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A COMPREHENSIVE PLAN FOR THE TOWN OF CEDARBURG: 2050 (2ND EDITION)

REVIEW DRAFT

NOVEMBER 2024

OZAUKEE COUNTY WISCONSIN

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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Paul Jungbauer, Director of Parks and Recreation

COMPREHENSIVE PLAN ADOPTION AND AMENDMENT HISTORY

Plan Originally Adopted - April 2, 2008

Plan Amendment - September 2, 2009

Plan Amendment - May 2, 2012

Plan Update Adopted (2nd Edition) – November 6, 2024

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OZAUKEE COUNTY, WISCONSIN

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TABLE OF CONTENTS

PURPOSE OF THE COMPREHENSIVE PLAN

In October 1999, the Wisconsin Legislature enacted a new comprehensive planning law, which is set forth in Section 66.1001 of the *Wisconsin Statutes*. The new requirements supplement earlier provisions in the *Statutes* for preparing county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The requirements, which are often referred to as the "Smart Growth" law, provide a framework for developing, adopting, and implementing comprehensive plans in Wisconsin. The comprehensive planning law includes a "consistency" requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government.

The comprehensive planning law also requires plans to include nine plan elements: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Facilities; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. This comprehensive plan update will continue to address the nine plan elements.

Public participation will continue to be implemented at every stage of the comprehensive planning process including adoption of written procedures, broad notice provisions, the opportunity to review and comment on draft plans, and a required public hearing prior to plan adoption.

Thus, from 2002 to 2008, a multi-jurisdictional comprehensive planning process was undertaken by Ozaukee County, 14 participating local governments (including the Town of Cedarburg), the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and UW-Extension to address the comprehensive planning requirements set forth in Section 66.1001 of the *Statutes*. As a result, the County and each local government partner adopted comprehensive plans that satisfy the *Statutes*. The first edition of the Town of Cedarburg's comprehensive plan (based upon the multi-jurisdictional plan but prepared as a separate report) is documented in a report titled, *Town of Cedarburg Comprehensive Plan: 2035*, which was adopted by the Town Board on April 2, 2008. The Town subsequently amended the plan in September 2009 and May 2012.

The first edition of the Town comprehensive plan is documented in an extensive report that features a wide-range of data and mapping and addresses the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law. However, Section 66.1001(2)(i) of the State's comprehensive planning law requires that comprehensive plans be updated no less than once every 10 years.

While Section 66.1001(2)(i) of the State *Statutes* requires that a comprehensive plan be updated no less than once every ten years, it does not specify what the update must include or how extensive it must be. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the minimum

public participation, public hearing, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments and updates.[1] The comprehensive planning law sets forth procedures for a governing body to adopt a comprehensive plan amendment or update. The governing body must adopt written public participation procedures designed to foster public participation and those procedures must provide for the wide distribution of proposed plan elements and 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. The governing body must hold at least one public hearing, which is to be preceded by a Class 1 notice published at least 30 days before the hearing.[2] Following a recommendation from the plan commission in the form of a resolution, a governing body may adopt an ordinance to approve a comprehensive plan or plan amendment/update. The comprehensive planning law requires that an adopted comprehensive plan amendment/update be sent to all governmental units within and adjacent to a local government preparing a plan; the Wisconsin Department of Administration; the Regional Planning Commission; and to the public library that serves the area that the local government is located.

To address the State comprehensive planning update requirement, the Town entered into an agreement with SEWRPC in June 2022 requesting assistance to update the Town comprehensive plan. Based on discussions between Town officials and staff and SEWRPC staff, this comprehensive plan update (Second Edition) will have a design year of 2050 and focuses on updating the land use plan map; incorporating new plans and agreements adopted or endorsed by the Town since the current comprehensive plan was adopted; the consideration of residential development in select locations within the Town; discussion on development of a Town Center within the Five Corners area of the Town while contemplating the potential extension of City of Cedarburg utilities into the Town or studying a Town utility; updating population, household, and employment data and projections; updating natural resource information; updating transportation, utility, and community facilities information; and updating goals, objectives, policies, and programs. The resolutions and ordinance adopted during the plan update process are included in Appendix B. The update is documented in this report.

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[1] *Under the* Wisconsin Statutes*, a plan update is considered a plan amendment.*

[2] *These requirements were expanded by 2015 Wisconsin Act 391 to require each local government to maintain a list of persons who submit a request to receive notice of any comprehensive plan amendment/update affecting the allowable use of their property and to inform property owners annually that they may add their name to this list. Methods that may be used to provide the annual notice include publishing it as a Class 1 public notice, posting the information on the local government website, or mailing a notice to each property owner within the local government.*

PUBLIC PARTICIPATION

The following public participation process was included in preparing the Town of Cedarburg Comprehensive Plan update.

PUBLIC PARTICIPATION PLAN

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

On March 21, 2007, the Town adopted by resolution a public participation plan for preparation of the first edition of the Town comprehensive plan. A new public participation plan for plan amendments was developed for this plan update and was adopted by the Town Board on April 5, 2023. The public participation plan seeks to enhance public awareness of the planning effort and its importance; educate residents about current and past growth trends that have occurred in the Town; and provide opportunities for input. Techniques to secure public participation include newsletters, social media, information on the Town website, display exhibits, public open houses and other meetings to convey information and promote an exchange of ideas, and public hearings. The public participation plan and all public comments submitted during the planning process of this report are included in Appendix A.

COMPREHENSIVE PLAN COMMUNITY SURVEY

For the Comprehensive Plan approved in 2008, a Town-wide community survey was mailed on April 3, 2007, to 2,098 households, businesses, and property owners within the Town. Recipients of the survey were asked to complete the survey and return to the Town by April 30, 2007. The response rate was 32.5% (682 responses), which appears to be a representative sample of the entire Town. The survey with tabulated frequencies is referenced in Appendix B. While no Town-wide survey is planned as part of this process, surveys for updates to more focused planning documents such as the 5 Corners Master Plan or Parks and Recreation Plan are more likely.

PUBLIC INFORMATIONAL MEETINGS

The first public informational meeting was held on May 15, 2024, at the Town Hall (Figure 1). The meeting provided residents the plan update schedule, the current status of the Comprehensive Plan, and allowed Town residents to participate in the planning process, such as provide feedback and ask questions.

The second public informational meeting was held on September 18, 2024, to present and review the consolidated draft Plan elements in an open discussion session.

PUBLIC ADOPTION

As previously stated, Appendix A of this report sets forth public participation procedures adopted by the Town of Cedarburg during this plan update process in accordance with Section 66.1001(4)(a) of the *Statute*s. The Town held a public hearing on the proposed comprehensive plan update on November 6, 2024, at the Town Hall. On October 16, 2024, the Town Plan Commission adopted a resolution to recommend that the Town Board adopt the proposed comprehensive plan update. Subsequently, the Town Board adopted this comprehensive plan update by ordinance on _____, 2024. Appendix B of this report includes the Town Plan Commission resolution and Town Board ordinance.

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INTRODUCTION

TOWN BACKGROUND

Location and Overview

The Town of Cedarburg is located in Ozaukee County, Wisconsin. The Town currently shares borders with the Cities of Cedarburg and Mequon, the Village of Grafton, and the Towns of Grafton, Jackson, Saukville, and Trenton. The Town is also in proximity to the City of Milwaukee.

Major transportation arterials located within the Town include: County Trunk Highway I (runs north-south through the Town), County Trunk Highway NN (runs northwest-southeast through the Town), State Trunk Highway 60 (runs east-west through the Town), County Trunk Highway Y (Granville Road) (runs north-south through the Town), County Trunk Highway C (Pioneer Road) (runs east-west through the Town), and State Trunk Highway 181 (runs north-south through the Town).

Much of the land in the Town of Cedarburg is comprised of agricultural, agricultural/rural residential, residential, and developing and transitioning 5 Corners Town Center.

Most of the existing business and industrial uses within the Town are concentrated around the Five Corners intersection.

HISTORY OF THE TOWN

The following information for the Town was compiled by Carol Boettcher, Town Landmark Commission member, in 2007.

Early History

The Town of Cedarburg's earliest beginnings trace their roots, initially, to the Town of Grafton which was incorporated by the State legislature on January 26, 1846. This encompassed all of Township 10, Ranges 21 and 22 East. Sometime in early 1849, the Town of Cedarburg was separated and officially incorporated with the first meeting of Town supervisors on April 3, 1849.

The origin of the name "Cedarburg" has been lost to the ages. When the area known today as Ozaukee County was surveyed in March 1837, the surveyor of record, in his notes, referred to "Cedar Creek" (the stream) in his land description of the section within Township 10 Range 21 East. The spelling of 'burg' is definitely of German extraction. A 'burg', in German, refers to a "fortress", which the area could have resembled in the 1840's. Considering the area became populated by ethnic Germans, it appears the name was derived from the combination of the name of the dominant feature "Cedar Creek" and the German 'burg.' (The German word

'berg', on the other hand, refers to a mountain or hill, which the area definitely was not. Thode, Ernest, German-English Genealogical Dictionary, Baltimore, MD: Genealogical Publishing Co. Inc. 1992).

The first men to hold office for the new town were: William Vogenitz, Henry Krohn and Edward Nolan, supervisors; Charles E. Chamberlin, Town Clerk; Valentine Hahn, Jr., Town superintendent of schools; Charles E. Chamberlin and William Halpin, Justices of the Peace; James Wheelock, Christopher Burns, Hugh McElroy, W. Hartsman, Edward Lynch, John Smith, Peter Krause, Patrick Dougherty, John Fitzgerald, Fredrick Hilgen, Fredrich Schleiffer, Michael Hickey and James Nolan, overseers of highways of the road districts in which they resided. (Town of Cedarburg Minute Book, Volume 1, Page 1.)

Squatters were the earliest initial 'white settlers', however, most did not stay once the financial panic of 1837 swept through the country. Among those listed in June 1836 was E. P. Shaw in Hamilton (NE 1/4, Sec. 35), and in June 1837 A. S. Putney in Horns Corners (SW 1/4, Sec. 9), Moses Chandler in Kaehlers Mill (NE 1/4, Sec. 9), and Reuben Wells at Five Corners (NW 1/4, Sec. 22).

The earliest land sales noted (after the official opening at Green Bay in late 1835) were those of Ann Gurnsey Noyes, Eliphalet Cramer, George B. Warren and Jonathan Spencer in March 1839. They purchased land patents to acreage, which was primarily located along the banks of Cedar Creek, in particular where the prospects for establishing water-powered mills appeared the most advantageous.

Historic Features: Past and Present

The most recognizable, and perhaps most famous, feature of the Town is that of the Covered Bridge. This structure is the last remaining original covered wooden bridge in the state of Wisconsin. In 1850, Michael Hickey was paid $38.00 to build a bridge near his residence. This simple structure eventually was severely damaged in the spring flooding of 1876. Residents then petitioned the Town for a new bridge citing, "they said bridge is a comfort for all the Citizens in the north part of the Town, not only for local communication." (Copy of Original "Petition of Citizens and Taxpayers of Town of Cedarburg", dated 18 May 1876.)

The style of the structure is known as Town lattice. The planking and timber were obtained from a mill located near Baraboo, Wisconsin, which cut and squared all lumber. White pine was the specie of choice for the 120-foot single span. (The lumber was transported over 75 miles.) The original builder added board and batten siding which seems to have helped the bridge withstand the harsh winters of the northern climate. Being 'covered', it provided protection from inclement weather while traveling and helped to stave off deterioration of the decking.

A center support was added in 1927 with the advent of increased vehicular traffic and heavier loads. The bridge came under the jurisdiction of the County Highway Department in the 1940's and was officially retired from service in 1962. The Port Washington chapter of the D.A.R. officially recognized the historic nature of the bridge with a plaque in 1955, which is located over the south entrance.

Deckers Corners

This Town of Cedarburg community is said to have been named after a German by the name of Carl Ludwig Deecke (1814-1864) and is located at the present-day intersections of Pleasant Valley, Granville Roads and Highway NN. These roads form a type of six-way intersection with the old fieldstone tavern building (restored in the 1990's) forming the centerpiece of the settlement.

In addition to the tavern, the area originally contained a blacksmith shop, wagon shop, cheese factory, sawmill, district school number 6, and a lime kiln (Plat Book of Washington & Ozaukee Counties Minneapolis, MN: C.M. Foote & Company, 1892). The school, wagon shop, stone tavern (now Weir Financial), and cheese factory buildings remain.

Five Corners

This area is located at the present-day intersections of State Trunk Highways 60 and 181, County Trunk Highway NN and Covered Bridge Road. Travelers heading north from the City of Cedarburg to this community would have had to traverse a large, swampy, low-lying area from which they would have viewed in the distance Rinn's Tavern, the creamery, and the Patrick Halpin homestead all seated on a small hill. The crossroads also was home to a blacksmith shop and a cider press.

Today, the only commercial structure which remains virtually unchanged is Rinn's Tavern (now Wayne's Drive-In). The dance hall (now Toast), originally built as a separate structure, was incorporated into the present structure (the roof line is still visible). The creamery building still remains (7676 Highway 60); however, it has been altered beyond recognition. The Halpin home, which was on Covered Bridge Road just north of the tavern, was moved to the Ozaukee County Pioneer Village in the Town of Saukville in the early 1970's. The accompanying barn was demolished. Another home located on the northeast corner of Highway 60 and Covered Bridge Road was demolished to accommodate the present Kohl's Flooring building and parking lot. The Diedrich Wittenberg (1267 Highway NN) and Michael Sullivan (1167 Highway NN) homes were also demolished, but the Fred Beckmann (1214 Highway NN) home still remains. Developments in this area over the last 20 years include St. Francis Borgia Catholic Church and School, Cedar Creek Motorsports, Eernisse Funeral Home, and the Cedarburg Fire Station #2.

It has been said that this area has also been called 'Kennedy's Corners,' though documentation of this has not been found.

Hamilton

The name of this small community was originally known as New Dublin by the mostly Irish population which settled near this area. According to the United States Post Office, New Dublin was the fifth stop north of Milwaukee on the Green Bay trail mail run ("Parental Stories of Pioneer Times", Dr. Bernard J. Cigrand; Port Washington Star (Port Washington, WI), 30 December 1916).

In the spring of 1848, this settlement became known as Hamilton. It has been said the name is in honor of William Stevens Hamilton (1797-1850), son of Alexander Hamilton (1757-1804), who was known to have come to Wisconsin in 1827 to engage in mining and smelting in the southeast area of the state. He attended the U. S. Military Academy in West Point; however, he left before graduating to become a surveyor. He was known to have driven cattle to Fort Howard through the Hamilton area in the late 1820's following the Green Bay Trail.

Joseph Gardiner (also known in early sources as "Miserly Joe"), an early surveyor for the Green Bay Trail, is said to have lived in a shack just off the trail. As to how long Gardiner resided in Hamilton, not much is known.

One of the earliest permanent residents to settle in Hamilton was Edward H. [Eduard] Janssen (1815-1877). He emigrated from Germany and arrived in Ozaukee County in 1840. He initially settled on 40 acres in section 23 in Mequon. He sold the property to Adolph Zimmermann in about 1855.

He purchased acreage in Hamilton and set about to establish a grist mill on the banks of Cedar Creek located on the Green Bay Trail in 1854 with his brother, Theodore, and William Gaitzsch. The trio named the new structure the Hamilton Grist Mill. It was located on the site of a former sawmill which was operating as early 1847.

After Edward's brother and his partner, Gaitzsch, both died, he was left with sole ownership of the mill. In about 1861, Janssen sold the mill to Andreas Bodendoerfer (1828-1908) and it became known as the Concordia Mill. Bodendoerfer built a large home in which to house his 19 children and the workers who were employed in his mill. The "Big House", as it was known, although built of stone, was unfortunately destroyed by fire in the late 1800's.

Janssen built a lovely stone home for himself in about 1854 and also Turn Halle in about 1867 for use by members of the Cedarburg Turn Verein. Both structures still stand with Turn Halle currently occupied by Thrivent Financial.

Another charming reminder of bygone days is the Apothecary Shop located on the Trail just north of Pioneer Road (Highway C). It is said to have been built sometime between 1860 and 1864, and functioned as a general store for its residents. When its owner, Herman Lindner (1843-1911), passed away, it slowly deteriorated from neglect. The structure has been restored as a single-family residence.

Horns Corners

Frederick W. Horn (1815-1893), known as the 'Sage of Cedarburg,' is said to have settled at the present-day intersection of Highway NN and Horns Corners Road for a short time. The corner took its name from this gentleman in about 1857. However, it was referred to as Pleasant Valley in 1864 for about one year.

A post office was in operation from about 1857 until about 1910. This was located in a tavern and store operated by Herman Schellenberg (1842-1922), a Sachsen-born immigrant who came to the U.S. in 1855. In 1872, after

having operated a farm in the Town of Trenton, he opened his general store and saloon, which he ran until his death. Schellenberg Park was the place to be on many an occasion as he hosted local balls including masquerades, Sylvester Eve, and many picnics.

The Schellenberg building (home/general store) was demolished in the late 1970's. The bar/restaurant (The Hub) presently located at the intersection is the third to occupy the site as a tavern. The second tavern/dance hall is a quonset-shaped structure, located just north of the third one, and was currently renovated (Obituary of Herman Schellenberg, Port Washington Pilot, 13 April 1922).

A German Lutheran church may have been located for a short period of time approximately within 500 feet southeast of the intersection. Local residents tell of possible pauper graves near 1778 Highway NN. The home on the southwest corner was operating a funeral home at one time. There was also a blacksmith shop and hotel at this intersection.

Kaehlers Mill

At the intersection of present day Covered Bridge and Kaehlers Mill Roads in the town was the local crossroad community of Kaehlers Mill. According to Uhlig family history, the Carl Uhlig family emigrated from Saxony, Germany in about 1847. The family had been millers in their native town. Upon reaching the port of New York, Carl passed away in Buffalo, NY. His widow and five children left, settling on 80 acres in the Town of Cedarburg, which encompassed almost one quarter mile of Cedar Creek.

Uhlig family history is unclear whether son, Carl F., actually built a grist mill which was destroyed by fire, or if he went bankrupt before the completion of it (Personal correspondence dated 8 July 1998 from Ralph D. Harrity, West Caldwell, NJ - Uhlig descendant). His occupation is listed as "farmer" in the 1850 Federal U.S. census and there were no "millers" to be found in the immediate area. However, according to Town Minutes, he did build a mill, possibly met with a setback and decided selling out was the more prudent option (United States Federal census 1850 Washington county, Wisconsin, Town of Cedarburg).

Johanna Sophia Uhlig (Carl Sr.'s widow) sold the west 1/2 of the northwest 1/4 of Section 10 to J. H. Kaehler for $4,000 on 14 October 1851. The family is then said to have moved to Nebraska.

In April 1858, he married Adelaide Blake (1841-1935), the daughter of his employer, Barnum Blake. An ambitious man at an early age, Peter Kaehler aspired to become a merchant in Port Washington after establishing a store there in 1859. It is said that he petitioned the legislature for permission to become a merchant before the legal age of 21 (Cedarburg News Cedarburg, WI, 24 December 1902). By 1860, he had established a profitable thriving merchant business in downtown Port Washington, employing two clerks. One was his brother, William, and the other was a young Luxembourger.

During the late 1850's and into the 1860's, at least one grist miller and one saw miller tried to establish business in the settlement area. By 1860, Charles Müller was working in the grist mill, while Anton Boehm, a Bohemian immigrant, was running a sawmill. It is not currently known when Kaehler took over ownership of both mills.

