplish these key goals: portray key connections 2030 recommendations; prioritize investments; and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans.

Milwaukee County Transit System Development Plan: 2007-2011

The Southeast Regional Plan Commission has recently prepared the new Milwaukee County Transit System development plan. It will focus on needed transit service changes and improvements for the fixed-route bus services provided by Milwaukee County within Milwaukee County, that is, the bus services that are sponsored by Milwaukee County for Milwaukee County residents and funded in part with Milwaukee County property tax dollars. To a limited extent, the plan will also review other publicly sponsored inter-county commuter bus services that provide important connections for Milwaukee County residents who need to travel to adjacent Ozaukee, Washington, Waukesha, and Racine Counties for work, school, or other purposes.

A Transportation Improvement Plan for Southeastern Wisconsin: 2005-2007

This transportation improvement program (TIP) is the twenty-third such program prepared for the Southeastern Wisconsin Region by SEWRPC. The TIP is a federally required listing of all arterial highway and public transit improvement projects proposed to be carried out by State and local governments over the next three years (2005-2007) in the seven county Southeastern Wisconsin Region. It includes general transportation system improvements and maintenance, as well as specific projects in the City of Greenfield including the reconstruction of South 92nd Street from Forest Home Avenue to Howard Avenue, bridge rehabilitation on South 76th Street over Forest Home Avenue, and the reconstruction of Layton Avenue from 27th Street to Loomis Road.

Regional Land Use and Transportation System Plan, 2035

SEWRPC recently updated the Regional Land Use Plan and the Regional Transportation System Plan. The new Land Use Plan will replace the existing plan, and will serve as a guide to land use development and redevelopment at the regional level to the year 2035.

The Transportation System Plan is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs. This Plan indicates recommended improvements that Morgan Avenue, between Forest Home Avenue and South 43rd Street be widened from two to four traffic lanes and the widening of I-43/894 to accommodate additional capacity.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative (MWRRI) is a cooperative effort between Amtrak, the Federal Railroad Administration, and the states of Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin to develop an improved and expanded passenger rail system in the Midwest.

In February on 2000, MWRRI released a report prepared by Transportation Economics, & Management Systems, Inc. that outlines a new vision for passenger rail travel across the Midwest. This Midwest Regional Rail System would be comprised of a 3,000-mile rail network, and would serve nearly 60 million people.

As part of this initiative, a rail system is proposed to provide a high-speed connection between Milwaukee and Madison. In the interest of maintain efficient service between major cities, it is unlikely that rail stops will be planned for smaller communities along the proposed corridor.

City of Greenfield Capital Improvement Program, 2007-2014

The City of Greenfield's Capital Improvement Program identifies road construction projects that will be carried out over a 7-year time frame. Projects listed on the City's Capital Improvement Program at the time this *Plan* was adopted are listed under the programs and recommendations section of this chapter.

C. Transportation Goals, Objectives, and Policies

Goal:

Develop a safe, efficient, and convenient transportation system that meets the needs of all residents.

Objectives:

1. Provide an overall transportation system that accommodates existing and planned development in the most efficient and effective manner possible.
2. Ensure that transportation system improvements are coordinated with land development.
3. Coordinate multi-jurisdictional transportation improvements with surrounding communities, the county, SEWRPC, and the state.
4. Provide safe and efficient local streets within neighborhoods.

Policies:

1. Work with the WisDOT to provide more efficient and coordinated access to I-43/894 and to consolidate on/off access to I-43/894 in key locations: Loomis Road, 84th Street, and Highway 100.
2. Discourage the extensive use of cul-de-sacs that force traffic onto a limited number of through streets.
3. Require all new and reconstructed streets in the City to be designed to provide safe and efficient access by City maintenance and public safety vehicles.
4. Preserve sufficient public street right-of-way to allow for needed street updates and improvements.
5. Incorporate sidewalks into all new development projects in the City.
6. Support installation of traffic calming devices in predominately residential areas of the City.
7. Provide transportation facilities that accommodate and integrate various modes of transportation.
8. Work with the Milwaukee County Transit System to improve transit service in the community.
9. Work with WisDOT to incorporate a new commuter center into the Loomis Road park and ride lot.
10. Continue to partner with Transit Plus to provide transportation services for the disabled.
11. Support Milwaukee County and the state in providing various modes of efficient transportation services for both passengers and freight, including rail, water, and air.
12. Annually review and update the City's 5-year Capital Improvement Plan.

Goal:

Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the City to encourage alternative modes of transportation and a healthy, active lifestyle for all residents.

Objectives:

1. Provide pedestrian and bicycle access to all parks and recreational facilities.
2. Encourage pedestrian-oriented neighborhood designs that support a range of transportation choices as new developments are platted and existing neighborhoods are revitalized.

Policies:

1. Emphasize the provision of safe and convenient bike connections between parks, open spaces, and recreational facilities in on-going City planning and acquisition efforts. These bike routes should connect with the Milwaukee County trail system wherever possible.
2. Work with surrounding communities, the county, and the state to provide trail connections to locations outside of the City.
3. Work with WisDOT to ensure safe trail connections across major roadways, including, but not limited to Highway 100, Loomis Road, Cold Spring Road, and Layton Avenue.
4. Where feasible, the City should explore opportunities to construct pedestrian bridges over high-traffic roadways to ensure the greatest degree of safety for bikers and pedestrians.
5. Work with the County Transportation Department to include on-street bike lanes on streets connecting key public facilities, neighborhood centers, and off-street trail systems.
6. Consider the needs of bicyclists and pedestrians in all roadway improvements projects, including roadway surfaces, safety, intersection design, and roadway width.
7. Ensure that trails and sidewalks are constructed as part of the initial infrastructure in newly developing neighborhoods.

D. Transportation Programs and Recommendations

Develop a Multi-Use Recreation Trail Along the WE Energies Right-of-Way in the Northern Portion of the City

The WE Energies Right-of-Way is a 4.5-mile linear corridor of open space running along the northern edge of the City. This swath of greenspace offers a unique opportunity to develop an east-west recreation trail, allowing residents on the east side of the City to access the west side of the City and the Milwaukee County trail system without ever getting in the car. Similar trail projects have been implemented in several

communities in the region, including the cities of Muskego, Franklin, and Oak Creek. **It is recommended that the City coordinate with Milwaukee County and WE Energies to develop a recreation trail along the length of this corridor.** This recreation trail should be a high priority for the City. Therefore, it is recommended that negotiations to acquire the trail easement should occur shortly after the adoption of this *Plan*. Use of this right-of-way for a new trail was also recommended in the 2007 Wisconsin Bicycle Federation Report titled “Off-Street Bikeway Study: Milwaukee’s Best Opportunity for Trail Expansion.”

Develop a Multi-Use Recreation Trail Along the Honey Creek Corridor

Following restoration of Honey Creek (see Chapter 2, Natural Resource Recommendations), **the City should provide a recreation trail along this natural corridor to parallel the Oak Creek Trail in the Root River Parkway.** Eventually, this trail would be connected to the Root River Parkway via the WE Energies right-of-way trail.

Develop a Network of Bike Lanes and Off-Street Paths

The City’s 2006 Comprehensive Outdoor Recreation Plan identifies proposed locations for future off-street recreation trails and on-street bicycle facilities. These proposed routes are depicted on Map 16 of this *Plan*. The trail routes are designed to connect the east and west sides of the City and provide connections between parks and open spaces, residential neighborhoods, schools, and shopping areas. **It is recommended that prior to the installation of on or off-street facilities the City should conduct a comprehensive assessment of roadway conditions to ensure that the safest and most efficient routes are provided.**

Furthermore, the City should work with the WisDOT to ensure safe trail connections across major roadways, including, but not limited to Highway 100, Loomis Road, Cold Spring Road, and Layton Avenue. Where feasible, the City should explore opportunities to construct pedestrian bridges over high-traffic roadways to ensure the greatest degree of safety for bikers and pedestrians.

Enhance the City’s Sidewalk System

The City should require sidewalks on both sides of all existing and proposed collector streets, and on both sides of key routes to schools, parks, and other community facilities with heavy foot traffic. As determined by the Plan Commission, Park and Recreation Board, and the Public Works Department, other sidewalks or paths should be provided within residential neighborhoods to maintain relatively direct connections between destinations. Pedestrian access should be carefully considered during site plan reviews and all new development projects should be required to accommodate the needs of pedestrians and bicyclists, and the disabled.

Carry out Plans to Make the Following Street Improvements

2007-2014 Capital Improvement Program

Improvements will be made to the following streets in 2009:

- Final lift of asphalt on West Pallotine Drive
- 108th Street and Morgan Avenue
- 78th Street, 79th Street, and Plainfield Avenue.
- Forest Home Avenue (State)
- Pavement Repairs on the following streets:
 - 35th Street from Cold Spring to Loomis
 - 51st Street from Layton to Cold Spring
 - 51st Street from Loomis to south City limit
 - 31st Street Kimberly to College
 - 122nd and Waterford Neighborhood
 - City Hall parking lot
 - 60th Street south of Layton, replacement of panels

○ 122nd Street and Chapman Neighborhood

Improvements will be made to the following streets in 2010:

- 59th Street and Bottsford Avenue
- 124th Street

Improvements will be made to the following streets in 2011:

- 41st Street and Wanda Avenue
- 44th Street and Wanda Avenue
- Layton Avenue—27th Street to 43rd Street (County)
- Loomis Road (State)

Improvements will be made to the following streets in 2012:

- 109th Street and Pallotine Drive
- 99th Street and Norwich Avenue
- Edgerton Avenue (27th Street to Loomis)
- 51st Street

Improvements will be made to the following streets in 2013:

- 67th Street and Holmes Avenue

Improvements will be made to the following streets in 2014:

- 61st Street and Armour Avenue
- Morgan Avenue



Work with County and State Transportation Officials to Implement Street Improvements Along Layton Avenue and South 27th Street

This *Plan* has positioned Layton Avenue as Greenfield's "main street," which means 1) that the corridor must maintain a high profile, and 2) that it should be comprised of organized and specific land uses. Given this new role for Layton Avenue, **the City should initiate talks with County and WisDOT officials concerning new median construction, landscaping, sidewalks, and lighting along the corridor.** This work should be coordinated with any scheduled street reconstruction that is currently planned. Given the current budget crisis facing Milwaukee County, **the City of Greenfield should be prepared to enter into agreements with the above named agencies to help fund and maintain these improvements.** These physical improvements could potentially be funded through TIF.

Likewise, 27th Street functions as Greenfield's major east side commercial corridor. **Similar improvements should be planned for this roadway; especially median plantings, general landscaping, and lighting upgrades.** The City should coordinate with City of Milwaukee officials in seeking these improvements through WisDOT.

Work to Maintain a Full Interchange at I-894 and 27th Street

Near the conclusion of this comprehensive planning process, WisDOT proposed an alternative future design for the I-894/27th Street interchange that would limit on-and-off access to only one direction on I-894.

WisDOT indicates that this may improve the functionality of the Interstate in this area. The City supports a redesign of that interchange only if all-way access on and off I-894 is maintained. The City's redevelopment objectives for the 27th Street corridor, as described in the Land Use chapter, are dependent on maintaining the current level of regional access to that corridor. In particular, The City's plans for redevelopment of lands adjacent to the interchange for a mix of office, entertainment, retail, and hospitality businesses are dependent on easy access to all parts of the Milwaukee area that a full interchange provides.

Start Discussions with State Officials to Program Key Interchange Improvements Along I-43/894 (Hale Interchange)

These improvements should include the completion of full diamond interchanges at Loomis Road and at 84th Street and 92nd Street, and studying the feasibility of completing or consolidating on/off access at a single point on Highway 100.

Chapter Five: Utilities and Community Facilities

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Greenfield. Map 16 highlights several of the utilities and facilities described below.

Summary of Utility and Community Facilities Recommendations

- Implement the recommendations in the City's 2006 Comprehensive Outdoor Recreation Plan.
- Explore opportunities to develop a community center/indoor aquatic center in Konkel Park.
- Finalize plans to move the library.
- Determine how to best reuse or redevelop the existing library building.
- Begin discussions with WE Energies regarding the acquisition of land for a west side community park.

A. Existing Utility and Community Facilities

City Facilities

City Hall is located in the north-central portion of the City (7325 West Forest Home Avenue). Built in 1990, this relatively new building houses the offices of 11 City departments.

County Facilities

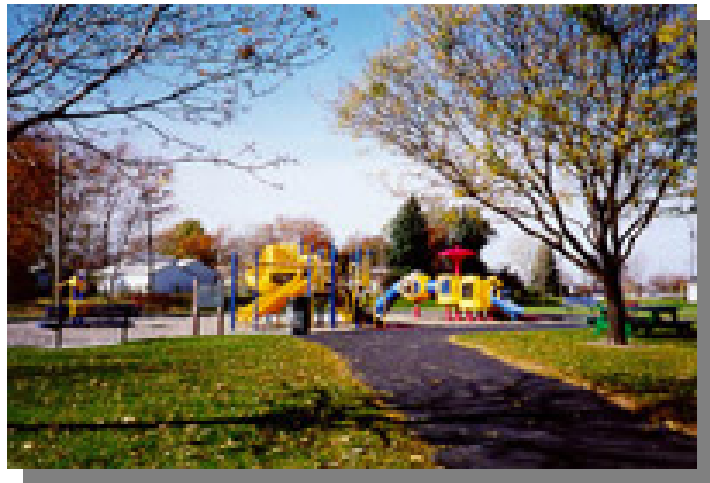
The Milwaukee County Court House is located at 901 North 9th Street in Milwaukee. The County owns extensive areas of parkland in Greenfield, including Root River Park, Kulwicki Park, and Zablocki Park, which are described in more detail below.

Parks and Recreational Facilities

The City currently has approximately 629 acres of parkland available for public use, not including school park facilities. Roughly 83 acres of this parkland is owned and maintained by the City. The remaining acreage is owned and maintained by Milwaukee County. In addition, the Greenfield School District and the Whitnall School District own and maintain a total of 101 acres of recreation space in the City.

- **Konkel Park:** This 34.55-acre City park includes areas for both passive and active recreation. With two softball fields and four sand volleyball courts, the park accommodates many City sponsored athletic activities. Konkel Park also has a large picnic shelter and restrooms, which make it the ideal location for many large community events, such as the City's annual Fourth of July celebration. This park is also the site of the annual Dan Jansen Family Fest. This event features live music, a car show, and carnival rides with proceeds benefiting the City of Greenfield Department of Parks and Recreation. The park also includes a playground for younger children, and a multi-purpose asphalt trail that extends for almost one mile. This trail connects with a boardwalk that winds through the park's Honey Creek preservation and wetland area.
- **Pondview Park:** This 6.69-acre City park has been established around neighborhood detention basins. After their construction, the basins were planted with native wetland vegetation, including various tree and shrub species. The basins are encircled by a paved, multi-use trail with interpretive signage indicating locally observed plant species and wildlife.
- **Honey Bear Park:** This small 0.7-acre City park includes a playground area and picnic tables.
- **Haker Park:** This 4.4-acre City park offers an open-air pavilion, a playground and a picnic area.

- **Creekwood Park:** This 4.2-acre City park is adjacent to Honey Bear Creek. The park offers a short hiking trail that runs through the wooded area surrounding the creek.
- **Dan Jansen Park:** This 3.4-acre City park includes a softball field, an open space playfield, and a playground.
- **Wildcat Creek Nature Corridor:** These 9.5 acres of open space land are owned and managed by the City of Greenfield. Although these lands do not comprise a formal park, they are often utilized for passive recreation by the residents of the City. The corridor serves as a buffer to protect Wildcat Creek and its adjacent riparian habitat the surrounding urban environment.
- **Towering Woods Nature Area:** This 3.72-acre wooded preservation area was acquired by the City in 2002. The area features a rustic nature trail, constructed by the Eagle Scouts in 2004.
- **Brookside Meadow Drive Park Site:** These 16.13 acres of floodplain were acquired by the City in 1999. The land is located across the street from the southern section of the Root River Parkway. The site is characterized by mature trees and various species of wildlife.
- **Root River Parkway:** Roughly 422 acres of this extensive Milwaukee County park are located within the City of Greenfield. Surrounding both sides of the Root River in the western portion of the City, this park serves as buffer to protect the River and its adjacent riparian habitat. The park also provides a location for City residents to walk or bike (along the Oak Leaf Trail), read a book, or enjoy the natural environment. The park also features one open playfield, which is available for pick-up games of soccer, frisbee, and other recreational activities.
- **Zablocki Park:** This 47.4-acre Milwaukee County park primarily serves as a location for active recreation. The park includes a softball field, two baseball fields, three tennis courts, three open playfields, a golf course, two basketball courts, and a playground.
- **Kulwicki Park:** This 25-acre park is owned by Milwaukee County. The park is contiguous with the Root River Parkway and is accessible by the Oak Leaf Trail that runs through the City via the Root River Parkway. The park offers four softball fields, playground, and a rentable pavilion that offers kitchen and restroom facilities.
- **Armour Park:** This 16-acre park Milwaukee County Park provides two open playfield areas, four basketball courts, and a playground.
- **Holt Park:** This large 24-acre Milwaukee County park is located in the upper eastern corner of the City. The park is currently undeveloped open space.
- **Barnard Park:** This 10.8-acre park is owned by Milwaukee County. Its facilities include six basketball courts, one playground, one volleyball court, and a nature trail. The parkland is contiguous with the Greenfield Middle School park.



The following table presents a comparison of the National Recreation and Park Association's (NRPA) park and recreation standards (acres per 1,000 persons) to the City's existing park system. As indicated in Table 20, the City currently has approximately **6.8 acres of parkland for every 1000 residents**. It should be noted that

for the purposes of this analysis, all school parks were classified as neighborhood parks. Based upon these calculations, the City has a sufficient amount of neighborhood parkland; however, it is deficient in terms of both mini-park and community park acreage. A more detailed assessment of the City's existing park and recreational facilities is included in the 2006-2011 Comprehensive Outdoor Recreation Plan.

Table 20: Park Acreage Analysis, 2006

Park Type	NRPA Standard Acres Per 1,000 persons	Recommended Acreage based on Acres per 1,000 persons*	Existing City Park Acreage	
			2006 Acres per 1,000 persons	2006 Total Acres
Mini-Parks	0.25-0.5 acres	9 – 18 acres	0.26 acres	9.3 acres
Neighborhood Parks**	1 – 2 acres	36 – 72 acres	3.6 acres	132 acres
Community Parks	5 – 8 acres	181 – 289 acres	3 acres	107 acres
Total	6.25 – 10.5 acres	226 – 379 acres	6.8 acres	248 acres
Special Open Space	Varies	N/A	13.3 acres	482 acres

* Based on 2005 population estimate

** For the purposes of this analysis, all school parks are considered neighborhood parks

Police Facilities

The Police Department is located at 5300 West Layton Avenue in the Safety Building. The Administrative Division of the Greenfield Police Department consists of the Chief of Police, Inspector of Police, the Technical Services Lieutenant, and an Administrative Assistant. These executive law enforcement positions are responsible for the overall management of the entire department. There are 40 patrol officers. Because of the City's unique layout, patrol officers are responsible for policing three of the state's most heavily traveled thoroughfares, US 241/South 27th Street, County U/South 76th Street and State Highway 100/South 108th Street. With hundreds of thousands of motorists traveling through the City each day, patrol officers spend a significant amount of time responding to traffic crashes and performing traffic enforcement duties.

Construction is completed for a new Police Department facility next to the old facility. The new City library will be located on the former police station site.

Fire and Emergency Medical Services

There are currently two fire facilities located in Greenfield. Station One is located at 5330 W. Layton Avenue near the Safety Center. Station Two, headquarters, is located at 4333 S. 92nd Street. Personnel are trained in a number of areas including how to handle weapons of mass destruction, ground ladder usage, and rapid intervention training which focuses on the rescue of fallen firefighters on the scene. The City of Greenfield Fire Department also provides emergency medical service to area residents.

Health Care Services and Child Care Facilities

Greenfield is served by several health care facilities. Kindred Hospital (located at 5017 S 110th Street) is the largest long-term, acute care facility in Wisconsin. It is accredited by the Joint Commission on the Accreditation of Healthcare Organizations. Other medical facilities are the Wisconsin Health Center (located at 4448 W Loomis Road), Urgi Med Walk-In Clinics (located at 2745 W Layton Avenue and 4325 South 60th Street), the Commonwealth Dialysis Center (located at 4848 S 76th Street), and St. Luke's Medical Center (located at 2900 W. Oklahoma Avenue Milwaukee).

The City of Greenfield is also served by multiple child care facilities: Kinder Care Learning Center (8650 W Forest Home Avenue), Amy's Academy (4161 S 76th Street), Children's Edu-Care: Greenfield (4330 S 84th Street), Ebenezer Child Care Centers (6921 W Cold Spring Road and 3550 S 51st Street), Clement Manor: Preschool & Child Care (3939 S 92nd Street), and Kids-N-Care (2474 Forest Home Avenue).

Schools

The majority of children residing within the City of Greenfield attend the School District of Greenfield; however, residents west of 92nd Street are served by the Whitnall School District, and a small portion of the northwestern side of the City is served by the West Allis-West Milwaukee School District. School facilities for both the Greenfield School District and the Whitnall School District are located within the City limits, including four elementary schools, two middle schools, and two high schools. Enrollment, shown in Table 21, for all three school districts has been relatively stable for the last few years. In addition, there are three parochial schools located in the City: Our Father's Lutheran, St. Jacobi Lutheran, and St. John the Evangelist Catholic Church.

Table 21: School District Enrollment, 2001-2005

Located in Greenfield (Y/N)	School	Location	2001	2002	2003	2004	2005
Greenfield School District							
Y	Edgewood Elementary	4711 South 47th Street Greenfield	250	245	258	247	291
Y	Elm Dale Elementary	5300 S. Honey Creek Drive Greenfield	375	408	419	433	432
Y	Glenwood Elementary	3550 South 51st Street Greenfield	262	251	249	247	279
Y	Greenfield High	4800 South 60th Street Greenfield	1,163	1,160	1,187	1,225	1,202
Y	Greenfield Middle	3200 W. Barnard Avenue Greenfield	740	756	742	731	716
Y	Maple Grove Elementary	6921 West Cold Spring Road Greenfield	377	436	486	514	409
	Total		3,167	3,256	3,341	3,397	3,329
Whitnall School District							
N	Edgerton Elementary	5145 South 116th Street Hales Corners	422	405	379	374	389
N	Hales Corners Elementary	11319 West Godsell Avenue Hales Corners	580	596	574	567	548
Y	Whitnall High	5000 South 116th Street Greenfield	940	946	965	952	920
Y	Whitnall Middle	5025 South 116th Street Greenfield	559	590	599	608	612
	Total		2,501	2,537	2,517	2,501	2,469
West Allis-West Milwaukee School District							
N	Academy of Learning Comp-Based School	2450 South 68 th Street West Allis	NA	31	32	34	27
N	Central High School	8516 West Lincoln Avenue West Allis	1,699	1,604	1,633	1,587	1,677
N	Frank Lloyd Wright Middle	9501 West Cleveland Avenue West Allis	775	744	781	802	789
N	Franklin Elementary	2060 South 86th Street West Allis	357	356	342	338	347
N	Hale High School	11601 West Lincoln Avenue West Allis	1,321	1,370	1,337	1,329	1,352

Located in Greenfield (Y/N)	School	Location	2001	2002	2003	2004	2005
N	Hoover Elementary	12705 West Euclid Avenue West Allis	489	464	444	484	444
N	Horace Mann Elementary	6213 West Lapham Street West Allis	415	447	429	429	407
N	Irving Elementary	10230 West Grant Street West Allis	378	406	406	362	374
N	James E Dottke Alternative High School	1964 South 86th Street West Allis	NA	55	50	82	80
N	Jefferson Elementary	7229 West Becher Street West Allis	472	500	493	497	515
N	Lincoln Elementary	7815 West Lapham Ave West Allis	346	337	361	395	382
N	Longfellow Elementary	2211 South 60th Street West Allis	288	267	267	257	255
N	Madison Elementary	1117 South 104th Street West Allis	227	232	221	203	191
N	Mitchell Elementary	10125 West Montana Avenue West Allis	434	417	436	414	404
N	Pershing Elementary	1330 South 47th Street West Allis	343	315	363	358	375
N	Walker Elementary	900 South 119th Street West Allis	313	287	277	293	292
N	West Milwaukee Middle	5104 West Greenfield Avenue West Milwaukee	580	613	592	573	531
N	Wilson Elementary	8710 West Orchard Street West Allis	358	375	378	390	381
	Total		8,795	8,820	8,842	8827	8,823
<i>Source: Wisconsin Department of Public Instruction, 2001-2005</i>							

Library

The Greenfield Library is located at 7215 West Cold Spring Road. In addition to books, the library loans videos, DVDs, and provides access to several online databases. Wireless connectivity to the Internet is also available. Greenfield residents also have access to all other public libraries in Milwaukee County. Greenfield Public Library will remain in Milwaukee County Federated Library System (MCFLS) through 2007. Due to a need for additional capacity, the Library will be moved to the former Police Department site by 2009. The future of the former Library building is uncertain.

Other Community Services and Organizations

The City of Greenfield is served by many community organizations. These include, but are not limited to, the Boy Scouts and Girl Scouts of Milwaukee, Whitnall Area Youth Sports, the Southwest YMCA, the Southwest Aquatic Team, the Greenfield Lions Club, Greenfield Little League, various religious organizations, and the Greenfield Chamber of Commerce.

Water Supply and Wastewater Treatment

Milwaukee Water Works (MWW) provides water to the City of Greenfield. Owned by the City of Milwaukee, this company provides water from Lake Michigan to over 831,000 people in the cities of Milwaukee, Greenfield, and 13 neighboring communities.

Sanitary sewer service is provided by the Milwaukee Metropolitan Sewerage District (MMSD). As a regional government agency providing wastewater treatment and flood management services for 28 communities, MMSD serves 1.1 million people in a 420 square-mile service area. Established by state law, the District is governed by 11 commissioners and does have taxing authority. In addition to its core responsibilities, MMSD also conducts and provides water quality research, laboratory services, household hazardous waste collection, mercury collection, industrial waste monitoring, and Milorganite production and marketing.

Solid Waste Disposal and Recycling

Voila Waste Services, Inc. provides solid waste disposal and recycling services to the residents of Greenfield. Waste is hauled to the Emerald Park Landfill in the City of Muskego on STH 45.

Telecommunications and Power Distribution

There are several cellular communication towers in the City. The following is a list of the general locations of cellular towers in the City:

- 4100 block of S. 35th Street
- 43rd Street & Loomis Road
- 4267 Loomis Road
- 6133 S. 27th Street
- 55th Street & Loomis Road
- 52nd Street & Layton Avenue
- 4100 block of S. 60th Street
- 4810 S. 76th Street
- 4100 block of S. 84th Street (east side of street)
- 4100 block of S. 84th Street (west side of street)
- 4400 block of S. 99th Street
- 104th Street & Meadow Drive
- 4737 S. 108th Street

WE Energies provides Greenfield's electric services. The American Transmission Company (ATC) owns and operates the electric transmission lines and substations in the eastern portion of Wisconsin. ATC's 10-Year Transmission System Assessment Summary Report, Zone 5, which includes Greenfield, identified numerous system limitations such as low voltages, transmission facility overloads and transmission service limitations. In addition, chronic transmission service limitations within Zone 5 need to be addressed. While numerous projects are planned in Zone 5 to address these issues, none are located in the City of Greenfield.

In 2004, the Southeastern Wisconsin Regional Planning Commission initiated a new regional telecommunications planning program. The program is being guided by a Regional Telecommunications Planning Advisory Committee comprised of representatives from local and state governments, wireline and wireless service providers, and other interested parties. The goal of this program is to help plan for the next generation of broadband service capabilities in the region.

Cemeteries

Greenfield has five cemeteries. Chapel Hill Cemetery is located at 4775 S 60th Street; Arlington Park Cemetery is located at 4141 S 27th Street; Good Hope Cemetery is located at 4141 S 43rd Street; Lavies Cemetery is located east of South 76th Street in the 4500 block; and Memorial United Methodist Cemetery is

located north of W. Morgan Avenue at S. 51st Street. No additional facilities are needed through the planning period.

B. Utilities and Community Facilities Goals, Objectives, and Policies

Goal:

Maintain the quality of life in the City by providing a range of exceptional community services, facilities, and utilities.

Objectives:

1. Ensure that basic public services, including adequate police and fire protection, street services, education, sanitary sewer, water, waste disposal/recycling, and other services are made available to all residents and property owners.
2. Ensure that the costs for new community services, facilities, and utilities are distributed fairly and equitably.
3. Develop level of service standards for City services and facilities.
4. Ensure that the City's services, including Fire, EMS, and police, have adequate staffing and facility capacity to accommodate projected future growth.
5. Continue to work with the school districts to ensure adequate school facilities to serve existing and future residents.

