



# The Village of Brown Deer *Comprehensive Plan 2030*





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## Chapter One

# Issues and Opportunities



## 1. INTRODUCTION

The Village of Brown Deer began its comprehensive planning process in February 2008. Over a 15-month period, Village officials and staff worked with residents, businesspeople, employees and other stakeholders to produce a plan to guide Brown Deer over the next 20 years.

All communities in Wisconsin are required to adopt Comprehensive Plans by January 1, 2010. After that date, all zoning and development decisions must be consistent with the Plan. The Brown Deer Comprehensive Plan combines rigorous data analysis, creative thinking and the expertise of Village stakeholders to produce a blueprint to achieving the community's vision for its future.

The Comprehensive Plan addresses many aspects of life in the Village, recommending policies and initiatives for:

- The mix of development preferred by Brown Deer residents,
- Housing options and neighborhood preservation,
- Opportunities to redevelop shopping districts and other areas,
- Transportation in the Village, including walking and bicycling,
- Parks, community space and natural resources, and
- The efficient provision of municipal services.

The Village of Brown Deer Comprehensive Plan was adopted by the Village Board on [Date here] in accordance with Wisconsin statute.

This chapter of the Brown Deer Comprehensive Plan – Issues and Opportunities – includes a description of the context in which the plan was undertaken (including Wisconsin’s comprehensive planning structure), a description of the planning process, an analysis of basic demographic and economic conditions, a description and analysis of the public participation process, and a discussion of key issues and opportunities in Brown Deer. The chapter concludes with an overview of planning goals and objectives used to guide the development of this plan’s recommendations.

### ***1.1 Comprehensive Planning in Wisconsin***

Communities are constantly changing. People move in and out. The needs of families change as children grow older. Houses change hands. Buildings are constructed. New stores open. In addition to these internal changes, all communities change in relationship to external conditions such as the economy, the environment and the activities of neighboring cities and villages.

A comprehensive plan is a community’s adopted policy guide for physical improvement and development. It considers not only the immediate needs and concerns of the community, but also projects improvements and development into the future. A comprehensive plan provides a basis for zoning decisions, subdivision regulations, capital improvement plans and other municipal initiatives, all of which are used to implement planning policies and recommendations.

In its 1999-2001 biennial budget, the State of Wisconsin adopted a Comprehensive Planning Law. Section 66.1001 of the state statutes requires all communities that control land use through zoning and other means to complete a Comprehensive Plan by January 1, 2010. The “Smart Growth” law provides a framework for the development, adoption and implementation of a comprehensive plan, and defines nine elements that the plan must address:

- Issues & Opportunities
- Agricultural, Natural and Cultural Resources
- Housing
- Economic Development
- Transportation
- Utilities and Community Facilities
- Land Use
- Intergovernmental Cooperation
- Implementation of the Plan

The law also requires public participation during all phases of plan development to ensure that the plan meets the real needs of stakeholders. Upon adoption by the Village, all zoning, subdivision and other land use controls must be consistent with the plan. It is designed to make land use decisions predictable and in the best public interest.

## 2. CREATING THE BROWN DEER COMPREHENSIVE PLAN

The Brown Deer Comprehensive Plan process was organized around three basic phases:

- Identifying issues and opportunities,
- Synthesis of draft plan elements, and
- Refinement and adoption.

Each phase included extensive public involvement opportunities for stakeholders to guide the development of the plan. The entire process was overseen by the Village’s Plan Commission, which includes elected officials and citizens.

### 2.1 Issues and Opportunities Phase

The first six months of the planning process were devoted to identifying Brown Deer’s vision for its future. Combining an analysis of population, economic, land use and environmental data, historical trends and past vision exercises with stakeholder interviews and two community workshops, the phase culminated with the articulation of goals and objectives for the Village’s next twenty years. Please reference Appendix A for the results of the visual preference survey and Appendix B for the public participation plan as well as the summaries of the public involvement events.

### 2.2 Synthesis of Plan Elements Phase

The planning team, led by Village staff, the Plan Commission and planners from URS Corporation, addressed the community’s goals and objectives in each of the plan areas. A special focus was placed on “Opportunity Areas” identified and prioritized by stakeholders, places that are likely to change over the next two decades. The community vision was refined with a visual preference survey and a redevelopment focus group.

### **2.3 Refinement and Adoption Phase**

The draft plan elements were circulated to stakeholders in Brown Deer and neighboring communities. Citizens were able to learn about the draft elements and help refine them at a Community Open House and a public hearing. Once editing was complete, the Village Board adopted the comprehensive plan by resolution. Please reference Appendix C for the Plan Commission's resolution recommending the Plan and Appendix D for the ordinance approved by the Village Board to adopt the Plan.

## **3. WHO WE ARE AND WHERE WE LIVE**

Throughout the planning process, Brown Deer stakeholders placed special emphasis on the issue of the Village's identity. How is the Village perceived by its residents, the residents of other communities on Milwaukee's "North Shore," and in the Milwaukee metropolitan area? And related: How should Brown Deer project its desired image to the larger community? This section focuses on Brown Deer's vision of itself, and related data analysis exploring that image. In many cases, data analysis compares Brown Deer to surrounding communities in an effort to shed light on the questions above.

### **3.1 Village of Brown Deer Vision Statement**

In 2003, the Village undertook a visioning process. At the end of that process, the Village Board adopted the statement shown in Figure 1.1 to guide the governance of Brown Deer. The Plan Commission reaffirmed the legitimacy of the Vision Statement to guide the development of goals, objectives and recommendations for the Brown Deer Comprehensive Plan. Each chapter of this plan makes reference to applicable text from the Vision Statement.

Figure 1.1 Brown Deer Vision Statement

**In our vision of Brown Deer in the year 2024 and beyond,  
the following statements will be true.**

**Brown Deer citizens will be bound together by our shared values.**

*We will be a diverse community of different ages, races, and cultures, who believe in the value of quality education, family and friends, well-maintained property, safe streets and neighborhoods, and pleasant surroundings. We will be friendly, neighborly, and welcoming to all who want to share in our community life.*

**Brown Deer will be a beautiful suburban village.**

*Our village will be scenic, well tended, and green. Our urban forest, parks, and public property will be well maintained. We will take pride in our homes and yards and strive to maintain the green, open, suburban atmosphere of our community.*

**Brown Deer will be a collaborative and entrepreneurial village.**

*We will provide a full range of quality services in a professional and cost-effective manner through successful collaborations within our community. While maintaining our independent Village identity, we will cultivate successful collaborations with our neighbors. We will provide an atmosphere that is conducive to entrepreneurial development.*

**Brown Deer will be a community that provides a high quality of life.**

*Our village will be a desirable place to live, learn, work, visit, shop, dine, and enjoy recreational opportunities. Our village will have a range of housing choices available for people of all ages and stages of life. Our Brown Deer school system will continue to graduate students who adapt, thrive and excel in a changing world. Our location will provide easy access to regional employment opportunities and a variety of urban amenities in the larger metro-Milwaukee area including professional sports, music, theatre, nightlife, and museums.*

### **3.2 Brown Deer in Metropolitan Milwaukee**

The Village of Brown Deer is located in north central Milwaukee County. It occupies approximately 2,816 acres of land area (4.4 square miles) bounded by the City of Milwaukee to the west and south, the Milwaukee River and Village of River Hills to the east, and Ozaukee County and the City of Mequon to the north. Figure 1.2 shows the Village in its geographic context. Brown Deer is bisected into northern and southern halves by WIS 100 (Brown Deer Road). WIS 57 (Green Bay Road) travels from north to south along the Village's eastern edge.

In Milwaukee County, the City of Glendale and the Villages of Shorewood, Whitefish Bay, Fox Point, Bayside and River Hills along with Brown Deer comprise the so-called "North Shore" suburbs. These communities have generally higher than average incomes than Milwaukee County as a whole, and are known for their quality school systems, safety and high quality of life.

Figure 1.3 presents an overview of major features of the Village, including primary roadways, Village limits, and waterways.

### **3.3 Stakeholder Issues and Opportunities Regarding Village Identity**

Brown Deer's identity and the way the Village is perceived in the Milwaukee metropolitan area proved to be a recurrent theme for stakeholders. Through a variety of public participation methods (see Appendix B), including community visioning workshops, Village leaders and stakeholders from the general public articulated their feelings about Brown Deer's identity. Participants largely felt that Brown Deer differs from the other North Shore communities in that it is more affordable and more diverse. Community members praised Brown Deer's affordability and diversity as a deciding factor in their decision to locate in the Village. A frequent comment was that Brown Deer was a great place to raise a family because it was safe, quiet, had good schools, and was conveniently located within the Milwaukee area.

However, stakeholders also expressed concern that the Village's affordability and diversity, along with indistinct boundaries, contribute to the image of Brown Deer as a "transitional" community, a step up from Milwaukee, but not truly a member of the North Shore. There exists a strong perception that the Village is currently undergoing dramatic demographic changes, becoming more diverse. Finally, stakeholders voiced an opinion that some physical distinction – such as consistent streetscaping or improved signage – could bolster Brown Deer's sense of uniqueness. Below are a few representative comments. Please reference Appendix B for a more complete list of public comments.

*"It's a fabulous, affordable place for families to live with a rich diversity of people."*

*"Brown Deer is a quiet suburban community that is located convenient to city attractions and has easy access to shopping, parks, and schools. Brown Deer has a peaceful and safe atmosphere."*

*"Brown Deer is a place that is convenient, safe, and comfortable. Our kids are educated to be able to work with all people. We love it!"*

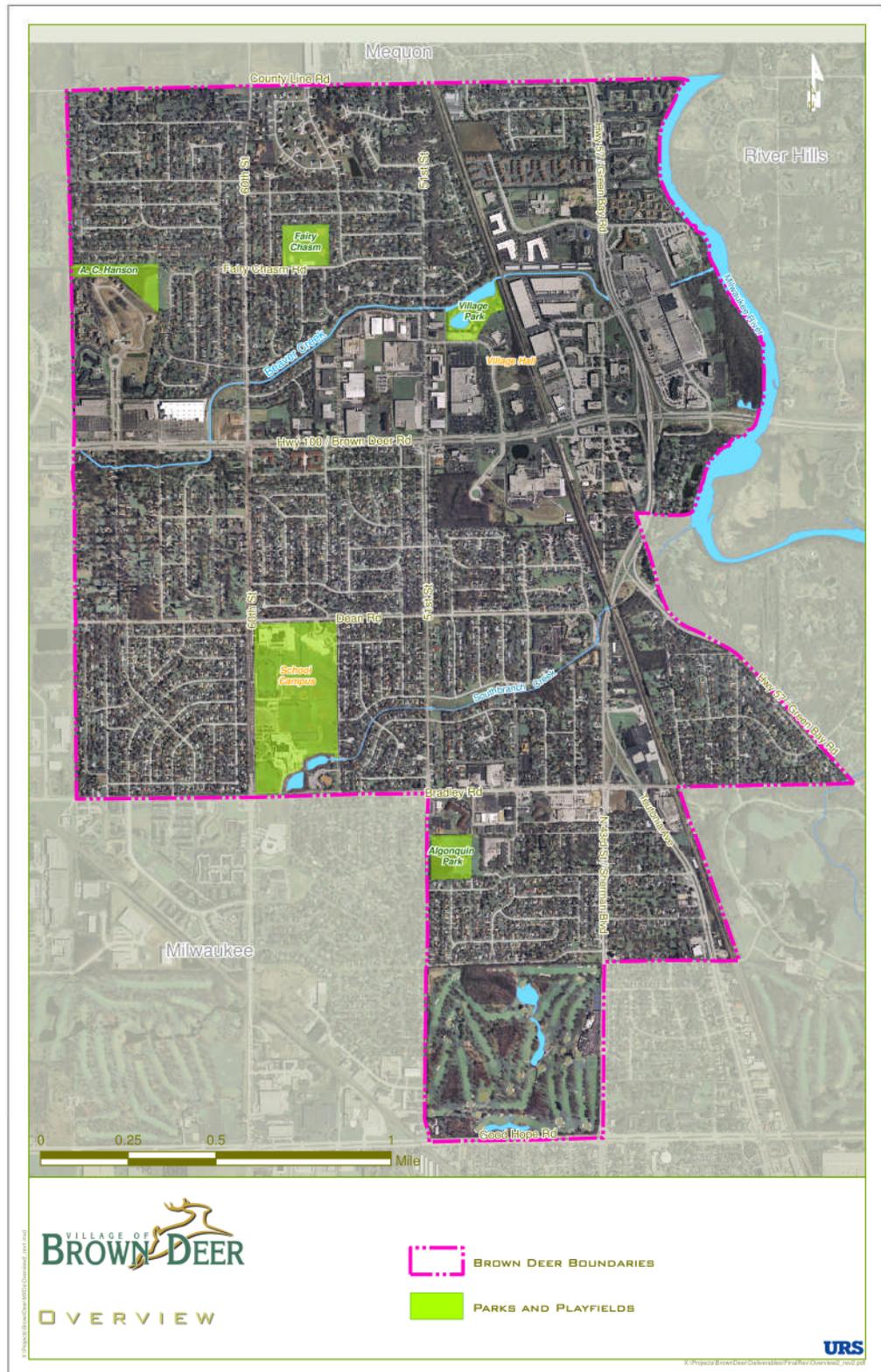
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Figure 1.2: Village Location in the Milwaukee Metropolitan Area



Source: URS

Figure 1.4: Village of Brown Deer



*“Brown Deer has the potential to be a model of integration in a highly segregated Milwaukee and greater Milwaukee reality. We need to work at getting to know one another and accent the positive.”*

*“People don’t know what Brown Deer’s boundaries are.”*

*“The diverse population is scary to [others in the metro area] so they view Brown Deer as more dangerous.”*

*“Some people lump Brown Deer in with ‘North Shore’ communities; others consider it an extension of Milwaukee.”*

*“Everything along Brown Deer Road is sometimes considered Brown Deer.”*

*“How about building a running path circuit around Brown Deer in order to establish boundaries?”*

*“Brown Deer Road: Need a better sign at eastern edge of Village, in the middle of Brown Deer road.”*

Village officials, staff, and people active in the Brown Deer community were also identified for in-depth interviews. They expressed concerns about Brown Deer’s identity being misunderstood in the metropolitan area. They felt the Village is perceived as a “low value” suburb compared to its North Shore neighbors, a “transitional area” between the City of Milwaukee and Mequon. The Village’s diversity contributes to this misunderstanding, but many interviewees felt that this diversity could be projected as an asset for Brown Deer’s identity. “It’s the real world,” one stakeholder said. “Parents may have an issue with Brown Deer’s diversity, but their kids do not.” Another noted: “We should embrace our diversity to enhance our place in the North Shore.”

Other assets relating to the Village’s identity included the Village’s small-town feeling, with owner-occupied housing, proximity to downtown Milwaukee, affordable, high-quality housing stock relative to neighboring communities, and good schools.

*“Brown Deer is a good place to come and live. Move in when young, then move up. It’s quiet, nice. Traffic isn’t too bad. Life is a little bit better. It’s close to downtown.”*

*“We’re just as “good” as any other community; we just offer a different choice.”*

*“Brown Deer has an inferiority complex. There is nothing quaint about Brown Deer, and wide roads split up the Village. There is no unifying feature, and therefore the Village is viewed as a buffer between the City of Milwaukee and Mequon.”*

*“We have to work at being a good neighbor to Milwaukee, rather than distancing ourselves from the City.”*

*“Quality schools attract families. Families keep the core of a community together. Without schools, you run the risk of becoming a pass-through community.”*

*“There is the perception that Brown Deer is a stepping-stone community. It is the lowest-priced suburb on the North Shore. It’s the way to get into a suburb. Sometimes, we are perceived as a “low-grade” suburb. The slum of suburbs.”*

### 3.4 Describing Brown Deer with Data

Because questions of Village identity and place in the Milwaukee metropolitan area loomed large for stakeholders, the data analysis portion of this chapter includes regional or contextual data in a number of demographic and economic categories. This is the case as well for the data analysis sections in many of this Plan's individual chapters.

#### 3.4.1 Population Trends

Brown Deer's population as recorded in the 2000 US Census was 12,170. In 1990, the Village recorded 12,236 residents. This represents a decline of 0.5% over the decade, or an average decline of 0.05% annually. Over this period, the population of Milwaukee County as a whole declined by 2.0%, while the North Suburbs (less Brown Deer) declined in population by 3.0%.

According to estimates and projections provided by the Wisconsin Department of Administration (DOA), Brown Deer's modest population loss is likely to accelerate over the coming decades. Table 1.1 summarizes forecasted population trends in Brown Deer, the North Shore, and Milwaukee County between 2000 and 2030.

In this table, the 2000 figure is from the US Census, the 2005 figure is the DOA's estimate, and the remaining figures are DOA projections. Brown Deer's population is projected to fall by nearly 14% over the period, and all the North Shore suburbs are projected to lose population, as is the County as a whole.

**Table 1.1: Population Trends**

Geography	2000	2005	2010	2015	2020	2025	2030	Change 2000-2030		
								Number	Percent	Annual
Brown Deer	12,170	11,811	11,548	11,386	11,185	10,890	10,496	-1,674	-13.8%	-0.5%
North Shore Suburbs	66,521	64,833	63,428	62,579	61,513	59,935	57,804	-8,717	-13.1%	-0.4%
Milwaukee County	940,164	938,497	929,208	928,077	923,910	912,020	891,445	-48,719	-5.2%	-0.2%

*Source: Wisconsin Department of Administration*

### 3.4.2 Household Trends

The number of households in the Village of Brown Deer is likewise projected to decrease between 2000 and 2030. Table 1.2 documents the DOA's forecasts.

The rate of decline is slower than that for population because the Village's average household size is also forecasted to diminish, from 2.37 persons per household in 2000 to 2.14 persons per household in 2030. The Housing chapter of this Plan contains further details on household size data.

**Table 1.2: Household Trends**

Geography	2000	2005	2010	2015	2020	2025	2030	Change 2000-2030		
								Number	Percent	Annual
Brown Deer	5,134	5,158	5,130	5,117	5,100	5,021	4,912	-222	-4.3%	-0.14%

*Source: Wisconsin Department of Administration*

### 3.4.3 Demographic Trends

The Village is known for the diversity of its population. With regard to race, Brown Deer is more diverse than any other North Shore community. In 2000, approximately 12.5% of the Village's population was African-American, and approximately 3% of the population identified itself as Hispanic (of any race). While Brown Deer is more diverse than other suburban Milwaukee communities, the proportion of African-American residents is only half that of Milwaukee County as a whole. Table 1.3 details selected data on race and ethnicity from the 2000 Census. School officials noted that in 2008, the Brown Deer School District became a "majority minority" district for the first time.

**Table 1.3: Race and Ethnicity**

Geography	Race			Ethnicity
	White	African-American	Asian	Hispanic
<b>Village of Brown Deer</b>	<b>82.8%</b>	<b>12.5%</b>	<b>2.3%</b>	<b>3.0%</b>
City of Glendale	87.3%	8.1%	2.1%	2.8%
Village of River Hills	86.6%	4.5%	6.4%	2.9%
Village of Bayside	93.3%	2.9%	1.2%	1.5%
City of Mequon	94.4%	2.4%	1.4%	1.5%
City of Milwaukee	50.3%	37.0%	2.7%	11.9%
State of Wisconsin	89.0%	5.6%	1.5%	3.6%

*Source: US Census 2000*

**Table 1.4: Population by Race, 2000 and 2007**

	<b>2000</b>	<b>2007</b>
White	82.8%	76.0%
African-American	12.5%	17.1%
Two or more races	1.9%	2.7%
Asian	2.3%	3.0%

*Source: US Census 2000 and Claritas*

Estimates provided by Claritas, a demographic data source producing intra-decennial population estimates and projections, reveals that Brown Deer's population is trending toward increasing diversity. Between 2000 and 2007, the proportion of Village residents who are white is estimated to have decreased by 6.8%, while the proportion of African-American residents is estimated to have grown by 4.6%. Salient estimate data are shown in Table 1.4. If these trends were to hold

true throughout the planning horizon, Brown Deer would have an estimated 54% white population in 2030, and approximately 32% of the Village's population would be African-American in that year.

Brown Deer residents perceive the population as being relatively old. In fact, the Village is considerably older than Milwaukee County and the adjacent areas of the City, but a little younger than nearby North Shore communities. These data from the 2000 Census are shown in Table 1.5. At 60%, a greater proportion of Brown Deer's population is of working age – between 18 and 65 – than is the case for all of its neighbors except for River Hills.

**Table 1.5: Age Distribution, 2000**

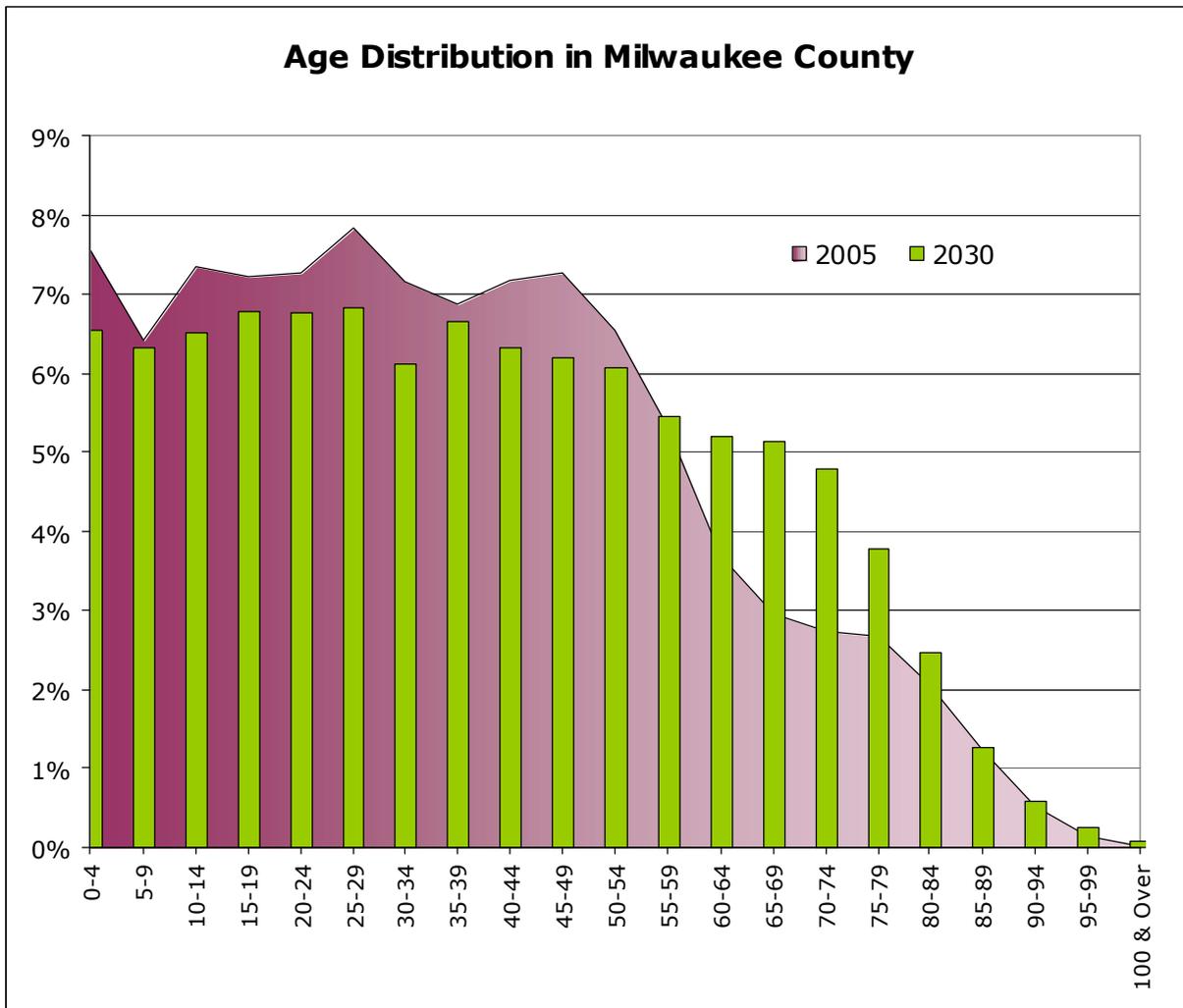
<b>Geography</b>	<b>Under 18</b>	<b>18-65</b>	<b>Over 65</b>	<b>Median Age</b>
Village of Bayside	24%	56%	21%	47
City of Glendale	20%	55%	25%	46
Village of River Hills	25%	60%	15%	46
<b>Village of Brown Deer</b>	<b>21%</b>	<b>60%</b>	<b>19%</b>	<b>42</b>
City of Mequon	30%	57%	14%	42
City of Milwaukee	30%	59%	11%	31

*Source: US Census 2000*

The Wisconsin Department of Administration provides county-level forecasts for age distribution. Overall, Milwaukee County is expected to see increases in the proportion of its population between 55 and 84 years of age between the present and 2030. This trend is illustrated in Figure 1.4.

The allocation of these populations throughout Milwaukee County is unpredictable. However, Brown Deer's African-American population tends to be younger than does the white population. This disparity in ages is particularly evident among that portion of the population under 19 and over 65. Among whites, 20% of the population is 18 or younger, while for blacks that figure is 29%. At the other end, 21% of whites were older than 65 in 2000, while only 9% of black residents fell into that cohort. These data, combined with the demographic trend toward greater racial diversity, could have implications for transportation and housing needs in the Village, as well as for schools and other community facilities. For example, youth and senior citizens need greater access to alternative modes of transportation, and a three-bedroom home may not be appropriate for either a large family or an empty-nest household.

Figure 1.4: Milwaukee County Age Distribution Estimates and Projections



Source: Wisconsin Department of Administration

For educational attainment, Brown Deer’s population somewhat lags those of its North Shore neighbors. As shown in Table 1.6, nearly 28% of Village residents over the age of 25 attained a high school diploma as their highest degree. For surrounding suburban communities, this figure is lower, ranging from 11% in River Hills to 20% in Glendale since several neighboring communities have higher levels of post-secondary education. Educational

Table 1.6: Educational Attainment, 2000

	Highest Degree Earned	
	High School Diploma	Bachelor Degree
<b>Village of Brown Deer</b>	<b>26.7%</b>	<b>21.4%</b>
City of Glendale	20.0%	25.0%
Village of River Hills	10.9%	38.9%
Village of Bayside	13.6%	35.0%
City of Mequon	13.4%	37.1%
City of Milwaukee	30.2%	12.3%

Source: US Census 2000

**Table 1.7: Median Household Income, 2000**

	<b>Median Household Income</b>
<b>Village of Brown Deer</b>	<b>\$50,847</b>
City of Glendale	\$55,306
Village of River Hills	\$161,292
Village of Bayside	\$88,982
City of Mequon	\$90,733
City of Milwaukee	\$32,216

Source: US Census 2000

attainment in Brown Deer is considerably higher than that for City of Milwaukee residents, with approximately half the rate of bachelor degree earners than the Village.

Household income levels are correlated to educational attainment, and this fact is reflected in Brown Deer's median income (in 1999 dollars) of \$50,847. This is lower than median incomes in other North Shore communities, which range from 9% higher in Glendale to more than 200% greater in River Hills. Village households had incomes in 1999 about 1/3 higher than the median Milwaukee household. These data are

shown in Table 1.7. According to an estimate by Claritas, a private data collection agency, by 2007, the median household income in Brown Deer is estimated to have increased to \$54,712, a nominal gain (not accounting for inflation) of nearly 8%.

#### **4. PLANNING CONTEXT**

The present effort marks the first comprehensive planning process for the Village of Brown Deer since 1965. The Village has undertaken several planning processes as direct forerunners of this comprehensive plan. These include:

**Village of Brown Deer Master Plan. Carl L. Gardner & Associates, Chicago, 1965.** Completed in 1965, this is the last comprehensive plan undertaken by the Village. The plan provides a unique historical perspective on Brown Deer's development. At this point in the Village's development, significant portions of the Village were undeveloped and the median age of a resident was about 25 years old.

Many of the plan's recommendations were implemented. Some of the major recommendations were to provide more multi-family housing to accommodate a population that would be getting older, to develop regional shopping centers at Brown Deer and Green Bay Roads, and to reserve undeveloped land for industrial use in order to capitalize on the growth in the manufacturing sector that Milwaukee was experiencing at this point.

**Village of Brown Deer Land Use Study. James T. Barry Co. and Inc. and Kahler Slater and Fitzhugh Scott, Inc., 1975.** When this plan was created, Brown Deer still had contiguous undeveloped parcels, despite rapid development over the past decade. The plan recognized the need to develop a cohesive land use strategy in order to prevent haphazard development. Major recommendations included maintaining public access to the Milwaukee River, promoting bicycle facilities, building multi-family developments in the north-east corner of the Village along the Milwaukee River, providing a system of continuous greenways along the creeks,

maintaining attractive industrial parks, and encouraging a specialized shopping district in the Original Village.

**A Land Use Plan for the West Bradley Road Corridor in the Village of Brown Deer, Milwaukee County, Wisconsin. Southeastern Wisconsin Regional Planning Commission (SEWRPC), 1992.** In response to shop owners' concerns that it was increasingly difficult to maintain businesses along Bradley Road because of competing commercial activity along Brown Deer and Green Bay Roads, the Village asked SEWRPC to evaluate the current commercial land use designation for the West Bradley Road corridor. The study concluded that the corridor would be able to support some smaller-scale neighborhood-oriented commercial or office use, but that some of the land could be rezoned to single or multi-family residential.

**Community Resident Perspectives of Brown Deer and Assessment of Local Services. University of Wisconsin-Milwaukee: Urban Research Center, 1995.** The purpose of this study was to evaluate the level of satisfaction for services provided by the Village as well as to determine changing demands for services. The report concluded that residents were generally content with the level of service and quality of life in Brown Deer. Survey results showed that most residents opposed an increase in taxes or fees to fund new or expanded services.

**Visioning Brown Deer's Future. Public Management Partners, 2003.** The Brown Deer Vision Project was initiated to engage the community in developing a long term vision for the Village. The report contains demographic information about Brown Deer, an inventory of the strengths and weaknesses of the Village, and a vision statement for the future.

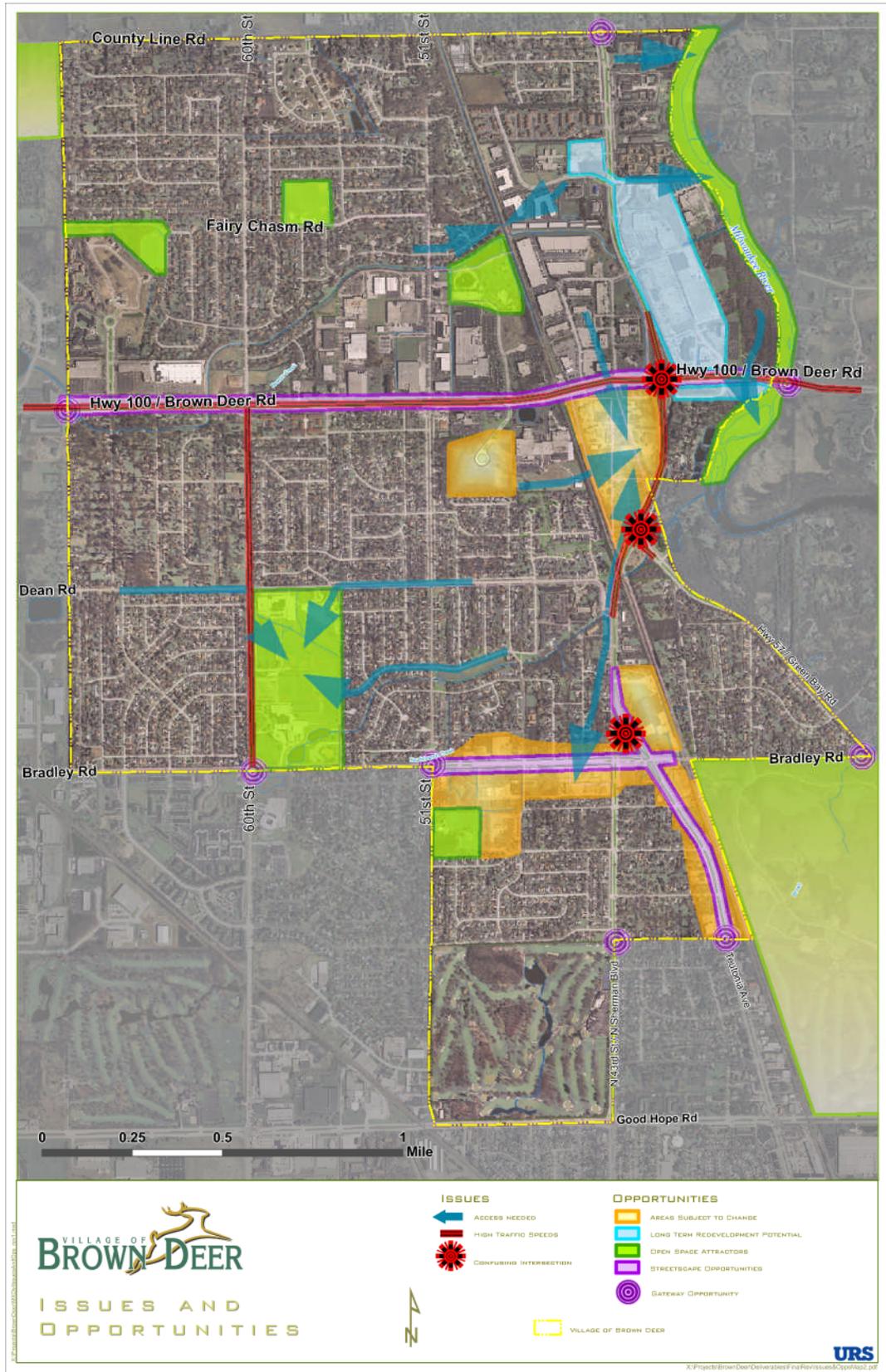
These and numerous regional and state plans were consulted in the development of this document. Details on planning context is included in each chapter of the Brown Deer Comprehensive Plan.

## 5. ISSUES AND OPPORTUNITIES FOR THE FUTURE OF BROWN DEER

Through the stakeholder involvement and data analysis processes, an "Issues and Opportunities Map" of the Village of Brown Deer was produced. This map, illustrated in Figure 1.5, shows areas that are considered to be a high priority, areas that are likely to change in the future, and areas with assets that should be leveraged in future planning efforts. Areas for future focus include:

- The Brown Deer Road and Bradley Road corridors,
  - The Original Village area, south of Brown Deer Road and west of Green Bay Road,
  - The commercial district north of Brown Deer Road and east of Green Bay Road,
  - Access to shopping, parks and community facilities,
  - Complex intersections, and
  - Locations for gateway features to enhance the Village's identity.
-

Figure 1.5: Issues and Opportunities Map



Source: URS

## 6. ORGANIZATION OF THIS COMPREHENSIVE PLAN

The Village of Brown Deer Comprehensive Plan is organized into nine main chapters, as delineated in Section 1.1. Each chapter includes the results of stakeholder involvement activities relevant to its subject, data analysis, a description of planning context, and recommendations to meet the Village's goals and objectives. The final chapter – Implementation – details a general timeline and responsible parties for implementing the plan recommendations, along with specially-designed tools to enable Village staff and elected officials to ensure that the plan's spirit is carried forward in their everyday decision making processes.

## 7. GOALS AND OBJECTIVES FOR BROWN DEER'S FUTURE

Following analysis of stakeholder involvement activities, the Brown Deer planning team worked with Village staff and the Plan Commission to develop a set of goals and objectives for each element of the Comprehensive Plan. Goals, in the planning sense, are articulations of desired future states. Objectives comprise measurable interim steps in achieving those goals.

To develop the goals and objectives for Brown Deer's Comprehensive Plan, the team sorted and organized all the comments and information gathered through the initial set of stakeholder involvement activities and the Village's existing Vision Statement. These comments were arranged into sets of values to be expressed in the goals and challenges to be addressed in the objectives. The values and challenges were crafted into a first set of draft goals using the nominal group process (structured brainstorming). After a facilitated session with Village staff for review and refinement, the draft goals and objectives were forwarded to the Plan Commission for further review. The final draft goals and objectives were posted to the Comprehensive Plan website, and stakeholders were alerted with an email that comments were welcome.

### *Understanding Brown Deer's Comprehensive Planning Goals and Objectives*

- Though the goals and objectives are numbered, this does not imply any system of priorities. All the goals and objectives are considered to be of equal importance by the Village of Brown Deer Plan Commission.
  - During the planning process, the issue of Village's identity in metropolitan Milwaukee emerged as a consistent theme. Therefore, objectives that particularly relate to bolstering the Village's image are demoted with a flag symbol.  Sustainable redevelopment also emerged as an important theme. As a result, objectives that deal specifically with best management of natural resources are labeled with a globe symbol. 
  - In the goals and objectives, "Village" refers to the Village of Brown Deer elected and appointed officials and staff, the actors who must implement the recommendations of this Comprehensive Plan.
  - The recommendations in the following chapters of the Comprehensive Plan are designed to directly and indirectly address these goals and objectives.
-

## NATURAL RESOURCES

<b>Goals</b>	<b>Objectives</b>
1. The Village will maintain and operate quality open space, parks, and natural resources to provide enjoyment and varied recreational opportunities.	<p>1.1 Continue to explore opportunities to expand open space and parks to enhance Village identity</p> <p>1.2 Encourage public and private partnerships for the maintenance and improvement of parks and open space</p> <p>1.3 Develop a Parks and Open Space Plan</p> <p>1.4 Promote awareness of parks, programs, and open space to enhance Village identity</p>
2. The Village will prioritize stewardship of natural resources and encourage sustainable practices in Village operations, development and redevelopment.	<p>2.1 Evaluate, develop and codify best management practices for environmental stewardship in the zoning code as a means to enhance Village identity</p> <p>2.2 Increase awareness of sustainability initiatives in the Village</p>
3. The Village will improve access to waterways, parks, and natural resources.	<p>3.1 Explore options for access to the Milwaukee River</p> <p>3.2 Improve access to parks</p>

## ECONOMIC DEVELOPMENT

<b>Goals</b>	<b>Objectives</b>
1. The Village will strive to maintain a mix of employers and businesses to sustain a diverse tax base.	<p>1.1 In tandem with existing relationships, explore the formation of a business association specific to Brown Deer employers in order to enhance the Village's identity</p> <p>1.2 Expand and research recruitment tools for new businesses</p>
2. The Village will focus redevelopment activities along key nodes and corridors to enhance commercial quality and variety.	<p>2.1 Expand and research recruitment tools for desirable retail development in order to enhance the Village's identity</p> <p>2.2 Evaluate and strengthen partnerships for economic development</p>

## LAND USE

<b>Goals</b>	<b>Objectives</b>
1. The Village will preserve the character of its residential neighborhoods.	1.1 The Village will preserve the variety and distribution of land uses in order to minimize land use conflict
2. The Village will actively guide land use changes in redevelopment areas to enhance the Village's identity and improve quality of life.	2.1 Ensure that the zoning code is regularly updated or is flexible in order to accommodate evolving land use norms 🌐 2.2 Explore potential economic development incentive programs to promote mixed-use redevelopment in order to enhance the Village's identity 🏠 2.3 Update Village land use controls to promote neo-traditional design standards

## HOUSING

<b>Goals</b>	<b>Objectives</b>
1. The Village will continue to encourage a diversity of housing options for people of all ages and life stages.	1.1 Encourage balanced housing options based on long-term demographic trends and analysis 1.2 Encourage and support life-cycle housing
2. The Village will promote high design standards for residential structures to provide community value for owners and renters.	2.1 Encourage sustainable building practices and the use of long-lasting materials 🌐 2.2 Evaluate and develop codified residential material and design standards
3. Promote preservation of existing housing stock.	3.1 Improve the ability of staff to carry out property maintenance evaluation to enhance the Village's identity 🏠 3.2 Increase awareness of property maintenance standards and resources to enhance the Village's identity 🏠
4. Promote neighborhood cohesiveness and experience in order to enhance Village's identity.	4.1 Encourage resident involvement in Village life 4.2 Continue to foster neighborhood safety

**TRANSPORTATION**

<b>Goals</b>	<b>Objectives</b>
1. The Village will make it easier to travel in Brown Deer on foot and by bike.	<p>1.1 Improve neighborhood and commercial access to Brown Deer Recreational Trail</p> <p>1.2 Increase sidewalk network 🌐</p> <p>1.3 Improve safety and convenience for pedestrians 🌐</p> <p>1.4 Evaluate opportunities for on- and off-street bike facilities in public and private spaces 🌐</p> <p>1.5 Increase awareness for multi-modal transportation opportunities 🌐</p>
2. The Village will ensure safe and convenient travel by automobile and transit.	<p>2.1 Evaluate street and road connectivity</p> <p>2.2 Support appropriate and sufficient bus transit service at or above current levels</p> <p>2.3 Evaluate priority locations to improve safety by addressing high traffic speeds</p> <p>2.4 Initiate with the Wisconsin Department of Transportation (WisDOT) and Milwaukee County the redesign of major intersections</p> <p>2.5 Support and participate in local and regional planning efforts for commuter rail</p>
3. The Village will improve the aesthetic experience for users of streets, intersections, transit stops and parking areas.	<p>3.1 Improve safety of Village thoroughfares through the development of streetscaping plans and standards in order to enhance the Village's identity 🌐</p> <p>3.2 Improve gateways at major entry and exit points to the Village 🌐</p>

## UTILITIES AND COMMUNITY FACILITIES

Goals	Objectives
<p>1. The Village will work with citizens, institutions, and businesses to provide for the social, cultural, and recreational needs of the community.</p>	<p>1.1 Explore location and development opportunities for a community recreational center in order to enhance Village identity 🏡</p> <p>1.2 Explore opportunities for development of permanent Farmers' Market</p> <p>1.3 Explore opportunities for development of outdoor community gathering places</p> <p>1.4 Target opportunities for joint Village and School District programming and planning</p>
<p>2. The Village will continue to work with its public and private partners to maintain appropriate utility service levels to meet the needs of its citizens, businesses and institutions.</p>	<p>2.1 Continue to explore innovative technologies, solutions, and programs for the provision of services</p> <p>2.2 Support progressive and sustainable utility and service provision at or above existing levels 🌍</p>

## INTERGOVERNMENTAL COOPERATION

Goals
<p>1. The Village will continue to work with the City of Milwaukee, Milwaukee County, neighboring jurisdictions, and Milwaukee Metropolitan Sewage District (MMSD) to find innovative solutions for the provision of basic municipal services.</p>
<p>2. The Village will continue to work with agencies to ensure that regulatory frameworks and agency initiatives are responsive to the priorities of Brown Deer residents and businesses.</p>



## Chapter Two

# Natural and Cultural Resources



### 1. INTRODUCTION

Natural and cultural resources add significant value to the quality of life within the Village. The parks provide recreational opportunities for residents, the various environmental features are an integral part of the ecosystem, and cultural resources help make Brown Deer a desirable place to live. The Natural and Cultural Resources chapter provides analysis of:

- Results from the public involvement process
- Existing natural resources, including parks and open spaces
- Historical and cultural resources
- The regional context for natural resource planning

The chapter concludes with goals and objectives, which articulate the values expressed by stakeholders, and policy recommendations, which provide strategies for attaining those goals.

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## 2. VISION STATEMENT

One of the four main tenets of the Village's Vision Statement is that Brown Deer will be a "beautiful suburban village." Attractive green spaces are a key component to a high quality of life within the Village. The Vision Statement identifies three areas for action: maintaining public parks and spaces so that they contribute to a scenic landscape within the Village, being good stewards of the land by preserving open space and the Village's limited natural resources, and providing recreational opportunities for Village residents.

Regarding cultural resources, the vision statement states that, "Our location will provide easy access to...a variety of amenities in the larger metro-Milwaukee area including professional sports, music, theater, nightlife, and museums."

## 3. STAKEHOLDER INVOLVEMENT RESULTS

Overall, residents expressed satisfaction with the number and quality of park spaces available to them. The Pond at Village Park is seen as one of Brown Deer's unique and valuable assets. In fact, residents showed interest in having more community-wide events at Village Park. One suggestion was to partner with Brown Deer High School to put on a "Theater in the Park" program during the summer.

