

City of Brookfield Community Vision Report

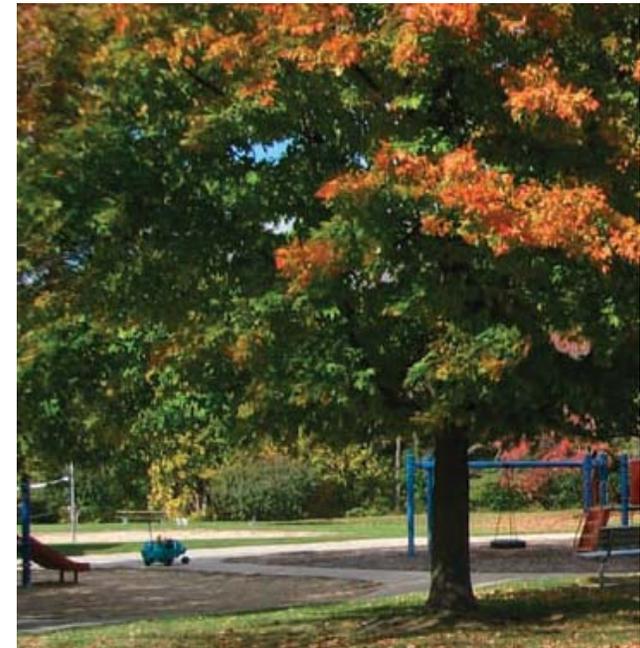
Appendices Volume

December 16, 2008

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City of
Brookfield
Comprehensive Plan

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Appendix A: Preliminary Inventory Report

This Preliminary Inventory Report contains relevant demographic, housing, and economic trends and background information pertaining to transportation, facilities, and land use for the City of Brookfield. This document will help to provide an understanding of the trends currently influencing development and redevelopment in Brookfield as well as how they may affect the City in the future.

Population/Demographics

Figure A-1 provides historical population data for Brookfield from 1960 to 2000. Brookfield’s population grew remarkably between 1960 and 1970, at a rate of 60.3 percent. Since 1970, Brookfield’s population has steadily increased; the City experienced a 21.7 percent increase in population between 1970 and 2000. The Department of Administration estimates Brookfield’s 2008 population to be 39,780.

Figure A-1: City of Brookfield Population Trends, 1960-2000

1960	1970	1980	1990	2000
19,812	31,761	34,035	35,184	38,649

Source: US Census Bureau

Figure A-2 compares the City of Brookfield’s population trends from 1970 to 2000 with several neighboring communities, Milwaukee and Waukesha Counties, and the State. It is notable that the City of Brookfield, as well as communities listed in Waukesha County, with the exception of the Villages of Butler and Elm Grove, has experienced steady population growth, whereas the communities listed in Milwaukee County (Milwaukee, Wauwatosa, West Allis), have had stagnant or declining populations. Note that the City of Brookfield’s population grew by 9.8 percent between 1990 and 2000, and the adjacent Town of Brookfield’s population doubled during this same time period. These figures reflect the recent trend of residents relocating from some of Milwaukee’s older communities to newer suburban developments.

Figure A-2: Historic Populations of Area Communities

	1970	1980	1990	2000	Percent Population Change 1970-2000	Percent Population Change 1990-2000
City of Brookfield	32,761	34,035	35,184	38,649	18.0%	9.8%
Town of Brookfield	4,303	4,364	4,232	6,390	48.5%	51.0%
Village of Elm Grove	7,201	6,735	6,261	6,249	-13.2%	-0.2%
City of Wauwatosa	58,676	51,308	49,366	47,271	-19.4%	-4.2%
Village of Butler	2,261	2,059	2,079	1,881	-16.8%	-9.5%
Village of Menomonee Falls	31,697	27,875	26,840	32,647	3.0%	21.6%
City of Pewaukee	7,551	8,922	9,621	11,783	56.0%	22.5%
City of New Berlin	26,910	30,529	33,592	38,220	42.0%	13.8%
City of West Allis	71,649	63,982	63,221	61,254	-14.5%	-3.1%
City of Waukesha	39,695	50,365	56,958	64,825	63.3%	13.8%
City of Milwaukee	717,372	636,295	628,088	596,974	-16.8%	-5.0%
Milwaukee County	1,054,249	964,988	959,275	940,164	-10.8%	-2.0%
Waukesha County	231,335	280,203	304,715	360,767	56.0%	18.4%
State of Wisconsin	4,417,821	4,705,642	4,891,769	5,363,675	21.4%	9.6%

Source: U.S. Census Bureau, 1970-2000

Age and Gender Distribution

Figure A-3 compares the age and gender distribution for the City of Brookfield in the year 2000 to neighboring communities, Milwaukee and Waukesha Counties, the State of Wisconsin, and the United States. Age distribution is an important factor when considering the future demands for housing, schools, park and recreational facilities and the provision of social services. Demographic trends indicate that the City’s median age increased from 39.0 in 1990 to 42.5 in 2000. Brookfield’s year 2000 median age of 42.5 was high when compared to the

median ages in the communities surrounding the City, and 7 years higher than the national average. When compared to other cities in the area of somewhat comparable size, the median age in Brookfield is slightly higher than the Village of Menomonee Falls, the City of New Berlin, and the City of Wauwatosa, but lower than the Town of Brookfield and the Village of Elm Grove. Waukesha County’s median age of 36.0 is considerably lower than the median age in Brookfield.

The City has a relatively balanced age distribution. The proportion of residents over the age of 65 has increased from 12.6 percent in 1990 to 17.6 percent in 2000; suggesting that the City will continue to experience the impacts of the aging baby boom generation and will have to plan for the housing and transportation needs of this age group. The proportion of school-age children residing in the City has increased slightly from 28.2 percent in 1990 to 28.7 percent in 2000. Brookfield’s proportion of female residents is comparable to that of the surrounding communities, the state, and the nation.

Figure A-3: Trends in Brookfield Age and Gender Distribution

	Median Age	% Under 18	% 65 and over	% Female
City of Brookfield	42.5	26.8	17.6	51.6
Town of Brookfield	44.4	22.0	24.7	53.5
Village of Elm Grove	45.7	24.9	22.5	52.8
City of Wauwatosa	39.1	23.3	18.2	53.7
Village of Butler	40.9	19.5	23.5	52.7
Village of Menomonee Falls	39.2	25.0	15.7	51.6
City of Pewaukee	40.4	23.1	10.8	50.1
City of New Berlin	39.8	24.8	12.7	50.8
City of West Allis	37.8	21.5	17.2	50.9
City of Waukesha	33.4	24.7	10.6	51.1
City of Milwaukee	30.6	28.6	10.9	52.2
Milwaukee County	33.7	26.4	12.9	52.1
Waukesha County	38.1	26.3	12.0	50.8
State of Wisconsin	36.0	25.5	13.1	50.6
United States	35.3	25.7	12.4	50.9

Source: U.S. Census, 2000

Figure A-4: Age Trends in the City of Brookfield, 1990-2000

Percent over 65	Percent over 65	Increase in residents over 65, based on Census population	Percent Age 19 and Under	Percent Age 19 and Under	Increase in residents Age 19 and under, based on Census population
1990	2000	1990 - 2000	1990	2000	1990 - 2000
12.6%	17.6%	+2,367 adults over age 65	28.2%	28.7%	+1,170 adults over age 19

Source: U.S. Census Bureau, 1990 and 2000

Brookfield’s racial diversity has increased since 1990, with the percent of its population identified as white decreasing from nearly 97 percent in 1990 to 94.2 percent in 2000. Additionally, the percent of residents identifying as Hispanic or Latino almost doubled over this period. The 2000 Census does not include Hispanic and Latino people in the racial distribution. Rather, Hispanic and Latino are considered to be an ethnicity. Hispanic and Latinos can be any race and/or Hispanic.

Figure A-5: Race and Ethnicity Trends in Brookfield, 1990 - 2000

	Racial Distribution				Ethnicity		
City of Brookfield	White	Black	Asian	Other Race	Hispanic or Latino	Not Hispanic or Latino	White Alone
1990	96.9%	0.4%	2.4%	0.3%	0.7%	99.3%	96.3%
2000	94.2%	0.8%	3.8%	0.2%	1.2%	98.8%	93.3%

Source: U.S. Census Bureau, 2000

Educational Attainment

Educational attainment is another important characteristic of a community’s labor force. According to the 2000 Census, 94 percent of Brookfield’s population aged 25 and older had attained a high school level education or higher; an increase of 3 percent from 1990 totals. In 2000 approximately 49 percent of this same population had attained a college level education (bachelor’s degree or higher); an increase of 7 percent from 1990. These percentages are considerably higher than those of many of Milwaukee’s older, first ring suburbs, but are roughly comparable to communities adjacent to Brookfield in Waukesha County and to Waukesha County as a whole.

Figure A-6: Educational Attainment in Brookfield

	High School Graduates (%)	Bachelor’s Degree or Higher (%)
City of Brookfield	94.0	49.0
Town of Brookfield	91.3	39.8
Village of Elm Grove	96.3	65.1
City of Wauwatosa	93.4	47.6
Village of Butler	77.4	13.0
Village of Menomonee Falls	90.4	30.4
City of Pewaukee	94.0	37.2
City of New Berlin	92.4	36.8
City of West Allis	82.7	16.4
City of Waukesha	89.4	30.6
City of Milwaukee	74.8	18.3
Milwaukee County	80.2	23.6
Waukesha County	92.0	34.1
Wisconsin	85.1	22.4
United States	80.4	24.4

Source: U.S. Census Bureau, 2000

Housing and Neighborhood Development

Figure A-7 compares the City’s housing characteristics with the surrounding communities, Milwaukee and Waukesha Counties, Wisconsin, and the United States. As reported in Figure A-7, a housing unit is considered owner-occupied if the owner or co-owner lives in the unit, regardless of whether the unit is mortgaged or fully paid for. A housing unit is vacant if no one is living in it at the time when it is counted. Units temporarily occupied at this time entirely by people who have a usual residence elsewhere are also classified as vacant. Brookfield’s vacancy rate was the lowest reported of all comparison communities. The City’s owner occupancy rate was higher than that of all comparison communities with the exception of the Town of Brookfield and the Village of Elm Grove, which had the same owner occupancy rate. Likewise, Brookfield’s median home value in 2000 was higher than all comparison communities except the Town of Brookfield and the City of Pewaukee. Similarly, median rent in Brookfield is highest of all communities presented. According to the 2008 Housing Needs Assessment for the City of Brookfield, available condominiums at that time generally ranged in price from \$285,000 to \$559,900 per unit and available new single family homes generally ranged from \$475,000 to \$990,000.

Figure A-7: Housing Characteristics, 2000

	Total Housing Units	Percent Vacant	Percent Owner Occupied	Median Home Value in 2000	Median Gross Rent in 2000
City of Brookfield	14,208	2.2	89.9	\$189,100	\$1,014
Town of Brookfield	2,863	3.5	96.5	\$177,100	\$950
Village of Elm Grove	2,556	4.4	89.9	\$263,900	\$673
City of Wauwatosa	20,917	2.5	67.8	\$138,600	\$702
Village of Butler	938	2.3	49.7	\$115,100	\$590
Village of Menomonee Falls	13,140	2.3	77.4	\$151,600	\$702
City of Pewaukee	4,761	4.4	84.0	\$190,600	\$942
City of New Berlin	14,921	2.9	81.3	\$162,100	\$830
City of West Allis	28,708	3.8	58.1	\$99,200	\$571
City of Waukesha	26,856	4.4	56.5	\$139,900	\$675
City of Milwaukee	249,225	6.8	45.3	\$80,400	\$527
Milwaukee County	400,093	5.6	52.6	\$103,200	\$555
Waukesha County	140,309	3.6	76.4	\$170,400	\$726
Wisconsin	2,321,144	10.2	68.4	\$112,200	\$540
United States	115,904,641	9.0	66.2	\$119,600	\$602

Source: U.S. Census, 2000

Figure A-8 presents housing characteristics and occupancy trends for the City of Brookfield for the years 1990 and 2000. A household is defined by the U.S. Department of the Census as including “all the people who occupy a housing unit as their usual place of residence.” A housing unit is defined as “a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.” Single-family housing units are those structures—separate buildings that either have open space on all sides or are separated from other structures by dividing walls extending from ground to roof—that have only one housing unit within them. Single person households are housing units occupied by one person.

Between 1990 and 2000, the total number of housing units in the City increased by 16 percent. The total number of households also increased by 16 percent during this same time period; however, the average household size decreased during this ten year period from 2.92 to 2.74, reflecting the growing trend of single person households. Household size is an important factor in comprehensive planning as it affects the number of residential units necessary to house a particular population. A trend toward smaller household size is being felt in many communities nationwide, as individuals increasingly remain single, marry later, have fewer children, and live longer after children have left home. In Brookfield, as shown in Figure A-9, the average household size has been decreasing considerably since at least 1970, from 3.91 to 2.74 persons per household. As of January 1, 2008, the average size of a single family home in Brookfield was 2,245 square feet and the average size of a condominium housing units was 1,766 square feet – both larger than State and national averages.

Figure A-8: Housing Characteristics and Occupancy Trends, City of Brookfield

	Total Housing Units	Total Households	Average Household Size	Owner Occupied	Single Family Units	Vacant	Single Person Household	Median Rent
2000	14,246	13,891	2.74	89.9%	91.1%	2.2%	16.7%	\$1,014
1990	12,254	11,939	2.92	91.5%	92.6%	2.6%	11.3%	\$668

Source: U.S. Census Bureau, 2000.

Figure A-9: Average Household Size in Brookfield, 1970-2000

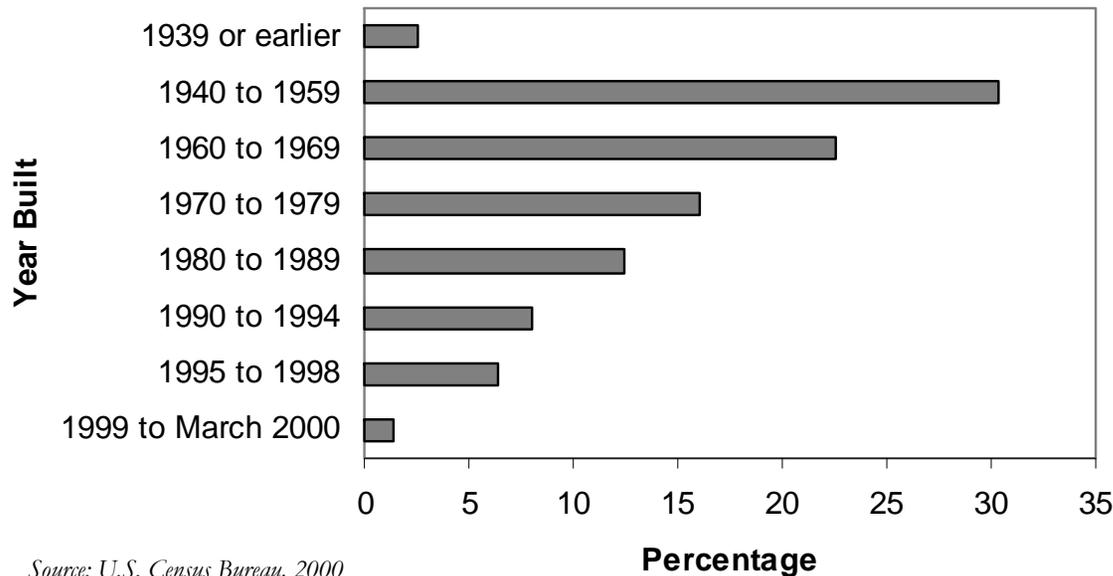
	1970	1980	1990	2000
Average Household Size	3.91	3.28	2.90	2.74

Source: U.S. Census Bureau

In both 1990 and 2000, the City of Brookfield contained a substantially higher proportion of households over the age of 55 in comparison to Waukesha County. Over 44 percent of Brookfield households are headed by those over the age of 55. As of 2000, approximately 25 percent of Brookfield’s household base also consisted of those between the ages of 45 and 54, a group that will age and transition into the “senior” category in the upcoming decades. By comparison, only 35 percent of households in the County were headed by those over the age of 55 and less growth has occurred in the oldest age group (75+). Conversely, the Brookfield household base consisted of a much smaller percentage of younger households between the ages of 15 and 34. In 1990 and 2000, households between the ages of 15 and 34 accounted for only 11.7 and 7.7 percent of all households in Brookfield while representing between 17 and 23 percent of the County-wide household base.

