

economic development 4

Village of Greendale Comprehensive Plan: 2010 - 2035

Greendale, Wisconsin . Revisiting a Greenbelt Community



Economic Development

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

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

The Economic Development element of the Comprehensive Plan is required by the Wisconsin Comprehensive Planning Grant Program to provide:



- *A compilation of objectives, policies, goals, maps, or programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the Village;*
- *An analysis of both the labor force and the economic base;*
- *An assessment of categories or types of new businesses and industries that are desired by the Village, the Village's strengths for attracting and retaining business and industry, and the Village's weaknesses in attraction and retention;*
- *A designation of the adequate number of sites for such businesses and industries;*
- *An evaluation of environmentally contaminated sites for commercial or industrial uses; and the redevelopment of those sites for active use;*

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

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

- An identification of applicable county, regional, and state economic development programs that apply to the Village.

These requirements shall guide the economic development element for the Village of Greendale.

LABOR FORCE AND ECONOMIC BASE

Employment Status

As of 2000, the Village had 7,539 individuals over the age of 16 in the labor force. Of those in the civilian labor force (7,305), only 1.8% were unemployed. This unemployment rate was lower than all surrounding communities

except for the Village of Oak Creek, which sat at 1.6% in 2000 (Figure 4-1). Both Milwaukee County and Southeastern Wisconsin witnessed much higher unemployment rates in 2000, at 4.5% and 3.6%, respectively.

When observing the employment status in comparable communities, Greendale's unemployment rate of 1.8% fell nearly in the middle (Figure 4-2). The lowest unemployment rate was observed in the Village of Whitefish Bay (1.1%), while the highest was observed in the City of St. Francis (3.2%). Greendale's percentage of individuals ages 16 and older in the labor force was the lowest among

comparable communities, at 64.3%. The same held true when comparing Greendale to adjacent municipalities, Milwaukee County, and the Southeastern Wisconsin region.

Occupation

The U.S. Census Bureau categorizes occupation into six main categories, as shown in Figure 4-3. Of these categories, the Village has its highest percentage of employed civilian population in the management, professional, and related occupations (43.5%). This trend was observed in all adjacent municipalities except for the City of Greenfield, which had a slightly

Figure 4-1. Employment Status.

EMPLOYMENT STATUS

	Milwaukee County		Southeastern Wisconsin		Village of Greendale		City of Franklin		City of Greenfield		Village of Hales Corners		City of Oak Creek	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Population 16 Years and Over	718,569	100%	1,479,309	100.0%	11,718	100%	23,463	100%	29,683	100%	6,305	100%	22,177	100%
In Labor Force	469,688	65.4%	1,009,387	68.2%	7,539	64.3%	16,235	69.2%	19,747	66.5%	4,454	70.6%	16,846	76.0%
Civilian Labor Force (Employed)	436,878	60.8%	954,443	64.5%	7,305	62.3%	15,784	67.3%	19,081	64.3%	4,320	68.5%	16,418	74.0%
Civilian Labor Force (Unemployed)	32,379	4.5%	53,951	3.6%	213	1.8%	431	1.8%	627	2.1%	134	2.1%	356	1.6%
Armed Forces	431	0.1%	993	0.1%	21	0.2%	20	0.1%	39	0.1%	0	0.0%	72	0.3%
Not in Labor Force	248,881	34.6%	469,922	31.8%	4,179	35.7%	7,228	30.8%	9,936	33.5%	1,851	29.4%	5,331	24.0%

Source: U.S. Census Bureau & SEWRPC, 2000

Figure 4-2. Employment Status – Comparable Communities.

EMPLOYMENT STATUS

	Village of Greendale		City of Cudahy		City of Greenfield		Village of Hales Corners		Village of Shorewood		City of St. Francis		City of Wauwatosa		Village of Whitefish Bay	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Population 16 Years and Over	11,718	100%	14,594	100%	29,683	100%	6,305	100%	11,289	100%	7,249	100%	37,607	100%	10,375	100%
In Labor Force	7,539	64.3%	9,811	67.2%	19,747	66.5%	4,454	70.6%	7,849	69.5%	4,903	67.6%	25,160	66.9%	7,463	71.9%
Civilian Labor Force (Employed)	7,305	62.3%	9,384	64.3%	19,081	64.3%	4,320	68.5%	7,709	68.3%	4,671	64.4%	24,593	65.4%	7,348	70.8%
Civilian Labor Force (Unemployed)	213	1.8%	427	2.9%	627	2.1%	134	2.1%	140	1.2%	232	3.2%	559	1.5%	115	1.1%
Armed Forces	21	0.2%	0	0.0%	39	0.1%	0	0.0%	0	0.0%	8	0.0%	8	0.0%	0	0.0%
Not in Labor Force	4,179	35.7%	4,783	32.8%	9,936	33.5%	1,851	29.4%	3,440	30.5%	2,346	32.4%	12,447	33.1%	2,912	28.1%

Source: U.S. Census Bureau & SEWRPC, 2000

Figure 4-3. Occupation.

