

PLAN COMMISSION MEETING MEMORANDUM

TO: David Valentine, Chairman
Plan Commission & Town Board

FROM: Eric Ryer, Asst. Administrator/Clerk

MEMO WRITTEN: January 14, 2016

SUBJECT: **Agenda Item # 4a:** Discussion on updating the Five Corners Master Plan*

BACKGROUND

Like most long-range planning documents, municipal master plans don't always age well. The economy, market forces, transportation issues, and development trends can dramatically change over time. As such, it's important the plan for the Five Corners area reflects the realities of today. Drafting of the Five Corners Master Plan (FCMP) began in August 2005 and was completed in 2006. Since then, the Great Recession has made its mark on all levels of the economy. Locally, much has changed over the past nine years. Average daily traffic at Five Corners has grown by 67%. Business development and planning by neighboring communities have already directly impacted the Five Corners area. The FCMP didn't consider these factors, analyze the residential and commercial markets, or assess the Town's competitive position.

UPDATE OUTLINE

More than any other area in the Town, the Five Corners Business District will pose a myriad of questions in the years to come. Some of these questions include (**Plan Commission responses shown in red**):

- Should residential development be considered? If so, what type(s) and how dense? **Yes, pedestrian friendly in the form of mixed-use, senior, and traditional housing as options.**
- How can Town-owned properties be leveraged for the greater good?
- What type of businesses should be pursued? **Focus on new business development.**
- What role should cultural/recreational attractions and pedestrian facilities play? **Incorporate the Sports Complex.**
- Are public improvements needed to facilitate development?
- Are there public finance tools/public-private partnerships the Town could pursue that could assist the Town with its goals? **Continue relationship with PWSB loan program.**

Town decision-makers will be better equipped to answer these and other questions by updating the Five Corners Master Plan.

PLAN COMMISSION DISCUSSIONS IN MAY/JUNE

The Plan Commission took up this discussion at their May 20th meeting, deciding to address the plan update internally. The first step in this deliberate and thorough process was a discussion on the purpose of the plan at the June meeting. Staff presented four questions to the Commission regarding this. Those questions, along with Commission responses (**in red**) are below.

- Should future development of Five Corners focus primarily on tax base growth? **Yes.**
- Or accommodating certain types of new businesses/services (i.e. Recreation hub/Sports Complex)? **Yes, bring in new business and continue to strive for realization of the Sports Complex.**
- Or drawing more customers for existing businesses? Or some sort of a combination? **Growth of new business is priority over focusing on current businesses.**
- Or perhaps some other role? **Attempt to attract restaurants connected to public spaces such as compact parks or gathering areas.**

The Commission directed staff to take into consideration their comments and update the statement for review at the July meeting. The recommended updated statement is shown below.

Old statement: “to create a vibrant and pedestrian-friendly “town center,” featuring mixed-use development and providing a focal point and gathering place for the town”.

New statement: “to create a vibrant and pedestrian-friendly “town center,” attracting new business, generating tax base growth, and realizing the construction of a Sports Complex”.

JULY MEETING

The next logical step was to begin updating the “Introduction and Background” section of the plan. While only three pages in length, updates to this section set the stage for the remainder of the plan update. Topics addressed within this section of the existing plan, associated questions, **and Commission responses** include:

- Incorporate the updated purpose statement as confirmed by the Plan Commission (**seen above**)
- Review the area to which the Five Corners Master Plan applies. **The Commission directed Administrator Culotta to contact the Grob family to see if they are interested in adding their Airport Fields properties to the Five Corners Business District & Town Center Overlay area.**
- Public input. Staff presented business and resident surveys that could be circulated with the fall Town newsletter. **The Commission directed staff to issue surveys (including a question regarding senior housing as an option in the Five Corners area and Town as a whole). The resident survey went out with the fall newsletter, and the business survey was available to those on the Town business list.** *Of note is the original Master Plan was drafted with the assistance of a steering committee, stakeholder and property owner interviews/workshop, and concluded with a Joint Steering Committee/Plan Commission meeting.*

SEPTEMBER MEETING

Cody Gunstenson, a representative with Buxton, gave a presentation to the Commission regarding retail recruitment noting a partnership with Buxton would cost \$50,000 annually. Although the Commission appreciated the presentation, it was a general agreement of the Commission this was not a good fit due to the Town’s characteristics. The Commission also noted the Design Guidelines and Standards approved by the Board in August of 2014 and Design Preference Survey contained within the current Five Corners Master Plan did not need any updates at this time.

