

## 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. In 1992, Waukesha County, through the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), began the preparation of the first county development plan. This four year planning process, under the direction of the Waukesha County Development Plan Advisory Committee, conducted extensive inventories and analysis of factors and conditions affecting the physical development of Waukesha County. These included inventories and analyses of demographics, economics, housing, natural resources, land uses, transportation and public utilities, and existing community plans and regulations. The planning program further involved the formulation of development objectives, principles, and standards; the design of a land use plan and supporting housing, transportation, and park and open space plan elements; and the identification of measures to implement the plan effectively. The Comprehensive Development Plan for Waukesha County incorporated the comprehensive plans that were adopted by towns, villages and cities that were found to be consistent with the objectives established by the county advisory committee. This process resulted in a plan that was adopted in November 1996 and became effective on January 1, 1997.

### 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 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	Village of Mukwonago Planning Department	3/20/00	4/4/00
	Amendment to the Residential Designations and Densities in the Village of Mukwonago's Comprehensive/Master Plan	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 update. 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.

### **ADVISORY COMMITTEE AND STAFF STRUCTURE**

The preparation of the Comprehensive Development Plan for Waukesha County was performed under the guidance of the Waukesha County Comprehensive Development Plan Advisory Committee. The Advisory Committee was comprised of representatives from the municipalities that signed cooperative agreements to formally participate in this planning process, Southeastern Wisconsin Regional Planning Commission (SEWRPC), and the County. Upon signing the cooperative agreement, each municipality was asked to formally designate an individual to represent their municipality. Accordingly, members of the Advisory Committee had the responsibility to keep their municipal leaders informed and involved.

All staff work attendant to the preparation of the comprehensive development plan was accomplished by the Waukesha County Department of Parks and Land Use, the Regional Planning Commission staff, the University of Wisconsin – Extension and municipal planning and engineering staffs.

### **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. 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

The Comprehensive Development Plan Advisory Committee identified issues and opportunities and established objectives, principles and standards necessary to guide the preparation of the Comprehensive Development Plan for Waukesha County. Consideration was given to the objectives, principles, and standards set forth in the adopted regional plans prepared by SEWRPC. The Advisory Committee identified a series of key issues facing Waukesha County that have been addressed through the following planning elements and related plan chapters. The issues were:

- Coordination of land use planning with school district planning
- Groundwater Supply
- Cost of Community Services
- Public Participation
- Transportation: analysis of North-South Corridor issues
- Use of Regional Storm Water Facilities
- Infrastructure for Commercial and Shopping Center Location (how located and transportation impacts)
- Coordination of Public Interest
- Defining Rural Character and Development Design options to preserve Rural Character
- Needs of the Business Community-New Technology Businesses
- Business Retention, Expansion, and New Start-Ups
- Land Use Development Patterns and Transportation Impacts
- State Input and Legislation Effecting Land Use
- Keeping the County Competitive for Business in light of Global Competition
- Tax Structure
- Timely relationship between land use and transportation
- Government Role/Relationship between Communities and Land Use
- Future of Agriculture in the County
- Impacts of Annexations
- Revenue Sharing Options
- Review of Urban Growth Areas-Sewer Service Areas
- Identification of Existing Housing and Affordable Housing Needs

## 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 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 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 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 County were described by collating the inventory findings of previously completed solid waste management planning studies.

### 5. Private Utilities:

Private utilities in the County, including natural gas, electric, and telecommunication facilities were contacted to obtain information concerning areas of service and the physical facilities used to provide service. Proposals for utility expansion were also inventoried.

### 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**

A re-examination of the agricultural base in the County was necessary to update the recommendations regarding the location and extent of farmland preservation areas in the County. Such recommendations were initially set forth in the Waukesha County Agricultural Land Preservation Plan which was completed in 1981 and adopted by the County Board on November 8, 1984 and the Waukesha County Development Plan, 1997. This re-examination provided data on existing agricultural land use, agricultural soil capabilities and the size of individual farm units in the County. Information regarding soil capabilities for agricultural uses was collated from United States Department of Agriculture Soil Survey database files.

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 County 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 lakes, 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 Waukesha County, 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 municipal parks and recreation facilities, and sites of natural and scientific value. Information regarding these inventories was collated from input from municipal park boards, Waukesha County and SEWRPC files.

An inventory of the cultural and historic resources of the County was completed as part of this planning element. Historic sites in the County often have important recreational, educational, and cultural value. The information was obtained primarily from inventories and surveys conducted by the State of Wisconsin Historical Society and by local municipalities and 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. Through this cooperative comprehensive planning process, participating municipalities were responsible for compiling data and recommendations to fulfill the housing element.

1. Existing housing stock:

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.

2. Existing housing needs:

Each participating community 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.

3. 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 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.

4. Housing programs:

The Intergovernmental Cooperation Element Sub-Committee conducted an inventory and analysis of publicly assisted housing within the County and of other government-sponsored housing efforts.

In addition to the housing problems of the resident County population, the Sub-Committee analyzed the potential availability of housing in the County for non-county residents who commute to places of work in Waukesha County. This aspect of the study included an assessment of the income levels of commuting workers relative to housing costs within the County. Pertinent income data was extracted from the Home Interview Survey conducted as part of SEWRPC's 2001 Household Travel, Regional Travel Survey.

## 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.

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 County. 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 Comprehensive Development Plan for Waukesha County. This information was collated from SEWRPC, Waukesha County and local municipal files.

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

2. Existing Transit Facilities

Existing public transit services within the County were described, this was also accomplished through the collation of data from SEWRPC, County and municipal 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.

## **PLAN AMENDMENT PROCESS**

The implementation chapter of the development plan establishes an administrative procedure to provide for annual plan amendments to the Comprehensive Development Plan for Waukesha County. The amendment process will provide an opportunity to reflect changing conditions and any changes in county and local development objectives. Further, the plan amendment process will need to respect the statutory authorizations of municipalities to amend local comprehensive plans and have those changes reflected in the Comprehensive Development Plan for Waukesha County. These will be processed so formal amendments are not required every time an issue is raised which may or may not be appropriate for plan amendment. All applications requesting a plan amendment will be subject to a public hearing and advertised according to statutory requirements.

## **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.

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.
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 DEVELOPMENT PLAN FOR WAUKESHA COUNTY 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 Inventory
- Housing Needs and Constraints
- Housing Programs

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

Chapter 8: Transportation Element

- 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