Land Use

INTRODUCTION

In 1999, the Wisconsin Legislature enacted legislation which greatly expanded the scope and significance of comprehensive plans within the State. The law, often referred to as Wisconsin’s “Smart Growth” law, provides a new framework for the development, adoption, and implementation of comprehensive plans by regional planning commissions as well as county, city, and village units of government. The law, which is set forth in Section 66.1001 of the Wisconsin Statutes, requires that the administration of zoning, subdivision, and official mapping ordinances be consistent with a community’s comprehensive plan beginning on January 1, 2010.

Several of the nine comprehensive planning elements required by Section 66.1001 of the Statutes must be updated or addressed to bring existing land use or master plans into compliance with the requirements of the comprehensive planning legislation. This chapter will focus on the Land Use element for the Village of Greendale.

LAND USE PLANNING IN THE REGION

The regional land use plan sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The most recent version of the plan (A Regional Land Use Plan for Southeastern Wisconsin: 2035) was adopted by SEWRPC in June 2006. The regional land use plan map, as it pertains to Greendale, is illustrated in Figure 5-1. Although the Village may agree with some aspects and recommendations contained in the regional land use plan, it relies on general land use categories and does not provide recommendations tailored for Greendale’s unique characteristics. The key recommendations of the regional land use plan are described in the following two subsections.

Environmental Corridors

The regional land use plan recommends the preservation of natural areas and open spaces within the remaining primary environmental corridors. Under the plan, development within primary environmental corridors should be limited to transportation and utility facilities, compatible outdoor recreational facilities, and - on a limited basis, rural density housing located at the fringes of upland environmental

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

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

5-3

Land Use Planning in Greendale

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

The land use element of the Village’s Comprehensive Plan is based on standards reflecting the desires of community residents, elected officials, and proven principles in community development and preservation.

When considering current and future land use impacts, several factors must be considered including social, economic, and physical factors.

- **Social factors** include those which provide or maintain community character such as gathering places or civic identity.
- **Economic factors** include job creation, the balance of municipal expenses and revenue, and land value.
- **Physical factors** include the actual development of the land (how it appears and feels, what types of development are allowed, and where development is located) as well as the natural characteristics such as soil quality or terrain.

The land use element cannot be successfully implemented when only looking at the physical attributes of growth. Diverse and healthy communities grow in all three areas and a balance should be achieved to provide a quality environment for its residents. Together these factors influence one another, the current residents, and the community’s attractiveness to new residents and businesses.

**LAND USE CONDITIONS**

In addition to the Land Use Plan, the “Natural Conditions that may Limit Building Site Development” and “Other Environmentally Sensitive Lands” maps are two integral components to the Village’s Land Use element. These maps are for informational purpose and are not regulatory maps; however, they should be utilized in coordination with the Land Use Plan when reviewing and approving changes in zoning, planned unit developments, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters. A primary use of these maps shall be for the development of stewardship plans or preservation of environmental corridors or other environmentally sensitive areas.

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

Figure 5-2 identifies natural features that may limit potential building site development. The natural features identified on Figure 5-2 are as follows:

- 100-Year Floodplain
- Hydric Soils
- Surface Water
- Wetlands
Figure 5-2. Natural Conditions That May Limit Site Development
Figure 5-3. Other Environmentally Sensitive Areas
**Land Use Trends**

As a community, reviewing past land use trends can aid in identifying and planning for the types of uses that are demanded. Figure 5-4 illustrates the land use trends for the Village of Greendale from 1990 to 2000.

The trend shows that the Village has remained fairly consistent in terms of land use over the last several years. The most significant categorical loss was for “open lands,” primarily for residential purposes. In 2000, the primary urban land use within Greendale was single family residential, approximately 1,487 acres (or 41.7%). This was an increase of roughly 5% from 1990 (1,418 acres). The remaining urban land uses within the Village were transportation (610 acres or 17.1%), recreational (246 acres or 6.9%), government and institutional (172 acres or 4.8%), commercial (140 acres or 3.9%), and industrial (51 acres or 1.4%). Figure 5-5 illustrates the land use trends for the Village of Greendale from 1990 to 2000.

Even though the Village has not retained its original focus on agriculture, there is still a significant emphasis on nonurban land uses in Greendale. Natural resource areas account for 586 acres (16.4%), while open lands include 276 acres (7.7%).

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

**Land Use Projections**

As identified in the land use trends for the Village, Greendale represents a community that is almost entirely developed. Based on the community’s historic emphasis on maintaining significant open spaces and on the declining population projections provided by SEWRPC (Figure 5–6), the Village does not anticipate a major change in land uses over the next 20 years. Figure 5–7 utilizes these projections to show the potential residential demand in the Village through the year 2035. In short, the trend shows that the Village’s housing supply will outpace demand. However, the redevelopment of the Southridge Mall area could significantly impact the Village of Greendale with the incorporation of mixed-use developments.
Figure 5-5. Village of Greendale Existing Land Use
use development, including high-quality residential options, commercial, and office uses. In the event of a major redevelopment of the Southridge Commercial District, these projections should be reconsidered in order account for new residential market demands experienced by the Village. The emphasis on retaining the Village’s present acreage parks, open spaces, and natural resources will continue.

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

**SUSTAINABLE PRACTICES & LAND USE PLANNING**

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

**Natural Landscape and Environmental Features**

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

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

**Site Planning and Development**

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

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

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

**Sustainable Infrastructure**

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

- **Explore opportunities for passive energy production in partnership with WE Energies, Focus on Energy, and the State of Wisconsin.**
  
  Potential programs could include:
  - Solar photovoltaic partnerships with: local, regional, or state government; business owners; residential property owners; or regional energy providers.
  - Wind turbine programs within productive wind zones, including small-format business and residential turbines (i.e. “urban turbines”) appropriate for developed communities.
  - Geothermal heating and energy programs at the municipal and individual property levels.

- **Assess water usage within the community and identify opportunities for reducing the reliance on the municipal water system.**
  
  Opportunities could include:
  - Promote residential and small business rain barrel programs (ex: MMSD Rain Barrel program within Milwaukee County).
  - Provide information and resources for irrigation with non-potable water sources.
  - Implement and educate others about xeriscaping – landscaping that utilizes native/adapted plants and requires little to no irrigation.
  - Identify opportunities to educate the commercial, industrial, institutional, and residential users about on-site water-saving practices, including providing resources and demonstration projects. For example, demonstrate the effectiveness of waterless and/or water-efficient fixtures in the bathroom or kitchen facilities.

- **Consider transportation infrastructure, including the type of material used on roadways and the design of new or reconstructed roads.** Potential efficiencies could be gained through minimizing stormwater runoff impacts, as well as ensuring roads can accommodate a variety of transportation methods beyond vehicles (bicyclists, pedestrians, and/or neighborhood electric vehicles).

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

NEIGHBORHOODS, DISTRICTS, & CORRIDORS

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

The types of places in Greendale are categorized into Neighborhoods, Districts, and Corridors, as defined below and illustrated in Figures 5-8 and 5-9:

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

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

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

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

STRUCTURE OF THE LAND USE PLAN

The Village of Greendale Future Land Use Plan consists of a map (Figure 5-9) and the following text which collectively are referred to as the “Future Land Use Plan.” For each place, the Future Land Use Plan considers:

- **Visual Character & Form**
- **Circulation**
- **Environment**
- **Social & Economic Activity**
- **Recommendations**

AMENDING THE LAND USE PLAN

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

a) Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps. Such amendments would be drafted by Village staff.

b) Amendments proposed as a result of discussion with officials and citizens.

c) Amendments proposed as a result of recommendations discussed during a Village planning process.

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

- **Recommendation by the Plan Commission to conduct a review process for the proposed amendment.**
- **Facilitation of public hearings as required by applicable Wisconsin Statute and/or ordinance.**
- **Recommendation from the Plan Commission to the Board of Trustees.**
- **Consideration and decision by the Board of Trustees.**
<table>
<thead>
<tr>
<th>NEIGHBORHOODS</th>
<th>DISTRICTS</th>
<th>CORRIDORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>“Originals” Neighborhood: A–D Section</td>
<td>Village Center Historic District</td>
<td>Grange Avenue Corridor</td>
</tr>
<tr>
<td>Neighborhood 1: B–E Section</td>
<td>Southridge Commercial District</td>
<td>76th Street Corridor</td>
</tr>
<tr>
<td>Neighborhood 2: F Section</td>
<td>Loomis Road &amp; Grange Avenue District</td>
<td>Loomis Road Corridor</td>
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<tr>
<td>Neighborhood 3: G Section</td>
<td>Village Industrial District</td>
<td>Root River Parkway</td>
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<td>Neighborhood 4: H Section</td>
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<td>Neighborhood 5: L, M, O, R, S, &amp; T Section</td>
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<td>Neighborhood 6: M Section</td>
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<td>Neighborhood 7: M–P Section</td>
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<td>Neighborhood 8: W Section</td>
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</table>
Figure 5-9. Village of Greendale Future Land Use Map: Neighborhoods, Districts, & Corridors

VILLAGE OF GREENDALE COMPREHENSIVE PLAN: 2010-2035
Revisiting a Greenbelt Community

FUTURE LAND USE MAP
Neighborhoods, Districts, & Corridors
Final Draft: October 1, 2009

LEGEND
NEIGHBORHOODS
- Neighborhood
- "Originals" Neighborhood
- Village Center Historic District

DISTRICTS
- District
- Village Center Historic District

CORRIDORS
- Major Corridor
- Neighborhood Corridor
- Root River Parkway
Introduction

The Village of Greendale is a nationally recognized greenbelt community. Over several decades Greendale has maintained its historic character and value, while other Greenbelt communities have lost many of their defining features. Today, Greendale consists of a series of neighborhoods, districts and corridors – all derived from the original plan.

