

Chapter 10:

Recommendations

The recommendations set forth in this Plan are separated into Chapter 10 in order to present them in a more concise organized order based upon the goals and objectives that have been recognized in the various chapters presented herein. The City of Muskego has worked diligently with its elected officials, staff, and concerned residents during the formulation of this *Plan*. As part of the 2020 Comprehensive Plan adoption, the community is expressing a greater goal and vision for its future. Whether or not the objectives, goals, and recommendations of this *Plan* are realized depends largely on the extent to which the elements of this Plan are put to action by the decision-making units.

It is the hope of the residents, stakeholders, elected officials, and City staff that the recommendations presented will further the vision discussed in Chapter 1, which states:

The Vision that motivates this document is, that through attentiveness to the desires of its citizens, 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.

The 2020 Strategic Plan is intended to guide long-term decisions. Its worth derives from its comprehensive nature *and* its stability. It has been constructed much as an extension of the 2010 Plan, which has proven to be very stable, so its stability can reasonably be expected. It can be changed, but the threshold of argument required to justify such a change is intentionally set very high. While the Common Council has the prerogative to change the Plan at its discretion it is expected that no serious changes would be considered for five or more years into the ten-year life of the Plan.

The 2020 Plan addresses real life in all its complexity. It is intended to provide a framework for decision-making, but is not intended to prescribe every detail of a decision making process. Tension inherently exists between goals in different areas of the Plan. This tension is completely natural. Mechanisms have long been in place to resolve such unclear situations. The Planning Staff is the first element of this mechanism. If the Staff cannot resolve an issue satisfactorily it will ask the Plan Commission to consider it. The primary role of the Plan Commission is to make definite decisions in situations that are inherently unclear. Even after the Plan Commission has made its recommendation(s) the Common Council will review the recommended action to see if the Council concurs.

Muskego Goals, Objectives, and Recommendations

The goals, objectives, and recommendations of this document are reflective of extensive citizen input, valuable expert testimony, and consequent thoughtful deliberation. They provide the basis and rationale for the overall vision expressed in the *introduction*.

The goals, objectives, and recommendations in each section constitute a hierarchy. Goals are broad statements of vision. Objectives are measurable restatements of key aspects those goals stating what is to be accomplished. Recommendations are the key actions needed to accomplish the objectives. Actions listed as recommendations are expected to yield 80+% of the desired result, but not all. Secondary recommendations, many elaborations of the stated recommendation, are presented in the “Notes” section. We have not made any effort to prioritize recommendations in the “Notes” section.

Housing

It is worth noting that the city’s housing stock is market driven, not government driven. Property owners have the primary right to initiate development proposals. Government can only constrain, allow, and influence the design of a development through ordinances, incentives, design guides, etc.

Housing Goal: Provide a diverse housing supply that meets the City’s future population requirements. This includes homes for new residents without prejudice as well as for long time residents whose housing requirements might have changed because of age, etc.

Housing Objectives:

1. Maintain existing neighborhoods.
2. Develop new neighborhoods or individual developments that increase the diversity of housing options in the city, consistent with the City’s Land Use objectives.

Housing Recommendations:

In order to meet the goals and objectives of the housing section set forth in this Plan, the following recommendations have been proposed:

1. Adopt the 2020 Future Land Use Map proposed in this Plan. This Plan is largely an extension of the 2010 Plan. It allows for a mix of densities of developable land that provide a diverse array of housing options, which include affordable opportunities and housing for elderly. This will work to keep families together and allow diverse populations to exist. While some lands will allow low-density single-family development, opportunities will still exist in some of the more urban areas of Muskego for higher density residential uses and mixed-use developments.
2. Promote and enhance the City’s Conservation Subdivision ordinances. Allow Planned Developments and Conservation Planned Developments, when showing a benefit to the community via density transfers and increased open space conservancy and dedication, will provide a livable atmosphere that preserves Muskego’s urban to rural character and also benefit individual property owners.
3. Extend and enhance planning requirements applied to new developments. This will become increasingly important as Muskego becomes more and more built out (see Note 1 below.).

Notes

1. The following recommendations are proposed in the formulation of future new development patterns in the City. They represent lessons learned during the last ten years. Other lessons will be learned and incorporated into new planning practices during the life of the 2020 Plan.

