

Chapter 8:

Land Use

The Land Use Element was prepared pursuant to Section 66.1001 of the Wisconsin Statutes. Section 66.1001 requires this element to include a compilation of objectives, recommendations, goals, maps, and programs, to guide future development and conservation of public and private property. Further, the element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local government unit. The element shall analyze trends in the supply, demand, and price of land, opportunities for redevelopment and existing and potential land use conflicts. The element shall also contain projections, based on background information, for 20 years, including five-year increments, of future residential, agricultural, commercial, and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future lands uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands, and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities will be provided in the future and the general location of future lands uses by net density or other classifications.

This Land Use Plan Element recommends a pattern of uses that will enhance and sustain the future of the City of Muskego. The element reflects consistency with the previously described chapters of this Comprehensive Plan.

Note: It is not anticipated that all of the areas shown for development are likely to be developed by the end of the planning period. The 2020-year planning period simply allows a direction and a degree of choice for the City and its landowners. Equally, there is potential that some property owners will choose not to enter the development process despite the identification of a recommended land use. Amendments to this plan are allowed via the proper Council approval process. Further, It is important to note that the City of Muskego is zoned to shape the community, not to react to it, much like the propose land uses in this Plan.

The goal of this Land Use Element is as follows below. The objectives and recommendations are found in the Chapter 10 of this *Plan*.

Land Use Goal: The Land Use goals are simply the synthesis of goals from the previous elements in this Plan. Each element plays an important role in assuring a balanced Muskego community and each directly influences the future desires of land use in this Plan. Muskego intends to maintain a land use plan and map that reflects current community values and establishes the City as a vibrant community, destination, and regional focal point. Further, Muskego intends to promote growth and development of the community in a way that allows change while preserving the overall community character.

Existing Land Uses

A depiction of Muskego's existing land use pattern is the first step in planning for desired future land uses. This section outlines the existing land uses in the City of Muskego. The data from this analysis will help create a detailed land use plan for the City. Table 8.1 (On the map) and Map 8.1 show the amount, type, and intensity of each current land use in the City of Muskego as of 2007.

Residential

Residential land uses are a dominant feature within the City of Muskego. Residential land uses range from low-density country estates, to clustered planned unit development, to high-density lake homes and condominiums. The community also offers a mix of residential construction types, ranging from single-family detached homes to attached single family and multi-family developments. While this Comprehensive Plan recommends land uses by certain densities, the current land use figures are simply broken up into two categories: single- and multi-family.

Single-family uses are found throughout the City in a variety of densities. The more dense concentrations of single-family uses are found within the City's sewer extents, which is mainly northern Muskego and southwestern Muskego (Around Lake Denoon). While most of the City's residential density is between 1.5 – 2 units an acre (15,000 – 20,000 square foot lots), many rural estates (2+ acre lots) exist in amongst the City's non-sewered areas as well. Single-family residential lands account for approximately 5,999 acres, or 26% of the City's area.

Multi-family uses are found in distinct pockets throughout the community. The nodes of multi-family uses have been distinctly planned via past Comprehensive Plans and zoning decisions. For the most part, the concentrations of multi-family residential units are found along the City's main roadways of Racine Avenue and Janesville Road. Other areas exist where elected officials have found that the use and quality of the proposal is appropriate for the area. Also, a few areas of multi-family uses are found in the form of senior housing complexes where a series of care options are offered in a single campus setting. Overall, a multi-family use usually complies with one of the City's multi-family zoning districts, which allow approximately 4-8 units per acre. Multi-family residential lands account for approximately 384 acres, or 1.7% of the City's area.

Commercial

Commercial areas include only those areas currently used for commercial purposes at the time of this analysis. The City's commercial lands are mainly concentrated along Janesville Road with major nodes at the intersections of Racine Avenue, Lannon Drive, Moorland Road, Tess Corners Drive, and College Avenue. The City has a variety of zoning districts allowing a wide range of commercial uses. The City's Planning Commission governs the allowance of commercial uses, their intensity, and design. Commercial lands account for approximately 261 acres, or 1.1% of the City's area.

Industrial

Two areas are reserved for large industrial uses in Muskego. The 200-acre Muskego Industrial Park is located west of Janesville Road, just south of Racine Avenue, while the 50-acre Tess Corners Industrial Park is located along Tess Corners Drive between Janesville Road and College Avenue. Each area allows more intense industrial land uses from warehousing to manufacturing. A few pockets of industrial zoned lands also exist on a few parcels outside of these parks, but the majority of the City's industrial allowances are found at these two nodes. Industrial lands account for approximately 247 acres, or 1.1% of the City's area.

2020 COMPREHENSIVE PLAN

Map 8.1

Current Land Use

LEGEND

-  Private Recreation
-  Public Recreation
-  Agriculture and Open Space
-  Govt., Institution, and Utility
-  Single Family Residential
-  Multi-Family Residential
-  Retail and Service
-  Manufacturing
-  Landfill and Extractive Operations