Probably upon the death of his mother, Sophia, Peter moved his young family to his father's Town of Cedarburg property. At some point, Peter acquired one-third of an acre from the Krohn family on Cedar Creek. This is the land which is believed to have been the site of the grist mill.

After the move, Kaehler became active in local politics and civic enterprises. He was on the executive committee for the Ozaukee County Agricultural Society which was responsible for operating the annual county fair. He provided services for the Town and lumber for many local building projects.

At some point it is said that he established a general store on the corner of present-day intersection of Kaehlers Mill and Covered Bridge Roads since he had previously operated such a business in Port Washington. The store may also have functioned as a post office for local residents to send and receive mail. Several mill cottages are said to have been located near the intersection as well.

The mills fell into disrepair after the Kaehler family moved to Chicago in the late 1880's following a very lengthy and nasty court battle over property taxes. He established a grain, feed, and flour business and left his wife a sizable estate when he passed away in 1902.

The last traces of the mills disappeared in 1903 when the lumber and metal were salvaged and sold off (Cedarburg News, Cedarburg, WI, 2 December 1903). The only building remaining from this settlement is the store, which has been converted to a single-family residence.

Native American Influences

There were several Native American activity areas in the Town of Cedarburg. The one which was probably the largest and oldest in the area was located in the former "Hilgen Spring Park."

At one time it contained at least three burial mounds which were dated to the Early Woodland Time Period (460 B.C.) (Van Langen, Howard & Thomas F. Kehoe, Hilgen Spring Park Mound Group, The Wisconsin Archeologist, March 1971, Vol. 52, No. 1, (Milwaukee, WI: The Wisconsin Archeology Society, 1971), p. 18). Unfortunately, these have since been destroyed by new development.

One other area within the present township limits is located near Granville and Cedar Creek Roads and has been identified as a campsite. Several artifacts were found and catalogued in the early 1960's (Daalmann, Elmer C., A Campsite in Cedarburg Township, Ozaukee County, The Wisconsin Archeologist, December 1964, Vol. 45, No. 4, Milwaukee, WI: The Wisconsin Archeology Society, 1964), p. 175-178). This area has seen recent housing development activity.

PAST PLANNING IN THE TOWN

The Town has completed the following plans since 1995:

- Comprehensive Land Use Plan, 1995
- Master Bicycle and Pedestrian Route Plan, 1999
- Five Corners Master Plan, 2006
- Adopted Comprehensive Plan, 2008
- Amended Comprehensive Plan, 2009, 2012
- Comprehensive Park Plan, 2018
- Intergovernmental Agreement to Provide Orderly Growth and Development, 2021

GENERAL DEMOGRAPHIC DATA

Much of the historical demographic data in this chapter and Chapters 3 and 4 are from the U. S. Bureau of the Census. Census data are derived from the Decennial Census and the American Community Survey. The Decennial Census data is collected every ten years when a form is sent to every household, therefore, providing a complete count of all people living in the United States. The American Community Survey data is continuously collected throughout every year annually by randomly selecting sample addresses in every State in the United States and is issued in five-year time periods. The most recent American Community Survey data is from the five-year time period of 2016 to 2020. Data from the Decennial Census are more accurate than data from the American Community Survey, due to sampling-related errors; however, the American Community Survey includes a wider range of topics and in some cases is the only source of information. If available, Decennial Census data were used to prepare this chapter. However, most of the data relating to education, housing, and income are derived from the American Community Survey.

Demographic data, trends, and projections are useful tools in gaining an understanding of the composition and needs of a community. Comparing the Town to nearby places can describe how it relates to the dynamics of surrounding communities. The following data describe the demographic composition of the Town of Cedarburg.

The City-Village Average in the following tables includes the City of Cedarburg, the City of Mequon, and the Village of Grafton. The Town Average includes the Towns of Grafton, Jackson, Saukville, and Trenton.

Population

The Town of Cedarburg has increased in population over the last 50 years, following the same pattern as Ozaukee County as a whole (Table 1). The largest percent change in population for both the Town and the County occurred between 1970 and 1980, with increases of 38.9% and 23.0% respectively. Other cities and villages in Ozaukee County have experienced similar growth over the last five decades.

Among the cities and villages that border the Town, the City of Mequon maintains the highest 2020 population at 25,142, while the Village of Grafton has the lowest with 12,094. The Town of Cedarburg's 2020 population, according to the 2020 Census, is 6,162.

Population Projections

The population estimate for the Town in 2023 (provided by the Wisconsin Department of Administration) was 6,139 (Table 2). Based on the population projection for Ozaukee County provided by SEWRPC, it is assumed that the Town of Cedarburg will grow parallel to the County. Based on this assumption, the projected population for the Town in 2050 is 7,266 people. This is an increase of 1,127 people from 2023 to 2050, or roughly 18%.

Age

In 2020, the majority of the Town of Cedarburg's population lies within the 35 to 54 age range, which is also true for bordering cities, villages, and towns, Ozaukee County, and all of Southeastern Wisconsin (Table 3). The median age in Cedarburg is 45.5, which is slightly higher than the median age for the County and the City-Village average. In 2020, the Town has a modestly lower percentage of people in the 20 to 34 age range in comparison with the County, Southeastern Wisconsin, and surrounding communities.

Race

In 2020, the Town of Cedarburg is approximately 94.8% Non-Hispanic White, with the next highest percentage falling in the "Two or More Races" category at 3.1% (Table 4). This is consistent with bordering towns; however, it does not correlate with the race/ethnicity composition of Southeastern Wisconsin as whole.

Educational Attainment

Of all people age 25 and older in the Town of Cedarburg in 2020, 99.7% received a high school degree or higher (Table 5). Approximately 47.8% of all people 25 and older received a bachelor's degree or higher. This follows the pattern of Ozaukee County and surrounding cities, villages, and towns for higher education. The Town of Cedarburg has retained stronger numbers for higher education than Southeastern Wisconsin as a whole.

Income

The median household income in the Town of Cedarburg was $114,435 in 2020 (Table 6). This number was higher than Ozaukee County as a whole and all bordering cities, villages, and towns except for the City of Mequon, where the median household income was $128,403. Nearly 24% of the residents in Cedarburg had a median household income greater than $200,000; this segment makes up the largest income bracket for the Town.

Employment Status

Among the population age 16 and older in the Town of Cedarburg in 2020, 73.1% are in the civilian labor force (Table 7). Of those individuals, 4.6% are unemployed. This percentage is higher than all other bordering communities. Southeastern Wisconsin has a total unemployment rate of 5.0%.

Occupation

Occupational status considers individuals who are employed in the civilian labor force and are 16 or older. Of these individuals in the Town of Cedarburg in 2020, 47.5% are employed in management, business, science, and arts fields (Table 8). Approximately 23.7% are employed in sales and office professions, and 12.8% work in production, transportation, and material moving occupations. This is fairly comparable to Ozaukee County and surrounding cities and villages. When compared to the Town of Cedarburg, surrounding towns have fewer employed in management and professional fields (37.5%) and more in the production, transportation, and material moving operations (16.3%) and the service occupations (15.5).

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TABLE 1: Population (2020)

	Southeastern Wisconsin		Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	*% Change*	*Total*	*% Change*	***Total***	***% Change***	*Total*	*% Change*	*Total*	*% Change*
1970	1,756,083	-	54,461	-	**3,774**	**-**	9,615	-	2,666	-
1980	1,764,796	0.5%	66,981	23.0%	**5,244**	**38.9%**	11,193	16.4%	3,066	15.0%
1990	1,810,364	2.6%	72,831	8.7%	**5,143**	**-1.9%**	12,770	14.1%	3,139	2.4%
2000	1,931,165	6.7%	82,317	13.0%	**5,550**	**7.9%**	14,756	15.5%	3,423	9.0%
2010	2,019,970	4.6%	86,395	5.0%	**5,760**	**3.8%**	15,334	3.9%	3,685	7.7%
2020	2,046,839	1.3%	91,503	5.9%	**6,162**	**7.0%**	16,452	7.3%	3,819	3.6%

Source: U.S. Census Bureau and SEWRPC

TABLE 2: Population Projections (2023-2050)

	Town of Cedarburg	
	Total	*% Change*
2023	6,139	--
2025	6,367	3.71%
2030	6,603	3.71%
2035	6,808	3.11%
2040	6,971	2.39%
2045	7,110	1.99%
2050	7,266	2.19%

Source: SEWRPC.

TABLE 3: Age (2020)

	Southeastern Wisconsin		Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	*% of Total*	*Total*	*% of Total*	***Total***	***% of Total***	*Total*	*% of Total*	*Total*	*% of Total*
0-9	252,009	12.3%	9,344	10.5%	**688**	**11.4%**	1,598	10.1%	350	9.2%
10-19	270,082	13.2%	12,207	13.7%	**952**	**15.8%**	2,387	15.0%	428	11.2%
20-34	408,984	20.0%	13,961	15.7%	**589**	**9.8%**	2,319	14.6%	513	13.4%
35-54	514,627	25.2%	22,240	24.9%	**1,689**	**28.0%**	3,760	23.7%	1,055	27.6%
55-64	278,469	13.6%	13,772	15.4%	**1,026**	**17.0%**	2,369	14.9%	750	19.6%
65-84	274,307	13.4%	15,368	17.2%	**983**	**16.3%**	2,980	18.7%	644	16.8%
85+	46,295	2.3%	2,287	2.6%	**102**	**1.7%**	476	3.0%	85	2.2%
Median Age	38.4	-	44.0	-	**45.5**	**-**	44.9	-	48.4	-

Source: U.S. Census Bureau American Community Survey: 2016-2020 and SEWRPC

TABLE 4: Race (2020)

	Southeastern Wisconsin		Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	*% of Total*	*Total*	*% of Total*	***Total***	***% of Total***	*Total*	*% of Total*	*Total*	*% of Total*
Not Hispanic White	1,389,698	68.0%	81,109	91.0%	**5,716**	**94.8%**	14,291	90.0%	3,617	94.6%
Black or African American	289,099	14.1%	1,258	1.4%	**0**	**0.0%**	274	1.7%	21	0.5%
American Indian/Alaska Native	6,653	0.3%	162	0.2%	**5**	**0.1%**	10	0.1%	14	0.4%
Asian	66,577	3.3%	1,884	2.1%	**80**	**1.4%**	414	2.6%	39	1.0%
Native Hawaiian/Other Pacific Islander	643	0.0%	48	0.1%	**21**	**0.3%**	2	0.0%	0	0.0%
Some Other Race Alone	7,120	0.3%	44	0.0%	**0**	**0.0%**	5	0.0%	0	0.0%
Two or More Races	50,598	2.5%	1,892	2.1%	**188**	**3.1%**	339	2.1%	68	1.8%
Hispanic	234,385	11.5%	2,782	3.1%	**19**	**0.3%**	554	3.5%	66	1.7%

Source: U.S. Census Bureau American Community Survey: 2016-2020 and SEWRPC.

TABLE 5: Educational Attainment (2020)

	Southeastern Wisconsin		Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	*% of Total*	*Total*	*% of Total*	***Total***	***% of Total***	*Total*	*% of Total*	*Total*	*% of Total*
Population 25 Years and Over	1,390,697	100.0%	62,248	100.0%	**4,124**	**100.0%**	10,954	100.0%	2,829	100.0%
Less Than 9th Grade	40,496	2.9%	711	1.1%	**14**	**0.3%**	77	0.7%	33	1.2%
Some High School (No Diploma)	77,021	5.5%	1,274	2.0%	**0**	**0.0%**	183	1.7%	96	3.3%
High School Graduate	383,034	27.6%	12,983	20.9%	**830**	**20.1%**	1,522	13.9%	774	27.4%
Some College or Associate's Degree	415,923	29.9%	16,380	26.3%	**1,311**	**31.8%**	2,539	23.2%	917	32.4%
Bachelor or Graduate Degree	474,223	34.1%	30,900	49.7%	**1,969**	**47.8%**	6,633	60.5%	1,009	35.7%
High School Graduate or Higher	1,273,180	91.5%	60,263	96.8%	**4,110**	**99.7%**	10,694	97.6%	2,700	95.4%

Source: U.S. Census Bureau American Community Survey: 2016-2020 and SEWRPC

TABLE 6: Income (2020)

	Southeastern Wisconsin		Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	*% of Total*	*Total*	*% of Total*	***Total***	***% of Total***	*Total*	*% of Total*	*Total*	*% of Total*
Households	818,093	100.0%	36,166	100.0%	**2,198**	**100.0%**	6,360	100.0%	1,542	100.0%
Less Than $10,000	45,356	5.6%	1,067	2.9%	**53**	**2.4%**	210	3.3%	13	0.8%
$10,000 to $34,999	178,409	21.8%	5,625	15.6%	**231**	**10.5%**	973	15.3%	133	8.6%
$35,000 to $49,999	99,897	12.2%	3,857	10.7%	**124**	**5.6%**	661	10.4%	149	9.7%
$50,000 to $74,999	143,403	17.5%	5,456	15.1%	**258**	**11.7%**	751	11.8%	281	18.2%
$75,000 to $99,999	108,114	13.2%	5,093	14.1%	**326**	**14.8%**	739	11.6%	280	18.2%
$100,000 to $149,999	131,716	16.1%	6,490	17.9%	**401**	**18.3%**	1,152	18.1%	391	25.4%
$150,000 to $199,999	58,084	7.1%	3,759	10.4%	**289**	**13.2%**	762	12.0%	160	10.4%
$200,000+	53,114	6.5%	4,819	13.3%	**516**	**23.5%**	1,112	17.5%	135	8.7%
Median Household Income	$64,485	-	$84,394	-	**$114,435**	**-**	$94,788	-	$92,351	-

Source: U.S. Census Bureau American Community Survey: 2016-2020 and SEWRPC

TABLE 7: Employment Status (2020)

	Southeastern Wisconsin		Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	*% of Total*	*Total*	*% of Total*	***Total***	***% of Total***	*Total*	*% of Total*	*Total*	*% of Total*
Population 16 Years and Over	1,622,298	100.0%	71,667	100.0%	**4,656**	**100.0%**	12,814	100.0%	3,190	100.0%
In Labor Force	1,079,050	66.5%	48,482	67.7%	**3,403**	**73.1%**	8,358	65.2%	2,307	72.3%
Civilian Labor Force (Employed)	1,025,548	63.2%	47,039	65.6%	**3,247**	**69.7%**	8,110	63.3%	2,253	70.6%
Civilian Labor Force (Unemployed)	53,502	3.3%	1,443	2.0%	**156**	**3.4%**	248	1.9%	54	1.7%
% of Civilian Labor Force (Unemployed)	-	5.0%	-	3.0%	**-**	**4.6%**	-	3.0%	-	2.3%
Armed Forces	1,019	0.1%	19	0.0%	**0**	**0.0%**	0	0.1%	0	0.0%
Not in Labor Force	542,229	33.4%	23,166	32.3%	**1,253**	**26.9%**	4,456	34.8%	883	27.7%

Source: U.S. Census Bureau American Community Survey: 2016-2020 and SEWRPC

TABLE 8: Occupation (2020)

	Southeastern Wisconsin		Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	*% of Total*	*Total*	*% of Total*	***Total***	***% of Total***	*Total*	*% of Total*	*Total*	*% of Total*
Employed Civilian Population Age 16+	1,025,548	100.0%	47,039	100.0%	**3,247**	**100.0%**	8,110	100.0%	2,253	100.0%
Management, Business, Science, & Arts Occupations	391,079	38.1%	22,815	48.5%	**1,544**	**47.5%**	4,580	56.5%	845	37.5%
Service Occupations	177,200	17.3%	6,243	13.3%	**318**	**9.8%**	892	11.0%	349	15.5%
Sales and Office Occupation	222,862	21.7%	9,672	20.6%	**769**	**23.7%**	1,653	20.4%	481	21.3%
Natural Resources, Construction, & Maintenance Occupations	70,604	6.9%	2,750	5.8%	**201**	**6.2%**	303	3.7%	212	9.4%
Production, Transportation, & Material Moving Occupations	163,803	16.0%	5,559	11.8%	**415**	**12.8%**	682	8.4%	366	16.3%

Source: U.S. Census Bureau American Community Survey: 2016-2020 and SEWRPC

ISSUES AND OPPORTUNITIES

The Town of Cedarburg plans to address the following issues and opportunities as discussed and documented by Town staff, at Plan Commission meetings, at public open house meetings, and through public written comments during the comprehensive planning process. The following issues and opportunities are addressed at some context throughout the remaining eight elements of this comprehensive plan document.

HOUSING

- Monitor and develop standards for the construction of manufactured housing or modular homes;
- Ensure the use of quality materials on new residential developments throughout the Town;
- Implement flexibility in density adjacent to the City of Cedarburg and Village of Grafton to create a density transition between both the City and Village and the Town;
- Help preserve farmland and to help establish or maintain green corridors and open spaces;
- Encourage preserving older stone farmhouses and barns where possible;
- Consider a variety of housing options besides single-family residential (including townhouse, duplex, etc.) within the planned Town Center provided that the architectural quality is high and consider other areas appropriate for multifamily housing;
- Consider a variety of accessory structures (internal, attached, or detached) for family residential purposes (parent flats, attached suites, detached cottages, garage apartments, basement suites, etc.) that add housing options within the Town, but carefully regulate in appropriate areas;
- Enhance the aesthetics of residential development with adequate green space;
- Evaluate open space ratios for new residential development;
- Encourage a balance of housing types for a variety of incomes and household types.

TRANSPORTATION

- Monitor and manage traffic at the Five Corners intersection. Consider the impacts of future development on the configuration of the Five Corners intersection through a traffic study;
- Monitor and evaluate the locations of existing and future curb cuts to minimize undesirable traffic movements at the Five Corners intersection through a traffic study;
- Consider roundabout and mini-roundabout options as alternatives to traffic signals through a traffic study;
- Provide adequate pedestrian and bicycle circulation throughout the Town with a focus on connectivity between systems, following the completion of a study;
- Consider the need for future public transportation or transit options beyond private automobiles (e.g. the Five Corners area);

- Provide sidewalks or pedestrian paths in residential areas, as deemed appropriate by the Plan Commission and Town Board when they connect to existing pedestrian networks, those located in private developments would be privately maintained;
- Consider designating "scenic roads" where appropriate in the Town (e.g. Covered Bridge Road);
- Monitor and maintain aging infrastructure in the Town through an annually evaluated Capital Improvement Plan.

UTILITIES AND COMMUNITY FACILITIES

- Consider updating the utility system needs for the Five Corners Area following the outcome of a utility study;
- Consider Department of Public Works/Town Hall facilities study and utilization of Town-owned property;
- Ensure adequate size and functionality for Town facilities as growth occurs in the future.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

- Protect the unique rural character and identity of the Town including farmland, flora, significant cultural features, natural areas, and primary environmental corridors;
- Protect agricultural land from premature development (i.e. when there is a surplus of housing or developer interest);
- Achieve a balance between residential development and maintaining the rural character and identity of the Town;
- Promote unique agricultural uses (i.e. forestry, tree farms, vegetable farms, equestrian facilities, etc.) that are compatible with adjacent land uses;
- Protect and wisely utilize the Town's natural resources, including but not limited to: wetlands, wildlife, lakes, woodlands, open space, parks, and ground water resources;
- Create strategies to preserve and provide public access to Cedar Creek as a significant Town resource;
- Promote strategies to help preserve agricultural land where feasible.

ECONOMIC DEVELOPMENT

- Maintain and promote a diversified tax base;
- Strengthen business development in the Five Corners area and all business districts, making these locations an attractive place to locate businesses and an asset to the community in terms of tax base, job creation, visual appearance and services provided.

INTERGOVERNMENTAL COOPERATION

- Develop agreements with neighboring communities regarding development patterns, land use, transportation, municipal boundaries, shared services, and infrastructure systems.

