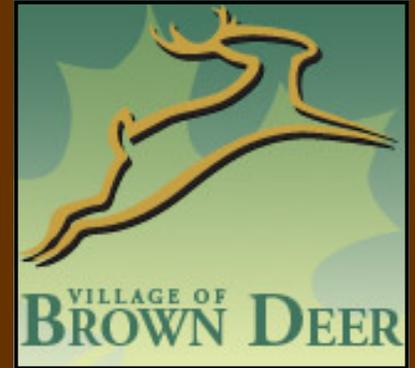


COMPREHENSIVE OUTDOOR RECREATION PLAN

2016-2020



Acknowledgments

To the People of the Village of Brown Deer

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Special thanks to

This plan was prepared under the direction of the Village of Brown Deer Community Services Department.

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CHAPTER 1

Introducing the Comprehensive Outdoor Recreation Plan: Purpose, Context, and Scope

P*arks and open space form an important component of any community effort to meet basic human needs for recreational and aesthetic wellbeing. They frame society's attempts to protect and enhance the natural environment and do much to shape the extent and pattern of community development. The following report is the Village of Brown Deer's Comprehensive Outdoor Recreation Plan (described hereafter as the "CORP") for 2015-2020. This is the Village's first such plan since incorporation in 1955. Its primary purpose is to guide the acquisition, preservation, and development of land for park, recreation, and related open space uses, to satisfy the needs of current and future residents, and to protect and enhance the underlying and sustaining natural resource base of the community. The 2015-2020 CORP was prepared in accordance with guidelines that make it certifiable by the State of Wisconsin Department of Natural Resources (DNR), and qualify the Village of Brown Deer for matching grant funds through the Federal Land and Water Conservation Fund (LAWCON) and the State of Wisconsin Stewardship Fund. The CORP shall be updated every five years to ensure that it reflects the current needs of the community, and to retain DNR certification.*

The Role of Parks and Recreational Facilities in the Village

Community Image – Local parks and recreational facilities provide opportunities for formal and informal social interaction. Community festivals, organized recreational events and chance meetings between neighbors are but a few examples of the benefits of recreational programming that strengthen the social fabric. A well-planned CORP can do much to brand a community as a “nice” place to live, work, and play.

Ecological Health (“rooms” & “hallways”) – In addition to enhancing the physical health of residents, parks and open spaces contribute to the greater ecological health of the Village. Local parks are often interwoven with environmentally sensitive areas such as wetlands, floodplains, surface waters, or significant woodlands. These areas also provide food and shelter for local wildlife and often supply the bulk of natural storm water retention. Individual parks can provide crucial “rooms” of natural resource activity; however, they become even more functional when they can be linked together by environmental corridors, or “hallways”. Research at institutions like the University of Illinois Extension (<http://urbanext.illinois.edu/lcr/environmental.cfm>) identified these corridors as crucial to the facilitation of the kind of “inter-room” movement several species need in order to thrive.

Economic Prosperity – Leisure time and access to public recreation assets are important components of people’s lifestyles and sense of wellbeing. The decision to choose a particular place to live is partially a function of the availability of nearby recreational amenities. Enhancing the Village’s ability to attract new residents creates direct economic benefits. The Robert Wood Johnson Foundation, with assistance from San Diego State University, published a report concluding that property values increase as distances from homes to park facilities decrease. Additionally, municipal park assets that are managed and planned in coordination with regional assets can serve to attract visitors to the Village.

Planning Needs, Parameters

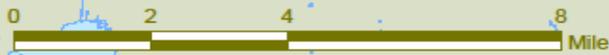
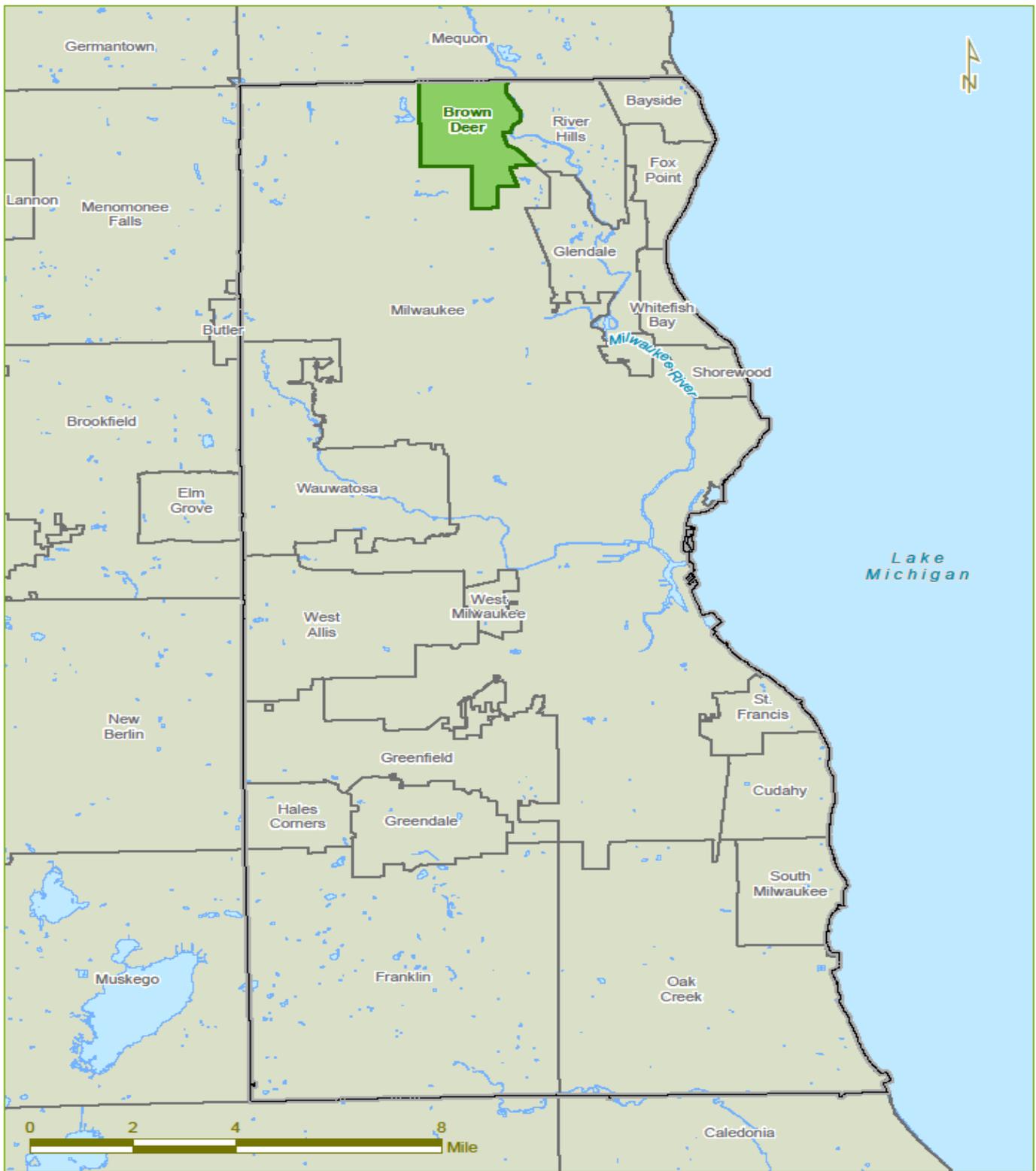
Planning is key to the efficient execution of any program or priority. Good plans make the difference between cost-effective investment, and costly crisis management. Plans establish organizational focus and direction, allowing stakeholders to align their interests and resources with those of the Village more effectively and efficiently. They provide a framework for program implementation, consistent decision-making, and serve as tools with which to determine budgets and other support needs. Planning is a continuous process that follows a logical sequence of steps. Four general questions drive the process, regardless of plan type or complexity:

- **What assets and resources does the Village possess?**
- **What assets and resources does the Village need?**
- **How will the Village meet goals to close these gaps?**
- **How well is the Village plan succeeding at meeting these goals?**

Planning Process & Description

The plan, as designed:

1. Identifies and assesses the village’s existing parks, recreational facilities, and programming resources.
2. Identifies and recommends appropriate level of service standards for parklands and recreational facilities.
3. Presents the community’s priorities, needs, and aspirations as defined by stakeholders.
4. Defines goals and objectives created to meet those needs and priorities.
5. Analyzes the degree to which the Village meets its stated goals, and makes recommendations to close defined gaps.
6. Identifies and lists potential partners in the implementation of these recommendations.



- MILWAUKEE COUNTY
- BROWN DEER
- OTHER MUNICIPALITIES

AREA CONTEXT

AECOM

Planning Context

The CORP incorporates information, principles, and priorities from past and present planning efforts at municipal, regional, state, and national levels. The following section lists those plans addressing park and recreational issues that overlap with Brown Deer’s planning priorities.

Village-scale Plans:

- Village of Brown Deer Comprehensive Plan 2030
- Brown Deer Village and School District “Safe Routes To School” (SRTS) Plan (2010)
- Village of Brown Deer Five-Year Capital Improvement Plans
- Brown Deer School District Campus – Master Plan (2011)

Adjacent Municipalities

- Public Outdoor Recreation Plan for City of Milwaukee Neighborhoods (2001-2005)
- Milwaukee Citywide Policy Plan: Natural Resources
- Mequon Nature Preserve “Preserve the Preserve” Program
- City of Milwaukee Comprehensive Plan: Northwest Side
- City of Milwaukee 2010 Bicycle Master Plan

Regional Plans:

- SEWRPC Planning Report No. 27: A Regional Park and Open Space Plan for Southeastern Wisconsin – 2000
- Amendment to the Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2020 (2001)

State & Federal Plans:

- State of Wisconsin Comprehensive Outdoor Recreation Plan, 2011-2016 (SCORP)
- America’s Great Outdoors (AGO) Initiative

Amending the Plan

The Comprehensive Outdoor Recreation Plan (CORP) shall be reviewed each year after its initial establishment. It may be amended using the same process employed to create the CORP. It is recommended that the plans be updated at least once every five years in order for the Village to maintain eligibility for all available funding opportunities, and to adequately reflect current Village park priorities.

Amendment of a CORP is a common occurrence and should be considered a normal part of the planning process. Plan amendments represent attentive implementation or plan usage and should be acceptable for consideration by local decision-makers. Amendments must follow the same process as the original Plan and should be developed in coordination with the Community Services Department and Parks & Recreation Department before presentation to the Village Board for approval. Well crafted, detailed amendments generally prolong the effectiveness of the parent Plan.

The Plan will make the Village eligible for funding through the Wisconsin Department of Natural Resources through the year 2020. Similarly, since this plan was developed with a five-year timeframe in mind, it should be amended in 2020 to ensure grant eligibility and to reflect progress achieved over this time period.

**BROWN DEER PARK AND RECREATION COMMITTEE
OCTOBER 6, 2015 MEETING MINUTES
HELD AT THE BROWN DEER VILLAGE HALL
4800 WEST GREEN BROOK DRIVE**

The meeting was called to order at 7:02 p.m.

I. Roll Call

Present: Richard Goehre, Elissa Retkowski, Marie Lieber

Absent: Gary Springman

Also Present: Chad Hoier, Park and Recreation Director
Mark Thompson, Recreation Supervisor
Fernando Moreno, Planning and Zoning Specialist

II. Persons Desiring to be Heard

III. Consideration of Minutes: September 1, 2015

It was moved by Ms. Lieber and seconded by Mr. Goehre to approve the minutes of the September 1, 2015 meeting as presented. The motion carried.

IV. Unfinished Business

V. New Business

A) Review and Recommendation of 2016-2021 Comprehensive Outdoor Recreation Plan

Mr. Moreno reviewed and answered questions with Committee regarding the Comprehensive Outdoor Recreation Plan. The plan will be used help with Village Staff apply for projects and grant funding that may be available for Park and Recreation Departments, an example of this is the Wisconsin DNR Stewardship Program.

It was moved by Mr. Goehre and seconded by Ms. Retkowski to recommend that the Village Board approve the 2016-2021 Comprehensive Outdoor Recreation Plan. Motion passed.

B) 2015 Village Park Permit Fees and Approval

Mr. Hoier reviewed the proposed 2016 Village Park Permit Fees, Village Park Permit Policies and Procedures, Village Park Regulations. Consideration of the policies is needed prior to issuing correspondence to contact persons for the scheduling of picnics in 2016.

The department is not recommending any changes to 2016 Park Permit Fees, the Village Park Permit Policies and Procedures, Village Park Regulations, and Village Pond Regulations at this time.

It was moved by Mr. Goehre and seconded by Mr. Hawes to approve the recommended 2016 Village Park Permit Fees as presented. Motion unanimously passed.

STATE OF WISCONSIN VILLAGE OF BROWN DEER MILWAUKEE COUNTY

Resolution to Approve the Village of Brown Deer
Comprehensive Outdoor Recreation Plan 2016-2021

Resolution No. 15-42

WHEREAS, the Village of Brown Deer has prepared the attached document (named *Village of Brown Deer Comprehensive Outdoor Recreation Plan 2016-2021*), containing details of the Village’s park, open space and recreational assets; and,

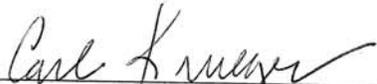
WHEREAS, the Village has inventoried and assessed park and recreation needs for the community through public survey, meetings and outreach; and,

WHEREAS the Park and Recreation Committee, as the lead advisory body, has compiled goals, objectives and policies to guide and manage the Village’s park and open space infrastructure; and,

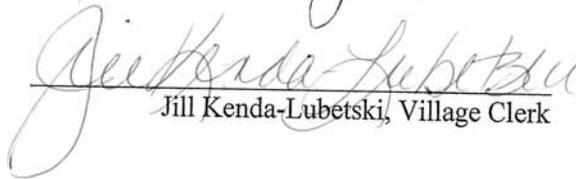
WHEREAS, the *Village of Brown Deer Comprehensive Outdoor Recreation Plan 2016-2021* has been reviewed by the Brown Deer Village Board on October 19, 2015 and was the subject of a final public hearing on said evening.

BE IT THEREFORE RESOLVED that the Brown Deer Village Board adopts the *Village of Brown Deer Comprehensive Outdoor Recreation Plan 2016-2021* and all maps, recommendations, policies, and related materials contained therein.

PASSED AND ADOPTED by the Brown Deer Village Board, this 21st day of December, 2015.



Carl Krueger, Village President



Jill Kenda-Lubetski, Village Clerk

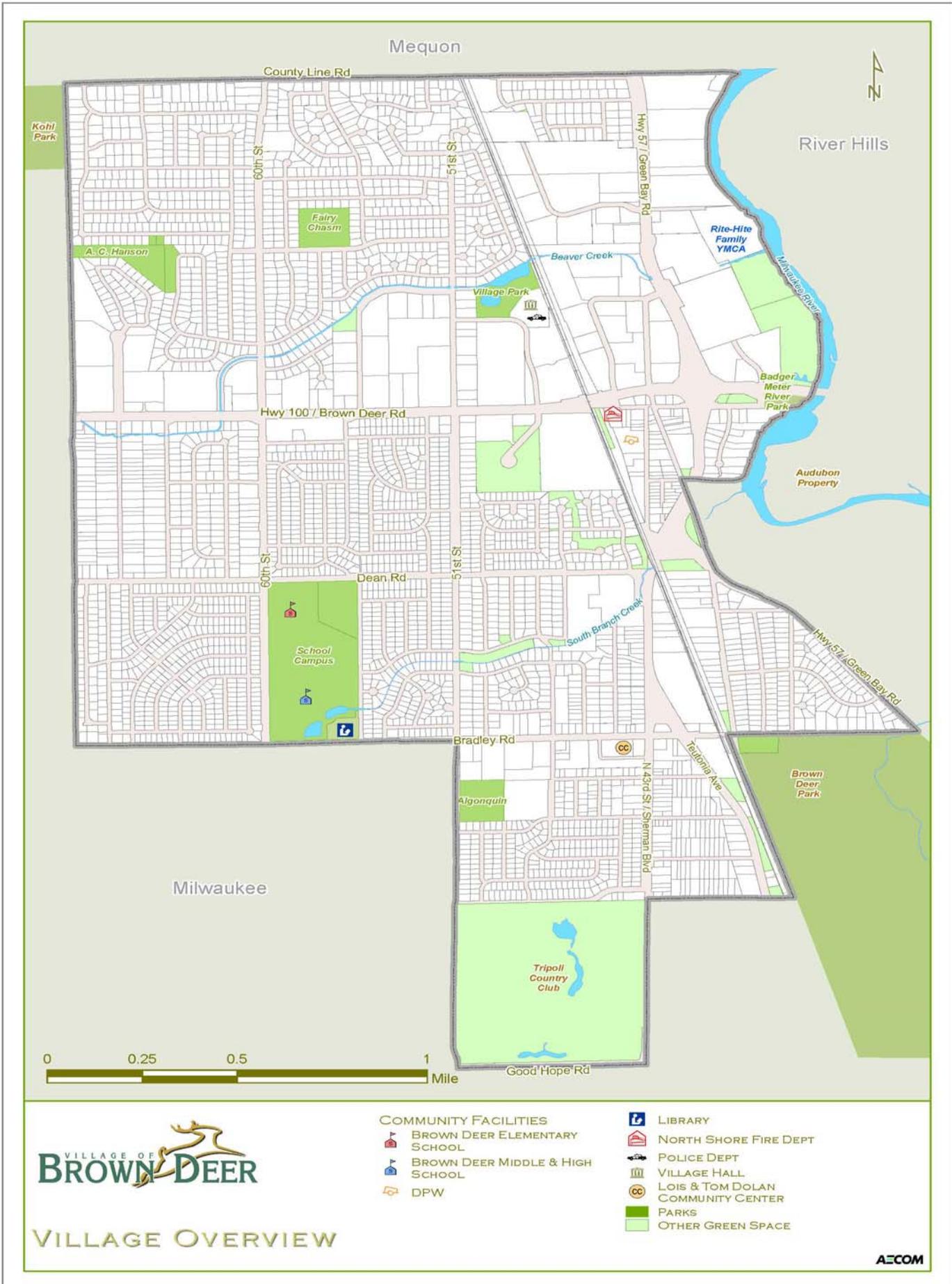
CHAPTER 2



The Village of Brown Deer: A Community Profile

The Village of Brown Deer is an inner-ring suburb of the City of Milwaukee, located in north-central Milwaukee County. The Village is bordered to the south and west by the City of Milwaukee. It is bordered to the east by the Village of River Hills, and on its northern side by the City of Mequon. Its northern border forms part of Milwaukee County's border with Ozaukee County. The Village runs roughly 3 miles from North to South, and approximately 2 miles from East to West.





VILLAGE OVERVIEW

- | | |
|----------------------|-----------------------------------|
| COMMUNITY FACILITIES | |
| | BROWN DEER ELEMENTARY SCHOOL |
| | BROWN DEER MIDDLE & HIGH SCHOOL |
| | DPW |
| | LIBRARY |
| | NORTH SHORE FIRE DEPT |
| | POLICE DEPT |
| | VILLAGE HALL |
| | LOIS & TOM DOLAN COMMUNITY CENTER |
| | PARKS |
| | OTHER GREEN SPACE |

AECOM

Demographic Profile

Population Stability

In 1990, the U.S. Census recorded a Village population of 12,236 residents. In 2000 and 2010 the U.S. Census recorded slight declines to 12,170 and then 11,999 residents. Following recent population gains since the last decennial Census count, the population shrank less than 1.5%, from 1990-2014 (Table 2-2).