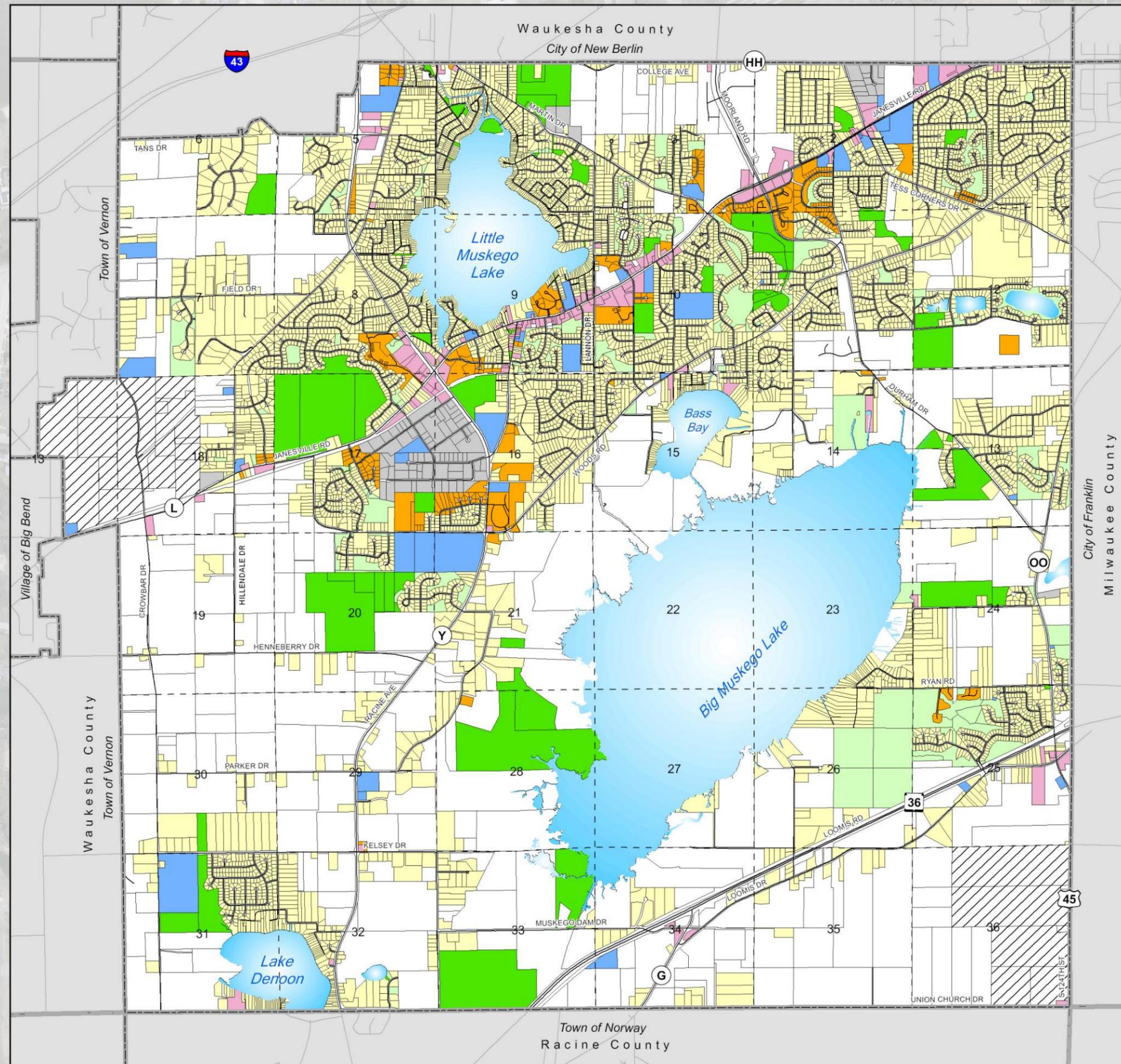
Table 8.1 Existing Land Use, 2007

	Acres	Percent
Single-Family Residential	5,999	26.1%
Multi-Family Residential	384	1.7%
Commercial	261	1.1%
Industrial	247	1.1%
Government, Institutional, and Utility	395	1.7%
Lakes	2,939	13.0%
Recreation - Public	567	2.5%
Recreation - Private	265	1.2%
Conservation	706	3.1%
Agricultural & Open Space	8,289	36.0%
Land fill & Extractive	890	3.9%
Other Lands	482	2.1%
Street Right-of-Way	1,596	6.9%
TOTAL	23,020	100%

Source: City of Muskego, May 2007



Created by City of Muskego
Planning Department



Government, Institutional, and Utility

These land uses are a compilation of the school, church, utility, and governmental facilities within the City. Government, Institutional, and Utility lands account for approximately 395 acres, or 1.7% of the City's area.

Lakes

Muskego is a distinct City due to the lakes that encompass over 13% of the land (2,939 acres). The majority of the acreage of lakes in the City are encompassed by Little Muskego Lake, Big Muskego Lake, Bass Bay, and Lake Denoon. Little Muskego Lake and Lake Denoon are active recreational water bodies that are mostly developed with high-density single-family residential uses surrounding them. Big Muskego Lake, however, is a passive recreational lake characterized by shallow depths and marshes. Big Muskego Lake is a high quality environmental ecosystem that is used for fishing, hunting, and nature activities. Big Muskego Lake does have an outlet to the northwest named Bass Bay, which allows more recreational boating opportunities at a limited basis due to it's size.

Recreation - Public

Recreation areas comprise a variety of City and County lands throughout the community. Both active and passive recreational areas are found serving the many distinct neighborhoods within the City and one Waukesha County Park known as Muskego Park is found along western Janesville Road. Recreation lands account for approximately 567 acres, or 2.5% of the City's area.

Recreation - Private

A few areas in the City are considered private recreational areas. The four sites consist of Muskego Lakes Country Club along Highway 36, Valley Green Golf Course along North Cape Road, the gun clubs on Schultz Lane and Boxhorn Drive. Private recreational lands account for approximately 265 acres, or 1.2% of the City's area.

Conservation

The City of Muskego is heavily involved in conservation efforts due to the many lakes and rural qualities that define the area. In effort to conserve many of these high environmental qualities and natural ecosystems, the City has worked to conserve many of these lands by purchase or by conservation easements. Conservation lands account for approximately 706 acres, or 3.1% of the City's area. The conservation lands are mainly made up of City and State owned conservation lands. Each of these areas is managed by the City or in cooperation with the State in a variety of different ways, including: prescribed burns, invasive species eradication, wetland restoration, prairie establishment and more. The City has a fully operational Conservation Park known as the Engel Conservation Area found along Henneberry Drive. Another area of a high concentration of conservation lands is found around Big Muskego Lake. What is known as the *Big Muskego Lake Wildlife Area* is established here and is where the City and WDNR work to purchase and protect lands that could have direct negative affects on the lake if managed inappropriately.

Agricultural and Open Space

The City of Muskego has long been built upon a rural agrarian heritage. Thus, a main priority is the preservation of the agricultural and open space lands that once were found throughout the community. The main areas of agricultural lands are found outside the major sewered areas within the west central and southeast portions of the city. Many land use and zoning recommendations aim to protect this agricultural land in order to maintain the urban to rural atmosphere the City has always enjoyed. Agricultural and open space lands account for approximately 8,289 acres, or 36% of the City's area.

(Note: These figures are mainly agricultural lands, although open spaces include any undeveloped land found throughout the City).

Landfill and Extractive

A small portion of the City has long been dedicated to landfill and extractive operations. Two active locations and one inactive location is found in Muskego.

The Emerald Park landfill is an active landfill located in the southeast region of the City, near State Trunk Highways 36 and 45. The site contains 480 total acres of property with only about 80 acres engaged in land filling activities. Emerald Park currently accepts approximately 900,000 tons of waste per year in the form of select residential, commercial, and industrial waste, as regulated by the DNR.

The Payne & Dolan, Inc. extractive site has over 40 years of useful life before it is to be reclaimed and is located at the northwest corner of Janesville and Crowbar Roads. The extractive use encompasses 293 contiguous acres and supplies various sand, gravel, stone, concrete, and asphalt to numerous projects in southeastern Wisconsin.

Lastly, an inactive landfill area in the City is the Stoneridge landfill, which is now capped and no longer in use. Possible land uses utilizing the capped landfill as a resource may be a future possibility. Landfill and extractive lands account for approximately 890 acres, or 3.9% of the City's area.

Other Lands

The current land use is also broken down into an "Other" category that contains lots of miscellaneous uses such as private stormwater conservation outlots in platted subdivisions. Other lands account for approximately 482 acres, or 2.1% of the City's area.

Street Right-of-Way

Street right-of-way includes all land occupied by public street rights-of-way, including those streets that are platted, but not yet constructed (Note: A utility installation that spans the City from west to east is included in this calculation). When all right-of-way, including federal, state, county, and local are calculated, they account for 1,596 acres, or approximately 6.9% of the City's area.

Net Residential Density

According to the 2000 Census, the net residential density in the City is 246.6 dwelling units per square mile and the population density is 685.2 persons per square mile. This data is depicted in Table 8.2. For the most part, these figures are considerably lower than area urban communities such as New Berlin and Franklin. However, Muskego is built upon a rich urban to rural tradition and a lower density depicts that Muskego is still maintaining this goal.

Table 8.2 Residential Density, 2000

	Population	Housing Units	Area in Square Miles			Density	
			Total	Water Area	Land Area	Population	Housing Units
City of Muskego	21,397	7,699	35.88	4.66	31.23	685.2	246.6
Town of Norway	7,600	2,775	35.65	1.93	33.72	225.4	82.3
City of Franklin	29,494	10,936	34.72	0.09	34.63	851.8	315.8
City of New Berlin	38,220	14,921	36.92	0.08	36.84	1037.4	405
City of Waukesha	64,825	26,856	21.68	0.07	21.60	3000.5	1243.1
Waukesha County	360,767	140,309	580.48	24.91	555.58	649.4	252.5
Wisconsin	5,363,675	2,321,144	65,497.82	11,187.72	54,310.10	98.8	42.7

Source: U.S. Bureau of the Census, 2000

The City's Zoning Ordinance regulates the residential density in Muskego and is comprised of a variety of residential zoning districts. It is important to note that the City of Muskego is zoned to shape the community, not to react to it, much like the proposed land uses in this Plan. The titles, density requirements, and restrictions can be found in Table 8.3 below (Note: The City's ordinance allows property owners to request rezoning to most of the districts below. However, a few of the districts were implemented during the City's Recodification in 2007 specific to properties that didn't meet the general zoning category restrictions. Rezoning to these specific districts are not allowed).

