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DRAFT

SEWRPC Community Assistance Planning Report No. CA-737-280

CITY OF WAUKESHA COMPREHENSIVE PLAN: 2050

Chapter 9

INTERGOVERNMENTAL COOPERATION AND IMPLEMENTATION

INTERGOVERNMENTAL COOPERATION

The City of Waukesha has a strong history of intergovernmental cooperation with overlapping and adjacent jurisdictions. Such cooperation is essential to implementing many of the goals and policies in this plan. The City maintains communications and dialogue with staff and elected officials from all adjacent and overlapping jurisdictions as needed.

Adjacent Towns, Villages, and Cities

The City shares its borders with six other jurisdictions:

- Town of Brookfield
- Village of Waukesha
- Town of Delafield
- City of New Berlin
- Town of Genesee
- City of Pewaukee

Existing land uses within and alongside the City's municipal boundaries are an important planning consideration in promoting cohesive development. City-adjacent land uses within the Towns of Delafield and Genesee are predominantly agricultural and open lands. Residential and park uses comprise the City of

New Berlin-Waukesha border, including Minooka County Park. A mix of residential and commercial uses exist Areas adjacent to the City in the Town of Brookfield, Village of Waukesha, , and City of Pewaukee, which also has industrial and extractive uses.

► **Recommendation: Cooperative Land Use Planning**

This plan recommends cooperative planning between neighboring communities to ensure future land use changes and urban growth occur in a cohesive form and promote the efficient provision of urban services within both communities.

There are two primary factors that have implications for intergovernmental cooperation and the City's relations with adjacent communities. The first relates to the approval of the City's application to source water from Lake Michigan by the Compact Council in June 2016, which established a water supply service area that effectively fixed the City's municipal boundary.¹²⁶ As result, the City's ability to annex adjacent unincorporated lands is significantly limited.¹²⁷ In addition, opportunities for the City to enter into intergovernmental agreements to provide water or sanitary sewer services are limited. A second factor relates to the 2020 incorporation of the Village of Waukesha under Section 66.02162 of the *Wisconsin Statutes*. The former Town of Waukesha's incorporation created non-contiguous areas of the Village of Waukesha within the City's municipal boundaries. These Village areas create both opportunities and challenges for future intergovernmental cooperation and service provision.

Overlapping Jurisdictions

Waukesha County

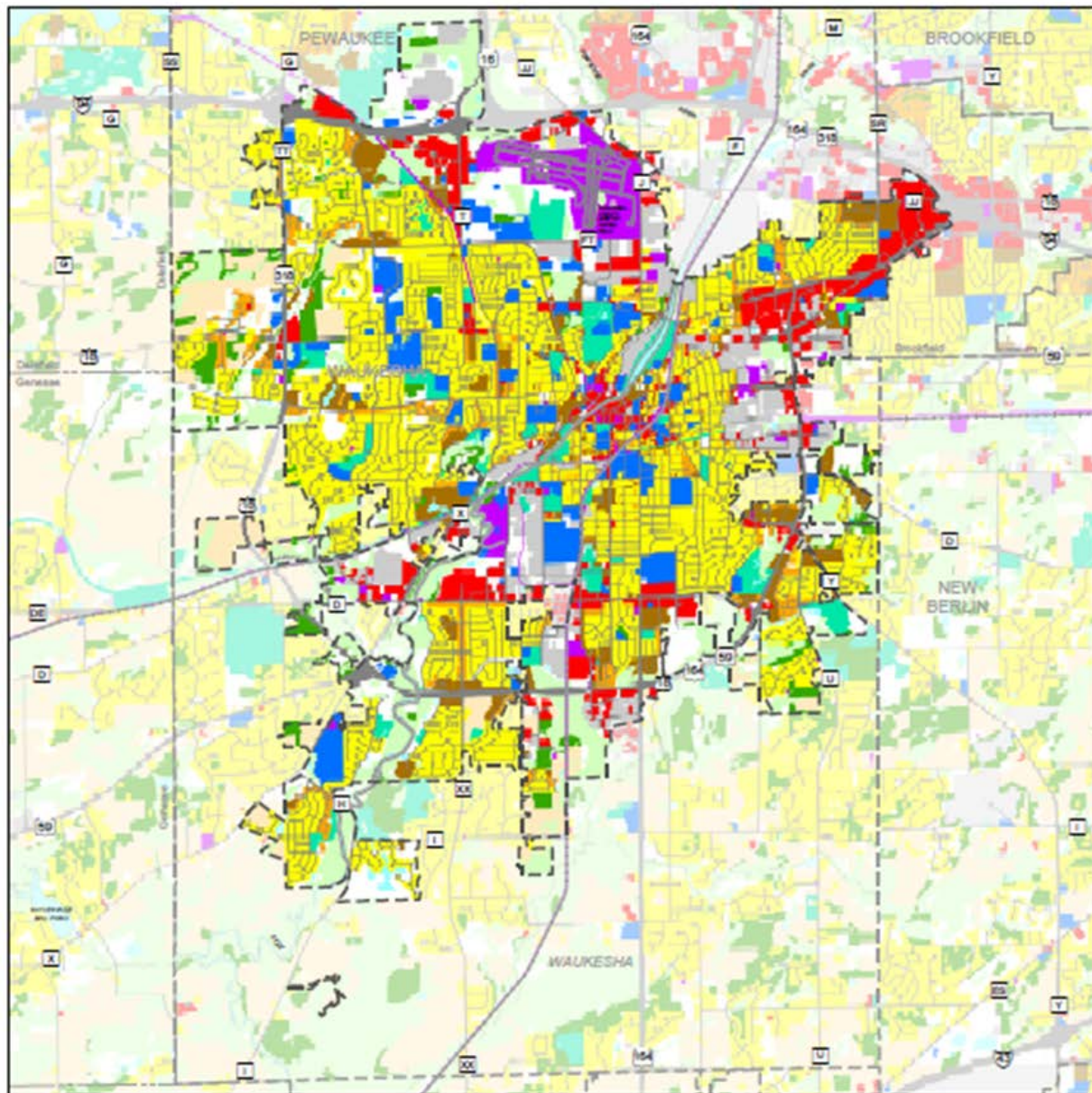
The City is located within Waukesha County and, as the county seat, is home to the County's governmental offices and courthouse. Waukesha County's governmental offices are located in the City, as are several County-owned amenities and parks, including Fox River County Park, Minooka Park, Moor Downs Golf Course, and the Waukesha County Fairgrounds. Additional County facilities located within the City are the

