



# WAUKESHA COUNTY DEVELOPMENT PLAN STUDY DESIGN

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**WAUKESHA COUNTY DEVELOPMENT PLAN STUDY DESIGN**

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# WAUKESHA COUNTY DEVELOPMENT PLAN STUDY DESIGN

## INTRODUCTION

The Regional Planning Commission has prepared and adopted a series of regional plan elements which together comprise a comprehensive regional development framework for the Southeastern Wisconsin Region. The regional land use plan was prepared and adopted by the Commission as an overall guide to the physical development of the Region through the year 2010. The regional land use plan is complemented by various functional plans, including a regional transportation system plan, a regional park and open space plan, and a regional water quality management plan. These regional plans have been prepared to aid local units of government in the solution of areawide development problems that cannot be properly resolved within the framework of a single municipality or even a single county. Regional planning as conceived by the Commission is, however, not a substitute for, but a supplement to, county and local planning. The Commission's program envisions that the completed regional plan elements will be refined and detailed for sub-areas of the Region, thereby providing a sound framework for county and local planning and plan implementation.

The Waukesha County Park and Planning Commission and the Waukesha County Board of Supervisors acted on January 7, 1993, and on March 9, 1993, respectively, to adopt the year 2010 regional land use plan as an amendment and extension of the 1990 and 2000 regional land use plans previously adopted by the Board in 1967 and 1979, respectively. Even prior to the County Board's consideration of the year 2010 regional land use plan, and recognizing the need to refine and detail that regional land use plan, the Waukesha County Executive, in a letter to the Commission dated August 31, 1992, requested the assistance of the Commission in the preparation of a County development plan. The County Executive also established an Advisory Committee to provide guidance to the Regional Planning Commission in the preparation of the study design that will outline the steps to be undertaken in preparing the County development plan. The Advisory Committee is comprised of representatives of the County Board; the staffs of the County Departments of Park and Planning, of Transportation, and of

Environmental Resources; the Waukesha County Municipal Executives Association; the Waukesha County Unit of the Wisconsin Towns Association; and the environmental, agricultural, and development communities in the County. The Advisory Committee membership is set forth on the inside front cover.

The legal basis for the preparation of any county development plan is found in Section 59.97(3) of the Wisconsin Statutes, reproduced in Appendix A.

The purpose of this study design is twofold: 1) to describe the major elements of the planning program required in the preparation of a county development plan; and 2) to identify a committee structure to oversee the preparation of such a plan.

## MAJOR WORK ELEMENTS

The following is intended to constitute a general description of the scope and content of the work program required for the preparation of a comprehensive physical development plan for the County and is based upon the following assumptions:

1. The preparation of a development plan for Waukesha County would primarily involve the detailing and refinement of the regional land use plan, especially as that plan pertains to unincorporated areas of the County.
2. The process of preparing this County development plan would, as required by State law, incorporate land use plans and official maps which have been formally adopted by cities and villages in the County, and perhaps by those towns which have acted to adopt such plans and maps pursuant to village powers. To the extent practicable, local development goals as reflected in the adopted local land use plans and zoning would be incorporated into the county development plan, thereby facilitating the full integration of local and regional development objectives.
3. The County development plan would incorporate, as appropriate, such recently com-

pleted plans as the Waukesha County park and open space plan and local sanitary sewer service area plans and would also incorporate those plans currently under preparation, including the Waukesha County solid waste management plan and the Waukesha County jurisdictional high-way system plan.

4. The Waukesha County development plan would include a housing element, consisting of recommendations regarding changes in zoning and other land use controls as may be warranted to help increase housing availability and affordability, specifying in particular the number and location of needed additional housing units for low- and moderate-income households, including publicly subsidized units.

The planning program leading to the preparation of a development plan for Waukesha County is proposed to follow a six-step planning process as follows: 1) formulation of objectives, principles, and standards, 2) inventory and analysis, 3) forecasts, 4) plan preparation, 5) plan review and adoption, and 6) plan implementation, including a continuing planning process to monitor change in the County and to revise, update, and extend the plan from time to time as necessary.

#### Formulation of Objectives, Principles, and Standards

Objectives are goals toward which the preparation of plans and plan implementation programs are directed. The formulation of objectives, thus, becomes an essential task that must be undertaken prior to the preparation of plans. Planning principles are fundamental or generally accepted tenets used to support objectives and prepare standards and plans. Standards are criteria which are established as a basis for determining the adequacy of plan proposals to attain agreed-upon development objectives.