OCCUPATION	Milwaukee County		Southeastern Wisconsin		Village of Greendale		City of Franklin		City of Greenfield		Village of Hales Corners		City of Oak Creek	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% Total	Total	% Total	Total	% Total	Total	% Total
	Employed Civilian Population Age 16+	436,878	100%	954,443	100.0%	7,305	100%	15,784	100%	19,081	100%	4,320	100%	16,418
Management, Professional, Related	141,207	32.3%	322,811	33.8%	3,179	43.5%	6,321	40.0%	6,098	32.0%	1,839	42.6%	5,468	33.3%
Service	67,739	15.5%	129,294	13.6%	759	10.4%	1,482	9.4%	2,278	11.9%	362	8.4%	1,914	11.7%
Sales and Office	118,936	27.2%	257,051	26.9%	2,135	29.2%	4,369	27.7%	6,152	32.2%	1,294	30.0%	4,616	28.1%
Farming, Fishing, & Forestry	672	0.2%	2,273	0.2%	0	0.0%	7	0.0%	7	0.0%	8	0.2%	59	0.4%
Construction, Extraction, Maintenance	28,124	6.4%	72,766	7.7%	429	5.9%	1,273	8.1%	1,441	7.6%	303	7.0%	1,563	9.5%
Production, Transport, Material Moving	80,200	18.4%	170,248	17.8%	803	11.0%	2,332	14.8%	3,105	16.3%	514	11.9%	2,798	17.0%

Source: U.S. Census Bureau & SEWRPC, 2000

Figure 4-4. Occupation – Comparable Communities.

OCCUPATION	Village of Greendale		City of Cudahy		City of Greenfield		Village of Hales Corners		Village of Shorewood		City of St. Francis		City of Wauwatosa		Village of Whitefish Bay	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% Change
	Employed Civilian Population Age 16+	7,305	100%	9,384	100%	19,081	100%	4,320	100%	7,709	100%	4,671	100%	24,593	100%	7,348
Related Occupations	3,179	43.5%	2,149	22.9%	6,098	32.0%	1,839	42.6%	4,587	59.5%	1,178	25.2%	12,418	50.5%	4,781	65.1%
Service Occupations	759	10.4%	1,183	12.6%	2,278	11.9%	362	8.4%	584	7.6%	714	15.3%	2,099	8.5%	346	4.7%
Sales and Office Occupation	2,135	11.2%	2,765	29.5%	6,152	32.2%	1,294	30.0%	1,900	24.6%	1,340	28.7%	7,019	28.5%	1,789	24.3%
Occupations	0	0.0%	9	0.1%	7	0.0%	8	0.2%	4	0.1%	8	0.2%	22	0.1%	0	0.0%
Maintenance Occupations	429	2.2%	963	10.3%	1,441	7.6%	303	7.0%	173	2.2%	461	9.9%	1,062	4.3%	128	1.7%
Material Moving Occupations	803	4.2%	2,315	24.7%	3,105	16.3%	514	11.9%	461	6.0%	970	20.8%	1,973	8.0%	304	4.1%

Source: U.S. Census Bureau & SEWRPC, 2000

higher percentage of the employed civilian population in sales and office occupations.

Comparable communities with higher percentages than Greendale in the management, professional, and related occupations include the City of Wauwatosa (50.5%) and the Village of Shorewood and Whitefish Bay (59.5% and 65.1%, respectively). These percentages are shown in Figure 4-4.

Statistics on daily commuting patterns continue to support the Village’s status as a “bedroom community.” Figure 4-5 shows that the mean travel time to work, in 2000, was 21.9

minutes. This could account for travel between Greendale and Downtown Milwaukee, as well as a number of office/business parks in the outlying suburbs. Of the employed individuals, 85.9% drove a single occupancy vehicle to work; 7.7% carpooled in a personal vehicle. 268 individuals, or 3.7% reported working from home.

Figure 4-5. Commuting to Work: Greendale

	Village of Greendale	
	Number	%
Working (16 years and over)	7,160	100%
Car, truck or van - drove alone	6,154	85.9%
Car, truck or van - carpooled	552	7.7%
Public Transportation (including taxicab)	98	1.4%
Walked	64	0.9%
Other means	24	0.3%
Worked at home	268	3.7%
Mean travel time to work (min)	21.9	

Source: U.S. Census Bureau, 2000

Employment Distribution by Industry

The Wisconsin Department of Workforce Development (DWD) compiled information in 2006 illustrating the employment distribution by industry throughout the State. Figure 4-6 shows these numbers for Milwaukee County, the Southeastern Wisconsin region, and the State. In Milwaukee County, the largest percentage of employed individuals worked in the education and health industries (25.0%), with the next highest percentage in the trade, transportation, and utilities industries (17.8%). This trend is commensurate with both the Southeastern Wisconsin region and the State. The fewest percentage of employed individuals in Milwaukee County, Southeastern Wisconsin, and the State worked in the natural resources industry (0.0%, 0.2%, and 0.8%, respectively). These trends, particularly those observed in Milwaukee County, provide some insight into

the employment distribution by industry in the Village of Greendale.

Average Annual Wage by Industry

Figure 4-7 illustrates the average annual wage information by industry. The industry with the highest average annual wage in Milwaukee County was the “Financial Activities” industry at \$66,149. The industry with the lowest average annual wage in the County was “Leisure & Hospitality” at \$18,966. Of note is the column illustrating Milwaukee County wages as a percentage of wages statewide. In all industries, Milwaukee County provided a higher average annual wage than the State of Wisconsin.