¹²⁶ *Additional information on the City's water supply service area and the Great Lakes water diversion are provided in Chapter 6 of this comprehensive plan.*

¹²⁷ *The water service boundary essentially halts annexations from adjacent towns unless an amendment is approved by the Compact Council.*

Waukesha County Airport (Crites Field), Waukesha County Huber Facility, Waukesha County Highway Operations, and the Waukesha County Department of Public Works.

Generalized Land Uses Within the City of Waukesha: 2020



State of Wisconsin

Many State agencies, are located in downtown Waukesha within the Lee Sherman Dreyfus State Office Building, including the WisDOT Southeast Region Office, which contains offices for five state agencies: the Departments of Health Services, Children and Families, Natural Resources, Safety & Professional Services, and Transportation.

The City works closely with several State agencies, including the Departments of Natural Resources, Revenue, and Transportation, as well as with the Wisconsin Economic Development Corporation, on a variety of plans and projects. Strong cooperation between the City and State will be required for successful implementation of many of the goals and policies presented in this plan.

Other Agencies and Organizations

In addition to the units of government outlined in this chapter, the City also coordinates efforts with several other agencies and organizations. Maintaining and leveraging cooperative partnerships with the following agencies will be essential to implementing the goals and policies set forth in this plan:

- School District of Waukesha
- Southeastern Wisconsin Regional Planning Commission (SEWRPC)
- Southeastern Wisconsin Fox River Commission (SEWFRC)
- Waukesha County Technical College
- City of Waukesha Chamber of Commerce
- Waukesha County Center for Growth
- Waukesha County Business Alliance
- Waukesha-Pewaukee Convention & Visitor's Bureau

IMPLEMENTATION RECOMMENDATIONS OVERVIEW

One of the most significant parts of the comprehensive planning process is implementation. For this comprehensive plan update to be effective, the goals and policies in this report need to be implemented as actionable policies, programs, and initiatives. This chapter presents a guide for use in implementing this report's goals and policies and outlines actions to be taken by various agencies and units of government in efforts to implement this plan.

PLAN ADOPTION

Section 66.1001 of the *Wisconsin Statutes* requires that comprehensive plans be completed and adopted by local governing bodies in order for a county, city, village, or town to enforce its zoning, subdivision, or official mapping ordinances. It is the intent of this comprehensive plan update to satisfy the comprehensive planning requirements set forth in the *Statutes*.

CONSISTENCY AMONG PLAN ELEMENTS

State law requires that the implementation element describe how each element of the comprehensive plan will be integrated and made consistent with the other elements of the plan. All elements of this comprehensive plan were prepared and reviewed to ensure internal consistency among the various elements and each element was reviewed by the City of Waukesha Plan Commission.

