

**Paul Farrow**  
County Executive



## Waukesha County

### Office of the County Executive

To: Honorable County Board Members  
From: Paul Farrow, County Executive  
Date: August 29, 2025

Re: 2026-2030 Capital Projects Plan

I am presenting to you the recommended 2026-2030 Waukesha County Capital Projects Plan.

As the Courthouse Project nears completion in 2027, our Capital Plan must shift focus to other pressing needs such as maintaining county highways, addressing facility improvements, and planning for the future of our Jail and Administration Center. Rising costs are outpacing our revenue growth and levy limits, forcing us to move projects once funded by departmental budgets, like park roofs and highway maintenance, into the Capital Plan to protect core services.

Waukesha County has long led with fiscally conservative policies. The 2026 plan upholds that standard, but limited revenue growth makes it likely we'll need to revisit this policy in the future to meet essential infrastructure needs. Most of our capital projects are simply replacements for aging assets. To balance the overall capital budget and operating needs, we relied on three main strategies: modestly increasing debt, using additional fund balance (including some reserved funds), and deferring a major highway project that would have required full county funding.

These decisions reflect a growing reality that we can no longer afford to move forward with projects that lack state or federal support. While we were able to maintain our long-standing policy of 20% down payment this year, ongoing budget pressures make it unlikely that this level of contribution will be sustainable in the years ahead.

The 2026 plan reflects Waukesha County's continued commitment to responsible fiscal management, balancing immediate needs with long-term sustainability and protecting core services while preserving the County's reputation as a leader in conservative financial policy. I appreciate the Board's partnership as we continue to navigate these challenges together.

Below are some of the projects appearing in our Capital Projects Plan. After each project title, I have indicated the page number on which the project appears. I encourage you to read about each project in detail at your leisure.

### **County Airport:**

The 2026-2030 Capital Project Plan includes a project to address critical infrastructure needs at our airport. With snow removal now being provided by in-house county staff, the need to replace the airport maintenance and snow removal equipment building (page 1) is a crucial step to keeping our airport safe all year, regardless of the weather. Construction is planned for 2027. The project leverages state and federal funds at 95% of project costs.

### **County Facilities:**

The 2026-2030 Capital Project Plan addresses aging facilities to ensure they operate safely, efficiently, and meet the modern needs of staff and residents.

The Courthouse Project, Phase 2 (pages 3A-3C): Construction of the second phase will renovate and expand the existing courthouse structure in a multiple-phase, vertical segment approach to provide newly renovated facilities for all divisions.

- It will improve courtrooms and overall building security with an enhanced entryway and three-way separation in all courtrooms.
- It will enhance business operations by improving the layout and public access.
- The project will replace inefficient systems nearing the end of their useful life with state-of-the-art mechanical, electrical, fire protection, and window systems. New walls, floor, and ceilings will be installed in renovated areas.
- Construction is well under way with Phase 2 work focusing on the East/West wing and construction on the 2nd floor and County Board area on the 1st floor of the Administration Center. Major construction funding is planned to continue in 2026, with project completion in 2027.

The plan also dedicates funding toward roof replacements at multiple county facilities, including the Mental Health Center (page 5), the Sussex Highway Substation (page 7), the Communication Center (dispatch services, page 9), Highway Operations/Central Fleet (page 10), the Juvenile Center (page 11), and Jail (page 12).

Additionally, the plan includes a study for the Administration Center (pages 8A-8B) in 2026, which will look into key improvements to better organize the space and promote wayfinding for the public.

### **Transportation:**

The 2026-2030 Capital Project Plan continues to maintain Waukesha County's existing County Trunk Highway (CTH) infrastructure to promote public safety, support growing businesses and enhance economic development efforts.

The plan includes two projects in the City of New Berlin as part of a continuing effort to improve one of the busiest roads in the county highway system, CTH O or Moorland Road. CTH O serves as a major access road between I-43 and I-94 and shopping centers. Improvements will widen the final

segment of a priority corridor from two to four lanes, and rehabilitation projects include replacing existing pavement, reconfiguring intersections to improve safety, replacing older traffic signals, and adding sidewalks and storm water improvements. Partnerships with the city will add improvements to existing projects. The county has worked diligently with state and federal officials to identify the importance of this corridor, helping secure and improve the likelihood of additional funds, which reduces the county's share of costs (described below).

