

Chapter 2

ISSUES AND OPPORTUNITIES

Understanding future possibilities necessitates the identification of current community conditions. The Issues and Opportunities chapter establishes a “community profile” for the Village of Elm Grove. This profile provides relevant information in the form of demographic trends and other statistical representations vital to understanding the past, present and future of the Village. As required under § 66.1001, Wisconsin Statutes, this chapter includes population, household, employment, age distribution, education and income characteristics of Village residents, along with demographic forecasts. In addition, this chapter highlights the following: Village-wide goals and policies, opportunities for advancing Village-wide goals and policies, issue summaries, and physical qualities of the Village.



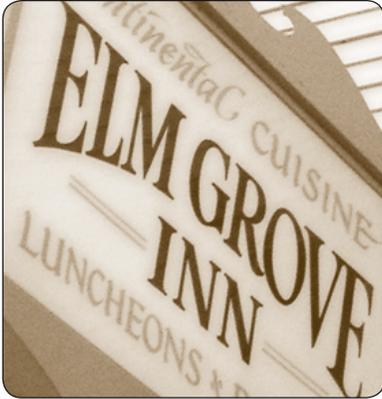
The section below highlights a multitude of key issues relevant to the various Comprehensive Plan elements. The information presented in the subsequent statements was derived from one or more of the following sources: previous reports, plans, or studies involving a particular topic of interest to the Village, public sentiment as demonstrated by the responses conveyed on the community-wide survey or results obtained from a stakeholder workshop held in October of 2006.

Issues that have been identified range in terms of complexity. Additionally, relevance, affected stakeholders, costs to the Village, and market forces represent variables that influence the ability to address and explore potential solutions. Issues that have been outlined are not prioritized nor is it implied that a resolution of these concerns is required.

Summary of Issues

Housing

- Senior-aged persons that desire to remain as Village residents but “downsize” their housing accommodation may be unable to secure housing within the Village that provides options for senior-aged services, is affordable and is of smaller scale than typical single family detached units.
- The density of housing in the Village represents a potential barrier for future economic viability and vitality as a local hub for retail goods and services.



Economic Development

- The street environment could be enhanced and improved by implementing a cohesive street design and amenities that promote greater pedestrian-friendliness.
- The addition of certain retail and service enterprises within the Village core may foster the economic potential of the downtown business district.
- A portion of existing building stock within the downtown business district is in need of renovation and physical improvement.
- The possible development of an open channel that permits the flow of Underwood Creek through the business district would create a natural resource in the downtown area. (As a condition of the Village receiving its Chapter 30 permit, which facilitated implementation of the comprehensive flood management project, the Wisconsin Department of Natural Resources and the Village developed a Memorandum of Understanding for naturalizing that portion of Underwood Creek that traverses the Park and Shop/ Sendiks properties.)

Natural and Cultural Resources

- Point source pollution from stormwater runoff of impervious surfaces is not captured by means of on-site facilities, and may result in contamination of surface water resources.
- Culturally significant resources, such as buildings, religious institutions and landscapes could benefit from a deeper understanding of their presence and value.
- Site plan requirements for redeveloping and rehabilitating properties of cultural significance may aid in their preservation.

Land Use

- Because the Village is essentially fully developed, opportunities to expand the tax base are limited.
- Examining the land use pattern in the Knoll Road area could offer relief from the associated effects of light industry and commercial uses to the adjacent residential neighborhood.
- Access, location and physical site constraints of parcels zoned limited manufacturing may inhibit the expansion and modernization of these land uses.

Transportation

- The existing pedestrian pathway system in the Village could be improved by providing a link between centrally located destinations and neighboring residential districts.
- Business developments located along the periphery of the Village could be better served by physically connecting to neighboring residential areas via pedestrian paths.
- Vehicular congestion and pedestrian safety shall be considered when doing development and construction projects.

- Beneficial and adverse impacts that may result from the reconstruction of Watertown Plank Road, especially those pertaining to commercial enterprise, need to be measured in tandem with road design.
- Potential transportation system modifications, including those that involve intergovernmental jurisdiction, remain undefined.

