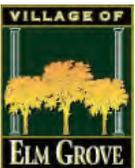


# VILLAGE OF ELM GROVE DOWNTOWN MASTER PLAN GUIDELINES





# ACKNOWLEDGEMENTS

## VILLAGE OF ELM GROVE

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CONSITUTENTS

STAKEHOLDERS

SHORT ELLIOTT HENDRICKSON INC.

PLACE DYNAMICS

WIRED PROPERTIES



# EXECUTIVE SUMMARY

January 23, 2020

Short Elliott Hendrickson, Inc.  
6808 Odana Rd #200  
Madison, WI 53719

Village of Elm Grove  
13600 Juneau Blvd.  
Elm Grove, WI 53122

Mr. David De Angelis:

The Village of Elm Grove has undertaken the task of defining a vision for the Elm Grove Downtown District. This process has included public charrettes, meetings, and transparent presentations of design alternatives. The culmination of these efforts has resulted in an overall Downtown Master Plan Guidelines, which will bring new life to this tremendous Downtown District.

## **Project Intent**

The Downtown Master Plan Guidelines (the Plan) are intended to be used to help the Village during review, assessment, decision-making and implementation of development proposals. The goal is to create a thriving Downtown that serves as a destination and enjoyment center for residents, attracts visitors and generates outside investment, while being emblematic of Elm Grove's unique character and community charm. The Plan identifies the types of investment, economic growth goals, and aesthetic features the Village seeks from development proposals with the intention of cultivating Downtown Elm Grove into a successful and vibrant destination.

The Plan provides direction to landowners and prospective developers. It is a reflection of what residents favor and what is conceptually possible - a vibrant, safe and family friendly community that provides local services. It is not a specific development proposal. Landowners will decide what to do with their property and the Village Board, with input from residents will evaluate proposals and make appropriate decisions.

## **Project Area and Background**

The Downtown core is located along Watertown Plank Road between Elm Grove Road and Juneau Boulevard. Major commercial corridors exist on the periphery of the Village, and are concentrated along Highway 18 and Pilgrim Parkway near Brookfield Square, and at the intersection of North Avenue and 124th Street. During the public listening process, "quaint," "small" and "walkable" were words used most frequently to describe the current strengths of the Downtown. "Shops" (presumably lack thereof), "traffic" and "parking" were frequently used words to describe the current weaknesses. This discovery brings us to delivery of a Master Plan that is focused on the attributes listed above. The Plan will help the Village of Elm Grove pave a path forward by stimulating targeted growth, development and economic success while maintaining the unique character and ambiance that makes Elm Grove what it is today.

# EXECUTIVE SUMMARY

The Plan focuses on equipping the Village with usable data, executable plans and implementation guidance for the cohesive redevelopment of Downtown Elm Grove. The Plan can be used by anyone to gain the understanding in how the Plan was developed, how decisions will be made, and key factors in the future success of this Corridor. Through planning, analysis and an extensive public engagement process, the following key focus areas have been identified:

- Enhanced branding identity
- Infill Downtown housing
- Retention of current businesses
- Community endorsed redevelopment plan
- Incorporation of changing views, new desires and visions maintaining the unique features, character and ambience of Downtown
- Multi-use development opportunities
- Vehicle/pedestrian circulation and access

The Plan is a guide to be used as a reference and decision-making tool when determining the type, style, impact and economic result of development ideas and plans when presented to the Village for consideration. Development plans will not necessarily meet the locations and types shown in the Plan drawing, but can still be effectively analyzed for impact and prospective results to decide if the development is viable and acceptable to the Village. Furthermore, it must be noted that:

- The goals, history, analysis data, economic impacts, target opportunities and implementation strategies within the Plan have been gained through public, stakeholder and developer input
- These items have been compiled, analyzed, and then put into a summary by industry experts to help assist the Village in making well informed, critical decisions for the development of the Downtown Corridor

Village leaders should be credited for having the foresight to plan for the Downtown Corridor, engage the public and gain consensus for the Plan, as well as showing the commitment desired by developers to open the door for investment. It has been exciting to be involved in this process, and we all look forward to the implementation of this Plan for the successful future of the Village of Elm Grove.

Sincerely,

Short Elliott Hendrickson Inc.

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## VISION

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Downtown Elm Grove is economically vibrant and functions as the social center of the community, providing a highly walkable, safe and comfortable environment for Village residents and daytime workers to enjoy throughout the year.

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# PURPOSE OF THE PLAN

The Village has been working through the master planning process since 2003 when the Village developed a conceptual Downtown Master Plan that was never formally adopted. The lack of consensus on the 2003 planning effort led to a different approach and the development of these Downtown Master Plan Guidelines (the Plan). The Plan focuses on delivering real tools to the Village for consideration when making the critical decisions presented to the Village regarding future development and economic sustainability for the Downtown corridor.

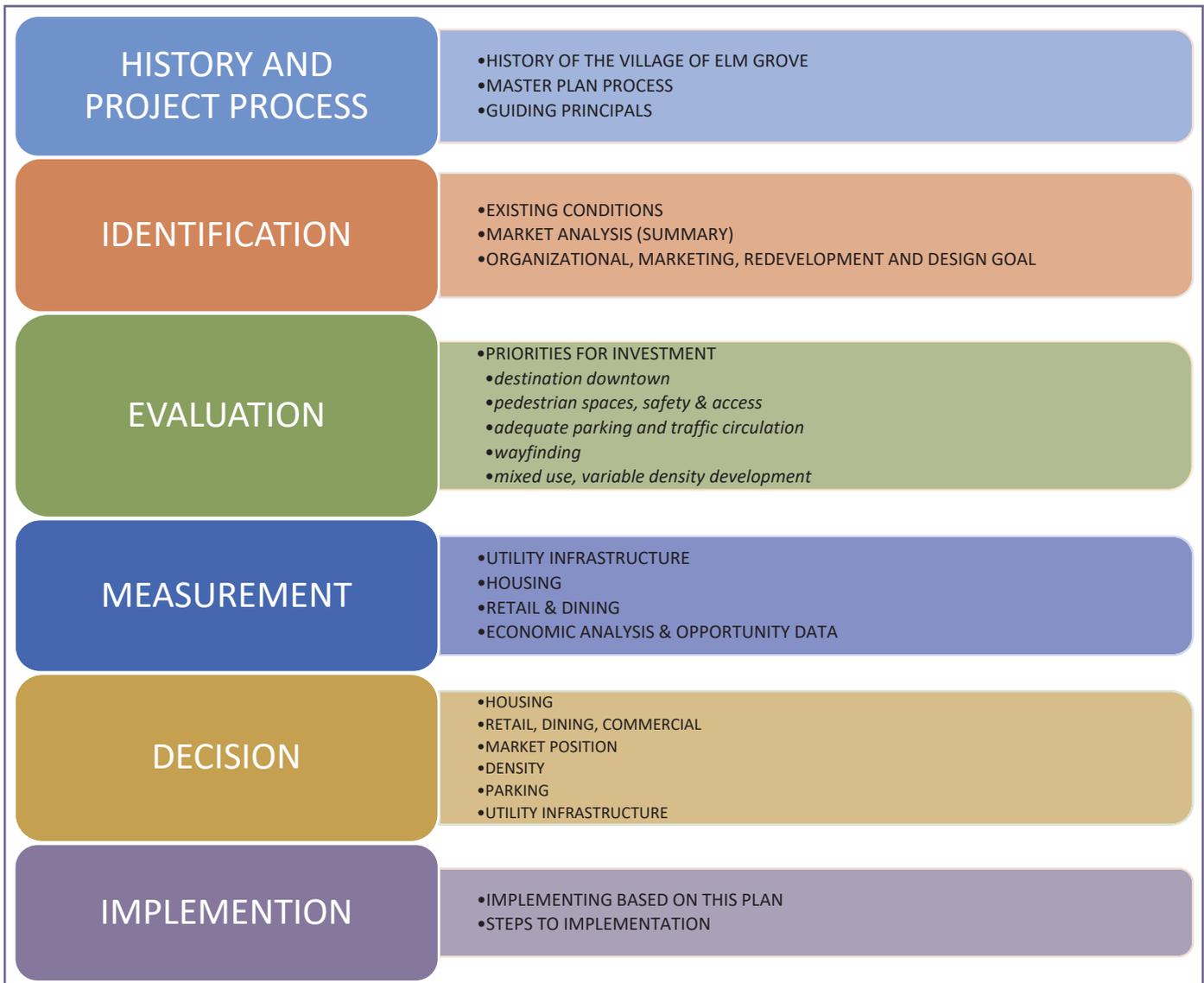
Throughout the development of the Downtown Master Plan Guidelines, common themes have been communicated by the public and stakeholders as success factors for the Village of Elm Grove's Downtown Corridor. The development of guiding principles were achieved through a robust public engagement process and identifying challenges and solutions. Taking these themes and turning them into success factors for the Village to measure investment and development plans for viability in the Downtown Corridor will ease the decision-making process and provide clear decision points. These success factors are:

- Providing guidance for public and private investment decisions
- Identifying catalytic projects
- Focusing on specific infill and redevelopment opportunities
- Establishing clear implementation strategies
- Highlighting strengths, needs, development opportunities and priorities
- Guiding public and private investment strategies
- Focusing on improving and maintaining vital commercial assets
- Clarity in making recommendations for public spaces, streetscaping, gateway, signage and parking strategies
- Increasing pedestrian, bicycle, and vehicular traffic access and safety, with a broader goal of making downtown a year round destination

The Plan provides direction to landowners and prospective developers. It is a reflection of what residents favor and what is conceptually possible - a vibrant, safe and family friendly community that provides local services. It is not a specific development proposal. Landowners will decide what to do with their property and the Village Board, with input from residents will evaluate proposals and make appropriate decisions.

# HOW TO USE THE PLAN

1. The intent of the Plan is to establish local strategies for the growth of Downtown Elm Grove through data-driven conclusions.
2. The Plan is a guidance tool in making economic growth, development, transportation, infrastructure, aesthetic, environmental and governmental decisions for the sustainable growth and vibrancy of the Downtown Corridor.
3. The Village of Elm Grove Master Plan Guidelines show viable opportunities for planned growth in the Corridor and lays a framework of how to go about realizing this growth through economic strategies, creating a win-win environment for the Village and developers.
4. Through thoughtful process and the tireless work of those mentioned on the acknowledgements page, we are pleased to present the following strategies for use in developing a revitalized Downtown Corridor in the Village of Elm Grove.



# HISTORY & PROJECT PROCESS

This section provides the background for current and future decision makers to understand the history of Elm Grove and the process undertaken to develop the guidelines in this report. Understanding of history, demographics and the local commercial/industrial complex provides a solid base for decision making as opportunities for growth and change arise. Important to future decision makers and implementers, a roadmap of the process taken to arrive at this report is discussed, highlighting the public engagement, charrette, market analysis and economic/density analysis. Providing a background of the process undertaken facilitates an understanding of the rationale & desires behind emphasis on the guiding principles. This knowledge should enable future board members to further develop and revise this plan as the community grows and changes, while encouraging adherence the guiding principles set forth.

# VILLAGE OF ELM GROVE

County: Waukesha  
State: Wisconsin  
Population: 5,900



## LOCATION:

Bordered by North Avenue to the north, 124th Street to the east, Bluemound Road to the south, and Pilgrim Parkway to the west, the Village is highly regarded as a premier outer ring suburb of Milwaukee. It offers the natural beauty of rolling hills and forested properties within 15 minutes of Milwaukee.

## HISTORY:

The current configuration and character of downtown Elm Grove can be better understood through the lens of history. Referencing that history in future development has the potential to make Elm Grove a more authentic environment. Settlement in Elm Grove began in the mid-1830s in response to its surrounding fertile agricultural area. In 1848, more than 650,000 white oak timbers and planks were laid to connect Milwaukee to Watertown, establishing Watertown Plank Road. In 1856, a railroad track line was laid, spurring community development at the intersection of Watertown Plank Road and the rail line. Development included a U.S. Post Office, inn, train depot, general store, mill and tavern. Early development laid the groundwork for the architecture and layout of the downtown we see today.

In the late 1850s members of the School Sisters of Notre Dame were traveling west on Watertown Plank Road when the horse pulling their wagon refused to budge from the spot near Juneau Boulevard. Considering it a divine sign, the sisters purchased 20 acres to build a convent, school and orphanage. The main building (shown above) has become a landmark in Elm Grove. Architectural styles of future development could reference the convent building's detailing and proportions for consistency of design throughout the Village.

In 1950, construction began on the Elm Grove Park and Shop - it retains its function as a Village commercial center. By 1964, Underwood Creek was channeled through an enclosed box culvert to maximize building and parking area. In 2005 a memorandum of understanding was issued to remove the enclosure and daylight the stream. In 2006, construction of the Underwood Creek Flood Management Project began, culminating in additional stormwater storage. In 2017 the Village commissioned Stantec Engineering Group to develop the final engineering and design plan set for the future daylighting of Underwood creek. Future development should retain the function of the commercial hub, but should also incorporate and celebrate the daylight creek with public open space and trails.



## RECENT HISTORY

Over the past decade, the Village has engaged planning firms to help establish a Plan to help develop its Downtown Corridor. During this period, the Village has been presented options for development, a master plan which was unable to gain consensus, and a host of other unsuccessful opportunities to engage the community and drive Downtown economic growth.

New opportunities have arisen for the future of this Downtown Corridor with the recent word of the School Sisters property being brought to market. This brings another vibrant opportunity for the Village to find housing, multi-use and economically valuable transitions to the area. In whole, the Village of Elm Grove is entering into opportune times for reinvigorating its Downtown and surrounding areas through thoughtful design and development.

Today Elm Grove is home to a population of 5,934 residents and boasts of being one of Wisconsin's most highly educated and prosperous communities. In the Village, 73.16% of the community holds a bachelor's degree, 31.27% holds an advanced degree, and the median household income is \$128,626.

At the center of the Village is the central business district. Here, the focus is on small business, as 92.23% of the businesses employ fewer than 20 employees. The majority of businesses within the Downtown specialize in professional services, with 66% of the labor force Downtown working in administrative support, sales, executive management and financial operations. The top four industries featured in the Village's Downtown include banking and finance, professional scientific services, health care and retail.

The Plan has been carefully developed to ensure that options presented are economically feasible, are fair and equitable, and take into account the safety and well-being of the public. Through market, economic, infrastructure, transportation and housing studies, this Plan presents a road map to success for the Village of Elm Grove.

# PROCESS: Public Engagement

## PUBLIC ENGAGEMENT

Public engagement was utilized for the development of the Plan; as an opportunity for feedback, but also as a method to garner community buy-in for the project. A broad overview of the public engagement process is provided on this page. Subsequent pages go into further detail on each public engagement action.

Public Engagement methods included:

- Focus Group Sessions
- A three day charrette including stakeholder and public meetings
- Open Village Board meetings
- Online survey (hard copy surveys were available at Village Hall)
- Public Open Houses

Commentary from a focus group early in the process included a focus on buying local, parking and access, branding and wayfinding, walkability and housing. These themes have persisted throughout, and been integrated into the development and delivery of this Plan.

Economic desires identified through commentary and brainstorming included addressing the challenge of retail retention, encouragement of linked trips, maker space/art/artisan cluster opportunities, restaurants of varying service level and formality, mixed-use development and co-working facilities. These features could all contribute to a vibrant, thriving Downtown that not only supports existing businesses and patronage but also welcomes new retail and restaurants. As all things are linked, the Board has identified a thriving Downtown as an opportunity for branding and identity that produces a draw that newcomers strive to become part of. Through brainstorming and engagement, the development of a walkable, bikeable Downtown with a variety of smalls shops, restaurants and green space has become a prominent theme. These features serve as place-making features, and make Downtown Elm Grove a destination for business, socializing and recreation.

The Village staff and consultant team relied heavily on the public engagement throughout the project process to produce a redevelopment program.

# PROCESS: Focus Group Meetings

## FOCUS GROUP MEETINGS

To gain insight into the unique opportunities and challenges facing Downtown Elm Grove, the consultant team facilitated four focus group meetings with downtown business and property owners. Additional input was provided via email and over the phone from those unable to attend the focus groups in person. The following set of questions was used to help stimulate discussion in each of the meetings. Focus group attendees were requested to attend one meeting. Results are summarized on the following pages.

1. What are downtown Elm Grove's greatest assets or strengths?
2. What are the primary challenges facing downtown Elm Grove?
3. Downtown Elm Grove is a small commercial district and there are several larger commercial districts nearby. Why did you select downtown for your business? Why do you steer prospective buyers/businesses to downtown Elm Grove?
4. If you were not located in downtown Elm Grove, what other places in the general area would you look at for your business location?
5. What have been the good (and bad) things about having your business located in downtown Elm Grove?
6. About what percentage of your customers would you say live in Elm Grove? What other communities do a lot of them come from?
7. What types of downtown land uses (retail, housing, restaurants, office, entertainment, etc.) would you like to see more of? Which do you feel make the most economic sense, and why?
8. Do you know of any other businesspeople who might like to have a location for their firm in Elm Grove?
9. Is there a different downtown that you really like, that when you think about Elm Grove you sometimes wish it could be more like? What are the things that make you like that downtown so much?
10. What next steps should be taken to strengthen downtown Elm Grove?

### Focus Group Attendees:

Andy Fishler, Luther Group

Laura Goranson, G Home

Nicki Lemler, Welke's House of Roses

Gary Marek, Village Court

Chris Geldon, Sendik's

Mark Reinders, Mill Place / Elm Building / R&R Investments

Jenny Cagle, Elm Grove Travel

Heather Weber, G Home

Bernie Westfhal, Westfhal & Westfhal, S.C.

Christina Korkos, Korkos Investments

Jim Clemens, Sendik's

# PROCESS: Focus Group Meetings

## **Downtown Elm Grove's Key Assets/Strengths:**

1. There is a strong sense of community in Elm Grove. It is a tight knit community and people love living here.
2. Customers are very loyal to some of the downtown businesses.
3. The location provides easy access from adjacent communities and beyond via the Interstate. Some downtown businesses are thus able to tap into a larger trade area.
4. The demographics are strong, characterized by high household incomes. A lot of younger families are now moving into the Village as well.
5. Residents and business owners value how safe Elm Grove is. People like the quiet nature of the Village.
6. From a physical standpoint, the downtown has sidewalks and is very walkable. There is a myriad of different activities available for kids and seniors, as well as a beautiful park system.
7. The downtown is manageable in size.
8. There is land available for development in the heart of downtown.

## **Downtown Elm Grove's Key Liabilities/Challenges:**

1. There is a dichotomy in the community between those that want things to stay the same, and those that would like to see more vibrancy downtown. There is a strong perception that current leadership doesn't want to see much change. Things don't happen fast in Elm Grove.
2. Many residents value the quiet of the community and prefer to drive a short distance to shop at the many offerings conveniently located outside the Village yet within a 5-10-minute drive time. Traffic volumes in downtown Elm Grove are not very high.
3. The downtown lacks a unified theme or image to tie it all together. Land uses are disjointed and there is a lack of concentrated activity in the downtown to attract people. There are limited evening shopping and dining options, which reinforces an image of downtown Elm Grove as mostly vacant/dead at night.
4. The downtown is not as well curated or managed as it could be. For example, first floor office space takes away opportunity for retail and other uses. The limited number and scattered nature of existing brick and mortar shops downtown makes it more difficult to attract customers. Customers who do visit downtown often visit a single destination and then leave, rather than parking the car and visiting multiple downtown businesses on foot.
5. Some of the downtown businesses are run more as hobbies than as financially motivated businesses. This phenomena can have negative implications for store hours, customer service, and product selection.
6. There is an over inflated sense of what properties downtown are actually worth. Property owners are not always able to get the rents they need to make the type of investments in their properties they would like to (for example, higher rents would allow property owners to invest in exceptional landscaping and façade improvements).
7. Parking requirements and winter maintenance are both challenges.
8. The perception and awareness among residents of existing downtown retail businesses may be an issue. Shopping habits are very different in Elm Grove compared with communities such as Shorewood or Whitefish Bay. In Elm Grove shoppers are more cost conscious and often looking for a bargain whereas in other communities with similar demographics shoppers are not as frugal. There is a perception that local residents do not support Elm Grove retail

# PROCESS: Focus Group Meetings

businesses to the extent they could, in part because they do not seem to be aware of what local businesses exist. On the other hand, residents do seem to support local service businesses, including personal and professional services. The community also strongly supports Sendik's, the local grocery store.

## **Downtown Elm Grove – Opportunities for Improvement**

1. The Village Court could be adaptively re-used to include upstairs residential units.
2. An effort should be made to proactively engage the community at the neighborhood level. There should be a discussion about the importance of supporting desired businesses downtown in order for them to succeed.
3. Village residents and leadership need to be made aware of the need to financially support priority projects in the downtown in order to create the type of quality development the community envisions. Community leaders need to understand what other successful communities are doing to position themselves for success.
4. Better community wayfinding and destination signage is needed in the downtown district and at key gateways such as Bluemound and Elm Grove. Some businesses suffer from a lack of visibility.
5. Mixed use infill along Watertown Plank road could provide space for higher end shops and some housing units above. Infill development should be 2-3 stories in height.
6. There is a strong demand for market rate housing in the community. People need options to allow them to age in place without leaving the community. Housing should provide adequate storage space and a range of unit sizes should be made available – not just very small units but also larger units for hosting friends and family.
7. Higher density residential development downtown would encourage more people to walk downtown. More people living downtown will help existing businesses thrive and allow the Village to attract additional desired commercial activity.
8. There should be a focus on higher end retail and restaurants including trendy, healthy offerings. Quality women's stores and a higher end destination restaurant or bakery were cited as good opportunities. On the other hand, it was also noted that these types of downtown businesses have struggled in the past.
9. Professional and personal services should do well downtown (Orthodontists, dentists, financial advisors, lawyers, etc....) There may be a market for smaller office spaces or co-working options.
10. A series of smaller social nodes should be created downtown to enliven the district and encourage walkability. Given the size and proximity of Village Park, there is not a need to duplicate a large central social gathering space, however a small plaza or square could help tie different land uses and destinations together, encouraging people to park once and visit multiple shops on foot. Pedestrian routes should be highlighted and the daylighting of the creek should be done in a manner that supports existing downtown businesses. Seating areas and shade along the Riverwalk will encourage people to eat outside and linger with friends and family.
11. The Village should proactively address parking concerns, including better optimizing what currently exists and evaluating structured parking to support additional downtown infill development.
12. A reinvigorated downtown business association is needed to bring in more attractions and sustain more events. Business and community leaders need to work together to build community-wide support for a great downtown. There needs to be agreement on an overall vision for the future of downtown.

# PROCESS: Focus Group Meetings

## **SUMMARY:**

Major master plan success factors that emerged from focus group discussions included the importance of buying local, adequate parking and access, stronger branding and wayfinding, increased downtown walkability and nearby housing, and active management of the commercial district.

# PROCESS: Charrette

## CHARRETTE

The charrette process is a key strategy for engaging community members and stakeholders, quickly and efficiently developing design alternatives, with a immediate feedback. The Elm Grove charrette was hosted at the Village Hall on October 2nd, 3rd, and 4th. Representatives from SEH, Place Dynamics, and Wired Properties were present at the charrette to learn the community's needs and lend their respective expertise. In between meeting with Village Staff, stakeholder groups and the public, the project team was developing and refining design concepts.

### Day One

The first day of the three day intensive design process included meetings with Village staff, stakeholders, and a public meeting including an informational presentation and community discussion on the Village's opportunities and concerns, leading to the identification of master plan goals. Comment cards were supplied at the public meeting and collected at the end of the night. Nineteen people registered on the sign in sheet, however attendance was estimated at 40 people.

### Day Two

Feedback from the meetings on day one, as well as market research and input from WIRED properties (developer on consultant's team) was incorporated into two distinct preliminary master plans.

### Day Three

The third day was dedicated to refining the two alternatives and preparing, gathering relevant precedent images and projects, and presenting the charrette deliverables and facilitating discussion at the evening Public Meeting. Comment cards were supplied at the public meeting and collected at the end of the night. Seventeen people signed the sign in sheet, however attendance was estimated at 40 people.

Time	2-Oct	3-Oct	4-Oct
9:00 AM	Orientation and Site Analysis Briefing	Team Work Planning Meeting: Develop Initial Design Concepts	Team Work Planning Meeting: Refine Design Concepts
10:00 AM	Downtown Stakeholder Meeting #1		Project Team Work Product Review
11:00 AM	Downtown Stakeholder Meeting #2		
12:00 PM	Downtown Stakeholder Meeting #3	Full Project Team Design Review Session with Downtown Stakeholders	Completion of Charrette Work Products
1:00 PM	Team Work Planning Meeting: Develop Initial Design Concepts		
2:00 PM	Presentation to Community	Evening Refinement Session	Presentation to Community and Downtown Stakeholders
3:00 PM	Team Work Planning Meeting: Develop Initial Design Concepts		
4:00 PM	Team Work Planning Meeting: Develop Initial Design Concepts		
5:00 PM			
6:00 PM			
7:00 PM			
8:00 PM			



# PROCESS: Charrette

For residents who could not attend the public meeting, the powerpoint presentation was available online at the project website, and comments were encouraged to be shared with Village Staff.

Feedback from stakeholder and public meetings can be categorized into four categories: economic, branding and identity, transportation, and housing—residents identified the following goals as priorities of redevelopment. A detailed charrette synopsis is included in the Appendix.