- CTH D (Cleveland Avenue) to Greenfield Avenue, 1.5 miles – Final Design in 2026, Construction in 2027 (page 13). Due to federal funding uncertainty, the project schedule has been pushed back one year. The county has applied for an additional \$6 million in direct funding from Congress to bring this project more in-line with traditional federal/county cost share levels, and anticipates a successful award based on support from Representative Fitzgerald.
- CTH HH (College Avenue) to Grange Avenue, 1.2 miles – Design is underway, Utility Relocation in 2025-26, Construction in 2029 (pages 14A-14B). The project has been delayed for two years to align with the updated construction schedule for the previous project. This project represents a partnership with the city to widen the final segment of Moorland Road from two to four lanes. Federal funds of \$10.7 million were restored to this project after initial allocations were prioritized for earlier segments of Moorland Road.

#### **Priority Corridor Projects:**

- CTH F (Redford Road) – 1.2 miles, from I-94 to Duplainville Road (City of Pewaukee) – Design in 2027, Construction in 2030 (page 21)
- CTH F (Redford Road) – 1.5 miles, from Moreland Boulevard to I-94 (cities of Pewaukee and Waukesha) – Design in 2029, Construction in 2032 (page 33)
- CTH K – 6 miles, from CTH JK to Brookfield Road (Lisbon Road – Lynndale Road to Brookfield Road) (villages of Lisbon, Sussex and Menomonee Falls, and City of Brookfield) – Design in 2026 and 2027, Construction beginning in 2031 (page 38)

#### **Road Rehabilitation Projects:**

- CTH ES (National Avenue), from Scotland Drive to CTH U (Guthrie Drive) (villages of Vernon and Big Bend) – Construction in 2027 (page 19)
- CTH ES (Fox Street/National Avenue) – CTH NN (East Veterans Way) to Center Drive, 4.2 miles (City of Mukwonago and Village of Vernon) – Design in 2029, Construction in 2032 (page 22)
- CTH BB (North Golden Lake Road) – US Highway 18 (Sunset Drive) to CTH DR (Delafield Road), 2.5 miles (Village of Summit) – Construction in 2027 (page 23)
- CTH Y – CTH L to CTH HH (Racine Avenue – Janesville Road to College Avenue), 2.1 miles (cities of New Berlin and Muskego) – Construction in 2028 (page 27)
- CTH S – State Highway 67 to State Highway 59 (Town of Eagle) – Construction in 2030 (page 32)
- CTH P (Brown Street) – Ashippun River to North County Line, 1.75 miles (Town of Oconomowoc) – Design in 2027, Construction in 2032 (page 34)
- CTH ES (Fox Street) – Atkinson Street to CTH NN (East Veterans Way) (City of Mukwonago) – Design in 2027, Construction in 2030 (page 35)

- CTH CW (Mapleton Road) – Amber Lane to CTH P (Brown Street), 3.75 miles (Town of Oconomowoc) – Design in 2029, Construction in 2033 (page 36)
- CTH YY (Pilgrim Road) – CTH V V (Silver Spring Road) to State Highway 175, 3.5 miles (Village of Menomonee Falls) – Design in 2026, Construction in 2028 (page 40)
- CTH Z (Ottawa Avenue) – Northey Road to Scuppernong Creek (Town of Ottawa) – Design in 2027, Construction in 2029

#### **Bridge Rehabilitation / Replacement Projects:**

- CTH SS (Prospect Avenue), Meadowbrook Creek Structure (Village of Pewaukee) – Construction in 2027 (page 24)
- CTH I (Beloit Road), Calhoun Creek Bridge (City of New Berlin) – Construction in 2027 (page 25)
- CTH I (Beloit Road), Mukwonago River Bridge (Town of Mukwonago) – Construction in 2027 (page 26)
- CTH YY (Pilgrim Road) – Butler Ditch Tributary Structure (City of Brookfield) – Design in 2027, Construction in 2031 (page 31)