As the community continues to evolve, it will be important to identify guiding principles to both maintain Greendale’s original vision and enhance its unique heritage. As such, this plan considers several issues that present both opportunities and challenges for each neighborhood, district, and corridor in the Village. Recommendations are also incorporated into each section.

Neighborhoods

“ORIGINALS” NEIGHBORHOOD: A-D SECTION

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

Within the “Originals” Neighborhood, there are three main neighborhood arterials (Northway, Southway, and Broad St) which feed into the unique alphabetical neighborhood streets.

The historic Village Center is at the heart of the “Originals” Neighborhood and plays a defining role in much of the character for the area. For the purposes of the Future Land Use Plan, the Village Center is included tangentially in combined “Originals” Neighborhood and Village Center Historic District and described more completely in the Historic District section.

Visual Character & Form

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

Beginning in 1938, this neighborhood developed into a medium-density residential area. Housing styles include the original cinder block homes (present in all of portions of Sections A–D), which were mainly two-story structures with larger rear yards and small single-car garages. Typical lot sizes are around 1/4 acre with approximately 800–1200 square foot buildings.

Circulation

As “Greendale – The Little Village That Could... And Did” describes, the streets in the “Originals” Neighborhood were all designed to “bend,” loosely following a modified grid pattern. Over the years, they have developed...
into the iconic tree lined streets envisioned in
the original plans for the greenbelt community.

There are three main street types found in
or adjacent to the “Originals” Neighborhood,
including: major corridors (Grange Avenue),
dealt with later in this section; neighborhood
arterials (Northway, Southway, and Broad); and
residential streets.

Neighborhood arterials are wider, offering
ample room for driving lanes and on-street
parking, wide street terraces with shade trees,
and sidewalks on either one or both sides.

Residential streets in the “Originals”
Neighborhood were named alphabetically,
as Greendale was developed. They are
substantially narrower than the neighborhood
arterials and are intended to service the local
residents, generally accommodating one travel
lane and one parking lane. In the “Originals”
section, the homes are set close to the street
without a formal street terrace or sidewalk,
as paths were integrated into the rear yards
instead. Since many of these early homes
have – at most – a small, single car garage,
on-street parking is at a premium and further
decreases the street width.

As mentioned, sidewalks in the “Originals”
Neighborhood are primarily located along
the neighborhood arterials and, generally,
are located on only one side of the street.
This pattern varies along from one side of
the street to another. Within the residential
areas, pedestrian paths – originating from
the Peets’ plan for Greendale – are integrated
behind homes, linking parks, open spaces,
natural resources, the Village Center, and other
community facilities.

With regards to public transportation, the
“Originals” Neighborhood is directly served
by Milwaukee County Transit System (MCTS)
routes 35 and 64. These routes run along
the neighborhood arterials (Northway, Westway,
and Southway) and provide transportation
to several regional destinations, including
Southridge Commercial District and Downtown
Milwaukee.

**Environment**

Parks and open spaces within the “Originals”
Neighborhood are all operated and maintained
by the Village including the open lands
surrounding Dale Creek, which the Village
leases from the County. The Root River
Parkway, which is considered a separate
corridor and runs near the southern portion
of the Neighborhood, is owned and maintained by
Milwaukee County.

A wide range of active recreation and passive
open space opportunities are dispersed through
the “Originals” Neighborhood. Sherwood
Park, near the center of the Neighborhood
and adjacent to the middle school, and Dale
Creek offer pedestrian paths and direct access
to the community’s natural resources. Jaycee
Park, Lions Park, Community Center Park,
and Greendale High School offer more active
recreation with ball fields, tennis courts, and
playground equipment within or nearby the
neighborhood. Finally, Gazebo Park integrates
passive park spaces with unprogrammed
gathering spaces and active community events.

**Social & Economic Activity**

The Village Center represents the heart of
the “Originals” Neighborhood’s social and
economic activities. It is the center of civic
functions for the Village, as well as a gathering
place for community events (Greendale Open
Market, parades, summer concerts) and local
shopping.

Further, the historic characteristics and
traditional suburban charm of Greendale's
residential neighborhoods are significant to the
social and economic health of the community.
Preservation of these properties through
restoration and continued maintenance will
continue to provide economic value for this
neighborhood.

**RECOMMENDATIONS**

The following recommendations should guide
future land use and development decisions in
the “Originals” Neighborhood:

- **Preserve the historic quality of the
  “Originals” Neighborhood.**
  - With regards to the “Originals,”
    continue to utilize “Design Guidelines
    for Your Original Greendale
    Home” when reviewing special
    use applications for additions and
residential renovation.

- Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.

- **Within the single-family portions of the “Originals” Neighborhood, preserve existing lot sizes and residential densities.** Existing densities average between 3 and 6 dwelling units per acre.

- Combining of lots, therefore decreasing residential density, should be discouraged. Any proposals to significantly increase lot size, should be carefully reviewed on a case-by-case basis.

- **Opportunities to increase residential density with a variety of multi-family choices should be explored and encouraged within (and immediately adjacent to) the Village Center, as well as along Northway (see Area of Significant Interest: Village Center).** Options include redevelopment of existing multi-family parcels, as well as conversion of target properties.

- Rather than emphasizing target density levels, the Village should carefully regulate multi-family site plans. At minimum, multi-family residential proposals should include the following:
  - A maximum height of three stories with underground parking
  - Integrated green spaces and pedestrian paths
  - High quality building materials should be strongly encouraged with an emphasis on supporting the contextual integrity of the neighborhood. Examples include: brick, stone, decorative concrete masonry units, metal panel systems, or other creatively used high quality and durable building material.

- **Maintain strong pedestrian connections to the Village Center with sidewalks and integrated pedestrian paths.**

  - Explore new opportunities for community gardens along passive spaces and neighborhood trails

- **Strengthen and expand the pedestrian/vehicular connection between the Village Center and the Southridge Commercial District along Northway (see Area of Significant Interest: Village Center & Southridge).**

- **Preserve and maintain the existing open space within the “Originals” Neighborhood.**

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in the “Originals” Neighborhood. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5-10. “Originals” Neighborhood, Comparable Zoning Districts
NEIGHBORHOOD 1 (N1): B-E SECTION

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

Within Neighborhood 1, there are three main neighborhood arterials (Northway, Westway and Southway) which feed into the unique alphabetical neighborhood streets.

As with the “Originals” Neighborhood, the historic Village Center is at the heart of Neighborhood 1 and plays a defining role in much of the character for the area.

Visual Character & Form

Neighborhood 1 is one of most established portions of Greendale, outside of the “Originals.” While it is primarily composed of single-family homes, duplexes and multi-family apartment buildings are also present.

Following the development of the “Originals,” this neighborhood expanded the Village with medium-density residential area. Housing styles include traditional ranch homes (Sections D–E), which incorporate many of the landscape and site layout features present in earlier developments. Typical lot sizes range between 1/4 to 1/2 acre with approximately 800–1200 square foot buildings.

Circulation

As “Greendale – The Little Village That Could... And Did” describes, the streets in Neighborhood 1 were all designed to “bend,” loosely following a modified grid pattern. Over the years, they have developed into the iconic tree lined streets envisioned in the original plans for the greenbelt community.

There are three main street types found in Neighborhood 1, including: major corridors (Grange Avenue, Loomis Road, S 76th Street), dealt with later in this section; neighborhood arterials (Northway, Westway, Southway, and Broad); and residential streets.

Neighborhood arterials are wider, offering ample room for driving lanes and on-street parking, wide street terraces with shade trees, and sidewalks on either one or both sides.

Residential streets in Neighborhood 1 were named alphabetically, as Greendale developed. They are substantially narrower than the neighborhood arterials and are intended to service the local residents, generally accommodating one travel lane and one parking lane. The portions of Sections B–E within Neighborhood 1 offer ranch style homes with conventional 2–car garages and larger driveways. In this area, the streets are wider and on-street parking is not as pressing of an issue.

As mentioned, sidewalks in Neighborhood 1 are primarily located along the neighborhood arterials and, generally, are located on only one side of the street. This pattern varies along from one side of the street to another. Within the residential areas, pedestrian paths – originating from the Peets’ plan for Greendale – are integrated behind homes, linking parks, open spaces, natural resources, the Village Center, and other community facilities.

With regards to public transportation, Neighborhood 1 is directly served by Milwaukee County Transit System (MCTS) routes 35 and 64. These routes run along the neighborhood arterials (Northway, Westway, and Southway) and provide transportation to several regional destinations, including Southridge Commercial District and Downtown Milwaukee.
Environment

Parks and open spaces within and adjacent to Neighborhood 1 are all operated and maintained by the Village including the open lands surrounding Dale Creek, which the Village leases from the County. The Root River Parkway, which is considered a separate corridor and frames the southern portion of the Neighborhood, is owned and maintained by Milwaukee County.

A wide range of active recreation and passive open space opportunities are situated within close proximity to Neighborhood 1. Sherwood Park, near the center of the Neighborhood and adjacent to the middle school, and Dale Creek offer pedestrian paths and direct access to the community’s natural resources. Jaycee Park, Lions Park, Community Center Park, and Greendale High School offer more active recreation with ball fields, tennis courts, and playground equipment. Finally, Gazebo Park integrates passive park spaces with unprogrammed gathering spaces and active community events.

Social & Economic Activity

The Village Center represents the heart of Neighborhood 1’s social and economic activities. It is the center of civic functions for the Village, as well as a gathering place for community events (Greendale Open Market, parades, summer concerts) and local shopping.

Further, the historic characteristics and traditional suburban charm of Greendale’s residential neighborhoods are significant to the social and economic health of the community. Preservation of these properties through restoration and continued maintenance will continue to provide economic value for this neighborhood.

RECOMMENDATIONS

The following recommendations should guide future land use and development decisions in Neighborhood 1:

- Preserve the historic quality of Neighborhood 1.
  - Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.