Residents did express some concern over safety in the parks, as well as the ability of Milwaukee County to maintain the parks in the Village that are under its jurisdiction. A number of elected officials wondered whether it might be possible for the Village to assume maintenance and management of the County-operated parks. Also, some stakeholders noted that people use parks differently than they did in years past. For example, as the population ages, there is perceived to be less demand for more active use parks. A few seniors noted that the parks offered very little for their interests. At the same time, Village staff noted that the Parks and Recreation Department has limited facilities and resources with which to accommodate the recreational and cultural activities desired by some constituents.

Village officials would like to further develop partnerships for innovative stormwater control and enhancement of the natural environment. Such partnerships would build on the collaborative work that has already been undertaken with the state Department of Natural Resources and Milwaukee Metropolitan Sewerage District on flood control and water quality improvement projects including naturalizing portions of Beaver Creek and removing houses from the floodplain along Southbranch Creek. Additionally, many participants expressed interest in improving access to the Milwaukee River if it can be done in a manner that ensures the security of visitors.

The list below includes qualities that residents currently appreciate about Brown Deer as well as those challenges that residents feel Brown Deer *ought* to address in the future.

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**Strengths**

- Beauty
- Well-tended property
- Green
- “Suburban”
- Open space
- Recreation opportunities
- Local control
- Widely used
- Wide range of activities
- Kid-oriented recreational opportunities
- Rivers

**Challenges**

- Big box blocking access to the Milwaukee River
- County control over some of the parks
- Park maintenance costs
- Costs of recreational programs
- Question of whom the parks serve
- Lack of access to natural features
- Park promotion and visibility
- Neighbor discontentment with past improvement initiatives
- Perception of safety and crime
- A history of overland flooding
- Complacency among residents



*Algonquin Park is one of several parks within the Village.*

#### 4. DATA ANALYSIS

The data analysis portion of this chapter is divided into three sections: natural resources, parks and open space, and cultural resources.

##### 4.1 Natural Resources

Figure 2.1, on page 29, maps many of the natural resources discussed in this section and shows their relationships to one another.

###### 4.1.1 Topography

Like the rest of the Milwaukee County, Brown Deer’s topography was most affected by the late Wisconsin glaciation period. As a result of this glacial activity, the landscape is characterized by gently rolling ground moraines. Since the Village is fully developed, much of the terrain has been altered to accommodate various land uses. The topography is generally uniform, with one to six percent slopes in most areas. The elevation of the Village is approximately 676 feet above sea level.

###### 4.1.2 Environmental Corridors

In their report, “A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, Planning Report No. 42,” (September 1997) the Southeastern Wisconsin Regional Planning Commission (SEWRPC) identifies environmentally important areas for preservation efforts. In order to be classified as a natural resource area, the area must have one or more of the following: woodlands, wetlands, lakes, rivers, streams, steep slopes, geological formations, wildlife habitat areas, poorly drained soils, and existing or potential recreation sites.



*The stand of trees in A.C. Hanson Park is an isolated natural resource area.*

SEWRPC uses three categories to distinguish among natural areas of different scale and importance:

- Primary corridors are linear landscape features of at least 400 acres with a minimum length of two miles and a minimum width of 200 feet.
- Secondary corridors are smaller in scale, with a minimum of 100 acres and a minimum length of one mile.
- Isolated natural resource areas have at least a five acre area with a minimum length of 200 feet.

Within the Village of Brown Deer, there are three areas that are considered isolated natural resource areas: the stand of oak trees behind the Bank Mutual headquarters south of Brown Deer Road, Tripoli Country Club grounds, and the stand of trees and shrubs near A.C. Hanson Park.

Although largely located outside the Village (only 3.5 undeveloped acres are actually located in Brown Deer), much of Brown Deer Park is designated as a primary environmental corridor, meaning that it is integral to the overall health of the ecosystem in the region. This park is widely used by Village residents and is seen as a valuable asset to the Village as well as the entire metropolitan region.

The Milwaukee River corridor is also a primary environmental corridor, and it forms the boundary between Brown Deer and River Hills. Many residents have noted that the river is an asset but that there is little access to this resource because much of the riverbank land is privately owned with no easements for public access.

#### ***4.1.3 Surface Water***

As identified by SEWRPC, the two most important surface water resources within the Village are Southbranch Creek and Beaver Creek, two tributaries of the Milwaukee River. The Milwaukee River lies outside of Village boundaries, immediately adjacent to Brown Deer's eastern border. Also, Brown Deer Park Creek flows across a small sliver of the easternmost portion of the Village. Other surface water resources identified by the regional planning commission include the pond on the property of Badger Meter, in the 4600 block of Brown Deer Road and a pond on the property of Tripoli County Club.

#### ***4.1.4 Wetlands and Woodlands***

Wetland is a broad term used for areas where the ground is usually saturated with water due to soil drainage characteristics and/or its proximity to surface water. Because they serve as a transition between uplands and surface water, wetlands are often host to a greater-than-average number of plant and animal species. As a community built out over half-a-century, there are limited wetland resources within the Village of Brown Deer as identified by the Wisconsin Department of Natural Resources (DNR) Wisconsin Wetland Inventory. The three largest wetlands are located in the southwestern corner of Algonquin Park, along 51<sup>st</sup> Street; along Beaver Creek behind Village Hall; and near the new Donges Woods subdivision, just south of County Line Road. Other wetlands are located on both banks of the Milwaukee River and in several locations along Beaver, Brown Deer Park, and Southbranch Creeks. Wetlands are typically classified by the types of plants that they contain. Brown Deer contains forested, shrub, and wet meadow wetlands. The Wisconsin DNR maintains an online mapping service for more information at: <http://dnrmaps.wisconsin.gov/imf/imf.jsp?site=SurfaceWaterViewer.wetlands>

A woodland is loosely defined as an area populated with trees and shrubs. Woodlands are smaller in size and are less densely wooded than forests. According to SEWRPC, woodlands

can exist within an environmental corridor or on their own; however, the title of “environmental corridor” is usually reserved for those woodlands that have an area of at least 5 acres and that contain other natural features. An area identified as a woodland is always smaller than an environmental corridor. Oftentimes, a stand of trees can be classified as a woodland. Woodlands provide habitat for birds and other animals, they prevent soil erosion, and their vegetation cleans the air of carbon dioxide. According to SEWRPC and the Wisconsin Department of Natural Resources, several woodlands exist within the Village. Notable woodlands in the Village are located along the Milwaukee River, along the rail corridor south of Village Hall, and on a parcel of land at the intersection of Green Bay Road and Teutonia Avenue currently being restored by the River Revitalization Foundation.

4.1.5 Wildlife Habitat

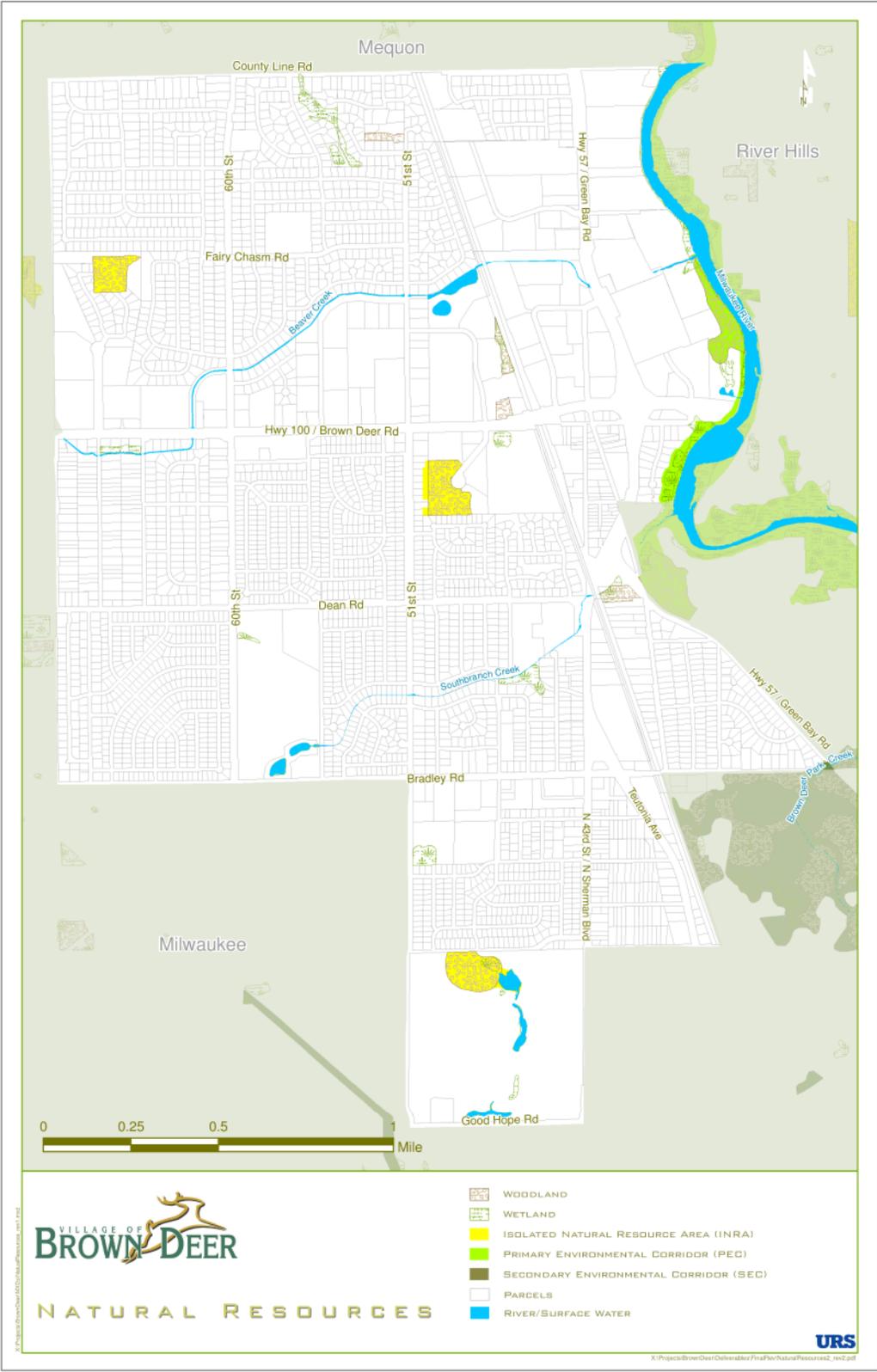
Because there are very few natural habitats left in the Village, no endangered species have been surveyed or identified specifically within Brown Deer. However, the North Shore suburbs are home to a variety of avian wildlife and small mammals common to urban areas, such as songbirds, deer, foxes, squirrels, chipmunks, and rabbits. While data specific to Brown Deer is not available, Table 2.1 shows the endangered or rare animal and plant species that are found in Milwaukee County.

**Table 2.1: Occurrence of Rare Species and Natural Communities in**

Aquatic Occurrences		
Animal	Plants	Natural Communities
<ul style="list-style-type: none"> <li>▪ Osprey</li> <li>▪ Bullfrog</li> <li>▪ Common Tern</li> <li>▪ Gray Copper</li> <li>▪ American Eel</li> <li>▪ Least Darter</li> <li>▪ Redside Dace</li> <li>▪ Redfin Shiner</li> <li>▪ Striped Shiner</li> <li>▪ Lake Chubsucker</li> <li>▪ Longear Sunfish</li> <li>▪ Aurora Damselfly</li> <li>▪ Banded Killifish</li> <li>▪ Great Spreadwing</li> <li>▪ Greater Redhorse</li> <li>▪ Prairie Grayfish</li> <li>▪ Blanding's Turtle</li> <li>▪ Lemon-faced Emerald</li> <li>▪ Butler's Gartersnake</li> <li>▪ Blanchard's Cricket Frog</li> <li>▪ Black-crowned Night-heron</li> </ul>	<ul style="list-style-type: none"> <li>▪ Wild Licorice</li> <li>▪ Ohio Goldenrod</li> <li>▪ False Hop Sedge</li> <li>▪ Hemlock Parsley</li> <li>▪ Ravenfoot Sedge</li> <li>▪ Tufted Hairgrass</li> <li>▪ Downy Willow-herb</li> <li>▪ Waxleaf Meadowrue</li> <li>▪ Marsh Blazing Star</li> <li>▪ American Sea-rocket</li> <li>▪ Showy Lady's-slipper</li> <li>▪ Variegated Horsetail</li> <li>▪ Heart-leaved Plantain</li> <li>▪ Sparse-flowered Sedge</li> <li>▪ Sticky False-asphodel</li> <li>▪ Common Bog Arrow-grass</li> <li>▪ Lesser Fringed Gentian</li> <li>▪ Slender Bog Arrow-grass</li> <li>▪ Ram's-head Lady's-slipper</li> <li>▪ Small White Lady's-slipper</li> <li>▪ Sweet-scented Indian-plantain</li> <li>▪ Northern Yellow Lady's-slipper</li> </ul>	<ul style="list-style-type: none"> <li>▪ Shrub-carr</li> <li>▪ Wet Prairie</li> <li>▪ Calcareous Fen</li> <li>▪ Emergent Marsh</li> <li>▪ Floodplain Forest</li> <li>▪ Great Lakes Beach</li> <li>▪ Wet-mesic Prairie</li> <li>▪ Northern Wet Forest</li> <li>▪ Southern Sedge Meadow</li> <li>▪ Stream--Slow, Hard, Warm, Stream</li> <li>▪ Springs and Spring Runs</li> </ul>
Terrestrial Occurrences		
Animal	Plants	Natural Communities
<ul style="list-style-type: none"> <li>▪ Dickcissel</li> <li>▪ Bird Rookery</li> <li>▪ Peregrine Falcon</li> </ul>	<ul style="list-style-type: none"> <li>▪ Twinleaf</li> <li>▪ Wafer-ash</li> <li>▪ Forked Aster,</li> <li>▪ Hooker Orchis</li> <li>▪ Slender Sedge</li> <li>▪ Snow Trillium</li> <li>▪ Handsome Sedge</li> <li>▪ Seaside Spurge</li> <li>▪ Yellow Gentian</li> <li>▪ Purple Milkweed</li> <li>▪ Smooth Black-haw</li> </ul>	<ul style="list-style-type: none"> <li>▪ Oak Opening</li> <li>▪ Mesic Prairie</li> <li>▪ Southern Mesic Forest</li> <li>▪ Northern Dry-mesic Forest</li> <li>▪ Southern Dry-mesic Forest</li> </ul>

Source: WisDNR, Natural Heritage Inventory, 2008

Figure 2.1: Natural Resources



Source: WisDNR and SEWRPC

4.1.6 Productive Agricultural Areas

At the time this plan was prepared, one 7 acre parcel in the Village’s northeastern corner was still used for agricultural purposes, the last remnant of Brown Deer’s historic truck farming industry. In 2008, a conceptual development proposal was approved for this parcel by the Plan Commission, however no further engineering or project approval has been sought and the land remains in cultivation, rented to multiple small scale local farmers. While no other agricultural lands currently exist within Brown Deer nor is there a preponderance of soils appropriate for intensive agricultural use in undeveloped parcels, Village staff and residents have identified potential parcels for community garden sites. One potential site is the tracts of land along Teutonia Avenue adjacent to the western edge of Brown Deer Park. These parcels are very shallow and inadequate for most other types of commercial or residential development; therefore, community gardens might be an appropriate land use for these parcels.



***In response to severe overland flooding in the 1990s, several homes along Southbranch Creek were acquired and demolished, and the Village enacted a stormwater management plan to control flooding.***

4.1.7 Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas within the Village, and floodplain maps are available from the agency and on file at Village Hall. The floodplain maps impacting Brown Deer were recently updated in September 2008. Additional map amendments and revisions typically happen throughout the life cycle of FEMA floodplain maps and Village Staff indicated revised mapping along Beaver and Brown Deer Park Creeks was currently being prepared by SEWRPC. The floodplain maps identify those areas of the Village that could be affected by 100 and 500 year floods.

Together with FEMA and the Wisconsin Department of Natural Resources, the Village seeks to limit and prevent development within the

floodplain in order to protect life, health, and property as well as to reduce public expenditures for relief efforts. The Village of Brown Deer has a Floodplain Zoning Ordinance that regulates development within the floodplain.

4.1.8 Urban Tree Canopy

One of the defining characteristics of Brown Deer is its tree-lined streets. Residents consistently remarked on the aesthetic value that the tree canopy brought to the Village. According to the Village’s Public Works Department, over 2,087 trees are planted along roadways and medians. By variety, street trees are broken down as follows: 36% Ash, 19% Locust, 18% Maple, 10% crabapple, and 17% other varieties.

On municipal property, there are nearly 200 trees. Of these, 19% are Ash, 19% are Spruce, 18% are Maple, 17% are Mugho Pine, and 28% are other varieties.

The Village has identified over 100 sites where street trees should be added and nearly 40 potential sites on municipal property to plant trees.

At the time this document was prepared, the Village was in the process of preparing a plan, in conjunction with other North Shore Communities, to deal with the Emerald Ash Borer (EAB), an invasive beetle species from Asia. Brown Deer has about 31% public ash trees and is in the process of inventorying the number of ash trees on private properties. At this point, EAB had been found in Ozaukee County, but not in Brown Deer or elsewhere in Milwaukee County.

#### ***4.1.9 Metallic and Nonmetallic Resources***

There are no metallic or nonmetallic extraction activities within the Village.

#### ***4.1.10 Soil Types***

According to SEWRPC's soil mapping service, Brown Deer has approximately a dozen different types of soil, almost exclusively belonging to the "silt loam" category. Silt loams are characterized by a relatively high proportion of granular material. They are not ideal for agriculture as they do not drain well. The following soils are known to be located within Brown Deer: Ozaukee silt loam, Mequon silt loam, Ashkum silty clay loam, Martinton silt loam, Colwood silt loam, Clayey loam, Casco loam, Grays silt loam, Fox sandy loam, Montgomery silty clay loam, and Pella silt loam.

### ***4.2 Park Facilities and Open Space***

Since Brown Deer is a built-out community with few natural habitats, parks provide the primary opportunity for outdoor recreation for residents. While most residents expressed satisfaction with the quality of the parks available to them, Village staff understands the necessity of periodically reevaluating whether the parks are continuing to meet the recreational needs of residents. The purpose of this section is to evaluate current conditions in Brown Deer's parks and open spaces.

#### ***4.2.1 Types of Park Facilities***

To assess park facilities in Brown Deer, the planning team relied on the "Spatial Standards for Public Outdoor Recreational Areas," produced by the National Recreation and Park Association. These are the same standards that the City of Milwaukee used for their *Public Outdoor Recreation Plan for City of Milwaukee Neighborhoods: 2001-2005*. The Association has established accepted standards for acreage of various park types per capita to aid communities in planning for open spaces and recreation. According to the "Spatial Standards," parks can be classified by size, service area, facilities, and target population. The five categories of parks identified by the association are: playgrounds, neighborhood parks, playfields, community

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**Table 2.2: Classification of Parks in Brown Deer**

<b>Park</b>	<b>Management, Classification &amp; Service Area</b>	<b>Facilities</b>
<b>A.C. Hanson</b>	County of Milwaukee	playground
	Playground	soccer field
	1/4 mile	open space benches
<b>Algonquin</b>	County of Milwaukee	playground
	Neighborhood Park	picnic tables
	1/4 mile	shade trees
		benches
		2 baseball fields
		soccer field wading pool* concession stand*
<b>Fairy Chasm</b>	Village of Brown Deer	playground
	Neighborhood Park	2 soccer fields
	1/2 mile	2 baseball fields
		basketball court
		benches shade trees
<b>Village Park</b>	Village of Brown Deer	playground
	Community Park	pool/ swimming pond
	3/4 mile	sand volleyball court
		bathhouse
		concession stand
		tables
		2 shelters
		picnic facilities historic schoolhouse open space shade trees
<b>School Campus</b>	Brown Deer School District	soccer fields
	Playfield	baseball fields
	1/2 mile	basketball courts
		tennis courts
		football field
		track facilities open space

*\*These facilities were not in service at the time this document was prepared*

parks, and metropolitan parks. Table 2.2 details the characteristics of various parks facilities in the Village and their classification in this scheme.

**Playgrounds** are the smallest type of outdoor recreational area. Playgrounds are intended for youth and include facilities such as tot lots, attractive landscaping, and paved and turf areas for different types of play equipment. Playgrounds are typically located near the center of the neighborhood away from major streets. Often, they are located near elementary schools. Playgrounds should be accessible on foot as they are a neighborhood amenity. Since this type of park is smaller and more pedestrian oriented, the service area radius is relatively small--about a quarter mile. The standard area recommended for a playground is 1.25 acres per 1,000 residents in the service area or a minimum of 3 acres total. In Brown Deer, A.C. Hanson Park can be classified as a playground.

**Neighborhood parks** are, in general, slightly larger than playgrounds, and provide for passive use as well as the more active type of use seen at playgrounds. They are intended for all age groups. Neighborhood parks will typically provide shaded areas and picnic facilities in addition to a playground or a wading pool. Neighborhood parks, like playgrounds, ought to be easily accessible on foot since the service area radius is a maximum of half a mile. The standard area recommended for a neighborhood park is 1 acre per 1,000 residents or a minimum of 8 acres total.

Fairy Chasm Park and Algonquin Park can be classified as a neighborhood park.

**Playfields** provide outdoor recreational opportunities for older children and adults. Facilities include baseball fields, soccer fields, spectator facilities, and any other provisions necessary for organized sports. Since playfields attract people from a large area—between half a mile and a mile—parking provision is often desirable. The standard area recommended for a playfield is 1.25 acres per 1,000 residents in the service area or a minimum of 10 acres total.

The school campus is considered a playfield because it has sports facilities that can be used by the public.



*Village Park is a community park.*



*The Brown Deer school campus provides playfield opportunities.*



*Fairy Chasm Park is a neighborhood park.*

**Community Parks** are the last type of park found in the Village. A community park is usually located at a place of significance for the community. Community Parks also have facilities not found elsewhere that accommodate both active and passive uses. Community Parks have a wider service area since they are intended for the entire community; therefore, parking is desirable. The standard area recommended for a community park is 1 acre per 1,000 residents in the service area or a minimum of 30 acres total.

Village Park in Brown Deer is a community park, given its location near Village Hall, its appeal among residents, and its unique historic schoolhouse and swimming facilities. A typical summer sees an attendance count of over 8,000 swimmers at the Pond.

Although Brown Deer Park is largely located outside Brown Deer, it is used by many Village residents and is an asset to the community. It is part of a larger classification of parks—**Metropolitan Parks**. Metropolitan Parks are intended to serve the entire county but have the most impact within a three to four mile radius. Residents reported driving to Brown Deer Park to walk and enjoy other outdoor activities. For the purposes of this plan document, because only a small portion of Brown Deer Park actually is within municipal boundaries, the park was not considered a park “in” the Village of Brown Deer.

*4.2.2 Assessment of Park Facilities*

In general, the Village has adequate park space and adequate facilities to accommodate the needs of its residents. According to the acreage recommendations, all of the parks in Brown Deer are of adequate size, with the possible exception of Village Park. At 11 acres, Village Park is smaller than the minimum requirement of 30 acres; however, when judged by acreage per capita, the area of the Village Park exceeds recommended standards. Furthermore, the parks are well-maintained and residents consider them to be safe. Table 2.3 shows the park space analysis. “Recommended Acreage per 1,000 Population” is derived from National Park and Recreation Association standards; “Actual Acreage” represents existing conditions in the Village.

**Table 2.3: Analysis of Park Space by Acreage and Service Area**

Park	Minimum Recomm. Area	Actual Area	Recomm. Acreage per 1,000 population	Population in Service Area	Actual Acreage per 1,000 population
<b>A.C. Hanson</b>	3 acres	14 acres	1.25 acres	1,129	113
<b>Algonquin</b>	8 acres	10 acres	1 acres	1,231	68
<b>Fairy Chasm</b>	8 acres	10 acres	1 acre	2,552	255
<b>Village Park</b>	30 acres	11 acres	1 acre	5,277	480
<b>School Campus</b>	10 acres	64 acres	1.25 acres	4,284	67

Source: URS and The National Park and Recreation Association

Figure 2.3 shows a visual representation of the distribution of park space in the Village. Most neighborhoods are served by at least one park; many are served by two. While the southeastern quadrant is not as proximate to parks within Brown Deer, these neighborhoods are very close to the Brown Deer Park, which is primarily located within the City of Milwaukee. Therefore, park access in this section of the Village is likely adequate. Small areas on the Village's western and northwestern boundaries appear to be underserved by parkland.

The "Spatial Standards" do not account for such issues as access that may affect residents' ability to travel to outdoor facilities. The one area of the Village that may lack adequate access to park space is the northeastern quadrant of the Village. This quadrant has a dense population due to the high concentration of multifamily units. In this instance, the obstacle is not so much distance, as it is safe access. Green Bay Road and the Canadian National railroad tracks form a major impediment for those trying to get to Village Park, which is the closest park, or to any of the other parks north of Brown Deer Road. The wide lanes, high travel speeds, and the lack of pedestrian facilities hinder residents — particularly young people — from walking to Village Park or any other park. Residents who live in this quadrant of the Village are also less likely to own a vehicle than residents in other parts of the Village, according to Census data, further limiting access to the park system. It is important to note that the Village has undertaken efforts to provide more access to this area. A bicycle and pedestrian connection across the railroad right-of-way is scheduled for construction in 2010. It will begin at Village Park, cross the rail line, connect to an existing path that extends to the intersection of Green Bay Road and Deerwood Drive, where there is a controlled crossing.

#### 4.2.3 Other Park Facilities and Open Space

##### *River Revitalization Foundation*

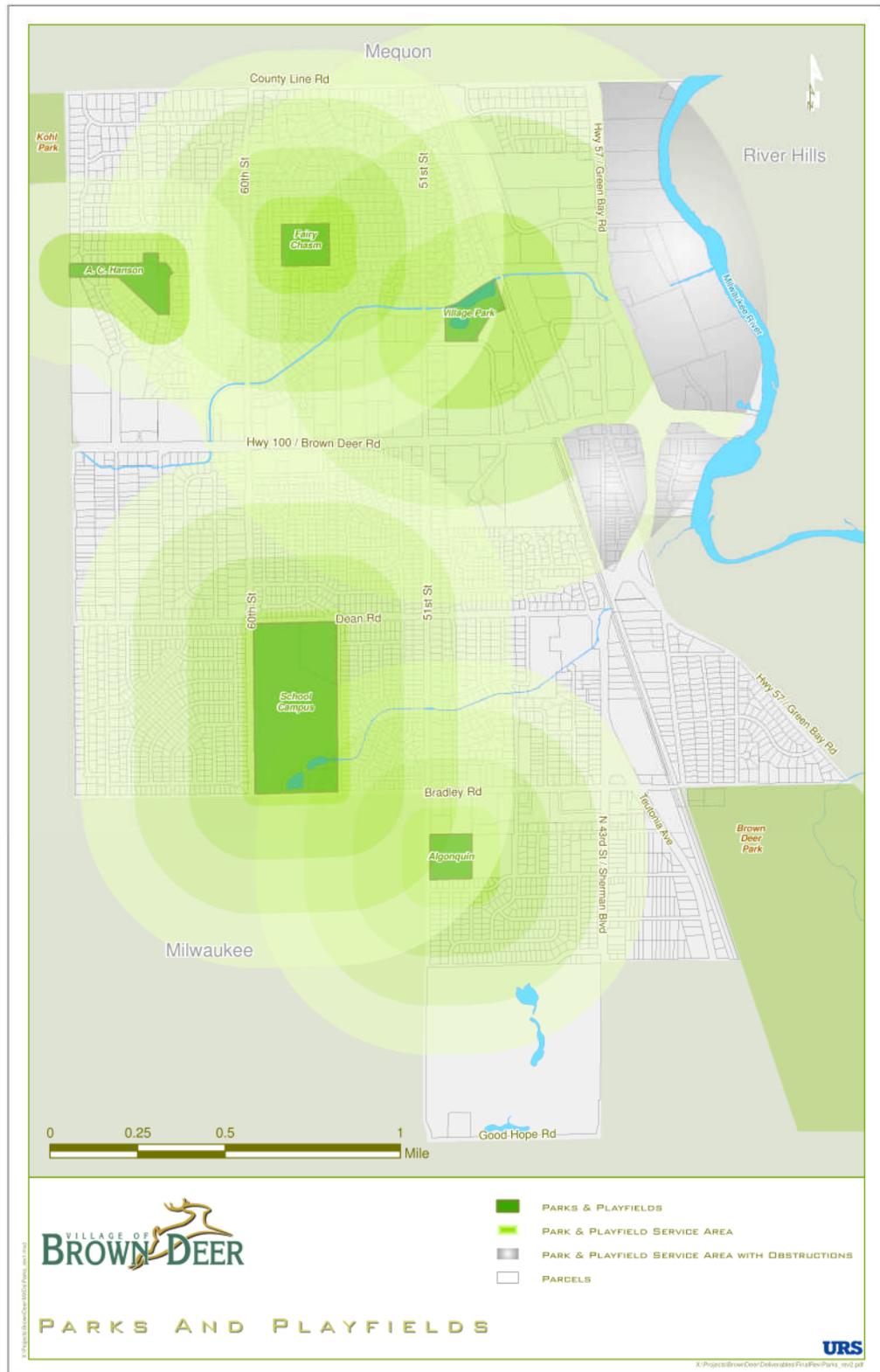
At the time this plan was prepared, the River Revitalization Foundation, a non-profit group, had recently acquired a 2 acre parcel of land at the intersection of Green Bay Road and Teutonia Avenue. Southbranch Creek flows through the parcel, near its confluence with the Milwaukee River. Efforts are currently underway to restore the wetlands and woodlands on this property and to rid the area of invasive plant species. The Foundation plans to remove invasive species such as buckthorn, to plant native species that will prevent erosion along Southbranch Creek, and to accommodate passive recreational activities and the extension of the Oak Leaf Trail that is planned for the Spring of 2010. To finance the project, the Village secured a grant from the Wisconsin Coastal Management Program for environmental remediation of the site. The Foundation was able to garner additional individual and corporate donors.

##### *Kohl Park*

SEWRPC's 1991 "Park and Open Space Plan for Milwaukee County" identifies the need for park space in the northeast corner of the Village. The plan also recommends the eventual development of recreation activities in "Site #71" (now known as Kohl Park) in an area of the City of Milwaukee immediately west of the Village's boundary near 68th Street and County Line Road. If developed further (currently only several soft trails have been created), this park could provide considerable recreation opportunities for Village residents.

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Figure 2.3: Park and Playfield Service Areas and Access Analysis



### *Recreational Trails*

The multi-use path that runs north-south along the WE Energies utilities and Canadian National rail corridor forms a linear park, connecting important sites within the Village. Currently, the path is paved from Brown Deer Road to Country Line Road, where it joins with the Ozaukee Interurban Trail. At the time this document was prepared, funding had been programmed by Milwaukee County to extend the trail south to Brown Deer Park, where it could connect to the larger Oak Leaf Trail system. Extension plans also include a mixed on-street and off-street component that would run in an east-west direction from Village Park to A.C. Hanson Park and into Kohl Park.

### *Tripoli Country Club*

Tripoli Country Club is also a park space within the Village, although it is a private club open to open members only. Located at the southernmost point of the Village, Tripoli offers one of the best golf courses in the state, as well as an outdoor swimming pool and tennis courts. Established in 1921, before the Village incorporated, the country club occupies 155 acres.

#### **4.2.4 Other Issues for Parks in Brown Deer**

Another issue facing parks in Brown Deer is the question of management. Milwaukee County owns and maintains two parks in Brown Deer, A.C. Hanson Park and Algonquin Park. Residents and staff are concerned with the County's ability to continue upkeep given its financial constraints. Some stakeholders feel that the Village has more interest in the continued use of these Parks. For example, the wading pool and concession stand at Algonquin Park is currently shut down because of cost issues. At the same time, long term funding for the Parks Department in the Village can be difficult to predict because parks are not prioritized the same as other municipal services, such as police and public works.

Another issue is that the Brown Deer Park and Recreation Department has limited facilities for recreational activities for youth and adults. The Park and Recreation Department currently uses the school district's facilities in order to provide many of its programs since it does not always have the appropriate space to host a wide range of sports programs. Department administrators report that constraints in funding and facilities disproportionately affect the Village's young people, whose families rely on Park and Recreation programs to provide activities and *de facto* child care services. This issue will be examined further in Chapter 7, Utilities and Community Facilities. Finally, the Village is undertaking planning for a skateboard facility in Brown Deer.

### **4.3 Historical and Cultural Resources**

The following are places or events of historical or cultural importance for the Village:

#### **4.3.1 1884 Brown Deer School**

This landmark is on the state and national register of historic places as well as the Milwaukee County Landmark Register. The Brown Deer School, also known as the “Little White Schoolhouse”, was transferred from the Original Village to Village Park in 1972. Built in 1884, this building served as a one room school house until 1922. The Brown Deer Historical Society provides a “living schoolhouse” program on local history for Brown Deer Public Schools pupils.

#### **4.3.2 Original Village**

The first settlement site in what is now the Village of Brown Deer, the Original Village is a small mixed-use commercial district. The urban design of the Original Village is unique compared to other areas of the Village in that commercial activity is scaled for the pedestrian, residential and commercial land uses are close together, street parking is provided and many buildings predate the incorporation of the Village. During the public participation process, many residents identified the Original Village as a unique commercial district in Brown Deer, and one that deserves enhancement and access improvements.

#### **4.3.3 Fourth of July Celebration**

Every year, with financial assistance from area business, the Village sponsors Independence Day festivities and fireworks at the Village Park. This celebration is widely popular and well-attended.

#### **4.3.4 Proximity to Milwaukee’s Museums, Art Galleries, Theaters, and Sporting Events**

Many stakeholders commented that they enjoyed the fact that the Village was close to an urban center, but still far enough removed to have a more rural character. Brown Deer’s location within the Milwaukee metropolitan region affords Village’s residents with many cultural and entertainment opportunities, including art galleries, theater, museums, and sporting events.

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**5. PLANNING CONTEXT**

Parks planning in Wisconsin is largely undertaken at the local level. Natural resources planning is undertaken at the local, regional and state levels. The regional planning commission has produced “A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, Planning Report Number 42.” The plan identifies critical natural resources and species in southeastern Wisconsin and makes recommendations for their protection.

Please note that other regional plans have been referenced throughout the chapter as they pertain to particular topics. Also, the planning team consulted with a representative from the Wisconsin Department of Natural Resources to ensure that this chapter addressed regional issues.

**6. BROWN DEER NATURAL RESOURCES GOALS & OBJECTIVES**

<i>Goals</i>	<i>Objectives</i>
<p>1. The Village will maintain and operate quality open space, parks, and natural resources to provide enjoyment and varied recreational opportunities.</p>	<p>1.1 Continue to explore opportunities to expand open space and parks to enhance Village identity</p> <p>1.2 Encourage public and private partnerships for the maintenance and improvement of parks and open space</p> <p>1.3 Develop a Parks and Open Space Plan</p> <p>1.4 Promote awareness of parks, programs, and open space in order to enhance Village identity</p> <p>1.5 Promote an increase in the urban tree canopy and Village street trees</p>
<p>2. The Village will prioritize stewardship of natural resources and encourage sustainable practices in Village operations, development and redevelopment.</p>	<p>2.1 Evaluate, develop and codify best management practices for environmental stewardship in the zoning code as a means to enhance Village identity 🏡</p> <p>2.2 Increase awareness of sustainability initiatives in the Village 🌍</p>
<p>3. The Village will improve access to waterways, parks, and natural resources.</p>	<p>3.1 Explore options for access to the Milwaukee River</p> <p>3.2 Improve access to parks</p>

## **7. RECOMMENDATIONS FOR VILLAGE NATURAL AND CULTURAL RESOURCES POLICY, PROGRAMS AND INITIATIVES**

Brown Deer has a strong ongoing system to manage and utilize parks, open space and natural resources. This includes an awareness and willingness to “think outside the box” in areas such as stormwater management, recreational trail provision and adapting to the recreational needs of the Village’s residents. The Village also has a strong tradition of managing cultural resources — such as historic structures — for community edification and development. It is anticipated that all these efforts will continue. The following recommendations focus on aligning the goals of stakeholders and the Village in continuing to meet the changing needs in terms of parks, open space and natural resource management.

### ***1. Develop a comprehensive Parks and Open Space Plan.***

This plan should, at a minimum, investigate space and facility needs, demographic trends, park and recreational facility design trends, and staffing and resource levels. Brown Deer is likely to see an aging of its “empty nest” population in the short term, and turnover in housing occupants over the coming decades. The needs of its citizens will vary with those population changes. Village staff are already reporting seeing variation in demands for recreation services. At the same time, general attitudes towards parks, recreation and the preservation of natural resources is changing nationwide. For example, interpretive parks and linear parks (trails with resting places and other facilities), as well as highly managed “green” public spaces are coming to the fore across the country. Other trends in park and open space design include natural area restoration and improvement of access to natural areas, particularly in urbanized regions. Brown Deer stakeholders have an awareness of some of these trends, and the Village is accommodating them, but not in a comprehensive manner. Completing a Parks and Open Space Plan will aid the Village in leveraging partnerships with private foundations, businesses, public agencies, and neighboring communities to meet broader needs.

### ***2. Explore collaborations with Milwaukee County to better utilize park space and facilities for Village programs.***

Village recreation programming makes use of many spaces and facilities throughout Brown Deer, sometimes with inconsistent results. It may be possible to work with the County to identify currently underutilized facilities — particularly in Algonquin Park — that could be used for Village programs. Similarly, stakeholders noted that the County’s management priorities of small parks in Brown Deer are not necessarily aligned with local preferences. There may be a case to be explored for the Village taking over some level of operations at these parks. There are serious cost implications of the Village taking over management of A.C. Hanson and Algonquin Parks, but improving their management to meet local needs could enhance Brown Deer’s image in the metropolitan area as well as improve the climate for business attraction.

### ***3. Initiate planning to improve access to major natural resources, particularly the Milwaukee River and Brown Deer Park.***

This comprehensive planning process has revealed a strong sentiment among stakeholders to make better use of the Village's natural resources, particularly the Milwaukee River. Additionally, the Wisconsin Department of Natural Resources has indicated interest in working with the Village to improve access, and the YMCA has also indicated interest in beginning discussions on improving access. Safety and security are key concerns, as well as minimizing conflicts between adjacent land uses. Types of access could include, but are not limited to: providing an easement along the Milwaukee River or a canoe landing. Providing better access to Brown Deer Park represents another opportunity for the Village. At present, there are a number of very shallow parcels along Teutonia Avenue. These parcels have never been developed because they are too shallow to accommodate a residence or commercial building. The Village should consider working with Milwaukee County to create better views or entranceways into the park. The extension of the Brown Deer Recreation Trail into Brown Deer Park may provide opportunities to enhance access to the park and build the Village's image. Further recommendations for these parcels on Teutonia Avenue are found in the Land Use chapter of this plan.

### ***4. Plan to link park and recreation facilities in an "Emerald Bracelet."***

Brown Deer has an excellent variety of parks and natural areas, but stakeholders report difficulty in accessing some of them. The Village's major recreation assets could be linked over time as street, sewer and stormwater facility construction and redevelopment takes place. Using a model pioneered in the Seattle "Street Edge Alternative" program, the Village's open ditch stormwater collection system could serve as the backbone of this connecting system, incorporating trails and bioswales into ditch design. 51st Street and 60<sup>th</sup> Street are natural focuses for north-south links, and Bradley Road and the planned east-west trail from A.C. Hanson Park to Village Park to the Brown Deer Recreational Trail complete the loop. These connections could be enhanced with consistent street trees and cross-sections, enhancing Brown Deer's image and meeting citizen-expressed needs for "green" connections around the Village.

### ***5. Explore options for incentivizing green infrastructure on redevelopment projects.***

Small incentives can lead to large aggregate results in "greening" Brown Deer and enhancing its image as a municipality that is meeting the demands of its residents while not dampening economic development. Santa Monica, California, for example, has a sustainable landscaping program that functions similarly to a façade grant program. The city also provides a \$25,000-\$30,000 grant for any U.S. Green Building Council LEED development to offset the cost of accreditation. Other cities require green infrastructure from a developer any time that public funding is involved, such as in a tax incremental financing district.

***6. Consider initiating a sustainability planning process for the Village.***

Municipalities across the metropolitan area and the country are searching for ways to contain operational costs and meet the changing expectations of their constituents. Many are undertaking processes to “sustainabilize” the community and municipal operations. These efforts range from energy audits for all facilities – particularly effective when done in concert with the school district – as was done in West Allis, exploring alternative fuels for the municipal fleet (including some police vehicles) or, more ambitiously, looking at the entire community as in the ongoing Elgin, Illinois sustainability planning process. For Brown Deer, this could include adopting sustainability principles that are used as a guide when judging all new development and redevelopment proposals. One excellent resource for municipalities looking to reduce their environmental impact is UW-Extension’s *Toward a Sustainable Community: A Toolkit for Local Government*. The document provides concrete strategies for sustainable initiatives in regards to energy, buildings, transportation, procurement, investments, and human resources. <http://www4.uwm.edu/shwec/publications/cabinet/reductionreuse/SustainabilityToolkit.pdf>

***7. Evaluate the municipal code periodically to ensure that it accommodates best practices in sustainability.***

Explore any regulations in the municipal code—especially in the zoning and building codes—that may preclude simple sustainability initiatives. Best management practices evolve, and the code should accommodate these practices.

***8. Continue to focus on innovative stormwater control initiatives.***

Stormwater control will be a major issue in the Milwaukee metropolitan area for the foreseeable future. The Milwaukee Metropolitan Sewerage District (MMSD) is strengthening its commitment to helping municipalities implement and evaluate stormwater management Best Management Practices. Brown Deer has a history of successful projects, including porous pavement demonstrations, lateral replacement and large-scale control efforts. The Village should continue to incorporate innovative stormwater planning and treatments into trail planning, street reconstructions, streetscape improvement, and other municipal infrastructure projects, as well as programs, such as downspout disconnection and rain barrel or rain garden initiatives. One initiative to consider, detailed in the Utilities and Community Facilities chapter of this plan, is planning to provide shared stormwater management facilities at larger-scale redevelopment projects that involve multiple landowners.

***9. Consider organizing an energy audit program for businesses and homeowners.***

Shaker Heights, Ohio, and other municipalities have developed partnerships with energy audit firms to provide discounted rates for homeowners and business owners looking for ways to decrease energy costs. Such a program could, with minimal investment, enhance the Village’s image in the metropolitan area while also helping residents manage energy costs.

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***10. Continue ongoing efforts to increase the tree canopy along streets and on municipal property.***

These efforts should be cognizant of and coordinated with the Village's Emerald Ash Borer response plan.

***11. Develop partnerships with the school district and private organizations to provide cultural events at Village Park.***

This recommendation comes directly out of the public involvement process. There is a strong desire for more community-wide events at Village Park, and the Schools and Village may be able to collaborate to inexpensively produce an annual school orchestra or band concert in a park setting. Other municipalities—such as Whitefish Bay—organize community band concerts in parks, and they have proved to be excellent community-building efforts.

***12. Identify and Preserve Natural Resource Areas.***

The Southeastern Wisconsin Regional Planning Commission has identified several isolated natural resource areas as well as numerous wetland and woodlands. Although it is likely unfeasible for the Village to acquire any of these properties for conservation, the Village should work with property owners to find ways to preserve these areas. The Village should also consider providing educational materials (posting on the Village website or informational fliers) about how to identify and eradicate invasive species on their properties. Buckthorn and garlic mustard, in particular, are present on many residential properties.



***Example of bioswales that have been added to open-ditch sewers to reduce runoff and improve neighborhood aesthetics***



## Chapter Three

# Economic Development



### 1. INTRODUCTION

Economic development can be defined as the actions taken by a community to facilitate the local increase of wealth, creation of jobs, diversification of the local economy, and improvement to the quality of life. Aspects of economic development may include:

- Small Business Assistance
- Business Retention and Expansion
- Workforce Development
- Targeted Clusters
- Marketing
- Infrastructure Improvements
- Technical Assistance/Support
- Business Incubation

This section also includes data about the economy within the Village of Brown Deer and its broader context in Milwaukee County and the State of Wisconsin. It concludes with goals, objectives, and policies to promote the stabilization, retention, or expansion of the economic base. Information about county, state and federal economic development programs and tools is included to help the Village identify potential opportunities that could be used to pursue appropriate economic development goals and objectives.

## **2. VISION STATEMENT**

The Village of Brown Deer Vision Statement includes language describing the provision of “an atmosphere that is conducive to entrepreneurial development.” In order to foster that atmosphere, it is important to understand the fundamentals of the local economy, review the community’s strengths and opportunities for improvement in terms of economic development, and seek out ways to support private business development through public programs and policies.

