

## **Chapter 9**

# **IMPLEMENTATION AND INTERGOVERNMENTAL COOPERATION**

### **IMPLEMENTATION RECOMMENDATIONS OVERVIEW**

The recommended plan provides a design for the attainment of the specific development objectives set forth in Chapter 2. In a practical sense, however, the plan is not complete until the steps required to implement the plan—that is, to convert the plan into action policies and initiatives are specified. Accordingly, this chapter is presented as a guide for use in the implementation of the Comprehensive Development Plan for Waukesha County. More specifically, this chapter outlines the actions that should be taken by various agencies and units of government in efforts to implement the Comprehensive Development Plan for Waukesha County.

Throughout the planning process, various subcommittees participated in a facilitated discussion to identify the strengths, concerns and weaknesses associated with the various elements of a comprehensive plan such as the agricultural, natural and cultural resources; community facilities and utilities; economy; transportation; housing; and land use elements. The comments provided by the various subcommittees are presented in the applicable chapters.

In addition, each subcommittee was asked to develop a series of implementation recommendations. The recommendations were based upon the results of the public opinion survey, an analysis of the issues and consideration of the data presented in the chapters. The following is a list of the implementation recommendations contained in the various chapters of this Plan.

### **CONSISTENCY AMONG PLAN ELEMENTS**

The comprehensive planning law requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan." All elements of this comprehensive plan were prepared simultaneously by the same staff with great care given to ensure internal consistency among the various elements. All element chapters were reviewed by the Comprehensive Planning Advisory Committee. In addition, the Development Plan for Waukesha County simultaneously prepared the planning objectives and standards described in Chapter 2. It should be recognized that it is unlikely that the Plan can meet all of the standards completely. It should also be recognized that some objectives are complementary, with the achievement of one objective supporting the achievement of others. Conversely, some objectives may be conflicting, requiring reconciliation through consensus building and/or compromise.

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

Chapter 3 of this Plan presents an inventory and analysis of the agricultural, natural and cultural resource base of Waukesha County. Included is descriptive information pertaining to climate, air quality, physiography, bedrock geology, topography, soils, groundwater resources, surface water resources, wetlands, woodlands, natural areas and critical species habitat sites, park and open space sites, environmental corridors, historic and cultural resources and agricultural lands.

The Agricultural, Natural and Cultural Resources Element chapter presented the following implementation recommendations:

1. Following completion of the Regional Water Supply Plan or availability of sufficient data, the planning objectives and standards used to prepare this plan may need to be refined to address groundwater supply and recharge issues.
2. Amend land use categories to direct development away from areas with seasonally high groundwater one-foot or less from the surface and steep slopes (12% or greater) and to discourage development of below grade structures on soils with groundwater limitations less than three (3) feet from the surface. Amend applicable zoning and land division codes to establish a minimum of one foot separation between structures (including basements) and the seasonally high groundwater level.
3. Amend applicable zoning codes, land division and storm water management ordinances to more stringent site design and storm water management requirements necessary to address thermal and other runoff impacts detail to cold-water communities, outstanding water resources and exceptional water resources.
4. Provide to the municipalities in Waukesha County the lists of historical sites that are eligible for historic designation but have not been designated and the list of potentially eligible sites that need additional evaluation for inclusion as eligible sites.
5. Amend the planned land use map and appropriate zoning codes and maps to reflect lands identified as prime agricultural areas using the planning standards contained in Chapter 3.
6. To protect and encourage the preservation of high quality agricultural tillable lands, (U.S.D.A. Class I and II soils) contained in the Prime Agricultural and Rural Density and Other Agricultural Land plan categories, discourage residential development on agriculturally productive and environmentally sensitive areas, provide for some marketability of such lands, and encourage more economical use of lands suited to limited and controlled residential development by permitting more intensive use of such lands without changing overall rural character, it is recommended land use tools such as residential density transfer opportunities be provided. Within land use regulatory codes these opportunities, with the following components, should be provided:
  - a. Through development design techniques, including but not limited to Planned Unit Developments and conservation design developments, high quality agricultural tillable lands can be preserved.
  - b. The density transfer technique would permit variable lot sizes in the utilization of the most desirable terrain for housing sites while encouraging preservation of high quality agricultural tillable lands worthy of such preservation.
  - c. To transfer residential density opportunities to promote the preservation of the rural character of the County by encouraging farm fields, pastures, orchards, and natural open spaces to be retained either as common open spaces, or as part of a farm operation. The transfer of residential development rights from one area of a parcel to another, from one tract of land to another, and from the Prime Agricultural and Rural Density and Other Agricultural Land plan categories is recommended, thereby allowing the increase in density of development on suitable lands for development in exchange for establishing the preservation of more desirable agriculturally productive lands.
  - d. In order to preserve the rural character as well as the efficiency and safety of existing road systems, the inappropriate development of lots strung out along such roads with individual driveway accesses from each lot should be minimized. The goal of this objective is to encourage grouping of lots on an interior street, which will then access the existing road system.
  - e. Any land claimed in addition to the actual described residential lots, for credit toward meeting the density factor requirement, would have its status established, and guaranteed, either by dedication to the public, or by appropriate covenants running with the lands, through the conveyance of agricultural easements. Such covenants and easements would be recorded in the office of the Register of Deeds and would restrict the property against any development or use except as is

consistent with its preservation as high quality agricultural tillable land or as a form of common open space unless the zoning of the property is changed in accordance with an update to the Comprehensive Development Plan for Waukesha County. The preserved land status of any parcel would be indicated on official zoning maps.

7. To protect and encourage the preservation of primary and secondary environmental corridors and isolated natural resource areas, discourage residential development in environmentally sensitive areas, provide for some marketability of such lands, encourage more economical use of lands suited to limited and controlled residential development by permitting more intensive use of such lands without impacting the environmentally sensitive areas, it is recommended residential density transfer opportunities be provided. Within land use regulatory codes, these opportunities, with the following components, should be provided:
  - a. Through development design techniques, including but not limited to Planned Unit Developments and conservation design developments, primary and secondary environmental corridors and isolated natural resource areas should be preserved.
  - b. The density transfer technique would permit variable lot sizes while encouraging preservation of primary and secondary environmental corridors and isolated natural resource areas.
  - c. To transfer residential density opportunities to promote the preservation of the rural character of the County by preserving primary and secondary environmental corridors and isolated natural resource areas to be retained as common open spaces.
8. In an effort to prevent land use conflicts with nonmetallic mining operations in the County, the Waukesha County Mineral Extraction Advisory Committee developed a series of recommendations. They are:
  - a. Within appropriate land use regulatory codes, create a Mineral Extraction Notification Overlay District that extends beyond the property lines of nonmetallic mining operations. Creation of the Overlay District would require notifications to appear on recorded documents associated with land divisions within the District denoting the parcel's proximity to an active or planned mining operation. Loudoun County, Virginia is an example of the use of overlay districts.
  - b. Within appropriate land use regulatory codes, a minimum setback from nonmetallic mining operations and adjoining properties should be established. Landscape berms and vegetative screening could be provided in the setback area.
  - c. New wells placed on properties immediately adjacent to nonmetallic mining operations should be constructed to minimize the impacts from mining operations.

## **COMMUNITY FACILITIES AND UTILITIES**

Chapter 4 of this Plan presents a discussion of the major community facilities and utilities within the county including telecommunications infrastructure, public and private utilities, school districts, libraries, cemeteries, healthcare facilities, childcare facilities, and public safety. The Community Facilities and Utilities chapter presented the following implementation recommendations facilities:

1. The County should work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as part of the regional water supply planning process to identify groundwater aquifers that can sustain planned development.
2. The County should consider modifying its Park and Open Space Planning process to identify lands that may need to be preserved for municipal groundwater supplies, specifically meeting the use isolation distances required for high capacity wells.
3. Municipalities should be encouraged to work on a county-wide basis to plan for the future placement and current use of emergency service facilities to optimize emergency response times and to eliminate overlap of service areas and equipment.

4. Since watershed boundaries rarely follow municipal boundaries, municipalities and Waukesha County should work to develop storm water system plans based on watershed areas.
5. Where unique surface water resources exist in Waukesha County (Outstanding or Exceptional Resource Waters or Cold Water Streams), local and County planning efforts should combine land use and storm water planning together with a review of related local regulatory and educational efforts to prepare watershed protection plans.
6. Waukesha County, in cooperation with SEWRPC and local municipalities, should develop a long-range wireless facilities plan to enhance business competitiveness, public safety and government communications.
7. School Districts should be encouraged to work with Waukesha County to use the demographic data and land use projections contained in this Plan for facility and sub-district planning. Often, School Districts are in a reactionary mode in responding to increases and decreases in the school age population. The population and trend data as well as the land use projections contained in a comprehensive development plan can be invaluable information to forecast facility demands for the school age population. In addition, it is suggested that school districts use the information contained in this Plan as baseline and conduct an annual assessment of actual enrollment to verify projections contained in this Plan.
8. In 2000, the Waukesha County Land Development Workgroup, consisting of many of the municipalities in the County, addressed several issues created by current land division and development processes. The goal was to create a consistent definition for land development projects to be considered subdivisions as well as a uniform checklist for the review of subdivisions. Municipalities in the County should continue to consistently use and cooperatively amend the review checklist as necessary.

