

# Chapter 1:

# Issues and Opportunities

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The Issues and Opportunities element of this *Plan* provides an overview of the important demographic trends and background information necessary to create a complete understanding of the City of Muskego. Wisconsin's Comprehensive Planning Law, which is contained in Section 66.1001 of Wisconsin Statutes, requires this element to include a statement of overall goals, objectives, recommendations and programs for the 20-year planning period, as well as household and employment forecasts that are used to guide the development of this plan, and demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the governmental unit.

## **Vision Statement**

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.

## **Muskego Goals**

The goals of this document are reflective of extensive citizen input, valuable expert testimony, and consequent thoughtful deliberation. These goals are expanded upon in Chapter 10 of this Plan with objectives and recommendations. The goals provide the basis and rationale for the overall vision expressed in the *introduction*. The essential goals are described below and represent the backbone of this Comprehensive Planning effort.

**Housing:** 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.

**Transportation:** 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.

**Utilities and Community Facilities:** 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.

**Agricultural, Natural, and Cultural Resource:** 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.

**Economic Development:** 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

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behaviors of city representatives; and, Protect and improve the quality of life by balancing sound fiscal and environmental management.

**Intergovernmental Cooperation:** 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.

**Land Use:** 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.

### **State of Wisconsin Goals**

The 1999 Wisconsin Act 9 (revised 2001, 2004) included legislation changing the framework for comprehensive planning in Wisconsin. This law establishes 14 local comprehensive planning goals, as follows:

- (a) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- (b) Encouragement of neighborhood designs that support a range of transportation choices.
- (c) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open space, and groundwater resources.
- (d) Protection of economically productive areas, including farmland and forests.
- (e) Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- (f) Preservation of cultural, historic, and archeological sites.
- (g) Encouragement of coordination and cooperation among nearby local units of government.
- (h) Building of community identity by revitalizing main streets and enforcing design standards.
- (i) Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- (j) Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- (k) Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
- (l) Balancing individual property rights with community interests and goals.
- (m) Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- (n) Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The state local comprehensive planning goals are consistent with the elements presenting Muskego's planning goals within this plan.

## **The Community**

The City of Muskego is within a beautiful setting located in southeastern Waukesha County, 12 miles southeast of the City of Milwaukee. Muskego is graced with an abundance of natural resources including three lakes. Big Muskego Lake and Little Muskego Lake are located entirely within the municipality, while Lake Denoon is partially located in the Town of Norway. All three lakes are tributary to the Fox-Illinois River basin, and are ultimately a part of the Mississippi River basin. The lakes that adorn Muskego offer all sorts of recreation from boaters to fishers and hunters. Other minor bodies of water can be found throughout the community.

The City of Muskego encompasses 23,018 acres of land, or approximately 35.8 square miles. The City is bounded to the west by the Town of Vernon and Village of Big Bend, to the north by the City of New Berlin, to the east by the Village of Hales Corners and City of Franklin, and to the south by the Town of Norway. The location of Muskego, easily accessible from Interstate Highway 43, provides it with extraordinary access to major world-class markets, jobs and labor, and cultural opportunities.

While the City of Muskego is within minutes from downtown Milwaukee, it is also within an hour from Chicago. It is considered to be within the socio-economic influence of Southeastern Wisconsin, including Milwaukee, Waukesha, Racine, Kenosha, and Walworth Counties. This area has an estimated 2006 population of 1,770,054 (WI Dept. of Administration).

Muskego is located in what is commonly known as Wisconsin's Kettle Moraine. The topography of the region displays the Kettle Moraine character and is characterized by glacial features, which are the result of marginal deposits, and geologic activities, which occurred more than ten thousand years ago during the Pleistocene Epoch. As a result, local conditions vary from rolling hills to flat terrain.

Overall, Muskego has and will continue to be about creating a balance of growth that preserves the rural heritage Muskego has been built upon. The quality of Muskego resident life has been built upon this rural heritage and this plan continues that effort.

## **History: Settlement**

The City of Muskego possesses a rich and colorful history. The settlement was originally home to the Potawatomi Tribe of Native Americans who referred to the area as Musk-kee-guac, or "Sunfish." The presence of the lakes, large forests, and abundant game supported the large population of Native Americans.

In 1827, the first European settler arrived and established a trading post. The settler remained two years, trading with the Potawatomi Tribe. The Potawatomi ceded their lands in Wisconsin to the Federal Government in 1833. The Potawatomi Tribe remained in the area until the 1850s, making it one of the final areas inhabited by the Tribe. However, as late as the 1870s the Potawatomi continued to return to the lakes in the area to hunt and fish.

In 1836, Wisconsin was granted territorial status by the federal government and separated from the Michigan Territory. In accordance with Federal law the land was surveyed, which led to the formal establishment of the Town of Muskego in 1838. The new town was one of four in the western portion of Milwaukee County, and covered 144 square miles. One year later, the Towns of Vernon, Waukesha, and New Berlin were split from Muskego. This reduced the land area of Muskego to 36 square miles. In 1846, sixteen western townships in Milwaukee County formed Waukesha County.

The first permanent European settlers to Muskego were Luther Parker and his family, who arrived from New Hampshire in 1836. Other settlers soon followed. Five separate settlements were established, including Yankee, English, Irish, German, and Norwegian immigrants. In 1839 the town's first school

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was established, and in 1842 the first recorded town meeting was held. Agriculture was the backbone of the economy with produce being shipped to Milwaukee by wagon. By 1849 the Janesville Plank Road (later known as Janesville Road) extended from Milwaukee to Muskego. In addition to providing farmers with improved access to markets, it provided faster mail service to the post office that was established in 1848.

### **History: 20<sup>th</sup> Century**

Thanks in part to the Janesville Plank Road, Muskego found itself an emerging recreation destination. Improved roads allowed more people to discover the natural beauty of the Town with ease. Muskego became even more popular when the trolley line of Milwaukee Electric Railway and Light Co. opened in 1904. The line allowed travelers to take day trips to Muskego, creating crowded trains in the summer. The trolley line continued to operate until 1939.

