

SEWRPC Community Assistance Planning Report No. 285
A MULTI – JURISDICTIONAL COMPREHENSIVE PLAN FOR OZAUKEE COUNTY: 2035

Chapter VI

ISSUES AND OPPORTUNITIES ELEMENT

Note: Figures referenced in the Chapter are attached at the end of the Chapter.

INTRODUCTION

The purpose of the issues and opportunities element is to define a desired future for Ozaukee County and each participating local government. A “vision” statement was developed by the County and each participating local government to help provide an overall framework for development of the County and local comprehensive plans. The vision statements express the preferred future, key characteristics, and/or expectations for the future desired by the County and each community.

Section 66.1001 (2) (a) of the *Wisconsin Statutes* requires that the Issues and Opportunities Element include a “statement of the overall objectives, policies, goals, and programs of the governmental unit to guide the future development and redevelopment of the governmental unit over the planning period.” Although not defined in the *Statutes*, the Wisconsin Department of Administration has provided the following definitions of those terms:

Goals: Broad and general expressions of a community’s aspirations, towards which the planning effort is directed. Goals tend to be ends rather than means.

Objectives: More specific targets, derived from goals and necessary to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

Policies: Rules or courses of action necessary to achieve the goals and objectives from which they are derived. They are precise and measurable.

Programs: A system of projects or services necessary to achieve plan goals, objectives, and policies.

OZAUKEE COUNTY VISION STATEMENT

“Ozaukee County will create plans and policies that sustain and enhance the quality of life for all citizens of Ozaukee County.”

Visioning Process

The Ozaukee County Comprehensive Planning Citizen Advisory Committee (CAC) and the Comprehensive Planning Board (CPB)¹ were responsible for preparing and refining the County's vision statement. The visioning process included development of the vision statement and of the general goals and objectives presented in this chapter, and was based on the following:

- Results of Strengths, Weaknesses, Opportunities, and Threats (SWOT) workshops
- A countywide comprehensive planning public opinion survey conducted in February 2005
- Four countywide comprehensive planning kickoff meetings held in April and May of 2005
- The Ozaukee County Comprehensive Plan Open House/Design Workshop held in May 2006
- Vision statements and goals and objectives from existing local plans
- Data collected and mapped during the inventory phase of the plan
- Other public comment obtained via the Ozaukee County comprehensive planning website, e-mails, County Fair booth, local government comprehensive planning public informational meetings, and other public meetings
- Consideration of the nine elements of the comprehensive plan

Data collected during the inventory phase of the planning process included existing population and employment information and future population, household, and employment projections; existing land uses and natural resources; and existing land use plans and regulations. Inventory information is valuable to visioning committees and the public in determining the current conditions and factors that influence or determine the quality of life. The population, household, and employment projections set forth in Part II of Chapter II were reviewed to determine the needs of future residents, such as housing, employment, and education, to help guide preparation of the vision statement. Inventory information was made available to the public on the Ozaukee County comprehensive planning website, at each public library in the County, and at the municipal hall of each participating local government. The information was also presented at the County open house/design workshop. Vision statements from existing County and local government land use and master plans, which are identified in Chapter V, were also taken into consideration by the CAC and CPB during preparation of the vision statement.

A SWOT analysis for Ozaukee County was conducted with CAC members in December 2004. A SWOT analysis was also conducted at each of the four comprehensive planning kick-off meetings held around the County in early 2005. The results of these exercises, which are set forth in Figure VI-1, helped to identify community concerns and guide preparation of the vision statement and goals and objectives.

A countywide comprehensive planning public opinion survey was prepared by the CAC with assistance from the University of Wisconsin-Milwaukee Center for Urban Initiatives and Research. The survey included a wide range of questions on planning and development topics such as housing, transportation, agricultural and natural resources, land use, and economic development. Responses to these questions also helped guide preparation of the vision statement. A report detailing the results of the survey is included in Appendix N.

Finally, public input from the County planning open house/design workshop was used in the preparation of the vision statement. Input included written public comments provided during an interactive GIS Smart Board demonstration led by the UW-Madison Land Information and Computer Graphics staff, from an image preference survey, and from the 11 additional comprehensive planning stations.

Issues and Opportunities

The following general County planning issues and opportunities were identified during the visioning process described above:

¹The Ozaukee County multi-jurisdictional comprehensive plan committee structure is diagrammed in Figure I-2 in Chapter I of this report.