## **3. STAKEHOLDER INVOLVEMENT RESULTS**

Stakeholders expressed strong support for the Village’s redevelopment program in tax incremental financing (TIF) districts on Bradley Road and Brown Deer Road. Many also see potential to redevelop the Original Village area into a local destination, providing the services – coffee shop, restaurant, retailers – that are perceived as lacking in Brown Deer. Several interviewees expressed concerns over means to brand the Village so that it becomes attractive to young professionals looking to establish homeownership.

While many residents enjoy Brown Deer’s proximity to nearby shopping opportunities, stakeholders expressed a general consensus that the Village could use more shopping options. There was a preference for smaller scale retail developments. Residents were particularly interested in more grocery store and restaurant options. Potential commercial redevelopment sites identified include the Original Village, Bradley Road, Teutonia Avenue and Brown Deer Road.

During the public involvement process, numerous values and challenges were articulated regarding economic development. The list below includes qualities that residents currently appreciate about Brown Deer as well as challenges that residents feel Brown Deer *ought* to address in the future. Largely, economic development was not one of the major concerns articulated by most of the public. This could be attributed to the fact that Brown Deer has a strong economic base and residents would like to maintain and enhance, rather than significantly change, current conditions.

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**Strengths**

- Well-educated workforce
- Strong mix of business types and industries
- Diverse uses in tax base
- Proximity to the City of Milwaukee
- Variety of shopping opportunities
- Main-street shopping in Original Village
- Neighborhood retail redevelopment, such as the Bradley/Teutonia corridor
- Mix of businesses, corporate, manufacturing, retail and services
- Easily accessible from I-43 and local roads
- High traffic counts along Green Bay Road and Brown Deer Road
- Established presence of major corporations, including Metavante and Badger Meter
- Location along rail corridor offers future potential for commuter rail
- Opportunities for partnership between school district and local businesses

**Challenges**

- Not located on a major interstate highway
- Keeping out “undesirable” businesses
- Attracting “desirable” businesses
- No control over store policies
- Business tax structures
- Lack of business associations
- Access to and visibility of business and commercial areas
- Insufficient charm and amenities to attract and retain businesses
- Involve businesses in community and schools
- Indistinct Village boundaries
- Association of the Village with the entire length of Brown Deer Road
- Lack of a Brown Deer-specific Chamber of Commerce
- Minimal transit service for either shoppers or workers



*Small businesses can define a community's image, such as Lakeside Stoneworks shown above.*

## 4. DATA ANALYSIS

The data analysis portion of the chapter is divided into eight sections:

- existing labor force characteristics
- existing industries
- growing industries
- commuting patterns
- property values
- tax incremental financing districts
- environmentally contaminated sites
- retail gap analysis

The data describe the characteristics of existing economic conditions, and show trends in employment characteristics, commuting, and growing industries that are essential for forecasting future economic growth in the Village.

### 4.1 Existing Labor Force Characteristics

#### 4.1.1 Labor Force

The Village's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, the employed, and those actively seeking employment. As of 2000, the Village had 6,643 persons or 66% of its population in its labor force, higher than the Milwaukee County's rate of 65.3%, but lower than Wisconsin's average. Of those persons, 50.4% were male and 49.6% were female. In 2000, Brown Deer's unemployment rate was 2.0%, lower than Milwaukee County's rate of 4.5% and Wisconsin's rate of 3.2%. See Table 3.1. It should be noted that preliminary calculations from the Federal Bureau of Labor Statistics put the December 2008 unemployment rate for the Milwaukee metropolitan area at 5.8%. It is likely that the unemployment rate of Brown Deer residents has also grown as the United States economy entered a recessionary period.

*Table 3.1: Brown Deer Resident Employment Status, 2000*

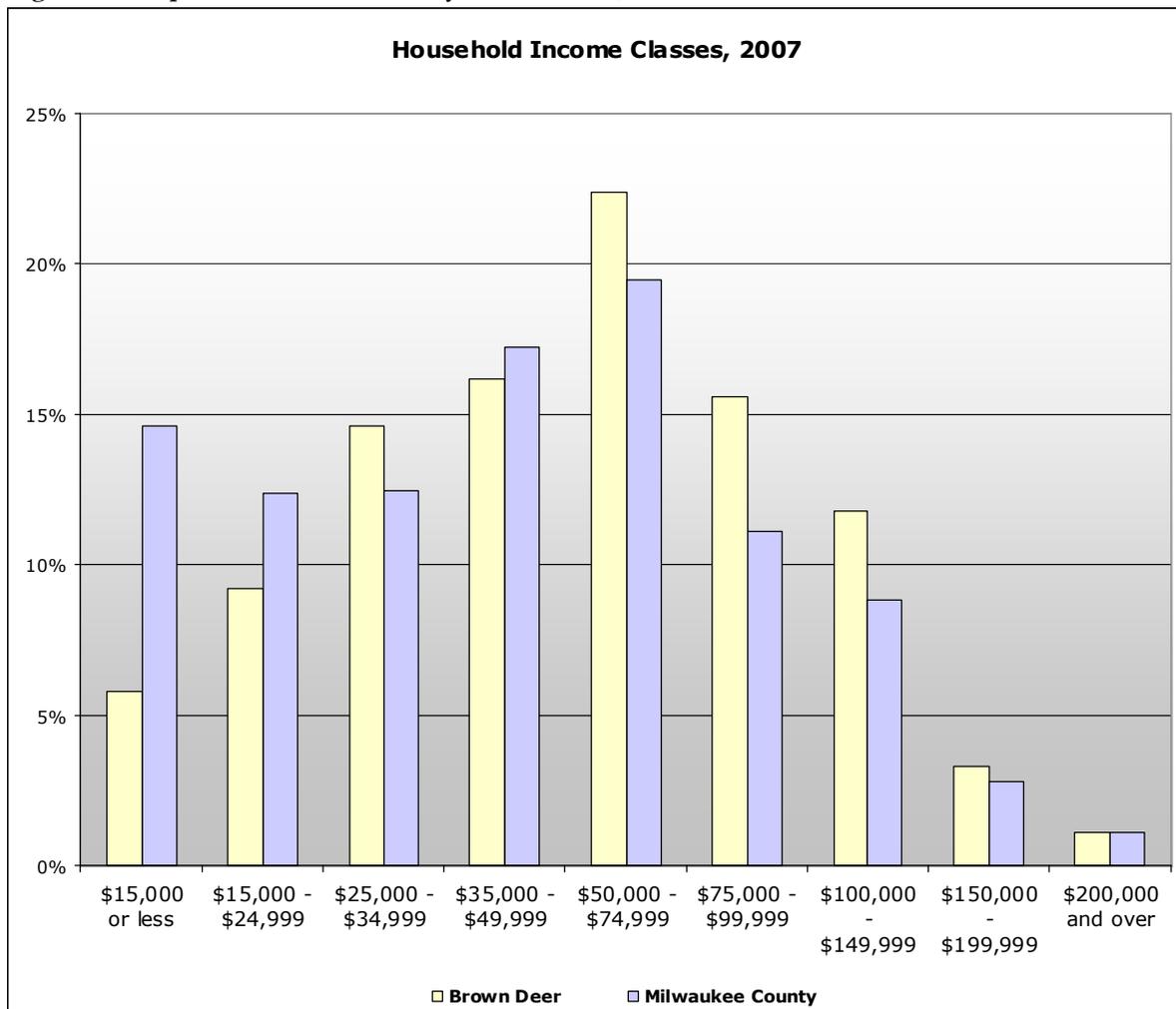
	Village of Brown Deer	Milwaukee County	Wisconsin
Population age 16 or older	<b>10,039</b>	718,569	4,157,030
Civilian - Employed	<b>64.0%</b>	60.8%	65.8%
Civilian - Unemployed	<b>2.0%</b>	4.5%	3.2%
Not in Labor Force	<b>33.8%</b>	34.6%	30.9%

Source: US Census 2000

4.1.2 Income

The median household income in Brown Deer was \$50,847 in 2000 and increased to \$54,712 in 2007, while the per capita income was \$25,628 and increased to \$28,765, according to data from Claritas. The percent increase for median household income from 2000 to 2007 in Brown Deer is 7.1% and 10.9% for per capita income, both being lower than Milwaukee County household income and per capita income percent increases (13.1% and 15.5% respectively). In general Brown Deer has a higher proportion of its households in the middle- and higher-income brackets than does Milwaukee County. Brown Deer places nearly 11% more households above the \$50,000 threshold than is the case for the County as a whole. Figure 3.1 illustrates these trends.

Figure 3.1: Proportion of Households by Income Class, 2007



Source: Claritas

### 4.1.3 Educational Attainment

In general, it may be said that Brown Deer attracts adult residents with higher levels of education than does the County or the State of Wisconsin. Among the population over 25 years of age in 2000, 87% had at least a high school diploma or equivalent, compared to 80% for Milwaukee County and 85% for Wisconsin as a whole. Further, 61% of Brown Deer's populace has some post high school education, compared to 51% for both Milwaukee County and the state. This trend continues when those with bachelor degrees, graduate or professional degrees, and doctorates are compared to the county and state. Table 3.2 details these figures.

**Table 3.2: Educational Attainment, 2000**

	<b>Village of Brown Deer</b>	<b>City of Glendale</b>	<b>Village of River Hills</b>	<b>Village of Bayside</b>	<b>Village of Menomonee Falls</b>	<b>Milwaukee County</b>
Population Age 25+	<b>8,877</b>	10,086	1,157	3,265	22,834	594,387
9th Grade or less	<b>3.7%</b>	4.0%	0.9%	2.8%	3.2%	5.9%
Some High School	<b>8.4%</b>	5.7%	1.3%	2.1%	5.5%	13.8%
High School Graduate	<b>26.7%</b>	20.0%	5.8%	13.6%	31.5%	29.4%
Some College	<b>23.4%</b>	21.2%	13.2%	16.6%	21.3%	21.1%
Associate Degree	<b>6.5%</b>	5.0%	2.4%	3.5%	7.1%	6.1%
Bachelor Degree	<b>21.4%</b>	25.0%	38.9%	35.0%	22.7%	15.7%
Graduate or Professional	<b>8.3%</b>	15.5%	34.5%	23.4%	7.1%	7.1%
Doctorate	<b>1.5%</b>	2.3%	0.5%	2.6%	0.7%	0.8%
Total with Some Post High School Education	<b>61.1%</b>	69.1%	89.5%	81.1%	58.8%	50.8%

Source: US Census 2000

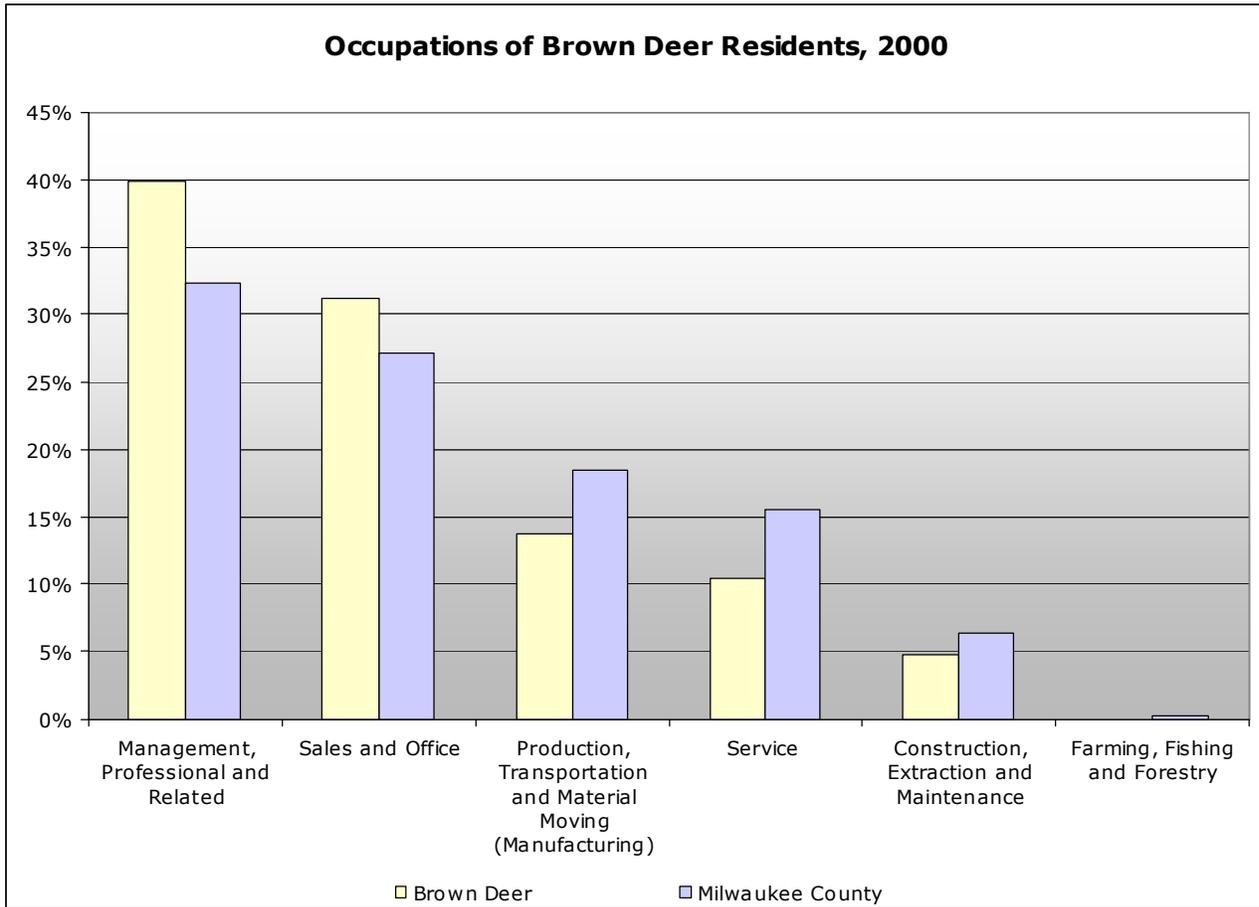
## 4.2 Economic and Industrial Profile

### 4.2.1 Resident Employment by Occupation

Figure 3.2 shows the occupations in which residents of Brown Deer were employed in 2000, expressed as a proportion of all the Village's 6,427 employed residents at that time. It compares their proportions with those of Milwaukee County residents as a whole. The labor force residing in Brown Deer is more likely to be employed in management and professional occupations and sales and office occupations when compared to Milwaukee County. Conversely, Brown Deer's labor force is employed to a lesser extent in other fields such as service, farming, fishing and forestry, construction, and production (manufacturing) when compared to Milwaukee County as a whole.

These data are mirrored in Table 3.3, which provides a snapshot of occupation classifications for residents of Brown Deer in 2007. The data show that the vast majority of workers (70.8%)

Figure 3.2: Brown Deer Resident Occupations, 2000



Source: US Census 2000

in Brown Deer were employed in white collar professions, while 18.7% were employed in the blue collar professions. The remaining 10.5% were employed in service and farm professions (likely service occupations as there is very little agricultural employment in Milwaukee County).

Table 3.3: Brown Deer Resident Employment Class, 2007

	Number of Workers	Proportion
<b>Blue Collar</b>	1,153	18.7
<b>White Collar</b>	4,363	70.8
<b>Service and Farm</b>	646	10.5

Source: Claritas

\*\*“White Collar” is a descriptive term for office workers, who use a minimum of physical exertion, as opposed to “blue-collar,” which relates to wage earners whose jobs often involve manual labor.

#### 4.2.2 Industry and Employment

In 2004, Brown Deer was home to more than 5,500 jobs. Table 3.4 shows the estimated proportion of jobs existing in various industries within Brown Deer. Fifty percent of jobs in the Village fall into the top three categories. In all, the top seven categories account for nearly three-quarters of all employment in Brown Deer. These industries are the backbone of the Village's business economy.

#### 4.2.3 Jobs-to-Residents Analysis

Federal Economic Census data for the Village are available for 1997 and 2002 (2007 data have not been released at the time of this writing.) According to 2002 Economic Census data and 2000 Census population data, Brown Deer had a jobs-to-resident ratio of 0.50. As shown in Table 3.5, this placed the Village behind only Glendale as a employment center in northeastern Milwaukee County.

**Table 3.4: Major Industries in Brown Deer, 2004**

Industry Title	% of All Jobs
Manufacturing	28.2%
Finance and Insurance	16.5%
Health Care and Social Assistance	9.8%
Accommodation and Food Services	5.7%
Information	5.5%
Retail Trade	5.0%
Professional, Scientific, and Technical Services	4.9%
Education Services	4.7%
Wholesale Trade	4.7%
Other Services	4.5%
Transportation and Warehousing	2.7%
Administration & Support, Waste Management and Remediation	2.0%
Arts, Entertainment, and Recreation	2.0%
Construction	1.6%
Public Administration	1.4%
Management of Companies	0.4%
Utilities	0.2%
Real Estate and Rental and Leasing	0.2%
Agriculture	0.1%

Source: U.S. Census Bureau, LEED Origin-Destination Data Base (2nd Qtr 2002, 2003 and 2004)

Employment in the Village by industry sector has fluctuated over time, with some sectors gaining or losing percentages of all jobs. However, overall employment and the number of businesses in Brown Deer have remained remarkably stable over the last decade according to data from the United States Economic Census.

More recent employment data for the Village from the Bureau of Labor Statistics show drops in both the number of employers and the number of jobs in the Village. The two sectors that showed declining employment, in particular, were health care and retail. These data are considered “experimental” by the Bureau and the employment figures are relatively volatile, showing large changes from year to year. While Brown Deer’s employment figures are relatively stable, changing economic conditions bear further monitoring.

*Table 3.5: Jobs-to-Residents Ratio, 2002*

<b>Municipality</b>	<b>Employment</b>	<b>Population</b>	<b>Jobs/capita</b>
<b>Brown Deer</b>	<b>6,080</b>	<b>12,170</b>	<b>0.50</b>
Glendale	9,975	13,367	0.75
Menomonee Falls	22,040	32,647	0.68
Bayside	889	4,515	0.20
Fox Point	988	7,012	0.14
Whitefish Bay	1,469	14,163	0.10
Oak Creek	11,760	28,465	0.41
Greenfield	11,750	35,476	0.33
Hales Corners	2,642	7,765	0.34
Greendale	3,790	14,405	0.26

Source: US Census 2000 and Economic Census 2002

*Table 3.7: Major Employers in Brown Deer, 2009*

<b>Employer</b>	<b>Employment Range</b>	<b>Industry</b>
Metavante Corp	1,000+	Data Processing and Hosting
Guaranty Bank SSB	500-999	Savings Institution
Badger Meter Inc	250-499	Manufacturing
M&I Bank	250-499	Commercial Banking
Brown Deer Public School	250-499	Elementary and Secondary Schools
Young Men's Christian Assn	100-249	Civic and Social Organizations
U Line Corp	100-249	Refrigeration Manufacturing
Tripoli Country Club Inc	100-249	Recreational Sports Center
Village of Brown Deer	100-249	Government Services
Sheraton Milwaukee North	100-249	Hotels
Lowe's Home Centers	100-249	Home Centers
Kohls	100-249	Discount Department Stores
Bank Mutual Corp	100-249	Savings Institution
Traffic & Parking Control, Inc.	50-99	Electrical Apparatus and Related

Source: Wisconsin DWD ES-202 Large Employer Database, December 2007

#### *4.2.4 Major Employers in Brown Deer*

Table 3.7 lists major employers in the Village of Brown Deer. These data reinforce earlier information, which states Brown Deer has a strong economic base in manufacturing and finance, as the top four employers on the list are in these industries.

### **4.3 Growing Industries**

The Wisconsin Department of Workforce Development forecasts job growth by industry for the state as a whole, and for selected metropolitan areas. Understanding the industries that are likely to be adding jobs can help the Village of Brown Deer prioritize economic development efforts. Table 3.8 shows these projected new jobs by occupation for the Milwaukee metropolitan area, expressed as an annual average number of job openings, including new positions and replacement positions.

The occupations in italics — Sales, Production, Business and Financial Operations, Healthcare Support, Computer and Mathematical, and Community and Social Services — are fields in which the Village of Brown Deer currently has strong employment bases. These fields may be valuable initial focuses for business development efforts in the future.

#### 4.4 Commuting Patterns

Data from the 2000 Census show that the mean travel time to work for Brown Deer residents is 21 minutes, about the same as Milwaukee County residents overall. Brown Deer residents and businesspeople consider the Village's location in the metropolitan area and its regional connectivity to be among Brown Deer's primary assets.

Another way of examining where concentrations of employment are located is to look at where workers are commuting to and from. More than two-thirds of employed Brown Deer residents traveled within Milwaukee County for work according to data from the 2000 Census. Much

*Table 3.8: Projected New Jobs by Occupation, Milwaukee Metropolitan Area, 2006-2016*

<b>Occupation</b>	<b>Annual New Jobs</b>
Office and Administrative Support Occupations	3,990
Food Preparation and Serving Related Occupations	3,000
<i>Sales and Related Occupations</i>	<i>2,900</i>
<i>Production Occupations</i>	<i>2,070</i>
Health Care Practitioners and Technical Occupations	1,750
Transportation and Material Moving Occupations	1,570
<i>Business and Financial Operations Occupations</i>	<i>1,260</i>
Personal Care and Service Occupations	1,190
Education, Training, and Library Occupations	1,180
Building and Grounds Cleaning and Maintenance Occupations	930
<i>Health care Support Occupations</i>	<i>910</i>
Management Occupations	900
<i>Computer and Mathematical Occupations</i>	<i>840</i>
Construction and Extraction Occupations	840
Installation, Maintenance, and Repair Occupations	720
<i>Community and Social Services Occupations</i>	<i>500</i>
Architecture and Engineering Occupations	500
Protective Service Occupations	480
Arts, Design, Entertainment, Sports, and Media Occupations	350
Life, Physical, and Social Science Occupations	270
Legal Occupations	140
Farming, Fishing, and Forestry Occupations	30

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

smaller proportions travel west to Waukesha County or north to Ozaukee County. These figures are shown in Table 3.9. Broken down by commute destination, fully 41% of Brown Deer resident workers traveled to the City of Milwaukee.

Furthermore, employed persons who work in Brown Deer tended to originate in Milwaukee County. This is true of just over half of Brown Deer employees. Many of those workers — 32% — begin their commute in the City of Milwaukee. Maintaining the Village's links to the south and west is revealed to be a key to maintaining the ability of Village businesses to attract employees.

**Table 3.9 Commute Patterns to and from Brown Deer, 2000**

<b>Commute Origins of Persons Working in Brown Deer</b>					
Milwaukee County	Waukesha County	Ozaukee County	City of Milwaukee	Village of Brown Deer	
54%	13%	10%	32%	7%	

<b>Commute Destinations for Brown Deer Residents</b>					
Milwaukee County	Waukesha County	Ozaukee County	City of Milwaukee	City of Glendale	Village of Brown Deer
68%	14%	7%	41%	8%	6%

Source: US Census 2000

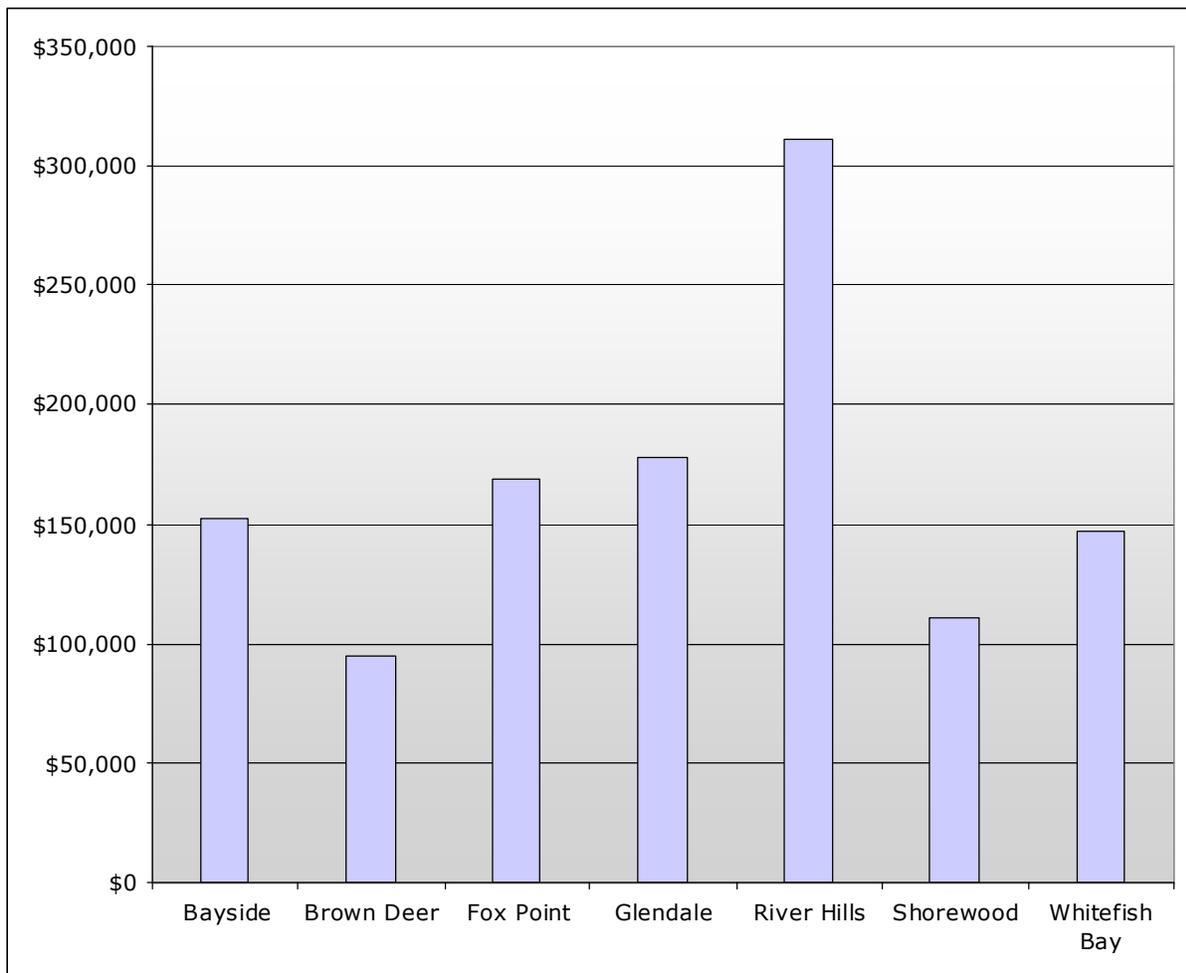
#### **4.5 Equalized Property Value**

The Wisconsin Department of Revenue's Bureau of Property Tax maintains a database of all town, village and city taxes collected. This database can allow for analyzing the health of local economies, as total assessed value is an indicator of the property taxes a community might be able to collect in order to reinvest back into the community. Calculating a per capita dollar amount (total assessed value for Brown Deer divided by the population) provides a relative indication of the tax dollars Brown Deer is able to spend on services per resident. All things being equal, villages with higher per capita assessed values are capable of providing higher levels of service. In 2008, the total equalized value for real estate in Brown Deer was \$1,108,652,200. Using an estimated 2008 population of 11,705 (provided by the Wisconsin Department of Administration), per capita assessed value in Brown Deer is approximately \$94,716. Compared to the per capita equalized value of \$70,498 for Milwaukee County, Brown Deer may have the revenue stream to potentially provide a higher level of service than is average in the County. A comparison to other North Shore communities reveals, however, that Brown Deer has less value in its real estate, calculated on a per capita basis, than some surrounding municipalities. The average figure for all North Shore communities is \$166,001, led by River Hills' per capita equalized property value of nearly \$311,000. See Figure 3.3.

**4.6 Tax Incremental Financing Districts**

For redeveloping communities like Brown Deer, tax incremental financing (TIF) is a primary tool for initiating and encouraging desirable economic development activities. TIF allows municipalities to provide major public improvements and then use future gains in tax revenue to repay the cost of the improvements. At present, the Village has three active Tax Incremental Financing districts and, to date, all three have been meeting revenue projections. These districts exist in corridors that the Village has identified as having the highest priority and highest potential for economic revitalization.

*Figure 3.3: Property Value per Capita for North Shore Communities, 2008*



Source: Wisconsin Department of Administration and Department of Revenue

Please reference Figure 3.4 to see the geographic boundaries of Brown Deer's TIF districts. TIF district #2, the oldest active district, is located along Bradley Road and Teutonia Avenue. The purpose of this district is to revitalize this neighborhood-scale commercial district. Recent improvements include streetscaping, the construction of Algonquin Manor and Bradley Manor senior apartment communities, and a new mixed-used neighborhood development at Bradley Road and Sherman Boulevard. TIF district #3 is located along the western end of Brown Deer Road. This TIF district was implemented in response to a number of vacant commercial properties. Improvements include a new Lowe's store and Walgreen's. TIF district #4, the newest TIF district, includes the Original Village and extends south to the intersection of Sherman Boulevard and Teutonia Avenue. The historic center of Brown Deer, the Original Village has recently seen improvements, including the Poco Loco restaurant and the construction of a new office building for an architecture firm. The Village is currently undertaking a major streetscaping project in the Original Village to define its identity as a noteworthy place in Brown Deer.

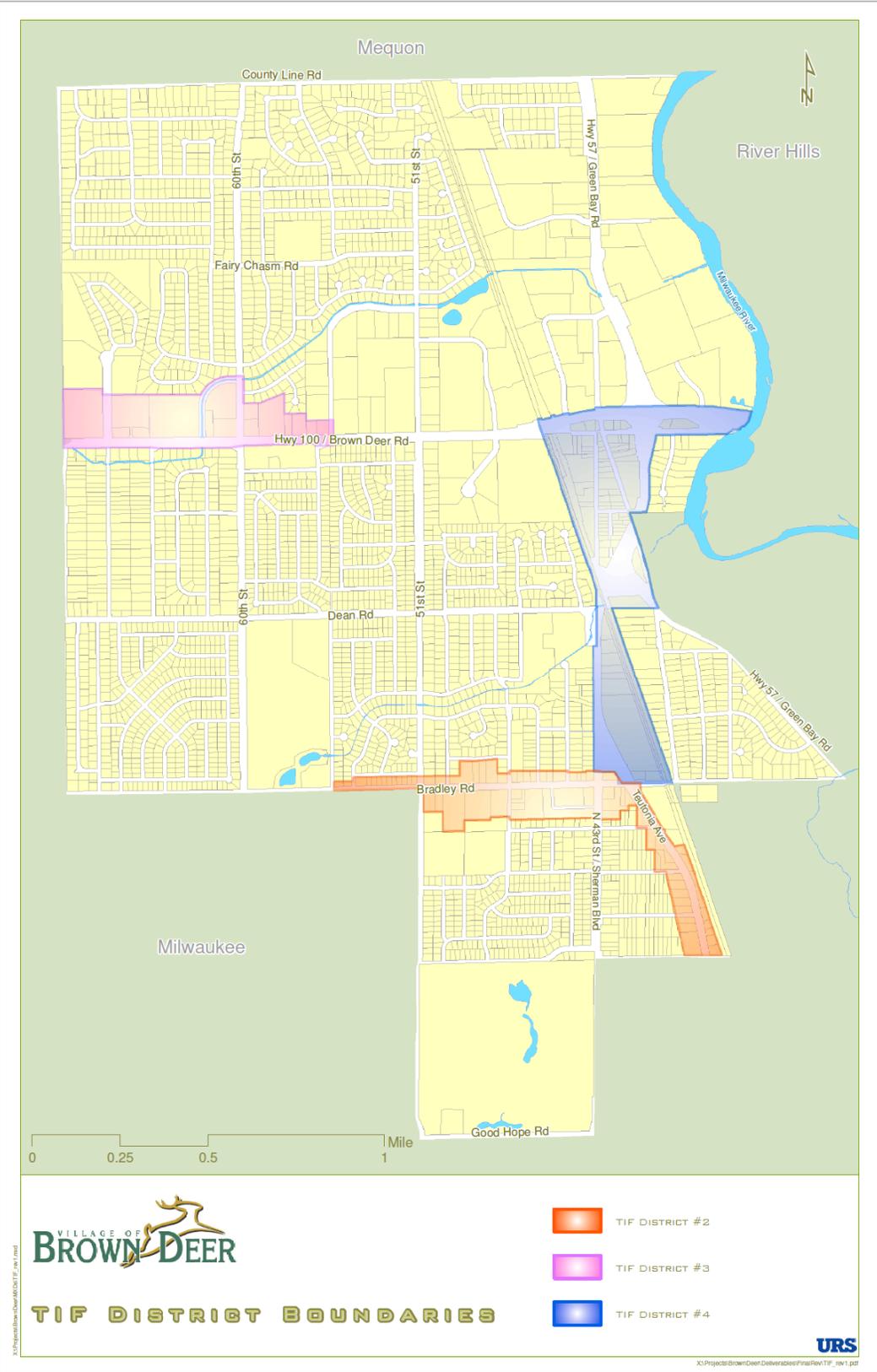
#### **4.7 Environmentally Contaminated Sites**

Brownfields are defined by the Wisconsin Department of Natural Resources (DNR) as abandoned or underutilized commercial and industrial properties where real estate development is hindered by real or perceived contamination. Often, brownfields are former gas stations, dry cleaners, or manufacturing plants.



*New development is augmenting the Village's tax base.*

Figure 3.4: TIF District Boundaries



Source: Village of Brown Deer

The suspicion of contamination is often enough to send a potential developer looking elsewhere to develop. Identifying properties that are real or perceived brownfields and removing obstacles to development should be a priority for Brown Deer. Brownfield redevelopment can have many positive effects on a community, including: increasing economic opportunities by returning land to productive use, increasing the number of jobs in the community, providing recreational areas, and diversifying the economic base. State and federal remediation programs can help municipalities clean up brownfield sites in preparation for redevelopment.

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites in the state. Properties listed by the DNR are self-reported, and do not necessarily represent a comprehensive listing. There are currently 35 closed sites and seven open sites listed in Brown Deer. Closed sites are categorized as completed cleanups and the open sites are categorized as on-going clean-ups. Both the open and closed sites are concentrated along the Canadian National railway, Brown Deer Road and Bradley Road. The locations and status of open brownfield sites in the Village are detailed in Table 3.10.

#### **4.8 Retail Analysis**

Many Brown Deer residents identified a lack of small, service-oriented and specialty shops within the Village. In particular, many residents would like to see more dining and grocery options. The planning team conducted a retail gap analysis to help determine whether there is an untapped market for such goods and services. A retail gap analysis examines aggregate consumer expenditures for a variety of retail categories within a particular geography, or trade

**Table 3.10: Brownfield Locations and Status**

<b>Location</b>	<b>Contamination</b>	<b>Latest Action Taken</b>	<b>Site Opened</b>	<b>Last Action</b>
4429 W River Lane and adjacent WEPCO parcel	Chlorinated Solvents	Property transferred ownership	1998	1999
5221 W Beaver Creek Pkwy	Soil Contamination	No further action required	1992	2003
5050 W. Brown Deer Rd	Volatile Organic Compound	Conditional closure	2007	2008
4545 W Brown Deer Rd	Chlorinated Solvents	Long term monitoring to continue	1990	2008
Bike Path WEPCO ROW West of 43rd St	Petroleum	WDNR letter notifying responsible parties of contamination	2008	2008
4730 W Bradley Rd	Petroleum	Site Investigation Workplan submitted	2006	2006
7600 N Teutonia Ave	Petroleum	Remediation of contaminated soils	2004	2009

Source: Wisconsin Department of Natural Resources



*Brown Deer is home to some quality specialty retail, but residents would like to see more.*

area, in relation to the aggregate retail sales of establishments within the same geography to determine whether consumers are shopping elsewhere because those services and products are not available in their local area.

It is important to mention the limitations of a retail gap analysis at the outset:

- Selecting the best geography is difficult because, in an urban area, political boundaries rarely coincide with economic boundaries. Determining the proper geography is especially difficult for municipalities within urban areas where the distance between different points in the Village may actually be greater than the distance between two different municipalities.
- Businesses can only be categorized in one retail category, when in reality, some businesses offer several types of retail services.
- A retail gap analysis does not take into account issues such as transportation access or specific needs of the population. For example, Brown Deer has a relatively high number of workers within its borders, which might dictate a very specific demand for certain services, such as restaurants and takeaway food vendors and daytime services like dry cleaners, card shops and newsstands.

Selected results from the retail gap analysis for the Brown Deer geography are shown in Table 3.11. The key data is shown in the right hand column: “Additional Stores that Brown Deer Residents Could Support”. A positive number indicates that an opportunity exists for retail development, as consumers are spending some of their money for these goods outside of the Village. A negative number indicates that the locality is bringing in money from outside the

Village limits for a particular good or service and that that market may be saturated.

Results indicate that retail supply within Brown Deer is adequate to accommodate resident's retail demand for most goods and services. For grocery stores and specialty food stores, the research indicates that Brown Deer is, in fact, a destination point. Residents' desire for more of these services probably indicates that people are interested in a different type of shopping experience or wider variety of products than the current options offer. The analysis does indicate support for convenience stores, which sometimes provide similar goods. There is considerable demand for full-service restaurants – a frequently mentioned desire by stakeholders – and drinking establishments.

Residents also expressed interest in neighborhood services, such as flower shops and other specialty retail. The analysis shows that there exists unmet demand for these types of retail. These data comport well with stakeholders vision for the future of retail in the Village.

*Table 3.11: Retail Gap Analysis, 2007 dollars*

<b>Retail Establishment</b>	<b>Retail Spending Gap or Surplus in Brown Deer</b>	<b>Average Sales for Typical Establishment</b>	<b>Additional Stores that Brown Deer Residents Could Support</b>
Home Furnishing Stores	\$1,370,700	\$1,360,886	1.0
Grocery Stores (excluding convenience stores)	-\$7,713,332	\$6,133,051	-1.3
Convenience Stores	\$1,106,754	\$581,960	1.9
Specialty Food Stores	-\$2,561,513	\$694,519	-3.7
Gasoline Stations With Conv Stores	\$11,033,168	\$2,578,667	4.3
Clothing Stores	-\$15,277,053	\$1,451,593	-10.5
Shoe Stores	\$1,228,089	\$1,110,413	1.1
Sporting Goods, Hobby, Book, Music Stores	-\$3,996,165	\$1,437,672	-2.8
Florists	\$439,273	\$371,145	1.2
Office Supplies, Stationery, Gift Stores	-\$2,231,205	\$947,828	-2.4
Other Miscellaneous Stores	\$1,950,226	\$741,829	2.6
Full-Service Restaurants	\$8,385,514	\$858,443	9.8
Drinking Places -Alcoholic Beverages	\$773,876	\$281,636	2.7

Sources: BLS: Consumer Expenditures Survey and Consumer Price Index. US Census Bureau: Economic Census 2002 and Census of Retail Trade 2002, Claritas 2007

## 5. PLANNING CONTEXT

A number of regional, state and federal economic development programs offer funding opportunities that Brown Deer may be able to use to leverage desirable economic development. The following programs may be of use in implementing Plan recommendations.

### 5.1 Regional Programs

**Southeast Wisconsin Regional Economic Partnership (SWREP) Technology Zone Program** targets high-technology businesses that are located or plan to locate in Milwaukee, Ozaukee, Washington or Waukesha counties. These businesses are eligible to apply for credits on their Wisconsin income tax.

### 5.2 State Programs

**The Brownfields Initiative** provides grants for environmental remediation of brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs.

**The Community-Based Economic Development Program** is designed to promote local business development in economically distressed areas.

**The Community Development Block Grant — Public Facilities** component helps eligible local governments upgrade community facilities, infrastructure, and utilities.

**The Community Development Block Grant — Public Facilities for Economic Development** component offers grants to communities to enhance economic development efforts.

**The Community Development Block Grant Economic Development Program** provides grants to communities to loan to businesses for start-up, retention, and expansion projects.

**The Wisconsin Housing and Economic Development Agency (WHEDA)** offers small business financing products, including loan guarantees and interest rate subsidies.

**The Wisconsin Transportation Facilities Economic Assistance and Development Program** funds transportation facilities improvements.

**The Recycling Demonstration Grant Program** helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects.

### 5.3 Federal Programs

There is a wide range of federal programs intended to foster economic development. A review of the “Catalog of Federal Domestic Assistance” (CFDA) was conducted to identify those programs potentially applicable to Brown Deer. Programs that may be of value in Brown Deer are listed in Table 3.12; the list includes the CFDA identifier. Detailed program descriptions can be found at <http://www.cfda.gov>.

*Table 3.12: Select Federal Economic Development Programs*

<b>CFDA Number</b>	<b>Agency</b>	<b>Program Title</b>
11.3	COMM	Investments for Public Works and Economic Development Facilities
11.303	COMM	Economic Development Technical Assistance
11.305	COMM	Economic Development State and Local Economic Development Planning
14.218	HUD	Community Development Block Grants/Entitlement Grants
14.246	HUD	Community Development Block Grants/Brownfields Economic Development Initiative
14.412	HUD	Employment Opportunities for Lower Income Persons and Businesses
20.507	DOT	Federal Transit Formula Grants
93.57	HHS	Community Services Block Grant Discretionary Awards

Source: Catalog of Federal Domestic Assistance

**6. BROWN DEER ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES**

<i>Goals</i>	<i>Objectives</i>
<p>1. The Village will strive to maintain a mix of employers and businesses to sustain a diverse tax base.</p>	<p>1.1 In tandem with existing relationships, explore the formation of a business association specific to Brown Deer employers in order to enhance the Village’s identity</p> <p>1.2 Expand and research recruitment tools for new businesses</p>
<p>2. The Village will focus redevelopment activities along key nodes and corridors to enhance commercial quality and variety.</p>	<p>2.1 Expand and research recruitment tools for desirable retail development in order to enhance the Village’s identity</p> <p>2.2 Evaluate and strengthen partnerships for economic development</p>

**7. RECOMMENDATIONS FOR VILLAGE ECONOMIC DEVELOPMENT POLICY, PROGRAMS AND INITIATIVES**

Brown Deer is fortunate to have a strong economic development base, in terms of employment, diversity of land use in manufacturing, commercial and retail development, and experience in utilizing the tools available to redeveloping communities, such as Tax Incremental Financing. In addition, the Village maintains an active Community Development Authority and is beginning to develop marketing materials aimed at raising Brown Deer’s profile in the metropolitan area. Village staff and elected officials have undertaken initiatives to bring businesses to Brown Deer, and the Village is known as a municipality willing to work with businesses and developers. It is anticipated that all these efforts will continue.

Municipalities with the population and fiscal resources of Brown Deer have a limited number of tools to spur and incentivize desirable development, and they must be marshaled with the greatest possible effectiveness. Opportunities in economic development are clustered in two main areas: improving organization and communication among stakeholders to pursue mutual objectives, and focusing planning efforts toward redevelopment in line with both community desires and market realities. The following recommendations focus on aligning the goals of business and the Village in order to undertake forward-looking planning efforts.

***1. Strengthen Village business retention, attraction and economic development efforts.***

Brown Deer stakeholders recognize that the Village has become a redeveloping community. To maintain tax base and the ability to provide quality services, it is likely that Brown Deer must coordinate economic development policy and planning with the demands of the changing market for real estate and business. Village staff currently handles economic development, but a renewed focus could pay dividends for Village redevelopment. Some ideas for bolstering economic development efforts include but are not limited to: staff training through the International Economic Development Council, the creation of a dedicated business liaison position, or the creation of an Economic Development Advisory Committee to the Board of Trustees. Such a committee could meet as needed or on a regular schedule (two or three times annually) to advise on economic development policy, review achievements and judge progress toward economic development goals. In Brown Deer, the committee could be responsible first for monitoring the implementation of the economic development recommendations from the comprehensive plan, and second, to guide the prioritization and implementation of area planning for economic development in key corridors in the Village.

***2. Initiate a regular roundtable discussion among the Village elected officials and top employers, focused on the Village's role in employee retention and attraction.***

Brown Deer currently has several thousand employees clustered around the intersection of Brown Deer and Greed Bay Roads. This daytime population — equal to perhaps one-fifth of the Village's permanent population — is essentially isolated from participating in any amenities, due to historical patterns of land use and transportation facility design. The Village could initiate a regular roundtable discussion with its largest employers (identified in Table 3.7) to determine ways to work together to provide an attractive work environment and what these businesses need to attract and retain employees. The continued health of these top employers is key to the continued economic health of the Village, and opening regular channels of communication will enable Brown Deer to respond to key employer needs proactively. This group could expand to include representatives from Brown Deer businesses in the group of industries forecasted for high job growth over the next decade (identified in Table 3.8).