Many resorts and lake cottages emerged during the 1920s, lining the shores of Little Muskego Lake. Often several families would form a social club to build a cottage, which the families would share during the season from early spring to the end of September. Some families did choose to live in the cottages all summer. In 1925, Muskego Beach Amusement Park opened on the south shore of Little Muskego Lake. The park boasted a swimming beach, carousel, roller coaster, and other attractions. The amusement park continued to be a fixture in the life of Muskego until it closed in the early 1970s.

The arrival of the automobile in the 1920s transformed Muskego into the community it is today. Highways, such as Janesville and Loomis Roads, allowed quick and convenient access to Muskego for Milwaukee residents. The automobile contributed to an increase in population by 58 percent between 1930 and 1940. Approximately 2,500 residents lived in Muskego by the start of the WWII.

In the post-war decades, Muskego changed from a community based on agriculture and recreation to a suburban community. The population continued to grow, reaching 4,157 residents by 1950. New subdivisions were constructed, and many of the lakeside cottages were converted into year-round residences. Between 1950 and 1960, the population more than doubled, reaching 8,888. This necessitated the formation of the Muskego-Norway School District, including the construction of a high school and the expansion of public services. In the 1950s the first zoning ordinances were established as the town sought to plan for growth. In the 1960s Interstate 43 opened, offering faster and more convenient access to Milwaukee. This contributed to the continued growth of the Town. A comprehensive plan for the town was completed in 1963 with all of the zoning ordinances updated.

### **History: Modern Day**

In 1964, two annexations in the northwest corner of the Town took land away from Muskego. This sparked discussions about incorporation by the Town leaders. The Town Board felt that as suburban growth continued, the Town would gradually be broken up by annexation. The consequences of this would be damaging for the residents. Incorporation as a City was the only way to avoid this possibility. In a referendum the residents supported the incorporation movement. The City of Muskego was incorporated as a third class city with the population at 10,497 on November 9, 1964.

Since the incorporation in the 1960s, the City has grown steadily. New businesses and industries were established and sewer and water service was provided to the majority of residents to support population increases. The City Hall was constructed in 1972. The City believed strongly in orderly growth and development, and has taken steps to ensure the maintenance of Muskego's quality of life. One of these steps was restoration of area lakes in the 1960s, and restoration projects continue today. The City also strives to maintain its open spaces by encouraging the preservation of remaining farmland. As the City grows in the 21<sup>st</sup> century, it will continue to draw on its heritage and spirit to remain a fine place to work, live and play.

### **The Comprehensive Planning Process**

The planning process, as employed by the Comprehensive Plan Committee (the "Committee"), was designed to solicit both citizen and expert input as no other Comprehensive Plan for the City of Muskego had done in the past.

In 2006, the City Planning Department began formal preparation of an update to the current 2010 Comprehensive Plan. The update was to be known as the 2020 Comprehensive Plan. The 2020 Plan was more than an update, but also a response to the current policies, trends, and desired growth of the City of Muskego. Like the previous Comprehensive Plans, the 2020 Plan utilized the citizens as the utmost authority in guiding the recommendations and visions found herein. The 2020 Plan is a result of countless hours by City staff, Elected Officials, and citizen volunteers. A multitude of Boards and Committees provided their individual insights and the community provided their knowledge and wisdom.

The "2020 Comprehensive Plan" presented in this document continues the process of long range and comprehensive planning in Muskego by updating elements related to regional and local trends, demographics, housing, future land use and compliance with state law. This Plan is tailored to the needs of the City of Muskego. It encompasses the concept of a "master plan" as described in s.62.23(3) of Wisconsin Statutes, but also includes implementation strategies and specific actions for years 2010-2020.

The Comprehensive Planning Process started with City Planning Department staff issuing a draft plan for initial 2020 Planning Committee comment. The Committee, thru many meetings, broke down each smart growth element presented in this *Plan* and produced informed recommendations and goals for the future of Muskego. The Alderman of each district was invited to share their known constituent issues. The Committee also utilized public hearings and visioning sessions with full City notification. Further, all City Boards and Committees were invited to comment on the Plan during the adoption process. A public participation plan, that employed the following objectives, was then utilized during the implementation process of this *Plan*:

- Objective 1: Provide the public with timely notice and reasonable access *to* information about physical development issues and processes.
- Objective 2: Create opportunities for all segments of the public to become informed about issues and proposals under consideration.
- Objective 3: Share with the public the tasks of identifying concerns, developing alternatives and evaluating policies *to* address the concerns.
- Objective 4: Be open, honest, and accurate in public statements and accountable for diligent follow-up and timely results from the commitments they make.
- Objective 5: Listen and respond *to* suggestions made by the public. The City will incorporate public input into the plan documents.
- Objective 6: Foster candid information exchanges and ongoing two-way communication using a variety of mediums.

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The City anticipated a four-step planning process for the development of the 2020 Smart Growth Update. The following procedures for public participation were undertaken for informing and getting citizens involved during each phase of the comprehensive planning process:

1. **Analysis:** Appropriate participation tools are identified and utilized to obtain a complete demographic profile of the community and get a sense of the strengths, weaknesses, issues and opportunities.
2. **Visioning:** The Appropriate participation tools are identified and utilized to access which services and types of development are considered important to the community, as well as determine issues to address and strengths to build on.
3. **Synthesis:** The public's vision is drafted into document form, which includes demographic information and translates the public's desires into statements of goals and recommendations.
4. **Formal Review and approval:** The draft document is distributed to the public, city library, neighboring communities, and overlapping jurisdictions, as well as all others who express interest in receiving the draft plan. Responses to written public comments and suggestions on the draft document are reviewed by the Common Council and addressed before additions, edits or other changes to the draft plan are recommended by the Council to the Plan Commission. A public hearing is held for formal public review and comment on the final draft. Common Council reviews and addresses the public written comments on the final draft in the adopted document.