Considering Brookfield originally emerged as a residential community, it is not surprising that more than half (53 percent) of the housing stock was constructed between 1940 and 1960, as illustrated in Figure A-10. These two decades saw tremendous growth in population and housing nation-wide due to the baby boom. Another 29 percent of the housing stock was constructed between 1960 and 1990. According to the 2000 Census, the median year built for housing is 1966. Since 1990, housing construction has slowed.

Figure A-10: Brookfield Age of Housing Stock, 2000



According to the City Assessor, approximately 1,110 housing units have been added to Brookfield’s housing stock since the 2000 Census. Assuming a 2.4 percent vacancy rate, this equates to approximately 1,086 additional households between 2000 and 2008. These estimates of current households represent an average annual growth rate of approximately 0.99 percent since 2000.

Figure A-11: Brookfield Household Trends, 2000-2008

	Added Housing Units	Total Housing Units ²	Total Households ³
2000	-----	14,235 ¹	13,891
2001	321	14,556	14,204
2002	130	14,686	14,331
2003	229	14,915	14,555
2004	115	15,030	14,667
2005	47	15,077	14,713
2006	73	15,150	14,784
2007	171	15,321	14,950
2008	24	15,345	14,977

Source: The Demand for Housing in the City of Brookfield, Gruen Gruen + Associates, 2008

¹*the 2000 Census reports an estimate of 14,241 housing units in the City of Brookfield.*

²*As of January 1st of each year.*

³*Assuming a stable vacancy rate of 2.42 percent.*

Figure A-12 compares Brookfield’s housing types for the years 1990 and 2000. Overall, the total number of housing units increased by 16 percent over this decade, with minor changes in the composition of Brookfield’s housing types. Over 90 percent of all housing units in Brookfield are single family homes, with the total number of single-family homes (attached and detached) remaining steady over the 10-year period. The number of two family or duplex units increased slightly from 1990 to 2000. The number of smaller multi-family buildings or developments remained somewhat stable, while multi-family buildings or developments with 10 or more units increased slightly between 1990 and 2000.

Figure A-12: City of Brookfield Housing Types, 1990 and 2000

Units per Structure	Number		Percent	
	1990	2000	1990	2000
Single Family Detached	10,929	12,104	89%	85%
Single Family Attached ¹	412	869	3%	6%
Two Family (duplex)	164	132	1%	1%
Multi-Family: 3-4 units	228	338	2%	2%
Multi-Family: 5-9 units	182	237	1%	2%
Multi-Family: 10-19 units	117	138	1%	1%
Multi-Family: 20 or more units	141	423	1%	3%
Mobile Home or Other	81	5	1%	0%
Total	12,254	14,246	100	100

Source: U.S. Census, 1990 & 2000

¹ *Includes townhouses and zero lot line duplexes.*

Housing Affordability

Figure A-13 includes monthly housing costs for rental units, or gross rent, in the City, neighboring communities, and the County in 2000. Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels (oil, kerosene, wood, and coal) are included in the calculations of monthly gross rent. These costs are included in the monthly cost calculation if the renter pays them or they are paid for the renter by another party, such as the property owner. Rental units that are occupied without payment of rent are included in the “no cash rent” category of Figure A-13. Median rent per month in 2000 ranged from \$590 in the Village of Butler to \$1,014 in the City of Brookfield. About 15 percent of all rental housing units within the County in 2000 were below \$500 in rent per month.

Brookfield’s homes are significantly above average in value compared to the region as a whole. According to the City, in 2008 the average value of all owner-occupied housing units in Brookfield was \$355,000.

Figure A-13: Comparison of Monthly Rents by Community, 2000

	Less than \$499		\$500 to \$999		\$1,000 or more		No Cash Rent		Median Gross Rent in 2000
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
City of Brookfield	78	5.66	551	39.96	676	49.02	74	5.37	\$1,014
Town of Brookfield	44	4.42	520	52.26	410	41.21	21	2.11	\$950
Village of Elm Grove	75	30.99	117	48.35	33	13.34	17	7.02	\$673
Village of Butler	175	38.04	274	59.56	11	2.39	0	0	\$590
Village of Menomonee Falls	354	12.3	1973	68.58	444	15.43	106	3.68	\$702
City of Pewaukee	22	3.56	1973	68.58	239	38.67	26	4.21	\$942
City of Waukesha	2,376	21.26	7,661	68.54	903	8.08	238	2.13	\$675
Waukesha County	4,523	14.38	21,395	68.03	4,571	14.54	959	3.05	\$726

Source: U.S. Census, 1990 & 2000

Housing Needs Assessment

According to Gruen Gruen + Associates’ 2008 Housing Needs Assessment for the City of Brookfield, approximately 2,456 new housing units will be demanded in Brookfield from 2006 through 2025; however, under current zoning, the City may only have the capacity to accommodate 2,260 new housing units. The current inventory of housing units within the City represents approximately 87 percent of the full residential build-out capacity. Gruen Gruen + Associates anticipates that Brookfield will reach full build-out capacity in approximately 17 years, or by 2023, assuming no change in current regulations or zoning.

As part of the comprehensive planning process, a variety of projections were produced, including a projection for housing based on the 2035 Vision. This projection was compared with Gruen Gruen + Associates’ expectations. See Appendix B for further information on housing projections for the City.

Figure A-14 presents Gruen Gruen + Associates’ forecast of the demand for housing units by price range for the City of Brookfield. Gruen Gruen + Associates identify that the primary future demand for new housing in Brookfield will come from two-income family households, empty-nester households, and those who (for lifestyle or social reasons) desire to move from their existing single-family neighborhoods but stay in Brookfield or move from nearby communities. Of the 1,997 projected units, more than half of them are estimated to have a for-sale price of \$420,000 or higher. This indicates a potential increase in the proportion of higher value homes in Brookfield compared to current percentages. Gruen Gruen + Associates have identified a potential shortfall in the production of new housing in housing priced at the lower price range of \$145,000 to \$315,000. This shortfall relates to the real estate economics of housing development in Brookfield. Due to high land values and high development costs (given both relatively low densities permitted and design and other regulatory requirements, in addition to the generalized inflationary pressures), it is currently not as profitable or feasible to develop lower-priced housing as higher-priced housing in Brookfield. The demand for housing from households with incomes less than \$35,000 is therefore assumed to be met from existing housing stock rather than new housing units.

Figure A-14: Forecast Demand for Additional Housing Units by Price Range in the City of Brookfield: 2007-2025

Household Income	For-Sale Price Range ¹	Number of Units 2007-2010	Number of Units 2010-2015	Number of Units 2015-2025	Total Units 2007 -2025	Percent of Total 2007 -2025
\$35,000 - \$49,999	\$145,000 – \$210,000	36	62	107	205	10.3
\$50,000 - \$74,999	\$210,000 – \$315,000	65	110	190	365	18.3
\$75,000 - \$99,999	\$315,000 – \$420,000	63	109	190	362	18.1
\$100,000 or More	\$420,000 or More	171	311	583	1,065	53.3
Total		335	592	1,070	1,997	100.0

Source: Gruen Gruen + Associates’ 2008 Housing Needs Assessment for the City of Brookfield.

¹ *2008 dollars. Prices based on monthly mortgage payment equal to 24 percent of household income (after deduction for property taxes, insurance and utilities). Assumes 20 percent down payment on a 30-year fixed mortgage with 6.0 percent interest rate.*

Gruen Gruen + Associates also identified that Brookfield is likely to be disproportionately impacted by increasing life expectancies and older age households. While Brookfield is forecast to experience slow household growth, the proportion of older age households (those above 65 years of age) is expected to continue to increase. Gruen Gruen + Associates assumed that on average approximately 25 percent of the older households which may move in a given year could be candidates for multi-family housing in Brookfield. This would equate to almost 48 units per year. In short, Gruen Gruen + Associates suggest that the City of Brookfield should plan for an increase in requests for permits to remodel homes to facilitate older households aging in place, condominium-type services for single-family type developments, and an increase in multi-family developments with services geared to the needs of older households as well as a continuum of facilities for serving the needs of the older residents.

Housing Programs & Projects

The following describes county, state, and federal housing programs and projects available to address the needs of persons of various income levels and age groups and persons with special needs. In addition to these, numerous senior housing, assisted living, and nursing facilities exist in the City. A comprehensive list of senior living options is available at Brookfield City Hall.

- The HOME Consortium is a four-county governmental body, which includes Ozaukee, Washington, Waukesha, and Jefferson Counties, whose purpose is to advance homeownership opportunities and programs for households that earn 80 percent or less of the area's median income. The Home Consortium operates a home ownership assistance program, purchase/rehab program, home rehabilitation assistance programs, and housing counseling services. In 2007, the HOME grant was \$1,410,000, which was allocated among the various Consortium services.
- Downpayment Plus (DPP) and Downpayment Plus Advantage are down payment and closing cost assistance programs available to low and moderate income homebuyers. Both programs are funded by the Federal Home Loan Bank of Chicago's (FHLBC) Affordable Housing Program (AHP). The programs are administered by the Wisconsin Partnership for Housing Development (WPHD) and the FHLBC for members headquartered in Wisconsin.
- Funding through the programs is available to FHLBC member financial institutions. A grant is paid on behalf of the borrower at the time of closing. To qualify for DPP, borrowers must earn at or below 80% of the area median income. Borrowers must also sign a 5-year retention agreement, participate in homebuyer counseling, and use the home as their primary residence.
- The Wisconsin Housing and Economic Development Authority (WHEDA) also manages several housing programs including home mortgage and improvement loans and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

- The HCRI Homebuyer program provides funding to low- and moderate-income households seeking to own or rent decent, safe, affordable housing. Households receiving assistance must have gross incomes at or below 80% of the County Median Income (CMI) adjusted for family size. Homebuyer properties must be single-family and the primary residence of the owner. A total of \$2.8 million of funds is awarded through a biennial competition. Funds may be used for downpayment, closing cost, or gap financing assistance.
- The Manufactured Housing Rehabilitation & Recycling (MHRR) program was created in 2008 by the Governor and the Wisconsin Legislature. Funding from this program may be used to provide housing assistance to eligible households requiring critical repairs to their home. The program also assists municipalities and others to dispose of abandoned manufactured homes in an environmentally sound manner. Eligible households must have gross incomes at or below 80% of the County Median Income (CMI) adjusted for family size. Up to \$140,000 in MHRR funds are awarded through a biennial competition.
- HUD provides funding for a number of housing programs, including the Section 8 Low-Income Rental Assistance Program and the Home Investment Partnership Act (HOME).
- CDBG funds may be used to develop decent, accessible, and affordable housing in communities. The 2007 Waukesha County CDBG grant was \$1,433,000. The CDBG program allocates funding for public services, public facilities, housing, economic development, accessibility, planning and other smaller categories of funding. A portion of annual CDBG funding is allocated to participating municipalities and set-aside to the City of Waukesha. In 2007, about \$350,000 was allocated for housing rehabilitation with some additional allocations provided for some smaller housing programs. Past loans for housing production or housing rehabilitation generate about \$500,000 in program income annually which is used for additional rehab loans or housing developments.

Transportation

The following describes the key City and regional transportation facilities, including major roadways, bridges, airports, pedestrian and bicycle facilities, rail service, park and ride facilities, and public/paratransit.

Transportation System Facilities

- Interstate 94 runs east-west along the southern edge of the City of Brookfield. Interstate 94 is an important regional highway in southern Wisconsin, and provides a direct route from the Milwaukee metro area to Madison and south to Chicago. Other principal arterials include Bluemound Road, or Highway 18, running east-west through the extreme southern portion of Brookfield, and STH 190 (Capitol Drive), which runs east-west along the northern portion of the City. North Barker Road, North Brookfield Road, North Calhoun Road, Pilgrim Road, and Lily Road all serve as north-south minor arterials. Burleigh Road and West North Avenue serve as the primary east-west minor arterials in the City.

Interstate 94 and State Trunk Highway 190 are designated as heavy truck routes through Brookfield. U.S. Highway 18 is designated as an access route for vehicles up to 75 feet in length. This provision allows tractor/semi-trailer combinations access to locations within

15 miles of 75-foot restricted routes to reach fuel, food, maintenance, repair, rest, staging, and points of loading/unloading. Loads are limited to 13,000 pounds.

- There are 29 WisDOT recognized bridges in the City of Brookfield, eleven of which are maintained by the City. Waukesha County maintains 6. Local bridges range in age from 20 to 73 years. The State maintains condition reports for all of these bridges.
- General Mitchell International Airport is located about 20 miles southeast of Brookfield. This airport is owned and operated by Milwaukee County. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. It is the largest airport in Wisconsin with 42 gates. The Airport has five hard-surfaced runways and encompasses over 2,100 acres. Lawrence J. Timmerman Airport, also known as Timmerman Field is located about eight miles northeast of Brookfield. This airport is used for general and private aviation. Capitol Airport is also a privately owned airport located just north of STH 190 in the City of Brookfield. Capitol Airport is open for public use.
- Presently, the City of Brookfield street network is not fully accommodating to pedestrians and bicyclists. The Brookfield Year 2020 Master Plan proposes pedestrian and bicycle accommodations on all arterials and on selected residential streets. The Year 2020 Master Plan also recommends implementation of a residential and park connector bike system on existing neighborhood streets that provides connections between neighborhoods and parks and access points to the arterial network.
- Passenger rail service is available to residents of the City out of downtown Milwaukee and at General Mitchell International Airport. The Hiawatha Amtrak passenger trains connect Chicago and Minneapolis. The Canadian Pacific Railway and Union Pacific Railroad operate freight lines through the City of Brookfield.
- Goerke's Corners is located on the west side of Barker Road, just south of U.S. Highway 18 and north of I-94. Goerke's Corners is a multi-modal transportation facility with bicycle parking and a bus transfer station for Badger Coaches, Wisconsin Coach Lines, Greyhound, and Waukesha Metro. This lot is covered with light asphalt with the capacity to park 315 vehicles. An average of 249 autos parked in this lot on an average weekday, a total of 79 percent of spaces used.
- The City of Brookfield does not provide public transit services; however, both Waukesha Metro Transit and Milwaukee County Transit System operate a route that services Brookfield residents. Both routes travel to Brookfield's retail sector along Bluemound Road and continue to Brookfield Square. Both Waukesha and Milwaukee Counties provide demand-responsive transportation services for persons unable to use fixed route bus service.

