

## Chapter I

# INTRODUCTION AND BACKGROUND

### INTRODUCTION

In 1999, the Wisconsin Legislature enacted a new comprehensive planning law, set forth in Section 66.1001 of the *Wisconsin Statutes*. The new requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69 (3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The new requirements, which are often referred to as the “Smart Growth” law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The intent of the comprehensive planning law is to require that comprehensive plans be completed and adopted by the governing bodies of counties, cities, villages, and towns prior to January 1, 2010, in order for a county or local government to adopt or enforce zoning, subdivision control, or official mapping ordinances.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Ozaukee County, 14 participating local governments, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and UW-Extension. As a result of the multi-jurisdictional process, comprehensive plans that satisfy the planning requirements set forth in Section 66.1001 of the *Statutes* have been developed for the County and all participating local governments. The 14 participating local governments are:

- Town of Belgium
- Town of Cedarburg
- Town of Fredonia
- Town of Grafton
- Town of Port Washington
- Town of Saukville
- City of Mequon
- Village of Belgium
- Village of Fredonia
- Village of Grafton
- Village of Newburg
- Village of Saukville
- Village of Thiensville
- City of Port Washington

After meeting with each local unit of government wholly or partially located in Ozaukee County, hosting a countywide informational meeting on January 14, 2003, and obtaining a resolution from 15<sup>1</sup> local units of government, Ozaukee County proceeded with preparation of a multi-jurisdictional comprehensive planning grant application. On August 6,

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<sup>1</sup> Including the City of Cedarburg, which subsequently decided not to participate in the multi-jurisdictional planning process. The Village of Bayside, which is located partially in Ozaukee County and partially in Milwaukee County, was asked to participate in the multi-jurisdictional planning process but declined.

2003, the Ozaukee County Board of Supervisors approved a resolution to submit a grant application to the Wisconsin Department of Administration (WDOA) under Section 16.965 of the *Statutes* to help fund preparation of the plan. County and local resolutions to participate in the Ozaukee County multi-jurisdictional comprehensive planning process are included in Appendix A. A grant was awarded in February 2004. Prior to accepting the grant, Ozaukee County and SEWRPC signed a three-party Cooperative Agreement with each of the 14 participating local governments. Each agreement is a formal contract among the local government, Ozaukee County, and SEWRPC to participate in a coordinated, multi-jurisdictional comprehensive planning effort. The agreements are available for review in the office of the Ozaukee County Planning and Parks Department. On May 5, 2004, the Ozaukee County Board of Supervisors approved a resolution accepting the awarded grant funds.

Ozaukee County has also worked cooperatively with the City of Cedarburg, the Village of Bayside (which is located partially in Ozaukee County and partially in Milwaukee County), adjacent local and county governments, affected State and Federal agencies, school districts and other special purpose units of government, and interested organizations to ensure that the concerns of all interested parties were considered as the plan was developed.

This multi-jurisdictional comprehensive planning effort is built upon the master and comprehensive plans adopted by cities, villages, and towns in Ozaukee County prior to the start of this comprehensive planning process. A list of plans adopted by local governments as of December 2004 is presented in Chapter V of this report. Existing plans were updated to reflect new inventory data and development conditions and supplemented as needed to include all of the nine elements required under the State comprehensive planning law. The preparation and adoption of the County and local comprehensive plans also fulfilled the procedural requirements set forth in State law, which require adoption and implementation of a written public participation plan, adoption of a County or local comprehensive plan by an ordinance of the governing body, a public hearing prior to adoption, and distribution of the draft and final plan to adjacent communities and State and regional agencies.

## **RELATIONSHIP BETWEEN COUNTY AND LOCAL COMPREHENSIVE PLANS**

Ozaukee County recognizes that cities, villages, and towns have complete approval authority of their local comprehensive plan. Ozaukee County, in preparing this County plan and readying it for adoption by the County Board, reviewed all local plans as they relate to County responsibilities to address areawide issues and comply with State mandates. An iterative feedback loop was used, whereby the County's regional data, resources, and existing plans were provided to all local governments for consideration of incorporation into local comprehensive plans, and the local plans were fed back into the County plan for incorporation. Every effort was made during the planning process to discuss and resolve issues between Ozaukee County and the cities, villages, and towns in the County. Through the use of this process, many of the issues between the County and local governments, and between cities, villages, and towns, were resolved. Where conflicts could not be resolved, they were documented in the intergovernmental cooperation element of this report and the appropriate "planning" element (for example, land use conflicts are documented both in the land use and intergovernmental cooperation elements).