**Citizen's involvement has always been very important at all stages of the City's planning process. Listed below is a summary of the various ways in which the City has and continues to engage citizens in discussions about planning. Each technique has its advantages and disadvantages. Any or all of the techniques listed were chosen in the analysis phase and utilized in the visioning phase of the comprehensive planning process.**

- Public Information Handouts
- Commission Meeting With Open Comment Period
- Press Packet/News Releases
- Web Postings
- Key Stakeholder Interview
- Targeted Mailing/Survey
- Stakeholder/Public Official Briefings
- News Conference
- Tasks Force
- Advisory Committee
- Visioning Sessions
- On-going Newsletter Articles
- Design Charette
- Dedicated Web-site
- Public Information Meeting/Open House
- Exhibits and Displays In Public Buildings
- Public Hearing

Ultimately, the 2020 Plan is adopted by the Common Council, upon recommendation from the Planning Commission, based upon all the compiled data and information sessions noted above.

### ***Community Survey-2005***

As a parallel activity, to offer a more controlled and scientific sampling, a sample of property owners in the City of Muskego received a survey questionnaire originally designed by City staff and the University of Wisconsin-Whitewater. In 2006, these surveys were mailed to 1,500 randomly sampled property owners in the City of Muskego. Five hundred eleven (511) completed surveys were returned, yielding a 34% response rate. The survey was designed to address opinions with respect to the main issues and goals of the community. A copy of the survey's questionnaire and executive summary is included as an appendix to this document.

### ***Community Survey-2008***

The Comprehensive Plan Committee also took it upon them to perform a secondary survey sent to all Muskego residents about the main issues and questions that were derived during the Comprehensive Planning Committee process. This survey served to finalize the recommendations of this Plan by further defining and addressing the main issues of concern for the City and Comprehensive Planning Committee. The survey questionnaire and the results are also included as an appendix to this document.

Through a combination of the input received at the public informational meetings, and the outstanding response rate to the survey, a highly accurate picture of the desires of the residents and property owners of the City of Muskego was obtained. These results served to shape the Committee members debate as the 2020 Comprehensive Land Use Plan took shape.

### **City Planning Thru the Years**

The City of Muskego enjoys a rich history of planning since the incorporation in 1963. Recent plans that have influenced the development of Muskego and its environs are listed below. The adopted plans have shaped Muskego over many years to the mix of urban and rural uses we enjoy today. It is fair to say that the new 2020 Comprehensive Plan looks to promote many of the same principles from the past, all while preserving moderate growth and safeguarding the City's quality environmental and agricultural lands.

### **Comprehensive Land Use Plan**

As mentioned, the Comprehensive 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. Muskego has been completing new Comprehensive Plans since the early 1990's and it is the goal of the community to continually update the existing plan to adapt to the shape of the community, and reflect new interests, directions and priorities of their citizens.

### **Park and Conservation Plan**

The Park and Conservation Plan details the Park uses and the conservation uses in the City. The Plan is adopted by the Common Council as a detailed component of the Comprehensive Plan and therefore has the same force and effect as the adopted Comprehensive Plan. The Common Council may amend the Conservation Plan from time to time. The Plan is intended to be a working document and be used by City officials and private landowners for both short-term strategic planning and long-term implementation.

The Park aspect of the plan recognizes how the valuable attributes of recreation and open space lands influence the community. Outdoor recreation contributes to the mental and physical well being of the community's citizens while open spaces provide natural resource preservation, wildlife habitat, outdoor education and passive recreational activities. Both developed and undeveloped parks provide transition and separation from other developed land uses.

The objectives of the Park and Open Space Plan are as follows:

- Provide quality active and passive outdoor recreational opportunities of various kinds to all current and future Muskego residents of all ages, including the elderly and disabled.
- Evaluate how existing public recreation facilities address the present and future needs of the people of Muskego.
- Identify areas where existing recreation facilities are inadequate to serve the present and future needs of the people of Muskego.
- Develop a plan of action to meet both the current and future recreational demands of the public.
- Provide the City of Muskego with a period of eligibility for cost sharing assistance through the Federal and State grant programs administered by the Wisconsin Department of Natural Resources.

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The conservation part of the plan is adopted to make recommendations for protecting the community's natural resources, preserving its rural character and open space, and improving its overall quality of life while respecting the rights of individual property owners within the community. The plan is designed to:

- Inventory Muskego's natural resource base, including extensive open space areas, woodlands, wetlands, natural resource areas, critical habitat areas, prominent vegetation cover, steep slopes, and environmental corridors.
- Identify "greenway" corridors, which can link open space areas, connect recreational trail systems, and preserve and enhance the overall character of the community.
- Provide detailed strategies to implement plan recommendations.

### **Economic Development Strategic Plan**

The Common Council adopted the City's first Economic Development Plan in late 2003 as a strategy to balance Muskego's economic development objectives with the equally important goals of promoting sound environmental practice and protecting community aesthetics. The central theme of the plan is "sustainability." In other words, how do we allow economic development to happen without despoiling the pastoral atmosphere that is Muskego, or foreclosing on long-term economic and social vitality? Sustainability criteria, as defined in this plan, include development that is fiscally pragmatic, market feasible, environmentally benign, and targeted toward emerging economic sectors within the region.

The Plan seeks to protect the quality of the natural environment; the richness of the local culture; the security and stability of the community; and the quality of local public services. Economic development in Muskego must afford residents access to the qualities that make life varied, stimulated, and satisfying while being a thriving and vital community.

The Economic Development Strategic Plan is adopted by the Common Council as a detailed component of the Comprehensive Plan and therefore has the same force and effect as the adopted Comprehensive Plan. The Common Council may amend the Plan from time to time.