- Locate development in appropriate locations at appropriate densities;
- Enhance compatibility with neighboring uses;

MISSION STATEMENT

Based on discussions regarding planning issues in the initial phases of this planning process, the following statement has been created to guide the development of this plan:

Create a collective "vision" that preserves the landscape's natural features and open space, enhances the rural and historic identity of the Town, and allows for high-quality public and private investment to realize a unique Town Center that combines a variety of uses for the community, while guiding new development in a manner that favors the long-term identity of the Town.

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HOUSING

Section 66.1001 (2)(b) of the *Wisconsin Statutes* requires the Housing Element to assess the age, structural condition, value, and occupancy characteristics of the existing housing stock in the community. In addition, specific policies and programs must be identified that:

- Provide a range of housing choices that meet the needs of people of all income levels and age groups and people with special needs.
- Maintain or rehabilitate existing housing stock.

Furthermore, Section 16.965 of the *Wisconsin Statutes* sets forth goals related to the Housing Element that must be addressed as part of the planning process. They are:

- Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Provide an adequate supply of affordable housing for individuals of all income levels.
- Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

The intent of this chapter is to address these issues and requirements set forth by the *Wisconsin Statutes*. Data presented in this chapter were collected for the U.S. Census Bureau's American Community Survey between 2016 and 2020 and are referred to as 2020 in the text and tables.

HOUSING OCCUPANCY AND TENURE CHARACTERISTICS (Table 1)

In 2020, the Town of Cedarburg had 2,198 housing units. All of the housing units within the Town were occupied. Furthermore, 97.0% were owner-occupied and 3.0% were renter-occupied. The average household size in the Town was 2.74 people per household.

In comparison, Ozaukee County had 37,723 housing units in 2020. Of those housing units, 95.9% were occupied units and 4.1% were vacant units. Furthermore, 72.2% were owner-occupied and 23.7% were renter-occupied. The average household size in Ozaukee County was 2.41 people per household.

The percentage of owner-occupied housing units in the Town (97.0%) was higher than the City-Village average (72.9%), the Town average (85.9%), and the County overall (72.2%). The Town of Cedarburg average household size (2.74) was also higher than these areas.

HOUSING COMPOSITION (Table 2)

Of the total housing units in the Town, 98.5% are single-family units and 1.5% are multifamily units.

Approximately 77.2% of the housing units in the County are single-family units, 4.0% are two-family units, 18.5% are multifamily units, and 0.3% are mobile home or other.

Surrounding communities had fairly different housing compositions in 2020 compared to the Town of Cedarburg. The most notable difference between the Town and surrounding areas is the percentage of multifamily units. Ozaukee County had 18.5%, the City-Village average was 19.0%, and the Town average was 2.7% (compared to the Town's 1.5%).

HOUSING AGE (Table 3)

In the Town of Cedarburg, 12.0% of the housing stock was built before 1940. Approximately 46.2% of the housing stock was built between 1940 to 1979, and 41.8% was built between 1980 and 2020.

In comparison, 11.9% of Ozaukee County's housing stock was built before 1940. Approximately 43.9% of the housing stock was built between 1940 to 1979, and 44.2% was built between 1980 and 2020.

The largest amount of the Town's housing stock was constructed between 1960 and 1979 (35.0%). In comparison, the percentage of housing stock built in Ozaukee County was very similar for all categories from before 1940 through 2009 with a range of percentage from 10.8% to 17.4%. The Town average was consistent with the County with a range of percentage from 9.7% to 15.8% for all categories. The largest amount of the City-Village average housing stock was built between 1970 and 1999 with 49.1%.

HOUSING VALUE (Table 4 and Table 5)

The median value of an owner-occupied household in the Town of Cedarburg in 2010 was $302,100. In 2020, the median value of an owner-occupied household was $360,900. This is a 19.5% change in median value from 2010 to 2020. The Town completed a market revaluation in 2023, and the median value of an owner-occupied household was $549,700, an increase of 52% from 2020.

Ozaukee County's median value of an owner-occupied household in 2010 was $255,600. In 2020, the median value of an owner-occupied household was $292,200. This is a 14.3% change in median value from 2010 to 2020.

The Town's median value of an owner-occupied household in 2020 was higher than the County, the City-Village average, and the Town average.

HOUSING CHANGE IN VALUE, RENT AND INCOME (Table 4 and Table 5)

Housing values in the Town of Cedarburg are more heavily weighted toward higher-end units, with 70.7% of its owner-occupied housing stock having a value of $300,000 or greater (including 28.1% having a value of $500,000 or greater). This contrasts with Ozaukee County as a whole, which has its highest percentage of owner-occupied units (59.6%) in the $200,000 to $499,999 range.

Between 2010 and 2020, the value of an owner-occupied housing unit in the Town of Cedarburg increased by 19.5%, rent increased by 75.0%, while income increased by 21.5%. The increases are somewhat similar to those identified for Ozaukee County and surrounding communities, except for rent, where the increase for Ozaukee County and surrounding communities ranged from about 20% to 24%.

These increases do not account for inflation; therefore, percentages should be considered accordingly.

HOUSING AFFORDABILITY (Table 6)

The U.S. Department of Housing and Urban Development defines housing affordability as households, "paying no more than 30 percent of their income for housing." Households that pay more than 30 percent of their monthly income for housing are considered to have a high-cost burden.

The percentage of households (owner-occupied with a mortgage) in the Town of Cedarburg that spent greater than 30% of their income on housing in 2010 was 34.4%. This number decreased to 22.2% in 2020. This results in a 39% decrease in the number of owner-occupied households with a mortgage experiencing high-cost burden from 2010 to 2020. The percent decrease within the Town is greater than the percent decrease identified in Ozaukee County (28.9%) and the City-Village average (22.8%) during this period. It is not, however, higher than the Town average, which was 47.2%.

Even though the number of households in the Town spending greater than 30% of their income on housing decreased to 299 in 2020 from 490 in 2010, to accommodate those households spending greater than 30% of their income on housing, the Town may continue to consider providing rehabilitated or new housing units to accommodate various income levels in the community.

HOUSING CONDITIONS

The condition of individual household units should be examined to gain a more precise understanding of the number of existing household units that need to be removed from the existing housing stock. Generally, this helps to provide an accurate projection of the number of new household units that will be needed to serve the projected population of the Town through 2050.

As part of the original Ozaukee County planning process, each community's assessor and/or private assessor assigned each household unit within their jurisdiction a condition score. The scores range from excellent to unusable on a six-point scale and measure the present physical condition of each household unit.

- Excellent / Very Good / or Good - indicates the household exhibits above average maintenance and upkeep in relation to its age.
- Average or Fair - indicates the household shows minor signs of deterioration caused by normal wear and an ordinary standard of upkeep and maintenance in relation to its age.
- Poor / Very Poor - indicates the household shows signs of deferred maintenance and exhibits a below average standard of maintenance and upkeep in relation to its age.
- Unusable - indicates the household is unfit for use and should be removed from the existing housing stock.

The housing conditions for the Town of Cedarburg were supplied to SEWRPC by Grota Appraisals. In 2022, 2,293 households were appraised in the Town. Of those households, 0.2% were rated as unusable/poor/very poor in condition, 79.9% were rated as average, 1.0% were rated fair, 13.3% were rated good, and 5.6% were rated very good/excellent. The overall analysis of housing conditions within the Town indicates that the current housing stock is strong and is expected to be abundant and stable through the design year of this plan (2050).

HOUSING FOR THE ELDERLY

Age distribution in Ozaukee County has important implications for planning and the formation of housing policies.

In 2020, the County population was 91,503 residents. As shown on Table 3 in Chapter 1, children less than 10 years of age made up 10.5% of the County population, while children between the ages of 10 and 19 years of age made up 13.7% of the County population. Adults ages 20 to 64 years of age were 56% of the County population. People age 65 and older made up 19.8% of the County population. In comparison, the breakdown of age group percentages in the Town in 2020 is as follows: children less than 10 years of age made up 11%; children between the ages of 10 and 19 years of age made up 16%; adults ages 20 to 64 years of age made up 55%; and people age 65 and older made up 18%. It should be noted that the projected (2050) population breakdown by age group is only available at the County level.

When forming housing policies, it is important to consider not only the current age composition, but what the age composition may be in 2050. Based on the available data, the number of people age 65 and older are projected to increase at the County level to 24.0% by 2050.

There will likely be a demand for a higher percentage of specialized housing units for the elderly due to the projected population increase in the 65 years of age and older group. In addition, there may be a demand for units that are affordable for elderly households with a large range of income levels if current income levels remain constant through 2050.

As the population of the County ages, several types of senior housing with varying levels of care for a range of incomes may need to be provided. These levels may include independent senior communities that offer private, separate residences designed for independent seniors, with no medical services provided; or assisted living communities, which offer help with non-medical activities, such as meals, housekeeping, and transportation, while maintaining separate living quarters or housing units. Skilled nursing facilities (commonly referred to as nursing homes) provide 24-hour nursing care, including care for chronically-ill patients who can no longer live independently.

The Town of Cedarburg passed an ordinance in 2007 that allows the construction of a second single-family dwelling unit to be occupied by the family of the owner of the primary dwelling unit. Because of the increase in costs associated with elderly care and housing, residents of the Town expressed a need and desire to keep elderly family members (parents or in-laws) who may require additional care within proximity. In an effort to accommodate these residents and the potential growth needs identified by the County, the Town enacted Ordinance No. 2007-3 to promote and preserve housing choices for the elderly in single-family residential or quasi residential zoning districts.

HOUSING DEMANDS (Table 7 and Table 8)

Population projections form the basis for determining the amount of land to be planned for residential use. In conjunction with household size, it is possible to project the number of household units that would be demanded in 5-year increments.

By 2050, an additional 546 housing units can be expected in the Town of Cedarburg. This, however, is only a forecast based on current demographic data. Population projections and household size should be continually monitored and updated at least every five years.

An alternative method to predict the demand for housing units is to examine past building permit trends for new housing units. Between 2000 and 2022 (as of November 2022) an average of 14.22 permits (Table 8) for new housing units were issued per year. If the Town continued this trend, 398 additional housing units might be built by 2050.

It is fair to assume that the number of new household units in the Town of Cedarburg could range between 398 and 546 based on the continuation of current trends and future market demands. The projection of 398 new household units is based on 28 years of growth (2022 to 2050), while the projection of 546 new household units is based on 40 years of growth (2010 to 2050). Both projections indicate an average of about 14 household units per year.

HOUSING PROGRAMS AVAILABLE IN OZAUKEE COUNTY

Government sponsored housing programs have been inventoried to assess the Government's potential to help the private sector meet housing needs in Ozaukee County. The array of government sponsored programs and funding availability is continually changing, therefore, this section focuses on those programs that have the potential for increasing the availability of lower-cost housing and rehabilitation in Ozaukee County. Many of the programs available in the County are administered through local and statewide nonprofit organizations that receive funding from the Federal Government. Several entities are involved in administering and funding the following programs, including:

HOME Consortium

- Down Payment Assistance (DPA) Loan
- Homeowner Rehabilitation Loan Programs

Wisconsin Housing and Economic Development Authority (WHEDA)

- Low-Income Housing Tax Credit Program (LIHTC)
- WHEDA Advantage Loan Program
- Down Payment Assistance Program

U.S. Department of Housing and Urban Development (HUD)

- Wisconsin Community Development Block Grant (CDBG) Program
- Section 8 Housing Choice Voucher Program
- Section 8 Project-Based Assistance
- Section 202 Supportive Housing for the Elderly Program
- Section 811 Supportive Housing for Persons with Disabilities
- HOME Investment Partnerships Program

The Federal Housing Administration (FHA)

- Property Improvement Loan Insurance (Title I)
- FHA Mortgage Insurance
- Rehabilitation Mortgage Insurance - Section 203(k)

Department of Veterans Affairs

- Home Loan Program

Wisconsin Department of Agriculture (USDA) Rural Development

- Section 523/524 Rural Housing Site Loans
- Section 515 Rural Rental Housing Loans
- Section 521 Rural Rental Assistance Payments
- Section 502 Single-Family Housing Direct Loans

- Section 502 Single-Family Housing Guaranteed Loans
- Section 502 Mutual Self-Help Housing Loans
- Sections 514/516 Farm Labor Housing Loans and Grants
- Section 538 Rural Rental Housing Guaranteed Loans

Wisconsin Department of Administration (WDOA) – Division of Energy, Housing and Community Resources (DEHCR)

- DEHCR HOME Investment Partnerships Program (funded by HUD)
- Housing Cost Reduction Program Initiative (HCRI) Homebuyer Program
- Wisconsin Emergency Rental Assistance Program (WERA)

Wisconsin Historical Society

- Historic Home Owner's Tax Credit

HOUSING:

GOALS, OBJECTIVES, AND POLICIES

GOAL #1

Maintain and enhance a balance of housing types and cost levels for all income levels and age groups.

OBJECTIVE

Consider a diversification of housing types in the Town, including various housing options for elderly or aging residents. Target the diversity of housing types within the Five Corners District.

POLICIES

Consider (based on market demands) the construction of duplexes, town homes, and condominiums, within the Five Corners District, as zoning allows.

Consider affordable housing options within the Five Corners District contingent upon complying with Town zoning regulations and design standards.

GOAL #2

Enhance the aesthetics of future residential developments.

OBJECTIVE

Assure high-quality construction through effective code enforcement administration services.

POLICY

Require inspections and approval, by qualified personnel, for all new residential construction and renovation activities.

GOAL #3

Maintain and enhance the value of the Town's existing housing stock.

OBJECTIVE

Promote effective code enforcement.

POLICY

Inform residents about housing programs that can assist in the upkeep and remodeling of the existing housing stock.

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10/17/24; 08/22/24; 08/06/24; 07/22/24; 06/06/23; 04/27/23; 11/29/2022

TABLE 1: Occupancy and Tenure (2020)

Occupancy and Tenure	Ozaukee County Total	Ozaukee County % of Total	**Town of Cedarburg Total**	**Town of Cedarburg % of Total**	City-Village Average Total	City-Village Average % of Total	Town Average Total	Town Average % of Total
Total Housing Units	37,723	100.0%	**2,198**	**100.0%**	6,683	100.0%	1,564	100.0%
Occupied Units (Total)	36,166	95.9%	**2,198**	**100.0%**	6,359	95.2%	1,542	98.6%
Vacant Units (Total)	1,557	4.1%	**–**	**–**	324	4.8%	22	1.4%
Owner-Occupied (Occupied Units)	27,223	72.2%	**2,131**	**97.0%**	4,867	72.9%	1,343	85.9%
Renter-Occupied (Occupied Units)	8,943	23.7%	**67**	**3.0%**	1,492	22.3%	199	12.7%
Average Household Size	2.41	--	**2.74**	**–**	2.41	--	2.48	--

Source: U.S. Census Bureau

TABLE 2: Units in Structure (2020)

Units in Structure	Ozaukee County Total	Ozaukee County % of Total	**Town of Cedarburg Total**	**Town of Cedarburg % of Total**	City-Village Average Total	City-Village Average % of Total	Town Average Total	Town Average % of Total
Total Housing Units	37,723	100.0%	**2,198**	**100.0%**	6,683	100.0%	1,564	100.0%
Single-Family	29.116	77.2%	**2,164**	**98.5%**	5,195	77.8%	1,490	95.3%
Two-Family	1,527	4.0%	**–**	**–**	215	3.2%	28	1.8%
Multifamily	6,976	18.5%	**34**	**1.5%**	1,271	19.0%	42	2.7%
Mobile Home / Other	104	0.3%	**–**	**–**	2	–[a]	4	0.2%

[a] Less than 0.05 percent.

Source: U.S. Census Bureau & SEWRPC

TABLE 3: Year Structure Built (2020)

Year Structure Built	Ozaukee County Total	Ozaukee County % of Total	**Town of Cedarburg Total**	**Town of Cedarburg % of Total**	City-Village Average Total	City-Village Average % of Total	Town Average Total	Town Average % of Total
Total Housing Units	37,723	100.0%	**2,198**	**100.0%**	6,683	100.0%	1,564	100.0%
2010 to 2020	1,899	5.0%	**83**	**3.8%**	357	5.3%	88	5.6%
2000 to 2009	4,774	12.7%	**268**	**12.2%**	840	12.6%	247	15.8%
1990 to 1999	5,921	15.7%	**417**	**19.0%**	1,216	18.2%	191	12.2%
1980 to 1989	4,094	10.8%	**149**	**6.8%**	902	13.5%	152	9.7%
1970 to 1979	6,581	17.4%	**484**	**22.0%**	1,160	17.4%	245	15.7%
1960 to 1969	4,335	11.5%	**286**	**13.0%**	658	9.8%	189	12.1%
1940 to 1959	5,642	15.0%	**246**	**11.2%**	975	14.6%	209	13.4%
Before 1940	4,477	11.9%	**265**	**12.0%**	575	8.6%	243	15.5%

Source: U.S. Census Bureau & SEWRPC

TABLE 4: Value (2020)

Value	Ozaukee County Total	Ozaukee County % of Total	**Town of Cedarburg Total**	**Town of Cedarburg % of Total**	City-Village Average Total	City-Village Average % of Total	Town Average Total	Town Average % of Total
Owner Occupied Units (2000)	27,223	100.0%	**2,131**	**100.0%**	4,868	100.0%	1,343	100.0%
Less Than $50,000	267	1.0%	**0**	**0.0%**	23	0.5%	16	1.2%
$50,000 to $99,999	372	1.4%	**14**	**0.7%**	56	1.1%	9	0.6%
$100,000 to $149,999	1,396	5.1%	**0**	**0.0%**	139	2.9%	30	2.2%
$150,000 to $199,999	4,320	15.9%	**155**	**7.3%**	584	12.0%	173	12.9%
$200,000 to $299,999	7,871	28.9%	**455**	**21.3%**	1,326	27.2%	432	32.2%
$300,000 to $499,999	8,370	30.7%	**908**	**42.6%**	1,641	33.7%	503	37.5%
$500,000 +	4,627	17.0%	**599**	**28.1%**	1,099	22.6%	180	13.4%
Median Value ($)	292,200		**360,900**		328,400		301,200	

Source: U.S. Census Bureau

TABLE 5: Change in Value, Rent, and Income (2010 and 2020)

Change in Value, Rent and Income	Ozaukee County Total	Ozaukee County % Change	**Town of Cedarburg Total**	**Town of Cedarburg % Change**	City-Village Average Total	City-Village Average % Change	Town Average Total	Town Average % Change
Total Housing Units (2010)	33,856	–	**2,015**	**–**	6,002	–	1,372	–
Median Value (2010)	$255,600	–	**$302,100**	**–**	$294,400	–	$276,000	–
Gross Rent (2010)	$769	–	**$773**	**–**	$820	–	$792	–
Household Income (2010)	$74,996	–	**$94,187**	**–**	$83,346	–	$79,861	–
Total Housing Units (2020)	37,723	11.4%	**2,198**		6,683	11.3%	1,565	
Median Value (2020)	$292,200	14.3%	**$360,900**	**19.5%**	$328,400	11.5%	$301,200	9.1%
Gross Rent (2020)	$951	23.7%	**$1,353**	**75.0%**	$1,003	22.3%	$953	20.3%
Household Income (2020)	$84,394	12.5%	**$114,435**	**21.5%**	$94,788	13.7%	$92,351	15.6%

Source: U.S. Census Bureau

TABLE 6: Mortgage Status and Housing Costs as a Percentage of Household Income (2010 and 2020)

Mortgage Status and Housing Costs as a Percentage of Household Income	Ozaukee County		**Town of Cedarburg**		City-Village Average		Town Average	
	Total	% Change	**Total**	**% Change**	Total	% Change	Total	% Change
Total Housing Units (2010)	33,856	--	**2,015**	--	6,002	--	1,372	--
Total Housing Units (2020)	37,723	11.4%	**2,198**	**9.1%**	6,683	11.3%	1,564	14.0%
Housing Units w/ Mortgage (2010)	18,462	--	**1,426**	--	3,213	--	915	--
<30% of Income on Mortgage (2010)	12,622	--	**926**	--	2,254	--	626	--
>30% of Income on Mortgage (2010)	5,792	--	**490**	--	953	--	288	--
Housing Units w/ Mortgage (2020)	18,067	-2.1%	**1,347**	**-5.5%**	3,168	-1.4%	867	-5.2%
<30% of Income on Mortgage (2020)	13,917	10.3%	**1,048**	**13.2%**	2,422	7.5%	716	14.4%
>30% of Income on Mortgage (2020)	4,120	-28.9%	**299**	**-39.0%**	736	22.8%	152	-47.2%
Housing Units w/o Mortgage (2010)	8,061	--	**559**	--	1,588	--	360	--
<30% of Income on Mortgage (2010)	6,963	--	**498**	--	1,374	--	316	--
>30% of Income on Mortgage (2010)	1,068	--	**51**	--	209	--	44	--
Housing Units w/o Mortgage (2020)	9,156	13.6%	**784**	**40.3%**	1,699	7.0%	476	32.2%
<30% of Income on Mortgage (2020)	7,988	14.7%	**638**	**28.1%**	1,492	8.6%	447	41.5%
>30% of Income on Mortgage (2020)	1,123	5.1%	**110**	**115.7%**	205	-1.9%	25	-43.2%

Note: The data provided in the table does not include those households reporting zero or negative income as part of the housing costs as a percentage of household income, thus the data representing < and >30% of Income on Mortgage in 2010 and 2020 does not total the corresponding data for Housing Units w/ and w/o Mortgage in 2010 and 2020.