- Develop all new land uses consistent with the 2020 Plan, regardless of conflicts with existing zoning, or the proximity of city infrastructure (esp., sewer and water.).
- Ensure large ownership parcels (farm tracts) are developed with a coordinated development plan for the entire property.
- Promote shared utilities, open spaces, and transportation opportunities in new developments.
- Adhere to strict landscape standards for new development that can work to minimize impacts of adjoining land uses (industrial, commercial, or more intense residential) and/or adjoining traffic networks (highways, streets).
- Promote road connectivity between neighborhoods.
- Incorporate pedestrian and recreational amenities in new developments.
- Mandate that residential developments adhere to all City adopted plans (Parks/conservation, utilities, transportation networks, etc.).
- Enforce zoning ordinances in relation to housing, when appropriate, so that current/future housing developments preserve their originally intended qualities and the residents are allowed to keep their investments protected.
- Continue to require that the burden of infrastructure improvements and/or park/conservation needs be on the developer of a new residential land division.

Chapter 10: Recommendations

Transportation

Transportation is an area where the city of Muskego has the least autonomy. Waukesha County and the Wisconsin DOT have total responsibility and control of some of our major roadways. Since their plans are seldom focused solely on Muskego's interest our challenge is to work with them and around them to achieve our transportation goals. Fortunately, both of these governmental organizations plan for road development at least as far ahead as the horizon of our 2020 Plan.

Transportation Goal: Provide an accessible interconnected network of highways, streets, and trails within the community in order to present a safe, affordable, and efficient transportation system that meets the needs of multiple users; Assure mobility of the transportation network within Muskego and the surrounding region while minimizing the impacts a transportation system can bear.

Transportation Objectives:

1. Extend the existing transportation network to new residential neighborhoods and commercial/industrial developments ensuring accessibility to all areas of the community for both pedestrian and vehicular traffic.
2. Ensure the utmost maintenance and implementation of arterial roads in Muskego to enhance safety and ensure resident and consumer traffic is not hampered when accessing destinations within the community and region.
3. Utilize the transportation system to encourage new businesses to locate to the City and helps existing businesses to succeed.

Transportation Recommendations:

Major recommendations are presented in this section and expanded upon in the Notes below.

1. The 2020 Transportation Facilities Map (Map 3.5) serves as the Official Street Map of the City of Muskego.
2. Coordinate transportation decisions with land use decisions.
3. Implement enhanced safety methods in new and existing transportation facilities as new technology evolves (Note 1 below).
4. Implement a proactive road improvement program (Note 2 below).
5. Implement a system of safe and functional off-street recreation trail connections within Muskego and connecting to adjoining cities (Note 3 below).
6. Focus on appearance, as well as function, in all transportation facility projects (Note 4 below).

Notes

1. Transportation methods of today need to be thought out with safety as the key factor in mind. The following recommendations are key to this endeavor:

- Correct “dangerous intersections” and maintain roadways identified by the City, State, or County.
 - Interconnect City streets for public safety reasons to ensure efficiency in the City transportation network. Advertise street stubs (have a sign constructed) noting that the street will be extended upon future development.
 - Minimize driveway and access points in the vicinity of major intersections.
 - Identify hi-prone areas and implement infrastructure updates for safety.
2. One large deficiency found in the creation of the new 2020 Plan was in relation to how the City plans for the future road infrastructure. The following recommendations are proposed in order to maintain efficient and effective roadway reconstructions:
- Maintain a road improvement program that utilizes capital budget monies for improvements and/or new construction of City roadways and trails. The road program can be changed yearly, but should show improvements desired out to a 5-year period. To ensure future road maintenance, the road program should be reviewed yearly.
 - Maintain a GIS file on when roads and trails received maintenance, were constructed or reconstructed, or were resurfaced in order for proper future road program budgeting decisions to be made.
 - Utilize best management practices during transportation construction in order to reduce environmental aspects such as air, water, and noise impacts.
 - Consider implementation of roundabouts for new intersections where the constant moving of traffic is a must and where safety is a high concern.
 - Examine ways to maintain the City’s rural to urban feel during any reconstruction or maintenance of a roadway. Ensure the rural quaintness of Woods Road, Martin Drive, and Durham Drive is maintained if reconstruction to a 100-foot ultimate width should become a need in the planning period.
 - Work with the County to determine the feasibility/timing of expanding Racine Avenue to four lanes from the northern border to Janesville Road.
3. In order to maintain the “play” aspect of Muskego, the facilitation of a system of safe and functional off-street recreation trail connections is needed. Facilities should provide for such activities as walking, running, biking, cross-country skiing, in-line skating, hiking, and nature observation. Horseback riders and cross-country skiers also utilize portions of these trails and consideration for equestrian activity on unpaved recreation trails should be addressed. These opportunities will contribute to the overall quality of life in the City and preserve the many rural aspects Muskego has to offer. The following recommendations will enhance the ongoing efforts.
- Implement a five-year capital budget plan for recreation trail construction.
 - Expedite the implementation of a system of trails around the City and Big Muskego Lake. Concentration on at least completing a full trail system along Janesville to Moorland/Durham to North Cape to Hwy 36 to Muskego Dam to Racine should be a priority.
 - Work to attain easements where right-of-way acquisition is unavailable for completion of trail systems.
 - Commit to installing segments of trails, which are least likely to be installed by developers in conjunction with abutting subdivision development.
 - Install clearly marked signage where trails exist noting the allowed users of each trail segment where applicable.
 - Study alternate public transportation options (bus systems, senior taxis, cab systems, etc.) that may prove to be a benefit of the community in the future.