### **Redevelopment District Plans**

As of the date of approval of this Comprehensive Plan, the City has adopted two Redevelopment Districts and supporting plans. The Redevelopment Districts identify areas in decline based on disinvestment conditions, blighted commercial and residential properties, and lack of infrastructure. The purpose of the Redevelopment Plans is to revitalize a declining urban area, spur reinvestment in the community, and to transform it into a better place to live, work and play. In addition, employment, shopping, and educational opportunities are found in these redeveloped areas, minimizing transportation time and cost. The plans are an important implementation component of the City's adopted 2010 Comprehensive Plan, which encourages the creation of more livable, mixed-use areas within the community and redevelopment where urban services can be efficiently provided. The Community Development Authority (CDA) oversees the implantation of the Redevelopment Districts. The CDA is tasked with promoting adequate places for commerce, employment, housing, and an improved living environment for all Muskego residents.

### **City Design Guides**

The City has recognized the importance of fostering a sound built environment specific to certain locations within the area. To manage the aesthetics of the community effectively, a variety of Design Guides have been implemented. Each design guide aides the Planning Staff and Plan Commission in planning, design, and redesign of the built environment of the City of Muskego so as to enhance its visual character, and avoid monotony. The standards also assist in fostering sound, functional, attractive and quality development. The provisions in the documents are liberally construed in favor of the City and are considered as minimum standards in the site development process for proposed commercial, industrial, and multi-family uses.

As of the adoption of this plan the Common Council has adopted the following design guides (Note: Each of the guides are a detailed component of the Comprehensive Plan and therefore has the same force and effect as the adopted Comprehensive Plan):

- *General Design Guide*: Covering all geographic areas of the City.
- *Downtown Design Guide*: Covering Janesville Road properties from Pioneer Drive to Bay Lane Drive.
- *Durham Hill Design Guide*: Historic area in the southeast corner of the City along Loomis Road and North Cape Road (US 45).
- *Moorland Corridor Design Guide*: New development area around the Janesville Road and Moorland Road intersection.
- *Racine Gateway Design Guide*: Covering properties along Racine Avenue within the northern gateway to the City south of Interstate 43.
- *Historic Crossroads Design Guide*: Covers two historic areas with one along Janesville Road and Tess Corners Drive and the other along Pioneer Drive.
- *Business Park Design Guide*: New development guide covering the lands zoned BP (Business Park) along Moorland Road from Janesville Road to College Avenue.

### **Transportation Plans**

As part of this Comprehensive Plan, the Official Street System Plan is incorporated into the recommendations. The Official Street System consists of future right-of-way needs and widths for all City, County, and State streets and highways in Muskego. Currently, the City adopts the Official Street Map as a direction of future roads and road widths, however, the recommendations for transportation are much more detailed than previously found in the 2010 Comprehensive Plan and Official Street Map. The Transportation Element of this *Plan* further clarifies the transportation needs of the community and is found in Chapter 3 of this document.

### **Utility Plans**

The City retains master plans for both water and sanitary sewer. Each plan demonstrates the projected build outs of the City and it's surroundings and how the build out may impact the sewer and water systems. The Utility Plans are used for projecting direct City infrastructure needs as well as aiding the infrastructure impacts that a new development may bring. The City updates the utility plans as required and more detail surrounding the existing state of the City's utilities and the future recommendations surrounding them can be found in Chapter 4 of this *Plan*.

### **Relation to Adopted Regional Plans**

All efforts to adhere to those recommendations of regional supporting plans were employed during the course of the preparation and implementation of the Muskego's 2020 Comprehensive Plan. Supporting regional plans include those adopted by Waukesha County and the Southeastern Wisconsin Regional Planning Commission and are in the form of regional land use plans, regional transportation system plans, sewer shed plans, water quality plans, economic Development plans, and more.

### **Wisconsin Smart Growth Act (1999 Wisconsin Act 9\*)**

The enabling legislation supporting Comprehensive Planning was passed by the Legislature in 1999 and signed into law by Governor Thompson on May 10, 2000. It defines the contents of a Comprehensive Plan, heretofore referred to in Wisconsin Statutes as the Master Plan. Contents of the required comprehensive plan include the following elements: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agriculture, Natural and Cultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. The new definition is much broader and definitive than its predecessor and is required to be updated no less than once every ten years. The Act

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goes on to state, “Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local government unit’s comprehensive plan, e.g.:

- Municipal incorporation procedures under s. 66.012, 66.013 or 66.014.
- Annexation procedures under s. 66.021, 66.024 or 66.025.
- Cooperative boundary agreements entered into under s. 66.023.
- Consolidation of territory under s. 66.02.
- Detachment of territory under s. 66.022.
- Municipal boundary agreements fixed by judgment under s. 66.027.
- Official mapping established or amended under s. 62.23(6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Extraterritorial plat review within a city’s or village’s extraterritorial plat approval jurisdiction, as is defined in s. 236.02 (5).
- County zoning ordinances enacted or amended under s. 59.69.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Agricultural preservation plans that are prepared or revised under subchapter IV of Chapter 91.
- Impact fee ordinances that are enacted or amended under s. 66.55.
- Land acquisition for recreational lands and parks under s. 23.09. (20)
- Zoning of shore lands or wetlands in shore lands under s. 59.692, 61.351 or 62.231.
- Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use.
- An improvement of a transportation facility that is undertaken under s. 84.185.

Furthermore, the procedure required by Act 9 for adopting a Comprehensive Plan is more complex than that previously required for adopting a “Master Plan.” The preparation of this Comprehensive Plan has already taken into account these new mandates and guidelines, including the 2001 and 2004 amendments to the law. This plan fulfills many, if not all, of the criteria. Therefore, the City of Muskego will be among those municipalities at the forefront of planning, as recently prescribed, and should readily meet all criteria by January 1, 2010.