- **Changing Age Structure of the Population:** The population projections in Chapter II indicate that the population of Ozaukee County is expected to grow by 23 percent to 101,100 people by 2035. A large percentage of this growth, 77 percent, is expected to be persons over the age of 65. This will have many implications on the future of Ozaukee County, including possible changes in the types of housing needed and needs for transportation, medical, and social services. Planning efforts for the County and its government agencies must consider these changes.
- **Community Facilities:** SWOT and survey results show the continued quality of schools and health care facilities are important issues. The existing educational and health care systems in the County were viewed as strengths in the SWOT analysis. In addition, 71 percent of survey respondents rated their local public schools as good or excellent and 85 percent of respondents rated access to health care in the County as good or excellent.
- **Economic Development:** Survey respondents support a wide range of future business development in the County. Respondents were asked if they supported nine different types of businesses for future development. Over 60 percent of respondents supported future development of eight of the nine business types, with “clean” industries and small-scale farming favored most highly. Warehousing and distribution was the only business type that was opposed by more than 50 percent of the survey respondents. Economic development was also viewed as an opportunity in the SWOT analysis.
- **Energy:** Increased global demand for energy, specifically petroleum, and a fixed or slowly growing supply has resulted in significant increases in retail prices of gasoline and possibilities of disruption in supplies. These trends are likely to continue and will have impacts on all aspects of life in the County.
- **Environmental Preservation:** Survey results indicate that County residents place a high priority on preserving existing woodlands, wetlands, river corridors, and farmland and applying stricter regulations for water quality. A large majority of residents support the creation of a dedicated fund to preserve natural areas in the County. About 69 percent of respondents favor “conservation subdivisions,” which were described as developments that feature open space and maintenance of natural features. Lake Michigan, waterways in the County, and the diversity of land uses in the County were also found to be strengths of the County in the SWOT analysis.
- **Farmland Preservation:** Preserving farmland is a high priority among residents in terms of business development as found from both the SWOT analysis and the survey. An overwhelming 92 percent of survey respondents favor the development of small scale farming operations.
- **Housing:** Survey respondents and the SWOT analysis favored a variety of housing choices for County residents and people who work in the County, but cannot afford to live in the County. Housing choices are important as the population ages and as a way to provide an adequate work force for future economic development in the County.
- **Implementation:** Implementation of the County comprehensive plan was the subject of several discussions during CPB and CAC meetings to develop goals and objectives for this element. Members of both groups stressed the need to follow the plan after its adoption and that the plan needs to be a “living document.”
- **Intergovernmental Cooperation:** The ability of adjacent communities and different levels of government to work together is a concern that will affect all future planning and policy efforts. Proximity to Milwaukee was viewed as both an opportunity and a threat in the SWOT analysis. The ability to work regionally and across municipal boundaries is an important issue for the County.
- **Rural and Small Town Character and Cultural Resources:** The public opinion survey indicated a strong desire among residents to preserve the rural and small town character of Ozaukee County. About 71 percent

of respondents place a high priority on preserving the small town character of the County, and the proportion of respondents who believe that preservation should be a low priority is negligible. Strong support was also expressed for preserving historic buildings and downtowns. Similar results were found from the SWOT analysis. This will be an ongoing challenge for the County in the future.

- **Transportation:** Survey respondents place a high emphasis on maintaining existing streets and highways followed by a desire for more bike paths and lanes, pedestrian access to open space, and increased bus service. Widening streets and highways and adding sidewalks are relatively low in priority. Providing a variety of choices in transportation is viewed as important, particularly in light of the changing age structure of the County population and energy concerns.
- **Water Supply:** Although Lake Michigan, rivers, streams, and creeks were viewed as strengths in the SWOT analysis, water supply was viewed as both a weakness and a threat. In addition, 64 percent of survey respondents think stricter regulations for water quality is a high priority issue in the County.

Each of the above general planning issues and opportunities affect the existing quality of life in the County, which was a reoccurring theme throughout each form of public input. Over 96 percent of respondents to the countywide public opinion survey found the quality of life in the County to be good or excellent and no respondents found the quality of life to be poor. As a result, the vision statement for 2035 reflects the need to maintain the existing standard of living in the County and the desire for the County to “achieve the greatest good.” The goals and objectives to follow in this chapter define the quality of life by addressing each of the general planning issues and opportunities.

