

# CITY OF MUSKEGO

*“Muskego strives to be a community that provides a wholesome and balanced environment in which open space, agriculture, recreation, residential, commercial and industrial land uses can continue to successfully coexist and prosper.”*

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# 2020 COMPREHENSIVE PLAN

ADOPTED BY:

THE COMMON COUNCIL ON THE 14<sup>TH</sup> OF APRIL, 2009

THE PLANNING COMMISSION ON THE 7<sup>TH</sup> OF APRIL, 2009

THE 2020 COMPREHENSIVE PLANNING COMMITTEE ON THE 3<sup>RD</sup> OF MARCH, 2009

Prepared by:  
The Citizens of Muskego,  
Elected Officials, and The  
Muskego Planning Department



# Acknowledgements

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Mayor John R. Johnson

## Common Council

Alderman Tracy Snead, District I  
Alderman Dan Pavelko, District II  
Alderman Neil Borgman, District III  
Alderman Keith Werner, District IV  
Alderman Bill Schneider, District V  
Alderman Tina Schaefer, District VI  
Alderman Noah Fiedler, District VII

## 2020 Comprehensive Planning Committee

Chris Buckmaster, Chairman  
Leonard Pilak, Vice Chairman  
Alderman Tina Schaefer  
Dr. Anthony Scalzo  
Russ Stinebaugh  
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## Planning Commission

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The City of Muskego 2020 Comprehensive Plan has been prepared under authority granted by Wisconsin Statutes, specifically s. 62.23(2), City Planning Functions and (3) The Master Plan, as amended by 1999 Wisconsin Act 9 (revised 2001, 2004) and s.66.0295(2), Contents of a Comprehensive Plan.

**AMENDED  
COMMON COUNCIL - CITY OF MUSKEGO  
ORDINANCE #1293**

**AN ORDINANCE TO ADOPT THE 2020 COMPREHENSIVE PLAN FOR THE CITY OF MUSKEGO AND TO AMEND CHAPTER 41, SECTIONS 41.01, 41.03, & 41.06 OF THE MUNICIPAL CODE OF THE CITY OF MUSKEGO**

The Common Council of the City of Muskego, Waukesha, Wisconsin, do ordain as follows:

SECTION 1: The attached *2020 Comprehensive Plan for the City of Muskego*, as approved by the 2020 Comprehensive Plan Committee, is hereby adopted.

SECTION 2: A Public Hearing was held regarding the 2020 Plan and proposed code amendments on March 10, 2009.

SECTION 3: Chapter 41, Sections 41.01, 41.03, & 41.06 of the Municipal Code of the City of Muskego is hereby amended to read as follows:

*Text changes are inserted here within adopted ordinance...*

**SECTION 4: That the attached adopted 2020 Comprehensive Plan and Map shall include the amendments to make Conservation Preservation Subdivisions voluntary instead of mandatory. Further, that recommendations concerning Conservation Preservation in the plan shall reflect promoting and enhancing the City's Conservation Subdivision ordinances in an effort to promote new developments conserving the City's open spaces and environmental corridors.**

SECTION 4 5: The several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a decision of a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall apply only to the specific section or portion thereof directly specified in the decision, and not affect the validity of all other provisions, sections, or portion thereof of the ordinance which shall remain in full force and effect. Any other ordinance whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms that conflict.

SECTION 5 6: This ordinance shall be in full force and effect from and after its passage and publication.

PASSED AND APPROVED THIS 14<sup>th</sup> DAY OF APRIL, 2009.

ATTEST:

CITY OF MUSKEGO

\_\_\_\_\_  
Clerk-Treasurer

\_\_\_\_\_  
John R. Johnson, Mayor

First Reading: March 10, 2009  
Deferred: March 24, 2009  
Published this 23<sup>rd</sup> of April, 2009.