Utilities and Facilities

- The extraction of water from private wells may not represent a viable, long-term alternative for many residential, commercial and industrial properties.
- There is a potential change in funding for the local library branch as the Waukesha County Federated Library System (WCFLS) reviews its funding policies.
- Recent parkland acquisitions (e.g. Sleepy Hollow Motel and Villager Apartments – for purpose of implementing the Village’s flood management project) will require appropriate planning for programming and long-term care/maintenance.

Population Trends & Forecasts

The Village of Elm Grove, unlike other Waukesha County municipalities, experienced a slight decline in overall population from 1980 to 2000. Census 2000 data indicate that the Village’s population was 6,369 (108 persons more than the 1990 population of 6,261). Geographic constraints restrict Elm Grove’s population from escalating in a similar fashion to Waukesha County counterparts, as the Village is entirely landlocked by adjacent municipalities. The eastern border is shared with the City of Wauwatosa (Milwaukee County), while the north, south and west borders abut the City of Brookfield (Waukesha County). In addition, nearly all land parcels within the Village are developed, leaving limited infill development opportunities.

FIGURE 2-1: POPULATION TRENDS IN WAUKESHA COUNTY

Municipality (Waukesha County)	Census 1980	Census 1990	Census 2000	CHANGE 1980-2000 (numerical)	CHANGE 1980-2000 (percentage)
Village of Elm Grove	6,735	6,261	6,369	-366	-5.4%
<i>City of Brookfield</i>	34,035	35,184	38,649	4,614	13.6%
<i>Village of Pewaukee</i>	4,637	5,287	8,170	3,533	76.2%
<i>Village of Menomonee Falls</i>	27,845	26,840	32,647	4,802	17.2%
<i>City of New Berlin</i>	30,529	33,592	38,220	7,691	25.2%
<i>City of Waukesha</i>	50,365	56,894	64,825	14,460	28.7%
<i>Waukesha County</i>	280,203	304,715	360,767	80,564	28.8%
Wisconsin	4,705,767	4,891,769	55,363,675	657,908	14%

Sources: U.S. Census, 1980-2000; Wisconsin Department of Administration, 2007

Given the aforementioned geographic constraints and restricted opportunities for physical growth, it is logical to assume that the population trend would experience a high degree of stability. However, population projection data (Figure 2) provided by the Wisconsin Department of Administration (DOA) indicate that Elm Grove will experience a population decline of 772 persons between 2000 and 2025. In contrast, Southeastern Wisconsin Regional Planning Commission (SEWRPC) data suggest that Elm Grove will gain population over future decades, and increase by 122 persons (1.9%) by 2025. This figure equates to a net gain of 24.4 persons every five years from 2000 to 2025.

FIGURE 2-2: POPULATION PROJECTIONS, ELM GROVE

Population	Projection Year				
	2000	2005	2010	2015	2020
Wisconsin Department of Administration					
6,369	6,111	5,948	5,802	5,672	5,597
Southeastern Wisconsin Regional Planning Commission					
6,369	6,393	6,418	6,442	6,467	6,491

Sources: Wisconsin Department of Administration, 2007; SEWRPC, 2007

It is important to note that population forecasts generated by DOA and SEWRPC do not consider the anticipated growth affiliated with additional housing units that will result from recently approved redevelopment proposals. In particular a 36-unit condominium facility is under construction within the St. Mary’s Triangle property, just west of the Juneau Boulevard/Watertown Plank Road intersection. The future introduction of additional dwelling space in the near-downtown area is also anticipated. Such considerations indicate that the growth trend in Elm Grove, although limited, will slope upward over the next few decades and that the projections proffered by the DOA may not accurately reflect future conditions.

Demographic Trends

Population Age & Gender

General trends in age distribution are an important factor when evaluating future demand for housing, schools, park and recreational facilities and social services. In 2000, the median age for the Village of Elm Grove was 45.7 years, a moderately higher figure than for Waukesha County (38.1 years), the state of Wisconsin (36 years) and the U.S. (36.4 years).

Figures 3a, 3b and 3c (below) document population statistics for seven separate age categories in Census years 1980, 1990 and 2000. On one end of the age spectrum, the population in the ‘Under 25’ age category decreased from 2,331 persons (34.6% of the total population) in 1980 to 1,823 persons (28.6% of the total population) in 2000. On the other end, the ‘65 and older’ population increased from 938 persons in 1980 (14% of the total population) to 1,429 persons in 2000 (22.5% of the total population). The 35-54 age range experienced minimal fluctuations in both directions between the years 1980 and 2000.

