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Introduction

A Snapshot of Brookfield

The City of Brookfield is located in southeastern Wisconsin, in the heart of the Milwaukee metropolitan area. Incorporated in 1954, Brookfield has matured from a “bedroom” community to a live, work, shop, and play destination. This transition was planned as part of the City’s original plan (A Comprehensive Plan Report for Brookfield, Wisconsin, Stanton & Rockwell, 1959), wherein the City was to become a community of homes and businesses.

Today, Brookfield enjoys a balanced mix of idyllic residential neighborhoods; modern commercial and office districts; an interconnected system of parks, greenways, trails; and access to some of the finest education in the nation. The City has an overnight population of about 40,000 people and a daytime (including jobs) population of 80,000, emphasizing its evolution to a full-service community.

The City of Brookfield has a rich history of community planning, which has helped shape what it is today. Brookfield’s extensive planning efforts continue with this 2035 Comprehensive Plan, designed to provide a blueprint for the Brookfield of the future.

The Purpose for this Plan

This City of Brookfield 2035 Comprehensive Plan (hereinafter often referred to as “Comprehensive Plan” or simply “Plan”) will help guide physical change and decision-making in the City over the next 10 to 25 years to achieve an agreed vision for the future. Specifically, this new Plan:

- Updates and replaces the Brookfield Year 2020 Master Plan (hereinafter often referred to as “2020 Master Plan”), addressing emerging issues and opportunities, and meeting State comprehensive planning requirements. Key differences between the 2020 Master Plan and this new Comprehensive Plan are highlighted in appropriate chapters in the document.
- Provides an umbrella under which the City’s more detailed plans will continue to provide further direction, such as node/neighborhood plans and park and trail system plans.
- Communicates and provides a path for realizing the City’s 2035 Vision, established and endorsed by the City Council in December 2008.
- Indicates goals, objectives, policies, and initiatives designed to influence future growth and change and guide City decision making.
- Provides a framework to enhance community sustainability.
- Balances the community’s vision and goals with private interests in land.
- Identifies different parts of the City appropriate for development, redevelopment, reinvestment, and preservation, along with the desired types and intensities of future land uses for the different parts of the City.
- Facilitates vision-focused and consistent day-to-day decision making, including planning, zoning, and capital improvement decisions.
- Recommends transportation, community facility, and utility improvements and studies to serve the community now and in the future.
- Suggests approaches for housing, neighborhoods, and economic growth, along with the preservation and enhancement of the City’s natural, historic, and cultural resources.

- Provides detailed strategies for the City to relate to neighboring and overlapping communities and the surrounding region to cooperatively and collaboratively implement Plan recommendations.
- Reflects and attempts to reconcile the goals and attitudes of many members of the Brookfield community who shared their ideas throughout an 18 month planning process.

The City has laid out an ambitious, complex, and not easily-achieved vision, which is described in detail in Chapter One. It is important to remember that the result of any one strategy or recommendation in this Plan will not signal success or failure of the City's vision. Rather, plan implementation will require embarking on an interconnected web of strategies aimed towards vision achievement.

Building on a Rich Planning Foundation

The City has a strong history of developing and implementing land use, economic development, park and recreation, and housing planning documents. This Plan seeks to provide an umbrella for the following more detailed plans and studies, which remain current and relevant. These documents were formally re-adopted as detailed components of the City's comprehensive plan along with this 2035 Comprehensive Plan document itself.

- Ruby Isle Development Plan and Civic Center Plan 1987-1989 (includes Summary - Ruby Isle Development Plan (1987) and Final Report - Civic Center Plan Conceptual Master Plan (1989))
- Wetlands Preservation Plan for the City of Brookfield (1991)
- City of Brookfield Wetland Acquisition Plan (1992)
- Non-Residential Development Landscape Standards (1996)
- Residential Development Landscape Standards (1996)
- Site Development Standards for Non-Residential Uses (1990 and 1997)
- Capitol Drive Corridor Study Number Two (1999)
- Brookfield Road and Capitol Drive Node Neighborhood Plan (1999)
- Moorland Road Plan (1999 and 2000)
- Wireless Study Update (2000)
- The Calhoun Road and Capitol Drive Node Neighborhood Plan (2000) (includes The City of Brookfield Node Land Use and Transportation Plan – Supplemental Transportation Analysis Report (2002))
- Park and Open Space Plan for the City of Brookfield 2020 (2001)
- Flood Mitigation Plan for the City of Brookfield (2001)
- Lilly Road and Capitol Drive Neighborhood Plan (2001)
- The Calhoun Road South Neighborhood Plan (2001)
- Brookfield Interchange Feasibility Study (2002)
- Greenway Corridor Recreational Trail Plan (2002)
- Revitalizing Brookfield's Central Business District (2002)
- Capitol Drive Corridor Infrastructure Analysis and Feasibility Study (2003)
- Executive Summary of Market and Economic Analysis for Redevelopment Alternatives at the Brookfield Square Mall/Executive Drive Redevelopment Area (2003)

