

AMENDMENT TO THE COMPREHENSIVE PLAN FOR 2035



Adopted: December 15, 2008

Amended:

Chapter One: 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.

Beginning in 2004, 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 14 local governments participating in the Ozaukee County Multi-Jurisdictional Comprehensive Planning Process were:

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

The comprehensive plan for the Village of Belgium was adopted on December 15, 2008. The Plan Commission review the comprehensive plan in 2014. In 2022 the Village began the process of amending the comprehensive plan.

STATUTORY REQUIREMENTS

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

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 amendment by the Village Board, the Village will amend its zoning, subdivision, and official mapping ordinances, as may be necessary, to bring those ordinances into compliance with the amended comprehensive plan. Under Section 66.1001 (3), zoning, subdivision, and official mapping ordinances adopted and enforced by the Village of Belgium must be consistent with the comprehensive plan amendment adopted by the Village Board beginning on [insert date]. Recommended changes to the Village 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-dependent and disabled citizens.

Public Participation Plan

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

The plan commission developed a recommended public participation plan for the comprehensive plan amendment. The public participation plan was adopted by resolution of the Belgium Village Board on *December 12, 2022*. A copy of the resolution is included in Appendix B. The public participation plan is available for review at the Belgium Village Hall.

Plan Review and Adoption

Section 62.23 (the local master planning Statute) and Section 66.1001 (the comprehensive planning Statute) require that the Village Plan Commission recommend to the Village Board a comprehensive plan or plan amendment prior to Village Board 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 Village Board. 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 Village; Ozaukee County; the Wisconsin Department of Administration; the regional planning commission (SEWRPC); and the public library serving the Village (The Village of Belgium does not currently house a public library. The W.J. Niederkorn Library in Port Washington shall serve as a substitute.)

COMMITTEE STRUCTURE

The Village Plan Commission had the primary responsibility for reviewing this Village comprehensive plan amendment. Oversight was provided by the Village Board. The members of the Village Plan Commission and the Village Board are listed on the inside front cover of this report.

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

THE PLANNING AREA

The planning area for the Village of Belgium encompasses 16,389.74 acres. The Village is located in the northeastern portion of Ozaukee County and is surrounded by the Town of Belgium.

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 Village'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 Village of Belgium 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 Village 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, plans for local parks, and other local ordinances, programs, and policies.

Chapter Two: Population, Household, 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 Village of Belgium 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 Village. Part I of this chapter provides information on existing and historical population, household, and employment levels from 2000-2020. Population data earlier than 2000 can be found in the 2008 Comprehensive Plan for the Village of Belgium.

US Census and American Community Survey Data from 2000, 2010, and 2020 were used in the collection of the existing population, household, and employment data presented in this chapter.

POPULATION

Population Trends

The population of the Village of Belgium, Ozaukee County and Wisconsin from 2000-2020 are set forth in Table 1. As shown, Ozaukee County and Wisconsin have seen steady growth of 11.2% and 9.9% respectively while the Village of Belgium has seen rapid growth of over 44% in the same time frame.

Table 1: Population Trends

	2000	2010	2020	Percentage Change 2000-2020
Village of Belgium	1678	2245	2421	+44.3%
Ozaukee County	82,317	86,395	91,503	+11.2%
Wisconsin	5,363,675	5,686,986	5,893,718	+9.9%

Source: US Census Bureau

Demographics

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. Table 2 compares the age distribution of the Village of Belgium's population in 2010 to 2020 as well as that of Ozaukee County in 2020. As shown, the percentage of school age children has declined and the elderly population has increased along with the median age. This is consistent with county, state, and national trends of an aging population.

Table 2: Age

	Village of Belgium		Ozaukee County
	2010	2020	2020
Median Age	36.2	43.4	44.0
Under 18 Years	29.6%	21.2%	21.3%
18-64 Years	64.2%	64.0%	58.9%
65 Years and Older	6.2%	14.8%	19.8%

Source: US Census Bureau ASC Demographic and Housing Estimates

Educational Attainment

Educational attainment describes the highest level of education achieved among the population aged 25 years and over. As seen in Table 3, Belgium has a slightly lower attainment of Graduate and Bachelor's degrees than Ozaukee County and the rest of the state but has a higher attainment of some college without a degree and associate degrees. The Village of Belgium lags slightly behind Wisconsin for High School Diploma's but is well above the rate for Ozaukee County.