**Amendment Notes:**

- 1. Amendment 1 added the text in Section 4 of this ordinance, which also adopted new text in the final attached plan that related to this Section 4 amendment.**
- 2. Amendment 2 changed the 2020 Land Use Map within the final attached plan from rural density land uses to commercial land uses for Tax Key No. 2295.996.005.**
- 3. Amendment 3 changed the 2020 Land Use Map within the final attached plan from medium density land uses to commercial land uses for Tax Key Nos. 2195.066, 2195.064, 2195.063, 2195.061, & 2195.058.**

**AMENDED**

RESOLUTION #P.C. 007-2009

APPROVAL OF THE 2020 COMPREHENSIVE PLAN AND RECOMMENDATION OF  
SAME TO THE COMMON COUNCIL

WHEREAS, The City of Muskego appointed a 2020 Comprehensive Plan Committee which was charged with the task of preparing an update to the adopted 2010 Comprehensive Plan, and

WHEREAS, The 2020 Comprehensive Plan Committee presented its proposed plan to the Common Council and Planning Commission after approval on March 3, 2009, and

WHEREAS, The Comprehensive Plan Committee met during the course of 2008/2009 in order to assure the proposed plan had complete information as per the Smart Growth Laws and to assure that the appropriate recommendations for the future of the City until the year 2020 were included, and

WHEREAS, The Comprehensive Plan Committee included public open meetings that allowed public input, public informational sessions, and making all data available on the City Website, and

WHEREAS, On March 10, 2009 the Common Council will hold a public hearing to consider the final plan as adopted by the 2020 Comprehensive Plan Committee, and

THEREFORE BE IT RESOLVED, That the Plan Commission does hereby approve the 2020 Comprehensive Plan recommends the adoption of the 2020 Plan to the Common Council.

BE IT FURTHER RSOLVED, That the Planning Commission recommends approval for any necessary ordinance changes adopting the 2020 Plan.

**BE IT FURTHER RESOLVED, That the Planning Commission approval is dependent on the removal of the mandatory Conservation Preservation DDA language from the Plan.**

Plan Commission  
City of Muskego

Adopted: April 7, 2009

Defeated:

Deferred: March 3, 2009

Introduced: March 3, 2009

ATTEST: Kellie McMullen, Recording Secretary

RESOLUTION #001-2009  
APPROVAL OF THE 2020 COMPREHENSIVE PLAN AND RECOMMENDATION OF  
SAME TO THE PLANNING COMMISSION AND COMMON COUNCIL

WHEREAS, The City of Muskego appointed a 2020 Comprehensive Plan Committee which was charged with the task of preparing an update to the adopted 2010 Comprehensive Plan, and

WHEREAS, The Comprehensive Plan Committee met during the course of 2008/2009 in order to assure the proposed plan had complete information as per the Smart Growth Laws and to assure that the appropriate recommendations for the future of the City until the year 2020 were included, and

WHEREAS, The Comprehensive Plan Committee included public open meetings that allowed public input, public informational sessions, and making all data available on the City Website, and

THEREFORE BE IT RESOLVED, That the Comprehensive Plan Committee does hereby approve the 2020 Comprehensive Plan and recommends the adoption of the 2020 Plan to the Common Council and Planning Commission.

2020 Comprehensive Plan Committee  
City of Muskego

Adopted: March 3, 2009

Defeated:

Deferred:

Introduced: March 3, 2009

ATTEST: Chris Buckmaster, Committee Chairman

**Note: The 2020 Committee met twice between the adoption date of this resolution and the Adoption date of the Council's 2020 adopting ordinance. The meetings were at the request of the Council to further clarify and recommend on issues concerning Conservation Preservation.**

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# FOREWORD

The City of Muskego 2020 Comprehensive Plan (Plan) is the product of a two-year effort by the Comprehensive Plan Committee (Committee,) the Plan Commission, and the Common Council. Muskego's planning staff supported this effort. This Plan is the document by which the citizens of the City of Muskego express their long-term vision, goals, and objectives with respect to the overall quality of life in Muskego. It is to be used as a blueprint to assist the citizens of Muskego and their elected and appointed officials in promoting the public health, safety, morals, and welfare of the Muskego community.

The 2010 Comprehensive Plan formed the basis for the 2020 Plan. The 2010 Plan provides a clear framework for understanding the City's goals and objectives, and has stood the test of time. Many people have worked with this Plan over its lifetime and there has been almost no criticism of the basic framework it provides. The 2020 Plan extends this solid framework into the future. At the same time it is expanded in scope for two basic reasons.

