

## Chapter 1

# INTRODUCTION

In 1928, the U.S. Department of Commerce institutionalized comprehensive planning in the Standard City Planning Enabling Act. Since this time, communities across the country and state have engaged in planning processes. By 1998, twenty nine percent of all Wisconsin communities had an adopted land use or comprehensive plan. The comprehensive planning process allows local governments to think strategically about their communities and how they interact. Comprehensive planning is an orderly approach to help identify local needs and provide an official statement of land use policies, along with information needed to support and validate those policies. The plan serves as a framework for establishing and administering sound land use regulations and serves as a useful decision making tool for local government, citizens, and businesses.

### BACKGROUND

In the 1990's, many cities, villages and towns in Waukesha County prepared local comprehensive plans or land use plan components. As indicated in Table I-1, 34 of the 37 towns, villages and cities have prepared a comprehensive "master" plan or the land use element of such a plan. The City of Waukesha completed and adopted its last land use plan in 1993. This plan, *A Land Use Plan for the City of Waukesha Planning Area: 2010*, was prepared by staffs from the City of Waukesha and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Although the 1993 plan was labeled a land use plan it was much more comprehensive in its approach. The 1993 plan addressed existing city plans focusing on the downtown/central business district, industrial base, housing, park, open space and wetlands protection, transportation, historic preservation, community facilities, public utilities, tax increment financing, and redevelopment. This current plan serves as both an update to the 1993 City of Waukesha plan and is also written to meet the State of Wisconsin Comprehensive Planning Law (s.66.1001, Wis. Stats.) that was signed into law on October 27, 1999. This legislation defines a comprehensive plan and lists mandatory procedures for adopting the plan.

### PLANNING BENEFITS

Comprehensive development planning has many benefits. A formal planning process provides a community with an opportunity to focus on the future and establish community goals, objectives, and policies regarding future use, physical development and conservation of land. With clear goals, local government officials often make decisions that are in the best interest of citizens or the future of the community. Finally, comprehensive planning allows for continuity throughout a community by determining where a community is at the present, how did the community get to this point, where does the community want to go, and how will it get there.

Coordinated comprehensive planning among municipalities provides several benefits, including:

1. All units of government benefit from the updated demographic and growth information and how it relates to economic forecasting and development trends.
2. It is cost-effective to coordinate. Coordinated planning reduces the need for each municipality to complete all of the elements of a comprehensive land use plan.
3. Participating entities all have active roles in the planning process.
4. A coordinated planning process offers greater opportunity for public input.
5. A coordinated planning process makes efficient use of professional planning resources currently available.
6. Coordinated planning allows for the creation of a plan amendment process that considers all possible impacts, including effect on the adjoining municipality.
7. Comprehensive planning provides an opportunity to evaluate all aspects of future use and development, thus providing local officials with the essential information to make informed decisions.
8. A coordinated effort provides an opportunity to continue building intermunicipal cooperation on land use issues.

**Table I-1**

**LAND USE, MASTER, AND COMPREHENSIVE PLANS PREPARED BY COUNTY AND LOCAL GOVERNMENTS IN WAUKESHA COUNTY: 2004**

| Community           | Plan  | Prepared By   | Adoption Date <sup>a, b</sup> |                |
|---------------------|---|---|-------------------------------|----------------|
|                     |   |   | Plan Commission               | Governing Body |
| Waukesha County     | SEWRPC Community Assistance Planning Report No. 209, <i>A Development Plan for Waukesha County, Wisconsin</i> , August 1996     | SEWRPC  | --                            | 11/26/96       |
| City of Brookfield  | City of Brookfield Year 2020 Master Plan, December 1999   | Cunningham Group with assistance from Jonathan Barnett, Maxfield Research, and Ayres Associates<br>City of Brookfield | 11/10/99                      | 12/7/99        |
|                     | 124 <sup>th</sup> Street and Capitol Drive Neighborhood Plan  |   | 10/25/04                      | --             |
| City of Delafield   | Comprehensive Plan, City of Delafield, March 1991   | Camiros, Ltd.   | 2/27/91                       | 3/4/91         |
| City of Muskego     | City of Muskego 2010 Comprehensive Plan, March 2001   | City of Muskego   | 6/22/00                       | 3/13/01        |
| City of New Berlin  | Growth and Development Master Plan Update, City of New Berlin, July 2000  | Clarion Associates and McBride Dale Clarion   | --                            | 7/11/00        |
| City of Oconomowoc  | City of Oconomowoc Comprehensive Master Plan 1994-2010, November 1994   | Lakeside Group and Vandewalle & Associates, Inc.  | 11/9/94                       | 11/15/94       |
| City of Pewaukee    | SEWRPC Community Assistance Planning Report No. 76, <i>A Land Use Plan for the Town and Village of Pewaukee</i> , December 1982 | SEWRPC  | 6/82                          | 6/82           |
|                     | SEWRPC Community Assistance Planning Report No. 209, <i>Waukesha County Development Plan</i> , August 1996 <sup>c</sup>         | City of Pewaukee and SEWRPC   | 1/16/97                       | 1/20/97        |
| City of Waukesha    | SEWRPC Community Assistance Planning Report No. 169, <i>A Land Use Plan for the City of Waukesha</i> , September 1993           | SEWRPC  | 7/14/93                       | 9/7/93         |
| Village of Big Bend | Village of Big Bend Comprehensive Land Use Plan: Opportunities 2020, May 1998   | Village of Big Bend with assistance from Independent Inspections, Ltd.  | 5/28/98                       | --             |
| Village of Butler   | A Master Plan for the Village of Butler, 1966   | Carl L. Gardner and Associates, Inc.  | --                            | 3/21/67        |
| Village of Chenequa | None  | None  | --                            | --             |
| Village of Dousman  | Village of Dousman Land Use Master Plan, October 1999   | Landscape Architects, Inc.  | 10/6/99                       | 10/6/99        |