FIGURE 2-3A: 1980 CENSUS, ELM GROVE – 6,735 (TOTAL POPULATION)

Age Category	Population	Percentage of Total
Under 25	2,331	34.60%
25-34	454	6.70%
35-44	815	12.10%
45- 54	1,166	17.30%
55-64	1,031	15.30%
65-74	535	8.00%
75+	403	6.00%
Total	6,735	100.00%

Source: U.S. Census, 1980

FIGURE 2-3B: 1990 CENSUS, ELM GROVE – 6,261 (TOTAL POPULATION)

Age Category	Population	Percentage of Total
Under 25	1,680	26.80%
25-34	579	9.20%
35-44	908	14.50%
45-54	882	14.10%
55-64	920	14.70%
65-74	723	11.60%
75+	569	9.10%
Total	6,261	100.00%

Source: U.S. Census, 1990

FIGURE 2-3C: 2000 CENSUS, ELM GROVE– 6,369 (TOTAL POPULATION)

Age Category	Population	Percentage of Total
Under 25	1,823	28.60%
25-34	337	5.30%
35-44	958	15.00%
45-54	1,047	16.40%
55-64	775	12.20%
65-74	731	11.50%
75+	698	11.00%
Total	6,369	100.00%

Source: U.S. Census, 2000

Race and Ethnicity

The racial composition of Elm Grove in 2000 breaks down as follows: 97.1% white, 1.5% Asian, 0.4% African American, and 1% other. The Village’s non-white population increased 0.7% from 1990 to 2000.

Income Levels

The median household income of Elm Grove households in 2000 was \$86,212. This figure contrasts starkly with the U.S. (\$41,994), Wisconsin (\$43,791) and Waukesha County (\$62,839) median household income levels. As of 2000, 3.0% of the Elm Grove population was living below the poverty level. For Waukesha County, 2.7% of the population fell into this classification.

Education Levels

Education is a cornerstone of the Elm Grove community as demonstrated by Census 2000 data. For the population 25 years of age or older, 96.3% of the persons attained a high school diploma. In addition, 65.1% of persons hold a bachelor’s or higher degree, as compared to 24.4% of the U.S., 22.4% of Wisconsin and 34.1% of Waukesha County. In 2000, approximately 85% of students graduating from the Elm Brook School District matriculated to a four-year higher education institution.

Household Characteristics & Trends

Figure 2-4 represents the Department of Administration’s data identifying actual and projected household characteristics in Elm Grove beginning in 1990 (actual) and ending in 2025 (projected). Figure 5 demonstrates the same data according to the Southeastern Regional Planning Commission’s (SEWRPC) analysis. The two tables exhibit opposing trends; however, based on current and anticipated development in the downtown area, it is reasonable to conclude that the number of households would project slightly upward in future years.

FIGURE 2-4: PERSONS PER HOUSEHOLD, ELM GROVE, 1990-2025

	1990*	2000*	2005**	2010**	2015**	2020**	2025**
Household Population	6,261	6,369	6,111	5,948	5,802	5,672	5,597
Number of Households	2,290	2,494	2,403	2,371	2,341	2,307	2,288
Persons per Household	2.7	2.55	2.5	2.5	2.48	2.46	2.45

Source: U.S. Census 1990-2000; Wisconsin Dept. of Administration, 2007

FIGURE 2-5: PERSONS PER HOUSEHOLD, ELM GROVE, 1990-2025

	1990*	2000*	2005**	2010**	2015**	2020**	2025**
Household Population	6,261	6,369	6,393	6,418	6,442	6,467	6,491
Number of Households	2,290	2,494	2,513	2,532	2,551	2,570	2,589
Persons per Household	2.7	2.55	2.54	2.53	2.52	2.52	2.51

Source: U.S. Census 1990-2000; Southeastern Wisconsin Regional Planning Commission, 2007

Tenure

Out of 2,607 housing units counted in 2000, 2,224 of those units (89.2%) were owner-occupied and 270 (10.8%) were renter-occupied housing units. Of the 270 renter-occupied units, 96 were removed in 2003 in tandem with the removal of the Villager Apartments. A more accurate current total of renter occupancy would be approximately 174 units (6.0% -7.0% of total housing).

