

PLAN COMMISSION MEETING MEMORANDUM

TO: David Valentine, Chairman
Plan Commission & Town Board
FROM: Jim Culotta, Town Administrator, Eric Ryer, Asst. Administrator/Clerk
MEMO WRITTEN: July 9, 2015
SUBJECT: Agenda Item #4c: Discussion and possible direction regarding an update to 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:

- Should residential development be considered? If so, what type(s) and how dense?
- How can Town-owned properties be leveraged for the greater good?
- What type of businesses should be pursued?
- What role should cultural/recreational attractions and pedestrian facilities play?
- 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?

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 first draft is below for your review.

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".

NEXT STEP

A good next step is to begin updating the "Introduction and Background" section of the plan. While only three pages in length, decisions made at this time will set the stage for the remainder of the plan update. Topics to be addressed within this section of the existing plan and associated questions to be answered include:

- Incorporate the updated purpose statement once confirmed by the Plan Commission (seen on first page)
- Review the area to which the Five Corners Master Plan applies. Does the Commission wish to adjust the current area? Compare the existing map with the current Town Zoning Map.
- Public input. Staff has drafted and attached business and resident surveys that could be circulated with the August Town newsletter. 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.

ACTION REQUESTED

Staff requests the Plan Commission discuss the topics above. Of note is an upcoming meeting staff will attend with a consultant to obtain a retail gap analysis at no charge to the Town.

ATTACHMENTS

- I. Introduction and Background section
- II. Zoning Map
- III. Resident & Business Surveys

1. Introduction and Background

Purpose of the Study

The Town of Cedarburg, a historically rural community in a natural setting, is located in a rapidly developing portion of Ozaukee County. The purpose of this plan was to create a vibrant and pedestrian-friendly "town center," featuring mixed-use development and providing a focal point and gathering place for the town. Five Corners, which is the intersection of Highway 60, Wauwatosa and Covered Bridge Roads, was selected as the appropriate location for the proposed Town Center.

Description of the Study Area

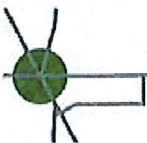
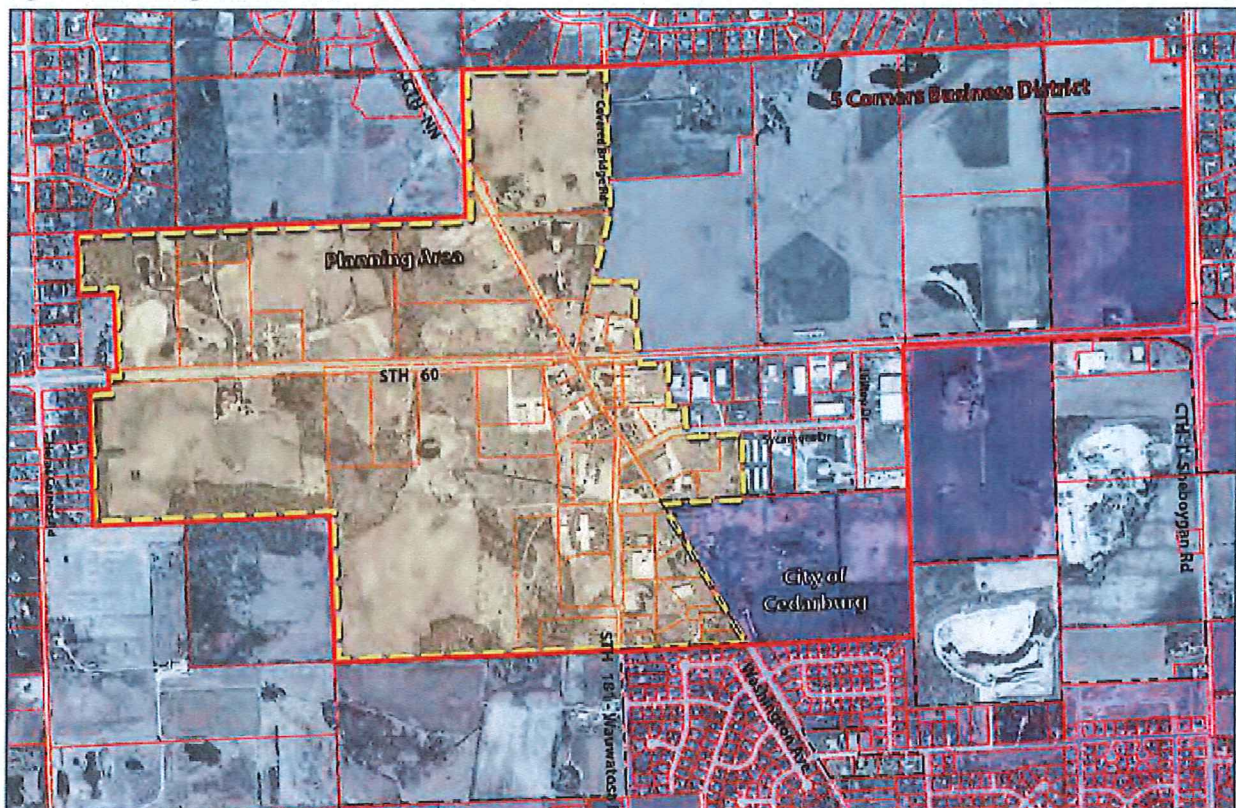
The study area (fig. 1.1) generally flanks Highway 60 from the Five Corners intersection to Horns Corners Road extending between a quarter and half mile to the north and

