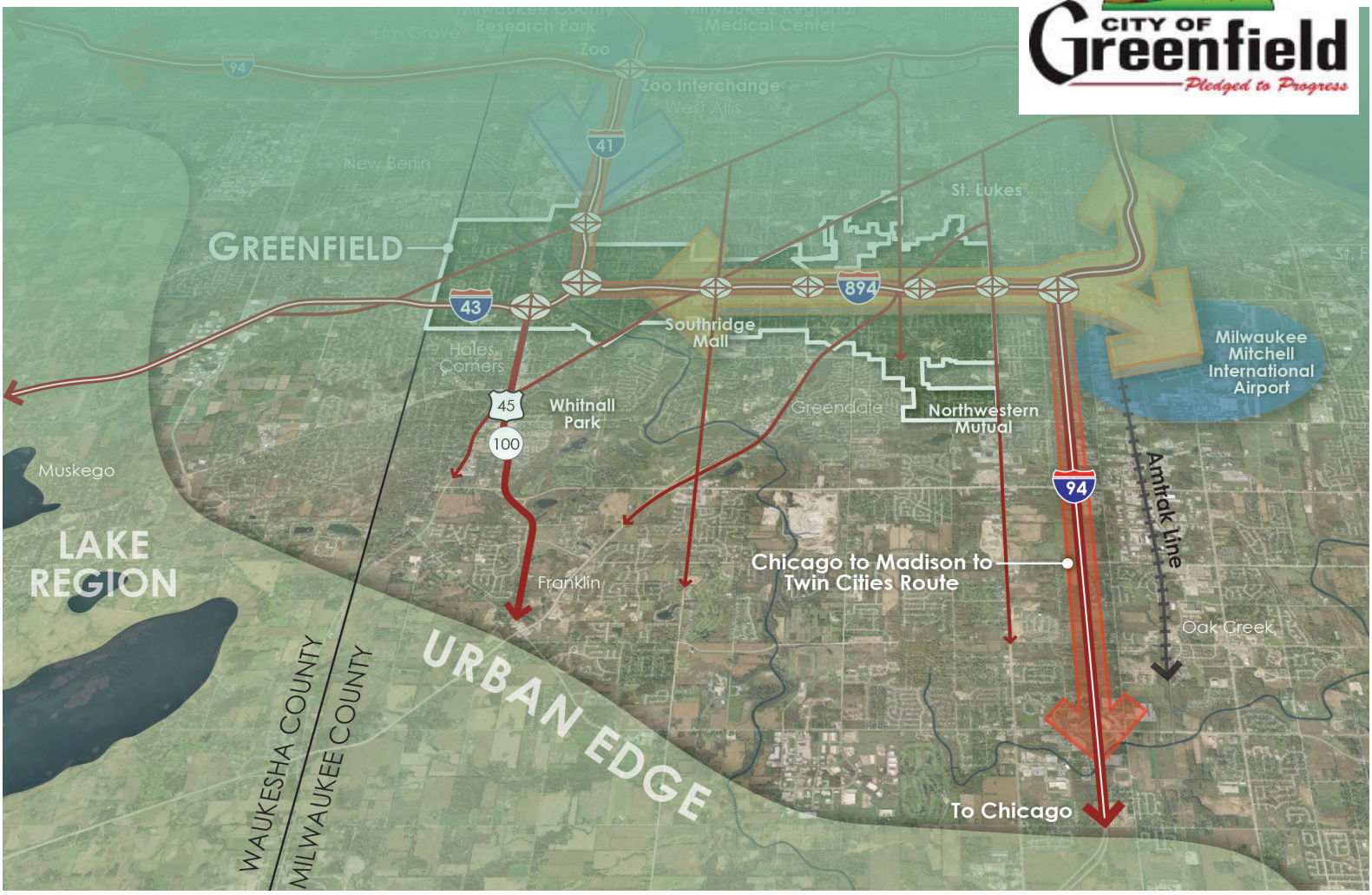






CITY OF GREENFIELD WISCONSIN
COMPREHENSIVE PLAN

ADOPTED: 12.15.2020

VANDEWALLE & ASSOCIATES INC.

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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 Milwaukee Mitchell 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.

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.

Planning Process

The State of Wisconsin's comprehensive planning legislation describes how a comprehensive plan must be developed and adopted. 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 that affect land use will have to be consistent with this *Plan*, including 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. A process of citizen review and approval was critical to the planning process. At the outset of this planning process, the Common Council adopted the public participation plan to ensure that this *Plan* accurately reflects the vision, goals, and values of its residents.

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 2, Metro Connections, illustrates the City's regional context.

Greenfield's planning area primarily includes the City's corporate limits. However, this planning process also takes into consideration the plans, land uses, polices, and issues of the City's neighboring communities. Map 1 depicts the City of Greenfield's municipal boundaries and identifies the surrounding jurisdictions. Map 1 also identifies the locations of the Special Interest Areas, which are areas of special planning focus. These special interest areas are discussed in detail in Chapter 3: Land Use.

Summary of Public Input

Public Open House

On February 27, 2020, the City held a public open house to present a public review version of the draft *Plan*. Public comments addressed topics such as the growing need for senior housing, traffic and safety concerns, and support for the Powerline Trail. There was also strong support for actively promoting redevelopment of Spring Mall. A complete summary of all public comments received at and following the open house are included in Appendix B.



Public Hearing

The City held a public hearing on December 15, 2020, at a joint meeting of the Plan Commission and City Council. Following the public hearing, the Plan Commission recommended that the Council adopt the Comprehensive Plan. Following the Plan Commission's recommendation, the City Council adopted the Plan by ordinance, per state requirements.

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.

Organization of this Plan

The remainder of this *Plan* is presented in nine chapters addressing topics from housing, to transportation to land use and intergovernmental cooperation. Aside from the first and last chapters, each chapter includes a goal or goals, objectives, polices, and outlines recommendations. Appendix A includes a detailed inventory and analysis of data and background information—both referenced to develop the content of each Plan chapter. The chapters include:

1. Issues and Opportunities
2. Agricultural, Natural, and Cultural Resources
3. Land Use
4. Transportation
5. Utilities and Community Facilities
6. Housing and Neighborhood Development
7. Economic Development
8. Intergovernmental Cooperation
9. Implementation

CHAPTER ONE: ISSUES AND OPPORTUNITIES

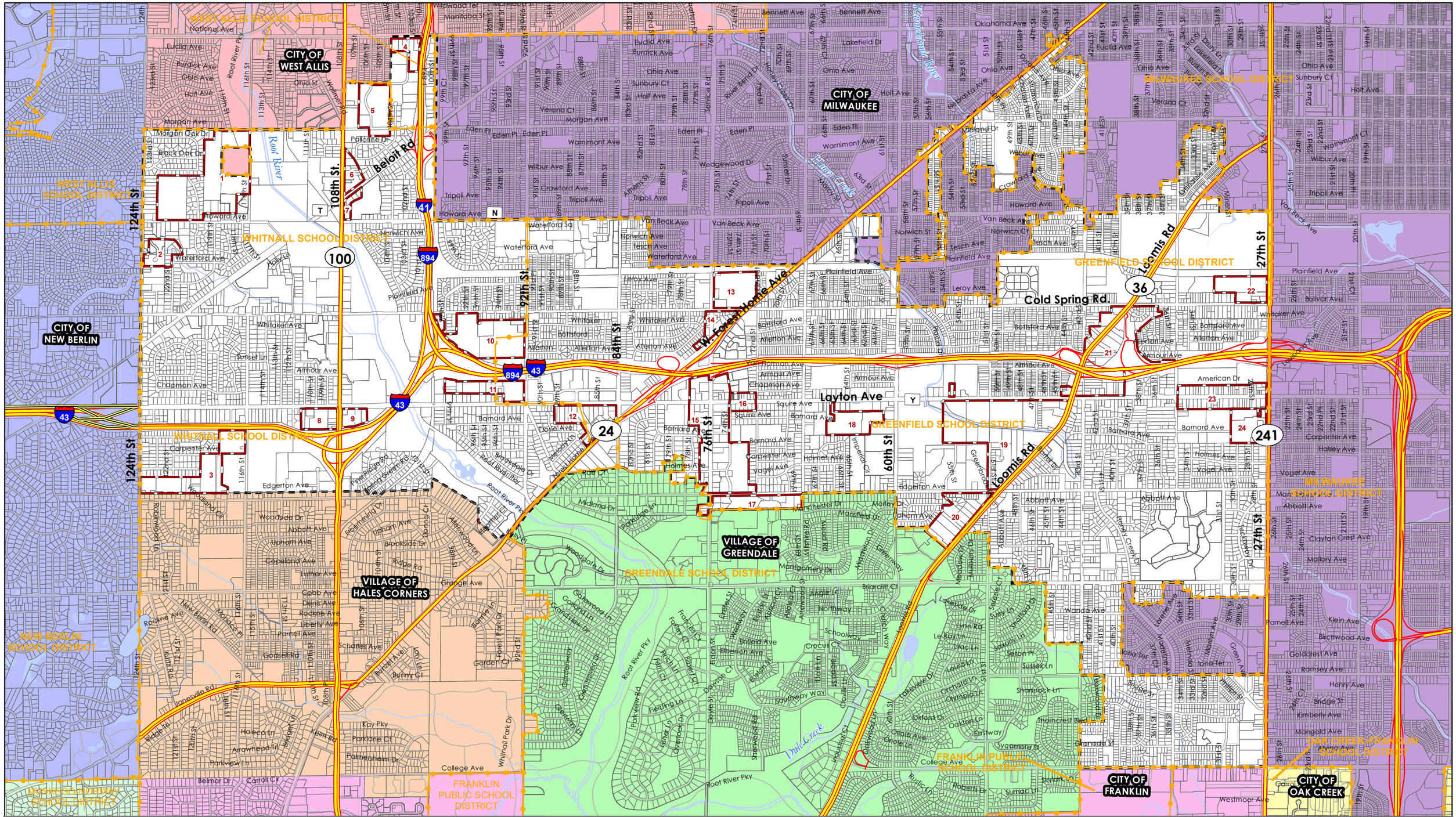
A. Opportunity and Targeted Sites Analysis

Greenfield's Asset Base

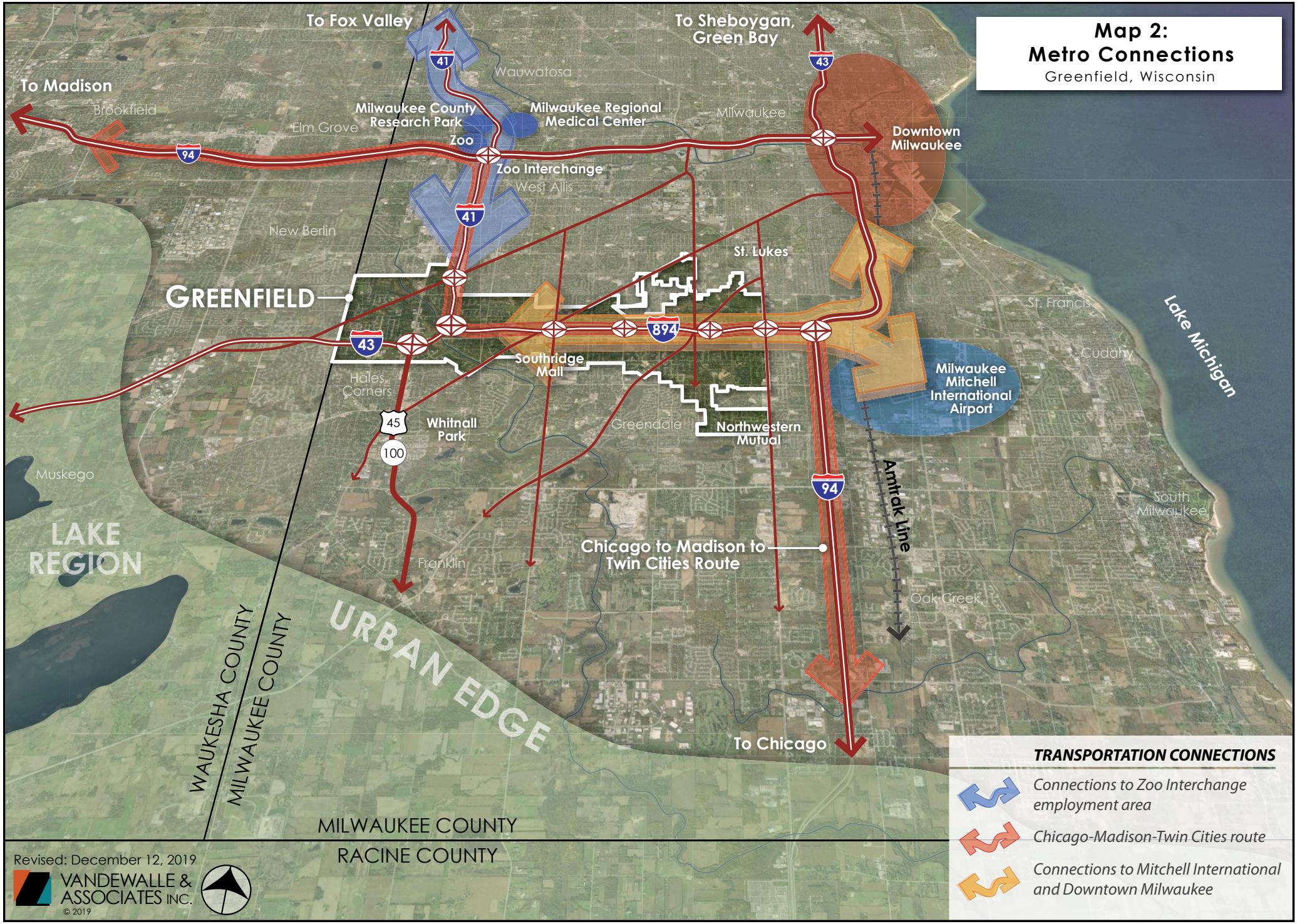
Regional Location and Access
The City of Greenfield occupies a central position within Milwaukee's south-suburban economy and offers immediate access to exceptional regional services, amenities, and employment opportunities. Downtown Milwaukee, along with the Milwaukee County Research Park and County 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, Milwaukee 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. Milwaukee 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.

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CITY OF WEST ALLIS
CITY OF MILWAUKEE
CITY OF NEW BERLIN
VILLAGE OF HALES CORNERS
VILLAGE OF GREENDALE
CITY OF FRANKLIN
CITY OF OAK CREEK
WEST ALLIS SCHOOL DISTRICT
WHITNALL SCHOOL DISTRICT
NEW BERLIN SCHOOL DISTRICT
GREENDALE SCHOOL DISTRICT
GREENFIELD SCHOOL DISTRICT
FRANKLIN PUBLIC SCHOOL DISTRICT
MILWAUKEE SCHOOL DISTRICT
OAK CREEK-FRANKLIN SCHOOL DISTRICT
Cold Spring Rd.
Layton Ave
Beloit Rd
Loomis Rd
124th St
108th St.
92nd St
84th St
76th St
60th St
27th St
CW. Forest Home Ave
Root River
Root River Pky
Oak Creek
Kinnickinnic River
Honey Creek
Wilson Creek
100
894
43
41
24
36
241
Greenfield Park
Greenfield Park Golf Course
Greenfield Park Swimming Pool
Greenfield Park Tennis Courts
Greenfield Park Ice Rink
Greenfield Park Baseball Diamonds
Greenfield Park Soccer Fields
Greenfield Park Basketball Courts
Greenfield Park Picnic Area
Greenfield Park Playground
Greenfield Park Shelter
Greenfield Park Trail
Greenfield Park Parking
Greenfield Park Restrooms
Greenfield Park Concessions
Greenfield Park Maintenance Facility
Greenfield Park Entrance
Greenfield Park Exit
Greenfield Park Boundary
Greenfield Park Trail Loop
Greenfield Park Trail Connector
Greenfield Park Trail Access
Greenfield Park Trail Parking
Greenfield Park Trail Restrooms
Greenfield Park Trail Concessions
Greenfield Park Trail Maintenance Facility
Greenfield Park Trail Entrance
Greenfield Park Trail Exit
Greenfield Park Trail

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Map 2:
Metro Connections
Greenfield, Wisconsin
To Fox Valley
To Sheboygan,
Green Bay
To Madison
Brookfield
Elm Grove
Wauwatosa
Milwaukee County
Research Park
Milwaukee Regional
Medical Center
Zoo
Zoo Interchange
West Allis
Milwaukee
Downtown
Milwaukee
New Berlin
GREENFIELD
St. Lukes
St. Francis
Lake Michigan
Cudahy
Southridge
Mall
Hales
Corners
Whitnall
Park
Greendale
Northwestern
Mutual
Milwaukee
Mitchell
International
Airport
Amtrak Line
Muskego
LAKE
REGION
South
Milwaukee
Chicago to Madison to
Twin Cities Route
Franklin
Oak Creek
URBAN EDGE
WAUKESHA COUNTY
MILWAUKEE COUNTY
To Chicago
MILWAUKEE COUNTY
RACINE COUNTY
TRANSPORTATION CONNECTIONS
Connections to Zoo Interchange employment area
Chicago-Madison-Twin Cities route
Connections to Mitchell International and Downtown Milwaukee
Revised: December 12, 2019
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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 3,000-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 significant opportunities for redevelopment. Over the last decade, the City has approved a greater number of higher-density projects. Increasing density is a primary avenue for growing tax base for built-out communities such as Greenfield. 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 communities 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 Milwaukee 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 have retired or 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.

Priority Special Interest Areas

The following is a description of key opportunity sites identified as part of this *Comprehensive Plan* update. These areas are anticipated to see land use change and investment within the next five years. Map 3 illustrates these sites graphically and provides the City's desired land use vision for each site

As development for these sites is proposed, this *Plan* will be used as a starting point for evaluating each proposal. Proposed development that meets the general spirit or overall intent of the City's desired vision or which contains most but not all elements of the City's desired vision could be considered as well.

Map 3:
Priority Special Interest Areas

City of Greenfield Comprehensive Plan

Spring Mall

- Approximately 23 acres
- Higher density potential
- Mixed use with office and/or retail
- Office with visibility and quick access to I-43/I-894
- New internal street grid
- Potential trailhead location for Powerline Trail

Loomis Crossing

- Approximately 91 acres
- Build on preservation of The Turf skatepark
- New indoor-outdoor skatepark and competition space
- Recreation-focus uses centered on skatepark activity hub: hotel, complementary retail and dining
- Multi-family housing, 4-5 stories
- Office with visibility and immediate access to I-43/I-894
- Park & Ride

Former Target Site

- Approximately 22 acres
- Potential for higher density redevelopment or appropriate reuse that serves community
- Buffer single family neighborhood to south
- New internal sidewalk and street grid; encourage interconnectivity
- Multi-family housing, 4-5 stories
- Mixed use with commercial/retail buildings suitable for professional offices, service-oriented businesses and boutique shopping
- Mix of surface parking and underground parking
- Long term: parcel aggregation and land assembly to create a larger development area

Former Sears Auto

- Approximately 25 acres
- Sizable infill potential on existing parking lot
- Potential for higher density residential uses with structured parking
- Complement existing retail uses with new dining, entertainment, and destination uses
- Development compatible with the emerging "experience" uses at Southridge mall

to Oak Leaf Trail: Menomonee Line & Hank Aaron State Trail

WEST ALLIS

MILWAUKEE

HALES CORNERS

GREENDALE

FRANKLIN

National Ave

108th St

Beloit Rd

Oklahoma Ave

Forest Home Ave

Morgan Ave

Howard Ave

Cold Spring Rd

Layton Ave

Grange Ave

76th St

68th St

60th St

43rd St

35th St

27th St

92nd St

84th St

Loomis Road

St. Lukes Medical Center

Alverno College

Glenwood Elementary School

Zablocki Park

Arlington Park Cemetery

10 Minutes to Downtown

YMCA

Powerline Trail

TID #2

Kulwicki Park

84South

TID #6

TID #4

TID #5

TID #3

Maple Grove Elementary School

Edgewood Elementary School

Greenfield High School

Greenfield Middle School

Barnard Park

Elm Dale Elementary School

Whitnall Middle School

Whitnall High School

Oak Leaf Trail

Root River Line

Root River

Whitnall Park

The Rock Sports Complex

Southridge Mall

Amtrak Station

Milwaukee Mitchell International Airport

41 43 894 100 36 24 45 241 94

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Spring Mall
Spring Mall is an aging commercial area has not seen significant investment in recent years and is ripe for redevelopment. As this site has very limited residential neighbors, there is potential for high quality, well designed, higher density development. A mix of uses is recommended to provide resiliency to future market shifts. Due to the site's great access to I-43/I-894 via 76th Street and proximity to I-894 and numerous busy roadways, an office headquarters could be successful here. The 23-acre Spring Mall parcel could accommodate several buildings and uses, and an interconnected internal street and sidewalk grid should be established to serve these uses. The existing residential area to the east should be buffered from higher density development. The presence of intermittent streams or other environmental constraints should be investigated prior to development.

Development on this site should be designed to embrace the future Powerline Trail immediately to the north of this site. Along the trail, multiple trail access points should be established to encourage trail use, allow convenient bicycle and pedestrian access, and link the site to the broader bicycle and pedestrian network. The northwest corner of the site would be an ideal location for a trailhead and could accommodate signage, a small parking area, restrooms, and other trailhead features. Most other locations along the Powerline Trail are adjacent to residential backyards and would not be able to accommodate a busy trailhead.

Implementation Strategy:

1. Discourage interim uses of the mall that would impede future redevelopment of the site, e.g. personal storage or warehousing.
2. Evaluate the use of TIF to assist with redevelopment infrastructure expenses, developer incentives, and/or property acquisition.
3. Continue to develop the Powerline Trail and begin planning for trail access points and a future trailhead location on the site.
4. Recommend a preferred internal street grid. Consider using Official Mapping powers to reserve the City's ability to implement this street pattern.
5. Solicit interest from developers and prospective tenants for the establishment of a future mixed use development.

Loomis Crossing
This 91-acre area, located along Loomis Road in between I-894 and Cold Spring Road, 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.

