



# SMART GROWTH COMPREHENSIVE LAND USE PLAN – 2025



**CITY OF CEDARBURG**  
**OZAUKEE COUNTY, WISCONSIN**  
*Preserving Yesterday's Heritage Today*



**January 28, 2008**

**CITY OF CEDARBURG**  
**Smart Growth Comprehensive Land Use Plan - 2025**

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January 28, 2008

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## INTRODUCTION

In 1991, after extensive inventories and analysis of the factors and conditions affecting development in the City of Cedarburg, the Common Council adopted a comprehensive land use plan with a designated year 2010. This plan was drafted by the Southeastern Wisconsin Regional Planning Commission with assistance provided by the City Council, Plan Commission and City staff, and it served to guide the City's growth to the present. On October 27, 1999, Governor Tommy G. Thompson signed 1999 Wisconsin Act 9 into law. This legislation, referred to as Wisconsin's Smart Growth Legislation, made significant changes to the Statewide planning statutes in existence at the time. The new law requires all local governments to make land-use decisions consistent with an adopted comprehensive plan by January 1, 2010. The legislation created a nine-element definition for a comprehensive plan and requires each community to address all nine elements, which are listed below:

- Issues And Opportunities
- Housing
- Transportation
- Utilities And Community Facilities
- Agricultural, Natural And Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

The scope and content of the comprehensive plan extends to all aspects of the physical development of a community. The intent of the plan is to serve as a guide to accomplish a coordinated, harmonious development of the city which will best promote its public health, safety, morals, order, prosperity, and general welfare. The plan addresses the general location and intensity of residential development and the location of concentrations of commercial, industrial, and institutional uses all of which place demands on public facilities including streets and highways, sanitary trunk sewers and waste water treatment plants, water service and stormwater management facilities.

This comprehensive planning process began on October 16, 2000, with the adoption of Resolution No. 2000-36 which served to create the “Cedarburg Blue Ribbon Visioning Committee.” This Committee was charged with the task of outlining a visioning process, gathering input from a broad base of citizens, including conducting a citywide survey of residents and rendering a written visioning report with recommendations to the Council. To aid the Committee in fulfilling their task, the City hired Professor Peter Maier from the University of Wisconsin – Milwaukee Center for Urban Initiatives and Research.

This Committee held two Community Forums, December 5 & 6, 2000, to solicit public comments and input as they began the visioning project. There were over 100 people that attended these forums and an additional 700 entries were received. In February of 2001, the Committee held 6 focus group sessions where over 70 people attended to discuss issues and offer their thoughts. On March 25, a citizens’ survey was mailed to each resident and 34.2% or 1,780 surveys were returned. The efforts of the Blue Ribbon Visioning Committee culminated in “*Cedarburg’s Community Vision 2001-2020*” report and have also guided the Plan Commission in drafting this comprehensive plan.

This planning process continued with the 2007 ad hoc Downtown Master Plan Committee and their efforts and recommendations to ensure that Cedarburg’s downtown continues to be a vibrant living commercial corridor for its citizens.

In accordance with the Smart Growth legislation and based on the public comments received during the visioning exercise, the City Plan Commission developed the key elements of this Comprehensive Plan and presented those elements to the Common Council as a recommendation for their consideration. This Plan is intended to assist in defining the development objectives of the City and defining methods to achieve those objectives over time.

One of the first tasks was to review the “A Development Plan for the City of Cedarburg: 2010” to determine what information was still relevant that could be relied on for this planning process. Based on that review, it was determined that much of that information could be used in the new

Smart Growth Plan. The plan was prepared by the Southeastern Wisconsin Regional Planning (SEWRPC) in the late 1980's for the 20-year planning period from 1990 through 2010. SEWRPC provided technical information which is highly detailed and continues to be current. It was therefore decided that certain relevant information from that plan will be used to comply with certain data requirements of the new Smart Growth Plan. For example, much of the required data relating to the physical inventory of the natural features such as environmental corridors, wetlands, forested areas, environmentally sensitive areas, threatened and endangered species area, stream corridors, floodplains, wildlife habitat and other natural resources will be used and referred to as complying with the Smart Growth requirements for such data where applicable. Furthermore, the Historic Preservation Planning Inventory and Analysis will be referenced as a component of this Smart Growth Plan.

The vision that these efforts have defined is that the City of Cedarburg will continue to be a quaint, vibrant community into the future. This vision will be achieved through the watchful eyes of the Plan Commission and the Common Council to ensure that growth is limited to an annual rate of 1% to 1.5% and that there is a balance between residential and business development. A variety of housing options will be necessary to support the needs of the first-time homebuyer, newcomers, growing families, empty nesters, and residents who want to downsize. A marketing plan will need to define opportunities in order to attract new business downtown. New business development is encouraged and, in fact, vital to the success of this Plan. However, the City must take a thoughtful and responsible approach to new business development to safeguard against those having adverse negative impacts on this community.

This planning effort involved extensive inventories and analyses of the factors and conditions impacting the development in the City. Through this analysis, population and housing projections were prepared which assisted in determining the amount of land needed and the direction it would take to support future growth. With this Plan the City has established the policies, goals and objectives to guide its growth through the year 2025.

## **CHAPTER 1**

### **ISSUES AND OPPORTUNITIES**

66.1001 (2) (A) Wis. Stat.

**Issues and Opportunities Element.** Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels, and employment characteristics that exist within the local governmental unit.

The purpose of a comprehensive planning policy is to promote orderly and beneficial development, helping to create a community that offers residents a more attractive, efficient, and satisfying environment in which to live. Such an environment can be realized in part by creating a financially sound governmental structure, providing good schools, a variety of community facilities and services, efficient land use and transportation systems, and encouraging sufficient employment opportunities and adequate, affordable housing.

The planning process involves understanding the various physical, economic, and social issues within the City. It examines where the City has been, where it is now, what goals or targets the City hopes to achieve, and what actions are necessary to reach those goals. A successful planning program will provide the direction needed to manage future growth by offering guidelines to government leaders, private enterprises, and individuals so that development related decisions are sound, practical and consistent. This Chapter will provide background information pertaining to the City of Cedarburg that will help define achievable objectives, goals, policies, and programs.

#### **History of Cedarburg**

The territory which eventually became Cedarburg began to be settled in the mid-nineteenth century after the establishment of a military road between Green Bay, Milwaukee and Chicago. This road provided easy access to the area which, coupled with fertile lands for farming and timber for construction, led to the initial settlement and development of Cedarburg. The City was



founded as a principal trade center for nearby farms. Moreover, the meandering Cedar Creek offered a source of power for the grist mills, saw mills, planing mills and woolen mills which provided a fine opportunity for settlement along its banks. The original farms and stores were soon augmented by an industrious population which pushed the City eastward as it extended along the banks of Cedar Creek.

A separate settlement had been established at nearby Hamilton, and although some of the original buildings, dated in the 1860's and 1870's, are still standing, the settlement never survived as a community. From its early beginnings, Cedarburg grew to become the residential and trading center of Ozaukee County. The extension of the Milwaukee and Northern Railroad and the Cedarburg-Milwaukee Plank Road further increased the importance of Cedarburg as both a residential and trading community. By 1892, the City was an established commercial and industrial center. Among the principal industries of the day were the Cedarburg Brewery, the Hilgen Manufacturing Company, the Frank Chicory Company, the Cedarburg Wire and Nail Factory, and several woolen mills. Many of the early stone buildings are still standing today and serve as a proclamation to the determination and solidarity with which Cedarburg was founded.

Hilgen Springs Park, located at the east end of Spring Street, was famous throughout southern Wisconsin as a summer resort and pleasant retreat. Principal transportation was afforded the park over the Milwaukee and Northern Railroad. At the other end of the City, the Fair Grounds had been developed and was the scene of many activities in Cedarburg prior to the turn of the 20<sup>th</sup> century and these fairgrounds remain as an activity center today.

Early development in Cedarburg took place in three distinct areas. One of these was to the north between present Washington Avenue and St. John Avenue. The second area was between Bridge Road and Columbia Road and from the river eastward to Jefferson Avenue. The third area was located between Spring Street and Hamilton Road eastward to the railroad tracks. The steady residential growth of Cedarburg has expanded these areas in all four directions to the present limits of the City.

Churches have always played an important part in the lives of the people of Cedarburg. By the late 1880's, four individual churches occupied prominent positions in the City. These included St. Francis Borgia Catholic Church, which stands watch over downtown Cedarburg at the south, and three Lutheran churches; The Evangelical Immanuel Lutheran Church located on Washington Avenue, The Antiochian Orthodox Church located on Cleveland Street and The Evangelical "Dreifaltigkeits Kirche", located on Columbia Road.

The hotel business in early Cedarburg was an active one. There were six hotels scattered throughout the City, generally along Washington Avenue in the downtown area and on the east side along the railroad tracks near the railroad station which stood north of Spring Street. However, due to the advancement of the automobile and rapid travel, many of the hotels have been converted to other uses, or abandoned altogether.

With the advancement in the automobile came changes in the style and character of development in the City of Cedarburg. Residential development moved further away from the downtown area and commercial development became automobile oriented and less pedestrian friendly. One can easily see these changes by comparing the downtown commercial district where building location better serves pedestrian traffic as they are close to public sidewalks and streets, with the commercial area along the south side of Washington Avenue where buildings are separated from public sidewalks and streets by large expanses of parking lots.

### **Other Local Plans**

Over the years there have been several plans prepared for the City of Cedarburg. These include:

- Reconnaissance Study – Nelson & Assoc. – May, 1959
- Cedarburg Plans Its Future – Nelson & Assoc. – September, 1959
- Economic & Ecologic Base – Nelson and Assoc. – May, 1960
- General Plan For Community Development – Nelson & Assoc. – July, 1961
- General Plan Supplement – Nelson & Assoc. – January, 1962
- Goals for Cedarburg – Master Planning Committee – May, 1984
- 2010 Development Plan – SEWRPC – 1989 – 1991
- Strategic Planning Process – WEPCo/Mooney LaSage – April, 1992

- Strategic Work Plan – 2000
- Cedarburg’s Community Vision, 2001 – 2010 Blue Ribbon Visioning Committee – Jan. 2002

### **Historic and Projected Population Growth**

The City’s historical and projected population growth is shown on Figure 1.1 and on Table 1.1. This information shows the City’s actual population growth from 1960 to 2000 based on US Census data. Note that the City’s annual increase in population ranges from 1.1% per year to 4.8% per year for the decades from 1960 to 2000.

Table 1.1 also shows projected population for the years from 2000 through 2025 in five-year increments. The five-year increment periods are part of the 20-year planning scenarios required in the new Smart Growth Plan.

Figure 1.1 shows the population trends and projections for the years 1980-2025. Three different projections are shown for the years 2000-2025. One projection is based on a 1% annual increase and another is based on 1.35% annual increase. The 1% annual rate would result in a population of 14,360 and the 1.35% rate 15,600 in the year 2025. Also shown on the table is a projection made by the Wisconsin Department of Administration Demographic Services Center. This State agency is required to make population projections every ten years based on the latest US Census data. The methodology used by the State uses actual population counts from the decennial censuses of 1980, 1990, and 2000, and the January 1, 2002 population estimates developed by the State.

The DOA’s projection of a municipality’s population is made by means of lineal extrapolation. This methodology assumes that the annual amount of future population change will be similar to the annual amount of past population change. In this method, an annual average population change is calculated and applied to a base-year population. Consequently, this projection is based on an annual average change based on past growth. The State’s method projects that the City would have a population of 12,160 in the year 2025. The State’s method results in a lower population level because they are based on the projection of the same absolute population growth

experienced during the Census counts. Clearly, the State's methodology does not take into consideration local factors such as desirability of the community, ability to attract more than an average share of a metropolitan housing market, and the desirability of local school districts, which are factors that affect population change in Cedarburg.

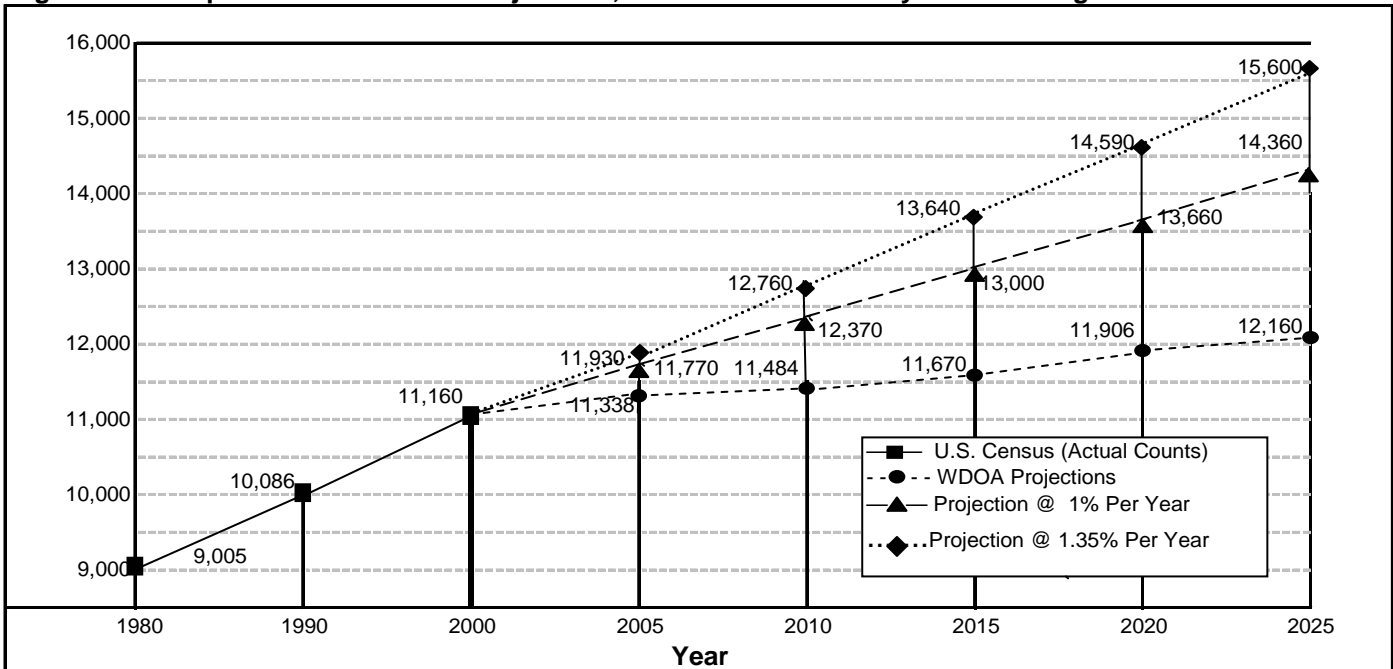
Note on Table 1.1 that the projected population increase for the years 2000 to 2025 is based on a 1% annual increase and a 1.35% annual increase. This rate of population increase was generally agreed to by the Common Council and Plan Commission as a basis for projecting future population growth.

3/26/2004

**Figure 1.1: Issues and Opportunities**

Figure 1.1 shows the actual U.S. Census counts, WDOA projections, and a population projection based on an average growth rate of 1% and 1.35% per year.

**Figure 1.1 Population Trends and Projections, 1980 - 2025 for the City of Cedarburg**



Source: U.S. Bureau of the Census, 2000; Wisconsin Dept. of Administration, Demographic Services Center, Official Population Projections, 2004; and City of Cedarburg Planning Department, 2004.

Table 1.1 shows more detailed information regarding the City of Cedarburg's historical population growth for the decades between 1960 through 2000. During this period, the City's population grew at annual rates of increase ranging from 1.1% per year to 4.8% per year. The table also shows projected population for five-year periods from 2000 through 2025. These projections are based on an annual increase of 1% or 1.35% per year.

**Table 1.1 Historical and Projected Growth for the City of Cedarburg, 1960-2025**

YEARS	POPULATION	NET POPULATION INCREASE PER DECADE	% INCREASE PER DECADE	ANNUAL % INCREASE
1960	5,191	--	--	--
1960-1970	7,696 (1970)	2,505	48.2%	4.8%
1970-1980	9,005 (1980)	1,309	17.0%	1.7%
1980-1990	10,086 (1990)	1,081	12.0%	1.2%
1990-2000	11,160 (2000)	1,074	10.6%	1.1%
2000-2005	11,770 or 11,930 (proj. 2005)			1% or 1.35% (proj.)
2006-2010	12,370 or 12,760 (proj. 2010)			1% or 1.35% (proj.)
2011-2015	13,000 or 13,640 (proj. 2015)			1% or 1.35% (proj.)
2016-2020	13,660 or 14,590 (proj. 2020)			1% or 1.35% (proj.)
2021-2025	14,360 or 15,600 (proj. 2025)			1% or 1.35% (proj.)

## **Demographic Trends**

### Population Growth

The residential population of the City of Cedarburg was 11,186 persons in 2000, compared to 10,086 in 1990. The increase of 1,100 persons or 11% during the 1990's is similar to the increase experienced during the 1980's, which was recorded at 1,081 persons. In relative terms, the residential population of Ozaukee County in 2000 was 82,317 persons, which compares to 73,831 persons in 1990, an increase of 9,486 persons or 13%. Accordingly, the rate of change in the City is slightly less than that of the County but the City's share of Ozaukee County's population being 13.8% in 1990 and 13.6% in 2000 continues to be relatively consistent.

### Age Distribution of Population

Table 1.2 shows the number of City residents within specified age groups from each of the last three Census years, as compared to similar information for Ozaukee County and the State of Wisconsin. The age groups are shown in ten year increments to easily reflect how the numbers increase or decrease over the Census years.

Growth in the City population over the past decade was accompanied by a change in the age composition. Among the five-year age groups, growth over the past ten years was highest in the 35 to 44 year and the 45 to 54 year age groups, largely reflecting the aging "baby-boomers" (those born from 1946 through 1964). Conversely, the largest decreases in population between 1990 and 2000 occurred in the 20 to 24 year and the 25 to 34 year age groups, a reflection of baby-boomers moving out of those age groups and/or reaching an age where individuals are moving out of the City on their own.

Even though the City of Cedarburg has seen decreases in the younger-aged categories, the median age of the City has risen most in the years since the 1990 Census. The "median" age is the point where  $\frac{1}{2}$  of the population lies above and  $\frac{1}{2}$  below; the older this age is, the older the overall population is becoming. With the number and percentage of the City's population over the age of 65 moving up over the past Census years, the City will need to address future housing and services accordingly. (See Table 1.2)

**Table 1.2 Distribution of Population**

Age	City of Cedarburg			Ozaukee County			State of Wisconsin		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
under 5 years	539 6.0%	665 6.7%	754 6.9%	4,771 7.1%	5,334 7.3%	5,069 6.2%	-	360,635 7.4%	342,340 6.4%
5 to 9 years	1,405 15.6%	798 8.1%	815 7.5%	11,787 17.6%	5,742 7.9%	6,096 7.4%	-	377,229 7.7%	379,484 7.1%
10 to 14 years		665 6.7%	905 8.3%		5,531 7.6%	6,825 8.3%	-	353,257 7.2%	403,074 7.5%
15 to 19 years	863 9.6%	288 2.9%	714 6.5%	6,798 10.1%	4,978 6.8%	6,014 7.3%	-	346,191 7.1%	407,195 7.6%
20 to 24 years		407 4.1%	326 3.0%		4,188 5.8%	3,551 4.3%	-	360,231 7.4%	357,292 6.7%
25 to 34 years		1,653 16.7%	1,203 11.0%		11,111 5.3%	8,435 10.2%	-	825,109 16.9%	706,168 13.2%
35 to 44 years	5,150 57.2%	1,677 16.9%	2,009 18.4%	37,963 56.7%	12,420 17.1%	14,614 17.8%	-	726,786 14.9%	875,522 16.3%
45 to 54 years		1,076 10.9%	1,636 15.0%		8,715 12.0%	13,207 16.0%	-	478,845 9.8%	732,306 13.7%
55 to 59 years		488 4.9%	529 4.8%		3,399 4.7%	4,713 5.7%	-	202,666 4.1%	252,742 4.7%
60 to 64 years		467 6.7%	421 3.9%		3,336 4.6%	3,436 4.2%	-	209,875 4.3%	204,999 3.8%
65 to 74 years		661 6.7%	822 7.5%		4,918 6.8%	5,648 6.9%	-	360,861 7.4%	355,307 6.6%
75 to 84 years	1,048 11.6%	443 4.5%	563 5.2%	5,662 8.5%	2,373 3.3%	3,529 4.3%	-	218,184 4.5%	251,621 4.7%
85 years & over		125 1.3%	211 1.9%		786 1.1%	1,180 1.4%	-	71,900 1.5%	96,625 1.8%
Total Population	9,005	9,895	11,196	66,981	72,831	82,317	-	4,891,769	5,363,675
Median Age		35.7	39			38.9			36

Source: U.S. Census Bureau, 1980, 1990, 2000 Census

### Racial Breakdown

As part of the 2000 Census, respondents were given the opportunity for the first time to specify more than one race when reporting their racial identity. The vast majority of the respondents in the City of Cedarburg (97%) reported only one race. This includes 95.6% reporting White; 0.8% reporting Hispanic or Latino (of any race); 0.7% reporting Asian; 0.2% reporting Black or African American; 0.1% reporting American Indian or Alaska Native; and 0.1% reporting some other race. (See Table 1.3)

**Table 1.3 Racial Breakdown  
Race & Hispanic  
Origin of Population**

	1990	2000
One Race	-	10,845 99.4%
White	9,812	10,708 98.2%
Black or African American	13 0.1%	17 0.2%
American Indian, Eskimo or Aleut (Alaskan Native)	11 0.1%	10 0.1%
Asian	37 0.4%	53 0.7%
Native Hawaiian or Other Pacific Islander	-	2 0.0%
Some Other Race	22 0.2%	9 0.1%
Two or More Races	-	24 0.3%
Total Population	9,895	10,908
Hispanic Origin (or any race)	89 0.8%	94 0.9%

Source: U.S. Census Bureau, 1990, 2000 Census

## **Economic Characteristics**

### Education Levels

Changes in educational attainment have followed similar trends in Cedarburg as compared to the County and the State. Table 1.4 below compares the educational attainment for the City of Cedarburg, Ozaukee County and the State of Wisconsin.

As a result of continued educational involvement and the passing of older residents who did not have the educational opportunities enjoyed today, the City of Cedarburg raised its overall education attainment during the 1990's. The number of Cedarburg residents 25 years old and over that had less than a 9<sup>th</sup> grade education decreased between 1990 and 2000 and the number of residents 25 years and older who completed some college, or completed a college degree program including graduate or professional degrees rose from 59.7% to 72.7% during that period. This ten-year increase in educational attainment was greater than that of Ozaukee (57.4% to 67.6%) and the State of Wisconsin (41.5% to 49.8%).



**Table 1.4 Comparison of Education Attainment**

Education Attainment (Persons 25 yrs & over)	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1999	2000
Less than 9th Grade	299 4.0%	215 2.9%	2,609 5.5%	1,595 2.9%	294,862 9.5%	186,125 5.4%
9th to 12th Grade (no diploma)	619 8.4%	323 4.3%	3,556 7.6%	2,878 5.2%	367,210 11.9%	332,292 4.5%
High School Graduate	2,053 27.8%	1,494 20.0%	13,921 29.6%	13,274 24.2%	1,147,697 37.1%	1,201,813 34.6%
Some College (no degree)	1,779 24.1%	1,869 25.0%	9,363 19.9%	12,101 22.0%	515,310 16.7%	715,664 20.6%
Associate Degree	572 7.7%	433 5.8%	3,615 7.7%	3,863 7.0%	220,177 7.1%	260,711 7.5%
Bachelor's Degree	1,605 21.7%	2,127 28.5%	9,587 20.4%	14,049 25.6%	375,603 12.1%	530,268 15.3%
Graduate or Professional Degree	457 6.2%	998 13.4%	4,407 9.4%	7,152 13.0%	173,367 5.6%	222,568 6.4%
Population 25 yrs +	7,384 100%	7,459 100%	47,058 100%	54,912 100%	3,094,226 100%	3,475,878 100%
Percent High School Graduate or Higher	87.7%	92.8%	86.9%	91.9%	78.6%	85.1%
Percent Bachelor's Degree or Higher	29.4%	41.9%	24.7%	38.6%	17.7%	22.4%

Source: U.S. Census Bureau, 1990, 2000 Census

### Changes in Household

In addition to total population, the number of households, or occupied housing units, is of importance in land use and public facilities planning. Households greatly influence the demand for urban land, transportation and other public facilities and services. The number of households in the City was 4,432 in 2000, an increase of 527, or 13.5%, over the 1990 level. For comparison purposes, Ozaukee County experienced an increase in the number of households from 25,707 in 1990 to 30,857 in 2000, or an increase of 20%.

The rate of growth in households in the City during the 1990's of 13.5% exceeded the rate of growth in the total population of 11%. The differential growth rates between households and population are reflected in a declining average household size in the City.

The average household size for the City of Cedarburg was 2.45 persons in 2000, which represents a decrease of 0.08 persons per household, or a decrease of 3.3%, from the 1990 figure of 2.53 persons. The decline in household size during the 1990's in the City reflects a continuation of a long-term decline in household sizes for the County and the region over the last

50 years as documented by SEWRPC. Trends toward decreasing household sizes have been influenced in part by changes in the types of households. This is particularly evident with smaller non-family households, including single-person households. Family households, typically the largest group in the City, have seen their percentage decrease slightly, even though their number has continued to increase. Married-couple households also have seen their percentage decrease while the number increases. Other non-family households increased substantially in number and proportion. Non-family households overall, including single-person households, increased by 331 during the 1990's, and increased in relative proportion from 27.5% of total households in 1990 to 31.8% in 2000. These changes in household type are a continuation of trends experienced during the 1970's and 1980's.

**Table 1.5 Household Type Comparison**

HOUSEHOLD TYPE	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Family Households (percent of total households)	2,839 72.5%	3,024 68.2%	20,487 79.7%	23,014 74.6%	1,275,172 70.0%	1,386,815 66.5%
Married –Couple Families (percent of total households)	2,464 62.9%	2,596 58.6%	18,246 71.0%	20,244 65.6%	1,048,010 57.5%	1,108,597 53.2%
Other Family, Female Householder (percent of total households)	303 7.7%	342 7.7%	1,654 6.4%	1,994 6.5%	174,530 9.6%	200,300 9.6%
Non-Family Households (percent of total households)	1,077 27.5%	1,408 31.8%	5,220 20.3%	7,843 25.4%	546,946 30.0%	697,729 33.5%
Householder Living Alone (percent of total households)	939 24.0%	1,245 15.6%	4,374 17.0%	6,601 21.4%	443,673 24.3%	557,875 26.8%
Householder 65 Years and Over (percent of total households)	441 11.3%	512 11.6%	1,900 7.4%	2,579 8.4%	192,072 10.5%	207,206 9.9%
<b>TOTAL HOUSEHOLDS</b>	<b>3,916</b>	<b>4,432</b>	<b>25,707</b>	<b>30,857</b>	<b>1,822,118</b>	<b>2,084,544</b>
Persons Per Household	2.53	2.45	2.79	2.61	2.61	2.5

Source: U.S. Census, 1990, 2000 Census

### Household Income

See Table 1.6 for a detailed breakdown and comparison of household income in the City based on the years 1990 and 2000 Census. Note that about 51% of the City's households had annual incomes ranging between \$35,000 and \$99,999. This percentage is less than that for the County at 53.3% but is consistent with the percentage of the State at 51.7%. These income levels are the basis for a community that provides a high-quality living environment for its residents.

**Table 1.6 Household Income Comparison**

Household Income per Year	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1989	1999	1989	1999	1989	1999
Less than \$10,000	306 7.8%	135 3.1%	1,381 5.4%	837 2.7%	255,413 14.0%	148,074 7.1%
\$10,000 to \$14,999	281 7.2%	181 4.1%	1,306 5.1%	881 2.9%	170,828 9.4%	121,366 5.2%
\$15,000 to \$24,999	535 13.7%	432 9.8%	3,171 12.3%	2,453 7.9%	341,433 18.7%	264,897 12.7%
\$25,000 to \$34,999	620 15.9%	535 12.1%	3,730 14.5%	2,850 9.2%	317,699 17.4%	276,033 13.2%
\$35,000 to \$49,999	862 22.1%	651 14.7%	5,773 22.5%	4,360 14.1%	368,148 20.2%	377,749 18.1%
\$50,000 to \$74,999	843 21.6%	1,039 23.5%	5,720 22.3%	7,324 23.7%	257,090 14.1%	474,299 22.7%
\$75,000 to \$99,999	239 6.1%	559 12.7%	2,179 8.5%	4,789 15.5%	65,362 3.6%	226,374 10.9%
\$100,000 to \$149,999	161 4.1%	595 13.5%	1,293 5.0%	4,234 13.7%	30,544 1.7%	133,719 6.4%
\$150,000 or more	58 1.5%	290 6.6%	1,146 4.5%	3,159 6.2%	17,735 1.0%	62,903 3.0%
Total Households Listed	3,905 100%	4,417 100%	25,699 100%	30,887 100%	1,824,252 100%	2,086,304 100%

Source: U.S. Census Bureau, 1990, 2000 Census

According to DP-3, Profile of Selected Economic Characteristics: 2000 Census; The City of Cedarburg had 54 families or less than 1.8% of the City's families have incomes below the poverty level. This compares to Ozaukee County with 391 families or 1.7% below the poverty level. Poverty is generally defined as money income thresholds that vary by family size and composition to determine who is poor. If a family's total income is less than that family's threshold, then that family, and every individual in it, is considered poor.

### Employment Characteristics

Employment characteristics in the City are shown on Table 1.7. This information represents the type of industry that the working residents of the City of Cedarburg were employed in, and not a listing of the employment located within the City. It should be noted that the method used for classifying industries was changed between the 1990 and 2000 Census, and therefore the information in the industrial categories of Table 1.7 is not entirely consistent for comparison between years.

Note that over 70% of the City's workers are employed in manufacturing, retail, finance, educational and professional service jobs. These various employment sectors provide a diversified economic base for the City's residents. Together, the economic diversity and income levels result in quality educational opportunities, high-quality residential neighborhoods that provide housing options for all income levels and well maintained recreational and community facilities for its residents.

**Table 1.7      Occupations**

Occupation	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Agriculture, Forestry, Fisheries, Mining	31 0.6%	14 0.2%	826 2.1%	455 1.0%	112,035 4.7%	75,418 2.8%
Construction	220 4.1%	199 3.5%	1,736 4.4%	1,909 4.3%	117,732 4.9%	161,625 5.9%
Manufacturing	1,449 21.2%	1,268 22.2%	11,204 28.7%	10,488 23.7%	584,143 24.5%	606,845 22.2%
Transportation, Warehousing, Utilities	95 1.7%	180 3.1%	869 2.2%	1,291 2.9%	89,865 3.8%	123,657 4.5%
Information	-	128 2.2%	-	1,101 2.5%	-	60,142 2.2%
Communication, Public Facilities	105 1.9%	-	796 2.0%	-	47,383 2.0%	-
Wholesale Trade	307 5.7%	294 5.1%	2,018 5.2%	1,848 4.2%	96,532 4.0%	87,979 3.2%
Retail Trade	979 18.0%	571 10.0%	6,438 16.5%	4,558 10.3%	408,937 17.1%	317,881 11.6%
Financial, Insurance, Real Estate	461 8.5%	559 9.8%	2,773 7.1%	3,527 8.0%	139,550 5.8%	168,060 6.1%
Professional, Management, Administrative	-	733 12.8%	-	4,580 10.4%	-	179,503 6.6%
Business, Repair Services	360 6.6%	-	1,853 4.7%	-	89,214 3.7%	-
Personnel Services	148 2.7%	703 12.3%	906 2.3%	4,656 10.5%	59,262 2.5%	383,619 14.0%
Arts, Entertainment, Recreational Services	82 1.5%	395 6.9%	548 1.4%	2,583 5.8%	25,389 1.1%	198,528 7.3%
Educational, Health, Social Services	791 14.6%	1,048 18.3%	5,884 15.0%	9,219 20.9%	407,625 17.1%	548,111 20.0%
Other	296 5.4%	213 3.7%	2,590 6.6%	1,748 4.0%	131,805 5.5%	111,028 4.1%
Public Administration	108 2.0%	113 2.0%	659 1.7%	896 2.0%	76,967 3.2%	96,148 3.5%

Source: U.S. Census Bureau, 1990, 2000 Census

## Conclusions

The residential population increase during the 1990's of 1,110 persons was similar to that experienced during the 1980's, which was recorded at 1,081 persons. This is consistent with the rate of change experienced in Ozaukee County. The age of the City's population is increasing reflecting the aging "baby-boomers" generation. This suggests that additional needs such as senior housing, leisure activities, etc. will be necessary. The Senior Center located in the Lincoln Building is very important for providing specialized services to meet the current needs of the elderly, however future growth in the elderly population may necessitate the creation of a newer expanded facility. While Cedarburg was initially established as a commercial and industrial center, it has transitioned into more of a bedroom community. This has implications for continued educational and recreational facilities. To fund these programs, the City has an aggressive impact fee ordinance in place which should be reviewed periodically and adjusted as necessary.

## **Forecasts**

### Population Projections

The Wisconsin Department of Administration is required to make population projections every ten years based on the latest US Census data. The methodology used by the State uses actual population counts from the decennial censuses of 1980, 1990, and 2000, and the January 1, 2002 population estimates developed by the State. The DOA's projection of a municipality's population is made by means of lineal extrapolation. This methodology assumes that the annual amount of future population change will be similar to the annual amount of past population change. In this method, an annual average population change is calculated and applied to a base-year population. Consequently, this projection is based on an annual average change based on past growth. The State's method projects that the City would have a population of 12,160 in the year 2025. As matter of policy the City of Cedarburg has projected its population on a 1% and 1.35% annual increase mentioned previously. That rate would result in a population of 14,360 or 15,600 in the year 2025.

### Household Projections

If the City's average household size were to plateau at 2.45 persons per household, an additional 1,320 dwelling units would be needed by 2025 to serve the housing needs of 14,360 at a 1% growth rate or 1,833 dwelling units for a growth rate of 1.35% or 15,600 persons. This translates to an average of 53 to 87 new dwelling units needed per year.

### **Growth Management Methods and Strategies**

The City of Cedarburg manages growth and development through the use of its Subdivision and Zoning Ordinances, Official City Map, Building Code and Extraterritorial Platting and Zoning Authority. In addition, the City manages growth through the Sewer Service Area Plan and the "Comprehensive Park and Open Space Plan."

The Subdivision and Zoning Ordinances are key legal elements of growth management. The City has already begun a comprehensive review and update of these and other ordinances to reflect the goals and policies of the adopted Comprehensive Plan. In addition, the City's Zoning Map will be revised in accordance with the adopted future Land Use Map.

The City has a positive outlook towards smart growth and encourages the uses of economic development tools such as Tax Incremental Financing to assist in serving such development. Diversification of the tax base is an important goal that the City seeks to achieve through sound planning.

A framework for official decision making is in place through the City Council, Plan Commission, and Public Works Committee, among others. The Common Council is served by advisory bodies including the Plan Commission and Public Works that most directly deal with the physical growth of the City. Since the development Codes are inflexible, the Board of Appeals was established to provide relief to the regulations if justified.

## **Goal, Objectives and Policies**

The goals, objectives and policies identified throughout this plan are intended to guide future development in the City of Cedarburg. Planning can be viewed as the process of formulating objectives and devising a means by which to achieve those objectives.

Based on the rate of population increase that has been accepted by both the Plan Commission and the Common Council, it is anticipated that the population for the City of Cedarburg will increase from 11,196 in 2000 to between 14,360 and 15,600 by the year 2025. This increase will result in an increased demand for land to support the various land uses associated with the population growth.

### Goal

Balance the allocation of space to the various land use categories which meets the social, physical, and economic needs of the City.

- Objective:  
The supply of land within the City should approximate the planned development for the anticipated use.
- Policies:
  - The City of Cedarburg should only promote development proposals that are consistent with the goals, objectives and policies listed in each element of this Plan.
  - The City should encourage development patterns that are consistent with the various land use categories as shown on the Land Use Map contained in Chapter 8.
  - The City Plan Commission should continue their active role in assessing the City's needs, evaluating development proposals, and utilizing the established planning process as a means of accomplishing the recommendations of this Comprehensive Plan.
  - The City should encourage development which enhances or protects the City tax base.

- City staff shall provide guidance and assistance to land developers regarding the direction recommended by this “Smart Growth” Plan and the review process, regulations and requirements.
  - The City should promote an active partnership with the private sector in initiating and fostering land development opportunities.
  - Effective implementation tools, such as the Zoning Ordinance, Official Map, Zoning Map, Subdivision Regulations, Floodplain-Shoreland-Wetland Ordinances shall be enforced.
- Objective:  
The spatial distribution of the various land uses shall result in the preservation and/or wise use of the natural resources of the City.
  - Policies:
    - Primary environmental corridors should be preserved in essentially natural and open uses.
    - Secondary environmental corridors and isolated natural resource areas should be preserved in natural and open uses to the extent practicable.
    - Small wetlands, woodlands, and prairies not identified as part of an environmental corridor or isolated natural resource area should be preserved to the extent practicable.
    - All natural areas and critical species habitat sites as identified in the Regional Natural Areas and Critical Species Habitat Protection and Management Plan should be preserved.
    - The one hundred-year recurrence floodlands should be protected from development which would cause or be subject to flood damage.
    - Land use development patterns and practices should be designed to preserve important groundwater recharged areas.



- Objective:

Residential development shall provide a desirable environment for families and other household types that are designed to reflect the character of the area and provide the efficient use of services and facilities.

- Policies:

- High, medium, and low density residential development should be designed as cohesive units which are physically self-contained within clearly defined recognizable boundaries.
- Residential development should accommodate a mix of housing sizes, structure types, and lot sizes as recommended on the adopted Land Use Map.
- Conservation style subdivision designs should be incorporated into the areas of transition between the City of Cedarburg and the adjacent Towns.

- Objective:

Mixed-use residential/commercial development shall provide a desirable environment for a variety of household types seeking the benefits of close-by employment, civic, commercial, and other amenities.

- Policies:

- Opportunities should be provided for residential dwellings within a variety of mixed-use settings.
- Residential uses should be integrated into the City's economic centers.
- Special attention should be given to maintaining an element of residential uses in the downtown and surrounding area.

- Objective:

Industrial, retail, and office uses shall provide for an attractive and competitive environment to ensure a healthy and diverse economic base.

- Policies:

- Industrial, retail and office uses shall have ready access to the arterial street and highway system.
- Adequate off-street and on-street parking and loading areas shall be provided.

- Site design shall emphasize integrating and promoting the site with adjacent land uses and architectural design.

## CHAPTER 2

### HOUSING ELEMENT

66.1001(2)(b) Wis. Stat.:

**Housing Element.** A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structure type, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

Housing costs, in many cases, represents the largest expenditures an individual will make in their lifetime. Because of the importance of this investment, the City of Cedarburg undertakes to protect the existing housing supply through effective building and land use codes and promotes new residential growth to satisfy future demands. Residential development in the City of Cedarburg has its origins along the downtown Washington Avenue corridor because of its proximity to Cedar Creek which provided ample water power to support the needs of the initial settlers. Over time the population of Cedarburg grew slowly and in the 1880's the community began to expand beyond this original corridor in all directions. Post World War II Cedarburg experienced an increase in the rate of development unlike any before leading to today, where residential uses occupy more land than any other use within the City. This Chapter will focus on the characteristics of the different forms of the City's housing stock to ensure that the needs of present and future residents of all income levels are addressed.

#### **Housing Inventory**

The number of occupied housing units is important in land use and public facilities planning. Housing directly influences the demand for land as well as the demand for transportation and other public facilities and services. Housing tenure information sheds light on how residents live in the community. Occupancy and vacancy characteristics can help indicate if the existing

housing stock is sufficient to meet current demands. According to US Census and local figures, the City of Cedarburg experienced a net increase of 1,490 units to its housing stock between 1980 and 2006. Of this increase, 843 were single-family homes, 457 units were multi-family including Community Based Residential Facilities, and 190 were two-family units. Of the 4,432 total occupied housing units existing in 2000, 2,891 or 65.2% were owner-occupied and 1,541 or 34.8% were renter-occupied. This is less than the average as compared to Ozaukee County where 76.3% of the housing units were owner-occupied and 23.7% were renter-occupied but more in line with the State of Wisconsin where 68.4% were owner-occupied housing units and 31.6% renter-occupied.

The U.S. Department of Housing and Urban Development has established a minimum target rate for overall unit vacancy of 3% to assure an adequate choice of housing for consumers. An acceptable vacancy rate for owner-occupied housing is 1.5%, while a vacancy rate of 5% is acceptable for renter-occupied units. According to the 2000 Census data, the City of Cedarburg had a homeowner vacancy rate of 0.8 % and renter vacancy rate of 5.2%, both of which indicate a healthy supply of available housing. This vacancy rate has remained relatively consistent in Cedarburg over the last 20 years as the owner-occupied vacancy rate in 1980 was 0.7% and the vacancy rate for rental units was 5.3%. Table 2.1, Comparison of Housing Occupancy, indicates that the City of Cedarburg had an overall vacancy rate of 3.5% in 2000 which is lower than the rate for Ozaukee County (3.7%) and the State of Wisconsin (10.2%).

**Table 2.1: Comparison of Housing Occupancy**

	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Occupied Housing Units <i>% of Total</i>	3,916 97.0%	4,432 96.5%	25,707 97.1%	30,857 96.3%	1,822,118 88.6%	2,084,544 89.8%
Owner-Occupied <i>% of Total</i>	2,379 58.9%	2,891 65.2%	19,128 72.2%	23,543 76.3%	1,215,350 59.1%	1,426,361 68.4%
Renter-Occupied <i>% of Total</i>	1,537 38.1%	1,541 34.8%	6,579 24.8%	7,314 23.7%	606,768 29.5%	658,183 31.6%
Vacant Housing Units <i>% of Total</i>	120 3.0%	161 3.5%	775 2.9%	1,117 3.7%	233,656 11.4%	236,600 10.2%
For Seasonal, Rec. or Occasional <i>% of Total</i>	0 --	11 .2%		256 .8%		142,313 6.1%
<b>TOTAL HOUSING UNITS</b>	<b>4,036</b>	<b>4,593</b>	<b>26,482</b>	<b>32,034</b>	<b>2,055,774</b>	<b>2,321,144</b>

Source: 1990 and 2000 U.S. Census

### Structure Type

In reviewing the structure type (single-family, duplex, multi-family), one is able to get a sense of the physical characteristics of the community's housing stock. According to the 2000 Census, there were a total of 4,593 housing units in the City of Cedarburg. Of this total, 2,946 were single-family units, 334 two-family dwelling units and 1,313 multi-family dwelling units (including CBRFs). When comparing this information to the County and the State, it is apparent that the City of Cedarburg is slightly below average in the single-family category and above average for multi-family development. In 2000, single-family homes (1-unit detached) made up 58.9% of Cedarburg's housing stock, while in Ozaukee County single-family homes made up 69.6% of their housing stock and at the State level single-family homes make up 66.0% of the housing units. The percentage of 3- to 4-unit structures within the City of Cedarburg at 7.7% is higher than that of the County and State at 3.3% and 3.9% respectively. Table 2.2 shows that the number of structures with 5- to 9-units and those with 10- to 19-units in the City of Cedarburg exceed the number within the County and State in both categories.

**Table 2.2 Comparison of Structure Type**

UNITS IN STRUCTURE	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
1 Unit, Detached <i>% of Total</i>	2,308 57.2%	2,671 58.9%	18,741 70.8%	22,300 69.6%	1,342,230 65.3%	1,531,612 66.0%
1 Unit, Attached <i>% of Total</i>	247 6.1%	275 6.1%	1,480 5.6%	2,302 7.2%	50,380 2.5%	77,795 3.4%
2 Units <i>% of Total</i>	301 7.5%	333 7.3%	1,724 6.5%	1,817 5.7%	197,659 9.6%	190,889 8.2%
3-4 Units <i>% of Total</i>	258 6.4%	351 7.7%	710 2.7%	1,054 3.3%	79,582 3.9%	91,047 3.9%
5-9 Units <i>% of Total</i>	402 10.0%	382 8.4%	1,604 6.1%	2,185 6.8%	81,331 4.0%	106,680 4.6%
10-19 Units <i>% of Total</i>	239 5.9%	201 4.4%	1,025 3.9%	1,153 3.6%	67,222 3.3%	75,456 3.3%
20 or more <i>% of Total</i>	226 5.6%	321 7.1%	749 2.8%	1,115 3.5%	108,063 5.3%	143,497 6.2%
Mobile Homes <i>% of Total</i>	1 .02%	-	114 0.4%	99 0.3%	101,149 4.9%	101,465 4.4%
Boats, RV, Van, etc. <i>% of Total</i>	55 1.4%	-	335 1.3%	9 0.0%	28,178 1.4%	2,703 0.1%

Source; U.S. Bureau of the Census, 1990 and 2000 Census

### Structure Age

While the age of a structure can be used to measure a dwelling's condition, in communities like the City of Cedarburg that does not necessarily hold true. In Cedarburg, where historic preservation has been embraced and fostered, the age of the home does not necessarily imply poor condition. These preservation efforts have established Cedarburg's distinctive character and the City has benefited from increased tourism and greatly increased real estate values.

According to Census 2000, of the 4,593 housing units in the City, 1,379 or 30.2% had been built since 1980. This statistic compares to 32.9% that occurred in the County and 27.6% in the State during the same period and illustrates the population growth and in-migration that occurred between 1980 and 2000. The City of Cedarburg had about 14% of its housing units constructed prior to 1940. These homes are located in close proximity to downtown Cedarburg which historically were among the first developed in the area. Table 2.3 shows a comparison of housing age between the City of Cedarburg, Ozaukee County and the State of Wisconsin.