Table I-1 (Continued)

LAND USE, MASTER, AND COMPREHENSIVE PLANS PREPARED BY COUNTY AND LOCAL GOVERNMENTS IN WAUKESHA COUNTY: 2004

| Community                  | Plan   | Prepared By  | Adoption Date <sup>a, b</sup> |                |
|----------------------------|--|--|-------------------------------|----------------|
|                            |  |  | Plan Commission               | Governing Body |
| Village of Eagle           | SEWRPC Community Assistance Planning Report No. 85, <i>A Land Use Plan for the Village of Eagle: 2000</i> , September 1983   | SEWRPC   | 1/27/83                       | 2/3/83         |
| Village of Elm Grove       | None   | None   | --                            | --             |
| Village of Hartland        | SEWRPC Community Assistance Planning Report No. 254, <i>A Master Plan for the Village of Hartland: 2020</i>  | SEWRPC   | 12/20/04                      | 12/20/04       |
| Village of Lac La Belle    | Master Plan, Village of Lac La Belle, December 1979  | Jahnke & Jahnke Associates, Inc.                                     | --                            | 6/11/79        |
| Village of Lannon          | Village of Lannon Comprehensive Land Use Plan: 2020 "Vision Beyond 2000", February 1999  | Village of Lannon with assistance from Independent Inspections, Ltd. | 2/9/99                        | 2/9/99         |
| Village of Menomonee Falls | SEWRPC Community Assistance Planning Report No. 163, <i>A Land Use and Transportation System Plan for the Village of Menomonee Falls: 2010</i> , April 1990; amended 2004                                  | SEWRPC   | 6/8/04 <sup>d</sup>           | --             |
| Village of Merton          | Year 2022 Comprehensive Plan for the Village of Merton, May 2002   | Ruekert & Mielke   | --                            | 5/6/02         |
| Village of Mukwonago       | Designing Mukwonago: Comprehensive/Master Plan for the Village of Mukwonago, April 2000<br>Amendment to the Residential Designations and Densities in the Village of Mukwonago's Comprehensive/Master Plan | Village of Mukwonago Planning Department                             | 3/20/00                       | 4/4/00         |
|                            |  | Village of Mukwonago Planning Department                             | --                            | 2003           |
| Village of Nashotah        | Village of Nashotah Comprehensive Land Use Plan, September 1980; amended 1995  | Graef, Anhalt, Schloemer And Associates, Inc.                        | --                            | 10/4/95        |
| Village of North Prairie   | Village of North Prairie Master Land Use and Transportation Plan, December 1999  | Ruekert & Mielke   | 12/9/99                       | 12/9/99        |
| Village of Oconomowoc Lake | Village of Oconomowoc Lake Master Plan, August 1990  | Camiros, Ltd.  | --                            | 8/23/90        |
| Village of Pewaukee        | Village of Pewaukee Master Plan, November 1998   | The Bradlee Group  | --                            | 11/17/98       |
| Village of Sussex          | Village of Sussex Comprehensive Plan: 2020 March 25, 2003  | Village of Sussex and HNTB   | --                            | 3/25/03        |
| Village of Wales           | SEWRPC Community Assistance Planning Report No. 256, <i>A Master Plan for the Village of Wales: 2020</i> , April 2004  | SEWRPC   | 10/29/03                      | 11/3/03        |
| Town of Brookfield         | None   | None   | --                            | --             |
| Town of Delafield          | Land Use Plan, Town of Delafield, June 1999  | Planning and Design Institute, Inc., and R. A. Smith and Associates  | 8/3/99                        | 9/14/99        |
| Town of Eagle              | Town of Eagle Land Use Plan, December 1983; revised 1991   | Graef, Anhalt, Schloemer and Associates                              | 7/28/83                       | --             |