A portion of this site was formerly home to The Turf, a nationally recognized indoor skatepark, established in 1979. There is currently momentum to restore The Turf for a new generation, led by the South 27th Street Business District (Historic Highway 41). There is a distinct opportunity to build on this site's skateboarding history and convenient highway access to create a truly unique mixed use destination. Future investments here should reference the story of The Turf and be designed to accommodate and boost the preservation of the skatepark. Specifically, a new indoor-outdoor skatepark and competition space could be developed as a tourist and recreation destination in Greenfield. This would provide skating facilities above and beyond those provided by the original Turf and attract national and regional skating events. Elsewhere on the site, recreation-focused uses should be encouraged to establish this location as a skatepark destination and recreation activity hub. This could include hotels, retail, and dining uses and other regional recreational entertainment uses.

Additionally, there is potential for multi-family housing of 4-5 stories, as well as office development, which would benefit from visibility and immediate access to I-43/I-894 offered by this site. In general, buildings should be two or more stories high and should be oriented toward the street, with parking located beneath the existing overhead wires. Furthermore, the City should work with WisDOT to reconstruct the existing park and ride lot south of the existing lot and provide stops for future commuter bus lines. Moving the park

and ride will reserve Loomis Road for development that relies on high visibility, while allowing it to continue to serve commuters effectively.

Implementation Strategy:

1. Coordinate with the ongoing efforts to restore The Turf.
2. Solicit interest from developers and prospective tenants for the establishment of a future mixed use recreation and tourism destination.
3. Continue discussions with WisDOT on moving or enhancing the park and ride facility and finalizing plans/alignments for interchange.
4. Consider using TIF to assist with redevelopment infrastructure expenses, developer incentives, and/or property acquisition..

Former Sears Site/Southridge Area

As Southridge Mall adapts to the changing retail landscape, it is recommended that the former Sears Auto site and adjacent properties offer entertainment, dining, and destination uses that are compatible with the emerging "experience" and entertainment uses at Southridge Mall. Higher density residential development should be included to increase the amount of foot traffic in the area, provide housing options (including options at price points attainable to retail employees), and to provide a greater diversity of uses in an area once dedicated primarily to retail. Structured parking should be considered to increase the assessed value per square foot within the site area. Future site design should emphasize pedestrian access and connectivity. As described elsewhere in this *Plan*, the City of Greenfield and the Village of Greendale should work together to develop a joint master plan to guide the redevelopment of Southridge Mall and adjacent commercial development. When planning for this area, the City of Greenfield should also consider the evolving 76th Street corridor immediately to the north.

Implementation Strategy:

1. Discourage interim uses of the former Sears Auto building that would impede future redevelopment of the site, e.g. personal storage or warehousing.
2. Consider preparing a redevelopment master plan for the area in conjunction with the 76th Street corridor to the north.
3. Solicit interest from developers for future mixed use and infill development.
4. Evaluate the use of TIF to purchase the property for redevelopment and/or assemble adjacent parcels.

Former Target Site

Formerly home to a Target retailer, this site represents a significant redevelopment opportunity for the City. There is a potential for higher density development to offset the cost of redevelopment and to provide housing for current and future Greenfield residents. The site is recommended for mixed use development with multi-family housing of 4-5 stories. Throughout the site and along 27th Street in particular, there is potential for commercial/retail buildings suitable for professional offices, service-oriented businesses and boutique shopping serving residents as well as existing neighborhoods to the south. Future office or residential uses should be oriented to make the most of views of Barnard Park. The development would be served by a mix of underground parking and surface parking (located on the sides and rear of the buildings, away from 27th Street). A City-owned driveway north of the site should be maintained to provide the access from this site to Layton Avenue.

A new internal sidewalk and street grid should be provided to ensure walkability and eliminate the need to drive between buildings. The internal sidewalk network should also provide safe pedestrian access to adjacent commercial development. New development should provide buffering in the form of landscaping, fencing, extra space, or berms along the southern property line, to minimize potential impacts on the existing single family neighborhood to the south. Over the long term, there is potential to acquire other parcels adjacent to

the former Target site, creating a larger development area, which could be master planned by a single developer.

Alternatively, a sensitive reuse of the existing building and site could be appropriate in this location. A reuse scenario should serve the community and be sensitively designed to complement adjacent development.

Implementation Strategy:

1. Discourage interim uses of the former Target store that would impede future redevelopment of the site, e.g. personal storage or warehousing.
2. Evaluate the use of TIF to purchase the property for redevelopment and/or assemble adjacent parcels.
3. Officially map the extension of Barnard Avenue to the Target site, and possibly all the way to 27th Street.
4. Meet with the School District to discuss mutual objectives and concerns for connectivity between the site and Greenfield Middle School.
5. Solicit interest from developers and prospective tenants for the establishment of a future mixed-use development.

Powerline Trail

The planned Powerline Trail is a 4.5-mile trail running along the We Energies right-of-way corridor between Howard Avenue and W. Cold Spring Road. This swath of undeveloped greenspace will be developed as 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. The project was awarded grant funding in 2019 for the first phase of the trail, which will begin with a connection to the established Oak Leaf Trail at W. Cold Spring Road and extend east to 60th Street. A second phase will continue the trail east from 60th Street to 27th Street, with future extensions east to Lake Michigan and west to West Allis. The City of Greenfield hopes to be the catalyst to this vision with the help of many partners, including WisDOT, We Energies, Wisconsin Bike Fed, Rails-to-Trails Conservancy, and others.

The Powerline Trail will be part of the Rails-to-Trails Conservancy's Route of the Badger, which is envisioned as a 700-mile-plus trail network in Southeastern Wisconsin, stretching from Milwaukee to Dousman and from Sheboygan to Kenosha. The Route of the Badger's vision of expanding the regional trail system in southeastern Wisconsin will provide opportunities for physical activity, tourism, and connections to nature, recreation and businesses along the route. The Powerline Trail project is anticipated to be the kickoff project to start the design and construction of the Route of the Badger.



Implementation Strategy:

1. Manage implementation of Phase 1 of the Powerline Trail.
2. Encourage adjacent development to connect to the Powerline Trail where practical and promote trail access points.
3. Begin planning for Phase 2 and seek grant funding.
4. Continue to collaborate with partner organizations municipalities, and agencies about future trail expansions, including We Energies, Milwaukee County Parks, City of Milwaukee, City of St. Francis, City of West Allis Route of the Badger/Rails-to-Trails Conservancy, Wisconsin Bike Fed, WisDOT, and WDNR.

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CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

A. 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.

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.

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.

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

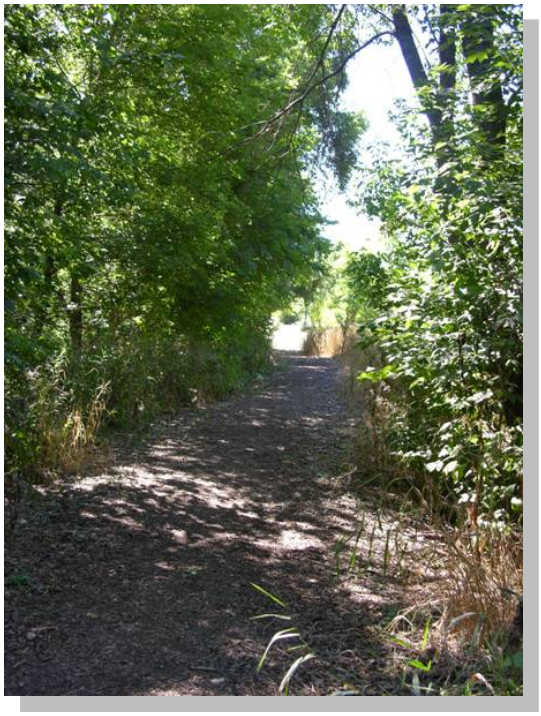
Promote Sustainable Building Design

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 energy efficient buildings and practices. One well-known example is LEED (Leadership in Energy and Environmental Design) buildings, but there are many ways to pursue sustainable design. Cities around the country are now promoting more sustainable building practices either by requiring that all new municipal or municipally-funded buildings meet certain energy efficiency standards or by encouraging private developers to construct LEED-certified buildings. Some strategies to encourage sustainable building design include removing zoning and building code barriers to renewable energy systems, encouraging or requiring replacement of existing trees and vegetation removed by construction with native and drought-resistant species, encouraging refurbishment over demolition, and requiring recycling of construction materials.

It is recommended that the City institute a combination of the approaches mentioned above: utilize energy efficient buildings and practices for all municipal and municipally-funded, remove zoning and permitting barriers to renewable energy, and encourage private development to utilize efficient buildings and practices.

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, bioswales, 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:

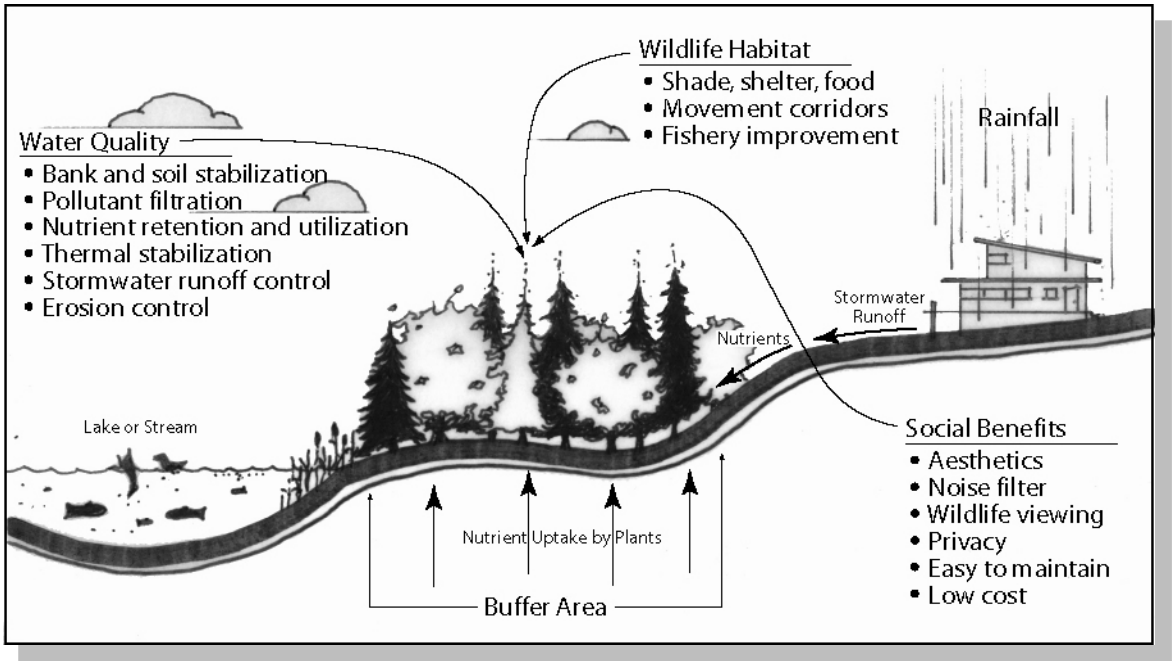
  - Rain gardens: A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. **The City should consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting City landscaping requirements.** This approach is becoming increasingly common in Wisconsin communities.
  - 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 (vegetative) roofs: Green roofs effectively act like sponges, absorbing water from rainstorms 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 1: 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 2). 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:

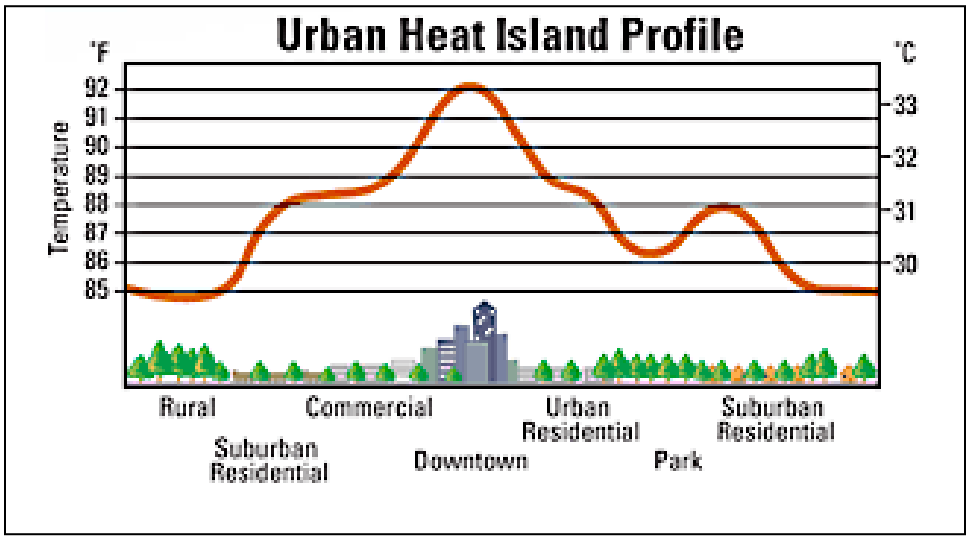
- Increases the formation of ozone, a pollutant that forms in the presence of heat.

- 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.
- Reduce or remove parking minimums for new development, where appropriate, to reduce the amount of pavement. Explore additional 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 2: Urban Heat Island



Promote the Root River Parkway as a "Living Classroom"

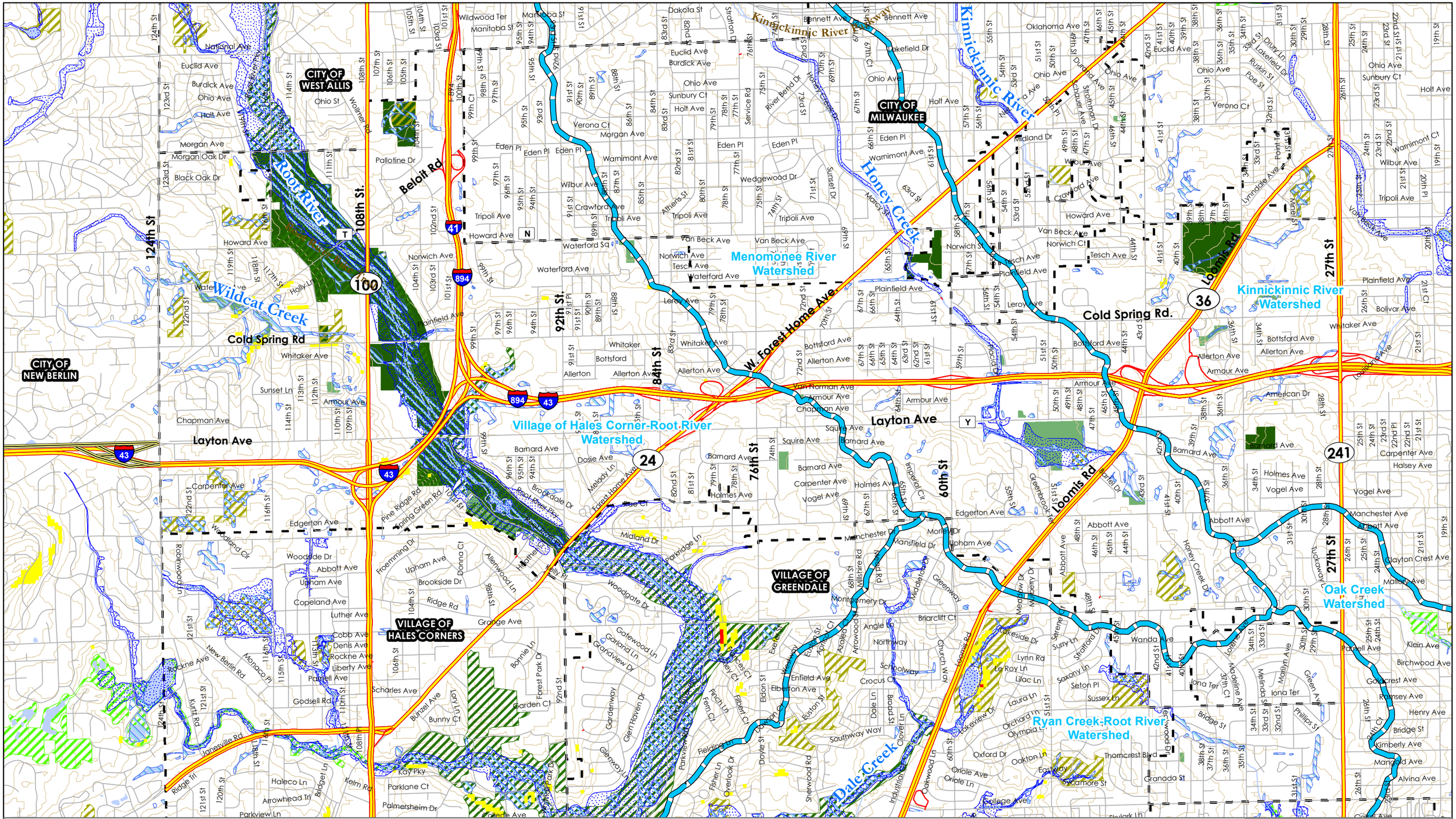
Whitnall School Forest is a unique educational site that provides learning opportunities in a natural environment. Integrating environmental education into school curricula across content areas has been correlated to increased student achievement, improved school attendance, and decreased negative behaviors (Lieberman & Hoody, 1998). Through hands-on and active experiences in an authentic natural setting, students acquire the relevant knowledge, skills, and dispositions to promote responsible global citizenship.

Building on the success of the Whitnall School Forest, 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.



N

0 0.25 0.5 Miles

Adopted: 12/15/20

Sources: City of Greenfield, Milwaukee County, US Census Bureau, SEWRPC, WI DNR

- City Parks
- County Parks
- Sub-Watersheds
- Municipal Boundaries
- Surface Water
- Parcels
- 10 Ft. Contours
- 100 year Floodplain
- Isolated Natural Resource Area
- Primary Environmental Corridor
- Secondary Environmental Corridor
- Wetland

Steep Slopes

- 12 - 20 percent
- Greater than 20 percent

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Shaping places, shaping change

City of Greenfield

Comprehensive Plan

Map 4: Natural Features

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C. 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.

D. Cultural Resource Programs and Recommendations

Continue to 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 helps to define and unify the community and will signify to visitors that they have entered a unique and identifiable place.

In addition to unique Greenfield street signs feature the City logo, primary entryways on 27th Street and 76th Street and several other major roads have gateway features and signage. 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.

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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 continuing to be actively involved in redevelopment projects.
- Focus redevelopment efforts on key areas and sites including Loomis Crossing, Spring Mall, Former Sears Site/Southridge Area.
- Pay careful attention to "place-making" features such as building scale, urban form, and land use transitions, particularly along major corridors.

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 winter of 2019 with City staff input, site visits, and aerial photography.

B. Existing Land Use Map Categories

Map 5, Existing Land Use depicts the City's existing land uses. 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. The categories listed below reflect those used in SEWRPC's land use inventory, which differ from the future land use categories developed by the City, described later in this chapter.

- **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, townhomes, 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 16 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
- **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
- **Parking**: surface parking lots
- **Public Parks & 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
- **Rights-of-Way**: publicly-owned land for transportation uses, including roads, highways, and railroads.
- **Vacant**: open lands and vacant parcels

C. Existing Land Use Pattern

The City of Greenfield encompasses 7,389 acres of land (11.5 square miles). Table 1 summarizes the existing acreage allocated to each of the various land use categories in the City.

Table 1: Existing Land Use Totals for the City of Greenfield

Land Use	Acres*	Percent
Vacant	417	5.6%
Single Family Residential	2,761	37.4%
Two Family Residential/Townhouse	124	1.7%
Mixed Residential	512	6.9%
General Business/Office	588	8.0%
Community Facilities	437	5.9%
Industrial	22	0.3%
Public Parks and Open Spaces	516	7.0%
Water	9	0.1%
Woodlands/Wetlands	185	2.5%
Transportation/Utilities	136	1.8%
Rights-of-Way	1,680	22.7%
TOTAL	**7,389**	**100%**

Source: GIS Inventory, Vandewalle & Associates, 2020
** 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 in generally denser 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 16 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 excessive parking.

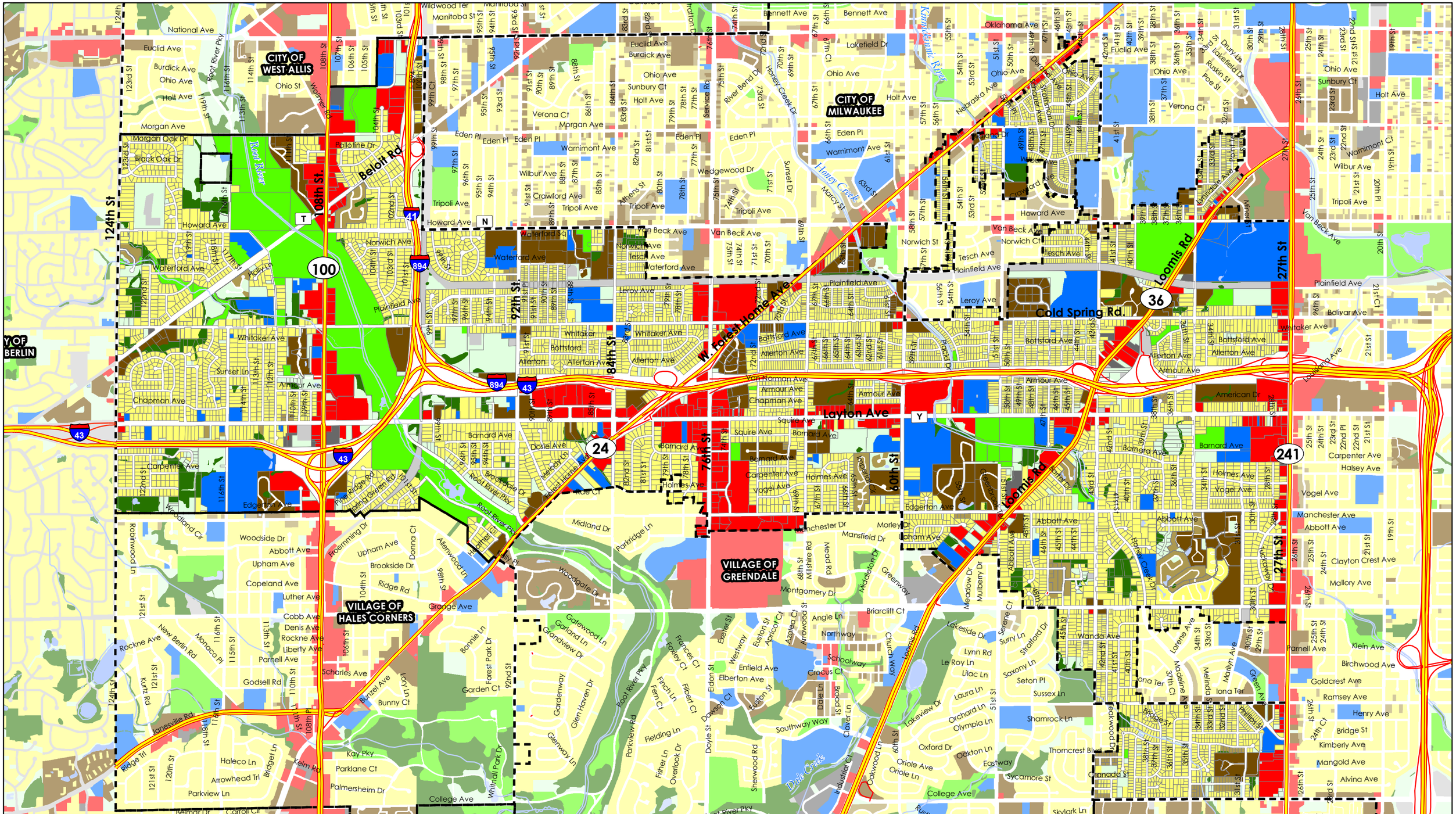
Industrial Development

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.