Age & Racial Distribution

The Village is both “urban” and “suburban”, in terms of age and racial distribution. With regard to age, the Village reports a higher median age (42.9) than the City of Milwaukee (30.8) or Milwaukee County (34.0). It is significantly “younger” than several suburban neighbors. The Village is “suburban” in terms of the percentage of retirees in the population. Yet the Village is also very different from neighbors like Mequon and River Hills, in terms of the numbers of 20-44 year olds residing there (see Table 2-1). With the average age of first-time homeowners and parents falling within this cohort, this has significant ramifications for future priorities regarding public recreation programming and investment. Regarding race, Brown Deer is the most diverse Milwaukee suburb. The 2014 ACS recorded 32.8% of the Village’s population as African-American. Approximately 4% of the Village identifies as “Hispanic” as well (see Table 2-3).

Table 2-1: Age Distribution % by Age Group, 2014

	0-19	20-44	45-64	65+	Median Age (Yrs.)
Village of River Hills	24.5	19.4	34.1	22.0	49.5
Village of Brown Deer	20.9	31.7	29.3	18.1	42.9
City of Mequon	25.4	19.8	19.8	34.7	48.3
City of Milwaukee	30.5	38.4	21.6	9.2	30.8
Milwaukee County	27.7	36.2	24.3	11.7	34.0
State of Wisconsin	25.9	31.9	27.9	14.4	38.8

Source: U.S. Census Bureau, 2010-2014 ACS 5-Year Est.

Table 2-2: Population Trends, 1990-2020

	1990	2000	2010	2014
Village of Brown Deer	12,236	12,170	11,999	12,067
Village of River Hills	1,612	1,631	1,597	1,501
City of Mequon	18,885	22,643	23,132	23,300
City of Milwaukee	628,088	596,974	594,833	598,078
Milwaukee County	959,275	940,164	947,735	953,401
State of Wisconsin	4,891,769	5,363,675	5,563,896	5,724,692

Source: U.S. Census Bureau, 2010-2014 ACS 5-Year Est.

Table 2-3: Race & Ethnicity, Percentage of Population

	%				
	White	African Am.	Asian	Native Am.	Hispanic
Village of River Hills	84.3	1.9	8.5	0.5	(4.5)
Village of Brown Deer	57.7	32.8	3.1	0.3	(3.9)
City of Mequon	93.0	2.6	2.7	0.3	(2.0)
City of Milwaukee	47.0	39.3	3.7	0.5	(17.7)
Milwaukee County	62.1	26.4	3.6	0.6	(13.8)
7 Original-Northshore Suburbs	88.8	4.6	4.0	0.2	(2.8)
State of Wisconsin	86.2	6.3	2.3	1.0	(5.9)

Source: U.S. Census Bureau, 2010-2014 ACS 5-Year Est.

Educational Attainment

Brown Deer’s educational attainment levels are consistent with its “transitional” status between that of the City of Milwaukee and that of its suburban neighbors. The Village occupies a “middle ground” between the City of Milwaukee, where almost 19% of adults (25 years or older) haven’t completed high school, and neighbors like River Hills, where roughly 77% of the population has a Bachelor’s or Master’s Degree (see Table 2-5). The Village has undertaken relatively heavy investment (over \$22 Million in bonds since 2011) into the local educational system, radically remaking the Brown Deer School Campus, and working to improve coordination between educational investments and development of outdoor recreation opportunities within the Village.

Employment/Labor Force

The Village of Brown Deer has the highest workforce participation rate in the Northshore region or Milwaukee. To some degree this reflects the lower median incomes in Brown Deer, relative to wealthier suburban neighbors like River Hills or Mequon. As more than one income earner is often needed to support a household in Brown Deer. However, this higher workforce participation rate contributes to the lower unemployment rate in Brown Deer (5.0%) than that observed in the City of Milwaukee (8.5%), and the enormous difference between poverty rates in the Village (9.6%), and that observed in the City of Milwaukee (29.4%).

Table 2-4: Regional Employment & Participation Rates

	Workforce Particip. Rate	Unempl. Rate	Per Capita Income Median (household)	Poverty Rate
Village of River Hills	61.5%	4.5%	\$175,500	2.0%
Village of Brown Deer	67.2%	5.0%	\$55,396	9.6%
City of Mequon	60.5%	3.2%	\$106,813	3.5%
City of Milwaukee	65.1%	8.5%	\$35,489	29.4%
Milwaukee County	66.0%	6.9%	\$43,385	21.9%
State of Wisconsin	67.4%	4.9%	\$52,738	13.3%

Source: American Community Survey, 2010-2014 (5-year Estimate)

Table 2-5: Educational Attainment, 2014 (For Residents 25 Years of Age or Older)

	Degree						
	K-8	9-11	High School	Some College	Associates	Bachelors	Graduate
Village of River Hills	1.0%	0.5%	8.2%	9.1%	4.3%	37.0%	39.8%
Village of Brown Deer	1.3%	4.2%	22.9%	24.6%	8.4%	23.2%	15.4%
City of Mequon	0.3%	0.9%	14.0%	15.5%	5.5%	38.4%	25.5%
City of Milwaukee	6.7%	11.5%	30.2%	22.1%	6.7%	14.9%	7.9%
Milwaukee County	4.8%	8.9%	28.6%	21.5%	7.5%	18.6%	10.0%
State of Wisconsin	3.2%	6.0%	32.4%	21.1%	9.9%	18.1%	9.3%

Source: American Community Survey, 2010-2014(5-year Estimate)

Housing

Brown Deer bears the characteristics of a “transition” community, where people (often from the City of Milwaukee) have been attracted to Village amenities – quality schools, parks, security – as well as the opportunity to transition from tenancy to homeownership. The demographic diversity reflected by these statistics bear directly on the types of recreational priorities and choices contained in the CORP. One example is the higher proportion of renters in Brown Deer. Renters often have fewer immediate recreational choices than homeowners, which can have an immediate effect on demand for public, outdoor, recreational opportunities.

Tables 2-6 and 2-7 present household characteristics for the Village, compared with neighboring areas. There appear to be three tiers of municipalities in the greater Milwaukee region, in terms of homeownership versus renting. Brown Deer occupies the middle tier with suburban neighbors like Glendale and Menomonee Falls. However, Milwaukee County and City of Milwaukee neighborhoods adjacent to Brown Deer contain higher percentages of renter households than that found in Brown Deer.

Median home values in Brown Deer remain lower than in other suburbs, slightly higher than those reported for the City of Milwaukee, and distinctly higher than the average for the two Milwaukee ZIP codes bordering Brown Deer. The average household size in Brown Deer was 2.20 persons in 2014, below its suburban neighbors, only slightly lower than the reading from the 2000 Census.

Table 2-6: Household Trends

	Households/#		Per Household		(Proj.)
	2000		2010		2014
Village of River Hills	590	2.76	595	2.68	692/2.77
Village of Brown Deer	5,134	2.27	5,275	2.27	5,715/2.20
City of Mequon	7,861	2.75	8,598	2.56	9,906/2.51
City of Milwaukee	232,188	2.50	230,221	2.50	253,975/2.53
Milwaukee County	377,729	2.43	383,591	2.41	426,468/2.44
State of Wisconsin	2.0 Mil-lion	2.50	2.3 Mil-lion	2.43	2.5 Mil-lion/2.43

Source: United States Census, WI Department of Administration

Table 2-7: Household Characteristics, 2014

	Owners	Renters	Median Value	Median Rent
City of Milwaukee	43.0%	57.0%	\$121,600	\$784
Milwaukee County	50.7%	49.3%	\$154,400	\$802
Village of Brown Deer	66.5%	33.5%	\$151,000	\$905
City of Glendale	68.5%	31.5%	\$208,200	\$1,015
Village of Menomonee Falls	75.2%	24.8%	\$227,100	\$914
Village of Bayside	81.6%	18.4%	\$325,600	\$1,202
City of Mequon	87.0%	13.0%	\$346,900	\$1,307
Village of River Hills	98.2%	1.8%	\$619,900	NA
State of Wisconsin	69.5%	30.5%	\$165,900	\$772

Source: American Community Survey, 2010-2014 (5-year Estimate)

Transportation

Roads & Highways

The Village is served by several county roads and two state highways. State Highway 57 (N. Green Bay Rd.) bisects the Village in a north-south direction. It intersects State Highway 100 (W. Brown Deer Rd.), the primary east-west artery. Bradley Road runs across the southern portion of the Village, intersecting County Highway "G" (N. Sherman Blvd.) and County Highway "D" (N. Teutonia Ave.) in the southeast.

Rail & Bicycle

The Village also contains rail and bicycle assets. The SOO Line/ Canadian Pacific line runs north-south, parallel to N. Green Bay Road. The Village's Recreational Trail, that connects Milwaukee's Oak Leaf Trail to Ozaukee County's Interurban Trail., follows this rail corridor.

Transportation Mode Split

The 2014 American Community Survey recorded 251 residents commuting to work either by foot or by "other means" besides motorized vehicles. This represents 4.1% of the commuting population. The average Brown Deer commuter spent 21.6 minutes getting to work, in 2014. This is virtually unchanged from the commuting time in 2000 (24 seconds).

Table 2-8: Transport Mode Split, Brown Deer, 2014

	2000	%	2014	%
Drove Alone	5,435	85.5	5,113	83.2
Carpooled	603	9.5	467	7.5
Public Transit	53	0.8	130	2.1
Motorcycle	NA	NA	0	0.0
Bicycle	NA	NA	0	0.0
Walked	100	1.5	235	3.82
Other Means	52	0.8	16	0.30
Total	6,355		6,145	

Source: U.S. Census Bureau, 2014 American Community Survey

Bus Transit

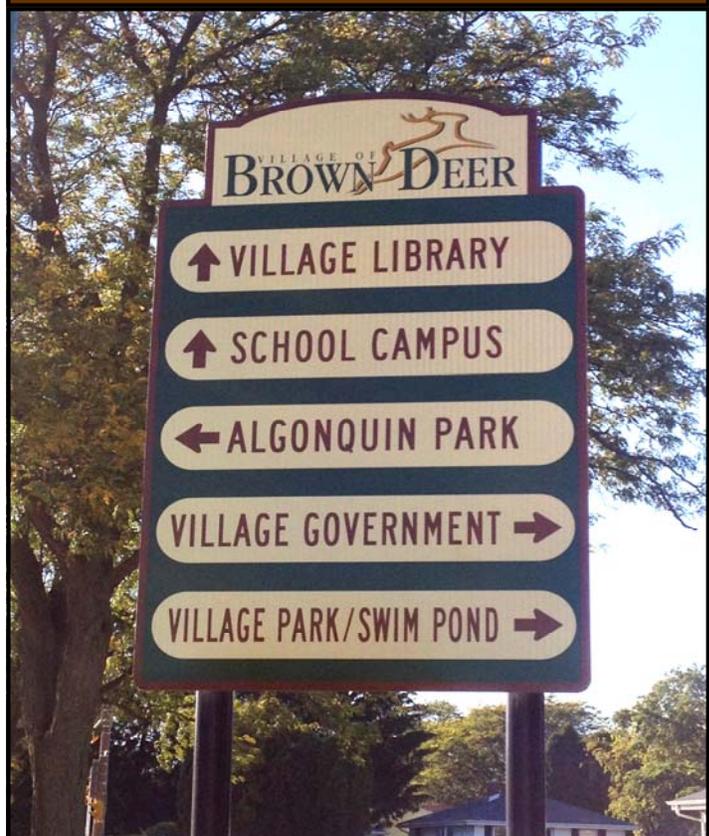
The Milwaukee County Transit System (MCTS) operates three bus lines running through various parts of the Village. Route 76 runs along N. 60th St. and west along W. Brown Deer Road. Route 12 runs along N. Teutonia Ave. and N. Green Bay Rd. to its terminus at Cherrywood Ln. The "Northshore Flyer" (route 49) also runs along N. Green Bay Rd., connecting Village residents directly to downtown Milwaukee.

Table 2-9: Commuting Time (minutes)

	2000	2014
Village of Brown Deer	21.2	21.6
City of Milwaukee	22.5	22.1
Milwaukee County	21.9	22.2
State of Wisconsin	20.8	21.8
United States	25.5	25.2

Source: American Community Survey 2014

Village of Brown Deer Wayfinding Sign



Natural Resources

Environmental Corridors

In their report titled “A Regional Natural Areas and Critical Species Habitat and Protection and Management Plan for Southeastern Wisconsin”, 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 existent or potential recreation sites. SEWRPC uses three categories to distinguish among natural areas of different scale and importance:

1. **“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.
2. **“Secondary Corridors”** are smaller in scale, with a minimum of 100 acres and a minimum length of one mile.
3. **“Isolated Natural Resource Areas”** have at least five acres 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, the Tripoli Country Club grounds, and the stand of trees near A.C. Hanson Park.

Although largely located outside the Village (only 3.5 undeveloped acres are located within Brown Deer), much of Brown Deer Park is designated a primary environmental corridor. It is considered integral to the overall health of the regional ecosystem. This park is widely used by Village residents and seen as an asset to the Village as well as the entire region. The Milwaukee River corridor is also a primary environmental corridor.

Topography

As is the pattern for most of Milwaukee County, Brown Deer’s topography is primarily the result of glaciation occurring during the last Ice Age. The landscape is characterized by gently rolling moraines. Development of the land to accommodate various land uses has altered much of the original terrain. The topography is generally uniform, with one-to-six percent slopes the norm in most areas. The elevation of the Village is approximately 676 feet above sea level.

Climate

The Village of Brown Deer receives 29 inches of rain per year, on average. The United States average is 37 inches. It receives 36 inches of snow per year, compared to a national average snowfall of 25 inches. On average the Village enjoys 189 sunny days per year, slightly below the national average of 205 days. The hottest and coolest months of the year are July and January, respectively. The average high temperature in July is 82 degrees Fahrenheit, and the average low in January is 13.8 degrees Fahrenheit. The “Comfort Index”, which measures humidity during hot months, places Brown Deer at 46, versus the national average of 44, where a higher score means more “comfort”.

Surface Water

Southbranch Creek and Beaver Creek, two tributaries of the Milwaukee River, are the most important surface water resources in the Village, according to the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The Milwaukee River comprises most of the Village’s eastern border with the Village of River Hills. Other surface water resources identified by the regional planning commission include the pond on the property of the Badger Meter Corporation, located at 4600 W. Brown Deer Rd., and another pond on the property of the Tripoli Country Club, located at 7401 N. 43rd Street. In addition, a small portion of the Brown Deer Park Creek flows through the far southeastern corner of the Village.

(Opposite: Figure 4 —
Natural Resources)



Wetlands

The term “wetland” is used broadly to describe areas where the ground is saturated with water, primarily as a result of drainage characteristics or proximity to surface water bodies. Because they serve as an invaluable transition space between uplands and surface water, they often host an above-average endowment of plant and animal species. Having been extensively “built-out” over the span of the previous half-century, Brown Deer’s wetland resources are limited, as defined by the Wisconsin Department of Natural Resources’ “Wisconsin Wetland Inventory”. The three largest wetlands are located:

- Adjacent to Algonquin Park, along 51st St.
- Along Beaver Creek, just north of the Village Hall.
- Near the new Donges Woods subdivision, just south of County Line Rd.

Wetlands have been identified along the banks of the Milwaukee River and in several locations along Beaver Creek, Southbranch Creek, and within Brown Deer Park. They are generally classified by the composition of the flora they contain. Brown Deer contains forested, shrub, and wet meadow wetlands. The Wisconsin Department of Natural Resources (DNR) maintains an online mapping service that can be referenced for more information about wetlands.

Soils

According to the SEWRPC’s soil mapping service, Brown Deer possesses approximately a dozen different soil types in abundance, belonging almost exclusively to the “silt loam” category. Silt loams are characterized by a relatively high proportion of granular material. They are not ideal for agricultural purposes owing to poor drainage characteristics.

The following soils are known to exist within Brown Deer in significant quantities: Ozaukee Silt Loam, Mequon Silt Loam, Ashkum Silt Loam, Martinton Silt Loam, Colwood Silt Loam, Clayey Silt Loam, Casco Silt Loam, Grays Silt Loam, Fox Sandy Loam, Montgomery Silty Clay, and Pella Silt Loam.

Woodlands

A woodland is loosely defined as an area populated with trees and shrubs. Woodlands are smaller in size and less densely wooded than forests. According to the SEWRPC, woodlands can exist within an environmental corridor or alone. However, the title of “environmental corridor” is usually reserved for those woodlands comprising at least 5 acres, and containing other natural features. Areas described as woodlands are always smaller than those designated environmental corridors. A stand of trees, for example, may be classified as a woodland. Woodlands provide a viable habitat for birds and other animals. They also prevent soil erosion and their foliage removes carbon dioxide from the local air. The Village possesses several stands of trees that are smaller than forests, yet fit the description of a woodland outlined by SEWRPC and the Wisconsin DNR.

Flora, Fauna

Because there are very few natural habitats left in the Village, no endangered species have been surveyed or identified specifically within Brown Deer. The North Shore suburbs, however, are home to a variety of avian wildlife and small mammals common to urban areas, including songbirds, deer, foxes, rabbits, squirrels, and chipmunks. The Village of Brown Deer was recently recognized for efforts to protect avian species, and has enjoyed recognition as a “Bird City” for three consecutive years now.

Land Use

Current Land Use Patterns

Village land usage encompasses a range of residential, commercial, industrial, and public development. Single-family residential development is dispersed throughout the northwestern, southwestern, and southeastern quadrants of the Village. Extensive pockets of multi-family unit developments are located in the northeastern section of the Village. Large clusters also exist at the western end of the Village, and in the south of the Village, along Bradley Road. Extensive commercial development is concentrated in the northeastern quadrant of the Village and along larger roads. Notable examples include the Marketplace of Brown Deer at the intersection of state highways 57 and 100, the Original Village District just southwest of the intersection of W. Brown Deer Rd. and N. Green Bay Rd., the Bradley Plaza and Bradley Village areas along W. Bradley Rd., and the Brown Deer Center at the Village's western end. Significant office space, is concentrated within the Brown Deer and Opus North business parks in the Village's northeastern quadrant. Industrial uses are concentrated along W. Brown Deer Rd. and within Brown Deer Industrial Park.

Public parks are dispersed throughout the Village. Governmental uses for land are centrally located, for the most part. The Village Hall, Police Department, North Shore Health Department, and Village Park are clustered together centrally, just north of W. Brown Deer Rd. The Brown Deer Municipal Complex & Recycling Center and the North Shore Fire Department are nearby, on the southern side of W. Brown Deer Rd. Agricultural use of the land has virtually disappeared. The Village is now largely built out, and few acres of virgin land remain for development.

Future Land Use Patterns

In outdoor recreation and open space planning, the location of future residential development is very important, especially when planning future park locations. Brown Deer is not expected to experience significant growth in population between 2013 and 2040. Changes in population within the Village will likely reflect changes in concentration or density rather than any "net" growth in the number of total residents. Even though the total population is not growing, changes within the Village are still occurring. Below is a list of areas that may experience land use changes in the short and long term:

Potential Changes in the Short-Term (0-2 years):

- Beaver Creek residential redevelopment.
- Redevelopment of commercial land along W. Bradley Road, from 51st Street to Teutonia Avenue.

Potential Changes in the Long-Term (2+ years):

- Potential for Mixed-use development along Green Bay Road.
- Increasing residential density in the Original Village District area.
- Residential redevelopment of the Stange Greenhouse site
- Redevelopment of the Bank Mutual business park, and land along the southern side of W. Brown Deer Rd., from 64th St. to 68th St.