In Waukesha County, 76.4% of all housing units were owner-occupied, with the remaining 23.6% units renter-occupied. The owner-occupied rate for the adjacent City of Brookfield was exactly the same as Elm Grove (89.9%), while neighboring Wauwatosa (to the west in Milwaukee County) posted a 67.8% owner-occupied rate.

Housing Value

Owner-occupied housing increased from a median value of \$165,100 in 1990 to \$263,900 in 2000, representing a 60% increase. In 2004 the Village underwent a community-wide reassessment, after which time the average value of a single-family dwelling escalated to \$402,374. Median rents increased from \$561 to \$673 from 1990 to 2000, a 20% increase.

Housing Unit Construction

A recent trend in the Village, the result of an essentially built out environment, is to demolish existing single-family structures in order to facilitate new home construction. Since 2000, approximately 31 new homes have been constructed in the Village and nearly all of these new homes replaced houses that were torn down. This figure equates to an average of five new homes constructed in the Village annually.

Residential construction within the Village is not limited to single-family design. In October of 2006 ground was broken for The Watermark, a 36-unit condominium development located at the eastern edge of the Village's downtown area.

FIGURE 2-6: HOUSING CONSTRUCTION, 2000-2006

Housing Type	2000	2001	2002	2003	2004	2005	2006*
Single-Family	4	4	3	8	4	3	5
Multi-Family**	8	0	0	0	0	0	36
Total	12	4	3	8	4	3	41

Sources: Village of Elm Grove: * As of December 1, 2006 **Two or more attached units

Labor Force and Employment Trends and Forecasts

Labor Force Characteristics

Labor force for the Elm Grove community is defined as the portion of the population that is employed or available for work. Included in this definition are those people in the armed services, employed, unemployed, or actively seeking employment. Census 2000 data denote that the Village population of persons 16 and older was 4,888. Of those 4,888 individuals, 2,746 of them (56%) were in the labor force. Approximately 54% (2,618 persons) of those in the labor force were female. Of the 2,664 employed civilians aged 16 and over, 63.5% (1,692 persons) represent occupations in the management and professional fields (see Figure 2-7).

FIGURE 2-7: OCCUPATION AND LABOR FORCE (POPULATION 16+)

Occupation	Number	Percent
Management, Professional, and Related Occupations	1,692	63.5%
Service	204	7.7%
Sales and Office	535	20.1%
Farming, Fishing and Forestry	--	--
Construction, Extraction and Maintenance	75	2.8%
Production, Transportation and Material Moving	158	5.9%

Source: U.S. Census, Census 2000

Employment/Unemployment Levels

Within the Village's labor force, 82 workers claimed unemployment status, equating to a considerably low unemployment rate of 1.7%.

Commuting Patterns

According to Census 2000 data, 2,625 workers indicated they commuted to work. Nearly 85% of these workers indicated that they drove alone in a car, van or truck; only 5.2% made use of carpooling. The mean travel time was 17 minutes, suggesting that the majority of the labor force commute to other adjacent municipalities within the metropolitan area.

Employment Forecasts

Data from the Southeastern Wisconsin Regional Planning Commission (SEWRPC) indicate that the total number of jobs in the Village will increase by the year 2035. In 2000 it was estimated that there were 7,507 jobs in the Village. That number is projected to increase by 3%, or 223 jobs, by the year 2035.

Publically-Identified Issues and Opportunities

Identifying public priorities is a key component of the comprehensive planning process. Such priorities assist in yielding overarching goals, policies and objectives to guide Elm Grove's future development. At the onset of the Village's comprehensive planning efforts, a Public Participation Plan was adopted to ensure maximum public involvement throughout the planning process.

Citizen input was gathered throughout development of the plan to identify specific issues and opportunities confronting the Village. All meetings related to the creation of this Comprehensive Plan, including working sessions of the Ad Hoc Comprehensive Planning Committee, were open to the public. In addition to such meetings, specific public involvement activities were engineered to elicit additional information useful in crafting this community development tool.

Community-wide Survey

A household survey was prepared and distributed for the Comprehensive Plan as a means of gauging attitudes, levels of interest, concerns and priorities about topics such as utilities and infrastructure, transportation, housing, land use, and community design. Both quantitative and descriptive viewpoints related to capital improvements, municipal programs and services, new development and redevelopment were voiced by respondents.