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CITY OF WEST ALLIS
CITY OF MILWAUKEE
CITY OF BERLIN
VILLAGE OF HALES CORNERS
VILLAGE OF GREENDALE
Beloit Rd
108th St.
124th St
92nd St.
84th St
76th St
70th St
60th St
27th St
Loomis Rd
W. Forest Home Ave
Layton Ave
Cold Spring Rd
Root River
Root River Pky
Honey Creek
Kinnickinnic River
Deer Creek
Underwood Creek
Oak Leaf Trail
Euclid Ave
Burdick Ave
Ohio Ave
Holt Ave
Morgan Ave
Howard Ave
Norwich Ave
Waterford Ave
Plainfield Ave
Whitaker Ave
Bottsford Ave
Allerton Ave
Armour Ave
Barnard Ave
Squire Ave
Van Norman Ave
Chapman Ave
Leroy Ave
Tesch Ave
Van Beck Ave
Warmimont Ave
Eden Pl
Tripoli Ave
Wilbur Ave
Crawford Ave
Verona Ct
Sunbury Ct
Lakefield Dr
Oklahoma Ave
Wisconsin Ave
Wells St
Wisconsin Ave
Nebraska Ave
Bennett Ave
Manitoba St
Wildwood Ter
Pollotine Dr
Black Oak Dr
Morgan Oak Dr
Sunset Ln
Carpenter Ave
Edgerton Ave
Woodland Cir
Woodside Dr
Abbott Ave
Upham Ave
Copeland Ave
Luther Ave
Cobb Ave
Denis Ave
Rockne Ave
Liberty Ave
Parnell Ave
Godsell Rd
Janesville Rd
Ridge Trl
Haleco Ln
Arrowhead Trl
Parkview Ln
Belmar Dr
Carroll Cir
Kay Pky
Parklane Ct
Palmersheim Dr
College Ave
Scharles Ave
Bunzel Ave
Bunny Ct
Garden Ct
Forest Park Dr
Bonnie Ln
Grange Ave
Ridge Rd
Brookside Dr
Donna Ct
Froemming Dr
Allenwood Ln
Whitnall Park Dr
Midland Dr
Parkridge Ln
Woodgate Dr
Gatewood Ln
Garland Ln
Grandview Dr
Gardenway
Glen Haven Dr
Glenway Ln
Root River Pky
Parkview Rd
Fielding Ln
Fisher Ln
Overlook Dr
Fern Ct
Finch Ln
Foley Ct
Frances Ct
Filbert Ct
Dawson Ct
Doyle St
Eldon St
Exeter St
Euston St
Westway
Elberton Ave
Enfield Ave
Crocus Ct
Schoolway
Southway Way
Clover Ln
Dale Ln
Broad St
Tudor St
Apricot Ct
Azalea Ct
Arrowood St
Angle Ln
Northway
Briarcliff Ct
Sunset Dr
Wedgewood Dr
Marcy St
Service Rd
River Bend Dr
Honey Creek Dr
Mansfield Dr
Morley Dr
Upham Ave
Manchester Dr
Milshire Rd
Mead Rd
Middleton Dr
Greenway
Montgomery Dr
Meadow Dr
Mulberry Dr
Lakeside Dr
Serene Ct
Surry Ln
Lynn Rd
Le Roy Ln
Lilac Ln
Laura Ln
Orchard Ln
Olympia Ln
Oxford Dr
Oakton Ln
Eastway
Oriole Ave
Oriole Ln
Sycamore St
Thorncrest Blvd
Granada St
Lakeview Dr
Oakwood Ln
Industrial Ct
Leonard Rd
Church Way
Hazel Dr
Meadowcrest Dr
Seton Pl
Sussex Ln
Shamrock Ln
Wanda Ave
Skylark Ln
Tesch Ave
Norwich Ct
Van Beck Ave
Howard Ave
Wauwatosa Ave
Lyndale Ave
Lakefield Dr
Ruskin St
Poe St
Drury Ln
Abbott Ave
Holmes Ave
Vogel Ave
Manchester Ave
Clayton Crest Ave
Mallory Ave
Alvina Ave
Kimberly Ave
Mangold Ave
Bridge St
Henry Ave
Ramsey Ave
Goldcrest Ave
Birchwood Ave
Klein Ave
Carpenter Ave
Halsey Ave
Bolivar Ave
Whitaker Ave
Loudoun Ave
American Dr
Tripoli Ave
Wilbur Ave
Warmimont Ct
Ohio Ave
Sunbury Ct
Holt Ave
Verona Ct
Lakefield Dr
Ruskin St
Poe St
Drury Ln
Lakefield Dr
Parnell Ave
Van Beck Ave
Howard Ave
Plainfield Ave
Leroy Ave
Tesch Ave
Norwich Ave
Waterford Ave
Whitaker Ave
Bottsford Ave
Allerton Ave
Armour Ave
Barnard Ave
Squire Ave
Van Norman Ave
Chapman Ave
Holmes Ave
Vogel Ave
Abbott Ave
Edgerton Ave
Carpenter Ave
Halsey Ave
Vogel Ave
Manchester Ave
Abbott Ave
Clayton Crest Ave
Mallory Ave
Alvina Ave
Kimberly Ave
Bridge St
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Ramsey Ave
Goldcrest Ave
Birchwood Ave
Klein Ave
Parnell Ave
Bolivar Ave
Whitaker Ave
Loudoun Ave
American Dr

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D. 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.

E. 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 enhances 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. Establish a network of convenient, safe, and well-designed bicycle and pedestrian facilities that link all local and regional systems and community destinations.
4. Continue to enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and property values.
5. Prohibit incompatible, unplanned land uses from locating within or adjacent to residential neighborhoods.
6. Ensure that a desirable balance and distribution of land uses is achieved and maintained.
7. Provide for concentrated mixed-use development in specific areas of the City, such as along Layton Avenue, 27th Street, Loomis Road, Edgerton Avenue, 76th Street, and Highway 100.
8. Work to redevelop key parcels in the City that are underutilized and/or deteriorating.
9. Promote and encourage a greater mix of housing types throughout the City.
10. Maintain the existing proportions of residential to commercial development.
11. Establish attractive gateways and entryways into the community.
12. Continue to enforce quality design standards for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.
13. Work with the City of Milwaukee to establish design guidelines and consistent zoning for development along 27th Street and Forest Home Avenue
14. Ensure the preservation of an adequate amount of open space, parklands, and public gathering places to satisfy the needs of existing and future residents.
15. 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 and Highway 100 corridors and those areas identified on the Targeted Sites Analysis.
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, Highway 100) 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.

F. 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 10 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 Plan Commission input as and citizen input received at public meetings 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, special 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 16 units per acre, although average density could be higher within a specific multi-family project. Types of housing intended for these areas may include apartment complexes, condominiums, townhouses, duplexes, and some single family detached housing. Small-scale public community facilities such as parks, schools, churches, and stormwater facilities may also be located within this designation.

Future mixed residential developments are planned in a variety of areas around the City – particularly along major thoroughfares. In these locations, mixed residential uses provide a logical transition between higher intensity uses such as commercial or mixed use areas and lower intensity 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 and the O, Office and Professional Services district are the most appropriate options.

Planned Business
This land use designation includes high-quality indoor retail, commercial service, health care facilities and other institutional uses, professional offices, research, development, and testing uses, as well as office support uses (e.g. day care, health club). 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. 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, 76th Street, Highway 100, and 27th Street. Additional recommendations for these 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; C-5, Freeway Business; O, Office and Professional Services; and BP, Business Park districts are appropriate for this land use designation.

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(1) Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map.
(2) Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision.

N

0 0.25 0.5 Miles

Adopted: 12/15/20
Sources: City of Greenfield, Milwaukee County, US Census Bureau, SEWRPC

- City of Greenfield
- Highways/Ramps
- Railroad
- Parcels
- Single Family
- Two Family/Townhouse
- Mixed Residential
- Planned Mixed Use
- Planned Business
- Neighborhood Business/Office
- General Industrial
- Community Facilities
- Public Parks & Open Space
- Woodlands
- Right-of-Way
- Water
- Primary Environmental Corridor (SEWRPC)
- Special Interest Area Boundaries

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

City of Greenfield
Comprehensive Plan

Map 6: Future Land Use

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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, 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, Highway 100, 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.

Community Facilities
This land use designation is intended to permit large-scale public buildings, healthcare facilities, schools, churches, cemeteries, fitness and recreational sports centers, 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, or business 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 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.

Woodlands
This land use designation is intended to protect existing wooded areas from development, particularly those located outside of mapped environmental corridors.

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.

G. Special Interest Areas (Smart Growth Areas)

Specific land use recommendations were prepared for distinct Special Interest Areas (SIAs) in the City. SIAs are areas that are either undeveloped, underutilized, misused, or do not have an acceptable transition between different land uses. SIAs originated in the City's 1992 Comprehensive Plan. In the 2019-2020 Plan update process, SIAs that had been redeveloped or otherwise completed have been removed from further analysis. Additional SIAs were added based on current conditions. Following are up-to-date recommendations the City's SIAs, as depicted on Maps 1 and 6.

SIA #1: Northwest Side
Description: This area includes approximately 100 acres of land located in the northwestern corner of the City. Fifteen of these acres are a part of the City of West Allis and are the site of the City of West Allis' compost operations. Ten acres of this area contains old foundry sand fill. Surrounding land uses are single family residential. The Root River Parkway is located to the east.

Recommendations: 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 currently lies outside Greenfield's jurisdiction, these lands are 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 clean up the site. Areas that cannot be cleaned up should not be developed as residential. Rather, these areas should be hardscaped with features that serve the new development (parking lots, garages, etc.).

SIA #2: 124th Street
Description: This 15-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. Wetland mapping has identified much of the area east of the existing single family development and south of Plainfield Avenue as undevelopable.

Recommendations: 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 undevelopable should be dedicated to the City and preserved as open space.

SIA #3: Whitnall Middle School Area

Description: These 46 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.



Recommendations: The northern portion of the area has developed as single family residential (Peach Tree Subdivision). It is recommended that single family and senior housing development be continued throughout the SIA. A landscape and noise buffer was installed to buffer residential development from I-43 as part of the Winterpark Subdivision. Wetlands will inhibit further development of this SIA. At the time this *Plan* was updated, a senior housing project consisting of approximately 200 units, comprised mostly of multi-family units with some townhouses, had been considered for the central parcels within this SIA.

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

The northeastern portion of this area is owned by the Whitnall School District. Referred to as the Whitnall School Forest, 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 2017-2022 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 as outlined in the Comprehensive Outdoor Recreation Plan.

SIA #4: 103rd and Oklahoma

Description: Located east and west of 103rd Street with frontage on Oklahoma Avenue, this redevelopment site consists of several parcels totaling nearly 11 acres. The site is currently occupied by a Honda overstock inventory.

Recommendations: This is a promising infill/redevelopment site due to its interstate visibility and the potential to develop the site much more intensely than its current use. The Greenway Medical Complex and Children's Hospital are located just across 103rd Street, making this site suitable for a future hospital or other complementary medical uses such as a physical therapy/rehabilitation center, medical offices, or clinics.

SIA #5: Holt Park

Description: This 30-acre area includes Holt Park, commercial development on southwest of the park fronting Morgan Avenue (currently occupied by a car dealership), and undeveloped land in the southern portion of the SIA. Commercial developments border the area to the west, and residential development is located north, south, and east. Holt Park, a Milwaukee County Park, is 24 acres and primarily wooded. There is no formal public access point to the park.

Recommendations: In order to provide access to Holt Park, Morgan Avenue should be extended along southern border of the park. There is currently there is a gap in Morgan Avenue in this location, though right-

of-way is reserved for this purpose. Other possible access points could be created on the north side of the park by extending W. Ohio Avenue or S. 103rd Street. The area south of Morgan Avenue, currently zoned C-4, should be developed as mixed residential. Development of this area would also require the extension of Morgan Avenue.

SIA #6: Beloit Road (North)
Description: This 9.8-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. Over the past decade, several new projects have developed in this area.

Recommendations: It is recommended that the City continue to promote 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 to the northeast and should provide an adequate landscape buffer between commercial developments and adjacent homes.

SIA #7: Beloit Road (South)
Description: This 4.5-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, a residential planned unit development. This area is entirely in commercial/office use and includes a multi-tenant professional office development, dentist's office, prominent fruit stand, and tavern, among other uses.

Recommendations: It is recommended that the City continue commercial development along Highway 100 and Beloit Road and continue to require the landscape buffer between the commercial development and Oak Brook Village.

SIA #8: Highway 100 & Layton (Southwest)
Description: This 14-acre area is located on Layton Avenue, west of Highway 100. The area was most recently occupied by a trucking company that has since closed. I-43 borders the property to the south, and commercial development is adjacent the area on the west and east.

Recommendations: This area has been identified as a prime redevelopment site. Given its visibility from I-43, the site is well suited for a hotel. If possible, future redevelopment should be planned in coordination with the parcels southeast of Layton and Highway 100 (SIA #9), and the parcels northwest of Layton and Highway 100.

SIA #9: Highway 100 & Layton (Southeast)
Description: This eight-acre area is located in the southeastern corner of Highway 100 and Layton Avenue. A mini-storage facility currently occupies the western portion of this area, a carwash occupies the central portion, and a 15,000 square foot office building is located on the eastern portion of the SIA.

Recommendations: It is recommended that the western portion of this site be redeveloped to accommodate high-quality, service-oriented businesses that will complement the mixed use development proposed for the surrounding area. This site could accommodate a 3-5 story building that should match the character of the surrounding buildings.

SIA #10: 92nd & Cold Spring
Description: This 52-acre area is located south of Cold Spring Road, west of 92nd Street, and north of I-894. The land is currently undeveloped except for 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 southernmost periphery of the SIA. Surrounding uses to the north, east, and west are residential.

Recommendations: The 52 acres of land in this SIA represent opportunities for residential development. When this land becomes available for purchase and development, the City should take measures to develop a multi-use trail to provide pedestrian interconnectivity within the future neighborhood. The trail should run east to west, connecting 92nd Street and 99th Street internally. A small park or tot lot could be located near 99th and I-894.

SIA #11: 92nd & Layton

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.

Recommendations: This western portion of this SIA 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. 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. Future development proposals should preserve and incorporate the stands of mature hardwood trees that are located in this area.

SIA #12: Forest Home & Layton

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 uses on the north side of Layton Avenue.

Recommendations: It is recommended that the northern portion of this SIA along Layton Avenue be developed as a mixed use area, with the same character and quality of development as employed for 84South across the street. 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. Access to this area should be provided along Forest Home Avenue and along Layton Avenue, away from the major intersections.

SIA #13: Spring Mall

Description: This area includes Spring Mall, an aging commercial area that has not seen significant investment in recent years and is ripe for redevelopment. The Spring Mall parcel alone is approximately 23 acres, and the entire SIA includes approximately 27.4 acres, located north of Cold Spring Road between 72nd Street, Forest Home Avenue, and 76th Street. The northern boundary of this site is the future Powerline Trail.
Recommendations for this Priority Special Interest Area are described in detail in Chapter One.

SIA #14: 76th & Cold Spring

Description: This 12.5-acre area is located in the north-central portion of the City, positioned west of Forest Home Avenue and south of Cold Spring Road. It is located just south of Spring Mall and west of the City Hall. The area is a mix of single family and multi-family residential, with some commercial properties. The area is surrounded by single family development to the west and commercial development to the north and northeast.

Recommendations: It is recommended that this SIA #14 be developed primarily as mixed use and commercial, with character that complements future mixed use developments on and around the Spring Mall site (see SIA #13, above). 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 west.

SIA #15: S. 76th Street

Description: This nearly 93-acre area includes both sides of 76th Street between I-894 and Edgerton Avenue/Southridge Mall. The large area contains a diverse mix of big box retail, services, and restaurants, most with ample surface parking. Residential neighborhoods are located to the east and west of the corridor.

Recommendations: Given that the future of retail is unknown and retail footprints are diminishing overall, a broader mix of uses should be considered for the 76th Street corridor. It is recommended that this area continue to be primarily commercial/retail development, with opportunities for mixed use development. This could include both mixed use buildings (first-floor commercial uses and residential above), or master planned

developments that contain both residential and commercial uses (such as 84South). Development character should complement current and planned mixed use developments on and around the former Sears Site (SIA #17) and Southridge Mall. A corridor plan could be prepared to provide more specific direction on desired land uses in specific locations, the interplay between different uses, desired urban design characteristics, pedestrian connectivity, and coordination with development in the Southridge Mall area. New development and redevelopment along this corridor should utilize high-quality building materials, site layout that supports safety and walkability, and strong architectural design. To accomplish these objectives, the City could consider an overlay zoning district with some form-based requirements for this corridor.

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 Avenue. 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. These improvements should be coordinated with the future reconstruction of Layton Avenue.

SIA #16: Layton between 72nd & 74th

Description: This 9-acre SIA encompasses the area between 72nd Street and 74th Street and includes the first row of lots on either side of Layton Avenue. The area consists primarily of single family residential land uses.

Recommendations: The intersection of 76th and Layton, located immediately west of this SIA, has been identified for long-term redevelopment. Parcels along this stretch of Layton Avenue are generally recommended for higher density development. The parcels within this SIA are potential locations for neighborhood businesses, which will help provide a transition between the high-intensity commercial/mixed use area at the 76th and Layton intersection and the mixed residential land uses proposed along both sides of Layton to the east.

SIA #17: Former Sears Site/Southridge Area

Description: This 25-acre area is located south of Edgerton Avenue between 68th and 76th Streets. Situated within the Greenfield portion of the Southridge Mall shopping center, this SIA consists of a vacant Sears store and an extensive surface parking lot. *Recommendations for this Priority Special Interest Area are described in detail in Chapter One.*

SIA #18: Pines of Greenfield

Description: This 21-acre undeveloped area is located south of Layton Avenue, west of Chapel Hill Memorial Park cemetery. Two large parcels comprise this SIA: the western parcel of about 14.8 acres includes a small amount of frontage on Layton Avenue. The eastern parcel is owned and occupied by the cemetery, with the northern third of the parcel remaining undeveloped. Although the western parcel has frontage on Layton, there is currently no road access to the site. The perimeter of the site is surrounded by trees. The western parcel is located within City of Greenfield TID No. 4.

Recommendations: Given the lack of visibility from Layton Avenue and existing residential uses to the west, south, and east, higher-density residential uses are recommended in this location. The site could potentially be expanded to include undeveloped land owned by the cemetery. Due to the site's larger size, it could also accommodate a master planned, mixed use development. Higher intensity uses should be oriented to Layton Avenue, and smaller scale multi-family residential (e.g., townhomes, 2-4 unit buildings) should provide a land use transition along the southern edge of the property, adjacent to the single family neighborhoods. Development of the site would require construction of a defined access point to Layton Avenue and potentially an additional access point on 60th Street. Additionally, an internal sidewalk and street grid should be provided to ensure walkability and eliminate the need to drive within the development. This pedestrian network should be interconnected to adjacent development to the north and west.

SIA #19: Civic Center
Description: This area is located south of Layton Avenue and northwest of Loomis Road in the eastern portion of the City. The area includes vacant properties, a bowling alley, golf properties, residential uses along a commercial corridor, and a landscaping business. These parcels are adjacent to Konkel Park and Greenfield's Civic Center. The SIA is 122 acres.

Recommendations: Aesthetic 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. This entire area includes potential for redevelopment opportunities, which should complement Konkel Park and nearby civic uses.

SIA #20: Edgerton & Loomis
Description: This 32-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 some vacant lots located on Loomis Road.

Recommendations: Much of this area is recommended for mixed use development. While a mix of commercial, office, and residential uses would be appropriate here, it is noted that office uses could be most suitable to 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 located to the north towards Layton Avenue. The northern portion of the site, along Edgerton Avenue, is appropriate for a mix of residential development.

SIA #21: Loomis Crossing
Description: This approximately 91-acre 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 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 for this Priority Special Interest Area are described in detail in Chapter One.**

SIA #22: 27th & Cold Spring
Description: This 22-acre area is located in the northeastern portion of the City, west of 27th Street and north of Cold Spring Road. Pondview Park is located directly to the west of the SIA. Commercial development is located along 27th Street. Between Pondview Park and the commercial development, there are approximately 11 acres that have been rezoned as a planned unit development and which are currently vacant.

Recommendations: It is recommended that the City continue with its plans to develop this area for mixed use and multi-family residential with planned mixed use along the 27th Street frontage. Future multi-family development should include an access point to Cold Spring Road to the south.

SIA #23: Layton between 27th & 35th
Description: This 40-acre 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 parcels in between are single family residential.

Recommendations: 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.

SIA #24: Former Target Site
Description: This 22-acre area includes a vacant site formerly home to a Target retailer. The property is dominated by surface parking. Outlot development fronting 27th Street is currently occupied, as well as the Ashley HomeStore immediately adjacent to the north. Barnard Park and Greenfield Middle School are located to the west of the former Target store but are not easily accessed. A single family neighborhood is located to the south. **Recommendations for this Priority Special Interest Area are described in detail in Chapter One.**

Layton Avenue Corridor
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. Much progress has been made over the last decade in cementing Layton Avenue as the City's "main street," including infill development, improvements to the City's Civic Center, and the development of 84South.

