

## 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 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, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). 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 comprehensive plan for the City of Mequon is documented in this report. The 14 local governments participating in the Ozaukee County Multi-Jurisdictional Comprehensive Planning Process 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

## MULTI-JURISDICTIONAL PARTNERSHIP

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, including the City of Mequon, Ozaukee County proceeded with preparation of a multi-jurisdictional comprehensive planning grant application. On August 6, 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. A grant was awarded in February 2004. Prior to accepting the grant, Ozaukee County and SEWRPC signed a three-party Cooperative Agreement with

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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.

each of the 14 participating local governments. Each Agreement is a formal commitment among the local government, Ozaukee County, and SEWRPC to participate in a coordinated, multi-jurisdictional comprehensive planning effort. The City of Mequon agreement is available for review at the City Hall or at the Ozaukee County Planning, Resources, and Land Management 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. 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 met the procedural requirements set forth in State law, which require adoption and implementation of a 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.

## **STATUTORY REQUIREMENTS**

Requirements for the development and adoption of a comprehensive plan under the *Wisconsin Statutes* are summarized in this section. All of the requirements were met as part of the City comprehensive planning process.

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

This plan contains the following nine elements, which are required by Section 66.1001(2) of the *Statutes*:

1. Issues and opportunities element
2. Land use element
3. Housing element
4. Transportation element
5. Utilities and community facilities element
6. Agricultural, natural, and cultural resources element
7. Economic development element
8. Intergovernmental cooperation element
9. Implementation element

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

Following adoption of this plan by the Mequon Common Council, the City will amend its zoning, subdivision, and official mapping ordinances, as may be necessary, to bring those ordinances into compliance with the comprehensive plan. Under Section 66.1001 (3), zoning, subdivision, and official mapping ordinances adopted and enforced by the City of Mequon must be consistent with the comprehensive plan adopted by the Common Council beginning on January 1, 2010. Recommended changes to the City zoning and subdivision ordinances are summarized in Chapter XIV.

### **Fourteen Comprehensive Planning Goals**

The nine plan elements documented in this plan address the 14 planning goals set forth in Section 16.965(4) (b) of the *Wisconsin Statutes*. The 14 planning goals are:

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 groundwater 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.

### **Public Participation Plan**

Section 66.1001(4) of the *Statutes* requires that the Common Council 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 Common Council. A procedure for the governing body to respond to those comments must also be identified.

A public participation workgroup of the Ozaukee County Comprehensive Planning Citizen Advisory Committee, with assistance from County and UW-Extension staff, developed a recommended public participation plan for the multi-jurisdictional plan and each local government plan. The public participation plan was adopted by resolution of the Mequon City Council in March, 2005. A copy of the resolution is included in Appendix A. The public participation plan is available for review at the Mequon City Hall.

### **Plan Review and Adoption**

Section 62.23 (the local master planning Statute) and Section 66.1001 (the comprehensive planning Statute) require that the City Plan Commission recommend to the Common Council a comprehensive plan or plan amendment prior to Council adoption of a plan or plan amendment. The plan commission recommendation must be in the form of a resolution adopted by a majority vote of the entire membership of the commission.

Section 66.1001 (4) of the *Statutes* requires that a comprehensive plan or plan amendment be adopted by an ordinance enacted by a majority vote of the full membership of the Common Council. The law further requires that all nine elements be adopted simultaneously, and that at least one public hearing be held prior to adopting the plan. 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 City; Ozaukee County; the Wisconsin Department of Administration; the regional planning commission (SEWRPC); and the public library serving the City (F.L. Weyenberg Library of Mequon-Thiensville).

## **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 the County plan and readying it for adoption by the County Board, reviewed all local plans as they relate to County responsibilities to address area-wide 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 area-wide issues and State mandates such as shoreland 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 City Plan Commission had the primary responsibility for reviewing this City comprehensive plan and those aspects of the multi-jurisdictional plan that relate to the City. Oversight was provided by the Common Council. The members of the City Plan Commission and the Common Council are listed on the inside front cover of this report.

A draft of the City comprehensive plan was prepared for review under the guidance of the City Plan Commission. The Common Council reviewed the draft plan and the recommendations of the City Plan Commission. Following revisions made by the Common Council, the plan was adopted by an ordinance of the Common Council in accordance with the requirements of Section 66.1001 (4) of the *Wisconsin Statutes*.

The City also participated in the development of the multi-jurisdictional comprehensive plan for Ozaukee County by providing comments on draft plan chapters and other materials and by serving on the advisory committee and element workgroups established to develop the County plan. City representatives on the County advisory committee and workgroups are also listed on the inside front cover of this report.

## **THE PLANNING AREA**

The City of Mequon planning area encompasses 31,611.67 acres. The City of Mequon is located in the southern portion of Ozaukee County. The City is bordered on the east by Lake Michigan, on the west by Washington County, on the north by the Town and City of Cedarburg, and on the south by Milwaukee County.

## **REPORT FORMAT**

This planning report consists of 15 chapters. Following this introductory chapter, Chapters II through V present inventory data. Inventory chapters include: Population and Employment Trends and Projections; Agricultural, Natural and Cultural Resources; Existing Land Uses, Transportation Facilities and Services, and Utilities and Community Facilities; and Existing Plans and Ordinances. Chapters VI through XII constitute the City’s comprehensive plan. Comprehensive plan key planning element chapters include: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; and Economic Development. Chapters XIII and XIV include Implementation and Intergovernmental Cooperation elements, respectively. A summary of the plan is provided in Chapter XV.

## **BENEFITS OF COMPREHENSIVE PLANNING**

In addition to the need to address State planning requirements, there are general positive results of thoughtful comprehensive planning from which the City of Mequon and other participants in the 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, including the City zoning ordinance and map, subdivision ordinance, and official mapping ordinance, which are required under State law to be consistent with the comprehensive plan. Other possible implementation tools include capital improvements programming, the City park plan, and other local ordinances, programs, and policies.

## Chapter II

# POPULATION, HOUSEHOLD, AND EMPLOYMENT TRENDS AND PROJECTIONS

### PART I: EXISTING POPULATION, HOUSEHOLD, AND EMPLOYMENT

Information on the size, characteristics, and distribution of the resident population, households, and employment levels in Ozaukee County and the City of Mequon is needed to prepare projections that will anticipate changes in these factors over time, which is essential to a quality comprehensive plan. Many of the planning recommendations set forth in the following chapters of this report are directly related to the existing and probable future population, household, and employment levels of the City. Part I of this chapter provides information on existing and historical population, household, and employment levels. Population, household, and employment projections for the year 2035, which were used to design the plan presented later in this report, are presented in Part II of this chapter.

Census 2000 Summary File 1 and Census 2000 Summary File 3 were used in the collection of the existing population, household, and employment data presented in this chapter. Summary File 1 data was used when possible. Data from Summary File 1 is generally more accurate because it is based on 100 percent of the responses to the 2000 Census. In some cases, data from Summary File 3 was used because the data were not available from Summary File 1. Summary File 3 is generally less accurate because the data is based on a sampling of one in six households; however, Summary File 3 covers a greater range of topics.

### POPULATION

#### Population Trends

The historical and current population of Ozaukee County is set forth in Table II-1 and Figure II-1. As shown, Ozaukee County experienced a population decline during the period between 1860 and 1890. With the exception of the decade between 1910 and 1920, the County experienced relatively modest population growth between 1890 and 1940 as the County population increased from 14,943 to 18,985 residents. The County experienced a rapid growth rate between 1940 and 1980 including population gains of nearly 65 percent between 1950 and 1960 and nearly 42 percent between 1960 and 1970. The County continued to see steady growth between 1980 and 2000 at more modest rates of 8.7 percent between 1980 and 1990 and 14.4 percent between 1990 and 2000. The 2000 population of 82,317 is a 334 percent increase over the County population in 1940. Population distribution in Ozaukee County is shown on Map II-1.

Ozaukee County experienced a much greater rate of growth than the Region, State, and Nation between 1940 and 2000. The Region experienced an increase of 863,466 residents, or 81 percent; the State experienced an increase of 2,226,088 residents, or 71 percent; and the United States experienced an increase of 149,752,319 residents, or 113 percent, during this period. The population of each city, village, and town in the Ozaukee County planning area is set forth in Table II-2.

Historical population in the City of Mequon from 1860 to 2000 is shown on Table II-3. Population in what was then the Town of Mequon declined in every decade between 1860 and 1920, from 3,368 to 2,408 residents. Between 1920 and 1950 the population increased to 4,065 residents. In 1957, the Town incorporated as the City of Mequon. Between 1950 and 1970 the population increased substantially, from 4,065 residents to 15,150 residents, an increase of about 110 percent between 1950 and 1960 and by about 77 percent between 1960 and 1970. Population growth continued at a more moderate rate between 1970 and 1980, to 16,193 residents, and increased to 22,643 residents in 2000. The 2005 DOA population estimate for the City is 23,468, an increase of 825 residents from 2000.

### **Age Distribution and Gender Composition**

The age distribution of the population has important implications for planning and the formation of public policies in the areas of education, recreation, health, housing, transportation, and economic development. The age distribution and gender composition of the County population is set forth by age group in Table II-4 and Figure II-2. In 2000, about 6 percent of the County population was under the age of 5; about 23 percent of the County population was between the ages of 5 and 19; about 58 percent of the County population was between the ages of 20 and 64; and about 13 percent of the County population was over the age of 65.

Age distribution and gender composition in the City of Mequon is set forth in Table II-5. In the City of Mequon in 2000, children less than 5 years old numbered 1,202, or about 5 percent of the City population, while children between the ages of 5 and 19 numbered 5,641, or about 25 percent of the population. Adults ages 20 through 64 numbered 12,827, or about 57 percent of the City population, and persons age 65 and older numbered 2,973, or about 13 percent of the population. The population distribution in the City was similar to that in the County for the 65 and older age group, but there was a higher percentage of the City's population in the 5 to 19 age group, and a lower percentage of people in the under 5 and 20 to 64 age groups.

### **Racial Composition**

The racial composition of the Ozaukee County population is indicated in Table II-6. The County has a relatively homogenous population. Over 96 percent of the County population, or 79,621 of the total 82,317 residents in 2000, were white.

Table II-7 indicates the racial composition of the City of Mequon. In the City of Mequon in 2000, over 94 percent, or 21,321 of the total 22,643 residents, were white. The second and third largest racial groups within the City were Asian, 2.4 percent or 534 persons, and African American, 2.3 percent or 521 persons, respectively. Persons of two or more races totaled 184, or about 1 percent of the population. The percentage of whites in the City was about equal to that in the County in 2000, but was higher than in the region, where about 79 percent of the residents were white, and in the State of Wisconsin, where about 89 percent of the residents were white.

### **Educational Attainment**

The level of educational attainment in the County is one indicator of earning potential, which, in turn, influences such important choices as location, type, and size of housing. Educational attainment is also an indicator of the type of occupations the County workforce is most suited to fill. This information is useful for formulating strategies to retain and expand existing businesses in the County and attract new businesses to the County over the planning period.

The educational attainment of County residents at least 25 years of age for the County and for each local government in 2000 is set forth in Table II-8. In 2000, nearly 92 percent of County residents, and nearly 96 percent of City of Mequon residents, at least 25 years of age, had attained a high school or higher level of education. These levels are higher than the overall population of the seven-county Southeastern Wisconsin Region, where 84 percent of the population 25 years of age and older had attained this level of education as of 2000.

As further shown in Table II-8, nearly 68 percent of the population 25 and older in Ozaukee County, and about 83 percent of City of Mequon residents 25 and older had attended some college or had earned either an associate, bachelor, or graduate degree, compared to about 32 percent of Region residents. This level of education suggests that residents of the City, and the County as a whole, are well suited for skilled employment such as management, professional, business, and financial occupations and skilled and high tech production positions. This factor is examined in greater detail in the Economic Development Element of this report.

## **HOUSEHOLDS**

### **Household Trends**

The number of households, or occupied housing units, is important to land use and public facility planning. Households directly influence the demand for urban land as well as the demand for transportation and other public facilities and services, such as public sewer, water, and parks. A household includes all persons who occupy a housing unit, which is defined by the Census Bureau as a house, apartment, mobile home, a group of rooms, or a single room that is occupied, or intended to be occupied, as separate living quarters.

### **Existing Households**

The current number of households and the average household size in Ozaukee County and each local government in the Ozaukee County planning area, including the City of Mequon, are set forth in Table II-9. There were 30,857 households in Ozaukee County in 2000, with an average household size of 2.61 persons, compared to 749,039 households, with an average household size of 2.52 persons, in the Region. There were 7,861 households in the City of Mequon in 2000, with an average household size of 2.75 persons, which is higher than the County as a whole. The average household size (the number of people living in each housing unit) is generally higher in areas where the predominant type of housing is single-family homes, as is the case in the City of Mequon, rather than in areas with a mix of single-family and multi-family housing.

### **Household Income<sup>1</sup>**

The 1999 annual household incomes in Ozaukee County and local governments in the planning area are set forth in Table II-10, with households in the County and local governments grouped into annual household income ranges. Median annual household income for each local government and the County is also included in Table II-10 and shown on Map II-2. The 1999 annual median income for households in the County was \$62,745, which is \$15,035 more than the annual median household income in the Region of \$46,308 in 1999. The 1999 annual median household income in the City of Mequon was \$90,733.

Economic prosperity in the County also has a significant effect on the types, sizes, and locations of housing within the County. Although there is great economic prosperity in the County, a number of households have experienced annual incomes under the poverty level, as shown in Table II-11. In 2000, there were 916 households in the County with an annual income under the poverty level.<sup>2</sup> There were 134 households living below the poverty level in the City of Mequon in 2000.

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<sup>1</sup>Households include persons who live alone; unrelated persons who live together, such as college roommates; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories.

<sup>2</sup> Multiple thresholds exist to determine if a household is under the poverty level. An example of the types of variables used to determine poverty thresholds include: age of householder, age of family members, number of family members, and number of children present in a household related to the householder. In 1999, poverty threshold levels varied from an annual household income of \$8,501 for a household with one householder under the age of 65 to an annual income of \$37,076 for a household with nine or more people, one of which is a child under the age of 18 related to the householder. Poverty thresholds for 2000 are set forth in Table II-12.

### **Household Size**

In addition to determining the number of additional housing units needed over the planning period, household size can be used to determine the type and size of housing which will best meet the needs of Ozaukee County and local government populations, such as the City of Mequon. Table II-13 sets forth the number of households in each size category ranging from one person households to households containing seven or more members for the County and for each local government in the Ozaukee County planning area, including the City of Mequon. Two-person households were the most common type of households in the City of Mequon. There were 3,050 households, or 38.8 percent of all households in the City, in the two-person household category, followed respectively by four-person households at 17.7 percent or 1,395 households, one-person households at 16.1 percent or 1,264 households, and three-person households at 15.6 percent or 1,225 households. Five, six, and seven or more person households combine to make up 927 households, or about 11.8 percent of the total households in the City of Mequon. Household size information coupled with household income and housing affordability information provides a factual basis for housing recommendations set forth in the Housing Element chapter of this report.

## **EMPLOYMENT**

### **Employment and Occupational Characteristics of Ozaukee County Residents**

The number of employed person 16 years of age and older by occupation for Ozaukee County and the Region is set forth in Table II-14. Employed persons are the number of residents holding jobs, regardless of the location of the employer and whether the jobs are part-time or full-time. In the year 2000, there were a total of 44,203 employed persons 16 years of age or older residing in the County. The 44,203 workers residing in Ozaukee County make up almost 54 percent of the total population of the County.

The number of employed persons 16 years of age and older by occupation for the City of Mequon is set forth in Table II-15. There were a total of 11,022 City of Mequon residents age 16 and older in the labor force in 2000. Of that number, 10,758 were employed and 264 were unemployed at the time the Census was taken. About 62 percent of City residents age 16 and older were in the labor force, compared to about 71 percent in the County, 68 percent in the Region, and about 69 percent in the State. The occupational breakdown by percentage of City residents is similar to the County. The largest percentage, about 59 percent, was employed in management, professional, and related occupations. Ranking second for both City and County residents were sales and office occupations, which employed about 24 percent of City residents. About 7 percent of City workers were employed in service occupations and about 6 percent in production, transportation, and material moving occupations, which ranked third and fourth in the City, respectively, and fourth and third among County residents.

### **Place of Work**

Table II-16 indicates the general place of work of employed Ozaukee County residents 16 years of age and older in 2000. This table indicates that 22,469 workers living in Ozaukee County, or about 52 percent of the employed workforce, also worked in the County; while 21,086 workers, or about 48 percent, worked outside Ozaukee County. The table also indicates that 15,057, or about 35 percent, of employed Ozaukee County residents worked in Milwaukee County, including the City of Milwaukee. Figure II-4 illustrates commuting patterns from and into Ozaukee County from surrounding Counties. According to Census data, 16,657 workers were commuting into Ozaukee County for work. The highest percentage, almost 19 percent, was commuting from Milwaukee County to Ozaukee County.

As shown by Table II-17, about 24 percent of Mequon residents worked within the City in 2000, and another 9 percent worked elsewhere in Ozaukee County. Over half, or about 54 percent, of City residents commuted to Milwaukee County for work, about 8 percent worked in Waukesha County, and about 4 percent worked in Washington County.

### **Total Employment Levels<sup>3</sup>**

The previous two sections provided information on the employment characteristics of City of Mequon residents. Total employment in the County, that is, the number of jobs located in Ozaukee County, stood at about 50,770 jobs in 2000, compared to about 35,300 jobs in 1990.

### **Employment by Industry**

Information regarding employment levels by industry provides valuable insight into the structure of the economy of an area and changes in that structure over time. This section presents current (2000) and historical employment levels for general industry groups within Ozaukee County (this information is not available at the City level). With the exception of government employment, the industry related employment data presented in this section are based on the Standard Industrial Classification (SIC) system. Government employment includes all employees who work for government agencies and enterprises, regardless of the SIC code of such entities.

Current and historical job levels by general industry group are summarized for Ozaukee County and the Region in Table II-18. The 1990s saw a continuation of a shift in the regional economy from manufacturing to service industry jobs. Manufacturing employment in the Region was virtually unchanged during the 1990s following a 15 percent decrease during the 1980s, and a modest 4 percent increase during the 1970s. Conversely, service-related employment increased substantially during each of the past three decades – by 33 percent during the 1990s, 41 percent during the 1980s, and 53 percent during the 1970s. Due to these differential growth rates, the proportion of manufacturing jobs relative to total jobs in the Region decreased from 32 percent in 1970 to 18 percent in 2000, while service-related employment increased from 18 percent in 1970 to 33 percent in 2000. In comparison to the manufacturing and service industry groups, other major industry groups – such as wholesale trade, retail trade, government, and finance, insurance, and real estate – have been relatively stable in terms of their share of total employment in the Region over the last three decades. Agricultural jobs decreased by over 50 percent between 1970 and 2000, the only industry group other than manufacturing to lose employees.

The percentage of jobs by general industry group in Ozaukee County in 2000 is shown in Figure II-3. Unlike the Region and the rest of Wisconsin, Ozaukee County has experienced an increase in manufacturing jobs. Manufacturing jobs in the County have increased from 8,703 jobs to 12,953 jobs, or almost 49 percent, between 1970 and 2000. All other job categories have experienced an increase in employees between 1970 and 2000, with the exception of agricultural jobs. Agricultural jobs decreased almost 59 percent, from 1,483 jobs to 612 jobs. The SIC industrial classification structure is shown in greater detail in Appendix B.

Employment distribution in Ozaukee County in 2000 is shown on Map XII-1 in Chapter XII, Economic Development Element. Areas with concentrations of jobs are generally found in sewer services areas including the incorporated cities and villages in the County and the hamlet of Waubeka.

## **PART II: POPULATION, HOUSEHOLD, AND EMPLOYMENT PROJECTIONS**

### **Population Projections for the City of Mequon Planning Area**

The projected population for the Ozaukee County planning area in 2035 is 102,778 persons. This is a projected increase of 19,124 persons, or about 23 percent, over the 2000 population level of 83,654. The existing population and projected population totals include Ozaukee County and the Newburg urban service area. Existing and projected population totals for cities and villages and their adjacent urban service areas and portions of the planning area outside planned urban service areas, excluding Trenton and Farmington, are set forth in Table II-19.

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<sup>3</sup>Information on jobs located in Ozaukee County is derived from the U. S. Bureau of Economic Analysis, which compiles its data largely from information collected under State Unemployment Insurance programs.

Planned urban service areas generally include corporate boundaries of cities and villages and additional contiguous lands needed to accommodate anticipated urban development. Planned urban service areas in the Ozaukee County planning area are shown on Map II-3. The 2000 population for the City of Mequon urban service area shown on Table II-19 is therefore greater than the 2000 population in the corresponding City of Mequon corporate boundaries because the planned urban service area includes lands that are now in the towns. Although most cities and villages require land to be annexed before providing sewer, this plan does not assume that annexation is a prerequisite to providing public sewer. The City of Mequon may enter into boundary or cooperative agreements that could provide for the extension of sewer and other services without annexation, subject to conditions negotiated between the City and the adjacent towns as part of an agreement.

Table II-20 sets forth population projections for Ozaukee County in five-year increments between 2000 and 2035. The projected population for the County is 101,100, which is almost a 23 percent increase over the 2000 population of 83,217. This projection does not include the portion of the Village of Newburg which is within the Ozaukee County planning area but located in Washington County. The projected 2035 population for the entire Ozaukee County planning area is 102,778. Table II-21 sets forth population projections for the City of Mequon in five-year increments between 2000 and 2035. The projected 2035 population for the City of Mequon planning area is 29,480, which is a 30.2 percent increase over the 2000 population of 22,643.

To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the City of Mequon, a probable 2035 design year plan population level was selected by the Common Council. In an effort to lessen the uncertainty associated with forecasting a future population level, three 2035 population projections were developed by SEWRPC for consideration by City officials. These three projections, set forth in Table II-22, formed a range for each local government to consider while determining a final population projection for 2035. Two projections were based on the 2035 regional land use plan. The first of these assigned future population to the City based on civil division boundaries. The second projection assigned future population assuming that areas within the planned City sewer service area would be annexed by the City (similar to the urban service area and unsewered area projections for the County planning area set forth in Table II-16), unless a boundary agreement was in place that established future corporate limits. The third projection, also prepared by SEWRPC, was based on population trends experienced in the City from 1980 to 2005. The “recent trends” analysis used a technique similar to that used by the Wisconsin Department of Administration to prepare its population forecasts, wherein population changes between 1990 and 2005 were weighted more heavily than changes between 1980 and 1990.

Table II-22 sets forth the three alternative population projections for the City of Mequon and all other local governments in the Ozaukee County planning area. The 2035 regional land use plan envisions a future population range of 27,264 to 31,695 persons for the City of Mequon sewer service area, while a continuation of recent trends would result in about 31,082 City residents in 2035, compared to 22,643 residents in 2000. If all of the growth projected for the City’s sewer service area under the regional land use plan occurs within lands now in the City or annexed to the City over time, the City’s population would increase by about 4,621 residents, or by about 20 percent, under the intermediate population projection; and by about 9,052 residents, or about 40 percent, under the high-growth population projection. Under the “recent trends” projection, the City’s population would increase by about 8,439 residents, or by approximately 37 percent, from the 22,643 residents in the City in 2000.

The three alternative projections provide a reasonable range for the 2035 population level in the City. The Plan Commission and Common Council considered the projections, along with local knowledge and expectations regarding anticipated future growth and development and past growth trends, and determined that the City would base its future land use plan and other comprehensive planning elements on a 2035 population projection of 29,480 persons.

Projected population and age composition by gender for Ozaukee County are set forth in Table II-23 and Figure II-5. Table II-23 shows the number persons in all age groups is projected to increase between 2000 and 2035;

however, the percentage of the population is projected to decrease in all age groups except for the 65 year and older age group. The percentage of residents in this age group is expected to increase dramatically from about 13 percent to about 25 percent of the County's population. When these percentage changes are applied to the projected 2035 City of Mequon population the results are:

- Children less than 20 years old number 8,254, or 28 percent of the population
- Adults 20 through 44 number 7,960, or 27 percent of the population
- Adults 44 through 64 number 5,896, or 20 percent of the population
- Adults age 65 and over number 7,370, or 25 percent of the population

### **Household Projections for the City of Mequon Planning Area**

Table II-24 sets forth the population and household projections for communities in the Ozaukee County planning area, including the City of Mequon. As demonstrated by Table II-23, the City of Mequon's selected population projection of 29,480 persons would result in approximately 10,818 households in the City in 2035, based on an anticipated 2035 average household size of 2.57 persons per household and a group-quartered population of about 1,678 persons. The group-quartered population is the number of people anticipated to live in assisted living, group homes, or other residential facilities for elderly or disabled residents in 2035. Based on these projections, the number of households would increase by 2,957, or by about 38 percent, over the planning period.

Table II-25 sets forth the household and average household size projections for the City of Mequon urban service area. As with the population projections, the number of existing households shown in Table II-24 will not be identical to the number of existing households in the City of Mequon.

### **Employment Projections for the City of Mequon Planning Area**

Future employment levels in the planning area are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. The Regional Planning Commission's recently completed economic study, *The Economy of Southeastern Wisconsin*, concluded that the regional economy is unlikely to significantly increase or decrease in strength relative to the State or Nation over the projection period of 2000 to 2035. While there are some indications that the Region's economy has diminished marginally relative to the State and Nation over the past several decades, a material change in the relative competitiveness of the regional economy has not occurred, and is not expected to occur.

The Commission used a disaggregate approach to the preparation of regional employment projections. This approach involved the explicit consideration of employment in dominant and subdominant industry groups, along with certain residual groups, and the preparation of projections for those groups. Dominant industries are those which accounted for at least 4 percent of total regional employment in 2000 and subdominant industries are those that accounted for 2 to 3.9 percent. At the regional level, employment projections for industries were developed based on consideration of past industry trends, available indicators of future trends nationally and in the State and Region, and relative industry and sector strength in the Region as compared to the State and Nation. Another variable taken into account was the future available labor force. Population projections indicate a leveling-off in the regional labor force may be expected as much of the baby-boom generation reaches retirement age in the middle of the projection period. The anticipated leveling-off of the labor force is expected to moderate the number of jobs able to be accommodated in the Region and planning area.

Projections of total employment at the county level were prepared within the framework of the regional employment projection largely on the basis of trend analysis. Below the county level, future employment levels are essentially planned allocations of county and regional projections for the year 2035. Developed as part of the year 2035 regional land use plan, these allocations were made based upon a consideration of past trends in

employment, existing local land use and master plans, and input received from local planning officials as the regional plan was prepared.<sup>4</sup>

In 2000, there were 51,191 jobs located in the Ozaukee County planning area. A total of 62,747 jobs are projected in the planning area in 2035. This is a projected increase of 11,554 jobs, or 22.6 percent. As with the above population and household projections, Ozaukee County and the Newburg urban service area were included in the existing and projected employment totals. The portions of Trenton and Farmington located in the planning area but outside the planned urban service areas were not included. Existing and projected employment is set forth in Table II-26 for each urban service area and unsewered areas in the Ozaukee County planning area. Again, because of geographical differences, existing employment totals for urban service areas will be greater than those for the corresponding incorporated areas and less in unsewered areas than corresponding civil towns. The City of Mequon incorporated both the Mequon urban service area and the Mequon unsewered area. The employment projection for the City of Mequon for the plan year 2035 is 18,410 jobs. This is an increase of 2,339 jobs, or 15 percent, over the 16,071 jobs located in the City of Mequon in the year 2000.

*[Due to the organization and disclosure regulations of U.S. Census data, the Ozaukee County government is unable to collect employment information that is any more specific than that data discussed in the above section. Local governments are encouraged to incorporate specific local employment information into this section.]*

## **SUMMARY**

This chapter has presented information on historical and existing demographic conditions and population, household, and employment projections for the year 2035. The following findings are of particular significance to the preparation of the City of Mequon comprehensive plan:

- Ozaukee County has historically experienced an increase in population since 1890. Between 1940 and 1980 the County experienced a rapid rate of increase in population, followed by a more modest population gain between 1980 and 2000, including an 8.7 percent increase between 1980 and 1990 and a 14.4 percent increase between 1990 and 2000, to reach its current population of 82,317 residents.
- Population in what was then the Town of Mequon declined in every decade between 1860 and 1920, from 3,368 to 2,408 residents. Between 1920 and 1950 the population increased to 4,065 residents. In 1957, the Town incorporated as the City of Mequon. Between 1950 and 1970 the population increased substantially, from 4,065 residents to 15,150 residents, an increase of about 110 percent between 1950 and 1960 and by about 77 percent between 1960 and 1970. Population growth continued at a more moderate rate between 1970 and 1980, to 16,193 residents, and increased to 22,643 residents in 2000. The 2005 DOA population estimate for the City is 23,468, an increase of 825 residents from 2000.
- In 2000, 30 percent of the population of the City of Mequon was under the age of 20; 57 percent of the population was between the ages of 20 and 64; and 13 percent of the population was age 65 and over. Age distribution in the County has important implications for planning and the formation of

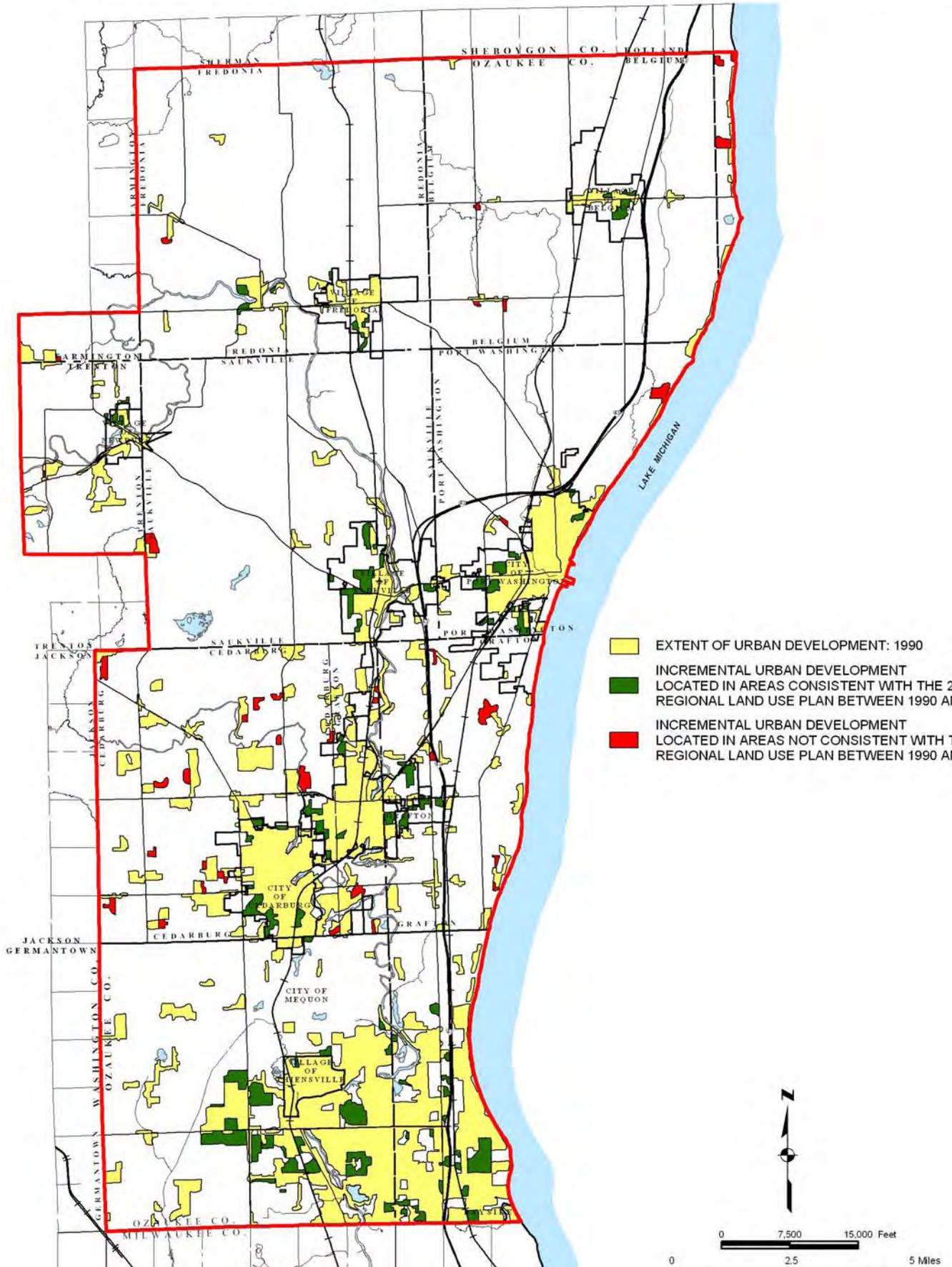
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<sup>4</sup> The total number of jobs envisioned in Ozaukee County under the year 2035 regional plan (62,258) is slightly greater than the trend-based county level projection (61,700) set forth in SEWRPC Technical Report No. 10 (4<sup>th</sup> Edition), The Economy of Southeastern Wisconsin. The variation from the projection set forth in Technical Report No. 4 is based on the consideration of local plans and input from local planning officials during the preparation of the regional plan. The total of 62,747 jobs reported above includes the portion of the Newburg urban service area in Washington County.

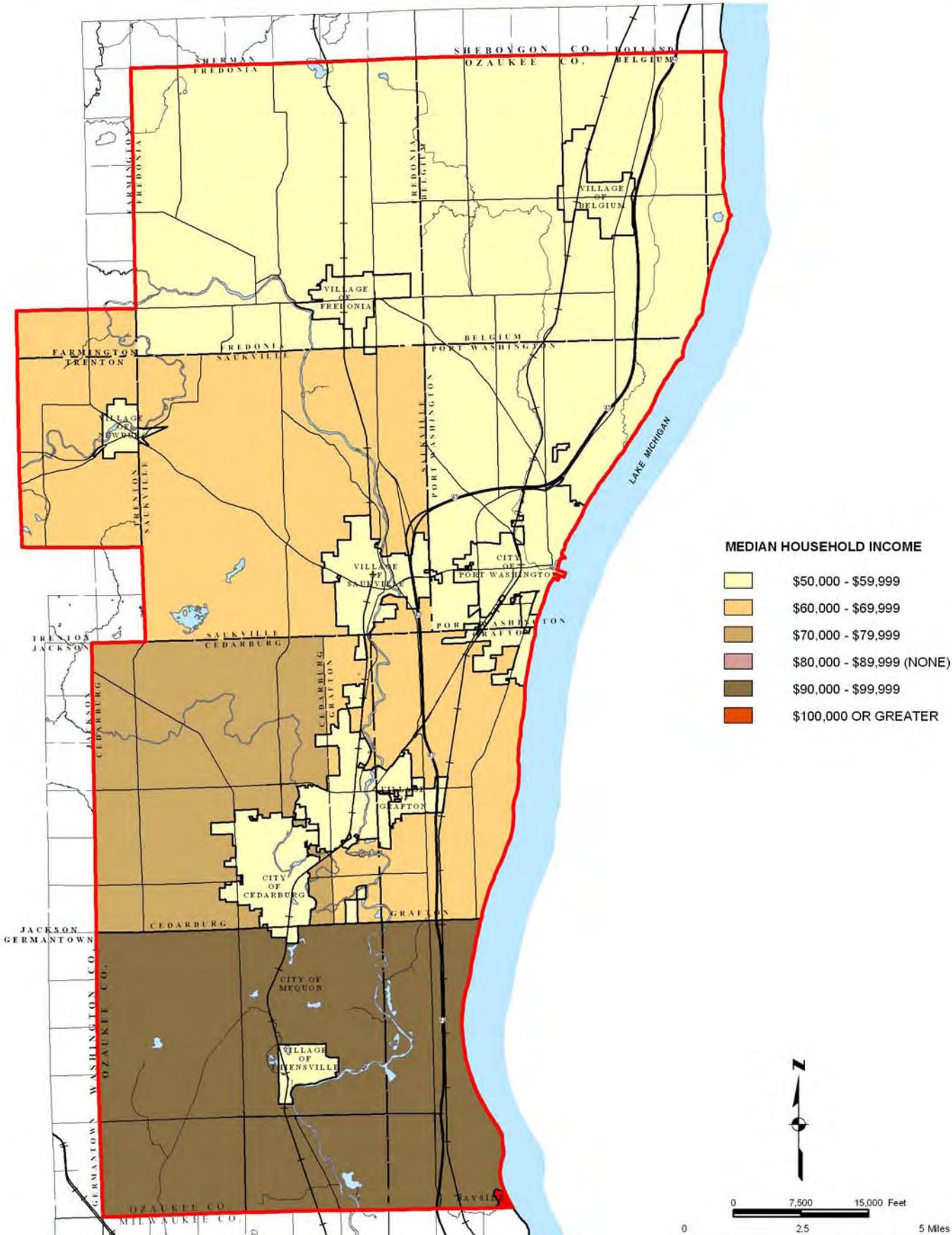
public policies in the areas of education, recreation, health, housing, transportation, and economic development.

- In 2000, there were 7,861 households with an average size of 2.52 persons per household in the City of Mequon.
- The 1999 median annual household income for the City of Mequon was \$90,733. Median annual household income has a significant effect on the type, size, and location of housing in the City. Providing affordable housing to households of all income levels in the City is addressed in Chapter IX.
- In 2000, 10,758 County residents 16 years of age and older were employed. Almost 59 percent of these workers were employed in management, professional, and related occupations.
- Almost 83 percent of City residents have attended some college or attained an associates, bachelor, or graduate degree. Over 87 percent of employed Ozaukee County residents 16 years of age and older worked in Ozaukee or Milwaukee Counties in 2000.
- The projected population for the City of Mequon planning area in 2035 is 29,480 persons. This is a projected increase of 6,837 persons, or about 30.2 percent, over the existing 2000 population of 22,643. The projected number of households for the planning area in 2035 is 10,818. This is a projected increase of 2,957 households, or about 37.6 percent, over the 7,861 households in 2000. In 2000, there were 16,071 jobs located in the planning area. A total of 18,410 jobs are projected for the planning area in 2035. This is a projected increase of 2,339 jobs or about 15 percent. The projected number of households will have important implications for planning and the formation of public policies in the areas of housing and utilities and community facilities.
- The population projections prepared under the regional planning program anticipate change in the age structure of the population over the course of the projection period. Although the number of persons will increase in each of four major age groups between 2000 and 2035, the percentage of the population will decrease between 2000 and 2035 in the three age groups younger than 65 years. The percentage of the City population 65 years and older will increase dramatically during the planning period.

**Map II-4  
INCREMENTAL URBAN DEVELOPMENT IN THE OZAUKEE COUNTY PLANNING AREA: 1990 - 2000**



**Map II-2  
 MEDIAN HOUSEHOLD INCOME BY COMMUNITY IN THE OZAUKEE COUNTY PLANNING AREA: 1999**



**Map II-3  
 PLANNED URBAN SERVICE AREAS IN THE OZAUKEE COUNTY PLANNING AREA: 2035**

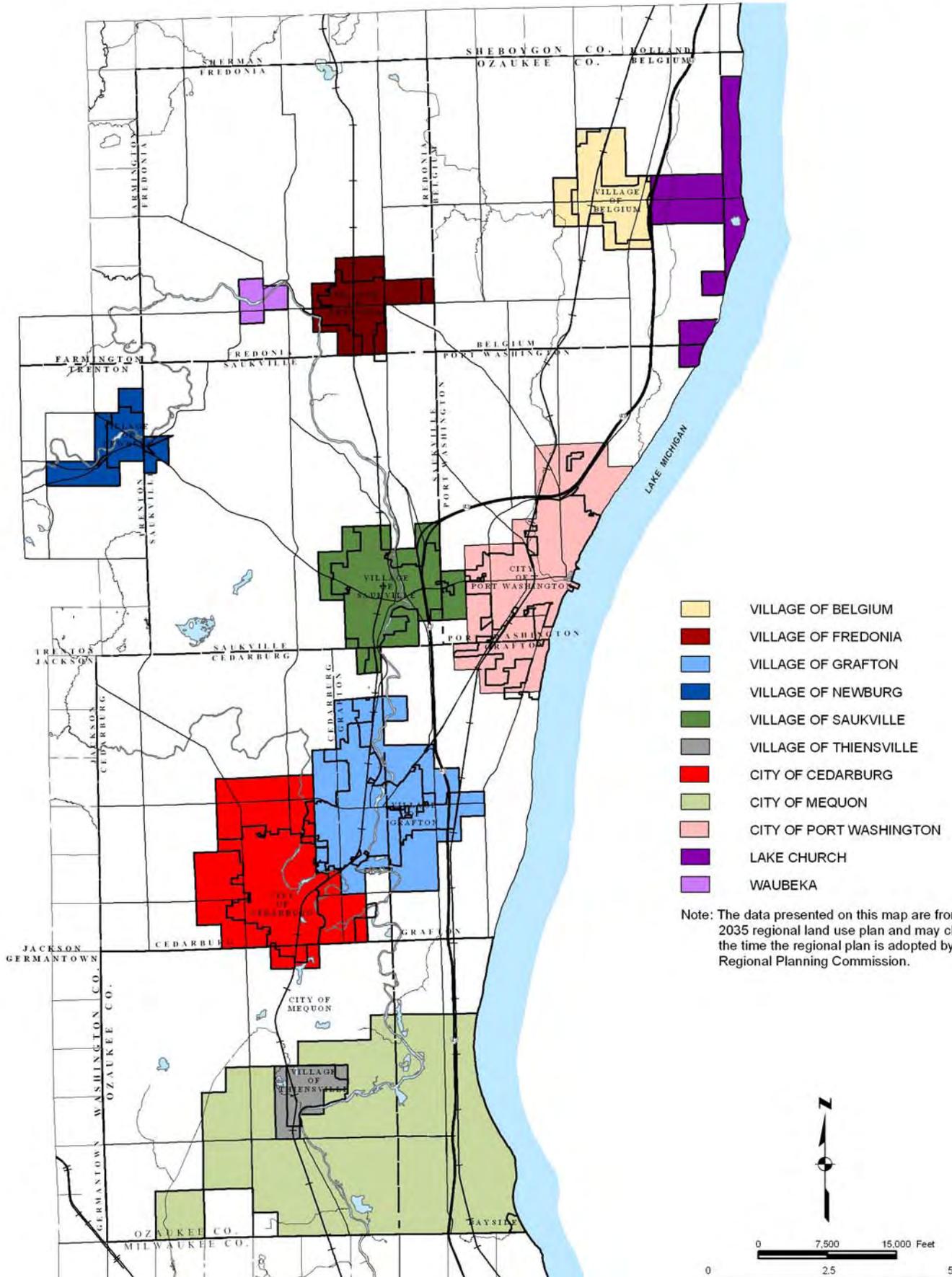
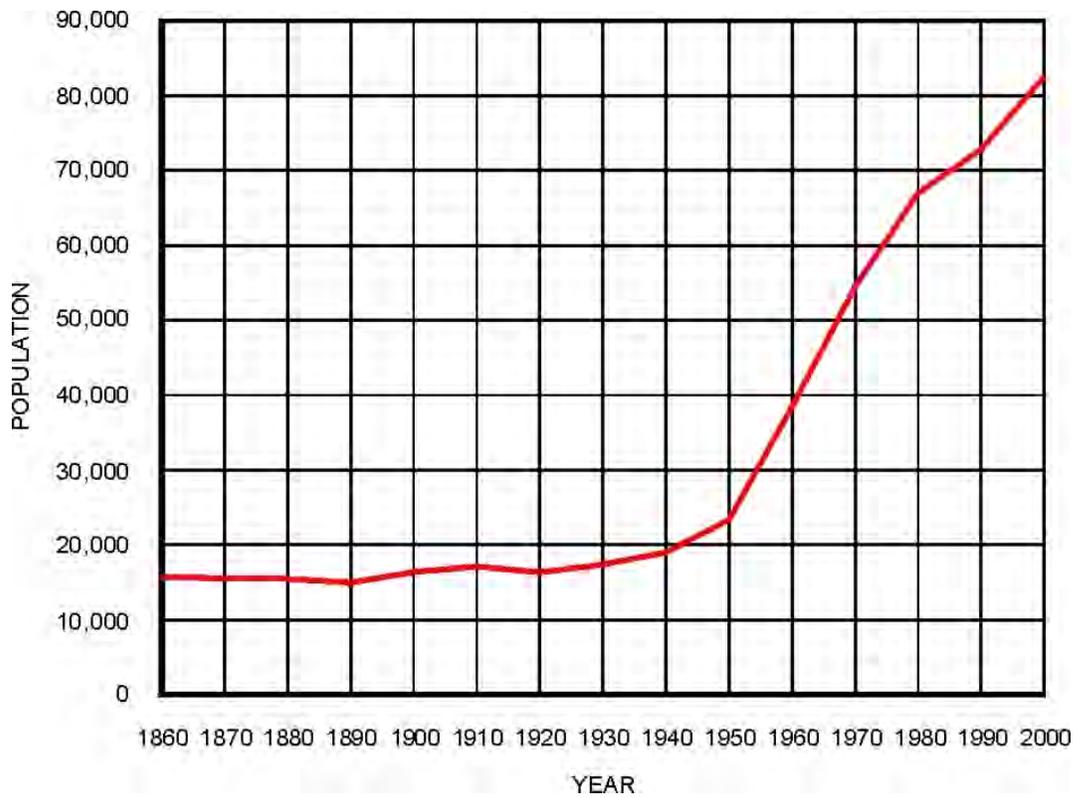




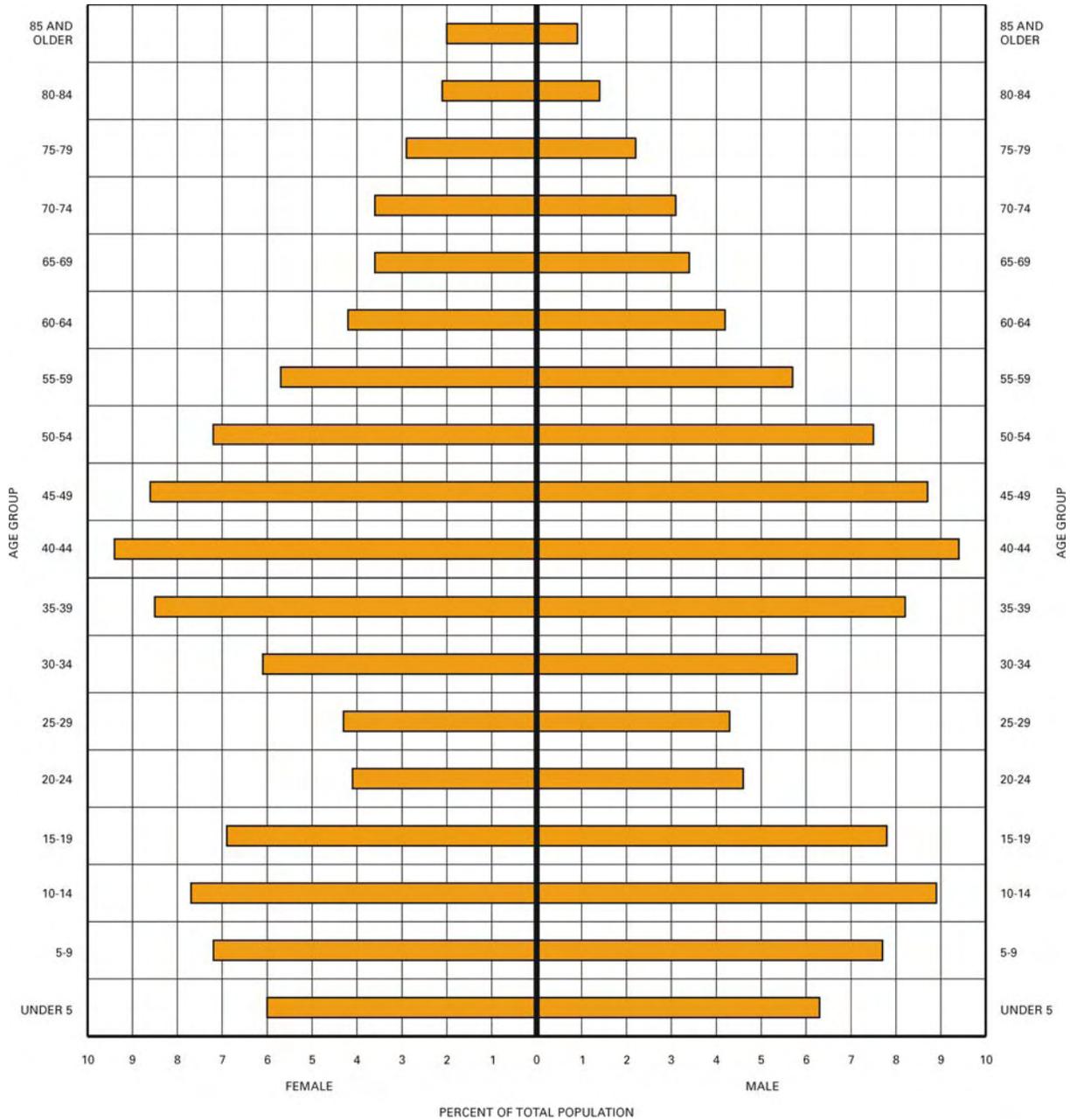
Figure II-1

RESIDENT POPULATION OF  
OZAUKEE COUNTY: 1860-2000



Source: U. S. Census Bureau and SEWRPC.

**Figure II-2**  
**AGE DISTRIBUTION AND**  
**GENDER COMPOSITION OF OZAUKEE COUNTY RESIDENTS: 2000<sup>a</sup>**

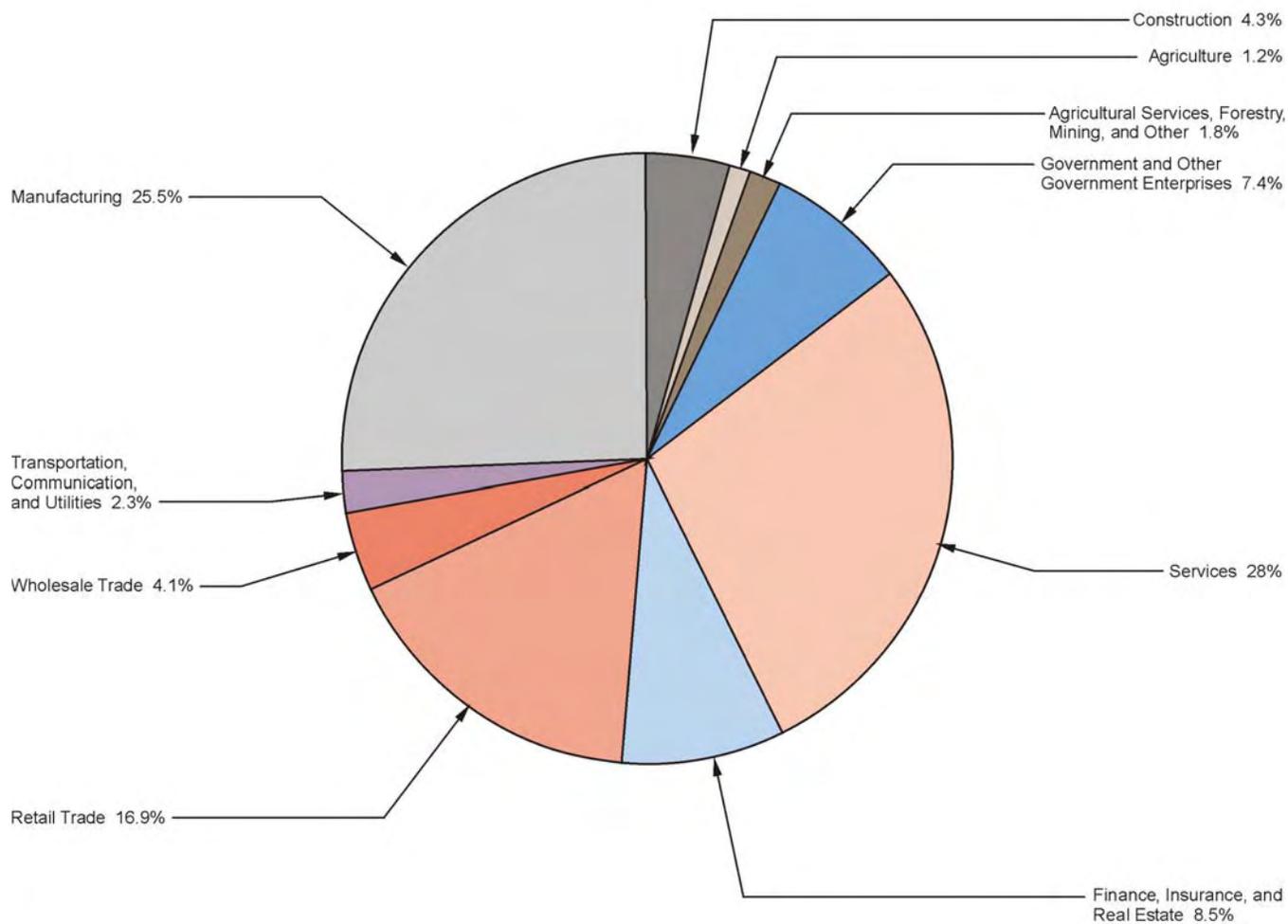


<sup>a</sup>The left side of the graphic shows the percentage of Ozaukee County female residents in 2000 in each of the age groups listed in Table II-2. The right side of the graphic shows the percentage of Ozaukee County male residents in each age group in 2000. For example, the graphic shows that about 6.0 percent of Ozaukee County residents in 2000 were females under five years old.

Source: U. S. Census Bureau and SEWRPC.

Figure II-3

PERCENTAGE OF JOBS BY GENERAL INDUSTRY GROUP IN OZAUKEE COUNTY: 2000<sup>a</sup>

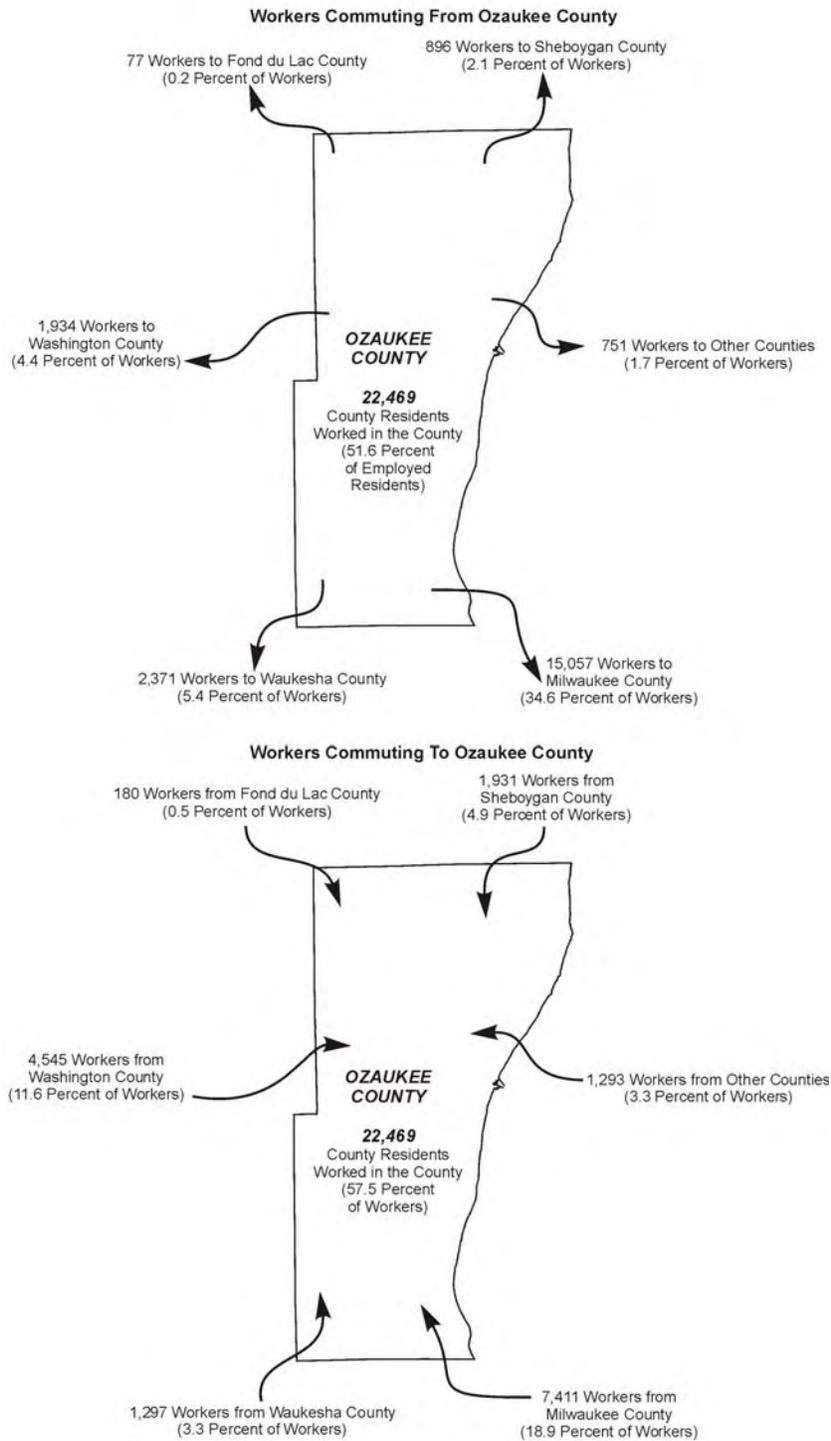


<sup>a</sup>The Standard Industrial Classification (SIC) industrial classification structure is shown in greater detail in Table G-2 in Appendix G.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Figure II-4

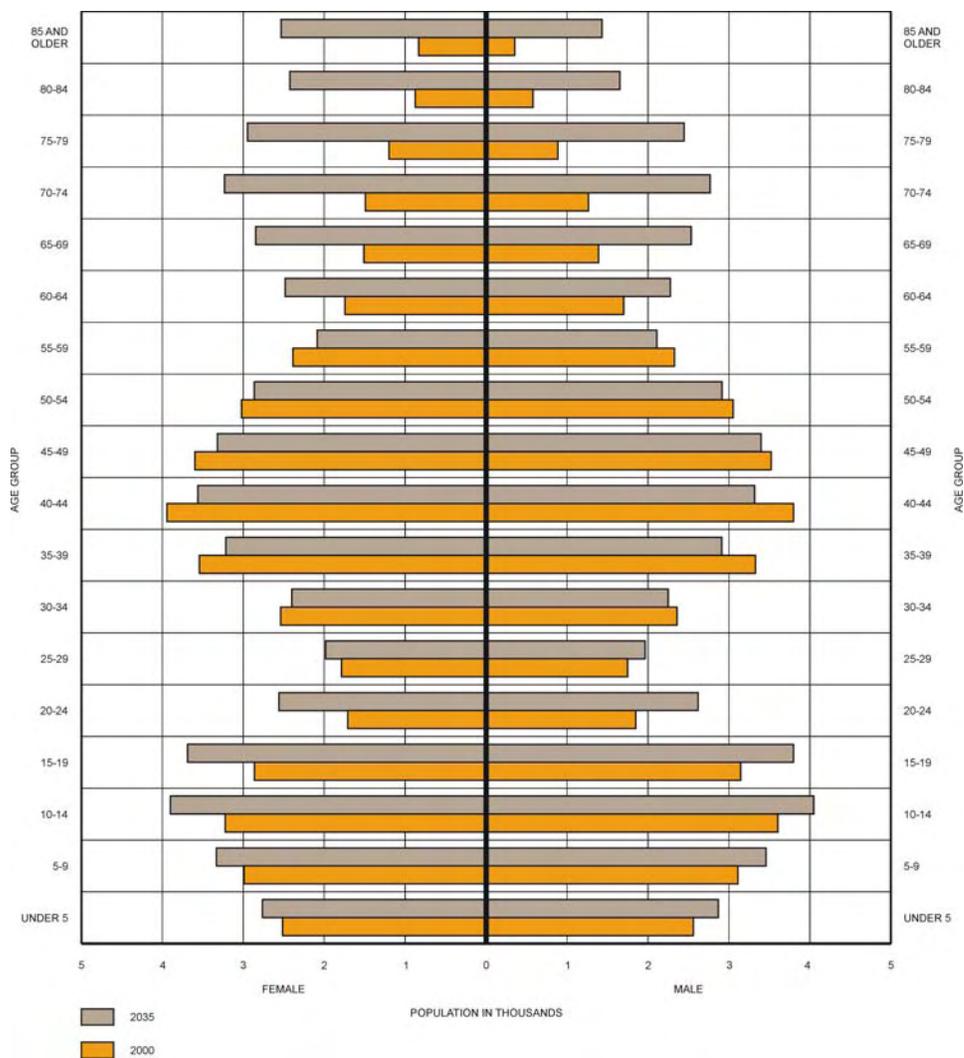
COMMUTING PATTERNS INTO AND FROM OZAUKEE COUNTY: 2000



Source: U.S. Census Bureau and SEWRPC.

Figure II-5

PROJECTED POPULATION IN OZAUKEE COUNTY BY AGE AND GENDER: 2000-2035<sup>a</sup>



<sup>a</sup>The left side of the graphic shows the number of Ozaukee County female residents in thousands per age group in 2000 in orange and the projected number of female residents in thousands per age group for 2035 in grey. The right side of the graphic shows the number of Ozaukee County male residents in thousands per age group in 2000 in orange and the projected number of male residents in thousands per age group for 2035 in grey. For example, the graphic shows there were about 1,100 female residents between the ages of 75 and 79 in 2000 and a projection of about 2,900 female residents between the ages of 75 and 79 for 2035. For the same age group the graphic shows there were about 1,000 males in 2000 and a projection of about 2,300 males for 2035.

Source: U.S. Bureau of the Census and SEWRPC.

Table II-1

RESIDENT POPULATION OF  
OZAUKEE COUNTY: 1860-2000<sup>a, b</sup>

Year	Population	Change From Preceding Census	
		Number	Percent
1860	15,682	--	--
1870	15,564	-118	-7.5
1880	15,461	-103	-6.6
1890	14,943	-518	-3.3
1900	16,363	1,420	9.5
1910	17,123	760	4.6
1920	16,335	-788	-4.6
1930	17,394	1,059	6.5
1940	18,985	1,591	9.1
1950	23,361	4,376	23.0
1960	38,441	15,080	64.5
1970	54,461	16,020	41.7
1980	66,981	12,520	23.0
1990	72,831	5,850	8.7
2000	82,317	10,513	14.4

<sup>a</sup>Includes Ozaukee County only.

<sup>b</sup>Ozaukee County was separated from Washington County in 1853 by the Wisconsin Legislature.

Source: U. S. Census Bureau and SEWRPC.

Table II-2

RESIDENT POPULATION OF COMMUNITIES IN OZAUKEE COUNTY: 2000

Community	Population
Cities	
Cedarburg <sup>a</sup>	10,908
Mequon <sup>a</sup>	22,643
Port Washington	10,467
Villages	
Bayside <sup>b</sup>	103
Belgium	1,678
Fredonia	1,934
Grafton <sup>a</sup>	10,464
Newburg <sup>c</sup>	1,119
Saukville	4,068
Thiensville	3,254
Towns	
Belgium	1,513
Cedarburg <sup>a</sup>	5,550
Fredonia <sup>a</sup>	2,083
Grafton <sup>a</sup>	3,980
Port Washington	1,631
Saukville	1,755
Ozaukee County <sup>d</sup>	82,317

<sup>a</sup>The population figure reflects an adjustment to the original 2000 Census population count.

<sup>b</sup>Includes only that portion of the Village of Bayside located in Ozaukee County.

<sup>c</sup>Includes the entire Village of Newburg.

<sup>d</sup>Includes all of Ozaukee County. Does not include that portion of the Village of Newburg in Washington County.

Source: U. S. Census Bureau and SEWRPC.

Table II-3

**RESIDENT POPULATION OF THE  
CITY OF MEQUON: 1860-2000<sup>a</sup>**

Year	Population	Change From Preceding Census	
		Number	Percent
1860	3,368	--	--
1870	3,156	-212	-6.3
1880	3,023	-133	-4.2
1890	2,902	-121	-4.0
1900	2,792	-110	-3.8
1910	2,610	-182	-6.5
1920	2,408	-202	-7.7
1930	2,681	273	11.3
1940	3,068	387	14.4
1950	4,065	997	32.5
1960	8,543	4,478	110.1
1970	15,150	6,607	77.3
1980	16,193	1,043	6.9
1990	18,885	2,692	16.6
2000 <sup>b</sup>	22,643	3,758	19.9

<sup>a</sup>Population figures from 1860 through 1950 are for the Town of Mequon. The Town was incorporated as the City of Mequon in 1957.

<sup>b</sup>Reflects an adjustment to the original 2000 Census population count for the City of Mequon. This adjustment is based on an increase of 820 residents in the City by the Wisconsin Department of Administration and approved by the U.S. Census.

Source: U. S. Census Bureau, Wisconsin Department of Administration, and SEWRPC.

Table II-4

**AGE DISTRIBUTION AND  
GENDER COMPOSITION OF OZAUKEE COUNTY RESIDENTS: 2000<sup>a</sup>**

Age Group	Number			Percent		
	Males	Females	Both Sexes	Males	Females	Both Sexes
Under 5 years	2,562	2,507	5,069	6.3	6.0	6.2
5 to 9 years	3,112	2,984	6,096	7.7	7.2	7.4
10 to 14 years	3,606	3,219	6,825	8.9	7.7	8.3
15 to 19 years	3,148	2,866	6,014	7.8	6.9	7.3
Subtotal	9,866	9,069	18,935	24.3	21.7	23.0
20 to 24 years	1,847	1,704	3,551	4.6	4.1	4.3
25 to 29 years	1,752	1,786	3,538	4.3	4.3	4.3
30 to 34 years	2,360	2,537	4,897	5.8	6.1	5.9
35 to 39 years	3,331	3,543	6,874	8.2	8.5	8.4
40 to 44 years	3,797	3,943	7,740	9.4	9.4	9.3
45 to 49 years	3,527	3,600	7,127	8.7	8.6	8.7
50 to 54 years	3,057	3,023	6,080	7.5	7.2	7.4
55 to 59 years	2,326	2,387	4,713	5.7	5.7	5.7
60 to 64 years	1,696	1,740	3,436	4.2	4.2	4.2
Subtotal	23,693	24,263	47,956	58.4	58.1	58.2
65 to 69 years	1,391	1,506	2,897	3.4	3.6	3.5
70 to 74 years	1,265	1,486	2,751	3.1	3.6	3.3
75 to 79 years	885	1,195	2,080	2.2	2.9	2.5
80 to 84 years	576	873	1,449	1.4	2.1	1.8
85 years and over	354	826	1,180	0.9	2.0	1.5
Subtotal	4,471	5,886	10,357	11.0	14.2	12.6
Total	40,592	41,725	82,317	100.0	100.0	100.0

<sup>a</sup>Includes Ozaukee County only.

Source: U.S. Census Bureau and SEWRPC.

Table II-6

RACIAL COMPOSITION OF THE POPULATION OF OZAUKEE COUNTY, THE REGION, AND THE STATE: 2000<sup>a</sup>

Race <sup>b</sup>	Ozaukee County		Southeastern Wisconsin		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
White Alone	79,621	96.8	1,534,464	79.4	4,769,857	88.9
Black or African American Alone	765	0.9	263,200	13.6	304,460	5.7
American Indian and Alaska Native Alone	162	0.2	9,510	0.5	47,228	0.9
Asian Alone	882	1.1	34,438	1.8	88,763	1.7
Native Hawaiian and Other Pacific Islander Alone	14	0.0	716	-- <sup>c</sup>	1,630	-- <sup>c</sup>
Some Other Race Alone	276	0.3	58,157	3.0	84,842	1.6
Two Or More Races	597	0.7	32,423	1.7	66,895	1.2
Total	82,317	100.0	1,932,908	100.0	5,363,675	100.0

*cludes Ozaukee County only.*

*ie Federal government does not consider Hispanic origin to be a race, but rather an ethnic group.*

*ss than 0.05 percent.*

*urce: U.S. Bureau of the Census and SEWRPC.*

Table II-8

## EDUCATIONAL ATTAINMENT OF PERSONS AGE 25 AND OLDER IN THE OZAUKEE COUNTY PL

Community	Less Than 9 <sup>th</sup> Grade		9 <sup>th</sup> to 12 <sup>th</sup> Grade No Diploma		High School Graduate		Some College or Associates Degree	
	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total
<b>Cities</b>								
Cedarburg	215	2.9	323	4.3	1,494	20.0	2,302	30.9
Mequon	238	1.6	341	2.3	1,985	13.4	3,406	23.1
Port Washington	198	2.8	520	7.5	2,182	31.4	2,207	31.8
<b>Villages</b>								
Bayside <sup>b</sup>	0	0.0	0	0.0	0	0.0	9	12.5
Belgium	52	5.1	95	9.3	378	36.8	347	33.8
Fredonia	46	3.9	95	8.1	439	37.7	377	32.4
Grafton	207	3.0	525	7.5	2,078	29.8	2,139	30.7
Newburg <sup>c</sup>	25	3.6	51	7.3	269	38.6	244	35.1
Saukville	92	3.5	192	7.4	930	35.6	869	33.3
Thiensville	87	3.6	99	4.1	516	21.3	769	31.7
<b>Towns</b>								
Belgium	87	8.6	90	8.9	292	28.9	273	26.9
Cedarburg	129	3.2	138	3.6	882	22.8	1,237	32.0
Fredonia	56	3.9	93	6.4	642	44.2	460	31.7
Grafton	91	3.2	153	5.4	638	22.7	877	31.1
Port Washington	64	5.9	131	12.0	385	35.3	329	30.1
Saukville	34	2.9	79	6.7	416	35.1	337	28.4
Ozaukee County <sup>d</sup>	1,595	2.9	2,878	5.2	13,274	24.2	15,964	29.1
Southeastern Wisconsin	59,587	4.8	136,211	11.0	372,955	30.0	358,403	28.8
State of Wisconsin	186,125	5.4	332,292	9.5	1,201,813	34.5	976,375	28.1

<sup>a</sup>Table II-4 does not reflect adjustments to the 2000 Census which corrected population totals but no other Census data. Corrected the Village of Grafton, a decrease of 152 in the Town of Grafton, an increase of 194 in the City of Cedarburg, a decrease of 194 in the City of Mequon, and a decrease of 820 in the Town of Fredonia. SEWRPC was unable to make adjustments from the original 2000 attainment due to the manner in which educational attainment data was reported

Table II-9

**NUMBER OF HOUSEHOLDS AND AVERAGE HOUSEHOLD SIZE  
FOR COMMUNITIES IN THE OZAUKEE COUNTY PLANNING AREA: 2000**

Community	Total Households		Average Household Size
	Number	Percent	
Cities			
Cedarburg	4,432	14.3	2.45
Mequon	7,861	25.5	2.75
Port Washington	4,071	13.2	2.48
Villages			
Bayside <sup>a</sup>	37	0.1	2.78
Belgium	582	1.9	2.85
Fredonia	701	2.3	2.76
Grafton <sup>b</sup>	4,125	13.4	2.53
Newburg <sup>c</sup>	398	1.3	2.80
Saukville	1,583	5.1	2.56
Thiensville	1,503	4.9	2.17
Towns			
Belgium	547	1.8	2.77
Cedarburg	1,896	6.1	2.93
Fredonia	727	2.4	2.83
Grafton <sup>b</sup>	1,492	4.8	2.67
Port Washington	636	2.1	2.56
Saukville	622	2.0	2.82
Ozaukee County <sup>d</sup>	30,857	100.0	2.61

<sup>a</sup>Includes only that portion of the Village of Bayside located in Ozaukee County.

<sup>b</sup>Table II-9 reflects an adjustment to the original 2000 census household data for the Village and Town of Grafton. This adjustment is based on a population increase of 152 residents in the Village of Grafton and a decrease of 152 residents in the Town of Grafton by the Wisconsin Department of Administration and approved by the U.S. Census.

<sup>c</sup>Includes the entire Village of Newburg.