**Table 2.3 Housing Age Comparison**

YEAR STRUCTURE BUILT	City of Cedarburg		Ozaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	121	2.7%	782	2.4%	50,735	2.2%
1995 to 1998	260	5.7%	2,424	7.6%	170,219	7.3%
1990 to 1994	311	6.9%	3,273	10.2%	168,838	7.3%
1980 to 1989	687	15.2%	4,065	12.7%	249,789	10.8%
1970 to 1979	996	22.0%	6,783	21.2%	391,349	16.9%
1960 to 1969	625	13.8%	4,534	14.2%	276,188	11.9%
1940 to 1959	891	19.7%	5,840	18.2%	470,862	20.3%
1939 or earlier	643	14.2%	4,333	13.5%	543,164	23.4%
TOTAL	4,534	100.0	32,034	100.0	2,321,144	100.0

Source; U.S. Bureau of the Census, 2000 Census

### Housing Value

Housing value is another, and perhaps more important, gauge for determining the overall condition of the current housing stock. Housing values have predictably gone up across the State

but the rate of increase varies depending on location. Housing values in Ozaukee County have typically exceeded the values of housing found in other areas of the State. The value of housing in the City of Cedarburg is relatively consistent with, although slightly higher than, the value of housing, on average, found throughout Ozaukee County. Housing values in the City of Cedarburg and Ozaukee County continue to run significantly higher than housing values throughout the State.

Table 2.4 compares Cedarburg's housing values to the County and the State. In 2000, the City of Cedarburg had no homes valued at less than \$50,000 and none that exceeded \$1,000,000. The median value of housing units in the City was \$179,900, which is higher than Ozaukee County and considerably higher than The State of Wisconsin.

**Table 2.4      Housing Value Comparison (Owner Occupied)**

VALUE	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
<\$50,000	12	-	356	67	287,197	73,450
<i>% of Total</i>	0.6%	-	2.2%	0.3%	31.3%	6.5%
\$50,000 to \$99,999	1,063	76	7,789	917	492,163	396,893
<i>% of Total</i>	49.0%	2.9%	47.5%	4.4%	53.7%	35.4%
\$100,000 to \$149,999	878	686	4,860	5,968	95,292	343,993
<i>% of Total</i>	41.0%	26.6%	29.6%	28.9%	10.4%	30.6%
\$150,000 to \$199,999	161	999	1,721	5,584	24,660	173,519
<i>% of Total</i>	7.4%	38.8%	10.5%	27.1%	2.7%	15.5%
\$200,000 to \$299,999	47	586	1,125	4,585	12,286	95,163
<i>% of Total</i>	2.2%	22.5%	6.9%	22.2%	1.3%	8.5%
\$300,000 to \$499,999	7	228	560	2,636	5,110	30,507
<i>% of Total</i>	0.3%	8.8%	3.4%	12.8%	0.6%	2.7%
\$500,000 to \$999,999		8		819		7,353
<i>% of Total</i>		0.3%		4.0%		0.7%
\$1,000,000 or more		-		47		1,589
<i>% of Total</i>		-		0.2%		0.1%
MEDIAN	\$100,400	\$179,900	\$100,500	\$177,300	\$62,500	\$112,200

Source; U.S. Bureau of the Census, 1990 and 2000 Census

### Housing Affordability

According to the U.S. Department of Housing and Urban Development, no more than 30% of the household income should be spent on monthly housing costs in order for a home to be considered affordable. The U.S. Census provides data on housing costs as a percentage of household income for homeowners and renters. Information on Table 2.5 is taken from the U.S. Census and is based on a sample of households in the City of Cedarburg, and not a total count of all households. It does, however, serve to compare the City of Cedarburg's monthly ownership costs with those of the County and the State. The "not computed" category represents units occupied by households reporting no income or a net loss, or for which no cash rent was paid.

Table 2.5 compares monthly housing costs for homeowners as a percentage of their household income for the City of Cedarburg, Ozaukee County, and the State of Wisconsin. In 1999, 81.9% of the households within the City of Cedarburg paid less than 30% of their monthly income toward housing costs, and those units were considered affordable to those living in them. This percentage is greater than that of Ozaukee County (79.8%) but about the same as the State of Wisconsin (81.8%).

**Table 2.5 Monthly Owner Costs as a Percentage of Household Income**

Monthly Owner Costs as % of Household Income	City of Cedarburg		Ozaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
<15%	826	32.1%	7,198	34.9%	413,452	36.8%
15.0% to 19.9%	503	19.5%	3,874	18.8%	220,825	19.7%
20.0% to 24.9%	516	20.0%	3,327	16.1%	173,620	15.5%
25.0% to 29.9%	266	10.3%	2,060	10.0%	109,833	9.8%
30.0% to 34.9%	158	6.1%	1,247	6.0%	64,892	5.8%
35% or more	302	11.7%	2,848	13.8%	135,075	12.0%
not computed	6	0.2%	69	0.35%	4,770	0.4%

Source; U.S. Bureau of the Census, 2000 Census

Table 2.6 shows monthly housing costs for renters as a percentage of their household income for the City of Cedarburg, Ozaukee County and the State of Wisconsin. In 1999, 67.4% of renters in



the City of Cedarburg were paying a monthly rent which was affordable to them. This percentage is lower than that of the County (69.4%) but higher than the State (62.6%).

**Table 2.6 Monthly Renter Costs as a Percentage of Household Income**

Monthly Renter Costs as % of Household Income	City of Cedarburg		Ozaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
<15%	321	20.0%	1,610	22.4%	135,380	21.1%
15.0% to 19.9%	315	20.0%	1,555	21.6%	106,965	16.7%
20.0% to 24.9%	273	17.3%	1,136	15.8%	90,934	14.2%
25.0% to 29.9%	160	10.1%	693	9.6%	67,926	10.6%
30.0% to 34.9%	126	8.0%	573	8.0%	44,573	6.9%
35% or more	364	23.1%	1,323	18.4%	162,669	25.4%
not computed	18	1.1%	300	4.2%	33,225	5.2%

### **Housing Assistance Programs**

To help maintain and improve housing conditions and satisfy the needs of all residents, the City of Cedarburg has several local, County and State means available to them. To ensure that existing and future housing is safe and adequate for occupancy, the City's building code insures that function and it must be reviewed and updated periodically to keep current with changes mandated by the State. The City has incorporated the State Uniform Dwelling Code into its building code to ensure consistent standards for all residential dwellings. To meet the needs of low and moderate income, elderly and handicapped residents needing housing assistance, the City could explore the feasibility of participating in Federal, State, and County housing programs that make available loans and grants to build, repair or obtain adequate housing. The Wisconsin Housing and Economic Development Authority (WHEDA) provides a listing of numerous housing programs including low interest loans for first time homebuyers, home improvement loans, and tax credit programs for elderly and low-income family housing.

One of these programs is the Community Development Block Grant (CBDG) which is a federally funded program administered by the Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations, to assist local governments with housing

programs that primarily benefit low and moderate income residents. CBDG funds can be used for a wide variety of activities including owner-occupied and renter-occupied housing rehabilitation, homebuyer assistance, handicap accessibility modifications, public facility/infrastructure improvements, and special housing projects like acquisition, demolition and relocation projects.

## **Housing Demand**

### Population Trends

As indicated in the Issues and Opportunities Element of this Plan, the City of Cedarburg's annual increase in population ranges from 1.1% per year to 4.8% per year for the decades from 1960 to 2000 (See attachment B). Moreover, during the period between 1960 and 1980, the City's population growth rate was about 3.25% per year and from 1980 to 2000 the growth rate was about 1.1%. After much discussion early on, the Blue Ribbon Visioning Committee agreed to a projected rate ranging between 1% and 1.5% which reflected the slower rate of the last 20 years and that rate was generally agreed to by the Common Council and the Plan Commission. Accordingly, the projections used for this report are based on an annual increase between 1% and 1.5% and the other is a projection made by the Wisconsin Department of Administration Demographic Services. To simplify, this analysis projects a rate of growth at 1.35% resulting in a population of 15,600 that will need to be housed by the year 2025.

### Housing Trends

The trend in most communities in the State of Wisconsin, including the City of Cedarburg, is a decrease in the average number of residents inhabiting a home or apartment. This statistic is identified as *persons per household, or PPH* and it is calculated by dividing the number of residents living in occupied housing units by the number of occupied housing units. For the City of Cedarburg, persons per household have declined from 2.72 to 2.45 between 1980 and 2000. Changes in the average household size have important implications for housing and residential land use planning since it is the basic factor used to convert future population to the number of dwelling units needed by the year 2025. Accordingly, if the City's average household size were to plateau at 2.45 persons per household, an additional 1,834 dwelling units would be needed by

2025 to serve the housing needs of 15,600 persons. This translates to an average of approximately 74 new dwelling units needed per year.

### **Housing Development Environment**

Of the land devoted to urban development, no single land use demands greater acreage than residential. In 2005, over 47% of the total developed land area in the City of Cedarburg was devoted to residential uses. The City of Cedarburg has recently approved two new single-family subdivisions along the west side of Wauwatosa Road of 85 lots and 80 lots, a 52 lot single-family subdivision along the east side of Sheboygan Road south of Highway 60 and a 51-lot single family subdivision adjacent to the Interurban Trail on the east side of Keup Road. Furthermore, in 2005, the City annexed over 225 acres of land along Highway 60 and Sheboygan Road, which will be available for future development for this planning period. Since the City's Sanitary Sewer Service Area limits extend to the north and west of the City's corporate boundaries into the Town of Cedarburg, the City will need to diligently monitor development in this area to ensure that future expansion is not hindered. Accordingly, the City should continue to monitor land development through its extraterritorial plat approval authority.

### **Housing Issues Identified by the Plan Commission and the Visioning Survey**

- Encourage diverse housing options:
  - Lack of new single-family homes ranging size from 1,500 to 2,500 square feet.
  - Promote the integration of housing types for low/moderate income residents.
  - Promote independent living senior housing and assisted living.
  - Owner-occupied two-family condominiums.
- Use of Planned Unit Development zoning should be encouraged to preserve open spaces, provide smaller lot sizes and make efficient use of services.
- Encourage higher density two-family and multi-family condominiums near the downtown area.
- Single-family lot sizes should be less than 1 acre.

In providing a variety of housing options for its residents, the City of Cedarburg gives consideration to the needs and requirements of its diverse population; a population that includes

first-time home buyers, newcomers, growing families, empty-nesters, residents who want to down size and retirees. Through careful planning and good judgment, the City of Cedarburg will maintain its unique historic character and continue to foster community pride, increase its desirability and protect existing property values with appropriate zoning.

### **Conclusions – Housing Analysis**

Between 1980 and 2000, the City of Cedarburg experienced a net increase of 1,328 housing units or a 30.2% increase.

- Renter occupied units represent 34.8% of the housing stock as compared to 23.7% for the County and 31.6% for the State.
- The median value for housing in the City of Cedarburg (\$179,900) is greater than that of the County (\$177,900) and substantially greater than the State (\$112,200).
- To support the projected population increase the City will need to increase the supply of housing units by about 74 per year.

### **Housing and Residential Development Goals, Objectives and Policies**

#### Goal

Provide for an appropriate range in home sizes.

- Objectives:
  - Encourage developers to provide different types of compatible residential uses within their developments
  - Establish appropriate home sizes when considering new development opportunities.
  - Encourage appropriate residential densities for redevelopment sites in or near the downtown area to provide a customer base for existing retail uses.
  - Continue to monitor the FAR and Lot Coverage requirements to ensure that home sizes reflect the character of the City while addressing the needs of its citizens.

#### Goal

Maintain, preserve and improve the quality and integrity of existing residential neighborhoods and provide an adequate supply and choice of housing for all residents.

Objectives:

- Protect existing residential neighborhoods from intrusion of incompatible development and undesirable land use activities.
- Promote an adequate supply of owner and renter housing to serve current and future residents.
- Continue to promote safe and sanitary housing.
- Promote adequate housing to meet the special needs of the elderly, handicapped and low to moderate income residents.
- Direct future residential development to areas that can be served conveniently and economically with public utilities and community facilities and services.
- Develop programs to assist in the rehabilitation of existing substandard homes in the City in order to provide a decent and safe living environment for all residents.
- Ensure that new housing development shall take into consideration the protection of natural resources through the use of Planned Unit Development and/or conservation zoning.
- Encourage the use of redevelopment sites where streets, sewer, and water systems are already in place

Goal

Maintain housing values over time.

- Objectives:
  - Enforce residential codes and ordinances to ensure that properties are well maintained.
  - Conduct a review of the City Codes and Ordinances and consider amendments to address housing concerns.
  - Educate residents about the importance of proper yard maintenance.
- Policies:
  - The City of Cedarburg should continue its efforts to recodify the Zoning and Building Codes to provide better consistency with the Comprehensive Land Use Plan.
  - The Zoning Ordinance should continue to be monitored, updated and enforced to be able to maintain the character of existing residential neighborhoods, ensure that new

residential developments meet acceptable density standards and that they are directed to areas that are suitable for residential uses.

- New elderly and assisted care housing developments should be located in areas accessible to medical, commercial, recreational and other necessary facilities.
- Future urban use developments should be located in areas where public utilities and services can be conveniently and economically provided.
- Require low-density (35 acres/residential unit) residential development as holding zones for areas that are planned for sewer service within the City's extraterritorial plat approval jurisdiction.
- Require adequate buffer areas between incompatible uses such as residential and commercial/industrial developments.
- Promote the integration of different housing types such as single-family and two-family.
- Encourage the development of smaller homes (1,500 to 2,500sf).
- Study the impacts of development through fiscal analysis, environmental implications and impact on public services and safety, e.g. traffic, police, schools, etc.
- Annex strategically to complement existing land uses safeguarding Cedarburg's high quality of life.
- Identify "Smart Growth Areas" (i.e. redevelopment areas) and label them on the Land Use Map.

## CHAPTER 3

### **TRANSPORTATION ELEMENT**

66.1001(2)(c) Wis. Stat.:

**Transportation Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation service systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals, and programs to the state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural transportation plans, airport master plans and rail plans that apply to the local governmental unit.

#### **Transportation System**

A properly planned transportation network is necessary and vital for the efficient movement of people, goods and services. Different types of uses and intensities impose a variety of demands on streets and highways and new transportation facilities have significant affects on how adjacent lands develop. Accordingly, the coordination of land use and transportation improvements is critical for the attractive and efficient growth of a community. Streets and roads function as a connective network, dispersing traffic and offering a variety of pedestrian and vehicular routes to any destination while joining and integrating neighborhoods with surrounding neighborhoods and business centers. The system also serves as the location for utilities and storm water drainage facilities. There was an estimated 51 miles of streets and highways in the City of Cedarburg in 2007.

Street and highway system design is based on the primary function served. There are three classifications recognized: 1) arterial streets; 2) collector streets; and 3) land access streets.

Arterial Streets are defined as streets and highways which are principally intended to provide a high degree of travel and mobility, serving the through movement of traffic and providing transportation service between major suburban areas or through the area. Arterial streets and highways are 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 the City of Cedarburg has jurisdiction over the local streets within its corporate limits. Arterial streets and highways in the City of Cedarburg are shown on Map 3.1. The arterial street system should be integrated with the area-wide system. Access to abutting property from an arterial street is a secondary function and should always be subordinate to the primary function of traffic movement.

Arterial streets are typically spaced at about one-half mile intervals in high-density areas, one-mile intervals in medium density areas and two-mile intervals in low-density areas. To serve travel effectively, and to make efficient use of public resources, the arterial street system is planned as an integrated system, irrespective of jurisdictional boundaries and responsibilities for streets and highways, with consideration of existing and future traffic volumes.

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 the community or County and between the City or County to other Cities or Counties. County trunk highways (CTH) should form an integrated system with the State Trunk Highways and principally serve traffic between the community and other communities in the County. Local arterial streets serve the shortest trips, serve locally-orientated land uses, carry the lightest traffic volumes than the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within the community.

Collector Streets are defined as streets or highways which are intended to serve primarily as connections between the arterial system and the land access street system. In addition to collecting traffic from and distributing traffic to the land access streets, collector streets usually provide the same principal function as land access streets; that of providing access to abutting property. The right-of-way width and cross-section for collector streets are generally uniform throughout the City as specified in the Land Division Ordinance.



Land Access (Local) Streets are defined as streets which are intended to serve primarily as a means of access to abutting properties, principally serving the residential areas of a community. WisDot maintains a detailed database of 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 ratings, 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. Under Section 86.302 of the Wisconsin Statutes, pavement ratings must be submitted to WisDot by each community every other year. The PASER method (Pavement Surface Evaluation and Rating) is the most commonly used method in Wisconsin.

Collector and land access (local) streets should form a street system within neighborhoods determined by arterial streets or other natural boundaries. Collector and land access streets should not be extended directly through a neighborhood, or from neighborhood to neighborhood. The street system should be designed to discourage through traffic from traveling within the neighborhood, but should be designed to permit direct travel by personal vehicle, bicycle, and walking within the neighborhood.

### **Right-of-Way Width**

The right-of-way is the limit of publicly-owned land encompassing a street. The minimum right-of-way width of all proposed and existing streets shall generally be as follows:

Arterial streets	100 – 120 feet
Collector streets	80 feet
Local streets	60 feet

Recognizing that some streets and adjacent development in Cedarburg existed prior to current transportation design standards, the right-of-way widths do vary throughout the City of Cedarburg but can be modified by action of the Common Council as necessary to preserve the character of the historic development patterns of the past.

## **Congestion Measures**

Level-of-service designations are used to quantitatively measure the operational characteristics of the arterial street system. There are six levels of service corresponding to letters “A” through “F” of the alphabet; “A” describes free-flow, unrestricted traffic conditions and “F” describes a breakdown in traffic flow. At level-of-service “A” or “B”, traffic would operate during peak traffic periods without any speed reduction and with minimal average signalized intersection delays of only 5 to 15 seconds. Level-of-service “C” would experience no traffic congestion during peak traffic periods with no speed reduction and average signalized intersection delays would be about 15 seconds. There may, however, be some restrictions on lane changing and some difficulty in making left turns across traffic at driveways and unsignalized intersections. With level-of-service “D” conditions, traffic would experience a 5% to 10% reduction in travel speed from free-flow speeds, as average signalized intersection delays would increase to about 25 seconds. There would also be restrictions on lane changing and maneuverability and difficulty in making left turns across traffic at unsignalized intersections and driveways. At level-of-service “E”, traffic would be severely congested during peak traffic periods. During peak periods, traffic would experience a 10% to 25% reduction in travel speed from free-flow and average intersection delays of about 35 seconds. There would be significant restrictions on lane changing and maneuverability and significant difficulty in making left turns across traffic at unsignalized intersections and driveways. Level-of-service “F” conditions would exhibit extreme travel congestion during peak traffic periods. Traffic would experience a 25% to 70% reduction in travel speed with substantial delays at signalized intersections. Average delays to each vehicle at controlled intersections may exceed 35 seconds and could approach 120 seconds. Vehicles may have to wait through more than one traffic-signal red phase to clear an intersection.

## **Facility Inventory**

### State Highways

State highways generally carry the highest volume of traffic, have the highest degree of access control and principally carry traffic through the City and/or County. Prior to 1993, the City of Cedarburg had one State Trunk Highway (STH 57) located within its boundary. However, that was reclassified based on an analysis of traffic volume and adjacent land uses conducted in 1984, which determined that STH 57 (Washington Avenue) did not meet the criterion for a State Trunk

Highway. (See SEWRPC, Ozaukee County Jurisdictional Highway Plan, January 1993.) That study resulted in the City of Cedarburg entering into a Jurisdictional Transfer Agreement in 1993 with the State Department of Transportation which contained the provision that Wauwatosa Road would become a State Highway (STH 181) and the jurisdiction of STH 57 would shift to local control.

In 2005, the City of Cedarburg annexed just less than 300 acres located along the north and south side of STH 60 between Cedar Creek and the 5 Corners intersection. As a result of this annexation, Cedarburg now has two State highways within its jurisdiction: Wauwatosa Road (STH 181) and State Highway 60.

STH 181 (Wauwatosa Road) skirts the City on a north/south axes approximately 1.5 miles west of the downtown area and passes through urban type residential areas and rural agricultural areas. This highway provides for efficient movement of traffic for destinations in, through and beyond the City's limits. In order to protect the health, safety, and welfare of its residents and to promote the rural character of the area, the City of Cedarburg is on record as supporting only limited roadway improvements to STH 181. More specifically, the Cedarburg Common Council recommends the STH 181 intersections with Western Road and Bridge Road be designed with 12 foot travel lanes and that these intersections be controlled with stop and go lights. The roadway should otherwise be limited to two lanes; one in each direction. Raised medians be prohibited and instead corrugated concrete medians be required. A pedestrian/bicycle path should be constructed within the right-of-way along the east side of STH 181. The State Department of Transportation has plans to widen STH 60 to four travel lanes, two in each direction.

#### Primary Arterials

Traffic mobility is the major function of these roads although land access is important for the businesses and residences. Following are the primary arterials serving the City of Cedarburg: Washington Avenue, Columbia Road, and Pioneer Road. Washington Avenue cuts through the heart of the City where it serves the commercial development south of Lincoln Boulevard and the downtown business district. Because Washington Avenue serves both commercial areas and

also extends through old historic residential neighborhoods, traffic should be kept slow, with cautious movements. The annual average daily traffic volume (ADT) for Washington Avenue between Columbia Road and Bridge Road was 11,200; from Columbia Road to Hamilton Road was 16,400; and Hamilton Road to Lincoln Boulevard was 17,400 in 2001. Columbia Road, connecting downtown Cedarburg with the Village of Grafton, had an annual average traffic count of 7,700 from Washington Avenue to Keup Road and 12,200 east of Keup Road in 2001. Pioneer Road serves as the link from Cedarburg to I-43 and beyond to the City of Milwaukee. In 2001, the ADT for Pioneer Road between STH 181 and Washington Avenue was 9,500 and east of Washington Avenue was 9,100.

### Secondary Arterials

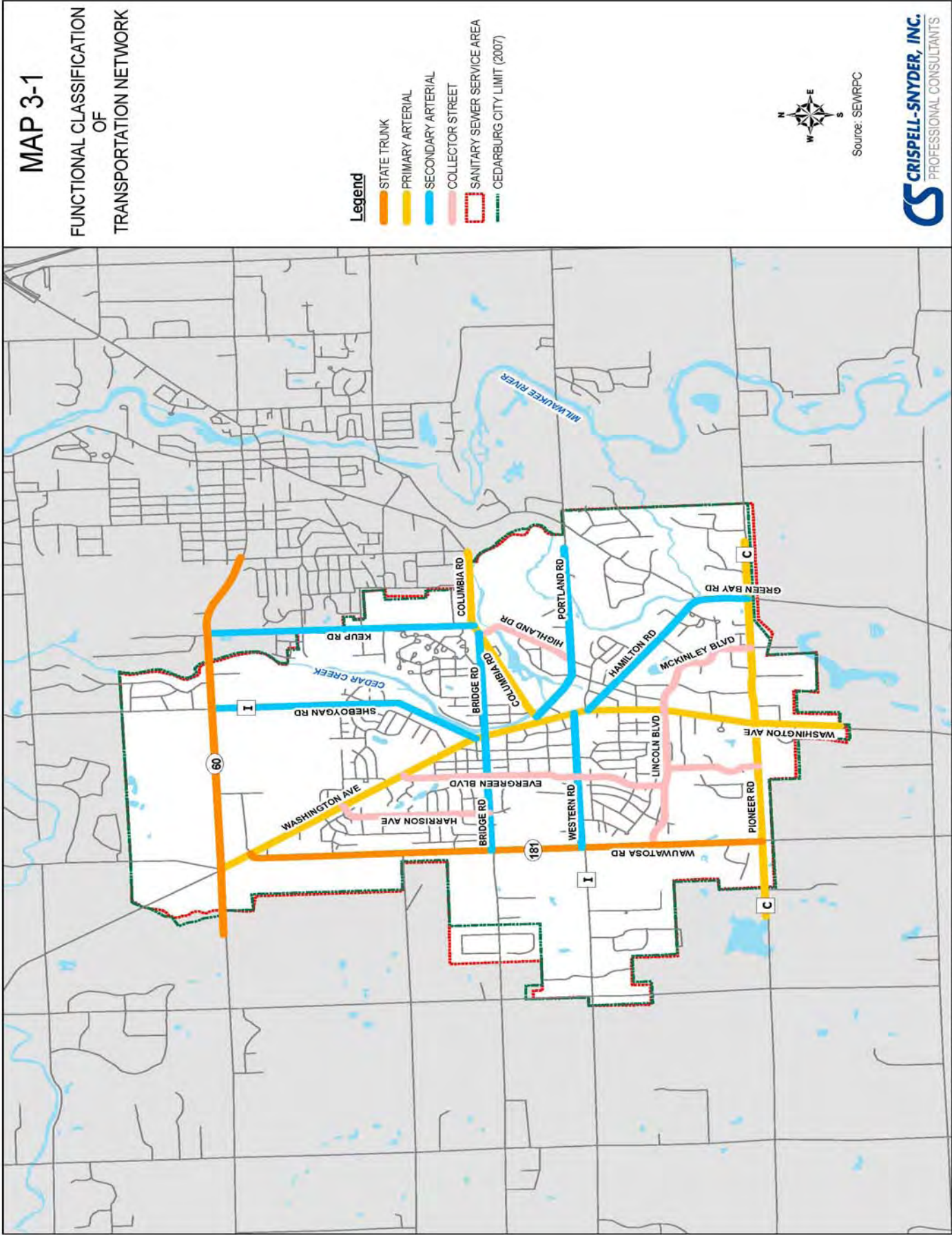
Traffic mobility is a major function of these roads; however, land access is important for businesses and residences. Bridge Road, Western Road, Sheboygan Road, Keup Road, Hamilton Road and Portland Road are considered secondary arterials. Bridge Road and Western Road serve as major east/west links to and from the City for traffic heading to STH 181 or further to the west. Sheboygan Road and Keup Road are the major links to and from STH 60 and north, east or west thereof.

### Collector Streets

Collector streets are intended to serve primarily as connections between the arterial street system and land access streets. They also perform a secondary function of providing access to abutting properties. These include Evergreen Boulevard, Lincoln Boulevard, McKinley Boulevard, Harrison Avenue and Highland Drive.

### Local Streets

The primary function of local streets is land access. The remaining roads are classified as local streets.



### Pedestrian & Bicycle Facilities

Sidewalks and pedestrian trails are very important to the City of Cedarburg as they provide a passive form of connectivity throughout the City. Sidewalks in particular provide a safe and healthy way for pedestrians to travel anywhere in the City as they exist on both sides of all streets throughout the City. Pedestrian/bike trails are generally found along the more rural arterials and the Interurban Trail cuts through the center of the City within the WEPCO right-of-way. The City's pedestrian trail system is intended to interconnect with the Town of Cedarburg's more rural trails to provide passive connectivity between these two communities.

To ensure pedestrian safety, the City of Cedarburg promotes programs such as "Cedarburg STOPS For Pedestrians" which recognizes that motorists and pedestrians share access to the public right-of-way and requires the operator of a vehicle to reduce speed, or stop if necessary, to avoid endangering, colliding with or interfering in any way with pedestrians. Furthermore, to provide added safety for pedestrians, Cedarburg has introduced certain restrictions on semi-trailer truck traffic traveling through Cedarburg on Washington Avenue and Columbia Road where sidewalks are close to travel lanes. Instead, semi-trailer truck traffic is directed to State Highway 60, Wauwatosa Road and Pioneer Road where traffic is diverted around the center of the City.

In order to effectively maintain the quality of its sidewalks, the City has a sidewalk replacement program in place which requires the City Engineering Department to inspect up to 20% of the City's sidewalks, on an annual basis, to determine whether sidewalk repair or replacement is necessary. Where needed, repairs and/or replacement take place annually.

One of the most popular trails in the City is the Ozaukee Interurban Trail which cuts through the heart of Cedarburg along the same route as the former Interurban railway. That railway served as a mass transit system connecting Sheboygan and Ozaukee Counties with the City of Milwaukee in the early 1900's. The Interurban was established in 1905 when the right-of-way was acquired by the Milwaukee Electric Railway and Light Company for development of an improved rapid transit system from Milwaukee to Sheboygan. The Northern Route, the interurban electric railway from Milwaukee to Sheboygan, had stops in the mostly rural communities of Brown

Deer, Thiensville, Cedarburg, Grafton, Port Washington, Belgium, Cedar Grove, Oostburg and Sheboygan. This system operated for years before finally discontinuing in the 1950's.

The Ozaukee Interurban Trail is a 30-mile paved trail that spans the entire length of Ozaukee County. The majority of the trail is off-road and perfect for family enjoyment. The trail connects the communities of Mequon, Thiensville, Cedarburg, Grafton, Port Washington and Belgium by using the existing right-of-way owned by We Energies. The trail can be used as a commuter route for employment, businesses, industry and commerce. Unlike many recreational trails in the State of Wisconsin, use of the Ozaukee Interurban Trail is free for everyone. The trail is intended for year round uses, such as biking, in-line skating, walking, running and cross-country skiing. Motorized vehicles and horses are not allowed on the trail. The trail route connects historic downtowns with natural landscapes. Views along the trail include hardwood woodlands, wetlands, farmlands, Cedar Creek, the Milwaukee River, Lake Michigan and it is designated as a "Great Wisconsin Birding Trail."

### Bridges

There are four vehicular bridges and two pedestrian bridges in the City of Cedarburg. The vehicular bridges include the Bridge Road bridge, the Columbia Road bridge, the Highland Avenue bridge and the Portland Road bridge. The pedestrian bridges include the Interurban Bridge which crosses Cedar Creek in the downtown area and the City Park bridge crossing Cedar Creek for park access. The Official City Map also identifies one future pedestrian bridge over Cedar Creek to be located at West Highland Drive approximately ½ mile south of Highway 60. These bridges are inspected annually and while Ozaukee County covers the costs of these inspections, it is the responsibility of the City of Cedarburg to conduct the preventive maintenance as stated in the inspection reports. Following is a description of the City bridges:

- The Bridge Road bridge was reconstructed in the fall of 2002 as part of a public works project that included the replacement of the deteriorate bridge deck, sidewalks, parapet walls and the east wing walls. During the construction process it was discovered that the stone arch base structure was also in need of attention to stabilize it as the stone work of the arches were beginning to separate. Because of this, it was decided that additional

maintenance work was needed and as a result, the arch base was tuck pointed and reinforced with tie rods. The Bridge Road bridge is now structurally sound and with proper maintenance should remain safe and usable for years into the future.

- The Columbia Road bridge, located east of the Washington Avenue/Columbia Road intersection, was one of the first to cross Cedar Creek and consequently is near some of the most photographed sites in the City. Its current substructure was constructed in 1949 after the original bridge was determined to be inadequate to support the changing automobile industry and the ever increasing traffic counts. The bridge was reconstructed with new approaches and a new deck in 1988. This bridge is perhaps the most important bridge in the City as it is part of a major arterial system that supports traffic movements through historic areas of Cedarburg to Grafton and destinations beyond.
- The Highland Road bridge is located adjacent to Columbia Mill Dam just east of the Columbia Road/Bridge Road/Highland Road intersection. This stone arch bridge was constructed in 1939 with WPA funds. It is a major connection for those areas located south and east of Cedar Creek.
- The Portland Road Bridge is located at the east end of City Park where Portland Avenue crosses the old tail race from Ruck Dam as it winds around to reconnect with Cedar Creek. This bridge is a simple box culvert with a decorative stone wall along the south side of Portland Avenue and a less impressive masonry wall along the north side.

### **Existing Public Transit System**

Public transportation provides a means of travel for people by publicly owned and 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. Certain segments of the population may be expected to have a greater dependence on public transit because they have more limited access to the automobile as a mode of transportation than the general public. Five transit-dependant groups have been identified which include: 1) school age children, 2) aged individuals, 3) persons of low-income households, 4) households with no vehicles, 5) disabled individuals.



Cedarburg is served by the Ozaukee County Transit Service, the Ozaukee County Express Bus and the Ozaukee County Taxi System.

On August 5, 1996, Ozaukee County and the Ozaukee County Transportation Management Association initiated operation of a new, publicly-subsidized bus service between Ozaukee County and central Milwaukee County. The basis for the new express bus service was set forth in the commuter bus element of the first Ozaukee County transit system development plan which recommended establishment of a commuter bus route and a system of connecting shuttle routes to transport workers between central Milwaukee and Ozaukee County employment centers. Ozaukee County established a second component of its public transit system, the Ozaukee County Taxi System, in 1998 to provide local, shared-ride taxicab service throughout the County.

#### Other Public Transit Services

The Milwaukee County Transit System is important to the operation of the Ozaukee County Express Bus System as many of the routes connect with Route No. 143 and provide service to and from the home for the daily work trips made on the Ozaukee County bus and shuttle services. Specialized transportation services for aged and disabled individual are also provided in the County by a number of public and private nonprofit agencies and organizations, by private medical facilities and by private, for-profit transportation companies. These are typically provided based on demand rather than on a fixed schedule.

#### Former Public Transit Services

The Milwaukee Electric Railway and Light Company owned and operated an interurban electric railway linking Milwaukee to many of the surrounding communities to as far north as Sheboygan from its inception in 1905 to the end of operation in 1951. During its operation, this interurban line was an important means of transportation for a work force that lived along its route to jobs in Milwaukee. It was made famous for transporting African-American blues musicians to the main recording studio for Paramount Records recording label in Port Washington and ultimately in Grafton.

### Interregional Public Transportation

Rail, bus, ferry and airline carriers provide City of Cedarburg residents with public transportation service between the Southeastern Wisconsin Region and cities across the country.

#### Rail Service

As a result of a railway engineer's decision to locate the Milwaukee-to-Green Bay rail line close to the settlement of Cedarburg in 1870, the City of Cedarburg had an important developmental advantage over the older community of Hamilton. This led to the steady decline in growth for Hamilton and only with increases in mobility did that decline cease. Currently, intercity passenger train service in the region is provided by Amtrak over Canadian Pacific Railway tracks, with stops at the downtown Milwaukee Amtrak depot and Sturtevant in 2001. In January 2005, Amtrak service to General Mitchell International Airport began. Amtrak operates six weekday trains in each direction between Milwaukee and Chicago and one weekday train in each direction between Milwaukee, St. Paul – Minneapolis, Chicago and Seattle. Commuter rail service is provided between Kenosha and Chicago by Metra's Union Pacific North line with intermediate stops between Kenosha and downtown Chicago in northeast Illinois north shore suburbs. Studies are underway to potentially extend Metra service from Chicago/Kenosha to Milwaukee.

#### Bus Service

Intercity bus services are currently provided by four carriers. However, none of the buses make stops in Ozaukee County. Badger Coaches provide daily round trips between Madison, downtown Milwaukee and General Mitchell International Airport. Services provided by Greyhound, in Southeastern Wisconsin, is centered in Milwaukee, which the carrier used as a regional hub at which passengers had the opportunity to transfer between buses. Greyhound operates a route between Milwaukee and Green Bay with stops in Manitowoc and Oshkosh. Daily service provided by Lamers Bus Lines includes one bus trip in each direction between Milwaukee and Wausau with a stop in Appleton. Weekday service provided by United Limo includes 11 round-trips between Goerke's Corners in Waukesha County and Chicago O'Hare International Airport, with stops in downtown Milwaukee and at General Mitchell International Airport.

### Ferry Service

There is Lake Michigan cross-lake ferry service available between Milwaukee and Muskegon, Michigan and between Manitowoc and Ludington, Michigan. Both ferry services operate during the months of May through October of each year.

### Air Service

Milwaukee's General Mitchell International Airport is located approximately 30 miles to the south and is the largest scheduled passenger service airport in Wisconsin. The sixteen airlines that serve this medium-hub airport provide nonstop and indirect service to approximately 90 cities nationwide, with an average of 220 daily arrivals and departures. Timmerman Airport is a general aviation facility located on the northwest side of Milwaukee. It serves as a "reliever" airport for General Mitchell International. Grob Field, a small private airport, is located in the Town of Cedarburg along the north side of Highway 60 west of Highway I and serves recreational flight.

### **Transportation Issues Identified by the City of Cedarburg**

- Create a City Road Plan and establish a traffic study format with allowances for annual review.
- Reconcile zoning and land uses to prohibit development that adds undesirable weight and volume to existing roads.
- Be careful in giving up control of roads within the community that could affect control of its uses and the City's destiny.
- Work to maintain influence over Wauwatosa Road and State Highway 60 to guarantee community input in the future.
- Engage "traffic calming" road designs and discourage internal pass-through commuter traffic.
- New road construction should be networked with existing roadways to ensure connectivity.
- Bike paths shall be an integral part of the City's transportation system.

## **Transportation Goals, Principles and Standards**

In addition to the Goals, Principles and Standards listed below, the City Common Council endorses the new design year 2025 Regional Transportation System Plan and integrates the recommendations of the plan into the City's planning, regulatory and other activities related to transportation.

### Goal

Provide a transportation system which is economical and maintained in a timely planned manner.

- Objectives:
  - In accordance with State law, the City should continue using PASERWARE to evaluate all roads in the City to update ratings as required.
  - Use the City of Cedarburg Capital Improvements Plan and Budget to coordinate annual road improvements and maintenance.
  - Periodically review the Transportation Network Map provided in this Chapter to ensure that it accurately reflects changes indicated on the Official City Map and current development plans.

### Goal

Maintain a multi-modal transportation system which will effectively serve the existing land use pattern and promote the implementation of the Comprehensive Land Use Plan.

- Objectives:
  - Provide off-road alternative pedestrian and bicycle routes for recreation and transportation.
  - Increase public awareness of public transportation services.
  - Coordinate with adjacent communities and the County to provide a viable public transportation network where feasible and appropriate.

### Goal

Balance the roadway needs of through-traffic commuters with the needs of the adjacent neighborhoods to minimize disturbances and adverse impacts on the neighborhoods.

- Objectives:
  - Apply traffic calming techniques where appropriate.
  - Preserve existing trees and plant new ones along all roadways.
  - Continue to separate the traveled portion of the road from pedestrian and neighboring properties.
  - Direct the flow of general truck traffic to those roads most suitable and away from residential areas.

#### Goal

Provide a transportation system which reduces accident exposure and provides for increased travel safety and personal security.

- Objectives:
  - Control access along arterial and collector streets by enforcing the access requirements of the Land Division and Subdivision Code.
  - Maintain street paving in good condition.
  - Make sure that roadway design and capacity standards are appropriately related to road function.

#### Goal

Provide bicycle and pedestrian ways that reduce accident exposure and ensures increased safety and personal security.

- Objectives:
  - Bike and/or pedestrian paths should be encouraged in all new development.
  - Continue the sidewalk replacement program to ensure safe pedestrian travel.
  - Coordinate efforts with Ozaukee County to ensure proper maintenance of the Interurban Trail system.
  - Provide adequate directional signage along the City's trails.
  - Continue to invest in programs to ensure safe and health conditions for pedestrian traffic.

- Principles
  - An integrated multi-modal system connects major land use activities within the City, providing the accessibility essential to support those activities. Through its effect on accessibility, the City's transportation system can be used to encourage development in desirable locations and to discourage development in undesirable areas.
  - Total transportation cost for the desired level of service should be minimized. Undue investment in transportation facilities and service must occur at the expense of other public and private investments.
  - A flexible, intermodal transportation system is necessary to provide an adequate level of service to all segments of the population and to support essential economic and social activities. The City's transportation system consisting of arterial, collector and local streets, highways, public transit facilities, bicycle and pedestrian facilities can be located and designed to be readily adaptable to changes in transportation technology.
  - Adverse effects on the natural environment, air pollution, water pollution and the loss of natural habitat can be minimized through proper location, design and operation of the transportation system.
  - Every attempt should be made to reduce both the incidence and severity of accidents.

### **Specific Recommendations**

- State HWY 181 intersections with Bridge Road and Western Road should be designed as follows:
  - Require 12 foot travel lanes.
  - Prohibit raised medians and instead require corrugated concrete medians similar to those at the Friestadt Road/Wauwatosa Road intersection.
  - Require stop and go lights at each intersection.
  - Require bicycle/pedestrian path on east side of Wauwatosa Road between Western Road and Bridge Road.
  - Require curb and gutter on east side of Wauwatosa Road to allow bicycle/pedestrian path to be constructed fully within the road right-of-way.
  - Work with the Cedarburg School District to open access road between Webster School and the High School.

- Wauwatosa Road should remain a two lane road except at the intersections as noted above.
- The number of driveway cuts should be held to a minimum along Primary Arterials (i.e. Washington Avenue, Pioneer Road, Columbia Road).
- The City should continue to work on establishing a riverwalk along Cedar Creek between Bridge Street and Cedar Creek Park.

## CHAPTER 4

### **UTILITIES AND COMMUNITY FACILITIES ELEMENT**

66.1001(2)(d) Wis. Stat.:

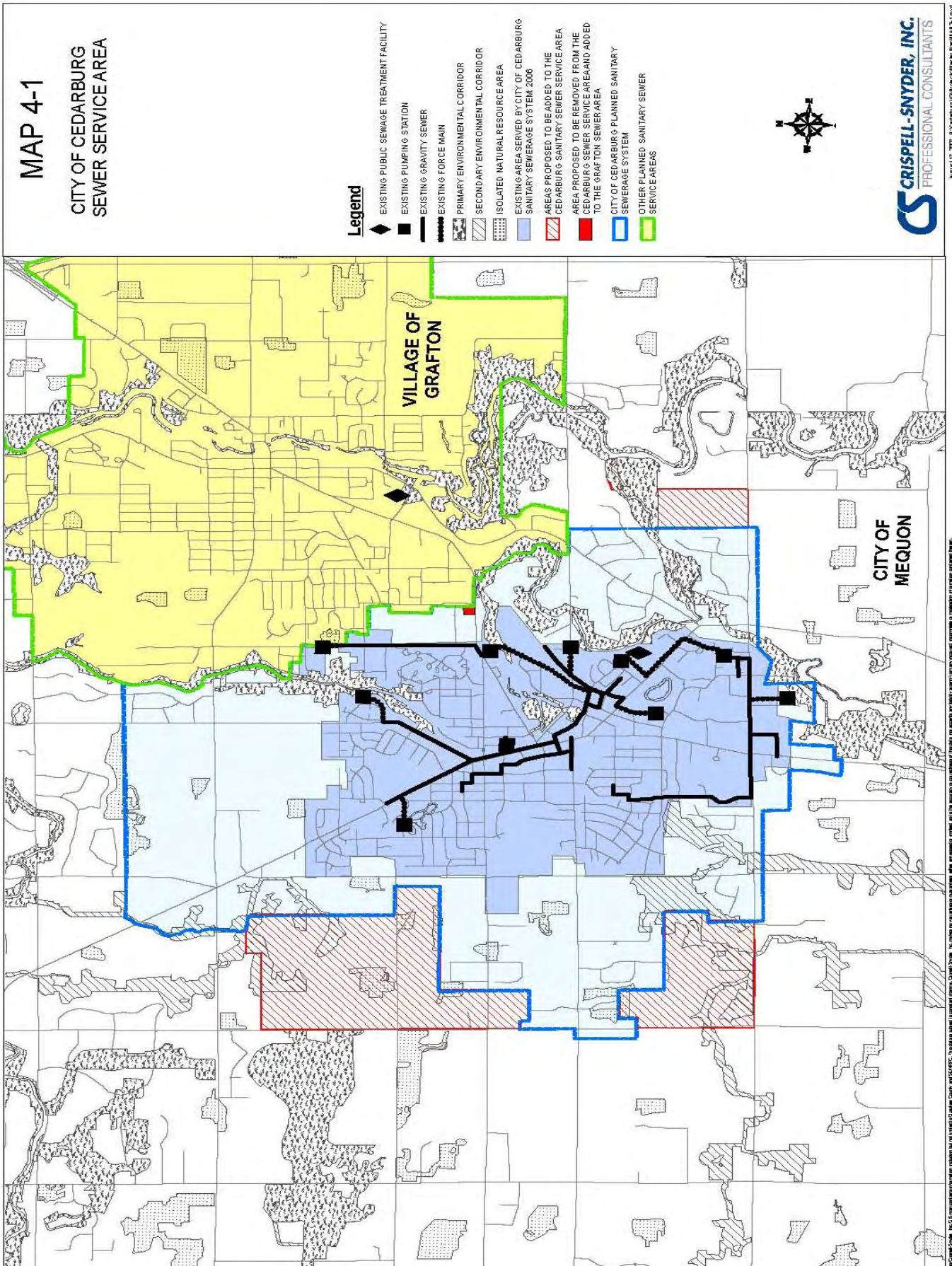
**Utilities and Community Facilities Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, onsite wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, child daycare facilities, power-generating plants and transmission lines, cemeteries, health care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and community facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

#### **Public Utilities Inventory**

##### **Sanitary Sewer Service Area**

The Southeastern Wisconsin Regional Planning Commission adopted an areawide Water Quality Management Plan for Southeastern Wisconsin in 1978. The plan is aimed at achieving clean surface waters within the seven county southeastern region of the State and includes recommended sanitary sewer service areas for each treatment facility in the region. The initial sanitary sewer service areas were based on the urban land use configuration identified in the Commission's adopted Regional Land Use Plan for the year 2000. In order to properly reflect local planning considerations, the sanitary sewer service areas were refined in cooperation with local units of governments. The current boundaries of the Sewer Service Area for the City of Cedarburg are shown on Map 4-1 below.





### Wastewater Treatment

The Cedarburg municipal sewerage system was installed in 1921 and 1922 along with the water works. Initially, there were two plants which consisted of two-story sedimentation tanks called Imhoff Tanks. They gave a rudimentary-type treatment which consisted of separation of liquids and solids, but not to the level of treatment available in Cedarburg today.

In 1973, the activated sludge plant came on line with a more sophisticated mode of operation – biological treatment. The oxidation ditch, started in 1988, takes this farther still, being able to naturally remove nitrogen. The living bacteria/protozoal mass biodegrades the sewage to the point where the solid residue or biosolids are spread on farm fields and the clear oxygen-enriched effluent is discharged into Cedar Creek easily meeting the effluent limits imposed by the Wisconsin Department of Natural Resources.

In 1993, the Wastewater Division of the Department of Public Works took over the cleaning and maintenance of the collection system as well as the plant and lift stations. All of this managed and maintained by one superintendent, five operators and a collection system technician. Through some automation at the oxidation ditch plant, the City is able to handle the workload on one shift instead of two.

