

Chapter 6

LAND USE

This chapter focuses on existing and future land uses in the Village with a specific focus on economic redevelopment opportunities. The chapter recognizes the high value of land within the Village and the need to create land use that promotes economic redevelopment within the Village's downtown business district and commercial corridors.

The terms “zoning” and “land use” are often used interchangeably, but they are actually different in nature. “Zoning” is the legal mechanism that stipulates which land uses are allowed, and the requirements and limitations placed on certain uses within a specific zoning district. The term “land use” refers to the type of activity that occurs on a piece of property. A comprehensive plan is a tool for future land use policy development, but it is not as legally binding as zoning in the State of Wisconsin.

A zoning district change, also referred to as a “rezoning” or “zoning map amendment”, can be requested by the landowner of a specific property or it can be initiated by the presiding jurisdiction to change the permitted use on a property. Conformance with the future land use map (Map 6) of the Comprehensive Plan is a basis for obtaining Village Board approval in a rezoning request. If the requested zoning district complies with the current Comprehensive Plan's land use designation, the Plan Commission has a strong foundation for recommending approval of the requested change.

The designated uses on the future land use map may be different than those that exist at present, and may be implemented at any point in the future. For purpose of this Plan, consistency between the future land use map and the official zoning map shall be achieved over time as applications for redevelopment or replatting of parcels are submitted to the Village.

The process to change zoning and land uses can be lengthy and a change to the Comprehensive Plan's land use designation, when required, must occur prior to a rezoning. However, as long as a property remains in the current zoning district, it can legally continue to function in its existing capacity despite its classification on the Comprehensive Plan's Future Land Use Map.



Using the Land Use Plan

The land use plan should be used when reviewing and approving changes in zoning, planned development overlays, conditional uses, land divisions, road alignments, circulation improvements and related redevelopment matters. In all cases, consistency with the land use plan should be a primary determinant of the recommendations and decisions made by the Village.

Land Use Goal, Objectives and Policies

Goal

Facilitate development and redevelopment.

Objective 1

Endorse land use patterns that are compatible.

Policies

- Encourage compatible mixed-use development that incorporates residential, office and retail in areas that are primarily designated for commercial land uses.
- Periodically review the zoning map and make amendments as necessary to prevent changing land use patterns from unnecessarily affecting existing uses.
- Ensure that the redevelopment of commercial properties remain sensitive to the nature of any adjacent residential areas in terms of design, use and operations.

Objective 2

Pursue intergovernmental cooperation on neighboring and regional land use issues.

Policies

- Continue to work with regional organizations on regional growth related issues and land use planning, such as environmental conservation and transportation issues.
- Continue to work with neighboring municipalities on redevelopment efforts that conjoin the Village's boundary, and along peripheral road corridors.

Objective 3

Provide the appropriate level of commercial land uses within the Village that meets the needs of residents and supports economic vitality.

Policies

- Preserve a strong component of commercial use on commercially zoned land, encouraging creative, balanced mixed-use projects.
- Work with developers during the conceptual planning process to create projects with as much economically viable commercial space as possible.

Objective 4

Encourage redevelopment and revitalization in existing commercial and limited-manufacturing areas.

Policies

- Continue to identify commercial properties that are underutilized or in need of renovation and explore strategies for revitalization when redevelopment is anticipated.
- Use public fiscal and non-fiscal incentives to stimulate the revitalization of existing businesses, structures, and underutilized commercial properties.
- Encourage parcel consolidations to enhance redevelopment potential and capitalize on these opportunities.
- Encourage redevelopment within the downtown area which facilitates pedestrian access and adequate parking accommodations.
- Work cooperatively with existing property owners on redevelopment.
- Encourage any new or redeveloping commercial or limited-manufacturing projects to be constructed as multi-story buildings.

Objective 5

Preserve the unique ambiance of all residential properties.

Policies

- Continue to employ existing building design standards as prescribed by Section 335-88 of the Zoning Code.
- Preserve current dwelling unit densities as prescribed by the various residential zoning districts identified in the Zoning Code.

Environmental Features

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) designated environmental features that may be considered as independent land uses or as overlays. Delineation of environmental features assists to maintain the integrity of the ecologically-important corridors and natural resource areas. The preservation of environmental corridors and isolated natural resource areas as natural open areas can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and maintenance of air quality (see *Chapter 5 for a description of environmental corridors and associated attributes*).