<sup>d</sup>Includes all of Ozaukee County. Does not include that portion of the Village of Newburg outside the County.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Table II-10

**ANNUAL HOUSEHOLD INCOME IN COMMUNITIES IN THE OZAUKEE COUNTY PLANNING AREA:  
1999**

Community	Household Income Less than \$10,000		Household Income \$10,000 to \$14,999		Household Income \$15,000 to \$24,999		Household Income \$25,000 to \$34,999		Household \$35,000 to \$
	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households
<b>Cities</b>									
Cedarburg	135	3.1	181	4.1	432	9.8	535	12.1	651
Mequon	122	1.5	140	1.8	319	4.0	498	6.3	717
Port Washington	187	4.6	102	2.5	433	10.5	419	10.2	648
<b>Villages</b>									
Bayside <sup>a</sup>	0	0.0	0	0.0	0	0.0	0	0.0	8
Belgium	10	1.7	6	1.0	39	6.8	79	13.7	124
Fredonia	18	2.6	27	3.9	61	8.8	83	12.0	133
Grafton	91	2.2	145	3.6	415	10.2	422	10.4	761
Newburg <sup>b</sup>	15	3.7	14	3.5	33	8.2	33	8.2	78
Saukville	79	5.0	68	4.3	144	9.1	150	9.5	275
Thiensville	29	1.9	65	4.4	117	7.8	188	12.6	239
<b>Towns</b>									
Belgium	21	3.8	17	3.1	48	8.6	68	12.3	89
Cedarburg	30	1.6	55	2.9	114	6.0	106	5.6	182
Fredonia	13	1.8	7	1.0	54	7.4	62	8.5	152
Grafton	57	3.6	22	1.4	157	10.0	136	8.7	191
Port Washington	28	4.5	18	2.9	73	11.8	45	7.3	102
Saukville	15	2.4	25	4.0	41	6.6	59	9.5	80
Ozaukee County <sup>c</sup>	837	2.7	881	2.9	2,453	7.9	2,850	9.2	4,360

Community	Household Income \$75,000 to \$99,999		Household Income \$100,000 to \$149,999		Household Income \$150,000 to \$199,999		Household Income \$200,000 or More		Total Households		Median Annual Household Income
	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	
<b>Cities</b>											
Cedarburg	559	12.7	595	13.5	189	4.3	101	2.3	4,417	100.0	56,431
Mequon	1,260	16.0	1,557	19.7	660	8.4	1,286	16.3	7,884	100.0	90,733
Port Washington	650	15.8	313	7.6	550	1.3	58	1.4	4,105	100.0	53,827
<b>Villages</b>											
Bayside <sup>a</sup>	0	0.0	18	42.9	8	19.0	8	19.0	42	100.0	115,332
Belgium	92	16.0	36	6.3	3	0.5	4	0.7	575	100.0	53,523
Fredonia	109	15.8	51	7.4	5	0.7	5	0.7	691	100.0	53,173
Grafton	571	14.0	494	12.2	125	3.1	88	2.2	4,065	100.0	53,918
Newburg <sup>b</sup>	78	19.4	29	7.2	8	2.0	3	0.7	403	100.0	56,726
Saukville	269	17.0	150	9.5	15	0.9	7	0.4	1,583	100.0	53,159
Thiensville	220	14.7	196	13.1	39	2.6	14	0.9	1,484	100.0	55,962
<b>Towns</b>											
Belgium	71	12.8	68	12.3	8	1.4	24	4.3	555	100.0	57,865
Cedarburg	340	17.9	379	19.9	123	6.5	121	6.4	1,903	100.0	75,909
Fredonia	130	17.8	51	7.0	5	0.7	7	1.0	731	100.0	55,388
Grafton	279	17.8	200	12.8	46	2.9	99	6.3	1,565	100.0	64,707
Port Washington	106	17.2	45	7.3	22	3.6	10	1.6	618	100.0	56,875
Saukville	129	20.7	79	12.7	5	0.8	16	2.6	624	100.0	60,435
Ozaukee County <sup>c</sup>	4,789	15.5	4,234	13.7	1,311	4.2	1,848	6.1	30,887	100.0	62,745

<sup>a</sup>Ozaukee Count portion only.

<sup>b</sup>Includes the entire Village of Newburg.

<sup>c</sup>Data for Ozaukee County. Does not include that portion of the Village of Newburg in Washington County.

Source: U.S. Bureau of the Census and SEWRPC.

Table II-12

## POVERTY THRESHOLD (IN DOLLARS) BY SIZE OF FAMILY AND NUMBER OF RELATED CHILDREN

Size of Family Unit	Weighted Average Threshold	Related Children Under 18 Years					
		None	One	Two	Three	Four	Five
One person (unrelated Individual)	8,501						
Under 65 years old	8,667	8,667					
65 years old and over	7,990	7,990					
Two people	10,869						
Householder under 65 years old	11,214	11,156	11,483				
Householder 65 years old and over	10,075	10,070	11,440				
Three people	13,290	13,032	13,410	13,423			
Four people	17,029	17,184	17,465	16,895	16,954		
Five people	20,127	20,723	21,024	20,380	19,882	19,578	
Six people	22,727	23,835	23,930	23,436	22,964	22,261	21,845
Seven people	25,912	27,425	27,596	27,006	26,595	25,828	24,934
Eight people	28,967	30,673	30,944	30,387	29,899	29,206	28,327
Nine people	34,417	36,897	37,076	36,583	36,169	35,489	34,554

Source: U.S. Census Bureau and SEWRPC.

Table II-13

HOUSEHOLD SIZE BY CATEGORY FOR COMMUNITIES IN OZAUKEE COUNTY: 2000

Community	1-person Households		2-person Households		3-person Households		4-person Households		5-person Households	
	Number	Percent								
<b>Cities</b>										
Cedarburg	1,245	28.1	1,479	33.4	656	14.8	677	15.3	298	6.7
Mequon	1,264	16.1	3,050	38.8	1,225	15.6	1,395	17.7	680	8.7
Port Washington	1,073	26.4	1,371	33.7	691	17.0	617	15.2	224	5.4
<b>Villages</b>										
Bayside <sup>a</sup>	3	8.1	19	51.4	3	8.1	7	18.9	5	13.5
Belgium	114	19.6	174	29.9	94	16.2	114	19.5	65	11.2
Fredonia	121	17.3	241	34.4	127	18.1	137	19.5	53	7.6
Grafton <sup>b</sup>	1,002	24.3	1,449	35.1	642	15.6	683	16.6	252	6.1
Newburg <sup>c</sup>	74	18.6	125	31.4	81	20.4	67	16.8	34	8.5
Saukville	382	24.1	503	31.8	282	17.8	293	18.5	92	5.8
Thiensville	501	33.3	569	37.9	209	13.9	153	10.1	58	3.9
<b>Towns</b>										
Belgium	100	18.2	201	36.7	83	15.2	90	16.5	43	7.9
Cedarburg	190	10.0	732	38.6	324	17.1	411	21.7	173	9.1
Fredonia	113	15.4	257	35.4	133	18.3	135	18.6	52	7.2
Grafton <sup>b</sup>	231	15.5	613	41.1	260	17.4	254	17.0	92	6.2
Port Washington	169	26.6	195	30.7	114	17.9	91	14.3	49	7.6
Saukville	80	12.9	257	41.3	100	16.1	102	16.4	56	9.0
Ozaukee County <sup>d</sup>	6,601	21.4	11,128	36.0	4,948	16.2	5,162	16.7	2,194	7.1

Community	6-person Households		7-or-more-person Households		Total	
	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>						
Cedarburg	61	1.4	16	0.3	4,432	100.0
Mequon	196	2.5	51	0.6	7,861	100.0
Port Washington	67	1.6	28	0.7	4,071	100.0
<b>Villages</b>						
Bayside <sup>a</sup>	0	0.0	0	0.0	37	100.0
Belgium	17	2.9	4	0.7	582	100.0
Fredonia	18	2.6	4	0.5	701	100.0
Grafton <sup>b</sup>	70	1.7	27	0.6	4,125	100.0
Newburg <sup>c</sup>	10	2.5	7	1.8	398	100.0
Saukville	25	1.6	6	0.4	1,583	100.0
Thiensville	7	0.5	6	0.4	1,503	100.0
<b>Towns</b>						
Belgium	23	4.2	7	1.3	547	100.0
Cedarburg	55	2.9	11	0.6	1,896	100.0
Fredonia	29	4.0	8	1.1	727	100.0
Grafton <sup>b</sup>	30	2.0	12	0.8	1,492	100.0
Port Washington	15	2.4	3	0.5	636	100.0
Saukville	20	3.2	7	1.1	622	100.0
Ozaukee County <sup>d</sup>	634	2.0	190	0.6	30,857	100.0

<sup>a</sup>Includes only that portion of the Village of Bayside located in Ozaukee County.

<sup>b</sup>Table II-7 reflects an adjustment to the original 2000 census household data for the Village and Town of Grafton. This adjustment is based on a population increase of 152 residents in the Village of Grafton and a decrease of 152 residents in the Town of Grafton by the Wisconsin Department of Administration and approved by the U.S. Census.

<sup>c</sup>Includes entire Village of Newburg.

<sup>d</sup>Includes all of Ozaukee County. Does not include that portion of the Village of Newburg outside the County.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Table II-14

**EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION  
IN OZAUKEE COUNTY AND THE SOUTHEASTERN WISCONSIN REGION: 2000**

Occupation <sup>a</sup>	Ozaukee County		Southeastern Wisconsin	
	Number	Percent of Total	Number	Percent of Total
Management, Professional, and Related Occupations				
Farmers and Farm Managers	310	0.7	2,839	0.3
Other Management, Business, and Financial Operations	8,273	18.7	125,729	12.9
Professional and Related	10,327	23.4	194,243	20.4
Subtotal	18,910	42.8	322,811	33.8
Service Occupations				
Healthcare Support	623	1.4	20,942	2.2
Protective Service	373	0.8	16,392	1.7
Food Preparation and Serving Related	1,575	3.6	44,080	4.6
Building and Grounds Cleaning and Maintenance	1,119	2.5	25,577	2.7
Personal Care and Service	966	2.2	22,303	2.3
Subtotal	4,656	10.5	129,294	13.6
Sales and Office Occupations				
Sales and Related	5,287	12.0	102,766	10.8
Office and Administrative Support	6,160	13.9	154,285	16.1
Subtotal	11,447	25.9	257,051	26.9
Farming, Fishing, and Forestry Occupations <sup>b</sup>	176	0.4	2,273	0.2
Construction, Extraction, and Maintenance Occupations				
Construction and Extraction	1,448	3.3	39,398	4.2
Installation, Maintenance, and Repair	1,335	3.0	33,368	3.5
Subtotal	2,783	6.3	72,766	7.7
Production, Transportation, and Material Moving Occupations				
Production	4,614	10.4	--	--
Transportation and Material Moving	1,617	3.7	--	--
Subtotal	6,231	14.1	170,248	17.8
Total	44,203 <sup>c</sup>	100.0	954,443	100.0

<sup>a</sup>Occupations are further detailed in Table G-1 in Appendix G.

<sup>b</sup>Total includes farm labor contractors, agricultural inspectors, animal breeders, graders and sorters, agricultural equipment operators, and farmworkers and laborers (including crop, nursery, greenhouse, and farm/ranch workers) Farmers and farm managers are included under the "management, professional, and related" occupations.

<sup>c</sup>Includes Ozaukee County only.

Source: U.S. Bureau of the Census and SEWRPC.

Table II-15

**EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION  
IN THE CITY OF MEQUON: 2000<sup>a</sup>**

Occupation	Number	Percent of Total
Management, Professional, and Related Occupations		
Management, Business, and Financial Operations..	3,012	28.0
Professional and Related	3,354	31.2
Subtotal	6,366	59.2
Service Occupations		
Healthcare Support	101	0.9
Protective Service	38	0.4
Food Preparation and Serving Related	218	2.0
Building and Grounds Cleaning and Maintenance ...	197	1.8
Personal Care and Service	168	1.6
Subtotal	722	6.7
Sales and Office Occupations		
Sales and Related	1,484	13.8
Office and Administrative Support	1,129	10.5
Subtotal	2,613	24.3
Farming, Fishing, and Forestry Occupations	26	0.2
Construction, Extraction, and Maintenance Occupations		
Construction and Extraction	238	2.2
Installation, Maintenance, and Repair	133	1.2
Subtotal	371	3.4
Production, Transportation, and Material Moving Occupations		
Production	460	4.3
Transportation and Material Moving	200	1.9
Subtotal	660	6.2
<b>Total</b>	<b>10,758</b>	<b>100.0</b>

<sup>a</sup>Table F-1 does not reflect adjustments to the 2000 Census which corrected the population total for the City of Mequon (an increase of 820 residents). The Census did not adjust any of its other data for the City. SEWRPC was unable to make adjustments from the original 2000 Census population count for employed persons by occupation due to the manner in which data was reported.

Source: U.S. Bureau of the Census and SEWRPC.

Table II-16

**PLACE OF WORK OF EMPLOYED PERSONS 16 YEARS AND OLDER  
LIVING IN OZAUKEE COUNTY: 2000<sup>a, b</sup>**

Place of Work	Number	Percent
City of Cedarburg	3,491	8.0
City of Mequon	6,220	14.3
City of Port Washington	3,284	7.5
Village of Grafton	3,994	9.2
Remainder of Ozaukee County	5,480	12.6
Subtotal	22,469	51.6
City of Milwaukee	9,601	22.1
Remainder of Milwaukee County	5,456	12.5
Subtotal	15,057	34.6
Fond du Lac County	77	0.2
Sheboygan County	896	2.1
Washington County	1,934	4.4
Waukesha County	2,371	5.4
Worked Elsewhere	751	1.7
Total	43,555 <sup>c</sup>	100.0

<sup>a</sup>Includes Ozaukee County only.

<sup>b</sup>Table II-11 does not reflect adjustments to the 2000 Census, which corrected population totals but no other Census data. Corrected population counts include: an increase of 152 in the Village of Grafton, a decrease of 152 in the Town of Grafton, an increase of 194 in the City of Cedarburg, a decrease of 194 in the Town of Cedarburg, an increase of 820 in the City of Mequon, and a decrease of 820 in the Town of Fredonia. SEWRPC was unable to make adjustments from the original 2000 Census population count for place of work due to the manner in which place of work data was reported.

<sup>c</sup>The place of work Census Data estimates the number of people 16 years of age and older who were both employed and at work during the reference week (generally the week prior to April 1, 2000). People who did not work during this week due to temporary absences and other reasons are not included in the place of work data. Therefore, the place of work data may understate the total employment in a geographic area.

Source: U.S. Bureau of the Census and SEWRPC.

Table II-17

**PLACE OF WORK OF EMPLOYED PERSONS 16 YEARS AND OLDER  
LIVING IN THE CITY OF MEQUON: 2000<sup>a</sup>**

Place of Work	Number	Percent
City of Mequon	2,497	23.5
City of Cedarburg	232	2.2
City of Port Washington	127	1.2
Remainder of Ozaukee County	564	5.3
Subtotal	3,420	32.2
City of Milwaukee	3,551	33.5
Remainder of Milwaukee County	2,178	20.5
Subtotal	5,729	54.0
Fond du Lac County	34	0.3
Sheboygan County	81	0.8
Washington County	392	3.7
Waukesha County	797	7.5
Worked Elsewhere	153	1.5
Total	10,606 <sup>b</sup>	100.0

<sup>a</sup>Table H-1 does not reflect adjustments to the 2000 Census which corrected the population total for the City of Mequon (an increase of 820 residents). The Census did not adjust any of its other data for the City. SEWRPC was unable to make adjustments from the original 2000 Census population count for place of work of employed persons due to the manner in which data was reported.

<sup>b</sup>The place of work Census Data estimates the number of people 16 years of age and older who were both employed and at work during the reference week (generally the week prior to April 1, 2000). People who did not work during this week due to temporary absences and other reasons are not included in the place of work data. Therefore, the place of work data may understate the total employment in a geographic area.

Source: U.S. Bureau of the Census and SEWRPC.

Table II-18

**EMPLOYMENT BY GENERAL INDUSTRY GROUP IN OZAUKEE COUNTY AND SOUTHEASTERN WISCONSIN: 1970-2000**

General Industry Group	Ozaukee County											
	Employment								Percent Change in Employment			
	1970		1980		1990		2000		1970-1980	1980-1990	1990-2000	1970-2000
	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total				
Agriculture	1,483	7.0	1,006	3.6	711	2.0	612	1.2	-32.2	-29.3	-13.9	-58.7
Construction	858	4.0	1,148	4.1	1,493	4.2	2,170	4.3	33.8	30.1	45.3	152.9
Manufacturing	8,703	40.9	9,047	32.0	9,682	27.4	12,953	25.5	4.0	7.0	33.8	48.8
Transportation, Communication, and Utilities	679	3.2	603	2.1	876	2.5	1,190	2.3	-11.2	45.3	35.8	75.3
Wholesale Trade	283	1.3	1,068	3.8	1,421	4.0	2,082	4.1	277.4	33.1	46.5	635.7
Retail Trade	3,362	15.9	4,572	16.2	6,543	18.5	8,575	16.9	36.0	43.1	31.1	155.1
Finance, Insurance, and Real Estate	979	4.6	2,289	8.1	2,505	7.1	4,309	8.5	133.8	9.4	72.0	340.1
Service	2,805	13.2	5,441	19.2	8,567	24.3	14,205	28.0	94.0	57.5	65.8	406.4
Government <sup>a</sup>	1,932	9.1	2,764	9.8	3,034	8.6	3,764	7.4	43.1	9.8	24.1	94.8
Other <sup>b</sup>	167	0.8	312	1.1	477	1.4	913	1.8	86.8	52.9	91.4	446.7
Total	21,256	100.0	28,250	100.0	35,309	100.0	50,773	100.0	32.9	25.0	43.8	138.9

General Industry Group	Southeastern Wisconsin Region											
	Employment								Percent Change in Employment			
	1970		1980		1990		2000		1970-1980	1980-1990	1990-2000	1970-2000
	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total				
Agriculture	12,000	1.5	10,000	1.0	7,200	0.7	5,900	0.5	-16.7	-28.0	-18.1	-50.8
Construction	32,400	4.1	33,900	3.6	45,100	4.2	53,800	4.4	4.6	33.0	19.3	66.0
Manufacturing	254,400	32.4	264,200	27.9	223,500	21.0	224,400	18.3	3.9	-15.4	0.4	-11.8
Transportation, Communication, and Utilities	38,500	4.9	42,200	4.4	46,300	4.4	54,800	4.5	9.6	9.7	18.4	42.3
Wholesale Trade	37,200	4.7	46,200	4.9	55,300	5.2	64,400	5.3	24.2	19.7	16.5	73.1
Retail Trade	133,900	17.1	153,900	16.2	185,400	17.4	193,700	15.8	14.9	20.5	4.5	44.7
Finance, Insurance, and Real Estate	47,600	6.1	75,600	8.0	81,800	7.7	93,700	7.7	58.8	8.2	14.5	96.8
Services	141,800	18.1	216,700	22.8	304,700	28.7	406,000	33.2	52.8	40.6	33.2	186.3
Government <sup>a</sup>	84,400	10.8	101,100	10.7	106,200	10.0	114,400	9.3	19.8	5.0	7.7	35.5
Other <sup>b</sup>	2,700	0.3	4,400	0.5	7,100	0.7	11,700	1.0	63.0	61.4	64.8	333.3
Total	784,900	100.0	948,200	100.0	1,062,600	100.0	1,222,800	100.0	20.8	12.1	15.1	55.8

<sup>a</sup>Includes all nonmilitary government agencies and enterprises.

<sup>b</sup>Includes agricultural services, forestry, commercial fishing, mining, and unclassified jobs.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Table II-19

**POPULATION PROJECTION BY SUB-AREA IN THE OZAUKEE COUNTY PLANNING AREA UNDER THE REGIONAL LAND USE PLAN: 2035<sup>a</sup>**

Sub-Area	Existing: 2000			Projection: 2035			2000 – 2035 Change	
	Sewered	Unsewered	Total	Sewered	Unsewered	Total	Number	Percent
Urban Service Areas								
Belgium	1,713	32	1,745	2,261	--	2,261	516	29.6
Cedarburg	11,430	1,975	13,405	15,677	--	15,677	2,272	16.9
Fredonia	1,989	17	2,006	2,901	--	2,901	895	44.6
Grafton	11,027	843	11,870	16,326	--	16,326	4,456	37.5
Mequon <sup>b</sup>	20,433	174	20,607	25,067	--	25,067	4,460	21.6
Newburg <sup>c</sup>	1,155	303	1,458	1,897	--	1,897	439	30.1
Port Washington	10,393	646	11,039	14,469	--	14,469	3,430	31.1
Saukville	4,077	517	4,594	5,699	--	5,699	1,105	24.1
Thiensville	3,277	--	3,277	3,762	--	3,762	485	14.8
Waubeka	--	474	474	509	--	509	35	7.4
Lake Church	--	507	507	516	--	516	9	2.1
Urban Service Area Subtotal	65,494	5,488	70,982	89,084	--	89,084	18,102	25.5
Unsewered areas <sup>d</sup>								
Belgium	--	966	966	--	1,044	1,044	78	8.1
Cedarburg	--	3,716	3,716	--	4,050	4,050	334	9.0
Fredonia	--	1,492	1,492	--	1,500	1,500	8	0.5
Grafton	--	2,069	2,069	--	2,399	2,399	330	15.9
Mequon	--	2,098	2,098	--	2,293	2,293	195	9.3
Port Washington	--	781	781	--	871	871	90	11.5
Saukville	--	1,550	1,550	--	1,537	1,537	(13)	(0.8)
Unsewered Area Subtotal	--	12,672	12,672	--	13,694	13,694	1,022	8.1
Planning Area Total <sup>e</sup>	65,494	18,160	83,654	89,084	13,694	102,778	19,124	22.9

<sup>a</sup>Portions of the Towns of Trenton and Farmington that lie within the planning area but outside the Newburg urban service area are not included in the existing or projected population totals.

<sup>b</sup>Includes the portion of the Village of Bayside located in the planning area.

<sup>c</sup>The existing and projected population total for the planning area includes those portions of the Newburg urban service area in Washington County.

<sup>d</sup>Areas located outside planned urban service areas.

<sup>e</sup>The 2035 population projection is based on the intermediate projection prepared for the 2035 regional land use plan. The high projection for the County is 115,300 residents and the low projection is 93,000 residents. The high and low 2035 projections do not include the Washington County portion of the planning area and are documented in SEWRPC Technical Report No. 11, 4<sup>th</sup> Edition, The Population of Southeastern Wisconsin.

Source: SEWRPC.

Table II-20

ACTUAL AND PROJECTED POPULATION IN OZAUKEE COUNTY: 2000-2035<sup>a</sup>

Year	Population	Change from Preceding Year	
		Number	Percent
Actual Population: 2000	82,300	--	--
Projected Population:			
2005	85,700	3,400	4.1
2010	88,700	3,000	3.5
2015	91,500	2,800	3.2
2020	94,600	3,100	3.4
2025	97,500	2,900	3.1
2030	99,800	2,300	2.4
2035	101,100	1,300	1.3
Change: 2000-2035	--	18,800	22.8

<sup>a</sup>Actual population and population projection totals do not include the portion of the Village of Newburg located in Washington County that lies within the Ozaukee County planning area. The projected 2035 population for the entire planning area is 102,788 residents.

Source: U.S. Bureau of the Census and SEWRPC.

Table II-21

ACTUAL AND PROJECTED POPULATION IN THE CITY OF MEQUON: 2000-2035

Year	Population	Change from Preceding Year	
		Number	Percent
Actual Population: 2000	22,643	--	--
Projected Population:			
2005	23,468	825	3.6
2010	24,470	1,002	4.3
2015	25,472	1,002	4.1
2020	26,474	1,002	3.9
2025	27,476	1,002	3.8
2030	28,478	1,002	3.6
2035	29,480	1,002	3.5
Change: 2000-2035	--	6,837	30.2

Source: U.S. Bureau of the Census and SEWRPC.

Table II-22

ALTERNATIVE 2035 POPULATION PROJECTIONS FOR OZAUKEE COUNTY COMMUNITIES

Local Government	2000 Population	Population Projections: 2035		
		RLUP by Civil Division <sup>a</sup>	25-Year Weighted Average <sup>b</sup>	RLUP by Sewer Service Areas <sup>c</sup>
<b>Cities</b>				
City of Mequon	22,643	27,344	31,082	27,355
City of Port Washington	10,467	11,197	13,254	14,392
<b>Villages</b>				
Village of Belgium	1,678	2,055	3,517	2,261
Village of Fredonia	1,934	2,240	3,208	2,900
Village of Grafton	10,464	13,365	15,486	16,323
Village of Newburg <sup>d</sup>	1,119	1,438	1,537	1,897
Village of Saukville	4,068	4,286	5,102	5,698
Village of Thiensville	3,254	3,761	3,287	3,761
<b>Towns</b>				
Town of Belgium	1,513	1,738	2,023	1,532
Town of Cedarburg	5,550	8,589	6,675	4,049
Town of Fredonia	2,083	2,669	2,365	2,009
Town of Grafton	3,980	7,692	4,845	2,399
Town of Port Washington	1,631	2,872	2,054	973
Town of Saukville	1,755	2,094	2,045	1,537
<b>Ozaukee County Planning Area<sup>e</sup></b>	<b>83,344</b>	<b>102,309</b>	<b>110,361</b>	<b>102,760</b>

<sup>a</sup>Projections are based on the regional land use plan. Future populations are assigned to cities, villages, and towns based on 2000 civil division boundaries.

<sup>b</sup>Projections were prepared using a methodology similar to that used by the Wisconsin Department of Administration, whereby population trends in each community over the past 25 years are used to project the future population. Population changes in the 1990 to 2005 period are weighted more heavily than changes between 1980 and 1990.

<sup>c</sup>Projections are based on the regional land use plan. Future populations are assigned to cities, villages, and towns assuming that areas within a planned city or village sewer service area will be annexed by the city or village, unless a boundary agreement is in place that establishes future corporate limits (i.e. – City and Town of Port Washington).

<sup>d</sup>Includes the entire Village of Newburg.

<sup>e</sup>Includes all of Ozaukee County and the entire Village of Newburg.

Source: U.S. Census and SEWRPC.

Table II-23

ACTUAL AND PROJECTED POPULATION IN OZAUKEE COUNTY BY AGE AND GENDER: 2000-2035

Age Group	Actual Population			Projected Population								
	2000			2005			2010			2015		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Under 20 Years ..	12,428	11,576	24,004	12,593	11,930	24,523	12,244	11,860	24,104	11,958	11,601	23,559
20 to 44 Years....	13,087	13,513	26,600	12,217	12,555	24,772	11,728	11,838	23,566	11,936	11,964	23,900
45 to 64 Years....	10,606	10,750	21,356	12,499	12,734	25,233	13,921	14,237	28,158	14,076	14,615	28,691
Over Age 65 Years .....	4,471	5,886	10,357	4,875	6,354	11,229	5,634	7,261	12,895	6,821	8,567	15,388
Total Population	40,592	41,725	82,317	42,184	43,573	85,757	43,527	45,196	88,723	44,791	46,747	91,538

Age Group	Projected Population											
	2020			2025			2030			2035		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Under 20 Years ..	12,071	11,646	23,717	12,782	12,327	25,109	13,650	13,166	26,816	14,204	13,702	27,906
20 to 44 Years....	12,681	12,707	25,388	13,469	13,670	27,139	13,446	13,854	27,300	13,102	13,740	26,842
45 to 64 Years....	13,178	13,824	27,002	11,406	11,951	23,357	10,490	10,834	21,324	10,724	10,772	21,496
Over Age 65 Years .....	8,254	10,261	18,515	9,771	12,115	21,886	10,817	13,559	24,376	10,869	14,008	24,877
Total Population	46,184	48,438	94,622	47,428	50,063	97,491	48,403	51,413	99,816	48,899	52,222	101,121

Source: U.S. Bureau of the Census and SEWRPC.

Table II-24

**POPULATION AND HOUSEHOLD PROJECTIONS FOR  
COMMUNITIES IN THE OZAUKEE COUNTY PLANNING AREA: 2035**

<b>Community</b>	<b>2035 Population Projection Selected by Community</b>	<b>Group Quarter Population<sup>a</sup></b>	<b>Average Household Size<sup>a</sup></b>	<b>Number of Households</b>
<b>Cities</b>				
Cedarburg	15,600 <sup>b</sup>	423	2.32	6,542
Mequon	29,480 <sup>c</sup>	1,678	2.57	10,818
Port Washington	14,500	680	2.31	5,983
<b>Villages</b>				
Bayside <sup>a, d</sup>	100	0	2.50	40
Belgium	4,000	32	2.66	1,492
Fredonia	3,600	0	2.58	1,395
Grafton	16,323	93	2.38	6,819
Newburg <sup>e</sup>	1,900	10	2.63	719
Saukville	9,000	12	2.42	3,714
Thiensville	3,500	134	2.07	1,626
<b>Towns</b>				
Belgium	2,023	0	2.66	761
Cedarburg	6,675	0	2.60	2,567
Fredonia	3,000	5	2.67	1,122
Grafton	4,894	0	2.44	2,006
Port Washington	2,054	6	2.48	826
Saukville	1,537	0	2.61	589
<b>Planning Area<sup>f</sup></b>	<b>118,186</b>	<b>3,073</b>	<b>2.45<sup>f</sup></b>	<b>47,019</b>

<sup>a</sup>The group quarter population, average household size, and Village of Bayside population were projected for 2035 under the regional land use plan. The average household size projections differ slightly from the projections developed for urban service areas and unsewered areas set forth in Table II-18.

<sup>b</sup>The City of Cedarburg population projection is based on 1 to 1.5 percent annual population growth between 2000 and 2035, as recommended by City staff.

<sup>c</sup>The City of Mequon selected a population projection range of 27,264 to 31,695 persons. The 29,480 figure listed above is the mid-point of the range.

<sup>d</sup>Includes only that portion of the Village of Bayside located in Ozaukee County.

<sup>e</sup>Includes the entire Village of Newburg.

<sup>f</sup>Includes all of Ozaukee County and the portion of the Village of Newburg located in Washington County.

Source: U.S. Census Bureau and SEWRPC.

Table II-25

**HOUSEHOLD PROJECTION BY SUB-AREA IN THE OZAUKEE COUNTY PLANNING AREA UNDER THE REGIONAL  
LAND USE PLAN: 2035<sup>a</sup>**

Sub-Area	Existing: 2000			Projection: 2035			2000 – 2035 Change		Average Household Size: 2000
	Sewered	Unsewered	Total	Sewered	Unsewered	Total	Number	Percent	
Service Areas									
Adrian	594	10	604	831	--	831	227	37.6	2.0
Barab	4,536	690	5,226	6,445	--	6,445	1,219	23.3	2.0
Barneville	726	6	732	1,125	--	1,125	393	53.7	2.0
Belleville	4,349	323	4,672	6,815	--	6,815	2,143	45.9	2.0
Bellevue	7,075	66	7,141	9,078	--	9,078	1,937	27.1	2.0
Brookfield	410	110	520	735	--	735	215	41.3	2.0
Washington	4,185	154	4,339	5,963	--	5,963	1,624	37.4	2.0
Wauville	1,580	180	1,760	2,321	--	2,321	561	31.9	2.0
Wauville	1,462	--	1,462	1,752	--	1,752	290	19.8	2.0
Wauville	--	174	174	199	--	199	25	14.4	2.0
Wauville Church	--	203	203	218	--	218	15	7.4	2.0
Urban Service Area Subtotal	24,917	1,916	26,833	35,482	--	35,482	8,649	32.2	2.0
Unsewered Areas <sup>d</sup>									
Adrian	--	337	337	--	381	381	44	13.1	2.0
Barab	--	1,250	1,250	--	1,460	1,460	210	16.8	2.0
Barneville	--	516	516	--	545	545	29	5.6	2.0
Belleville	--	782	782	--	953	953	171	21.9	2.0
Bellevue	--	783	783	--	911	911	128	16.3	2.0
Washington	--	275	275	--	323	323	48	17.5	2.0
Wauville	--	548	548	--	577	577	29	5.3	2.0
Unsewered Area Subtotal	--	4,491	4,491	--	5,150	5,150	659	14.7	2.0
Planning Area Total <sup>e</sup>	24,917	6,407	31,324	35,482	5,150	40,632	9,308	29.7	2.0

<sup>a</sup> Portions of the Towns of Trenton and Farmington that lie within the planning area but outside the Newburg urban service area are not included in the existing or projected population totals.

<sup>b</sup> Includes the portion of the Village of Bayside located in the planning area.

<sup>c</sup> Existing and projected population total for the planning area include those portions of the Newburg urban service area in Washington County.

<sup>d</sup> Located outside planned urban service areas.

<sup>e</sup> 2035 household projection is based on the intermediate projection prepared for the 2035 regional land use plan. The high projection for the planning area is 45,600 households and the low projection is 36,800 households. The high and low 2035 projections do not include the Washington County portion of the planning area and are documented in SEWRPC Technical Report No. 11, 4<sup>th</sup> Edition, The Population of Southeastern Wisconsin.

Source: SEWRPC.

Table II-26

**EMPLOYMENT PROJECTION BY SUB-AREA IN THE OZAUKEE COUNTY PLANNING AREA UNDER THE REGIONAL LAND USE PLAN: 2035<sup>a</sup>**

Sub-Area	Existing: 2000			Projection: 2035			2000 – 2035 Change	
	Sewered	Unsewered	Total	Sewered	Unsewered	Total	Number	Percent
Urban Service Areas								
Belgium	788	5	793	1,517	--	1,517	724	91.3
Cedarburg	7,407	911	8,318	9,000	--	9,000	682	8.2
Fredonia	1,072	34	1,106	2,401	--	2,401	1,295	117.1
Grafton	8,840	342	9,182	12,359	--	12,359	3,177	34.6
Mequon <sup>b</sup>	15,479	22	15,501	17,856	--	17,856	2,355	15.2
Newburg <sup>c</sup>	514	32	546	612	--	612	66	12.1
Port Washington	6,527	967	7,494	8,886	--	8,886	1,392	18.6
Saukville	3,303	100	3,403	5,241	--	5,241	1,838	54.0
Thiensville	2,062	--	2,062	2,169	--	2,169	107	5.2
Waubeka	--	116	116	112	--	112	(4)	(3.4)
Lake Church	--	174	174	150	--	148	(24)	(14.0)
Urban Service Area Subtotal	45,992	2,703	48,699	60,303	--	60,303	11,604	23.8
Unsewered Areas <sup>d</sup>								
Belgium	--	234	234	--	226	226	(8)	(3.4)
Cedarburg	--	274	274	--	281	281	7	2.6
Fredonia	--	389	389	--	374	374	(15)	(3.9)
Grafton	--	466	466	--	459	459	(7)	(1.5)
Mequon	--	570	570	--	554	554	(16)	(2.8)
Port Washington	--	141	141	--	144	144	3	2.1
Saukville	--	420	420	--	406	406	(14)	(3.3)
Unsewered Area Subtotal	--	2,494	2,494	--	2,444	2,444	(50)	(2.0)
Planning Area Total <sup>e</sup>	45,992	5,197	51,193	60,303	2,444	62,747	11,554	22.6

<sup>a</sup>Portions of the Towns of Trenton and Farmington that lie within the planning area but outside the Newburg urban service area are not included in the existing or projected population totals.

<sup>b</sup>Includes the portion of the Village of Bayside located in the planning area.

<sup>c</sup>The existing and projected population total for the planning area include those portions of the Newburg urban service area in Washington County.

<sup>d</sup>Areas located outside planned urban service areas.

<sup>e</sup>The 2035 employment projection is based on the intermediate projection prepared for the 2035 regional land use plan. The high projection for the County is 68,100 jobs and the low projection is 57,200 jobs. The high and low 2035 projections do not include the Washington County portion of the planning area and are documented in SEWRPC Technical Report No. 10, 4<sup>th</sup> Edition, The Economy of Southeastern Wisconsin.

Source: SEWRPC.

## Chapter III

# INVENTORY OF AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

## INTRODUCTION

The conservation and wise use of agricultural and natural resources and the preservation of cultural resources are fundamental to achieving strong and stable physical and economic development as well as maintaining community identity. This comprehensive plan recognizes that agricultural, natural, and cultural resources are limited and very difficult or impossible to replace if damaged or destroyed. Information on the characteristics and location of agricultural, natural, and cultural resources in the City of Mequon is needed to help properly locate future urban and rural land uses to avoid serious environmental problems and to ensure protection of natural resources.

This chapter provides inventory information on existing agricultural, natural, and cultural resources in the Ozaukee County planning area and the City of Mequon.<sup>1</sup> Information regarding soil types, existing farmland, farming operations, topography and geology, water resources, forest resources, natural areas and critical species habitats, environmental corridors, park and open space sites, historical resources, archeological resources, and non-metallic mining resources is included in this chapter. The planning recommendations set forth in the Agricultural, Natural, and Cultural Resources Element chapter of this report are directly related to the inventory of the resources listed above.

The base years for inventory data presented in this chapter range from 1994 to 2005. Much of the inventory data has been collected through regional land use and natural area planning activities conducted by SEWRPC. Additional inventory data has been collected from the County, local units of government, and State and Federal agencies including the Wisconsin Department of Natural Resources; Wisconsin Department of Agriculture, Trade, and Consumer Protection; State Historical Society of Wisconsin; U.S. Census Bureau; and U.S. Department of Agriculture.

## SOILS

The U.S. Department of Agricultural Soil Conservation Service, now the Natural Resources Conservation Service (NRCS), issued a soil survey for Ozaukee County in 1970. The information can be applied in managing farms and woodlands; in selecting sites for roads, buildings, and other structures; identifying mineral resources; and judging the suitability of land for agricultural, industrial, or recreational uses. The soil survey plays an important

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<sup>1</sup>*Agricultural resource inventory data has been collected for the County as a whole, the City of Mequon, and each town in the County. Natural and cultural resource inventory data has been collected for the County as a whole and each city, village, and town participating in the multi-jurisdictional comprehensive planning process.*

role in land use decisions. It is possible to determine which areas of the County and the City of Mequon are suitable for agricultural use, areas vulnerable to erosion, and areas where marketable nonmetallic mineral deposits may be present, as documented later in this chapter through a variety of soil analysis methods.

The survey identifies and maps each of the various soil types found in the County.<sup>2</sup> Soils have been mapped and are organized by soil association, soil series, and soil type. Soil associations are general areas with broad patterns of soils. Soil associations in the Ozaukee County planning area are shown on Map III-1. There are five soil associations in Ozaukee County: the Kewaukee-Manawa association, Ozaukee-Mequon association, Hochheim-Sisson-Casco association, Houghton-Adrian association, and the Casco-Fabius association.

### **Ozaukee County Soil Associations**

The Kewaukee-Manawa association contains well-drained to somewhat poorly drained soils that have a subsoil of clay to silty clay loam formed in thin loess and silty clay loam glacial till on uplands. Most of this association is cultivated. Erosion control and tile drainage are the main concerns in managing these soils.

The Ozaukee-Mequon association contains well-drained to somewhat poorly drained soils that have a subsoil of silty clay loam and silty clay formed in thin loess and silty clay loam glacial till on uplands. Most of this association is cultivated with erosion control and drainage of low wet areas being the chief management concerns.

The Hochheim-Sisson-Casco association contains well-drained soils that have a subsoil of loam to clay loam underlain mainly by loamy till, outwash, and lake-laid deposits on uplands, terraces, and in lakebeds. Most areas suitable for cultivation have been cleared and are cultivated. This association also contains more woodlands than other associations found in the County.

The Houghton-Adrian association contains very poorly drained organic soils in basins and depressions. Most areas of this association are wooded and provide habitat for wildlife. Crops grow well on areas that are adequately drained and are protected from soil blowing. Throughout most of the year the water table is high and the soils are highly compressible under heavy loads. Use of the soils for residential and industrial development and for highways is severely limited.

The Casco-Fabius association contains well drained and somewhat poorly drained soils that have a subsoil of clay loam and sandy clay loam; shallow over gravel and sand and on stream terraces. Most of the soils in this association are cultivated. The soils are easy to cultivate and erosion is generally not a serious hazard. These soils are a good source of sand and gravel.

All five soils found in the Ozaukee County planning area, the Kewaukee-Manawa association, the Ozaukee-Mequon association, the Hochheim-Sisson-Casco association, the Houghton-Adrian association, and the Casco-Fabius association, are also present in the City of Mequon.

### **Saturated Soils**

Soils that are saturated with water or that have a water table at or near the surface, also known as hydric soils, pose significant limitations for most types of development. High water tables often cause wet basements and poorly-functioning septic tank absorption fields. The excess wetness may also restrict the growth of landscaping plants and trees. Wet soils also restrict or prevent the use of land for crops, unless the land is artificially drained. Map III-2 depicts hydric soils in the City of Mequon planning area, as identified by the NRCS and the County Planning, Resources, and Land Management Department. Approximately 32.6 percent of the City of Mequon planning area is covered by hydric soils (about 10,306 acres), generally associated with stream beds and wetland

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<sup>2</sup> *The Ozaukee County Soil Survey does not include that portion of the planning area located in Washington County. A Washington County soil survey was issued by the NRCS in June 1971.*

areas. Although such areas are generally unsuitable for development, they may serve as important locations for restoration of wetlands, as wildlife habitat, and for stormwater detention. There are additional non-hydric soils in the Ozaukee County planning area, especially in the southern and eastern portions of the County planning area, with hydric inclusions (the NRCS allows for up to 25 percent hydric inclusions in non-hydric soils.)

## **AGRICULTURAL RESOURCES**

### **Soil Suitability for Agricultural Production**

The NRCS has classified the agricultural capability of soils based on their general suitability for most kinds of farming. These groupings are based on the limitations of the soils, the risk of damage when used, and the way in which the soils respond to treatment. Class I soils have few limitations, the widest range of use, and the least risk of damage when used. Class II soils have some limitations that reduce the choice of plants that can be grown, or require moderate conservation practices to reduce the risk of damage when used. The soils in the other classes have progressively greater natural limitations. Class VIII soils are so rough, shallow, or otherwise limited that they do not produce economically worthwhile yields of crops, forage, or wood products. Generally, lands with Class I and II soils are considered “National Prime Farmlands” and lands with Class III soils are considered “Farmlands of Statewide Significance.”

The location and amount of Class I, II, and III soils were critical in identifying farmland preservation areas in the existing County farmland preservation plan (adopted in 1983) and existing town land use and master plans. Areas recommended in those plans to be preserved for agricultural use were typically parcels of 35 acres or more covered by at least 50 percent Class I, II, and III soils and located in blocks of existing farmland at least 100 acres in size. The farmland capability soil classes in the City of Mequon planning area are shown on Map III-3.

Following preparation of the County farmland preservation plan, the NRCS developed an alternative method for identifying areas to be preserved as farmland. This method is known as the Land Evaluation and Site Assessment (LESA) system. LESA is a numeric system for rating potential farmland preservation areas by evaluating soil quality (LE or land evaluation) and geographic variables (SA or site assessment). The LESA system was used to identify the farmland preservation areas recommended by this plan.

The land evaluation component of the LESA rating system is based on the NRCS Soil Survey Geographic Database (SSURGO), which includes the County soil surveys and the attributes of each soil type. The NRCS rated each soil type in Ozaukee and Washington Counties and placed the soil ratings into groups ranging from the best to the worst suited for cropland. The best group is assigned a value of 100 and all other groups are assigned lower values. In addition to soil type, the land evaluation component considers slope, the agricultural capability class, and soil productivity. Map III-4 depicts the land evaluation ratings for agricultural soils in the City of Mequon, grouped by various ranges. Acres within each range are listed in Table III-1.

The site assessment component of the LESA rating system is based on geographic variables which have been determined specifically for the Ozaukee County planning area, the City of Mequon, and each town participating in the multi-jurisdictional planning process. The site assessment component of the LESA rating system is documented in Chapter VII of this report, which also presents recommended farmland preservation areas that should be taken into consideration as the City of Mequon expands in the future.

### **Soil Erosion Potential for Agricultural Lands**

The erosion potential from wind and water for agricultural soils in Ozaukee County is summarized on Map III-5. The categories of erosion potential shown on the map are based on the amount of topsoil that has been lost, based on NRCS estimates. Table III-2 lists the number of acres in each soil erosion category in each of the towns, the City of Mequon, and the County and planning area.

### **Existing Farmland**

Agricultural lands in 2000 were identified in the SEWRPC land use inventory and include all croplands, pasture lands, orchards, nurseries, and non-residential farm buildings. Farm residences, together with a 20,000 square foot dwelling site, are classified as single-family residential land uses in the 2000 land use inventory.<sup>3</sup> Table III-3 sets forth the number of acres occupied by farmland in the City of Mequon and each town in the Ozaukee County planning area in 2000. Farmlands occupied about 11,529 acres in the City of Mequon in 2000.

Map III-6 shows the area devoted to farmland use in 2000, categorized as follows:

- Cultivated Lands, which includes lands used for the cultivation of crops including row crops, grain crops, vegetable crops, and hay.
- Pasture Land and Unused Agricultural Lands, which includes lands used as pasture, or lands which were formerly cultivated or used for pasture which have not yet succeeded to a wetland or woodland plant community.
- Orchards and Nurseries. This category does not include greenhouses, which are shown as commercial on the land use map.
- Other Agricultural, which includes lands used for sod farms and specialized crops such as mint, ginseng, and berry fields.

There were 7,070 acres of cultivated lands, 3,796 acres of pasture land and unused agricultural land, 437 acres of orchards and nurseries, and 226 acres of farm buildings in the City of Mequon in 2000.

### **Farm Production and Revenue**

In addition to inventory data regarding the suitability of lands and soils in the planning area for agricultural uses, it is also important to collect farm production and revenue data. Farm production and revenue inventory data<sup>4</sup> are useful in determining the economic impact of agricultural operations on Ozaukee County and how much of the land suitable for agricultural uses should be preserved. An analysis of farm production and revenue inventory data are discussed in the Agricultural, Natural, and Cultural Resources Element and the Economic Development Element chapters of this report.

Ozaukee County farms produce a varied array of agricultural products including many varieties of crops and livestock. Among the most prominent of these agricultural products are corn, forage (hay, grass silage, and greenchop), soybeans, small grains, and dairy products. Table III-4 sets forth 2002 crop production and changes in production between 1999 and 2002 and between 1990 and 1999 in the County and the State.

In 2002, 19,900 acres were devoted to corn production in Ozaukee County. This represents an increase of 3,200 acres, or 19 percent, from 1999; however, from 1990 to 1999 the County lost 5,500 acres of corn production, which was a 25 percent loss. From 1990 to 1999 the State saw a 3 percent loss in land devoted to producing corn, but saw a 5 percent gain from 1999 to 2002. In addition, 15,200 acres were devoted to forage crops in the County in 2002. This represents a loss of 2,600 acres, or 15 percent, from 1999. The County lost 3,600 acres of forage between 1990 and 1999, which was a 17 percent loss. The State saw a loss of 11 percent of its forage land between 1990 and 1999 and a loss of 17 percent between 1999 and 2002.

Also in 2002, 9,100 acres were devoted to soybean production in the County. This represents a 4 percent loss from 1999, although acres devoted to soybeans grew from 3,000 acres to 9,500 acres between 1990 and 1999.

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<sup>3</sup> *The 2006 generalized land use update designates farmhouses on agricultural parcels of 20 acres or more as an agricultural use, rather than a residential use.*

<sup>4</sup> *Data included in this section are 2002 data for Ozaukee County from the USDA National Agricultural Statistics Services unless otherwise noted. Data is only available for the County as a whole.*

The State saw a 202 percent increase in acres devoted to soybean production between 1990 and 1999 and a 17 percent increase between 1999 and 2002. Acres devoted to small grains have decreased sharply in recent years as opposed to acres devoted to soybeans. In 2002, 6,400 acres were devoted to small grain production in the County, which is the same as the number of acres in 1999; however, it is a 47 percent decrease from the 1990 level of 12,100 acres. The State saw a 50 percent decrease between 1990 and 1999 and a 6 percent decrease between 1999 and 2002.

There is also significant livestock agricultural activity in Ozaukee County, in addition to crop agricultural activity. The most prevalent livestock activity in the County is dairy farming. In 2002 there were 9,000 dairy cows in the County. They produced 166,500,000 pounds of dairy products or 18,500 pounds per cow. There were 103 cows in the average herd. Total dairy production and average herd size increased by 13 percent in the County from 1999 to 2002. Total dairy production changed very little in the County from 1991 to 1999, however, the number of cows decreased by almost 19 percent while productivity per cow increased almost 23 percent. The State saw a decrease of about 5 percent in total dairy production between 1999 and 2002 and an increase in herd size of 6 percent between 1999 and 2002. The State experienced a 5 percent decrease in total dairy production between 1991 and 1999. The State had about 22 percent less cows in 1999 than in 1991, but also experienced about a 21 percent increase in productivity per cow.

Table III-5 sets forth the different agricultural products grown in Ozaukee County and the number of farms involved in producing each agricultural product. As the table suggests, individual farms in the County have diversified crops and livestock.

Ozaukee County farms combined to produce agricultural products with a market value of \$38,323,000 in 2002 consisting of \$14,471,000 in crops and \$23,852,000 in livestock, poultry, and associated products. The average farm in the County produced agricultural products with a market value of \$71,901. Farms across the State combined to produce agricultural products with a market value of \$5,623,275,000 in 2002. The average farm in the State produced agricultural products with a market value of \$72,906.

The average net income from farm operation in the County in 2002 was \$20,616, compared to an average of \$17,946 for the State. Farming was the principal occupation of the farm operator on 302 farms, or almost 57 percent, and was not the primary occupation of the farm operator on 231 farms, or about 43 percent. Statewide, farming was the principal occupation of the farm operator on about 59 percent of farms and was not the principal occupation of the farm operator on about 41 percent of farms.

Table III-6 sets forth sales of agricultural products for Ozaukee County farms in 2002. There were 113 farms, or about 21 percent of farms in the County, with sales of \$100,000 or more in 2002, while 226 farms, or about 42 percent, had sales less than \$2,500. About 18 percent of State farms had sales of \$100,000 or more and almost 40 percent had sales less than \$2,500 in 2002.

### **Number and Size of Farms**

There were 533 farms in Ozaukee County in 2002. Of the 533 farms located in the County, 81 were dairy farms. Table III-7 sets forth the number of farms by size category in Ozaukee County and the State of Wisconsin. The average farm size in the County was 142 acres in 2002, while the median farm size was 79 acres. This compares to 204 acres and 140 acres, respectively, for farms in the State. Table III-7 shows that 287 farms in Ozaukee County, or almost 54 percent, were between 50 acres and 499 acres in size. There were 223 farms, or about 42 percent, less than 50 acres, and 23 farms, or about 4 percent, were 500 acres or greater in size. In the State, about 64 percent of farms were between 50 and 499 acres. Almost 28 percent of farms were under 50 acres, and about 8 percent were 500 acres or greater in size. As indicated in Table III-8, the total number of farms in the County has steadily decreased over the past 30 years, while the numbers of dairy cows and cattle have remained almost the same. This trend indicates that number or size of buildings on farms has been increased to accommodate larger

herds. The loss of agricultural land to increasing development is also indicated by the significant increase in the average sale price per acre of agricultural land in the County over the past 30 years.

### **Farms Enrolled in State and Federal Preservation Programs**

There are a number of State and Federal conservation programs that have been created to help protect farmland and related rural land. These programs include the Conservation Reserve Program (CRP), Conservation Reserve Enhancement Program (CREP), and Wetland Reserve Program (WRP), and Wisconsin Farmland Preservation Program (FPP).

#### ***USDA Programs***

The U.S. Department of Agriculture (USDA) administers a variety of incentive programs to provide water quality protection, erosion control, and wildlife habitat in agricultural areas. Under the Conservation Reserve Program (CRP) and the Conservation Reserve Enhancement Program (CREP), the landowner enters into an agreement to restore or protect lands for a 10-year or longer period in return for cash payments or assistance in making conservation improvements. In 2005, there were 559 CRP contracts and 29 CREP contracts in Ozaukee County. CRP lands encompassed about 5,892 acres and CREP lands encompassed about 120 acres. The Farm Service Agency has refused to release CRP and CREP contract and acreages data for the Washington County portion of the planning area. In the City of Mequon in 2005, there were 7 parcels covering a total of 338 acres with CRP contracts. There were no parcels with CREP contracts in the City in 2005.

Another conservation program administered by the USDA is the Wetland Reserve Program (WRP). The WRP is a program aimed at protecting and restoring wetlands on private property. This is typically done by providing a financial incentive to landowners to restore wetlands that have been drained for agricultural use. Landowners who choose to participate in the program may sell a conservation easement to the USDA or enter into a cost-share restoration agreement with the USDA to restore wetlands. The landowner retains private ownership of the wetland area but limits future uses. In 2005, there were four WRP agreements encompassing about 40 acres of land in Ozaukee County. The Farm Service Agency has refused to release WRP contract and acreages data for the Washington County portion of the planning area. There were no WRP contracts in the City of Mequon in 2005.

#### ***Wisconsin Farmland Preservation Program***

The Wisconsin Farmland Preservation Program allows farmers who agree to maintain farmland in agricultural use to receive annual State income tax credits. The farm must be a minimum of 35 acres, and must produce a minimum of \$6,000 in gross farm receipts in the previous year or \$18,000 in the previous three years. Contracts are for a 10-year period. The farm must be zoned for exclusive agricultural use and the town zoning ordinance must be certified by the Department of Agriculture, Trade, and Consumer Protection (DATCP) in order for a farm to be enrolled in the program. The zoning ordinances for all six towns in Ozaukee County and the Town of Trenton in the Washington County portion of the County planning area have been certified. In 2000, there were three Wisconsin Farmland Preservation Program contracts in the City of Mequon encompassing a total of 244 acres. Lands in the City of Mequon planning area enrolled in the Wisconsin Farmland Preservation Program are shown on Map III-7.

#### ***Working Lands Initiative***

In 2005, the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) launched the Working Lands Initiative and established a steering committee to develop a consensus vision on managing Wisconsin's farm and forest lands. The Working Lands Initiative Steering Committee issued a report in 2006 with a set of recommendations intended to update and expand policies and programs affecting Wisconsin farmlands and forests. The report recommends an update to the Wisconsin Farmland Preservation Program, which would include setting a flat per-acre tax credit for landowners instead of basing the credit on household income; requiring all land in the program to be zoned for exclusive agricultural use; and streamlining the process of applying for the program and claiming the tax credits. Proposed changes to the Farmland Preservation

Program were included in DATCP's 2007-09 budget request. The Committee's report also recommends establishing a number of programs, including a Working Lands Enterprise Areas program, a purchase of development rights program, and a beginning farmer/logger program. Additional information is available on the DATCP website ([www.datcp.state.wi.us/workinglands/index.jsp](http://www.datcp.state.wi.us/workinglands/index.jsp)).

## **NATURAL RESOURCES**

### **Topography and Geology**

The landforms and physical features of the City of Mequon and the Ozaukee County planning area, such as the topography and geology, are important determinants of regional growth and development. The physical geography of an area must be considered in land use, transportation, and utility and community facility planning and development, and for its contribution to the natural beauty and overall quality of life in an area. The City is located in the Ozaukee County planning area, which lies on the western shore of Lake Michigan and directly east of a major subcontinental divide between the Mississippi River and the Great Lakes – St. Lawrence River drainage basins.

### ***Topographic Features***

Glaciation has largely determined the topography and soils of the Ozaukee County planning area. Generalized areas of physiographic features and generalized topographic characteristics in 100 foot interval contours are shown on Map III-8. Surface elevations in the County planning area range from a low of 580 feet above sea level in the Town of Belgium along Lake Michigan to a high of 988 feet above sea level in the southwestern portion of the Town of Cedarburg. In general, the topography of the Ozaukee County planning area is relatively level to gently rolling in some areas, with low lying areas associated with streams and wetlands. The nature of the Lake Michigan shoreline in the County is generally characterized by areas of steep slopes, including bluffs and several ravines.

There is evidence of four major stages of glaciation in the Ozaukee County planning area. The last and most influential in terms of present topography was the Wisconsin stage, which ended in the State about 11,000 years ago. Except for a few isolated spots where dolomite bedrock is exposed at the surface, the entire planning area is covered with glacial deposits ranging from large boulders to fine grain clays such as silty clay loam till, loam to clay loam, and organic mucky peat. Glacial deposits may be economically significant because some are prime sources of limestone, which has historically been quarried in the Ozaukee County planning area.

### ***Geology***

Knowledge of bedrock and the surface deposits overlaying the bedrock is important to land use, transportation, and other utility and community facility planning. Bedrock conditions and the overlaying surface deposits directly affect the construction costs of urban development such as streets, highways, and utilities, particularly those that involve extensive trenching or tunneling, and also affect the location of onsite waste treatment systems. The bedrock formations underlying the planning area consist of the Milwaukee Formation and Niagara Dolomite. The Milwaukee Formation includes shale and shale limestone and dolomite in the bottom third. It is approximately 130 feet thick and is found in a 23,276 acre area, or about 36 square miles, in the eastern portion of the Ozaukee County planning area along Lake Michigan. The Niagara Dolomite is approximately 100 feet thick and is found in a 135,520 acre area, or almost 212 square miles in the central and western portions of the Ozaukee County planning area. Map III-9 depicts the depth to bedrock found in the Ozaukee County planning area.

A total of 16 sites of geological importance, including one glacial feature and 15 bedrock geology sites, were identified in the County in 1994 as part of the regional natural areas study. The geological sites included in the inventory were selected on the basis of scientific importance, significance in industrial history, natural aesthetics, ecological qualities, educational value, and public access potential. The 16 sites selected in Ozaukee County include five sites of statewide significance (GA-1), six sites of countywide or regional significance (GA-2), and five sites of local significance (GA-3). Together, these sites encompass about 274 acres in Ozaukee County.

There are no sites located in the Washington County portion of the planning area. Map III-10 shows the locations of the sites of geological importance in the City of Mequon planning area. Table III-9 sets forth a description of each site in the Ozaukee County planning area. There are 4 sites of geological importance located in the City of Mequon planning area encompassing a total of 52 acres. The Thiensville Roadcut and Quarry, which encompasses 9 acres, and the Ozaukee Buried Forest, which encompasses 32 acres, are both classified as GA-1 sites. The Virmond Park Clay Banks, which encompass 10 acres, and the Little Menomonee River Reef District, which encompasses one acre, are both classified as GA-2 sites.

### ***Lake Michigan Bluff and Ravine Areas***

Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of lands located along Lake Michigan. These conditions can change over time because they are related to changes in climate, water level, the geometry of the near shore areas, the extent and condition of shore protection measures, the type and extent of vegetation, and the type of land uses in shoreland areas. In 1995 SEWRPC completed a study of shoreline erosion and bluff stability conditions along Lake Michigan for its entire length in the Southeastern Wisconsin Region. The findings for the City of Mequon planning area are depicted on Map III-11. The findings shown in Table III-10 are from multiple research points along several shoreline “reaches” which begin in the City of Mequon and progress northward along the shoreline to the Town of Belgium. The linear expanse of each reach was determined by the presence of similar shoreline characteristics.

Information summarized in Table III-10 includes bluff height, bluff stability, shoreline recession data, and beach width. The same information is documented in greater detail in the 1995 SEWRPC Lake Michigan shoreline recession and bluff stability report. Bluff stability field research was conducted at 192 sites, including 62 sites in Ozaukee County. A safety factor score was calculated for potential failure surfaces within the bluffs using shear strengths and stresses. The score is defined as the ratio of the forces resisting shear, such as soil cohesion and friction, to the forces promoting shear, such as soil mass, along a failure surface. A score of less than 1.0 is considered unstable, a score of 1.0 to 1.1 is considered marginally stable, and a score of greater than 1.1 is considered stable.

There are approximately 6.4 linear miles of Lake Michigan shoreline in the City of Mequon planning area. The shoreline contains areas of substantial bluffs with heights of up to 140 feet, ravines, areas of gently rolling beaches with widths of up to 150 feet, and areas of low sand dune ridges and swales. Bluff stability safety factors ranged greatly in the planning area from 0.59 to 1.88. Shoreline recession rates also ranged greatly from an average of 0 feet per year between 1963 and 1995 to an average of 4.1 feet per year between 1963 and 1995. Estimated beach width ranged between 0 feet and 150 feet at selected sites along the shoreline.

### **Nonmetallic Mineral Resources**

Nonmetallic minerals include, but are not limited to, sand, gravel, crushed stone, building or dimension stone, peat, and clay. Nonmetallic mines (quarries and pits) in Southeastern Wisconsin provide sand, gravel, and crushed limestone or dolomite for structural concrete and road building; peat for gardening and horticulture; and dimension stone for use in buildings, landscaping, and monuments. Nonmetallic mineral resources are important economic resources that should be taken into careful consideration whenever land is being considered for development. Mineral resources, like other natural resources, occur where nature put them, which is not always convenient or desirable. Wise management of nonmetallic mineral resources is important to ensure an adequate supply of aggregate at a reasonable cost for new construction and for maintenance of existing infrastructure in the future.

According to the U.S. Geological Survey, each person in the United States uses an average of 9.5 tons of construction aggregate per year (construction aggregate includes sand, gravel, crushed stone, and recycled crushed concrete). Construction of one lane-mile of Interstate Highway uses 20,000 tons of aggregate. Aggregate is heavy and bulky, and is therefore expensive to transport. Having sources of aggregate relatively close (within 25

miles) of a construction project lessens the overall cost of construction. The cost of a ton of aggregate can more than double when it has to be hauled 25 miles or more.

***Potential Sources of Sand, Gravel, Clay, and Peat***

Map III-12 shows the location of areas that have the potential for commercially workable sources of sand, gravel, clay, and peat in the Ozaukee County planning area. The information was developed by the Wisconsin Geological and Natural History Survey (WGNHS) in 2006 using a variety of sources, including geologic studies,<sup>5</sup> data from Road Material Survey records collected by WGNHS for the Wisconsin Department of Transportation, information on existing quarries, and information on closed quarries that were recently active. The sand and gravel potential is shown as high, medium, or low based on the glacial geology (Mickelson and Syverson, 1997). Map III-12 shows the areas identified as having the highest potential for significant deposits of gravel and coarse to moderate sand (“outwash deposits” on Map III-12), and those areas with medium to low potential for sand and gravel (“glacial till” on Map III-12). In the City of Mequon planning area, 8,052 acres, or 25.5 percent of the planning area, have been identified as areas with high potential for significant deposits of sand and gravel. About 7,821 acres within the City of Mequon municipal boundary, or 26.0 percent of the City, have been identified as areas with high potential for significant deposits of sand and gravel.

***Potential Sources of Crushed and Building Stone***

Map III-13 shows the location of potential commercially workable sources of stone suitable for crushed or building stone in the Ozaukee County planning area. The information was developed by the WGNHS based on areas underlain by Silurian dolomite within 50 feet of the land surface. Areas in Ozaukee County with bedrock near enough to the surface to economically quarry stone are limited to only about 17,863 acres, or about 11 percent of the County. Areas with bedrock near the surface are a northeasterly extension of the ridge of shallow bedrock that is an important stone-producing area around Sussex and Lannon in Waukesha County.

***Existing Nonmetallic Mining Sites and Registered Sites***

There are 21 nonmetallic mining operations encompassing about 479 acres in the Ozaukee County planning area, which are listed on Table III-11 and shown on Map III-14. Each mining operation may include a combination of active mining sites, future mining sites, proposed mining sites, reclaimed mining sites, and unreclaimed mining sites. Active mining sites encompass about 216 acres. Future mining sites that are not currently in operation and have not yet completed the approval process encompass 17 acres. Proposed mining sites that are not currently in operation and have completed the approval process encompass 39 acres. Reclaimed mining sites that are out of operation and have an approved reclamation plan encompass about 94 acres. Unreclaimed mining sites that are out of operation and do not have an approved reclamation plan encompass about 113 acres. Section 295.16 (4) of the *Wisconsin Statutes* establishes which activities are exempt from nonmetallic mining reclamation requirements. As of 2005, there were no active nonmetallic mining operations located in the City of Mequon planning area.

NR 135 subchapter VI defines a marketable mineral deposit as one which can be or is reasonably anticipated to be commercially feasible to mine and which has significant economic or strategic value. Only the owner of the land (as opposed to the owner of the mineral rights or other partial rights) can register a marketable nonmetallic mineral deposit. The registration must include a legal description of the land and certification and delineation by a registered professional geologist or a registered professional engineer. In making this certification, the geologist or engineer must describe the type and quality of the nonmetallic mineral deposit, the areal extent and depth of the deposit, how the deposit’s quality, extent, location, and accessibility contribute to its marketability, and the quality of the deposit in relation to current and anticipated standards and specifications for the type of material concerned. There were no registered mining sites in Ozaukee County in 2006.

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<sup>5</sup> *Bedrock geology from Preliminary Bedrock Maps of Ozaukee County (WOFR 2004-16) by T. Evans, K. Massie-Ferch, and R. Peters, WGNHS.*

A person wishing to register land pursuant to NR 135 subchapter VI must provide evidence that nonmetallic mining is a permitted or conditional use of the land under zoning in effect on the day notice is provided by the owner to government authorities. A copy of the proposed registration and supporting information must be provided to each applicable zoning authority (city, village, or town), the County, and the Department of Natural Resources (DNR) at least 120 days prior to filing the registration. The registration must include a certification by the landowner, which is binding on the landowner and his or her successors in interest, that the landowner will not undertake any action that would permanently interfere with present or future extraction of nonmetallic materials for the duration of the registration. Registration of nonmetallic resources by a landowner is optional and is relatively expensive due to the information that must be submitted. The expense may be one reason this option has not been widely used.

Section 66.1001(4) of the *Wisconsin Statutes* requires any unit of government that prepares and adopts a comprehensive plan to prepare and adopt written procedures to foster public participation. These written procedures must describe the methods the local government will use to distribute proposed elements of a comprehensive plan to owners, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is proposed to be changed by the comprehensive plan. All registered owners and leaseholders in the Ozaukee County planning area were provided with copies of the proposed Agricultural, Natural, and Cultural Resources and Land Use elements of the County comprehensive plan and offered an opportunity to submit comments.

### **Water Resources**

Water resources such as lakes, streams and their associated floodplains, and groundwater form an important element of the natural resource base of the Ozaukee County planning area. The contribution of these resources is immeasurable to economic development, recreational activity, and aesthetic quality of the planning area.

#### ***Major Watershed, Subwatersheds, and Subbasins***

Map III-15 identifies major watersheds within the Ozaukee County planning area, which include five major watersheds and an area that drains directly into Lake Michigan. All of the major watersheds are part of the Great Lakes-St. Lawrence River drainage system. The major watersheds include the Milwaukee River watershed, Sauk Creek watershed, Menominee River watershed, Sheboygan River watershed, and Sucker Creek watershed. The majority of Ozaukee County is located in the Milwaukee River watershed which covers 164 square miles, or 66 percent of the planning area. For stormwater management planning purposes, all of the watersheds are further subdivided into subwatersheds and subbasins. Subwatersheds and subbasins are also shown on Map III-15. The City of Mequon planning area lies primarily within the Milwaukee River watershed, but the western part of the planning area lies within the Menomonee River watershed.

A subcontinental divide that separates the Mississippi River and the Great Lakes – St. Lawrence River drainage basins crosses Washington County to the west of the Ozaukee County planning area, as shown on Map III-16. The Ozaukee County planning area is located entirely east of the subcontinental divide. The local governments within the County planning area, including the City of Mequon, are therefore not subject to limitations on the use of Lake Michigan water that affect areas west of the divide.

Map III-16 also shows the location of precipitation stations and surface water monitoring points in the Southeastern Wisconsin Region, which monitor the atmospheric and surface phases of the hydrologic cycle. Through these stations the amount of precipitation is monitored and stream discharges, lake levels, and water quality of streams and lakes are monitored. In addition, Map III-16 also shows active and discontinued observation wells in the Southeastern Wisconsin Region. There are no active observation wells in the County planning area; however, there are a number of surface water monitoring points in the County.

#### ***Surface Water Resources***

Surface water resources consist of streams, rivers, lakes, and associated floodplains and shorelands. Lakes, rivers, and streams constitute a focal point for water-related recreational activities and greatly enhance the aesthetic quality of the environment. However, lakes, rivers, and streams are readily susceptible to degradation through improper land development and management throughout their drainage areas. Water quality can be degraded by excessive pollutant loads, including nutrient loads, from manufacturing and improperly located onsite waste treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of surface waters may also be adversely affected by the excessive development of riparian areas and inappropriate filling of peripheral wetlands. This adds new sources of undesirable nutrients and sediment, while removing needed areas for trapping nutrients and sediments. Surface waters, shown on Map III-17, cover an area of 821 acres, or about 2.6 percent, of the City of Mequon planning area.

#### *Dams*

There are approximately 3,800 dams in the State of Wisconsin. Since the late 1800's, more than 700 dams have been washed out or removed. Since 1967 about 100 dams have been removed. About 60 percent of dams in the State are privately owned, 17 are owned by a municipality or county, 9 percent are owned by the State, and 17 percent are under other types of ownership. In the Ozaukee County planning area, 11 dams, or about 61 percent, are privately owned, 5 dams, or about 28 percent, are owned by a municipality, one dam is owned by the County, and one dam is owned by the State.

Dams with a structural height of six feet or greater and impounding 50 acre-feet or more, and dams within a height of 25 feet or more and impounding 15 acre-feet or more, are classified as large dams. Eight dams, or 44 percent of dams in the planning area, are classified as large dams. The Federal government regulates over 200 large dams that produce hydroelectricity, which represents about 5 percent of the dams in the State. The DNR regulates the rest of the dams. All dams located in the planning area are regulated by the DNR. The location of dams and abandoned dams in the Ozaukee County planning area is shown on Map III-18. The ownership and size characteristics of these dams are set forth in Table III-12. There are two dams located within the City of Mequon planning area. These dams are the John Albright Drainage Swale Dam, an active, small, privately-owned dam, and the Fish Creek Dam, an abandoned, privately-owned dam.

#### *Lakes*

Lakes have been classified by the Regional Planning Commission as being either major or minor. Major lakes have 50 acres or more of surface water area, and minor lakes have less than 50 acres of surface water area. There are three major inland lakes located entirely or partially within the Ozaukee County planning area. One of these, Lac du Cours, is located in the City of Mequon. Lac du Cours encompasses 57 acres and is located entirely in the Milwaukee River Watershed. In addition to major lakes there are 546 minor lakes located within the Ozaukee County planning area. Fromm Pit, which encompasses 3.6 acres, and Pit Lake, which encompasses 35.4 acres, are the most notable minor bodies of water located in the City of Mequon. The total surface area of major and minor lakes in the Ozaukee County planning area is 986 acres. The total surface area of lakes and ponds in the City of Mequon planning area is about 392 acres. The entire eastern side of the Ozaukee County planning area, including the eastern side of the City of Mequon, is bounded by Lake Michigan with approximately 25 miles of shoreline.

#### *Streams*

Rivers and streams are classified as either perennial or intermittent. Perennial streams are defined as watercourses that maintain a continuous flow throughout the year. Intermittent streams are defined as watercourses that do not maintain a continuous flow throughout the year. There are approximately 100 miles of perennial streams in the planning area, including approximately 94 miles in Ozaukee County and 6 miles in Washington County. Major streams in the Menomonee River watershed, which generally includes the area in the southwestern corner of the County planning area, include the Little Menomonee Creek and Little Menomonee River. Major streams in the Milwaukee River watershed, which generally includes the area in the western half of the planning area, include

the Milwaukee River and Cedar Creek. The Milwaukee River and the Little Menomonee River are the two major streams located within the City of Mequon planning area.

#### *Public Access to Rivers, Lakes, and Streams*

Lakes, rivers, and streams provide important recreational opportunities to Ozaukee County residents and tourists who visit the County to take advantage of its surface water resources, particularly Lake Michigan. For these reasons it is important to locate public access points to lakes, rivers, and streams. Access points can be found in County and municipal parks adjacent to lakes, rivers, and streams, which often offer improvements such as fishing piers or platforms and canoe launches. Public access is also provided by public streets where they cross rivers and streams, and at the end of the platted but undeveloped street rights-of-way that end at a river, stream, or lake. Section 236.16(3) of the *Wisconsin Statutes* requires that public access ways at least 60 feet wide be provided at no more than half mile intervals in new subdivisions abutting navigable streams, rivers, and lakes. This requirement is often fulfilled by platting streets to the water line. Public access points to lakes, rivers, and streams in the County are shown on Map III-19 and listed on Table III-13. There are 27 public access points in the City of Mequon planning area.

#### *Floodplains and Shorelands*

The floodplains of a river are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood control works, can be expected to occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year recurrence interval flood event. This event has a 1 percent chance of being equaled or exceeded in any given year. Floodplains are generally not well suited for urban development because of the flood hazard, the presence of high water tables, and soils poorly suited to urban uses.

Floodplains in Ozaukee County and the City of Mequon planning area were identified as part of the Ozaukee County Flood Insurance Study (FIS)<sup>6</sup> and the accompanying Flood Insurance Rate Map. Flood elevations and floodplain limits were identified through detailed studies along the Milwaukee River as part of the FIS. The FIS depicts “approximate” floodplains along streams and lakes where no detailed engineering studies were conducted. Subsequent to adoption of the FIS, detailed floodplain studies were conducted for Cedar Creek and a portion of Ulao Creek.

The DNR initiated a “Map Modernization Program” in Ozaukee County in 2004 to update floodplain mapping throughout the County. As part of the program, additional detailed and “limited detailed” floodplain studies were conducted along priority streams and stream reaches. The DNR also adjusted approximate floodplain delineations countywide where no detailed studies have been conducted to better reflect existing stream locations and topographic mapping. The new floodplain delineations were approved by the DNR and FEMA on June 4, 2007. Ozaukee County and each city and village in the County, including the City of Mequon, must update their zoning maps to reflect the new floodplain delineations by December 4, 2007. The new floodplain delineations developed by the DNR are shown on Map III-17,<sup>7</sup> and encompass 19,399 acres, or about 13 percent of the County and 12 percent of the County planning area. In 2007, floodplains encompassed about 3,849 acres, or 9.8 percent of the City of Mequon planning area.