Analysis of Transportation Plans

The consultant team conducted an analysis of existing regional and local transportation planning documents including:

- Waukesha County Plan, Transportation Facilities Element, September 2007 Draft.

- A Regional Transportation System Plan for Southeast Wisconsin, 2035, Southeast Wisconsin Regional Planning Commission (SEWRPC), June 2006.
- Brookfield Interchange Feasibility Study, TN & Associates, Inc., March 2002.
- Node Land Use and Transportation Plan–Supplemental Transportation Analysis Report, Parsons Brinckerhoff Quade and Douglas, Inc., February 2002.
- City of Brookfield 2020 Master Plan, Cunningham Group, December 1999.

The following summarizes highlights, similarities, and differences among the documents.

Highlights

The City of Brookfield has adopted plans that include a new interchange on I-94 between the existing interchanges at Goerke’s Corners (Barker Road) and Moorland Road, specifically a split-diamond interchange serving Brookfield Road and Calhoun Road. The Interchange Feasibility Study (2002) analysis suggests that a new interchange will not draw significant additional traffic to the general study area, but rather will redistribute traffic within it.

Perhaps the greatest transportation challenge with regard to land use growth in Brookfield is the intersection of Bluemound Road and Moorland Road and Moorland Road access to I-94 (Node Plan, 2002). According to the City’s 2020 Master Plan, the City will likely face significant traffic challenges over the next decade, which include:

- Improving traffic on Bluemound Road—sorting local from regional traffic.
- Managing the inevitable growth of traffic volumes on Capitol Drive.
- Managing traffic growth on the north-south arterials.
- Fostering connections between neighborhoods and community resources.

In general, local and regional studies suggest that expansion of public transit service in the region is desirable for the following reasons:

- In urban areas and high activity centers it is not possible to accommodate all travel by automobile.
- It supports and encourages higher density development that results in efficiencies for transportation and other infrastructure.
- It enhances quality of life by providing travel choices while reducing air pollution and energy consumption.
- It accommodates the travel needs of those without access to or the ability to travel by personal auto. The aging of our population suggests that this will be an increasingly important consideration in the near future.

Only about 50 percent of the growth in highway traffic over the past 40 years may be attributed to increases in trips resulting from demographic and economic growth and change. The remaining 50 percent may be attributed to a decline in vehicle occupancy and increases in trip length (SEWRPC, 2006). Additional reasons for traffic growth may include increased vehicle availability to younger drivers and increases of women in the workforce.

Average weekday public transit travel in the region decreased from 320,500 trips in 1963 to 142,200 trips in 2001 (SEWRPC, 2006). While ridership has been decreasing, expanding public transit service in the region may remain desirable for the reasons listed above.

SEWRPC's regional land use plan envisions new urban development occurring as infill and renewal of existing urban service areas as well as orderly expansion of existing service areas. Urban residential development would occur primarily at medium and high densities in mixed-use settings facilitating efficient use of public utilities and services and reducing the conversion of open space to other uses.

Similarities

In review of the local and regional transportation plans and studies, several similarities and trends are apparent:

- The documents tend to recommend a new interchange with I-94 be constructed:
 - Interchange Feasibility Study recommends a new interchange at Calhoun Road, or a split-diamond interchange serving Brookfield Road and Calhoun Road.
 - The Node Land Use and Transportation Plan and Calhoun South Neighborhood Plan recommend a split-diamond interchange serving Brookfield Road and Calhoun Road.
 - The Brookfield 2020 Master Plan endorses an interchange at between Moorland Road and Barker Road.
 - The SEWRPC plan recommends an interchange at Calhoun Road.

Figure A-15 is a comparison of two document recommendations for a new interchange “build” condition:

Figure A-15: New Interchange Construction Comparison

Document	Recommended Interchange Location	Calhoun Future Volumes (year 2020)	Bluemound Future Volumes (year 2020)	Moorland Future Volumes (year 2020)
Interchange Feasibility Study (2020 Horizon)	No-Build	18,000-24,000	56,000-59,000	54,000-60,000
	Calhoun Road Diamond	25,000-29,000	45,000-51,000	42,000-46,000
	Brookfield/Calhoun Split-Diamond	22,000-30,000	44,000-49,000	42,000-46,000
Node Land Use Transportation Plan Supplement (2020 Horizon)	No-Build	15,000	57,000-58,000	59,000
	Brookfield/Calhoun Split-Diamond	28,000	38,000-46,000	45,000

Source: Interchange Feasibility Study and the Node Land Use Transportation Plan Supplement

- While a new interchange will increase traffic on Calhoun Road (and to a lesser degree Brookfield Road if the split-diamond option were constructed), it will also provide relief to the routes serving the existing interchanges to the east and west, specifically Bluemound Road and Moorland Road.
- The new interchange is a step to achieving land use and economic goals for the South Calhoun Targeted Intervention Area identified in Brookfield’s 2020 Master Plan and the Calhoun South Neighborhood Plan and the Calhoun South Neighborhood Plan.
- The plans generally limit the number of recommended lanes on the major roadways (six or eight on Bluemound, six on Moorland, four on Calhoun), even though traffic forecasts suggest that future demand may warrant larger cross sections. The City has stated publicly that it will not support eight lanes on Bluemound Road without eight lanes on I-94.

Differences

Some differences among the various plans and studies include the following:

- SEWRPC recommends the transfer of most north-south routes in Brookfield to Waukesha County jurisdiction. Through its Brookfield 2020 Master Plan, the City does not support this, fearing that it will result in road expansion that goes beyond the City’s wishes. (Many of the north-south routes have already been transferred to County jurisdiction. Calhoun Road will likely be transferred if an interchange with I-94 is constructed.)

- The Waukesha County Comprehensive Plan appears to support retaining and/or improving the Capitol Airport. The City of Brookfield and the City of Pewaukee do not support retaining it.

Utilities

The following describes the utilities and services available to Brookfield residents including water, wastewater treatment, stormwater management, solid waste, gas and electric, and telecommunications. Many of these facilities are illustrated on Map 1: Existing Utilities and Community Facilities.

Water

The City is divided into three water distribution areas in which water is drawn from 22 municipal wells. The City receives 4–6 requests annually for water main extensions, indicating that service expansion associated with development is in demand. The Brookfield Water Utility may choose to extend water to an area for any of the following purposes:

- Improving the overall performance characteristics of the water distribution system;
- Completing the water distribution system in an area;
- Coordinating the installation of water main to precede road reconstruction or road resurfacing projects;
- Providing water in areas where the condition of the private wells is suspect; and
- Any other purpose determined by the utility.

The Director of Public Works expects the existing water distribution system to continue to accommodate existing parcels; however, new development, particularly developments at higher than average density, will require additional infrastructure capacity and may require additional staff to meet service needs as the Water Utility expands. It is the City’s intent to have all properties connected to public water by 2035. The City completed a water supply system master plan in 2001 and is updating it in 2009. This plan update will look at serving the City with groundwater as a source of supply or switching to a Lake Michigan water supply to serve the east side of the City of Brookfield - possibly in conjunction with the Village of Elm Grove.

Wastewater Treatment

Brookfield is served by two wastewater treatment plants. The Milwaukee Metropolitan Sewerage District (MMSD), located on the Lake Michigan shoreline, serves the eastern portion of the City. The Fox River Water Pollution Control Center (wastewater treatment plant) is located in the City adjacent to the Fox River and serves the west side of the City.

Brookfield completed facility planning in 1993 to upgrade and expand Fox River plant to provide for a design hydraulic capacity of 12.5 million gallons per day (mgd) on an average daily flow basis. It is anticipated that Fox River plant will require upgrading or expansion within the next 5 to 20 years. The City of Pewaukee, the Town of Brookfield, and the City of New Berlin may all need additional capacity

in the future that the plant currently does not have. Brookfield also anticipates continued changes and requirements from a regulatory perspective that will require improvements to lower wastewater effluent discharge limits.

The City is essentially completely sewerred, with only a dozen or so properties on septic systems. Most of these are planned as future development or redevelopment sites. The City has completed a study of its sanitary sewer system as recommended in the 2020 Master Plan and implemented nearly all of the recommendations contained therein. Brookfield continues to aggressively seek ways of reducing inflow and infiltration into sanitary sewer mains by repairing public sewer pipes and manholes. The City is now adding an additional focus of improving the private sewers and manholes, sump pumps, grading around houses, etc.

Stormwater Management

Since the emphasis on stormwater management in the 2020 Master Plan, the City has taken extensive steps to improve stormwater management including:

- Adopted a stormwater ordinance;
- Reduced flooding by working with the power companies to ensure more reliable power so that sump pumps can continue to work during heavy storms;
- Established a design standard for stormwater drainage and flooding (level of protection);
- Completed stormwater management plans for the entirety of the City;
- Remapped the floodplains in Brookfield;
- Purchased properties in the floodplain to remove existing structures or protect them from developing;
- Expanded open space and parks in the City which also serve to provide stormwater management and retain pervious areas;
- Constructed detention ponds and retention ponds;
- Improved storm sewers; and
- Generally implemented many stormwater improvement projects that have resulted in less flooding and fewer basement backups.

In the future, Brookfield anticipates additional stormwater management improvements as the City develops and changes. Also, the City has established a Menomonee River Municipal Watershed Group together with eight municipalities that are in the Menomonee River Watershed. This group works on stormwater issues cooperatively and comprehensively to address stormwater quantity as well as quality issues.

Solid Waste

The City contracts for “up-the-drive” pickup of solid waste and recycling with a private waste hauler. This service might change in the future to consider curbside pickup if the savings warrant the change in level of service. Residents may also utilize the City of Brookfield Recycling Center, which is located at 19700 Riverview Drive. Brookfield mandated recycling in 1991.

Gas and Electric

The American Natural Resources Pipeline Company (ANR) provides most of Wisconsin’s gas supply via Wisconsin Gas Company. Standard upgrades to gas lines will occur when streets are upgraded or repaved. Major upgrades to the system, such as installation of new lines, are performed when streets are expanded. Brookfield’s electric utility service is provided by the Wisconsin Electric Power Company.

Telecommunication

Telephone service is provided by AT&T. Cable service is provided by Warner Cable. Most of Brookfield’s telephone and cable lines are located above ground. As cable and telephone lines need to be replaced, this infrastructure will be placed underground and the work will be coordinated with street upgrades and construction. In addition to wired telecommunications, thirty cellular tower antenna sites exist in the City of Brookfield. Many of these are located on existing structures such as water towers, private towers, and selected buildings.

Community Facilities

This section describes local community facilities, including municipal buildings; fire, police, and emergency medical service; library; healthcare; and parks and recreation facilities. Many of these are also depicted on Map 1.

Municipal Buildings

Brookfield City Hall is located at 2000 North Calhoun Road. The building was recently remodeled to better meet modern needs.

Fire, Police, and Emergency Medical Services

The City of Brookfield Police Department is located in the Public Safety Building at 2100 North Calhoun Road. Currently, the Police Department is staffed by 68 full-time police service professionals and 15 administrative support personnel. This Department expects that an additional 5 patrol officers will be required to meet service demands within the next five years and an additional 15 officers within the next 20 years.

The City of Brookfield Fire Department is located in the Public Safety Building at 2100 North Calhoun Road. The Fire Department provides both fire and emergency medical services to residents and also maintains the only municipally-based paramedic training facility in the state. Currently, the Fire Department is staffed by 57 full-time paramedics and firefighters and 4 administrative support personnel. In the near term, the City anticipates expansion of the Fire Department with the construction of two replacement facilities in 2009. It is not expected that the Fire Department will need to increase personnel in the near term. However, the Fire Chief expects that within the next 5-20 years, an additional six positions, a combination of paramedic/firefighters, will be needed to meet future service demands.

Library

The Brookfield Public Library is located at 1900 North Calhoun Road. The library is part of the Waukesha County Federated Library System and enables residents to check out materials from 14 of the 16 libraries in the County. In addition to books, the library also provides a wide range of reference materials, videos, DVDs, audio books, and provides access to several online databases. The library also offers numerous children and adult programs and services.

Parks and Recreation

Brookfield’s Parks, Recreation, and Forestry Division manages approximately 1,800 acres of parkland and about 1,000 acres of open space. This combined acreage accounts for approximately 10% of the total land area of the City. There are 15 neighborhood parks, 6 regional parks/playfields, and four community parks in the City, including the popular Wirth Park, Mitchell Park, Mound Zion Park, and the Dousman Stagecoach Inn Museum Historic Park. Brookfield’s park facilities include a state of the art aquatic center, pavilion/lodge, skateboard park, athletic fields, trails, ice skating rinks and ponds, tennis/basketball/volleyball courts, playground structures, and many miles of hard surfaced pathways and nature trails. Brookfield’s 2020 Park and Open Space Plan recommends a future standard of 11 acres of parkland per 1,000 residents broken down as follows: 5 acres of community parks per 1,000 residents, 3.5 acres of district parks per 1,000 residents, and 2.5 acres of neighborhood parks per 1,000 residents.

Health Care

Health care is available at Brookfield’s Elmbrook Memorial Hospital, located at 19333 W. North Avenue, which provides a full range of medical services, including inpatient facilities housing 166 beds. In nearby Waukesha, residents may also choose Waukesha Memorial Hospital for their healthcare needs. Rehabilitation and nursing services are available at Brookfield Rehabilitation and Specialty Care which provides rehabilitation services for individuals recovering from surgery, illness, or patients requiring long-term nursing care. The facility is located at 18740 Bluemound Road.

Need for New or Expanded Community Facilities and Utilities

During Phase I of this planning process, citizens and City staff had an opportunity to consider the long term needs of the community. Ideas for new or expanded community facilities included a new community center, expanding the senior center, and expanding the library. In Phase II, the City will analyze projected future need, potential locations, and possible coordination with neighboring communities for community facilities and utilities.

Educational Institutions

Figure A-17 shows school district boundaries for Brookfield and surrounding communities. Most residents of the City of Brookfield are served by the Elmbrook School District. The District is comprised of 11 public schools providing Pre-Kindergarten through 12th grade education for children in the City of Brookfield. According to the Wisconsin Department of Public Instruction, enrollments in the District, presented in Figure A-16, have fluctuated slightly between 2003 and 2008, but have remained steady overall. The Elmbrook School District

is known for providing a high quality education. The City will need to continue to coordinate and collaborate with the School District to maintain this standard, which may be difficult to maintain in the face of revenue controls and a possible future decline in enrollment in the next five to ten years.