#### **Spot Safety Improvements:**

- CTH J – CTH FT Intersection (Pewaukee Road/Northview Road, City of Waukesha) – Construction in 2027 (page 15)
- CTH F – CTH K Intersection (Redford Blvd/Lisbon Road, Town of Lisbon and Village of Sussex) – Construction in 2027 (page 16)
- CTH T – CTH JJ Intersection (Main Street/Bluemound Road, City and Village of Pewaukee) – Construction in 2027 (page 17)
- CTH F (Redford Blvd) – Busse Road Intersection (City of Pewaukee) – Construction in 2028 (page 18)
- CTH D – CTH E Intersection (Tomlin Road/Wern Way, Town of Genesee) – Design in 2026, Construction in 2028 (page 20)
- Traffic Signal Controller Replacement – The county was awarded federal aid to cover most of the cost of replacing aging and out-of-date signal equipment with modern technology to improve traffic flow at intersections (page 30)
- CTH D – CTH X Intersection (Sunset Drive/Genessee Road, City of Waukesha) – Design in 2026, Construction in 2028 (page 37)
- CTH KE – CTH E Intersection (Maple Avenue/North Shore Drive, Village of Hartland and Town of Delafield) – Construction 2028 (page 48)
- Traffic Signal Equipment Replacements (Countywide) – A new program project with funding in each year of the plan. This project will apply for federal revenues to offset costs of larger equipment modernization (page 41)
- CTH Y (Racine Avenue) – CTH HH (College Avenue) Roundabout (cities of New Berlin and Muskego) – Design in 2027, Construction in 2029 (page 42)
- CTH ES (National Avenue) – Edgewood Avenue Roundabout (villages of Mukwonago and Vernon) – Design in 2027, Construction in 2030 (page 43)
- CTH NN (West Veterans Way) – Traffic Signals, CTH EE (School Road) and Fairwinds Boulevard (near Mukwonago High School, Village of Mukwonago) – Design in 2026, Construction in 2027 (page 44)

- Traffic Signal Optimization (Countywide) – A new project with anticipated federal funding to design the optimization of Countywide traffic signals for safety and efficiency (page 45)
- CTH O – Moorland Road Corridor Signal Interconnect Infrastructure – Design in 2027, Construction in 2028 (page 46)

### **Repaving Program:**

The Waukesha County Repaving Program (pages 48-49) will continue. The Department of Public Works is expected to fund \$30.2 million in repaving from 2026 – 2030, which is unchanged from the prior capital plan. The plan continues allocating \$500,000 per year for crack sealing and reshouldering preservation work to slow the rate of pavement deterioration, which began in the 2025 Capital Budget. Previously, these efforts were funded entirely out of the Department of Public Works operating budget but are continuing in the capital plan due to operating budget constraints. Waukesha County's pavement rating increased in the most recent estimate to 70 (out of 100) from 69 in 2024, because of the County's ongoing commitment to maintaining its infrastructure. Progress has been made in the repaving program, but from 2018-2024, only about 15 miles have been repaved on average. At that pace, it takes 27 years to repave an individual segment. With additional funding in the 2025 capital budget, the estimated miles repaved jumped to 23 miles for 2025.

### **Parks and Land Use:**

The 2026-2030 Capital Project Plan contains several projects managed by the Department of Parks and Land Use, including the following:

- Park System Roof Replacements (page 53) – The capital plan addresses needed roof replacements across the county park system over several years, which include county park office buildings, picnic pavilions, and storage spaces. These roofs were constructed in the late 1990s and early 2000s and are reaching the end of their useful lives. These projects are included in the capital to help ensure more timely replacement than would be achievable through the department's operating budget maintenance plan.
- Golf Course Infrastructure Plan (page 55). This multi-year effort to address major infrastructure needs at the Naga-Waukee War Memorial and Moor Downs golf courses continues. The project includes golf course irrigation system repair and replacement, pump station replacement, HVAC replacement, cart path maintenance, a new clubhouse and irrigation well, clubhouse roof replacement, pedestrian bridge upgrades, clubhouse restroom renovations, and patio pavement maintenance. This project is funded primarily with Golf Course fund balance.
- Lake Country Trail – Phase V – Connection to Jefferson County (page 56). County management is laying the groundwork for Phase V of the Lake Country Trail, a 2.25-mile trail that would combine an off-road trail facility with on-road accommodations to link the Lake Country Trail at Roosevelt Park in the City of Oconomowoc with the proposed Jefferson County Interurban Trail at the Waukesha/Jefferson County line. From the county line, Jefferson County will extend the trail approximately 12 miles west to the city of Watertown. Design began last year with construction planned for 2026. The county has already secured federal funding for this \$2.0 million project, and along with anticipated state and local partnership dollars, the county share is estimated at \$74,000.

- Ice Arena Facility Improvement Plan (page 57) – This project carries out recommendations related to the ice arena operational plan, approved by the County Board (enrolled ordinance 177-70). This project will replace aging mechanical, HVAC, and refrigeration systems at Naga-Waukeee and Eble Ice Arenas over several years. The project is funded with Waukesha County Parkland Management and Land Acquisition (Tarmann) Fund.
- Expo Forum Building Improvements (page 58) – The Expo Forum Building consists of three connected free-span exhibition halls that were constructed between 1969 and 1980, which need renovations and improvements. The plan appropriates funds in 2026 that would work to repair the roof, replace outdated fixtures in the building, and allocate funds for ongoing HVAC repair and maintenance. The prior capital plan included additional funding for further repairs, but the updated plan indicates a need to evaluate the future of the building prior to additional capital investments.
- Expo Center Building Maintenance, Security and Safety Improvements (page 59A-59B) – This new project includes funding in 2026 and 2027 to enhance site safety and security, as well as upgrades to lighting and other basic assets such as connectivity and other technological improvements. The project is primarily funded with Waukesha County Parkland Management and Land Acquisition (Tarmann) Fund.
- Pavement Management Plan (pages 60-61). The capital plan for 2026-2030 is expected to fund \$7.9 million for pavement improvements and upgrades for park roads and county facility parking lots. The plan includes additional appropriations of \$75k/year to address concrete paving. Previously, these efforts were funded entirely out of the Department of Parks and Land Use operating budget but are being included in the capital plan due to operating budget constraints

### **Emergency Preparedness:**

The 2026-2030 Capital Plan includes several projects focused on upgrading and improving our Communications Center (dispatch) and Radio Services infrastructure. New projects include:

- Emergency Preparedness Phone Replacement (page 62) – This project is scheduled for 2027 implementation and will replace the phone system for the 911 dispatch at the Communication Center. Specifically, this project will modernize the county's telecommunications due to the current system becoming unsupported after 2028.
- Desk and Radio Console Replacement (page 63) – This project replaces aging equipment in 2026 that is set to be de-supported later that year. Department management will apply for grant funds to potentially offset some of these costs.
- Public Safety Radio System Upgrade (page 64) – This project is scheduled for 2028, to replace outdated equipment and increase capacity on our radio system. Project costs are expected to be shared 50/50 with municipalities.

### **Technology:**

- Election System Upgrade (page 66) – The plan includes this project to develop a strategy for the eventual replacement of voting equipment before the end of its useful life. The county expects to build upon a partnership that was established in 2015 with all 37 municipalities to acquire the current system. This partnership helped ensure a unified election vote counting and reporting system, as well as establishing a precedent for a cost-sharing arrangement with the municipalities. Initial funding is planned for 2028, with implementation in 2029.

I look forward to listening to you and working with you as you review the 2026-2030 Capital Plan. I believe together we will continue to maintain a plan that respects the taxpayers, keeps residents safe, and supports growing businesses in Waukesha County.

Sincerely,

A handwritten signature in black ink, appearing to read "Paul Farrow", with a long horizontal flourish extending to the right.

PAUL FARROW

Waukesha County Executive