A set of objectives and supporting principles and standards has been adopted as part of the regional plan. These objectives and related standards would be reviewed and modified as necessary to incorporate existing Waukesha County development objectives with emphasis upon land use development. In addition, a set of housing objectives and standards will be prepared.

#### Inventory and Analysis

Reliable basic planning and engineering data are essential to the formulation of any viable county development plan. Consequently, the conduct of inventories and related analyses becomes the first operational step in the overall planning program. Every effort should be made in this step to describe accurately the existing physical and socio-economic structure of the County. Full use would be made of inventory work completed or underway by local planning agencies within the County and by the Regional Planning Commission. The following inventory operations would be conducted as part of the proposed program:

1. Maps

General base maps, from which certain inventory data can be extracted and upon which planning data can be superimposed, are essential to any planning program. Such general base maps should show, among other information, the following: all major lakes, streams, and watercourse lines; all major watershed boundaries; all railroads, streets, and highways; all township, range, and section lines; and all civil division boundaries. A County base map, current as of 1990, prepared by the Regional Planning Commission, is available for the planning program. Such a base map is available at three scales: 1 inch equals 2,000 feet, 1 inch equals 4,000 feet, and 1 inch equals 8,000 feet. As may be necessary to properly identify existing and proposed land use patterns in certain portions of the unincorporated territory in the County, larger-scale base maps will be prepared.

Relatively current aerial photography is also needed as a basic reference document for the entire planning program. New aerial photography for the County was obtained by the Regional Planning Commission in April 1990. These aerial photographs are available for the planning program at scales of 1 inch equals 400 feet and 1 inch equals 2,000 feet.

2. Demographic Base

A descriptive analysis of the population characteristics of the County will be prepared and will include data on population size, distribution, and age and sex composition, as well as household size and



income level. Historic trends in population size and distribution will be identified. Full use will be made of demographic base studies completed by the Commission, and of new data available from the 1990 Federal Census of Population and Housing.

3. Economic Base

Knowledge of the past and present economy of the County is fundamental to preparing a comprehensive physical development plan. The future development of the County is directly related to the future of its economy. Economic growth leads to population growth and a concomitant demand for more conversion of rural land to urban uses. Therefore, a description of the economic base of the County will be provided. Included will be a description of employment levels and the spatial distribution of employment within the County along with a description of the County's industrial base. Again, full use will be made of economic base studies completed by the Commission, as well as new data available from the 1990 Census.

4. Land Use

A detailed inventory of land use is required as an integral part of any comprehensive physical development planning program. Such an inventory must reveal the existing amount, type, intensity, and spatial distribution of land use to enable the identification of historic patterns and trends and to provide a basis for the preparation of the County land use plan. Much of the land use data needed for the preparation of a county development plan is available through inventories conducted by the Regional Planning Commission as part of its continuing regional land use-transportation planning program. Land use data current as of April 1990 are available for use in the preparation of the County development plan. Changes in land use occurring between the initial 1963 Commission land use inventory and the 1990 update will be analyzed.

5. Natural Resource Base

The natural resources of the County provide the sustaining base for both rural

and urban development to which such development must be adjusted if an environment suitable for a good life is to be maintained. For this reason, information concerning the natural resource base and elements closely related to the natural resource base is essential to the preparation of the County development plan.

Accordingly, the planning effort will include a descriptive analysis of the natural resource base, including consideration of woodlands, wetlands, wildlife habitat areas, prairies, areas of steep slopes, soils and soil characteristics, and lakes, streams, and rivers, along with their associated shorelands and floodlands. This information will be obtained primarily through the collation of data from Commission files.

The plan report will also include a description of certain features which, while not strictly a part of the natural resource base, are closely linked to the underlying resource base. Such natural resource base-related elements include existing County parks and recreation facilities, historical sites, and sites of natural and scientific value. Information regarding these inventories will be collated from Commission files.

6. Agricultural Resource Base

An inventory of the agricultural base in Waukesha County will be required to provide a basis to update recommendations regarding the location and extent of farmland preservation areas in the County. Such recommendations were initially set forth in the Waukesha County Agricultural Land Preservation Plan, completed in 1981 and adopted by the County Board on November 8, 1984. This inventory will provide data on existing agricultural land use, agricultural soil capabilities, the size of individual farm units, and the extent of agricultural soil and water conservation practices in Waukesha County. Information regarding soil capabilities for agricultural uses would be collated from Commission files. Other data regarding the physical agricultural resource base would be obtained through special inventory efforts.