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 (124th to 92nd)
In the western portion of the Layton Avenue 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.



This portion of the Layton Avenue corridor intersects with the 76th Street corridor. 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. This is further described under SIA#15, above.

Layton Central (92nd to 60th)
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 Meijer development at the northeast corner of this intersection can provide an anchor for new activity.

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 home of the Greenfield Police Department, Greenfield Public Library, and the newly updated Konkel Park. 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. Mixed-use development should complement the surrounding residential neighborhoods and contribute to civic character.



Also found in this portion of the Layton Avenue corridor, the **84South mixed use development** is an example of a significant investment in Greenfield. 84South is a nearly 50-acre mixed-use development located along I-894 between Layton Avenue and S. 84th and S. 92nd Streets. It features a mix of healthcare, retail, dining, residential, and entertainment uses within a single development. Major retail tenants include anchor stores Kohl's and Total Wine & More, as well as Fresh Thyme, Ross Dress for Less, Marshall's, Ulta, Carter's, Kirkland's, OshKosh and Five Below, Steinhafels, and Portillo's. In total, the development includes 20 stores and restaurants. In addition to retail buildings, 84South also includes an Aurora Health Care outpatient surgery center, the 268-unit Forte at 84South apartment complex, and a planned food and beverage component called The Lokal. The Lokal, still in the planning stages when this *Comprehensive Plan* was being updated, will feature the Greenfield Public Market, with 10 to 15 local food and beverage vendors, as well as a brew house-style restaurant, and an outdoor beer garden and gathering space.

With the exception of the corner of 84th Street and Layton Avenue intended for The Lokal, 84South was largely completed by the summer of 2019. 84South has generated $93 million in new property value and is projected to generate another $28 million in 2020, and it has helped attract development to other nearby properties. This project reflects a successful partnership of the City and the private sector, and the City hopes to see continued use of public-private partnerships to accomplish more mixed use redevelopment projects in the future.

The City should ensure that development at 84th Street and Layton Avenue is a destination location unique to Greenfield that attracts residents and visitors, primarily oriented to gathering, relaxation, and entertainment. Ensure safe pedestrian access and interconnectivity is encouraged throughout.

Layton East (60th to 27th)

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. 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.

Layton Avenue Implementation Strategy:

1. Coordinate installation of public improvements with planned road reconstruction in 2020, particularly improvements that address pedestrian access and safety.
2. Develop detailed design plans for public improvements and targeted redevelopment sites along Layton Avenue.
3. Take a lead role in acquiring lands in targeted redevelopment areas. A high priority should be the intersection of Layton and 60th Street. Use TIF to facilitate these acquisitions.
4. Rezone as necessary to advance the plan.

27th Street Corridor

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. In particular, the City and the Historic Highway 41 Business Improvement District (BID) should focus on the recommendations of the South 27th Street Strategic Action Plan, completed in 2017 by the City of Milwaukee in cooperation with the BID and the City of Greenfield. See sidebar.

The future character of 27th Street should be unique and vibrant and should celebrate the auto-oriented nature and function of the corridor. The City and the BID should work together to continue installing distinctive, eye-catching signage and other street fixtures along the corridor. 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, which is recommended for mixed use development on the Future Land Use Map. Development along 27th Street should be attractive, pedestrian-scale, retail development, served by parking in back.

City of Milwaukee South 27th Street Strategic Action Plan (2017)

In 2017, the City of Milwaukee's Department of City Development completed a strategic action plan to identify ways to build on S. 27th Street's strengths as a commercial area, as well as to identify ways to ensure its vitality in the future. The plan was completed in collaboration with the South 27th Street Business Improvement District, the City of Greenfield, and other local stakeholders.

This planning study provides a comprehensive overview of S. 27th Street's assets, strengths, and weaknesses; analyzes retail demand in the area; proposes redevelopment options for key sites; and suggests strategies for implementing the proposed improvements. The plan is focused on the area of S. 27th Street between College Avenue and Oklahoma Avenue, which includes the full 2.5 miles of S. 27th Street that is located within the City of Greenfield. Key government-led recommended actions include:

1. Work with WisDOT to make S. 27th Street safer and more comfortable for pedestrians and bicyclists.
2. Explore a zoning overlay for the Milwaukee side of S. 27th Street, to ensure consistent enforcement of zoning standards.
3. Naturalize Wilson Creek and establish it as a neighborhood-serving amenity.
4. Issue a request for proposals for the former Wildenberg Hotel site, incorporating the design concepts generated during the South 27th Street Charette.

South 27th Street Charette (2016)

In 2016, a visioning charette was held for the S. 27th Street corridor in the cities of Milwaukee and Greenfield. The intent of the process was to explore and evaluate development ideas and possibilities for six specific sites on the corridor in order to transform 27th Street from a suburban auto-dominated corridor into a series of walkable destinations. Throughout the day-long charette, teams generated ideas for the sites and shared them with a larger stakeholder group to receive feedback. Two of the six sites were located within the City of Greenfield: the northwest Corner of W. Cold Spring Road and S. 27th Street, and the northwest Corner of W. Layton Avenue and S. 27th Street.

To provide a transition between higher intensity uses along 27th Street 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.

27th Street Implementation Strategy:

1. Work with the City of Milwaukee and area businesses owners to improve the aesthetics along both sides of 27th Street; consider developing common zoning classifications, design standards, and public amenities for 27th Street.
2. Support and assist in the efforts of the South 27th Street Business District Association a/k/a Historic Highway 41 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. 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
5. Step up code enforcement along this corridor.
6. Consider the creation of a revolving loan fund to assist existing or new business to redevelop their properties (TIF, BID, banks).
7. 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 TIF districts

H. Other Land Use Programs and Recommendations

Remain Actively Involved in Redevelopment Projects

In order to implement this *Plan*, **the City must continue to actively promote, assist, and solicit the assemblage of key sites for redevelopment.** 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. Over the last decade, the City has approved a greater number of higher-density projects. Increasing density is one of the few options for growing tax base in a community such as Greenfield that is effectively built-out.

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 larger developments incorporating multiple buildings, 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, bike racks, 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:
In more recent years, the Layton Avenue corridor between 43rd Street and 60th Street has slowly evolved to the point that it now has a civic "main street" feel. This look and feel should continue to be enhanced as opportunities arise in the future. As the City evolves, opportunities exist to reshape or brand other areas of the City 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, along streets, and as buffers between residential and commercial uses.

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.

CHAPTER FOUR: TRANSPORTATION

A. Transportation Goals, Objectives, and Policies

Goal:

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

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 S. 27th Street.
- Coordinate with WisDOT on improving key I-894 interchanges

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 improve the Loomis park and ride. Explore the development of a privately-operated, mixed use commuter center into the park and ride .
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. 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.
5. Consider the needs of bicyclists and pedestrians in all roadway improvements projects, including roadway surfaces, safety, intersection design, and roadway width.
6. Ensure that trails and sidewalks are constructed as part of the initial infrastructure in newly developing neighborhoods.
7. 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.

B. Transportation Programs and Recommendations

Develop the Powerline Trail along the We Energies Right-of-Way

Implementing the Powerline Trail through Greenfield is a high priority for the City. In addition to providing a first-class recreational resource, it is anticipated that the trail will replace single-occupancy vehicle trips in Greenfield by shifting car trips to walking or bicycling trips. The project area is surrounded by a mix of residential uses, schools, retail centers, parks, and offices. As the trail is expanded, the modal shift would increase further. As Phase 1 enters the implementation phase, the City will begin planning and seeking funding for Phase 2, in collaboration with partner organizations, municipalities, and agencies. The City should encourage development along the trail corridor to connect to the trail and promote trail access points as community amenities.

Develop a Multi-Use Recreational Trail along the Honey Creek Corridor

Following restoration of Honey Creek (see Chapter 2, Natural Resource Recommendations), **the City should provide a recreational trail along this natural corridor to parallel the Oak Leaf Trail in the Root River Parkway.** Eventually, this trail would be connected to the Root River Parkway via the planned Powerline Trail.

Develop a Network of Bike Lanes and Off-Street Paths

The City's 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 7 and Map 8 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 1) conduct a comprehensive assessment of roadway conditions to ensure that the safest and most efficient routes are provided, and 2) prepare a comprehensive bicycle and pedestrian plan to summarize conditions, highlight issues, and recommended specific bicycle and pedestrian facilities.**

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.

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 that the corridor must maintain a high profile, and that it should be comprised of organized and specific land uses. To further support this role for Layton Avenue, the City should work with County and WisDOT officials concerning new median construction, landscaping, sidewalks, and lighting along the corridor. This work should be coordinated with the scheduled street reconstruction that is currently planned for 2021.

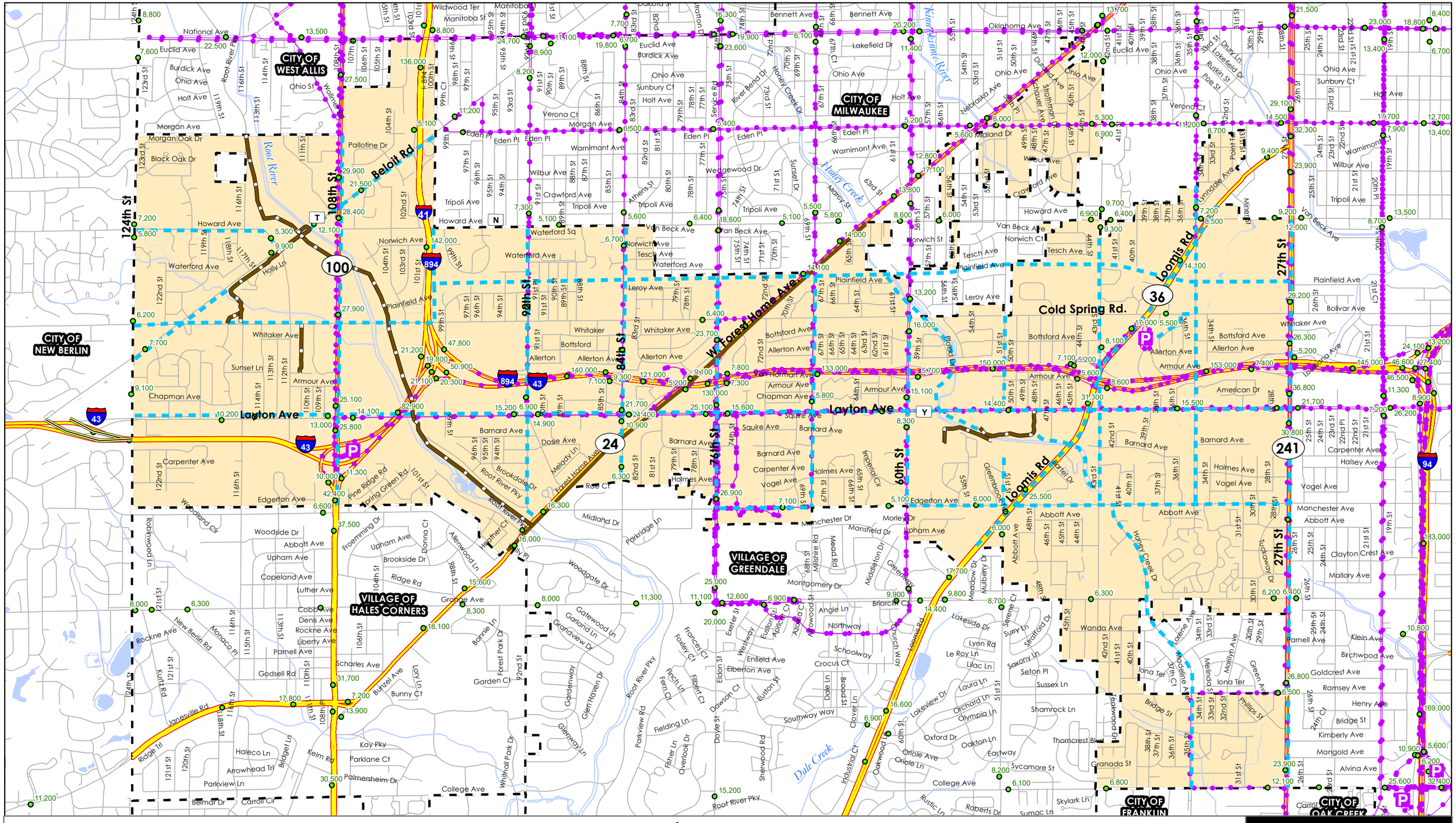
Likewise, 27th Street functions as Greenfield's major east side commercial corridor**. Similar improvements should be planned for this roadway, especially median plantings, landscaping, and lighting upgrades.** The City should coordinate with City of Milwaukee officials in seeking these improvements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

Similar conversations could be had with officials regarding College Avenue and 92nd Street.

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

These improvements should include the completion of a full diamond interchange at 84th Street and studying the feasibility of completing or consolidating on/off access at a single point on Highway 100. Additionally, the City should remain informed of the timing of a possible reconstruction of the Hale Interchange in the very long-term. 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.

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CITY OF WEST ALLIS
CITY OF MILWAUKEE
CITY OF NEW BERLIN
VILLAGE OF HALES CORNERS
VILLAGE OF GREENDALE
CITY OF FRANKLIN
CITY OF OAK CREEK
Beloit Rd
108th St
124th St
Root River
Kinnickinnic River
Honey Creek
Wilson Park Creek
Dale Creek
Loomis Rd
27th St
W Forest Home Ave
84th St
76th St
60th St
Layton Ave
Cold Spring Rd.
Howard Ave
Plainfield Ave
Norwich Ave
Waterford Sq
Waterford Ave
Tesch Ave
Van Beck Ave
Leroy Ave
Whitaker Ave
Bottsford Ave
Allerton Ave
Armour Ave
Van Norman Ave
Chapman Ave
Squire Ave
Barnard Ave
Carpenter Ave
Edgerton Ave
Morgan Ave
Eden Pl
Warnimont Ave
Wilbur Ave
Crawford Ave
Tripoli Ave
Ohio Ave
Holt Ave
Sunbury Ct
Verona Ct
Euclid Ave
Burdick Ave
Lakefield Dr
Oklahoma Ave
Nebraska Ave
Midland Dr
Manitoba St
Wildwood Ter
Dakota St
Bennett Ave
Pallotine Dr
Morgan Oak Dr
Black Oak Dr
Howard Ave
Holly Ln
Sunset Ln
Armour Ave
Chapman Ave
Layton Ave
Carpenter Ave
Edgerton Ave
Barnard Ave
Dosie Ave
Meldy Ln
Forest Home Ave
Brookdale Dr
Root River Pky
Pine Ridge Rd
Spring Green Rd
Midland Dr
Parkridge Ln
Woodgate Dr
Gatewood Ln
Garland Ln
Grandview Dr
Ridge Rd
Grange Ave
Woodside Dr
Abbott Ave
Upham Ave
Copeland Ave
Luther Ave
Cobb Ave
Dens Ave
Rockne Ave
Liberty Ave
Parnell Ave
Godsell Rd
Scharles Ave
Buhzel Ave
Bunny Ct
Janesville Rd
Ridge Trl
Haleco Ln
Arrowhead Trl
Parkview Ln
Belmar Dr
Carroll Cir
Kay Pky
Parklane Ct
Palmersheim Dr
College Ave
Froemming Dr
Donna Ct
Allenwood Ln
Brookside Dr
Heather Ct
Bonnie Ln
Forest Park Dr
Garden Ct
Glenhaven Dr
Glenway Ln
Parkview Rd
Root River Pky
Fielding Ln
Fisher Ln
Overlook Dr
Foxley Ct
Frisch Ln
Fern Ct
Filbert Ct
Frances Ct
Exeter St
Eldon St
Dawson Ct
Euston St
Doyle St
Dale Ln
Broadst St
Clover Ln
Sherwood Rd
Southway Way
Enfield Ave
Elberton Ave
Crocus Ct
Schoolway
Northway
Angle Ln
Briarcliff Ct
Woodcrest Dr
Meadow Dr
Mulberry Dr
Middleton Dr
Greenway
Montgomery Dr
Manchester Dr
Morley Dr
Upham Ave
Mansfield Dr
Millshire Rd
Mead Rd
Root River Pky
Oakwood Ln
Industrial Ct
Oriole Ave
Oriole Ln
Oakton Ln
Eastway
Sycamore St
Granada St
Thorncrest Blvd
Olympia Ln
Orchard Ln
Laura Ln
Lakeview Dr
Oxford Dr
Lilac Ln
Le Roy Ln
Lynn Rd
Lakeside Dr
Serene Ct
Sury Ln
Stratford Dr
Saxony Ln
Seton Pl
Sussex Ln
Shamrock Ln
Wanda Ave
Iona Ter
Madeline Ave
Lorene Ave
Melinda Ln
Melinda Ct
Melvin Ave
Green Ave
Phillips St
Bridge St
Kimberly Ave
Mangold Ave
Alvina Ave
Klein Ave
Parnell Ave
Birchwood Ave
Goldcrest Ave
Ramsey Ave
Henry Ave
Clayton Crest Ave
Mallory Ave
Halsey Ave
Vogel Ave
Holmes Ave
Abbott Ave
Manchester Ave
Bolivar Ave
American Dr
Lowland Ave
Allerton Ave
Whitaker Ave
Bottsford Ave
Plainfield Ave
Leroy Ave
Van Beck Ave
Norwich Ave
Tesch Ave
Howard Ave
Wilbur Ave
Warnimont Ave
Eden Pl
Morgan Ave
Ohio Ave
Holt Ave
Sunbury Ct
Verona Ct
Euclid Ave
Burdick Ave
Lakefield Dr
Oklahoma Ave
Nebraska Ave
Midland Dr
Manitoba St
Wildwood Ter
Dakota St
Bennett Ave
Lakefield Dr
Ruskin St
Poe St
Drury Ln
Point Dr
Lynndale Ave
Van Beck Ave
Plainfield Ave
Bolivar Ave
Whitaker Ave
Bottsford Ave
Allerton Ave
Armour Ave
American Dr
Barnard Ave
Carpenter Ave
Halsey Ave
Vogel Ave
Holmes Ave
Abbott Ave
Manchester Ave
Clayton Crest Ave
Mallory Ave
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Tripoli Ave
Ohio Ave
Sunbury Ct
Holt Ave
Verona Ct
Euclid Ave
Lakefield Dr
Oklahoma Ave
Nebraska Ave
Midland Dr
Bennett Ave
Manitoba St
Wildwood Ter
Dakota St
Root River
Kinnickinnic River
Honey Creek
Wilson Park Creek
Dale Creek
Loomis Rd
27th St
W Forest Home Ave
84th St
76th St
60th St
Layton Ave
Cold Spring Rd.
Howard Ave
Plainfield Ave
Norwich Ave
Waterford Sq
Waterford Ave
Tesch Ave
Van Beck Ave
Leroy Ave
Whitaker Ave
Bottsford Ave
Allerton Ave
Armour Ave
Van Norman Ave
Chapman Ave
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Barnard Ave
Carpenter Ave
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Morgan Ave
Eden Pl
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Wilbur Ave
Crawford Ave
Tripoli Ave
Ohio Ave
Holt Ave
Sunbury Ct
Verona Ct
Euclid Ave
Burdick Ave
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Oklahoma Ave
Nebraska Ave
Midland Dr
Manitoba St
Wildwood Ter
Dakota St
Bennett Ave
Pallotine Dr
Morgan Oak Dr
Black Oak Dr
Howard Ave
Holly Ln
Sunset Ln
Armour Ave
Chapman Ave
Layton Ave
Carpenter Ave
Edgerton Ave
Barnard Ave
Dosie Ave
Meldy Ln
Forest Home Ave
Brookdale Dr
Root River Pky
Pine Ridge Rd
Spring Green Rd
Midland Dr
Parkridge Ln
Woodgate Dr
Gatewood Ln
Garland Ln
Grandview Dr
Ridge Rd
Grange Ave
Woodside Dr
Abbott Ave
Upham Ave
Copeland Ave
Luther Ave
Cobb Ave
Dens Ave
Rockne Ave
Liberty Ave
Parnell Ave
Godsell Rd
Scharles Ave
Buhzel Ave
Bunny Ct
Janesville Rd
Ridge Trl
Haleco Ln
Arrowhead Trl
Parkview Ln
Belmar Dr
Carroll Cir
Kay Pky
Parklane Ct
Palmersheim Dr
College Ave
Froemming Dr
Donna Ct
Allenwood Ln
Brookside Dr
Heather Ct
Bonnie Ln
Forest Park Dr
Garden Ct
Glenhaven Dr
Glenway Ln
Parkview Rd
Root River Pky
Fielding Ln
Fisher Ln
Overlook Dr
Foxley Ct
Frisch Ln
Fern Ct
Filbert Ct
Frances Ct
Exeter St
Eldon St
Dawson Ct
Euston St
Doyle St
Dale Ln
Broadst St
Clover Ln
Sherwood Rd
Southway Way
Enfield Ave
Elberton Ave
Crocus Ct
Schoolway
Northway
Angle Ln
Briarcliff Ct
Woodcrest Dr
Meadow Dr
Mulberry Dr
Middleton Dr
Greenway
Montgomery Dr
Manchester Dr
Morley Dr
Upham Ave
Mansfield Dr
Millshire Rd
Mead Rd
Root River Pky
Oakwood Ln
Industrial Ct
Oriole Ave
Oriole Ln
Oakton Ln
Eastway
Sycamore St
Granada St
Thorncrest Blvd
Olympia Ln
Orchard Ln
Laura Ln
Lakeview Dr
Oxford Dr
Lilac Ln
Le Roy Ln
Lynn Rd
Lakeside Dr
Serene Ct
Sury Ln
Stratford Dr
Saxony Ln
Seton Pl
Sussex Ln
Shamrock Ln
Wanda Ave
Iona Ter
Madeline Ave
Lorene Ave
Melinda Ln
Melinda Ct
Melvin Ave
Green Ave
Phillips St
Bridge St
Kimberly Ave
Mangold Ave
Alvina Ave
Klein Ave
Parnell Ave
Birchwood Ave
Goldcrest Ave
Ramsey Ave
Henry Ave
Clayton Crest Ave
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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 8 highlights several of the utilities and facilities described below.