Long-Term Employment Projections

The Wisconsin DWD prepared a series of long-term employment projections by industry;

Figure 4-8 provides these projections for the Milwaukee region and the State of Wisconsin. The projections show estimated employment for the years 2006 and 2016. For all industries, an increase in estimated employment was projected with the exception of manufacturing, which was projected to decrease both within the County and statewide. Among the fastest growing industries were education and health services, informational and professional services, and financial activities. Overall, Milwaukee County was projected to see a 9.7% increase in non-farm industries, with the an 8.0% increase in non-farm industries statewide.

Actual and Projected Employment

For the 2035 Regional Land Use Plan, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepared tables and

Figure 4-6. Employment Distribution.

EMPLOYMENT DISTRIBUTION BY INDUSTRY IN MILWAUKEE COUNTY (2006)

Industry	Milwaukee County		Southeastern Wisconsin		Wisconsin	
	Number Employed	Percentage Employed	Number Employed	Percentage Employed	Number Employed	Percentage Employed
All Industries	496,522	100%	995,467	100%	2,777,629	100%
Natural Resources	100	0.0%	2,271	0.2%	22,676	0.8%
Construction	13,921	2.8%	42,420	4.3%	128,316	4.6%
Manufacturing	60,501	12.2%	168,636	16.9%	501,406	18.1%
Trade, Transportation, Utilities	88,448	17.8%	192,213	19.3%	561,549	20.2%
Information	12,176	2.5%	18,897	1.9%	51,802	1.9%
Financial Activities	37,323	7.5%	63,226	6.4%	160,058	5.8%
Professional & Business Services	77,074	15.5%	129,690	13.0%	280,283	10.1%
Education & Health	124,111	25.0%	208,880	21.0%	569,013	20.5%
Leisure & Hospitality	45,098	9.1%	95,771	9.6%	272,040	9.8%
Other Services	15,682	3.2%	32,247	3.2%	86,210	3.1%
Public Administration	22,073	4.4%	41,216	4.1%	140,173	5.0%

Source: WI DWD, Bureau of Workforce Information, Quarterly Census of Employment & Wages, June 2008
Table developed by DWD, Office of Economic Advisors, June 2008

Figure 4-7. Average Annual Wage by Industry.

ANNUAL AVERAGE WAGE BY INDUSTRY IN MILWAUKEE COUNTY (2006)

Industry	Average Annual Wage		Milw. County as % of WI
	Milwaukee County	Wisconsin	
All Industries	\$44,113	\$38,070	115.9%
Natural Resources	\$47,865	\$29,235	163.72%
Construction	\$55,093	\$47,489	116.01%
Manufacturing	\$54,197	\$47,106	115.05%
Trade, Transportation, Utilities	\$36,353	\$32,762	110.96%
Information	\$59,470	\$48,483	122.66%
Financial Activities	\$66,149	\$50,749	130.34%
Professional & Business Services	\$49,222	\$44,328	111.04%
Education & Health	\$42,548	\$39,606	107.43%
Leisure & Hospitality	\$18,966	\$13,589	139.57%
Other Services	\$24,208	\$22,073	109.67%
Public Administration	\$51,387	\$39,879	128.86%

Source: WI DWD, Bureau of Workforce Information, Quarterly Census of Employment & Wages, June 2007
Table developed by DWD, Office of Economic Advisors, June 2007

Figure 4–8. Long–Term Employment Projections by Industry.

LONG TERM EMPLOYMENT PROJECTIONS BY INDUSTRY

Industry	Estimated Employment in Milwaukee Region			Estimated Employment in Wisconsin		
	2006	2016	% Change	2006	2016	% Change
Total (non-farm)	827,220	907,690	9.7%	3,079,470	3,325,840	8.0%
Construction, Mining, & Nat'l Resources	34,660	38,030	9.7%	131,120	143,690	9.6%
Manufacturing	133,860	131,470	-1.8%	505,450	497,900	-1.5%
Trade	123,280	127,440	3.4%	434,860	445,360	2.4%
Transportation & Utilities	35,210	38,560	9.5%	124,160	135,710	9.3%
Financial Activities	56,950	64,930	14.0%	161,280	180,550	11.9%
Education and Health Services	168,560	198,760	17.9%	614,040	706,600	15.1%
Leisure & Hospitality	70,520	78,750	11.7%	258,610	288,250	11.5%
Info., Professional, & Other Services	164,630	189,250	15.0%	462,680	526,790	13.9%
Government	39,540	40,520	2.5%	177,900	182,130	2.4%

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, November 2008

graphics illustrating actual and projected employment for all counties in the seven–county Southeastern Wisconsin region. Data for Milwaukee County from 2000 through 2035, in five–year increments, is provided in Figure 4–9. This data includes three projections: a high, intermediate, and low projection. The 624,600 individuals employed in Milwaukee County in 2000 represented 51.1% of the region. This number was projected to have dropped in 2005, with all three projections slowly increasing from 2005 through the year 2035.

When considering employment projections over the next ten to twenty years, the Village may wish to refer to Milwaukee County employment data in order to gain a sense of future employment trends in Greendale.