## **Economic**

- Developments should support retail retention
- Encourage linked trips
- Include makers/art/artisan cluster
- Restaurants—diverse mix from quick serve to formal dining
- Mixed use development
- Co-working facilities

## **Branding and Identity**

- Walkable and bikeable downtown
- Balance between attraction and quaintness
- Public green space
- Community events: bike rides, music, festivals, etc.
- Update signage code and recommendations to allow for greater store visibility from the street and sidewalk
- Parking: preferred location is on-street, underground, or back of building

## **Transportation**

- Better designed parking lots to reduce car accidents and confusion
- Reduce number of driveway entrances to Watertown Plank Road to reduce confusion and congestion
- Improve the continuity of downtown on-street parking, bike paths and trails, and sidewalks

## **Housing**

- Increase downtown housing
- Multifamily housing should be designed to accommodate downsizing households
- Downtown housing should include a mix of independent and assisted living senior housing

The charrette process guided the development of two initial alternatives and a third alternative that synthesized the previous alternatives with public and Board of Trustees comments. The three alternatives were presented to the Board of Trustees for consideration. After several Board meetings, concept developments and open dialogue with the public, a preferred Final Downton Site Plan has been developed. It is depicted in the “Decision” portion of this report.

# PROCESS: Alternative 1

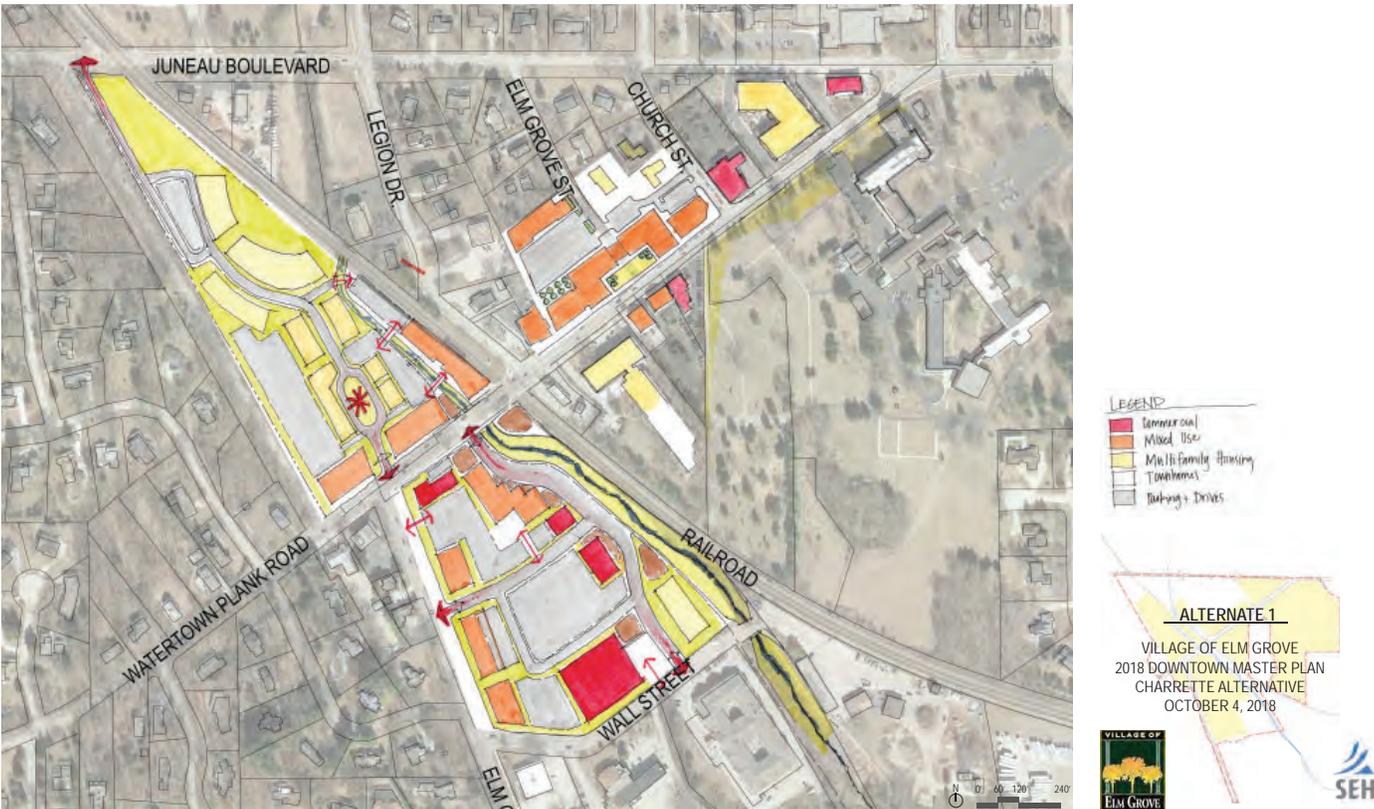
## DOWNTOWN REDEVELOPMENT PLAN ALTERNATE 1

The proposed redevelopments are intended to increase the number of downtown residents, create additional street level commercial spaces, and enhance the downtown experience through additional plazas, gathering areas and public amenities.

This alternate explores the entire redevelopment of the Park and Shop; and providing new mixed use development along Elm Grove Road. A community grocery store is proposed along Wall Street. Other commercial and mixed use buildings are proposed along the creek-side parkway. A centralized parking lot provides parking for adjacent buildings and provides a “park once” opportunity. Townhomes are proposed along the creek at Wall street as a transition between existing housing (Heritage Senior Living) and the commercial and mixed use of the Park and Shop.

The Reinders property is redeveloped with new mixed use along Watertown Plank Road, and multifamily housing to the north. The housing acts as a transition between the commercial district and the single family residences to the west of Elm Grove Road.

A new mixed use development is proposed along Watertown Plank Road, extending from the Elm Grove Travel building (preserved) to Church Street. In this proposal, Elm Grove Street terminates at the proposed parking lot; creating the opportunity for more Watertown Plank Road commercial frontage and green space.

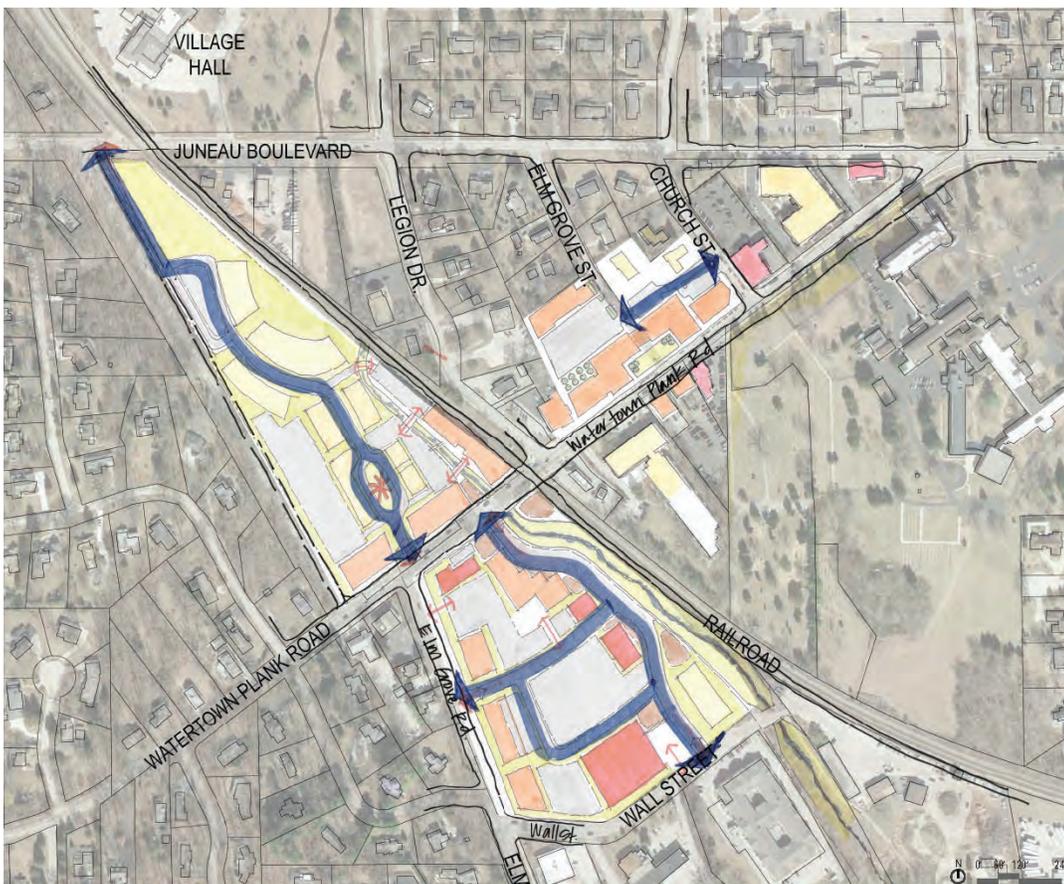


# PROCESS: Alternative 1

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 1 : Systems Overview

### Vehicle Network

- Vacate a portion of North Elm Grove road in favor of creating a strong connection from Elm Grove Road (south of Watertown Plank Road) through proposed mixed use and housing development in Reinders property.
- Create street network through Park and Shop redevelopment, including a creek-side parkway. One connection is created at Watertown Plank Road, at Elm Grove Road, and at Wall Street. Minimizing driveway and street curb cuts will minimize confusion and help mitigate congestion.
- Close Elm Grove Street at proposed mixed use building



# PROCESS: Alternative 1

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 1 : Systems Overview

### Open Space

- Enhance new greenspace created by Underwood creek daylight project with overlooks, plazas, and trail
- Provide community plazas along Watertown Plank Road
- Provide plazas and sidewalk seating for restaurants
- Create boulevard island within Elm Grove Road in the Reinders development
- Provide a greenspace buffer between proposed buildings and railroad tracks

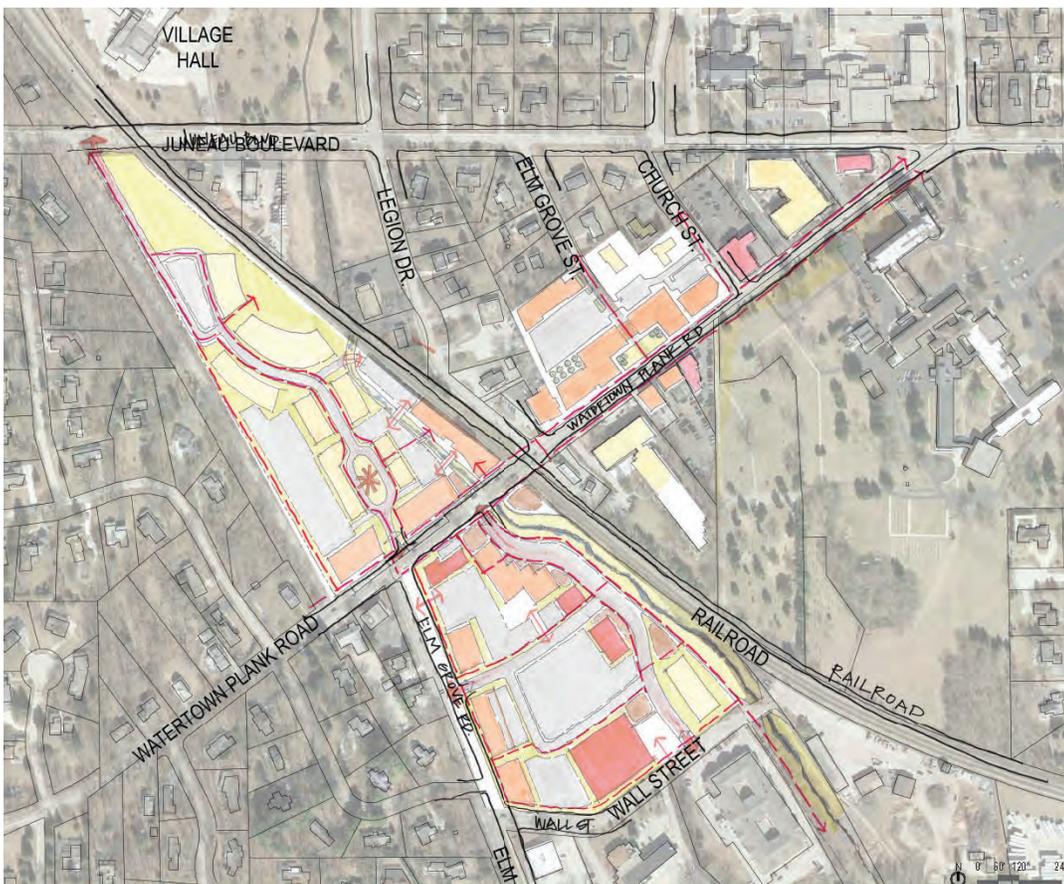


# PROCESS: Alternative 1

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 1 : Systems Overview

### Pedestrian Network

- Include sidewalks along all proposed streets
- Create Underwood Creek trail with connection to regional trail south of Wall Street



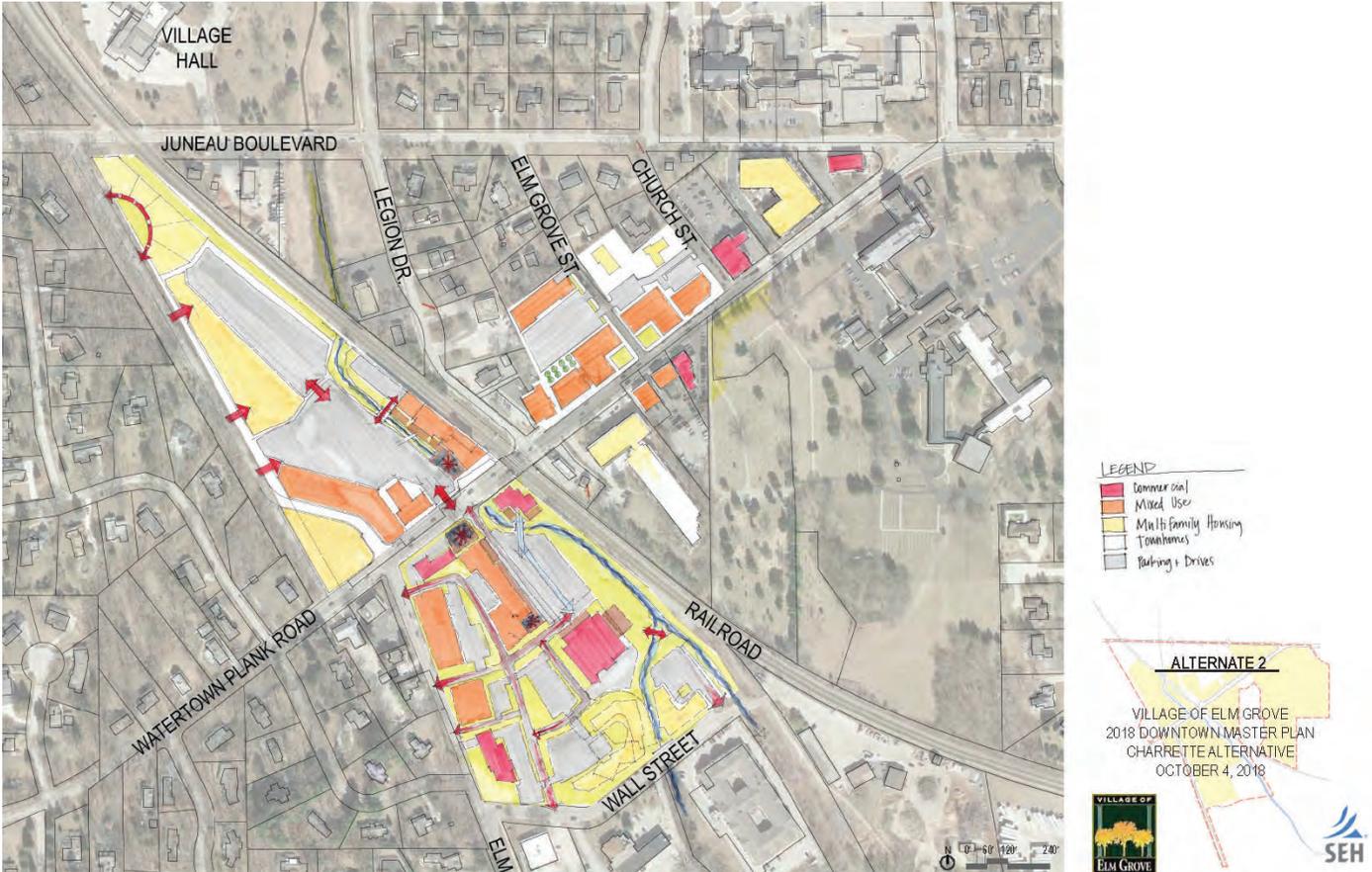
# PROCESS: Alternative 2

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 2

New mixed use developments are proposed along Elm Grove Road and at Watertown Plank Road and Elm Grove Street. These developments are proposed to increase the number of residents living in and supporting the businesses of Downtown. Many existing buildings, such as the Park and Shop, Sendik's, and Mill Place are preserved with modifications to roads and parking lots; the number of driveway entrances to Watertown Plank Road is minimized, and driveways were added to improve connections from the Park and Shop to Elm Grove Road.

This alternate proposes the realignment of Elm Grove Road through the southwest quadrant of the Reinders property. Multifamily housing, specifically four-flat residential units would ease the transition between single family residential and proposed mixed use buildings in the downtown core. Other development in the Reinders property would consist of single family residential to the north with a private road access off Elm Grove Road, and multifamily residential along Elm Grove Road. Parking areas buffer the multifamily residential from the railroad.

Similar to Alternative 1, a new mixed use development is proposed along Watertown Plank Road, extending from the Elm Grove Travel building (preserved) to Church Street. In this proposal, Elm Grove Street continues to Watertown Plank Road. A proposed building setback creates a public green.

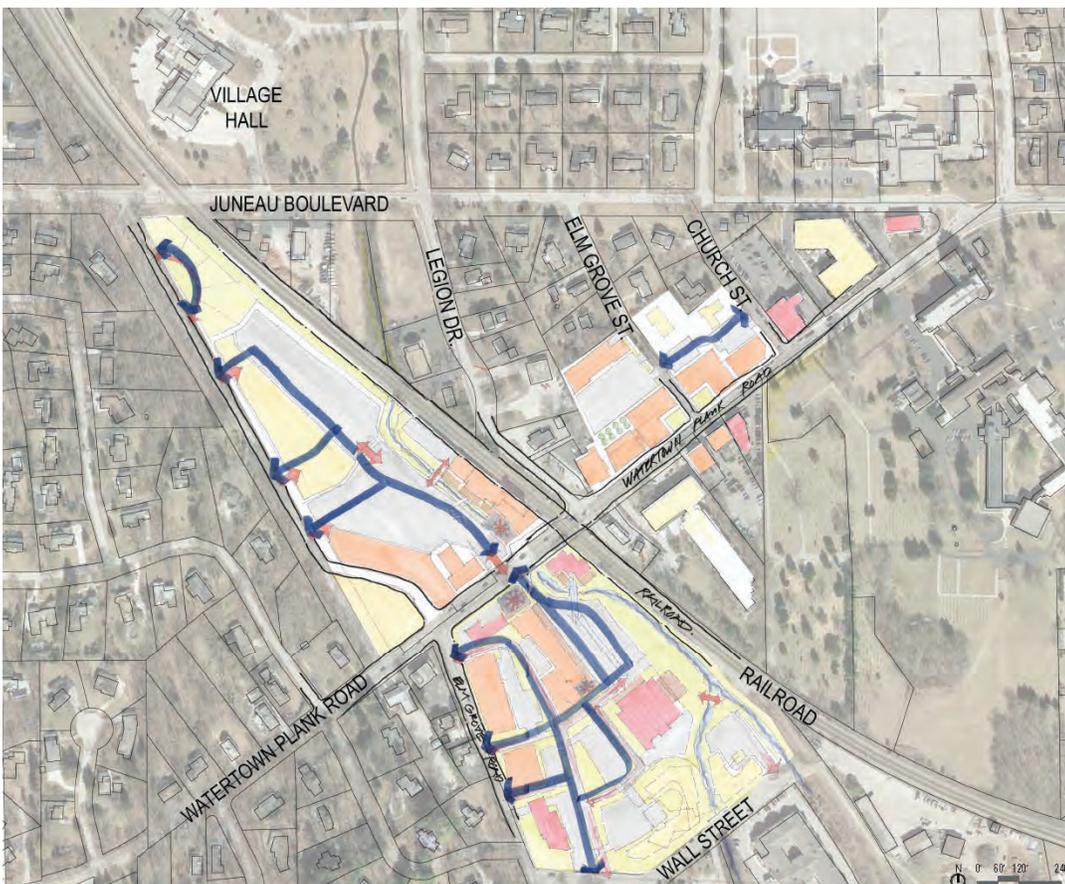


# PROCESS: Alternative 2

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 2: Systems Overview

### Vehicle Network

- Realign North Elm Grove Road through Reinders development
- Create street network through Reinders development
- Modify street network and parking within Park and Shop area
- Provide vehicle connections from Park and Shop to Elm Grove Road



# PROCESS: Alternative 2

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 2: Systems Overview

### Open Space

- Enhance new greenspace created by Underwood creek daylight project with overlooks, plazas, and trail
- Provide community plazas along Watertown Plank Road
- Provide plazas and sidewalk seating for restaurants
- Provide a greenspace buffer between proposed buildings and railroad tracks

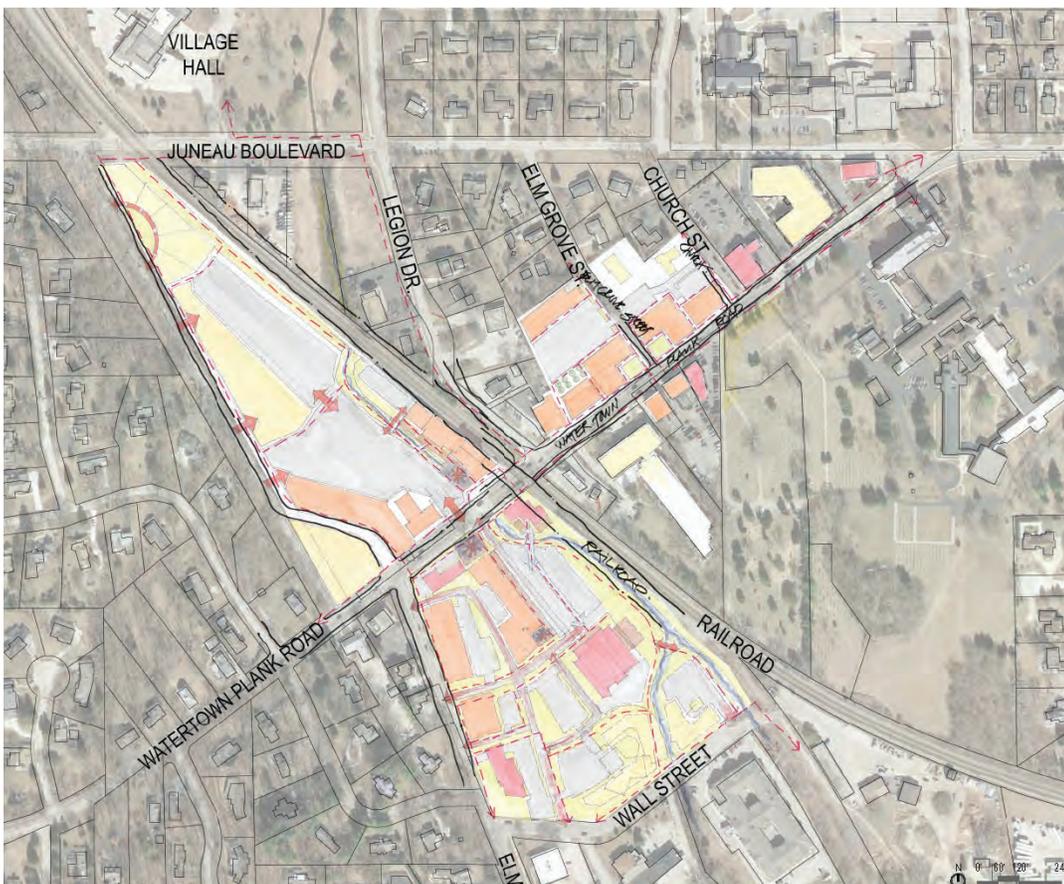


# PROCESS: Alternative 2

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 2: Systems Overview

### Pedestrian Network

- Include sidewalks along all proposed and existing streets
- Create trail with connections to regional trail south of Wall Street and trails within Village park



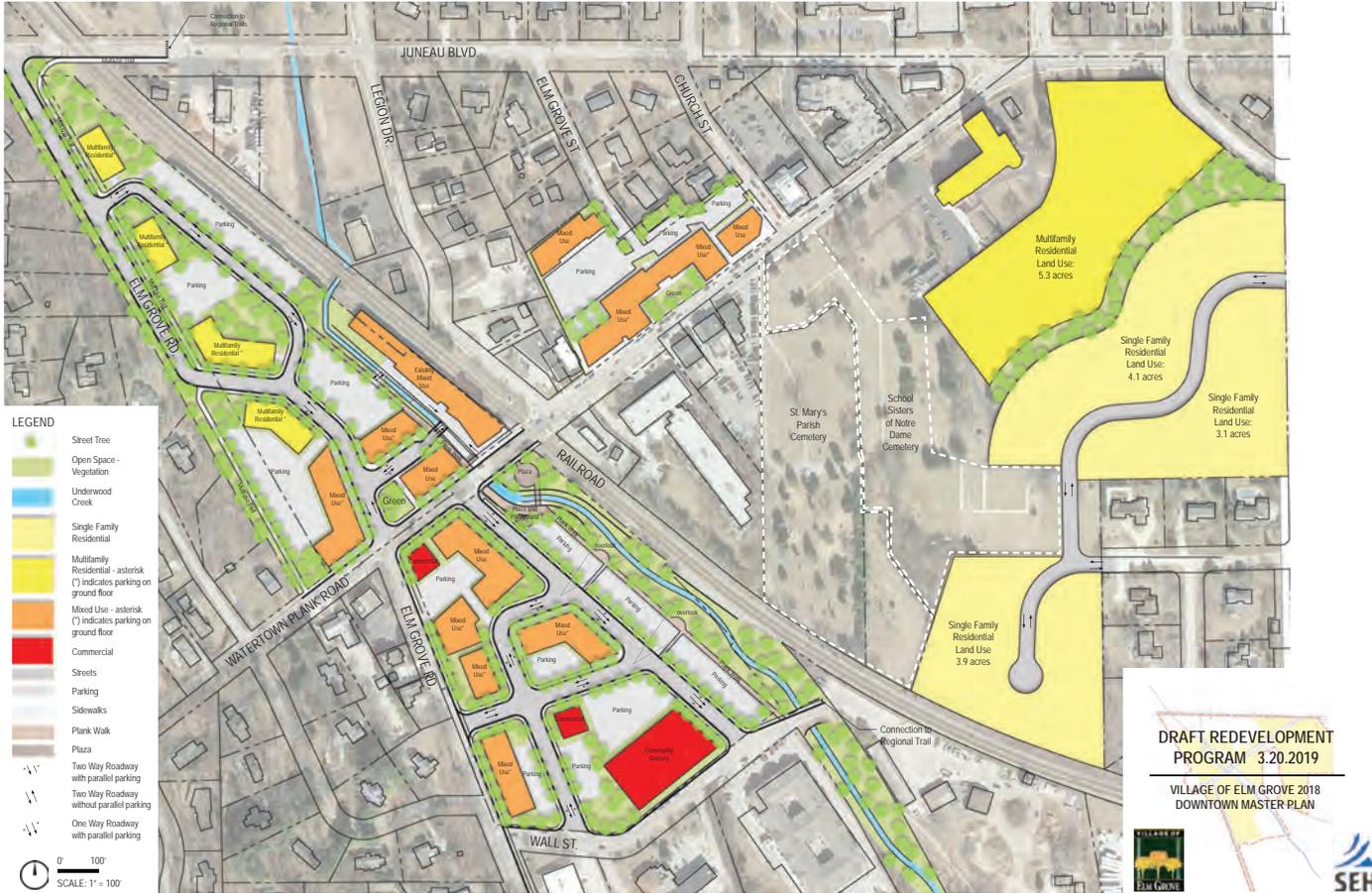
# PROCESS: Alternative 3

## DOWNTOWN REDEVELOPMENT PLAN ALTERNATIVE 3

Feedback from the charrette public meeting as well as ongoing feedback from the Village Trustees, staff, and residents helped transform the two previous alternative concepts into Alternative 3. Potential redevelopment sites have been identified as the Reinders property, the Park and Shop, along Watertown Plank Road at Elm Grove Street, and at the Sisters of Notre Dame (Sisters) property. Alternate 3 proposes land use categories for the Sisters property but does not make recommendations on building footprints, only that the main iconic building and cemeteries be preserved.