**Table I-1 (Continued)**

**LAND USE, MASTER, AND COMPREHENSIVE PLANS PREPARED BY COUNTY AND LOCAL GOVERNMENTS IN WAUKESHA COUNTY: 2004**

| Community                   | Plan  | Prepared By  | Adoption Date <sup>a, b</sup> |                  |
|-----------------------------|---|--|-------------------------------|------------------|
|                             |   |  | Plan Commission               | Governing Body   |
| Town of Genesee             | Alternative and Recommended Land Use Plans for the Town of Genesee-2010       | SEWRPC   | - - <sup>e</sup>              | - - <sup>e</sup> |
| Town of Lisbon              | Town of Lisbon Land Use Plan, September 1996                                  | The Bradlee Group                                      | 1/96                          | 9/23/96          |
| Town of Merton              | Town of Merton 2010 Master Land Use Plan, June 1999                           | Town of Merton Ad Hoc Committee                        | 2/16/05                       | 3/8/05           |
| Town of Mukwonago           | Town of Mukwonago Master Plan, December 1981; revised 1998; amended June 2000 | Town of Mukwonago with assistance from Waukesha County | 6/28/00                       | 7/5/00           |
| Town of Oconomowoc          | Town of Oconomowoc Master Land Use Plan, September 1993                       | Town of Oconomowoc                                     | 9/7/93                        | 9/7/93           |
| Town of Ottawa <sup>f</sup> | Town of Ottawa Master Land Use Plan, June 1994                                | Town of Ottawa with assistance from Waukesha County    | 6/13/94                       | 6/13/94          |
| Town of Summit              | Town of Summit Master Plan; 2010, June 2001                                   | MSA Professional Services, Inc.                        | 3/21/01                       | 6/4/01           |
| Town of Vernon              | Town of Vernon Master Plan, November 1995; revised July 1995                  | Town of Vernon with assistance from Waukesha County    | 10/27/94                      | 11/2/94          |
| Town of Waukesha            | Town of Waukesha Master Land Use Plan, November 1994                          | Town of Waukesha                                       | - -                           | 11/10/94         |

<sup>a</sup>No record of adoption provided to SEWRPC if no date is listed.

<sup>b</sup>Under the master planning statute (Section 62.23 of the Wisconsin Statutes), which was the State law under which all of the city, village, and town plans except those for the Villages of Merton and Sussex and the Town of Summit were prepared, the Plan Commission has the authority to adopt by resolution a master plan or elements thereof. The plans for the Villages of Merton and Sussex and the Town of Summit were prepared under the comprehensive planning law (Section 66.1001 of the Statutes), which requires the plan to be adopted by an ordinance of the governing body. The Waukesha County Development Plan, prepared under Section 59.69 of the Statutes, was adopted by an ordinance of the County Board.

<sup>c</sup>The City of Pewaukee adopted the land use plan map in the Waukesha County Development Plan, with seven modifications, as an update to the land use element of the City of Pewaukee plan adopted in 1982.

<sup>d</sup>The Village of Menomonee Falls adopted only the planned land use map in the plan report.

<sup>e</sup>The plan was not adopted by the Town of Genesee.

<sup>f</sup>The Town of Ottawa plan is being updated with assistance from Waukesha County.

Source: SEWRPC.

**COMPREHENSIVE PLANNING LAW**

In 1999, the Wisconsin Legislature enacted a comprehensive planning law which is set forth in Section 66.1001 of the Wisconsin Statutes. The comprehensive planning law requires that comprehensive plans be completed and adopted by local governing bodies by January 1, 2010 in order for a county, city, village, or town to enforce its zoning, subdivision, or official mapping ordinances. According to this law, a comprehensive plan means:

1. For a county, a development plan that is prepared or amended under s.59.69 (2) or (3).
2. For a city or a village, or for a town that exercises village powers under s. 60.22 (3), or a master plan that is adopted or amended under s. 62.23 (2) or (3).

3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9), or (10).

The law also requires that all comprehensive plans address the following nine elements:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

### COUNTY PARTNERSHIP

Twenty-nine of the 37 local government units in Waukesha County signed cooperative agreements to work together on a county comprehensive plan. The City of Waukesha was one of the twenty-nine local units that signed an agreement. Table I-2 lists the project municipal partners. These communities agreed to collaborate and develop a comprehensive plan that addresses both countywide issues and their own local concerns. This collaborative effort will improve intergovernmental cooperation and utilize resources efficiently. Each community appointed a representative to serve on the county comprehensive planning advisory committee and four subcommittees were established for the major elements of the comprehensive plan process. The six major issues addressed by the subcommittees were utility and community facilities, agriculture, natural, and cultural resources, economic development, intergovernmental cooperation, transportation and land use. Each subcommittee developed a set of implementation recommendations for their respective planning elements.