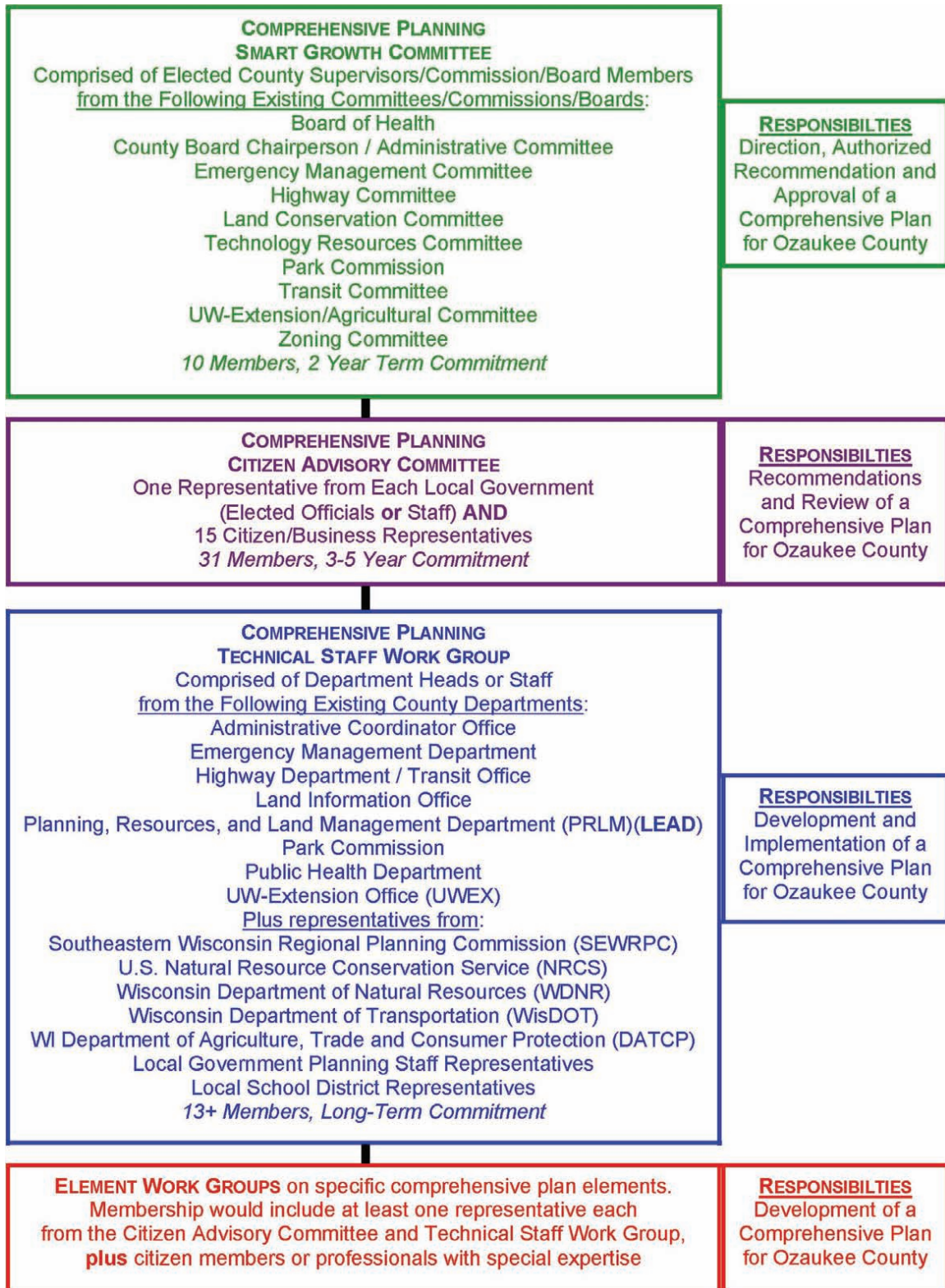
Ozaukee County explicitly recognizes that cities, villages, and towns may choose, on certain matters and issues, to disagree with a position of the County. Similarly, the County may choose, on certain matters and issues, particularly related to County areawide issues and State mandates such as shoreland and floodplain zoning requirements, to disagree with city, village, or town proposals for the County plan. The County respects the rights of cities, villages, and towns to adopt plans that may, in some respects, differ from the County plan.