### General Design Concept

This concept proposes the whole redevelopment of the Reinders property and Park and Shop areas including street networks with generous 8' sidewalks, planting strips with street trees, and parallel parking where space allows. A trail connection is proposed to link the regional trail to the south, across Watertown Plank Road and Juneau Boulevard to the Village park trails to the north. Proposed mixed use buildings would have commercial space on the first floor with office or residential on the upper floors.



# PROCESS: Alternative 3

Per the current Village code, 1,686 parking stalls are required per the proposed building uses. This scheme accounts for 1,466. This scheme provides less parking than what is currently required per code. Parking was identified as an important issue to the residents of Elm Grove. As a result, the Preferred Downtown Redevelopment Plan reduces building square footages and stories of building to ensure parking quantities are within the requirements.

## **Park and Shop Area**

Building development was not desired along the creek because of the proximity to the railroad tracks; instead Alternative 3 proposes a parking lot and trail with creek overlooks adjacent to the creek. A small (about 30,000 sf) grocery store is proposed adjacent to Wall Street; its entry would face a parking lot to its northwest. Mixed use buildings along Elm Grove Road could be designed to have storefronts on both Elm Grove Road and the internal proposed road. Mixed use buildings activate the street running parallel with the creek.

## **Reinders Property**

The alignment of Elm Grove Road is extended across Watertown Plank Road, through the proposed mixed use and housing development, reconnecting with the existing alignment of North Elm Grove. This creates a safer and more coherent crossing of Watertown Plank Road, and provides a vegetated buffer and multiuse trail between existing single family residential and the proposed development.

Mixed use development covers the southern portion of the Reinders site with multifamily residential on the northern portion of the site. Underground parking is provided for residents of multifamily housing. Additional surface parking and on street parking is provided for the commercial and office uses. Centralized parking areas and a network of sidewalks and trails encourages visitors and residents to park once.

## **Watertown Plank Road at Elm Grove Street**

Mixed use development is proposed along Watertown Plank Road with proposed commercial on the ground floor with residential above. Elm Grove Street is proposed to terminate in a parking lot to the north of the building. A breezeway could be incorporated into the first floor to ensure that pedestrians can walk from Elm Grove Street to Watertown Plank Road. A portion of the proposed building is set back from the public sidewalk to create a public plaza or green space.

## **School Sisters of Notre Dame (SSND) Property**

Single family residential land use is proposed adjacent to existing single family land uses to create a buffer to proposed multifamily residential land use and the redevelopment of the SSND building. Road connections to the single family residential could be made at Green Meadow Place's cul de sac, and a "T" intersection could provide access off Red Barn Lane. Roads serving the multifamily residential should be separated from the single family residential roads and access should be limited to Stephen Place at the existing Sisters driveway or along Watertown Plank Road.

# PROCESS: Online Survey

## ONLINE SURVEY

The online survey was hosted on the Village of Elm Grove’s project website; in addition, hard copies were available at Village Hall and results were manually entered into the online survey by Village staff. There were 397 respondents. A copy of the survey, including comments is included in the Appendix.

Most respondents were between 31-50 years old (56.6%) and 51-70 years old (30.5%). A word cloud was created by compiling the most frequent used words in response to the question “What are three words or phrases that best describe Downtown Elm Grove’s strengths or assets?”; top answers included quaint, small, and walkable. Similarly, a word cloud was developed for the question “What are three words or phrases that best describe Downtown Elm Grove’s needs or weaknesses?”, top responses included lack, shops, parking, traffic, and coffee.

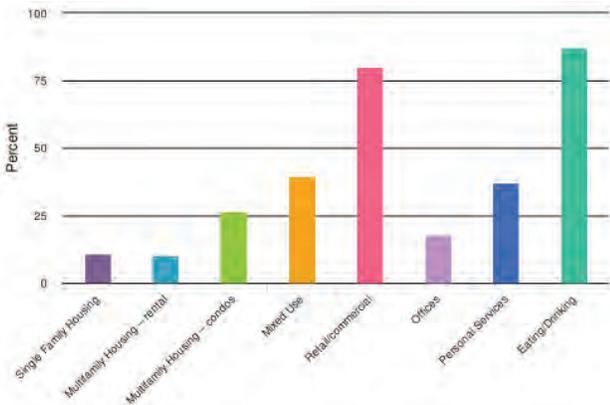


Question 1: Strengths and Assets

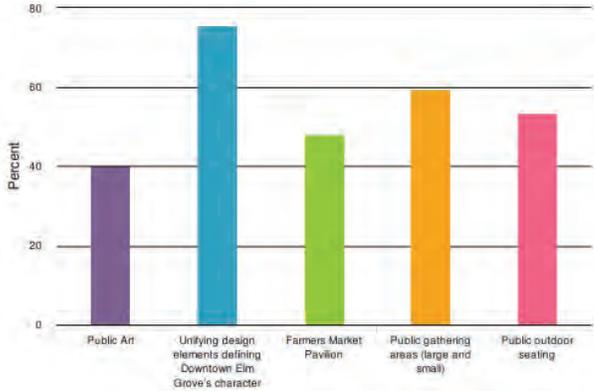
In response to the question, “What land uses should be the priority of Downtown Elm Grove’s redevelopment? (select all that apply)”, both retail/commercial and eating/drinking got over 80% of the vote. Most respondents preferred to see unifying design elements defining Elm Grove’s character (76.5%) when asked “ Which of these design elements do you feel are important to include in Downtown Elm Grove’s redevelopment? (select all that apply)”.



Question 2: Needs and Weaknesses



Question 3: Future Land Use Preferences



Question 4: Design Elements Preferences

# PROCESS: Online Survey

When asked “Related to Downtown Elm Grove, please indicated the level to which you agree or disagree with these statements” the responses are represented below. Public perception suggest that there is room for improvement of the walkability and bikeability of downtown, that the current number of parking stalls are adequate, streets are well maintained, and that Elm Grove has a strong sense of place.

	strongly agree	agree	disagree	strongly disagree	Responses
<b>Downtown is walkable</b>					
Count	138	169	71	10	388
Row %	35.6%	43.6%	18.3%	2.6%	
<b>Downtown is bike friendly</b>					
Count	41	147	172	26	386
Row %	10.6%	38.1%	44.6%	6.7%	
<b>More on street bike lanes are needed</b>					
Count	95	155	110	24	384
Row %	24.7%	40.4%	28.6%	6.3%	
<b>More off street dedicated bike lanes are needed</b>					
Count	118	168	81	15	382
Row %	30.9%	44.0%	21.2%	3.9%	
<b>I can usually find adequate parking downtown</b>					
Count	136	224	28	1	389
Row %	35.0%	57.6%	7.2%	0.3%	
<b>Streets in Elm Grove are generally well maintained</b>					
Count	117	238	28	5	388
Row %	30.2%	61.3%	7.2%	1.3%	
<b>Elm Grove has a strong sense of place</b>					
Count	143	172	64	10	389
Row %	36.8%	44.2%	16.5%	2.6%	
<b>Totals</b>					
Total Responses					389

# PROCESS: Online Survey

In the final question, survey participants were encouraged to “Please let us know if you have any additional comments.” General comments lean toward an approach that focuses on “evolution, not revolution”, retain the Norman Rockwell feel, that redevelopment be family friendly, keep the Park and Shop sign, development to be environmentally friendly to attract young families. Comments geared toward bike and pedestrian needs include improving bike and walkways for kids safety, additional trails, and creating or retaining a walkable downtown.

Many responses looked to local communities such as Delafield, Greendale, and Whitefish Bay as precedents for redevelopment. Some responses looked to Wauwatosa as a good example, however many commenters were opposed to the height and density of Wauwatosa’s buildings, its traffic, preferring Elm Grove to be more quaint and unique. Requests were made for additional commercial, including more restaurants, coffee shops, a toy store, wine bars, a pharmacy, and to ensure Sendiks remains in the Village. Responses related to demographics include the desire for retail that attracts a younger crowd, and encouraging long term residents to accept change to downtown. Responses preferred higher end, owner occupied multifamily housing, while many survey participants requested that no additional housing be added downtown.

	1/day	1/week	1/month	1/year	never	Responses
<b>Workplace/work related meeting</b>						
Count	38	36	43	44	216	377
Row %	10.1%	9.5%	11.4%	11.7%	57.3%	
<b>Library</b>						
Count	12	85	177	76	35	385
Row %	3.1%	22.1%	46.0%	19.7%	9.1%	
<b>Park</b>						
Count	79	173	110	22	2	386
Row %	20.5%	44.8%	28.5%	5.7%	0.5%	
<b>Place of Worship</b>						
Count	17	99	37	33	197	383
Row %	4.4%	25.8%	9.7%	8.6%	51.4%	
<b>Service business</b>						
Count	60	171	96	24	31	382
Row %	15.7%	44.8%	25.1%	6.3%	8.1%	
<b>Restaurant</b>						
Count	7	128	215	28	8	386
Row %	1.8%	33.2%	55.7%	7.3%	2.1%	
<b>Bar/Tavern</b>						
Count	3	85	201	70	27	386
Row %	0.8%	22.0%	52.1%	18.1%	7.0%	
<b>Village Hall</b>						
Count	3	26	115	212	31	387
Row %	0.8%	6.7%	29.7%	54.8%	8.0%	
<b>Entertainment/Cultural Venues</b>						
Count	2	21	109	149	99	380
Row %	0.5%	5.5%	28.7%	39.2%	26.1%	
<b>Post Office</b>						
Count	8	87	192	81	20	388
Row %	2.1%	22.4%	49.5%	20.9%	5.2%	
<b>Totals</b>						
Total Responses						388

# PROCESS: Market Analysis

## MARKET ANALYSIS

Place Dynamics was the part of the design team responsible for completing a market analysis and identifying gaps in the market in which the Village of Elm Grove can add services, destination points, housing, and other opportunities to attract investment to the Downtown Corridor.

A summary of the market analysis is located in the measurement section of this report, the full market analysis is contained in Appendix A of this report. The market analysis report identifies housing opportunities, commercial, retail, and dining opportunities, as well as a focus on attributes that can economically revitalize the Downtown Corridor. Focusing on the gaps in the market and then filling those gaps will give the opportunity for immediate investment, since these are the critical factors investors and developers use to decide on the right opportunities for their services.

The opinions, findings and results of the Plan were all weighed against this market analysis. Information contained throughout this Plan allows for filling these market gaps with targeted development types for the success of the Village of Elm Grove. Keeping the Village's finger on the pulse of these gaps and focusing on filling them will be a consistent opportunity for success within the Downtown Corridor.

# PROCESS: Economic and Density Analysis

## ECONOMIC & DENSITY ANALYSIS

During the process of developing the Plan questions arose regarding the socioeconomics of density and the impacts they may have on the Village. It was therefore determined that before a preferred alternative be selected or preferred densities be established, an economic and density analysis should be undertaken.

As discussed previously, a market analysis was performed to show trend data and available gaps for the Village to fill with development. The bigger question was regarding what the density of certain types of development looked like and what the economic impacts of these densities meant to the Village. Economic professionals were brought in to work through these questions and deliver the results to the Village.

The results of the economic studies and how the planned development densities would look and feel to the community are located within the Measurement portion of this report. Three economic scenarios were explored:

1. Existing Downtown Corridor economics
2. Economics of having no Downtown
3. Preferred Downtown site plan economics

Taking the results of these scenarios and applying the figures to any development proposed to the Village will aid the approving agencies in predicting the economic impacts of the proposals. Because the economic studies look at the Downtown Corridor area as a whole, the Village can allow for flexibility in the location of development types.

# GUIDING PRINCIPLES

Through feedback from Village Trustees, staff, and residents, as well as professional experience, the following guiding principles were developed to aid the design team in the creation and refinement of the Plan. Equally, these design principles can be used to measure future development proposals.

1. Create a vibrant Downtown business district with a focus on local specialty shops, restaurants and services
2. Create a unified identity and image, including greater attention to key gateways, way-finding and parking layouts
3. Support a mix of new infill housing opportunities of varying densities, including mixed-use developments where appropriate
4. Improve vehicular and pedestrian access to Downtown and surrounding neighborhoods
5. Respect the surrounding neighborhoods, including proper transitions between residential and non-residential uses
6. Design and locate buildings, parking areas, sidewalks and trails which support a strong pedestrian environment
7. Establish a high-quality public realm and street-scape, reinforcing and leveraging Downtown's identity, image, accessibility and natural amenities

# IDENTIFICATION

## 2

This section identifies the current conditions, perceptions and challenges as well as opportunities and desires to shape future growth. Cartographic visualization of physical conditions of buildings in the downtown core, building usage, physical building height, existing parking opportunities, current zoning and environmental features are provided here. These maps provide easily accessible information and provide a basis of understanding of the physical features of the downtown core as well as assisting in visualization and brainstorming of future use. Additionally, a market analysis provides data driven guidance based on market conditions for future redevelopment goals.

# EXISTING CONDITIONS

## COMMUNITY PERCEPTION:

The Village primarily consists of single-family residential land use. Its Downtown core is located along Watertown Plank Road between Elm Grove Road and Juneau Boulevard. Commercial areas dot the periphery of the village, and are concentrated along Highway 18 and Pilgrim Parkway near Brookfield Square, and at the intersection of North Avenue and 124th Street. Determined from the online survey “quaint,” “small” and “walkable” were three words used most frequently to describe the current strengths of Downtown, while “shops” (presumably lack thereof), “traffic” and “parking” were used to describe the current weaknesses.



# PROJECT CHALLENGES AND OPPORTUNITIES

## CHALLENGES AND OPPORTUNITIES MAP:

Prior to the commencement of the project, the design team developed this challenges and opportunities map to aid in discussions with the Village to better understand what they saw as challenges and opportunities.



# EXISTING CONDITIONS

## BUILDING INVENTORY AND DOWNTOWN WALKING TOUR NOTES

Village staff and the design team walked the Downtown Corridor on July 12, 2018. Project opportunities and challenges were discussed. Building occupants, uses, address, and condition of building were noted.

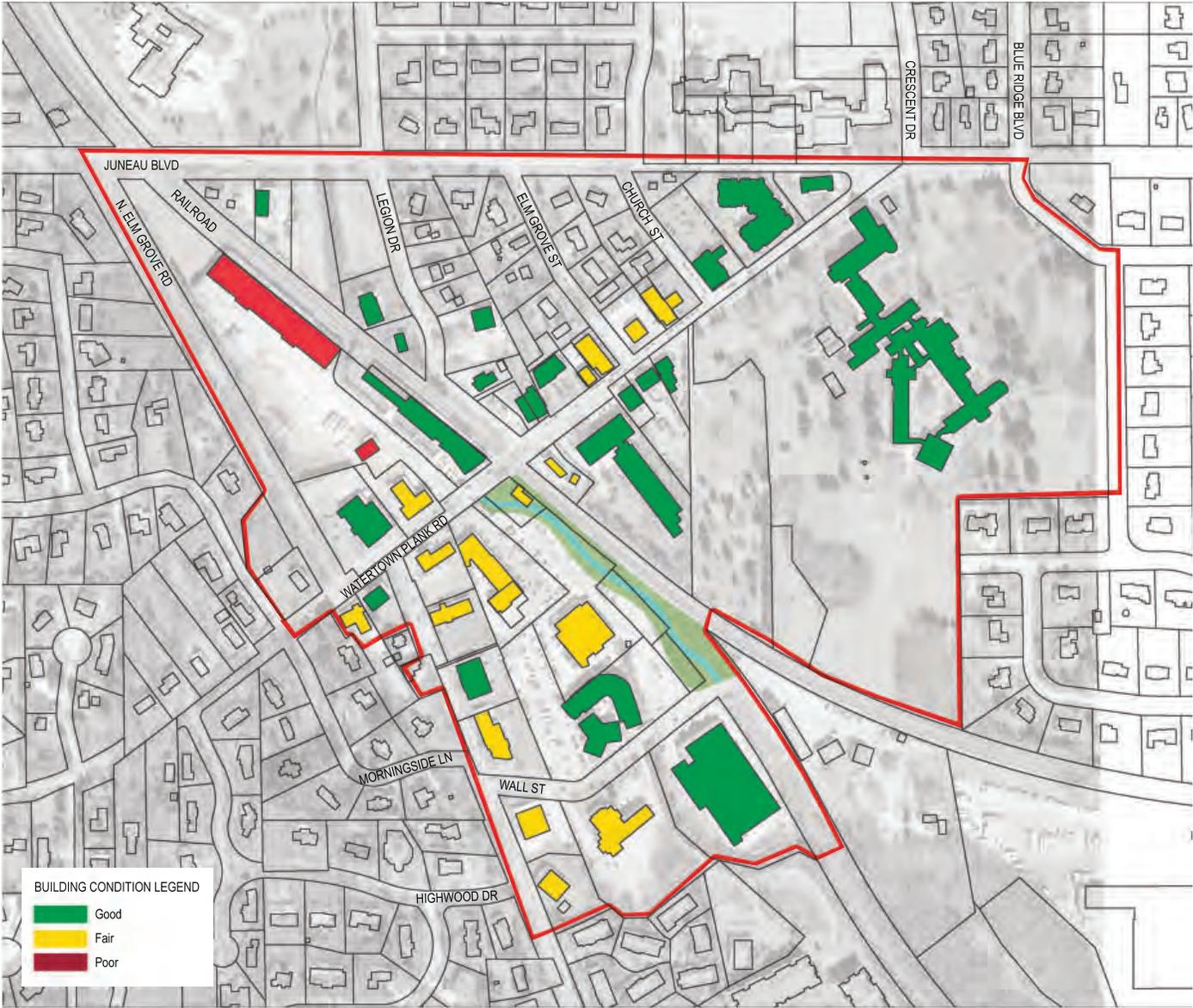


- A** "890 Village Court" - 890 Elm Grove Rd - Medical imaging, retail, ballet school, developer, office space. Office occupancy nearly filled. Lots of turnover in retail spaces. Good shape.
- B** Heritage Memory Care - 800 Wall Street - Assisted Living facility, multistory multifamily/medical. Good shape.
- C** Sunset Playhouse - Theater, cultural, parking lot in poor condition
- D** The Johnson Building - 780 Elm Grove Rd - Single story office space - Edward Jones, WH Yoga, Luther Group, fair building condition
- E** 850 Elm Grove Rd - Multi story office space, fair building condition
- F** BMO Harris Bank - 900 Elm Grove Rd - banking facility, good building condition
- G** 910 Professional Centre - 910 Elm Grove Rd - Multi story office space, fair building condition
- H** Badger State Tax Pros - 925 Elm Grove Rd - office space, good building condition, renovated SF home
- I** Woller-Anger Building - 930 Elm Grove Rd - one story office space, fair building condition
- J** Kurtz Realty - 13345 Watertown Plank Rd - one story office space, fair building condition
- K** US Bank - 945 Elm Grove Rd - two story bank, good building condition
- L** Chocolate Factory and Shops - 13475 Watertown Plank Rd - one story retail
- M** 13500 Watertown Plank Rd - one story office building, good building condition

- N** 13448 Watertown Plank Rd - two story building: retail on first floor, offices on second, fair building condition
- O** Mill Place - 13402-13418 Watertown Plank Rd - two story building, former mill, retail on first floor, offices on second, good building condition
- P** 13390 Watertown Plank Rd - two story building, service & retail on first floor, offices on second
- Q** Patched Works Oull Shop - 13330 Watertown Plank Rd - one story retail building, parking in front, building setback breaks up downtown character, good building condition
- R** 13350 Watertown Plank Rd - two story building, vacant - first floor retail/restaurant, second floor housing, fair building condition
- S** 13300 Watertown Plank Rd - one story building, retail
- T** Service Station - 13230 Watertown Plank Rd - one story service station surrounded by parking area, fair building condition
- U** Sewing Center and Dry Cleaners - 13200 Watertown Plank Rd - one story retail/service
- V** Town Bank - 13150 Watertown Plank Rd - two story building, first floor bank, second floor offices, good building condition
- W** Watermark Condominiums - 13130 Watertown Plank Rd - three story residential
- X** Chapel Adaptive Reuse - 13100 Watertown Plank Rd - office space, good building condition
- Y** School Sisters of Notre Dame - 13105 Watertown Plank Rd - convent

- Z** O'Donoghues Irish Pub - 13225 Watertown Plank Rd - restaurant/pub, two story building, good building condition, inefficient parking lot in rear of building
- 1** Silver Spur Smokehouse - 13275 Watertown Plank Rd - restaurant/bar, two story building, good building condition
- 2** 13307 Watertown Plank Rd - two story building, offices and services, good building condition
- 3** Elm Grove Terrace Condominiums - 13335 Watertown Plank Rd - three story condominiums, good building condition
- 4** BP Gas Station - 13395 Watertown Plank Rd, fair building condition
- 5** Martinizing Dry Cleaner - 13405 Watertown Plank Rd, fair building condition
- 6** Elm Grove Park and Shop - 13425 Watertown Plank Rd, USPS, restaurants, retail, services, fair building condition
- 7** Sendik's Food Market - 13425 Watertown Plank Rd, fair building condition
- 8** Welkes House of Roses & Flowers - 1020 Legion Drive, 1 story retail, good building condition
- 9** 1050 Legion Drive, 1 story personal services, good building condition
- 10** 1055 Legion Drive - 1 story health services, good building condition
- 11** 1135 Legion Drive - 2 story office building on river, excellent building condition
- 12** 12 single family residential homes
- 13** Kanavas Landscape - 13575 Juneau Blvd, landscape services building and materials yard, good building condition

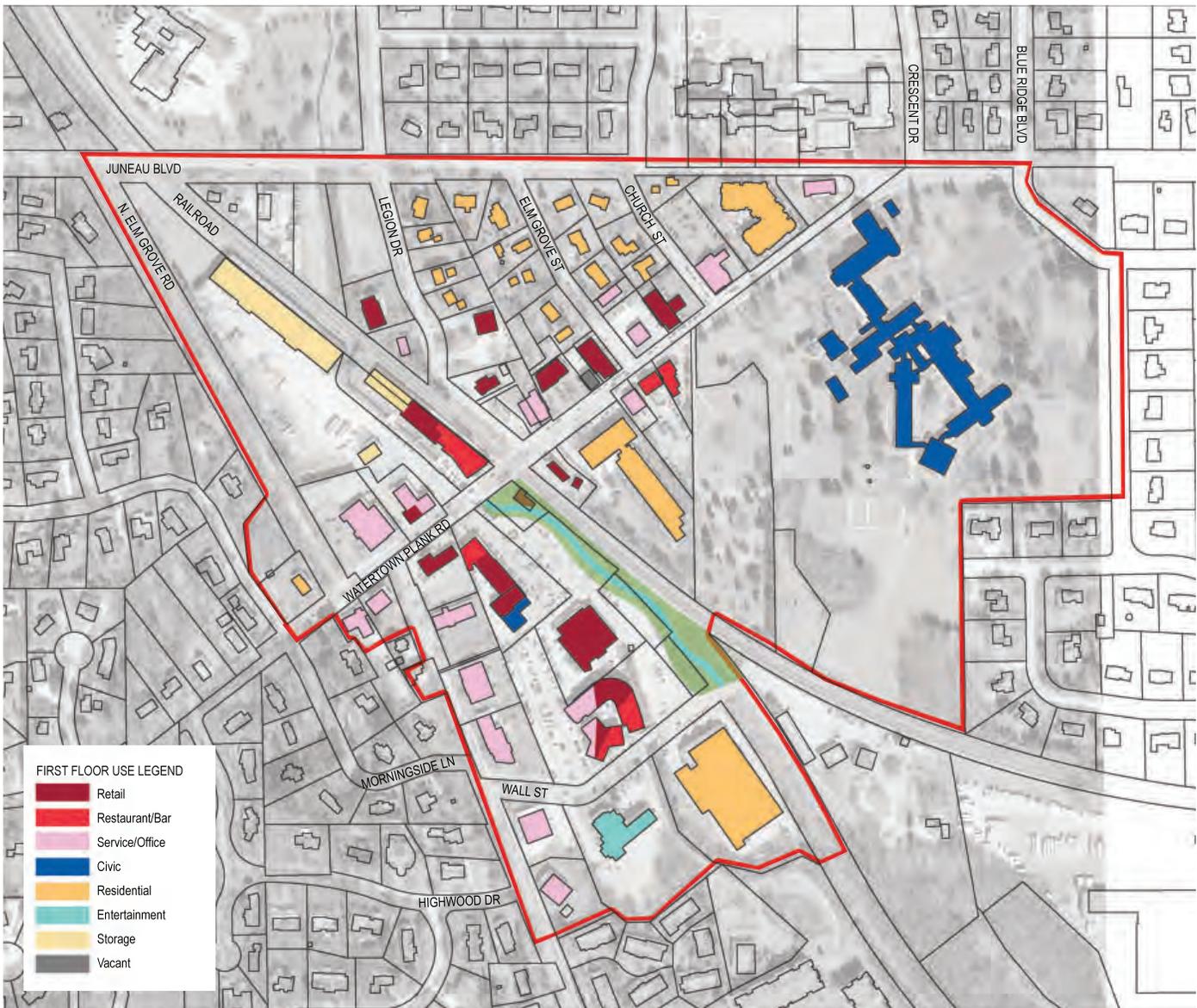
# EXISTING CONDITIONS



## BUILDING PHYSICAL CONDITIONS:

The Downtown core consists of a mix of building ages, types and uses. Downtown is a mix of traditional “Main Street” development along Watertown Plank Road between Elm Grove Road and Juneau Boulevard, and vehicle centered shopping at the Elm Grove Park and Shop. Buildings in Downtown Elm Grove are generally well maintained, and the majority of buildings appear to be over 50 years old.