Another facet of the City's Zoning Code involves the use of Planned Developments. Developers and landowners can request designation to a Planned Development (PD) or Conservation Planned Development (CPD). A PD or CPD approval can allow an individual to reduce or expand the restrictions depicted above for their development (Example: Smaller setbacks, greater heights, reductions in open spaces, greater densities, etc.). The City determines if the request is appropriate for the area, benefits the community (In the case of requesting increased density for one reason or another), and if it meets the intent of the Comprehensive Plan.

Table 8.3 Residential Zoning Districts

	Lot Size Min. in Sq. Ft.	Lot Width Min. in Linear Ft.	Setback Min. in Lin. Ft.	Offset Min. on one side	Offset Min. all other sides
RCE, COUNTRY ESTATE	120,000	250	50	40	40
RC-1, COUNTRY RESIDENCE	80,000	200	40	30	30
RC-2, COUNTRY RESIDENCE	60,000	175	40	25	25
RC-3, COUNTRY RESIDENCE	40,000	150	40	20	20
RSE, SUBURBAN ESTATE *	40,000	150	40	25	25
RS-1, SUBURBAN RESIDENCE *	30,000	120	40	20	20
RS-2, SUBURBAN RESIDENCE *	20,000	110	40	15	20
RS-3, SUBURBAN RESIDENCE *	15,000	100	40	10	15
ERS-1, EXISTING SUBURBAN RESIDENCE	22,500	90	40	15	15
ERS-2, EXISTING SUBURBAN RESIDENCE	15,000	82.5	40	11.25	15
ERS-3, EXISTING SUBURBAN RESIDENCE	11,250	75	40	7.5	11.25
RL-1, LAKESHORE RESIDENCE	26,666	100	25	16.7	16.7
RL-2, LAKESHORE RESIDENCE	13,333	73.3	25	10.0	13.3
RL-3, LAKESHORE RESIDENCE	10,000	66.6	25	6.7	10.0
RM-1, MULTIPLE FAMILY RESIDENCE	1 unit for 5,000 sq. ft.	--	40	20	20
RM-2, MULTIPLE FAMILY RESIDENCE	1 unit for 10,000 sq. ft.	--	40	15	15
RM-3, MULTIPLE FAMILY RESIDENCE	40,000	220	40	15	20
ERM-1, EXISTING MULTIPLE FAMILY RESIDENCE	40,000	220	40	15	20

*Lot size, Lot width, and Open Space requirements are increased when not serviced by municipal sewer.

Source: City of Muskego Chapter 17 Zoning Ordinance

Non-Residential Intensity

The City of Muskego Zoning Ordinance regulates the intensity of nonresidential development in the community. The titles, density requirements, and restrictions of nonresidential development can be found in Table 8.4.

Commercial Districts

The City of Muskego has many business zoning districts depending if the intended use is general commercial (B districts), lakeshore commercial (BL districts), mixed use (HC-1 and DR-1 districts), or business park (BP districts) related. All commercial developments/redevelopments must receive approval in front of the City's Planning Commission as to how they fit the City's zoning ordinances and adopted design guides.

Industrial Districts

Two zoning districts regulate industrial uses in Muskego consisting of M-1 Light Industrial district and M-2 General Industrial district. The majority of industrial zoned areas are under the M-2 zoning

category. All industrial developments/redevelopments must receive approval in front of the City's Planning Commission as to how they fit the City's zoning ordinances and adopted design guides.

Park and Conservation Districts

With the new recodification the City completed in 2007, a few new zoning districts were created, including a district specifically for park sites and conservation sites. The PI-1 district regulates developments and lands that are for active park use. While the CI-1 district regulates developments and lands that are for conservation purposes. The park and conservation properties are usually under the jurisdiction of a governmental entity. Park and conservation sites are regulated by the City's Park and Recreation Board and the City's Conservation Commission.

Agricultural Districts

The EA Exclusive Agricultural district and the A-1 Agricultural District govern agricultural lands in Muskego. All farms participating in the County Farmland Preservation program need to be zoned EA in order to qualify for certain tax benefits. The program also regulates certain parcel assemblage sizes and farm profits to qualify. The City has the A-1 district for those farm parcels that don't meet the preservation program requirements. The A-1 district also allows for reduced parcel sizes in order to permit property owners greater use of an agricultural parcel.

Government and Institutional District

Lands that are of a governmental nature fall under the I-1 Governmental and Institutional district. Schools, churches, utility installations, and governmental facilities, such as City Hall, all fall under the regulations of this district. These sites are not exempt from zoning regulations or design requirements and most new developments/redevelopments must receive approval in front of the City's Planning Commission.

Planned Developments

As mentioned in the residential density portion above, developers and landowners can request designation to a Planned Development (PD) zoning. A PD is also allowed for commercial, industrial or mixed-use developments when the development meets a minimum size requirement. A PD approval can allow an individual to reduce or expand the restrictions for their development (Example: Smaller setbacks, greater heights, reductions in open spaces, greater densities, etc) and the City then determines if the request is appropriate and if it meets the intent of the Comprehensive Plan.

Table 8.4 Other Zoning Districts

	Lot Size Min. in Sq. Ft.	Lot Width Min. in Linear Ft.	Setback Min. in Lin. Ft.	Offset Min. on one side	Offset Min. all other sides
B-1, NEIGHBORHOOD CONVENIENCE	30,000	150	40	10	15
B-2, LOCAL SERVICE CENTER	20,000	100	40	10	15
B-3, GENERAL BUSINESS	20,000	100	40	10	15
B-4, HIGHWAY BUSINESS	30,000	150	40	10	15
HC-1, TESS CORNERS HISTORIC CROSSROADS	7,200	60	10	5	10
DR-1, DOWNTOWN REVIVAL DISTRICT	7,200	60	10	5	10
BP-1, BUSINESS & OFFICE PARK SUPPORT*	40,000	150	40	20	20
BP-2, OFFICE PARK*	60,000	200	40	20	20
BP-3, BUSINESS PARK*	80,000	150	40	20	20
BL-1, LAKESHORE BUSINESS	20,000	110	40	30	40
BL-2, LAKESHORE BUSINESS	15,000	110	40	20	30
M-1, LIGHT INDUSTRIAL	40,000	150	50	15	15
M-2, GENERAL INDUSTRIAL	40,000	150	50	15	15
M-3, LANDFILL & EXTRACTIVE	200,000	300	75	30	30
A-1, AGRICULTURAL	120,000	300	75	30	30
EA, EXCLUSIVE AGRICULTURAL	35 Acres	1,275	75	30	30
I-1, GOVT., INSTITUTIONAL, & PUBLIC SERVICE	20,000	100	40	20	30
PI-1, PARK & RECREATION LANDS	--	--	40	10	15
CI-1, CONSERVATION LANDS	--	--	40	20	30

*Lot size, Lot width, and Open Space requirements are increased when not serviced by municipal sewer.

Source: City of Muskego Chapter 17 Zoning Ordinance

Land Use Trends

Muskego is one of the fastest growing suburban communities in Southeastern Wisconsin. Much of this has to do with the distinct urban to rural character the City currently enjoys, while also the lakes and environmental lands that the City maintains. Complimented by a safe atmosphere, quality school system, and excellent public facilities, the City is in position to maintain a steady growth. In order to assure proper planning for this growth well into the future, it is important to analyze the supply, demand, and price of land.