***Brown Deer is home to a wide range of employers, including large companies, such as Metavante, on the left, and smaller, service-oriented establishments, such as Wade Weissmann Architecture, on the right.***

***3. Explore focusing business attraction efforts on “wet-basin” industries.***

Industries with heavy water use, over the long term, will find benefits of relocating to wet basins to reduce energy and water costs. This could include potential relocations of industries based on the western side of the Milwaukee metropolitan area, which are faced with dwindling water supply. Badger Meter CEO Richard Meeusen is a leader regionally in this concept, and has spoken about it at forums. Such a messaging/branding program, developed over time, could bear fruit for the Village with little actual cost. Coordination of this effort could grow from the organization efforts described in Recommendation 2 above.

***4. Initiate a regular roundtable discussion with the businesses in the manufacturing district located west of Village Hall.***

This area presents a key opportunity for business organization efforts to enhance its desirability. Brown Deer is unusual among Milwaukee suburbs in its strong employment base in manufacturing. Nationally, many small manufacturers require “flex space,” facilities able to accommodate both manufacturing and office use. This district in Brown Deer offers such space, but it lacks the managed coherency of a modern business park. Discussions could center on business needs that may be addressed by the Village, such as developing a desirable “look” for the district, with common streetscaping or other urban design details. The discussions may have an ultimate aim of creating a Business Improvement District.

***5. Explore supporting the creation of a Chamber of Commerce that is specific to the Village of Brown Deer.***

The Granville-Brown Deer Chamber of Commerce currently promotes business and community interests in the northwest side of the City of Milwaukee and in the Village of Brown Deer. While these two communities do have historical ties, they also have very distinct identities and face different issues. Having a separate Chamber of Commerce would enable Brown Deer businesses to better promote themselves and the amenities specific to the Village that is just not feasible with a joint Chamber.

***6. Base planning for the Green Bay Road corridor on the Wheaton Franciscan Healthcare and YMCA’s Healthy Lifestyle Village investment.***

Health care professions are growing in importance in Milwaukee County, and Brown Deer is fortunate to be seeing considerable investment in forward-oriented health care by Wheaton-Franciscan Healthcare and the YMCA in their Healthy Lifestyles Village. In planning for the future of Brown Deer’s northeastern quadrant (see Recommendation 7 below), the Village could be particularly sensitive to the opportunities this investment could generate. By initiating discussions with Wheaton Franciscan, the YMCA, the owners of the Hearthside Property, the owners of nearby multi-family housing complexes and Columbia-St. Mary’s Healthcare (operators of the Glendale Clinic on Green Bay Road) the Village could better determine the needs of employees and customers for such support services. These needs could determine the types and scale of future retail development, as well as housing and transportation investments. In particular, the corridor brings together transit service, a concentration of non-owner-

occupied housing and the opportunity for future retail development. Understanding the main traffic drivers in this part of the Village will allow future development to capitalize on the activity that is already taking place here. See the Housing chapter of this plan for further details on options for housing development in this corridor.

***7. Prioritize area planning efforts for high profile redevelopment areas.***

This planning process has identified several commercial and mixed use corridors that are either likely to undergo changes in land use, have a preponderance of parcels that are underutilized or that are currently not meeting the needs and expectations of Brown Deer citizens in providing quality retail and employment opportunities. These areas include the northeast corner of the Village, with changes focusing on the YMCA-Wheaton Franciscan Healthcare joint venture and the former Hearthiside site; the area surrounding the intersection of Bradley Road and Sherman Boulevard, with the pending Jewish Family Services project; the Original Village; and the western end of the Brown Deer Road corridor. Area planning efforts can help set direction for the redevelopment of these areas, and will enable the Village to make land use and zoning decisions on a rational, long-view basis. Two of these areas—along Bradley Road and in the northeast corner of the Village—were selected for special subarea planning. The Bradley-Park and North River corridor plans prepared concurrently with this document can be referenced for more information.

***8. Continue the active management of Tax Incremental Financing Districts.***

Tax incremental financing is a key tool by which municipalities can spur desirable redevelopment. Brown Deer has shown itself to be aggressive in the use of this tool when warranted, while maintaining an excellent overall balance in tax base management. At the time of this writing, the United States economy is in the midst of a severe downturn, and the real estate market is particularly soft. However, the Village may continue to look for opportunities to enhance the chances of long term success in redevelopment through continued judicious application of tax incremental financing.

***9. Explore the creation of a job shadowing program with the School District of Brown Deer and major employers.***

A consistent observation during the stakeholder involvement activities was the lack of communication between Brown Deer residents and its major employers. Some communities work with their schools, business association and other partners to host a “job shadowing” program. These programs pair high school students with employees of local businesses who are willing to allow the student to accompany them on a typical work day. Such a program would be a low-cost way to introduce residents to the variety of economic activity in the Village, and create connections between businesses and the community. The Village of Winneconne in central Wisconsin has created a successful model that may be worth emulating.

## Chapter Four

# Land Use and Aesthetics



### 1. INTRODUCTION

The allocation, distribution and connections between land uses are a key planning element in any community. The mix of land uses affects quality of life, property values, provision of services, economic development and preservation and enjoyment of the natural environment. This chapter provides an analysis of the results of the public involvement process as it relates to land use, a description of Brown Deer's existing land use allocation, and an analysis of potential future conditions. It addresses the challenges facing redeveloping communities as well as aesthetic issues related to the design of spaces. This chapter provides a basis for evaluating future requests for changes in land use, and concludes with policy recommendations to proactively ensure that the Village is able to meet land use goals and objectives.

## 2. VISION STATEMENT

Land use is not directly addressed in the Village of Brown Deer Vision Statement. However, regarding land use and aesthetics, the Vision Statement stresses the importance of ensuring that the Village remains “scenic, well tended, and green.” Issues of density and character of land use are obliquely mentioned in the importance of maintaining the “green, open, suburban” character of Brown Deer.

## 3. STAKEHOLDER INVOLVEMENT RESULTS

Community members generally report satisfaction with the land use mix in Brown Deer. Residents feel that residential, commercial, and industrial land uses exist in the correct proportions. With a few exceptions, land uses are located to minimize conflicts between properties. Residents did, however, prioritize the preservation of residential neighborhoods in order for Brown Deer to remain an attractive suburb.

Some residents expressed concern in regard to the location of services and lack of connectivity between land uses. Many residents complained that they had to drive everywhere to access services, even if they were located physically nearby. Also, numerous participants stated that Brown Deer could be a more aesthetically pleasing community, particularly along arterial roadways, and suggested improvements for streetscaping and landscaping along specific streets and locations. The list below includes qualities that residents currently appreciate about Brown Deer as well as challenges that residents feel Brown Deer *ought* to address in the future.

### *Strengths*

- Mix and variety
- Desire more connectivity
- Preserve residential neighborhoods
- Satisfied with current land use mix
- Buffer for residential
- Isolated, quiet neighborhoods
- Original Village could be more intensely commercial, less institutional
- Increase residential uses around Bradley Road with neighborhood scale development and condos for seniors

### *Challenges*

- Improving access to neighborhood services and reducing discontinuity between land uses
- The Village is built out
- Redevelopment necessary to change land use
- Conflict between residential, commercial and industrial
- “Too much” multi-family housing
- Maintaining aesthetics in residential areas

## 4. DATA ANALYSIS

### 4.1 Existing Land Uses and Distribution

Although “land use” and “zoning” are sometimes used interchangeably, they are distinct terms. Land use is a more general term that refers to the functional purpose of a property. Zoning is a legal designation that stipulates allowable land uses, as well as restrictions and guidelines that pertain to all properties within a specific zoning district.

Existing land uses in Brown Deer are shown on Figure 4.1. For the purposes of this analysis, nine different land uses were identified in the Village. The land use categories include:

- Single Family Residential
- Multi-Family Residential
- Public Parks and Open Space
- Non-Public Open Space (parcels that function as open space but lack public access)
- Business and Commercial
- Manufacturing
- Institutional (parcels with civic, education and religious uses)
- Transportation and Utility Right of Way (ROW)
- Vacant (parcels currently not utilized, but not being held as open space)

Table 4.1 outlines the allocation of land in Brown Deer to these nine uses, both by acre and by percentage of all land area in the Village. In general, land uses are clustered in Brown Deer. For example, industrial uses are focused in the center of the Village and multi-family housing is prevalent in Brown Deer’s northeast corner. The Original Village and the area around the intersection of Teutonia Avenue and Bradley Road are the only areas within the Village that could be described as mixing residential, commercial and institutional uses in close proximity. The following text describes the allocation and distribution of each land use category in Brown Deer in general terms; please refer to Figure 4.1.

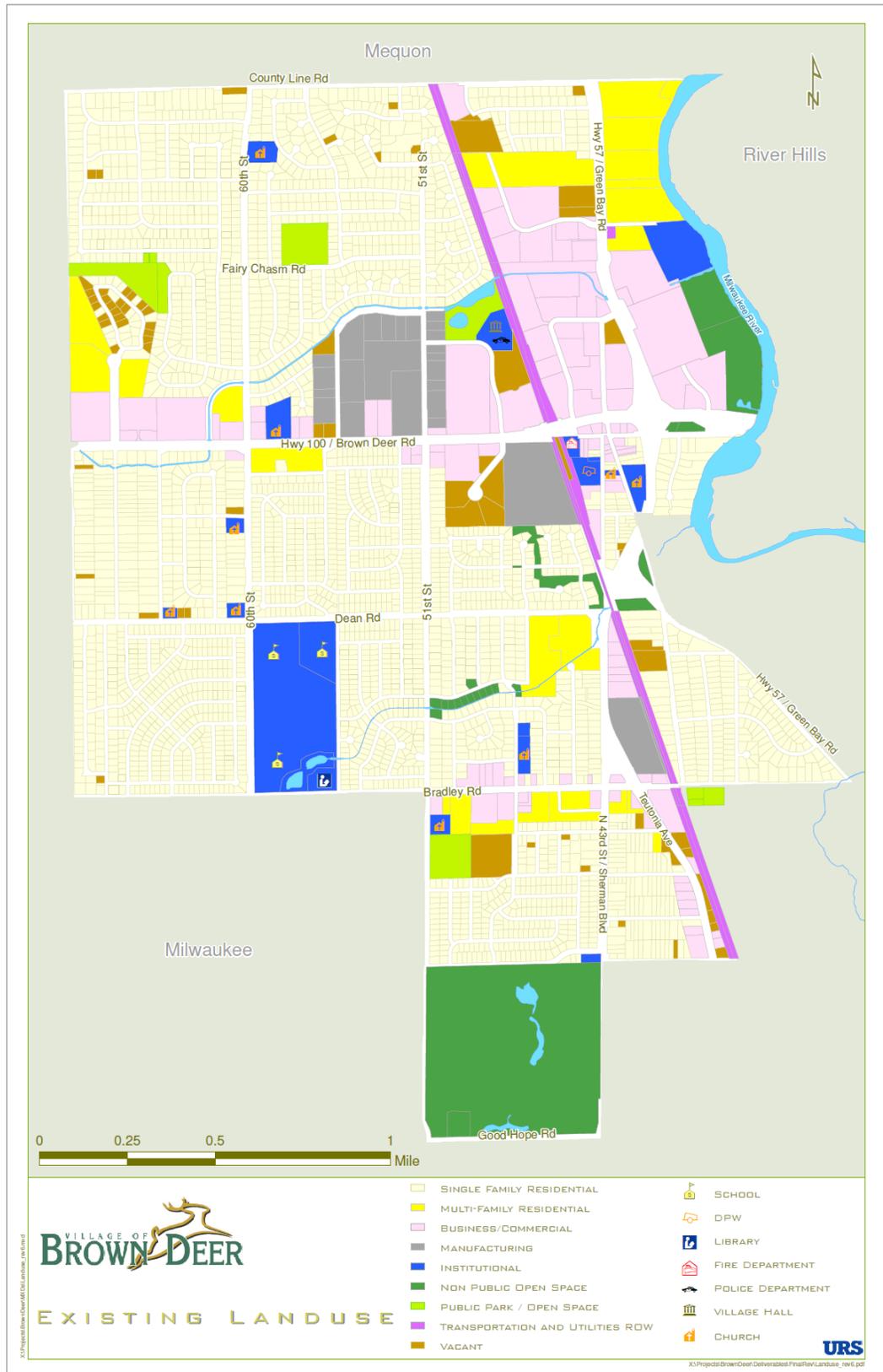
#### 4.1.1 Single Family Residential

Single family residential comprises the largest land use by acre, occupying approximately 54% of Village area. Single family housing tends to be clustered together, away from arterial streets and separated or buffered from major shopping districts and other uses. Because of this separation, residents often describe their neighborhoods as quiet and peaceful. Generally speaking, single family residential land uses are concentrated west of 51st Street and south of Brown Deer Road, as well as in the northwest corner of the Village. Single family residential parcel sizes tend to increase from south to north in the Village.

**Table 4.1: Land Uses by Area, 2008**

<b>Land Use</b>	<b>Acres</b>	<b>%</b>
Single Family Residential	1,221	54%
Business and Commercial	294	13%
Non Public Open Space	200	9%
Multi-Family Residential	152	7%
Institutional	120	5%
Manufacturing	106	5%
Vacant	79	3%
Park	49	2%
Transportation and Utilities ROW	40	2%
<b>Total</b>	<b>2,262</b>	

Figure 4.1: Land Use, 2009



Source: Village of Brown Deer, URS

#### 4.1.2 Multi-Family Residential

Most multi-family residential developments are clustered in the northeast quadrant of the Village, along Green Bay Road north of Brown Deer Road. Other multi-family apartment buildings are also located near Dean Road and Teutonia Avenue and north of Brown Deer Road, on Park Plaza Court. In general, the multi-family districts of the Village are comprised of large apartment buildings with over 50 units per building. These multi-family developments are usually located along major arterial roads with good access to transit, and are in some cases sited to buffer single-family residential uses from transportation and commercial uses. A group of multi-family properties focused on housing senior citizens is located along Bradley Road, between 51st Street and Teutonia Avenue. Multi-family residential uses occupy 7% of Brown Deer's land area.

#### 4.1.3 Business and Commercial

Business and commercial land uses in Brown Deer also tend to be distinct from other uses. Most commercial activity is clustered along Green Bay and Brown Deer Roads, combining both retail and office uses. These shopping districts cater to a regional market. The adjoining Bradley Road and Teutonia Avenue corridors are home to another shopping node in the Village. Developments along Bradley Road tend to be on a smaller scale, and the businesses are more service-oriented, while Teutonia Avenue features more auto-oriented commercial establishments. Business and commercial uses occupy 13% of the Village's area.



**Large commercial uses are concentrated in the Village's northeast corner.**

#### 4.1.4 Parks and Open Space

Open space in the Village consists almost entirely of parks, private recreation facilities, and stormwater control facilities. Some of the open space is publicly owned by either the Village or Milwaukee County, and some of the open space is privately owned.

In order to present a more accurate representation of which open space lands were a public asset, the planning team divided open space into two categories: parks and open space available for public use and open space that was privately owned and operated and not available for public use, but which still provide aesthetic and environmental benefits to the Village. For example, Tripoli Country Club is designated a non-public open space since it is a private club. Also, the YMCA's land holding along the Milwaukee River is similarly classified because access is restricted. Approximately 2% of Village acreage is devoted to parks and other public open space, and 9% is found in private lands functioning as *de facto* open space.

#### *4.1.5 Manufacturing*

Industrial uses are clustered around Brown Deer Road and 51<sup>st</sup> Street in the center of the Village. More isolated industrial activities occur on Brown Deer Road west of the Original Village and on Teutonia Avenue north of Bradley Road. Manufacturing occupies 5% of the Village's land area.

#### *4.1.6 Institutional*

Institutional land uses occupy 5% of Brown Deer acreage. Institutional clusters are located around Village Hall and the schools campus (including the Brown Deer Library). Religious institutions are scattered throughout Brown Deer. The YMCA campus, located in the Village's northeast quadrant, is considered an institutional use in this analysis due to its publicly focused mission and quasi-public accessibility.

#### *4.1.7 Transportation and Utility Corridors*

The transportation and utility corridors form a north-south diagonal through the Village, along the railway and Wisconsin Energies right of way. These uses occupy 2% of Village land.

#### *4.1.8 Vacant Land*

Parcels that are severely underutilized, undeveloped, or in transition between uses (including the Village's last remaining agricultural parcel) are considered vacant for the purposes of this analysis. Such parcels are scattered throughout the Village, and some of these parcels may represent opportunities for future redevelopment. Vacant land occupies 3% of Brown Deer's land area.

### **4.2 Land Supply and Demand**

#### *4.2.1 Land Supply*

Brown Deer is a built out community, and it is bordered by other built out communities. This situation does not allow the Village the opportunity to physically expand its land supply. Therefore, for this analysis, "land supply" is represented by vacant property. There are currently 63 vacant parcels in Brown Deer, representing approximately 79 acres as noted in the previous section. Approximately half of this land area of vacant parcels is currently zoned single family residential and half is zoned commercial or industrial.

Additionally, as underutilized parcels are redeveloped and reconfigured, or if major intersections are redesigned, more land could be freed up for development.

### 4.2.2 Land Demand

As a fully built out community with little population change forecasted, Brown Deer is unlikely to witness high demand for land use changes in the immediate future. This scenario is typical of redeveloping communities. Opportunities for changing land uses most likely will be driven by focused redevelopment planning, particularly in the current weak real estate market.

When assessing future land demand, one first needs to look at housing, which represents the Village's dominant land use. According to population and household projections, Brown Deer is likely to witness a slight decrease in population from now until 2030, with a commensurate reduction in the number of households.

As detailed in the Housing chapter of this plan, through 2030, Brown Deer will see an estimated reduction in housing of approximately 236 units. Assuming that the current owner-renter household split and existing housing unit densities hold true in the future, 1.9 acres of single family land and 0.2 acres of multi-family land could become available annually if forecasted changes in population are borne out. Table 4.2 illustrates these calculations.

**Table 4.2: Estimated Residential Land Demand**

Estimated change in Housing Units through 2030	-236
Proportion Single Family (71.2%)	-168
Proportion Multi-family (28.8%)	-68
Acres of Single Family land newly available per year*	1.9
Acres Multi-family land newly available, per year**	0.2

\*based on a net SF residential density of 3.0 units/acre

\*\*based on net MF density of 10.6 units/acre

Source: Village of Brown Deer, Wisconsin DOA, URS

At these small increments, this reduced demand in available land is not likely to instigate a large-scale change in land use patterns. Further, vacant properties will likely be scattered throughout the Village, making it difficult for the owners or the Village to redevelop systematically. The probable scenario is that these properties will retain a single family residential designation, and if the Village is flexible in zoning and permitting, may allow Brown Deer to respond to the demand for changing housing types as these demands develop (i.e. larger or smaller homes than are typical in the Village; see the Housing chapter for detailed recommendations). Similarly, because multi-family housing units tend to house over 50 units, the most likely scenario is that apartment complexes will have a greater number of vacancies at any given time. However, over the course of the planning horizon, there may arise an opportunity for a major redevelopment of at least one multi-family housing development in Brown Deer. A likely scenario would include multi-family housing developed at lower densities than currently prevail.

Brown Deer's relatively stable future population scenario translates into stable demand as well for commercial and industrial land uses. Village stakeholders are satisfied with the present allocation of land uses, and the present mix is considered to contribute to stability of the tax base. The 36 acres of vacant commercial and industrial land represent 46% of all vacant land in Brown Deer, and are likely adequate to accommodate demand for the foreseeable future.

### **4.3 Land Use Conflicts**

Because land uses are generally separated, buffered, and well clustered in Brown Deer, stakeholders report few conflicts and satisfaction with the distribution and current allocation of land uses. Interestingly, two areas that are best described as “mixed use” — the Original Village and the Bradley Road/Teutonia Avenue corridors — did not produce much reported land use conflict. According to stakeholders, the areas of current land use conflict include:

- The seam between the industrial/commercial and residential zones along the north side of Brown Deer Road between 51st and 60th Streets. Although the Village has a noise ordinance that is well-enforced, there are still occasional complaints about noise from industrial operations and, more particularly, garbage and recycling pickup creating noise at early hours.
- The ongoing project by the River Revitalization Foundation to improve access and quality to Southbranch Creek near its confluence with the Milwaukee River — in an area surrounded by the intersection of Green Bay Road and Teutonia Avenue — has created unease among a handful of nearby residential property owners. However, the Foundation and Village’s efforts to incorporate their concerns into planning for this emerging small public open space should be able to mitigate most of these concerns.
- The planned development of the “Greenhouse Parcels” at 49th Street and Donges Lane. As the area is slated to transition from agricultural to residential uses, some neighbors fear the impacts of potentially increased vehicular traffic.

## **5. OPPORTUNITIES FOR REDEVELOPMENT**

Because Brown Deer is a built out community, land uses are not likely to change drastically over the next 20 years. In all likelihood, most current land uses will remain constant, but parcels may be redeveloped to meet the needs of an emerging real estate market; in some cases, it may be possible to combine parcels for redevelopment projects on a slightly larger scale.

A handful of areas in Brown Deer may be examined more closely to see if they would better accommodate a different land use. Redevelopment in Brown Deer is also likely to entail improvements to site layouts as businesses turnover and multi-family buildings reach the end of their useful lifespan. This section identifies potential redevelopment areas in the Village.

### **5.1 Commercial Corridors**

Based on the results of the retail market gap analysis in the Economic Development chapter, the stores that Brown Deer can best support are smaller, service oriented businesses, such as restaurants, convenience stores, and florists. New smaller-scale commercial activities could be directed towards either Bradley Road or the Original Village, because they are closer to residential neighborhoods where there is a strong demand for such amenities.

#### **5.1.1 Original Village**

As the first area to be settled in the Village, the Original Village is the historic heart of Brown Deer. Streetscape improvements are planned to enhance aesthetics, update utilities, provide a common identity, and improve traffic and pedestrian circulation. As this district continues to evolve as a mixed-use commercial area, the Village will need to consider whether certain uses should be replaced with higher and better uses. In particular, the Department of Public Works (DPW) yard consumes a large area of prime real estate. Some neighbors noted that the DPW trucks use the residential streets to access Green Bay Road. The yard's structures will at some point require renovation. As the useful life of the DPW facilities comes to an end, the Village could explore other options for siting the DPW yard. The planned recreational trail along the rail and utility corridor will provide increased opportunities for pedestrian-oriented specialty- and service-oriented business. General recommendations for this area are included in this chapter, and a recommendation specific to the future of the DPW yard is included in the Community Facilities chapter of this plan.



*The Original Village is essentially a mixed use district.*

### 5.1.2 Bradley Road and Teutonia Avenue corridors

Early on in the planning process, it became evident that these corridors were a major cornerstone for redevelopment in Brown Deer. New residential development will likely bring increased demand for neighborhood-oriented businesses, making this district one of the most desirable areas for investment in the Village. At the time this plan was prepared, General Capital Group was in Phase II of its mixed-used, neighborhood-scale Bradley Village development and Jewish Family Services was in the process of developing an assisted living facility along Bradley Road. Other parcels are likely to see demand for changes in land use in this area to meet the needs of the neighborhood, which is undergoing residential densification. Important considerations in this district include:

- Access to and capitalizing on the proximity of Brown Deer Park and the extension of the Oak Leaf Trail
- Commercial parcels along Teutonia Avenue in the extreme southeast corner of the Village that are reportedly too shallow to accommodate structures under the current Brown Deer zoning restrictions
- The vacant site of the former Algonquin School

Because of its importance, the Village commissioned the planning team to complete a sub area-plan to illustrate a long-term vision for these corridors. Please reference the separate *Bradley-Park Sub-Area Plan* for more detail.

### 5.1.3 Marketplace Shopping Center

The Marketplace is a strip retail development in the northeast quadrant of the Village; it includes several retail establishments drawing from a regional rather than purely local market area. For many people passing through the Village on Green Bay Road or Brown Deer Road, the Marketplace provides their main impression of Brown Deer, and main reason to visit the Village. While the shopping center has been successful with low vacancy rates, the building and site design may be ready for some investment in the future. The Marketplace occupies the highest traffic intersection in the Village; this intersection is scheduled to be redesigned in several years' time. While no specific plans to redevelop this area are currently proposed, it is likely that future opportunities will arise for the Village to work with the parcel's owners and occupants. Re-visioning this area could include improving access to the Milwaukee River, improved pedestrian and bicycle facilities, and a denser site design that fronts Green Bay Road.

Because the Marketplace occupies a focal point in Brown Deer, the Village also requested a sub-area plan for this this corridor to show a variety of potential redevelopment scenarios for this site. Please reference the separate *North River Sub-Area Plan* for more details.



*The western end of the Bradley Road corridor may benefit from future redevelopment.*

## **5.2 Industrial Corridors**

### **5.2.1 Brown Deer Road Industrial Zone**

Redevelopment in the Village should be conceived of broadly to include aesthetic considerations in addition to land use. There are corridors that have an appropriate land use, but they are not aesthetically pleasing. This is the case in the industrial land use concentration north of Brown Deer Road between 51st and 55th Streets. To maintain the long term value of this district, the Village may want to consider working with business and property owners to establish an aesthetic scheme, expressed in streetscaping design and maintenance norms. For more than a decade, the tendency in industrial areas has been toward creating identity and desirability through these means. Specific recommendations for implementing such an initiative cooperatively are included in the Economic Development chapter of this report.

## **5.3 Residential Areas**

### **5.3.1 Brown Deer Road Single Family Residences**

The western end of Brown Deer Road is one of the highest traffic corridors in the region. A number of single family parcels exist on the south side of the street, between 51st and 68th Streets. Between 64th and 68th Streets in particular — blocks with no frontage road — increased traffic volumes may make a long-term refinement in land uses desirable. Some of these units are reported to be unoccupied. The Village could entertain proposals to allow this land to transition to multi-family use over time, especially if those conversions allowed for

access consolidation to improve roadway safety. This proposed land use could serve as a buffer between the arterial roadway and the residential neighborhoods to the south. Furthermore, the site is located on a transit line, an important consideration for multi-family housing. Finally, redesign of this area could create an opportunity to design a gateway feature at this important entry point to the Village.

### ***5.3.2 Brooklane Apartments***

Brooklane Apartments, located at the corner of Dean Road and 47th Street, is well located for multi-family housing, with access to transit and close proximity to the Brown Deer school campus. Some stakeholders have noted that the development may be reaching the latter stages of its useful life. If it becomes desirable for the property owner to redevelop this site, the Village could entertain options for lower-density multi-family housing — town homes or duplexes, for example — to act as a transition between the commercial areas on Teutonia Avenue and the single family residential areas that border Brooklane to the west. Multi-family housing is likely desirable here over the longer term, to provide a customer base for the emerging mixed-use district along Bradley Road.

## ***5.4 Special Potential Redevelopment Opportunities***

### ***5.4.1 Tripoli Country Club***

Located at the extreme southern end of the Village, Tripoli Country Club is a private club with a golf course, dining facilities, and other recreational facilities. As country clubs continue to face diminishing membership trends, it is possible that Tripoli may become a redevelopment opportunity. There is likely no need to address the future of this area in the short term; however, the Village could monitor the club's status and if necessary, work with the parcel's owners to determine the best uses for this very large area if market conditions warrant such discussions.

### ***5.4.2 Brown Deer Library***

The library was originally located on the school campus to serve as a research center for students. However, now that many resources are available on the internet, it is no longer imperative for the library to be located in immediate proximity to the schools. As the current facility reaches the end of its useful life, the Village should consider moving the library to a different location. Libraries are a valuable institutional land use because of the foot traffic they generate and their status as a place for community gathering. Specific recommendations regarding the future location of the library are included in the Community Facilities chapter of this plan.

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## 6. BROWN DEER ZONING CODE

Brown Deer's zoning code regulates land use within the Village. It is one of the primary tools available to shape how the Village looks and to implement land use recommendations. The zoning code works to prevent incompatible uses from locating in proximity, to preserve the character of the community, and to maintain property values.

Brown Deer's zoning code divides land use into four main categories: residential, commercial, manufacturing, and planned development. Each category features several different districts, which contain specific regulations regarding the use, lot size, density, building height, parking requirements, signage, and landscaping. Figure 4.2 on the following page shows the Village's current zoning map, and Table 4.3 shows each district's purpose and the proportion of the Village within each zoning district. The recommendations section of this chapter will discuss changes to the code to improve clarity and ease of implementation. As of the writing of this document, Village staff was in the process of recodification of the Village's zoning regulations through a review and edit of all Village codes and related ordinances. It is likely that this process, the first comprehensive review in many years, will bring about changes to the zoning code.

## 7. LAND USE PLANNING CONTEXT

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) published "Planning Report 48: A Regional Land Use Plan for Southeastern Wisconsin: 2035" in 2006. At a large-geography level, the plan lays out desired future conditions for land use in the region, and includes standards and principles to guide development and redevelopment in constituent communities. The plan includes no specific recommendations for Brown Deer, but notes that it is a regional economic center and falls under a medium-density urban land use category.

The SEWRPC plan includes these nine objectives for land use planning in southeastern Wisconsin:

1. A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the regional population.
  2. A spatial distribution of the various land uses which will result in a convenient and compatible arrangement of land uses.
  3. A spatial distribution of the various land uses which maintains biodiversity and which will result in the preservation and wise use of the natural resources of the region.
  4. A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.
  5. The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.
-

Figure 4.2: Existing Zoning

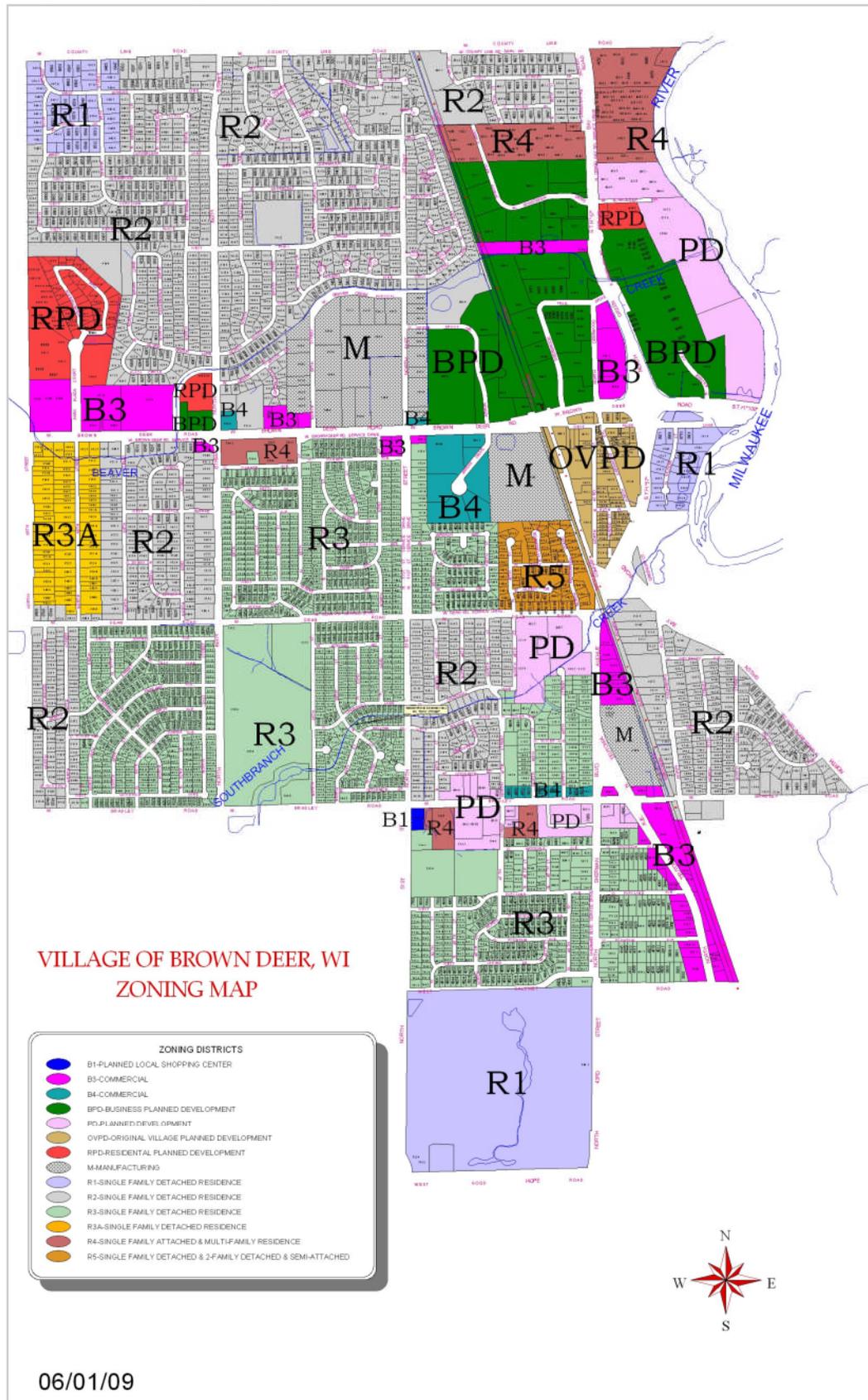


Table 4.3: Zoning Summary

Zoning District	Total Acres	% of Land Area	Purpose and Characteristics
R1 Single-Family Detached	207	9.3%	Maintain the character and stability of existing single-family neighborhoods which have a wide range of lot sizes in excess of 14,400 square feet
R2 Single-Family Detached	725	32.5%	Further development of relatively low -density neighborhoods
R3 Single-Family Detached	539	24.1%	Developed areas of the Village characterized by smaller lots, and to provide for the division of larger lots into residential property
R3A Single-Family Detached	49	2.2%	Developed areas of the Village characterized by smaller lots, and to provide for the division of individual larger lots into residential property
R4 Single-Family Attached and Multi-Family	75	3.3%	Development of multiple family uses in appropriate locations at densities and with standards compatible with the suburban environment
R5 Single Family Detached, Two-Family Detached and Semi-Attached	29	1.3%	Development of a low density combination single family and two family neighborhood with clustered dwellings and having common areas
B1 Planned Local Shopping Center	1	0.06%	Range of retail establishments intended to serve the neighborhoods in the vicinity of the shopping district
B2 Planned Regional Shopping Center	0	0.0%	Prime retail trade activities of regional significance. Applicable upon rezoning
B3 Commercial District	107	4.8%	Range of specialized commercial uses including highway oriented services of regional significance
B4 Commercial District	29	1.3%	Specialized business uses on small parcels of land, immediately adjacent to residential zoning districts
-- Commercial Overlay District	--	--	Superimposes additional regulations on commercial land prior to their development, expansion of buildings or change of use
M Manufacturing	114	5.1%	Govern the locations, types, and scope and method of operations for industrial establishments
PD Planned Development District	87	3.9%	Allow greater design flexibility where the planned development would better utilize the natural character of the site and would produce a more economical and stable development
BPD Business Planned Development	185	8.3%	For uses permitted or conditional in the business districts
RPD Residential Planned Development	51	2.3%	For uses permitted or conditional in the residential districts
OVDP Original Village Planned Development	36	1.6%	For uses permitted or conditional in the residential or business districts

Source: Village of Brown Deer

6. The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.
7. The conservation, renewal, and full use of existing urban areas of the region.
8. The preservation of productive agricultural land.
9. The preservation and provision of open space to enhance the total quality of the regional environment, maximize essential natural resource availability, give form and structure to urban development, and provide opportunities for a full range of outdoor recreational activities.

The recommendations in this chapter of the Brown Deer Comprehensive Plan are cognizant of and attempt to be responsive to these regional land use objectives.

**Table 4.4: Future Land Use Summary**

Land use	Acres	%	Change from Existing in Acres
Single Family Residential	1,219	54%	-2
Business/Commercial	279	12%	-16
Non-Public Open Space	197	9%	-3
Multi-Family Residential	152	7%	0
Mixed Use	123	5%	123
Institutional	109	5%	-12
Manufacturing	91	4%	-14
Park	58	3%	8
Transportation and Utilities	35	2%	-6
Vacant	0	0%	-79
	2,262		

Source: URS

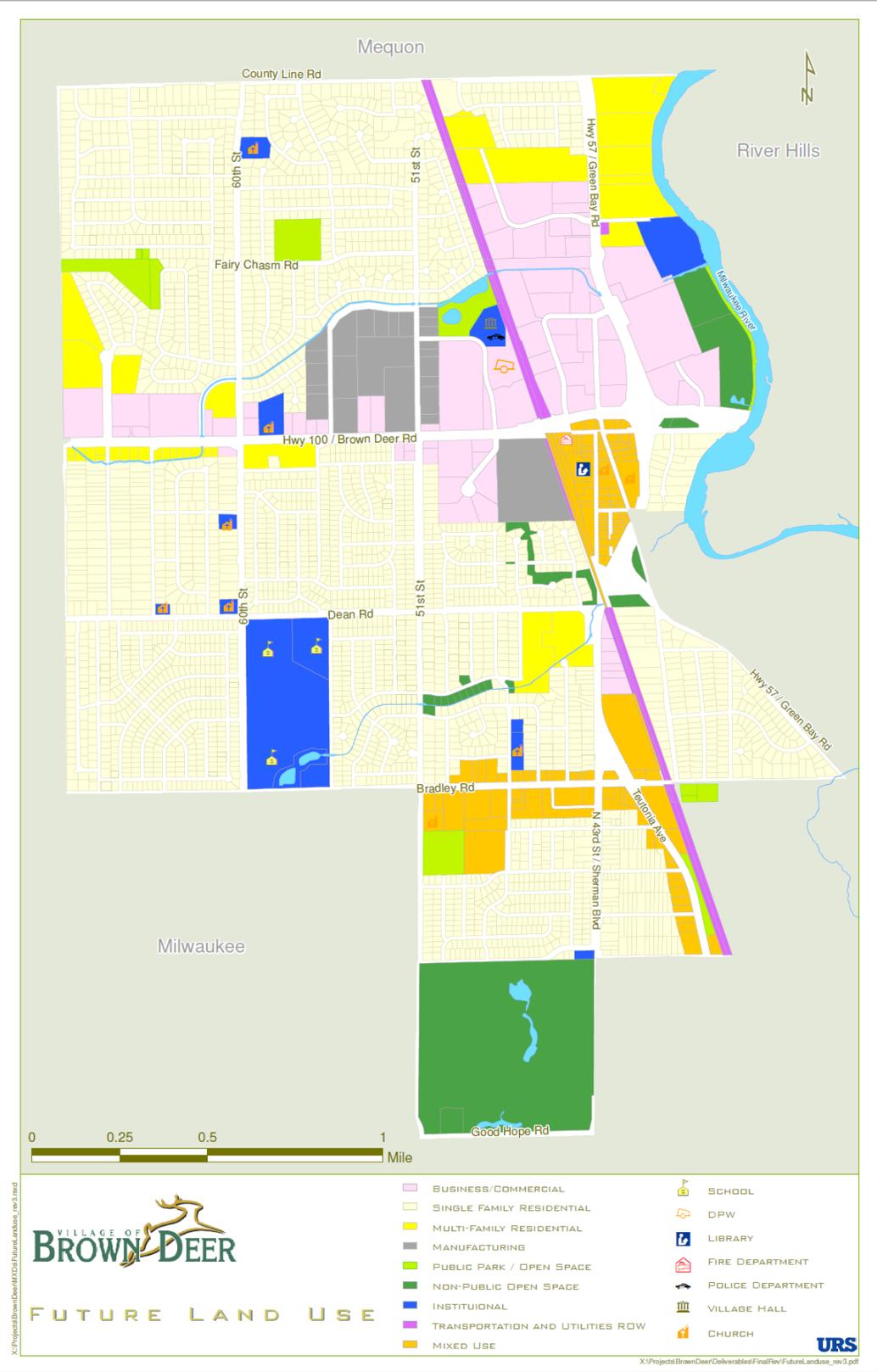
reduced demand for housing in the face of a shrinking population is unlikely to affect land allocation as much as it is the density of housing. This projection assumes that all currently vacant land in Brown Deer is redeveloped, and that the areas of the Village essentially functioning with mixed land uses are thus characterized.

## 8. FUTURE LAND USE

The map of Brown Deer in Figure 4.3 shows recommended future land use conditions in the Village. Details about these conditions are included in section 10 of this chapter.

Table 4.4 summarizes land use in the future; it shows the estimated acreage of each category, its proportion to all Village land area, and demonstrates the change in each category from existing conditions. The allocation of land in the Village is envisioned to be very stable over the coming decades, a reflection of stakeholder vision and limited likely demand for changes in use. As detailed in Section 4.2.2, even

Figure 4.3: Proposed Future Land Use



Source: URS

## 9. LAND USE GOALS AND OBJECTIVES

Goals	Objectives
1. The Village will preserve the character of its residential neighborhoods.	1.1 The Village will preserve the variety and distribution of land uses in order to minimize land use conflict
2. The Village will actively guide land use changes in redevelopment areas to enhance the Village's identity and improve quality of life.	2.1 Ensure that the zoning code is regularly updated or is flexible in order to accommodate evolving land use norms 🌐 2.2 Explore potential economic development incentive programs to promote mixed-use redevelopment in order to enhance the Village's identity 🏠 2.3 Update Village land use controls to promote neo-traditional design standards

## 10. RECOMMENDATIONS FOR VILLAGE LAND USE POLICY, PROGRAMS AND INITIATIVES IN BROWN DEER

The Village of Brown Deer has a history of land use management to meet the demands of both market and citizens, while providing Village services in a cost-effective manner. As redevelopment becomes increasingly important to Brown Deer, it is anticipated that these underlying values will continue to inform land use decision-making. The following recommendations focus on aligning the goals of stakeholders and the Village in continuing to meet the changing needs in terms of land use demand, allocation and integration.

### ***1. Explore the reduced reliance on Planned Development Districts.***

Currently, large areas of the Village are designated as planned development units (PD). The zoning code specifies four different PDs: planned development district, residential planned development district, business planned development district, and the Original Village planned development district. These districts occupy 16% of all land area in Brown Deer.

Planned Developments are valuable in that they allow for greater design flexibility, provide greater municipal control over design and land use and allow development to respond to specific market conditions in ways that straight zoning may not accommodate. However, a number of communities are examining their efficiency. Over-reliance on PDs can indicate that the rest of the zoning code is inadequate to provide direction for a desirable built environment, and can produce cases of spot zoning. Furthermore, some cities have determined that PDs require an inordinate amount of staff time and other municipal resources. Finally, large areas

encompassed by PDs may hinder redevelopment in that they reduce the predictability of the redevelopment process, require considerable upfront investment in negotiations and could increase holding costs, particularly as demand may emerge to redevelop individual parcels within the large PDs.

Redrafting the zoning code is an involved and potentially expensive process. While undertaking this process may be desirable over the long term in Brown Deer, the Village may find more immediate opportunities to integrate their existing PDs with standard zoning designations. Furthermore, the Village may put its efforts into crafting a small number of new zoning designations to achieve its land use and design goals without the burden of prolonged review and negotiation processes. Several recommendations provide a means for beginning this process.

In particular, the multiple Business Planned Development districts — large, multi-parcel areas including a mix of office, business and retail uses — may be examined to determine whether it is possible to create a standard commercial designation for these areas based on the existing development agreements. Crafted properly, this zoning designation may be applicable in the future to other areas of the Village.

## **2. Explore the establishment of a Mixed Use District designation.**

Two areas in the Village are *de facto* mixed use areas. Residential and commercial uses intermingle very successfully in the Original Village and the Bradley Road and Teutonia Avenue corridors. Stakeholders, in the Visual Preference Survey, rated these two areas of the Village very highly. To preserve and enhance these areas, while making redevelopment as simple and predictable as possible, the Village could update the zoning code to provide for a mixed use district. Codifying mixed use would support current uses and promote mixed use development in the future. There are numerous benefits to mixed use development. Primarily, mixed use zoning encourages an efficient use of land; for example, residential and commercial developments typically need parking at different times of day; therefore, parking facilities can be shared. Comingling residential and commercial allows for pedestrian access to shops, supporting local businesses and decreasing auto-dependence.