In 1996, a remote septage receiving station was added on Pioneer Road to better facilitate acceptance of holding tank waste. This allowed the plant to better process this wastewater and has received favorable acceptance by the haulers. In 1998, the second Discharge Permit was issued from the Department of Natural Resources. A permit to discharge is issued for a five-year period. Plant improvements for producing better biosolids were installed in 1998. In addition, a better biosolids loading station was built and the remote 180-day biosolids storage tank was operational in the fall of 1999 under a private sector contract.

In 1999, the disinfection process for the effluent was converted from chlorine to ultraviolet light eliminating two deadly gases – chlorine and sulfur dioxide. In addition, a new storage garage was constructed and the City's largest organic loading, Marigold Foods, Inc., started pretreating their waste.

### Light and Water Utility

- Electric

Cedarburg Light & Water is a locally owned and operated electric utility serving over 5,900 customers. This utility was founded by the citizens of Cedarburg more than 100 years ago when the City's early founders voted to establish their own City-owned utility to provide light to its downtown area and to local residents. While a lot has changed over the years, the focus of Cedarburg Light & Water has not. Today this utility remains focused on offering its customers electric rates that are among the lowest in Wisconsin. A seven person Utility Commission, appointed by the Mayor, oversees the operation of the utility.

In the late 1970s, a group of Wisconsin communities served by local municipal electric utilities was facing a series of large, wholesale rate increases imposed by investor-owned companies that supplied the local municipalities with electric power. To gain control over their power costs, the communities joined forces in 1980 to form Wisconsin Public Power, Inc. (WPPI), the State's first municipal electric company. Cedarburg was one of the founding members. WPPI gives member utilities power supply independence, increased bargaining power and economies of scale. It can help WPPI members in the acquisition of electric power and related resources needed to provide their customers with safe, reliable and economic electric power and energy.

- Water

Cedarburg Light and Water has seen a slow and steady decline in water usage over the last 15 years. As a result, the maximum daily pumping needs in 2004 have been slightly above 2.2 million gallons per day which is down from 3.2 million gallons per day experienced in the late 1980's. Actual system capacity is estimated at about 3.5 million gallons per day, but factors such as dry weather and declines in the water table can affect that number. It can, therefore, be assumed that Cedarburg has approximately 1.2 million gallons per day of excess capacity, or 55% above the City's existing daily peak use. Assuming a 1.5% growth rate, this provides 20+ years of capacity in the existing water system. Cedarburg Light & Water is currently looking for a future well site along the

north side of Pioneer Road east of the Milwaukee River which will be needed to serve its customers in the future.

There are five existing deep wells in Cedarburg reaching down to the Niagra-Platville-Trenton aquifers in the limestone formation.

Well #1 is located along Mequon Street next to the firehouse. This well was drilled in 1922. It is approximately 1,210 feet deep and pumps 625 gallons per minute (GPM).

Well #2 was located near Fair Street and due to low output it is no longer in use.

Well #3 is located along Western Road next to the water tower. This well was drilled in 1955 to a depth of 1,000 feet and pumps 900 GPM.

Well #4 is located along Wauwatosa Road near the Sherman Road intersection adjacent to the blue million-gallon reservoir. This well was drilled in 1965 to a depth of 1,200 feet and pumps 600 GPM.

Well #5 is located on the north side of Lincoln Boulevard behind the Westlawn grade school. This well was drilled in 1966 to a depth of 1,000 feet and pumps 625 GPM.

Well #6 is located along Harrison Avenue near the high school football field. This well was drilled in 1986 to a depth of 700 feet and pumps 700 GPM.

Cedarburg residents and businesses use almost 500 million gallons of water each year. To ensure a safe water supply, the water is treated through a process approved by the State of Wisconsin Department of Natural Resources which includes the introduction of the three components listed below:

- Sodium Hypochlorite disinfects the piping between the well pumps and the interior home plumbing.
- Fluoride, at a level of 1.0 to 1.5 parts per million, helps combat childhood tooth decay.
- Orthophosphate controls mineral build-up in the water pipes. It also creates a barrier between the piping and the water; helping to prevent minute amounts of lead and copper from being deposited into the water from the services laterals and interior home plumbing.

### Storm Water Drainage Facilities

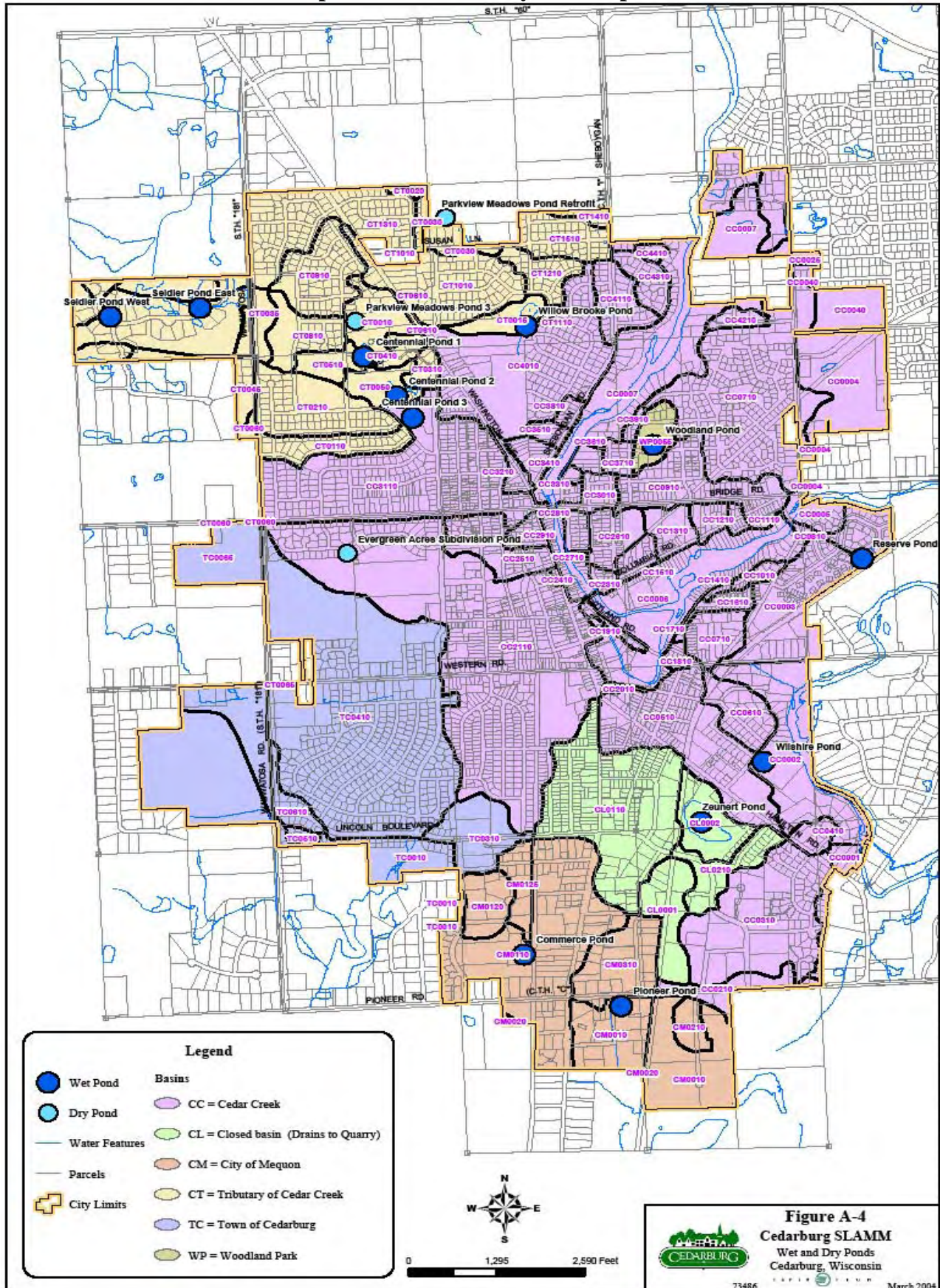
Title 14 of the Cedarburg Code of Ordinances designates the Department of Engineering and Public Works to administer and enforce the Stormwater Management regulations. The purpose and intent of the Stormwater Management Ordinance is to prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to stormwater runoff by:

- Regulating long-term, post-construction stormwater discharges from land development activities.
- Controlling the quantity, peak flow rates and quality of stormwater discharges from land development activities.
- Managing stormwater to protect, maintain and enhance the natural environment; diversity of fish and wildlife; human life; property; and recreational use of waterways.

To assist the City of Cedarburg in carrying out its responsibilities regarding controlling non-point source pollution into the Cedar Creek Watershed, Woodward-Clyde Consultants were hired in 1994 to create the “Storm Water Management Plan City of Cedarburg Districts 2, 4, and 7.” The purpose of the plan was to analyze the current stormwater runoff conditions for the control of negative water quality and quantity impacts. A second phase to the comprehensive analysis of the City’s stormwater management needs was conducted by Rust Environmental and Infrastructure Consultants in 1997, which encompassed the remainder of the City’s drainage basins. See Map 4.2 which identifies the City’s stormwater conveyance system and detention areas. These studies, coupled with the adoption of the City’s Stormwater Management Ordinance in 2004, are critical in guiding the City’s storm water management program.



Map 4-2 Stormwater System Map



### Solid Waste Disposal and Curbside Recycling

The City of Cedarburg has contracted with United Waste Systems, a division of Waste Management, to provide weekly curbside recyclable pickup for its citizens and businesses. Waste Management also has the City's contract to provide weekly garbage collection for the citizens of Cedarburg. Commercial buildings may receive these services through the City or contract on their own for garbage pickup.

Residents may use the Town of Cedarburg's composting facility at 1293 Washington Avenue for grass clippings, garden vegetables and leaves. The City provides limited curbside brush chipping service beginning the first Monday of each month during April through October. For waste oil disposal, the City's drop-off center is located at W59 N306 Johnson Avenue.

### Corporate Utilities

- Natural Gas

Natural gas is available throughout the City of Cedarburg from the Wisconsin Gas Company.

- Telephone Service

Local telephone service is provided primarily by SBC. Long distance, cellular and other specialized phone service is also available from a number of private firms.

- Cable Television

Cable television is provided through Time Warner, which provides analog and digital cable service. In addition, Time Warner provides high speed internet access through existing cable lines.

### **Analysis of Public Utilities' Needs**

To maintain the public health, economy and natural resource base of the City of Cedarburg, public utilities and services must be adequate for existing and future development. In addition to providing an inventory of existing public utilities in the City, this section is intended to indicate the need for expanded or new utilities.

### Sewage Collection System

The Sewer Service Area for the City of Cedarburg and the Land Use Element of this Plan includes future growth areas that are not currently served by sanitary sewers. These areas include undeveloped lands, developed residential areas and developed scattered properties generally located in the Town of Cedarburg near the City's north and west limits. In 2001, a plan was prepared by McMahon Associates, Inc. to be used as a guide to extend sewers throughout the Sewer Service Area within the City of Cedarburg. The plan divides the future service areas into nine drainage basins and the system plan has been laid out to minimize the use of lift stations and to limit the depth of sewers to no more than 25 feet. As development occurs, the final layout of the sewer system will be determined.

### Wastewater Treatment Plant

In June of 2003, the Wastewater Treatment Plant Discharge Permit was renewed for another five years which will bring the City to the twenty-year mark for the current plant. There were no limit reductions and the City will continue to be able to operate with this permit for some time. In 2000, the City purchased 100 acres of land located along the north side of Pioneer Road (CTH C) at the confluence of the Cedar Creek and Milwaukee River for a new regional treatment plant. When constructed, this plant will serve as the City's treatment facility for 25 years or more into the future, depending on the regulatory requirements, technology changes and growth.

### Municipal Water System

As the final phase of TID #2 develops and to serve future development north and west of the City, it is understood that a new elevated water storage tank will be needed. To accommodate the elevated tank, this plan identifies a site to support that tank at a high point within the future business park near the west property line of the former Kohlwey property. Depending on whether or not the City adopts an ordinance requiring sprinklers systems for new non-residential development, this elevated tank will be sized to hold between 450,000 and 750,000 gallons.

The City Light & Water Utility has also identified two properties that could potentially serve as the site of a future well. One site is located along Wauwatosa Road within the developing Prairie



View Subdivision at the southwest corner of Western Road and Wauwatosa Road and the other is at the Zarling site on Pioneer Road.

### Municipal Power Service

In 2004, the Cedarburg Light & Water Utility upgraded its electrical system by building a new power plant substation which resulted in added capacity, and enhanced reliability. The new substation is located southwest of the south end of Doerr Way. This upgrade was necessary because the system was near its capacity of 30 megawatts and the upgrade raised that capacity to 112 megawatts. Now, in the worst case situation where one transformer is out, the utility would continue to have a capacity of about 60 megawatts (first contingency outage). Based on a 1.5% electric growth rate, the new system (with the first contingency outage) will provide for approximately 50 years of growth for the City.

In 2006, the Utility upgraded the existing power plant substation located immediately south of the Fire Station on the east side of Cedar Creek to provide for more reliable service to its customers. This upgrade resulted in the replacement of two 1940 transformers with one smaller more efficient transformer.

Two power plant substations will be retired in the near future. These include the substation adjacent to the police station which could be converted to an impound lot/storage area and the substation at the west end of Layton Avenue.

## **Community Facilities and Services**

### Community Center Complexes

- City Hall – In 1987, the municipal offices moved to its current location at W63 N645 Washington Avenue. This building was constructed in 1908 and served generations of local students as Cedarburg's first High School. It continued to serve the educational needs of the Cedarburg into the 1960s and then sat vacant or underused for years until the Common Council undertook a preservation/ renovation effort to convert it into municipal offices. It is one of three former school buildings – the Lincoln Building, the gymnasium and the Washington Building – which comprise the Community Center Complex. The

Washington building was selected to serve as the “new” City Hall because of its prominence in the heart of downtown Cedarburg and that it made a logical transition from public education to public service use. The renovation and reuse of this building has resulted in approximately 13,000 square feet of space for Cedarburg’s municipal offices which will serve the City of Cedarburg well into the future.

- Senior Center – The Senior Center is located in the Lincoln Building which was constructed in 1894 and originally served as Cedarburg’s grade school. Because it has remained in public ownership and has continuously been in use, it is remarkably well preserved. The Lincoln Building currently serves as Cedarburg’s Senior Center and also supports limited educational/services uses upstairs. However, due to handicap accessibility issues, the building is not utilized to its full extent.
- The Gymnasium – Athletic activities had traditionally been held in the old Turner Hall located at the corner of Washington Avenue and Turner Street. In 1935, a referendum was approved to construct a new \$77,000 gymnasium, pending a \$35,000 grant from the federal government. The “new” Gymnasium was built in 1938-39, facing Washington Avenue with WPA grant money. The gymnasium continues to be used for recreational and community activities. Turner Hall was razed and is now the site of a bank.

### Police Station

The Cedarburg Police Department was established in 1885 and has become a progressive, community-oriented agency, serving a community of approximately 11,000 residents. Currently, the Department consists of twenty sworn officers and ten civilian employees who are committed to providing the highest quality of police service.

Unlike their original facility, the Cedarburg Police Department operates from a new state-of-the-art, \$4.4 million dollar police station that sits on a 3.5-acre site located south and east of the Wauwatosa Road and Western Road intersection. Originally, however, the police station was much smaller with the first jail being a single room in the basement of Turner Hall. This jail was mainly used to lockup a stranger overnight for disturbing the peace after imbibing too much at a

local tavern. In the 1930's, the Old Firehouse on Madison Avenue was renovated as a W.P.A. project to include an office and jail. This facility served their needs until 1969 when the City constructed its first true police station on Hanover Avenue. The new police station included a court/meeting room, photographic facilities, dispatch facilities and a shooting range that continues to be used to this day. This station served their needs until the spring of 2000 when the Police Department moved into the current building. With the new police station, the City Police Department has sufficient space to meet their needs throughout this planning period.

### Fire Station

The Fire Department has served both the City and Town of Cedarburg on a volunteer basis since 1866. This Department currently has 71 active members who provide firefighting and EMS functions while another 150 passive members help with fundraising and non-emergency efforts. The service area covers approximately 33 square miles with a population of about 15,000.

The Cedarburg Fire Department owns and operates a 20-acre fairground where various fundraising efforts have generated enough money to purchase most of their own firefighting equipment and to finance an addition to the fire station.

In 2005, the Town of Cedarburg constructed a new satellite fire station northeast of the 5 Corners intersection on Covered Bridge Road on property owned by the Town. This station is necessary to provide adequate fire protection service for the new growth in the Town and during special events when access to and from the downtown fire station is disrupted.

This Department provides an active public educational program with, among other things, the Survive Alive House where children are taught to survive home fires. As previously noted, the money to pay for this equipment was raised through fundraising events at the Firemen's Park. As of 2004, the following is an inventory of Cedarburg's fire trucks:

- Rescue Squad 151 - Rescue Squad 151 is a 2000 freightliner chassis with a Medtech body, powered by a 250 horsepower Cummins Engine. Squad 151 was put into service in March 2000 and is almost a twin to Squad 152. This Squad has the latest medical equipment.

- Rescue Squad 152 – Rescue Squad 152 is a medium duty squad used for transporting patients to area hospitals. This squad is a little bigger than a normal transport vehicle and it has all the latest EMS equipment. It was put into service in January 1997. Built on a medium size chassis, the Department feels that they can get another 5 years of service before replacement is needed.
- Rescue Squad 153 – Rescue Squad 153 is a 1991 Pierce on a Lance chassis. It has a 350 horsepower Detroit Diesel engine and is equipped with a generator for emergency lighting, the jaws-of-life and other extrication equipment. This vehicle is used for motor vehicle and industrial accidents as well as for firefighting.
- Vehicle 154 is a 1996 GMC Yukon 4-door, 2wd truck with a 350 V8 automatic. It is used for fire inspection, a command vehicle and school transport.
- Vehicle 155 is a 2004 Chevrolet 2500 HD 4X4 crew cab with a Duramax Diesel and an Allison automatic transmission. It is used to haul equipment, tow trailers and school transport.
- Grass Fire Unit 157 - Grass Fire Unit 157 is a 1989 four wheel drive, 1 ton pickup truck. It has a 454 cubic inch, fuel-injected V8 engine and a centrifugal single-stage 135-gallon per minute Darley pump. It also is equipped with a 200-gallon capacity water tank.
- Ladder Tower Engine 159 – Engine 159 is a 1988 Pierce Arrow, 4-door cab ladder tower truck with a 105-foot aerial platform. It is equipped with a 1,500gpm pump but does not carry water. It carries all of the tools and equipment necessary to operate as a “truck company” on emergency calls. The onboard 12kw generator provides sufficient power to provide emergency lighting and to operate electrical tools and equipment. Ladder Tower Engine 159 has the ability to operate with up to 800 pounds of weight at the tip and can perform at 5 degrees below the level of the truck. This aerial platform also has a “prepped” waterway which allows the apparatus to be quickly placed into operation as an elevated master device which can provide flows up to 1,000gpm of water. The truck was rebuilt in 2000 and now has an interlock safety ladder system.
- Raised Roof Pumper Engine 161 – Engine 161 is a 1984 four wheel drive Seagrave, 4-door raised roof pumper. It also has an all wheel drive system, a 1,500gpm pump with a 750 gallon water tank and it carries 20 gallons of fire retardant foam. The truck has a

12kw generator to provide emergency lighting and carries all of the necessary tools and equipment for emergency operations.

- Engine 162 – Engine 162 is a 1979 Pierce with a Hendrickson Fire Marshal 5-person canopy cab. It was rebuilt in 1997 with a 4-door raised roof Pierce Arrow Cab. The Engine has a 750 gallon water tank and 1,750gpm pump. Its primary purpose is to serve as a hookup and supply water to the sprinkler/ standpipe systems. It is also used to draft water from other sources where there are no fire hydrants and supply it for firefighting purposes.
- Engine 163 – is a 1989 Pierce Lance, 4-door cab with a 1,500gpm pump and a 100 gallon capacity water tank. It has all the necessary emergency equipment needed to provide emergency service with 20 gallons of fire retardant foam, ground ladders, tools, a 12kw generator and equipment necessary to operate as a rapid intervention team.
- Pumper/Tanker Engine 164 – Engine 164 is a 1994 Pierce Lance with a 4-door raised roof cab. It has a 1,500gpm pump and stores up to 2,000 gallon water. It as the ability to hook up to the City's municipal water system to supply water or can be used to shuttle water to scene outside the City's water service area. It also carries tools and equipment necessary for emergencies.
- Dive Trailer – The Dive Trailer is a 1998 Interstate tandem axle trailer with a 10,000gvw which was retrofitted and converted to a dive trailer from a construction trailer.

#### Cedarburg Emergency Government

Cedarburg's Emergency Government began during World War II when its purpose was civil defense and its duties included bomb disposal, radiation detection and management of fallout shelters. Now, it provides long range planning, research into new policies and procedures, develops training and testing programs and provides support to local units of government with such things as traffic control for countywide emergencies and parades, providing lighting for missing persons and evidence searches, sever weather spotting, escort duties, crowd control and operating the mobile communications/command post. The Emergency Government currently occupies the former police station located directly north of the Library. They also have and equipment garage directly behind their facility and another on the south side of Western Road directly west of the Interurban Trail.

### Cedarburg Library

The Cedarburg Library was first organized in 1911, and occupied the upper level of the City Firehouse/City Hall located along Mequon Avenue East of Cedar Creek. This small accommodation served the City's needs until the mid-1960s. By then the 2,800 square foot space had become very overcrowded which lead to the Library Board's decision to construct a new building, devoted solely to their needs.

A minor fund raising drive collected over \$100,000 to be used for the construction of the \$300,000 building located on the corner of Center Street and Hanover Avenue. Construction of this building began in 1970 and by February of the following year the building was occupied.

This building was designed to hold 60,000 books with a seating capacity of 70. A space needs analysis completed in 1999 determined that this current building does not have sufficient space to provide a moderate level of service to the combined population of the City and Town of Cedarburg, and in particular lacks appropriate staff space and up-to-date technology.

The present 11,302 square foot building serves a population of 17,075 with a collection of 75,000 items, 18 computer workstations and 10.58 FTE staff. Circulation in 2004 was 205,000 items and in 2005 that figure went up by 4.5% to 214,943. Library visits in 2005 were at 148,044 and there were 855 registrations for the internet workstations.

A building Program Statement developed in 2003/2004 recommended a 41,800 square foot library to serve a projected population of 20,000 people. However, in 2005, the City and Town jointly recommended that a new library of approximately 28,000 square feet be constructed on a site comprised of the current library site plus the site immediately to the north. It was recommended that the new library be designed for future expansion to about 40,000 square feet. Those plans changed in 2006 when the former Mercury Marine site on St. John Avenue became available for consideration. This is a contaminated site and while there are efforts to pursue it for the new library, the extent of contamination and whether those conditions preclude its use for the library have not been determined.

### Public Parking

Public parking facilities are an essential element of a community's transportation system. The provisions of adequate and well managed on-street and off-street parking facilities is critical to a healthy downtown business climate. The City of Cedarburg maintains three parking facilities which include: the .21 acre site located at the northeast corner of Hanover Avenue and Western Road and contains approximately 20 stalls; the parking lot at the southeast corner of Hanover Avenue and Turner Street is owned by Bank One but offered to the City at no cost, contains 24 stalls; the parking facility adjacent to City Hall, the Community Center and Senior Center contains approximately 50 stalls.

### **Cedarburg School District**

#### Public School System

The Cedarburg School District houses approximately 3,000 students in three elementary schools (K-5), one middle school (6-8) and one high school (9-12). The school district includes all of the City and the Town of Cedarburg and areas in the City of Mequon, the Town of Jackson, and the Town and Village of Grafton.

- Cedarburg High School is a four-year comprehensive public high school, accredited by the North Central Accrediting Association. It is a member of the Wisconsin Interscholastic Athletic Association and the North Shore Conference. Twenty-two extracurricular athletic and organization activities are offered through the school, including the Community Service Volunteer Program. Current enrollment is 1,186 students. The high school has 65 full-time faculty members, 11 part-time faculty members and 2 administrators. The highest degrees held include: 2 Ph. D (2.63%), 54 Masters (71.05%), and 22 Bachelors (26.32%). Six faculty members are Kohl Teacher Fellowship recipients. The retired faculty members are Kohl Teacher Fellows.
- Webster Middle School is a transitional school serving 6<sup>th</sup>, 7<sup>th</sup>, and 8<sup>th</sup> graders. This school is dedicated to recognizing the unique physical and emotional characteristics of the middle school child and to guide each student intellectually and socially to become a life-long learner and responsible citizen. Webster Middle School is served by a faculty

of 48 teachers, a school psychologist, 2 guidance counselors, IMC Director, the Principal, Assistant Principal and 4 secretaries.

- Thorson Elementary School is one of three elementary schools within the Cedarburg School District. It is a K-5 building with a population of approximately 500 students. This school consists of four sections of half-day kindergarten, five sections of first grade, three sections of second and third, four fourth grades, and three sections of fifth. Along with rigorous academic programs, other programs such as music, art, physical education and guidance are offered. The students support their learning in an IMC which includes a 30-workstation computer lab. In addition, students are involved in many special programs throughout the year including Arts and Interest Day, Thorson's Book Fair, a Variety Show, and a yearly Winter Carnival. Thorson School has 27 full-time teachers and one part-time support aid. The School also has a psychologist, a guidance counselor, an IMC Director, a School Principal and school secretary.
- Westlawn Grade School is a kindergarten through fifth grade school with an enrollment of approximately 330 students. It has a reputation for academic excellence in the areas of reading, writing, math and science. Westlawn School has 24 full-time teachers, a school psychologist, a guidance counselor, an IMC Director, Principal and the school secretary.
- Parkview Elementary School serves children from early childhood through fifth grade. In addition to the basic curriculum of science, social studies, math, language arts and reading, students have classes in art, music, instructional media, guidance and physical education. Parkview has 31 full-time teachers, a school psychologist, guidance counselor, IMC Director, the Principal and school secretary.

#### Parochial School System

- St. Francis Borgia School – In 2006, St. Francis Borgia Catholic Church served over 2,000 families and the school offered educational opportunities for over 700 children and young adults. The Parish has examined their current facilities and decided to consolidate onto a single campus on the 47-acre parcel they own along Covered Bridge Road north of 5 Corners. The master plan includes the construction of a multi-purpose education and activity center for school, religious education, administrative offices, meetings, youth ministry and athletic activities. Future plans include either building a new church or



adding to the existing. The downtown Church will continue to be used for weddings, funerals and special events.

- First Immanuel Lutheran School – located at W67 N622 Evergreen Boulevard. Their facilities include a place of worship and school for grades K-5 through 8.
- Immanuel Lutheran School – located at W61 N498 Washington Avenue.
- Advent Lutheran Church – located at W63 N642 Washington Avenue.
- Community Methodist Church – located at W68 N563 Evergreen Boulevard.
- First Church of Christ Scientist – located at W63 N108 Washington Avenue.

## **Other Community Facilities**

### Health Care Facilities

- Lasata Care Center – W76 N677 Wauwatosa Road is owned by Ozaukee County and is a Skilled Care Facility constructed in 1966. This is a State Licensed facility for 203 beds with an average occupancy of 196 residents. There are 49 private rooms, 76 double occupancy rooms and a 2 bed intensive care unit. 2003 rates are as follows:
  - Intensive Skilled Nursing Care - \$227/day
  - Skilled Nursing Care - \$203/day
  - Intermediate Care - \$203/day
  - Private Rooms - \$11/day extra
- Lasata Heights – W76 N675 Wauwatosa Road is on the same campus as Lasata Care Center and has 60 apartments for independent living. The rent includes heat and 15 meals per month. 2004 rates are as follows:
  - A units - 1 bedroom and 1 bathroom, 594 square feet = \$887/month
  - B units – 1 bedroom and 1 bathroom, 700 square feet = \$987/month
  - C unit – 2 bedrooms and 1 bathroom, 784 square feet = \$1,107/month
  - D unit – 2 bedrooms and 2 bathrooms, 896 square feet = \$1,257/month.
- Extendicare Homes Inc. – N27 W5707 Lincoln Boulevard. This facility was constructed in 1994 and initially included 40 skilled care units and 60 assisted care for frail elderly units. In 2004, an addition resulted in 14 new skilled care units and 25 new assisted living units.

- Cedarburg Senior Apartments – N30 W6801 Lincoln Boulevard. Includes 128 apartment units for independent living.
- Community-Based Residential Facilities (CBRF)
  - Harrison House at W72 N675 Harrison Avenue is a 15 bed facility.
  - W51 N848 Keup Road – 15 bed facility (approved 2006).

### Cemeteries

- In Zur Ruhe Cemetery, as of 2005, 216 grave sites remain for sale at a cost of \$400/site. The average number of sites sold per year is 48. Due to limited space available for future expansion, the City should evaluate construction of a mausoleum for cremation sites.
- In Immanuel Cemetery, as of 2005, about 650 grave sites remain for sale at a cost of \$400/site. Directly west of this cemetery, there are approximately 3 acres of vacant land currently used as a soccer field which could be used for additional grave sites. Approximately 2,000 grave sites could be located on this 3-acre area. On average, 37 grave sites are sold each year at Immanuel Cemetery.

About 85 sites are sold per year combining both cemeteries' sales. The combined supply of available sites in 2005 is about 860 sites, which would provide a 10-year supply of sites.

Consideration should be given to providing additional cemetery sites in the form of a mausoleum at the Zur Ruhe Cemetery, expansion of Immanuel Cemetery, and identifying a new cemetery site in the Year 2025 Land Use Plan.

- In addition, the St. Francis Borgia Catholic Cemetery, which is not under the control of the City, is located along the south side of Pioneer Road and west of Wauwatosa Road in the City of Mequon. This cemetery also has sites available.

### **Public Utilities Goals, Objectives, and Policies**

The most important element of a community that affects the rate of future growth is the availability of public utilities (water, gas, electricity, telephone, cable, sewage treatment and refuse disposal facilities), all of which are necessary to maintain a healthy environment.

### Goal

To provide public utilities and services in a cost-effective manner that will provide for efficient and orderly growth and development.

- Objectives
  - Provide for the extension of public utilities only in areas environmentally suitable for urban development.
  - Promote the provision of public utilities in areas that can be most efficiently and economically served.
  - Maintain a water distribution system that is capable of supplying and distributing water to all residents in the City.
  - Maintain a sanitary sewer system that is capable of serving the needs of all existing and future residents by properly maintaining the existing system and planning for the orderly extension to service new development.
- Policies:
  - Support and participate in local and State efforts pertaining to groundwater protection.
  - Continue to monitor, and through our extraterritorial platting jurisdiction, manage the intensity and type of land use activities for the purpose of mitigating and/or avoiding groundwater contamination.
  - Significant drainageways should be protected from development to allow natural drainage.
  - Development should be permitted only in areas that can be efficiently and economically served by public utilities.
  - The capital improvements program should continue to be used to compliment the land use strategies of the Comprehensive Plan.
  - The City should continue to utilize and update the impact fee Ordinance.

### **Community Facilities and Services Goals, Objectives and Policies**

Municipal services, police and fire protection, education and health care provisions are essential for City of Cedarburg to fulfill its responsibility to promote the comfort, health, safety, morals

and general welfare for Cedarburg residents. It is also critical that the rate of Cedarburg's growth be managed to correspond with its ability to provide essential services and facilities.

Goal:

To provide and maintain essential facilities and services necessary to ensure the comfort, safety, morals, health, and general welfare to make the City of Cedarburg an attractive place to live and work.

- Objectives:
  - Provide adequate and effective police and fire protection to all areas of the City.
  - Provide for a full range of municipal and social services to all City residents.
  - Continue to provide for a wide range of social, cultural, and educational activities for the benefit and enjoyment of all City residents.
  - Continue to utilize the City of Cedarburg Capital Improvements Program as the critical tool to implement this Comprehensive Plan and develop needed utilities and community facilities.
  - Communicate with the Cedarburg School District regarding new development to allow for their planning for staff, new buildings or additions to existing, and other needs.
- Policies:
  - The City of Cedarburg should continue to work with the Cedarburg School District, Ozaukee County and area Technical Colleges and Universities to strengthen and increase educational opportunities within the City.
  - The City of Cedarburg should continue to provide for the highest level of efficiency for police and fire protection services.
  - The City of Cedarburg should continue to provide Social services and assist in medical services to meet the needs of its residents.
  - The City should continue to utilize the capital improvements program to ensure long range financial planning for anticipated public improvements.

## CHAPTER 5

### **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

66.1001 (2)(e) Wis. Stat.:

**The Agricultural, Natural and Cultural Resources Element** is a compilation of objectives, policies, goals, maps and programs of the conservation and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and non-metallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

#### **Natural Resources**

The conservation and wise use of the natural resource base is vital to the physical, social and economic development of the Cedarburg area to provide a pleasant and habitable community. Consequently, a Smart Growth Plan for the City of Cedarburg study area should identify areas having concentrations of natural resources worth protecting and areas having natural resource characteristics that may have limitations on urban development.

As part of the Smart Growth planning process, the principal elements of the natural resource base were defined as 1) soils; 2) topographic and related features, including watershed boundaries, surface waters and associated floodlands, wetlands, areas of steep slopes, and scenic vistas; 3) woodlands; 4) wildlife habitat areas; and 5) certain other natural resource base-related elements, including existing park and open space sites and historic sites. The soils, topographic and related features, and woodlands and wildlife habitat of the study area are described and analyzed in this Chapter. The existing park and open space sites are discussed in the “Comprehensive Park and Open Space Plan” adopted May 2004 and historic sites are described and analyzed in this Chapter and the “A Development Plan for the City of Cedarburg: 2010.” Without a proper understanding and recognition of these elements of the natural resource base, human use and alteration of the natural environment may result in excessive monetary costs and environmental degradation. The natural resource base is highly vulnerable to misuse through improper land use development. Such misuse may lead to severe environmental problems which are difficult and costly to correct, and to the deterioration and destruction of the natural resource

base itself. Intelligent selection of the most desirable urban development plan from among the alternatives available must therefore be based in part upon a careful assessment of the effects of each alternative upon the natural resource base.

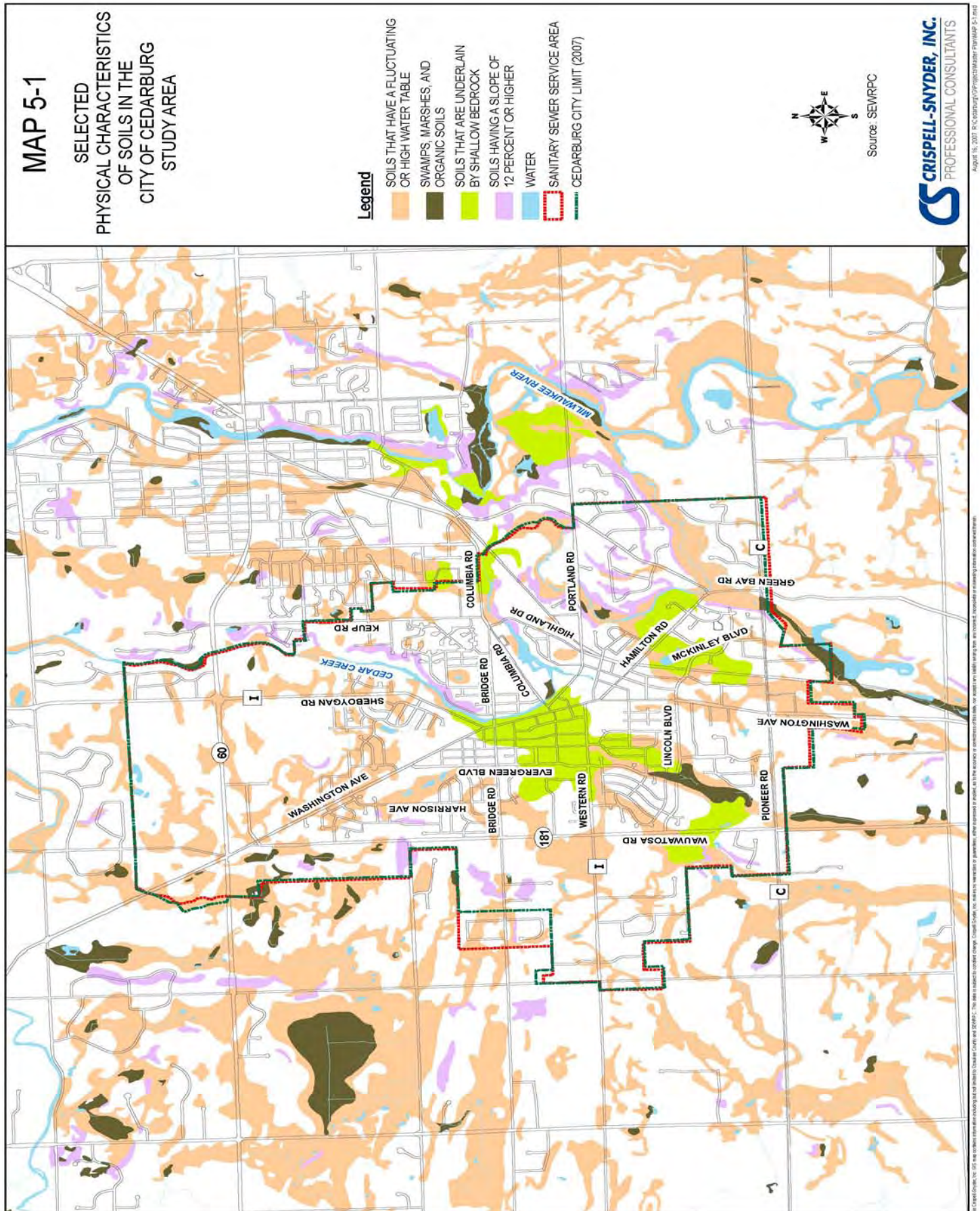
### Soils

Soil properties exert a strong influence on the manner in which man uses land. Soils are an irreplaceable resource, and mounting pressures upon land are constantly making this resource more and more valuable. Therefore, any planning effort must examine not only how land and soils are presently used, but also how they can best be used and managed. This requires an areawide soil suitability study which maps the geographic locations of various kinds of soils; identifies their physical, chemical and biological properties; and interprets these properties for land use and public facilities planning. The resulting comprehensive knowledge of the character and suitability of the soils is extremely valuable in every phase of the planning process. The soils information presented herein constitute a particularly important consideration in the preparation of the Smart Growth Plan for the Cedarburg area, being essential for the proper analysis of existing land use patterns, alternative plan development and evaluation, and plan selection. The soil assessments are used in conjunction with the other data in the design of desirable spatial patterns for residential, commercial, industrial, agricultural, and recreational land use development, and in the evaluation of alternative locations for various kinds of public works.

Map 5.1 shows selected physical characteristics of soils in the Cedarburg study area. These characteristics include: 1) soils that have a fluctuating or high water table; 2) swamps, marches and organic soils; 3) soils underlain by shallow bedrock; and 4) slopes of 12% or more.

Soils that have a slow permeability rate are found predominantly in the southern one-half of the study area. Those soils that exhibit a fluctuating or high water table, or that are subject to ponding and those soils subject to flooding or overflow, are scattered throughout the study area.

Soils with slopes of 12% or more are found in isolated portions of the study area. Soils that are underlain by shallow bedrock are found in the central portion of the study area.





### Surface Water Resources

Surface water resources—consisting of lakes, streams and associated floodlands—form a particularly important element of the natural resource base of the Cedarburg area. Surface water resources influence physical development, provide recreational opportunities and enhance the aesthetic quality of the area. Lakes and streams constitute a focal point for water-related recreational activities; provide an attractive setting for properly planned residential development; and when viewed in the context of the total landscapes and cityscapes, greatly enhance the aesthetic quality of the environment. Lakes and streams are readily susceptible to degradation through improper rural, as well as urban, land use development and management. Water quality can be degraded by excessive pollutant loads—including nutrient loads—from malfunctioning and improperly located onsite sewage disposal systems, sanitary sewer overflows, urban runoff including runoff from construction sites, and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riverine areas in combination with the filling of peripheral wetlands, which removes valuable nutrient and sediment traps while adding nutrient and sediment sources.

- **Lakes**

There are no major lakes within the Cedarburg area—that is, lakes having a surface area of 50 acres or more. There are, however, two named minor lakes—that is, lakes or ponds having a surface area of less than 50 acres. These are the Cedarburg Pond, with a surface area of 14.8 acres; and the Cedarburg Stone Quarry Pond, with a surface area of 6.2 acres.

- **Perennial and Intermittent Streams**

The perennial and certain intermittent streams within the City of Cedarburg study area are also shown on Map 5.4. Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Within the City of Cedarburg study area, there are approximately eight miles of such streams. Intermittent streams are defined as watercourses which do not maintain a continuous flow throughout the year.



- Watersheds, Subwatersheds and Subbasins

As shown on Map 5.4, the Cedarburg area is located within the Milwaukee River watershed, which is a part of the Great Lakes-St. Lawrence River drainage system. The Milwaukee River watershed in the Cedarburg area can be divided into several subwatersheds, including the Cedar Creek, Lower Cedar Creek, Lower Milwaukee River, and Upper Lower Milwaukee River subwatersheds. These subwatersheds, in turn, may be subdivided into individual drainage areas, termed subbasins. The City of Cedarburg has prepared a stormwater management plan for certain drainage areas within the study area and has adopted the State's model stormwater management ordinance.

### Floodlands

The floodlands of a river or stream are the wide, gently sloping areas contiguous to and usually lying on both sides of the river or stream channel. Rivers and streams occupy their channels most of the time. However, during even minor flood events stream discharges increase markedly, and the stream channels may not be able to contain and convey all the flow. As a result, flood stages increase and the river or stream spreads laterally over the floodland. The periodic flow of a river onto its floodlands is a normal phenomenon and, in the absence of costly structural flood control works, will occur regardless of whether or not urban development exists on the floodland.

For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that may be expected to be reached or exceeded in severity once every 100 years; or, stated another way, there is a 1% chance of this event being reached or exceeded in severity in any given year. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and generally of soils poorly suited to urban uses. The floodland areas, however, generally contain important elements of the natural resource base such as high-value woodlands, wetlands and wildlife habitat, and therefore constitute prime locations for needed park and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space use.

Because of the importance of floodland data to sound land use and land management decisions, the identification of the 100-year recurrence interval flood hazard areas in the Cedarburg area is important to the preparation of a sound development plan. Floodland delineations were prepared by the Southeastern Wisconsin Regional Planning Commission as part of its Milwaukee River watershed planning program, the findings and recommendations of which are set forth in SEWRPC Planning Report No. 13, A Comprehensive Plan for the Milwaukee River Watershed. In addition, several studies have been undertaken by the Federal Emergency Management Agency (FEMA) and the former U. S. Department of Housing and Urban Development, Federal Insurance Administration (FIA), to provide supplemental flood hazard data to be used in the identification of flood-prone areas for flood insurance purposes. In areas for which detailed hydrologic and hydraulic data were available from the Regional Planning Commission, these federal studies utilize such data. For areas for which such data were not available, the data necessary for the determination of flood hazards were developed. The floodland delineations within the City of Cedarburg study area encompass an area of about 814 acres, or about 6% of the total study area. Most recently, the Federal Emergency Management Agency completed a re-evaluation of the flood hazards in the City of Cedarburg and prepared updated Flood Insurance Rate Maps (FIRM) which were adopted by the City in 2007.

### Wetlands

Wetlands are defined as areas that are inundated or saturated by surface water or groundwater at a frequency and with a duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs and similar areas. Wetlands receive precipitation in the form of rain or snow, becoming surface water runoff or percolating through the soil to become groundwater seepage. The location of a wetland in the landscape affects the type of water received. Wetlands can occur on slopes as well as in depressions.

Wetlands perform important natural functions which make them a particularly valuable resource. These functions may be summarized as follows:

- Wetlands enhance water quality. Aquatic plants change inorganic nutrients such as phosphorus and nitrogen into organic material, storing it in their leaves or in the peat

which is composed of their remains. The stems, leaves and roots of these plants also slow the flow of water through a wetland, allowing suspended solids and related water pollutants to settle out. Thus, the destruction of wetlands may be expected to adversely affect the quality of surface waters in the area.

- Wetlands regulate surface water runoff, storing water during periods of flood flows and releasing water during periods of dryer weather. Wetlands thus help to stabilize streamflows.
- Wetlands provide essential breeding, nesting, resting, feeding grounds and predator-escape cover for many forms of wildlife, and thus contribute to the overall ecological health and quality of the environment of the study area, as well as providing recreational, research and educational opportunities and adding to the aesthetic quality of the community.
- Wetlands may serve as groundwater recharge and discharge areas.

Recognizing the important natural functions of wetland areas, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling and urbanization.

Wetlands within the Cedarburg area are shown on the Wisconsin Wetland Inventory Maps prepared by the Wisconsin Department of Natural Resources. Wetland areas should be field-verified by SEWRPC or a qualified specialist as part of the planning process for any land development activity.

### Woodlands

Woodlands are defined as those upland areas one acre or more in size having 17 or more deciduous trees per acre, each measuring at least four inches in diameter at breast height and having 50% or more tree canopy coverage. In addition, coniferous tree plantations and reforestation projects are identified as woodlands.

Woodlands have value beyond any monetary return for forest products. Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to

clean air and water, and regulating surface water runoff, the maintenance of woodlands within the area can contribute to the maintenance of a diversity of plant and animal life in association with human life. The existing woodlands of the study area, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to rapid stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values: scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection.

Primarily located on ridges and slopes, along lakes and streams, and in wetlands, woodlands provide an attractive natural resource of immeasurable value. Woodlands not only accentuate the beauty of streams and glacial land forms, but, as already noted, are essential to the maintenance of the overall environmental quality of an area. Inventories of woodlands in the Cedarburg area were conducted by the Southeastern Wisconsin Regional Planning Commission as part of its 1963, 1970, 1975, 1980, 1985, 1990, 1995 and 2000 land use and cover inventories. Woodlands, as shown on Map 5-2, occur in scattered locations throughout the study area.