## HOUSING

Chapter 5 of this Plan presents an analysis of the age, structural condition, value, and occupancy characteristics of existing housing stock in the County and local governments that participated in this planning process. In addition, the chapter provided a description of government programs which facilitate the provision of housing, including affordable housing and information on community policies established for the percentage distribution of single-family, two-family, and multi-family units. The chapter also includes the recommendations Waukesha County supports from the Regional Housing Plan. The Housing chapter presented the following implementation recommendations:

### Housing Supply

1. Each community within the County should identify a projected number of additional housing units to meet housing demand through year 2035. Land needed to accommodate additional housing units should be included on the planned land use map based on the population trend information presented in Chapter 2 of this Plan.
2. Community comprehensive plans should address the need for adequate consumer housing choices that allow for a full range of housing structure types and sizes including single-family, two-family, and, in sewer service areas, multi-family.
3. Promote construction design concepts such as Universal Design<sup>1</sup> and Visitability. Visitability is a movement to change home construction practices so that all new homes, not just custom built homes, offer a few specific features that make the home easier for people with mobility impairment to live in at least one zero-step entrance approached by an accessible route on a firm surface no steeper than a 1:12 grade from a driveway or public sidewalk.

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<sup>1</sup> Accessibility for the disabled can be increased by providing homes with wider doors and hallways, level surfaces, and other features, often referred to as “Universal Design.”

## Housing Mix

1. Communities that seek to attract jobs, as reflected in the accommodation of new commercial and industrial development, should ensure that a broad range of housing styles, types and price ranges are provided to provide opportunities to minimize geographic imbalances between job and residence locations.
2. Communities should establish policies concerning housing mix to provide a full range of housing choices. Comparing housing types and affordability to existing and projected jobs and wages will be beneficial to establishing effective housing mix policies.
3. Communities should analyze the population trend information presented in Chapter 2 and the employment projection information presented in Chapter 6 to ensure that a range of housing stock to meet the needs of an aging population. This analysis should be repeated annually to determine the effectiveness of the housing mix policy.
4. Communities should analyze existing housing stock to establish baseline conditions for the existing affordable housing. As part of this planning project, Waukesha County worked with the Town of Mukwonago to develop a sample methodology to analyze the value of existing housing stock. The following criteria were used to provide more accurate data on the actual housing stock within the municipality.
  - a. Equalized improved value of the property was greater or equal to \$40,000 based on tax and assessment information.
  - b. Equalized total value (land plus improvements) was less than or equal to \$208,700.
  - c. Land area was less than 10 acres to exclude large farms.
  - d. Special attention was given to removing parcels with partial assessments, parcels with only larger accessory structures, and parcels that had multiple living units or multi-family units.

## Housing Affordability and Housing Costs

1. Households should not have to pay more than 30 percent of their adjusted gross income in order to secure decent, safe, and sanitary housing, including, in addition to the contract rent payment or the payment of the principal, interest, and taxes, the necessary insurance, utility, and other attendant costs.
2. Chapter 6 (Economic Development) of this Plan discusses the use of Tax Incremental Financing. Municipalities should consider using Tax Incremental Financing for the redevelopment of properties to higher density residential uses to meet affordable housing needs.
3. Communities within the County should consider and explore the creation of incentives for the development of affordable housing units. Options to consider include density bonuses and waiver of fees.
4. The County should work with municipalities to study the feasibility of an affordable housing trust fund to assist in meeting the projected employment housing needs.
5. Encourage mixed income housing development to avoid concentrating affordable units in a limited number of areas.
6. Encourage the adoption and use of “flexible zoning district” regulations such as Traditional Neighborhood Development, Transit-Oriented Development, and Planned Unit Development regulations.
7. Develop or encourage the development of rent-to-own programs through public-private partnerships and entrepreneurship to give low-to moderate-income families a chance at homeownership.<sup>2</sup>
8. Study the potential to integrate other types of specialty housing, where applicable, such as “cooperative housing” (sometimes called “coop-housing or co-habiting housing”),<sup>3</sup> “cohousing”<sup>4</sup> and university or

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<sup>2</sup> An example of a rent-to-own development is Metcalfe Park in the City of Milwaukee. A private developer, in partnership with the Milwaukee Urban League and using affordable housing tax credits, is developing 30 homes that will be leased to families that qualify for below-market rents of \$675 and \$825 per month. In 15 years, the homes will be available for purchase at discounted prices.

<sup>3</sup> A multi-family dwelling owned and maintained by the residents. The entire structure and real property is under common ownership as contrasted with a condominium dwelling where individual units are under separate ownership. Apartments and dwellings may include shared common areas such as kitchen, dining, and/or living rooms, and services, such as housekeeping, organized social and recreational activities, including seniors and persons with disabilities capable of living

campus-related housing for seniors,<sup>5</sup> which may also socially support and help seniors and/or persons with disabilities be self-sufficient.

9. Support the inclusion of accessory units and “live-work-units”<sup>6</sup> (sometimes called “flex units”), where suitable, to help provide affordable housing as well as affordable office or work space for entrepreneurs (i.e. small businesses and home-based businesses).

### **Household Size**

The average household size in the County in 1960 was 3.66 persons per household. The projected 2035 household size is 2.48. County projections show that the population of people aged 65 and over will more than double in size increasing from 26,763 people in 2000 to 56,678 in 2035. A higher percentage of smaller housing units, multi-family, independent and assisted living units may be required to better meet the housing needs of smaller households, including the increase in one- and two-person empty nester and elderly households and persons with disabilities.

### **Transition from Renter to Home Owner Occupied Housing**

Utilize existing local, state, and federal programs to educate young adults and families in the County to transition from renter to home owner. About 20 percent of housing units in Waukesha County are renter occupied and 80 percent are owner occupied. However, in several communities within the County renter occupied units are over 40 percent of total housing units.

### **Housing Vacancy**

The supply of vacant and available housing units should be sufficient to maintain and facilitate ready housing consumer turnover. Rental and homeowner vacancy rates at the county level should be maintained at a minimum of four (4) percent and a maximum of six (6) percent for rental units and a minimum of one (1) percent and a maximum of two (2) percent for homeowner units over a full range of housing types, sizes, and costs.

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“independently” (usually requiring no or minimal medical-care or “Stay at Home” related services). More information on cooperative housing in Wisconsin can be accessed from the University of Wisconsin-Extension Center for Cooperatives at [http://www.uwcc.wisc.edu/info/uwcc\\_pubs/coopHouse02.pdf](http://www.uwcc.wisc.edu/info/uwcc_pubs/coopHouse02.pdf)

<sup>4</sup> Cohousing communities are communities or “villages” that generally consist of privately-owned individual homes and community-owned areas and buildings. Households participate in social activities centered in a community-owned building, and help to design and manage their “village” consisting of small groups of homes concentrated around a community building which acts as the social center of the “village”. Residents own their private dwellings, usually condos or attached single-family homes, but share common areas, such as dining areas, kitchen, lounges, meeting rooms, a recreational facility, a workshop, children’s spaces and the like. Group meals are regularly shared where residents manage the property. Other types of cohousing include elderly cohousing which is generally designed for adults 55 or older. Elder cohousing promotes universal design concepts that support active lifestyles and can accommodate accessibility needs.

<sup>5</sup> Senior housing, rental or homeownership, linked to universities and colleges where services offered to seniors include auditing classes, library and computer privileges, access to healthcare, use of fitness facilities, discount event tickets, and/or reduced meal prices. The universities or colleges may or may not be involved with the development and operation of the retirement community, while providing such services to residents.

<sup>6</sup> Live-work units contain work space that usually occupies more floor area, up to 50 percent of the total floor area of the unit, than a conventional house containing a home occupation, in which the home-based business typically occupies between 10 to 25 percent of the total floor area. Live-work units may contain more types of business activities than a traditional home occupation, such as more parking, traffic, employees, and/or customer visits. Such units may be detached buildings or attached units (especially townhouses) functioning as potential small business incubators. Units may be rented or owned, including as condominiums, thereby allowing owners to accumulate equity.

## Land Use Regulation

1. The County and municipalities should examine regulatory codes to identify the extent to which they permit or exclude relatively lower cost housing, and make appropriate changes to facilitate the provision of such housing. This review should primarily focus on the structure types permitted (single-family, two-family, multi-family); development densities; minimum lot area requirements; and minimum dwelling unit floor area requirements.
2. The County should research, study, promote, and educate the use of energy efficient homes and green housing development design concepts.

### REGIONAL HOUSING PLAN RECOMMENDATIONS

The following Regional Housing Plan recommendations are incorporated into the Town Comprehensive Development Plan, as guidance for the County as a whole.

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#### A. Affordable Housing

1. Local governments that provide sanitary sewer and other urban services should provide areas within the community for the development of new single-family and two-family homes on lots of 10,000 square feet or smaller, with home sizes less than 1,200 square feet, to accommodate the development of housing affordable to moderate-income households. Communities with sewer service should also provide areas for the development of multi-family housing at a density of at least 10 units per acre, and 18 units or more per acre in highly urbanized communities, to accommodate the development of housing affordable to lower-income households. Such areas should be identified in community comprehensive plans. In addition, communities should include at least one district that allows single-family residential development of this nature and at least one district that allows multi-family residential development of this nature in their zoning ordinance.<sup>7</sup>

2. Comprehensive and neighborhood plans and zoning ordinances should encourage a variety of housing types in urban neighborhoods, including apartments, townhomes, duplexes, small single-family homes and lots, and live-work units. Flexible zoning regulations intended to encourage a mix of housing types (single-, two-, and multi-family) and a variety of lot sizes and housing values within a neighborhood, such as planned unit development (PUD), traditional neighborhood developments (TND), density bonuses for affordable housing, and adaptive re-use of buildings for housing should be included in zoning ordinances in communities with sewer service. Accessory dwellings should be considered by all communities to help provide affordable housing in single-family residential zoning districts.