Chapter 10: Recommendations

- Mandate interior circulation of all multi-family, commercial, industrial, and mixed-use developments with interior roadways and/or cross-access easements to reduce the amount of local traffic.
 - Work with the Muskego Icetronauts Snowmobile Club in completing multi-use trails throughout the City. Both groups could benefit from attaining easements, acquisitions, and funding of the development of trails in the City.
 - Not allowing future street closures or right-of-way vacations where pedestrian access might be appropriate for the future.
4. Beautification is not a term often thought of when thinking of a roadway system and transportation methods. However, it is the desire of this Plan that the City should carefully plan current and future roadways with beautification in mind. The recommendations below are encouraged as Muskego recognizes that street improvements are not limited solely to expand capacity and improved traffic flow. How a road is constructed and how it is visually presented within some areas of the City is also key:
- Budget, at the same time as the yearly road program, to enhance and continually maintain the main gateways to the City so that they are attractively designed.
 - Incorporate community way finding signage.
 - Utilize traffic calming options. When applicable, streets should be developed with boulevards or curves to avoid speeding and other traffic impacts.
 - Develop ordinances, which ensure that the street trees and landscaping installed as part of roadway developments is maintained in perpetuity.
 - Promote building/site designs that facilitate pedestrian friendly areas.

Utilities and Community Facilities

Tension will naturally exist between Muskego's utility providers, whose facilities universe naturally seems to expand; and Muskego's land use planners, whose plans for the rural areas of Muskego might make such expansion impractical in those areas. When such contention arises the provisions of the 2020 Comprehensive Plan will govern.

Utilities and Community Facilities Goal: Provide efficient and cost effective services, utilities, and community facilities necessary to improve the quality of life of Muskego's residents, business and property owners, and guests. Supply and coordinate the location of public utilities and facilities consistent with Muskego's projected growth, resident expectations, and development patterns presented herein.

Utilities and Community Facilities Objectives:

1. Maintain a high level of utility service to existing and new facility users. Existing users should not be negatively impacted while expanding existing facilities or developing new facilities to serve future users.
2. Provide a park system that meets the needs of the future population of Muskego providing City residents with a wide variety of accessible recreational opportunities.

Utilities and Community Facilities Recommendations:

Major recommendations are presented in this section and expanded upon in the Notes below. Much of what is presented in this section are plans incorporated from other Muskego Committees or Boards.

1. Manage Muskego's resources on a long-term basis and implement a Capital Improvement Program for sewer, water, and storm projects (Notes 1A-1B).
2. Implement Muskego's Master Sewage Facility Plan and Water Facilities Plan.
3. Implement Muskego's Parks and Conservation Plan recommendations and the newly associated recommendations below (Other recs in Notes 2A – 2C).
4. Coordinate utility and community facility systems planning with land use, transportation, and natural resource planning.

Notes

1A. The recommendations below are a result of the existing needs of Utilities and Community Facilities in relation to Administration. When future facilities look to renovate/expand/move, a cost benefit analysis should be completed to ensure that the need isn't better suited where the majority of the facilities currently are or if the moving all the facilities may not be a better fit.

- Explore future storage needs for the Public Works Garage as needs demand.
- Explore the expansion or rebuild of the Police facilities before the planning period of this *Plan*.
- Explore future needs for the City parks garage as needs demand.