### 2019 AND 2020 UPDATE

Comprehensive Plans are intended to be updated roughly every ten years to account for changing population, demographics, and other circumstances which were not foreseen in previous planning processes. As of 2019 the City of Waukesha is beginning the process of a full Comprehensive Plan update, which will be completed in 2020. In the meantime, the Housing Element has been updated to reflect the current housing supply and needs, as identified by the 2019 Housing Study and Needs Assessment. The Housing Study has been adopted in its entirety as Appendix C. The previous Appendix C, the 2007 City of Waukesha Ad Hoc Housing Mix Committee Report, has been removed. Chapter 5 of this plan has been replaced with a modified version of the Housing Study's Executive Summary. The City is also currently updating its Park and Open Space Plan and its Transportation Plan. Once those are completed the Comprehensive Plan will be updated again to include and reflect those updated plans. Chapter 5 may be updated again in 2020 for formatting consistency and to reflect the recommendations of the full Comprehensive Plan update.

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### PLAN ELEMENTS

The planning effort leading to the preparation of this comprehensive development plan was designed to be a compilation of inventories and analyses for several planning elements conducted through the four subcommittees. City of Waukesha Community Development Department Staff worked with Waukesha County UW-Extension to collect and analyze additional information for each element that was specific to the City of Waukesha. The City of Waukesha Plan Commission and city wide department heads reviewed each of the elements chapter by chapter. This information is included in this comprehensive plan for the City of Waukesha. The following component elements were addressed in the planning process.

### TRENDS, ISSUES AND OPPORTUNITIES ELEMENT

Objectives are goals toward which the preparation of plans and plan implementation programs were directed. The formulation of objectives, thus, becomes an essential task that was undertaken prior to or concurrent with the preparation of plans. Planning principles are fundamental or generally accepted tenets used to support objectives and prepare standards and plans. Standards are criteria, which were established as a basis for determining the

adequacy of plan proposals to attain agreed-upon development objectives.

**Table I-2**

**WAUKESHA COUNTY COMPREHENSIVE PLAN PARTNERS**

|                         |                            |
|-------------------------|----------------------------|
| Waukesha County         | Village of Pewaukee        |
| Village of Big Bend     | Village of Menomonee Falls |
| City of Brookfield      | Town of Merton             |
| Town of Brookfield      | Town of Mukwonago          |
| Village of Butler       | Village of Nashotah        |
| Village of Chenequa     | Village of North Prairie   |
| Town of Eagle           | City of Oconomowoc         |
| Village of Elm Grove    | Town of Oconomowoc         |
| City of Delafield       | Village of Oconomowoc Lake |
| Town of Delafield       | Town of Ottawa             |
| Village of Dousman      | City of Pewaukee           |
| Town of Genesee         | Town of Summit             |
| Village of Hartland     | Town of Vernon             |
| Village of Lac La Belle | City of Waukesha           |
| Town of Lisbon          | Town of Waukesha           |

**COMMUNITY FACILITIES AND UTILITIES ELEMENT**

Utility systems form a functional supporting network for urban land uses. Knowledge of the major utility systems--including sanitary sewerage, water supply, storm water management, and solid waste disposal systems--provided another important input to the preparation of the Comprehensive Development Plan for Waukesha County. Information concerning sanitary sewerage, water supply, and storm water management facilities was provided primarily through the collation of data from SEWRPC, County and local municipal files. Information regarding existing solid waste disposal facilities was collected from previously completed studies conducted by the County.

1. Water Supply:

The existing public and private water supply systems and service agreements in the City and County were identified and analyzed. Suitable scale maps were prepared showing the location of all water treatment facilities, reservoirs, and wells serving the public need. Land areas served by existing public water supply systems also were mapped.

2. Sanitary Sewerage:

Existing public sanitary sewerage systems in the City and County, including the location and capacity of sewage treatment facilities, levels of treatment, and the means of disposal of treated wastes, are described and analyzed. Suitable scale maps were prepared showing the location of all existing major sanitary trunk sewers, sewage pumping stations, and sewage treatment plants. Land areas served by existing public sanitary sewerage systems also were mapped.