Shorelands are defined by the *Wisconsin Statutes* as lands within the following distances from the ordinary high water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater. In accordance with the requirements set forth in Chapters NR 115 (shoreland regulations) and NR 116 (floodplain regulations) of the

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<sup>6</sup> Documented in the Flood Insurance Study for Ozaukee County, Wisconsin, March 18, 1991, prepared by the Federal Emergency Management Agency.

<sup>7</sup> The Washington County portion of the Ozaukee County planning area was not included in the Ozaukee County Map Modernization Program.

*Wisconsin Administrative Code*, both the Ozaukee and Washington County shoreland and floodplain zoning ordinances restrict uses in wetlands located in the shorelands, and limit the uses allowed in the 100-year floodplain to prevent damage to structures and property and to protect floodwater conveyance and storage capacity of floodplains. The ordinances also restrict removal of vegetation and other activities in shoreland areas and require most structures to be set back a minimum of 75 feet from navigable waters. State law requires that counties administer shoreland and floodplain regulations in unincorporated areas. Shorelands in unincorporated portions of the Ozaukee County planning area are shown on Map V-7 in Chapter V of the Ozaukee County Comprehensive Plan.

Under Chapter NR 117 of the *Administrative Code*, cities and villages are required to restrict uses in wetlands five acres or larger located in the shoreland area. The provisions of NR 115, which regulate uses in unincorporated portions of the shoreland, apply in cities and villages only in shoreland areas annexed to a city or village after May 7, 1982. The same floodplain regulations set forth in NR 116 for unincorporated areas also apply to cities and villages. Each city and village, including the City of Mequon, administers the floodplain regulations within its corporate limits.

#### *Designated Waters*

A Designated Water is a waterbody (river, stream, or lake) that has special designations that affect permit requirements for activities affecting the water body. The DNR developed the designated water classification system, which related directly to the Statutory or regulatory sections that govern activities that may be permitted in or adjacent to a waterbody or specific stream reaches. The designations may also be used to help determine the quality or significance of a waterbody. The classifications of specific waterbodies can be found on the DNR website at [www.dnrmaps.wisconsin.gov/imf/imf.jsp?site=surfacewaterviewer.deswaters](http://www.dnrmaps.wisconsin.gov/imf/imf.jsp?site=surfacewaterviewer.deswaters).

Designated waters are grouped into the following categories and subcategories:

- Areas of Special Natural Resource Interest. This category includes:
  - State Natural Areas
  - Trout Streams
  - Outstanding or exceptional resource waters
  - Waters inhabited by any endangered, threatened, or special concern species or unique ecological communities identified in the Natural Heritage Inventory
  - Waters in ecologically significant coastal wetlands along Lakes Michigan and Superior identified by the Coastal Wetlands of Wisconsin coastal management project
  - Federal and State waters designated as wild or scenic rivers
  - Wild rice lakes identified by the DNR and the Great Lakes Indian Fish and Wildlife Commission
- Public Rights Features. This category includes waterbodies identified by the DNR as critical sites for habitat navigation or scenic beauty.
- Priority Navigable Waters. This category includes:
  - Navigable waters, or portions thereof, identified by the DNR as outstanding or exceptional resource waters due to sensitive fish and aquatic habitat
  - Navigable waters, or portions thereof, identified as trout stream
  - Lakes less than 50 acres in size

#### *Wetlands*

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and duration that is sufficient to support a prevalence of vegetation typically adopted for life in saturated soil

conditions. As shown on Map III-17, wetlands occur in depressions, near the bottom of slopes, along lakeshores and stream banks, and on land areas that are poorly drained.

Wetlands are generally unsuited or poorly suited for most agricultural or urban development purposes. Wetlands do have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, undesirable nutrients, and other water pollutants. Wetlands may also serve as groundwater recharge and discharge areas. Wetlands also provide breeding, nesting, resting, and feeding grounds for many forms of wildlife. Wetlands encompass approximately 29 square miles, or about 11 percent of the Ozaukee County planning area. The wetlands shown on Map III-17 are those identified by SEWRPC as part of the inventory of land uses in the County in 2000. The SEWRPC land use inventories from 1963 through 2000 include wetlands of one acre or larger.

Table III-14 sets forth selected natural resource land coverage areas, including wetlands, in the County in 1970, 1980, 1990, and 2000. The area within wetlands and woodlands has increased slightly between 1970 and 2000, leading to a corresponding increase in the number of acres within primary environmental corridors, secondary environmental corridors, and isolated natural resource areas.<sup>8</sup> Wetlands encompassed about 2,156 acres, or 6.8 percent, of the City of Mequon planning area in 2000.

[Note: An updated wetland inventory map for Ozaukee County, conducted by SEWRPC under contract with the DNR, was completed in 2007. The new inventory includes wetlands of ¼ acre or larger. This inventory is reflected on the 2035 planned land use map (Map VIII-8 in Chapter VIII of the Ozaukee County Comprehensive Plan) under the Wisconsin Wetland Inventory 2007 overlay. Wetlands encompassed 3,496 acres, or 11.1 percent of the City of Mequon planning area, according to the 2007 updated wetland inventory.]

#### *Restored Wetlands*

Over the past 20 years, Federal, State, and local government agencies have constructed 326 wetland restorations encompassing about 365 acres on private land in Ozaukee County.<sup>9</sup> Their efforts are continuing with several additional wetlands appearing on the map each year through incentives such as those provided by the NRCS, United States Fish and Wildlife Service (USFWS), DNR, and County Priority Watershed and Soil and Water Resource Management Programs. These programs encourage landowners to remove highly erodible land from agricultural use and restore natural plant communities. The restoration program goal is to increase wildlife habitat and plant diversity, reduce soil erosion, improve water quality by filtering pollutants and sediment, and provide stormwater storage to reduce flooding. Wetland restorations completed through 2002 are shown on Map III-20. As of 2005, 22 wetland restorations encompassing a total of 11.7 acres had been completed in the City of Mequon planning area.

#### **Groundwater Resources**

An adequate supply of high quality groundwater is essential if used for domestic consumption. Like surface water, groundwater is susceptible to depletion and deterioration. The quality of groundwater can be reduced by the loss of recharge areas, excessive or overly concentrated pumping, and changes in ground cover. In addition, groundwater quality is subject to degradation from onsite waste treatment systems, surface water pollution, improper agricultural practices, and other soil and water pollutants. Identifying sources of groundwater and areas susceptible to groundwater contamination is important in proper land use planning to prevent adversely affecting the availability and quality of groundwater.

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<sup>8</sup> A detailed description of the process for delineating environmental corridors is presented in SEWRPC Technical Record Vol. 4, No. 2, Refining the Delineation of Environmental Corridors in Southeastern Wisconsin, March 1981.

<sup>9</sup> There are no wetland mitigation sites located in the Ozaukee County planning area.

Ozaukee County has seen an increase in overall water consumption and groundwater consumption in recent decades. Total water consumption (surface water and groundwater) increased from 7,850,000 gallons per day to 9,320,000 gallons per day, a 19 percent increase, between 1979 and 2000. Groundwater consumption in the County has increased from 6,660,000 gallons per day to 7,800,000 gallons per day, a 17 percent increase, between 1979 and 2000. About 84 percent of the total water used per day in Ozaukee County was groundwater in 2000.<sup>10</sup>

The regional groundwater resources report prepared by SEWRPC<sup>11</sup> indicates that there is an adequate supply of ground water in the shallow aquifer for Ozaukee County and the Region as a whole. The shallow aquifer is the source of water for most wells in the County. Map III-21 shows the depth to the water table, which is the upper free surface of the shallow aquifer, for Ozaukee County. The water table generally replicates the land surface and is higher under topographic highs and lower, but nearer land surface, under topographic lows.

The regional groundwater resources report also suggests that there is an imbalance in supply and demand in some parts of the Region in the deep aquifer, which is an additional source of water for municipal wells in the Region. This imbalance occurs in Waukesha County. This imbalance demonstrates the importance of both the future shallow aquifer water supply and deep aquifer water supply in Ozaukee County, as groundwater is currently the main source of water for daily use in Ozaukee County.

Groundwater levels are replenished through water infiltration in surface areas called groundwater recharge areas. Groundwater recharge areas are those areas where the groundwater flow is downward. On a regional level, groundwater recharge areas tend to be in upland areas or areas of topographic highpoints from which flow paths originate and diverge. These locations are groundwater divides, across which there is no horizontal flow of groundwater. The major groundwater divide in the Region affecting Ozaukee County runs through western and central Washington County, approximately along the surface water sub-continental divide. In Ozaukee County groundwater generally flows to the east and southeast towards the Milwaukee River and Lake Michigan. Locally, the recharge potential of an area is dependent on a number of factors, including soil permeability and percolation rates, slope, the direction of groundwater flow, land use, and, the permeability of the subsurface materials above the water table. Groundwater recharge areas are identified in the regional water supply study. Groundwater recharge areas in the Ozaukee County planning area are shown on Map VII-5 in Chapter VII of the Ozaukee County Comprehensive Plan.

The deeper sandstone aquifer, previously referred to as the deep aquifer, is separated from the shallow aquifer by a relatively impervious barrier, the Maquoketa shale formation. The primary recharge area for the deep aquifer is located in western Waukesha, Walworth, and Washington Counties. While the primary recharge area lies in the southwestern portion of the Southeastern Wisconsin Region, it does appear that the shallow aquifer and deep aquifer are hydraulically connected, highlighting the importance of regional groundwater flow.

Another factor that is critical to maintaining a high quality groundwater supply is determining which areas of the County are most vulnerable to groundwater contamination. Land use planning can be used to steer incompatible uses away from these areas once they have been identified.

The most commonly used methods used to evaluate groundwater contamination potential are overlay methods combining several major physical factors. The system for evaluation of contamination potential used by SEWRPC in its study of groundwater resources in Southeastern Wisconsin was based on five parameters: soil characteristics, unsaturated zone thickness, permeability of vertical sequences in the unsaturated zone, recharge to

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<sup>10</sup> *Water consumption data will be updated to 2005 upon completion of the regional water supply study in late 2007.*

<sup>11</sup> *Documented in SEWRPC Technical Report No. 37, Groundwater Resources of Southeastern Wisconsin, June 2002.*

groundwater, represented by soil percolation, and aquifer characteristics. SEWRPC has evaluated the contamination potential of shallow groundwater in Ozaukee County, which is shown on Map III-22. An evaluation of the contamination potential of deep aquifers is not yet available due to data limitations. Table III-15 sets forth the combination of parameters for contamination potential and the number of acres encompassed by each final contamination potential ranking in the Ozaukee County planning area. The information shown on the map and table applies where contaminants are placed on the ground surface, but not where contaminants are introduced directly into an aquifer through discharge to surface waters or directly into the groundwater.

## **Forest Resources**

### ***Woodlands***

With sound management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat. For the purposes of this report, woodlands are defined as upland<sup>12</sup> areas of one acre or more in area, having 17 or more trees per acre, each deciduous tree measuring at least four inches in diameter 4.5 feet above the ground, and having canopy coverage of 50 percent or greater. Coniferous tree plantations and reforestation projects are also classified as woodlands. As shown on Map III-23, woodlands encompassed 12 square miles, or about 5 percent of the Ozaukee County planning area, in 2000. Table III-14 sets forth selected natural resource land coverage areas, including woodlands, in the County in 1970, 1980, 1990, and 2000. Woodlands encompassed 1,671 acres, or about 5.3 percent of the City of Mequon planning area, in 2000.

### ***Managed Forest Lands***

The Managed Forest Law (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin with a primary focus on timber production. The MFL offers private owners of woodlands a reduced property tax rate as an incentive to participate. All Wisconsin private woodland owners with at least 10 acres of contiguous forestland in the same city, village, or civil town are eligible to apply provided the lands meet the other criteria: 1) have a minimum of 80 percent of the land in forest, 2) the land is primarily used for growing forest products (croplands, pastures, orchards, etc. are not eligible), and 3) there are no recreational uses that interfere with forest management.

Participants enter into a 25 or 50 year contract. If an agreement is terminated before its end, a withdraw penalty is assessed. Starting with 2008 entries, applications include an approvable management plan, written by a Certified Plan Writer. The application fee will be \$20.00. If the enrolled property is sold before the agreement period has expired, the new owner can choose one of three options: 1) complete the agreement period with the current plan, 2) adjust the plan to meet their goals and objectives, 3) withdraw the land and pay the penalty. Currently, a landowner can close 160 acres per municipality to the public. Any land enrolled over that 160 acres will be open to the public. The tax benefit is substantially greater for enrolled acreage that is open to the public. In 2005, there were 67 participants enrolled in the MFL program in Ozaukee County, encompassing about 1,677 acres. About 1,305 acres were closed to the public and 372 acres were open to the public, as shown on Map III-23.

## **Natural Areas and Critical Species Habitat Sites**

A comprehensive inventory of natural resources and important plant and animal habitats was conducted by SEWRPC in 1994 as part of the regional natural areas and critical species habitat protection and management study. The inventory systematically identified all remaining high-quality natural areas, critical species habitat,

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<sup>12</sup> Lowland woods, such as tamarack swamps, are classified as wetlands.

and sites having geological significance within the Region. Ownership of identified natural areas and critical species habitat sites in Ozaukee County and the City of Mequon planning area were reviewed and updated in 2005.

### ***Natural Areas***

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based on consideration of the diversity of plant and animal species and community type present, the structure and integrity of the native plant or animal community, the uniqueness of the natural features, the size of the site, and the educational value.

Fifty natural areas lying wholly or partially in the Ozaukee County planning area have been identified. These sites, which together encompass 7,446 acres, or about 5 percent of the County planning area, are described in Table III-16.

A total of nine natural areas, encompassing about 677 acres, have been identified in the City of Mequon planning area and are shown on Map III-24. One of the nine sites, the Fairy Chasm State Natural Area, is classified as an NA-1 site, and encompasses about 47 acres. The Cedarburg Beech Woods, encompassing about 130 acres, and the Pigeon Creek Low and Mesic Woods, encompassing about 81 acres, are the two areas classified as NA-2 sites. The Highland Road Woods, Pigeon Creek Maple Woods, Solar Heights Low Woods, Triple Woods, Ville du Parc Riverine Forest, and the Mequon Wetland are the six areas classified as NA-3 sites. All nine natural areas are more fully described in Table III-16 and are shown on Map III-24.

### ***Critical Species Habitat and Aquatic Sites***

Critical species habitat sites consist of areas outside natural areas which are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas constitute “critical” habitat considered to be important to the survival of a particular species or group of species of special concern. Seven sites supporting rare or threatened plant and animal species have been identified in the Ozaukee County planning area. These sites encompass an area of 490 acres, less than 1 percent of the County planning area, and are described in Table III-17. Three sites supporting rare or threatened plant and animal species, including Stauss Woods, Pecard Sedge Meadow, and Eastbrook Road Woods, have been identified in the City of Mequon planning area. These sites encompass an area of 33 acres, less than one percent of the City planning area, and are described in Table III-17 and shown on Map III-25.

There are also 30 aquatic sites supporting threatened or rare fish, herptile, or mussel species in the Ozaukee County planning area. There are 73.1 stream miles and 413 lake acres of critical aquatic habitat in the County planning area, which are described in Table III-18. There are also five aquatic sites supporting threatened or rare fish, herptile, or mussel species in the City planning area. There are 14.4 stream miles of critical aquatic habitat in the City of Mequon planning area, which are described in Table III-18 and shown on Map III-25.

Two additional endangered species have been identified in Ozaukee County since the regional natural areas plan was adopted in 1994. The DNR has identified much of Ozaukee County, with the exception of the Towns of Belgium and Fredonia, as potential habitat for the Butler’s garter snake. The area in and around Cedarburg Bog has been identified by the U.S. Fish and Wildlife Service as an important habitat for the Hines Emerald Dragonfly. Landowners in these areas should contact the DNR prior to beginning any land-disturbing activities.

### ***Wisconsin's Wildlife Action Plan***

The Wisconsin Wildlife Action Plan is a comprehensive resource developed by the Department of Natural Resources (DNR) that can be used to focus efforts on conserving species that have been identified as “Species of Greatest Conservation Need.” Wisconsin’s Species of Greatest Conservation Need occur in different locations throughout the State, depending on a variety of factors. The opportunities to protect or restore habitats necessary for supporting these species are also different depending on the ecological landscapes present in a given area (different landscapes include various natural communities that support habitat for specific types of species.) Ozaukee County is comprised of three ecological landscapes, including Central Lake Michigan Coastal, Southeast Glacial Plains, and Southern Lake Michigan Coastal, which are shown on Map III-26. The City of Mequon planning area is located in the Central Lake Michigan Coastal and Southern Lake Michigan Coastal ecological landscapes. Ecological priorities that identify the natural communities in each of the three ecological landscapes present in the County, which support a variety of species of greatest conservation need, have been outlined in the wildlife action plan. The priorities were developed based on the probability that a species will occur in a given landscape, the degree to which a species is associated with a particular natural community, and the degree to which there are opportunities for sustaining a given natural community in a given ecological landscape.<sup>13</sup> Priority natural communities present in Ozaukee County are listed in Table III-19.

### ***Wisconsin Important Bird Areas***

An important bird area (IBA) is a site that provides essential habitat for one or more species of breeding or non-breeding birds. Sites are distinguishable in character, habitat, or ornithological importance from surrounding areas. In general, IBAs exist as an actual or potential protected area with the potential to be managed in some way for birds and general environmental conservation. The sites can be publicly or privately owned. The site should be large enough to supply most of the habitat requirements of the birds during the season for which the site is important. A site must support species of conservation concern or species that are vulnerable because they are not widely distributed; their populations are concentrated in one general habitat type or they congregate together for breeding, feeding, or migration to be considered an IBA. The IBA program is a voluntary program that links local and state conservation efforts to national and international efforts. In Wisconsin, the program is implemented under the Wisconsin Bird Initiative. Approved IBAs located in the Ozaukee County planning area include Ozaukee Bight Diving Duck Preserve and the Harrington Beach Diving Duck Preserve. In addition, the Cedarburg Bog has been nominated to become an IBA site (as of 2007). These sites are shown on Map III-27.

### ***Stream Passage Impediments and Aquatic Habitat Fragmentation***

Land use changes in Ozaukee County have resulted in a variety of artificial barriers that preclude aquatic life passage and isolate existing habitats. These barriers, or impediments, include dams, impassable culverts, accumulated debris, and other artificial barriers. Barriers fragment waterways, isolate important aquatic habitats in tributary watersheds, and prevent some fish from reaching critical habitats that are otherwise intact. Restoring habitat access will likely cost less and be more productive than creating artificial habitat. Removing the impediments will also improve aquatic communities and increase the natural resources available in Ozaukee County. The first step toward reducing stream fragmentation is inventorying the impediments.

Northern Environmental Technologies, Inc. identified, evaluated, and inventoried impediments to Northern Pike (*Esox lucius*) passage in Ozaukee County in the summer and fall of 2006. The study included both remote and field investigation of barriers to Northern Pike passage and isolated habitats potentially suitable for Northern Pike spawning in 11 streams tributary to the Milwaukee River and Lake Michigan. As shown on Table III-20 and Map III-28, 213 potential impediments were identified and 100 were confirmed as suspected barriers to Northern Pike passage.

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<sup>13</sup> Conservation actions for each Species of Greatest Conservation need are set forth in the Wisconsin Wildlife Action Plan, available at [www.dnr.wi.gov/org/land/er/wwap](http://www.dnr.wi.gov/org/land/er/wwap).

In addition, 29 areas of potential suitable habitat were confirmed.<sup>14</sup> All of the barriers fell into one of three general categories:

- Naturally Occurring:
  - Log, debris, and sediment jams
  - High-gradient reaches
  - Stream infiltration to groundwater
  - Channel dispersion in wetlands
- Indirectly resulting from human actions:
  - Channel loss to excess sediment aggradation in agricultural areas
  - Entrenchment resulting from channelization and development
  - Channel loss to densely ingrown invasive vegetation
- Directly resulting from human actions:
  - Small dams
  - Improperly designed or installed culverts
  - Pervious fill deposits
  - Artificially lined channels
  - Channel-constricting bridge abutments
  - Debris jams and channel aggradation at crossings

### ***Pre-settlement Vegetation***

European settlement of Ozaukee County radically altered the pre-settlement landscape. Baseline information about the landscape prior to widespread settlement is necessary to gauge the magnitude of this change. Studies of remnants of natural vegetation provide clues to pre-settlement conditions, but these remnants are frequently small and widely scattered. Historical accounts of the early explorers, naturalists, traders, and settlers tend to be fragmentary and anecdotal, and thus are of limited usefulness in describing the pre-settlement landscape; however, many scientific researchers have found the original field notes from the U.S. Public Land Survey provide a satisfactory basis for describing pre-settlement vegetation. The Survey notes were recorded for Ozaukee County between 1834 and 1836, prior to widespread European settlement of the area. The notes are considered to be a reliable data base for assessing general changes in vegetation composition because the data was collected in a uniform manner to give systematic coverage of extensive areas. The pre-settlement upland vegetation of Ozaukee County consisted of a mixture of American beech, sugar maple, basswood, black and white oak, and white ash. Lowland vegetation consisted of a mixture of black ash, American elm, and tamarack. Pre-settlement vegetation in Ozaukee County is shown on Map III-29.

### ***Invasive Plant Species***

Plants that occur outside of the area where they evolved are considered introduced, exotic, or non-native. Occasionally when an exotic plant is introduced into an area where it did not previously exist, it is able to flourish and quickly dominate its surroundings. An exotic species becomes an invasive species in these instances. Invasive plant species out-compete native plants, and may degrade fish and wildlife habitat, reduce agricultural yields, and hinder recreational opportunities. The first step towards controlling invasive plant species in Ozaukee County is to inventory species present in the County. Invasive plant species widely found in Ozaukee County include Purple Loosestrife and Reed Canary Grass, as shown on Map III-30. Figure III-1 includes a statewide list of invasive plant species.

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<sup>14</sup> *An individual summary of suspected barriers and potential habitats in each stream is included in the North Environmental Technologies, Inc. report titled Stream Passage Impediments and Aquatic Habitat Fragmentation Inventory-Milwaukee River and Lake Michigan Tributary Streams, Ozaukee County, Wisconsin, November 16, 2005, and amended on February 13, 2007.*

Purple Loosestrife is a perennial that grows up to five feet in height when mature and has pinkish-purple flowers that bloom from mid-July through August. This species has been used as a garden flower in the past; however several states have banned its sale. It can germinate in moist soils and once established, survive shallow flooding. Purple Loosestrife threatens the integrity of wetlands because the seeds germinate at such a high density they out-compete native seedlings. The combination of prolific seed production and a lack of natural herbivores and pathogens often allows it to quickly displace diverse wetland plant communities.

Reed Canary Grass is a large, coarse, perennial grass that typically grows up to five feet in height. It prefers moist to wet open areas, but is also tolerant of seasonally inundated soils. It has been used as a forage crop, particularly in moist soils, in the past. Its tall stature and rapid early growth allow it to monopolize light, water, and nutrient resources. Due to these characteristics, the grass often forms dense monocultures and greatly reduces or eliminates native plant species in wetlands. Upon colonization, it can persist and prevent natural and human-assisted re-colonization of native plant species.

### **Environmental Corridors and Isolated Natural Resource Areas**

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in which concentrations of the best remaining elements of the natural resource base occur. It has been recognized that preservation of these areas is essential to both the maintenance of the overall environmental quality of the region and to the continued provision of the amenities required to maintain a high quality of life for residents.

Seven elements of the natural resource base are considered essential to the maintenance of the ecological balance and the overall quality of life in the Region, and served as the basis for identifying the environmental corridor network. These seven elements are: 1) lakes, rivers, and streams and associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high relief topography. In addition, there are certain other features which, although not a part of the natural resource base, are closely related to the natural resource base and were used to identify areas with recreational, aesthetic, ecological, and natural value. These features include existing park and open space sites, potential park and open space sites, historic sites, scenic areas and vistas, and natural areas.

The mapping of these 12 natural resource and resource-related elements results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas which have been termed "environmental corridors" by SEWRPC. Primary environmental corridors include a wide variety of the most important natural resources and are at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors serve to link primary environmental corridors, or encompass areas containing concentrations of natural resources between 100 and 400 acres in size. Where secondary environmental corridors serve to link primary corridors, no minimum area or length criteria apply. Secondary environmental corridors that do not connect primary corridors must be at least 100 acres in size and one mile long. An isolated concentration of natural resource features, encompassing at least five acres but not large enough to meet the size or length criteria for primary or secondary environmental corridors, is referred to as an isolated natural resource area. Environmental corridors and isolated natural resource areas in the City of Mequon planning area in 2000 are shown on Map III-31.

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open uses can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and maintenance of air quality. Corridor preservation is important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species. In addition, because of the many interacting relationships between living organisms and their environment, the destruction and deterioration of any one element of the natural resource base may lead to a chain reaction of deterioration and destruction. For example, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid stormwater runoff and attendant increased flood flows and stages, as well as destruction of wildlife habitat. Although the effects of any single environmental change

may not be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge, as well as a decline in the scenic beauty of the planning area. The importance of maintaining the integrity of the remaining environmental corridors and isolated natural resource areas thus becomes apparent.

As shown on Map III-31, the primary environmental corridors in the City of Mequon planning area are located along the Milwaukee River and major streams, along Lake Michigan, around several lakes, and in large wetland areas. In 2000, about 3,022 acres of the City of Mequon planning area were encompassed within primary environmental corridors. Secondary environmental corridors are located chiefly along the smaller perennial streams and intermittent streams in the planning area. About 1,324 acres of the planning area were encompassed within secondary environmental corridors in 2000. Isolated natural resource areas within the planning area include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat. These areas encompassed about 875 acres of the planning area in 2000. A map of environmental corridors and isolated natural resource areas in the City of Mequon planning area for 2035 is presented in Chapter VII.

### **Park and Open Space Sites**

A comprehensive region wide inventory of park and open space sites was conducted in 1973 under the initial regional park and open space planning program conducted by SEWRPC. The inventory is updated periodically, and was updated in 2005 as part of this planning process.

The 2007 inventory identified all park and open space sites owned by a public agency, including Federal, State, County, and local units of government and school districts. The inventory also included privately owned outdoor recreation sites such as golf courses, campgrounds, boating access sites, hunting clubs, group camps, and special use outdoor recreation sites. Sites owned by nonprofit conservation organizations, such as the Ozaukee Washington Land Trust, were also identified. In 2007, there were 11,515 acres of park and open space land encompassing about 7 percent of the Ozaukee County planning area in fee simple ownership. An additional 1,567 acres of land were under conservation or other easements intended to protect the natural resources of a site. Information on park and open space sites in the City of Mequon planning area is provided in the following sections.

#### ***Park and Open Space Sites Owned by Ozaukee County***

Park and open space sites owned by Ozaukee County in the City of Mequon in 2007 are listed in Table III-21 and shown on Map III-32. In 2007, the County owned 14 park and open space sites encompassing 1,204 acres. There were three County parks, encompassing a total of 315 acres, located within the City of Mequon in 2005, as shown on Map III-32. These sites were the Carlson Park/Ozaukee Ice Center, which encompassed 7 acres, Mee-Kwon County Park, which encompassed 244 acres, and Virmond Park, which encompassed 64 acres.

#### ***Park and Open Space Sites Owned by the State of Wisconsin***

Park and open space sites owned by the State of Wisconsin in the City of Mequon in 2007 are listed in Table III-22 and shown on Map III-32. The Wisconsin Department of Natural Resources has acquired large areas of park and open space lands in the County planning area for a variety of resource protection and recreational purposes. Sites acquired for natural resource preservation and limited recreational purposes include the Cedarburg Habitat Preservation Area, Cedarburg Bog State Natural Area, and one scattered wetland. Another DNR owned site, Harrington Beach State Park, has more intensive recreational activities such as swimming, camping, picnicking, and trail facilities. Map III-32 also reflects project boundaries approved by the Wisconsin Natural Resources Board for additional acquisitions associated with State park, wildlife, and heritage areas. Lands within approved project boundaries are intended to be acquired by the DNR on a “willing seller-willing buyer” basis, for recreational or open space purposes as funding permits. As of 2005, there was one Wisconsin DNR site encompassing 30 acres located within the City of Mequon, as shown on Map III-32.

### ***U.S. Fish and Wildlife Service Sites***

Table III-22 identifies five open space sites in the Ozaukee County planning area owned by the U.S. Fish and Wildlife Service, which encompass 517 acres. None of these sites were located in the City of Mequon planning area in 2007.

### ***Park and Open Space Sites Owned by Local Governments and Public School Districts***

In addition to County, State, and Federally owned park and open space sites, there were 26 park and open space sites owned by the local government and public schools in the City of Mequon in 2005. Those sites encompassed 204 acres, or less than one percent of the planning area, as shown on Table III-23. The City of Mequon owned 20 of the park and open space sites which encompassed a total of 548 acres. Public schools owned 6 of the park and open sites which encompassed a total of 204 acres. The acreage attributed to school district sites includes only those portions of the site used for recreational purposes or in open space. Map III-33 shows the location of park and open space sites owned by local governments and public schools in the City of Mequon.

### ***Private and Public Interest Resource Oriented Park and Open Space Sites***

In 2005, there were 23 privately owned park and open space sites located in the City of Mequon encompassing a total of 1,964 acres, or about 6.2 percent of the planning area, as depicted on Map III-33. There were 7 organizational sites encompassing a total of 207 acres. There were 5 commercial sites, including 3 stables and 2 golf courses, which encompassed a total of 129 acres. There were 11 private sites, ranging from country clubs to subdivision parks, which encompassed a total of 876 acres. Table III-23 shows the private and public interest resource oriented park and open space sites in the City of Mequon.

Table III-24 shows the sites owned by private organizations for resource preservation purposes in the Ozaukee County planning area. In 2005, private organizations owned 7 sites encompassing 843 total acres for resource preservation purposes in the City of Mequon, as shown on Map III-34. The Fairy Chasm site encompassed 20 acres and was owned by the Nature Conservancy. The Mequon Nature Preserve encompassed 550 acres and was owned by the Ozaukee Washington Land Trust. There were five MMSD Conservation Plan sites encompassing 273 acres owned by the Milwaukee Metropolitan Sewage District.

### ***Lands under Protective Easements***

Several open space and environmentally sensitive sites in the Ozaukee County planning area are protected under conservation easements. These easements are typically voluntary contracts between a private landowner and a land trust or governmental body that limit, or in some cases prohibit, future development of the parcel. With the establishment of a conservation easement, the property owner sells or donates the development rights for the property to a land trust or governmental agency, but retains ownership. The owner is not prohibited from selling the property, but future owners must also abide by the terms of the conservation easement. The purchaser of the easement is responsible for monitoring and enforcing the easement agreement for the property. Conservation easements do not require public access to the property, although public access is generally required if Wisconsin stewardship funds or other DNR grant funds are used to acquire the property. As shown on Map III-35 and Table III-25, there were conservation easements on five sites encompassing a total of 157 acres in the City of Mequon in 2005. Four easements were held by the Ozaukee Washington Land Trust. The first was a 15-acre easement in Section 01. The other three Ozaukee Washington Land Trust easements, encompassing 1, 3, and 40 acres respectively, were all located in Section 09. The fifth easement, encompassing 98 acres, was owned by the Milwaukee Metropolitan Sewage District (MMSD) and was located in Section 32.

### ***Climate***

Its midcontinental location gives Ozaukee County and the City of Mequon planning area a continental climate that spans four seasons. Summers generally occur during the months of June, July, and August. They are relatively warm, with occasional periods of hot, humid weather and sporadic periods of cool weather. Lake Michigan often has a cooling effect on the City planning area during the summer. Winters are cold and generally occur during the months of December, January, and February. Winter weather conditions can also be experienced

during the months of November and March in some years. Autumn and spring are transitional weather periods when widely varying temperatures and long periods of precipitation are common. The median growing season, the number of days between the last freeze in the spring and the first freeze in the fall, is 170 days and can range from 150 to 192 days.

Precipitation in the planning area can occur in the form of rain, sleet, hail, and snow and ranges from gentle showers to destructive thunderstorms. The more pronounced weather events, such as severe thunderstorms and tornadoes, can cause major property and crop damage, inundation of poorly drained areas, and lake and stream flooding. Table III-26 sets forth the temperature and precipitation characteristics of Ozaukee County.

### **Air Quality**

The Clean Air Act requires the U.S. Environmental Protection Agency (EPA) to set national ambient air quality standards (NAAQS) for six criteria pollutants (carbon monoxide, lead, nitrogen dioxide, particulate matter, ozone, and sulfur oxides) which are considered harmful to public health and the environment. Areas not meeting the NAAQS for one or more of the criteria pollutants are designated as nonattainment areas by the EPA. In areas where observed pollutant levels exceed the established NAAQS and which are designated as “nonattainment” areas by the EPA, growth and development patterns may be constrained. For example, major sources of pollutants seeking to locate or expand in a designated nonattainment area, or close enough to impact upon it, must apply emission control technologies. In addition, new or expanding industries may be required to obtain a greater than one-for-one reduction in emissions from other sources in the nonattainment area so as to provide a net improvement in ambient air quality. Nonattainment area designation may therefore create an economic disincentive for industry with significant emission levels to locating or expanding within or near the boundaries of such an area. In order to eliminate this disincentive and relieve the potential constraint on development, it is necessary to demonstrate compliance with the NAAQS and petition the EPA for redesignation of the nonattainment areas.

The Southeastern Wisconsin Region currently meets all but the ozone NAAQS, and the EPA has designated a single six-county ozone nonattainment area within the Region which is made up of Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties. Ozone is formed when precursor pollutants, such as volatile organic compounds and nitrogen oxides, react in the presence of sunlight. The ozone air quality problem within the Region is a complex problem because ozone is meteorologically dependent. In addition, the ozone problem in the Region is believed to be attributable in large part to precursor emissions which are generated in the large urban areas located to the south and southeast and carried by prevailing winds into the Region. The ozone problem thus remains largely beyond the control of the Region and State and can be effectively addressed only through a multi-state abatement effort.

Over the past decade, the combination of local controls and offsets implemented within and outside the Region, along with national vehicle emissions control requirements, have resulted in a significant improvement in ambient air quality within the Region as well as nationally, and projections of future emissions indicate a continued decline in precursor emissions and a continued improvement in air quality. In fact, monitoring data now show the six-county nonattainment area in the Region is meeting ozone standards. As a result, the Wisconsin Department of Natural Resources is requesting that the EPA reclassify the six-county ozone nonattainment area in the Region as an attainment area. If the redesignation request is approved by the EPA, the economic disincentive – having to offset emissions produced by reducing other emissions in the nonattainment area – for major sources to locate within the nonattainment area should be reduced. It should be noted that all emission controls and programs (vehicle inspection and reformulated gas, for example) currently in place would be required to remain in place.

## **CULTURAL RESOURCES**

The term cultural resource encompasses historic buildings, structures, and sites and archeological sites as well as venues and events that promote the arts and Ozaukee County's heritage. Cultural resources in the City of Mequon and Ozaukee County have important recreational and educational value. Cultural resources help to provide the County and each of its distinct communities with a sense of heritage, identity, and civic pride. Resources such as historical and archeological sites, historic districts, museums, festivals, and cultural events can also provide economic opportunities for communities and their residents. For these reasons it is important to identify historical and archeological sites located in the City of Mequon and Ozaukee County. It is also important to include an inventory of museums and cultural performance venues. While such venues may not be historical or archeological sites in themselves, they are cultural resources in that they may house items of historical or archeological importance, contain historical records and information, be an educational resource, be an outlet for performances of cultural significance, and enhance quality of life in the City and County.

### **Historical Resources**

In 2005, there were 32 historic places and districts in the Ozaukee County planning area listed on the National Register of Historic Places and the State Register of Historic Places, as set forth in Table III-27 and shown on Map III-36. In 2005, there were 9 historic places and districts in the City of Mequon listed on the National Register of Historic Places and the State Register of Historical Places. These historic places and districts include the Jonathon Clark House, the John Riechert Farmhouse, the Edwin J. Neiman Sr. House, the Mequon Town Hall and Fire Department, the Bigelow School, the William F. Jahn Farmstead, the Jacob Voight House, the O'Brien-Peuschel Farmstead, and the Isham Day House (Yankee Settler's Cottage).

In most cases, a historic place or district is listed on both the National Register and on the State Register. After the State Register was created in 1991, all properties that are nominated for the National Register must first go through the State Register review process. Upon approval by the State review board, a site is listed on the State Register of Historic Places and recommended to the National Park Service for review and listing on the National Register of Historic Places. The only exceptions are Federally owned properties. These properties may be nominated for the National Register directly by the National Park Service. Of the 32 historic places and districts listed on the National and State Registers in the Ozaukee County planning area, 27 are historic buildings or structures, five are historic districts, and one is a shipwreck. Sites listed on the National Register of Historic Places may be eligible for a 25 percent Federal tax credit. Information regarding the procedure for nominating a site to the National and State Registers of Historic Places is available on the Wisconsin Historical Society website at [www.wisconsinhistory.org/hp/register](http://www.wisconsinhistory.org/hp/register).

The 32 historic places and districts listed on the National and State registers of historic places are only a small fraction of the buildings, structures, and districts listed in the Wisconsin Architecture and History Inventory located in the Ozaukee County planning area. The Wisconsin Architecture and History Inventory is a database administered by the State Historical Society of Wisconsin which contains historical and architectural information on approximately 120,000 properties Statewide. The listed sites have architectural or historical characteristics that may make them eligible for listing on the National and State registers of historic places. In 2005, there were 2,046 properties in Ozaukee County included in the Wisconsin Architecture and History Inventory. The inventory can be accessed through the State of Wisconsin Historical Society website at [www.wisconsinhistory.org/ahi](http://www.wisconsinhistory.org/ahi).

### **Local Landmarks**

In addition to those historic sites and districts nominated to the National and State registers of historic places, there are 99 sites in the Ozaukee County planning area which have been designated as local landmarks by local governments. Local landmarks in the City of Mequon are set forth in Table III-28 and Map III-37. Like historic sites listed on the National and State registers, properties designated as local landmarks have an extra level of protection against degradation and destruction. Protection provided by designation as a local landmark is described in Chapter VII. A local government is authorized to designate local landmarks after a landmarks commission or historic preservation commission has been established by ordinance. Landmark commissions and

historic preservation commissions are typically seven to nine member boards which review applications for local landmark status and may also review proposed alterations to historic properties or properties located in historic districts. Landmark and historic preservation commissions may also designate local historic districts; however, designation of districts typically requires approval from the local governing body. As of 2005, the City of Mequon had established a landmark or historic preservation commission and designated 30 local landmarks.

### ***State Historical Markers***

The State Historical Society of Wisconsin also administers a historical marker program. Interested parties can apply for a historical marker with the State Historical Society's Division of Historic Preservation. The applicant must be able to pay for the marker, maintain the marker, and have permission from the landowners. The Division of Historic Preservation will consider applications for markers that describe any one of the following aspects of Wisconsin's history: history, architecture, culture, archaeology, ethnic associations, geology, natural history, or legends. As shown on Map III-38, there were 12 historical markers in Ozaukee County as of 2006. The title and location of each marker is set forth in Table III-29. Two of these historical markers were located in the City of Mequon. One historical marker was located at the Oldest Lutheran Church in Wisconsin and the other marker was located at the Wisconsin's German Settlers site.

### ***Certified Local Governments***

Certified local governments (CLG) located in Ozaukee County include the Cities of Cedarburg and Mequon and the Village of Thiensville. A CLG is any city, village, town, or county that has been certified by Wisconsin's State Historic Preservation Officer (SHPO) as meeting the following criteria:

- Enforces a local ordinance for the designation and protection of historic properties
- Has a historic preservation commission established by local ordinance
- Maintains a system to survey and inventory local historic properties
- Provides for public participation in the historic preservation program

The benefits of CLG status include eligibility to authorize the use of the Wisconsin Historic Building Code for locally designated structures, ability to comment on National Register nominations before they are sent to the State Historic Preservation Review Board, and eligibility to apply for Wisconsin's Historic Preservation subgrants, which can be used for:

- Architectural and historical survey projects to identify and evaluate historic properties
- Preparation of nominations to the National Register
- Educational activities
- Development of local preservation plans
- Administration of local historic preservation programs

### ***Heritage Trails***

The Green Bay Ethnic Heritage Trail is a 156 mile long Wisconsin State Heritage Trail that extends from the Illinois-Wisconsin State Line to Green Bay. The Trail follows the route of a Native American trail that was converted to a military road in 1835. The military road extended from Fort Dearborn in what is now Chicago to Fort Howard in what is now Green Bay. The early road was used by many immigrants who settled in Wisconsin. In Ozaukee County, the Trail extends from north to south and showcases the scenic beauty and heritage resources of the County. Various historical markers are located along the Trail. The route of the Heritage Trail is generally located on Green Bay Road in the southern part of the County and on CTH LL in the northern part, as shown on Map III-38.

The State has also established a Maritime Trail in and along Lake Michigan. Several points of interest are located in waters off Ozaukee County, including shipwrecks described later in this section.

### ***Additional Historic Sites in Ozaukee County***

The HEDCR Workgroup, CAC, and CPB members have identified several additional historical sites that contribute to the heritage and economy of Ozaukee County. Many of these sites have not been designated as National Register sites, State Register sites, local landmarks, State historical markers, or State heritage trails. The sites are described in the following paragraphs.

#### *Shipwrecks*

Almost 20 shipwrecks located in Lake Michigan off the Ozaukee County shoreline have been inventoried in the State Historical Society Shipwreck database. These sites are in addition to the Niagara, which is on the National Register of Historic Sites and has a Wisconsin Historical Society mooring buoy to mark its location. Table III-30 sets forth the date of each shipwreck and the type of vessel. The earliest shipwreck was the Lexington, a steam paddle ship, in 1850. The last shipwreck was the Senator, a steam screw ship, in 1929. Additional information about Lake Michigan shipwrecks off the Ozaukee County shore can be found on the Wisconsin Historical Society website at [www.maritimetrails.org/research.cfm](http://www.maritimetrails.org/research.cfm). In addition, the Niagara buoy and several other maritime related sites in Ozaukee County, listed in Table III-31 and shown on Map III-39, are points of interest along the Mid Lake Michigan Region State Maritime Trail.

#### *Judge Eghart House*

The Judge Eghart house was built in 1872. Judge Leopold Eghart bought the property in 1881. The Eghart family continued to reside at the property until the late 1960's. To prevent the house from being razed, a private group requested that the City of Port Washington preserve it as a link to the City's past. The house has been restored and furnished as an example of early Victorian architecture through fundraising and volunteer efforts. The house is maintained by the W.J. Niederkorn Museum and Art Center and is open for tours on Sundays from 1:00 p.m. to 4:00 p.m., Memorial Day through Labor Day. It is located at next to the W.J. Niederkorn Library on the Corner of Grand Avenue and Webster Street in the City of Port Washington.

#### *Port Washington Historic Walking Tours*

The Historic City Center Tour and Old Town Port Tour are self guided historic walking tour routes located in the City of Port Washington. Both tours begin on the lakefront and include various historic commercial and residential structures. The Historic City Center Tour also includes the Port Washington Light House and St. Mary's Catholic Church. Maps of the tour routes and additional information about the sites located on each tour are available on the City of Port Washington website at [www.ci.port-washington.wi.us](http://www.ci.port-washington.wi.us).

#### *Wisconsin Chair Factory*

The Wisconsin Chair Company was organized in 1889 and quickly became one of the largest employers in the County. The company survived the financial downturn of 1893; however, the factory was destroyed by fire in 1899. The company immediately rebuilt and gained recognition by continuing to employ large numbers of workers through the depression of the 1930's. The company finally went out of business in 1959 and the factory has since been demolished. The location of the former factory is now the site of the Wisconsin Chair Company Fire State Historical Marker on the Lake Michigan shoreline in downtown Port Washington.

#### *Paramount Records*

The Wisconsin Chair Company (WCC) produced the cabinets that housed the phonographs invented by Thomas Edison in the early 1900's. The WCC was approached for space to continue the manufacturing of the phonographs after a 1914 fire destroyed the original manufacturing plant in New Jersey. A building in the Port Washington complex was provided for the phonograph operation in return for a license allowing WCC to sell its own version of the phonograph. The WCC then created a division known as the New York Recording Lab (NYRL) that manufactured records, which were given away with a purchase of the new WCC phonograph.

The new record pressing plant was built in the Village of Grafton along the Milwaukee River and the Paramount Record Label was created. A studio was set up in the complex so the original wax recordings, which were very sensitive to temperature, would be close to the pressing plant. The NYRL also pressed records for other record

labels such as the Black Swan Label, which featured African American artists. Paramount Records retained the rights to the artists under the Black Swan Label when it went bankrupt. Subsequently, some of the most famous blues artists in American history recorded at the Paramount Records studio in the Village of Grafton, often times arriving on the Interurban Railway and staying at the aforementioned Bieline Hotel.

The Paramount Records legacy has resurfaced in the ongoing downtown Grafton revitalization project, which was undertaken by the Village in 1998. Downtown amenities developed as part of the project that pay homage to Paramount Records include a Walk of Fame made of granite that resembles a piano keyboard and the Paramount Pedestrian Plaza, which has a fountain shaped like a saxophone. The annual Paramount Blues Festival has also recently been organized by the Grafton Blues Association. The Festival is held in Lime Kiln Park and features numerous blues artists and workshops.

#### *Lime Kiln Park*

Lime Kiln Park, located in the Village of Grafton along the Milwaukee River, is the site of three lime kilns that were constructed in conjunction with a former limestone quarry owned by the Milwaukee Falls Lime Company, which was incorporated in 1890. The kilns ceased operation in the 1920's, but they represent an important part of the heritage of the Grafton area. Lime quarries sparked much of the area's early development due to the high concentrations of dolomite in the area. The first Grafton area lime kiln was built in 1846.

#### *Original County Courthouse*

In 1853 Ozaukee County split from Washington County because of a disagreement about where to locate the County seat. The Ozaukee County seat was located in Grafton for a brief period after Ozaukee County split from Washington County. The original courthouse and jail were housed in a two-story stone structure built in 1845. Shortly thereafter the County seat was moved to Port Washington. In the 1920's the building served as the Bieline Hotel and housed many of the artists recording at the Paramount Records studio, also located in Grafton. The building currently houses the Paramount Restaurant, which features Paramount Records memorabilia.

#### *Interurban Railway*

The Milwaukee Northern Railway was incorporated in 1905 to construct an electric railway from Milwaukee to Sheboygan. The section of the railway between Milwaukee and Port Washington began operation on November 2, 1907. The section between Port Washington and Sheboygan was completed in September 1908 and service along the full line began on September 22, 1908. Stops in Ozaukee County included Mequon, Thiensville, Cedarburg, Grafton, Port Washington, and Belgium. In 1922 the right of way was acquired by The Milwaukee Electric Railway and Light Company. Operation of the line continued until 1951. During its operation, the Interurban Railway was noted for transporting African-American blues musicians to the Paramount Recording Studio in the Village of Grafton. Today the Ozaukee Interurban Trail follows the route of the former Interurban Railway (see Map IV-11 in Chapter IV of the Ozaukee County Comprehensive Plan for the trail location).

#### *Downtown Cedarburg*

Downtown Cedarburg serves as an example of the successful use of historic preservation as a tool for economic development. As outlined in the 2010 City of Cedarburg Development Plan, extensive historic preservation surveys have been compiled to identify the many structures and sites in downtown Cedarburg with historic significance resulting in the formation of a City Landmarks Commission, development of historic preservation ordinances, and the nomination of two historic districts (the Washington Avenue Historic District and Columbia Historic District) to the National Register of Historic Places. Tourists are attracted to the Downtown Area and it remains a thriving shopping and entertainment district as a result.

#### *Mequon-Thiensville Town Center Design Guidelines – Design Guidelines for the Historic Village*

The City of Mequon and Village of Thiensville have cooperatively developed a set of design guidelines for the Town Center Area, which is shared by both the City and the Village. One of the components of the Town Center Area is called the Historic Village. The Historic Village is located in the Village of Thiensville along Green Bay

Road and Main Street and includes the Green Bay Historic District and Main Street Historic District, which are listed on the National Register. Several sites within the Historic Village have also been designated as local landmarks by the Thiensville Historic Preservation Commission. The Historic Village Design Guidelines recognize that the district's historic character is one of the most recognizable assets and community strengths within the Town Center Area. These guidelines were developed to ensure the character is preserved and to promote compatible infill development. The guidelines are enforced by the Village Plan Commission and Historic Preservation Commission.

#### *Flag Day*

The origins of Flag Day started in the Stony Hill School in Wabeukea. In 1885 a nineteen year old teacher named Bernard John Cigrand assigned his students to write an essay about what the American Flag meant to them. From that point on Mr. Cigrand dedicated himself to educating Americans about the meaning of the American Flag. An observance of Flag Day is now held annually in Wabeuka on the second day in June at the Americanism Center. The Center is also home to the Avenue of Flags, which includes all 27 American Flag star configurations, the National Flag Day Museum, and the Americanism Center Commemorative Courtyard. Numerous organizations such as the Boy Scouts, the American Legion, and 4-H Groups use the Center's facilities at no charge. All of the Center's expenses are paid through fundraisers and donations.

#### *Luxembourg American Cultural Center*

The development of the Luxembourg American Cultural Center (LACC) is a collaborative effort of the Luxemburg American Cultural Society, Americans of Luxemburgish descent, and the government of the Grand Duchy of Luxembourg. Phase I of the construction will include the Roots and Leaves Museum, which is scheduled to be finished in August 2007 in conjunction with the Luxembourg Fest in Belgium. One half of the museum will feature exhibits about Luxembourg. The displays were manufactured in Luxembourg and shipped to the U.S. as a gift from the Government of Luxembourg. The other half of the museum will feature exhibits about Luxembourg heritage from around the Country and immigration to America, especially between 1845 and World War I. The Mamer/Hansen Stone Barn, built in 1872 by immigrant Jacob Mamer and a prime example of Luxemburgish architecture, will also be moved to the site. Phase II of the LACC will include a research center, community center, and conference center.

#### *Octagon Barn*

An octagon shaped barn was built in the Town of Grafton approximately 100 years ago by Ernest Clausing. It is believed that Clausing built 14 octagon barns in southern Ozaukee County, all less than one mile from Lake Michigan. One was dismantled and moved to Old World Wisconsin in Eagle. The origins of this unique design are Dutch and German. The eight walls made these structures capable of withstanding strong winds from nearby Lake Michigan. Each of the eight walls in the Town of Grafton barn is 26 feet wide and 20 feet high. The barn has 3,200 square feet of floor space.

#### *Leland Stanford's Law Office*

The site of the former Leland Stanford law office, used by Stanford between 1848 and 1952, is located in the City of Port Washington adjacent to the parking lot of the Port Hotel. Stanford moved to Port Washington in 1848 from New York State to practice law. In 1852 he moved to California and opened a successful grocery business. In 1861 Stanford was elected as the governor of California. Stanford had additional success in business, including becoming the President of the Central Pacific Railroad. Stanford also endowed Stanford University, which was named after his son. The building in Port Washington was razed in 1975.

#### *Port Ulao*

James T. Gifford came to the Port Ulao area in 1847 to build a port on Lake Michigan at the site of a former Indian village. Land surveyors Luther Guiteau and J. Wilson Guiteau were hired to plat about fifty acres into streets and lost and a 1,000 foot long pier was built into Lake Michigan for loading wood onto ships, which was used as fuel. The first Macadam road in the County (a mixture of charcoal and clay) was built into the site and

the Port became a major hub for shipping in Ozaukee County by the mid-1800s. Eventually a fishing pier was added where fishing boats could dock to clean and smoke fish. Port Ulao later declined as steamships stopped using wood for fuel. Charles Guiteau, the son of Luther Guiteau and Port Ulao resident, was hanged in 1880 for the assassination of President Garfield.

### **Archaeological Resources**

Preservation of archaeological resources is also important in preserving the cultural heritage of the City of Mequon and the Ozaukee County planning area. Like historical sites and districts, significant prehistoric and historic archaeological sites provide the County and each of its communities with a sense of community heritage and identity and can provide for economic opportunities through tourism if properly identified and preserved. Archaeological sites found in the Ozaukee County planning area can fall under two categories, prehistoric sites and historic sites. Prehistoric sites are defined as those sites which date from before written history. Historic sites are sites established after history began to be recorded in written form (the State Historical Society defines this date as A.D. 1650).

As of 2005, there were 393 known prehistoric and historic archaeological sites in the Ozaukee County planning area listed in the State Historical Society's Archaeological Sites Inventory, including prehistoric and historic camp sites, villages, and farmsteads; marked and unmarked burial sites; and Native American mounds. No archaeological sites in Ozaukee County are listed on the National or State Registers of Historic Places.

The State Historical Society also identifies and catalogs burial sites, including sufficient contiguous land necessary to protect the burial site from disturbance, throughout Wisconsin. There are six such catalogued burial sites located in Ozaukee County: Immanuel Lutheran Heritage Cemetery, Lakefield Cemetery, Union Cemetery, Katherina Cemetery, St. Finbars Cemetery, Sizer Cemetery, and Woodworth Pioneer Cemetery. The location of these sites is shown on Map III-40. About 40 additional cemeteries are inventoried in Chapter IV. In addition, a circular Native American mound and a group of oblong embankments are located in Section 22 in the Town of Saukville.<sup>15</sup>

The field notes and plat maps of the U.S. Public Land Survey of Wisconsin, completed between 1834 and 1836 for Ozaukee County, are also valuable sources for identifying the location of significant Native American sites and trails. Survey records show there were additional Native American mounds and several Native American sugar camps, villages, and trails located in the County. These features are shown on Map III-41.

[Note: An archaeological site distribution study of Ozaukee County is available through the UW-Milwaukee Archaeology Department.]

### **Local Historical Societies and Museums**

There are several local historical societies affiliated with the State Historical Society of Wisconsin in the Ozaukee County planning area. These include the Mequon Historical Society, the Ozaukee County Historical Society, Cedarburg Cultural Center, Port Washington Historical Society, and Saukville Area Historical Society. Each historical society contains a varying number of facilities housing items of historical or archaeological significance, historical records and information, educational facilities, or gallery and performance facilities, which are summarized on Table III-32. The City of Mequon has the Mequon Historical Society, which is located at 6100 West Mequon Road 112N. The Mequon Historical Society maintains a historic site listed on the National and State Registers of Historic Places and a reading room. The resources of the Ozaukee County Historical Society, itself affiliated with the State Historical Society of Wisconsin, are also available to City residents.

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<sup>15</sup> *This Indian mound group is referenced in Antiquities of Wisconsin as Surveyed and Described, Smithsonian Institute, Washington D.C., 1855.*

As shown in Table III-32, most of the historical societies in the Ozaukee County planning area maintain facilities which contain items of historical or archaeological significance and historical records. The Cedarburg Cultural Center includes galleries which feature exhibits and performances and two off-site museums. The Mequon Historical Society maintains a historic site listed on the Nation and State Registers of Historic Places and a reading room. The Ozaukee County Historical Society maintains several sites including a collection of pioneer buildings located in Hawthorne Hills County Park,<sup>16</sup> a one-room school house, and archives of historical records pertaining to Ozaukee County. As of 2005, the Ozaukee County Historical Society was also working to restore the Interurban Depot in the City of Cedarburg for use as a museum and an archives research center. The Port Washington Historical Society operates a museum in the Light Station at 311 E. Johnson Street as well as a Research Center in the City of Port Washington. Other museums located in the Ozaukee County planning area include the National Flag Day Foundation Americanism Center located in the Town of Fredonia and the Wisconsin Museum of Quilts and Textiles located in the City of Cedarburg.

### **Cultural Venues, Events, and Organizations**

Cultural performances, events, and organizations that showcase the arts and the heritage of the City of Mequon and Ozaukee County greatly contribute to the quality of life and economy of the City and County. There are several venues at which cultural performances are regularly held. Many of these venues are not historic themselves, but serve as a cultural resource because they facilitate culturally significant performances and exhibits. They are listed in Table III-33. Cultural venues in the County include multi-faceted facilities such as the Cedarburg Cultural Center, which is a blend of performing arts center, art gallery, educational facility, museum, and community gathering place, the historic Rivoli Theatre, which continues to show movies in downtown Cedarburg due to the efforts of the Cedarburg Landmark Preservation Society, Inc., American Legion Posts, and attractions such as museums and restored historic buildings.

Table III-34 lists the cultural events that took place in Ozaukee County during 2006 and 2007. A wide range of events took place including: antique shows, seasonal festivals, parades, music series, flea markets, open houses, fairs, art crawls, and craft shows. Like the cultural venues, these events provide a medium to showcase the arts and heritage of the City and County. They also contribute to the quality of life and economy of the County and provide entertainment for residents and visitors. Cultural venues and events are often supported by cultural organizations located in the City and the County, which are listed on Table III-35. Many of these organizations provide volunteer staffing, fundraising, and promotion for the venues and events. Examples include the Luxemburg American Cultural Society, Grafton Blues Association, Cedarburg Festivals Inc, and clubs such as the Lions Clubs, Kiwanis Clubs, and Jaycees Clubs. Other organizations provide educational and recreational opportunities for the County's youth, such as the Boy Scout and Girl Scout troops and 4-H Clubs, or support the arts, such as the Cedar Creek Repertory Company and Port Summer Theater.

### **SUMMARY**

This chapter provides inventory information on existing agricultural, natural, and cultural resources in the City of Mequon. Information regarding soil types, existing farmland, farming operations, topography and geology, nonmetallic mining resources, water resources, forest resources, natural areas and critical species habitat sites, environmental corridors, park and open space sites, historical resources, and archeological resources is included in this chapter. The planning recommendations set forth in the Agricultural, Natural, and Cultural Resources Element chapter are directly related to the inventory information presented in this chapter. Inventory findings include:

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<sup>16</sup> There are 20 buildings dating from 1840 to 1900 including farm houses, schools, tradesmen's shops, and the railway station formerly located in Cedarburg at the Pioneer Village.

- All five of the soils found in Ozaukee County are present in the City of Mequon: the Kewaunee-Manawa association, the Ozaukee-Mequon association, the Hocheim-Sisson-Casco association, the Houghton-Adrian association and the Casco-Fabius association.
- Approximately 32.6 percent of the City of Mequon planning area is covered by hydric, or saturated soils, generally associated with stream beds and wetland areas. Although hydric soils are generally unsuitable for development, they may serve as important locations for the restoration of wetlands, as wildlife habitat, and for stormwater detention.
- The U.S. Natural Resources Conservation Service (NRCS) has created a land evaluation and site analysis (LESA) system to help identify areas to be preserved for farmland. LESA is a numeric system for rating potential farmland preservation areas by evaluating soil quality (LE or land evaluation) and geographic variables (SA or site assessment). To develop the LE rating the NRCS rated each soil type in Ozaukee and Washington Counties and placed the rated soils into groups ranging from the best suited to the worst suited for cropland use. The best group is assigned a value of 100 and all other groups are assigned lower values. In addition to soil type, the land evaluation component considers slope, the agricultural capability class, and soil productivity.
- Lands used for agriculture were identified in the SEWRPC 2000 land use inventory and include all croplands, pasture lands, orchards, nurseries, and non-residential farm buildings. In 2000, agricultural lands occupied about 11,529 acres of the City of Mequon.
- Ozaukee County farms produce a varied array of agricultural products including many varieties of crops and livestock. Among the most prominent of these agricultural products are corn, forage (hay, grass silage, and greenchop), soybeans, small grains, and dairy products.
- There were 533 farms in Ozaukee County in 2002. The average farm size in the County was 142 acres in 2002, while the median farm size was 79 acres. This compares to 204 acres and 140 acres, respectively, for farms in the State.
- In 2005, there were 7 parcels covering a total of 338 acres with CRP contracts in the City of Mequon. There were no parcels with CREP contracts in the City.
- Surface elevations in the Ozaukee County planning area range from a low of 580 feet above sea level in the Town of Belgium along Lake Michigan to a high of 988 feet in the southwestern portion of the Town of Cedarburg.
- There are 4 sites of geological importance located in the City of Mequon planning area encompassing a total of 52 acres. These sites include Thiensville Roadcut and Quarry, Ozaukee Buried Forest, Virmond Park Clay Banks, and Little Menomonee River Reef District.
- In 2000, there were 821 acres of surface water and 2,156 acres of wetlands in the City of Mequon planning area.
- In 2007, there were 3,849 acres of floodplains in the City of Mequon planning area.
- The City of Mequon planning area lies primarily within the Milwaukee River watershed, but the western part of the City planning area lies within the Menomonee River watershed.

- There were two dams located in the City of Mequon planning area in 2007, the John Albright Drainage Swale Dam and the Fish Creek Dam.
- There are three major inland lakes located entirely or partially within the Ozaukee County planning area. One of these, Lac du Cours, is located in the City of Mequon. Lac du Cours encompasses 57 acres and is located entirely in the Milwaukee River Watershed. The Milwaukee River and the Little Menomonee River are the two major streams located within the City of Mequon planning area. About 392 acres of the City of Mequon planning area were encompassed by lakes and ponds in 2000.
- Woodlands are defined as upland areas of one acre or more in area, having 17 or more trees per acre, each deciduous tree measuring at least four inches in diameter 4.5 feet above the ground, and having canopy coverage of 50 percent or greater. Coniferous tree plantations and reforestation projects are also classified as woodlands. Woodlands encompassed 1,671 acres, or about 5.3 percent of the City of Mequon planning area, in 2000.
- The Managed Forest Law (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin with a primary focus on timber production.
- Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. A total of nine natural areas encompassing about of 677 acres have been identified in the City of Mequon planning area.
- Critical species habitat sites consist of areas outside natural areas which are important for their ability to support rare, threatened, or endangered plant or animal species. Three sites supporting rare or threatened plant and animal species have been identified in the City of Mequon planning area. These sites encompass an area of 33 acres, less than one percent of the planning area. There are also 5 aquatic sites supporting threatened or rare fish, herptile, or mussel species in the City planning area. There are 14.4 stream miles of critical aquatic habitat in the planning area.
- The Wisconsin Wildlife Action plan was developed by the Department of Natural Resources (DNR) to focus efforts on conserving wildlife species that have been identified as Species of Greatest Conservation Need.
- Important Bird Areas (IBA) are sites that provide essential habitat to one or more species of breeding or non-breeding birds. There are two approved IBAs, the Ozaukee Bight Diving Duck Preserve and the Harrington Beach Diving Duck Preserve, located in Ozaukee County as of 2007. The Cedarburg Bog was also nominated for IBS status in 2007.
- Land use changes in Ozaukee County have resulted in a variety of artificial barriers that preclude aquatic life passage and isolate existing habitats. Over 200 potential impediments were identified in Ozaukee County streams in 2006.
- Pre-European settlement upland vegetation in Ozaukee County consisted of a mixture of American beech, sugar maple, basswood, black and white oak, and white ash. Lowland vegetation consisted of a mixture of black ash, American elm, and tamarack.
- Invasive plant species widely found in Ozaukee County include purple loosestrife and reed canary grass.
- Environmental corridors and isolated natural resource areas include the best remaining woodlands, wetlands, plant and wildlife habitat areas, and other natural resources and have truly immeasurable environmental and

recreational value. Environmental corridors and isolated natural resource areas are identified by SEWRPC and classified depending on their size. Primary environmental corridors are at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors are between 100 and 400 acres in size and at least one mile in length except where secondary corridors serve to link primary environmental corridors, in which case no minimum area or length criteria apply. Isolated natural resource areas are between five and 100 acres in size and at least 200 feet in width.

- In 2000, 3,022 acres in the City of Mequon planning area were located within primary environmental corridors. Secondary environmental corridors totaled 1,324 acres in the City planning area. Isolated natural resource areas within the City planning area totaled 875 acres.
- There were three County parks encompassing a total of 315 acres located within the City of Mequon in 2005. These sites were the Carlson Park/Ozaukee Ice Center, which encompassed 7 acres, Mee-Kwon County Park, which encompassed 244 acres, and Virmond Park, which encompassed 64 acres.
- In 2005, the DNR owned one site encompassing a total of 30 acres in the City of Mequon. The U.S. Fish and Wildlife did not own any sites.
- There were 26 park and open space sites owned by the local government and public schools in the City of Mequon planning area in 2005. Those sites encompassed 204 acres, or less than one percent of the planning area. The local government owned 20 of the park and open space sites which encompassed 548 acres. Public schools owned 6 of the park and open sites which encompassed 204 acres.
- In 2005, there were 23 privately owned park and open space sites located in the City of Mequon encompassing 1,964 acres, or about 6.2 percent of the City. There were 5 commercial sites which encompassed a total of 129 acres. There were 11 private sites which encompassed a total of 876 acres.
- In 2005, private organizations owned 7 sites in the City of Mequon encompassing a total of 729 acres for resource preservation purposes.
- In 2005, there were conservation easements on five sites encompassing a total of 157 acres in the City of Mequon. Four easements were held by the Ozaukee Washington Land Trust and one easement was held by MMSD.
- There were 32 historic places and districts in the planning area listed on the National Register of Historic Places and the State Register of Historical Places in 2005. Of the 32 historic places and districts listed on the National and State Registers, 27 are historic buildings or structures, five are historic districts, and one is a shipwreck. In addition to those historic sites and districts nominated to the National and State registers of historic places, there are 199 sites in the Ozaukee County planning area which have been designated as local landmarks by local governments. In 2005, there were 9 historic places in the City of Mequon listed on the National Register of Historic Places and the State Register of Historical Places.
- As of 2005, there were 393 known prehistoric and historic archaeological sites in the Ozaukee County planning area listed in the State Historical Society's Archaeological Sites Inventory, including prehistoric and historic camp sites, villages, and farmsteads; marked and unmarked burial sites; and Native American mounds. No archaeological sites in Ozaukee County are listed on the National or State Registers of Historic Places.
- The City of Mequon is home to the Mequon Historical Society. The Mequon Historical Society maintains a historic site listed on the National and State Registers of Historic Places and a reading room. The Ozaukee

County Historical Society also maintains several sites including a collection of pioneer buildings, a one-room school house, and archives of historical records pertaining to Ozaukee County.

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## Chapter IV

# INVENTORY OF EXISTING LAND USES, TRANSPORTATION FACILITIES AND SERVICES, AND UTILITIES AND COMMUNITY FACILITIES

## INTRODUCTION

The previous chapter presented the results of an inventory of natural resources and resource-related elements in the City of Mequon. This chapter presents an inventory of the built environment. The chapter is divided into three parts: an inventory of historical and existing land uses, an inventory of existing transportation facilities and services, and an inventory of existing utilities and community facilities. The planning recommendations set forth in the land use, transportation, and utilities and community facilities element chapters of this report are directly related to the inventory information presented in this chapter.

## PART I: LAND USE

The Commission relies on two types of inventories and analyses in order to monitor urban growth and development in the Region, an urban growth ring analysis and a land use inventory. The urban growth ring analysis delineates the outer limits of concentrations of urban development and depicts the urbanization of the Region over the past 150 years. When related to urban population levels, the urban growth ring analysis provides a good basis for calculating urban population and household densities. The Commission land use inventory is a more detailed inventory that places all land and water areas in the Region into one of the 66 land use categories, providing a basis for analyzing specific urban and non-urban land uses. Both the urban growth ring analysis and the land use inventory for the Region have been updated to the year 2000 under the continuing regional planning program.

### Urban Growth Ring Analysis and Historical Urban Growth

The urban growth analysis shows the historical pattern of urban settlement, growth, and development of the Ozaukee County planning area since 1850 for selected points in time. Areas identified as urban under this time series analysis include portions of the County planning area where residential structures or other buildings were constructed in relatively compact areas, thereby indicating a concentration of residential, commercial, industrial, governmental, institutional, or other urban uses. These areas must be at least five acres in size. In the case of residential uses, such areas must include at least 10 homes over a maximum distance of one-half mile along a linear feature such as a street or lakeshore, or at least 10 homes located in a relatively compact group within a residential subdivision. Urban land uses which do not meet these criteria because they lack the concentration of buildings or structures, such as cemeteries, airports, public parks, and golf courses, are identified as urban where such uses are surrounded on at least three sides by urban land uses that do meet the above criteria.

Historical urban growth in the Ozaukee County planning area between 1850 and 2000 is shown on Map IV-1. Urban growth for the years prior to 1940 was identified using a variety of sources, including the records of local historical societies, subdivision plat records, farm plat maps, U.S. Geological Survey maps, and Wisconsin Geological and Natural History survey records. Urban growth for the years 1950, 1963, 1975, 1985, 1995, and 2000 was identified using aerial photographs.

Small portions of the Port Washington, Cedarburg, Grafton, and Thiensville areas were developed prior to 1850. In 1900, urban development was still largely confined to the Port Washington, Cedarburg, Grafton, and Thiensville areas with additional development in the now incorporated areas of Saukville, Fredonia, Belgium, and Newburg. The period from 1900 to 1950 saw expansion around these areas of urban development. The pace of urban development accelerated after 1950. The period from 1950 to 2000 has seen significant urban growth in the southern portion of the County planning area in the Village of Grafton, City of Cedarburg, and the City of Mequon in an outward expansion of the Milwaukee metropolitan area. Moderate development in and around the City of Port Washington and the other established urban centers in the northern portion of the County planning area has also occurred during this period. In addition, there has been a proliferation of scattered enclaves in many portions of the County planning area removed from historic urban centers, particularly since 1963. In 2000, urban development encompassed about 42 square miles, or about 16 percent of the County planning area.

### **Urban Service Areas**

Urban service areas are identified in the regional land use plan based on the sanitary sewer service areas delineated in the regional water quality management plan. Urban service areas are currently served, or have the capacity to be served, by a public sanitary sewer system and public sewage treatment plant. These services allow for relatively dense residential, commercial, and industrial uses, which characterize urban areas. Urban service areas are also generally served by a municipal water utility or, in some cases, a private water supply system, local parks, local schools, and shopping areas. The City of Mequon/Village of Thiensville is an urban service area. Urban service areas in the Ozaukee County planning area are shown on Map II-3 in Chapter II.

### **Existing Land Uses**

Existing land uses in the City of Mequon in 2000 are shown on Map IV-2. The existing land uses for the City of Mequon are summarized in Table IV-1.

The existing land use map is based on the SEWRPC land use inventory conducted in 2000. The land use inventory is intended to serve as a relatively precise record of land use for the entire Region. The land use classification system used in the inventory consists of 66 categories and is detailed enough to provide a basis for developing future land use plans. (Appendix K identifies each land use category, and indicates how the various categories were grouped to produce Map IV-2 and Table IV-1.) Aerial photographs serve as the primary basis for identifying existing land uses, augmented by field surveys as appropriate. The most recent land use inventory was carried out based on aerial photography taking the spring of 2000. A later section of this chapter identifies major development projects that occurred between 2000 and 2006 in the City of Mequon in an effort to obtain the most current information available prior to beginning work on the land use element of this plan.

### ***Urban Land Uses***

Urban land uses consist of residential; commercial; industrial; governmental and institutional; and transportation, communication, and utility uses. As indicated in Table IV-1 and on Map IV-2, urban land uses encompassed about 11,549 acres, or 38.4 percent of the City of Mequon. Figure IV-1 illustrates a comparison of these uses.

### ***Residential***

Residential land comprised the largest urban land use category in the City of Mequon, encompassing 6,985 acres, or about 60.5 percent of all urban land and about 23.2 percent of land in the City of Mequon in 2000. The land use inventory identifies single-family, two-family, and multi-family structures. Single-family homes occupied 6,643 acres, or about 22.1 percent of the City, in 2000. Of the land developed for residential uses, about 95 percent consisted of single-family homes, about 3 percent consisted of two-family dwellings, and about 2 percent consisted of multi-family dwellings (three or more dwellings in a building).

### ***Commercial***

Commercial land encompassed about 325 acres or about 2.8 percent of all urban land and about 1.1 percent of the City in 2000. Commercial development is concentrated in the urban service areas. The City of Mequon has a

central business district that has concentrations of commercial development ranging from retail and service establishments to offices.

#### *Industrial*

Industrial land encompassed about 273 acres or about 2.4 percent of all urban land and less than one percent of the City of Mequon in 2000. The City of Mequon contains business parks, contiguous industrial land uses and individual industrial sites. These include Mequon Business Park (154 acres), East Mequon Corporate Center (48 acres), and Lakes of Mequon Park (120 acres).

#### *Transportation, Communications, and Utilities*

Land used for transportation, utilities, and communications facilities comprised the second largest urban land use category in the City of Mequon in 2000. These uses encompassed about 2,430 acres, or about 21 percent of all urban land and about 8.1 percent of the land in the City of Mequon. Streets and highways encompassed about 2,276 acres, or about 7.6 percent of the City, and railroad right-of-ways encompassed about 96 acres, or less than one percent of the City. A description of highway and street classification and rail service in the City is provided in the Transportation Facilities and Services section of this chapter. In 2000, land used for communication facilities and utilities encompassed about 58 acres, or less than one percent of the total area of the City of Mequon.

#### *Governmental and Institutional*

Land used for government and institutional uses encompassed about 513 acres, or about 4.4 percent of all urban land and about 1.7 percent of the total area of the City in 2000. In the City of Mequon, governmental and institutional lands accommodate the City Hall and other City facilities, a post office, 6 public and 2 private schools, 1 hospital, 4 other special medical centers, and 11 cemeteries.