Land Supply, Demand and Value

Land Supply

There are 22 vacant residential properties (21.57 acres), and one vacant commercial property (2.0 acres) within the Village. The majority of these properties are considered “developable”, although several vacant parcels are environmentally constrained.

Lands that are “susceptible to change” due to various factors are properties that are currently developed but maintain potential for reinvestment (see Section E: “Areas Susceptible to Change”). Approximately 57.5 acres of commercial and limited manufacturing land have been identified for potential redevelopment in the future. However, reinvestment in a significant portion of acreage identified as “potential areas for future investment and reinvestment” (Map 7) will likely not occur until such land is removed from the existing floodplain. It is anticipated that the reconfiguration of the floodplain boundary, as approved by the Federal Emergency Management Agency (by means of a Letter of Map Revision, or LOMR) will eliminate flood risks to most commercial and limited manufacturing properties in the downtown area. Such reconfiguration is dependent upon submittal and subsequent approval of a LOMR.

FIGURE 6-1: VACANT LAND SUPPLY (2007), ELM GROVE

Land Use Classification (Existing)	Gross Acreage
Single Family Residential	21.57
Commercial	2.0
Total	23.57

FIGURE 6-2: LAND SUPPLY, AREAS OF POTENTIAL FUTURE INVESTMENT AND REINVESTMENT, ELM GROVE

Land Use Classification (Existing)	Gross Acreage
Commercial	44.2
Limited Manufacturing	13.3
Total	57.5

Land Demand

Since the Village of Elm Grove is a fully-built community, there is only a small percentage (roughly 5%) of total acreage that can be considered for development or redevelopment. Demands for redevelopment of commercial and limited manufacturing acreage will likely increase following reconfiguration of the floodplain boundary within the Village.

Growth forecasts indicate a stable residential population through the year 2025. The potential exists for existing single-family homes to be razed to make way for new (and possibly larger) single-family homes. It is more probable that regional land supply and demands will be met in adjacent suburban communities that have not yet experienced full build out.

Land Value

Land values are associated with a number of factors that include proximity to transportation corridors, visual access, neighborhood characteristics, environmental constraints, and proximity to less compatible land uses.

Property values in Elm Grove have increased in recent years. As a result of the 2004 revaluation, residential property values increased, on average, by 55% from 1995 to 2004. The Housing element of this Plan reinforces this statistic, as the average value of a single-family home in the Village is \$440,000 (2006). Additionally, it has been estimated that flood-control measures will boost the downtown property values by nearly \$29 million over the next 23 years, due to the elimination of flood risks for affected properties. Additionally, the conversion of limited manufacturing uses to commercial or mixed uses that incorporate a residential component will potentially augment the value of land related to a specific parcel as well as neighboring properties.

FIGURE 6-3: ASSESSED COMMERCIAL PROPERTY VALUES, ELM GROVE, 2007

Total Assessed Value* (land and improvements)	Total Acreage (66 properties)	Average Assessed Value/Acre
\$ 88,771,252.00	113.438	\$782,553

* Assessment extracted from tax records, Village of Elm Grove. Inventory includes two properties that support non-taxable uses, and therefore are assessed at a value of \$0.00.

Potential Areas for Future Investment and Reinvestment

Although opportunities for new development on vacant land are limited, there are instances of underutilized or aging properties that could be subject to redevelopment. The following section describes areas that are susceptible to undergo change in the future due to a range of variables (Map 7).

In general, commercial and limited manufacturing properties represent candidates that are susceptible to change and potentially undergo redevelopment, primarily due to market trends and economic variables. In particular, the anticipated reduction of floodplain boundaries associated with Underwood Creek will eliminate flooding risks to approximately eight private properties within the downtown area, and thereby increase their market values.

Commercial nodes or clusters that front Bluemound Road and Pilgrim Parkway could experience physical modifications and use intensities in the future, due to changes in neighboring transportation routes. Additionally, redevelopment of peripheral acreage within adjacent communities may serve as a catalyst that encourages modifications to neighboring commercial parcels that reside within the Village.