The future pattern of urban land uses is closely related to the future provision of public utilities, particularly sanitary sewerage facilities. Intensive forms of urban development should be served by centralized sanitary sewerage facilities. Other forms of urban development should to the extent practicable, be served by centralized sanitary sewer facilities. The extent of future sanitary sewer service areas is thus a key input to the preparation of the land use element of the comprehensive development plan. Sewer service area refinement plans completed by the SEWRPC as part of the implementation of the regional water quality management plan were collated for use in the comprehensive development plan.

3. Storm Water Management:

The major storm water drainage patterns including major watersheds, sub watersheds, and sub basins in the City and County were identified. In addition, the areas served by engineered storm water drainage systems were identified.

4. Solid Waste Disposal:

The existing methods and sites of public and private solid waste management in the City and County were described by collating the inventory findings of previously completed solid waste management planning studies.

6. Existing Community Facilities

Knowledge of existing community facilities is another important input to the preparation of a comprehensive physical development plan. Accordingly, the location of the following community facilities were plotted on suitable scale maps: public and private elementary and secondary schools and school district boundaries; technical school centers; public libraries; police and fire stations; and public and private hospitals.

## **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT**

Recommendations regarding the preservation of prime farmlands were necessary to consider the extent to which such lands are already committed to urban development due to the proximity to existing and expanding concentrations of urban uses and the prior commitment of capital investments and utility extensions.

The natural resources of the City provide the sustaining base for both rural and urban development and to which such development must be adjusted if an environment suitable for a high quality of life is to be maintained. For this reason, information concerning the natural resource base and elements closely related to the natural resource base was essential to the preparation of a comprehensive development plan.

Accordingly, the planning effort included a descriptive analysis of the natural resource base and environmental corridors, including consideration of woodlands, wetlands, wildlife habitat areas, prairies, areas of steep slopes, soils and soil characteristics, and streams, and rivers, along with their associated shore lands and flood lands. This information was obtained primarily through the collation of data contained in the SEWRPC Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, the Park and Open Space Plan for the City of Waukesha, and SEWRPC inventories.

This planning element also included a description of certain features, which, while not strictly a part of the natural resource base, are closely linked to the underlying resource base. Such natural resource base-related elements include existing State, County and City parks and recreation facilities, and sites of natural and scientific value. Information regarding these inventories was collated from input from the City of Waukesha Park and Open Space Plan, Waukesha County, and the Wisconsin Department of Natural Resources.

An inventory of the cultural and historic resources of the City was completed as part of this planning element. The information was obtained primarily from inventories and surveys conducted by the State of Wisconsin Historical Society, the City of Waukesha, and local historical societies.

## **ECONOMIC DEVELOPMENT ELEMENT**

Knowledge of the past and present economy of the County is fundamental to preparing a comprehensive physical development plan. The future development of the communities in the County is directly related to the future of its economy. Economic growth leads to population growth and a demand for more conversion of rural land to urban uses. Therefore, a description of the economic base of the County was provided. Included are a description of employment levels and the spatial distribution of employment within the municipalities along with a description of the industrial base. Information from SEWRPC, local chambers of commerce, and the Waukesha County Economic Development Corporation were compiled and analyzed.



As the basis for the year 2035 regional land use plan, SEWRPC developed long-range forecasts indicating the anticipated levels of economic change, focusing on employment levels in the region. These forecasts, as they pertain to Waukesha County, were adopted for use in the preparation of the comprehensive development plan.

## HOUSING ELEMENT

Although residential housing is directly related to the land use element of a comprehensive development plan, the issue of accommodating housing stock to meet the needs of the regional or sub-regional workforce and business community continues to be unresolved. The 2019 Housing Study provided an update on the condition of Waukesha's housing market and housing stock, and an estimate of Waukesha's future housing needs. Through this cooperative comprehensive planning process, participating municipalities were responsible for compiling data and recommendations to fulfill the housing element. The study recommended policies to meet those needs in four sections.

1. Municipal Initiatives recommended changes to the city's development plans, zoning code, and other local ordinances to encourage more of the types of housing the city needs. Key recommendations included adding mixed-use zoning districts outside of downtown, allowing multi-family housing as a permitted use in commercial districts, allowing smaller lot sizes in residential districts, expanding the Redevelopment Authority's effectiveness, and re-establishing re-development districts.

2. Infill Construction and New Development focuses on new construction, both on smaller infill lots and on the city's few remaining large greenfield lots. Key recommendations include designating areas with underdeveloped properties for mixed-use redevelopment, site preparation assistance for designated development/redevelopment areas, and city managed programs to redevelop small vacant lots and/or assist builders with their redevelopment efforts. Existing housing stock:

3. Housing Rehabilitation focuses on the condition of housing within the city and recommends initiatives to encourage rehabilitation of aging housing stock. Key recommendations include increasing the scope of the Redevelopment Authority to include community development, grant/loan, and other rehabilitation programs, expanding existing home rehabilitation programs or establishing new ones. Participating communities prepared a descriptive analysis of the existing housing stock. This analysis includes data regarding the size, distribution, and characteristics of the housing stock. Housing unit characteristics include, at a minimum, information regarding the tenure status, structure type, value, and rent. Data regarding the existing housing stock was extracted from the 2000 Federal Census of Population and Housing and municipal appraisal information.