*\*Act 9 reflects the principles of Smart Growth. The basic concept of what smart growth means is: That growth which conserves natural resources and open space, enhances economic vitality, coordinates development with infrastructure in a cost-effective manner, provides transportation options (including walking and bicycling), and enhances the livability of communities.*

### **Consistency**

The Wisconsin Smart Growth Act referenced above makes reference that “..any program or action of a local governmental unit that affects land use shall be consistent with that local government unit’s comprehensive plan...” For purposes of this Plan, the City of Muskego defines the word consistent per the following:

*Consistent – Actions of the City of Muskego Common Council, Plan Commission, officers and staff relating to official mapping, local subdivision regulation, zoning ordinances, zoning of shorelands or wetlands I shorelands, and other applicable ordinances, are consistent with this comprehensive plan so long as any issues addressed in both this comprehensive plan and in the action taken concerning such maps or ordinances are not contradictory. Where this plan is permissive by use of words like “may” or “should,” and not mandatory by use of words like “shall” or “must,” there is no contradiction by actions taken contrary to the permissive element of this plan; and such actions are therefore consistent with this plan.*

## Existing Conditions

### Economic Position

The City of Muskego is approximately twelve miles from downtown Milwaukee. It is considered to be within the socio-economic influence of Southeastern Wisconsin, including Milwaukee, Waukesha, Racine, Kenosha, and Walworth Counties. This area has an estimated 2007 population of 1,775,152.

### Population Trends & Forecasts

The City of Muskego is the fifth largest community in Waukesha County. The City has grown at a steady rate over the past 30 years, averaging a growth rate of 19 percent per decade since 1970. Population increases are attributed to the increased migration of urban development from Milwaukee County and the desires to live in a rural suburban area.

The 2000 Census indicates the official population of Muskego is 21,397. In January 2008 the Wisconsin Department of Administration estimated the City of Muskego's population to be 23,075. This represents a 10% increase since 2000, and a 27% increase since 1990. When viewed on an annual basis, population growth has varied between 1% and 3.5% a year. The City of Muskego's population growth is illustrated in Figure 1.1, below.

**Figure 1.1 Historic Populations**

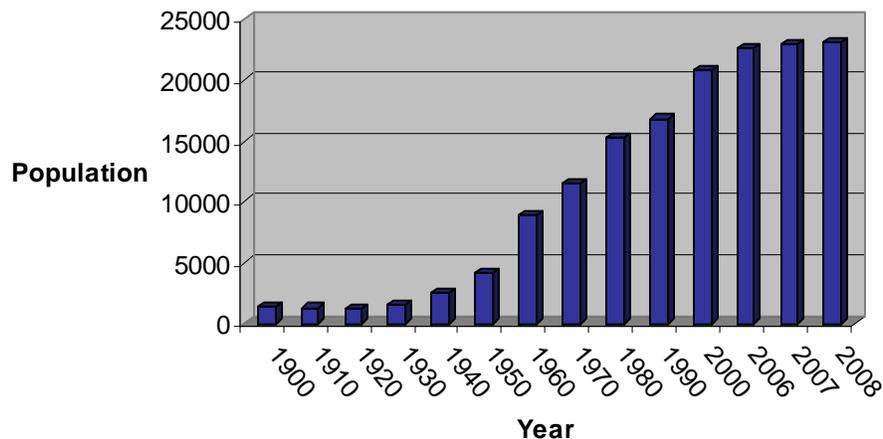


Table 1.1 documents population trends and projections for the City of Muskego and surrounds. The projections are done by the Wisconsin Department of Administration (WDOA) through 2025. The methodology used in these projections are developed after a well-known cohort-component method using fertility, mortality, and migration rates of population change. Overall, the anticipated growth appears to be in line with current growth trends. A 14% growth in population is anticipated by the year 2025, which represents less than 1% growth a year. The anticipated growth rate is slower than in the 1990s, although land availability for high-density residential uses is slowing, as Muskego trends toward more rural residential uses.

**Table 1.1 Population Trends and Projections**

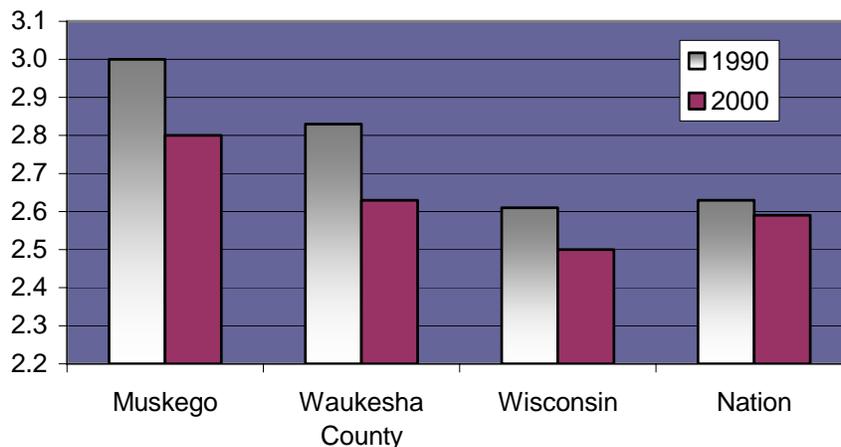
	Year	Muskego	Waukesha County	City of Waukesha	City of New Berlin	Town of Norway	City of Franklin, Racine County
<b>Census</b>	1980	15,277	280,203	50,365	30,529	4,619	16,871
	1990	16,813	304,715	56,894	33,592	5,493	21,855
	2000	21,397	360,767	64,825	38,220	7,600	29,494
<b>Projected</b>	2005	22,369	374,891	67,142	39,404	8,222	32,481
	2010	23,183	386,460	68,905	40,333	8,849	35,609
	2015	23,984	397,922	70,666	41,265	9,487	39,008
	2020	24,791	409,570	72,471	42,228	10,119	42,542
	2025	25,792	424,472	74,859	43,535	10,735	45,636

Source: WI Dept. of Administration, 2003

Between the years of 1980 and 2000, the City of Muskego experienced considerable population growth. During that period, Muskego’s population grew by 21%, and the 2006 estimate suggests another 6% increase between 2000 and 2006 alone. Given the current pace of growth, the population of Waukesha County is projected to reach 100,000 by the year 2007. On a percentage rate basis, population growth in the County continues to outpace growth in other southeastern municipalities and in the state of Wisconsin.