Table 3: Educational Attainment

Highest Level of Education Achieved	Village of Belgium	Ozaukee County	Wisconsin
Graduate Degree	6.9%	19.1%	10.5%
Bachelor's Degree	19.8%	30.5%	20.3%
Associate Degree	13.7%	7.8%	11%
Some College, No Degree	26.1%	18.5%	20.5%
High School Diploma	29.6%	20.9%	30.3%

Source: US Census Bureau ASC Demographic and Housing Estimates

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 number of households and the average household size in Ozaukee County and the Village of Belgium for the years 2000, 2010, and 2020 are set forth in Table 4.

Table 4: Households and Average Household Size

	Village of Belgium			Ozaukee County		
	2000	2010	2020	2000	2010	2020
Households	582	796	898	30,857	35,988	37,723
Average Household Size	2.85	2.47	2.09	2.61	2.29	2.26

Source: US Census Bureau ASC Demographic and Housing Estimates

Table 5 compares the latest income data for the Village and Ozaukee County. Median household income in Belgium is lower than in Ozaukee County, which is one of the wealthiest counties in the state; however incomes are considerably higher than the median household income for Wisconsin.

Table 5: 2020 Median Household Income

Village of Belgium	Ozaukee County	Wisconsin
\$78,125	\$84,394	\$63,293

Source: US Census Bureau ASC Demographic and Housing Estimates

EMPLOYMENT

The number of employed persons 16 years of age and older by occupation group in the year 2020 is set forth in Table 6. 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.

Table 6: 2020 Employed Population 16 Year and Over

	Village of Belgium	Ozaukee County	Wisconsin
Employed Population 16 years and over	1,292	46,951	2,983,277
Management, Business, Science & Arts	482	23,341	1,110,652
Service Occupations	193	6,149	482,609
Sales and Office Occupations	341	9,422	604,533
Natural Resources, Construction & Maintenance	85	2,738	254,428
Production, Transportation, & Material Moving	191	5,301	531,055

Source: US Census Bureau ASC Demographic and Housing Estimates

According to the 2020 American Community Survey (ACS) 5 year Estimates 100% of Village of Belgium residents worked in the State of Wisconsin and 50.9% worked within Ozaukee County. The 2020 ACS shows 9.3% of Village of Belgium residents worked within the Village of Belgium.

PART II: POPULATION, HOUSEHOLD AND EMPLOYMENT PROJECTIONS

POPULATION

Population Projections

The comprehensive plan for the Village of Belgium projected a population growth rate of 138.4% increase from 2000 to 2035. Census Bureau reports for 2010 and 2020 indicate these projections were higher than actual growth rates. Table 7 compares actual growth rates with the projected growth rates in the comprehensive plan.

Table 7: Population Trends vs Comprehensive Plan Projections

	Population per Census	Percentage Change	Comprehensive Plan Projection	Percentage Change
2000	1678	-	1678	-
2010	2245	33.79 %	2275	35.58 %
2020	2421	7.84 %	2965	30.33 %

While initial projections were consistent with the actual population growth rate from 2000-2010 the population growth rate from 2010-2020 decreased significantly more than the projections in the comprehensive plan. Wisconsin Department of Administration estimate a population growth rate in the Village of Belgium of 2.15% from 2020 – 2022. Using that rate of growth would result in a projected population of 2839 in 2035.

Household Projections

The comprehensive plan for the Village of Belgium projected a household growth rate of 156% increase from 2000 to 2035. Census Bureau reports for 2010 and 2020 indicate these projections were higher than actual growth rates. Table 7 compares actual growth rates with the projected growth rates in the comprehensive plan.

Table 7: Household Trends vs Comprehensive Plan Projections

	Households per Census	Percentage Change	Comprehensive Plan Projection	Percentage Change *
2000	582	-	582	-
2010	796	36.77 %	761	30.75 %
2020	898	12.81 %	996	30.88 %

*The comprehensive plan provided only a final projected number of households in 2035. The growth rate of 156% over 35 years equates to an annual increase of 2.73%.

Table 7 shows household growth rates have slowed at a rate consistent with population trends. Wisconsin Department of Administration estimates a household growth rate for Ozaukee County of 2.09% from 2020 – 2022. Using that rate of growth would result in a projection of 1049 households in 2035 compared to the original comprehensive plan projection of 1492.