3. Communities should review requirements that apply to new housing development to determine if changes could be made that would reduce the cost of development without compromising the safety, functionality, and aesthetic quality of new development. For example:

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a. Communities should strive to keep housing affordable by limiting zoning ordinance restrictions on the size and appearance of housing by reducing or eliminating requirements for masonry (stone or brick) exteriors or minimum home sizes of 1,200 square feet or more in all single-family and two-family residential zoning districts. Local governments should encourage developers and home builders to limit the use of restrictive covenants that require masonry exteriors and home sizes of 1,200 square feet or more.

<sup>7</sup>Counties with general zoning ordinances should also consider revising comprehensive plans and zoning and subdivision ordinances to comply with the recommendations for communities with sewer service if County regulations apply in sewered communities.

b. Public and private housing developers could make use of alternative methods of construction, such as the panelized building process, for affordable and attractive new homes. Local governments should accommodate the use of the panelized building process as a method of providing affordable housing.

e. Site improvement standards set forth in land division ordinances and other local governmental regulations should be reviewed to determine if amendments could be made to reduce the cost of housing to the consumer while preserving the safety, functionality, and aesthetic quality of new development. Particular attention should be paid to street width and landscaping requirements. Recommended street cross-sections are provided on Table 69 in Chapter V of the Regional Housing Plan. Landscaping requirements should provide for street trees and modest landscaping to enhance the attractiveness of residential development and the community as a whole. Communities should limit the fees for reviewing construction plans to the actual cost of review, rather than charging a percentage of the estimated cost of improvements.

d. Exterior building material, parking, and landscaping requirements for multi-family housing set forth in local zoning ordinances should be reviewed to determine if amendments could be made to reduce the cost of housing to the consumer while preserving the safety, functionality, and aesthetic quality of new development. Communities should work with qualified consultants, such as architects with experience designing affordable multi-family housing, to review these requirements and develop non-prescriptive design guidelines that encourage the development of attractive and affordable multi-family housing. Landscaping requirements should provide for street trees and modest landscaping to enhance the attractiveness of multi-family development and the community as a whole.

4. Communities with design review boards or committees should include professional architects on the board to provide expertise and minimize the time and cost associated with multiple concept plan submittals.
5. Education and outreach efforts should be conducted throughout the Region by SEWRPC, UW-Extension, and other partners regarding the need for affordable housing, including subsidized housing. These efforts should include plan commissioner and board level training regarding demographic, market, and community perception characteristics that impact communities.
6. State and Federal governments should work cooperatively with private partners to provide a housing finance system that includes private, Federal, and State sources of housing capital; offers a reasonable menu of sound mortgage products for both single- and multi-family housing that is governed by prudent underwriting standards and adequate oversight and regulation; and provides a Federal guarantee to ensure that 30-year, fixed-rate mortgages are available at reasonable interest rates and terms.
7. Appraisers should consider all three approaches to value (cost, income, and sales comparisons) to ensure that values, building costs, and other unique factors are considered when conducting property appraisals.
8. Tax increment financing (TIF) could be used as a mechanism to facilitate the development of affordable housing. Wisconsin TIF law (Section 66.1105(6)(g) of the *Wisconsin Statutes*) allows municipalities to extend the life of a TIF district for one year after paying off the district's project costs. In that year, at least 75 percent of any tax revenue received from the value of the increment must be used to benefit affordable housing in the municipality and the remainder must be used to improve the municipality's housing stock. Communities in subsidized housing priority sub-areas (see Map 130 of the Regional Housing Plan) and sub-areas with a job/housing imbalance are encouraged to use this program to increase the supply of affordable housing.
9. County and local governments should consider establishing programs and ordinances to stabilize and improve established neighborhoods with the intent of maintaining the quality and quantity of existing lower- and moderate-cost housing stock. Examples of programs and ordinances include property maintenance ordinances, weatherization and lead paint abatement programs, and use of Community

Development Block Grant (CDBG) and other funding to assist low- and moderate-income households in making needed home repairs. Funds should also be provided to assist landlords in making needed repairs to apartments that would be affordable to low- and moderate-income tenants. Ordinances that limit teardowns and lot consolidations that would remove low- and moderate-cost housing units from a community, without providing replacement housing affordable to low- and moderate-income households, should be considered by local governments.

10. The Governor and State Legislature should consider funding the Smart Growth Dividend Aid Program established under Section 18zo of 1999 Wisconsin Act 9, under which a city, village, town, or county with an adopted comprehensive plan could receive one aid credit for each new housing unit sold or rented on lots of no more than one-quarter acre and could also receive one credit for each new housing unit sold at no more than 80 percent of the median sale price for new homes in the county in which the city, village, or town is located in the year before the year in which the grant application is made. The program should be amended to specify that eligible new housing units must be located in an area served by a sanitary sewerage system, and that new housing units in developments with a density equivalent to one home per one-quarter acre would also be eligible to receive aid credits.

#### **B. Fair Housing/Opportunity**

1. Multi-family housing and smaller lot and home size requirements for single-family homes may accommodate new housing that would be more affordable to low-income households. A significantly higher percentage of minority households have low incomes compared to non-minority households. Communities should evaluate comprehensive plan recommendations and zoning requirements to determine if their plans and regulations act to affirmatively further fair housing.
2. Entitlement jurisdictions should explicitly require sub-grantees to certify that they will affirmatively further fair housing as a condition of receiving Community Planning and Development (CPD) funds, which include the Community Development Block Grant (CDBG) and HOME programs.

#### **C. Job/Housing Balance**

1. Increase the supply of modest single-family and multi-family housing to address job/housing imbalances. Communities with **sanitary sewer service** in sub-areas identified as having a potential year 2010 or projected year 2035 job/housing imbalance should conduct a more detailed analysis based on specific conditions in their community as part of a comprehensive plan update. The analysis could examine, for example, the specific wages of jobs in the community and the specific price of housing. If the local analysis confirms an existing or future job/housing imbalance, it is recommended that the local government consider changes to their comprehensive plan which would provide housing appropriate for people holding jobs in the community, thereby supporting the availability of a workforce for local businesses and industries:
  - a. Additional lower-cost multi-family housing units, typically those at a density of at least 10 units per acre and modest apartment sizes (800 square feet for a two-bedroom unit), should be provided in communities where the community's analysis indicates a shortage of lower-cost housing in relation to lower wage jobs. The community's comprehensive plan should be updated to identify areas for the development or redevelopment of additional multi-family housing; and zoning ordinance regulations should be updated as necessary.
  - b. Additional moderate-cost single-family housing units, typically those at densities equivalent to lot sizes of 10,000 square feet or less and modest home sizes (less than 1,200 square feet), should be provided in communities where the community's analysis indicates a shortage of moderate-cost housing in relation to moderate wage jobs. The community's comprehensive plan should be updated to identify areas for the development or redevelopment of moderate-cost housing; and zoning ordinance regulations should be updated as necessary.

2. State, County, and affected local governments should work to provide better connectivity between affordable housing and job opportunities through transportation options to major employment centers.
3. It is recommended that the Wisconsin Housing and Economic Development Authority (WHEDA) or other appropriate State agency conduct a job/housing balance analysis.<sup>8</sup>
4. Job/housing balance should be a criterion considered by administering agencies during the award of Federal and State economic development incentives. Incentives could be directed to local governments that can demonstrate a current or projected job/housing balance, or to communities that will use the incentive to address an existing or projected job/housing imbalance.
5. SEWRPC will provide to communities requesting an expansion of their sanitary sewer service area and amendment of their sanitary sewer service area plan the findings of the job/housing balance analysis conducted under this regional housing plan. For those communities with a job/housing imbalance, recommendations for addressing the job/housing imbalance will be identified.
6. Strategies to promote job/housing balance should include the development of affordable housing in areas with sewer service outside central cities and improved transit service throughout the Region to provide increased access to jobs; education and job training to provide the resident workforce with the skills needed by area employers; and increased economic development activities to expand businesses and industries in areas with high unemployment, underemployment, and discouraged workers.
7. Encourage the development of employer assisted housing (“walk-to-work”) programs through which employers provide resources to employees who wish to become home owners in neighborhoods near their workplaces.

#### **D. Accessible Housing**

1. Communities with sanitary sewer service in sub-areas identified as having a household income/housing and/or a job/housing imbalance should identify areas for additional multi-family housing in their comprehensive plan, which would help to address both affordability and accessibility needs.
2. Local governments should support efforts by private developers and other housing providers to include construction design concepts such as Universal Design and Visitability, including consideration of providing density bonuses or other incentives to encourage such housing. Visitability is a movement to change home construction practices so that all new homes offer a few specific features that make the home easier for people with a mobility impairment to live in or visit. Visitability features include wide passage doors, at least a half-bath on the first floor, and at least one zero-step entrance approached by a useable route on a firm surface with an approximate grade of 1:12 from a driveway or public sidewalk. Other features that promote ease of use for persons with disabilities include wide hallways, a useable ground floor bathroom with reinforced walls for grab bars, and electrical outlets and switches in accessible locations.<sup>9</sup>
3. It is recommended that the Governor and State Legislature continue to support funding for programs that provide the funding for home modifications which allow persons with disabilities and the elderly to

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<sup>8</sup> It could be expected that the State’s analysis of job/housing balance for each community would be a general analysis, and a community would be permitted to conduct a more detailed analysis to confirm whether a job/housing balance exists in their community.