An inventory is also required of those specific land uses, particularly agriculture-related businesses, which are geared to supporting farming activity in Waukesha County. If farming operations are to continue, it is important that agriculture-related businesses which provide essential supplies and services for farming be located near agricultural areas. Moreover, such businesses can continue to function only if farm operations continue at a level sufficient to generate demand for their supplies and services. Information concerning the location and nature of the supporting land uses is, therefore, important to a determination of the feasibility of continuing farming and agriculture-related activity in the County. Accordingly, a specific inventory will be conducted of such agriculture-related land uses as farm implement dealers, feed mills, dairies, canneries, veterinary facilities, and other such specific establishments.

7. Transportation Facilities

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

a. Arterial Street and Highway System

A description of the arterial street and highway system, including a description of the location and capacity of existing arterials, would be included in the proposed development plan report. This information would be collated from Commission files.

b. Railways and Intercity Bus Facilities

The location and kinds of railway and intercity bus facilities serving the County would be described and analyzed. Full use would be made of Commission files for this purpose.

c. Transit Facilities

Existing public transit service within the County would also be described

through the collation of data from Commission files.

d. Airport Facilities

A description of existing airport facilities, aviation services, and aeronautical activity will be included in the report. This information will be collated from Commission files.

8. Utility Systems

Utility systems form a functional supporting network for urban land uses. Knowledge of the major utility systems, including sanitary sewerage, water supply, stormwater drainage, and solid waste disposal systems, provides another important input to the preparation of the comprehensive development plan for the County. Information concerning sanitary sewerage, water supply, and stormwater drainage facilities will be provided primarily through the collation of data from Commission files. Information regarding existing solid waste disposal facilities would be collated from previously completed studies conducted by the County, as well as the solid waste management planning program anticipated to be completed by the County in 1993.

a. Sanitary Sewerage

Existing public sanitary sewerage systems in the County will be described and analyzed. Maps at a suitable scale will be prepared, showing the location within the County of all existing major sanitary trunk sewers, sewage pumping stations, and sewage treatment plants. Areas served by existing public sanitary sewerage systems in the County will also be mapped.

b. Water Supply

The existing public and private water supply systems and service agreements in the County will be identified and analyzed. Maps at a suitable scale will be prepared showing the location of all major water transmission mains, water pumping stations, water treatment facilities, reservoirs, elevated storage tanks, standpipes, and wells. Areas in the County served by existing public water supply systems will also be mapped.

c. Stormwater Drainage

The major stormwater drainage patterns, including major watersheds, subwatersheds, and subbasins in the County, will be identified. In addition, the areas served by engineered stormwater drainage systems will be identified.

d. Solid Waste Disposal

The existing methods and sites of public and private solid waste disposal in the County will be described in the County development plan report by collating the inventory findings of the previously completed solid waste management planning studies. In addition, the results of the Waukesha County Solid Waste Plan Update, currently under way, will be incorporated into the County development plan as appropriate.

e. Private Utilities

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

9. Community Facilities

Knowledge of existing community facilities is another important input to the preparation of a comprehensive physical development plan for Waukesha County. Accordingly, the location of the following community facilities in the County will be plotted on suitable scale maps: public and private elementary and secondary schools and school district boundaries, technical school centers, public libraries, police and fire stations, and public and private hospitals. Full use will be made of pertinent data available from Regional Planning Commission files in carrying out this inventory element.

10. Community Plans and Regulatory Ordinances

The preparation of any county development plan consists of a refinement of the regional land use plan through a process

which attempts to incorporate local development goals, thus providing for the integration of local and regional development objectives. Local plans and land use regulatory ordinances implicitly or explicitly contain locally conceived development objectives which must be considered in the preparation of all county development plans.

a. Community Plans

The Regional Planning Commission has completed and published land use plans for the City of New Berlin; the Villages of Eagle, Hartland, Menomonee Falls, and Sussex; the Village and Town of Pewaukee; and the Town of Genesee. The Regional Planning Commission is currently working on land use plans for the City of Waukesha and for the IH 94 West corridor. The Waukesha County Park and Planning Department has assisted the Towns of Merton, Oconomowoc, Ottawa, Waukesha, and Vernon in certain land use planning activities. Moreover, local development plans have been prepared, or are under preparation through the efforts of private planning consultants in the Cities of Delafield, Muskego, and Oconomowoc; the Villages of Butler, Dousman, Oconomowoc Lake, and Mukwonago; and the Towns of Delafield, Eagle, and Mukwonago. An inventory will be made of all existing community plans in the County, with particular attention given to the formal adoption status of such plans by local units of government concerned. In recognition of the importance of conserving and renewing existing urban areas, this work element would also include an inventory of existing urban conservation plans, as part of which locally designated urban conservation or reinvestment areas and any related redevelopment objectives would be identified and analyzed.

b. Land Use Regulatory Ordinances

All existing zoning ordinances and zoning district maps and official maps will be inventoried and analyzed for their development implications.