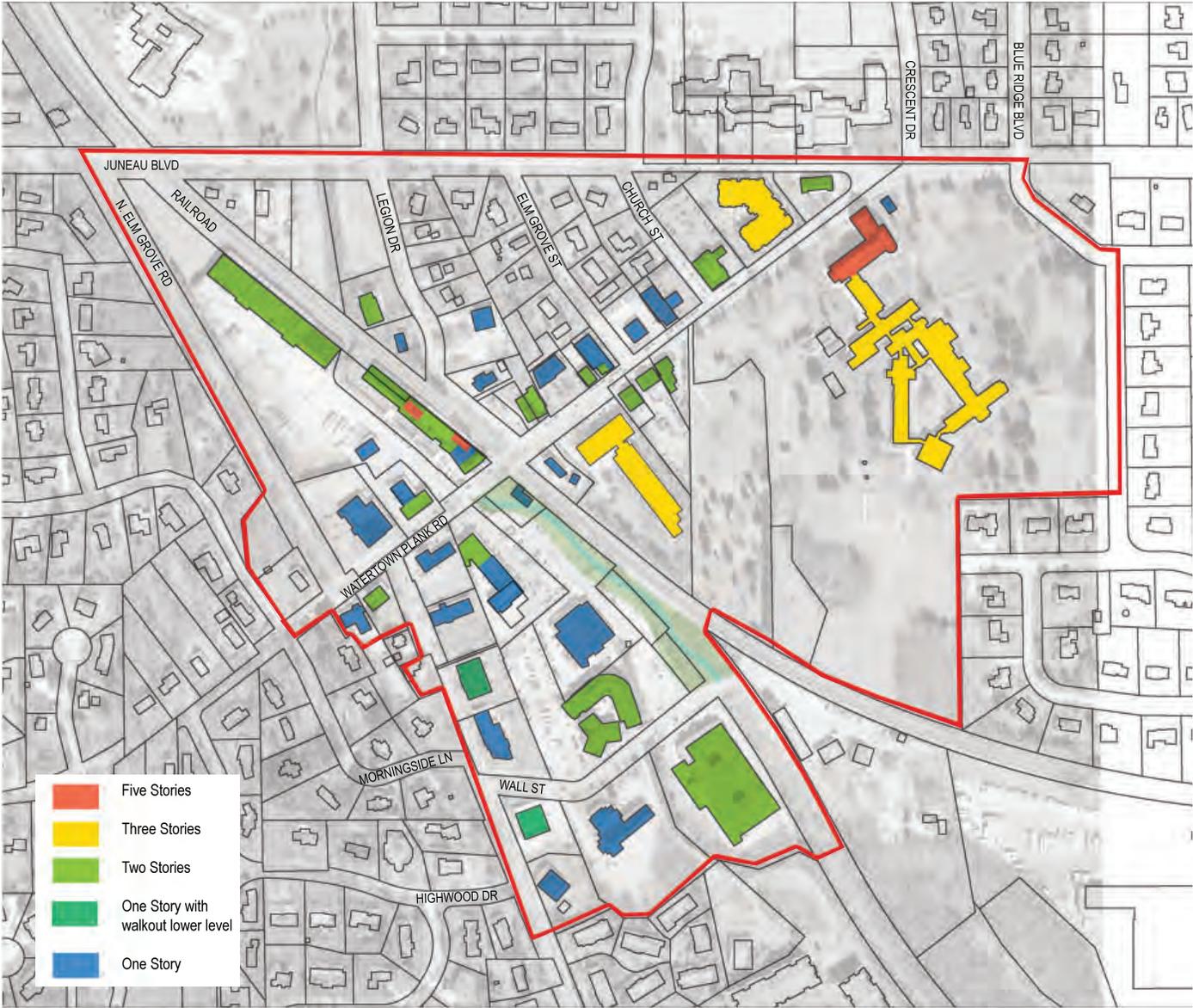
# EXISTING CONDITIONS



## BUILDING USE

USE	FIRST FLOOR (SF)	% OF FIRST FLOORS	TOTAL ALL FLOORS	TOTAL %
Eating / Dining	14,000	7%	16,000	3%
Retail	47,500	20%	57,500	12%
Office	73,400	31%	88,100	18%
Repair Service	2,500	1%	2,500	1%
Storage	14,000	6%	38,000	8%
Gov/Religious/Non-Profit	15,000	6%	204,000	41%
Cultural	44,000	6%	44,000	6%
Personal Services	10,800	5%	14,800	3%
Vacant	10,800	5%	14,800	3%
<b>Total</b>	<b>237,200</b>	<b>100%</b>	<b>498,903</b>	<b>100%</b>

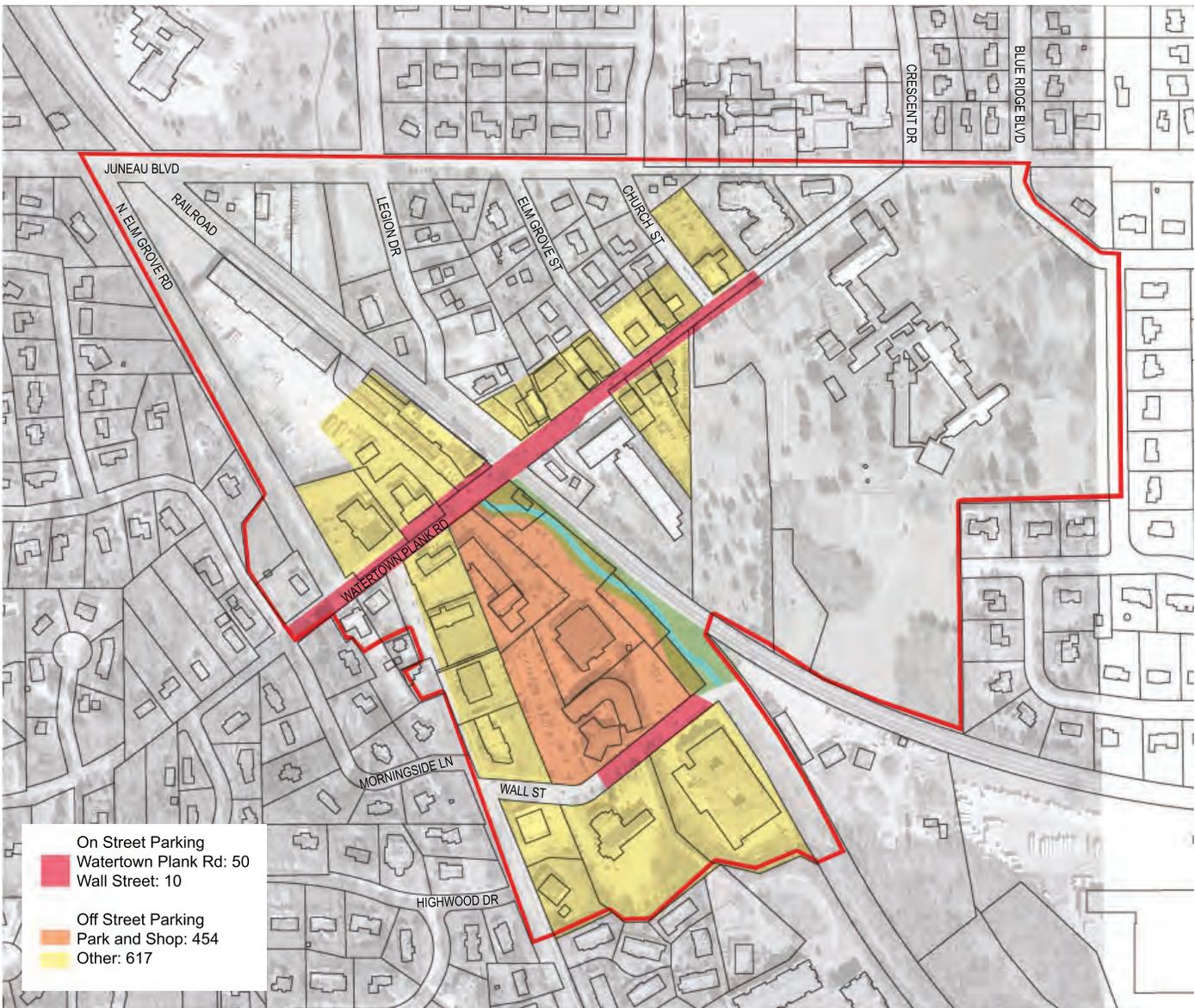
# EXISTING CONDITIONS



## BUILDING HEIGHT

Building heights are documented in stories above-grade to guide Downtown infill and development. Currently the Village of Elm Grove accepts up to two-story building heights, with a third story being possible when elevations are favorable for the extra height. This has been an area of discussion in all of the public processes, and the Board of Trustees has agreed to look at adjusting Village code requirements on a case-by-case basis when incentives that benefit the community are provided to the Village for this consideration.

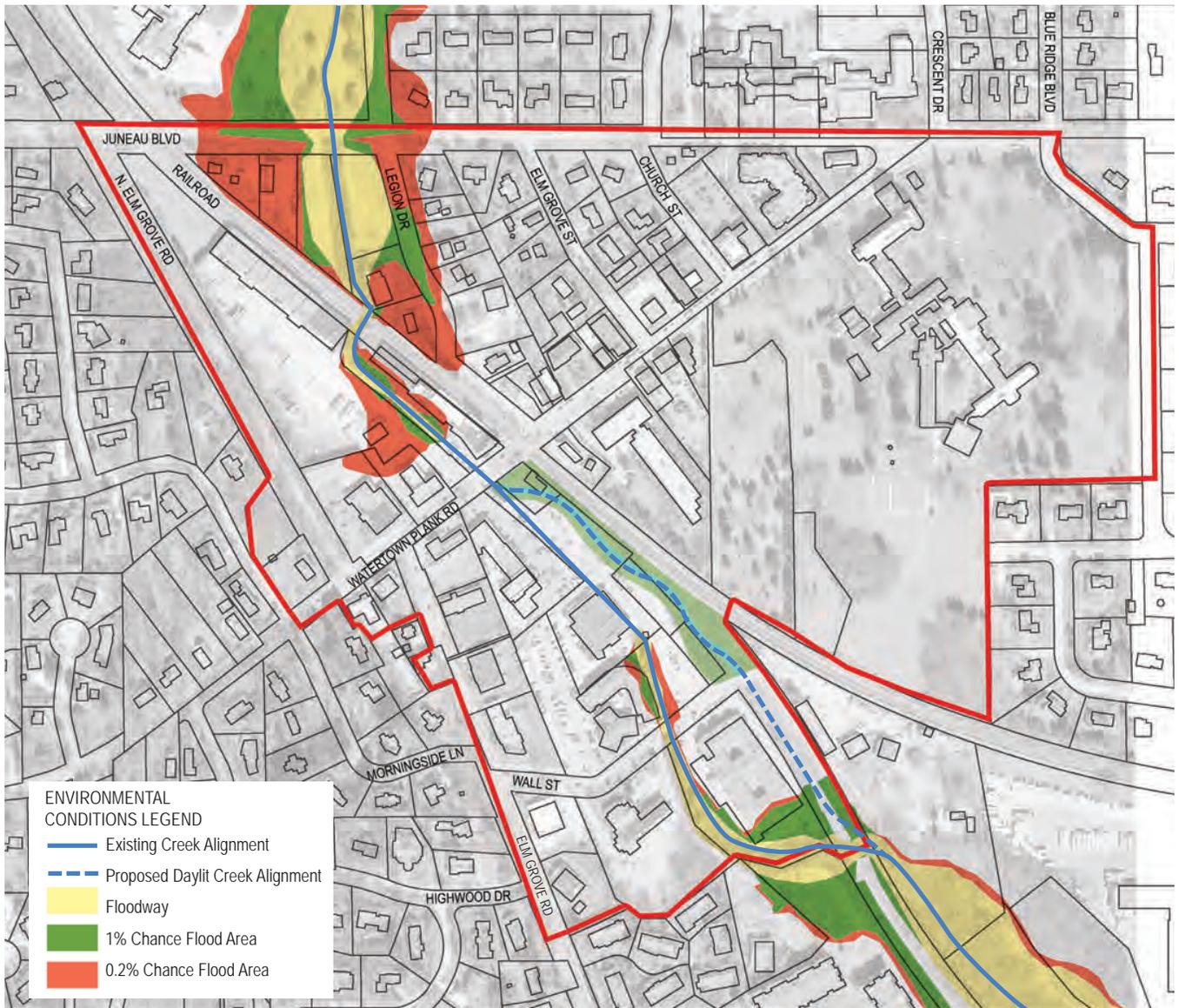
# EXISTING CONDITIONS



## PARKING AND TRAFFIC CONDITIONS

Redevelopment of the Village of Elm Grove's Central Business District should ensure an appropriate quantity of parking spaces for residents and visitors from outside the district. Current parking counts follow. Watertown Plank Road provides 50 parallel parking and 90 degree head-in parking stalls between Elm Grove Road and Juneau Boulevard. Wall Street provides 10 parallel parking stalls. The Park and Shop lots provide 454 parking stalls in total. An additional 617 stalls are provided in the Downtown area within parking lots, with a major concentration (135) at Sunset Playhouse. The greatest traffic counts are along Watertown Plank Road; average traffic volume is between 9,400 and 13,300 vehicles per day.

# EXISTING CONDITIONS



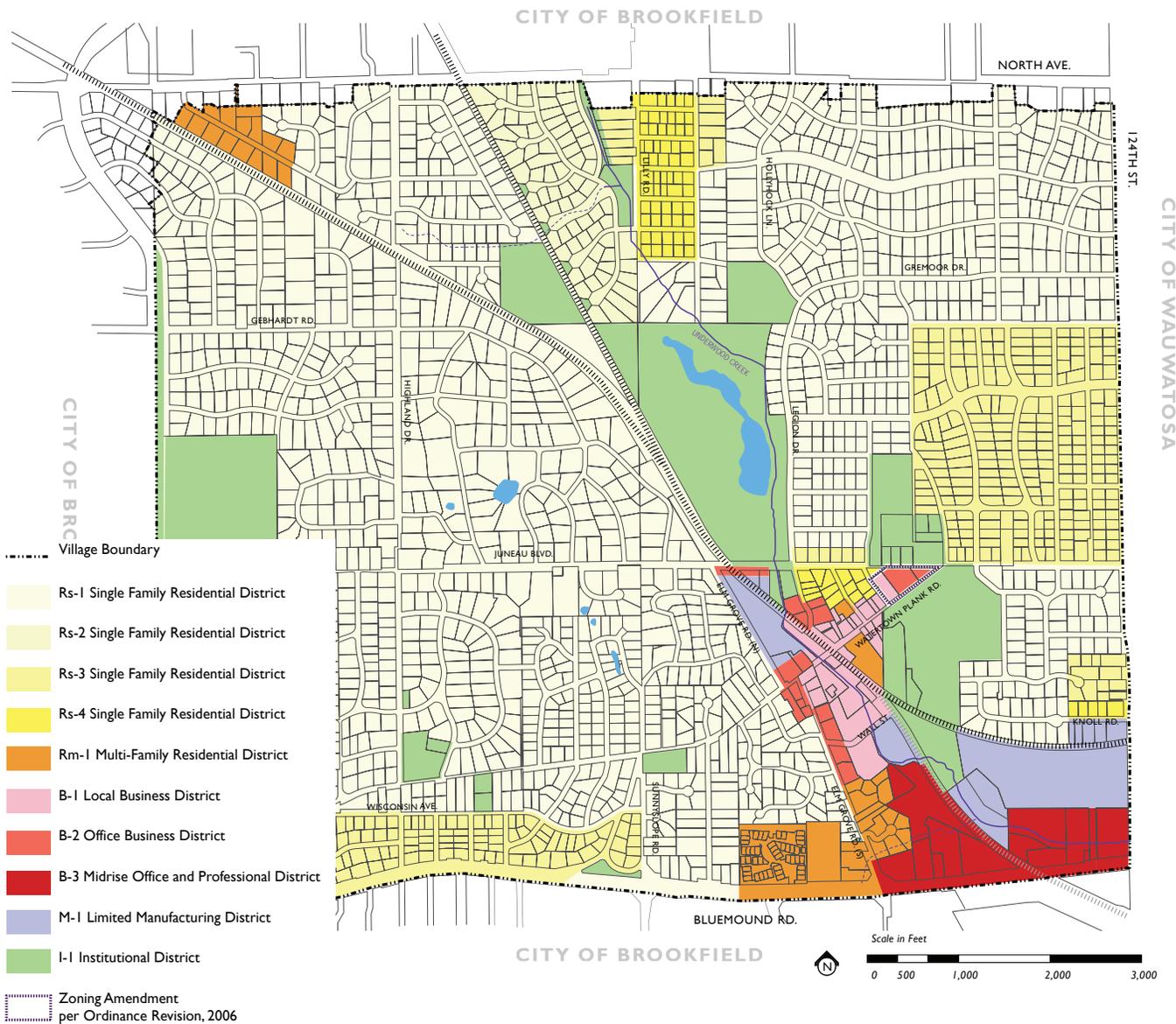
## ENVIRONMENTAL:

The environmental features of this Downtown Corridor are set to be enhanced through the daylighting of Underwood Creek, and are highlighted by parks and flood control areas.

Underwood Creek flows roughly from north to south through the center of the Village's Downtown district. Since the 1960s, a portion of the creek south of Watertown Plank has been routed underground through a culvert, but plans are in place to daylight, or uncover, the creek. The proposed daylighting project will realign the creek to the periphery of Elm Grove Park and Shop, adjacent to the railroad right of way. This stream corridor presents an opportunity to create a recreational and environmental asset for the Village, and could provide an aesthetic focal point for future recreational development.

Assessing the current flood control areas, planning for new and creative ways to handle storm water runoff, and enhancing the natural beauty of Downtown Elm Grove are all key focuses within this Plan.

# EXISTING CONDITIONS



## CURRENT ZONING

Village zoning will be evaluated during normal intervals as per the Village's scheduling. Zoning changes may be required for certain types of developments within the Downtown Corridor and will be evaluated by Village Planning staff and Board of Trustees on a case-by-case basis.

# EXISTING CONDITIONS

## ECONOMIC CONDITIONS

Elm Grove has faced challenges in retail retention and succession. Attentive development within the vision of the Village should encourage and enable an environment in which small businesses not only thrive but also drive complementary businesses.

Small businesses in the Village center drive the economics, featuring industries such as banking and finance, professional services, healthcare and retail.

## SOCIAL CONDITIONS:

Elm Grove is home to a populous of roughly 6,000 residents, many of whom hold bachelor's degrees or higher. According to the 2017 American Community Survey estimates, roughly 25.5% of Elm Grove residents are 65 years and over. As residents age, there is a strong desire to remain in the community, and well-thought-out development may enable more seniors to not only remain in the Village but to remain part of an active, vibrant community. Outside of community events and Village organized public space programming, current social opportunities within the Village are limited by the fact that there are few eating and drinking establishments in the Downtown.





# EVALUATION

This section outlines priorities for investments the Village should consider when reviewing and accepting plans to develop areas within the Downtown. These are recommendations based on the public engagement process, assessment of existing conditions and the market analysis. It sets the path for targeted development matching the framework Elm Grove desires for the Downtown Corridor. In addition to setting priorities, this section also identifies key areas of collateral impacts, streetscape and design considerations which will be required as redevelopment progresses.

# 3

# DEVELOPMENT PRIORITIES

## 1. Destination Downtown

- Creating Downtown as a destination through attracting development that meets the aesthetic, commercial, retail, and social framework of Elm Grove will compliment the Village character and attract the visitors and residents to this exciting area.

## 2. Pedestrian spaces, safety and access

- Pedestrian spaces, accommodation and sensitive design encourage people to drive less and walk more. This reduces traffic and serves as a “place-making” feature, wherein Downtown becomes the destination more than just an errand.
- All new roadways should include sidewalks on both sides of the road where feasible. Sidewalks should typically be a minimum of 8 ft. wide near retail areas (6 ft. in less highly trafficked areas).
- Minimize road widths and enforce low speed limits (less than 25 mph) in retail areas to enhance pedestrian safety.
- Utilize street trees spaced at regular intervals (ideally less than 40 ft. on center where feasible) to provide shade, enhanced aesthetics, and even passive stormwater treatment.
- Pedestrian-scale lighting (typically less than 20 ft. to the lighting fixture) should be added along pedestrian thoroughfares to enhance safety, improve aesthetics, and extend potential business hours into the evening.
- Encourage businesses to develop sidewalk cafes, outdoor patios, and publicly accessible plazas that will help to activate public space. These should be clustered along new access roads developed within the south parcel and should face the streetscape or stream Corridor (as opposed to off-street parking) wherever possible.
- Identification of responsibility should be made with regard to what pedestrian access will be maintained during winter months or other seasonal events and by whom.

## 3. Adequate parking and traffic circulation

- Parking needs in Downtown may increase with the increase in multi-family homes – any development which increases the number of permanent residents should provide parking in quantities required by zoning and land use in designated private lots (surface or underground) so as to leave surface lots and streets for customers of Downtown businesses, shops and restaurants.
- Traffic circulation and traffic calming measures should be considered in order to facilitate trips to and from Downtown businesses while maintaining walkability.
- Avoid construction of parking in excess of what is required by Village Zoning Ordinances for planned businesses and residential areas. Maximize the use of on-street parking and underground parking where feasible to leave developable land available for commercial, residential, and green open space uses which will yield higher economic and social dividends than off-street parking.

# DEVELOPMENT PRIORITIES

## 4. Wayfinding

- Additional wayfinding signage should be implemented to supplement existing wayfinding signage in order to safely guide both pedestrians and vehicles to key destinations.
- Content for wayfinding signs should include the locations of key landmarks, large retail and dining establishments, parks, and trails.
- Pedestrian kiosks can offer more detailed wayfinding maps and an inventory of Downtown businesses. These should be located near parking areas or at busy intersections to enhance their visibility and promote their use.
- A gateway structure should be employed to mark the entrance to the new Downtown district and communicate the neighborhood's 'brand' to new visitors.

## 5. Mixed use, variable density development

- Housing
  - Increase available Downtown housing.
  - Multi-family and senior housing support aging in place; senior housing should mix varying degrees of independent and assisted living.
  - Senior housing should be located in close proximity to neighborhood shops and amenities like grocery stores, convenience stores, libraries, and community centers to foster independence without the need for vehicular transportation.
- Retail and dining
  - Opportunities for socialization and utilization of Downtown space after traditional business hours and outside of community structured activities.
  - Spur economic enhancement of neighboring small businesses through exposure or linked visits.
  - Promote outdoor activities and utilization of shared community spaces.
- Design guidelines
  - Utilize a variety of materials, fenestration, columns, and/or awnings to break up facades and create visual interest.
  - Doors should occur at regular intervals (ideally every 25-50 ft.) to activate the street scape and encourage retail foot traffic. Doors should be recessed to avoid swinging into pedestrian traffic.
  - Street-level building facades should be more than 70% transparent glass to enhance window shopping and encourage pedestrian traffic into stores and dining establishments.
  - Storefronts should use a 'build to' line that is typically 0 to 10 ft. back from the property line rather than a minimum setback standard. This creates a uniform edge to the streetscape and encourages pedestrian traffic into retail establishments.
  - Implement Village "Downtown District Site Design Guidelines". Although they are not requirements, the Design Guidelines provide additional guidance for what the Village seeks in design and development proposals.



# MEASUREMENT

# 4

Measuring the data for use in decision making is a critical path item in the successful implementation of the Plan. This will give the Village of Elm Grove the tools necessary to make informed decisions throughout the approval process of development plans, infrastructure installation and maintenance, and sound economic forecasting.

This section includes the data metrics that will need to be considered as development opportunities are assessed and refined. Metrics include housing market trends and data on economic opportunities for targeted development based on market analysis as well as development types which will sustain one another.