south of Highway 60. A variety of uses currently occupy the study area including several large parcels utilized for agriculture, roadside commercial development along the major roadways, institutional uses including the Town Hall and the St. Francis Borgia Church, as well as several wetlands and environmental corridors.

Scope of Project Summary

This project identifies potential development scenarios as appropriate by location and form. The process involved analysis of the existing condition of the area, development of conceptual design strategies, development of design guidelines and recommendations for implementation. Each of these actions incorporated public involvement.

Figure 1.1: Planning area boundary



2. Public Process and Citizen Input

A significant component of the project was the inclusion of public input. Throughout the planning process, citizens were involved in several ways, including the creation of a steering committee of local residents (please see page 2 for a list of members). Several public meetings were held in addition to one-on-one stakeholder interviews with residents and property owners. Following below is a description of the various ways in which public input was solicited.

Steering Committee Meeting 1:

The first steering committee meeting was held on August 30, 2005. At this meeting, PDI presented an initial site analysis of the area, including environmental corridors, wetlands, the built environment and the new amended boundary with the City of Cedarburg. Following this analysis two development opportunity scenarios were presented addressing relevant issues. One scenario provided a more aggressive approach while the other was more conservative in nature. Following the presentation of the development scenarios, a design preference survey was conducted. Using this interactive method, respondents were asked to score 74 images based on their like or dislike of the development character. The results of the survey were used later in the planning process to help craft a set of guidelines. The results of the survey can be found in the appendix on page 64.

Property Owner Interviews and Workshop

Property owners within the redevelopment area were invited to a series of stakeholder interviews in order to provide the consultants with confidential feedback on important issues facing the Town as well as provide input regarding a draft planning and development concept. Nine property owners attended the interviews on October 11 and 12 and were individually interviewed for approximately 30 minutes (fig 2.1). Responses generally focused on maintaining the character of Cedarburg while adding appropri-

ate commercial and residential uses. A brief summary of issues noted by the interviewees can be found in the appendix on page 72.

Steering Committee Meeting 2:

At the second steering committee meeting, held October 26, 2005, the design preference survey results were presented and discussed. Results concerning residential development indicated a preference for homes featuring front porches, interesting architectural details, moderate-sized front yards, and landscapes with mature trees. Preferred commercial images indicated a preference for buildings and environs that emphasize a comfortable human scale, interesting details to enhance the pedestrian experience and quality landscaping. Traditional building styles and high-quality materials were generally preferred. Following the presentation of the design preference survey, the initial draft of the concept development plan was presented. The steering committee and staff from PDI discussed the elements of the draft while outlining the next steps in the process.