#### *Recreational*

Intensively used recreational land encompassed about 1,023 acres, or about 8.9 percent of all urban land and about 3.4 percent of the City in 2000. Intensive recreational land only includes parks or portions of parks that have been developed with facilities such as playgrounds, major trails, tennis courts, baseball diamonds, soccer fields, and other playfields. A complete inventory of park and open space sites in the City is included in Chapter III of this report.

#### *Nonurban Land Uses*

Nonurban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; and open land. As indicated in Table IV-1 and on Map IV-2, nonurban land uses encompassed about 18,538 acres, or about 61.6 percent of the City of Mequon, in 2000. Figure IV-1 illustrates a comparison of these uses.

#### *Agricultural Lands*

Agricultural land was the predominant land use in the City of Mequon in 2000. It encompassed 11,528 acres, or about 62.2 percent of nonurban land uses and 38.3 percent of the City. Agricultural lands include all croplands, pasture lands, orchards, nurseries, and nonresidential farm buildings. A more detailed inventory of agricultural land in the City of Mequon is included in Chapter III of this report. Although agricultural land encompassed a large area of the City in 2000, it is expected that much of this land will be converted to an urban land use by the comprehensive plan design year 2035.

#### *Natural Resource Areas*

Natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 4,338 acres, or about 23.4 percent of nonurban land uses and about 14.4 percent of the City in 2000. A complete inventory of natural resource areas is included in Chapter III.

### *Open Land*

Open lands encompassed about 2,666 acres, or about 14.4 percent of nonurban land and about 8.9 percent of the City of Mequon in 2000. Open lands include lands in rural areas that are not being farmed, and other lands that have not been developed. Examples of lands in the latter category include undeveloped portions of park sites, excess transportation rights-of-way, lots that have been platted but not yet developed, subdivision outlots, and undeveloped portions of commercial and industrial lots. Some of this land may be converted to an urban land use by 2035.

### **Recent Development (2000 to 2006)**

The comprehensive plan for the City of Mequon and the Ozaukee County comprehensive plan must look ahead at least twenty years to ensure adequate supplies of land for urban and nonurban land uses. To ensure that future planning reflects land use development that has occurred to date, the 2000 land use inventory was supplemented by identifying major development projects that occurred between 2000 and 2006, based on the 2005 aerial photographs produced by SEWRPC, field checks, and consultation with local and county officials and staff.

### ***Recent Residential Development***

Map IV-3 shows the locations of residential development activity in the Ozaukee County planning area from 2000 through 2006. Map IV-3 includes lands that were developed or subdivided for residential development, including subdivision plats that were recorded as of December 31, 2005. The location of recent multi-family developments and developments of three or more lots created by certified survey map are also shown. Table IV-2 lists residential subdivision plats recorded from 2000 through 2006. There were 101 subdivisions platted or developed in this time period, encompassing about 3,750 acres. Twenty of these subdivisions, encompassing about 1,210 acres, were located in the City of Mequon.

### ***Other Recent Development***

Between 2000 and 2006 there were several major development projects, in addition to the subdivisions described above, that occurred within Ozaukee County, including the following developments in the City of Mequon:

- Three commercial developments located along Port Washington Road, two north of Mequon Road and one south of Mequon Road
- One commercial development located on Cedarburg Road south of Mequon Road
- Two industrial developments located south of Mequon Road and east of Industrial Drive

## **PART II: TRANSPORTATION FACILITIES AND SERVICES**

This section presents inventories of the existing transportation system in Ozaukee County and the City of Mequon. Much of the inventory information included in this section is drawn from the regional transportation system plan, which was being updated to a design year of 2035 at the time this chapter was prepared. The 2035 regional transportation plan, and the preceding plan for the year 2020, includes four elements: public transportation, systems management, bicycle and pedestrian facilities, and arterial streets and highways. Inventory information relating to each of these elements is presented in this section. Information on rail, harbors, and airport services is also provided. Information on County transit service is based on the Ozaukee County transit system development plan adopted in 2002.<sup>1</sup>

### **Streets and Highways**

The street and highway system serves several important functions, including providing for the movement of through vehicular traffic; providing for access of vehicular traffic to abutting land uses; providing for the

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<sup>1</sup> Documented in SEWRPC Community Assistance Planning Report No. 265, Ozaukee County Transit System Development Plan: 2002-2006, October 2002.

movement of pedestrian and bicycle traffic; and serving as the location for utilities and stormwater drainage facilities. Two of these functions—traffic movement and land access—are basically incompatible. As a result, street and highway system design is based on a functional grouping or classification of streets and highways, based on the primary function served. The three functional classifications of streets and highways are: 1) arterial streets; 2) collector streets; and 3) land access streets. In 2005, there were approximately 267.9 miles of streets and highways in the City of Mequon, measured along the centerline of each street or highway.

### ***Arterial Streets***

The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. The regional transportation system plan<sup>2</sup> identifies the location, number of lanes, and the level of government recommended to have jurisdiction over each arterial street and highway. Recommendations for the location and number of lanes of arterial streets and highways are determined in part by travel simulation models, which are used to determine the existing and potential travel demand on proposed transportation networks, based on the development pattern recommended by the regional land use plan. Map V-5 in Chapter V shows the arterial street and highway system recommended by the regional transportation system plan.

In addition to their functional classification, arterial streets and highways are also classified by the unit of government that has responsibility, or jurisdiction, over the facility. The Wisconsin Department of Transportation (WisDOT) has jurisdiction over the State trunk highway system, Ozaukee County has jurisdiction over the County trunk highway system, and each local government has jurisdiction over local arterial streets within the local government. Arterial streets and highways in Ozaukee County and City of Mequon in 2001, categorized by jurisdiction, are shown on Map IV-4

The State trunk highway system, which includes Interstate Highways, U.S.-numbered highways, and State highways, generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest degree of access control, and serve land uses of statewide or regional significance. State trunk highways (STH) serve the longest trips, principally carrying traffic traveling through Ozaukee County and between Ozaukee County and other counties. County trunk highways (CTH) should form an integrated system together with the state trunk highways and principally serve traffic between communities in the County and land uses of countywide importance. Local arterial streets and highways would serve the shortest trips, serve locally-oriented land uses in the City, carry the lightest traffic volumes on the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within the City.

### **Collector and Land Access Streets**

The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. In addition to collecting and distributing traffic from and to the land access streets, collector streets usually perform a secondary function of providing access to abutting property. The right-of-way width and cross-section for collector and land access streets are generally uniform throughout a community as specified in the community's land division ordinance or street specification policy,<sup>3</sup> compared to arterial streets whose widths and cross-sections vary based on anticipated traffic loads.

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<sup>2</sup> *The most recent regional transportation system plan is documented in SEWRPC Planning Report No. 46, A Regional Transportation System Plan for Southeastern Wisconsin: 2020, December 1997. A plan update to the design year 2035 is expected to be completed in spring 2006.*

<sup>3</sup> *Minimum right-of-way and pavement width requirements for new town roads are specified in Section 82.50 of the Wisconsin Statutes.*

### **County and Local Street Inventory**

WisDOT maintains a detailed database of county and local street information in the “Wisconsin Information System for Local Roads” (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement rating, the presence and type of shoulders or curbs, and the presence of sidewalks are available through a database that can be accessed through the WisDOT website by registered users. Administrative information, including the functional classification and owner of street, can also be obtained. The information in the database is provided by county and local governments, and is intended to assist in reporting roadway pavement conditions. Under Section 86.302 of the *Wisconsin Statutes*, pavement ratings must be submitted to WisDOT by each county and local government every other year. The PASER method (pavement surface evaluation and rating) is the most commonly used method in Wisconsin.

### **Systems Management**

The existing freeway traffic management system in Southeastern Wisconsin consists of many elements which are often referred to as intelligent transportation systems. The elements of the freeway traffic management system include: traffic detectors, ramp metering, high-occupancy vehicle bypass ramps, variable message signs, highway advisory radio, closed circuit television, service patrols, crash investigation sites, and enhanced reference markers. Ramp metering and variable message signs are present on southern portions of the Ozaukee County section of the freeway system.

In 2001, two on-ramps on the Ozaukee County portion of IH 43 were equipped with ramp meters and attendant traffic detectors. These include the southbound on-ramp at IH 43 and STH 167 (Mequon Road) and the southbound on-ramps at County Line Road on the Milwaukee – Ozaukee County line. These locations are metered to control traffic merging onto portions of the freeway that experience traffic congestion during the morning and evening peak-traffic periods.

There is also a variable message sign at the Milwaukee – Ozaukee County line, which provides travelers with real-time information about freeway traffic conditions. WisDOT uses the variable message sign to display current travel times to selected areas and to display information about lane and ramp closures as well as where travel delays begin and end.

### **Public Transportation**

Public transportation is the transportation of people by publicly operated vehicles between trip origins and destinations, and may be divided into service provided for the general public and service provided to special population groups. Examples of special group public transportation include yellow school bus service operated by area school districts, and fixed-route bus and paratransit van service provided by counties or municipalities for the elderly and disabled. Public transportation service to the general public may further be divided into the following three categories:

- Intercity or interregional public transportation, which provides service across regional boundaries and includes Amtrak railway passenger service, interregional bus service, and commercial air travel.
- Urban public transportation, commonly referred to as public transit, which is open to the general public and provides service within and between large urban areas. The fixed-route bus transit system operated by Ozaukee County falls in this category.
- Rural and small urban community public transportation, which is open to the general public and provides service in and between small urban communities and rural areas, and may provide connections to urban areas. The nonfixed-route shared-ride taxi systems operated by Ozaukee and Washington Counties and the City of Port Washington fall into this category.

Public transit is essential to meet the travel needs of persons unable to use personal automobile transportation; to provide an alternative mode of travel, particularly in heavily traveled corridors within and between urban areas and in densely developed urban communities and activity centers; to provide choice in transportation modes as an enhancement of quality of life; and to support and enhance the economy.

### ***Interregional Public Transportation***

In 2001, rail, bus, ferry, and airline carriers provided City of Mequon residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country.

#### ***Rail Service***

Scheduled intercity passenger train service serving City residents is provided by Amtrak over Canadian Pacific Railway trackage, with stops in the Region at the Milwaukee Intermodal Station in downtown Milwaukee, the Milwaukee Airport Rail Station serving General Mitchell International Airport, and at Sturtevant. Amtrak operates seven weekday trains in each direction between Milwaukee and Chicago and one weekday train in each direction between Chicago, Milwaukee, Minneapolis-St. Paul, and Seattle. Commuter rail service is provided between Kenosha and Chicago by Metra's Union Pacific North line with intermediate stops along Chicago's north shore suburbs. Planning work is underway to provide commuter rail service between Kenosha, Racine, and Milwaukee that would be coordinated with the Metra service. A feasibility study for such service in the Kenosha-Racine-Milwaukee (KRM) corridor was completed in 1998, followed by a corridor study in 2003. Subsequent to this, a detailed alternatives analysis and Draft Environmental Impact Statement was initiated and was being completed in 2007. The next step for KRM project development will be to undertake preliminary engineering.

#### ***Bus Service***

Intercity bus service serving City residents is provided by five carriers that stop in nearby downtown Milwaukee. Four of these -- Greyhound, Lamers, Coach USA, and Indian Trails -- stop at the Milwaukee Intermodal Station and provide almost 30 departures daily. One of these -- Badger Coaches -- stops at the Milwaukee Badger Bus Depot and provides at least 6 departures daily. None of these carriers make local stops within Ozaukee County. These carriers provide direct scheduled intercity service to a variety of Wisconsin locations including Appleton, Eau Claire, Fond du Lac, General Mitchell International Airport, Green Bay, Madison, Kenosha, Racine, Waukesha County, and Wausau; to Chicago including O'Hare International and Midway Airports, to Minneapolis-St. Paul, and to Calumet, Michigan.

#### ***Ferry Service***

Cross-lake ferry service is available in nearby cities. Ferry services for passengers and visitor vehicles are available between Milwaukee and Muskegon, Michigan and between Manitowoc and Ludington, Michigan. Both ferry services operate seasonally in the months of May through October of each year.

#### ***Air Service***

Scheduled air carrier service for City residents is provided by a number of air carriers at Milwaukee County's General Mitchell International Airport. There are over 450 scheduled nonstop weekday flights between Mitchell International and 90 other cities and metropolitan areas, with connections available to any destination served by air.

### ***Urban Public Transportation***

#### ***Ozaukee County Express Bus System***

The Ozaukee County Express Bus System consists of one express commuter bus route, Route No. 143, and connecting shuttle service, as shown on Map IV-5. The buses used are owned by Ozaukee County; however, the route is operated by the Milwaukee County Transit System (MCTS). The route operates between four park-ride lots and other stops in Ozaukee County and stops in downtown Milwaukee. Table IV-3 sets forth the location of the four park-ride lots in Ozaukee County. Three of the park-ride lots are public facilities located along IH 43

including the Cedarburg, Grafton, and Port Washington park-ride lots. A fourth public park-ride lot is located in Fredonia along STH 57. The majority of the scheduled bus trips serve the Cedarburg and Grafton park-ride lots and bus stops along N. Port Washington Road (CTH W). The bus stops are located near the intersection of Mequon Road (STH 167) and Port Washington Road, Columbia-St. Mary's Hospital in Mequon, and the Grafton Target Store. Selected bus trips are extended via IH 43 and STH 57 to serve the Port Washington and Fredonia park-ride lots, the bus stop located in the Wal-Mart parking lot near the IH 43 and STH 33 interchange, and nearby employers. A limited number of bus trips also operate exclusively on IH 43 in the southern portion to the County to provide faster service for commuters between the park-ride lots and downtown Milwaukee.

In Milwaukee County the route operates nonstop along IH 43 north of Capitol Drive. The route makes frequent stops on streets paralleling IH 43 on Milwaukee's north side en-route to the central business district and the southern terminus of the route, 6<sup>th</sup> Street and Mitchell Boulevard. Stops in Milwaukee County are located at major trip generators or transfer points with MCTS routes.

The Ozaukee County Express also provides fixed-route shuttle services between the Grafton Target Store park-ride lot, Grafton park-ride lot, and Saukville Wal-Mart store bus stop and the business parks in Grafton and Saukville. As of 2006, the shuttle service was operated by the Ozaukee County Shared-Ride Taxi System on three routes originating from the above Express stops throughout the day to connect with various Express bus trips, as shown on Map IV-5. Route No. 143 directly serves the business park in Fredonia in place of a former shuttle route. In addition to scheduled shuttle routes, advance reservation shuttle service is available through the Ozaukee County taxi system to provide connecting service to and from any bus stop and bus trip not served by a scheduled shuttle during the regular taxi system operation schedule.

Express bus and shuttle bus route service levels as of 2006 are summarized in Table IV-4. Routes are designed to serve Milwaukee County residents commuting to first, second, and third shift jobs in Ozaukee County and Ozaukee County residents commuting to jobs in downtown Milwaukee. Service is provided primarily on weekdays with southbound buses operating from Monday morning through Friday evening and northbound buses operating from Sunday evening through Friday evening. Special service is also provided in the summer months to festivals and special events held on the Milwaukee lakefront. Express bus system ridership between 1996 and 2005 is set forth in Table IV-5. Ridership has increased from 80,308 passengers to 100,981 passengers, or almost 26 percent between the first full year of service in 1997 and 2005.

### ***Rural and Small Urban Community Public Transportation***

#### ***Ozaukee County Shared-Ride Taxi System***

The Ozaukee County Shared-Ride Taxi System is provided and operated by Ozaukee County and serves the City of Mequon. The system is designed to serve any trip made within Ozaukee County during its operating hours. Service areas for the County shared-ride taxi system as of 2006 are shown on Map IV-6. All areas of the County are served except for trips with both trip ends located within the City of Port Washington Transport Taxi service area as shown on Map IV-6. These trips are only served by the County shared-ride taxi system if they are outside the operating hours of the City taxi system, or are trips made by disabled persons who cannot be served by the City taxi system. The County system also serves a transfer point in coordination with the Washington County Shared-Ride Taxi System in the Village of Newburg.

The Ozaukee County Shared-Ride Taxi System provides door-to-door service for the general public and the disabled. Service is provided on a shared-ride basis where passengers with different origins and destinations may share a vehicle for a portion of their trips. The hours of operation for the taxi service are as follows:

- Monday through Thursday, 6:00 a.m. to 6:00 p.m.
- Friday, 6:00 a.m. to 9:00 p.m.
- Saturday, 8:30 a.m. to 6:00 p.m.

- Sunday, 8:00 to 12:00 p.m.

Service is provided on the day requested through an advance reservation system. The maximum response time is 45 minutes. County shared-ride taxi ridership between 1998 and 2005 is summarized in Table IV-6. Ridership has increased from 23,991 passengers to 69,108 passengers, or 188 percent, between the first full year of service in 1998 and 2005.

## **Bicycle and Pedestrian Facilities**

### *Bikeways*

A "bikeway" is a general term that includes any road, path, or way that may legally be used for bicycle travel. Types of bikeways include "bike paths," which are physically separated from motorized vehicles; "bike lanes," which are portions of roadways that are designated by striping, signing, and pavement markings for the exclusive or preferential use of bicycles; and "shared roadways," which are roadways that do not have designated bicycle lanes, but may be legally used for bicycle travel. Generally, all streets and highways except freeways may be used by bicyclists. A "bike route" or "bike trail" is a bikeway designated with directional and information markers, and may consist of a combination of bike paths, bike lanes, and shared roadways. Bikeways are also classified as either "on-street" or "off-street" bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. "Off-street" bikeways are bike paths not located in a street right-of-way. Off-street bikeways are typically located in utility rights-of-way or along rivers or streams, or may serve as short connectors between residential areas and commercial or public facilities.

Bikeways in the Ozaukee County planning area in 2005 are shown on Map IV-7, and totaled about 138 miles. The longest bikeway in the County is the Ozaukee Interurban Trail, which spans 29.5 miles across the entire length of Ozaukee County from north to south. The Interurban Trail route is located primarily on the former right-of-way of an interurban electric railway that extended from the City of Milwaukee through Ozaukee County to Sheboygan from 1905 to 1951. Today the Ozaukee Interurban Trail largely follows an existing We Energies right-of-way with some on-street segments in the Village and Town of Grafton, the City of Cedarburg and the City and Town of Port Washington.<sup>4</sup> The entire length of the trail is paved. The trail can be used for recreational purposes or for transportation-oriented purposes such as commuting to and from employment and commerce. Horses and motorized vehicles are not allowed on the trail.

Additional on-street and off-street bikeways are located in the City of Mequon and the Town of Cedarburg with a few on-street miles in the City of Cedarburg, including a total of about 21 miles of off-street bikeways and about 87 miles of on-street bikeways. There is also an off-street bikeway in the Village of Fredonia, which is less than one mile in length.

### *Pedestrian Facilities*

A comprehensive inventory of pedestrian facilities, such as sidewalks, has not been completed for the City of Mequon. However, the Commission has developed a pedestrian facilities policy, which applies to facilities in the City, as documented in the Amendment to the Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2020. It recommends that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in the Region adopt and follow certain recommended policies and guidelines with regard to the development of those facilities. These policies and guidelines are designed to facilitate safe and efficient pedestrian travel within the Region and are documented in Appendix A of

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<sup>4</sup> An on-street section of the trail near IH 43 will be relocated off-street following construction of a trail bridge over IH 43 in 2006. An additional section of on-street trail in the City of Port Washington will be relocated off-street following the construction of a railroad underpass in 2007.

the amendment to the regional bicycle and pedestrian facilities system plan. Recommendations for provisions of sidewalks in areas of existing or planned urban development are summarized in Table IV-7. The City of Mequon requires sidewalks for new urban developments.

## **Other Transportation Facilities and Services**

### **Rail Freight Services**

As shown on Map IV-8, railway freight service was provided within Ozaukee County by three railway companies over approximately 54 miles of active mainline railway lines as of December 2005. The Union Pacific Railroad provided freight service over an approximately 25 mile segment of railway in the eastern portion of the County. This railway traversed the County from south to north serving the urban service areas of Mequon-Thiensville, City of Port Washington, and Village of Belgium. The Canadian National Railway provided freight service over an approximately 17 mile segment of railway in the central portion of the planning area from the southern boundary of the County to the northern boundary of the Village of Saukville. Between this point and the northern boundary of the County, the approximately 11 mile segment of railway is owned by the Wisconsin and Southern Railroad Company. There were 10.72 miles of railroad located in the City of Mequon in 2005.

### **Ports and Harbors**

There is one small boat harbor located in the City of Mequon vicinity, the Port Washington Marina located on Lake Michigan adjacent to downtown Port Washington. The marina is open to the public and is owned and managed by the City of Port Washington. There are 220 deep water slips and seasonal public restrooms. The marina operates seasonally from April 1 to November 1 of each year. As of 2005, there were plans to construct a floating dock north of the main marina that would include 24 additional slips.

Water freight and transportation facilities and services are provided to the City of Mequon by the Port of Milwaukee, which is located 12 miles south of Ozaukee County in the City of Milwaukee.

### **Airports**

There are no public use airports, either publicly or privately owned, in the City or the County; however, air services are available within a reasonable distance. As described earlier in this chapter, commercial airline service is provided to residents of the planning area by General Mitchell International Airport, located south of the City in Milwaukee County. Chartered air service and air freight services are also provided at the following publicly owned airports in the vicinity of the planning area: West Bend Municipal Airport and Hartford Municipal Airport, located west of the City in Washington County; Lawrence Timmerman Field located southwest of the City in Milwaukee County; and Sheboygan County Memorial Airport, located north of the City in Sheboygan County. These airports are capable of accommodating most types of general aviation aircraft.

There are six private-use airports and two private-use heliports in Ozaukee County as shown on Map IV-9. Airports include Covered Bridge Fields, Ashenfelter Aerodrome, Eagles Wing Airport, Flying School Ranch, Ozaukee Airport, and Didier Farm. Private heliports are located at Columbia-St. Mary's Hospital and Hoffman Properties Inc. These airports and heliports are restricted use facilities and are not open for use by the general public. The airports include a turf runway and few other facilities or lighting and navigational aids.

## **PART III: UTILITIES AND COMMUNITY FACILITIES AND SERVICES**

Urban development in the City of Mequon is dependant on public utilities which provide residents with electric power, natural gas, communication, water, and sewage and solid waste management facilities and services, and community facilities which provide residents with educational, recreational, administrative, and other services. This section inventories sanitary sewer service, water supply, stormwater management facilities, private utilities, solid waste management facilities, health care facilities, government and public institutional centers, police

service, fire protection and service areas, EMS service areas, public and private schools, childcare facilities, nursing homes, and cemeteries.

### **Sanitary Sewer Service**

SEWRPC is the designated water quality management agency for the Southeastern Wisconsin Region. An areawide water quality management plan for the Region was adopted in 1979, aimed at achieving clean surface waters in the seven county Region.<sup>5</sup> The plan has five basic elements. One of these elements is a point source pollution abatement element with recommendations concerning the location and extent of sanitary sewer service areas; the location, type, capacity of, and level of treatment to be provided at, sewage treatment facilities; the location and configuration of intercommunity trunk sewers; and the abatement of pollution from sewer system overflows and from industrial wastewater discharges.

The plan was formally endorsed by the Wisconsin Natural Resources Board on July 25, 1979. Such endorsement is particularly important because under State law and administrative rules, certain actions by the Wisconsin Department of Natural Resources (WDNR) must be in accordance with the adopted plan. These actions include approval of waste discharge permits, approval of State and Federal grants for the construction of wastewater treatment and conveyance facilities, and approval of locally proposed sanitary sewer extensions.

Virtually all of the 85 generalized sewer service areas identified in the 1979 regional water quality management plan (WQMP) have been refined and detailed through the preparation by SEWRPC of a sewer service area plan for each sewage treatment plant recommended in the WQMP. Portions of the City of Mequon are located within the Milwaukee Metropolitan Sewerage District (MMSD) and wastewater is treated at MMSD sewage treatment plants in Milwaukee County.

Table IV-8 summarizes existing conditions and design capacities of public sewage treatment plants in the City of Mequon, as documented for the regional RWQMP update. Lands in each sanitary sewer service area and lands served with sanitary sewers in Ozaukee County are also shown on Map IV-10. About 29 square miles, or about 12 percent of the County, were served by public sanitary sewers in 2000. An estimated 64,500 residents, or about 78 percent of Ozaukee County residents, were served by public sewer.

### **Private On-Site Wastewater Treatment**

Ozaukee County regulates private on-site wastewater treatment systems (POWTS) for any development that is not served by sanitary sewer in the County. Development in this case applies to residential uses and commercial and industrial uses that have employees. The authority to regulate POWTS comes from the Wisconsin Administrative Code, specifically Chapters Comm 5, Comm 16, Comm 82 through 87, and Comm 91. Chapter IX, "Sanitation and Health," of the Ozaukee County Code of Ordinances sets forth the regulations for POWTS in both incorporated and unincorporated portions of the County. When a public sanitary sewer system becomes available to a parcel, the POWTS must be disconnected and abandoned. Connection to the public sanitary sewer system must occur within 12 months of availability. Local governments make the determination whether public sanitary sewer service is available to a parcel.

There are several different types of POWTS including conventional systems, in-ground pressure systems, mound systems, at-grade systems, holding tank systems, and other experimental systems. All wastewater must discharge into a public sewerage system or a POWTS. The ability of soil to accept wastewater from a development differs depending on the type of soil. For this reason, all development proposed to be served by a POWTS requires a field inspection to determine if the soils present in a specific location are suitable for the proposed development and what method of on-site wastewater treatment is most suitable. In 2005, there were a total of 7,750 POWTS in Ozaukee County. The number and type of POWTS in each U.S. Public Land Survey township are set forth in

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<sup>5</sup> *An update to the Regional Water Quality Management Plan will be completed in 2007.*

Table IV-9. Most of the POWTS listed in Table IV-9 are located in civil towns and the City of Mequon. In 2005, there were 1,187 private on-site wastewater treatment systems located in the City of Mequon. Of this number, 499, or 42 percent, were conventional or in-ground pressure systems; 462, or 39 percent, were mound or at grade systems; and 226, or 19 percent, were holding tanks.

### **Water Supply**

Map IV-11 shows portions of Ozaukee County served by public water utilities and private water supply systems,<sup>6</sup> and those areas where development depends on the use of private wells. Lake Michigan water is supplied to portions of the City of Mequon by We Energies, who purchases the water from the Milwaukee Water Works. A few small areas within the City of Mequon are served by private water utilities that provide groundwater.

### **Stormwater Management Facilities**

The dispersal of urban land uses over greater amounts of the County increases stormwater runoff which must be accommodated by the stream network or by engineered storm sewer systems to which new urban development is adjacent. Stormwater management facilities should be adequate to serve proposed development. Such facilities may include: curbs and gutters, catch basins and inlets, storm sewers, and stormwater storage facilities for quantity and quality control such as detention and retention ponds. Detention and retention ponds are not generally designed to alter or accommodate flood storage that would change the 100-year floodplain, but rather serve to moderate peak runoff following rainstorms. The City of Mequon regulates stormwater management facilities through stormwater management and erosion control ordinances or regulations, which are inventoried in Chapter V. The WDNR has notified Ozaukee County through a notice of intent (NOI), under the US EPA Phase II stormwater management regulations and Chapter NR 216 of the *Wisconsin Administrative Code*, that the County will need to prepare a stormwater management and construction site erosion control ordinance for the portion of the County not already under US EPA Phase I regulations. The Phase I regulations apply in the more urban portions of the County, including the City of Mequon.

Street improvements in areas with urban density development should employ curb and gutter and storm sewer facilities to carry the amount of stormwater runoff that can be generated in such an area (urban areas tend to have a greater percentage of impervious surfaces which produce increased stormwater runoff), although roadside ditches and swales may be appropriate for some lower density residential development. To collect the increased stormwater runoff produced by some urban developments, stormwater storage and infiltration facilities may need to be constructed. These facilities consist of dry ponds, wet ponds, and infiltration basins. They serve to store excessive stormwater until drainage facilities have open capacity. Street improvements in areas with rural density development (and less impervious surfaces) tend to employ roadside ditches and swales, culverts, and overland flow paths to carry stormwater runoff. The City of Mequon has a combination of curb and gutter systems and roadside swales and culverts to handle stormwater collection.

### **Private Utilities**

#### ***Electric Power Service***

The City of Mequon is provided with electric power service by We Energies. Electric power service is available on demand throughout the planning area and does not constitute a constraint on the location or intensity of urban development in the planning area. A We Energies electric power generation facility is located in the City of Port Washington along Lake Michigan, south of downtown.

#### ***Natural Gas Service***

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<sup>6</sup> Private water supply systems typically provide infrastructure to serve multiple residences in a single family residential or multi-family residential development or a large institutional development. Water serving these developments does not come from a municipal source.

The City of Mequon is provided with natural gas by We Energies. A major natural gas pipeline has been constructed through the Ozaukee County planning area, which is shown on Map IV-12. The pipeline follows an east to west route entering the County planning area in the northwest corner of the Town of Cedarburg and extends to the We Energies power plant in the City of Port Washington.

### ***Telecommunications Service***

Although there are many telecommunication service providers, there are only a few basic types of communication services. These are: 1) Voice Transmission Services; including: “Plain Old Telephone Service” (POTS); cellular wireless; satellite wireless; packet-based telephone networks (ATM-Frame Relay); and Internet voice services; 2) Data Transmission Services, including: the Internet; ATM-Frame Relay, and third generation (3G) cellular wireless networks; 3) Multimedia Services, including: video, imaging, streaming video, data, and voice; and 4) Broadcast Services, including: AM/FM terrestrial radio, satellite radio and television, terrestrial television, and cable television.

Wireless antennas providing wireless cell phone service were inventoried in 2006 as part of the regional telecommunications plan. Providers with wireless antennas in the County planning area included Cingular, Nextel, Sprint, T-Mobile, U.S. Cellular, and Verizon. The location of wireless antennas in the City and the County are shown on Map IV-13 and listed on Table IV-10.

### ***Solid Waste Management Facilities***

City of Mequon residents may privately hire Veolia, Waste Management, or Ozaukee Disposal for garbage collection services. Waste from the City is landfilled at the Glacier Ridge Landfill in Horicon, or the Orchard Ridge Landfill in Menomonee Falls. Former solid waste sites in the Ozaukee County planning area are shown on Map IV-14.

Another method of disposal of solid waste in the City is recycling. Section 159.09 of the Wisconsin Statutes, a component of Wisconsin’s recycling law, provides for designation of responsible units of government for implementing recycling programs across the State. These units of government may be County governments or municipal governments. The duties of responsible units include: development of a recycling or other program to manage the solid waste generated within its jurisdiction, preparing a report setting forth the manner in which the responsible unit intends to implement its program, and providing information to the WDNR describing the implementation status of the program. The City of Mequon is the “responsible unit of government” for implementing a recycling program within the City.

Additional solid waste programs administered by Ozaukee County as of 2005 included a household hazardous waste (HHW) drop-off program and a countywide used tire collection day. In 2005, City residents could drop off HHW items at the Veolia/Superior Services waste facility located in the City of Port Washington. This program was eliminated in 2006; however, Veolia may still be contacted for HHW disposal information. A countywide used tire collection day was held by Ozaukee County at the Ozaukee County Fairgrounds in 2005. City residents were able to dispose of used car tires, light truck tires, heavy truck tires, and rear tires for tractors and combines.

## **COMMUNITY FACILITIES IN THE CITY OF MEQUON**

### ***Health Care Facilities***

Health care facilities in the City and the County in 2005 are shown on Map IV-15 and Table IV-11. In 2005, the City of Mequon boasted the one hospital in the Ozaukee County planning area offering a full range of medical services. This is Columbia-St. Mary’s Hospital located near the intersection of CTH W (Port Washington Road) and Highland Drive. Columbia-St. Mary’s had 82 beds in 2005, but plans an expansion of 78 beds in 2006, which would bring the total number of beds to 160. The City of Mequon is also home to four other medical centers, including the Advanced Health Care West Mequon Clinic, the Aurora Health Care Quick Care Clinic, the

Advanced Healthcare-East Mequon Clinic and Surgery Center, and the Aurora Health Care Rehabilitation Center and Clinic.

### **City Hall, Post Office, and Library**

Government and public institutional centers in the City of Mequon are shown on Map IV-16 and Table IV-12. The Mequon City Hall is located at 11333 N. Cedarburg Road and the U.S. Post Office is located at 124 W. Freidstadt Road in the Village of Thiensville. The Frank L. Weyenburg Public Library is located at 11345 N. Cedarburg Road.

### **Police, Fire Protection, and Emergency Rescue Services**

Law enforcement stations and service areas in the County in 2005 are shown on Map IV-17 and Table IV-13. In 2005, police protection in the City of Mequon was provided by the City of Mequon Police Department, which employs 38 full time officers and 21 part time officers. Fire stations and service areas in the County in 2005 are shown on Map IV-18 and Table IV-14. Fire protection was provided by the Mequon Fire Department. The Mequon Fire Department employs one paid fire department employee and 50 paid on-call firefighters. The Mequon Fire Department has a service zone area of 30,766 acres, which includes a small portion of the Village of Thiensville. Emergency medical service zones in the County in 2005 are shown on Map IV-19 and on Table IV-15. Mequon Rescue and Ambulance provided the City with emergency rescue services in 2005 and has a service zone of 30,766 acres, which includes a small portion of the Village of Thiensville.

### **Dispatch Centers**

There are five dispatch centers in Ozaukee County taking emergency calls 24 hours a day, which are operated by the Ozaukee County Sheriff's Department and the Mequon, Cedarburg, Grafton, and Port Washington Police Departments. In addition, there is a dispatch center operated by the Saukville Police Department from 8:00 a.m. to 10:00 p.m. and a dispatch center operated by the Thiensville Police Department from 8:00 a.m. to 4:00 p.m. Emergency calls placed to these dispatch centers outside operating hours are diverted to the Ozaukee County Sheriff's Department. Dispatch centers in the County are shown on Map IV-20.

### **Schools**

Public and private schools, public school districts, and schools and universities in the County in 2005 are shown on Map IV-21 and Table IV-16. The City of Mequon lies within the Mequon School District. The district operates six schools within the City, Homestead High School, Lake Shore Middle School, Steffen Middle School, Donges Bay School, Oriole Lane School, and Wilson School, with a total combined enrollment of 4,024 students. Two private schools, Trinity Lutheran and Lumen Christi, are located within the City and have a combined total enrollment of 430 students. There are also three institutions of higher learning located within the City of Mequon: Concordia University, Milwaukee Area Technical College-Mequon Campus, and the Wisconsin Lutheran Seminary. The University of Wisconsin-Milwaukee (UWM) also maintains a field station with research facilities located at the Cedarburg Bog Natural Area in the Town of Saukville.

### **Cemeteries**

Cemeteries in the City of Mequon are shown on Map IV-2 and Table IV-17. There are 11 cemeteries in the City of Mequon: Trinity Evangelical Lutheran Cemetery, Resurrection Cemetery, Trinity Lutheran Cemetery, Opitz Cemetery, St. Boniface Episcopal Cemetery, St. James Catholic Church Cemetery, St. John's Lutheran Church Cemetery, Trinity Lutheran Church Cemetery, Cemetery, Old Settler's Cemetery, and St. Francis Borgia Catholic Cemetery. Together, the cemeteries encompass about 71.7 acres.

### **Childcare Facilities**

Childcare facilities in Ozaukee County in 2004 are shown on Map IV-22 and Table IV-18. Childcare facilities are regulated by the Bureau of Regulation and Licensing (BRL) in the Wisconsin Department of Health and Family Services. There are two types of childcare facilities regulated by the BRL, family childcare centers and group childcare centers. Family childcare centers are facilities which provide care for four to eight children. These

programs are generally operated in a provider's home and are licensed by the BRL under *Wisconsin Administrative Code* Chapter HFS 45. Group childcare centers are facilities which provide care for nine or more children. These programs are generally operated outside of the provider's home and are licensed by the BRL under *Wisconsin Administrative Code* Chapter HFS 46. In 2005, there were 14 licensed group childcare centers in the City of Mequon with a total capacity of 755 children.

### **Nursing Homes**

Nursing homes and retirement communities in the City and Ozaukee County in 2005 are shown on Map IV-23 and Table IV-19. In 2005, there were five nursing homes in Ozaukee County offering skilled nursing facilities. Three of these facilities also offered a variety of retirement community services. Two of these facilities, the Sarah Chudnow Campus and Newcastle Place and the Highlands at Newcastle Place, are located in the City of Mequon. Services range from independent living with additional personal care services if needed to assisted living facilities and nursing home facilities.

### **Assisted Living Facilities**

Assisted living facilities in the Ozaukee County planning area in 2006 are shown on Map IV-24 and Table IV-20. Assisted living facilities include community based residential facilities (CBRF's) and adult family homes. Assisted living facilities located in the County as of 2006 are listed on Table IV-20 and shown on Map IV-26. CBRF's are facilities for persons of advanced age and developmentally and physically disabled persons that offer room and board, supervision, support services, and no more than three hours of nursing care per week. CBRF's are licensed by the Wisconsin Department of Health and Family Services and can serve five or more people. In 2006, there were 20 CBRF's located in the County with a combined capacity to serve 335 people. Three of these community based residential facilities (CBRF's) were located in the City of Mequon. Adult family homes provide community residential services for one or two people in county-certified homes and three to four people in State-certified homes. Residents receive care, treatment, or services that are above the level of room and board and up to seven hours of nursing care per week. There were eight State-certified homes with a combined capacity to serve 30 people, and no county-certified homes located in the County in 2006. Three of these adult family homes were located in the City of Mequon.

## **SUMMARY**

This chapter provides inventory information on existing land uses in the City of Mequon and transportation facilities and services and utilities and community facilities serving the City of Mequon. The planning recommendations set forth in the land use, transportation, and utilities and community facilities element chapters of this report are directly related to the inventory information presented in this chapter. The following is a summary of the information in this Chapter:

- Urban land uses consist of residential; commercial; industrial; governmental and institutional; and transportation, communication, and utility uses. Urban land uses encompassed about 11,549 acres, or about 38.4 percent of the City of Mequon, in 2000. Residential land comprised the largest urban land use category in the City of Mequon, encompassing 6,985 acres, or about 60.5 percent of all urban land and about 23.2 percent of the City. Commercial land encompassed about 323 acres or about 2.8 percent of all urban land and about 1.1 percent of the City. Industrial land encompassed about 273 acres or about 2.4 percent of all urban land and less than one percent of the City. Land used for transportation, utilities, and communications facilities encompassed about 2,430 acres, or about 21 percent of all urban land and about 8.1 percent of the City. Land used for government and institutional uses encompassed about 512 acres, or about 4.4 percent of all urban land and about 1.7 percent of the City. Intensively used recreational land encompassed about 1,023 acres, or about 8.9 percent of all urban land and about 2 percent of the City.

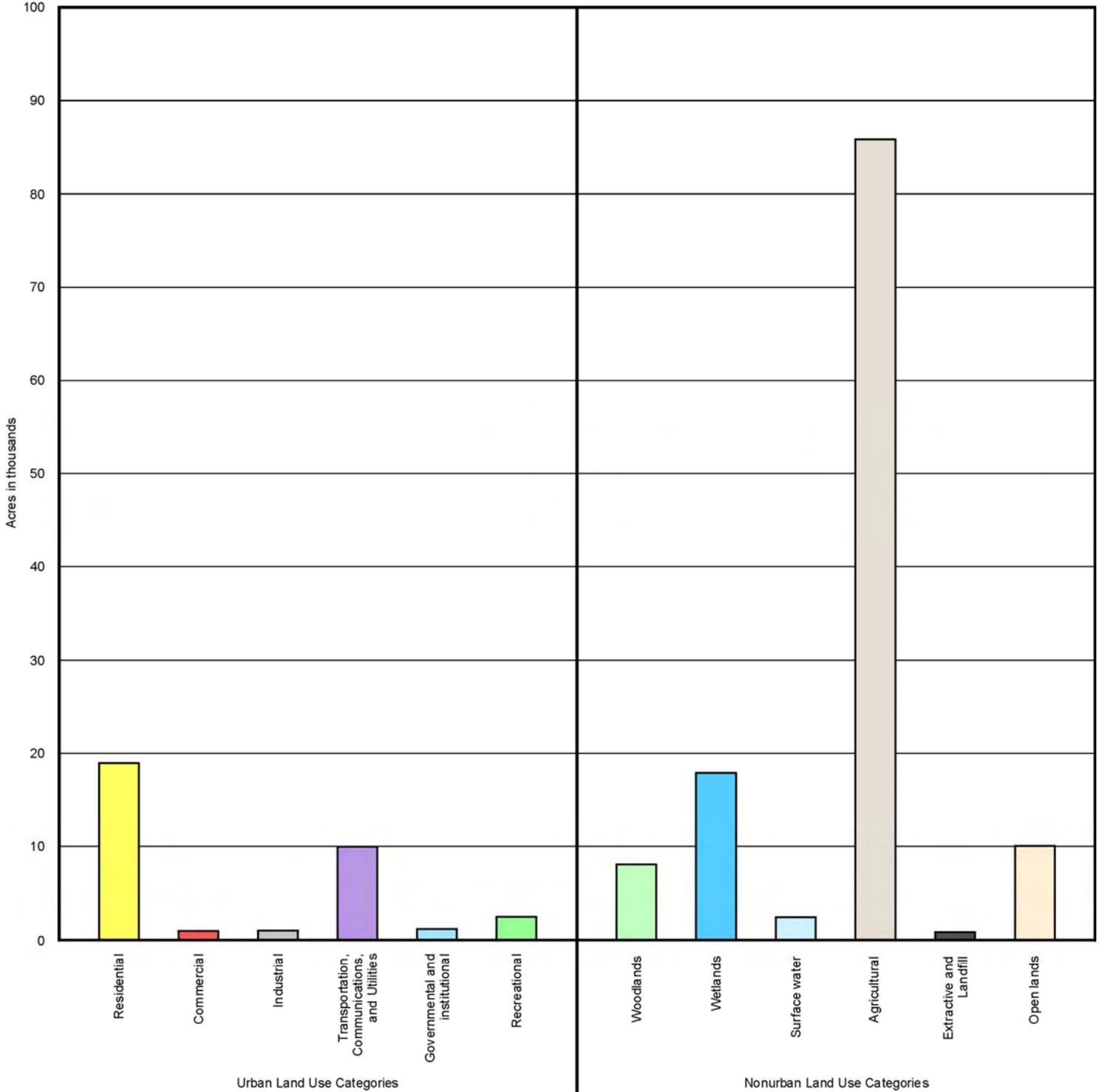
- Nonurban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; quarries and landfills; and unused land. Nonurban land uses encompassed about 18,538 acres, or about 61.6 percent of the City of Mequon, in 2000. Agricultural land encompassed 11,529 acres, or about 62.2 percent of nonurban land uses and 38.3 percent of the City. Natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 4,339 acres, or about 23.4 percent of nonurban land uses and about 14.4 percent of the City. Open lands encompassed about 2,667 acres, or about 14.4 percent of nonurban land and about 8.9 percent of the City of Mequon.
- To ensure that future planning reflects land use development that has occurred to date, the 2000 land use inventory was supplemented by identifying major development projects that occurred between 2000 and 2006, based on the 2005 aerial photographs produced by SEWRPC, field checks, and consultation with City staff.
- Much of the transportation facilities and services inventory information in Part II is drawn from the regional transportation system plan, which was recently updated to a design year of 2035. The 2035 regional transportation plan, and the preceding plan for the year 2020, includes four elements: public transportation, systems management, bicycle and pedestrian facilities, and arterial streets and highways. Information on rail, harbors, airport services, and freight services is also provided. Information on County transit service in the City is based on the Ozaukee County transit system development plan adopted in 2002.
- The street and highway system serves several important functions, including providing for the movement of through vehicular traffic; providing for access of vehicular traffic to abutting land uses; providing for the movement of pedestrian and bicycle traffic; and serving as the location for utilities and stormwater drainage facilities. In 2005, there were approximately 267.9 miles of streets and highways in the City of Mequon, measured along the centerline of each street or highway. The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. WisDOT maintains a detailed database of county and local street information in the “Wisconsin Information System for Local Roads” (WISLR).
- Public transportation service to the general public may be divided into the following three categories:
  - Intercity or interregional public transportation that provides service across regional boundaries includes Amtrak railway passenger service, interregional bus service, and commercial air travel.
  - Urban public transportation, commonly referred to as public transit, is open to the general public and provides service within and between large urban areas. The Ozaukee County Express Bus System falls into this category.
  - Rural and small urban community public transportation, which is open to the general public and provides service in and between small urban communities and rural areas. The nonfixed-route shared-ride taxi systems operated by Ozaukee and Washington Counties and the City of Port Washington fall into this category.
- In 2001, rail, bus, ferry, and airline carriers provided City residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country.
- The Ozaukee County Express Bus System consists of one express commuter bus route, Route No. 143. The buses are owned by Ozaukee County; however, the route is operated by the Milwaukee County Transit System (MCTS). The route operates between five park-ride lots and other stops in Ozaukee County and stops in downtown Milwaukee. Ozaukee County operates connecting shuttle buses.

- An Ozaukee County Shared Ride Taxi System is provided and operated by Ozaukee County. The system is designed to serve any trip made within Ozaukee County during its operating hours. The major exception is for trips with both trip ends located in the City of Port Washington Transport Taxi service area. These trips are only served by the County taxi system if they are outside the operating hours of the City taxi system, or are trips made by disabled persons who cannot be served by the City taxi system. The County system also operates one mile west of the Ozaukee County line and serves all of the Village of Newburg. The County has a reciprocal agreement with the Washington County Taxi System for such trips.
- Bikeways are classified as either “on-street” or “off-street” bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. “Off-street” bikeways are bike paths not located in a street right-of-way. The longest bikeway in the County is the Ozaukee Interurban Trail, which spans 29.5 miles across the entire length of Ozaukee County from north to south. The Ozaukee Interurban Trail largely follows an existing We Energies right-of-way with some on-street segments in the Village and Town of Grafton, the City of Cedarburg, and the City and Town of Port Washington. Additional on-street and off-street bikeways are located in the City of Mequon and the Town of Cedarburg with a few on-street miles in the City of Cedarburg, including a total of about 21 miles of off-street bikeways and about 87 miles of on-street bikeways. There is also an off-street bikeway in the Village of Fredonia which is less than one mile in length.
- There are no public use airports, either publicly or privately owned, in the City or the County; however, air services are available within a reasonable distance. Commercial airline service is provided to residents of the City by General Mitchell International Airport, located south of the City in Milwaukee County. Airports open to the public, but without scheduled flights open to the general public, are located in Hartford, Sheboygan, West Bend, and at Timmerman Field in Milwaukee.
- Portions of the City of Mequon are located within the Milwaukee Metropolitan Sewerage District (MMSD) and wastewater is treated at MMSD sewage treatment plants in Milwaukee County.
- Ozaukee County regulates private on-site wastewater treatment systems (POWTS) for any development that is not served by sanitary sewer in the County. In 2005, there were 1,187 private on-site wastewater treatment systems located in the City of Mequon. Of this number, 499, or 42 percent, were conventional or in-ground pressure systems; 462, or 39 percent, were mound or at grade systems; and 226, or 19 percent, were holding tanks.
- The City of Mequon had a combination of curb and gutter systems and roadside swales and culverts to handle stormwater collection in 2005.
- City of Mequon residents may privately hire Veolia Environmental Services, Waste Management, or Ozaukee Disposal for garbage collection services. The City of Mequon has implemented a recycling program.
- Government and institutional centers in the City of Mequon included the Mequon City Hall, the U.S. Post Office, and the Frank L. Weyenburg Public Library.
- The City of Mequon operates and receives police protection from the Mequon Police Department.
- The City of Mequon receives fire protection from the Mequon Fire Department and receives emergency services from Mequon Rescue and Ambulance.

- There were six public schools operated by the Mequon School District and two private schools located in the City of Mequon in 2005.
- There were 11 cemeteries in the City of Mequon encompassing a total of 71.7 acres in 2005.
- There was one hospital in the City of Mequon offering a full range of medical services in 2005. This was Columbia-St. Mary's Hospital located near the intersection of CTH W (Port Washington Road) and Highland Drive. Columbia-St. Mary's had 82 beds in 2005, but plans an expansion of 78 beds in 2006, which would bring the total number of beds to 160.
- In 2005, there were 14 licensed group child care centers in the City of Mequon.
- In 2005, there were 2 nursing homes and retirement communities offering independent and assisted living facilities located in the City of Mequon.
- There were 3 community based residential facilities and 3 adult family homes located in the City of Mequon in 2006.

FIGURE IV-1

EXISTING LAND USES IN THE OZAUKEE COUNTY PLANNING AREA: 2000



## Chapter V

# EXISTING PLANS AND ORDINANCES

This comprehensive plan is intended to update existing land use-related plans adopted by the City of Mequon to comply with the comprehensive planning law and to reflect changes that have occurred since the plans were adopted. This plan is also intended to identify changes to the City zoning and subdivision ordinance needed to implement the comprehensive plan and to refine and detail the regional land use plan and other areawide plans adopted by SEWRPC and Ozaukee County. Accordingly, an important step in the planning process was a review of the existing framework of areawide and local plans and related land use regulations. This chapter presents a summary of that review. Plans and ordinances described in this chapter summarize those documents as they existed in 2006. Plans summarized in this chapter are an inventory of plans and regulations adopted during or prior to 2006, and should not be confused with the recommendations developed and adopted as part of this comprehensive plan. Comprehensive plan recommendations are set forth in the following nine element chapters (Chapters VI through XIV).

### PART I: AREA-WIDE PLANS

#### Regional Plans

For the past 40 years, SEWRPC has used a cooperative, voluntary approach to preparing regional comprehensive plans. That approach envisions a 10-year planning cycle, beginning with each Federal Census of Population and Housing. During the first several years of each decade, planning efforts at the regional level are focused on updating the comprehensive planning database (new orthophotography, updated census information, travel surveys, updated land use and environmental corridor inventories, and updated information on local plans and zoning regulations). Population, household, and employment forecasts for a new design year are also prepared. The next phase of activity involves the preparation, documentation, and adoption of updated regional plans, focusing in particular on the regional land use and transportation plans. The regional plans are prepared cooperatively, with the involvement of State agencies, county and local governments, and private sector interests.

The regional plan contains extensive and detailed inventory information relating to existing land use and natural resources; population and employment information and forecasts; and regional land use, transportation, and other plan elements that provide an areawide, or metropolitan, planning framework for the preparation of county and local comprehensive plans. Typically, county and local plans refine and detail the recommendations set forth in the regional plan. The recommendations and implementation actions related to county and local plans are taken into account when the regional comprehensive plan is updated every 10 years. As a result, there is a continuous feedback loop that seeks to fully integrate local, county, and regional planning in Southeastern Wisconsin.

Regional plans affecting the City of Mequon include:

- The regional land use plan for 2035, adopted in June 2006, (the fifth-generation regional land use plan) is the building block for all regional plans prepared by SEWRPC. The adopted regional land use plan map, as it pertains to the Ozaukee County Planning Area, is shown on Map VI-1. The plan was endorsed by the Ozaukee County Board on December 6, 2006. The plan recommends that urban development occur in centralized, compact areas that can be readily served by public water, sewer, and other public facilities; that primary environmental corridors be preserved; and that prime agricultural lands outside planned urban service areas be protected.

- The regional transportation system plan for 2035, adopted in June 2006, (the fifth-generation regional transportation plan) is intended to provide a vision for, and guide to, transportation system development in the Region. The plan was endorsed by the Ozaukee County Board on July 18, 2007. The plan consists of four principal elements: arterial streets and highways (shown on Map V-2), public transit (shown on Map V-3), systems management, and bicycle and pedestrian facilities (shown on Map V-4). Future needs for transit, street and highway, and other transportation improvements considered in the regional transportation planning process are derived from the future growth proposed in the regional land use plan.

The transportation systems management element of the adopted 2035 regional transportation plan includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. Recommended measures include installing ramp-meters at freeway on-ramps; providing variable message signs on freeways and on surface arterials leading to the most heavily used freeway on-ramps; and expanding the closed-circuit television network, enhancing reference markers, and evaluation and expansion of crash investigation sites on the regional freeway system. Such improvements are recommended on the entire freeway system, except for those segments where future traffic volumes are expected to be less than the design capacity. These segments include I-43 north of STH 57 in Ozaukee County, USH 41 north of STH 60 and USH 45 north of Pioneer Road in Washington County, and I-43 and USH 12 in Walworth County.

- The regional natural areas plan, adopted in September 1997, identifies the most significant remaining natural areas, critical species habitats, geological sites, and archaeological sites in the Region, and recommends means for their protection and management. The plan identifies potential sites to be placed in public or private protective ownership, and other sites to be protected, insofar as it is possible, through zoning or other regulatory means without protective ownership. It also recommends that a detailed management plan be prepared and implemented for each site placed under protective ownership. The recommendations of the regional natural areas plan were incorporated into the Ozaukee County 2020 Park and Open Space Plan. An inventory of natural areas, critical species habitat sites, and geological areas in the City is included in Chapter III. Recommendations for the acquisition and management of natural areas, critical species habitat sites, and geological areas are presented in Chapter VII, the Agricultural, Natural, and Cultural Resources Element.
- The regional water quality management plan was adopted in 1979 as a guide to achieving clean and healthy surface waters within the seven-county Region. The plan has five elements: a land use element; a point source pollution abatement element; a non-point source pollution abatement element; a sludge management element; and a water quality monitoring element. The plan is currently being updated for the Milwaukee River watershed, which includes the City. The point source pollution abatement element of the regional water quality management plan is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must be in conformance with the water quality management plan. The City of Mequon sanitary sewer service area plan described later in this chapter is an element of the regional water quality management plan.

The Commission is working with the Milwaukee Metropolitan Sewerage District (MMSD) to update the regional water quality management plan. All of the Ozaukee County planning area is included in the plan update except the Sauk Creek, Sucker Creek, and Sheboygan River watersheds and two small portions of the Lake Michigan direct drainage area located in the northeast portion of Ozaukee County. When completed, the plan will recommend the control of both point and nonpoint pollution sources, and provide the basis for decisions on community, industrial, and private waste disposal systems.

- The Commission is conducting a regional water supply plan for the Southeastern Wisconsin Region, which is expected to be completed in 2008. The plan will include the following major components:

- Water supply service areas and forecast demand for water use.
  - Recommendations for water conservation efforts to reduce water demand.
  - Evaluation of alternative sources of supply, recommended sources of supply for each service area, and recommendations for development of the basic infrastructure required to deliver that supply.
  - Identification of groundwater recharge areas to be protected from incompatible development.
  - Specification of new institutional structures necessary to carry out plan recommendations.
  - Identification of constraints to development levels in subareas of the Region that emanate from water supply sustainability concerns.
- The first component of a regional telecommunications plan, a wireless antenna siting and related infrastructure plan,<sup>1</sup> was adopted in September 2006. The plan sets forth the basic principles and concepts underlying the regional telecommunications planning process and objectives that should be met by the regional telecommunications system; presents an inventory and performance information for the existing cellular - PCS mobile wireless networks operating in the Region; describes the recommended wireless telecommunications plan for the Region; and sets forth an approach to implement plan.

The antenna siting plan consists of two levels of wireless networks – a wireless backhaul network<sup>2</sup> plan and a community-level wireless access network plan. The plan sets forth an approach to implement both the regional wireless backhaul network and community level wireless network plans. The proposed plan implementation process is intended to influence, rather than replace, existing competitive private sector, market-driven planning in order to promote the public interest within the Region. Within Ozaukee County, the Village of Thiensville is working with SEWRPC to develop a community level wireless access network plan.

A regional broadband access plan, which will build upon the wireless telecommunications plan, will be completed in late 2007. Upon implementation, the plan is intended to provide quality wireless voice communication throughout the seven-county Region.

### **Wisconsin Department of Natural Resources Master Plans**

Each property owned by the Wisconsin Department of Natural Resources (DNR) is required to have a "master plan" that establishes the goals and objectives for the property and identifies how the area will be managed and developed. These plans are designed to clearly communicate to the public how the property will “look” and what benefits the area will provide.

### **North Branch Milwaukee River Wildlife and Farming Heritage Area Feasibility Study**

Following approval by the Wisconsin Natural Resources Board in August 2002, the Wisconsin Department of Natural Resources (DNR) established the North Branch Milwaukee River Wildlife and Farming Heritage Area. The North Branch Milwaukee River Wildlife and Farming Heritage Area project boundary encompasses 19,487 acres. Approximately 9,100 acres of cropland and pasture, 5,900 acres of wetlands, and 700 acres of forest occur within the boundary. The core area of wetlands and agricultural upland near the North Branch of the Milwaukee River makes up 16,549 acres and corridors along the five tributary streams make up an additional 2,938 acres. The project area encompasses river and stream corridors, large wetland complexes, three lakes, and rural/agricultural lands. The entire study area lies within the Milwaukee River basin in northeastern Washington, northwestern Ozaukee, and southwestern Sheboygan counties.

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<sup>1</sup>*Documented in SEWRPC Planning Report No. 51, A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin, September 2006.*

<sup>2</sup>*A backhaul network is designed to convey wireless communications data from multiple users in a relatively small service area to a centralized access point. Multiple access points in a larger service area in turn transmit wireless data to a cable Internet connection (gateway) maintained by a local exchange company. Information is also disseminated from the Internet to the access network, then to local users through the backhaul network.*

In addition to protecting forests and wetlands, one of the primary goals of the project is to help maintain farming as a viable land use in the area. To achieve this goal, the DNR may offer to purchase development rights on farms. This technique allows landowners to sell the value of the right to develop their property while retaining underlying ownership. The DNR established a locally-based citizen advisory committee in 2004 to guide the purchase of land and development rights in the area and to advise the DNR on how to use and manage the lands it purchases. By doing so, DNR hopes to ensure that its actions positively affect farming's future in the North Branch area. The study recommends that a variety of real estate tools be used to protect the natural resources of the 19,487-acre boundary. These include the purchase of development rights, fee simple acquisition, conservation easements, donations, public-private partnership/cost-shared acquisitions, and landowner participation in other state and federal land conservation programs (ie, Conservation Reserve, Wildlife Habitat Improvement, and Wetland Reserve programs).

## **Ozaukee County Plans and Ordinances**

### ***Ozaukee County Land Use-Related Plans***

- **Ozaukee County Park and Open Space Plan.** An updated County park and open space plan was adopted by the Ozaukee County Board in June 2001.<sup>3</sup> That plan consists of both an open space preservation element and an areawide outdoor recreation element, intended to, respectively, protect areas containing important natural resources and to provide major parks, areawide trails, and resource-oriented recreational facilities. Major parks are defined as publicly owned parks at least 100 acres in size which provide opportunities for such resource-oriented activities as camping, golfing, picnicking, and swimming. Responsibility for providing community parks, neighborhood parks, and local trails is assigned to cities, villages, and towns.
- **Ozaukee County Farmland Preservation Plan.** Prime agricultural lands are those lands which, in terms of farm size, the aggregate area being farmed, and soil characteristics, are best suited for the production of food and fiber. A number of important public purposes are served by the preservation of prime agricultural lands. Such public purposes include maintenance of agricultural reserves; maintenance of open space; control of public costs by avoiding the need to provide urban services such as sanitary sewer, public water, and full-time police and fire protection; and preservation of the local economic base. Prime agricultural lands in Ozaukee County were identified under the Ozaukee County farmland preservation plan,<sup>4</sup> which was adopted by the Ozaukee County Board in 1983. That plan defines prime agricultural land as follows: an individual farm must be at least 35 acres in size; at least one-half of the farm must be covered by soils meeting U. S. Natural Resources Conservation Service (NRCS) criteria for national prime farmland or farmland of statewide significance (generally Class I, II, or III soils); and the farm must occur in a contiguous farming area at least 100 acres in size. A number of local land use and master plans, adopted prior to the comprehensive planning process, have delineated farmland preservation areas, which are defined and mapped in the following section. Additional information regarding prime agricultural soils, areas that are currently farmed, and the results of the Land Evaluation and Site Assessment (LESA) analysis conducted as part of the comprehensive planning process to help identify farmland best suited for long-term agricultural use is provided in Chapter III and VII.

### ***Ozaukee County Land-Use Related Ordinances***

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<sup>3</sup> Documented in SEWRPC Community Assistance Planning Report No. 133, 2nd Edition, A Park and Open Space Plan for Ozaukee County, Wisconsin, June 2001.

<sup>4</sup> Documented in SEWRPC Community Assistance Planning Report No. 87, A Farmland Preservation Plan for Ozaukee County, Wisconsin, May 1983.

- County Shoreland and Floodplain Zoning Ordinance. Under Section 59.692 of the *Wisconsin Statutes* and Chapter NR 115 of the *Wisconsin Administrative Code*, counties are responsible for the zoning of shoreland areas within unincorporated areas. Shoreland areas are defined in the *Statutes* as lands within the following distance from the ordinary high-water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a river or stream or to the landward side of the floodplain, whichever distance is greater.

The Ozaukee County ordinance includes restrictions on uses in wetlands located in the shorelands, and limits the types of uses that can occur in the 100-year recurrence interval flood hazard area to prevent damage to structures and property and to protect the floodwater conveyance and storage capacity of floodplains. The ordinance also includes restrictions on the removal of vegetation and other activities in the shoreland area, and requires that most structures be set back a minimum of 75 feet from navigable waters. Minimum requirements for uses in unincorporated shoreland areas are set forth in Chapter NR 115 of the *Wisconsin Administrative Code*. Minimum floodplain requirements are set forth in Chapter NR 116.

Washington County has adopted a similar ordinance that regulates shoreland areas in unincorporated portions of that County. Map V-5<sup>5</sup> depicts shoreland areas in unincorporated areas regulated under County shoreland and floodplain zoning ordinances in 2006. Floodplains and shoreland-wetlands are also shown. The map does not include updates to floodplain mapping made as a result of the FEMA map modernization program for Ozaukee County in 2007 and changes to floodplain mapping in Washington County anticipated in 2008; nor does it include updates to the Wisconsin Wetland Inventory in Ozaukee County approved by the WDNR in 2007, and anticipated in Washington County in 2007-2008. The appropriate County planning department should be contacted to determine the locations of shoreland, floodplain, and shoreland-wetlands.

County regulations continue to apply in shoreland areas annexed by cities and villages after May 7, 1982, unless the city or village adopts shoreland regulations that are at least as restrictive as those included in the County ordinance. Where County regulations continue in effect, the city or village is responsible for enforcing the regulations. Cities and villages are also required to regulate wetlands within shoreland areas, including those that were in the city or village prior to 1982, under Chapter NR 117 of the *Administrative Code*; and to enforce the minimum floodplain standards set forth in Chapter NR 116 of the *Administrative Code* within all floodplain areas of the city or village. The City of Mequon zoning ordinance includes shoreland and floodplain regulations for shoreland areas within the City. City ordinances are described in Part 3 of this chapter.

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<sup>5</sup>A new Ozaukee County Shoreland and Floodplain Zoning Ordinance was adopted by the Ozaukee County Board on April 5, 2006. New shoreland and floodplain zoning maps will be prepared in 2008.

- The Ozaukee County Nonmetallic Mining Reclamation Ordinance. This ordinance was established to ensure the effective reclamation of nonmetallic mining sites in Ozaukee County in compliance with Chapter NR 135 of the *Wisconsin Administrative Code* and Subchapter I of Chapter 295 of the *Wisconsin Statutes*. The purpose of this ordinance is to adopt the uniform statewide standards for nonmetallic mining required by Section 295.12(1)(a) of the *Statutes* and Chapter NR 135 of the *Administrative Code*. It is not intended to repeal or interfere with any existing rules, regulations, ordinances, or permits concerning nonmetallic mining reclamation previously adopted pursuant to other Wisconsin law. The requirements of this ordinance apply to all operators of nonmetallic mining sites within Ozaukee County operating or commencing operation after August 1, 2001, except for nonmetallic mining sites located in a city, village, or town within the County that has adopted an ordinance pursuant to Section 295.14 of the *Statutes* and Section NR 135.32(2) of the *Administrative Code*. All reclamation plans must meet the standards set forth by the Ozaukee County nonmetallic mining reclamation ordinance including those addressing: surface water and wetland protection, groundwater protection, topsoil management, final grading and slopes, topsoil redistribution for reclamation, revegetation and site stabilization, criteria for assessing completion of successful site reclamation, intermittent mining, and maintenance.
- Ozaukee County Highway Access Control Ordinance. The purpose of the County highway access control ordinance is to regulate access onto County trunk highways in order to promote safety, convenience, and economic viability and to protect the public investment in existing and proposed highways. The design standards set forth in the ordinance promote the orderly and safe movement in and out of private and public properties to minimize interference to through highway traffic and to control the use of drainage structures and appurtenances as may be necessary to preserve the physical structure of County highways. The ordinance contains regulations regarding existing accesses to County trunk highways, vacated accesses, access prohibitions, subdivision of land, access spacing and frequency along County trunk highways, and access design standards. Administration and enforcement practices are also included.

## **PART 2: CITY LAND USE-RELATED PLANS**

### *City and Village Master and Comprehensive Plans*

Ozaukee County city and village planning areas include a variety of land uses such as residential, commercial, industrial, parks, environmental corridors, government and institutional, and other land uses. City and village planning areas generally extend beyond corporate boundaries to include areas outside of those boundaries that are expected to be provided with sanitary sewer and other urban services by the city or village by the plan design year and annexed into the city or village. City and village planning areas are often related to the extraterritorial plat approval area granted to cities and villages under Section 236.10 of the *Statutes*.

Most of the existing city and village land use, master, and comprehensive plans address portions of the nine comprehensive planning elements required by the comprehensive planning legislation. In light of this fact, city and village officials may choose to update existing plans to meet current planning requirements. In many cases this process may entail updating data and providing additional information and recommendations which address planning elements that may not be included in existing plans. Housing, intergovernmental cooperation, and economic development elements are the three elements commonly not included in existing land use and master plans.

Several of the nine comprehensive planning elements required by Section 66.1001 of the *Statutes* must be updated or addressed to bring existing city and village land use and master plans into compliance with the requirements of the comprehensive planning legislation. Population, household, and employment forecasts should be updated to 2035. Age distribution, education, income, and employment characteristics of the city or village must be updated or compiled. Land use demand must be projected in five year increments through 2035 and several inventory maps should be developed. Additional information and recommendations that address housing; transportation; utilities and community facilities; agricultural, natural, and cultural resources; economic development; and intergovernmental cooperation must also be compiled to fulfill the requirements of the comprehensive planning law.

Under the terms of the grant award, each city and village participating in the multi-jurisdictional planning process must adopt a comprehensive plan that complies with the requirements Section 66.1001 by May 2008. Each comprehensive plan must also address the 14 planning goals set forth in Section 16.965 of the *Statutes* (see Chapter I).

### **City of Mequon Master Plan**

Section 62.23 of the *Wisconsin Statutes* grants cities and villages the authority to prepare and adopt local master plans or plan elements, such as a community land use plan. In 1999, the Wisconsin Legislature enacted legislation that greatly expanded the scope and significance of comprehensive plans within the State. The law, often referred to as Wisconsin's "Smart Growth" law, provides a new framework for the development, adoption, and implementation of comprehensive plans by city, village, and town units of government, as well as counties and regional planning commissions. The law, which is set forth in Section 66.1001 of the *Wisconsin Statutes*, requires that the administration of zoning, subdivision, and official mapping ordinances be consistent with a community's adopted comprehensive plan beginning on January 1, 2010. Up until that date, county and local governments can continue to implement zoning, subdivision, and official mapping ordinances without having an adopted comprehensive plan; and are not required to administer and enforce local ordinances in conformance with locally-adopted plans. *The City of Mequon Comprehensive Plan* was adopted by the Plan Commission and Common Council on March 28, 1983. It was amended in August 2000.

The planning areas adopted as part of existing city and village plans are depicted on Map V-6. Map V-6 also depicts town areas included in city and village planning areas; areas where a city or village planning area overlaps with another city or village planning area; and areas where corporate boundaries have grown beyond a city or village planning area. New planning areas were identified by participating cities and villages as part of this comprehensive planning process. The new planning areas are shown on Map VIII-3 in Chapter VIII.

### **City of Mequon Park and Open Space Plan**

A report entitled *Comprehensive Park, Recreation, and Open Space Plan* was prepared for the City in October of 2002. The plan is an update of the 1997 park, recreation, and open space plan and identifies progress towards completing priorities identified by the 1997 plan. As of October 2002 the top two priorities identified by the 1997 plan, acquisition and development of Lemke Park and development of a master plan and new shelter for River Barn Park, were underway. The plan identifies and inventories other existing open space and critical environmental areas, existing parks, and existing recreational activities and facilities. Recommendations for additional improvements are prioritized for each existing park. Continued work toward acquisition and restoration of the Mequon Nature Preserve is identified as a top priority.

### **City of Mequon Bike Plan**

The report entitled *City of Mequon Transportation Plan*, adopted in July 1995, includes a bikeway section, which includes recommendations for bikeways, a priority list for bikeway implementation, and a bicycle transportation map. Recommendations from existing local bicycle and pedestrian plans and the regional bicycle and pedestrian plan have been incorporated into the County comprehensive plan.

### **City of Mequon Sewer Service Area Plan**

The City of Mequon and Village of Thiensville adopted a joint sanitary sewer service area plan in October 1990. The City of Mequon amended the plan in 1995 and 2006.

### *Farmland Preservation Areas*

The Town of Belgium and Town of Cedarburg master plans, and the Town of Fredonia, Town of Port Washington, and Town of Saukville land use plans each designate farmland preservation areas within their jurisdictional areas. Farmland preservation areas typically include prime agricultural lands. Prime agricultural lands are generally defined in the local plans in terms of farm size, soil characteristics, and the aggregate area being farmed. Farmland preservation areas designated in local plans adopted prior to 2005 are shown on Map V-7.

The Town of Fredonia, Town of Belgium, and Town of Saukville plans designate prime agricultural lands as farmland preservation areas. Prime agricultural lands are defined as parcels of 35 acres or larger that are at least 50 percent covered by soils that meet NRCS standards for national prime farmland or farmland of Statewide importance (class I, II, or III soils), and which occur in aggregate blocks of farmland or conservancy lands of 100 acres or more in extent.

The Town of Port Washington plan designates exclusive agricultural areas as farmland preservation areas, but the plan does not define the criteria used to identify exclusive agricultural areas. The Town of Cedarburg plan designates agricultural lands as farmland preservation areas. Agricultural lands are defined as those lands actively being farmed with a minimum parcel size of 35 acres. Land designated for agricultural use is not based on the amount of class I, II, or III soil types covering the land.

### **PART 3: CITY LAND USE-RELATED ORDINANCES**

Good community development depends not only on quality planning at all levels of government, but on practical implementation measures as well. Land use and development regulations affect the type of uses allowed, as well as the detailed design and site layout of proposed developments. The following presents a summary of zoning and subdivision regulations adopted by the City of Mequon.

#### **Zoning**

A zoning ordinance is a public law that regulates and restricts the use of property in the public interest. The primary function of zoning should be to implement an adopted master or comprehensive plan. Indeed, Section 66.1001(3) of the Wisconsin Statutes requires that zoning, land divisions, and official mapping decisions made by local and county governments be consistent with local and county comprehensive plans as of January 1, 2010.

A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of housing. A zoning ordinance typically consists of two parts: a text setting forth regulations that apply to each of the various zoning districts, together with related procedural and administrative requirements; and a map delineating the boundaries of zoning districts.

#### ***Local Zoning Ordinances***

Each city, town, and village in Ozaukee County has adopted a zoning ordinance. Map V-8 depicts generalized zoning in the Ozaukee County planning area based on zoning in effect in 2000. To prepare the map, local zoning districts were converted to a uniform classification system and mapped. The composite map reflects general zoning as well as floodplain and shoreland zoning. On the map, floodplain zoning districts in undeveloped areas are shown as conservancy, regardless of any underlying general zoning district regulations, if the provisions of the floodplain district effectively preclude new urban development. Both the Ozaukee and Washington County floodplain zoning regulations, which are contained in the county shoreland zoning ordinances, prohibit development in the floodway portion of the floodplain. Also, where the provisions of a county shoreland zoning ordinance and a town general zoning ordinance differ, the map reflects the more restrictive ordinance.

The City of Mequon Common Council adopted an updated zoning ordinance and map in June 2004. Table VI-1 presents a summary of district regulations included in the zoning ordinance. The City zoning ordinance includes both shoreland and floodplain zoning regulations. The zoning map depicts the location of the 100-year floodplain within the City. The City's supplementary floodplain zoning map depicts more detailed floodplain information, including the location of the floodway and the floodfringe zoning districts. The supplementary floodplain zoning map may need to be updated once the floodplain Map Modernization Project is completed by DNR in 2007.