Land Supply

Analyses show that approximately 4,066 acres consisting of 938 parcels are vacant as of May 2007 (Based upon all parcels that show \$0 in improvements per City Assessment records; excludes government and religious parcels). Map 8.2 displays these vacant lands and Table 8.5 shows the overall land supply categories. While most of the land shown is currently agricultural in nature, there are specific lots approved for higher density residential and commercial/industrial uses. The commercial/industrial vacant parcels are discussed further in Chapter 6 of this plan as economic development opportunities.

The identification of the large agricultural acreage shows that the City has plenty of room for growth. However, the actual densities of this future growth and the aspiration to preserve agricultural lands by Muskego makes the land supply much lower than what the figures and map show. Developing parcels with infrastructure in place or at a rural to low density will more than likely be a priority over consuming the open agricultural land uses. Further, redeveloping commercial/industrial and at times, residential lands, will be key to the available land supply Muskego has to offer.

Table 8.5 Land Supply

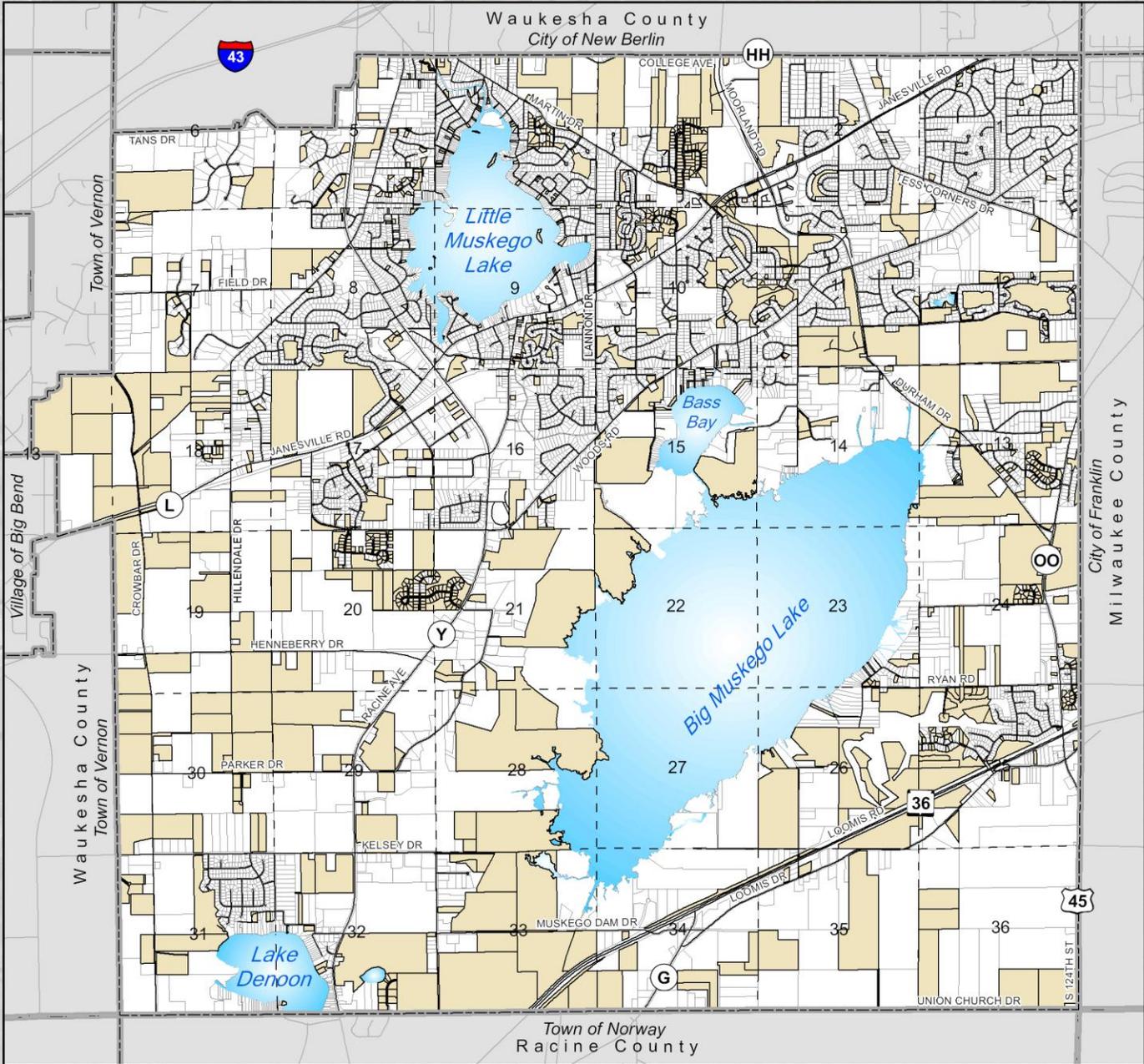
	2007	
	# of Parcels	Acres
Residential	684	787
Mercantile	65	489
Agricultural	124	2,298
Undeveloped	35	209
Productive Forest lands	30	283
Totals	938	4,066

Source: City of Muskego

Land Demand

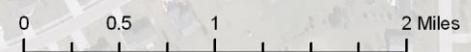
Based on the steady growth Muskego has seen in the last decade and the growth seen in Southeastern Wisconsin, the demand for both residential and commercial land will most likely be maintained. While residential growth may be hindered due to infrastructure demands and City aspirations to move to lower densities, commercial demands should flourish. The City is seeing rapid growth of family income levels and the traffic counts on the City's main thoroughfares has increased at a fast rate. Muskego has not enjoyed a high degree of commercial developments in the past, but now that the residential developments have been established, the opportunities for more services to the community is now in high demand. The land supply map above shows that City should be in a great position to meet the demands of any desired land use at this point via both new development and redevelopment.

Map 8.2



LEGEND

 Unimproved Parcels



Created by City of Muskego
Planning Department



Land Prices

Land prices for a variety of land uses within the City are found in Table 8.6. The figures are based upon actual land sales from the past years. Average land sales are shown as part of the table, however, accurate averages cannot always be determined due to desirable vs. undesirable lots that may exist. This is especially the case for commercial lands (Corner lots vs. lots with limited access, etc.). The table shows land prices gradually increasing over the years. For the most part, the land sales of parcels 1 acre or less, are residential lands similar to those typically found in a moderately dense subdivision. Some commercial and industrial parcels are intermixed into the 1 acre or less figures, although most of these more intense land uses are found in the 1 acre + categories. The addition of industrial and commercial land sales can skew the table, which is evident from 2005-2006 in the 1-10 acre land category.

Table 8.6 Average Land Prices by size of lot

Lot Sizes	2005		2006		2007	
	# of lots	Avg. Price	# of lots	Avg. Price	# of lots	Avg. Price
0 - 19,999 square feet	59	\$ 119,975	32	\$ 127,353	32	\$ 103,488
20,000 sq. ft. - 1 Acre	73	\$ 117,960	65	\$ 120,508	36	\$ 124,628
1 - 2 Acres	12	\$ 255,540	12	\$ 214,700	6	\$ 294,583
2-10 Acres	11	\$ 278,664	9	\$ 207,389	11	\$ 187,727
10+ Acres	1	\$ 45,000	1	\$ 179,000	4	\$ 2,438,675

Source: City of Muskego Assessor's Department

To get a better example of land sales by type, we further broke the table down into land sales by zoning and the specific land use type in Table 8.7. This table more clearly defines that residential sales are consistent from year to year while commercial, industrial, and agricultural sales are strongly dependent on the constraints of the lot that was for sale (Size, location, etc.).