Source: U.S. Census Bureau

TABLE 7: Demand (2010-2050)

Housing Demand	Population Projection	Change	Units
2010	5,760	–	--
2015	5,961	201	72
2020	6,162	201	72
2025	6,346	184	66
2030	6,530	184	67
2035	6,714	184	67
2040	6,898	184	67
2045	7,082	184	67
2050	7,266	184	68
Total	--	1,506	546

Source: SEWRPC

TABLE 8: History of Building Permits

Year	Units
2000	43
2001	20
2002	16
2003	11
2004	12
2005	32
2006	15
2007	6
2008	9
2009	4
2010	7
2011	11
2012	17
2013	20
2014	12
2015	11
2016	17
2017	15
2018	13
2019	8
2020	10
2021	11
2022	7
Total	327
Average	14.22

Source: Town of Cedarburg

ECONOMIC DEVELOPMENT

The Town of Cedarburg possesses great potential for new businesses to locate within Ozaukee County. The Town offers a highly skilled and well-educated workforce. Almost 100 (99.7) percent of persons age 25 and older in the Town have received a high school degree or higher (Source: U.S. Census 2020). The Town also has convenient visibility and access to major transportation arterials such as County Trunk Highways C and NN, State Trunk Highway 60, State Trunk Highway 181, and proximity to Interstates 43, 41, and USH 45.

Furthermore, the Town has a relatively high median household income of $114,435 (Source: U.S. Census 2020). Having a high median household income is a major factor in terms of attracting retail and service providing businesses.

BUSINESS STRENGTHS AND WEAKNESSES

In order to identify the types of businesses to attract, retain, or expand, the Town evaluated the perceived strengths and weaknesses of their community and region.

The business strengths are as follows:

- Well-educated workforce
- Rural character
- Numerous economic development support organizations at the County level
- Convenient visibility and access to major transportation arterials
- Strong educational system (4K-12); the majority of the Town is located in the Cedarburg School District, which has consistently ranked as one of the top public school districts in the State
- Planned space for development (B-1, B-2, B-3 Zoning Districts and Five Corners District)
- High quality public services
- Low crime rates
- Close proximity to Milwaukee Metro area
- High quality of life
- Low tax rate

The business weaknesses are as follows:

- High cost of living
- Lack of public transportation
- Difficulty competing with global manufacturing
- High land values
- Lack of public infrastructure/water/sewer

- Workforce commutes outside of Town

Based on the strengths and weaknesses identified, it is the goal of the Town to enhance and increase the economic vitality of the Cedarburg business community.

LABOR FORCE - NUMBER OF JOBS IN OZAUKEE COUNTY

In Ozaukee County, there are about 52,500 jobs. Of those jobs, the Town of Cedarburg provides about 1,950 jobs or 3.7% of the total (Figure 1).

LABOR FORCE - EMPLOYMENT STATUS

Among the population age 16 and older in the Town, 73.1% are in the civilian labor force. Of those individuals, 156 people (3.4%) are unemployed. The unemployment rate for the Town (4.6%) is higher than the surrounding cities, villages, and towns, but is slightly lower than Southeastern Wisconsin's 5.0% unemployment rate.

LABOR FORCE – OCCUPATION

In the Town, 47.5% of the individuals who are in the civilian labor force are employed in management, business, science, and arts fields; 23.7% are employed in sales and office professions; and 12.8% work in production, transportation, and material moving occupations.

In the County, 48.5% of the individuals who are in the civilian labor force are employed in management, business, science, and arts fields; 20.6% are employed in sales and office occupations; and 13.3% work in service occupations.

LABOR FORCE - AVERAGE ANNUAL WAGE

The average annual wage for all industry groups in Ozaukee County for 2020 was $48,961. Financial activity industries produced the highest average annual wage ($70,748) and leisure and hospitality industries ($12,120) produced the lowest average annual wage for 2020.

ECONOMIC PROJECTIONS (TABLE 1)

Future employment levels in the County are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. However, based on a recent study prepared by SEWRPC in 2013 (Technical Report No. 10 (5th Edition) – The Economy of Southeastern Wisconsin) concluded that the regional economy is unlikely to significantly increase or decrease in strength over the projected period from 2010 to 2050.

Based on this study, the total number of jobs in the County is projected to increase by about 16,800 jobs, or by approximately 32%, to 69,300 jobs by 2050. From this study, the number of jobs in the Town could increase by 870 jobs from about 1,950 (2010) to approximately 2,820 (by 2050). These projections indicate that the Town of Cedarburg is projected to account for about 4% of the total number of jobs in Ozaukee County in 2050, which is a similar percentage for the total number of jobs the Town accounts for in 2010.

When comparing Ozaukee County to adjacent Counties in the Region, the percentage of the total number of jobs in the County is expected to be similar to Washington County, about a 30% to 34% increase from 2010 to 2050, while the percentage of the total number of jobs in Milwaukee County is expected to increase around 6% in that same time period.

Most of the job growth in the County is expected to occur in service jobs (jobs in finance, insurance, real estate, and other service industries). Retail and industrial jobs are expected to increase, while only minor changes are expected in the number of transportation, communication, and utility jobs; government jobs; and agricultural and natural-resource jobs.

DESIRED BUSINESSES

The following list of businesses and industries were identified by Ozaukee County in their planning process as particular types of desired new businesses and industries to attract, retain, or expand. The entirety of this list may not pertain to the Town of Cedarburg; however, it is a basis for the Town to identify which businesses it may wish to help attract, retain, or expand, and to establish a collaborative economic relationship with the County. The desired businesses and industries for the County are:

- Biotechnology and Biomedical Technology
- Healthcare
- Information Systems
- Tourism and Eco-Tourism
- Communications Media
- Entrepreneurial Companies and Independent Businesses
- Research and Development Firms
- Residential Development
- Educational Institutions and Support Services
- Retail (i.e. grocery store)
- Financial Services
- Home Occupations (consistent with Town Code)
- Agriculture
- Locally Owned Restaurants and Micro-Breweries
- Indoor and Outdoor Recreation Uses
- Professional Offices

Town residents indicated businesses they desire to see in the Town through the household survey conducted in 2007. Of 13 choices, "sit-down restaurant" was ranked the highest (46.0% of respondents), grocery was ranked second (39.7% of respondents), and clothing was ranked third (16.3% of respondents).

In efforts to attract, retain, or expand these particular types of desired new businesses and industries, the Town should also use the regional standards for number of jobs per acre per use (Table 2). By utilizing these standards, the Town is supporting the County's efforts to meet the 2050 economic job growth projections, as well as efficiently using land resources within the Town.

BUSINESS DISTRICTS

As the Town of Cedarburg continues to attract, retain, and expand businesses and industries, it is recommended that the Town promote the Five Corners and Deckers Corners districts as particularly suitable development locations. In addition, the Town may promote the Columbia, Hamilton, and Horns Corners districts as described in the land use element of this comprehensive plan update.

Five Corners District

As identified in the Five Corners Master Plan (Figure 2), approximately 457 acres have been identified as the Town of Cedarburg's future mixed-use Town Center. This area is located at the intersections of State Trunk Highway (STH) 60, County Trunk Highway (CTH) NN, and Covered Bridge Road.

Within this area, land has been identified for commercial uses, office uses, and residential uses ranging from single-family to condominium building types. The "vision" for the Five Corners district is to attach new businesses and industries that focus on "neighborhood scale necessity retail" establishments. As a result of the 20-year planning boundary with the City of Cedarburg, an update to the Five Corners Master Plan is expected to update the vision for this area to become a true Town Center focusing on recreation, residential, retail, restaurants, and related uses. The updated plan will apply to both greenfield and redevelopment projects as the area transitions to service the growing residential population. Water and sewer utilities may be explored to maximize potential. The borders of the Five Corners Master Plan area may be reconsidered as part of the update.

Deckers Corners District

This area is located at the intersections of Pleasant Valley Road, Granville Road, and County Trunk Highway (CTH) NN. The "vision" for the parcels surrounding this intersection are for "neighborhood businesses" similar to the Five Corners District. Similar policies for attracting, retaining, or expanding businesses and industries in the Five Corners District should be utilized for Deckers Corners as well.

GENERAL ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS

A number of economic development organizations and programs have been created to assist in the establishment, retention, and expansion of area businesses, including the following:

Ozaukee Economic Development

- Business Retention
- Business Attraction and Marketing
- Business Financing and Business Programs
- Promoting Ozaukee County Through Regional Partnerships
- Workforce 2010
- Fast Trac
- First Steps to Entrepreneurship
- Ozaukee Youth Apprenticeship

Waukesha–Ozaukee–Washington (WOW) Workforce Development Board

- H-1B Advanced Manufacturing Training Program
- On-the-Job Training Program
- Workforce Advancement and Attachment Training Program
- Dislocated Worker Program
- Work Keys Program
- Regional Economic Partnership (REP)
- The Milwaukee 7
- Ozaukee County Revolving Loan Fund
- Community Development Block Grant – Economic
- Development (CDBG-ED)
- Technology Zones
- Tax Incremental Financing

ECONOMIC DEVELOPMENT:

GOALS, OBJECTIVES, AND POLICIES

GOAL #1

Develop and retain a diverse tax base.

OBJECTIVES

Promote the marketing of business districts and residential developments with the local Chamber of Commerce.

Encourage the development or expansion of businesses and industries in the Business Districts within the Town.

Encourage home-based businesses within residential areas that have minimal impacts on adjoining uses.

POLICIES

Pursue and assist appropriate business, recreation, and industry prospects to locate in the Town within the business districts.

Support and promote the use of economic development programs to attract, retain, and expand businesses and industries in the Town.

GOAL #2

Ensure well-designed, visually attractive development while preserving the Town's rural character.

OBJECTIVE

Encourage high-quality architecture, site design, public spaces, landscaping and signage for new or expanding businesses consistent with design standards and other planning documents.

POLICIES

Ensure new development is compatible with nearby land uses, architecture, and landscaping.

Continue to review business, commercial, and industrial design standards for new and expanding businesses in the Town.

Encourage the improvement of facades, landscaping, and signage of existing businesses within the Five Corners District.

GOAL #3

Continue to improve the Town's infrastructure.

OBJECTIVE

Encourage the improvement and development of the Town's infrastructure through a potential utility study for water and sewer or consider intergovernmental efforts for the provision of such services.

POLICIES

Pursue and support consulting studies conducted to assist in the improvement and expansion of the Town's infrastructure.

Maintain a 5-year Capital Improvement Plan that allows proper planning and financing of related infrastructure.

GOAL #4

Focus on creating a Town Center in the Five Corners area.

OBJECTIVE

Update the community vision for the Five Corners Master Plan area that results in a regional destination for recreation and related uses.

POLICIES

Update the Five Corners Master Plan while considering how water and/or sewer would affect development patterns.

Potentially update the design standards to reflect the updated vision for the Five Corners Master Plan area and other Town business areas.

Update the Zoning Code to properly guide growth in a manner consistent with the updated Five Corners Master Plan, design standards, and other applicable planning documents and studies.

TABLE 1: Ozaukee County Economic Projections (2010 and 2050)

Industry Group	Existing Number of Jobs (2010)	Projected Number of Jobs (2050)	2010-2050 Number Change in Employment	2010 Percent of Total Employment	2050 Percent of Total Employment
Industrial[1]	12,300	16,153	3,853	23.4%	23.3%
Retail	9,156	11,272	2,116	17.4%	16.3%
General[2]	25,697	36,369	10,672	48.9%	52.5%
Transportation, Communications, and Utilities	715	843	128	1.4%	1.2%
Government	3,966	4,139	173	7.6%	6.0%
Other[3]	666	524	-142	1.3%	0.7%
Total[4]	52,500	69,300	16,800	100.0%	100.0%

[1] Industrial includes construction, manufacturing, and wholesale trade categories.

[2] General includes finance, insurance, and real estate (FIRE), and service categories.

[3] Other includes agricultural, agricultural services, forestry, mining, and unclassified jobs.

[4] Total includes all of Ozaukee County.

Source: U.S. Bureau of Economic Analysis & SEWRPC

TABLE 2: Regional Standards for Number of Jobs Per Acre Per Use

Land Use	Average Number of Jobs per Acre of Land [1]
Commercial - Retail	16.7
Commercial - Service	16.7
Commercial - Office (Low Density)[2]	25.0
Commercial - Office (High Density)[2]	40.0
Industrial - All[3]	8.3

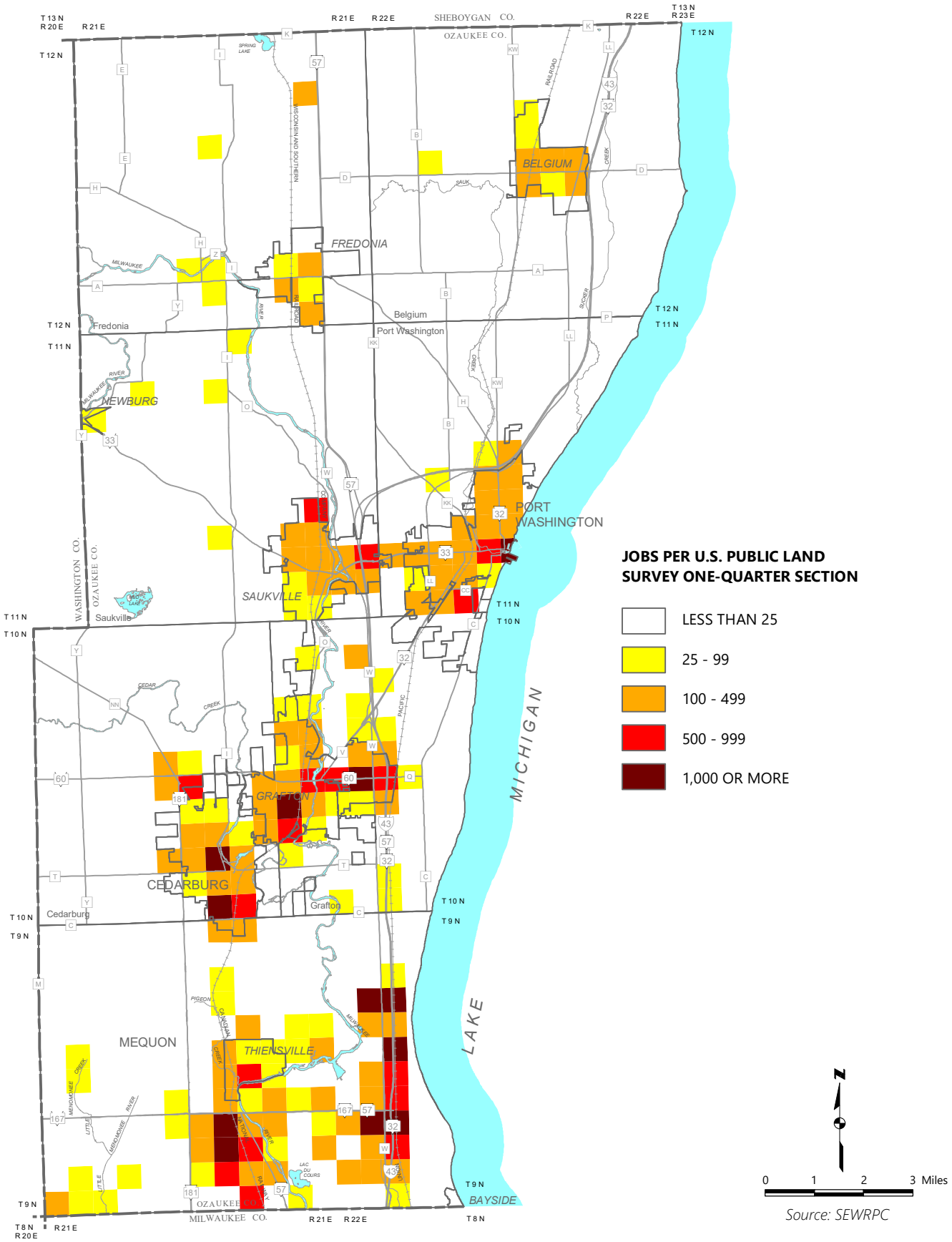
[1] Includes the area devoted to the given use, consisting of the ground floor site area occupied by any building, required yards and open space, and parking and loading areas.

[2] The low-density office standard is equivalent to a floor area ratio of 30 percent and a gross area of about 325 square feet per employee. In situations where high-rise office buildings are common, such as in the Milwaukee central business district, the number of employees per acre would be significantly higher, and the high-density office standard would apply.

[3] The industrial standard is intended to be representative of typical new single-story industrial development. It should be recognized that the number of industrial employees per acre can vary considerably from site to site, depending upon the nature of the manufacturing activity, the level of automation, the extent to which warehousing or office functions are located at the site, and other factors.