ECONOMIC DEVELOPMENT ORGANIZATIONS & RESOURCES

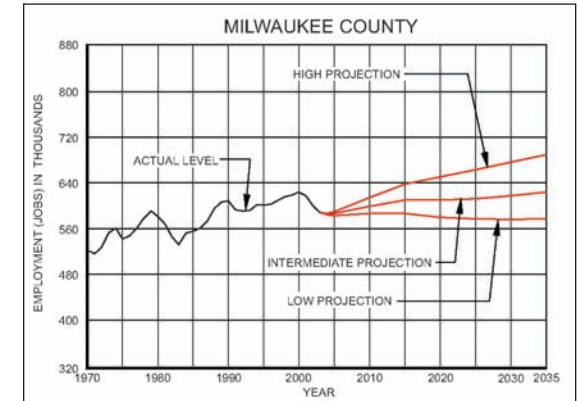
The following economic development organizations promote the Village of Greendale’s economy either directly at the Village level, or indirectly through a county or regional focus.

Greendale Chamber of Commerce

The Greendale Chamber of Commerce’s mission is to “promote the commercial, industrial, and professional interests of the Village; assist legitimate business and encourage honorable business practice; become involved in government affairs of the Village; and to participate in community projects that enhance quality of life in the village.”

The Greendale Chamber of Commerce has joined with six other local chambers to create a business networking group called ‘ABLE South.’

Figure 4–9. Actual and Projected Employment in Milwaukee County.



Data Item	Milwaukee County		
Actual Employment: 2000	624,600		
Percent of Region: 2000	51.1		
Projected Employment:	High	Intermediate	Low
2005	591,100	587,600	584,400
2010	615,600	600,800	587,900
2015	638,600	610,600	587,900
2020	651,100	611,100	581,200
2025	663,500	613,400	578,000
2030	676,400	618,100	577,300
2035	689,500	624,900	578,900
Projected Change: 2000-2035			
Employment	64,900	300	-45,700
Percent	10.4	- .a	-7.3
Percent of Region: 2035	45.7	45.7	45.7

Source: U.S. Bureau of Economic Analysis & SEWRPC.

The ABE acronym stands for Active Business Leads Exchange. Other member groups include Greenfield, Muskego, South Milwaukee, South Suburban, West Allis/West Milwaukee, and West Suburban.

Milwaukee County Division of Economic and Community Development

Milwaukee County Economic Development is part of the Economic and Community Division of the Department of Administrative Services for Milwaukee County. The Economic Development Division serves Milwaukee County agencies, citizens and businesses in an effort to stabilize the tax base and foster a positive and thriving business climate throughout Milwaukee County. Additional information regarding Milwaukee County Economic Development can be found at www.county.milwaukee.gov.

Regional Economic Partnership

The Regional Economic Partnership is a consortium of the economic development departments of the region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha), WE Energies, the City of Milwaukee, the Southeastern Wisconsin Regional Planning Commission, and the Metropolitan Milwaukee Association of Commerce. It serves as an information clearinghouse for the region's seven counties and offers assistance from new business site location to continuing business development and expansion. Additional information regarding the Regional Economic Partnership can be found by contacting the

Southeastern Wisconsin Regional Planning Commission.

Metropolitan Milwaukee Association of Commerce

The mission of the Metropolitan Milwaukee Association of Commerce (MMAC) "is to improve metro Milwaukee as a place to invest capital, grow businesses and jobs." (from the Metropolitan Milwaukee Association of Commerce website). The MMAC's programs and resources focus on networking, economic development, and public policy. Its programs include or help sponsor the Milwaukee Development Corporation, the Milwaukee EB-5 Visa Program, and the Economic Development Campaign. The Regional Campaign for Economic Development is an effort by the Metropolitan Milwaukee Association of Commerce to serve the region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha) with strategies for creating a vibrant business climate and growing the region's economic base. The Regional Campaign for Economic Development assists the counties of the southeast region to attract and retain companies and a talented workforce. Additional information regarding the Metropolitan Milwaukee Association of Commerce can be found at www.mmac.org.

The Milwaukee 7

"The Milwaukee 7, launched in September 2005, was formed to create a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin: Kenosha,

Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha. Its mission is to attract, retain and grow diverse businesses and talent." (from the Milwaukee 7 website). Among its accomplishments is the creation of the ChooseMilwaukee.com website, a business resource center, a business call program, and research and outreach efforts. Additional information regarding the Milwaukee 7 can be found at www.choosemilwaukee.com.

Forward Wisconsin

Forward Wisconsin is a joint public/private recruitment organization focused on out-of-state marketing of the State of Wisconsin and recruiting new businesses to foster economic activity throughout the state. The organization markets Wisconsin's positive business climate in an effort to entice new industry and a talented workforce and increase the economic base of the state. Focus Wisconsin offers confidential business consulting services on a no-cost basis to ensure continued positive health and growth of the state's economy. Additional information regarding Forward Wisconsin can be found at www.forwardwi.com.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce is a state department that provides development assistance to serve the citizens and businesses of Wisconsin. The Department offers marketing, finance, and small business assistance to the communities of Wisconsin and their respective citizens and businesses as well as a number of state and federal agencies.