CHAPTER 3



Parks and Recreation: An Asset Inventory

The Village of Brown Deer owns and operates two municipal parks, totaling 21 acres in size. The Village also offers a multi-purpose linear trail and several recreational amenities at the Brown Deer School Campus, which occupies 63.8 acres. The multi-use/recreational trail

links the Ozaukee Interurban Trail and the City of Milwaukee's Oak Leaf Trail. Milwaukee County also operates A.C. Hanson Park and Algonquin Park, which provide an additional 23 acres of space. The Village is also currently in the process of creating a 2.6-acre park and canoe launch that will allow the public unprecedented access to the Milwaukee River.



Village Parks and Recreation Assets:

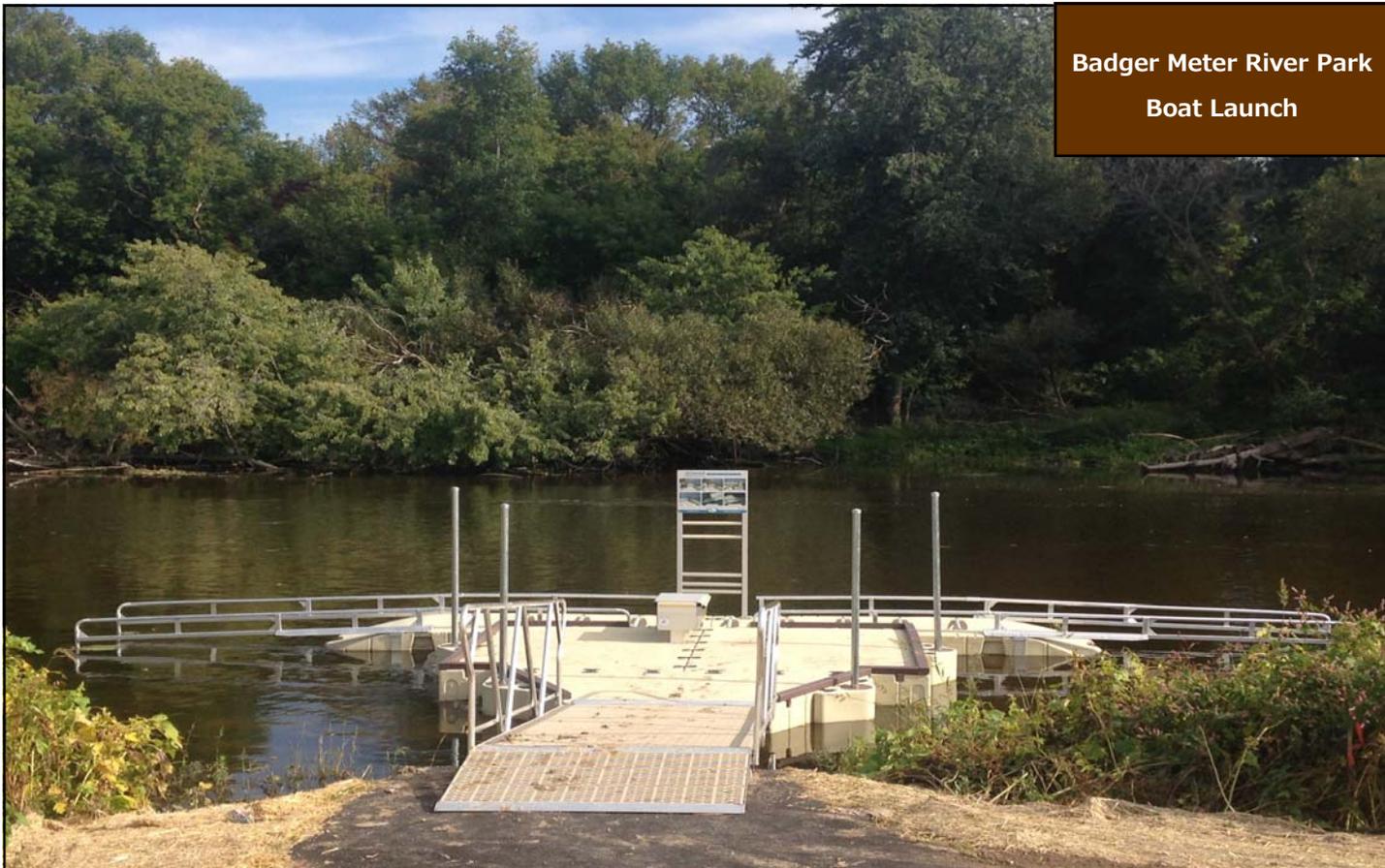
The Milwaukee County Park System (the top-rated park management system in the United States in 2010) also operates Brown Deer Park. While only 3.5 acres lie within Brown Deer, the park provides 363 acres for open space and recreational uses, immediately adjacent to the Village. The county system also operates Kohl Park, which borders the Village to the northwest and provides an additional 275 acres for open space and recreational uses. These assets allow residents relatively easy access to over 745 acres of open space for recreational uses. While largely located outside of the Village boundaries, both Kohl Park and Brown Deer Park will be utilized in the overall needs analysis in Chapter 5.

A private non-profit group, the River Revitalization Foundation (RRF) owns 2.2 acres of land that is permanently deed restricted to allow public access. The site features a walking path from the adjacent Oak Leaf Trail to enjoy passive recreational pursuits. Finally, the Tripoli Country Club is a private recreation site within the Village which is not factored into the needs analysis.

Future Park Assets

Badger Meter River Park

The Village’s Comprehensive Plan called for greater public access to the Milwaukee River. As part of this effort the Village recently completed the purchase of 2.6 acres of excess right-of-way at the southeast corner of W. Brown Deer Rd. & N. Kildeer Ct. The property also features hundreds of feet of Milwaukee River frontage. The Village intends to create a universally accessible, non-motorized boat launch on the site with other passive recreation. This site may also serve as a key linkage to a larger publicly accessible green space system linking natural areas to the east (in River Hills) and north, as envisaged in the URS-led Sub-Area Plan “North River Corridor”. This facility will be known as Badger Meter River Park.



**Badger Meter River Park
Boat Launch**

VILLAGE PARK

This 10.8-acre park is located in the northeastern part of the Village (see Figure 6, on page 23). It is surrounded by several significant municipal structures and natural resources, including the Village Swim Pond, the Historic Little White School House, Beaver Creek, the Brown Deer Recreational Trail, and Village Hall. The park itself includes areas for both passive and active recreation. Its large commons area and two large, outdoor pavilions make it an ideal setting for larger private gatherings and several public events. These include: the Village's 4th of July commemoration, the Community Vibes Concert Series, and the National Night Out celebration, among others. In terms of physical equipment and assets, the park itself contains:

- 2 open-air shelters
- The Brown Deer Swim Pond & Bathhouse
- Restroom facilities
- 1 concession stand
- 1 sand volleyball court
- Chemical building for pond operation
- 2 play structures (including 1 Tot Lot)
- 1 sledding hill
- 1 Oak Leaf Trail spur (connecting the Brown Deer Recreational Trail to 51st St.)
- The Historic Little White School House (1884)
- 1 Bubbler
- 1 Bicycle Rack (seasonal)
- Changing rooms
- Staff area

The Historic Little White Schoolhouse (1884)



One of two
Outdoor Pavilions



The Swim Pond
& Bathhouse



The Historic Little
White Schoolhouse



FAIRY CHASM PARK

Before recent redevelopment of Brown Deer's School Campus took place, this was the Village's primary public athletic facility. Several youth soccer, baseball, and basketball teams call this park their home field. The park also contains playground facilities for children of all ages.

This 10-acre park is located in the northern part of the Village, roughly one half-mile to the west of Village Park, and roughly one half-mile east of A.C. Hanson Park (see Figure 2 on page 11). These three parks are connected by the Oak Leaf Trail, which runs past Fairy Chasm Park's southern side along Fairy Chasm Road. The park's design reflects an emphasis on youth team sports activities. The park houses a basketball court, three soccer fields, two baseball/softball diamonds, and a larger modular playground facility. The park is used by the Parks and Recreation Department for organized sports programs throughout the year. In terms of physical equipment and assets, the park itself contains:

- 1 Baseball Diamond (90', fenced, with bleachers)
- 1 Softball Diamond (60', with bleachers)
- 1 Soccer Pitch (40-Yard, U8)
- 1 Soccer Pitch (70-Yard, U10)
- 1 Soccer Pitch (90-Yard, U14)
- 1 Bubbler ("Drinking Fountain")
- 1 Playground Facility
- 1 Bicycle Rack
- Asphalt parking lot
 - In-ground sprinkler systems
- Restroom Facilities
- 1 Basketball Court
- 42 Parking Spots (1 handicapped)
- 4 Trash Receptacles
- 2 Park Benches (3-Yard)

Basketball
Court



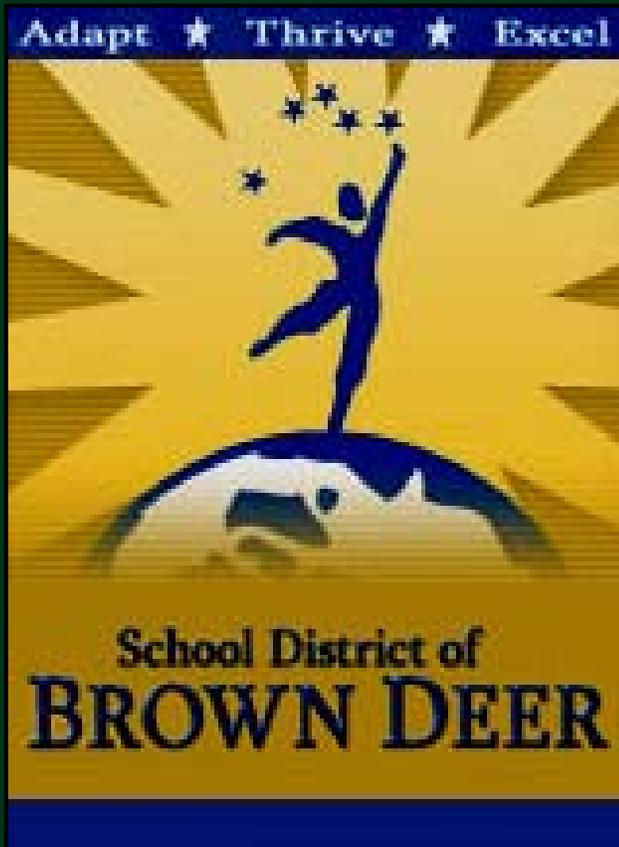
Playground
Facility



U8, U10, U14
Soccer Fields



THE BROWN DEER SCHOOL CAMPUS



The Brown Deer School District Campus covers 63 acres of land in the southwest quadrant of the Village. In addition to forming the core of Brown Deer's educational infrastructure, the newly redesigned campus will provide substantial outdoor recreational assets for use by the entire community. The reconfiguration of school district facilities has created the largest contiguous green space entirely within the Village's borders.

Most of these resources are available for public use on a daily basis. They include:

- A network of walkways and paths ("spines") allowing pedestrians to cross the campus on foot in all four cardinal directions
- Tall grass plantings along the creek that absorb sound, attract wildlife, reduce wind speed, and provide educational opportunities for students.
- 3 soccer pitches (1 regulation-size, 2 practice fields)
- Bicycle paths and racks
- 427 parking spaces (16 handicapped)
- 3 baseball diamonds (1 High-School Regulation, 2 "skinned ball" fields)
- 1 high school football field
- 1 outdoor running track (1600m, 8-lane)
- 7 tennis courts
- 2 playground facilities (elementary school)
- 1 outdoor geology garden
- 1 outdoor WorldTrail fitness path
- 2 basketball courts
- 1 disc golf course
- 1 sledding hill
- 3 sand volleyball courts (under construction)
- Indoor facilities include: gymnasias, climbing wall, a workout room (treadmills, free weights, weight machines, locker rooms), a swimming pool, indoor track, basketball courts.
- Several plantings of flora specifically designed to enhance the area's attractiveness to native bird species (Cornelian-Cherry Dogwood, Columnar Flowering Crabapple trees, Rattlesnake Master)



Figure 4: Brown Deer School District Master Plan Conceptual Design

County Parks

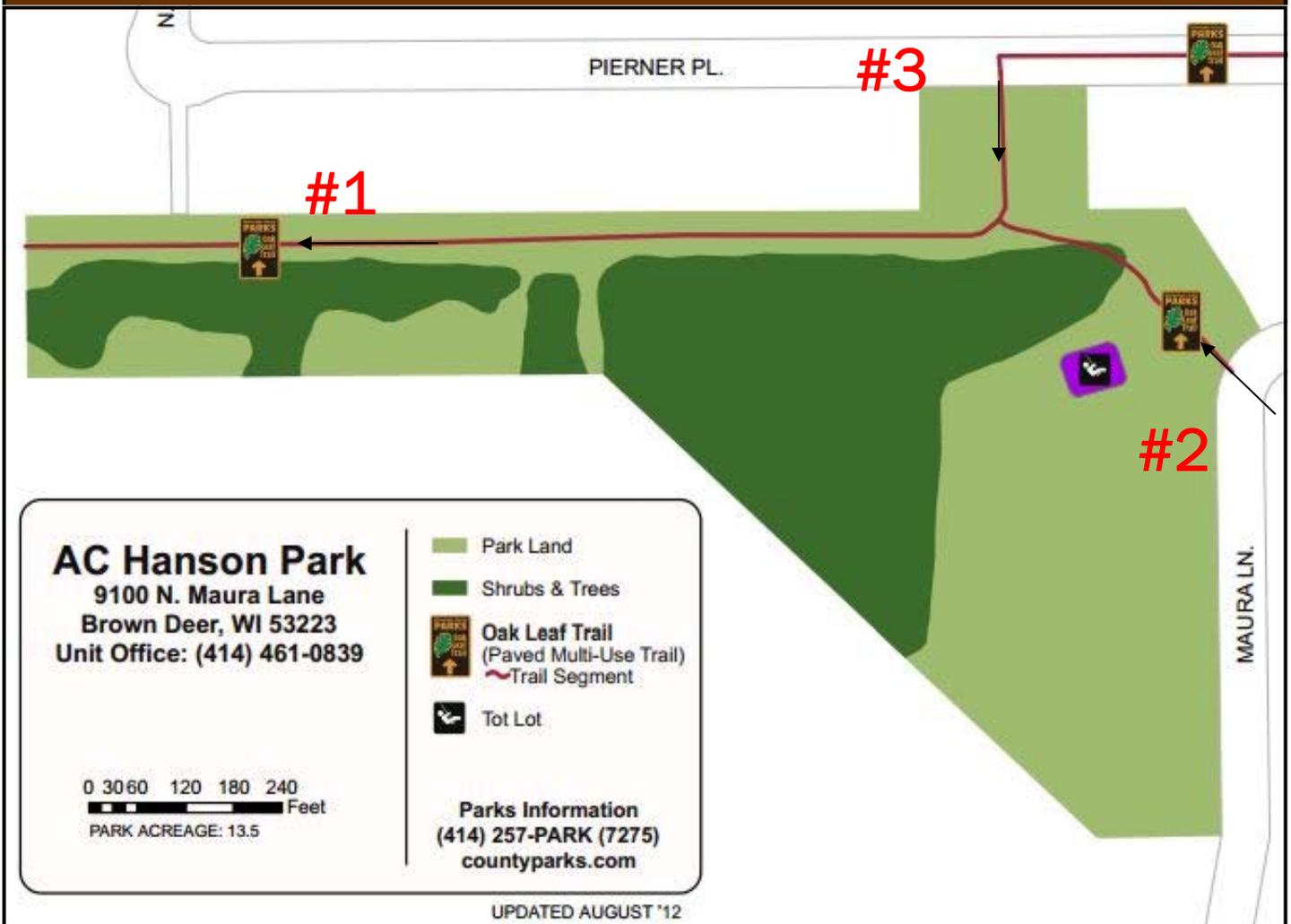
A.C. Hanson Park

This 13.5-acre park is located in the northwestern part of the Village (see Figure 11, on page 55). Like Village Park, it also contains a large commons area and a modular playground facility. It is located in a residential area, isolated from major roads. To the north, west, and east of the park, it is surrounded by single-family residences. To the west, however, it adjoins woodlands that connect to the City of Milwaukee’s Kohl Park. The Oak Leaf Trail runs through the northern end of A.C. Hanson Park to connect to Kohl Park.

The park features:

- 1 Modular Playground Facility
- Meadow/Commons
- Woodlands (SEWRPC-Designated Natural Area)
- Isolation from major roads
- Physical connection to Milwaukee County park system (Kohl Park, Oak Leaf Trail)
- Oak Leaf Trail spur connecting to future Kohl Park trails

Figure 5: A.C. Hanson Park



#1: Oak Leaf Trail, heading into woodlands adjoining Kohl



#2: Eastern entrance to A.C. Hanson Park, Facing woodlands



#3: The northern entrance to the park (from W. Pierner Place)



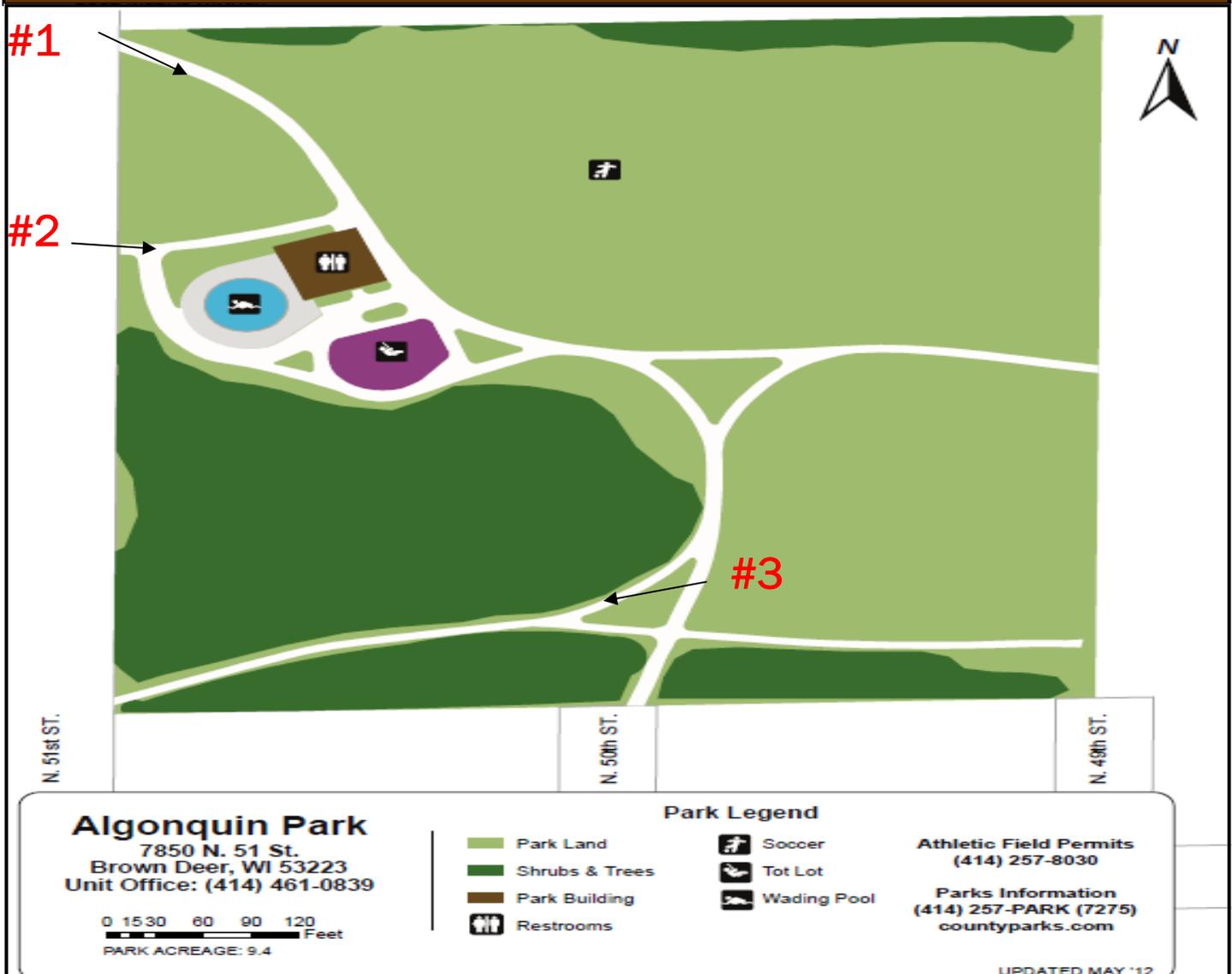
Algonquin Park

This 9.4-acre park is located in the south-central part of the Village (see Figure 6, on page 23). This park provides green space and outdoor recreation options for many residents of the southern end of the Village who would otherwise find it difficult to walk to or access the Brown Deer School Campus, Brown Deer Park, or the Tripoli Country Club grounds. Residents can access the park and adjoining woodlands from six separate points. The park is a crucial green space for elderly residents, with three major senior housing centers located within a 1/4-mile of the park.