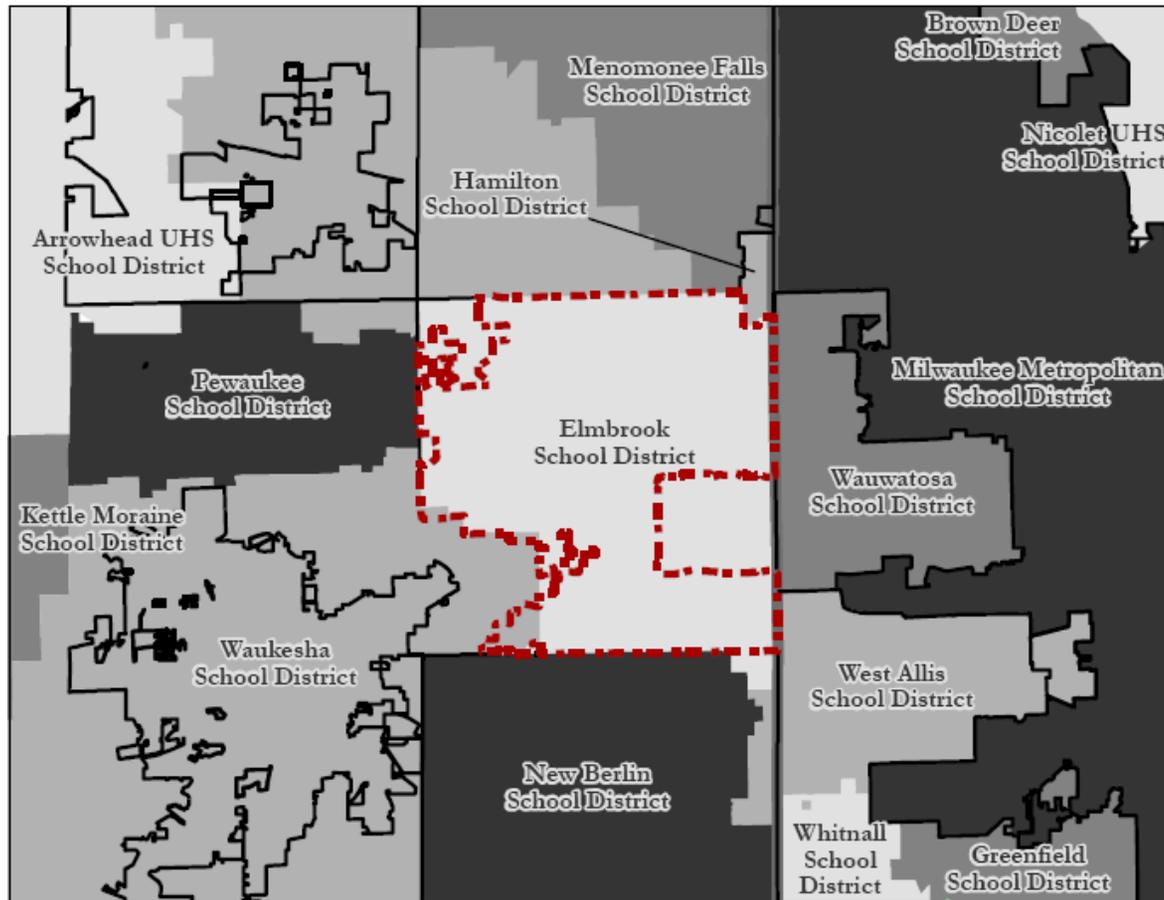
The Elmbrook School District has recently completed a strategic planning process in which surveys were mailed to community members. According to community response, the greatest current need of the School District is construction of a new high school facility equipped with the latest technology and recreation facilities.

Figure A-16: Public School Enrollment within the Elmbrook School District, 2003-2008

School Name	2003	2004	2005	2006	2007	2008
Brookfield Elementary	416	455	463	457	492	490
Burleigh Elementary	792	776	783	783	762	785
Dixon Elementary	438	422	426	444	455	449
Hillside Elementary	404	400	393	381	388	411
Swanson Elementary	610	632	608	611	617	669
Tonawanda Elementary	396	409	377	391	397	407
Pilgrim Park Middle School	876	880	879	885	878	853
Wisconsin Hills Middle	952	936	917	893	855	844
Central High School	1,342	1,368	1,352	1,406	1,414	1,376
East High School	1,341	1,325	1,383	1,385	1,392	1,366
Fairview South High School	66	61	36	20	19	18
Total	7,633	7,664	7,617	7,656	7,659	7,668

Source: Wisconsin Department of Public Instruction

Figure A-17: Elmbrook School District Boundaries



Brookfield’s numerous private and parochial schools also contribute to Brookfield’s high standard of education. Enrollment for Brookfield’s private schools, presented in Figure A-18, indicates that since 2003 overall enrollment has declined by 7 percent.

Figure A-18: Private School Enrollment within the Elmbrook School District, 2003-2008

School Name	2003	2004	2005	2006	2007	2008
Brookfield Academy	683	704	724	738	759	796
Christ the Lord Evangelical Lutheran	82	76	74	94	92	86
Elm Grove Lutheran School	192	180	181	156	144	125
Heritage Christian Elementary	376	311	285	278	317	344
Immanuel Lutheran School	215	212	181	178	168	158
Milwaukee Christian School	172	159	143	161	155	180
Saint Dominic Catholic Grade School	433	432	428	421	396	452
Saint John Vianney Grade School	479	476	505	497	514	511
Saint Luke Catholic School	239	210	220	206	178	150
Saint Mary Grade School	469	441	411	388	359	345
Total	3,340	3,201	3,152	3,117	3,082	3,120

Source: Wisconsin Department of Public Instruction

Brookfield lies within the Waukesha County Technical College District. Waukesha County Technical College campuses are located in Menomonee Falls, Pewaukee, and Waukesha. These colleges offer a variety of programs to a diverse student population. The Milwaukee metropolitan area is also home to a number of public and private educational institutions, including University of Wisconsin–Milwaukee; Marquette University; Milwaukee School of Engineering; Columbia College of Nursing; Wisconsin Lutheran College; Mount Mary College; Cardinal Stritch University; Alverno College; Concordia University, IIT Technical Institute; Bryant and Stratton College; and De Vry University.

Civic Organizations

Brookfield’s modern facilities and numerous civic organizations contribute to Brookfield’s cultural and community fabric. The Brookfield Senior Community Center is located at 2000 North Calhoun Road and offers a variety of leisure, educational, recreational, and social opportunities to all area senior citizens. The Sharon Lynne Wilson Center for the Arts, located within Mitchell Park at 19805 W. Capitol Drive, was opened in 2002. The Wilson Center provides venue space for art galleries, arts education, and is host to numerous cultural events and productions.

Brookfield’s civic organizations provide outlets for citizens to contribute to the betterment of Brookfield, and the opportunity to foster new friendships with others with similar interests. Brookfield’s Civic Band and Civic Chorus provide opportunities for residents to perform music for a wide variety of audiences, including concerts at the Sharon Lynn Wilson Center for the Arts. The Brookfield Junior Women’s Club is open to all women in Brookfield and surrounding communities. Members work together to fund raise for community improvement and projects for areas of special need. Brookfield Kiwanis is the local chapter of Kiwanis, a worldwide service organization dedicated to developing future generations of leaders to participate in the improvement of their respective communities.

Map 1: Existing Utilities and Community Facilities

Agricultural, Natural, and Cultural Resources

Agricultural Resources

No land in Brookfield has been used primarily for agricultural purposes in many decades due to the City’s location and urban development pattern. Nevertheless, the City recognizes that agriculture remains an important and vital component of Wisconsin’s economy and culture. The City has opportunities to take advantage of access to regional agricultural products and to promote the ongoing viability of agriculture in the state, including community gardens, urban agriculture, and expansion of community farmer’s markets.

Natural Resources

A survey of Brookfield’s natural resources provides an important framework for guiding future development and preservation. As a land-locked, developed community, such information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, ground water protection, and quality of life. Maintenance of these natural features is also important for community appearance and for the ecological functions they perform. Map 2: Natural Features depicts Brookfield’s natural features, most of which are described in more detail below. The majority of Brookfield’s natural resources are located at the west and southern portions of the City. These include environmental corridors; floodplains and wetlands; and steep slopes.

- Environmental corridors are continuous systems of open space that include environmentally sensitive lands (floodplains, wetlands, steep slopes) and natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Within the City, the most significant environmental corridor is the wetland area located in the northwest quadrant of the city adjacent to the Fox River.
- The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). The State requires local regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage. In the City of Brookfield, floodplains are primarily located in the northwest quadrant of the City, but also along river and creek beds throughout the City. Wetland areas generally align with land mapped in the 100-year floodplain, as shown on Map 2: Natural Features.
- Generally, slopes that have between 12 percent and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development. In Brookfield, slopes exceeding 20 percent grade are located just west of Calhoun Road and south of Gebhart Road.

Certain formations within the Cambrian sandstones in southeastern Wisconsin are known to produce relatively high concentrations of naturally occurring radium, a radioactive metallic element. Radium has been found to exceed EPA standards in approximately 50 of the 1,300 municipal water supplies in Wisconsin. As identified in the Waukesha County Comprehensive Plan, some violations of the current

radium standard have been reported for water systems serving portions of the City of Brookfield. Most of the water supplies that exceed the radium standard draw water from the deep sandstone aquifer, including Waukesha County. Evaluations are being undertaken to consider means of reducing the radium level in these wells.

Several City policy documents guide the preservation, management, and/or acquisition of natural resources in Brookfield including a Wetland Preservation and Acquisition Plan, a Woodland Preservation Plan, a Park and Open Space Plan, and a Greenway Corridor Recreation Plan.

Cultural Resources

According to the State Historical Society, there are 33 known archeological sites in the City of Brookfield. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to insure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public.

Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the State. The AHI identifies 181 documented historic sites and/or structures in the City of Brookfield. There are no designated National Register historic districts within Brookfield. There are, however, two buildings listed on the National Register: Dousman Inn, located at 15670 Blue Mound Road was built in 1843 and listed on January 15, 1979; and the Gredler-Gramins House, located at 20190 Davidson Road, was listed on November 24, 1980.

The City of Brookfield also conducted a historical inventory in 1993 which identified 141 properties; 8 of which were not included in the AHI inventory. Brookfield's inventory includes sites such as the Dousman Stagecoach Inn historical site, which is located at 1075 Pilgrim Parkway. This historical site includes an 1847 farmhouse, stagecoach inn, smokehouse, ice house, and the original Woodside School bell tower. The site was originally on the route of horse drawn carriages along the Watertown Plank Road. At the time of writing, the City was updating its historical inventory.

Map 2: Natural Features

Economic Base

Income and Occupation Trends

Figure A-19 presents income and labor characteristics for the City of Brookfield. According to 2000 U.S. Census data, Brookfield’s median household income was \$76,225. Brookfield’s per capita income of \$37,292. Per capita income divides the total personal income by the total population, rather than by the total number of households, and is often used as a measure of wealth.

Figure A-19: Income and Labor Characteristics Trends

	Median Household Income	Per Capita Income	Percent in Labor Force	Percent Unemployed
2000	\$76,225	\$37,292	64.9%	3.6% ¹
1990	\$57,132	\$24,814	66.6%	2.3%

Source: U.S. Census Bureau, 2000

¹ *Source: Wisconsin Department of Workforce Development, July 2008*

A community’s labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 Census data, 64.9 percent of City residents aged 16 and older were included in the labor force. Brookfield’s unemployment rate was listed by the Wisconsin Department of Workforce Development at 3.6% in July 2008, an increase of 1.3 percent since 1990.

According to the 2000 Census, 119,461 workers in Waukesha County within the County and 73,141 workers in Waukesha County commuted to places outside the County. Of these, 83.5 percent (61,038 workers) commuted to Milwaukee County, 4.1 percent (2,995 workers) commuted to Washington County, and roughly 2 percent commuted to the surrounding counties of Jefferson, Walworth, Ozaukee, and Racine.

The percentage of Brookfield’s labor force employed by sector in 2000 is shown in Figure A-20. With nearly one-fourth of the labor force employed in education, health and social services, this sector remains the largest occupational group among City residents. Manufacturing; retail trade; and professional scientific, administrative, and waste management occupations also employ a large portion of Brookfield residents.

Figure A-20: Occupational Groups, 2000

Occupational Group	Brookfield	County	Wisconsin
	Percent of Labor Force (2000)		
Manufacturing	16.8%	21.2%	22.2%
Educational, health, and social services	23.3%	19.8%	20.0%
Retail trade	12.6%	11.7%	11.6%
Arts, entertainment, recreation, accommodation, and food services	4.8%	5.3%	7.3%
Professional, scientific, administrative, and waste management services	11.4%	9.4%	6.6%
Construction	4.5%	6.3%	5.9%
Transportation, warehousing, and utilities	3.2%	4.1%	4.5%
Wholesale trade	4.8%	4.9%	3.2%
Finance, insurance, real estate, rental, and leasing	9.3%	7.9%	6.1
Other services (except public administration)	3.4%	3.9%	4.1
Public Administration	2.2%	2.1%	3.5
Information	3.5%	3.1%	2.2
Agriculture, forestry, fishing, hunting, and mining	0.1%	0.4%	2.8

Source: U.S. Census Bureau, 2000

Figure A-21 lists the top 25 public and private employers in the City of Brookfield. Collectively, the largest employers reflect the overall pattern of employment by sector in Figure A-20 above, with education, healthcare, social services, and manufacturing as the leading industries of employment in Brookfield.

Figure A-21: Brookfield’s Top 25 Employers, 2008

Rank	Employer Name	Rank	Employer Name
1	Elmbrook Schools	14	M A Mortenson Company
2	M & I Bank	15	OS Restaurant Services, INC
3	Wheaton Franciscan Healthcare	16	Ultra Mart Foods LLC
4	Waukesha Healthcare Inc	17	Pentair Water Treatment
5	US Bank National Association	18	Guhring, INC
6	Fiserv Solutions, INC	19	Q P S
7	Boston Store	20	Linens 'N Things
8	City of Brookfield	21	Sam's Club
9	Milwaukee Electric Tool CORP	22	Premier Real Estate Management LLC
10	TCS LTD	23	Teksystems INC
11	Mega Pick 'N Save	24	OSI Collection Services, INC
12	Kalmbach Publishing	25	Sendik's
13	Woodland Healthcare Center		

Source: Wisconsin Department of Workforce Development, 2008

Economic Base Assessment

Examining key demographic and economic indicators provides a baseline understanding of the City’s current economic situation and its strengths and weaknesses for economic growth. The data indicates that Brookfield is an economically robust and stable community with a number of key assets contributing to its strength. However, Brookfield’s shifting demographic profile and changing position in the region indicate that the City needs to consider new economic development approaches and strategies to maintain success.

Key economic and demographic indicators and trends for the City are as follows:

- In 2000, per the U.S. Census, Brookfield’s population was 38,649, which represented an increase of approximately 3,500 persons from 1990. The Wisconsin Department of Administration estimates that the City’s 2008 population is 39,780.