## 11. Housing

### a. Existing Housing Stock

A descriptive analysis of the existing housing stock will be prepared. This analysis will include data regarding the size, distribution, and characteristics of the housing stock. Housing unit characteristics will include, at a minimum, information regarding the tenure status, structure type, value, and rent. Data regarding the existing housing stock will be extracted from the 1990 Federal Census of Population and Housing.

### b. Existing Housing Needs

An analysis will be made of the adequacy of the housing stock in terms of the extent to which it meets the needs of the resident population of the County. Inadequacies will be identified on the basis of currently accepted statistical measures of housing need, including measures pertaining to overcrowding, availability of such essential amenities as plumbing facilities, and the relationship between housing costs and household income. Information will be collated from the 1990 Federal Census and from the comprehensive housing affordability strategies prepared by the City of Waukesha and by Waukesha County as a condition for participation in the Federal Community Development Block Grant program and certain Federal housing programs.

In addition to the housing problems of the resident County population, the study will analyze the potential availability of housing in the County for nonresidents who commute to places of work in Waukesha County. This aspect of the study will include an assessment of the income levels of commuting workers relative to housing costs within the County. It is anticipated that pertinent income data can be extracted from the Home Interview Survey conducted as part of the Regional Planning Commission's 1991 Origin and Destination Travel Survey.

### c. Housing Programs

The study will include an inventory and analysis of publicly assisted housing within the County and of other government-sponsored housing efforts.

### d. Housing Availability Constraints

Cost factors and other factors which may unduly constrain the availability of housing within the County will be explored. While housing costs are largely determined by the operation of the real estate market, land use controls enacted by local units of government have a bearing on development costs and, in some cases, the very availability of certain types of housing. In this respect, the study will include an analysis of existing zoning, land division regulations, and other land use controls in order to identify whether changes are warranted to increase housing availability or affordability.

Although it is difficult to identify and analyze, the potential impacts of illegal discrimination in the housing market on the basis of race, sex, and factors other than ability to pay, must not be overlooked. At a minimum, under this study, the incidence of discrimination uncovered by fair housing groups within the County will be explored and reported.

### Forecasts

The planning inventories and analyses described above will provide a factual description of historic and existing conditions within the County as a basis for plan preparation. Forecasts of certain factors affecting future development are necessary in order to provide estimates of future needs for land, utilities, and facilities. These future needs must be determined from a sequence of interlocking forecasts. Economic activity and population forecasts enable determination of future growth in the County, which, in turn, can be translated into future demands for such items as land use, public recreation sites and facilities, and public utilities.

As a basis for the year 2010 regional land use plan, the Regional Planning Commission developed long-range forecasts indicating the anticipated population and employment levels in the

Region over the period 1985 through 2010. These forecasts, as they pertain to Waukesha County, will be adopted for use in the preparation of the County development plan. Forecasts would also be developed for various types of housing, single-family and multi-family. The need for housing for low- and moderate-income households would also be forecast.

### Plan Preparation

The ultimate purpose of a Waukesha County development planning program would be the preparation of a physical development plan for the County. The plan will basically consist of the following elements: a land use element, a transportation element, a park and open space element, a public utility and facility element, and a housing element. In the plan preparation process, the major emphasis will be on the refinement of the regional land use plan and the preparation of a housing element for the County. Plan recommendations concerning the transportation element, including arterial streets and highways, transit facilities and airports; the park and open space element; and the public utility and facility element, will primarily involve the collation of related existing plans which have been prepared for Waukesha County or its subareas.

#### 1. Land Use Element

The year 2010 regional land use plan, as prepared by the Regional Planning Commission and adopted by Waukesha County, is a plan which sets forth a generalized pattern of recommended land uses, including urban development areas, environmentally sensitive areas termed primary environmental corridors, and prime agricultural areas. The land use element of the Waukesha County development plan will refine and detail the generalized recommendations of the regional land use plan as it applies to Waukesha County. Specifically, the land use element of the County development plan will indicate more precisely the future urban land use pattern which is recommended for Waukesha County; indicate more precisely the extent of future sewer service areas in the County; identify more precisely the location of primary environmental corridors and other environmentally sensitive areas in the County; and identify more precisely the location of those prime agri-

cultural lands in the County which are recommended for preservation. Moreover, in the preparation of the land use element, consideration will also be given to adopted local land use plans and zoning regulations; local development objectives contained therein and will be incorporated, to the extent possible, into the County development plan.

