

PLAN COMMISSION MEETING MEMORANDUM

TO: David Valentine, Chairman
Plan Commission & Town Board
FROM: Jim Culotta, Town Administrator, Eric Ryer, Asst. Administrator/Clerk
MEMO WRITTEN: November 11, 2015
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.

CURRENT MEETING: NEW CHAPTER 4 PROVIDING PERSPECTIVE OF NEIGHBORING COMMUNITIES & HOW THEY COMPETE WITH THE TOWN

NEW CHAPTER 4: COMPARISON TO NEIGHBORS TO BE INSERTED

INFLUENCE OF NEIGHBORING COMMUNITIES:

The two neighboring communities that will be examined here are those directly adjacent to the Town that residents most visit: the City of Cedarburg and the Village of Grafton. Town residents travel to these neighbors regularly for school, church, shopping needs, and entertainment and medical care, among other reasons.

CITY OF CEDARBURG

The Town surrounds the City of Cedarburg on nearly all sides. In some instances, the only reason you would know you are in the City is the presence of sidewalks. The City has a strong draw for not only Town residents, but people from all over the area. The City's primary strengths lie within its historic charm, shopping along Main Street (tourism), festivals, school system, and mix of older and newer housing stock. Although it has a relatively newer shopping district on the south side of the city, residents are also drawn to shop outside of Cedarburg at the Grafton Commons along I-43. The City plans for economic development through a City Planner and separate Economic Development Coordinator, using their Comprehensive Plan as a foundation. Various development related review bodies at the City include the Economic Development Board, Plan Commission, Landmarks Commission, and Zoning Board of Appeals. The City promotes business growth through a CDBG revolving loan fund that issues loans between \$10,000-\$125,000, and through a separate low-cost loan program through PWSB for between \$5,000-\$50,000. The City lists one active TIF district located between Washington Avenue and Hanover. The large TIF district on the northeast side of the City was retired due to lack of interest. The City Park and Open Space Plan includes planning for an outdoor sports complex with two full-size soccer fields and three baseball fields, which would compete with a Town Sports Complex. In terms of residential development, the Prairie View subdivision on the west side is the latest large-scale single-family project. The City could potentially annex and develop more property on the west side within their sewer service area (see attached map) for further residential development, which has been of the cluster variety. There are additional opportunities for development on the north side of the City in already annexed property that would be serviced with sewer and water to be extended underneath Cedar Creek, with plans nearing approval for the Glen at Cedar Creek Planned Unit Development on a 48 acre parcel. This may require a TIF district for infrastructure installation.

VILLAGE OF GRAFTON

The Village of Grafton's primary strengths lie within its location along I-43, recent development in the Port Washington Road corridor and along STH 33, the Aurora complex, and downtown commercial/residential redevelopment efforts. While Grafton is growing jobs faster than neighboring communities, it has not had any new large-scale residential developments break ground in recent years. Grafton's planning efforts to promote economic development include a business loan program with First Bank Financial making available loans between \$10,000-\$25,000, a separate South Commercial District loan program with PWSB making available loans between \$5,000-\$50,000, and EDGE, which is a joint effort between Village and Town of Grafton bodies. The village also has three active TIF districts, and development related review bodies including the Architectural Review Board, Community Development Authority, Historic Preservation Committee, Plan Commission, and Zoning Board of Appeals. The Village has been successful with recent residential redevelopment projects in the downtown area and has plans for 200 senior housing/assisted living units on 14 acres at the former Manchester Mall site. There is land on the northwest side of the Village that could be annexed for future development as seen on the attached sewer service area map (water already located there).

EXTRATERRITORIAL ZONING

The City of Cedarburg and Village of Grafton have extraterritorial plat approval authority for 1.5 miles from their boundary per state statute (see attached map). The City of Cedarburg Comprehensive Plan 2025 explains, "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 lot sizes at 35 acres." In the past, the City also exercised its

extraterritorial zoning controls through the establishment of a Joint Extraterritorial Zoning Committee (JETZCO) charged with creating a development plan for the Five Corners area. Although this Committee met for over a year, no consensus was reached on an alternate plan to the Five Corners Master Plan.

The Village of Grafton Future Land Use Map plans for the currently agricultural land to the east of Cedarton Parkway. It would be developed as "Traditional Neighborhood Development." The Town Comprehensive Plan calls for agricultural or a variety of residential options in that area; this development type matches closely, however, this area is attractive to the Village for annexation.

HOW DO THEY COMPETE WITH THE TOWN:

As opposed to the City and Village, the Town's biggest strength lies not in commercial development or tourism, but in its diverse residential neighborhoods. Housing offerings include large-lot estates that permit farm animals, active farms, conservation subdivisions with walking paths and community open spaces, and comparatively speaking dense 1-acre lots. The Town has stayed cognizant of the draw rural residential life offers and completed planning initiatives to capitalize on this allure. These efforts have included approving a shared driveway ordinance, tweaking accessory structure requirements, and showing an openness to amending lot size and open space requirements for various zoning districts to stay current with development trends. Interested buyers have a range of options and price points. Residents are also drawn to the Town for its low tax rate and attractive school districts. The location (surrounding the City and adjacent to Grafton) allows residents to enjoy the small-town atmosphere of Cedarburg while being in close proximity to shopping choices in Grafton. Recognizing the Town's position in the local economic offerings is critical to a successful update to the Five Corners Master Plan. Whereas the original version envisioned a rather dense Town Center featuring mixed-use developments, the updated Plan has accepted a changing reality of development that has occurred over the past ten years and the trends moving forward. Planning officials understand the next several years will likely focus on attracting local retailers, locally owned restaurants, new business development, and efforts to jump start the Sports Complex and accompanying development. Projects that occur just south of the Five Corners intersection may be a part of a regional stormwater control project to maximize developable area while efficiently addressing stormwater management. While the Town will not be competing with the Village of Grafton for its big box retailers, it may be in competition with the City of Cedarburg for local retailers and service providers that could otherwise locate in downtown Cedarburg. Planning officials also recognize the growing need for senior housing, and feel this type of development to be appropriate for the Five Corners area. Utilities are also a consideration in new development. Although municipal sewer and water are not available, shared mounds and wells can be implemented to lower development costs.

SUMMARY: a primary strength of the Town will continue to be its attractive housing and rural property options. A study conducted by the Cedarburg School District shows an increase of housing starts within the Town as the economy continues to recover. Officials will continue to pursue new industrial and commercial development for the Five Corners area, while making a concerted effort to bring about the realization of the Sports Complex. The employment created by Grafton and attractiveness of the Cedarburg school district and community atmosphere will draw people to the area; the Town can work to provide the best housing option in the area, capitalizing on this opportunity.

THIS MEETING

This month, staff would ask the Commission review the above proposed new Chapter 4 for insertion into the Plan (maps as attached). Staff would envision the next steps for the Plan updated include:

- Incorporate the new business, Annual resident survey, and market gap analysis data as a new Chapter 5: Public Input & Marketing Analysis
- Continue updating the final chapters with the Commission

ATTACHMENTS

- I. Amendment to Grafton/Cedarburg Sewer Service Area
- II. Extraterritorial Map