Policies:

1. Continue to require all new large-scale development in the City to make provisions for handling stormwater. Such facilities shall be constructed prior to commencement of development.
2. Continue to require appropriate land dedications and impose impact fees to ensure that new development pays for its proportional share of the cost of providing utilities and other community facilities.
3. Continue development and implementation of a capital improvement program (CIP) in order to effectively manage debt capacity for large infrastructure projects.
4. Coordinate with the school districts on the future plans for expanded school facilities.
5. Explore opportunities to provide more community meeting and recreation space to accommodate the City's growing organizations and recreational and social programs.
6. Cooperate with SEWRPC and the Regional Telecommunications Planning Advisory Committee to help maintain a high level of service for broadband technologies.
7. Cooperate with WE Energies and the American Transmission Company to ensure continued high-quality electric service.
8. Continue to cooperate with the private sector to provide access to exceptional health care and child care facilities.

Goal:

Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas to enhance the health and welfare of City residents and visitors. Such facilities should accommodate special groups such as the elderly, the handicapped, and young children.

Objectives:

1. Provide quality public outdoor recreation sites and adequate open space lands for each neighborhood in the City.
2. Strive to ensure that at least one public greenspace is within a safe and comfortable walking or biking distance for all City residents.
3. Increase the diversity of recreational opportunities and ensure that these opportunities are well distributed throughout the City.

4. Balance the need to acquire and develop new park and recreational facilities with the need to maintain and upgrade existing park sites and facilities.

Policies:

1. Mini-Parks and Neighborhood Parks should be sited and designed to enhance neighborhood cohesion and provide a common neighborhood gathering place. All parks should have multiple access points from surrounding neighborhoods. When and where appropriate, all new residential development should be within walking distance of a park.
2. Continue to enhance existing parklands, especially those that are currently underused. When necessary, the City should coordinate with Milwaukee County to improve county-owned parks to better serve the needs of City residents.
3. When possible, acquisition of park and open space lands should occur in advance of or in coordination with development to provide for reasonable acquisition costs and facilitate site planning. Parklands in undeveloped areas should be acquired through land developer dedications, where feasible.
4. Continue to develop a diversity of park sizes and types based on the characteristics and needs of individual neighborhoods, and the surrounding land use and natural resource features.
5. All new development should meet the park and open space standards and recommendations as outlined in this *Plan* and implemented by the City's Zoning Ordinance and Subdivision and Platting Ordinance.
6. Encourage public awareness of the City's parks and outdoor recreational facilities by promoting them through maps, signage, and other materials.
7. Take measures to ensure that existing park facilities are upgraded to comply with ADA design guidelines. Future parks should be designed so that they are barrier-free and accessible to persons with disabilities.
8. The City's parkland dedication and impact fee ordinances should continue to reflect the current demand for parkland. Also, alternative means of reserving lands required for open space should be explored to ensure that lands are obtained at the lowest cost to the public (e.g. non-profit organizations, conservation easements, purchase of developments rights).
9. Parks and recreational facilities should be combined with school facilities where appropriate and feasible, with joint planning and maintenance agreements. The City and the School Districts should work together to provide accessible park and recreational facilities.
10. Explore the need for special recreational facilities, such as dog parks, skateboard parks, and splash parks, through more detailed park and recreation planning initiated following the adoption of this *Plan*.
11. Explore opportunities to fund and develop a centrally-located, multi-purpose community center that complements the City and Milwaukee County's park system.

C. Utilities and Community Facilities Programs and Recommendations

Implement the recommendations in the City's 2006-2011 Comprehensive Outdoor Recreation Plan (CORP)

Based upon the needs assessment prepared as part of the City's 2006-2011 CORP, Greenfield's future local standard for park acreage is 9 acres per 1,000 persons. Broken down by park type, the local standards are 0.75 acres per 1,000 persons for mini-parks, 4.25 acres per 1,000 persons for neighborhood parks, and 4 acres per 1,000 persons for community parks.

Over the next 20 years, it is recommended the City acquire and/or develop an additional 121 acres of parkland and make improvements to three of its existing parks. Based upon 2025 population projections, these recommendations would satisfy the City's local park standards. The timing of parkland acquisitions and development should coincide with the actual demand for recreational facilities in the City.

Recommendations include the following (Please refer to the 2006-2011 CORP for more detailed and additional recommendations):

1. Acquire and/or develop a minimum of 21.5 acres of mini-parkland to serve new and existing residents. Mini-parks should be integrated into the design of residential neighborhoods, office and commercial areas, and mixed-use districts.
2. Acquire and/or develop a minimum of 42.5 acres of neighborhood parkland over the next 20 years to serve new and existing residents.
3. Acquire and/or develop an additional 57 acres of community parkland over the next 20 years to serve new and existing residents.

General proposed locations for future mini-parks, neighborhood parks, and community parks are depicted on Map 16: Community Facilities.

Develop a Community Center/Indoor Aquatic Facility in Konkel Park

One of the significant outcomes of the City's recent park and recreation planning process was residents' desire for indoor recreation and community meeting space. The City's Park and Recreation Department hosts a wide variety of year-round activities and classes that require indoor meeting space, particularly in the winter months, and a number of the City's clubs and social organizations have also expressed a need for meeting spaces and classrooms. **It is recommended that the City pursue the development of a community center building in the northeast portion of Konkel Park, along Layton Avenue.**

As part of the CORP planning process, two concept plans were prepared to guide the future development of Konkel Park (See Appendix B). For the most part, these two plans vary only in terms of the proposed location for the community center/aquatic center building. Of these two options, Concept A makes the most efficient and aesthetically pleasing use of the available park space. This layout breaks up the parking lot area needed to serve the new facilities, centers the community center/aquatic center building within the park, and accommodates two additional park access points. However, Konkel Park is currently the location for the City's annual Dan Jansen Fest. If an alternative location for this event cannot be identified and agreed upon, and it becomes clear that Concept A's layout will conflict with the Dan Jansen Fest layout, Concept B has been prepared to function as an alternative option. Furthermore, the illustrations following the concept plan maps titled "Festival Layouts" present alternative Dan Jansen Fest layouts for both concepts A and B.

In addition, the City's Park and Recreation Department offers various year-round aquatic programs. Currently, these programs are held either at the Greenfield High School pool or Whitnall High School pool. Since both of these facilities are owned and maintained by the school districts, school sponsored activities are given first priority when it comes to scheduling use of the pool. Furthermore, these facilities are only available to the public for open swim at limited times. In early 2007, the Greenfield School District passed two referenda to renovate and reconstruct elements of the High School. As part of the renovation plans the High School permanently closed the pool facility to the school and community on March 6, 2007.

In 2008, the Greenfield School District passed another referendum for a new pool to be attached to the new high school building. The pool is expected to be open in 2009.

Finalize Plans to Move Library into the Former Police Station Building

Through this planning process, the segment of Layton Avenue that hosts the City's former police station has been identified as Greenfield's "civic center." Currently, the former police station building is located across the street from Konkel Park, the Greenfield Historic Society, and the Greenfield High School. Therefore, **this site is an ideal location for a significant community facility such as a library.** Having the public library in this location will further enhance the civic character of this area of the City. In addition, the current library building is inadequate, and moving the facility to the remodeled police station building would provide much needed additional space.

In 2008, the Common Council approved a construction and renovation project to enable the library to relocate to what will be a 36,000 square-foot facility at the former police station site. The new library is expected to open in 2009.

Weigh Re-Use or Redevelopment Options for the Current Library Site

Internal discussions among City staff should continue to take place regarding the future of this site and how it could potentially serve the City's future facilities needs following library relocation.

Interim uses could include a neighborhood/senior center, a smaller branch library, or a City Hall Annex.

An analysis of options should include a consideration of the potential need for additional City Hall space 20-30 years from now. The land could be cleared and land-banked by the City (and potentially used on an interim basis as an extra parking, greenspace, or a staging area for a seasonal farmers market) until the City's future needs become clearer. If, after a thorough public discussion of possible public uses reveals no public need for the site, the City should begin to solicit development proposals for a high-quality, commercial or mixed-use project at this location. The selected developer should be required to demolish the existing structure.

Work with WE Energies to Acquire Land for Residential Development and West Side Community Park

The City's 2006 Comprehensive Outdoor Recreation Plan recommends acquiring land for a community park on the west side of the City (see Map 16). This 44-acre area is comprised of three contiguous parcels that are currently owned by WE Energies (also SIA #13). **It is recommended that the City begin discussions with WE Energies regarding the acquisition of this land.**

During the comprehensive planning process it was agreed upon that a park is needed in this area. However, it was also determined that the area represents opportunities to be developed residentially. To reconcile these competing needs, it is now recommended that the community park be scaled back to approximately 20 acres on the western portion of the WE Energies land.

Despite the size of the park, recommended uses should remain similar to those recommended in the 2006 CORP. **In the future, this park should be developed to include both active and passive recreational facilities.** In particular, the City should consider utilizing this park to develop new baseball/softball fields to replace the fields currently located at the Chapman School site that will be displaced when this land redevelops. When preparing the site plan for this park, the City should work with the Greenfield Little League to determine their needs so that monies can be allocated effectively and appropriately.

Another option to consider is that a portion of this site be used to accommodate a bandshell or other outdoor performance space for concerts in the park. The City may also consider seeking the assistance of the Urban Open Space Foundation for this project.

Table 22: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Solid Waste & Recycling Services	Every 3 years	Conduct and informational survey of users regarding the provision of services to monitor performance and capacity.
Stormwater Management	Ongoing	Continue to require compliance with minimal quantity and quality components for all developments to mitigate flooding concerns and improve overall ground and surface water quality. All requirements should be codified. Update the City's stormwater ordinance, as necessary, to incorporate provisions for additional Best Management Practices such as the use of rain gardens or green roofs.
City Hall	2009-2010	Conduct needs assessment to determine potential future need for additional space. This analysis will be one component in determining the future use of the current library site/building.

Utility/Facility	Timetable	Comments
Police Station	--	The City's new police station was completed in 2008.
Fire Department and EMS services	2009-2010	Plan for the expansion of the parking area at Station #2, and coordinate these plans with the City's plans to acquire the land near the station for a community park.
Medical Facilities	Ongoing	Continue to cooperate with the private sector in providing these essential services. Specifically consider Loomis Road as an ideal location for satellite medical facilities and clinics.
Library	2009-2010	Determine the future use of the current library site/building
Schools	2009-2013	Coordinate Greenfield School District for the Greenfield High School plans with other developments and enhancements along this segment of Layton Avenue and at the intersection of Layton and 60 th Street.
Park and Recreation Facilities	2009-2010	Initiate negotiations with WE Energies regarding the acquisition of property for a west side community park.
	2009-2011	<ul style="list-style-type: none"> ▪ Continue to follow the recommendations outlined in the 2006-2011 Comprehensive Outdoor Recreation Plan. ▪ Refer to the Plan's recommended 5-Year Capital Improvement for a detailed timeline for land acquisitions and improvements.
	Late 2010-Early 2011	Update the Comprehensive Outdoor Recreation Plan to remain eligible for State and Federal grant monies.
Community Center	2009-2012	Explore options for the funding and construction of a community center in Konkel Park.
Sanitary Sewer Service	Ongoing	Continue communication with MMSD regarding wastewater treatment capacity.
Water	Ongoing	Continue to cooperate with Milwaukee Water Works to ensure the provision of clean water.
Telecommunications	Ongoing	Cooperate with SEWRPC and the Regional Telecommunications Advisory Planning Committee in helping to plan for future broadband services.
Cemeteries	N/A	Private parties will provide cemetery capacity in and around the City as needed.
Child Care Facilities	Ongoing	Child care services and facilities are expected to expand to meet additional needs.

Map 16: Community Facilities

Chapter Six: Housing and Neighborhood Development

A community's housing stock is its largest long-term capital asset. As is typical in most communities, housing is the largest single land user in Greenfield (nearly 47 percent of the total land area; see Table 13). The quality, condition, and diversity of a community's housing stock help strengthen its sense of place and economic vitality. This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City.

Summary of Housing and Neighborhood Development Recommendations

- Enhance design standards for multi-family housing.
- Encourage the development of housing that will attract young professionals, empty-nesters, and retirees.
- Promote the provision of affordable housing.
- Promote infill development in existing residential areas.

A. Breakdown of Existing Housing

From 1990 to 2000, the City's total housing stock increased nearly 15 percent, from 14,092 to 16,190 housing units. On average, the City added about 211 new housing units per year over between 1990 and 2000. As shown in Table 23, most housing units in Greenfield are single family homes. The percentage of multi-family units in the City increased slightly from 1990 to 2000.

Table 23: Housing Types, 1990-2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family Detached	7,324	51.2%	7,873	48.6%
Single Family Attached	805	5.6%	1,027	6.3%
Two Family (Duplex)	555	3.8%	684	4.2%
Multi-Family	5,414	37.8%	6,589	40.6%

Source: U.S. Census of Population and Housing, 1990 & 2000

Table 24 compares other 2000 housing stock characteristics in Greenfield with surrounding communities and Milwaukee County. In 2000, Greenfield had an average vacancy rate of 3.1 percent, which is typical of peer communities. The percent of owner-occupied housing units in the City was 59.5 percent, which is lower than those for the surrounding communities except the Cities of Milwaukee and West Allis and Milwaukee County. The average assessed housing value in 2007 was \$173,500, which is higher than the Cities of Milwaukee and West Allis and Milwaukee County, but less than the other municipalities. In 2000, the median monthly rent for Greenfield was \$659.

Table 24: Housing Characteristics, 2000

	City of Greenfield	City of Milwaukee	City of West Allis	City of New Berlin	Village of Greendale	Village of Hales Corners	Milwaukee County
Total Housing Units	16,203	249,225	28,708	14,921	6,165	3,377	400,093
Percent Vacant	3.1	6.8	3.8	2.9	2.5	3.5	5.6
Percent Owner-Occupied	59.5	45.3	58.1	81.3	69.7	61.7	52.6
Average Assessed Value*	\$168,700**	\$133,100	\$133,762	\$245,000	\$218,000	\$174,450	\$143,477***
Median Contract Rent	\$659	\$527	\$571	\$830	\$662	\$728	\$555

Source: U.S. Census of Population and Housing, 2000

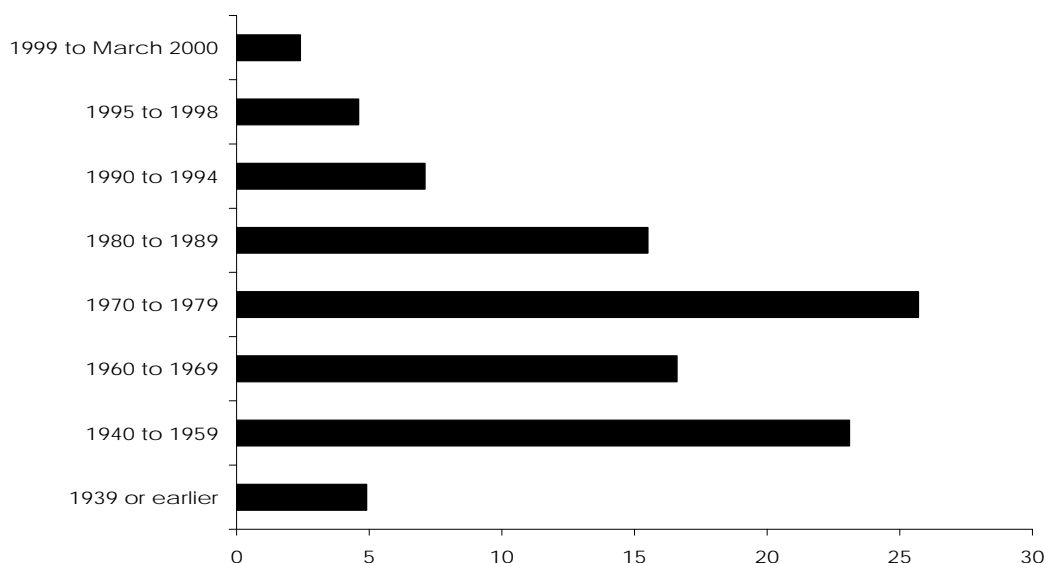
*2006 assessed values provided by local assessors except where noted

**2007 value increased to \$173,500, as per City Assessor

*** Department of Revenue, 2005

Figure 4 presents data on the age of the City's housing stock based on 2000 Census data. The age of a community's housing stock is sometimes used as a measure of the general condition of the local housing supply. More than 65 percent of Greenfield's housing was built between 1940 and 1980. Almost 30 percent of Greenfield's housing was constructed from 1980 to 2000. A small percentage of the City's homes were built before World War II (5 percent).

Figure 4: Age of Housing as a Percent of the Total 2000 Housing Stock



Source: U.S. Census of Population and Housing, 2000

Housing Programs

Several housing programs are available to Greenfield residents including home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair

grants for the elderly from the Milwaukee County Community Development Block Grant (CDBG). The HOME Investment Partnerships Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

B. Housing and Neighborhood Development Goals, Objectives, and Policies

Goals:

Provide a variety of housing types at a range of densities, formats, and costs to accommodate the needs and desires of all existing and future residents.

Objectives:

1. Carefully control residential development to provide a range of housing types, densities, and costs, but that also maintains the predominately single-family character of the City.
2. Provide a range of housing types that meet the needs of persons of all income levels, age groups, and people with special needs.
3. Promote neighborhoods that are oriented towards pedestrians and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.
4. Support infill and redevelopment practices in the areas identified by this *Plan* to continue to diversify the City's housing stock.
5. Support programs that maintain or rehabilitate the City's existing housing stock.
6. Promote high-quality residential development that enhances existing neighborhoods.
7. Maintain home ownership versus rental as the preferred form of tenancy in the City.
8. Encourage residential development that is connected to parks, schools, and other community facilities and that has access to employment centers, shopping opportunities, and alternative transportation routes.
9. Continue to enforce ordinances and design standards that require high architectural quality, sufficient landscaping and buffering, and a high level of amenities for new housing developments.

Policies:

1. Design new residential development to encourage resident interaction and to create a sense of place. Such design techniques include interconnected street networks; complete sidewalk networks; accessible and visible parks, trails, and other gathering places; houses oriented toward the street; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design; and proximity to shopping and services.
2. Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, infill development, and maintenance and improvement of parks.
3. Plan for higher density housing developments in parts of the City where streets and sidewalks can handle increased volumes of traffic and where adequate parks, open spaces, and shopping facilities are existing or planned. Focus these developments in designated mixed-use areas.
4. Continue to encourage the careful planning of new residential subdivisions to protect environmental resources, improve the creativity of site planning and design, and provide more effective City control of the design, density, and character of new developments.
5. Continue to require developers to help fund safe and efficient pedestrian and bicycle access between residential neighborhoods and nearby parks and schools.

C. Housing and Neighborhood Development Programs and Recommendations

Enhance Design Standards for Multi-Family Housing

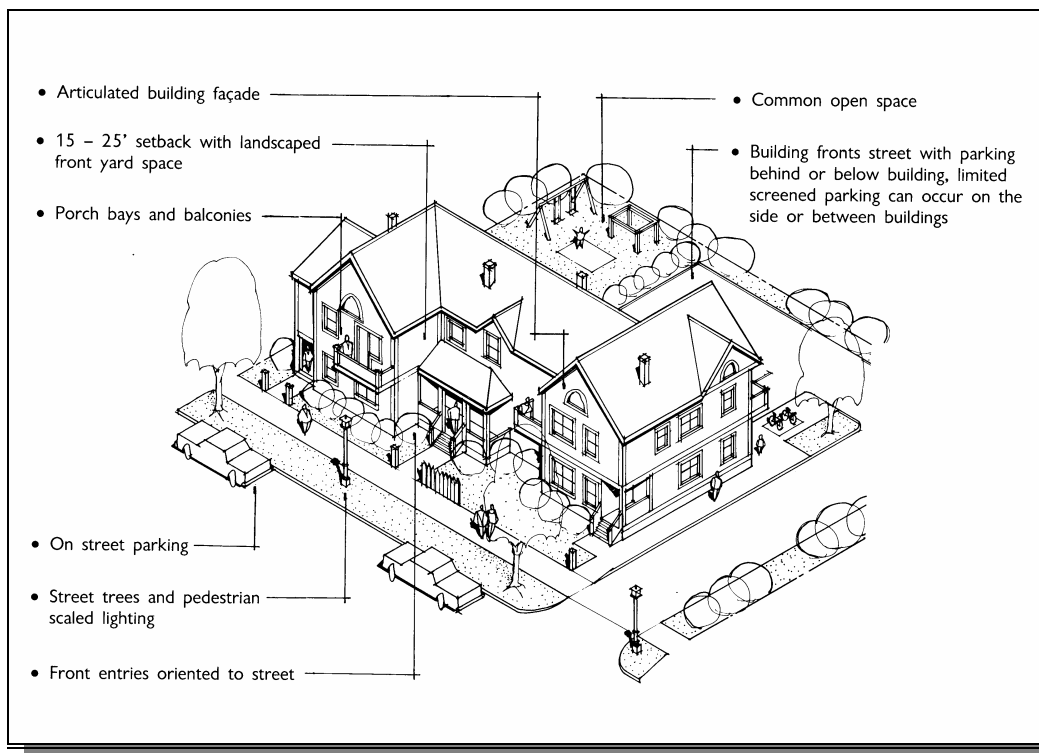
Multi-family housing provides options for the elderly, retired residents who know longer want or need the responsibility of owning a single-family home, and young professionals. The location and development of multiple family housing can cause controversy. However, **well designed multi-family residential developments can contribute positively to the character of a community. Furthermore, such developments should be carefully integrated into neighborhoods and should be well-distributed in appropriate locations throughout the City, rather than being grouped together in one spot.** Multi-family residences that are carefully integrated into mixed-use developments can contribute to vibrant and attractive activity centers.

The City intends to review its zoning ordinance to ensure that the following design standards are adequately codified for future multi-family housing. These standards should be uniformly enforced throughout all development review processes.

- Incorporate architectural designs that fit the context of the surrounding neighborhood and the City's overall character. Adjacent to single-family residential areas, encourage layouts where buildings appear to be groupings of smaller residences.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings by incorporating features such as balconies, porches, garden walls, varied building and façade setbacks, varied roof designs, and bay windows.
- Orient buildings towards the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking areas, dumpsters, and other unattractive uses behind buildings. In-building or underground parking is highly encouraged.
- For parking lots and garages: a) locate garage doors and parking lots so that they are not the dominant visual element; b) screen parking areas from public view; c) break up large parking lots with landscaped islands and similar features; d) provide direct links to building entrances by pedestrian walkways that are physically separated from vehicular traffic; e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied façade setbacks, and recessed garage doors; and f) in-building or underground parking is generally preferred.
- Provide generous landscaping with plants of sufficient size at time of planting. Emphasize landscaping in the following locations: a) along all public and private street frontages; b) along the perimeter of all paved areas and in islands in larger parking lots; c) along all building foundations; d) along yards and separating land uses that differ in intensity, density, or character; e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); and f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site open space areas to serve needs of residents.



Figure 5: Preferred Multi-Family Residential Development Layout



Encourage Housing that Targets Young Professionals, Empty Nesters, and Retirees

Many communities have an aversion to higher-density, multi-family housing. This perception is largely based on the beliefs that such housing strains public resources, depresses property values, and is aesthetically incompatible with “small city” character. However, these beliefs fail to recognize several things. First, many of **Greenfield’s affluent householders are aging and would like to downsize their lives without leaving the community.** Such residents need high-quality alternatives to owning a detached single-family home. Second, **Greenfield has an opportunity to attract young professionals who have jobs in and around the Milwaukee area.** These residents are in the early stages of their careers and have high earning potentials, but cannot yet afford or do not yet want to maintain their own homes. These residents also need high-quality housing alternatives. As such, **many communities have come to consider high-quality, multi-family developments to be net tax base revenue builders** (see sidebar).

Furthermore, a well-balanced and self-sustaining community requires a greater choice of housing for people at various stages of their careers and lives. In addition, quality, affordable housing along with solid public services and protected natural resources have emerged as significant assets to economic development. **Excellent opportunities still exist for these types of residential development throughout the City, as described in the Land Use chapter of this *Plan*.**

Support the Provision of Affordable Housing

The City will continue to support affordable and diversified housing options to accommodate young families, the elderly, and other low and moderate income residents.

- *Allow for the development of high-quality multi-family housing:* **Higher density housing that complements the character of the City can be an important component of the affordable housing stock.** This includes both renter occupied and owner-occupied (e.g. condos, townhouses) options. Too often, resistance to high density housing is the result of poor design that does not reflect the character of the surrounding neighborhood. The multi-family housing standards are intended to address some of these issues.
- *Promote the maintenance of older neighborhoods:* The City's existing housing stock is an important component of the affordable housing supply, if the housing is well-maintained. **The City should continue to take advantage of programs such as CDBG to help fund rehabilitation** grants and loans for existing housing.

Promote Infill Development in Existing Residential Areas

The City encourages infill development on vacant or under-utilized lots within existing residential areas of the City. The City could further promote infill developments by assisting in the acquisition, clearance, and consolidation of infill into larger, more easily, developed sites.

In addition, promoting the development well-planned smaller lot subdivisions helps to reduce the overall costs of owning a home and contribute to the stock of owner-occupied affordable housing.

Empty-Nester and Retirement Housing as a Tax Revenue Builder

Economic development programs in most communities are concerned with essentially two core issues—jobs and taxes. In most suburban communities, economic development objectives are really more about building tax base than advancing broader economic goals. Communities have the option of pursuing a number of alternative strategies to increase tax revenues without having to rely solely on new office or industrial employment. Two complementary strategies include: increasing the number of retail and service businesses, and increasing the number of households (and housing types) that place comparatively few demands on public services; namely, housing that is both compact in form and caters to relatively affluent, childless households such as empty nesters, retirees, and young professionals. Such a strategy can help broaden the tax base without offsetting the high-service needs that accompanies traditional single-family housing on larger lots.

By incorporating retirement housing into a compact mixed-use development that also features retail and services, the need for auto trips and parking is reduced and a built-in market to help assure the success of the businesses is created. This type of development strategy could help both the City's tax picture and infuse vitality into designated parts of the City.



Chapter Seven: Economic Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the City's economic base. This chapter includes an assessment of new businesses and industries desired in the City, an assessment of the community's strengths and weaknesses with respect to attracting and retaining businesses and industries, an inventory of environmentally contaminated sites, and recommended strategies for the redevelopment of key sites.

Summary of Economic Development Recommendations

- Find ways to actively market the City and to become involved in regional economic development initiatives.
- Upgrade office, commercial, and mixed-use development design standards.
- Proactively pursue economic development by developing business recruitment and retention programs, assembling properties, and managing funding incentive programs.
- Use Tax Increment Financing (TIF) to stimulate redevelopment projects.
- Utilize specific redevelopment strategies for designated redevelopment corridors in the City.

A. Existing Economic Development Framework

Labor Force

The City's labor force is the portion of the population employed or available for work and includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 U.S. Census data, 19,747 residents, or 67 percent, of City residents age 16 or older were in the labor force. Of this total, 627 residents (or 2.1 percent of the labor force) were unemployed. According to the U.S. Census Bureau, the Greenfield workforce increased nearly 6 percent since 1990, from 18,703.

The percentage of the City's labor force employed by sector in 2000 is shown in Table 25. Nearly 20 percent of the labor force is employed in the manufacturing sector, and another 19.6 percent in the educational, health, and social services sector.

Table 25: Labor Force Characteristics, 2000

Occupational Group	Percentage of Labor Force
Manufacturing	19.8%
Educational, health, and social services	19.6%
Retail trade	13.2%
Finance, insurance, real estate, rental, and leasing	9.1%
Professional, scientific, management, administrative, and waste management services	8.3%
Arts, entertainment, recreation, accommodation, and food services	7.3%
Transportation, warehousing, and utilities	5.5%
Construction	4.3%
Other services (except public administration)	4.0%
Wholesale trade	3.9%
Information	2.4%
Public Administration	2.4%
Agriculture, forestry, fishing, hunting, and mining	0.2%

Source: U.S. Census Bureau, 2000

Table 26: Milwaukee County Employment Forecasts by Sector, 2006-2030

	2006	2010	2015	2020	2025	2030
Total Employment: Milwaukee County	1,422,940	1,495,620	1,586,260	1,676,640	1,766,700	1,856,400
Farm Employment	0.83%	0.78%	0.73%	0.67%	0.63%	0.59%
Agricultural Services	1.04%	1.08%	1.11%	1.15%	1.17%	1.20%
Mining	0.06%	0.06%	0.05%	0.05%	0.05%	0.05%
Construction	4.49%	4.55%	4.60%	4.66%	4.70%	4.75%
Manufacturing	16.80%	16.19%	15.50%	14.89%	14.34%	13.84%
Transportation, Communication, and Public Utilities	4.32%	4.28%	4.25%	4.21%	4.18%	4.15%
Wholesale Trade	4.72%	4.72%	4.73%	4.73%	4.73%	4.73%
Retail Trade	15.78%	15.54%	15.29%	15.06%	14.85%	14.66%
Finance, Insurance, and Real Estate	7.53%	7.47%	7.39%	7.33%	7.27%	7.22%
Services	34.12%	35.15%	36.30%	37.33%	38.26%	39.09%
Federal Civilian Government	0.88%	0.84%	0.79%	0.75%	0.71%	0.67%
Federal Military Government	0.56%	0.54%	0.51%	0.49%	0.47%	0.45%
State and Local Government	8.85%	8.80%	8.74%	8.69%	8.64%	8.60%

Source: Woods & Poole Economics: 2006 State Profile, Wisconsin

Milwaukee County employment projections were provided by Woods & Poole Economics, Inc., a regional economic and demographics analysis firm. These data predict the County's total employment to grow approximately 30 percent by the year 2030. Over this time period, the most significant increase in jobs is projected to be in the service sector. Furthermore, by 2030 the percentage of employees working in the service sector is projected to increase, while the percentages of employees working in manufacturing and retail are projected to decrease.