OCTOBER MEETING

The business and resident Annual survey results were discussed at this meeting. Preferred residential development in the Five Corners area was single-family (70%), independent living (57%), and senior retirement community (50%). Also, 50% said the Town should be prioritizing for a sports complex, and 45% supported mixed use residential and commercial development. The Commission reviewed the project goals in the current version of the Plan and did not see a need to change any of the current goals in the Plan. The also answered the two questions below:

- How does the current data align with the goals found in the current version of the Master Plan? **Chairman Valentine noted the survey data supports the current Master Plan.**
- Does this data influence the Commission’s vision for the Master Plan moving forward? **Chairman Valentine noted the survey data encouraged the Commission and Town to continue the current Plan update path.**

NOVEMBER & DECEMBER MEETINGS

In November, the Plan Commission recommended a new draft Chapter 4 regarding a comparison to neighboring communities and how they compete with the Town be added to the Plan. In December, the Commission recommended a new draft Chapter 5 regarding public input and market analysis be added to the Plan.

CURRENT MEETING: CHAPTERS 4-6

Chapters 4-6 are next to be addressed. Staff observations and requested direction from the Commission regarding significant items are noted below and in the attached pages marked up with red ink.

Topic	Content Referenced	Requested Direction
Roundabouts/Access	Current Plan: calls for roundabouts at Five Corners and Horns Corner/STH 60, as well as a “triangle intersection” at 181/CTH NN.	WisDOT currently calls for roundabouts at Five Corners and 181/CTH NN (as well as Granville Road/STH 60), but not Horns Corners/STH 60. Staff suggests updating the plan to call for roundabouts at Five Corners and 181/CTH NN, but not at Horns Corners/STH 60.
Mapping	These chapters contain maps that may be outdated, including the Zoning Map, hydric soils map, and environmental corridors map.	Staff suggests keeping the maps in the plan, but verifying they are current versions.
Sports Complex	Recreation is mentioned throughout these chapters, with the mapping showing soccer fields only.	Staff suggests updating the chapters with current planning information regarding the Sports Complex, including the variety of proposed uses and scope of the project.
Vision (page. 12)	Page 12 outlines the vision of the redevelopment plan.	Review the three points and confirm to staff whether or not these should be updated.
Implementation	Chapter 6: Implementation, includes a “Town Center Design Review Board” in the review process.	This Board has not been used. It is recommended to replace references to this Board with staff.
Planning Areas	There are a series of conceptual renderings throughout Chapter 5 that show the locations of development.	Review the conceptual renderings and text and direct staff to update as needed.
Main Street Sub Area	This is described as a pedestrian friendly area with denser, mixed use development, creative parking solutions, and shared open spaces/plazas.	This type of development still seems appropriate for what could become a true Town Center over time. The inclusion of pedestrian features such as sidewalks, lighting, and street trees would be central to this atmosphere and functionality.
Town Center District	This area calls for less dense development including a business park, commercial nodes, and residential mixed in.	The business park could be replaced by the Sports Complex, and senior housing and single-family could play a larger role in areas west of Five Corners.
Unnamed Area East of Five Corners	The plan includes, but does not name the area to the east of the Main Street Sub-Area.	That area could be identified somehow so all of the planning area has a designation: “Industrial and Mixed Use Center” could be a name.

WHAT MAKES THE TOWN UNIQUE

As you may recall, there was a mention in December to the value in identifying and promoting what makes the Town a unique place. Chairman Valentine/staff identified the following ideas, which could be included in the plan and otherwise advertised to promote the Town:

- **Business friendly:** officials and staff that support business through streamlined development applications and low-interests loan opportunities, feedback mechanisms, and openness to ordinances that make it easier operate in the Town.
- **The housing stock:** the Town provides a mix of established neighborhoods on smaller lots ranging to large active farms. The recent trend has shifted to hobby farms, equestrian estates, and conservation subdivisions that has made the Town a destination in the Metro Milwaukee area.

- **Cedar Creek:** this meandering water feature provides beauty, recreation, and increases property values in many areas of the Town.
- **Covered Bridge:** this is an obvious choice but for good reason. This last remaining covered bridge in the state is a tourist draw, a true Town icon that provides a strong identity to the community.
- **Taxes:** the Town has the most stable tax rate in the most conservative county in the state. This is strong draw for residents and businesses alike.
- **Self-supporting recreation:** the Town bucks the trend in terms of municipal recreation, not relying on taxpayers to support programming or make up annual deficits.

ACTION REQUESTED

Staff requests the Commission discuss Chapters 4-6 and provide direction to staff. Staff can then proceed with updates to the text and certain maps, although updates to the renderings may require the purchase of new software/outside assistance.