The park features:

- Park building
- Play structure
- Baseball field
- Adjoining woodland area (with lit trail)
- Soccer field
- Wading pool
- Paved Walking Path
- Restrooms/concession stand
- Benches

Figure 6: Algonquin Park



#1:

Northwestern
entrance into
Algonquin Park
from N. 51st



#2: County
facility and
playground
adjoining
woodlands



#3:

Woodland path
along southern
side of the park



BROWN DEER PARK



Brown Deer Boathouse Pavilion

The Boathouse Pavilion pictured above has been discussed as a possible location for a community Biergarten, modeled after the successful effort to re-establish the Milwaukee Biergarten tradition in Shorewood's Estabrook Park. Milwaukee County recently also extended a paved trail alongside the western border of the park that connects cyclists to the Brown Deer Recreational Trail.

This 362.5-acre park is one of the gems of the Milwaukee County park system. Most of the park is located within the borders of the City of Milwaukee, and not the Village of Brown Deer. Nonetheless, it forms an important component of the outdoor recreation environment for Village residents, especially those in the southeastern quadrant.

Cross Country Skiing



Golf Course & Amenities

Figure 7: Brown Deer Park



KOHL PARK



This 275-acre park, also run by the Milwaukee County Park System, is located entirely outside the boundaries of the Village of Brown Deer. However, it borders the western edge of the Village. Its master plan has never been implemented due to budgetary constraints at the county level. Some work has already been completed, however. Several miles of trail have been cleared, drainage structures have been built, signage including kiosks are in place, and several scout troops and student volunteers perform regular maintenance on the park grounds to inhibit invasive species and to keep trails clear. Long term plans include the extension of the Oak Leaf Trail into and through the park. When the master plan is eventually implemented, this park will provide substantial recreational and open space access, at a scale similar to that of Brown Deer Park.

Hiking trail—Kohl Park



An old silo slowly overgrown by Kohl Park

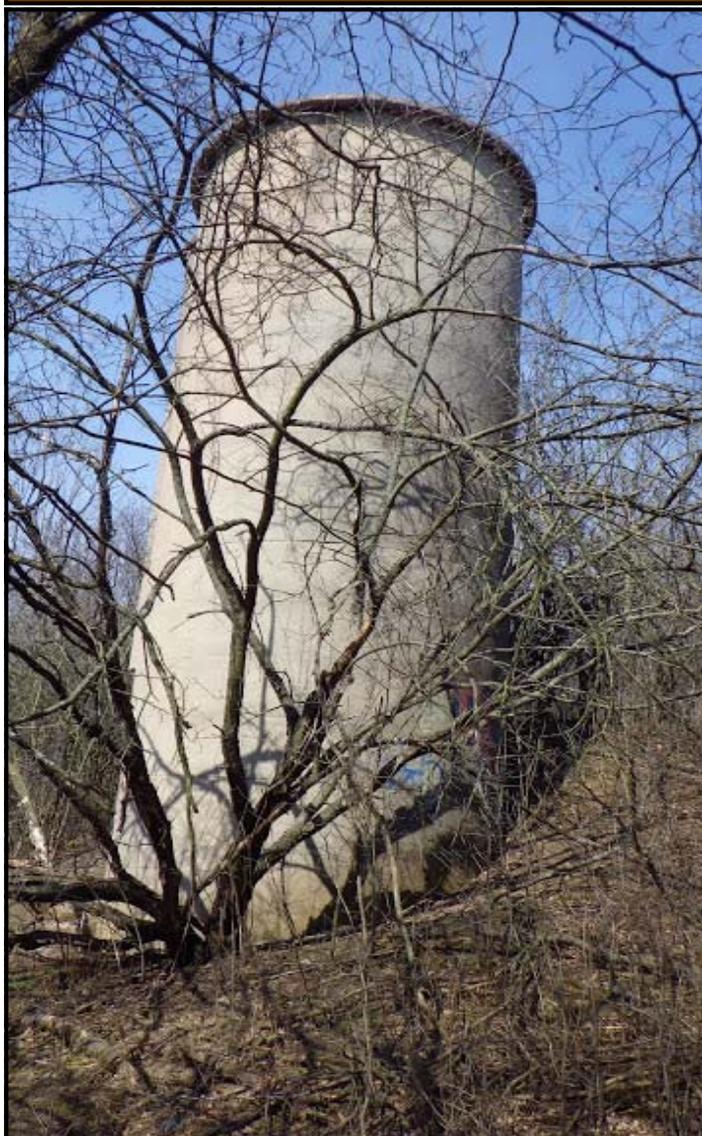
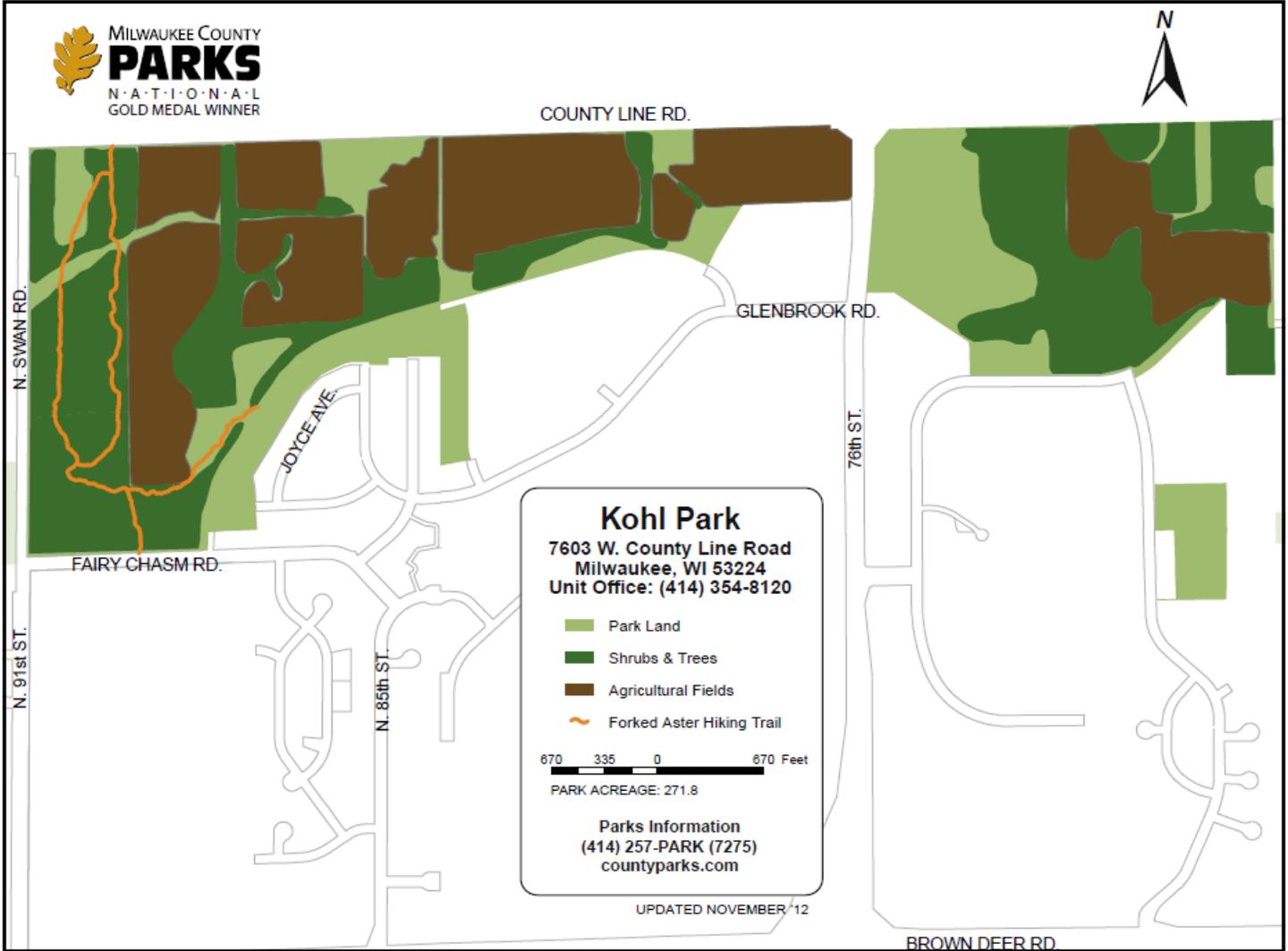


Figure 8: Kohl Park

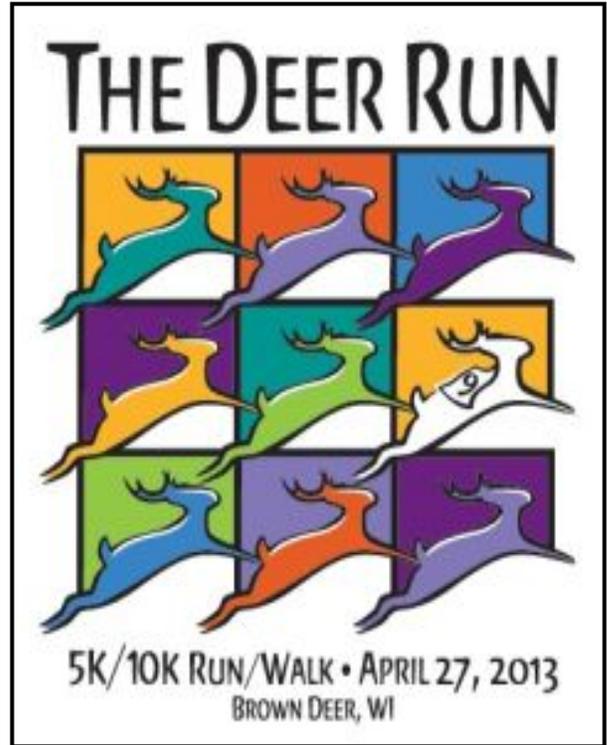


RECREATIONAL PROGRAMMING



Events like the July 4th Parade pictured above are just one part of an array of opportunities the Village provides for residents to maximize their recreational options. Village programming allows residents to enjoy the great outdoors, yet also allows them to enjoy indoor recreation activities when the weather or season does not permit many popular outdoor activities. It also creates educational and fitness opportunities for children, families, the elderly, and the physically disabled.

The Village's Park & Recreation Department is responsible for the development and operation of recreation programs and park facilities in Brown Deer. Most classes and programs are subsidized for residents. Sessions usually last a few weeks and are flexibly scheduled to accommodate work hours and school schedules. Below is a listing of the types of recreational programming options and "sessions" available to Village residents (Table 3-1).



**Recreational Programming
Brown Deer Youth Football**



Brown Deer Swim Pond



The Deer Run (Participants can run or walk either 5k or 10k. Runners start and end at Village Park, running through residential neighborhoods within Brown Deer.)

Table 3-1: Recreational Programming

Category	Activity
Youth Enrichment	Dance lessons, piano lessons, drama class, parent and child art classes, babysitter training, various playground-centered activity camps
Youth Sports	Soccer, baseball, softball, T Ball, basketball, track and field, football, flag football, volleyball, tennis, golf, swimming, day camps
Adult Programs	Dance aerobics, toning with hand weights, yoga, ballroom dance classes, Zumba, disc golf, and adult swimming lessons.
Older Adult Programs/Events	Senior Citizens Club, AARP driver safety training, Senior Exercise, carving.
Family Programs	Babysitter training, parent/child art classes, Parent’s Class for parents with Teenage Drivers, Family Movie Night at Village Park
Community Events	Family Movie Night, Night Out for Justice, Community Vibes, 4 th of July celebration, National Night Out, the annual “Deer Run”

CHAPTER 4



Parks & Open Space Analysis: Definitions, Terms, & Classifications

In order to help guide the park planning process, it is important to identify standards that can serve as benchmarks to evaluate the adequacy of Village parks. The Village uses standards created by the National Recreation & Park Association (NRPA) to guide the determination of park requirements. These standards enable a community to determine how well its existing recreational facilities meet the needs of residents at the present time, as well as allowing planners to project future needs for such facilities. These standards are typically expressed as a population ratio (minimum number of acres recommended per 1,000 persons). The NRPA recommends that a community's park system be composed of a "core" system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 residents. This standard suggests that the Village needs between 75 and 125 acres of developed open space. It should be noted that while such standards provide acceptable target guidelines for the provision of parks and open spaces, a more thorough and accurate analysis of the Village's park system must emphasize local demand and historic expectations for recreational resources. The following profiles describe each typical park system component and provide examples of each type of park.

Mini-Parks/Pocket Parks

General Description: These parks offer specialized facilities that serve a centralized, concentrated or specific group such as young children or senior citizens.

Service Area: Less than ¼ mile in residential areas

Desirable Size: 1 acre or less

Acres per 1,000 Population: .25 to .5 acres

Basic Facilities and Activities:

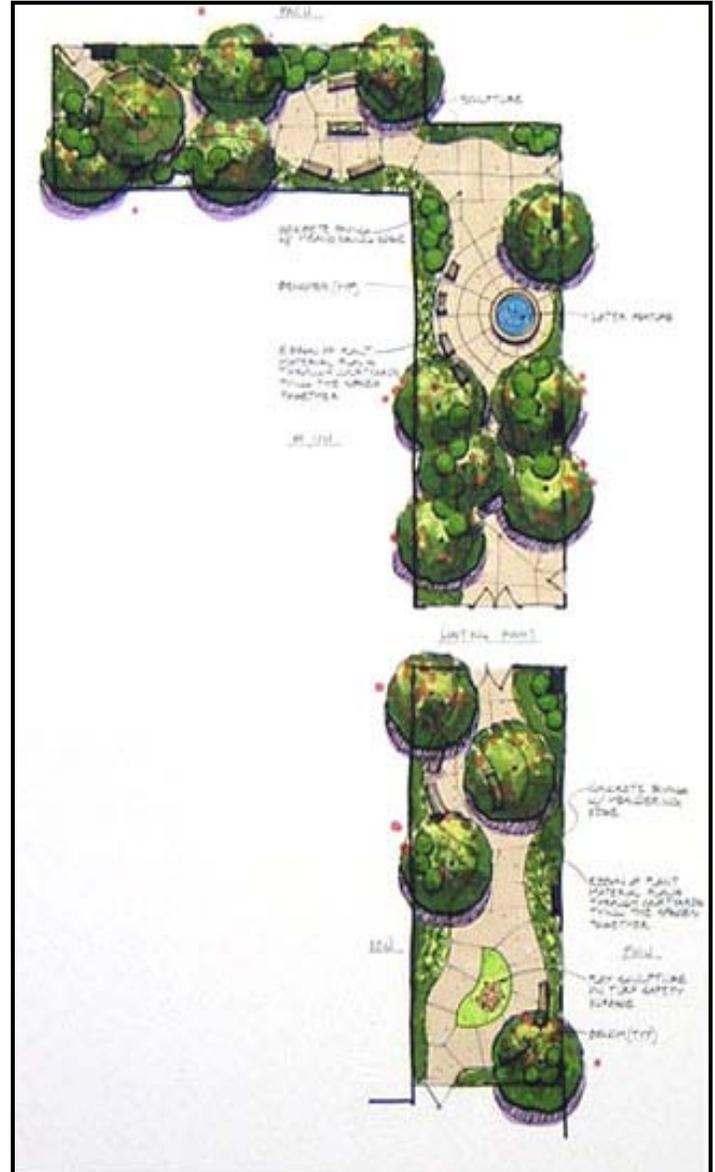
- Playground equipment and structures for preschool and elementary school age children
- Conversation and sitting areas arranged to permit easy surveillance by parents
- Landscaped areas that provide buffering and shade
- Lighting for security at night (cut-off, fixtures)
- Parking not typically provided

Desirable Site Characteristics:

- Suited for intense development
- Easily accessible to the neighborhood population
- Centrally located in close proximity to residential development
- Accessible by walking or biking
- Well buffered by open space and/or landscape plantings, often separated from roadways by barriers such as fences

Village of Brown Deer Mini-Park/Pocket Parks:

(None)



Below: Example of a Pocket Park (Santa Monica, California)



Neighborhood Parks

General Description: These parks are designed specifically to accommodate residents living within the immediate surrounding area. They are often characterized by active recreational facilities such as baseball and soccer fields, but should also incorporate some passive recreational areas for picnicking and nature study.

Service Area: ¼-to-½ mile radius uninterrupted by non-local roads and/or other physical barriers

Desirable Size:

- “Small”: 1-5 acres;
- “Large”: 5-10 acres

Acres per 1,000 Population: 1.0 to 2.0 acres

Basic Facilities and Activities:

- Active recreational facilities such as playfields, tennis courts, basketball courts, playgrounds, ice-skating rinks
- Passive recreational facilities (picnic/sitting, nature study areas)
- Service buildings for shelter, storage and restrooms
- Lighting for security at night
- Adequate on-street and off-street parking
- Not intended to be used for activities that result in overuse, noise, and increased traffic with exception of limited use by youth teams

Desirable Site Characteristics:

- Easily accessible to the neighborhood population
- Accessible by walking or biking

Village of Brown Deer Neighborhood Parks:

- **Algonquin Park:** 9.1 acres
- **Fairy Chasm Park** 10.1 acres

Community Parks

General Description: These parks have areas of diverse environmental quality. They may include areas for intense recreational facilities, such as athletic complexes for organized sports, large group picnicking, and community gatherings. They

may also feature areas of natural quality for activities such as walking, biking, and viewing that are supported by trail systems.