First, the 2020 Plan must conform to a new Wisconsin State Statute being implemented in 2010. This statute prescribes the aspects of the Plan that must explicitly be covered. In fact, the chapters in the 2020 Plan essentially conform to the new statute's requirements. Second, there is a great amount of information newly available in computer form, from reliable sources, that has been incorporated in the 2020 Plan.

The Committee was able to affect this expansion and reorganization of information without losing the essential framework provided by the 2010 Plan. This was accomplished by creating the 2020 Plan from the top down and the bottom up at the same time. New information was flowing in from the bottom and was carefully assembled around the 2010 framework provided from the top.

Each chapter was analyzed iteratively from many points of view. Input was solicited from every Muskego resident in the form of a survey and many people responded. This input had significant impact on the Committee's conclusions. Committee meetings were all open and the Committee took care to ensure that anyone who wanted to be heard was heard. Experts were consulted to confirm factual information, or inferences drawn from factual information. Each Alderman joined the Committee in separate session to completely review proposed changes to the 2010 Land Use Map in his/her district. All concerns were debated until the Committee was in consensus that the conclusions reached were clear and the best possible.

The Committee, the Plan Commission, and the Common Council reviewed a first draft of the entire Plan. Comments from these groups were incorporated before the revised draft Plan was released to the world for review. Several public meetings were then held to obtain feedback from the population as a whole. Input from these sessions was incorporated into successive iterations of the draft Plan. Once the Committee felt the Plan had been thoroughly perfected it was submitted to the Plan Commission and the Common Council for final review and adoption.

The reader does not have to read the entire Plan to use it. The Recommendations section, Chapter 10, has been written to contain the synthesized results of the entire Plan. Its organization is intended to highlight the subset of recommendations in each area the Committee believes will have the most impact on future development. Other significant recommendations are presented as Notes.

Chapters 1 through 9 contain a mountain of information and analysis focused on nine separate areas of concern. If a reader has questions about recommendations in a specific area the related chapter is the first place to look for factual information and more insight into why the Committee recommended what it did.

Quite a number of commissions, boards, and committees presently exist that are focused on specific areas of interest (e.g., parks, utilities, economic development, and the like.) The Committee examined the

ongoing actions and recommendations of these groups and found them congruent with the 2010 Plan. This was no surprise because all these groups were working within the 2010 Plan. As a result they were also congruent with the proposed 2020 Plan. Therefore, the Committee incorporated published plans from these groups directly into the proposed 2020 Plan.

The Committee believes the recommendations that will have the most impact, and the ones that are the most vigorous extension of the 2010 Plan, are the land use recommendations put forth for the undeveloped south and west parts of the city. This is not a new initiative. These recommendations provide specifics to accomplish the goals of retaining Muskego's remaining rural character first put forth in the 2010 Plan, and reiterated in the 2020 Plan.

The 2020 Plan is an official document adopted by the Plan Commission and the Common Council. It is a strategic plan with a long-term focus. It is not an operating plan with a short-term focus. It derives its worth from being stable, and intentionally is difficult, but not impossible, to change.

The Common Council will establish by policy the rules for citizens proposing changes to the Plan. The Council may change this policy and related procedures at their discretion at any time. In all cases the burden is on a petitioner proposing change to prove that a significant change has occurred in a fundamental element of the Plan. At the same time the Common Council may initiate changes, as they believe circumstances dictate, without opening the Plan up to changes from other sources.

As we write this, for instance, the federal government is enacting legislation that might result in sweeping sociological changes throughout the nation. Over time this could result in a great increase in federal influence on our local decisions. For instance, this might result in federal mandates related to our housing stock, which likely would require changes to the Plan.

Similarly, a traumatic national and regional economic decline is possible that would put enormous direct pressure on many aspects of society. This would directly impact Muskego's budget and indirectly impact elements of the Plan. Rates of implementation would likely slow and, among other things, intergovernmental coordination would be catapulted to the highest priority.

The Committee does not presume to foretell the likelihood of these events. The Common Council will deal with any of these situations as they occur.