#### a. Future Urban Land Use Pattern

The regional land use plan identifies general areas recommended to be in urban use in Waukesha County and throughout the rest of the Southeastern Wisconsin Region by the year 2010 and, in addition, identifies the overall intensity of development recommended in the planned urban areas. The County development plan would refine and detail the urban growth recommendations of the regional land use plan to indicate more precisely the types of land uses, for example, residential by major density category, commercial, industrial, and institutional, which are recommended within the County by the year 2010.

#### b. Refinement of Sanitary Sewer Service Areas

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

#### c. Refinement of the Primary Environmental Corridors

Primary environmental corridors as identified by the Regional Planning Commission represent a composite of the most important elements of the natural resource base. Natural resource base elements considered in the identification of primary environmental corri-

dors include lakes and streams, and their associated shorelands and floodlands; wetlands; woodlands; prairies; wildlife habitat areas; areas covered by wet, poorly drained, organic soils; and rugged terrain or high relief topography. Additional elements related to the natural resource base considered in the identification of the primary environmental corridors include existing park and open space sites, potential park and open space sites, and sites having historic or scientific value. Primary environmental corridors are presented in a generalized fashion in the regional land use plan. Under this development planning program, the primary environmental corridors will be refined and detailed using 1990 base year data in the refinement process. In addition, other environmentally sensitive areas, such as secondary environmental corridors and isolated natural resource areas, will be identified.

In particular, this plan subelement will identify, within each community in the County, the types of changes in the application of zoning to primary environmental corridors that need to be made to properly preserve and protect those corridors, recognizing that it will not be possible within the context of this planning effort to actually develop for each community site-specific rezoning proposals.

d. Farmland Preservation Areas

The new year 2010 regional land use plan incorporates areas of prime agricultural land which are recommended for preservation in the Waukesha County agricultural land preservation plan adopted by the County Board. Under the proposed development planning program, this delineation of prime agricultural lands would be updated on the basis of consideration of the physical agricultural base, including a consideration of existing 1990 agricultural use, agricultural soil capability, the size of individual farm parcels, and the size of the overall farming area. Recommendations regarding the preservation of prime farmlands would necessarily consider

the extent to which such lands are already committed to urban development because of the proximity to existing and expanding concentrations of urban uses and the prior commitment of capital investments and utility extensions.

2. Transportation Element

The transportation element will consist of a collation of recently completed transportation plans including the Waukesha County jurisdictional highway system plan, currently under preparation, which will identify the governmental level and agency that should have responsibility for acquiring, constructing, and maintaining each of the recommended freeways and surface arterials; the transit system development plans for the City of Waukesha and Waukesha County, which set forth specific operational changes that would improve the performance of the transit systems; and the regional airport system plan and the airport master plans which have been completed or are underway for Waukesha County-Crites Field and Capitol Airport, serving to implement the regional plan.

3. Park and Open Space Element

The park and open space plan element will consist of a summary of the recommendations contained in the Waukesha County park and open space plan adopted by Waukesha County. Also included in this element will be a summary of the regional natural areas management plan, currently under preparation by the Commission, as that plan relates to Waukesha County.

4. Public Utility and Facility Element

Much has already been accomplished with respect to planning for major public utilities and facilities in Waukesha County. The County development plan report will describe the status of public utility and facility planning programs which have been completed or are underway and will summarize the recommendations set forth in those public utility and facility plans.

a. Sewerage Facilities

The regional water quality management plan, adopted by the Waukesha County Board and scheduled to be updated by the Commission in 1993, will include

recommendations concerning the location and capacity of sewage treatment facilities, levels of treatment, means of disposal of treated wastes, and sanitary trunk sewers required in Waukesha County through the year 2010; these recommendations will be summarized in the Waukesha County development plan report.

b. Solid Waste Disposal

Waukesha County is currently in the process of updating its solid waste management plan. This plan will update the inventory of the quantities and composition of existing and future solid waste materials generated within Waukesha County; update estimates of the quantities of solid waste which can be expected to be available for recycling in the County; update the inventory of current and planned solid waste management practices within or directly related to Waukesha County; update the inventory and analysis of current and potential future recyclable materials markets within or impacting upon the County; and provide an update of the current and expected future conditions related to solid waste landfilling and incineration in the County.

The plan will also provide a definitive description and evaluation of alternative means of expanding and extending the current waste recycling programs which are carried out within the County on a Countywide basis and will develop recommended institutional structures and measures and a phased implementation schedule for the most viable alternative waste reduction and recycling plans.

A summary of the solid waste management report will be included in the Waukesha County development plan.