Service Area: 1 to 2 mile radius (several neighborhoods)

Desirable Size: 25+ acres is desirable

Acres per 1,000 Population: 5.0 to 8.0 acres

Basic Facilities and Activities:

- Active recreational facilities (areas for swimming and boating, biking/walking/skiing trails, playfields, playgrounds, sport courts)
- Passive recreational facilities (walking trails, picnic/sitting, nature study areas)
- Service buildings for shelter, storage, restrooms
- Facilities for cultural activities (plays and concerts in the park, etc.)
- Buildings with multi-use rooms for crafts, theatre, restrooms, social activities, older adult use
- Lighting for night-hour security, adequate off-street parking

Desirable Site Characteristics:

- May include natural areas, such as bodies of water or wooded natural areas
- Easily accessible to the neighborhood population
- Accessible by walking or biking

Village of Brown Deer Community Parks:

- **A.C. Hanson Park** (12.8 acres)
- **Brown Deer School Campus** (63.8 acres)
- **Village Park** (10.8 acres)
- **Brown Deer Park** (362.6 acres; It lies mainly within the City of Milwaukee, but provides substantial recreation opportunities to the community. It is easily accessible to thousands of Village residents.)
- **Kohl Park** (270 acres; This park is technically outside the Village, wholly within the borders of the City of Milwaukee. However, like Brown Deer Park, it adjoins the Village. It is a younger park, and many recreation projects remain incomplete. However, when complete, this park will

probably provide substantial recreation opportunities for residents of the northwest corner of the Village at a scale similar to those that southeastern Village residents derive from Brown Deer Park.)

Acres per 1,000 Population: Variable - most Linear Park areas are not included in the overall community calculation of park and recreation space per 1,000 persons.

Linear Parks

General Description: Linear parks accommodate various outdoor activities, such as biking, hiking, walking, jogging, nature study, and cross country skiing. A well-designed park system provides connections between parks and open space lands through the use of linear park areas. Linear parks can be designed to serve different functions and to accommodate various, and sometimes conflicting activities.

Service Area: Variable - depends on length & size

Desirable Size: Sufficient width to protect the resource and provide maximum use.

Desirable Design Criteria for Multi-Use Paths:

- Minimal width of 10 feet to accommodate two-way bicycle traffic, and recommended paved surface to facilitate biking, walking, running, and other active recreational pursuits.
- Avoid placement alongside roadways where multiple cross-street and driveways are or will be present.

Desirable Design Criteria for Walking/Hiking Trails:

- Because these trail facilities often travel through environmentally sensitive areas, they are generally not paved. Rather, they are surfaced with crushed limestone, decomposed granite, wood chips, hard packed earth or mowed grass.

Village of Brown Deer Linear Parks: (None)

Example of a linear park (San Antonio, Texas)



Special Use Areas & Conservancies

General Description: Areas of open space that cannot be measured by a quantifiable standard because of their unique and diverse contributions to the community. Special Use Areas enhance an overall park and open space system by maintaining and improving the community's natural resource base, accommodating special activities that aren't included in other parks, and providing interconnections between isolated parks and recreation areas. Examples of Special Use Areas are varied but can include those lands that accommodate passive or special recreational activities, such as golf courses, sledding/skiing hills, marinas, beaches, display gardens, arboreta, and outdoor amphitheaters, as well as lands that have been protected for their environmental significance or sensitivity and provide limited opportunity for recreational use. Examples of the latter may include water bodies, floodplains, wetlands, shorelands and shoreland setback areas, drainage ways, storm-water management basins, conveyance routes, environmental corridors or isolated natural areas, wildlife habitats, areas of rare or endangered plant or animal species, prairie remnants, and restoration areas.

Detention facilities are a key to storm water management along Southbranch Creek. The Village was awarded a \$1.3 Million Hazard Mitigation Grant (following the August 1998 floods) to purchase ten badly damaged homes along the creek, on West Churchill Lane. The homes were acquired and demolished. A detention basin was built in their place, with a seven million gallon rainwater capacity. The Milwaukee Metropolitan Sewerage District (MMSD) funded the construction of the Churchill Lane detention basin at this four-acre site. The Churchill Stormwater Basin was redeveloped with a clear set of stormwater mitigation functions in mind. In addition to these practical functions, the redesigned basin also serves as a large green space. The broad expanse of the basin across ten former residential parcels improves the area aesthetically, and has tremendous potential to serve the Village as a passive recreation destination.

Service Area, Desirable Size: Variable - depends on function

Acres per 1,000 Population: Variable - Most of these areas are not included in park and recreation space calculations. Their value extends beyond community boundaries and contributes significantly to overall quality of life.

Basic Facilities and Activities: Variable - some may include:

- Active recreational facilities such as swimming and boating areas, ski hills, trails, ice rinks, and golf courses
- Passive recreational facilities such as walking trails, picnic/sitting areas, and natural study areas
- Service buildings for shelter, equipment storage/rental, concessions, and restrooms
- Signage, trail markers, trash bins, and information booths
- Lighting for security at night
- Off-street parking spaces if appropriate to the area

Village of Brown Deer Special Use Areas:

- Churchill Stormwater Basin
- River Revitalization Foundation Parcel
- Meadowside Subdivision Trail System

The River Revitalization Foundation also purchased 2.24 acres along Southbranch Creek, at the intersection of Green Bay Road and Teutonia Avenue, with funds from the WDNR Knowles-Nelson Stewardship Fund. The site was a former homestead within a floodplain that was neglected for more than fifty years.

Several governmental and business entities assisted with the completion of the project. With funding assistance from the Village of Brown Deer, the Coastal Management Program and several partners including: We Energies, WDNR, WisDOT, Milwaukee County, Mead & Hunt, Badger Meter and others, the creek and the unique 2.24 acre wooded lot was restored. Milwaukee County Parks also extended the off-street Oak Leaf Trail through this property. (Two other major detention basins were also constructed along Southbranch Creek with the help of MMSD. A 2.5-acre detention pond was built adjacent to the Brown Deer Public Library, on W. Bradley Road. This detention facility is capable of holding approximately 5.5 million gallons of water during a rainstorm and also provides water quality benefits

for Southbranch Creek as required by the DNR. After a rain, water captured in the basin will be released back to Southbranch Creek at a slow, controlled rate. Another basin, covering 5 acres, was constructed adjacent to Dean Elementary School, on N. 55th Street. The basin is capable of holding approximately 4 million gallons of water during a rainstorm. The project saw the excavation of a shallow floodplain area adjacent to Southbranch Creek’s North Tributary. As a result, 2 baseball fields were rebuilt.)

The Meadowside residential subdivision, located in the eastern part of the Village just south of the Badger Meter headquarters, possesses its own trail system. This trail runs through the backyard of several dozen homes in the subdivision, providing a valuable green space from hundreds of residents. The trail is equipped with an array of VitaCourse Fitness signs and equipment along its route. The trail itself could one day be extended in either direction to connect Arbon Drive to Teutonia Avenue.

Recreational Trails

General Description: These multi-use, multimodal conduits connect parklands and other recreation assets. Clearly marked trail segments, often composed of asphalt paths, parkway land, and municipal streets, allow bicyclists, hikers, walkers, and joggers to enter or leave the trail at several marked points. The “greater” trail is often interrupted in early phases at several points, as land is slowly acquired and repurposed to build an “emerald necklace” that might encircle a municipality, county, or even multi-county region. The Brown Deer Recreational Trail, in addition to connecting green spaces within the Village, connects the Ozaukee County Interurban Trail with Milwaukee County’s Oak Leaf Trail.

Service Area: ½ mile

Desirable Size: Completion of an uninterrupted loop of trail around a designated target area.

Acres per 1,000 Population: Variable

Basic Facilities and Activities:

- Accessibility should be universal (easily accessible to all ages, and free admittance to the public)
- Conversation and sitting areas arranged to permit easy surveillance by parents
- Landscaped areas that provide buffering and shade
- Lighting for security at night (cut-off, fixtures)
- Parking not typically provided

Desirable Site Characteristics:

- Suited for intense development
- Easily accessible to the neighborhood population
- Centrally located in close proximity to residential development
- Accessible by walking or biking
- Well buffered by open space and/or landscape plantings, separated from roadways by physical barriers

Village of Brown Deer Recreational Trails:

- Brown Deer Recreational Trail
- Oak Leaf Trail



Meadowside Subdivision Fitness Trail Sign



View of the Churchill
Stormwater Basin
(from the
southeastern corner)

CHAPTER 5

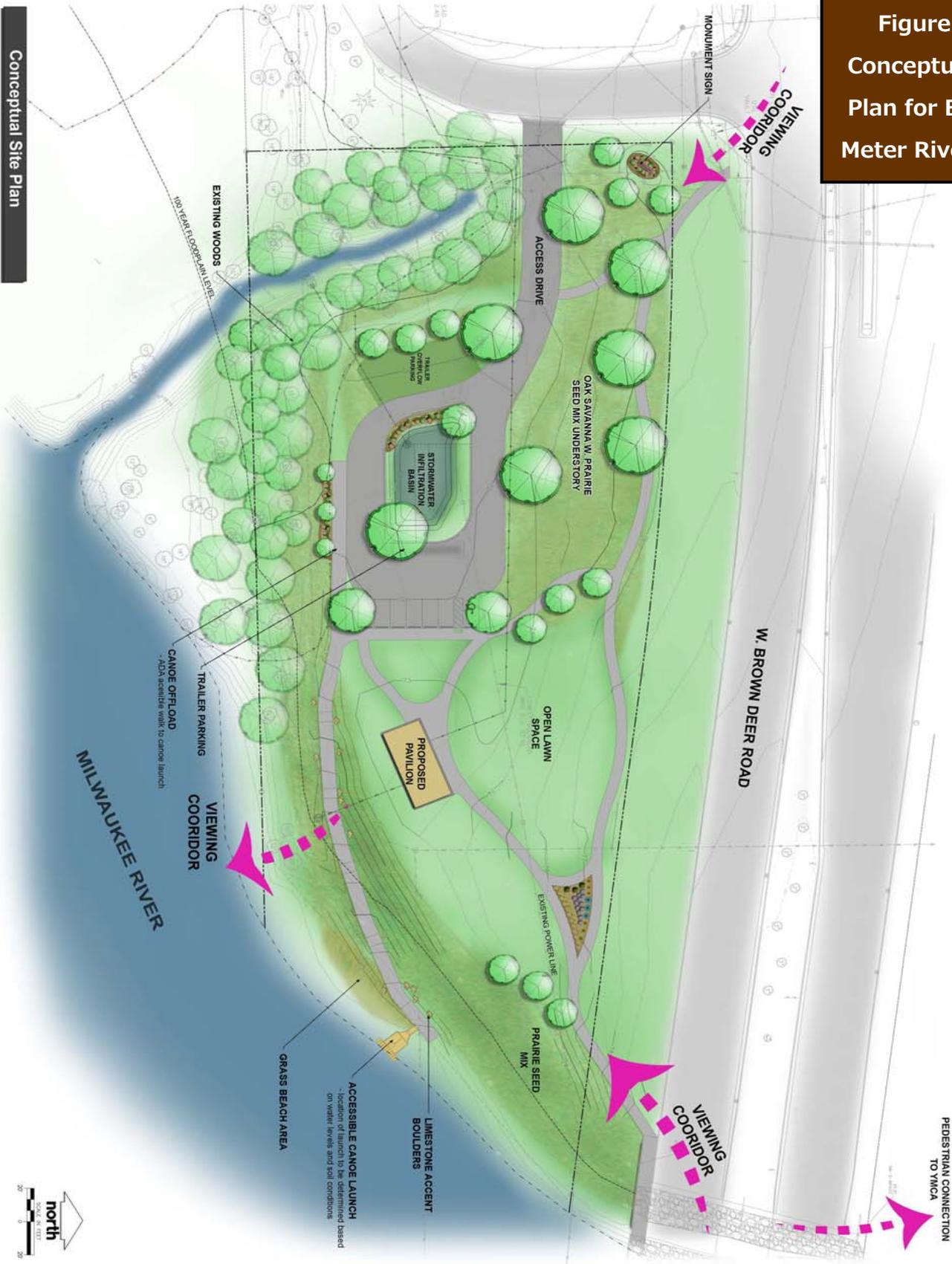


Parks & Open Space Analysis: Quantity and Quality

T*his chapter presents a description of the park and recreation facilities available to Village residents. A quantitative assessment is made to evaluate the degree to which Village facilities and programming meet current and projected standards defined by organizations like the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and the National Recreation and Park Association (NRPA). In addition to a quantitative assessment, the chapter also contains a description of the qualitative challenges faced by the Village, and those partially addressed by several goals defined in the “Implementation Guide” of the Village’s Comprehensive Plan. After these assessments and descriptions are made, the chapter focuses on the manner in which park and recreation needs might change in the future, given current demographic and economic trends. These observations and analyses serve as a basis for recommendations outlined in Chapter 8 (“Recommendations”).*

Conceptual Site Plan

Figure 10:
Conceptual Site
Plan for Badger
Meter River Park



VILLAGE OF BROWN DEER
CONCEPTUAL SITE PLAN
VILLAGE OF BROWN DEER, WI
04/07/14
FOR PLANNING PURPOSES ONLY

JSD Professional Services, Inc.
• Engineers • Surveyors • Planners

Quantitative Assessment

Park Acreage & Assets

The Village of Brown Deer contains four public parks providing over 40 acres of open space for public recreation (A.C. Hanson, Algonquin, Fairy Chasm, and Village Park). The Village offers a multi-use, recreational trail that connects to both Milwaukee County’s Oak Leaf Trail and Ozaukee County’s Interurban Trail. The Village also recently opened a new Community Center, increasing the breadth and depth of public programming. The 63-acre School Campus comprises the largest single open space entirely within the Village. In addition to these Village facilities, Milwaukee County Parks operates Brown Deer Park and Kohl Park, just beyond the Village border, offering residents 634 additional acres of open space. The Village is also overseeing the construction of a Canoe Launch along the Milwaukee River. Brown Deer also hosts several privately managed outdoor recreation facilities. These include the Meadowside subdivision’s fitness trail, the River Revitalization Fund parcel described earlier, and the private, 150-acre Tripoli Country Club. All told this exceeds NRPA standards of 6.5-10 acres per 1,000 residents.

Condition of Equipment, Facilities, & Programming

Table 5-1 compares the amount of Village recreational assets with the minimum standard (per 1,000 residents) recommended by SEWRPC for several common types of facilities. Table 5-2 details the inventory of recreational facilities found within all village spaces, broken down by “school” and “non-school” categories. The comparisons made in Table 5-1 suggest that the Village is slightly deficient in certain outdoor recreation assets. The addition of another full-size basketball court like the one at Fairy Chasm Park would bring the Village up to SEWRPC standards. These standards also recommend 4-5 campsites for a village the size of Brown Deer. It has none. The newly rebuilt Brown Deer School Campus contains plans for an ice rink. This would yet leave the Village just below SEWRPC standards. The Village has no Nature Center. For the most part, however, the Village meets or exceeds most quantitative standards set by SEWRPC. It also operates several facilities, listed in both of these tables, that do not appear in the standards, yet perform a vital role in providing outdoor recreation opportunities for the community.

Table 5-1: Village Outdoor Recreation Facilities in 2010, Compared to SEWRPC Recommended Standards

Outdoor Recreation Facility	Facilities in Public Parks	Facilities at Schools	Brown Deer & Kohl Parks	Total	Standard/1,000 residents	Facilities/1,000 residents	Surplus per 1,000 residents
Baseball Diamond (90’)	1	1	0	2	.09	.16	.07
Basketball Hoops	2	3	0	5	0.91	.41	(.50)
Campsite	0	0	0	0	0.35	0.00	(.35)
Ice Skating Rink	0	1	0	1	0.15	.08	(.07)
Modular Playgrounds	4	2	1	7	0.35	.58	.23
Multi-Use Trail (Miles)	2.1	0.0	0.1	2.2	0.16 miles	.18 miles	.02 miles
Nature Center	0	0	0	0	1 per Region	0	(1)
Picnic Tables	69	0	160	69	6.35	19.08	12.73
Soccer Fields	4	5	3	12	0.69	1.00	.31
Swimming Pools	1	0	0	1	0.015	0.080	.065
Tennis Courts	0	7	4	11	0.50	0.91	.41

Source: SEWRPC Outdoor Recreation and Open Space Planning Objectives, Principles, and Standards

Table 5-2: Outdoor Recreational Facilities (Supply Inventory)

	Village Parks	School Campus	Total	Brown Deer & Kohl Parks	Total In & Around Village
Baseball Diamonds-90' (Lit & Unlit)	1	1 (Lit)	2	0	2
Basketball Courts (Full-size)	1	1	2	0	2
Basketball Hoops (1/2-Court)	0	1	1	0	1
Boat/Canoe Launch	1	0	1	0	1
Enclosed Shelters	1	0	1	1	2
Disc Golf Course	0	1	1	1	2
Fitness Course (Outdoor)	1	1	2	0	2
Football Fields (regulation)	0	1	1	0	1
Football Fields (practice)	0	1	1	0	1
Golf: 18-Hole Course & Driving Range	0	0	0	1	1
Horseshoe Courts	1	0	1	0	1
Ice Rink	0	1	1	0	1
Open-Air Pavilions	2	0	2	0	2
Outdoor Pool/Aquatic Center	1	0	1	0	1
Picnic Areas	2	0	2	7	9
Playgrounds (5-12 yr. old)	4	2	6	1	7
Playgrounds (2-5 yr. old "Tot Lots")	1	0	1	0	1
Recreational Trail (Multi-use)	1	0	1	1	2
Running Track (400m, 8-Lane)	0	1	1	0	1
Skate Park	0	0	0	0	0
Sledding Hill	1	1	2	1	3
Soccer (U8-U14 or Practice Pitches)	2	3	5	1	6
Soccer (Regulation Pitch)	2	2	4	2	6
Softball Diamond (60')	3	2	5	2	7
Tennis Courts	0	7	7	4	11
X-Country Ski Route	0	0	0	1	1
Volleyball Courts or Nets	1	3	4	2	6
Wading Pool/Sprinkler Area	1 (closed)	0	1	0	1

Qualitative Assessment

A quantitative comparison of Village assets and resources to standards developed by relevant organizations helps to pinpoint deficiencies in investment or attention. A *qualitative* assessment, however, is also necessary to help identify strengths or weaknesses that are not as easily measured by simply counting pieces of equipment or dollars spent. Examples include: physical access to open spaces, responsiveness to the needs of various demographic, cultural, and economic groups, identifying potential open spaces, increasing the diversity of uses for open spaces, and connecting them, and improving access to the Milwaukee River. Qualitative assessments can also be made by comparing local efforts with public health initiatives that have become an essential part of the Wisconsin State CORP (SCORP).

Physical Access to Open Space

One way to assess the success of open space and recreation plans is to assess the ease of access to these facilities by residents throughout the Village. This includes ease of both motorized and non-motorized access to the parks, to the two creeks running through the Village, and to the Milwaukee River. Figure 13 is a representation of the largest open spaces within the Village, and their service areas. Most Village residents reside within the service area range of these open spaces.

Public Access to the Milwaukee River

This is a key issue for Village residents. As far back as the 1965 Comprehensive Plan, the Village was already aware of the need to dramatically increase access to and use of the Milwaukee River as a recreational resource and as a green space of tremendous potential. Most of the land alongside the river is privately owned. However, plans are underway to construct a Canoe Launch, and to create a more tangible, public connection to the private green spaces along both sides of the Milwaukee River (currently managed by the YMCA and Audobon Society). Development of accessible connections between these spaces, in the form of easements, a boardwalk, extension of the sidewalk system, and new parking capacity, could dramatically increase public access to the river.