# MAP 5-2

## WOODLANDS IN THE CITY OF CEDARBURG STUDY AREA

### Legend

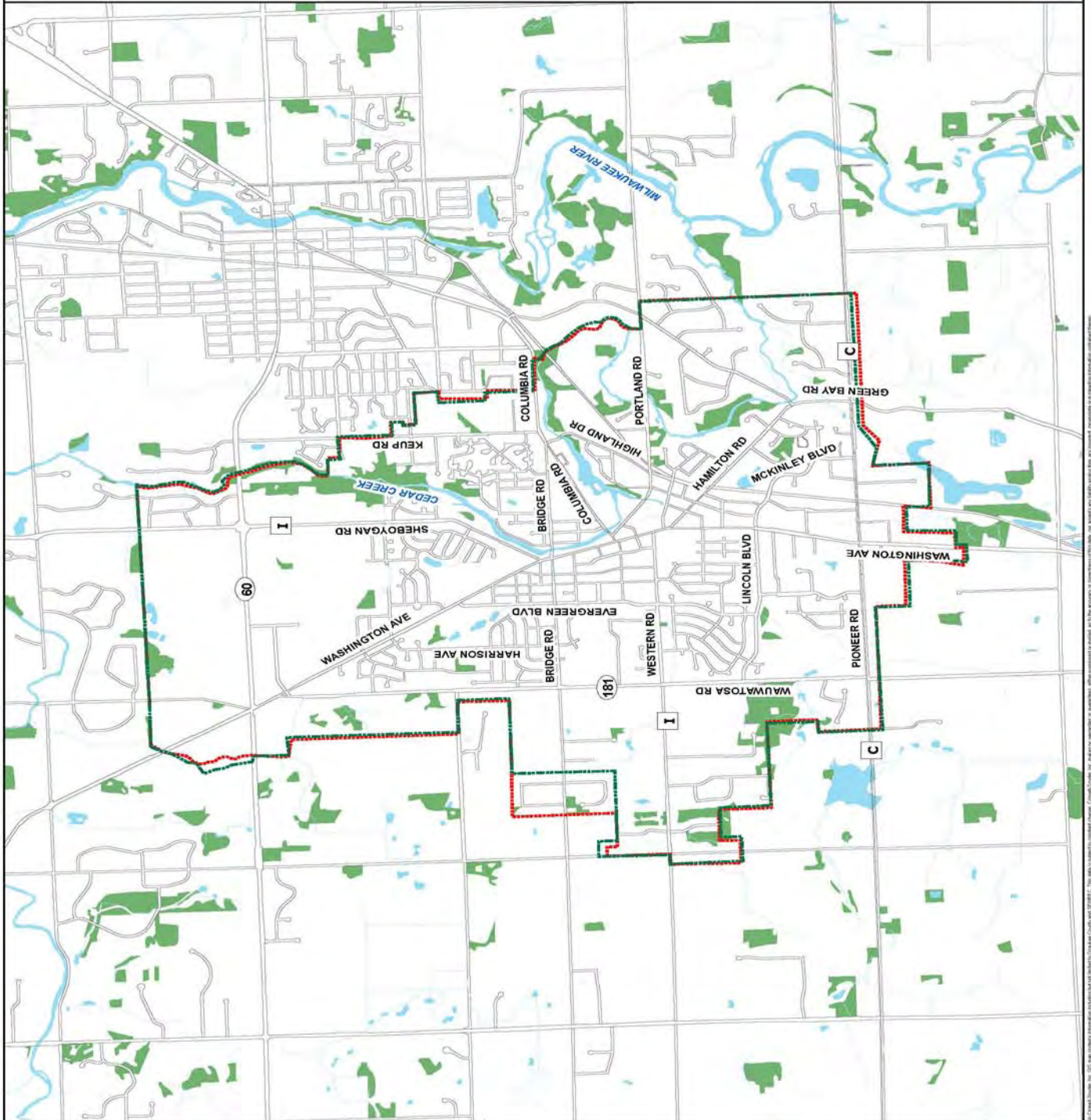
- WOODLANDS
- Water WATER
- SANITARY SEWER SERVICE AREA
- CEDARBURG CITY LIMIT (2007)



Source: SEWRPC

**CRISPELL-SNYDER, INC.**  
PROFESSIONAL CONSULTANTS

August 15, 2007 P:\Cedarburg\GIS\MapDocs\Map5-2.mxd



### Wildlife Habitat

Wildlife in the City of Cedarburg study area includes upland game such as squirrel, game birds; including pheasant, and water fowl. The remaining wildlife habitat areas provide valuable recreation opportunities and constitute an invaluable aesthetic asset to the study area. The spectrum of wildlife species originally in the Cedarburg area has, along with the habitat, undergone tremendous alterations since settlement of the area by Europeans. These alterations were the direct result of the changes in land use and cover made by the settlers, beginning with the clearing of forests and the draining of wetlands for agricultural purposes and ending with the development of intensive urban land uses. This process of change, which began in the early nineteenth century, is still operative today. Successive cultural uses and attendant management practices, both rural and urban, have been superimposed on the overall land use changes and have also affected the wildlife and wildlife habitat. In agricultural areas, these cultural management practices include land drainage by ditching and tiling, and the increased use of fertilizers and pesticides. In the urban areas, cultural management practices that affect wildlife and wildlife habitat include the excessive use of fertilizers and pesticides, road salting, heavy traffic which produces disruptive noise levels and damaging air pollution, and the introduction of domestic animals. Thus, the environmental and recreational importance of, and the need to protect and preserve the remaining wildlife habitat areas in the Cedarburg area should be apparent.

Wildlife habitat areas remaining in the Cedarburg study area were identified by the Regional Planning Commission and were categorized as either high-, medium- or low-value areas. High-value wildlife habitat areas contain a good diversity of wildlife, are adequate in size to meet all the habitat requirements for the species concerned, and are generally located in proximity to other wildlife habitat areas. Medium-value wildlife habitat areas generally lack one of the three criteria for a high-value wildlife habitat. However, these areas do retain a good plant and animal diversity. Low-value habitat areas are remnant in nature in that they generally lack two or more of the three criteria for a high-value wildlife habitat, but may, nevertheless, be important if located in proximity to high- or medium-value wildlife habitat areas, if they provide corridors linking higher value wildlife habitat areas, or if they provide the only available habitat range in an area.

As shown on Map 5-3, wildlife habitat areas in the City of Cedarburg study area generally occur in association with existing surface water, wetland and woodland resources, and cover about 950 acres or about 8% of the study area. Of this total habitat acreage, 532 acres or 56%, were rated as high value; 363 acres or 38%, were rated as medium value; and 55 acres or 6%, were rated as low value.



# MAP 5-3

## WILDLIFE HABITAT IN THE CITY OF CEDARBURG STUDY AREA

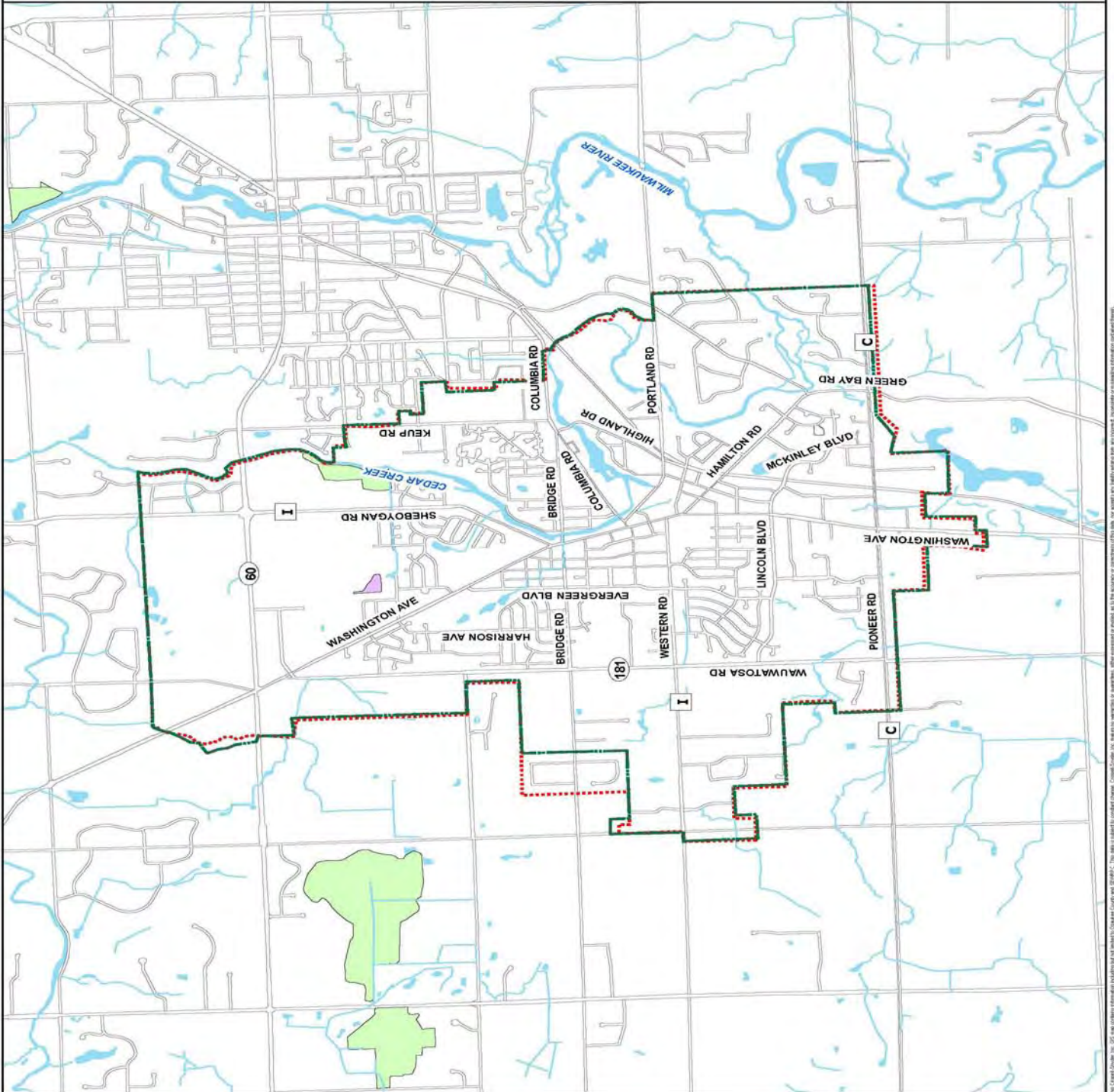
- Legend**
- CRITICAL SPECIES HABITAT
  - LOW LEVEL WILDLIFE HABITAT
  - SANITARY SEWER SERVICE AREA
  - CEDARBURG CITY LIMIT
  - WATER



Source: SEWRPC

**CRISPELL-SNYDER, INC.**  
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August 15, 2007 R:\Cedarburg\Project\Map\Map 5-3.mxd





### Environmental Corridor Delineation

Environmental Corridors are defined by the Regional Planning Commission as linear areas in the landscape which contain concentrations of high-value elements of the natural resource base. Preservation of the natural resource base elements, especially where these elements are concentrated in identifiable geographic areas, is essential to the maintenance of the overall environmental quality of an area, to the continued provision of certain amenities that provide a high quality of life for the resident population, and to the avoidance of excessive costs associated with the development, operation and maintenance of urban land uses in the area.

Seven elements of the natural resource base are considered by the Southeastern Wisconsin Regional Planning Commission to be essential to the maintenance of the ecological balance and overall quality of life in an area. These elements include: 1) lakes and streams and their associated shorelands and floodlands; 2) wetlands; 3) areas covered by wet, poorly drained and organic soils; 4) woodlands; 5) prairies; 6) wildlife habitat areas; and 7) rugged terrain and high-relief topography having slopes exceeding 12%. Six of these seven elements have been described in this Chapter as they occur in the study area. There are no prairies in the Cedarburg area.

The Environmental Corridors in the Cedarburg area were delineated by SEWRPC, using the following criteria:

- Point values between 1 and 20 were assigned to each natural resource and natural resource-related element. These point values were based on the premise that those natural resource elements having intrinsic natural resource values and a high degree of natural diversity should be assigned relatively high point values, whereas natural resource-related elements having only implied natural values should be assigned relatively low point values. These values for each element of corridor are shown in Table 5.1.
- Each element was then depicted on 1 inch equals 400 feet scale, ratioed and rectified aerial photographs.
- Cumulative point values were totaled for all areas containing natural resource and natural resource-related elements.

**Table 5.1**

**POINT VALUE DESIGNATION FOR ELEMENTS OF PRIMARY AND SECONDARY ENVIRONMENTAL CORRIDORS AND OTHER ENVIRONMENTALLY SIGNIFICANT LANDS**

Element	Code	Point Value
Natural Resource Base		
Lake		
Major (50 acres or larger)	LA	20
Minor (5-49 acres)	LM	20
River or Stream (perennial)	PS	10
Shoreland		
Perennial (lake, river, or stream)	SP	10
Intermittent Stream	SO	5
100-Year Floodland	FP	3
Wetland	WT	10
Wet, Poorly Drained, and Organic Soils	— <sup>a</sup>	— <sup>a</sup>
Woodland	WO	10
Wildlife Habitat		
High Value	WH	10
Medium Value	WM	7
Low Value	WL	5
Steep Slope		
20% or Greater	SS	7
12% to 19%	SL	5
Prairie	PR	10
Natural Resource Base-Related		
Existing Park or Other Open Space Site		
Rural Open Space Site	OS	5
Other Park or Recreation Site	PK	2
Potential Park		
High Value	PH	3
Medium Value	PM	2
Low Value	PL	1
Historic Site		
Structural	HS	1
Other Cultural	HC	1
Archaeological	HA	2
Scenic Viewpoint (combined with area of steep slopes)	SV	5
Natural and Scientific Area		
State Scientific Area	SA	15
Natural Area of Statewide or Greater Significance	NS	15
Natural Area of Countywide or Regional Significance	NC	15
Natural Area of Local Significance	NL	10

<sup>a</sup>Code letters and point values for wet, poorly drained, and organic soils were not assigned. The consideration of wet, poorly drained, and organic soils in the determination of environmental corridors is discussed in "Refining the Delineation of Environmental Corridors in Southeastern Wisconsin" SEWRPC Technical Record, Vol. 4, No.2, 1981. Source: SEWRPC

Environmental corridors were then delineated on the basis of the following point values and the data set forth in Table 5.2.

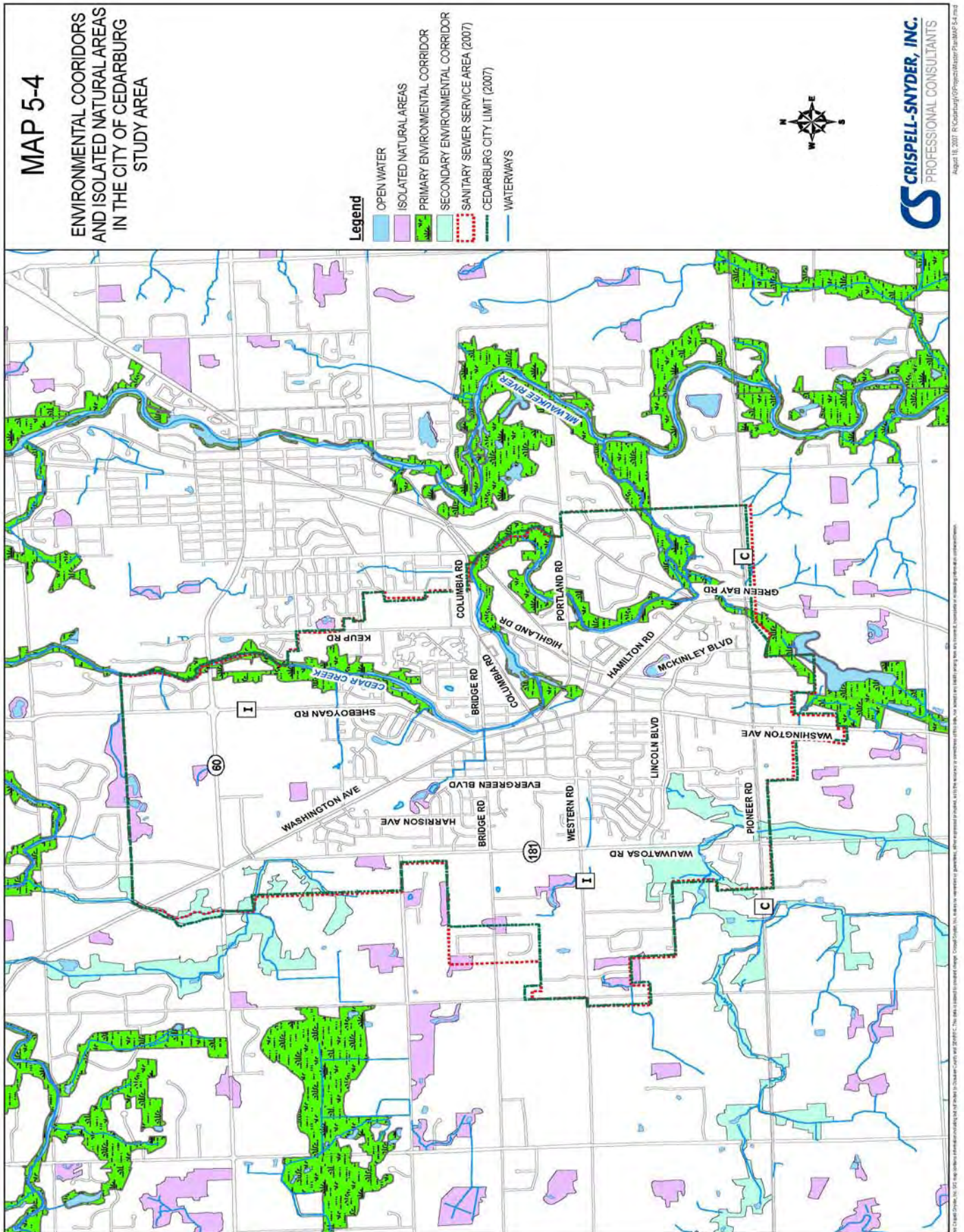
- Areas having a point value of 10 or greater with a minimum area of 400 acres and a minimum length of two miles were designated as Primary Environmental Corridors.
- Areas having point values of 10 or greater with a minimum area of 100 acres and a minimum length of one mile were designated as Secondary Environmental Corridors.
- Isolated areas having point values of 10 or greater, with a minimum of five acres, were designated as Isolated Natural Areas.
- For isolated areas with corridor values, linking segments were identified to establish corridor continuity when such areas met the qualifications set forth in Table 5.2.

**Table 5.2 REQUIREMENTS FOR LINKING SEPARATED AREAS WITH CORRIDOR VALUES**

Acres of Separated Corridor Value Lands	Maximum Continuity Distance Between Separated Areas with Corridor Values
640+	2,640 feet (1/2 mile)
320-639	1,760 feet (1/3 mile)
160-319	1,320 feet (1/4 mile)
80-159	880 feet (1/6 mile)
40-79	660 feet (1/8 mile)
20-39	440 feet (1/12 mile)
5-19	220 feet (1/24 mile)

*Source: SEWRPC*

The Primary and Secondary Environmental Corridors and Isolated Natural Areas in the Cedarburg area so delineated are shown on Map 5-4.



It is important to note that because of the many interacting relationships existing between living organisms and their environment, the destruction or deterioration of any one element of the total natural resource base may lead to a chain reaction of deterioration and destruction. The drainage and filling of wetlands, for example, may destroy fish spawning grounds, wildlife habitat, groundwater recharge areas, the natural filtration action and floodwater storage functions, which contribute to maintaining high levels of water quality and stable stream flows and lake flood stages in a watershed. The resulting deterioration of surface water quality may, in turn, lead to the deterioration of the quality of the groundwater which serves as a source of domestic, municipal and industrial water supply, and upon which low flows in rivers and streams may depend. Similarly, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid storm water runoff, and attendant increased flood flows and stages, as well as the destruction of wildlife habitat. Although the effects of any one of these environmental changes may not in and of itself be overwhelming, the combined effects may eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge and destruction of the unique natural beauty of the area. The need to maintain the integrity of the remaining environmental corridors and environmentally significant lands thus becomes apparent. The adopted Regional Land Use Plan accordingly recommends that the remaining primary environmental corridors be maintained in essentially natural, open uses, which may, in some cases, include limited agricultural and low-density residential uses.

- Primary Environmental Corridor

The Primary Environmental Corridors in the Cedarburg area are generally located along the perennial and intermittent streams in the eastern portion of the study area that are tributary to the Milwaukee River. These corridors contain the best remaining woodlands, wetlands and wildlife habitat areas within the study area; are, in effect, a composite of the best individual elements of the natural resource base; and have truly immeasurable environmental and recreational value. The protection of the primary environmental corridors from intrusion by incompatible rural and urban uses, and thereby from degradation and destruction, should be one of the principal objectives of a local development plan. Preservation of these corridors in an essentially open, natural state -- including park and open space uses, limited agricultural uses and country estate-type

residential uses -- will serve to maintain a high level of environmental quality in the area, protect the natural beauty of the area and provide valuable recreational opportunities. Such preservation will also avoid the creation of serious and costly environmental and developmental problems such as flood damage, poor drainage, wet basements, failing pavements and other structures, excessive infiltration of clear waters into sanitary sewers and water pollution. The primary environmental corridors are shown on Map 5-4.

- Secondary Environmental Corridors

The Secondary Environmental Corridors in the Cedarburg area are generally located along intermittent streams or serve as links between segments of primary environmental corridor. These corridors often contain remnant resources from former primary environmental corridors which have been developed for intensive agricultural purposes or urban land uses. Secondary environmental corridors facilitate surface water drainage, maintain "pockets" of natural resource features, and provide for the movement of wildlife, as well as for the movement and dispersal of seeds for a variety of plant species. Such corridors should be preserved in essentially open, natural uses as urban development proceeds within the study area, particularly when the opportunity is presented to incorporate such corridors into urban stormwater detention areas, associated drainageways, and neighborhood parks and open spaces. The Secondary Environmental Corridors are shown on Map 5.4.

- Isolated Natural Features

In addition to the Primary and Secondary Environmental Corridors, other small concentrations of natural resource base elements exist within the study area. These resource base elements are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridor network, may have important residual natural values. Isolated Natural Features may provide the only available wildlife habitat in an area, provide good locations for local parks and nature study areas, and lend aesthetic character and natural diversity to an area. Important Isolated Natural Features within the Cedarburg area include a geographically well-distributed variety of isolated wetlands, woodlands and wildlife habitat. These Isolated Natural Features should also be protected and preserved in a natural state



whenever possible. Such isolated natural areas five acres or greater in size are also shown on Map 5-4.

#### Agricultural Soils And Prime Agricultural Land Delineation

In 1964, prime agricultural lands in the region were first delineated by the Southeastern Wisconsin Regional Planning Commission in cooperation with the county agricultural agents and the U. S. Department of Agriculture, Soil Conservation Service (SCS) District staff. The Wisconsin Farmland Preservation Act, enacted in 1977, provides for the preparation of county farmland preservation plans and the grant of State income tax credits for the maintenance of farmlands in delineated preservation areas. Ultimately, only those farmers owning lands within delineated prime agricultural areas, which are zoned for exclusive agricultural use and in southeastern Wisconsin within an area for which a farmland preservation plan has been prepared, will be eligible for the full State income tax credits provided under the law.

In August 1982, the Ozaukee County Board of Supervisors requested that the Southeastern Wisconsin Regional Planning Commission assist the County in the preparation of a farmland preservation plan for Ozaukee County. Under the direction of the County Zoning Committee, the Commission subsequently undertook the preparation of the requested plan. The work was carried out with the help of a technical advisory committee created by the County Board and consisting of local farmers, elected and appointed public officials, and certain State and Federal agency personnel. The Commission completed work on the plan with the publication of SEWRPC Community Assistance Planning Report No. 87, A Farmland Preservation Plan for Ozaukee County:-Wisconsin, May 1983. A formal public hearing on the plan was held on May 2, 1983. On June 1, 1983, the Ozaukee County Board of Supervisors acted to adopt the plan. The adopted Farmland Preservation Plan for Ozaukee County is intended to serve as a guide to the preservation of agricultural lands in Ozaukee County. In addition, the plan includes recommendations for the protection of environmentally significant areas, and recommendations regarding the location and intensity of urban development within the County. The plan also sets forth recommendations concerning the manner in which the farmland preservation plan can be implemented.

The Farmland Preservation Plan adopted in 1983 has not been updated since its adoption. Ozaukee County and SEWRPC are currently working on preparation of a new Smart Growth Comprehensive Plan for the County. This effort will include conducting a land evaluation and site assessment analysis to identify existing prime agricultural lands in Ozaukee County. The analysis may be used as a basis for updating the Farmland Preservation Plan at a future date. Until the plan is updated, the 1983 plan remains effective.

### Summary

The natural resources of the Cedarburg study area are vital to its ability to provide a pleasant and habitable environment for human life. Any meaningful planning effort must, therefore, recognize the existence of a limited natural resource base to which urban development must be properly adjusted if serious environmental problems are to be avoided. The principal elements of the natural resource base that require careful consideration in planning for the City are: soils, surface water resources and related drainage basins and floodlands, topographic features, scenic vistas, woodlands, wetlands, wildlife habitat and agricultural lands. Consideration is also required of certain resource-related features, such as existing and potential parks and outdoor recreation sites, and historical sites and structures. See the “Comprehensive Park and Open Space Plan” adopted May, 2004 for a summary of the City’s parks and outdoor recreation sites.

### **Historic Preservation Planning, Inventory and Analysis**

Historic preservation planning, as it relates to local units of government such as the City of Cedarburg, can be defined as an effort to ensure that the community’s historic resources are protected and enhanced over time. Preservation planning recognizes that historic places are valuable resources whose damage or loss would be detrimental to the community. The elements necessary for effective historic preservation planning are: 1) a thorough survey of historic resources, 2) community support for historic preservation, and 3) integration of the historic preservation planning into the comprehensive community planning process. The principal means for implementing historic preservation planning include a local landmarks or historic preservation commission created by municipal ordinance; a zoning ordinance with proper districts and district regulations for protecting historic sites and structures; and a demolition control ordinance. These principal means may be supplemented by a land subdivision control



ordinance and an official map ordinance, as well as by the use of easements and taxation policies.

The importance of historic preservation planning lies in the assumption that the historic resources of a community are valuable and should be carefully considered in planning for community development and redevelopment. Historic preservation can help to maintain the unique identity of a community in a time when many factors are tending to create a national homogeneity in the environment. Other benefits of historic preservation may include: promotion of tourism; increased real estate values and municipal tax revenues; the arrest of decay in declining areas; the creation of community pride; and the conservation of cultural resources. Despite these benefits, economics, attitudes and existing laws can sometimes work against historic preservation. Through proper planning, however, the impediments to historic preservation can be reduced.

Historic preservation planning should not be accomplished separately from the overall community planning process. To be most effective, historic preservation planning should be integrated into the framework of the comprehensive plan for the development and redevelopment of the community. As an integral part of the total planning process, historic preservation can be considered in light of all the other needs and goals of the community, thereby affording such preservation equal consideration with other planning issues. In this way, historic preservation can become an issue of continuing concern and can be built into the ongoing development and redevelopment decision-making process of the community.

This section presents a brief history of the City of Cedarburg; a summary of past historic preservation planning efforts in the City of Cedarburg study area; a description of the Cedarburg Landmarks Commission and of the Ozaukee County Historical Society; a summary of the findings of surveys of historic places in the Cedarburg study area and the possible need for additional historic preservation survey work; and a description of the City historic preservation-related Ordinances.

### History of the City of Cedarburg Study Area

Three major forts had been established within Wisconsin between 1816 and 1828. To supply these forts, the U.S. Army found it necessary to develop, in accordance with the General Survey Act of 1824, a system of military roads in the State. These roads were to have civil as well as military benefits. Indeed, the initial impetus for the settlement of the Cedarburg study area was the construction of the Fort Dearborn to Fort Howard military “Green Bay Road” in about 1838. The road passed through what later would become the community of Hamilton. Immigrants began to settle the Cedarburg area in the 1840’s attracted by such features as fertile soil, a good supply of timber, ease of access to Milwaukee, Green Bay and Chicago via the new road, and the water power potential of Cedar Creek. Because of its location on Green Bay Road, Hamilton remained a viable community in the area until 1870, when the railway engineers located the Milwaukee-to-Green Bay line close to the settlement of Cedarburg, thus giving the site of the future City of Cedarburg an important development advantage over the older Hamilton, which experienced a decline in growth.

Cedarburg is generally considered to have been founded in 1844 by Frederick Hilgen who, shortly after his arrival in the area, constructed a mill on Cedar Creek at the site of the present Cedarburg Mill on Columbia Road. Hilgen had a great impact on the growth of Cedarburg in its first 35 years, being instrumental in the development of a grist mill, a saw mill, a planing mill, a woolen mill and a resort park. The commercial and industrial legacy which Hilgen left the community was largely responsible for its continued prosperity into the twentieth century.

The early economy of Cedarburg was closely related to agriculture, the primary source of wealth in the nineteenth century Ozaukee County. Monthly produce and stock fairs were held at the intersection of Washington Avenue and Columbia Road. The arrival of the railway benefited Cedarburg’s commercial and industrial establishments.

With prosperity came increased building activity beginning in the 1880’s, much of it high quality. Cedarburg was incorporated as a village in 1874 and as a City in 1885. Development was curtailed during the Great Depression, and prosperity did not return to the City until after World War II. Postwar increases in population and mobility brought large numbers of new

residents to Cedarburg, many of them commuters to Milwaukee. Farmland surrounding the City was used for residential development. In 2007, as in the 1840's, Cedarburg remained an attractive place to settle because of its resources, which now included historic sites and structures, and proximity to Milwaukee. A listing of the known documentation of history of the Cedarburg area through 2007 can be found in the "A Development Plan for the City of Cedarburg: 2010."

#### Historic Preservation Planning in the Cedarburg Study Area

There are four documents containing information on past historic preservation planning efforts in the City of Cedarburg study area: "General Plan for Community Development: Cedarburg," prepared by Nelson & Associates in 1961; the "National Register of Historic Places Inventory. Nomination Form for the Hamilton Historic and Architectural District," prepared by the State Historical Society of Wisconsin in 1976; the "National Register of Historic Places Inventory-Nomination Form for the Washington Avenue Historic and Architectural District" prepared by Howard, Needles, Tammen and Bergendoff in 1985; and the "National Register of Historic Places Inventory Nomination Form for the Columbia Road Historic and Architectural District," prepared by architectural historian Katherine Rankin with the assistance of the State Historical Society of Wisconsin in 1989.

- The General Plan of 1961

The "General Plan for Community Development: Cedarburg" addressed many aspects of community development, such as land use, sewerage and transportation. It was prepared, however, before there was widespread public awareness of the importance of historic preservation. Therefore, this document contains no formal inventory of historic resources other than some uncaptioned photographs, circa 1960, of buildings and streetscapes and the observations that the City "has a rich heritage of fine old buildings" and that such buildings "give the area an almost New England look." Despite the relatively sparse treatment of historic preservation as a specific issue, the plan did investigate issues related to historic preservation in the "Downtown Revitalization" chapter of the report.

The "Downtown Revitalization" chapter identified the need for a healthy central business district in the City of Cedarburg. Among the assets of the downtown, the study

recognized the large number of historic buildings. One of the stated objectives of the plan was to “preserve the flavor and charm” of such buildings. To achieve this and other goals, the report recommended that, to create a pedestrian mall, Washington Avenue be closed to traffic from Western Avenue to a point between Columbia Road and Turner Street. With Washington Avenue closed, traffic would be routed over proposed and existing streets to the east and west, and additional off-street parking areas would be created near the mall.

Although the construction of the proposed mall and related streets and parking lots would have necessitated the demolition of several buildings subsequently identified as having historic value and would have resulted in the permanent closure of Washington Avenue, which historically was a through street, the plan did recommend that the buildings along the proposed mall be largely retained – a recommendation which, the plan notes, differed from accepted planning practice of the time. The plan pointed out that retention of buildings was preferable to all-new construction because of lower cost and the rich diversity that would result from a mixture of old and new. The insensitive alteration of the first floor elevation – a common treatment of old buildings – was specifically to be avoided, the plan recommended.

The Cedarburg Mill, located at N58 W6181 Columbia Avenue in the downtown area of the City, was given special attention in the General Plan. One of the oldest and most visually dominant buildings in the City, the mill is located near the hub of the mall proposed in the plan. The plan advanced various proposals for converting the mill to the municipal center of the City, housing governmental and cultural functions. These proposals would have altered the historic integrity of the mill to a greater or lesser extent and would have required removal of the historic Wadham’s Filling Station located adjacent to the mill at N58 W6189 Columbia Road.

Some, but not all, of these recommendations of the General Plan were implemented. No streets were closed to create a pedestrian mall and Washington Avenue remains a heavily-used major arterial. Two local streets – Hanover Avenue and Mill Street - were

extended a short distance in approximately the locations proposed in the plan and the area for off-street parking was increased as envisioned in the plan, although not always in the locations or to the extent proposed. Some new buildings were constructed, but the older buildings were generally retained as recommended in the plan. Some architecturally insensitive storefront additions to these buildings, however, still exist, some constructed after 1961. More recently, many storefronts have been altered in a manner more sympathetic to the overall historic building designs found in downtown Cedarburg. The Cedarburg Mill remained largely vacant, though in 1985 it was one of several sites being considered for either a new municipal government or a mixed-use commercial facility. In 2007, the mill contains an architectural office, a brew pub and a feed mill.

- National Register of Historic Places Inventory–Nomination Forms for the Hamilton, Washington Avenue and Columbia Road Historic and Architectural Districts

These three documents present the findings of intensive studies of three different geographic areas in the Cedarburg area using the same format and with the same goal – to nominate the respective districts for listing on the National Register of Historic Places. The documents differ significantly from the 1961 General Plan in that their only functions are to present an inventory of, and describe, the historic places in a given area, and recommend their listing on the National Register of Historic Places. The forms contain pertinent information about the districts, including location, ownership, representation in other surveys, historic significance, major bibliographic references and geographical data. These documents thus constitute a valuable data source for local planning, to be drawn upon when establishing historic preservation-related zoning districts and when making decisions regarding historic property. More information on each of these three districts is presented later in this section. Complete listings of properties concerned are contained in Appendix B of the “A Development Plan for the City of Cedarburg: 2010.”

#### The City Of Cedarburg Landmarks Commission And City Of Cedarburg Historic Preservation-Related Ordinances

The City of Cedarburg Landmarks Commission was officially established on April 30, 1973 by Ordinance No. 73-9, which re-created Section 3.15(3) of the City of Cedarburg Municipal Code.

Under the original provisions of this Ordinance, the Landmarks Commission was composed of ten members, with seven required to be residents of the City of Cedarburg, and three residents of the Town of Cedarburg. Subsequently, the Ordinance was amended, and the Commission now consists of eight members, seven of whom must be residents of the City of Cedarburg. The members are to be informed in the historical, architectural and cultural traditions of the community. The members are appointed by the Mayor for three-year terms subject to confirmation by the City Common Council. The members of the Landmarks Commission are not compensated except for expenses sustained in carrying out their duties.

Ordinance No. 73-9 prescribes certain procedures to be followed by the Commission in holding meetings, including the keeping of minutes and quorum requirements. But more importantly, the Ordinance sets forth the specific powers of the Landmarks Commission. The Landmarks Commission has the power to designate landmarks, landmark sites and historic districts within the City of Cedarburg. As defined by Ordinance No. 73-9, a “landmark” means “any improvement which has a special character of special historic interest or value as part of the development, heritage or cultural characteristics of the city, state or nation and which has been designated as a landmark pursuant to the provisions of the ordinance.” The ordinance defines “landmark site” as “any parcel of land of historic significance due to a substantial value in tracing the history of aboriginal man, or upon which an historic event has occurred, and which has been designated as a landmark site pursuant to the provisions of the ordinance, or a parcel of land, or part thereof, on which is situated a landmark, or any abutting parcel, or part thereof, used as and constituting part of the premises on which the landmark is situated.” An “historic district,” as defined by the ordinance, means “an area designated by the Commission which contains one or more landmark sites, as well as such abutting parcels which the Commission determines should fall under the provisions of the ordinance to assure that their appearance and development is harmonious with such landmarks or landmark sites.”

Other powers of the Landmarks Commission are provided in Ordinance No. 82-19, which establishes an Architectural Preservation Overlay District as part of the City Zoning Ordinance. The Architectural Preservation Overlay District designates the Landmarks Commission as the body which makes recommendations to both the City Plan Commission and Common Council

regarding petitions for rezoning in the District; the designation of “preservation structures” in the District; and proposed changes to structures in the District.

The Landmarks Commission has been active in promoting architectural preservation in the City through efforts in education, the designation of landmarks and historic districts and the programming of history-related community activities. Since the Landmarks Commission was established in 1974, the group has used existing city staff, consultants and community volunteers to carry out its activities and programs. The long-term goal of the Landmarks Commission is to establish and retain historic districts and landmarks in the City of Cedarburg.

#### Ozaukee County Historical Society

The Ozaukee County Historical Society was formed in 1960 as a not-for-profit corporation. Its overall goals, as stated in its bylaws, are to preserve, advance, and disseminate knowledge of the history of Ozaukee County. To this end, the Society may collect materials and artifacts relating to the history of Ozaukee County. It may also own property and sell, rent or lease property. The Society is also empowered to hold exhibits and pageants, erect markers, and sponsor or engage in activities of any kind consonant with its overall goal. Membership is open to anyone interested in the history of Ozaukee County upon payment of dues. In 1985, the Society had approximately 475 members, which by 2007, had risen to 525 members. The Ozaukee County Historical Society is an affiliate of the State Historical Society of Wisconsin, and, as such, must submit an annual report to that society with information about elections, projects and programs.

The principal vehicle employed by the Ozaukee Historical Society to achieve its goals is Pioneer Village, and outdoor museum of approximately 17 historic buildings gathered from various places in the County. Pioneer Village was established in 1961 at its present site in Hawthorne Hills Park, part of the Ozaukee County park system, located on CTH I in the northern part of the Town of Saukville. The buildings date from the 1840s to the early 1900s and include farm houses, schools, tradesmen’s shops and the railway station formerly located in the City of Cedarburg. All restoration work and staffing of the museum is done by members of the Society. A number of events are held each year at Pioneer Village, including a children’s fair, ice cream

socials, handicraft shows and a festival honoring farmers in Ozaukee County who have cultivated land which has been in their families for 100 years or more.

Ozaukee County Historical Society maintains an archive of materials pertaining to the history of the County. The collection includes books, records, maps and photographs, and in 1985 was housed in the second floor of the old City Hall in Cedarburg. The Society has since moved the archives to the Historic Interurban Depot building located in the City of Cedarburg.

### Historic Preservation Surveys

There are 132 places in the Cedarburg study area that have been identified as historic in one or more surveys. Appendix B on the “A Development Plan for the City of Cedarburg: 2010” lists each historic site or structure known in 1985. The known historic places are distributed in the National Register of Historic Places categories as follows: 120 buildings, eight sites, two districts and two structures. The five historic surveys conducted in the study area are: the Wisconsin Inventory of Historic Places maintained by the State Historical Society of Wisconsin; the National Register of Historic Places list of places, including places that are listed and places that are nominated; the Historic American Buildings Survey; H. Russell Zimmerman’s inventory for his book entitled The Heritage Guidebook; Landmarks and Historical Sites in Southeastern Wisconsin; and the inventory used for SEWRPC Planning Report No. 27, “A Regional Park and Open Space Plan for Southeastern Wisconsin.” Another book valued by the City of Cedarburg’s Landmarks Commission is Alice Schimmelpfenning Wendt’s book entitled Hilgen Heirs. Of the 132 identified historic places in the study area, 44 or 33% are located in the Town of Cedarburg; 87 or 66% are located in the City of Cedarburg; and one is located in the City of Mequon. Maps 24, 25, 26, and 27 in “A Development Plan for the City of Cedarburg: 2010” indicate the locations of historic places in the Cedarburg study area, the City and the central business district of the City, respectively. In 1987, the City of Cedarburg Landmarks Commission identified an additional 27 buildings or structures located within or near the Washington Avenue Historic and Architectural District which may be of historic significance. These buildings or structures are identified on Map 26 and listed in Appendix C of “A Development Plan for the City of Cedarburg: 2010.”



The National Register of Historic Places classifies historic places into five categories: buildings, sites, districts, structures and objects. Buildings are defined as structures created to shelter any form of human activity, such as a house, barn, church, hotel or similar structure. The term may refer to a history-related complex, such as a courthouse and jail. Sites are locations of significant events, of a prehistoric or historic occupation or activity, or of a building or structure, whether standing, ruined or vanished, where the location itself maintains historical or archeological value regardless of the value of any existing structure. Districts are geographically definable areas, urban or rural, possessing a significant concentration, linkage or continuity of sites, buildings, structures or objects united by past events, plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history. Structures are a work made up of interdependent and interrelated parts in a definite pattern of organization. Constructed by man, structures are often engineering projects large in scale. Objects are material things of functional, aesthetic, cultural, historical or scientific value that may be, by nature or design, movable yet related to a specific setting or design. Within the Cedarburg area no objects have been identified as historic.

Buildings and structures in historic and architectural districts are classified according to their significance in the district. “Pivotal” buildings or structures are of the highest importance to a district; the alteration or absence of a significant number of such buildings may destroy the historic integrity of a district. “Contributing” buildings or structures support the historic integrity of a district without being central to its significance. “Noncontributing” buildings or structures detract from the integrity of a district. In 1989, the U.S. Department of the Interior recommended that use of the term “pivotal” be discontinued.

Buildings constitute by far the largest number of identified historic places in the Cedarburg study area, as already noted, representing 120 or about 91% of the total. Of the 120 historic buildings, approximately 53 or about 45% were constructed as residences, although a number have since been converted to commercial use. Approximately 20 or about 17% of the historic buildings were constructed as residences associated with farms or, in three cases, as farm outbuildings. Approximately 24 or about 20% of the historic buildings were constructed as commercial buildings, some with residences as subsidiary uses; approximately 11 or about 9% as industrial

buildings, with some converted to commercial uses; and 11 or about 9% as institutional buildings.

As illustrated on Maps 25 and 26 of “A Development Plan for the City of Cedarburg: 2010,” the greatest concentration of identified historic buildings is in the downtown area of the City, along Washington Avenue. Another concentration of such buildings is in the Hamilton area of the Town of Cedarburg, at the intersection of Hamilton and Green Bay Roads and along Green Bay Road south of this intersection. A loose grouping of historic buildings may be found along Columbia Road in the City. A nomination for the creation of a Columbia Road Historic and Architectural District was prepared in 1989, but a Local Preservation District was not created. Other identified historic buildings are found in scattered locations in both the City proper and the Cedarburg study area, with very few at the western and northern edges of the Cedarburg study area.

The historic preservation surveys of the Cedarburg study area all share the basic aim of identifying historic places, but their methods and completeness vary. The National Register of Historic Places list requires the most rigorous documentation of a property’s historic significance. The Historic American Buildings Survey is meant to record, principally through photographs and drawings, buildings of historic value. The Wisconsin Inventory of Historic Places maintained by the State Historical Society of Wisconsin is a massive collection of information on a variety of existing and potential historic sites. H. Russell Zimmerman’s book of historic places in Milwaukee County and the three counties surrounding it also is broad, with only a few items of information about each place. The SEWRPC list is a collation of inventories of historic sites conducted by various State, County and local historical agencies. For pictorial presentations, Edward A. Rappold’s Reflections of Old Cedarburg, and More Reflections of Old Cedarburg, gives valuable photographic references of architectural styles and architectural elements common to Cedarburg, and Harold E. Hansen’s sketches of Cedarburg-Celebrating 100 Years provides an artist’s interpretation of the styles and detailing common to Cedarburg.

The five historic preservation surveys conducted of the Cedarburg study area all identify historic buildings and, as might be expected, there is considerable overlap among the five surveys, with

most buildings appearing on two or more surveys. The most extensive list of buildings is the Wisconsin Inventory of Historic Places maintained by the State Historical Society, which includes 114 or 95% of the 120 identified historic buildings in the Cedarburg study area. The next most extensive list is found in H. Russell Zimmerman's The Heritage Guidebook: Landmarks and Historical Sites in Southeastern Wisconsin, which includes 68 or 57% of the 120 identified historic buildings. The National Register of Historic Places identifies 67 historic buildings or 56% of the 120 identified historic buildings, but this total includes buildings nominated to the Register in 1985, as well as those formally listed, and the majority of the buildings (61) were nominated or listed as elements of historic districts rather than as individual buildings. SEWRPC Planning Report No. 27, "A Regional Park and Open Space Plan for Southeastern Wisconsin," lists 10 buildings or about 8% of the 120 identified historic buildings as being of historic significance. The Historic American Buildings Survey formally records only two buildings in the Cedarburg study area, but these two buildings, the Cedarburg Mill and the Concordia Mill, are the only historic places to appear on all five surveys.

Of the 132 identified historic places listed in Appendix B of "A Development Plan for the City of Cedarburg: 2010," only 12 or 9% are not buildings. These 12 places consist of eight sites and two structures. The sites are of archaeological significance because they contain material relating to the prehistoric inhabitants of the area. The districts are significant for their historic and architectural features and contain most of the buildings identified as historic in the Cedarburg study area. The structures consist of a silo located on a farm in U.S. Public Land Survey Section 20 in the Town of Cedarburg and the electric interurban railway bridge spanning Cedar Creek in the downtown area of the City. All the archaeological sites are located roughly in the southeastern quadrant of the Town of Cedarburg, but because of the risk of their damage or destruction by unprofessional excavation, the State Historical Society of Wisconsin has discouraged the promulgation of the exact locations. The identified archaeological sites appear only in the State Historical Society of Wisconsin Survey of Historic Places.

The three identified districts encompass the highest concentration of identified historic buildings in the Cedarburg study area. These three districts are, respectively, the Washington Avenue Historic and Architectural District, along and near Washington Avenue in the City of Cedarburg;

the Columbia Road Historic and Architectural District, along and near Columbia Road in the City of Cedarburg; and the Hamilton Historic and Architectural District, at and south of the intersection of Hamilton and Green Bay Roads in the Town of Cedarburg. The Washington Avenue and Hamilton Districts appear on both the Wisconsin Inventory of Historic Places and National Register of Historic Places lists. The Hamilton District also appears on the SEWRPC regional park and open space plan listing.