1B. School related services within the Muskego community was an item previously not covered under the Comprehensive Plan. However, thru increased cooperation between the City and the School District,

Chapter 10: Recommendations

this topic is known to be an essential part to balancing a community that wishes to enjoy a higher quality of life:

- Coordinate frequent dialog between Plan Commission / Common Council and the School Board regarding facilities and services to reduce redundancies.
- Plan the locations of new school facilities in advance of their need.

2A. Since the preservation of rural open spaces and the City's rural character is an ongoing theme within this Plan, the recommendations below are believed to be essential in further establishing these conservation goals:

- Conserve environmentally significant lands and other open spaces via land acquisitions via fee simple purchase, land dedications, easements, and other planning techniques such as conservation developments.
- Establishment of an outdoor interpretive learning center at the Engel Conservation Area within the 10-year planning period.
- Require enhanced stormwater pond enhancements that include the seeding and establishment of native vegetation around the side slopes and lands directly adjacent to stormwater retention basins. A diversity of native flora can deter geese and enhance habitat for more desirable wildlife such as ducks, shorebirds, butterflies, frogs, and turtles while the interesting structures and colorful blossoms of native plants can improve human aesthetics.
- Seek partnerships and financial assistance from private conservation organizations in the area. These may include *Muskego Lakes Land Conservancy*, *Waukesha County Land Conservancy*, *Wisconsin Waterfowl Association*, *Ducks Unlimited*, *Wisconsin Society for Ornithology*, *Prairie Enthusiasts*, *Wild Ones*, and *the National Wild Turkey Federation*.

2B. Fund a future gymnasium facility when demonstrated the need exists within the community and investigate new permanent site to Muskego Community Festival as alternative to Veteran Memorial Park.

2C. Funding for Parks and Conservation Acquisitions and Developments: Consideration should be made to allocate more landfill funds whenever City budget for that given year allows. Other funding sources beyond the landfill payment and general fund should be actively pursued. Federal, state, and private grants should be sought to financially assist the acquisition and management of parklands.

Agricultural, Natural, and Cultural Resource

The future shape of Muskego is largely dependent on how the community protects, preserves, and enhances its existing environmental features. It is critical that we maintain a long-term outlook when making any decisions regarding these resources.

Agricultural, Natural, and Cultural Resource Goal: Preserve and protect the significant natural features identified in the Conservation Inventory in order to maintain Muskego’s rural, scenic, and historic rural character; Assure future public enjoyment of these valuable areas. Preserve farming as a valuable way of life in Muskego and sustain productive farmland for continued agricultural use.

Agricultural, Natural, and Cultural Resource Objectives:

1. Enhance Muskego’s lakes and their environs; especially Little Muskego Lake, Lake Denoon, and the entirety of the Big Muskego Lake Wildlife Area.
2. Realize Muskego’s rural character and the definition this brings to the community at large. Preserve productive farmland from development.
3. Identify and protect unique and historic features within the City.
4. Enhance the protection of endangered species in Muskego.

Agricultural, Natural, and Cultural Resource Recommendations:

Major recommendations are presented in this section and expanded upon in the Notes below.

1. Invest in Muskego’s three lakes and their environs with a long-term outlook (Note 1).
2. Encourage land use patterns that are environmentally sensitive by promoting and enhancing the City’s Conservation Subdivision (Note 2).
3. Implement novel ideas to enhance Muskego’s quality of life (Note 3).
4. Maintain a long-term outlook when evaluating Muskego’s resources and implement the recommendations iterated in the City’s adopted Conservation Plan (Note 4).

Notes

1. Muskego’s lakes were found to be one of the most valuable and identifiable resources the community has. The following are proposed so that the lakes continue to be an identifiable asset for residents in the coming decades:
 - Invest monies into purchases of the Big Muskego Lake Wildlife Area (BMLWA).
 - Engage literature to properties within BMLWA requesting sale or easements.
 - Continue to test and monitor Muskego’s main lakes assuring safety.
 - Aid lake districts in maintenance of invasive species and eradication methods.
 - Work to ensure that the Land Division Ordinance, which allows for City acquisition of conservation priority lands through dedication and reservation, is adequately enforced when needed.