- Within the single-family portions of Neighborhood 1, preserve existing lot sizes and residential densities. Existing densities average between 3 and 6 dwelling units per acre.
  - Combining of lots, therefore decreasing residential density, should be discouraged. Any proposals to significantly increase lot size, should be carefully reviewed on a case-by-case basis.

- Opportunities to increase residential density with a variety of multi-family choices should be explored and encouraged within (and immediately adjacent to) the Village Center, as well as along Northway (see Area of Significant Interest: Village Center). Options include redevelopment of existing multi-family parcels, as well as conversion of target properties.
  - Rather than emphasizing target density levels, the Village should carefully regulate multi-family site plans. At minimum, multi-family residential proposals should include the following:
    - A maximum height of three stories with underground parking
    - Integrated green spaces and pedestrian paths
    - High quality building materials should be strongly encouraged with an emphasis on supporting the contextual integrity of the neighborhood. Examples include: brick, stone, decorative concrete masonry units, metal panel systems, or other creatively used high quality and durable building material.

- Maintain strong pedestrian connections to the Village Center with sidewalks and integrated pedestrian paths.
  - Explore new opportunities for community gardens along passive spaces and neighborhood trails

- Strengthen and expand the pedestrian/vehicular connection between the Village Center and the Southridge Commercial District along Northway (see Area of Significant Interest: Village Center & Southridge).
Preserve and maintain the existing open space within Neighborhood 1.

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 1. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
NEIGHBORHOOD 2: F SECTION

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

Within Neighborhood 2, there are two main neighborhood arterials (Parkview Road and Overlook Drive), which feed into the neighborhood streets (beginning with the letter F).

Visual Character & Form

Neighborhood 2 is located on the west side of the Village. It is surrounded by the Root River Parkway on three sides, which contributes to the quiet, wooded setting of the neighborhood. Composed of single-family homes, Neighborhood 2 offers a more suburban experience than Neighborhood 1.

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

Circulation

The streets in Neighborhood 2 follow a suburban street pattern with non-hierarchical, curvilinear roads. Trees and shrubs are prevalent, but do not follow the urban “tree-lined” street model.

There are three main street types found in Neighborhood 2, including: major corridors (S 76th Street), dealt with later in this section; neighborhood arterials (Parkview Road and Overlook Drive, forming a loop through the neighborhood); and residential streets and courts. The adjacent Root River Parkway offers a fourth type of corridor, serving environmental and transportation purposes. As with the major corridors, it is described in a separate section.

The neighborhood arterials are modestly wider and form an outer loop, from which all residential streets originate. Due to this street pattern, many of the homes on the south and west sides of the loop are immediate adjacent to the Root River Parkway, which adds significant value to these properties.

Following the historic street naming conventions of Greendale, residential streets in Neighborhood 2 begin with the letter “F.” They are only slightly narrower than the neighborhood arterials and either connect across the Parkview Road/Overlook Drive loop or terminate in a cul–de–sac.

There are no sidewalks within Neighborhood 2, nor is there a significant pathway system integrated into the rear yards. There are, however, some access points into the Root River Parkway path system. Access across S. 76th Street to the Village Center, schools, and community trail system is limited. In many cases, residents have indicated east/west pedestrian and bicycle crossings along the corridor are unsafe.
Neighborhood 2 is not directly served by public transportation, although routes are available near the Grange and 76th Street intersection, as well as Westway (in Neighborhood 1).

**Environment**

The primary environmental feature in Neighborhood 2 is the Root River and associated parkway. It is a significant natural resource and adds value to the adjacent residential properties, as well as the community as a whole.

There is also a small wooded area in the southern portion of the neighborhood, which includes a pond. While there are paths running through the passive space, there are several homes backing up to it, which creates an impression of private property.

With regards to active recreation, Neighborhood 2 does not include any programmed parks or spaces. However, there are several within close proximity, including within the parkway and across S 76th Street (identified in Neighborhood 1). However, some residents have expressed concern with the type of pedestrian/bicycle crossings available across the corridor, which may limit accessibility for the neighborhood – particularly for children.

**Social & Economic Activity**

The greatest economic asset in Neighborhood 2 is the Root River Parkway and amount of natural features adjacent to residential properties.

There is potential to enhance the connection between the Village Center with Neighborhood 2, which would support additional social and economic activity. One option would be to enhance pedestrian/bicycle access across the 76th Street Corridor, allowing residents to access shopping, Village services, and community events more readily. As the future of Southridge Commercial District becomes more clear, there is also potential to integrate Neighborhood 2 into the redevelopment.

**RECOMMENDATIONS**

The following recommendations should guide future land use and development decisions in Neighborhood 2:

- Maintain the suburban identity of Neighborhood 2 by preserving existing lot sizes and residential densities (averaging 1 dwelling unit per acre).
  - Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.
  - Significant changes to density should be discouraged; any such proposals should be carefully reviewed on a case-by-case basis.

- Opportunities for enhanced pedestrian connections to the Village Center and Southridge Commercial District should be explored with an emphasis on improving pedestrian safety along the 76th Street Corridor. Traffic calming measures, in addition to enhanced pedestrian crossing techniques, should be evaluated.
  - Preserve natural resources and open spaces within Neighborhood 2.
    - Increase access into the Root River Parkway from the F Section, when possible.

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 2. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
NEIGHBORHOOD 3: G SECTION

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

**Visual Character & Form**

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

Section G developed in the 1960’s through 1980’s, although many homes have since been updated or redeveloped, and offers larger homes on suburban–style lots. Houses in this area are 1 or 2–stories with attached garages and driveways fronting the street. As with Neighborhood 2, houses are set back from the road and offer larger front and back yards than in older parts of the Village. Typical lot sizes range from under 0.5 acre to 1.5 acres with average home sizes between 1200 and 2400 square feet.

Neighborhood 3 also hosts two historic landmarks – the Jeremiah Curtin House and Trimborn Farm. Both of these properties are cared for by the Milwaukee County Historic Society and serve as educational tourist attractions. The historic qualities of these properties further contribute to the identity of Section G, as well as the Greendale community.

**Circulation**

The street system in Neighborhood 3 appears to be a hybrid between the urban structure of Neighborhood 1 and the more loose, suburban system of Neighborhood 2. The streets follow a non–hierarchical, curvilinear pattern, but also have a more structured “tree–lined” feel and a sidewalk on one–side of the street throughout the neighborhood.

There are three main street types found in Neighborhood 3, including: major corridors (Grange Avenue), dealt with later in this section; neighborhood arterials (Gardenway and, to a lesser extent Grandview Drive, Glen Haven Drive, and Glenwood Drive); and residential streets and courts. The adjacent Root River Parkway offers a fourth type of corridor, serving environmental and transportation purposes. As with the major corridors, it is described in a separate section.

The neighborhood arterials in the G Section are modestly wider and provide access to Grange Avenue and S. 92nd Street. As with Greendale’s other neighborhoods, all residential streets connect to the neighborhood arterials.

Following the historic street naming conventions of Greendale, residential streets in Neighborhood 2 begin with the letter “G.” They are only slightly narrower than the neighborhood arterials and either form loops alongside the neighborhood arterials or terminate in a cul–de–sac.

The G Section also has a sidewalk network that runs on one side of the street throughout the neighborhood. However, there is no formal access to the Root River Parkway, as the neighborhood is adjacent to the heavily wooded parkland surrounding the river itself and

Gardenway is the primary neighborhood arterial in the G Section, allowing the traffic to enter the neighborhood from both Grange Avenue and S. 92nd Street. Several residential streets originate from Gardenway.
the parkway is located east of the waterway. Further, the neighborhood’s primary pedestrian access to the Village Center is along Grange Avenue, which offers a sidewalk on alternating sides of the corridor.

Neighborhood 3 is not directly served by public transportation. The nearest bus routes are along Grange Avenue, east of S. 76th Street and near the Village Center (in Neighborhood 1).

Environment
The primary environmental feature in Neighborhood 3 is the Root River Parkway, in addition to Whitnall Park, which lies across the municipal border in Hales Corners. Many of the homes in Neighborhood 3 either back up to or overlook the Root River Parkway, Whitnall Park, or the historic Trimborn Farm, which adds significant value to these properties.

There is also a large park in the northern part of Neighborhood 3, along 84th and Grange. In addition to offering passive spaces, the park incorporates a number of active recreation options including baseball, softball, and soccer facilities.

Social & Economic Activity
Neighborhood 3 offers many social activities to the local residents, as well as the broader Village community and the region. As rich historic properties, Trimborn Farm and the Jeremiah Curtin House serve as tourist destinations and are an important reminder of the community’s rich heritage, which goes beyond the Greenbelt Town era. The preservation and continued social value placed upon these properties sets the tone for area as a quiet, suburban neighborhood with a rural farming past.

The adjacent parkland and environmental features are also significant social and economic assets for the neighborhood.

RECOMMENDATIONS
The following recommendations should guide future land use and development decisions in Neighborhood 3:

- Maintain the suburban identity of Neighborhood 3 by preserving existing lot sizes and residential densities. The existing density in the G Section is between 1 and 3 dwelling units per acre.
  - Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.
  - Significant changes to density should be discouraged; any such proposals should be carefully reviewed on a case-by-case basis.

- Preserve natural/cultural resources and communal open spaces within Neighborhood 3.
  - Where there are opportunities, establish pedestrian/bicycle access into the Root River Parkway from the G Section.

- Protect and preserve historic resources within Neighborhood 3 (Trimborn Farm, Jeremiah Curtin House).

- Explore new opportunities for the 84th and Grange Park, such as community gardens along passive spaces, without compromising existing sports facilities.