In addition, the goals and policies presented in this report are intended to be complementary, with the achievement of one goal supporting the others. Due to the intersectional nature of comprehensive planning, goals and policies described in this report may overlap or directly relate to multiple elements. Should a recommended goal or policy conflict with another, reconciliation through consensus building or compromise may be required to maintain consistency.

MONITORING AND UPDATING THE PLAN

Annual Plan Review

This comprehensive plan update will be reviewed on an annual basis. City staff will recommend changes and updates to the Plan Commission for their review and subsequent recommendation for action by the City Council to formally amend this plan. At the time this plan was being prepared, two potential changes were anticipated. One such change may occur following the City's planned update to the 2019 Housing

Study and Needs Assessment, which may impact contents of the housing element of this report once completed. Additionally, as sites near the central city that require remediation become available for redevelopment, the report may require revision to ensure that allowable uses are reflected on the land use policy map.

Each proposed amendment will be scheduled for a public hearing and advertised according to statutory procedures. Property owners within a minimum of 300 feet of any property subject to the plan amendment shall be notified in writing by US mail.

Land Development Plan Monitoring

Planning Division staff of the City of Waukesha Community Development Department will evaluate plan amendment requests for consistency with goals and policies presented throughout this plan on an annual basis. Staff recommendations to the Plan Commission and City Council will be consistent with these goals, policies, and planning standards. On an ongoing basis, staff will evaluate rezoning requests for their consistency with the plan. For rezoning requests inconsistent with the land use policy but deemed by staff to benefit the community and support the overall objectives of the comprehensive plan, the applicant will be advised of the inconsistency and recommended to request a plan amendment. Plan amendments and data associated with the comprehensive plan will be made available through the City's website.

Local and Regional Refinements

Detailed planning initiatives related to specific elements within this report may be undertaken separate from the comprehensive planning process. Thus, it is anticipated that various City, County, and Regional plans will be updated or completed to further the goals and policies of each comprehensive plan element following the adoption of this plan. This includes updates to the City's park and recreation facilities plan, housing study and needs assessment, bicycle and pedestrian plan, and central city plan. The outcomes of such planning efforts will be evaluated for consistency with this report and appropriate amendments to this plan will be proposed as needed.

Comprehensive Plan Update

State law requires that the City update its comprehensive plan no less than once every ten years.¹²⁸ . In anticipation of the City's continued development and redevelopment, a comprehensive reevaluation, update, and revision of this plan should be conducted, as appropriate, after data from the 2030 Census becomes available. Reviewing the comprehensive plan using 2030 Census data will allow the City to evaluate planning projections and update the plan to reflect the evolving needs of City residents, business owners, and other stakeholders.

PROGRAMS AND OBJECTIVES

Successful implementation of this plan will be is predicated on the success of new and existing City programs and objectives. Among others, the existing and potential programs described in this section can facilitate the successful implementation of the goals and policies related to each element of this comprehensive plan.

Housing

Housing Study and Needs Analysis Update

The City should seek funding for and undertake an update to the housing study and needs assessment. Significant events that have occurred since this study was completed in 2019 have reshaped the local housing market and it is essential that updated data and trends are considered so that the City can create and enact policies and programs that improve the availability of quality, accessible housing.

Affordable Housing Programs

The City has three major programs aimed at improving the quantity of affordable housing units and the quality of existing affordable units in the housing stock. The City should work to ensure the Affordable Housing Development Fund, Affordable Housing Homeowner Rehab Program, and Rental Rehab Programs remain funded through loan repayments, utilization of State tax increment financing (TIF) Affordable Housing extension statutes, and through other funding sources as they become available.

Community Development Block Grants

The City should continue to use program income from older Community Development Block Grants (CDBG) housing programs to fund new homeowner rehabilitation loans and continue the popular Landmarks

¹²⁸ Requirements for comprehensive planning are set forth in Section 66.1001 of the Statutes.

Commission Paint and Repair Grant program, which offers small scale grants to homeowners and landlords in historic properties within the City's low-to-moderate income census block groups.

Economic Development

Central City Storefront Activation Loans

In 2022, the City created a Central City Storefront Activation Loan program with the goal of incentivizing reinvestment in central city commercial properties, particularly downtown. These low-interest loans can be used for a wide variety of tenant space improvements, including the addition of commercial kitchens, sprinkler systems, and ADA-compliant upgrades. The program was funded with Federal funds from the American Rescue Plan Act(ARPA). A revolving loan fund, whereby any principal and interest paid back to the City are used to further fund the program, should be established to continue the program when ARPA funding is no longer available.