Chapter Three: Housing Policy

HOUSING GOALS AND OBJECTIVES

The comprehensive plan for the Village of Belgium set the goal to provide suitable housing conditions that will meet the needs of all residents in the Village of Belgium. To meet that goal they outlined the following objectives:

- Maintain existing housing ratio of 65% single family, 16% duplex, 7% multi-family, 9% condominium, and 3% condominium – multi-family.
- Promote senior housing by allowing Community Based Residential Facilities (CBRFs).
- Maintain the Village of Belgium’s high level of aesthetic quality by maintaining lot sizes and setbacks and maintaining residential green space ratio and setbacks to maintain small town character.

The Village of Belgium’s current residential breakdown is shown in Table 8. The table indicates that since 2009 the percentage of single family and multi family has exceeded the target housing ratios, while duplex and condominiums have remained below the target ratios.

Table 8: Village of Belgium Housing Types (2023)

Housing Type	Number of Units	Percent of Total	2009 Ratios	Variance
Single Family	724	72%	65%	+ 7%
Duplex	106	11%	16%	- 5%
Multifamily	99	10%	7%	+ 3%
Condominium Duplex	64	6%	9%	- 3%
Condominium Multifamily	8	1%	3%	- 2%
Total	1001	100%	100%	-

HOUSING POLICY OPTIONS

Through the comprehensive plan amendment process, the Village explored the following policy options:

Option 1: Continue 2009 Policy

Continuing the current policy would restrict the development of Single and Multi-Family housing while encouraging the development of duplex and condominium housing despite the needs of current market conditions.

Option 2: Market Response Policy

A market response policy would eliminate target ratios. This would open the door to any type of residential development desired by the housing market. Based on current market conditions this would likely result in increased development of multi-family housing.

Option 3: Revised Target Ratios

Maintain housing ratios of 66% single family, 20% duplex, 12% small multifamily (4-7 unit), 2% large multifamily (8 or units).

Option 4: Neighborhood Target Ratios

This approach would task the plan commission and village board to establish housing ratios as a part of the development of each new subdivision.

RECOMMENDED HOUSING POLICY

The Village of Belgium will pursue the Revised Target Ratios.

Reviewing the current market conditions and need for more affordable housing options the Village of Belgium has concluded that the ownership status of housing types (i.e. condominium versus single owner) is not a significant factor to consider in our housing ratios. The Village believes that the size of the multi-family housing is more important to consider when determining what type of housing development should be approved. Therefore, the Village of Belgium has set the new housing type to track in our target ratios to single family, duplex, small multifamily, and large multifamily.

The 2009 Comprehensive Plan housing target ratios allowed for a combined 25% duplex and a combined 10% multifamily. With current market conditions and existing ratios showing a greater need for small multifamily versus duplex the Village is reducing the duplex target ratio and increasing the multifamily, with the greatest percentage being focused on the small multifamily.

Table 9 indicates the Village of Belgium current residential breakdown in comparison to the revised target ratios.

Table 9: Village of Belgium Housing Types with revised target ratios (2023)

Housing Type	Number of Units	Percent of Total	2024 Ratios	Variance
Single Family	724	72%	66%	+ 6%
Duplex	170	17%	20%	- 3%
Small Multifamily	87	9%	12%	- 3%
Large Multifamily	20	2%	2%	-
Total	1001	100%	100%	-

Chapter Four: Open Space and Recreation Plan Amendment

EXISTING AND FUTURE RECREATIONAL NEEDS

A recreational needs survey was conducted in 2023. The survey results indicated that residents are in favor of the Village of Belgium resurfacing the tennis/pickleball courts and replacing the existing volleyball courts in Community Park with Basketball courts. Other suggestions were for more accessible playground equipment in the parks, playground equipment at Village Square, features such as bocce ball courts, skateboard park, and frisbee golf.

Existing and future needs have been identified for the existing village parks and public spaces:

Community Park

Existing needs include resurfacing the tennis/pickleball courts.

Future needs have been identified as: Replace Volleyball Court with Basketball Court

Heritage Park

Existing needs include adding lights to athletic fields.

Future needs have been identified as: Accessible playground equipment.

Lake Hills Park

There are no current or future needs noted.

Pepi's Playground

There are no current or future needs noted.

Grand Duke Henri Plaza

There are no current or future needs noted.

FUTURE DEVELOPMENT

The following areas have been identified as potential sites for future parks:

Ardennes Park

The Village of Belgium is currently exploring the option of developing a small park with playground in an existing out lot.

New Luxembourg

As development of New Luxembourg continues the Village of Belgium does foresee the need for a small park in this subdivision.