4. Funding Initiatives focuses on ways the city can better utilize funding sources from the state and federal government, private financial institutions, and local employers to accomplish objectives identified in the previous sections of the housing element. It identifies numerous programs for funding redevelopment and rehabilitation efforts and explains ways the city can utilize them better.

1. Existing housing needs:  
The City of Waukesha prepared an analysis of the adequacy of the housing stock in terms of the extent to which it meets the needs of the resident population of the municipality. Inadequacies were identified on the basis of currently accepted statistical measures of housing need including measures pertaining to overcrowding, availability of essential amenities such as plumbing facilities, and the relationship between housing costs and household income. Information was collated from the 2000 Federal Census and from the comprehensive housing affordability strategies prepared by the City of Waukesha and Waukesha County as a condition for participation in the Federal Community Development Block Grant program and certain Federal housing programs.

2. Housing availability constraints:  
The participating municipalities explored cost factors and other factors that may constrain the availability of housing within their respective community. While housing costs are largely determined by the operation of

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~~the real estate market, land use controls enacted by local units of government have a bearing on development costs and, in some cases, the availability of certain types of housing. In this respect, an analysis of existing zoning, land division regulations, and other land use controls was examined in order to identify whether changes may be warranted to affect housing availability or affordability.~~

~~3. Housing programs:~~

~~4. The City of Waukesha utilized information collected by the Waukesha County Intergovernmental Cooperation Element Sub-Committee that analyzed publicly assisted housing within the County along with the addition of specific City programs. The City of Waukesha Housing Mix Analysis was also included as Appendix B in this comprehensive plan.~~

### LAND USE ELEMENT

A detailed inventory of land use is required as an integral part of any comprehensive physical development-planning program. Such an inventory must reveal the existing amount, type, intensity, and spatial distribution of land use sufficient to enable the identification of historic patterns and trends and to provide a basis for the revision of the Comprehensive Development Plan for Waukesha County. Much of the land use data needed for the revision of the development plan is available through inventories conducted by SEWRPC as part of its continuing regional land use and transportation planning programs. In addition, significant land use planning work has been completed by many of the municipalities and the County. Land use data current as of April 2000 was available for use in the revision of the development plan. Changes in land use were analyzed.

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1. Community Plans:

The revision of a comprehensive development plan consisted of a refinement of the regional land use plan through a process which attempts to incorporate local development goals, providing for the integration of local and regional development objectives. Local plans and land use regulatory ordinances implicitly or explicitly contain locally conceived development objectives, which were considered.

An inventory was made of all existing community plans in the County, with particular attention given to the formal adoption status of such plans by local units of government concerned. In recognition of the importance of conserving and renewing existing urban areas, this work element included an inventory of existing urban conservation plans, as part of which locally designated urban conservation or reinvestment areas and any related redevelopment objectives were identified and analyzed.

2. Land use regulatory ordinances:

All existing subdivision regulatory ordinances, zoning ordinances and zoning district maps and official maps were inventoried and their development implications discussed.

3. Future urban land use pattern:

The adopted year 2035 regional land use plan developed by SEWRPC sets forth a generalized pattern of recommended land uses--including urban development areas, environmentally sensitive areas termed "primary environmental corridors, and rural areas." Within the areas designated for rural uses, the regional plan recommends that each county identify prime agricultural lands to be preserved for agricultural use, based on soils data, parcel sizes, and surrounding uses. The regional plan encourages continued agricultural use in rural areas not designated as prime farmland. Where residential development is to be accommodated in rural areas, the plan recommends an overall density of no more than one home per 5 acres, preferably using conservation design principles.

The land use element of the Comprehensive Development Plan for Waukesha County refines and details the generalized recommendations of the regional land use plan as it applies to the municipalities in the County. Specifically, the land use element of the Comprehensive Development Plan for Waukesha County indicates more precisely the future urban land use pattern which is recommended for the County; indicates more precisely the extent of future sewer service areas in the County and identifies more precisely the location of primary environmental corridors and other environmentally sensitive areas in the County. The County plan also identifies the location of those prime agricultural lands which are recommended for preservation. Moreover, in the revision of the land use element, consideration was given to adopted local land use plans and zoning regulations; and local development objectives, where the local plans were consistent with the objectives and standards of the Plan and were incorporated, to the extent possible, into the Comprehensive Development Plan for Waukesha County.