Figures 10 through 17 of “A Development Plan for the City of Cedarburg: 2010,” illustrates several of the historic places within the Cedarburg study area that have been identified.

The large number of identified historic places in the geographically small Cedarburg area indicates that the area is rich in historic resources. With the conversion of the electric interurban railway to the Ozaukee Interurban Pedestrian Trail and the Ozaukee County Historical Society’s renovation of the historic passenger depot located on Center Street in the City of Cedarburg sound preservation efforts have begun. However, notwithstanding these efforts and the surveys already made, there is a need for additional survey work. The residential areas surrounding downtown Cedarburg, especially to the east and southeast, contain many historic homes. While the historic bridge over Cedar Creek on Bridge Road was reconstructed in 2005, the Highland Avenue bridge is of arch design and may be historically significant. The fact that no objects have been found to be historic by any of the surveys may indicate that there is a deficiency in the study of such resources; perhaps some machinery from the mill along the Creek or artifacts from Cedarburg’s early settlers survive and should be identified as historic and preserved. To this end, the Ozaukee Cultural Center and Historic Society has been formed to preserve such artifacts. All of these concerns should be addressed in future historical research of the City of Cedarburg.

#### Historic Building Preservation

While many buildings in the City have been rehabilitated with sensitivity to their historic features, there are others which would require modification to rid them of features not contributing to their historic integrity. U.S. Department of Interior guidelines should be followed in the rehabilitation of such buildings. Furthermore, historic photographs should be used as a resource when building restoration is in the planning stages. The City can set a good example for

private owners by adhering as closely as possible to Department of Interior guidelines when restoring publicly-owned buildings.

## CHAPTER 6

### ECONOMIC DEVELOPMENT ELEMENT

66.1001 (2)(F) Wis. Stat.

**Economic Development Element.** A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. This element shall assess local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industrial uses. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, region and state economic development programs that apply to the local governmental unit.

This Chapter will summarize the existing economic activities and conditions of the City of Cedarburg. Economic development has been defined as a development that provides a service, produces a good, retails a commodity or emerges in any other use or activity for the purpose of making a financial gain. It is often based on a combination of market forces, regulations and the degree to which the local government has encouraged economic development. The City of Cedarburg believes it is in its best interest to pursue a balanced tax base that emphasizes a diverse economy with quality commercial and business development. This element promotes goals, objectives and policies that will lead to the stabilization, retention, strengthening and expansion of the economic base. It includes:

- An analysis of the City's labor force.
- An assessment of strengths and weaknesses with respect to attracting and retaining business and industry.
- An overview of programs that promote economic development and deal with environmentally contaminated sites.
- A list of organizations (and contact information) providing economic development programs at the County, regional, State and Federal levels.

### **Previous Economic Analyses and Projections**

In 1985, the City of Cedarburg retained the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to assist City officials in the preparation of a land use plan. This plan was completed and adopted by Common Council action in 1991. A component of the plan was an analysis of the City's economic characteristics and a set of employment projections for the City through the year 2010. These projections were intended to provide an indication of the long-term trends in future employment levels, regardless of short-term business cycle impacts on employment levels.

### **Economic Development Vision for Cedarburg**

In 2001, to encourage and solicit the citizen input necessary to update the Comprehensive Land Use Plan, the City conducted a community-wide visioning survey under the guidance of Professor Peter Maier from the University of Wisconsin – Milwaukee. Through this survey it was concluded that the City of Cedarburg is a quaint, yet progressive and vibrant community, and that it is imperative that the City's character be maintained as such. Historic appreciation and preservation is a community value that provides Cedarburg with a link to the past, which will help guide it into the future. Slow controlled growth with cautious and balanced development in both the residential and business sectors will lead to a broadening economic base. Cedarburg residents recognize the importance and interrelationship of economic variation and maintenance of reasonable taxes. Cedarburg is identified by its "Historic Downtown" and therefore it is critical that efforts be made to promote and sustain the downtown's economical vitality.

### **Labor Force Analysis**

#### **Educational Attainment**

According to the 2000 Census as shown on Table 1.4 of the Issues and Opportunities Element, the percent of high school graduates or higher for the City of Cedarburg was 92.8%, which is slightly higher than that for the County (91.9%) and the State (85.1%). Furthermore, a greater percentage of people in the City 25 years old and over went on to achieve bachelor and graduate degrees, (41.9%), as compared to Ozaukee County (38.6%) and the State of Wisconsin (22.4%). This is reflective of the commitment that the Cedarburg School District has to provide quality

education that challenges students to become life-long learners in order to achieve their individual goals and dreams.

### Earnings and Income

“Total Income” is defined by the U.S. Census as the sum of the amounts reported separately for wages, salary, commissions, bonuses or tips; self-employment income from non-farm or farm businesses, including proprietorships and partnerships; interest, dividends, net rental income, royalty income, or income from estates and trusts; Social Security or Railroad Retirement income; Supplemental Security Income (SSI); any public assistance or welfare payments from the State or local welfare office; retirement, survivor or disability pensions; and any other source of income received regularly such as Veterans’ (VA) payments, unemployment compensation, child support, or alimony. In 1999 there were 4,417 households in the City of Cedarburg. According to the Census, 3,656 (82.8%) households had earnings; 1,228 (27.8%) with Social Security income, 100 (2.3%) with Supplemental Security income (SSI), 48 (1.1%) with public assistance income, and 842 (19.1%) with retirement income. These figures point to an aging population and the need to plan for senior housing as is addressed in the Housing and Land Use Elements.

Table 6.1 compares family income levels and per capita income levels for the City of Cedarburg, Ozaukee County and the State of Wisconsin. Personal income of an area is a good indicator of the general trend of the economy for that area. As indicated in Table 6.1, the per capita income for the City of Cedarburg increased by 57.2% during the 1990’s; a rate that is less than the County (66.1%) and slightly less than the State (60.2%). This table also shows, however, that the per capita income for Cedarburg and Ozaukee County in particular have consistently exceeded that of the State.



**Table 6.1 Median Income and Per Capita Income Comparison**

	Median Family Income			Per Capita Income		
	1989	1999	Change	1989	1999	Change
City of Cedarburg	\$44,153	\$66,932	51.6%	\$17,467	\$27,455	57.2%
Ozaukee County	\$47,600	\$72,500	52.3%	\$19,200	\$31,900	66.1%
State of Wisconsin	\$35,082	\$52,900	50.8%	\$13,300	\$21,300	60.2%

Source: U.S. Census Bureau, 1990 and 2000 Census.

### Labor Force and Unemployment

Table 6.2 examines labor force participation and employment percentages for the City of Cedarburg, Ozaukee County and State of Wisconsin. Sixteen years of age is considered to be the lowest threshold for being eligible for employment. The civilian labor is that portion of the population age 16 and over that is either employed at one or more nonmilitary jobs or temporarily unemployed. Labor force data are often referred to as “place of residence” data, since the labor force figures are listed in the U. S. Census on the basis of residence rather than place of work. Changes in the size, composition and distribution of the region’s civilian labor force reflect changes in the economy, changes in the working age population, and changes in the preferences of area residents regarding whether to seek work, continue working or retire. Since the labor force is essentially a proportion of total population, changes in the labor force generally mirror changes in population. With respect to the unemployment rate, the City of Cedarburg had an extremely low rate at 0.9%, which was lower than Ozaukee at 1.6% and the State at 4.7%.

**Table 6.2 Employment Status of Population 16 Years and Older, Year 2000**

	City of Cedarburg	Ozaukee County	State of Wisconsin
Population 16 Years +	8,298	62,858	4,157,030
Not in Labor Force %	2,481 29.9%	17,603 28.0%	1,284,926 30.9%
In Labor Force %	5,817 70.1%	45,255 72.0%	2,872,104 69.1%
Civilian Labor Force %	5,792 69.8%	45,219 71.9%	2,869,236 69.0%
Employed %	5,715 68.9%	44,203 70.3%	2,734,925 65.8%
Unemployed %	77 0.9%	1,016 1.6%	134,311 4.7%
Armed Forces %	25 0.3%	36 0.1%	2,868 .10%

Source: U. S. Census 2000

### Type of Employment

Table 6.3 provides information on the type of occupation that City of Cedarburg residents are employed in. According to this table, 45.5% of the City's residents are employed in the Management/Professional category followed by the Sales and Service category at 26.8%. The increasing numbers in these two categories directly correlates to the City's educational attainment and higher income levels as discussed.

**Table 6.3 City of Cedarburg Employment by Occupation**

	1990		2000	
Occupation	Number	Percent	Number	Percent
Management, Professional, and Related Occupations	2006	36.9%	2,601	45.5%
Service Occupations	584	10.8%	703	12.3%
Sales and Office Occupations	1,722	31.7%	1,534	26.8%
Farming, Fishing, and Forestry Occupations	23	0.4%	0	0.0%
Construction, Extraction, Maintenance	519	9.6%	254	4.4%
Production, Transportation, and Material Moving Occupations	420	7.7%	623	10.9%
Total Employed Civilian Population 16 Years and Older	5,274	100%	5,715	100%

Source: U.S. Census 2000

### **Economic Base Characteristics**

Major private-sector employers in the City of Cedarburg in 2006 represent retail trades, manufacturing, nursing care and education, and are as follows:

#### **Machinery**

Andox Corp.  
C & L Industries, Inc.  
Carlson Tool and Mfg.  
Cedar Tool Ltd.  
Chemindustrial Systems  
Karak Machine Corp.  
Omega Industrial Products  
Scot Pump  
Weil Pump Company

#### **Paper Products**

Brady USA, Inc.  
Formart Container, Inc.  
International Paper

#### **Leather Products**

Badger Case, Inc.

#### **Electrical**

Electro Pro, Inc.  
Gemini Corp. of Wis.  
High Voltage Components  
Kentron, Inc.  
Ratzburg Controls, Inc.  
Tescor Technology

#### **Printing and Publishing**

Community Printing Corp.  
Cedar Printing  
Lakeshore Newspapers  
Landmarks Publishing  
Tamms Lithography  
VIP

#### **Fabrication**

Federal Tool and Engr. Corp.

#### **Plastics Products**

Norstar Aluminum Molds

#### **Food/Kindred Products**

Cedar Creek Winery  
Kemps Dairy Products  
Landmarks Supply Company  
Silver Creek Brewery

#### **Lumber and Wood Products**

Schuetz Woodcraft, Inc.  
Zuern Wood Products  
Edward Hines

### **Current Business Environments**

There are four major business districts within the City of Cedarburg. These include the Historic Downtown Business District, South Washington Avenue business corridor between Lincoln Boulevard and Pioneer Road, the manufacturing/industrial corridor along Cardinal Avenue and TID #1 Business Park along Evergreen Boulevard just north of Pioneer Road. There are also numerous smaller neighborhood commercial nodes at various prominent intersections located throughout the City that serve both the immediate neighborhoods and the community at large. Because business land is currently in short supply, the City of Cedarburg created TID #2 in 2007 to develop a second business park at the north end of the City and to encourage a mix of residential, office and service uses along Sheboygan Road and State Highway 60 between Cedar Creek and Washington Avenue.

### **Historic Downtown**

The Downtown Historic District of Cedarburg is significant for its architecture, industry, commerce, education and government. Downtown Cedarburg was the site of early industrial and commercial development that provided the necessary commerce and jobs to support and encourage the development of the community. It represents every period in the history of Cedarburg and includes significant buildings of every era from the late 1840s to the 1950s. Cedarburg's main street is lined with limestone and cream city brick buildings and the 116 buildings in the downtown area provide for a variety of uses including: residential, commercial, educational, governmental and religious. Increased attention to the Downtown Historic District is needed to ensure that it remains vital and not impacted by the fast-paced commercial development being experienced in neighboring communities. Steps should be taken to promote complementary retail establishments that are oriented to local residents and transient tourists alike. It is essential that this effort includes cooperation and support between City government, the Economic Development Board, the Chamber of Commerce and local retail businesses to continue vibrancy and success of the downtown area.

Three festivals are held annually in Cedarburg's Historic District which attracts as many as 50,000 people per festival. These festivals include:

- Winter Festival – held the 2<sup>nd</sup> weekend in February

- Strawberry Festival – held the 3<sup>rd</sup> weekend in June
- Wine and Harvest Festival – held the 3<sup>rd</sup> weekend in September

The Downtown focus should concentrate on the following elements:

- Enhance user-friendliness of downtown through increased public parking, improvements in pedestrian safety, and adequate signage for attractions and services.
- Encourage local customers to utilize existing shopping areas.
- Develop professional offices in the upper level space.
- Explore compatible and complimentary uses for existing property.
- Continue efforts to create a creekside walk.
- Make economic uses of areas set back from Washington Avenue.

#### Washington Avenue and Lincoln Boulevard Intersection and South

Businesses along this corridor offer residents and drive-by traffic basic services and shopping choices including: grocery shopping, restaurants, hardware stores, banks, laundromats, gas stations, auto dealers and others. Unlike the Historic Downtown Business District, which includes buildings that date back to the mid-1800s, this commercial corridor consists of more modern buildings dating back no further than the 1950s. It is an area defined by the automobile where Washington Avenue widens to four travel lanes and parking lots separate the buildings from the traveled roadway. While sidewalks are provided along both sides of Washington Avenue, the street design makes it difficult to safely cross from one side to the other and consequently pedestrian traffic is minimal. Unlike the historic charm found elsewhere in the City, this area is less inviting to pedestrians and more characterized by the automobile. Accordingly, efforts should be made to improve the character of this commercial corridor by considering the following:

- Create a more pedestrian-friendly environment by minimizing driveway cuts.
- Encourage the rehabilitation or redevelopment of existing dated buildings and sites.
- Require natural building materials on new or rehabilitated development.
- Require buildings to be located close to the roadway with parking located to the rear.
- Prepare South Washington Avenue corridor plan to address above concerns and consider streetscape with traffic flow improvements.

The recent redevelopment of the former Clark gas station to the “Station Square” commercial center at the northeast of Lincoln Boulevard and Washington Avenue is a good example of new development taking on the character of traditional design. With the renovation of the former Dairy Queen site and the pending redevelopment of the Bloch building at the southwest corner, this intersection will be a vibrant commercial node.

### Neighborhood Commercial Centers

Part of what makes Cedarburg charming and economically competitive are the small neighborhood commercial nodes located at major intersections. These small commercial centers provide goods and services within walking distance from adjacent neighborhoods. They encourage multi-modal travel (walking and biking), thereby reducing road congestion and promote increased opportunities for a healthier lifestyle. These commercial nodes should not only be preserved but they should flourish with uses that support the needs of the surrounding neighborhoods. Cedarburg’s neighborhood commercial centers are located at the corner of Jackson Street and Washington Avenue, Columbia Road and Bridge Road, the north side of Lincoln Boulevard and Washington Avenue, and other scattered sites throughout the City.

### **Attracting and Retaining Business and Industry**

The City of Cedarburg offers potential businesses many competitive reasons for locating here including:

- A competitive tax rate with a balanced tax base.
- Small town atmosphere with a unique historic charm coupled with a low crime rate.
- A great location in heart of Ozaukee County, with easy access to Milwaukee and beyond.
- Easy access to I-43 and US 41/45.
- Business-zoned properties with State Highway frontages.
- Economic development tools available to assist in attracting new business.
- Land available for business, residential and commercial development opportunities with access to public utilities.

Unfortunately, Cedarburg also has weaknesses that seem to overshadow some of its strengths and reflect an interrelationship that at times appears contradictory. These are challenges that the City must address when seeking to attract new businesses and industry.

- Fragile downtown business base. Residents of the City of Cedarburg are highly mobile and can easily drive to nearby communities to purchase goods and services.
- Lack of an active economic development association to search out and promote business growth opportunities.
- Lack of a City industrial development program to attract and retain industrial establishments.
- Competition with other business parks in the area.

## **Economic Development Opportunities**

### Historic Downtown Cedarburg

Historic downtown Cedarburg offers a unique and eclectic assembly of buildings with easy pedestrian access from one building to another. The downtown is the heart of Cedarburg and is well connected to surrounding neighborhoods, local schools, the library and other business areas by streets and sidewalks. This vital area of the City, however, is currently suffering from high vacancy rates and low customer traffic.

The current efforts by City officials to capitalize on the beauty of Cedar Creek by constructing a creekwalk along its banks should be continued. Studies have shown that such walkways can provide economic development opportunities to the downtown area by encouraging such things as creekside cafes, microbreweries and other retail/service businesses. A creekwalk of this nature will result in more effective use of the rear portions of adjacent buildings by converting unused or unnecessary storage space into retail space. This creekwalk would encourage pedestrian travel between the Cedar Creek Settlement at the north end of the downtown to City Park at the south while providing connecting walkways to Washington Avenue and nearby residential areas.

An idea that should be explored to help revitalize the downtown area is to rehabilitate/redevelop the area between Washington Avenue and Hanover Avenue. While this area currently supports a scattering of retail and service establishments, the area seems underutilized with large poorly

designed parking lots, unsightly rear yard storage and vast areas of open spaces. Accordingly, this area has been identified on the Land Use Map as a “Smart Growth Area.” With proper design, the intent would be to create a vibrant pedestrian-friendly extension of the Historic Downtown Business District with lighted walkways, landscaped parking, improved storage areas, rear-building facade improvements and where new commercial development could be promoted.

The following actions are recommended:

- Recognize the importance of having services for both residents and tourists alike in the downtown area.
- Promote cooperative efforts between City government and local organizations like the Chamber of Commerce to attract and/or retain quality business establishments.
- Encourage mixed-use developments with a residential component to reestablish development patterns of the past where commercial establishments are supported by a nearby residential customer base.
- Promote professional office and residential uses in the upper level of downtown buildings.
- Promote institutional, cultural and entertainment uses.
- Pursue the redevelopment/rehabilitation of the area between Washington Avenue and Hanover Avenue from Western Road to Cleveland Street.
- Develop a marketing strategy to promote uses, such as quality restaurants, a grocery store, hardware stores, etc., to draw Cedarburg residents to the downtown shopping environment.
- Enhance the downtown shopping environment by pursuing increased parking opportunities, strive for improved pedestrian safety, and provide adequate signage for attractions and services.
- Discourage new development in outlying areas which would contain land uses detrimental to the economic welfare of the downtown area.

All efforts in the downtown should be closely coordinated with, if not lead by, an economic development association of local business owners.



### Washington Avenue and Lincoln Boulevard Intersection and South

While the Historic Downtown Business District has essentially evolved into a specialty retail and entertainment center for residents and tourists, it is along south Washington Avenue where the City's daily goods and services are provided. In this area there is a grocery store, drug store, fast food restaurants, an auto dealership, beverage stores, dry cleaners, banks, and similar retail and service businesses.

This area, however, suffers from a lack of visual integrity. Existing development occurred at separate times from the 1950's up until present without any plan or theme to visually tie the area together. Accordingly, efforts should be made to establish an architectural theme for this area to better integrate the visual appearance to Cedarburg's historic image. This should be accomplished by the creation of a corridor plan as discussed earlier.

### **New Business Development**

During the City's visioning process, residents expressed support for new quality business development as being vital. They encouraged City government, business organizations and companies to work together to develop strategies to effectively compete with adjacent communities for high-tech industries. New business development is vital to the City so long as it does not jeopardize the quality of life. Accordingly, new business and industrial development in the City should:

- Be environmentally friendly.
- Have limited outside storage to control unsightliness.
- Generate minimal noise and have traffic that can be easily accommodated by the existing transportation network.
- Require minimal lighting that is directed downward with no source point visible from offsite location.
- Have generous landscaping to enhance the building facades and screen the site from adjacent roadways and land uses.

### Business Park

Residents of the City of Cedarburg left no doubt in the Community Forum Survey that a new business park along Highway 60, coupled with the existing business park along Evergreen Boulevard, is necessary to ensure a diverse and balanced tax base. The annexation of the City-owned Kohlwey farm along with adjacent lands along Highway 60 and other lands leading up to this property was a major step in creating the City's new Business Park. The former Kohlwey property has been classified as Business Park on the Comprehensive Land Use Plan but the zoning of the site has not yet been changed to reflect the Land Use Plan. Before development of the Business Park can take place, public utilities (i.e. sewer, water, roads, etc.) will need to be extended to this property. Currently, the sanitary sewer main line is located at the west end of Highland Drive on the east side of Cedar Creek. The intent, through the use of TIF funds, is to extend this sewer system under the Creek to the west side and then ultimately through neighboring lands and along the road right-of-way to the Business Park. In addition, the City's water system will need to be extended from a point in Sheboygan Road to the Business Park.

### Planned Office/Retail Development

Office development is planned for the area northwest of the Highway 60 and Highway I (Sheboygan Road) corner and retail/office development at the southeast corner. The office development at the northwest corner should be designed to architecturally compliment adjacent future residential development to the north and east, and to visually buffer residential uses from Highway 60. Traffic from this office development should be directed to the southernmost access road intersecting Highway I to lesson the impact on the subdivision to the east. Undulating berms and generous landscaping should be used along Highway I to provide the appropriate buffers. With respect to the office/retail development planned for the southeast corner, caution should be exercised to prevent uses that would have an adverse impact on downtown retailers. Big box retailers, for example, can steal jobs and customers from the fragile downtown shopping environment. They hurt the earning power of local shopkeepers and shift profits to corporate headquarters elsewhere. Retail or office development here should be designed to serve passing motorists, nearby neighbors and the proposed Business Park. Users such as a business, professional, medical offices, a medical clinic, drug store, etc. should be encouraged.

To ensure that development in this area is attractive and complementary to Cedarburg's historic character, design standards are necessary. Since this corridor is somewhat removed from the heart of the City, a unifying architectural theme is recommended in order to identify this area as being part of Cedarburg. The intent is foster designs, styles, qualities and architectural controls to develop a theme that reflect the historic character of Cedarburg.

### **Economic Analysis**

The City of Cedarburg has shown some fluctuation in the number of business and in sales, which can be attributable to the loss of the Amcast business and changes in the downtown retail climate.

Land values in the City, however, have increased significantly during the past two decades reflecting the strong real estate sector of the local economy. According to the Wisconsin Department of Revenue, the City of Cedarburg's equalized value rose from \$289,679,000 in 1985 to \$568,226,900 in 1995, and \$1,165,433,500 in 2006. This is a 205% increase in equalized value between 1995 and 2006.

There is significant potential for continued economic growth in the City of Cedarburg as a result of the annexation of over 220 acres of land along Highway 60 between Cedar Creek and Washington Avenue. That annexation, coupled with the creation of TID #2 to extend public utilities to serve the area, will provide opportunities for economic growth well into the future. The Land Use Plan and the Project Plan for TID #2 have identified a mixture of business/office, neighborhood commercial, elderly housing and single-family housing uses for the area.

There are also significant redevelopment opportunities in the City of Cedarburg. One of these opportunities surfaced with the discontinuance of the Amcast operation and the subsequent rezoning of the site. This is a contaminated site and will need environmental remediation as part of any redevelopment and, therefore, is a good candidate for the use of TIF (see below) in conjunction with other State or Federal funding sources. The Weil Pump facility at N49 W6337 Western Road is another potential redevelopment site. This is also a contaminated site and the facilities are nearing the end of their useful life. Redevelopment of this site is important to the

City as it may provide a north/south link from Western Road on the north end to Jackson Street on the south end, relieving traffic on Washington Avenue. The former Mercury Marine site on Madison Avenue has recently been razed and consequently this site is another redevelopment site. However, the City has targeted this site for a new library.

## **Tools to Promote Economic Development**

### Tax Incremental Financing

Tax Incremental Financing (TIF) is an economic development program that helps promote local tax base expansion by using property tax revenues to fund site improvements to attract new development, eliminate blight and for environmental remediation. Owners of property in a Tax Incremental District (TID) pay the same rate of taxes that owners outside the TID pay. TIF is neither a tax freeze nor a tax increase, but a special allocation method for taxes collected on property value increases within the district.

In essence, the municipality makes the expenditures to promote development or redevelopment in an area where development would not likely otherwise occur. Any resulting private development increases the tax base. The other taxing jurisdictions (School District, MATC, Ozaukee County) agree to forgo the increase in property tax revenues so that the City can use the revenues exclusively to repay the costs of public improvements. If everything works out well, development or redevelopment occurs, resulting in increased tax base and jobs, the City recoups the cost of their investment, and thereafter all taxing jurisdictions share the enlarged tax base.

### Industrial Revenue Bonds

The State Department of Commerce's Industrial Revenue Bond (IRB) Program grants the bonding authority to all Wisconsin cities, villages and towns to issue tax exempt bonds on behalf of a business. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities. Even though IRB's are municipal bonds, they are not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

### Revolving Loan Fund

The City of Cedarburg Revolving Loan Fund (RLF) Program was established through repayments on Wisconsin Community Development Block Grant (CDBG) economic development awards. The goal of the City's RLF Program is to create jobs, encourage private investment, and provide a financing alternative for start-up or expanding businesses. Businesses must meet certain eligibility requirements in order to receive funding from the loan fund program, including:

- Business establishments must be located or be willing to locate in the City.
- Businesses must be willing to create or retain at least one full-time equivalent (FTE) job for each \$20,000 of loans requested.
- Businesses must make 51% of the jobs available to low and moderate income individuals.
- City approval for requested financing must be obtained prior to project initiation.

Funds may be used to assist in the purchase, rehabilitation, renovation or construction of a building. These funds can also be used for site acquisition and preparation, the purchase of furniture, fixtures and equipment, and financing of working capital. In addition, tenant improvements and business buyouts by purchase of assets or stock can be financed through these funds.

### Community Development Block Grant – Public Facilities for Economic Development

The Community Development Block Grant (CDBG) – Public Facilities for Economic Development (PFED) is a grant from the Federal Department of Housing and Urban Development to the State of Wisconsin to provide resources to local governments to assist economic development projects that provide jobs to low to moderate income persons and expand the local tax base. The CDBG for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities.

Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by the general or special purpose unit of government, and which will

principally benefit businesses and as a result will induce businesses to create jobs and invest in the community.

An eligible applicant is a general purpose unit of government with a population less than 50,000 that is not enrolled in the Community Development Block Grant Entitlement Program.

Each project is eligible for up to \$750,000 in CBDG-PFED funds per calendar year. A pre-application meeting must be held with Commerce staff to discuss the potential application. Applications must comply with the following criteria:

- The business must create or retain, at a minimum, one full-time-equivalent job each \$10,000 of PFED funding.
- At least 51% of the jobs must be made available to persons of low/moderate income.
- The business investment for its expansion project must be at least equal to the PFED funding.
- The business must demonstrate its project feasibility.
- The applicant must demonstrate its financial need for the PFED funds.
- The applicant must show that the proposed project is the best alternative for the business and community.
- The applicant must provide at least 25% of the project funding.

#### Wisconsin Department of Transportation (TEA) Program

The Transportation Economic Assistance (TEA) Program provides 50% State grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the State.

The goal of the TEA Program is to attract and retain business firms in Wisconsin and thus create or retain jobs. The businesses cannot be speculative and local communities must assure that the number of jobs anticipated from the proposed project will materialize within three years from the date of the project agreement and remain after another four years.

Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have local government's endorsement and benefit the public. The program is designed to implement an improvement more quickly than normal State programming processes allow. The 50% local match can come from any combination of local, Federal or private funds, or in-kind services.

Applications are first come, first serve, and funded when all eligibility information is complete and satisfactory.

#### National Trust Main Street Center

The National Trust Main Street Center is a program of the National Trust for Historic Preservation. In the 1970's, the National Trust developed its Main Street approach to commercial district revitalization by combining historic preservation with economic development to restore prosperity and vitality to downtowns and neighborhood business districts. The underlying premise of the Main Street approach is to encourage economic development within the context of historic preservation in ways appropriate to today's marketplace. It advocates self-reliance, local empowerment and the rebuilding of traditional commercial districts based on their unique assets: distinctive architecture, a pedestrian-friendly environment, personal service, local ownership and a sense of community.

The Main Street comprehensive commercial revitalization strategy involves a four-step approach, which together build a sustainable and complete community revitalization effort.

- *Organization* involves getting everyone working toward the same goal and assembling human and financial resources to implement the program. The governing body and standing committees make up the fundamental organizational structure of the volunteer-driven program. Volunteers are coordinated and supported by a paid program director as well. This structure not only divides the workload and clearly delineates responsibilities, but also builds consensus and cooperation among various stockholders.

- *Promotion* sells a positive image of the commercial district and encourages consumers and investors to live, work, shop, play and invest. By marketing a district's unique characteristics to residents, investors, business owners and visitors, an effective promotional strategy forges a positive image through advertising, retail promotional activities, special events and marketing campaigns carried out by local volunteers.
- *Design* means getting the Main Street into top physical shape. Capitalizing on its best assets – such as historic buildings and pedestrian-oriented streets. An inviting atmosphere created through attractive window displays, parking areas, building improvements, street furniture, signs, sidewalks, street lights and landscaping convey a positive visual message about the commercial district.
- *Economic Restructuring* strengthens a community's existing economic assets while expanding and diversifying its economic base. The Main Street program helps sharpen the competitiveness of existing business owners and recruits compatible new businesses and new economic uses to build a commercial district that responds to today's consumer needs. Converting unused and underused commercial space into economically productive property also helps boost the profitability of the district.

#### Business Improvement Districts

Business Improvement Districts (BID) are established by the private sector and supported financially through an assessment placed on property owners within a geographic boundary. The owners within this area contribute to programs aimed at management, maintenance, development and promotion of the district. The purpose is to supplement, not replace, city government services. BID assessments are restricted to commercial and industrial properties subject to real estate tax. Tax exempt properties such as religious, public utilities or government properties, or those used exclusively as residences, are not included in the assessment district. A professional BID staff manages the day-to-day operations and operations through authority from the BID's Board of Directors. These self-help enterprises allow private firms to share costs, attack common problems and, in some cases, finance capital improvements.



## **Economic Development Program for Cedarburg**

A sound economic development planning process requires an assessment of the historic economic development activities of a community. An assessment of this nature can reveal which types of economic development efforts have been successful and, in turn, help formulate the direction of future development efforts. Local community development activities can be broadly categorized into five functional categories:

- Organizational Development
- Industrial Retention
- Industrial Attraction
- Small Business Development
- Development of Public Facilities and Services

Existing economic development activities of the City of Cedarburg are categorized as follows:

### Organizational Development Activities

The successful implementation of a local economic development program requires that the program be coordinated by an economic development organization consisting of public and private sector representatives who are knowledgeable of local economic conditions. The purpose of the organization should be to identify economic development problems in the City, identify solutions to those problems and coordinate the implementation of economic development activities that will help to improve economic conditions.

Currently, the City itself acts as a local economic development organization. The Mayor, City Administrator, Director of Public Works or City Planner are often the first people contacted to help resolve problems related to the conduct of business in the City. In addition, City staff continuously receives inquiries regarding the availability of land or the condition of various community facilities and services from businesses that are interested in business expansion in, or seeking relocation to, the City.

- The *Cedarburg Chamber of Commerce* was organized in 1902 as the Advancement Society, formally becoming the Chamber of Commerce in 1945. It is located in the

General Store Museum and Visitor Center on the corner of Spring Street and Washington Avenue. The key goals of the Chamber of Commerce are:

To PROTECT the economic future of Cedarburg's business community.

To PRESERVE the healthy living and business climate of our community.

To PROMOTE local business and our community with an active marketing effort.

Phone: 262-377-5856

Fax: 262-377-6470

- In March of 2007, the City of Cedarburg joined the *Ozaukee County Economic Development Corporation (OCEDC)*. This is a private non-profit organization created in 1989 to promote, assist, encourage, develop and advance the business, prosperity and economy of Ozaukee County. The OCEDC is currently made up of 21 members representing the Ozaukee County Board, business leaders and public officials from each community in the County. The City of Cedarburg should continue to be active with OCEDC to advance economic activity in the City. Further information will be found at the following website: [www.co.ozaukee.wi.us/ocedc](http://www.co.ozaukee.wi.us/ocedc).
- In November of 1992, *Forward Cedarburg, Inc.* was incorporated as a nonprofit corporation to improve the efficiency of governmental services and assist existing firms to expand, attract new basic employers, encourage the formation of new businesses, improve the City's ability to retain existing income and obtain financial aids from broader governments. In 1993, the City of Cedarburg Common Council approved a contract with Forward Cedarburg designating them as the exclusive agent of the City for the purpose as indicated herewith. Forward Cedarburg continued to serve the City in this role until October 2000, when the Common Council voted to terminate the contract.
- The *City of Cedarburg Economic Development Board* was created in 2001 to essentially take the place of Forward Cedarburg. This Board consists of one Council Member and no less than eight other voting members (including the Chairman), who are not elected officials. The purpose of this Board is to stimulate and encourage economic development that will: moderate property taxes, provide a balanced economy and manage growth to assure compatibility between land uses, among other things. This is an advisory Board

which is charged with the responsibility of managing and administering the City's economic development program, recommending action on long and short range elements of the program, recommending an annual work program and an annual budget for its activities and programs.

- The *Southeastern Wisconsin Regional Planning Commission (SEWRPC)* is the official area-wide planning agency for this region of Wisconsin. The Commission provides the basic information and planning services necessary to aid communities in this region to solve problems that go beyond their corporate boundaries and fiscal capabilities. The Commission's Economic Development Division provides four basic types of services to local communities upon request: economic development program planning, data and information, preparation and administration of economic development-related grant applications, and special project planning services.

#### Industrial Retention Activities

Studies have shown that in many communities the majority of new jobs will result from the expansion of local employers, rather than the attraction of new employers. As a result, local economic development activities designed to assist in the expansion of local employers are important to a comprehensive local economic development program. In addition to the informal efforts of the City leaders, City staff, and the City Economic Development Board, the Wisconsin Department of Development (DOD) has primary responsibility for formal industry retention activities.

- The *Wisconsin Department of Workforce Development (DWD)* is the lead State agency for the development and implementation of economic development activities. The Department's primary responsibilities include providing job services, training and employment assistance to people looking for work, while at the same time it is working with employers finding workers to fill current job openings. Under the DWD umbrella, a wide variety of employment programs can be found which range from securing jobs for the disabled, assisting former welfare recipients as they make a transition into work, promoting 72 job centers and linking youth with the jobs of tomorrow.  
[www.dwd.state.wi.us](http://www.dwd.state.wi.us)

- The *Wisconsin Department of Commerce* is the State's primary agency for delivery of integrated services to businesses. [www.commerce.state.wi.us](http://www.commerce.state.wi.us)

Federal agencies also offer programs for local industry retention. These include:

- The *Department of Agriculture Rural Development Administration* [www.rurdev.usda.gov](http://www.rurdev.usda.gov)
- *US Small Business Administration* [www.sba.gov](http://www.sba.gov) provides financial, technical and management assistance to help Americans start, run, and grow their businesses.
- *US Department of Commerce* [www.doc.gov](http://www.doc.gov)

#### Industry Attraction Activities

While the retention and expansion of existing business is an important economic development activity, a comprehensive community economic development program should also include activities that will result in the attraction of new business establishments. Forward Wisconsin engages in activities designed to attract new industrial establishments in the State. In addition, We Energies provides this service for the majority in the Southeastern Wisconsin Region. These activities are described below:

- *Forward Wisconsin, Inc.* is a nonprofit corporation that was organized to attract new businesses to the State of Wisconsin, to promote in-State expansion of existing employers and assist in the start-up of new business enterprises. An important component of the assistance provided by Forward Wisconsin, Inc. is to provide consultants nationwide with factual information regarding the Wisconsin business resource base. The organization maintains a staff of professional economic development consultants that assist businesses in locating potential sites for business expansions, as well as securing the information necessary about each potential site that will facilitate a logical location decision. Forward Wisconsin, Inc. maintains offices in various locations throughout the State including one in the City of Milwaukee. [www.forwardwi.com](http://www.forwardwi.com)
- *We Energies* is the regional electric utility that serves the southeastern Wisconsin region. We Energies provides a range of professional economic development services to the communities located within its service area. We Energies economic development goal is

to attract new businesses to the utilities service area through economic development services offered by the company.

### Small Business Development

While the City does have the ability to provide financial assistance through the Revolving Loan Fund program, there are no other specific economic development activities in the City relative to the development or expansion of small business establishments. However, the University of Wisconsin-Extension and Wisconsin's Small Business Development Centers provide assistance to fill that roll.

- The *UW-Extension* provides a wide range of business development services. The Center for Community Economic Development is the multi-disciplinary unit of the University of Wisconsin-Extension. The central goal of the Center is to help people understand the changes affecting Wisconsin Communities. It offers:
  - Small business management assistance workshops.
  - Information on County revolving loans and other sources of financing.
  - Research into available government loans.
  - Local demographic information.
- The *Wisconsin Small Business Development Centers* help ensure the State's economic health and stability. They offer formative business education, counseling and technology training. The nearest Small Business Development Center is located in Milwaukee.  
[www.uwex.edu/sbdc](http://www.uwex.edu/sbdc)

### **Environmentally Contaminated Sites**

Development efforts can sometimes encounter the challenge of potentially-contaminated properties, which are commonly referred to as brownfield sites. The United States Environmental Protection Agency (EPA) defines brownfield sites as: "With certain legal exclusions and additions, the term 'brownfield site' means real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant." A brownfield site may be a former corner gas station or an empty

manufacturing plant. There are an estimated 10,000 brownfields across Wisconsin. These sites pose a number of problems for communities, including:

- Neighborhood deterioration and community blight.
- Potential harm to human health and the environment.
- Reduced tax revenues and economic growth.
- Attraction for vandalism, open dumping and other illegal activity.

The term “brownfield” was first used to distinguish development land from unused suburban and rural land, referred to as “greenfield” sites. The EPA, States and municipalities believe that choosing brownfield redevelopment or greenfield development yields several benefits for communities and for commerce. Brownfield redevelopment encourages the cleanup of contaminated sites. This is the major goal of most modern environmental regulations. The fewer the number of contaminated sites, the less the cumulative impact to the environment. Another benefit of brownfield redevelopment is that it revitalizes urban areas. This leads to a perceived benefit – minimization of green space development. When brownfields are revitalized in urban areas, less farmland on the fringe is developed, maintaining green space and reducing the need for expanding infrastructure and utilities. Finally, when brownfields are redeveloped and new businesses begin operating, these properties return tax base and provide jobs. This is a major financial incentive for municipalities to develop and encourage programs for brownfield redevelopment.

The WDNR Bureau for Remediation and Redevelopment Internet website tracking list is a database that provides lists of properties that have been impacted by environmental contamination. This database tracks identified sites from first reporting through closure or no further action. Records are kept in perpetuity regardless of whether or not contamination was actually found, the size of the incidence, and whether or not the site has been cleaned. [www.dnr.state.wi.us/org/aw/rr/brrts/index.htm](http://www.dnr.state.wi.us/org/aw/rr/brrts/index.htm)

Governments at all levels have recognized that brownfield redevelopment is an important issue. Numerous programs have been created to encourage brownfield redevelopment including grants, loans and tax incentives. The City of Cedarburg will continue to encourage landowners to pursue

the clean up and redevelopment of any contaminated or brownfield site. Moreover, to minimize future environmental impacts, the City of Cedarburg will encourage environmentally sensitive and friendly business developments that are properly permitted to protect against future contamination.

### **Economic Development Goals, Objectives and Policies**

Commercial and industrial establishments provide a base for balanced economic growth by supplying necessary goods and services, offering employment opportunities and contributing to the tax base of the community. The following goal, objectives and policies are intended to meet the City of Cedarburg's economic needs over the planning period.

#### Goal

Encourage, promote and improve commercial and industrial development in order to achieve balanced economic growth and provide maximum convenience to the City of Cedarburg residents.

- Objectives:
  - Promote economic development to enhance the City's tax base, satisfy local employment needs and provide increased income opportunities for City residents.
  - Promote commercial and industrial diversification to minimize periodic downturns in the economy and provide a variety of job opportunities.
  - Encourage economic development in areas planned for commercial and industrial uses and where they are compatible with and accessible to existing activities.
  - Attract, retain and improve industrial/business firms that are compatible with a residential community.
  - Encourage commercial and industrial development that adheres to adopted development standards.
  - Encourage social and cultural activities/uses for City of Cedarburg residents.
  - Coordinate with county and regional organizations to market the City of Cedarburg for economic growth opportunities.

- Continue efforts with the Ozaukee County Economic Development Corporation to further promote economic development, business retention, attraction and expansion.
- Foster commercial development that serves and benefits local residents as well as transient visitors.
- Policies:
  - Provide necessary community services and infrastructure to support and stimulate business and industry within the City.
  - Ensure that proposed developments provide safe and healthful working conditions and do not jeopardize environmental quality and the health of area residents.
  - Promote the installation and/or enlargement of municipal utility services (i.e. electric, gas, telephone) required to attract and sustain business and industry.
  - Encourage municipal and civic cooperation and work cooperatively with surrounding communities, the local business association and Ozaukee County government to attract, maintain, and improve commercial and industrial firms that are compatible with a residential community.
  - Take advantage of Wisconsin Development Funds, Wisconsin Housing and Economic Development Authority, Tax Incremental Financing, Industrial Revenue Bond and other programs that provide incentives for business development within the City.



## CHAPTER 7

### INTERGOVERNMENTAL COOPERATION ELEMENT

66.1001 (2)(g) Wis. Stat.:

**Intergovernmental Cooperation Element.** A compilation of objectives, policies, goals, maps and programs for the joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for sighting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units and to the region, the state, and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflict.

The Intergovernmental Cooperation chapter is intended to identify and/or create opportunities to coordinate and work together with neighboring communities and jurisdictions to eliminate unnecessary duplication of services and to achieve consistency in plans. It provides an opportunity for officials from adjacent communities to communicate visions and coordinate plans, policies and programs to address and attempt to resolve issues of mutual interest. For cooperation efforts to succeed between different units of government, it is imperative that lines of communication be open and maintained in good order. These communication efforts will aid in the recognition and possible resolution of conflicts, which in turn will allow for the identification of mutual needs and improvements. This chapter will identify, inventory and analyze existing and potential cooperative joint efforts.

The following is a list of adjacent communities and jurisdictions that the City of Cedarburg could potentially coordinate activities and services with:

Village of Grafton	Ozaukee County
City of Mequon	Cedarburg School District
Town of Cedarburg	Wisconsin Department of Transportation
Town of Grafton	Wisconsin Department of Natural Resources
Southeastern Wisconsin Regional Planning Commission	

## **Inventory of Existing Intergovernmental Agreements**

Under Section 66.0305 of the Wisconsin Statutes, two or more cities, villages and towns may enter into revenue sharing agreements, providing for the sharing of revenue derived from taxes and special charges. The agreements may address matters other than revenue sharing, including municipal services and municipal boundaries. This section lists the existing agreements that the City of Cedarburg has with other municipalities. The following inventory and analysis of existing agreements is provided to get an understanding of the relationship that the City of Cedarburg has with other communities and to determine how these relationships can be improved. In order to carry out the purpose of the Comprehensive Planning Law, it is important for the City of Cedarburg to continue to work with surrounding municipalities. The following summarizes the existing intergovernmental cooperative agreements that the City of Cedarburg has with neighboring communities:

### Town of Cedarburg

- Shared service agreement with the Town of Cedarburg for the operating costs of the Senior Adult Center, Park and Recreation facilities (excluding the Cedarburg Swimming Pool), Joint Library, Emergency Government and composting at the Pleasant Valley Landfill. The terms of this agreement are effective until December 31, 2009.
- Shared service agreement with the Town of Cedarburg for the capital costs, consisting of engineering, construction and equipment costs and the day-to-day operating costs, including insurance costs of the Cedarburg Swimming Pool. The terms of this agreement are effective until December 31, 2015.
- Fire Protection/Emergency Medical Service Agreement. The Cedarburg Fire Department is jointly funded by the City of Cedarburg and Town of Cedarburg under a long-term agreement to provide shared fire protection and emergency medical services to residents in both communities in a cost effective manner. The terms of this agreement are effective through December 31, 2014.
- The City participates with the Town of Cedarburg and Village of Grafton in an agreement for yard waste collection and deposition. The agreement is effective until one of the parties terminates the agreement by written notice delivered no less than 60 days prior to termination date.

- The City provides water service for several Town properties located south of the 5 Corners area resulting from groundwater contamination from the former “Prochnow Landfill.”

#### Village of Grafton

- The Village of Grafton and Cities of Cedarburg and Port Washington have entered into an agreement for the shared purchase, use, maintenance and eventual disposal of an infrared asphalt patcher. The terms of this agreement are until September 1, 2017 or the life of the equipment, whichever comes first.
- The Village of Grafton and City of Cedarburg have entered into an agreement for the shared purchase, use, maintenance and eventual disposal of a speed monitoring trailer. The terms of this agreement are until September 1, 2010.
- The Village of Grafton, City of Port Washington and City of Cedarburg have entered into an agreement for the shared purchase, use, maintenance and eventual disposal of a stump grinder. The terms of this agreement continue in effect until the unit is disposed of.
- The Village of Grafton and City of Cedarburg have entered into an agreement for the shared purchase, use, maintenance and eventual disposal of a paint striper. The terms of this agreement are until September 1, 2010.
- In 2007, the City of Cedarburg and Village of Grafton entered into an inter-municipal agreement to allow for the efficient development of a narrow strip of vacant land located along the west side of Bobolink Avenue south of the Interurban Trail. The terms of this agreement include, among other things, the Village of Grafton agreeing to provide sewer and water service to lands located along the west side of Bobolink Avenue and the City of Cedarburg agreeing to extend Oak Street to Keup Road as part of the Keup Farm Subdivision improvements. This agreement is effective until April 15, 2037.

#### City of Mequon

- Intergovernmental agreement between the City of Mequon, Ozaukee County and the City of Cedarburg to provide sewer, water, electricity services (utility services) and fire, ambulance and police services (safety services) for the Ozaukee County Ice facility and the Carlson Tool and Manufacturing Corp. The terms of this agreement run for 75 years

from the date of execution and said terms shall be renewable upon like terms and conditions for periods of 25 years at the option of the parties.

#### Ozaukee County

- The City of Cedarburg participates with Ozaukee County and Washington County in a mutual aid agreement for Public Works, Fire and Police protection.
- The City of Cedarburg has an unwritten road maintenance and snow plowing agreement with Ozaukee County for joint streets/roads.