Summary of Utility and Community Facilities Recommendations

- Implement the recommendations in the City's Comprehensive Outdoor Recreation Plan.
- Update and Maintain Existing Community Utilities and Facilities

A. 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 healthcare and childcare 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 of the Comprehensive Outdoor Recreation Plan

The City last adopted a Comprehensive Outdoor Recreation Plan (CORP) in 2017 and was in the process of completing a five-year update in 2020.

Based upon the needs assessment prepared as part of the City's 2017-2022 CORP, Greenfield's future local standard for park acreage is 6.8 acres per 1,000 persons. Broken down by park type, the local standards are 0.35 acres per 1,000 persons for mini-parks, 3.62 acres per 1,000 persons for neighborhood parks, and three acres per 1,000 persons for community parks.

By 2025, it is recommended the City acquire and/or develop an additional 247 acres of parkland. 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:

1. Acquire and/or develop a minimum of 6.4 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 7.4 acres of neighborhood parkland by 2025 to serve new and existing residents.
3. Acquire and/or develop an additional 203 acres of community parkland by 2025 to serve new and existing residents.

Refer to the 2017-2022 CORP for more detailed and additional recommendations. General proposed locations for future mini-parks, neighborhood parks, and community parks are depicted on Map 8: Community Facilities.

Update and Maintain Existing Utilities and Facilities

Table 2 forecasts the need to update and maintain existing community facilities, utilities, and public services over the planning period.

Table 2: 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	Ongoing	Continue to maintain current facility.
Police Station	Ongoing	Continue to maintain current facility.
Fire Department and Emergency Medical Services	2020-2022	Conduct a feasibility study for the replacement of Fire Station 2.
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	Ongoing	Continue to maintain current facility.
Schools	2021-2022	Coordinate with 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 60th Street.
Park and Recreation Facilities	2020-2022	Continue cooperation with We Energies and other partners to develop the Powerline Trail Phase 1 and Phase 2.
	Ongoing	▪ Continue to follow the recommendations outlined in the Comprehensive Outdoor Recreation Plan. ▪ Refer to the City's recommended 5-Year Capital Improvement for a detailed timeline for land acquisitions and improvements.
	2020	Update the Comprehensive Outdoor Recreation Plan to remain eligible for State and Federal grant funds.
Community Center	Ongoing	Continue to maintain current facility.
Sanitary Sewer Service	Ongoing	Continue to cooperate with Milwaukee Metropolitan Sewerage District (MMSD)
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 high-quality broadband services.
Cemeteries	Not applicable	Private parties will provide cemetery capacity in and around the City as needed.
Childcare Facilities	Ongoing	Childcare services and facilities are expected to expand to meet additional needs.

Regional and Multi-Community Parks

1. Root River Parkway

Special Open Space Areas

2. Wildcat Creek Nature Corridor
3. Falcon Ridge Trail Connection
4. Towering Woods Nature Area
5. Holt Park
6. Pondview Park
7. Brookside/Meadow Drive Park
8. Bicentennial Park

Community Parks

9. Konkel Park
10. Zablocki Park
11. Kulwicki Park

Neighborhood Parks

12. Armour Park
13. Barnard Park
14. Dan Jansen Park

Mini Parks

15. Donald Almquist Park
16. Haker Park
17. Creekwood Park
18. Cooper's Hawk Park
19. Falcon View/ Trail Connection Park
20. Lavies Park
21. Jim Smrz Park

N

0 0.25 0.5 Miles

Adopted: 12/15/20

Sources: City of Greenfield, Milwaukee County, US Census Bureau, SEWRPC, WisDOT, MCTS

City of Greenfield

Municipal Boundaries

Surface Water

Interstates

Roads

Railroad

Existing Community Facilities

Cemetery
City Hall
Medical Facilities
Library
Community Center
Post Office
Police Station
Fire Dept
Schools
Radio Tower
Water Tower
County Parks
City Parks
Off-Street Multi-Use Trail
On-Street Bicycle Lane

Planned Community Facilities

Community Park
Neighborhood Park
Mini Park
Trailhead
Skate Park
Recommended Bicycle or Pedestrian Facilities

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

City of Greenfield
Comprehensive Plan

Map 8: Community Facilities

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CHAPTER SIX: HOUSING AND NEIGHBORHOOD DEVELOPMENT

A. 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. Support programs that maintain or rehabilitate the City's existing housing stock.
2. Promote high-quality residential development that enhances existing neighborhoods.
3. Support infill and redevelopment practices in the areas identified by this *Plan* to continue to diversify the City's housing stock.
4. Carefully control residential development to provide a range of housing types, densities, and costs.
5. Provide a range of housing types that meet the needs of persons of all income levels, age groups, and people with special needs.
6. Promote neighborhoods that are oriented to pedestrians and well-served by sidewalks, bicycle facilities, paths, and trails.
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.

Summary of Housing and Neighborhood Development Recommendations

- Enhance design standards for mixed use development and 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.

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 with porches and windows dominating the front façade rather than garages; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design; and proximity to shopping and services.
2. Adopt a residential design standard that discourages "snout houses" (houses in which the garage is the dominant feature). Such ordinances typically establish a maximum percent of the façade that can be devoted to the garage and establish a maximum distance a front-facing garage can extend beyond the front façade of the house.
3. Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, infill development, and maintenance and improvement of parks.
4. 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.

5. 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.
6. Continue to require developers to help fund safe and efficient pedestrian and bicycle access between residential neighborhoods and nearby parks and schools.
7. Require new multi-family development to incorporate high-quality design features, materials, and styles.
8. Allow accessory dwelling units and in-family suites in residential zoning districts to promote an alternative affordable housing option.
9. Explore policies to address issues related to Airbnb and short-term rentals.

B. 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.

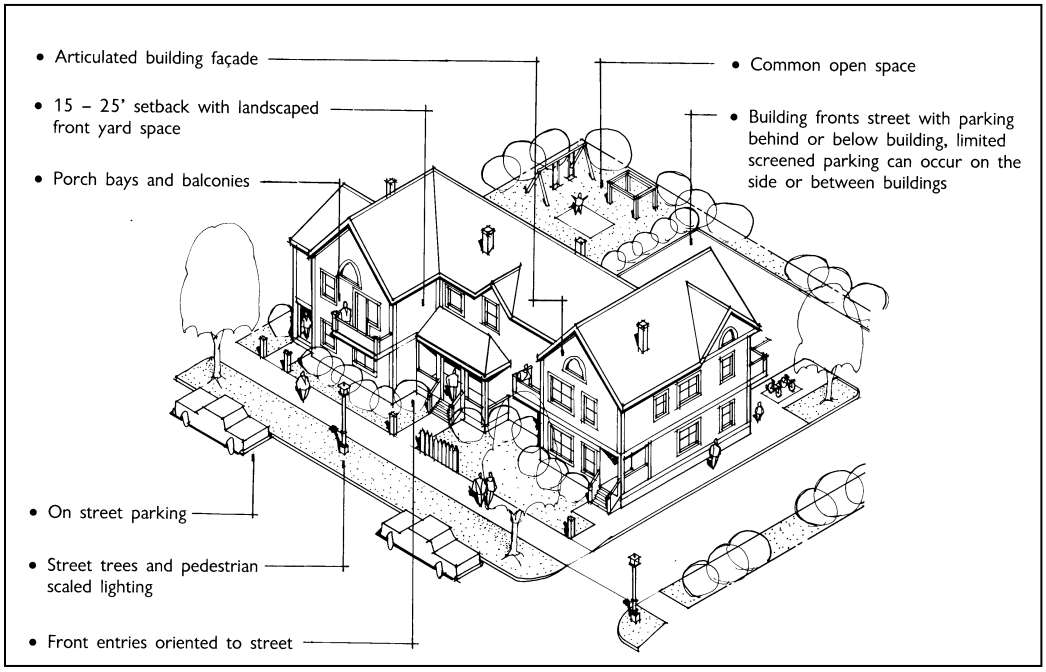
- Incorporate architectural designs that fit the context of the surrounding neighborhood and the City's overall character. Adjacent to single family residential areas, encourage layouts where buildings appear to be groupings of smaller residences.
- Use brick and other natural materials on building facades. 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 3: 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 potential, 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 on following page).

Furthermore, a well-balanced and self-sustaining community requires a greater choice of housing for people at various stages of their careers and lives. 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. A few ways to advance affordable and attainable housing in Greenfield include:

- **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 design standards are intended to address some of these issues. Additionally, creating zoning districts that allow mixed-use development by-right can help foster new high-quality multi-family development that integrates other land uses and removes the need for these types of developments to require going through the Planned Unit Development process.
- **Reduce or waive parking requirements and/or allow shared parking for multi-family residential developments**. This can be done through a variety of ways including zoning changes, development agreements, or policy decisions. Reductions should be focused in locations where alternative transportation options are available.
- **Promote smaller-lot single family options.** A recent trend in the large metro areas around the state is the construction of alley-loaded 4,000-5,000 square foot single family homes. By allowing smaller lots, less land and utility infrastructure is needed, thus creating homes at a lower price point for first time buyers, empty nesters, and young families. This type of housing is well-suited to infill development.
- **Utilize tax incremental financing (TIF).** Utilize the special provision in tax increment financing law that allows the City to keep a tax increment financing district open for an extra year to support affordable housing and improve housing stock anywhere within the City.
- **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.

Supporting Greenfield's Tax Base with Empty-Nester and Retirement Housing

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.



- **Consider density bonuses to incentivize developers to increase the density of development in strategic locations.** This policy would permit an increase in the allowable dwelling units per acre, floor area ratio, or height for pre-identified sites (increase between 10 to 20%) in exchange for the inclusion of affordable housing units in the development.

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 of smaller single family homes, often on smaller lots, as infill development provides lower-cost single family housing options and contributes to the City's stock of owner-occupied affordable housing.

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CHAPTER SEVEN: ECONOMIC DEVELOPMENT

A. 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.

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.

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 3.

Table 3: 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 Mitchell International Airport, an 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.

Specific areas of economic focus are described below.

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.

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 – 84South
The mixed use development at 84South remains an area of economic development focus. This project is described in Chapter Three. The City should build on this emerging destination and use it as a model (both best practices and lessons learned) for future mixed use districts in Greenfield.

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.
11. Support and attract local (non-chain) businesses in the City.
12. Work with the Greater Greenfield Chamber of Commerce on economic development initiatives. Continue to identify opportunities for collaboration.

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. As needed, develop SIA concept plans 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. Marketing activities are largely managed by City staff and typically include 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. A fulltime staff person would likely be needed maintain such an inventory. City staff also collaborates with local economic development groups to help promote the City within the region, including the Greater Greenfield Chamber of Commerce and South 27th Street Business Improvement District.

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.

Collaborate with Greater Greenfield Chamber of Commerce

The City is actively involved in collaborating with the Greater Greenfield Chamber of Commerce. Their activities include attracting new businesses to Greenfield and providing collaboration and networking opportunities for members. Currently, volunteer-led, they are actively seeking new members and continue to grow their organizational capacity.

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

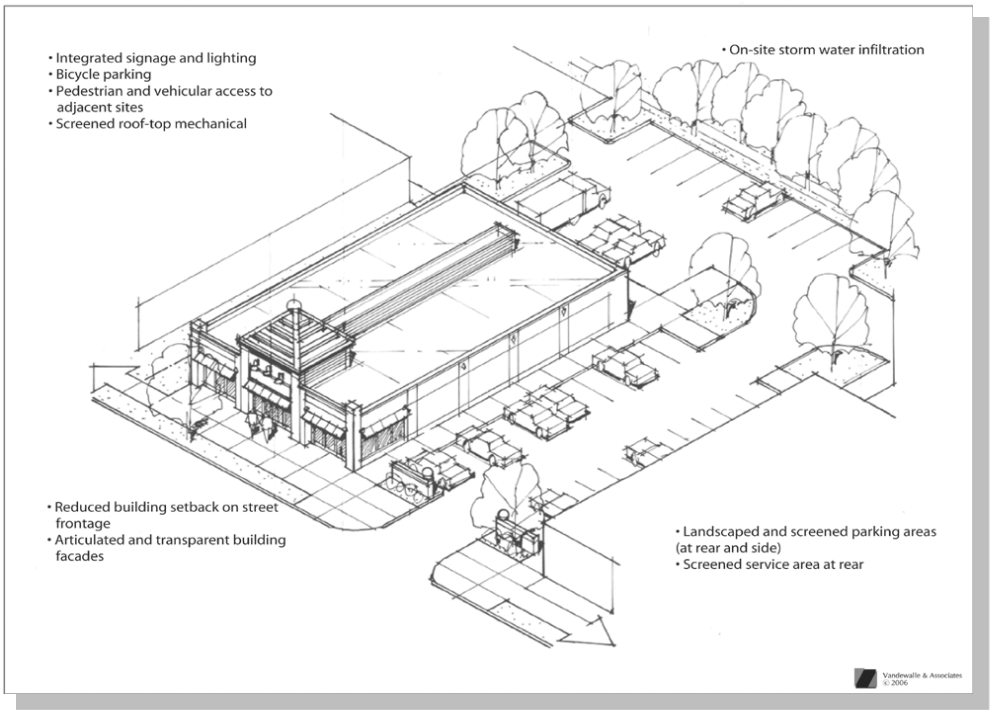


Figure 5: Preferred Layout for Indoor Retail, Service, and Community Facility Development (Large Scale)

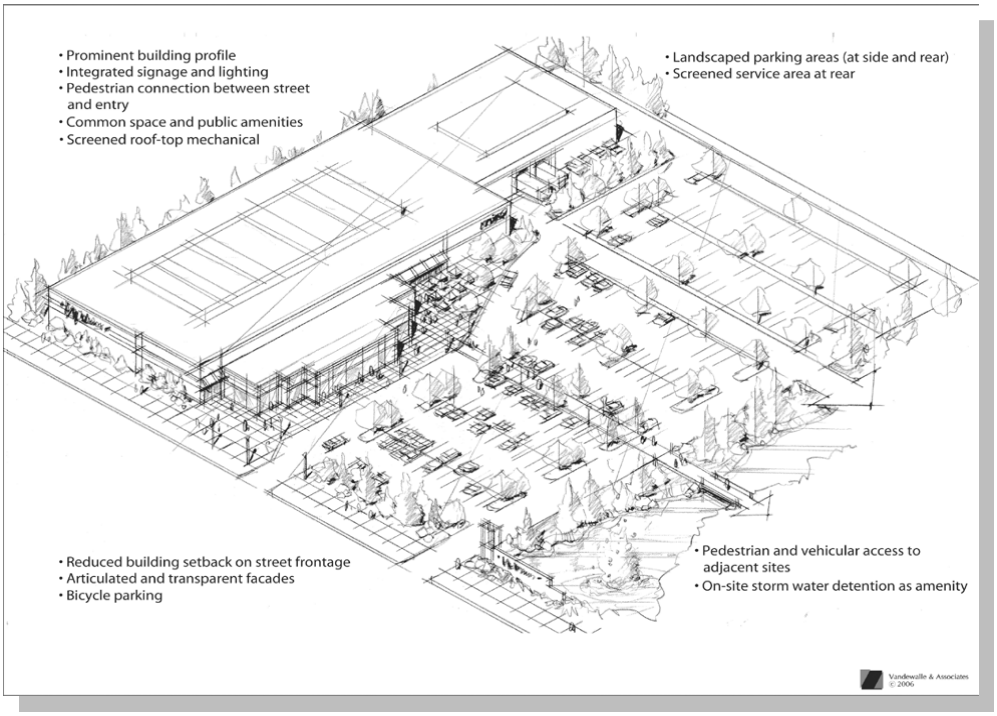


Figure 6: In-Vehicle Sale and Service (e.g,. Gas Stations, Fast Food Restaurants)

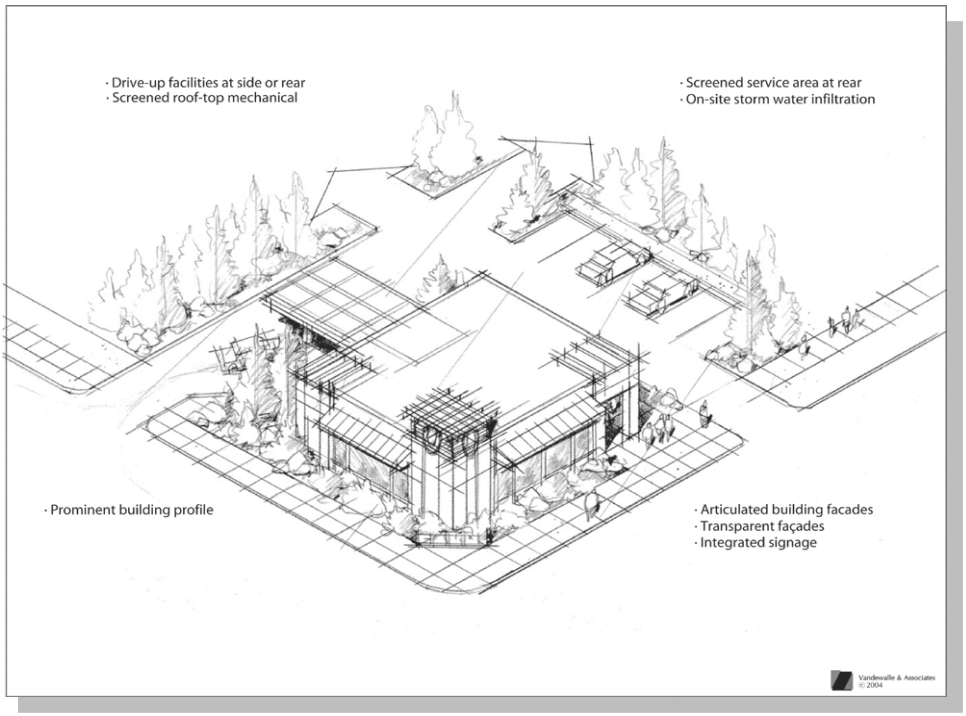
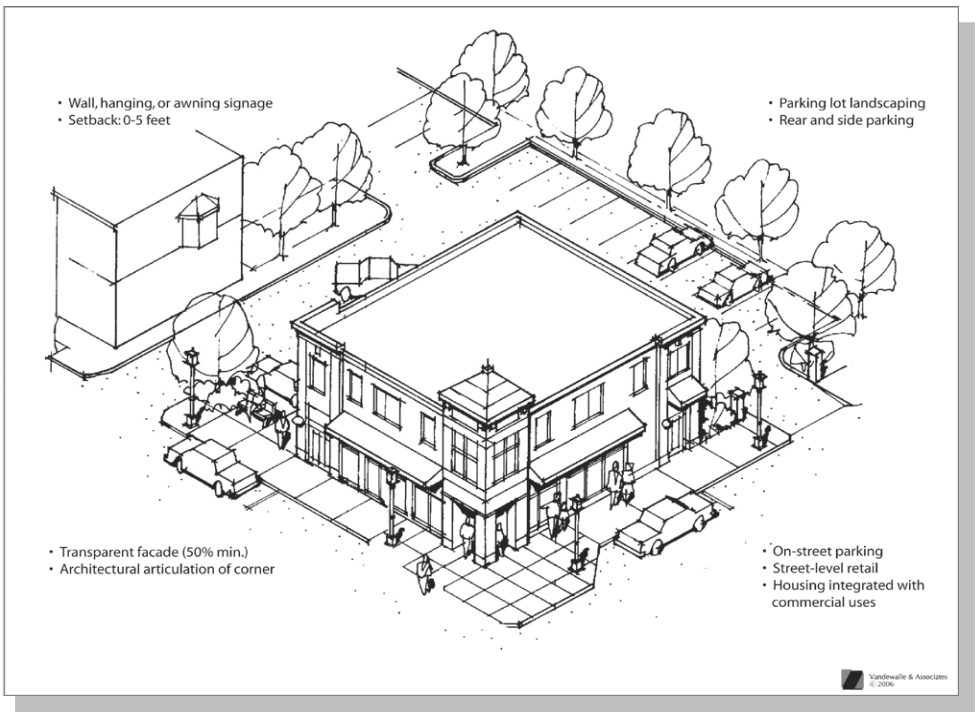


Figure 7: Neighborhood Business, Community Facilities, Mixed-Use



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.

Continue to 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.

Request a Single ZIP Code for the City of Greenfield

Currently the City of Greenfield straddles seven different ZIP codes: 53129, 53130, 53219, 53220, 53221, 53227, and 53228. When addressing mail, the United States Postal Service prefers addresses in these ZIP codes to be coded as either Milwaukee, Hales Corners, or Greendale, although Greenfield may be used as alternative. A ZIP code unique to Greenfield could help distinguish the City from its neighbors.

One aspect of the issue is community identity, with the ZIP code being a way to identify an area as a distinct geographic place. According to the United States Postal Service, ZIP codes exist to provide reliable delivery of letters and parcels. Changes to ZIP code boundaries are uncommon; usually new ZIP codes are established only to improve the delivery of mail. However, there are other reasons the City might consider requesting its own ZIP code.

In some cases, sharing a ZIP code could cost the City revenue. For example, cable companies often pay franchise fees to municipalities based on the number of subscribers within the municipality. Those numbers are calculated by the cable company. In some cases, the franchise fees collected from Greenfield cable subscribers might not find their way to the City of Greenfield, since the cable company cannot confirm which municipality the subscribers live in based on ZIP codes alone. A Greenfield-specific ZIP code could address such a problem. Additionally, when Greenfield residents register a motor vehicle with the Department of Motor Vehicles, their mailing address of associates them with other municipalities that share their ZIP code, rather than the City of Greenfield. This issue might impact state-level data about motor vehicle ownership and possibly funding. Additionally, the U.S. Census Bureau provides certain economic and business data using ZIP codes, making it difficult to gather and use Greenfield-specific data. Other private-sector demographic and business analysis tools such as Esri use ZIP codes to track consumer spending, demographic, lifestyle, and behavioral trends. Businesses and site selectors using this data might not be aware of the City of Greenfield as a potential location for their businesses, because it shares ZIP codes with other municipalities.

To address these issues, the City should explore submitting a request to its local United States Postal Service district to assign the City its own ZIP code. This request could also include a request to include the City of Greenfield in postal addresses rather than the name of a neighboring community.