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

Comparable Zoning Districts
The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 3. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5-13. Neighborhood 3, Comparable Zoning Districts
NEIGHBORHOOD 4: H SECTION

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

There are three primary neighborhood arterials in the H section, providing access to the three corridors, including: Hill Ridge Drive, Highview Drive, and Horizon Drive. Several residential courts branch off of the arterials.

**Visual Character & Form**

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

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

With regards to lot size, Neighborhood 4 is similar to the D and E Sections, with typical lots ranging from .25 acre to .75 acres. With mostly 2-story homes, the average size ranges between 1200 and 2000 square feet.

**Circulation**

Neighborhood 4 has a suburban street pattern similar to the F and G Sections, with curvilinear streets organized in a non-hierarchical pattern. A sidewalk is integrated throughout the neighborhood, on one side of the street, along with trees planted at regular intervals.

There are three main street types found in Neighborhood 4, including: major corridors (Loomis Road and S. 76th Street); neighborhood arterials (Hill Ridge Drive, Highview Drive, and Horizon Drive); and residential courts. The adjacent Root River Parkway serves as an environmental corridor and amenity, which is addressed in a separate section.

As with similar sections of the Village, the neighborhood arterials are modestly wider, leading to and from the major corridors. The residential streets, each beginning with the letter “H,” stem from the arterials. Whereas they are through streets in many other parts of Greendale, all residential streets terminate in cul-de-sacs in the H Section.

As mentioned earlier, sidewalks are present throughout Neighborhood 4 on one-side of each street. Also, similar to the G Section, there is no formal access to the Root River Parkway, as the neighborhood is adjacent to the heavily wooded parkland surrounding the river itself and the parkway is located north of the waterway. Further, the neighborhood’s pedestrian access to the Village Center is limited.

Neighborhood 4 is not directly served by public transportation. The closest route available runs along the Westway/Southway loop.

**Environment**

The Root River Parkway is the primary environmental feature in Neighborhood 4, located just north of the neighborhood and adding value to the homes backing up to the parkland.

Crystal Ridge, a ski area and lodge, is also adjacent to the H Section, located across S. 76th Street in the City of Franklin. This is the only form of active recreation immediately adjacent to Neighborhood 4, although there
are several community parks nearby including Scout Lake.

**Social & Economic Activity**

The greatest economic asset in Neighborhood 4 is the Root River Parkway and amount of natural features adjacent to residential properties.

There is also potential for the neighborhood to benefit from nearby economic development efforts, such as the Village’s industrial park and the commercial district that is developing at S. 76th Street and Rawson Avenue in Franklin. Any future redevelopment of Crystal Ridge would also have a significant impact on the H Section.

**RECOMMENDATIONS**

The following recommendations should guide future land use and development decisions in Neighborhood 4:

- **Preserve the suburban identity of Neighborhood 4 by maintaining existing lot sizes and residential densities. The existing density in the H Section is between 2 and 3 dwelling units per acre.**
  - Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.
  - Significant changes to density should be discouraged; any such proposals should be carefully reviewed on a case-by-case basis.

- **Consider opportunities for small-scale multi-family residential units along the corridors.**
  - All proposals should be reviewed on a case-by-case basis to ensure contextually appropriate building placement, scale, high-quality materials, and integrated common spaces.

- **Preserve natural resources and passive open spaces within Neighborhood 4.**
  - If possible, establish additional pathways into the Root River Parkway from the H Section.
  - Explore new opportunities for community gardens along passive spaces and neighborhood trails.

- **Coordinate with the City of Franklin if any changes are proposed to the Crystal Ridge area, including a discussion of appropriate uses and transitions.**

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 4. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5-14. Neighborhood 4, Comparable Zoning Districts
NEIGHBORHOOD 5: L, M, O, R, S, & T SECTIONS

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

The main corridors within Neighborhood 5 are Grange Avenue and Loomis Road. There are also several neighborhood arterials, including: Ramsey Avenue, College Avenue, and S. 51st Street. Eastway is another neighborhood arterial that serves the more traditional purpose of connecting the neighborhood’s many residential streets.

Visual Character & Form

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

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

With regards to single-family lot size, Neighborhood 5 is more dense than Neighborhoods 2–4 with typical lot sizes ranging from .25 to just under 1 acre. The average housing size is approximately 1000 to 2000 square feet.

There are also a number of multi-family apartments available in Neighborhood 5. They are located along the neighborhood arterials and typically consist of several buildings centered around communal open spaces.

Circulation

Neighborhood 5 has a suburban street pattern that incorporates the curvilinear streets and tree lines that are apparent in several other neighborhoods. However, there are also several more significant arterials in Neighborhood 5 that are integrated into the regional street grid system, such as College Avenue and S. 51st Street.

There are three main street types found in Neighborhood 5, including: major corridors (Grange Avenue and Loomis Road), dealt with in a separate section; neighborhood arterials (Ramsey Avenue, College Avenue, S. 51st Street, and Eastway); and several residential streets and courts.

Unlike other areas of the Village, there’s some variation in neighborhood arterials in Neighborhood 5. Eastway serves as a traditional neighborhood arterial, connecting the various residential streets and maintaining the spirit of the Greenbelt design for the arterials (similar to Northway, Southway, Westway, and the other “way” streets).

Ramsey Avenue, College Avenue, and S. 51st Street are also neighborhood arterials that feed into smaller residential blocks, but they also play a role in the broader regional street grid, as they connect through to the neighboring communities and beyond. These arterials are wider than the residential streets and there are far fewer residential homes fronting them. Finally, while there are pedestrian paths along
many of these arterials, they do not incorporate the shade trees found along Greendale’s “traditional” arterials.

The residential streets in Neighborhood 5 either loop from one part of the neighborhood arterial to another or terminate in a cul-de-sac. Street names continue to follow the alphabetical naming convention.

For most of Neighborhood 5, there are sidewalks incorporated along one side of the street. There are also several key paths that connect one part of the neighborhood to another, through the passive open spaces that weave through the residential developments. These connections are reminiscent of the original Greenbelt concept and reiterate the integrated pedestrian paths found in Neighborhood 1. Further, Neighborhood 5 also has a pedestrian bridge across Loomis Road (Hwy 36), which allows safer access to the Village Center. This bridge is located to the north, near Scout Lake, and terminates near a school and playground in the C Section.

The Milwaukee County Transit System (MCTS) operates one bus line within Neighborhood 5, route 35, which runs along Ramsey Avenue and S. 51st Street. This is the same route that serves the Village Center and much of Neighborhood 1. A secondary bus route (route 27) is also in close proximity, stopping at College Avenue near S. 35th Street.

**Environment**

Neighborhood 5 has a number of active and passive open spaces and natural features. As with several other neighborhoods in Greendale, the Root River Parkway system anchors the neighborhood to the south. The homes surrounding the environmental feature receive significant value from this proximity. However, pedestrian and bicyclist access to the parkway can only be accessed on the west side of Loomis Road.

Scout Lake Park, owned and maintained by Milwaukee County, is another major recreational and environmental feature in eastern Greendale. The park offers a lake for swimming and fishing, wooded hiking trails, a totlot (playground), and a pavilion. The park is accessible not only through access off of Loomis Road, but through a series of integrated neighborhood pedestrian paths from the L and O Sections.

Between the O and R Sections, residents also have access to College Park. Operated by the Village, the amenity offers playgrounds and sports facilities including baseball fields, softball diamonds, and tennis courts.

Finally, Neighborhood 5 also has a number of smaller neighborhood parks and open spaces, some of which are programmed and serve as a neighborhood gathering space, while others are natural resources that weave between and connect smaller residential blocks.

**Social & Economic Activity**

There are a number of social and economic assets in Neighborhood 5. The integrated greens and regional parks serve as neighborhood gathering places, while the natural features throughout the area add value to the area as a whole.

Small-scale commercial uses are scattered along some of the major corridors and neighborhood arterials. Institutional uses, including elementary schools and churches, are also incorporated into the residential areas and accessible via an integrated sidewalk network. Each of these uses supports the integrated traditional suburban character of Greendale.

**RECOMMENDATIONS**

The following recommendations should guide future land use and development decisions in Neighborhood 5:

- **Maintain the traditional suburban quality of Neighborhood 5 by preserving existing lot sizes and residential densities. The existing density in Neighborhood 5 ranges between 1 and 4 dwelling units per acre.**
  - Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.
  - Significant changes to density should be discouraged; any such proposals should be carefully reviewed on a case-by-case basis.
• Maintain a variety of housing choices in Neighborhood 5, including existing multi-family residential units.
  ◦ Any redevelopment proposals for multi-family housing should be reviewed on a case-by-case basis to ensure contextually appropriate building placement, scale, high-quality materials, and integrated common spaces.

• Preserve natural resources and open spaces within Neighborhood 5.
  ◦ Maintain existing neighborhood pathway connections into community park spaces and playgrounds, including Scout Lake Park.
  ◦ Explore new opportunities for community gardens along passive spaces and neighborhood trails.

• Preserve pedestrian access to the Village Center and Root River Parkway, including a comprehensive sidewalk network and the pedestrian bridge across Loomis Road (at Scout Lake Park).

• Continue to support limited mixed-uses along major corridors and regional neighborhood arterials, particularly small-scale neighborhood commercial and institutional facilities.

Comparable Zoning Districts
The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 5. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5-15. Neighborhood 5, Comparable Zoning Districts
NEIGHBORHOOD 6: M SECTION

Neighborhood 6 includes the M Section of Greendale, located on the northern edge of the Village between Southridge Mall and the Grange Avenue/Loomis Road intersection. Neighborhood boundaries include: Edgerton Avenue, the municipal boundary with the City of Greenfield, on the north; Grange Avenue to the south; Southridge Mall on the west; and S. 60th Street to the east.

The primary corridor within Neighborhood 6 is Grange Avenue. There are also several neighborhood arterials, including: S. 68th Street, S. 60th Street, and Greenway, which serves the more traditional purpose of connecting the neighborhood’s residential streets.