- According to City-assembled data, Brookfield was home to 39,883 jobs in 2007—greater than the City’s resident population total. As indicated above, most of Brookfield’s jobs are in education, health, and social service sectors, including professional services (office workers).
- The 2000 median household income in Brookfield is approximately \$76,000 per year, making the City one of Wisconsin’s highest income communities.
- Brookfield’s homes are significantly above average in value compared to the region as a whole. In 2008, the average value of all owner-occupied housing units in Brookfield was \$355,000.
- Housing in Brookfield is predominantly owner-occupied and in single-family homes. In 2000, approximately 90% of Brookfield’s housing was owner-occupied and 91% of the City’s housing units were single-family structures.
- Brookfield’s population is somewhat older than the average in southeastern Wisconsin. The City’s median age in 2000 was 42.5 compared to 39 in 1990. This large and growing number of older people reflects the fact that the Baby Boom generation is transitioning into retirement and empty-nester households. This transition will have profound implications for Brookfield’s and will require new approaches to housing, community services, transportation, and economic development.
- Educational attainment among Brookfield’s adult population is very high. In 2000, 94% of Brookfield’s adult population had a high school diploma and nearly 50% had a bachelor’s degree or higher. In comparison, 22% of adults statewide had a bachelor’s degree in 2000.
- Brookfield is fiscally strong, one of the few Wisconsin municipalities with a AAA bond rating. The City has a healthy balance of residential and commercial property, and a total equalized property value of approximately \$6.5 billion, making it the fourth highest valued community in Wisconsin.

Overall, the data on Brookfield’s economic and demographic conditions shows that it is a stable, affluent community with modest population growth and residents who tend to be older, relatively affluent, and well educated. In terms of employment, Brookfield’s businesses employ a large number of people, mainly in office, commercial service, and retail jobs. While office employment provides a good match to the resident workforce profile, the aging and higher-income Brookfield population suggests that many employees in the City’s stores, restaurants, and other service industry establishments come from outside of the City.

Environmentally Contaminated Sites

Environmentally contaminated sites are discussed in the economic base component of this report because these areas present opportunities for redevelopment and revitalization. The Wisconsin DNR’s Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or “brownfields,” in the State. The WisDNR defines brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Examples of brownfields might

include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of October 2008, there were 350 documented sites in the Brookfield area are listed in WisDNR’s database. Of these sites, 147 were classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Fifty-seven sites in the Brookfield area are classified as environmental repair, or ERP. These sites are often older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. A spill is defined as “a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment.” Spills have occurred on 69 sites; as of October 2008, all of these cases have been closed or are considered historic.

Brookfield recently completed an inventory and assessment of brownfields in three areas of the City: TID #3, the Northwest Gateway Node, and the 124th Street and Capitol Drive Node. Refer to the “Brownfield Inventory and Preliminary Environmental Site Assessment Report” in the *Community Vision Report* for detailed information.

Brownfield redevelopment programs seek to return abandoned or underused industrial and/or commercial sites to active use by cleaning up environmental contamination and encouraging redevelopment of the sites. The Wisconsin Department of Commerce and WisDNR work together to administer a grant program that funds brownfields cleanup. This program provides funds for environmental studies that determine the nature and extent of contamination, as well as for the actual clean up of contamination. More information on the requirements a community must meet to receive these grants is available through the Department of Commerce and WisDNR.

Economic Development Programs

To be effective, Brookfield’s future economic development efforts need to be a multi-faceted and involve participation and coordination between the City’s Economic Development Committee, City staff, other municipal and intergovernmental agencies, and private sector partners. The following are the local and regional groups most directly involved in advancing economic health in the City of Brookfield and the surrounding area:

- City of Brookfield Economic Development Committee (EDC) – The EDC is the lead economic development agency for the City. The EDC leads City efforts to promote business recruitment and commercial development in the City. Staffed by the Economic Development Coordinator, the EDC will lead the efforts to implement the economic development strategies in this Program, and will initiate and participate in partnerships with others to carry out certain strategies. The EDC’s efforts are guided by this Economic Development Program, the programs and services outlined in the Economic Development Office’s annual budget request, and broadly by the City of Brookfield’s Strategic Plan, approved by the Common Council.
- Brookfield Community Development Authority (CDA) – The CDA is charged with developing strategies to implement redevelopment initiatives established by the City Council. The CDA has been particularly focused in advancing redevelopment in the Brookfield Square Area. The CDA’s Executive Director is the City’s Community Development Director.

- Greater Brookfield Chamber of Commerce (Chamber) – The Chamber is a membership organization that serves the business community in Brookfield. The organization’s focus is on promoting Brookfield’s business community through business retention, expansion, and recruitment. Its role and membership extend beyond the City limits.
- Brookfield Convention and Visitor’s Bureau (CVB) – The CVB has broad economic development goals but focuses primarily on promoting Brookfield as a location for conferences and events, marketing the City’s hotels, and bringing visitors to the City.
- Waukesha County Economic Development Corporation (WCEDC) – The Waukesha County Economic Development Corporation focuses on working with the communities within Waukesha County to promote business recruitment and retention, and to position the County for sustainable economic growth and long-term success.
- Milwaukee 7 (M7) – M7 was launched in September 2005 to create a regional, cooperative economic development platform in the seven-county Southeastern Wisconsin region. Its mission is to attract, retain, and grow diverse businesses and talent.

Intergovernmental Cooperation Framework

In a state with over 2,500 units of government and in an era of diminishing local government resources, it is increasingly important to coordinate decisions that affect neighboring communities. This section contains a compilation of background information on neighboring and overlapping jurisdictions relevant to the City’s planning effort.

Neighboring and Overlapping Jurisdictions

Map 3: Jurisdictional Boundaries shows the boundaries of Brookfield’s neighboring and overlapping jurisdictions. All play an important part in the area’s future. Relationships among those jurisdictions are analyzed to identify future opportunities and potential planning conflicts below. The following is a summary of existing relationships and planning context:

- Town of Brookfield – The City of Brookfield incorporated in 1954 from portions of the Town of Brookfield. The City’s continued growth has resulted in the fragmentation of the Town; it now exists in two segments which are located to the northwest and southwest of the City of Brookfield. The Town’s 2000 population was 6,390. The Town had not adopted a comprehensive plan the time the *Community Vision Report* was being prepared.

The Town of Brookfield recently commissioned a redevelopment plan for the Bluemound Road Corridor. According to the plan, the current mix of businesses in the Bluemound Road Commercial Corridor lack interconnectedness and cohesion and do not take full advantage of an excellent location and visibility. The plan summarizes a strategy to promote a redevelopment of underutilized parcels; improve movement of vehicles, pedestrians, and bicycles, and create a mixture of land uses within the corridor. The planning area of the Bluemound Road Corridor, which is located west of the City of Brookfield, has been broken down into three development nodes: (1) Office, Restaurant/Entertainment, Hospitality and Retail; (2) Big Box Retail; (3) Office and Multi-family Residential. The following outlines the proposed redevelopment components:

- The signalized intersection that currently exists at Bluemound Road and Marcus Drive will be relocated to a new intersection 400 feet further east. Connected to this new intersection, a new public road will extend south to the I-94 frontage road area.
- A second public road will run along I-94 and extend east to Brookfield Road, which will provide an additional access point into the redevelopment site and reduce traffic loads at existing entrances.
- The widening of Janacek Road from two to four lanes at the intersection of Bluemound and Janacek, which will allow more vehicles to exit Janacek Road and will provide additional to the retail node.
- Preservation of green space adjacent to Poplar Creek and in areas of steep slopes. Urban open spaces will be created via plazas and squares in some or all of the proposed land use areas, and will include benches, public art, and landscaping.
- Village of Elm Grove – The City of Brookfield surrounds the Village of Elm Grove on all but the eastern side. The Village had a 2000 population of 6,249 and completed its comprehensive plan in March of 2008. The plan identifies primarily residential land uses adjacent to the Village/City border, with some commercial and manufacturing uses located around Watertown Plank Road and Bluemound Road.
- City of Wauwatosa – The City of Wauwatosa is located along the southeastern border of Brookfield. In 2000, the City’s population was 47,271. In December 2008, the City of Wauwatosa’s Comprehensive Plan was adopted. The City’s future land use map indicates a future employment area and planned commercial development along 124th Street, just south of Capitol Avenue. To the south of Burleigh Street along 124th Street, the City plans for single-family residential with some planned mixed use development. The City of Wauwatosa’s Comprehensive Plan also presents the opportunity for the City to connect with the region through mass transit and trail networks. The plan suggests that lack of transit services is a deterrent to future growth and that the City should accommodate different modes of transportation, identifying public transit as a top priority. To accomplish this priority, the City has planned for higher density future development near transportation corridors and transit-oriented development projects where transit routes are envisioned.
- City of West Allis – The City of West Allis is located on the southeastern border of Brookfield and had a 2000 population of 61,254. At the time the *Community Vision Report* was being prepared, the City was in the process of updating its 1991 Comprehensive Plan.
- City of New Berlin – The City of New Berlin is located along the southern border of Brookfield and had a 2000 population of 38,220. At the time the *Community Vision Report* was being prepared, the City of New Berlin was in the process of drafting its Year 2020 Comprehensive Plan.
- Elmbrook School District – Residents of the City of Brookfield are served by the Elmbrook School District. The District is described in detail in the Utilities, Community Facilities, and Civic Organizations section above.
- Milwaukee County – The City of Brookfield is located along the westernmost edge of Milwaukee County. In 2000, the County’s population was 940,164 – down 2 percent from 1990. While no comprehensive plan has been prepared for the County, the Milwaukee County Parks Department and SEWRPC conduct a number of regional planning efforts that cover the County. Regional transportation

issues will be increasingly prominent as growth continues in the region, and opportunities may exist to coordinate on regional transit options. Environmental concerns, including air and water quality will also remain important regional issues in the coming decades, which will require coordination with Milwaukee County and other local and regional entities.

- Waukesha County - The City of Brookfield is located along in the northeastern section of Waukesha County. Waukesha County is one of the fastest growing counties in the state, with a population of 360,767 in 2000. As of December 2008, the County has neared completion of its smart growth compliant Comprehensive Development Plan, which is intended to coordinate development planning between the 37 municipalities in the County, the Southeastern Wisconsin Regional Planning Commission, and Waukesha County.

The Waukesha County Comprehensive Plan maps future land uses for all land within the County. The County’s future land use map reflects adopted municipal plans, which, for Brookfield, is the 2020 Master Plan. Several of the Plan’s recommendations overlap with key issues identified in the *Community Vision Report*. For example, the County plan recommends providing municipalities with a list of historical sites that are eligible for historic designation but have not been listed and the list of potentially eligible sites that need additional evaluation for inclusion as eligible sites. The *Community Vision Report* identifies historic preservation as an area of emphasis for the Comprehensive Plan. The Waukesha County Comprehensive Plan recommendations will be reviewed in greater detail in Phase II of the planning process.

- Regional Planning Commission – Brookfield is part of the Southeastern Wisconsin Regional Planning Commission (SEWRPC). SEWRPC was established in 1960 as the official area-wide planning agency for the highly urbanized southeastern region of the State. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The Commission was created to provide the basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region. Specific planning services include comprehensive and land use planning; transportation improvements and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; and Geographic Information Systems services and aerial photography distribution.

SEWRPC recently updated the Regional Land Use Plan and the Regional Transportation System Plan. The new Land Use Plan will serve as a guide to land use development and redevelopment at the regional level through the year 2035. The 2035 Regional Transportation System Plan is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs. The 2035 Regional Transportation Plan for Waukesha County, also prepared by SEWRPC, identifies a planned off-street bicycle right of way in natural resource corridor located in the northwest corner of the City, as well as non-arterial street connections to the bicycle trail in the southern portion of the City. The plan also maps surface arterial streets and highways where bicycle accommodations should be considered when facilities are being resurfaced or reconstructed. These arterials and highways include: Brookfield Road, Calhoun Road, Pilgrim Road, Lily Road, North 124th Street, Bluemound Road, W. North Avenue, and Hwy 190.

- State Agency Jurisdictions – The Wisconsin Department of Natural Resources (WisDNR) Southeast Region office in Milwaukee serves Brookfield and all of Waukesha County. The Wisconsin Department of Transportation (WisDOT) Southeast Region office in Waukesha serves Brookfield and all of southeastern Wisconsin. Plans and reports relevant to Brookfield have been referenced elsewhere in the *Community Vision Report* and this Appendices Volume.

Map 3: Jurisdictional Boundaries

Land Use Trends

Map 4: Existing Land Use depicts the existing land use pattern within the City of Brookfield. Figure A-22 summarizes the existing acreage within the various land use categories in the City.

Figure A-22: Existing Land Use, 2008

Category	Acres	Percent
Agriculture/Rural Holdings	59	0.3%
Single Family Residential	8,063	45.8%
Two-Family/Townhouse Residential	152	0.9%
Multi-Family Residential	220	1.3%
Senior Residential Facilities	17	0.1%
Commercial	1,206	6.8%
Industrial	382	2.2%
Communication/Utilities	74	0.4%
Institutional	761	4.3%
Public and Private Parks and Open Space	665	3.8%
Right-of-Way/Transportation	2,725	15.5%
Vacant	511	2.9%
Wetlands	2,389	13.6%
Surface Water	155	0.9%
Woodlands	247	1.4%
TOTAL	17,626	100%

Source: City of Brookfield, Vandeville & Associates, 2008

Note: Some Wetlands and Woodlands may be publicly owned.

Single-family residential development is the City of Brookfield’s predominant land use, comprising nearly half of the overall land area in the City. The City’s overall residential density averages roughly five homes per gross acre. When combined, Two-Family/Townhouse Residential and Multi-Family Residential categories account for approximately 2.2 percent of existing land area in the City. These land uses are generally developed at average densities of between nine and thirteen dwelling units per acre.

There are over 1,500 combined acres of industrial and commercial land uses in Brookfield, accounting for 9 percent of the City’s area. Commercial land uses are concentrated in corridor areas near Bluemound Road, Capitol Drive, and 124th Street. Industrial land use areas

are mainly located in the eastern portion of the City adjacent to the City of Wauwatosa and the western portion adjacent to the Town of Brookfield; and through the center of the City along the rail road facilities.

Institutional facilities such as churches, schools, municipal facilities, and utilities account for 761 acres (approximately 4 percent) of the City's land. These facilities are distributed throughout the City. In addition, there are another 665 acres of public parks and open space lands located in the City, not including recreational lands associated with the School District.

Supply

Supply of land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been planned for development; and developed land within the City that is appropriate for redevelopment. For vacant and other undeveloped areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence which vacant areas are actually appropriate for development. Drainage basins also form opportunities and limitations for development. Building limitations will need to be measured and assessed by the developer and City when a specific development proposal is being considered.

Future land use demand in Brookfield is discussed in Appendix B.

Price of Land by Sector

Trends in the City of Brookfield land market suggest increasing land values and lot prices. This reflects the demand for new development in the area, the dwindling land supply, Brookfield's superior access, and the community's and School District's reputation. The State Department of Revenue reported an increase in the total equalized values of the City between 1990 and 2008 from \$2,121,591,829 to \$6,541,144,600.

Opportunities for Redevelopment and Infill

In Brookfield, opportunities for redevelopment and infill are concentrated in identified Targeted Investment Areas depicted on Map 5. The adopted neighborhood plans for each of these areas will guide redevelopment and infill activities. The *Community Vision Report* includes graphics of future conditions in the Brookfield Square/Executive Drive Area, the Capitol-Calhoun Node, and the Village area as they may, by 2035, see the greatest degree of change from their current conditions.