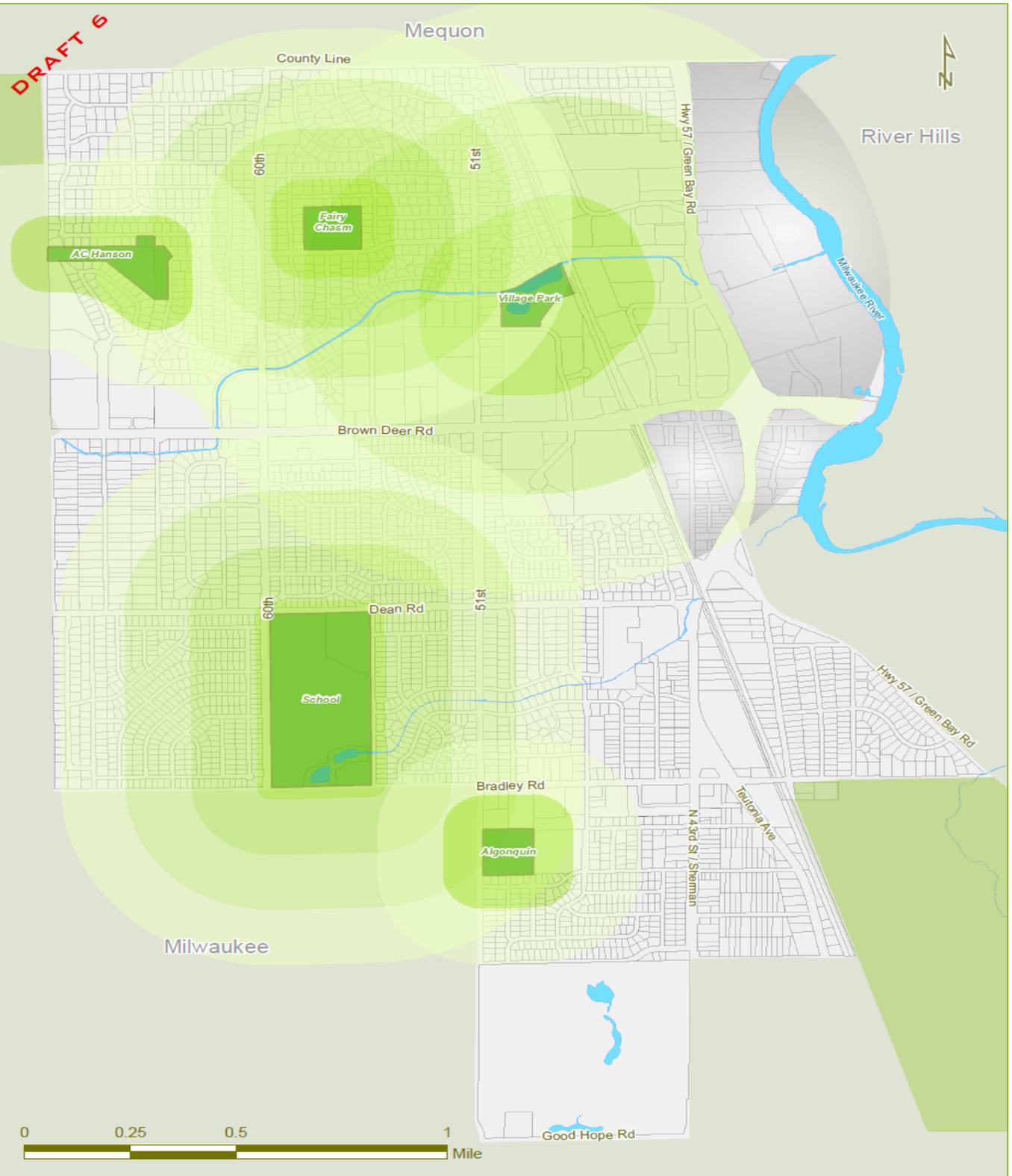
Identifying Open Spaces, Connecting Them, and Increasing Their Usage

The Village is heavily built-out at this point. It is unlikely that large, open spaces will become available in the near future for public use. Recommendations outlined in the Village's Comprehensive Plan emphasize enhancing existing resources and improving connections between parks and trails. For instance, several open spaces exist that are not parks, yet afford the Village several options for increasing the diversity of public recreation options. These include woodlands, the private recreation trail within the Meadowside residential subdivision, and green spaces created by the recent rehabilitation and enlargement of wetlands and stormwater reservoirs alongside Beaver Creek, Southbranch Creek, and the Churchill Basin.

These spaces could be enhanced in a variety of ways. The Churchill Basin could be reseeded with native plantings to reduce water runoff and maintenance costs. The Meadowside Subdivision trail could be extended past its northwestern limits to reach sidewalks on W. Brown Deer Rd., vastly increasing public access and usage of this resource. The naturalization of Southbranch Creek at any point between the Village Library and the Milwaukee River would open up an array of possibilities for public recreation resembling those afforded by recent rehabilitation of Beaver Creek.

The Comprehensive Plan also encourages the connection of green spaces, with the long term goal of establishing an "emerald bracelet" throughout the Village. It is not feasible to connect these parks and open spaces by simply acquiring more land, but the Village can enhance the ability of residents to move from one space to the other by foot or by bicycle. This can be facilitated by paying greater attention to the roads and trails between these spaces, and by investigating ways to extend sidewalks, biking paths, and parcels of land that might serve as future linear parks. The Village can also increase efficiencies by combining plans to extend trails and sidewalks with those to maintain and restore the ecological and stormwater capacity of Beaver Creek, Southbranch Creek, and the Churchill Basin.

DRAFT 6



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BROWN DEER VILLAGE PARKS

- PARKS
- PARK SERVICE AREA
- PARK SERVICE AREA WITH OBSTRUCTIONS
- PARCELS



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Isolation of the Northeast

Residents in the northeastern quadrant of the Village are partially obstructed from access to Village green spaces by two busy state highways (W. Brown Deer Road and N. Green Bay Road). Population density here is higher due to a concentration of multi-family housing units. The obstacle to open space access is not so much a matter of distance as it is one of safe access to and from these spaces. The Canadian National railroad tracks and N. Green Bay Rd. form a major impediment to those residents attempting to access Village Park (currently the closest open space) or any of the other parks north of Brown Deer Road. These multi-lane, state highways operate at velocities that discourage crossing by pedestrians, children, or the elderly. The absence of sidewalks along long stretches of N. Green Bay Rd. only adds to this obstruction. According to the Census, 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, further limiting their access to the greater 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 was built in 2008. This path begins at Village Park, crosses the rail line, and extends eastward to a controlled crossing at the intersection of Green Bay Road and Deerwood Drive. The isolation of residents in this area from public recreation resources also played a major factor in the decision to pursue creation of a public canoe launch facility at the intersection of the Milwaukee River and W. Brown Deer Rd. Construction commenced during the summer of 2015 (as pictured on page 57).

Broadening the use of open spaces and public recreation programming

Increasing usage of Village green spaces and recreation programming is not simply a matter of enlarging parks or increasing class sizes. The Village can also realize efficiencies and increase usage by broadening the potential uses of a park, or tailoring programming to reflect newer trends in public recreation preferences. Analysis of Village recreation programming over the last few years, for example, reveals a dramatic upsurge in public demand for activities like bird watching or Zumba, alongside a drop in demand for classes like ballroom dancing. Paying attention to these shifts in preferences can help the Village make more efficient use of recreation funds. Simply creating new parks, or extending existing ones, for example, may not be as optimal a use of finite redevelopment dollars as, say, easing access to non-park assets like Beaver Creek, or working with Milwaukee County to improve Algonquin Park's appeal to the senior citizens clustered in the Village's southeastern quadrant.

Picture caption, opposite: Photograph of Badger Meter River Park, currently under construction (Autumn 2015). View is from the western entrance, facing eastwards towards the Milwaukee River where the Boat Launch is pictured (p. 23).



Connecting the Brown Deer CORP to Public Health Initiatives and the Wisconsin State CORP (“SCORP”)

As part of the preparations for development of the Statewide Comprehensive Outdoor Recreation Plan for 2011-2016 (SCORP), a report titled *“Outdoor Recreation, Health, and Wellness: Understanding Key Relationships”* was published by the Urban Planning Department at the University of Wisconsin. Researchers sought to ascertain a relationship between the health of state residents and their supply of outdoor recreation facilities. The analysis was unable to support the hypothesis that outdoor recreation supply has a positive impact on health metrics in Wisconsin. However, the analysis and subsequent investigation suggested that Wisconsin’s recreation planners and health policy makers should not be focused exclusively on simply increasing the supply of outdoor recreation infrastructure for the purpose of improving state health. Consideration should also be made of recreation demand, in complement to recreation supply.

This is relevant for Brown Deer in several ways. The community has matured and stabilized, in terms of population growth and in terms of availability of land for development. The study points to the need to focus on qualitative improvements to park and recreation assets, instead of singleminded focus on land acquisition. The Village’s focus should be on improvement of existing assets in a systematic manner consistent with efforts to improve public health outcomes. This would bring the Village into alignment with public health and recreation priorities outlined at the state level. The Wisconsin state CORP (SCORP) makes clear connections between health policies & interventions, health determinants, and health outcomes. Policies and interventions are considered to be drivers of health determinants. Health determinants are considered drivers of health outcomes.

Traditional recreation facility planning and the establishment and improvement of assets like parks, trails, backyards, and community gardens can play a significant role in determination of public health outcomes. It is also relevant because a compilation of popular Wisconsin recreation activities revealed that while some of these recreation activities featured adequate participation levels or substantial increases in

participation from five years prior, the greatest participation levels were seen in low intensity activities that burn less calories and offer fewer health benefits. In order to encourage greater participation in activities that yield greater health benefits, the following recommendations are offered, sorted by facility type:

Trails

State planning priorities: Plans should be created for entire corridors. Multi-tread trails should be constructed to avoid conflict between users. For example, walkers and runners can use gravel trails while bikers ride on adjacent paved trails. Signage should indicate the separation of users.

Village planning priorities:

- Brown Deer’s Recreational Trail is a reflection of efforts to connect existing assets. The trail connects Ozaukee County’s Interurban Trail with the Oak Leaf Trail that runs through the City of Milwaukee.
- The Oak Leaf Trail is also routed to run past A.C. Hanson Park and Fairy Chasm Park, connecting them to each other by bicycle.

Water

State planning priorities: Water-based activities tend to have significant health benefits (swimming, kayaking, etc.) The DNR funds and supports improved access to lakes, streams, and other bodies of water, as well as facilities that cater to these activities (piers, boat launches, rental facilities, etc.). Wisconsin is home to countless lakes and streams, and it is important to ensure access to these amenities.

Village planning priorities:

- Brown Deer has steadily increased the number of recreational classes and activities available to the public at the Village Swim Pond. The Village has implemented several projects to rehabilitate the wetlands along Beaver Creek and Southbranch Creek.

- In addition, the Village has recognized and begun to address the need to enhance public access to the Milwaukee River. A Canoe Launch will be constructed along the river.

Snow

State planning priorities: Non-motorized snow sports were generally ranked as moderate to high intensity and are therefore beneficial to health. Motorized uses, while more popular, have fewer health benefits. Trails should be separated between these two usage types, with certain trails designated for non-motorized uses only. This will make users feel safe and help to increase participation.

Village planning priorities: The Brown Deer Recreational Trail is designated for non-motorized uses only. Sledding hills have also been established in both Village Park and the Brown Deer School Campus.

Ice Rinks

State planning priorities: Outdoor rinks cater to ice skating and hockey, both of which are high-intensity activities. Municipalities should construct rinks or use existing ponds. Rinks are relatively inexpensive to build, and they have the benefit of increasing park usage during the winter. Maintenance can be an issue because snow on the rinks is removed only after streets are cleared, which leads to poor ice conditions. Municipalities should involve neighborhood associations and other groups with shoveling and maintenance tasks.

Village planning priorities: The Village investigated the possibility of converting the Village Swim Pond for winter use as an ice rink. The cost to implement this idea, however, have been deemed prohibitively high, and therefore unfeasible for now.

Sports Facilities

State planning priorities: Organized sports (such as basketball, soccer, and football) are high and moderate intensity activities with good participation levels. Government entities should try to partner with private sports facility providers in order to increase participation while efficiently managing public funds. For example, a municipality may give a sports complex incentives

through Tax Increment Financing (TIF) or other means if they are open one night a week to the public.

Village planning priorities:

- The Brown Deer School District has invested heavily into the design and construction of extensive new athletic facilities within the School Campus. Private contributions to this effort have resulted in the construction of a state-of-the-art fieldhouse for use by the public as well.
- The planned construction of a Village Canoe Launch along the Milwaukee River will probably increase public participation in activities like canoeing, kayaking, and fishing.

Team Sport Leagues

State planning priorities: Some high-intensity team sports are growing in popularity (particularly handball, football, volleyball, and soccer). If existing open space is available, fields should be created for use by recreation sports leagues.

Village planning priorities:

The Village Park & Recreation Department has steadily broadened programming to accommodate heightened demand for these types of activities. The following organizations already exist within the Village that specifically focus on league play:

- Brown Deer Junior Baseball
- Brown Deer Softball League
- MiKro Soccer (6-week season)
- TOP Soccer (8-week season)
- Youth Soccer Clinic (8-week season)
- Girls Fast Pitch Softball
- Children’s Kickball (8-week season)
- Basketball Camp (6-week season)
- Tennis Camp (6-week season)

Safety

State planning priorities: Safety can be addressed through increased police presence, increased street lighting, traffic safety, and working to decrease building vacancies. These changes will make residents feel safer when traveling to and from recreation sites, or when using parks and open spaces. Safety can also be promoted by using bike paths to connect residential areas to local schools, which would provide students with a safe route to walk or bike to school. This is consistent with Wisconsin’s Safe Routes to School Program, which works to promote healthy lifestyles in young children by giving them options other than cars to get to school. This program is funded through the Federal Transportation Act.

Village planning priorities:

- The federal government awarded the Village funds to implement the Safe Routes to School Program. Funds will be used to extend sidewalks, improving pedestrian and bicycle access to Brown Deer School District facilities., and improving public safety in general.
- A Wayfinding Sign project was completed to enhance and simplify access to public facilities. Fifteen signs were erected throughout the Village, directing residents to a dozen destinations, including several outdoor recreation facilities and parks.

Food

State planning priorities: Short-term expenditures on food can be reduced by establishing community gardening wherever feasible. Investment into local food production encourages gardening activities (identified by the SCORP as a major “unsung” contributor to positive health outcomes). In the long-term, a healthier food supply can also alleviate trade area shortages of grocery stores in the area, and drive down health care costs down the road.

Village planning priorities:

- The Village has established a Farmer’s Market and continues working to establish a permanent location for it.
- The Village’s recreation programming also includes an Indian Cooking course that teaches residents how to use a pressure cooker and how to create various vegetarian dishes.
- Community gardens are permitted uses in the Village but the larger lot sizes in a majority of Brown Deer reduces the demand for them.



Mike Novak (Falcon Athletic Director & father of NBA player Steve Novak, who donated \$100,000 towards construction of the new Brown Deer Novak Family Fieldhouse, pictured here.)

Future Needs Analysis

How will the Village's open space and recreation needs change in the future? The population has remained relatively stable for several years now. Between 1990 and 2020, Census tabulations and projections predict a roughly 5% increase in Village population. The median age of Village residents, by contrast, is expected to continue to trend upwards in a manner resembling the pattern observed nationwide. This implies park planning and programming might do well to prioritize the open space and recreation needs of senior citizens.

Based upon a population that is not increasing, the Village's future local standard for park acreage is approximately 6.25-10.25 acres per 1,000 residents (using NRPA standards). The local standard was determined based on the following factors:

- The quantity and quality of the Village's existing park and open space lands;
- National park standards as defined by NRPA;
- The Village's specific park and recreation needs identified during the planning process;
- The location and distribution of existing parks and open spaces entirely inside the Village;
- An assessment of land availability within the Village.

Future needs analysis must also take into account the 63-acre Brown Deer School Campus that is available for public use, and that also constitutes the single largest open space within the Village. Based on that assumption, the Village of Brown Deer, with a population of approximately 11,999 residents, needs 7 acres of park land to meet NRPA standards. Thus, the Village is already within 6% of the recommended minimum. The perceived gap, however, pales in comparison to the 638 acres of County-run parks that lie just outside and alongside the Village's border with the City of Milwaukee. When these additional open spaces and parks are taken into account, the perceived gap is filled.

In general, the Village has adequate park space and adequate facilities to accommodate the quantitative needs of its residents. Assuming that the Village is at or near the top of its population limit, it may already satisfy these requirements for open space for several decades into the future. At this point the Village might realize greater efficiencies and improvements in the open space and park system by shifting its emphasis from quantitative standards to the qualitative issues and questions outlined above. These challenges and opportunities are amongst the concerns enunciated by the public in planning sessions and workshops described in the following chapter ("Public Participation"). They also form part of the basis for recommendations delineated in Chapter 8 ("Recommendations").

American Red Cross "Learn to Swim" Course (Winter/Spring Programs)



CHAPTER 6



Public Participation

Consciously and conscientiously involving citizens in decision making may be the most important hallmark of responsive planning. It is well established that integrating continuous public involvement in planning eases implementation of plans, and experience has shown that meaningful public involvement also creates better plans by identifying, incorporating and systematically addressing issues of real concern to the people who will be affected by the plan's recommendations. Consequently, stakeholder participation was integrated into each step of the planning process – from early issues identification to final draft revisions – to ensure that the resulting plan is responsive to the people for whom it is developed.



The Deer Run

Organizing Public Participation

The following meetings were conducted to facilitate public input and review of the plan:

- **Visioning Workshop**
- **Community-Wide Survey**
- **Facilitated Meeting**
- **Public Open House**
- **Parks & Recreation Committee Endorsement**
- **Village Board Public Hearing**

Visioning Workshop/SWOT Analysis

An initial visioning workshop was held with the Village's Park and Recreation Committee to identify all issues and opportunities related to parks and outdoor recreation in Brown Deer. Subsequent meetings were also held to incorporate additional ideas. These sessions involved key stakeholders, including elected officials and school district representatives, and included a "SWOT" analysis (*Strengths, Weaknesses, Opportunities, Threats*). The "desired end state" for this analysis was defined as *the ability to maintain and operate quality parks and open space while expanding use, access and recreational opportunities system wide*. The following strengths, weaknesses, opportunities, and threats were defined:

Strengths: (Attributes that help achieve the desired end-state)

- The Village possesses "unique" assets (The Swim Pond, the Historic Schoolhouse, etc.)
- Programming is accessible and affordable
- The Village has many positive aesthetic qualities.
- The Village is safe.
- The Village is well-maintained and possesses good equipment.
- Adequate parking exists.
- A bike path with extensions exists.
- The Village has affordable park rental fees.
- The Village has competent, experienced staff.
- The School District collaborates with the Village.
- The quality of parks is high.
- The Village hosts several special events (Deer Run, 4th of July)

Weaknesses: (Attributes that interfere with or delay achievement of the desired end state)

- Public access to the Milwaukee River is poor.
- The Village doesn't offer 24-hour access to facilities.
- The Village lacks enough connections to open spaces.
- The Village also lacks connections *between* open spaces.
- There is a lack of indoor rental space.
- The Village needs a Community Center. (Completed in 2013)
- Funding is not always sufficient.
- Promotion of the Village of Brown Deer and Brown Deer-area is not adequate.
- The public amphitheaters detailed in the Comprehensive Plan do not exist yet.
- Some areas are isolated from "green/natural" areas.
- There is a shortage of nontraditional recreation equipment and programming.
- Some parts of the Village suffer from a lack of access to recreation facilities.