Chapter 10: Recommendations

2. Update the City's Conservation Subdivision Ordinance with the adoption of this Plan. Consider lowering the open space percentages and increasing the allowable number of bonus parcels for Conservation Planned Developments.
3. The following basic recommendations materialized during the formulation of the Agricultural, Natural, and Cultural Resource research and studies:
 - Promote new developments to display themes of the City's rural character, agricultural heritage, and history.
 - Promote sites within Muskego for inclusion as national/state historic sites.
 - Work to institute a farmer's market to further promote the city's resources.
 - Invest in trails to provide access and corridor protection of natural areas.
 - Actively pursue and implement rustic structure designations on those structures that are found to meet the ordinance. Allow conditional uses for these structures and encourage maintenance programs for those deemed rustic.
 - Maintain the City's status as a tree City USA.
 - Work with other jurisdictions on preservation of the City's natural features.
4. During the formulation of this Plan it became evident that Muskego has many acres of park and conservation lands within the community at times, some of these lands are questioned to their needs as an alternate type of land use. The following recommendations, or process, is sought in order to assure that any conversion of park or conservation land to an alternate land use is first thought through appropriately:
 - Assure more scrutiny in the event the City should choose to look at selling/dedicating/granting some of its existing open spaces or recreation lands for a conversion of use by first attempting to find that the following has occurred:
 - Well-documented public need that substantially outweighs the public good afforded by the government conservation property at issue.
 - Well-documented and thorough search for other possible non-conservation host lands and clear conclusion that the government property at issue is the only feasible site.
 - The area of the government conservation property being considered for conversion is the minimum area necessary to meet the need.
 - Prior to final approval and conversion of the government owned property at issue, an attempt to acquire a new and not yet conserved parcel, about equal in natural resource value and/or acreage to the parcel at issue, should be acquired/attained by the government for conservation purposes.
 - Well-documented and thorough evaluation of original grantors and/or donors to ensure that there is no violation of such intent (In other words, honor those that helped the municipality acquire the conservation parcel at issue.).
 - No conversion will run counter to any applicable laws and/or affect the status of the municipality under any applicable laws.

Economic Development

Economic Development and budget issues are closely linked, with the expectation that as more business comes into Muskego property taxes will decrease. Most people would agree with this in general; unless, of course, new development was occurring in their backyard. This testifies to the obvious tension between economic development and quality of life concerns. Since we will not achieve the goal of doubling our economic base without new development in new places the development challenge is actually twofold. First, to find ways to attract suitable new business; and second, at the same time to find ways to make the new development acceptable to affected citizens who like Muskego the way it is.

Economic Development Goal: Diversify the tax base to relieve property tax burdens, and to provide more local shopping and employment opportunities; Establish a memorable community image that builds on the City's small town atmosphere and natural amenities; Improve the overall 'climate' for economic development through public outreach, business development programming, and through the actions and behaviors of city representatives; and, Protect and improve the quality of life by balancing sound fiscal and environmental management.

Economic Development Objectives:

1. Increase the commercial tax base of the City of Muskego from its present 9% to at least 16-18% by the year 2020.
2. Provide new high quality employment opportunities.
3. Develop a strong downtown with cultural attractions and services that create a high quality of life. Enable the development of a "park-once-and-walk" downtown.

Economic Development Recommendations:

1. Implement the adopted Economic Development Strategic Plan recommendations (Discussed in Chapter 6 and within the ED adopted Plan).
2. Complete development of the Moorland Corridor Business Park.
3. Redevelop the Muskego Business Center.
4. Redevelop the Downtown Center (see Note 1).
5. Utilize City Boards and Committees for more initiatives (Note 2).
6. Think "outside the box" to find new development initiatives to pursue (Notes 3-7).
7. Market that Muskego is a regional opportunity for business within the economic corridor of Milwaukee, Chicago, and Rockford-Beloit-Janesville.
8. Entertain Tax Incremental Financing (TIF) from private developers when adopted TIF process is followed and proposals are appropriate for the community.
9. Give special consideration to Environmentally Contaminated Sites in regards to future development and land use decisions

Chapter 10: Recommendations

Notes

1. The downtown of Muskego (generally located along Janesville Road) should be focused upon in order to facilitate groupings of viable businesses. The downtown should work around the future Janesville Road reconstruction project to incorporate a sense of place and destination for residents and visitors. The following recommendations are sought to aid the future viability of Muskego's downtown:
 - Explore the formulation of a Business Improvement District (BID) pursuant to Wisconsin Statutes once increased development of the "downtown" takes place.
 - Encourage, where applicable, a high degree of commercial, retail, office, and residential use in the downtown area. Continue to allow amendments to the Zoning Code, when required, to permit greater flexibility in the uses of downtown property.
 - Work towards a "park-once-and-walk" downtown.
 - Amend the Downtown Design Guide to reflect the identities and boundaries found within the "downtown."