Figure 2.1: Map of properties whose owners or representatives participated in the Property Owners Interviews and Workshop.

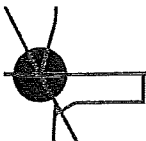


Steering Committee Meeting 3

At the third and final steering committee meeting on January 3, 2006, the revised draft concept plan was presented with special emphasis given to the character of each sub-area in the plan. Subsequently, PDI discussed possible methods the steering committee could use to implement the plan in the future, including the planned unit development and general development plan processes. Lastly, the initial draft of the Town Center design guidelines was presented to the steering committee.

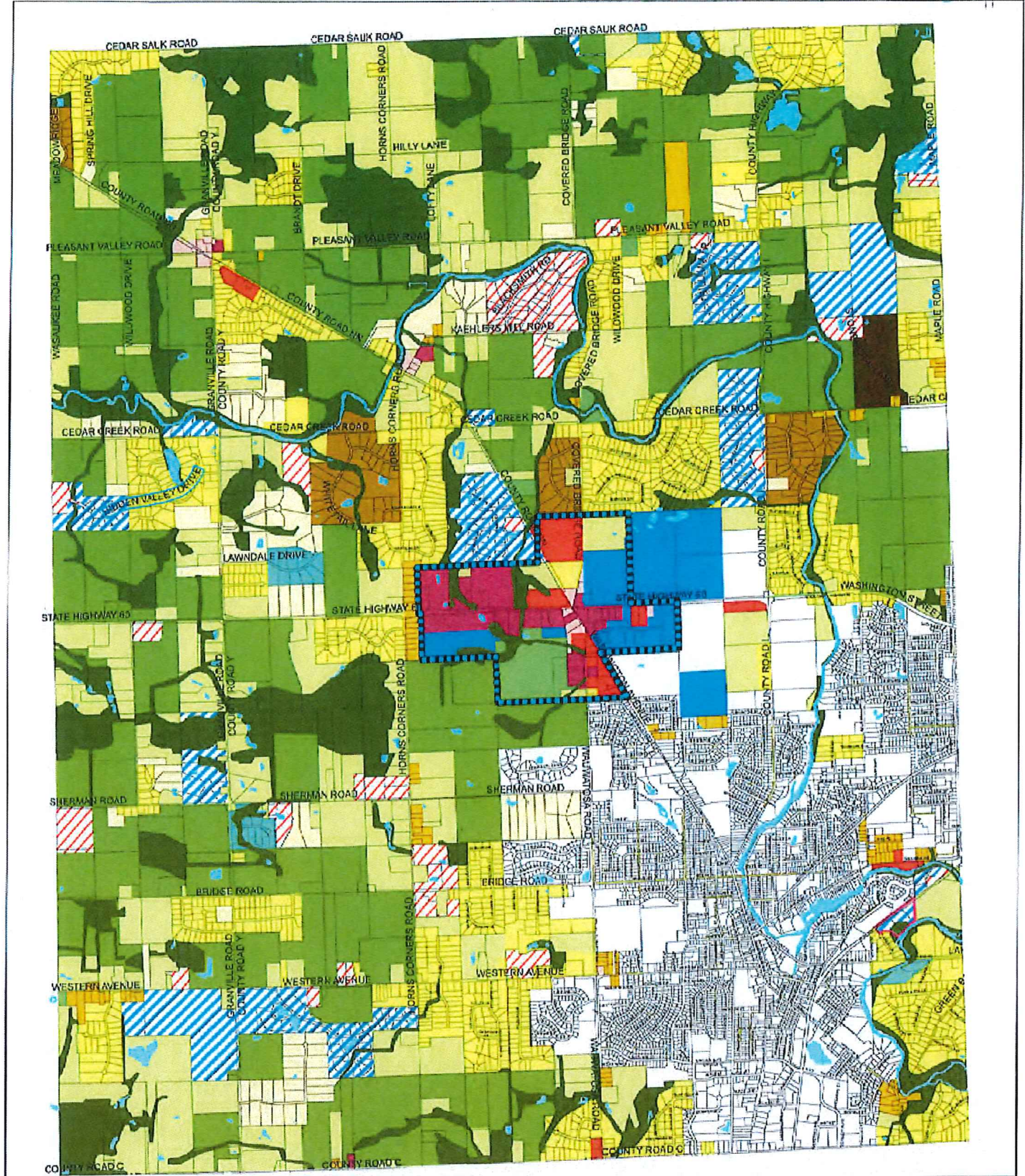
Joint Steering Committee Meeting with Town Board and Plan Commission