# UTILITY INFRASTRUCTURE

The availability of proper infrastructure is the key to development in any community. The Village has the means to deliver this infrastructure to the Downtown Corridor through available water supplies and sewer capacities as represented in the Villages service agreements.

The School Sisters of Notre Dame property will be the catalyst development area for implementing the infrastructure improvements for the Village indicated below. These improvements will then be able to be run throughout the downtown corridor with developer involvement in delivery of the services to the prospective site.

## MUNICIPAL WATER

The ability for the Village to obtain Municipal Water supplies to the target areas will be a key to the development plans within the Village. Obtaining this water will be a direct partnership between the Village and prospective developers in some form of cost sharing agreement making it equally equitable for the Village and the developer.

## SANITARY SEWER

Sewerage capacity is available for Village use as development need becomes apparent. The Village will work with developers to find equitable means of delivering these services and utilizing these capacities to promote the development of the Downtown Corridor. These negotiations will happen between developers and the Village Board and appropriate staff.

## STORMWATER MANAGEMENT

Stormwater management will be the responsibility of the developer in most cases. The developer will be required to meet Milwaukee Metropolitan Sewerage District code Chapter 13 as well as Article II - Stormwater Management of the Village's Code of Ordinances. The Village will require the developer to submit plans showing the appropriate attention within design to meet these obligations. This will also require the developer to obtain permitting necessary to perform construction of the desired development.

## DAYLIGHTING OF UNDERWOOD CREEK

The daylighting of Underwood Creek project has been designed and is awaiting funding participation from the Village and prospective developers. The daylighting of this creek will be a major factor in beatification of the Downtown Corridor area and adding public engagement space to the Village.

# GENERAL HOUSING MARKET TRENDS

Changing generational preferences are impacting housing markets in large and small communities across the country. This starts with the Silent Generation born during the Depression and World War II. Now in their 80s and older, they have proven to be less likely than their parents to move to places like Arizona and Florida. As they tend to be more affluent than other generations, they have traded up to larger housing, and may now seek to move into multifamily housing that are easier to maintain and designed for people who have mobility concerns.

The Silent Generation and those that follow have an expectation and desire to remain active and independent well into their old age. An ever greater number will live well into their 80s and beyond, and the ranks of the very old will continue to swell. By 2025 the first of the Baby Boomers will reach the age of 80. Driven by a need for greater levels of assistance and proximity to services, these older households will be inclined to move from other areas within the Village, as well as from Brookfield and other parts of Waukesha County into more urban centers such as Downtown Elm Grove, to better meet their needs.

As already mentioned, the Baby Boomers are aging. Half have already reached retirement age, yet they are more likely than prior generations to keep working beyond the age of 65. At this time they are still occupying suburban single family homes, but show more of an inclination than prior generations to choose condo living and to select a mixed use neighborhood. Each successive generation shows a greater propensity to select this type of neighborhood (though still a minority of the total).

Generations X and Y are presently the prime market for purchases of new and existing homes. Economic realities – these generations may not be as well off as preceding ones - and housing preferences may drive many of these households away from large homes on large lots. Active lifestyles and limitations on time are significant factors in the selection of housing. All of these considerations may result in increased demand for multifamily housing, townhomes, and detached housing in places that have immediate access to amenities that are desired by these buyers.

Millennials are just entering the housing market, and many are staying within their parents' households well into their adult years. This is partly for economic reasons, as they entered the workforce at the height of the recession and are likely to carry significant student loan debt. When they do venture out to establish their own households, they are looking for housing in neighborhoods close to the activities and social life they value.

Housing trends suggest an increased preference for rentals instead of owner occupied multifamily housing (colloquially referred to as condominiums). People rent for a wide variety of reasons such as: big down payments, rising mortgage rates, maintenance and repair expenses, and flexibility.

# HOUSING

## DOWNTOWN OPPORTUNITIES:

New housing in the Downtown area will be characterized by the site selection and zoning of the redevelopment sites being new construction or adaptive reuse. The ability to market housing will be impacted by competition in developers wanting to use existing frameworks or seeking new construction. The Plan provides the information for the Village to influence these factors. The Village has the ability to proactively identify and secure control of redevelopment sites, prepare redevelopment concepts that specify acceptable uses and provide financial or technical assistance to projects meeting predetermined criteria.

Higher costs associated with redevelopment and the desirability of increasing residency in the central part of the Village dictates multifamily development. Possibilities include multi-unit condominium buildings (typically flats), row houses, upscale townhouses and apartments.

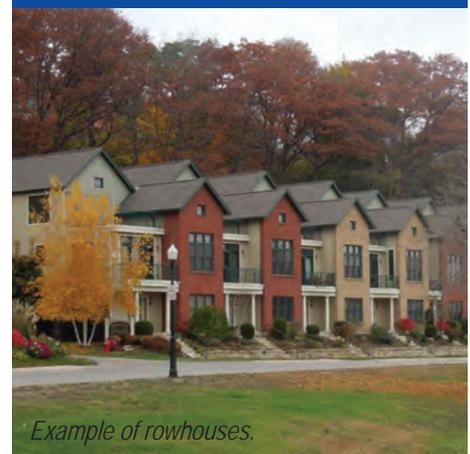
Communities that have been successful in developing Downtown housing have generally had some significant amenity that has helped them to attract residents to the area. Often, this has been a natural feature such as a lake or river, or even a significant public park or plaza. Concentrations of quality eating and drinking places, cultural venues, and unique shopping can also be a lure. Elm Grove possesses some of these characteristics. Downtown is walkable and well maintained; provides many personal services; and has a grocery store. However, it has few distinguishing features to draw residents. As Underwood Creek is daylighted and improvements are made to the Downtown district, the area will become increasingly attractive for residential development.

Additional restaurants and shops will generate more opportunities for social interaction that makes people gravitate to a mixed-use district. In the final analysis, the challenge for Elm Grove may not be a question of whether there is demand for the attached housing built in a Downtown district, or whether there are suitable sites for redevelopment in the district, but whether the Village can identify a suitable project that meets the needs of prospective tenants while also maintaining the quality of life that current residents have come to enjoy.



*Condominium flats in a multi-unit building.*

Analysis suggests there is significant demand for owner occupied units and additional apartments which can be supported in the Village. Using the data and information in this plan will help the Village preserve the existing neighborhood and community charm while allowing development in the downtown creating fewer impacts to nearby residences.



*Example of rowhouses.*

# HOUSING

## ANALYSIS DATA

The market analysis indicates that there is strong growth among the older age brackets. A large number of these older households (headed by a person 55 or older) may find condominiums and apartments in the downtown area an attractive alternative to a single family home. Demand for townhomes or owner occupied multifamily housing is projected to be around 260 new units per year within the market study area (the area within approximately five miles of the Downtown Corridor).

There is an opportunity for new units to capture market share by providing a better quality product. There is a largely untapped demand for higher-end, more expensive rentals in the Elm Grove Market, as suggested by the estimated annual renters by monthly rent figures below. These are units that can be developed downtown.

*Table 4.1 Estimated Annual Renters by Age*

AGE OF HHOLDER	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
15 TO 24	172	176	178	177	174	168	160	150	139	127	116
25 TO 34	475	451	436	427	424	423	424	425	426	425	422
35 TO 44	528	538	540	535	526	515	502	488	475	462	450
45 TO 54	354	356	361	367	373	380	387	392	396	399	401
55 TO 64	322	317	313	310	306	304	302	302	302	302	303
65 TO 74	360	363	365	365	364	363	361	359	356	353	351
75 TO 84	181	199	217	235	251	267	280	293	303	313	320
85+	462	496	533	573	617	664	716	771	829	891	956
TOTAL	2,853	2,896	2,942	2,989	3,036	3,084	3,132	3,179	3,226	3,273	3,318

*Table 4.2 Estimated Annual Renters by Monthly Rent*

MONTHLY RENT	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
UNDER \$600	791	802	815	828	841	855	868	881	894	907	919
\$600 TO \$699	215	218	222	225	229	232	236	239	243	247	250
\$700 TO \$799	178	181	184	187	190	193	196	199	202	205	207
\$800 TO \$899	171	174	177	179	182	185	188	191	194	196	199
\$900 TO \$999	241	244	248	252	256	260	264	268	272	276	280
\$1,000 TO \$1,099	123	125	127	129	131	133	136	138	140	142	144
\$1,100 TO \$1,199	93	94	96	97	99	100	102	103	105	106	108
\$1,200 TO \$1,299	117	119	121	123	125	127	129	131	133	135	137
\$1,300 TO \$1,399	142	144	147	149	151	154	156	158	161	163	165
\$1,400 TO \$1,499	104	105	107	108	110	112	114	115	117	119	120
\$1,500 TO \$1,749	124	126	128	130	132	134	136	138	140	142	144
\$1,750 TO \$1,999	143	145	147	149	152	154	156	159	161	163	166
\$2,000 OR MORE	412	418	425	432	439	446	452	459	466	473	479

# RETAIL & DINING

## DINING

Downtown Elm Grove has few retail stores or restaurants. Even with the existing establishments, Downtown captures only a small portion of total demand for full and limited service restaurants. Snack and coffee shops fall substantially short of demand and are under-represented among the current restaurants. Given the large resident population and the large commuter population arriving daily, food service businesses carry great potential for success in Downtown Elm Grove. Breakfast and lunch, especially, could cater to the large number of professional services employers throughout the Village as the host clients, facilitate meetings and drive the economy. Additionally, a walkable Downtown facilitates opportunity for unique restaurants and snack shops catering to visitors and residents alike.

## RETAIL

Small, locally owned shops featuring apparel, home furnishings, galleries and specialty foods may find a pleasant and advantageous environment in Downtown Elm Grove. As this cluster grows, it can be leveraged to persuade customers to take linked trips so long as parking is adequate, businesses are accessible and there is enough of a place ambiance present. Larger nearby retail centers such as Wauwatosa and Brookfield may also be a source from which to draw customers as they travel between them and may stop off in Elm Grove.

## SUMMARY

Elm Grove has an advantageous location and a populous within and nearby who is interested in additional unique retail and dining opportunities (per public comments and the online survey results). Infill and development with this in mind could allow small businesses, shops and restaurants to develop a cluster which thrives and draws from Elm Grove residents and surrounding communities. Ground-level storefronts, restaurants and eateries and placemaking greenspace all support Downtown as a destination.



# RETAIL & DINING

## RETAIL MARKET ANALYSIS

Downtown Elm Grove

Market Analysis

Table 4.3 Market Potential, Market Share, and Leakage Analysis for Primary Trade Area

DESCRIPTION	NAICS	2018			
		TRADE AREA MARKET POTENTIAL	STUDY AREA ESTIMATED SALES	MARKET SHARE OF TRADE AREA	GAP OR (SURPLUS)
New car dealers	441110	\$288,585,000	\$0	0%	\$288,585,000
Used car dealers	441120	\$27,068,000	\$200,000	1%	\$26,868,000
Recreational vehicle dealers	441210	\$5,654,000	\$0	0%	\$5,654,000
Motorcycle, boat, and other motor vehicle dealers	441220	\$21,229,000	\$0	0%	\$21,229,000
Automotive parts and accessories stores	441310	\$19,741,000	\$0	0%	\$19,741,000
Tire dealers	441320	\$13,092,000	\$0	0%	\$13,092,000
Furniture stores	442110	\$22,781,000	\$0	0%	\$22,781,000
Floor covering stores	442210	\$9,467,000	\$0	0%	\$9,467,000
Other home furnishings stores	442290	\$14,304,000	\$0	0%	\$14,304,000
Appliance, television, and other electronics stores	443110	\$39,989,000	\$0	0%	\$39,989,000
Computer and software stores	443120	\$9,373,000	\$0	0%	\$9,373,000
Camera and photographic supplies stores	443130	\$1,764,000	\$0	0%	\$1,764,000
Home centers	444110	\$68,428,000	\$0	0%	\$68,428,000
Paint and wallpaper stores	444120	\$5,066,000	\$0	0%	\$5,066,000
Hardware stores	444130	\$10,496,000	\$0	0%	\$10,496,000
Other building material dealers	444190	\$62,190,000	\$0	0%	\$62,190,000
Outdoor power equipment stores	444210	\$2,934,000	\$0	0%	\$2,934,000
Nursery, garden center, and farm supply stores	444220	\$16,719,000	\$0	0%	\$16,719,000
Supermarkets and other grocery stores	445110	\$223,143,000	\$12,365,000	5%	\$210,778,000
Meat markets	445210	\$2,482,000	\$0	0%	\$2,482,000
Fish and seafood markets	445220	\$818,000	\$0	0%	\$818,000
Fruit and vegetable markets	445230	\$1,535,000	\$0	0%	\$1,535,000
Other specialty food stores	445290	\$2,483,000	\$225,000	9%	\$2,258,000
Beer, wine, and liquor stores	445310	\$15,098,000	\$0	0%	\$15,098,000
Pharmacies and drug stores	446110	\$124,071,000	\$0	0%	\$124,071,000
Cosmetics, beauty supplies, and perfume stores	446120	\$6,258,000	\$0	0%	\$6,258,000
Optical goods stores	446130	\$4,670,000	\$0	0%	\$4,670,000
Other health and personal care stores	446190	\$8,708,000	\$0	0%	\$8,708,000
Gasoline service stations with convenience stores	447110	\$140,705,000	\$827,000	0%	\$139,878,000
Other gasoline stations	447190	\$49,547,000	\$0	0%	\$49,547,000
Men's clothing stores	448110	\$3,229,000	\$0	0%	\$3,229,000
Women's clothing stores	448120	\$16,348,000	\$395,000	2%	\$15,953,000
Children's and infant's clothing stores	448130	\$3,698,000	\$395,000	11%	\$3,303,000
Family clothing stores	448140	\$39,144,000	\$0	0%	\$39,144,000
Clothing accessories stores	448150	\$2,363,000	\$0	0%	\$2,363,000
Other clothing stores	448190	\$4,619,000	\$0	0%	\$4,619,000
Shoe stores	448210	\$10,241,000	\$0	0%	\$10,241,000
Jewelry stores	448310	\$11,680,000	\$0	0%	\$11,680,000
Luggage and leather goods stores	448320	\$963,000	\$0	0%	\$963,000
Sporting goods stores	451110	\$15,501,000	\$0	0%	\$15,501,000
Hobby, toy, and game stores	451120	\$8,131,000	\$0	0%	\$8,131,000
Sewing, needlework, and piece goods stores	451130	\$2,528,000	\$675,000	0%	\$1,853,000
Musical instruments and supplies stores	451140	\$2,535,000	\$0	0%	\$2,535,000
Book stores and news dealers	451210	\$9,614,000	\$75,000	0%	\$9,539,000
Prerecorded tape, compact disc, and record stores	451220	\$1,710,000	\$0	0%	\$1,710,000
Department stores (excl. discount department stores)	452111	\$34,187,000	\$0	0%	\$34,187,000
Discount department stores	452112	\$64,108,000	\$0	0%	\$64,108,000
Warehouse clubs and supercenters	452910	\$146,668,000	\$0	0%	\$146,668,000
All other general merchandise stores	452990	\$21,111,000	\$0	0%	\$21,111,000
Florists	453110	\$3,163,000	\$770,000	0%	\$2,393,000
Office supplies and stationery stores	453210	\$10,939,000	\$0	0%	\$10,939,000
Gift, novelty, and souvenir stores	453220	\$8,793,000	\$1,050,000	0%	\$7,743,000
Used merchandise stores	453310	\$4,625,000	\$0	0%	\$4,625,000
Pet and pet supplies stores	453910	\$5,351,000	\$0	0%	\$5,351,000
Art dealers	453920	\$8,078,000	\$0	0%	\$8,078,000
Manufactured (mobile) home dealers	453930	\$320,000	\$0	0%	\$320,000
All other miscellaneous store retailers	453990	\$10,110,000	\$0	0%	\$10,110,000
Non-store retailer	999900	\$126,469,000	\$0	0%	\$126,469,000
<b>TOTAL</b>		<b>\$1,794,622,000</b>	<b>\$16,977,000</b>	<b>1%</b>	<b>\$1,777,647,000</b>

# RETAIL & DINING

Table 4.4 Aggregate Market Potential and Market Potential by Source

DESCRIPTION	NAICS	2018			
		TRADE AREA MARKET POTENTIAL	WORKER MARKET POTENTIAL	VISITOR MARKET POTENTIAL	AGGREGATE MARKET POTENTIAL
New car dealers	441110	\$288,585,000	\$0	\$0	\$288,585,000
Used car dealers	441120	\$27,068,000	\$0	\$0	\$27,068,000
Recreational vehicle dealers	441210	\$5,654,000	\$0	\$0	\$5,654,000
Motorcycle, boat, and other motor vehicle dealers	441220	\$21,229,000	\$0	\$0	\$21,229,000
Automotive parts and accessories stores	441310	\$19,741,000	\$471,000	\$0	\$20,212,000
Tire dealers	441320	\$13,092,000	\$313,000	\$0	\$13,405,000
Furniture stores	442110	\$22,781,000	\$0	\$0	\$22,781,000
Floor covering stores	442210	\$9,467,000	\$0	\$0	\$9,467,000
Other home furnishings stores	442290	\$14,304,000	\$0	\$0	\$14,304,000
Appliance, television, and other electronics stores	443110	\$39,989,000	\$448,000	\$0	\$40,437,000
Computer and software stores	443120	\$9,373,000	\$106,000	\$0	\$9,479,000
Camera and photographic supplies stores	443130	\$1,764,000	\$20,000	\$0	\$1,784,000
Home centers	444110	\$68,428,000	\$0	\$0	\$68,428,000
Paint and wallpaper stores	444120	\$5,066,000	\$0	\$0	\$5,066,000
Hardware stores	444130	\$10,496,000	\$0	\$0	\$10,496,000
Other building material dealers	444190	\$62,190,000	\$0	\$0	\$62,190,000
Outdoor power equipment stores	444210	\$2,934,000	\$0	\$0	\$2,934,000
Nursery, garden center, and farm supply stores	444220	\$16,719,000	\$0	\$0	\$16,719,000
Supermarkets and other grocery stores	445110	\$223,143,000	\$1,901,000	\$0	\$225,044,000
Meat markets	445210	\$2,482,000	\$0	\$0	\$2,482,000
Fish and seafood markets	445220	\$818,000	\$0	\$0	\$818,000
Fruit and vegetable markets	445230	\$1,535,000	\$0	\$0	\$1,535,000
Other specialty food stores	445290	\$2,483,000	\$0	\$0	\$2,483,000
Beer, wine, and liquor stores	445310	\$15,098,000	\$0	\$0	\$15,098,000
Pharmacies and drug stores	446110	\$124,071,000	\$733,000	\$0	\$124,804,000
Cosmetics, beauty supplies, and perfume stores	446120	\$6,258,000	\$304,000	\$0	\$6,562,000
Optical goods stores	446130	\$4,670,000	\$237,000	\$0	\$4,907,000
Other health and personal care stores	446190	\$8,708,000	\$429,000	\$0	\$9,137,000
Gasoline service stations with convenience stores	447110	\$140,705,000	\$3,552,000	\$0	\$144,257,000
Other gasoline stations	447190	\$49,547,000	\$0	\$0	\$49,547,000
Men's clothing stores	448110	\$3,229,000	\$19,000	\$0	\$3,248,000
Women's clothing stores	448120	\$16,348,000	\$92,000	\$0	\$16,440,000
Children's and infant's clothing stores	448130	\$3,698,000	\$25,000	\$0	\$3,723,000
Family clothing stores	448140	\$39,144,000	\$221,000	\$0	\$39,365,000
Clothing accessories stores	448150	\$2,363,000	\$13,000	\$0	\$2,376,000
Other clothing stores	448190	\$4,619,000	\$26,000	\$0	\$4,645,000
Shoe stores	448210	\$10,241,000	\$297,000	\$0	\$10,538,000
Jewelry stores	448310	\$11,680,000	\$475,000	\$0	\$12,155,000
Luggage and leather goods stores	448320	\$963,000	\$0	\$0	\$963,000
Sporting goods stores	451110	\$15,501,000	\$257,000	\$0	\$15,758,000
Hobby, toy, and game stores	451120	\$8,131,000	\$46,000	\$0	\$8,177,000
Sewing, needlework, and piece goods stores	451130	\$2,528,000	\$14,000	\$0	\$2,542,000
Musical instruments and supplies stores	451140	\$2,535,000	\$15,000	\$0	\$2,550,000
Book stores and news dealers	451210	\$9,614,000	\$50,000	\$0	\$9,664,000
Prerecorded tape, compact disc, and record stores	451220	\$1,710,000	\$10,000	\$0	\$1,720,000
Department stores (excl. discount department stores)	452111	\$34,187,000	\$772,000	\$0	\$34,959,000
Discount department stores	452112	\$64,108,000	\$970,000	\$0	\$65,078,000
Warehouse clubs and supercenters	452910	\$146,668,000	\$930,000	\$0	\$147,598,000
All other general merchandise stores	452990	\$21,111,000	\$118,000	\$0	\$21,229,000
Florists	453110	\$3,163,000	\$17,000	\$0	\$3,180,000
Office supplies and stationery stores	453210	\$10,939,000	\$871,000	\$0	\$11,810,000
Gift, novelty, and souvenir stores	453220	\$8,793,000	\$49,000	\$0	\$8,842,000
Used merchandise stores	453310	\$4,625,000	\$27,000	\$0	\$4,652,000
Pet and pet supplies stores	453910	\$5,351,000	\$30,000	\$0	\$5,381,000
Art dealers	453920	\$8,078,000	\$43,000	\$0	\$8,121,000
Manufactured (mobile) home dealers	453930	\$320,000	\$0	\$0	\$320,000
All other miscellaneous store retailers	453990	\$10,110,000	\$57,000	\$0	\$10,167,000
Non-store retailer	999900	\$126,469,000	\$1,663,000	\$0	\$128,132,000
<b>TOTAL</b>		<b>\$1,794,622,000</b>	<b>\$15,621,000</b>	<b>\$0</b>	<b>\$1,810,243,000</b>

# RETAIL & DINING

ANALYSIS DATA (continued)

The average household in the primary trade area spends about \$3,480 annually on food away from home. With both a large resident population and heavy worker traffic, food business have the potential to be very successful in downtown Elm Grove. The authentic walkable setting of the downtown complements unique or local chain businesses. For their part, consideration should be given to daytime traffic including breakfast, especially lunch, and late morning or early afternoon business meetings that see locations such as can be provided in the district.

Table 4.5 Dining Market Analysis

TOTAL SPENDING	2018	2023	2028
Full Service Restaurants	\$92,493,000	\$116,166,000	\$145,473,000
Limited Service Restaurants	\$120,663,000	\$151,649,000	\$190,017,000
Other venues	\$40,532,000	\$51,033,000	\$64,043,000
<b>TOTAL</b>	<b>\$253,688,000</b>	<b>\$318,848,000</b>	<b>\$399,533,000</b>

# ECONOMIC ANALYSIS & OPPORTUNITY DATA

During the planning process, analysis of several economic scenarios were performed. Taking the results of these analyses and interpreting the data into development proposal situations will give the Village the ability to predict with some certainty the cause and effect of approving certain developments in certain locations within the Downtown. Included in this section are the economic results of the scenarios for continual check and balance analysis of development plans submitted to the Village for consideration within the Downtown Corridor.

The economic impacts of these scenarios should be used as a guiding tool for making development decisions as proposals are presented to the Village.

Styles of development, land uses and Village Code modifications can be measured against the economic impacts as shown in these scenarios for more informed decision making as the Village looks to the future of supporting the Downtown Corridor, revitalizing the economic status of this area and entertains developers looking to establish footprints in the Downtown.

The data in this section will allow for housing, retail, commercial, dining, and infrastructure decisions to be made while estimating the economic impacts of these decisions. This will also allow the Village the opportunity to negotiate with developers for needed infrastructure, parking, transportation updates and other vital Village services to ensure the prescribed growth meets the needs of the Village through cost sharing and public/private partnership.

Understanding and using this information will set the stage for informed decision-making and effective implementation and measurement matrices of the proposed development, from proposal to end product and final economic impacts.

## EXISTING ECONOMICS:

- Study area comprised of \$71,835,000 of assessed value which is 6.21% of the Village; 84.98 acres (4.04%) and generates an estimated \$448,813 in taxes (6.54%)
- There are currently a total of 105 dwelling units in the study area, the maximum number of units allowed under current zoning ordinance is 107
- 56.9% of the study area is comprised of commercial assessed value and 42.4% residential assessed value.