Educational Attainment

Educational attainment is another characteristic of a community's labor force. According to the 2000 U.S. Census, 85 percent of the City's population age 25 and older had attained a high school level education or higher. About 20 percent of the population age 25 and older had attained a college level education (bachelor's degree or higher). These statistics are comparable to Milwaukee County and the rest of state.

Income Data

According to 2000 U.S. Census data, the median household income in 1999 in the City was \$44,230. For comparison, the median household income reported for Milwaukee County in 1999 was \$38,100, and for the state it was \$43,791. Approximately 53 percent of the City households reported an annual income of between \$35,000 and \$100,000. Nearly 2 percent of the households reported an annual income of more than \$150,000.

Table 27: Comparable 2000 Median Household Incomes

	Median Household Income	Per Capita Income
City of Greenfield	\$44,230	\$23,755
City of Milwaukee	\$32,216	\$16,181
City of West Allis	\$39,394	\$20,914
City of New Berlin	\$67,576	\$29,789
Village of Greendale	\$55,553	\$28,363
Village of Hales Corners	\$54,536	\$25,354
Milwaukee County	\$38,100	\$19,939

Source: U.S. Census Bureau, 2000

Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of May 2006, there were 28 contaminated sites in the City of Greenfield in need of clean up or where clean up is underway according to the Bureau for Remediation and Redevelopment Tracking System (BRRTS). Of the 28 sites, 5 are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Eight of the incidents were the result of spills. Spills are classified as discharge of any "hazardous substances that may adversely impact, or threaten to adversely impact public health, welfare or the environment." Many spills are the result of car accidents, or fuel-filling overflows, and are often quickly mitigated. Fifteen sites in the Greenfield area are classified as environmental repair, or ERP. These sites are often times older, and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. Many of the properties on the BRRTS list, specifically those labeled as ERP and LUST, will need special attention for successful redevelopment to occur. For additional information regarding the locations of contaminated sites, please contact the Wisconsin DNR.

The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*. The City encourages remediation and redevelopment of these sites for economic development where appropriate.

Economic Development Programs

The City has access to a number of tools, programs, and agencies that can help foster economic development. These programs are described below.

The Milwaukee County Community Development Block Grant (CDBG) program funds eligible projects related to economic development, such as providing loans, business counseling, training, and education to small businesses that are owned by or provide jobs for low- to moderate-income residents.

The Milwaukee County Home Repair Loan Program offers low interest and zero interest loans to owner occupied, low income households for home repairs. In addition, qualifying elderly and low-income households may also be eligible for a deferred loan under this program, which does not require loan payment until the home is sold.

The state's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical

assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe, or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

The City's primary local tool for economic development is Tax Increment Financing (TIF). The City created its first TIF district in 2007 along Highway 100. TIF is described in greater detail in the sidebar box

Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this *Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit." With this in mind, an opportunities analysis was conducted to explore the community's untapped potentials, and to offer suggestions on how these potentials can be realized through development/redevelopment.

Although the opportunities analysis focuses specifically on the City of Greenfield, it also provides an analysis of the City's potential economic role in the southern Wisconsin region. This is in recognition of the fact that the City is not an island, and it exists within a complex urban region, which presents numerous opportunities and challenges for local development.

A summary of Greenfield's assets and weaknesses for economic development is provided in Table 28.

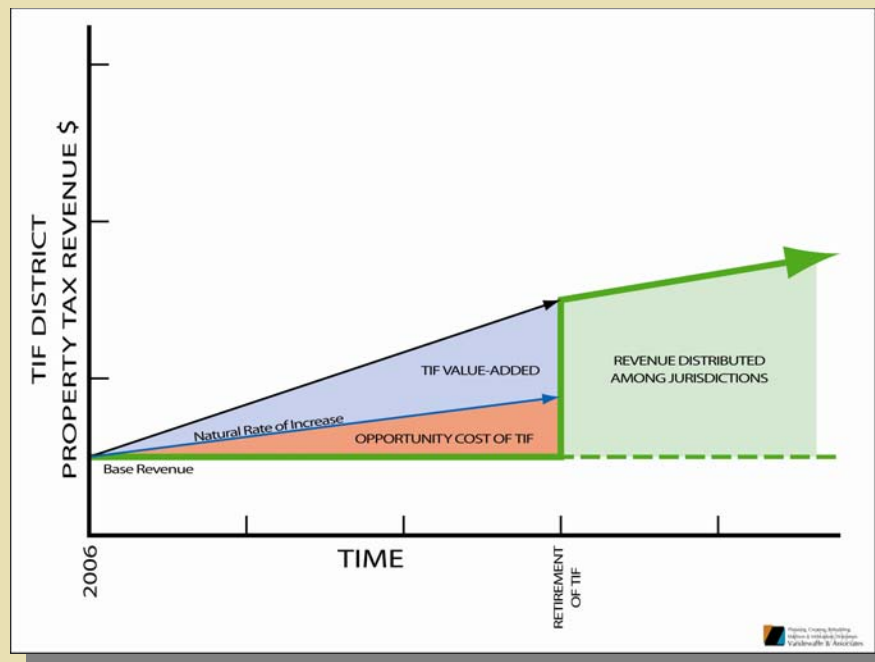
Tax Increment Financing (TIF)

Until very recently, TIF has not been used in Greenfield to help stimulate new development in stagnant parts of the community. Although prudent use of this powerful economic development tool is always justified, a too-slow approach would cause the city to lose out on the best projects or settle for projects that are less than ideal. TIF puts the City in a much stronger position with private developers and allows the City to vie for the types of projects that might not otherwise be possible without it – projects of a scale and quality that can change the market and spawn other quality projects in their wake.

Within the context of the relatively new state statutes, TIF should always be used judiciously and developers should never be led to believe that it is a form of entitlement. When evaluating proposed projects, various criteria should be applied to determine if the project is worthy of TIF. These might include some or all of the following:

- The project clearly advances or jump-starts the community's documented and specific economic development initiatives.
- The project has the ability to remove or prevent blight.
- The developer can demonstrate that the project not only supports the community's plans, but is financially infeasible without TIF.
- The developer can provide evidence that TIF is necessary to level the costs of doing a similar project on a clear or clean site under comparable market conditions
- The project is likely to spawn other quality projects outside of the TIF district on land that is currently underused or in need of redevelopment.
- The project is guaranteed to support itself by generating enough new tax increment to service any incurred debt.
- The project will help retain existing businesses or attract new businesses from outside of the community.
- The project will provide public improvements or amenities.

Generally, single-site projects, projects on undeveloped land, or projects involving a high proportion of residential to commercial development would fail to meet the above criteria.



Map 17: Opportunities Analysis

Table 28: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
The City occupies a central position within Milwaukee's south-suburban economy, offering immediate access to exceptional regional services, amenities, and employment and entertainment opportunities.	There is a lack of industrial businesses in the City, placing a greater burden on commercial properties to carry the tax load.
The City's location on a direct route to many of the Midwest's major economic centers, including Chicago, Milwaukee, Green Bay, Madison, and Minneapolis.	There is limited land available for development and the City has no expansion potential.
The City's access to multiple modes of transportation, including General Mitchell International Airport, a new Amtrak station, the Port of Milwaukee, the Milwaukee County Transit System, and a network of arterial roadways.	Significant competition from surrounding communities, including Milwaukee's revitalizing historic neighborhoods and the newer suburbs on the outer fringe.
The City's significant opportunities for redevelopment, the vast majority of which do not have an industrial past, thus making the redevelopment process far less risky and complicated.	Lack of distinctive districts (e.g. shopping district, entertainment district, etc.).
Access to a large workforce.	Lack of defining community image.
A range of housing options, good schools, and access to a range of excellent community services and facilities.	Aging building stock.

Destination Greenfield

Because the City does not contain many industrial businesses, there is a greater burden placed on commercial development to carry the tax load. Many communities in this situation are often tempted to over-plan for commercial development, resulting in more commercially zoned land than the community can realistically support. As new commercial projects are built, existing businesses move up to newer spaces, or older businesses often die off from new competition. This can lead to higher vacancy rates for older commercial properties. Properties that remain vacant for extended periods of time undercut the tax gains from newer projects and exert a downward influence on surrounding neighborhoods.

Therefore, an aggressive commercial development strategy should focus on ways to effectively *expand* the market by extending the trade area from which local businesses draw. This can be done by developing specialized commercial clusters or destinations that attract customers from greater distances. Concentrations of similar or complementary businesses differentiated by price, quality, and service (and supported by joint marketing) have much greater drawing power than non-specialized commercial development. Therefore, as new development proposals are brought forth, the City should favor those specialized commercial projects that are targeted to particular commercial niches over speculative commercial projects. The City's future economic development initiatives should emphasize the development of these specialized commercial districts in specific, concentrated locations. Some of these activities might be grouped along the City's major commercial corridors, as described below.

76th Street: "The Magic Mile"

76th Street is the hub of the City's retail market and is the center of a trade area that extends well beyond the City's boundaries. It is bracketed by two aging malls that mark important gateways into the community. As market conditions warrant, the City will encourage more efficient, higher density, mixed use (retail-office) development along this corridor. The type of development that may be appropriate for this area would be

similar to that currently found in the City of Wauwatosa, along Mayfair Road and in the vicinity of North Avenue, or the type of development that is beginning to take shape near the intersection of Silver Spring and Port Road in the City of Glendale. This development is characterized by a combination of mid and low-rise structures with ground level retail topped with office or second story retail uses and vertical parking. Whereas Layton Avenue should be positioned as the City of Greenfield's "main street," 76th Street should be envisioned as the main street for all of Milwaukee's south suburbs.

South 27th Street - Entertainment, Hospitality, Themed Retail

The 27th Street corridor is one of the oldest commercial strips in the Metro Milwaukee area. The corridor is bordered by St. Luke's/Aurora Medical Center on the north end, and Northwestern Mutual Insurance Company's satellite campus on the south. It also runs parallel to I-43, contains an I-894 Interchange, and is just a short drive from Mitchell International Airport. Average daily traffic volumes range from 40,000 to 50,000 vehicles per day.

Because of 27th Street's location, it is ideally positioned to function as a service, retail, and entertainment district for the area's major employers and for the business and leisure travel markets. Hotels, restaurants, theaters, business services, health clubs, travel services, conference facilities, and book and music stores would all be a good fit for the corridor. Added attractions such as corridor-wide Wi-Fi service and improved public transit service would improve the corridor's ability to serve the lucrative business travel market. The greatest concentrations of retail and commercial services should be located on the cross-streets with direct access to I-43/94 and I-894: Layton, Grange, and College Avenues. A unified design theme and commercial mix – perhaps one that plays off of the "car culture" of the 1950-60s -- would help draw greater attention to the corridor.

A South 27th Street Business Association has been organized. The association is open to businesses in both Milwaukee and Greenfield. Interest in the association is high and political and business representatives in both cities have voiced strong support for it. The association should use its collective voice to push for stronger business-to-business cooperation and better intergovernmental coordination on public improvements. A similar effort is also underway among several business owners along Layton Avenue near Mitchell Airport. The Airport Area Business Association aims to make the commercial corridors surrounding the airport more attractive for economic development. The City of Greenfield also stands to benefit (directly or indirectly) from an improved business climate near the airport and should look for ways to support these upstart organizations.

Loomis Road Medical Corridor

Loomis Road is an emerging medical services corridor. Its proximity to St. Luke's Medical Center and I-894 makes it a natural location for satellite medical offices and a few have already located in the area. Future redevelopment of this corridor should reinforce this type of development along with supporting retail and services such as sit down restaurants, fitness services, pharmacies, and specialty goods that cater to the health services industry. However, developable land within this corridor is limited, so it will be important that new projects fit within this overall scheme.

84th and Layton – "Furniture Row"

Steinhafels, PM Bedroom Gallery, and several other furniture stores are currently located along Layton Avenue, west of 76th Street. The future redevelopment of the Chapman School site and the Steinhafels corner, present the opportunity to officially brand this area as a "design district" that could include several other furniture and home accessory businesses. The disjointed access to and from I-894 at this location limits the area's attractiveness to regional-oriented businesses, thus making a niche strategy more necessary at this location.

The success of this strategy will depend on the quality and quantity of design-related goods and services that would be available in the area, as well as the overall design of the district. The introduction of two-story retail and mixed-use will add a contemporary look to the site and allow for a richer combination of activities and businesses to be developed in this location.

Parkway Business Center

The convergence of the I-894/43 interchange area and the Root River Parkway provides a unique opportunity for the development of technology businesses or corporate offices, supporting by retail and service business uses. These types of development can capitalize on the location's unique combination of amenities, including access to a regional transportation network, highway visibility, and permanently protected greenspace. Currently, there are very few top quality business parks in the southwest suburbs. The City will consider doing a detailed planning study of this area to gain a more complete understanding of physical site limitations, access issues, property ownership, utility capacities, market feasibility, and land assembly strategies.

**B. Economic Development Goals, Objectives, and Policies**Goal:

Attract and retain businesses that capitalize on Greenfield's regional position and exceptional transportation network; that enhance the City's character and appearance; and that are able to draw workers, shoppers, and visitors from around the region.

Objectives:

1. Maintain the ratio of commercial to residential tax base in the City.
2. Continue to promote commercial development that will meet the daily shopping, cultural, and entertainment needs of residents and visitors.
3. Promote the development of businesses that serve a broader regional market and that fill a pre-determined market niche.
4. Provide for planned commercial and mixed-use development in concentrated areas and continue to discourage unplanned, incremental strip commercial development along major community corridors.
5. Promote the siting and development of corporate offices and technology businesses.
6. Continue to provide sufficient and well-planned business sites to be competitive in attracting high quality businesses to the City.
7. Continue to direct new commercial and office development to locations in the City that will not adversely impact existing and planned residential neighborhoods.
8. Continue to discourage the development of low-quality businesses that would impose negative impacts on the environmental integrity, aesthetic quality, or residential character of the community.
9. Continue to improve the quality of non-residential development in community entryway corridors and community gateway locations.
10. Actively encourage the redevelopment of underutilized and deteriorated properties in the City.

Policies:

1. Allow limited neighborhood-scale businesses in and around predominately residential neighborhoods, providing such uses and structures are compatible with adjoining residential properties and serve primarily the needs of the surrounding neighborhood.
2. Require that new business development provides adequate separation and buffering between facilities and nearby existing or planned residential neighborhoods, while still encouraging the concept of mixed-use activity centers.
3. Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly, 76th Street, Layton Avenue, Forest Home Avenue, Loomis Road, 27th Street, and Cold Spring Road.
4. Support multiple housing options to meet the needs of young professionals and the business community.
5. Implement the Future Land Use map to ensure the strategic and planned siting of new businesses, offices, mixed-use areas, shopping and entertainment districts, and residential neighborhoods throughout the City.
6. Implement the Future Land Use map to ensure the efficient and economical use of vacant and underutilized parcels.
7. Utilize the SIA concept plans included in this *Plan* to encourage high-quality, well-planned, and desirable development in select areas of the City.
8. Support mixed-use development projects that integrate non-residential and residential uses into high-quality, unified places.
9. Use TIF and other financial incentives and implementation tools to promote desirable new office/business development as financial considerations allow.
10. Within commercial areas, strongly encourage shared driveways, shared parking spaces, and coordinated site plan designs to avoid the creation of new commercial strips.
11. Focus on maintaining a safe, well-rounded community that offers a range of community services and facilities, quality schools, attractive and affordable housing, and a variety of appropriate shopping and entertainment options.
12. Promote regional economic development through cooperative efforts with surrounding communities and economic development organizations.

C. Economic Development Programs and Recommendations

City Marketing and Regional Involvement

As the competition for new businesses intensifies within the region, the City of Greenfield may find it necessary to actively market itself to stay ahead of the curve. **This will likely mean permanently reactivating the Community Development Authority (CDA).** A subgroup of the CDA should be established to serve as the central implementation team that would be charged with carrying out some of the key recommendations of this *Plan*. More specifically, the implementation team would be responsible for setting priorities, providing guidance and making recommendations to the CDA, drafting development agreements, providing direction for TIF spending, preparing Requests for Proposals (RFPs), enlisting support for district business associations (BIDs), providing direction for city marketing initiatives, conducting direct developer/business recruitment, serving as the point of contact for intergovernmental planning efforts, and conducting business owner outreach services. Special marketing materials and/or web-based resources may also need to be created. The City could work with area realtors to maintain a current inventory of available commercial properties that could be posted on a special economic development website.

The City will also consider expanding its promotional reach by supporting and participating in the ongoing Milwaukee 7 regional economic development initiative, which promises greater exposure to potential business leads from both inside and outside the region and state. Special projects included in the initiative are the development of a regional business resource center and web-site that will provide a stage and a shared data-base for area communities. An honor-based set of regional protocols governing business

recruitment activities among and between participating communities is also an expected outcome of the initiative.

Upgrade Office, Commercial, and Mixed Use Development Design Standards

The City of Greenfield will continue to enforce design standards for commercial, office, and mixed use development projects to ensure high-quality, lasting projects that are compatible with the City's desired character. These standards should apply to all new development and redevelopment projects in the City. Enforcement of these standards will be particularly important along key corridors. (e.g. Layton Avenue and 76th Street) and at City entryways (e.g. Layton Avenue and 27th Street).

Figures 6-9 on the following pages include general design guidance for four types of commercial development projects: Indoor Retail, Service, and Institutional (Small to Moderate Scale); Indoor Retail, Service, and Institutional (Large Scale); In-Vehicle Sales and Service (e.g. gas stations, fast food); and Neighborhood Commercial, Institutional, and Mixed Use. **While the City already addresses many of the following design standards in its zoning ordinance, the City will review its ordinances to ensure that the following standards are adequately codified for future commercial, office, and mixed use developments.** These standards should be uniformly enforced throughout all development review processes.

1. Common driveways serving more than one commercial use, wherever possible;
2. High quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations;
3. Street trees along all public street frontages;
4. Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses;
5. Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses;
6. Parking to the sides and rear of buildings, rather than having all parking in the front;
7. Signage that is high quality and not excessive in height or total square footage;
8. Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses;
9. Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features;
10. Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings and to adjacent commercial developments;
11. Site design features that allow pedestrians to walk parallel to moving cars;
12. Illumination from lighting kept on site through use of cut-off fixtures;
13. High quality building materials, such as brick, wood, stone, and tinted masonry;
14. Canopies, awnings, trellises, bays, and windows to add visual interest to facades;
15. Variations in building height and roof lines, including parapets, multi-planed and pitched roofs, and staggered building facades (variations in wall-depth or direction);
16. All building facades containing architectural details and of similar quality as the front building façade;
17. Central features that add to community character, such as patios and benches;
18. Avoidance of linear, "strip commercial" development patterns within multi-occupant development projects. Buildings should instead be arranged and grouped so that their orientation complements adjacent, existing development; frames adjacent street intersections and parking lots; features pedestrian and/or vehicle access ways and spaces; and properly considers the arrangement of parking lots, gathering spaces, and other site amenities;
19. Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street.

Figure 6: Preferred Indoor Retail, Service, and Community Facility Development Layout
(Small to Moderate Scale)

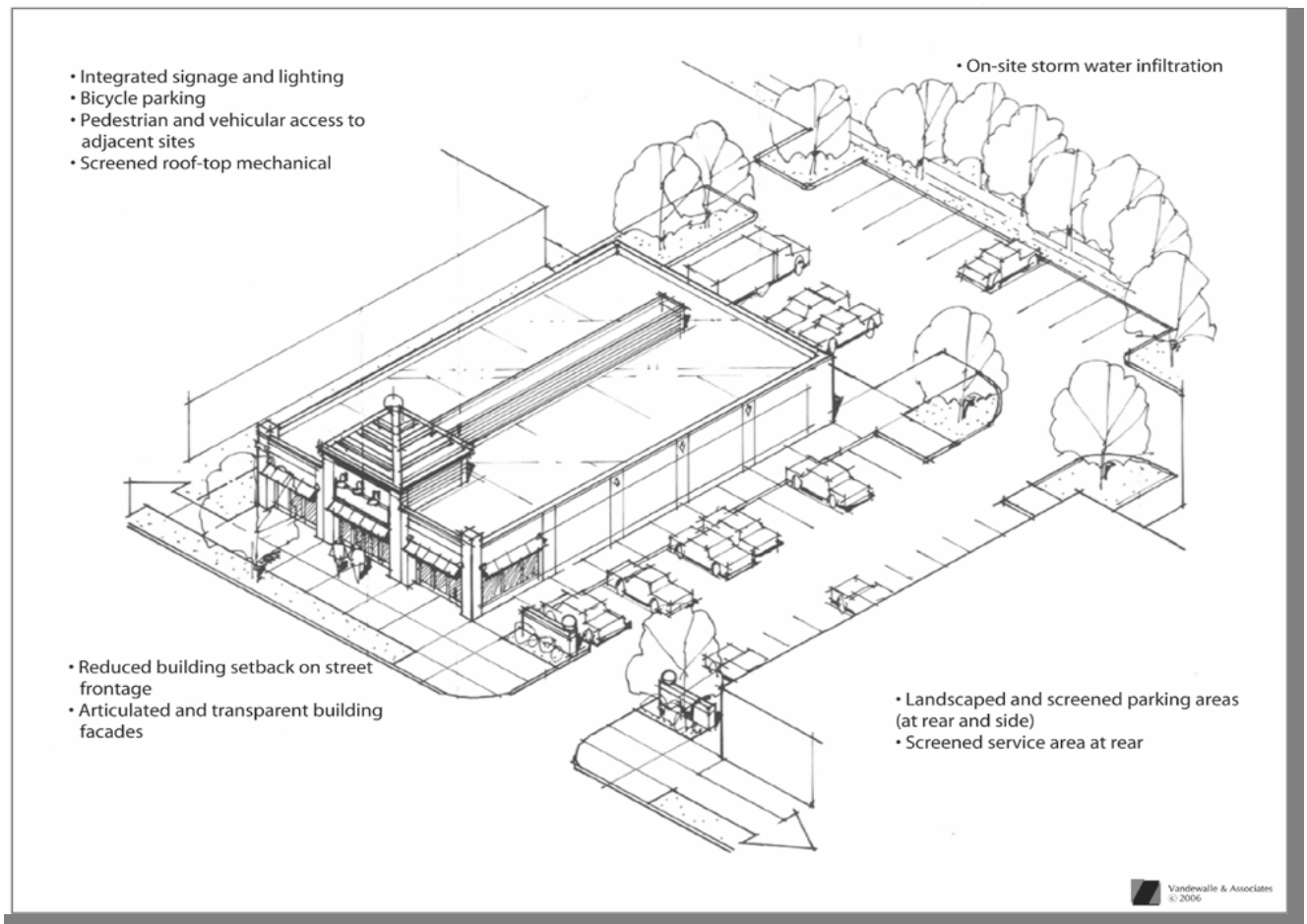


Figure 7: Preferred Indoor Retail, Service, and Community Facility Development Layout (Large Scale)

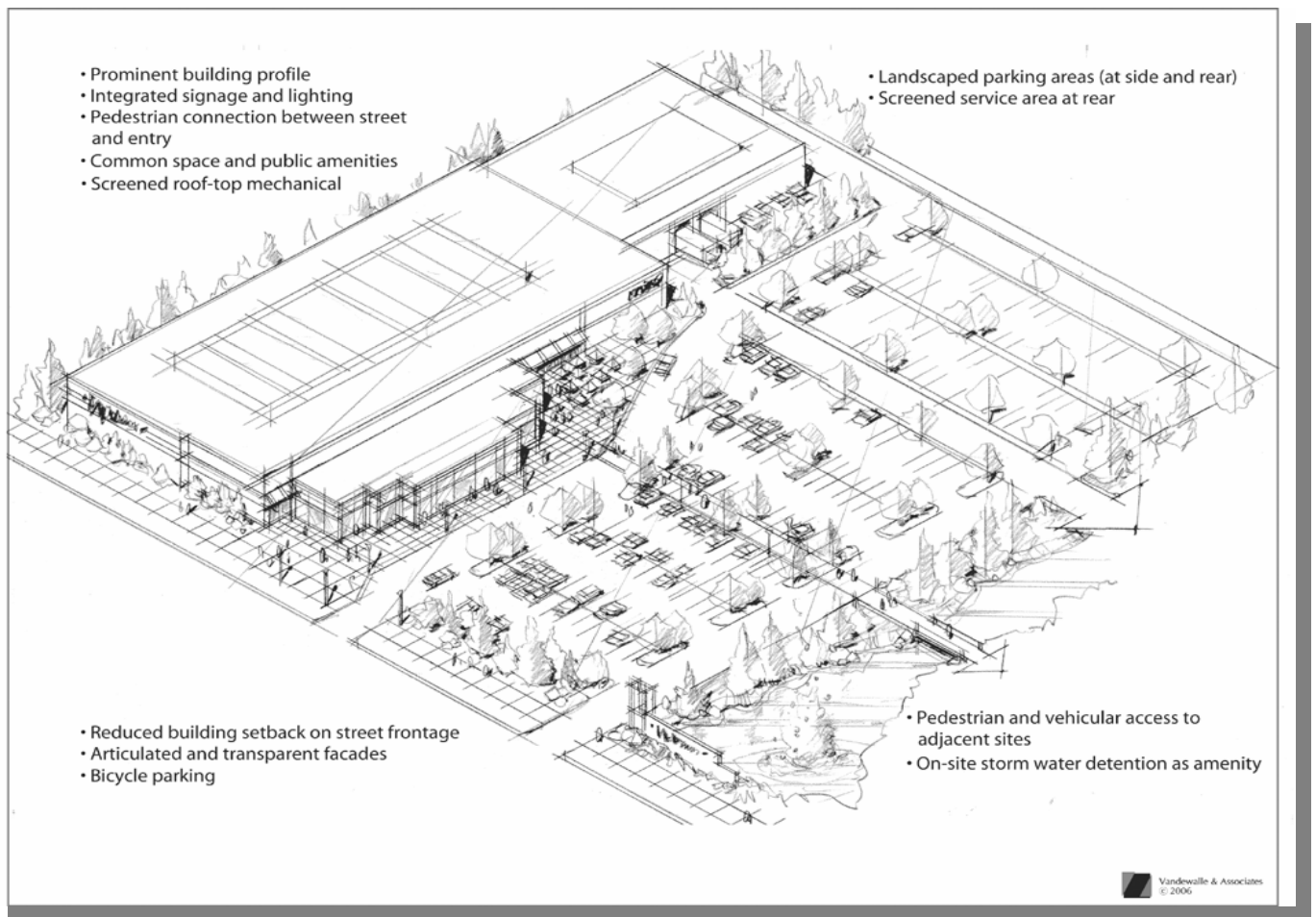


Figure 8: In-Vehicle Sale and Service (e.g. gas stations, fast food restaurants)