<sup>9</sup> The Wisconsin Uniform Dwelling Code now requires minimum 28-inch wide doorways and zero-step entrances between housing units and attached garages for new one- and two-family housing units.

maintain their independence in their homes and communities. It is also recommended that State funding be provided to the Department of Health Services (DHS) or other State agency to develop a database to track housing units that have received grants or loans for accessibility improvements and other housing units known to include accessibility features. As an alternative, DHS could work with the Department of Revenue to require that accessibility features, including zero-step entrances, accessible bathrooms, hallways at least 36 inches wide, and doorways at least 32 inches wide, be documented in residential property assessments. Information on accessibility features would be collected through the Wisconsin transfer tax form at the time a housing unit is sold, and by local building inspectors in communities that require a building inspection at the time a housing unit is sold, and noted on assessment forms by the local assessor.

4. Local governments will have access to estimates regarding accessibility of housing through the American Housing Survey (AHS) beginning in 2012. Local governments should analyze AHS and census data to estimate the number of accessible housing units in the community to help ensure that there are plentiful housing options for persons with mobility disabilities not only to reside in, but also to visit their families and neighbors.

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5. Local government code enforcement officers and building inspectors should receive training on the accessibility requirements of State and Federal fair housing laws with regard to multi-family housing construction and rehabilitation.

6. A number of government programs refuse to fund accessibility modifications for renters, leaving a large segment of the population with less access than homeowners to funding that may help them remain in their housing. It is recommended that programs be modified to allow renters and landlords to use funding sources for accessibility improvements that are available to homeowners, in consultation with the property owner as provided in Fair Housing laws.

#### **E. Subsidized and Tax Credit Housing**

1. Support Federal initiatives to simplify subsidized housing programs to make more efficient use of resources. Public Housing Authorities (PHAs) and entitlement jurisdictions should continue working with Federal agencies and Congress to maintain funding levels for housing and related programs.

2. Administrators of voucher programs, county and local governments, and housing advocates should continue to work with Federal agencies and Congress to increase funding levels for additional housing vouchers to help meet the demand for housing assistance in the Region. There are 45,676 housing choice vouchers and subsidized housing units in the Region, compared to a potential need for 187,395 vouchers to help provide housing for 100,111 extremely-low income households (incomes less than 30 percent of the Regional median income, or less than \$16,164 per year) and an additional 87,284 very-low income households (incomes between 30 and 50 percent of the Regional median income, or \$16,164 to \$26,940 per year).

3. Communities with major employment centers should seek and support new multi-family housing development to provide workforce housing for households earning 50 to 60 percent of the Region's median annual household income.

4. Communities in economic need priority sub-areas and subsidized workforce housing need priority subareas should work with HUD or their entitlement jurisdiction to secure HUD Housing and Community Development Program and other available funds to provide additional housing in the community that is affordable to extremely and very low-income households. Communities in economic need should continue to work with HUD to secure Choice Neighborhood Initiative funding for the rehabilitation or replacement of existing public housing units. Local PHAs whose jurisdictions include priority sub-areas shown on Map 130 of the Regional Housing Plan should seek to provide assistance through subsidy programs that can encourage housing development for households at a variety of income levels.

5. WHEDA should study models in other States of how to best reach extremely-low income households.
6. HUD should consider modifications to the Section 8 Housing Choice Voucher program to remove financial disincentives for administering vouchers regionally. Administrators of voucher programs in the Region should work together to develop a coordinated Section 8 Housing Choice Voucher program.
7. It is recommended that the Governor and State Legislature amend the Wisconsin Open Housing Law to recognize housing vouchers as a lawful source of income.
8. WHEDA should consider revising the criteria used to determine LIHTC awards to potentially award allocation points based on a lack of affordable housing in a community and/or the type of jobs and associated income levels in the community, to award points in communities identified as priority areas on Map 130 of the Regional Housing Plan, and to award points to non-elderly housing developments in communities with a job/housing imbalance.
9. In order to provide housing for very-low income households, communities should develop partnerships with nonprofit organizations to provide affordable housing, and/or assist in assembling small parcels, remediating brownfields.
10. Continuum of Care (CoC) organizations should continue to engage individual service providers in community-wide planning and coordination to assist homeless persons, and should continue to develop strategies to prevent homelessness as well as provide services to homeless individuals and families. Programs for the homeless should continue to address the needs of various special populations, including families, veterans, and persons with mental illness.

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#### **F. Housing Development Practices**

1. Within the context of community-level comprehensive plans, local governments should consider preparing detailed neighborhood plans for each residential neighborhood or special planning district where significant urban development or redevelopment is expected. While such plans may vary in format and level of detail, they should generally:
  - a. Designate future collector and land-access (minor) street locations and alignments, pedestrian paths and bicycle ways, and, in communities with transit service, transit stops and associated pedestrian access.
  - b. For areas designated for residential use in the comprehensive plan, more specifically identify areas for multi-, two- and single-family development, with a variety of lot sizes for single-family development, and, potentially, areas for mixed uses (retail, service, or office with residential, and live-work units). The overall density for the neighborhood should be consistent with that recommended in the community comprehensive plan.
  - c. Identify specific sites for neighborhood parks, schools, and retail and service centers which are recommended on a general basis in the community-level plan. Neighborhood commercial centers may contain compact mixed-use developments.
  - d. Identify environmentally significant areas to be preserved consistent with the community-level, county, and regional plans.
  - e. Indicate areas to be reserved for storm water management and utility easements.

2. Achievement of communities and neighborhoods that are functional, safe, and attractive ultimately depend on good design of individual development and redevelopment sites. Local governments should promote good site design through the development of design standards to be incorporated into local zoning and subdivision ordinances.
3. Local governments should promote the redevelopment and infill of vacant and underutilized sites, including the cleanup and reuse of brownfields, as a key element in planning for the revitalization of urban areas. Tools such as TIF and State and Federal brownfield remediation grants and loans may assist in these efforts.
4. Local governments, PHAs, and developers should consider Crime Prevention Through Environmental Design (CPTED) elements when developing and reviewing site plans for proposed housing developments.
5. PHAs and developers (both for profit and nonprofit) should consider the use of green building methods and materials for new and renovated housing where financially feasible, with priority given to energy saving materials and construction practices, such as low-flow water fixtures; energy-star appliances; and high-efficiency furnaces, water heaters, windows, and insulation.

## **ECONOMIC DEVELOPMENT**

Chapter 6 of this Plan provides an overview of the methodology and assumptions that underlie the economic and employment projections of southeastern Wisconsin and Waukesha County. Included is descriptive information pertaining to measures of economic activity and employment projections. The Economic Development chapter presented the following implementation recommendations:

1. In order to enhance the viability of existing industrial, office and retail centers, the following standards shall be included in the Land Use Chapter of this Plan (Chapter 7), to guide the placement of new industrial, retail and office uses, such as:
  - a. Access to available adequate water supply, sanitary sewer service, storm water drainage facilities, and power supply.
  - b. Ready access to the arterial street and highway system.
  - c. Adequate on-street and off-street parking and loading areas.
  - d. Provision for properly located points of ingress and egress appropriately controlled to prevent congestion on adjacent arterial streets.
  - e. Site design emphasizing integrated nodes or centers, rather than linear strips.
  - f. Site design appropriately integrating the site with adjacent land uses.
  - g. Served by a transit service. (This standard applies to industrial, retail, and office uses located within, or in proximity to, medium- and high-density areas).
2. To address cyclical overdevelopment of commercial space or buildings, in particular office space, municipalities should avoid pre-zoning lands. For example, communities should not create zoning patterns within a community that are not justifiable in the marketplace or for which the above standards have not been met.
3. Promote the use of other comprehensive land development tools and techniques in advising communities regarding planning and zoning actions and decisions.
4. Officials in the County should annually review the capital improvement plans or programs of local governments in an effort to coordinate transportation and other improvements that aid in the delivery of goods, services, and employment.
5. Officials in the County should coordinate access to state and federal resources to assist in funding County and local transportation improvements.

### **Tax Increment Financing**

1. The conservation and renewal of viable urban areas can enhance their viability.
2. Tax Incremental Financing should be used for brownfield and other redevelopment projects.
3. To encourage viable urban centers, increase the use of Tax Incremental Financing in cities and villages.
4. To discourage public subsidizing of development that can occur with lower development costs that cannot be justified. Discourage use of Tax Incremental Financing for development of agricultural lands.

### **Housing Development**

1. In anticipation of projected employment sector growth, promote and provide an adequate supply of new housing of sufficient quantity and density within reasonable proximity to new and existing employment centers (Refer to Chapter 5).

### **Education, Jobs and Business Growth**

1. In response to existing and projected skilled workforce needs, Waukesha County, in cooperation with appropriate business and community organizations, should work with the University of Wisconsin and other higher education systems to provide greater access to bachelor degree programs in Waukesha County.
2. To enhance higher paying jobs, support initiatives to increase development of the bioscience manufacturing industry, especially in the area of medical equipment.
3. Create partnerships between local economic development organizations and colleges and universities to promote entrepreneurial programs, industry collaborations, technology transfer and seed capital.
4. Collaborate with the Milwaukee 7, the Waukesha County Economic Development Corporation, Waukesha County Technical College and UW-Extension to conduct a labor market analysis for Waukesha County and the Region that assesses the existing and anticipated supply and demand for labor as well as employer and employee training needs.
5. To add to the livability of the County and enhance an employer's ability to attract workforce, update the County Park and Open Space Plan in cooperation with municipalities in the County to provide sufficient recreational facilities, including comprehensive trail system, to the resident population.

### **Government Services and Taxes**

1. In an effort to reduce property taxes in Waukesha County, consider consolidations, mergers, shared services or legislative measures to reduce the number of governmental jurisdictions.