Opportunities: (External conditions that help achieve the desired end state)

- Grant funding/new funds
- Milwaukee County land purchase/acquisition
- Community Center (now completed)
- Development of a walking path/creek school campus
- Milwaukee River use/access
- Passive recreation/Nature based programming
- Community gardens
- Replace Village Park play structure (completed)
- Upgrade Village Park restrooms/concession stand
- Creation of skateboard park
- Splash pad/other alternative play structures
- Renovate Pond beach area
- Community involvement from local businesses
- Outdoor Community Special Events
- Churchill Basin
- Increase quality of life/Economic development
- Sustainability

Threats: (External conditions that interfere with or delay achievement of the desired end state)

- Perceptions of crime
- Heavy traffic
- Park expansion (to some residents)
- Reduction in County & State funding
- Lighting
- Increased Operational Costs
- Safety/Crime Prevention
- Apathy
- Natural issues (geese)
- Government cooperation
- Severe reductions in state funding

Community-Wide Survey

In an effort to expand input into the plan, an online survey was created and listed on the Village website for six weeks. It was designed to gauge stakeholder opinion regarding the current status of outdoor recreation in the Village, and to solicit ideas for improvement or expansion of park and open space opportunities. Complete results of the survey are listed in Appendix A. A summary of the key survey topics revealed the following generalized assessments:

Maintenance of grounds, equipment and facilities: Village property maintenance was graded highly by a majority of respondents while maintenance of County or School District property and facilities was not viewed to be as good.

Safety: Nearly 90% of respondents felt safe using parks, playfields, trails and open space within the Village.

New outdoor recreation space: Respondents were nearly split on the addition of new parks, playfields, trails and open space in the community. Approximately 53% of those surveyed were in favor of adding new outdoor recreational space.

New outdoor recreation amenities: A wide range of suggestions for amenities emerged, but the leading two options were a community center and a canoe/kayak launch.

Access: Only 17% percent of respondents felt that access to parks was challenging, and approximately 70% of respondents replied that they would support the creation of new paths, sidewalks or trails to improve access to parks, playfields, trails and open spaces.

Sustainability: 64% of respondents reported that they would support the use of environmentally friendly alternatives for Village owned or maintained facilities.

Programming: Only 25% of respondents wished to add new outdoor recreational programming, but several requests were received to add more nature-based programming to the Park and Recreation Department's offerings (birding, nature hikes, etc).

Facilitated Meeting

A facilitated meeting was held with the Parks and Recreation Committee (Spring 2010), to review and refine the "Goals and Objectives" section of the plan. Following the public survey and SWOT analysis, a set of goals was formulated based on these activities and data analysis by Village staff.

Public Open House

Once a draft final plan was created, a public open house was held (January 2015) to detail the results of data analysis, resident feedback, and plan recommendations. The Zoning & Planning Specialist gave a PowerPoint presentation. The presentation detailed the following:

1. Why we need a plan.
2. What we qualify for now.
3. The basic structure of a CORP.
4. Goals and Objectives

The presentation was followed by a "breakout" session where residents split up into small groups to discuss the draft Plan's objectives, goals, and recommendations. Village staff members moderated the discussions, and noted themes, ideas, suggestions, as well as answering questions. These ideas were then incorporated into various parts of the draft Plan.

Themes and Suggestions

Participants in the session identified several themes and priorities, including the following:

- *“Isolation of the South”*: Residents observed that the Village does not have direct control over any parks south of W. Brown Deer Rd. Residents expressed concern over the lack of bike paths in this half of the Village, and over the lack of connectivity in an “east-west” direction between open spaces. Residents identified a general mismatch between the intensity of planning and activities on the northern and southern sides of the Village.
- *“Placemaking”*: The theme of “placemaking” recurred repeatedly throughout the Open House. Specifically, residents mentioned the Churchill Basin and discussed ways to make the area a more explicit “place” for people to congregate or enjoy the outdoors. Residents suggested the establishment of entrances, pathways, and signage, to make the space a more obvious “destination”. Residents also mentioned Algonquin Park, and hoped that the vacant space just east of the park might be developed into a more “parklike” environment matching the County park itself. When Village staff mentioned the possibility that the land might be subdivided into single-family homes, participants expressed a desire to see future development integrate Algonquin Park into design plans, creating a larger “place” to attract residents living on Bradley Road and the southern side of the Village.
- *“Increase Use/Access to the Milwaukee River”*: Two residents voiced concerns over the degree to which the Village had neglected to protect or create public access to the Milwaukee River. When asked for ideas to remediate this perceived oversight, residents suggested the following:
 - Pedestrian paths along the river.
 - A boathouse.
 - Programming to expose children to kayaking, canoeing, and the river’s flora and fauna.
- *“Expanding Use of Existing Spaces”*: Participants in the discussion voiced a desire to make greater use of existing assets, before acquiring more of them. Residents seemed amenable to the idea of acquiring County parks, but also seemed to prefer that the Village improve its own assets before acquiring others. When asked how the Village might intensify use of existing

facilities and open spaces, residents suggested the following:

- Skateboarding Park
- Hockey Pond/Skating Rink
- *“Enhancing Connectivity”*: While discussing ways to expand use of Village parks and open spaces, residents also touched on the concept of enhancing connectivity between these spaces. Participants suggested that the Village do more to integrate “isolated” green spaces into a greater “emerald bracelet”. Specifically, residents suggested the following:
 - More bicycle paths explicitly connecting the Village in an “east-west” orientation (example: bicycle paths along Bradley Rd. to connect the School Campus to Brown Deer Park).
 - Connecting A.C. Hanson Park both to a bicycle network AND to Kohl Park.
 - Distributing programming in a manner which makes fuller use of parks besides Village Park (siting more events at A.C. Hanson, Fairy Chasm, Algonquin, and Badger Meter parks)

Participants were also encouraged to ask questions and given contact information to allow for ongoing communication between residents and Village staff regarding the CORP.

Parks & Recreation Committee

Endorsement

Following the Open House, Village staff made necessary adjustments to the plan, and presented them to the Parks and Recreation Committee for final comment and recommendation to the Village Board.

Village Board Public Hearing

The Village Board conducted a fully noticed, public hearing and adopted the plan (October 2015).

CHAPTER 7



Goals & Objectives

Mission statement:

The fundamental purpose of the Comprehensive Outdoor Recreation Plan (CORP) is to guide the Village in the development of both existing and future lands and facilities, and to satisfy the outdoor recreation and open space needs of both Brown Deer residents and visitors alike. The goals and objectives listed below are based on information gathered from multiple sources and stakeholders. This includes public input from informal meetings, citizen committees, public meetings, open houses, and the Village's Comprehensive Plan, as well as National Recreation & Park Association (NRPA) standards. Along with these resources, an analysis of Village park facilities and programming led the Village staff to formulate broad-based goals to help guide the recommendations of this plan in the following chapter.

Definition of a Goal, Objective

The Village CORP reflects the community's attempt to convert its values and priorities into tangible, measurable actions and results. To organize resources and direct them as efficiently as possible, the Village has established a set of goals. For the purposes of this plan, goals are defined as broad statements that describe general aspirations and desired future outcomes. The Village has also identified a series of objectives that must be attained, to accomplish these greater goals. Objectives are defined as measurable and specific actions that typically occur within a specified time frame.

Listing of Community-defined Goals and Objectives

Goal 1: Seek alternative revenue sources while maintaining adequate funding levels for parks, playfields, trails and open spaces.

Supporting Objectives:

- Ensure adequate support during Village budget process.
- Pursue grant opportunities through non-profit and other government entities.
- Seek economic involvement from the local public and private sectors.

Goal 2: Continue to strive for high-quality maintenance levels in parks, playfields, trails, and open spaces.

Supporting Objectives:

- Explore the creation of a program for citizens to assist with ongoing maintenance.
- Maintain capital budget at levels suitable for general maintenance and facility improvements.
- Create a fund for capital emergencies.

Goal 3: Keep parks, playfields, trails, and open space facilities safe and secure for enjoyment of all users.

Supporting Objectives:

- Continue working with the Police Department to address crime prevention.
- Continue to work with other departments and the School District to identify and pro-actively address safety needs.

Goal 4: Promote environmentally friendly and sustainable solutions for park, playfield, trail, and open space operations, facilities, and amenities.

Supporting Objectives:

- Explore the use of additional sustainable maintenance practices.
- Explore sustainable and environmentally friendly alternatives for park, playfield, trail and open space facilities and equipment.

Goal 5: Diversify the variety of park, playfield, trail, open space and outdoor recreation facilities.

Supporting Objectives:

- Seek locations within existing parks, trails and open spaces to add new and alternative amenities.
- Seek new locations within the community to add parks, playfields, trail, and open spaces.

Goal 6: Improve access to parks, playfields, trails, and open spaces.

Supporting Objectives:

- Link all parks, trails, and open spaces with off-street trails and walkways.
- Explore the acquisition of new park, playfield, trail, and open space land.
- Ensure existing facilities retain safe, universal access.

Goal 7: Expand use of parks, playfields, trails, open spaces and outdoor recreation programming.

Supporting Objectives:

- Enhance park, playfield, trails, open spaces and outdoor recreation promotion through Village media and explore alternative media outlets.
- Investigate special promotions to attract additional users.
- Seek opportunities to add passive and active recreation programs and special events in parks, playfields, trails, and open spaces.
- Continue to strengthen private, in-kind partnerships for expanded program offerings.

Goal 8: Continue to work with government agencies, the Brown Deer School District, and neighboring jurisdictions to help enhance Village parks, playfields, trails, open spaces, and outdoor recreation.

Goal 9: Protect, enhance, and restore natural environments and historic and cultural resources associated with Village parks, playfields, trails, and open spaces.

Supporting Objectives:

- Restore, protect, and enhance Natural Areas (this includes wetlands, woodlands, and grasslands).
- Protect Riparian lands along waterways.
- Manage invasive species.
- Identify, protect, and enhance natural habitats for native plant & animal species identified in the Comprehensive Plan (Table 2.1) as endangered or rare in Milwaukee County.

CHAPTER 8



Recommendations

The Village of Brown Deer Comprehensive Plan specified several recommendations for management of natural resources, cultural resources, programming, and related activities. The very first of these recommendations specified the development of a comprehensive “Parks and Open Space Plan”. This Comprehensive Outdoor Recreation Plan (CORP) is the Village’s direct response to that recommendation. The recommendations outlined in this chapter flow directly from the goals and objectives delineated in the previous chapter (“Goals & Objectives”), and from the parks and open space analysis covered in Chapter 5 (“Park & Open Space Analysis”).

GOAL 1: SEEK ALTERNATIVE REVENUE SOURCES, YET MAINTAIN ADEQUATE FUNDING LEVELS FOR PARKS, PLAYFIELDS, TRAILS AND OPEN SPACES

Village planning efforts involve the development and improvement of several assets, resources, facilities, and programming over the 2015-2020 time period covered by the CORP. Increasing the scale of operations and service delivery will be accompanied by corresponding increases in funding needs. Efforts must be made to identify alternative and innovative funding sources that will aid in the financing of future projects. Several of the planning priorities outlined in the CORP require substantial investment of time and capital. A systematic organization of funding sources and mechanisms is recommended.

Recommendation #1: Establish an annual “Open Space and Recreation” meeting to review funding opportunities and to connect them to ongoing park and outdoor recreation projects. This meeting or a series of them, including relevant department heads, can be used to revise a list matching grant opportunities to projects, and to set deadlines for Village submission of applications for these funding opportunities. The meeting could also be used to “collect” the concerns, issues, and ideas resulting from several of the recommendations listed below.

Recommendation #2: Create a priority list of CORP-related capital projects for inclusion in the Capital Improvement Plan. This list could be created and reviewed at the annual meeting proposed in Recommendation #1. It could define and prioritize grant application targets for following years. It could also serve as a guide to Village priorities concerning improvements to the park and outdoor recreation system, during annual budget meetings.

Recommendation #3: Consider the establishment of “Friends of the Parks”-style groups. These grassroots organizations can strengthen ties between the Village and users of the park system. A “Friends” group could help with upkeep of parks, and with fundraising. It might serve as a liaison with other stakeholders that benefit from increased exposure to Village open spaces and parks (students, the elderly, children, environmental groups, etc.)

Recommendation #4: Consider the creation of a community fund to support the park system and annual events within the system. The Village could partner, for example, with area nonprofits or civic groups to create a community fund to plant, light, and maintain trees, flowers, and lighting on parks and commercial districts throughout the Village.

Recommendation #5: Partner with local businesses to obtain corporate sponsorship for local park spaces and initiatives. Consider the offering of naming rights in exchange for funding of park projects.

GOAL 2: KEEP PARK, PLAYFIELD, TRAIL, AND OPEN SPACE FACILITIES SAFE AND SECURE FOR THE ENJOYMENT OF ALL USERS.

Recommendation #6: Encourage the coordination of “Friends of the Park” patrols with the local Police Department.

Recommendation #7: Incorporate “safety design” principles into park maintenance and redevelopment practices. This could include a matrix for each park measuring: lighting, layout, physical & aural isolation, visibility, access to emergency communications, maintenance, and vandalism. Safety issues and the matrix could be made a part of the agenda at the proposed meeting described in Recommendation #1, and incorporated into the level-of-service standards proposed in Recommendation #8.

GOAL 3: CONTINUE TO STRIVE FOR HIGH-QUALITY MAINTENANCE LEVELS IN PARKS, PLAYFIELDS, TRAILS, AND OPEN SPACES.

The Village operates several unique facilities and parks. It also provides residents with an extensive range of recreation programming options. Basic, minimum operating standards should be developed and outlined for Village parks, facilities, and programming. A standardization of the expected level-of-service for each facility will help the Village to establish and refine its identity. It will also allow the Village to more efficiently allocate resources and investment into various CORP-related projects. Standards should be established for several items, including the following:

- Bicycle access between parks
- Design consistency between Village properties and assets,
- Designation of related assets as parkways and/or corridors

Recommendation #8: Standardize the Level-of-Service for each Village park. Standards should be established, covering maintenance and sustainability practices for each individual park. This could include design and construction standards for park pavilions, play equipment, and infrastructure (crosswalks, bubblers, restroom facilities, bicycle racks). This could also include safety standards like those proposed below in Recommendation #9. and “green “ practices like those proposed below in Recommendation #10.

Recommendation #9: Improve aesthetic consistency between Village parks and facilities. Determine visual standards for equipment, facilities, signage, and structures throughout the Village park system (colors, logos, signage, benches, trail materiel, flora, crosswalks, play equipment, etc.).

GOAL 4: PROMOTE ENVIRONMENTALLY FRIENDLY AND SUSTAINABLE SOLUTIONS FOR PARK, PLAYFIELD, TRAIL, AND OPEN SPACE OPERATIONS, FACILITIES, AND AMENITIES.

Recommendation #10: A list of “green practices” should be developed by the Park & Recreation Department. These recommended practices could then be incorporated into the level-of-service standards created in Recommendation #8. They could also be reviewed in the annual “Open Space and Recreation Meeting” proposed in Recommendation #1. The following types of improvements are examples of what might be considered:

- Recycling cans in parks
- Green fertilizer
- Reduced mowing/watering

Recommendation #11: Partner with the Southeastern Wisconsin Invasive Species Consortium to develop a set of “Best Management Practices” for management of invasive species (Buckthorn, Emerald Ash Borer, Gypsy Moth, Garlic Mustard, etc).

GOAL 5: DIVERSIFY THE VARIETY OF PARK, PLAYFIELD, TRAIL, OPEN SPACE AND OUTDOOR RECREATION FACILITIES.

Recommendation #12: Partner with Milwaukee County Parks to create a skateboard park in Algonquin or A.C. Hanson Park.

Recommendation #13: Partner with the local YMCA to provide public access to the riverside acreage that lies north of W. Brown Deer Rd. Facilitate the creation of a trail along the Milwaukee River connecting the Rite Hite/Wheaton Franciscan Complex to Badger Meter Park. This would allow the public direct access to over 30 acres of woodlands and river frontage.

Recommendation #14: Partner with the Milwaukee Audobon Society and the Village of River Hills to connect Badger Meter Park to green spaces on both sides of the Milwaukee River. A pedestrian connection across the bridge spanning the Milwaukee River would connect the new park with over 60 acres of wetlands on the eastern side of the Milwaukee River.

Recommendation #15: Continue to foster partnerships with the Brown Deer School District to investigate the provision of outdoor recreation amenities that do not currently exist, such as an ice rink, and an outdoor amphitheater.

Recommendation #16: Improve access to the Milwaukee River. Create an easement along the river, connecting Badger Meter Park with Beaver Creek, where it joins the Milwaukee River.

Recommendation #17: Repair the Brown Deer Recreational Trail spur connecting to N. Green Bay Rd. This trail spur is an essential part of the efforts to connect northeastern residents of the Village with recreation programming and open space resources on the other side of N. Green Bay Road.

Recommendation #18: Follow the Village Sidewalk Improvement Plan.

Recommendation #19: Add a pedestrian trail along Beaver Creek, to N. 60th Street. Consider the addition of a recreation trail extension from 51st St. to 60th St. as part of the continuation of naturalization efforts already underway to the west of 60th St.

Recommendation #20: Daylight Beaver Creek to the Milwaukee River. The creek is currently concealed from view, from roughly one block north of the intersection of N. Green Bay Rd. & N. Deerwood Dr., all the way east to the Milwaukee River.

Recommendation #21: Add on-street bicycle lanes.

Recommendation #22: Strategically utilize small parcels, to accommodate play equipment to serve adjacent residential areas. Examples include the vacant lots alongside the railway on N. Teutonia Ave.

Recommendation #23: Focus land acquisition on parcels between parks or within corridors or parkways. Examine the relationship between assets such as parks, woodlands, or boat launches, and connective assets like roads, creeks, or trails, to create green corridors or parkways.

GOAL 6: IMPROVE ACCESS TO PARKS, PLAYFIELDS, TRAILS, AND OPEN SPACES.

This Comprehensive Plan reported gaps in efforts to maintain or improve public access to Village resources, facilities, and programming. Among them are:

- Lack of accessibility for elderly residents.
 - Limited/inadequate public access to and use of the Milwaukee River.
 - Isolation of residents in the northeastern quadrant of the Village to parks and facilities (“inadequate street grid connectivity”)
- Increasing access to public assets by those with limited access to automobiles
- Lack of public transit options throughout large parts of the Village.

GOAL 7: PROTECT, ENHANCE, AND RESTORE NATURAL ENVIRONMENTS AND HISTORIC AND CULTURAL RESOURCES ASSOCIATED WITH VILLAGE PARKS, PLAYFIELDS, TRAILS, AND OPEN SPACES.

Efforts to connect green spaces and increase public access to natural resources and recreational facilities will require physical land restoration and a period of time greater than that covered by the first Village CORP. For example, several acres of land along Beaver Creek and Southbranch Creek have been naturalized and native species have been added in place of concrete, although several miles of concrete remain. In addition, the Village has already begun to address the ongoing spread of the Emerald Ash Borer, and its effects on Village Ash trees. Efforts to restore and extend the Village's effective tree canopy continue. These restorative processes will continue, and proceed more efficiently if the Village pursues them in accordance with greater plans to both enhance connectivity between assets, and to restore the ecological function of Village waterways and natural areas.

Recommendation #24: *Fully restore the ecological health of Beaver Creek and Southbranch Creek, from the Milwaukee River to the western end of the Village.* The Village's creeks are an ecological asset, beautifying the area and performing a valuable service in flood prevention. Removing concrete channels and considering the extension of the Brown Deer Recreation Trail alongside waterways will allow the Village to make the most use of these valuable assets.

Recommendation #25: *Implement "green street" strategies for roads & corridors between the major parks comprising the Village's "Emerald Bracelet".* Identify the streets along the "bracelet" that most urgently require improvement, and submit those locations to the Department of Public Works for consideration when making future extensions to the canopy or replacing Ash trees. Add trees to maximize the canopy between parks. Continue progressive management of stormwater (i.e. swales & rain gardens). Remove excess pavement, and provide transportation options like bicycle lanes.