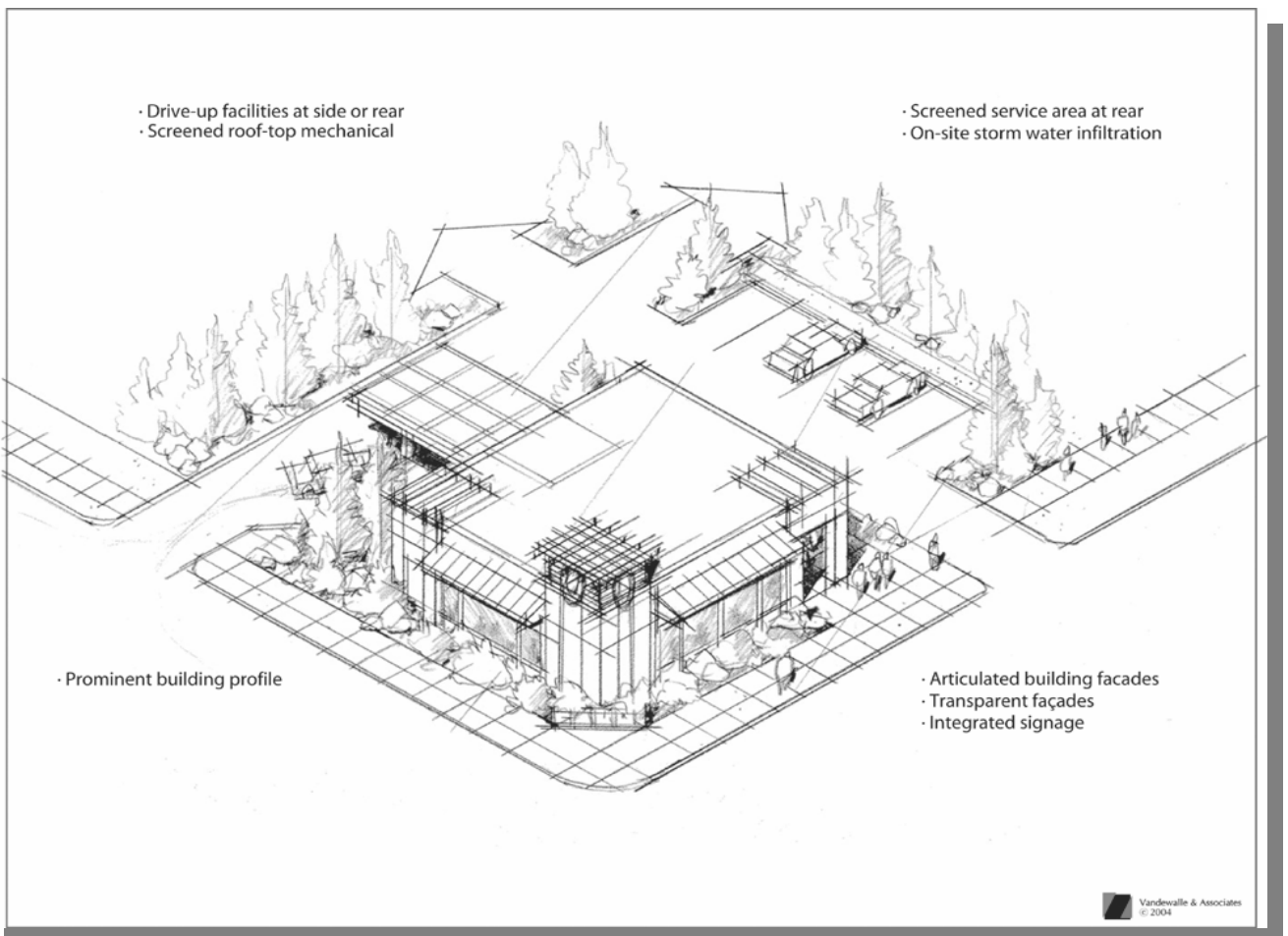
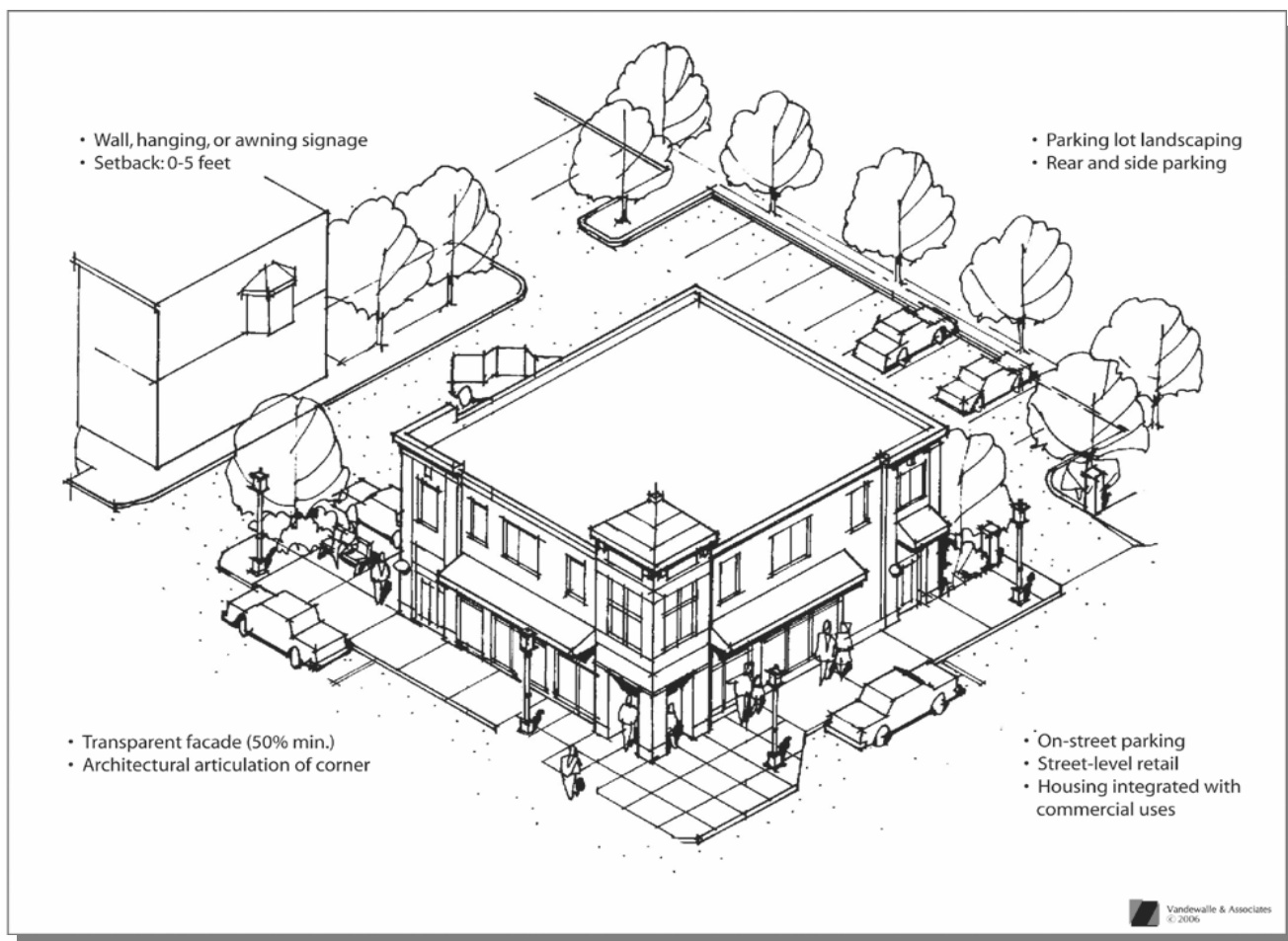


Figure 9: Neighborhood Business, Community Facilities, Mixed-Use



Reconstitute the Community Development Authority and Proactively Pursue Economic Development

Economic development involves much more than zoning lands for commercial or industrial development and letting the market take its course. Zoning alone cannot actively recruit or hand-select the best business or developer for a given project or site. Rather, proactive economic development involves developing business recruitment and retention programs; assembling properties; writing requests for proposals; answering inquiries; executing developer agreements; and administering, staffing, and funding incentive programs.

To assist in carrying out these responsibilities, **it is recommended that the City expand the authority of the Greenfield Community Development Authority (CDA) and enlist a subcommittee of this group to work with City staff and outside consultants to help lead the many projects and initiatives identified in this *Plan*. The City should also consider hiring a full or part time Economic Development Coordinator.**

Thoughtful planning and preparation will continue to allow the City to remain selective in the future. This *Plan* will help make it clear to developers what the City's expectations are with respect to new development, and will, therefore, help them to feel assured that their investments will be protected by sound planning decisions down the road. Weak planning, by contrast, creates uncertainty in real estate markets and discourages high-quality design.

Use TIF to Stimulate Redevelopment Projects

Until recently, the City of Greenfield has been slow to use TIF as an economic development tool. Without further use of TIF, the City would miss out on major redevelopment opportunities of the type that have recently materialized in communities such as West Allis and Glendale – cities with generally the same demographics and market conditions as Greenfield. **This *Plan* identifies several key areas where TIF could be used to help stimulate redevelopment of a quality and scale that could fundamentally change the market and create a new, and largely self-perpetuating, investment cycle** (See Chapter Three: Land Use).

One of the primary uses of TIF would be to help assemble enough land in designated redevelopment areas to facilitate larger-scale, higher quality, master-planned development – the type of development that concentrates activities at key locations and imbues the City with a stronger identity and sense of place. The alternative to using TIF is to try to regulate good planning through zoning and cajoling rather than by co-investing with the private sector. Such an approach is not likely to work in an average real estate market such as Greenfield's. Instead, the City needs to make sure that there are enough large, publicly-improved, development-ready sites to vie for the types of projects that are currently bypassing the community, and that these sites are shopped around to the best developers. Failure to do this would result in a new generation of piecemeal, single-site development where the sum of the parts will again fail to constitute a greater whole.

Special District Planning, Marketing, and Business Recruitment Campaigns for the 27th Street, Loomis Road, and Layton Avenue Corridors

This *Plan* has identified several economic niche redevelopment strategies for designated redevelopment corridors in the City. The *Plan* also includes some preliminary conceptual design plans and economic positioning strategies for these corridors that represent a preliminary level of analysis. Turning these ideas into reality will require a much finer level of planning and design to fully develop and broadcast the vision and crystallize the marketing and business recruitment program behind them. These documents must serve double duty as both plans and marketing brochures that can be used to “sell” the vision and stimulate developer interest. These plans will help set the stage for the creation of project-driven TIF districts and targeted public infrastructure and streetscape projects.

Chapter Eight: Intergovernmental Cooperation

This chapter is focused on “intergovernmental cooperation”, defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions (e.g., school districts).

Summary of Intergovernmental Cooperation Recommendations

- Prepare a joint master plan for the 27th Street corridor.
- Work with West Allis to relocate their Public Works building that is located on Greenfield’s northwest side.
- Participate in the Milwaukee 7 economic development strategy.
- Coordinate with the cities of Milwaukee and St. Francis and Milwaukee County to extend the WE Energies right-of-way recreation trail to Lake Michigan.
- Coordinate park development with Milwaukee County.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Greenfield is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this *Plan* and plans for neighboring jurisdictions.

A. Existing City Plans

The City prepared its first comprehensive land use plan in 1992. The City has an adopted zoning ordinance, subdivision ordinance, official map, erosion control ordinance, stormwater management ordinance, and floodplain ordinance. These ordinances have been updated over time to respond to changing trends in development and in local attitudes. The following is a summary of the planning efforts undertaken by the City in recent years:

City of Greenfield Comprehensive Land Use Plan (1992)

Intended to guide future development and redevelopment within Greenfield, the City’s *Land Use Plan* was adopted in 1992. City staff, the City’s consultant team, and the technical advisory committee that was appointed to oversee the planning process identified 36 areas of interest within the City that were considered to be underutilized or misused. The *Land Use Plan* presented detailed recommendations for the enhancement of each of these 36 areas. While many of the ideas in the 1992 plan have been carried forward, this *Comprehensive Plan* supercedes that 1992 plan.

Comprehensive Outdoor Recreation Plan for City of Greenfield (2006)

Adopted in 2006, the City of Greenfield’s most recent *Comprehensive Outdoor Recreation Plan* presented recommendations for the acquisition and development of new municipal and school parks within the City and for the enhancement and improvement of existing City and county park facilities. This *Plan* also presented a master plan for Konkell Park, which included recommendations regarding the siting and programming of a community center to serve the City.

B. Existing Regional Framework

Map 2 shows the boundaries of Greenfield’s neighboring or overlapping jurisdictions. Planning documents for these local, regional and state jurisdictions were analyzed during the City’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's Southeast Region office, located in Waukesha, serves a seven county region including Milwaukee County. The DNR provides service to all Milwaukee County residents out of four Southeast Wisconsin offices located in Milwaukee, Waukesha, Plymouth, and Sturtevant. There are no known conflicts between the City's plans and the plans and actions of these State agencies, except perhaps for a recent WisDOT proposal to limit all-way access at the I-894/27th Street Interchange.

Regional Planning Commission and Metropolitan Planning Organization

The City of Greenfield is part of the Southeastern Wisconsin Regional Planning Commission (SEWRPC). SEWRPC was established in 1960 as the official area-wide planning agency for the highly urbanized southeastern region of the State. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The Commission was created to provide the basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region. Specific planning services include comprehensive and land use planning; transportation improvements and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; and Geographic Information Systems services and aerial photography distribution.

SEWRPC recently updated the Regional Land Use Plan and the Regional Transportation System Plan. The new Land Use Plan will replace the existing plan, and will serve as a guide to land use development and redevelopment at the regional level to the year 2035.

The Transportation System Plan is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs. This Plan indicates recommended improvements that Morgan Avenue, between Forest Home Avenue and South 43rd Street be widened from two to four traffic lanes and the widening of I-43/894 to accommodate additional capacity.

SEWRPC also acts as the Metropolitan Planning Organization (MPO) for the Kenosha, Milwaukee, Racine, and Round Lake Beach urbanized areas including the City of Greenfield. As the designated regional policy body responsible for cooperative, comprehensive regional transportation planning and decision making, the MPO prepares a long-range transportation plan and a five-year Transportation Improvement Program (TIP). Projects must be listed in these documents to obtain federal funding support. More details regarding the current TIP is included in Chapter 4: Transportation.

Milwaukee Metropolitan Sewer District

As a regional government agency providing wastewater treatment and flood management services for 28 communities, the Milwaukee Metropolitan Sewerage District (MMSD) serves 1.1 million people in a 420 square-mile service area including the City of Greenfield. Established by state law, MMSD is governed by 11 commissioners and does have taxing authority. MMSD also conducts and provides water quality research, laboratory services, household hazardous waste collection, mercury collection, industrial waste monitoring, and Milorganite production and marketing. There are no apparent conflicts between the City of Greenfield *Comprehensive Plan* and MMSD's adopted plans and policies of MMSD.

Milwaukee County

According to the 2000 U.S. Census, Milwaukee County is the most populous county in the state with 940,164 persons; over two-times the number of the next most populous county (Dane). The County does not have a Comprehensive Plan or Specific Area Plan that directly affects the City of Greenfield. However, SEWRPC does conduct a number of regional planning efforts that will have an "umbrella" effect on Greenfield. Also, the County does park and highway planning and programming that affects Greenfield. There are no known conflicts between this City *Plan* and the County park and highway plans.

City of Milwaukee

The City of Milwaukee is located northeast of Greenfield. Milwaukee is the largest municipality in Wisconsin, and had a 2000 population of 596,674. The City is in the process of updating their Citywide Policy Plan by preparing both a city-wide policy plan and 13 area plans. At the time this *Comprehensive Plan* was adopted, Milwaukee's southeast area plan and southwest area plan were underway.

City of West Allis

The City of West Allis is located on the northwestern border of Greenfield, and had a 2000 population of 61,254. The City is in the process of updating its 1991 Comprehensive Plan, which recommends low- and high-density residential and commercial land uses adjacent to the City of Greenfield.

Village of Greendale

The Village of Greendale is located south of Greenfield, and had a 2000 population of 14,405. Greendale is one of only three "greenbelt" communities in the United States. These communities were established by the federal government during the Great Depression to provide urban industrial workers with affordable housing and jobs, and to combine the advantages of both urban and country living by surrounding dense suburban development with ample greenspace and pedestrian friendly streets. While the Village of Greendale does not currently have a comprehensive plan, its Master Zoning Plan acts has historically served as a land use guide. At the time this *Plan* was written, the Village was just beginning its comprehensive planning process.

Village of Hales Corners

The Village is located along the southwestern edge of Greenfield, and is predominantly a bedroom community. The Village's 2000 population was 8,894. Land uses along the Village and City of Greenfield's shared border are generally consistent, and the two communities cooperate when planning developments that are reliant on infrastructure located in the other's community. The City and Village also continue to address border issues and shared transportation corridors. In 2006, the Plan Commissions of both the City of Greenfield and Village of Hales Corners approved the development of a large condominium project called Falcon Glen that will cross over the City of Greenfield and Village of Hales Corners' border. At the time the City's *Plan* was adopted, the Village did not have a comprehensive plan.

City of New Berlin

The City of New Berlin is located west of Greenfield in Waukesha County. The City has several documents which comprise its Comprehensive Plan, adopted in 2000, including the Land Use and Urban Design Plan for the City of New Berlin: 2010. This plan presents three different alternative land use plans. All these alternatives show low- to high-density residential development in the areas adjacent to the City of Greenfield. There are no known potential or existing conflicts between the City of Greenfield Comprehensive Plan and the various adopted plans and policies of New Berlin. At the time the City of Greenfield's *Plan* was adopted, New Berlin was in the process of preparing and up-to-date comprehensive plan, scheduled for adoption toward the end of 2009.

Cities of Franklin and Oak Creek

The cities of Franklin and Oak Creek are located south/southeast of Greenfield in Milwaukee County. The two communities are divided by 27th Street, with Oak Creek located to the east of 27th Street and Franklin to the west. In 2004, these communities came together to prepare a 27th Street corridor plan to guide development along this important roadway.

The northern segment of this the 27th Street corridor, from Rawson Avenue north to College Avenue, has been identified as a future regional retail shopping district, characterized by large and mid-size retail uses serving as commercial anchors, along with smaller, supporting commercial uses. Higher density residential uses are planned for the neighborhoods behind the commercial properties. The intersection of 27th Street and College Avenue has been called out as an important community gateway, as it represents the convergence of four cities: Milwaukee, Greenfield, Oak Creek, and Franklin.

The City of Oak Creek adopted its comprehensive plan in 2002. At the time Greenfield's *Plan* was adopted, the City of Franklin was in the process of updating its comprehensive plan.

Waukesha County

Waukesha County, located along the western edge of Greenfield, is one of the fastest growing counties in the state. The County contained 360,767 residents in 2000 (according to the U.S. Census), and had an estimated 2005 population of 378,971 residents. The County has grown by approximately 18.5-percent over the past decade. The County's 1997 Development Plan illustrates residential land uses of various densities along the New Berlin/Greenfield border. At the time Greenfield's *Plan* was adopted, the County was in the process of preparing its comprehensive plan.

School Districts

The City of Greenfield is comprised of three school districts: the School District of Greenfield, the Whitnall School District, and the West Allis-West Milwaukee School District. The majority of children residing within the City attend the School District of Greenfield, and, generally, residences west of 92nd Street are served by the Whitnall School District. A small portion of the northwestern side of the City is served by the West Allis-West Milwaukee School District. School facilities for both the Greenfield School District and the Whitnall School District are located within the City limits, including four elementary schools, two middle schools, and two high schools. Enrollment for all three school districts has been relatively stable for the last few years.

The Greenfield School District is currently exploring opportunities to upgrade its aging high school facility. The most recent plan proposes the construction of a new high school building on the existing site. However, a new auditorium would not be constructed as part of the new building. The high school's swimming pool would also be removed and would not be replaced with the new building.

C. Intergovernmental Cooperation Goals, Objectives, and Policies

Goal

Develop and maintain mutually beneficial relations with adjacent and overlapping governments.

Objectives

1. Continue to work with neighboring communities to encourage an orderly, efficient land use pattern in and around the City.
2. Continue to work with the Greenfield School District, the Whitnall School District, and the West Allis School District on school district planning, joint recreational spaces and programming, and other areas of mutual concern.
3. Continue to develop and maintain mechanisms for ongoing communication between Greenfield and surrounding and overlapping units of government.

Policies

1. Provide a copy of this *Plan* to all surrounding local governments.
2. Work to resolve any differences between the *City of Greenfield Comprehensive Plan* and plans of adjacent and overlapping jurisdictions.
3. Continue to cooperate with other units of government on issues related to natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or that cross governmental boundaries.
4. Continue to consider joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
5. Actively monitor, participate in, and review and comment on pending comprehensive plans for nearby communities.

6. Share capital improvement plans with adjoining communities to identify the potential for coordinating projects (e.g. parks), then coordinate bidding and construction of major infrastructure projects for improved efficiencies.
7. Continue to collaborate on regional flood protection, stormwater management, and transportation planning with WisDOT, DNR, SEWRPC, Milwaukee County, and other neighboring communities.
8. Continue to support regional organizations that enhance quality of life in the area.
9. Continue to recognize the importance of regional parks and regional open space corridors while planning for future development and future parks and recreational areas (e.g. Root River Parkway).
10. Work with WisDOT and Milwaukee County on a variety of roadway projects, including advocacy for continued all-way access at the I-894/27th Street Interchange.

D. Intergovernmental Cooperation Programs and Recommendations

Develop a Joint Master Development Plan and Zoning Overlay District Along South 27th Street

At the time this *Plan* was written, the 27th Street Business Association was formed. **Public officials in both Greenfield and Milwaukee should use this opportunity to develop a common framework plan or “overlay” district for both sides of the corridor.** A common set of zoning rules, design standards, and public amenities should be a part of this plan. **A joint tax increment finance (TIF) district is also a possibility.** The cities should also leverage their joint powers to lobby Milwaukee County to implement new lighting, landscaping, and other public improvements for the street right-of-way, which is officially controlled by the County, and WisDOT to maintain interchange access at its current level. Greenfield officials should continue to press this opportunity during the planning process for Milwaukee’s southeast side, a process that is currently behind schedule.

Continue to Work with West Allis to Relocate Their Department of Public Works Facility Located on Greenfield’s Northwest Side

For several years, the City of Greenfield has been working with Real Estate Recycling, Inc exploring redevelopment options for this site. In February of 2007, Greenfield was awarded \$250,000 in Site Assessment Grant monies. **In the future, Greenfield should continue to work with the City of West Allis in a spirit of cooperation to find alternative locations for this facility both within and outside of Greenfield’s municipal boundary.** A memorandum of understanding (MOU) between the two communities should be executed that establishes the criteria and conditions under which this relocation can take place.

Participation in the Milwaukee 7 Economic Development Strategy

This initiative is ultimately expected to produce certain cooperative protocols regarding the recruitment of businesses from both inside and outside of the 7-county southeastern Wisconsin region. Signatories to these protocols will generally agree not to actively “poach” businesses from other Milwaukee 7 communities, and to notify host communities of any potential “flight risks” that they might hear about. They will also be asked to market the *region first* before trying to convince a business prospect of the merits of any one community over another. **By signing these protocols, the City of Greenfield will announce its support for the regional initiative and that it understands the importance of leveraging and accessing the assets of the entire region.** It will also be sending a message that the City deserves a place at the table in future discussions on topics of regional importance; including those that go beyond economic development.

Coordinate the Development of the WE Energies Right-of-Way Recreation Trail with Communities to the East of Greenfield

The Transportation Chapter of this *Plan* includes a recommendation for the City to develop an east-west recreation trail within the WE Energies right-of-way that runs along the northern edge of the City. However, this right-of-way corridor does not terminate at 27th Street, but continues, relatively undisrupted, all the way

to Lake Michigan. **The City has an opportunity to work with the cities of Milwaukee and St. Francis and Milwaukee County to eventually extend this recreation trail beyond Greenfield's borders and out to the Lake.**

Coordinate Park Development with Milwaukee County

There are currently five county-owned parks located in the City: Holt Park, Armour Park, Barnard Park, Kulwicks Park, and Zablocki Park. In addition, nearly 350 acres of Milwaukee County's Root River Parkway are located within the City. However, in light of recent funding shortages in Milwaukee County, future improvements to county-owned park land may be unlikely. The City's 2006 Comprehensive Outdoor Recreation Plan includes recommendations for improvements to several parks lands that are currently owned and managed by Milwaukee County, including Holt Park and areas of the Root River Parkway. **The City should coordinate with Milwaukee County to acquire land, where necessary and appropriate, or to propose agreements in which the City will be permitted to fund the development of park and recreational facilities on land owned by the County.**

Continue to Work with the Village of Greendale to Determine the Future of Southridge Mall

In 2002, the City of Greenfield and the Village of Greendale worked together to prepare a retail market analysis of Southridge Mall and the 76th Street corridor. **It is recommended that the City of Greenfield and the Village of Greendale continue to work together to develop a joint master plan that will guide the redevelopment of Southridge Mall and the adjacent business area.** A common set of zoning rules, design standards, and policies for public amenities should be included in the plan. The two communities should also consider establishing a joint business association or BID for this area. TIF project plans and statutory redevelopment plans should be prepared jointly, and marketing and branding campaigns for the 76th Street corridor should be developed and executed with the input of representatives from both communities.

Chapter Nine: Implementation

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter is intended to provide the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

A. Plan Adoption

A first step in implementing the *City of Greenfield Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this plan to be adopted under the state's comprehensive planning legislation. The City has also followed procedures for adopting this *Plan* under Section 66.1001(4), Wisconsin Statutes.

B. Plan Monitoring, Amendments, and Update

Once adopted, the City will regularly evaluate its progress towards achieving the recommendations of this *Plan*, and amend and update it as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the plan.

Plan Monitoring

The City will constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this *Plan* as a guide. This *Plan* should be used as the first “point of reference” when evaluating these projects. Beginning January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*.

Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text. The *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless.

The state comprehensive planning law requires that the City use the same basic process to amend a comprehensive plan as is used to initially adopt the plan. This does not mean that new vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

- a) Either the Common Council or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c) The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d) The City Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by

resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).

- e) The City Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.
- f) The City Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed *Plan* amendment into the *Comprehensive Plan*.
- h) Following the public hearing, the Common Council approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Common Council may require changes from the *Plan* Commission recommended version of the proposed *Plan* amendment.
- i) The City Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City intends to update this *Comprehensive Plan* before the year 2018 (i.e., ten years after 2008), at the latest. The City will continue to monitor any changes to the language or interpretations of the state law over the next several years.

C. Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

D. Implementation Programs and Recommendations

Table 29 provides a detailed list and timeline of the major actions that the City should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The table has four different columns of information, described as follows:

- **Category:** The list of recommendations is divided into different categories—based on different implementation tools or plan elements.

- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** The third column provides the chapter(s) of this *Plan* where the recommendation is described in greater detail.
- **Implementation Timeframe:** The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2018.