#### ***Extraterritorial Zoning Regulations***

The *Wisconsin Statutes* authorize cities and villages to adopt extraterritorial zoning regulations for adjacent unincorporated areas, in cooperation with the adjacent town, within three miles of a city of the first, second, or third class, and within 1.5 miles of a city of the fourth class or villages. Appendix \_\_\_ includes a summary of the

process set forth in the *Statutes* for enacting an extraterritorial zoning ordinance and other land-use related extraterritorial authorities granted to cities and villages. A city or village can initiate preparation of an extraterritorial zoning ordinance and map at any time. Initiation of the extraterritorial zoning ordinance freezes existing zoning in the extraterritorial (town) area for two years, while the city or village and affected town jointly develop an extraterritorial zoning ordinance and map. A joint committee is formed to develop the ordinance. The time period can be extended for one additional year at the end of the two-year period if agreed to by the affected town. Extraterritorial platting and zoning jurisdiction for cities and villages in the Ozaukee County planning area is shown on Map V-9.

The City of Mequon is the only municipality in Ozaukee County which has adopted an extraterritorial zoning ordinance. The ordinance applies to an approximately 1,528 acre area in the Town of Grafton, adjacent to the northeast portion of the City. The City of Mequon extraterritorial zoning regulations were approved by the joint City-Town zoning committee in October 2004.

### **Stormwater Management and Erosion Control Ordinances**

Stormwater management and construction site erosion control ordinances act to protect water quality and protect and promote the health, safety, and general welfare by minimizing the amount of sediment and other pollutants carried by stormwater and runoff discharged from construction sites or land disturbing activities to lake, streams, and wetlands. The City of Mequon has adopted and administers an Erosion Control and Stormwater Management Ordinance.

### **Land Division Regulations**

A land division ordinance is a public law that regulates the division of land into smaller parcels. Land division ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new development is appropriately located; lot size minimums specified in zoning ordinances are observed; street rights-of-way are appropriately dedicated or reserved; access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities; adequate land for stormwater management, parks, drainageways, and other open spaces is appropriately located and preserved; street, block, and lot layouts are appropriate; and adequate public improvements are provided. Land division ordinances can be enacted by cities, villages, towns, and counties, with the latter's approval authority applying only in unincorporated (town) areas and limited objecting authority applying within cities and villages. Cities and villages also have "extraterritorial" plat approval jurisdiction over subdivisions proposed in town areas near their corporate boundaries.

Chapter 236 of the *Wisconsin Statutes* sets forth general requirements governing the subdivision of land, including, among others, surveying and monumenting requirements, necessary approvals, recording procedures, and requirements for amending or changing subdivision maps. The *Statutes* also grant authority to county and local governments to review subdivision maps, commonly referred to as plats, with respect to local plans and ordinances. Section 236.45 authorizes county and local governments to adopt their own land division ordinances, which may be more restrictive than State requirements.

Under Chapter 236, local governments are required to review and take action on plats for subdivisions. Subdivisions are defined in the *Statutes* as "a division of a lot, parcel, or tract of land by the owner thereof or the owner's agent for purpose of sale or of building development, where the act of division creates five or more parcels or building sites of 1.5 acres each or less in area; or five or more parcels or building sites of 1.5 acres each or less in area are created by successive divisions within a period of five years." Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a "subdivision."

The City of Mequon adopted a land division ordinance in \_\_\_\_\_. The City of Mequon land division ordinance applies to all lands within the limits of the City and within the City's extraterritorial plat approval jurisdiction. A subdivision is defined as a land division that creates five or more parcels or building sites of 1.5 acres each or less in area or where five or more parcels or building sites of 1.5 acres each or less are created

within a five-year period (the Statutory definition). All other divisions of land and all condo projects within the limits of the City or the City's extraterritorial plat approval jurisdiction require City approval of a certified survey map.

### ***Extraterritorial Platting Authority***

Under Section 236.10 of the *Statutes*, a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if it has adopted a subdivision ordinance or an official map. Section 236.02 of the *Statutes* defines the extraterritorial plat review jurisdiction as the unincorporated area within three miles of the corporate limits of a city of the first, second, or third class, or within 1.5 miles of the corporate limits of a city of the fourth class or a village. In accordance with Section 66.0105 of the *Statutes*, in situations where the extraterritorial plat approval jurisdiction of two or more cities or villages would otherwise overlap, the extraterritorial jurisdiction between the municipalities is divided on a line, all points of which are equidistant from the boundaries of each municipality concerned, so that no more than one city or village exercises extraterritorial jurisdiction over any unincorporated area. The extraterritorial area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial area through a resolution of the common council or village board or through an agreement with a neighboring city or village. A municipality may also waive its right to approve plats within any portion of its extraterritorial area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5) of the *Statutes*. The resolution must be recorded with the County register of deeds. Extraterritorial platting and zoning jurisdiction for cities and villages in the Ozaukee County planning area is shown on Map V-9. The City has extraterritorial plat approval authority over adjacent land in the Town of Grafton.

### **Official Mapping Ordinances**

Section 62.23(6) of the *Wisconsin Statutes* allows the Common Council of any City to establish an official map for the precise identification of right-of-way lines and boundaries of streets, highways, waterways,<sup>6</sup> and parkways and the location and extent of railroad rights-of-way, public transit facilities, parks, and playgrounds. An official map is intended to be used as a precise planning tool for implementing master and comprehensive plans and for insuring the availability of land for the above features.

Section 61.35 of the *Statutes* applies the authority provided cities under Section 62.23 to develop an official map to villages. The clerk of any city or village that adopts an official map by ordinance or resolution must record a certificate showing that the city or village has established an official map with the Ozaukee County register of deeds.

One of the basic purposes of the official map is to discourage the construction of structures and their associated improvements on land that has been designated for future public use. Local government subdivision ordinances can also require land shown on the official map to be dedicated for street, park, or other public use at the time land is subdivided. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street and highway system, and unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire community in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention well in advance of any actual improvements. The City of Mequon adopted an official map on October 13, 1987.

## **SUMMARY**

Southeastern Wisconsin, Ozaukee County, and Ozaukee County's communities have a rich history of planning. Numerous plans have been developed at the regional level including a regional land use plan, transportation system plan, natural areas plan, a water quality management plan, and a telecommunications plan. Preparation of a regional water supply plan is underway. Plans developed at the County level include a farmland preservation

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<sup>6</sup>Waterways may be placed on the map only if included within a comprehensive surface water drainage plan.

plan, County park and open space plan, land and water resources management plan, jurisdictional highway system plan, and a public transit plan.

The City of Mequon has adopted a master plan (*City of Mequon Comprehensive Plan*) and a sewer service area plan. The City adopted an updated zoning ordinance and map in June 2004, and has also adopted a City subdivision ordinance. The City has initiated an extraterritorial zoning ordinance over portions of the Town of Grafton.

The comprehensive planning law requires that zoning, subdivision, and official mapping ordinances be consistent with a governmental unit's comprehensive plan as of January 1, 2010. As of that date, the City's zoning and subdivision ordinances must be consistent with the comprehensive plan adopted by the Common Council. The Implementation Element (Chapter XIV) identifies modifications to existing ordinances needed to implement the comprehensive plan presented in this report.

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# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter VI

### ISSUES AND OPPORTUNITIES ELEMENT

#### INTRODUCTION

The purpose of the issues and opportunities element is to define a desired future for the City of Mequon. A “vision” statement was developed by the City to help provide an overall framework for development of the comprehensive plan. The vision statement expresses the preferred future, key characteristics, and/or expectations for the future desired by the City.

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.

#### CITY OF MEQUON VISION STATEMENT 2035

The City of Mequon’s vision statement is an element of its planning efforts and is shared among its community members including residents, business owners, policy makers and city staff. It portrays the city’s values and inspires community spirit and pride.

“Mequon is a city rich in rural heritage and natural beauty. It offers a government that advocates for its community members, promotes civic participation and enjoys a healthy economic base. In Mequon, our community protects the natural environment and values the high quality neighborhoods, safe community, public gathering spaces and strong educational and medical facilities, all of which create a high quality of life.”

#### Visioning Process

The visioning process involved examining data collected during preparation of the comprehensive plan, including future population, household, and employment projections; existing land uses and natural resources; the existing land use plan; and existing land use regulations. In addition, the visioning process included the development of the vision statement and of the general goals and objectives presented in this chapter based on the following:

- Public input, including results from the City of Mequon’s and Ozaukee County’s public opinion surveys
- Results of Strengths, Weaknesses, Opportunities and Threats (SWOT) workshops

- Four countywide comprehensive planning kickoff meetings
- Vision statements and goals and objectives from existing local plans
- Consideration of the nine elements of the comprehensive plan

### **ISSUES AND OPPORTUNITIES**

The following general City planning issues and opportunities were identified during the visioning process described above and will continue to be used in planning and decision making in the future:

- **Rural and Small Town Character and Growth:** Mequon community members prefer a balance of urban and rural landscapes by controlling the population and maintaining growth through low density development and managed traffic. Based on the City of Mequon Vision 2010 Report, the preferred population of Mequon is 25,000 – 30,000. One of the top five (5) items considered most important to Mequon’s overall quality of life for the future is keeping taxes low.
- **Safety, Civic Life, Cultural Spirit and Community Facilities:** Citizens of Mequon value the safety, low crime and community services provided by fire, police and other essential city services. Police protection and low crime was considered the most important element to Mequon’s overall quality of life for the future. Safe environments produce stable, sociable and sustainable neighborhoods and create a sense of place. Survey results show the continued quality and improvement of government services and civic participation are important issues. Community facilities including the highly regarded education system and park system are also considered strengths. The City of Mequon Vision 2010 Report states that community members value the creation of community hubs in close proximity to residential neighborhoods as opportunities to meet and greet neighbors and enjoy many entertainment, recreation and cultural attractions. Providing access to jobs, learning and civic activities help build a vibrant and prosperous community.
- **Sustainable environment – natural, historic and rural preservation:** Lake Michigan, the Milwaukee River and the Little Menominee River are predominant natural elements that help define the history and settlement of Mequon. This is a community that protects these natural elements and other open spaces such as lakes, tributaries, specimen trees and woodlands, wetlands, interesting topography and steep slopes, but also places a high value on agriculture and retention of farming operations. As for our built environment, the City strives to lessen the impact of development by reducing the amount of impervious surface and artificial lighting and preserves structures that record our history. Maintaining the superior quality of all of these irreplaceable elements, whether natural or built features, is critical. Interconnecting these natural and built features will enhance their public value and our sense of community.
- **Housing and Redevelopment:** Providing a variety of housing choices is essential to the prosperity of the city. Housing choices, meaning a range in size, design and price are important as the population ages. These choices should appeal to new and emerging housing markets including seniors and empty nesters with a variety of income levels and provide the ability to live in varying degrees of privacy. Additional housing should occur according to two different scenarios: One is infill within the sewer service area designed for higher densities; the other is rural residential development, outside of the service area, designed for low density.
- **Economic Development and Redevelopment:** Cities that contain vital commercial areas provide exciting and active places for the community. Ideally, these areas serve as a central focus for the community and are busy with people who work, shop, dine and enjoy special events and unique public attractions and are served well by a variety of transportation modes. When these commercial hubs border residential neighborhoods, they should function as mixed use areas. Some of the city’s commercial corridors, or hubs, are underutilized but present both great opportunities and challenges to finding innovative uses for older spaces. The City of Mequon Vision 2010 Report reported that survey respondents want “community hubs as centers of density allowing people to interact in an urban village setting”, unique retail shops and boutiques and a variety of restaurants. The same respondents support a

Town Center where community members can conveniently access many amenities and have opportunities to meet and greet neighbors. The 2003 west-side survey supported specialty retail and restaurants and a mixed-use environment. Respondents also value the state-of-the-art hospital and medical care system and its contribution to the economic health of our community.

- **Transportation: Community members** value the city’s proximity to the interstate and the metropolitan area including downtown and surrounding suburbs. High value is placed on the city’s organized roadways, well-managed traffic and road maintenance. Mequon has succeeded in making access to homes, neighborhoods, workplaces and shopping convenient if one travels by automobile, but needs to make a commitment to a balanced transportation system by emphasizing alternatives and interconnectivity between neighborhoods. A balanced approach results in community benefits including a healthier society, environmental and economic sustainability and promotes civic value by allowing for interaction between community members.
- **Infrastructure improvements:** The infrastructure is the lifeline of the economy by moving people as well as goods and basic services. The aesthetic of the city is enhanced considerably as long as the public infrastructure is maintained with a certain degree of care and investment. The community is satisfied with the city’s approach to the sewer system, water availability and drainage/flood control. While many of our resources are viewed as strengths for our community, local development and other global factors can deplete these resources. Continued efforts toward improving our infrastructure through improved water quality, limiting development outside of our sewer service area and preparing for a potential loss of energy supplies will benefit all aspects of life in our community.

## GOALS AND OBJECTIVES

The goals and objectives which follow in this element are overall goals that should guide the protection of natural resources and future development and redevelopment of the City of Mequon through the plan design year of 2035. The overall goals are general and provide the framework within which specific element goals found in the other elements of the plan, such as the agricultural, natural, and cultural resources; land use; transportation; housing; and economic development elements, are stated and pursued. Because they are intended to be general rather than specific, no policies or programs are associated with the general 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 goals and objectives were developed using much of the same inventory data, projections, and public input that were used in the development of the vision statement.

- **Goal: Preserve and enhance Mequon’s rural and small town character.**
  - **Objective:** Preserve the rural character in areas outside of the sewer service area.
  - **Objective:** Continue to implement the site and architectural design regulations that preserve the aesthetics that contribute to the City’s rural and small town character.
  - **Objective:** Preserve open space and natural features as part of development proposals.
  - **Objective:** Continue to preserve historic structures and sites.
  - **Objective:** Promote and preserve agricultural activity in areas outside of the sewer service area.
  - **Objective:** Continue to monitor the Land Use Plan map to ensure land use matching the desired city population.
  - **Objective:** Preserve a low tax rate.
- **Goal: Maintain and enhance Mequon’s public services.**
  - **Objective:** Continue existing and develop new methods to assess the public service needs of the community.

- **Objective:** Develop methods to enhance existing services and provide new services to our community, including the opportunity to share resources with other communities in the County.
- **Objective:** Protect and enhance the high quality educational system and opportunities in Mequon.
- **Objective:** Protect and enhance the state-of-the-art hospital and medical facilities in Mequon.
- **Objective:** Continue our investment in the city's park system.
- **Goal: Foster Mequon's Cultural Spirit.**
  - **Objective:** Encourage a community that is built on the full involvement of citizens in everyday activities.
  - **Objective:** Provide access to and information about opportunities for learning, employment, mentoring and civic activities.
  - **Objective:** Invest in facilities, programs and services that support the development of a diverse and healthy community by providing equally for all people of varying ethnic and religious backgrounds.
  - **Objective:** Nurture our families and children through community building activities.
- **Goal: Preserve and enhance Mequon's natural resources including Lake Michigan, rivers, open space and agricultural land.**
  - **Objective:** Protection of Lake Michigan's water quality and shoreline, including bluffs.
  - **Objective:** Enhance existing and develop new methods to protect and preserve agricultural lands.
  - **Objective:** Enhance existing and develop new methods to protect and preserve natural areas including wetlands, wildlife habitats, lakes, rivers, woodlands, specimen trees, groundwater resources, floodplains and other open spaces.
  - **Objective:** Preserve and enhance the existing system of parks and open spaces within the City.
  - **Objective:** Aggressively pursue the preservation, enhancement and creation of green space and installation of new trees.
  - **Objective:** Develop and implement an integrated water resource management approach to surface water, ground water and water dependant natural resources.
- **Goal: Promote housing choices in the City.**
  - **Objective:** Encourage housing development that provides opportunities for the city's aging population.
  - **Objective:** Foster and provide limited opportunities for first time homeowners.
  - **Objective:** Foster existing neighborhoods which provide housing for first time homeowners.
  - **Objective:** Maintain existing higher density zoning districts where suburban residential development is located within the sewer service area and where existing infrastructure exists.
  - **Objective:** Discourage urban or suburban residential development within our rural areas.
  - **Objective:** Respond to a wide variety of housing submarkets, including economic diversity.
- **Goal: Retain and foster the City's healthy and vital commercial areas.**
  - **Objective:** Encourage a balance of commercial uses that provide the desired services of our community.
  - **Objective:** Encourage the location of commercial areas where they can be conveniently accessed by our community members.
  - **Objective:** Market Town Center as an active place that offers the best qualities and experiences of a small, rural downtown.
  - **Objective:** Develop methods to connect our farmers with the other viable components of the economy.
  - **Objective:** Redevelop our underutilized commercial areas in a manner that respects the rural character and the surrounding residential neighborhood and encourages opportunities for neighbors to meet and enjoy a variety of amenities.
  - **Objective:** Discourage urban or suburban residential development within in our rural areas.

- **Objective:** Develop methods to retain valuable businesses and our agricultural industry.
  - **Objective:** Develop methods to promote the success of our commercial areas to the metropolitan area.
  - **Objective:** Prevent large commercial development which is inconsistent with current zoning regulations and creates a regional attraction.
  - **Objective:** Develop policies that focus on long-term economic growth and promoting a diverse economy.
- **Goal: Maintain and enhance our transportation infrastructure.**
    - **Objective:** Expand and enhance alternative modes of transportation in an effort to connect people with city amenities.
    - **Objective:** Consider the Regional Transportation System Plan when analyzing transportation improvement options.
    - **Objective:** Encourage development patterns with transportation infrastructure that minimizes environmental impacts.
    - **Objective:** Continue to manage traffic and road maintenance.
    - **Objective:** Promote a balanced approach to transportation that results in a healthier, more sustainable society.
  - **Goal: Maintain and enhance public infrastructure.**
    - **Objective:** Devote resources to maintain high standards for the aesthetic quality for public infrastructure in an effort to bolster property values and enhance the sense of community and identity.
    - **Objective:** Protect existing resources from excessive development.
    - **Objective:** Limit development outside of the sewer service area.
    - **Objective:** Encourage the use of alternative energy sources.
    - **Objective:** Improve the mobility of community members in an effort to enhance our business community.
    - **Objective:** Improve telecommunications to promote efficiencies in moving information.

## **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 the City of Mequon. Inventory data, projections, and various forms of public input were considered during development of the vision statement.

This chapter also includes overall goals and objectives that support the vision statement and are designed to guide the development and redevelopment of the City of Mequon 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 polices and programs to achieve the goals and objectives.

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter VII

### AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

#### INTRODUCTION:

The City of Mequon promotes the preservation and effective management of prime agricultural lands, woodlands, wetlands, lakes, rivers, ravines, parks, open space features and other significant natural areas as well as supports and promotes our historic and cultural features. These features are cherished assets that speak to our past, protect the environment and wildlife and provide recreational opportunities. The City views these actions as contributions to our local and global ecological well-being, our quality of life and the economy, all of which enrich the lives of our citizens.

#### *State Requirements*

The agricultural, natural, and cultural resources element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs for the conservation and effective management of the following natural resources:

- Groundwater
- Forests
- Productive agricultural areas
- Environmentally sensitive areas
- Threatened and endangered species
- Stream corridors
- Surface water
- Floodplains
- Wetlands
- Wildlife habitat
- Metallic and nonmetallic mineral resources
- Parks, open spaces, and recreational resources
- Historical and cultural resources
- Community design<sup>1</sup>

In addition, the following comprehensive planning goals related to the agricultural, natural, and cultural resources element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>2</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

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*Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the Statutes.*

- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Preservation of cultural, historic, and archeological sites.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

This chapter provides an inventory and analysis of the agricultural, natural and cultural resources in the City of Mequon, addresses issues and requirements set forth by the Wisconsin Statutes, provides recommendations for the conservation and effective management of agricultural, natural and cultural resources.

## **INVENTORY: AGRICULTURAL RESOURCE ISSUES**

### ***Soil Suitability for Agricultural Production Issue***

The Natural Resources Conservation Service (NRCS) has classified the agricultural capability of soils based on their general suitability for most kinds of farming. The classifications are based on the limitations of the soils, the risk of damage to soils when used, and the way in which the soils respond to treatment. Using this methodology, Class I and II soils are considered “National Prime Farmlands” and Class III soils are considered “Farmlands of Statewide Significance.” The location and amount of Class I, II, and III soils were critical in identifying farmland preservation areas in the Ozaukee County Farmland Preservation Plan, which was prepared in 1983. The NRCS developed the LESA method for identifying farmland appropriate for protection following the preparation of the Farmland Preservation Plan. The land evaluation (LE) portion of the LESA analysis identifies soil quality. The Site Assessment (SA) portion of the LESA analysis identifies conditions of the site (see description below). Proper land management practices can help retain the amount of high quality soils in the City through the plan design year of 2035, which will be a key to sustaining agriculture in the City of Mequon.

### ***Farmland Protection and LESA Analysis Issue***

The results of public input gathered during the Ozaukee County multi-jurisdiction comprehensive planning process indicate that Ozaukee County residents have placed a high priority on ensuring that farming in the County remains viable in the future for economic, cultural, and aesthetic purposes. Although there are many government programs available to promote farmland protection, resources are often limited. A LESA analysis was conducted as part of the County multi-jurisdictional planning process to help identify areas of the County that are most suitable for long-term agricultural use. The results of the analysis are intended to be used by the City of Mequon to help identify areas that should be considered for farmland protection. The designation of high priority farmland protection areas will help to ensure that farms most in need and deserving of limited government resources receive them. LESA results were also provided to the city with the intent to discourage future urban growth in areas that are most suitable for long-term agricultural use.

The Ozaukee County LESA analysis was conducted using SEWRPC and County Geographic Information System (GIS) data to assign each agricultural parcel in the County a LESA score between 0 and 10, with 10 being the best possible score. The LE component of the analysis, comprises 40 percent of the score. The other 60 percent of the score is comprised of the 11 Site Assessment (SA) factors. Each factor received a weight that varied between high, medium, and low, based on its perceived importance to the analysis by various workgroups, committees, and boards. The 11 SA factors include:

- **SA-1 factors (agricultural productivity)**
  - SA-1A. Size of parcel in agricultural use
  - SA-1B. Size of contiguous agricultural land block
  - SA-1C. Compatibility of adjacent land uses
  - SA-1D. Compatibility of land uses within 0.5 mile

SA-1E. Population density within 0.5 mile

- **SA-2 factors (development pressures impacting continued agricultural use of a parcel)**

SA-2A. Distance from planned sewer service areas

SA-2B. Distance from IH 43 interchanges

- **SA-3 factors (other public values of a parcel)**

SA-3A. Primary or secondary environmental corridor, isolated natural resource area, natural area, or critical species habitat present on parcel

SA-3B. Wetlands less than five acres or floodplains present on parcel

SA-3C. Proximity to permanently protected land greater than 20 acres in size

SA-3D. Parcel has been placed on the National Register of Historic Places, designated as a local historic landmark, or is adjacent to a rustic road

Final LESA scores for the City are forthcoming and will be included both in table and map form in the final Comprehensive Plan as a tool for the City to assist in outreach to farmers and when making decisions regarding development proposals in the area identified as Rural on the City Land Use Plan Map. Parcels in the highest scoring categories, 9.0 to 9.9 and 8 to 8.9, should be given the highest priority for farmland protection resources. Parcels in the next highest scoring categories, 7.0 to 7.9 and 6.4 to 6.9, should be given the next highest priority for farmland protection resources. Parcels that received a score below 6.4 should be studied on a case-by-case basis to determine whether they are suitable for long-term protection.

A detailed description of the LESA analysis, including maps of the analysis factors, is outlined in the SEWRPC Staff Memorandum entitled “*Description of the Ozaukee County LESA Analysis: 2007.*” The report can be obtained by contacting the Ozaukee County Planning, Resources, and Land Management Department at (262) 284-8270 or SEWRPC at (262) 547-6721. The report is also available on the Ozaukee County website at [www.co.ozaukee.wi.us/SmartGrowth](http://www.co.ozaukee.wi.us/SmartGrowth).

### ***Protection of Farming and Farms Issue***

Preserving soil quality and open farmland are not the only agricultural issues in Ozaukee County. Agriculture cannot remain in the County if farming is not economically viable. The agricultural activity statistics inventoried by the County show that agriculture is still economically viable. County farms combined to sell about \$38,323,000 worth of agricultural products in 2002.

“Small scale farming,” which is supported by 92 percent of respondents to the countywide public opinion survey, and “niche agriculture,” which has been identified during numerous Ozaukee County Multi-jurisdictional Comprehensive Planning Citizen Advisory Committee (CAC) and County Workgroup brainstorming sessions as both desirable businesses to retain and attract. These types of operations may also be sustainable and desirable near the suburban areas where parcels are generally smaller than in the rural areas, and a market for fresh, locally grown agricultural products is located nearby.

Development pressure in the City including rising land values and nearby incompatible uses in rural areas, pose a threat to long-term agricultural use for some areas. Programs such as the Working Lands Initiative may help to promote the long term viability of agriculture. The City should also study methods to assist in marketing the County’s agricultural industry and educate the public about the benefits of farming.

## **INVENTORY: NATURAL RESOURCES ISSUES**

### ***Natural Impediments to Urban Development Issue***

The City has identified several natural resource features located in the planning area that limit building site development. These natural resources, shown on the Natural Limitations to Building Site Development Map, include: environmental corridors and isolated natural resource areas, natural areas, woodlands, floodplains, hydric soils, and Lake Michigan bluffs. The characteristics of these natural resource features are important to

land use, transportation, and utilities and community facilities planning. These conditions affect the construction costs of urban development such as streets, highways, and utilities, and the location of waste treatment sites. Preservation of these resources has also been identified as vital to the character, bio-diversity, quality of life, and economy of the area.

### ***Environmental Quality Issue***

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of areas in which concentrations of the best remaining elements of the natural resource base occur. It has been recognized by the City that preservation of these areas is essential to both the maintenance of the overall environmental quality of the City and to the continued provision of amenities required to maintain a high quality of life for residents. Primary environmental corridors, secondary environmental corridors, and isolated natural resource areas as defined by SEWRPC encompass these areas. Maps included in the Land Use Element show planned and protected environmental corridors and isolated natural resource areas in the City.

Environmental corridors often encompass natural areas, which are defined as tracts of land or water so little modified by human activity that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement, and critical species habitat sites (terrestrial and aquatic), which are located outside of natural areas but are important for their ability to support rare, threatened, or endangered plant or animal species. While these sites are almost always located in environmental corridors, there are limited exceptions.

The resources encompassed by environmental corridors and isolated natural resource areas have been identified through many sources of public input as vital to the future of the City; therefore, protection of these areas has been identified as a high priority through the comprehensive planning process. Environmental corridors and natural areas add to the rural character of the City, preservation of which has been identified as a high priority in the countywide public opinion survey, the SWOT analysis, and by several comprehensive planning workgroups and committees, which were formed to participate in the Ozaukee County multi-jurisdictional comprehensive planning process. About 75 percent of respondents to the countywide survey indicated they favor a natural resources preservation fund using Ozaukee County tax money and 95 percent of respondents favor a fund supported by grants and donations.

While the environmental corridor network includes sizable areas (areas of five acres or larger) of remaining natural resources, other smaller areas can also contribute to the environmental quality of the City by providing small areas for wildlife, plant habitat, and/or open space. Such areas can include common open space in conservation subdivisions managed for natural resource protection, and, in some cases, backyards that are designed to attract birds, butterflies, and other wildlife.

### ***Surface and Groundwater Resources and Watersheds Issue***

Surface waters, including streams, rivers, inland lakes, and Lake Michigan, greatly enhance the aesthetic quality of the environment in the City and constitute a focal point for water-related recreational activities. An adequate supply of groundwater for domestic consumption is essential for urban and rural development. Both surface water and groundwater quality are readily susceptible to degradation through improper land development and management. Surface water quality can be degraded by excess pollutant loads, including nutrient loads, from manufacturing and improperly located onsite wastewater treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites and impervious surfaces; careless agricultural practices; careless lawn maintenance practices; excessive development of riparian areas; and inappropriate filling of wetlands.

Groundwater quality can be degraded by the loss of groundwater recharge areas, excessive or overly concentrated pumping, inappropriate or poorly maintained onsite wastewater treatment systems, surface water pollution, and careless agricultural practices. Developing methods to protect both surface water and groundwater resources has been identified as important in all areas of public input gathered during the Ozaukee County multi-jurisdictional

comprehensive planning process, including the countywide survey and SWOT analysis. These resources are vital to the preservation of the natural and rural character and high quality development in the City.

Lakes, rivers, and Lake Michigan, recognized as a global resource, were specifically identified as strengths during the County SWOT analysis. Lake Michigan is one of five Great Lakes, which together hold 10 percent of the world's fresh water. Lake Michigan has been identified as an important resource because of the County's location east of the sub-continental divide, which runs through the Southeastern Wisconsin Region. All five of the major watersheds located in the County are part of the Great Lakes – St. Lawrence River drainage system. Protection from pollution is vital to maintaining the water quality of Lake Michigan, inland surface water resources, and groundwater resources, which will have a great impact on the City's future.

#### ***Floodplain, Wetlands, and Saturated Soils Issue***

Floodplains, wetlands, and saturated soils have been identified as areas to protect from development because of the incompatibility and their significant ecological importance. Floodplains are the wide, gently sloping areas typically lying on both sides of a river or stream channel which hold the flow of the channel during flood events. For planning and regulatory purposes, the floodplain is defined as those areas subject to inundation by the 100-year recurrence interval flood event. They are not well suited for development because of flood hazard, high water tables, poorly suited soils, and because development in a floodplain may adversely affect flooding further downstream.

Soils in wetland areas are not well suited for development or agricultural uses. Wetlands also have important ecological value. They contribute to flood control and water quality enhancement because they naturally serve to temporarily store excess runoff, thereby reducing peak flows and trapping sediments, undesirable nutrients, and other water pollutants. Wetlands are also important groundwater recharge and discharge areas. In addition, they provide breeding, nesting, resting, and feeding grounds for many forms of wildlife. Soils that are saturated with water or have high water tables, also known as hydric soils, are also poorly suited for development because they can cause wet basements and poorly functioning septic tank absorption fields. These soils can serve as important locations for restoration of wetlands, wildlife habitat, and stormwater detention. Saturated soils are often associated with wetlands, but may also be located outside of wetlands, particularly where tilled to drain the land for farming.

#### ***Lake Michigan Issue***

Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of land located along Lake Michigan. Unstable areas are not compatible with development and should be protected. It is also important to protect Lake Michigan, which is a National resource, from degradation by threats such as point and non-point pollution sources. The proximity to Lake Michigan was identified during the SWOT analysis as a strength due to its recreational resources, natural and unique beauty and as a source of water for consumption in the County. Loss of water supply was identified as a threat during the SWOT analysis.

#### ***Nonmetallic Mineral Resources Issue***

Nonmetallic mineral resources include sand, gravel, crushed stone, building stone, peat, and clay. These minerals constitute much of the material used to construct roads and also provide materials for structures and landscaping. The location of these resources should be taken into consideration when land is under consideration for development because they have an important economic impact. Preserving sources of aggregate for building material relatively close (within 25 miles) to a construction project lessens the overall cost of construction significantly. An adequate amount of nonmetallic mining sites should be allowed to operate in Ozaukee County to provide the building material needed for future development, including roads and structures. The City of Mequon doesn't have any known sites where these resources are available. Several sites existing in the City historically have now been mined and serve as features within developments, such as the lake within the City's Ville du Parc planned residential neighborhood.

### ***Park and Open Space Preservation Issue***

Parks significantly contribute to the City of Mequon quality of life. They provide intensive and non-intensive recreational activities as well as opportunities for public gathering, festivals, and other social occasions. They also contribute to the physical health and well being of the City's residents. Taking these factors into consideration, maintaining and enhancing parks will be a critical part of the future development of the City. Park development was specifically identified as an opportunity and a strength during the County SWOT analysis.

Open space preservation is also a key issue in planning for the City's future. As noted throughout this chapter, the rural character of the County and preservation of the existing natural resource base have been overwhelming identified as critical to the future of the County in every phase of public input gathered through the multi-jurisdictional comprehensive planning process. Open space preservation activities undertaken by the City, County, and non-government organizations, including conservation easements, can, in part, help to preserve the existing natural resource base and rural character. The countywide survey indicates that most residents are willing to actively work toward natural resources preservation as noted under the environmental quality issue.

### ***Invasive Species Issue***

Invasive plant species present a threat to the bio-diversity of high-quality natural resource areas located in the City. These species out-compete native species and reduce the bio-diversity of an area. This, in turn, causes degradation or destruction of fish and wildlife habitat and can lower the overall quality of natural areas and environmental corridors. Canada thistle, leafy spurge, field bindweed (creeping Jenny) and burdock, poison ivy, common ragweed and giant ragweed have been identified as significant invasive plant species present in the City. Additional invasive plant species that are an issue for the City include garlic mustard, purple loosestrife and buckthorn. The City should work to control these species in light of the high importance placed on natural resources. Invasive aquatic species have also been identified as a concern for Ozaukee County by the County Agricultural and Natural Resources Workgroup.

### ***Environmental Health Issue***

It is important to protect the City of Mequon natural resource base from pollutants for human and environmental health purposes as well as aesthetic and economic purposes. A healthy environment, including land and water, can help to reduce the risk of disease, injury, and premature deaths associated with or caused by hazardous environmental factors and help to promote the health, safety, and welfare of City residents. Several comprehensive planning workgroups and committees involved in the Ozaukee County multi-jurisdictional planning effort have identified the need to protect residents and the environment from hazardous materials such as mercury and other environmental pollutants such as pet waste and the toxins and carcinogens released into the environment through human activity.

## **INVENTORY: CULTURAL RESOURCES ISSUES**

### ***Historical Resources Issue***

The City has many significant historical resources that contribute to its rural and small town character. This is evidenced by the 27 sites that have been designated as local landmarks by local Landmark Commission. Although these sites and others in the County, have been recognized as significant by various levels of government, members of County multi-jurisdictional comprehensive planning workgroups and committees have expressed concern over adequate protection against destruction and degradation or the dedication of those that contribute our heritage, but have not received formal recognition.

### ***Archaeological Resources Issue***

Like historical sites, archaeological sites can provide the City with a sense of heritage and identity and can provide for economic opportunities through tourism if properly identified and preserved. There are almost 400 known archaeological sites located in Ozaukee County; however, these are estimated by the State Historical Society to be only a small fraction of the potential sites in the County. Value that cannot be replaced is lost once an archaeological site is disturbed. Identifying sites and protecting them from development will be an ongoing challenge as the City and County plan for the future.

### ***Local Historical Societies Issue***

Local historical societies provide residents and visitors with the opportunity to experience Mequon's history and heritage. They also provide the public with materials and facilities to conduct research for community, professional, and individual purposes that may further the understanding of the City's history and development.

### ***Cultural Venues, Events, and Organizations Issue***

Performing arts and exhibits that highlight the history of the City also provide a sense of heritage. These types of displays provide both an educational and recreational outlet for residents and visitors. While many of the cultural venues in the City are not historical resources in themselves, they provide the facilities that make performances and exhibits possible. Cultural events also provide an avenue for a wide range of performances, artistic displays, historical and informational exhibits, crafts, educational opportunities, and social and recreational gatherings. Operation of these cultural venues and events would not be possible without the support of the cultural organizations. These organizations provide staffing, fundraising, and promotion for the cultural venues and events that, in many cases, help to define the image of the community and its heritage.

## **GOALS, OBJECTIVES AND POLICIES:**

### ***General Agricultural, Natural, Historic and Cultural Resources Issue***

- ***Goal: Preserve and Enhance the City's Agricultural Areas, Natural Areas, Historic and Cultural Resources in the City.***
- ***Goal: Preserve and Enhance the Rural and Small Town Character of the City.***
- ***Objectives:***
  - Encourage preservation of agricultural activities in the City's rural areas.
  - Continue and enhance methods which protect the above referenced resources from incompatible uses.
  - Preserve rural character and vistas in the City's rural areas.
  - Preserve high-quality open space lands for protection of the underlying natural resource base and enhancement of the social and economic well-being and environmental quality of the City.
- ***Policies:***
  - Utilize the Land Use Plan Map and Zoning Map as a guide for the type and location of development desired and the preservation of resources identified.
  - Continue to utilize the Land Subdivision ordinance and the building and site plan review standards of the Zoning Code for development projects and the agricultural, natural, historic and cultural resources are inventoried and preserved.
  - Coordinate efforts with the Department of Natural Resources (DNR), Army Corps of Engineers, Dept. of Agriculture, State Historic Preservation Office, Wisconsin Historical Society, and other agencies in which resources are regulated.
  - Continue to administer and promote the City's Transfer of Development Rights program.
  - Continue to administer and promote the City's conservation subdivision design option and the required stewardship plans.

### ***Soil Suitability for Agricultural Production Issue***

- ***Goal: Preserve soils suitable for agricultural production in the City where landowners are willing.***
- ***Objectives:***
  - Encourage soil conservation practices to reduce farmland erosion and sustain and increase farmland productivity in the City.
  - Encourage the use of Best Management Practices (BMPs) by farmers.
- ***Policies:***
  - Refer to the Soil Suitability Map of the Land Use Element when making decisions about development proposals.

### ***Farmland Protection and LESA Analysis Issue***

- ***Goal: Preserve a sufficient amount of agricultural land to ensure farming remains viable in the City for willing land owners.***
- ***Objectives:***
  - Protect farmland outside sewer service areas for long-term agricultural use, with priority given to parcels with a LESA score of 6.4 or higher and by willingness of owners.
  - Protect the most productive agricultural lands in the City of Mequon outside planned sewer service areas for long-term agricultural use and by willingness of owners.
- ***Policies:***
  - Refer to the High Priority Farmland Protection Parcels Map (parcels with a score of 6.4 or higher by the LESA analysis) of the Land Use Element when making decisions about development proposals.
  - Inform land owners of options other than land divisions on high priority farmland protection parcels and in large contiguous areas of agricultural use.
  - Consider the impact of incompatible uses near farms and large contiguous areas of agricultural use and determine mitigation requirements.
  - Encourage more compact development within the sewer service area to minimize the development of farmland through the use of the City's Transfer of Development Rights (TDR) ordinance.
  - The City Zoning Ordinance and Zoning Map identifies an agricultural (AO) overlay zoning district in which agricultural uses are promoted and are consistent with the area identified as Rural on the Land Use Plan Map.
  - Review the Zoning Map to determine if the AO overlay district boundaries match the LESA analysis.
  - Continue to implement the Transfer of Development Rights program (TDR) to protect agricultural areas in the City of Mequon.
  - Continue to implement the conservation subdivision design option.

### ***Protection of Farming and Farms Issue***

- ***Goal: Protect farms and farming in Mequon.***
- ***Objectives:***
  - Support the economic viability of agricultural activities in the City.
  - Retain existing farm operations areas in the City to the extent possible.
- ***Policies:***
  - Encourage agricultural uses and compatibility of uses and design on lands identified as Rural on the City of Mequon 2035 Planned Land Use Map.
  - Support economic initiatives including funding programs, agri-tourism, and direct marketing of farm products.
  - Encourage niche farming operations in City, such as organic farms and orchards.
  - Encourage farming by younger age groups in City.
  - Encourage retiring farmers to pass farms on to heirs or to lease or sell farms to other farmers.
  - Allow produce stands and farmer's markets within the City and bed and breakfast establishments on farms.
  - Provide incentives for activities such as produce stands and farmers markets within the City through an expedited permitting process and reduced permitting fees.
  - Utilize use, building and site design standards within the Zoning Code when reviewing development proposals to ensure compatibility with rural character and agricultural operations.

### ***Natural Resources Goals, Objectives, Policies, and Programs***

#### ***Natural Impediments to Urban Development Issue***

- ***Goal: Ensure the protection, wise use, and enhancement of the natural resource base in the City of Mequon.***
- ***Objectives:***
  - Guide land uses to areas that can sustain the built environment.

▪ ***Policies:***

- Follow the regulations of the Floodplain and critical environmental zoning districts within the Zoning Code and Map and as Critical Environmental on the Land Use Plan Map.
- Discourage incompatible development in areas identified on the Lands with Natural Limitations for Building Site Development Map in the Land Use Element.
- Discourage incompatible development in areas identified on the Environmentally Sensitive Lands Map in the Land Use Element.
- Continue to administer and enforce the City Zoning and Land Division Ordinances, including shoreland and floodplain zoning regulations.
- Continue to administer and implement techniques that promote land use patterns that are sensitive to natural resource conservation, such as planned unit development (PUD), conservation subdivisions, and transfer of development rights (TDR) programs in the City.
- Review model conservation subdivision ordinances and codify the City's current practices of conservation subdivisions in ordinance form.

***Environmental Quality Issue***

- ***Goal: Preserve primary environmental corridors, secondary environmental corridors, and isolated natural resources areas in the City of Mequon.***
- ***Goal: Preserve critical species habitat sites and critical aquatic sites located outside of natural areas in the City.***
- ***Goal: Preserve habitat for endangered species in accordance with State and Federal requirements.***
- ***Objectives:***
  - Provide for permanent protection of primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, and critical habitat and aquatic sites as defined by associated inventory maps in the Land Use Element.
  - Discourage incompatible land uses in environmental corridors, natural areas, and critical species habitat sites in the City.
- ***Policies:***
  - Encourage the protection of environmental corridors, natural areas, and critical habitat sites through public and NGOs fee simple purchase and conservation easements.
  - Follow the regulations of the Floodplain and critical environmental zoning districts within the Zoning Code and Map and as Critical Environmental on the Land Use Plan Map.

***Surface and Groundwater Resources and Watersheds Issue***

- ***Goal: Encourage integrated water resource management of surface water, groundwater and water dependent natural resources including the protection and enhancement of water quality and conservation of water quantity.***
- ***Objectives:***
  - Reduce sedimentation, pollution, and eutrophication<sup>3</sup> of lakes, rivers, and streams in the City.
  - Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to effectively meet the wastewater disposal and stormwater runoff control needs of the City.
  - Protect groundwater quality in the City from the loss of recharge areas, excessive or overly concentrated pumping, inappropriate onsite waste treatment systems, surface water pollution.

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<sup>3</sup> Eutrophication is caused by the increase of chemical nutrients, typically compounds containing nitrogen or phosphorus, in an ecosystem. Eutrophication typically occurs when nutrient pollution is released into water bodies and results in enhanced growth of phytoplankton (an algal bloom), which disrupts normal functioning of the ecosystem.

- **Policies:**
  - Follow regulations of the Floodplain and critical environmental zoning districts in the Zoning Code and as Critical Environmental on the Land Use Plan Map.
  - Maintain a Wisconsin pollutant discharge elimination system (WPDES) permit to ensure compliance with Chapter NR 216 of the *Wisconsin Administrative Code*.
  - Continue to administer and enforce the City Stormwater Management Ordinance.
  - Continue to administer and enforce the City Construction Site Erosion Control Ordinance.
  - Continue and complete the updated FEMA floodplain mapping project.
  - Support and, where applicable, implement sanitary sewer and stormwater management standards recommended in the regional water quality management plan update (RWQMP) as required by the Department of Commerce and DNR.
  - Continue practice of requiring a BMP certification for developments every 5 years.
  - Continue practice of requiring Letters Of Credit to ensure proper installation and continued maintenance for water quality facilities.
  - Administer and enforce development agreements.
  - Ensure City residents and project applicants are aware of Chapter 9, Sanitation and Health, of the Ozaukee County Code of Ordinances, which includes regulation of private onsite waste treatment systems (POWTS).
  - Continue relationship with MMSD, WE Energies Water Service, SEWRPC and DNR regarding water quality facilities.
  - Support and, where applicable, implement the objectives, principals, and standards recommended by the Department of Commerce and DNR.
  - Support Ozaukee County’s efforts to inventory existing abandoned wells and ensure that they are properly abandoned.

***Floodplain, Wetlands, and Saturated Soils Issue***

- **Goal: *Protect floodplains, wetlands and hydric soils from incompatible development and destruction and degradation.***
- **Objective:**
  - Guide development away from floodplains.
- **Policies:**
  - Restrict land uses and structures in areas identified as floodplains on the Zoning Map, FEMA Map and in areas identified on the Surface Waters, Wetlands, and Floodplains Map in the Land Use Element.
  - Minimize the use of fill in floodplains for new construction and only in accordance with the Zoning Code and DNR regulations.
  - Continue and complete the updated FEMA floodplain mapping project.
  - Incorporate any DNR approved, delineated wetlands on the Zoning Map and Land Use Plan Map.
  - Discourage development in areas identified on the Saturated Soils Map in the Land Use Element.
  - Support County efforts to develop an inventory of existing wetland quality in Ozaukee County, including identification of wetlands with fish spawning potential.

***Lake Michigan Issue***

- **Goal: *Protect Lake Michigan’s water quality, shoreline and Lake Michigan bluffs.***
- **Objectives:**
  - Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to effectively meet the wastewater disposal and stormwater runoff control needs of the City.
- **Policies:**
  - Enforce the required Lake Michigan bluff setback per the Zoning Code.

- Incorporate Lake Michigan bluff setback areas on the Land Use Plan Map.

#### ***Non-metallic Mineral Resources Issue***

- **Goal:** Strive to gain an adequate supply of aggregate (sand, gravel, and crushed stone) at a reasonable cost for new construction and maintenance of existing infrastructure in the future.
- **Objective:**
  - Encourage the wise management of potential aggregate resource areas in the County planning area.
- **Policy:**
  - Support the development of land use patterns and regulations to effectively meet the aggregate needs of the City while limiting the effects of extractive operations (dust, noise, and truck traffic) on City residents.
  - Maximize the use of recycled asphalt and other building materials in order to conserve limited nonmetallic resources.

#### ***Park and Open Space Preservation Issue***

- **Goal:** *Preserve and enhance the system of parks, trails, and open space within the City.*
- **Objectives:**
  - Provide an integrated system of public parks, trails, and related open space areas that will provide City residents with adequate opportunity to participate in a wide range of outdoor recreation activities.
- **Policies:**
  - Seek funding for the development and maintenance of a local park system that provides facilities for recreational purposes.
  - Continue to update the City Park and Open Space Plan every five years.
  - Ensure the City Park and Open Space Plan is certified every five years by the WDNR to remain eligible for Federal and State grants to fund capital improvements and land
  - Consider future recreational and open space needs during the City development review process and consider connectivity of open space to create a linear park system.
  - Require land to be dedicated for parks or open space, a fee-in-lieu of dedication, or impact fees for parks when land is subdivided for development.
  - Specify funding mechanisms for community and neighborhood parks, such as impact fees and subdivision dedication requirements through developer's agreements.
  - Reference the Ozaukee County Park and Open Space plan into the Land Use element.
  - Encourage the protection of high-quality open space lands through public and NGO fee simple purchase and conservation easements.

#### ***Invasive Species Issue***

- **Goal:** *Protect the naturally occurring bio-diversity of the City of Mequon.*
- **Objectives:**
  - Control and reduce the spread of invasive species, including both land and aquatic species.
- **Policies:**
  - Work with County to develop programs to control and reduce the spread of invasive species.
  - Adopt a landscaping ordinance that restricts landscaping with and requires management of invasive plant species.
  - Approve a public nuisance ordinance that identifies invasive species that are detrimental to human health.

#### ***Environmental Health Issue***

- **Goal:**
  - Reduce the risk of disease, injury, or premature death associated with or caused by hazardous environmental factors in the City.
  - Reduce the human and environmental risks posed by hazardous waste.

- **Objective:**
  - Reduce human health hazards and health nuisances for citizens of the City.
- **Policies:**
  - Increase awareness on the hazards of dioxins and other toxins/carcinogens emitted by open burning.
  - Promote cost effective ways for residents to dispose of unused hazardous waste.
  - Support existing programs to reduce the human and environmental risks posed by hazardous waste.
  - Potential human health hazards will be referred to the City Health Inspector and/or County Health Department.

***Cultural Resources Goals, Objectives, Policies, and Programs***

***Historical Resources Issue***

- **Goal:** *Preserve historical and cultural resources that contribute to the City’s heritage, rural and small town character.*
- **Objectives:**
  - Preserve historic structures and sites in the City.
  - Preserve historic districts in the City.
  - Support cultural organizations that sponsor or provide assistance to cultural venues and events in the City.
- **Policies:**
  - Preserve historic structures and sites that have been listed on the National Register of Historic Places, State Register of Historic Places and local landmarks.
  - Encourage the preservation of historical resources that contribute to the heritage and economy of City, but have not been recognized or designated by government agencies.
  - Maintain status as a Certified Local Government by the State Historic Preservation Officer.
  - Administer and enforce the City’s historic preservation ordinance.
  - Maintain the City’s Landmark Commission.
  - Observe Section 66.1111 of the *Wisconsin Statutes*, which requires the City to consider how a project may affect historic properties and archaeological sites listed on the National Register of Historic Places or State Register of Historic Places.
  - Continue the City’s historical plaque program to identify local landmarks to the public.
  - Require review of demolition projects to ensure a local, Federal or State designated historic resource is not affected.
  - Continue City marketing efforts of City and county-wide events through the use of our website, quarterly newsletter, community signs and flyers.
  - Continue to host City-sponsored events through our Parks Department.
  - Continue use of public facilities for public and private events.
  - Continue to support the Chamber of Commerce.

***Archaeological Resources Issue***

- **Goal:** *Preserve archaeological resources that contribute to the heritage, small town and rural character of the City.*
- **Objective:** Preserve known archaeological sites in the City.
- **Policies:** Preserve archaeological sites inventoried or identified through various surveys, studies, and reports prepared for areas within the City.
  - Utilize zoning provisions that will preserve archeological resources while allowing for land use design flexibility including PUDs and conservation subdivisions.
  - Consider adopting the Ozaukee County model archaeological preservation ordinance for local government use.

- Observe Section 66.1111 of the *Wisconsin Statutes*, which requires cities, villages, and towns to consider how a project may affect historic properties and archaeological sites listed on the National Register of Historic Places or State Register of Historic Places.

***Local Historical Societies and Museums***

- ***Goal: Support the efforts of local historical societies to provide a greater understanding of Ozaukee County's history and heritage to the public.***
- ***Objective:***
  - Support the efforts of local historical societies to research and display the history and heritage of the City and the County to the public.
- ***Policies:***
  - Encourage the development and maintenance of facilities such as museums and research centers in the City.
  - Support the development, maintenance, and expansion of new or existing local historical society facilities and museums through an expedited permitting process and reduced permit fees.

***Cultural Venues, Events, and Organizations Issue***

- ***Goal: Support a wide range of artistic performances, displays, and educational programs in the City.***
- ***Goal: Support a wide range of entertainment and recreational opportunities in the City.***
- ***Objectives:***
  - Encourage the development and maintenance of cultural venues in the City.
- ***Policies:***
  - Support the efforts of cultural organizations to staff, fund, and promote cultural venues and events in the City.
  - Support the development, maintenance, and expansion of new or existing cultural venues and events through an expedited permitting process and reduced permit fees.

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter VIII

### LAND USE ELEMENT

#### INTRODUCTION

##### *Land Use Vision*

The City of Mequon will continue to protect the rural and small town character by defining the extent of suburban land use development and will insure that new development is compatible in use and design with the character of the surrounding area. The Land Use Element and the land use plan map indicates the general pattern of land usage based on many issues and opportunities defined throughout the comprehensive planning process including the following:

- Supporting housing choices
- Maintaining a safe community
- Creating strong and vital commercial corridors
- Improving transportation options
- Preserving and enhancing the sustainable natural and cultural environment
- Marketing the town center as a place to live, work and play
- Strengthening our city through infrastructure investments

##### *State Requirements*

The land use element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (e) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps to guide future development and redevelopment of public and private property. The *Statutes* also require an analysis of data and maps regarding existing land use, land use trends, and land use projections to develop land use goals, objectives, policies, and programs for the City of Mequon including:

- Information regarding the amount, type, and intensity or density of existing land uses in the City
- Land use trends in the City
- Projected land use needs in five year increments to the plan design year 2035
- Maps showing existing and future land uses, productive agricultural soils, natural limitations to building site development, floodplains, wetlands, and other environmentally sensitive lands<sup>1</sup>

In addition, 14 general comprehensive planning goals, which are related to each of the nine comprehensive plan elements, set forth in Section 16.965 of the *Statutes* must be addressed as part of the City comprehensive planning process.<sup>2</sup> The Land Use Element, and particularly the 2035 planned land use map, relates to each of the other comprehensive plan elements, and therefore relates to all 14 State comprehensive planning goals. Goals that are most directly related to the Land Use Element include:

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<sup>1</sup> Separate maps are not required by the *Statutes* for each of the items listed under this bullet. Multiple items may be combined on one or more maps, and some maps included in earlier chapters are referenced where appropriate.

<sup>2</sup> Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Providing and adequate supply of affordable housing for individuals of all income levels throughout each community.
- 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.
- Balancing property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

This chapter provides an inventory and an analysis of existing land use conditions and trends in the City of Mequon and sets forth goals, objectives, policies, programs, and maps intended to guide the future development of public and private property in the City through the comprehensive plan design year of 2035. The Land Use Element, in particular the 2035 planned land use map, serves to support the goals and objectives set forth in other elements of the comprehensive plan, including the Agricultural, Natural, and Cultural Resources, Transportation, Housing, and Economic Development Elements. The 2035 planned land use map also serves as a visual representation of the comprehensive plan.

#### **INVENTORY:**

Data regarding the amount, type, and intensity of land uses in the City in 2000 is set forth in Chapter IV of this report. Major development projects that occurred between 2000 and 2006 are also identified in Chapter IV. In addition, Chapter IV includes a map and description of development trends in Ozaukee County over the last 150 years. In an effort to obtain the most current information available prior to developing the Land Use Element, the 2000 land use inventory was updated to 2007. The 2007 generalized land use inventory is presented in this section.

#### **Existing Land Use Conditions**

The existing land uses inventoried for the City in Chapter IV are based on the SEWRPC land use inventory conducted in 2000. The land use classification system used in the inventory includes 66 categories, which include specific land use types and varying intensities for applicable land uses such as residential. Land uses in 2000 are shown on Map IV-2 and quantitatively summarized in Table IV-1 in Chapter IV. Nonurban land uses encompassed about 61.6 percent of the City. Agricultural land uses were the predominant nonurban land use in the City, encompassing 11,528 acres, or 62.2 percent of nonurban land and 38.3 percent of the total land area. Urban land uses encompassed about 38.4 percent of the City in 2000. Residential was the predominant urban land use, encompassing about 6,985 acres, or 60.5 percent of urban land uses and 23.2 percent of the total land area. Single-family residential comprised about 95.1 percent of the residential land.

Recent major developments were also inventoried in Chapter IV. Residential development activity in Ozaukee County between 2000 and 2006 is shown on Map IV-3 and Table IV-2 in Chapter IV. There were 20 subdivisions platted or developed over this time period in the City, encompassing about 1,209.5 acres and 312 new parcels. In the County as a whole, there were 103 subdivisions platted or developed, encompassing about 3,750 acres and 2,507 new parcels. Other major development projects, including multi-family residential, commercial, industrial, and institutional projects, undertaken in the City and the County as a whole between 2000 and 2006 were also inventoried in Chapter IV. The 2000 SEWRPC land use inventory and the 2000 to 2006 major development inventory form the basis of the 2007 generalized land use inventory update prepared for the City as part of the comprehensive planning process. The 2007 generalized land use inventory is shown on Map VIII-1 and quantitatively summarized in Table VIII-1.

Significant development has occurred in the City between 2000 and 2008. The percentage of land in nonurban uses has been reduced from 61.6 percent in 2000 to \_\_ percent in 2008 and agricultural land uses have dropped from 11,528 acres to \_\_\_\_\_ acres over the same time period. This represents a decrease of \_\_ percent of land in agricultural use. Urban land uses have increased in the City as nonurban land uses have decreased. Urban land uses have increased by \_\_ acres to encompass \_\_ percent of the City.

### **Land Use Trends**

Section 66.1001 of the *Statutes* requires an analysis of past land use trends in addition to the inventory of existing land uses. The analysis includes trends in land supply, land demand, land price, opportunities for redevelopment, and the identification of existing and potential land use conflicts.

### **Land Supply and Demand**

Land use trends in Ozaukee County between 1980 and 2000 have been inventoried and are set forth for the County in Table VIII-2 and the City in Table VIII-3. Residential land use was the largest urban land use increase the City between 1980 and 2000. The total residential land use increase was 1,787 acres. Single-family residential accounted for the largest portion of the total residential land use increase with 1,632 acres. Two family residential land use increased by 102 acres and multi-family land use increased by 52 acres. Additional urban land uses that experienced an increase between 1980 and 2000 include transportation, recreational, commercial, and industrial. Agricultural land uses in the City of Mequon decreased by 4,189 acres, or about 26.7 percent, over the same time period.

These trends show that there is a demand for additional land to accommodate urban land uses, especially for single family residential use and the transportation infrastructure that serves it, in the City and Ozaukee County as a whole. There is also a decreasing supply of land for agricultural use, primarily due to the expansion of relatively low-density single family residential developments outside the sewer service area. The City addressed the extent to which suburban development would occur in an effort to preserve agricultural lands in the mid 1990s. Much of the western and northern portions of the City are considered rural by land use plan map designation, zoning and the limited density or building massing permitted in the area. The interest in maintaining this balance between rural and suburban continues through the plan year of 2035.

### **Land Price**

Equalized value trends by real estate class in the City is set forth in Table VIII-5 from 2002-2006. Residential properties experienced the greatest increase in equalized value in the City, which was an increase of 35.3 percent. Commercial properties experienced an increase of 22.9 percent in the City, and industrial properties experienced a decrease of 10.2 percent. The City experienced an overall increase in equalized value of 32.3 percent between 2002 and 2006 compared to 35 percent in Ozaukee County and 39 percent in the State as a whole.

Agricultural land, forest land, and other lands all experienced a decrease in value in the County and the City of Mequon between 2002 and 2006. The decrease in the total value of agricultural lands can be explained by the decrease in acreage in agricultural land. Although the equalized value of agricultural land has decreased, the sale price of agricultural land increased substantially in Ozaukee County between 2002 and 2006, and over the last three decades, as shown in Chapter III. Between 2002 and 2005 the average agricultural land sale price increased from \$6,602 per acre to \$14,415 per acre. This dramatic increase in sale price parallels the decrease in agricultural land acreage and the increase in residential development outside of urban service areas the County experienced between 2000 and 2007.

### **Opportunities for Redevelopment and Smart Growth Areas**

The greatest opportunities for redevelopment in the City exist where there is available land served by existing infrastructure. Areas identified for commercial and industrial redevelopment have been identified on Table XII-12 in Chapter XII, *Economic Development Element*. Some of these sites are contaminated and are eligible for a number of the various Brownfield grant programs inventoried in Chapter XII to offset site cleanup costs. Opportunities for commercial redevelopment and infill development can also be found in the older and underutilized commercial buildings and parcels located in and adjacent to Port Washington and Mequon Road

community commercial corridor and in the City's mixed-use town center. Several economic development programs that can help to facilitate commercial district revitalization are inventoried and recommended for further study and implementation by the City in Chapter XII.

As shown on Table IX-16 in Chapter IX, the *Housing Element*, the condition of the existing housing stock in the City is generally in excellent shape; however, the opportunity for residential redevelopment still exists. One opportunity for residential redevelopment and infill development lies in mixed use and higher density residential developments on underutilized parcels in and adjacent to the town center area of the City. Other possibilities include fostering existing neighborhoods which provide housing for first time homebuyers, creating an infill design policy and emphasize recycling as an alternative to demolition of existing housing stock in good condition. Many of the older neighborhoods and housing units within the City that might be targeted for residential redevelopment are still in good condition. The housing units in these areas are generally smaller in size and located on smaller lots than newer single family housing units. Smaller homes on smaller lots are typically more affordable than newer, larger homes outside the sewer service area of the City and could therefore meet the City's goal of providing limited opportunities for first time homebuyers.

Smart Growth Areas, as defined by Section 16.965 of the *Wisconsin Statutes*, must be identified as part of the City comprehensive plan to meet the requirements of the comprehensive planning grant awarded to Ozaukee County by the Wisconsin Department of Administration for the Ozaukee County multi-jurisdictional comprehensive planning process, of which the City is a participant. Smart growth areas are defined by the *Statutes* as "an area that will enable development and redevelopment of land with existing infrastructure and municipal, State, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, State governmental, and utility costs."

As set forth in the preceding paragraphs, the following "Smart Growth Areas" have been identified in the City:

- Environmentally contaminated sites identified as suitable for redevelopment
- Underutilized parcels in and adjacent to the City's town center.
- Aging commercial districts located in the City's town center and along the Port Washington Road commercial corridor as well as some neighborhood commercial nodes.
- Sites that can be considered "receiving sites" under the City's Transfer of Development Rights (TDR) ordinance.
- Undeveloped land within sewer service areas that is adjacent to existing development and does not encompass lands with significant environmental features or potential for long-term agricultural use<sup>3</sup>

The opportunities for redevelopment and smart growth areas envisioned under the City comprehensive plan are consistent with those identified under the Ozaukee County multi-jurisdictional comprehensive plan.

The opportunities for redevelopment and smart growth areas envisioned under the City comprehensive plan are also consistent with the land use design concepts developed under the regional land use plan, which was endorsed by Ozaukee County at the meeting held on December 6, 2006. The regional land use plan was designed to accommodate new urban development in planned urban service areas, including infill development and redevelopment where appropriate. While the City supports these land use concepts, it doesn't necessary intend to accommodate 90 percent of the future residential growth in medium and high density ranges within planned urban service areas as suggested in the regional plan. Residential development through TDR, compact, pedestrian oriented and mixed use development in the town center will facilitate the efficient provision of basic urban facilities and services and also moderates the amount of agricultural land that has to be converted to urban use to accommodate some of the anticipated growth in population and households.

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<sup>3</sup> *Lands with significant environmental features are defined by the Natural Limitations to Building Site Development Map and Environmentally Sensitive Lands Map, which are discussed later in this Chapter. Land with potential for long-term agricultural use is identified on Map VII-2, LESA Analysis Map, in Chapter VII.*

## **Existing and Potential Land Use Conflicts**

Land use conflicts between the City and other communities are most common in town areas directly adjacent to the City. Conflicts arise as towns allow or plan for residential development near the City borders at densities that are not cost efficient for the City to provide with urban services, at such time as the area might annexed. Conversely, conflicts arise as the City reviews and denies proposed subdivisions within the extraterritorial plat review area, which prevents residential development in the town. The extraterritorial plat review areas of the City and other cities and villages located in Ozaukee County are shown on Map V-9 in Chapter V. Boundary agreements between the City and adjacent towns are one way to avoid such conflicts. Boundary agreements are discussed in greater detail in Chapter XIII, *Intergovernmental Cooperation Element*.

## **GOALS, OBJECTIVES, POLICIES, PROGRAMS, AND MAPS**

### **Land Use Issues**

Each of the comprehensive planning issue statements identified in Chapter VI, *Issues and Opportunities Element*, is related to the land use element. The land use element also uses data and analysis from other comprehensive plan elements and public input to determine the amounts and types of development that are possible and desired within the City, and which natural resource features and productive agricultural lands need to be protected from future development. A land use issue statement has been developed for each of the other comprehensive planning elements to integrate the land use element with the other elements of the comprehensive plan.

The City Land Use Element is also integrated with the County comprehensive plan adopted by Ozaukee County as a result of the Ozaukee County multi-jurisdictional comprehensive planning process. This has chiefly been accomplished through the 2035 planned land use map for the County. The County planned land use map incorporates the City land use map. The goals and objectives developed under the County comprehensive planning process have been addressed by the County planned land use map to the greatest extent possible, while incorporating the land uses and densities desired by the City.

### ***Agricultural, Natural, and Cultural Resources Issue***

In 2035, the City of Mequon promotes the preservation and effective management of prime agricultural lands, woodlands, wetlands, lakes, rivers, ravines, parks, open space features and other significant natural areas as well as supports and promotes our historic and cultural features. These features are cherished assets that speak to our past, protect the environment and wildlife and provide recreational opportunities. The City views these actions as contributions to our local and global ecological well-being, our quality of life and the economy, all of which enrich the lives of our citizens. Many of the agricultural, natural, and cultural resource goals and objectives identified in Chapter VII, *Agricultural, Natural, and Cultural Resources Element*, to address these concerns are dependent on land use decisions.

Section 66.1001 of the *Statutes* requires that productive agricultural soils be identified and mapped. A land evaluation and site assessment (LESA) analysis was conducted and is shown in Map VII-2 in Chapter VII. Section 66.1001 of the *Statutes* requires that natural limitations to building site development in the City be identified and mapped. These natural resources, shown on Maps VIII-3 and VIII-4, include: 100-year floodplains (flood fringe and floodways), hydric soils, Lake Michigan bluffs, surface water, wetlands, and woodlands. Section 66.1001 of the *Statutes* requires that environmentally sensitive lands in the City be identified and mapped. These natural resource features located in the City as environmentally sensitive lands, shown on Maps VIII-5 and VIII-6, including: primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, critical species habitat sites and critical aquatic habitat sites, surface water, wetlands, woodlands, and significant geological sites. Section 66.1001 of the *Statutes* also requires that floodplains and wetlands in the City be identified and mapped. Floodplains and wetlands have been identified and mapped on Map III-18 in Chapter III. Park and open space sites and cultural resources were also identified in Chapter VII as enhancing the quality of life in the City by preserving rural and small town character, protecting natural resources, and by providing recreational, entertainment, and educational opportunities to City residents and those who visit

the City. Each of these maps reflect objectives of the City's comprehensive plan and will be considered when making decisions about development issues and opportunities in addition to the land use plan map.

### ***Housing Issue***

The City of Mequon offers residential living choices in harmony with the City's safe, quality, environmentally rich, small town character. Low density, single family neighborhoods are the primary housing choice however; some limited areas of well-designed, well-built and well-managed alternative housing types which provide choice are available (30% of all housing). These areas are within Mequon's Town Center and within areas that transition from commercial corridors to single-family residential neighborhoods. The City, through code and design standards, has attractive residential development with open space features, scenic views and connectivity to significant features.

Section 66.1001 of the *Statutes* requires the housing element of the comprehensive plan to promote the development of housing that provides a range of choices for all income levels, age groups, and special needs groups<sup>4</sup> in the City and to promote the availability of land for the development or redevelopment of affordable housing in the City. Both of these requirements are addressed in the *Land Use Element*. The City planned land use map provides for a range of residential uses and densities to meet statutory requirements. Several housing element objectives and policies affect the City planned land use map. An objective under the Housing Supply Issue in Chapter IX requires the planned land use map to accommodate an additional 2,981 housing units by 2035. A program within the Housing Element encourages housing choices by using flexible zoning districts such as PUDs and TDR's, and traditional neighborhood districts and mixed use districts such as the city's town center. The City planned land use map includes land use categories that allow for these types of housing choices.

The Housing Element includes an objective to promote opportunities for the City's aging population, for persons with disabilities, to respond to a wide variety of housing submarkets, including economic diversity and to foster and provide limited opportunities for first time homeowners. A variety of housing structures and types are promoted through the various and distinct zoning districts within the City. The City planned land use map provides for land use categories to accommodate the choices and distribution needs in the city.

### ***Transportation Issue***

The City of Mequon recognizes the significant importance that a viable transportation system plays in supporting a vibrant economic foundation as well as a high quality of life and services for a community. More people than ever before will take advantage of transit options (carpooling, for example) to connect to nearby employment centers, services, schools, parks and neighborhoods. Pedestrian and bike paths as well as trails are an integral part of the transportation network. Personal vehicles remain the primary choice of transportation, therefore a well-maintained system provides for the safe and efficient transport of people and goods.

These transportation priorities can be supported, at least in part, by land use development patterns that are conducive to the development of bike, pedestrian, and transit systems. Higher-density residential infill development which addresses the issue of "aging in place", redevelopment, mixed use development, and new development in the sewer service area, adjacent to existing development can reduce the need for new roads to serve residential development and can be more efficiently served by alternative modes of transportation, such as bike and pedestrian trails. The City planned land use map reflects higher-density, compact development patterns in the town center.

Existing commercial and industrial development is generally located along major arterials as shown on Map VIII-1. This type of development pattern supports the use of alternative modes of transportation. This type of development pattern also increases accessibility of shopping and jobs to those in the City that may not drive or choose not to drive, such as the City's aging population, if the proper pedestrian and bicycle facilities are installed. The existing pattern of commercial and industrial development should be continued through the comprehensive plan design year 2035, as reflected on the planned land use map.

### ***Utilities and Community Facilities Issue***

The City of Mequon will ensure that the citizens have access to quality facilities and efficient services. The City strives to maintain low taxes without jeopardizing the health, safety and general welfare by controlling debt, maintaining equipment and carefully planning expenditures. Citizens value the safety, low crime and community services provided by fire, police and other essential city services. Mequon is a model of volunteerism and citizen community involvement. The state of the art medical facilities and excellent education institutions are icons of this community. The City looks to reduce costs and improve efficiencies in services while maintaining Mequon's excellent quality of life for its citizens. The City planned land use map reflects these interests.

The boundaries of service areas of public utilities and community facilities are mapped in Chapter IV, *Inventory of Existing Land Uses, Transportation Facilities and Services, and Utilities and Community Facilities*. Specific utilities mapped include planned sewer service areas and areas served by sewer, public water utilities, stormwater management facilities, electric power lines and natural gas service, and wireless telecommunication facilities. Service area boundaries have also been mapped for police services, fire protection, and emergency medical services. Specific community facilities that have been mapped in Chapter IV include health care facilities, government and public institutional centers, public and private schools and school districts, cemeteries, child-care facilities, nursing homes, and assisted living facilities.

### ***Economic Development Issue***

The City of Mequon will continue to be an attractive choice for new and existing businesses as long as the City provides the basic building blocks of a healthy, prospering community. The City maintains its strength and vitality by making every commercial and residential neighborhood a secure and attractive place in which to work, live and invest. The City provides careful attention to decisions about public infrastructure, desired businesses, good and services. The City will be an active partner in private sector initiatives and by doing so demonstrates its commitment to long-term, sustainable growth and economic development.

Section 66.1001 of the *Statutes* requires the economic development element of the comprehensive plan to designate an adequate number of sites to attract and retain desirable businesses and promote the use of environmentally contaminated sites for commercial or industrial uses.

The City planned land use map provides for adequate sites to attract and retain desirable businesses (listed in the Economic Development Element and as approved by the Planning Commission and Common Council) to the City as well as accommodate the jobs projected to be located in the City in the plan design year of 2035. The City intends to further analyze the environmentally contaminated sites identified for commercial or industrial use to promote adaptive reuse and discusses this further in Chapter XIV, Implementation. The analysis will determine if an amendment to the land use plan map is necessary.

The Economic Development Element also includes several policies and programs to support the goals and objectives listed above. Policies include the promotion of businesses in business/industrial parks, TIF Districts, the town center, and environmentally contaminated sites in the City. Additional policies include the development of new businesses or expansion of businesses in the areas with existing infrastructure or contiguous to areas with existing infrastructure, studying the use of boundary agreements to support business in areas identified as appropriate for commercial or industrial uses in the adjacent towns, and supporting property owner's interest for long-term agricultural use. The planned land use map reflects these economic development goals, objectives, policies, and programs where possible.

### ***Intergovernmental Cooperation Issue***

Land use conflicts are most likely to occur in town areas adjacent to the City boundary. An open dialogue between the City and neighboring communities, and where possible joint land use planning, is a desired result of the City's participation in the Ozaukee County multi-jurisdictional comprehensive planning process. Agreements between participating cities and villages on the boundaries of planning areas and the joint comprehensive planning area identified by the City of Port Washington and the Village of Saukville are examples of

intergovernmental cooperation that have resulted from the Ozaukee County multi-jurisdictional comprehensive planning process. The boundary agreement between the City and Town of Port Washington, which established a permanent boundary between the City and Town and provides for the extension of water and sewer services to the Town by the City, was the only boundary agreement in Ozaukee County as of 2007. It is hoped that the Ozaukee County multi-jurisdictional comprehensive planning process will provide the foundation for additional agreements in the future.

### ***Land Use and Implementation Issue***

The City Land Use Element is intended to accommodate projected growth in the City's population, number of households, and employment through the comprehensive plan design year 2035. The Land Use Element is also intended to guide this projected growth in a manner that protects the City's agricultural and natural resource base; that promotes efficient development patterns with low municipal government, State government, and utility costs; and therefore low taxes and addresses public input gathered during the comprehensive planning process, such as the desire to preserve the rural and small town character and a population of 30,000 or less. Each of the comprehensive planning elements has been integrated into the Land Use Element through issue statements that identify how these elements will affect the desired development pattern of the City through 2035.

The City 2035 planned land use map (Map VIII-7) sets forth the desired development pattern for the City over the comprehensive planning period. The planned land use map is designed to accommodate projected population, household, and employment growth; the infrastructure and institutions required to serve residential, commercial, and industrial uses in the City, and the City's agricultural and natural resource base. The map has also been incorporated in the Ozaukee County planned land use map: 2035 through the County multi-jurisdictional comprehensive planning process.

The preparation of the City planned land use map is critical to the implementation of the City comprehensive plan because the consistency requirement in Section 66.1001(3) of the comprehensive planning law states that any local government that engages in official mapping, general or shoreland zoning, or subdivision regulation must carry out those actions in a way that is consistent with "that local governmental unit's<sup>5</sup> comprehensive plan." This requirement applies most directly to the land use element, and the planned land use plan map, which must be consistent with the City land use control ordinances, including zoning, land division, and official mapping ordinances.