#### School District

- The Cedarburg School District encompasses an area more than the City limits. It is governed by an independent elected body. The City recreation sports leagues use the school recreational facilities. City neighborhoods rely on public and private school grounds to provide neighborhood recreational and open spaces.
- The City has a shared service agreement with the District for crossing guards.

#### Mutual Aid Agreements

- Mutual Fire Protective Assistance Agreement. This agreement is between the City of Cedarburg and the North Shore Fire Department to provide mutual aid and assistance on an as needed basis. The terms of this agreement will continue to be effective unless terminated by either party upon thirty days prior notice to the other party via certified or registered mail.
- Public Works Emergency Response Mutual Aid Agreement. This agreement is intended to enable communities to support each other during disasters/ emergencies to protect life or property, when the event is beyond the capabilities of the affected community. Through this agreement, communities provide aid and assistance with personnel, equipment, facilities, service, supplies and any other resources needed to respond to a disaster. The following communities share in this agreement: City of Cedarburg, Village of Germantown, Village of Grafton, City of Hartford, Village of Jackson, Village of Kewaskum, Village of Newburg, City of Port Washington, Village of Saukville and the City of West Bend.

The agreement is reviewed semi-annually by representatives of each community. The agreement shall automatically renew annually. However, any party may withdraw from the agreement at any time by written notification served personally or by registered mail upon all parties.

#### State Agencies

- Wisconsin Department of Natural Resources (WDNR). WDNR is responsible for the preservation, effective management and maintenance of the natural resources within the City of Cedarburg. It implements the laws of the State and, where applicable, the laws of the Federal government that protect and enhance these natural resources. WDNR reviews all development proposals for lands located in or near the floodplain of Cedar Creek.
- Wisconsin Department of Transportation (WisDOT) WisDOT is responsible for planning, building and maintaining Wisconsin's network of State Highways and Interstate Highway System. The Department shares the costs of building and operating county and local transportation systems, including bicycle and pedestrian facilities. The City of Cedarburg has an effective working relationship with WisDOT over the construction and maintenance of State Highways 60 and 181.

#### **Analysis of Intergovernmental Agreements and Other Working Relationships**

The City of Cedarburg does review these shared service agreements on a regular basis to determine whether the costs for services are appropriately distributed and that they adequately address the public need. It is recommended that the City of Cedarburg keep its line of communication open with neighboring communities and continue its efforts to negotiate future intergovernmental shared service agreements when opportunities arise. The existing agreements and cooperative efforts appear to be adequate for current operations.

#### **Existing or Potential Conflicts/Opportunities with Other Governmental Units and Actions Necessary to Resolve Them**

##### Town of Cedarburg

As indicated in Chapter 9 (Land Use Element), the City's Sanitary Sewer Service Area extends beyond its corporate limits into adjacent towns and is intended to guide where new urban

development should take place. Based on the established limits of the Sanitary Sewer Service Area, the City of Cedarburg has planned for and financed the costs of additional capacity in its wastewater treatment facility and oversized interceptor sewers to serve these areas. Recently, however, the Town of Cedarburg has developed plans and begun to promote a mixed-use urban center along Highway 60 adjacent to the 5 Corners intersection, which is located within the City's Sanitary Sewer Service Area. Since the City is unwilling to extend public services to the area, all development within this project will be served by private wells and onsite sewage treatment systems. In reaction to this, the City has exercised its extraterritorial zoning authority and has created a Joint Extraterritorial Zoning Committee (JETZCO) to find common ground on a plan for the area. The JETZCO has been meeting on a monthly basis for over a year and has yet to recommend a land use plan for the area that is acceptable to the Committee.

The City should continue to monitor development within the Sanitary Sewer Service Area and exercise its extraterritorial zoning authority when appropriate. It should also explore measures to control development in areas that have the potential of annexing into the City. Furthermore, the City should continue exercising its extraterritorial land division authority to prevent land divisions of less than 35 acres in size within the sewer service area until such time as public utilities are available.

#### Village of Grafton

In 2002, the City of Cedarburg purchased an 115.88-acre site at 1838 Pioneer Road for a future regional wastewater treatment facility to be jointly constructed and operated with the Village of Grafton. Cedarburg Light & Water has also expressed interest in the site for a future shared well to serve both Cedarburg's and Grafton's potable water supply needs. While the City Cedarburg and the Village of Grafton are negotiating the terms of a potential shared-facilities agreement, no such agreement has yet been structured. Accordingly, both communities will need to continue negotiations to achieve a mutual agreement.

#### Cedarburg School District

The Cedarburg School District is controlled by the Cedarburg School Board, which is an independent political body. The Cedarburg Common Council does not control the operation of

the public school system. However, the City Council and Mayor's office can express opinions and provide input into the operations.

Enrollment projections are a very important part of a school district's continued evaluation of its educational program as it affects the following areas:

- Funding from the State and local property taxes.
- Class size and staffing requirements.
- Physical plant needs.

Therefore, the Cedarburg School District uses different sources of information to project future enrollments depending on the number of years the analysis entails. Any and all can be used but some focus more on a shorter period of time (1-3 years verses 5-10 years).

- One to Three Year Projections

Past enrollment trends of the "X" factors:

- Kindergarten
- Private/parochial school students switching schools
- Open Enrollment (both in-coming and out-going)

The data includes projection of current enrollments as classes move up through the different grades, census data that is provided to the Department of Public Instruction on a yearly basis, and evaluating the impact of current housing developments and the number of potential school age children that are/will be living in those houses and attending the school district.

- Three- to Five- to Ten-Year Projections

The data includes all factors identified in the one- to three-year projections in combination with an external vendor's demographic statistics, local private school information and potential student enrollment as the result of new residential construction.

The District contracts with Information Management Systems, a company that provides enrollment projections for a 10-year period based on:

- Past Enrollments
- County Births
- Survival Ratios of a 5-Year Period
- Survival Ratios for the Current Year
- Combination of the 5-Year Ratio and Current Ratio

The Cedarburg School District contacts private and parochial schools within the District attendance area to see if they have plans for future building projects. New school construction may have an impact on current and future student enrollments. School officials work with local municipalities to monitor new housing developments. The School District evaluates the impact of the number of potential school age children that could be living in those houses and attending the School District. It should be noted that collecting information on future enrollments is not an exact science despite the different methodologies employed to determine projections.

School Districts favor steady, incremental growth of their enrollments. This allows for proper planning and to ensure the resources needed to provide quality educational program.

The City will continue to work with the School District by:

- Sharing information on the City's development and projected number of school age children.
- Continued shared recreational programs.
- Continued shared use of facilities.

## **Intergovernmental Cooperation Goals, Objectives and Policies**

### Goal

Encourage cooperation between the City of Cedarburg and other units of government to ensure appropriate, cost effective services and facilities.



- Objective
  - The City of Cedarburg should work with adjacent local units of government to develop creative ways to accommodate future growth across municipal borders, where appropriate.

#### Goal

Enter into intergovernmental agreements where appropriate

- Objectives:
  - Whenever deemed appropriate by the Common Council, the City of Cedarburg should share services with neighboring units of government.
  - Existing intergovernmental agreements should be reviewed periodically to re-affirm that they continue to represent the best interest of the City of Cedarburg.
  - Continue to work with the Town of Cedarburg on an appropriate development scenario for the 5 Corners “Town Center Plan” that will both benefit the Town and guard against negatively impacting the City.
  - Continue the cooperative efforts with the Village of Grafton regarding the planning and construction of a regional waste water treatment facility to be located on the City-owned land at 1838 Pioneer Road.

#### Goal

Resolve annexation, zoning and boundary disputes in a mutually beneficial manner.

- Objectives:
  - Continue a dialog to establish and enforce an extraterritorial land use plan and zoning ordinance.
  - Explore an intergovernmental agreement with the Town of Cedarburg to identify and protect/preserve the areas within the City’s sanitary sewer service area that may annex in the future, and to coordinate the development interests of both communities.

#### Goal

Seek new ways to coordinate and share community facilities and services with neighboring communities, the Cedarburg School District and Ozaukee County.

- Objectives:
  - Investigate opportunities to provide road maintenance and snow plowing services jointly.
  - Investigate opportunities for the City and Town of Cedarburg to share in the cost of the new library.
  - Coordinate the development and maintenance of public parks and related recreational facilities with neighboring Communities and the School District.
- Policies:
  - Continue to maintain existing intergovernmental relations and cooperation with surrounding municipalities.
  - Establish and/or maintain communications with surrounding municipalities for discussions regarding land use and other related issues.
  - Explore additional opportunities for intergovernmental cooperation and beneficial agreements.
  - Prevent development of land in future City expansion areas (sewer service area/extraterritorial) prior to provisions of utilities by the City.
  - Notify adjacent governments when items are on the City agendas that may affect interests of town residents.

## CHAPTER 8

### LAND USE ELEMENT

66.1001 (2)(h) Wis. Stat:

**Land Use Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. This element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agriculture, residential, commercial, industrial, and other public and private uses. The Land Use Element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. This element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial, and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that show current land uses and future land uses that indicate natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which service of public utilities and community facilities that will be provided in the future.

The Land Use Plan is the official statement of the City of Cedarburg, setting forth major objectives concerning its desirable physical development. This Plan is intended to be used as a tool to help guide physical development into functional, healthy, efficient and attractive land use patterns. It is not intended to be considered rigid and unchangeable, but rather is viewed as a flexible guide to help City officials and concerned citizens to review development proposals. The intent of the Land Use Plan is to promote the public interests rather than the interests of individuals or special groups within the City. This Plan shall promote the public health, safety, morals, order, convenience, prosperity and general welfare of the City of Cedarburg.

The Plan contributes to responsible democratic government by helping duly elected officials to safeguard and promote the public interests. The Plan also contributes to democratic government by providing a focus for citizen participation in the planning and subsequent development process.

The Land Use Plan is long range and targeted on the year 2025, providing a means of taking into account long-range development needs and proposals when considering short-range actions. This

Plan is intended to accommodate projected growth in the City's population, households and employment through time to ensure that today's decisions will lead toward tomorrow's goals. As conditions change from those used as the basis for the preparation of this Plan, the Plan should be revised as necessary. Accordingly, the Plan is required to be reviewed periodically to determine whether the land use development objectives as set forth herein are still valid, as well as to determine the extent to which the various objectives are being realized through its implementation.

### **Nature of the Plan**

The preparation of this Land Use Plan involved allocating future advances in population, households, employment and accompanying increments in land to support such advances to projected levels. These allocations were made, insofar as practicable, in a manner that is consistent with the City's land use objectives. The allocations took into account the City's existing "Development Plan for the City of Cedarburg – 2010" and input received from the public through a citizen survey conducted by the Cedarburg Blue Ribbon Visioning Committee at the outset to drafting the Plan, input from the Downtown Master Plan Committee and ongoing citizen input through regularly-scheduled Plan Commission meetings. The allocations also took into account commitments to development, as evidenced by approved subdivision plats, already made at the time the Plan was being prepared.

### **Population Forecasts**

The population forecasts selected by the Common Council and Plan Commission are based on an annual increase of between 1% and 1.5%, which indicate that the City may be expected to reach a residential population level of approximately 15,600 persons by the year 2025. This level represents an increase of about 4,400 persons over the 2000 level. At 2.45 persons per household (current average household size), about 1,800 housing units or 90 new units per year will need to be added to the 2000 housing stock.

### **Sanitary Sewer Service Area**

The Southeastern Wisconsin Regional Plan Commission (SEWRPC) has adopted an areawide water-quality management plan for southeastern Wisconsin. The SEWRPC plan is aimed at

achieving clean and wholesome surface waters within the seven-county southeastern Wisconsin region that are “fishable and swimmable.” The regional water-quality management plan identifies sewage treatment facilities in the region and refined sanitary sewer service areas for each treatment facility. The City of Cedarburg’s sanitary sewer service area covers the entire City and also extends into areas of the Town of Cedarburg and the Town of Grafton. This Land Use Plan recognizes a forecast residential population, which takes into consideration growth through annexation of those areas of the Towns within the sewer service area of the City.

The Land Use Plan indicates both those areas in which urban development now exists and those where development should be permitted in accordance with the land use development objectives, principles and standards set forth in the elements of this Plan. The character of Cedarburg is defined by development patterns of the past, which will continue to serve as a guide for the future. Future growth will be steered to areas where public utilities and urban services exist or will be provided. The goal of this Plan is to ensure that those growth patterns harmonize with the character of the area.

### **Existing Land Use: 2000**

In 2000, City land uses encompassed about 4.2 square miles. Table 8.1 and Map 8-1 illustrate the existing distribution of the different land use categories throughout the City of Cedarburg.

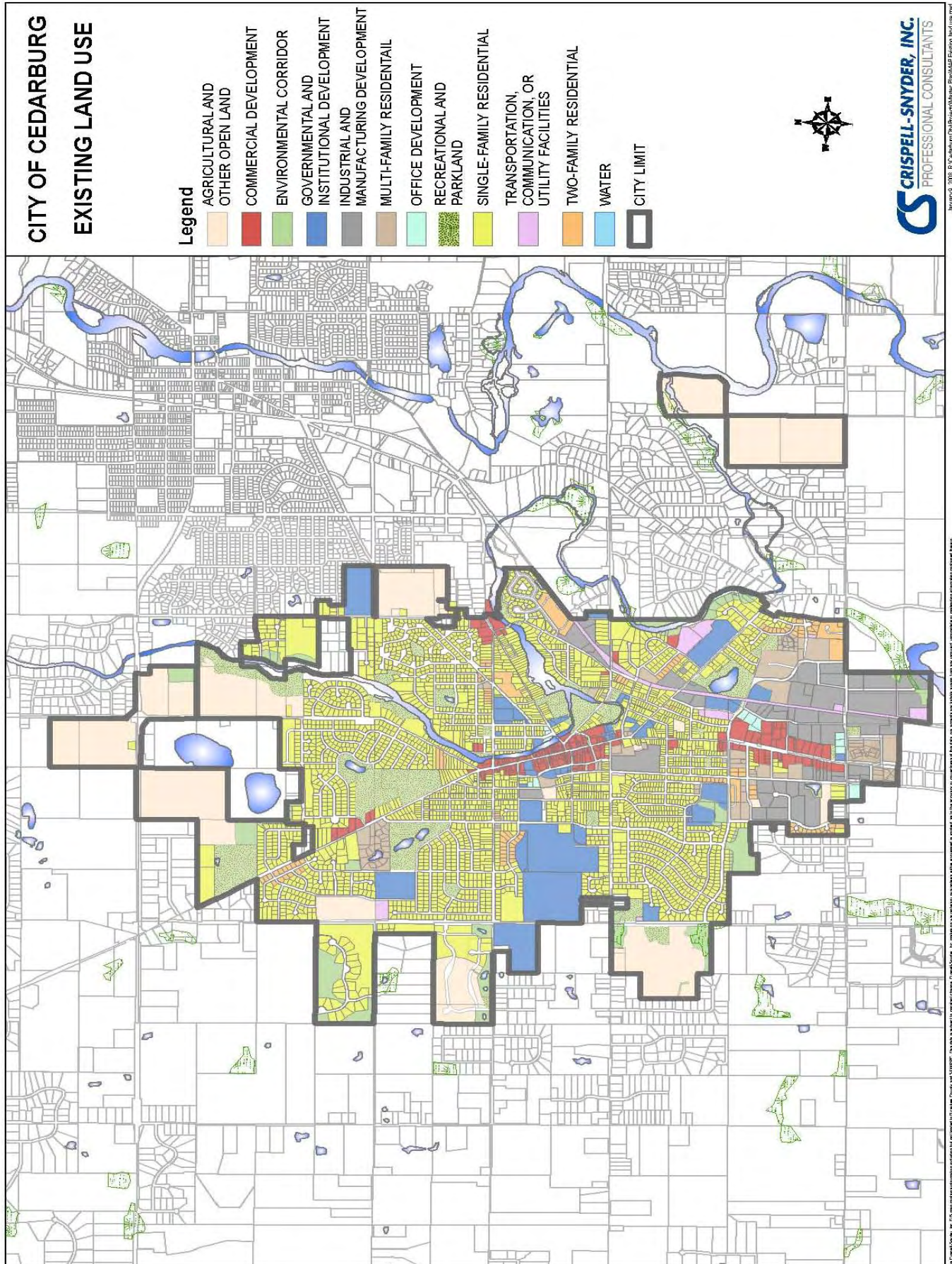
**TABLE 8.1**  
**SUMMARY OF EXISTING LAND USE IN THE CITY OF CEDARBURG: 2006**

Land Use Category	Number of Acres	Percent of Grand Total
<b>Urban<sup>a</sup></b>		
<b>Residential</b>		
Single Family	850	31.5
Two-Family	73	2.7
Multi-Family	82	3.0
<b>Subtotal</b>	<b>1,004</b>	<b>37.2</b>
<b>Retail Sales, Service and Office</b>	<b>88</b>	<b>3.3</b>
<b>Industrial</b>	<b>140</b>	<b>5.2</b>
<b>Transportation and Utilities</b>		
Arterial Streets	72	2.7
Collector and Other Streets	30	1.1
Minor Land Access Streets	224	8.3
Railroad Rights-of-Way	16	.6
Utilities and Other Transportation Related	19	.7
<b>Subtotal</b>	<b>361</b>	<b>13.4</b>
<b>Governmental and Institutional</b>		
Public (includes Zarling site)	240	8.9
Private	62	2.3
<b>Subtotal</b>	<b>302</b>	<b>11.2</b>
<b>Park and Recreational</b>		
Neighborhood Parks	25	.9
Community Parks	65	2.4
Other Recreational	52	1.9
<b>Subtotals</b>	<b>141</b>	<b>5.2</b>
<b>Urban Subtotal</b>	<b>2,036</b>	<b>75.4</b>
<b>Rural</b>		
<b>Natural Areas</b>		
Water	51	1.9
Wetlands	82	3.0
Woodlands	58	2.1
<b>Subtotal</b>	<b>191</b>	<b>7.1</b>
<b>Agricultural and     Other Open Lands</b>	<b>473</b>	<b>17.5</b>
<b>Rural Subtotal</b>	<b>664</b>	<b>24.6</b>
<b>Grand Total</b>	<b>2,699</b>	<b>100.0</b>

<sup>a</sup>Includes related off-street parking.

Source: SEWRPC

MAP 8-1 EXISTING LAND USES IN THE CITY OF CEDARBURG: 2007





### Residential Land Use

Existing residential development in 2006 is divided into three separate categories: single-family, two-family and multi-family (including elderly housing, assisted living and nursing home units) and totals approximately 1,004 acres or about 37% of the area of the City. Single-family residential, the largest overall land use category covers 850 acres, or 31.5% of the City's land area. Two-family residential accounts for 73 acres or 3.6% and multi-family residential accounts for 82 acres or 3.0% of City land.

According to the 2000 Census and as reflected on Table 2.2 of the Housing Element, the City of Cedarburg is far above Ozaukee County and the State of Wisconsin in the percentage of multi-family residential units (three or more units per building), at 27.6% for the City, and 17.2% and 18.0% for the County and State, respectively.

### Commercial/Office Land Use

In 2000, commercial retail, service and office uses accounted for 88 acres or 3.3% of City land area. Commercial land uses are predominantly located along Washington Avenue in downtown Cedarburg and along south Washington Avenue from Lincoln Boulevard south to Pioneer Road. Other smaller commercial nodes exist at the intersections of Washington Avenue and Jackson Street, Bridge Road and Columbia Road, and at Washington Avenue and Cambridge Avenue.

Cedarburg's downtown has traditionally served as the focal point for the City's commercial and entertainment activities. Because Washington Avenue is lined with limestone and cream-city brick buildings dating back to the mid-1800s that have changed little over time, it was designated as the Washington Avenue Historic District and is listed on the National Register of Historic Places, giving the area national recognition for its historic and architectural importance (see "A Development Plan for the City of Cedarburg: 2010"). This listing has aided in promoting Cedarburg as a destination for tourists and the continued preservation efforts by the Cedarburg Landmarks Commission will serve to protect Cedarburg's downtown distinctive character into the future.



### Industrial Land Use

In 2007, industrial land uses accounted for 140 acres or about 5.2% of the land area in the City. The City's business/industrial districts are located along Cardinal Avenue, Doerr Way, the west side of McKinley Boulevard and along the east side of Evergreen Boulevard immediately north of Pioneer Road.

### Park, Recreational and Open Space Land Uses

The lands devoted to park and recreational uses are physically described and individually categorized based on the intensity of the use in the "Comprehensive Park and Open Space Plan" adopted by the City of Cedarburg in May, 2004. The City of Cedarburg currently operates and maintains a park system consisting of 30 separate parks covering 141 acres or 5.2% of the City. Other open spaces include primary and secondary environmental corridors, as well as isolated natural areas. These lands account for approximately 663.5 acres or 24.6% of the City area.

### Institutional and Governmental Land Uses

Institutional and governmental land uses include City buildings, school facilities, cemeteries and churches, and account for 302 acres or 11.2% of the land area of Cedarburg. These areas include already-existing governmental and institutional uses as defined in Chapter 4, "Utilities and Community Facilities."

### Transportation and Utilities Land Uses

In 2007, transportation and utility land uses, which include arterial streets and highways, collector streets, minor land access streets, railways and utilities, account for approximately 361 acres or 13.4% of City land.

### Environmentally Significant Lands

The City land use objectives call for the preservation of primary environmental corridors as natural open uses, and the preservation of secondary environmental corridors and isolated natural resource areas as natural open uses to the extent practicable. The Plan identifies environmentally sensitive natural areas totaling 191 acres or 7.1% of lands within the City of Cedarburg and includes surface water, wetlands and woodlands. These areas are generally unsuited for urban

development due to poor soils, surface water or high ground water conditions, or steep slopes or ridges.

### **Land Use Trends and Projected Land Use Plan**

Table 8.2 compares the land use acreage calculations from 1985 with 2005 totals. It indicates that the City of Cedarburg is a growing community with the residential category experiencing the greatest increase. Supporting the new residential development are the transportation facilities and accordingly the transportation land use category experience the second largest increase with area devoted to local assess streets increasing by 8.3%. The next highest land use category increase is the governmental and institutional use at 11.2%. The retail service and office category had the lowest increase at 3.3% and industrial was only slightly higher at 5.2%. With the annexation of 352 acres located at the north end of the City along Highway 60, increases in commercial, business and higher-density residential land uses can be expected. The total area of the City in 2006 is 2,699 acres or 4.2 square miles.

Because the City of Cedarburg shares its southern border with the City of Mequon and eastern border with the Village of Grafton and low density development has occurred directly west of the City limits, its future growth potential lies to the north and northwest. In 2007, the City created TID #2 to provide the financial means to have public sewer and water service extended to serve future development of the area along State Highway 60 between Cedar Creek and Washington Avenue and along the east side of Sheboygan Road south of Highway 60.

### **Residential Land Use**

Table 8.2 illustrates that the residential land use category experienced a 61.3% increase between 1985 and 2006. While the City's population increased by over 32% between 1980 and 2005, the average household size for the City of Cedarburg has declined from 2.53 persons in 1990 to 2.45 persons in 2000.

### **Commercial Land Use**

Cedarburg's downtown Central Business District and scattered commercial nodes located at high-traffic intersections have historically served as the commercial activity in this community.

Over the 21 years illustrated in Table 8.2, commercial land use acreage has increased 24.6% with most of this occurring along south Washington Avenue.

#### Industrial Land Uses

Industrial uses have increased by 33.1% over the last 21 years due largely to the success of the City's first industrial TID located along the east side of Evergreen Boulevard directly north of Pioneer Road. Future industrial activity is anticipated to occur as the result of the creation of TID #2 along Highway 60 midway between Sheboygan Road and Washington Avenue.

#### Supporting Land Uses

The increases in residential, commercial and industrial land uses have also resulted in corresponding increases in supportive uses such as public utility/institutional uses, transportation, and parks and recreational uses. Transportation uses increased by 14.3%, parks and recreational uses by 47.9% and public utility/institutional uses by 95.7% (includes the former Zarling site).

**Table 8.2 City Of Cedarburg Land Use Trends**

Land Use Category	1985 Acres	2006 Acres	Change 1985 to 2006	
			Acres	Percentage
<b>Urban<sup>a</sup></b>				
<b>Residential</b>				
Single Family	512.1	850	338	66.0%
Two-Family	48.0	73	25	52.0%
Multi-Family	62.2	82	20	38.8%
<b>Subtotal</b>	<b>622.3</b>	<b>1,004</b>	<b>382</b>	<b>61.3%</b>
<b>Retail Sales and Service</b>	<b>70.6</b>	<b>88</b>	<b>17.4</b>	<b>24.6%</b>
<b>Industrial</b>	<b>105.2</b>	<b>140</b>	<b>34.8</b>	<b>33.1%</b>
<b>Transportation and Utilities</b>				
Arterial Streets	66.5	72	5.5	8.3%
Collector and Other Streets	27.3	30	2.7	9.9%
Minor Land Access Streets	188.1	224	35.9	19.1%
Railroad Rights-of-Way	15.5	16	-	-
Utilities and Other				
Transportation Related	18.6	19	-	-
<b>Subtotal</b>	<b>316.0</b>	<b>361</b>	<b>45.0</b>	<b>14.3%</b>
<b>Governmental and Institutional</b>				
Public (includes Zarling site)	113.6	240	126.4	111.3%
Private	40.7	62	21.3	52.3%
<b>Subtotal</b>	<b>154.3</b>	<b>302</b>	<b>147.7</b>	<b>95.7%</b>
<b>Park and Recreational</b>				
Neighborhood Parks	10.3	25	14.7	142.7%
Community Parks	60.3	65	4.7	7.8%
Other Recreational	37.2	52	14.8	39.8%
<b>Subtotals</b>	<b>107.8</b>	<b>141</b>	<b>33.2</b>	<b>30.8%</b>
<b>Urban Subtotal</b>	<b>1,376.2</b>	<b>2,036</b>	<b>658.8</b>	<b>47.9%</b>
<b>Rural</b>				
<b>Natural Areas</b>				
Water	50.7	51	-	-
Wetlands	58.3	82	23.7	46.7%
Woodlands	31.5	58	26.2	83.2%
<b>Subtotal</b>	<b>140.5</b>	<b>191</b>	<b>50.5</b>	<b>35.9%</b>
<b>Agricultural and</b>				
<b>Other Open Lands</b>	<b>640.0</b>	<b>473</b>	<b>- 167</b>	<b>-35.3%</b>
<b>Rural Subtotal</b>	<b>780.5</b>	<b>664</b>	<b>- 116.5</b>	<b>-17.5%</b>
<b>Grand Total</b>	<b>2,156.7</b>	<b>2,699</b>	<b>542.3</b>	<b>25.1%</b>

<sup>a</sup>Includes related off-street parking.

Source: SEWRPC

## Trends in Land Values

Table 8.3 describes the increase in the equalized values for the different use types, as compiled by the State of Wisconsin Department of Revenue

**Table 8.3 Equalized Property Value In The City Of Cedarburg**

Type of Property	1985		1995		2005	
	Value	% of Total	Value	% of Total	Value	% of Total
Residential	\$197,724,000	69.96%	\$438,237,600	77.12%	\$860,795,600	80.02%
Commercial	\$54,034,000	15.92%	\$97,477,400	17.15%	\$172,559,300	16.04%
Manufacturing	\$24,083,400	9.08%	\$20,370,900	3.58%	\$23,227,300	2.16%
Agricultural	\$83,000	--	--	--	\$15,800	--
Swamp & Waste/Other	--	--	--	--	\$814,100	--
Personal Property	\$13,754,600	5.04%	\$12,141,000	2.14%	\$18,362,100	1.78%
Total Value	\$289,679,001	100.00%	\$568,226,901	100.00%	\$1,075,774,201	100.00%

*Source: Wisconsin Dept. of Revenue Statistical Report of Property Valuation, 1985, 1995, 2005*

## Land Use Conflicts

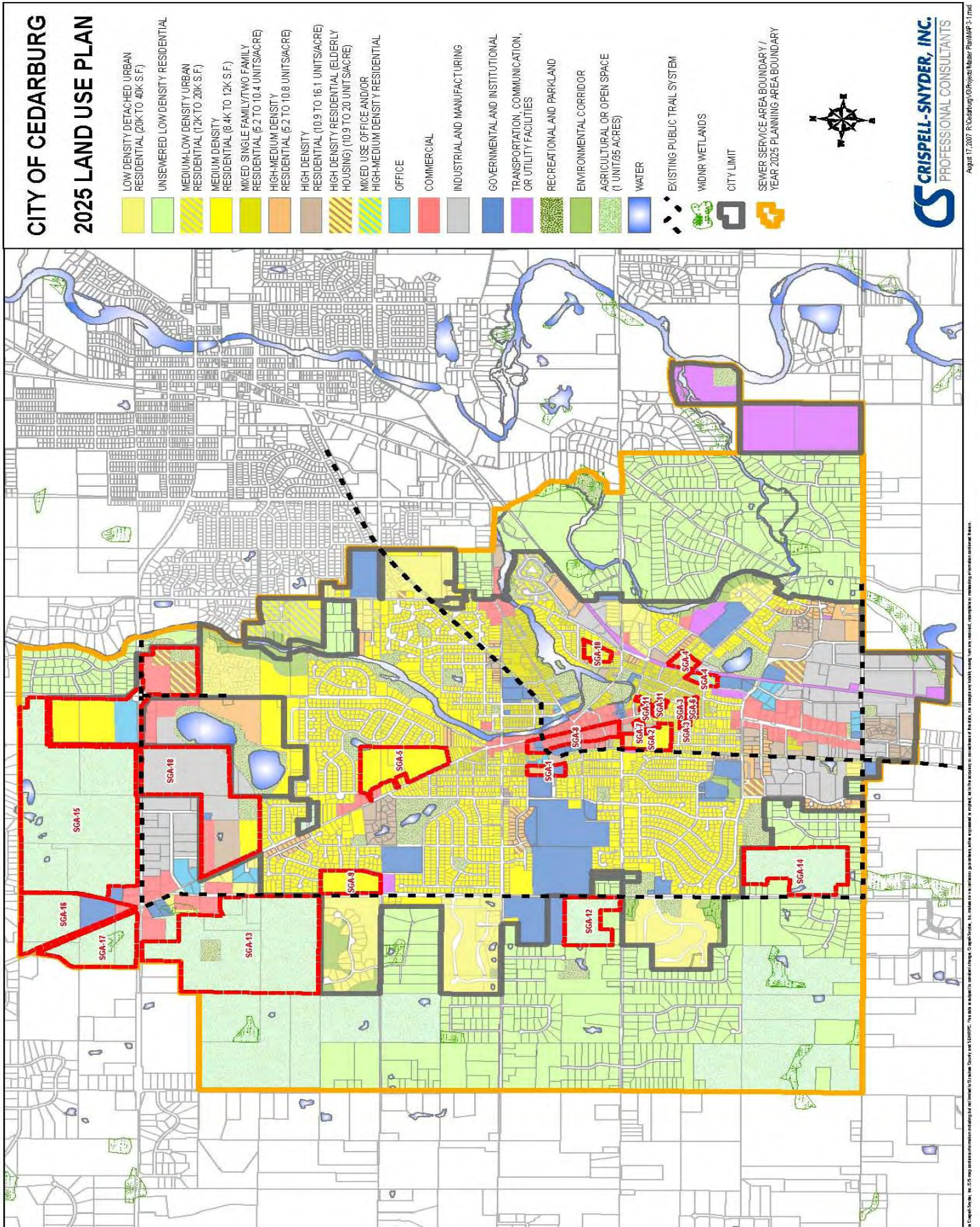
Land use conflicts occur when incompatible land uses are located adjacent to or near each other. There are many examples of these conflicts, but a prime one is where industrial or intense commercial development occurs immediately adjacent to residential neighborhoods. A prime example in Cedarburg is the former Mercury Marine (currently Norstar) site located between St. John Avenue and Madison Avenue, in an area that is primarily residential. This conflict in uses has resulted in numerous neighborhood complaints regarding noise, odor and truck traffic. While land use conflicts of this nature are the result of past development patterns, the City of Cedarburg now utilizes the following methods to minimize conflicts as new developments are proposed:

- **Use Buffering.** To minimize conflicts between land uses, the City of Cedarburg's Land Use Plan is designed to provide buffers between incompatible land uses. More specifically, the Plan proposes less intensive land uses radiating outward from the more

intensive land use. For example, an appropriate series of land uses to buffer an intensive business/commercial use from single-family development would be to introduce a step down in intensity to multi-family and then two-family uses in-between.

- Landscaping and Berming. Vegetative landscaping can be used as a visual buffer to minimize the impacts on adjacent properties. However, when properly designed, landscaped berms provide a better, more effective, visual and sound buffers. These should be undulating berms rather than lineal and planted under the direction of a qualified arborist. The City of Cedarburg should continue the use of their landscape screening/buffering demands as development proposals come for to minimize the impacts on adjacent properties.





### **Land Use Plan for the City of Cedarburg: 2025**

Effective land use management for the City of Cedarburg will evolve through the dedicated efforts of the Plan Commission and Common Council to ensure the proper timing and allocation of land development. Effective design controls and compatible land use development will ensure that the City we know today will continue to thrive for those to enjoy tomorrow. The intent of this Plan is to continue the efforts that have begun through preserving the historic downtown by saving what we already have in our traditional neighborhoods. It promotes planned development patterns that make walking or bicycling appealing and safe, which will also minimize vehicular traffic congestion. It also discourages unplanned, uncontrolled growth that lead to increased utility extension costs, land use conflicts and gradual deterioration. Future development or redevelopment is encouraged that is orderly and compatible with existing development.

On February 12, 2007, the Common Council of the City of Cedarburg, following a unanimous recommendation from the Plan Commission, voted to endorse SEWRPC's "Planning Report No. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035." That endorsement reflected the City's commitment to sound planning principles by promoting compact urban development in areas that are readily served by basic services, including sanitary sewer, water supply and transportation facilities.

### Land Use Within the City Limits – 2007

In 2007, the City of Cedarburg had a total acreage of nearly 2,700 acres or 4.2 square miles. Of this total, approximately 473 acres were open/agricultural lands (see Map 8.1), which will support future growth during this planning period. These areas have been identified and classified to reflect the appropriate land use category for future growth on Map 8.3. Since the lands within its existing boundaries may not be sufficient to meet the land use needs through the year 2025, the City will also need to monitor development to the north and northwest, and exercise its extraterritorial zoning authority when appropriate to ensure future growth potential.

### Projected Land Use Needs for the Year 2025

As indicated in Chapter 1, "Issues and Opportunities Element," the projected population of the City of Cedarburg is 15,600 by the year 2025. This projection will result in an increased demand



of land for residential, commercial, industrial, educational and recreational uses which, as noted, will be provided through the conversion of existing open/agricultural lands and expansion into its extraterritorial areas.

**Table 8.4      Projected Land Use Needs, 2006 – 2025, and 5–Year Increments**

Land Use Category	2006 Existing Land Uses		2025 Future Land Uses		Change 2006 - 2025	5-Year Increment (Acres)
	Acres	%	Acres	%		
Single-Family Residential	850	31.7%	1,161	39.1%	311	77.7
Duplex Residential (Two-Family)	73	2.7%	100	3.4%	27	6.8
Multi-Family (3+ Units)	82	3.0%	112	3.8%	30	7.5
Commercial/Office	88	3.3%	120	4.0%	32	8.0
Industrial	140	5.2%	191	6.4%	51	12.7
Institutional/Governmental	302	11.2%	412	13.9%	110	27.5
Parks	141	5.2%	192	6.4%	51	12.7
Transportation	361	13.4%	493	16.6%	132	33.0
Environmental	191	7.1%	191	6.4%	0	0
Open Lands	473	17.5%	-	-	-473	-118
Totals	2,701 Ac.	100%	2,972 Ac.	100%	271 Ac.	68 Ac.

To determine land use demands through the year 2025, this Plan relied on the aforementioned population projection and the historic land use patterns (i.e. acreage per resident ratio). The current “acreage per resident” ratio was established for each land use category and then multiplied by the adopted population projection for the year 2025 to generate the estimates of land area needed for each category. The method for determining the area for each land use category is shown on Table 8.5 below.

**Table 8.5 Land Area Needed Based On Population, 2006 - 2025**

Land Use Category	2006 Acreage	2006 Population	Acreage per Resident Ratio	2025 Population	2025 Acreage	Additional Acres Needed by 2025
Single-Family Residential	850	11,425	0.074	15,600	1,161	311
Duplex Residential (Two-Family)	73	11,425	0.006	15,600	100	27
Multi-Family (3+ Units)	82	11,425	0.007	15,600	112	30
Commercial/Office	88	11,425	0.008	15,600	120	32
Industrial	140	11,425	0.012	15,600	191	51
Institutional/Governmental	302	11,425	0.026	15,600	412	110
Parks	141	11,425	0.012	15,600	192	51
Transportation	361	11,425	0.032	15,600	493	132
Environmental	191	11,425	-	15,600	191	0
Open Lands	473	11,425	-	15,600	0	-473
Total	2,701 Ac.				2,972 Ac.	271 Ac.

### Land Use Plan

The City of Cedarburg’s Land Use Plan (Map 8-3) was developed to meet the established goals and objectives as set forth herein and in previous sections of this Comprehensive Plan. It is designed to serve a maximum residential population of about 15,600 persons by the year 2025, an increase of about 4,400 persons or an annual growth rate of 1.35% per year. The Plan shows both existing development and where future development should occur.

### Smart Growth Areas (SGA) (See Map 8-3)

The Plan also identifies “Smart Growth Areas” (SGA), which are infill/redevelopment areas where public infrastructure and transportation facilities already exists. Careful consideration should be given to these sites as they represent opportunities for new development that will have minimal impact on existing public facilities and utilities. Such sites are referred to as Smart Growth Areas because they are cost-effectively developable using existing infrastructure. These

areas are also considered as redevelopment or infill areas depending on each areas unique attributes.

- SGA-1     The Mercury Marine/Norstar site located south of Cleveland Street, between Madison and St. John Avenues. The Mercury Marine site is classified on the Land Use Map as Governmental and Institutional and is intended to be the site of the future library. The Norstar site is currently classified as High-Medium Density Residential (5.2 to 10.8 units/acre) and this classification will be retained as it promotes appropriate residential development within easy walking distance to downtown Cedarburg.
- SGA-2     The Weil Pump site located between Western Avenue and Jackson Street. This site is currently classified as Industrial/Manufacturing development and supports an old industrial building that is only being partially used. Redevelopment of this site should include the extension of Hillcrest Avenue and/or Hanover Avenue north to Western Road to provide an alternate route to and from the downtown area. This site is classified on the proposed Land Use Map as Single-Family Medium-Density (3.67 to 5.2 units/acre) and Medium-High Density Urban Residential development (5.2 to 10.8 units/acre). These densities will provide a good customer base within easy walking distance to downtown shops.
- SGA-3     The Lakeside Development site at the southeast and southwest corner of Jackson Street and Washington Avenue. These corner sites are classified as and support neighborhood business, but are surrounded by single-family residential development. Since this area is within walking distance to both the downtown and the south Washington Avenue businesses, it would be appropriately classified as Mixed-Use Office and/or High-Medium Density Residential Development.
- SGA-4     The Former Amcast site on both sides of Hamilton Road at the Chicago, Milwaukee, St. Paul, Pacific Railroad. These sites are appropriately classified as Medium Density Residential for the site along the north side of Hamilton Road and Mixed Use Infill for the site on the south side.
- SGA-5     The Ozaukee Fairgrounds. If the Fair Grounds are ever relocated from this site, residential land uses should be considered at densities consistent with the area.

- SGA-6 Vacant land behind W61 N378 -392 Washington Avenue. This vacant site is appropriately classified as Medium-Density Single-Family Residential Development.
- SGA-7 1.1-acre Vacant land behind W61 N449 Washington Avenue. This vacant site is classified on the Land Use Map as Medium-Density Residential Development but is zoned RM-2 (Multi-Family). Since the site is sandwiched between apartment buildings, the site should be reclassified to High-Density Multi-Family to reflect adjacent uses. The Washington Avenue access issue must first be resolved. (See Plan Commission property file.)
- SGA-8 Lands between Washington Avenue and Hanover Avenue from Western Road to Cleveland. While this area currently supports a scattering of retail and service establishments, the area seems underutilized with large poorly-designed parking lots, unsightly rear yard storage and vast areas of open spaces. With proper design, the intent would be to create a vibrant pedestrian-friendly extension of the Historic Downtown Business District with lighted walkways, landscaped parking, improved storage areas, rear-building facade improvements and where new commercial development could be promoted.
- SGA-9 The Vacant Land located between Wauwatosa Road and Poplar Avenue, northwest of Wauwatosa Road/Sherman Road Intersection. This area is appropriately classified as Medium-Density Detached Urban Development.
- SGA-10 The Vacant Land behind properties located along Sunnyside Lane, Hilbert Avenue, Portland Road and Highland Drive. This site is appropriately classified as Medium-Density Detached Urban Residential Development.
- SGA-11 St. Francis Borgia School site at N44 W6055 Hamilton Avenue. This site is currently classified as Governmental and Institutional Development. Since the parish is proceeding with plans to construct a new elementary school adjacent to the Divine Word site north of 5 Corners, this area should be considered for High-Medium Density Residential.
- SGA-12 Northwest Corner of Western Avenue and Wauwatosa Road. Neighborhood land use plan approval required prior to annexation.

- SGA-13 Area north of the Seidler Pond Subdivision along the west side of Wauwatosa Road. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.
- SGA-14 Area south of Cedar Point Avenue east of Wauwatosa Road. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.
- SGA-15 Grob Field area along the north side of Highway 60 east of the 5 Corners intersection. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.
- SGA-16 Area north of 1375 Covered Bridge Road (St. Francis Borgia Church). Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.
- SGA-17 Northwest corner of the 5 Corners intersection. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.
- SGA-18 TID #2. This area has been master-planned to meet the requirements of a mixed-use TID and will be monitored to maintain consistency with the approved plan.

#### Residential Land Use

Areas designated for residential use on the Land Use Map total approximately 1,200 acres. The residential lands includes high-density areas (10.9 units/acre to 16.1 units/acre), medium-high density areas (5.2 units/acre to 10.8 units/acre), mixed single-family/two-family older neighborhoods (5.2 units/acre to 10.4 units/acre), medium-density detached (8,400 square foot to 12,000 square foot lot sizes), medium-low density detached (12,000 square foot to 20,000 square foot lot sizes), and low-density detached (20,000 square foot to 40,000 square foot lot sizes). The Plan recommends that the higher density residential areas remain relatively constant. However, opportunities for higher-density projects are provided for development through infill or redevelopment projects. The Plan also includes a residential category with a density of three units per acre for new development along the west side of County Trunk Highway I. This category is offered as an alternative to a conservation subdivision in certain areas to comply with the requirements of a Mixed-Use TID. It is anticipated that the City will continue to growth through annexation to reach the projected acreage needed for a population of 15,600 by 2025.

This Plan promotes residential neighborhoods designed to relate to the area internal streets, bicycle-way and pedestrian system, neighborhood schools, parks and shopping. Future residential development will occur through annexation of new lands into the City, the division of existing large vacant parcels generally located on the fringe of the sewer system and through the redevelopment of infill Smart Growth Areas scattered through the City.

Low-density residential areas on the Plan cover about 320 acres and are generally located near the fringe of the sewer service areas or near environmentally sensitive lands. These areas are shown along the west side of Wauwatosa Road functioning as a transition from the higher-density development in the City of Cedarburg to the low-density development of the Town. (See Extraterritorial Area for discussion on Low-Density Land Use Categories for that area.) They are also shown along the east side of Sheboygan Road where lower-density development is intended to concentrate land development outside the environmental corridors along Cedar Creek.

Areas recommended for medium/low-density residential development cover about 38 acres that are located along the east side of Keup Road north of Columbia Road between the higher density development in the Village of Grafton and adjacent higher density development in the City. The intent of this larger lot size category is to recognize the larger homes sizes being constructed today. The areas classified as Medium-High Density Residential development total 189 acres and are located throughout the City of Cedarburg. The category generally reflects the pre-2000 residential development.

The areas identified as High-Density Residential development total about 80 acres. These land uses will serve as transitional uses between more intensive uses in the central and southern portions of the City along arterial or collector streets. They are also located in convenient proximity to commercial retail and service areas.

Residential development areas targeted for senior housing total 60 acres. These areas are typically located on the fringe of single-family residential development in close proximity to commercial retail and service centers.

### Commercial Retail and Office Land Use

The City of Cedarburg Land Use Plan - 2025 recommends an increase in the area devoted to commercial and business/industrial development. As part of Tax Incremental District (TID) No. 2's project plan, commercial land accommodating retail and service uses would increase by approximately 54 acres. This increase is located at the southeast and northwest corner of State Highway 60 and County Trunk Highway I (Sheboygan Road) and along the east side of Washington Avenue south of the Town of Cedarburg's business park at Sycamore Lane.

The Land Use Plan recommends commercial retail and service areas covering about 120 acres or about 4% of the total area of the City. Eight specific commercial areas have been identified on Map 8-2. These include the Cedarburg Central Business District; the south end of Washington Avenue between Lincoln Boulevard and Pioneer Road; the south side of the Jackson Street and Washington Avenue intersection; the area around the Columbia Road intersection with Bridge Road, Highland Drive and Keup Road; the northern one-third of the Baehmann golf course property; the area along the east side of Washington Avenue north and south of Cambridge Avenue; and the southeast corner of Sheboygan Road and State Highway 60. These areas would serve the commercial retail sales and service needs of the City to the year 2025 and beyond.

### Industrial Land Uses

The Plan identifies about 220 acres devoted to industrial land uses. There are four main areas identified for this type of land use: the industrial uses located in the vicinity of Cardinal Avenue, Doerr Way and McKinley Boulevard; the area north of Portland Road on both sides of the Chicago, Milwaukee, St. Paul Pacific Railroad; the Cedarburg Business Park located along the east side of Evergreen Boulevard immediately north of Pioneer Road; and the proposed business park to be located along the south side of State Highway 60 to the east and south of the Town of Cedarburg's business park along Hilltop Drive. The new Business Park within TID #2 will increase business/industrial uses by 83 acres. This park was determined to be necessary because there were no large publicly-owned or privately-owned sites available for existing businesses which may wish to expand or to attract new businesses. Accordingly, in early 2007, the City created Tax Incremental Financing District No. 2 (TID #2) to fund the costs of the necessary public improvements (i.e. sewer, water, storm sewer, etc.) to serve lands leading up to and

including the new Business Park. Once those improvements are available, over 200 acres of land will be available for mixed use development.