ATTACHMENTS

- I. Plan Chapters

4. Neighborhood Analysis: Issues and Opportunities

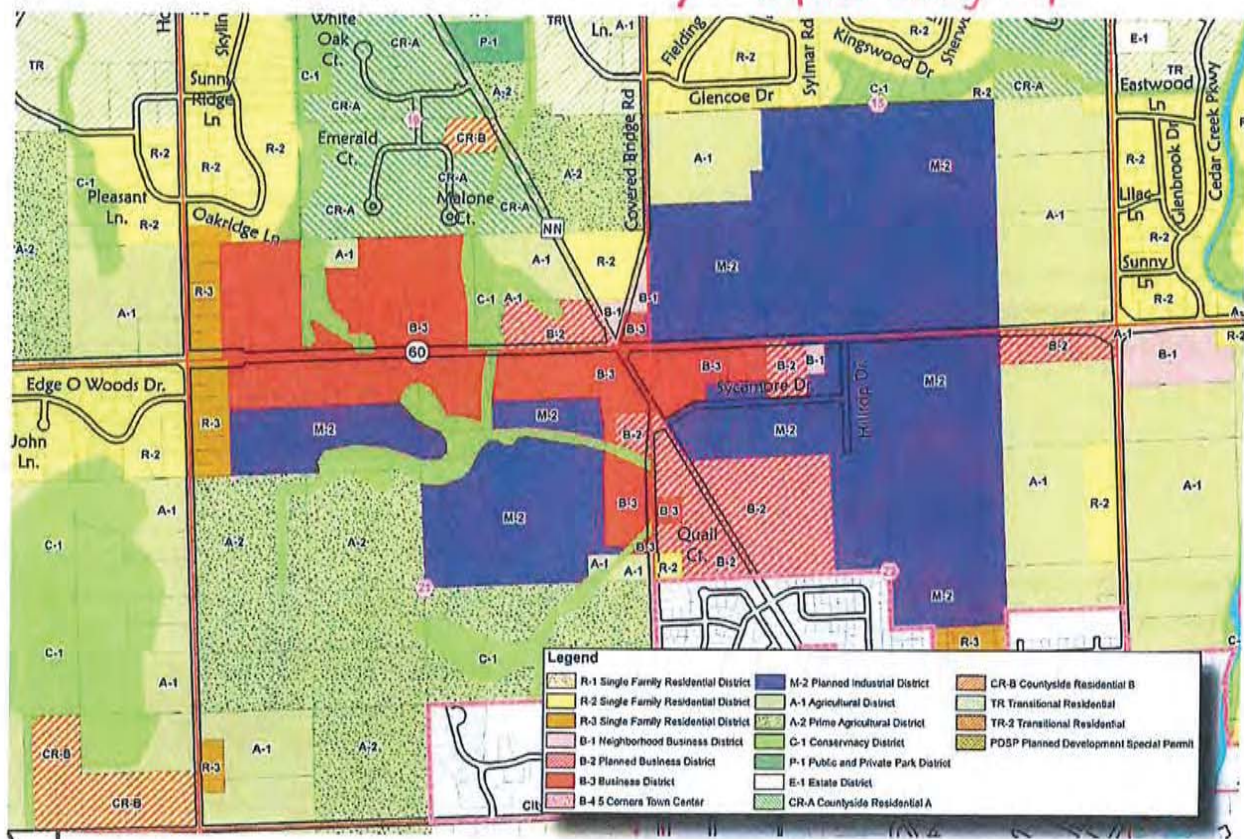
The initial stage of the plan was to identify and document issues and opportunities in the Five Corners area. The analysis included issues of existing and future land use, access and circulation, parks and open spaces and the physical form of development currently in the area.

Social and Economic Activity: Existing Land Use

Several categories of use exist within the generally commercial Five Corners redevelopment area (fig. 4.1). Many of these uses rely on their proximity to state highways 60 and 143 and their connections to the interstate system. To the southeast of the Five Corners intersection, a small industrial park is home to several businesses.

With a traffic count of approximately 12,900, Highway 60 is the primary east-west corridor in the area and many retailers have responded by locating on the highway. *over 20,000 vehicles daily* ~~Destination retail~~ *area*; Retailers in this area include a landscape center, a floor covering store, *atv motorsports* retailers and car dealerships on the highway. Neighborhood-oriented retail in the area includes a convenience store and gas station, ~~a bank and~~ a number of food and drink establishments which act as neighborhood activity anchors, *and a Children's Hospital of Wisconsin office. Manufacturing, office uses, and storage are also found here.* The area is home to several civic, institutional, *and recreational* uses including the Town of Cedarburg's town hall, *garages* and the Cedarburg firehouse. St. Francis Borgia Church *and school* is located just north of the Five Corners ~~and is considering future plans to consolidate its two facilities to this site.~~

Figure 4.1: Town of Cedarburg's Zoning at the Five Corners



Vehicular Access and Circulation

Vehicular circulation is dominated by state and local highways which provide residents and businesses with rapid and direct access to I-43 and nearby destinations. However, curb cut and intersection restrictions on state highways complicate efforts to provide access to development parcels and to creating an efficient street network. As intersections are generally limited to one per 1,000' the initial locations of curb cuts or driveways has a critical impact on future development opportunities. The speed of vehicular travel (posted at 55 mph on Highway 60) is also an issue with increased speed resulting in decreased visibility of businesses, decreased pedestrian and bicycle crossing opportunities and difficulty in turning onto the highway from adjacent driveways.



Figure 4.2: Aerial photo of the current intersection configuration of the Five Corners and Triangle intersections.