Table 29: Implementation Programs and Recommendations

Category	Recommendation	Reference	Implementation Timeframe
Neighborhood/Special Interest Area Planning	Work with the Greenfield School District and area property owners to prepare a detailed master redevelopment plan for the area around 60 th and Layton.	Chapters 3 and 7	2009-13
	Continue to work with City of Milwaukee, WisDOT, and key property owners to develop a detailed redevelopment and public improvements plan for the 27 th street corridor. Coordinate this work with Milwaukee’s southeast neighborhood plan.	Chapters 3 and 7	2009-11
	Prepare Statutory Redevelopment Plans and TIF Plans for the following areas: (1) 27 th Street Corridor; (2) the Loomis corridor from 43 rd to Layton; (3) the area around 84 th and Layton; (4) the area around 60 th and Layton; (5) the Spring Mall site.	Chapters 3 and 7	27 th Street –2009-2010 Loomis -2009-12 84 th /Layton-2010-12 60 th /Layton-2011-13 Spring Mall-2011-15 (note: the exact prioritization and timing may change based on developer initiative).
	Create a master redevelopment plan for the Spring Mall site and surrounding parcels.	Chapters 3 and 7	2011-2015
	Continue to work with the Greenfield School District to secure alternative location for their administrative services facilities currently housed at the former Chapman School site.	Chapters 3 and 7	2009-10

Category	Recommendation	Reference	Implementation Timeframe
Ordinances	Consider changes to the Zoning Ordinance <ul style="list-style-type: none"> Over time and as projects present themselves, update the zoning map to correspond with the Future Land Use map. As needed, update detailed design standards from this <i>Plan</i> for multi-family, commercial, office, and mixed-use developments. Create a 27th Street Corridor Overlay zoning district (in cooperation with the City of Milwaukee). Adopt regulations/guidelines for Mixed-Use Developments. Also see the Agricultural/Natural Resources recommendations below 	Chapters 3, 6, and 7	2009-2012
	Update the City's stormwater ordinance, as necessary, to incorporate provisions for additional Best Management Practices such as the use of rain gardens or green roofs.	Chapters 2 and 5	2010-2013
	Update the Official Map to reflect the recommendations in this <i>Plan</i> and the City's 2006 Comprehensive Outdoor Recreation Plan.	Chapters 4 and 5	2009-10
Agricultural, Natural, and Cultural Resources	Work with MMSD to restore parts of the Honey Creek corridor, reserving a portion of the floodway for a recreation trail.	Chapters 2 and 4	2010-2014
	Initiate cooperative efforts between the City's Park and Recreation Department, the school districts, and outside environmental organizations to utilize the Root River Parkway as a "living classroom."	Chapter 2	2011-2015
	Prepare a green building code that institutes incentives and regulations for LEED certification.	Chapter 2	2010
	Codify rain garden design standards and update the landscaping ordinance to allow rain gardens to count toward landscaping requirements.	Chapter 2	2010
	Explore opportunities to develop incentive programs for green roofs.	Chapter 2	2010
Land Use	Implement the land use recommendations of this <i>Comprehensive Plan</i> .	Chapter 3	Ongoing
	<i>See the "Ordinances," "Housing and Economic Development," "Neighborhood/Special Interest Area Planning," and "Intergovernmental Cooperation" sections of this table.</i>	Chapter 3	Ongoing
Transportation, Utilities and Community Facilities	Initiate discussions with WisDOT and Milwaukee County respectively, concerning public improvements along 27 th Street and Layton Avenue, including the future design of the I-894/27 th Street interchange	Chapters 3 and 4	2009 - 2011

Category	Recommendation	Reference	Implementation Timeframe
	Work with WisDOT to reconfigure and redevelop the park & ride lot on Loomis Road. Lobby for the inclusion of a commuter center in the redevelopment plan.	Chapter 3	2009-2012
	Enter long term discussions with WisDOT on the future redevelopment of the “Hale” interchange. Redevelopment planning should focus on access consolidation, reducing the “footprint” of the interchange, maximizing the development potential of surrounding lands, and protecting the natural features of the Root River Parkway.	Chapters 3, 4, and 7	2010-2018
	Initiate negotiations with WE Energies regarding the acquisition of property for a west side community park and to secure a public access easement from along its existing right-of-way.	Chapters 4 and 5	2009-12
	Determine the future use of the current library site/building.	Chapter 5	2009-2010
	Work with the Greenfield School District to coordinate any future expansion/redevelopment plans into a larger master redevelopment plan for the Layton Avenue corridor.	Chapter 3	2009-2013
	<ul style="list-style-type: none"> ▪ Continue to follow the recommendations outlined in the 2006-2011 Comprehensive Outdoor Recreation Plan. ▪ Refer to the Plan’s recommended 5-Year Capital Improvement for a detailed timeline for land acquisitions and improvements. 	Chapter 5	2009-2011
	Update the Comprehensive Outdoor Recreation Plan to remain eligible for State and Federal grant monies.	Chapter 5	Late 2010-Early 2011
	Explore options for the funding and construction of a community center in Konkel Park.	Chapter 5	2009-2012
Housing and Economic Development	Expand the authority of the Greenfield Community Development Authority (CDA). Enlist a subcommittee of this group to work with City staff and outside consultants to help lead the projects listed below. Consider hiring a full or part time Economic Development Coordinator.	Chapter 7	2009-10
	Create a Business Improvement District (BID); themed signage, and a marketing piece for the “Design District” – Layton Avenue 76 th to 84 th Street.	Chapter 7	2010-12
	Work with area realtors to develop and continuously update, a GIS database of available commercial properties in the City. Prominently feature this inventory on the City website.	Chapter 7	2010-11

Category	Recommendation	Reference	Implementation Timeframe
	Initiate City marketing campaign with new print materials and updated website with links to the Milwaukee 7 Business Resource Center at WE Energies.	Chapters 7 and 8	2009-2010
	Work with City of Milwaukee and local businesses to energize South 27 th Street Business Association. Also work to establish a BID for this initiative.	Chapter 7	2010-2012
Intergovernmental Cooperation	Work with City of Milwaukee and area businesses owners to develop a corridor “overlay” plan for south 27 th Street (potential joint TIF district).	Chapters 3, 7, and 8	2009-11
	Work with Greendale officials on market “repositioning” plan for Southridge Mall and the 76 th Street corridor (potential joint TIF district).	Chapter 8	2009-2017
	Enter into negotiations with the City of West Allis regarding the relocation of its public works facility.	Chapter 3	2009-11
	Coordinate the development of the WE Energies right-of-way recreation trail with the City of Milwaukee, the City of St. Francis, and Milwaukee County.	Chapter 8	2009-2010
	Coordinate with Milwaukee County to install improvements at Holt Park, and sections of the Root River Parkway.	Chapter 8	2009-2012
Plan Monitoring	Monitor development activity and future implementation strategies against the recommendations in this <i>Plan</i> . Consider amendments as necessary.	Chapter 9	No Greater Than 3-year Review Process
	Update this <i>Plan</i> .	Chapter 9	2016-2018

Appendix A: Community Survey Results

Total survey respondents = 291

PART 1: DEMOGRAPHIC INFORMATION

1. Are you a resident of the City of Greenfield?

99.3% Yes **0.7%** No (If “No”, please do not answer question #s 3, 4, 5, & 6)

2. In what city/village/town do you work?

- All over (2)
- Brookfield (5)
- Burlington
- Butler
- Cudahy (3)
- Franklin (5)
- Franksville
- Glendale (2)
- Greenfield (25)
- Greenfield and Greendale
- Greenfield and Cudahy
- Greenfield and Butler
- Greenfield and Milwaukee (2)
- Hales Corners
- At home with national accounts
- Menomonee Falls (4)
- Milwaukee (68)
- Milwaukee and Lake Geneva
- Milwaukee and Hales Corners (2)
- Milwaukee and Oak Creek
- Milwaukee and Muskego
- Muskego (2)
- New Berlin (3)
- Oak Creek (8)
- Pewaukee (3)
- Racine
- SE Wisconsin
- Various communities
- Waukesha (6)
- Wauwatosa (11)
- West Allis (8)

3. Do you own your residence or rent?

87.4% Own **12.2%** Rent **0.4%** Other: _____

4. How long have you lived in the City of Greenfield?

2.4% Less than 1 year **13.9%** 5 to 10 years **41.1%** More than 20
17.4% One to 5 years **25%** 10 to 20 years

5. What is your age?

7.4% 18 to 29 years old **30.3%** 50 to 64 years old
8.5% 30 to 39 years old **19%** 65 to 74 years old
18.3% 40 to 49 years old **16.5%** 75 years or older

6. In what school district do you live?

76% Greenfield **23%** Whitnall **1%** West Allis/West Milwaukee

7. Are there school aged (K – 12) children living in your household?

18% Yes **82%** No

PART 2: OPINIONS ON EXISTING CONDITIONS

8. What are the **THREE (3)** most important reasons you or your family choose to live in the City of Greenfield? Please rank your top **THREE** choices (Place a "1" next to your most important reason, a "2" next to your second reason, and a "3" next to your third reason).

Choice				Choice			
1 st	2 nd	3 rd		1 st	2 nd	3 rd	
26.3%	7.8%	6.9%	Affordable house or lot	3.7%	5.9%	3.2%	Low taxes
5.5%	11.9%	5.9%	Close to Milwaukee	7.8%	8.7%	6.9%	Near job
8.3%	9.2%	6.9%	Good schools	11.1%	9.2%	9.2%	Near relatives and friends
1.4%	11.9%	11%	Close to shopping opportunities	0.5%	1.3%	2.3%	Recreational opportunities nearby
0%	0%	1.3%	Good health care facilities	1.8%	2.3%	9.2%	Self-contained, full-service city
6.5%	6.9%	3.7%	Good housing choices	0.9%	1.8%	2.3%	Sense of community
1.8%	4.1%	9.2%	Good transportation access	12%	9.7%	9.6%	Suburban location
7.8%	6.9%	8.2%	Low crime	4.6%	1.3%	2.7%	Other_____

Other reported reasons for living in Greenfield:

- Quiet
- Location of desired condo
- Near everything
- Privacy
- Lots of trees on lot and in neighborhood
- Suburban location with low crime, excellent police and fire departments.
- Have lived here since I was 12yrs old in the same house.
- I like the individual condo I brought
- Love our house
- Family/parent's home
- Choice condo
- Residency requirement
- Airport access
- Appropriate housing for handicapped
- Country-like
- Neat, clean
- Family (2)
- Halfway between work and family
- Had to live in Milwaukee County
- Easy commute

9. How would you or your family rate the following facilities and services in the community? Please put a check in the appropriate box (excellent, good, fair, poor, or no opinion) for each of the services listed below.

Service/Facility	Rating				
	Excellent	Good	Fair	Poor	No Opinion
Ambulance service	36.3%	23.2%	1.4%	0%	39.1%
Fire protection	37.3%	29.6%	2.1%	0%	31%
Police protection	39.4%	41.2%	7%	1.8%	10.6%
City Hall services	24.5%	50.2%	9%	1.4%	14.8%
Code enforcement/property maintenance	8.9%	41.1%	18.6%	8.2%	23.2%
Library services	21%	46.5%	17.8%	3.8%	10.8%
Health Department/care services	16.4%	36%	4.7%	0.7%	42.2%
Snow removal	29.7%	50.2%	12%	3.9%	4.2%
Street maintenance	17.5%	38.9%	29.6%	11.1%	2.9%
Trash collection	31%	51.6%	9.3%	0.4%	7.8%
Yard waste services	26.9%	44.5%	12.4%	2.8%	13.4%
Recycling services	28.7%	49.3%	9.9%	2.5%	9.6%
Stormwater management	11.3%	39.6%	13.1%	3.3%	32.7%
Wireless internet/communications	7.2%	17.9%	10.3%	6.8%	57.8%
Park facilities	28%	54.3%	9.6%	1.4%	6.7%
Recreational programs	26.2%	49.5%	6.8%	0.4%	17.2%
Older adult activities	14.3%	27.6%	6.8%	1.4%	49.8%
Older adult care services	7.8%	16.3%	8.1%	1.5%	66.3%
Elementary schools (in your district)	19.4%	32.7%	5.8%	1.1%	41.0%
Middle schools (in your district)	14.4%	32.5%	7.6%	2.5%	43.0%
High school (in your district)	15.5%	28.9%	10.1%	8.3%	37.2%

10. Do you believe there are quality employment opportunities— those that enable you to provide your expected quality of life—available in the City today?

44% Yes 56% No

11. Do you believe there should be quality employment opportunities—those that enable you to provide your expected quality of life—available in the City in the future (5 – 10 years from now)?

92.2% Yes 8.8% No

12. How do you rate the overall employment opportunities available in Greenfield?

2.9% Excellent 20.5% Good 36.3% Fair 15% Poor 25.3% No

13. What types of jobs do you believe are needed in Greenfield in the future (now to 10 years from now)? You may choose more than one answer.

23.3%	Commercial	12.8%	Government
31.7%	Office	9.2%	Other _____
22.9%	Industrial		

Other types of jobs needed in Greenfield:

- Research (2)
- Professional
- Information technology
- Home help - odd jobs for retirees and youth (rent a kid) part-time.
- Innovative, green infrastructure, air & water quality services, LEED, renewable.
- IT and Computer
- Health Care (8)
- Whatever works
- All types (2)
- Education (2)
- Light Industry
- Skilled trades
- More choices of grocery and supermarkets, and another energy company.
- Less government jobs
- Technical (3)
- High tech (2)
- Industrial park (not lumberyard apartment complexes)
- Higher end - research and development "PARIF" (off 116th and Edgerton to 110th) (Also south of Oklahoma @ 103rd if still space).
- Social services for older adults

14. What do you think the City could do to enhance, better, attract, or further employment opportunities in the community?

- Nothing.
- Have a readily available database/page on city's website of jobs in Greenfield with direct links to submit applications/resumes.
- Lower taxes (8).
- Advertise.
- Create a thriving business park and a village atmosphere like Franklin and Greendale.
- More office facilities in lieu of minimum wage restaurants and stores.
- Attract experienced retired or semi retired help for part-time positions, offer good salaries with no other benefits.
- Provide tax credits to potential employers of the desired jobs. The city should also actively promote itself to potential employers.
- Fix the roads, they are the worst in the entire area!!!!
- Actively recruit businesses, not just allow them to move into the city.
- Clean up junk in yards (cars, trailers, etc.) and charge for "yard sales."
- Encourage business, chain-stores, and individuals to invest and locate in Greenfield.
- We have bad bus service. You have to own a car.
- Don't know enough about the subject to make suggestions.
- Become a leader in LEED development ideas and opportunities. Provide clean healthy work and lifestyle opportunities.
- Doing good.
- Lower taxes, just like Milw and the state it scares business away.
- Don't know - perhaps have industrial park or area.
- Control traffic in busy intersections.

-
- Taxes more favorable - commercial and residential.
 - Your maintenance department has excellent equipment. Poor quality of workers, taxes too high - Police department not seen in neighborhoods - they race through – don't carefully look around to see if anything is going on - poor protection services.
 - Develop industrial park.
 - Don't know what you do now - never hear of any open jobs.
 - Perhaps offer tax incentives for a limited time to new business.
 - Something there not doing now!
 - Develop a sense of community pride. Divided city within schools, organizations, etc.
 - Have another nice large shopping center like Southridge mall on an opposite end of Greenfield.
 - Lower my taxes, make city workers actually work.
 - Keep crime down and taxes.
 - Fix 76th Street north of Layton - have existing employers upgrade their facilities.
 - Don't be so restrictive in building design and landscaping.
 - Lower taxes, reduce size of govt.
 - Develop an industrial area.
 - Better advertisement of employment opportunities.
 - Less strip malls; encourage diversity, improve traffic flow, concentrate on developing more business on Forest Home Ave., and 27th Street between Layton and Howard.
 - Promote business.
 - Be more aggressive.
 - Open up areas to industry, commercial, instead of residential.
 - Better planning with less apartments.
 - Strong unions.
 - Develop an industrial park.
 - I would love to work for the city. Opportunities are very limited. I did apply 3 years ago but was denied.
 - Create an office park.
 - Promote itself. Offer tax incentives.
 - Supply opportunities for employment that cater to a wider range of workers.
 - I don't understand why you want to enhance employment opportunities in Greenfield. I have a car, so I can work anywhere. I don't want any factories - I moved out of West Allis because of the air pollution from all the factories.
 - Reduce spending and cut taxes.
 - Improve, reconstruct major roads so that customer traffic can flow better.
 - Stop building so many new subdivisions or houses.
 - Try to get mid-size companies to open branches in Greenfield.
 - Tax break incentives.
 - Provide more sensitivity to personal employment needs on a general level, not a selective one.
 - Keep it simple.
 - Need an office park - Business district park.
 - Advertise the opportunities in various trade publications tailored to attract business you want.
 - Have small industrial park and better bus service (extended hours).
 - Have an industrial/office area, like the New Berlin or Greendale industrial areas. And a yearly event, equal to or better the Independence day to celebrate the birthday of the City of Greenfield. Have farmers market at Koneke Park on weekends.
 - Support building office and industrial sites.
 - Support the greater Milwaukee efforts.
 - Tax and spend control. Minimize regulations and expedite approval procedures.
 - More support for emergency services by city fathers.
 - Continue to enforce property codes and upgrade the city image of lower middle income/subsidized/multifamily housing. Keep green spaces.
 - More mini malls, grocery store on Loomis rd, restaurants, and weekend
-

transportation for the weekend bus route no 35, so elderly could attend church services, etc. and not be so confined on weekends.

- Fix Layton Ave between 27th and Loomis! Remove older retail from business sites.
- Secure more employers (business/commercial) into the city.
- An industrial park is needed.
- Create land and tax incentives, also educate our young people to take advantage of these jobs.
- Contact sources outside the area and show ways that it would be of benefit to invest in the community of Greenfield.
- Don't return to the days of instant job qualification. Keep thinking about the future.
- More jobs
- Don't see Greenfield as a place to offer employment opportunities - more of a "residential" location.
- Incentives to locate here, tax incentives.
- Streamline services, restrain spending.
- Self-promote.
- PR focusing on positive aspects. Milwaukee Magazine always classifies us at the bottom, which is negative publicity. We should force focus on the positive aspects of GF in question 8 (affordable housing, close to Mil, good schools). Maybe tie in somehow with Greendale on some projects? We have too many car lots and car parts stores. Could we somehow copy downtown Greendale in some (form)? It's tough because of our layout.
- Offer tax incentives.
- Expand small office environments to encourage consulting and IT firms to move to Greenfield.
- Develop a small business industrial park that would be easily accessible.
- Have better land use strategies.
- Create TIFs, give tax incentives to businesses.
- Keep the city clean - fine people who don't keep houses/yards clean.
- Redo traffic.

- Manage growth effectively to maintain quality of life, e.g. low traffic, minimize loss of green space, trees, etc.; control commercial growth, i.e., shop fronts, high traffic box stores; eliminate or minimize low quality/low price retailers; expand number of quality retailers (distinctive products/ services, high customer service) as part of controlled growth plan.
- There seems to be a lot of new office buildings, going up, which is good, but if the streets look nicer, like the 76th-Layton area, more businesses may be interested in this area.
- We could use an industrial park to help keep the property taxes low. It would also help to get new equipment for the fire department.
- Two-year tax relief to attract employers who could provide more jobs.
- Stop all the condos and retirements centers and get some jobs that pay a good salary, not minimum wage.
- Lower taxes on businesses.
- Taxes, schools.
- Tax breaks for companies.
- Tax breaks, more effort in lobbying.
- Recruit companies such as Northwestern Mutual to locate facilities in Greenfield.
- "If you built it, they will come."
- Promote trade schools for young people for skilled trades.
- Concentrate on making it a more attractive living community.
- No land for factory use, so we're out of luck.
- Lower taxes for businesses so they can expand or be enticed to locate in Greenfield.
- Don't raise the property taxes, improve appearances of some areas.
- Free up city parkland near freeway access to encourage prospective employers to build sites in Greenfield; street improvements to reflect not a dying city, but one that is alive and well-maintained; enact better ordinances to control and remove building eye-sores; e.g., Kohl's older corner at 27th and Grange, etc.

- Not sure, but we need to stop the exodus of businesses from the 27th St corridor.
- Encourage high-profile businesses.
- Offer tax incentives to businesses and land development.
- It would be nice to have more choice of stores and an energy company - there is a monopoly with what we have. Also the cost of living is greater, people need a pay raise in order to keep up with living expenses.
- Lower school taxes.
- I like the suburban feel of Greenfield and don't want more businesses/employment opportunities to come into the city. There are plenty of opportunities around our city.
- Allow serves hotels to be built and attract light industry with our position to highways. We need hotels with meeting facilities to attract businesses and conferences.
- Create industrial park with higher-paying jobs.
- Enhance the community by being selective in the types of businesses. For example, on Hwy 100 and Layton there are many vacant store fronts or the types of businesses are not higher class. The thrift store next to Wal-Mart, the vacant lot next to McDonalds is untended and is an eyesore.
- Keep taxes low to attract businesses.
- Create industrial park like Franklin and Oak Creek.
- More opportunities for non-service related jobs.
- Attract manufacturing and offices, especially corporate.
- Better public transit/rapid transit, hotels with convention space.
- Attract a large corporation to make a headquarters or main office here.
- Renovate/clean up area around old, abandoned buildings on 27th St. and Forest Home.
- Good right now.
- Do we need more employment opportunities??? I don't think so!
- Create a fund to help kids to make a few bucks \$.
- Fiscally responsible and well-managed city government could provide the reputation that would attract businesses.
- Get an upscale food market - i.e., Sendicks, Graasch, bookstore.
- More full time jobs that pay more than minimum wage with benefits. Too many part-time or part-part-time positions that pay only minimum wage and not so great benefits.
- Nothing. We don't want people from all over coming to our quiet neighborhoods. Crime will go up.
- We have enough apartment complexes; let's build office-type buildings.
- Work on the store front on Forest Home, 43rd to 76th. Some are vacant or in need of repair.
- Industrial park (not lumberyard apartment complexes).
- Encourage leading technology businesses.
- Lower taxes - we cannot be everything to everybody.
- Improve properties, such as those on Forest Home. If this is Milwaukee, then work with them. Examples - A&W vacant more than 1 year, the block with Joey's Mob Scene is a disgrace, other than the Matrix which just went in there. Vacant lot where Spiros used to be. The boulevard needs trees to enhance appearance. Old Grove Strip Mall is an eyesore. It still retains Meures and Meyer's signs - hard to believe!
- Look for opportunities to redevelop any area or areas for office parks and include entertainment and dining.
- Approve more businesses.
- Not sure.
- No more Wal-Mart's.
- Lower property taxes, improve streets.
- Try to get high tech manufacturing into the city.
- Make wise development decisions because there is not much land left to build on. Work on attracting offices instead of fast food or services.

- Active police patrols (there is a reason for this answer; hotel(s) with “convention”/ meeting facilities; better road/right of way maintenance; develop ideas to attract “higher end” businesses - see what has worked in other successful communities, none it to fit us and follow through! Maybe opportunities (most are low-paying/minimum wages service industry jobs) need to be pushed to better paying, less service orientated jobs.
- Assist small businesses.
- More business friendly; less apartment buildings.
- Educate workforce, students in high school, etc. on good work ethics. How to

work once they get a job, so employers don’t have to be babysitters, this may help keep employer from moving out of the USA.

- Don’t think that Greenfield has to do this. Just so there are jobs within 10 to 30 miles of here.

15. What do you think are the highest priority issues that need to be addressed by the City? (Please indicate what you feel are the TOP three priorities by placing a “1” next to your highest priority, a “2” next to your second priority, and a “3” next to your third priority.)

Priority Level				Priority Level			
1 st	2 nd	3 rd		1 st	2 nd	3 rd	
14.9%	13.7%	9.4%	Street maintenance and reconstruction.	2.4%	4.7%	2.3%	Provide broader range of housing for empty-nesters, active retirees, and seniors.
1.2%	2.3%	2.7%	Beautification of roadways.	0.8%	4.3%	3.9%	Neighborhood stabilization/improvement.
2.4%	1.5%	9.4%	At I-894 interchange areas, improve land uses and appearance.	0.4%	3.1%	2.3%	Improve relationships with surrounding communities.
9.4%	9.4%	10.1%	Enhance/redevelop of the older commercial areas.	1.2%	3.5%	3.1%	Develop a community center in Konkel Park.
11.4%	9.8%	6.6%	Increase the non-residential tax base.	1.6%	1.5%	3.5%	Create a civic center area for the City.
15.3%	9%	6.3%	Fiscal management.	3.5%	5%	10.9%	Reduce crime.
4.7%	10.1%	7%	Ensure that property maintenance standards are enforced throughout the City.	3.1%	5%	6.3%	Improve pedestrian/bicycle connections between neighborhoods and shopping, employment, and recreation areas.
19.2%	12.1%	9.8%	Maintain property values.	8.6%	3.1%	3.1%	Other _____

Other top priorities that the City needs to address:

- Provide a SAFE place for kids to attend high school.
- Straighten mess of “improved” crossing of 35th and Forest Home. Simple stop lights rather than complicated routine.
- New high school.
- Lower taxes, reduce size of government
- Properly zone existing empty land (non-wooded areas) so it can be put to use.
- High school renovation
- Reconstruct neighborhood roads.
- Present library should be turned into a senior citizen community center.
- Italian restaurant, super Target or Wal-Mart (where everything is in one store, groceries, etc.).
- Library

- Good paying jobs
- Provide better policy, especially speeding
- Create a civic center area - this would anchor a small shopping/social area like Greendale.
- Improve high school.
- Recognize the importance of condos, regard the same as any residence.
- Fix/improve high school.
- Education.
- High School and improving connections to Edgewood school.
- Schools.
- Increase employment opportunities for professionals - office positions.
- Use more discretion on the types of businesses brought to the city. Too many low-end.
- Property tax (residential) reduction.
- Sidewalks.
- Tax freeze.
- Enhance the community by being selective in the types of businesses.

For example, on Hwy 100 and Layton there are many vacant store fronts or the types of businesses are not higher class. The thrift store next to Wal-Mart, the vacant lot next to McDonalds is untended and is an eyesore.

- Enforce speed limits and rules of the road.
- Improve public transportation access.
- Improve schools.
- Keep property taxes under control
- Maintain public services - fire-police-DPW.
- Preserve green space.
- Give the seniors a tax break.
- Build new high school.
- Careful development of open land.
- Increase police neighborhood patrols. Change business mix to higher paying jobs.

16. In your opinion, the existing variety of shopping opportunities and services available in the City of Greenfield are:

76.8% Well placed in the community.

15% Too dispersed; that is, not centered in any one location.

8.2% Overly concentrated in one area. (Please identify area:_____)

Areas where shopping opportunities are overly concentrated:

- 76th Street; Highway 100.
- Too many car dealers and auto part store on S 27th St. a bigger variety of shops would be better.
- Southridge area.
- 76th St. from Cold Spring to Edgerton.
- 76th Street (5).
- Southridge.
- Fix 76th Street bridge over Forest home Avenue - it looks terrible.
- Reduce spending and cut taxes.
- Southridge area.
- Spring Mall.
- Could use some more food stores on South side.
- 76th and Layton.
- S 76th St – doesn't feel like a downtown area.
- Everything is near Southridge.
- 27th St, car-related.
- South of College.
- Too much automotive 27th and Hwy 100.
- 76th Street and Layton.

17. What type of stores or restaurants would you like to see in the community?

- Sonic's Drive-In, Movie theatre
- Cheesecake Factory/Bravo
- Up-scale stores similar to Brookfield.
- High end retail - Crate and Barrel, Talbots
- Sporting/Outdoors and Fine Dining
- More ethnic restaurants.
- Upscale restaurants and stores along South 27th St. or Loomis.
- We have enough now.
- Fast food or a Tumbleweed type.
- A good full-service bakery and higher end restaurants.
- Less fast food, more fine dining, not chains.
- Authentic Mexican restaurant.
- More upscale - not just fast food.
- We have enough variety.
- Hardware store, Target, Noodles.
- natural food (like "Outpost"), art, cultural, family owned.
- Family style dine-in restaurants.
- Just fine as is.
- Woodman's, specialty shops so we don't have to go to the mall.
- We already have many nearby.
- Less Asian more Italian restaurants, craft stores, antiques, clothing
- We have them all - more security at Southridge Mall.
- Kmart and target
- Hardware store
- Childress retail clothes and toy stores
- To many already
- Hobby Lobby; Garden Ridge; Crab Shack
- Hardware store
- When including Greendale's Southridge mall area - it's great.
- No more
- None, we have enough!
- We have a good mix. Keep quality facilities to attract good people.
- More drive through restaurants
- Tuesday Morning
- More entertainment: nightclubs, recreational activity (indoor/outdoor sports)
- Encourage less chains, more individually owned.
- No preferences
- More restaurants
- They are fine now
- Less fast food more better restaurants
- Coffee shop, shops, and area like Greendale!
- OK as is
- More banks, drug stores
- A super Wal-Mart at Hwy 100 and Layton
- Specialty
- Jimmy John's Sub Shops
- Wal-Mart Super Center
- This is not an area for government.
- Better upscale shopping.
- Don't know
- Fine dining
- Quaint little creative shops
- General restaurant availability a step above fast food.
- There is a large variety in Greenfield
- Have too many restaurants now.
- Hardware store
- Hardware store: ex: TruValue - existing stores too far away.
- Hardware store & a Mayfair Mall type development also a senior citizens development include grocery store, healthcare, drug stores, hair care, exercise areas. A full service complex for seniors.
- A hardware store; a five and dime; more ethnic restaurants.
- Hardware store centrally located.
- Anything to increase tax base
- No more restaurants.
- Marshall Fields type, Crate and Barrel, the "Mayfair" type stores.
- Pick n Save, Aldi, and a few fast food restaurants food for employment.
- More upper end retailers and restaurants. Too much fast food now.
- Affordable restaurants

- Department stores, not “box stores” (enough of them) No more fast food restaurants! An upscale restaurant perhaps.
- I'd like to see the empty Kohl's grocery store on 27th and Grange be taken over by another grocery store.
- More middle eastern and American Indian restaurants
- Bakery - Hobby Shop - Book Store
- More health food stores and restaurant
- Pick N Save and bakeries
- I would love a Target
- More family type restaurants like “Omega” type places.
- Chipotle, Starbucks - drive thru, PF change/Mexican restaurant/art stores
- more mom and pop stores
- North east area of city needs grocery store.
- More upscale restaurants, less fast foods
- Music store/instruments, Mexican and Thai restaurant
- We already have Japanese restaurants, could you build off of that? I'd like a fresh fruit/veg market, Asian market, bakery east of 76th St. with cakes and bread.
- Better grocery stores
- Toy stores, interior design, upscale restaurant
- Higher-end restaurants like Cheesecake Factory, Maggianos, Crate and Barrel, Ikea, Costco
- Ample variety in area or easy reach
- Name-brand outlet malls
- Quality retailers with distinctive products and services and high customer service
- More eating variety, new non-chain restaurants, no more pet stores
- Malls
- Marshall Fields, Cheesecake Factory
- Wolfgang Puck Express
- No more fast food restaurants - nice to fine restaurants would be appreciated
- Hardware store
- I think there is a good selection currently
- We have enough
- Instead of fast food, 1 or 2 higher-end restaurants
- Bookstores, family-oriented restaurants, bakeries
- More higher-end food stores like Grasc'h's or Sendke's
- Auto parts store
- Hardware store
- More upscale, no fast food
- Chain and high quality local ones, not necessarily “fine” dining restaurants, gourmet grocery stores and bakery
- Family restaurants
- Country-like, similar to village of Greendale
- More fast food
- Specialty shops like Greendale has
- Small, family—owned restaurants, bookstores
- An upscale grocery store
- More variety stores/restaurants
- Higher-end shopping/dining
- Neither - want more industrial businesses for jobs and tax relief
- Have enough
- There are many vacant stores on 27th that could be used. Kohl's is vacant, another grocery store would be nice, shoe store, dollar store, etc.
- More high end restaurants
- Satisfied with what is here
- Upscale clothing, unique specialty decorating shops
- Nice sit-down restaurants instead of small Chinese or fast food.
- What we have is fine
- There is enough businesses for the size of community
- Less fast-food stores, no more Wal-Mart-Marts!
- Taco Bell
- A couple more restaurants which are not chains
- A good bakery! Hardware store (West Side)
- Coffee house - someplace the old and young can get together

- Boutiques/clothing stores, galleries/home décor
- Business clothing store, non-fast food restaurants
- Upscale grocery, i.e. Sendiks, V Richards
- I think we are at a saturation point on Hwy 100.
- Steak house, Mexican, Upscale grocery - i.e., Sendicks, V. Richards, Graasch
- Store selection is fine - stop ugly block buildings
- Festival Foods or other grocery store besides the conglomerate of Jewel and Pick n Save.
- Hardware Store
- There are enough nearby
- We feel there is a good variety near our home and in driving distance
- Locally owned and operated
- Try to attract more boutique shops and facades such as food in downtown Delafield.
- Sendicks, V Richards, Cheesecake Factory - Wauwatosa/Brookfield seems to get all of them. Need galleries, specialty clothing stores
- Coffee shop such as Alteros. Small family restaurant with outdoor patio, sandwiches, salads, light eating!
- There is not a lot of sit down restaurants
- Coffee shops (not Starbucks!)
- Happy with the way it is.
- Upscale retail
- Good saturation.
- If any specialty store clusters taking over service related strip malls - possibly with a theme such as ethnic - sort of an international feel - ask me for more info if needed.
- Outpost food store
- IKEA
- New restaurant chains - away from 76th Street

18. Which of the following statements best reflects your opinion about the availability of housing in the City of Greenfield? (NOTE: The median home value in the City was approximately \$164,000 in 2005.) Please put a check in the appropriate box.