Future growth projections are included in the Land Use Chapter of the Comprehensive Plan. As these populations continue to increase, so will the need to sustain a balance of land uses, including additional housing, employment, recreation, and commercial areas.

**Figure 1.2 Year 1990 to 2000 Change in Average Household Size**



Source: U.S. Census

Since 1980, the average household size in Walworth County has decreased, as it has in most U.S. communities. The average number of persons per household in the County decreased from 2.76 in 1980 to 2.6 in 1990 and 2.47 in 2000. In contrast, between 1980 and 2000, Muskego’s household size has remained almost constant; 2.5 in 1980; 2.48 in 1990; and 2.48 persons per household in 2000. This more constant household size may be due to the attractiveness of the area for young families and a shift in the diversity of housing in Muskego.

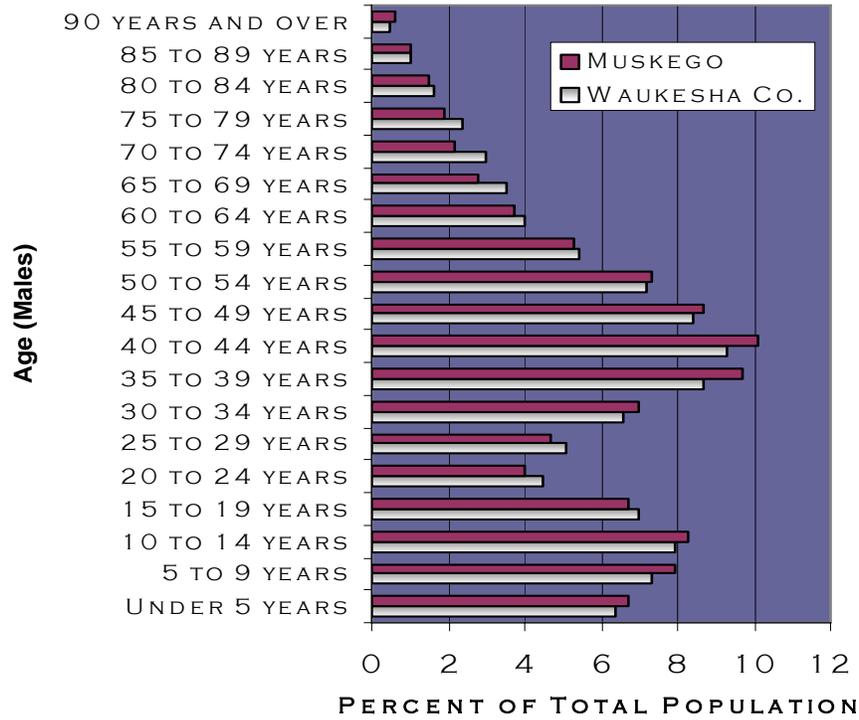
### **Age and Gender Distribution**

A comparison of age and sex of Muskego residents is shown in Figures 1.3 and 1.4 below. The figures illustrate the percentage of the male and female populations residing in Muskego compared with Waukesha County. Although the same basic form is evident, there are notable differences between Muskego and the County. Compared with the County, a lesser percentage of high school/college aged students/young adults (15-29) are living in Muskego, while a greater percentage of those individuals aged 30-39 resides in Muskego. This difference may suggest that a higher percentage of students are attending college outside of Muskego compared with the overall percentage from the county. Further, a higher percentage of individuals residing in Muskego aged 30-39 may suggest that Muskego is attracting an increasing portion of young adults and emerging families.

The higher proportion of individuals in the 30-39 range is supported by a significantly higher percentage of children under age fourteen, suggesting Muskego is attracting younger families. The figures also indicate that a greater percentage of middle-aged adults (aged 55-64) and retirees (aged 65-69) are living elsewhere in the County, outside of Muskego. This trend begins to become less noticeable as the population age increases, with a similar or greater percentage of individuals over the age of eighty living in Muskego, in comparison with Waukesha County. The larger population of senior citizens is consistent with the number of retirement/assisted living units Muskego offers.

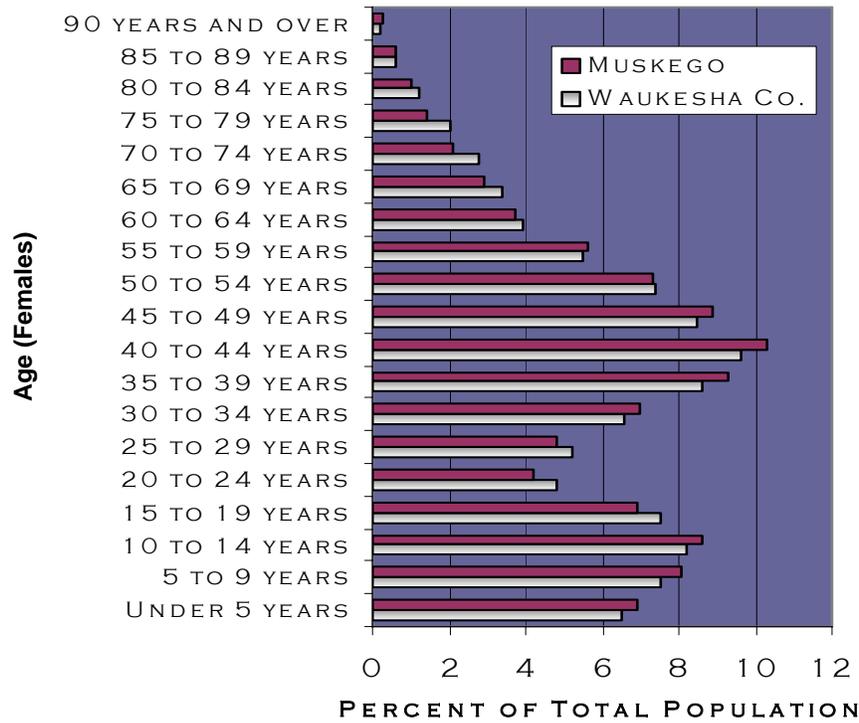
Overall, the male-female ratio in Muskego is almost equal as per the 2000 Census at 49.5 % male to 50.5% female. This same trend has continued from the 1990 census.