## **COMMITTEE STRUCTURE**

The committee structure for developing and overseeing preparation of the multi-jurisdictional County comprehensive plan from 2002 to 2005 is set forth in Figure 1. Figure 2 shows the committee structure used after April 2005. Prior to that date, the County's comprehensive planning effort was coordinated through the Smart Growth Committee of the Ozaukee County Board of Supervisors. After a reorganization of the Ozaukee County Board committees in April 2005, the

Figure 1

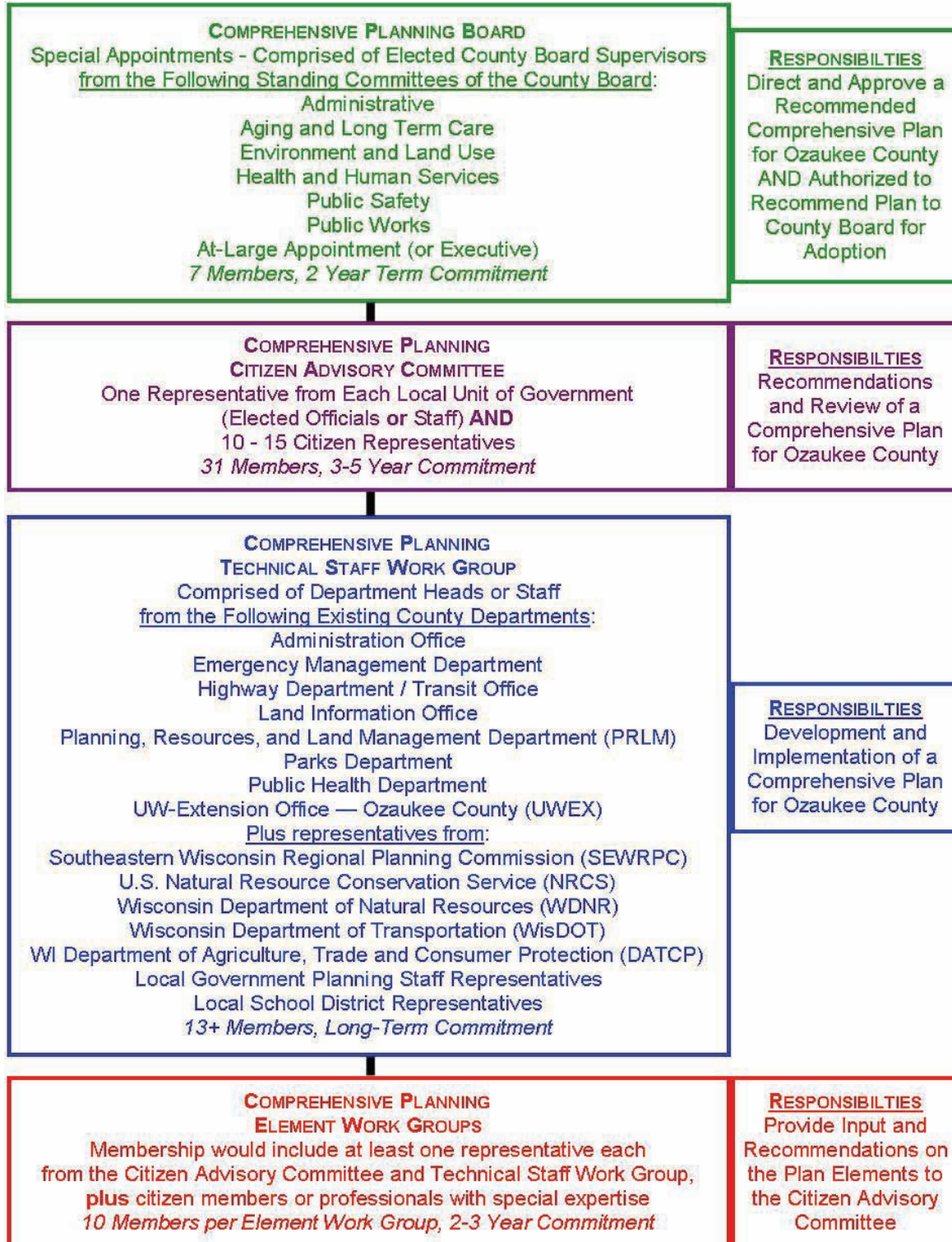
**OZAUKEE COUNTY MULTI-JURISDICTIONAL  
COMPREHENSIVE PLAN COMMITTEE STRUCTURE: 2002 - 2005**



Source: Ozaukee County and SEWRPC.

Figure 2

**OZAUKEE COUNTY MULTI-JURISDICTIONAL  
COMPREHENSIVE PLAN COMMITTEE STRUCTURE:  
FOLLOWING COUNTY BOARD REORGANIZATION IN APRIL 2005**



Source: Ozaukee County and SEWRPC.

Smart Growth Committee was reconstituted as the Comprehensive Planning Board, which became a subcommittee of the Environment and Land Use Committee of the County Board. The Comprehensive Planning Board provided oversight of the County planning effort and recommended an approved comprehensive plan for consideration for adoption by the full County Board.