It offers a number of programs including the Employee Ownership Assistance Loan Program, the Enterprise Development Zone Program, and the Technology Development Fund, among many others. Additional information regarding the Wisconsin Department of Commerce can be found at www.commerce.state.wi.us.

Wisconsin Economic Development Association

The Wisconsin Economic Development Association (WEDA) is a statewide non-profit organization focused on Wisconsin's economic growth. WEDA works with both public and private sectors to promote economic development initiatives and has developed a strong membership base by serving as a legislative liaison and offering professional development services to its members. Additional information regarding WEDA can be found at www.weda.org.

Wisconsin Women's Business Initiative

The Wisconsin Women's Business Initiative Corporation (WWBIC) is an economic development corporation that offers financial, technical and educational assistance to entrepreneurs. WWBIC mostly focuses on minorities and individuals with limited economic means for their entrepreneurial support. The WWBIC serves as a mentor to these business owners and offers continuous consulting and educational development services to promote their success. Additional information regarding the WWBIC can be found at www.wwbic.com.

BROWNFIELD REDEVELOPMENT & ECONOMIC DEVELOPMENT

Brownfield Redevelopment

Brownfields are commonly defined as lands with known or perceived environmental contamination. Often, vacant or underutilized areas once devoted to industrial and/or commercial uses are now perceived as brownfields due to the nature of those activities. The reuse of these sites is frequently constrained by contamination and insufficient site improvements. The redevelopment of brownfields is often hindered by costly cleanup options and a lack of interest in the properties.

Economic development in the Southeastern Wisconsin region heavily promotes the reuse of brownfields. In addition to the environmental remediation aspect of brownfield redevelopment, communities also benefit from the economic value added back to their tax rolls. The Village should include brownfield redevelopment as a component in its objectives for economic development, and promote this redevelopment, as appropriate, through tax incremental financing (TIF), grant monies, or other financial support. Limited State and Federal assistance is available for the redevelopment of contaminated sites. Greendale should fully utilize these incentives to assist private developers in brownfield redevelopment.

Brownfields in Greendale

Five open brownfield sites are located in the Village. These sites are classified as either

Environmental Repair Program (ERP) sites or Leaking Underground Storage Tank (LUST) sites. The Wisconsin Department of Natural Resources (DNR) classifies sites as having a high, low, or unknown petroleum risk. Petroleum risk applies only to petroleum discharges from underground and aboveground tank systems, and is used to determine agency jurisdiction. The DNR has jurisdiction for review of high-risk sites and sites also contaminated with non-petroleum substances. The Wisconsin Department of Commerce has jurisdiction for all other sites with discharges from petroleum tanks. All five sites are listed as having an unknown petroleum risk.

Some of these brownfield sites may be candidates for redevelopment in the short or long term future. In addition to improving environmental conditions, redevelopment of these properties would contribute to the property tax base, the elimination of blight, and the creation of jobs.

BUSINESSES AND INDUSTRIES DESIRED BY GREENDALE

One requirement presented to communities through Wisconsin's comprehensive planning law is to "assess categories or particular types of new businesses and industries that are desired by the local government unit." The following sections identify some of the primary strengths and challenges for the Village of Greendale. This analysis is categorized by location and focuses on the primary districts in the Village.

This review of strengths, challenges, and opportunities is followed by findings, issues, and recommendations for three key sites within the Village – Southridge Mall, the Village Center, and the Industrial Park. Additional information about recommendations for these districts, as well as Greendale’s primary corridors can be found in Chapter 5. Land Use.

Village Center Historic District

The Village Center’s strengths include its strong historic character and community identity. The district benefits from its position as a tourist destination and has been significantly impacted by the support of the Grandhaven Foundation, as well as the broader community. The Center’s status as a “hidden gem” of Milwaukee serves as both a strength and a challenge – while its location adds to the Village Center’s charm, it does not provide the visibility needed

to draw visitors from Southridge Mall or the 76th St corridor.

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

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

Southridge Commercial District

Southridge Mall serves as the primary regional shopping center in southern Milwaukee County. However, due to its relative age and

other factors, many shoppers indicate they will drive to one of the other shopping centers over Southridge. This is clearly a challenge, however it also leaves room for great opportunity in the future. Other strengths include the relative support of the many uses along the 76th Street corridor.

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

In the future, the Village plans to coordinate with Southridge property owners and stakeholders on a master planning effort. In addition to attracting businesses that can serve as a regional draw, the Village should focus



on mixed-use development options, including high-density multi-family residential. Housing choices should consider senior options, as well as mid-to-high priced condominiums that allow Greendale's empty nesters to stay within their community.

Village Industrial District

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

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

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

FINDINGS, ISSUES, & RECOMMENDATIONS

Gruen Gruen + Associates conducted in-person and telephone interviews with representatives of real estate developers, property owners, real estate brokers, merchants, and businesses operating in Greendale. These interviews form the basis for the key findings, issues, and recommendations about Greendale's primary nonresidential economic assets: Southridge Mall; Village Center; and a small industrial area south of the Village Center on the southwest side of Loomis and Southway.