A	Corridor Commercial <i>Bluemound Road/Pilgrim Parkway</i>	13.4	<ul style="list-style-type: none"> • Potential future realignment of Watertown Plank Road near the southwest corner of the Village • Potential future intersection reconstruction at Watertown Plank Road and Pilgrim Parkway • Ongoing redevelopment of neighboring commercial parcels within Brookfield
B	Corridor Commercial <i>Bluemound Road (east of Elm Grove Road)</i>	2.1	<ul style="list-style-type: none"> • Vacant status
C	General Business <i>Knoll Road / South of Wall Street</i>	6.2	<ul style="list-style-type: none"> • Non-residential use within residential area • Existing conditional use of properties for commercial (office) purposes • Limited vehicular access and visibility as commercial/light manufacturing use
D	Mixed Use Residential & Commercial <i>North of Watertown Plank Road / West of Railroad Tracks</i>	10.9	<ul style="list-style-type: none"> • Diminished flood risks due to reconfiguration of floodplain along Underwood Creek (anticipated), and potential increase in land value • Existing limited manufacturing uses (storage and shipping) • Potential future street enhancements (bridge replacement)
E	Village Commercial <i>South of Watertown Plank Road / West of Railroad Tracks</i>	12.9	<ul style="list-style-type: none"> • Diminished flood risks due to reconfiguration of floodplain along Underwood Creek (anticipated), and potential increase in land value • Recent private investment
F	Village Commercial <i>South of Wall Street</i>	5.0	<ul style="list-style-type: none"> • Anticipated diminished flood risks due to reconfiguration of floodplain along Underwood Creek and potential increase in land value • Existing limited manufacturing uses (storage, shipping and assembly)
G	Village Commercial <i>North & South of Watertown Plank Road / East of Railroad Tracks</i>	7.0	<ul style="list-style-type: none"> • Diminished flood risks due to reconfiguration of floodplain along Underwood Creek (anticipated), and potential increase in land value • Recent private investment (adjacent acreage) • Implementation of street enhancements (2008 – Watertown Plank Road reconstruction)
TOTAL ACREAGE		57.5	* (Approximately 2.75% of Total Village Acreage)

Area A: Corridor Commercial

Bluemound Road/Pilgrim Parkway

Current reinvestment of properties (City of Brookfield) at the Pilgrim Parkway-Bluemound Road intersections will likely elevate the property value of this node for automobile oriented commercial uses in the short term.

Area B: Corridor Commercial

Bluemound Road (east of Elm Grove Road)

A two-acre parcel that faces Bluemound Road remains in a vacant condition, and represents a development opportunity for commercial use.

Area C: General Business

Knoll Road & South of Wall Street

Figure 6-5, along with the future land use map, suggest that over time the Knoll Road parcels, along with the Tapco parcel located south of Wall Street, could be used primarily as a lower intensity commercial/office setting. Such conditions are similar to current ones, despite the fact that the parcels are zoned M-1 Limited Manufacturing.

While the original uses of the parcels on Knoll Road that adjoin the railroad were intended for limited manufacturing uses, the Village has permitted commercial (office) activities as a conditional use via the Zoning Code. The five properties within this location currently impose few adverse impacts on neighboring residences, in large part due to limited vehicular traffic that access the businesses. While it is recommended that future use of these parcels remain commercial-focused, it is also reasonable to consider redevelopment of this acreage for residential uses.

Area D: Mixed Use Residential & Commercial

North of Watertown Plank Road / West of Railroad Tracks

The area to the north of Watertown Plank Road that lies west of the rail corridor has been examined for its redevelopment potential in previous planning exercises. Much of this area is susceptible to flooding, but will potentially fall outside of the Village's floodplain boundaries once stormwater management projects are fully implemented. Approximately two-thirds of this acreage (8.5 acres) is held in single ownership.

While much of this area is currently utilized for outdoor and covered storage and shipping, the location of these uses within the downtown area have become outmoded. Redevelopment of this area could accommodate more diverse uses (mixed residential and commercial) that support existing economic enterprise in the downtown area.

Area E: Village Commercial

South of Watertown Plank Road / West of Railroad Tracks

The Area to the south of Watertown Plank Road and west of the rail corridor represents an important location of economic activity in the Village that is anchored by a grocery store as one of the primary retail establishments. It is anticipated that private parcels within this area that have been subject to prior flooding will no longer be at risk, once the floodplain boundary is redrafted in the near future. Therefore, reinvestment of existing commercial properties may transpire with an increase in property values.