Many communities have introduced a mixed use zoning district to their code. Mixed use codes are usually form-based codes, rather than regulating codes, in that they focus on the physical form of the building envelope rather than on the specific use within the building. The American Planning Association provides a model zoning code that accommodates, but does not mandate, mixed use development: <http://www.planning.org/research/smartgrowth/pdf/section41.pdf>. Combined with Village-wide design guidelines or a design standards overlay, a mixed use zoning designation could help Brown Deer enhance and redevelop these unique areas in a way that is in line with stakeholder vision and sensitive to the market.

***3. Consider establishing a separate zoning designation for parks and open space.***

Brown Deer's current zoning code does not have a separate district for parks and open space. Parks are zoned as "permitted uses" in most residential districts and "conditional uses" in a commercial and manufacturing zone. To ensure the preservation of parks, the Village could consider adding a separate zoning district for parks and open spaces. This district would prohibit any type of residential, commercial, and industrial activity.

***4. Monitor locations of vacant and severely underutilized parcels.***

At this time, approximately 3% of all land area in the Village is vacant. This proportion will vary over time, as real estate and demographic conditions evolve. On an annual basis, the Village could monitor the locations of vacant and severely underutilized parcels to seek opportunities for larger scale redevelopment through assembling contiguous parcels. Particular opportunities might emerge if clusters occur in Tax Incremental Financing districts. The locations of clusters of vacant land are shown on Figure 4.1.

***5. Evaluate zoning code every five years.***

The zoning code is the primary means for the Village to ensure desirable redevelopment of land and to minimize conflicts between land uses. On a regular basis, Brown Deer could evaluate the efficiency of its zoning code, and suggest refinements if necessary. The review may be as simple as compiling all conditional use permit applications, applications for rezoning and other on-hand data relating to land use, to identify trends in demand. The results of this process could be reviewed by the Village Plan Commission.

***6. Consider allowing single-family residential parcels on the south side of Brown Deer Road west of 60th Street to transition to multi-family use over time.***

As detailed in Section 5.3 of this chapter, these parcels may be better utilized as multi-family uses. If demand arises for multi-family development, the Village could entertain proposals to combine parcels for larger scale development. A key to this area is access point consolidation to improve safety. A redesign should include driveway consolidation or the inclusion of a frontage road.

***7. Consider zoning the former Algonquin School site to encourage a greater variety of home sizes and configurations.***

The site of the former Algonquin School presents a key opportunity to increase the variety of single-family housing stock in Brown Deer. The surrounding neighborhood is characterized by a variety of parcel sizes and home configurations. Similar variety should be encouraged as the Algonquin site is redeveloped, with a focus on allowing some larger (i.e. four-bedroom) homes aimed at families mixed with smaller units aimed at empty-nesters. This may be accomplished by allowing variations in lot sizes. The Algonquin development can feed into the Village's plans to create a mixed-use, walkable neighborhood shopping district along Bradley Road, by increasing the market base within walking distance of the retail area. Enabling a mix of housing options may stimulate demand from a broader segment of the market. This area may be appropriate for the application of design guidelines.

**8. Transition small parcels on Teutonia Avenue south of Bradley Road to open space.**

Brown Deer Park, though mostly located outside the Village limits, is a major land use asset for the Village. Brown Deer shares a border of approximately one mile in length with its namesake regional park, but the shared border offers no visual entryway to the park, nor capitalizes on the park's presence to enhance community identity and aesthetics. On the east side of Teutonia Avenue, in the blocks between Calumet Road and Woodale Avenue, a number of parcels are either vacant or underutilized. These parcels are unlikely to attract redevelopment because they are extremely shallow and cannot accommodate intense uses; several of these parcels are owned by the Village. Brown Deer could consider allowing these parcels to transition to open space uses. The Village could develop a landscaping plan to allow visual access to Brown Deer Park along these parcels (actual access may be precluded by the railroad right of way) and make use of them to create a "green gateway" into the Village from the south. Furthermore, some of the land in these parcels could be enrolled in the University of Wisconsin Extension community garden program or Milwaukee Urban Gardens to provide vegetable gardening opportunities for area residents.

**9. Consider allowing manufacturing uses on Teutonia Avenue to transition to mixed use.**

The manufacturing parcel on the east side of Teutonia Avenue north of Bradley Road may be considered underutilized, from a land use planning viewpoint. It is the only manufacturing parcel in the Village located away from Brown Deer Road, and its current occupant falls into the 1-4 employee class according to Wisconsin Department of Workforce Development. This fourteen acre parcel is included in a Tax Incremental Financing district, and is within the redeveloping Bradley Road and Teutonia Avenue corridors. The Village should consider allowing this parcel to transition to a mixed use designation if the real estate market supports such a change. Doing so would anchor redevelopment, and provide a link between this redevelopment area and the Original Village. In addition, the parcel borders the extension of the Oak Leaf Trail, which could prove an additional amenity to a mixed use district, connecting housing, retail, services and recreation.

**10. Consider mixed use or a specialized multi-family housing use at the former Hearthside site.**

The vacant parcels on the west side of Green Bay Road north of Schroeder Drive that formerly housed the Hearthside institution could be appropriate locations for either mixed use or a specialized multi-family housing use. They have been identified as a major opportunity location in Brown Deer, and the Village should consider their future carefully as the real estate market recovers in the coming years. These parcels are located on a transit line and in close proximity to the redeveloped Wheaton Franciscan/YMCA Healthy Village site. They are, furthermore, located at a transition point between existing multi-family and commercial uses. This may be an appropriate location for housing aimed at workers in the medical support fields as described in the Housing chapter of this plan, or for mixed uses featuring neighborhood-scale retail on the southern end of the parcels and housing on the northern end.

***11. Consider transitioning the Department of Public Works yard to a mixed use zone.***

The Village's Department of Public Works (DPW) yard is located in the Original Village area. Incorporating this parcel into the proposed mixed use zoning designation for the Original Village would potentially provide several benefits to land use in Brown Deer. If the market supports such a change, it could provide a large parcel ready for redevelopment in the heart of the Village's key unique district; it could add to the density of compatible uses in the Original Village; it could reduce heavy truck traffic in the residential areas; it could provide enhanced aesthetics in the Original Village, and it could provide a location with direct access to the extended Oak Leaf Trail. Information on potential relocation of the DPW yard is included in the Utilities and Community Facilities chapter of this document.

***12. Refine landscaping and design standards for off-street parking.***

The aesthetic qualities of off-street parking areas in the Village are a key issue for residents. Brown Deer could refine its parking lot landscape requirements and simultaneously provide incentives to adequately design and landscape off-street parking areas to enhance aesthetics in business zones. The Village could update zoning code Ch. 7-7.05(H) to include screening requirements for street frontage as well as for areas that abut residential property. Incentives could also be offered that would lead to better designed parking areas, including a density bonus to put parking in the rear or to include stormwater buffers; a competition to allocate Community Development Block Grant (CDBG) funding for improvements to existing lots; and coordinated applications for stormwater best management practices (BMP) grants.

***13. Consider design guideline overlays for Bradley Road and Teutonia Avenue corridors and Original Village redevelopment areas.***

The Bradley Road and Teutonia Avenue corridors and Original Village redevelopment areas mark special locations in Brown Deer. To maintain desirable aesthetics as they redevelop, it may be reasonable for the Village to develop design standards or guidelines which apply specifically to these areas. These guidelines may be organized as an overlay without affecting the underlying zoning, and could include attention to building materials, site design and landscaping, among other matters. The Village could incentivize design guideline adherence through density bonuses, parking requirement relaxation, providing combined stormwater management areas (as described in the Utilities and Community Facilities chapter) or through other means.

***14. Maintain regular contact with the owners of the Marketplace Shopping Center.***

The Marketplace shopping center is a highly visible property in Brown Deer and its owners, Macquarie Developers Diversified Realty Trust (DDR), is a major stakeholder in Village land use. The Marketplace property is currently 98% leased, but as the Wisconsin Department of Transportation begins redesigning the Brown Deer Road-Green Bay Road interchange, and as redevelopment occurs around the Marketplace, it may behoove the Village to establish a regular channel of communication with DDR. This could be as simple as sending them an annual survey: "how can we work together in the next year?"

**15. Pursue an easement on the Milwaukee River.**

The YMCA, which owns a large wooded property along the Milwaukee River north of Brown Deer Road, has signaled willingness to discuss allowing public access to the waterway. As detailed in the Parks and Natural Resources chapter of this plan, the Village may desire to explore the possibility of negotiating an easement or other means to allow public access to this resource.

**16. Consider relaxing yard setbacks in single family residential districts.**

Rear yard setbacks requirements in Brown Deer's single family residential districts range from 40 feet in R1 and R2 to 30 feet in R3. In order to encourage flexibility in renovation of the homes in these districts, the Village could consider relaxing the yard setback to provide opportunities for homeowners to build additions and increase the square footage of their dwellings. In residential districts, the Village allows existing detached garages with setbacks as shallow as five feet. While this setback is likely too small for any residence, there is a precedent for reduced yards. In reality, a spot survey of properties reveals typical rear setbacks in excess of the current minimum. This relaxation of setbacks could be applied primarily to rear yards, as they have the least visual impact on the character of neighborhoods. In some areas of the Village — particularly the southeast quadrant which includes a variety of parcel shapes and sizes, relaxed setbacks for front and side yards could also be considered.

If the Village considers relaxing setbacks, planners should be cognizant of the delicate balance between maintaining the desired “suburban” character of residential neighborhoods — the spacious, “green” feeling expressed so often in public involvement activities — with enabling homeowners to respond to changing demand in the housing market. Renovation activity outpaces new construction, and, as shown in Chapter 5, Brown Deer exhibits a fairly narrow range of housing types and sizes. Rather than define setbacks in absolute terms, the Village could express them as a proportion of the lot to account for variations in lot dimensions. For example, in the R3 district, a lot with the minimum width of 66 feet and the minimum area of 10,000 square feet would have parcel depth of approximately 152 feet. A rear yard setback of 30 feet, stipulated in Section 121-158 of the Village Code, equals about 20% of the total parcel depth. To maintain similar proportion of setbacks on other lots with differing dimensions, a conditional setback minimum of, for example, 15% of the total parcel depth could be established. In the example cited above, this standard would allow a rear yard setback of 23 feet. Judicious relaxation of the requirements could spur home renovation activity in Brown Deer.

**17. Consider an ordinance revision pertaining to the storage of trash receptacles in residential areas.**

Stakeholders in Brown Deer report disliking the “messy” look of trash receptacles stored in front of residences all week long, believing it damages the Village's image. Numerous municipalities in Wisconsin regulate the locations in which residential trash receptacles may be stored. If the Village is interested in pursuing this course, example legislation may be found in

the City of Milton code, Section 62.12 (d) which states “No outdoor storage is allowed in front of residential units.” More specific residential property regulations are found in the City of Cedarburg code Section 8-3-6 (b) (2), recently amended to read “Refuse and recycling containers must be stored within a garage or accessory structure or a location screened from street view.” Brown Deer may want to consider extra efforts in publicizing the reasons for such an ordinance if adopted, to improve compliance and create support among stakeholders.

***18. Develop sub-area plans for key redevelopment sites, including the Marketplace Shopping Center and the Bradley Road and Teutonia Avenue corridors.***

This recommendation is already underway. In coordination with the comprehensive planning process, the Village and the planning team have nearly completed sub-area plans for the North River Corridor, which includes the Marketplace Shopping Center, and Bradley Park, which includes many of the new redevelopment sites along Bradley Road and Teutonia Avenue, as well as contiguous areas. These areas of the Village represent key opportunities to bolster Brown Deer’s image within the metropolitan area and to serve as a model for future redevelopment efforts. Please see the *North River Corridor Sub-Area Plan* and the *Bradley Park Sub-Area Plan* to learn more about these redeveloping areas.

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## Chapter Five

# Housing



### 1. INTRODUCTION

The type, quantity and maintenance of housing stock is a key contributor to Brown Deer's quality of life and an important facet in the Village's image in the Milwaukee metropolitan area. The Village's neighborhoods are where its residents spend a majority of their time and their character speaks volumes about the ways residents think of themselves and their community. The Housing chapter of this plan provides an analysis of the results of the public involvement process as it relates to housing issues, a description of Brown Deer's existing housing conditions, and an analysis of potential future conditions and housing demand. It concludes with policy recommendations to proactively ensure that the Village is able to meet its goals and objectives for housing over the next two decades.

## 2. VISION STATEMENT

The Village of Brown Deer Vision Statement articulates a high profile role for housing. A principal tenet of the Vision Statement is that Brown Deer will be “a beautiful suburban village.” Brown Deer’s quiet residential neighborhoods and well maintained homes are valuable assets and integral to making the Village a desirable place to live. These assets should be a defining element of Brown Deer’s image.

In addition to preserving the character of the Village’s neighborhoods, the Vision Statement prioritizes the provision of a variety of housing options in order to accommodate the diverse demographic needs of the community. Finally, having pride in one’s home and property is a key shared value among Brown Deer stakeholders.

## 3. STAKEHOLDER INVOLVEMENT RESULTS

The character of Brown Deer’s neighborhoods, the availability of varied and quality housing stock and its maintenance emerged as primary themes in stakeholder interviews, community workshops and the visual preference survey. Stakeholders appreciate the Village’s housing options, and desire that the quality of their neighborhoods be a factor on which the Village’s image is based. Some residents saw a relationship between home values and the quality of the Village’s schools.

Brown Deer has a diverse range of housing options, from rental apartments, to single-family homes, to condominiums. This diversity is seen as an asset to the community. Stakeholders expressed the belief that Brown Deer provided great “value for the money” in housing, offering a bundle of amenities and services similar to that of more pricey North Shore communities at a much lower entrance cost. Furthermore, the Village offers the possibility of move-up housing, with smaller and older housing stock available in the southern parts of Brown Deer, and newer and larger homes north of Brown Deer Road. In addition, the Village’s first condominium developments aimed at the “empty nester” market are coming onto the market in 2008 and 2009 and could provide options for people reaching retirement age.

Most residents who participated in the community workshops had lived in Brown Deer for over ten years and were very satisfied with their housing experiences in the Village. Newcomers also generally expressed satisfaction with the quality and affordability of the housing stock. Residents stressed the need for diligent property maintenance and the strict enforcement of building codes in order to protect the quality of the housing stock. The protection of housing stock is seen as key to maintaining and improving the Village’s image, as well as maintaining property values and real estate investments in Brown Deer. Many residents also saw an opportunity for more housing options for senior citizens in the Village. Some elderly residents expressed concern that they were unable to keep pace financially with rising valuations in the Village and commensurate rising property taxes. Some expressed misgivings about the character of some multi-family housing in Brown Deer.

During the public involvement process, numerous values and goals were articulated regarding housing. The list below includes qualities that residents currently appreciate about Brown Deer as well as challenges that residents feel Brown Deer *ought* to address in the future.

### ***Strengths***

- Range of housing choices
- Life-cycle housing
- Well-maintained homes and yards
- Community standards about maintenance
- Quality building materials
- Owner-occupied homes
- Maintenance of current proportion of owner versus renter housing
- Good value for amenities
- Quiet neighborhoods
- Safety and security

### ***Challenges***

- The Village is largely built-out
- Inability of some homeowners to maintain property
- Lack of control over multi-family property management
- Few options for senior citizens and smaller households
- Perceived overreliance on property tax for revenue
- Difficulty in promoting shared values about home maintenance and neighborliness
- Lengthy waiting period for building inspections



***Brown Deer is home to attractive neighborhoods.***

## 4. DATA ANALYSIS

### *Note on Data Sources*

Please note that most of the statistics in this chapter are derived from Census 2000 data. The Census Bureau does provide data yearly through the American Community Survey, but, unfortunately, these data estimates are only available for communities of 20,000 or more. When available, the planning team used more current data from the Wisconsin Department of Administration (DOA) and private data collection agencies, such as Claritas.

### **4.1 Housing Stock Characteristics**

#### *4.1.1 Number and Variety of Housing Units*

The 2000 Census contains detailed information about housing characteristics. It reported 5,335 housing units in Brown Deer. Of these, 5,134 units were occupied, for an occupancy rate of 96.2%. More than 70% of housing units in Brown Deer are owner-occupied. Single-family detached structures make up the overwhelming proportion of owner-occupied homes in the Village. Condominium units in both the townhome and apartment style comprise the remaining percentage of owner-occupied homes. The rental structures in the Village of Brown Deer are predominantly multiple family apartment style buildings. Table 5.1 details these data.

***Table 5.1: Basic Characteristics of Housing Stock in Brown Deer***

	<b>Rental</b>	<b>Owner-Occupied</b>
<b>Total</b>	<b>28.8%</b>	<b>71.2%</b>
1 unit, detached	7.9%	82.9%
1 unit, attached	1.6%	6.2%
Duplex	2.7%	1.1%
Multi Family 3 or 4 units	6.0%	0.0%
Multi Family: 5 to 9 units	8.1%	1.1%
Multi Family: 10 to 19 units	10.0%	0.4%
Multi Family: 20 to 49 units	25.2%	5.9%
Multi Family: 50 or more units	37.9%	2.2%

Source: US Census 2000

### 4.1.2 Home Age

The average year built for a house in the Village is 1962, similar to surrounding North Shore suburbs, but considerably older than the 1976 median construction year for a house in the neighboring Ozaukee County community of Mequon, and considerably younger than the median City of Milwaukee house, which was constructed in 1950. This age disparity reflects Brown Deer's position as one of the last communities on the north side of Milwaukee County to build out. Most apartment complexes are more recently constructed than the owner-occupied houses: the median construction year is 1977. Table 5.2 shows home age comparisons.

**Table 5.2: Comparative Age of Housing Stock**

	<b>Median Year Built-Owner Occupied Units</b>	<b>Median Year Built-Renter Occupied Units</b>
<b>Village of Brown Deer</b>	<b>1962</b>	<b>1977</b>
City of Glendale	1960	1980
Village of River Hills	1962	1940
Village of Bayside	1960	1940
City of Mequon	1976	1967
City of Milwaukee	1950	1954
State of Wisconsin	1964	1966

Source: US Census 2000

### 4.1.3 Number of Bedrooms

While Brown Deer does offer a variety of housing options, from single family detached homes to condominiums to rental apartments, there is less variety in the size and quality among those options. Notably, Brown Deer has relatively little variety in the size of owner-occupied housing. There are relatively few homes with more than 4 bedrooms in the Village; only 16% of homes fall under this category. Data on housing characteristics show that over 63% of owner-occupied homes in Brown Deer have three bedrooms. Other communities that have a plurality of smaller, three bedroom homes offer a greater percentage of homes with four or more bedrooms than does Brown Deer. For example, 65% of homes in Menomonee Falls have three bedrooms. However, 22% of the housing stock has four or more bedrooms. Glendale, with similar demographics and housing stock to Brown Deer also has a greater percentage of larger homes than Brown Deer. These data are shown in Table 5.3.

The data suggest that a market may exist for larger homes that cater to families. Because the Village is one of the more affordable communities in the North Shore and because its school district may be perceived as better than Milwaukee's, Brown Deer is likely to attract young families who need more space.

On the other hand, empty-nesters and senior citizens have been requesting more housing options to meet their needs as they down-size. New townhouse condominiums at Brown Deer Road and 60<sup>th</sup> Street have been completed since Census 2000; however, these types of living quarters are still a small proportion of the overall housing stock. About 20% of homes in Brown Deer are two bedroom or smaller.

**Table 5.3 Owner-Occupied Homes by Number of Bedrooms**

	1 bedroom	2 bedrooms	3 bedrooms	4 or more bedrooms
<b>Brown Deer</b>	<b>4%</b>	<b>16%</b>	<b>63%</b>	<b>16%</b>
Glendale	2%	24%	51%	23%
Menomonee Falls	2%	10%	65%	23%
City of Milwaukee	3%	27%	49%	20%
Milwaukee County	3%	24%	53%	21%

Source: US Census 2000

#### 4.1.4 Residential Construction Activity

A large majority of residential construction activity in the Village of Brown Deer since 2000 has encompassed the renovation of existing structures, a scenario consistent with predominantly built-out and redeveloping communities. In the five years including 2001 to 2005, the Village approved an average of 212 residential construction permits each year. Of those, the number for the construction of brand new housing stock ranged from a low of 5% to a maximum of 26%. The high end of this range occurred in 2004, when the Village saw the construction of 26 brand new housing units, almost exclusively within the Donges Woods Subdivision. In other words, between 74% and 95% of all residential construction permits were issued for renovation work between 2001-2005. Figure 5.1 shows the ratio of permits for new construction to

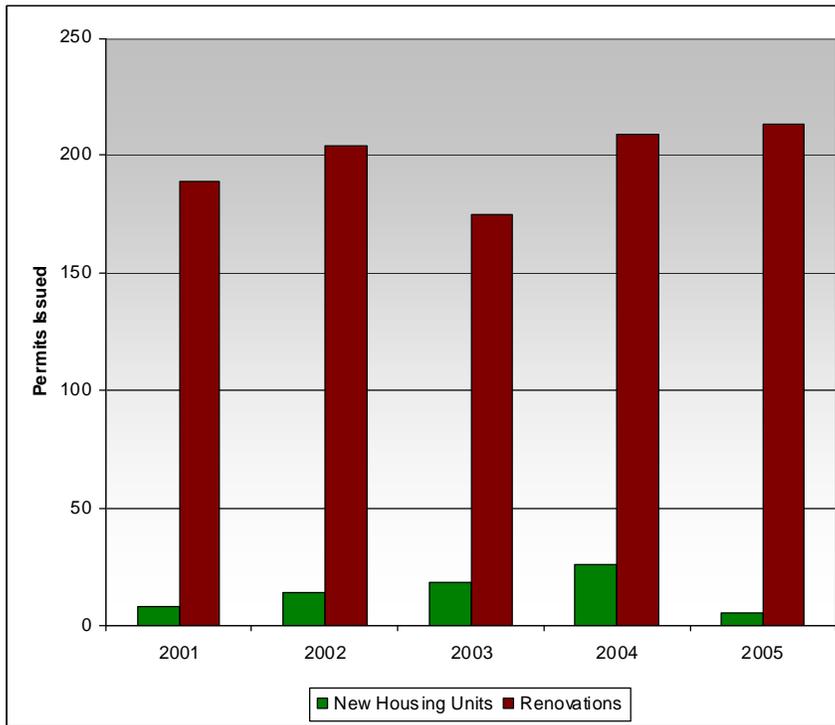
permits for residential renovations.

In that five-year span, the average value of work per permit ranged from about \$10,000 to about \$30,000. These figures would seem to indicate that much of the renovation work in Brown Deer over that time period was relatively minor in scale. Table 5.4 details these data. Data from 2006-2008 was unavailable at the time this document was drafted; however, since only one new subdivision was created during this time, it is likely that renovations continued to outpace new construction permits.



***There are a number of high-quality multifamily developments in Brown Deer.***

Figure 5.1: Residential Construction Permits



Source: Village of Brown Deer

Since Brown Deer is primarily “built out” with little opportunity for large-scale greenfield development, most construction activity in the future is also likely to be redevelopment, infill and renovation of existing housing stock.

Table 5.4: Residential Construction Activity

Year	Residential Building Permits Issued	Total Construction Value	New Residential Buildings	Renovations to Existing Buildings	Value/Permit
2001	197	\$1,964,371	8	189	\$9,971
2002	218	\$4,270,817	14	204	\$19,591
2003	193	\$4,654,146	18	175	\$24,115
2004	235	\$7,113,250	26	209	\$30,269
2005	218	\$2,839,664	5	213	\$13,026

Source: Village of Brown Deer

## 4.2 Home Values

It is not uncommon for market changes to outpace data collection. This is especially true of the housing sector, which has experienced dramatic fluctuation in recent years. Consequently, available data for housing value analysis may not reflect the most recent adjustments in the local housing market. Estimates for median housing values are available from a variety of sources, and are based on recent sales in the area. While not quite as official as Census figures, they may more accurately reflect current home values in the intra-census years.

### 4.2.1 Median Home Values

Homes in Brown Deer are relatively affordable in comparison to other North Shore suburbs. Median value for owner-occupied homes in Brown Deer was \$118,700 in 2000. That figure, while 15% greater than the Milwaukee County median and 48% higher than that for the City of Milwaukee, is less than those in most neighboring jurisdictions. For example, the median home in Glendale was worth \$142,600 (20% higher than Brown Deer) and the median home in Mequon was worth \$250,400 (111% greater than Brown Deer). Estimates from 2007 suggest that home values in Brown Deer are appreciating at a similar rate as nearby communities. Table 5.5 highlights these data.

*Table 5.5: Median Value of Owner Occupied Homes, 2000 and 2007*

	Median value 2000	Median value 2007 Estimate	Change
<b>Village of Brown Deer</b>	<b>\$118,700</b>	<b>\$192,529</b>	<b>62%</b>
Milwaukee County	\$103,200	\$168,400	63%
City of Milwaukee	\$80,400	\$143,700	79%
City of Glendale	\$142,600	\$226,377	59%
City of Mequon	\$250,400	\$343,788	37%
Village of River Hills	\$491,000	N/A	-
Village of Bayside	\$229,400	N/A	-
Village of Menomonee Falls	\$151,600	\$232,844	54%

Source: US Census 2000 and city-data.com

### 4.2.2 Range of Home Values

Brown Deer home values also display a relatively narrow range compared to neighboring communities. For example, the difference between the lower quartile and upper quartile housing values within the Village is only about \$41,000. Stated another way, the upper quartile homes are worth only 40% more than those homes in the lowest quartile. Nearby communities like Glendale and Menomonee Falls show a wider spread in housing values despite similar owner-to-renter ratios and median home values. Some North Shore communities show a very wide range difference between their least expensive and most expensive housing options; River Hills displays the greatest variation with the highest valued homes priced 181% higher than the

Table 5.6 : Lower and Upper Quartile Home Values, 2000

	Lower Value Quartile	Upper value Quartile	Difference	% Difference
<b>Village of Brown Deer</b>	<b>\$101,600</b>	<b>\$142,400</b>	<b>\$40,800</b>	<b>40%</b>
Milwaukee County	\$76,100	\$141,100	\$65,000	85%
City of Milwaukee	\$56,300	\$103,300	\$47,000	83%
City of Glendale	\$111,900	\$178,900	\$67,000	60%
City of Mequon	\$181,800	\$371,100	\$189,300	104%
Village of River Hills	\$280,900	\$789,900	\$509,000	181%
Village of Bayside	\$172,100	\$315,100	\$143,000	83%
Village of Menomonee Falls	\$130,900	\$193,400	\$62,500	48%

Source: US Census 2000

lowest valued homes. This narrower range is likely explained by the fact that Brown Deer's housing stock is relatively homogenous—mostly 3 bedroom ranch-style homes, as discussed in the previous section. Table 5.6 details these data.

#### 4.2.3 Change in Value of Residential Property

The Village has experienced relatively robust growth in residential property values in the last half decade. Between 2002 and 2007, the equalized value of all residential property increased by 30% in Brown Deer. During the same time period, growth in the neighboring Milwaukee County suburbs of Bayside, Fox Point, River Hills, and Glendale ranged from 24% to 29%, slightly less than Brown Deer. However, overall residential property values in Milwaukee County as a whole increased at a slightly higher rate of 35%, a rate driven by nearly 40% growth in the City of Milwaukee. Both the City of Milwaukee and second-ring suburbs outside Milwaukee County experienced stronger growth than Brown Deer and its neighbors. For example, residential property in the Village of Menomonee Falls increased in value by 35%. Table 5.7 shows these rates of change.

Table 5.7: Changes in Residential Home Values

Municipality	2007 Residential Value	2002 Residential Value	% Change
Milwaukee County	\$44,452,500,300	\$28,940,896,700	34.9%
City of Milwaukee	\$20,033,287,300	\$12,179,233,100	39.2%
<b>Village of Brown Deer</b>	<b>\$713,139,200</b>	<b>\$498,429,500</b>	<b>30.1%</b>
Village of Bayside	\$566,016,700	\$430,350,100	24.0%
Village of Fox Point	\$1,062,128,500	\$801,254,300	24.6%
City of Glendale	\$1,047,602,200	\$744,815,900	28.9%
Village of River Hills	\$500,631,400	\$373,970,300	25.3%
City of Mequon	\$3,894,366,900	\$2,653,963,800	31.9%
Village of Menomonee Falls	\$3,052,087,700	\$1,988,958,500	34.8%

Source: Public Policy Forum

#### 4.2.4 Affordability Analysis

According to the US Department of Housing and Urban Development, housing is considered affordable if a household pays no more than 30% of its annual income on housing. Above 30%, housing costs are considered a burden. To determine the affordability of housing within a municipality, the median household income is multiplied by 30%. Then, this number is divided by 12 to find the monthly maximum allowance for housing to be considered affordable.

Applying this formula to income data from the 2000 Census, the average homeowner in the Village can afford to pay \$1,432 a month on housing. In Brown Deer, nearly 90%—or 2,866 out of 3,188 homeowners who responded—pay less than this amount; therefore qualifying their property as affordable. Since renters, as a group, earn less than homeowners, the maximum affordable rent is calculated to be \$820. By this standard, about 70%—or 1,021 out of 1,469 renters who responded—pay less than this amount; therefore qualifying their housing as affordable. Table 5.8 details these calculations for Brown Deer.

**Table 5.8 Housing Affordability Analysis**

	<b>Median Household Income</b>	<b>Affordable Monthly Housing Expenditure</b>	<b>Number of Households Spending Less Than 30% on Housing</b>	<b>% Affordable Housing</b>
<b>Owner occupied</b>	\$57,264	\$1,432	2,866	89.9%
<b>Renter occupied</b>	\$32,813	\$820	1,021	69.5%

Source: US Census 2000

### 4.3 Household Data

#### 4.3.1 Average Household Size

The average household size in Brown Deer was 2.37 persons in 2000. In 1990, this figure in Brown Deer was 2.47.

Among different racial groups, whites tend to have smaller households than other groups. The minority population in the Village tends to be younger and minority households tend to have more children living at home than do white households.

#### 4.3.2 Housing Tenure

Housing tenure refers to whether a home is renter-occupied or owner-occupied. At nearly 30%, Brown Deer has a higher percentage of households who rent than surrounding North Shore municipalities; however, Milwaukee County and the City of Milwaukee both have a higher proportion of rental households than Brown Deer. In both these jurisdictions, nearly half of all households rent. Table 5.9 shows these ratios for Brown Deer and select neighboring jurisdictions.

These relative ratios seem to indicate Brown Deer's position as a transition community, where people seeking the Village's amenities – quality schools and security, in particular – can enter the community and perhaps move into homeownership.

In stakeholder interviews and meetings few people suggested that the Village should reduce the amount of rental housing, but many did stress the need for the Village to strengthen code compliance and management responsiveness at some of Brown Deer's larger multi-family residences.

**Table 5.9: Comparative Tenure Rates**

	<b># of Housing Units</b>	<b>% Owner Occupied</b>	<b>% Rental</b>
City of Milwaukee	249,215	45.3%	54.7%
Milwaukee County	400,093	52.6%	47.4%
<b>Village of Brown Deer</b>	<b>5,335</b>	<b>71.2%</b>	<b>28.8%</b>
City of Glendale	5,972	73.1%	26.9%
Village of Menomonee Falls	13,150	77.4%	22.6%
Village of Bayside	1,836	85.5%	14.5%
City of Mequon	8,167	91.3%	8.7%
Village of River Hills	617	94.2%	5.8%

Source: US Census 2000

As shown in Figure 5.2, owner-occupied housing is concentrated in the southwest and northwest areas of the Village, while rental housing units are more predominant in the Village's northeast corner.

#### 4.3.3 Year Moved In

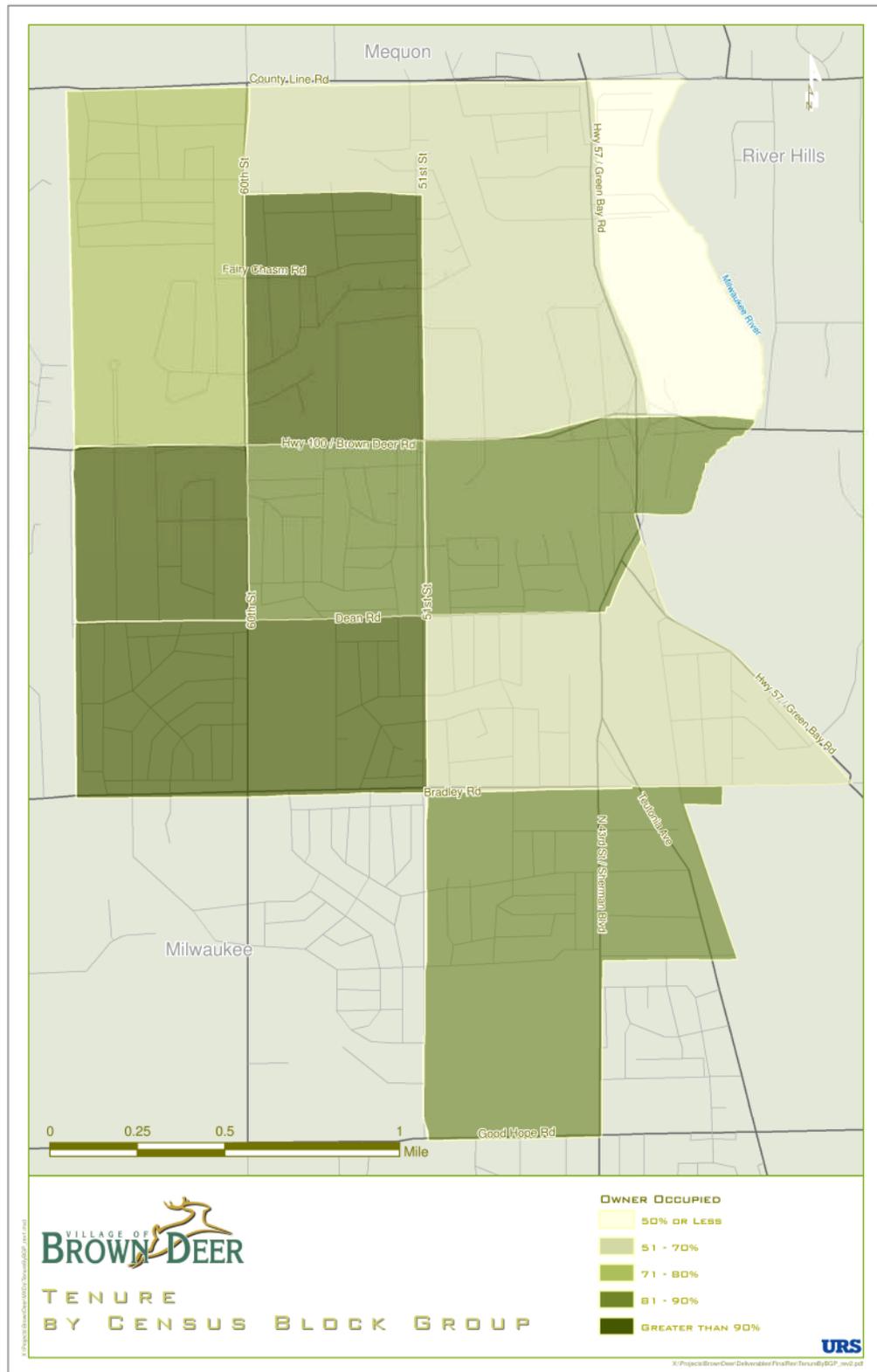
A considerable proportion of Brown Deer residents have been living in the Village for many decades. In 2000, 35% percent of homeowners had been in their homes for thirty years or more. Stakeholders report a perception that the racial make-up of the Village is changing. Breaking down the year-moved-in data by race of homeowners reveals that, overall, 47% of

**Table 5.10: Year Moved In for Owner Occupied Housing**

	<b>Whites</b>		<b>African Americans</b>	
	<b>Number</b>	<b>Percentage</b>	<b>Number</b>	<b>Percentage</b>
Moved in 1999 to March 2000	604	14%	132	22%
Moved in 1995 to 1998	989	23%	243	41%
Moved in 1990 to 1994	658	15%	98	16%
Moved in 1980 to 1989	885	20%	46	8%
Moved in 1970 to 1979	452	10%	50	8%
Moved in 1969 or earlier	737	17%	28	5%
<b>Total of Owner Occupied Households</b>	<b>4,325</b>	<b>100%</b>	<b>597</b>	<b>100%</b>

Source: US Census 2000

Figure 5.2: Housing Tenure in Brown Deer, 2000



Source: US Census 2000

white residents moved into their homes prior to 1990, compared to 21% of African-American residents. Thirty-seven percent of white residents moved into their homes between 1995 and 2000, compared to 63%, a clear majority, of African-American residents. See Table 5.10. This doesn't necessarily indicate an influx of new African-American homeowners to the Village, but it could indicate a higher degree of housing mobility among African-American residents.

#### 4.3.4 Age of Population

The age of the population and point in the "family life cycle" are correlated to housing demand, as older residents seek to downsize and new families search for housing and amenities to meet growing needs. Brown Deer residents perceive the Village's population as being relatively old. In fact, the Village is considerably older than Milwaukee County and the adjacent areas of the City of Milwaukee, but a little younger than nearby North Shore communities. The median age for a Brown Deer resident in 2000 was 42.0 years. Overall in Milwaukee County, the median age was 34.0 and only 30.6 years in the City of Milwaukee. Glendale, River Hills and Bayside all show higher median ages, as seen in Table 5.11.

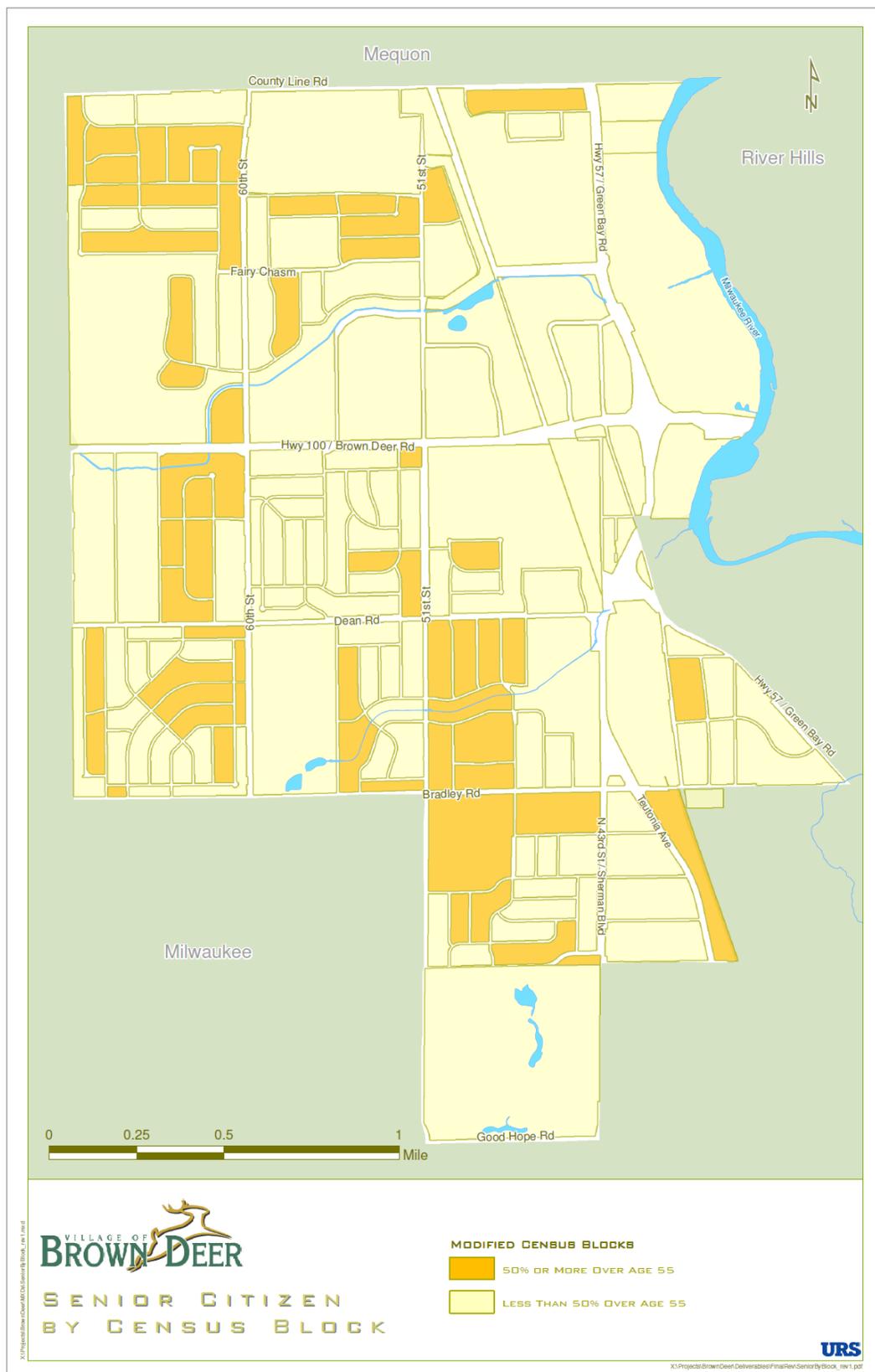
An analysis of homeowners over age 55 in 2000 reveals several areas of the Village with concentrations of this indicator population. Figure 5.3 shows blocks in Brown Deer with 50% or more of householders over age 55 in 2000. These are areas that may be subject to higher turnover of home ownership than other areas of the Village, as these householders are now approaching retirement age. Block groups exhibiting this characteristic are located to the east of 51<sup>st</sup> Street on both sides of Bradley Road; the extreme northwest corner of the Village, west of 60<sup>th</sup> Street and north of Fairy Chasm Road; and the area west of 60<sup>th</sup> Street on both sides of W. Dean Road. These areas may require special attention from Village government as it plans to maintain its residential neighborhoods and quality of life.

**Table 5.11: Age Distribution**

	Percent under 18	Percent over 65	Median Age
Village of Bayside	24%	21%	47
City of Glendale	20%	25%	46
Village of River Hills	25%	15%	46
<b>Village of Brown Deer</b>	<b>21%</b>	<b>19%</b>	<b>42</b>
City of Mequon	30%	14%	42
Village of Menomonee Falls	25%	16%	39
State of Wisconsin	27%	13%	36
City of Milwaukee	30%	11%	31

Source: US Census 2000

Figure 5.3: Blocks with More than 50% of Householders Aged 55 or over in 2000



#### **4.4 Mortgage Foreclosures and Subprime Lending**

An increase in mortgage foreclosures is an issue of nationwide concern in 2008 and 2009. Although Brown Deer has not been hit as hard by the foreclosure crisis as other communities in Milwaukee County, there were a number of foreclosed properties in the Village at the time that this document was prepared. At this point, it is uncertain whether the number is expected to grow or whether the situation has stabilized, but regional and national trends indicate that the situation will likely get worse before it gets better.

Most trace the roots of the foreclosure crisis to the growth in the subprime loan market. Data collected through the Home Mortgage Disclosure Act show that about 11% of conventional mortgage loans and 21% of refinancing mortgage loans in Brown Deer were through subprime lenders in 2004. For comparison, in the City of Glendale, about 10% mortgage loans and 13% of refinancing mortgage loans were through subprime lenders. In the City of Milwaukee, those statistics were 19% and 30%, respectively. For most of the other North Shore suburbs, however, subprime lending is well under 10% of total mortgage lending.

Data collected by the Wisconsin Department of Commerce shows that Brown Deer's two census tracts displayed an uneven pattern of subprime activity. In tract 501.01, the area of the Village west of 51<sup>st</sup> Street, between 35% and 42% of all home purchase and refinance loans in 2006 were comprised of subprime and high interest mortgages. In Tract 501.02, east of 51<sup>st</sup> Street, this figure fell between 28% and 35%.

One of the most pressing short-term issues faced by municipalities, given their limited authority and resources, is how to preserve homes that have been foreclosed on and are now vacant. Often the foreclosed properties are owned by banks that serve essentially as absentee landlord, with little stake in the community. Some communities have had to deal with burglars breaking into vacant buildings and scavenging valuable woods and metals. Although there is no evidence of this phenomenon in Brown Deer at this time, vacant properties are often perceived as a blight on the neighborhood and can negatively affect surrounding property values. In order to safeguard the housing stock, some communities have developed neighborhood watch groups to monitor vacant properties or have found creative ways to make it less obvious that a house is vacant, such as taking over routine maintenance of lawn mowing if it is neglected and adding the cost to property tax bills.

## 5. HOUSING PROJECTIONS

Predicting future housing demand based on population trends is a challenging task for municipalities. This section outlines methodology and results for housing demand. The figures reported in this section are intended as general guidance for the Village of Brown Deer.