Visual Character & Form

Neighborhood 6 is situated on the northern edge of Greendale and lies adjacent to the Southridge Mall District, as well as the Grange/Loomis Road intersection. It also includes a number of parks and open spaces, which are integrated into the various residential blocks. This portion of the Village is primarily single-family residential.

In terms of development patterns, the M Section has evolved over time. The eastern edge of the neighborhood was built in the 1960s through 80s, while the western most residential developments have occurred more recently. Homes in the area are 1 and 2–story units with attached garages on suburban-styles lots. As with several other residential neighborhoods in Greendale, many homes are configured around informal greenspaces that extend the backyards and connect the neighborhood.

In terms of density, Neighborhood 6 is very similar to Neighborhood 5 with typical lot sizes ranging from .25 to just under 1 acres. The average housing size is approximately 1000 to 2400 square feet.

Circulation

Neighborhood 6 includes a suburban street pattern, incorporating the curvilinear streets and tree lawns that are apparent in several other neighborhoods. As with Neighborhood 5, there are two significant arterials in the M Section that play a role in the regional street grid system.

The three primary street types found in Neighborhood 6 include: a major corridor (Grange Avenue), dealt with in a separate section; neighborhood arterials (S. 68th Street, S. 60th Street, and Greenway); and several residential streets.

Like the western Greendale neighborhoods, there is some variation in neighborhood arterials for Neighborhood 6. Greenway serves as a traditional neighborhood arterial, connecting the various residential streets and maintaining the spirit of the Greenbelt design for the arterials (similar to Northway, Southway, Westway, and the other “way” streets).

S. 68th Street and S. 60th Street are also neighborhood arterials that feed into smaller residential blocks, but they also play a role in the broader regional street grid, as they connect through to the neighboring communities and beyond. These arterials are wider than the residential streets and there are far fewer residential homes fronting them.

The majority of the residential streets in Neighborhood 6 form loops, leading to a neighborhood arterial at each intersection. Street names continue to follow the alphabetical naming convention and begin with the letter “M.”

Throughout the Neighborhood 6, there are sidewalks incorporated along one side of the street. There are also several key paths that connect one part of the neighborhood to another, crossing the passive open spaces that
These connections are reminiscent of the original Greenbelt concept and reiterate the integrated pedestrian paths found in Neighborhood 1.

Due to its proximity to Southridge Mall and several major commercial corridors, Neighborhood 6 has access to six bus lines operated by the Milwaukee County Transit System (MCTS). Three of these routes originate at Southridge Mall, including a Freeway Flyer to Downtown Milwaukee; one route runs through the M Section, along S. 68th Street; and two routes run along S. 60th Street, while also providing transportation access to the Village Center.

**Environment**

Neighborhood 6 has one active park space, in addition to several more passive open spaces. Edgerton Park offers a sports fields, unprogrammed open space, and significant amounts of wooded natural space. As with the other open spaces in the M Section, it serves as a visual and physical link between the residential neighborhoods. Additionally, these features increase the value of adjacent properties.

**Social & Economic Activity**

The primary social and economic asset in Neighborhood 6 is the Southridge Commercial District. While this area serves a regional purpose and is buffered from the residential neighborhood, it still has a significant impact on the vibrancy and economic health of the M Section. As future plans for this commercial resource develop, consideration should be given to both protecting Neighborhood 6 and increasing its value.

The integrated greenspaces and natural features are also important, serving as neighborhood gathering places and adding stabilized value to the neighborhood as a whole.

**RECOMMENDATIONS**

The following recommendations should guide future land use and development decisions in Neighborhood 6:

- Maintain the suburban quality of Neighborhood 6 by preserving existing lot sizes and residential densities. The existing density in Neighborhood 6 falls between 1 and 4 dwelling units per acre, depending on location.
  - Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.
  - Significant changes to density should be discouraged; any such proposals should be carefully reviewed on a case-by-case basis.
- Preserve natural resources and open spaces within Neighborhood 6.

- Maintain existing neighborhood trails and connections into community park spaces and wooded areas.
- Explore new opportunities for community gardens and small-scale totlots along passive spaces and neighborhood trails.

  - Improve pedestrian access to the Southridge Commercial District, Village Center, Root River Parkway, and Scout Lake Park through the development of a continuous sidewalk along Grange Avenue.
  - Ensure appropriate transitional uses and buffers along the western edge of Neighborhood 6, where it abuts the Southridge Commercial District.

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 6. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5-16. Neighborhood 6, Comparable Zoning Districts
NEIGHBORHOOD 7: SECTIONS M & P

Neighborhood 7 includes the M and P Sections of the Village and is located along the northern edge of Greendale, west of Southridge Mall. Neighborhood boundaries include: the City of Greenfield municipal boundary to the north and east; the Root River Parkway to the south; and Forest Home Avenue (also the municipal boundary with Greenfield) to the west.

The primary corridor within Neighborhood 7 is the Root River Parkway, dealt with in a separate section. There are also two neighborhood arterials, including: Edgerton Avenue and S. 84th Street, which link the neighborhood’s residential streets.

Visual Character & Form

Neighborhood 7 is located in the northwestern part of the Village and lies adjacent to the Root River Parkway. It has a number of natural resources and passive open spaces, including several wooded areas. As with the other areas in the Village, many of these spaces have been integrated into the neighborhood through paths and as transitional zones. Neighborhood 7 contains a variety of single-family residential units.

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

With regards to single-family lot size, Neighborhood 7 is fairly diverse. The southern most piece of Neighborhood 7, adjacent to the Martin Luther High School on S. 76th Street, is the most dense with smaller homes (approximately 1000-2000 square feet) on 0.25 to 0.5 acre lots. The remainder of Neighborhood 7 is less dense with typical lot sizes ranging between 0.5 and 1 acres. Consequently, the typical housing size in the area is also larger, averaging between 1800 and 2400 square feet.

Circulation

The street pattern in Neighborhood 7 is suburban in nature, but varies slightly from other Greendale neighborhoods. The residential streets are curvilinear and incorporate trees, although not in a formal “tree-lined” street way. However, unlike most other Village neighborhoods, there is not a winding neighborhood arterial (similar to Northway, Gardenway, Greenway, etc.). Instead, the neighborhood arterials are part of a more formal street grid and connect into the adjacent communities.

There are three primary street types in Neighborhood 7, including: an environmental corridor (Root River Parkway); neighborhood arterials (Edgerton Avenue and S. 84th Street); and residential streets and courts.

As indicated above, the neighborhood arterials are part of a more formal grid and serve as residential thoroughfares. The arterials are wider than the residential streets and homes are further back from the right-of-way.

Residential streets in Neighborhood 7 either form looping roads or terminate in a cul-de-sac. For the most part, street names continue to follow the alphabetical naming convention and begin with the letters “M” and “P.”

There are few sidewalks or pedestrian paths within Neighborhood 7. Where they do exist, the paths are typically located on one-side of the street and connect through a singular residential area. Access to the larger pedestrian/bicycle network in the Root River Parkway is primarily limited to an entrance along S. 84th Street.
Environment
The Root River Parkway is a prominent environmental feature in Neighborhood 7, particularly for those homes backing on to the parkland. There are also several significant natural areas in the M and P Section, primarily in the form of wooded areas.

Social & Economic Activity
Located adjacent to a high school and the regional Southridge Commercial District, Neighborhood 7 has several community-wide social and economic assets. However, when compared to other sections of Greendale, Neighborhood 7 is less integrated than other areas.

The largest asset in Neighborhood 7 is the Root River Parkway system and the woodlands and natural features evident throughout the area. These characteristics play a role in defining the quiet, suburban qualities of the neighborhood.

RECOMMENDATIONS
The following recommendations should guide future land use and development decisions in Neighborhood 7:

- Maintain the suburban quality of Neighborhood 7 by preserving existing lot sizes and residential densities. The existing density in Neighborhood 7 ranges from: 2 and 4 dwelling units per acre on the southern edge; and 1+ dwelling unit per acre throughout the remainder of the area.

- Ensure residential redevelopment or renovation respects the context of the existing neighborhood, including: scale, materials, building placement, and parcel size.

- Significant changes to density should be discouraged; any such proposals should be carefully reviewed on a case-by-case basis.

- Preserve natural resources and open spaces within Neighborhood 7.
  - Protect existing wooded areas between residential lots.
  - Where possible, increase access to passive community open spaces.

- Improve pedestrian access throughout the neighborhood, including:
  - Continuous sidewalk networks to the Southridge Commercial District; and
  - Increased connectivity into the Root River Parkway.

- Ensure appropriate buffers along the eastern edge of Neighborhood 7, where it abuts the Southridge Commercial District.

Comparable Zoning Districts
The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 7. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5-17. Neighborhood 7, Comparable Zoning Districts
NEIGHBORHOOD 8: W SECTION

Neighborhood 8 includes the W Section of the Village and is located along the western edge of Greendale. Neighborhood boundaries include: the Root River Parkway to the north and east; Grange Avenue to the south; and S. 92nd Street to the west.

The main corridors within Neighborhood 8 are Grange Avenue and the Root River Parkway. There are also three neighborhood arterials, including: Westlake Drive, Woodbridge Drive, and Woodgate Drive/Woodgate Court.

Visual Character & Form

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

There are a number of natural features integrated into the development, primarily along the outer edges of the neighborhood. Some of these features are part of the Root River Parkway, while others are either man-made water features or preserved woodlands. Common open space is also incorporated into clusters of buildings.

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

In addition to condos, Neighborhood 8 also has a cluster of large, single-family homes in the southeastern corner. These homes are located on a cul-de-sac and are immediately adjacent to the Root River Parkway. The lot sizes range between more than 0.25 to less than 1 acre, while the average home is approximately 2000–3000 square feet.