### **LAND USE**

The recommended land use plan presented in Chapter 7 provides a design for the attainment of the development and open space preservation objectives contained in this comprehensive development plan. The implementation recommendations pertaining to the urban development areas, rural development areas, environmentally sensitive areas and other land use plan implementation measures are summarized below:

#### **Implementation for Urban Development Areas**

One of the initial steps recommended for implementation of the County land use plan as it pertains to the proposed urban development areas is the preparation of detailed development and redevelopment plans for the residential neighborhoods and special-purpose districts which comprise the proposed urban service areas.

Within the context of community-level plans, detailed neighborhood development plans should be prepared for each residential neighborhood or special district where significant growth is expected. While such plans may also vary in format and level of detail, they should generally do the following:

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- Designate future collector and land access street locations and alignments, pedestrian paths and bicycle ways, and, as appropriate, the configuration of individual blocks and lots.
  - Further classify residential areas as to structure type and density, with the mix of housing structure types and lot sizes resulting in an overall density for the neighborhood consistent with that recommended in the community-level and county plan.
  - Identify specific sites for neighborhood parks, schools, and retail and service centers, which are recommended on a general-site-location basis in the community-level plan.
  - Identify environmentally significant areas to be preserved consistent with the community-level plan and county and regional plans.
  - Indicate areas to be reserved for storm water management and utility easements.
  - The neighborhood planning process should make full use of the many design concepts that can enhance the living environment and increase efficiency in the provision of urban services and facilities and in travel patterns. Among these design concepts are the following:
1. **Mixed-Used Development:** Residential development in mixed-use settings can provide a desirable environment for a variety of household types seeking the benefits of proximity to places of employment as well as civic, cultural, commercial, and other urban amenities. Examples of mixed-use settings include dwellings above the ground floor of commercial uses and residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or other civic uses.
  2. **Traditional Neighborhood Development:** The term “traditional neighborhood development” refers to very compact, pedestrian-oriented, mixed-use neighborhoods typically characterized by a grid like street system and street-oriented setbacks and building designs. The overall design, including the layout of streets and sidewalks, encourages walking and bicycling as alternatives to automobile transportation within the neighborhood.
  3. **Transit-Oriented Development:** The term “transit-oriented development” refers to compact, mixed-use development whose internal design is intended to maximize access to a transit stop located within or adjacent to the development. Within the development, commercial uses and higher-density residential uses are located near the transit stop. The layout of streets and sidewalks provides convenient walking and bicycling access to the transit stop.
  4. **Residential Cluster Development:** A residential development pattern characterized by a unified site design for a number of housing units, clustering buildings and providing common open space, potential density increases, and a mix of building types. It permits the planning of a project and the calculation of densities over the entire development, rather than on an individual lot-by-lot basis.

In addition to plans for developing neighborhoods, detailed plans should also be prepared for mature neighborhoods or special-purpose districts showing signs of land use instability or deterioration. Such plans should identify areas recommended for redevelopment to a different use, areas recommended for rehabilitation, any local street realignments or improvements, and other public utility and facility improvements. Special consideration should be given in such planning to overcoming contamination problems at, and reuse of, brownfields. Redevelopment plans should seek to preserve those historic, cultural, and natural features and features of the urban landscape, which provide for neighborhood identity within the larger urban complex. Such plans should maximize opportunities for the provision of living arrangements and amenities that are unique to older cities in the County, such as “downtown” housing development.

Although “suburban density” development, as described previously in this chapter, is not consistent with many of the planning standards and objectives, it is recognized that a community may desire infill between existing subdivision plats consistent with adjacent developments and, also, in growth areas adjacent to incorporated municipalities, where services may be available in the future, without the necessity of going through a cluster concept, which may not be compatible with adjacent existing developments. In addition for municipalities to maintain an overall residential density of 5 acres in “rural development” areas suburban densities may be planned.

In addition, in order to support open space or conservation design developments and to preserve rural character, it would be appropriate to permit lands in the Rural Density and Other Agricultural Land category to develop at an overall density of 3.5 acres per dwelling unit, rather than five (5) acres per dwelling unit, if said lands will be developed as Planned Unit Developments (PUD) or conservation design developments utilizing conservation design standards. The standard density bonus option is not applicable in the Towns of Mukwonago and Delafield, as both Towns achieve five-acre rural density using local PUD provisions. The Town of Mukwonago Land Use Plan and the Town of Delafield Land Use Plan Unit Determination Chart are referenced accordingly by Table VII-10 and Figure VII-2. The idea is that a slight increase in density in otherwise rural areas is a reasonable trade-off in order to achieve more sustainable development design that conserves natural features, creates more open space within developments, protects the rural atmosphere and causes less need for infrastructure, such as roads and storm water management facilities. In order for a development to qualify for the 3.5 acre Rural Density option, the following criteria must be met.

1. The development plan for a given site must incorporate an absolute minimum of 40 percent of the site in open space owned by the property owners or recreational use or public open space. In calculating open space, not more than 20 percent of the required open areas may be floodplain or wetland (80 percent if open space must be upland).
2. The community in which the development is located must create and map an Upland Environmental Corridor District for all Upland Primary and Secondary Environmental Corridors, which allows for development at a density not greater than one unit per five acres. It is recommended that communities also include Isolated Natural Resource Areas within the Upland Environmental Corridor District.
3. Individual development projects must be developed as Planned Unit Developments or conservation design developments, which allow the community an opportunity to fully analyze project design. Communities must adopt Planned Unit Development standards within their zoning and subdivision ordinances to achieve this end.
4. Primary Environmental Corridors, Secondary Environmental Corridors, Isolated Natural Resource Areas, wetlands and floodplains must be protected to the greatest extent possible and shall be incorporated into protected open space. If any portion of the above resources will be located on a private lot, said resource must be protected with a protective covenant or restriction. Sites that do not contain significant natural features may be conducive to prairie or wetland restorations or may be enhanced with the establishment of landscaped open spaces.
5. Where open space is mentioned as part of a conservation design residential planned unit development, said open space shall be protected as green or natural open space and no more than five (5) percent of said open space area shall be allowed to have impervious surfaces.

Conservation design development can be equally valuable within any of the residential land use categories. As detailed above, the Rural Density and Other Agricultural Land category allows for a 30 percent increase (3.5 acres per dwelling unit vs. 5 acres per dwelling unit) in density if certain conservation design criteria are met. In order to promote conservation design in the urban and suburban residential categories, it is recommended that a 30 percent density bonus also be made available to development projects that conform with development standards #1-4 above. The following list details the resultant maximum densities that could be offered when utilizing a 30 percent density bonus for conservation design:

Suburban II Density	2.1 acres per dwelling unit (DU)	(3.0-4.9 conventional)
Suburban I Density	1.05 acres per DU	(1.5-2.9 conventional)
Low-Density Residential	14,000 sq. ft. per DU	(20,000 s.f.-1.4 acres conventional)
Medium-Density Residential	4,200 sq. ft. per DU	(6,000-19,999 s.f. conventional)
High-Density Residential	< 4,200 sq. ft. per DU	(<6,000 s.f. conventional)

Zoning regulations should be reviewed and adjusted, as necessary, to ensure the proper staging of development over time. In this respect, the application of urban zoning districts should proceed incrementally. The **premature zoning of lands for urban use should be avoided** so as to prevent the creation of additional isolated urban enclaves and incomplete neighborhoods. Accordingly, the **areas concerned should be placed in zoning**

districts consistent with their existing use and should be rezoned into appropriate urban districts only when development has been proposed and approved and essential facilities and services can be readily provided.

### Implementation for Rural Development Areas

As defined in Chapter 7, rural development areas are *sparsely developed areas where land is used primarily for farming, resource extraction, landfills, very low density residential uses (one unit per five acres or less), or other open spaces uses, and includes corridors and isolated natural resource areas.* Rural development areas exist in several cities, villages and towns in Waukesha County. **In Lisbon, ~~as provided with the Recommendations that may vary~~, rural development areas are limited to those lands within the remnant portion of the Merton/Lisbon Unrefined Future AEA Map Unit in the northwest corner of the Town, the north portion of Section 1 in the northeast corner of the Town, and existing corridors of open residential development.** Planning and Zoning should be carried out in such a manner as to **respect the area** character. First, new residential development should be limited to an overall density of no more than one dwelling unit per five acres of open land within the planning area unless a density bonus is allowed as a result of utilizing the open space or cluster design concept discussed in Chapter 7. This density is intended to provide a basis for determining the maximum number of additional dwelling units, which should be accommodated. Within the implementation recommendations, Chapter 7 presents the methodology for calculating the overall density within rural development areas and the status of the five (5) acre density standard at various planning stages.

Second, to the maximum extent possible, the dwelling units, which may be accommodated in accordance with the overall five-acre density, should be developed by using residential cluster designs, in which dwelling units are grouped together on a relatively small portion of the site. The residential clusters should be limited in size, surrounded by open space, and, as may be necessary, contain open space. The clustered lots should be no larger than necessary to accommodate the residential structures, driveways, and desired yards, including, as necessary, space for an onsite soil-absorption sewage-disposal system and replacement system area. This can usually be accomplished on lots no greater than one acre in size.

Third, to the extent possible, residential clusters should be located **or buffered so as to be** visually screened from public roadways, so that existing vistas are maintained; should be carefully adjusted to topographic and other natural features, taking full advantage of the settings provided by those features without causing undue disturbance; and should be buffered from nearby agricultural and mineral extraction lands, as appropriate, so as to minimize conflicts between farming or mining and residential uses.