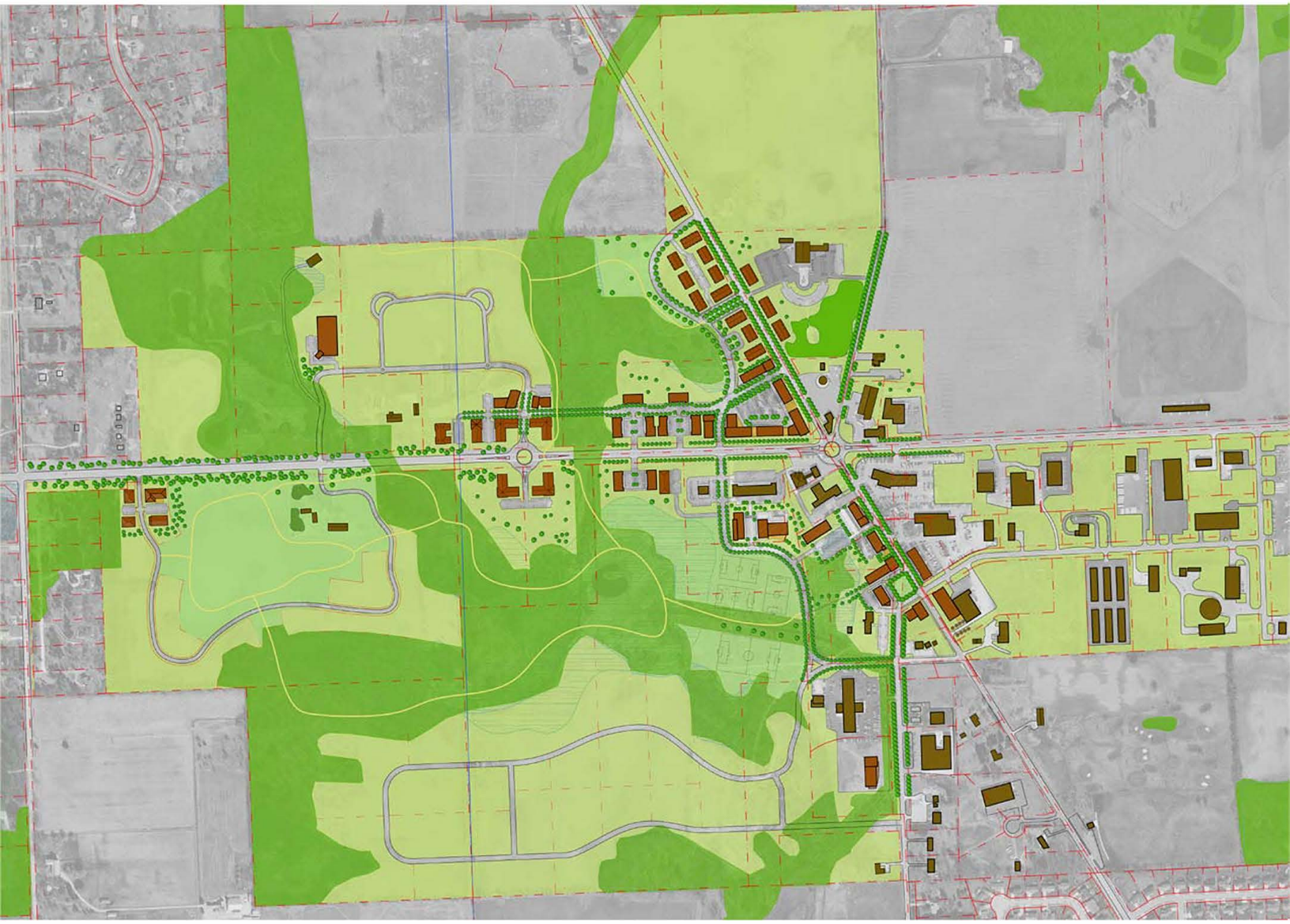
Source: SEWRPC VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin

Figure 1
Job Distribution in Ozaukee County: 2010



Source: SEWRPC

FIGURE 2: Five Corners Master Plan



AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

A strong community identity and stable economic development are affected by the wise use of resources. Conserving agricultural land, protecting natural features, and preserving cultural resources are all fundamental to a healthy environment and thriving community. Types of resources acknowledged by this Comprehensive Plan include productive agricultural areas, undeveloped areas, stream corridors, environmentally sensitive areas, wetlands, mineral resources, open spaces, and historical buildings and areas.

This Comprehensive Plan recognizes that resources in the County and Town are limited and need to be properly managed. Key to this effort is identifying and locating specific characteristics and areas of agricultural, natural, and cultural resources in the County and Town. This is necessary to properly locate future development, avoid serious environmental problems, and ensure natural resources are protected.

AGRICULTURAL RESOURCES

Managing land for agricultural uses is important to the area as it impacts the area's economy and affects development decisions. It also contributes to the rural character and provides open space.

Ozaukee County Farmland Preservation Plan

In 1983, the Ozaukee County Board adopted the Farmland Preservation Plan, which identified prime agricultural lands throughout the county. The plan defines prime agricultural land as follows: "an individual farm must be at least 35 acres in size; at least one-half of the farm must be covered by soils meeting U.S. Natural Resources Conservation Service (NRCS) criteria for national prime farmland or farmland of Statewide significance (general Class I, II, or III soils); and the farm must occur in a contiguous farming area at least 100 acres in size."

In 2013, Ozaukee County updated its Farmland Preservation Plan to meet the requirements of the Working Lands Initiative. As part of this update, there were no lands identified for farmland preservation within the Town.

Soil Associations

The Natural Resources Conservation Service (NRCS) issued a soil survey for Ozaukee County in 1970. The data from this survey can be applied to the following endeavors: managing farms and woodlands; selecting sites for roads, buildings, and other structures; identifying mineral resources; and judging the suitability of land for agricultural, industrial, or recreational uses.

The survey identified the Town of Cedarburg to have a large soil association called Hochiem-Sisson-Casco association. Soil associations are general areas with broad patterns of soils. The Hochiem-Sisson-Casco association contains well-drained soils that have a subsoil of loam to clay loam underlain mainly by loamy till, outwash, and lake-laid deposits on uplands, terraces, and in lakebeds. Most areas suitable for cultivation have

been cleared and are cultivated. This association also contains more woodlands than other associations found in the County.

Smaller soil associations found within the Town include the Ozaukee-Mequon, Houghton-Adrian, and Casco-Fabuis associations.

Soil Suitability for Agricultural Production

The NRCS developed a method known as the Land Evaluation and Site Assessment (LESA) system. LESA is a numeric system for rating potential farmland preservation areas by evaluating soil quality and geographic variables.

The NRCS rated each soil type in Ozaukee County and placed soil ratings into groups ranging from the best to worst suited for cropland. The best group is assigned a value of 100 and all other groups are assigned lower values. In addition to soil type, the land evaluation component considers slope, the agricultural capability class, and soil productivity.

Figure 1 presents the land evaluation ratings for agricultural soils in the Town and Table 1 presents the ratings for the Town and Ozaukee County.

It should be noted that the need for a LESA system in the State is to provide rankings for soil survey map units to make farmland suitability assessments for the Farmland Protection Policy Act (FPPA). Recently, the State updated the Statewide LESA system that corrects the deficiencies in the old system. The new LESA system assigns the official map units for each Soil Survey Area into one of 20 groupings with Group 1 being the map units in the soil survey area with the best suitability for agricultural land uses and Group 20 being the least suited. The groupings are generated independently for each soil survey area so that each area will have some map units in the highest group and some map units in the lowest group. When the Farmland Preservation Plan for Ozaukee County is updated, the new LESA system and data will likely be used to prepare that plan. This new data will likely affect the Land Evaluation (LE) portion of the LESA analysis for the County.

Existing Agricultural Land

In 2020, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) identified 5,159 total acres of existing agricultural lands (excluding farmed wetlands; 5,206 acres with farmed wetlands)) as part of their land use inventory for the Town of Cedarburg. As shown in Figure 2, the 2020 land use inventory included cultivated lands (4,153 acres), pasture lands and unused agricultural lands (549 acres), orchards and nurseries (273 acres), and non-residential farm buildings (184 acres).

Table 2 depicts agricultural lands in Ozaukee County in 2015 and the Town of Cedarburg in 2020.

Agricultural Production

Ozaukee County farms produce a varied array of agricultural products including many varieties of crops and livestock. Among the most prominent of these agricultural products are corn, forage (hay, grass silage, and greenchop), soybeans, small grains, and dairy products.

As Table 3 illustrates, from 2012 to 2017, the land area for the production of soybeans has increased by 1,300 acres, while the land area for corn, forage, and small grains has decreased.

In addition to crop agricultural activity, there is a significant livestock agricultural activity in Ozaukee County. The most prevalent livestock activities in the County are the raising and selling of cattle and calves and dairy farming.

As Tables 4 and 5 illustrate, there were 316 farms in Ozaukee County in 2017. Of these 316 farms, 39 were dairy farms. They boarded 9,200 dairy cows (an average of 236 dairy cows per herd), and produced 256,000,000 pounds of dairy products (or 27,800 pounds per cow). This was a 16% increase from 2012. There are no active commercial dairy farms located in the Town of Cedarburg.

Table 6 depicts the different agricultural products grown in Ozaukee County and the number of farms involved in producing each agricultural product. It should be noted that individual farms in the County have diversified crops and livestock.

Agricultural Revenue

In 2017, Ozaukee County farms combined to produce agricultural products with a market value of $75,225,000 consisting of $18,967,000 in crops and $56,258,000 in livestock. The average farm in the County produced agricultural products with a market value of $238,052. Farms across the State combined to produce agricultural products with a market value of $11,427,423,000 in 2017. The average farm in the State produced agricultural products with a market value of $176,368.

The average net income of a farm operation in the County in 2017 was $59,981, compared to an average of $36,842 for the State. Farming was the primary occupation for principal producers on 51% of the farms in Ozaukee County. Farming was the primary occupation for principal producers on approximately 48% of farms in the State.

Table 7 illustrates the sales of agricultural products for Ozaukee County farms in 2017.

Number and Size of Farms

In 2017, there were 316 farms in Ozaukee County (Figure 3). Table 4 illustrates the number of farms by size category in Ozaukee County and the State of Wisconsin. The average farm size in the County was 188 acres in 2017, while the median farm size was 60 acres. This compares to 221 acres (average farm size) and 90 acres (median farm size) for farms in the State.

As indicated in Table 5, the total number of farms in the County has steadily decreased over the past 30 years, while the number of livestock has continued to increase. This trend indicates that farm buildings have been increased or enlarged to accommodate larger herds. The significant increase in the average sale price per acre of agricultural land over the past 30 years illustrates the development pressure on agricultural land in the County.

Agricultural Farms Enrolled in State and Federal Conservation Programs

There are a number of Federal and State conservation programs that have been created to help protect farmland and related rural land. The programs include the Conservation Reserve Program (CRP), Conservation Reserve Enhancement Program (CREP), Wetland Reserve Program (WRP), and Wisconsin Farmland Preservation Program (FPP).

Table 8 identifies farms enrolled in State and Federal conservation programs for the Town of Cedarburg and Ozaukee County.

NATURAL RESOURCES

The landforms and physical features of the Town of Cedarburg and Ozaukee County are important determinants of growth and development. The physical geography of an area must be considered in land use, transportation, and utility and community facility planning and development. Additionally, physical features contribute to the natural beauty and overall quality of life in an area.

Topographic Features

Glaciation has largely determined the topography and soils of the Town of Cedarburg and Ozaukee County. Elevations in Ozaukee County range from 580 feet above sea level (Town of Belgium) to 988 feet above sea level (Town of Cedarburg). In general, the topography of the Town of Cedarburg and Ozaukee County is relatively level to gently rolling in some areas, with low lying areas associated with streams and wetlands. The nature of the Lake Michigan shoreline in the County is generally characterized by areas of steep slopes, including bluffs and several ravines.

There is evidence of four major stages of glaciation in Ozaukee County. The last and most influential in terms of present topography was the Wisconsin stage, which ended in the State about 11,000 years ago. Most of the County is covered with glacial deposits ranging from large boulders to fine grain clays such as silty clay loam till, loam to clay loam, and organic mucky peat.

Geology

The bedrock formations underlying Ozaukee County consist of the Milwaukee Formation and Niagara Dolomite. The Milwaukee Formation includes shale, shale limestone, and dolomite. It is approximately 130 feet thick and is found in the eastern portion of the County along Lake Michigan. Niagara Dolomite is approximately 100 feet thick and is found in the central and western portions of the County.

Also located in the Town of Cedarburg (Section 26) is the Cedar Creek Anschuetz Quarries. This 7-acre geologic area, as inventoried in SEWRPC's Regional Natural Areas and Critical Species Habitat Plan, includes outcrops and abandoned quarries along Cedar Creek that were a main supply of stone for area buildings. This geologic area is privately owned. Although the quarries are no longer in existence and have been reclaimed to urbanized uses, outcrop features of the site are still prevalent along the creek.

Lake Michigan Bluff and Ravine Areas

Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of lands located along Lake Michigan. These conditions can change over time because they are related to changes in climate, water level, the geometry of the near shore areas, the extent and condition of shore protection measures, the type and extent of vegetation, and the type of land uses in shoreland areas.

There are approximately 25 linear miles of Lake Michigan shoreline in Ozaukee County. The Lake Michigan shoreline contains areas of substantial bluffs with heights of up to 140 feet ravines; areas of gently rolling beaches with widths of up to 150 feet; and areas of low sand dune ridges and swales.

Nonmetallic Mineral Resources

Nonmetallic minerals include crushed stone (gravel), dimension stone, and sand. Nonmetallic mines (quarries) provide sand and stone for transportation facilities and buildings. Nonmetallic minerals are important economic resources that should be taken into careful consideration whenever land is being considered for development. Mineral resources, like other natural resources, occur where nature put them, which is not always convenient or locally desirable. If an adequate supply of stone and sand is desired for the future, wise management of nonmetallic mineral resources is important.

Areas Suitable for Sand and Gravel Extraction

Figure 4 illustrates areas possibly containing commercially workable amounts of sand and gravel, with the largest concentrations in the western portion of the County and along the Milwaukee River. Table 9 depicts the potential sources of sand and gravel, in acres, for the Town of Cedarburg and Ozaukee County.

Existing Nonmetallic Mining Sites and Registered Sites

There were 10 nonmetallic mining operations encompassing about 361 acres in Ozaukee County in 2022. Each mining operation may include a combination of active mining sites, future mining sites, proposed mining sites, reclaimed mining sites, and unreclaimed mining sites. As the inventory of agricultural, natural, and cultural resources provided by Ozaukee County and SEWRPC illustrates, active mining sites include about 149 acres, reclaimed mining sites includes 79 acres, and unreclaimed mining sites includes 133 acres. The County continues to receive applications for new mining sites and each site is reviewed by County staff on a case-by-case basis to ensure all guidelines are met prior to activating mining operations. The County administers all of the non-metallic mining sites in the County, except for sites located in the Town of Saukville. Sites in the Town of Saukville are administered by the Town through the State NR 135 program.

According to the inventory provided by Ozaukee County and SEWRPC, the Town of Cedarburg had two nonmetallic mining sites in 2022. Both sites are currently going through a stage of reclamation. The Dorian Rettman Revocable Trust site has one acre to be reclaimed with nine acres already reclaimed and the Charmoli Holdings, LLC and Ponfil Trust site has five acres to be reclaimed with five acres already reclaimed.

Water Resources

Water resources such as lakes, streams and their associated floodplains, and groundwater form an important element of the natural resource base for Ozaukee County. The contribution of these resources is immeasurable to economic development, recreational activity, and aesthetic quality of the Town of Cedarburg and Ozaukee County.

Watersheds

Ozaukee County encompasses five major watersheds and an area that drains directly into Lake Michigan. All of the watersheds are part of the Great Lakes-St. Lawrence River drainage system. The major watersheds include the Milwaukee River watershed, Sauk Creek watershed, Menomonee River watershed, Sheboygan River watershed, and Sucker Creek watershed. A majority of Ozaukee County is located in the Milwaukee River watershed.

Furthermore, since Ozaukee County is located entirely east of the subcontinental divide that separates the Mississippi River and the Great Lakes-St. Lawrence River drainage basin, local governments within Ozaukee County are not subject to limitations on the use of Lake Michigan water that affect areas west of the divide.

Surface Water Resources

Surface water resources consist of streams, rivers, lakes, and associated floodplains and shorelands. Lakes, rivers, and streams constitute a focal point for water-related recreation activities and greatly enhance the aesthetic quality of the environment. However, lakes, rivers, and streams are readily susceptible to degradation through improper land development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads from manufacturing and improperly located onsite waste treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of surface waters may also be adversely affected by the excessive development of riparian areas and inappropriate filling of peripheral wetlands. This adds new sources of undesirable nutrients and sediment, while removing needed areas for trapping nutrients and sediments. In 2015, surface waters within Ozaukee County encompassed 2,627 acres, or about 2%, of the County. As shown in Figure 5, surface waters encompassed 278 acres within the Town of Cedarburg, or about 2% of the total area of the Town, in 2020.

Floodplains

Floodplains are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood control, can be expected to

occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 1-percent-annual-probability (100-year recurrence interval) flood event.

Floodplains in the Town of Cedarburg and Ozaukee County were identified as part of the Ozaukee County Flood Insurance Study (FIS). Floodplain delineations developed as part of the FIS detailed study are illustrated on Figure 5.

Shorelands

Shorelands are defined by the *Wisconsin Statutes* as lands within the following distances from the ordinary high water mark of navigable waters: 1000 feet from a lake, pond, or flowage; and 300 feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater. Additional ordinances in Ozaukee County restrict removal of vegetation and other activities in shoreland areas and require most structures to be set back a minimum of 75 feet from navigable waters. Areas affected by shoreland regulations are illustrated in Figure 6 for the Town of Cedarburg.

Wetlands

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and duration that is sufficient to support a prevalence of vegetation typically adopted for life in saturated soil conditions. As illustrated in Figure 5, wetlands occur in depressions, near the bottom of slopes, along lakeshores and stream banks, and on land areas that are poorly drained. Wetlands are generally unsuited or poorly suited for most agricultural or urban development purposes. In 2020, wetlands encompassed 2,657 acres within the Town of Cedarburg, or about 17% of the total area of the Town.

Groundwater Resources

Ozaukee County has seen an increase in the overall water consumption and groundwater consumption in recent decades. Total water consumption increased 15% (gallons per day) between 1979 and 1995. Groundwater consumption in Ozaukee County increased 14% (gallons per day) between 1979 and 1995. Over 84% of the total water used per day by Ozaukee County residents and businesses was groundwater in 1995.

As of 2005, about 33 percent of the total resident 2005 population of Ozaukee County was served by private domestic wells, including the Town of Cedarburg. There are a number of areas within Ozaukee County classified as having urban-density development that are served by private wells and the majority of these areas are located in the southern portion of the County, within the City of Mequon and the Towns of Cedarburg and Grafton. Assuming an average use of 65 gallons per capita per day, these private domestic wells would withdraw about 1.9 million gallons per day from the shallow groundwater aquifer. In 2005, about 90 percent of the water withdrawn by private wells was returned to the groundwater aquifer via onsite sewage disposal systems, while the remaining percentage of water withdrawn was returned to a surface water system.

The regional water supply plan prepared by SEWRPC indicates that there would be an adequate water supply of groundwater in the deep and shallow aquifer for Ozaukee County and the Region as a whole. The shallow aquifer is the source of water for most wells in the Town of Cedarburg and Ozaukee County.

A critical factor to maintaining a high-quality groundwater supply is determining which areas of the Town of Cedarburg and Ozaukee County are most vulnerable to groundwater contamination (i.e. areas within proximity to the former Prochnow Landfill). Land use planning can be used to steer incompatible uses away from these areas once they have been identified.

The Town of Cedarburg completed a study concerning the need for, and feasibility of, creating a water utility. In 2008, the "Five Corners Preliminary Water Supply Investigation," was completed by EarthTech and was intended to provide information and potential locations for a public water supply system within the Five Corners area. The study found that an adequate groundwater supply source was available in the area, and the creation of a water utility was a feasible option. See the "Water Supply" section in the Utilities and Community Facilities chapter of this report for further information.

The Town also expressed its willingness to work with neighboring communities to study the feasibility of creating a cooperative water utility; however, that option was not agreed upon at that time. In addition, the Town expressed a willingness to consider purchasing water from neighboring water utilities—the City of Cedarburg and the Village of Grafton—that utilized groundwater or surface water sources, such as Lake Michigan. These efforts could be revisited in future years to provide water and/or sewer to areas of the Town such as the Town Center.