Circulation

Given its size, the street pattern in Neighborhood 8 is much simpler than the other sections of Greendale. Three winding drives provide entrance to the neighborhood and form a loop through the neighborhood. There are trees planted along the street yard throughout the area, although many are not yet mature.

There are three primary street types in Neighborhood 8, including: an environmental corridor (Root River Parkway); a major corridor (Grange Avenue); and neighborhood arterials (Westlake Drive, Woodbridge Drive, and Woodgate Drive/Woodgate Court).

The neighborhood arterials are wider and, as in other areas of the Village, connect the neighborhood to major corridors, while also serving as a residential thoroughfare. They are wide enough to accommodate through traffic in addition to on-street parking.

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

Environment

The Root River Parkway is a prominent environmental feature in Neighborhood 8, particularly for those homes backing on to the parkland. There are also several significant wooded clusters, as well as a man-made water feature, that help preserve the quiet, suburban character of the area.

Social & Economic Activity

The greatest social and economic asset in Neighborhood 8 is the Root River Parkway and amount of natural features adjacent to
residential properties. Through enhanced connections to the Root River Parkway, this asset could be strengthened and have a greater impact on the neighborhood as a whole.

**RECOMMENDATIONS**

The following recommendations should guide future land use and development decisions in Neighborhood 8:

- **Maintain the suburban quality of Neighborhood 8, as a high-quality multi-family neighborhood.**
  - Ensure any redevelopment or renovation proposals are appropriate in: scale, high-quality materials, building placement, and landscaping.
  - Significant changes to density should be discouraged; any such proposals should be carefully reviewed on a case-by-case basis.

- **Preserve communal spaces and natural features within Neighborhood 8.**

- **Improve pedestrian access within the W Section, including:**
  - Expanding the sidewalk network, where possible; and
  - Increasing access into the Root River Parkway.

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in Neighborhood 8. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Districts

VILLAGE CENTER HISTORIC DISTRICT
Since its inception in 1938, the Village Center has been the heart of the Greendale community. Nestled in between the Village’s original neighborhoods, south of Grange Avenue, the Village Center is often referred to as a hidden gem, not visible from the major roads. While this can be challenging for retailers, it is also a benefit as it preserves the historic character that makes Greendale a truly unique destination.

The Village Center Historic District includes the Broad Street commercial/civic corridor (Village Center), as well as the “Originals” Neighborhoods (Sections A-D). The area has been designated as a national historic landmark since 1976. The district is bounded by: Grange Avenue to the north; Greendale Middle School and the adjacent woods to the west; Catalpa Street and Greendale High School to the south; and development along Loomis Road to the east. As described in the “Originals” Neighborhood section, this district generally follows the boundaries of the national historic district, although it has been expanded slightly to include all of the Village Center businesses.

Within the Village Center, there are several arterials including: Broad Street, a traditional main street shopping district; Northway, which connects the Village Center with the Southridge Commercial District and the Loomis and Grange Avenue District; Schoolway, originally designed to highlight the Village’s educational facility (now Greendale Middle School); and Parking Street, which leads to additional surface parking to the Village Center and Greendale’s Open Market.

Visual Character & Form
The Village Center follows a well-established “main street” pattern with commercial shops lining a commercial arterial. Pedestrian paths and amenities are integrated throughout the district and link to the neighborhoods beyond, encouraging a walkable, vibrant street life. Street trees, flower beds, and pedestrian scale lighting – complete with flags/banners are integrated into wide street terraces, further defining the Village Center as a destination. At the north end of the Village Center, Broad Street terminates at Municipal Square, emphasizing the classic postcard view of Greendale. On the south end of the core district, Gazebo Park provides a historic space that continues to serve as a community gathering space.

Commercial buildings, which were revived under the stewardship of the Grandhaven Foundation in the late 1990’s, are set back from Broad Street, allowing for the street terraces and a full bay of parking. Consistent with the original design, buildings are 1-story with architectural features capping the ends of the structure or highlighting significant buildings (ex: the steeple incorporated into the Village Hall). Pedestrian-oriented signage, awnings, and high-quality materials are present throughout the district.

Circulation
The core of the Village Center is centered around Broad Street. Unlike the winding streets incorporated into Greendale’s neighborhoods, the Village Center was designed on a straight, north–south axis that leads the Village Hall. Built as a civic and social center, traffic moves slowly through the district, deferring to pedestrians. To achieve this hierarchy, there are a variety of traffic calming measures incorporated into the corridor, including: a relatively narrow street section, made visually narrower with wide, tree–lined street terraces; and pedestrian crosswalks, clearly defined by signage, paving patterns, and planters.

Pedestrian sidewalks surround the Village Center, but are not included along Broad Street between Northway and Schoolway. Instead,
sidewalks hug the buildings, lining the small shops and services. Pedestrians and bicyclists are also able to access the Village Center from the historic, meandering paths that wander behind residential sections and link the Village’s natural and cultural resources.

With regards to public transportation, the Village Center Historic District is directly served by the Milwaukee County Transit System (MCTS) route 35 and 64. These routes run along the neighborhood arterials (Northway, Westway, and Southway) and provide transportation to several regional destinations, including Southridge Commercial District, as well as Downtown Milwaukee.

**Environment**

Parks and open spaces within the Village Center are all operated and maintained by the Village including the open lands surrounding Dale Creek, which the Village leases from the County.

Within the Village Center, as well as the adjacent neighborhoods, there are a diverse range of active and passive recreation options.

Sherwood Park, to the south of the district and adjacent to the middle school, and Dale Creek offer pedestrian paths and direct access to the community’s natural resources. Jaycee Park, Lions Park, Community Center Park, and Greendale High School offer more active recreation with ball fields, tennis courts, and playground equipment. Finally, Gazebo Park integrates passive park spaces with unprogrammed gathering spaces and active community events, such as summer concerts and Village Days.

**Social & Economic Activity**

The Village Center represents the heart of Greendale’s social and economic activities. It is the center of civic functions for the Village, as well as a gathering place for community events (farmers market, parades, summer concerts) and local shopping.

Further, the historic characteristics and traditional suburban charm of Greendale’s residential neighborhoods are significant to the social and economic health of the community. Preservation of these properties through restoration and continued maintenance will continue to provide economic value for this neighborhood.

**RECOMMENDATIONS**

The following recommendations should guide future land use and development decisions in the Village Center Historic District:

- Protect and enhance the historic integrity of the District, while also allowing for appropriate growth and development.
  - Continue to support Broad Street as Greendale’s mixed-use, Main Street destination.
- Strengthen and expand the connection between the Grange/Northway/Southridge Mall node and the Village Center.
  - Enhance streetscaping and signage program along Northway, including significant landscaping and gateway signage.
- Consider the integration of multi-family housing options, such as townhomes, rowhouses, condos, and apartments, into the Village Center District. Options include redevelopment of existing multi-family parcels, as well as conversion of target properties.
  - Rather than emphasizing target density levels, the Village should carefully regulate multi-family site plans. At minimum, multi-family residential proposals should include the following:
    - A maximum height of three stories with underground parking
    - Integrated green spaces and pedestrian paths
    - High quality building materials should be strongly encouraged with an emphasis on supporting the contextual integrity of the neighborhood. Examples include: brick, stone, decorative concrete masonry units, metal panel systems, or other creatively used high quality and durable building material.
  - Continue to emphasize the Village Center’s pedestrian amenities and significant streetscaping program.
- Maintain strong pedestrian connections to the Village Center with sidewalks and integrated pedestrian paths.
- Continue to support the Village Center as a community gathering place.

**Comparable Zoning Districts**
The following zoning districts are considered to be consistent with the future land uses and character identified in the Village Center Historic District. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Southridge Commercial District

While the Village Center is the heart of Greendale, in many ways the Southridge Commercial District is the face of the Village within the region. At 1.2 million square feet, Southridge Mall is Wisconsin’s largest shopping center and one of four malls in the Milwaukee region. In addition to the mall property itself, the Southridge Commercial District also includes the 76th Street Commercial Corridor with several outlot and strip-mall developments.

Visual Character & Form

The Southridge Commercial District offers a variety of retail, entertainment, and office uses, in addition to proximity to the Root River Parkway. On the east side of the 76th Street Commercial Corridor, there are several retail and restaurant outlots centered around the shopping center. Along the west side of S. 76th Street, there is a strip-style retail center, a vacated office building (formerly the US Bowling Congress), and Martin Luther High School.

Modern shopping centers, however, tend to reflect a new urbanist tradition. Designed to more readily accommodate pedestrians and vehicles, many modern shopping centers integrate open spaces and public plazas into a mixed use retail development. In many cases, retail is developed along outdoor “main street” shopping corridors with an emphasis on pedestrian landscaping and amenities. In other cases, there is a blend of “main street” shopping integrated with enclosed shopping corridors (reminiscent of the traditional mall).

In the Milwaukee region, many of the shopping centers have undergone transformations in order to offer a more modern shopping experience with Bayshore Mall in Glendale representing the extreme. Southridge Mall, however, has not been subject to the same degree of comprehensive modernization and retains many of its original characteristics. This leaves an immense opportunity for the Village to change the face of the Southridge Commercial District and become a major attraction within the region.

Circulation

The Southridge Commercial District circulation patterns are based upon the traditional shopping center model. Two major corridors flank the edges of the district: S. 76th Street, with a traffic count of approximately 28,000 vehicles per day (WisDOT, 2008), is a regional corridor and provides access from Interstate 894; Grange Avenue serves as a more localized access corridor, with approximately 11,000 vehicles per day (WisDOT, 2008).

Shoppers can access Southridge Mall from six points: Edgerton Avenue to the north; three access drives along S. 76th Street on the east; and two access drives along Grange Avenue. Each of these access drives intersect with a ring road, which provides vehicular access to parking lots and outlot developments. Within the mall parking lot, there are no formal pedestrian connections and limited landscaping.