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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

- Coordinate park development with Milwaukee County.
- Work with the City of Milwaukee to implement the South 27th Street Strategic Action Plan.
- Work with the City of Milwaukee to establish design guidelines and consistent zoning for Forest Home Avenue.
- Coordinate with the cities of Milwaukee and St. Francis and Milwaukee County to extend the Powerline Trail to Lake Michigan and the South Shore Line of the Oak Leaf Trail.
- Work with the City of West Allis to relocate their Public Works building located on Greenfield's northwest side.
- Participate in the Milwaukee 7 economic development strategy.

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. 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 a full interchange at the intersection of 84th Street and Highway 100/108th Street .
11. Work with the City of Milwaukee and area businesses owners to establish design guidelines and consistent zoning for development on Forest Home Avenue.

B. Intergovernmental Cooperation Programs and Recommendations

Collaborate with the City of Milwaukee and Area Businesses Owners to Improve Aesthetics and Walkability along Both Sides of S. 27th Street

The City of Greenfield encourages collaboration with the City of Milwaukee on improving aesthetics, walkability, and public improvements on S. 27th Street. The South 27th Street Strategic Action Plan (2017), developed by the City of Milwaukee in collaboration with the City of Greenfield, provides guidance on action steps and redevelopment priorities. The two cities should work together to implement the plan and explore tools that could be deployed jointly by both communities such as common zoning classifications, design standards, and public amenities for 27th Street. The City of Greenfield could also utilize TIF in this area to advance the above objectives. Additional partners in plan implementation include South 27th Street Business Improvement District and business owners along the corridor. 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.

Continue to Work with West Allis to Relocate Their Leaf Storage Facility Located on Greenfield's Northwest Side

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.

Coordinate the Extension of the Powerline Trail with Communities to the East

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 to Lake Michigan and the South Shore Line of the Oak Leaf Trail.**

Coordinate Park Development with Milwaukee County

There are currently five county-owned parks located in the City: Holt Park, Armour Park, Barnard Park, Kulwicki 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 ongoing funding shortages in Milwaukee County, future improvements to county-owned park land may be unlikely. The City's 2017-2022 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

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.

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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. Per state statutes, 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 by 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, WisStats.
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 update of the plan document and maps. Based on this deadline, the City intends to update this *Comprehensive Plan* before the year 2030 (i.e., ten years after 2020), 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 4 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 2030.

Table 4: Implementation Programs and Recommendations

Category	Recommendation	Reference	Implementation Timeframe
Neighborhood/Special Interest Area Planning	Continue to work with City of Milwaukee, WisDOT, and key property owners to develop a detailed redevelopment and public improvements plan for the 27th Street corridor and Forest Home Avenue corridor. Coordinate this work with Milwaukee's southeast neighborhood plan.	Chapters 3 and 7	Ongoing
	Advance the Priority Special Interest Areas depicted on Map 3. Revisit Priority SIAs annually to keep momentum and identify next priority areas.	Chapters 1 and 3	Ongoing. Review annually.
	Prepare TIF Plans for the following areas: 1. 103rd & Oklahoma 2. Spring Mall site 3. Highway 100 and Layton	Chapters 3 and 7	103rd & Oklahoma – underway. Spring Mall and Highway 100 – If/when catalytic projects are proposed
	Prepare a master redevelopment plan for Loomis Crossing.	Chapters 3 and 7	2020-2021
	Create a master redevelopment plan for the Spring Mall site and surrounding parcels.	Chapters 3 and 7	2021
	Prepare Statutory Redevelopment Plans for the following areas: 1. Loomis corridor from 43rd to Layton 2. Spring Mall site 3. Highway 100 and Layton	Chapters 3 and 7	2021-2022
Ordinances	Prepare a **zoning ordinance rewrite** and **subdivision ordinance update**: ▪ 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 *Plan* for multi-family, commercial, office, and mixed-use developments. ▪ Adopt regulations/guidelines for Mixed-Use Developments. ▪ Update sign ordinance to comply with *Reed v. Gilbert* ▪ Also see the Agricultural/Natural Resources recommendations below	Chapters 3, 6, and 7	2021-2022
	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	2021
	Update the Official Map to reflect the recommendations in this *Plan* and the City's Comprehensive Outdoor Recreation Plan. Specifically: future parks, future trails, future road alignments or realignments	Chapters 4 and 5	2021-2022

Category	Recommendation	Reference	Implementation Timeframe
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	Ongoing
	Require energy efficient buildings and practices for all municipal and municipally-funded buildings, remove barriers to renewable energy, and encourage private development to utilize efficient buildings and practices.	Chapter 2	As needed
	Codify rain garden design standards and update the landscaping ordinance to allow rain gardens to count toward landscaping requirements.	Chapter 2	2021-2022
	Explore opportunities to develop incentive programs for green roofs.	Chapter 2	2021-2022
Land Use	Implement the land use recommendations shown on the Future Land Use Map and as described Special Interest Areas.	Chapter 3	Ongoing
	Prepare a citywide bicycle and pedestrian plan.	Chapter 3	2022
	See the "Ordinances," "Housing and Economic Development," "Neighborhood/Special Interest Area Planning," and "Intergovernmental Cooperation" sections of this table.	Chapter 3	Ongoing
Transportation, Utilities and Community Facilities	Initiate discussions with WisDOT and Milwaukee County respectively, concerning public improvements.	Chapters 3 and 4	Ongoing
	Work with WisDOT to modify the park & ride lot on Loomis Road. Lobby for the inclusion of a commuter center in the Loomis Road redevelopment plan.	Chapter 3	2020-2021
	Enter long term discussions with WisDOT on the future redevelopment of the Hale interchange.	Chapters 3, 4, and 7	2020-2025
	Work with County and State transportation officials to implement street improvements along Layton Avenue and S. 27th Street.	Chapter 4	2021
	Continue to follow the recommendations outlined in the Comprehensive Outdoor Recreation Plan.	Chapter 5	2020-2025
	Update the Comprehensive Outdoor Recreation Plan to remain eligible for State and Federal grant monies.	Chapter 5	2021
Housing and Economic Development	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	If feasible with staffing
	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	2021

Category	Recommendation	Reference	Implementation Timeframe
	Continue to provide attainable and affordable housing options: ▪ Reduce or waive parking requirements for multifamily development ▪ Promote options for smaller single family homes ▪ Utilize special Tax Increment Financing rules to support affordable housing and improve housing stock in the City. ▪ Consider density bonuses to incentivize developers to create housing density in strategic locations.	Chapter 6	2020-2025
Intergovernmental Cooperation	Work with the City of Milwaukee and area businesses owners to improve aesthetics and walkability along both sides of 27th Street	Chapters 3, 7, and 8	Ongoing
	Work with the City of Milwaukee and area businesses owners to improve the aesthetics and establish design guidelines and consistent zoning for development on Forest Home Avenue.	Chapters 3, 4, and 8	Ongoing
	Work with Greendale officials on market "repositioning" plan for Southridge Mall and the 76th Street corridor (potential joint TIF district).	Chapter 8	2021-2022
	Enter into negotiations with the City of West Allis regarding the relocation of its public works facility.	Chapter 3	2021-2022
	Coordinate the development of the Powerline Trail with the City of Milwaukee, the City of St. Francis, and Milwaukee County.	Chapter 8	2020-2022
	Coordinate with Milwaukee County to install improvements at Holt Park, and sections of the Root River Parkway.	Chapter 8	2022
Plan Monitoring	Monitor development activity and future implementation strategies against the recommendations in this *Plan*. Consider amendments as necessary.	Chapter 9	Every three years
	Update the *Comprehensive Plan*.	Chapter 9	2029-2030

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APPENDIX A: DATA AND INVENTORY REPORT

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This section 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 2010 U.S. Census of Population and Housing, 2013-2017 American Community Survey 5-Year Estimates, and the Wisconsin Department of Administration.

A. Population Trends and Forecasts

Since 2000, the City of Greenfield has experienced modest population growth. Table A-1 compares the City of Greenfield's population trends over the past 30 years that of with several neighboring communities and Milwaukee County. Between 2000 and 2010, the City experienced a 3.5 percent increase in population but grew by only about 1 percent between 2010 and 2017, which may be a consequence of limited housing and economic growth coming out of the Great Recession and a long term trend of decreasing household sizes. However, the overall population growth of about 4.5 percent exceeds that of all of the comparison communities in Table A-1 as well as Milwaukee County, as three of five municipalities that surround Greenfield actually experienced moderate declines in population during this same time period. The City of Greenfield's estimated 2017 population was 37,082 residents according to the U.S. Census Bureau's American Community Survey (ACS) Estimates.

Table A-1: Population Trends

	1980	1990	2000	2010	2017 (Est.)	Percent Population Change 2000-2017
City of Greenfield	31,353	33,403	35,476	36,720	37,082	4.5%
City of Milwaukee	636,295	628,088	596,974	594,833	599,086	0.4%
City of West Allis	63,982	63,221	61,254	60,411	60,546	-1.2%
City of New Berlin	30,529	33,592	38,220	39,584	39,779	4.1%
Village of Hales Corners	7,110	7,623	7,765	7,692	7,704	-0.8%
Village of Greendale	16,928	15,128	14,405	14,046	14,293	-0.8%
Milwaukee County	964,988	959,275	940,164	947,735	956,586	1.7%

Source: U.S. Census Bureau, 1980-2010; American Community Survey 5-Year Estimates 2013-2017

Table A-2 shows the Wisconsin Department of Administration's (DOA) projected population for the City of Greenfield in five-year increments through the year 2040. Based upon these forecasts, the City of Greenfield's population will be 38,760 by the year 2025 and 41,750 by the year 2040, reflecting a slow but steady growth rate (roughly nine percent in total over the next 20 years).

Table A-2: Wisconsin Department of Administration Population Projections

	2010 Census	2015	2020	2025	2030	2035	2040
City of Greenfield	36,720	37,480	38,250	38,760	39,420	40,840	41,750
City of Milwaukee	594,833	604,100	607,750	607,200	608,950	622,150	627,400
City of West Allis	60,411	60,950	61,050	60,700	60,600	61,650	61,850
City of New Berlin	39,584	39,890	41,930	43,650	45,140	45,530	45,120
Village of Hales Corners	7,692	7,790	7,860	7,870	7,905	8,085	8,170
Village of Greendale	14,046	14,350	14,440	14,430	14,470	14,790	14,910
Milwaukee County	947,735	963,810	972,610	974,680	980,450	1,004,730	1,016,250

Source: U.S. Census Bureau, 2010; Wisconsin Department of Administration, 2013

While the DOA tempered its projections for Greenfield between the previous 2005 vintage data (used in the City's 2008 Comprehensive Plan) and the 2013 estimates shown in Table A-2, it is useful to look at long-term trends in actual population growth as an additional baseline for analysis and to apply other community-specific and land use indicators when making projections over a 20-year planning horizon. For example, the dwindling supply of vacant land in the City is one variable that the DOA does not take into consideration when preparing population projections, as well as other factors including, but not limited to, the extent and nature of redevelopment efforts, market conditions, and changes in the City's residential density policies.

For the purposes of this *Plan*, projected population changes are based on the assumption that the City's 2000-2017 compound annual growth rate (0.43 percent) will continue through 2040. Table A-3 indicates that these assumptions yield a 2040 population of 39,360, as opposed to the DOA's 2013 projection of 41,750. This number is more representative of the City's actual growth in recent years, and is perhaps more representative of how much additional growth the City may expect, absent significant changes to its development policies.

Table A-3: Population Projections Based on 2000-2017 Annual Rate of Compound Growth

	2000 Census	2010 Census	2017 (Est.)	2020	2025	2030	2035	2040
City of Greenfield	35,476	36,720	37,082	37,372	37,859	38,353	38,853	39,360

Sources: U.S. Census Bureau, 1980-2010; American Community Survey 5-Year Estimates 2013-2017.
Projections to 2040 by Vandewalle & Associates.

B. Demographic Trends

Age and Gender Distribution

The City of Greenfield's latest demographic data is presented in Table A-4. These data suggest that the City of Greenfield's population is slightly older than communities in/near the urban core (Milwaukee and West Allis) and Milwaukee County overall, but in line with other surrounding communities. The current proportion of school-age children residing in the City is also lower than that of most of the surrounding communities and the County. Furthermore, demographic trends indicate that the City's median age has increased from 41.7 in 2000 to 43.3 in 2017. However, according to Table A-5, the proportion of residents over the age of 65 has stabilized at about 20 percent over the same period.

Table A-4: Age and Gender Distribution, 2017

	Median Age	Percent under 18	Percent over 65	Percent Female
City of Greenfield	43.3	18.8%	20.7%	51.7%
City of Milwaukee	31.3	26.2%	10.0%	51.9%
City of West Allis	38.0	19.5%	14.8%	50.9%
City of New Berlin	47.5	18.5%	20.7%	50.5%
Village of Greendale	44.8	20.1%	17.0%	50.3%
Village of Hales Corners	43.8	22.9%	23.3%	51.9%
Milwaukee County	34.6	24.3%	12.6%	51.6%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2013-2017

Table A-5: Age Trends, 1990-2017

	Percent over 65 1990	Percent over 65 2000	Percent over 65 2010	Percent over 65 2017 (Est.)
City of Greenfield	17.1%	20.5%	20.5%	20.7%

Source: U.S. Census Bureau 1990-2010, American Community Survey 5-Year Estimates 2013-2017

Educational Attainment

Educational attainment is one variable that is used to assess a community's labor force potential. According to 2017 ACS estimates, 92.2 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 (83 percent), the City of West Allis (90.9 percent), and Milwaukee County (87.4 percent). However, it is lower than the City of New Berlin (95.9 percent), and the Villages of Greendale (95.1 percent) and Hales Corners (96.8 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 A-6: Education, 2017

	High School Graduates	Bachelor's Degree or Higher
City of Greenfield	92.2%	30.0%
City of Milwaukee	83.0%	23.8%
City of West Allis	90.9%	23.7%
City of New Berlin	95.9%	41.2%
Village of Greendale	95.1%	41.5%
Village of Hales Corners	96.8%	40.3%
Milwaukee County	87.4%	30.1%

Source: U.S. Census Bureau 1990-2010, American Community Survey 5-Year Estimates 2013-2017

Income and Labor Data

Table A-7 presents income and labor characteristics for the City of Greenfield and the surrounding communities. According to 2017 ACS estimates, the City's median household income was $54,973. This is higher than the median household income reported for the entire County ($46,784). The City's per capita income was $32,816, which is slightly below the average for some surrounding municipalities but higher than that of the Cities of Milwaukee and West Allis as well as 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 most Greenfield residents fare better than those in historically blue-collar communities in the area, but it is still below the historically white-collar communities.

Table A-7: Income and Labor Characteristics, 2017

	Median Household Income	Per Capita Income	Percent in Labor Force	Percent Unemployed
City of Greenfield	$54,973	$32,816	63.8%	4.5%
City of Milwaukee	$38,289	$21,627	65.0%	9.0%
City of West Allis	$47,669	$27,194	68.9%	5.2%
City of New Berlin	$78,078	$42,778	65.7%	2.6%
Village of Greendale	$71,516	$40,364	70.6%	2.8%
Village of Hales Corners	$64,714	$34,576	62.8%	5.4%
Milwaukee County	$46,784	$26,933	65.4%	7.1%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2013-2017

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 2017 ACS estimates, 63.8 percent of City residents aged 16 and older were included in the labor force.

Table A-8 compares the percentages of the City's labor force employed by sector in 2000 and 2017. Service-based sectors have seen the largest percentage gains since 2000, and while manufacturing and retail trade still make up significant proportions of the labor force (17.2 percent and 10.3 percent, respectively), each has declined by more than two percent since 2000, mirroring regional, state, and national trends.

Table A-8: Occupational Groups, 2000-2017

Industry Group	Percentage of Labor Force, 2000	Percentage of Labor Force, 2017	% Change, 2000-2017
Educational services, and health care and social assistance	19.6%	24.9%	5.3%
Professional, scientific, and management, and administrative and waste management services	8.3%	10.9%	2.6%
Other services, except public administration	4.0%	4.9%	0.9%
Public administration	2.4%	2.9%	0.5%
Arts, entertainment, and recreation, and accommodation and food services	7.3%	7.6%	0.3%
Agriculture, forestry, fishing and hunting, and mining	0.2%	0.2%	0.0%
Transportation and warehousing, and utilities	5.5%	5.2%	-0.3%
Construction	4.3%	3.9%	-0.4%
Information	2.4%	1.4%	-1.0%
Finance and insurance, and real estate and rental and leasing	9.1%	8.0%	-1.1%
Wholesale trade	3.9%	2.7%	-1.2%
Manufacturing	19.8%	17.2%	-2.6%
Retail trade	13.2%	10.3%	-2.9%

Source: U.S. Census Bureau, 2000; American Community Survey 5-Year Estimates 2013-2017

Household Characteristics

Tables A-9 and A-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 A-10, a housing unit is considered owner-occupied if the owner or co-owner lives in the unit even 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 2017, Greenfield's average household size was lower than all comparison communities and Milwaukee County, except for the City of West Allis. This is consistent with the City's higher percentage of single-occupant households for most of the other municipalities and the County, as shown in Table A-10. While the City's average household size has decreased from 2.36 persons in 1990, it increased slightly to 2.23 in 2017 from 2.20 in 2000.

Table A-9: Housing Characteristic Comparisons, 2017

	Total Housing Units	Total Households	Average Household Size	Median Owner-Occupied Home Value	Median Rent
City of Greenfield	17,737	16,618	2.23	$169,500	$925
City of Milwaukee	257,810	230,463	2.60	$115,800	$822
City of West Allis	29,416	27,565	2.20	$139,800	$794
City of New Berlin	17,259	16,846	2.36	$241,700	$1,129
Village of Greendale	3,360	3,162	2.44	$221,100	$1,055
Village of Hales Corners	6,232	5,964	2.40	$199,700	$892
Milwaukee County	418,013	382,027	2.50	$150,300	$844

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2013-2017

Table A-10: Housing Occupancy Characteristic Comparisons, 2017

	Single Person Household	Vacant	Owner Occupied	Single Family Units
City of Greenfield	38.5%	6.3%	58.0%	51.5%
City of Milwaukee	35.7%	10.6%	41.9%	46.2%
City of West Allis	41.7%	6.3%	52.7%	53.7%
City of New Berlin	28.9%	2.4%	75.9%	74.1%
Village of Hales	28.1%	5.9%	59.8%	72.0%
Village of Greendale	28.9%	4.3%	67.8%	63.7%
Milwaukee County	35.2%	8.6%	49.7%	51.5%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2013-2017

Household projections prepared by the Wisconsin Department of Administration suggest that there will be an approximately 21 percent total increase in the number of households over the next 20 years (Table A-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 A-11: Household Projections, 2010-2040

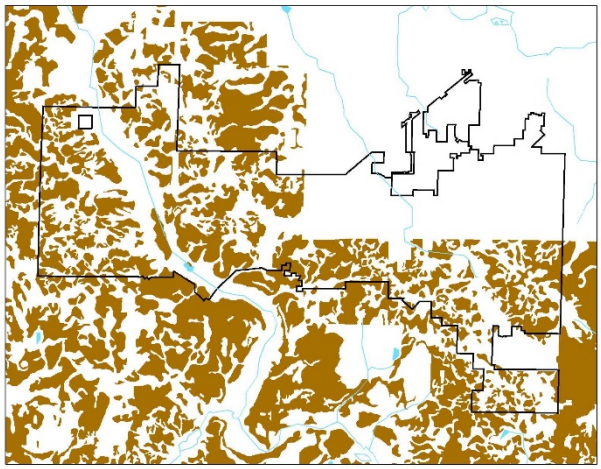
	Households, 2010 Census	Projected Households					Change 2010-2040
		2020	2025	2030	2035	2040	
City of Greenfield	16,860	18,100	18,486	18,992	19,815	20,410	21.1%

Source: Wisconsin Department of Administration, 2013

C. Agricultural Resources

Figure 8 depicts, in the shaded areas, the best farmland soils in the Greenfield area, according to the U.S. Soil Conservation Service. 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 8: Prime Farmland



Source: U.S. Soil Conservation Service
Note: white spaces indicate areas for which soil information is unavailable

D. 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. 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.

E. 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

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 in 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.

There is an official Wisconsin State 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 State Historical Marker is 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. A marker at Konkel Park notes that National and Forest Home Avenues and Janesville and Loomis Roads were recorded as future roads by surveyors in the 1830s, based on existing diagonal Indian trails ending near the rice marshes on Lake Michigan.

Archeological Sites

According to the Wisconsin Historical Society and local sources, there are no known archeological sites in the City. 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.

F. 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 A-12 presents the number and type of building permits issued within the City since 2009. This includes permits issued for the construction of both new buildings and additions to existing buildings. An average of 18 residential and 78 commercial building permits was issued each year during the ten-year period between 2009 and 2018. Table A-13 indicates the number of new residential units constructed since 2019. Over the last five years, an average of 121 units were constructed per year, with an average of 75 units over the last ten years.

Table A-12: Building Permits Issued, 2009-2019*

Type	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	**Total**
Residential	11	14	18	20	14	18	19	19	33	15	4	**185**
Commercial	52	82	70	66	57	86	78	97	108	80	45	**821**
Total	63	96	88	86	71	104	97	116	141	95	49	**1,006**

Source: City of Greenfield Building Inspection Department, 2019
**2019 reflects permits issued through 10/31/2019*

Table A-13: Number of Residential Units Constructed, 2009-2019*

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	**Total**	**10-Year Average (2009-2018)**
Number of Units Constructed	14	17	20	53	39	86	22	83	395	21	4	**754**	**75**

Source: City of Greenfield Building Inspection Department, 2019
**2019 reflects permits issued through 10/31/2019*

Valuations

Land market trends indicate that land values are increasing in the City. According to the Multiple Listing Service, in 2019 the average sale price for a single-family home was $186,500. This is a 14 percent increase from December 2017 when the average sale price was $164,000. Between 2009 and 2019, the State Department of Revenue reported a six percent increase in the total equalized value of all property in the City of Greenfield ($3,088,820,800 to $3,277,447,900). This trend in land value reflects a recovery from decreases in value in the Recession year and is similar to trends across the Milwaukee County.