Woodlands

With good planning practices, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air, water, and regulating surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat.

Figure 7 identifies the woodland areas for the Town of Cedarburg. For the purpose of this Comprehensive Plan, woodlands are defined as upland areas of one acre or more in area, having 17 or more trees per acre (each measuring 4 inches in diameter and 4.5 feet above the ground), and having a canopy coverage of 50% or greater.

Natural Areas

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of three categories: NA-1 (Statewide or greater significance), NA-2 (Countywide or regional significance), and NA-3 (local significance). Natural area classifications are based on the diversity of plant and animal species and community type present, the structure and integrity of the native plant or animal community, the uniqueness of the natural features, the size of the site, and the educational value.

Figure 8 identifies six natural areas that are wholly or partially located within the Town of Cedarburg and include: #1 – Cedarburg Bog State Natural Area (NA-1 & RSH); #2 - Mole Creek Swamp/Pleasant Valley Park Woods (NA-3 & RSH); #3 - Cedar-Sauk Low Woods (NA-3); #4 - Sherman Road Woods (NA-3); #5 - Five Corners Swamp (NA-3); and #6 - Cedar Creek Forest (NA-3 & RSH). Five of the six natural areas are sites of local significance and Mole Creek Swamp/Pleasant Valley Park Woods and Cedar Creek Forest are sites that support rare, threatened, or endangered animal or plant species officially designated by the WDNR. These natural areas encompass a total of approximately 596 acres in the Town of Cedarburg. The natural areas identified in this Town plan update reflect the sites inventoried in an update to the *Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. The plan is expected to be completed sometime in 2024.

Critical Species Habitat and Aquatic Sites

Critical species habitat sites consist of areas outside natural areas that are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas identified as "critical" habitat are considered to be important to the survival of a particular species or group of species of special concern. There are five critical species habitat sites wholly or partially located within the Town of Cedarburg that encompass approximately 172 acres. Figure 8 identifies the five sites within the Town that include: #7 - Bridge Road Wetlands and Meadows (T10N, R21E, Section 28); #8 - Cedar Creek Wetlands (T10N, R21E, Sections 13 and 14); #9 - Cedarburg Wetlands and Meadows Habitat Area (T10N, R21E, Section 4); #10 - Decker Corner Habitat Area (T10N, R21E, Section 6); and #11 - Wasaukee-Pioneer Hardwood Swamp (T10N, R21E, Section 31). The critical species habitat sites identified in this Village plan update also reflect the sites inventoried in an update to the *Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*.

There are also over 20 aquatic sites that support threatened or rare fish, reptile, or mussel species in Ozaukee County. In the Town of Cedarburg, Mole Creek, a tributary to the Milwaukee River with a Statewide or greater significance classification, and Cedar Creek, a river of local significance, both have good fish population, fish diversity, and mussel species rich, are identified.

Environmental Corridors and Isolated Natural Resource Areas

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been identifying and delineating those areas in which concentrations of the best remaining elements of the natural resources occur. It has been recognized that preserving these areas is essential to both the maintenance of the overall environmental quality of the region and to the continued provision of the amenities required to maintain a high quality of life for residents.

Seven elements of the natural resources are considered essential to maintaining the ecological balance and the overall quality of life in the Region, and serve as the basis for identifying the environmental corridor network. These seven elements are:

- Lakes, rivers, streams, and associated shorelands and floodplains
- Wetlands

- Woodlands
- Prairies
- Wildlife habitat areas
- Wet, poorly drained, and organic soils
- Rugged terrain and high relief topography

In addition, there are certain features that are closely related to natural resources and were used to identify areas with recreational, aesthetic, ecological, and nature value. These features include existing park and open space sites, potential park and open space sites, historic sites, scenic areas and vistas, and natural areas.

Figure 9 identifies the environmental corridors and isolated natural resource areas for the Town of Cedarburg.

Primary environmental corridors include a wide variety of the most important natural resources and are at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors serve to link primary environmental corridors; no minimum area or length criteria apply. Secondary environmental corridors that do not connect primary environmental corridors must be at least 100 acres in size and one mile long. An isolated natural resource area is a concentration of natural resource features, encompassing at least five acres but not large enough to meet the size or length criteria for primary or secondary environmental corridors.

The importance of maintaining the integrity of the remaining environmental corridors and isolated natural resource areas is apparent. Preserving environmental corridors and isolated natural resource areas as natural open areas can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and maintenance of air quality. Corridor preservation is also important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species.

Park and Open Space Sites

Park and open space sites and related topics are addressed as part of the Utilities and Community Facilities element of this plan update.

CULTURAL RESOURCES

Cultural resources include historic buildings, structures, and sites, and archeological sites. Cultural resources help to provide Ozaukee County, the Town of Cedarburg, and each distinct community with a sense of heritage, identity, and civic pride. Resources such as historical and archeological sites and historic districts can also provide economic opportunities for communities and their residents. For these reasons it is important to identify historical and archeological sites located in Ozaukee County.

Historical Resources

In 2022, there were 41 historic places and districts in Ozaukee County listed on the National Register of Historic Places and the State Register of Historical Places. In most cases, a historic place or district is listed on both the

National Register and on the State Register. After the State Register was created in 1991, all properties which are nominated for the National Register must first go through the State Register review process.

Of the 41 historic places and districts in the County listed on the National and State Registers, 29 are historic buildings or structures, six are historic districts, and six are shipwrecks. Sites and districts listed on the National and State Register of Historic Places have an increased measure of protection against degradation and destruction.

The Town of Cedarburg currently has two historic structures and one historic district registered on the National and State Register of Historic Places. The two historic structures are the Covered Bridge (listed in 1973) and the Concordia Mill (listed in 1974). The one historic district is the Hamilton Historic District (listed in 1976).

In addition to those historic sites and districts nominated to the National and State Registers of historic places, there are 119 sites in Ozaukee County which have been designated as local landmarks by local governments. Like historic sites listed on the National and State Registers, properties designated as local landmarks have an extra level of protection against degradation and destruction. The Town of Cedarburg has nine identified local landmarks:

- Concordia Mill (Figure 10)
- Covered Bridge (Figure 11)
- Deckers Corners
- Five Corners
- Hamilton Park
- Hamilton School
- Hamilton Tavern, Hotel, & Livery (now Hamilton House) (Figure 12)
- Kaehler's Mill (Figure 13)
- Turn Halle (Figure 14)

The State Historical Society of Wisconsin also administers a historical marker program. In the Town of Cedarburg, the Covered Bridge is a historical marker.

Archaeological Resources

As of 2019, there were 394 known prehistoric and historic archeological sites located wholly or partially within Ozaukee County and listed on the State Historical Society's Archeological Sites Inventory, including prehistoric and historic camp sites, villages, and farmsteads; marked and unmarked burial sites; and Native American mounds. No archeological sites in Ozaukee County are listed on the National or State Registers of Historic Places. Refer to Tab 2 (Introduction) for more information on archaeological resources in the Town.

Local Historical Societies and Museums

There are several local historical societies affiliated with the State Historical Society of Wisconsin in the Ozaukee County area. These include the Ozaukee County Historical Society, Cedarburg Cultural Center, Mequon Historical Society, Port Washington Historical Society, Saukville Area Historical Society, and the Milwaukee Jewish Historical Society. Each historical society contains a varying number of facilities housing items of historical or archeological significance, historical records and information, educational facilities, or gallery and performance facilities.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES: GOALS, OBJECTIVES, AND POLICIES

GOAL #1

Maintain and protect the Town of Cedarburg's unique rural character and identity.

OBJECTIVE

Preserve and maintain significant cultural features, natural areas, and primary environmental corridors.

POLICIES

Achieve a practical balance between residential development and maintaining the rural character the Town.

Consider evaluating the feasibility of using transfer of development rights (TDR) and purchase of development rights (PDR) programs for protecting and preserving significant cultural features, natural areas, and primary environmental corridors.

Continue to utilize the Town's preservation award program for historic significance, when implemented by the proper authoritative body.

Encourage deed restrictions on unique/sensitive areas as part of new development or redevelopment to preserve open space consistent with the Future Land Use Map.

Promote Managed Forest Law (MFL) or similar programs as incentives to encourage the sustainability of woodlands in the Town of Cedarburg.

Encourage the implementation of the Park Plan recommendations (as they relate to significant cultural features, natural areas, and environmental corridors) for the Town of Cedarburg.

Update the 1996 Landmarks Commission Barn Survey (Landmarks Commission project) to include stone silos and other historic stone agricultural structures; encourage the preservation and repair of such structures, including the use exceptions to allow flexibility in such preservation and repair.

OBJECTIVE

Preserve scenic views and minimize views of new development from roads.

POLICIES

Discourage new development on hilltops and ridges and encourage significant housing setbacks from major roads.

Encourage "parkway" streetscapes along major roadways in the Town of Cedarburg.

Promote compliance with the Town's Planting Strip Guidelines for new major land divisions on arterial and collector roads.

GOAL #2

Support the continuation and preservation of agricultural and agricultural related land uses in the Town to ensure farming remains a viable option within the Town.

OBJECTIVE

Continue to be aware of the best and most productive agricultural lands within the Town.

POLICIES

Consider the use of agricultural tax incremental financing (TIFs) to maintain, attract, or expand agricultural and agricultural related uses.

Consider authorizing limited non-agricultural commercial activities that meet applicable regulations pertaining to home occupations/professional home offices, or in the case of utilizing outbuildings, such activities that are low profile in nature, are operated by the owner of the premises, and meet other requirements of Town zoning.

Evaluate the compatibility of all proposed development near farms, farming operations, and large contiguous areas of agricultural use when a development proposal is reviewed by the Town.

Encourage various types of agriculture and farming operations in the Town, including niche farming, that may include organic farming, nurseries, orchards, forestry, tree farms, vegetable farms, equestrian facilities, and special agriculture, etc.

Promote agricultural use on parcels determined to be most suitable for long-term agricultural use based on the results of the LESA analysis.

Review and revise the Town Zoning Ordinance and Land Division Ordinance as necessary to ensure they are consistent with the Town comprehensive plan. A Zoning Ordinance update is projected to be completed in spring 2025.

OBJECTIVE

Retain existing farm operations and agri-business in the Town to the extent possible.

POLICIES

Support economic initiatives to ensure farming remains viable in the Town that is consistent with the Town Code and direct marketing of farm products.

Continue monitoring agricultural infrastructure in the Town to support farm operations.

Encourage farming by younger age groups in the Town, including retiring farmers passing farms or farming operations to their heirs.

Encourage agri-tourism in the Town by informing various agricultural-related special events such as farm breakfasts, farm tours, corn mazes, and u-pick farms to join the Chamber of Commerce, which is the local entity that provides information and marketing for such events.

Consider implementing programs recommended under the Farmland Protection and Land Evaluation and Site Assessment Analysis (LESA) Issue to preserve all agricultural activity in the Town, including support of the Wisconsin Working Lands Initiative recommendations.

GOAL #3

Protect, preserve, and sensibly use the Town's natural resources.

OBJECTIVES

Encourage the preservation of natural resource features and open spaces when future development proposals are introduced to the Town.

Discourage incompatible land uses in environmentally sensitive areas.

POLICIES

Work to implement strategies regarding the preservation and protection of environmentally sensitive areas.

Promote land use patterns that are sensitive to natural resource conservation.

OBJECTIVES

Encourage integrated water resource management of surface water, groundwater and water-dependent natural resources.

Ensure surface water resources, such as Cedar Creek, have recreational value.

POLICY

Floodplains and floodways should not be allocated for development that would cause or be subject to flood damage.

GOAL #4

Require all mineral extraction operations and utilities be consistent with *State Statute*s and other County/local regulations.

OBJECTIVE

Require the submission of a land use plan/study, mineral extraction phasing plan, and reclamation plan (under Ozaukee County ordinance) for future and expanded mineral extraction sites in the Town of Cedarburg to the extent allowed consistent with *State Statute*s and other County/local regulations.

POLICY

Consider applications along with Ozaukee County and the Wisconsin Department of Natural Resources in zoning and conditional use deliberations for the reclamation of any existing or future mineral extraction sites.

GOAL #5

Encourage preserving historic, archaeological, and cultural, buildings, districts, and sites.

POLICIES

Encourage the preservation of historical resources that contribute to the heritage and economy of the Town.

Identify structures and/or areas whose historic or architectural interest may make a valuable contribution to the character and charm of the Town.

Worldox #264567-11 – Town of Cedarburg CPU: Chapter 5 Text
110-1257
SH/BRM/RLR/mid
10/09/24; 09/19/24; 08/26/24; 08/22/24; 08/06/24; 07/22/4; 08/09/23; 08/07/23; 07/27/23; 07/25/23; 07/06/2023

TABLE 1: Land Evaluation Rating for Agricultural Lands in Ozaukee County

Local Government	95-100 (acres)	90-94.9 (acres)	85-89.9 (acres)	80 - 84.9 (acres)	75 - 79.9 (acres)	70 - 74.9 (acres)	60 - 69.9 (acres)	< 60 (acres)
City of Mequon	6,808	12,282	3,689	834	306	101	2,788	3,255
Town of Belgium	566	15,160	221	1,399	773	320	1,464	2,880
Town of Cedarburg	**2,728**	**4,509**	**1,640**	**1,385**	**574**	**482**	**2,195**	**2,279**
Town of Fredonia	2,205	7,482	735	1,962	166	1,311	3,441	4,616
Town of Grafton	115	5,960	363	688	284	213	1,692	2,028
Town of Port Washington	63	7,850	22	480	76	116	1,138	1,630
Town of Saukville	1,672	4,521	833	1,859	473	2,826	3,773	5,083
Other Cities and Villages	659	7,426	1,080	1,477	319	122	2,488	2,757
Ozaukee County	14,816	65,190	8,583	10,084	2,971	5,491	18,979	24,528

Source: NRCS and SEWRPC.

TABLE 2: Existing Agricultural Lands in Ozaukee County: 2015

Local Government	Cultivated Lands (acres)	Pasture Land and Unused Agricultural Land (acres)	Orchards and Nurseries (acres)	Farm Buildings (acres)	Total (acres)
City of Mequon	5,804	1,005	801	208	7,818
Town of Belgium	15,125	871	134	307	16,437
Town of Cedarburg[a]	**4,153**	**549**	**273**	**184**	**5,159**
Town of Fredonia	11,705	946	39	291	12,981
Town of Grafton	2,467	438	40	126	3,071
Town of Port Washington	7,320	179	88	165	7,752
Town of Saukville	7,687	697	117	275	8,776
Other Cities and Villages	2,559	76	0	29	2,664
Total	56,820	4,761	1,492	1,585	64,658

[a]*Acreage for the Town of Cedarburg is 2020 data.*

Source: SEWRPC.

TABLE 3: Agricultural Production in Ozaukee County (2017)

	Ozaukee County							State of Wisconsin	
Crop	Land Area 2017 (acres)	Land Area 2012 (acres)	Change 2012-2017 (acres)	Percent Change 2012 - 2017	Land Area 2002 (acres)	Change 2002 – 2017 (acres)	Percent Change 2002 - 2017	Percent Change 2012 - 2017	Percent Change 2002 - 2017
Corn	15,600	15,700	-100	-0.6	16,100	-500	-3.1	-6.2	12.1
Forage	13,300	13,900	-600	-4.3	16,600	-3,300	-19.9	-1.0	-23.2
Soybeans	11,400	10,100	1,300	12.9	9,000	2,400	26.7	30.3	45.7
Small Grains	3,300	5,500	-2,200	-40.0	6,600	-3,300	-50.0	-25.5	-34.9
Total	43,600	45,200	-1,600	-3.5	48,300	-4,700	-9.7	1.4	2.8

Source: USDA National Agricultural Statistics Service 2017 Census of Agriculture and SEWRPC.

TABLE 4: Farm Size in Ozaukee County and Wisconsin (2017)

	Ozaukee County		State of Wisconsin	
Size (acres)	Number	Percent	Number	Percent
Less Than 10 Acres	51	16.1	5,923	9.1
10 to 49 Acres	95	30.1	16,919	26.1
50 to 179 Acres	69	21.8	21,254	32.8
180 to 499 Acres	63	19.9	14,177	21.9
500 to 999 Acres	29	9.2	4,180	6.5
1,000 Acres or More	9	2.9	2,340	3.6
Total	316	100.0	64,793	100.0

Source: USDA National Agricultural Statistics Service 2017 Census of Agriculture and SEWRPC.

TABLE 5: Agricultural Trends in Ozaukee County 1987-2017

Variable	1987	1992	1997	2002	2007	2012	2017
Total Number of Farms	483	448	427	533	513	416	316
Number of Dairy Farms	167	133	106	96	69	66	39
Number of Dairy Cows	9,900	8,600	8,400	9,000	8,300	8,600	9,200
Land in Farms (Acres)	85,201	78,772	69,930	75,467	70,689	64,987	59,299
Price per Acre (Average Land Sale)	$1,333	$1,389	$2,509	$4,043	$4,785	$5,608	$6,554
Total Number of Cattle	20,600	20,500	18,900	20,700	17,700	18,500	26,400

Source: USDA National Agricultural Statistics Service 2017 Census of Agriculture and SEWRPC.

TABLE 6: Agricultural Products Produced by Ozaukee County Farms 2017

Agricultural Products	Number of Farms	Percent
Livestock & Poultry - Cattle and Calves	101	32.0
Livestock & Poultry - Hogs and Pigs	7	2.2
Livestock & Poultry - Sheep and Lambs	10	3.2
Livestock & Poultry - Chickens and Egg Production	4	1.3
Crops - Corn for Grain	75	23.7
Crops - Corn for Silage or Greenchop	62	19.6
Crops - Wheat for Grain	56	17.7
Crops - Oats for Grain	22	7.0
Crops - Barely for Grain	2	0.6
Crops - Sorghum for Silage or Greenchop	--	--
Crops - Soybeans	92	29.1
Crops - Potatoes and Sweet Potatoes	9	2.8
Crops - Forage	137	43.4
Crops - Vegetables	41	13.0
Crops - Orchards	14	4.4
Total	632[a]	200.0[a]

[a]*There were 316 farms in Ozaukee County in 2017. The number of farms total is greater than 316 and the percent total is greater than 100.0 because many farms produce more than one agricultural product.*

Source: USDA National Agricultural Statistics Service 2017 Census of Agriculture and SEWRPC.

TABLE 7: Farms in Ozaukee County and Wisconsin by Value of Agricultural Product Sales[a]: 2017

	Ozaukee County		State of Wisconsin	
Value of Sales	Number	Percent	Number	Percent
Less than $2,500	92	29.1	20,714	32.0
$2,500 to $4,999	20	6.3	4,837	7.5
$5,000 to $9,999	18	5.7	5,653	8.7
$10,000 to $24,999	39	12.4	7,186	11.1
$25,000 to $49,999	22	7.0	4,951	7.6
$50,000 to $99,999	26	8.2	5,572	8.6
$100,000 or More	99	31.3	15,880	24.5
Total	316	100.0	64,793	100.0

[a] *Gross Sales of Agricultural Products Produced per Farm (Before Taxes and Expenses).*

Source: USDA National Agricultural Statistics Service 2017 Census of Agriculture and SEWRPC.