SOUTHRIDGE MALL

Findings

Opened in 1970, the roughly 1,225,000-square-foot regional mall on approximately 105 acres of land is anchored by Sears, JC Penney, Boston Store, and Kohls. In 2009, Linens 'n Things and Steve & Barry's closed their stores due to chain bankruptcies. The

occupancy rate of the shop space is currently over 90 percent.

The Southridge Mall has not been subject to a comprehensive modernization and remodeling program: the property shows its age; parking lots are poorly maintained; landscaping is limited; and building exteriors are dated as is the interior space. Other regional retail malls in the metropolitan area, including Mayfair Mall and Brookfield Square, offer more attractive physical environments and larger and better selections of tenants as a result of major property remodeling, expansion, and reconfiguration and tenant recruitment initiatives. The interviews suggest that some department stores at Southridge Mall no longer carry the same or as many lines as their sister stores in other malls in the metropolitan area.

The interviews suggest that some middle-income and higher-income shoppers from Greendale and nearby southwest suburban



communities bypass the closer Southridge Mall to shop at Brookfield Square, Mayfair Mall, and Bayshore Town Center as well as power center or other retail formats that have been developed in the area since the opening of Southridge Mall. According to the interviews, the customer base has shifted to include a high proportion of younger Hispanic shoppers who originate from neighborhoods in central Milwaukee located approximately six to seven miles northeast of Southridge. For example, a service use within the Mall, an optometrist, has successfully targeted the Hispanic customer that shops Southridge. All of the staff are bilingual, and speak Spanish.

Retail centers near Southridge Mall have experienced a decline of visitor- or sales-spillover from the Mall due to the decline in the penetration into the local trade area demand served by the Mall. The Old Country Buffet located in Southridge Plaza has attracted Hispanic customers. The Village Center has also experienced a decline in visitor- and sales-spillover from shoppers visiting Southridge Mall. Because of advertising in Hispanic publications, one tenant at the Village Center is attracting Hispanic shoppers purchasing jewelry for coming-of-age and holiday celebrations.

In addition to retail developments including Target stores and Kohl's in nearby Oak Creek and Franklin, a potential retail development of 270,000 square feet is being planned at 84th and Layton Avenue in Greenfield, less than one mile northwest of Southridge Mall.

Issues and Recommendations

The relative decline of Southridge Mall has not yet affected the image of Greendale as a desirable residential location. Greendale's school district has a positive reputation. The public spaces and parks are appealing to residents and visitors. The transportation linkages to Downtown Milwaukee and other activity centers in the metropolitan area are excellent.

If the decline of Southridge Mall is not arrested, not only will the Village experience a decline in property taxes directly attributable to Southridge Mall but will also experience property tax declines from the negative spillover effects induced on nearby properties. Further decline of Southridge Mall could

potentially begin to tarnish the image of Greendale as a residential community.

Accordingly, we recommend that the property owners of the Mall, which include not only the owner of the shop space, Simon Property Group, but also the owners of the department store properties should be encouraged to prepare a business plan for the revitalization of the Mall. The challenge will be to identify feasible and profitable physical, tenancing and marketing enhancements and implementation procedures to reposition and strengthen the ability of the stores to penetrate into local demands now being lost to alternative retail shopping options. Given that JC Penny's has an underutilized third floor and approximately four acres of undeveloped land, and that the Sears store is likely too large (given its obtainable sales are lower than before the decline of midline department stores), plans for some of the property will need to focus on identifying feasible programs for conversions to other uses and the required implementation procedures.

A property specific feasibility study should be conducted or required before any specific rezoning, changes in design parameters or other land use regulations, capital budget authorizations, or public subsidy programs are approved to help the property owners implement the redevelopment business plan. Municipal assistance should be directed toward retaining and expanding uses or attracting new businesses and uses that can reasonably



be expected to serve to expand the trade area from which customers are attracted, or which serve to induce more frequent visitation from households and workers within the existing trade area. In some cases, for example, rather than accept a standard development that meets planning and other regulations, it may be more beneficial to encourage through municipal assistance enhanced design or added services or uses to facilitate the long-run competitiveness and tax-generating ability of the development. In the case of Southridge Mall, potential new uses worthwhile to study for inclusion in the redevelopment plan include higher-density multi-family uses given the aging of community residents and an increasing and high proportion of empty-nester households. In 2007, Greendale households without children living at home comprised approximately 69 percent of the total number of households.

The amount of subsidy granted should be based on an estimate of the amount of dollars needed to overcome a financial feasibility threshold given the projected capital costs, risks and appropriate target returns from the redevelopment actions. It should also be based on consideration of the potential fiscal impacts on the General Fund induced by the redevelopment compared to the amount of the subsidy attached to the redevelopment.



VILLAGE CENTER

Findings

The Village Center is accessible by walking paths from residential neighborhoods as well as by automobile. The Village Center is compact and pedestrian-oriented in a safe and secure location with public spaces and shops and offices. Civic uses, including the historic Village Hall, adjoin the Village Center. One property within the Village Center consists of approximately 16,000 square feet of retail, service and office space. The property was a

former grocery store purchased by a Greendale resident in 1991 who moved his service businesses into the converted building and attracted additional tenants. Because of its former use as a grocery store, the property contains ample parking with over 80 spaces.