In the western portion of the Southridge Commercial District, there are several curb-cuts onto S. 76th Street. Buildings are set back from the street with parking located along the right-of-way. While there are sidewalks along the corridor, there are no pedestrian paths leading into the development and limited landscaping.

The Milwaukee County Transit System (MCTS) has several routes serving the Southridge Commercial District, including a Freeway Flyer...
to Downtown Milwaukee and three intercity routes.

Environment
While there is little landscaping incorporated into the parking areas within the Southridge Commercial District, there has been a significant effort to green the S. 76th Street corridor. As a joint effort with the City of Greenfield, the Village’s boulevards incorporate a variety of landscaping and serve as an identity marker within the district.

Adjacent to the Root River Parkway and Oak Leaf Trail system, there are currently no pedestrian links with the Southridge Commercial Districts. The proximity of retail and entertainment to a regional environmental resource and pedestrian network could be a unique draw to the area and while adding value to the development.

Social & Economic Activity
The Southridge Mall and associated commercial district represents a major social and economic asset for Greendale, as well as the broader region. The district offers diverse retail choices and dining options, as well as a number of services. As indicated elsewhere in the Village’s comprehensive plan, the success of the Southridge Commercial District is critical to the health of the 76th Street Commercial Corridor and the Greendale community.

As future plans for the district develop, consideration should be given not only to the physical site layout and use of the area, but to it’s thorough integration with the Root River Parkway, Village Center, and adjacent residential neighborhoods.

RECOMMENDATIONS
The following recommendations should guide future land use and development decisions in the Southridge Commercial District:

- Explore redevelopment options for the Southridge Mall property.
  - Work with property owners and stakeholders to develop a Southridge Mall Master Plan.
  - Research applicable case studies and identify appropriate post-economic-recovery strategies to ensure success.

- Support the mixed-use redevelopment of the Southridge Commercial District, including office, retail, entertainment, and multi-family residential uses.
  - Consider allowing the construction of buildings which exceed three stories in height.

- Establish the Grange/Northway/Southridge Mall intersection as a significant destination node.
  - Incorporate gateway features such as significant landscaping and signage, a vibrant public plaza, and prominent anchor buildings with active retail uses.

- Improve pedestrian access and amenities within the District.
  - Continue streetscaping themes established along S. 76th Street within the Southridge site.
  - Develop a pedestrian/bicycle connection with the Root River Parkway and western Greendale neighborhoods.

Comparable Zoning Districts
The following zoning districts are considered to be consistent with the future land uses and character identified in the Southridge Commercial District. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5–20. Southridge Commercial District, Comparable Zoning Districts
LOOMIS & GRANGE DISTRICT

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

Visual Character & Form

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

Circulation

Circulation within the Loomis and Grange District is focused on vehicular transportation. Curb-cuts and access directly onto Loomis Road is limited; main entrances onto each site is primarily located on Grange Avenue or an adjacent arterial. Due to the suburban nature of the development, each site stands independently of others without a coordinated circulation system.

Pedestrian access is mainly limited to Grange Avenue, although it switches from the south side of the corridor to the north across Loomis Road. The Village Safety Center and Reader’s Digest both incorporate walking paths into their campuses, as well as the adjacent residential neighborhoods.

The Milwaukee County Transit System (MCTS) provides limited service to the district with one route running along Northway and Grange Avenue, ultimately heading north on Loomis Road.

Environment

Passive landscaping is incorporated throughout the Loomis and Grange District with Reader’s Digest offering more significant landscaping and active pedestrian paths to its employees. However, landscaped parking areas are relatively limited.

At the southeast end of the district, Scout Lake Park also includes a number of active and passive recreation opportunities. However, park access is limited to an entrance further south on Loomis Road and is not readily available to employees by foot.

Social & Economic Activity

The Loomis and Grange District is a civic asset, complimentary to Village Center, as well as an employment and economic development zone. With visibility and direct access to Highway 36, this district offers businesses an accessible location in a suburban atmosphere. This is a strength for the Loomis and Grange District and Village Industrial District alike. As future plans for the district develop, efforts should be focused on regional business and commercial uses, which benefit from the areas transportation thoroughfares.

RECOMMENDATIONS

The following recommendations should guide future land use and development decisions in the Loomis & Grange District:

- Continue to support the Loomis & Grange District as a significant municipal services and job center in the community.
  - Continue to recognize the importance of Loomis Road as a...
major thoroughfare and economic development strength.

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

- **As opportunities arise, promote economic development synergies between the Loomis & Grange District and the Village Industrial District.**

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in the Loomis & Grange District. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
VILLAGE INDUSTRIAL DISTRICT
The Village of Greendale’s Industrial Park is located south of the Loomis and Grange District along Loomis Road. The district includes several small scale manufacturing and warehouse businesses, as well as services, a restaurant, and the Village’s Department of Public Works. The park is surrounded by the Root River Parkway and is immediately south of Greendale High School.

Visual Character & Form
Built in the 1960’s, the Village’s Industrial Park features smaller parcels arranged around a double-loaded ring road. The majority of the buildings reflect the age of the park, consisting mainly of rectangular, single-story manufacturing, office, and warehouse structures, situated on parcels between .5 acres and 6.75 acres. Buildings generally have a small set back from the street and are surrounded by asphalt parking and turf grass. There is a minimum amount of landscaping with individual trees planted along the street edge. Unlike many other business/industrial parks in surrounding communities, the Village’s industrial park lacks a clear identity or branding program.

Circulation
The street system within the Village Industrial Park District consists of a double-loaded ring road (Industrial Loop), as well as a single loaded corridor (Industrial Court) terminating at a business. The entire park is served by a single entry/exit point on to Loomis Road (Hwy 36).

Each parcel has an individual curb-cut onto Industrial Loop or Industrial Ct, which leads to separate parking areas. Throughout the park there is a minimum amount of landscaping, including street trees planted at various intervals.

Formal pedestrian access is limited to a sidewalk along Loomis Road, which connects into the Root River Parkway south of the industrial park. However, this path can only be accessed from the intersection of Industrial Road with Loomis Road; there is no pedestrian path bridging Industrial Loop and the sidewalk network. Further, there is no pedestrian network linking the industrial park with the Village Center or northern neighborhoods.

The Milwaukee County Transit System (MCTS) does not directly serve the Industrial Park District. However, route 35 does stop at the intersection of Southway and Loomis Road, directly north of the district.

Environment
The Village Industrial Park District is surrounded by the Root River Parkway on two sides, which contributes to the suburban feel of the park and adds potential for pedestrian linkages. Presently, the wooded area serves as a buffer and is not incorporated into the identity of the district.

The industrial park offers a minimal amount of passive landscaping, consisting primarily of turf grass and street trees. There is no landscaping within the various parking areas, nor is there a coordinated stormwater management feature within the area.

Social & Economic Activity
As the Village’s only industrially zoned area, the Greendale Industrial Park represents a major economic development opportunity now and in the future. Although the park itself is aging, it high occupancy rates and offers small format facilities not found in some of the larger business parks. Additionally, visibility from and direct access to Loomis Road, as well as
proximity to interstate highways and a major airport, are strengths for the district.

In the future, Greendale will have the opportunity to further maximize the value of the park by recruiting companion businesses and developing a coordinated branding feature, including signage, landscaping, and employee amenities.

**RECOMMENDATIONS**

The following recommendations should guide future land use and development decisions in the Village Industrial District:

- **Consider developing an Industrial Park Master Plan or Design Guidelines, intended to maximize the economic development potential of the park as buildings redevelop.**

- **Develop and implement a coordinated branding/identity program for the Village Industrial District, including gateway signage and streetscaping.**

- **Encourage limited commercial uses at the intersection of Industrial Road and Loomis Road.**

- **Explore opportunities for other uses within the Village Industrial District, including office and indoor recreational uses.**

- **Encourage increased pedestrian access to the Village Center and Root River Parkway.**

**Comparable Zoning Districts**

The following zoning districts are considered to be consistent with the future land uses and character identified in the Village Industrial District. In the future, it is recommended that the Village review the existing zoning code and revise the ordinances as necessary to support the broader vision of the Comprehensive Plan. At that time, this section of the Plan should be amended accordingly.
Figure 5-22. Village Industrial District, Comparable Zoning Districts


Corridors

GRANGE AVENUE CORRIDOR

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

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

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

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

76TH STREET CORRIDOR

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

The 76th Street Corridor has two primary characters as it goes through Greendale. North of Grange Avenue, S. 76th Street serves the community and the region as a major commercial corridor. With more than 28,000 vehicles per day (WisDOT, 2008), it is the busiest street in the Village. There are three travel lanes in each direction, as well as center left turn lanes.

Traffic is separated by an urban boulevard with significant landscaping features and identity signage, the result of a joint venture with the City of Greenfield and Milwaukee County. Trees are also planted in the street terrace, which separates a continuous sidewalk network from traffic. Commercial uses, including retail, entertainment, and business services, extend the length of this commercial thoroughfare and are primarily served by individual drives.

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

LOOMIS ROAD CORRIDOR

The Loomis Road Corridor (STH 36) is an angled highway on a northeast–southwest axis, bisecting the eastern portion of the Village. Primary landmarks along the corridor include: the Loomis and Grange District (Village Safety Center, Southwest Milwaukee DMV Center, Reader’s Digest); Village Industrial Park; and Root River Parkway.

As a state highway, the character of Loomis Road remains the same throughout the Village. With two travel lanes in each direction, the corridor averages traffic counts of 17,000 vehicles per day (WisDOT, 2008).
As with other state highways, Loomis Road is divided by a turf-grass median and framed by wide setbacks on either side. Due to the proximity of major natural resources, such as Scout Lake Park and the Root River Parkway, much of the Loomis Road corridor is undeveloped. Existing nodes include the intersections of Grange Avenue, Southway/Ramsey Avenue, and Industrial Road.