TABLE 8: Farms Enrolled in State and Federal Farmland Preservation Programs in Ozaukee County: 2023

	State Program		Federal Programs					
	Farmland Preservation Program (FPP)[a]		Conservation Reserve Program (CRP)		Conservation Reserve Enhancement Program (CREP)		Wetland Reserve Program (WRP)	
U.S. Public Land Survey Township	Parcels	Acres	Parcels[b]	Acres	Parcels[b]	Acres	Parcels	Acres
Belgium	210	9,333	--	8	--	22	2	26
Cedarburg	**–**	**–**	**–**	**34**	**–**	**–**	**–**	**–**
Fredonia	--	--	--	96	--	6	2	14
Grafton	--	--	--	32	--	--	--	--
Port Washington	--	--	--	171	--	--	--	--
Saukville	--	--	--	0	--	5	--	--
City of Mequon	--	--	--	48	--	--	--	--
Village of Newburg	--	--	--	14	--	--	--	--
Total	210	9,333	--	403	--	33	4	40

[a] Farmland Preservation Program and Wetland Reserve Program Acreage Totals per Township as of 2022.

[b] Data for the number of parcels within these programs were not provided by the USDA-FSA.

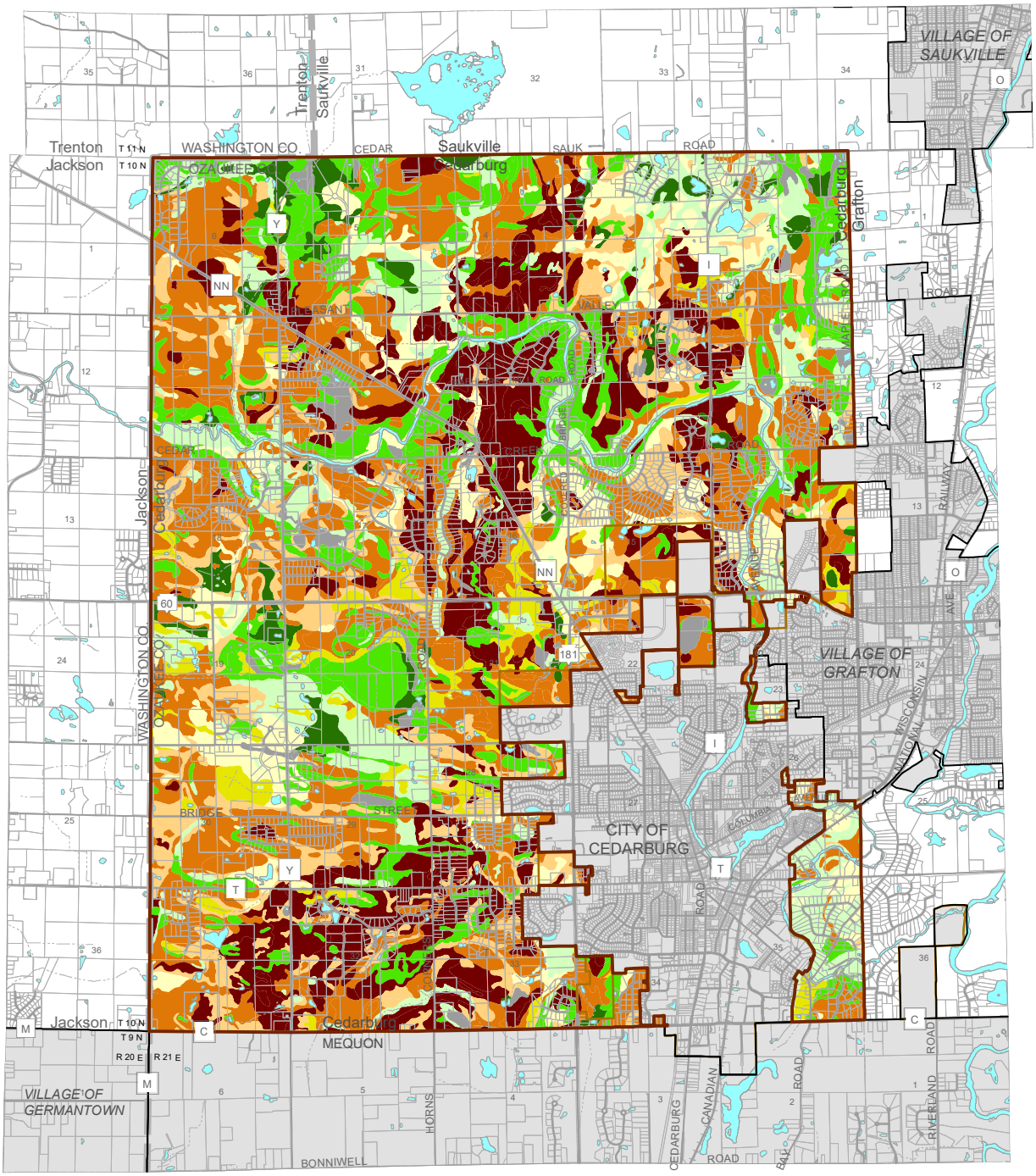
Source: U.S. Department of Agriculture–Farm Service Agency (USDA-FSA), Ozaukee County, and SEWRPC.

TABLE 9: Potential Sources of Sand and Gravel in Ozaukee County

Local Government	Sands (acres)	Gravel (acres)
City of Cedarburg	236	114
City of Mequon	2,403	1,346
City of Port Washington	613	478
Village of Belgium	15	7
Village of Fredonia	188	140
Village of Grafton	245	152
Village of Newburg	378	363
Village of Saukville	625	520
Village of Thiensville	244	23
Town of Belgium	1,722	687
Town of Cedarburg	**2,926**	**1,590**
Town of Fredonia	3,464	2,430
Town of Grafton	889	627
Town of Port Washington	786	485
Town of Saukville	5,035	3,726
Ozaukee County	19,769	12,688

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

Figure 1
Land Evaluation Rating for Agricultural Lands in the Town of Cedarburg



TOWN OF CEDARBURG: 2023

INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041

95 - 100

90 - 94.9

85 - 89.9

80 - 84.9

75 - 79.9

70 - 74.9

60 - 69.9

LESS THAN 60

SURFACE WATER

NO RATING

NOTE: THE NATURAL RESOURCE CONSERVATION SERVICE RATED EACH SOIL TYPE IN OZAUKEE COUNTY AND PLACED THE SOIL RATINGS INTO GROUPS RANGING FROM THE BEST TO WORST SUITED FOR CROPLAND. THE BEST GROUP IS ASSIGNED A VALUE OF 100 AND ALL OTHER GROUPS ARE ASSIGNED LOWER VALUES.

N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: NRCS and SEWRPC

Figure 2
Existing Agricultural Lands in the Town of Cedarburg: 2020

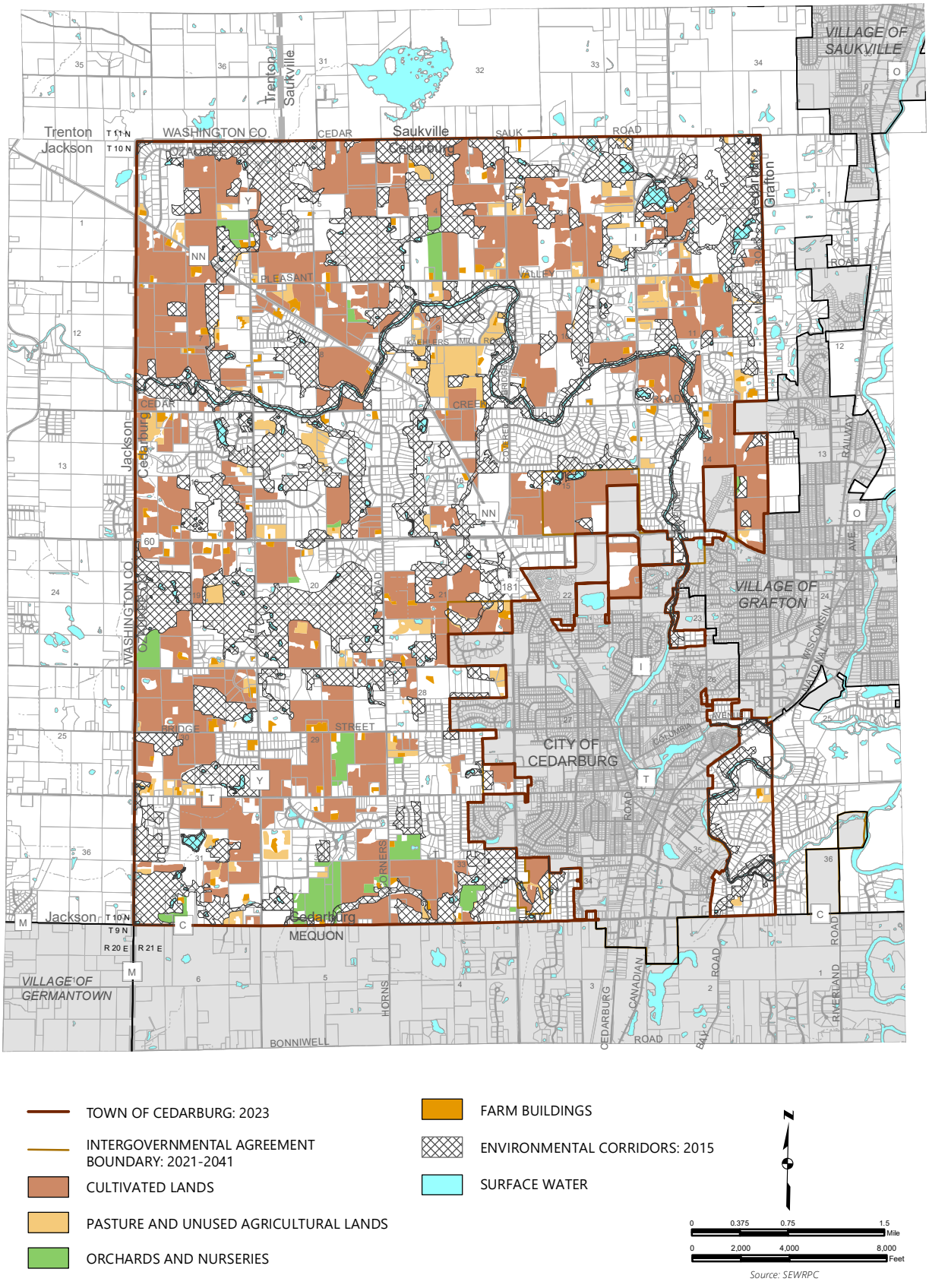
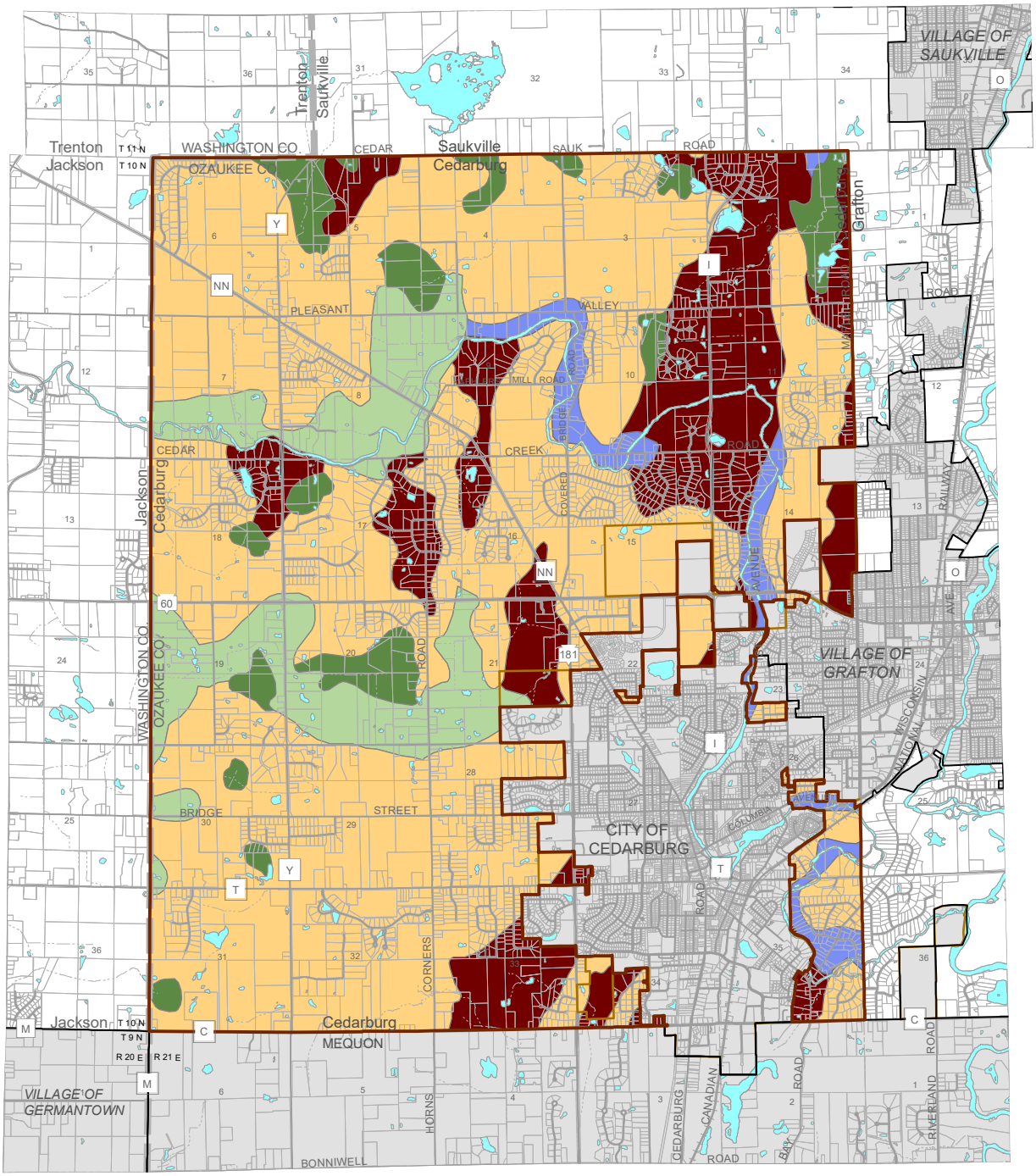


Figure 4
Potential Sources of Sand, Gravel, Clay, and Peat in the Town of Cedarburg



OUTWASH DEPOSITS
Highest potential for significant deposits of gravel and coarse to medium sand

GLACIAL TILL
May contain locally economic deposits of sand and gravel, but generally consists of poorly sorted clayey, silty to sandy material with boulders and cobbles. Resource potential medium to low

GLACIAL LAKE DEPOSITS
Predominantly clay and silt. Not a potential source for sand and gravel, but may contain clay deposits useful for construction

SURFACE WATER

PEAT AND ORGANIC SEDIMENT
Not a potential source for sand and gravel, but may contain economic deposits of peat

MODERN STREAM SEDIMENT
May contain local concentrations of sand and gravel, but environmental issues make development impractical. Not considered a significant future resource

LAKE MICHIGAN BEACH SEDIMENT
Generally thin sand and some gravel overlying till. Not considered a significant resource

TOWN OF CEDARBURG: 2023

INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041

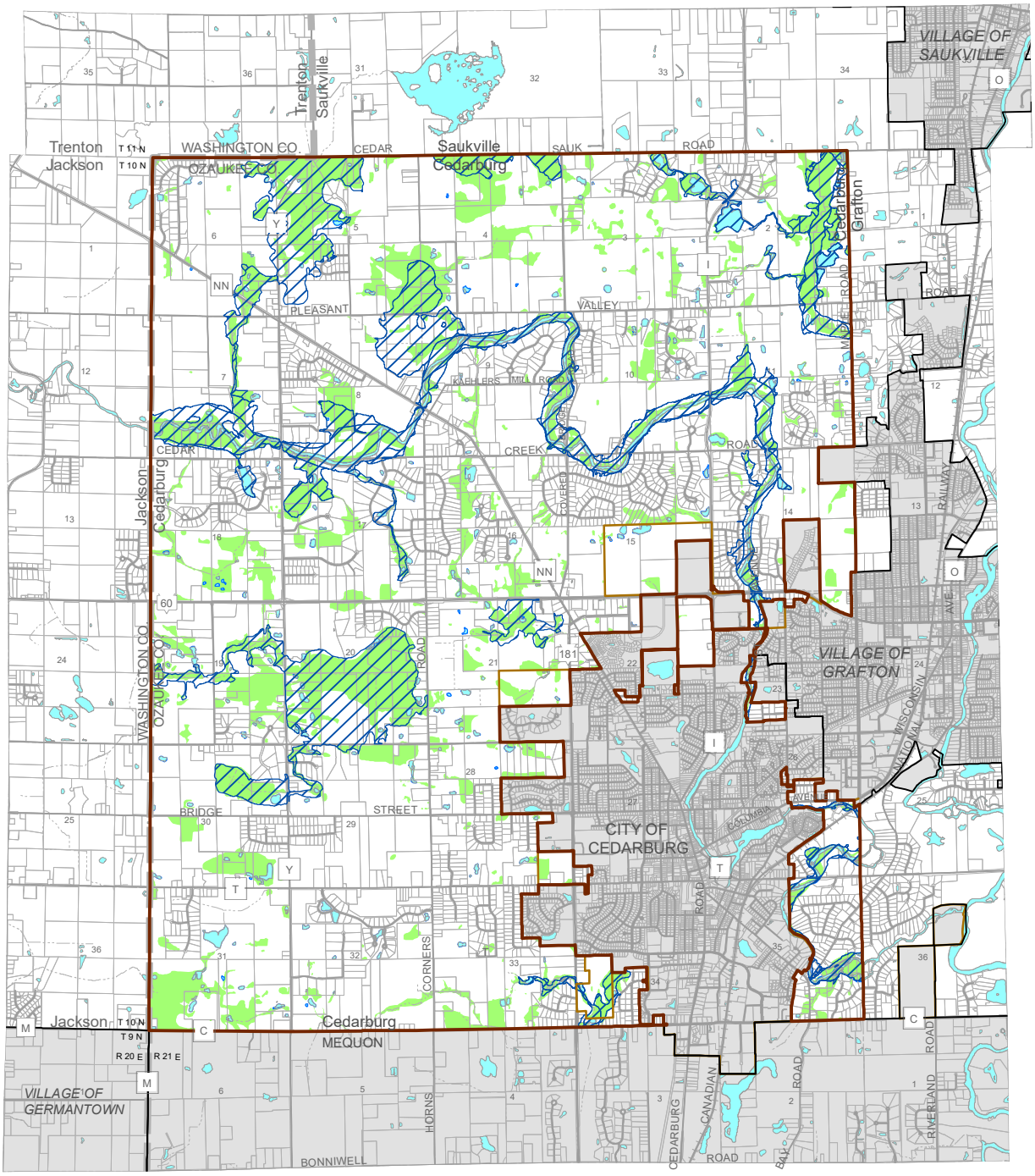
N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: Wisconsin Geological and Natural History Survey and SEWRPC