Housing Type	Good Supply	Fair Supply	Not Enough	No Opinion
Single family – less than \$164,000	30.4%	27.5%	14.2%	27.9%
Single family – \$164,000 to \$200,000	39.9%	29%	5.55	25.6%
Single family – \$200,000 to \$250,000	31.4%	29.7%	8.5%	30.5%
Single family – greater than \$250,000	27.5%	25.8%	8.7%	38%
Condominiums	34.7%	26.8%	10.0%	28.5%
Duplexes and townhomes	28.6%	29.4%	8.7%	33.3%
Apartment units	47.4%	20.2%	3.5%	28.9%
Affordable housing – owner	30.8%	25.3%	12.7%	31.2%
Affordable housing – renter occupied	27.6%	24.6%	7.8%	40.1%
Older adult housing	21.7%	19.6%	18.3%	40.4%
Assisted living/congregate care	17.8%	19.9%	18.2%	44.1%

19. Are there particular streets, neighborhoods, business districts, buildings, parks, or other features (natural or manmade) in or near the City that stand out in your mind as being especially attractive or create a “good feeling” to the community? If so, please describe these below.

- Good Feeling
- Root River Parkway, Konkel Park
- Root River
- Foxwood Crossing
- New plantings and medians on 76th
- Street (south of Greendale border); Morgan Oaks neighborhood; Konkel Park
- Konkel Park, Kulwicki Park, Wimmer Wetlands, W. Layton Ave. from 84th St. to 124th

- I think 84th Street south of Layton is a very attractive area. The trees welcome one to continue to enjoy the other surrounding streets.
- Business districts on W. Layton (from 55th St. to 76th St.) and 76th St.
- Layton Ave.
- Layton Blvd is looking nice. So is 76th Street near Layton.
- 76th St. (Edgerton to Howard) and Layton Ave. (Loomis to 124th)
- The town center of Greendale feels like a community - there doesn't seem to be one place in Greenfield like that - very spread out - hard to feel a sense of "community."
- Kulwicki Park, Layton Ave 124th St to 76th St.
- Root River Parkway and Whitnall Park.
- Kulwicki Park, S. 76th corridor.
- I like all the Woodsy apt. complexes.
- Konkel Park, City hall, Library, Post Office, Meyer's Restaurant, Sentry, Walgreen's, Pick n Save, Hollywood Video, Arby's 9 all together nearby).
- Root River Parkway and Oak Leaf Trail.
- Clusters of Greenfield where we live, Konkel Park.
- Parts of Layton Ave.
- Greenfield Historical Society
- 76th St and Layton Ave.
- 76th St. between Edgerton and 894 and reconstructed Layton Ave.
- Konkel Park
- 76th Streets between Layton and Edgerton is attractive.
- Konkel Park
- Layton Ave near Konkel Park
- Konkel Park
- Konkel Park, neighborhood off of Howard between 43rd and 40th.
- Southridge mall, Whitnall Park, Konkel Park
- from 76th and Allerton to 84th
- Layton Ave (76th - 124th)
- City hall
- Layton Ave 84th to 60th, 76th St. north limits to Edgerton Ave.
- Love Cold Spring (Loomis - 27th) 76th is really improving.
- Many streets
- City hall area
- Hwy 100/S. 108th St. , W Layton Ave., I-43
- Morgan Oaks area, Konkel Park
- 76th by Southridge
- Whitnall park
- Near the City Greendale Village
- Konkel Park
- Our streets were just re-done (50th and Layton) looks great! Please do 51st from Layton to Cold Spring.
- Layton Ave along police department and park
- Scout Park
- For me, some of the older churches appear to be nice, I like the architecture.
- Konkel park - used a lot!
- Root River Parkway, the quality buildings being build in the office park at 104th and Oklahoma, Morgan Oaks, Foxwood Crossing.
- Not sure; I work two jobs plus take care of elderly mom, so haven't had a chance to study this. However, Cold Spring is an attractive road. Love old barn near 96th-98th St.
- The Heleen Heights area because of the wildlife (deer & birds) unique to that area.
- 76th St. from Spring Mall to Layton Ave and Konkel Park.
- Konkel Park
- Bike trails and parks
- Kulwicki Park
- City of Greenfield is a nice clean city, no reputation for noticeable crime.
- I love the large amount of trees in Greenfield
- Konkel Park on Layton Ave.
- Greendale business district by city hall small specialty shops.
- We have nice parks (would be nice to have a water park) or pool. Foxwood Crossing looks like a nice neighborhood.
- Konkel Park and the redone 76th area.
- no

- Area around the intersection of 76th and Layton
- Whitnall Park
- West neighborhoods
- Any park or green space adds to the grace of a neighborhood. It's a respite from wide concrete roads.
- Konkel Park is a plus to the City of Greenfield for the young, middle age, and elderly.
- Parks such as Konkel and Kulwicki
- None come to mind past development has been down with little vision.
- Konkel Park
- Greendale
- Near the city - Village of Greendale.
- Konkel Park - walking paths and marsh experience
- Konkel Park has a very nice walking area.
- Zabloy park
- Grange Ave S 60th to S 51st
- Kulwicki, Konkel make me proud to show to the out of town relative.
- Konkel Park and Conco Park
- Layton from 51st to 76th, nice wide open area and boulevard.
- 43rd Street from Layton to Grange - well taken care of properties
- 76th Street between MKE city and south ridge
- 27th St bus district
- The area bounded by 43rd St on the east Loomis on the west, I43/894 to south and Cold Spring to north.
- Edgerton north of Hwy 100
- Residential area SE of Edgerton and Loomis. Greendale downtown, Downer Ave, Whitnall Park, Wehr Nature Center, the redevelopment along 43 S. of the ballpark
- Park on Layton Ave
- Konkel Park
- 76th Street, Konkel Park, parts of Layton
- Konkel Park, Boerner Botanical Gardens
- Whitnall Park
- Botanical gardens and Root River Parkway
- Street scraping on 76th, Konkel Park
- Konkel Park
- City hall area
- Greendale Village Center
- City Hall grounds are well-maintained
- 76th St. looks great, as does Layton Ave in that area. Cowlick Park and that whole parkway area is nice too
- Whitnall Nature Park
- Konkel Park, Kulwicki Park
- Around Whitnall Park Area
- The 76th St. shopping area is very convenient
- Spring Mall has greatly improved their appearance! Finally the establishments are not bars with unruly customers.
- Konkel Park
- Bike trail off of Hwy 100
- 76th Street just north of Southridge
- Whitnall Park
- 76th Street just north of Southridge
- Layton Ave, from Konkel Park to Hwy 100, Jansen park area
- Konkel Park
- Greenfield Park
- Kulwicki Park, bike trails
- The updates to 76th Street, Layton-Grange are very attractive - and need to be maintained. Whitnall Park is always nice
- Whitnall Park, Hales Corners Park
- Konkel Park is good
- Konkel Park
- Root River Parkway between 92nd and Layton
- The Cloisters of Greenfield, 6100 Stonehedge Dr.
- I would like our street lights replaced with the same type Morgan Oaks have. We are located near Morgan Oaks and I think these lights set the neighborhood atmosphere to an upscale level.
- New areas of large homes, 124th and Howard, and to the north; Waters (?) Park is especially nice.
- Morgan Oaks
- I like that we have lots of parks and green spaces
- The streets with mature trees

- Konkel Park
- Root river parkway and rural setting of city
- Grange and 76th, College, Hwy 100
- Layton Ave near Greenfield High with park and historical building - very nice.
- Konkel Park, Cowlick Park, Whitnall Park
- The Greendale village. It is nicely taken care of, there is also nice playground equipment.
- Konkel Park
- Creekwood park, s. 43rd
- Konkel Park, City Hall well-located, Root River Parkway - kept undeveloped.
- Konkel Park, pedestrian walkway to 51st St, plowing of bus stops
- Whitnall Park, like new boulevards on Layton between 84th and 76th, BUT some better plant choices could have been made so drivers can see around them
- The historic farmhouse across from the bowling alley on Layton Ave.
- City hall, Library Area, Layton Ave-76 and 84, and S 76th St
- Alverno neighborhood, Oak Leaf trail, Konkel Park
- Very nice
- Condo complexes on 35th and Edgerton
- Cowlick Park, Konkel Park, Zablocky, Greenfield Park
- Konkel Park area
- 116th - by high school, southwestern age of Greenfield, 108th-124th, neighborhoods well maintained, sense of community.
- Parks, City Hall, newer office buildings are much nicer looking than in past
- Greendale
- I like the nature preserve on 43rd and Ramsey
- 74th St. complex is getting better stores, would like to see an area like Greendale's village - perhaps along Loomis Rd.
- Konkel Park, ball diamonds, festival, walking path, mini golf
- The new "Bilt Rite" looks good
- Hill overlooking city near Budget cinemas - should increase public access
- Downtown Greendale (neat, clean, flowers, etc). Wauwatosa (interesting shops, variety of grocery shopping and eating places)
- Oak Leaf bike path
- Subdivision at Beloit and Cold Spring, city hall, library, and post office.
- Boulevard areas: Anthony Drive, Forest Home, 76th St. "windy" streets in neighborhoods.
- The parks - Konkel, Cowlick, and the Root River Parkway.
- Buildings - about 30th/Layton and new building @ 104th/Layton
- none
- 84th St to 92nd St South of Cold Spring Rd and 120th and Morgan area.
- 76th and Layton
- Konkel Park, Botanical Gardens, Dan Jansan Park

20. Are there particular streets, neighborhoods, business districts, buildings, parks, or other features (natural or manmade) in or near the City that stand out in your mind as being especially unattractive? If so, please describe these below.

- No
- Wal-Mart
- Spring Mall movie theater/area. Starship/old Blockbuster building.
- South 35th and Cold Spring - northwest corner - subject always has up to 7 autos on his property which he is always repairing. I assume this is a residential area
- Intersection at Hwy 100 and Cold Spring; Cold Spring Road from 92nd to Hwy 100; 92nd St. from Layton to Howard; empty theater and rowdy arcade at 76th and Cold Spring.
- 124th
- The retail areas east of Layton/Forest Home - between the junkyards and garbage, no wonder poor quality renters

- prevail. I don't think Forest Home Ave is attractive.
- Business districts on South 27th St. between W. Edgerton Ave. and W. Grange Ave.
 - Cold Spring Rd needs help.
 - Cold Spring (From I-894 to 124th)
 - The top of the off-ramp at Loomis Road.
 - Forest Home from Cold Spring to 84th. The abandoned Spring mall movie house, force removal/tear down.
 - 35th & Howard - neglected by Greenfield. 61st & Cold Spring - run down roads by apts. N. of Cold Spring.
 - Cold Spring Rd . From 112th St. east to 92nd St.
 - Apartment complex around 31st St., north of College.
 - See comment #15 above.
 - Hooters
 - take down the electrical poles on 76th Street - they really detract.
 - Unaware
 - The house on SE corner of 43 and Howard.
 - House of Harley doesn't match other businesses around it.
 - 92nd Cold Spring to Oklahoma and 27th Howard to Loomis and Howard
 - Freeway corridor.
 - The weeds in the center of the roadways and the upkeep of business landscaping the city requires all this landscaping at residential areas but it is not kept up.
 - 27th St and Highway 100 area.
 - All the dead trees planted during road construction 43-51 St. Bottsford - Replace them it's been over a year.
 - 51st Street between Layton and Howard
 - Corner of 43rd and Howard (purple house)
 - 27th Street - entrance to city off of Layton Ave..
 - 77th and Allerton one house on corner next to TCF Bank. The famous purple house could go.
 - Cold Spring (124th - 76th), 76 (from Layton north).
 - 27th St. north limits to south limits
 - Loomis (Edgerton - 27th).
 - Loomis Road from Layton Ave north to Cold Spring Rd.
 - Layton Ave just east of Hwy 100 (development!) 76th between Howard and Cold Spring (streets) Spring Mall Theatre (use it or lose it!)
 - No
 - Empty restaurant next to Starr office building. Smoker Club building, Loomis and Layton across from Walgreen's.
 - West Cold Spring Road
 - Loomis Rd. and 27th St.
 - 27th and Loomis
 - 20th St. area
 - Hwy 100
 - 51 Street between Layton and Cold Spring. People parking on front lawn, etc. Layton Ave. 51 to 60 medium strip look unkempt.
 - Expressway - we need a wall/sound barrier 47th - 51st.
 - 51st
 - S 44 and S 45 south of Grange Ave, roads need repair.
 - The old movie theater on 76th and Cold Spring behind Pick N' Save that is closed and looks run down. Also, some of the litter on some streets such as Forest Home looks unattractive.
 - The 76th Street bridge over Forest home Avenue - it looks terrible. The sidewalk is full of cracks, the median is full of cracks, the guardrail is rusty.
 - House of Harley, Greenfield High School, most subdivision roads that don't have curb and gutter.
 - Ditto, except for 92nd St. where I live between Howard and Layton. Traffic too fast and noisy plus unattractive hodge-podge of unmaintained driveways exiting onto 2-lane road.
 - Areas closer to 27th St.
 - The area near city hall. The area north of Layton Ave. (around 49th & 60th St.)
 - Greenfield High School and NW corner of Loomis and Layton.
 - 27th Street
 - Some streets have bad pot holes.

- Would like to see more trees on Hwy 100 & 27th Streets
- 68th and Edgerton many cars don't stop or make a rolling stop - need traffic lights or better placement of stop signs.
- Any of the older yellow street lights.
- 69th Street Edgerton to Holmes - needs repair
- Layton Avenue between 27th and Loomis - the road is a disaster and need to be redone with curbs, sidewalks and a new median strip.
- no
- Hwy 100
- Forest Home Avenue east of 60th is unkempt.
- 27th Street business area
- 27th Street car sales alley, 60th and Forest Home
- Not any that I am aware of. "oops one," the restaurant (vacant) on Loomis/Edgerton.
- S. 51st between Layton and Cold Spring and W Morgan Ave - 43rd-50th St Homeowners should be responsible for cleaning up their property.
- Layton Ave between 27th and Loomis. North side of Layton Ave between 51st and 60th. 51st Street between Howard and Layton.
- Area/east side of city. Too many apartment buildings.
- Some bars and gas stations, they do not do enough outside upkeep.
- Edgerton S 27th to Loomis Rd
- What's up with Spring Mall theater?
- Buildings around I894 and Loomis
- 84 to Hwy 100, no sidewalks
- On 76th St. where the old movie theater was is such an eye sore (near Cold Spring)
- Morgan Ave 35 to Forest Home.
- Forest Home
- Forest Home Ave from 45 to 60th. Rusty road signs, not legible.
- Hwy 100 and 27th Street
- south of west National Ave
- 27 - 35/Collefe to bridge - roads too narrow, ineffective use of storm sewer system.
- Corner of 68th and Layton
- 35th and Layton-of road leaving to Middle School, road full of pot holes, some lots not kept up
- 27thSt. South of Grange to the border. Loomis, south of Layton. Layton could use more trees east of 76th to 27th St.
- 27th and Grange
- Loomis off-ramp, lack of irrigation on Layton Ave.
- Forest Home Ave. from 43rd to 76th
- Pick N' Save - Spring Mall, 27th and Layton - Kmart, 27th and College, 27th and Grange, Budget Cinema, Self Storage Hwy 100, Parts of Forest Home
- 35th St. between Edgerton and Layton
- Planted medians were a great idea, but are not properly maintained and look terrible
- Unoccupied and unkempt properties (old movie theater on 76th St)
- Layton Ave, since it was done, the islands are nothing but weeds. Purple house on Howard and 43rd St
- Old pole street lights, 45th and Clayton Crest Ave area
- Greenfield high school
- Forest Home, west of Jackson Park to Cold Spring, commercial retail area unattractive. Milwaukee area east of Jackson Park - 27th St. continues to deteriorate. 27th St. overdeveloped with Wal-Mart, etc.
- Layton Ave from 27th St west to about Loomis is bad. Hwy 100 isn't too nice and the Budget Cinema area looks bad. 51st St is real ugly from Layton to Cold Spring and 35th St is in horrible shape. The empty Camelot store and Spring Mall Theater also looks bad empty. All of 27th St is ugly.
- Loomis Rd, south of Layton - the road could be fixes
- 60th and Howard Area
- Layton Ave from 27th to 43rd St
- Layton Ave businesses
- 51st from Morgan south to Layton
- Most of Greenfield's streets allow the grass to be way too high before cutting and do not maintain what is planted.

Look at the side of Maple Grove on Cold Spring or on 76th towards Oklahoma - check with landscapers at Spring Mall. We pay for all this stuff and the city doesn't take care of it!

- Houses that have cars in yard that are bringing the value of houses around them down
- Layton Ave between 27th and Loomis
- Blockbuster Center needs to be redeveloped
- Forest Home Ave, parts of Highway 100
- 27th Street corridor - particularly north end. There are too many vacant store fronts in small strip malls. Also what is with the vacant building that formerly housed family restaurant that is on Loomis Road?
- Many streets/community areas on the east side of the city is unattractive - 27th-35th, and Layton-Grange
- Putting large business complex in field near freeway on Morgan Ave, off of Beloit Road - 104th St.
- Many areas on 27th St. are berry bad. Buildings are left vacant too long, i.e., Drug Emporium, Kohl's, old location of Meyers Restaurant. Very shabby and filled in with yet another auto-related business. Also, too many properties are eyesores. It appears nothing is ever done to improve them. South 39th - property maintenance appears to be run out of the home - across the street, the house with all the Corvettes just sitting there, the 1st house on the east side of S. 36th St. has always been an eyesore with all the junk on the side of the house. On Edgerton and 37th - the house with the old school bus.
- The Purple house on 43rd and Howard
- Area of 43rd St west to Forest Home on Morgan Ave
- 27th west from Morgan to 35th
- 27th and Grange - west side of street to Edgerton is a huge eye-sore
- 35th St- Edgerton to Cold Spring looks "white trashy", lots of empty store fronts 27th St-894 to College
- Forest Home Ave
- Greenfield High School

- 43rd- 51st and Morgan suck. 46th to 48th south of St. Francis - lack of pride in ownership
- I can't think of any at the moment. I suppose every city has a poor district.
- 35th St, north of Loomis - road condition is horrible
- Loomis between Cold Spring and 894
- 27th St from Layton to College is deplorable
- Forest Home Ave. from 60th and 43rd. Vacant land, run down properties. Example George Webbs, where Sprios Ice Cream used to be. There is a auto shop on 48th and Forest Home. They don't tend to the landscaping, concrete is broken. Also the purple home on 43rd and Howard is an embarrassment!
- W Morgan, 43rd to Forest Home; Spring Mall; Willows Golf/Allied Pools, Wal-Mart-Mark, Cold Spring Rd-84th to 124th; Layton, 27th to Loomis
- Loomis Road, from Grange to Layton
- Library is well run, but too small. Excessive strip mall developed on 76th St.
- 43rd St
- Intersection of 43rd and Layton
- Spring Mall/old Greenfield fashion center, Southridge
- Areas along 27th Street
- 51st St. between Morgan Ave and Layton Ave
- 27th St, Forest Home, Howard from 43rd to Forest Home
- Badly paved 43rd and 35th Streets between Layton and Edgerton
- I think the Alverno area is quite nice
- Loomis and Layton intersection; we need restaurants, coffee houses, bookshops, grocery stores, NOT liquor stores, cigar shops, cowboy boot stores!
- Business area on eastern edge of 27th St, portions of Layton don't care for poor maintenance on city property (overgrown grass, weeds, grass ripped up...), portions of 76th, near Southridge
- Hwy 100, N of Layton! Forest Home Ave - east end.

- South Milwaukee near the Wal-Mart on Oklahoma or area surrounding the Domes
- The huge gas station on Loomis and Layton is far too big for that intersection. Although it is nicely maintained, the building is a monstrosity. Please don't allow the gas station across the street to build that big
- 27th Street - too crowded
- Yes, Forest Home, 43rd to 76th
- Trick question - don't know where to start, but cheap car lots on s. 27th attract (unmentionables)
- 51st Street from Layton to Cold Spring - street/roadway looks very unattractive, especially one house near 894 overpass with lots of cars and junk in yard.
- 35th Street ruins your car
- West Allis, Mitchell Street, West Milwaukee (too much fast food, huge stores, etc)
- Median on Hwy 100 (Dead trees)
- We have unplanned sprawl with no clearly define attractive or unattractive areas.
- 51st street between Layton and Cold Spring older section of meadows of Greenfield.
- Vacant lots (spiros on Forest Home).
- Wal-Mart, 27th St., 76th St., Spring Mall
- Streets - 27th, Hwy 100, and Forest Home Ave, especially at Cold Spring. Building - senior apartments next to freeway entrance @ half interchange (Lexington Village), Senior Apts @ Layton and 92nd (Layton Terrace) - most strip malls are absolutely ugly (no thought to attractive design). Neighborhood - north of Cold Spring/east of 92nd - buildings, business areas and streets are the worst areas.
- Purple house on 43rd and Howard - corner property that's a disgrace.
- East end of city - Morgan and Howard, 27th to 43rd St. Poor Streets and poor property maintenances.
- Apartment east of Jansen Park, between Layton Avenue and Edgerton.
- Morgan Avenue, 43rd Street to 45th Street, especially the north side. Howard Avenue - 35th Street to 43rd Street, especially the north side.
- Forest Home Avenue, between 43rd Street and 84th Street
- Boulevards on Layton Avenue - poorly maintained, grass cut too late, left lying like hay! Clogs drains, looks horrible!

21. Are there any streets, sidewalks, or intersections in the City of Greenfield that you feel are unsafe or in need of improvement? If so, which ones and why do you feel they are unsafe?

- No
- STH 100 by Wal-mart
- This is a heavy traffic area between 84th and Cold Spring and Hwy 100 and Cold Spring which need sidewalks and maybe a roundabout at 84th Street intersection.
- South 35th from Layton to Edgerton falling apart.
- Cold Spring Road - With the addition of Kulwicki Park, there is a large amount of foot and bicycle traffic on too narrow a road. Additionally, cars well exceed the 25 mph speed limit.
- Hwy 100 and Beloit (high speed)
- The "Islands" on the major streets are in need of maintenance. Trying to cross 84th and Forest Home Avenue is dangerous and difficult while walking.
- None
- Cold Spring Rd and 84th need stop light. Cars move too fast from 76th - 84th on Cold Spring.
- Cold Spring at 108th needs off street parking or a wider road for parking, during baseball games.
- It is pretty impossible for older pedestrians to cross Loomis Road safely - there are no walk signs at major intersections.
- Reschedule lights at 76th & Howard, Cold Spring and Forest Home & Cold Spring. Our town gets a bad rap through them.
- 30th & Holmes - cars whip thru Holmes

- Ave to avoid Layton & Edgerton - please put up a stop sign. Many small kids!
- 43rd St. - Layton - Loomis traffic comes from all directions.
 - See # 15 above.
 - None at this time.
 - Need more bike lanes.
 - 104th and Howard - lots of cars blow through the stop signs.
 - 84th and Forest Home. Many accidents occurred at this intersection.
 - Don't know
 - Layton and Loomis, 92nd and Forest Home
 - Median plantings on 76th Street cut visibility (Cold Spring to Grange).
 - Cold Spring need watering from 92nd - Hwy 100 it is a well used street to traffic.
 - U-turn on 76th St. and Layton Ave.
 - 76th Street between Howard Ave and Cold Spring.
 - 68th and Edgerton - 4 way stop sign - could use set of lights instead - currently dangerous especially for pedestrians.
 - New Layton Ave by 76 and 76 to Greendale mall can't see when turning with trees and bush there.
 - 76th and Allerton new landscaping to high
 - Cold Spring Rd from 92 St. to 124 St., 92 St. Howard Ave to Forest Home
 - S 46th St at Clayton Crest Ave has had a number of accidents due to poor visibility cause by the large evergreens planted to close to curb. Could overcome the problem by cutting off the bottom branches of the evergreens or a stop sign.
 - No
 - 76th near Best Buy is too congested (many auto accidents) Layton Forest Home and 894 traffic lights need to be properly coordinated.
 - No
 - South 27th and West Layton, too crowded. Hwy 100, too crowded.
 - S. 99th, cracks, ruts, poor drainage
 - Some intersections need stop and go lights (84th and Cold Spring)
 - No opinion
 - 60 and Layton can't safely get into Kopps Custard.
 - Need to improve and repair Layton Ave. between 27th and Loomis Rd.
 - Maybe around Konkel for our kids that cross south to the park.
 - More lighting needed by Loomis Rd off ramp at 894.
 - Need street lights on S 110 St., between Layton Ave and Armour.
 - 76th and Barnard, both sides of this intersection have limited sight because of signage (eastside) or trees (westside), Hwy 100 and Layton - the no turn on red is never enforced (N.E. corner).
 - No sidewalk is a safety issue for pedestrians on road shoulder, cars driving 40+ mph.
 - The intersection of Cold Spring and Beloit Road.
 - Cold Spring and Beloit
 - 76th - Layton, Forest Home - Oklahoma, and Hwy 100 - Beloit
 - no
 - Intersection of Beloit Rd and Cold Spring (near 122nd St.). People topped at Cold Spring don't seem to realize that the people on Beloit Rd don't have to stop.
 - 43rd Street multiple pot holes in many streets.
 - What do the accident statistics tell you? Where are most of the accidents occurring?
 - More enforcement at stop signs at 68 and Bottsford and 68th and Cold Spring. Speed enforcement on Bottsford despite new stop sign.
 - More sidewalks even on one side of the street like Greendale. More people seem to like to walk.
 - Yes - lights are needed at the intersection of 68th and Cold Spring as well as 74th and Layton. No sidewalks on Cold Spring Rd from 51st to Forest Home - very unsafe if walking.
 - More street lights throughout the city.
 - Beloit bike path crossing Highway 100 bike path crossing
 - Cold Spring and W.F.H to short green

- light on Cold Spring.
- Beloit road - crossing the I-894 ramps on the south side
 - From F.H.A east bound to 76th northbound - poor visibility - no controls
 - Need side walks from Walgreen's at Loomis/Layton to Edgerton/Loomis for availability. Elderly walk this for their prescriptions "dangerous no sidewalks"
 - Layton between 27th and Loomis. 51st Street from Morgan to Layton. Why are they unsafe? Take a walk on Layton or ride a bike, you'll see.
 - The uncontrolled intersections between 35th and 32nd and Morgan to Howard are dangerous.
 - 60th, Layton, 76th, and Layton and Layton to Forest Home
 - Need improvements along S. 27th St.
 - Places with traffic lights - too short green for people to get across
 - S Edgerton S 27th to Loomis Rd. Too narrow - no sidewalk for pedestrians.
 - Edgerton Ave lack of sidewalks
 - S 45th Street Grange Ave
 - 35th Street, intersection of Edgerton and 35th Street
 - 76th and Cold Spring
 - 60th and Grange, 43rd and Layton going north to Loomis/freeway/43rd south, 51st and Grange
 - 27th and Bottsfor, 76th and Layton
 - Loomis Road by South point nursing home needs a left turn median. Too dangerous, sidewalks also needed on Loomis, a lot of new businesses going up make sidewalks lead to Konkel Park.
 - 51st - Morgan to Layton
 - 76th and Layton
 - 35th between Loomis and Edgerton
 - 35th Street and W College Ave needs a stop sign on W College Ave during rush hours.
 - Length of traffic signal for traffic on Cold Spring rd at forest home
 - Not that I am aware of
 - 35th and Layton
 - Street along 43rd St. between Grange and Layton needs work
 - Loomis Road off ramp, crosswalks at Loomis and Layton
 - Edgerton 27th to Loomis St, Sidewalks on Grange, Cold Spring west of 92nd
 - Edgerton Ave between 27th and Loomis
 - 76th Street, between Cold Spring and Edgerton - poorly designed and regulated, should be wider
 - Intersections off of 27th St
 - 46th and Clayton Crest - no control - large evergreens growing
 - 35th, in front of Greenfield Junior High - very dangerous for kids riding or walking
 - Again, 51st St from Cold Spring to Layton, cars parked in yards looks trashy and provides several blind spots when walking or driving. Layton Ave is too dark near 27th.
 - 57th and Layton - Mount Carmel Parking, you should have street lights by the entrance of Mount Carmel
 - Hwy 100 and Beloit Rd - lots of accidents
 - Intersection of Layton and 124th - unsafe, needs stoplights or other means of managing large amount of traffic.
 - Layton Ave
 - Layton and Loomis intersection, no sidewalks on Layton between 27th and Loomis, no sidewalks around middle school (35th)
 - 35th St between Layton and Edgerton
 - 68th and Edgerton, people driving Edgerton speed and don not stop or do rolling stops
 - Sidewalk north side of Layton Ave between 51st and 60th (spots)
 - 51st from Morgan south to Layton
 - The area near Best Buy has way too much traffic and congestion. It's almost impossible to get out of Best Buy and turn left
 - Grange and Loomis
 - 60th and Grange needs lights
 - Cold Spring and Forest Home is not a safe crossing area for pedestrians. Drivers will turn without watching for pedestrians
 - Cold Spring, mainly from 92nd to Hwy 100
 - Loomis Ave and Edgerton Ave - very

difficult and unsafe for pedestrians to cross

- I feel unsafe on the 27th St. stretch
- Hwy 100 and National, Beloit, and Howard
- Many people walk along Cold Spring Rd where there are no sidewalk, which is very unsafe since many cars speed along Cold Spring (92nd-107th streets)
- Morgan Ave between 104 E. to freeway, water stands constantly in Holes in Road!
- Highway 100 and Edgerton
- Howard Ave
- 27th St.: crime is always being reported there. Also Southside is declining in my opinion; needs to be revitalized quickly before it goes the North side route.
- 27th and College intersection is a huge accident intersection; timing of walk lights on 27th street needs to accommodate seniors who move more slowly
- 76th and Cold Spring - need turn-only lanes!
- Hwy 100 - too much cruising and street racing
- 35th St - Layton to Edgerton needs resurfacing, it's not unsafe but not well maintained
- 76th Street-Cold Spring to Beloit (uneven, potholes)
- 68th and Grange could use stoplights, instead of being a 4 way stop - too much traffic to be a 4 way stop.
- Grange Ave. between So. 27th and So. 51st Street - carries more traffic than the 25 MPH speed limit can reasonably handle. Suggest considering a more efficient speed limit.
- Yes, need more sidewalks!
- 45th St. north of Howard by cemetery turns into another street - pavement awful. Morgan Ave.
- Yes, our street on 31st St. We have a lot of heavy traffic at times, and it's hard to take a walk on the road
- 35th St, north of Loomis-horrible road conditions
- Forest Home and Grange
- Hwy 100 and Layton. There is a sigh

going west that says no turn or red, but to no avail. Everyone turns anyway.