5. Housing Element

Drawing from a review and analysis of data on the demographic and economic base, existing housing stock, housing programs, and housing availability constraints within the County, existing and future housing needs will be determined and recommendations prepared regarding

suggested changes in zoning and other land use controls as warranted to increase housing availability and affordability. The housing element will also identify the numbers and locations of needed additional housing units for low- and moderate-income households.

Plan Review and Adoption

Under the provisions of the Wisconsin Statutes, the Waukesha County Park and Planning Department is the primary agency responsible for planning and development matters in the County, reporting through the Land Use, Parks and Environment Committee to the County Board of Supervisors and the County Executive. As discussed below, it is envisioned that the planning inventories, analyses, forecasts, and plan recommendations would be set forth in a series of chapters which combined will comprise a report documenting the Waukesha County development plan. These chapters will be issued on a work progress basis during the course of the planning program, with such chapters designed to provide a basis for review and approval by the Study Advisory Committee. Toward the end of the planning period, one or more official public hearings would be held for the purpose of obtaining public comment and review on the plan. On completion of the hearings, that Committee will make such changes in the preliminary draft as reaction obtained at the public hearings may be found warranted. Upon completion of this review, a final planning report duly approved by the Committee would be submitted to the Waukesha County Park and Planning Department, the Land Use, Parks and Environment Committee, the Waukesha County Board of Supervisors, and the County Executive for review, consideration, and adoption. Upon County approval, the report will also be forwarded directly to the governing bodies of each city, village, and town in the County with a request for formal adoption of the plan by these units of government.

Plan Implementation

Following certification of the plan to the various local agencies and units of government concerned, the implementation of the plan would be the responsibility of those units and agencies of government. The final planning report would contain a chapter specifically discussing and describing methods for plan implementation. Because of the planning program emphasis on

land use and housing, primary attention in this chapter would be given to the implementation of land use and housing recommendations of the plan, with particular attention to be given to the need for zoning changes to implement the environmental corridor element of the plan. The plan implementation element of the plan will specifically address intergovernmental coordination needs identifying, in particular, the extent to which the plans and programs of local governments having concurrent and overlapping jurisdictions may need to be adjusted so that those plans and programs work together toward common ends. This portion of the plan implementation section should also deal with the extent to which local government plans and programs in the County should be adjusted to be fully consistent with applicable Federal and State policies, the objective being to ensure not only "horizontal" coordination, but also "vertical" coordination of all the planning efforts within and pertaining to Waukesha County.

#### COMMITTEE STRUCTURE

Under the provisions of the Wisconsin Statutes, the Waukesha County Park and Planning Department, as the body designated by the County Board and County Executive to act in all matters pertaining to county planning and zoning, would be the primary body directing the preparation of the County development plan. Ultimately, it is the County Board and County Executive, after due consideration by the County Land Use, Parks and Environmental Committee, which must approve and adopt any County development plan submitted to it by the Park and Planning Department. Accordingly, it is recognized that the Park and Planning Department is the lead agency responsible for the preparation of the County development plan.

To direct the actual preparation of the plan on a month-to-month basis, the Waukesha County Development Plan Advisory Committee appointed by the County Executive, would continue its role in the planning process. The basic concept of the structure of the Advisory Committee is one of a relatively small working committee comprised of key representatives of various groups and interests throughout Waukesha County. Accordingly, each member of the Committee would represent a larger affinity group, and have a responsibility to keep their group informed and involved. The Advisory

Committee is comprised of representatives from: the County Executive; the County Board of Supervisors; the staffs of the County Departments of Park and Planning, of Transportation, and of Environmental Resources; the Waukesha County Municipal Executives Association; the Waukesha County Unit of the Wisconsin Towns Association; and the environmental, agricultural, inland lakes, and development communities in the County. From time to time throughout the planning process, the Advisory Committee may sponsor presentations to the larger groups, offering to the membership in those groups the opportunity to comment on the findings and preliminary recommendations emanating from the work.

#### TIME SCHEDULE AND BUDGET

An estimated time schedule for the accomplishment of the major elements of the work program needed to produce a Waukesha County development plan is shown in Figure 1. It is estimated that the program will require two years to complete. Since the program is intended to get underway during the second quarter of 1993, a completed development plan should be ready for formal consideration for adoption by the end of the first quarter of 1995.

A budget for the planning program is set forth in Table 1. The total estimated cost is \$200,000. Waukesha County has agreed to fund the entire cost of conducting this work effort and has indicated an intent to contract with the Southeastern Wisconsin Regional Planning Commission to carry out the work program under the guidance of the aforementioned Advisory Committee.

