

## 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*)**
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