The Five Corners intersection and the intersection of Wauwatosa Road and Washington Avenue, also known as the "Triangle Intersection" do not optimize traffic flow in their current configurations (fig 4.2). New configurations of these intersections could improve development potential of the respective parcels while providing a greater ease of use and enhanced pedestrian connectivity.

Edit above to detail proposed roundabouts, repaving of STH 60, and roundabout

Town of Cedarburg

Five Corners Town Center

at Granville Rd.

Pedestrian Circulation

Currently, there is limited pedestrian accessibility in the Five Corners area. Sidewalks are not present and bicycle trails have varying degrees of use. To create an active pedestrian environment, sidewalks alone are not sufficient. Users must have a destination and an origin in close proximity.

Parks, Open Space & the Natural Environment

Natural features have significant impacts on the development potential of future projects. Significant environmental issues for the area include SEWRPC environmental corridors, soils, wetlands, floodplains and contamination. The area is also dotted with amenities such as old growth trees and ponds.

Primary environmental corridors (figure 4.3) effectively divide the spaces into four development areas. Two north-south corridors run just west of the Five Corner intersection, allowing for a series of parcels open to development alongside environmental features. While there are no regulations that prevent development within SEWRPC's environmental corridors, it is generally a sound and responsible practice to avoid developing within the boundaries if possible.

Many of the soils found in the immediate Five Corners area are classified as hydric (figure 4.4). While soils like these alone will not prevent development from happening, they create structural complications the builder must be aware of prior to construction.

Many wetlands and flood plains also restrict development in the Five Corners area. The wetlands, as delineated by the DNR, follow a similar path to the environmental corridors north of Highway 60. South of the highway, the wetlands extend from the "Huiras farm" through much of the Prochnow landfill.

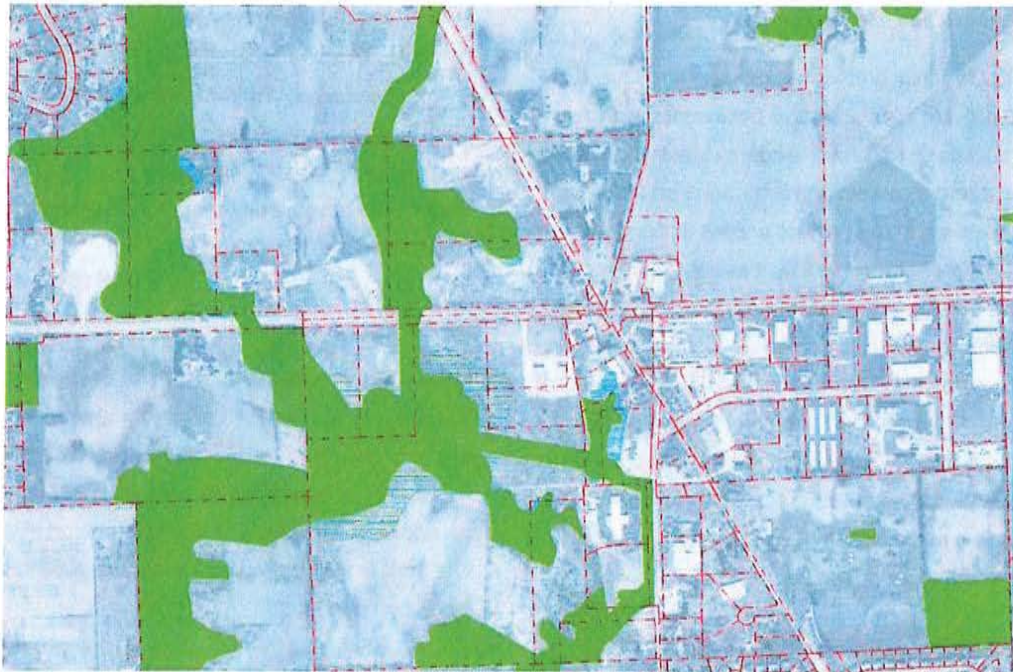


Figure 4.3: SEWRPC's delineated Environmental Corridors, wetlands and floodplains.

→ Search for updated map

Figure 4.4: Hydric and other soils with development limitations



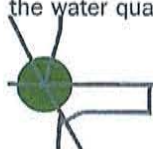
→ Search for updated map

The Prochnow landfill is an identified superfund site with significant contamination present. It is currently in joint ownership with several parties. It has adversely affected the water quality of adjacent parcels, requiring these ar-

eas to receive municipal water from the City of Cedarburg.

This parcel has a long term development timeline and new construction on the site is unlikely in the near future.

potential mix of recreation and business use.



Physical Form

The physical form of the redevelopment area is dominated by a few typical characteristics (fig. 4.5-4.8).

Possibly update photo's

Many of the parcels along Highway 60 and other major corridors are quite deep, with limited access and development potential only at the street frontage. Development is generally located along the corridors, leaving large areas at the rear of parcels undeveloped or underutilized. The buildings, while generally located towards the street, are set back large distances and are spaced far apart, resulting in a fragmented street edge with a saw-tooth appearance.