Recommendation #26: *Enhance the Churchill Basin's potential as a public green space.* Add native vegetation, including trees. Add pedestrian paths and access points to enhance the area's ability to host a pocket park.

GOAL 8: EXPAND THE USE OF PARKS, PLAYFIELDS, TRAILS, OPEN SPACES AND OUTDOOR RECREATION PROGRAMMING.

Recommendation #27: *Work with the Park & Recreation Department to combine programming with park assets, particularly with respect to natural resource based programs, such as birdwatching, hiking, etc.*

Recommendation #28: *Partner with the Brown Deer School District to connect curricula more explicitly with the Village park system.*

Recommendation #29: *Partner with daycare/childcare centers to enhance curricula with the park and trail system.*

GOAL 9: CONTINUE TO WORK WITH GOVERNMENT AGENCIES, THE BROWN DEER SCHOOL DISTRICT, AND NEIGHBORING JURISDICTIONS TO HELP ENHANCE VILLAGE PARKS, PLAYFIELDS, TRAILS, OPEN SPACES, AND OUTDOOR RECREATION.

Cooperative arrangements and collaboration with overlapping agencies, neighboring municipalities and governments are integral to any concerted effort to realize efficiencies in operations. This type of cooperation lowers costs, increases the feasible scale of projects, and provides greater continuity to the level-of-service expected for local parks, recreation facilities, and programming.

Village recreation programming makes use of many spaces and facilities throughout Brown Deer, sometimes inconsistently. The Village must work with the County to identify underutilized facilities — such as Algonquin Park — that could be used for Village programs. Similarly, stakeholders note that the County's management priorities regarding 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.

Recommendation #30: Initiate discussions with Milwaukee County to develop a plan and timetable for renovation of Algonquin Park facilities, and/or a partnership with private sector and nonprofit organizations to co-manage park facilities.

Recommendation #31: Initiate discussions with Milwaukee County regarding the potential co-management or devolution of Algonquin Park and A.C. Hanson park to Village control.

Recommendation #32: Initiate discussions with Milwaukee County to prioritize development of Kohl Park and its connections to A.C. Hanson Park. Develop a plan and timetable for integration of trails running through Kohl and A.C. Hanson parks.

Recommendation #33: Initiate discussions, within the Village, and with the City of Milwaukee, to create better views and entranceways into Brown Deer Park and Kohl Park. These two large County parks can serve as visual assets to the Village if enough attention is paid to enhancing connections between them and Village parcels.

Recommendation #34: Develop partnerships to enhance cultural and recreation programming throughout the Village.

- Partner with the Brown Deer School District. Improve opportunities to hold events & programming in park spaces. An example might be a band concert in a park.
- Partner with area civic groups to increase joint participation in public events, and to enhance the value of Village parks as venues for corporate and charitable events.

CHAPTER 9



Funding & Implementation

The recommendations and proposals presented within this Comprehensive Outdoor Recreation Plan can be implemented, but with all plans of this nature, implementation will require dedication, capital improvement planning, and fiscal resources. This chapter describes a “road map” for implementing the plan’s recommendations. The following section highlights several next steps that should be undertaken to begin the process of plan implementation. Certain standards and benchmarks should be established as well. These include:

- *Creation of a Comprehensive Outdoor Recreation Plan (CORP) that is relevant to the daily management of the Village.*
- *Ensuring that municipal funds for recreation facility improvements are included in the annual municipal budget.*
- *Promotion of greater cooperation and participation among various agencies, organizations, community groups and individuals.*
- *Establishment of a regular review schedule to determine progress towards goals.*
- *Exploration and investment of time and resources into development of alternative funding sources and implementation techniques.*

Implementation

Make the CORP relevant to daily management of the Village.

The CORP serves as a resourceful inventory of public recreation spaces, and represents the Village’s official guide for park and recreation improvements. It is essential that it be used as a reference tool by Village staff members when considering policies and actions that directly and indirectly involve the management, maintenance, security, and development of public recreational assets.

Ensure allocation of Capital Improvement Funds. The strongest tool for implementing the CORP is the Capital Improvement Program (CIP). It establishes schedules and priorities for park improvements annually. Although funding of recreational facility improvements will rely on various external factors of the annual budget process and outside sources and partnerships, inclusion of park enhancements within the CIP is paramount for plan success.

Promote cooperation and public participation. The Village of Brown Deer should assume a primary leadership role in providing recreational experiences within the community. However, to carry out some of the recommendations set forth in this plan, the Village will need to rely on cooperation from other groups and organizations. In order for the Plan to be successful it must be based on a strong partnership between the Village, the Brown Deer School District, Milwaukee County, the City of Milwaukee, other public agencies, programming affiliates, neighborhood groups and organizations, and the private sector. The Village should lead and promote the cooperation and collaboration required to implement the new CORP.

Partners should include:

- Other governmental and service districts, such as the City of Milwaukee, Village of River Hills, City of Mequon, Milwaukee County Parks, the Brown Deer School District, and the Milwaukee Metropolitan Sewerage District (MMSD).
- Affiliate organizations, such as the Rite-Hite Family YMCA, the

Brown Deer Foundation, the Brown Deer Senior Citizens Club, Brown Deer Historical Society, the Boy Scouts, and the Girl Scouts.

- Independent recreation organizations such as the Brown Deer Soccer Club, Brown Deer Junior Baseball, Brown Deer Youth Football.
- Builders and developers that undertake redevelopment projects on parcels contiguous to park sites, trail corridors or river environments.
- Village residents that participate in on-going park and school ground planning and budgeting.
- Property owners, who control acreage adjacent to park or natural resources and may also afford opportunities to improve pedestrian and bicycle access to parks, trails and river environments.
- Private businesses, like those that have partnered with Milwaukee County Parks to leverage opportunities at places like Bradford Beach.

Prepare annual goals. The Village, partnering with the Park & Recreation Committee, should continue to develop annual goals as part of the implementation of this plan. The annual goals will serve as an “action agenda” which highlights the improvements, developments, designs and other activities to be undertaken during the next few years. In order to remain current, the “action agenda” should be updated once a year as part of annual updates to the CORP.

Continuously seek new funding sources. The recommendations of the plan vary greatly in cost. Since many of the projects will require at least a moderate capital outlay, the Village should continue to explore and consider the wide range of local, state and federal resources and programs that may be available to assist in the implementation of the Plan’s recommendations. The Village should develop a “Funding Acquisition Framework” that could focus on the following criteria being met before spending time and money competing for

funding and financing for public projects.

- Relationship to the State CORP
- A regional or statewide focus for the project.
- Acquisition of land where a plan supports the need for it.
- Provision or enhancement of water-based activity.
- Prioritization of service for greatest possible target population.
- Involvement of other local governments.
- Is the Village a first-time applicant for this type of funding?
- Past projects have been completed.
- Provision of multi-season, multi-activity use.
- Emphasis on “basic” facilities over “elaborate” ones.
- Participant over spectator facilities.

Funding

There are a number of potential funding sources available to help finance implementation of recreation facilities. The Village should also coordinate efforts with other units of government, governmental departments and public agencies and private and non-profit agencies to help fund and implement the recommendations presented in this Plan. In addition to extramural funding, costs associated with recreation facility improvements and maintenance should be incorporated in Village capital improvement plans and programs.

Federal Grant Programs

The Land and Water Conservation Fund (LAWCON) program was established to provide funding for the acquisition of land for park or open space preservation purposes and the development of outdoor recreation facilities like parks and trails.

The National Recreational Trails Act (RTA) grant program provides funds to develop and maintain recreational trails and trail-related facilities for both motorized and non-motorized trail uses.

The Urban and Community Forestry Grant Program provides grants for urban forestry activities. Eligible activities include

development of an urban forestry plan or urban open space program, development of a tree ordinance, development of a public awareness program, conducting street tree inventories, and tree planting and maintenance.

The River Protection Grant Program is intended to protect or improve rivers and natural river ecosystems, including water quality, fisheries habitat, and natural beauty. The program includes the following two subprograms:

- **River Planning Grants.** This program provides grants for activities including river organization development, educational efforts, assessments of water quality and aquatic life, and non-point source evaluations.
- **River Management Grants.** This program provides grants to purchase land or easements, develop local ordinances, and restore in-stream or shoreland habitat.

The Moving Ahead for Progress in the 21st Century Act (“MAP-21”) replaced the SAFETEA-LU legislation which disbursed federal transportation funds. Funding was reduced and consolidated into a broader program called Transportation Alternatives (“TA”). The TA derives funding from several programs, including the following:

- **The Congestion Mitigation and Air Quality Improvement Program (CMAQ)** provides grants for projects and programs that reduce motor vehicle travel and/or emissions in areas that have failed to meet air quality standards for ozone, carbon monoxide (CO), or small particulate matter. Bicycle and pedestrian projects are eligible if they reduce vehicle trips and vehicle miles traveled. Non-construction activities such as maps and brochures are also eligible.
- **The Highway Safety Improvement Program (HSIP)** emphasizes a data-driven, strategic approach to highway safety, focusing on performance. This approach depends on a safety data system which each state is required to have to identify key safety problems, establish their relative severity, and then adopt strategic and performance-based goals to

maximize safety. Every state then develops a Strategic Highway Safety Plan (SHSP) that addresses these key safety problems. States are required to incorporate strategies focused on older drivers and pedestrians if fatalities and injuries per capita for those groups increase.

- **The Surface Transportation Program (STP).** provides funding to preserve or improve conditions and performance on any Federal-aid highway, bridge projects on any public road, facilities for non-motorized transportation, transit capital projects and public bus terminals and facilities.

The Federal Aid in Sport Fish Restoration Act provides aid to manage and restore fish populations. It funds aquatic education, wetlands restoration, boat safety, vessel sanitation devices, and a nontrailerable boat program. WDNR funds fish management projects (land acquisition, habitat restoration and development, aquatic education, public fishing piers & shorefishing, fish propagation and stocking, research, and motorboat access).

State Grant Programs

A list of grant programs functioning at the state and local level which could be applicable to Brown Deer, are listed below:

The Knowles-Nelson Stewardship Program is an umbrella funding program for four WDNR-administered “daughter” programs containing unique goals, priorities, and criteria. Grants are provided to local and county governments, as well as nonprofit conservation organizations (“NCOs”). They protect and restore nature-based outdoor recreation areas, as well as areas having scenic or ecological value. Projects submitted for grants must be included in a locally-adopted park plan.

- **Aids for the Acquisition and Development of Local Parks (ADLP)** provides assistance for the acquisition and development of local and county parks. Funds may be used to purchase land, easements, and the development of outdoor recreation areas for nature-based outdoor recreation purposes.

- **Urban Green Space (UGS)** provides grants to acquire or protect scenic, ecological, or other natural features within or near urban areas and provides land for nature-based outdoor recreation, including noncommercial gardening. Funds can only be used for land acquisition.

- **Urban Rivers (URGP)** funds the purchase of land or easements, or to develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas. This program is intended to preserve or restore urban rivers or riverfronts for the purpose of revitalization and nature-based outdoor recreation activities.

- **Acquisition of Development Rights** provides grants to acquire conservation easements in areas where restrictions on residential, commercial, or industrial development would help protect natural, agricultural, or forestry values and enhance nature-based outdoor recreation.

The Southeast Wisconsin Watersheds Trust & Milwaukee River Basin Partnership Mini-Grant Program supports local activities that teach citizens about water quality issues, enhance conservation, and improve water quality in the Milwaukee River watershed. Mini-Grants may be used for events or on-going programs.

The Wisconsin Coastal Management Program (WCMP) enhances and restores coastal resources within all counties adjacent to Lakes Superior and Lake Michigan. Grants fund coastal wetland protection and habitat restoration, nonpoint source pollution control, coastal resource and community planning, Great Lakes education, public access, and historic preservation.

Nonprofit-Sector Grant Programs

The Keystone Initiative Grants Program. Awards grants for bird, fish, marine, coastal, wildlife, and habitat conservation. The foundation also awards grants to achieve measurable outcomes in invasive species control.

National Trails Fund. Privately supported national grants program providing funding to grassroots organizations working toward establishing, protecting, and maintaining foot trails in America. National Trails Fund grants help give local organizations the resources to secure access, volunteers, tools, and materials for hiking trails.

Kodak American Greenways Awards Program. This program consists of a partnership project of the Eastman Kodak Company, the Conservation Fund and the National Geographic Society. It provides small grants to stimulate the planning and design of greenways in communities throughout America. Small grants support the expenses needed for communities to complete, expand, or improve a greenway project.

Recreational Equipment, Inc. Grants (REI). The grant funds conservation and outdoor recreation projects. An employee of REI must nominate the project for consideration.

Special Revenue Funds

The Village Park & Pond Fund contains accounts for the operation of Fairy Chasm Park, the Village Park, and the Village Swim Pond. The fund is segregated and accounts for the revenues and expenditures of Park and Pond services and operations. The cost for maintaining equipment, restrooms and athletic fields at those locations are included within this fund.

The Strehlow Donation Fund was created when the Village Park & Recreation Department and the Village Library received funds from Naomi Strehlow to use on children’s activities. This special account allows the Village to track its revenues and expenditures.

Potential Local Partners

- **The Milwaukee Riverkeepers**
- **The River Revitalization Fund**
- **Park people**
- **Milwaukee Audobon Society**
- **The Mequon Thiensville River Advisory Committee**
- **The Milwaukee Metropolitan Sewerage District Water Quality Initiative**
- **Greenseams**
- **The River Alliance of Wisconsin**

APPENDICES

The following appendices (A,B, and C, respectively) contain descriptions of the following:

- A. Information and links to the Village's capital improvement projects for 2014 & 2015 relating most directly to development of parks and open spaces.
- B. Links to Village, regional, and state plans, activities, and resolutions that relate to the formation of this Comprehensive Open Recreation Plan.
- C. Additional sources of information that were vital to the creation of this document.

APPENDIX A: Capital Improvement Program Documentation

Major capital improvements directly relating to development of park and open spaces are listed in the following table. In addition, the Village Budget for 2015 and a description of the procedures and processes that informed the pursuit of these investments can be found in the link below. Pages 194-208 of the Budget are dedicated to a summary, report, and forecast of capital projects for the Village over the next ten years.

(2015 Annual Budget for the Year Beginning January 1, 2015):

<http://www.browndeerwi.org/wp-content/uploads/2015/03/2015-Annual-Budget.pdf>

Brown Deer Capital Improvement Projects (as they directly affect park and open space development)					
Item/Department	Recommended	Project Number	Total	Cost	Year
Manager's Office	Construction of Badger Meter River Park	MGR/15/01A		\$263,209	2015
				\$263,209	
Park & Recreation Dept.	Fairy Chasm Baseball Field Rehabilitation	PR-008		\$40,000	2014
	Swim Pond Platform Repair	PR-009		\$19,024	2014
	Fairy Chasm Play Structure Replacement	PRD/15/01		\$47,500	2015
	Fairy Chasm Restroom/Roof	PRD/15/02		\$8,500	2015
				\$115,024	
Public Works Dept.	Emerald Ash Borer Treatment	DPW/15/04		\$50,000	2015
				\$50,000	
Grand Total:				\$428,233	

APPENDIX B: Links to Village, Regional, and State Plans

B.1 (Village Plans, Resolutions, & Workshops)

Village of Brown Deer Comprehensive Plan 2030

http://www.browndeerwi.org/cm/pdfs/BD_Plan_FinalDraft-1_2010.pdf

Village of Brown Deer Annual Budget: 2013

<http://www.browndeerwi.org/cm/pdfs/2013%20adopted%20budget%20for%20print.pdf>

Brown Deer School District Campus Master Plan

<http://browndeer.schoolfusion.us/modules/groups/homepagefiles/cms/121380/File/2011%20Referendum/Brown%20Deer%20Campus%20Design%20-%20Master%20Plan.pdf?sessionid=d22b01078698b45a358b3a4637b7df4d>

Brown Deer Village and School District “Safe Routes to School Plan”

http://srts.browndeer.schoolfusion.us/modules/locker/files/get_group_file.phtml?fid=7383772&gid=1677001&sessionid=b67d358d3233c3c58bddae47549f9133

Twelve Community Workshops, including two held on 17 May 2008, and 25 June 2008, to incorporate public comments into the Plan; a draft review workshop held 26 August 2009 in accordance with the Comprehensive Plan’s “Public Participation Plan (Village Resolution 08-13)

Village Resolution No. 08-13 (“In the Matter of Approving a Public Participation Plan for the Village of Brown Deer Comprehensive Plan”)

<http://www.browndeerwi.org/cm/pdfs/08-13.pdf>

Village Resolution No. 09-15 (“Resolution to Approve the Village of Brown Deer Comprehensive Plan 2030 with Recommendation for Adoption to the Village Board of Brown Deer”)

<http://www.browndeerwi.org/cm/pdfs/15.pdf>

Village of Brown Deer Five Year Capital Plan (2010-2014):

<http://www.browndeerwi.org/cm/pdfs/Tab%2014.pdf>

APPENDIX B (continued): Links to Village, Regional, and State Plans**B.2 (Regional or Greater Metropolitan Milwaukee Plans)**

Public Outdoor Recreation Plan for City of Milwaukee Neighborhoods 2001-2005

<http://city.milwaukee.gov/ImageLibrary/Groups/cityDCD/planning/plans/rec/recplan2001.pdf>

City of Milwaukee 2010 Bicycle Master Plan

<http://city.milwaukee.gov/ImageLibrary/User/milbtf/MilwaukeebyBike2010-Appendix.pdf>

B.3 (State Statutes Governing Comprehensive Planning in Wisconsin)

Wisconsin Statute 66.1001: (requiring that the Plan Commission or other body of a local governmental unit recommend to the Village Board of Brown Deer, by majority vote, the adoption of the prepared comprehensive plan)

<http://docs.legis.wisconsin.gov/statutes/statutes/66/X/1001>

APPENDIX C: Sources

Wisconsin Dept. of Natural Resources “Wisconsin Wetland Inventory”

National Recreation and Park Association - Park Advocate Handbook

<http://www.nrpa.org/uploadedFiles/nrpa.org/Advocacy/Resources/Park-Advocate-Handbook-NRPA.pdf>

United States Department of Agriculture – Economic Research Service “Recreation, Tourism, and Rural Well-Being”; Richard J. Reeder, Dennis M. Brown; Economic Research Report Number 7; August 2005

American FactFinder, U.S. Census Bureau, Department of Commerce

National Recreation and Park Association (NRPA)

(May 2010). The Economic Benefits of Open Space, Recreation Facilities and Walkable Community Design. Retrieved from

<http://atfiles.org/files/pdf/Economic-Benefits-Active.pdf>

Brown Deer CIP 2013

Conceptual Plan for the B-4 River District Riparian Restoration and Trail Planning and Design Project (May 2009)

<http://www.villageofshorewood.org/vertical/Sites/%7B5230848F-4209-4497-9E80-89EC90BA64AE%7D/uploads/%7B492D8ED5-8590-4ADA-8F3C-D6C513982C64%7D.PDF>

Sustain, Reconnect, and Grow the Environmental Corridors (“SRGE”)

David A. Schilling – SEWRPC

<http://www.sewrpc.org/SEWRPCFiles/ParkandOpenSpace/Maps/SRGE-ppt-presentation.pdf>

The 2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan

http://dnr.wi.gov/topic/parks/planning/scorp/pdfs/WI_SCORP_2011_16.pdf