#### CONCLUDING REMARKS

The county development plan is envisioned as a means of guiding and coordinating the harmonious development of Waukesha County. Through the plan, the County and the local units and agencies of government within the County can preserve and enhance existing desirable features; can encourage the most appropriate use of land, water, and other resources consistent with the public interest; and can overcome problems and deficiencies and deal effectively with future requirements for land use and development in the County.



Figure 1

**TIMING OF MAJOR WORK ELEMENTS OF THE WAUKESHA COUNTY DEVELOPMENT PLANNING PROGRAM**

Major Work Elements	1993												1994												1995		
	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M			
A. STUDY ORGANIZATION AND DESIGN	█																										
B. FORMULATION OF OBJECTIVES, PRINCIPLES, AND STANDARDS										█	█	█	█	█													
C. INVENTORIES AND ANALYSES																											
1. Maps			█	█	█	█	█																				
2. Demographic and Economic Base			█	█	█	█	█																				
3. Natural Resource Base			█	█	█	█	█																				
4. Land Use					█	█	█	█	█																		
5. Public Facilities and Services					█	█	█	█	█	█																	
6. Plans and Regulations					█	█	█	█	█	█	█																
7. Housing								█	█	█	█	█	█														
D. FORECASTS OF POPULATION, HOUSING, EMPLOYMENT, AND LAND USE										█	█																
E. ALTERNATIVE PLAN PREPARATION AND EVALUATION																											
1. Land Use												█	█	█	█	█	█										
2. Housing															█	█	█	█	█								
F. RECOMMENDED DEVELOPMENT PLAN																			█	█	█	█	█				
G. PLAN IMPLEMENTATION																			█	█	█	█	█				
H. REPORT PUBLICATION																					█	█	█				

Source: SEWRPC.

As envisioned, a county development plan serves several important and useful purposes. In the formulation of the County development plan, the governing body of the county, the County Board, considers and ultimately sets forth a coherent, unified set of general, long-range objectives for the physical development of the county. The development plan draws the attention of the governing body and of the citizens of the county to the major developmental and environmental problems and opportunities, and provides the board members an opportunity to step back from the pressing day-to-day issues to focus their attention and ideas on the future of Waukesha County.

The plan, once adopted, can materially assist the governing body in making decisions on specific development matters as they arise from day to day, setting those decisions within the framework of a clearly stated and unified set of long-range objectives. Thus, current issues can be viewed against a clear picture of what has been deemed to be desirable future conditions within the County.

This plan also provides the means by which the governing body can both provide guidance and direction to, and receive the counsel of, its staff.

Through the development plan, the staff can call attention to developmental and environmental problems in the County and can propose sound solutions to those problems. The plan enables the staff to offer advice in a studied, comprehensive manner, rather than in a piecemeal, *ad hoc* manner. The governing body's staff can use the plan as a basis for the formulation of needed programs. It is the planning and zoning agency's responsibility to prepare and administer many of the measures intended specifically to carry out the development plan, such as the County zoning ordinance and subdivision control regulations. Since the County development plan itself is not legally binding, it is essential that the necessary implementing tools be prepared to transform the general policies set forth in the plan into regulations and actions which have legal substance. The governing body of the County, through the County development plan, thus helps the planning and zoning agency by giving focus and purpose to the staff's research and design activities, channeling the work of the planning staff toward definite goals directed in the development plan.

Another important purpose of this development plan is to give direction to the private sector concerned with the development of the County.