Much of the parking in the area is located in front of the buildings, further increasing the setback and contributing to the auto-dominated tone of the area. Most of these parking areas are unscreened displaying large expanses of asphalt from most vantage points.

The buildings within the Five Corners Redevelopment Area vary in scale and quality. Nearly all are single-story structures of varying heights. The area consists of many utilitarian metal-clad and concrete block buildings not limited to the business park. This building style is inconsistent with the character desired by the Town of Cedarburg.

Figure 4.5: Typical development along Highway 60.



Figure 4.6: A new strip retail center developed on Highway 60.



Figure 4.7: The Roadhouse Bar and Grill located at the Five Corners.

Figure 4.8: 5 Corners Dodge as seen from the north.



**Should Vision be updated?*

5. Planning Concept and Illustrative Master Plan

The Vision

The guiding force of the redevelopment plan is the vision of what the Five Corners area could become. The vision focuses on three elements:

1. *A pedestrian-friendly and active "Main Street" to welcome and serve the community:*

Main Streets are places people want to live, work and shop; places that meet resident's day-to-day needs; places that anchor the community.

2. *Residential development that fits the character of the community:*

Residential development must be appropriate to its context: residential development that is too dense appears out of place, while development that is not sufficiently

dense cannot support neighborhood retail and services and replaces pedestrian activity with an auto-oriented quality.

3. *Open spaces that connect the community:*

The presence of open space is especially critical in preserving the Town of Cedarburg's character. The spaces, however, must connect surrounding developed areas rather than isolating them from each other.

Implementation of this vision involves the creation of a network of new local streets and reconfigured intersections coupled with the development of appropriately scaled commercial and limited multifamily uses while also providing new public spaces and amenities.



Figure 5.1: Five Corners Town Center Illustrative Master Plan

Town of Cedarburg

Five Corners Town Center

Illustrative Master Plan

Figure 5.1 indicates a possible development outcome scenario which provides one example of desired development that could occur in the Town Center area over time as the design guidelines outlined later in this document are applied. As such this master plan illustration should not be seen as representing an exact depiction of future conditions but as a visualization tool that can help residents envision the future character of their community. The descriptions below outline the details of the Illustrative Plan and the concepts that underlie it.

Improved Circulation

Throughout the redevelopment area, a new system of streets was created (fig 5.2) to allow for additional quality development opportunities at greater depth on several parcels and to provide alternative routes for local traffic. Additionally, select streets and intersections were reconfigured in the Illustrative Plan to increase the ease of use and provide new development opportunities in key locations.

The most visible circulation change is the reconfiguration of the Five Corners intersection to include a roundabout, an option that highway engineers should consider through future study. From a traffic standpoint, this change improves circulation as traffic doesn't stop for red lights and left turns become simplified. Another achievement of the roundabout is enhanced pedestrian safety: traffic will slow significantly as it nears the roundabout, making crossings easier. The roundabout will also act as a gateway feature, signaling to motorists that they have arrived at the Town Center in Cedarburg.

A second major intersection reconfiguration takes place at the "Triangle Intersection" of Washington Avenue, Wauwatosa Rd. and Sycamore Drive. In the new configuration, Wauwatosa Road curves and meets Sycamore Drive and Washington Avenue in a traditional crossing intersection.



Figure 5.2: New and reconfigured roads.

A local one-way street with angle parking and slower traffic allows visitors to cross and occupy a new Town Square where the triangle was once located. *Note: a roundabout is currently proposed here.*

A second roundabout is located a third of a mile west of the Five Corners on Highway 60. This will create a zone of slower speeds on between the two roundabouts. Slower speeds will allow for easier access to local streets and businesses and allow signage to be effective at smaller sizes.

Note: no roundabout is currently proposed for this location.

Internal circulation systems were also developed off the highways to provide alternative local routes and connections. East of Washington Avenue, a new street paralleling the highway was created. This winding street, which bases its geometry according to nearby wetlands and environmental corridors, extends south to the redevelopment area boundary. It has four new cross streets as well as access to Highway 60, Washington Avenue, Wauwatosa Road and areas of potential development to the west. Three other internal circulation systems are also proposed, including two further west on Highway 60 and one south of Five Corners, off Wauwatosa Road. The two streets to the west are loop roads, each with two access points off Highway 60 (one of which is shared between the two). The northern street has an additional secondary residential loop as well as an access road that terminates on Washington Avenue.

Mixed-use areas

While the entire Five Corners Redevelopment Area was viewed as having the potential for mixed-use development, much of the effort in creating the plan focused on a smaller, pedestrian-oriented "Main Street" sub-area (fig. 5.3). This area would serve as the central spine to the Redevelopment Area. This section is prescribed for a higher level of density and activity with less auto-oriented development than that which would occur elsewhere.