## **GOALS, OBJECTIVES, POLICIES AND PROGRAMS**

### ***Agricultural, Natural, and Cultural Resources Issue***

#### ***General Agricultural, Natural, Historic and Cultural Resources Issue***

- ***Goal: Preserve and Enhance the City's Agricultural Areas, Natural Areas, Historic and Cultural Resources in the City.***
- ***Goal: Preserve and Enhance the Rural and Small Town Character of the City.***
- ***Objectives:***
  - Encourage preservation of agricultural activities in the City's rural areas.
  - Preserve rural character and vistas in the City's rural areas.
  - Preserve high-quality open space lands for protection of the underlying natural resource base and enhancement of the social and economic well-being and environmental quality of the City.
- ***Policies:***
  - Utilize the Land Use Plan Map and Zoning Map as a guide for the type and location of development desired and the preservation of resources identified.
  - Continue to administer and promote the City's Transfer of Development Rights program.

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<sup>5</sup> Section 66.1001 (1)(b) of the Statutes defines a "local governmental unit" as a city, village, town, county, or regional planning commission.

- Continue to administer and promote the City’s conservation subdivision design option and the required stewardship plans.

***Soil Suitability for Agricultural Production Issue***

***Goal: Preserve soils suitable for agricultural production in the City where landowners are willing.***

***Objectives:***

- Encourage soil conservation practices to reduce farmland erosion and sustain and increase farmland productivity in the City.
- Encourage the use of Best Management Practices (BMPs) by farmers.

• ***Policies:***

- Refer to the Soil Suitability Map of the Land Use Element when making decisions about development proposals.

***Farmland Protection and LESA Analysis Issue***

***Goal: Preserve a sufficient amount of agricultural land to ensure farming remains viable in the City for willing land owners.***

• ***Objectives:***

- Protect farmland outside sewer service areas for long-term agricultural use, with priority given to parcels with a LESA score of 6.4 or higher and by willingness of owners.
- Protect the most productive agricultural lands in the City of Mequon outside planned sewer service areas for long-term agricultural use and by willingness of owners.

• ***Policies:***

- Refer to the High Priority Farmland Protection Parcels Map (parcels with a score of 6.4 or higher by the LESA analysis) of the Land Use Element when making decisions about development proposals.
- Consider the impact of incompatible uses near farms and large contiguous areas of agricultural use and determine mitigation requirements.
- Encourage more compact development within the sewer service area to minimize the development of farmland through the use of the City’s Transfer of Development Rights (TDR) ordinance.
- The City Zoning Ordinance and Zoning Map identifies an agricultural (AO) overlay zoning district in which agricultural uses are promoted and are consistent with the area identified as Rural on the Land Use Plan Map.
- Review the Zoning Map to determine if the AO overlay district boundaries match the LESA analysis.
- Continue to implement the Transfer of Development Rights program (TDR) to protect agricultural areas in the City of Mequon.
- Continue to implement the conservation subdivision design option.

***Protection of Farming and Farms Issue***

***Goal: Protect farms and farming in Mequon.***

***Objectives:***

- Support the economic viability of agricultural activities in the City.
- Retain existing farm operations areas in the City to the extent possible.

• ***Policies:***

- Encourage agricultural uses and compatibility of uses and design on lands identified as Rural on the City of Mequon 2035 Planned Land Use Map.

***Natural Resources Goals, Objectives, Policies, and Programs***

***Natural Impediments to Urban Development Issue***

• ***Goal: Ensure the protection, wise use, and enhancement of the natural resource base in the City of Mequon.***

• ***Objectives:***

- Guide land uses to areas that can sustain the built environment.

- ***Policies:***

- Follow the regulations of the Floodplain and critical environmental zoning districts within the Zoning Code and Map and as Critical Environmental on the Land Use Plan Map.
- Discourage incompatible development in areas identified on the Lands with Natural Limitations for Building Site Development Map in the Land Use Element.
- Discourage incompatible development in areas identified on the Environmentally Sensitive Lands Map in the Land Use Element.
- Continue to administer and enforce the City Zoning and Land Division Ordinances, including shoreland and floodplain zoning regulations.
- Continue to administer and implement techniques that promote land use patterns that are sensitive to natural resource conservation, such as planned unit development (PUD), conservation subdivisions, and transfer of development rights (TDR) programs in the City.
- Review model conservation subdivision ordinances and codify the City’s current practices of conservation subdivisions in ordinance form.

***Environmental Quality Issue***

- ***Goal: Preserve primary environmental corridors, secondary environmental corridors, and isolated natural resources areas in the City of Mequon.***
- ***Goal: Preserve critical species habitat sites and critical aquatic sites located outside of natural areas in the City.***
- ***Goal: Preserve habitat for endangered species in accordance with State and Federal requirements.***
- ***Objectives:***
  - Provide for permanent protection of primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, and critical habitat and aquatic sites as defined by associated inventory maps in the Land Use Element.
  - Discourage incompatible land uses in environmental corridors, natural areas, and critical species habitat sites in the City.
- ***Policies:***
  - Follow the regulations of the Floodplain and critical environmental zoning districts within the Zoning Code and Map and as Critical Environmental on the Land Use Plan Map.

***Surface and Groundwater Resources and Watersheds Issue***

- ***Goal: Encourage integrated water resource management of surface water, groundwater and water dependent natural resources including the protection and enhancement of water quality and conservation of water quantity.***
- ***Objectives:***
  - Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to effectively meet the wastewater disposal and stormwater runoff control needs of the City.
- ***Policies:***
  - Follow regulations of the Floodplain and critical environmental zoning districts in the Zoning Code and as Critical Environmental on the Land Use Plan Map.

***Floodplain, Wetlands, and Saturated Soils Issue***

- ***Goal: Protect floodplains, wetlands and hydric soils from incompatible development and destruction and degradation.***
- ***Objective:***
  - Guide development away from floodplains.

- **Policies:**
  - Restrict land uses and structures in areas identified as floodplains on the Zoning Map, FEMA Map and in areas identified on the Surface Waters, Wetlands, and Floodplains Map in the Land Use Element.
  - Incorporate any DNR approved, delineated wetlands on the Zoning Map and Land Use Plan Map.
  - Discourage development in areas identified on the Saturated Soils Map in the Land Use Element.

***Lake Michigan Issue***

- **Goal: *Protect Lake Michigan’s water quality, shoreline and Lake Michigan bluffs.***
- **Objectives:**
  - Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including non-point pollution controls and sewage and stormwater management systems, to effectively meet the wastewater disposal and stormwater runoff control needs of the City.
- **Policies:**
  - Enforce the required Lake Michigan bluff setback per the Zoning Code.
  - Incorporate Lake Michigan bluff setback areas on the Land Use Plan Map.

***Park and Open Space Preservation Issue***

- **Goal: *Preserve and enhance the system of parks, trails, and open space within the City.***
- **Objectives:**
  - Provide an integrated system of public parks, trails, and related open space areas that will provide City residents with adequate opportunity to participate in a wide range of outdoor recreation activities.
- **Policies:**
  - Continue to update the City Park and Open Space Plan every five years.
  - Reference the Ozaukee County Park and Open Space plan into the Land Use element.

***Housing Issue***

- **Goal: *Promote Housing Choices in the City.***
- **Objectives:**
  - Encourage housing development that provides opportunities for the City’s aging population.
  - Encourage housing development that provides opportunities for persons with disabilities.
  - Respond to a wide variety of housing submarkets, including economic diversity.
  - Foster and provide limited opportunities for first time homeowners.
- **Policies:**
  - Target the Town Center (the City’s traditional neighborhood district) as an area for a diversity of housing types including senior housing facilities and multi-family housing.
  - Evaluate and monitor the need and appropriate location for senior housing projects.
  - Support alternatives to single-family housing based on a) project location b) the level of affordability and c) the type of housing proposed as it relates to the existing variety of housing types in the surrounding area.
  - Permanent housing for people with disabilities shall not be excluded from the benefit of living within residential surroundings.
  - Housing units that provide the needs for people with disabilities shall be available and appropriately dispersed throughout the City.
- **Goal: *Maintain and Enhance the Value of the City’s Existing Housing Stock.***
- **Objectives:**

- Preserve and maintain areas that are developed as single-family.
- Provide and maintain areas that are low-density residential areas.
- **Policies:**
  - Utilize the Land Use Plan Map as a guide for the type and location of residential development.
  - Evaluate and monitor the need and appropriate location for housing types that allow residents to remain in the community as their lifestyle or family size change.
- **Goal: Enhance Aesthetics of Residential Developments.**
- **Objectives:**
  - Require residential development to be designed in a manner that compliments the site’s existing site features, surrounding features and maintain open space and protect significant environmental features and viewsheds.
  - Consider vehicular, pedestrian and bike interconnectivity as part of any housing development.
  - Continue to promote and approve conservation subdivisions.
  - Neighborhood livability, including safety, traffic calming, streetscape, green space is recognized as being vital to housing success.
- **Policies:**
  - Prohibit residential development within environmentally sensitive areas.
  - Continue to utilize the Planned Unit Development ordinance for residential projects that may not meet typical zoning standards.
- **Goal: Promote the Redevelopment of Lands with Existing Infrastructure and Public Services.**
- **Objectives:**
  - Maintain existing higher density zoning districts where suburban residential development is located within the sewer service area and where existing infrastructure exists.
  - Encourage low-density residential development within our rural areas.
  - Encourage infill housing.
- **Policies:**
  - Utilize the Land Use Plan Map as a guide for the type and location of residential development.
  - Continue to utilize the Planned Unit Development ordinance for residential projects that may not meet typical zoning standards.
  - Continue to promote the City’s Transfer of Development Rights program.
  - Study the extent to which the sewer service area should be applied with the City’s Transfer of Development Rights ordinance in mind.

**Transportation Issue**

**General Transportation Issue**

- **Goal: Improve transportation infrastructure and land use design to support a range of transportation choices.**
- **Objectives:**
  - Expand and enhance alternative modes of transportation.
  - Maintain and enhance existing transportation infrastructure in a manner to coordinate with and strive to meet the goals and objectives of the regional transportation system plan and the Ozaukee County comprehensive plan wherever reasonably possible.
  - Encourage new transportation patterns that relieve congestion and reduce fuel consumption, air pollution, noise pollution, and the need for expansion of roads, thereby maintaining the rural character.
  - Provide opportunities for walking and bicycling as part of everyday planning to provide an alternative to vehicle travel and to promote a healthy lifestyle.

**Policies:**

- Coordinate transportation needs with land use, zoning and development needs.
- Encourage development patterns with transportation infrastructure that minimizes environmental impact.
- Review and consider goals, guidelines and recommendations of the SEWRPC regional plan, the Ozaukee County Comprehensive Plan's Transportation Element and other relevant transportation plans.

***Multi-Modal Transportation System Issue***

- ***Goal: Provide an integrated, efficient, and economical transportation system that allows mobility, convenience, and safety and that meets the needs of all citizens.***
- ***Objective:***
  - Provide a variety of transportation choices to meet the needs of all citizens.
- ***Policies:***
  - Support Ozaukee County's efforts to develop methods to promote interconnection between all transportation modes and systems available within the City, County, and the Region.

***Streets and Highways Issue***

- ***Goal: Provide an integrated, efficient, and economical transportation system that allows mobility, convenience, and safety and that meets the needs of all citizens.***
- ***Goal: Maintain a street and highway system that efficiently serves the anticipated land use development pattern set forth on the Land Use Map.***
- ***Objectives:***
  - Promote the efficient and safe movement of people and goods into and through the City.
    - Provide an efficient arterial street and highway system to promote a strong economy within the City and the County.
  - ***Policies:***
    - Utilize the City 2020 Bike/Pedestrian System Plan.
    - Minimize the disruption of land uses adjacent to streets and highways by reserving adequate rights-of-way in advance of construction in accordance with the City's Ultimate Right-of-Way map.
    - Work to achieve consensus with State on Town Center design and streetscaping issues as it relates to modifications to Mequon and Cedarburg Road.
      - Develop methods to ensure that the needs of pedestrians, bicyclists, and transit users are considered, and appropriate facilities are provided, when City streets and highways are designed, constructed, or reconstructed.
      - Require, when requested by Planning Commission or Common Council, transportation impact analysis (TIA) reports for development projects to determine conditions and if improvements are needed.

***Transit Issue***

- ***Goal: Work with appropriate agencies and stakeholders to provide for a transportation system that efficiently serves the anticipated land use development pattern set forth in the Land Use Element.***
- ***Objectives:***
  - Consider the need for expansion and enhancement of public transportation in the City.
    - ***Policies:***
      - Identify the need for and areas where the Ozaukee County Express Bus System service is provided to the City.
        - Acknowledge the Town Center, a mixed-use neighborhood, on the Land Use Plan Map.
        - Work with local governments and SEWRPC to initiate a corridor study for the potential commuter rail line in Ozaukee County under the regional transportation system plan.

***Bicycle and Pedestrian Facilities Issue***

- **Goal:** *Provide for bicycle and pedestrian facilities in the City that efficiently serve the anticipated land use development pattern set forth in the Land Use Element.*
- **Goal:** *Provide options for bicycle and pedestrian travel as an alternative to personal vehicle travel.*
- **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.
- - **Policies:**
    - Utilize City’s 2020 Bike/Pedestrian System Plan for any development project.
    - Support the continued development, enhancement, and management of the Ozaukee Interurban Trail.
    - Identify “missing links” or opportunities to provide additional links to connect City bikeways and activity centers to the Interurban Trail.
    - Continue to require linked pedestrian/bicycle path and open space system where appropriate for development proposals under the Building and Site Plan Review Standards and Land Subdivision Regulations of the Zoning Code and during reconstruction or construction of City sponsored projects.

***Utilities and Community Facilities Issue***

***General Utilities and Community Facilities Issue***

- **Goal:** *Encourage sustainable development of land for business and residential use.*
- **Objectives:**
  - Encourage infill development.
  - Encourage development and redevelopment of land with access to existing infrastructure and public services.

***City Services and Regulations Issue***

- **Goal:** *Provide public services that meet the needs of City residents.*
- **Objectives:**
  - Provide public sewer service facilities to uses within the sewer service boundary in the City.
  - Provide public water supply to uses within the sewer service boundary in the City.
  - Work to protect and enhance surface water and groundwater quality.
  - Work to protect groundwater quantity.
- **Policies:**
  - Encourage land use development patterns that promote efficient development patterns, that minimizes environmental impact and have relatively low municipal, State government, and utility costs.
  - Encourage sustainable development of land for business and residential use.
  - Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including sewage management systems, to effectively meet the wastewater treatment and disposal needs and water supply needs of the City.
  - Develop and maintain a land use pattern that can be efficiently served by utilities and community facilities.
- **Objective:**
  - Ensure City residents are not adversely affected by stormwater runoff and flooding.
- **Policies:**
  - Develop land use patterns and water control facilities and programs, including stormwater management systems, to meet the stormwater runoff control needs of the City.

***Other Governmental Agencies and Service Providers Issue***

- ***Goal: Ensure the public services offered in the City meet the needs of all City residents.***
- ***Objectives:***
  - Recognize the importance of a high quality educational system in the City.
  - Recognize the importance of a high level of health care services in the City.
- ***Policies:***
  - Ensure an adequate amount of land is allocated to institutional uses such as educational buildings and institutions and health care facilities to serve City residents through the comprehensive plan design year 2035.
- ***Objective:***
  - Encourage land uses and densities that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- ***Policies:***
  - Encourage development patterns and preservation of existing developments that are energy efficient with utility infrastructure that minimizes environmental impact.
  - Promote the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures that are in good condition for adaptive reuse.
  - Discourage development in areas identified as lands with natural limitations for building site development or with environmentally sensitive features.
  - Review and revise, if necessary, the City Zoning Ordinance to ensure it is consistent with the location of communication and utility land uses on the planned land use map.
- ***... Objective:***
  - Work to ensure there are adequate community facilities, such as child care facilities and cemeteries, located in the City to meet the needs of City residents.
- ***Policies:***
  - Ensure there is an adequate amount of land in the City for community facilities
  - Review and revise, if necessary, the City Zoning Ordinance to ensure it is consistent with the planned land use map.

***Economic Development Issue***

- ***Goal: Develop and Retain a Diverse Tax Base***
- ***Objectives:***
  - Allow only a limited amount of heavy industry.
  - Relocate existing heavy industrial uses where conflict with surrounding area exists to appropriate sites within the City
  - Protect Port Washington Road's ability to continue to provide a wide range of desired goods and services, its ability to accommodate traffic and strengthen its position as a commercial retail center serving the local area and visitors.
  - Direct large-scale, auto-oriented shopping centers to locate along major arterials that have immediate freeway access.
  - Support small-scale sales and services in neighborhood commercial node areas.
- ***Policies:***
  - Develop methods to retain and encourage farming as a viable part of the economy.
  - Promote the use of our TDR program to promote agricultural land.

- Promote a reasonable supply of workers to meet the employment needs of businesses located in the City through 2035
- Study neighborhood commercial nodes to evaluate issues and opportunities for business development and formulate recommendations.
- ***Goal: Ensure Well-Designed, Visually Attractive Development While Preserving the City's Existing Small Town Character***
- ***Objectives:***
  - Limit development to identified areas on the Land Use Plan Map.
- ***Policies:***
  - Require development to be designed in a manner that compliments the site's existing site features, surrounding features and maintain open space and protect significant environmental features and viewsheds.
  - Continue to utilize the Planned Unit Development ordinance for projects that may not meet typical zoning standards.
- ***Goal: Continue to Invest in the City's Infrastructure***
- ***Objectives:***
  - Promote development in areas with existing infrastructure and public services and where costs remain relatively low for municipal, state government and utilities.
  - Consider vehicular, pedestrian and bike interconnectivity as part of any development.
  - Continue to promote neighborhood livability, including safety, traffic calming, streetscape, green space as it is recognized as being vital to commercial success.
- ***Policies:***
  - Consider how the City's infrastructure can promote convenient and flexible transportation options between the City and the neighboring communities.
  - Evaluate the anticipated Ozaukee County study regarding various transportation service components to determine how the recommendations may fit the needs of Mequon businesses.
- ***Goal: Redevelop the Town Center area to Create a Heart of the Community***
- ***Objectives:***
  - Promote Town Center as the City's unique mixed-use neighborhood with entertainment, arts and cultural activities and walkable, natural amenities.
  - Design and develop projects with pedestrian activity as a priority.
  - Serve the area with alternative transportation, superior amenities and attractive employment opportunities.
- ***Policies:***
  - Support Town Center plans and studies in effort to move towards implementation of specific public improvement projects and promotion of private development.

### ***Intergovernmental Cooperation Issue***

#### ***Land Use and Implementation Issue***

- ***Goal:*** Accommodate the projected growth in the City's population, households, and employment through the comprehensive plan design year 2035.
- ***Goal:*** Accommodate the institutions and infrastructure required to effectively serve residential, commercial, and industrial development in the City through the comprehensive plan design year 2035.

- **Goal:** Guide projected growth in a manner that protects the agricultural and natural resource base of the City of Mequon planning area.
  - **Objective:** Encourage a balanced and sustainable allocation of space between various types of land use categories to meet the social, physical, and economic needs of City residents.
  - **Objective:** Encourage a balance between development types.
    - **Policy:** Integrate the goals, objectives, policies, and programs recommended in the Agricultural, Natural, and Cultural Resources; Housing; Transportation; Utilities and Community Facilities; Economic Development; and Intergovernmental Cooperation issues of the *Land Use Element*.
      - Incorporate the goals, objectives, policies, and programs recommended in the Agricultural, Natural, and Cultural Resources; Housing; Transportation; Utilities and Community Facilities; Economic Development; and Intergovernmental Cooperation issues into Map VIII-7, City Planned Land Use Map: 2035.<sup>6</sup>
    - **Policy:** The City Planned Land Use Map: 2035 shall provide adequate additional land to accommodate changes in population, households, and employment in the City by 2035 as documented in this plan.
    - **Policy:** Provide a spatial distribution of various land uses on the City Planned Land Use Map that will result in a compatible arrangement of land uses.
      - **Program:** Develop town center area as a traditional neighborhood development that contains, within reasonable walking distance, necessary supporting uses, such as park, retail and service, and elementary school facilities.
      - **Program:** Designate the town center as the area for mixed-use development to provide opportunities for living close to work.
      - **Program:** Rural residential development should be located in such a way as to minimize conflicts with farming activity that may arise when residences are located in the vicinity of agricultural operations.
      - **Program:** Encourage the use of conservation subdivision design concept for residential development to the extent practicable. Amend the City of Mequon subdivision and zoning regulations to accommodate conservation design.
      - **Policy:** Preserve and renew existing, developed neighborhoods, where appropriate, to accommodate growth through redevelopment and through the infilling of undeveloped land within existing sewer service area.
- **Goal:** Ensure the “consistency” requirement of the State comprehensive planning law is fulfilled.
  - **Objective:** Ensure the City zoning, land division, and official mapping ordinances and City shoreland and floodplain zoning regulations are consistent with the land use plan map adopted by the Common Council in order to meet the requirements of Section 66.1001 (3) of the *Statutes*.
    - **Policy:** Consult the City comprehensive plan when implementing City zoning and land division functions.
      - **Program:** The Planning Commission should review and revise the Zoning Ordinance, Land Division Ordinance, Official Map and shoreland and floodplain to be consistent with the City Planned Land Use Map: 2035 upon the adoption of the City Comprehensive Plan: 2035 by the Common Council.
      - **Program:** Develop methods to provide developers and landowners with easy access to City plans and implementation ordinances, which should be written in clear, simple language.

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<sup>6</sup> The land use categories shown on Map VIII-7 are quantitatively summarized for the City on Table VIII-6 and Figure VIII-1. Permitted uses and densities are defined for each land use category in Figure VIII-2. Residential, agricultural, commercial, and industrial land use acreages for the City are projected in five year increments between 2007 and 2035 in Table VIII-7, based on Map VIII-7 and Table VIII-6.

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter IX

### HOUSING ELEMENT

#### INTRODUCTION

##### *Housing Vision*

The City of Mequon offers residential living choices in harmony with the City's safe, quality, environmentally rich, small town character. Low density, single family neighborhoods are the primary housing choice however; some limited areas of well-designed, well-built and well-managed alternative housing types which provide choice are available (30% of all housing). These areas are within Mequon's Town Center and within areas that transition from commercial corridors to single-family residential neighborhoods. The City, through code and design standards, has attractive residential development with open space features, scenic views and connectivity to significant features.

##### *State Requirements*

The housing element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (b) of the *Statutes* requires the housing element to assess the age, structural condition, value, and occupancy characteristics of existing housing stock in the City of Mequon. In addition, specific policies and programs must be identified that:

- Promote the development of housing for residents of the City of Mequon and provide a range of housing choices that meet the needs of persons of all income levels and age groups and persons with special needs.
- Promote the availability of land for the development or redevelopment of affordable housing.
- Maintain or rehabilitate existing housing stock.

In addition, the following comprehensive planning goals related to the housing element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
- 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.

This chapter provides an inventory of Mequon's housing, addresses the issues and requirements set forth by the Wisconsin Statutes provides recommendations to meet future housing needs and highlights government programs related to housing.

#### INVENTORY:

##### *Housing Supply*

In 2000, there were 8,162 housing units in the City of Mequon. Of those housing units, 87.9% (7,175 units), were owner-occupied and 8.4% (686 units) were renter-occupied. About 3.7% (301 units) of the total housing units were vacant. The vacancy rate for owner-occupied units was .06% and 11.1% for rental units. According to the Census data from 2000, the City of Mequon had substantially more housing units compared to other communities in the County. The City of Cedarburg (4,600 units), City of Port Washington (4,250 units) and Village of Grafton (4,200 units) were the following three communities with the next largest total of housing units.

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<sup>1</sup> Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

It is projected that there will be a demand for an additional 2,981 housing units from 2000 to 2035. As of 2007, approximately 1,000 of those projected units have been provided. The type of housing units that ultimately produce this total should be determined based on household income, age distribution and household size to best meet the needs of the City of Mequon residents.

***Housing Composition and Type***

About 23.3 percent of the housing stock was constructed between 1990 and 2000 and the median year built was 1976. The median year built for all homes in Ozaukee County was 1972. Older, established homes are generally smaller than the newer homes being built. As such, these older homes represent a bulk of the affordable housing choices in our community. These homes should continue to be available as an affordable housing choice to people seeking to purchase and renovate properties. The US Department of Housing and Urban Development (HUD) defines affordable housing as access to decent and safe housing that costs no more than 30 percent of a household’s gross monthly income.

The following table represents the change in the type of unit from 1970 to 2000. The percentage of single family housing units has decreased and the percentage of multi-family housing units has increased over the same time period. This suggests that the City of Mequon is responding to market demands for housing units other than single-family.

2000 City of Mequon Housing Composition and Type		
Type	Percent of Housing Stock	Change from 1970
Single-family	79.3%	(14.5%)
Two-family	1.9%	N/A
Multi-family	16.9%	12.6%

Three and four bedroom dwellings comprised about 79.8 percent of the owner-occupied units. Two and three bedroom units comprised about 59.5 percent of the rental units. Units with one bedroom or no bedrooms comprised about 22.6 percent, of rental units.

According to the City of Mequon Assessor’s Office data, approximately 89% of housing units in the City of Mequon had a condition score of excellent/very good, good, average, or fair in 2006. This indicates that the existing housing stock in the City of Mequon is in good condition.

***Housing Value and Cost***

**Value.**

The median housing value of \$250,400 in the City of Mequon was higher than that in the Region, State and Nation.

2000 City of Mequon Housing Value	
Percent Owner Occupied	Median Value
11.2%	\$500,000
26.1%	\$300,000 - \$499,999
30.3%	\$200,000 - \$299,999
20.0%	\$150,000 - \$199,999
9.3%	\$100,000 - \$149,999
2.2%	\$50,000 - \$99,999
0.3%	Less than \$50,000

2000 City of Mequon Housing Value Comparison	
Percent Owner Occupied	Median Value
Median value in Region	\$124,441
Median value in City of Mequon	\$250,400
Median value in State	\$112,200
Median value in Nation	\$119,600
Median value in Nation	\$119,600

**Cost.**

The median monthly housing cost for homeowners with a mortgage is \$1,829 in the City of Mequon was higher than that in the Region, State and Nation.

2000 City of Mequon Monthly Housing Cost with Mortgage	
Percent of Homeowner	Median Housing Cost
42.6%	Over \$2,000
25.2%	\$1,500 - \$2,000
23.3%	\$1,000 - \$1,499
6.5%	\$700 - \$999
2.4%	Under \$700

2000 City of Mequon Monthly Housing Cost with Mortgage Comparison by Location	
Location	Median Housing Cost
City of Mequon	\$1,829
Region	\$1,123
State	\$1,024
Nation	\$1,088

The median monthly housing cost for homeowners without a mortgage is \$567 in the City of Mequon was higher than that in the Region, State and Nation.

2000 City of Mequon Monthly Housing Cost without Mortgage	
Percent of Homeowner	Median Housing Cost
32.6%	Over \$700
28.7%	\$500 - \$699
23.0%	\$400 - \$499
13.6%	\$300 - \$399

2000 City of Mequon Monthly Housing Cost without Mortgage Comparison by Location	
Location	Median Housing Cost
City of Mequon	\$567
Region	\$388
State	\$333
Nation	\$295

The median monthly cost for rental housing in Mequon was \$931 in 2000 which is higher than that in the Region, State and Nation.

2000 Monthly Rental Housing Cost	
Percent of Renter	Median Rental Housing Cost
7.3%	\$1,500 +
33.7%	\$1,000 - \$1,499
10.7%	\$750 - \$999
19.6%	\$500 - \$749
6.8%	\$300 - \$499
10.6%	Under \$300
11.2%	\$0

2000 Monthly Rental Housing Cost Comparison by Location	
Location	Median Rental Housing Cost
City of Mequon	\$931
Region	\$596
State	\$540
Nation	\$602

The City of Mequon as a whole experienced a relative economic prosperity compared to the rest of the Region. The median household income was \$90,733 in 1999 compared to \$46,308 in the Region. It is assumed that the projected number of households in each income category through 2035 will be the same as reported in 2000. Based on this assumption, approximately 15% of the City’s households will be in an income category of low income, very low income or extremely low income. Because these households exist in the City and are projected to continue to exist, some affordable housing options should be provided.

***Housing Opportunities***

Age.  
In 2000, the City of Mequon population was 22,643 residents. The following table provides a breakdown of the population by age groups.

2000 City of Mequon Population		
By Age	Number	Percent
Children under 5 years	1,202	5%
Children between 5 and 19 years	5,641	25%
Adults between 20 and 64 years	12,827	57%
Adults 65 and over	2,973	13%
Total	22,643	100%

When these percentage changes are applied to the projected 2035 City of Mequon population the results for each age group are relatively similar to those from 2000 with the exception of “Adults 65 and older” (currently 13% to a projected 25%). Given that this is the largest increase among the age groups and because most in this age group would like to “age in place”, there will likely be a demand for a higher percentage of specialized housing units for the elderly. About 26.8 percent of households in the City of Mequon, or 2,106 households, in 2000, were elderly family households. About 32% of those households were extremely low-income, very low-income, or low-income. Therefore, there may be a demand for units that are affordable for elderly households with a larger range of income levels if the current income levels for elderly households remain constant through 2035.

As the population of the City of Mequon ages, several types of senior housing with varying levels of care for a range of incomes will become important. The City of Mequon Zoning Code uses the term elderly housing to define senior housing facilities. According to the City of Mequon Zoning Code it is defined as follows:

“*Elderly housing* means “housing for older persons” as defined in Section 807(b)(2) (42 USC 3607(b)(2)) of the Fair Housing Act.

There are three residential care apartment complexes (RCAC) and 14 senior apartment complexes located in the County. All three RCACs, the Highlands at Newcastle, Meadowmere-North Shore, and Sarah Chudnow Campus, are located in the City of Mequon. Three senior independent complexes, Oakwood Apartments, Mequon Court, and Newcastle Place, are also located in the City of Mequon. Two additional senior complexes are expected to be constructed including River Trace and Concord Commons. This indicates that the City has supported the development of such facilities as a response to past growth estimates.

Disabilities

The number of residents with disabilities by age group in 2000 is set forth in the following table. Housing with varying levels of care or programs that provide in-home care services in addition to those which cater to needs of senior citizens may be needed in the City of Mequon as a result of the following data.

2000 City of Mequon Population of Persons with Disabilities		
By Age	Number	Percent of Age Group
Adults 65 and over	584	19.6%
Adults between 20 and 64	858	6.6%
Children between 5 and 19	223	3.9%

The City of Mequon has a relatively low percentage of persons with disabilities when compared to other counties in the Region and to the State.

Several types of disabilities are included in the data:

- Sensory – Blindness, deafness, or a severe sight or hearing impediment
- Physical – A condition that substantially limits one or more basic physical activities such as walking, climbing stairs, reaching, lifting, or carrying
- Mental disability – A condition lasting at least six months that makes learning, remembering, or concentrating difficult
- Self-care disability – A condition lasting at least six months that makes dressing, bathing, or getting around inside the home difficult
- Going outside the home disability – A condition lasting at least six months that makes going outside the home alone difficult (applies only to those residents at least 16 years of age and under 65 years of age)
- Employment disability – A condition lasting at least six months that makes working at a job or business difficult (applies only to those residents at least 16 years of age)

The range of disabilities reported may influence the type of housing the City of Mequon should consider to meet the needs of people with disabilities.

## Size

It is also important to provide housing options that meet space requirements for households of various sizes. The average household size for the City of Mequon in 2000 was 2.75 persons. The following table sets forth the number of households by size in the City of Mequon in 2000.

2000 City of Mequon Average Household Size		
Household Size	Number	Percent
Two-person households	3,050	38.8%
Four-person households	1,395	17.7%
One-person households	1,264	16.1%
Three-person households	1,225	15.6%
Five-person households	680	8.7%
Six-person households	196	2.5%
Seven or more person households	51	.6%

The projected household size for the City of Mequon in 2035 is 2.57, which is a decrease from the 2000 level. An implication of this decrease may be housing policies that allow for a higher percentage of smaller homes.

## **GOALS, OBJECTIVES AND POLICIES:**

- ***Goal: Promote Housing Choices in the City.***
- ***Objectives:***
  - Encourage housing development that provides opportunities for the City's aging population.
  - Encourage housing development that provides opportunities for persons with disabilities.
  - Respond to a wide variety of housing submarkets, including economic diversity.
  - Foster and provide limited opportunities for first time homeowners.
- ***Policies:***
  - Target the Town Center (the City's traditional neighborhood district) as an area for a diversity of housing types including senior housing facilities and multi-family housing.
  - Evaluate and monitor the need and appropriate location for senior housing projects.
  - Support alternatives to single-family housing based on a) project location b) the level of affordability and c) the type of housing proposed as it relates to the existing variety of housing types in the surrounding area.
  - Permanent housing for people with disabilities shall not be excluded from the benefit of living within residential surroundings.
  - Housing units that provide the needs for people with disabilities shall be available and appropriately dispersed throughout the City.
  - Increase awareness regarding the use of design that allows access and livability for elderly and disabled persons in new construction.
  - Prepare and distribute a housing survey to City residents age 65 and older and consider the results during future housing policy analysis.
  - Consider recommendations from any agency, including Ozaukee County, and any other stakeholder, if they are received during the course of a residential review process.
  - Consider Ozaukee County incentive programs designed to assist in affordable housing.
  - Provide accessibility to information to interested citizens on government housing programs regarding housing options for elderly and disabled persons.

- Create a dialogue with neighboring communities to encourage intergovernmental cooperation in achieving a distribution of housing options in the County.
- ***Goal: Maintain and Enhance the Value of the City’s Existing Housing Stock.***
- ***Objectives:***
  - Foster existing neighborhoods which provide housing for first time homeowners.
  - Emphasize recycling as an alternative to demolition of existing housing stock in good condition.
  - Preserve and maintain areas that are developed as single-family.
  - Provide and maintain areas that are low-density residential areas.
- ***Policies:***
  - Utilize the Land Use Plan Map as a guide for the type and location of residential development.
  - Streamline City zoning and permitting process to encourage homeowner renovation and investment.
  - Provide accessibility to information to interested citizens on government housing programs regarding affordable housing options, upkeep and remodeling of existing homes.
  - Create an infill design policy and review existing ordinances as it pertains to the Architecture Review Boards review and approval of residential structures.
  - Provide the flexibility in the City’s ordinances to improve and maintain existing structures.
  - Consider adopting a property maintenance code or determine if existing language regarding property/structural maintenance requires modification.
- ***Goal: Maintain Housing Values Over Time.***
- ***Objectives:***
  - Assure high quality construction through regulations and effective code enforcement.
  - Assure maintenance of existing housing stock through regulations and effective code enforcement.
  - Preserve the strong housing market by maintaining the long-term residency that currently exists and encouraging increases in property values.
  - Continue using high quality materials for new construction and renovation projects that reinforce long-term value.
- ***Policies:***
  - Conduct an inventory of housing classified by the City Assessor as having a condition rating of “poor” in an effort to inform owners of programs regarding improvements.
  - Continue the efforts of the City’s Architectural Review Board to review and approve residential design in a manner that maintains and strengthens the architectural character of the City’s various residential neighborhoods.
  - Evaluate and monitor the need and appropriate location for housing types that allow residents to remain in the community as their lifestyle or family size change.
  - Conduct housing compliant investigations and take corrective actions to ensure that all housing located in the City is in accordance with health codes and doesn’t generate a public health nuisance.
- ***Goal: Enhance Aesthetics of Residential Developments.***
- ***Objectives:***
  - Require residential development to be designed in a manner that compliments the site’s existing site features, surrounding features and maintain open space and protect significant environmental features and viewsheds.
  - Consider vehicular, pedestrian and bike interconnectivity as part of any housing development.
  - Continue to promote and approve conservation subdivisions.
  - Neighborhood livability, including safety, traffic calming, streetscape, green space is recognized as being vital to housing success.
- ***Policies:***
  - Prohibit residential development within environmentally sensitive areas.

- Continue to utilize the Planned Unit Development ordinance for residential projects that may not meet typical zoning standards.
  - Revise the City Zoning Code to codify the City’s current conservation-based residential development and continue to encourage this form of design.
  - Revise the City Zoning Code to address landscaping, lighting and land stewardship action steps required for residential subdivisions.
  - Ensure maintenance of streets and landscaped areas in private and public right-of-way areas to preserve character.
  - Attain to the greatest possible degree of enhancements to neighborhood livability when making infrastructure improvements or modifications.
- ***Goal: Promote the Redevelopment of Lands with Existing Infrastructure and Public Services.***
  - ***Objectives:***
    - Maintain existing higher density zoning districts where suburban residential development is located within the sewer service area and where existing infrastructure exists.
    - Encourage low-density residential development within our rural areas.
    - Encourage infill housing.
  - ***Policies:***
    - Utilize the Land Use Plan Map as a guide for the type and location of residential development.
    - Continue to utilize the Planned Unit Development ordinance for residential projects that may not meet typical zoning standards.
    - Continue to promote the City’s Transfer of Development Rights program.
    - Study the extent to which the sewer service area should be applied with the City’s Transfer of Development Rights ordinance in mind.

The City realizes that single-family homes are not suitable for everyone. Some people are not able to afford a single-family home. Others may not desire or be able to physically handle the maintenance necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing. It is recommended that Mequon continue to allow, through zoning provisions, 30% of its housing as something other than single-family to meet the lifestyle and demographic needs of residents. Accordingly, the City encourages the development of some additional housing choices, including senior housing, housing for persons with disabilities, duplexes, multi-family housing and single-family homes of different sizes.

The City will assume its appropriate responsibility to accommodate the housing needs of all of its citizens. The City will continue to monitor, evaluate the need for and provide for a range of housing options for those with few or constrained choices. The City will continue to allow and expand the type and range of housing types for residents with substantial choice. The City will maintain the quality and unique character of the City’s housing stock. The City will carefully identify project sites where housing developments are appropriate responses to the market demand. The City will promote housing development that supports choice at the designated Town Center.

**GOVERNMENT PROGRAMS:** A number of federal, state and local housing programs are available to assist the City of Mequon promote housing choices. Many of the programs available are administered through local and statewide nonprofit organizations that receive funding from the Federal government.

*Federal Programs and Administrators*

- U.S. Department of Housing and Urban Development (HUD)
- Federal Housing Administration (FHA)
- Section 202 Supportive Housing for the Elderly Program
- Section 811 Supportive Housing for Persons with Disabilities
- Department of Veteran Affairs Home Loan Program
- American Dream Down Payment Initiative (ADDI) C-CAP Loan
- The Home Consortium

*State Programs and Administrators*

- Wisconsin Housing and Economic Development Authority (WHEDA)
- WisLoan, IndependenceFirst
- Housing Trust Funds

*Local Programs and Administrators*

- Ozaukee County Home Owner Rehabilitation Program

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*Private Program Administrators*

- Habitat for Humanity

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter X

### TRANSPORTATION ELEMENT

#### INTRODUCTION

##### *Transportation Vision*

The City of Mequon recognizes the significant importance that a viable transportation system plays in supporting a vibrant economic foundation as well as a high quality of life and services for a community. More people than ever before will take advantage of transit options (carpooling, for example) to connect to nearby employment centers, services, schools, parks and neighborhoods. Pedestrian and bike paths as well as trails are an integral part of the transportation network. Personal vehicles remain the primary choice of transportation, therefore a well-maintained system provides for the safe and efficient transport of people and goods.

##### *State Requirements*

The transportation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide the future development of various modes of transportation in the City of Mequon. Under the comprehensive planning law, the transportation element should incorporate State, regional, and county transportation plans, and compare City goals, objectives, policies, and programs to State, regional, and county transportation plans.

Modes of transportation addressed in this element include:

- Arterial streets and highways
- Collector and land access streets
- Public transit
- Transportation systems for persons with disabilities and the elderly
- Bicycle and pedestrian facilities
- Railroads
- Air transportation
- Trucking
- Water transportation

In addition, the following comprehensive planning goals related to the transportation element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.

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<sup>1</sup> Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- 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.
- 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 persons with disabilities.

This chapter provides an inventory of Mequon’s transportation conditions and assets, addresses the issues and requirements set forth by the Wisconsin Statutes and sets goals and objectives through the plan design year of 2035.

**INVENTORY:**

***Multi-Modal Transportation System Issue***

Public input gathered during the Ozaukee County multi-jurisdictional planning process has strongly favored providing a variety of transportation choices to meet the needs of all income, age, and special needs groups in the City. This input supports the objectives and vision of the regional transportation system plan, which is:

A multi-modal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region’s economy by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region’s natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan and minimizing the capital and annual operating costs to the transportation system.

The City, through planning, will review and consider, but doesn’t commit to implement the recommendations presented in the SEWRPC regional transportation system plan for 2035 and the Ozaukee County Comprehensive Plan Transportation Element.

***Streets and Highways Issue***

Participants in the planning process have recognized the need to provide efficient street access as a vital element of the City quality of life. An efficient arterial street and highway system<sup>2</sup> is required to effectively move people and goods into and through the City and Ozaukee County to promote a strong economy. The concept of “complete streets” was also discussed during the multi-jurisdictional planning process. “Complete Streets” are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities (see [www.completestreets.org](http://www.completestreets.org) for more information). Major employment centers and major retail and service centers have been located adjacent to major arterial streets and highways to promote the efficient movement of people and goods to shopping and employment areas.

The objectives and accompanying principles and standards set forth in the regional transportation system plan encourage a street and highway system that supports the existing development pattern and promotes the implementation of the regional land use plan. Among other recommendations, the regional land use plan recommends centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than low density development dispersed across the Region. This recommendation is generally reflected in the City Land Use Element and Land Use Plan Map as the City plans for the Town Center area.

Recommendations for the maintenance, improvement, and expansion of arterial streets and highways set forth in the regional transportation system plan will be considered by the City. Recommended improvements of regional transportation plan for the City include:

- Maintenance of center-line miles of existing streets, which includes periodic resurfacing or reconstruction

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<sup>2</sup> Existing arterial streets and highways within the County are identified on Map IV-4 in Chapter IV by jurisdiction. Existing roadway mileage by function is documented under the streets and highways section of Chapter IV.

- A new interchange at I-43 and Highland Road in the City of Mequon
- Widening of portions of State Trunk Highways (STH) 167, 181, 60, and 33, CTH W, and Columbia/Washington Avenue from two to four lanes, and widening of I-43 from four to six lanes from the Milwaukee/Ozaukee County line to the STH 57 interchange.

It should be noted that the issue of road widening and other changes in highway capacity can create potential conflicts between local, county, and regional transportation needs. While the regional transportation system plan recommends such additions, their community, environmental, and travel impacts will be analyzed cooperatively by the City and County and State government agencies prior to construction or reconstruction to reach a consensus on how to proceed. The City will also work with these agencies to ensure that land use polices are consistent with the need to maintain balance between land use generated travel and roadway capacity. However, the decision as to what types or methods of maintenance, improvement and/or expansion are made rests with the City Common Council. In addition to considering the recommendations of the Ozaukee County Comprehensive Plan and regional transportation system plan, staff will give consideration to the following:

- Prolong existing infrastructure serviceable life
- Reduce congestion
- Reduce environmental impacts
- Stakeholders including the State, County, City and Private

SEWRPC staff will be working with the County jurisdictional highway system planning committee during 2007 and 2008 to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the 2035 regional transportation system plan. This will be an extensive effort that will involve the review and redefinition of the functional criteria used to determine which level of government should have jurisdiction over each arterial street, and the application of those criteria to arterial streets and highways in the County. This effort may change the jurisdictional recommendations of the regional plan, which will be amended to reflect the recommendations of the jurisdictional plan. The City should appoint a representative to the Technical Coordinating and Advisory Committee on Jurisdictional Highway Planning for Ozaukee County.

### ***Transit Issue***

Fixed-route public transportation in the City of Mequon consists of the Ozaukee County Express Bus System, which includes one route that operates between downtown Milwaukee and Ozaukee County. The City is also served by the Ozaukee County Shared-Ride Taxi Service. This service provides shared-ride taxi coverage for the entire County. The Both the Ozaukee County Express Bus System and the Ozaukee County Shared-Ride Taxi Service have experienced an increase in ridership since they began operation in 1996 and 1998.

A variety of transportation choices, including increased bus service, were identified as important to the quality of life and economy in the County through the public opinion survey and other forms of public input gathered during the multi-jurisdictional planning process. The City Land Use Element addresses this need, in part, through compact land use development patterns and development concept within our Town Centers, a TND, which are conducive to alternative forms of travel other than a personal vehicle.

The regional transportation system plan for the year 2035 recommends:

- Improved and expanded rapid transit connections from Ozaukee County to Milwaukee and through Milwaukee to the other urban centers of Southeastern Wisconsin, and improved and expanded local transit service to commercial and industrial development in the southern portion of the County.
- Increasing the number of park-ride lots served by public transit from the existing five lots to seven lots. One of the new publicly constructed park-ride lots is proposed in the City of Mequon at the Mequon Campus of the Milwaukee Area Technical College.
- The improvement and expansion of the existing local bus service provided by Ozaukee County and local taxicab

services provided by both the County and the City of Port Washington. Service improvements would include bus route extensions and new bus services directed at providing access from Milwaukee County to employment concentrations located primarily in the City of Mequon.

- Consideration of upgrading the rapid bus service recommended for Ozaukee County to commuter rail service based on the findings of a special corridor study and a funding commitment from Ozaukee County and/or local governments to be served by the commuter line.

Non-fixed route transit options such as the County shared-ride taxi service have also been identified as critical services, due in part to the aging of the County's population. Several comprehensive planning groups participating in the multi-jurisdictional planning process have identified the need to expand both fixed route (bus service) and non-fixed route public transportation options (such as shared-ride taxi service) in the County and to create greater connectivity to the Milwaukee County Transit System and the Washington County Shared-Ride Taxi Service. A need to potentially expand transit services to serve job sites in Sheboygan County near the Ozaukee-Sheboygan County border has also been identified.

### ***Transportation Services for Persons with Disabilities and the Elderly Issue***

The need for transportation options and connectivity between transportation services within the City and neighboring communities and counties will increase as the number of residents aged 65 and older increases and transportation options such as public transportation are relied on for access to destinations of necessity such as health care, and to reduce isolation and provide opportunities for education, recreation, entertainment, volunteering, and employment. Groups involved with the multi-jurisdictional planning process have also recognized that public transportation options will be relied upon by persons with disabilities and must be suited to meet their transportation needs in an efficient and equitable manner. Transportation services for persons with disabilities and the elderly in the City are currently provided by the Ozaukee County Shared-Ride Taxi Service. Limited service is also provided by the Ozaukee County Aging and Disability Resources Center and Ozaukee County Veteran Services Department.

Service hours of non-fixed route public transportation options, such as the County shared-ride taxi service, may need to be increased as the age structure of the City increases to ensure efficient and equitable transportation choices are available to persons with disabilities and the elderly. Steps to increase connectivity between non-fixed route and fixed route public transportation, such as the Ozaukee County Express Bus System, should also be explored. Infrastructure design such as bus stop location and accessibility should be taken into consideration to increase access to the Ozaukee County Express Bus System for persons with disabilities and the elderly.

### ***Bicycle and Pedestrian Facilities Issue***

Additional bicycle lanes and paths and pedestrian access to open space have been identified as two of the chief transportation concerns affecting quality of life in the City among residents during the comprehensive planning process. The Transportation Element is intended to provide for safe accommodation of bicycle and pedestrian travel, encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The land use development pattern envisioned under the Land Use Element can be conducive to bicycle and pedestrian facilities and connectivity, and encourages the addition of bicycle lanes and pedestrian facilities where appropriate. In addition, development concepts, such as conservation subdivisions and mixed-use projects, should be designed with bike and pedestrian access to open space amenities that are preserved as part of the development. Bicycle and pedestrian facilities will also be considered whenever a street or highway is reconstructed.

The bicycle and pedestrian facility element of the regional plan is intended to promote safe accommodation of bicycle and pedestrian travel, and to encourage bicycle and pedestrian travel as alternatives to personal vehicle travel. The bicycle way system element of the 2035 regional transportation plan for the Ozaukee County planning area is shown on the attached map. The regional plan recommends that the City prepare a bicycle system plan to supplement and refine the regional plan. The City has taken this step in creating the City 2020 Bike/Pedestrian System Plan. Existing bikeways are inventoried as part of this plan.

The pedestrian facilities portion of the bicycle and pedestrian element is envisioned as a policy plan, rather than a system plan. It proposes that the City adopt and follow a series of recommended standards and guidelines with regard to the development of pedestrian and bicycle facilities, particularly within more compact neighborhoods.

### ***Interregional Transportation Issue***

Interregional transportation services and facilities such as air transportation, railroads, trucking, and water transportation provide public transportation service and commercial shipping service between the City and the rest of the Southeastern Wisconsin Region and other regions around the nation and world.

The City is served by interregional public transportation and shipping services primarily through bus, rail, air, and port facilities located in Milwaukee County. These facilities meet the community's needs for interregional transportation services. I-43 is the primary interregional transportation facility serving Ozaukee County. I-43 serves as the primary trucking route for shipping goods into and from Ozaukee County businesses to other parts of the Southeastern Wisconsin Region and other regions around the nation and the world. The commercial and industrial land use development pattern set forth in the Land Use Element should be maintained to encourage easy truck access to the County's arterials and I-43 to maintain the flow of goods into and from Ozaukee County. Two freight railroad lines run through Ozaukee County, which provide access to businesses in the County that ship items not suited for trucking.

## **GOALS, OBJECTIVES AND POLICIES:**

### ***General Transportation Issue***

- ***Goal: Improve transportation infrastructure and land use design to support a range of transportation choices.***
- ***Objectives:***
  - Expand and enhance alternative modes of transportation.
  - Maintain and enhance existing transportation infrastructure in a manner to coordinate with and strive to meet the goals and objectives of the regional transportation system plan and the Ozaukee County comprehensive plan wherever reasonably possible.
  - Encourage new transportation patterns that relieve congestion and reduce fuel consumption, air pollution, noise pollution, and the need for expansion of roads, thereby maintaining the rural character.
  - Provide opportunities for walking and bicycling as part of everyday planning to provide an alternative to vehicle travel and to promote a healthy lifestyle.

### ***Policies:***

- Manage infrastructure to ensure appropriate maintenance, repair and reconstruction issues are identified, funded and accomplished.
- Coordinate transportation needs with land use, zoning and development needs.
- Encourage development patterns with transportation infrastructure that minimizes environmental impact.
- Develop a transportation system that minimizes environmental impacts not only during construction, but in its use.
- Review and consider goals, guidelines and recommendations of the SEWRPC regional plan, the Ozaukee County Comprehensive Plan's Transportation Element and other relevant transportation plans.

### ***Multi-Modal Transportation System Issue***

- ***Goal: Provide an integrated, efficient, and economical transportation system that allows mobility, convenience, and safety and that meets the needs of all citizens.***
- ***Objective:***
  - Provide a variety of transportation choices to meet the needs of all citizens.
- ***Policies:***
  - Support and provide a city representative at countywide workshops to promote the benefits of alternative forms of development, such as infill, mixed-use, traditional neighborhood, transit-oriented development, and conservation subdivision design.

- Partner with Ozaukee County to sponsor community transportation workshops in coordination with SEWRPC to focus on possible solutions to specific transportation issues in the City.
- Work with local school districts to increase the efficiency of school bus routes in the City and the safety of pedestrian and bike routes to schools.
- Partner with Ozaukee County to provide technical assistance to employers interested in establishing programs to encourage commuting by transit, carpooling, biking, or walking, or by telecommuting from home.
- Sponsor transportation-related events such as “Walking School Buses” and “Bike to Work” weeks to encourage residents to use alternative means of transportation.
- Support Ozaukee County’s efforts to develop joint marketing strategies between the County and other transportation service providers, such as the Milwaukee County Transit System.
- Support Ozaukee County’s efforts to develop methods to promote interconnection between all transportation modes and systems available within the City, County, and the Region.

***Streets and Highways Issue***

- ***Goal: Provide an integrated, efficient, and economical transportation system that allows mobility, convenience, and safety and that meets the needs of all citizens.***
- ***Goal: Maintain a street and highway system that efficiently serves the anticipated land use development pattern set forth on the Land Use Map.***
- ***Objectives:***
  - Promote the efficient and safe movement of people and goods into and through the City.
    - Provide an efficient arterial street and highway system to promote a strong economy within the City and the County.
  - ***Policies:***
    - Strive to minimize and/or eliminate the amount of centerline miles of the transportation system that are rated as a service condition rating 3 or less using the Paser Road Evaluation Program or a comparable program.
    - Develop and implement a road signage system program that as a minimum ensures the following: consistency in application, appropriateness, location, size and language, maintenance and reflectivity.
    - Develop and implement a road marking program that addresses at a minimum: centerline and edge striping, consistency in application, appropriateness, maintenance and identification of hazards.
    - Design and operate City streets and highways to provide safe access for all users, including bicyclists and pedestrians and prolongs infrastructure serviceable life.
    - Utilize the City 2020 Bike/Pedestrian System Plan.
    - Develop and implement a traffic calming program.
    - Promote efficient and safe vehicular access to development abutting street right-of-ways, consistent with city access management plans and driveway regulations and policies.
    - Minimize the disruption of land uses adjacent to streets and highways by reserving adequate rights-of-way in advance of construction in accordance with the City’s Ultimate Right-of-Way map.
    - Work to achieve consensus with County and State levels of government on issues such as street widening and other improvements.
    - Work to achieve consensus with State on Town Center design and streetscaping issues as it relates to modifications to Mequon and Cedarburg Road.
      - Work with Ozaukee County, WisDOT, and SEWRPC to update and implement the Ozaukee County jurisdictional highway system plan through representation on the Technical Coordinating and Advisory Committee.
      - Study the use of alternative paving materials for City facilities such as roads and parking lots.
      - Develop methods to ensure that the needs of pedestrians, bicyclists, and transit users are considered, and appropriate facilities are provided, when City streets and highways are designed, constructed, or reconstructed.

- Work with WisDOT to develop an inventory of hazardous intersections and street segments in the City, based on crash records, and determine the need for to undertake improvements to eliminate hazardous conditions.
- Require, when requested by Planning Commission or Common Council, transportation impact analysis (TIA) reports for development projects to determine conditions and if improvements such as turn lanes, traffic signals, or access to transit lines are needed.
- Review Ozaukee County findings regarding the benefits of requirements and contents of transportation related health impact studies for development projects generating 200 trips or more.

#### ***Transit Issue***

- ***Goal: Work with appropriate agencies and stakeholders to provide for a transportation system that efficiently serves the anticipated land use development pattern set forth in the Land Use Element.***
- ***Objectives:***
  - Consider the need for expansion and enhancement of public transportation in the City.
  - Work with Ozaukee County to provide an efficient public transportation system that can effectively move people into the City to promote a strong economy within the City.
- ***Policies:***
  - Identify the need for and areas where the Ozaukee County Express Bus System service is provided to the City.
    - Acknowledge the Town Center, a mixed-use neighborhood, on the Land Use Plan Map.
    - Work with local governments and SEWRPC to initiate a corridor study for the potential commuter rail line in Ozaukee County under the regional transportation system plan.

#### ***Transportation Services for Persons with Disabilities and Elderly Issue***

- ***Goal: Provide an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety to persons with disabilities and the elderly.***
- ***Objective:***
- Work with Ozaukee County to consider options for transportation services including extending service hours of the County bus service, increasing connectivity and infrastructure design.
- ***Policies:***
  - Support County efforts to provide paratransit service for persons with disabilities.
    - Ensure that any transit station located in the City are safe and readily accessible by persons with disabilities and for elderly residents, provides proper protection from the weather and located within an appropriate distance to and from major trip generators.
    - Review materials provided by Ozaukee County regarding State and Federal grants and programs available to local governments to fund transportation services for persons with disabilities and elderly residents. If desired, work with the County to obtain funding.
    - Support County programs designed to gain input and funding regarding the transportation needs of persons with disabilities and the elderly and market County programs to possible participants in the City.
    - Support organizations in the community that provide transportation services to persons with disabilities and the elderly.

#### ***Bicycle and Pedestrian Facilities Issue***

- ***Goal: Provide for bicycle and pedestrian facilities in the City that efficiently serve the anticipated land use development pattern set forth in the Land Use Element.***
- ***Goal: Provide options for bicycle and pedestrian travel as an alternative to personal vehicle travel.***
- ***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.
- - **Policies:**
  - Provide bicycle and pedestrian facilities recommended by the City’s Bikeway Committee, Planning Commission and Common Council.
    - Accommodate bicycle travel on City arterial streets and highways through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths where appropriate.
    - Utilize City’s 2020 Bike/Pedestrian System Plan for any development project.
    - Consider the need for requiring bicycle parking and interconnectivity for access at jobsites and at retail, service, and institutional centers under the Building and Site Plan Review standards of the Zoning Code.
    - Support the continued development, enhancement, and management of the Ozaukee Interurban Trail.
    - Identify “missing links” or opportunities to provide additional links to connect City bikeways and activity centers to the Interurban Trail.
    - Continue to require linked pedestrian/bicycle path and open space system where appropriate for development proposals under the Building and Site Plan Review Standards and Land Subdivision Regulations of the Zoning Code and during reconstruction or construction of City sponsored projects.
    - Work with Ozaukee County to identify and apply for State and Federal grants for development of bicycle and pedestrian facilities.
    - Study the use of traffic calming measures on City streets such as raised crosswalks and sidewalk “bumpouts” where appropriate to slow traffic and create a more pleasant walking environment.
    - Review the Ozaukee County model pedestrian access design standards for use in local land division ordinances requiring pedestrian access outlots or easements located between lots leading to points of interest such as schools, parks, shopping areas, and transit stops. Implement desired recommendations.
    - Support Ozaukee County, school districts, and the State to develop a Safe Routes to School programs in the City.<sup>3</sup>

***Interregional Transportation Issue***

- ***Goal: Consider regional, national, and world-wide transportation access to the City for passengers and freight.***
- ***Objective:***
- Consider regional, national, and world-wide transportation access to City to effectively, efficiently and safely move people and goods into and through the City to promote a strong economy.
  - ***Policies:***
  - Discourage traffic congestion on I-43 and I-43 interchange areas.
    - Consider our interests in supporting the publicly-owned railway in Ozaukee County through participation in the East Wisconsin Counties Railroad Consortium.
  - Consider the need for interregional transportation facilities and services available to citizens.
    - Support Ozaukee County’s efforts to develop a program to promote interregional transportation services and facilities located in Milwaukee County, including Amtrak, interregional bus lines, and Mitchell International Airport, to City residents.

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<sup>3</sup> *The Safe Routes to School program is a Federal-Aid program of the U.S. Department of Transportation’s Federal Highway Administration. The purpose of the program is to enable and encourage children, including those with disabilities, to walk and bicycle to school and to make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle.*

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter XI

### UTILITIES AND COMMUNITY FACILITIES ELEMENT

#### INTRODUCTION

##### *Utilities and Community Facilities Vision*

The City of Mequon will ensure that the citizens have access to quality facilities and efficient services. The City strives to maintain low taxes without jeopardizing the health, safety and general welfare by controlling debt, maintaining equipment and carefully planning expenditures. Citizens value the safety, low crime and community services provided by fire, police and other essential city services. Mequon is a model of volunteerism and citizen community involvement. The state of the art medical facilities and excellent education institutions are icons of this community. The City looks to reduce costs and improve efficiencies in services while maintaining Mequon's excellent quality of life for its citizens.

##### *State Requirements*

The utilities and community facilities element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide future development of utilities and community facilities within the City of Mequon. The *Statutes* also require an inventory of existing utilities and community facilities and an approximate timetable that projects the need to expand, rehabilitate, or replace existing utilities and community facilities or construct new utilities and community facilities. A goal, objective, policy, program, or map has been developed for each of the following utilities and community facilities:

- Sanitary sewer service
- Water supply
- Stormwater management
- On-site wastewater treatment technology
- Solid waste disposal
- Recycling facilities
- Parks
- Telecommunications facilities
- Power plants and transmission lines
- Cemeteries
- Health care facilities
- Child care facilities
- Police
- Fire
- Rescue
- Libraries
- Schools
- Other government facilities

In addition, the following comprehensive planning goals related to the utilities and community facilities element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- 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.

The chapter provides an inventory of Mequon's utilities and community facilities, addresses issues and requirements set forth by the Wisconsin Statutes and sets goals and objectives through the plan design year of 2035.

## **INVENTORY OF AND PROJECTED UTILITIES AND COMMUNITY FACILITIES REQUIREMENTS FOR 2035:**

### ***Inventory of Existing Utilities and Community Facilities***

Data and maps regarding the location and capacity of existing utilities and community facilities located in the City or serving City residents are set forth in Chapter IV, *Inventory of Existing Utilities and Community Facilities*, of this report.<sup>2</sup> The inventory of existing utilities and community facilities is based on Section 66.1001 (2) (d) of the *Statutes*, which requires information regarding the location and capacity of the utilities and community facilities listed in the introduction section of this chapter. This information was gathered from several sources, including the regional water quality management plan update, regional water supply plan, regional telecommunications plan, Ozaukee County, and City officials.

### ***Projected Utilities and Community Facilities Requirements for 2035***

Section 66.1001 (2) (d) of the *Statutes* requires a projection of the demand for future utilities and community facilities in the City and an approximate timetable of the expansion, rehabilitation, and replacement of existing facilities and the construction of new facilities to meet the projected demand. The projected demand and approximate timeline for various utilities and community facilities in the City are based on recommendations set forth by regional plans and the anticipated land use development pattern set forth in Chapter VIII, *Land Use Element*, of this report and the regional land use plan. Some of the utilities and community facilities referenced by the *Statutes* are not services provided by the City and may require additional refinement by other service providers and government agencies.

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<sup>1</sup> Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

<sup>2</sup> Information regarding parks is inventoried in Chapter III, *Inventory of Agricultural, Natural, and Cultural Resources*.

### ***Sanitary Sewer Service***

An areawide water quality management plan for the Southeastern Wisconsin Region was developed by SEWRPC<sup>3</sup> in 1979. The plan consists of five elements. One of these elements is a point source pollution abatement element with recommendations concerning the location and extent of sanitary sewer service areas and the location, type, and capacity of, and level of treatment to be provided at, sewage treatment facilities. The plan was endorsed by the Natural Resources Board in 1979. Under State law, this endorsement requires certain actions by the Wisconsin Department of Natural Resources (DNR), including approval of State and Federal grants for the construction of wastewater treatment and conveyance facilities and approval of locally proposed sanitary sewer extensions, be consistent with the regional water quality management plan (RWQMP).

The RWQMP has been updated several times since the original plan was produced in 1979, including an update adopted in 2007 to the year 2020. The plan recommends that communities in the study area but outside of the MMSD planning area<sup>4</sup> continue to assess their wastewater conveyance and treatment systems so as to provide the capacity necessary to allow for future development as it occurs while adhering to the conditions of their operating permits. The RWQMP update evaluates facilities planning needs based on a criterion that facilities planning should be initiated when the average daily flow to a wastewater treatment plant reaches 80 percent of the plan design capacity.

Those portions of the City within the sewer service area are served by the Milwaukee Metropolitan Sewerage District (MMSD). The City does not operate a public wastewater treatment plant because it is served by the MMSD; however, the City should monitor population and development levels and consider the pertinent recommendations of the adopted and State approved MMSD 2020 Facilities Plan to meet future development needs.

In addition to consideration of the recommendations set forth by the RWQMP/2020 facilities plan, the City should continue to work with SEWRPC to update the adopted sewer service area plan to accommodate new urban-density residential, commercial, and industrial growth, based on the land use development pattern anticipated in the comprehensive plan, through 2035. This will help to ensure adequate sewage treatment facilities planning is in place to serve City residents through the comprehensive plan design year of 2035.

### ***Water Supply***

#### ***Public Water Supply Systems***

In 2008, a referendum passed to allow the City of Mequon to purchase the WE Energies Water Utility. It is anticipated that the City will be operating the utility in 2009. The purchase allows the City to provide high quality water to over 2,800 residents located within the sewer service area.

#### ***Residential Other than Municipal, Community Systems***

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<sup>3</sup> SEWRPC is the designated water quality management agency for the Southeastern Wisconsin Region.

<sup>4</sup> Communities in the MMSD planning area located in Ozaukee County include the City of Mequon and the Village of Thiensville. All of Ozaukee County is within the planning area for the update of the RWQMP. The planning area extends into Sheboygan and Fond du Lac Counties to include the entire Milwaukee River watershed.

The regional water supply plan anticipates that only one of the existing privately owned, self-supplied, water systems serving residential development will remain in Ozaukee County in 2035. That system serves a residential area located in the northwestern portion of the City of Mequon. The other existing self-supplied systems are expected to be connected to expanded water utility systems and no known new self-supplied systems have been planned as of 2007. The remaining system, shown on Map XI-1, utilizes groundwater provided by one high-capacity well as a source of supply.

#### *Industrial Water Supply*

There are expected to be five privately owned, self-supplied, water systems remaining in Ozaukee County that provide water for industrial land uses in 2035. All of these systems were classified as high-capacity systems as of 2007. All of these systems utilize groundwater as a source of supply through two low-capacity and seven high-capacity wells. The locations of these systems are shown on Map XI-2 and listed on Table XI-4.

#### *Commercial Water Supply Systems*

There are expected to be 20 privately owned, self-supplied, water systems operating in Ozaukee County that provide water for commercial land uses in 2035. Of these, one is classified as a high-capacity system and the other 19 are classified as low-capacity well systems. All of these systems use groundwater as a source of supply through 24 low-capacity wells. The locations of these systems are shown on Map XI-2 and listed on Table XI-4.

#### *Institutional and Recreational Water Supply Systems*

There are expected to be 35 privately owned, self-supplied, water systems remaining in Ozaukee County that provide water for institutional and recreational land uses in 2035. Of these, seven are classified as high-capacity systems and 28 are classified as low-capacity well systems. All of these systems utilize groundwater as a source of supply through 43 low-capacity wells and five high-capacity wells. The locations of these systems are shown on Map XI-2 and listed on Table XI-4.

#### *Agricultural Water Supply Systems*

There are expected to be three privately owned, self-supplied, water systems operating in Ozaukee County that provide water for irrigation and other purposes for agricultural land uses in 2035. All three systems are categorized as high-capacity systems and all utilize groundwater as a source of supply through 10 high-capacity wells. The locations of these systems are shown on Map XI-2 and listed on Table XI-4.

#### *Irrigation Water Supply Systems*

There are expected to be seven privately owned, self-supplied, water systems operating in Ozaukee County that provide irrigation water for land uses other than agricultural uses, such as golf courses. All seven systems are categorized as high-capacity systems and all utilize groundwater as a source of supply through 10 high-capacity wells. The locations of these systems are shown on Map XI-2 and Table XI-4.

#### *Thermoelectric-Power Generation Water Supply Systems*

The We Energies power plant in Port Washington is expected to be the only privately owned, self-supplied, water system operating in Ozaukee County that provides water for a power-generation facility in 2035. The average annual water withdrawal rate from Lake Michigan for cooling the facility is estimated to be 561,400 gallons per minute (gpm). The facility's existing water intake structure was designed with a capacity of 565,000 gpm. Two 150,000 gallon storage tanks will continue to be used to store water for use as steam-cycle makeup. The City of Port

Washington municipal water supply utility will continue to be used for potable uses and back-up fire protection.

#### *Self-Supported Residential Water Systems*

There are expected to be about 14,300 persons, or about 14 percent of the total County population, served by private domestic wells in 2035. About 195 square miles are expected to be located outside of the planned 2035 municipal water utility service areas, as shown on Map XI-2. These private domestic wells would withdraw about 900,000 gallons per day from the shallow groundwater aquifer, assuming an average use of 65 gallons per person per day. It is expected that households served by private domestic wells will also be served by onsite sewage disposal systems; thus, the majority (approximately 90 percent or 800,000 gallons per day) of the water withdrawn by private wells would be returned to the groundwater aquifer via onsite sewage disposal systems.

#### *Transient and Nontransient Noncommunity Water Systems*

Transient noncommunity water systems serve at least 25 people at least 60 days of the year. Examples of transient noncommunity water systems include those serving restaurants, taverns, motels, churches, campgrounds, and parks. Transient water systems are inspected by the Ozaukee County Public Health Department. According to DNR data, there were 160 transient systems in Ozaukee County in 2007. Nontransient noncommunity water systems serve at least 25 of the same persons over six months per year. Examples of nontransient noncommunity water systems include those serving schools, day care centers, and factories. Nontransient systems are self monitoring under the direction of the DNR. According to DNR data, there were 90 nontransient systems in Ozaukee County in 2007.

#### *Stormwater Management*

Stormwater management facilities include overland flow paths, roadside swales or ditches, other open channels, curbs and gutters, catch basins and inlets, storm sewers, culverts, stormwater storage facilities for both quantity and quality control, and infiltration facilities.<sup>5</sup> Although often designed on a subdivision-by-subdivision or project-by-project basis, stormwater management facilities ideally should be part of an integrated system of stormwater and floodland management facilities for an entire watershed, or for an entire community with consideration given to the three watersheds in which the community is located. The City of Mequon has prepared a community stormwater management plan. The City of Mequon has obtained municipal stormwater discharge permits under USEPA Phase I Regulations and Chapter NR 216 of the Wisconsin Administrative Code.

#### *On-Site Wastewater Treatment Technology*

Ozaukee County regulates private on-site wastewater treatment systems (POWTS) for any development in the County that is not served by sanitary sewer. The number and type of POWTS located in the County and the City as of 2005 are set forth in the County Comprehensive Plan. The authority to regulate POWTS comes from Chapters Comm 5, Comm 16, Comm 82 through 87, and Comm 91 of the *Wisconsin Administrative Code*. Chapter IX, Sanitation and Health, of the *Ozaukee County Code of Ordinances* sets forth the regulations for POWTS in the County. A POWTS must be disconnected and abandoned within 12 months of public sanitary sewer service becoming available to a parcel. It is anticipated that the County will continue to update the

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<sup>5</sup> *Infiltration facilities include bioretention, rain gardens, infiltration basins, infiltration swales, and porous pavement. Rain barrels can promote infiltration by collecting roof runoff that is then applied to lawns and gardens as needed.*

County Ordinance periodically to allow for advancements in POWTS technology over the comprehensive plan design period in accordance with changes to the *Wisconsin Administrative Code*.

### ***Solid Waste Disposal***

All of the municipal solid waste currently collected in the City of Mequon is landfilled in the Glacier Ridge Landfill in Horicon, located in Dodge County or Orchard Ridge Landfill in Menomonee Falls, located in Waukesha County. It has been reported to the DNR that as of May 2007, there were 8,966,100 cubic yards of capacity open in the Glacier Ridge Landfill. The DNR estimates the site life for Glacier Ridge at three years. It has been reported by the DNR that as of May 2007, there were 8,848,177 cubic yards of capacity in the Orchard Ridge Landfill. The DNR estimated site life for Orchard Ridge at two years. The landfill will require expansion to accommodate the solid waste produced in the City over the comprehensive plan design period, or new landfills will need to be sited and developed to accommodate solid waste. The landfills acquired additional land adjacent to the current active landfills for future expansion. The Glacier Ridge landfill has enough land available to continue accepting waste for an estimated 15 years. The Orchard Ridge landfill has enough land available to continue accepting waste for an estimated 20 years.

### ***Recycling Facilities***

The City mandates by ordinance that all property owners utilize a solid waste disposal program as well as a recycling program. It is also anticipated that Ozaukee County will administer or study the development of additional solid waste disposal programs. These programs include a household hazardous waste drop-off program, a tire collection program, and a pharmaceutical collection program.

### ***Parks***

Parks provide City residents with opportunities for a variety of recreational activities, and places for public gathering, festivals, and other social occasions. The park system was identified as significantly contributing to the quality of life and physical health and well being of County residents in the Ozaukee County multi-jurisdictional comprehensive planning survey. The recommendations of the Mequon Park, Recreation and Open Space plan should be considered through the plan design year of 2012 and future revisions. The City should consider the recommendations *Park and Open Space Plan for Ozaukee County*.<sup>6</sup> Specific recommendations can be found in the City of the Mequon Park, Recreation and Open Space Plan.

The City of Mequon Park, Recreation and Open Space Plan is updated periodically to comply with DNR requirements to maintain eligibility for recreational grant programs. Additional park and open space policies and programs set forth in Chapter VII, *Agricultural, Natural, and Cultural Resources Element*, and Chapter VIII, *Land Use Element*, and additional bicycle and pedestrian facilities policies and programs set forth in Chapter X, *Transportation Element* should also be considered to ensure City residents are provided with adequate opportunities for outdoor recreation through the comprehensive plan design year 2035.

### ***Telecommunications Facilities***

Telecommunications have become increasingly important in the local, national, and global economies. SEWRPC has undertaken a regional telecommunications planning effort to create a

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<sup>6</sup> See *SEWRPC Community Assistance Planning Report No. 133, 2<sup>nd</sup> ed.*, A Park and Open Space Plan for Ozaukee County, June 2001.

better understanding of telecommunications networks and the provision of services such as wireless and wireline telecommunications and high speed, broadband telecommunications throughout the Region. An inventory of wireless telecommunications providers and antennas providing cell phone service in Washington County is included in SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin*, published in September 2006. In addition to presenting inventories of both infrastructure and performance for the existing cellular/PCS mobile wireless networks operating in the Region, the plan describes a recommended wireless telecommunications plan for the Region.