Fourth, other intensive land uses should be limited to uses which are consistent with the character of the **surrounding** area or otherwise essential to the area.

Fifth, lands within the rural development areas, which are not designated for residential or other compatible intensive use, **may be retained in general agricultural and other open space use.** Land not used for farming **may be most suitable** for recreational facilities and access facilities.

Finally, where open space is mentioned as part of a conservation design residential planned unit development, said open space shall be protected as green or natural open space and no more than five (5) percent of said open space area shall be allowed to have impervious surfaces.

It should be noted that, in many cases, it will be necessary to revise zoning and subdivision control ordinances to accommodate the recommended residential cluster development designs. Clustering may be accommodated in rural areas through a variety of zoning approaches. Clustering may be permitted by conditional use or by right in a basic district or through an overlay district. In addition, when the concept of the transfer of development rights is used, residential clustering principles can be used on a community wide basis to achieve better site designs and preserve open space. Subdivision regulations regarding street improvement standards, sewer and water facilities, storm water management, landscaping, and open space preservation may also need revision to adequately promote

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and regulate cluster development. Residential cluster zoning provisions should require the use of legal restrictions to ensure the preservation of lands, which are to be permanently preserved in agricultural or other open space use.

Because density bonuses are increasing densities from 5 to 3.5 residential acres per unit, the density increase may outpace projected population and projected housing needs in the municipality. Therefore, the municipalities should consider additional growth management tools, such as an allotment system.

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### Implementation for Environmentally Sensitive Lands

Areas which have been identified as primary environmental corridors, secondary environmental corridors, and isolated natural resource areas occur within both urban and rural development areas and within prime agricultural areas. Environmental corridors and isolated natural resource areas should be placed in one of several zoning districts, depending upon the type and character of the natural resource features to be preserved and protected. All lakes, rivers, streams, wetlands, and associated undeveloped floodlands and shorelands should be placed in lowland conservancy or floodplain protection districts. Upland woodlands and areas of steep slopes should generally be placed in appropriate upland conservancy, rural-density residential, or park and recreation districts. Through proper zoning, residential development should be confined to upland portions of environmental corridors, excluding areas of steep slopes, and should be limited to a density of no more than one dwelling unit per five acres, with provisions made as may be appropriate for clustering. Zoning applied to the environmental corridors should, however, accommodate necessary public facilities, such as crossings by streets and highways, utility lines, and engineered flood control facilities, but should require that the location, design, and development of the facilities concerned be sensitive to the protection of the existing resource features, and require that, to the extent possible following construction, disturbed areas be restored to preconstruction conditions.

### Implementation Measures for Other Open Lands to be Preserved

Areas which have been identified in the Other Open Lands to be Preserved category are being mapped in both Urban and Rural areas. Lands identified in this category are mapped in part due to severe to very severe limitations for development of structures from high seasonal groundwater conditions, unstable soils, hydric or organic soil conditions or are generally poorly drained. For planning purposes, soil data available through the Soil Survey of Milwaukee and Waukesha Counties from the United States Department of Agriculture – Natural Resources Conservation Service was used.

Since the soil survey data is generalized, additional site-specific soil data analysis is necessary for individual development project review. It is recommended that the County and municipalities, through regulatory processes, provide a procedure to allow infield detailed investigation and soils analysis using the COMM 85 procedures, established in the Wisconsin Administrative Code, to assist in determining actual on-site soil conditions. Such procedures should identify and document whether or not seasonal high groundwater, soil instability, hydric or organic conditions exist. Where site-specific soil analysis indicates that soil conditions are suitable to accommodate development, an adjustment to the land use category or associated development density may be warranted and would not require a formal amendment request to an adjacent upland development land use category through the annual amendment process outlined in Chapter 9. The land use category which should be used for adjustment from the Other Lands to be Preserved category should be the adjacent upland land use category mapped on the Proposed Land Use Plan. For example, the land being adjusted from the Other Open Lands to be Preserved category are surrounded by lands in the Suburban I category and are found to be acceptable for development, not having the hydric soil conditions and high groundwater table conditions, the subject Open Lands category could be modified to the Suburban I category. There would, however, have to be a recognition and documentation of such change and the information used to justify the change so that appropriate measures are taken to incorporate the changes on the land use maps being maintained by the County and the affected municipality. A record of the documentation and information used to justify the change shall be filed with the County and the community, and an appropriate notation or identification on the Land Use Plan maps made with a reference to the location of the documentation shown on the map should be provided. It should also be noted that

the new land use category, which has been modified, from the Other Lands to be Preserved category, can utilize similar densities as used for this new category as if the land were originally all designated in the new land use category.

Lands with soil conditions determined to be unsuitable for development, consistent with the planning standards detailed in Chapter 2 of this Plan, should be retained in open space uses, but can be included within lot boundaries. In addition, these lands may also be included in calculation for density standards as set forth in the Planned Unit Development or Cluster Development standards identified above. It is recommended that the County and municipalities establish, through regulatory processes, a density credit for retaining these lands in open space use. For years, the County used 20 percent of the acreage of lands in this category when calculating densities for proposed developments in the attached or adjoining upland areas. It would be appropriate that a range of 20 percent to 40 percent be used for these lands, subject to specific local community regulations. Further, it may be appropriate to grant a density of one (1) unit per five (5) acres for those lands in the Other Open Lands to be Preserved category.

### **Regulatory Implementation**

Land use regulatory ordinances are an important tool available to county and local units of government to shape growth and development in accordance with adopted land use objectives. Under the State comprehensive planning law (S.66.1001 of the Wisconsin Statutes), “beginning on January 1, 2010, if a local governmental unit engages in official mapping, subdivision regulation, zoning ordinance enacted or amended and zoning of shorelands or wetlands in shorelands, those actions shall be consistent with that local governmental unit's comprehensive plan”. Accordingly, upon adoption of their comprehensive plans, the county, cities, villages, and towns should review the text of their ordinances and adjust as necessary to carry out the various implementation recommendations contained in this Plan. Such changes should include rezoning to use districts consistent with present uses so as not to prezone, consider allotment system to evaluate and grade proposed developments, which carry out the recommendations in this Plan and review of developments for consistency with the recommendations of this Plan.

### ***Zoning in Urban Areas***

Zoning in urban areas should be administered in accordance with county and local comprehensive plans, which refine the urban-area recommendations of the regional land use plan. The application of zoning districts that accommodate residential, commercial, industrial, and other urban development should be done in a manner that is consistent with any recommendations in the local comprehensive plan regarding the staging of development over the course of the plan period. Where the local comprehensive plan includes staging provisions, the application of zoning districts that accommodate the planned urban uses should be done incrementally in accordance with the timeframe set forth in the comprehensive plan. Lands should be placed in zoning districts consistent with their existing use, or, alternatively, placed in an urban land holding district or transition district. This approach allows municipalities to determine whether the proposed development is consistent with the Comprehensive Development Plan for Waukesha County or its goals, standards and objectives at the time a project is proposed. Specifically, a development plan needs to be periodically amended to adjust to changing conditions and updated data such as population and economic projections. Prezoning lands to match a particular land use plan, can limit a municipality's ability to respond to changing conditions and should be avoided wherever possible. Evaluations of new project developments should be reviewed and recommended on the basis of the recommendations contained in this and the local communities plan and allow development to occur where it is consistent with the recommendations contained herein.

### ***Zoning in Rural Areas***

Zoning in rural areas should be administered in accordance with county and local comprehensive plans, which refine the rural-area recommendations of this Comprehensive Development Plan. The following is recommended:

- Prime agricultural lands identified in county and local comprehensive plans should be placed into an exclusive agricultural zoning district, which essentially permits only agricultural and agriculture-related uses.

Such a district should provide for a residential density of no more than one dwelling unit per 35 acres and should prohibit incompatible urban development. According to the Waukesha County Farmland Preservation Plan, there are no prime agricultural lands located within the Town of Lisbon.

- Other areas identified for continued agricultural use in county and local comprehensive plans should be placed into exclusive agricultural districts as defined above or into general agricultural districts with smaller minimum parcel sizes as may be appropriate for smaller agricultural operations, such as hobby farms or other specialty farms. In Lisbon, **in accordance with the Recommended Land Use Plan Map, the remnant portions of the Merton/Lisbon Unrefined Future AEA Map Unit from the Waukesha County Farmland Preservation Plan and the north portion of Section 4 in the northwest corner of the Town** comprises the majority of “other areas identified for continued agricultural use”.
- Areas recommended in county and local comprehensive plans for rural residential development should be placed into a rural residential zoning district that limits development to no more than one dwelling unit per five acres and that encourages, or even requires, the use of conservation subdivision designs to accommodate the permitted development.
- Non-farmed wetlands should be placed in a lowland conservancy or shoreland-wetland zoning district, as appropriate. Farmed wetlands should remain in an agricultural zoning district as long as the parcel remains in agricultural use; with consideration given to placing a conservancy overlay zone on the wetland. Wetlands identified as farmed wetlands should be placed in a lowland conservancy district at the time farming activities on the wetland parcel cease and an application for residential or other urban development of the upland portion of the parcel is approved by the unit of government having zoning authority. Floodplains should be placed in the appropriate floodplain zoning district (floodway, floodfringe, flood storage, or general floodplain). Primary environmental corridors should be placed, and other natural resource areas, including secondary environmental corridors and isolated natural resource areas, may be placed, in a conservancy or other appropriate zoning district (such as a park or rural residential zoning district).