Table 8.7 Average Land Prices by zoning of lot

Zoning	2005		2006		2007	
	# of lots	Avg. Price	# of lots	Avg. Price	# of lots	Avg. Price
Single-Family Residential	137	122,630	123	\$ 122,286	72	184,467
Multi-Family Residential	10	125,300	-	-	4	110,950
Commercial	5	565,797	2	\$ 467,000	5	1,267,940
Industrial	4	220,700	1	\$ 113,000	4	228,250
Agricultural	4	167,825	4	\$ 181,725	4	101,825

Source: City of Muskego Assessor's Department

Opportunities for Redevelopment

The City of Muskego offers many possibilities for redevelopment in a variety of land uses including commercial, industrial, and residential. Commercial opportunities can mainly be found along Janesville Road in what is known as the downtown of Muskego. This area is generally located along Janesville Road between Racine Avenue and Moorland Road. Many businesses along this route are reformed residential structures with supporting residential style lots. The buildings have been converted to commercial uses for mostly office purposes. Due to Janesville Road being reconstructed along this route,

many of these properties will have an opportunity to be redeveloped and/or upgraded. Their supporting site amenities will also require touch-ups in order to conform to current design standards where applicable. Underused commercial sites are also found sporadically in Muskego along other portions of Janesville Road, in the Tess Corners Drive area, the Durham Hill area, and on the Loomis Drive/Muskego Dam Road intersection.

Industrial redevelopment opportunities exist in both of Muskego's industrial parks (Muskego and Tess Corners). Many of the structures and their supporting sites were developed in the 1970's under a set of design guidelines not utilized today. Opportunities to upgrade the facades of the structures or to simply better contain outdoor storage can be found.

The Economic Development Chapter of this Plan details more information regarding the commercial and industrial redevelopment opportunities in the City. Further, the chapter describes various measures of implementation in order to assure the highest and best use of these lands.

Although Muskego has older subdivisions throughout the northern areas of the City, many of these subdivisions are of a high quality due to the property owners continued upkeep. Thus, redevelopment of whole residential areas most likely won't be occurring in the near future. The main area of residential redevelopment occurs around the City's recreational lakes. Many of the parcels around the lakes are of a legal non-conforming size, which makes for small building pads. Due to the desire for a lake lot, many new owners buy the properties with the aspiration of removing the existing lake house and replacing it with something more modern and that uses the lot to it's highest and best use. This concept is likely to continue.

Existing/Potential Land Use Conflicts

At the time this *Plan* was written, no significant land use conflicts existed in the City. Land use conflicts can emerge when uses are perceived as incompatible due to their intensity, density, or general character are in close proximity to each other. At this time, the City doesn't have any existing, nor do they anticipate, any land use conflicts. Intergovernmental cooperation with surrounding jurisdictions has been successful regarding land use decisions. Further, this Plan sets forth policies and procedures that will allow adequate due process and review to all land use and zoning proposals/amendments, which assures the least amount of conflict for petitioners and affected parties.

Land Use Projections

The State defined land use element requires that a City provide land use projections, based on background information, for 20 years (in 5-year increments) of future residential, agricultural, commercial, industrial, and other private and public uses. The projections shall also include the assumptions of net densities or other spatial assumptions upon which the projections are based.

Table 8.8 below provides projected land uses by acreage for Muskego. The land use categories presented in the table are those directly attributed to housing and population growth. Observations and background information concerning the uses projected and the other uses (Those land uses not found in this table but were presented in the current land use Table 8.1 above) are found below. In determining the projections for each category, the growth is based on the housing projections within Table 1.9 (Scenario 1).

NOTE: These projections are for representation purposes only and are subject to change based on land use patterns, density aspirations, land constraints, etc. A more detailed representation of individual land

uses is provided in the background information below (Background info includes discussion on all uses from the current land use table).

Table 8.8 Twenty Year Future Land Use Projections (Acreage)

	2007 (Existing)	2010	2015	2020	2025	2030*
Residential	6,383	6,601	6,919	7,213	7,550	7,888
Commercial	261	270	283	295	309	322
Industrial	247	256	268	280	293	306

*2030 projections based on average percentage increases found in 2020 and 2025.

Source: City of Muskego

Projection info by individual land use

Single-Family Residential

Single-family residential land uses are influenced the most by household projections. Given the figures above, single-family residences will increase at a rate of 3-4% every 5 years and the City will have to accommodate this. Of the acres anticipated in the near future, most of these developments will most likely end up being of low-density due to the limited areas allowed for development purposes, which are mostly rural in nature (As shown on the *Future Land Use Map*). If the City takes on a low-density development approach in the future, the amount of residential units will be developed on increased amounts of acreage. Thus, the 300+ acres projected for residential uses every five years may not have the impact in Muskego as it would in communities developing at a denser rate.

Multi-Family Residential

The multi-family residential uses are incorporated into the “Residential” projection in Table 8.7. These uses weren’t projected separately as a multi-family use isn’t simply utilized to the same degree as a single-family use. Multi-family uses are limited in Muskego and tend to be closer to more intense uses such as high traffic roadways or commercial/industrial uses. The City will continue to add multi-family uses as necessary in proportions deemed appropriate.

Commercial

Commercial lands are anticipated to be required in the City at a greater rate than residential demands due to the City’s intent to increase the commercial tax base to meet those found in similar communities in the County. Also, large amounts of lands are reserved for commercial development/redevelopment in many key areas in the City, including the entire length of Janesville Road and the Moorland Road gateway. Further details of the City aspirations for commercial development are found in the Economic Development portion of this *Plan*.

Industrial

Industrial lands will more than likely not pace the growth of residential development within the City due to lack of opportunities at this point in the planning of the City. Opportunities to change this notion are discussed within the Economic Development portion of this *Plan*, however, the actual utilization of the landfill areas for future intense industrial land may not be within the planning period this Comprehensive Plan addresses. Regardless, the City’s objectives still focus on making opportunities available for industrial uses as need be.

Chapter 8: Land Use

Recreation

Future recreational acreages cannot be simply calculated via a projection in relation to residential lands, especially when all sorts of constraints exist (proximity to infrastructure, access, demand, etc.). The Agricultural, Natural, and Cultural Resources portion of this *Plan* addresses the needs for future recreation areas based on the current condition of the recreation system in the City.

Conservation

The City is committed to preserving lands for conservation management purposes. This is evident in the City's adopted Park and Conservation Plan, which identifies specific areas in the City for further management practices or outright acquisition purposes. Projections of the amount of lands solely depend on land dedications the City is able to attain, grant availability, and the budget the City is able to dedicate for conservation management from year to year. It is anticipated that more lands will be converted to conservation in the future and that partnerships with the DNR will become more apparent, especially for lands surrounding Big Muskego Lake. An increase in conservation lands may also become apparent in conjunction with low density residential developments that may wish to utilize conservation planned development zoning in order to cluster parcels and increase densities.

Agricultural and Open Lands

It is anticipated that the acreages of agricultural and open lands will continue to decrease in the coming decades as residential uses become necessary. However, an exact projected acreage of how agricultural lands will be affected is undetermined as the City intends to implement many agricultural preservation efforts in the near future. Further, the fostering of more rural to low density residential uses will limit the extent of residential development that may impede the present agricultural lands. The Future Land Use Map and recommendations set forth in this chapter support these assumptions.

Government, Institutional, and Utility

Government, Institutional, and Utility uses aren't anticipated to have a drastic affect on upcoming projections.

Lakes

Lake acreage isn't anticipated to change through the upcoming decades.

Landfill & Extractive

The City has few areas reserved for Landfill and Extractive operations. While some of the landfill in the southeast corner of the City may expand (in lands already reserved for their expansion), the extractive lands will remain the same or begin to be reclaimed thru 2030.