Figure 5.3: Main Street Sub-Area

Main Street Sub-Area

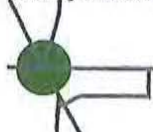
The Main Street Sub-Area is the most vibrant of the mixed-use areas, and it is one of the major elements of the Redevelopment Plan. The Main Street Sub-Area roughly follows Washington Avenue and Wauwatosa Rd. for the extent of the redevelopment area, and specifically focuses on the section between the St. Francis Borgia Church campus and Sycamore Drive.

In the Sub-Area, the majority of the new commercial development is located on, or south of, Highway 60. A new commercial node will be developed on the northwest parcel of the Five Corners intersection. This series of mixed-use buildings will front both Highway 60 and Washington Avenue, with visible public plazas and a shared landscaped parking area in the rear. Just west of this node, two additional commercial courts were developed with cross-parcel access to ensure connectivity. North of this commercial area, several multifamily buildings were developed to provide additional residential opportunities within walking distance of neighborhood retail and services. These buildings share common open space and have views onto the adjacent environmental corridor. Within this residential district, a large planted boulevard connects the neighborhood with the St. Francis Borgia campus and its potential new developments which could include residential buildings along Washington Avenue.

Further south on Washington Avenue, new commercial and mixed-use buildings are added where the former municipal garage was located. This facility was moved to the rear of the parcel to allow more active buildings and spaces to occupy its former location fronting Washington Avenue. All the buildings in this location share parking and have cross easements to ensure access between parcels.

At the south end of the Main Street Sub-Area, a new square is developed on the former "Triangle Intersection" (fig. 5.4). This square will act as a gateway feature and an amenity for adjacent development. This square is surrounded by mixed-use buildings with retail on the ground floor and parking in the rear. The square will provide a gathering space for the Town while creating an easily accessible focal point for pedestrian activity. The segment of road adjacent to the majority of the square is a local one-way street with angle parking. Other improvements of the Sub-Area include the addition of sidewalks, pedestrian-level ornamental street lights, street trees, and other landscaping features.