**Figure 1.3 Muskego and Waukesha Co Population 2000 by Sex and Age (Males)**



Source: U.S. Census

**Figure 1.4 Muskego and Waukesha Co. Population 2000 by Sex and Age (Females)**



Source: U.S. Census

The largest age group (male and female) composition in 2000 was 40-44; this is consistent with the 1990 census. In fact, most of the core population is within the middle-aged adult category suggesting that Muskego is not only attracting new residents, but is retaining its existing population. Also evident from the statistics is that the senior population is expanding at a large rate. Muskego is fast becoming a destination for seniors looking to retire in a community that offers many amenities from retirement condos to assisted living facilities. Lastly, the amount of young adults appears to be declining mostly due to the amount of adults choosing to go to college. There are no college level institutions available directly in Muskego or within a relatively close proximity for an adult with limited transportation resources. Table 1.2 below illustrates the percent change in all age categories between 1990 and 2000 for the City of Muskego.

**Table 1.2 Year 1990 to 2000 Population Trends by Age: City of Muskego**

Age	1990 City / % of Total	2000 City / % of Total	% Change (City)
Under 5	1,268 / 8%	1,431 / 7%	13%
5 to 9	1,392 / 8%	1,701 / 8%	22%
10 to 14	1,298 / 8%	1,781 / 8%	37%
15 to 19	1,232 / 7%	1,432 / 7%	16%
20 to 24	965 / 6%	850 / 4%	-12%
25 to 29	1,227 / 7%	1,000 / 5%	-19%
30 to 34	1,534 / 9%	1,499 / 7%	-2%
35 to 39	1,499 / 9%	2,085 / 10%	39%
40 to 44	1,598 / 9%	2,153 / 10%	35%
45 to 49	1,089 / 6%	1,851 / 9%	70%
50 to 54	917 / 5%	1,566 / 7%	71%
55 to 59	713 / 4%	1,127 / 5%	58%
60 to 64	607 / 4%	788 / 4%	30%
65 to 69	430 / 3%	602 / 3%	40%
70 to 74	375 / 2%	469 / 2%	25%
75 to 79	271 / 2%	399 / 2%	47%
80 to 84	204 / 1%	311 / 1%	52%
85 and over	194 / 1%	352 / 2%	81%
<b>Total</b>	<b>16,813</b>	<b>21,397</b>	<b>27%</b>

Source: 1990/2000 U.S. Census (SF1)

### Race

In 2000, 98.1 percent of the population in the City of Muskego was white, compared with 99.3 percent in 1990. The racial profile of the City has changed somewhat in the last decade. While all minority groups saw slight increases, the most significant change occurred among African American individuals. While this racial group is only 0.2 percent of the City's population, the group did see an increase of over 150% since 1990. The most thriving population in Muskego other than whites is the Hispanic ethnicity, which saw slightly lower than a 100% growth between 1990 (144) and 2000 (279).

**Table 1.4 City of Muskego Race and Ethnicity**

Race and Ethnicity	1990	2000	% Change
White	16,704 / 99.3%	20,994 / 98.1%	25.7%
Black	13 / .1%	34 / .2%	160.7%
American Indian or Alaska Native	25 / .2%	46 / .2%	81.7%
Asian/Pacific Islander	48 / .3%	102 / .5%	112.8%
Some Other Race	30 / .2%	74 / .3%	146.9%
Two or More Races		147 / .7%	
Hispanic Ethnicity	144 / .9%	279 / 1.3%	93.7%
Not Hispanic or Latino	16,676 / 99.1%	21,118 / 98.7%	26.6%

Source: 1990/2000 U.S. Census

**Household Trends and Forecasts**

Table 1.5 itemizes the housing stock in Muskego according to the year the structure was built. The table shows that Muskego had a number of different timeframes in which residential housing was on an upswing. From 1940-1959, 1970 -1979 and from 1990 -1994, Muskego received the most growth in its housing stock. Recent development trends suggest that the same growth is occurring in the early 2000s as well. The main residential build outs stemmed from different locations at different times. The 1940-1950s brought about new construction along the lakes while the 1970s began the new construction stemming from Milwaukee County in northeast Muskego.

**Table 1.5 Housing Stock - 2000**

Year Structure Built	Number	Percent of Total
1999 to March 2000	196	2.5
1995 to 1998	914	11.9
1990 to 1994	1,423	18.5
1980 to 1989	823	10.7
1970 to 1979	1,526	19.8
1960 to 1969	838	10.9
1940 to 1959	1,539	20
1939 or earlier	435	5.7

Source: 2000 U.S. Census

The majority of Muskego residents, 61.7 percent, have moved into their homes since the 1990s. Table 1.6 shows the number of householders by the year they moved into their home.

**Table 1.6 Year Householder Moved into Unit - 2000**

Year	Number	Percent of Total
1999 to March 2000	1,031	13.7
1995 to 1998	2,019	26.8
1990 to 1994	1,593	21.2
1980 to 1989	1,352	18
1970 to 1979	813	10.8
1969 or earlier	722	9.6

Source: 2000 U.S. Census

Housing tenure refers to whether a particular housing unit is owned or rented by the occupant. Table 1.7 indicates that over 80 percent of Muskego's housing units are owner-occupied. These figures have remained consistent over the past decade.