A Comprehensive Planning Citizen Advisory Committee (CAC) was established by the Smart Growth Committee on September 4, 2002, to guide preparation of the County plan, including development of a public participation plan, review of draft plan chapters and other plan materials, and development of a recommended plan for consideration by the Smart Growth Committee (SGC)/Comprehensive Planning Board (CPB). The Advisory Committee is comprised of one representative from each local government participating in the County multi-jurisdictional planning process and 15 citizen members. Citizen members were first appointed by the SGC on May 30, 2003. A list of CAC members is provided on the inside front cover of this report. The CAC established four element workgroups to assist in preparing specific plan elements and to make preliminary recommendations to the CAC on specific planning issues: 1) Agricultural and Natural Resources Workgroup; 2) Land Use, Transportation, and Utilities and Community Facilities Workgroup; 3) Housing, Economic Development, and Cultural Resources Workgroup; and 4) Public Participation Planning Workgroup.

A Technical Staff Workgroup comprised of staff from several County departments, local government staff, school district representatives, SEWRPC, and State and Federal agencies was formed to develop plan chapters and other materials for review by the element workgroups and the CAC. An additional technical workgroup was formed to guide preparation of the Land Evaluation and Site Assessment (LESA) analysis of potential farmland preservation areas. Members of the element and staff workgroups are listed in Figure 3.

Participating local governments relied on local plan commissions or, in some cases, established local advisory committees to provide guidance during the planning process. Advisory committees were established by the City of Port Washington and the Town of Cedarburg. In addition, a Blue Ribbon Committee was formed by the City of Mequon to solicit public input during the City's comprehensive planning process. In all other communities, the local plan commission took the primary role in preparing the local comprehensive plan and reviewing and providing input to the County plan.

## **THE PLANNING AREA**

Map 1 shows the area included in the Ozaukee County multi-jurisdictional comprehensive plan. The planning area includes all of Ozaukee County, including the Village of Newburg, which lies in both Ozaukee and Washington Counties. Newburg has joined the Ozaukee County multi-jurisdictional planning effort. The planning area extends approximately 1.5 miles from the Newburg corporate limits to include all of the area in Washington County within the Village's extraterritorial plat approval jurisdiction. Land use related extraterritorial authorities are discussed further in Chapter V.

The County is bordered on the north by Sheboygan County, on the west by Washington County, on the south by Milwaukee County, and on the east by Lake Michigan. Ozaukee County encompasses an area of about 150,708 acres, or about 235 square miles. The planning area, including the Village of Newburg and its extraterritorial area, encompasses 158,976 acres, or about 263 square miles.

## **REPORT FORMAT**

This planning report consists of fifteen (15) chapters. Following this introductory chapter, Chapters II through V present inventory data. Inventory chapters include: Population, Household, and Employment Trends and Projections; Inventory of Agricultural, Natural, and Cultural Resources; Inventory of Existing Land Uses, Transportation Facilities and Services, and Utilities and Community Facilities; and Existing Plans and Ordinances. Chapters VI through XIV constitute the recommended County comprehensive plan. Comprehensive plan key planning element chapters include: Issues and Opportunities; Agricultural, Natural, and Cultural Resources; Land Use; Housing; Transportation; Utilities