Much of the Village Center had become dilapidated and vacant when in 1996, the Village Center property was purchased by a non profit entity. The Grandhaven Foundation has refurbished the entire exterior and interiors of the building space, enhanced landscaping, and has attracted non-chain specialty retail and service uses, differentiating the Village Center from standard retail centers. The actions of this investor have been instrumental in reviving the dormant historic center, although these



efforts alone may not be sufficient over the long-term. The property's 67,000 square feet of building space has tended to be 100 percent occupied by businesses frequently owned and operated by entrepreneurial Greendale residents. Rents, however, are insufficient to support the profitable operation of the property, and therefore, some of the operating and capital costs are subsidized by the Grandhaven Foundation.

Typically, the relatively small size of the Village Center would not serve to attract visitors from a wide trade area. Anchoring the Village Center is the Reiman Publications Visitor Center, which through bus tours and other promotional activities attracts visitors from outside Greendale. Many of the visitors, however, are older adults who don't return frequently and



visitation attributable to loyal readers of the publications has been decreasing.

The Village Center draws customers primarily from the southwest Milwaukee suburbs, especially from communities which, like Hales Corners, do not possess a traditional town center. The secondary trade area extends to "day-trippers" from Racine, Wisconsin and Gurnee, Illinois. One long-time specialty merchant reported a trade area of suburban Milwaukee communities including Franklin, Elm Grove, and Brookfield and extending to Racine. This merchant indicated that relatively few customers, who tend to be between 35 and 65 years old and middle to upper middle income households, originate from Greendale. Another specialty merchant indicates that the majority of its customers, who also tend to be within the ages of 35 and older and middle to upper middle income originate from Franklin, Brookfield, New Berlin and Racine with about 10 percent of revenues attributable to Greendale residents.

The development of three new Sendik's grocery stores (at 51st and Rawson in Franklin, Highway 100 and Drexel in Franklin, and 76 th Street and Layton in Greenfield) has impacted the sales of food-oriented tenancies like the Great Harvest Bread Company and Savor the Flavor Spice Store. In addition, the Fountains of Franklin retail and office development has also reduced the Village Center's penetration into nearby demand sources. The specialty merchants interviewed indicated that their sales



peaked in 2004 and have been on a downward trend since then. The current deep recession has especially impacted sales of the specialty merchants.

The Village Center has also been adversely impacted by the downsizing of employment at the local Readers Digest facilities (Readers Digest purchased Reiman Publications) and the closure and relocation out of Greendale of the American Bowling Congress, which is reported to have employed approximately 400 people.

The high occupancy rates and limited amount of building space has made it challenging for the Village Center to accommodate new tenancies that could encourage more frequent visitation such as a dance studio which recently expressed interest in locating in the Village

Center. Finally, as indicated above, the decline in the attraction of the Southridge Mall to higher-income shoppers has decreased the multi-purpose or spillover visits. In addition, for special events, the Foundation had arranged with the former mall owners to accommodate excess parking at the Mall and a shuttle service was run between the Mall and Village Center. The current Mall ownership charges for the use of the parking spaces.

Issues and Recommendations

The special support from a resident entrepreneur benefactor and passion and commitment of local resident merchants resulted in the revitalization of the Village Center and its success. The Village Center contributes to Greendale's positive community identity and favorable image as a residential location.

Given the increasing supply competition, the decline in visitor- and sales- spillover produced by Southridge Mall, increased property taxes and other expenses, and an aging visitor and customer base, it will be challenging to maintain the performance and health of the Village Center. An effort should be made to garner more support from local residents.

To attract greater resident patronage will require adding uses and activities that induce more frequent visitation. Therefore, identify how to add more building space, including multifamily uses, near the core part of the Village Center. In addition, convert

underutilized properties owned by the Village to include uses and activities (such as a restaurant or a dance studio) that are likely to induce local visitation and multi-purpose trips.

In addition, a captivating signage and wayfinding system should be designed and installed to promote and remind area residents of the charms and availability of public and private uses and services of the Village Center.

INDUSTRIAL AREA

Findings, Issues, and Recommendations

The industrial area was initially developed in the early 1960s and, more recently, the Village has moved a public works facility to the area. Based on drive by inspection, it appears the properties are well occupied. The interviews, however, indicate that employment associated

with the industrial area has declined. The inspection and interviews also suggest that the infrastructure and building space may have some obsolescence.

The Village may wish to proactively obtain information and insight about the tenure of firms in the industrial area, their prior locations, primary markets served, locational factors that influenced their site and facility selection, and whether firms plans to remain in Greendale. Information and perspective should also be obtained about policy changes or community improvements the property owners and business in the industrial area prefer that are within the control of Greendale to influence that would help keep the industrial area a productive location for businesses and avoid the area becoming locationally and functionally obsolete.