LOCAL GOVERNMENT VISION STATEMENTS

As part of the planning process, a comprehensive plan has been developed for Ozaukee County and for each local government participating in the multi-jurisdictional planning process. Each comprehensive plan includes a vision statement developed as part of the planning process. Local background information, population and household projections, and existing plans were reviewed by local comprehensive planning committees, plan commissions, and governing bodies. In addition, public input gathered through a variety of activities, including local comprehensive plan public informational meetings held between December 2005 and March 2006, was considered. Several communities also conducted local public opinion surveys to supplement the countywide survey. As part of the cooperative planning process, the County vision statement took into consideration the vision statement prepared by each participating local government. Community vision statements include:

- **City of Mequon**
Mequon is rich in rural heritage and natural beauty. It offers a government that advocates for its stakeholders, civic participation, and a healthy economic base. In Mequon, stakeholders protect the natural environment and value their quality neighborhoods, a safe community, public gathering spaces, and strong educational and medical facilities, all of which create a high quality of life.
- **City of Port Washington**
We are sailing into the future while preserving our heritage. A City where people come first; where their creativity, diversity, and innovation are encouraged; a growing community where people can live, work, and play in an eco-friendly environment.
- **Village of Belgium**
To continue to encourage a long-term pattern of community growth and balanced development (commercial, industrial, and housing) that will provide a quality living environment for Village of Belgium residents. To have a well rounded and proportionally developed rural community that provides services, housing, and employment opportunities while retaining the rural atmosphere of northern Ozaukee County.

- Village of Fredonia
The Village comprehensive plan does not include a vision statement.
- Village of Grafton (**DRAFT**)
The Village of Grafton will continue to provide opportunities for education, business, culture, and recreation by using its unique location and history to develop a greater awareness of what makes Grafton a desirable community in which to live and do business, and by encouraging citizen involvement in community activities and organizations and Village government.
- Village of Newburg
Village living with a country feel.
- Village of Saukville
The essence of the need for a Comprehensive Master Plan for the Village of Saukville is the uncertainty regarding future population growth, land development activity, and traffic, and the need to guide and accommodate anticipated growth in a manner that forwards the long-term objectives of the community.
- Village of Thiensville
The Comprehensive Plan for the Village of Thiensville, Wisconsin is a vision for the next 30 years in the life of the community. The Village intends to adopt and enforce policies which will insure its continuation as a vital, independent municipality, working in tandem with the City of Mequon and the joint Mequon/Thiensville Town Center Plan, focused on the characteristics which have made it a desirable place to live for the past one and one-half centuries. Among these are the small town, historic flavor of Thiensville seen in the local architecture, as well as in the size and atmosphere of the Village.

Thiensville was incorporated as a Village in 1910. By actively guiding the changes and development in Thiensville over the next 30 years through its goals, and objectives, the Comprehensive Plan can smoothly guide the Village through the end of its first century of incorporation, and set a healthy foundation for the next hundred years in the life of Thiensville.

Central to John Henry Thien's reason for choosing this location to settle and build a mill in the 1840's, and central to the hearts of those who live and work in Thiensville today is the Milwaukee River. Through the issues set forth in this Plan, the Village intends to focus on the river as the heart of Thiensville, and as a great resource and amenity to enjoy and protect.

- Town of Belgium (*pending*)
- Town of Cedarburg
Create a collective "vision" that preserves the landscape's natural features and open space, enhances the rural identity of the community, and guides high-quality public and private investment for the long-term development of the Town.
- Town of Fredonia
The Town of Fredonia intends to: preserve the rural character of our area for residents by preserving open space for agriculture, our primary business; to sustain future manufacturing and business opportunities; maintain and update our local infrastructure and local road system; and continue to operate an autonomous township.
- Town of Grafton
Create a collective "vision" that preserves the landscape's natural features and open space, enhances the rural identity of the community, as well as guides high-quality public and private investment for the long-term development of the Town of Grafton.

- **Town of Port Washington**
The vision of the Town of Port Washington is to balance the preservation of the historical rural and agricultural character of the Town with that of rural development that allows for compatible development to support the growing economic needs of Town Government, property owners, and citizens.
- **Town of Saukville**
The Town of Saukville is unique in its location, heritage, and pristine beauty. It is situated on old French and Indian trading routes near the Milwaukee River north of present day Milwaukee, west of Lake Michigan. It has nearly 25,000 acres of fields, farms, wetlands and forests. It is home to the Riveredge Nature Center, the 3,000 acre Cedarburg Bog with its UWM field station, and Pioneer Village consisting of settler era stone and wood structures. Its residents and many of those who live near or travel through the township value this region for its unrivaled beauty and for what it adds to the greater community.