Street Right Of Way

Street right-of-way acreage will increase as roads are required for future residential and commercial developments. Projections were not incorporated herein, as a correlation of street rights-of-way to housing projections could not be found.

Future Land Use Plan

Based on goals and recommendations of this section and those found elsewhere in this Comprehensive Plan, the City of Muskego sets forth the Future Land Use Map (Map 8.3). The map identifies the recommended land uses forecasted to the year 2020. Also, the map contains specific areas of desired development patterns as defined by the City. These desired development areas (DDAs) provide

proposals on how these zones can be better planned in the future. The categories of each land use and the intents of the desired development areas found on the map are discussed in detail below.

Residential uses are broken down into anticipated densities on a unit's per acre basis and do not take into account natural areas, desired City dedications, state protected environmental lands, roads, and other non-residential uses. Future proposed developments should meet the residential densities set forth in this plan on a net density basis as it is anticipated that developments should utilize zoning districts that meet the units per acre densities found in each area. If a development wishes to include the entire parcel to meet a density requirement (Ex. Including roads, wetlands, outlots, etc. in the density calculation), a planned development zoning district would be required to be approved, however, it will be up to Planning Commission discretion if these other areas are allowed to be used in a density calculation. In most case, wetlands and roadways may not be used in density calculations.

Note: The Future Land Use Map delineates land uses for both developed and undeveloped areas. Some of the developed areas may not meet the land use category in which it is within, however, the category was placed on those parcels to display the desired redevelopment if that should ever happen. The logic behind this is to keep the proposed land uses consistent with the surrounding environs. Further, the Future Land Use Map is to be thought of as a guide or blueprint for the community. It is anticipated that many of the planned land uses will not develop by the year 2020. As a rule of thumb, the proposed supply of each land use category exceeds the projected demand.

2020 Land Uses

Rural-Density Residential (< .49 units /acre)

This category is for rural single-family detached residential development consistent with a density of < .49 units an acre. Developments at this density generally provide for lots greater than 2+ acres and more than likely are served by public or private sewer and water infrastructure. This category also includes areas of prime agricultural soils and other farmlands and open spaces.

The intent of this area is to provide primary agricultural and rural residential uses comparable to net density lots of approximately 2 acres or more, which is comparable to net density zoning districts of RCE Country Estate District or A-1 Agricultural District.

Low-Density Residential (.5 – .99 units /acre)

This category is for single-family detached residential development consistent with a density of .5 - .99 units an acre. Developments at this density generally provide for lots greater of 1 - 2 acres and can be served by public or private sewer and water infrastructure.

Intent of area is comparable to net density lots of approximately 1 to 2 acres, which is comparable to net density zoning districts of RC-1, RC-2, RC-3 Country Residence Districts and RSE Suburban Estate District.

2020 COMPREHENSIVE PLAN

Map 8.3

2020 Land Use

LEGEND

2020 Land Uses

- Rural Density Residential (< .49 units/acre)
- Low Density Residential (.5 - .99 units/acre)
- Medium Density Residential (1-2.99 units/acre)
- High Density Residential (> 3 units/acre)
- Commercial
- Business Park
- Recreation
- Conservation
- Industrial
- Landfill and Extractive
- Government, Institutional, Trans., & Utilities

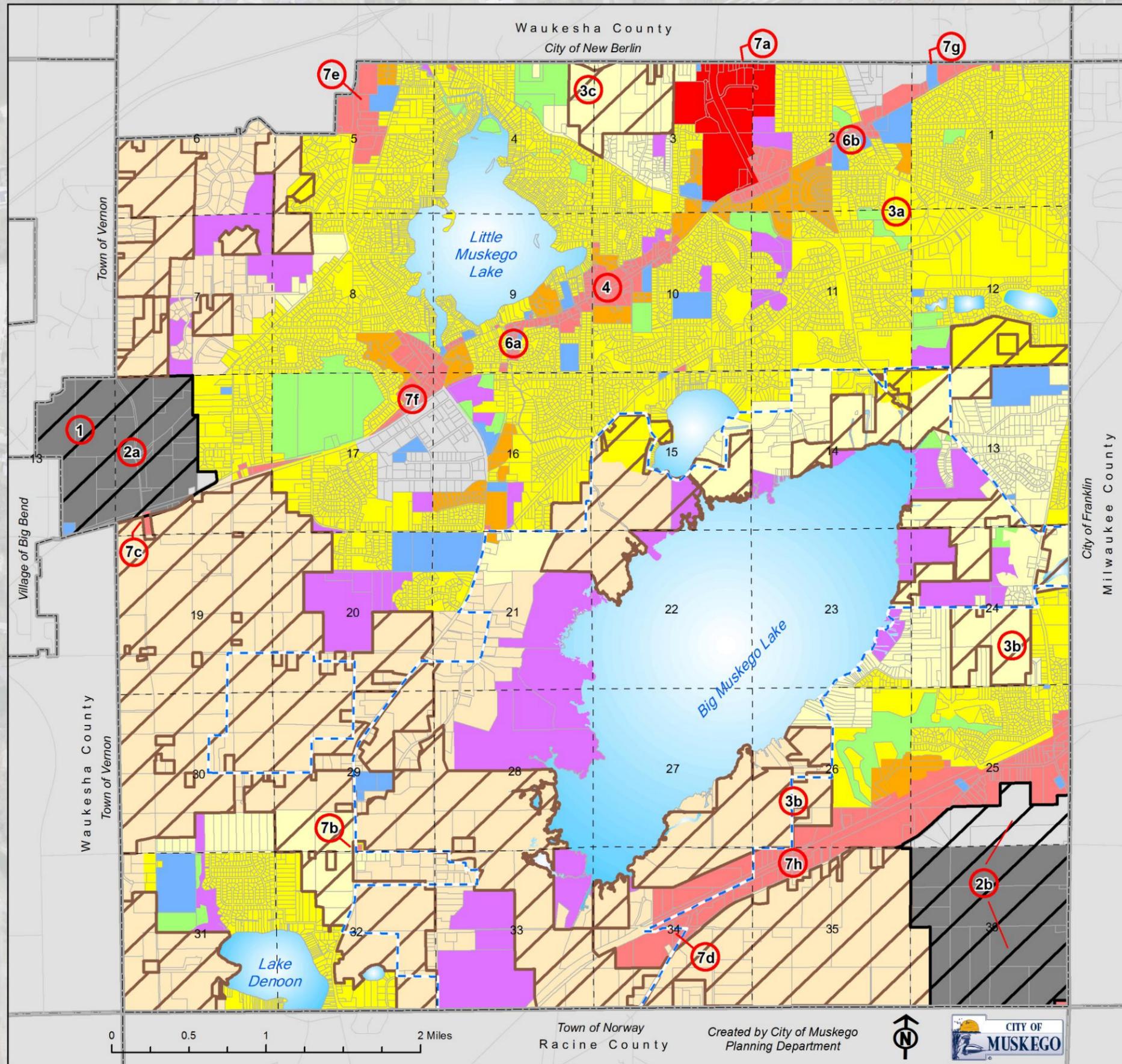
Desired Development Areas (DDAs)

- Conservation Preservation
- Eco-Industrial
- Big Muskego Lake Wildlife Area
- 1 DDA Note Reference

Note: The descriptions, rationale, and intents of the individual future land uses and desired development areas (DDAs) and notes can be found within the Chapter 8: Land Use Element of the 2020 Comprehensive Plan.