2. The Mayor' Task Force (MTF) and Community Development Authority (CDA) are groups of residents and business owners in Muskego working toward a common goal to increase economic development efforts in the community. The following recommendations are set forth so that the MTF and CDA can adequately continue these efforts:
 - Re-evaluate and possibly recreate the Sustainable Economic Development Strategic Plan around the year 2015 via the MTF.
 - Continue to utilize the MTF for new development objectives and the CDA for redevelopment objectives.
 - Undertake each "Key Action Area", as defined by the Mayor's Task Force on Economic Development, by the year 2020.
 - Make the "Downtown", "Moorland Corridor", and "Industrial Park" action areas identified in this Plan a priority for the community.
 - Utilize the MTF and the CDA to assist new business development by providing:
 - Management assistance (direction to programs on entrepreneurship, business accounting market research, and product development).
 - Financial assistance programs (TIF, U.S. Small Business Administration, revolving loan funds, economic development loan funds).
 - Networking opportunities (roundtables, CEO networking groups, trade associations).
 - Feedback (business appreciation events and promotion of the successes of small and emerging businesses).

3. Market that Muskego is a regional opportunity for business within the economic corridor of Milwaukee, Chicago, and Rockford-Beloit-Janesville. Many firms otherwise attracted to these communities may also consider locating in Muskego because of its convenient location and its proximity to skilled labor, urban amenities, and sub-rural/lake-oriented lifestyles. Many studies have been completed regarding the current economic makeup and economic desires of the community. The following is set forth encouraging business types that fit the future needs of Muskego:
 - Encourage industries in which Muskego is well positioned to absorb new growth: Wholesale trade, light manufacturing, and services.
 - Focus on the following to build a sustainable market environment that is identifiable and viable solely for Muskego:

- Growth in service sector employment – Service-sector jobs has lead the employment and earnings growth in metropolitan Milwaukee over the past decade.
 - Small businesses – Smaller firms and new ventures are important to the makeup of the City of Muskego.
 - Job commuting of residents – focus on new businesses related to finance, insurance, real estate, services, and manufacturing as these employers employ a large number of the current job-commuters in the City.
 - Target the following industries for recruitment, which build upon Muskego’s strengths and opportunities:
 - Advertising
 - Engineering
 - Architectural
 - Accounting and Auditing
 - Management Consulting
 - Environmental Consulting
 - Business Consulting
 - Computer and Data Processing
4. Implement new design guides as new areas, that require special identities, may develop in the City. Enable the annual review of the design guides, as the guides are a useful tool for developers, staff, and Plan Commission members when evaluating and developing proposals.
 5. Entertain Tax Incremental Financing (TIF) from private developers when adopted TIF process is followed and proposals are appropriate for the community. Work to meet the “desired qualifications” of the adopted TIF guidelines whenever possible.
 6. Give special consideration to Environmentally Contaminated Sites in regards to future development and land use decisions in regards to brownfield and environmentally sensitive locations.
 7. Work with surrounding jurisdictions and area regional economic development program initiatives that benefit the City and region and evaluate the initiatives’ return on investment by considering social, environmental, economic and fiscal factors.

Intergovernmental Cooperation

The technology of government and the pace of living are increasing relentlessly. The cost of providing governmental services in this environment is likewise increasing. At the same time the prosperity of our local and regional economies is declining, and this decline likely will continue throughout the planning period. Local governmental units face the challenge of surviving as autonomous units in this environment. To do so local governments will have to stop simply competing among themselves and learn to cooperate on a new scale. This cooperation will initially be ad hoc and event driven.

Intergovernmental Cooperation Goal: Significantly improve the effectiveness of delivering governmental services while achieving significant overall cost reduction within the region, and specifically within Muskego. At the same time retain our local identity and the associated prerogatives of determining what that identity will be in the future. The other alternative is to concede these prerogatives to a higher authority (e.g., the state or federal government), which will be only too happy to tell us what our identity will be.

Intergovernmental Cooperation Objectives:

1. Build relationships of trust and cooperation with regional governmental units.
2. Develop strategies for combining services with other local governments.
3. Identify the key aspects of Muskego's identity and preserve them.