**Table 1.7 Muskego Housing Tenure Characteristics**

Year	1990	Percent	2000	Percent
Total Housing Units	5,776	-	7,699	-
Owner Occupied Housing Units	4,736	82.0%	6,228	80.9%
Renter Occupied Housing Units	843	14.6%	1,304	16.9%
Vacant	197	3.4%	166	5.3%

Source: 2000 U.S. Census

Table 1.8 lists the housing units in Muskego by type. Of the 7,694 housing units in the City, almost 80 percent are single-family detached homes. The next highest percentage of homes is in the form of multi-family 5-9 unit structures at 7%. The senior housing available throughout the area largely characterizes the amount of multi-family units.

**Table 1.8 Muskego Housing Units by Type - 2000**

Units in Structure	Structures	Percent
Total	7,694	100%
1-unit, detached	6,108	79.4%
1-unit, attached	286	3.7%
2 units	239	3.1%
3 or 4 units	132	1.7%
5 to 9 units	532	6.9%
10 to 19 units	166	2.2%
20 or more units	231	3.0%

Source: 2000 U.S. Census

## Chapter 1: Issues and Opportunities

### Housing Projections

Tables 1.9 through 1.11 estimate future housing growth for the City of Muskego based in part on projections of persons per housing unit. By using WDOA population growth projections, and assuming a consistent linear trend in population per housing unit, projections for housing growth were determined. WDOA projections were used for Table 2.9 and then two different scenarios were run to gauge the best feel of the future housing stock. In all scenarios, no discount factors were used.

Scenario 1 in Table 1.9 shows population per housing unit based on the Wisconsin Department of Administration projections they compile for all Counties and Municipalities in the State. The DOA projects the City of Muskego to decline to 2.71 persons per household by 2025, resulting in a demand for 9,532 housing units, which is an increase of 1,833 units from 2000 (24% increase).

**Table 1.9 Muskego Housing Projections - Scenario 1**

	Year	Population	Percent Change	Population per H.U.	Housing Units	Percent Change
	1990	16,813		2.99	5,776	
	2000	21,397	21.4%	2.8	7,699	33.29%
<b>Projected</b>	2005 (Est.)	22,369	4.3%	2.82	7,928	2.97%
	2010	23,183	3.5%	2.78	8,333	5.11%
	2015	23,984	3.3%	2.75	8,735	4.82%
	2020	24,791	3.3%	2.72	9,106	4.25%
	2025	25,792	3.9%	2.71	9,532	4.68%

Source: WI DOA, 2003

Scenario 2 in Table 1.10 shows population per housing unit based on the most current City of Muskego average of population per housing unit (2.8 persons per housing unit in the 2000 census). While Scenario 3 in Table 1.11 shows population per housing unit based on the most current Waukesha County average of population per housing unit (2.63 persons per housing unit in the 2000 census; this figure also happens to be the average population per housing unit for the five largest cities in Waukesha County).

**Table 1.10 Muskego Housing Projections - Scenario 2**

	Year	Population	Percent Change	Population per H.U.	Housing Units	Percent Change
	1990	16,813		2.99	5,776	
	2000	21,397	27.26%	2.8	7,699	33.29%
<b>Projected</b>	2005 (Est.)	22,369	4.54%	2.8*	7,989	3.77%
	2010	23,183	3.64%	2.8*	8,280	3.64%
	2015	23,984	3.46%	2.8*	8,566	3.45%
	2020	24,791	3.36%	2.8*	8,854	3.36%
	2025	25,792	4.04%	2.8*	9,211	4.03%

Source: WI DOA, 2003 and the City of Muskego

\*City of Muskego average from 2000 kept constant

**Table 1.11 Muskego Housing Projections - Scenario 3**

	Year	Population	Percent Change	Population per H.U.	Housing Units	Percent Change
	1990	16,813		2.99	5,776	
	2000	21,397	27.26%	2.8	7,699	33.29%
<b>Projected</b>	2005 (Est.)	22,369	4.54%	2.63*	8,505	10.47%
	2010	23,183	3.64%	2.63*	8,815	3.64%
	2015	23,984	3.46%	2.63*	9,119	3.45%
	2020	24,791	3.36%	2.63*	9,426	3.37%
	2025	25,792	4.04%	2.63*	9,807	4.04%

Source: WI DOA, 2003 and the City of Muskego

\*This figure is both the Waukesha County average and the average of the five largest cities in Wauk. County kept constant, 2000

Both scenarios 2 and 3 show relatively the same information with an approximate growth rate of 3-4% in housing units every five years. The only exception is the 10% jump in Scenario 2 from 2000 to 2005. This spike in housing units is largely in part to the value in the real estate market during this time period where many families took advantage of low interest rates and began building new homes (Note: Other projection tables were considered using certain discount factors over the projection years, but each resulted in a decline to less than 2 persons per dwelling unit, which is considered impractical during the time at which this plan was completed. The approximate 3% growth rate for the housing stock is believed to be appropriate.)

Overall, a conservative approach is typically utilized when attempting to gauge which household size should be used in forecasting local residential development trends. These trends are expanded in the Land Use Element portion of this *Plan* and depend highly on the housing projections set forth above. Thus, Scenario 1 above appears to be the most appropriate 2025 forecast of housing needs in the City. The slight decline in household sizes from Muskego's current rate appears sufficient while not drastically dropping the figure as we see in Scenario 3's comparison to the rest of Waukesha County). As such, the WDOA forecast for household sizes in Scenario 1 is used for determining the adequate supply of land planned for development later in this *Plan*.

#### **Employment Characteristics/Forecasts, Education Levels, and Income Levels**

Information regarding the current state of Muskego's Employment, Education, and Income Levels is discussed in the Economic Development Element of this Plan.