Southeastern Wisconsin's original landscape has undergone unprecedented destruction through poorly planned and implemented urban growth. Town residents and the elected officials resolve to protect their shared vision of a pastoral community that preserves family farms, rural home sites, woods, prairies and wetlands.

To achieve these ends residential placements have to be sensitive to the Town's agricultural tradition and its unique natural landscape utilizing open space and conservation design concepts. The Town's network of environmental corridors must be preserved and enhanced. Recreational opportunities, in addition, shall receive high priority through the designation of numerous parks and open spaces both public and private.

We commit to provide a State Highway 33 corridor free from excessive signage so that travelers passing through the unique watershed area can enjoy an unobstructed view of marshes, fields and forests. Existing business in this area would be screened from the road by natural landscape.

The Town's model for a healthy economically sustaining community differs significantly from that of many of its surrounding neighbors. In the middle 19th century, laws were enacted to give commercial centers the ability to grow and expand. Each village or city needed to be self sufficient in a time when travel was limited by poor roads and horse drawn vehicles. Today Ozaukee County has numerous municipalities within a ten minute radius of the township. Their construction of retail outlets and service centers eliminates the need to duplicate these facilities in our community.

One of our primary objectives is to avoid a business model patterned after Chicago's outward expansion of the 1950's with its unnecessary urban duplication. The result was often higher taxes and lower property values. By following our vision of community, we can safeguard natural beauty, provide a sustaining tax base and secure appreciating property values.

GOALS AND OBJECTIVES

The goals which follow in this element are overall goals that define quality of life aspects in Ozaukee County by addressing the previously listed general planning issues. The attainment of these goals and corresponding objectives will lead to the creation of County plans and policies that sustain and enhance the quality of life of all residents while guiding development and redevelopment in the County through the comprehensive plan design year of 2035. These goals also provide the framework within which specific element goals were developed for the other plan elements. Because they are intended to be general rather than specific, no policies or programs are associated with the goals and objectives presented in this chapter. Policies and programs are presented in each of the other eight element chapters of the report, in association with the more specific element goals and objectives.

The overall County goals and objectives, listed in order of plan elements in the following chapters, were developed by the CAC and CPB using the same inventory data, projections, and public input that were used to

identify the general planning issues and develop the vision statement. They also take into consideration local government comprehensive plans prepared through the Ozaukee County multi-jurisdictional comprehensive planning process.

- **Goal:** Preserve and enhance Ozaukee County’s natural resources, including Lake Michigan, open space, and agricultural land.
 - **Objective:** Develop methods to protect and preserve agricultural areas.
 - **Objective:** Develop methods to protect and preserve natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, groundwater resources, and floodplains.
 - **Objective:** Preserve and enhance a system of parks and open spaces within the County.
 - **Objective:** Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
 - **Objective:** Encourage the protection of Lake Michigan’s water quality and shoreline, including Lake Michigan bluffs.

- **Goal:** Preserve and enhance the rural and small town character of Ozaukee County.
 - **Objective:** Encourage preservation of historic and cultural structures and districts and archaeological sites.
 - **Objective:** Encourage new development and redevelopment that is compatible with existing neighborhoods.
 - **Objective:** Develop methods to preserve rural character and vistas outside planned urban service areas.
 - **Objective:** Encourage preservation of agricultural activity outside planned urban service areas.
 - **Objective:** Encourage the preservation of open space as part of future development proposals in the County.
 - **Objective:** Encourage the development of site and architectural design guidelines that preserve the aesthetics that contribute to the County’s rural and small town character.

- **Goal:** Encourage sustainable development of land for business and residential use.
 - **Objective:** Encourage development and redevelopment of land with access to existing infrastructure and public services.
 - **Objective:** Encourage infill development.
 - **Objective:** Develop methods to analyze the long term impacts of development, including financial impacts and opportunity costs.

- **Goal:** Encourage a balanced and sustainable allocation of space between various types of land uses to the meet the social, physical, and economic needs of County residents.
 - **Objective:** Encourage a balance between development types.
 - **Objective:** Develop methods to analyze the sustainable (environmental, economic, and societal) allocation of space between various types of land uses.
 - **Objective:** Discourage urban development within the rural areas of Ozaukee County. Encourage the location of major retail, service, institutional, and other urban uses within the historic urban service centers of the County.