# ECONOMIC ANALYSIS & OPPORTUNITY DATA

Elm Grove, Wisconsin  
Village of Elm Grove

EXHIBIT A.1

**Downtown Master Plan Study Area:  
Build Out Analysis of Study Area - Existing**

Zoning Classification Land Use Total Acres (County GIS Data)	Rm-1 Multi Family, R-4 Residential	B-1 Local, B-2 Office Residential	B-1 Local, B-2 Office Commercial	I-1 Institutional	B-1,M-1 Village	Total
	8.52	3.21	40.03	30.46	2.76	84.98
Allowed Zoning D.U. Density (per Zoning Ordinance)	8.00	12.00	12.00	0.00	0.00	
Maximum D.U.s (per Zoning Ordinance)	68.00	39.00	480.00	0.00	0.00	587.00
Current D.U.s per Acre	7.63	12.46	0.00	0.00	0.00	
Current D.U.s	65.00	40.00	0.00	0.00	0.00	105.00
Variance (D.U.s)	3	(1)	480	0	0	482

**Assessed Value**

Current Assessed Value	\$ 13,124,400	\$ 17,327,300	\$ 40,843,300	\$ 540,000	\$ -	\$ 71,835,000
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**Estimated Tax Liability**

Village	\$ 81,999.05	\$ 108,258.06	\$ 255,182.08	\$ 3,373.83	\$ -	\$ 448,813.01
School	127,954.96	168,930.69	398,197.46	5,264.67	-	700,347.78
School Credit	(23,341.92)	(30,816.83)	(72,640.34)	(960.40)	-	(127,759.49)
Technical College	4,795.01	6,330.54	14,922.13	197.29	-	26,244.97
County	25,032.62	33,048.96	77,901.84	1,029.96	-	137,013.37
Total	\$ 216,439.72	\$ 285,751.42	\$ 673,563.16	\$ 8,905.36	\$ -	\$ 1,184,659.65
<b>Total Tax Credits:</b>						<b>(240.16)</b>
<b>Estimated Total Tax Liability:</b>						<b>\$ 1,184,419.49</b>

**Tax Rate Impact**

Current Assessed Value	\$ 71,835,000
Village Total Assessed Value	\$ 1,156,859,400
Rate Impact Percent	6.21%

**EXISTING CONDITIONS AND LAND USES**

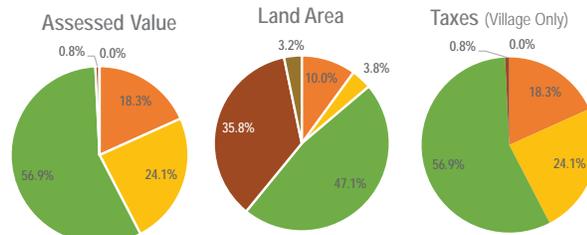
	Assessed Valuation	Land Area	Taxes Due (Village Only)
Totals for the Village:	\$ 1,156,859,400	2,105.60	\$ 6,859,781
<b>Current: Study Area:</b>	<b>\$ 71,835,000</b> <b>6.21%</b>	<b>84.98</b> <b>4.04%</b>	<b>\$ 448,813</b> <b>6.54%</b>

	Assessed Valuation	%	Land Area	%	Taxes Due (Village Only)	%	ZONING: Residential Density (D.U.s Per Acre)	ZONING: Residential Capacity (D.U.s)	Current D.U.s	ACTUAL: Residential Density (Per Acre)	VARIANCE: Residential Density (Per Acre)
Residential in R-Zoning	\$ 13,124,400	18.3%	8.52	10.0%	\$ 81,999	18.3%	8.00	68	65	7.63	-3
Residential in B-Zoning	17,327,300	24.1%	3.21	3.8%	108,258	24.1%	12.00	39	40	12.46	1
Commercial in B-Zoning	40,843,300	56.9%	40.03	47.1%	255,182	56.9%					
Institutional in I-Zoning	540,000	0.8%	30.46	35.8%	3,374	0.8%					
Village Property	-	0.0%	2.76	3.2%	-	0.0%					
<b>Total:</b>	<b>\$ 71,835,000</b>	<b>100.0%</b>	<b>84.98</b>	<b>100.0%</b>	<b>\$ 448,813</b>	<b>100.0%</b>					

**DWELLING UNIT ANALYSIS**



- Residential in R-Zoning
- Residential in B-Zoning
- Commercial in B-Zoning
- Institutional in I-Zoning
- Village Property



# ECONOMIC ANALYSIS & OPPORTUNITY DATA

The Plan looked at the economic results of eliminating the Downtown to create a baseline of what the Village economics would be if there ceased to be growth and the Downtown area was vacated. This analysis did not account for what the area would turn into if it was vacated.

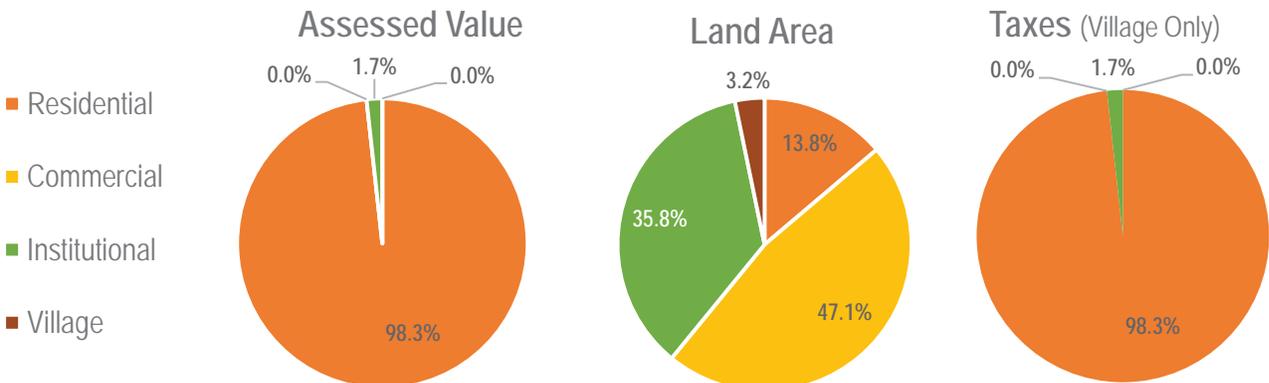
## NO DOWNTOWN ECONOMICS:

- The assessed value of commercial property in the Downtown Study Area is \$40,843,300 and an estimated \$195,850 in taxes.
- Removing the commercial property in the Downtown Study Area would increase the tax rate by 1.1% from \$16.4914 to \$16.6804
- As an example, this would increase the tax bill by \$94.50 for every \$500,000 in assessed value

## ELIMINATION OF EGV DOWNTOWN (Commercial Land Uses Only)

	Assessed Valuation		Land Area		Taxes Due (Village Only)		
Totals for the Village:	\$	1,156,859,400	2,105.60		\$	6,859,781	
Existing Study Area:	\$	71,835,000	84.98	4.04%	\$	448,813	6.54%
Elimination of Commercial Land Uses:	\$	(40,843,300)	0.00	0.00%	\$	(195,850)	-2.86%
<b>Net Totals:</b>	\$	<b>30,991,700</b>	<b>84.98</b>	<b>4.04%</b>	\$	<b>252,963</b>	<b>3.69%</b>

Land Use	Assessed Valuation		Land Area		Taxes Due (Village Only)	
	\$	%		%	\$	%
Residential	\$ 30,451,700	98.3%	11.73	13.8%	\$ 192,437	98.3%
Commercial	-	0.0%	40.03	47.1%	-	0.0%
Institutional	540,000	1.7%	30.46	35.8%	3,412	1.7%
Village	-	0.0%	2.76	3.2%	-	0.0%
<b>Total:</b>	<b>\$ 30,991,700</b>	<b>100.0%</b>	<b>84.98</b>	<b>100.0%</b>	<b>\$ 195,850</b>	<b>100.0%</b>



# ECONOMIC ANALYSIS & OPPORTUNITY DATA

## ELIMINATION OF EGV DOWNTOWN (Commercial Land Uses Only)

### Tax Rate Impact

Variance of Assessed Value <i>(No Downtown)</i>	\$	40,843,300
Village Total Assessed Value	\$	1,156,859,400
<b>Rate Impact Percent</b>		<b>3.53%</b>

### Adjusted Tax Rates

Overlapping Taxing Unit	Current Tax Rate	Tax Rate Impact	Adjusted Tax Rate
Village	\$ 6.2478	\$ 0.0716	\$ <b>6.3194</b>
School	9.7494	0.1117	<b>9.8611</b>
School Credit	(1.7785)	(0.0204)	<b>(1.7989)</b>
Technical College	0.3654	0.0042	<b>0.3695</b>
County	1.9073	0.0219	<b>1.9292</b>
<b>Totals</b>	\$ 16.4914	\$ <b>0.1890</b>	\$ <b>16.6804</b>

### Tax Levy Impact

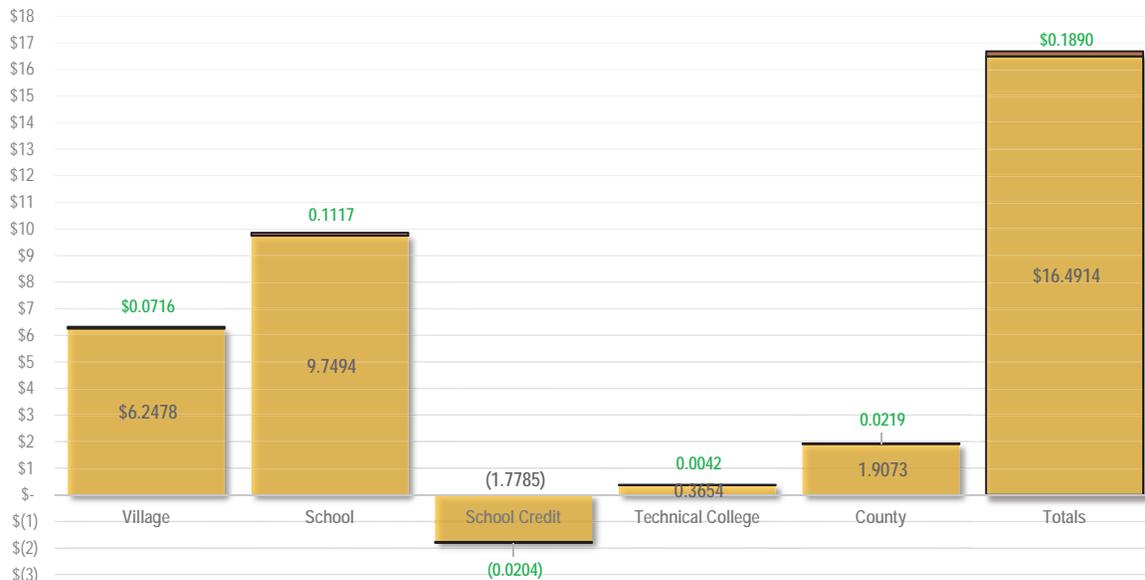
Current Taxes Due in Study Area	\$	1,184,660	
Adjusted Taxes Due (Elimination of DT)	\$	516,954	
Variance (Difference in Taxes)	\$	(667,706.01)	<i>To be supplemented by all other taxpayers.</i>



<b>Tax Impact per \$_____ of AV:</b>	\$	500,000	\$	<b>94.50</b>
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## ELIMINATION OF EGV DOWNTOWN (Commercial Land Uses Only)

### TAX RATE IMPACT OF NO DOWNTOWN



# ECONOMIC ANALYSIS & OPPORTUNITY DATA

## Impact of Elimination of Commercial Land Uses in Downtown

	Residential	Commercial	Institutional	Village	Total
<b>Assessed Value</b>					
Existing Assessment	\$ 30,451,700	\$ 40,843,300	\$ 540,000	\$ -	\$ 71,835,000
Elimination of Commercial Assessment		\$ (40,843,300)			
<b>Net Assessment of Study Area</b>	<b>\$ 30,451,700</b>	<b>\$ -</b>	<b>\$ 540,000</b>	<b>\$ -</b>	<b>\$ 30,991,700</b>

### Current Taxes of the Study Area

Village	\$ 190,257	\$ 255,182	\$ 3,374	\$ -	\$ 448,813
School	296,886	398,197	5,265	-	700,348
School Credit	(54,159)	(72,640)	(960)	-	(127,759)
Technical College	11,126	14,922	197	-	26,245
County	58,082	77,902	1,030	-	137,013
<b>Totals</b>	<b>\$ 502,191</b>	<b>\$ 673,563</b>	<b>\$ 8,905</b>	<b>\$ -</b>	<b>\$ 1,184,660</b>

### Tax Rate Impact

Variance of Assessed Value (No Downtown)	\$ 40,843,300
Village Total Assessed Value	\$ 1,156,859,400
Rate Impact Percent	3.53%
<b>Actual Rate Impact Percent per New Construction</b>	<b>1.15%</b>

### Adjusted Tax Rates

Overlapping Taxing Unit	Current Tax Rate	Tax Rate Impact	Adjusted Tax Rate
Village	\$ 6.2478	\$ 0.0716	\$ 6.3194
School	9.7494	0.1117	9.8611
School Credit	(1.7785)	(0.0204)	(1.7989)
Technical College	0.3654	0.0042	0.3695
County	1.9073	0.0219	1.9292
<b>Totals</b>	<b>\$ 16.4914</b>	<b>\$ 0.1890</b>	<b>\$ 16.6804</b>
<b>Tax Impact per \$ of AV:</b>	<b>\$ 500,000</b>	<b>\$ 94.50</b>	

### Estimated Taxes at New Rate

Village	\$ 192,437	\$ -	\$ 3,412	\$ -	\$ 195,850
School	300,288	-	5,325	-	305,613
School Credit	(54,779)	-	(971)	-	(55,751)
Technical College	11,253	-	200	-	11,453
County	58,747	-	1,042	-	59,789
<b>Totals</b>	<b>\$ 507,946</b>	<b>\$ -</b>	<b>\$ 9,007</b>	<b>\$ -</b>	<b>\$ 516,954</b>
					<i>Difference in Taxes:</i> \$ 667,706

### Estimated Tax Impact of New Rate Per AV:

	<b>\$ 500,000</b>
Village	\$ 35.80
School	55.86
School Credit	(10.19)
Technical College	2.09
County	10.93
<b>Total</b>	<b>\$ 94.50</b>

# ECONOMIC ANALYSIS & OPPORTUNITY DATA

An economic analysis of the Preferred Downtown Redevelopment Plan was performed. Results of the economic analysis suggest an estimated assessed value of the Draft Redevelopment Concept to be \$135,667,500 (increasing the assessed value of the development area from the current value of \$18,981,500). Assuming the full build-out of the Plan, the assessed value increase leads to an estimated tax rate impact decrease of 9.17%, or \$756.08 per \$500,000 of assessed value.

**Elm Grove, Wisconsin  
Village of Elm Grove**

**Downtown Master Plan Study Area:  
Build Out Analysis of Study Area - Draft Redevelopment Concept**

Zoning Classification	Rm-1 Multi Family, R-4	B-1 Local, B-2 Office	B-1 Local, B-2 Office	I-1	B-1,M-1	Total
Land Use	Residential	Residential	Commercial	Institutional	Village	Total
<b>Total Acres</b> (County GIS Data)	<b>8.52</b>	<b>3.21</b>	<b>40.03</b>	<b>30.46</b>	<b>2.76</b>	<b>84.98</b>
		Estimated Developable Area (Acres):			<b>8.50</b>	
Allowed Zoning D.U. Density (per Zoning Ordinance)	8.00	12.00	12.00	0.00	0.00	
Maximum D.U.s (per Zoning Ordinance)	68.00	39.00	480.00	0.00	0.00	587.00
Current D.U.s per Acre	7.63	12.46	0.00	0.00	0.00	
Current D.U.s	65.00	40.00	0.00	0.00	0.00	105.00
<b>Variance (D.U.s)</b>	<b>3</b>	<b>(1)</b>	<b>480</b>	<b>0</b>	<b>0</b>	<b>482</b>

<b>Draft Redevelopment Concept Assumptions</b>						
Estimated S.F. (Multi-Family)	0	234,700	134,100	0	0	368,800
Estimated S.F. (Commercial)	0	0	350,900	0	0	350,901
<b>Total S.F.</b>	<b>0</b>	<b>234,700</b>	<b>485,000</b>	<b>0</b>	<b>0</b>	<b>719,700</b>
Estimated S.F. per D.U.	1,500	1,500	1,500	1,500	1,500	
Estimated D.U.s	0	154	89	0	0	243
Area (Acres) of Concept Plan Development	0	44.42	23.98	15.5	1.08	84.98
<b>Draft Redevelopment Concept: Density per Acre</b>		<b>3.47</b>	<b>3.71</b>	<b>0.00</b>	<b>0.00</b>	<b>2.86</b>
Estimated Assessment Per D.U.	\$ 450,000	\$ 450,000	\$ 450,000	\$ 450,000	\$ 450,000	
Estimated Assessment Per S.F.		\$ -	\$ 75			
<b>Estimated Assessed Value of Draft Redevelopment Concept:</b>		<b>\$ 69,300,000</b>	<b>\$ 66,367,500</b>	<b>\$ -</b>		<b>\$ 135,667,500</b>

<b>Impact on Assessed Valuation and Tax Rates</b>	
Estimated Assessment of Concept Plan	<b>\$ 135,667,500</b>
Existing Assessment of Concept Plan Area	18,981,500
<b>Net (New) Assessment of Concept Plan</b>	<b>\$ 116,686,000</b>
Village Assessed Value	\$ 1,155,876,100
<b>Assessed Valuation Impact Percent</b>	<b>-10.10%</b>
Village Tax Levy	\$ 7,221,720
Tax Rate (Current)	\$ 6.2478
Tax Rate (with New Assessed Value)	\$ 5.6749
Tax Rate Impact (Variance)	\$ (0.5729)
Est. Tax Rate Impact Percent: New Construction (If Built-out)	<b>-9.17%</b>

<b>Estimated Tax Rate and Tax Levy Impact of Draft Redevelopment Concept</b>						
	Tax Rate Applied to AV:			\$5.6749	\$6.2478	
Overlapping Taxing Unit	Current Tax Rate	Tax Rate Impact	Adjusted Tax Rate	Estimated Tax Liability	Current Tax Liability	Variance: Tax Liability
Village	\$ 6.2478	\$ (0.5729)	\$ 5.6749	\$ 769,906	\$ 118,593	\$ 651,312
School	9.7494	(0.8940)	8.8554	1,201,395	185,058	1,016,337
School Credit	(1.7785)	0.1631	(1.6154)	(219,162)	(33,759)	(185,403)
Technical College	0.3654	(0.0335)	0.3319	45,021	6,935	38,086
County	1.9073	(0.1749)	1.7324	235,036	36,204	198,832
<b>Total</b>	<b>\$ 16.4914</b>	<b>\$ (1.5122)</b>	<b>\$ 14.9792</b>	<b>\$ 2,032,196</b>	<b>\$ 313,031</b>	<b>\$ 1,719,165</b>

<b>Tax Impact per \$ of AV:</b>				<b>Net Assessment by Land Use</b>		
	\$	500,000	\$ (756.08)	Residential	Commercial	Residential (I)
<b>Estimated Tax Impact of New Rate Per AV:</b>	<b>\$</b>	<b>500,000</b>		\$ 109,350,000	\$ 26,317,500	\$ -
						<b>Totals</b>
						<b>\$ 135,667,500</b>

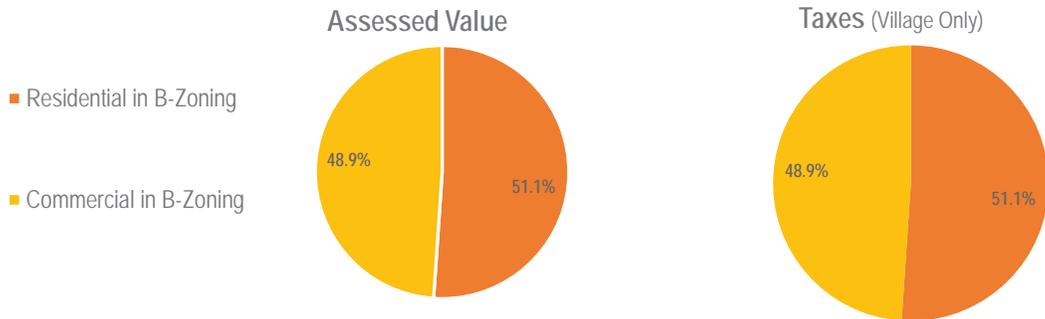
	Tax Impact	Estimated Adjusted Taxes Due		
Village	\$ (286.44)	\$ 620,555	\$ 149,350	\$ -
School	(446.98)	968,342	233,053	-
School Credit	81.54	(176,648)	(42,514)	-
Technical College	(16.75)	36,288	8,733	-
County	(87.45)	189,443	45,594	-
<b>Total:</b>	<b>\$ (756.08)</b>	<b>\$ 1,637,980</b>	<b>\$ 394,216</b>	<b>\$ -</b>

# ECONOMIC ANALYSIS & OPPORTUNITY DATA

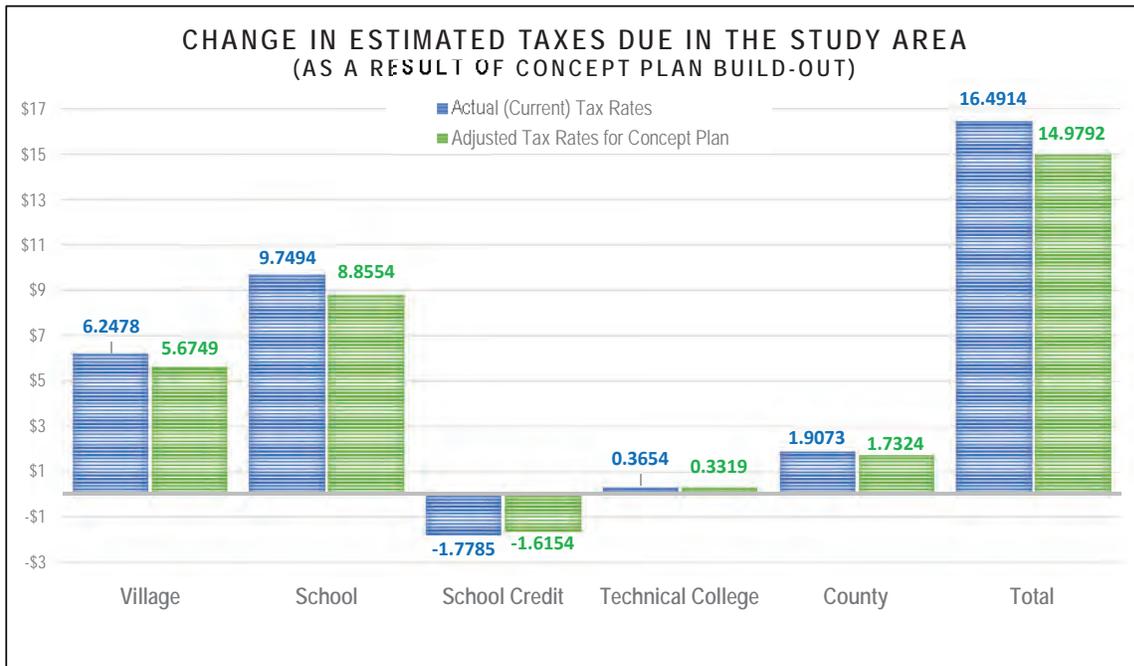
## PROPOSED CONCEPT PLAN

	Assessed Valuation		Land Area		Taxes Due (Village Only)		
Totals for the Village:	\$	1,156,859,400		2,105.60	\$	6,859,781	
Existing Concept Area:	\$	18,981,500	1.64%	84.98	4.04%	\$ 118,593	1.73%
Proposed Concept:	\$	135,667,500	11.73%	84.98	4.04%	\$ 769,906	11.22%
Variance:	\$	116,686,000	10.09%	0.00	0.00%	\$ 651,312	9.49%

	Assessed Valuation		Land Area		Adjusted Taxes Due (Village Only)	
		%		%		%
Residential in B-Zoning	109,350,000	51.1%	44.42	52.3%	620,555	51.1%
Commercial in B-Zoning	26,317,500	48.9%	23.98	28.2%	149,350	48.9%
Total:	\$ 135,667,500	100.0%	15.50 *	18.2%	\$ 769,906	100.0%
			1.08 *	1.3%		
			84.98	100.0%		



\* Land acreage is included in the study area but with no plans for development to affect assessed value or taxes collected by the Village.



# SUMMARY

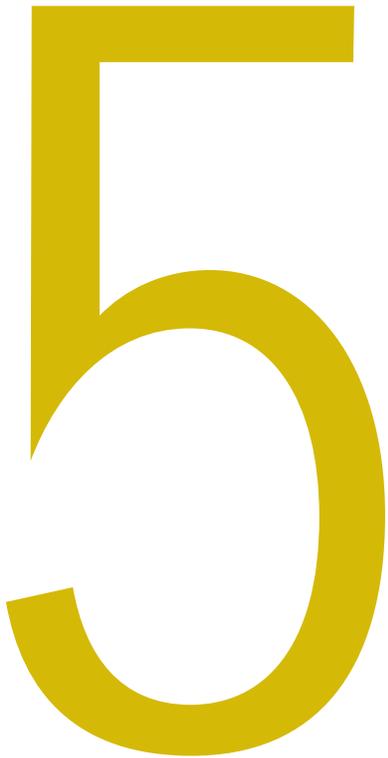
This section includes the data metrics that have been considered the development of these guidelines as well as the metrics which will need to be considered as opportunities are assessed and refined. Perhaps the most influential to the downtown core, general housing market trends are provided here in order to create awareness of the bigger picture of the housing market as Baby Boomers are aging out of large single family homes and into smaller homes or multi-family dwellings providing varying levels of assistance. As Elm Grove works to keep its aging populous engaged as part of a thriving community, the Village must also continue to provide social, retail and dining opportunities to continue to draw families, young professionals and visitors from adjacent communities. This section also includes data on economic opportunities for targeted development based on market analysis as well as identification of development types which will sustain one another.

Current Village PDO ordinances are the governing force for the development and matrix values within this Plan. These ordinances will have to be consistently reviewed and compliance with the Ordinances will be a large part of encouraging development of this area. Consistent review will also include assessing the viability of the code, as developer options are presented, and engaging the public in applicable discussions as needed for development approvals.



# DECISION

This section is devoted to items for consideration when making decisions on proposals presented to the Village. This section outlines key factors to consider based on the preferred Downtown Site Plan, the economics, the market, aesthetics, and community charm. This is a culmination of the data referenced in the prior sections of the Plan.