not currently planned for
but instead
a roundabout



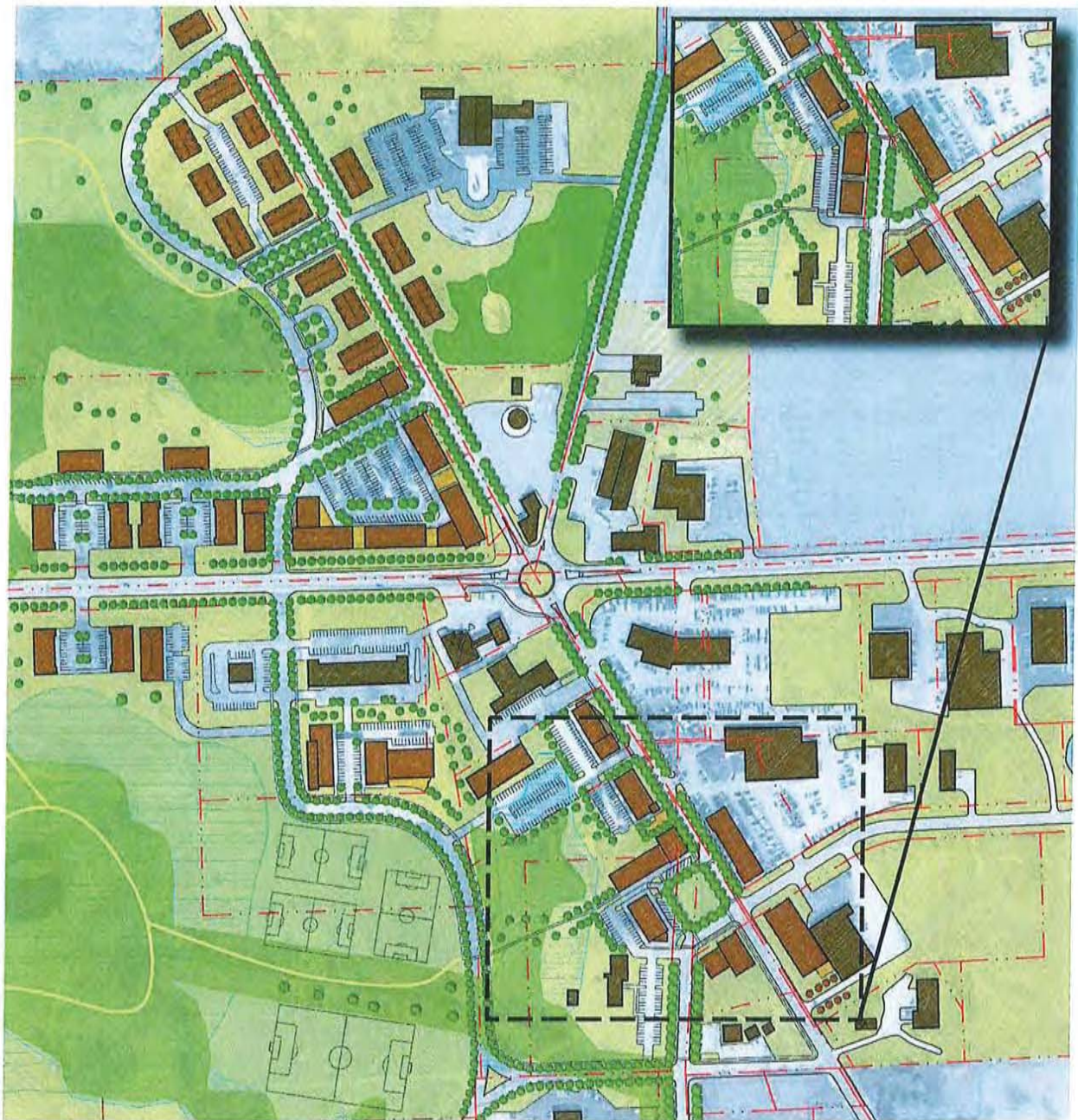


Figure 5.4 Main Street Sub-Area with alternative town square configuration in the upper right.

Furthermore, the Main Street Sub-Area will contain a new recreation complex, located behind the development area on Washington Avenue and 60. The complex has four play fields and will be accessible via a new connector

road as well as the new trail systems. Parking needs are met by sharing parking with nearby buildings including the Town Hall and adjacent commercial structures.

could be updated with Sports Complex rendering and description

Town Center District

Development in the Town Center District but outside the Main Street Sub-Area (fig. 5.5) is anticipated to be generally less dense, less active and have a lesser need to be pedestrian-oriented. There are three targeted development areas outside the Main Street Sub-Area; two of these are further west on Highway 60 and one is southwest of Five Corners.

Sports Complex

To the southwest, a business park is proposed to increase development value for the Town (fig 5.6). These parcels are linked via access roads and the trail systems to the

Town Center sub-area, giving employees and visitors convenient access to food and dining options as well as providing Main Street vendors the benefit of additional patrons.

no roundabout planned here

To the west, another mixed-use commercial node is proposed at the second roundabout (fig 5.7). This area is anticipated to be mixed-use with a greater emphasis on office and residential uses, with slightly less emphasis on pedestrian-oriented retail. North of the roundabout node, single family housing would largely occupy the remainder of the parcel.

Figure 5.5: Development in other areas of the Town Center.

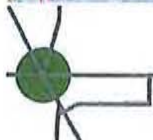
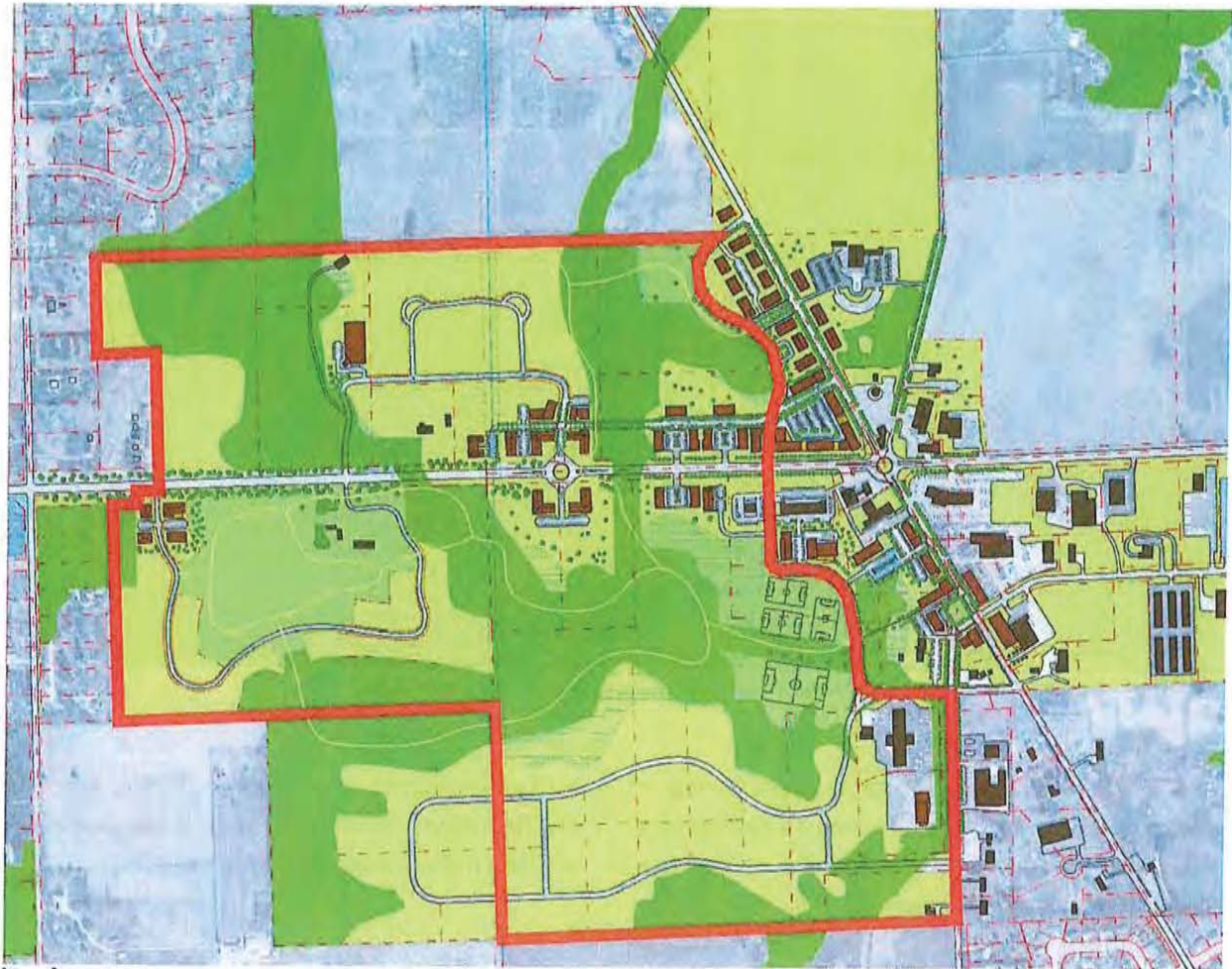