Figure 3

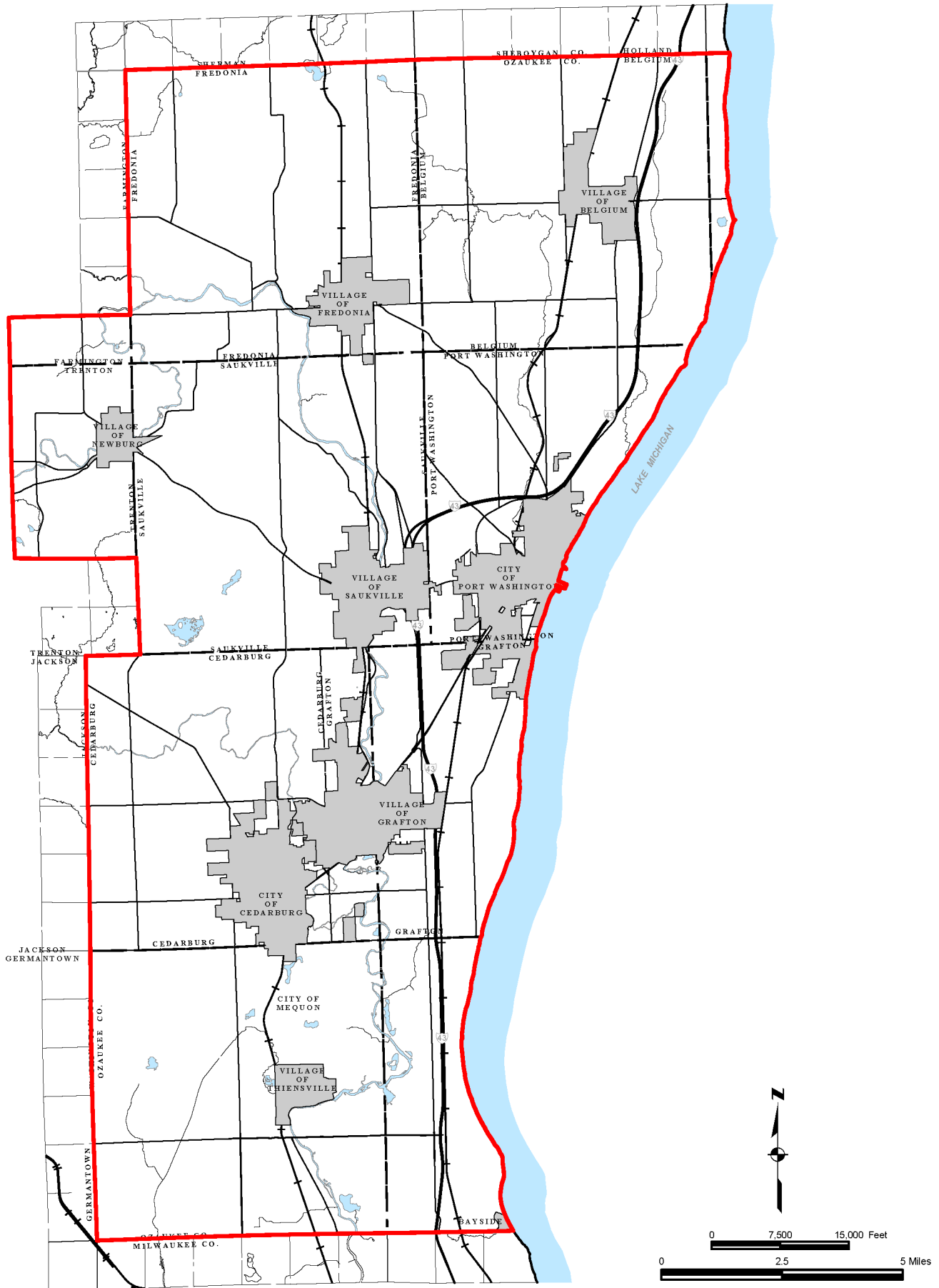
**OZAUKEE COUNTY MULTI-JURISDICTIONAL COMPREHENSIVE PLAN WORKGROUP MEMBERS**

<b>Agricultural and Natural Resources Element Workgroup</b>			
Jill Hapner (Chairperson)	Dale Katsma	Gail Epping Overholt	John D. Pipkorn
Eric Rathke	Victor Pappas	Roger Noll	Tim Kaul
Cathy Stern	Angie Tornes	Joanne Kline	Sue Millin
Patricia Stone	Angela Curtes	Dan Kline	Claire Vanderslice
Dale Buser	Coreen Ripp Fallat	Noel Cutright	Sharon Gayan
Michelle Lehner	Mike Grisar	Will Wawrzyn	
<b>Land Use, Transportation, and Utilities and Community Facilities Elements Workgroup</b>			
Pat Marchese (Chairperson)	Daniel Wagner	Dave Murphy	Jill Mrotek
Dave Verley	Sharon Gayan	Rick Nelson	Jon Stilp
Ed Beimbom	Bob Dreblow	Krista Chapdelaine	Paul Westrick
Kit Keller	Victor Pappas	Steven Lenz	Brian Borofka
Bill McGill*	James Froemming	Don Korte	Angela Curtes
Joette Heckenbach	Roger Kirgures	Al Neumann	Mark Lake*
Roger Strohm	Ken Lucht*		
<b>Housing, Economic Development, and Cultural Resources Elements Workgroup</b>			
Frank Madden (Chairperson)	Kori A. Schneider	John Hilber	Richard Bernstein
Alfred Schlecht	Bruce McInay	Christopher Frommell*	Sara Grover*
Angela Cope	Patricia Stone	Damon Anderson	Kathy Tank
Joette Heckenbach	John W. Orth	Roger Kirgues	Nancy Hundt
Lou Hefle	John Gallo	Geoff Hurtado*	Curt Gruenwald
Patricia Thome	Alan Schupp	Lila M. Mueller*	Dan Ziegler
Shawn Graff			
<b>Public Participation Workgroup</b>			
Geoff Hurtado, CAC member			
Kit Keller, CAC member			
Eric Rathke, CAC member			
Bob Rathsack, CAC member			
Randy Tetzlaff, CAC member			
<b>Land Evaluation and Site Assessment (LESA) Technical Advisory Workgroup</b>			
Ken Albinger	Jim Kadow	Gail Epping Overholt	Jeff Bell
Dale Buser	Otto Kohlwey	Victor Pappas	Andy Holschbach
Angela Curtes	Michelle Lehner	Mike Paulus*	Dan O'Neil
Coreen Fallat	Dan Lynch	Kent Pena	Sharon Gayan
Betsy Gillen	Sue Millin	John D. Pipkorn	Dale Katsma
Shawn Graff	Larry Natzke	Patricia Stone	Lance Leider
Don Hamm	Bill Niehaus	Kevin Traastad	
<b>Technical Staff Workgroup</b>			
Paul Roback	Jessica Schmidt	Paul Benjamin	Dan O'Neil
Richard A. Bernstein	Bill Stolte	Jon Censky	Michelle Pike
Bill W. Cording	Mike Thompson	Bob Droblow	Michael Rambousek
Jason Dzwiniel	Jim Culotta	Betsy Gillen	Kathleen Cady Schilling
Dr. William Harbron	Joseph R. Gassert	Dr. Robert J. Slotterback	Janis Stemper
Andy Holschbach	Robert Haupt	Andrew T. Struck	Randy Tetzlaff
Glenda Madlom	Dennis Kenealy	Michael R. Weber, Ph.D.	Debra Walls
Chris Miller	Ben McKay	Dr. Daryl Herrick	Dianne Robertson
Ginger Murphy	Jill Mrotek	Ralph Luedtke	Kim Tollefson
Dr. Jeff Pechura	Allen Neumann	Tom Meaux	Susan L. Westerbeke
Nancy Anderson	Andy Pederson	Lila M. Mueller	Dr. Mike Salkowski
Brian Biernat			