There are several wireless telecommunication towers with antennas in the City. Providers include, but are not limited to, Cingular, Nextel, Sprint, T-Mobile, and U.S. Cellular.

A regional broadband access plan, which built upon the wireless telecommunications plan, was completed in 2007.<sup>7</sup> Upon implementation, this plan will support a mix of wireline and wireless networks that will provide fourth generation (4G) video, voice, and data communications services to the entire Region. A central feature of the recommended plan is the potential for cooperative efforts between the public and private sectors in which infrastructure costs are shared between the public safety and commercial networks. Implementation of the recommended plan will require county or multi-county action, although partial implementation can be achieved at the community or multi-community level.

#### ***Power Plants and Transmission Lines***

Electric power and natural gas are provided to the City by We Energies. Electricity is available throughout the City on demand and is not currently or anticipated to be a constraint to development during the comprehensive plan design period. A major natural gas pipeline has been constructed through Ozaukee County to serve the We Energies power generation facility located in the City of Port Washington, which was converted to a natural gas facility during the City comprehensive planning process.

#### ***Cemeteries***

There were 41 cemeteries encompassing 341 acres in the Ozaukee County planning area and 11 cemeteries encompassing about 71.7 acres in the City as of 2000. The three largest cemeteries in the County (each 10 acres or larger) were Resurrection Cemetery – Archdiocese of Milwaukee, Immanuel Cemetery, and St. Mary's Cemetery. It is estimated that Resurrection Cemetery has adequate area for another 35 years, St. Mary's Cemetery has adequate area for another 25 years, and Immanuel Cemetery has adequate area for another 10 years.

#### ***Healthcare Facilities***

SEWRPC population projections anticipate changes in the age structure of the resident population of Ozaukee County over the course of the multi-jurisdictional comprehensive planning period. The number of City and County residents 65 years of age and older is expected to increase. An increased demand for health care services and facilities can be expected as the age composition of the City's population increases over the planning period.

Columbia-St. Mary's Hospital (Ozaukee Campus), located in the City, is the only hospital in Ozaukee County offering a full range of medical services as of 2007. The hospital completed a

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<sup>7</sup> Documented in SEWRPC Planning Report No. 53, *A Regional Broadband Telecommunications Plan for Southeastern Wisconsin*, October 2007.

major expansion project in 2007, which increased the number of beds from 82 to 180.<sup>8</sup> As of December 2007, Aurora Healthcare had received site approval for a second full-service hospital in Ozaukee County, to be located in the Village of Grafton. Additional specialty medical centers or clinics may be warranted in the City as the age structure of the resident population changes over the course of the comprehensive planning design period.

Demand for facilities including nursing homes, facilities such as community based residential facilities (CBRF) and adult family homes, residential care apartment complexes, and senior apartment complexes may increase as the age composition of City residents changes over the planning period. As of 2006, there were five nursing homes, 20 CBRFs, seven adult family homes, three residential apartment care complexes, and 14 senior apartment complexes located in the Ozaukee County planning area.<sup>9</sup> Each type of facility provides a different level of care for residents requiring a variety of services.

All types of facilities are important for providing a continuum of care to persons with disabilities and other County residents as they age or recover from illness, injury, or addiction. Ozaukee County has been active in providing multiple levels of care for elderly residents of the County through the Lasata Care Center and the Lasata Heights Retirement Community, currently the only facilities located in Ozaukee County open to people receiving government assistance.

The Ozaukee County Department of Human Services anticipates a 45 percent increase in the need for long-term care between 2005 and 2030, due to the aging of the “baby boom” generation. Options for long-term care are expected to improve with the introduction of the Family Care program in Ozaukee County in 2008. Family Care is a State program intended to foster independence and quality of life for the elderly and persons with disabilities in Wisconsin. It is a public-private partnership between the State, counties, and non-profit care management organizations, which administer the program under contract to each county.

Ozaukee County maintains an Aging and Disability Resource Center (ADRC) for all elderly persons and persons with disabilities in the County, including those who do not qualify for public assistance. The ADRC is a “one-stop shop” for information about available services and facilities, and for assistance in managing finances.

### ***Child Care Facilities***

As of 2005, there were 14 State licensed family child care facilities, which can provide care for four to eight children, and 39 State licensed group child care facilities, which can provide care for nine or more children, located throughout Ozaukee County. SEWRPC population projections anticipate the number of County residents under the age of 10 will increase to 12,448 in 2035. There may be a need for additional child care facilities in the City by 2035 based on the projected increase in the number of residents in the County under the age of 10.

### ***Police Protection***

The City is served by the City of Mequon Police Department. The Mequon Police Department also participates in several cooperative programs with other municipal police departments in

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<sup>8</sup> Capacity for an additional 64 beds has been shelled in as part of the Columbia – St. Mary’s expansion project to meet anticipated future demand.

<sup>9</sup> Nursing homes are inventoried in Table IV-19 in Chapter IV and CBRFs and adult family homes are inventoried in Table IV-20 in Chapter IV. Residential care complexes and senior apartment complexes are inventoried in Table IX-33 in Chapter IX.

Ozaukee County and the Ozaukee County Sheriff's Department. The Ozaukee County Sheriff's Department provides police protection to unincorporated areas within the County. The police department should conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the department has sufficient officers, equipment, and facilities to adequately protect the community. The police department should also assess existing and potential shared-service agreements, such as the intergovernmental agreement for emergency dispatch services available through the Ozaukee County Sheriff's Department to any interested community located in the County, and the possibility of future department consolidation. The Mequon Police Department offices and facilities are located at 11300 N. Buntrock Avenue. The department currently has 38 full-time officers. Services such as jail facilities are provided to the City at the Ozaukee County Justice Center, which includes a 261 bed jail, located at 1201 South Spring Street in the City of Port Washington.

### ***Fire Protection***

The City is served by the Mequon Fire Department. Recommended service standards for fire stations and equipment vary based on the type of fire equipment and the density and type of land use. Generally, urban-density development should be located within 1.5 miles of a fire station and one- and two-family homes with at least 100-foot separation should be located within four miles of a fire station. The recommended 1.5-mile and four-mile service radii are shown on Map XI-3. The entire City is located within the recommended service radius of an existing fire station. The fire department should conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the department has sufficient fire-fighters, equipment, water supply, and facilities to adequately protect the community keeping in mind the City population is expected to increase over the comprehensive plan design period.

### ***Rescue Services***

The City is served by the Mequon Rescue and Ambulance Emergency Management Services (EMS) Department. The department should conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the department has sufficient personnel, equipment, and facilities to adequately serve the community as the population increases over the comprehensive plan design period. The department should also assess existing and potential shared-service agreements.

### ***Libraries***

The City is served by the Frank L. Weyenberg Library, a joint library effort of Mequon and the Village of Thiensville. The Library is part of the Eastern Shores Library System that serves all public libraries in Ozaukee and Sheboygan counties. The Library is located at 11345 N. Cedarburg Road. It had a circulation of 322,300 items in 2007. In addition, the Library provides reference services, public internet stations, remote access reference databases, and downloadable text, audio, and visual publications. The Library provides public programming for adults, teens, and children. The Library is part of a shared borrowing and reference referral service within the Eastern Shores Library System. Mequon residents may utilize any library in the Eastern Shores Library System. In addition, library materials may be obtained from libraries throughout the state via interlibrary loan.

A Joint Library Board governs the Library, consisting of 10 members, including 1 representative from the Mequon Common Council, 1 representative from the Thiensville Village Trustee Board, 1 school district representative, 1 appointed community member from Thiensville, and 6 appointed community members from Mequon. Membership is determined by the Joint Library Agreement between Mequon and Thiensville.

The City should continue to appoint representatives to the Library Board, to work with the Library Board to determine the appropriate level of City funding to the Library to provide residents with their desired library services. The Library will continue to participate in the Eastern Shores Library System.

### ***Schools***

The City is served by the Mequon/Thiensville School District. There are 4 public schools in the City, including Homestead High School, Steffen Middle School, Oriole Lane School, and Wilson School, and 2 private schools including Trinity Lutheran School and Lumen Christi School. The combined enrollment of schools in the City was 4,454 students in 2005. School districts typically prepare facilities plans, which include needs assessments for new facilities and land, based on development statistics received from the local governments they serve and population projection data from agencies such as SEWRPC and the Wisconsin Department of Administration (DOA). SEWRPC projections anticipate that the percentage of residents under 20 years of age in the City will remain relatively stable from the 2000 level of 30 percent. Even these slight changes may require the modification or expansion of existing schools buildings or the construction of new school buildings. In addition, as some school buildings within the City age, they may require replacement. The City can foster a partnership with school districts, Ozaukee County, and SEWRPC to obtain information regarding proposed residential developments and population projections to prepare accurate facilities plans in short-term increments through the City comprehensive plan design year 2035.

Mequon is home to Concordia University and the Milwaukee Area Technical College (MATC) Mequon Campus. These institutions can obtain population projection information from the County or SEWRPC; however, their student base in many cases is wider ranging than Ozaukee County. These institutions can work with Ozaukee County to partner in economic development initiatives undertaken by County Government and Ozaukee Economic Development (OED). These initiatives may require planning for additional facilities and programs, academic faculty and staff, and equipment.

### ***Other Government Facilities***

The City hall, located at 11333 N. Cedarburg Road in the City of Mequon, houses the City offices. The City Hall was constructed in 1936 with an expansion in 1996 and is considered a historic landmark. As of 2008, there were no plans to further expand the City Hall. The City public works facility is located at 10800 Industrial Drive and provides storage for vehicles, construction equipment, and maintenance equipment.

The five-year Capital Improvement Plan (CIP) is a study of the City's capital spending requirements, needs, desires, and policy intentions. Providing necessary information for annual budget recommendations, the CIP assesses the City's anticipated capital improvements over a period of five years, anticipating revenues and expenditures for analytical purposes. The CIP does not have the legal standing of the annual budget, but is a planning tool that provides a collection of facts, trends, and suggestions that outline the fiscal requirements and priorities for the preservation of capital assets. Project appropriations for the upcoming planning year are considered and approved as part of the annual budget process, representing the legally appropriated expenditures that will be used to implement the approved capital improvements. The City should continue the CIP process to ensure government facilities are adequate to effectively serve the community through the comprehensive plan design year 2035.

### ***City Services and Regulations Issue***

The City offers services and administers ordinances associated with several utilities and community facilities required to be addressed in the utilities and community facilities element. These include sanitary sewer service, water supply, stormwater management, parks, police, fire, rescue, libraries, and other government services and facilities. City land use regulations also affect telecommunications facilities, power plants, cemeteries, health care facilities, child care facilities, and schools. The City should continue to maintain levels of service or regulation in these areas and assess additional services or regulations that should be addressed by City government through the comprehensive plan design year 2035 to most efficiently and equitably serve the current and future residents and support the anticipated land use design set forth in the land use element.

The City should periodically assess the manner in which services and regulations are provided and the needs of residents through activities such as an annual budget process, capital improvement planning, review of the comprehensive plan, and periodic updates of the comprehensive plan. The City should also study opportunities for additional shared services and intergovernmental cooperation with other local governments, Ozaukee County, State and Federal agencies, and other service providers. In addition, the cost of services to various types of new development, such as residential, commercial, or industrial, should be studied. The City should seek assistance from Ozaukee County to analyze cost of development models, such as those presented by the UW-Extension Center for Land Use Education (CLUE) during the Ozaukee County multi-jurisdictional comprehensive plan implementation workshop held on December 6, 2007.

### ***Other Government Agencies and Service Providers Issue***

Many of the utilities and community facilities required to be addressed in this element by the *Statutes* are either affected, regulated, or directly provided in some manner by Ozaukee County, a State or Federal government agency, regional planning agency, school district, utility such as We Energies, or a private service provider such as Columbia – St. Mary’s Hospital. The City should work with these other entities to consider implementation of applicable regulations, plans, and programs, such as the regional water quality management plan and regional water supply plan, and ensure adequate land is available for the provision of essential and desirable utilities and community facilities such as transmission lines, telecommunications facilities, schools, health care facilities, and child care facilities.

## **GOALS, OBJECTIVES AND POLICIES:**

### ***General Utilities and Community Facilities Issue***

- ***Goal: Maintain and enhance the existing level of public services in the City.***
- ***Objectives:***
  - Consider public-private partnerships to enhance the level of public services in the City.
  - Develop methods to maintain and enhance City services to the public.
  - Develop methods to assess the existing and future public service needs of City residents.
  
- ***Goal: Encourage sustainable development of land for business and residential use.***
- ***Objectives:***
  - Encourage infill development.
  - Encourage development and redevelopment of land with access to existing infrastructure and public services.

- Continue to analyze the long term impacts of development, including financial impacts and opportunity costs.
- **Goal: Encourage intergovernmental cooperation.**
- **Objectives:**
  - Consider opportunities to share services with the units of government in Ozaukee County and the County.
  - Discuss opportunities with units of governments in Milwaukee and Ozaukee Counties when selecting sites for locating public facilities and quasi-public facilities.
  - Participate in continuing dialog about land use regulation issues and boundary issues with other local governments.

***City Services and Regulations Issue***

- **Goal: Provide public services that meet the needs of City residents.**
- **Objectives:**
  - Consider joint services agreements between Ozaukee County and other local governments, where appropriate, to provide cost-effective and efficient government services.
  - Provide public sewer service facilities to uses within the sewer service boundary in the City.
  - Provide public water supply to uses within the sewer service boundary in the City.
  - Work to protect and enhance surface water and groundwater quality.
  - Work to protect groundwater quantity.
- **Policies:**
  - Encourage land use development patterns that promote efficient development patterns, that minimizes environmental impact and have relatively low municipal, State government, and utility costs.
  - Encourage sustainable development of land for business and residential use.
  - Support the development of land use patterns and water quality control facilities, programs, and operational improvements, including sewage management systems, to effectively meet the wastewater treatment and disposal needs and water supply needs of the City.
  - Develop and maintain a land use pattern that can be efficiently served by utilities and community facilities.
  - Review and revise, if necessary, the City Zoning Ordinance and Land Division Ordinance to ensure they are consistent with the planned land use map.
  - Support and consider the objectives, principles, and standards recommended by the regional water quality management plan update.
  - Ensure the required maps and materials are provided to SEWRPC for sewer service area plans and amendments.
  - Support and consider the objectives, principles, and standards recommended by the regional water supply plan.
  - Work with Ozaukee County to identify available models for determining the cost of new development including methods of paying for the cost of new development.
  - Support Ozaukee County's efforts to establish a cooperative process with DNR, SEWRPC, and local governments to develop a framework for coordinated planning of land use, sewage treatment and disposal, stormwater management, and water supply.
- **Objective:**
  - Ensure City residents are not adversely affected by stormwater runoff and flooding.

- **Policies:**
  - Develop land use patterns and water control facilities and programs, including stormwater management systems, to meet the stormwater runoff control needs of the City.
  - Study the use of shared regional stormwater management facilities, such as detention and retention basins.
  - Continue to enforce the City Stormwater Management Ordinance.
  - Continue to enforce the City Construction Erosion Control Ordinance.
  - Support and consider the stormwater management standards recommended in the regional water quality management plan update (RWQMP).
  - Study the development of joint agreements to provide shared stormwater management facilities with neighboring communities.
  - Provide information regarding educational programs developed by Ozaukee County that promote alternatives to greenfield development, such as infill development, to developers to help limit the amount of impervious surfaces in the City.
  - Provide information regarding educational programs developed by Ozaukee County that promote pervious paving and construction materials to developers to reduce the amount of impervious surfaces in the City.
  - Support Ozaukee County's study of the use of joint watershed planning programs between other communities in Ozaukee County to minimize urban and rural stormwater runoff in the County.
  - Continue to enforce City shoreland and floodplain regulations to help protect City residents from flooding hazards and as needed to maintain eligibility to participate in the National Flood Insurance Program.
  - Complete the update of the City floodplain zoning regulations and maps to incorporate updated DNR and FEMA regulations and mapping.
  
- **Objective:**
  - Ensure solid waste disposal services are available to residents.
- **Policies:**
  - Continue to mandate by ordinance that property owners contract with a private waste management firm for garbage pick-up service and recycling in the City.
  - Distribute promotional materials provided by the County regarding Ozaukee County waste disposal programs, such as the unused pharmaceutical collection, hazardous household and agricultural chemicals collection, and tire collection programs, to City residents.
  
- **Objective:**
  - Provide a system of parks that complement existing park and trail systems.
- **Policies:**
  - Continue City park planning efforts.
  - Consider the programs recommended under the Park and Open Space Issue of the *Agricultural, Natural, and Cultural Resources Element*.
  - Consider the recommendations set forth in the City of Mequon park, recreation and open space plan.
  - Encourage County efforts to implement the regional natural areas plan and County park and open space plan.
  
- **Objective:**
  - Ensure adequate police, fire, and rescue services are provided to City residents.

- **Policies:**
  - Continue to provide police protection to City residents through the municipal police department.
  - Consider shared services and equipment between the City Police Department, other municipal police departments, and the Ozaukee County Sheriff's Department.
  - Continue to conduct needs assessment studies through the comprehensive plan design year 2035 to determine if the police department has adequate personnel and equipment to provide City residents with police protection.
  - Consider studying the possible cost savings and service efficiencies of shared police services between neighboring communities and the Ozaukee County Sheriff's Department.
  - Continue to provide support to the Mequon Fire Department.
  - Continue to conduct needs assessment to determine if the department has sufficient fire-fighters, equipment, water supply, and facilities to adequately protect the City.
  - Continue to provide support to the Mequon Rescue and Ambulance Emergency Management Services (EMS) Department.
  - Continue to conduct needs assessment to determine if the department has sufficient equipment and facilities to adequately protect the City.
  
- **Objective:**
  - Ensure City residents have access to public libraries and library services.
- **Policies:**
  - Provide support to the Weyenberg Library.
  - Continue to provide annual funding to the Weyenberg Library.
  
- **Objective:**
  - Ensure that City government facilities are adequate to enable the City to operate effectively.
- **Policies:**
  - Continue to assess City facilities and department needs on a regular basis.
  - Continue to prepare Capital Improvement Plans (CIP) to help identify major City projects, including land acquisition, equipment acquisition, street maintenance, building maintenance and development, and park projects.
  - Continue the annual budget process to help ensure the City has the personnel and resources required to perform the public services offered by the City.
  - The City will strive to be a role model in the development and operation of energy-efficient facilities and programs such as considering the use of green building standards for applicable municipal projects.

***Other Governmental Agencies and Service Providers Issue***

- **Goal:** *Ensure the public services offered in the City meet the needs of all City residents.*
- **Objective:**
  - Work with other governmental agencies to ensure public services offered in the City meet the needs of all City residents.
  - Work to implement State regulations affecting the provision of utilities and community facilities in the City applicable to the City.
  - Prepare plans and enforce regulations as required by the *Wisconsin Statutes* and *Wisconsin Administrative Code*. Examples include enforcing building code requirements as required by Chapter Comm 83 of the *Administrative Code*, and adopting a comprehensive plan under Section 66.1001 of the *Statutes*.

- Consider recommendations set forth in State and Regional plans affecting the provision of utilities and community facilities in the City.
- Support and consider stormwater management standards recommended in the regional water quality management plan update (RWQMP).
- Support and consider the recommendations of the regional water supply plan to help ensure an adequate supply of safe water for City residents and businesses.
- Consider the recommendations of the regional telecommunications planning program.
- **Objectives:**
  - Recognize the importance of a high quality educational system in the City.
  - Recognize the importance of a high level of health care services in the City.
- **Policies:**
  - Work with the Mequon/Thiensville School District to maintain and enhance the high quality educational system in the City.
  - 
  - Ensure an adequate amount of land is allocated to institutional uses such as educational buildings and institutions and health care facilities to serve City residents through the comprehensive plan design year 2035.
  - Provide data to school districts for use in preparing facilities plans.
  - Review and revise, if necessary, the City Zoning Ordinance to ensure it is consistent with the location of institutional land uses on the planned land use map.
- **Objective:**
  - Encourage land uses and densities that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- **Policies:**
  - Encourage development patterns and preservation of existing developments that are energy efficient with utility infrastructure that minimizes environmental impact.
  - Promote the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures that are in good condition for adaptive reuse.
  - Work with electric and gas service providers, such as We Energies, to determine future demand in the City.
  - Discourage development in areas identified as lands with natural limitations for building site development or with environmentally sensitive features.
  - Review and revise, if necessary, the City Zoning Ordinance to ensure it is consistent with the location of communication and utility land uses on the planned land use map.
- **...Objective:**
  - Work to ensure there are adequate community facilities, such as child care facilities and cemeteries, located in the City to meet the needs of City residents.
- **Policies:**
  - Ensure there is an adequate amount of land in the City for community facilities
  - Review and revise, if necessary, the City Zoning Ordinance to ensure it is consistent with the planned land use map.

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON: 2035

## Chapter XII

### ECONOMIC DEVELOPMENT ELEMENT

#### INTRODUCTION

##### *Economic Development Vision*

The City of Mequon will continue to be an attractive choice for new and existing businesses as long as the City provides the basic building blocks of a healthy, prospering community. The City maintains its strength and vitality by making every commercial and residential neighborhood a secure and attractive place in which to work, live and invest. The City provides careful attention to decisions about public infrastructure, desired businesses, good and services. The City will be an active partner in private sector initiatives and by doing so demonstrates its commitment to long-term, sustainable growth and economic development.

##### *State Requirements*

The economic development element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (b) of the *Statutes* requires the economic development element to compile goals, objectives, policies, and programs that promote the stabilization and retention or expansion of the economic base and quality employment opportunities in the City of Mequon. In addition, this element must:

- Include an analysis of the City labor force and economic base.
- Assess categories or particular types of new businesses and industries that are desired by the City.
- Assess the City's strengths and weaknesses with respect to attracting and retaining businesses and industries and designate an adequate number of sites for such businesses and industries.
- Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.
- Identify economic development programs, including State and Regional programs, which apply to the City.

In addition, the following comprehensive planning goals related to the economic development element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Building of community identity by revitalizing main streets and enforcing design standards.
- 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.
- 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.

This chapter provides an inventory and analysis of the labor force and economic base in the City of Mequon, addresses issues and requirements set forth by the Wisconsin Statutes, provides recommendations to meet future economic development needs and highlights government programs related to economic development.

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<sup>1</sup>Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

**INVENTORY:**

**Labor Force**

The labor force is defined as those residents of the City of Mequon 16 years of age and older who are employed or are actively seeking employment. Labor force data are often referred to as “place of residence” data as opposed to “place of work” data, or employment data. The labor force is not equated with the number of employment opportunities, or jobs, in the City because some of the resident labor force are employed outside the City, some have more than one job, some are unemployed, and some jobs in the City are held by non-residents.

There were 10,758 employed persons residing in the City and 11,022 residents in the labor force in the City in 2000. The following table sets forth the employment status of residents 16 years of age or older for the City of Mequon. By comparison, 2.3% of the County labor force, 3.6% of the Regional labor force and 3.2% of the State’s labor force were unemployed in 2000.

**EMPLOYMENT STATUS OF PERSONS 16 YEARS OF AGE OR OLDER RESIDING IN THE CITY OF MEQUON: 2000<sup>a</sup>**

Employment Status	Residents 16 Years of Age and Older		
	Number	Percent of Labor Force	Percent of all Persons 16 and Older
Employed	10,758	97.6	65.4
Unemployed	254	2.4	1.6
In Armed Forces	0	0.0	0.0
Subtotal in Labor Force	11,022	100.00	67.0
Not in Labor Force	5,436	--	33.0
Total	16,458	--	100.0

Source: U.S. Census Bureau and SEWRPC.

The following table sets forth the location of employment for City residents in 2000.

**LOCATION FOR EMPLOYMENT FOR CITY OF MEQUON RESIDENTS: 2000<sup>a</sup>**

Location	Percent
Within the City	23.5
Within the County	32.2
Outside County	67.8
Within Milwaukee	54.0

The occupational and educational attainment make-up of the labor force provides useful insight into the nature of work the City labor force is most suited to, the type of industry that the City may be most successful in retaining and attracting, and the types of new businesses and industries most desired by the City of Mequon. The relatively high percentage of workers in management and professional occupations is consistent with the high level of educational attainment among City and Ozaukee County residents 25 years of age and older. The percent of employed persons by occupation and by the educational attainment for residents of the City, County and Region are set forth in the following tables.

**EMPLOYED PERSONS BY OCCUPATION IN THE CITY OF MEQUON**

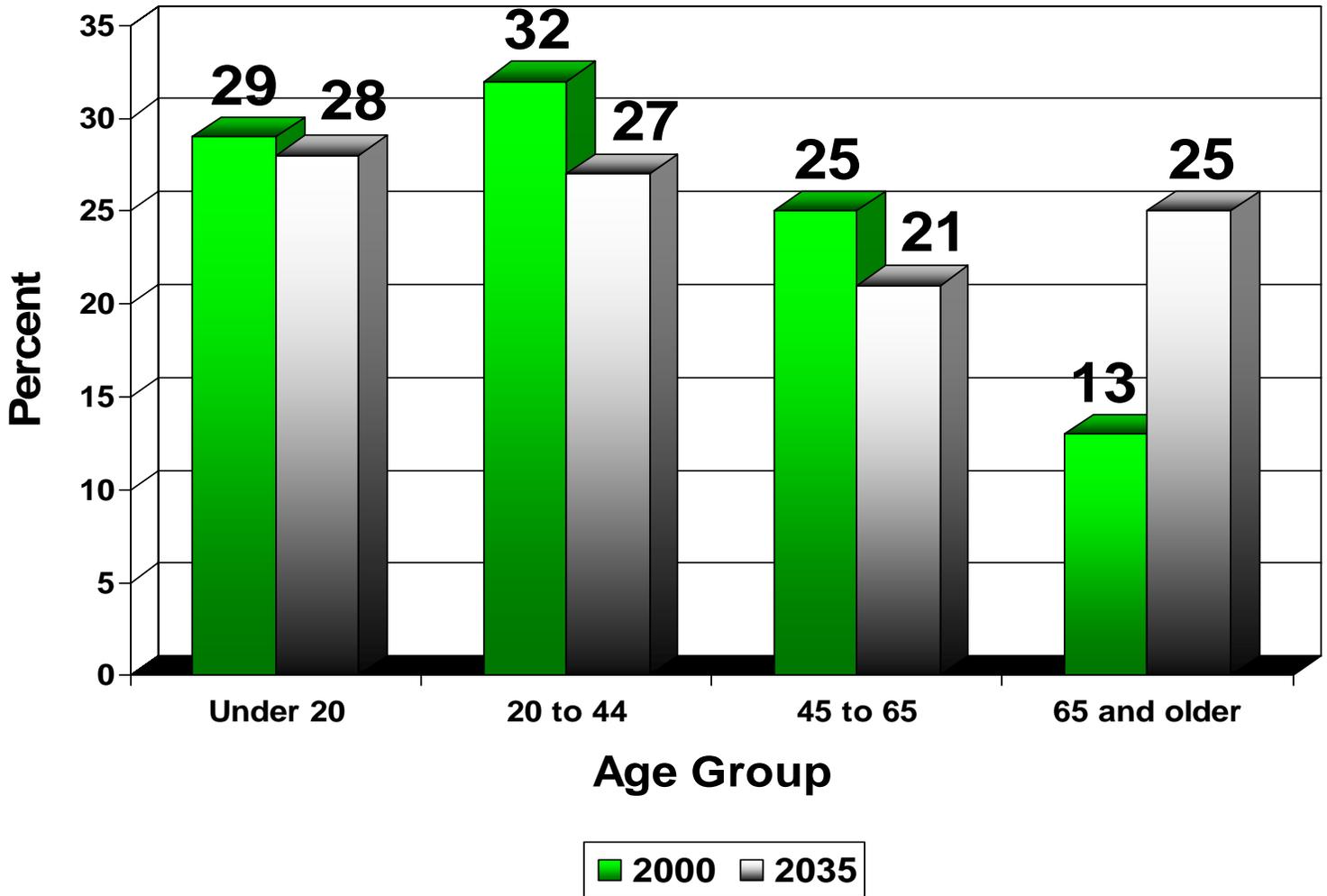
Occupation		
	Percent of Labor Force	Number of Labor Force
Management, professional and related	59.2	6,366
Sales and office	24.3	2,613
Service	6.7	722
Production, transportation and material moving	6.2	-----
Construction, extraction and maintenance	3.4	-----
Farming, fishing and forestry	0.2	-----

**EMPLOYED PERSONS BY EDUCATION IN THE CITY, COUNTY AND REGION**

Location (25 years of age and older)		
	Percent High School and Up	
City	96.0	
County	92.0	
Region	84.0	
	<b>Percent College and Up</b>	
City	83.0	
County	68.0	
Region	54.0	

Changing age composition of the City of Mequon labor force, which is expected to resemble that of Ozaukee County, may also affect retention and attraction of business and industry to the City and the types of business and industry most desired by the City. The following illustrates the current age composition and the projected age composition for the County in 2035.

AGE COMPOSITION OF OZAUKEE COUNTY: 2000 TO 2035



Source: U.S. Census Bureau and SEWRPC.

The percentage of the population under 20 years old will remain fairly stable. However, the percentage of the population ages 20 to 44 and 45 to 65 will decrease by 5 percent and 4 percent, respectively, and the percentage of the population 65 and older will increase by 12 percent. This projection suggests that there will be a smaller working age percentage of the population, and a population that may demand an increase in certain products and services, such as those provided by the health care industry.

The projected population of the City for 2035 is 29,480 persons. Assuming the City population projection and the County age composition projection will apply within the City, about 23,289 City residents will be working age (age 16 or older)<sup>2</sup>. If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 16,509 City residents could be participating in the labor force in 2035. However, this method does not account for retired persons. The large percentage change in persons in the age 65 and older will likely mean a larger percentage of retired residents in 2035. In addition, about 76.5 percent of employed City residents would travel outside the City for work if commuting patterns remain constant.

In summary the City of Mequon has a well educated resident labor force as evidenced by their high educational attainment and the City is also in close proximity to a large labor pool because of its location in the Milwaukee Metropolitan Area. The City of Mequon labor force has many positive attributes and has been recognized as a

<sup>2</sup>This definition is based on methodology used by the U.S. Bureau for compiling labor force data.

strength with respect to attracting and retaining business and industry in the City; there are signs of a potential decrease in the labor force. This concern centers around the unknown percentage of the working age population that may be in retirement or physically unable to work by 2035 due to the aging population and the loss of young educated people to areas outside the City due to various factors such as lack of supply of new affordable housing and lack of job opportunities. The aging of the population is part of a nation-wide phenomenon due to the aging of the “baby boom” generation. This demographic trend may lead to older people working longer, or to a change in employment practices that would allow older workers to work part-time.

**Employment  
Number**

Employment or “place of work” data are the number and type of jobs available in the City of Mequon and the Ozaukee County planning area. This information provides an important indicator of the level of economic activity for economic development planning and land use planning purposes. Employment data and labor force data form the baseline information in determining how many and what type of jobs will need to be added in the City and County to serve the projected 2035 City population. The following table indicates the number of jobs in 2000 in the City of Mequon, each community participating in the Ozaukee County multi-jurisdictional comprehensive planning process.

**NUMBER OF JOBS IN OZAUKEE COUNTY COMMUNITIES: 2000**

<b>Community</b>	<b>Number Jobs</b>	<b>Percent of Planning Area Jobs</b>
Cities		
Mequon	16,071	31.4
Port Washington	7,083	13.8
Villages		
Belgium	776	1.5
Fredonia	1,067	2.1
Grafton	8,849	17.3
Newburg <sup>a</sup>	514	1.0
Saukville	3,304	6.5
Thiensville	2,062	4.0
Towns		
Belgium	423	0.8
Cedarburg	1,462	2.9
Fredonia	544	1.1
Grafton	835	1.6
Port Washington	607	1.2
Saukville	454	0.9
Planning Area <sup>b</sup>	51,161	100.0

<sup>a</sup>Includes entire Village of Newburg.

<sup>b</sup>Includes all of Ozaukee County and the entire Village of Newburg.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

The areas with the most jobs in the County include the Cities of Mequon and Port Washington and the Village of Grafton. These areas also have largest populations and number of residents in the labor force.

The following table shows historic employment growth in Ozaukee County from 1950-2000.

**EMPLOYMENT GROWTH IN OZAUKEE COUNTY: 1950 – 2000**

Year	Number of Jobs	Change From Preceding Year		Percent of Region Total
		Number	Percent	
1950	6,600	--	--	1.1
1960	10,200	3,600	54.5	1.5
1970	21,300	11,100	108.8	2.7
1980	28,200	6,900	32.4	3.0
1990	35,300	7,100	25.2	3.3
2000	50,800 <sup>a</sup>	15,500	43.9	4.2

<sup>a</sup>Includes only Ozaukee County. The total does not include that part of the Village of Newburg located in Washington County

Source: U.S. Bureau of Economic Analysis and SEWRPC.

The number of jobs grew by 669% between 1950 and 2000. By comparison, the number of jobs grew by 189% in the region between 1950 and 2000.

***Employment: Major Employment Types<sup>3</sup>***

The manufacturing industry led Ozaukee County in number of jobs in 2004, despite the drop in the number of manufacturing jobs from 12,953 in 2000 to 10,214 in 2004. The next five largest private employment categories were:

- Retail trade – 5,741 jobs
- Health care and social assistance – 4,085 jobs
- Accommodation and food services – 3,597 jobs
- Professional and technical services – 3,457 jobs
- Finance and insurance – 3,364 jobs

The largest employer in the County was local government, which consisted of 3,629 jobs. Of the 50,752 jobs located in the County, 40,532, or about 80 percent, were wage and salary jobs and 10,220, or about 20 percent, were proprietor employment jobs. About 4 percent of the proprietor jobs, or 459 jobs, were farm proprietor jobs.

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<sup>3</sup>This data is only available at the County level.

**PRIVATE AND GOVERNMENT EMPLOYMENT BY INDUSTRY (NAICS) IN OZAUKEE COUNTY: 2004<sup>a</sup>**

<b>Industry (NAICS)</b>	<b>Former SIC Industry Group<sup>b</sup></b>	<b>Number</b>	<b>Percent</b>
Private Employment			
Forestry, Fishing, Related Activities, and Other	Agricultural, Forestry, and Fishing	-- <sup>c</sup>	-- <sup>c</sup>
Mining	Mining	-- <sup>c</sup>	-- <sup>c</sup>
Utilities	Transportation, Communication, Electric, Gas, and Sanitary Services	-- <sup>c</sup>	-- <sup>c</sup>
Construction	Construction	2,385	4.7
Manufacturing	Manufacturing	10,214	20.1
Wholesale Trade	Wholesale Trade	1,652	3.3
Retail Trade	Retail Trade	5,741	11.3
Transportation and Warehousing	Transportation, Communication, Electric, Gas, and Sanitary Services	-- <sup>c</sup>	-- <sup>c</sup>
Information	Services	343	0.7
Finance and Insurance	Finance, Insurance, and Real Estate	3,364	6.6
Real Estate and Rental and Leasing	Finance, Insurance, and Real Estate	2,116	4.2
Professional and Technical Services	Services	3,457	6.8
Management of Companies and Enterprises	Services	317	0.6
Administrative and Waste Services	Services	1,881	3.7
Educational Services	Services	1,435	2.8
Health Care and Social Assistance	Services	4,085	8.0
Arts, Entertainment, and Recreation	Services	1,287	2.6
Accommodation and Food Services	Services; Retail Trade	3,597	7.1
Other Services, Except Public Administration	Services	3,051	6.0
Farm Employment	Agricultural, Forestry, and Fishing	647	1.3
Subtotal <sup>d</sup>	--	46,558	91.7
Government and Government Enterprises			
Federal, Civilian	Public Administration; Transportation, Communication, Electric, Gas, and Sanitary Services	156	0.3
Military	Public Administration	277	0.5
State Government	Public Administration	132	0.3
Local Government	Public Administration	3,629	7.2
Subtotal	--	4,194	8.3
Total	--	50,752	100.0

<sup>a</sup>Includes Ozaukee County only. Total does not include that part of the Village of Newburg located in Washington County.

<sup>b</sup>SIC Industry Groups are detailed in Appendix G.

<sup>c</sup>Detailed data is not available at the County level; however, these industry groups total 983 jobs and 1.9 percent of the total jobs located in the County.

<sup>d</sup>Subtotal includes the sum of forestry, mining, utilities, and transportation and warehouse industry jobs.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

***Employment: Location Quotient Analysis***

The Ozaukee County location quotient is a ratio comparing the concentration of jobs in the County by industry type to the concentration of jobs in the State and Nation by industry type. If the location quotient is one, the County has an equal concentration of jobs by that industry type compared to the State or Nation. If the location quotient is less than one, the County has a lower concentration of jobs by that industry type compared to the State or Nation. If the location quotient is greater than one, the County has a higher concentration of jobs by that industry type compared to the State or Nation.

**OZAUKEE COUNTY EMPLOYMENT LOCATION QUOTIENT: 2004<sup>a</sup>**

<b>Industry (NAICS)</b>	<b>Comparison with State</b>	<b>Comparison with Nation</b>
Private Employment		
Forestry, fishing, related activities, and other	--b	--b
Mining	--b	--b
Utilities	--b	--b
Construction	0.87	0.78
Manufacturing	1.34	2.31
Wholesale trade	0.92	0.92
Retail trade	0.97	1.03
Transportation and warehousing	--b	--b
Information	0.44	0.33
Finance and insurance	1.38	1.40
Real estate and rental and leasing	1.68	1.14
Professional and technical services	1.62	1.06
Management of companies and enterprises	0.50	0.60
Administrative and waste services	0.82	0.62
Educational services	1.65	1.40
Health care and social assistance	0.75	0.81
Arts, entertainment, and recreation	1.44	1.30
Accommodation and food services	1.03	1.06
Other services, except public administration	1.15	1.05
Farm Employment	0.45	0.76
Government and government enterprises		
Federal, civilian	0.38	0.19
Military	1.00	0.42
State government	0.10	0.10
Local government	0.90	0.89

<sup>a</sup>Includes Ozaukee County only.

<sup>b</sup>Detailed data is not available at the County level.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Compared to the State and Nation, Ozaukee County has a very high concentration of manufacturing jobs. In addition, the County has a high concentration of finance and insurance; real estate, rental, and leasing; professional and technical services; educational services; and arts, entertainment, and recreation jobs. By contrast, the County has a low concentration of information technology, management, administrative and waste services, farm employment, and government related jobs.

***Employment: Major Employment Locations***

Major employment locations in Ozaukee County in 2004 (those with 100 or more employees) are listed by community in a table titled “Locations of Major Employers in Ozaukee County Communities: 2006” and shown on a map titled “Major Employment Locations in the Ozaukee County Planning Area: 2006” located at the end of this chapter.

Of the five largest employers in Ozaukee County, three are located in the City of Mequon. The five largest include Ozaukee County Government, located in the City of Port Washington; Rockwell Automation Inc., Columbia-St. Mary’s Hospital, and Concordia University, all located in the City of Mequon; and Leggett and Platt Inc., located in the Village of Grafton.

**Employment: Annual Wages<sup>4</sup>**

The following table sets forth the average annual wages by industry in Ozaukee County, the Region, and the State in 2005.

**AVERAGE ANNUAL WAGES BY INDUSTRY GROUP: 2005**

Industry Group (NAICS)	Ozaukee County	Region	State	Percent of Region	Percent of State
Natural Resources	\$31,810	\$32,089	\$27,765	99.1	114.6
Construction	\$43,089	\$46,434	\$42,891	92.8	100.5
Manufacturing	\$48,772	\$50,372	\$44,430	96.8	109.8
Trade, Transportation, Utilities	\$31,101	\$33,347	\$31,088	93.3	100.1
Information	-- <sup>a</sup>	-- <sup>a</sup>	\$43,439	-- <sup>a</sup>	-- <sup>a</sup>
Financial Activities	\$48,836	\$54,454	\$46,267	89.7	105.6
Professional and Business Services	\$40,453	\$43,646	\$40,462	92.7	99.9
Education and Health	\$39,676	\$38,881	\$37,228	102.0	106.6
Leisure and Hospitality	\$11,663	\$14,044	\$12,468	83.0	93.5
Other Services	\$18,748	\$22,065	\$20,604	85.0	91.0
Public Administration	\$31,313	\$42,446	\$37,244	73.8	84.1
All Industries	\$37,381	-- <sup>a</sup>	\$35,547	-- <sup>a</sup>	105.2

<sup>a</sup>Data not available.

Source: Wisconsin Department of Workforce Development and SEWRPC.

The table shows that annual wages by industry were generally lower in Ozaukee County than the rest of the Southeastern Wisconsin Region, but generally higher than the rest of the State. The following table indicates average annual wages by occupation in Ozaukee County: 2005.

**AVERAGE ANNUAL WAGES BY OCCUPATION IN OZAUKEE COUNTY: 2005**

OCCUPATION	Ozaukee County
Financial Activities	\$48,836
Manufacturing	\$48,772
Construction	\$43,089
Leisure and hospitality	\$11,663
Overall average wage in Ozaukee County	\$37,381

In summary, the high concentration of jobs such as manufacturing and finance and insurance industry sector jobs may help the City create industry clusters of desirable employment sectors. Ozaukee County has a comparatively low concentration in some other jobs types identified as desirable, most notably information technology and management of companies and enterprises.

As noted above, the City resident labor force is relatively well educated and prepared for jobs in some of the higher paying industry sectors located in the County. However, there is a small labor pool available in the City to work in the retail trade and accommodation and food services industry sectors, which are currently the second and fourth largest employers in Ozaukee County.

**Personal Income**

Personal Income is another primary indicator of the overall economic well-being of an area. Household income is one of the primary measurements of personal income. Median household income is documented below.

<sup>4</sup>This data is only available at the County level.

**MEDIAN HOUSEHOLD INCOME BY LOCATION: 1999**

Location	Median Income
	City of Mequon
Ozaukee County	\$62,745
Region	\$46,587
State	\$43,791
Nation	\$41,994

The median household income in Mequon was \$27,988 more than the County. Each community in the County had a median household income greater than the Region, State and Nation.

The table titled “Median Household Income in Ozaukee County Communities 1979-1999” located at the end of this chapter sets forth historic median household income levels in the City and each participating community from 1979 to 1999 in dollars reported and constant (1999) dollars. Overall, households in the City of Mequon have experienced economic prosperity over the last two decades; however, there were 134 households in the City that had annual incomes under the poverty level in 1999. The following table sets forth the number of households below the poverty level in the City.

**NUMBER OF HOUSEHOLDS BELOW POVERTY LEVEL: 2000  
(CITY OF MEQUON AND SURROUNDING AREAS)**

Household Type	Number	Percent
	Family	81
Non-family	53	39.6
Total	134	100.0

About 92.6% of the family households were married couples and 7.4% were female households with no husband present.

**Commercial and Industrial Areas**

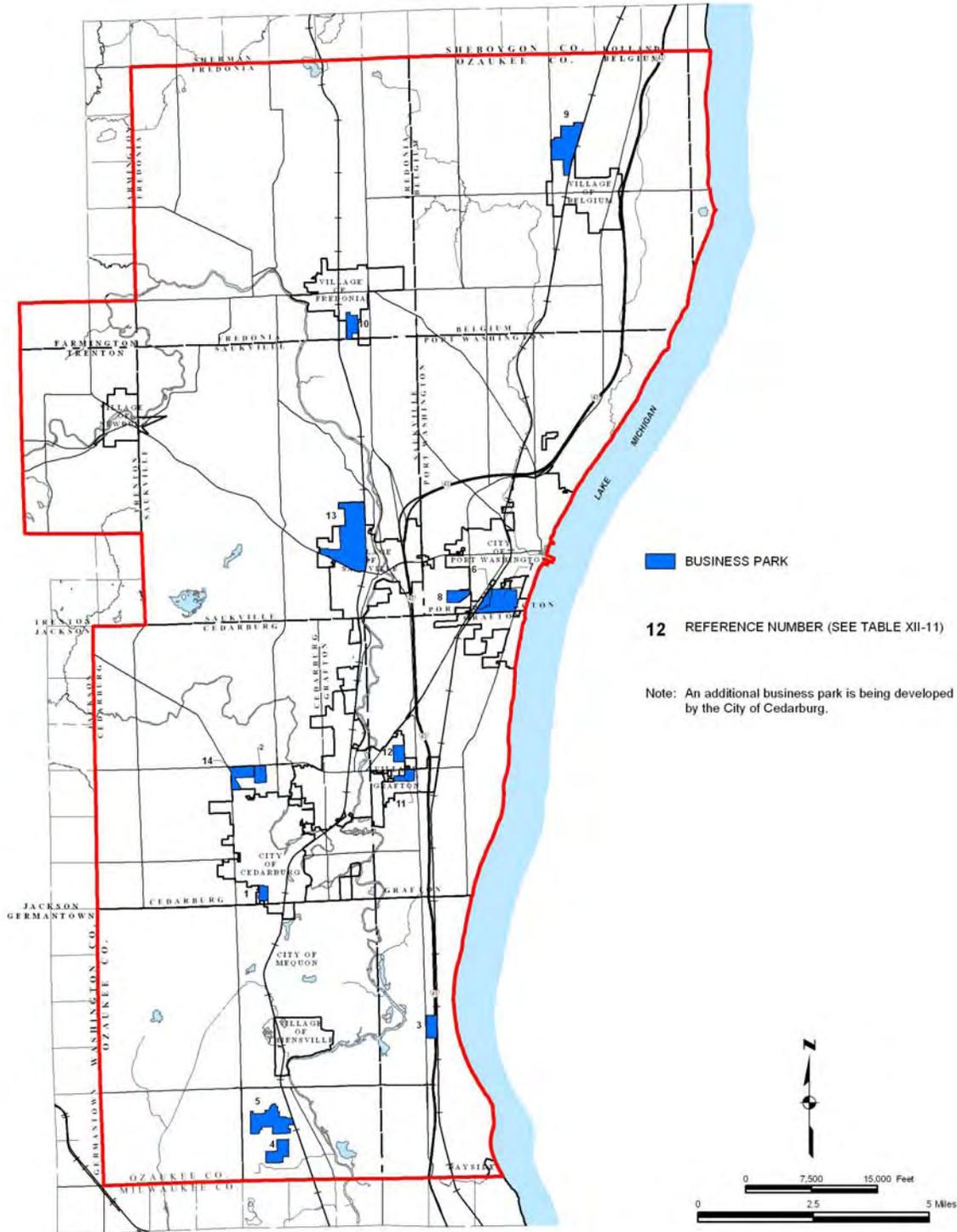
The City of Mequon and Ozaukee County have a strong economic base, as indicated by labor force and household income characteristics. In addition to positive labor force characteristics, the City and County must ensure that an adequate number of sites for business retention, expansion, and attraction are identified to maintain the strong economic base. Following is an inventory of sites suitable for commercial and industrial development which include existing business parks and tax increment finance (TIF) districts in the City. Environmentally contaminated sites in the City were also identified to assist in analyzing in the future which such sites may be suitable for remediation so the City may promote redevelopment for commercial or industrial uses.

***Business/Industrial Parks***

Existing business parks located in the City and the County are shown on the following map and listed in the following table. Typically, business parks are defined as having each of the following characteristics:

- A planned and publicly-owned internal street system
- Sanitary sewer service and public water service available
- A minimum of 10 acres for brownfield sites or 40 acres for greenfield sites
- Land that was platted or can be divided by certified survey map, except for brownfield sites, and under single ownership at the time the park was created.

Map XII - 3  
**BUSINESS PARKS IN THE OZAUKEE COUNTY PLANNING AREA: 2006**



Source: SEWRPC.

**INDUSTRIAL/BUSINESS PARKS IN OZAUKEE COUNTY COMMUNITIES: 2006<sup>a</sup>**

<b>Number on Map XII-3</b>	<b>Site Name</b>	<b>Location<sup>b</sup></b>	<b>Total Site Area (Acres)</b>	<b>Area Developed/ Committed for Industrial/Business Uses (Acres)</b>	<b>Remaining Available Developable Area (Acres)</b>
1	<b>City of Cedarburg<sup>c</sup></b> Cedarburg Business Park	T10N, R21E Section 34-4	40.0	34.5	5.5
2	<b>City of Mequon</b> East Mequon Corporate Center	T09N, R22E Section 17-3	54.0	46.0	8.0
3	Lakes of Mequon Park	T09N, R21E Section 34-1	110.0	--	110.0
4	Mequon Business Park - Phases I and II	T09N, R21E Section 27-3 and 4	229.0	187.0	42.0
5	<b>City of Port Washington</b> Bywater Business Center	T11N, R22E Section 32-3	38.0	12.0	26.0
6	Meridian Business Park	T11N, R22E Section 31-4	67.0	22.0	45.0
7	Port Washington Industrial Park - Phases I, II, and III	T11N, R22E Section 32-3 and 4	186.0	186.0	--
8	<b>Village of Belgium</b> Belgium Industrial Park	T12N, R22E Section 10-3 and 4 and Section 15-2 and 3	250.0	16.0	234.0
9	<b>Village of Fredonia</b> Fredonia Industrial Park	T12N, R21E Section 35-4	65.0	63.0	2.0
10	<b>Village of Grafton</b> Grafton Business Park	T10N, R22E Section 18-4	60.0	42.0	18.0
11	Grafton Corporate Park	T10N, R22E Section 19-1	52.0	52.0	--
12	<b>Village of Saukville</b> Dekora Woods Business Park	T11N, R21E Section 23-3 and 4 and Section 26-1, 2, 3, and 4	532.0	492.5	39.5
13	<b>Town of Cedarburg</b> 5 Corners Business Park	T10N, R21E Section 22-2	87.0	77.0	10.0
	<b>Total – 13 Sites</b>	--	1,770.0	1,230.0	540.0

<sup>a</sup>Industrial/Business Parks in Ozaukee County were identified as having the following characteristics: 1) the presence of a planned publicly-owned internal street system, 2) the availability of sanitary sewer service and public water, 3) single ownership at the time the park was created, 4) land that is available and on the market, 5) a buildable site, 6) a minimum of 10 acres for brownfield sites and 40 acres for greenfield sites, and 7) land that was platted or divided by certified survey map, except for brownfield sites.

<sup>b</sup>The location represents the U.S. Public Land Survey Township, Range, and Section in which the site is located. The last number indicates the quarter section location. A "1" indicates the northeast quarter, a "2" indicates the northwest quarter, a "3" indicates the southwest quarter, and a "4" indicates the southeast quarter.

<sup>c</sup>An additional business park is being developed by the City of Cedarburg. The park is 60 acres and will be located on the south side of STH 60 just east of the Five Corners area.

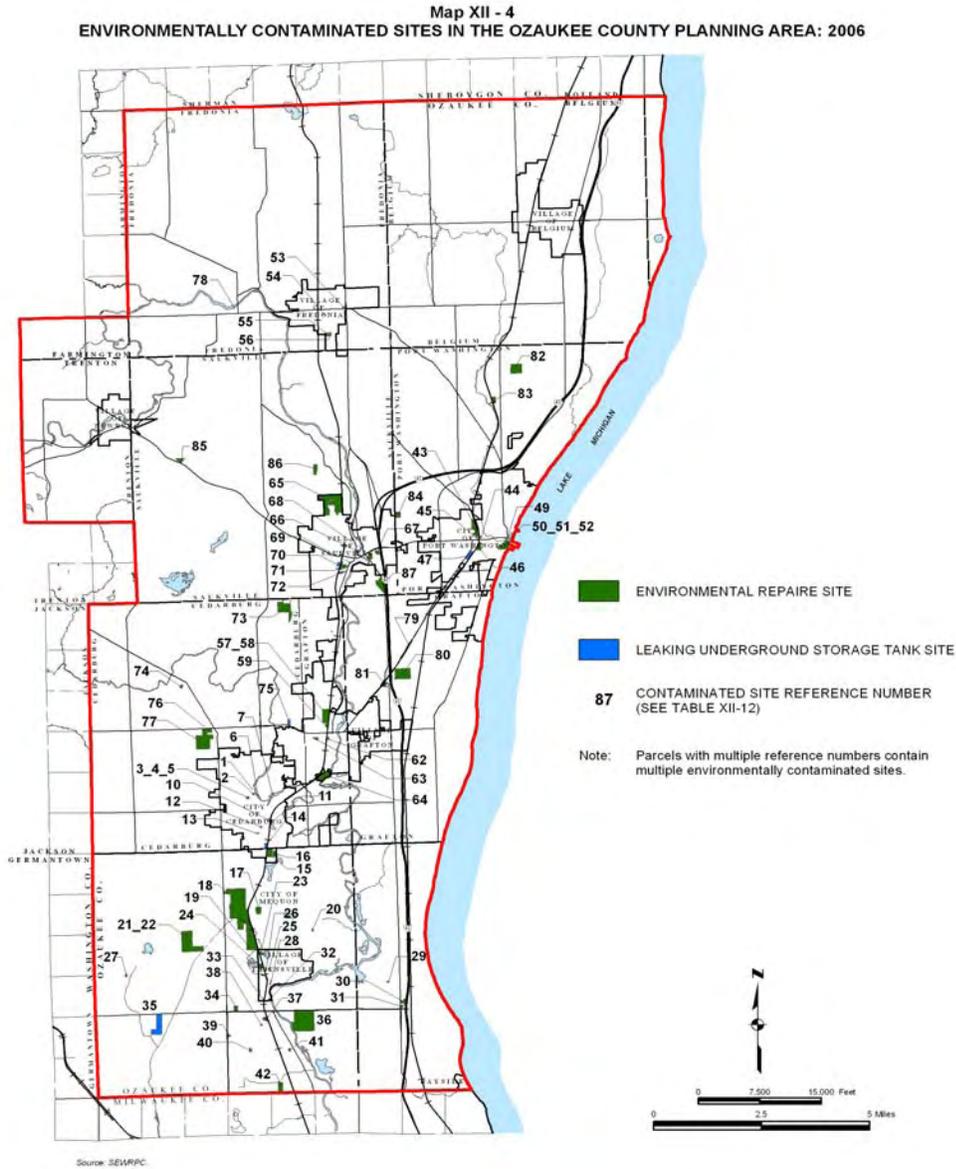
Source: Local governments and SEWRPC.

In 2006, there were 3 business parks located in the City of Mequon, encompassing about 393 acres. About 59.3 percent of the land, or 233 acres, has been developed or is committed to development. About 40.7 percent of the land, or 160 acres, is currently available for development. There were 10 additional business parks located in the County. Existing business parks are generally located adjacent to a highway or arterial street. Uses located in business parks are traditionally manufacturing, warehousing, or office uses; however, commercial retail and service uses may also be appropriate for business parks. The most compatible commercial retail and service uses for business parks are those that provide goods and services catering to the needs of employees who work in the

business parks, such as child care centers, health and fitness centers, restaurants, and banks or credit unions. Health care clinics are also increasingly being located in business parks.

**Environmentally Contaminated Sites**

Section 66.1001 of the *Wisconsin Statutes* requires the economic development element of a comprehensive plan to promote environmentally contaminated sites for commercial and industrial use. Environmentally contaminated sites in the City of Mequon and the County are shown on the following map and listed in the following table.



**ENVIRONMENTALLY CONTAMINATED SITES IDENTIFIED BY  
THE DEPARTMENT OF NATURAL RESOURCES (DNR) IN OZAUKEE COUNTY COMMUNITIES: 2006**

<b>Number on Map XII-4</b>	<b>Site Name</b>	<b>Site Location</b>	<b>Activity Type<sup>a</sup></b>	<b>Parcel Size (acres)</b>	<b>Status / Comments</b>
	<b>City of Cedarburg</b>				
1	Herman's Spur	W63 N691 Washington Avenue	LUST	0.07	
2	City of Cedarburg	W63 N645 Washington Avenue	ERP	1.07	
3	Mercury Marine Plant 2 <sup>b</sup>	W66 N598 Madison Avenue	ERP	2.10	
4	Mercury Marine Plant 2 <sup>b</sup>	W66 N598 Madison Avenue	ERP	2.10	
5	Mercury Marine Plant 2 <sup>b</sup>	W66 N598 Madison Avenue	ERP	2.10	
6	City of Cedarburg Power Plant	W61 N617 Mequon Avenue	LUST	1.31	
7	Cedar Creek	Stream Mile 1.3 and 5.7 of Creek	ERP	1.65	
8	Former Tri Par Oil Co. <sup>b</sup>	W61 N505 Washington Avenue	LUST	0.15	
9	Former Tri Par Oil Co. <sup>b</sup>	W61 N505 Washington Avenue	LUST	0.15	
10	Amcast Automotive	N39 W5789 Hamilton Road	ERP	2.12	
11	Cedarburg Tool Inc.	N37 W5681 Hamilton Road	ERP	2.05	
12	Clark Station #1211	W61 N306 Washington Avenue	LUST	0.98	
13	Filter Property	W62 N263 Washington Avenue	ERP	1.00	
14	National School Bus	W60 N128 Cardinal Drive	LUST	3.62	
15	Doerr Electric	W57 N14371 Doerr Way	ERP	14.54	
16	Former U.S. Electric Motors Facility	W57 N14280 Doerr Way	ERP	8.36	
	<b>City of Mequon – Village of Thiensville</b>				
17	Fromm Family Foods Inc.	13145 N. Green Bay Avenue	ERP	11.77	
18	Former Mequon Quarry Site	7224 W. Highland Drive	ERP	228.74	
19	Icke and Bublitz – Pigeon Creek – Highland Road Reclamation Property	6529 W. Highland Road	ERP	601.28	
20	John Burns Property	12740 N. River Road	LUST	1.18	
21	Herbert Bellin Estate <sup>b</sup>	8805 W. Highland Road	ERP	99.84	
22	Herbert Bellin Estate <sup>b</sup>	8805 W. Highland Road	ERP	99.84	
23	Village of Thiensville	STH 57	ERP	2.76	
24	Village of Thiensville	120 W. Freistadt Road	ERP	6.52	
25	Egelhoff's Nursery	102 E. Freistadt Road	LUST	0.44	
26	One Hour Martinizing	108 E. Freistadt Road	ERP	0.49	
27	Keller Property	11125 W. Freistadt Road	LUST	1.26	
28	Grubes Thiensville Standard Inc. 15330	120 N. Main Street	ERP	0.34	
29	Helen Douglas Residence	11706 Country Lane	LUST	1.25	
30	Gronik Property	11300 N. Port Washington Road	ERP	5.52	
31	McDonalds	11300 N. Port Washington Road	ERP	1.37	
32	Clark Oil	246 S. Main Street	ERP	0.57	
33	Rayed Oil Inc.	246 S. Main Street	LUST	0.64	
34	Russ Darrow Colonial Honda	7200 W. Mequon Road	ERP	7.08	
35	Baehmann Farm	9919 Mequon Road	LUST	49.24	
36	Ozaukee Country Club	10823 N. River Road	ERP	151.84	
37	Schmitz Ready Mix	11050 N. Industrial Drive	ERP	5.46	
38	Mequon Heating and Sheet Metal	10903 N. Industrial Drive	ERP	1.00	
39	Gokhman Property	10726 N. Wauwatosa Road	ERP	1.15	
40	Seidl Drums	6728 W. Donges Bay Road	ERP	2.67	
41	Mullaly Furniture Finishing	5226 W. Donges Bay Road	ERP	2.25	
42	Kleen Test Products – County Line	5600 W. County Line Road	ERP	16.72	
	<b>City of Port Washington</b>				
43	Former Becker Petroleum	219 Maple Street	ERP	23.22	
44	Former Becker Petroleum	123 N. Park Street	ERP	0.33	
45	Hillside Auto Parts	702 W. Grand Avenue	LUST	0.31	
46	Garden Way Inc.	215 S. Park Street	ERP	9.45	
47	Ozaukee County Highway Department	410 S. Spring Street	LUST	7.96	

Number on Map XII-4	Site Name	Site Location	Activity Type <sup>a</sup>	Parcel Size (acres)	Status / Comments
	<b>City of Port Washington (continued)</b>				
48	M & I Bank	101 W. Grand Avenue	ERP	0.25	
49	West Boat Slip / Port Washington Harbor	190 E. Grand Avenue / 128 S. Wisconsin Street	ERP	1.25	
50	WEPCO Port Washington Power Plant <sup>b</sup>	146 S. Wisconsin Street	ERP	22.37	
51	WEPCO Port Washington Power Plant <sup>b</sup>	146 S. Wisconsin Street	ERP	22.37	
52	WEPCO Port Washington Power Plant <sup>b</sup>	146 S. Wisconsin Street	ERP	22.37	
	<b>Village of Fredonia</b>				
53	Fredonia Gas	289 STH 57	LUST	0.79	
54	Desoto LF-Lundman Development	207 S. Milwaukee Street	ERP	0.44	
55	Aqua-Tech Inc.	600 S. Milwaukee Street	ERP	5.30	
56	Modern Metals of Wisconsin	275 Industrial Drive	ERP	1.72	
	<b>Village of Grafton</b>				
57	Tecumseh Products Co. Inc. <sup>b</sup>	900 North Street	ERP	30.25	
58	Tecumseh Products Co. Inc. <sup>b</sup>	900 North Street	ERP	30.25	
59	Construction Forms Inc.	1040 9 <sup>th</sup> Avenue	ERP	2.48	
60	Clark Station #1645	1020 Washington Street	LUST	0.20	
61	Mobil Oil 05-FW1	1117 Washington Street	LUST	0.26	
62	Former United Foundry	1003 Bridge Street	LUST	2.04	
63	Vishay Cera Mite	1327 6 <sup>th</sup> Avenue	ERP	3.06	
64	Grafton Lime Kiln Park	Green Bay Road and Falls Road	ERP	27.52	
	<b>Village of Saukville</b>				
65	Charter Steel	1658 Cold Springs Road	ERP	116.71	
66	Johnson Brass Machine Foundry	270 N. Mill Street	LUST	3.14	
67	Saukville Fabricare	144 S. Foster Street	ERP	4.33	
68	Briggs Property	CTH W and STH 33 (S. Riverside Drive)	ERP	6.89	
69	Village of Saukville	Right-Of-Way	LUST	0.28	
70	JT Roofing Inc.	350 Tower Drive	LUST	3.85	
71	Cook Composites and Polymers Co.	340 Railroad Street	ERP	11.17	
72	St. Mary's Cemetery	500 block of S. Main Street	ERP	3.72	
	<b>Town of Cedarburg</b>				
73	WEPCO Cedar Sauk Land Fill	Approx. 5000 Cedar Sauk Road	ERP	51.57	
74	Brunner Builders LLC	Red Tail Court	ERP	2.62	
75	Kohlwey Property	4912 STH 60	LUST	4.99	
76	5 Corners Development LLC	7811 STH 60	ERP	6.98	
77	Marvin Pronchnow Cedarburg Land Fill	Adjacent to 7811 STH 60	ERP	83.11	
	<b>Town of Fredonia</b>				
78	Waubeka Mill Inc.	W4132 Mill Street	LUST	0.12	
	<b>Town of Grafton</b>				
79	Budget Auto – WisDOT	2004 N. Port Washington Road	ERP	11.82	
80	WEPCO HWY 32 Land Fill	IH 43 and STH 32	ERP	56.96	
81	Chenery Brothers Inc.	1655 N. Port Washington Road	ERP	2.51	
	<b>Town of Port Washington</b>				
82	Ozaukee County	Adjacent to Interurban Trail	ERP	35.76	
83	WEPCO	Adjacent to Union Pacific Railroad	ERP	7.31	
84	Town of Port Washington	Northwoods Road and Hillcrest Road	ERP	10.00	
	<b>Town of Saukville</b>				
85	Stonewall Farms Inc.	STH 33 and Blue Goose Road	ERP	8.48	
86	Zubke Property	1806 W. Center Road	ERP	13.18	
87	Town of Saukville	Foster Road and Sauk Road	ERP	32.63	
--	Total (acres)	--	--	1,316.72	--

*ECONOMIC DEVELOPMENT ELEMENT*

<sup>a</sup>Includes environmental repair (ERP) sites and leaking underground storage tank (LUST) sites.

<sup>b</sup>Parcel contains multiple contaminated sites.

Source: Wisconsin Department of Natural Resources and SEWRPC.

In 2006, the Wisconsin Department of Natural Resources identified 19 environmentally contaminated sites in the City and a total of 87 sites in the County that had not been remediated, which are currently being monitored. Contaminated sites include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic or cancer causing substances; however, given time, petroleum contamination naturally breaks down in the environment (biodegradation). In addition, some LUST sites may emit potentially explosive vapors. An ERP site has contaminated soil and/or groundwater that is not caused by a leaking underground storage tank. Possible causes of an ERP site include industrial spills or dumping that requires long-term investigation, buried containers of hazardous substances, closed landfills that have caused contamination, and areas with petroleum contamination from above ground storage tanks.

The City must study the feasibility of developing the environmentally contaminated sites and identify which are high priorities for industrial and commercial redevelopment sites. Factors in determining redevelopment will include current and surrounding uses and total lot size.

#### ***Tax Increment Finance (TIF) Districts***

The City of Mequon has utilized TIF twice in the past, both for business parks. As of 2008, TIF #2 is still open and a draft TIF Project Plan is being considered for the City's Town Center, which is a mixed-use district.

**TAX INCREMENTAL FINANCE DISTRICTS IN OZAUKEE COUNTY COMMUNITIES: 2006<sup>a</sup>**

<b>Number on Map XIII-5</b>	<b>Community<sup>b</sup></b>	<b>Acres<sup>c</sup></b>	<b>Year Created</b>	<b>Year Closed</b>	<b>Base Value</b>	<b>Current Value</b>	<b>Increment</b>
--	City of Mequon						
1	TIF #1						
2	TIF #2 <sup>d</sup>		2002	-- <sup>d</sup>	\$5,911,600	\$16,640,200	\$10,728,600
	Village of Belgium						
3	TIF #1						
4	TIF #2						
5	TIF #3						
6	TIF #4 <sup>d</sup>	388.0	1995	-- <sup>d</sup>	\$316,000	\$18,801,100	\$18,485,100
	Village of Fredonia						
7	TIF #1						
8	TIF #2 <sup>d</sup>	69.8	1994	-- <sup>d</sup>	\$1,265,500	\$19,480,400	\$18,214,900
	Village of Grafton						
9	TIF #1						
10	TIF #2 <sup>d</sup>		1996	-- <sup>d</sup>	\$522,100	\$12,790,200	\$12,268,100
11	TIF #3 <sup>d</sup>		1999	-- <sup>d</sup>	\$21,039,900	\$40,507,400	\$19,467,500
12	TIF #4 <sup>d</sup>		2004	-- <sup>d</sup>	\$47,847,400	\$56,374,000	\$8,526,600
13	TIF #5 <sup>d</sup>		2006	-- <sup>d</sup>			
	Village of Saukville						
14	TIF #1						
15	TIF #2 <sup>d</sup>		2001	-- <sup>d</sup>	\$350,000	\$0	-- <sup>e</sup>
16	TIF #3 <sup>d</sup>		2001	-- <sup>d</sup>	\$1,633,700	\$7,977,800	\$6,344,100
	Village of Thiensville						
17	TIF #1 <sup>d</sup>	112.4	1985	-- <sup>d</sup>	\$16,826,900	\$51,419,400	\$34,592,500
--	Total		--	--			

<sup>a</sup>Boundary and value data for closed TIF Districts have been requested from each local government. Additional local governments may be added to the table as this data is received.

<sup>b</sup>A TIF District may be established by the City of Cedarburg to develop a 60 acre business park located on the south side of STH 60 just east of the Five Corners area.

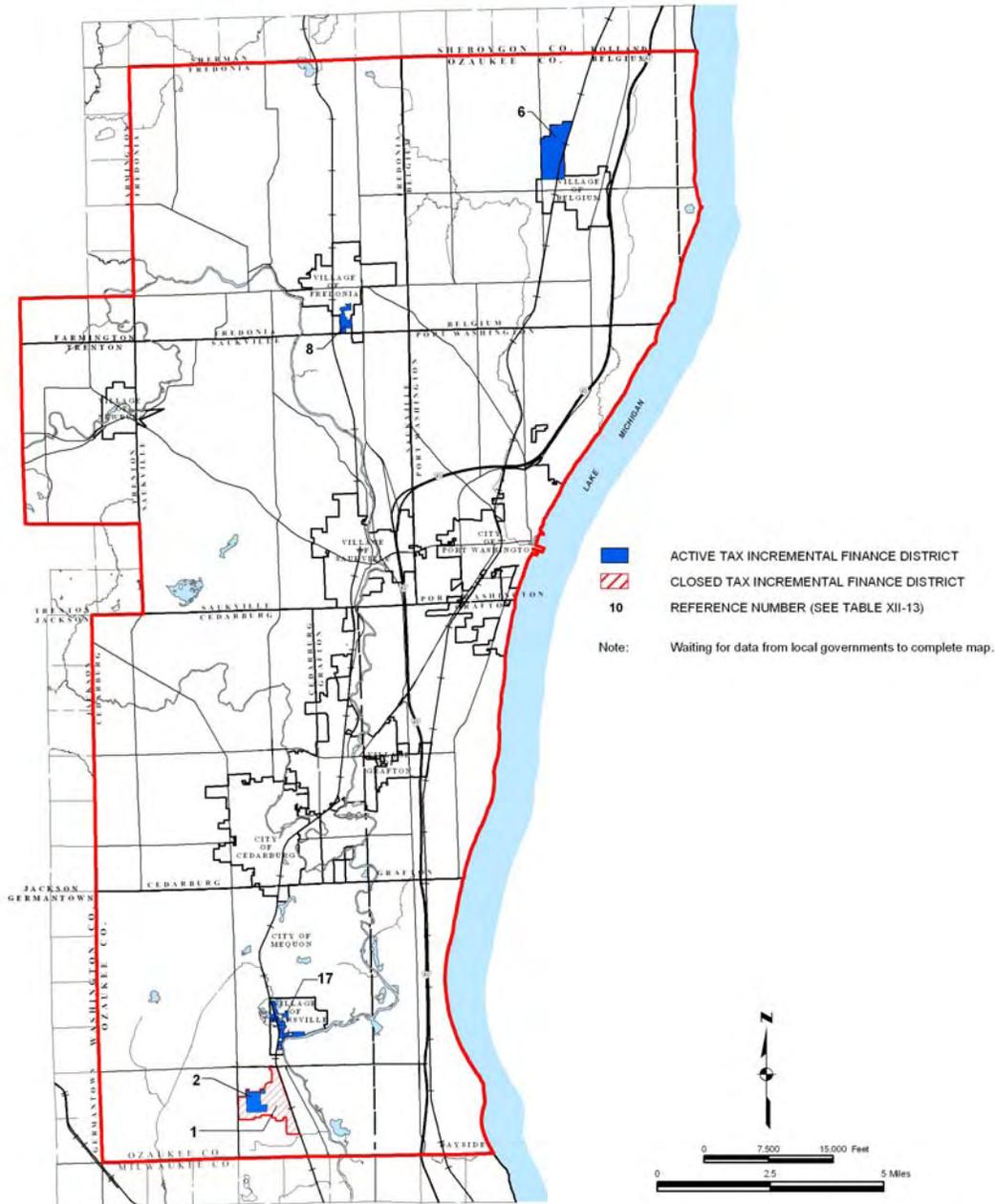
<sup>c</sup>TIF boundaries, acreages, and years created and closed have been requested from each local government.

<sup>d</sup>Active TIF District.

<sup>e</sup>This district has a zero or negative value increment.

Source: Local Governments, Department of Revenue, and SEWRPC.

Map XII-5  
 TAX INCREMENTAL FINANCE DISTRICTS IN OZAUKEE COUNTY COMMUNITIES: 2006



Source: Local Governments and SEWRPC.

In summary, the City of Mequon has a strong economic base, as indicated by the City's labor force and personal income characteristics. In addition to these positive characteristics, the City must ensure that an adequate number of sites for business retention, expansion, and attraction are identified to maintain its strong economic base and meet the requirements set forth in Section 66.1001 of the *Wisconsin Statutes*. Business Parks and Tax Increment Finance (TIF) Districts have been identified as the sites most suitable for new commercial and industrial development in the City. Adequate infrastructure should also be provided, including utilities; an adequate water supply; sanitary sewers; stormwater management; communications facilities and consideration should be given to transit and other transportation facilities and services.

*ECONOMIC DEVELOPMENT ELEMENT*

Home based businesses and telecommuting may also account for a greater number of jobs in residential areas in the future due to advances in telecommunications and other technologies. Advantages of home-based businesses include less travel and reduced costs to households for services such as childcare. Fortunately; the City of Mequon Zoning Ordinance takes into consideration home-based businesses made possible by emerging technologies.

**ECONOMIC PROJECTIONS AND DESIRABLE BUSINESSES:**

***Employment Projections***

Future employment levels in the City of Mequon and Ozaukee County are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. The Regional Planning Commission’s economic study,<sup>5</sup> which was prepared as part of the regional land use planning program, concluded that the regional economy is unlikely to significantly increase or decrease in strength relative to the State or Nation over the projection period of 2000 to 2035.