- Walking on sidewalks is uncomfortable due to the wild drivers speeding, especially in curb lanes
- 108th and Layton - no law enforcement of signals. Layton, 27th to Loomis - dumpy, no lights, not equal to rest of Layton Ave. Cold Spring 84 to 124 - ancient, not up to standards
- Intersection of Forest Home and Cold Spring needs a turning arrow. The one at 60th and Layton needs to be on during the rush hours
- Intersection of 43rd and Layton
- 51st St from Layton-Howard (no shoulder or sidewalk), Konkel Parkway walk to 51st St. should be lit all night, Edgerton from Loomis to 27th St (no shoulder or sidewalk)
- Roads in Whitnall Park (probably in Greendale)
- 51st St. between Morgan Ave and Layton Ave - too narrow, no shoulders for peds on bikes
- 35th St, Edgerton Ave
- 27th St. and Forest Home feels unsafe due to loitering, youth, and underprivileged individuals
- Everything is ok
- Intersection at Loomis and Edgerton - need lane definitions repainted, badly paved 43rd and 35th streets between Layton and Edgerton
- Make Cold Spring Road west of 92nd Street. bicycle friendly.
- Many streets are unsafe as pedestrian walkways. It seems that the city grew faster than the infrastructure; busy streets are narrow and there is no room for walkers, joggers, bikes - e.g., 43rd street from Layton St.
- Most! Cold Spring is impossible to walk or ride a bike west of 92nd St. I have a park in my neighborhood and I can't get there.
- None
- 76th and Layton is very busy - too crowded around Best Buy area with people running across the street and

- accidents. The hill is overcrowded and always backed up when Christmas shopping is in full swing.
- Our neighborhood, but they are working on them
 - S 35th Layton to Edgerton (middle school traffic), s. 27th should have no traffic in curb lane - can't turn south from any East-West street
 - 51st Street from Layton to Cold Spring.
 - 35th St. -Edgerton to Loomis
 - Forest Home has turned into a speedway - needs more police patrolling. Am not pleased with the recent police calls to Joey's Mob Scene either
 - 124th between Beloit and Grange Ave.
 - No
 - Intersection of Layton and Loomis.
 - None come to mind; but every pot hole should be properly fixed.
 - Hwy 100 and Beloit Road. Hwy 100 and Layton Ave. Too many red light runners.
 - Too numerous to list all - north of 51st and Morgan, west of 92nd/south of Layton, east of 43rd/north of Grange, north of Beloit/west of 116th, Cold Spring/west of 92nd (needs attached bike/ped lane, etc.).
 - Morgan Ave 43rd St west heavy traffic auto and pedestrian.
 - 51 and Layton entrance to Konkel Park needs a stop light.
 - Morgan Avenue, between 43rd Street and Forest Home - it's like driving on a "bumpy" country road.
 - 60th Street - too many potholes. Forest Home Avenue

22. In your opinion, does the City of Greenfield have an adequate sidewalk system? If you answer "no", please identify specific areas that you think need additional sidewalks.

70.7% Yes 29.3% No, then where are sidewalks needed? _____

Places where sidewalks are needed:

- Full length school streets
- From 84th and Cold Spring to Hwy 100 and Cold Spring Road.
- Cold Spring (92nd - 108th), 92nd St., Layton
- By the park-n-ride on Loomis.
- Edgerton Ave 27th - Loomis
- Both sides of Cold Spring.
- One side of Edgerton Ave.
- Subdivisions on one side.
- All streets
- 114-113-112
- Overall sidewalk system is not there - left to residents - not one
- Cold Spring, 84 to 124 & 92, Howard to Forest Home
- Grange - Edgerton - Layton
- Edgerton Ave - Loomis Rd to S. 27th
- 43rd and Cold Spring
- In Greenfield.
- Same as above
- Cold Spring Road between 92nd Street and 108th Street.
- 92nd St. between Howard and Layton. Cars drive fast, this is a safety issue.
- Grange Ave.
- Cold Spring Road and Layton Ave (see #20 and #21)
- continue from #21 - Also from 44th of Layton to 27 Layton. Bus passengers a cross street to shop at Kmart and Target.
- All major streets Howard, Layton, Morgan, 60th, 84th, 43rd, Loomis, etc.
- Grange Ave 27th to 51st Edgerton 27th to Loomis
- Cold Spring to 60th, Maple Grove
- residential areas, 43rd College to Layton
- Loomis Road
- Along Edgerton and Layton
- on all main streets
- Street along 43rd St. between Grange and Layton
- Major streets at least one side
- Residential

- 51st St. above, 35th, Loomis Rd
- Layton Ave west of 27th
- Layton between 27th and Loomis, around middle school
- Wherever needed to stop bussing for the schools
- Cold Spring Road
- from 92nd and Cold Spring to Highway 100
- Cold Spring Road
- Where there aren't any
- Beloit Road after Hwy 100
- Greenfield is a city, and as such it should have sidewalks on all streets
- 43rd St
- Cold Spring Road
- It would be nice to have at least one side of a street, would have sidewalks in all residential areas.
- I prefer no sidewalks
- Along Edgerton
- 43rd St, 31st St.
- Neighborhoods near schools!
- Everywhere, especially residential areas
- Some on 31st and nearby areas
- in all residential areas
- No, keep it rural
- Along main through streets, too many places have gaps between walks
- 51st, Loomis, 43rd, Edgerton
- 1/2 mile around all schools
- 43rd St, Barnard, Edgerton
- Foxwood Crossing subdivision
- All main streets
- 31st and Grange - no sidewalk, lots of children and people who walk/ride bikes
- Morgan Ave, 43rd to Forest Home
- 35th - Cold Spring

PART 3: GROWTH AND DEVELOPMENT ISSUES

23. Which of the following statements best reflects your future vision for the City of Greenfield?

- 31.2% Greenfield should be a full-service City where nearly all work, shopping, service, housing, health care, and educational needs can be met.
- 44.3% Greenfield should be a fairly diverse community with some commercial, job, and housing opportunities.
- 4.7% Greenfield should focus on being a manufacturing-based community.
- 1.6% Greenfield should focus on being a retail-based community.
- 18.2% Greenfield should be a suburban “bedroom” community for Milwaukee; that is, a primarily residential community with few industries and limited commercial services.

24. What types of new housing would you like to see in the City in the future? (Check all that apply)

- | | | | |
|-------|-------------------------|------|---------------------------------|
| 65.7% | Single-family homes | 20% | Assisted living/congregate care |
| 9.3% | Duplexes | 1.7% | Manufactured homes |
| 22.8% | Townhouses/Condominiums | 1% | Mobile homes |
| 7.9% | Apartments | 6.2% | Other: _____ |
| 25.9% | Older adult housing | | |

Other types of new housing:

- | | |
|---|---|
| • None | homes to be added |
| • None, enough already! | • Animals have nowhere to go - put the housing we have now to better use. |
| • Reasonable sized, not large and wasteful to land use. | Too much building. |
| • Whatever the market place determines. | • None, we have enough |
| • No more houses! | • No more building |
| • No opinion | • Affordable housing |
| • High rise; about 6 levels | • We have enough housing. |
| • More park areas if more residential | • Side-by-side condos |

25. Which types of nonresidential development would you like to see in the City of Greenfield in the future? (You may choose more than one answer)

- 42.9% Neighborhood retail uses, such as small hardware store, convenience store, bakery, video store.
- 35.6% Specialty stores, such as art stores, gift shops, antique shops.
- 12.1% Service related uses, such as dry-cleaners and hair salons.
- 18.7% Supermarkets, department stores, and other large-scale commercial uses.
- 11.7% Hotels, motels, and other highway commercial uses.
- 20% Industrial development.
- 29.4% Office development.
- 26.6% Entertainment.
- 12.8% None.

26. Which of the following design standards for future nonresidential buildings (commercial/retail and light industrial) do you support? (Please check all that apply)

	Support	Do Not Support	No Opinion
Improved architectural design standards for new buildings	72.9%	9%	18%
Maximum building size limits	59.3%	17.1%	23.6%
Building material requirements (brick, block, cedar, etc.)	62.1%	13%	24.9%
Landscaping requirements	77.7%	10.6%	11.7%
Signage limitations	69.6%	9.3%	21%
Lighting limitations	68.3%	10.7%	21%
Payment for off-site impacts (e.g., roads or sewers)	64.5%	11.6%	23.9%

27. Which of the following design features for residential neighborhoods do you support for the City? (Check all of the design features that you support)

35.6%	Sidewalks	22.1%	On-street bicycle lanes
62.9%	Street trees	7.6%	Narrower streets
34.9%	Decorative street lighting	2.7%	Alleys
52.9%	Neighborhood parks	30.7%	Architectural standards for houses
42.2%	Neighborhood schools	28%	Shopping within walking distance
44.9%	Off-street bicycle/pedestrian paths	4.5%	Other _____

Other design features:

- Curb and Gutter (flat face curb)
- Not enough street lights and existing lights are too dim.
- Bus rest areas, I.e. benches
- Sewer and gutters
- Forest Home and Cold Spring
- full curbs and storm sewers
- Road repair
- No curbs, no sidewalks, tax freeze
- Transit friendly
- Bike road on Cold Spring Road west of s. 92nd Street
- Community centers for young adults/teens, so they don't have to "gather" at businesses

28. What street/roadway do you consider to be the "Main Street" of Greenfield?

- Layton Avenue (59)
- 76th Street (70)
- Cold Spring (3)
- Forest Home (6)
- Hwy 100 (9)
- 27th Street (3)
- 76th and Layton (24)
- None/there isn't one (12)
- 108th or Layton
- 27th and 76th St
- 27th and 76th Streets
- 27th and 76th Streets
- 27th, 76th and Layton Street - they all share with another city we really have on.
- 68th and 76th
- 76th between Cold Spring and Grange
- 76th St., Cold Spring to Edgerton
- 76th St., Layton Ave., 27th St.
- 76th St., Loomis Rd., and Forest Home
- 76th Street and Layton Ave
- 76th Street, especially near Layton (from Southridge to Forest Home)
- 76th, Forest Home, Cold Spring

- 76th, Layton, 27th, Forest Home
- Don't know, sorry. I know where city has is and live on 92nd near Cold Spring. As I've said previously, I unfortunately haven't had a chance to see much of the city.
- Edgerton and 43rd streets, 76th St
- Edgerton and 76th St.
- Grange and 27th, I use these the most
- Greenfield and National Aves
- Greenfield has no main street - Greenfield is too stretched out!
- Hwy 100, 76th St, 27th St.
- Hwy 100, Layton, 27th St. & Forest Home
- Hwy 100, Layton, Edgerton, 76th Street, 27th Street, 60th Street, 51st Street, Beloit, Forest Home, Loomis
- I have no idea - I've lived here 6 years and I'm still trying to find a "main street."
- In many ways Forest Home Ave primarily (from NE to SW; city hall, etc) but also Layton Ave.
- It is very hard to identify one "Main St" due to the chopped-up boundaries of our city. Grange is our "Main Street."
- It really doesn't seem to have one. It would be nice if it did, and if it had a little downtown area like Greendale.
- Layton & 108th
- Layton Ave & 76th Street
- Layton Ave (27th - 124th)
- Layton Ave between 51st and 60th
- Layton Ave, 27th - 84th St.
- Layton Ave, 27th to 124th
- Layton Ave, 76th St, Edgerton, 27th St
- Layton Ave, 76th St., 60th St.
- Layton Ave, Howard Ave
- Layton Ave./76th/27th
- Layton Avenue - don't understand why it hasn't been repaired - beautiful in our part of Layton, looks dump and unattractive.
- Layton Avenue E & W and 76th Street N & S
- Layton Avenue from 51st to 76th then north or 76th to city limits.
- Layton Avenue, from 27th Street to 84th Street
- Layton between Loomis and 60th
- Layton or Forest Home
- Layton should be, 76th sort of is - but it's just a shopping street it will be good when the library moves.
- Layton, Cold Spring, & Forest Home
- Layton, Highway 100
- Layton, portions of 76th
- Morgan Ave/Beloit Rd
- None really, the city has no identifiable center, closest would be Forest Home and Cold Spring because of city hall.
- Parts of Forest Home and 76th St.
- S 76th between Cold Spring and Grange.
- S 76th St, Forest Home Ave
- Several - esp. those listed in #33.
- South 27th St., Hwy 100, 76th St., Layton Ave. Cold Spring Rd.
- There is none - closest are Layton and South 76th
- There really isn't any. Layton Avenue seems to be the best connector now that it is 4 lanes.

29. To what extent do you agree with the following statement? "The City should require sustainable building/construction practices—characterized by reducing the impact on the natural environment through water conservation, energy efficiency, improvement of indoor air quality, and use of natural, plentiful or renewable construction materials—for new building construction and redevelopment areas in Greenfield."

31.8%	Strongly Agree	48.2%	Agree	15.3%	No Opinion	1.1%	Disagree	3.6%	Strongly Disagree
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30. As Wisconsin's 19th largest municipality (by population), how would you rate Greenfield's image/identity?

7.5% Excellent 41.8% Good 40.7% Fair 7.5% Poor 2.5% No Opinion

31. What would you suggest to improve the image/identity of Greenfield?

- A need to bring big name people to Greenfield for various events.
- A town square or a downtown area like Greendale
- Architecturally control housing and commercial buildings; offer high end restaurants and shopping; lower taxes.
- At Greenfield to be more upscale - will always be seen as inferior to Greendale.
- Attract higher end retail and entertainment. Improve building images. For example, Brookfield - the buildings are attractive, as well as signage.
- Basic map on signs entering Greenfield. Few people know where Greenfield begins and ends, vis-à-vis Milwaukee and other suburbs.
- Be a leader in water issues, build a high school, copy Greendale park system.
- Be a model of what a green suburb can be.
- beautification - streets, parks
- Beautification throughout the city, clean up neighborhoods
- Better decisions by City Hall and less politics involved.
- Better job opportunities
- Better or resurfaced roads
- Better planning and continuity in business areas
- Better PR emphasizing the good areas of the city
- Better roads
- Better roads (repave but do not widen) and a few sidewalks.
- Bring more upscale market choices here - have to go elsewhere for them. More community events like Greendale
- Build a new high school
- Build only single family homes in the future.
- Capitalize on our good qualities. The Rec Dept. does a great job with marketing, Worary (?) is a gem. Promote city as a family-oriented community that is green; and embraces blue collar and white collar families.
- Clean up properties. Be proactive with homeowners and particular with businesses. Can you imagine Brookfield putting up with some of the homes and businesses that we do?!!
- Consistent residential building codes and a visible effort to maintain reasonable taxes.
- Continuing the planning process
- Control taxes
- Create a little downtown area like Greendale (their Gazebo Park and Main St. area is a great place for holding community activities and creating a sense of "community" among the residents); expand the Greenfield library (allow enough space and meeting rooms so that story time can actually be held in the library instead of over at city hall).
- Create more diversity; it seems like Greenfield has no real image, it just seems like a wide spread area with houses and stores. No cute areas like Greendale's downtown.
- Curb & Gutters
- Decorated Main Streets - flags/flowers/natural and street signs
- Decrease property taxes
- Decrease school divide, create a sense of community pride, decrease divide on community organization s and new.
- Develop sense of community - uniqueness - right now we're Greendale's poor cousin.
- Develop/solicit more community events
- Dress up Forest Home with plantings, banners, etc.
- Edgerton Ave and Loomis a bad

- intersection - dangerous
- Eliminate gravel driveways, stricter ordinances/enforcement to upkeep property values.
 - Encourage owner - occupied home. A “village area” as in Greendale would be a plus for the city.
 - Enforce building codes, reduce the number of multi-family units (apartment buildings), taverns, etc.
 - Enforce property maintenance ordinances and building codes such as setbacks, fencing, and porches.
 - Exploit its diverse attractions (mixture of commercial, residential and recreational); preserve/beautify areas of natural beauty.
 - Family community
 - Find things to attract variety to Greenfield.
 - Fix G.F. High - getting to be an eye sore!
 - Fix roads and sidewalks put in
 - Fix the streets, add sidewalks/paths
 - Focus on “green” - more plant development like Greendale.
 - Force property owners especially apartment owners to clean up! Take a look at apartments between 43rd and 50th and Morgan
 - Get property owners (houses and apartments) to clean up, replace parking areas, do better landscaping.
 - Get rid of slum lords - require homeowners to keep property maintained. Better lighting.
 - Get rid of some of the rental properties. They normally draw in crime and problems
 - Get rid of the beatification committee
 - Get the word out more about the boundaries so people know Greenfield isn't just Hwy 100 or 27th St.
 - Give it an identity and a focal point. Where is downtown Greenfield?
 - Good gourmet - facilities
 - Have older home with gravel drives convert to asphalt/concrete within 5 years!
 - High school better equipped to host community functions (i.e. drama)
 - Higher end housing and new high school
 - Higher-end specialty stores and restaurants, less fast food restaurants
 - Hire Greenfield people for Greenfield jobs. More police control for the higher crime. Stop bussing and encourage people to move in Greenfield with children, not all retired.
 - House of Harley should be restrained in their outdoor activities. Loud bands, closing of streets, etc.
 - I think the City of Greenfield screwed up on what they spent on Layton Ave. west of Loomis Road
 - I would do something to hide the recycling plant from travelers on the freeway - Yikes!
 - Improve all overall look, make it stand out, Fix the roads
 - Improve congestion on busy streets - especially those in #33. Also, see #25.
 - Improve GHS
 - Improve housing standards, sidewalks to improve community/mobility
 - Improve roads, streets, cutting grass on sides
 - Improve streetscape. Trees, plantings, sidewalks.
 - Improve test performance in schools
 - Improve the educational offerings.
 - Improve the looks of main thru-streets, attract some type of new attraction like unique dining, dinner theater, or family fun place
 - Improve the roads - have never traveled such poor roads and all the taxes that are paid
 - Improve the schools so young families will want to move here.
 - Improve the Streets. More upscale shops. Better building regulations for new commercial property allow innovative signage and designs of buildings.
 - Improving fiscal responsibility, making smart and productive choices, priorities.
 - Industry and homes
 - It doesn't seem to have either (image/identity) - don't know what could be done

- It is ok the way it is
- Keep it clean! Reduce crime.
- Keep it Green. Also, continue to listen to your people and put agendas to a vote.
- Keep it simple
- Keep taxes from skyrocketing - better police security weed out the maintenance dept of not producing workers
- Keep taxes low - moderate
- Landscape beatification
- Like it more anonymous and quiet
- Look more like Greendale Village area
- Low taxes, nicer houses
- Lower property taxes
- Lower real estate and school taxes.
- Lower school taxes
- Lower taxes
- Lower taxes
- Lower taxes
- Lower taxes
- Lower taxes, reduce size of government
- Maintain excellent public services
- Maintain image of “small city” with progressive park and recreational opportunities – “Green Field.”
- Maintain/improve fiscal responsibility, lower property taxes
- Make it a city that people want to live in.
- Make it feel more like a community, but difficult with freeway running through.
- Make sure city is clean, well maintained and increase fight against crime.
- Make the roads a place you can drive without tearing up your auto and passengers!
- More attractive building and streets
- More community friendly
- More entertainment options, nice bars/clubs
- More expensive homes; more upscale businesses
- More green in “Greenfield” less pavement.
- More green spaces, more available history
- More historical landmarks - shows city longevity, clear boundary lines along border streets.
- More or larger arts and cultural places/activities/publicity
- More publicity
- More rules as to old stuff (like cars that are stored in yards) unkempt yards, houses paint, etc. Business in residential areas (keep separate).
- More trees/park-like setting in neighborhoods and keep existing parks clean.
- Must improve high school, more municipal funds oversight (excessive police coverage, Layton Ave. poorly done)
- Needs to be known for something
- New neighborhood streets with curb and gutter.
- New roads
- No commit at this time
- No curbs, no sidewalks, tax freeze
- None
- Nothing
- Nothing
- Nothing we love it here.
- Planned growth, parking rules
- Plant more trees and set aside wooded areas for parks.
- Promote more single family homes. Those families are usually more affluent; should rise from “blue collar” community.
- Proper marketing with focus on progress to attract young professionals
- Publicity/Marketing. I was not aware Greenfield existed until I'd been living in Milwaukee for a few years (originally from Fox Valley)
- Quaint neighborhoods with character, i.e., street lights, flowers on streets, specialty shopping.
- Quality development, hotel, motel to bring travel industry along interstate.
- Re-build high school complex.
- Reduce spending, cut taxes, shrink the size and scope of city services and city government.
- Renovate, beautify run-down areas of city, both buildings are roadways. There are many pockets of ugliness between good

- areas
 - Renovate 50s commercial construction (or older), “Green” up buildings and streets
 - Replace certain individuals on city council and Greenfield school board.
 - See question #15 (2, 3, 4, 6, and 8)
 - Specialty businesses, lower taxes
 - State of the art high school and field house
 - Strive for improved entertainment and dining venues. Try to attract more high tech/office development
 - Tell apart from Greendale
 - The city is very spread out (west to east) - we are on the west end and there's very little connection to the rest of the city. Some type of unifying community theme would be useful.
 - The commercial building and signs should be more upscale. Redo Greenfield High School!
- The taxes are very high - that discourages people from wanting to move here.
- This survey is a start to defining Greenfield - it seems lacking in vision - currently it does feel like a bedroom community.
- Trees, flowers, and festivals.
- We have to decide when, what we are
- We shouldn't improve the image of Greenfield. I love it in Greenfield. I think we need to keep it a secret.
- Work on plan to move us from dead last in Milwaukee Magazine poll - see numerous suggestions - we need to develop “an image” –“city for all” - example, and work out butts off in filling plan to fill that image.

32. How proactive should the City be in creating economic development opportunities?

- 29.5%** Very proactive. The City should aggressively partner with the private sector in redeveloping parts of the City.
- 56.3%** Somewhat proactive. The City should involve itself selectively in redevelopment and keep direct public investment to a minimum.
- 14.2%** Passive. Economic development in the City should be driven by the market and private land owners only.

33. If you checked ‘1’ or ‘2’ on the proceeding question, which areas of the community should be focused on?

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
27 th Street Corridor	45.2%	35.7%	10.1%	8.5%	0.5%
76 th Street Corridor	36.1%	42.3%	10.3%	9.8%	1.5%
Forest Home Corridor	30.2%	44.3%	15.1%	7.8%	2.6%
Highway 100 Corridor	29.8%	41%	15.4%	10.6%	3.2%
Layton Avenue Corridor	40.2%	40.2%	10.1%	9.5%	0%
Loomis Avenue Corridor	34.2%	35.8%	18.7%	9.1%	2.1%
Other: _____	35.3%	17.6%	47.1%	0%	0%

34. How actively should the City engage surrounding communities on topics of mutual concern?

- 59.3%** Very active.
- 38.1%** Somewhat active.
- 2.6%** Communities should not go out of their way to cooperate.

35. If you checked '1' or '2' on the proceeding question, what topics would you suggest be explored further with surrounding communities?

- Aesthetics of the streets where the communities meet.
- All that are appropriate and that can benefit or be improved by efficiencies of scale
- Anything that benefits in a fiscal manner and that provides opportunities for the residents.
- Attracting families, supporting employment
- Bordering streets should be developed similarly on both sides of the street
- Brining in say, a research technology park or parks.
- Building and improving the roads for business traffic and all residents and commuters.
- Building standards
- Busing
- City of Milwaukee should not have combined services, raw dumping into lake is terrible.
- Combine public services for lower taxes
- Combine services to save money.
- Combing services to save money.
- Combining services to reduce tax burden. Partnering with redevelopment as with Greendale on 76th/Layton.
- Combining services with Hales Corners, Greendale - such as fire department and Health Department.
- Combining some services to ease the budget.
- Commercial and industrial development. Street maintenance, housing standards, fire and police protection, health services
- Community activities - like Greendale
- Conservation
- Consistency with roads, sidewalks, & streetscapes.
- Consolidate fire and police protection.
- Consolidation of educational facilities, school districts, and municipal services
- Continue to work with Greendale on keeping the stores of Southridge filled. Police work.
- Contracting garbage pickup and snow plowing. Maybe shared 911 services with Greendale
- Co-programs with the Milwaukee Public Museum. Get curators to speak at Greenfield events. Butterflies etc. Have our own museum.
- Corridors abutting Greenfield
- Crime
- Crime prevention - (crime) seems to be on the rise, what we can do to prevent or lower the crime rate.
- Crime trends
- Crime, business, working together to better life in all the communities.
- Crime, development, mergers/sharing public services
- Crime, employment, education, clean water, traffic flow, and energy supplies.
- Crime, employment, taxes, and safety issues.
- Crime, maintain property values
- Crime, sexual predators
- Crime, too many condos/apartment - not enough houses.
- Crime-fighting
- Development, neighborhood stabilization improvement, traffic, safety, crime, green space, transportation
- Discuss for budgetary concerns but maintain autonomy.
- economic development
- Economies of all municipal services that could be shared.
- Education standards, employment opportunities, community cohesion.
- Educational programs and entertainment

- Enhancement of existing street corridors such as 27th street and 76th street
- Environmental issues.
- Find areas that are not working and redevelop them.
- Fire - Police - Medical (Ambulance)
- Fire , police, businesses
- Fire and EMT services
- Fire and police
- Fire and Police protection
- Fire and police protection.
- Fire and police services
- Fire and police services, combine library services.
- Fire and police; library; share some school programs in music and athletics.
- Fire departments, share libraries, share road construction for bordered roads, combining Whitnall and Greenfield school districts.
- Fire dept, Police dept, and Schools. How many high schools need a 5 million dollar swimming pool?
- Fire, police, DPW services
- Fire/police, safety, such as disaster planning
- Fire-Police-Water-Library
- Forest Home Ave, 43rd to 76th St. is very depressing. The street is in dire need of trees ("Forest Home"/and some buildings, such as the prin discount liquor building are disgusting)
- Have joint farmers markets, bring family supporting jobs.
- Health department
- Help with police and fire departments (combine).
- I think we can work better with Greendale on issues around the Southridge/Loomis Road area
- Improve looks of commercial areas and improve traffic flow.
- Improved transit programs, park maintenance, trail development
- Infrastructure (sewers/water, etc.) & crime.
- Infrastructure, social services, and senior care.
- Intercommunity bike path
- Joint bicycle trails, sharing services, i.e., park maintenance
- Joint Community Center
- Joint planning for business and residential development - discuss how roads and areas are to be used and improvements funded - how areas are to be maintained and what is vision for area 20 years - traffic, types of use, etc...
- Joint stormwater handling - connecting communities by walking bike options - shared green spaces.
- Keep the lines open - Don't let other communities expand too much and fast like the suburb feeling.
- Keep track of sex offenders and criminals or prior offenders.
- Keeping utility prices down.
- Law enforcement, traffic problems
- Library coordination.
- Library services, road repairs, mass transit options
- Library, boulevard maintenance, attraction of commercial businesses.
- library, fire and police protection with Hales Corners
- Metered fire protection and police services.
- Milwaukee
- More humane/better care for stray and abandoned animals.
- Mutually beneficial needs - possibly road repair, snow removal, garbage collection, bulk purchasing, landscaping or?
- Neighborhood diversity
- No curbs, no sidewalks, tax freeze
- None
- Ones of mutual interest
- Overall look, look to Greendale, Franklin.
- Perhaps of more into water; street - some of our streets abutting us don't look so good; bus transit.
- Police and fire/EMS

- Police protection
- Police, fire
- Police, fire, etc.
- Projects that work, i.e. - park designs, school community involvement, landscaping ideas, community involvement projects.
- Public health, welfare, and safety; joint services with neighboring communities
- Public services - fire/police/DPW/health
- Recreation, commercial development.
- Recreational opportunities, school systems
- Reduce spending and cut taxes.
- Reducing crime. Find out how West Allis maintains their boulevards.
- Reducing crimes
- Residential construction
- Road improvements
- Road improvements/enhancements projects on Loomis Rd. S. 27th
- Road maintenance/construction
- Safety
- Schools, housing commercial development
- Schools, streets
- See #31 - more connecting bike and walking pathways (like in Greendale)
- Services - police, fire, library, health, environmental
- Shared fire services with Greendale
- Shared road improvements - Honey Creek, Root River, and Wildcat Creek
- Shared services
- Shared services
- Shared services - fire, police, etc.
- Shared services and schools
- Shared services: police, fire, ambulance, waste management, libraries, recreation
- Sharing facilities (for a fee if necessary).
- Sharing in fire, police, health services.
- Sharing municipal services, I.e. fire, police, ambulance, and absolutely garbage and yard waste removal.
- Sharing of services
- Sharing park facilities
- Sharing services, reducing crime
- Southridge Area redevelopment/27th St. corridor, possibly a Southridge "town center."
- Start sharing resources to lower taxes. Start to downsize government
- Strategic crime prevention
- Street maintenance - street lighting - crime prevention
- Street maintenance and beautification, occupation of vacant real estate and commercial development.
- Theft and break ins in expanding into our area
- They should pay their fair share or street repair and maintenance.
- Traffic control
- Traffic flow
- Traffic flow, Southridge - with Greendale
- Traffic management, crime prevention
- Traffic on 75th St. and connector streets to 76th Shopping area. General improvement of 43rd St/Oklahoma Ave/Forest Home Ave.
- Traffic, positive and attractive image
- Trash/recycling, snow removal, library services.
- Watch for Hwy 100, Speeders, too many kids at night
- Water and sewer issues, transportation
- Water usage, cost and quality; fighting crime; emergency services
- West Allis and South Milwaukee and other northern areas adjacent to Greenfield in improving their "look."
- Work with Greendale/specialty shops
- Working together to decrease the unemployment rate.
- Zoning practices, allowances, and exactly how our property taxes are spent.