- 124th Street and Capitol Drive Neighborhood Plan (2004) (includes Infrastructure and Cost or Investment/Benefit Analysis for the 124th Street and Capitol Drive Redevelopment Area (2007))
- Village Area Neighborhood Plan (2006)
- 124th Street and Lisbon Road Neighborhood Plan (2007)
- 124th Street and Bluemound Road Neighborhood Plan (2007)
- The Demand for Housing in the City of Brookfield (2008)
- Economic Development Program (2008)
- Brookfield Historic Inventory Update (2008)
- Northwest Gateway Neighborhood Plan (2008)
- South Gateway Neighborhood Plan (2009)

The reader may visit the City of Brookfield Department of Community Development Comprehensive Plan Library Bibliography at City Hall or on the City's website (www.ci.brookfield.wi.us) for a complete list of planning documents.

Overview of the Comprehensive Planning Process

The City carried out an extensive public process to create this Plan. The City's Plan Commission was the steering committee, providing significant direction on Plan content. An ad hoc Comprehensive Plan Task Force—made up of citizen members representing different interests and geographic areas in the City—helped provide and interpret public input and direction. A similar Task Force was appointed during the preparation of the 2020 Master Plan. Numerous opportunities for public involvement punctuated the planning process, including a community survey with a significant response rate, multiple small group meetings, interviews, hearings, and informal input events. Following recommendations from the Task Force and Plan Commission, the Common Council adopted this Plan and the Community Vision Report (City of Brookfield Community Vision Report, adopted December 16, 2008) that preceded it.

The process to create this Comprehensive Plan was divided into two phases. Phase I was intended to create a successful public launch of the project, build toward a progressive vision for the future, and provide information and direction for the Plan document that would follow. Phase I was completed near the end of 2008 through the preparation and adoption of a Community Vision Report. Phase II focused on preparation and adoption of this Comprehensive Plan document, providing a program for carrying out the community vision established in Phase I. Phase II culminated with Council adoption of this Plan in December 2009.

The Organization of this Plan

The remainder of this Plan is presented in twelve chapters, incrementally laid out to first communicate and then elaborate upon the guiding principles of the City's 2035 Vision statement. This organization by plan principle was selected to reinforce the linkage between the City's 2035 Vision and the interrelated approaches to realize that Vision. The chapters include, in order:

1. Vision
2. Land Use
3. Housing and Neighborhoods
4. Jobs and Shopping

5. Natural Resources and Recreation
6. Education
7. Sustainability
8. Special Places
9. Transportation
10. Community Value
11. Regionalism
12. Implementation

Aside from the first and last chapters, each chapter includes a goal, objectives, policies, and detailed programs and initiatives. Appendices (available upon request) provide background information and public input related to the content of each chapter.

Finally, text boxes labeled as “Edge City Examples” are used throughout the Plan. These text boxes describe how other similarly-positioned communities—mostly from other Midwest metro areas—are addressing issues similar to those in Brookfield. Edge City is a term for a community that contains a relatively new concentration of businesses, shopping, and entertainment of significant size or quantities outside a traditional urban “downtown” area in what had, up until recent decades, been a predominantly residential suburb or semi-rural community. The populations listed for the example Edge Cities reflect either 2007 American Community Survey (ACS) data or 2007 data from the states’ demographers office.

A Brief Users Guide to the Comprehensive Plan

This Plan intends to be the City’s long-range guide for sustainable future community growth, development, redevelopment, and preservation. Given the magnitude of this task, the Plan is a fairly long document. Still, the City has made every effort to create an implementation-based and user-friendly document.