Intergovernmental Cooperation Recommendations:

1. Coordinate planning efforts with regional and neighboring jurisdictions (Note 1).
2. Explore the use of shared facilities of regional and neighboring jurisdictions.
3. Pursue cooperative economic development tasks with neighboring communities.
4. Work with the City of New Berlin, City of Franklin, Town of Vernon, Town of Norway, Village of Big Bend, Waukesha County, and other jurisdictional agencies on issues of mutual concern (Notes 2-3).
5. Resolve conflicts with government entities and jurisdictions in a non-confrontational manner in order to attain mutual goals. Keep an open line of communication with other government officials.

Notes

The recommendations below reflect the beginning state of development existing today. We expect the emphasis in this area will grow dramatically in the period from 2010 to 2020. We expect the focus of this development will be along the line of the recommendations presented above; however, we recommend the Mayor should be guided by, but not limited by, the simplistic provisions of this plan as he pursues this ever more important area of development.

1. The lack of cooperation between surrounding local governments and other governmental entities was realized in the formulation of this Plan. It is Muskego's goal to rectify any intergovernmental deficiencies within the 2020 planning period via the following measures:

- Provide copies of this Comprehensive Plan to all surrounding local governments during draft and final implementation phases.
 - Work with incorporated neighboring jurisdictions to develop compatible land use and zoning regulations and approvals.
 - Cooperate with surrounding governments in determining feasibility of combining City services while avoiding duplication of any services.
 - Develop intergovernmental agreements, if needed, with surrounding towns regarding services and/or extraterritorial powers.
 - Identify dissimilarities between this *Comprehensive Plan* and those of the neighboring communities. Work to resolve dissimilarities, especially those involving land uses and economic development.
 - Work with other jurisdictions and surrounding cities/towns in preserving the natural resources. Protecting the state waters and surrounding lands that contributes to the ecosystem. Include purchases of lands and easements as they become apparent and necessary.
 - Cooperate with other units of government on recreational and transportation facilities that are under shared authority, cross-jurisdictional boundaries, or provide direct benefit to Muskego or the neighboring communities.
2. Specifically in regards to the Cities of New Berlin and Franklin:
- Adopt future land use decisions along the borders to New Berlin’s and Franklin’s adopted 2020 land uses. Assure land use decisions in this area can benefit both communities providing quality services and economic prosperity.
 - Be open to discussion of joint protection services where the sharing will result in lower costs and increased efficiencies (Police, fire, ambulance and emergency protection services).
 - Work with the City of New Berlin in regards to the “Mill Valley” area near the northwest gateway to Muskego. Make certain that utilities, road infrastructure, and quality architecture are in place during the course of the future development and find alternatives that make sense for the future viabilities of both communities, while also ensuring that each is made whole (installation fees, connection fees, ongoing maintenance, future taxing, etc.).
3. Work in partnership with the Muskego-Norway School district in determining school service needs for the community and the burdens and requirements on school related facilities. Encourage district participation in future land division and density decisions.

Land Use

Land is the key physical resource in the City. There is only so much of it. Intrinsic value is ascribed to it because landowners have the right to develop the land within prescribed limits. Achieving results in all the other areas of development included in this Plan require using land. And land, once developed, becomes the most difficult resource to change.

Therefore, the Land Use goals are simply the synthesis of goals from the previous elements in this Plan. At the highest level the Land Use goals stated seem grand and give the impression of natural harmony. At lower levels in the decision hierarchy, however, where practical action takes place there are many issues in natural tension. Decisions made at the action level most often involve making compromise(s) among different goals.

While each separate element in the Plan plays an important role in assuring a balanced Muskego community, each element actually competes for permission to develop land to realize its objectives. Such competition most likely manifests itself in the form of a petition to develop a parcel of land.

Some petitions, with little or no controversy, are handled by the planning staff. Petitions with more controversy are presented to the Plan Commission for recommendation and then to the Common Council for review. In all cases that come to the Plan Commission the first and most basic consideration applied to the petition is to compare the intended use with the Land Use Map in the Comprehensive Plan. A petitioner who wants to develop property in a manner inconsistent with the Plan will have a very, very difficult time getting past this first step in analysis.

Great effort has been put into developing the 2020 Land Use Map, which is based on the 2010 Land Use Map, because it is the cornerstone of the entire 2020 Comprehensive 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.