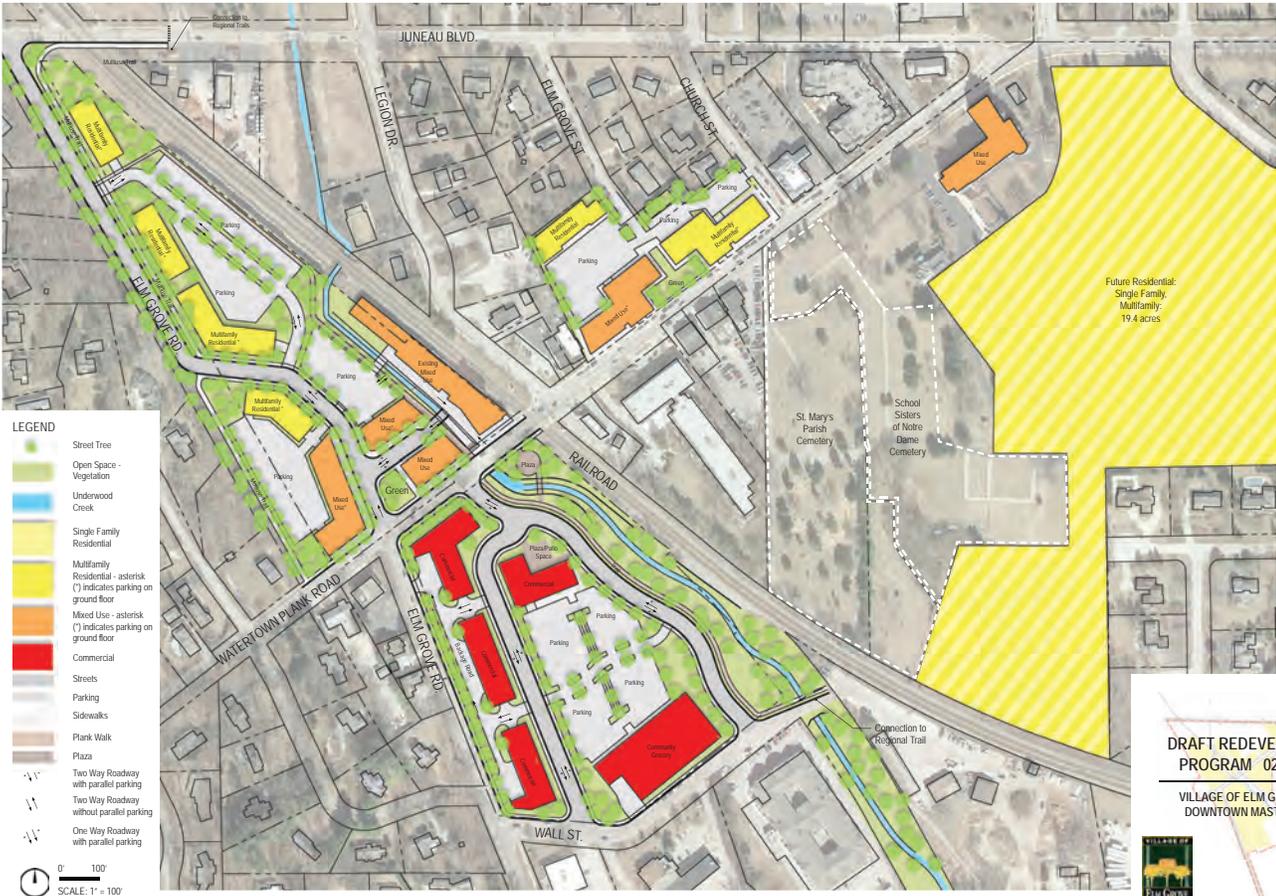


# PREFERRED DOWNTOWN REDEVELOPMENT PLAN

Feedback from Village staff and the Board of Trustees helped transform the three previous alternatives into the Preferred Downtown Redevelopment Plan (the Plan). Redevelopment is proposed for the Reinders property, the Park and Shop, along Watertown Plank Road at Elm Grove Street, and at the Sisters of Notre Dame (Sisters) property. The Plan proposes land use categories for the Sisters property but does not make recommendations on building footprints, only that the main iconic building and cemeteries be preserved.

## General Design Concept

The Plan proposes the whole redevelopment of the Reinders property and Park and Shop areas including street networks with generous 8' sidewalks, planting strips with street trees, and on street parallel parking where space allows. A trail connection is proposed to link the regional trail to the south, across Watertown Plank Road and Juneau Boulevard to the Village park trails to the north. Proposed mixed use buildings contain commercial or office space on the first floor with residential on the upper floors.



# MARKET POSITION

Filling the market gaps is the key to creating desired accommodations and attracting people to live, work and play in Downtown Elm Grove. Some of the key gaps identified in this study, which should be used in making decisions on what types of development should be contained in the Downtown, include:

- High End Retail
- Small Professional Office Space
- Personal Office Space
- Combined Use Space
- Outdoor Dining Establishments
- Commercial Areas
- Walkable Pathways
- Destination Points
- Wayfinding
- Parking Areas
- Public Greenspace
- Art Attractions
- Wi-Fi Friendly Establishments / Smart City Technologies
- Casual Drop-In Style Eateries
- Coffee Shop Style Establishments
- Waterfront Engagement Opportunities

Attracting developments that fill gaps in the market will help ensure the Village of Elm Grove's Downtown meets this vision and is sustainable for future generations:

**“Downtown Elm Grove is economically vibrant and functions as the social center of the community, providing a highly walkable, safe and comfortable environment for Village residents and daytime workers to enjoy throughout the year”**

# RETAIL, DINING, COMMERCIAL

## TARGETED DINING OPPORTUNITIES

- Locally owned and operated cafés maintain the small, quaint ambiance
- Small, regional chains with name recognition help to draw those from outside Elm Grove
- Casual, drop-in such as pizza, coffee or dessert entices visitors to stop by as part of a linked trip
- Formal, sit-down such as fine dining, full service or family style encourage trips to Downtown specifically for dining and socializing
- Family friendly brewpub near the river may attract visitors from the nearby regional trail
- Work week/workday café may supplement one or more of the commercial buildings south of Watertown Plank

## TARGETED RETAIL OPPORTUNITIES

- Art galleries and gifts
- Craft and hobby supplies
- Home furnishings
- Specialty/health food stores
- Grocery Store

## AESTHETIC ATTRIBUTES

- Storefronts and restaurants should be at least 70% transparent glass to enhance window shopping.
- Doors should occur at regular intervals to activate the streetscape and encourage foot traffic, and should be recessed to avoid swinging into pedestrian traffic.
- Storefronts should use a 'build to' line to create a uniform edge and encourage pedestrian traffic.
- Buildings should utilize columns, awnings and various building materials to create visual interest.

## LOCATION, LOCATION, LOCATION

- Retail and dining establishments should be on the first floor, street-level, of multi-use structures to encourage visits and enhance access.
- Restaurant establishments should utilize outdoor seating where possible to draw attention, attract visitors and encourage socialization of duration.
- Casual drop-in restaurants should consider locations adjacent to or within view of green space or ample patio space to encourage families with children to dine, then play.
- Per the rendered plan included in this report, most commercial activity could take place on in the southern two thirds of the Downtown district, with about one third taking place north of Watertown Plank Road on the lower levels of mixed-use structures, and the remainder being south in the commercial buildings.

# HOUSING

## TARGETED HOUSING TYPES:

- Single family residence - house on a property designed to be occupied by one family
- Town homes and row houses - owner occupied multistory housing with shared walls
- Multi-unit condominium buildings (typically flats) - ownership of individual apartments with co-ownership of common areas run by homeowner or condo association.
- Apartments targeting region's growing elderly population
- Market rate rental units
- Multi-use with upper floor apartments - commercial use on ground floor with multifamily housing on upper floor(s)

## AESTHETIC ATTRIBUTES:

To keep with the aesthetics and community charm of Elm Grove, all housing should be of an upscale aesthetic appearance and will require approval by the Village before construction of any dwelling to ensure this is met in the design and construction of the building. Elm Grove's Downtown Design Guidelines should be referenced for aesthetic recommendations.

## LOCATION, LOCATION, LOCATION:

As depicted in the Downtown Master Plan preferred layout in this section, housing should be considered in the following locations:

- Multifamily residential along the northeast side of the Downtown Corridor near the rerouted Elm Grove Road and to the north side of Watertown Plank Road.
- Multi-use and multifamily housing should also be considered along the north side of the Downtown Corridor.
- Within the boundary of the current School Sisters Property:
  - Multifamily residential
  - Upscale town homes
  - Single-family residential



*Single family residence example*



*Row house example*



*Multi-unit condominium building example.  
The Watermark.*



*Apartments example*



*Multi-use with upper floor apartments example*

# DENSITY

Using the economic data and analysis in this Plan will help ensure there are enough residents, businesses and commercial uses within the Downtown Corridor to ensure the financial support for a vibrant Downtown. As shown in the Plan, concentrating housing to the northeast side of the Corridor and the School Sisters property will create housing density centers surrounding the shopping, dining, and commercial centers of the Downtown. This equates to the creation of destination points for gatherings and events as well as a Downtown that gives the walkable feel the Village desires. This density will help to maintain the community charm and aesthetic that make Elm Grove special, while allowing the attraction of new business and exciting destination places along the Corridor.

The building areas, uses, and dwelling unit size assumptions in the table below form the basis for the economic development analysis in Chapter 4 - Measurement. The current allowable dwelling units within the Downtown Corridor area is 587 (based on allowable dwelling units per acre indicated in the Village's Zoning Ordinances). There are currently 105 units and the Plan proposes an additional 243 dwelling units - for a total of 348 - still less than the allowable density. (The SSND property was not included in the area or dwelling unit calculations.) The dwelling unit calculations look at what is possible for buildout within the framework of the Zoning Ordinances (including building heights) and not the relationship of proposed buildings to the existing building framework. Proposed building heights should consider the height relationship to neighboring buildings and its effect on the pedestrian experience. Creating an urban "canyon" should be avoided. The following page recommends building heights within the context of downtown.

Table 5.1: Building density allowed under current Village Zoning Ordinance

	STRUCTURE	USE	SF	USEAGE				DWELLING UNITS	
				TOTAL STORY	MULTI-FAMILY STORY	OFFICE STORY	COMMERCIAL STORY	SF/ DWELLING	DWELLING UNITS
NORTH SECTION	A	MULTI-FAMILY	10700	3	3	0	0	1500	21
	B	MULTI-FAMILY	12000	3	3	0	0	1500	24
	C	MULTI-FAMILY	18500	3	3	0	0	1500	37
	D	MULTI-FAMILY	11700	3	3	0	0	1500	23
	E	MIXED USE	19200	3	2	0	1	1500	25
	F	EXISTING	27258	2	0	0	2	N/A	N/A
	G	MIXED USE	9400	3	2	0	1	1500	12
	H	MIXED USE	9400	3	2	0	1	1500	12
SOUTH SECTION	I	COMMERCIAL	17500	3	0	2	1	N/A	N/A
	J	COMMERCIAL	14500	3	0	2	1	N/A	N/A
	K	COMMERCIAL	14300	3	0	2	1	N/A	N/A
	L	COMMERCIAL	14100	3	0	2	1	N/A	N/A
	M	COMMERCIAL	37300	3	0	2	1	N/A	N/A
EAST SECTION	N	MULTI-FAMILY	11,000	3	3	0	0	1500	22
	O	MIXED USE	19,800	3	2	0	1	1500	26
	P	MULTI-FAMILY	20,500	3	3	0	0	1500	41
Total Downtown Multi-Family Dwelling Units									<b>243</b>

# BUILDING HEIGHT RECOMMENDATIONS

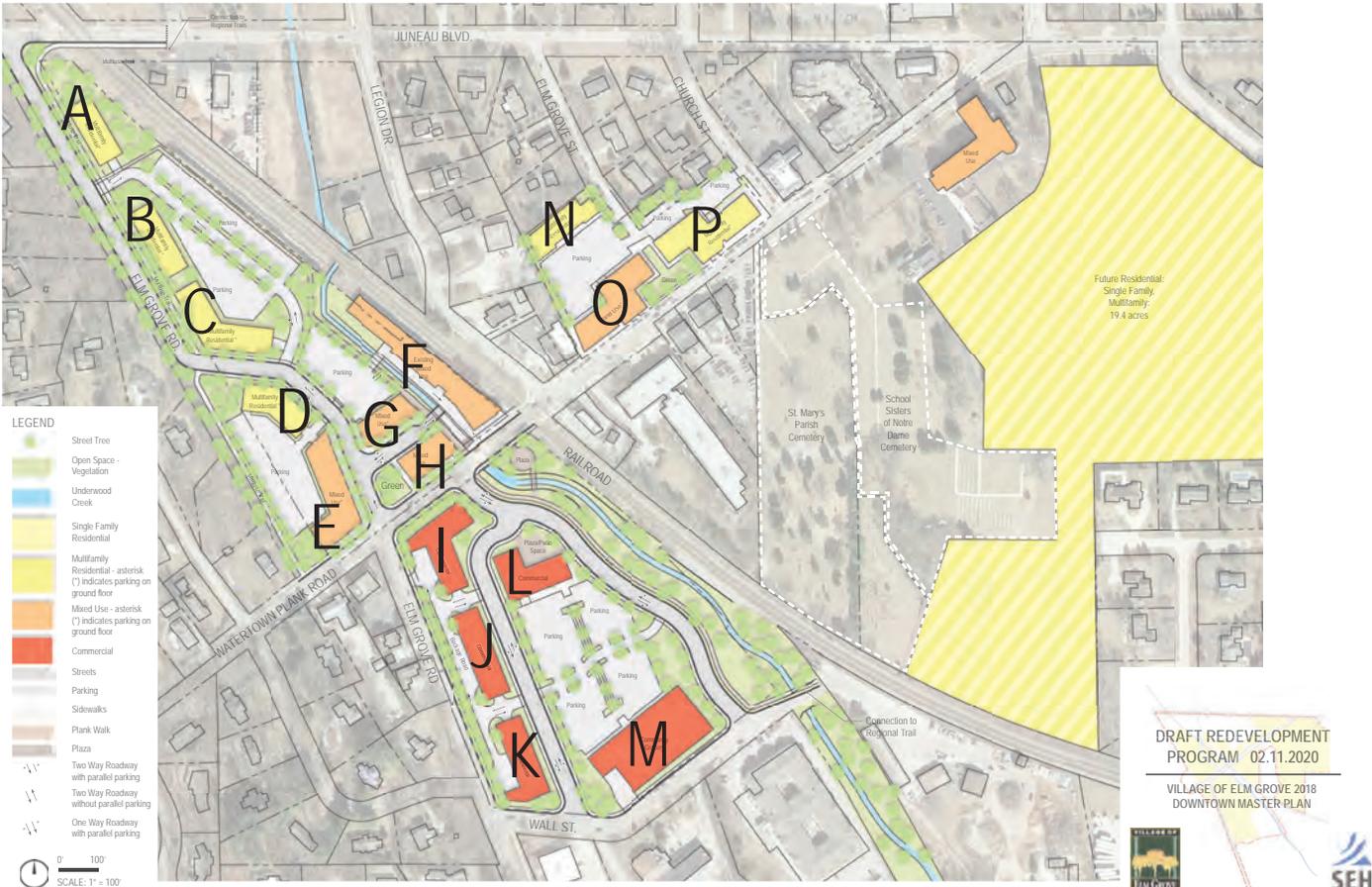
In order to preserve the small scale of the downtown area that is desired by Elm Grove village residents, it is recommended that buildings are built to the recommended number of stories indicated in Table 5.2 to fit within the structural context of the downtown area. (The table makes an assumption of a 12 foot floor to floor height.) Three story buildings are most appropriate within the northern portion of the Reinders property redevelopment. In general two story buildings are preferred along Watertown Plank Road to preserve the “Main Street” and small scale feeling. There can be an exception for a third floor footprint along Elm Grove Road where elevations are friendly to the additional floor.

Within the Village of Elm Grove Zoning Ordinance, building heights are limited to 36 feet maximum (the equivalent of a three story building with a flat roof). The Village is willing to entertain development proposals that have a bonus extra half story in height, if there is some kind of public benefit, such as public parking or greenspace, included in the development.

The following pages visualize the proposed massing within current downtown framework.

Table 5.2: Recommended Building Heights

BUILDING	RECOMMENDED # OF STORIES	BUILDING	RECOMMENDED # OF STORIES
A	3	I	2
B	3	J	3
C	3	K	3
D	3	L	3
E	2	M	3
F	(existing Mill Place)	N	2
G	3	O	3
H	2	P	2



# BUILDING HEIGHT VISUALIZATION

Building heights and massing, recommended on the previous page, are shown below and opposite to convey the favored streetscape proportions. Building detailing, such as window and door placement, roof form, and material selection were intentionally left out of these visualizations. Building height, style and detailing will be reviewed for each development proposal.



*A - Looking southwest from Town Bank*



*B - Looking southwest from Cemetery*



*C - Looking northeast from Ray's Auto*



*D - Looking southwest from O'Donoghue's Pub*



*E - Looking northeast from Westfahl Building*



*F - Looking northeast from Elm Grove Terrace Condos*

# BUILDING HEIGHT VISUALIZATION



# PEDESTRIAN NETWORK

## Multiuse Trails (indicated on plan with bold dark orange dashed lines)

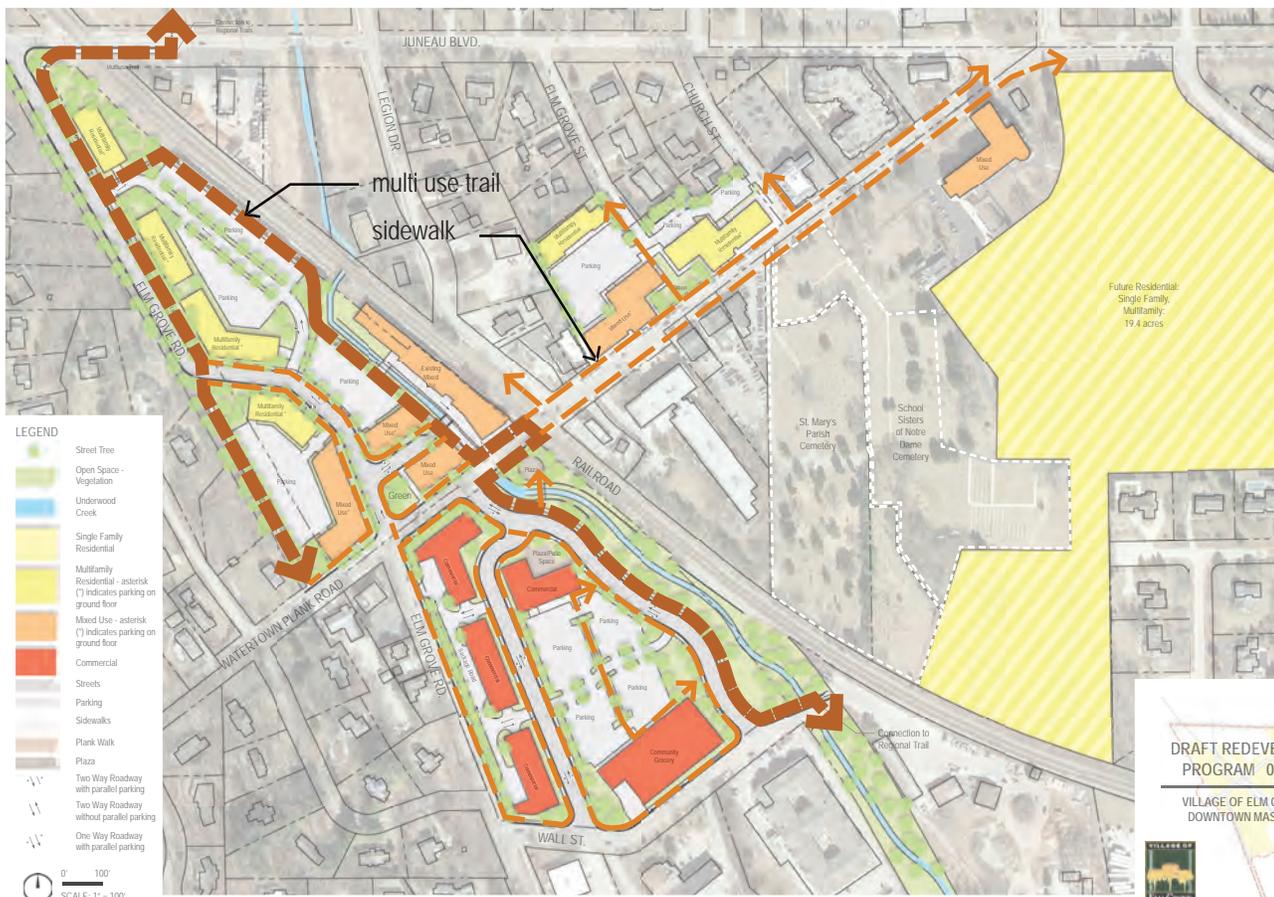
- Underwood Creek - 10' wide minimum multiuse trail along the daylight creek to take advantage of new Downtown amenity, provides connection between Downtown area and Village Park to north and the existing regional trail to the south
- Elm Grove Road - 12' wide minimum multiuse trail follows the alignment of portion of vacated North Elm Grove Road north of Watertown Plank Road, crossing and following Elm Grove further north in the development

## Sidewalks

- All new roadways include sidewalks on both sides of the road. Minimum width of 8 ft. near retail areas and 6 ft. in areas with less pedestrian traffic, where space allows a 5' wide planting strip should be included

## Bicycle Amenities

- Bike accommodations - on street bike lanes or sharrows throughout new developments, future improvements to existing roads should incorporate dedicated bike lanes or sharrows.
- Bike parking - positioned adjacent to (but not impeding on) pedestrian right of ways



# VEHICLE NETWORK AND PARKING

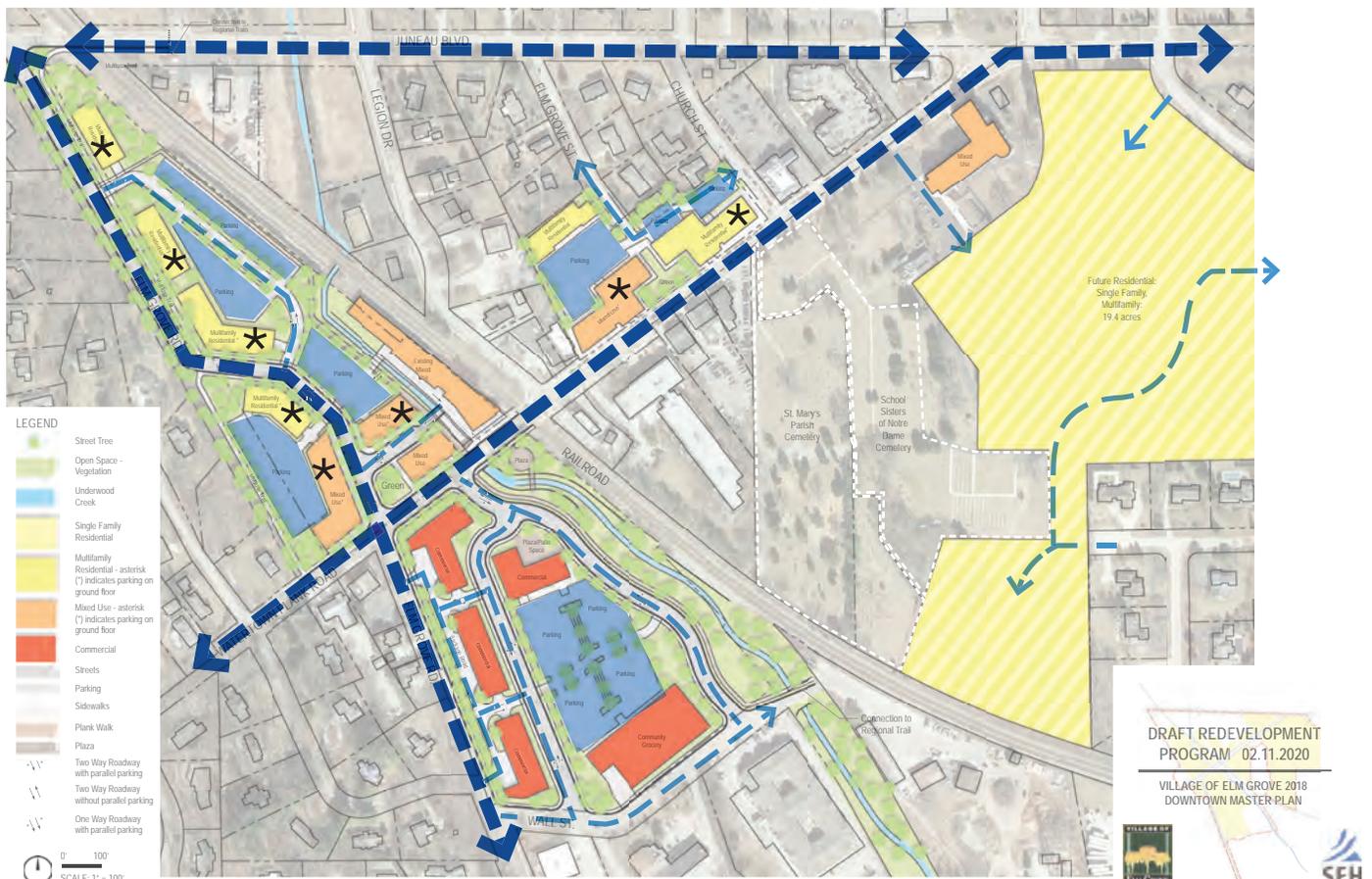
The Plan simplifies existing vehicle networks by reducing the number of driveway entrances onto Watertown Plank Road and realigning Elm Grove Road. Doing so will reduce confusion and congestion, leading to less fender benders and smoother traffic flow.

Proposed streets within developments are intended to organize traffic flow and create additional streetscapes - attractive to retailers and consumers.

## Parking

On street parallel parking is recommended for all proposed streets. It is also recommended that the Village phase out the head in parking along Watertown Plank Road - increasing the pedestrian areas in front of shops and restaurants, and eliminating drivers backing up into the lanes of traffic.

At grade lots are indicated with light blue rectangles. The intent of the Plan is that these lots function as public parking, encouraging people to park once and shop, dine, and visit throughout the Downtown area. Buildings marked with an asterisk (\*) indicates ground floor or underground parking, parking here is intended for building residents.



# PARKING

Survey respondents feel that parking is adequate in the existing downtown. However, parking needs for the restaurants and retail to the east of the railroad tracks along Watertown Plank Road are being met through parking on private property not associated with the patrons' destinations.

As change is sought and development takes place, finding creative parking solutions will be necessary to keep the feel the residents now experience in the downtown. Development incentives, such as variances in building height may be considered in exchange for public parking provided by developers.