#### Government and Institutional Land Uses

Governmental and Institutional land uses under this Plan occupy about 300 acres or 13.5% of the total land area of the City. These areas include already existing governmental and institutional uses, as well as the recently-purchased wastewater treatment plant site located along the north side of Pioneer Road and west of the Milwaukee River.

Discussions are currently underway with the Cedarburg School District to determine their anticipated needs through the year 2025. To support future growth north and west of the current City limits, a new water tower is planned to be located in or near the future City Business Park along the south side of Highway 60. This Plan also establishes the new library which is under consideration at the former Mercury Marine site at W66 N598 Madison Avenue.

#### Parks, Recreational and Open Space Land Uses

The planned increase in recreational land is based on neighborhood development standards that are intended to provide adequate parklands in residential areas. In May 2004, the City adopted the “Comprehensive Park and Open Space Plan” in which the goals, objectives, policies and recommendations relating to parklands are established. The mission statement of the “Comprehensive Park and Open Space Plan” is “to provide a park and recreational system that will meet the needs of the current and future generations, preserve and protect the City’s open spaces, water, historical, cultural, natural and economic resources; and provide a park and recreation program that is designed to enhance the community’s economic quality of life.”

The recommendations contained in the current or in any future “Comprehensive Park and Open Space Plan” are all incorporated into this Plan. Following are general recommendations relating to parklands, park facilities and trails:

- The City should explore the possibility of acquiring additional land and easements, and developing additional parks, appropriate facilities and multi-purpose trails along the primary environmental corridor along Cedar Creek.



- The City should connect existing and future parks to local and regional trail systems to provide City and County residents a greater opportunity to have access to other areas of the region.
- The City should not develop new mini-parks as they are financially burdensome on a community.
- Adequate park security should be provided through proper lighting, visibility, surveillance and proper user hours.
- All park facilities should be barrier-free and should meet the intent of the American with Disabilities Act.
- The City should continue its efforts to establish and maintain an urban forest in parks, boulevards, terraces, preserves and other public right-of-way lands.

See the “Comprehensive Park and Open Space Plan” for a detailed description of parklands and facilities recommendations, which are considered an element of this plan.

#### Transportation, Communication and Utility Lands

The City Land Use Plan recommends that the areas devoted to transportation, communication and public utilities increase by 140 acres. This large increase is due to recent purchase of the former Zarling property to accommodate a future joint wastewater treatment facility along the east side of the Milwaukee River north of Pioneer Road and the recently-constructed electric substation located southwest of the south end of Doerr Way.

#### Environmentally Significant Lands

The year 2025 Land Use Plan recommends that, to the extent practicable, environmentally sensitive lands be preserved through creative use of zoning where development rights are appropriate on adjacent upland developable areas. These lands include the best remaining woodlands, wetlands, environmental corridors, prairies, wildlife habitat, surface water, and associated shorelands and floodplains discussed in Chapter 5. The main waterway in Cedarburg is Cedar Creek, which flows through the heart of the City of Cedarburg. Its associated floodplain is encompassed by a primary environmental corridor which, along with documented woodlands, isolated natural areas and wetlands, are intended to be protected through this Plan.

### Extraterritorial Area

State Statutes provide the City with power to monitor and guide development in the extraterritorial area. It is important that the City exercise its land division and zoning authority in targeted areas of the extraterritorial area to prevent unwanted development that would hinder the City's ability to grow. The areas most critical for the City's future growth are those areas in the Town that are included in the City's Sanitary Sewer Service Area limits. To protect those areas against uncontrolled urban sprawl-type development, this Plan establishes two land use categories for the area. The Unsewered Low-Density Residential category is applied to existing development and established a density of 1 unit per 5 acres. The remaining undeveloped areas are classified as Agricultural or Open Areas with minimum lots sizes at 35 acres. The purpose of this section is to identify conditions that have the potential of negatively impacting the City in order to better guide development in the extraterritorial area according to the goals, objectives and policies identified in this Comprehensive Plan.

- Zoning

The Town of Cedarburg's zoning is shown on Map 8-4. The City should continue working with the Town of Cedarburg to evaluate strategies to ensure that development patterns that are consistent with the goals and objectives prescribed herein.

- Natural Areas

Natural areas, including, wetlands, select woodlands and floodplains that are shown on Maps 5-2, 5-3 and 5-4 must be protected because of their flood control, wildlife habitat, water quality protection and recreational values.

- Prime Agricultural Lands

The Ozaukee County Farmland Preservation Plan, as it pertains to the Cedarburg area, is currently being revised and updated, and is expected to be completed in 2008. In addition to preserving farmland, the Farmland Preservation Plan seeks to protect lands identified as environmental corridors and isolated natural areas. This plan should be endorsed by the City of Cedarburg and enforced from the City's extraterritorial land division and zoning powers.

- Existing Residential Development

Residential development within the extraterritorial area has resulted in low-density (one unit/4 acres) land use patterns that are automobile dependant and land consumptive.

The City of Cedarburg and adjacent towns should begin to work on a cooperative plan/agreement to ensure that future development patterns within the City's Sanitary Sewer Service Area are appropriate for public sewer service.

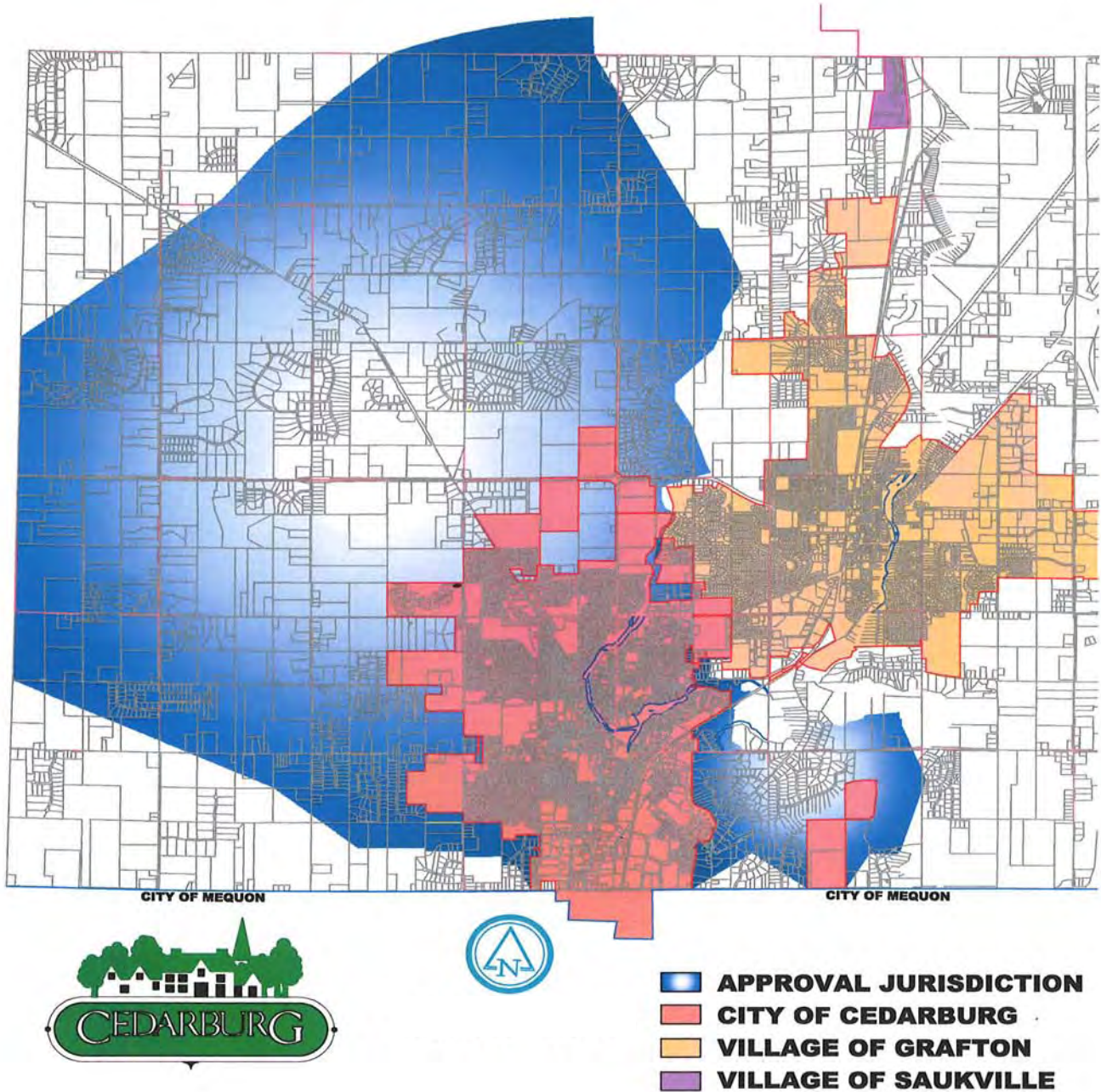
- Existing Commercial and Industrial Development

Commercial and industrial development in the extraterritorial area is primarily located along State Highway 60 in the 5 Corners area. It is consistent with existing zoning which promotes either industrial or commercial development for a mile and a half stretch along this highway from just west of County Trunk I to just east of Horns Corners road. The existing development evolved over the years following no apparent unifying guidelines resulting in a haphazard look with newer development dominating the historic character of the area. To establish an identity currently desired, in 2005, the Town of Cedarburg undertook to create the "Five Corners Master Plan" to better integrate new commercial uses with future multi-family development designed as a town center. However, due to the intensity of this plan and the fact that no public sewer or water facilities were available to support this development, the City of Cedarburg became alarmed and elected to exercise its extraterritorial zoning controls. This resulted in the establishment of a Joint Extraterritorial Zoning Committee (JETZCO) charged with the task of creating a less intensive compromise plan for this area. This Committee met for over a year and as of this writing no consensus was reached on an alternate plan. These talks did however result in the Town Chairman and City Mayor sitting down to talks about how the two communities can work together into the future.

Map 8-4

# **CITY OF CEDARBURG**

## **EXTRATERRITORIAL LAND DIVISION OR SUBDIVISION APPROVAL JURISDICTION**







James Culotta, Town Administrator Date \_\_\_\_\_

[illegible]

8 - 27

## **Land Use Goals, Objectives, and Policies**

### **Goal - Land Use Allocation**

Provide a balanced allocation of area for the various land use categories to meet the social, physical and economic needs of the City's population.

- Objectives:
  - The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.
  - The Plan Commission and Common Council should periodically compare the ratio of residential, commercial and industrial land uses with City goals, objectives and policies.
  - The Plan Commission and Common Council should be receptive to new and innovated ideas for quality residential, commercial and industrial development within the City limits.
- Policies:
  - Review the Comprehensive Plan projections at least every 5 years to evaluate the balance of space provided to the various land uses.

### **Goal - Spatial Distribution**

Provide a spatial distribution of the various land uses to create a convenient and compatible arrangement of land uses while avoiding land use conflicts.

- Objectives:
  - Provide proper spatial distribution of the various land uses to create a compatible arrangement of land uses related to the supporting transportation, utility and public facility systems.
  - Promote the proper utilization of public transportation, utilities and service facilities to further enhance the economic base of the City of Cedarburg.
  - Ensure that adjacent uses are compatible with one another; the opinions of adjacent neighboring landowners should be considered when deciding on new projects.
  - Promote the integration of different housing types (i.e. single-family, two-family, multi-family and low- to moderate- income residences).

- Buffering techniques should be incorporated to reduce the potential of land use conflicts.
- Policies:
  - Urban residential uses should be located in areas that are served with public sanitary sewerage and water supply facilities. They should also be located within a reasonable walking distance to local services such as parks, commercial areas and schools, and should have reasonable transportation access to employment, community and regional commercial, cultural and governmental centers.
  - Industrial uses should be located in planned industrial districts where direct access to arterial streets and highway facilities is present. Industrial districts should not be intermixed with commercial, residential, governmental, recreational, school or institutional uses. Furthermore, industrial uses should be provided adequate water supply, public sanitary sewer service, proper stormwater drainage and adequate power supply.
  - Neighborhood and community commercial uses should be located in established centers of concentrated retail and service activities with direct access to the arterial street system.

#### Goal – Smart Growth Sites

Promote the development, redevelopment, full use and/or reuse of existing urban areas of the City where public infrastructure already exists.

- Objectives:
  - Provide the necessary assistance to properly cleanup contaminated sites to prepare them for redevelopment opportunities.
  - Evaluate infill and or redevelopment sites near the downtown area to establish appropriate residential densities that will provide a good customer base for downtown businesses.

Goal - Natural Resources

Provide a spatial distribution of the various land uses that will preserve the natural resources of the City.

- Objectives:
  - Promote the proper use of land to protect and preserve natural resources of the area; including soils, groundwater supply and quality, lakes and streams, wetlands, woodlands and wildlife habitat.
  - Unsewered development should not be permitted in areas where sewer service is planned.
  - Development served by private wells should be discouraged.
  - Floodplains should not be considered for any urban development which would cause or be subject to flood damage.
  - Adequate stormwater drainage facilities should be provided for all urban development.
  - Wetlands should not be considered for any urban development except limited recreational uses. Under State law, all wetlands in floodplain and shoreland areas must be preserved pursuant to Chapter NR 117 of the Wisconsin Administrative Code.
  - High- and medium-value woodland areas of at least 5 acres should be protected and only limited recreational uses should be considered.
  - Primary environmental corridors should be preserved as natural open space uses to the extent practical, or developed at a density of not more than one dwelling unit per 5 acres.
- Policies:
  - Monitor the proper allocation of land uses to maintain an ecological balance between the activities of man and the natural environment.
  - Provide a suitable environment for desirable and unique plant and animal life with opportunities for scientific, cultural and educational pursuits.
  - High- and medium-value woodland areas of at least 5 acres shall be protected and only limited recreational uses should be considered.



- Protect wetlands by stabilizing stream flows and controlling stormwater runoff. Wetlands should not be drained or filled, and only limited recreational uses should be considered.

#### Goal – Recreation

Maintain an adequate amount of active and passive recreational lands to meet the current and future recreational needs.

- Objectives:
  - Provide an integrated system of public, outdoor recreational sites and related open space areas which will allow the residential population of Cedarburg adequate opportunity to participate in a wide range of outdoor recreational activities. (See the “Comprehensive Park and Open Space Plan.”)

#### Goal - Historic Preservation

Promote the preservation, enhancement, perpetuation and use of sites and improvements of special historic interest and value in order to provide educational, cultural and general welfare of the residents of the City of Cedarburg.

- Objectives:
  - Use standards that are consistent with the standards established by the U.S. Secretary of the Interior for historic preservation. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration and reconstruction.

The foregoing represents the goals and objectives which the City Land Use Plan should seek to achieve. These represent the proper allocation of space to the various land use categories and the proper arrangement of land uses for this planning effort. While these goals and objectives include guidelines for residential, commercial, business, institutional and parkland development, detailed site design considerations will be addressed during the project approval phase.

## CHAPTER 9

### IMPLEMENTATION

66.1001 (2)(i) Wis. Stat.

**Implementation element.** A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinance, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in par. (a) to (h). the element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

This Comprehensive Plan is to be used as the guide for future development decisions. Its value will be measured by the results it produces. In a practical sense, however, the Plan is not complete until the steps required to implement the Plan are specified. To accomplish the goals, objectives and policies of this Plan, specific implementation measures must be taken to ensure the City of Cedarburg's actions meet the desires of the Plan.

### **Comprehensive Plan Adoption Procedures**

The Wisconsin State Statutes establish the manner in which a comprehensive plan must be adopted by a community:

#### **66.1001      *Comprehensive Planning.***

*(4) **PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS.** A local governmental unit shall comply with all of the following before its comprehensive plan may take effect:*

*(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advanced notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.*

*(b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded*

*in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to the following:*

- 1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.*
- 2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in par. (b) (intro.).*
- 3. The Wisconsin Land Council.*
- 4. After September 1, 2003, the department of administration.*
- 5. The regional planning commission in which the local governmental unit is located.*
- 6. The public library that serves the area in which the local governmental unit is located.*

*(c) No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the political subdivision enacts an ordinance or the regional planning commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the regional planning commission may not adopt a resolution under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under par. (b).*

*(d) No local governmental unit may enact an ordinance under par. (c) unless the local governmental unit holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch 985 that is published at least 30 days before the hearing is held. The local governmental unit may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:*

- 1. The date, time and place of the hearing.*
- 2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.*
- 3. The name of the individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.*
- 4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.*

The City of Cedarburg Comprehensive Planning process began with the creation of the “Cedarburg Blue Ribbon Visioning Committee” in 2000. This committee was charged with the

task of outlining a visioning process, gathering input from a broad base of citizens, including conducting a citywide survey of residents and rendering a written visioning report with recommendations to the Council. To aid the Committee in fulfilling their task, the City hired Professor Peter Maier from the University of Wisconsin – Milwaukee Center for Urban Initiatives and Research.

This committee held two Community Forums (December 5 & 6, 2000) to solicit public comments and input as they began the visioning project. There were over 100 people that attended these forums and an additional 700 entries were received. In February of 2001, the committee held six focus group sessions where over 70 people attended to discuss issues and offer their thoughts. On March 25, a citizens' survey was mailed to each resident and 34.2% or 1,780 surveys were returned. The efforts of the Blue Ribbon Visioning Committee culminated in "*Cedarburg's Community Vision 2001-2020*" report and have also guided the Plan Commission in drafting this Comprehensive Plan.

On March 10, 2003, the Cedarburg Common Council adopted the City of Cedarburg Public Participation Plan as a tool to generate public input throughout the planning process. The Plan Commission then began working to draft the text and held the following meetings to discuss the different elements of the Comprehensive Plan:

- June 27, 2005
- November 7, 2005
- February 6, 2006
- August 7, 2006
- January 8, 2007
- February 5, 2007
- March 5, 2007
- May 7, 2007
- June 4, 2007
- August 6, 2007
- September 17, 2007
- November 5, 2007
- January 7, 2008

Each of these meetings was officially noticed and opened to the public, as well as posted in the News Graphic newspaper. The Plan Commission recommended the preliminary draft of the

Comprehensive Plan at their \_\_\_\_\_ meeting. An open house and public hearing were held before the Cedarburg Common Council on \_\_\_\_\_, with copies of the draft Plan made available for inspection at the City Hall, Cedarburg Library and \_\_\_\_\_ during the required 30-day notice period, as well as being posted on the City of Cedarburg website. The City of Cedarburg Comprehensive Plan was officially adopted by unanimous vote at the \_\_\_\_\_ Common Council meeting.

### **Comprehensive Plan Implementation**

Wisconsin State Statutes 66.1001(3) establishes the actions that must be based on the adopted comprehensive plan:

**(3) ACTIONS, PROCEDURES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLAN.** *Beginning on January 1, 2010, if a governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan, including the following: Official mapping established or amended under s.62.23(6); Local subdivision regulations under s.236.45 or 236.46; County zoning ordinances enacted or amended under s.59.69; City or Village zoning ordinances enacted or amended under s.62.23 (7); Town zoning ordinances enacted or amended under s.60.61 or 60.62; Zoning or shorelands or wetlands in shorelands under s.59.692, 61.351, or 62.231.*

After formal adoption of this Comprehensive Land Use Plan, implementation of the Plan will require faithful, long-term dedication by City Officials to ensure that efforts are made to achieve the goals and objectives identified herein. The adoption of this Plan is only the beginning of a series of actions necessary to achieve the objectives. To that end, the Implementation Element is a compilation of programs and specific actions required to carry out the plan for the City. It prescribes those actions necessary to realize the visions, including proposed changes to the zoning ordinance, sign regulations, site plan regulations, design review ordinances and subdivision ordinances. The goals, objectives and policies contained in this Plan are intended to guide the City of Cedarburg through the year 2025.

Throughout the Plan, the need for coordination between and the interconnectedness of the nine required elements has been well established in each chapter. Moreover, in several instances in this chapter, a single goal or supporting objective applies to more than one element of the plan – further highlighting the relationship between the nine elements.

It is anticipated that the City Plan Commission will annually review the goals and objectives, remove objectives as they are completed, and add new objectives as needed. Part of this effort will also include addressing conflicts which may arise between the nine elements.

Implementation of the City of Cedarburg Comprehensive Plan will be the primary responsibility of the Plan Commission. The Plan Commission will make recommendations pertaining to development issues, in accordance with the Comprehensive Plan, for the Council to consider before making their final decisions.

As is stipulated in 1999 Wisconsin Act 9, a comprehensive plan must be updated at least once every 10 years. However, in order to ensure that the City's Plan is an effective management tool, the Plan Commission should review the Plan goals and objectives once each year to track those activities that have been completed and add new objectives as needed to accomplish the stated goals. Furthermore, the City should coordinate with all partners identified in the Intergovernmental Cooperation Element to understand any external changes that may impact the Plan. Finally, the Plan Commission will need to complete a comprehensive review of all visions, policies, goals, objectives and programs outlined in this Plan to evaluate progress and consider additional opportunities.

The City of Cedarburg currently uses the following ordinances to guide and direct development within its borders:

- The Zoning Ordinance: adopted in 1989 and last updated 2007
- The Land Division and Subdivision Regulations: adopted in 1988
- Building Code: adopted in 1989
- Sign Ordinance: adopted in 1989 and last updated in 2006

### **Implementation Tools**

#### **City Zoning**

Pursuant to State-enabling legislation, zoning changes recommended by the Plan Commission can be enacted by the Common Council. The City of Cedarburg adopted its current Zoning

Ordinance on December 11, 1989. This Ordinance has been subsequently amended and updated as problems arose or issues needed to be addressed.

Cedarburg's Zoning Ordinance is modeled after the traditional Euclidean as-of-right zoning in which district regulations are explicit (e.g. residential, commercial, industrial) and uses are separated into distinct districts where cumulative use, bulk and height controls are imposed. As new uses are created over time, they are added to the list specific to the zones in which they are permitted. To be effective, this type of ordinance must list every possible use and establish a zone in which that use would be appropriate. Euclidean ordinances are based on a philosophy that separation of uses will create a safer, healthier environment.

Some zoning districts in the City's Zoning Code also contain performance standards. The M-3 and OSLM Districts, for example, contain such standards which provide specific criteria for limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts and visual impacts of a use. Other zoning ordinances are available which are based on building form. Form-based zoning codes regulate a community based on appearance (i.e. building line, landscaping, lighting, signage, building size, building materials, building design etc.) rather than the type of uses.

These approaches offer the advantage of regulating the impact and design characteristics of different uses, rather than limiting the types of uses allowed in a community. As a result, communities relying on these newer models are creating mixed-use communities with a variety of different land uses established in close proximity. This pattern of development provides a walkable environment with easy access to neighborhood shopping, school and employment destinations as opposed to the traditional Euclidean model that separates uses and often results in the need to drive to different destinations.

Another zoning technique is referred to as Traditional Neighborhood Developments (TND). This technique defines a compact, mixed-use neighborhood where residential, commercial and civic buildings are within close proximity to each other. The City of Cedarburg will be required to

enact a TND ordinance when its population reaches 12,500. The TND ordinance must be incorporated into the Zoning Code but is not required to be mapped.

#### Historic Preservation Guidelines and Standards

To promote the preservation, enhancement, perpetuation and use of historic sites, the following Guidelines and Standards should be used to regulate designated historic properties in the City of Cedarburg:

- Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building structure or site, or to use the property as originally intended.
- The distinguishing original qualities or character of a building, structure or site that should not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided whenever possible.
- All building, structures and sites shall be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance shall be discouraged.
- Changes which may have taken place over time are evidence of the history and development of a building, structure or site. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
- Distinctive stylistic features or examples of skilled craftsmanship that characterizes a building, structure or site shall be treated with sensitivity.
- Deteriorated architectural features shall be repaired wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features substantiated by historical, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
- The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic materials shall not be undertaken.



- Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any acquisition, protection, stabilization, preservation, restoration or reconstruction project.

#### Floodplain Zoning Ordinances

The Wisconsin Department of Natural Resources (WDNR) and the Federal Emergency Management Agency (FEMA) has recently revised the Wisconsin model floodplain zoning ordinance and have asked that communities adopted this new ordinance. The revised ordinance was adopted by Ordinance No. 2007-2 of the City of Cedarburg on February 12, 2007. This revision was done to incorporate changes to conform to recent Administrative Code changes in NR 116, Wisconsin Supreme Court cases, and minimum standards of the National Flood Insurance Program (NFIP) regulations, found in 44CFR, Part 60.

#### Land Division/Subdivision Ordinance

The City's Subdivision Regulations are another way a community carries out its planning programs. To be effective, subdivision regulations must be integrated with other local government plans, policies and ordinances, such as the comprehensive land use plan, the zoning ordinance, the official city map, utility extension policies, street improvement policies, and various environmental and health regulations. This Comprehensive Plan provides the policy and analytical basis for the design and improvement standards to be included in Cedarburg's subdivision regulations.

The City of Cedarburg's regulations are designed to:

- Lessen congestion on the City's streets and highways.
- Foster the orderly layout and use of land.
- Promote safety from fire, flooding, water pollution, disease, panic or other dangers.
- Provide adequate light and air for solar and wind energy systems.
- Discourage overcrowding of land.
- Facilitate adequate provisions for housing, transportation, public water and sewerage, schools, parks, playgrounds and other public necessities.

- Prevent flood damage to persons and properties and minimize expenditures for flood relief and flood control projects.
- Prevent and control erosion, sedimentation and other pollution of surface and subsurface waters.
- Preserve natural vegetation and groundcover in an effort to promote the natural beauty of Cedarburg.
- Facilitate the further division of larger tracts into smaller parcels of land.
- Ensure precise legal descriptions and proper survey monumentation of subdivided land.
- Facilitate the enforcement of City development standards as set forth in the adopted Comprehensive Plan, City Zoning Ordinance and Building Code.

The Land Division and Subdivision Regulations of the City of Cedarburg, as set forth in Chapter 14 of the Municipal Code of Ordinances, were adopted December 15, 1988 as Ordinance No. 88-37. These regulations apply to all property situated either wholly or partly within the boundaries of the City of Cedarburg, Wisconsin and its extraterritorial limits in accordance with Section 62.23(7) and Chapter 236 of the Wisconsin State Statutes. The Plan Commission will conduct a comprehensive review of the Land Division and Subdivision Regulations Chapter and recodify as necessary to carry out this planning program.

#### Land Use Related Extraterritorial Authorities

Cedarburg has several types of extraterritorial authority that may affect land development in adjacent towns. Under the Wisconsin Statutes, cities and villages have authority to exercise extraterritorial planning, platting (subdivision review) and official mapping by right. In order to exercise extraterritorial zoning, cities and villages must work cooperatively with the adjoining town to develop an extraterritorial zoning ordinance and map. Cities and villages also have extraterritorial authority over offensive industries and smoke emissions. In addition, cities and villages have extraterritorial authority over navigational aids and uses surrounding airports owned by the city, village or town. Each of these is summarized below: (source; SEWRPC)

### Extraterritorial Zoning Authority

The authority of extraterritorial zoning jurisdiction is enabled under State law in Sec. 62.23 (7a), Wisconsin State Statutes. This law is based on the policy that the area of towns adjacent to an incorporated municipality may some day be annexed, and it would be inappropriate to permit uses which are incongruous with those located in the adjacent portion of the City. The intent is to provide for consistency of use patterns and requirements, eliminate uses that are harmful to City plans, prevent industrial or commercial uses in the immediate vicinity to City residential areas, or prevent commercial uses which are far more intense than in adjacent city commercial areas.

To exercise extraterritorial zoning powers the City must complete the following steps:

- They must specify, by resolution, the description of the area to be zoned within the extraterritorial zoning jurisdiction to determine the specific location and such area shall be contiguous to the City.
- Within 15 days of the adoption of the resolution, the City shall declare its intention to prepare a comprehensive zoning ordinance for all or part of its extraterritorial zoning jurisdiction by the publication of the resolution in the newspaper having general circulation in the area proposed to be zoned.
- Following the passage of the resolution, the City could consider an ordinance to preserve or freeze the existing zoning or uses of the properties in the extraterritorial jurisdiction area. The enactment of this ordinance would be intended to serve as a “stop gap” to prevent hastily enacted rezoning by the Town in anticipation of the enactment of a permanent land use plan and zoning ordinances for the territory by the City of Cedarburg.
- Such ordinance shall be effective for no longer than 2 years after its enactment, unless extended. The governing body of the City may extend the interim zoning ordinance for no longer than one year, upon the recommendation of the Joint Extraterritorial Zoning Committee.
- A Joint Extraterritorial Zoning Committee (JETZCO) shall be established. This Committee is made up of three citizen members from the City of Cedarburg Plan Commission to form the City’s delegation and formally requests that the Town designates three Town members. The Town members shall have recognized experience and qualifications and shall be appointed by the Town Board to serve for three year terms.

- The Plan Commission should begin to consider comment upon and/or a recommendation of a land use plan and zoning regulations for the extraterritorial areas. (In practice, the Plan Commission will simply weigh in with its comment on the Plan and Regulations formulated by the JETZCO).
  - When all JETZCO members have been designated, it should meet to begin work on a land use plan and zoning regulations for the extraterritorial jurisdiction area. As it formulates its recommended plan and zoning regulations, JETZCO will conduct a public hearing, noticing with a Class II notice to the public and with mail notice to the Town Clerk. The JETZCO land use plan must be recommended by a majority vote of its members.
  - Once recommended by JETZCO, the Plan and Regulations will proceed to the Cedarburg Common Council who will consider them as it would any other zoning legislation. If the Council wishes to make changes to what is recommended by JETZCO, it must submit its proposed changes back to JETZCO.
  - Once enacted, these zoning regulations become the zoning in effect for the extraterritorial jurisdiction area. The Town no longer exercises zoning jurisdiction for the territory. All future requests for amendment to these zoning ordinances must come to the Common Council of the City of Cedarburg. Such proposed zoning amendments in the future will require the re-establishment of JETZCO and repeat of the process.
- 5 Corners/Town Center Area

In 2005, the Town of Cedarburg prepared a plan to create a pedestrian-oriented “Town Center” providing mixed-use development with a focal point/gathering area to be located at the 5 Corners area. The Town hired Planning and Design Institute, Inc. (PDI) to conduct the necessary studies, garner citizen input and prepare concept plans. To help guide the process, a steering committee was appointed and the outcome was a plan that recommended residential and commercial development in the 5 Corners area where public sanitary sewer or public water service were unavailable.

Because of the proposed intensity of the plan, the City of Cedarburg adopted Resolution No. 2006-05 in March 2006, declaring its intent to prepare a Comprehensive Zoning Ordinance for the 5 Corners area within the extraterritorial zoning jurisdiction. The City then adopted Ordinance No. 2006-06, an interim zoning to preserve existing zoning and uses within the defined area. This action was in response to the Town's plan to create an urban Town Center at 5 Corners without public sanitary sewer and water service. A Joint Extraterritorial Zoning Committee (JETZCO) was then created consisting of three citizen members of the City of Cedarburg Plan Commission and three members from the Town of Cedarburg. The JETZCO was charged with the task of trying to achieve consensus on a compromise land use plan for the area that would address the City's concerns and the Town's desires. As of this writing, while no compromise plan was agreed on the efforts of this Committee did result in the Town Chairman and City Mayor sitting down together to begin talks about how the two communities can work cooperatively into the future.

Regardless of the outcome of the current JETZCO efforts and recent talks between the Mayor and Town Chairman, it is imperative that the City of Cedarburg and the Town continue work together to evaluate strategies for the extraterritorial area to ensure that the Town's goals and objectives are compatible with the City's goals, zoning practices and public policies.

#### Extraterritorial Land Division Authority

Under Section 236.10 of the Statutes, the City of Cedarburg has authority to review, and approve or reject, subdivision plats located within its extraterritorial jurisdictional area. Section 236.02 of the Statutes defines the extraterritorial plat review jurisdiction as the unincorporated area within 3 miles of the corporate limits of the City.

The City of Cedarburg is a 3<sup>rd</sup> Class City and as a result exercises its extraterritorial plat approval authority over the unincorporated areas within 3 miles of the City's corporate limits. The extraterritorial plat approval authority allows the City to follow through with the purposes

established in Chapter 236 of the Wisconsin State Statutes and is based on the premise that the area of the Town of Cedarburg and the Town of Grafton within 3 miles of the City's corporate limits may some day be annexed into the City. This authority also ensures that the City of Cedarburg's Comprehensive Land Use Plan is being implemented as stated in Section 236.13 (1)(c).

In 2003, the Wisconsin Supreme Court held in *Wood v. City of Madison*, that a city or village has statutory authority to reject a preliminary plat under its extraterritorial plat approval authority based upon the city or village's subdivision ordinance that considers the proposed use of the parcels being created. It stated that the intent of 236.45(1) was that all subdivision regulations "shall" be made with a view toward "encouraging the most appropriate use of land throughout the municipality, town or county."

Based on this decision, all applications for land division in the extraterritorial jurisdiction should be evaluated by the Plan Commission and Common Council and their decision shall be based upon the following:

- Consistency with the criteria for approving or denying extraterritorial land divisions; and
- Consistency with the City of Cedarburg Comprehensive Plan; and
- Consistency with the purposes established in Chapter 236 of the State Statutes.

#### Implementation of the City's Land Use Plan in the Extraterritorial Area

The City of Cedarburg's Sanitary Sewer Service Area extends into portions of the Extraterritorial Plat Jurisdictional Area. To provide future sewer service to this area, the City has paid to construct additional capacity in its wastewater treatment plant and has also paid to oversize certain sanitary sewers and lift stations to serve this area. This oversizing is required and approved by SEWRPC and WDNR based on the land area included in the Sanitary Sewer Service Area. It is the City of Cedarburg's public policy to protect this public investment by supporting land divisions that promote or continue agricultural uses, natural resource preservation, protection of the rural character and accommodate limited residential development.

Criteria to Consider in Evaluating New Development in the Extraterritorial Area

The City of Cedarburg believes in the importance of establishing appropriate criteria for the platting of land in the City's Extraterritorial Plat Approval Jurisdiction. To implement this policy, the following criteria will need to be met in order to create a Subdivision, Certified Survey Map or Condominium Development in the Extraterritorial Plat Approval Jurisdiction:

- Residential development served by private on-site soil absorption systems shall be prohibited on soils identified as having severe or very severe limitations for such systems. This includes areas with high or fluctuating ground water level.
- Such development within the City's Sanitary Sewer Service Area shall not be permitted on parcels of less than 35 acres in size to preserve land for agricultural uses, maintain areas of open undeveloped lands, and maintain adequate separation between residential and agricultural uses.
- The proposed land division, subdivision or condominium development shall result in a development pattern which is compatible with surrounding developments and land uses. Measures of compatibility are lot sizes, traffic generation, access, noise and visual features.
- Such development shall not adversely affect the City's ability to provide public services, install public improvements or accomplish future annexations.
- Consideration of the scale of the proposed development and its impact of the estimated increase in population expected.
- Adequacy of existing and planned school facilities shall be taken into consideration.
- Commercial, industrial or institutional development requiring urban services should be directed to the areas identified on the recommended Future Land Use Plan Map – 2025. Businesses requiring high water usage, large septic or holding tanks, or needing fire protection provided by a public water system with hydrants should be directed to the City.
- Land divisions to accommodate new commercial, industrial or institutional development within the extraterritorial area are generally considered incompatible with and would negatively impact agricultural uses. Exceptions may be made to accommodate commercial uses that are supportive of agricultural uses.

- The establishment, maintenance or operation of a site to be used for mining shall not impair the uses, values and enjoyment of other property in the neighborhood.
- Establishment, maintenance or operation of a site to be used for mining will not be detrimental to or endanger the public health, safety, comfort or general welfare, or adversely affect the groundwater supply.
- Establishment or expansion of a site to be used for mining will not impede the normal and orderly development of the surrounding property.
- Adequate access roads, drainage, noise, dust controls, buffering, etc. shall be provided.
- A reclamation plan shall be prepared and approved for a site to be used for mining.
- Exceptions:
- A parcel being created by or for the benefit of any City, Town, Village, School District or any agency of the State for public use shall have no minimum required lot size. This authority will exist so long as the City does not waive its extraterritorial plat approval authority by adopting a resolution and recording said resolution with the register of deeds or until such land is annexed to the City.

#### Other Extraterritorial Authorities

Other extraterritorial authorities that the City may exercise include the following:

- Smoke  
Under Section 254.57 of the Statutes, a common council or village board may regulate or prohibit the emission of dense smoke into the open air within city or village limits and up to one mile from city or village limits.
- Offensive Industry  
Under Section 66.0415 of the Statutes, a common council or village board may regulate, license, or prohibit the location, management or construction of any industry, thing or place where any nauseous, offensive or unwholesome business is carried out. This authority extends to the area within the city or village and up to four miles beyond the city or village boundaries.
- Water Navigation Aids  
Under Section 30.745 of the Statutes, a common council, village board or town board may regulate navigation aids (moorings, markers, and buoys) within one-half mile of the



city, village or town, provided the municipal ordinance does not conflict with a uniform navigations aids system established by the Wisconsin Department of Natural Resources or the County.

- Aerial Approaches to Airports

Under Section 114.136 of the Statutes: any city, village or town (or county) that is the owner of an airport site may protect the aerial approaches to the airport through an ordinance regulating the use, location, height and size of structures and objects of natural growth surrounding the airport. An ordinance adopted by a local government that owns an airport site applies in all governments within the aerial approach area, and may be adopted and enforced without the consent of other affected governing bodies.

### Border Agreements

- What is a Cooperative Boundary Agreement?

A Cooperative Boundary Agreement is a formal contract between municipalities and/or towns authorized under s.66.0307, Wis. Stats., to set ultimate boundaries and other provisions related to share municipal services. It is different from a traditional intergovernmental cooperation agreement using s.66.0301, Stats., and municipal boundaries fixed by judgment – stipulations and orders, s.66.0225, Stats. This relatively new tool (1992) is a legal, binding plan and agreement for maintaining or changing the natural and developed uses of a combination of town, village and city territory for a period of 10 or more years. About 9 cooperative boundary agreements under the new statute have been approved in Wisconsin thus far.

- How long can an Agreement last?

An Agreement under s.66.0307 can last up to 20 years. In some cases, parties to an Agreement have included language stipulating that the Agreement is perpetuity. The important point is that new town, city or village administrations cannot unilaterally dissolve or amend an Agreement without the consent of all the government units involved.

- How is the State involved?

Besides providing technical support and mediation services in special cases, the Department of Administration reviews and approves the Agreement before it can take effect.

- How are annexations affected after an Agreement is approved?

Once an Agreement is approved, annexations initiated by individual property owners are no longer possible. Annexations (then more properly called attachments) occur only as specified in the Agreement.

- Are residents “forced” into attaching to a city or village if the approved Agreement specifies so?

Basically, yes. Keep in mind, however, that no Agreement can be approved without town and city/village approval and the required public hearings. In many cases, attachments are phased in over a period of several years to give residents ample lead time. Frequently, properties with failing septic systems or wells are earmarked for the initial phases.

- Can utilities, road maintenance, easements and revenue sharing be parts of an Agreement?

Absolutely.

- Does the State “Smart Growth” law require cooperative boundary agreements?

No, it merely requires intergovernmental cooperation to be addressed in a comprehensive plan. There are no specifics about how such cooperation takes place.

- What type of content does an Agreement contain?

Current land use, agreement duration; proposed boundary changes; conditions that may trigger future boundary changes; a physical plan for the agreed upon area, including public improvements; proof of consistency with existing plans and ordinances; environmental, economic and social impact analysis; plan for providing public services to area; summary of public comments.

- What are the advantages to working out an Agreement?

- Avoid lengthy, bitter, costly, time-consuming lawsuits. Towns can tie up cities and villages for a long time in boundary disputes.
- Avoid potential loss of discretionary State aids.
- Cooperation and shared services can save taxpayers money.

- Developers and businesses have a stable, peaceful political climate.
- Stable borders and specific timetables allow for easier planning.
- Cities and villages can grow without opposition.
- Residents know what the future will hold.
- Allows communities to decide boundary issues and related development matters, rather than be put in the position of reacting to often unpredictable private proposals.

### Official Mapping

Official mapping authority, granted to cities and villages under Section 62.23 (6) of the Statutes, is intended to prevent the construction of buildings or structures and their associated improvements on lands designated for future public use. An official map may identify the location and width of existing and proposed streets, highways, parkways, parks, playgrounds, railway right-of-way, public transit facilities, airports and airport affected areas (areas up to three miles from an airport). Waterways, which include streams, ditches, drainage channels, lakes and storage basins, may also be shown on an official map if the waterway is included in a comprehensive surface water drainage plan. Official maps may be adopted by ordinance or resolution of the village board or common council, and must be recorded with the county register of deeds immediately following their adoption. A city or village map may include the area within the city or village plus the area within the extraterritorial plat approval jurisdiction of the city or village.

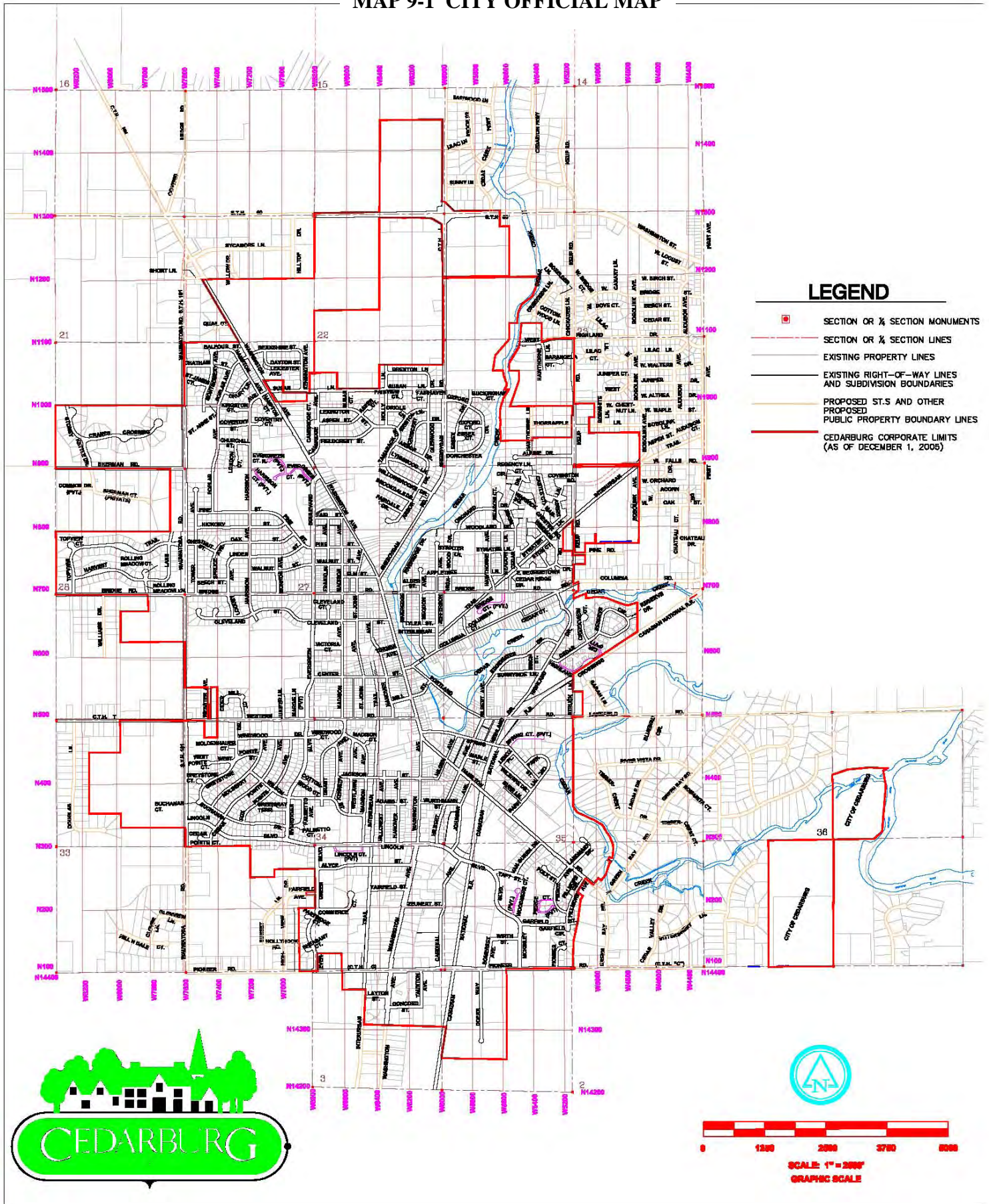
The City of Cedarburg adopted its Official Map in 1987 and has amended it as necessary ever since. The most current City of Cedarburg Official Map is illustrated on Map 9-1. The adopted Official Map should continue to be updated as new lands are platted and other changes planned related to streets, highways, waterways and parkways, railways, public transit facilities, parks and playgrounds.

- Recommendations

The City of Cedarburg has adopted an Official Map which should be amended to facilitate the implementation of this Plan and supporting extraterritorial regulations. The updated official map should show the following:

- The extension of Hilbert Avenue and/or Hanover Avenue north from Jackson Street to Western Road.
- All proposed park sites identified in the “Comprehensive Park and Open Space Plan” adopted May 2004.
- All City-owned properties and school sites.

MAP 9-1 CITY OFFICIAL MAP



Sanitary Sewer Service Areas (Source: SEWRPC)

In Wisconsin, the Comprehensive Water Quality Management Planning Program has led to the development of State regulations which have the effect of requiring the preparation of sanitary sewer service area plans for each public treatment plant. In this region, these plans are prepared cooperatively by the concerned local unit of government and the Regional Planning Commission, with ultimate approval authority resting with the Wisconsin Department of Natural Resources. (The City of Cedarburg's sanitary sewer service plan was adopted 1979, amended in 1996 and is again being amended in 2007). These plans define sewer service limits and delineate environmentally sensitive lands within those service limits to which service should not be provided. Chapter NR 110 and Chapter Comm 82 of the Wisconsin Administrative Code require that the Wisconsin Department of Natural Resources, with respect to public sanitary sewers, and the Wisconsin Department of Commerce, with respect to private sanitary sewers, make a finding that all proposed sanitary sewer extensions are in conformance with adopted areawide water quality management plans and the sanitary sewer service areas identified in such plans before approving such extensions.