### 5.1 Population Forecasts

Between decennial censuses, the State of Wisconsin Department of Administration forecasts population change at the municipal geography in five-year increments. The Department of Administration (WisDOA) forecasts that Brown Deer's population will decrease by approximately 13.8% between 2000 and 2030, to 10,496 persons. Table 5.12 shows forecasted total and annualized rates of change.

**Table 5.12: Brown Deer Population Change, 2000-2030**

Census 2000	12,170
2005 Estimate	11,811
2010 Projection	11,548
2015 Projection	11,386
2020 Projection	11,185
2025 Projection	10,890
2030 Projection	10,496
Numeric Change	-1,674
Percent Change	-13.8%
Annual Change	-0.5%

Source: Wisconsin DOA

### 5.2 Housing Unit Occupancy

According to the 2000 US Census, approximately 3.8% of the Village's housing units were unoccupied. This represents about 200 units Village-wide, both owner-occupied homes and apartments. It will be assumed in future housing demand calculations that this rate of occupancy will be maintained and is acceptable to Village residents.

### 5.3 Household Trends

A notable trend in the Village of Brown Deer – and in communities across Wisconsin and the United States – is an overall decrease in average household size.

Estimates vary, but projections indicate that the average household size will decline in response to two phenomena: the “empty nesting” of “Baby Boom” households as the youngest children of this generation move out and an increase in single-person elderly households as one partner dies or moves into a senior living facility.

The Wisconsin Department of Administration projects the average Brown Deer household to decrease from 2.37 persons in 2000 to 2.14 persons in the year 2030. In Brown Deer, the overall number of households is also forecasted to decrease to 4,912 by 2030, a reduction of 222 households from 2000. The WisDOA figures assume an overall annual population decrease in the Village of 0.55%. See Table 5.13.

**Table 5.13: Household Projections**

	Number of Households	Average Household Size
2000	5,134	2.37
2005	5,158	2.34
2010	5,130	2.31
2015	5,177	2.29
2020	5,100	2.26
2025	5,021	2.25
2030	4,912	2.14

Source: Wisconsin DOA

**5.4 Future Housing Demand Estimates**

A future housing demand estimate involves subtracting the existing number of housing units from the projected number of households in the Village in 2030. It is adjusted by assuming that the village will maintain its current 3.8% vacancy rate; a number representing vacant units is added to the total needed. The figure is divided by the number of years in the planning horizon to estimate an annual change in housing units needed to accommodate the needs of Village residents. The formula looks like this:

$$\begin{array}{ccccccc}
 \boxed{\begin{array}{c} \text{Number of} \\ \text{Projected} \\ \text{Households} \\ \text{2030} \end{array}} & - & \boxed{\begin{array}{c} \text{Number of} \\ \text{Existing} \\ \text{Housing} \\ \text{Units 2000} \end{array}} & + & \boxed{\begin{array}{c} \text{Vacancy} \\ \text{Adjustment} \\ \text{2030} \end{array}} & / & \boxed{\begin{array}{c} \text{30} \\ \text{Years} \end{array}} & = & \boxed{\begin{array}{c} \text{Annual Change} \\ \text{in Number of} \\ \text{Housing Units} \\ \text{Needed} \end{array}}
 \end{array}$$

Using the Wisconsin Department of Administration’s projection of 4,912 households in Brown Deer in 2030 the following table shows a calculation of future housing demand in the Village. See Table 5.14.

*Table 5.14: Housing Demand Calculation*

Projected Households 2030	Existing Housing Units 2000	Total Housing Unit Demand 2000-2030	Vacancy Adjustment (3.8%)	Total new units needed 2000-2030	New units per year
4,912	5,335	-423	187	-236	-8

Source: Wisconsin DOA, URS

The calculations reveal a reduction in demand of 236 units over three decades – or about 4.4% of the Village’s existing housing stock. Such a reduction is relatively minor given the time frame; in essence, the Village of Brown Deer is likely to remain in a “holding pattern” over the next two decades in regard to housing. Given the relatively slow rates of population change expected for Brown Deer, this figure represents a change in demand for housing product types as much as for actual unit demand. Demand for housing products, or for an increase in the variety of products available in the Village, will likely be driven by lifestyle changes of the population rather than population change. For example, as multi-family housing is redeveloped, opportunities may arise for lower multi-family unit densities — i.e. townhouses or duplex condominiums could replace existing multi-story apartment buildings as sites are redeveloped. Similarly, mixed-use structures could provide some housing, while devoting greater space to office or commercial uses.

## 6. HOUSING PLANNING CONTEXT

Municipalities are, for the most part, responsible for their own housing policies. The Southeastern Wisconsin Regional Planning Commission in March 2009 convened an advisory committee and presented a proposal to update its regional housing plan, an effort last undertaken more than 30 years ago.

## 7. BROWN DEER HOUSING GOALS AND OBJECTIVES

<b>Goals</b>	<b>Objectives</b>
1. The Village will continue to encourage a diversity of housing options for people of all ages and life stages.	1.1 Encourage balanced housing options based on long-term demographic trends and analysis  1.2 Encourage and support life-cycle housing
2. The Village will promote high design standards for residential structures to provide community value for owners and renters.	2.1 Encourage sustainable building practices and the use of long-lasting materials 🌱  2.2 Evaluate and develop codified residential material and design standards
3. Promote preservation of existing housing stock.	3.1 Improve the ability of staff to carry out property maintenance evaluation to enhance the Village's identity 🏡  3.2 Increase awareness of property maintenance standards and resources to enhance the Village's identity 🏡
4. Promote neighborhood cohesiveness and experience in order to enhance Village's identity.	4.1 Encourage resident involvement in Village life  4.2 Continue to foster neighborhood safety

## 8. RECOMMENDATIONS FOR VILLAGE HOUSING POLICY, PROGRAMS AND INITIATIVES

The provision of a housing supply adequate to the needs of Brown Deer residents is a key overall objective in comprehensive planning. In a redeveloping community like Brown Deer, housing initiatives can help preserve quality of life and improve the Village's image in the metropolitan area. A number of the preceding goals and objectives are framed as direct actions to be taken by the Village. The recommendations below expand on those actions, and also propose more detailed steps to be taken to ensure that Brown Deer can meet its goals and objectives.

### ***1. Establish an ongoing program to update housing forecasts as new data become available.***

The housing market and Brown Deer's demographic makeup are in constant flux. In order to make planning, zoning and permitting decisions rationally, it is essential to use the best available data to place those decisions in context. The Wisconsin Department of Administration provides intra-decennial data and forecasts population and household size data into the future. As these estimates and forecasts are updated, the Village can monitor likely changes in Brown Deer housing demands using the model included in this chapter. A regular program of monitoring these data may prove a cost-effective basis for understanding housing needs.

### ***2. Encourage the provision of an expanded variety of housing products in Brown Deer.***

Brown Deer's existing housing stock is predominantly composed of three bedroom homes. Family needs are changing, as documented in this chapter, and the Village may be able to encourage the provision of a mix of housing sizes to better balance demand. To some degree, the market has begun to undertake steps to provide these options. The Village's growing African-American population tends to live in larger households, and the aging population of empty nesters may desire to downsize to two—or even one bedroom units. The site of the former Algonquin School may provide an opportunity allow for the consideration of a variety of housing sizes and configurations. Allowing larger homes than what currently prevails on the Village's south side may reduce the homogeneity of home types in this area. Similarly, it may become reasonable to allow combining parcels in some cases, particularly in those areas of the Village with smaller homes and parcels that are likely to see higher turnover rates in the future (see figure 5.3). If designed sensitively, larger homes on combined parcels may fill a need for a specific housing product in the Village while encouraging variety within neighborhoods.

### ***3. Explore development of rental housing aimed specifically at middle-income women working in health care.***

Middle-income, employed women may represent an emerging market in the Milwaukee metropolitan area, particularly those employed in large health care facilities. Health care and related fields are expected to be a high growth area for employment in Milwaukee in the coming decade. Brown Deer has seen significant investment in health care facilities in it

northeast quadrant. This area may benefit from the development of rental housing designed particularly with the needs of single, moderate-income women in mind — such persons make up a considerable portion of health service employees. A developer on Milwaukee’s east side is considering such a development near a major hospital expansion there. This recommendation does not necessarily imply a net gain in rental housing in the Village (stakeholders generally approve of the existing balance of rental to owner-occupied housing), but rather this market could also be addressed by the redevelopment of existing multi-family rental housing in the Village’s northeastern quadrant.

***4. Initiate a regular roundtable discussion with the owners or managers of the Village’s major multifamily housing developments.***

Brown Deer has a number of large multi-family housing developments. These developments serve a great need in the Village and metropolitan area, and may serve as an entry point to future homeownership in Brown Deer. Many stakeholders commented on ongoing issues with property maintenance in some of these developments, while some property managers reported occasional difficulties with the Village inspection and permitting processes. The Village can capitalize on its overall good relationships with the owners and managers of multi-family housing by convening a regular — annual or semi-annual — roundtable discussion to determine priorities for the owners of these large properties, and to encourage cooperation among those owners and the Village. The discussions can be informal, and may pave the way for continued good relations.

***5. Take proactive steps to identify potential properties with maintenance issues.***

Some Brown Deer homeowners are reported to have trouble keeping up with property maintenance at the levels expected by the community. This may be due to age, income restrictions, changes in family structure or other reasons. The Village has several avenues to identify such situations — through its building inspection and zoning departments, as well as the North Shore Health Department. Ensuring that these departments have the capacity to proactively identify troubled homeowners may become important to maintaining neighborhood quality and to enable residents to age in place as long as they desire. This may require the addition of a building inspector position to the Village staff. Working with the North Shore Health Department, the Milwaukee County Department on Aging, social service organizations and other partners, the Village could prepare a resource kit for homeowners unable to undertake routine maintenance due to financial exigencies or age. The North Shore Health Department and the building inspection department already undertake similar tasks, but are currently not focused on these issues as means to preserve neighborhood value.

***6. Use creative means to build a sense of neighborhood identity.***

Brown Deer stakeholders have a well-developed sense of the unique qualities of their individual neighborhoods, and the ways they relate to the other neighborhoods in the Village. The Village could help them articulate and celebrate these qualities by working to enhance identity and cohesiveness with several simple-to-implement initiatives. A neighborhood naming and

branding exercise could be undertaken with the schools, via an online survey, or through a written survey included with the Village's water bill mailing. Many subdivisions have names, of course, and these may provide starting places to develop an iconic symbol for each neighborhood in the Village. These identity markers could be incorporated into future streetscaping or wayfinding initiatives. Creating a block party kit may be another simple initiative for the Village to promote neighborhood cohesiveness. Stakeholders report difficulties and costs associated with trying to organize neighborhood events. A block party kit could include instructions, sample invitations for neighbors, ideas for activities, means to contact the fire department for a fire truck visit, and other simple items. Some North Shore communities provide volleyball nets suitable for stringing across residential streets and other recreation equipment for free to residents who request them.



*Well-maintained owner-occupied housing is typical in the Village.*



## Chapter Six

# Transportation



### 1. INTRODUCTION

Transportation planning has emerged as a key issue in Brown Deer, and the provision and maintenance of transportation facilities – streets and roads, sidewalks, bicycle lanes and multi-use trails, crosswalks, mass transit and access to the regional transportation system is a key function of local, county and state governments. The Transportation chapter analyzes:

- Results from the public involvement process,
- Existing transportation conditions in the Village, and
- Transportation plans from other jurisdictions that affect mobility and access in the Village, such as Milwaukee County and the Wisconsin Department of Transportation

The chapter includes goals and objectives to meet the future transportation needs of the community, and policy recommendations for the Village to proactively ensure that priorities of stakeholders are addressed.

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## 2. VISION STATEMENT

The Village of Brown Deer Vision Statement articulates an understanding of the role the transportation system plays in the Village's identity and quality of life. The statement claims that Brown Deer's "location will provide easy access to regional employment opportunities and a variety of urban amenities."

It further states that Village residents are bound together by their shared belief in "safe streets and neighborhoods, and pleasant surroundings." They also envision a future Brown Deer in which "the Village will be scenic, well-tended and green...and public property will be well-maintained."

## 3. STAKEHOLDER INVOLVEMENT RESULTS

Stakeholders consider Brown Deer's well-maintained road network an asset to the Village; mobility is well accommodated for residents, employees, shoppers and visitors with access to an automobile. For those without access to a private vehicle, mobility and access in the Village can be considered somewhat limited. The elderly in particular report difficulty in accessing needed services, and many noted that transit service is inadequate and pedestrian facilities are not uniformly provided, even along principal thoroughfares. Senior citizens who are unable to drive must ask peers, neighbors or family members for assistance in traveling in Brown Deer. The same is reported to be true for the Village's younger residents. Street grid connectivity in the northeastern corner of the Village is considered inadequate by some stakeholders.

Vehicular traffic speeds and volumes on Brown Deer Road, Green Bay Road, and several other arterials and collectors are considered by many participants to be both dangerous to users and detrimental to the Village's quality of life. Many identified the intersections of Green Bay Road/Teutonia Avenue, Green Bay Road/Brown Deer Road, and Teutonia Avenue/Sherman Boulevard/Bradley Road as having design problems leading to difficulties for motorists, cyclists and pedestrians. Other roads suggested as potential areas for traffic calming or focused speed enforcement include 51<sup>st</sup> Street, 55<sup>th</sup> Street, 60<sup>th</sup> Street and Bradley Road.

Transit service in the Village is considered by many to be limited or inadequate, and most people who participated in stakeholder involvement activities have little direct experience with transit. Milwaukee County Transit Service's "Freeway Flyer" express service between the Marketplace Shopping Center on Green Bay Road and downtown Milwaukee is considered valuable, but service level cuts to the entire system are considered to have reduced its utility to residents.

Many stakeholders expressed strong interest in identifying opportunities to improve bicycle and pedestrian facilities. This emerged as a key theme of the public participation process. While some stakeholders expressed approval of the "suburban" feel in areas of the Village without

sidewalks, nearly everyone noted with disapproval the difficulty of getting around Brown Deer on foot or by bicycle. The expanding recreational trail system is considered a major asset to the Village. Participants strongly articulated a need to add sidewalks to the area surrounding the schools campus, along both sides of Brown Deer Road and to improve non-motorized transportation access to the Original Village area, the Marketplace, Bradley Road shopping areas, and to the Recreational trail.

Finally, parking availability is not an issue for Brown Deer stakeholders. In fact, a number of participants noted that there is surplus of parking at many Village commercial developments, which, when badly designed or poorly maintained, contributed to the “low grade” image that they feel much shopping in Brown Deer conveys. The list below includes qualities that residents currently appreciate about Brown Deer as well as challenges that residents feel Brown Deer *ought* to address in the future.

### ***Strengths***

- Well-maintained
- Safe
- Bikeable
- Connected
- Bike path is exciting
- No congestion
- Sidewalks near schools
- Pedestrian safety
- Pleasant neighborhood and street environment

### ***Challenges***

- Hostile pedestrian conditions
- State control over Brown Deer and Green Bay Roads
- Fast traffic on Green Bay Road, 60<sup>th</sup> Street, and Brown Deer Road.
- Lack of bike and pedestrian connections to businesses, access to services
- Lack of sidewalks or pedestrian plan
- Confusing intersections
- Overbuilt intersections
- Open ditch drainage
- Wide roads
- Access to Original Village
- Too much land in parking lots
- No paratransit options
- No access to bike path
- Safe access to transit
- Access to River
- Hard to turn on/off of Green Bay Road
- Lack of connections between major land uses and nodes

## 4. DATA ANALYSIS

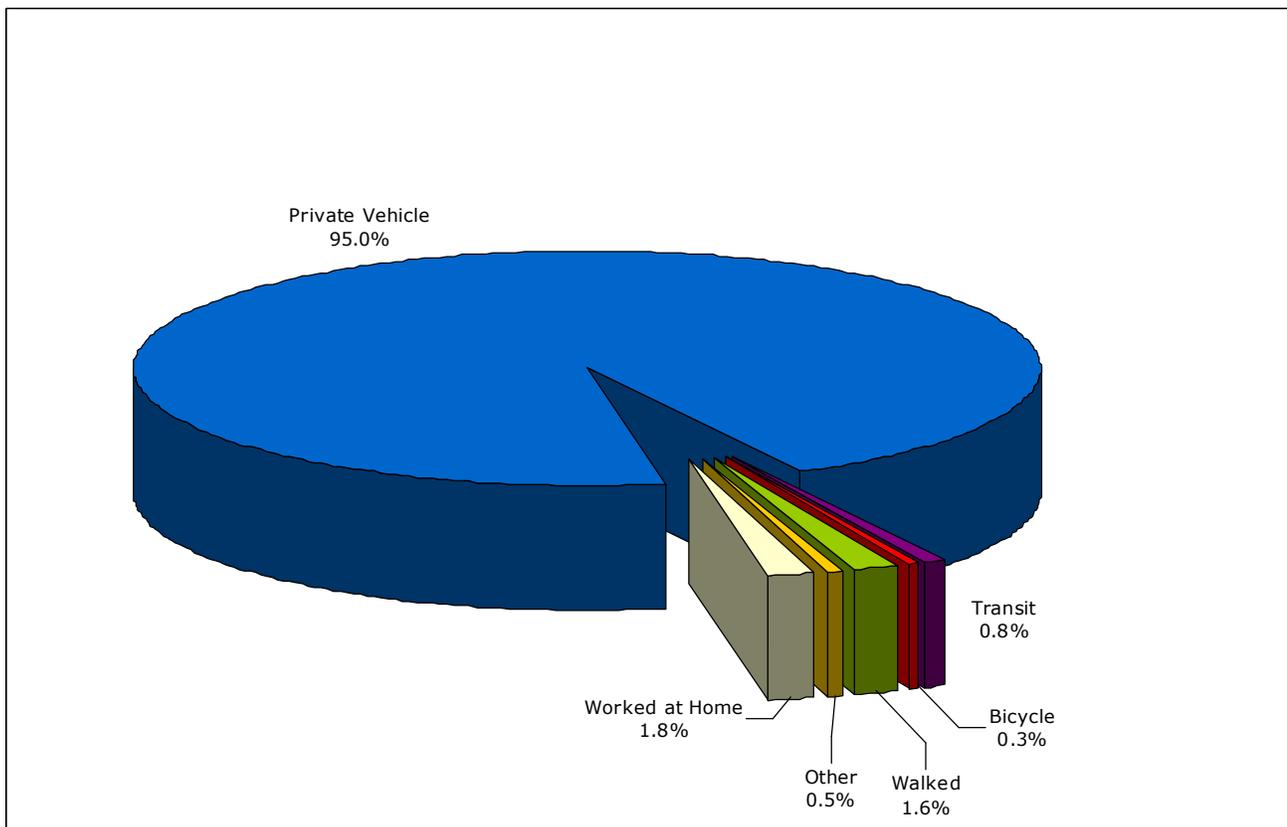
This section includes data on transportation use, facilities, safety concerns and demand in Brown Deer. The section is organized by mode: automobile, transit, pedestrian and bicycle.

### 4.1 Automobile Transportation Facilities and Characteristics

The private automobile is a key transportation mode in Brown Deer. Most of the Village was built out in the latter half of the 20<sup>th</sup> century, using a suburban development model focused on motorized transportation for mobility and access. Ninety-five percent of all work-related trips made by Brown Deer residents in 2000 were made by private automobile; and 90% of those trips were made by people driving alone (the other 10% participated in carpools). Figure 6.1 shows the distribution of work trips for residents.

The prevalence of automobile travel for Village residents is reflected in data showing the number of vehicles available to Brown Deer households. As shown in Table 6.1, a large majority of Village households – more than 95 % – have access to at least one vehicle, and nearly 60% of Brown Deer households have access to more than one vehicle.

Figure 6.1: Mode of Transportation to Work, 2000



Source: US Census 2000

Differences in vehicle availability are revealed when comparing homeowners to renting households. As shown in the Table 6.1, less than 2% of owner-occupied households have no access to a vehicle; this represented 71 Brown Deer households in 2000. For renters, this figure reaches 11%, or 164 households.

**Table 6.1: Vehicles Available in Brown Deer, 2000**

	No Vehicle Available	One Vehicle Available	More than One Vehicle Available
All Housing Units	4.6%	37.1%	58.3%
Owner-Occupied Housing Units	1.9%	29.2%	68.9%
Renter-Occupied Housing Units	11.1%	56.7%	32.2%

Source: US Census 2000

#### 4.1.1 Functional Classification of Roadways, Jurisdictions and Traffic Volumes

There are approximately 61.45 miles of roadway in Brown Deer. Of these, the vast majority by mileage – 46.20 miles – are local streets, providing access to land use and connections to the regional roadway system. There are 4.18 miles of collector roads in the Village, and 11.07 arterial miles. Primary collector routes are located on 51<sup>st</sup> Street, Dean Road, and short segments of Calumet Road and Beaver Creek Parkway. Major arterial routes through the Village include 60<sup>th</sup> Street, County Line Road, Bradley Road, Teutonia Avenue, Sherman Boulevard, Good Hope Road, Brown Deer Road, and Green Bay Road Table 6.2 details these characteristics.

Table 6.2 also details roadway jurisdiction in the Village. The State of Wisconsin has jurisdiction over 4.31 miles of arterial roadway over the entire lengths of Brown Deer Road (WIS 100) and Green Bay Road (WIS 57) in the Village of Brown Deer. There are three County Trunk Highways in the Village – Good Hope Road (County PP), Teutonia Avenue (County D), and Sherman Boulevard (County G) – encompassing 2.47 miles of arterial roadway. The rest of the roadways in Brown Deer, approximately 54.67 miles, are under the Village’s jurisdiction, including all miles of local and collector roadways.

Traffic volumes on Village roads are generally in line with functional classification. Figure 6.2 graphically represents these relative volumes.

A general analysis of traffic volume trends in Brown Deer over the last three decades reveals rising traffic counts, with growth in volume leveling off on most roadway segments in the last decade as the Village has become built out and its residents have reached a mature stage in their family life cycles.

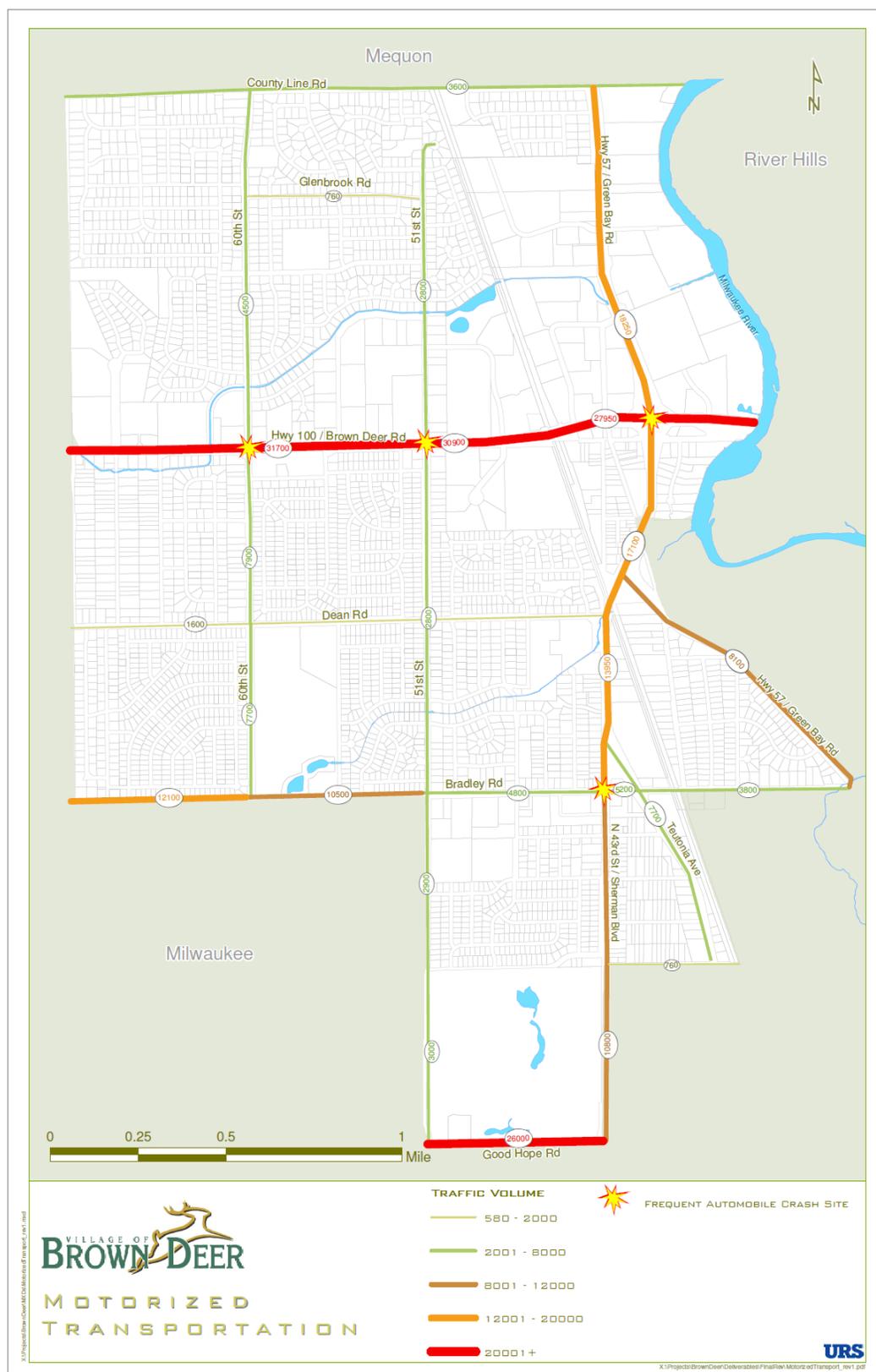
Most roadways have witnessed fluctuation in traffic volumes year-to-year within established ranges. A number of segments have

**Table 6.2: Roadway Characteristics**

Characteristic	Miles
Total	61.45
Arterial	11.07
Collector	4.18
Local	46.20
State	4.31
County	2.47
Municipal	54.67

Source: WisDOT

Figure 6.2: Motorized Transportation



Source: WisDOT (data from 2001, 2004, and 2007)

shown a decline in traffic volumes since 1998. Table 6.3 shows annual average daily traffic counts for select areas in the Village of Brown Deer in 2004 and 2007. Since 2004, traffic volumes have grown along the Brown Deer Road corridor, on Green Bay Road south of Brown Deer Road, and along Bradley Road. Traffic volumes in other areas of the Village have declined slightly, particularly for north-south travel on 60<sup>th</sup> and 51<sup>st</sup> Streets and Teutonia Avenue in the southern part of the Village.



**Brown Deer Road (WIS 100) carries 30,000 vehicles on an average weekday.**

**4.1.2 System Maintenance**

For the most part, the quality of the roads that the Village is responsible for maintaining is quite good. Very few people complained about road conditions during the public participation process.

**Table 6.3: Average Annual Daily Traffic Counts for Select Locations, 2007**

Roadway	Classification	Location	Vehicles per Day		
			2004	2007	Change
W. Brown Deer Rd.	Arterial	West of N. 60th St.	28,900	30,600	5.9%
W. Brown Deer Rd.	Arterial	East of N. Green Bay Rd	26,700	26,900	0.7%
W. Good Hope Rd.	Arterial	West of N. Sherman Blvd.	25,100	26,000	3.6%
N. Green Bay Rd.	Arterial	South of W. Brown Deer Rd.	20,000	20,300	1.5%
N. Green Bay Rd.	Arterial	South of W. County Line Rd.	16,500	16,200	-1.8%
N. Green Bay Rd.	Arterial	South of W. Bradley Rd.	10,400	11,700	12.5%
W. Bradley Rd.	Arterial	East of N. 51st St.	9,600	10,000	4.2%
N. Sherman Blvd.	Arterial	North of W. Bradley Rd.	9,200	8,600	-6.5%
N. 60th St.	Arterial	South of W. Brown Deer Rd.	7,200	7,900	9.7%
N. Teutonia Ave.	Arterial	South of W. Bradley Rd.	8,200	7,700	-6.1%
N. 60th St.	Arterial	North of W. Bradley Rd.	8,100	7,700	-4.9%
N. 60th St.	Arterial	South of W. Bradley Rd.	4,800	4,500	-6.3%
N. 51st St.	Collector	North of W. Bradley Rd.	2,900	2,800	-3.4%

Source: WisDOT

Approximately 85% of the local roadway miles, as reported by the Village to the Wisconsin Department of Transportation (WisDOT), are considered to be in fair condition or better, and over 65% of roads are in good condition or better. The Village assigns a numerical rating to each road segment, with “1” representing a roadway segment in need of reconstruction and “10” representing new construction. Table 6.4 details these ratings.

**Table 6.4: WisDOT Road Segment Condition Ratings**

<b>1</b>	<i>Failed</i>	Needs total reconstruction.
<b>2</b>	<i>Very Poor</i>	Severe deterioration. Needs reconstruction with extensive base repair
<b>3</b>	<i>Poor</i>	Needs patching & major overlay or complete recycling.
<b>4</b>	<i>Fair</i>	Significant aging and first signs of need for strengthening.
<b>5</b>	<i>Fair</i>	Surface aging, sound structural condition. Needs sealcoat or nonstructural overlay.
<b>6</b>	<i>Good</i>	Shows sign of aging. Sound structural condition. Could extend with sealcoat.
<b>7</b>	<i>Good</i>	First signs of aging. Maintain with routine crack filling.
<b>8</b>	<i>Very Good</i>	Recent sealcoat or new road mix. Little or no maintenance required.
<b>9</b>	<i>Excellent</i>	Recent overlay, like new.
<b>10</b>	<i>Excellent</i>	New Construction

Source: WisDOT as reported by Village of Brown Deer PASER ratings

Only 15% of the local road mileage in Brown Deer were rated “3” or below in 2007, as shown in Table 6.5, which lists pavement ratings by mile of roadway in Brown Deer.

One 500-foot section of Cedarburg Road was rated “failed” at that time. Most of the roads in Brown Deer that are classified as failed, very poor, or poor are located in the older portions of the Village, south of Brown Deer Road. Some of these local roads are clustered in the Original Village area. The Village of Brown Deer adheres to an ongoing roadway maintenance paving plan. Roadway improvement schedules and plans along with other major projects are detailed in Section 5: Transportation Planning Context.

**Table 6.5: Pavement Conditions by Local Road Mileage, 2007**

Rating	Description	Percentage of Total
1	Failed	0.2%
2	Very Poor	4.9%
3	Poor	10.0%
4	Fair	10.1%
5	Fair	9.2%
6	Good	12.9%
7	Good	22.0%
8	Very Good	11.0%
9	Excellent	10.3%
10	Excellent	9.5%

Source: WisDOT

#### 4.1.3 Roadway Safety

According to data provided by the Brown Deer Police Department, an average of 219 automobile crashes occurred each year in the Village between 2005 and 2007. The total number of reported crashes increased approximately 10% in that time period. In general, however, the number of severe crashes leading to injury decreased slightly over the same timeframe. Approximately one-third of all automobile crashes in Brown Deer lead to injuries. Table 6.6 shows these figures.

Parking lots are the predominant location for traffic crashes in Brown Deer. About 17% of the Village’s reported crashes have occurred in the parking areas of shopping centers, businesses and multi-family

housing complexes. Though most numerous, crashes in parking lots are less likely to result in personal injury compared to crashes at other locations.

**Table 6.6: Reported Automobile Crashes, 2005-2007**

	2005	2006	2007	Three-year Total	Annual Average	Change 2005-2007
All Reported Crashes	214	208	235	657	219	10%
With Injuries	80	74	73	227	76	-9%
% with Injuries	37%	36%	31%	35%		

Source: Brown Deer Police Department

More than 30% of the other traffic crashes in the Village occur along Brown Deer Road, especially where it intersects Green Bay Road, 51<sup>st</sup> Street, and 60<sup>th</sup> Street. Crashes at these locations are more likely to involve personal injuries due to high traffic speeds. Of particular note is the intersection of Brown Deer Road and Deerwood Drive. This intersection has averaged seven crashes annually since 2005, but nearly 60% of those crashes involved injury, making this the most dangerous high crash location in the Village. Many residents, staff and elected officials expressed concern with traffic speeds, safety and ease of use – and particularly with pedestrian safety– along the Brown Deer Road corridor.

**Table 6.7: Prevalent Automobile Crash Locations, 2005-2007**

	Three-year Total	Proportion with Injuries	Proportion of All Crashes
Parking Lots	113	17%	17%
Brown Deer Rd. and Green Bay Rd.	70	34%	11%
Brown Deer Rd. and 60th St.	53	40%	8%
Brown Deer Rd. and 51st St.	56	46%	9%
Brown Deer Rd. and Deerwood Dr.	22	59%	3%

Source: Brown Deer Police Department



*Parking lots are the most prevalent location for automobile crashes in Brown Deer.*

Other intersections identified by the Police Department as frequent crash locations include Brown Deer Road and Kildeer Ct. (an alternative entrance to the Marketplace Shopping Center east of Green Bay Road) and the intersection of Bradley Road and Sherman Boulevard. However, the three-year crash totals for these areas is much lower. With the exception of the intersection of Brown Deer Road and Deerwood Drive, all of these locations are signalized. Table 6.7 shows crash information from selected locations in the Village, and Figure 6.2 maps relative traffic volumes and frequent crash locations.

#### *4.1.4 Trucks and Goods Movement*

Within the Village, Brown Deer Road, Green Bay Road, and Good Hope Road are classified as truck routes by the Wisconsin Department of Transportation. Brown Deer and Good Hope Roads are designated as long truck routes. These truck routes allow the greatest range of trucking vehicles, and are the backbone for goods movement throughout the state. Green Bay Road is classified as a 75 foot restricted truck route, meaning that trucks longer than 75 feet are not permitted on the roadway.

#### *4.1.5 Issue and Opportunity Locations*

Several locations in the Village were identified as presenting particular problems or opportunities to enhance motorized transportation. These opportunity areas are described below and graphically depicted in Figure 1.5 in Chapter One: Issues and Opportunities.

- The intersection of Green Bay Road and Teutonia Avenue. This intersection is near the southern entrance to the Original Village area; it is considered by many stakeholders to be overbuilt and overly complex, making access to the area unnecessarily difficult.
  - The intersection of Teutonia Avenue, Bradley Road and Sherman Boulevard. This five leg intersection is very large, requiring complex movements and decision-making. Its size and configuration are considered by some to hinder redevelopment of this area of the Village. Furthermore, Bradley Road may be underutilized for its width. There is some desire to redesign both Bradley Road (narrower, greener, perhaps with bicycle lanes) and the intersection, perhaps utilizing a roundabout design to free up land for redevelopment, simplify intersection navigation and improve safety.
  - Brown Deer Road is considered both hazardous and unappealing by nearly all stakeholders who provided information. Traffic speeds are high – with posted speeds up to 40 MPH – and traffic volumes are high as well, making entering and exiting the roadway difficult. In addition, Wisconsin Department of Transportation officials are reluctant to allow the Village to improve aesthetics and wayfinding on this regionally important highway. There is a strong desire in the Village to enhance streetscaping, add identity signage for the community, and to improve the interchange between Brown Deer Road and Green Bay Road.
-

- Access to the Original Village. The Original Village area of Brown Deer is universally considered an asset to the community and a cornerstone for future economic development initiatives. However, the configuration of roadways and railroad right-of-way surrounding the Original Village makes access very difficult for those traveling by automobile, and nearly impossible for other modes. It would be desirable to redesign the access points to the Original Village to make entering and exiting the district safe and comfortable.
- Street connectivity in some areas of the Village. In the northeastern and north central areas of the Village, the system of cul-de-sacs and dead-ends, along with the railroad corridor, create conditions that some consider less than ideal. While the lack of connectivity contributes to low traffic volumes on residential streets, it also impacts provision of emergency services, increases traffic and congestion on arterial roads, and forces pedestrians and cyclists to travel on dangerous arterial roadways.



Source: Aerial pictures were taken from Google Earth

*The intersections of Teutonia Avenue and Green Bay Road (left); Brown Deer Road and Green Bay Road (center); and Bradley Road, Sherman Boulevard, and Teutonia Avenue (right) are considered to present opportunities for redesign.*



*A Milwaukee County Transit bus picks up a passenger along Green Bay Road.*

## **4.2 Transit Facilities and Characteristics**

### **4.2.1 Bus Transit**

Transit service in Brown Deer is provided by the Milwaukee County Transit System (MCTS). Countywide paratransit service is available through the MCTS TransitPlus program. As shown in Figure 6.1, only a small number of Brown Deer residents use transit to commute to work; approximately 0.8% of residents traveled to and from work by bus in 2000. Still, on an average weekday, data provided by MCTS shows that more than 900 people get on and off buses in

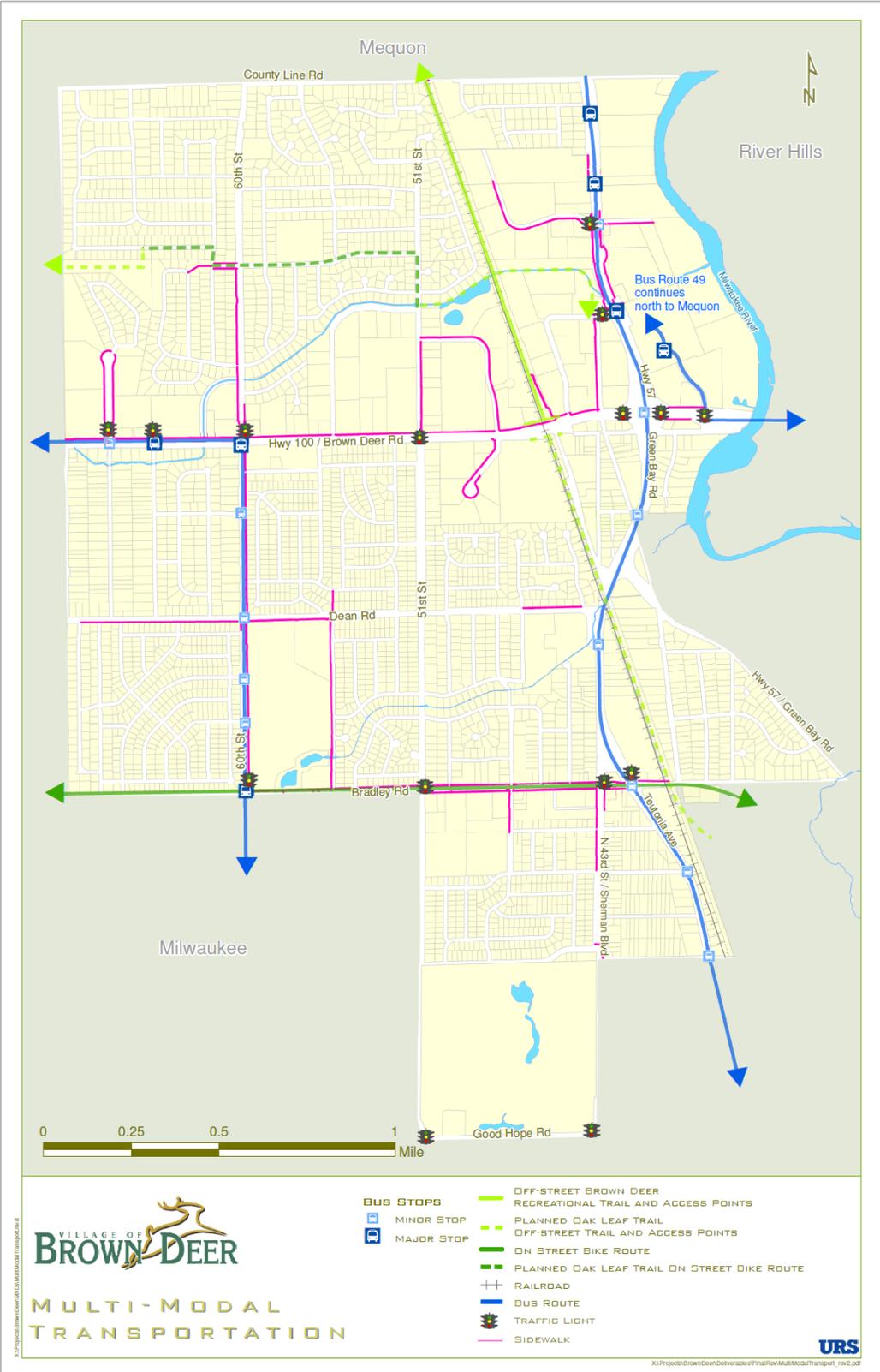
Brown Deer. Standard adult transit fare in 2008 was \$2.00.

Furthermore, Brown Deer's considerable population of renters is more likely to use transit than are homeowners. As Table 6.1 demonstrates, more than one of every ten renting households has no access to private transportation, and must rely on alternate modes to access work, shopping, school and other activities.

Four fixed transit routes serve Brown Deer. These transit routes are graphically depicted on Figure 6.3. Route 76 travels on 60<sup>th</sup> Street and Brown Deer Road. This is a major north-south route for MCTS, traversing the central portion of the county through the Cities of Milwaukee, West Allis and the Village of Greendale. In Brown Deer, Route 76 serves the school campus, retail shopping along Brown Deer Road, and connects to the regional retail shopping area at Granville Station (at 76<sup>th</sup> Street and Brown Deer Road in Milwaukee). Route 76 provides service to Brown Deer for 18 hours daily, from 5:30 a.m. to 1:30 a.m. At peak travel periods, the Route 76 buses traverse Brown Deer every 12 to 16 minutes. On an average weekday, 411 people get on or off of Route 76 at one of the route's eight stops in the Village. The most heavily used stops are located at 60<sup>th</sup> Street and Bradley Road, and on Brown Deer Road at 60<sup>th</sup> and 64<sup>th</sup> Streets.

Route 12 travels north and south in the Village's eastern end, via Teutonia Avenue and Green Bay Road. To the south, Route 12 travels all the way to downtown Milwaukee, a ride of one hour and six minutes during peak travel periods for a journey of approximately 13 miles. Route 12 serves the commercial and employment concentration along Green Bay Road north of Brown Deer Road, including the Marketplace Shopping Center and nearby business parks. The route also provides access to Brown Deer Park and the north side of the City of Milwaukee.

Figure 6.3: Multi-Modal Transportation



Source: MCTS, City of Milwaukee, Village of Brown Deer

*Table 6.8: Average Daily Transit Ridership, 2008*

<b>Route 12</b>			
<b>Stop Location</b>	<b>Av On</b>	<b>Av Off</b>	<b>Total Activity</b>
GREENBAY / CHERRYWOOD	21	31	53
GREENBAY / RIVER'S EDGE (N9325)	10	2	11
GREENBAY / SCHROEDER DRIVE	23	29	52
GREENBAY / DEERBROOK (DEERWOOD)	73	81	154
GREENBAY / BROWN DEER ROAD	13	28	40
GREENBAY / RUTH	1	1	2
GREENBAY / DEAN	20	14	34
TEUTONIA / BRADLEY	13	15	28
TEUTONIA / PARKLAND	1	1	2
TEUTONIA / CALUMET	5	5	10
<i>Total - Route 12</i>			387

<b>Route 76</b>			
<b>Stop Location</b>	<b>Av On</b>	<b>Av Off</b>	<b>Total Activity</b>
60 / BRADLEY	120	70	190
60 / TOWER	12	12	23
60 / FAIRLANE	1	1	1
60 / DEAN	4	13	17
60 / WABASH	1	6	7
BROWNDEER / 60	43	39	82
BROWNDEER / 64	25	31	56
BROWNDEER / 66	13	22	35
<i>Total - Route 76</i>			411

Source: Milwaukee County Transit System

Route 12 buses operate with 20 – 30 minute peak headways in Brown Deer from approximately 6 a.m. to midnight. The most heavily used of the route's 10 stops in the Village are all located north of Brown Deer Road, in an area of the Village characterized by large multi-family housing developments, a YMCA recreational facility, a large shopping center, and two business parks. On an average weekday, 387 people get on or off of Route 12 buses in Brown Deer. Table 6.8 shows ridership data for routes 12 and 76.

Route 49 provides Freeway Flyer (express) transit service to downtown Milwaukee from the Green Bay Road Park and Ride lot on the northeast corner of the intersection of Green Bay

Road and Brown Deer Road. This service operates with a limited schedule and passengers are charged a premium fare. A one-way trip from Brown Deer to downtown Milwaukee requires approximately 31 minutes, and the fare was \$2.75 in 2008. This service operates weekdays with eight morning trips and ten evening trips, with headways of 10 to 25 minutes. Approximately 100 people access the Route 49 bus on an average weekday. During the school year, Route 49U also provides express service from the Green Bay Road Park and Ride lot to the University of Wisconsin-Milwaukee in the City of Milwaukee, and to the Milwaukee Area Technical College North Campus in Mequon. Service operates with irregular headways between 10 and 40 minutes from 6:30 a.m. to 10:30 p.m.