The Comprehensive Development Plan for Waukesha County refines and details the recommendations of the regional land use plan to indicate more precisely the types of land uses--for example, residential by major density category, commercial, industrial, and institutional--which are recommended within the County by the year 2035.

## TRANSPORTATION ELEMENT

An efficient transportation system is essential to the sound social, as well as economic, development of the City, County and Region. A thorough understanding of the existing transportation system is fundamental to the revision of a comprehensive physical development plan.

1. Existing arterial street and highway system:

A description of the arterial street and highway system, including a description of the location and capacity of existing arterials, was included in the City of Waukesha Comprehensive Plan. This information was collated from SEWRPC, Waukesha County and City files.

The location and kinds of railway and inter-city bus facilities serving the City and County was described and analyzed. Full use was made of SEWRPC, County and City files for this purpose.

2. Existing Transit Facilities

Existing public transit services within the City were described, this was also accomplished through the collation of data from SEWRPC, County and City files. The facility analysis includes a discussion of pedestrian and bike trails, railways, bus service and transportation systems for the disabled.

3. Existing Airport Facilities

A description of existing airport facilities, aviation services, and aeronautical activity was included in the report. This information was collated from SEWRPC and Waukesha County files.

4. Transportation Element:

The transportation element consists of a collation of completed transportation plans including: the regional transportation system plan for 2035, which includes the arterial street and highway element, transit element, and bicycle and pedestrian element; the Waukesha County Jurisdictional Highway System Plan which identifies the governmental level and agency that should have responsibility for acquiring, constructing, and maintaining each of the recommended freeways and surface arterials; the street and highway width map, which establishes widths of streets and highways in the County as identified in the jurisdictional highway system plan; transit system development plans for the City of Waukesha and Waukesha County, which set forth specific operational changes that would improve the performance of the transit systems; and the regional airport system plan together with the airport master plans--serving to implement the regional plan which have been completed or are underway for Waukesha County Crites Field.

## INTERGOVERNMENTAL COOPERATION AND IMPLEMENTATION ELEMENT

The intergovernmental cooperation and implementation elements consists of a collation of opportunities and needs for cooperation between the various levels and units of government in the County, including general-purpose units of government and school and sewerage districts. Particular emphasis was placed upon coordinating activities relative to the siting and construction of public facilities and to the sharing of public services. In addition, opportunities were examined to actively pursue formal and binding boundary agreements, political or service consolidations, common ordinances and uniform approaches to regulation and the potential for the designation of forums for the resolution of intergovernmental disputes and problems. Drawing from the opportunities and needs analyses, and existing and future intergovernmental cooperation, recommendations were prepared.

Following review and adoption of the plan by the various local agencies and units of government concerned, the implementation of the plan would be the responsibility of those units and agencies of government. This Plan contains a chapter specifically discussing and describing methods for plan implementation. The plan implementation element specifically addresses intergovernmental coordination needs, in particular, the extent to which the plans and programs of local governments having concurrent and overlapping jurisdictions and recommendations for adjustment so that those plans and programs work together toward common ends. This

portion of the plan implementation section also deals with the extent to which local government plans and programs in the County should be adjusted to be fully consistent with applicable Federal and State policies, the objective being to attain not only “horizontal” coordination, but also “vertical” coordination of all the planning efforts within and pertaining to Waukesha County.

## **PUBLIC INVOLVEMENT**

Wisconsin’s Comprehensive Planning law requires public participation in every stage of the development of a plan. Specifically, Wisconsin Statutes, Section 66.1001(4) (a) requires that:

“ The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.”

As required by the statutes a public participation plan was adopted by the Waukesha County Board of Supervisors on April 12, 2005, based on a recommended plan prepared by the Comprehensive Plan Advisory Committee. A public participation plan was also adopted by the governing body of each of the cities, villages, and towns participating in the planning process.

Waukesha County and the local municipalities understood that public participation is very important in the planning process. The biggest challenge in this process was making citizens understand that this process collectively benefits all communities in Waukesha County as well as setting the stage for the physical development of their community.

In the early stages of the planning process it was important to enhance public awareness. News articles, websites, and public meetings were effective in creating public awareness. Citizen representation on the planning element subcommittees was also used to implement this public awareness campaign.

Education is the central focus of any public participation effort. The citizens need a better understanding of the current and past growth and change trends that occurred in Waukesha County. News releases, fact sheets, newsletters, comprehensive planning website, and display exhibits at libraries, local government offices, and regional events are valuable tools in educating the public. The public participation function was the responsibility of the Comprehensive Development Plan Advisory Committee.