During the final meeting, held February 15, 2006, final revisions of both the draft concept plan as well as the design guidelines were presented at a joint meeting between the Plan Commission and the steering committee. At this meeting the steering committee voiced its approval of the plan and recommended that the plan be forwarded to the Plan Commission for further action.



Town of CEDARBURG

Preserving Yesterday's Heritage for Tomorrow



Legend

Town of Cedarburg Zoning

Zoning Class

Unincorporated Cedarburg

CDP Cedarburg

CDP Cedarburg

CDP Cedarburg

CDP Cedarburg

CDP Cedarburg

CDP Cedarburg

CDP Cedarburg

B-B Business

B-2 Professional Office

B-3 Medium Density Residential

B-4 Single-Family Residential

B-5 Single-Family Residential

B-6 Single-Family Residential

B-7 Planned Business

B-8 Planned Business

B-9 Planned Business

B-10 Planned Business

C-1 Commercial

C-2 Commercial

C-3 Commercial

C-4 Commercial

C-5 Commercial

C-6 Commercial

C-7 Commercial

C-8 Commercial

C-9 Commercial

C-10 Commercial

I-1 Industrial

I-2 Industrial

I-3 Industrial

I-4 Industrial

I-5 Industrial

I-6 Industrial

I-7 Industrial

I-8 Industrial

I-9 Industrial

I-10 Industrial

P-1 Planned Development

P-2 Planned Development

P-3 Planned Development

P-4 Planned Development

P-5 Planned Development

P-6 Planned Development

P-7 Planned Development

P-8 Planned Development

P-9 Planned Development

P-10 Planned Development

Certification

I, the undersigned, Town Engineer of the Town of Cedarburg, Wisconsin, do hereby certify that the Zoning Map, Town of Cedarburg, Wisconsin, is a true and correct copy of the original on file in the office of the Town Engineer.

Attest:

Dated this _____ day of _____, 20____.

0 0.15 0.3 0.6 0.9 1.2 Miles

This data is provided as a courtesy and is not intended to be used for any purpose other than for informational purposes. The Town of Cedarburg does not warrant the accuracy or completeness of this data. The Town of Cedarburg is not responsible for any errors or omissions in this data. The Town of Cedarburg is not responsible for any damages or losses resulting from the use of this data.



Survey of Town Residents

How satisfied are you with the variety and location of shopping/retail opportunities inside the Town of Cedarburg? (Very Satisfied, Satisfied, Dissatisfied, Very Dissatisfied)

Please explain the reason for your response. _____

Which of the following would you like to see developed or expanded inside the Town of Cedarburg?

Grocery
Clothing
Pharmacy
Furniture
Hardware/Home Improvements
Audio/Video/Electronics
Sit-down Restaurant
Fast Food Restaurant
Sporting Goods
Financial Institutions
Medical
Legal
Antiques/Crafts
Hotel

What type of retailers would you support?

National (i.e. Target, Applebee's)
Community (i.e. Piggly Wiggly, Wayne's Drive-In)

Which community do you most often frequent for the following retail/services?