\*Individual appointed to workgroup from the pool of those who submitted applications, but did not attend workgroup meetings or submit comments on plan materials.

Source: Ozaukee County and SEWRPC.

PLANNING AREA FOR THE OZAUKEE COUNTY MULTI-JURISDICTIONAL COMPREHENSIVE PLAN



Source: SEWRPC.

and Community Facilities; and Economic Development. Chapters XIII and XIV include the Intergovernmental Cooperation and Implementation Elements, respectively. The multi-jurisdictional comprehensive plan is summarized in Chapter XV.

In addition to this multi-jurisdictional County comprehensive plan report, an individual comprehensive plan was adopted by each participating local government. Each participating local government had the option of producing its own local plan report or contracting with the County to produce the report documenting the local plan. The Villages of Fredonia and Newburg and Towns of Cedarburg, Grafton, Port Washington, and Saukville chose to produce their own comprehensive plan reports. The Cities of Port Washington and Mequon; Villages of Belgium, Grafton, Saukville, and Thiensville; and Towns of Belgium and Fredonia requested that Ozaukee County produce their comprehensive plan reports.

## **STATUTORY REQUIREMENTS**

The multi-jurisdictional comprehensive plan presented in this report provides a long-range guide for Ozaukee County officials, staff, and citizens to effectively address future development and natural resource protection in the County through the year 2035, and sets forth County planning goals and objectives. The County Board and affected committees of the County Board should refer to the comprehensive plan as a matter of course in their deliberations on planning issues and give the plan due weight when making decisions on such matters, particularly with regard to the Statutory requirement for consistency between the County comprehensive plan and the County shoreland and floodplain zoning ordinance. In addition, the comprehensive plan is intended to increase intergovernmental cooperation and the general awareness and understanding of County and local government planning goals and objectives by residents, landowners, developers, the business community, and other private interests, and among the many units, levels, and agencies of government with land use related responsibilities within the County.

Local government comprehensive plans developed as a result of this multi-jurisdictional planning process also provide long-range guides for local government officials and citizens to address future development and natural resource protection in their respective communities. Local plan commission members and members of local governing bodies should refer to local comprehensive plans in the course of deliberations on local planning issues, particularly with regard to the Statutory requirement for consistency between the local comprehensive plan and local zoning, subdivision, and official mapping ordinances. As the County comprehensive plan is intended to increase intergovernmental cooperation, local comprehensive plans address areas of mutual concern with the County and with adjacent local governments. Local comprehensive plans also set forth local planning goals and objectives.

### **Nine Elements of the Comprehensive Plan**

The multi-jurisdictional plan documented in this report as well as each local comprehensive plan resulting from the multi-jurisdictional planning process contains the nine elements required by Section 66.1001(2) of the *Statutes*: issues and opportunities element; agricultural, natural, and cultural resources element; land use element; housing element; transportation element; utilities and community facilities element; economic development element; intergovernmental cooperation element; and implementation element. The elements are fully consistent with State requirements.

### **Comprehensive Plan and Ordinance Consistency**

To comply with the consistency requirements in Section 66.1001 (3) of the comprehensive planning law, Ozaukee County will make the changes needed, if any, to bring County shoreland and floodplain zoning regulations into compliance with the multi-jurisdictional comprehensive plan prior to January 1, 2010. Although not required by Section 66.1001 (3), other County land-use related ordinances, such as non-metallic mining ordinances and County highway access ordinances, should also be revised, if necessary, to be consistent with and help implement the multi-jurisdictional comprehensive plan.