Tax Incremental Financing

Waukesha has long used TIF as a major economic development tool. The City should review and evaluate TIF guidelines on a regular basis and continue to leverage TIF as appropriate to redevelop blighted areas and expand the tax base.

Brownfields Program

The City should consider creating a formal brownfields program to facilitate planning for the cleanup and redevelopment of vacant or obsolete industrial properties. Creating such a program can remove barriers to redevelopment and better define the City's objectives and priorities, putting the City and property owners in a stronger position when applying for grants from the DNR, EPA, and other funding opportunities.

Business Retention Visits

Create a program with regular visits to local businesses to better understand and tailor programs to address their needs. Potential partners for such a program could include staff from the Waukesha County Center for Growth and the Waukesha County Business Alliance.

Transportation

Bicycle and Pedestrian Facilities Plan

Create a new bike-ped committee to update and implement recommendations from the City's bicycle and pedestrian facilities plan.

Parks and Open Space

Park Activation

Work with the Waukesha Parks Foundation or form another citizen-led group to explore ways to activate parks throughout the City.

Land Use

Community Node Plans and Corridor Plans

Develop detailed plans for Community Nodes identified on the land use policy map.¹²⁹ Develop corridor plans that balance new land uses and multimodal transportation needs, particularly those of pedestrians.

¹²⁹ *Community Nodes and land use are described in detail in Chapter 2 of this comprehensive plan.*

GOALS AND POLICIES

Intergovernmental cooperation is vital to fostering a cohesive region and efficiently providing municipal services. Implementing, monitoring, and updating this comprehensive plan is essential for the future development of the City and ensuring that its objectives are achieved. The goals and policies presented in this chapter are intended to provide a framework to support intergovernmental cooperation and guide the City in the creation of programs to implement this plan and realize its vision for Waukesha's future. This framework should be used by the City to create and evaluate objectives and standards, ensuring that specific programs and projects are consistent with this comprehensive plan.

GOAL 9.1

Review and update City ordinances and policies to support implementation of the comprehensive plan.

Policy 9.1.1

Conduct a comprehensive review and overhaul of the City's zoning ordinance¹³⁰ to implement the goals and policies contained within this plan and reflect the City's fixed borders, redevelopment opportunities, and housing affordability challenges. The City has participated in two recent housing affordability studies by the Congress for New Urbanism (CNU) and the Wisconsin Policy Forum, each of which identifies a list of Zoning Ordinance amendments that could support the development of and assist in reducing the cost of needed housing units in the City.

Policy 9.1.2

Update the subdivision and platting ordinance and the signs and outdoor advertising ordinance to reflect any sections that are impacted by the new comprehensive plan and zoning ordinance updates.

GOAL 9.2

Maintain existing relationships and explore opportunities to partner with adjacent and overlapping jurisdictions.

¹³⁰ The Zoning Ordinance is set forth in Chapter 22 of the City's Municipal Code.

Policy 9.2.1

Work with the School District of Waukesha on agreements that allow for expanded District use of City parks and City use of District playgrounds and other recreation amenities.

Policy 9.2.2

Collaborate with the School District of Waukesha to identify opportunities to use vacant, underutilized, or undeveloped property for development or redevelopment in accordance with the land use policy.

Policy 9.2.3

Work with the County to identify redevelopment opportunities on County-owned lands, focusing on the land northeast of Grandview Boulevard and Northview Road as identified in the *Waukesha County Northview, Expo, Highway, and Airport Grounds Master Plan* and the City's adopted land use policy.

Policy 9.2.4

Encourage the County to preserve the Moor Downs Golf Course as a public amenity for future generations.

Policy 9.2.5

Explore ways to partner with other agencies and organizations, including the County, on additional recreational opportunities in Minooka County Park and Fox River County Park.

Policy 9.2.6

Work to collaborate with the Village of Waukesha on corridor plans, redevelopment, placemaking, infrastructure and streetscape enhancements where isolated Village areas exist within the City, particularly along Sunset Drive.

Policy 9.2.7

Cooperate with the County and nearby municipalities to advance regional economic development.

Policy 9.2.8

Support the Southeastern Wisconsin Regional Planning Commission with local, county, and regional planning efforts.

Policy 9.2.9

Continue to be involved in regional initiatives to improve transportation, housing, and economic development opportunities.

Policy 9.2.10

Explore additional intergovernmental cooperation opportunities to reduce duplication of services and amenities.

Policy 9.2.11

Coordinate with the Wisconsin Department of Transportation on studies, plans, and improvements to State Highways located in the City.