GOALS, OBJECTIVES, & POLICIES

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

Goals

1. *Preserve and enhance the Village Center's historic character and niche businesses, while promoting Greendale's position as a regional destination.*
2. *Promote the role of Southridge and the 76th Street Corridor as a regional attraction.*
3. *Target Greendale's economic growth to provide a variety of employment opportunities to a diverse pool of workers.*
4. *Expand and stabilize the Village's non-residential tax base.*

Objectives & Policies

- *Encourage high quality and high value development that supports the unique identity of the Village and provides balance to the tax base.*
 - Encourage integrated site redevelopment, including shared parking layouts and pedestrian connections, in order to promote multi-purpose trips and limit multiple curb cuts.
 - Continue to emphasize streetscaping efforts along the Village's major corridors (S 76th St, Grange Ave).
- *Encourage redevelopment and infill opportunities of underutilized sites within the Village's non-residential districts and corridors.*
 - Promote mixed-use development at Southridge Mall, including high-density residential options and employment opportunities.
 - Develop design guidelines to encourage high-quality, well-planned redevelopment projects in the Industrial Park, Southridge Mall, and the 76th Street corridor.
- *Concentrate commercial development/redevelopment at specific nodes and discourage strip commercial development along the Village's primary corridors.*
- *Target new employers that can provide a range of job opportunities.*
 - Continue to support the Village's many amenities, including the Greendale School District and unique community identity.
 - Market Greendale as a place for young professionals and families.
- *Pursue and achieve business attraction, retention, and expansion in Greendale.*
 - Proactively work to recruit business to Greendale.
 - Continue to develop strong relationships with businesses and major property owners.
 - Establish an economic development program that can effectively react to requests for information from potential developers.
- *Work with regional agencies and adjacent municipalities to enhance the economic position of the broader 76th Street corridor, as well as the Milwaukee region.*
 - Continue the Village's streetscaping partnership with the City of Greenfield and Milwaukee County.

BEST PRACTICE MODELS FOR THE VILLAGE OF GREENDALE

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

CASE STUDY: MALL REDEVELOPMENT

BELMAR

LAKWOOD, COLORADO

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

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

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

BELMAR: THE STATISTICS

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



Potential for Greendale

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



CASE STUDY: ECO-INDUSTRIAL PARK

INNOVISTA ECO-INDUSTRIAL PARK

HINTON, ALBERTA, CANADA

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

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

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

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

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

than just a collection of buildings and parking lots;

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

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

WHAT IS AN ECO-INDUSTRIAL PARK?

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

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

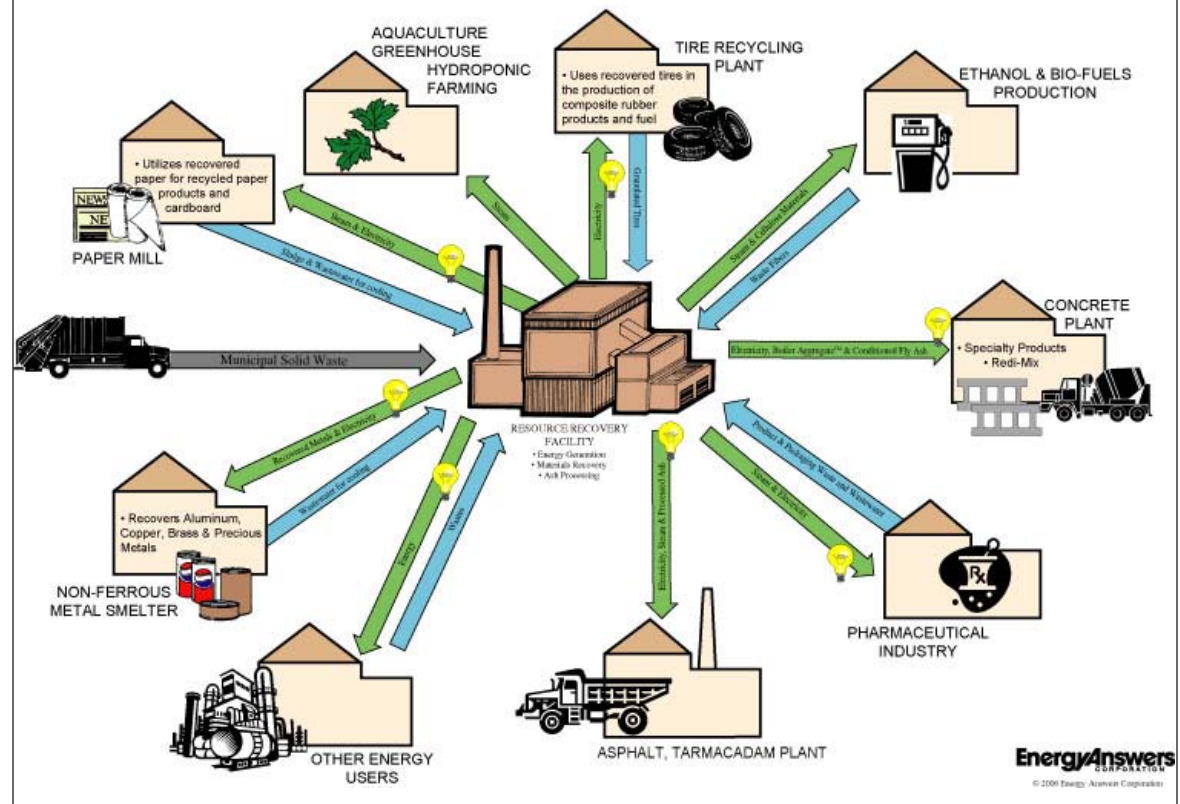
Potential for Greendale

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

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



Resource Recovery Based Eco-Industrial Park



Source: www.energyanswers.com