Under Chapter NR 121, sewer service areas must be sized in a manner that is consistent with long-range population projections. As a practical matter, this requirement is considered to be met if the buildout population of the sewer service area – that is, the population that could be accommodated if the sewer service area were completely developed at locally planned densities – is within the projected range envisioned under the Regional Land Use Plan. In sizing their sewer service areas, many communities choose to plan for the high end of the projected population range in order to retain flexibility in terms of the location of future urban growth.

Historically, communities in the region, with the assistance of the Regional Planning Commission, have amended their sewer service area plans from time to time in response to changing needs and conditions. This may be expected to continue in the years ahead, particularly as communities complete their required local comprehensive plans.

As noted, sanitary sewer service area plans are an important of the basis for State agency review and approval of sewer extensions. Policies adhered to by the Wisconsin Department of Natural

Resources and Department of Commerce prohibit or otherwise limit the extension of sanitary sewers to serve development in certain environmentally significant lands identified in local sewer service area plans. The following restrictions were in effect in 2006:

- The extension of sanitary sewers to serve new development in primary environmental corridors is confined to limited recreational and institutional uses and rural-density residential development (maximum of one dwelling unit per five acres).
- The extension of sanitary sewers to serve development in portions of secondary environmental corridors and isolated natural resource areas comprised of wetlands, floodplains, shorelands or steep slopes is not permitted.

#### Comprehensive Park and Open Space Plan

Recommendations contained in the City's adopted "Comprehensive Park and Open Space Plan" should be implemented in conjunction with development proposals. The recommendations contained in the park plan are incorporated herein and considered an integral part of the City's Comprehensive Plan.

#### Integration, Amendment and Update of the Comprehensive Plan

- Integration

The goals, objectives and policies contained herein, along with the accompanying inventory and analysis, have been thoroughly reviewed by the City of Cedarburg Plan Commission and Common Council. Care has been taken to include the issues and concerns of the Commission and Council, as well as the City at large. Moreover, attention was given to make sure that the policies required to address the issues and concerns did not conflict with the various elements of this Plan. The future revisions of any goal, objective, or policy shall receive the same level of analysis as provide through the creation of this plan.

- Plan Amendment and Update

State Statutes Section 66.1001(2)(i), states that the comprehensive plan shall be updated no less than once every 10 years. Accordingly, to comply with this requirement, the City of Cedarburg will need to undertake a comprehensive review and update within 10 years of the initial adoption of this Plan. Amendments to the Plan may be considered by the



Plan Commission and Common Council any time. The procedure for an amendment will be as follows:

o Amendment Initiation

The following may submit an application for an amendment to this Plan:

- a) The City Common Council
- b) The City Plan Commission
- c) Any City resident
- d) Any person having title to land in the City
- e) Any person having a contractual interest in land in the City
- f) An agent for the above

The applicant that proposes an amendment to the Land Use Map shall have the burden of proof to show that the proposed amendment is in the public interest and is consistent with the remainder of the Plan.

o Application and Review Procedure

The amendment process described herein shall also include the following steps:

- a) Submittal of Application. The applicant shall submit a complete application to the City Clerk, along with any application fee. A copy of the application shall be submitted by the Clerk to the Plan Commission.
- b) Application Review. The City Plan Commission shall review the application at a regular or special meeting for compliance with all elements of the Plan. Upon completing its review, the Plan Commission shall make a written recommendation to the Common Council for either approval or denial. This recommendation shall include findings of fact to justify the recommendation.
- c) The City Common Council shall hold a public hearing on the request in accordance with State Statute requirements. After reviewing the application, and considering Plan Commission recommendation and comments from the public, the Common Council shall make its decision to approve the proposed amendment, approve the amendment with revisions that it deems appropriate or deny the proposed amendment. Any revisions to the proposed amendment shall be limited in scope to those matters considered in the public hearing.



- d) Update History of Adoption and Amendment. The Plan Commission shall establish a table titled “History of Adoption and Amendment” for the purpose of keeping records on the Plan Commission.
- o Special Considerations for Plan Amendments
  - a) Internal Consistency. Amendments shall maintain consistency with all elements of the Comprehensive Plan.
  - b) Granting Special Privileges or Placing Limitations Not Permitted. No amendment to change the Land Use Map shall contain special privileges or rights or any conditions, limitations or requirements not applicable to all other lands in the City.
  - c) The amendment shall not create an adverse impact on adjacent lands/land uses or the planning area
  - d) The amendment shall not create an adverse impact on public facilities and services.

#### Technical Corrections to the Comprehensive Plan

The City reserves the right to make technical corrections to elements of the Comprehensive Plan. Technical corrections, also referred to as scrivener's (or preparer's) errors could include corrections of maps, graphic, dimensional or written descriptions or information which are incorrect and/or in conflict with their intended meaning. Such corrections may be made without complying with the above described process for a formal plan amendment.

## **SUMMARY OF GOALS AND OBJECTIVES**

### **Housing Goals & Objectives**

#### **Housing Goal #1 Provide for an Appropriate Range in Home Sizes**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leader</b>	<b>Milestone Data</b>
N/A	1. Encourage developers to provide different types of compatible residential uses within their developments	City Planner	Continuous
N/A	2. Establish appropriate home sizes when considering new development opportunities	City Planner	Continuous
N/A	3. Encourage appropriate residential densities for redevelopment sites in or near the downtown area to provide a good customer base for the downtown businesses	City Planner	Continuous
N/A	4. Continue to monitor the FAR and Lot Coverage requirements to ensure that home sizes reflect the character of the City	City Planner Bldg Inspector	Continuous

#### **Housing Goal #2 Maintain, Preserve and Improve the Quality and Integrity of Existing Residential Neighborhoods and Provide an Adequate Supply and Choice of Housing for All Residents**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leader</b>	<b>Milestone Data</b>
N/A	1. Protect existing residential neighborhoods from intrusion of incompatible development and undesirable and use activities	City Planner Director of PW Bldg Inspector	Continuous
N/A	2. Promote an adequate supply of owner and renter housing to serve current and future residents	City Planner	Continuous
N/A	3. Continue to promote safe and sanitary housing	Bldg Inspector Director of PW	Continuous
	4. Promote adequate housing to meet the special needs of the elderly, handicapped and low to moderate income residents	City Planner	Continuous

**Housing Goal #3  
Maintain Housing Values Over Time**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leader</b>	<b>Milestone Data</b>
City Budget	1. Enforce residential Codes and Ordinances to ensure that properties are well maintained	Bldg Inspector	Continuous
City Budget	2. Conduct a review of the City Codes and Ordinances and consider amendments to address housing concerns	City Planner Director of PW Bldg Inspector	2008, 2013, 2018, 2023

**Transportation Goals & Objectives**

**Transportation Goal #1  
Provide a Transportation System That is Economical and Maintained  
In a Timely Planned Manner**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leader</b>	<b>Milestone Data</b>
WDOT	1. In accordance with State law, the City should continue using PASERWARE to evaluate all roads in the City to update ratings as required	Director of PW	Annually
City Budget	2. Use the City of Cedarburg Capital Improvement Plan and budget to coordinate annual road improvements and maintenance	Director of PW	Annually
City Budget	3. Periodically review the transportation network map provided in Chapter 3 to ensure that it accurately reflects changes indicated on the Official City Map and current development plans	City Planner Director of PW	2008, 2013, 2018, 2023

**Transportation Goal #2**  
**Maintain a Multi-Modal Transportation System That Will Effectively Serve**  
**the Existing Land Use Patterns and**  
**Promote the Implementation of the Comprehensive Land Use Plan**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leader</b>	<b>Milestone Data</b>
	1. Provide off-road alternative pedestrian and bicycle routes for recreation and transportation	Director of Parks City Planner	
	2. Increase public awareness of public transportation services	City Planner Director of Senior Center	Continuous
	3. Coordinate with adjacent communities and the County to provide a viable public transportation network where appropriate	Director of Senior Center City Planner	Through 2015

**Transportation Goal #3**  
**Balance the Roadway Needs of Through-Traffic Commuters with the Needs of Adjacent**  
**Neighborhoods to Minimize Adverse Impacts on the Neighborhoods**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
City Budget	1. Apply traffic calming techniques where appropriate	Director of PW	
City Budget	2. Preserve existing trees and plant new ones along all roadways	City Forester	Continuous
	3. Continue to separate the traveled portion of the road from pedestrians and neighboring properties	Director of PW City Planner	Continuous
	4. Direct the flow of general truck traffic to those roads most suitable and away from residential areas	Director of PW	

**Transportation Goal #4**  
**Provide a Transportation System That Reduces Accident Exposure and Ensures Increased Travel Safety and Personal Security**

Potential Funding Sources	Supporting Objectives	City Staff Leaders	Milestone Data
	1. Control access along arterials and collector streets by enforcing the access requirements of the Land Division and Subdivision Codes	Director of PW City Planner	
City Budget	2. Maintain street paving in good condition	Director of PW	Continuous
	3. Make sure that roadway design and capacity standards are appropriately related to the road function	Director of PW	

**Transportation Goal #5**  
**Provide Bicycle and Pedestrian Ways That Reduce Accident Exposure and Provide for Increased Safety and Personal Security**

Potential Funding Sources	Supporting Objectives	City Staff Leaders	Milestone Data
Special Assessment	1. Continue the sidewalk replacement program to ensure safe pedestrian travel	Asst. Engineer	Continuous ( <i>Annually?</i> )
	2. Coordinate efforts with Ozaukee County to provide proper maintenance of the Interurban	Director of Parks	
	3. Provide adequate signage along the City's trails	Director of Parks	

**Utilities And Community Facilities Goals & Objectives**

**Utilities and Community Facilities Goal #1**  
**Provide Public Utilities and Services in a Cost-Effective Manner That Will Allow for Efficient and Orderly Growth and Development**

Potential Funding Sources	Supporting Objectives	City Staff Leaders	Milestone Data
City Budget Private Dev.	1. Allow for the extension of public utilities in areas environmentally suitable for urban development	Director of PW	Continuous
City Budget Private Dev.	2. Promote the provision of the public utilities in areas that can be most efficiently and economically served	Director of PW	Continuous

**Utilities and Community Facilities Goal #2**  
**Provide and Maintain Essential Facilities and Services**  
**Necessary to Ensure the Comfort, Safety, Moral, Health and General Welfare**  
**to Make the City of Cedarburg an Attractive Place to Live and Work**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
City Budget	1. Provide adequate and effective police and fire protection to all areas of the City	Police Chief Fire Chief	Continuous
City Budget	2. Provide for a full range of municipal and social service to all City residents	Dept. Heads City Planner	Continuous
City Budget	3. Continue to utilize the City of Cedarburg Capital Improvements program as the critical tool to implement this Comprehensive Plan	Administrator/ City Treasurer	Continuous
City Budget	4. Maintain a water distribution system that is capable of supplying and distributing water to all residents of the City	Gen Mgr of L&W Director of PW	Continuous
City Budget	5. Maintain a sanitary sewer system that is capable of serving the needs of all existing and future residents by properly maintaining the existing system and planning for the orderly extension for new development	Director of PW	Continuous
City Budget	6. Communicate with the Cedarburg School District regarding new development to allow for their planning for staff, new buildings or additions to existing and other needs	Administrator Clerk City Planner	Continuous

## Economic Development Goals & Objectives

### **Economic Development Goal #1 Encourage, Promote and Improve Commercial and Industrial Development in Order to Achieve Balanced Economic Growth and Provide Maximum Convenience to All Residents**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
City Budget	1. Promote economic development to enhance the City's tax base, satisfy local employment needs and provide increased income opportunities for City residents	Administrator City Planner	Continuous
City Budget	2. Promote commercial and industrial diversification to minimize periodic downturns in the economy and provide a variety of job opportunities	Administrator City Planner	Continuous
N/A	3. Encourage economic development in areas planned for commercial and industrial uses and where they are compatible with and accessible to existing activities	Administrator City Planner	Continuous
N/A	4. Attract, retain and improve industrial business firms that are compatible with a residential community	Administrator City Planner	Continuous
N/A	5. Encourage commercial and industrial development that adheres to adopted development standards	City Planner	Continuous
N/A	6. Encourage social and cultural activities/uses for City of Cedarburg residents	City Planner	Continuous
N/A	7. Coordinate with County and regional organizations to market the City for economic growth opportunities	Administrator City Planner	Continuous
City Budget	8. Continue efforts with the Ozaukee County Economic Development Corp. to further promote economic development, business retention, attraction and expansion	Administrator City Planner	Continuous
N/A	9. Continue efforts to ensure that Cedarburg's historic downtown remains a viable retail and service center into the future.	Administrator City Planner	Continuous

## Intergovernmental Cooperation Goals & Objectives

### Intergovernmental Cooperation Goal #1

#### Encourage Cooperation Between the City and Other Units of Government to Ensure Appropriate Cost-Effective Services and Facilities

Potential Funding Sources	Supporting Objectives	City Staff Leaders	Milestone Data
N/A	1. The City of Cedarburg should work with adjacent units of government to develop creative ways to accommodate future growth across borders	Administrator	Continuous

### Intergovernmental Cooperation Goal #2

#### Enter Into Intergovernmental Agreements When Appropriate

Potential Funding Sources	Supporting Objectives	City Staff Leaders	Milestone Data
N/A	1. Whenever deemed appropriate by the Common Council, the City should share services with neighboring units of government	Administrator	Continuous
N/A	2. Existing intergovernmental agreements should be reviewed periodically to reaffirm that they continue to represent the best interests of the City	Administrator	

### Intergovernmental Cooperation Goal #3

#### Resolve Annexation, Zoning and Boundary Disputes in a Mutual Manner

Potential Funding Sources	Supporting Objectives	City Staff Leaders	Milestone Data
N/A	1. Continue a dialog with the Town of Cedarburg to establish and enforce an extraterritorial land use plan and zoning ordinance	Administrator City Planner	Continuous



**Intergovernmental Cooperation Goal #4**  
**Seek New Ways to Coordinate and Share Community Facilities and Services with**  
**Neighboring Communities, the School District and Ozaukee County**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
City Budget	1. To investigate opportunities to provide road maintenance and snow plowing services jointly	Director of PW	Continuous
City Budget	2. Investigate opportunities for the City and Town of Cedarburg to share in the cost of the new library	Administrator	
City Budget	3. Coordinate the development and maintenance of public parks and related recreational facilities with neighboring communities	Director of Parks	Continuous

**Land Use Goals & Objectives**

**Land Use Goal #1**  
**Provide a Balanced Allocation of Area for the Various Land Use Categories to Meet the**  
**Social, Physical and Economic Needs of the City's Population**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
N/A	1. The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use	City Planner	
N/A	2. The Plan Commission and Common Council should periodically compare the ratio of residential, commercial and industrial land uses with the City's goals, objectives and policies	City Planner	2008, 2013, 2018, 2023
N/A	3. The Plan Commission and Common Council should be receptive to new and innovative ideas for quality residential, commercial and industrial development	City Planner	Continuous

**Land Use Goal #2**  
**Provide a Spatial Distribution of the Various Land Uses to Create a Convenient and Compatible Arrangement of Land Uses**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
N/A	1. Provide a spatial distribution of the various land uses to create a compatible arrangement of land uses related to the supporting transportation, utilities and public facilities	City Planner Director of PW	Continuous
N/A	2. Promote the proper utilization of public transportation, utilities and service facilities to further enhance the economic base of the City	City Planner Director of PW	Continuous
N/A	3. Ensure that adjacent uses are compatible with one another; the opinions of adjacent landowners should be considered when deciding on new projects	City Planner	Continuous
N/A	4. Promote the integration of different housing types (i.e., single-family, two-family, multi-family and low to moderate income residential)	City Planner	Continuous
N/A	5. Buffering techniques should be incorporated to reduce the potential of land use conflicts	City Planner	Continuous

**Land Use Goal #3**  
**Promote the Development, Redevelopment, Full Use and/or Reuse of Existing Urban Areas of the City Where Infrastructure Already Exists**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
TID Grants	1. Provide the necessary assistance to properly clean up contaminated sites	Administrator	
N/A	2. Evaluate infill or redevelopment sites near the downtown area to establish appropriate densities that will provide a good customer base for downtown businesses	City Planner	

**Land Use Goal #4**  
**Provide a Spatial Distribution of the Various Land Uses**  
**That Will Preserve the Natural Resources of the City**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
N/A	1. Promote the proper use of land to protect and preserve natural resources including soils, lakes and streams, wetlands, woodlands and wildlife habitat	City Planner	Continuous
N/A	2. Unsewered development should not be permitted where sewer service is planned	Director of PW City Planner	Continuous
N/A	3. Floodplains should not be considered for development that would cause or be subject to flood damage	City Planner	Continuous
N/A	4. Adequate stormwater drainage facilities should be provided for all new development	Director of PW	Continuous
N/A	5. Wetlands should not be considered for any urban development except limited recreational uses	City Planner Director of Parks	Continuous
N/A	6. High and medium value woodlands of at least 5 acres should be protected and only limited recreational uses allowed	City Planner Director of Parks	Continuous
N/A	7. All lands within a designated primary environmental corridor should be preserved as open space uses	City Planner Director of Parks	

**Land Use Goal #5**  
**Maintain an Adequate Amount of Active and Passive Recreation Land That Meets the**  
**Current and Future Recreational Needs**

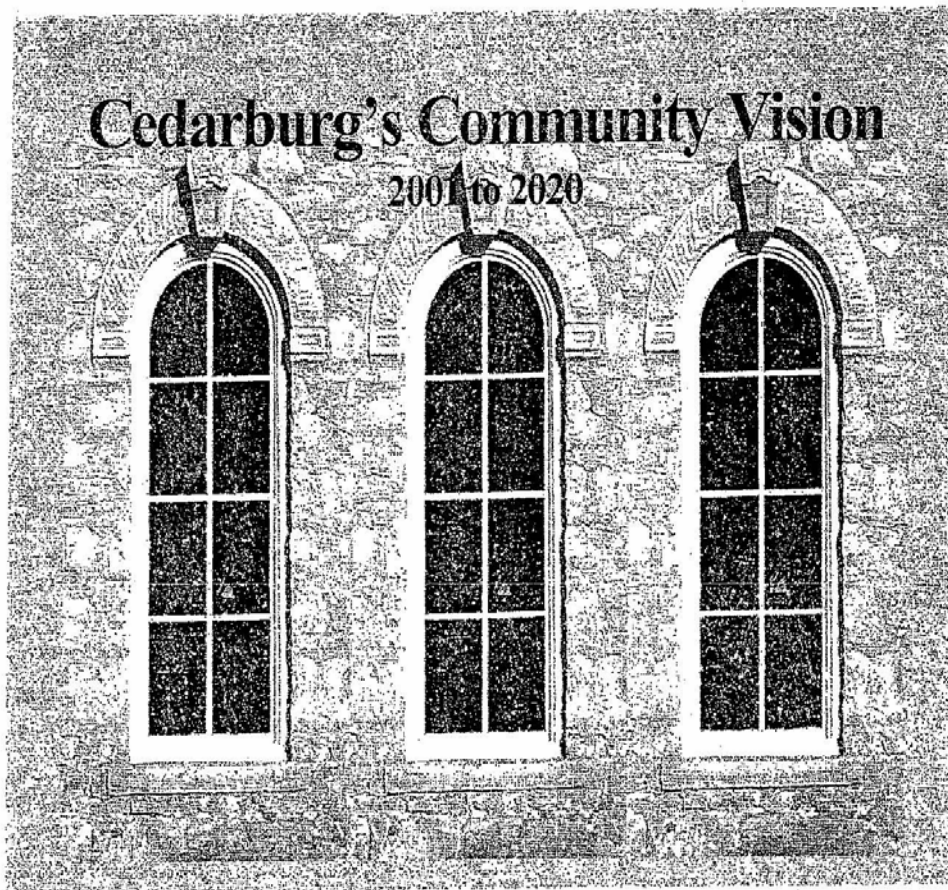
<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
N/A	1. Provide an integrated system of public outdoor recreational sites and related open space areas that will allow the residents of Cedarburg adequate opportunity to participate in a wide range of outdoor recreation activities	Director of Parks	Continuous

**Land Use Goal #6**

**Promote the Preservation, Enhancement, Perpetuation and Use of Sites and Improvement  
of Special Historic Interests and Value in Order to Provide Educational, Cultural and  
General Welfare of the City of Cedarburg Residents**

<b>Potential Funding Sources</b>	<b>Supporting Objectives</b>	<b>City Staff Leaders</b>	<b>Milestone Data</b>
N/A	1. Use standards that are consistent with standards established by the U.S. Secretary of Interior for historic preservation	City Planner	Continuous

Appendix A



**Blue Ribbon Visioning Committee**

Brook Brown	Patti Gallun
Mark Burgoyne	Arthur Palleon
John Cordio	Linda Smith
Steve Ehlers	Ed Straszewski
Dave Fritz	

*"The most effective way to ensure the value of the future is to  
confront the present courageously and constructively"*

*Rollo May*

January 14, 2002

Mayor James Coutts  
Members of the Cedarburg Common Council

### **The Final Report of the Cedarburg Blue Ribbon Visioning Committee**

Enclosed is the final report of the Visioning Committee. Throughout the past 13 months your committee worked diligently at establishing a report that will provide you with insight into the hopes and vision of your citizens for the future of Cedarburg. We included ample opportunity for citizen input; utilized the expertise of Peter Maier from the University of Wisconsin - Milwaukee Center for Urban Initiatives and Research; consulted with City staff; and gathered and considered additional information to formulate recommendations. Our hope is that you will find these recommendations both informative and helpful.

We have organized the information into three sections:

**PART I**

A multi-page summary, evaluation, and set of recommendations

**PART II**

Survey results, forum comments, and other material that assisted in deliberation for Part I

**PART III**

Other materials, supporting documents, charts, graphs, etc..

The Committee has worked tirelessly to establish a vision that truly represents the desires of the citizens of Cedarburg. This report includes both challenges and opportunities for the City of Cedarburg. We are eager to share this report with the City and feel that it has valuable implications for the City of Cedarburg. There is one concern, however, that weighs heavily on our minds. We are hopeful that the report will only be evaluated in its entirety. Caution should be taken so that isolated responses and information are not focused on and used as a platform for singular issues. Great care has been taken to organize this as a community vision report to assist the City in its future. We are proud of our accomplishment and this report and look forward to its adoption.

Cedarburg Blue Ribbon Visioning Committee

### **A Vision for Cedarburg**

In the year 2020, the City of Cedarburg continues to be a quaint, yet progressive, vibrant community. Life in this very safe small town is supported by quality educational opportunities, a well-educated and active citizenry, and a well-balanced economy. Linking the past with the present by fostering a continued effort at historic enhancement, this charming hamlet on Cedar Creek, which dates back to the mid-1800s, maintains its character. Historic appreciation and preservation is a community value that provides Cedarburg with a link to the past, guiding it into the future. The downtown, its natural setting, and quality of life are the special attributes that result in Cedarburg being the envy of most other communities. Thanks to slow growth with cautious and balanced development in both the residential and business sectors, the city boasts a broad economic base. Providing a variety of housing options, this municipality enjoys increased property values that contribute to the desirability of this community. In addition, the high level of valued city services, which are enriched by quality city staff and inter-governmental cooperation and sharing, reinforces the attractiveness of Cedarburg. Moreover, the solid support for broad-minded school systems prepares students to effectively compete in the global arena.

A main feature of Cedarburg's allure involves its utilization of nature, green space, parks, well-maintained recreational facilities, and community activities. Focusing on residents and visitors alike, with families as the central influence, the City offers annual festivals, numerous events supported by local civic organizations, the up-to-date library facility, the Cultural Center, and a Performing Arts Center to encourage community participation, and a vast array of cultural opportunities. This is further accentuated by the essential belief of its citizens in volunteerism and an overwhelming desire to maintain Cedarburg's quality of life. The sense of community revolves around open communication between city officials and citizens that results in a respect for diversity of people and opinions.

The Cedarburg populace recognizes the importance and interrelationship of economic variation and maintenance of reasonable taxes. This manifests itself in an economically vital downtown and locally supported businesses which also provide employment for local residents. The inhabitants of Cedarburg are content with their small town setting. They exhibit a pride found in few American communities. They eagerly show off their well-kept businesses, attractive neighborhoods, well-manicured yards, well-maintained homes, public facilities, and tree-lined streets.

Cedarburg has faced and continues to face the modern dilemma of growth, change, and loss of identity. Acknowledging these obstacles, the community of Cedarburg has done its best to ensure that the special characteristics that make Cedarburg "unique" are proactively preserved.

In formulating our report to support the vision of Cedarburg several considerations were involved. The Visioning Committee realized these important issues through a careful process of evaluating community input, utilizing city staff, and relying on the experience of the Visioning Committee members. The following lists were very important in our deliberations because they give an accurate and valuable assessment of where the city presently stands in the eyes of its citizens and where these citizens would like the City of Cedarburg to be in twenty years.

### External factors

*The first list refers to the external factors that continue to play a role in our city. Many of these we have very little control over, but nonetheless they are issues that must be addressed.*

- Highways and roadways influenced by state and county decisions
- Proximity to Milwaukee / Metro location
- Access / location to I-43 and US 41/ 45
- Environmental mandates and new found environmental problems
- Declining State aids
- Fluctuating school enrollment
- Aging Population
- Development in surrounding communities
- Competition from neighboring communities (retail / housing / business)
- COMM 83 septic rules
- Urban sprawl / migration to the suburbs
- High cost of energy
- Federal, State, and County taxation
- Federal, State, and County legislation

### Strengths

*The second list refers to the catalogue of strengths, which we identified as most significant to the present quality of life in Cedarburg. These strengths need to be preserved and safeguarded.*

- |                                    |   |
|------------------------------------|---|
| ▪ Downtown                         | ▪ Pride in property ownership                       |
| ▪ Low crime rate / sense of safety | ▪ Strong volunteer spirit                           |
| ▪ "Mystique" of Cedarburg          | ▪ Geographic convenience                            |
| ▪ Peaceful                         | ▪ Deep caring for the City                          |
| ▪ Historic preservation            | ▪ Proximity to Milwaukee                            |
| ▪ Green space / nature             | ▪ Control over community appearance/ Aesthetics     |
| ▪ Sense of community               | ▪ Variety of educational opportunities for all ages |
| ▪ Trees                            | ▪ Cultural opportunities for adults and children    |
| ▪ Quality of Life                  | ▪ Quality of public and private schools             |
| ▪ Sidewalks                        | ▪ Strong City Government                            |
| ▪ Neighborhoods                    | ▪ Public services:                                  |
| ▪ Water quality                    | ▪ Volunteer fire department                         |
| ▪ Small town feeling               | ▪ Parks   |
| ▪ Friendliness                     | ▪ Police department                                 |
| ▪ Strong family values             | ▪ Emergency response                                |
| ▪ Good planning                    | ▪ Volunteer emergency government                    |
| ▪ Strong civic associations        |   |
| ▪ Property owners                  |   |
| ▪ Educated citizenry               |   |



### **Weaknesses**

*Unfortunately, Cedarburg's weaknesses seem to over-shadow some of our strengths and show an interrelationship that can appear contradictory. For example, the many valued public services (strengths) may lead to higher property taxes (weakness).*

- Shortage of candidates for political office
- Political polarization
- Fragile downtown business base
- Under-utilization of downtown at night
- High property taxes
- Challenges in recruiting volunteer firefighters
- Outdated library
- Traffic flow; road connectivity
- Lack of space for manufacturing growth

### **Values**

*The most substantial aspects that guided the committee in its vision mapping were the common values that are most important to our citizens at the present, and for the future.*

- High quality and quantity of public services
- Safety / low crime rate
- Small town character
- Family values - family activities
- Higher education
- Appreciation of historic value and preservation of city
- Parks and green space
- Quality K-12 education
- Well-maintained property
- Norman Rockwell Feel
- Volunteer spirit

## Recommendations

The following pages outline a series of recommendations to support the "Vision of Cedarburg." While these recommendations may appear aggressive, we need to consider the following:

- These recommendations are intended for implementation over a 20 year time frame.
- Many of these recommendations are a continuation of practices and policies in place today.
- These recommendations are the shared responsibility of city staff, elected officials, city committee members, and citizens.

Lastly, in the true spirit of Cedarburg, we must set our goals high and work to realize those goals as a collective citizenry.

### *Small Town Atmosphere*

- Ensure that the Plan Commission exerts architectural control to tie development to the quaint historic character of the city.
- Encourage monitoring of rate of growth to equal that of the past 20 years (1% - 1.5% annual average).
- Develop an annual report to Common Council and Plan Commission on current population growth and projected cumulative total through the period ending 2020.
- Expand dialog with Town of Cedarburg and developers to strengthen land use policies with regard to critical issues.

In order to maintain the small town atmosphere which is the most significant characteristic of Cedarburg, there must be a conscious effort to exert architectural control that connects both new development and any redevelopment to the historic character of Cedarburg. Historic designs, styles, and qualities should be more than encouraged; rather, they should be mandated.

A serious issue that faces all communities in Wisconsin is the issue of growth. The citizens of Cedarburg have a general anxiety about the direction that growth may take. An annual report on growth will alleviate fears of citizens and keep the rate comparable to the desired 1% to 1.5% average annual growth.

The importance of the Common Council and Plan Commission in directing the desired order for this vision cannot be overstated. It is their obligation to foster historic designs, styles, and qualities, thus ensuring that development maintains the historic character of the City.

No land use plan for the future can be made without input from the town of Cedarburg. The City and Town rely on each other and need to address their concerns regularly and meaningfully in facing land use issues.

### *Quality of Life*

- Safeguard against taking Cedarburg's quality of life for granted.
- Ensure protection of Cedarburg's desirable quality of life.

Guaranteeing the quality of life is probably the most nebulous of all challenges for the City of Cedarburg because quality of life means different things to different people. This characteristic of Cedarburg was discussed at length in all of our dialogues and needs to be continually addressed. The only way to ensure its protection is to make quality of life an explicit part of any decision. It is imperative that the quality of life issue is advanced in all city conversations on all levels.

### *Historic Preservation*

- Acknowledge the necessity and significance of the Landmarks Commission because it is not mandated and is highly beneficial to the community.
- Maintain relationship between historic preservation and tourism.
- Explore partnership with local, state, and national programs such as UWM Historic Preservation Institute.
- Continue and expand enhancement awards, library resources on preservation and restoration, and projects with local (e.g., Ozaukee County Historical Society, Cedarburg Landmarks Preservation Society, etc.) and outside preservation groups.
- Develop capacity to seek intergovernmental grants for historic preservation, engaging grant writing consultant if necessary.

Linking the past with the present as a guide for the future has been an effective theme for Cedarburg in recent decades. Landmark preservation and enhanced public awareness and appreciation of the community's heritage have a major impact on our quality of life and our economic wellbeing, especially tourism. It should remain as a primary focus of our tourism promotion. New funding alternatives should be pursued, including grants and city partnering with local preservation groups. Sources of historic preservation expertise should be actively accessed to help assure maximum effectiveness for our efforts.

### *Downtown*

- Recognize the importance of services for both residents and tourists in the downtown.
- Create a more specific "mini-master plan" for downtown that includes elements of historic preservation and economic development:
  - Enhance user-friendliness of downtown through increased parking, improvements in pedestrian safety, and adequate signage for attractions and services.
  - Foster cooperation between city Economic Development board, Chamber of Commerce and businesses.
  - Devise a plan to encourage local customers to utilize existing shopping areas.
  - Develop professional office space downtown in upper level spaces.
  - Explore compatible and complementary uses for existing property.
- Focus on the significance of our most cherished characteristic: a *unique historic, commercial downtown* that is the envy of most communities.

Increased focus on the cherished City of Cedarburg Historic District is needed. An updated comprehensive plan should include a special "Mini-Master Plan Overlay" to explore harmonious and complementary retail uses that are both resident and tourist oriented. Expanded cooperation and support between City government, the Economic Development Board, the Chamber of Commerce, and retail businesses are essential for the continued success of the downtown area.

### *Community Pride*

- Continue to foster community pride through expansion of city enhancement awards, improved local ordinances regulating home and business appearance, seeking and publicizing grant opportunities for citizens, and developing a list of city services available to citizens at cost.
- Provide positive activities for youth.
- Establish citizen partnerships, including school efforts to enlist youth, in maintaining boulevards, parkland, storm grates, trees plus parkway maintenance, and citizen planting and care of medians as part of an "Adopt-a-\_\_\_\_" program.
- Continue and expand landscaping requirements for all developers.
- Establish a training and education program for citizens through the forestry department.

The pride a citizenry has for its community provides a feel for the spirit of that community. Community pride can be seen throughout Cedarburg from its historic city hall structure, to its downtown, to its parks and to its neighborhoods. Continue to honor individuals and businesses that strive to maintain the aesthetic beauty of our community, via community enhancement awards.

Increasing citizen participation in a variety of projects helps maintain the picturesque quality of Cedarburg and provide an ever-increasing pride in "Our Cedarburg." Encourage citizens to take advantage of grant opportunities for citizens to repair, restore and beautify their properties. Positive and rewarding activities for our youth are important and need to be developed. Citizen partnerships, including youth, in maintaining "public properties" instill a positive base of community involvement and responsibility.

### *Volunteerism*

- Use outreach to encourage diverse participation on committees, boards and commissions including a cross section of citizens.
- Communicate city's needs for volunteers and encourage businesses to provide release time for volunteerism.
- Solicit youth involvement and sponsor educational programs for youth as global citizens.
- Recognize citizens, businesses, schools, and service organizations for their service to the community.

Our community would not be what it is without the help of numerous volunteers who annually provide thousands of hours to local projects, committees and activities that enhance the quality of life we so value here in Cedarburg. In addition to the services provided by organizations, the city develops and communicates a detailed list of community volunteer services to keep our citizens informed of ongoing requests for volunteer assistance. To help foster youth involvement, the community works with the schools to develop age appropriate services that could be provided by students from elementary through high school in a variety of interest areas (parks, festivals, nursing homes, library, youth sports). We value the skills and services provided by our community volunteers and recognize them annually for their contributions to the city.

### *Culture*

- Cultivate a partnership and programs with Cedarburg and Milwaukee-based arts and cultural groups.
- Market both the Cultural Center and PAC in Ozaukee County and Southeast Wisconsin.
- Unify political will on funding for CPAC through city/town involvement.
- Continue support for festivals and other community celebrations.
- Plan for an updated library facility downtown.

Cultural enrichment is imperative to the soul of a community, and Cedarburg has a unique situation: proximity to Milwaukee, wonderful facilities, a history of successful festivals and most important, a large experienced community of artists and artisans. There is an opportunity to market all these attributes to become a regional center for the performing arts.

Through cooperation of all the citizenry we will work to maintain our two vital cultural venues, the Cedarburg Performing Arts Center and the Cedarburg Cultural Center. Through active marketing strategies and partnerships with Milwaukee-based art and culture groups both arenas will present well-rounded performances that encourage the growth of each venue. It is agreed that festivals and other "home-town" celebrations add to the charm and warmth of our community.

Having an up-to-date library facility is necessary to ensure that the lifelong recreational, educational and cultural needs of the community are met. A centrally located downtown library helps maintain the viability and vitality of the downtown area.

### *Communication / Active Citizenry*

- Develop ethos or culture of respect for citizen comments at public meetings.
- Provide all public meeting agendas and minutes on web site and cable TV.
- Explicitly acknowledge the difficulties of "hot button" issues; attempt to get all viewpoints and opinions.
- Increase/facilitate frequent communication between government and citizens, through actions like more frequent publication of newsletter, televised meetings, web page reports on governmental activities, "State of the City" meetings, etc.

The most important strategy for Cedarburg in the 21<sup>st</sup> century is not to redefine the structure between citizens and government, but to strengthen the relationship among them. Placing citizens at the center will remind us that the central purpose of government is to serve the people and that it is the basic compass guiding our community through this period.

### *City Government*

- Continue to provide opportunities and encourage Committee/Common Council members to participate in formal training on municipal finance and budgeting.
- Adhere to guidelines setting the amount of debt service to be supported by property taxes.
- Require fiscal impact analysis for all future development proposals.
- Conduct feasibility study on marketing additional utility services, as well as other city services (e.g. Department of Public Works, Fire and Police).
- Mobilize citizens to lobby against unfair and/or unfunded state mandates.
- Create contingency plan for negative changes in the economy and/or state subsidy programs.
- Utilize local university expertise, urban initiative programs, and independent consultants to assist in maintaining or lowering property taxes.

As the Visioning Committee explored issues that surround its citizens, businesses, and the partnership between state and local government, we were repeatedly struck by the need for ongoing training, data collection, dispute resolution, and research. The future of Cedarburg depends on understanding quickly what works best and why.

Universities around the state already invest considerable energy in these efforts. For example, Marquette University's Mediation Center provides a valuable service to local governments. The University of Wisconsin Extension also has expanded its traditional outreach mission to include services to local governments.

The Cedarburg of this vision is stabilizing government's cost, improving the way it works, utilizing its assets, and growing the economy. This strategy, in the near future, will strengthen the services citizens receive while reducing property taxes they pay.

### *Valued City Services and Public Safety*

- Maintain and enhance the present level of city services.
- Continue capital improvement budget planning and projections for managing expenditures.
- Educate residents on the benefits of shared services.
- Propose shared services with neighboring communities when service levels increase and/or unit costs decrease.
- Conduct research on both new and existing programs involving shared services with Ozaukee County, the State of Wisconsin and the Cedarburg School District.
- The safety of Cedarburg is directly contingent upon the continuous support by the community for the Police and Fire Departments through both financial and moral support.

The citizens of Cedarburg appreciate the high level of valued city services because such services enhance the city's appearance and maintain a feeling of safety reminiscent of the past. Through Cedarburg's leadership in working with other local units to develop inter-governmental cooperation when such arrangements lead to the involved parties sharing economic advantages, the City continues to provide top quality municipal services at reasonable costs. A police department that works with the community and an outstanding volunteer fire department are greatly appreciated and supported by the residents.

### *Parks and Open Space/Recreation*

- Encourage and enlist citizen participation (e.g., facilities maintenance; coaching).
- Lead efforts to share service and facilities with neighboring communities.
- Continue utilization of Park Plan and update with the Master Plan.
- Ensure that parks are centrally located in new developments.
- Work with the school district to create a more extensive recreation program.
- Continue to expand a hiking/biking trail system.
- Identify "hidden" parks and unused parks so that all community members may make use of them.

Continued focus is needed to maintain and enhance the Cedarburg Park and Open Space System Plan. The philosophy of neighborhood parks and expanded multi-use hiking and biking trails with regional intersections is recommended.

Preservation of all conservancy areas and environmentally sensitive areas is advocated. Expansion of open space is suggested to aesthetically enhance the overall appearance of Cedarburg and provide more recreational usage. Pursue state and federal assistance in acquisition costs or development of desired park system improvements.

### *Roads & Traffic*

- Create a city Road Plan and establish a Traffic Study format with allowances for annual review.
- Reconcile zoning and land uses to prohibit development that adds undesirable weight and volume to existing roads.
- Be careful in giving up control of roads within the community that could effect control (of its uses) and the city's destiny.
- Work to maintain influence over Wauwatosa Road (State Hwy.181) to guarantee community input in the future of the road.
- Engage "calming" road design; discourage internal pass through commuter traffic.

During this visioning process the Wisconsin Department of Transportation publicly demonstrated its intent to expand engineering guidelines concerning future road design projects. Some important goals -- such as improving pedestrian safety, addressing environmental issues or reducing noise levels, protecting the area's character, and reaching for design consensus -- will now be emphasized.

With slow to moderate population growth, the City of Cedarburg should have few (if any) requirements for additional new road construction. Existing residential streets can remain calm and require only normal maintenance. New road construction should be networked with existing roadways to ensure connectivity.

### *Environmental Safety*

- Develop an environmental plan that will recognize the significance of environmental issues for the future and become proactive in establishing both local and joint community proposals that will:
  - Preserve present aquifers that supply water to the city.
  - Conduct a study of ground water supply and consider needs of existing users.
  - Budget for exploration of new water sources as needed.
  - Publish an annual report, in lay language, addressing water supply, water quality and potential problems.
  - Be proactive in establishing dialogue with neighboring communities in regard to groundwater issues.
  - Address air and noise pollution issues as they arise.

Cedarburg presently enjoys good water and air. However, it is necessary to plan for the future and become proactive in safeguarding the quality of our environment. This should include communicating with neighboring communities, the county and state.



### *Education*

- Continue communication with the town on the effects of development on school enrollment.
- Maintain and expand continuing education opportunities.
- Seek alternative uses for under-utilized facilities, when relevant, such as adult education or satellite sites for college classes, and market the district through the state open enrollment policy.
- Support job-training programs between schools and businesses.
- Maintain and enhance cooperation between public and private schools to enhance cost effectiveness, acknowledging that good schools cost money.

Education is a major community strength and concern since quality schools add greatly to the appeal and value of our community. A harmonious working relationship between the schools, government and businesses ensures that our schools remain strong and able to provide the kind of education required for all students to function in the 21<sup>st</sup> century. Continuous communication between the city, town and schools enables us to plan for population fluctuations that will affect future school enrollments and space availability. Government/community cooperation with the school district allows us to develop other facility uses when enrollments are down that benefit the community as a whole, both economically and educationally. Our citizens recognize the need for ongoing community support of education in public and private schools.

### *New Business Development*

- Create a plan for new business development that addresses the following questions: What? Where? How? At what cost?
- Identify a niche business development strategy that is compatible with Cedarburg's character, and leverage state activities in such areas as venture capital and Centers of Excellence.
- Evaluate existing business site opportunities and support utilization of those sites.
- Resolve conflict over proposed Highway 60 business park by updating an analysis of costs and benefits in light of changing economic conditions, providing the community with possible financing plans for such a development and providing the community with plans for marketing the development.
- Compare cost/benefits, financing plans, and marketing plans for Hwy. 60 to other potential business sites.

Thoughtful and responsible new business development is not only welcome in the Cedarburg of this vision, but is vital to the success of the overall vision. City government, business organizations and companies must come together to define a thoughtful approach to business development before irreversible major commitments are made.

Recognize and take advantage of major trends that are outside Cedarburg's direct control and influence (e.g., Wisconsin's biotechnology focus), and develop a niche business development strategy (e.g., biotechnology firms or high technology firms or other growth industries) to effectively compete with neighboring communities. The business plan should make full use of what Cedarburg has to offer (e.g., quaint downtown, a highly educated work force).

There is no doubt that the Community of Cedarburg feels that a new business park is necessary; citizens supported a business park in community forums, the community conversations, and the survey. The issue of the Highway 60 location for a business park must be resolved, enlisting the help of an outside party to serve as facilitator if necessary. Decisions must be based on an updated analysis

of costs and benefits in light of changing economic conditions, possible financing plans (including public/private and intergovernmental options), and plans for marketing the development. The cost/benefits, financing plans, and marketing plans for Hwy. 60 should be compared to other potential business sites. New business development should be in a location that protects and preserves the key qualities cherished in Cedarburg by retaining green space and shielding surrounding neighborhoods from visual pollution, truck traffic, and noise.

As supportive as citizens are of a new business park, they are equally adamant that this park is built at minimal cost to taxpayers. Responsible new business development must balance the potential for increased tax base with the potential risks associated with any major capital expenditure.

### *Local Business*

- Develop a marketing plan to define opportunities for new businesses.
- Develop a plan to create and maintain customer traffic for additional entertainment opportunities.
- Encourage all businesses, including North Washington and South Washington Avenues, to work together to create a unified character similar to Downtown businesses.

Retail and other local business in Cedarburg are strong components in the makeup of the Cedarburg small town atmosphere. They provide jobs, needed products and services for our citizens. They are a source of community goodwill via donations and volunteerism. There is a need to recognize the fragile nature of small business in our community. There should be a level of assistance provided to local businesses from a variety of sources.

### *Housing*

- Encourage diverse housing options:
  - New single-family home size in the range of 1500 to 2500 square feet
  - Affordable
  - Senior housing
  - Duplex condominiums
- Study the impact of development through fiscal analysis, environmental implication and weight on public services and safety, e.g. traffic, police, schools, etc.
- Update the present Master Plan and utilize outside consultants to assist in this project.
- Annex strategically to complement existing land uses safeguarding the high quality of life.

The well-kept houses and residential sections of the City give its citizens a reason for community pride. Providing a variety of housing options for residents, the City gives consideration to the needs of a diverse population; a population that includes first-time home buyers, new comers, growing families, empty nesters, residents who want to down-size and retirees. Through careful planning that includes consideration of factors that have an impact on the community as a whole, the city maintains its quaint character and community pride, increases its desirability, and protects existing property values with appropriate zoning.

## Conclusion

*"But the bravest are surely those who have the clearest vision of what is before them, glory and danger alike, and yet not withstanding go out and meet it." - Thucydides*

The final challenge of this report revolves around the effort and energy that the Mayor and Common Council choose to embrace in carrying out the recommendations of the visioning committee. The suggestions are not necessarily clear-cut or without some personal evaluation, but they do represent a defined direction that the community desires at this time. Yet in the long run, we believe adherence to this vision will maintain those qualities and values which the citizens of Cedarburg hope will continue for at least the next twenty years. The future is ours to proactively face and thereby direct our fate in a consistent manner that will retain Cedarburg as our vision projects.

**Appendix B**

**HISTORICAL POPULATION GROWTH RATES OF THE CITY OF CEDARBURG**

<b>YEARS</b>	<b>POPULATION</b>	<b>NET POP. INCREASE PER DECADE</b>	<b>% INCREASE PER DECADE</b>	<b>ANNUAL % INCREASE</b>
1960	5,191	--	--	--
1960 – 1970	7,696 (1970)	2,505	48.2%	4.8%
1970 – 1980	9,005 (1980)	1,309	17.0%	1.7%
1980 – 1990	10,086 (1990)	1,081	12.0%	1.2%
1990 – 2000	11,160 (2000)	1,074	10.6%	1.1%
2000 – 2010	12,625 (est. 2010)	1,515 (est.)	13.5% (est.)	1.35% (est.)