(Town of Cedarburg, City of Cedarburg, Grafton, Jackson, West Bend, Milwaukee, Other)

Grocery
Clothing
Pharmacy
Furniture
Hardware/Home Improvements
Audio/Video/Electronics
Sit-down Restaurant
Fast Food Restaurant
Sporting Goods
Financial Institutions
Medical
Legal
Antiques/Crafts

How satisfied are you with the variety and location of housing opportunities inside the Town of Cedarburg. (Very Satisfied, Satisfied, Dissatisfied, Very Dissatisfied)

Please explain the reason for your response. _____

Draft – Five Corners Master Plan Update

In the Five Corners area, what different types of housing (all at high quality with similar property values) should the Town allow or encourage to develop in the future? (Strongly Agree, Agree, No Opinion, Disagree, Strongly Disagree)

Single-family

Duplex

Town Homes

Condominiums

Apartments

Mixed-use (residential above retail/office)

Independent Senior Living (self-contained living units for older adults who are able to care of themselves)

Senior Retirement Community (may provide supportive services including meals, housekeeping, social activities & transportation)

Assisted Living Center (state-licensed programs offered at residential communities with services)

Continued Care Center (provides 24-hour nursing care, room & board, and activities for convalescent residents)

How satisfied are you with the mix of different business opportunities (retail, office, light manufacturing) inside the Town of Cedarburg. (Very Satisfied, Satisfied, Dissatisfied, Very Dissatisfied)

Please explain the reason for your response. _____

The Five Corners area has many undeveloped parcels, one being the former Prochnow landfill (95 acres) that Town officials have identified as the location for a Sports Complex. Considering the amount of undeveloped land in the Five Corners area, which of the following land use(s) should the Town prioritize over the next five years? Check all that apply.

Residential

Commercial

Industrial

Mixed-Use (residential/commercial)

Sports Complex

Currently the Five Corners business district generally flanks Highway 60 from the Five Corners intersection to Horns Corners Road extending between a quarter and a half mile north and south of Highway 60. How far west would you like to see commercial development ultimately reach? (Horn Corners Road, Granville Road, Town line, CTH I)

Survey of Town Businesses

What type of industry is your business involved in?

Manufacturing
Health Care
Professional Services (finance, legal, accounting, insurance, etc.)
Construction
Media/Communications
Personal Services
Retail Trade
Wholesale Trade
Transportation/Logistics
Hospitality/Entertainment/Restaurant
Other _____

How long has your business operated in the Town of Cedarburg?

5 years or less
6-10 years
11-15 years
16-20 years
Over 20 years

How many employees do you have?

Less than 10
10-24
25-49
50-99
100+

Why is your business in the Town of Cedarburg?

Originally founded here
Proximity to customers
Proximity to suppliers/transportation
Business climate/tax rate
Work force
Cost of doing business
Quality of life
Other _____

Compared to a year ago, how has the number of people your business employs changed?

Increased
Decreased
Stayed the same

Over the next five years, how will your employee count change?

Increase
Decrease
Stay the same

Draft – Five Corners Master Plan Update

Compared to a year ago, how has your sales/revenue changed?

- Increased
- Decreased
- Stayed the same

Over the next five years, how will your sales/revenue change?

- Increase
- Decrease
- Stay the same

Which of the following best describes your satisfaction with the local business climate?

- Very Satisfied
- Satisfied
- Dissatisfied
- Very Dissatisfied

Which of the following best describes your business' primary customer base?

- Local residents
- Seasonal/Short-term visitors
- Business to business
- Internet
- Other _____

What are the major constraints to the growth of your business?

- Access to financing
- Quality of life in the area
- Entrepreneurial environment
- Proximity to suppliers
- Access to land
- Skilled, available workforce
- Town policies
- Municipal water/sewer
- Other _____

What factors positively contribute to your business?

- Access to financing
- Quality of life in the area
- Entrepreneurial environment
- Proximity to suppliers
- Access to land
- Skilled, available workforce
- Town policies
- Municipal water/sewer (if this were extended to your location)
- Other _____

How can the Town improve the business climate?