Giving citizens the opportunity to help identify key community issues and develop a vision of what Waukesha County and the local communities should look like in the Year 2035 was an intensive effort. The most effective way to get this done was through a public opinion survey. Citizens also made comments through a planning web site.

In the City of Waukesha, 1,143 households received a mailed public opinion survey. A total of 372 households completed the survey resulting in a 33 percent response rate. Based on a 2000 census adult population data for the City (48,821), the estimates provided are accurate to within plus or minus 5.1 percent with 95 percent confidence. Waukesha residents cited proximity to work, the quality of schools, and the crime rate/safety as the top reasons they chose to live in the community. More City residents (28%) said that the quality of life had declined during the last 5 to 10 years than said it had improved (19%). Thirty-five percent believed it did not change. Residents ranked the amount of development as the most important factor that had changed the city's quality of life.

In the survey, Waukesha residents rated environmental quality in the community as either Good (53%) or Excellent (5%). Air quality and groundwater were the two resources that were most valued for protection. A majority of Waukesha residents said that the County and City needs more housing for seniors (59%) affordable housing (58%) and housing for people with disabilities (53%). A majority of survey respondents disagreed that there is a need for more apartments within the City (55%).

Fifty-six percent of Waukesha residents indicated that the overall road network currently meets needs, but 48% either disagreed or strongly disagreed that it will be adequate to meet future growth needs. Waukesha residents also felt that there should be a focus on the development of "knowledge based" types of businesses such as emerging technology and medical services as the most desirable for the future economic base. Manufacturing was close behind medical services.

The final step that required extensive public input was the draft plan review and plan adoption process. In this step, local units of government and citizens reviewed the plan. Public education provided information to help citizens understand the review process and describe plan specifics. Public input was solicited through open houses and public hearings. The web site also allowed citizens the opportunity to comment. The draft plan was available for review at local government offices and on the planning website.

In summary, the public participation steps for the comprehensive development planning process included:

1. Education on current and past growth and change trends in Waukesha County and the City of Waukesha.
2. Utilizing visioning and public opinion information in developing plan goals and objectives.
3. Citizen and local government review of the draft comprehensive plan.

## **COMPREHENSIVE PLAN FOR CITY OF WAUKESHA OUTLINE**

The general format and organization of the development plan is intended to follow a logical progression of information. Each chapter relates directly to the nine required elements of a comprehensive development plan as defined in State statutes. The plan chapters are as follows:

### Executive Summary

#### Chapter 1: Introduction

- Plan Elements
  1. Issues and Opportunities Element
  2. Community Facilities and Utilities Element
  3. Agricultural, Natural and Cultural Resources Element
  4. Economic Development Element
  5. Housing Element

6. Land Use Element
7. Transportation Element
8. Intergovernmental Cooperation and Implementation Element
9. Public Participation

- Comprehensive Development Plan Outline

Chapter 2: Issues and Opportunities Element and Planning Standards

- Demographic and Economic Base
- Historic Growth Analysis
- Population, Households and Employment Forecasts
- Natural Resource Trends
- Principles, Objectives, and Standards

Chapter 3: Agricultural, Natural and Cultural Resources Element

- Geology and Physiography
- Soils
- Groundwater Resources
- Surface Water Resources
- Natural Areas and Critical Species Habitat
- Climate
- Air Quality
- Cultural and Historic Resources Inventory

Chapter 4: Community Facilities and Utilities Element

- Telecommunication
- Sanitary Sewerage
- Water Supply
- Solid Waste Disposal
- Storm water Management
- Public Inland Lake Protection Districts
- Private Utilities
- School Districts and Libraries
- Health Care Facilities
- Public Safety

Chapter 5: Housing Element

- [Housing Stock Conditions and Needs](#)
- [Housing InventoryMunicipal Initiatives](#)
- [Infill Construction and New DevelopmentHousing Needs and Constraints](#)
- [Housing RehabilitationHousing Programs](#)
- [Funding Initiatives](#)

Chapter 6: Economic Development Element

- Workforce Analysis
- Employer and Employee Trends
- Industry Analysis
- Employment Projections
- Economic Programs and Initiatives

Chapter 7: Land Use Element

- Land Use Plan Design Process
- Adopted Plans and Land Use Regulations
- Historic Growth and Trends Analysis
- Existing Land Use Inventory
- Recommended Land Use Plan





- Transportation Facilities and Services
- State Transportation Programs
- Regional Transportation Plan Recommendations
- Jurisdictional Highway System
- Bicycle and Pedestrian Facilities

Chapter 9: Intergovernmental Cooperation and Implementation Elements

- Implementation Recommendations
- Plan Adoption
- Monitoring and Updating