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

**ROOT RIVER PARKWAY CORRIDOR**

The Root River Parkway is a significant environmental feature throughout the Village of Greendale. The natural and recreational resource runs along the western and southern boundaries of the Village, before connecting with the Dale Creek Parkway (near the Village Center) and other wooded resources to the east. In addition to serving as the Village’s primary environmental corridor, the Parkway offers a variety of passive and active park spaces, waterways, and a southern extension of the regional Oak Leaf Trail system.

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

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

VILLAGE CENTER CENTER

Vision
The historic Village Center of Greendale is the focal point of the community. The historic architecture and character of the center, as well as the adjoining green spaces, create a memorable place. This plan aims to reinforce and enhance the center as a vibrant mixed-use destination and community resource.

Concept Description
Currently, the Village Center contains a mix of retail and civic uses, oriented along Broad Street. This plan (Figure 5–23) proposes to augment the current uses with market rate residential development along with landscape and streetscape enhancements that build on the existing strengths of the Village Center. New housing in the form of townhouses and three story multifamily buildings (maximum) is proposed along a green parkway promenade leading from Broad Street to Greendale Middle School. Additional multi–family housing redevelopment – including three or four story buildings, where appropriate – is proposed along Crocus Ct. Adding more residential uses downtown will help create more 24-hour activity and provide additional housing options within Greendale.

A newly defined promenade reinforces the original vision presented by Peet’s plan, which included a landscaped mall that terminated at the school site, a major civic building. Further, the original plan incorporated civic art into the formal space in the form of Alonzo Hauser’s sculptural flagpole.

Landscape and streetscape improvements are suggested in several locations downtown. Streetscape enhancements to Broad Street are intended to help reinforce the role of the street as a “town square” during parades, festivals, and other gatherings. The new promenade along Schoolway would feature rows of trees, walkways, historic lighting, and a plaza centered on the historic flagpole. Finally, a more prominently defined plaza space is proposed for the farmers’ market on the corner of Parking Street and Northway. The market would take place in a new plaza space, shifted slightly from its current location, which would help give the market more visibility and help activate Northway with more pedestrian activity.
Strategies and Recommendations

1. *Preserve and enhance retail uses in the Village Center.* Recognize the value of new housing downtown in attracting more customers for retail establishments.

2. *Provide new housing through redevelopment of sites along Crocus Ct. and along Schoolway.*

3. *Create a new public space, a “promenade,” extending westward from Broad Street, and ending in front of the Greendale Middle School.* This space will center on the historic flagpole and will help create a focal point for the proposed residential development.

4. *Provide Streetscape enhancements to Broad Street.* Add special paving and other streetscape elements such as benches along the portion of the street that runs through the retail center. While the street would still be open to traffic, these enhancements would give the street the character of a plaza, which would help reinforce the “town center” character of the area.

5. *Add a tree-lined sidewalk through the parking lot west of Parking Street.* This walkway would provide pedestrian linkage between the Village Center and the green space trail system.

6. *Add additional parking (perpendicular)*

7. *Move the Farmer’s Market to a redefined community plaza space at the intersection of Parking Street and Northway.*

A vision for the historic Village Center, including additional housing choices and a renewed public promenade (view: from Gazebo Park, looking west)
VILLAGE CENTER AND SOUTHRIDGE MALL CONCEPT

Vision
Currently, while in close proximity, there is a sense of disconnection between Southridge Mall and the Village Center. In addition, the mall is isolated from the pedestrian trail system and the Village’s green corridors. As the future form and character of the mall is discussed, consideration should be given to look for opportunities to better integrate the mall with the rest of the Village.

Concept Description
Better connection is proposed between the Village Center and Southridge through establishing a new pedestrian-oriented district on the Southridge property at the intersection of the Southridge property with Grange Ave, as well as enhanced visual connection to the Village Center via streetscape and landscape improvements to Northway (Figure 5–24). In addition, trail connections through the former US Bowling Congress site and through Southridge parking lots could provide pedestrian linkage from the Mall to the Village greenway system, including the Root River Parkway and Oak Leaf Trail.

The new pedestrian district on the Southridge Mall property is envisioned as an open-air collection of mixed-use buildings centered on a green space or pedestrian plaza. This plaza would serve as a northern complement to the Village Center, with Northway then becoming an important linkage between the two pedestrian destinations. A series of gardens and streetscape improvements along Northway would create a sequence of pedestrian-oriented features that would encourage people to walk between the centers.

Strategies and Recommendations
1. In planning for the future of the Southridge Mall property, consider creating a pedestrian-oriented green space or gathering place just north of the current terminus of Northway. The green space (or a portion of) should be visible and accessible to pedestrians from the intersection of Grange and Northway. A new vehicular entrance to the mall should also be considered from this intersection.

2. Enhance the streetscape along Northway to help provide linkage between the Village Center and the proposed Southridge pedestrian plaza. For example, the wide terraces along the street could provide places for a series of community garden plots to enliven this important entranceway into the Village Center. In addition, streetscape elements such as historical markers, signage, and benches could be placed along this corridor to help convey a pedestrian-friendly character.
Figure 5-24. Village Center & Southridge Concept

- Multifamily Residential
- Enhanced Pedestrian Trail Linkage
- Integrated Pedestrian Pathway Linking to Existing Root River Trail System
- Significant Public Plaza and Major Gateway to Historic Village Center
- Mixed Use Development with Significant Greenspace
- Street Edge Concept Incorporating Community Gardens and Historical Markers
- Commercial/Office Development with Shared Parking and Significant Landscaping
- Gateway Pedestrian Bridge or Significant Traffic Calming Feature, Enhancing Pedestrian Connection to District
- Details Included in Village Center Revised Concept Diagram
3. **Extend trails, sidewalks, and other pedestrian linkages to Southridge Mall.** The plan indicates two possible linkages to the Mall from the Root River Parkway. One of these connections could occur through the US Bowling Congress site, extending across 76th Street, and into the Mall property itself. It is recommended to continue this trail south and eastward through the property eventually linking up to the proposed pedestrian plaza where Northway intersects with Grange Avenue. Another potential pedestrian connection to the Parkway would be to construct a sidewalk or trail along Grange Avenue from the Parkway to 76th Street, where a pedestrian bridge is proposed. A sidewalk or trail would then extend along the north side of Grange Avenue to connect with the proposed pedestrian plaza.

4. **Redevelop the US Bowling Congress site and the parcels located between the site and Grange Avenue.** Place the buildings along the street edge with parking lots to the side or rear of the buildings in order to enhance the street character along 76th. Consider placing a significant “gateway” building at the corner of 76th and Grange. Multifamily residential uses could be considered at the rear portion of the Bowling Congress site, adjacent to other residential uses and the parkway corridor.
VILLAGE INDUSTRIAL PARK

Vision
Over the next several years, the Village's industrial park will likely see some redevelopment activity, creating an opportunity to improve the access, character, and real estate value of the park. “Green” site development concepts could help create an “ecopark” character for the industrial park.

Concept Description
The plan proposes a phased strategy for park redevelopment (Figures 5–25 and 5–26). With the public works campus remaining in its existing location, a new access boulevard would be provided at the intersection of Loomis and College. This boulevard would help improve the image of the park from Loomis Road and serve as a gateway to the campus. A new roadway, located along the western edge of the park would extend northward, allowing for larger development parcels north of the entrance boulevard as compared to the current configuration in which the road runs through the middle of the park. A pedestrian linkage is also proposed along the entrance boulevard leading westward into the greenway system and to the high school site.

Strategies and Recommendations
1. Create a new entrance boulevard for the park. The boulevard, along with landscape improvements to the public works site, can help create an improved image for the park.
2. In Phase 1, reconfigure the north end of the park, positioning the roadway along the western edge of the property and creating new and potentially larger development parcels which can accommodate a broader range of users.
3. Consider commercial/office uses, including retail and/or restaurant opportunities, on the parcels directly adjacent to the intersection of Loomis and Industrial Road.
4. Extend sidewalks and trails along the entrance boulevard, leading into the greenway to the west, and providing a direct pedestrian linkage between the greenway, the school, and residential neighborhoods to the east of the park.
5. Future phases of redevelopment would involve the rest of the park parcels. Consideration might be given to relocating the public works campus if the development potential of the land warranted this action.
Figure 5-25. Village Industrial Park Concept, Phase 1

INTEGRATED PEDESTRIAN PATHWAY LINKING VILLAGE CENTER AND BROADER TRAIL NETWORK

SIGNIFICANT LANDSCAPING AND BOULEVARD ENTRY, CREATING A DISTINCT IDENTITY FOR THE PARK

RECONFIGURED INDUSTRIAL AND/OR BUSINESS PARK PARCELS

COMMERCIAL/RETAIL DEVELOPMENT FRONTING LOOMIS ROAD WITH SIGNIFICANT LANDSCAPING AND BOULEVARD ENTRANCE

UPGRADED DEPARTMENT OF PUBLIC WORKS SITE
Figure 5-26. Village Industrial Park Concept, Phase 2

INTEGRATED PEDESTRIAN PATHWAY LINKING VILLAGE CENTER AND BROADER TRAIL NETWORK

SIGNIFICANT LANDSCAPING AND BOULEVARD ENTRY, CREATING A DISTINCT IDENTITY FOR THE PARK

RECONFIGURED INDUSTRIAL AND/OR BUSINESS PARK PARCELS

COMMERCIAL/RETAIL DEVELOPMENT FRONTING LOOMIS ROAD WITH SIGNIFICANT LANDSCAPING AND BOULEVARD ENTRANCE

UPGRADED DEPARTMENT OF PUBLIC WORKS SITE

RECONFIGURED INDUSTRIAL AND/OR BUSINESS PARK PARCELS