Land Use Conflicts

There number and severity of conflicts between different land uses in the City of Brookfield is minimal because the City:

- Is developed at relatively low densities, so potentially conflicting uses are usually far apart;
- Has been carefully planning and zoning for land use compatibility since its incorporation in the 1950s; and

- Does not have a large number of manufacturing uses, particularly in proximity to residential neighborhoods. In other communities, this has been the source of many land use conflicts.

Still, conflicts or incompatibilities resulting from different types of uses do exist in Brookfield. There are scattered pockets of industry and heavier commercial uses in the northeast and central parts of the City that are relatively close to housing. More often, however, the impacts that traffic from commercial, office, and industrial development (both in the City and outside) has on City streets and occasionally on neighborhoods create the greatest source of conflict and concern.

Map 4: Existing Land Use

Map 5: Targeted Investment Areas

Appendix B: Fiscal and Other Impacts Analysis

Overview

As part of the Phase I visioning process, the City’s consultants developed and ran a model that generated key quantitative impacts associated with carrying out the 2035 Vision. That model was based on a number of factors, all based on the amount, type, and density of future land uses that the City could expect if it followed the 2035 Vision. The consultants multiplied these future land use factors by a number of “per unit” statistics, such as average number of daily vehicle trips generated or school children expected, in order to generate future impact statistics for:

- Population
- Housing units
- Traffic volumes
- Public green space
- Retail space
- Office space
- Hotel rooms
- Manufacturing space
- Jobs
- School-aged children
- Fiscal impact on both the City government and School District

A figure in the main body of the *Community Vision Report* summarizes the results of the quantitative impact analysis associated with the 2035 Vision. Further, the projections of future population, housing units, jobs, and land use through 2035 in five year increments in this Appendix are based upon the impact model that was run.

Quantitative Methodology

The consultant used a model customized to Brookfield to project possible 2035 conditions in each of the impact statistic categories listed above (except for fiscal impact). That model was based on the projected future land use pattern under the 2035 Vision, with each type and intensity of land use projected to generate a different number of jobs, office space, people, etc. per acre. A key assumption of the model was that, by 2035, the City is projected to be “built out,” largely in accordance with its presently-adopted plans. This build-out would include new development on “greenfield” sites as well as infill and redeveloping existing developed areas. Particularly in the Targeted Investment Areas, this redevelopment would generally intensify land uses above current densities. In addition to new building square

footages associated with infill and redevelopment projects, there may be conversions of existing space with the same square footage footprint. The model did not account for this latter type of conversion.

A more detailed account of how the model works is as follows:

1. **Map the 2035 Vision:** The consultant began with the future (2020) land use map included in the 2020 Master Plan, which has been modified via node/neighborhood plans prepared since that time. The consultants then refined the relatively general future land use categories on that map (e.g., commercial) by breaking them into more specific categories that also indicated different future densities (e.g., commercial low density, commercial medium density, commercial high density). This refinement—based on adopted node/neighborhood plans, recent and pending development proposals, and consultant analysis—was important to generate more reliable future impact statistics.
2. **Assign an appropriate mix of future land uses to each future land use category shown on the map.** Not all of the future land use categories illustrated on the 2035 Vision map would allow only one type of more specific land use. For example, the consultants assumed that the “commercial medium density” category included a mix (by developed acreage) of 20% office space, 60% retail space, and 20% hotel space. This further refinement was important to arrive at statistical measures such as projected retail square footage and number of hotel rooms.
3. **Assign “per unit” rates to each of the impact statistics under high, medium, and low density assumptions.** For example, one impact statistic generated by the model is 2035 office square footage. When using a land use model like the consultant’s, it is important to recognize that office development comes in many different configurations—from single story offices to multi-story towers. Therefore, based on real-world experiences in Brookfield, the consultant generated high (0.6), medium (0.4), and low (0.2) density floor area ratios for office space. A floor area ratio is the result of building area divided by lot area. Arriving at these per unit rates was essential to convert the calculation of, for example, total land area to be devoted to office space in the future to total square footage within office buildings.
4. **“Do the math” for each of the future land use categories in the 2035 Vision to arrive at Citywide impact statistics.** The land use totals for each detailed land use type from Step 2 (e.g., office, retail) were multiplied by the appropriate per acre density rates from Step 3 to generate impact statistics for all the factors listed earlier in this Appendix (e.g., school aged children, traffic volumes). The various totals by land use type were finally summed to calculate Citywide totals for each of the impact statistics, aside from fiscal impact, which involved a separate analysis.

Projected Quantitative Impact of 2035 Vision

Based on the methodology described above, the 2035 Vision generates a number of quantitative impacts. Figure B-1 summarizes various impact statistics for the year 2035 under that model. The actual 2035 impact statistics will likely differ somewhat from these projections. This is because, regardless of the method used, projecting 25+ years in the future carries with it a range of uncertainties. The data presented

in Figure 1 is best understood as the capacity for development in Brookfield under adopted City plans, which the consultants believe may be fully implemented by 2035 given expected market conditions between now and then.

Figure B-1: 2035 Vision Impact Statistics

Impact Factor	2007-2008	2035 Vision
Population	39,780	50,400
Housing Units	15,016	18,800
Traffic (daily trips)	218,000	253,000
Public Green Space (acres)*	1,800	3,400
Retail Space (square feet)	6.2 million	7.2 million
Office Space (square feet)	5.7 million	6.3 million
Hotel Rooms	1,405	1,700
Manufacturing Space (square feet)	4.6 million	5.2 million
Jobs	39,883	53,000
School-aged Children	7,553	8,200

Source: Vandewalle & Associates and Strand Associates, 2008

*Note: * Includes golf courses.*

In 2008, the City commissioned the housing consulting firm of Gruen Gruen + Associates to prepare an analysis of Brookfield’s current, emerging, and future housing needs. That firm’s report suggested that, by 2025, the City should expect to have a total of approximately 17,606 housing units to accommodate future growth, assuming that Brookfield’s undeveloped but developable land would be completely built out under current zoning regulations (i.e., without rezoning of nonresidential land to residential land or increased density through the use of PUD zoning). This 2035 Vision analysis yielded a housing unit projection of 18,800 units. This difference results from the significantly later projection year (2035 as opposed to 2025), and an assumption that PUD zoning would, in some cases, be used to increase housing densities as it has been in the past.

Implementation of the 2035 Vision suggests a City of Brookfield population of approximately 50,400 people by the year 2035, an increase of over 10,000 from 2008. The Wisconsin Department of Administration projects that the City of Brookfield’s population in the year 2035 would be 42,096. This figure was, in turn, used in the Waukesha County Comprehensive Plan. The reasons for this difference in projection totals are several, focused on differences in projection methodology. The Department of Administration’s projections are based on

expected births, deaths, and migration, and must be controlled against Countywide and Statewide projections. The 2035 Vision is, in contrast, based on the City’s envisioned future land use pattern, and is therefore based on projected areas and densities for housing development. The 2035 Vision figure can be understood as more of a projection of what the capacity in Brookfield is for future development, with attention to future market potential. While the 2035 Vision projections are a reasonable approximation of what the City can expect over the next 27 years based on current plans, practices, and market expectations, the actual timeline for realization of the projections may vary based on changed market conditions and/or City policies over that period. Finally, the Department of Administration’s historically underestimates of population growth for communities with a stronger development market, and overestimates of population growth or communities with a weaker market.

For four impact factors—population, housing, land use, and employment—the 2035 Vision projections have been divided by five year increments from 2005 to 2035. This provides interim projections and a sense of the different rates of growth anticipated in different time periods. Figure B-2 provides population projections in five year increments from 2005 to 2035 using the model described above. It is anticipated that the City will experience the largest five-year population increase between 2025 and 2030.

Figure B-2: 2035 Vision Population Projections

Year	2010	2015	2020	2025	2030	2035
Population	41,373	43,497	45,409	47,214	49,913	50,400

Source: Vandewalle & Associates, 2008

Figure B-3 provides land use projections, in 5-year increments, for residential (presented in number of housing units and land acreage), commercial, office, manufacturing (all three presented in number of building square feet and land area acreage), and public green space uses (presented in land area acreage). The numbers listed in each 5-year column are the amounts of additional housing units, non-residential development, or public green space that would meet City growth expectations for that period (or in the case of green space, fully implement the City’s Park and Open Space Plan). Since all undeveloped, developable land in the City of Brookfield is expected to be “built out” sometime in the 2020s, and opportunities for City expansion are limited, much of this future land use demand will be met through infill and redevelopment of already developed lands. Future needs follow the population projection trends discussed above, with the highest demand anticipated between 2010 and 2015. The final column, 2035 Vision, should be viewed as a snapshot of residential, commercial, office, manufacturing, and public green space uses in Brookfield around the year 2035.

In general, agricultural land in the City is an interim use pending development. The little remaining land in agricultural uses in the City is projected to be eliminated as Brookfield reaches build-out sometime in the 2020s.

Figure B-3: Projected Building Square Footage and Land Area, 2005-2035

	2007-2008 Totals	2005-2010 Increment	2010-2015 Increment	2015-2020 Increment	2020-2025 Increment	2025-2030 Increment	2030-2035 Increment	2035 Vision
Residential								
Housing Units	15,016	+568	+757	+681	+643	+605	+530	18,800
Land Acreage	8,465	+26	+35	+32	+30	+28	+25	8,611
Commercial								
Building Sq. Ft.	6.2 million	+150,000	+200,000	+180,000	+170,000	+160,000	+140,000	7.2 million
Land Acreage	817	+11	+15	+13	+12	+12	+10	890
Office								
Building Sq. Ft.	5.7 million	+90,000	+120,000	+108,000	+102,000	+96,000	+84,000	6.3 million
Land Acreage	524	+7	+9	+8	+8	+7	+7	570
Manufacturing								
Building Sq. Ft.	4.6 million	+90,000	+120,000	+108,000	+102,000	+96,000	+84,000	5.2 million
Land Acreage	236	+18	+23	+21	+20	+19	+16	353
Public Green Space*								
Land Acreage	1,800	+240	+320	+288	+272	+256	+224	3,400

Source: City of Brookfield Assessor, Vandeville & Associates, 2008 Note: *Includes golf courses.

Figure B-4 provides employment projections for the City in 5-year increments through 2035. The numbers listed in each 5-year column are the number of new jobs expected to be created based on expected increases in job-producing land uses. The final column, 2035 Vision, is the projected total number of jobs in Brookfield around the year 2035. Again, these projections are based on the potential build-out of the City under adopted City plans, which under expected market conditions the consultant believes could occur by 2035.

Figure B-4: City of Brookfield Employment Projections, 2005-2035

Year	2007-2008	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	2030-2035	2035 Vision
Jobs	39,883	+1,968	+2,623	+2,361	+2,230	+2,099	+1,836	53,000

Source: Vandeville & Associates, 2008

Methodology for Fiscal Impact Analysis

The fiscal impact analysis completed as part of this process helps individuals understand how the 2035 Vision will affect the financial well-being of the City and Elmbrook School District in that target year. New development will require additional City services, infrastructure, and school expenditures. At the same time, new development adds revenue to the City and School District by increasing the taxable value of property in the City and adding to licensing and permit fees the City collects. In short, the fiscal impact analysis provides insight into how the mix of development suggested under the 2035 Vision will affect City and School District revenues and costs.

Approaches to conducting fiscal impact analyses generally use either an “average cost” methodology or a “marginal cost” methodology. The average (or linear) cost method looks at the total public cost to serve each specific type of land use—such as single family housing or retail uses, compares that cost to the total revenue generated by each type of land use—such as through property taxes, and divides both numbers by the total number of units to reach an estimate of the fiscal impact per housing unit, per retail establishment, etc. The strength of the average cost method is it is a logical approach that provides a solid understanding of costs and revenues given existing conditions. A weakness of the average cost method is it does not recognize existing capacities in services, and it assumes that future development will have the same costs and revenues as existing development.

The marginal cost method recognizes that the costs of providing services to each new unit of development are not necessarily the same as the costs to serve all previous units. In some instances there can be excess capacities in public services, so new development can be accommodated without additional public costs. Essentially, the marginal cost method recognizes that there are often “economies of scale” with new development, whereby the cost to provide a service to new development is less expensive than the average cost to provide the same service to all the existing development in the City.

The approach used in the fiscal impact analysis for Brookfield’s 2035 Vision is a hybrid of both approaches. The analysis starts by assessing current revenues and costs associates with Brookfield’s existing mix of residential and commercial development, but incorporates discount factors to account for existing capacities and economies of scale.

Because future inflation rates are difficult to predict on a long timeline and because inflationary impacts will affect costs and revenues equally, this analysis is strictly presented in current (2008) dollars. Also, because the analysis is intended to provide a long term understanding of how development affects public finances over time, the cost portion of the analysis is based on ongoing City operating costs plus debt payments, but does not include one-time development impact fees.

Fiscal Impact Analysis: Cost and Revenue Assessment

To understand the cost side of the equation, the process began by analyzing 2009 budgets for the City of Brookfield and the Elmbrook School District, and by interviewing department heads (with a thorough review by the Finance Director) to determine how those budgets are distributed among the following eight different types of land use categories:

1. Single Family Housing
2. Condominium Housing
3. Rental Apartment Housing
4. Senior Rental Apartment Housing
5. Retail Use
6. Office Use
7. Manufacturing Use
8. Hotel Use

Each of the line items in the City's 2009 budget was allocated among each of these different types of development based on the estimated distributions of service provided by the City Department Heads and reviewed by the Finance Director. Similarly, the City of Brookfield's share of the School District's 2009 budget was distributed among these eight categories, based on an estimate of how many school-age children are associated with each category.

This first step provided an estimate of the average cost to provide City and School District services to each of the eight land use types. The next step involved building in a discount factor to determine which service areas have excess capacity, and can therefore accommodate additional development without additional costs, and which other service areas will result in additional costs immediately following new development.

To evaluate revenues, the consultant determined the current distribution of property in the City by land use type and by assessed value. This provided an estimate of the property tax revenue currently generated by each type of land use and an estimate of how much property tax revenue the typical home, apartment, retail, etc. generated. Note that this factors in both new and pre-existing development. Further, non-tax revenues such as permit fees were distributed among the eight categories based on input from the City, to determine how much additional (non-property tax) revenue the typical unit or use generated.

Projected Fiscal Impact of 2035 Vision

The results of the analysis provide an estimate of the fiscal impacts associated with the future development pattern envisioned under the 2035 Vision. The 2035 Vision yielded a projection for the number of housing units in the different residential categories, and the amount of building square footage in the non-residential categories. The fiscal impact analysis model used those statistics as inputs, which when combined provide an estimate of the total fiscal effect on the City and School District. Again, the analysis is presented in 2008 dollars.

Overall, the analysis indicates that the net fiscal impact of the 2035 Vision is positive, with the projected development pattern expected to contribute more revenues than it would cost to serve under current public service levels. Including both municipal costs and revenues as well as school district costs and revenues, the model predicts that the projected development will result in a net annual “surplus” of over \$8 million in the year 2035.

This projected annual “surplus” could be utilized in a number of ways. This may include providing community amenities that go beyond basic services, such as accelerated implementation of the Greenway Corridor trail system or school facility improvements. The projected surplus could also be used for property tax relief, or for some combination of tax relief and quality of life amenities. If service costs rise faster than revenues, some of that “surplus” may in fact not materialize in the amount presented. It is beyond the scope of this visioning process to determine the ultimate use of these future public funds. The main point of the fiscal impact analysis is that the projected mixed use development pattern under the 2035 Vision is fiscally sound.