#### 4.2.2 Other Transit Facilities

No passenger rail facilities are located in Brown Deer. The nearest train station is located in downtown Milwaukee, about 14 miles distant. General passenger air transportation is available at Milwaukee County's General Mitchell International Airport, approximately 22 miles to the south.

#### 4.2.3 Issues and Opportunities for Transit

Due to macro-scale demographic shifts and the prospect of rising fuel prices, transit may become a more important factor in Brown Deer's transportation mix over the coming decades. Throughout the public involvement process, stakeholders, including senior citizens, expressed concern about the need to preserve mobility. An analysis of transit service and populations with higher demands for transit – renters, the elderly, and young persons – revealed the following issues and concerns in Brown Deer:

- There may be a growing need for crosstown (E-W) transit service on Bradley and/or Brown Deer Roads. There is a large area with a concentration of senior citizens located between the Village's two main transit routes, and not located within ¼ mile of a transit stop. Figure 6.4 shows this situation.
- Stakeholders identified hostile conditions for transit users near the intersection of Brown Deer and Green Bay Roads. A particular concern; the buses in this heavily traveled area leave and pick up passengers along high speed arterial roadways in areas with no sidewalks or street crossing protections.
- Walking connections to bus stops could be improved in some areas of the Village. The area west of 51<sup>st</sup> Street and north of Dean Road has a concentration of young residents who would benefit from safer and more convenient access to transit on 60<sup>th</sup> Street.
- A large population of senior residents are concentrated in the extreme NW corner of Village with difficult access to transit.
- Most large multi-family developments are located within a transit shed (i.e. within ¼ mile of a transit stop). However, a large concentration of jobs in the industrial area west of Village Hall are not within a transit shed.

- The access routes from transit stops to the Original Village area were identified as particularly difficult and unsafe to use, with no protection for transit users along Green Bay Road in the area south of Brown Deer Road.
- The schools and library are served by transit, as are the Village's main shopping areas, but other activity generators – such as Village Hall and most parks – are not accessible via transit.

Finally, discussions in southeastern Wisconsin are ongoing regarding the re-establishment of a commuter rail system for the region. One route that has been mentioned for this system and noted in the Southeastern Wisconsin Regional Planning Commission's "Regional Transportation System Plan for Southeast Wisconsin: 2035" would utilize the Canadian National rail line that travels north and south through Brown Deer. An opportunity for a station stop in the Village may arise at some point.

### ***4.3 Pedestrian and Bicycle Facilities and Characteristics***

Non-motorized modes of transportation represent a small proportion of total trips in Brown Deer, but occupy a large place in the community's list of concerns. Approximately 2% of residents' work trips were reported in the 2000 Census to be made by bicycle or on foot. Though these trips are likely undercounted – the Census asked respondents to report primary commute mode for a week in March, a timeframe not necessarily conducive to cycling and walking in Wisconsin – the personal automobile is likely to remain the dominant transportation mode in Brown Deer. As with transit use in the Village, it is likely that renters complete more walking trips than do homeowners, as more than one in ten renting households does not have access to an automobile.

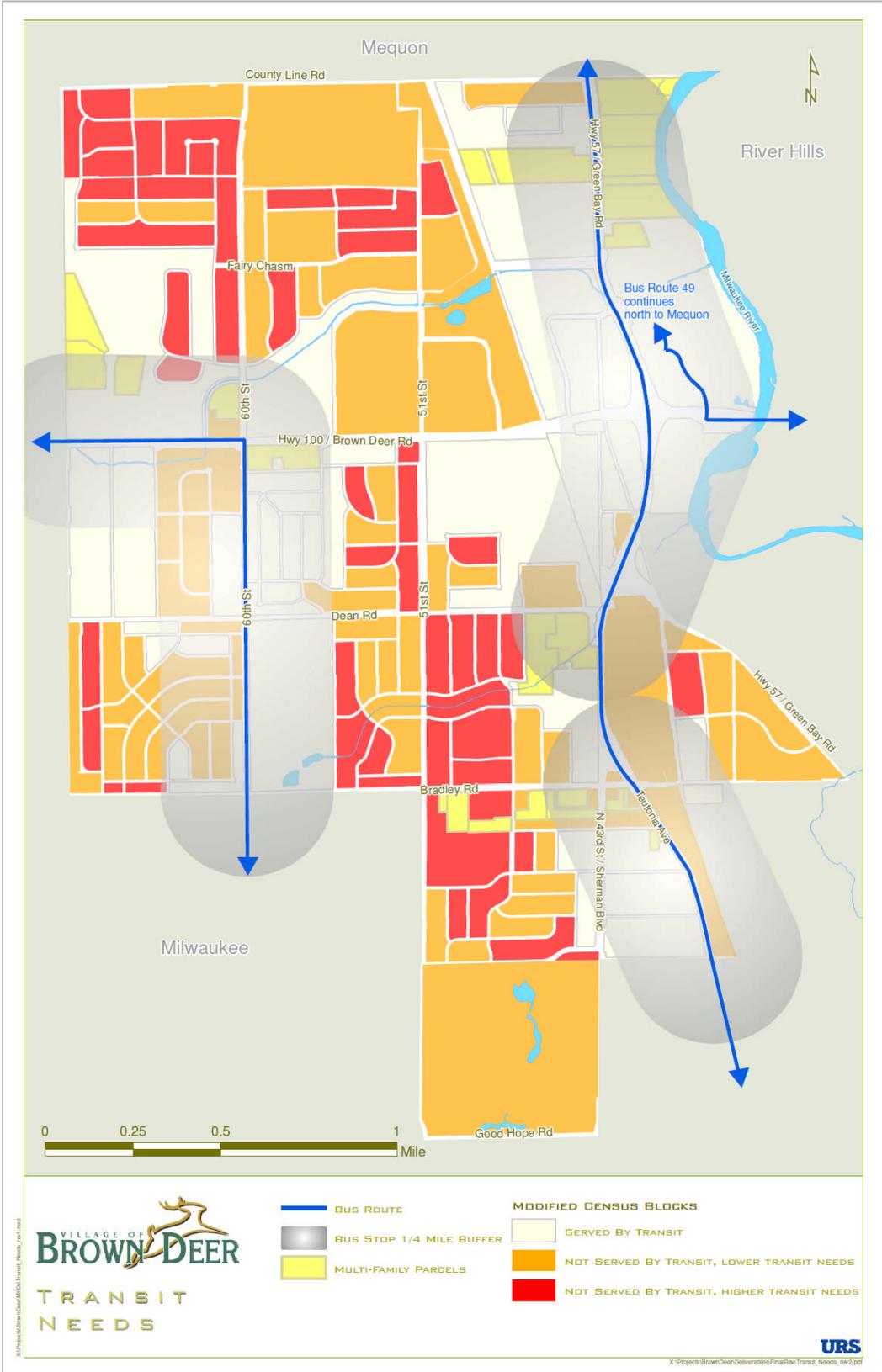
Stakeholders consistently requested an improvement in cycling and walking conditions in Brown Deer. Many identified areas in which walking or biking is difficult, dangerous and off-putting, and many said that improvements in non-motorized transportation facilities would improve the Village's quality of life and help attract new residents.

#### ***4.3.1 Pedestrian Infrastructure***

Many roadways in Brown Deer are constructed without sidewalks. Many of the Village's residential streets are curvilinear or indirectly routed (i.e. not in an urban grid pattern). Traffic speeds and volumes on these streets are generally considered by stakeholders to be low enough to allow non-motorized modes to coexist with motorized traffic. Locations of the existing sidewalk infrastructure is shown in Figure 6.3. Along arterial roadways, sidewalks are primarily present on:

- the north side of Brown Deer Road through most of the Village west of Green Bay Road;
- the east side of 60<sup>th</sup> Street between Bradley Road and Brown Deer Road, and on the west side of 60<sup>th</sup> Street for one-half mile north of Brown Deer Road;

Figure 6.4: Transit Needs Analysis



Source: URS

- the west and east side of Green Bay Road for one-quarter mile between Deerwood and Schroeder Drives;
- On the west side of Sherman Boulevard for a one-quarter mile segment south of Bradley Road
- Along the south side of Dean Road between Edge O' Woods Drive and 60<sup>th</sup> Street, and for a quarter-mile section on the north side of Dean Road east of 46<sup>th</sup> Street
- On the north side of Bradley Road from 60<sup>th</sup> Street to Cedarburg Road, and along the south side of Bradley Road from 51<sup>st</sup> Street to Teutonia Avenue.

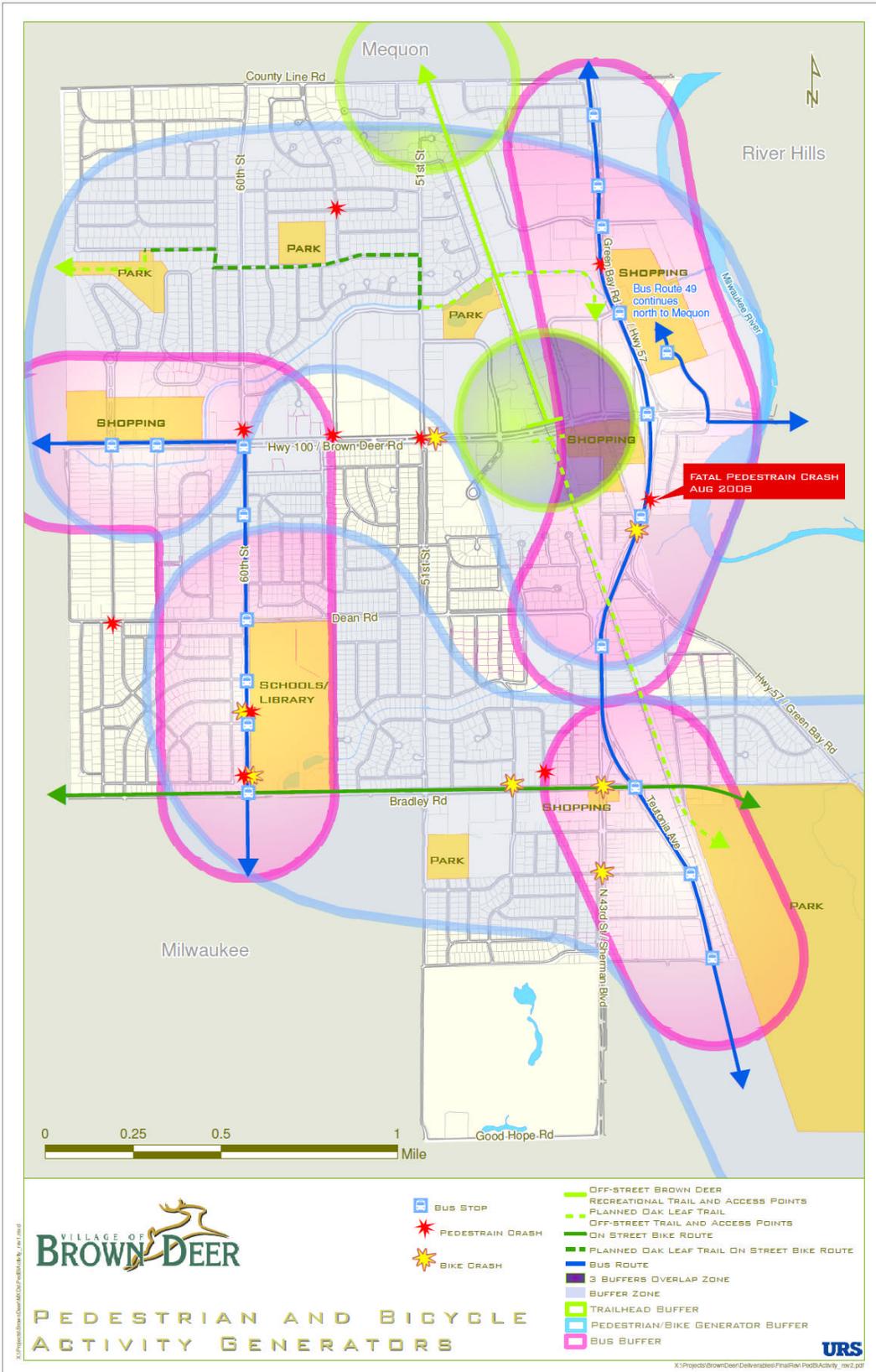
In addition, sidewalks and sidepaths are present around the circumference of the school campus, and sidewalks connect major arterials to business parks and to the manufacturing area north of Brown Deer Road and west of Green Bay Road. The Village currently provides snow removal on all sidewalks, and plans for expanding the network are prepared but have not yet been funded.

#### *4.3.2 Bicycle Infrastructure*

An off-street recreational trail runs through the Village from north to south along the Canadian National railway corridor/WE Energies utility corridor. It is currently paved from Brown Deer Road north to County Line Road, where it connects with the Ozaukee County Interurban Trail and points north. A paved extension of this trail will connect from Brown Deer Road south to Brown Deer Park, with the future goal of linking to other off-street segments that extend to downtown Milwaukee. Funding for the segment to Brown Deer Park has been programmed by Milwaukee County. The off-street trail is very popular among residents as noted during the public participation process. The Village and Milwaukee County have also worked to add a mixed on-street and off-street trail link that extends east-west from the existing recreational trail segment to Kohl Park. To create this link, the Village recently negotiated a level crossing of the rail line north of Village Hall into Village Park. This pedestrian and bicycle crossing will facilitate access to the trail north of Brown Deer Road, and its construction will provide a connection between the residential areas west of the rail line with the commercial and employment district to the east. Milwaukee County would assume maintenance responsibility and oversight of the off road trails segments south of Brown Deer Road and west of the railroad right of way as part of the Oak Leaf Trail system. The existing recreational trail will continue to be maintained by the Village.

In addition to the off-street trail, Bradley Road is a designated Milwaukee County Bicycle Route through its entire length in Brown Deer, however there are no designated on-street markings for this section and only sporadic posted signs. There are no other on-street paved bike lanes in the Village.

Figure 6.5: Pedestrian and Bicycle Activity Generators



Source: Village of Brown Deer, MCTS, WisDOT, and URS

#### 4.3.4 Pedestrian and Bicycle Crashes

Between 2005 and November 2008, 17 crashes involving cyclists and pedestrians were reported to the police in Brown Deer. The locations of these crashes are shown in Figure 6.5. Four took place on 60<sup>th</sup> Street near the school campus, four along Brown Deer Road between 51<sup>st</sup> Street and 60<sup>th</sup> Street, three along Bradley Road near the commercial district at Sherman Boulevard, and three along Green Bay Road. In August 2008 a pedestrian was involved in a fatal crash on Green Bay Road, south of Brown Deer Road, in an area with no pedestrian facilities.



***The Brown Deer Recreational Trail is scheduled to connect with a Milwaukee County Oak Leaf Trail extension south to the Village limits.***

#### 4.3.5 Issues and Opportunities for Non-Motorized Transportation

Generally speaking, conditions for pedestrians and bicyclists are uneven in Brown Deer; in some areas – such as along the off-street trail or in quiet residential neighborhoods – they are considered by stakeholders to be adequate or even exceptional. Many other areas are considered hostile to non-motorized transportation. Stakeholders strongly support the judicious improvement of walking and biking conditions in Brown Deer.

An analysis of non-motorized transportation activity is shown in Figure 6.5. This figure maps land uses that generate pedestrian and bicycle activity, including schools, parks, libraries, retail districts, transit stops, and dedicated bicycle facilities. These land uses are overlaid with a one-quarter mile buffer, the distance an average pedestrian can walk in approximately five minutes. The areas in which the buffers overlap indicate zones with higher levels of existing pedestrian and bicycle activity, and areas that may be prioritized for improvements. As Figure 6.5 shows, these areas are concentrated in the southwest and northeast quadrants of the Village. It is worth noting that the majority of the crashes involving cyclists and pedestrians in the Village have taken place in the areas expected to have the highest rates of activity. Priority non-motorized transportation opportunities include:

- Improve conditions for pedestrians and cyclists at high frequency crossing locations on arterial roads. These include Brown Deer Road at 60<sup>th</sup> Street, 51<sup>st</sup> Street, Arbon Drive, and to provide access to the Original Village from the north.
- The redesign of the school campus may provide opportunities to reconfigure pedestrian and bicycle connections to this major activity generator. Currently, the Brown Deer School District provides bus transportation to all students who live more than one-quarter mile from school. Safer connections could enable more students to access the school and the general public to access the library on foot or bicycle.
- The construction of additional off-street trail segments through the Village brings a number of opportunities to bridge barriers to non-motorized travel by ensuring adequate connections to the trail.
- Arterial roadways with relatively high traffic speeds and relatively low volumes, such as Bradley Road, 60<sup>th</sup> Street, 51<sup>st</sup> Street, Green Bay Road (near County Line Road) and Sherman Boulevard may be able to accommodate traffic calming, crosswalk improvements, adjusted signal timing to benefit pedestrians, or lane reconfiguration to better serve cyclists and walkers. These areas include concentrations of bicycle and pedestrian activity generators.

## 5. TRANSPORTATION PLANNING CONTEXT

Transportation planning in the Village of Brown Deer is undertaken by several agencies. In addition to the Village itself, these include the Wisconsin Department of Transportation (WisDOT), Milwaukee County, adjacent municipalities with shared facilities, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and potentially the Southeastern Wisconsin Regional Transit Authority.

The Transportation Improvement Program (TIP), published every three to four years by SEWRPC lists projects for which funding has been programmed. In Brown Deer, several projects are listed in the TIP:

- Improve traffic signal timing on Brown Deer Road
- Asphalt overlay of Green Bay Road from Teutonia Avenue northward to the Village limits
- Pavement replacement on 60<sup>th</sup> Street from Bradley Road to Brown Deer Road (recently completed)
- Oak Leaf Trail bicycle and pedestrian connection between Kohl Park in Milwaukee and the Brown Deer Park

SEWRPC also produces a long-range transportation plan. Local transportation improvements involving regional systems that are consistent with this plan are well-positioned to successfully negotiate regional approval and funding processes. The planning commission's "Regional Transportation Plan for Southeastern Wisconsin: 2020," published in 1997, projected severe or extreme congestion on Brown Deer Road between 60<sup>th</sup> and 76<sup>th</sup> Streets. At the same time, the

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plan called attention to the potential need for more transit service for the employment centers along Brown Deer Road. The update to that plan was completed in 2007. SEWRPC's "Regional Transportation Plan for Southeastern Wisconsin: 2035" studied congestion levels in the region and found that traffic on all major arterials within the Village is at or below design capacity. General recommendations for the region include increasing the frequency of bus trips, implementing new bus routes (including rapid bus service along Brown Deer Road in the Village), offering more variety of transit modes beyond the current reliance on buses, increasing bicycle facilities, improving the physical condition of roadways through maintenance, and, in some instances, expanding capacity through widening.

SEWRPC's "Milwaukee County Transit System Development Plan: 2009-2013" reveals areas of Brown Deer with higher than average transit needs, and residential and employment density that are underserved by transit. This is particularly true in the center of the Village. While additional transit needs have been identified, the County Transit System faces a financial crisis and has threatened service reductions in the Village.

The Wisconsin Department of Transportation (WisDOT), in pursuing changes to and maintenance of the state-controlled roadways in Brown Deer, notes that it intends to plan roadways to: limit direct access to major roadways, locate signals to favor through movements, preserve functional areas of intersections, limit conflict points, separate conflict areas, remove turning vehicles from through lanes, provide a supporting street and circulation system and provide community outreach. These objectives may be in conflict with the vision of Brown Deer residents and local officials for their roadway system, particularly with regard to local access and pedestrian and bicycle movements near the Brown Deer Road/Green Bay Road interchange. All parties will have to be cognizant of the potential for conflict as planning for the Village moves forward. WisDOT also recommends that the Village complete a bicycle plan to aid in future transportation planning coordination with the state.

Finally, as described previously the Southeastern Wisconsin Regional Transit Authority is exploring options for a commuter rail system; a spur on the Canadian National railway through Brown Deer has been mentioned, although current planning does not include this alignment in a start-up system.

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## 6. BROWN DEER TRANSPORTATION GOALS AND OBJECTIVES

<b>Goals</b>	<b>Objectives</b>
1. The Village will make it easier to travel in Brown Deer on foot and by bike.	<p>1.1 Improve neighborhood and commercial access to Brown Deer Recreational Trail</p> <p>1.2 Increase sidewalk network 🌐</p> <p>1.3 Improve safety and convenience for pedestrians 🌐</p> <p>1.4 Evaluate opportunities for on- and off-street bike facilities in public and private spaces 🌐</p> <p>1.5 Increase awareness for multi-modal transportation opportunities 🌐</p>
2. The Village will ensure safe and convenient travel by automobile and transit.	<p>2.1 Evaluate street and road connectivity</p> <p>2.2 Support appropriate and sufficient bus transit service at or above current levels</p> <p>2.3 Evaluate priority locations to improve safety by addressing high traffic speeds</p> <p>2.4 Initiate with the Wisconsin Department of Transportation (WisDOT) and Milwaukee County the redesign of major intersections</p> <p>2.5 Support and participate in local and regional planning efforts for commuter rail</p>
3. The Village will improve the aesthetic experience for users of streets, intersections, transit stops and parking areas.	<p>3.1 Improve safety of Village thoroughfares through the development of streetscaping plans and standards in order to enhance the Village's identity 🏡</p> <p>3.2 Improve gateways at major entry and exit points to the Village 🏡</p>

## 7. RECOMMENDATIONS FOR VILLAGE TRANSPORTATION POLICY, PROGRAMS AND INITIATIVES

Brown Deer has been noted as having an excellent program for maintaining local streets in a cost-effective and efficient manner, as well as excellent working relationships with neighboring jurisdictions, Milwaukee County and regional planning organizations with responsibilities for enabling transportation. The Village has exploited these healthy relationships in recent years to

improve conditions for bicycling and walking in Brown Deer, for improving local circulation, and for maintaining roadway safety. Village stakeholders have expressed a strong desire to continue to improve bicycle and pedestrian access, safety and facilities, and have identified specific intersections that could be improved for operational characteristics. It is assumed that the Village of Brown Deer will continue to pursue its general course in transportation maintenance and planning as detailed in this chapter.

***1. Develop a bicycle and pedestrian plan for the village.***

A comprehensive bicycle and pedestrian policy and development plan can guide future transportation investments in Brown Deer. An adopted plan will enable the Village to leverage transportation investments by the state and county within its borders to improve conditions for non-motorized transportation in accordance with the desires and priorities of residents. A plan could also aid the Village in applying for transportation enhancement grants, allocating Community Development Block Grant funding and in cooperating with neighboring jurisdictions. If undertaken in concert with the Brown Deer School District, such a plan could enable the Village to apply for Safe Routes to School grant funding for specific projects.

***2. Develop a consistent policy for incorporating bicycle lanes into village street maintenance.***

The City of Milwaukee provides an excellent policy model for automatically reviewing streets scheduled for resurfacing for their capacity to incorporate striped bicycle lanes into the design. Bicycle lanes have been shown to increase confidence among bike riders and to calm traffic. By evaluating streets on a series of engineering criteria and overlaying a bike lane appropriate cross section with the street paving plan, the Village may be able to cost-effectively provide a major bicycle facility upgrade on Village maintained roadways.

***3. Develop bicycle parking standards for redevelopments.***

For major redevelopments, or those which utilize public financing, it may be appropriate to develop standards for the provision of bicycle parking. The placement, capacity and design of bicycle parking has been shown to affect ridership rates, and if properly designed send a clear signal about the value of non-motorized transportation in a community — enhancing the Village's image — in a very cost-effective manner. The Association of Pedestrian and Bicycle Professionals has developed guidance on the provision of bike parking, culling best practices from around the country.

***4. Enhance and develop key connections into the Original Village.***

Stakeholders strongly support improved motorized and non-motorized access into the Original Village. Analysis supports physical improvements at several key locations. Developing gateways at Deerbrook Trail and Deerwood Drive would enhance the northern entrances to the district. At the south end of the Original Village, the Village could explore developing a short connector trail between Dean Road and the planned extension of the Oak Leaf Trail. The route is already in heavy use by pedestrian and bicyclists, as evidenced by desire lines worn in the grass, and

would pass under the railway trestle on the west side of Teutonia Avenue. A trail connection would provide safe access to the Original Village for the dense multifamily housing developments along Dean Road, as well as for the single family neighborhoods in the area. Finally, the Ruth Place entrance to the Original Village was repeatedly called out as inhospitable to travel by both automobile and other modes. This area presents difficulties in the short term, but should be considered at least for a gateway treatment. Over time, the entrance could potentially be reconfigured with an eventual redesign of the Green Bay Road/Teutonia Avenue intersection. Plans to improve infrastructure and aesthetics throughout the Original Village are under development by Village staff and consultants. The plans include gateway treatments, sidewalk connections, and stormwater management improvements, tentatively scheduled for 2010 and 2011.

***5. Work closely with the Wisconsin Department of Transportation (WisDOT) on the redesign of the Green Bay Road/Brown Deer Road interchange.***

The design of this key location in the Village largely determines the experience of many visitors to Brown Deer. Brown Deer Road is an arterial of considerable regional importance, and carries very high traffic volumes, but configured as is currently the case, the interchange is considered detrimental to the safety, access and quality of life in the Village. Its redesign represents a major opportunity to improve some aspects of the interchange. Village stakeholders strongly expressed a desire that this intersection be redesigned at-grade, a major change in roadway configuration that could open many opportunities for economic development, enhancing the Village's identity, improving safety for non-motorized transportation and most particularly improving access to the Original Village. WisDOT may be willing to work with the Village on aesthetic matters if the Village is willing to work with the State on access management issues in the corridor. Early and ongoing integration of planning is a key issue, as is working with state elected officials, so that the Village's priorities are clearly articulated.

***6. Enhance connectivity throughout the village.***

Stakeholders identified other areas with poor connectivity, particularly in the northeast corner of the Village and on either side of the Canadian National rail line. The Village could explore adding connections — as with the recently negotiated level crossing of the railroad tracks near Village Hall — as opportunities arise. This connectivity may be improved for bicycles and pedestrians through the use of easements. Such easements are routinely planned and implemented in Seattle and Vancouver, particularly at the ends of cul-de-sacs. They can be designed to allow passage by emergency vehicles should the need arise, which allows access but limits motorized traffic in residential neighborhoods. Priority locations could be identified through a bicycle and pedestrian planning process, and could focus on the northeastern quadrant of the Village, the area around the intersection of Green Bay and Brown Deer Roads, and other locations where travelers are forced onto arterial roadways, as well as locations undergoing major redevelopments. Access to transit stops, shopping areas, schools and parks as identified in Figure 6.5 should be prioritized.

***7. Prioritize sidewalk improvements around the school campus and in the northeastern corner of the Village.***

These areas generate high rates of pedestrian activity, and suffer from a discontinuous sidewalk system. Sidewalk design can be programmed into Village and state improvement planning relatively easily if the Village undertakes a pedestrian and bicycle plan. Improvements in the northeastern corner of the Village are particularly important as this area has a high number of overlapping pedestrian generators, including transit service, retail nodes and concentrated multi-family housing.

***8. Consider a “road diet” for Bradley Road and other overbuilt roads in Brown Deer.***

Often roads in the Village are too wide for traffic conditions and should be narrowed or “dieted” which can include reducing the number of travel lanes, incorporating turning pockets and providing space for landscaping improvements and bicycle lanes. Road diets have proved effective in improving safety and operations on certain types of urban roadways with average daily traffic volumes of less than 20,000. There are many examples throughout the country of successful road diets, including Lincoln Memorial Drive in Milwaukee. Bradley Road likely meets the criteria for a successful road diet, and could be evaluated for such a program. A redesign of the cross section of this roadway could provide an important east-west link in the Village’s non-motorized transportation system, improved stormwater management, more attractive landscaping, safer and more consistent motorized travel and a major image upgrade for the Village. It would of course be most cost effective to plan a reconfiguration with regular street reconstruction. Other roads that should be evaluated for road diets are Dean Road, between 51st Street and Teutonia Avenue; Fairy Chasm Road, between 51st and 60th Streets; and 51st Street, between Beaver Creek Parkway and Woodland Drive.

***9. Evaluate parking requirements for redeveloping areas.***

The Village’s parking provision requirements are not out of line with those of many surrounding communities, but stakeholders report that some areas seem to suffer from a glut of parking. Some cities enable easy reductions in parking requirements to spur redevelopment. These reductions may be based on access to transit — the City of Milwaukee allows a reduction of up to 30% in areas well-served by transit — or in coordination with the provision of bicycle parking, pedestrian access and possibilities for shared parking among compatible land uses. In addition, the Village could examine its on-street parking policy in redeveloping districts, especially in the Mixed Use District recommended in the Land Use chapter of this plan.

***10. Explore with Milwaukee County redesigning the complex intersections on Teutonia Avenue.***

The intersections of Teutonia Avenue with Bradley Road and Green Bay Road are considered confusing, hazardous and very large by stakeholders. As these intersections are scheduled for reconstruction in the future, the Village could work with the County to consider constructing

roundabouts or other modern designs. Such a redesign could provide for safer traffic movements, gateway opportunities, and the freeing up of land for redevelopment in tax incremental financing districts.

***11. Develop a streetscaping plan for 60th Street, 51st Street and Bradley Road.***

In conjunction with other recommendations in this plan and ongoing street tree canopy efforts, the Village can focus landscaping and streetscaping efforts on these roadways initially to enhance Brown Deer's image and build out the "Emerald Bracelet" envisioned in the Natural and Cultural Resources chapter of this plan.

***12. Work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and Milwaukee County to implement one of the alternatives in SEWRPC's Transit Development Plan that recommends increasing transit in Brown Deer.***

At the time this document was drafted, SEWRPC was in the process of developing their "Transit Development Plan: 2009-2013." Thus far, no alternative has been selected as the preferred. Several alternatives, however, recommend increasing headway times for Route 76, which runs north and south on 60<sup>th</sup> Street before turning west at Brown Deer Road, and establishing a bus route along the entire length of Brown Deer Road. The industrial parks along Brown Deer Road, both in Brown Deer and in the City of Milwaukee, further west, represent large employment centers in Milwaukee County. Increasing transit service provides a reliable means of transportation to workers. Employers continually cite reliable transit as a key criterion when looking to relocate their business. In order to remain economically competitive within the region, Brown Deer must improve and expand transit access.

***13. Work with the Milwaukee County Transit System (MCTS) on bus stop locations.***

Currently, there are several bus stops in Brown Deer that are located in places that pose undue risk to transit riders getting on or off the bus. For example, the bus stop for Route 12 at Green Bay Road and Brown Deer Road drops passengers off on a small traffic island at the end of an interchange ramp. Passengers who need to cross the street must walk under the Green Bay Road overpass, an area with no sidewalks. Looking at data from MCTS, it appears that transit riders avoid this bus stop, instead opting to get off further north where conditions are less hazardous even if it means a longer walk to their destination. While changing bus stops can be disruptive to transit riders, the Village should work with MCTS to evaluate safety conditions at all bus stops and to make improvements as necessary. Stop location may be evaluated particularly with the needs of the elderly, youth and renters in mind as analyzed in this document.

***14. Work with the Milwaukee County Transit System to evaluate site design of bus stops.***

Currently, many of the bus stops in Brown Deer are poorly designed—lacking ramps, landing pads, shelters, benches, and connecting sidewalks—so that transit riders, especially the elderly and those with disabilities, have difficulty accessing bus stops. Furthermore, transit stop design offers the Village an opportunity to improve its identity by providing aesthetic and usability enhancements. Several resources on transit stop design are available from the Transportation Research Board (an arm of the National Academy of Sciences), and the City of Cleveland which has developed a well-regarded system for evaluating the adequacy of transit stops. The Village of Brown Deer has relatively few bus stops in its jurisdiction, and could evaluate their adequacy fairly easily, and program improvements to coincide with roadway or utility work.

## Chapter Seven

# Utilities and Community Facilities



### 1. INTRODUCTION

This chapter of the Brown Deer Comprehensive Plan focuses on the provision of services to residents and businesses, as well as the ways the Village works with its partners to provide the facilities that make Brown Deer an attractive place to live and do business.

This section includes data and information about the schools, library and other facilities, along with information about stormwater management, water supply and utilities. It includes information on the planning context provided by regional agencies charged with provision of these amenities and commodities. It concludes with goals, objectives, and policies to promote efficient and effective deployment of resources to meet those goals and community expectations.

## 2. VISION STATEMENT

The Village of Brown Deer Vision Statement notes that the Village “will provide a full range of quality services in a professional and cost-effective manner through successful collaborations within our community. While maintaining our independent Village identity, we will cultivate successful collaborations with our neighbors.” The Statement also places a high priority on maintaining the public space in order to maintain a high quality of life in the Village.

Finally, the Vision Statement also addresses the importance of a school system for a suburban community, saying that “our Brown Deer school system will continue to graduate students who adapt, thrive and excel in a changing world.”

## 3. STAKEHOLDER INVOLVEMENT RESULTS

Many residents regard the competence of the Village staff and the efficient provision of public services as key to maintaining the quality of life in Brown Deer. Furthermore, these are the qualities that differentiate Brown Deer from neighboring communities. Overall, community members expressed satisfaction with their municipal government and service provision, but a few questioned the staff’s ability to fully understand local issues because some are not Brown Deer residents themselves. Residents also expressed concern about the Village’s long-term ability to provide a high level of service while at the same time controlling costs.

Additionally, a number of stakeholders expressed frustration with a “lack of community feeling,” claiming to be disconnected from their neighbors and the Village administration. It was suggested that improved public facilities, more community events, and a greater number of public places could increase a sense of community. Out of this discussion, participants expressed desire for a community center that serves the needs of the entire Village. This sentiment is particularly strong among senior citizens; the Senior Citizens club was recently removed from their facility due to the razing of Algonquin School. Stakeholders listed many desirable features and potential locations for a community center.

Lastly, residents are concerned about the quality of the schools, especially regarding educational attainment, student behavior and discipline, and the quality and upkeep of facilities. Some expressed concern that the School District has not been an effective steward of facilities and is not sensitive to concerns about the community’s ability to fund improvements. Nearly all stakeholders agreed, however, that a quality school district is a key component of a desirable community and imperative to attracting new families to Brown Deer.

The list below includes qualities that residents currently appreciate about Brown Deer as well as those challenges that residents feel Brown Deer *ought* to address in the future.

**Strengths**

- Good schools
- Interactions with other residents and Village officials/staff
- Inclusive
- Environmentally sound
- Cooperative
- Accessible
- Quality services
- Responsible stewardship of resources, both in terms of finance and maintenance
- Respect for varying needs and priorities

**Challenges**

- Lack of community center
- No space for programs
- Bad communication among seniors and school district
- Leadership continuity (seniors)
- Missed opportunities to create a community center
- Narrow focus of historical society
- Changing needs and paradigms (library)
- Limited funding
- Aging school facilities
- Declining image of schools and library
- Coordinating use of spaces
- Limited communal gathering places

**4. DATA ANALYSIS****4.1 Community Facilities****4.1.1 Government Facilities**

Most of Brown Deer's municipal operations are housed in Village Hall, located at 4800 W. Green Brook Drive. These services include Administrative Services, Community Services, Municipal Court, Village Manager, Police Department, Parks and Recreation, Water Utility, Inspection Services, and the North Shore Health Department. The Public Works Department is located in the Original Village at 8717 N. 43<sup>rd</sup> Street.

**4.1.2 Public School Facilities**

Within the Village, the Brown Deer School District provides public education. Brown Deer School District maintains three schools: Dean Elementary School for K4 through 4<sup>th</sup> grades, Brown Deer Middle School for 5<sup>th</sup> through 8<sup>th</sup> grades, and Brown Deer High School for 9<sup>th</sup> through 12<sup>th</sup> grades. All three schools are located on a single campus, bordered by 60<sup>th</sup> Street, Bradley Road, 55<sup>th</sup> Street and Dean Road. Approximately 1,800 students are currently enrolled in these three schools.

The school district has adopted the following Mission Statement: *The Brown Deer School District is a learning community committed to graduate students with skills and a sense of purpose to adapt, thrive and excel in a changing world.* Enrollment trends have been stable since 2001. Please see Table 7.1.

At the time this document was prepared, the Brown Deer School District was undertaking a long-range planning process to assess the current physical condition of the elementary and middle school. The school buildings were built in the late 1950s and are considered expensive to maintain due to deteriorating infrastructure and energy inefficient building materials. Furthermore, the existing facilities lack modern amenities for current instruction practices. Many residents, however, are concerned about the financial burden of upgrades or new construction.

**Table 7.1: Enrollment in Brown Deer Schools**

<b>Year</b>	<b>Total</b>	<b>Change from Previous Year</b>	<b>Change from 2001</b>
2001	1,718	N/A	N/A
2002	1,777	3%	3%
2003	1,802	1%	5%
2004	1,861	3%	8%
2005	1,850	-1%	8%
2006	1,817	-2%	6%
2007	1,822	0%	6%
2008	1,768	-3%	3%

*Source: Wisconsin Department of Public Instruction*

#### **4.1.3 Police Department**

The Police Department is headquartered in the same location as Village Hall. Expenditures for public safety account for approximately 62% of the Village's general fund. Within the Police Department's budget, only about 5% goes towards administrative costs, with the majority of the remaining budget going towards personnel costs. Currently, the Police Department employs 32 sworn police officers.

Throughout the public participation process, nearly every one who spoke about the Police Department concurred that the Brown Deer Police provide high quality service, in terms of competence, quick response time, and courteousness. In fact, over 97% of resident feedback was positive in a recent survey.

With the City of Milwaukee bordering the Village on the southern and western edges, safety is a concern for Village residents. Many residents and other stakeholders feel that people from other North Shore suburbs perceive Brown Deer as having a safety issue; however, the number of violent crimes is quite low and comparable to surrounding suburban communities. Most of the crimes that do occur within the Village involve retail theft at the shopping centers along Green Bay Road.

#### *4.1.4 Library Services*

The Village of Brown Deer operates the Brown Deer Public Library, located at 5600 W. Bradley Road as part of the Milwaukee County Federated Library System. On average, 428 people visit the library each day. In addition to state and local funding, the Brown Deer Public Library also receives additional community support. For example, the Friends of the Brown Deer Library, formed in 1977, fundraise for the library, donate equipment, and volunteer their time.

The library has a collection of more than 60,000 books, nearly 2,800 videocassettes and 1,600 DVDs, more than 1,800 audio books on cassette and CD, and almost 2,000 CDs. In addition to book and movie rentals, internet access is another popular service. The library also has a Community Room that many community groups use for meetings, and provides programming for adults and children. The Brown Deer Library was built on the school campus to link students to research opportunities. It was noted during the stakeholder involvement process that research models had changed dramatically with the rise of the internet, and that the library's function in the community had changed over the last decades. As the library structure ages and requires decisions on major investment for renovations, there may be opportunities in the future to relocate the library more centrally in the Village to enable the facility to meet more resident needs.

#### *4.1.5 Childcare Facilities*

In the Village, there are several privately owned and operated childcare facilities, including, but not limited to:

- Kinder Care Learning Center
- Ebenezer Child Care Center
- Angel Care Day Care
- Hospitality Child Care, Inc.

These are operated as for- and not-for-profit businesses in accordance with state licensure standards.

#### *4.1.6 Fire and Emergency Services*

The North Shore Fire Department provides fire protection and emergency medical service for Brown Deer as well as Bayside, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay. The department is headquartered in Brown Deer, and covers 25 square miles and has a total vehicle inventory of 31 that includes 8 pumpers, 3 ladders, 6 ambulances, 3 tankers, 4 utilities, and 7 cars. The North Shore Fire Department was established in 1994, and is considered a model organization for cross-jurisdictional provision of municipal services.

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One point of concern voiced by some stakeholders is that the current dispatch system could be made more efficient by partnering with other North Shore communities and their police departments. In a questionnaire sent out to nearby municipalities, another North Shore suburb volunteered that it would be open to the possibility of a consolidated dispatch system.

#### ***4.1.7 Health Care Facilities and Services***

While there are no hospitals within the Village, residents are served by numerous area hospitals, including Froedert Hospital and Medical College of Wisconsin, Columbia-St. Mary's Hospital, St. Joseph's Hospital, and Children's Hospital of Wisconsin. Large scale health care provision in Brown Deer tends to be concentrated in the Village's northeast corner, the location of major clinics for the Columbia-St. Mary's and Wheaton Franciscan systems. Wheaton Franciscan has partnered with the YMCA to create a prototype "healthy lifestyle village" in this area of Brown Deer. The concept includes integrated preventive and treatment services.

The North Shore Health Department (NSHD) also provides many critical health services for residents in Brown Deer, Bayside, Fox Point, Glendale, and River Hills. Housed in Brown Deer's Village Hall, the NSHD provides some of the following services: adult health screenings, blood pressure checks, communicable disease control, community assessment, environmental health assessment, health education, home visits for newborns and the elderly, immunization clinics, flu clinics, lead tests, telephone consultation, and a women's clinic. Staff consists of four public health nurses, a sanitarian, and administrative staff.

#### ***4.1.8 Community Center***

Providing a Village community center was one of the most common themes throughout the public participation process. Many residents felt that a community center would improve the Village's image in the region and increase a feeling of community. At present, there are few places for residents to gather. The library has a community room that civic groups can use for meetings; however, the room has limited hours and is not suited to active uses. The Village Park is a community gathering resource, but it caters more to active uses and is limited to the summer months and clement weather.

Residents expressed interest in a facility that would accommodate a permanent home for the senior club, conference rooms where businesses leaders or civic groups could host meetings, a place for youth recreation, and space for Parks and Recreation Department programming.

#### ***4.1.9 Cemeteries***

The only cemetery in Brown Deer is St. Michael's Cemetery, located at the southwest corner of Calumet Road and Sherman Boulevard. Plots are no longer for sale, although burials still take place for those who own plots. The land for the cemetery was bought by parishioners at St. Michael's Catholic Church in 1845, and the oldest burials date back to 1849.

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## 4.2 Utilities

### 4.2.1 Waste Management

The Village contracts services to collect trash from residential properties, while commercial properties contract out for garbage collection. The Village also has a curbside yard waste collection program that runs year round.

### 4.2.2 Recycling Facilities

The Village contracts services to collect recyclable materials bi-weekly. Additionally, there is a Recycling Center located at 8717 N. 43<sup>rd</sup> Street where electronics, oil filters, and scrap metal may also be recycled. The Village recently adopted a single stream recycling system. With single stream recycling, residents no longer have to sort their recyclable waste because it is now sorted at a special processing center. Many communities converting their systems to single stream recycling have seen increased diversion rates for recyclable materials.

### 4.2.3 Stormwater Management

The Village has been proactive in addressing stormwater issues. In 2000, the Village completed a stormwater management plan. Commissioned in response to new state regulations regarding stormwater management, the report summarizes existing conditions in the Village and recommends ways in which to manage the quantity and improve the quality of stormwater runoff.

Since 2000 the Village has implemented most of the plan recommendations, including infrastructure improvements such as upgrading sewage pipes to increase capacity, replacing sewage pipe, and adding parallel concrete pipes. Where the recommended improvements have not yet

been made, the Village is waiting to coordinate efforts with other jurisdictions, such as the Wisconsin Department of Transportation (WisDOT) and the Milwaukee Metropolitan Sewerage District (MMSD), in order to upgrade all utilities in the most efficient manner possible.

Accomplishments from the 2000 Stormwater Management Plan include:

- Diverting water down Alpine Lane to drain West Fairy Chasm and Carlotta Lane
- Library/ High School, 55th Street and Churchill basins



***The Village has taken a proactive stance towards stormwater management.***

- Installing a new concrete pipe under 60th Street
- Replacing a pipe at 58th Street and Ester Place to Dean Road
- Enlarging pipes at Pelican Lane and adding stormwater storage along the Green Bay Road service drive
- Naturalizing portions of Beaver Creek
- Deepening the Village Lagoon
- Creating a ditch rehabilitation program
- Creating a stormwater management ordinance
- Creating a demonstration project in the parking lot at Village Hall with porous pavement, biofiltration swales, rain gardens, and a naturalized ditch. This was done, in part, with a grant from MMSD.