- **Goal:** Promote a range of affordable housing choices for all income levels and age groups in the County.
 - **Objective:** Promote housing choices for Ozaukee County’s aging population.
 - **Objective:** Promote affordable housing choices for Ozaukee County’s disabled population.
 - **Objective:** Promote affordable housing choices for young families in Ozaukee County.
 - **Objective:** Promote affordable housing choices for people who work in Ozaukee County.

- **Goal:** Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.
 - **Objective:** Expand and enhance alternative modes of transportation.

- **Objective:** Maintain and enhance existing transportation infrastructure consistent with the Regional Transportation System Plan.
- **Objective:** Provide opportunities for walking and bicycling as part of everyday planning to provide an alternative to vehicle travel and to promote a healthy lifestyle.
- **Objective:** Encourage development patterns with transportation infrastructure that minimizes environmental impact.
- **Objective:** Encourage new transportation routes that relieve congestion and reduce fuel consumption and air pollution.
- **Goal:** Maintain and enhance the existing level of public services in Ozaukee County.
 - **Objective:** Develop methods to maintain and enhance County services to the public.
 - **Objective:** Encourage public-private partnerships to enhance the level of public services in Ozaukee County.
 - **Objective:** Develop methods to assess the existing and future public service needs of Ozaukee County residents.
 - **Objective:** Maintain and enhance the high quality educational system in Ozaukee County.
 - **Objective:** Maintain and enhance the high level of health care services in Ozaukee County.
- **Goal:** Support and encourage sustainable energy options in public and private development.
 - **Objective:** Encourage use of alternative energy sources.
 - **Objective:** Encourage development patterns and preservation of existing developments that are energy efficient.
- **Goal:** Identify and encourage desirable and sustainable businesses and job development.
 - **Objective:** Identify a diversity of business “clusters” to be encouraged within the County.
 - **Objective:** Encourage business development that matches the educational attainment of residents within the County.
 - **Objective:** Encourage cooperation between schools and the business community to develop educational programs that provide the County’s labor force with skills to meet the employment needs of County businesses and to provide the services needed by County residents.
 - **Objective:** Encourage cooperation between high schools and technical colleges, such as MATC, to develop educational programs that provide the County’s labor force with skills to meet the employment needs of County businesses and to provide the services needed by County residents.
 - **Objective:** Develop methods to retain and encourage farming as a viable part of the economy.
 - **Objective:** Capitalize on tourism amenities.
- **Goal:** Encourage intergovernmental cooperation.
 - **Objective:** Provide a structure for continuing dialog about land use regulation issues and boundary issues between local governments in Ozaukee County.
 - **Objective:** Encourage shared services between the units of government in Ozaukee County.
 - **Objective:** Encourage intergovernmental cooperation when selecting sites for locating public facilities such as police stations, fire stations, government administration buildings, and libraries, and quasi-public facilities such as hospitals, clinics, and skilled nursing, assisted living, and independent living centers for the elderly and disabled.
- **Goal:** Ensure the Ozaukee County Multi-Jurisdictional Comprehensive Plan is a “living document.”
 - **Objective:** Routinely consult the comprehensive plan when carrying out County government functions and developing the County budget.
 - **Objective:** Review progress made towards achievement of comprehensive plan goals annually, and update the plan as needed.
 - **Objective:** Review and update the comprehensive plan report at least every ten years, following the release of U.S. Census data and regional plan updates.

ELEMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

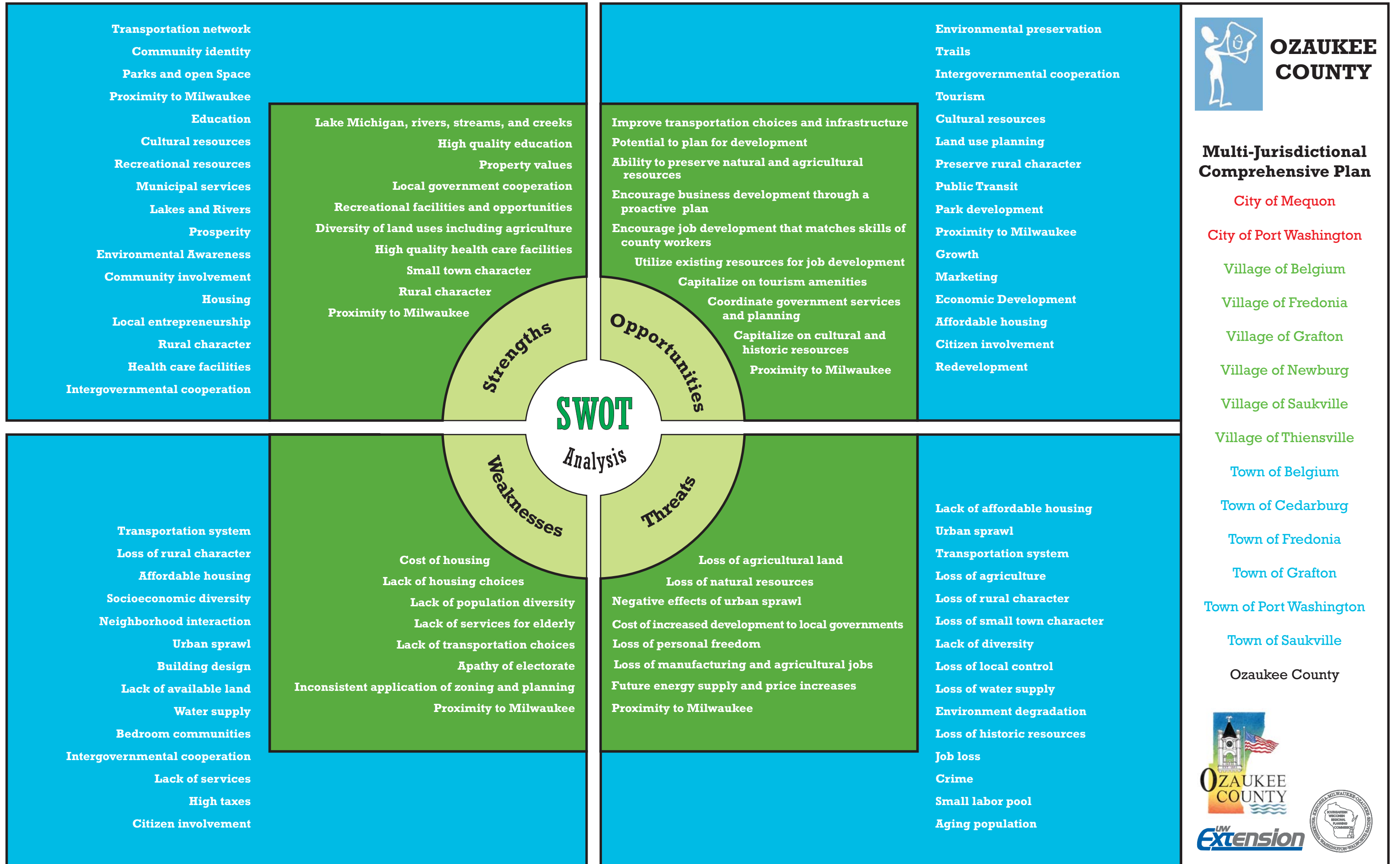
Within the framework of the overall goals and objectives, more specific goals and objectives were developed through preparation of the remaining eight comprehensive plan elements. Each of the specific element goals relate directly to its element. Each element also includes recommended policies and programs that directly promote the achievement of specific element goals and objectives.

SUMMARY

This chapter has defined a desired future for 2035 through a statement summarizing the desired vision for the future of Ozaukee County. Inventory data, projections, and various forms of public input were considered during development of the vision statement. In addition, vision statements developed by partnering local governments were taken into consideration during preparation of the County vision statement.

This chapter also includes overall goals and objectives that support the vision statement and are designed to define the quality of life in Ozaukee County and guide the development and redevelopment of the planning area through 2035, as required by Section 66.1001 (2) (a) of the *Wisconsin Statutes*. The overall goals and objectives provided the framework for the development of specific goals and objectives for each of the other plan elements. In addition to more specific goals and objectives, each element also includes a set of recommended policies and programs to achieve the goals and objectives.

Figure VI-1



■ SWOT Analysis Prepared by the Ozaukee County Comprehensive Planning Citizen Advisory Committee, December 7, 2004

■ SWOT Analysis Conducted at Ozaukee County Comprehensive Planning Kickoff Meetings