Figure B-5: Projected Annual City and School Fiscal Impact under Brookfield's 2035 Vision

	Cost of Vision (City & School District Service Costs)	Revenue from Vision (Tax and Non-Tax Sources)	Net Annual Fiscal Impact
Residential (Homes, Condominiums, Apartments)	\$104,204,476	\$90,669,742	(\$13,534,733)
Commercial (Retail, Office, Hotel)	\$12,990,504	\$34,485,619	\$21,495,115
Manufacturing	\$388,565	\$1,081,215	\$692,650
Net Annual Fiscal Impact	\$117,583,545	\$126,236,576	\$8,653,031

Source: Vandewalle & Associates, 2008

The results of the fiscal impact analysis provide an estimate of the total impact the type, amount, mix, and density of development in the 2035 Vision will have on the City’s and Elmbrook School District’s finances. As stated above, the analysis predicts that the total fiscal impact of the development scenario put forth in the 2035 Vision will be positive. This estimate is based on evaluating the fiscal impacts of eight different types of land use and then calculating the total impact of the 2035 Vision based on the amount of each type.

To provide background on the basis for the estimated total impact of the 2035 Vision, the following summarizes the assumptions and calculations that were used to estimate the fiscal impacts of an average unit for each of the eight types of land use. For each of the eight types of land use, the following tables factor in both estimates of the values of typical existing units based on current assessment data, as well as the impacts of new incremental units added between now and 2035. These incremental units would likely have assessed values that are somewhat higher than those of existing units.

Estimated Fiscal Impact: Single Family Housing

As most of the land area in the City of Brookfield consists of single family homes, and all residents require City services, a large portion of the City’s costs are attributed to this land use type. In addition, because single family homes are the land use that produces most of the school-aged children in Brookfield, the majority of Brookfield’s share of the School District’s costs is attributed to this category of land use.

To project revenues, the analysis is of an existing home is based on the current average assessed value in Brookfield which is \$331,000 and the estimated impacts of a new home are based on a unit with an assessed value of \$500,000. Under current mill rates, the typical existing home pays approximately \$1,800 in annual property taxes to the City and \$3,200 to the School District and generates about \$400 in non-tax revenues.

With these costs and revenues, the average home under the 2035 Vision in Brookfield will generate a fiscal surplus in terms of both City and School District finances.

Figure B-6: Estimated Annual Fiscal Impact, Single Family Home

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$331,310	\$500,000
Average City Tax Revenue	\$1,756	\$2,650
Average School District Revenue	\$3,247	\$4,450
Average Non-Property Tax Revenue	\$401	\$401
Total Revenue Per Unit	\$5,404	\$7,501
Costs		
Average City Services Costs	\$2,066	\$2,066
Average Number of School Age Children	0.50	0.50
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$4,796	\$4,796
Total Cost Per Unit	\$6,862	\$6,880
Net Impact Per Unit (City Costs and Revenues Only)	+\$91	+\$967
Net Impact Per Unit (City and School District Combined)	-\$1,458	+\$621

Estimated Fiscal Impact: Condominium Housing

At present, condominiums comprise a significantly smaller share of Brookfield’s housing stock, land area, and service costs than do single family homes in the City of Brookfield. Condominium housing developments are also typically developed more compactly than single family homes and therefore City services and infrastructure per housing unit can be more efficiently provided. Further, condominium owners are generally less likely to have children in the home. On average, each condominium unit is estimated to generate about 0.2 school children.

On the revenue side, the analysis for an existing unit is based on the current average assessed value per unit of \$289,000 and the analysis of a typical new unit is based on a value of \$350,000.

With these assumptions, the analysis indicates that the typical existing condominium unit would produce a net positive impact of \$226 for the City and \$1,143 for the City and School District together. A typical new condominium in Brookfield would net approximately \$550 for the City and \$2,000 for the City and schools together.

Figure B-7: Estimated Annual Fiscal Impact, Condominium Housing Unit

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$289,270	\$350,000
Average City Tax Revenue	\$1,533	\$1,855
Average School District Revenue	\$2,835	\$3,395
Average Non-Property Tax Revenue	\$462	\$462
Total Revenue Per Unit	\$4,830	\$5,712
Costs		
Average City Services Costs	\$1,769	\$1,769
Average Number of School Age Children	0.20	0.20
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$1,918	\$1,918
Total Cost Per Unit	\$3,687	\$3,687
Net Impact Per Unit (City Costs and Revenues Only)	+\$226	+\$548
Net Impact Per Unit (City and School District Combined)	+\$1,143	+\$2,025

Estimated Fiscal Impact: Rental Apartment Housing

Like condominium housing, market-rate rental apartment housing costs somewhat less on a per unit basis to provide with City and School District services than does single family housing. This is in part due to the fact that rental apartment housing generates fewer school children per unit (.15 per home) than do single family homes. The average market-rate rental apartment unit in Brookfield requires about \$3,400 per year in City and School District spending combined.

However, rental apartments have significantly less value per unit than do either single family or condominium housing, and therefore generate less revenue per unit. A typical existing unit is estimated to generate approximately \$2,400 in revenues and a typical higher valued, new unit is estimated to generate \$4,300 in revenue. This results in a net per unit fiscal loss.

Figure B-8: Estimated Annual Fiscal Impact, Rental Apartment Housing Unit

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$118,353	\$250,000
Average City Tax Revenue	\$917	\$1,615
Average School District Revenue	\$1,160	\$2,425
Average Non-Property Tax Revenue	\$290	\$290
Total Revenue Per Unit	\$2,367	\$4,329
Costs		
Average City Services Costs	\$1,962	\$1,962
Average Number of School Age Children	0.15	0.15
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$1,439	\$1,439
Total Cost Per Unit	\$3,401	\$3,401
Net Impact Per Unit (City Costs and Revenues Only)	-\$755	-\$57
Net Impact Per Unit (City and School District Combined)	-\$1,034	+\$929

Estimated Fiscal Impact: Senior Rental Apartment Housing

Apartment homes designated for seniors are fiscally similar to “open” market rate apartments in estimated revenues. However, compared to non-senior apartments, senior apartments require less in service costs, primarily because there are almost never school children living in these units, and they have lower average assessed values. The average existing senior apartment unit in Brookfield generates approximately \$1,600 in revenue and \$1,773 in costs while a typical new unit assessed at \$110,000 would generate approximately \$2,140 in revenue.

Figure B-9: Estimated Annual Fiscal Impact, Senior Rental Apartment Housing Unit

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$72,744	\$110,000
Average City Tax Revenue	\$386	\$583
Average School District Revenue	\$713	\$1,067
Average Non-Property Tax Revenue	\$490	\$490
Total Revenue Per Unit	\$1,588	\$2,140
Costs		
Average City Services Costs	\$1,773	\$1,773
Average Number of School Age Children	-	-
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$0	\$0
Total Cost Per Unit	\$1,773	\$1,773
Net Impact Per Unit (City Costs and Revenues Only)	-\$898	-\$700
Net Impact Per Unit (City and School District Combined)	-\$185	+\$367

Estimated Fiscal Impact: Retail Use

Based on assessment records and land use data, the typical existing retail use in Brookfield is valued at approximately \$2,000,000. On the cost side, retail uses are responsible for a significant share of the City’s budget, particularly the Police Department’s budget. However, retail uses generate no school children or School District costs. The result is that this typical existing retail use requires an annual average service cost of approximately \$13,000 and generates approximately \$33,000 in revenues resulting in a net positive impact of \$20,000 for the City and School District. A newer retail use, expected to be valued at \$4,000,000, would generate \$63,000 in annual revenue resulting in a net positive impact of \$50,000.

Figure B-10: Estimated Annual Fiscal Impact, Retail Use

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$1,987,645	\$4,000,000
Average City Tax Revenue	\$10,535	\$21,200
Average School District Revenue	\$19,479	\$38,800
Average Non-Property Tax Revenue	\$3,047	\$3,047
Total Revenue Per Unit	\$33,060	\$63,047
Costs		
Average City Services Costs	\$12,835	\$12,835
Average Number of School Age Children	-	-
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$0	\$0
Total Cost Per Unit	\$12,835	\$12,835
Net Impact Per Unit (City Costs and Revenues Only)	+\$747	+\$11,412
Net Impact Per Unit (City and School District Combined)	+\$20,225	+\$50,212

Estimated Fiscal Impact: Office Use

The typical office building in Brookfield is assessed at \$3.4 million. Similar to retail properties, office space requires no School District services, but accounts for a significant share of the City’s service costs. This typical existing office unit generates about \$60,000 in total annual revenue and \$22,000 in total annual cost, resulting in a net fiscal benefit of approximately \$37,000. A newer office building, expected to be assessed at around \$5,000,000, would generate a net fiscal benefit of \$60,000.

Figure B-11: Estimated Annual Fiscal Impact, Office Use

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$3,441,635	\$5,000,000
Average City Tax Revenue	\$18,241	\$26,500
Average School District Revenue	\$33,728	\$48,500
Average Non-Property Tax Revenue	\$7,524	\$7,524
Total Revenue Per Unit	\$59,493	\$82,524
Costs		
Average City Services Costs	\$22,110	\$22,110
Average Number of School Age Children	-	-
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$0	\$0
Total Cost Per Unit	\$22,110	\$22,110
Net Impact Per Unit (City Costs and Revenues Only)	+\$3,655	+\$11,914
Net Impact Per Unit (City and School District Combined)	+\$37,383	+\$60,414

Estimated Fiscal Impact: Manufacturing Use

Based on the City and state assessment records and land use data, the typical existing manufacturing use in Brookfield has an assessed value of \$1.5 million. This typical existing manufacturing use generates approximately \$23,000 in annual revenues and \$8,000 in annual costs, resulting in a net positive annual fiscal impact of \$15,000. A newer unit, expected to be valued at closer to \$2 million, would generate a net benefit of approximately \$22,000.

Figure B-12: Estimated Annual Fiscal Impact, Manufacturing Use

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$1,502,944	\$2,000,000
Average City Tax Revenue	\$7,966	\$10,600
Average School District Revenue	\$14,729	\$19,400
Average Non-Property Tax Revenue	\$634	\$634
Total Revenue Per Unit	\$23,328	\$30,634
Costs		
Average City Services Costs	\$8,384	\$8,384
Average Number of School Age Children	-	-
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$0	\$0
Total Cost Per Unit	\$8,384	\$8,384
Net Impact Per Unit (City Costs and Revenues Only)	+\$216	+\$2,850
Net Impact Per Unit (City and School District Combined)	+\$14,945	+\$22,250

Estimated Fiscal Impact: Hotel Use

Hotel properties comprise a small percentage of Brookfield’s total land use, but their fiscal performance far exceeds any other category of land use. Hotels are high-value properties and therefore contribute significantly to the property tax base; they also provide room tax revenue. Therefore, the net positive annual fiscal impact of a typical existing hotel in Brookfield is estimated to be approximately \$174,000 for the City and \$300,000 for the City and School District combined. A newer hotel, expected to have a significantly higher assessed value, could produce a net benefit of about \$211,000 for the City and about \$405,000 for the City and School District together.

Figure B-13: Estimated Annual Fiscal Impact, Hotel Use

	Impact of Average Existing Unit	Impact of New, Higher Value Unit
Revenues		
Average Assessed Value	\$13,052,575	\$20,000,000
Average City Tax Revenue	\$69,179	\$106,000
Average School District Revenue	\$127,915	\$194,000
Average Non-Property Tax Revenue <i>(including hotel tax)</i>	\$257,515	\$257,515
Total Revenue Per Unit	\$454,609	\$557,515
Costs		
Average City Services Costs	\$152,423	\$152,423
Average Number of School Age Children	-	-
Average Cost Per Annual School District Costs Per Student	\$9,592	\$9,592
School District Costs Per Unit	\$0	\$0
Total Cost Per Unit	\$152,423	\$152,423
Net Impact Per Unit (City Costs and Revenues Only)	+\$174,271	+\$211,093
Net Impact Per Unit (City and School District Combined)	+\$302,186	+\$405,093

Fiscal Impact Analysis Conclusion

Overall, the analysis indicates that the new development projected in the 2035 Vision should produce a net fiscal benefit for the City of Brookfield. While the model is built on a number of assumptions and estimates, it provides some level of comfort that the pattern of development suggested by the 2035 Vision will not be a detriment to the City's or School District's finances. In fact, implementing the 2035 Vision is likely to contribute to a positive long-range fiscal outlook for Brookfield.

Still, it is important to note that the fiscal impact analysis is built on a number of assumptions and is based on current land use, budget, and assessment data. As Brookfield continues to evolve as a community, conditions will change and some of the model's assumptions may also need to change.

One final caution when using this fiscal impact analysis: it is tempting but unwise and untenable to only promote land uses with the most positive fiscal impacts. Indeed, some lower value uses may be necessary or at least desirable to make some higher value uses also possible or more plentiful in Brookfield. For example, apartments provide workforce housing that supports Brookfield's non-residential development such as retail and manufacturing. In that sense, although apartments themselves may be fiscally negative, they make fiscally positive development more likely or plentiful. In addition, with steps to increase property values of lower-value uses, even those may end up yielding a positive fiscal impact on their own.

Appendix C: Community Visioning Process

Process Overview

Brookfield’s visioning process was guided by several participation opportunities, with further input, guidance, and direction from the City’s Plan Commission and the Comprehensive Plan Task Force. The process began in spring 2008 and culminated with unanimous City Council approval of the *Community Vision Report* in December 2008. The process was organized to:

- Learn about the community and its hopes, wishes, and concerns for the future;
- Share information on key assets, trends, and opportunities that may shape Brookfield’s future;
- Craft and obtain input and direction on Brookfield’s draft 2035 Vision;
- Follow an organized process for Task Force, Plan Commission, Common Council, and public review and action on the *Community Vision Report*.

Comprehensive Plan Task Force Meetings

Having used a Task Force in the development of the 2020 Master Plan and the review of that plan in 2005, the City decided to reconvene the Comprehensive Plan Task Force for this new process. The role of the Task Force was to provide and interpret public input, help the consultant team and City staff frame information to get meaningful input, and advise the Plan Commission on a preferred vision and subsequent Comprehensive Plan direction. The Task Force met five times during the visioning process, providing opportunities for public input at each meeting. Summaries of the Task Force meetings are included later in this Appendix.

City Plan Commission Meetings

Brookfield’s standing Plan Commission served two major functions throughout the process. The first was to serve as a “steering committee” to advise the consultant and City staff as to the specific strategies that should be employed throughout the process. The second role was the statutory role of the Plan Commission – to review the comprehensive planning policies and programs and make recommendations to the Common Council for formal adoption. The Plan Commission met six times during the visioning process. Summaries of the Plan Commission meetings are included later in this Appendix.

Other City Committee and Staff Meetings

During the visioning process, the consultant team met with the following additional standing City committees and staff groups:

- Board of Public Works
- Sewer and Water Board
- Community Development Authority

- Economic Development Committee
- Park and Recreation Commission
- City department heads

The purpose of these meetings was to gain insight from city leaders on their future vision, and how the functions of the different committees relate to and can help in achieving the vision. Summaries of these meetings are included later in this Appendix.