The 2020 Future Land Use Map contains specific areas of preferred future development patterns termed as "Desired Development Areas" (DDAs). The DDAs provide a landowner or prospective developer guidance on how the City wishes the lands were to be developed so they are planned appropriately and consistently with the elements found in the Plan. Further, this Plan sets forth a series of other desired development notes on the Future Land Use Map. These notes provide additional land use recommendations that the City wishes to promote during the 2020 planning period. The DDAs and notes have specific geographical locations and are based upon the elements information found in the Comprehensive Plan.

The future trail system, infrastructure, and transportation needs of the community are outlined in their respective chapters of the 2020 Comprehensive Plan.



Medium-Density Residential (1 – 2.99 units /acre)

This category is for single-family detached residential development consistent with of a density of 1 - 2.99 units and acre. Developments at this density generally provides for a higher density of lots less than an acre in size. Public forms of sewer and water infrastructure commonly serve these developments.

Intent of area is comparable to net density lots of approximately 15,000 square feet to 1 acre, which is comparable to net density zoning districts of RS-1, RS-2, RS-3 Suburban Residence Districts and RSE Suburban Estate District.

High-Density Residential (> 3 units /acre)

This category is primarily for multiple family residences including condominium complexes, group housing, nursing homes, and rental- or owner-occupied apartment buildings.

Intent of area is comparable to net density multi-family developments of approximately 1 unit per 5,000-10,000 square feet of land area, which is comparable to zoning districts of RM-1, RM-2, and RM-3 Multiple Family Residence Districts.

Commercial

This category is intended to accommodate all those service, office, and retail businesses serving the community and region.

Intent of area is to provide commercial/retail uses comparable to zoning districts of B-1, B-2, B-3, and B-4 districts.

Business Park

This category is intended to accommodate retail/commercial uses, light manufacturing, and office business uses. The uses should be a blend of business and industry so that an employment and a destination center develop.

Intent of area is to provide a general mix of commercial/retail uses associated with business uses (light manufacturing, technology, offices, etc.) comparable to zoning districts of BP-1, BP-2, and BP-3 Business Park Districts. A mix of approved B-1, B-2, B-3, and B-4 zoning districts may also be used at times

Industrial

This category is intended to accommodate business/industrial uses including manufacturing, warehousing, assembly, and distribution of an industrial nature. Certain approved commercial uses may also be allowed.

Intent of area is to provide industrial uses comparable to zoning districts of M-1 and M-2 Industrial Park Districts.

Recreational

This category includes all public and private recreational sites and facilities. Many of the municipal park sites are derived from the City's adopted Park and Conservation Plan that is adopted as part of this *Comprehensive Plan*. Further recreational aspirations are found in the *Desired Development Areas* discussed below.

The intent of this area is to provide recreational uses comparable to the PI-1 zoning district, although some private uses may be under other zoning districts as per past approvals.

Conservation and Natural Areas

This category includes all publicly and privately regulated conservation sites, facilities, natural areas, and conservation easement areas. Many of the conservation sites are derived from the City's adopted Park and Conservation Plan that is adopted as part of this Comprehensive Plan.

The intent of this area is to provide conservation uses comparable to the CI-1 zoning district, although some private uses may be under other zoning districts as per past approvals.

Landfill and Extractive

This category includes operational and non-operational landfills and their proposed expansions in the future. Any extractive operations in the City are also covered under this area.

Intent of area is to provide landfill and extractive uses comparable to the M-3 zoning district.

Government, Institutional, Transportation, and Utilities

This category includes State, County, and City facilities/infrastructure needs; public and private educational facilities; religious facilities; and civic facilities.

The intent of the area is to provide government, institutional, and transportation uses comparable to the I-1 zoning district.

Desired Development Areas and Notes

As discussed above, the 2020 Future Land Use Map contains specific areas of preferred future development patterns termed by this Plan as "Desired Development Areas" (DDAs). The DDAs provide a landowner or prospective developer, guidance on how the City wishes the lands are to be developed so they are planned appropriately and consistently with the elements found in this Plan. The categories and intents of each DDA found on the map are discussed in detail below. The DDAs have specific geographical locations that are based on the environmental, topographical, natural, and cultural information found in this plan.

Further, this Plan sets forth a series of other desired development notes on the Future Land Use Map. These notes are described in more detail below, but basically provide additional land use recommendations that the City wishes to promote during the 2020 planning period. These notes are also based upon the factual information presented in this Plan relating to zoning, economic development, parks/recreation, conservation, transportation, housing, and infrastructure.

Conservation Preservation DDA

A consistent main objective of Muskego is to provide a balance of the urban and rural atmospheres that have always existed across the community. In order to help make this balance a reality for future generations, this Plan has set forth the Conservation Preservation Development Desired Development Area. This DDA maps out areas of potential future residential development in the City and recommends that landowners or developers look to use the City's Conservation Subdivision ordinances if at all possible. The mapping of this DDA in no way makes the use of Conservation Subdivisions mandatory. The DDA is only intended to be applied to the map so it is evident that the City wants to promote the conservation subdivision concept in order to try to encourage conscious development patterns that work towards preserving Muskego's open spaces and environmental corridors. Various recommendations in this plan are in place as well that recommend enhancing the City's Conservation Subdivision ordinance

to make this concept more appealing to landowners/developers should they develop in the future. Some of the enhancements proposed will include reducing the amount of open space required for a conservation subdivision and adding the potential for more bonus parcels.

Big Muskego Wildlife Area DDA

The Big Muskego Wildlife Area DDA includes the area around Big Muskego Lake established by the State of Wisconsin Department of Natural Resources (DNR) to protect, enhance, and manage the aquatic and terrestrial resources of Big Muskego Lake and surrounding lands, as well as to provide public hunting, fishing, and compatible recreational and educational opportunities. The intent of this DDA is to further establish that Big Muskego Lake and its surrounding environs are a top priority for preservation in the Muskego community. Having this DDA present on the City Future Land Use Map serves as a message that development patterns and densities around the lake are a high concern to the community. Future development of lands within this district should be cognizant of the environmental features in the area and development of lands should be done appropriately around the known environmental features. Land dedications or sales are promoted in this area to the WDNR or the City of Muskego to further enhance the future goal of a solid protection boundary around the lake.

Future Residential Note (Shown as Note #1 on 2020 Future Land Use Map)

The future residential is only noted for one area that is found within the existing Payne and Dolan quarry that is north of Janesville Road and west of Crowbar Drive. The ultimate reclamation plan for this quarry is to develop a residential subdivision around the ponds within the quarry. With this note, the 2020 Plan now shows those future intentions. Densities should be determined upon a future submittal, but should look to follow conservation subdivision principles. This immediate area is also within the possible realm for conjunction to future eco-industrial possibilities, which is mentioned herein below.

Future Eco-Industrial Note (Shown as Notes #2a and #2b on 2020 Future Land Use Map)

The Eco-Industrial note is derived from the City's adopted Economic Development Strategic Plan. The Strategic Plan called for encouraging eco-industrial development around the landfill locations to help reclaim the sites and possibly help differentiate the areas from competitive commercial/industrial real estate markets. Possibilities for 'green businesses' such as alternative energy suppliers, environmental services firms, bioprocessing firms, and producers of composite and recycled materials exist. Future industrial development that provides a quality reuse of the land, while being environmentally friendly is encouraged. It should be noted that an eco-industrial area might include business park related businesses as well. Area 2b includes the existing landfill properties on the 2020 Land Use Map along with the larger parcels north of the landfill between the Durham Hill commercial density properties.