Each participating city, village, and town will amend its zoning, subdivision, and official mapping ordinances, if needed, to bring those ordinances into compliance with the comprehensive plan adopted by the Common Council,

Village Board, or Town Board. Under Section 66.1001 (3), zoning, subdivision, and official mapping ordinances adopted by a city, village, or town must be consistent with the comprehensive plan adopted by that city, village, or town beginning on January 1, 2010.

### **Fourteen Comprehensive Planning Goals**

The County multi-jurisdictional comprehensive plan and local comprehensive plans also address the 14 planning goals set forth in Section 16.965(4)(b) of the *Wisconsin Statutes*. The 14 planning goals include:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and ground-water resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. 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.
11. 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 level.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependant and disabled citizens.

The multi-jurisdictional planning process is also intended to meet County and local government planning goals and objectives, as well as to carry related elements of existing regional plans into greater depth and detail. The multi-jurisdictional planning process has provided an excellent opportunity for integrating local, County, and regional planning goals and objectives with the 14 planning goals established in the *Statutes*.

### **Public Participation Plan**

Section 66.1001(4) of the *Statutes* requires that the governing body of any county or local government preparing a comprehensive plan adopt written procedures that are “designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.” Proposed plan elements must be widely distributed, and opportunities must be provided for written comments to be submitted by the public to the governing body. A procedure for the governing body to respond to those comments must also be identified.

The Public Participation Planning Element Workgroup of the Citizen Advisory Committee, with assistance from local governments and County, UW-Extension, and SEWRPC staff, had the primary responsibility of developing a recommended public participation plan for the multi-jurisdictional County plan for review and approval by the Citizen

**Table 1**

**LOCAL PUBLIC PARTICIPATION PLAN ADOPTION DATES**

Local Government	Adoption Date
Town of Belgium <sup>a</sup> .....	February 7, 2005
Town of Cedarburg.....	January 5, 2005
Town of Fredonia .....	November 10, 2005
Town of Grafton.....	December 14, 2005
Town of Port Washington.....	September 6, 2005
Town of Saukville .....	May 17, 2005
Village of Belgium.....	June 12, 2006
Village of Fredonia .....	December 5, 2005
Village of Grafton.....	July 17, 2006
Village of Newburg .....	April 28, 2005
Village of Saukville .....	October 11, 2005
Village of Thiensville .....	May 16, 2005
City of Mequon .....	December 19, 2005
City of Port Washington.....	March 1, 2005

<sup>a</sup>Adopted County public participation plan.

Source: Local Governments and SEWRPC.

Advisory Committee on October 10, 2004, and the Smart Growth Committee on October 19, 2004. The public participation plan was adopted by the County Board on December 1, 2004. The public participation plan seeks to enhance public awareness of the planning effort and its importance; educate citizens about current and past growth trends that have occurred in Ozaukee County; and provides opportunities for citizens to help identify key community issues and develop a vision of what Ozaukee County and its local communities should look like in 30 years. Extensive public input during the draft plan review and plan adoption process was also sought.

Techniques to secure public participation include news releases, fact sheets, newsletters, a County website, display exhibits, advisory committees, opinion and image preference surveys, design workshops, public open houses and other meetings to convey information and promote an exchange of ideas, and public hearings. A summary of the public participation plan can be found in Appendix B. The full public participation plan is available for review in the office of the Ozaukee County Planning and Parks Department.

The governing body of each local government participating in the multi-jurisdictional planning process has also adopted a public participation plan consistent with the requirements of Section 66.1001 (4) of the *Statutes*. Communities had the option of adopting the County public participation plan, adopting a local public participation plan derived from the County plan, or adopting a public participation plan prepared separately from that of the County. Table 1 lists the adoption date for local plans by the Common Council, Village Board, or Town Board of each participating local government. Unless noted on the table, each local government prepared and adopted a plan tailored to that community.

**Plan Review and Adoption**

Section 66.1001 (4) of the *Statutes* requires that a comprehensive plan or plan amendment be adopted by an ordinance enacted by the County Board, for adoption of the multi-jurisdictional County comprehensive plan, or by an ordinance of the Common Council, Village Board, or Town Board for individual city, village, and town comprehensive plans. The law further requires that all nine elements be adopted simultaneously, and that at least one public hearing be held prior to adopting the County and local comprehensive plans. The *Statutes* require that an adopted comprehensive plan, or an amendment to a plan, be sent to all governmental units within and adjacent to the county or local government preparing a plan; the Wisconsin Department of Administration; the regional planning commission; and the public library that serves the area in which the county or local government is located.