Figure 5.6: A new business park to southwest of the Five Corners.

↘ Sports Complex

Figure 5.7: New development along Highway 60.

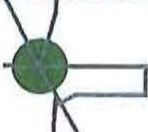


↘ Roundabout not planned for currently

Further west, the Huiras property is developed in selected areas (fig. 5.8) with an emphasis placed on preserving the existing environmental features as well as the original farmstead and barn. A single ring road is proposed to extend from the existing driveway curving in a manner to preserve the existing farmhouse and barn. These buildings could be preserved and renovated as a cultural amenity to the Town. The primarily single-loaded road travels around the perimeter of the property, while maintaining the central area as shaped public open space. The road terminates at Highway 60 with a small retail node. Development along the ring road would be a mix of office and multifamily residential.

What about senior housing or single-family?

Figure 5.8: The Huiras property development concept.



6. Implementation

The Town should pursue the following steps in order to achieve the desired results discussed in this plan.

Overlay District

A district should be established with boundaries that match those of this study. Within this district, developments should generally use the planned unit development (PUD) model for approval. In a PUD, the developer and the Town have flexibility not found in a traditional zoning code and tools such as design guidelines become significant. The developer will submit a general development plan that outlines the proposal in detail.

Review Stages

When the Town receives the general development plan, it is initially reviewed by the ~~Town Center Design Review Board (TCDRB)~~. ~~This entity, which initially could be comprised of members from the steering committee, will work with the developer to expedite approval of the project and improve any elements of the project not consistent with the plan. Following approval by the TCDRB, the proposal~~ *then be* is reviewed by the Plan Commission and ultimately by the Town Board (fig 6.1). It is critical that the ~~TCDRB, the Planning Commission and the Town Board are in agreement in this practice. The boards must agree on type of development desired in the Town Center and not become three individual boards with three separate visions.~~

Design Review Procedure

The first step in the process of development for the Town Center is for the developer or owner of a parcel to obtain a copy of the design guidelines. Shortly after receiving the guidelines, a meeting should take place between the ~~TCDRB~~ and the developer to discuss the intent of the development to ensure it is compatible with the vision presented in this report. A second meeting would then occur with the ~~TCDRB~~ in which a preliminary design concept of

the project would be presented. This meeting would occur as a precursor to an appearance ^{a formal before P.C.} to the plan commission to ensure the project is developing in accordance with the vision and intent of the design guidelines. Following this meeting, the developer will submit a general development plan to the Town for review. Upon review, ^{if using the PUD route} the TCDRB will make an advisory decision and the project will proceed to the Planning Commission. The Planning Commission will make a ^{recommendation} decision followed by the Town Board prior to final approval.

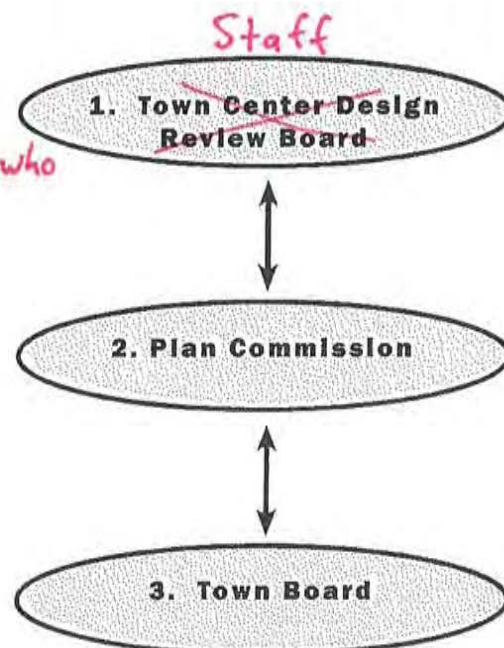


Figure 6.1: Implementation diagram.