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### **Official Mapping**

Adoption of local official maps can contribute significantly to the implementation of the recommended County land use plan. Local units of government should prepare and adopt local official maps pursuant to Section 62.23(6) of the Wisconsin Statutes, showing thereon lands needed for future public use as streets, highways, transit ways, parkways, drainage ways, parks and playgrounds. The official map should be amended from time to time to incorporate the additional street and other public land requirements identified in detailed neighborhood unit development plans or rural area development plans, as those plans are prepared over time.

### **Land Division Ordinances**

Land division ordinances should be adopted by the County and local units of government as a basis for the review and approval of subdivision plats and certified survey maps. Any proposed departure from adopted land use plans should be carefully considered and approved only if such departures are found to be in the public interest and the land use plan map is amended to a category that would allow the proposed subdivision. It should be noted that the existing Waukesha County subdivision control ordinance applies only to the statutory shorelands within the unincorporated areas of the County.

In 1999, Waukesha County created a Land Development Workgroup to analyze and address issues created by land division and development processes being used at that time. The Workgroup recommended:

1. The County should modify existing county transportation related ordinances to require pre-review of potential access points prior to recording of certified survey maps and subdivision plats.
2. Municipalities and the County should uniformly apply a development review checklist prepared by the Workgroup. The intent of the checklist is to set forth consistent standards for the review of

development proposals by county municipalities, and to clearly express to development sponsors what should be contained in a proper development proposal. The Workgroup further recommended that each municipality in the County amend appropriate local codes incorporating and adhering to the checklist or a more stringent version in development reviews.

3. Another issue raised by the Workgroup was the variety of subdivision definitions used by Waukesha County municipalities. The variety in definitions has led to larger scale residential developments proceeding as certified surveys as opposed to a platted subdivision.

To address this issue, the Workgroup developed a minimum definition of a subdivision to be applied in Waukesha County. The definition reads "A subdivision is the division of land by the owner, subdivider, or his successor in title, for the purpose of transfer of ownership or building development where the division creates more than four (4) residential lots less than 1.5 acres in five (5) years or where the division creates more than six (6) residential parcels or building sites of any size within five (5) years." A remnant parcel in excess of 10 acres in size may be excluded from the plat by action of the municipality upon application by the owner. Upon receipt of an application, the municipality will notify the County.

4. County staff should continue to host training workshops on land use planning and development review topics for local officials.
5. The County should define a Development Review Team process to enhance communication between the county, towns, cities, villages and developers regarding land development projects and issues.
6. The County should evaluate the existing County Storm Water Management Ordinance and Program to identify opportunities for addressing watershed based storm water issues.
7. The County should engage in a process to comprehensively update the Street and Highway Width Map and Jurisdictional System Plan.

This Plan recommends that municipalities and the County continue to follow the recommendations made by the Land Development Workgroup.

#### ***Regulation of Public Sanitary Sewerage Systems***

In Wisconsin, the comprehensive water quality management planning program has led to the development of State regulations which have the effect of requiring the preparation of sanitary sewer service area plans for each public sewage treatment plant. In the Region, these plans are prepared cooperatively by the concerned local unit of government and the Regional Planning Commission, with ultimate approval authority resting with the Wisconsin Department of Natural Resources. Sewer service area plans have now been prepared for nearly all of the public sanitary sewerage systems in the Region. These plans define sewer service limits and delineate environmentally sensitive lands within those service limits to which service should not be provided. Chapter NR 110 and Chapter Comm 82 of the *Wisconsin Administrative Code* require that the Wisconsin Department of Natural Resources, with respect to public sanitary sewers, and the Wisconsin Department of Commerce, with respect to private sanitary sewers, make a finding that all proposed sanitary sewer extensions are in conformance with adopted area wide water quality management plans and the sanitary sewer service areas identified in such plans before approving such extensions.

Under Chapter NR 121, sewer service areas must be sized in a manner that is consistent with long-range population projections. As a practical matter, this requirement is considered to be met if the buildout population of the sewer service area—that is, the population that could be accommodated if the sewer service area were completely developed at locally planned residential densities—is within the projection range envisioned under the regional land use plan. In sizing their sewer service areas, many communities choose to plan for the high end of the projected population range in order to retain flexibility in terms of the location of future urban growth.

Historically, communities in the Region, with the assistance of SEWRPC, have amended their sewer service area plans from time to time in response to changing needs and conditions. This may be expected to continue in the years ahead, particularly as communities complete their required local comprehensive plans.

As noted above, sanitary sewer service area plans are an important part of the basis for State agency review and approval of proposed sewer extensions. Policies adhered to by the Wisconsin Department of Natural Resources and Department of Commerce prohibit or otherwise limit the extension of sanitary sewers to serve development in certain environmentally significant lands identified in local sewer service area plans. The following restrictions were in effect in 2007:

- The extension of sanitary sewers to serve new development in primary environmental corridors is confined to limited recreational and institutional uses and rural-density residential development (maximum of one dwelling unit per five acres) in areas other than wetlands, floodplain, shorelands, and steep slope (12 percent or greater).
- The extension of sanitary sewers to serve development in portions of secondary environmental corridors and isolated natural resource areas comprised of wetlands, floodplains, shorelands, or steep slopes is not permitted.

### **Park and Open Space Plan Implementation**

Achievement of the outdoor park and recreation and open space preservation objectives of the land use plan requires continued public interest acquisition of land for outdoor recreation and open space uses. The county park and open space plan, as a refinement of the regional park and open space plan, recommends public interest acquisition (that is, acquisition by local, county, State and Federal government and by private conservancy interests) of land for recreation and resource protection purposes. The regional natural areas and critical species habitat protection and management plan also includes recommendations for public interest acquisition for most of the natural areas and critical species habitat sites identified in that plan. Moreover, cities, villages, and towns may acquire other lands for park and open space purposes as recommended in local comprehensive or park and open space plans. Each of the concerned units and agencies of government should continue or begin land acquisition programs in accordance with such plans. Private conservancy organizations are encouraged to supplement public open space acquisition efforts, as appropriate, to ensure the preservation of important natural areas. The detailed County Park and Open Space Plan is presented in Appendix A of this Plan.

### **Transfer of Development Rights**

Under transfer-of-development-rights programs, or “TDR” programs, the right to develop a specified number of dwelling units under existing zoning may be transferred from one parcel, which would be maintained in open space use, to a different parcel, where the number of dwelling units permitted would be correspondingly increased. When the parcels are held by the same owner, the development rights are, in effect, simply transferred from one parcel to the other by the owner; when the parcels are held by different landowners, the transfer of development rights involves a sale of rights from one owner to another, at fair market value. In either case, the result is a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development. The transfer of development rights may be permanent or may be for a specific period of time or set of conditions.

The transfer of development rights may be implemented only if authorized under county or local zoning. To enable the transfer of development rights, the zoning ordinance must establish procedures by which the TDR technique will be administered, including the formula for calculating the number of residential dwelling units, which may be transferred from the “sending” area to the “receiving” area. The zoning district map must identify the sending and receiving areas, or at least identify the districts within which development rights can be transferred from one parcel to another. As of 2007, the Waukesha County Zoning Code contains provisions for the transfer of development rights.

### **Municipal Boundary and Utility Extension Agreements**

The recommendations of the land use plan concerning the location and density of new urban development are formulated without regard to the location of city, village, and town boundaries. Rather, those plan recommendations are based upon a consideration of such factors as the location of existing utility infrastructure, including public sanitary sewer and water supply systems; the location of environmentally sensitive lands; and the availability of lands considered to be suitable for urban development. Where cities and villages own and operate essential public utilities not provided by adjacent towns, the plan assumes that cities and villages will either annex unincorporated territory recommended in the plan for urban development and provide extensions of essential utility services to serve such development, or that the cities and villages will reach agreement with adjacent unincorporated towns on the extension of those essential services without the need for annexation and municipal boundary change.

The *Wisconsin Statutes* establish a number of arrangements for cooperation among communities with regard to sharing of municipal services and cooperatively determining community boundaries, as indicated below:

- Section 66.0301: This section of the Statutes provides broad authority for intergovernmental cooperation among local units of government with respect to the provision and receipt of services and the joint exercise of their powers and duties.
- Section 66.0307: This section of the Statutes allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan, subject to oversight by the Wisconsin Department of Administration. Section 66.0307 envisions the cooperative preparation of a comprehensive plan for the affected area by the concerned local units of government and prescribes in detail the contents of the cooperative plan. Importantly, the cooperative plan must identify any boundary change and any existing boundary that may not be changed during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of urban services to the territory covered by the plan.
- Section 66.0225: This section of the Statutes allows two abutting communities that are parties to a court action regarding an annexation, incorporation, consolidation, or detachment, to enter into a written stipulation compromising and settling the litigation and determining a common boundary between the communities.

Cooperative approaches to the identification of future corporate limits and the extension of urban services can contribute significantly to attainment of the compact, centralized urban growth recommended in the land use plan. Conversely, failure of neighboring civil divisions to reach agreement on boundary and service extension matters may result in development at variance with the plan—for example, by causing new development to leap past logical urban growth areas where corporate limits are contested, to outlying areas where sewer and water supply service are not available. Accordingly, it is recommended that neighboring incorporated and unincorporated communities cooperatively plan for future land use, civil division boundaries, and the provision of urban services, as provided for under the *Wisconsin Statutes*, within the framework of the land use plan.