**REGIONAL CONTEXT**

Ozaukee County is one of the seven counties that together make up the Southeastern Wisconsin Region. Several significant urban centers are within 100 miles of the Region including the Chicago area; Madison area; Fox Cities-Green Bay area; and the Janesville, Beloit, and Rockford area. The Region itself encompasses 2,689 square miles; includes the Milwaukee, Racine, and Kenosha urbanized areas; and in 2000 had a population of over 1.9 million. Ozaukee County is in the northeast portion of the Region, along Lake Michigan, and contains a mix of urban areas, small villages, and extensive areas of farmland and natural resources.

Ozaukee County is located directly north of the City and County of Milwaukee, making Ozaukee County a prime area for continued residential and commercial development. Pursuant to Statutory requirements, SEWRPC has prepared and adopted a series of regional plan elements, including a regional land use plan, regional transportation system plan, regional water quality and water supply plans, and regional park, open space, and natural area plans, which provided a framework for development of the County plan. The regional plan elements were refined and detailed through the preparation of the County and local comprehensive plans.

## **NEED FOR COMPREHENSIVE PLANNING**

Ozaukee County has experienced growth and increased urbanization in recent decades, which has been accompanied by a variety of development issues. Some of the development issues that have surfaced during past decades include: the rate and location of new urban development; the need to construct and expand utilities, public facilities, transportation facilities, and other essential urban services and, in some cases, to coordinate efforts in multiple jurisdictions; the availability of affordable housing; protection of the natural resource base, including surface and groundwater quality and quantity; and the preservation of farmland and open space. These development issues, coupled with Wisconsin's comprehensive planning law, a projected increase in County population and employment, a projected increase in the age composition of the County population, and the continued trend of planning and development issues crossing jurisdictional boundaries, resulted in the County, participating local governments, and SEWRPC joining together to develop this multi-jurisdictional comprehensive plan.

## **BENEFITS OF COMPREHENSIVE PLANNING**

In addition to development, timing, and growth issues specific to Ozaukee County, there are general positive results of thoughtful comprehensive planning from which Ozaukee County, and each community participating in the multi-jurisdictional planning process, may benefit, including the following:

- ***Planning Helps Define the Future Character of a Community***  
The physical design, setting, and arrangement of land uses can make it possible for people to carry out their daily lives and activities in an attractive and safe community environment. Land use planning and design can foster a distinctive sense of place. Planning allows a community to identify, preserve, and build upon the defining features of the community.
- ***Planning Helps Protect Natural and Cultural Resources***  
Planning can help protect environmental features like wetlands, woodlands, and stream corridors which provide important public benefits, such as stormwater storage and groundwater recharge areas and recreational opportunities. Such resources would be difficult and expensive to replace if lost or damaged. Planning can also help identify and preserve prime agricultural soils, non-metallic mining resources, and historic, archeological, and other important cultural structures and sites.
- ***Planning Can Provide a Rational Basis for Local Decisions***  
Plans provide a factual and objective guide that can be used by public officials and citizens to make informed decisions about land use and development. Planning is a process that can help a community prepare for change rather than react to it.
- ***Planning Can Provide Certainty Regarding Future Development***  
Plans and related maps show landowners and developers the location and type of development desired by the community, which can save them time and money in developing plans for future land uses. Planning can help increase the consistency and fairness of the development review and approval process while protecting the established property interests of existing residents.

- ***Planning Can Save Money***  
Well-planned, orderly, and phased development patterns are less expensive for a community to provide public services and infrastructure than low density and scattered development patterns.
- ***Planning Can Promote Economic Development***  
Planning can provide information about existing businesses and industries and help determine desirable types of new businesses. Planning can also help determine if the existing work force is sufficient to staff particular employment sectors and whether local services and housing are adequate to handle the impacts of new economic development.
- ***Planning Can Promote Public Health***  
Finally, well planned development patterns and transportation options can make recreational, educational, and commercial facilities accessible to pedestrians. The ability to safely walk or bike to these facilities promotes physical health and community interaction.

While planning provides many important public benefits, it is important to recognize that an adopted plan is not an “end result,” but rather provides recommendations for future action. Plan recommendations will be fulfilled over time in generally small, incremental steps. A comprehensive plan provides a foundation and guide for many implementing tools, which may include community zoning ordinances and maps, subdivision ordinances, capital improvements programming, detailed facilities planning, and other County and local ordinances, programs, and policies.

## **COMPREHENSIVE PLANNING PROCESS**

The comprehensive plan presented in this report was developed through a multi-year planning process consisting of the following steps: 1) start up tasks, 2) inventory, 3) issue identification, 4) preparation of forecasts and analysis, 5) preparation of key planning elements, 6) preparation of implementation elements, and 7) plan review, refinement, and adoption. Another key step in the comprehensive planning process will be the implementation of the plan by Ozaukee County and implementation of each local comprehensive plan by the participating local governments. Throughout the planning process, the active participation of citizens, landowners, County and local government officials, and interest groups was essential for identifying important issues and preparing a plan with realistic goals for the County and participating local governments.