The table below represents the parking spaces required by current Village municipal code and the proposed spaces provided in the Preferred Downtown Redevelopment Plan. The Plan provides 13% more parking than what is required.

Parking lots are designed with planting islands, shade trees, and walkways for pedestrian comforts.

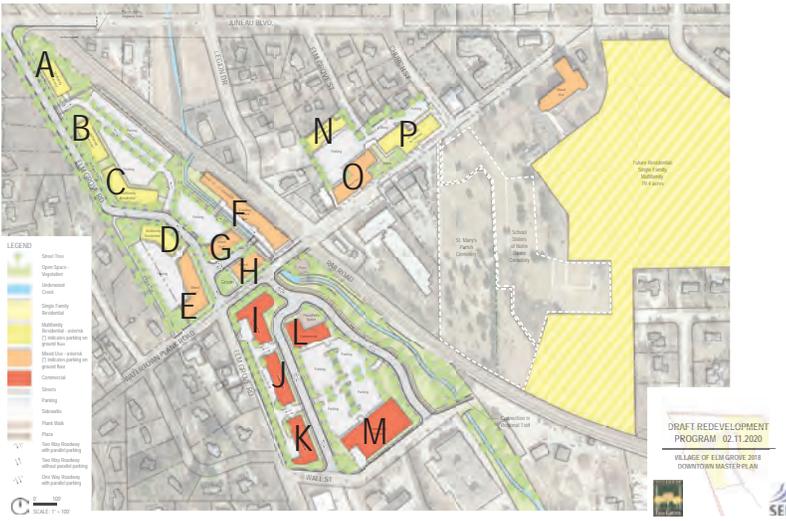
Table 5.3: Parking Calculations

Parking quantities provided in proposed plan \_\_\_\_\_  
 Parking quantities required by code for proposed plan \_\_\_\_\_

	SQUARE FOOTAGE AND REQUIRED PARKING BY CODE									SQUARE FOOTAGE AND PROVIDED PARKING					
	STRUCTURE	SF/DWELLING	DWELLING UNITS	DWELLING SPACES @ 2 PER	SF/SPACE OFFICE	OFFICE SPACE	SF/SPACE COMMERCIAL	COMMERCIAL SPACE	TOTAL PARKING SPACES	UNDERGROUND SF	UNDERGROUND SPACES	SURFACE PARKING SF	SURFACE PARKING SPACES	STREET PARKING STALLS	TOTAL SPACES PROVIDED
NORTH SECTION	A	1500	21	42	N/A	0	N/A	0	42	10700	35		0		35
	B	1500	24	48	N/A	0	N/A	0	48	12000	40	23000	70		110
	C	1500	37	74	N/A	0	N/A	0	74	18500	61		0		61
	D	1500	23	46	N/A	0	N/A	0	46	11700	39	36400	112		151
	E	1500	25	50	N/A	0	200	96	146	19200	64		0		64
	F	N/A	N/A	0	N/A	0	N/A	17	17	0	0	~5525	17		17
	G	1500	12	24	N/A	0	200	47	71	9400	31	25700	79		110
	H	1500	12	24	N/A	0	200	47	71	9400	0		0		0
	NORTH RIVER LOT STREET PARKING	N/A	N/A	0	N/A	0	N/A	0	0	0	0	22200	68		68
									0	0	0	0	46	46	
								<b>515</b>						<b>662</b>	
SOUTH SECTION	I	N/A	N/A	0	150	234	200	88	88	16000	53	0	0		53
	J	N/A	N/A	0	150	194	200	73	73	14500	48	0	0		48
	K	N/A	N/A	0	150	191	200	72	72	13200	44	0	0		44
	L	N/A	N/A	0	150	188	200	71	71	14100	47	0	0		47
	M	N/A	N/A	0	150	498	200	187	187	0	0	0	0		0
	SOUTH RIVER LOT 1	N/A	N/A	0	N/A	0	N/A	0	0	0	0	37000	113		113
	SOUTH RIVER LOT 2	N/A	N/A	0	N/A	0	N/A	0	0	0	0	35200	108		108
									0	0	0	0	94	94	
								<b>491</b>						<b>507</b>	
EAST SECTION	N	1500	22	44	N/A	0	N/A	0	44	0	0	28500	87	3	90
	O	1500	26	52	N/A	0	200	99	151	19,800	66	6100	18	25	109
	P	1500	41	82	N/A	0	N/A	0	82	20500	68	6600	20	0	88
									<b>277</b>						<b>287</b>
								<b>1283</b>						<b>1456</b>	



Proposed landscaping and walkway islands at proposed Park and Shop parking lot



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 VILLAGE OF ELM GROVE 2019 DOWNTOWN MASTER PLAN  
 SEH

# OPEN SPACE

## Green Space

- The daylighting of Underwood Creek will become a major feature in the Park and Shop redevelopment and has the opportunity to become a wonderful amenity for the community. Related improvements include a creekside trail, overlooks, and a small amphitheater that engages the water
- Landscape buffers, such as along the vacated Elm Grove Road and at the SSND property help soften the transition zone between existing single family residential and new development

## Plazas and Gathering Spaces

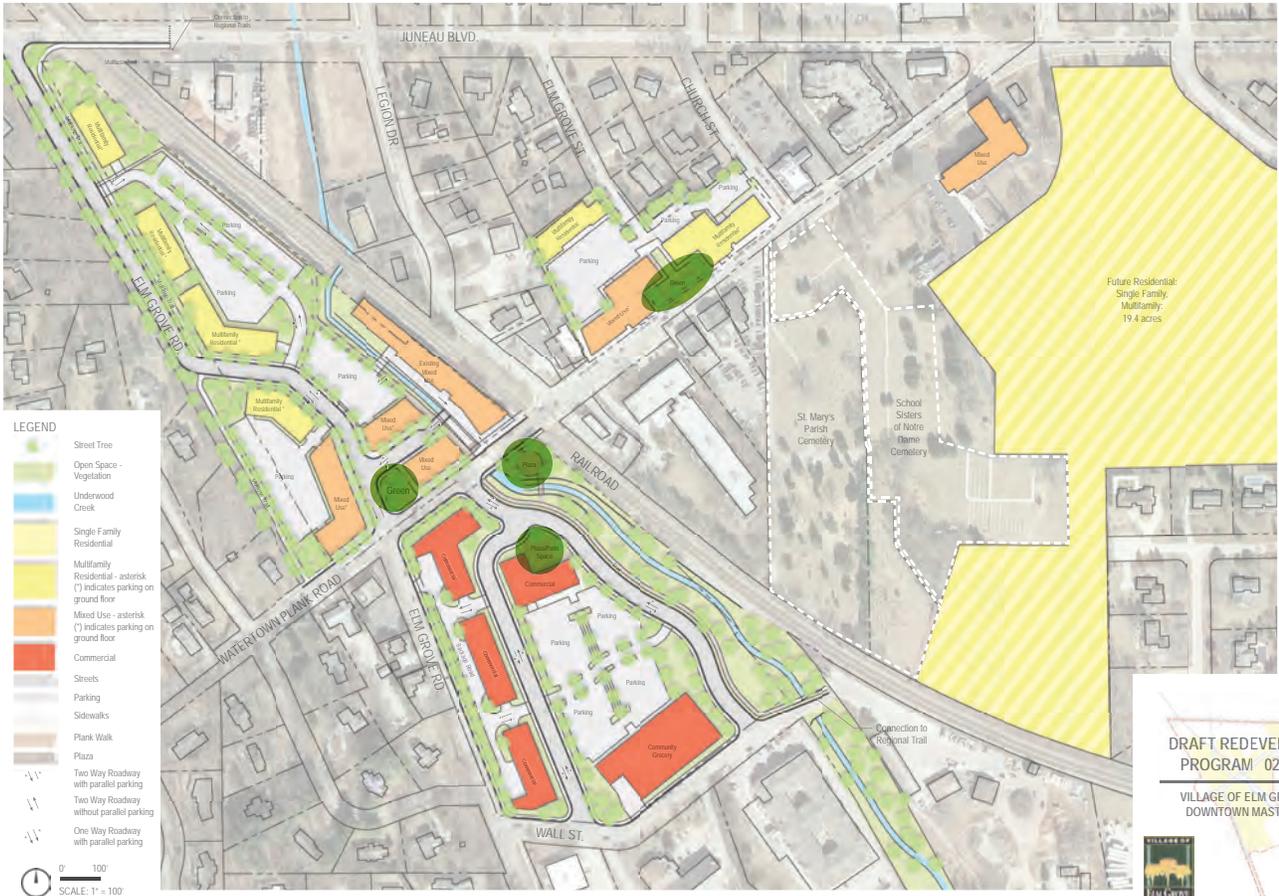
Small plazas located along Watertown Plank Road encourage visitors and residents to gather and rest while visiting the downtown retail and restaurants. Public art and seating should be provided at each, and soft lighting incorporated for a nighttime use and sense of place.



## Street Trees

Street trees are planted within 5' wide planting strips and are incorporated along all new streets within developments. Where space is limited, street trees can be incorporated into tree wells with grates.

*Underwood Creek trail and green space. Rendering from 2002 Elm Grove Conceptual Downtown Master Plan by Kubalo Washatko-SAA-Ruekert Mielke.*



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VILLAGE OF ELM GROVE 2018 DOWNTOWN MASTER PLAN



# REINDERS PROPERTY REDEVELOPMENT AREA

The alignment of Elm Grove Road is extended across Watertown Plank Road, through the proposed mixed use and housing development, reconnecting with the existing alignment of North Elm Grove Road. This creates a safer and more coherent crossing of Watertown Plank Road and funnels vehicles through the proposed development and past proposed commercial storefronts. The vacated portion of Elm Grove Road serves as a vegetated buffer between single family residential and the proposed development. A multiuse trail follows the meanders through the with multiuse trail between existing single family residential and the proposed development.

Mixed use development covers the southern portion of the Reinders site with multifamily residential on the northern portion of the site. Underground parking is provided for residents of multifamily housing. Additional surface parking and on-street parking is provided for the commercial and office uses. Centralized parking areas and a network of sidewalks and trails encourages visitors and residents to park once and walk to downtown destinations.

The Mill Place Shops are preserved with a new configuration of parking and drives.



LEGEND	
	Street Tree
	Open Space - Vegetation
	Underwood Creek
	Single Family Residential
	Multifamily Residential - asterisk (*) indicates parking on

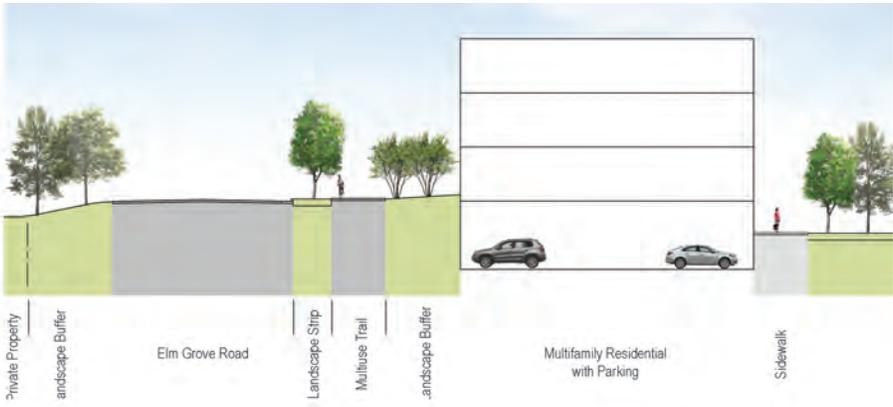
# REINDERS PROPERTY REDEVELOPMENT AREA



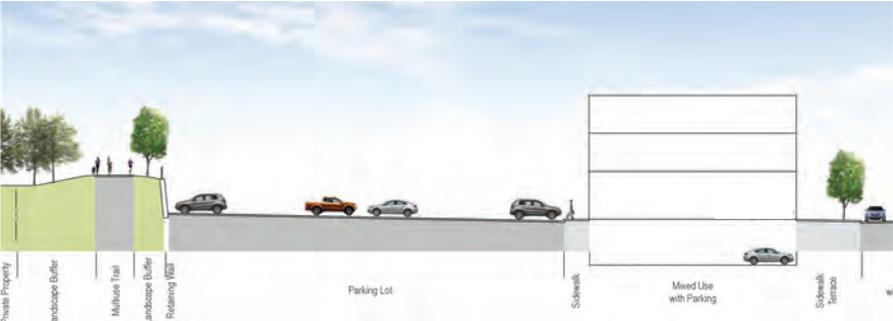
Multifamily housing example, location corresponds with Section A. Artist's rendering from previous Reinders property development proposal.



View of extension of Elm Grove Road into Reinders property development. Artist's rendering from previous Reinders property development proposal.



*Section A: Multifamily Residential Development*



*Section B: Parking Lot and Mixed Use Development*



*Preserve Mill Place Shops*



*Two story mixed use precedent*

# PARK AND SHOP REDEVELOPMENT AREA

The Plan proposes commercial buildings along Elm Grove Road. These are designed to have frontages on both Elm Grove Road and the proposed internal road. Building entrances on the east side of these buildings will help the internal road feel more like a downtown street. A reconfigured community grocery store is proposed backing up to Wall Street, with the entry facing the parking lot to the northwest. The large parking lot in the center includes large planting areas and a walkway linking the commercial buildings to the north and south.

An L-shaped commercial building at the northeastern portion of the site could include restaurants and cafes that share the plaza/patio space overlooking the creek and Watertown Plank Road. A bridge over the creek connects the commercial plaza to a community plaza along Watertown Plank Road.

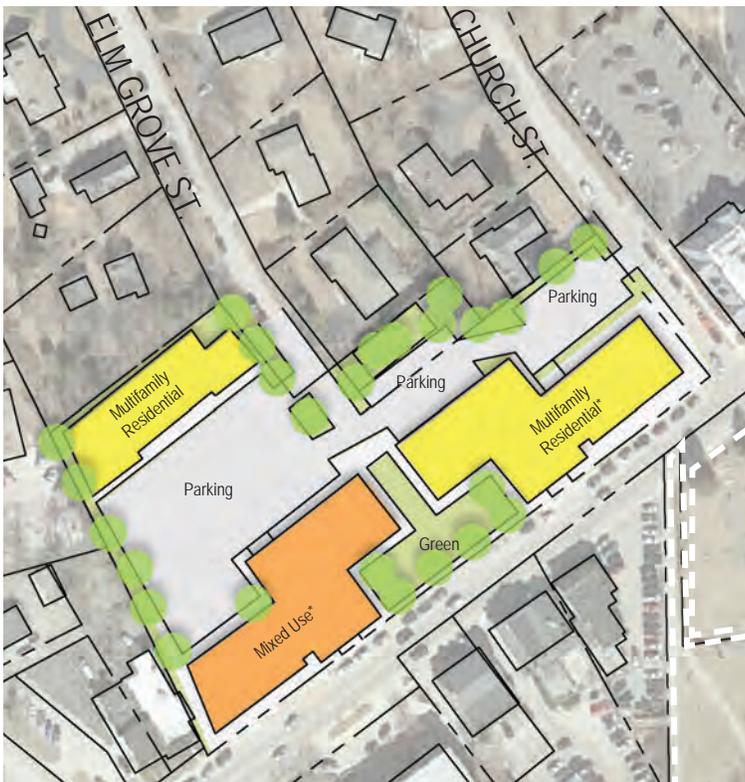
A creek-side drive and trail parallel the meander of the proposed daylit creek. Parallel parking is provided on both sides of this drive.

The iconic Park and Shop sign is preserved and incorporated at the proposed creekside intersection at Watertown Plank Road.



# WATERTOWN PLANK ROAD REDEVELOPMENT AREA

Mixed use and multifamily development is proposed along Watertown Plank Road at Elm Grove Street. Elm Grove Street is proposed to terminate in a parking lot to the north of the building. The buildings step back from Watertown Plank Road to create a green, providing a public space amenity the adjacent commercial uses as well as residents.



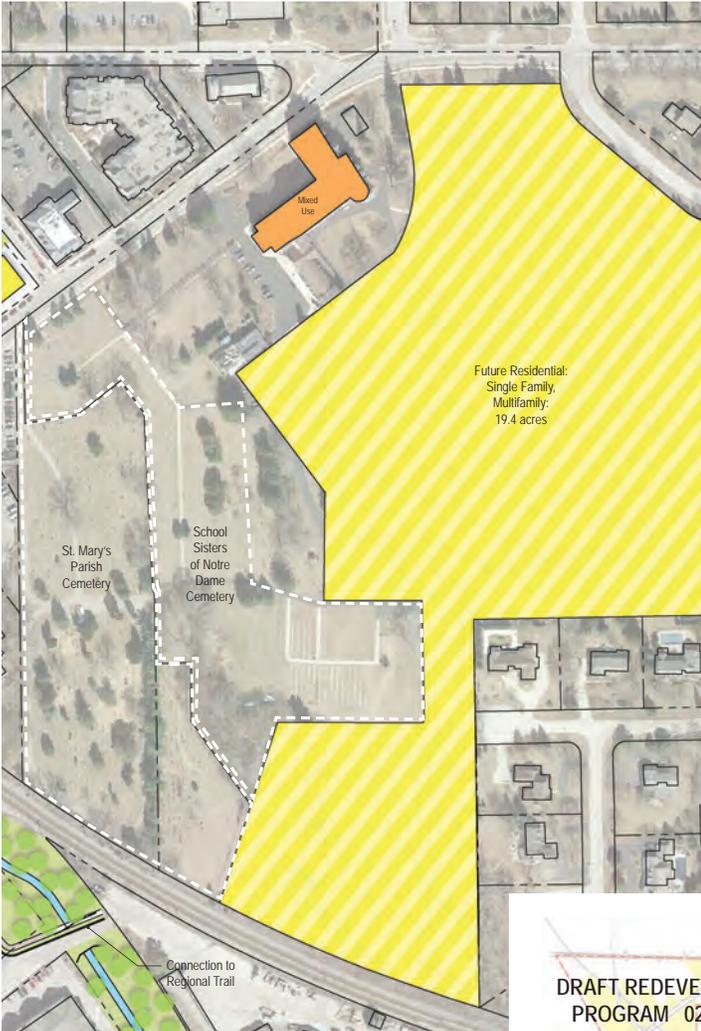
*Example of MF housing along Watertown Plank Road.*

# SCHOOL SISTERS OF NOTRE DAME REDEVELOPMENT

The Plan proposes land use categories for the School Sisters of Notre Dame (SSND) property but does not make recommendations on building footprints, only that the main iconic building and cemeteries be preserved.

Redevelopment of the SSND property should repurpose the existing historic convent building into mixed use. Existing buildings that are not on the historic registry should be removed in favor of a buildout of a combination of single family and multifamily residential housing. Proposed building architecture should reference the historic convent building in material and detailing.

A mix of single family and multifamily residential land use is recommended on the remainder of the SSND property not inhabited by the historic building, or cemeteries.



*Repurpose historic convent into mixed use.*



*Example of Town Homes.*



*Preserve existing cemeteries.*

# BRANDING AND WAYFINDING

The Village has established a brand language through the use of the green and gold signs, the three elm logo and limestone cladding on Village retaining walls. This language should be replicated within the Village as additional wayfinding and gateway features are added.

Specifically, a gateway monument feature should be incorporated at the intersection of Elm Grove Road and Blue-mound Road to mark the entry to Downtown. The monument features limestone clad walls, gold and green signage to complement existing Village signs, and an area for displaying temporary banners with Village events and announcements. Alternatively, a digital readerboard could be incorporated into the sign in place of the temporary banner.

Additional wayfinding should be incorporated within new developments, along trails, and at the major intersections in Downtown.



Community Signage and Materials Precedents  
wayfinding and entry sign, stone wall and pillar



Aerial View - Blue Mound Road and Elm Grove Road  
Gateway Feature locations identified by red ovals



Gateway Monument Feature



Street View - Blue Mound Road and Elm Grove Road, looking north  
Gateway Feature locations identified by red ovals

# PREFERRED DOWNTOWN REDEVELOPMENT PLAN

## Directives for development proposals:

- Extend Elm Grove Road through development on Reinders property. Transform vacated portion of North Elm Grove Road into a landscaped buffer with multiuse trail.
- All new planned streets should have a minimum sidewalk width of 8'. Additional width (12' or more) is preferred where sidewalks are adjacent to restaurants or cafes.
- New streets should be tree lined to provide shade and a sense of place
- New streets should include on-street parallel parking
- Public gathering spaces (plazas, greens, overlooks, etc.) should be provided at key intersections
- Parking lots should include large planting islands to combat heat island effect and to create a sense of place.
- Parking lots should have walkways for pedestrians to safely travel through large parking lots. A landscape strip with shade trees should be included on the west side of the walkway.
- Include plaza and/or green spaces adjacent to restaurants and cafes.

# UTILITY INFRASTRUCTURE

The Village of Elm Grove is lacking the necessary infrastructure to develop the Downtown Corridor. Infrastructure improvements will be necessary to attract development and engage in the success of the Downtown Corridor. The improvements will include, but are not limited to the following:

1. Municipal Water - servicing the area for consumption as well as fire protection. The Village may also need to team with developers for cost sharing of this utility to make this an affordable infrastructure for all parties involved.
2. Sanitary Sewer - Utilizing additional capacities already secured by the Village to allow for growth of the Downtown Corridor will be necessary. The Village will also need to team with developers for cost sharing of this utility to make this an affordable infrastructure for all parties involved.
3. Transportation Infrastructure - Road improvements, widening, traffic patterns and public safety will be a focal point when assessing developer plans for acceptance by the Village Board. Developers will be asked to make such improvements within the properties they are seeking to develop. This should be a consideration developers take into account prior to submission of plans for Village consideration. This plan will help guide developers in the types of improvements the Village seeks for this corridor.
4. Parking / Walkability / Bikeability - Much the same as transportation above. Developers will be required to submit plans capturing the intents shown within this Plan and meeting the desires of the Village as outlined throughout this plan.



# IMPLEMENTATION

This section identifies key roles and responsibilities of various Village departments and amenities and provides an algorithm of key objectives, action steps and performance metrics to assist in the decision making process.



# DECISION MAKING BASED ON THIS PLAN

Key Village departments:

The Building Board will use this Master Plan to guide opinions, approvals and permitting for development activities within the area which are consistent with the consensus vision and stated desires of constituents.

Department of Zoning and Planning will ensure sound enforcement of zoning code with applicable variances where needed.

Department of Public Works is responsible for coordination of infrastructure and services such as brush pick-up, public space maintenance, snow and ice removal, street maintenance and assessment of impacts to infrastructure related capital costs for each new development.

Assessor & Finance Director are responsible for assessing new development potential for increased tax revenue against increase costs incurred by the Village of Elm Grove.

Emergency Medical Services / Fire / Police services will need to cover current areas and may need to intensify coverage of Downtown areas as population, both residential and daily, increases. Service response times and physical access should be carefully considered for any new development.

Libraries & Schools identify increased opportunity for community programming in a thriving Downtown. Identify and address changes in need and desired programming as seniors are able to stay in place and continue to utilize the Library.

# IMPLEMENTATION STEPS

The following checklist has been developed to guide developers through the Village's decision-making process for development proposals.

## STEP 1:

Does the proposal meet key development objectives?

### KEY OBJECTIVES

- Promote controlled growth and enhancement of existing Downtown ambiance while taking into account the desires and consensus vision of community members.
- Develop and maintain a high-quality, vibrant Downtown image encouraging economic stimuli and community engagement.
- Preserve the current ambiance of the Village of Elm Grove.

## STEP 2:

If the proposal meets the key objectives, then start these preliminary actions:

### ACTION STEPS

- Identify Village needs and wants for this development based on the impacts it will have on the Downtown Corridor at the time of the development opportunity.
- Engage Village residents and stakeholders to ensure understanding of consensus vision and hear concerns or commentary regarding the proposal.
- Assess opportunities for investment and the physical, economic and social contributions and consequences of each development opportunity.
- Ensure development is consistent with the vision and character of Downtown as detailed in this Plan.
- Progress through design and development of each opportunity with transparency to the public and stakeholders.
- Refine the vision of Downtown, as it is a living, changing entity.

## STEP 3:

If the proposal meets Steps 1 and 2, begin analyzing these key factors:

### PERFORMANCE INDICATORS AND PROGRAM MONITORING

- Increased tax revenue
- Community utilization and contentment
- Reduced turnover of small businesses
- Enhanced social opportunities in the Downtown

# IMPLEMENTATION STEPS

## SCHEDULE:

The schedule for development will be decided by investor/developer interest and the Village's readiness for the proposed development to begin. This Master Plan is to be used as these opportunities present themselves to the Village. This is a process which will take years, if not decades, to see a completed Downtown Corridor. This plan sets the stage for development and gives guidance as these developments are proposed – regardless of timeframe.

## FUNDING:

The acceptance of this Plan opens the door for the Village to begin seeking grant and funding opportunities for the infrastructure and desired development aspects of the Plan. Grant funding opportunities are available throughout the year and have various requirements for applicability, monetary value and the opportunity for different types of funding solutions. An example funding calendar with a list of programs can be found in Appendix C of the Plan.

# APPENDIX

Elm Grove Downtown Master Plan Market Analysis - June 2019

Patterns of Visitation to Downtown Elm Grove

Report for Elm Grove Downtown Master Plan Redevelopment Survey (Online survey results)

Wisconsin 2019 Municipal Funding Calendar

## OTHER APPLICABLE RESOURCES:

Downtown District Site Design Guidelines (also referred to as the “Downtown Design Guidelines” : Please refer to the Village website for a digital copy or Village Hall for a printed copy of the most up-to-date version.

Zoning Ordinances: Please refer to the Village website for a digital copy or Village Hall for a printed copy of the most up-to-date version. Applicable Zoning districts (at the time of printing) within the Downtown Study Area include:

- Planned Development Overlay District
- B-1 Local Business District
- B-2 Office Business District
- I-1 Institutional District
- M-1 Limited Manufacturing District
- Rs-4 Single-Family Residential District