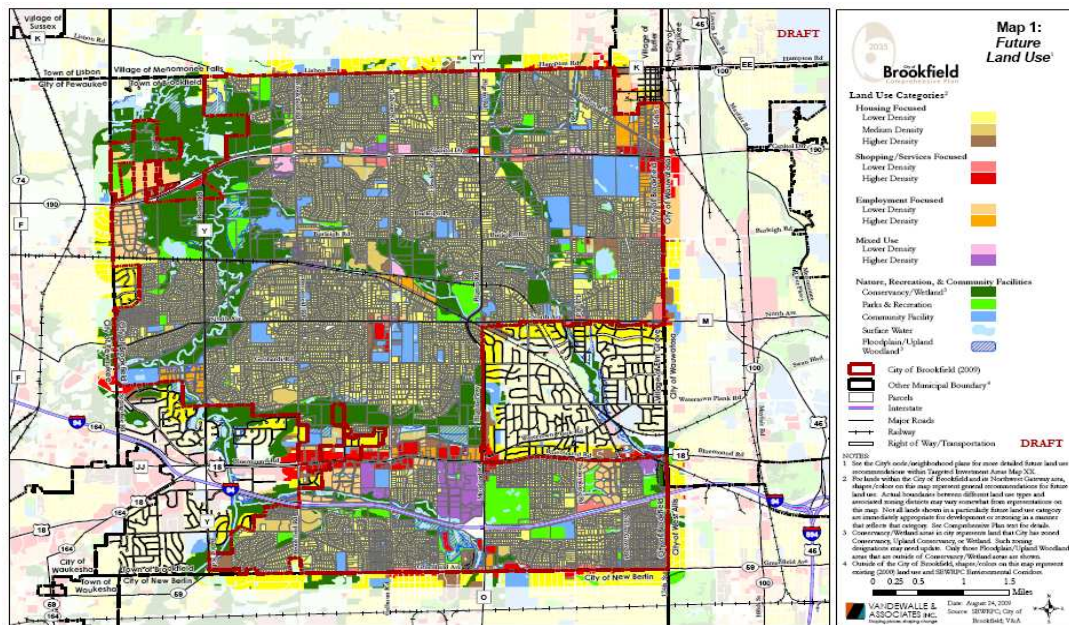
City officials and staff will use this Comprehensive Plan as a blueprint for coordinated decision making on planning, zoning, platting, development, infrastructure, and budgeting issues.

Others who may find this Comprehensive Plan useful include residents, property owners, business owners, community groups, and other units of government, such as the School District of Elmhurst. Each of these individuals and groups may have different interests in the Plan—few will choose to read it from cover-to-cover.

For a broad overview of the City’s desired direction over the next couple of decades, Chapter One: Vision is a good place to start. This could be supplemented by skimming through each of the chapter divider pages, which summarize key directions. For an understanding of how the City intends to interact with neighboring and overlapping jurisdictions, Chapter Eleven: Regionalism is the place to start. For an understanding of where the City intends to focus its efforts first—and conversely what other ideas might have a comparatively lower priority—Chapter Twelve: Implementation is the place to focus. Otherwise, each of the other chapters provides City policies and directions within different functional areas, like neighborhoods or land use for instance.

Perhaps most frequently, people will refer to the Comprehensive Plan to learn how a particular piece of land might be used in a different manner than how it is being used today. This can be accomplished by following these steps:

1. **Check the Future Land Use Map.** Map 1, Brookfield’s Future Land Use map, presents the City’s desired pattern of future land uses, including residential, commercial, institutional, and mixed-use development. Each parcel within the City has a particular future land use category assigned to it. The illustrated category represents the City’s desired future land use for that property. In some cases, the desired future land use shown is different from the current land use. Map 1 is illustrated below, but included in much larger format later in this Plan.
2. **Review the Future Land Use Category Description.** Chapter Two: Land Use includes a thorough description of each category shown on the Future Land Use map. Included in the description is the desired building types and density, examples of appropriate land uses that fit in that category, and discussion of where each category is generally mapped within Brookfield. Figure 7: Future Land Use Categories and Policies Matrix, within Chapter Two, summarizes this information.
3. **Review More Detailed Plans and Zoning.** The property owner should then learn whether the land is within one of the City’s Targeted Investment Areas (see Figure 6), and review the more detailed City node/neighborhood plan for that area if so. In any case, the property owner should understand the zoning for the property, and what types of uses and design standards will be considered appropriate for the property and the design standards the City will utilize to guide the design of any development project on that property.



4. **Discuss Ideas for Development with the City, if Applicable.** Before submitting a formal development proposal, the City requires property owners to talk with City staff to discuss next steps and share concepts, to best try to align property owner goals with the City’s vision.