36. There is an existing WE Energies power transmission line that crosses the City from 27th Street to Highway 100. This transmission line right-of-way presents an opportunity for an east-west trail through the City. What is your opinion on this?

- 50.5%** I do encourage the City to assist in the development and construction of a recreational trail in the WE Energies right-of-way.
- 23.7%** I do not encourage the City to assist in the development and construction of a recreational trail in the WE Energies right-of-way.
- 25.8%** I do not have an opinion on this issue.

37. The Root River and adjacent parkway defines community character on the west side of Greenfield. Of the following actions listed, which do you think the City should undertake to ensure the Root River continues to be a feature/asset to the community (check all that apply):

- 29.9%** Actively pursue management and rehabilitation of the natural features of the Root River and the adjacent parkway.
- 28.7%** Actively pursue the development of additional improvements (recreational trails, interpretive areas, play areas, picnic areas, parking areas, etc.) along the Root River parkway.
- 41.4%** None of the above. I do not believe the City should engage in any additional efforts, and the County should be responsible for all management and improvements.

38. Honey Creek—which much of the City east of 76th Street drains into—can help define community character on the City's east side. Of the following actions listed, which do you think the City should undertake to keep Honey Creek clean and to beautify the adjacent areas (check all that apply):

- 14.6%** Acquire more creek-front property for parkland, including the construction of a pedestrian/bicycle trail.
- 58.4%** Cooperate with the Milwaukee Metropolitan Sewerage District to return the Honey Creek to a natural-appearing feature, and assist with flood management.
- 27%** None of the above. I do not believe the City should engage in any additional efforts.

39. Please feel free to write any additional comments you may have regarding your impressions of the City of Greenfield as it currently exists and/or how you would like to see the community develop in the future.

- #36 recreation trails shouldn't be developed in lieu of bike/pedestrian safety on our roadways. How about a dirt or grass path.
- 1) The city attracts low income shoppers - upper income shoppers have to go elsewhere. 2. The city is so spread out it does not have a cohesive identity. 3. Commercial development is destroying too much green space. Buildings are too close together. 4. On the surface, Franklin seems to be doing a better job.
- 35th St. between Layton & Edgerton has been in need of serious repairs for 16 yrs. Make sure there is adequate lighting & patrols of the parks. The middle school and Barnard Park have cars entering & leaving the lots at all hours of the night.
- 35th Street - Edgerton to Loomis Rd. needs to be widened to size as over expressway - and surfaced all the way to Loomis. We were told this would happen when Milwaukee re-designed Loomis ext - how many year do we have to wait!!!
- A vibrant community needs to be attractive to young families. I think the addition of sidewalks to many existing and new neighborhoods could aid greatly in bringing more families to the community. I have lived in Milwaukee all my life until the past year and a half, when we moved to Greenfield with our young adult children. Honestly, I could have never raised my kids here in this neighborhood without sidewalks. A lack of walking paths for myself as an adult is

also a concern. More often than I care to, I drive to Franklin's Oak Leaf trail. Our community should require a car to reach recreational area.

- Activation of historical committee. Better community newspaper - less advertising more local news. Maintain roads.
- Although I think a few sidewalks on one side of a street would improve safety, I would not like to see several sidewalks added. Greenfield should keep its country charm.
- Arbor Day plant a tree activities instead of requesting the complete last of a tree to be planted in x spot - why not suggest that residents donate smaller sums for tree planting in recommended areas as a pooled effort? Some families might be more willing to donate but can't afford the cost of an entire tree. It is surprising that the library must use funds for a new facility (remodeled police department building) but other entities expansion or renovations are completely limited items. Putting a dollar a week in the library's plastic box donation is not going to gather the necessary funds needed for this expansion of perhaps the most utilized service the city has to offer.
- As a single elder that still drives, my views are somewhat limited regarding quite a few of the questions especially regarding economic development. What does concern me is keeping as much green space and waterways for future generations.
- As you can tell I strongly believe that improving the roads will greatly help this city. This one action will not only keep business, but draw more to us. And by reconstructing neighborhood streets, will increase property values and tax base. By the way, my road was scheduled for improvement according to the then "Master Plan" in 1995, I'm still waiting!!!
- Be aware that Greenfield's competition for image is Greendale and Hales Corners
- Be pet friendly (I'm a dog owner) but require and expect responsible pet ownership, e.g. lease and pickup laws, encourage obedience training, and

provide or direct to info sources such as humane society, dog clubs, etc. To the extent possible, maintain suburban nature of community (e.g. trees, green space, "rural"), do not pursue commercial growth for the sake of growth, make this a community where people want to live, shop, and relax. Focus on quality retail space to attract money into the community. Don't follow Southridge model of declining attractiveness (it's not the Southridge of the 70s anymore)

- Better bus service
- Change retirement for city employees at age 62. Share fire stations, police departments to cut city expenses. Make mayor and other positions part-time and no insurance benefits.
- Clean up the MESS under all the freeway area passes. Stop folks from running auto repair shops, etc. in housing areas. Deal with the feral cat population and dine people whose dog dodo is not picked up.
- Conventional thought is that suburbs are the root of all environmental problems. I think this is wrong and I think that a community willing to lead the way to a greater future can do so prosperously. Mayor Neitzke has pledged to meet Kyoto standards, and that's a good start. Alternative energy will be big in coming years, and we should encourage companies on the leading edge to locate here. We have beautiful rivers and green spaces, and we should take steps to protect them. Our motto is "pledged to progress" and we should work together for a green future for Greenfield!
- Credit must be given to city government for maintaining the tax levy, and not recently increasing property taxes as the appraised values of these properties has increased. This must be maintained, and taxes reduced.
- Do not have special assessments for roads/sidewalks etc. because they are used by everyone and should be paid for by everyone.
- Do something about traffic flow near Best Buy.
- Enhancing and maintaining all remaining

wooded areas of Greenfield for health, education, and enjoyment of future generations.

- Greenfield is a great place to live. We could create good jobs by having the city provide services like garbage collection. Do not privatize services as they become more costly in the long run!
- Greenfield is a nice community - however there appears that the maintenance dept (streets ditches etc.) are being maintained for people who cats to the political structure - It takes a supervisor to get anything done by these people. The police dept does not offer police protection to the neighborhood - they seem to concentrate on 27th or 76th mostly traffic. Not enough of protection - they respond after a crime is committed, anybody can do that.
- Greenfield is a nice place to live, taxes are high (as they are all over WI). What concerns me is the lack of maintenance for our existing features. For instance, the high school would not need all the money and work that it currently needs if we had been properly maintaining the building as an ongoing process.
- Greenfield is a very friendly community, good family-oriented city.
- Greenfield is a very nice place to live and work. But we seem to have no "Identity." We need something to draw people to the area. For the last decade or so, there hasn't been enough direction and leadership. We need a comprehensive plan for the future, with plenty of room for compromise to get the job done. One item I don't think was addressed enough was Greenfield School District. If the high school is not renovated or a new one built soon, the whole city will eventually feel the impact. Greenfield High School is a must to attract families and businesses.
- Greenfield is a wonderful place to live, with much to offer. Again, speed limits and curb lane driving must be monitored before a tragedy occurs.
- Greenfield is an attractive city in a great location.
- Greenfield looks like a mish-mash of

planning. Very inconsistent. Roads widen, then narrow again. Some have walkways, others not. Too many pockets of rundown areas between nice areas. Need one good industrial/office park. Need more single family homes - no more apartments or condominiums. Need major health care facility on far west side.

- Greenfield now is an old and tired community showing its age, its land-locked confinement, and poorly maintained side streets. Long range - city beautification and city revitalization strategic plan is long overdue. Let us build anew a city plan where we residents can help make it a city of pride once again. Will you publish the results? Will you let us know the value of this survey in helping to make positive changes?
- Health department - the rest in the city do not follow the standards in the state. 1) Employees (in kitchens) do not wear hair restraints (hats). Bathrooms dirty and smell. 2) Food temps. 3) Overall cleaning standards. We go to Hales Corners, West Allis, Milwaukee where the standards are higher. The city (mayor) look at 76th & Layton new center areas weeds and businesses that are dying and then look at 76th (Greendale) are Main Street. Need street cleaning.
- High taxes - need non-residential tax base, maintain wetlands and open spaces.
- I am 77 years old and would like to stay in my home but every year taxes are going up because land is getting priced higher. I think homes that we older people have lived in for many ears (as I have) with out a great deal of improvements should get a tax break. My taxes have increased \$2,000 in less than 5 years. My income is \$1,500 a month and my medical is \$500 a month. My house has been paid for since 1975 and at the rate the taxes are going up in a couple of years I will have to sell my house because I won't be able to afford it we need a grandfathers clause; we bought this house in 1960 and raised 5 children. We need a break! I can't afford a computer or cell phone!
- I am sorry I can't complete this because

- of my age (80).
- I am very concerned that we are a retirement community. No one wants their child to go to a school that is unsafe. We can't seem to get a yes vote for a new high school because of this. Better job opportunities with higher pay would encourage more families to live here. It would be nice if our fast food restaurants would have quality staff that actually cared how they served the food. WE go to Hales Corners or Franklin because of repeated poor quality, cold food.
 - I believe the elderly owned homes if aged should be held to a lower standard of tax standards as they are not as marketable as the newer construction especially if older then 50 or 60 yrs.
 - I don't mind paying my tax rate as long as there are quality public services - DPW- police-fire-rescue-health. If you start cutting these services, there will be no reason to keep living in this area.
 - I have been living in Greenfield for a couple of years not. I like it for the most part and think that it should remain a suburban bedroom like mentioned in #2 and 3. I feel that where I live now is overly commercialized and therefore I appreciated the parks.
 - I have written to the mayor on 3 occasions and have never received a reply, city hall should be responsible to its citizens.
 - I haven't lived here long enough to form an opinion on most issues.
 - I live near 27th and College and therefore have great access to the stores in Oak Creek, Greenfield, and Franklin. Southridge is also very close. If I had to rely on Greenfield alone, I wouldn't be as happy.
 - I love living in Greenfield. I love the small town feel combined with the big city conveniences of shopping and other activities. I can't stress this enough: KEEP IT SIMPLE, please.
 - I moved here many years ago with some trepidation and have grown to love the place. I am ecstatic that you have sent this out. Greenfield is a great city and should built on its strengths.
 - I thank Mayor Michael J. Neitzke for his forward progress with the City of Greenfield. A mayor who listens to the citizens and takes action. (Great Job Mayor Neitzke)
 - I think if you tried to make it more quaint with areas of unique shopping and coffee shops, like the City of Madison has and farmer markets on Saturdays, might be a good idea. I don't understand why Layton Avenue doesn't get improved. I absolutely hate the part between where it looks so unattractive with weeds - wood poles so no one runs into it - yet massive work was done on 76th Street. We could use flowers in the median strip and ornamental grasses.
 - I think it would be good to improve a walk or bike route on Cold Spring Road west of S. 92nd St. Don't destroy any of the foliage if possible, at least to Kulwicki Park, just a little room for cars when passing bike rides. Don't make a big deal of this, although, I think it would help matters like school busses, postal delivery, etc.
 - I think we have some very nice parks and schools, and I have notices various businesses improving their property image. I do not believe we need any more parks to maintain. I don't think we need more sidewalks as the new curbs, streets and lighting will still give this a "city in the country feel." I do believe police have to be visible to keep speeding and crime down. And, but of course, I don't wish my taxes to go any higher. I believe this questionnaire is very appropriate and encouraging. However, it remains to be seen.
 - I think we need to do something with the high school. It should include a pool. I toured it a few years ago and it was bad then, mold in the restroom I used.
 - I think you have wasted taxpayers' money on looking for a fire chief. I think the assistant chief would have done a fine job. He is more than qualified.
 - I truly believe we should develop measures to have a combined police, fire,

and garbage and trash services. We could save a lot of money. I also want to say that the Greenfield taxes are extreme! Perhaps in its “heyday” Greenfield supported this tax base—but unless we find more efficient ways to spend these tax dollars Greenfield will not be a desirable community for diverse, intelligent home owners to raise families or have businesses or homes!

- I wish Greenfield elected officials would rely on the expertise of their employees rather than the whims of the electorate when deciding what is good for the city. Longer lasting infrastructure rather than saving a couple dozen votes.
- I work with many younger families and the image of our high school is only worsening. Less about the streets and more about the school. Let's try again to approach this topic!
- I would like to encourage City Council and Mayor to be very conservative with finances and keep taxes down as a major priority. Regarding new police station/library, etc.- cut out all the extra “fat” and provide functional facilities without wasting taxpayer dollars on extra fluff, e.g. unnecessarily expensive light fixtures, furniture, carpeting/flooring, landscaping, etc.
- I would like to see Konkel Park become more of a “hub” for Greenfield make the park a year round place to enjoy. We need a “downtown” area to define the city. Greenfield is a great place to live and can continue to be with business added to the community.
- I would like to see efforts toward a higher socio-econ base of city families; we have some good high class areas (not only homes), but too many on lower level. I also think Greenfield is a great community in which to live.
- I would like to see greater emphasis on our schools and a return of Tech-Ed classes. Not everyone is going into computes and we lost a wonderful Tech-Ed program as computers took over. There are young people in need of training for blue collar jobs.
- I would love to have sidewalks on Beloit Road from Hwy 100 west to 124th Street, and on Cold Spring from 92nd Street west to 124th Street. This would allow much safer access to Kulwicki Park and the bike paths (for those who would like to get there without driving their cars). Walking to the park and the bike paths seems fairly risky, at present, with my two small children.
- I'd like to see Greenfield value its neighborhoods by refurbishing older ones; adding character to the areas that have housing in the \$300,000 - range. The garbage/recyclable pick up service is poor. When things fall out of the bins, the workers do not even bother to pick things up. There is broken glass in the streets after garbage/recyclable pickup.
- I'd like to see less major stores and apt bldgs. I see Greenfield with small stores and small rental properties. I really would enjoy seeing and using an E-W trail through the city. As a retired person, I use the Oak Leaf Trail daily and would enjoy another trail.
- I'm 88 years old - lived here since 1963 - Now I should answer all these questions, sorry I gave up!! Maybe I should not have been one of the 15th ones - to receive this!!!
- I'm unsure why the priority on getting a new high school (GHS) gets back burner. Understandably with 2 school districts some politics come into play, but a new decent building which meets student needs would mean an increase in prop. Values and is also (morally) the right thing to do. Our streets are no more valuable than our youth!
- Improve public transit access, which has gotten bad in recent years. Possible rapid transit (express busses/light rail). Redevelop Southridge/74/76th Street area as more town center concept. Avoid big box development.
- Install surveillance cameras at Spring Mall.
- It appears to me that tax payer money is not always used wisely. The 76th St. medians are an example. We planted tall

grasses which had to be removed since the person in charge of the plan did not think they would obscure the vision of cars turning; to me, that was a gross error. The new project that was completed on Layton from Hwy 100 to 124th included sod in the median. IT looks terrible, that does not enhance the impression of our city.

- It looks like we finally have city leadership that is interested in what its citizens have to say or think - instead of “groups” trying to convince city hall; this is what we want or don't want. You have something started with this survey - keep it up.
- It seems that when money is allotted for some special project, we have people in government who insist on spending every dime, when that may not be necessary. Please no more parks or over development of ones we have. We can't afford this. We are near retirement and seriously are considering all pros and cons of moving to a “tax-less” state. Let's face it - the Milwaukee area, as nice as it can be, has huge struggles concerning taxes, crime, and WSW, the MPS school system. Ugh!
- It would be nice if Greenfield had a city center comparable to the Village of Greendale, but with Forest Home Ave and Cold Spring Rd. slicing our existing city center like a pie, I doubt that would be possible.
- It would be nice if people could live and work here. WE Energies can well afford to develop a trail on their Right of Way. Re: Cold Spring/Forest Home intersection - there is going to be a terrible accident there someday. Rarely can more than 2 cars make a left and get through each light change, while east-bound traffic on Cold Springs speeds up to beat the light. Visibility is very poor for those turning left.
- It's a great city to raise a family, caring Police Department and ambulance service employees. Their grandchildren graduated from Greenfield High, excellent teachers.
- Keep city workers in line and when a

person calls for services no more run around with phone calls. Because we do pay taxes for the services and a city worker can be replace.

- Keep high density low income housing from being built. Inspect and enforce codes on such existing properties.
- Let the Greenfield school board know he have had enough of the “new high school referendum.” If the district couldn't maintain the current school, why build a new school? It appears to me that there was not a scheduled maintenance plan in place!
- Lower taxes and reduce size of govt. “government is not the solution to our problem; government is the problem” Ronald Reagan
- Make sure business property is put to use. Empty lots and buildings have the look of a “ghost town.” City of Greenfield should put less restrictions on residential development (porches, decks, pools, etc.) to improve quality of living and diversity (residential uniformity like those found in New Berlin have the look of a prison camp.
- Many roads in Greenfield are worse than rural roads. My street is in horrible shape in my opinion and Layton Ave looks like crap between 27th and Loomis. Stop the petty bickering with the county and fix it! Embrace unique architecture in both retail and commercial buildings and fix the high school! Everyone talks about the children being so important, well, if you believe it act on it.
- Milwaukee area residents usually don't know where Greenfield is, often confuses us with Greendale. We have a blue collar image. East side of city vs. west side. Community newspaper coverage is limited. Lack of sense of community, no community center.
- Need to develop sense of community with at sometime, developing a “city center” - city has had opportunities in the past - need to be more forward thinking - proactive, instead of reactive. Need to work with other municipalities and look to other cities (not just in Wisconsin) to

see what “works” - there are others who have gone through positive transformations, that are very similar to Greenfield. I have lived in Greenfield since 1968 and problem is that the city never looks at the big picture or big area when planning for the future.

- Not acceptable to have asbestos falling on high school students!
- Obviously, I'd like businesses, health care, retail all here, but the reality is I love quiet, suburban living. I don't want more commercial build up in residential areas. I doubt most people would. I (and my neighborhood) would like to have a sound barrier wall constructed along the freeway to block the traffic noise from 124th St. down toward 108th along Layton. Has progressively gotten noisier and noisier as traffic has increased - difficult to support a government wanted to increase businesses when the noise keeps you awake at night and in early morning. I've been considering moving to “outlying, quiet” suburb areas - that's making the decision seem more obvious.
- Our area needs better shopping choices. We often travel to Mayfair/Brookfield because our needs aren't met at Greenfield Fashion Center (74th St) or Southridge. Our area is changing with more apartment dwellers and the traffic problems on 76th need to be addressed. Certain standards on housing are not kept up, too - we are ready to move because our building/city inspector refuses to do anything to help when we've been complaining about a neighbor's neglect of property. It brings everyone's house value down in neighborhood, when our taxes keep going up!
- Overall impression is good/fair in certain areas. Have good schools and that will attract caring people to the community. A new high school would be an improvement. Remodeling is only a temporary fix! With a new high school should come teaching from home to respect property, respect people and self respect!
- Overall we are in pretty good shape,

though we could use some more business areas and up grade the high school, not replace it, fix it. Also a few more green areas for the public and wildlife.

- Partner with West Allis to install bike/walking path on the section of RR Parkway between Oklahoma and Morgan.
- Please consider that many of us are on a fixed income and do not desire higher taxes or assessments.
- Please freeze all taxes. Support TABOR!
- Please stop planting all the trees! Most of the ones in our neighborhood have died already and no one is coming to remove them. The monies spent on this could go toward a new high school. If you're looking for beatification, let's remove that dinosaur high school.
- Property taxes are high. Efforts needed to contain them. New properties should be looked at and costs justified, rather than just done without proper research.
- Recently retired - living on social security. I don't want to be property taxed out of Greenfield.
- Reduce spending, cut taxes, shrink the size and scope of city services and city government.
- Require home owners to take care of buildings and lawns. Example, 84th and Whitaker (southwest corner). The House, garage, and shed badly need paint. Broken swing set and tree limbs in yard. The whole property appears junky. I call it the slum house in our neighborhood.
- Residential property taxes are way too high!
- Restrict too much commercial development! Upgrade standards for existing properties. Fix and maintain poor roads and streets. Expand library. Eliminate driveway parking (on a consistent basis) for homes with garages. Too many properties look like junk because the owners never park in the garage. Its time we get owners to clean up their property.
- Roads should be a major improvement concern.
- Roadways and side streets need to be

improved. Curbs would be a welcome addition. Homeowners should have to follow standards in maintaining their homes' appearance. Is it allowed to run a business out of your home? If not, this needs to be enforced. If the city would be cleaned up with these suggestions, our image might improve.

- Since most of the city is already developed, future developments need to be thoughtfully considered especially for their long term impact.
- Some city lots especially on S 39(?) south of Layton, multiple cars and trucks parked and building in need of stain or paint - eyesore!
- Tax homes etc. fair even going into homes many have added things, hardwood floors, basement rooms, city is not aware of (no permits) we live in a development all taxes the same (no fair) tax higher for added features. Waste water etc. should not go on others property. Should go to road etc. Contact home owners, business etc. who do not keep up property. Try to make Greenfield more beautiful and welcoming.
- Tell the school board members to grow up and act like adults! The school board is a disgrace to the community! They act like spoiled brats!
- Thank you for sending this survey out.
- Thank you to the street dept. The snow removal is timely and well done!
- Thanks for asking! Keep planting trees!
- The City of Greenfield is a great place to live and work. However, our children deserve a new high school. The existing high school is a disgrace to the City of Greenfield's beauty.
- The city should be protecting the few remaining natural habitats regardless of the desire of developers. Work with what you have and enhance the green "backdrop" of Greenfield.
- The large buildings in southeast corner of the Loomis and Layton (gas station/ convenience store) is a?. Can't believe the residential neighbors were consulted before allowing such a construction.
- The only things I miss are sidewalks, if you want to take a walk you have to deal with the traffic, cracks in the roads. If I want to take a walk with the grandchildren, I'm not at ease walking with them on the road. If I had to pay more taxes, I sure would like sidewalks and repaired roads.
- The schools have to be improved ... the neighborhoods need to keep as much natural appearance as possible ... the east side of the City must be focused on for redevelopment and revitalization ... and the schools MUST BE IMPROVED (not just the facilities, but the curriculum as well) - why isn't Greenfield High School a college prep school?
- The streets in the older residential neighborhoods are in great need of repair. Need adequate lighting in the residential neighborhoods.
- There is a poor landline of valuable, vacant properties along S. 27th St. - It seems there is not much effort expanding in this area.
- There is very little land left in the city of any size, but we should have had an industrial park, so we could have good paying jobs in the city.
- These are all very thought-provoking topics, but I wonder how much can drastically change. We should focus on maintaining what we have. Clean up run-down areas and fix streets, have family nights or picnics in the parks, try to draw in some fun restaurants and encourage people to take pride in their homes' appearances. Our schools are pretty good and the park and rec programs are pretty good too. Our larger parks are well-maintained. Driving through the city, some of the obvious problems are near the middle school, 51st St. between Cold Spring and Layton and Hwy 100 south of Layton
- We are considering leaving Greenfield in the near future because of the poor reputation of the school system.
- We moved from Bay View to Greenfield and are very happy here. It is a very nice area!

- We need a bigger library!
- We should have more sensitivity by some of the city workers to provide assistance to inquires or needs addressed to individual employees in an assistance capacity (some are not very sensitive or responsive to resident needs or inquiries).
- When I lived on Farwell and Oakland Aves in Milwaukee, the college kids and other trash (bums, hookers, etc.) drove me crazy. Now I live in a quite, peaceful, green area with so more appeal. I can't wait to raise a family in this city. Thank you for this!
- Why are you concerned with economic development? The private sector is developing just fine without the city's help. No tax dollars should be spent on economic development.
- Why wasn't the median widened on 76th for turning into and out of Spring mall? There are way too many near-accidents at this median. When a business closes and leaves a building in bad condition (I.e. cinema at Spring mall). They should be

assessed a monthly fine until a new business moves in or the building is removed. The cinema is an eye-sore and blight on the area. The police need to ticket illegal parking more often for those parking where they shouldn't on Cold Spring Rd or Trim the trees to make the signs more visible or lower the signs. Remove the "auto repair" place on 60th and Cold Spring, turn in of traffic from large vans and trucks at all hours is terrible. This business should be on Layton Ave or 76th Street.

- Wish Greenfield would have a small area (Main Street) as Greendale has. Greendale is more family friendly - has Saturday and Sunday concerts at a gazebo, and is more community minded because o a home base. Greenfield is just too spread out. Neighbors don't know their neighbors. Luckily for us 67th St. off of Edgerton Ave does care and watch out for each other.

Appendix B: Konkel Park Master Plan







CITY OF GREENFIELD
FESTIVAL LAYOUTS
 GREENFIELD, WISCONSIN

CONCEPT A

Open Space: ~1.2 acres
 Parking Stalls: ~420 (~4.0 acres)

Building Space

Community Center: ~50,000 s.f.
 Aquatic Center: ~26,000 s.f.

CONCEPT B

Open Space: ~2.2 acres
 Parking Stalls: ~300 (~3.0 acres)

Building Space

Community Center: ~50,000 s.f.
 Aquatic Center: ~26,000 s.f.



Created: May 25, 2006

Planning, Design & Rendering:
 Wadsworth & Associates, Wisconsin
 Vandewalle & Associates

PLAN COMMISSION RESOLUTION NO. #1-2008
ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN OF THE
CITY OF GREENFIELD, WISCONSIN

WHEREAS, §66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and §66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the City of Greenfield Plan Commission has the authority to recommend that the Common Council adopt a "comprehensive plan" under §66.1001(4)(b); and

WHEREAS, the City has prepared the attached document (named *City of Greenfield Comprehensive Plan*), containing all maps and other descriptive materials, to be the comprehensive plan for the City under §66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Greenfield hereby adopts the attached *Comprehensive Plan* as the City's comprehensive plan under §66.1001(4); and

BE IT FURTHER RESOLVED that the Plan Commission certifies a copy of the attached *Comprehensive Plan* to the Common Council; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that the Common Council adopt an ordinance to constitute official City approval of the *City of Greenfield Comprehensive Plan* as the City's comprehensive plan under §66.1001.

ADOPTED June 10, 2008


Alison Meyer, Recording Secretary

APPROVED

6/10, 2008


Michael J. Neitzke, Plan-Commission Chair

ORDINANCE NO. 2629

AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF
THE CITY OF GREENFIELD, WISCONSIN

The City Council of the City of Greenfield, Wisconsin, does ordain as follows:

PART I. Pursuant to sections 60.22(3) and 62.23(2) and (3) of the Wisconsin Statutes, the City of Greenfield is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

PART II. The City Council of the City of Greenfield has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

PART III. The Plan Commission of the City of Greenfield, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the City Council the adoption of the document entitled "CITY OF GREENFIELD COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

PART IV. The City of Greenfield has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

PART V. The City Council of the City of Greenfield, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "CITY OF GREENFIELD COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

PART VI. This ordinance shall take effect upon passage by a majority vote of the members-elect of the City Council and publication/posting as required by law.

ADOPTED November 18, 2008

Susan L. Witon
Susan L. Witon, Deputy City Clerk

APPROVED November 19, 2008

Michael J. Neitzke
Michael J. Neitzke, Mayor

Published: November 26, 2008