Projections of total employment for the City of Mequon and Ozaukee County were prepared within the framework of the regional employment projection largely on the basis of trend analysis. The total number of jobs located in the City is projected to increase by 2,339 jobs, or by about 14.6 percent, to 18,410 jobs in 2035. The total number of jobs in the County is projected to increase by 11,485 jobs, or by about 23 percent, to 62,258 jobs by 2035. The number of jobs by industry group in Ozaukee County in 2000 and the projected number of jobs in 2035 are shown in the following table.

**EMPLOYMENT PROJECTIONS FOR OZAUKEE COUNTY UNDER THE REGIONAL LAND USE PLAN: 2000-2035**

Industry Group	Existing Number of Jobs 2000	Projected Number of Jobs 2035	2000-2035 Number Change in Employment	2000 Percent of Total Employment	2035 Percent of Total Employment
Industrial <sup>a</sup>	17,205	17,407	202	33.9	28.0
Retail	8,575	9,689	1,114	16.9	15.6
General <sup>b</sup>	18,514	28,854	10,340	36.5	46.3
Transportation, Communications, and Utilities	1,190	1,120	(70)	2.3	1.8
Government	3,764	3,764	0	7.4	6.0
Other <sup>c</sup>	1,525	1,424	(101)	3.0	2.3
Total <sup>d</sup>	50,733	62,258	11,485	100.0	100.0

<sup>a</sup> Industrial includes construction, manufacturing, and wholesale trade categories.

<sup>b</sup> Includes finance, insurance, and real estate (FIRE), and service categories.

<sup>c</sup> Includes agricultural, agricultural services, forestry, mining, and unclassified jobs.

<sup>d</sup> Includes all of Ozaukee County. The total does not include that part of the Village of Newburg located in Washington County.

Source: U.S. Bureau of Economic Analysis & SEWRPC.

Most of the job growth is expected to occur in the “General” category, which includes service jobs and jobs in finance, insurance, and real estate. Retail and industrial jobs are expected to increase, while the number of transportation and utility jobs, government jobs, and agricultural and natural-resource related jobs are expected to remain the same or to decrease.

***Desired Businesses***

Section 66.1001 of the *Wisconsin Statutes* requires that an assessment of categories or particular types of new businesses and industries desired by the City of Mequon be identified in the economic development element of the

<sup>5</sup> Documented in SEWRPC Technical Report No. 10 (4<sup>th</sup> Edition), The Economy of Southeastern Wisconsin, July 2004.

comprehensive plan. This section includes a list of businesses and industries the City would like to attract, retain, or expand. The list was developed by the Planning Commission. Economic development inventory data from this chapter, demographic data, housing data, and public input outlined in the City and Ozaukee County public participation plans were also reviewed to identify desirable businesses for attraction, retention, and expansion in the community. Desired business and industries for the City include:

- Biotechnology, including the biomedical technology industry
- Health care, including home healthcare firms and facilities such as RCACs and CBRFs
- Information systems, including software development and data processing
- Communications media, including computer/web-based/electronic and print
- Construction industry
- Entrepreneurial companies and independent businesses led by visionaries that will attract venture capital to the City and produce new ideas in fields such as computer technologies and biotechnology
- Research and development firms
- Manufacturing, including advanced technology manufacturing and niche manufacturing such as the plastics and medical industries and manufacturing that requires high precision and low product volume
- Developers specializing in providing housing for seniors, including senior living arrangements
- Educational institutions
- Educational support services
- Necessity retail, such as grocery stores, in areas of the City that are currently underserved
- Financial services, including financial planning, banking, online support facilities, and processing facilities
- Business incubators that provide shared services for small businesses looking for cost efficient start-up facilities, which may grow into larger businesses and expand in Ozaukee County
- Small businesses and home-based businesses<sup>6</sup>
- Niche agriculture, including organic farming; food production for local restaurants, micro-breweries, and other niche marketing; and crop production for the bio-fuel industry
- Dairy farming and other types of agriculture existing in the City
- Additional restaurants, both locally-owned and franchises
- Alternative fuel suppliers

#### ***City of Mequon Economic Development Strengths and Weaknesses***

Section 66.1001 of the *Wisconsin Statutes* also requires that an assessment of City of Mequon strengths and weaknesses with respect to attracting and retaining businesses and industries be completed as part of the economic development element. This section includes a list of perceived strengths and weaknesses, which were identified by the Planning Commission using the same inventory data and public input as the desired businesses list for the City. The perceived strengths for attracting and retaining businesses and industries include:

- Low tax rate.
- Strong educational system including the primary and secondary schools within the local school district and technical schools (MATC). The City also has four year colleges such as Concordia University and is in close proximity to regional educational resources such as the University of Wisconsin – Milwaukee (UWM), Marquette University, and the Medical College of Wisconsin in Milwaukee County
- Strong quality of life, including good healthcare; tourism, recreational, and open space amenities; rural character; high quality public services; low crime rate; location in the Milwaukee Metropolitan Area; and strong historic preservation
- Good highway system, with location near I-43 and good access to Milwaukee and Chicago; easy work commutes

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<sup>6</sup> According to the 2000 Census, 3.7 percent of employed County residents worked at home. In 1990 the Census reported that 3.6 percent of residents worked at home.

- Convenient access to good healthcare given the location of Columbia St. Mary’s hospital and associated medical clinics and offices.
- Tax Increment Financing (TIF) and Revolving Loan Fund Financing incentives
- High level of public health
- Available land within the City of Mequon existing and planned business/industrial parks
- An educated and skilled workforce
- City of Mequon government that is free from corruption and is receptive to business needs
- Location of the City of Mequon east of the Great Lakes Watershed Divide. This location ensures that the City will have access to Lake Michigan water in the future and lessens dependency on other sources of water, such as ground water. The City is also better able to accommodate industries that use large volumes of water than areas that rely on groundwater as their only water source
- Availability of business services
- Consistent population growth
- Highly developed utility infrastructure, including gas and electric lines and the We Energies power plant in the City of Port Washington
- Strong public transportation system including the Ozaukee County Express Bus System, Ozaukee County Shared Ride Taxi System, and Port Washington Transport Shared Ride Taxi System
- Access to transportation and shipping through Mitchell International Airport and the Port of Milwaukee
- Strong regional cooperation and promotion through the Milwaukee 7 economic development initiative

The City of Mequon’s perceived weaknesses regarding attracting and retaining desirable businesses and industries include:

- Lack of jobs with pay levels high enough to afford housing in the City
- Lack of affordable workforce housing
- Many educated young people leave the City<sup>7</sup>
- Aging of the City workforce population
- Lack of awareness of opportunities including technical education and employment in “trade jobs”
- Lack of workers with skills suited to trade jobs and manufacturing jobs
- High land costs
- High infrastructure costs in communities with large minimum lot sizes
- Lack of venture capital
- Disconnect between the education system and the business sector – students are not necessarily learning the skills required by employers
- Lack of public transportation options
- Over-regulation of businesses
- Residents can be reluctant to change and fearful of new business ideas
- Lack of meeting, convention, and exhibition facilities that operate year-round in the City and County to showcase local businesses
- “NIMBY” (Not In My Back Yard) attitude in some cases

**Summary:** The City has many positive attributes, or strengths, that may be used to attract target businesses, such as a strong educational system, good healthcare services, good quality of life, location, development incentives and available commercial land, and water resources. The City’s weaknesses for attracting businesses include the lack

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<sup>7</sup> It is perceived that many young educated residents of Ozaukee County and the Milwaukee Metropolitan Area as a whole leave the area for larger regions with greater job opportunities, such as Chicago. According to the 2000 Census, 23.9 percent of Chicago PMSA residents were in the 25 to 29 age group, compared to 21.9 percent in the Milwaukee-Waukesha PMSA.

of workers with skills suited to trade jobs and manufacturing jobs, lack of public transportation options, over-regulation of businesses and the potential decrease in the labor force.

## **GOALS, OBJECTIVES AND POLICIES:**

- ***Goal: Develop and Retain a Diverse Tax Base***
- ***Objectives:***
  - Identify and encourage desirable businesses and job development.
  - Emphasize business retention and expansion.
  - Encourage enhancement and growth of educational uses.
  - Support local agriculture as an integral part of the City’s economic base.
  - Allow only a limited amount of heavy industry.
  - Relocate existing heavy industrial uses where conflict with surrounding area exists to appropriate sites within the City
  - Protect Port Washington Road’s ability to continue to provide a wide range of desired goods and services, its ability to accommodate traffic and strengthen its position as a commercial retail center serving the local area and visitors.
  - Direct large-scale, auto-oriented shopping centers to locate along major arterials that have immediate freeway access.
  - Support small-scale sales and services in neighborhood commercial node areas.
- ***Policies:***
  - Promote the City’s interest in attracting businesses on the “Desired Business and Industries” list, specifically health care and information systems, including software development and data processing.
  - Develop methods to retain and encourage farming as a viable part of the economy.
  - Promote the use of our TDR program to promote agricultural land.
  - Promote a reasonable supply of workers (approximately an additional 2,000) to meet the employment needs of businesses located in the City through 2035
  - Study neighborhood commercial nodes to evaluate issues and opportunities for business development and formulate recommendations.
  - Expand role of City’s Economic Development Board.
  - Support, distribute information about and enhance communication between government and educational organizations and their economic development programs and businesses.
  - Encourage business development that matches the educational attainment of residents within the City.
  - Consider the use of government funding, programs and tools, such as TIF in the future and manage and promote existing TIF districts.
  - Further utilize and promote the City’s Revolving Loan Fund (RLF)
  - Streamline development review process.
- ***Goal: Ensure Well-Designed, Visually Attractive Development While Preserving the City’s Existing Small Town Character***
- ***Objectives:***
  - Limit development to identified areas on the Land Use Plan Map.
  - Maintain the City’s safe environment and low crime rate.
  - Require high quality design.
  - Ensure uses don’t negatively impact neighboring properties.
- ***Policies:***
  - Consider the use of government funding, programs and tools to assist in public improvements.

- Maintain location, operation, open space and design standards through the zoning code and planning staff and/or Planning Commission review process.
  - Study the Port Washington Road corridor to determine necessary efforts to maintain vitality.
  - Consider the need for reuse plans for new, large-scale buildings in the event the business moves out or closes in the future.
  - Require development to be designed in a manner that compliments the site’s existing site features, surrounding features and maintain open space and protect significant environmental features and viewsheds.
  - Continue to utilize the Planned Unit Development ordinance for projects that may not meet typical zoning standards.
  - Revise the City Zoning Code to address landscaping and lighting.
  - Ensure maintenance of streets and landscaped areas in private and public right-of-way areas to preserve character.
  - Continue enforcement efforts to correct violations.
- ***Goal: Continue to Invest in the City’s Infrastructure***
  - ***Objectives:***
    - Provide high quality infrastructure in an aesthetic manner to make sites attractive to businesses.
    - Promote development in areas with existing infrastructure and public services and where costs remain relatively low for municipal, state government and utilities.
    - Consider vehicular, pedestrian and bike interconnectivity as part of any development.
    - Continue to promote neighborhood livability, including safety, traffic calming, streetscape, green space as it is recognized as being vital to commercial success.
  - ***Policies:***
    - Attain to the greatest possible degree of enhancements when making infrastructure improvements or modifications.
    - Coordinate with state, county and other agencies to increase efficiencies and study the use of funds, such as TIF, Transportation Economic Assistance (TEA) and Frieght Railroad Infrastructure Improvement Programs.
    - Consider how the City’s infrastructure can promote convenient and flexible transportation options between the City and the neighboring communities.
    - Consider how TIF districts, and other financial tools, can assist the City in infrastructure improvements.
    - Evaluate how technology and information infrastructure can offer high quality work environments.
    - Evaluate relevance of rail service to industries and formulate recommendation based on industry needs and neighborhood livability and formulate recommendations.
    - Evaluate the anticipated Ozaukee County study regarding various transportation service components to determine how the recommendations may fit the needs of Mequon businesses.
  - ***Goal: Redevelop the Town Center area to Create a Heart of the Community***
  - ***Objectives:***
    - Promote Town Center as the City’s unique mixed-use neighborhood with entertainment, arts and cultural activities and walkable, natural amenities.
    - Recognize the importance of creating an identity for the area including both hardscape and open space/natural features.
    - Design and develop projects with pedestrian activity as a priority.
    - Serve the area with alternative transportation, superior amenities and attractive employment opportunities.
  - ***Policies:***
    - Consider the use of TIF and other funding mechanisms.

- Support Town Center plans and studies in effort to move towards implementation of specific public improvement projects and promotion of private development.
- Hire Economic Development Specialist to promote Town Center.
- **Goal: Develop a Proactive Economic Development Strategic Plan**
- **Objectives:**
  - Support and retain existing businesses and attract and establish new businesses.
  - Build public/private partnerships to foster retention and new development.
  - Promote use of government programs.
  - Provide assistance to those interested in business activities in the City.
- **Policies:**
  - Implement a strategy to attract businesses on the “Desired Business and Industries” list, specifically health care and information systems, including software development and data processing.
  - Implement a business retention component to the overall strategic plan.
  - Consider how to connect residents to jobs.
  - Utilize City website and local economic development organizations, boards and partnerships to market ourselves and businesses.
  - Determine how the City can support local economic development organizations, boards and partnerships in their efforts of economic development for the region and formulate recommendations.
  - Study the feasibility of redeveloping contaminated sites and promote redevelopment where possible.
  - Assist Ozaukee County Economic Development Corporation in distributing a survey to businesses. Portions of the survey will focus on transportation options and affordable housing options for resident and non-resident workers, job skills sought by businesses, and the strengths and weaknesses for attracting and retaining businesses.

**General Economic Development Organizations and Programs:** A number of economic development organizations and programs have been established to assist in the establishment, retention, and expansion of businesses in the City of Mequon.

*Federal Programs and Administrators*

- US Department of Labor
- Fast Trac National Program
- H-1B Advanced Manufacturing Program
- Federal Brownfields Assessment Grants
- Federal Brownfields Site Cleanup Grants

*State Programs and Administrators*

- Wisconsin Community Development Block Grant (CDBG) Program
- CDBG-Economic Development Program
- Technology Zones
- Tax Increment Financing (TIF)
- Community Development Authorities (CDA)
- Brownfield Site Assessment Grants (SAG)
- Blight Elimination and Brownfield Redevelopment (BEBR) Grants
- Brownfield Green Space and Public Facilities Grants
- Petroleum Environmental Cleanup Fund Award (PECFA)

*Local Programs and Administrators*

- Ozaukee County Economic Development Corporation
- Business Retention Services
- Business Attraction and Marketing Programs
- Business and Business Financing Programs
- Programs Promoting Ozaukee county Through Regional Partnerships
- Workforce 2010
- Ozaukee County Development Foundation, Inc.
- Washington-Ozaukee-Waukesha (WOW) Workforce Development Board
- Regional Economic Partnership (REP)
- The Milwaukee 7
- Ozaukee County Revolving Loan Fund
- City of Mequon Revolving Load Fund
- City of Mequon Economic Development Board
- City of Mequon Town Center Economic Development Specialist

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter XIII

### INTERGOVERNMENTAL COOPERATION ELEMENT

#### INTRODUCTION

##### *Intergovernmental Cooperation Vision*

The City will continue to establish and promote good working relationships with other entities including Ozaukee County, the school district, library board, and other local governments at the regional, state and federal level. Cooperation allows the city to provide integrated, efficient and economical decisions regarding a variety of city services and planning efforts while still preserving the varied and unique community that exists today.

##### *State Requirements*

The intergovernmental cooperation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (g) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps for joint planning and decision making between the City of Mequon and other jurisdictions, including school districts and Ozaukee County, for the siting and building of public facilities, and for sharing public services. The *Statute* also requires this element to:

- Analyze the relationship of the City to school districts, other local governments, Ozaukee County, the Region, the State, and to other governmental units (such as library boards).
- Incorporate any plans or agreements to which the City is a party under Sections 66.0301, 66.0307, or 66.0309 of the *Statutes*.
- Identify existing or potential conflicts between the City and adjacent local governments, Ozaukee County or the regional planning commission, and to describe the processes to resolve such conflicts.

In addition, the following comprehensive planning goals related to the intergovernmental cooperation element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Encouragement of coordination and cooperation among nearby units of government.
- 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.
- 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 citizens and persons with disabilities.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Cooperation between neighboring and overlapping units of government is one of the goals of the Wisconsin comprehensive planning law and is an important aspect of this comprehensive plan, which is a result of City participation in the Ozaukee County multi-jurisdictional comprehensive planning process. The County multi-jurisdictional planning process was undertaken as a cooperative, multi-jurisdictional process that sought to

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<sup>1</sup> Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

involve all cities, villages, and towns in the County as partners. The planning process was also fully coordinated with SEWRPC, the regional planning commission serving Ozaukee County and its communities, and UW-Extension. School districts and representatives from State and Federal agencies were also involved in the planning process through membership on various work groups and advisory committees, or were provided with plan materials and invited to submit comments and/or attend committee meetings. In addition, the County sponsored a workshop on intergovernmental cooperation, with a featured speaker from the Wisconsin Department of Administration's Municipal Boundary Section, which focused on opportunities for boundary agreements and shared services. The County also co-sponsored an Implementation Workshop with Washington County to discuss the consistency requirements of the comprehensive planning law and extraterritorial authorities with local governments. The Workshop featured speakers from UW-Extension's Center for Land Use Education.

The City will consider participation in the Ozaukee County resolution process to provide a forum to address conflicts between the City and adjacent local governments or the County arising from implementation of adopted comprehensive plans. The dispute resolution process is modeled after a similar process developed by Washington County to resolve disputes relating to comprehensive plans. This process is described in this chapter.

Some of the benefits of Intergovernmental Cooperation are provided below:

- **Cost Savings**  
Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly. Examples include shared library services, police and fire protection, recycling of household hazardous waste, and shared government buildings.
- **Address Regional Issues**  
By communicating and coordinating actions, and working with County, regional, and State agencies, communities are able to address and resolve issues that are regional in nature. Examples include the protection of natural resources, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater and surface water resources; construction and maintenance of highways; provision of transit service; and planning and construction of facilities for stormwater management and water supply.
- **Early Identification of Issues**  
Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- **Reduced Litigation**  
Communities that cooperate may be able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save communities money, as well as the disappointment and frustration of unwanted outcomes.
- **Consistency**  
Cooperation can lead to consistent goals, objectives, policies, programs, and plans of neighboring communities and other jurisdictions.
- **Predictability**  
Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.

- **Understanding**  
As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs, priorities, unique character, and sense of identity. They can better anticipate problems and work to avoid them, while respecting each other's identity.
- **Trust**  
Cooperation can lead to positive experiences and results that build trust and good working relationships between jurisdictions, while maintaining identity.
- **History of Success**  
When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- **Service to Citizens**  
The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all residents can appreciate cooperation that improves their quality of life. Benefits such as cost savings, provision of needed services, and a strong economy may also result from such cooperation.

## **ANALYSIS OF INTERGOVERNMENTAL RELATIONSHIPS**

### **City of Mequon**

Services provided by the City are available to all residents of the City. The Utilities and Community Facilities Element (Chapter XI) provides a summary of the services and facilities provided by the City. The Transportation Element (Chapter X) provides information on highway, transit, and other transportation facilities and services provided in the City and Ozaukee County. This section briefly highlights a few of the City departments that have entered into service agreements with or provide services to neighboring communities, Ozaukee County, and other units and agencies of government.

#### ***Parks Department***

The Parks Department provides a number of services, including coordination of the Ozaukee County regarding County parks, trails, and golf courses.

#### ***Planning Department***

The Planning Department provides GIS mapping services and shares data with the County, WisDOT, WDNR, utility companies, other federal and state agencies such as the U.S. Census Bureau, Department of Commerce, Department of Administration as well as non-governmental entities. The Department also cooperates with SEWRPC, WisDOT, WDNR, State and Federal agencies, and local governments to prepare, implement, and periodically update regional plans, specific projects or policy analysis, and demographic data.

#### ***Building Inspections/City Health Sanitarian***

The city Health Sanitarian enforces regulations to protect public health at establishments such as restaurants.

#### ***Public Works and Engineering Department***

The City Public Works Department coordinates efforts with the Ozaukee County Highway Department and WisDOT related to construction, maintenance and plowing of highways. The Department works with SEWRPC to plan and program construction and improvement projects on the road system, and oversees engineering and construction of improvement projects. The Department also cooperates with SEWRPC, WisDOT, the Federal Highway Administration, and local governments to prepare, implement, and periodically update regional plans.

#### ***Police Department***

The Police Department coordinates with the County Sheriff's Department in providing emergency dispatch services through an intergovernmental agreement and is part of SMART.

### ***Cooperative Efforts***

The City participates in cooperative efforts with neighboring counties to provide increased services in several areas to County and City residents, including:

- ***Interurban Trail:*** Ozaukee County coordinated with Milwaukee and Sheboygan Counties for development and connection of the Interurban Trail, including use of a joint logo and marketing. The Counties are discussing joint operation and development of a joint website for the Trail.

### **School Districts**

The City is served by the Mequon-Thiensville School District. There are 5 public schools and 5 private schools that serve the City. There are also three institutions of higher learning in Ozaukee County; Milwaukee Area Technical College (MATC) Mequon Campus, Concordia University, and Wisconsin Lutheran Seminary. In addition, some students residing in the City of Mequon attend the City of Cedarburg School District.

The City can assist school districts, if requested, by providing information regarding proposed residential developments for use in facilities planning, and by offering comments on proposed school locations. City regulations that affect the location of schools include the Zoning Ordinance, Land Division Ordinance, and Building Code Ordinance. Schools and other district facilities also rely on local services such as sewer and water, police and fire protection, and streets and highways.

Recreational sites and facilities present an opportunity for shared use of facilities between the City, the school district, and Ozaukee County. The school district may rely on the use of City or County parks for athletic events (such as the use of City parks for baseball or softball); and play apparatus and playfields at schools may be available for City residents to use when school is not in session. It may also be advantageous to locate schools and parks next to each other when possible, to maximize opportunities for shared use of recreational areas and facilities. The Mequon-Thiensville School district is a consolidation of school districts that also operates a Mequon-Thiensville Recreation Department.

### **Libraries**

The Frank L. Weyenburg Public Library, which serves the City of Mequon and the Village of Thiensville and is part of the Eastern Shores Federated Library System, participates in an interlibrary loan and reference referral program that includes all libraries in the Eastern Shores Library System and all public school libraries located in Ozaukee County. The City allocates annual funding to the Frank L. Weyenburg Library and appoints members to the Joint Mequon-Thiensville Library Board, which serves as the oversight committee for the Frank L. Weyenburg Library.

### **Adjoining Local Governments**

The City of Milwaukee, Germantown, Brown Deer, Cedarburg, Villages of Bayside, River Hills and Towns of Cedarburg and Grafton are located adjacent to the City. Situations often develop between units of government that could be handled in a cooperative manner that would be beneficial to both parties such as utilities, road maintenance, emergencies services as well as zoning, land use and long-range planning related issues.

### **Regional Organizations**

#### ***SEWRPC***

The City and Ozaukee County are served by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Ozaukee County contracted with SEWRPC to assist the County, the City, and 13 other participating local governments to help prepare the City comprehensive plan and comprehensive plans for the County and the other participating local governments. SEWRPC also prepares a regional land use plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the federally-designated transportation planning and programming agency for the seven-county region. SEWRPC is also the regional water quality management agency for communities in the Region, and is involved in many other

aspects of land use planning and development. In addition to comprehensive planning and the County jurisdictional highway system plan, major SEWRPC planning projects affecting the City include the regional water supply plan, regional water quality management plan, regional natural areas and critical species habitat management plan, and the regional telecommunications plan. SEWRPC works closely with the City, Ozaukee County, and other local and county governments in the Region, as appropriate, when developing its plans. SEWRPC also prepares other community plans on request, such as park and open space plans.

### ***Milwaukee 7***

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties (same seven counties within the SEWRPC area). The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is key to fostering economic growth. Additional information about the Milwaukee 7 is provided in Chapter XII.

### ***Nonprofit Conservation Organizations***

Organizations, including the Ozaukee Washington Land Trust (OWLT), in which the City has a memorandum of understanding regarding the Mequon Nature Preserve, the Land Conservation Partnership of Ozaukee County, Ulao Creek Partnership, Riveredge Nature Center, Pheasants Forever, and Whitetails Unlimited, have worked in the area to prepare and implement plans for acquiring or otherwise preserving lands with important natural resources and farmlands and develop educational programs. Support for organizations and operations listed above are not only provided from the City but also from WDNR, US Fish and Wildlife, MMSD, Milwaukee County, WisDOT.

## **State of Wisconsin**

### ***Wisconsin Department of Transportation (WisDOT)***

WisDOT administers a variety of State and Federal programs to complete projects that enhance the transportation network within the area in partnership with the City, Ozaukee County, and SEWRPC. Grant programs include the Surface Transportation Program, Congestion Mitigation and Air Quality, Local Transportation Enhancements, and a number of other programs that collectively provide funding for streets and highways, transit, bicycle and pedestrian improvements, and funding for railroad improvements.

WisDOT also administers the General Transportation Aids program, which returns a portion of the money collected through fuel taxes and vehicle registration fees to the City to help offset local road construction and maintenance costs. WisDOT maintains the Wisconsin Information System for Local Roads (WISLR), which is an extensive map-based database, accessible to City officials and staff, of road conditions such as right-of-way and pavement width, shoulder width, number of driving and parking lanes, pavement condition, and other information.

### ***Wisconsin Department of Natural Resources (DNR)***

The Wisconsin Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the State and, in some cases, the laws of the Federal government that protect and enhance the natural resources of the State, including wetlands, shorelands, floodplains, woodlands, and water quality. The DNR is charged with coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors.

The DNR makes grants available to the City for park acquisition and development. The City will continue to apply for grant funds through the DNR to improve recreational opportunities, to purchase land for parks and preservation of important natural resources, and to develop parks. The City has an adopted park and open space plan which allows for the application for DNR grant funds.

The DNR also worked with the Federal Emergency Management Agency and Ozaukee County to update floodplain mapping within the City in 2007. In addition, the DNR identifies and monitors environmentally

contaminated sites and administers grant programs to clean up such sites, which are commonly referred to as “brownfields.” Contaminated sites and brownfield remediation grant programs are identified in Chapter XII.

### ***Department of Commerce***

The Wisconsin Department of Commerce administers regulations for private onsite waste disposal systems (POWTS) in the State of Wisconsin. The Ozaukee County Land and Water Resource Management Department works closely with the Department of Commerce to implement these regulations. The Land and Water Resource Management Department enforces POWTS regulations in all local governments in the County.

### **Other Governmental Units**

Other governmental units or “special purpose” units of government that the City works with include the utility companies, the public library board, Mequon-Thiensville Town Center Committee and the Mequon-Thiensville Bike and Pedestrian Way Committee.

## **EXAMPLES OF EXISTING SERVICE AND OTHER AGREEMENTS IN OZAUKEE COUNTY**

The Statutes require that this element incorporate any plans or agreements to which the County is a party under the following:

- **Section 66.0301 – Intergovernmental Cooperation:** This section of the *Statutes* authorizes cooperation between local, County, and State government agencies and/or special purpose units of government for the receipt or furnishing of services or for the joint exercise of powers or duties required or authorized by law. The agreement is a contract between the cooperating entities and specifies the responsibilities of each, and the time period for which the contract is in effect. This *Statute* may also be used for boundary agreements between communities. Boundaries are set in the agreement and the parties either commit to maintain them or to allow the city or village to grow to an ultimate boundary. The agreement may also contain provisions for revenue sharing. The City is a party to the following intergovernmental agreements:
  - Joint Extra-Territorial Zoning with the Town of Grafton and Cedarburg
  - Mequon-Thiensville Town Center Committee
  - Mequon-Thiensville Bike and Pedestrian Way Committee.
  - Mequon-Thiensville Frank L. Weyenburg Library
- **Section 66.0307 – Boundary Change Pursuant to Approved Cooperative Plan:** A cooperative plan may change boundaries between local governments. The cooperative plan must be approved by the DOA. The plan may establish ultimate city or village boundaries, zoning for the areas included in the agreement, and provide for revenue sharing. The major difference between a boundary agreement established under Section 66.0301 and one established under Section 66.0307 is that the latter supercedes the annexation Statute for attachment and/or detachment of property from one local government to another, provided the attachment or detachment is called for by the agreement. The City is not a party to any agreements established under Section 66.0307. There are no boundary agreements between local governments in effect under Section 66.0307 in the City.
- **Section 66.0309 – Creation, Organization, Powers, and Duties of Regional Planning Commissions:** This section of the *Statutes* authorizes the Governor to establish regional planning commissions in response to petitions from County and local governments. A regional planning commission is charged by the *Statutes* to prepare and adopt a master plan for development of the region. Ozaukee County is part of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), which serves the seven counties and 147 cities, towns, and villages in the southeastern corner of Wisconsin. The seven counties include Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. SEWRPC was established by then-Governor Gaylord Nelson in 1960 and is governed by a 21-member Commission. Chapter V includes a summary of recent plans conducted by SEWRPC that affect the City. SEWRPC also assisted Ozaukee County and the City in the preparation of this comprehensive plan.

## **Examples of Shared Services**

There are many existing service agreements between the City and Ozaukee County and between the City and other local governments. Several of the agreements are listed below. Agreements can take the form of intergovernmental agreements under the *Statutes*, memoranda of understanding between or among units of government, resolutions approved by governing bodies, or more informal written agreements.

### ***Shared Services and Equipment***

#### *Police/Fire Services*

- *The City is served by the Village of Thiensville Paramedic Department. The Thiensville Paramedic Department will respond to any call in City outside of their service zone upon the request of another EMS department.*
- *Fire Department and EMS service areas in the County are shown on Maps IV-19 and IV-20 in Chapter IV, Inventory of Existing Land Uses, Transportation Facilities and Services, and Utilities and Community Facilities. Fire Department and EMS service areas often include multiple local government units, with which service agreements are reached.*
- *The City cooperates with the Ozaukee County Emergency Management Department works in cooperation with local governments throughout the County to organize, plan, and assign available resources to mitigate, prepare for, respond to, and recover from the effects of all hazards.*
- *The City cooperates with the Ozaukee County Sheriff's Department operates the Ozaukee County Anti-Drug Task Force. This unit consists of deputy sheriffs and municipal law enforcement officers from throughout the County. The purpose of the unit is to investigate drug related crimes and educate residents about drug activity in the County.*
- *The City cooperates with the Ozaukee County Sheriff's Department participates in a countywide Special Response Team. This unit consists of deputy sheriffs and municipal law enforcement officers that receive special training and employ special weapons to increase their capability to respond to hostage and barricaded suspect situations throughout the County.*
- *The City is one of several law enforcement agencies that cooperate in the Suburban Mutual Aid Response Team (SMART). This is a mutually beneficial response plan that equitably utilizes the resources of each fulltime law enforcement agency in both counties if a member is experiencing a local emergency and requires additional resources.*

#### *Public Works*

- *The City buys salt from Ozaukee County purchases and stores 30,000 tons of salt annually for winter road maintenance use by all cities, villages, and towns in the County.*
- *Ozaukee County provides the City with quotes for special construction projects to all cities, villages, and towns in the County. Example projects include road paving, signage, and bridge maintenance.*

#### *Shared Equipment*

- *The City shares sewer equipment with the Village of Shorewood and Brown Deer.*

### ***Shared Utilities and Community Facilities***

- *The Ozaukee Interurban Trail is an excellent example of intergovernmental cooperation between Mequon, two other cities, three villages, three towns, and the County.*

- *Ozaukee County and communities located in the County participate in the Eastern Shores Library System.*
- *The City of Mequon, Village of Thiensville, and MATC have undertaken a cooperative effort to construct stormwater detention basins on the MATC Campus, located in the City of Mequon, to help reduce flooding problems in Mequon and Thiensville.*

### **Shared Technologies**

- *Ozaukee County undertakes parcel mapping for the City. The County provides periodic updates of the data in the format the communities require. This has freed up community staff time to devote to other priorities and makes community parcel information available in a format identical to other areas of the County.*
- *The importance of digital orthophotography in a variety of County applications continues to increase. SEWRPC coordinates Federal, State, regional, and county government partners to acquire this valuable imagery. Each partner is able to get the imagery they need at a fraction of the cost they would have paid doing the project alone.*
- *Ozaukee County provides the forms for the tax bills for local governments. Ozaukee County provides the tax bills, tax rolls, and computer tax receipting for interested local governments in the County.*
- *The Ozaukee County Land Information Department and SEWRPC have acquired a great deal of base data. Parcel mapping and orthophotography mapping are just a few of the examples of the data layers the County has been able to obtain. The resulting data is made available at little or no charge to other units of government, saving them the expense of acquiring the data themselves. This data is also available for public use through the Ozaukee County Interactive Map on the County website or by request.*
- *The Wisconsin Department of Natural Resources (DNR) initiated a “Map Modernization Program” in Ozaukee County in 2004 to update floodplain mapping throughout the County. The County provided funding through a strategic land information grant. As part of the program, additional detailed and “limited detailed” floodplain studies were conducted along priority streams and stream reaches. The DNR also adjusted approximate floodplain delineations countywide where no detailed studies were conducted to better reflect existing stream locations and topographic mapping. The new floodplain delineations were approved by the DNR and FEMA on June 4, 2007. Ozaukee County and each city and village in the County updated their zoning maps to reflect the new floodplain delineations.*
- *The Ozaukee County Sheriff’s Department operates a communications center that benefits all public safety agencies within the County through the reception of all wireless 911 calls.*
- *There is a shared emergency radio system between Ozaukee County and cities, villages, and towns with connectivity to the City of Milwaukee and the State Police. All fire and EMS departments and municipal public works departments benefit from the shared radio system.*
- *Ozaukee County hosts the website and e-mail services of cities, villages, and towns in the County upon the request of a local government.*

### **Joint Planning Efforts and Ordinance Administration**

#### *Cooperative Planning*

- *Ozaukee County, in partnership with 14 local governments, SEWRPC, and UW-Extension, formally agreed to work together in a single planning effort to develop a multi-jurisdictional comprehensive plan. This joint*

*planning process provided an opportunity for neighboring local governments to work through issues to provide for the future success, economic vitality, and quality of life in Ozaukee County.*

- *The City of Mequon has adopted an extraterritorial zoning ordinance that applies to approximately 1,528 acres in the Town of Grafton, adjacent to the northeast side of the City. The extraterritorial zoning regulations were approved by the joint City-Town zoning committee in October 2004.*
- *Ozaukee Economic Development (OED) seeks to improve and enhance the economic vitality of Ozaukee County and all its communities by serving as the central voice on economic development issues.*
- *Each city, village, and town located in Ozaukee County has been invited to participate in the Local Ozaukee Government Information Network (LOGIN). Local governments meet to:*
  - *Share information about local community programs and initiatives that have successfully addressed and resolved problems experienced by one or more local government in Ozaukee County*
  - *Identify areas where communities may wish to work together to achieve mutually desired goals and effect cost saving strategies*
  - *Learn about Ozaukee County, State, and Federal programs and how they may be accessed to further serve the citizens of each local government*
  - *Develop relationships among the various local governments in Ozaukee County that will serve to identify and prevent future problems.*
- *Ozaukee County works with the Ozaukee Interurban Trail Advisory Committee, We Energies, and nine local governments to develop the Ozaukee Interurban Trail. The Trail is a 30-mile paved trail connecting the communities of Mequon, Thiensville, Cedarburg, Grafton, Port Washington, and Belgium, which is mostly off road.*
- *The Ozaukee County Land Conservation Partnership adopted the LESA analysis of farmland that was prepared through the Ozaukee County multi-jurisdictional comprehensive planning process.*
- *The Milwaukee Area Technical College- Mequon Campus, the Ozaukee County Board, and UW-Extension co-sponsor the First Fridays Forums. This series of public affairs breakfast forums help to advance the Ozaukee County community by focusing on contemporary issues by bringing key people together to solve problems, share information, and build relationships. The Forums are held on the first Friday of every other month.*

#### *Ordinance Administration*

- *The County administers the County's Sanitation and Health ordinance, which includes review and approval of Private Onsite Wastewater Treatment Systems (POWTS) in cooperation with local and State government agencies to enforce local, County, and State health and water regulations. The jurisdiction of this ordinance includes all lands and waters within Ozaukee County.*

## **INTERGOVERNMENTAL CONFLICTS AND DISPUTE RESOLUTION**

### **Dispute Resolution Process<sup>2</sup>**

Section 66.1001 (2) (g) of the *Wisconsin Statutes* requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the City and other governmental units, including school districts, and describe processes to resolve such conflicts.

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<sup>2</sup> *This section is based on the dispute resolution process developed under the Washington County Multi-Jurisdictional Comprehensive Plan (See SEWRPC Community Assistance Planning Report No. 287).*

The City, Ozaukee County, and participating cities, villages, and towns have coordinated with each other through the Ozaukee County multi-jurisdictional comprehensive planning effort. The intergovernmental cooperation element is intended to avoid and minimize potential conflicts, but nevertheless, conflicts may occur between the City and other local governments and the County throughout the future. There are several techniques available for dispute resolution. Dispute resolution techniques can be broken into the following two categories:

- Alternative dispute resolution techniques such as negotiation and mediation.
- Judicial and quasi-judicial dispute resolution techniques such as litigation and arbitration.

In the event that a conflict does occur, the establishment and use of an alternative dispute resolution process is encouraged in an effort to avoid costly and lengthy litigation.

### **Intergovernmental Conflicts**

Section 59.69(3)(b) of the *Wisconsin Statutes* explicitly requires that a county development (comprehensive)<sup>3</sup> plan include, without change, the master (comprehensive) plan of a city or village adopted under Section 62.23(2) or (3), and the official map adopted by a city or village under Section 62.23(6) of the *Statutes*. Section 59.69(3)(e) of the *Statutes* further provides that a master plan or official map adopted under Section 62.23 “shall control” in unincorporated areas of a county; however, Section 59.69(3)(e) does not specifically require that city and village plans for their extraterritorial areas be included in the County comprehensive plan. There is no Statute requiring a county to incorporate town plans into the county comprehensive plan. In addition, the comprehensive planning law did not alter any existing town, village, city, or county authorities or responsibilities with regard to planning, zoning, plat approval, extraterritorial authorities, annexations, or any of the other statutes and regulations that affect land use in Wisconsin. There has been no apparent attempt by the proponents of the comprehensive planning law or any State officials or agencies to address the many ambiguities between the comprehensive planning law and pre-existing Statutes.

Maps XIII-1 depicts the land use plan map approved by the County as part of the County multi-jurisdictional comprehensive plan. The County land use plan map has a design year of 2035, as do other local land use plan maps in the County with the exception of the City of Cedarburg, which used a design year of 2025. Local land use plan categories were generalized into County land use plan categories for inclusion in the County planned land use map. The generalized planned land use categories are consistent with each of the land use categories identified in local government land use plan maps. Table XIII-1 lists each plan category shown on the City land use plan map, and the corresponding category on the County plan map. Maps for each community in Ozaukee County were prepared as part of the multi-jurisdictional planning process, and are included in the County comprehensive plan.

Map XIII-2 graphically summarizes conflicts between the City plan and adjacent City plans.<sup>4</sup> In cases where a conflict exists between a city or village plan and a town plan, there is also a conflict between the city or village plan and the County plan, because the County planned land use map includes town recommendations for areas outside city and village limits.

Conflicts are categorized as follows on Map XIII-2:

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<sup>3</sup> Section 66.1001(1)(a) of the *Statutes* defines a comprehensive plan as a county development plan prepared or amended under Section 59.69(2) or (3); a city or village master plan adopted or amended under Section 62.23(2) or (3); a town master plan adopted under Section 62.23(2), where the town exercises village powers under Section 60.22(3); and a master plan adopted by a regional planning commission under Section 66.0309(8), (9), or (10).

<sup>4</sup> Map XIII-16 in the County comprehensive plan summarizes conflicts resulting from local comprehensive plans for the entire County.

- The City and adjacent land use plan map both show residential uses, but at different densities with the Town of Grafton:<sup>5</sup>

The dispute resolution process recommended as part of this comprehensive planning process can be used to resolve conflicts between the comprehensive plans adopted by the City and adjacent local governments or Ozaukee County, if conflicts cannot be resolved using more informal means. Boundary agreements offer another means of resolving conflicts, particularly when disputes are based on conflicting recommendations for future land uses or residential densities within a city or village’s extraterritorial area and/or sewer service area. In addition to establishing future city and village boundaries, such agreements can also establish future land uses and provide for the extension of city or village sewer and water services to portions of the town.

**INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

This section sets forth intergovernmental cooperation goals and objectives through the comprehensive plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve goals and objectives; and programs, which are projects or services that will implement the policies, are also identified. Goals and objectives were developed using the general planning issue statements and goals and objectives related to intergovernmental cooperation identified in Chapter VI. Sources of public input outlined in the City and County Public Participation Plans and existing City plans and programs, other local government existing plans and programs, and County existing plans and programs were also reviewed to identify intergovernmental cooperation issues to be addressed by the goals, objectives, policies, and programs set forth in this section.

**Intergovernmental Cooperation Issues**

*Shared Services and Facilities*

An increase in shared services and facilities has been identified as an important issue for communities and Ozaukee County by committees, boards, and local governments participating in the multi-jurisdictional comprehensive planning process. The sharing of services and facilities is often a way to increase the efficiency of providing services at a lower cost to the community. The coordinating of government services was also seen as an opportunity during the County SWOT analysis. The City, as well as the County and each local government within the County, should identify possible shared service and facility opportunities in the intergovernmental cooperation element and analyze, make recommendations and implement when appropriate through the comprehensive plan design year of 2035.

*Cooperative Planning and Ordinance Administration Issue*

Cooperative planning and ordinance administration between the City, County, and other local governments has also been identified as an important issue by comprehensive planning committees and local governments participating in the multi-jurisdictional planning process. In addition, coordinating government planning was identified as an opportunity for the future during the SWOT analysis. The County multi-jurisdictional comprehensive plan was identified as a catalyst for cooperative planning and includes policy and program areas that facilitate future cooperative planning. The City comprehensive plan recognizes the planning opportunities provided by the County comprehensive plan. The City should work with the County and adjacent communities to analyze, make recommendation and implement where appropriate cooperative planning programs recommended in the intergovernmental cooperation element.

*School District Cooperation Issue*

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<sup>5</sup> *The regional land use plan recommends that urban development at a density that can be economically provided with sanitary sewer services occur within identified urban service areas. Areas outside the urban service areas are recommended to remain in agricultural use. Residential development that takes place outside the urban service areas is recommended to maintain a density of no more than one home per five acres, preferably using a conservation subdivision design. Primary environmental corridors, wetlands, and floodplains are recommended to be preserved in both rural and urban areas.*

Section 66.1001 of the *Wisconsin Statutes* requires the City to analyze its relationship with the local school district. Through each phase of public input gathered as part of the multi-jurisdiction comprehensive planning process, including the countywide public opinion survey and the SWOT analysis, education has been seen as an asset and an important priority for the future quality of life of City and County residents. The City comprehensive plan identifies policies and programs to assist the local school district with future planning, which will enable them to provide a high level of education in an efficient and cost effective manner.

## **Intergovernmental Cooperation Goals, Objectives, Policies, and Programs**

### ***General Intergovernmental Cooperation Issue***

- **Goal:** Encourage intergovernmental cooperation.
  - **Objective:** Participate in continuing dialog about comprehensive planning, land use regulation issues, and boundary issues with the County and other local governments in Ozaukee County.
  - **Objective:** Analyze, establish criteria for determining appropriateness and then encourage, where appropriate, shared services between the City, Ozaukee County, and other local governments in Ozaukee County.
  - **Objective:** Encourage and participate in 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 persons with disabilities.
  - **Objective:** Pursue intergovernmental cooperation between the City, Ozaukee County, other local governments, and other agencies as opportunities arise.

### ***Shared Services and Facilities Issue***

- **Goal:** Analyze and encourage where appropriate shared services and facilities between the City and other units and levels of government.
  - **Objective:** Cooperate with other units and agencies of government, where appropriate, to provide cost-effective government services.
    - **Policy:** Support the development of water control facilities, including stormwater management systems, to meet the stormwater runoff control needs of the City.
      - **Program:** Cooperate with Ozaukee County and other local governments on County stormwater management planning and education initiatives recommended in the County comprehensive plan.
      - **Program:** Study possible cooperative programs with local governments to develop joint agreements to provide shared stormwater management facilities.
    - **Policy:** Cooperate with SEWRPC, the County, and other local governments to analyze and consider the recommendations of the regional water supply plan.
      - **Program:** Work with SEWRPC, Ozaukee County, and other local governments to implement recommendations from the regional water supply plan, as appropriate, to study the development of alternative water sources.
    - **Policy:** Support County efforts regarding a variety of programs, grants, studies and partnerships.
    - **Policy:** Continue to participate in cooperative police protection and emergency management service efforts.
    - **Policy:** Consider participation in additional cooperative police protection and emergency management service efforts.
      - **Program:** Continue to participate in the Suburban Mutual Aid Response Team (SMART).
    - **Policy:** Consider participation in additional cooperative public works efforts.
    - **Policy:** Continue to participate in shared technical services with the County and other local governments as appropriate.
    - **Policy:** Consider participation in additional cooperative technical services programs.
      - **Program:** Continue to provide City parcel data to Ozaukee County for use in technical applications such as the County GIS system.
      - **Program:** Continue to work with Ozaukee County to maintain the City website to provide information to the public and other units and agencies of government.

- **Program:** Continue to work with Ozaukee County to maintain City e-mail services.
- **Program:** Consider contracting with Ozaukee County for emergency dispatch services through an intergovernmental agreement.
- **Program:** Continue to participate in the emergency radio system operated by Ozaukee County between the County and each city, village, and town in the County with connectivity to the City of Milwaukee and the State Police.
- **Program:** Continue to participate in County programs that provide technical services such as assistance with tax bills and the County’s purchasing program.
- **Objective:** Work with other units and agencies of government and private entities, including non-profit agencies, where appropriate, to construct and/or operate community facilities in a cost-effective and efficient manner through joint service agreements.
- **Objective:** Encourage intergovernmental cooperation when selecting sites for locating public facilities such as police and fire stations and libraries, and quasi-public facilities such as hospitals, clinics, and skilled nursing, assisted living facilities, and independent living centers for the elderly and persons with disabilities.
  - **Policy:** Cooperate with other local governments, special units of government including school and library boards, private service providers, and Ozaukee County, if requested, to help determine suitable locations for public and quasi-public facilities, such as parks, schools, libraries, and healthcare facilities.
  - **Program:** Work with Ozaukee County and private service providers, on request, to explain the type of permits required from the City before selecting and buying a building site.

*Cooperative Planning and Ordinance Administration Issue*

- **Goal:** Reduce land use planning, ordinance administration, and other boundary issue conflicts between the City and other communities in Ozaukee County.
- **Goal:** Promote a better understanding among all levels of government regarding the roles and responsibilities of each.
  - **Objective:** Continue cooperative planning efforts with other local governments, the County, and SEWRPC.
  - **Objective:** Consider participation in additional cooperative planning efforts with other local governments, the County, and SEWRPC.
    - **Policy:** Participate in continuing dialog about land use planning and regulation issues and boundary issues with local governments in the County.
    - **Policy:** Participate in continuing dialog about land use planning and regulation issues and boundary issues with the County.
      - **Program:** Participate in informal ad-hoc committees facilitated by Ozaukee County that would meet periodically with adjacent communities to discuss development projects and issues, such as shared services, boundary agreements, and/or development standards and patterns.
      - **Program:** Consider the use of the Ozaukee County Facilitated Negotiation Dispute Resolution Forum to resolve multi-jurisdictional conflicts regarding the adopted comprehensive plans of Ozaukee County and local governments in the County.
      - **Program:** Participate in the County sponsored annual countywide workshop on opportunities for and examples of shared services.
      - **Program:** Continue to participate in ongoing cooperative planning efforts with all participating local governments, the County, and SEWRPC started under the multi-jurisdictional comprehensive planning process, including utilizing data and mapping provided by Ozaukee County.
      - **Program:** Participate with other local governments and the County in discussions regarding current governing issues through LOGIN.
      - **Program:** Work with Ozaukee Economic Development (OED), other local governments in the County, and the Milwaukee 7 to coordinate attraction and expansion of businesses to the most

advantageous areas of the County for businesses and residents of the City, County and the Region.

- **Policy:** Encourage comprehensive water resource management of surface water, groundwater, and water dependent natural resources.
  - **Program:** Support and participate, as appropriate, in Ozaukee County's work with SEWRPC, NGOs, UWM, and the DNR to establish a cooperative process to develop a framework for coordinated planning of land use, sewage treatment and disposal, stormwater management, and water supply facilities and services.
- **Policy:** Support Ozaukee County's work with the DNR, NGOs, and local governments to protect important natural resources.
  - **Program:** Support and participate, as appropriate, in Ozaukee County's on-going cooperative planning and land acquisition efforts.
- **Policy:** Continue to work with SEWRPC and Ozaukee County on regional plans and issues affecting the City.
  - **Program:** Continue working with Ozaukee County, SEWRPC, and WisDOT on transportation planning and programming efforts.
  - **Program:** Continue working with SEWRPC and Ozaukee County to update the County jurisdictional highway plan and the County transit development plan.
  - **Program:** Continue working with SEWRPC and Ozaukee County as appropriate to prepare new and updated elements of the regional plan, such as the regional water quality, water supply, natural areas, and telecommunications plans.
- **Objective:** Reach out to the public, Ozaukee County, and other local governments to provide information on land use-related ordinances.
  - **Policy:** Continue to provide information on land use-related ordinances to the public and Ozaukee County.
    - **Program:** Participate in the County sponsored annual countywide intergovernmental cooperation workshop.
    - **Program:** Continue to use the City website as a tool to disseminate information regarding City ordinances to developers and the general public.
    - **Program:** Work with Ozaukee County and SEWRPC, as appropriate, to use model ordinances develop by the County as recommended in other element chapters of this plan.
    - **Program:** Provide updates to Ozaukee County when land use boundaries are changed or other significant amendments are made to the City comprehensive plan land use plan map.
    - **Program:** Provide Ozaukee County and SEWRPC with current copies of the City zoning, land division, and official mapping ordinances.
    - **Program:** Continue to disseminate information provided by Ozaukee County on the general requirements of the County sanitary and health ordinance and animal manure storage ordinance to the public.
    - **Program:** Continue to develop local farmland protection tools, such as transfer of development rights (TDR), purchase of development rights (PDR), and exclusive agricultural zoning.

#### ***School District Cooperation Issue***

- **Goal:** Coordinate with school districts as they plan and locate school facilities, as appropriate.
  - **Objective:** Provide land use-related data and residential development data to help school districts plan for the future.
    - **Policy:** Encourage school districts to consult with City staff when initiating facilities planning or when planning locations of new schools or recreational facilities.
      - **Program:** Work with school district officials, on request, to explain the type of permits required from the City before selecting and buying a site.
      - **Program:** Provide access to mapping, such as the City planned land use map for 2035 (Map VIII-7), to assist school districts in facilities siting and planning.

# A 2035 COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter XIV

### IMPLEMENTATION ELEMENT

#### INTRODUCTION

The implementation element is the last of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (h) of the *Statutes* requires this element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the preceding eight elements. The *Statute* also requires this element to:

- Identify proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps.
- Describe how each of the other eight elements of the comprehensive plan will be integrated and made consistent with other elements of the plan.
- Include a mechanism to measure the City of Mequon’s progress towards achieving the recommendations of the plan.
- Include a process for amending and updating the plan. The *Statutes* require that a comprehensive plan be updated no less than once every 10 years.

Section 66.1001 (4) of the *Statutes* sets forth the required procedure for adoption or amendment of a comprehensive plan, which includes:

- Adoption of a written public participation plan designed to foster public participation in the development of a comprehensive plan or a plan amendment.
- Approval of a recommended plan by a resolution approved by a majority of the full membership of the plan commission.
- Distribution of the draft plan for review and comment to:<sup>1</sup>
  - Every governmental body located in whole or in part within the City;
  - The clerk of each adjacent local government and the Ozaukee County Clerk;
  - The Wisconsin Department of Administration;
  - SEWRPC;
  - The public library serving the City.

The parties listed above must also be provided with a copy of the adopted comprehensive plan and a copy of the adopting ordinance.

- Adoption of the plan by an ordinance adopted by a majority of the full membership of the Common Council. Adoption of the plan by the Common Council must be preceded by at least one public hearing. A Class 1 notice of the hearing must be published at least 30 days before the hearing. Written notice must also be provided to persons who have applied for or been issued a permit for a nonmetallic mining reclamation plan, registered a nonmetallic mining site under Chapter NR 135 of the *Wisconsin Administrative Code*, or to owners or leaseholders of lands with nonmetallic resources who have requested notice of the hearing in writing. Other property owners who submitted a written request to the City must also be notified of the hearing.

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<sup>1</sup>The Wisconsin of Administration has stated that both draft and adopted plan reports may be distributed in digital format, provided a paper copy of the report is available for review at the public library serving the community and at the City Hall.

## **PART 1: PLAN REVIEW AND ADOPTION**

For any planning process, it is good practice to hold public informational meetings and hearings on recommended plans before their adoption. Such actions provide an additional opportunity to acquaint residents and landowners with the recommended plan and to solicit public reactions to the plan recommendations. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public hearing was held before the Common Council on April 14, 2009. The City provided public notice of the hearing in accordance with the requirements of the comprehensive planning law, and distributed the draft plan report to all of the parties specified in the law. A copy of the public notice is included in the Appendix.

An important step in plan implementation is the formal adoption of the recommended plan by the Common Council. Upon such adoption, the plan becomes the official guide to be used by City officials and staff in making development or redevelopment decisions. The plan should serve as the basis on which all development proposals, such as rezoning requests, subdivision plats, and certified survey maps, are reviewed. Only those zoning actions or land divisions that are consistent with the plan should be approved. The Common Council adopted this comprehensive plan on April 14, 2009. A copy of the adopting ordinance is included in the Appendix.

## **PART 2: PLAN AMENDMENT PROCEDURE**

Changes to long-range planning documents are inevitable. Although the Land Use Plan Map (Map VIII-8) is often the focal point of comprehensive plans, plan amendments may include changes to the text or any of the maps included in this report. Text amendments may include:

- Changing, adding, or modifying a goal, objective, policy, or program in any of the element chapters in response to changing conditions or new information.
- Adding or changing the land use plan categories in the Land Use Element to provide for a category of development that is not incorporated into the current set of categories.
- Updating inventory information.

In addition to text amendments, the land use plan map may be amended to change the designation, and therefore the allowable uses, on a parcel or parcels of land. Other maps in the plan may be amended or updated to reflect updated information, such as updated floodplain mapping or inventories of natural resources or community facilities.

### **Rationale and Justification for Plan Amendment**

Adjustments to this plan should be made as required by changing conditions. Consequently, one of the important tasks of plan implementation is a periodic reevaluation to ensure the plan continues to properly reflect current conditions. It is recommended that a general plan reevaluation take place because the City will continue to evolve and change over the comprehensive plan design period. Periodic monitoring and updating of the plan will be an integral part of the plan because the City is a dynamic rather than static community.

A more comprehensive review of the plan is recommended every ten years. It is recommended that comprehensive review utilize, to the extent practicable, an up-to-date data base. The State comprehensive planning law requires the City update the comprehensive plan at least once every 10 years.

Factors contributing to the possible need to amend this plan are due to the long-range nature of this type of document. These factors are set forth in this chapter to provide the necessary guidance in conducting a plan amendment. The important aspect of plan amendment, however, is that it should not be taken lightly. A plan amendment should be undertaken after careful study and by reason of one of the following factors:

**Projections and Forecasts:** Plans are based on projections or forecasts because plans deal with future situations. If projections or forecasts are in error, or require modification due to the emergence of new data, then this plan

may need to be adjusted. The plan should be monitored based on the preparation of new projections or forecasts. Comparisons should then be made between what was projected or forecast and what is actually happening. If warranted and deemed necessary by the Common Council upon recommendation of the Planning Commission, this plan should be amended to accommodate the new projections or forecasts.

**Assumptions:** A number of assumptions have been made upon which this plan and its various elements are based. Assumptions may have to do with demographics, capital investment, or national policy. For example, during the late 1960s and early 1970s a dramatic shift in birth rates occurred. Any plans based on the assumption that the birth rate of the 1950s would continue were dramatically affected by the change in birth rates which actually occurred.

As stated earlier, the plan should be reviewed on an annual basis, which will afford an opportunity to reexamine the accuracy of any assumptions upon which this plan was based.

**Data Error:** An error in planning data differs from an assumption in that the faulty information is quantifiable. A new arterial street may be under construction and designed to meet certain specifications. A construction error, new Federal standards, or other factors may result in the street not being placed or functioning as planned. This, too, requires a plan reassessment and, perhaps, a plan amendment.

**New Issues:** Issues may evolve that were not critical or foreseen when this plan was initially developed. For example, community character is an issue that tends to stay in the background until it is almost too late to save it. New issues may require modification of plan goals, objectives, policies, or programs --or the creation of new plan goals, objectives, policies, or programs --to effectively deal with new issues. New factors affecting current issues can also present situations where this plan may have to be amended.

**Comprehensiveness:** The various elements of this plan are designed to guide future City actions and specific growth decisions. This plan recognizes, however, that some elements may benefit from more detailed study and analysis. For major issues that require greater analysis than offered by this plan, a plan amendment may be justified. The amendment may be authorized by the Planning Commission at any time.

**Data Updates/Emergence of New Data:** The maps, tables, and statistics upon which this plan is based are factual in nature but may change through time (for example, when new decennial Census data is released). Thus, a general annual review of this plan is necessary and, where deemed appropriate by the Common Council with recommendation(s) from the Planning Commission, amendments to this plan should be made to keep data current.

### **Plan Amendment Process**

It is critical to have and to follow guidelines when determining if an amendment to the plan is appropriate. All projections and assumptions should be reviewed in detail at meetings where City officials and citizens are provided information on new factors which might affect this plan. Officials and citizens should be asked to submit any additional concerns of their own. This plan should be revised in a manner similar to its original development, with citizen participation prior to any change. The comprehensive planning law requires that any plan amendment follow the same procedure as that followed for the adoption of this plan, including adoption of a public participation plan, a public hearing, approval of the plan amendment by a resolution of the Planning Commission, adoption of the amendment by an ordinance of the Common Council, and distribution of the plan amendment to the parties listed in Section 66.1001 (4) of the Statutes, including the Ozaukee County Planning and Parks Department.

### **Amendments to the City of Mequon Land Use Plan Map**

The Common Council, upon recommendation of the Planning Commission, may consider (but is not obligated to approve) amendments to the Land Use Plan map (Map VIII-8 in Chapter VIII). The Planning Commission and the Common Council in their review and consideration of proposed Land Use Plan amendments should examine the following questions and issues (in addition to the six factors: projections, assumptions, data error, new issues, comprehensiveness, and data updates/emergence of new data) for approving a land use plan amendment:

- Is the proposed amendment consistent with the vision, goals, objectives, policies, and programs of this plan?
- Is there a Public Interest versus a single property owner's interest?

- Is the proposed amendment compatible with surrounding land uses, surrounding zoning and existing uses?
- Are existing City facilities and services adequate to serve the type of development associated with the amendment?
- If applicable, will the proposed amendment enhance economic development within the City?
- Has there been a change in character or trend in development in area of proposal?

### **PART 3: RECOMMENDED PROGRAMS**

As previously noted, the comprehensive planning law requires the Implementation Element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the other required plan elements. The City of Mequon Planning Commission reviewed the programs developed in the previous seven elements<sup>2</sup> and developed a priority ranking for their implementation. Recommended priorities for implementing programs are presented in Table XIV-1.

### **PART 4: CONSISTENCY BETWEEN THE CITY OF MEQUON COMPREHENSIVE PLAN AND THE CITY OF MEQUON ORDINANCES**

Section 66.1001 (3) of the *Statutes* requires that the following ordinances be consistent with a unit of government’s comprehensive plan by January 1, 2010:

- Official mapping established or amended under Section 62.23 (6) of the *Statutes*.
- County or local subdivision regulations under Section 236.45 or 236.46 of the *Statutes*.
- County zoning ordinances enacted or amended under Section 59.69 of the *Statutes*.
- City or village zoning ordinances enacted or amended under Section 62.23 (7) of the *Statutes*.
- Town zoning ordinances enacted or amended under Section 60.61 or 60.62 of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), or 62.231 (for cities) of the *Statutes*.

Beginning on January 1, 2010, local governments will need to use their comprehensive plan as a guide to be sure that implementation of local zoning, subdivision, and official mapping ordinances do not conflict with the recommendations of the comprehensive plan. If a conflict is found or would result from a proposed action, the local government has the option of amending its comprehensive plan; however, plan amendments should follow the guidelines presented in this chapter and not be made arbitrarily.

The *Statutes* do not provide any guidance about how to determine if land use ordinance decisions are consistent with a comprehensive plan. Specific guidance on how to apply the Statutory requirement for consistency will, unfortunately, likely be provided over time through court decisions in lawsuits challenging the implementation of comprehensive plans by County and local units of government after the consistency requirement takes effect in 2010.

Although there have not been any Wisconsin court decisions regarding the interpretation of the consistency provision in the comprehensive planning law, in the case *Lake City Corp. v. City of Mequon*, 207 Wis. 2d 155, 558 N.W.2d 100 (1997), the Wisconsin Supreme Court needed to interpret what was meant by “consistent with” as used in Section 236.13(1)(c) of the *Wisconsin Statutes* (the Statute governing land divisions). According to the Wisconsin Supreme Court, “[t]he word ‘consistent,’ according to common and approved usage, means ‘in agreement; compatible.’ The American Heritage Dictionary 402 (3d ed. 1992). In other words, ‘consistent’ means ‘not contradictory.’”

#### **Zoning Ordinance and Zoning Map Amendments**

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<sup>2</sup>The *Issues and Opportunities Element (Chapter VI)* does not include any recommended programs, but rather sets forth general goals and objectives for the City.

It is the City's intent that the Zoning Ordinance be one of the primary implementing tools of this plan. As such, it should substantially reflect and promote the achievement of plan goals, objectives, policies, and programs. A zoning ordinance is a legal means for both guiding and controlling development within the City, so that an orderly and desirable pattern of land use can be achieved which conforms to the plan and balances individual property rights with community interests and goals. The Zoning Ordinance contains provisions for regulating the use of property, the size of lots, the intensity of development, site planning, the provision of open space, and the protection of natural resources.

The following programs will likely require amendments to the Zoning Ordinance text or maps by January 1, 2010. City officials and staff should carefully review existing ordinance language and draft appropriate ordinance amendments where necessary:

- Resolve the map inconsistencies between the Zoning Map and Land Use Plan Map

To streamline this process there are certain guidelines the City has followed to avoid controversy and substantial negative impact for individual property owners, the City will continue to use the following approach to update its zoning map:

- The recommendation should not negate a recent rezoning action taken by the City Common Council.
- The recommendation should not create a non-conforming use for existing operations unless other zoning provisions accommodate the operations and allow it continuance, such as the ability to be approved as a change or expansion of non-conforming uses, a conditional use or automatically deemed as a conditional use (dependent on year the existing use was established).
- The recommendation for vacant parcels should be based on Land Use Plan Map 2035.

Following adoption of this plan by the Common Council, the Planning Commission should initiate appropriate amendments to the zoning map to bring the map into conformance with the concepts and proposals included in this plan, particularly the land use plan map (Map VIII-8 in Chapter VIII).

The City of Mequon notes the following regarding the compatibility of the official Zoning map, text and the official Land Use Plan Map 2035:

- Areas that are currently in agricultural use and designated as rural on the land use plan map will be zoned with an agricultural overlay district.
- Primary environmental corridors and other natural resource areas or infrastructure features shown on the other official city maps are deemed to work in concert with the official Land Use Plan Map and will be utilized during the decision making process for development.
- Existing residentially zoned properties that have a current lot size less than the residential lot size designated on the land use plan map are deemed to be conforming to the Land Use Plan Map. Modifying the zoning to match the designated Land Use Plan Map lot size would otherwise create a non-conforming lot, which is not considered desirable by the City.
- The mix of zoning classifications designated for properties within areas designated as Neighborhood Commercial nodes on the Land Use Plan Map are considered compatible due to the fact that low impact, low intensity commercial uses are serving the needs for the surrounding residential neighborhoods.
- Because the city's residential zoning districts allow for some institutional type uses, such as schools, government offices and facilities and day cares, these uses under the residential zoning are deemed to be compatible with the Land Use Plan Map designation of Residential or Institutional.

The following programs will likely require amendments to the Zoning Ordinance text or maps by 2035 and are listed as a policy, goal, objective or program in the element chapters:

- Complete the update of the City floodplain zoning regulations and maps to incorporate updated DNR and FEMA regulations and mapping.

- Revise the zoning code to codify the City’s current conservation-based residential development and continue to encourage this form of design.
- Revise the zoning code to address landscaping, lighting and land stewardship action steps required for residential subdivisions.
- Study neighborhood nodes to evaluate issues and opportunities to formulate appropriate zoning classifications and other programs.
- Study the Port Washington Road corridor to evaluate issues and opportunities to formulate appropriate zoning classifications and other programs.
- Study the feasibility of redeveloping contaminated sites and promote redevelopment through appropriate zoning classification and other programs, where determined feasible.

The City of Mequon Zoning Code is a legal means to regulate the division of land into smaller parcels. It provides for City oversight of the creation of new parcels and helps to ensure that new development is appropriately located; lot size requirements specified in the Zoning Ordinance are observed; street rights-of-way are appropriately dedicated or reserved; access to arterial streets and highways is limited in order to preserve traffic-carrying capacity and safety; adequate land for parks, drainageways, and other open spaces is appropriately located and preserved; street, block, and lot layouts are appropriate; and adequate public improvements are provided.

**PART 5: CONSISTENCY AMONG PLAN ELEMENTS**

The comprehensive planning law requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan.” All elements of this comprehensive plan were prepared simultaneously by the same staff with great care given to ensure internal consistency among the various elements. All element chapters were reviewed by the City Planning Commission. There are no known inconsistencies among plan elements.

**PART 6: PROGRESS IN IMPLEMENTING THE PLAN**

**Annual Report on Plan Implementation**

The City of Mequon will undertake a general plan reevaluation every ten years, as described in Part 2 of this Element. The reevaluation should include a report on plan implementation and progress in implementing the plan during the previous years. The report should summarize how the comprehensive plan was used to direct policy decisions made by City officials and staff and whether circumstances have changed that have necessitated amendments to the comprehensive plan. The report should also include a list of all plan amendments approved by the Common Council during the previous years.

**Comprehensive Update of the Plan and Maintenance of Inventory Data**

The City of Mequon should conduct a formal review of the plan at least once every ten years, as recommended under Part 2 of this Element.<sup>3</sup> Based on this review, changes or updates should be made to sections of the plan that are found to be out of date and goals, objectives, policies, or programs that are not serving their intended purpose. Any changes or updates should follow the formal process for plan amendments. The City should also work with the Ozaukee County Planning and Parks Department to maintain and update applicable inventory data compiled as part of the multi-jurisdictional comprehensive planning process.

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<sup>3</sup> *The City is required to update the comprehensive plan at least once every ten years by the State comprehensive planning law.*

# A COMPREHENSIVE PLAN FOR THE CITY OF MEQUON

## Chapter XV

### SUMMARY

#### INTRODUCTION

In 1999, the Wisconsin Legislature enacted a comprehensive planning law, set forth in Section 66.1001 of the *Wisconsin Statutes*. The 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 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 law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by the City of Mequon must be consistent with the comprehensive plan adopted by the Common Council.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Ozaukee County; 14 local government partners, including the City; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). A comprehensive plan that satisfies the planning requirements and is in compliance with Section 66.1001 of the *Statutes* has been developed for the City as a result of the multi-jurisdictional process. The plan is documented in this report.

#### PUBLIC PARTICIPATION

A public participation plan was developed for the City to ensure opportunities for public involvement in the planning process. Section 66.1001(4) of the *Statutes* requires that the Common Council 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. A public informational meeting and a visioning workshop for the City, as well as a countywide public opinion survey and the City’s 2010 Visioning Report, were conducted and utilized as part of the public participation plan.

The multi-jurisdictional comprehensive planning Public Participation Planning Workgroup, with assistance from County, UW-Extension, and SEWRPC staff, developed a public participation plan for the County multi-jurisdictional plan. The City Planning Commission then developed a companion public participation plan for the City. The City public participation plan was adopted by resolution of the Common Council on December 19, 2005.

#### VISION STATEMENT 2035

##### Visioning Process

The City Planning Commission developed a vision statement for the City Comprehensive Plan Issues and Opportunities Element. The Planning Commission examined public comments generated during the comprehensive planning process along with the City’s existing planning and zoning documents to develop a vision statement for the comprehensive plan.

## **Vision Statement**

“Mequon is a city rich in rural heritage and natural beauty. It offers a government that advocates for its community members, promotes civic participation and enjoys a healthy economic base. In Mequon, our community protects the natural environment and values the high quality neighborhoods, safe community, public gathering spaces and strong educational and medical facilities, all of which create a high quality of life.”

## **INVENTORY INFORMATION AND PLAN ELEMENTS**

The Introduction; 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 of the City comprehensive plan are included in the City plan as Chapters I, II, III, IV, and V, respectively.

The element chapters of the City comprehensive plan include inventory information and recommendations, identifying future needs and containing a compilation of goals, objectives, policies, and programs for each of the nine required elements of a comprehensive plan. The element chapters include:

- Issues and Opportunities Element – Chapter VI
- Agricultural, Natural, and Cultural Resources Element – Chapter VII
- Land Use Element – Chapter VIII
- Housing Element – Chapter IX
- Transportation Element – Chapter X
- Utilities and Community Facilities Element – Chapter XI
- Economic Development Element – Chapter XII
- Intergovernmental Cooperation Element – Chapter XIII
- Implementation Element – Chapter XIV

## **CITY OF MEQUON LAND USE PLAN**

This City of Mequon Comprehensive Plan is intended to serve the City to the year 2035. The City Land Use Plan Map is shown on Map VIII-8 in Chapter VIII (Land Use Element). Use of the land use plan map, when implementing the City plan, is described in the Implementation Element (Chapter XIV).

The following represents the Land Use Plan map primary land uses:

### ***Residential 5 acre minimum:***

A rural residential area intended for large lot single family detached residential development not served by public water or sewerage facilities and areas intended to maintain, enhance and preserve prime agricultural lands.

### ***Residential 1.5 – 5 acre minimum:***

A transitional residential area between the urban and rural environment intended for large lot single-family detached residential development where public water and sewerage facilities may be reasonably available.

### ***Residential 1 – 1.5 acre minimum:***

An urban residential area intended for medium and large lot single family detached residential development where public water and sewerage facilities are likely available and are efficiently utilized.

### ***Residential Plex:***

A residential area intended for medium density single-family attached residential development served by public water and sewerage facilities.

***Residential Multi-family:***

A residential area intended for low density multiple family residential development served by public water and sewerage facilities.

***Critical Environmental:***

An environmentally sensitive area intended to be used to protect people and property from damage, maintain storm and floodwater storage, prevent and control water pollution and erosion, protect wildlife, preserve shorelands and protect ponds, wetlands, woodlands, poor soils, steep slopes and drainageways

***Park:***

An area intended to provide for area where recreational needs, both public and private.

***Office:***

An office and limited service area intended to provide office and special service uses where the office activity would be compatible with the surrounding uses.

***Institutional:***

An area intended to provide institutional and public services uses that are compatible with the surrounding residential area.

***Neighborhood Commercial:***

A business area intended to accommodate the basic day-to-day retail and service needs of persons residing in the nearby residential areas.

***Community Commercial:***

A business area intended to accommodate the retail and service needs of the greater community.

***Business Park:***

A business park area intended to provide for the development of a mixed grouping of both office and industrial uses in a planned, park-like setting.

***Industrial:***

A business area intended to provide for the development of limited industrial and office uses.

***Rural Business:***

A business area intended to provide for low intensity and low impact commercial development that preserves the rural character and view sheds within the rural area.

***Rural Industrial:***

A business area intended to provide for low-intensity and low impact industrial development the preserves the rural character and viewsheds within the rural area.

***Town Center:***

A mixed-use area intended to preserve and enhance the unique character of the city's civic campus, promote pedestrian character and minimize the impacts of vehicular traffic, to establish small, neighborhood scale uses, including a broad range of housing types at densities that support Town Center businesses and utilize existing infrastructure in a cost-effective, efficient manner.

## **PLAN ADOPTION**

The City of Mequon held a public hearing on April 14, 2009 to review the draft City comprehensive plan. The Planning Commission approved the plan on March 2, 2009, the Public Welfare Committee approved the plan on April 14, 2009 and the Common Council adopted the plan by ordinance on April 14, 2009. A copy of the adopting ordinance is included in the Appendix.

## **PLAN UPDATES AND AMENDMENTS**

The comprehensive planning law requires that the adopted City comprehensive plan be reviewed and updated at least once every ten years. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the public participation, plan review, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments. The Implementation Element (Chapter XIV) recommends a procedure for amending the plan.