Public Input Opportunities and Outreach

The visioning process included several opportunities for public input in different forums. These included a series of small group meetings near the beginning of the visioning process to brainstorm assets, issues, trends, and opportunities. Later in the visioning process, a series of open houses and a public hearing were conducted to present the draft vision and obtain input.

Brookfield’s Web page was also used to provide input opportunities and information about the process. Information was also communicated to a voluntary e-mail list of participants. City and comprehensive plan newsletters, use of the local media, and informal approaches such as postings and word-of-mouth rounded out the outreach approach.

Plan Commission Meeting Summaries

The City Plan Commission met five times to discuss the visioning process and the vision itself. The following is a summary of each meeting.

Plan Commission Meeting: May 12, 2008

The consultants presented the Commission with an overall planning process and timeline. One major task for the meeting was to discuss and provide direction to the consultants regarding the status of Brookfield’s Year 2020 Master Plan vision statement and seven community goals. The Commission directed the consultants to build from that statement and goals to build a new statement and goals, rather than starting completely from scratch. Items and strategies relative to engaging the public in the comprehensive planning process were also discussed, as well as topics and invitees for small group meetings. The final main task for the Plan Commission was to recommend Common Council approval of the public participation plan for the entire process.

Plan Commission Meeting: June 23, 2008

The consultants presented outcomes of early Task Force and small group meetings, a preliminary fiscal impact analysis methodology, a traffic assessment summary, and a preliminary methodology for presenting future vision options. The Commission expressed satisfaction with the approaches presented by the consultants. The Commission directed that the following issues be considered in constructing the presentation of the future vision: regional cooperation, transportation/traffic, redevelopment/ greenfield development, split diamond interchange, alternative transportation choices, and energy efficiency and sustainability. In response to a request from the Task Force, the Commission agreed to a more intensive review and revision of the 2020 Master Plan vision statement in light of emerging trends and issues.

Joint Plan Commission/Task Force Meeting: August 28, 2008

The Plan Commission and Task Force held a joint meeting to review the format and content of the future vision open houses in September. The Commission and Task Force commented on the content of the information that was to be presented, how it was to be presented, and the best ways to obtain public input. An approach to sharing how other possible futures (aside from the draft vision) for Brookfield was also discussed and generally agreed upon.

Plan Commission Meeting: October 27, 2008

The Plan Commission conducted a public hearing on the draft vision statement and three graphics that compared the draft 2035 Vision against other options along ten different scales (see the *Community Vision Report* for vision statement and graphics). Following the hearing, the Commission reviewed a draft version of the *Community Vision Report* and offered general comments regarding potential adjustments. These included comparing the 2035 Vision to the vision presented in the 2020 Master Plan. The Director of Community Development also suggested some minor adjustments before the *Community Vision Report* was presented to the Task Force.

Plan Commission Meeting: December 1, 2008

The Plan Commission reviewed the Task Force’s recommendations on changes to the draft *Community Vision Report* as well as additional comments and suggestions from staff. The Plan Commission accepted the revisions to draft #2 of the *City of Brookfield Community Vision Report* and forwarded the document to the Common Council for review and approval.

Comprehensive Plan Task Force Meetings

The Comprehensive Plan Task Force met five times during the visioning process. The following is a summary of each meeting.

Task Force Meeting: June 11, 2008

The consultants introduced the comprehensive planning process, and in particular the process for Phase I. The roles of the Task Force and Plan Commission were discussed. The Task Force agreed upon protocols for its future meetings, such as making recommendations by consensus wherever possible. The meeting concluded with a discussion of the outcome of the May 12 Plan Commission meeting.

Task Force Meeting: July 9, 2008

The consultants presented the results of the small group meetings. The Task Force discussed its desire to advise modifications to the 2020 vision statement to incorporate additional aspects important to the City and its future. Also at the meeting, the consultants presented the broad approach for presenting the future vision to the public and ultimately in the *Community Vision Report*. After this discussion, the consultants presented a preliminary analysis of regional and local assets and trends. The Task Force expressed its support for the information and format of the presentation.

Joint Plan Commission/Task Force Meeting: August 28, 2008

See above summary in “Plan Commission Meetings” summaries section.

Task Force Meeting: October 8, 2008

The consultants presented the results of the September future vision open houses and the high school visioning sessions (both described later in this Appendix.) The Task Force discussed and advised changes to the draft Vision Statement in order to simplify and individualize it to Brookfield. The Task Force then commented on the various other graphics and materials used to represent the vision. Among other aspects, the Task Force advised the need to incorporate the topic of education and training more fully in the vision, but could not reach consensus on how the future vision should treat the issue of historic preservation. The Task Force’s recommendations were incorporated into the information presented in the *Community Vision Report*.

Task Force Meeting: November 12, 2008

The consultants shared the input received at the public hearing and Plan Commission meeting held on October 27. Three residents spoke during the public hearing and suggested adding a section describing what was new or different from the 2020 Master Plan and putting the Vision Statement at the beginning of the document. It was noted that the Plan Commission did not make any significant changes from the key directions and consensus points of the Task Force’s October meeting. The Task Force recommended changes to the draft *Community Vision Report* and forwarded the document to the Plan Commission for review.

Small Group Meetings

With City staff assistance, the consultants conducted several small group meetings early in the visioning process, each consisting of between three and 30 participants. The results of these meetings are as follows.

Neighborhood Small Groups

Two neighborhood small group meetings were held with residents from the east and west sides respectively. Both sets of attendees indicated that Brookfield’s parks, school system, location, public services, friendly community attitude, and comparatively low taxes were assets. Identified trends requiring mention included population shifts, urbanization and development, green space preservation, source of future water, multi-family housing, and mass transit. While a range of opinions were clearly represented, many attendees envisioned a future Brookfield that displays balanced development; has greater dialogue and cooperation with neighboring governments; has an expanded greenway system; and offers more options for employment, transportation, and housing.

Chamber of Commerce and Business Group

Attendees discussed Brookfield’s assets and trends along with their vision for the future of Brookfield’s business community. Brookfield’s geographical location, easy access from major transportation routes, diverse business mix and economic base, and parks and education system were all seen as community assets. An aging population, lack of affordable housing for younger families, lack of activities for youth and young families, increasing retail vacancy, and rising transportation costs were discussed as future concerns. The attendees envisioned Brookfield’s business future to include increased linkages between universities and businesses, greater cooperation between the City and developers on redevelopment projects, more mixed use development, and more affordable housing.

Education and Community Small Group

Attendees discussed City assets and trends along with their vision for the future of Brookfield’s educational and community opportunities. Attendees identified Brookfield’s excellent school system, good park/recreation system, safety, and overall sense of community as Brookfield’s strongest assets. In addition, attendees identified an aging population and housing stock, labor shortages, increasing traffic and density, and increasing racial and ethnic diversity as future trends. Adequate, affordable housing for a range of residents and collaboration among educational and service organizations were identified by attendees as important aspects of Brookfield’s future vision.

Environment, Historic Preservation, and Greenways Group

Attendees identified Brookfield’s aesthetic beauty, parks and greenways, cleanliness, and high development standards as important community assets. Identified concerns or trends included increased traffic congestion, green space decreases, invasive species, and stormwater management to ensure quality groundwater and drinking water. The group envisioned increased efforts towards environmental sustainability, heritage/historic preservation, and energy efficiency as critical for Brookfield’s future. Attendees also recommended coordination between Brookfield’s and the County’s comprehensive planning process, exploration of more density in new development as a way to preserve larger blocks of green space elsewhere, and completion of Brookfield’s greenway path network.

Seniors and Housing Small Group

Attendees identified Brookfield’s Recreation Department, Senior Center, community services, and safety as strong community assets. Identified trends and concerns included a loss of bus transportation, a lack of affordable housing for Brookfield’s retail and service sector workers, and loss of green space. Attendees envisioned a future Brookfield that supports “smart growth” development principles and is known as a healthy and green city. In order to better market itself to seniors, attendees suggested the City consider subsidized lunch programs, affordable housing, expanded public transportation hours, and expanded community activities in more locations.

Developers Small Group

Attendees—focused in particular on non-residential developers—highlighted assets, trends, visions, and recommendations for the future of development in Brookfield. Identified assets included individuals’ willingness to redevelop and invest in Brookfield, the City’s proximity to larger metropolitan areas, community wealth, and strong single family character. In addition, the community’s and government’s drive for building mixed use developments and retaining a “suburban” feel were identified as trends in Brookfield. The attendees envisioned a future Brookfield where there are larger floor plate office spaces, a new interchange around Calhoun Road, mass transit expansion along with new highway projects, intercity rail, incentives for redevelopment and parking structures, and mixed uses in City government projects.

Restaurateurs and Retailers Small Group

Attendees discussed the future of Brookfield’s retail and restaurant sectors. Brookfield’s visibility, traffic patterns, demographics, and redevelopment projects were identified as assets and positive trends. Attendees envisioned a future Brookfield with more festivals, more marketing of Brookfield as a destination, and more synergy among businesses. When asked about recommendations for the future,

attendees suggested that the City listen more to business owners before directing new development; address barriers that face new businesses, particularly small ones; revisit sign regulations; and help expand housing choices.

City Committee Meetings

To get the pulse of City leaders and understand how different City service areas relate to a desired future vision, the consultants conducted meetings with different City committees. The results of these meetings are as follows.

Board of Public Works/Sewer and Water Board: July 8, 2008

The meeting began with an overview of comprehensive planning and a discussion of the process to prepare the plan. Board members raised concerns over the high cost of living in Brookfield, connectivity within Brookfield, and redeveloping near established neighborhoods. There were mixed opinions on higher-density development. Some Board members expressed the desire to see bold mass transit ideas, renovation of utility systems, and costs and benefits of different transportation options (including an additional interchange) discussed as part of the future vision. The meeting concluded with the Boards suggesting topics for inclusion in the Comprehensive Plan, such as approaches to better involve City committees in the development approval process, water conservation, potential access to Lake Michigan water and issues associated with obtaining it, sewage treatment, mass transit, green building, and sustainability in City service delivery.

Community Development Authority (CDA): July 22, 2008

CDA members discussed regional influences and local assets that should be considered as the City develops its future vision. Members expressed concern over how the City can retain residents—particularly baby boomers and/or empty nesters—in Brookfield when many in that age group move south or sell their larger homes to move to a downtown condo or apartment. Green government policies and sustainability, future transportation needs, and redevelopment strategies are topics that the CDA wished to see addressed in the planning process.

Economic Development Committee (EDC): August 4, October 6, and November 3, 2008

At its August 4 meeting, the EDC discussed assets and emerging trends that the City should use to shape its future. Attendees addressed the rise in transportation and living costs and how this may lead more residents to work from home, consider public transit, and/or purchase smaller motorized vehicles. These factors were also expected to play a strong role in future development trends, perhaps leading to more mixed uses and greater density. The EDC also discussed desired aspects of its future vision for the City, which included more housing for young families, social activities for teens, businesses that provide “experiences” in addition to goods and services, and redevelopment promotion. The EDC also agreed with ideas advanced at the Chamber of Commerce meeting.

At its meetings on October 6 and November 3, 2008, the EDC discussed and endorsed the Economic Development Program for the City. Prepared as part of a separate but highly related process, the Economic Development Program sets forth economic development strategies and priorities for the City (see summary in Chapter Four of the *Community Vision Report*). The Economic Development Program is

consistent with and advances Brookfield’s 2035 Vision described in the *Community Vision Report*, and will be incorporated into the City Comprehensive Plan’s economic development chapter in 2009.

Park and Recreation Commission: August 11, 2008

Commission members discussed assets and emerging trends related to the park and recreation system. Identified needs included quality neighborhood parks, accelerated implementation of the greenway trail system, a wide variety of recreational programs and activities, and more community gathering places and events. The Commission also desired expanded pool facilities and programming for young families with children.

City Department Heads: June 18, 2008

Many department heads were familiar with the comprehensive planning process because they participated in the 1999 master plan process. At the meeting, department heads were afforded the opportunity to discuss both exciting and challenging things happening in Brookfield as well as Brookfield’s assets, trends, and future opportunities.

2035 Vision Open Houses

In September 2008, City staff and consultants conducted four Vision Open Houses at which the Draft 2035 Vision was shared and public comment received. This included preliminary versions of the materials presented in the *Community Vision Report*. Based on the comments submitted, and conversations at the open houses, the result was:

- A desire and tension associated with both retaining small community character while keeping Brookfield’s economic edge.
- An interest in addressing Town/City relations, especially related to the future of the Bluemound Road corridor.
- Mixed reaction to the idea of passenger rail as a transportation option.
- Mixed reaction to the future location, type, and density of new housing.
- Concerns about the quality and character of new development and a desire to maintain a high quality built environment.

All of the materials from the open houses were also available on Brookfield’s website, which received several hundred hits and comments.

High School Visioning Workshops

High School visioning workshops were held on Friday, October 3, 2008, at Brookfield East and Brookfield Central High Schools. The goal was to provide an opportunity for students to express their vision for Brookfield in the year 2035.

Students felt that the majority of Brookfield’s housing stock should remain as single family homes, with some updates and modernization. That being stated, some students felt that more housing options should be available in the future, such as rental apartments, upscale condominiums, homes of varying sizes, and elderly housing.

Students agreed that Brookfield should become more pedestrian and bicycle friendly through more sidewalks, bike lanes, and paths. There was some interest in expanding bus service in Brookfield. Roundabouts were suggested alternatives to traffic lights or stop signs at certain hazardous intersections. Students also believed that more transportation options should be available for senior citizens, such as shuttle or van service.

Maintaining and expanding the park system was important to students. Ideas for expansion included a nature center and an ice rink at City Hall Park. Students also responded that wetlands, woodlands, and grasslands should be preserved. Students particularly expressed an interest in more smaller-scale neighborhood parks.

While students thought that residents in 2035 would still be going to malls and movie theaters for shopping and entertainment, they felt that by 2035 Brookfield should establish a wider variety of “3rd places,” including coffee shops, parks, museums, music and art venues, traditional main streets with boutique shopping, specialty grocery stores, health markets, outdoor markets, and locally owned businesses. Students also expressed a desire for places for teens to congregate, such as a student union. When asked specifically what the Brookfield Square area should look like in the year 2035, some felt that the mall should be expanded to two stories and condominiums or apartments should be included in the overall expansion plan. Students felt that the mall should be modernized in any case.

Other Input and Outreach Opportunities

Each Task Force meeting provided a public input opportunity. In addition, a formal public hearing was conducted at the October 27, 2008 Plan Commission meeting.

Because public involvement events are not always convenient to attend, the visioning process included other outreach methods to share information and gain public input. In addition to articles in area newspapers, Brookfield’s quarterly newsletters included project updates and information regarding upcoming events. Brookfield’s website provided access to information that interested parties could process at their convenience. Those who provided their email address through public events or Brookfield’s website received email updates when new information was available online or to notify them of public meetings. The City also maintained displays on project materials and a comment box in City Hall for general public input. Finally, throughout the process, the City staff, officials, and consultants welcomed informal, input.