Future Recreation Note (Shown as Note #3a - #3c on 2020 Future Land Use Map)

The future recreation notes apply to few areas in the City where Muskego wishes to promote increased park amenities. The recreation aspiration may be in the form of where the community would like to site a future park or simply where future additional lands for existing parks may be preferred for future park enhancements. The future recreation desires and intentions are detailed herein below (Note: The number reflected below is referenced on the map):

- 3a. A large portion of undeveloped land exists northeast of Kurth Park. If this land should become available for sale or via a proposed development, the Park Board shall look into acquisition of a portion of these lands for the future expansion of Kurth Park, which would tie the park to a community of residents to north of Tess Corners Drive resulting in a park corridor.
- 3b. As per the adopted Parks and Conservation Plan, a future Community Park is required to fit the needs of the community and the area residents within the southeast portion of Muskego. The

City would like to find approximately 20+ acres for the development of a community park within the area noted on the map. Land dedications at the time of residential development or outright purchases may take place. A location for such a park could be found either north of Boxhorn Drive or along Thode Drive (As shown as Number 3b in the two areas on the Future Land Use Map).

- 3c. Park Arthur is found along College Avenue in the northwest portion of the City and is slated to be a full-scale community park within the next ten years. If lands to the east of this park should become available for sale or via a proposed development, the Park Board shall look into acquisition of a portion of these lands for the future expansion of Park Arthur. Additional lands could provide additional recreational services to the community including increased trail amenities.

Downtown Note (Shown as Note #4 on 2020 Future Land Use Map)

Much discussion in this document relates to the future development of the City's downtown. The intent of the Downtown note is to promote development and redevelopment in what is known as Muskego's downtown. The general area for the downtown is those properties found along Janesville Road from Pioneer Drive to Bay Lane Drive. The downtown DDA was created to allow the revival and redevelopment of these properties in order to create new opportunities for the parcel owners. This area is intended to encourage mixed-use, compact development that is sensitive to the environmental characteristics of the land and facilitates the efficient use of services. The category diversifies and integrates land uses within close proximity to each other, and it provides for the daily retail and customer service needs of the residents. Land uses and development in the downtown area should closely follow the land uses noted on the Land Use Map, although an endless amount of other opportunities exist for properties in this area. The City should utilize the Community Development Authority and Mayor's Task Force on Economic Development in implementing the redevelopment of the via the concepts noted in the *Redevelopment District #2 Plan* and the various Mayor's Task Force Downtown Committee Reports.

Notes #5a - #5b removed per Ordinance #1362.

Historic Crossroads Mixed Use Note (Shown as Note #6a - #6b on 2020 Land Use Map)

This note is intended to encourage mixed-use, compact development that is sensitive to the environmental characteristics of the land and facilitates the efficient use of services. The area diversifies and integrates land uses within close proximity to each other, and it provides for the daily retail and customer service needs of the residents. The category is designed to promote the development of land as a traditional neighborhood under urban conventions that were the norm in the United States until the 1940's. Further, the intent of the area is to provide commercial and residential uses comparable to the HC-1 Historic Crossroads zoning district. The two main areas where these concepts are promoted are along the Pioneer Drive area (6a) and the Tess Corners/Janesville Road area (6b). Adopted design guides, as discussed earlier in this *Plan*, elaborate further on the types of development desired for these areas.

Future Commercial Notes (Shown as Notes #7a-7f on 2020 Future Land Use Map)

The Future Commercial areas of Muskego are considered a key component of this Comprehensive Plan due to the direction the City of Muskego is moving towards, with opportunities for new development of commercial areas in the community. The future commercial desires and intentions, as discussed further in the economic development and land use elements of the 2020 Plan, are detailed herein below (Note: The number reflected below is referenced on the map):

7a. Business Park Addition

An opportunity exists for a small future expansion of the business park area along Moorland Road. The City should be open to future business development of these areas to further expand commercial opportunities for the Moorland Road gateway.

7b. Kelsey/Racine Intersection

This area has been deemed as a place where future convenience-type commercial development may be required, as a lack of general convenience retail is not found in the surrounding neighborhood areas. Recommendations from the Comprehensive Plan included having these retail “nodes” within a 3-5 minute drive from denser populations. The City will encourage convenience-type commercial development in this area that adapts to the surrounding environment and meets the objectives of the Comprehensive Plan.

7c. Janesville/Crowbar Intersection

This area has been deemed as a place where future convenience-type commercial development may be required, as a lack of general convenience retail is not found in the surrounding neighborhood areas. Recommendations from the Comprehensive Plan included having these retail “nodes” within a 3-5 minute drive from denser populations. Further, this intersection happens to be a major thoroughfare into the City from its western boundary and is a gateway to the community. The Comprehensive Plan notes that Muskego’s “gateways” should be enhanced and promoted as the perception one has of the community is often created by a first impression. A commercial establishment already adorns the southeast corner of the intersection and future convenience-type commercial development opportunities exist on the supporting corners. The City will encourage convenience-type commercial development in this area that adapts to the surrounding environment and meets the objectives of the Comprehensive Plan.

7d. Muskego Dam/Loomis Intersection

The Muskego Dam Road/Loomis Drive intersection (Centering around State Highway 36) has long been a small area of commercial convenience along this highly traveled route. The City’s Comprehensive Plan recognizes the area as a future retail/commercial node where future development opportunities can take place. The City will encourage convenience-type commercial development in this area that adapts to the surrounding environment and meets the objectives of the Comprehensive Plan.

7e. Racine Avenue Gateway

A future opportunity may exist in this area for additional commercial land along the City's northwest gateway. The gateway is anticipated to develop, with New Berlin, along the Interstate 43 exit. The City should be cognizant to allow increased commercial opportunities in this area to the greatest extent possible. Utilizing a few acres of the western half of the School District land along Racine Avenue would provide these additional opportunities. As the gateway lands develop in the future, the City should begin discussion with the School District about utilizing this land for future commercial opportunities.

7f. West of Janesville/Racine Intersection

Opportunities exist for future expansion of commercial land uses west of the Racine Avenue/ Janesville Road intersection. Some residential land uses still exist here along Janesville Road intermixed with commercial uses. The higher traffic counts, surrounding land uses and access issues suggest the residential parcels are better suited as commercial uses. The City should be open to future commercial development of this area to further expand commercial opportunities for this section of Janesville Road.

One stipulation to allowing commercial uses, at least on the north side of Janesville Road however is to assure that proper buffers to existing land uses are present. For example, future commercial land uses should be highly scrutinized by Planning Commission to assure environmental, fencing, or landscaped buffers are present that separate commercial land uses along the north side of Janesville Road from the residential uses further north.

7g. Institutional use property along eastern Janesville Road

Discussion during the formulation of the 2020 Plan noted that the institutionally used property along eastern Janesville Road (Known as Heritage Church parcel at the time of adoption of this Plan) should be commercial uses in the event the southern portion is sold off OR if the institutional use should discontinue.

7h. Highway 36 Corridor

Opportunities exist for future commercial land uses to take place directly adjacent to Highway 36 between Muskego Dam Drive and Highway 45. The impacts of a highway are suited for commercial development and the daily traffic levels will further suit this type of land use. Thus, future consideration should be given to commercial uses along this stretch when viable development plans are presented. However, it should be noted that this Plan understands that not all properties are suited for commercial development in this area (due to access, environmental concerns, topography, infrastructure, etc.) and that the surrounding rural density residential can then suffice.

Future Transportation Note

The future of transportation facilities in Muskego are outlined in the 2020 Transportation Map (Map 3.6) found in the Chapter 3 Transportation element of his *Plan*. The 2020 Transportation Map serves as the Official Street Map of Muskego and is adopted as such. The map depicts the future streets for Muskego along with existing streets adopted ultimate right-of-way widths.

Future Utilities Note

The future needs of utility infrastructure in Muskego is outlined in the maps and text within the Chapter 4 Utility and Community Facilities element of this *Plan*.