A total of 3,370 surveys were circulated to Village residents and business owners and 1,049 surveys were completed and submitted to the Village, representing a 31% return rate. Such a notable level of participation indicates a strong interest in and commitment to the future of the Village.

A large number of survey responses identified the following topics of interest:

- Municipal Water in Business and Residential Districts
- New Condominium Units valued between \$250,000 & \$400,000
- Modifications to Watertown Plank Road that incorporate:
 - Pedestrian Paths and Sidewalk Improvements*
 - Street Trees*
 - Landscape Plantings*
 - Signage for Bicyclists and Pedestrians*
- Streets and Intersections
 - 124th Street (extension)*
- Village Paths
 - Juneau Boulevard and Highland Drive*



Stakeholder Workshop

A stakeholder workshop was conducted as a component of the Comprehensive Plan in early fall.

A large group of stakeholders (72 individuals invited), representatives from institutions, organizations, or groups that may be more directly impacted by planning and policy decisions than the general citizenry, were invited to attend the session to provide input regarding qualities of the Village to protect and retain and elements of the Village that should be examined for modifications or enhancements. Only six participants representing a school, a condominium association, the Library and the Business Association attended the forum. Conversations among this limited group generally supported the findings of the survey.

Youth Voice and Representation

An event involving over 100 young people in the planning process occurred in September. The goal of this planning task was to raise awareness and promote discussion of the Comprehensive Plan at the family-level.

Students from Tonawanda and St. Mary's schools participated in a presentation about planning, a walking tour of Village Park and a survey directed toward community development issues impacting youth. The planning exercise focused on publicly-accessible areas of the Village such as Village Park and the downtown area.

Comments, dialogue and results from the survey indicated a high level of interest and appreciation for the Village's public spaces. The planning for and construction of park facilities that accommodate winter sports and pedestrian movement (paths) were identified by the youth participants.

While there was a range of ideas related to improvements of the downtown area, a recurring observation focused on the desire for more "socially-engaging businesses", such as restaurants, cafes and coffee shops.

Public Open House

A public open house event was held on June 13, 2007 at Village Hall. Twenty-three (23) participants attended the session and provided comments about the plan. The majority of observations focused on future redevelopment of the downtown area, architectural standards for residential structures, and transportation system enhancements.

Public input was addressed through a formal response, and relevant concerns to the Plan have been incorporated into this document.

Public Hearing

A public hearing was held on August 1, 2007 at Village Hall. Several participants attended the session and provided comments about the draft plan.

Project Webpage

At the onset of the Village of Elm Grove Comprehensive Plan, a project webpage was established. The intent of the webpage was to provide Elm Grove residents, business

owners and other affected stakeholders and/or interested parties with relevant, up-to-date information related to the development of the Plan. Advertisements for upcoming events, draft Plan chapters for public review and an overview of the comprehensive planning project were just several of the informational components included on the webpage.

Newsletters

Three newsletters that described the planning process and development of the plan were distributed to all postal patrons of Elm Grove at pivotal stages of the project. In addition to providing information about the Comprehensive Plan, the newsletter outlined opportunities for public involvement.

Village-wide Goals and Guiding Principles

1. Maintain the distinct scenic and “small town” character of the Village through the preservation and enhancement of the physical and social environment.
2. Remain open to the development of housing choices that respond to the needs and market demand of Village residents.
3. Preserve and enhance the natural and cultural assets of the Village.
4. Promote an organized land use pattern that is complimentary to both residential and non-residential uses.
5. Provide a safe and efficient transportation system.
6. Favor high-quality economic redevelopment opportunities appropriate to the needs and character of the Village.
7. Encourage economic redevelopment that compliments and strengthens existing retail, service-oriented, and commercial businesses.
8. Ensure that new development is characterized by aesthetically satisfactory architecture that is compatible with neighboring properties.
9. Manage redevelopment so that the demand for services and facilities does not exceed the capacities of the utility systems, services, streets, schools, and other community facilities.
10. Support the efficient delivery of community utilities, facilities, and services that correspond with the expectations of Village residents.
11. Continue and build on mutually beneficial intergovernmental relations with surrounding and overlapping governments.
12. Seek County, State and Federal funding whenever possible in order to implement the goals and objectives of the Board of Trustees and Comprehensive Plan.