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 20 years is based on the assumption that the City's 2000-2017 growth rate (0.43 percent, compounded) will continue through the next 20 years. Table A-14 indicates that these assumptions yield a 2040 population of 39,360. **Meeting this demand will necessitate moderate increases in residential development densities brought about by selective redevelopment and infill projects.**

Table A-14: Population Projections Based on 2000-2017 Annual Rate of Compound Growth

	2000 Census	2010 Census	2017 (Est.)	2020	2025	2030	2035	2040
City of Greenfield	35,476	36,720	37,082	37,372	37,859	38,353	38,853	39,360

Sources: U.S. Census Bureau, 1980-2010; American Community Survey 5-Year Estimates 2013-2017. Projections to 2040 by Vandewalle & Associates.

The analysis for land use demand considers several factors:

1. **2017 to 2040 population change:** For planning purposes, the City's 2040 population is projected to be 39,360, or an additional 2,278 people.
2. **Projected number of new households in 2040:** Using the City's 2017 average household size of 2.23 people per household, there will be a projected 1,022 additional households in the City by the year 2040.
3. **Total new residential land in 2040:** Based upon the average density of residential developments in the City (5 units/acre), the City will need approximately 204 acres of land to accommodate residential growth.
4. **Total new non-residential land in 2040:** 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, eight acres per 1,000 residents will be needed in the future. This results in the need for approximately 18 additional acres by 2040—or approximately four 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.
5. **Total New Preliminary Acreage Demand in 2040:** The projected residential land and non-residential land were added together to determine a total land demand of 289 acres. Total preliminary acreage demand comprises projected residential acreage demand, nonresidential acreage demand, plus an additional 30 percent to account for roads, rights-of-way, sidewalks, parks, etc. This resulted in a total of 289 acres by 2040.
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 260 acres and 318 acres by the year 2040.

Table A-15 summarizes the information detailed above.

Table A-15: Land Use Demand in Five-Year Increments

		Total 2017-2040 (3-year increment)	2020-2025	2025-2030	2030-2035	2035-2040	Total 2017-2040
A	Projected number of new residents	290	487	494	500	507	2,278
B	Projected new housing unit demand	130	218	222	224	227	1,022
C	Total residential acreage demand (Row B/5 acres)	26	44	44	45	45	204
D	Total new non-residential acreage demand* (8*Row A/1,000)	2	4	4	4	4	18
E	**Total** Preliminary Acreage Demand (Row C + Row D)+30%*	37	62	63	63	64	**289**
F	**High** land use demand (+10%)	41	68	69	70	71	**318**
G	**Low** land use demand (-10%)	33	56	56	57	58	**260**

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

***Determined by adding residential and non-residential acreage plus 30% to account for roads, sidewalks, parks, and other spaces not already accounted for.*

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 A-15, the City's land demand over the next 20 years does not exceed the existing supply of vacant land. Additionally, 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 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 in the future.

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.

G. 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 7 shows existing roadways in the City and their associated traffic counts.

Roadways

Principal Arterials
Interstates 43/894 and 41 are regional, controlled-access highways. Interstate 43/894 connects Minneapolis and La Crosse with Milwaukee and Chicago and Interstate 41 connects Southeastern Wisconsin to the Fox Valley. The Wisconsin Department of Transportation Corridors 2020 Plan designated 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 2019, the Airport Freeway (I-41) in Greenfield had a volume of annual average daily traffic (AADT) ranging from 121,000 to 150,000.

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 2019, traffic volumes were generally between 9,400 and 31,300 AADT on Loomis Road 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.

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

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 Konkel Park to cross over a creek. All structures are inspected every two years and maintained by the City. In addition, there are 35 state-maintained bridges in the City.

Airports

Milwaukee 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 is owned and operated by Milwaukee County. Mitchell's 10 airlines offer roughly 135 daily departures and arrivals. Approximately 40 cities are served directly from Mitchell International. It is the largest airport in Wisconsin with 48 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, which is home to one of only four Amtrak stations serving airports in the U.S. 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.

Map 7 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 Line of the Oak Leaf Trail runs north-south through the City via the Root River Parkway. There is also an on-street bicycle lane on W. Forest Home Avenue. Future bike lanes are proposed on major thoroughfares. An off-street trail is proposed along the We Energies right-of-way north of Cold Spring Road.

The City has access to a regional recreational trail system via the Root River Parkway. Two additional off-street trails are in the planning stages: the Powerline Trail, which is described in Chapters One and Four of this *Plan*, and a new pedestrian path connecting Greenfield High School to Konkel Park. The Greenfield High School to Konkel Park Path will provide benefits to both the school and the park. It will allow school sports teams access to the park for games and training and will connect the schools parking lot to the park to provide parking for special events. The path will also benefit the multi-family residential neighborhood to the south by providing access to the school and park that was previously unavailable. The path will be paved with asphalt and will be lighted. Construction is planned for the summer of 2020.

Planned growth should accommodate 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.

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 manages the Southeast Wisconsin rideshare program, which matches 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.

H. 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 District 2 Highway Improvement Program (2018-2023)
The WisDOT District 2 office maintains a six-year improvement program for state and federal highways within the District. Projects in Greenfield include Highway 100 (108th Street) resurfacing, I-43 Rock Freeway bridge maintenance (124th Street and 116th Street bridges), and replacement of 60th Street bridge and 68th Street bridge over I-894.

Wisconsin Department of Transportation Connections 2030 (2009)
Connections 2030 is Wisconsin's long-range transportation plan. The plan addresses all forms of transportation over the 20-year planning horizon and helps identify the state's priority corridors, along with a system-wide infrastructure inventory, developing trends, general themes, goals, and vision statements. It is the long-term guiding document for WisDOT, which prioritizes investments and assists districts in identifying future segments for more detailed corridor plans.

A Transportation Improvement Plan for Southeastern Wisconsin: 2019-2022
The transportation improvement program (TIP) is 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 (2019-2022) 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 rehabilitation of bridges along I-43 from Forest Home Avenue to 68th Street, maintenance overlay of Loomis Road from 51st Street to Fardale Avenue, Improvements at the intersection of Forest Home Avenue and 92nd Street, reconstruction of 92nd Street from Forest Home Avenue to Howard Avenue, and rehabilitation/reconditioning of Layton Ave from 27th Street to 76th Street.

VISION 2050: Regional Land Use and Transportation System Plan for Southeastern Wisconsin (amended 2019)
Southeastern Wisconsin Regional Planning Commission (SEWRPC) updated the Regional Land Use Plan and the Regional Transportation System Plan in 2016, adopting the VISION 2050: Regional Land Use and Transportation System Plan for Southeastern Wisconsin. VISION 2050 is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs. Recommendations specific to Greenfield include:

- Widen of I-894/I-43/I-41 from the Hale Interchange to 27th Street from six to eight traffic lanes
- Provide off-street bicycle path along the Root River Parkway parallel to I-894/I-43/I-41 (already provided)

- Provide enhanced bicycle facilities (such as a protected bike lane, a separate path within the road right-of-way, or a buffered bike lane) on Beloit Road, Forest Home Avenue, 60th Street, Loomis Road, and provide bicycle accommodations on arterial streets and highways
- Establish commuter bus routes on I-894/I-43 and express bus on Oklahoma Ave, 27th Street, and 76th Street
- Establish "Bayshore-Southridge" rapid transit connecting Bayshore Town Center in Glendale to Southridge Mall in Greendale, predominately on 27th Street and W. Forest Home Avenue. Rapid transit could be provided in the form of bus rapid transit (BRT) or light rail transit lines.

SEWRPC is an advisory agency, which means implementing the VISION 2050 recommendations for land use and transportation depends on the actions of local, county, areawide, State, and Federal government agencies.

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.

I. 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 building houses the offices of 11 City departments.

County Facilities

The Milwaukee County Court House is located at 901 N. 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

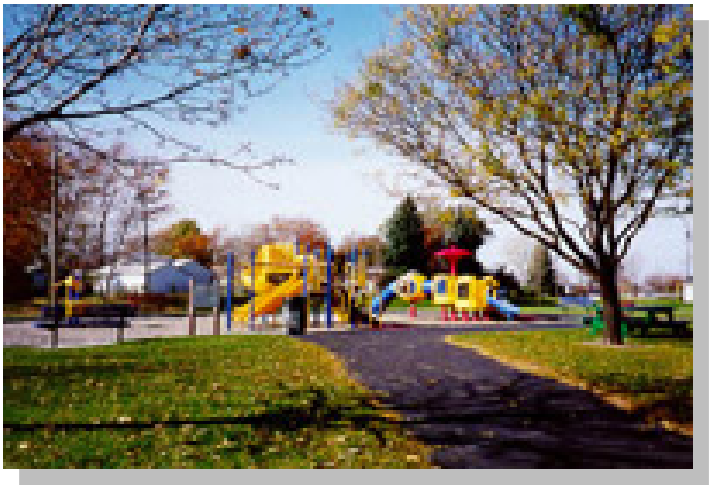
The City currently has approximately 629 acres of parkland available for public use, not including school park facilities. Roughly 83 acres of this parkland is owned and maintained by the City. The remaining acreage is owned and maintained by Milwaukee County. In addition, the Greenfield School District 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 boasts many recent facilities and updates. The AMP amphitheater is a major community destination, hosting events such as Movies in the Park, Live! at the AMP, and Picnic in the Park. Konkel Park also offers a large central picnic shelter and concessions area adjacent to the ball fields. Children from all age groups use playground equipment including a climbing wall with nearby bench seating under mature shade trees. A centrally located hexagon gazebo and perennial garden beds is ADA accessible from the parking lot. There is a lighted multi-purpose asphalt trail with five fitness stations that extend for almost one mile. The trail connects with a boardwalk crossing Honey Creek to a smaller, intimate park space nestled besides a residential neighborhood with a separate parking lot, shelter

and play equipment for younger age groups. An easily accessible maintenance facility supports daily park maintenance crews and equipment. 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.

- **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.
- **Donald Almquist 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 and leased by the City of Greenfield. 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 City's local park standards (acres per 1,000 persons) to the City's existing park system. The City currently has approximately 6.8 acres of parkland for every 1,000 residents. Table A-16 illustrates the minimum additional park acreage that should be provided to accommodate the City's projected population in the year 2025. 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 2017-2022 Comprehensive Outdoor Recreation Plan.

Table A-16: Park Acreage Needs, 2025

Park Type	City Standard: Acres Per 1,000 persons	Recommended Acreage based on Acres per 1,000 persons[1]	Total Acres	Minimum Acres Needed by 2025[2]
Mini-Parks	0.25-0.5 acres	9 – 18 acres	0.26 acres	6.37 acres
Neighborhood Parks[3]	1 – 2 acres	36 – 72 acres	3.6 acres	7.4 acres
Community Parks[4]	5 – 8 acres	181 – 289 acres	3 acres	203 acres
Total	**6.25 – 10.5 acres**	**226 – 379 acres**	**6.8 acres**	**247.4 acres**

Notes:

1. *Based on 2013 population (36,770)*
2. *Based on 2025 population projection in the 2017-2022 Comprehensive Outdoor Recreation Plan (38,760)*
3. *For the purposes of this analysis, all existing school parks are considered neighborhood parks*
4. *For the purposes of this analysis, Kulwicki (25-acres) and Zablocki (47.5-acres) County parks are included*

Police Facilities

The Police Department is located at 5300 W. Layton Avenue in the Safety Building. In addition to the 40 patrol officers, the Administrative Division of the Greenfield Police Department consists of the Chief of Police, Assistant Chief, three Captains/Shift Commanders, and an Administrative Assistant. These executive law enforcement positions are responsible for the overall management of the entire department. 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.

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.

Healthcare Services and Childcare Facilities

Greenfield is served by several healthcare facilities, including the Children's specialty clinic at Greenway Medical Complex (3365 S 103rd Street), Wisconsin Health Center (located at 4448 W. Loomis Road), Urgi Med Walk-In Clinic (4325 S. 60th Street), Aurora Health Center (9000 W Sura Lane in 84South), Aurora Sports Health (located at 4848 S. 76th Street), Froedtert Greenfield Highlands Health Center (4455 S. 108th Street), Ascension Medical Group (4600 West Loomis Road and 2745 W. Layton Avenue), and DaVita South

Ridge Dialysis (7740 W Layton Avenue). Additionally, Aurora St. Luke's Medical Center – a top performing hospital in southeastern Wisconsin – is located at 2900 W. Oklahoma Avenue in Milwaukee.

The City of Greenfield is also served by multiple childcare facilities including Karen's Kids Family Child Care (5641 W. Bottsford Avenue), Kindercare Learning Center (8650 W Forest Home Avenue), 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 trends for the School District of Greenfield and Whitnall School District are shown in Table A-17. Enrollment for the School District of Greenfield has declined by 6.5 percent between 2014 and 2018, while enrollment for Whitnall School District has increased by 2.5 percent during the same period. 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 A-17: School District Enrollment, 2014-2018

Located in Greenfield (Y/N)	School	Location	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Greenfield School District							
Y	Edgewood Elementary	4711 S. 47th Street Greenfield	368	359	346	352	333
Y	Elm Dale Elementary	5300 S. Honey Creek Drive Greenfield	520	485	460	483	496
Y	Glenwood Elementary	3550 S. 51st Street Greenfield	363	346	321	316	347
Y	Maple Grove Elementary	6921 W. Cold Spring Road Greenfield	457	434	432	418	444
Y	Greenfield Middle	3200 W. Barnard Avenue Greenfield	759	766	774	767	764
Y	Greenfield High	4800 S. 60th Street Greenfield	1,304	1,228	1,193	1,163	1,143
	Total		3,771	3,618	3,526	3,499	3,527
Whitnall School District							
Y	CORE4	5000 S. 116th Street, Greenfield	112	122	109	113	109
N	Edgerton Elementary	5145 S. 116th Street Hales Corners	433	435	434	430	434
N	Hales Corners Elementary	11319 W. Godsell Avenue Hales Corners	566	574	564	565	545
Y	Whitnall High	5000 S. 116th Street Greenfield	533	559	570	573	564
Y	Whitnall Middle	5025 S. 116th Street Greenfield	801	831	825	843	854
	Total		2,445	2,521	2,502	2,524	2,506

Source: Wisconsin Department of Public Instruction, 2019

Library

The Greenfield Library is located at 5310 W. Layton Avenue. In addition to books, the library loans videos, DVDs, and provides access to several online databases and wi-fi. Greenfield residents also have access to all other public libraries in Milwaukee County. Greenfield Public Library is a member of the Milwaukee County Federated Library System (MCFLS).

Community Center

Located at 7215 W. Cold Spring Road, Greenfield Community Center is owned and operated by the City of Greenfield and serves as the home to many programs and activities sponsored by the Parks and Recreation Department. Each year, the Center serves thousands of guests for recreation programs and rental events. The Greenfield Community Center, when not in use for Parks and Recreation sponsored activities, may be made available for private rentals.

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

Johns Waste Services provides solid waste disposal and recycling services to the residents of Greenfield.

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

In addition, upgrades to existing towers to accommodate 5G and the proliferation of new 5G antennas are anticipated to begin in the Milwaukee area in 2020. A state law limiting regulation of 5G or small cell technology was passed in the summer of 2019, barring local governments from regulating services or charging fees on infrastructure.

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.

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.

J. Breakdown of Existing Housing

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. The quality, condition, and diversity of a community's housing stock help strengthen its sense of place and economic vitality.

From 1990 to 2010, the City's total housing stock increased nearly 19 percent, from 14,092 to 17,331 housing units. On average, the City added about 180 new housing units per year between 1990 and 2010. This pace of growth was typical of other communities in the Milwaukee Metro Area and throughout Wisconsin. However, immediately following the Great Recession and housing market collapse in 2008, Greenfield and many other communities have experienced very little housing growth. While the total number of units has increased since 1990, the general breakdown of housing unit types has stayed relatively the same, with single family detached units making up the largest portion and multi-family making up another significant portion, at around 40 percent of the total housing stock.

Table A-18: Housing Types, 1990-2017

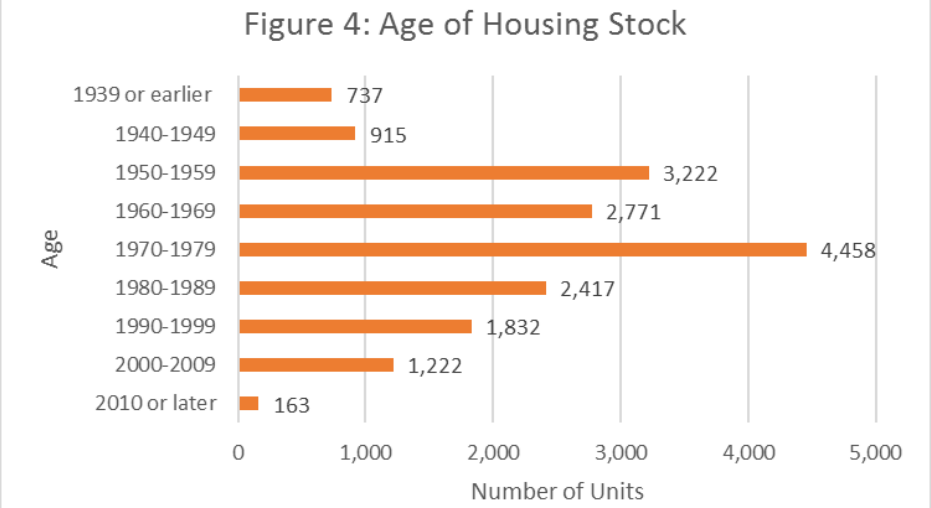
Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent	2010 Units	2010 Percent	2017 Units	2017 Percent
Single Family Detached	7,324	51.2%	7,873	48.6%	8,364	48%	8,520	48%
Single Family Attached	805	5.6%	1,027	6.3%	1,267	7%	1,274	7%
Two Family (Duplex)	555	3.8%	684	4.2%	775	4%	743	4%
Multi-Family	5,414	37.8%	6,589	40.6%	6,925	40%	7,161	40%

Source: American Community Survey 5-Year Estimates 2013-2017

In Sections A and B, many of Greenfield's housing characteristics were compared to surrounding communities and Milwaukee County, in addition to future household projection calculations. See Tables A-9 through A-11.

Figure A-1 presents data on the age of the City's housing stock in 2017. The age of a community's housing stock is sometimes used as a measure of the general condition of the local housing supply. Most of Greenfield's housing stock is relatively new, with the majority built in the last 50 years. Another key trend to note is the relatively small number of units built since 2010. This reflects the impact of the Great Recession and housing market collapse in 2008.

Figure A-1: Age of Housing as a Percent of the Total 2017 Housing Stock



Source: American Community Survey 5-Year Estimates 2013-2017

Table A-19: Total New Housing Units, 2010-2019

Year	New Single Family Units	New Two-Family Units	New Multi-Family Units	Total
2019*	4	0	0	4
2018	9	12	0	21
2017	11	30	354	395
2016	11	12	60	83
2015	16	6	0	22
2014	10	2	74	86
2013	11	0	28	39
2012	13	2	38	53
2011	11	2	46	59
2010	11	6	0	17

Source: City of Greenfield, 2019
**Includes all housing units through September 2019*

Reflective of Table A-18 above, the City has experienced housing growth since 2010, but not nearly at the rate experienced in prior decades. Single family units have been the most consistent in the number of units developed each year over the past 8+ years, while multi-family units have experienced the most overall growth. Over the next decade, it will be imperative for the City to continue to monitor the total number of new housing units and the type of units, to help identify any potential gaps in housing diversity and to meet the overall future demand of the community.

Locally and nationally, housing affordability has emerged as of the most pressing issues of the decade. This is a result of a combination of factors, including the Great Recession and slow economic recovery, changing personal preferences, shifting demographics, tightened lending practices, a reduced number of developers, and overall financial feasibility of building new housing in many areas of the country. As a result, the number of households that are cost burdened is on the rise. Cost burdened is defined as spending over 30 percent of a household's total income on housing costs. Households spending greater than 30 percent often have difficulty paying for essentials, transportation, and have a greater chance of financial insecurity. While Greenfield's figures are reflective of the state overall, they show that 30 percent of the City's households are housing cost burdened, and 14 percent spend over 50 percent of their income on housing. Without proactive intervention in the factors that contribute to high housing costs, housing affordability will remain one of the largest issues throughout the country over the next decade.

Table A-20: Percentage of Total Households That Are Housing Cost Burdened

	Greenfield	Milwaukee County	Wisconsin
Cost Burden ≤30 percent	70%	59%	70%
Cost Burden >30% to ≤50%	15%	19%	17%
Cost Burden >50%	14%	19%	13%

Source: U.S. HUD 2018 CHAS data calculated using ACS 2011-15

Another component of affordability is the cost of living. One of the most effective ways of analyzing the cost of living is through the comparison of different area's living wage. A living wage is defined as the hourly rate than an individual must earn to support their family if they worked full time. In general, Milwaukee County has a slightly higher living wage than Wisconsin's overall average, but is slightly more affordable than both Waukesha and Dane County, two of the most expensive counties in the state. It will be important for Greenfield to monitor both cost burdened households and living wage to gage the level of affordability in the community moving forward.

Table A-21: Living Wage Comparison

	1 working adult and 1 kid	2 working adults and 2 kids
Milwaukee County	$25.12	$16.27
Waukesha County	$25.15	$16.27
Dane County	$26.30	$16.86
Wisconsin	$24.67	$16.04

Source: MIT, 2015

Housing Programs

Milwaukee County

Milwaukee County Housing Division helps provide financial assistance to low-income owner-occupants of single family homes to make necessary repairs to their dwellings. The program provides below-market-rate loans to eligible property owners in participating municipalities in Milwaukee County. Common items repaired through Milwaukee County Home Repair include hot water heaters, furnaces, sewer laterals, roofs, siding, trim, windows, porches, foundations, plumbing and electrical. Loans can also be used for emergency repairs relating to health and safety and municipal citations.

HOME Investment Partnerships Program
This program is a collection of Federal grants that provide money to states and localities that can be used to fund a range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. Wisconsin prioritized homeownership and the conservation of quality owner-occupied housing for these federal funds. Homebuyer assistance and owner-occupied rehabilitation are some of the eligible activities the DEHCR offers

Wisconsin Housing and Economic Development Authority (WHEDA)
The Wisconsin Housing and Economic Development Authority (WHEDA) also manages several housing programs including home mortgage and improvement loans and home repair grants for the elderly from the U.S. Department of Agriculture. 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.