A portion of this area (eastern edge) may also be impacted by naturalization of the Underwood Creek channel (currently flowing through a box culvert) as outlined in a memorandum of understanding (MOU) between the Village and the Wisconsin Department of Natural Resources (DNR). Implementation of an open channel could result in a reduction of vehicular parking, but provide a natural amenity that may promote property reinvestment.

Area F: Village Commercial

South of Wall Street

The area south of Wall Street is characterized by a mix of commercial lo-rise office, commercial-institutional, and light manufacturing uses.

In particular, light-manufacturing uses (representing one-third of the acreage within this area) could potentially relocate to a more accessible facility in the future. It is expected that a portion of acreage in this area will also be excluded from the floodplain following reconfiguration of the floodplain boundary in the future.

Area G: Village Commercial

North & South of Watertown Plank Road / East of Railroad Tracks

The commercial area to the east of the railroad tracks is characterized by 16 commercial parcels that range in size from 0.10 to 0.84 acres. Future public reinvestment in this area will include reconstruction and enhancement of Watertown Plank Road. Private investment has recently occurred with the renovation and adaptive use of the former St. Mary's Church building (commercial – office), and ongoing construction of the 36-unit Watermark Condominiums and Town Bank facility.

Land Use Conflicts

A concern expressed by residents of Elm Grove is the need to retain the character of existing neighborhoods and the downtown commercial area. Although “character” is most often defined by the scale of buildings, density of development, traffic volumes, and aesthetic qualities, land uses can either augment or diminish the character of a community.

Proposed future land use designations endeavor to reduce potential land use conflicts to a greater degree by recommending conversion of selected light manufacturing uses to commercial uses, and encouraging a mix of retail, office and high-density residential within redeveloping core commercial parcels.

Projected Future Land Uses

A predominant theme of the future land use scheme for the Village of Elm Grove is one of retaining and preserving existing conditions. The future land use map recommends that all properties currently zoned residential and institutional, comprising well over 90% of the Village, be preserved as such uses during the planning period.

In most cases, land use changes are recommended to create a more efficient pattern of land development, to eliminate land use conflicts, and to promote redevelopment that contributes in a positive manner to a community. The primary land use changes involve the conversion of limited manufacturing to commercial or commercial mixed-uses that incorporate residential dwelling units (see Map 6).

A revised land-use classification system that differs slightly from the existing system has been developed to help organize and arrange future land-use areas in the Village. A land use classification system is necessary to accurately reflect the Village's intentions for the type, intensity, and location of future land uses anticipated under this Comprehensive Plan.

FIGURE 6-6: FUTURE LAND USE CATEGORIES AND ACREAGE, ELM GROVE

EXISTING Land Use Category	Total Acres	% of Total Area	FUTURE Land Use Category	Total Acres	% of Total Area
Residential					
Single Family Residential	1629.8	78.2%	Single Family Residential	1654.0	79.4%
Multifamily Residential	64.5	3.1%	Multifamily Residential	65.6	3.1%
Commercial					
Commercial	102.4	5.0%	Village Commercial	35.1	1.7%
			General Business	6.8	0.3%
			Mixed-Use Residential & Commercial	10.9	0.5%
			Corridor Commercial	49.7	2.4%
Limited Manufacturing					
Manufacturing	46.2	2.2%	Limited Manufacturing	32.9	1.6%
Government & Institutional					
Government & Institutional	135.1	6.5%	Government & Institutional	135.1	6.5%
Recreational					
Recreational	94.0	4.5%	Parks and Recreation	94.0	4.5%
TOTAL	2084.1	100%	TOTAL	2084.1	100%
Environmental Overlays					
Isolated Natural Resource Area	5.4	0.3%	Isolated Natural Resource Area	5.4	0.3%
Secondary Environmental Corridor	24.5	1.2%	Secondary Environmental Corridor	24.5	1.2%

** This total acreage figure includes acreage in public and private road rights-of-way.



Land Use Implementation Strategies

Project or Action	Responsible Party	Timeframe
LAND USE		
Work with existing landowners.	Village Staff Board of Trustees	Ongoing
Work with planners and leaders from adjoining local units of government.	Village Staff Board of Trustees	Ongoing
Work with the Wisconsin Department of Transportation if modifications to Bluemound Road (State Highway 18) are proposed in the future.	Village Staff	Ongoing