Table 1

## WAUKESHA COUNTY DEVELOPMENT PLAN COST ESTIMATES

Work Program Element	Estimated Cost
Study Design . . . . .	N/C
Formulation of Objectives, Principles, and Standards . . . . .	\$ 5,000
Inventories and Analyses	
Maps	
General Base Maps . . . . .	\$ 3,000
Special-Purpose Maps . . . . .	3,000
Demographic and Economic Base	
Population and Household . . . . .	2,000
Labor Force and Employment . . . . .	2,000
Public Financial Resources . . . . .	2,000
Natural Resource Base	
Climate, Geology, Mineral Resources, and Soils . . . . .	2,000
Surface and Groundwater Resources . . . . .	2,000
Wetland, Woodland, Prairie, and Wildlife Habitat . . . . .	3,000
Environmental Corridor . . . . .	3,000
Land Use	
Historic Development Pattern . . . . .	2,000
Existing Land Use . . . . .	3,000
Public Facilities and Services	
Transportation . . . . .	3,000
Utilities . . . . .	4,000
Solid Waste . . . . .	1,000
Community Facilities . . . . .	5,000
Adopted Plans and Regulation	
Community Plans . . . . .	4,000
Zoning . . . . .	8,000
Housing	
Housing Stock . . . . .	2,000
Housing Constraints . . . . .	6,000
Housing Program . . . . .	3,000
Housing Needs . . . . .	5,000
Subtotal	\$ 68,000
Forecasts	
Population . . . . .	\$ 2,000
Housing . . . . .	2,000
Employment . . . . .	2,000
Land Use . . . . .	2,000
Subtotal	\$ 8,000
Alternative and Recommended Land Use Plans . . . . .	\$ 26,000
Alternative and Recommended Housing Strategies . . . . .	\$ 21,000
Waukesha County Development Plan	
Land Use . . . . .	\$ 3,000
Housing . . . . .	3,000
Transportation . . . . .	2,000
Solid Waste . . . . .	2,000
Park and Open Space . . . . .	2,000
Subtotal	\$ 12,000
Plan Review and Adoption . . . . .	\$ 15,000
Plan Implementation . . . . .	\$ 5,000
Report Publication . . . . .	\$ 30,000
Travel, Miscellaneous . . . . .	\$ 10,000
Total	\$200,000

Source: SEWRPC.

This private sector is comprised of a diverse group of realtors, builders, businessmen, industrial executives, chambers of commerce, taxpayer groups, property owners, and citizens in general. The plan presented here in outline provides to this diverse group in a formal, documented manner the development policies adopted by the governing body, and thus can serve as a valuable guide to the making of development decisions in the private sector. By reference to the County development plan, private developers can relate their projects to an overall development pattern, coordinating those private projects with public development proposals. Although implementation of the plan by the private sector is largely voluntary and spontane-

ous, the plan is apt to have a persuasive influence since private developments often require approval of the governing body at some time. A developer is better off if a project conforms to, rather than conflicts with, the County development plan.

Finally, the County development plan can serve as a guide for the courts when they are required to rule on any legal challenge to legislation or other public actions intended to carry out the plan. Legislative acts which conform to a plan are more likely to be upheld than are those which vary from a plan, or are not based upon any plan at all.

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## APPENDICES

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## Appendix A

### EXCERPT FROM WISCONSIN STATUTES 59.97(3) PERTAINING TO THE PREPARATION OF A COUNTY DEVELOPMENT PLAN

**THE COUNTY DEVELOPMENT PLAN.**(a) The county zoning agency shall direct the preparation of a county development plan or parts thereof for the physical development of the unincorporated territory within the county and areas within incorporated jurisdictions whose governing bodies by resolution agree to having their areas included in the county's development plan. Such plan may be adopted in whole or in part and may be amended by the county board and indorsed by the governing bodies of any incorporated jurisdictions included in the plan. The county development plan, in whole or in part, in its original form or as amended, is hereafter referred to as the development plan.

(b) The development plan may include without limitation because of enumeration:

1. Comprehensive surveys, studies and analyses of the history, existing land use, population and population density, economy, soil characteristics, forest cover, wetland and floodplain conditions and other human and natural features of the county and shall include the master plan, if any, of any city or village, which was adopted pursuant to s.62.23(2) or (3) and the official map, if any, of such city or village which was adopted pursuant to s.62.23(6) in such county, without change.

2. Based on such comprehensive surveys, studies and analyses, the plan may identify goals and objectives for the future physical development of the county with respect for public and private use of land and other natural resources; highways including bridges, viaducts, parkways and other public ways; parks, playgrounds, hunting and fishing grounds, forests and other facilities of a recreational nature; public buildings and institutions including schools; sanitary and storm sewers, drainage and measures for disposal of refuse and waste; reducing and preventing stream and lake pollution; flood control; public and private utilities including water, light, heat, transportation, pipelines and other services; industrial and commercial sites; historic districts; and other factors which will improve the physical and economic situation of the county.

(c) The development plan may be in the form of descriptive material, reports, charts, diagrams or maps. Each element of the development plan shall describe its relationship to other elements and to statements of goals, objectives, principles, policies or standards.

(d) The county zoning agency shall hold a public hearing on the development plan before approving it. After approval of the plan the county zoning agency shall submit the plan to the county board for its approval and adoption. The plan shall be adopted by resolution and when adopted it shall be certified as provided in sub. (2) (f). The development plan shall serve as a guide for public and private actions and decisions to assure the development of public and private property in appropriate relationships.

(e) A master plan adopted under s. 62.23(2) and (3) and an official map established under s. 62.23(6) shall control in unincorporated territory in a county affected thereby whether or not such action occurs prior to the adoption of a development plan.

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