### **Municipal Revenue Sharing**

Additional opportunity for intergovernmental cooperation is provided under Section 66.0305 of the *Wisconsin Statutes*, entitled “Municipal Revenue Sharing.” Under this statute, two or more cities, villages, and towns may enter into revenue sharing agreements, providing for the sharing of revenues derived from taxes and special charges. The agreements may address matters other than revenue sharing, including municipal services and municipal boundaries. Municipal revenue sharing can provide for a more equitable distribution of the property tax revenue generated from new commercial and industrial development within urban areas and help reduce tax-base competition among communities, competition that can work against the best interests of the urban area as a whole.

A good example of municipal revenue sharing under this statute is the revenue sharing agreement included in the Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement

Agreement entered into by the City of Racine and neighboring communities in 2002. Under this agreement, the City of Racine receives shared revenue payments from neighboring communities for use in renovating older residential areas, redeveloping brownfield sites, and supporting regional facilities like the City zoo, fine arts museum, and library. In return, the City of Racine agreed to support the incorporation of the adjacent Towns of Caledonia and Mt. Pleasant; refrain from annexations without the consent of the Towns; refrain from using extraterritorial zoning and plat review powers; and move ahead with sewerage system improvements that will accommodate growth in the Towns. It should be noted that the Towns of Mt. Pleasant and Caledonia were incorporated as villages in 2003 and 2005, respectively.

### **Brownfield Redevelopment**

Factors contributing to the abandonment or underutilization of older commercial and industrial sites vary from site to site, but often include structures which are obsolete in terms of accommodating current manufacturing, warehousing, and office needs; inadequate site access to the freeway system; and insufficient site area for horizontally-oriented structures, contemporary parking and loading requirements, and possible future plant expansion needs.

Once abandoned, the re-use of former commercial and industrial sites is frequently constrained by contamination problems created by past industrial and commercial activities, giving rise to the term “brownfields”—sites, which are underutilized or abandoned due to known or suspected environmental contamination. While brownfields tend to be concentrated in older areas, they also occur in outlying areas. Redevelopment of brownfields is often hindered by high cleanup costs, and, even where contamination is only suspected, the potential for high cleanup costs tends to dampen private-sector interest in redevelopment.

In order to maintain the viability of existing urban areas, special efforts to promote the reuse of brownfields are required. Local units of government should include the cleanup and re-use of brownfields as a key element in their planning for the revitalization of urban areas and promote such re-use through such tools as tax-incremental financing. Limited State and Federal financial assistance has been made available in support of the cleanup and re-use of contaminated sites. Local units of government should make full use of, and assist private developers in securing, available State and Federal financial assistance.

The re-use of brownfield sites need not be limited to industrial use, but may include a mix of residential, commercial, recreational, and other development, in accordance with local development objectives. Properly carried out, the cleanup and re-use of brownfields has many potential benefits in addition to the underlying environmental benefits: elimination of blight, increase in the property-tax base, expansion of the housing stock, provision of jobs in close proximity to concentrations of the labor force, and increased use of existing public infrastructure.

### **Storm water System Planning**

Storm water runoff pollution performance standards for new development, existing urban areas, and transportation facilities are set forth in Chapters NR 151 and NR 216 of the *Wisconsin Administrative Code*. The County should coordinate with municipalities to develop a storm water management plan to coordinate the management of storm water within defined watersheds, which often transcend municipal boundaries. Storm water management practices appropriate for each urban area can best be developed through the preparation of a system management plan. These practices should be developed in a manner that integrates development needs and environmental protection, including integrated water resources protection. Such practices should reflect both storm water runoff quantity and quality considerations, as well as groundwater quantity and quality protection. Practices that are designed to maintain the natural hydrology should be encouraged.

## **TRANSPORTATION**

The 2035 Regional Transportation System Plan for Southeastern Wisconsin is multi-modal in nature, dealing with public transit, bicycle and pedestrian, travel demand management, transportation systems management, and arterial streets and highways. The plan is designed to serve, and be consistent with, the Year 2035 Regional Land Use Plan drafted by the SEWRPC. The process for the development of the recommended multi-modal program began with consideration and development of the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements of the plan. Arterial street and highway improvement and expansion was then considered only to address the residual high traffic volumes and attendant traffic congestion, which may not be expected to be alleviated by travel demand management, transportation systems management, bicycle and pedestrian facilities, and public transit.

Chapter 8 of this Plan contains a series of recommendations set forth in the Year 2035 Regional Transportation System Plan for Southeastern Wisconsin.

The following additional recommendations were developed based upon inventory data, a public opinion survey, and transportation development objectives, principles, and standards presented in Chapter 2:

1. Waukesha County should work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the year 2035 Regional Transportation System Plan.
2. Waukesha County should refine the proposed system of off street bicycle paths and surface arterial streets and highway system accommodation of bicycles contained in the 2035 Regional Transportation System Plan. In addition, the County should integrate bikeway accommodations into planning for upgrades and modifications to the county trunk highway system consistent with the refined county transportation plan and facilitate communication with local municipalities and bordering counties to address bikeway linkages and connectivity.
3. Discuss with Jefferson County opportunities to expand the Lake Country Recreation Trail from Oconomowoc to Watertown in Jefferson County.
4. The County and municipalities should implement the transportation system development planning objectives, principles and standards contained in Chapter 2.
5. The County and municipalities should evaluate dedicated funding sources for county wide shared taxi service to meet the needs of a growing elderly population in all 37 municipalities.
6. As a consequence of increasing rail freight traffic, the County should establish additional rail quiet zones and invest in railroad grade separations as a safety priority at county trunk highway crossings.
7. The County should work with local municipalities and the Wisconsin Department of Transportation's Bureau of Aeronautics to determine if maintaining Capitol Airport as an aviation facility is consistent with future transportation and land use plans.
8. Evaluate for implementation the public transit recommendations contained in the 2035 Regional Transportation System Plan for Southeastern Wisconsin such as car pool lanes, van pool and bus guide ways..

## **PLAN ADOPTION**

Upon initiation of the cooperative planning process used to prepare this Comprehensive Development Plan for Waukesha County, several municipalities inquired as to whether individual municipal plans would have to be prepared or if a municipality could adopt this Plan to satisfy the provisions of Chapter 66.1001 Wisconsin Statutes. In August 7, 2002 correspondence to Waukesha County, staff from the Wisconsin Department of Administration – Office of Land Information Services opined: "If a municipality chooses to plan with Waukesha County two different outcomes will ensue as part of the planning process. First, a municipality may choose to adopt the plan document developed by the county as its own comprehensive plan provided it has sufficient local detail. Second, some municipalities may require additional information to address in greater detail the land use issues of that particular municipality. The plan document adopted by this municipality would include additional addenda."

As presented in Chapter 1, the Wisconsin comprehensive planning law, set forth in Section 66.1001 of the Wisconsin Statutes, 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).

It is the intent of this Plan to satisfy the comprehensive planning requirements contained in s.66.1001 of the Wisconsin Statutes.

## **MONITORING AND UPDATING THE PLAN**

### **Annual Plan Amendment**

Amendments will be made to the Comprehensive Development Plan for Waukesha County on an annual basis. The Department of Parks and Land Use will make available a plan amendment request form for property owners and towns wishing to propose a change to the Plan. The deadline for plan amendment request forms will be the end of the workday on January 15<sup>th</sup>. If that date falls on a weekend, the submittal deadline will be extended to the end of the workday on the following Monday. All applications for plan amendments will be scheduled for a public hearing and advertised according to statutory procedures. As with proposed zoning changes, property owners within a minimum of 300 feet of the property subject to the plan amendment will be notified in writing by regular mail. A review and recommendation for each request will be prepared and submitted to the Park and Planning Commission, Land Use, Parks and Environment Committee and County Board for consideration. Under special circumstances, the Waukesha County Park and Planning Commission may authorize plan amendments to be processed in addition to the schedule outlined herein.

### **Regional or Countywide Plan Refinements**

Due to the complexity of comprehensive planning, it is very difficult to complete all detailed planning initiatives in advance of comprehensive amendments to a Development Plan for Waukesha County. As identified in the implementation recommendations, it is anticipated that the Regional Water Supply Plan, Jurisdictional Highway System Plan and Bicycle and Pedestrian Facilities System Plan will be updated or completed following the adoption of this Plan. The products of those regional or countywide planning initiatives will be evaluated and appropriate amendments to this comprehensive development plan will be proposed.

### **Amendments by Cities and Villages**

When cities and villages amend land use plans, the adopted plan amendments will be forwarded digitally to the Department of Parks and Land Use in a timely manner to provide for updating of the planned land use map on the Waukesha County Land Information System.

### **Comprehensive Amendment**

The Comprehensive Development Plan for Waukesha County should be updated no less than once every 10 years. In anticipation of the continued development of the County, it is recommended a comprehensive reevaluation, update, and revision, as appropriate, of this Plan be conducted following the availability of the Year 2020 Census data. Initiating a comprehensive plan review using Year 2020 data will allow for the evaluation of planning projections made as part of the Year 2020 Regional Land Use Plan adopted in 1997 and the first generation Waukesha County Development Plan adopted in 1996, as well as this Plan. It is further recommended that the comprehensive reevaluation use a similar intermunicipal cooperative approach used in the preparation of this Plan.

**Land Development Plan Monitoring**

On an annual basis, the staff of the Waukesha County Department of Parks and Land Use will evaluate plan amendment requests for consistency with the planning objectives and standards contained in Chapter 2 of the Plan. Staff recommendations to the County Park and Planning Commission and County Board will be consistent with the planning standards. On an on-going basis, the staff will evaluate rezoning requests for their consistency

with Plan. For rezoning requests inconsistent with the Plan, the applicant will be advised of the inconsistency and recommended to request a plan amendment. Plan amendments and data associated with the Plan will be made available through the County's website.