The HCRI Homebuyer program provides funding to low- and moderate-income households seeking to own or rent decent, safe, affordable housing. Households receiving assistance must have gross incomes at or below 80% of the County Median Income (CMI) adjusted for family size. Homebuyer properties must be single family and the primary residence of the owner. A total of $2.8 million of funds is awarded through a biennial competition. Funds may be used for down payment, closing cost, or gap financing assistance.

Community Development Block Grant (CDBG)
Community Development Block Grant (CDBG) funds may be used to develop decent, accessible, and affordable housing in communities. The 2019 Milwaukee County CDBG and HOME grant allocations totaled $2,774,317. The CDBG program allocates funding for public services, public facilities, housing, economic development, accessibility, planning and other smaller categories of funding. Loans for housing production or housing rehabilitation generate program income which is used for additional rehab loans or housing developments.

HUD also provides funding for a number of housing programs, including the Section 8 Low-Income Rental Assistance Program and the Home Investment Partnership Act (HOME).

Leveraging Tax Increment Districts
In 2009, the state amended the TIF law to allow municipalities to keep a district open for an additional year and allocate that increment to affordable housing. In the future, Greenfield should use this strategy in successful and expiring TID's to provide additional funds for affordable housing units in the city.

K. Existing Economic Development Framework

Labor Force

The City's labor force has been shifting over the years. In 2000, both manufacturing and educational service, healthcare, and social assistance occupations each made up nearly 20 percent of the City's total labor force. In 2017, manufacturing experienced the most significant decrease (-2.6 percent), while "educational service, healthcare, and social assistance" grew the most (5.3 percent). Other trends to note since 2000 include the increase in "professional, scientific, management, administrates, and waste management services" (2.6 percent) and the decrease in retail (-2.9 percent). Together, these trends are not uncommon and have been occurring throughout the Midwest. As Greenfields's economy continues to shift away from manufacturing and more towards education, health, social, and other services, it will be important to help prepare the workforce for these new types of jobs, work to retain skilled workers in those fields, and leverage the jobs in attracting new residents. See Table A-8 in Section A. for more information.

Milwaukee County employment projections are provided by the Wisconsin Department of Workforce Development. These data predict the County's employment by occupation type between 2016 and 2026. Based on these projections, the fastest growing occupations include "computer and mathematics" and "personal care and service." On the other end of the spectrum, the occupations projected to decrease the most significantly by 2026 are "production" and "office and administrative support." These projections somewhat mirror the trends already experienced in Greenfield over the past 20 years, with declining manufacturing jobs and increases in service-based jobs. The City's largest employers reflect these occupations, with most of the top ten largest employers being related to retail, healthcare, manufacturing, and service-based industries (Table A-23).

Table A-22: Milwaukee County Employment Forecasts by Sector, 2016-2026

Occupation	2016 Employment	2026 Projected Employment	Numeric Change	Percent Change
Management Occupations	31,565	34,559	2,994	9%
Business and Financial Operations Occupations	33,295	35,841	2,546	7%
Computer and Mathematical Occupations	14,522	16,375	1,853	11%
Architecture and Engineering Occupations	8,339	8,666	327	4%
Life, Physical, and Social Science Occupations	2,603	2,788	185	7%
Community and Social Service Occupations	11,412	12,030	618	5%
Legal Occupations	5,333	5,592	259	5%
Education, Training, and Library Occupations	32,852	34,399	1,547	4%
Arts, Design, Entertainment, Sports, and Media Occupations	10,379	11,404	1,025	9%
Healthcare Practitioners and Technical Occupations	37,343	38,771	1,428	4%
Healthcare Support Occupations	13,580	14,137	557	4%
Protective Service Occupations	12,069	11,974	-95	-1%
Food Preparation and Serving Related Occupations	42,486	44,463	1,977	4%
Building and Grounds Cleaning and Maintenance Occupations	15,208	15,032	-176	-1%
Personal Care and Service Occupations	38,163	44,994	6,831	15%
Sales and Related Occupations	42,151	42,041	-110	0%
Office and Administrative Support Occupations	72,361	70,335	-2,026	-3%
Farming, Fishing, and Forestry Occupations	1,861	1,779	-82	-5%
Construction and Extraction Occupations	11,221	12,017	796	7%
Installation, Maintenance, and Repair Occupations	15,200	15,493	293	2%
Production Occupations	40,192	37,146	-3,046	-8%
Transportation and Material Moving Occupations	30,108	31,124	1,016	3%

Source: Wisconsin Department of Workforce Development, 2019

Table A-23: Greenfield's Largest Employers

Employer Name	Business Description	Number of Employees
Meijer	Supermarket	250-499
Walmart	Department Store	250-499
Everbrite, LLC	Manufacturing	100-249
Aurora Health Center	Healthcare	100-249
Red Lobster	Restaurant	100-249
TGI Friday's	Restaurant	100-249
Kohl's	Department Store	100-249
Shorewest Realtors	Office	100-249
Barnes and Noble	Department Store	100-249
John Paul's Buick GMC	Car Dealership	100-249

Source: Wisconsin Department of Workforce Development, 2019

Educational Attainment

Educational attainment is another characteristic of a community's labor force. Among surrounding communities, Greenfield is approximately on average in terms of the percentage of the population with at least a high school or bachelor's degree. Additionally, as with most of the other communities and the country as a whole, educational attainment since 2000. However, as the economy continues to evolve over the next 20 years, it is critically important to have a prepared and educated workforce ready to adapt to new technologies and innovations. See Table A-6 in Section A. for more information.

Income

Table A-7 in Section A presents income data for the City of Greenfield, surrounding communities, and Milwaukee County. In 2017, the City's median household income was $54,973. This is on par with neighboring communities and much higher than the County as a whole. Similarly, the City's per capita income ($32,816) reflects those same trends. Together, these figures are used as a measure of the wealth of the population and indicates that Greenfield residents have comparable levels of disposable income to that of residents of neighboring communities.

Poverty

Since 2000, poverty for both individuals and families has increased in Greenfield, however poverty rates for both are lower than the state overall. Many communities throughout Wisconsin experienced an increase in poverty rates following the Great Recession in 2008 and have not fully recovered. In addition, national trends of growing income inequality, stagnation in wages, and ever-increasing cost of living also contribute to rising poverty rates

Table A-24: Poverty in Greenfield, 2000-2017

	2000	2010	2017*
Population over 16 Unemployment Rate	2%	7%	4%
Families in Poverty	3%	3%	6%
Individuals in Poverty	5%	6%	9%

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census

Commuting Patterns

The commuting patterns in and out of the City reflect that of an inner-ring suburb, with traveling outside of Greenfield for work. This is partially due to the fact that Greenfield is entirely surrounded in a dense urban environment with lots of nearby jobs, the City is mostly service-based occupations, and its history as a bedroom community. Together, these factors, and others, have led to the dramatic number of City residents that work in other communities.

Table A-25: Greenfield and Milwaukee County Commuting Patterns, 2017

	Employees	Percent
Employed in Greenfield and live in Greenfield	1,215	8%
Employed in Greenfield, but live elsewhere	13,809	92%
Live in Greenfield and work elsewhere	18,330	94%
Employed in Milwaukee County and live in Milwaukee County	310,090	61%
Employed in Milwaukee County, but live elsewhere	195,453	39%
Live in Milwaukee County and work elsewhere	141,208	31%

Source: U.S. Census Bureau OnTheMap

Tax Rate

Gross tax rate is the combination of school district, technical college districts, counties, municipalities, and special districts that make up a community's total property tax rate. Greenfield's gross tax rate has decreased over the past 18 years, similar to all neighboring communities. Additionally, the City's gross tax rate in 2018 was approximately average of those neighboring communities in Milwaukee County, with the outlier being New Berlin, which is located in Waukesha County and has a significantly different county tax rate. While portions of these rates are not controlled by the municipality, overall, it is important to consider them as the City continues to work to retain and attract residents and businesses.

Table A-26: Gross Tax Rate by Municipality, 2000-2018

	2000	2010	2015	2018
City of Greenfield	29.28	26.33	27.97	26.96
City of Milwaukee	30.11	26.96	30.71	27.86
City of West Allis	30.87	27.5	28.88	28.56
City of New Berlin	23.01	18.84	18.96	17.21
Village of Hales Corners	29.13	25.68	26.33	25.67
Village of Greendale	30.44	27.18	27.51	25.14

Source: Wisconsin Department of Revenue

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 2019, there were 204 sites where some type of contamination had occurred in the City of Greenfield and that were identified by the Bureau for Remediation and Redevelopment Tracking System (BRRTS). However, there are only 18 total open cases. Of the open incidents, 3 are classified as leaking underground storage tanks (LUSTs) and 12 were classified as environmental repair (ERPs). LUSTs are tanks that are or

were known to be contaminating the soil and/or groundwater with petroleum. ERPs are sites oftentimes older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR. These properties may need special attention for successful redevelopment to occur. The open cases in the City are listed below in Table A-27.

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.

Table A-27: BRRTS Open Cases in Greenfield

Activity Name	Address	Start Date	Activity Type
Car Wurx Plus	10685 W Layton Ave	2016-08-29	ERP
City of Greenfield Site (PW)	11701 W Morgan Ave	2008-05-21	VPLE
Pearson Point	11800 W Beloit Rd	2019-01-24	ERP
Allis Chalmers / Cuywreco Lf	11815 W Morgan Ave	1980-01-01	ERP
2736 W Layton Avenue Property	2736 W Layton Ave	2012-03-30	ERP
Foundry Sand Landfill Former	3701 S 116th St	2008-05-21	VPLE
Carriage Cleaners	3707 W Loomis Rd	2008-08-25	ERP
Cypress Cleaners	3813 S 108th St	2008-08-29	ERP
Auto Shoppe - Former	4333 S 108th St	2006-04-04	LUST
Turenne Property/Marine Lounge	4500-4506 W Forest Home Ave	1990-06-05	LUST
Wal-Mart #1394-07	450ft NE Layton Ave & 108th St	2011-10-24	ERP
Goodyear Service Center	5131 S 76th St	2005-09-06	ERP
Konkel Park	5151 W Layton Ave	2017-06-01	ERP
Levich Tavern (Old)	5175 S 27th St	1995-03-28	LUST
Greenfield Emporium Square	6201-6261 S 27th St	2015-02-03	ERP
Tams Chop Suey (Fmr)	6725 W Layton Ave	2015-07-31	ERP
Gravel Pit - Former	S 116th St & W Morgan	2008-05-21	VPLE
Vacant Property	SE Corner of S 35th St	2011-01-14	ERP

Source: Wisconsin Department of Natural Resources, 2019

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.

Tax Increment Financing (TIF)

The City's primary local tool for economic development is Tax Increment Financing (TIF). The City's current TIF districts are described in the table below and the use of TIF is described in greater detail in the sidebar.

Table A-28: City of Greenfield Tax Incremental Districts (TIDs)

Tax Incremental District	Type	Base Year	Resolution Date	Maximum Life
TID No. 2 – Greenfield Highlands	Mixed-Use	2007	3/6/2007	3/6/2027
TID No. 3 – 27th Street	Rehabilitation/ conservation	2009	9/15/2009	09/15/2036
TID No. 4 – 60th and Layton	Mixed-Use	2015	8/11/2015	8/11/2035
TID No. 5 – Loomis Crossing	Mixed-Use	2015	8/11/2015	8/11/2035
TID No. 6 - Chapman School/Cobalt	Rehabilitation/ conservation	2015	8/11/2015	8/11/2042

Source: Wisconsin Department of Revenue

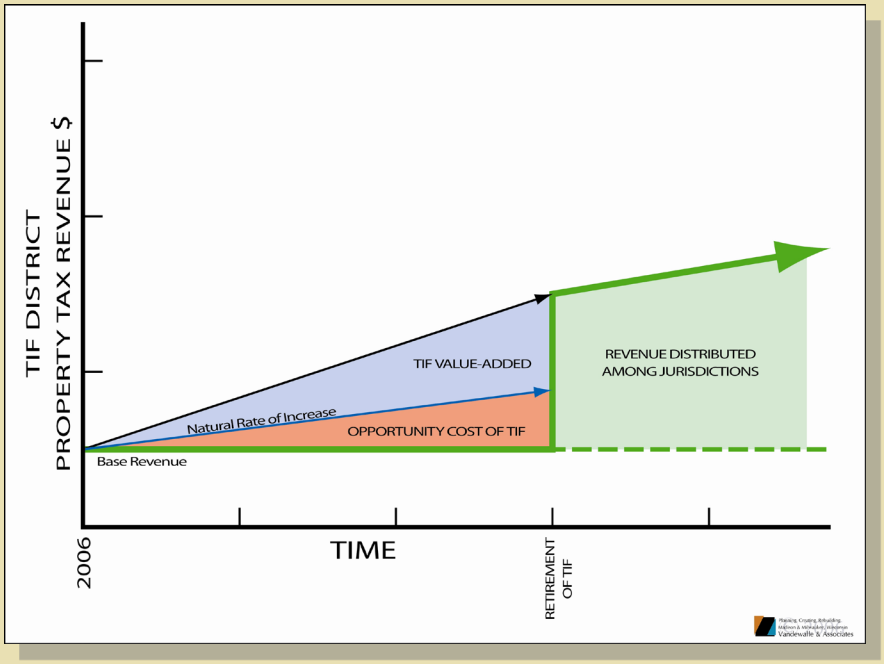
Tax Increment Financing (TIF)

Tax increment financing is 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.



L. Existing Regional Framework

Map 1 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.

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.

In 2016, SEWRPC adopted VISION 2050, which recommends a long-range vision for land use and transportation in the seven-county Southeastern Wisconsin Region. It makes recommendations to local and State government to shape and guide land use development and transportation improvement, including public transit, arterial streets and highways, freight, and bicycle and pedestrian facilities, to the year 2050.

This multimodal plan includes recommended transportation actions designed to address existing and anticipated future transportation problems and needs. Specific to Greenfield, the plan recommends the widening of I-894/I-43/I-41 from the Hale Interchange to 27th Street from six to eight traffic lanes; enhanced bicycle facilities on Beloit Road, Forest Home Avenue, 60th Street, Loomis Road, and bicycle accommodations on arterial streets and highways; commuter bus routes on I-894/I-43 and express bus on Oklahoma Ave, 27th Street, and 76th Street; and a "Bayshore-Southridge" rapid transit connecting Bayshore Town Center in Glendale to Southridge Mall in Greendale, predominately on 27th Street and W. Forest Home Avenue.

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 411 square-mile service area which includes the City of Greenfield. Established by state law, MMSD is governed by 11 commissioners and has 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 U.S. Census 2018 Population Estimates, Milwaukee County is the most populous county in the state with an estimated 948,201 residents. 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 an estimated 2018 population of 592,025. The City is in the process of updating their Citywide Policy Plan and updating several of its area plans. At the time this *Comprehensive Plan* was adopted, Milwaukee's Fond du Lac and North Area plan was underway.

City of West Allis

The City of West Allis is located on the northwestern border of Greenfield and had an estimated 2018 population of 59,492. The City adopted its 2030 Comprehensive Plan in 2011, 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 an estimated 2018 population of 14,072. 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. The Village adopted its Comprehensive Plan in 2009, which recommends the mixed-use redevelopment of the Southridge Commercial District, including office, retail, entertainment, and multi-family residential uses. As the mall site is partially located within the City of Greenfield, the two communities must work together as future reinvestments are made at in this site.

Village of Hales Corners

The Village is located along the southwestern edge of Greenfield, and is predominantly a bedroom community. The Village's 2018 population estimate was 7,598. 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. The Village adopted its Comprehensive Plan in 2009, which recommends residential development adjacent to Greenfield neighborhoods and commercial development along Highway 100, consistent with Greenfield's land use pattern.

City of New Berlin

The City of New Berlin is located west of Greenfield in Waukesha County. Its estimated 2018 population was 39,733. The City's 2020 Comprehensive Plan was adopted in 2009 and has been subsequently amended to reflect planning efforts within the South Moorland Road Corridor. The plan generally recommends low/medium residential along 124th Street and mixed use development long I-43, 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.

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 Franklin adopted its Comprehensive Plan in 2009. As of December 2019, the City of Oak Creek was in the process of updating its Comprehensive Plan and Zoning Ordinance.

Waukesha County

Waukesha County is located along the western edge of Greenfield. The County was home to 389,891 residents in 2010 (according to the U.S. Census) and had an estimated 2018 population of 403,072 residents. The County has grown by an estimated 3.4 percent since 2010. The County's 2009 Comprehensive Plan illustrates residential land uses of various densities along the New Berlin/Greenfield border. Commercial development is recommended at Beloit Road and I-43.

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 the School District of Greenfield has declined by 6.5 percent between 2014 and 2018, while enrollment for Whitnall School District has increased by 2.5 percent during the same period.

APPENDIX B: COMMENTS FROM PUBLIC OPEN HOUSE

The City of Greenfield hosted an open house on February 27, 2020 to share the current draft Comprehensive Plan and gather feedback from the public. There were 35 attendees registered at the event.

Thoughts on Key Recommendations in the Comprehensive Plan

Attendees were provided the following list of key recommendations that are being considered as part of the City's Comprehensive Plan.

Please check "✓" your top 5 key recommendations among those listed below.

3	*Reinvestment*: Actively promote development of Loomis Crossing (Map 3)
5	*Reinvestment*: Actively promote redevelopment/reuse of the Former Target Store (Map 3)
4	*Reinvestment*: Actively promote redevelopment of the Former Sears Auto at Southridge (Map 3)
8	*Reinvestment*: Actively promote development of Spring Mall (Map 3)
4	*Intergovernmental Cooperation*: Coordinate with We Energies, Milwaukee County, adjacent cities on developing the Powerline Trail through Greenfield and beyond
1	*Zoning Ordinance*: Adopt architectural design standards for multi-family, commercial, office, and mixed-use buildings
4	*Zoning Ordinance*: Create a 27th Street Corridor Overlay zoning district to improve appearance of the corridor, working with the City of Milwaukee
	Zoning Ordinance: Reduce paving and reduce minimum parking requirements where appropriate
	Natural Resources: Work with MMSD to restore parts of the Honey Creek Corridor
3	*Natural Resources*: Encourage green building practices (e.g., green roofs & energy efficient design)
2	*Natural Resources*: Update landscaping ordinance to support stormwater management, native plantings, plantings that support wildlife & habitat
3	*Natural Resources*: Protect environmental corridors, parks, open space, and rivers
	Community Facilities: Work with WisDOT to improve design of Park & Ride at Loomis Crossing
1	*Transportation*: Work with County and State on improvements to Layton Avenue and 27th Street
2	*Transportation*: Prepare a citywide Bicycle & Pedestrian Plan to improve walking and biking in City
	Transportation: Stay in contact with WisDOT and Milwaukee County on future highway projects
2	*Housing:* Continue to provide housing at attainable and affordable price points:
1	*Housing:* Use vacant or outdated sites for new housing
	Housing: Utilize special TIF rules to support affordable housing stock in the city
1	*Housing:* Consider density bonuses to create housing density in strategic locations
	Housing: Reduce or waive parking requirements for multi-family housing
1	*Other (fill in)*: Safety – reduce dangerous driving and crime
1	*Other (fill in)*: Sound barrier concerns – trees/bushes/landscape
1	*Other (fill in)*: Trail and Nature development of Towering Woods Nature Trail
1	*Other (fill in)*: Dog Park at 84th and Allerton or in mini park at 90th and Layton
1	*Other (fill in)*: Old Sports Authority store
1	*Other (fill in)*: Preserve single family neighborhoods

Thoughts on Draft Map/Graphics

After reviewing the recommendations on the maps and graphics available for viewing, participants were asked how they would rate their overall support for the recommendations and ideas on each?

Please check the box that best corresponds with your level of support for each.

Map	No Support									Very Supportive
	1	2	3	4	5	6	7	8	9	10
Map 3: Priority Special Interest Areas								1		1
Map 6: Future Land Use Map										1

Please share any specific comments you may have on Maps 1-10:

- 8. Showing too many parks in a close area near Root River and Cold Spring. Okay for existing public land (Root River) or right-of-way (power lines) since there are few alternate uses, but don't add land that should be developed
- Very supportive of the Powerline Trail from Zabocky Park to 27th Street. There is so much green space there that could be put to better use. It would be really nice if it served both walkers/hikers and bicycles.
- I noticed the plan did not include a dog park. It would be nice to have one versus a skate park.
- Would like to see an assisted living/nursing home built at Spring Mall.
- 6. Seems to reverse the decision of the Common Council in December of 2019 to NOT change the single family/R1 parcels for the Petrauski/Great Life Development. Feels like it is being "back doored" and is contrary to preserving residential neighborhoods.
- You have eliminated the plan for 118th Street, which would provide access to SIA 8 from Edgerton.
- Your text recommends "senior housing development be continued throughout the SIA" (SIA 8-P41). I guess I don't get that – there is no senior housing there. The last proposal was voted down by the Common Council in December.
- Your text also calls for S 122nd to be extended – yet that is blocked by a retention pond.
- I would really prefer this SIA not change from what is in the 2008 plan.

Please share any additional comments you would like to share with the City about the Comprehensive Plan Update in the space provided below.

- Need to think about what any power line trail connects to. Existing Root River Trail connects to major parks that serve as parking/destinations/resting time, etc. What are people to do or go to if they use a power line trail?
- Reducing parking requirements for multi-family is high risk, Have any studies/counts of parking use at existing multi-family been done? Can original use of multi-family be enforced going forward (i.e., senior living may need less parking, but could a future owner convert it to lower income family with likely much higher parking needs?)
- Affordable housing can be high risk if not carefully managed. Risk areas include crime, traffic, school use, density, property degradation, etc.
- Need to add public safety area to address proactive measures against crime, reckless driving, etc.
- Some high-volume intersections are getting clogged. We don't want people to avoid commercial areas due to hassle! Forcing people to go out of their way is a por solution (drives people away).
- I do not like sidewalks that require winter maintenance even though hardly anyone is out to use them.
- It would be nice to developer Towering Woods Nature Area with a 360° trail and markers that highlight plants and animals. It would be a great resource for education at the elementary, middle, and high school classes.
- Need more industry or light industry. Need to think more about senior living as boomers leave single family housing.