Land Use Objectives:

1. Utilize land as efficiently as possible while protecting priority recreation, conservation, and other environmentally sensitive areas.
2. Protect the rights of property owners as development occurs.

Land Use Recommendations

1. Implement and adhere to the Future Land Use Map contained in this 2020 Comprehensive Plan. Allow land uses as per the densities on the 2020 Future Land Use Map and the Desired Development Areas (DDAs) listed in Chapter 8. Specifically, when conflicts arise between land uses in the 2020 Comprehensive Plan and existing Zoning Ordinances the provisions of the 2020 Comprehensive Plan will govern.

2. Promote the use of conservation subdivisions and design in order to assure the optimum development of the City's environmentally significant areas. Ensure a balance of open space to developed areas is planned for in all new residential, industrial, business park, and commercial development.
3. Establish high quality standards of excellence in site planning, architecture, landscaping, lighting, etc. for new and infill development. Build on Muskego's existing base of standards, design guides, etc., and extend requirements as development practice evolves.
4. Implementing growth management strategies to maintain a healthy balance between infrastructure requirements and availability (Notes 1 and 2 below.) Distribute land uses in a way that they are accessible to supporting infrastructure systems in order to assure the most efficient allocation of services.

Notes

1. The market should drive population growth in Muskego. However, if the rate of growth exceeds 5% in any 12-month period, or 8% in any 24-month period, the Plan Commission and Common Council should review the adequacy of both this Plan and the City's development standards (*The Community Development Department should monitor population growth through available sources, including the Wisconsin Department of Administration, SEWRPC, and the US Census Bureau and advise the Common Council when these thresholds are breached*).
2. Data has shown that the number of lots/units allowed within a given year can directly affect the population growth for the City in successive years. In order for the municipality to stay abreast of growth before it takes place, the City must be cognizant of the ramifications of approving too many lots or units in a any given year in order to maintain the services the City desires. The recommendation directly above looks to review this Plan after large growth has occurred, but this recommendation is more directed at watching over growth before it is too late. As discussed above, the market should drive population growth in Muskego. However, if the municipality is breaching 300 or more units or lots in any given year, the Plan Commission and Common Council should request an increased amount of data before approving any more developments. This data may or may not include the following:
 - Market Analyses: Showing that the market in the location proposed is ready to absorb the proposals amount of units/lots.
 - City Service Analyses: Showing that the proposal puts no increased drain on City Services that the municipality can't absorb.
 - Growth Analyses: Showing that the City is still within the population growth constraints of Issue 1 above (That the City is not exceeding 5% population growth in any 12 month period, or 8% population growth in any 24 month period).

(The Planning Department should monitor the number of units and lots that gain final approval in a given year and mandate that the strategies discussed above are submitted by a developer to the Planning Commission and Common Council for review when a proposed development proposes an amount of combined lots and units larger than the threshold of 300 for that year. Note: The unit and lot count should be derived only by final approvals for a CSM, Building, Site and Operation Plan, or Plat.

Implementation

Plan Amendments: The Comprehensive Plan is not a strict blueprint for development and land use patterns in the City of Muskego. The Plan will be flexible as constraints of the environment and community desires may change. The recommendations and objectives set forth herein were based upon existing factual data and the spoken priorities of those involved in the planning process. During the course of the planning process, it was known by those involved that constraints of the environment, infrastructure needs, or individual aspirations might change. Thus, this *Plan* should be amended if demonstrated as appropriate to the Common Council. However, amendments should only be made after a rational evaluation of the existing conditions and the potential impacts of such a change are made. Thus, this Plan recommends that the following be answered and/or shown to the Common Council and Planning Commission before any amendment request is fulfilled:

1. What has changed with the parcel(s) since the adoption of the 2020 Plan that warrants a new thinking/direction for the area?
2. Demonstrate that the proposed amendment is consistent in all respects to the spirit and intent of the City's ordinances, is in conformity with the general plans for community development, would not be contrary to the general welfare and economic prosperity of the City or of the immediate neighborhood, that the specific development plans have been prepared with competent professional advice and guidance, and that the benefits and improved design of the resultant development justifies the variation from the normal requirements of the adopted Comprehensive Plan.
3. Any other criteria that the Council and/or Planning Commission deems necessary. Said criteria may be adopted in the form of an adopted policy by the aforementioned bodies of Muskego government.