#### *4.2.4 Sanitary Sewer*

The Milwaukee Metropolitan Sewerage District (MMSD) provides sewer service to the Village via its regional network of interceptors, while the Village provides basic repair and maintenance to the local network. Like most of the MMSD provision area, Brown Deer has separate storm sewer and sanitary sewer lines. Wastewater from Brown Deer is treated at the South Shore Wastewater Treatment Plant, in the City of South Milwaukee. The Village's Department of Public Works has a sewer maintenance program for municipal facilities and sewer lines are checked via closed circuit cameras.

#### *4.2.5 Water Supply*

Brown Deer purchases Lake Michigan water from the City of Milwaukee. Water supply capacity is not an issue at present, and it is not envisioned that supply constraints will emerge, given the likelihood of little change in Village population over the coming decades. The Brown Deer Water Utility monitors the quality of the water continually.

Water supply infrastructure in Brown Deer is considered to be in good condition. Since most of the Village's development occurred after 1950, water mains within the Village were never made from lead. The majority of the water mains are made from cast iron. Cast iron pipes, however, are susceptible to breaking, especially in colder climates. As a result, the water utility is in the process of replacing its water mains with PVC piping. At this point, about 15% of the mains have been replaced. In this project, Brown Deer is ahead of most other communities in the metropolitan area. Brown Deer does experience about 15 to 20 water main breaks a year, mainly during the winter. When major incidents such as water main breaks occur, current staff levels can be limiting. The water utility coordinates its repair program with street reconstruction and other infrastructure work to consolidate expenses.

Brown Deer is fortunate to have Badger Meter, a leader in water technology, located within the Village. The Village has already been used to test out new equipment, and it is likely that more opportunities will present themselves in the future.

#### 4.2.6 Energy Provision

WE Energies provides electricity and natural gas to Brown Deer, as well as to 2.4 million customers in the rest of the state and Michigan's Upper Peninsula. The electricity generated at numerous power plants around the state is transmitted to homes and businesses through a system of underground cables and overhead poles. Recently, WE Energies created the Energy for Tomorrow® Program. This initiative allows consumers to elect to pay a slightly higher premium in exchange for a portion of their energy bill going toward the production of alternative or renewable energy sources.



***The WE Energies power corridor follows the railroad right of way.***

#### 4.2.7 Telecommunication Facilities

Most of the telecommunication facilities in Brown Deer are operated by Fox 6 News, located at 9001 N. Green Bay Road. Several cell phone providers, including Sprint, T-Mobile, and US Cellular, have antennas in Brown Deer. The following is a complete list of telecommunication facilities within the Village that are registered with the Federal Communications Commission:

FCC Registered Cell Phone Towers:

- 4800 N. Green Brook Drive
- 9001 North Green Bay Road

FCC Registered Antenna Towers:

- 7800 N. Cedarburg Road
- 9001 N. Green Bay Road
- County Line Road at Brown Deer Trail
- 4290 W. Calumet Road

FCC Registered Commercial Land Mobile Towers:

- 9001 N. Green Bay Road

FCC Registered Private Land Mobile Towers:

- 9001 N. Green Bay Road

- 4800 W. Green Brook Drive
- Northwest corner of Brown Deer Park
- 9082 N. Deerbrook Trail
- 4900 W. Brown Deer Road
- 9032 N. Deerbrook Trail

FCC Registered Microwave Towers:

- 9001 N. Green Bay Road
- Northwest corner of Brown Deer Park

## 5. PLANNING CONTEXT

Community facility and utilities planning in the Village of Brown Deer is undertaken by a multitude of agencies and jurisdictions. To ensure the continuation of a high level of services, the Village must coordinate and communicate with each. In addition to the Village itself, these include the Milwaukee Metropolitan Sewerage District (MMSD), North Shore Fire Department, WE Energies, Brown Deer School District, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Below is an inventory of the existing plans that pertain to utilities and community facilities in Brown Deer.

### **Stormwater Management Plan, Village of Brown Deer, 2000.**

As mentioned earlier in the chapter, the Village undertook a stormwater management plan in response to the enactment of state stormwater runoff management rules contained in Wisconsin Statutes Chapter NR 151. These rules placed new stipulations on the quality and quantity of water runoff in urbanized, non-agricultural areas. Since adoption of the plan, Brown Deer has taken a proactive stance towards implementing the recommendations. See Section 4.2.3 of this chapter for more details on Brown Deer's implementation steps.

### **MMSD 2020 Facilities Plan.**

The 2020 Plan includes recommendations for MMSD and for the municipalities within the service area. The two key recommendations for municipalities are to fix inflow and infiltration problems caused by leaking municipal pipes and to implement NR 151. To help communities comply with NR 151, MMSD recommends municipalities take such measures as increased streetsweeping, installing porous pavement, encouraging rain barrels and rain gardens, and requiring wet retention. As noted above, Brown Deer had already commissioned a study to assist the Village in complying with NR 151 and is continuing to replace its laterals and mains as part of its capital improvement plan.

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**A Regional Water Quality Management Plan Update for the Greater Milwaukee Watersheds, SEWRPC, 2007.**

This plan was developed in coordination with the MMSD 2020 Facilities Plan to ensure that SEWRPC and MMSD's plans were in agreement. As a result, the plan contains many of the same recommendations found in the MMSD plan. The plan reiterates MMSD's expectation that municipalities will manage inflow and infiltration issues and apply best management practices to municipal operations in order to comply with NR 151.

**Potential Public Enterprise Telecommunications Networks for SE Wisconsin, SEWRPC, 2005.**

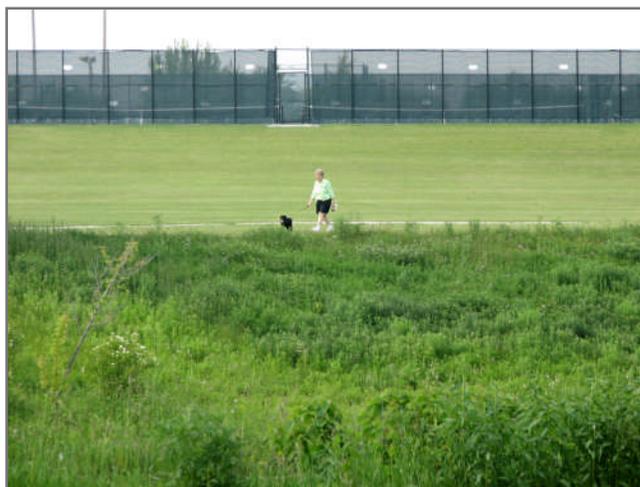
The purpose of this Plan was to conduct an exploratory study of potential public enterprise telecommunications networks that could improve the level of government services and reduce capital infrastructure costs.

**A Wireless Antenna Siting and Related Infrastructure Plan for Southeast Wisconsin, SEWRPC, 2006.**

Building off of the findings from the report mentioned above, SEWRPC studied the best sites in the seven county region for telecommunications infrastructure. While Brown Deer would be in the proposed service area, no recommendations were made to site antennas or other telecommunications infrastructure within the Village.

**Brown Deer School District Facilities Plan.**

The Brown Deer School is currently undertaking planning to guide capital improvements to facilities and infrastructure. This may include reconfiguring the campus or adding recreational facilities (such as needed softball fields) at an off-campus location. This planning effort has informed the Village's Comprehensive Planning effort through regular communication.



*The School Campus provides numerous services to Brown Deer residents.*

## 6. GOALS AND OBJECTIVES FOR UTILITIES AND COMMUNITY FACILITIES

<i>Goals</i>	<i>Objectives</i>
<p>1. The Village will work with citizens, institutions, and businesses to provide for the social, cultural, and recreational needs of the community.</p>	<p>1.1 Explore location and development opportunities for a community recreational center in order to enhance Village identity 🏡</p> <p>1.2 Explore opportunities for development of permanent Farmers' Market</p> <p>1.3 Explore opportunities for development of outdoor community gathering places</p> <p>1.4 Target opportunities for joint Village and School District programming and planning</p>
<p>2. The Village will continue to work with its public and private partners to maintain appropriate utility service levels to meet the needs of its citizens, businesses and institutions.</p>	<p>2.1 Continue to explore innovative technologies, solutions, and programs for the provision of services</p> <p>2.2 Support progressive and sustainable utility and service provision at or above existing levels 🌍</p>

## 7. RECOMMENDATIONS FOR VILLAGE UTILITIES AND COMMUNITY FACILITIES POLICY, PROGRAMS AND INITIATIVES

Brown Deer has an excellent history of providing public services in an efficient and cost-effective manner. The Village has accomplished this through excellent cooperation and collaborative planning among various departments, utilities and agencies. It is assumed that these activities will continue in the future. The following recommendations attempt to address the specific goals and objectives for utilities and community facilities developed in the comprehensive planning process.

***1. Explore ways to incentivize the implementation of stormwater best management practices in redevelopment projects.***

The Village has made great strides in controlling the quality and quantity of its stormwater runoff, particularly on the public side. To ensure future compliance with state environmental laws and to encourage private development to go above the required minimums, the Village could enact measures to encourage developers to go beyond the established minimums. One such measure could include allowing developers to exceed the permitted Floor Area Ratio or density maximums if they exceed the requirements set forth in NR 151. The Village could develop a list of highly desirable Best Management Practices (BMP) for stormwater, and provide small density bonuses for their implementation in redevelopment projects. These bonuses could in effect offset the cost of BMP implementation for developers.

***2. Consider relocating the Department of Public Works yard out of the Original Village.***

Currently, the Department of Public Works (DPW) yard occupies some of the best real estate in the Village. The yard is one of only two large parcels in the Original Village that could potentially become available for redevelopment in the foreseeable future, and relocating the yard could reduce truck traffic through the residential neighborhoods in the Original Village and from the congested intersection of Brown Deer and Green Bay Roads. If carefully designed, a redeveloped DPW yard could provide space for other community uses. Industrial areas in the Village may provide a more convenient location for the DPW fleet. The parcel just south of Village Hall is one possibility for a new DPW site.

***3. Relocate the Brown Deer Public Library to the Original Village when the building needs to be rebuilt.***

As a civic institution, the Brown Deer Public Library could provide numerous civic and economic benefits if located in the historic heart of the Village. The Library was originally located next to the school in order to provide a resource tool to the students. However, libraries are used very differently today than they were just ten years ago. Today, people use libraries less for the book collection and more for the multimedia collection and computer facilities. As more information becomes available on the internet, the importance of having a library close to the school campus is diminished. Furthermore, the library is a key civic institution, and some stakeholders report the Brown Deer Library is seen more as a branch of the Milwaukee Public Library in its current location at the City limits, rather than the center of the Brown Deer community.

Libraries generate a continuous stream of pedestrian and vehicular traffic. Locating the Brown Deer Public Library in the Original Village would bolster existing local businesses and possibly create more demand for service-oriented businesses. An idea that merits exploration is to include the library in a mixed-use, public-private development on the site of the existing DPW yard. This site has numerous advantages for a use such as this — it is located centrally to all

Village residents, it is in a walkable, mixed-use district; and it is located on the future Oak Leaf Trail extension. Any relocation will have to keep possible impacts to reciprocal borrowing in mind.

***4. Explore the possibility of locating a community center either along Bradley Road or in the Original Village.***

One of the most common themes arising in the public involvement process was the need for an intergenerational gathering place for residents. The Brown Deer Senior Citizens Club would benefit from a permanent facility, business people and community groups would like to have meeting rooms, and the Parks and Recreation Department could use a permanent location for the classes and workshops that it offers, reducing the reliance on School District facilities. Two recent developments on Bradley Road include meeting rooms for public use, but neither may be flexible enough to meet all the community's needs.

While there exists an expressed desire for a community center, creating and funding such a center will provide numerous challenges to the Village. It is likely to be a longer-term project that must be programmed into future area planning activities. At this time, the Bradley Road corridor and Original Village may offer the best opportunities to explore the provision of such a facility. Both areas are in Tax Incremental Financing Districts, both are poised for redevelopment, and both offer the potential of developing synergies among surrounding land uses. A community center could be implemented in phases or incorporated into a development project. It could be viewed as an anchor in a redeveloping district. In the near term, it may be possible to conduct a survey of Village residents and businesses to better determine what their needs are or to explore repurposing the School District offices as a community center as the district implements its campus Facilities Plan.

***5. Explore a permanent location for the Farmers' Market.***

Currently, the Farmers' Market operates out of the Lowe's parking lot on Brown Deer Road. To establish the Farmers' Market as a major local attraction, the Village could seek to eventually provide a permanent facility. Potential locations include areas along Bradley Road and along Brown Deer Road or in conjunction with a redesigned school campus. Given the location's high visibility within the community, the school campus could make an attractive eventual location for a weekend Farmers' Market. The Village of Fox Point provides a precedent, holding a weekly market in a school parking lot. Use of the parking lot would eliminate concerns about hosting the market on private property, but would require coordination with the School District.



***A multi-use plaza could function for a market, gathering place and recreational facility; this image shows the Skate Plaza in Kettering, Ohio.***

It may be possible to design a location that provides multiple uses — including a plaza, market location, or even recreational facility such a “skateplaza” for skateboarders and in-line skaters. There are a handful of examples of such facilities around the country.

***6. Coordinate sidewalk planning with the Brown Deer School District’s transportation needs.***

As the Village evaluates the need for sidewalks in key areas, Village staff should prioritize its plans with the School District to help it meet student transportation needs. At present, there are few continuous sidewalk networks to the school, which means that, for safety reasons, most students take the bus even though they may be travelling less than a quarter mile. Village staff and Trustees should prioritize the needs of the school when determining any future sidewalk networks.

***7. Consider working with other North Shore communities to develop a single dispatch center for all emergency services.***

To provide more responsive and cost-effective emergency service, over time, the Village could work with other North Shore communities to implement a single dispatch center for all emergency services. Brown Deer is fortunate to have such a cooperative framework established with the North Shore Fire Department. This is a potentially controversial recommendation, and the value placed by stakeholders on local control of police services should not be understated. Establishing a centralized dispatch center for fire, police and emergency medical services faces hurdles and questions such as control over police responsiveness, fair funding allocation and technology issues. But over the long term, the Village’s residents could be well served by such a system as well as by its potential cost savings.



## Chapter Eight

# Intergovernmental Cooperation



## 1. INTRODUCTION

The Intergovernmental Cooperation chapter of the Comprehensive Plan focuses on the Village of Brown Deer's relationships with other municipalities, the Brown Deer School District, Milwaukee County, the State of Wisconsin, and the various special purpose entities that have governing authority within Brown Deer. The Village has long taken a proactive stance in developing working relationships with its neighbors. In particular, the Village has sought to provide cost-effective services for its residents through joint service agreements with other North Shore communities, cooperative planning and project implementation and equipment sharing programs.

The State of Wisconsin requires that intergovernmental cooperation be addressed in every municipality's comprehensive plan because it: addresses regional issues, provides cost-effective services, encourages consistency, and fosters predictability.

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This chapter of the comprehensive plan will:

- Provide background information on municipalities neighboring Brown Deer and their current planning efforts.
- Analyze existing agreements and relationships between neighboring and overlapping jurisdictions.
- Provide goals, objectives, and recommendations for improving intergovernmental cooperation.

## **2. VISION STATEMENT**

Brown Deer's Vision Statement explicitly mentions the value the Village places on successful collaboration as a means to providing a high-quality standard of living, while at the same time preserving the unique, individual character of the Village. Additionally, the Vision Statement encourages collaborations between and among different entities within the Village.

## **3. STAKEHOLDER INVOLVEMENT RESULTS**

While little was mentioned by stakeholders at the various public involvement events about intergovernmental cooperation, many residents did mention that they would welcome opportunities to reduce the cost of service provision as long as the Village were to maintain its autonomy and enhance its identity. Stakeholders frequently mentioned the role that the Brown Deer Schools play in community identity and in making the Village attractive to potential redevelopment. Balancing municipal and school costs with desired levels of service is an issue of primary importance in Brown Deer as in many redeveloping communities.

## **4. DATA ANALYSIS**

Brown Deer is a landlocked suburb, situated in north central Milwaukee County. The Village is bordered by the City of Milwaukee to the south and the west, by the Village of River Hills to the east, and the City of Mequon in Ozaukee County to the north. All of these neighboring communities are incorporated.

### ***4.1 Summary of Surrounding Municipalities and their Plans***

#### ***4.1.1 The City of Milwaukee***

The City of Milwaukee is the central city of the metropolitan area. According to the Census Bureau's 2008 estimates, the city's population is approximately 602,191 which represents a slight decrease from its 2000 population of 604,447. The City of Milwaukee adopted its

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Northwest Side Area Plan in January 2008; this plan includes all portions of the City contiguous with Brown Deer. A City-wide Policy Plan was in the process of being developed at the time this document was prepared. Although the Northwest Side Plan does not specifically include the Village of Brown Deer as a partner in its implementation strategies, the plan does make recommendations that are consistent and complementary to the recommendations found in this Plan, including improving retail options and aesthetics along Brown Deer Road and Teutonia Avenue, commercial corridors shared by both the Village and the City.

#### ***4.1.2 The Village of River Hills***

The Village of River Hills is a small, exclusive suburb with a population of 1,631 and a median household income in excess of \$160,000 according to the 2000 Census. The Milwaukee River forms a common boundary between Brown Deer and River Hills. At the time this document was prepared, River Hills had just begun their comprehensive planning process.

#### ***4.1.3 The City of Mequon***

The City of Mequon is located in the southern portion of Ozaukee County. Most of the land that borders Brown Deer is used for agricultural land uses or light industrial purposes. Mequon adopted its comprehensive plan April 2009. Since Mequon intends to direct residential development towards existing neighborhoods and away from agricultural areas, land use in the area adjacent to Brown Deer is less likely to witness wholesale change in the near future. No immediate opportunities for cooperative planning efforts between Mequon and Brown Deer were identified in the draft comprehensive plan; however, the Plan did state a desire to pursue such opportunities with neighboring communities.

### ***4.2 Analysis of Intergovernmental Relationships***

#### ***4.2.1 Brown Deer School District***

Although the Village of Brown Deer and the Brown Deer School District share the same boundaries, the school district is a special purpose unit of government, distinct from Village government. The Village Board and the School Board have recently taken the important step of holding a regular joint meeting and are looking for ways to collaborate further. This plan was reviewed in detail by school district representatives; the school district owns and maintains property that is used by community members for a variety of



***The Brown Deer School District provides for public education in Brown Deer.***

purposes, and the school cooperates closely with the Village's Park and Recreation department to make facilities available to community members for programming. Several recommendations for further initiatives promoting collaboration between the Village and the School District are included in this chapter.

#### ***4.2.2 North Shore Fire Department (NSFD)***

Since 1994 Brown Deer and the other North Shore communities of Bayside, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay have had a consolidated fire and emergency medical response department. Headquartered in Brown Deer, the NSFD is able to provide quick response times at a comparatively lower cost than if all participating municipalities had their own fire department. More information on the types of services provided can be found in Chapter 7. Determining an equitable funding structure for the North Shore Fire Department has proven to be an ongoing issue as conditions change in the NSFD's service area. The Department has proved to be a regional leader at addressing these issues.

#### ***4.2.3 North Shore Health Department***

Like the North Shore Fire Department, Brown Deer, along with Bayside, Fox Point, Glendale, and River Hills, have consolidated their health department to provide residents with cost-effective health services. The Village of Shorewood was exploring the possibility of joining the North Shore Health Department at the time this plan was prepared. More information on the types of services provided can be found in Chapter 7.

#### ***4.2.4 Milwaukee County Federated Library System (MCFLS)***



***The Brown Deer Library participates in an interlibrary loan program with other area libraries.***

While the Brown Deer Public Library is a Village entity and not subject to County jurisdiction, the Brown Deer Library is a member of MCFLS, a membership organization for all libraries within Milwaukee County. Through membership, participating libraries provide a higher level of service by accepting library cards from any other participating library in the county and by participating in the inter-library loan program. MCFLS is

funded through the State's Department of Public Instruction and with contributions from member communities. As with the North Shore Fire Department, maintaining adequate and equitable funding allocations poses regular challenges for MCFLS.

#### ***4.2.5 Milwaukee Metropolitan Sewerage District (MMSD)***

MMSD is another special purpose unit of government, and it provides sewer service to the Village. As a separate unit of government, chartered by the State of Wisconsin, MMSD provides wastewater management services for 28 communities in southeastern Wisconsin. MMSD also has the ability to review certain development plans in order to ensure that municipalities are in compliance with state statutes about stormwater runoff.

#### ***4.2.6 Southeastern Wisconsin Regional Planning Commission (SEWRPC)***

SEWRPC provides research and planning services for Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha counties. SEWRPC publishes regional plans on such issues as land use, transportation, public utilities, and water quality, among others. As the regional planning commission, SEWRPC provides high-quality data to all municipalities within its jurisdiction. During the preparation of this plan, representatives from SEWRPC as well as SEWRPC planning documents were consulted.

#### ***4.2.7 Milwaukee County***

Together, Milwaukee County and the Village work to maintain County roads and trails within the Village. Two parks located in the Village are owned and managed by Milwaukee County. Additionally, three Village parcels are located in the northwest corner of Brown Deer Park.

#### ***4.2.8 State of Wisconsin***

All of Brown Deer's ordinances must be in accordance with state statutes. The Department of Natural Resources (DNR) and the Department of Transportation (DOT) are the two state agencies that the Village works with on a regular basis. During the preparation of this plan, the planning team consulted with representatives from both of these agencies and reviewed the agencies' planning documents.

### ***4.3 Potential Conflicts***

Given that all of Brown Deer's neighbors are incorporated, land conflicts are not likely to pose major issues for Brown Deer. Adequately and cooperatively managing the redevelopment process is much more likely to require Village attention.

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## 5. PLANNING CONTEXT

Brown Deer currently has the following intergovernmental agreements in addition to the previously stated relationships:

- The Village's Department of Public Works has the following cooperative agreements:
    - Coordinated maintenance of Bradley Road and signals with the City of Milwaukee.
    - Emergency response agreement among other public works departments in the metropolitan area. This agreement regulates equipment and personnel sharing.
    - Cooperative agreement to share sanitary sewer equipment with Glendale, Shorewood, and Mequon.
    - Emerald Ash Borer response plan.
    - Be SMART (Save Money and Reduce Trash) Coalition. This is a coalition of Wisconsin communities interested in promoting recycling and other sustainability initiatives.
    - Participates in VALUE in Local Government, a cooperative purchasing program for local governments in southeastern Wisconsin that allows members to bid out equipment purchases collectively in order to save money. Brown Deer uses this program primarily to purchase DPW trucks and equipment.
    - Brown Deer purchases salt along with some construction materials through a state bid.
    - Brown Deer has joint bid water main relay and paving projects with other North Shore communities, including Fox Point and Whitefish Bay.
  - The Village's Police Department and the City of Milwaukee Police Department have a mutual aid agreement.
  - The Brown Deer School District is a key partner with the Village, sharing its facilities with the Parks and Recreation Department for recreational and exercise programs.
  - The Village shares sanitary and water service with some residents in Milwaukee, Mequon, and River Hills. These private service agreements are approved by each respective local government.
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## 6. GOALS FOR INTERGOVERNMENTAL COOPERATION

### Goals

1. The Village will continue to work with the City of Milwaukee, Milwaukee County, neighboring jurisdictions, and Milwaukee Metropolitan Sewage District (MMSD) to find innovative solutions for the provision of basic municipal services.
2. The Village will continue to work with agencies to ensure that regulatory frameworks and agency initiatives are responsive to the priorities of Brown Deer residents and businesses.

## 7. RECOMMENDATIONS FOR VILLAGE POLICY, PROGRAMS AND INITIATIVES FOR INTERGOVERNMENTAL COOPERATION

Brown Deer has a history of forming constructive relationships with other governments to provide efficient and cost-effective services. It is assumed that these efforts will continue. The recommendations here specifically address the goals of this Plan.

### ***1. The Village of Brown Deer and the Brown Deer School District should pursue grant opportunities jointly.***

To improve the chances of getting grant awards, the Village and School District should apply together for grants when the grant would serve a common interest. Areas with immediate opportunities may include stormwater initiatives on the school campus, Safe Routes to School planning and implementation, and park and open space improvements.

### ***2. The Village should continue to pursue demonstration projects with Milwaukee Metropolitan Sewerage District (MMSD).***

The Village has already received several grants from MMSD for demonstration and pilot programs. The Village should continue to pursue these opportunities as a way to reduce costs and to raise its profile in the metropolitan region as a progressive and innovative community.

### ***3. Pursue joint planning efforts with the Wisconsin Department of Natural Resources (DNR) and the Village of River Hills to protect the ecological well-being of the Milwaukee River.***

The Milwaukee River represents a major natural resource for both River Hills and Brown Deer. Property on the River Hills side is exclusive private residential, while property on the Brown Deer side is a mix of residential, commercial, and institutional uses. As Brown Deer attempts to increase public access to the river, the Village should coordinate with River Hills and the DNR to ensure the protection of the natural habitat and to minimize conflict between different types of land uses on either side of the River.

***4. Coordinate trail planning with Milwaukee County, the Wisconsin Department of Transportation, and the Wisconsin Department of Natural Resources.***

Brown Deer staff should continue to work closely with Milwaukee County to implement the County's trails plan in and around the Village. Trails add value to any community by providing recreational opportunities for pedestrians and bicyclists. An extension of the County's Oak Leaf Trail is scheduled to be completed in 2010, linking the Brown Deer Recreational Trail and the Ozaukee Interurban Trail with Brown Deer Park. More opportunities may exist for further trail development.

Please note that some of the recommendations in previous chapters of the plan also require intergovernmental cooperation. These recommendations are listed below. The purpose in listing the recommendations twice is to focus intergovernmental cooperation efforts on issues raised throughout the various comprehensive plan elements that require a higher degree of coordination.

- **Work closely with Wisconsin Department of Transportation on the redesign of the Green Bay Road/Brown Deer Road interchange. (*Transportation*)**
  - **Explore with Milwaukee County redesigning the complex intersections on Teutonia Avenue. (*Transportation*)**
  - **Work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and Milwaukee County to implement one of the alternatives in SEWRPC's Transit Development Plan that recommends increasing transit in Brown Deer. (*Transportation*)**
  - **Coordinate sidewalk planning with the Brown Deer School District's transportation needs. (*Community Facilities and Utilities*)**
  - **Consider working with other North Shore communities to develop a single dispatch center for all emergency services. (*Community Facilities and Utilities*)**
  - **Explore collaborations with Milwaukee County to better utilize park space and facilities for Village Programs. (*Natural and Cultural Resources*)**
-

## Chapter Nine

# Implementation



### 1. INTRODUCTION

Throughout the development of the Brown Deer Comprehensive Plan, staff, elected officials, residents, and other stakeholders expressed their commitment to ensuring that Brown Deer maintain its high quality of life, and remain an attractive and high-value community on Milwaukee's North Shore. To that end, the recommendations found in this Plan aim to preserve and enhance the quality of services and redevelopment in the Village. These recommended actions, however, will not happen on their own. This final chapter elaborates on the mechanisms for implementing the recommendations found in the previous chapters of the Plan, so that the goals of the community can be realized.

The first step in implementing this Plan was its adoption by the Board of Trustees. In accordance with State Statute 66.1001(4), the Village Plan Commission reviewed the final draft on

October 12, 2009, after which the Plan was recommended for adoption. The Village Board then conducted a public hearing and adopted the Plan on November 16, 2009. Following adoption, the Plan was registered with the Wisconsin Department of Administration.

## 2. IMPLEMENTATION

Tables 9.1 to 9.7 consolidate the recommendations found in each chapter of this plan. Each recommendation is accompanied by the party responsible for its implementation and potential implementation partners. Additionally, plan chapters with related recommendations are identified, as many of the Village's goals and objectives fall across several chapters of the plan. For example, innovative stormwater control recommendations may be best implemented when redesigning roadways. Finally, those recommendations that were considered to be of higher priority are also identified; these recommendations should be considered for implementation over the near term, within five years of plan adoption.

During the planning process, the issue of the Village's identity in metropolitan Milwaukee emerged as a consistent theme. Therefore, recommendations that particularly relate to bolstering the Village's image are highlighted in blue with a flag symbol . Sustainable redevelopment also emerged as an important theme. As a result, recommendations that deal specifically with best management of natural resources are highlighted in green with a globe symbol .

**Table 9.1: Implementation Guide for Natural and Cultural Resources Recommendations**

<b>Chapter 2 Natural and Cultural Resources</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>1</b> Develop a comprehensive Parks and Open Space Plan.	Village Staff Parks & Recreation Committee		
<b>2</b> Explore collaborations with Milwaukee County to better utilize park space and facilities for Village programs.	Village Staff Milwaukee County	Intergovernmental Cooperation	
<b>3</b>  Initiate planning to improve access to major natural resources, particularly the Milwaukee River and Brown Deer Park.	Village Staff Wisconsin DNR Milwaukee County Village of River Hills	Intergovernmental Cooperation	
<b>4</b>  Plan to link park and recreation facilities in an “Emerald Bracelet.”	Village Staff Parks & Recreation Committee	Utilities and Community Facilities	
<b>5</b>  Explore options for incentivizing green infrastructure on redevelopment projects.	Village Staff Board of Trustees	Economic Development	✓
<b>6</b>  Consider initiating a sustainability planning process for the Village.	Village Staff Board of Trustees		
<b>7</b>  Evaluate the municipal code periodically to ensure that it accommodates best practices in sustainability.	Village Staff Board of Trustees	Economic Development	✓
<b>8</b>  Continue to focus on innovative stormwater control initiatives.	Village Staff Board of Trustees	Utilities and Community Facilities	
<b>9</b>  Consider organizing an energy audit program for businesses and homeowners.	Village Staff Board of Trustees		✓
<b>10</b>  Continue ongoing efforts to increase the tree canopy along streets and on municipal property.	Village Staff Board of Trustees		
<b>11</b>  Develop partnerships with the school district and private organizations to provide cultural events at Village Park.	Village Staff Board of Trustees School District	Intergovernmental Cooperation	
<b>12</b>  Identify and Preserve Natural Resource Areas.	Village Staff Board of Trustees Beautification Committee Parks & Recreation Committee	Intergovernmental Cooperation	

**Table 9.2: Implementation Guide for Economic Development Recommendations**

<b>Chapter 3 Economic Development</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>1</b> Strengthen Village business retention, attraction and economic development efforts.	Board of Trustees		
<b>2</b>  Initiate a regular roundtable discussion among the Village elected officials and top employers, focused on the Village's role in employee retention and attraction.	Village Staff Local Businesses		✓
<b>3</b> Explore focusing business attraction efforts on "wet-basin" industries.	Village Staff		
<b>4</b>  Initiate a regular roundtable discussion with the businesses in the manufacturing district located west of Village Hall.	Village Staff Local Businesses		✓
<b>5</b> Explore supporting the creation of a Chamber of Commerce that is specific to the Village of Brown Deer.	Village Staff Board of Trustees Neighboring Communities Granville-Brown Deer Chamber of Commerce	Intergovernmental Cooperation	
<b>6</b> Base planning for the Green Bay Road corridor on the Wheaton Franciscan Healthcare and YMCA's Healthy Lifestyle Village investment.	Village Staff Board of Trustees	Transportation Land Use	
<b>7</b>  Prioritize area planning efforts for high profile redevelopment areas.	Village Staff Board of Trustees	Land Use	✓
<b>8</b> Continue the active management of Tax Incremental Financing Districts.	Village Staff		
<b>9</b>  Explore the creation of a job shadowing program with the School District of Brown Deer and major employers.	Village Staff Local Businesses Brown Deer School District	Intergovernmental Cooperation	

**Table 9.3: Implementation Guide for Land Use Recommendations**

<b>Chapter 4 Land Use</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>1</b> Explore the reduced reliance on Planned Development Districts.	Village Staff		
	Plan Commission		√
	Board of Trustees		
<b>2</b> Explore the establishment of a Mixed Use District designation.	Village Staff		
	Plan Commission		
	Board of Trustees		
<b>3</b>  Consider establishing a separate zoning designation for parks and open space.	Village Staff		
	Plan Commission		
	Board of Trustees		
<b>4</b> Monitor locations of vacant and severely underutilized parcels.	Village Staff		√
<b>5</b> Evaluate zoning code every five years.	Village Staff		
<b>6</b> Consider allowing single-family residential parcels on the south side of Brown Deer Road west of 60th Street to transition to multi-family use over time.	Village Staff		
	Plan Commission		
	Board of Trustees		
<b>7</b> Consider zoning the former Algonquin School site to encourage a greater variety of home sizes and configurations.	Village Staff		
	Plan Commission	Housing	√
	Board of Trustees		
<b>8</b>  Transition small parcels on Teutonia Avenue south of Bradley Road to open space.	Village Staff		
	Plan Commission	Natural Resources	
	Board of Trustees		
<b>9</b> Consider allowing manufacturing uses on Teutonia Avenue to transition to mixed use.	Village Staff		
	Plan Commission		
	Board of Trustees		
<b>10</b> Consider mixed use or a specialized multi-family housing use at the former Hearthside site.	Village Staff		
	Plan Commission		
	Board of Trustees		
<b>11</b> Consider transitioning the Department of Public Works yard to a mixed use zone.	Village Staff		
	Plan Commission		
	Board of Trustees		
<b>12</b>  Refine landscaping and design standards for off-street parking.	Village Staff		
	Beautification Committee	Transportation	√
	Board of Trustees		

Table 9.3 continues on following page.

**Table 9.3 Continued: Implementation Guide for Land Use Recommendations**

<b>Chapter 4 Land Use</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>13</b>  Consider design guideline overlays for Bradley Road and Teutonia Avenue corridors and Original Village redevelopment areas.	Village Staff Plan Commission Board of Trustees		
<b>14</b>  Maintain regular contact with the owners of the Marketplace Shopping Center.	Village Staff		✓
<b>15</b> Pursue an easement on the Milwaukee River.	Village Staff Board of Trustees Wisconsin DNR		
<b>16</b> Consider relaxing yard setbacks in single family residential districts.	Village Staff Plan Commission Board of Trustees		
<b>17</b>  Consider an ordinance revision pertaining to the storage of trash receptacles in residential areas.	Village Staff Board of Trustees		
<b>18</b> Develop sub-area plans for key redevelopment sites, including the Marketplace Shopping Center and the Bradley Road and Teutonia corridors.	Village Staff Plan Commission Consulting Team		✓

**Table 9.4: Implementation Guide for Housing Recommendations**

<b>Chapter 5 Housing</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>1</b> Establish an ongoing program to update housing forecasts as new data become available.	Village Staff		
<b>2</b> Encourage the provision of an expanded variety of housing products in Brown Deer.	Village Staff Developers		
<b>3</b> Explore development of rental housing aimed specifically at middle-income women working in health care.	Village Staff Developers		
<b>4</b>  Initiate a regular roundtable discussion with the owners or managers of the Village's major multifamily housing developments.	Village Staff Property Managers		✓
<b>5</b>  Take proactive steps to identify potential properties with maintenance issues.	Village Staff		✓
<b>6</b>  Use creative means to build a sense of neighborhood identity.	Village Staff Local Businesses Residents		✓

**Table 9.5: Implementation Guide for Transportation Recommendations**

<b>Chapter 6 Transportation</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>1</b>  Develop a bicycle and pedestrian plan for the Village.	Village Staff Residents Wisconsin DOT Local Businesses		✓
<b>2</b>  Develop a consistent policy for incorporating bicycle lanes into village street maintenance.	Village Staff		✓
<b>3</b>  Develop bicycle parking standards for redevelopments.	Village Staff Plan Commission Board of Trustees	Land Use	
<b>4</b>  Enhance and develop key connections into the Original Village.	Village Staff Milwaukee County Wisconsin DOT	Land Use	
<b>5</b> Work closely with the Wisconsin Department of Transportation (WisDOT) on the redesign of the Green Bay Road/Brown Deer Road interchange.	Village Staff Wisconsin DOT		✓
<b>6</b>  Enhance connectivity throughout the Village.	Village Staff Canadian National Railway Milwaukee County Wisconsin DOT		✓
<b>7</b>  Prioritize sidewalk improvements around the school campus and in the northeastern corner of the Village.	Village Staff Brown Deer School District		✓
<b>8</b> Consider a "road diet" for Bradley Road.	Village Staff City of Milwaukee DPW		
<b>9</b> Evaluate parking requirements for redeveloping areas.	Village Staff Plan Commission Board of Trustees		
<b>10</b> Explore with Milwaukee County redesigning the complex intersections on Teutonia Avenue.	Village Staff Milwaukee County	Land Use Intergovernmental Cooperation	✓
<b>11</b>  Develop a streetscaping plan for 60th Street, 51st Street and Bradley Road.	Village Staff Beautification Committee		✓
<b>12</b> Work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and Milwaukee County to implement one of the alternatives in SEWRPC's Transit Development Plan that recommends increasing transit in Brown Deer.	Village Staff SEWRPC Milwaukee County Transit System	Intergovernmental Cooperation	
<b>13</b> Work with the Milwaukee County Transit System (MCTS) to address bus locations.	Village Staff Milwaukee County Transit System	Intergovernmental Cooperation	
<b>14</b> Work with the Milwaukee County Transit System to evaluate the site design of bus stops.	Village Staff Milwaukee County Transit System	Intergovernmental Cooperation	✓

**Table 9.6: Implementation Guide for Utilities and Community Facilities Recommendations**

<b>Chapter 7 Utilities and Community Facilities</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>1</b>  Explore ways to incentivize the implementation of stormwater best management practices in redevelopment projects.	Village Staff CDA	Economic Development Natural Resources	
<b>2</b> Consider relocating the Department of Public Works yard out of the Original Village.	Village Staff Board of Trustees	Land Use	
<b>3</b> Relocate the Brown Deer Public Library to the Original Village when the building needs to be rebuilt.	Village Staff Brown Deer Library	Land Use	
<b>4</b>  Explore the possibility of locating a community center either along Bradley Road or in the Original Village.	Village Staff Residents Local Businesses	Land Use	
<b>5</b>  Explore a permanent location for the Farmers' Market.	Village Staff Farmers Owners of Potential Sites	Land Use	
<b>6</b> Coordinate sidewalk planning with the Brown Deer School District's transportation needs.	Village Staff Brown Deer School District	Transportation	✓
<b>7</b> Consider working with other North Shore communities to develop a single dispatch center for all emergency services.	Village Staff Village Police North Shore Communities		

**Table 9.7: Implementation Guide for Intergovernmental Cooperation Recommendations**

<b>Chapter 8 Intergovernmental Cooperation</b>			
<b>Policy Recommendation</b>	<b>Responsible Party and Potential Partners</b>	<b>Other Pertinent Chapters</b>	<b>High Priority</b>
<b>1</b> The Village of Brown Deer and the Brown Deer School District should pursue grant opportunities jointly.	Village Staff Brown Deer School District		✓
<b>2</b>  The Village should continue to pursue demonstration projects with the Milwaukee Metropolitan Sewerage District (MMSD).	Village Staff MMSD		
<b>3</b>  Pursue joint planning efforts with the Wisconsin Department of Natural Resources (WisDNR) and the Village of River Hills to protect the ecological well-being of the Milwaukee River.	Village Staff Village of River Hills Wisconsin DNR	Natural Resources	
<b>4</b> Coordinate trail planning with Milwaukee County, Wisconsin Department of Transportation, and the Wisconsin Department of Natural Resources.	Village Staff Milwaukee County Wisconsin DNR Wisconsin DOT	Transportation	
<b>5</b> Work closely with the Wisconsin Department of Transportation (WisDOT) on the redesign of the Green Bay Road/Brown Deer Road interchange. ( <i>see the Transportation chapter</i> )	Village Staff Wisconsin DOT	Transportation	✓
<b>6</b> Explore with Milwaukee County redesigning the complex intersections on Teutonia Avenue. ( <i>see the Transportation chapter</i> )	Village Staff Milwaukee County	Transportation	
<b>7</b> Work with Southeastern Wisconsin Regional Planning Commission (SEWRPC) and Milwaukee County to implement one of the alternatives in SEWRPC's Transit Development Plan that recommends increasing transit in Brown Deer. ( <i>see the Transportation chapter</i> )	Village Staff Milwaukee County SEWRPC	Transportation	
<b>8</b> Coordinate sidewalk planning with the Brown Deer School District's transportation needs. ( <i>see the Community Facilities and Utilities chapter</i> )	Village Staff Brown Deer School District	Community Facilities and Utilities Transportation	✓
<b>9</b> Consider working with other North Shore communities to develop a single dispatch center for all emergency services. ( <i>see the Community Facilities and Utilities chapter</i> )	Village Staff Village Police North Shore Communities	Community Facilities and Utilities	
<b>10</b> Explore collaborations with Milwaukee County to better utilize park space and facilities for Village Programs. ( <i>See Natural and Cultural Resources chapter</i> )	Village Staff Milwaukee County	Natural Resources	

### **3. RECOMMENDATIONS FOR VILLAGE POLICY, PROGRAMS AND INITIATIVES FOR IMPLEMENTATION**

The recommendations below provide a guide for incorporating into the Village's decision making process the recommendations found in the preceding chapters of this Plan. The following recommendations outline several mechanisms for ensuring that this Plan is used not only in the day-to-day operations of the Village, but also in the Village's future long-range planning.

***1. Revise the zoning code, subdivision ordinance, and official zoning map to be consistent with this Plan.***

The state requires that, beginning January 1, 2010, all zoning actions be consistent with the comprehensive plan. The land use chapter and other chapters make several recommendations for zoning code changes that should be incorporated as soon as possible to ensure compliance with state law. The Village should review the zoning code to ensure its compliance with all recommendations.

***2. Reference this Plan when developing the Village's annual budget.***

Many of the recommendations found in this Plan can be implemented through administrative action or policy changes and do not represent large expenditures. Other recommendations, however, may require financial commitment on the part of the Village. Therefore, when drafting the annual Village budget, Village staff should review the Plan to determine which initiatives can begin during that fiscal year.

***3. Reference this Plan when updating the Capital Improvement Plan.***

Within this Plan, there are a few recommendations that may warrant inclusion in the Capital Improvement Plan. The Village's financial resources are limited, and the judicious use of public money depends on careful planning to provide high quality services at a manageable cost. Village staff should review this Plan as a way to prioritize funding.

***4. Explore grants and outside funding sources for implementation.***

The Village should continue to explore the wide array of local, state, and federal grant programs to help cover the cost of implementation.

***5. Update the Plan as needed and as required by state statute.***

This document is not intended to be a static document. It is expected that amendments will need to be made as conditions within the Village and as more up-to-date data become available. Wisconsin Statute 66.1001(4) states that the Plan can be amended following the same procedure as the adoption process, that is, with a public hearing and the recommendation of the Plan Commission to the Village Board. It is recommended that Village staff present a biannual "State of the Plan" memo to the Plan Commission to highlight accomplishments in implementing recommendations. State statutes require that the Plan be updated after ten years; however, it

is recommended that the Village take a more proactive approach and consider updating the Plan starting at the five year mark.

#### ***6. Reference the Land Use and Development Checklist.***

To ensure that recommendations found in this plan are considered when evaluating all development requests, the planning team has provided a “Development Checklist” for the Plan Commission, Village Board and other committees to consider in making land use and redevelopment decisions. This list, below, enumerates points of consideration that may advance the goals and objectives of this plan in day-to-day decision-making.

#### ***7. Educate residents about planning efforts and actively solicit their input.***

The Village should continue to advertise planning efforts and involve its citizens in ongoing planning processes.

### **4. LAND USE AND DEVELOPMENT CHECKLIST**

The checklist shown in Figure 9.1 or a version of it, may be provided to committees and boards making decisions about land use and redevelopment in the Village of Brown Deer. It is intended as a tool for day-to-day decision-making. The checklist can remind commissioners, Trustees and Village staff of the many areas where land use decisions can help advance the goals, objectives and recommendations of this Plan.

*Figure 9.1: Sample Land Use and Development Checklist*

#### ***Village of Brown Deer Land Use and Development Checklist***

Does the proposal or project offer opportunities to:

- Provide an expanded variety of housing products?
- Creatively enhance neighborhood or Village identity?
- Incorporate green infrastructure, including stormwater best management practices?
- Improve public access to any natural features, through means such as easements?
- Improve connectivity in the Village for non-motorized transportation? This might include adding sidewalk connections, easements through cul-de-sacs, or connections to parks and other community facilities?
- Include bike parking facilities?
- Improve landscaping, particularly along street fronts and for off-street parking?
- Combine off-street parking facilities with neighboring uses?
- Provide enhanced transit stops, through quality design and landscaping or through designing sidewalk and other connections to transit stops?