Figure 5
Surface Waters, Wetlands, and Floodplains in the Town of Cedarburg



TOWN OF CEDARBURG: 2023

INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041

1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAIN: 2021

WETLANDS: 2020

SURFACE WATER: 2020

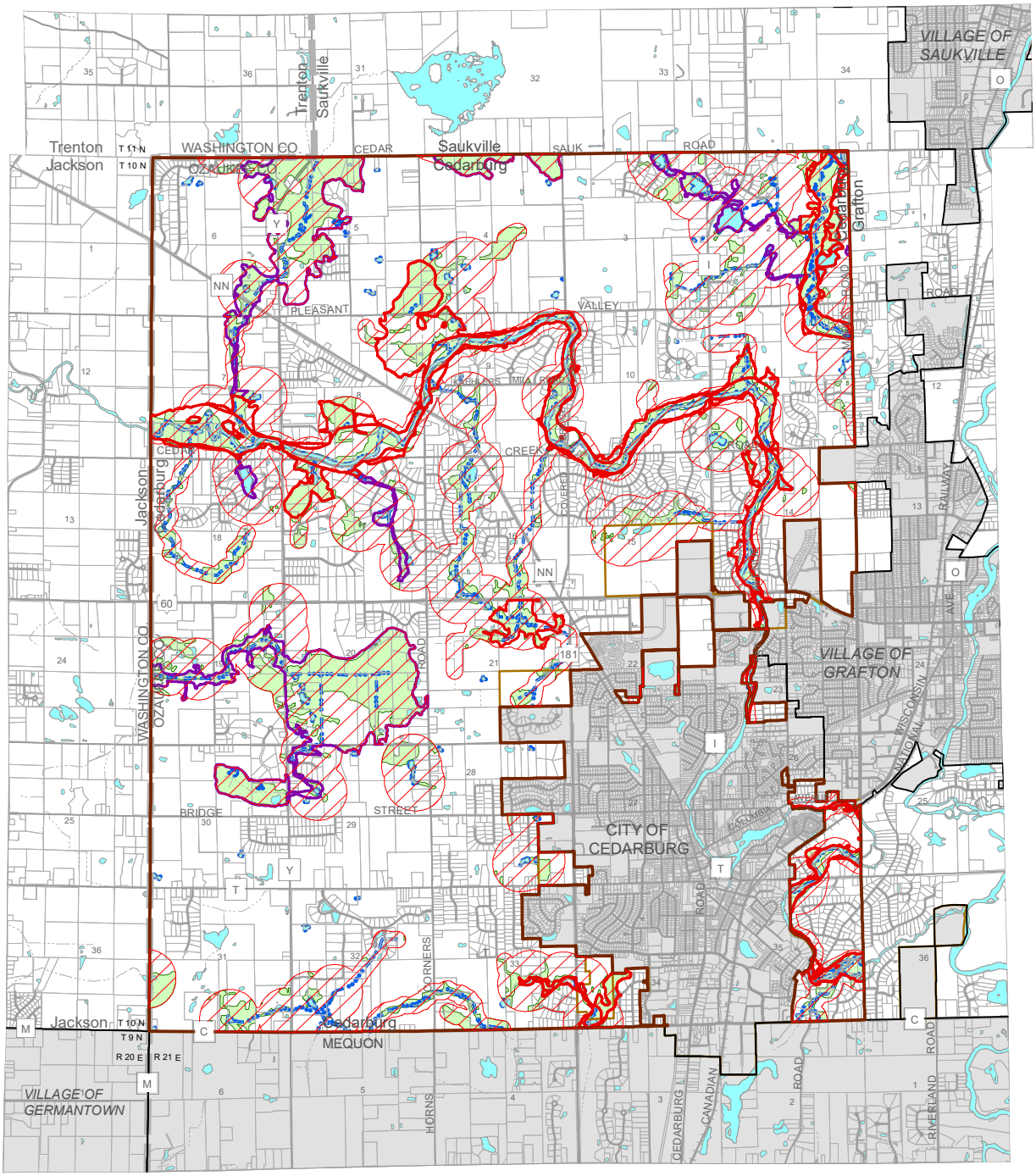
N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: Federal Emergency Management Agency, WDNR, and SEWRPC

Figure 6
Shoreland and Floodplain Zoning in the Town of Cedarburg



- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041
- STREAM OR WATERBODY
- AREA REGULATED BY THE OZAUKEE COUNTY SHORELAND AND FLOODPLAIN ZONING ORDINANCE: 2020
- SHORELAND WETLANDS: 2020
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAIN BOUNDARY: 2021 (WITH FLOOD ELEVATIONS DETERMINED)
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAIN BOUNDARY: 2021 (WITH NO FLOOD ELEVATIONS DETERMINED)
- SURFACE WATER

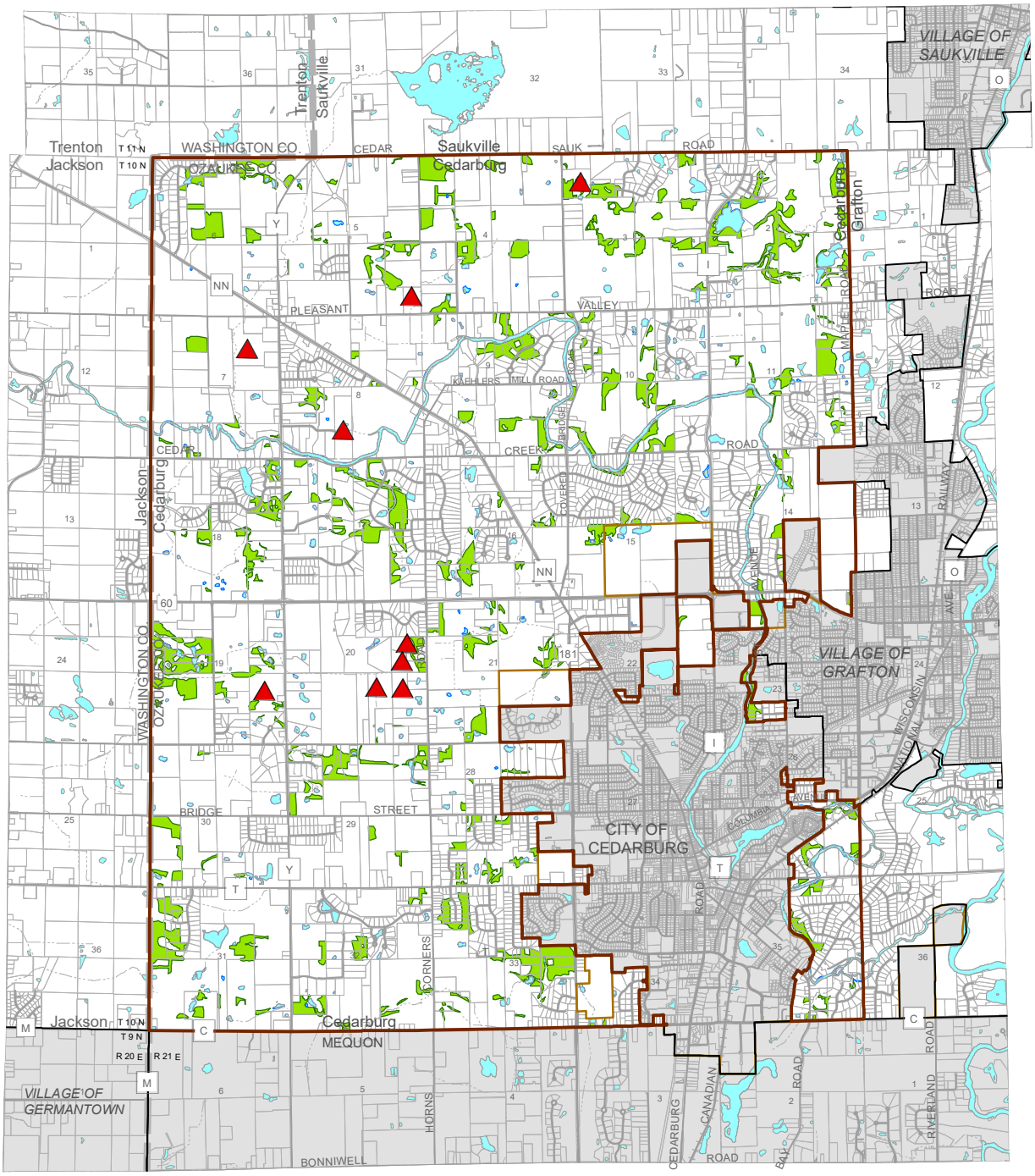
N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: Federal Emergency Management Agency, Ozaukee County, and SEWRPC

Figure 7
Woodlands and Managed Forest Lands in the Town of Cedarburg



TOWN OF CEDARBURG: 2023

INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041

UPLAND WOODLANDS: 2020

LANDS ENROLLED IN THE DEPARTMENT OF NATURAL RESOURCES MANAGED FOREST LAND PROGRAM: 2023

SURFACE WATER

NOTE: Upand woods do not include lowland woods classified as wetlands, such as tamarack swamps. Lowland woods may be enrolled in the Managed Forest Land Program.

N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: Wisconsin Department of Natural Resources and SEWRPC.

Figure 8
Natural Areas and Critical Species Habitat Sites in the Town of Cedarburg

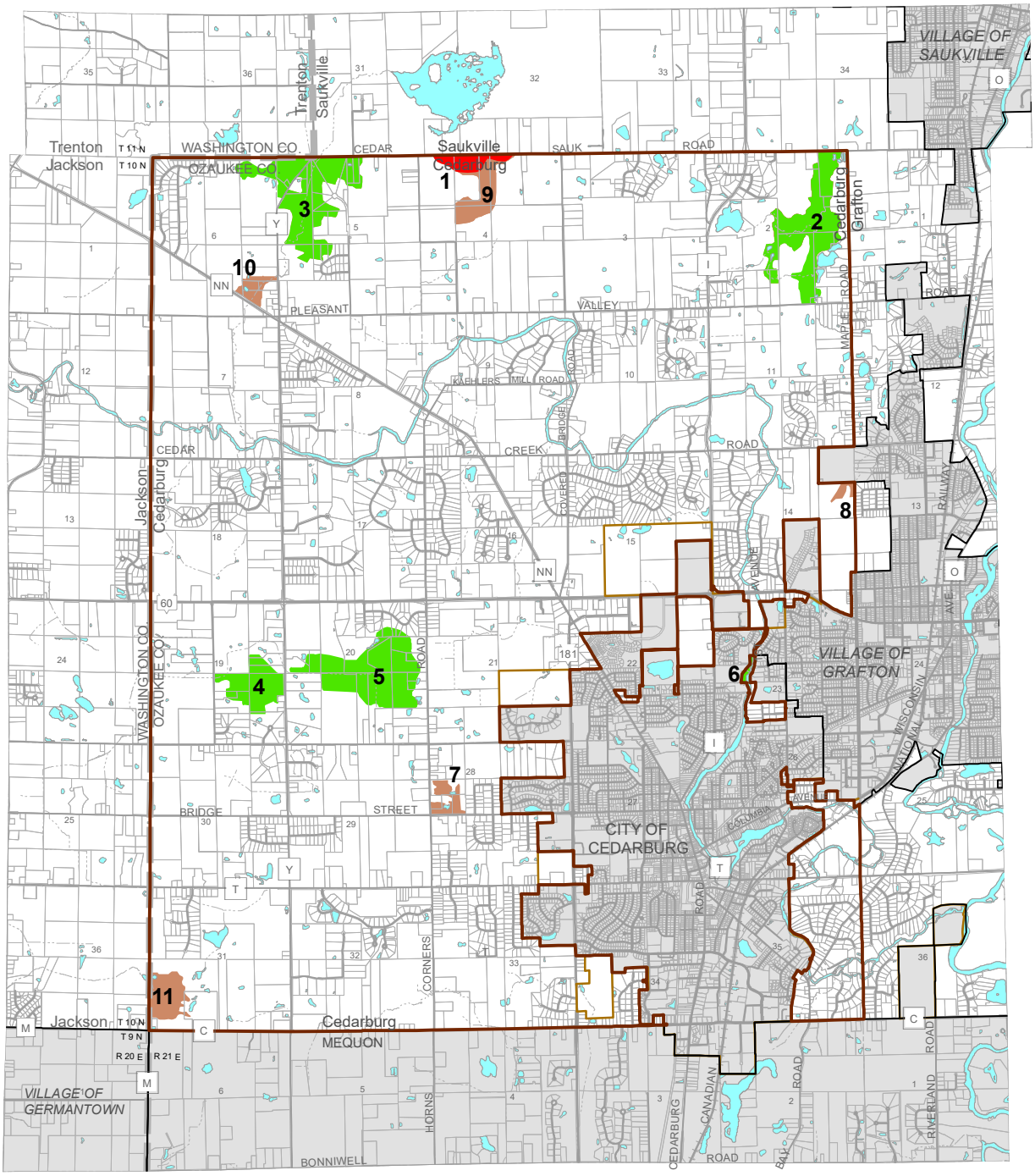
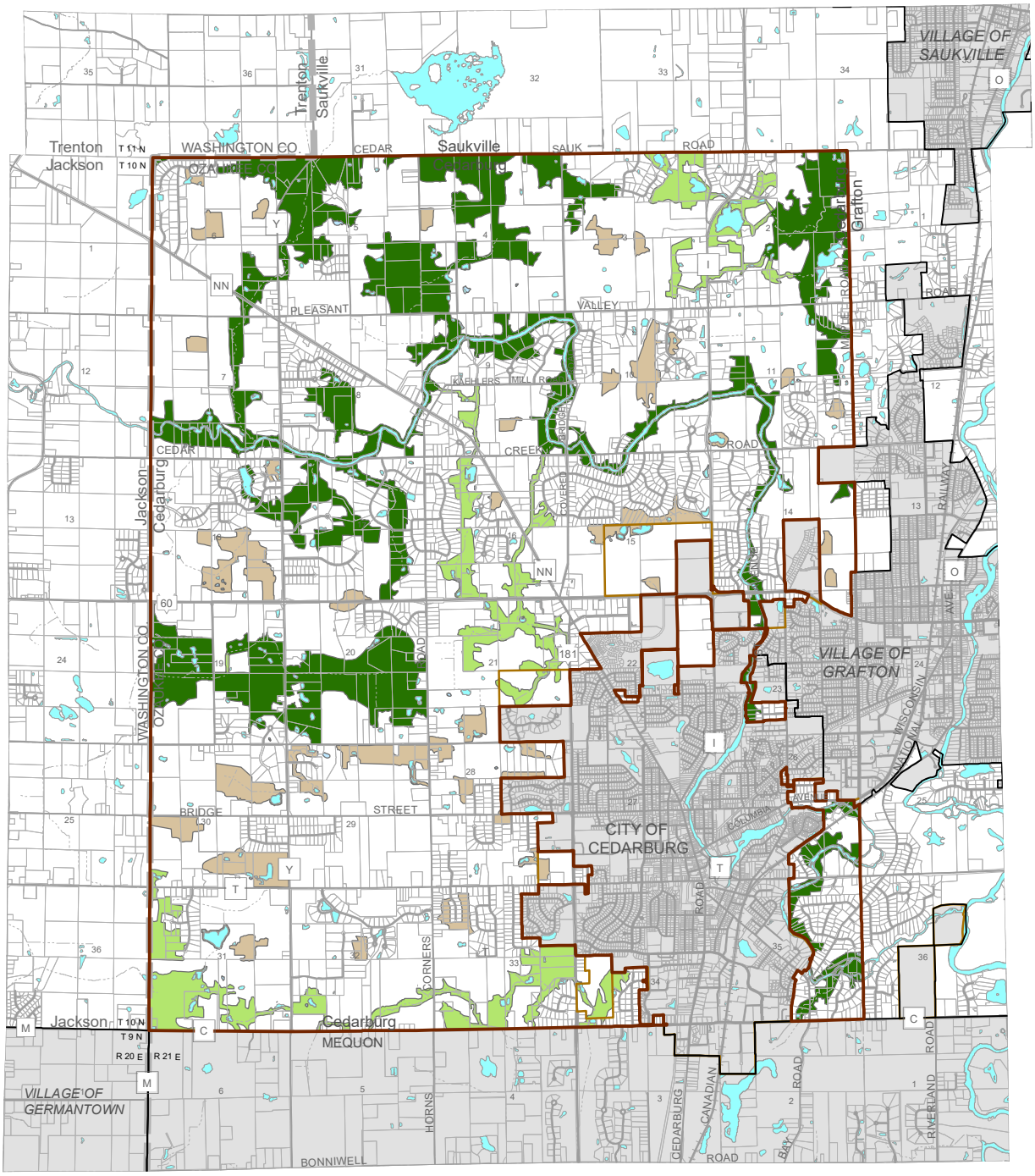


Figure 9
Environmental Corridors and Isolated Natural Resource Areas in the Town of Cedarburg: 2015



TOWN OF CEDARBURG: 2023

INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041

PRIMARY ENVIRONMENTAL CORRIDORS

SECONDARY ENVIRONMENTAL CORRIDORS

ISOLATED NATURAL RESOURCE AREAS

SURFACE WATER

N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: SEWRPC

LAND USE

LAND USE PLANNING IN RELATION TO STATE *STATUTES*

Section 62.23 of the *Wisconsin Statutes* grants cities and villages the authority to prepare and adopt local master plans or plan elements. Section 60.10(2)(c) of the *Statutes* gives towns the authority to prepare and adopt a local master plan under Section 62.23 provided a town adopts village powers and creates a town plan commission. All of the towns in Ozaukee County, including the Town of Cedarburg, have adopted village powers and created a plan commission.

In 1999, the Wisconsin Legislature enacted legislation that greatly expanded the scope and significance of comprehensive plans within the State. The law, often referred to as Wisconsin's "Smart Growth" law, provides a new framework for the development, adoption, and implementation of comprehensive plans by regional planning commissions and by county, city, village, and town units of government. The law, which is set forth in Section 66.1001 of the *Wisconsin Statutes*, requires that the administration of zoning, subdivision, and official mapping ordinances be consistent with a community's adopted comprehensive plan beginning on January 1, 2010.

The Town of Cedarburg adopted a comprehensive plan under Section 66.1001 of the *Wisconsin Statutes* by ordinance on April 2, 2008. The plan was subsequently updated by ordinance on May 2, 2012. The Wisconsin comprehensive planning law requires that comprehensive plans be updated no less than once every 10 years (Section 66.1001(2)(i) of the *Wisconsin Statutes*). Local governments may choose to update the plan more frequently. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the public participation, public hearing, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments and updates.[1]

The Town reviewed the comprehensive plan in 2022 and it was determined that the plan and future land use plan map be updated to include current parcel lines, street rights-of-way, floodplains, and primary environmental corridors; the 20-year boundary agreement with the City of Cedarburg; incorporating existing comprehensive plan amendments; consideration of higher density residential development in select locations within the Town; and possible development of a Town Center within the Five Corners area of the Town. The updated future land use plan map would also reflect recent updates to the Town zoning map. This chapter focuses on updating the Land Use Element for the Town of Cedarburg.

[1] *These requirements were expanded by 2015 Wisconsin Act 391 to require each local government to maintain a list of persons who submit a request to receive notice of any comprehensive plan amendment/update affecting the allowable use of their property and to inform property owners annually that they may add their name to this list. Methods that may be used to provide the annual notice include publishing it as a Class 1 public notice, posting the information on the local government website, or mailing a notice to each property owner within the local government.*

LAND USE PLANNING IN THE REGION

The regional land use plan sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The most recent version of the plan (VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin) was adopted by SEWRPC in July 2016 and updated in 2020 and 2024. The regional land use plan map as it pertains to Ozaukee County is illustrated in Figure 1. The key recommendations of the regional land use plan include:

Environmental Corridors

The regional land use plan recommends minimizing the impacts of new development on environmentally significant lands, and that new urban development should avoid environmentally significant lands, particularly primary environmental corridors. Under the plan, development within primary environmental corridors should be limited to transportation and utility facilities, compatible outdoor recreational facilities, and on a limited basis, rural density housing located at the fringes of upland environmental corridors using cluster development techniques at a maximum density of one dwelling unit per five acres. The plan further recommends the preservation, to the extent practicable, of remaining secondary environmental corridors and isolated natural resource areas, as determined through county and local planning efforts. It should also be noted that certain policies of the Wisconsin Department of Natural Resources (WDNR) and the Department of Safety and Professional Services (DSPS) require that the lowland portions of all environmental corridors be protected during any sanitary sewer extension review process. It should be noted that if any portions of the Town are to be served by public sanitary sewer service that the Town protect those lowland areas to be served.

Urban Development

The regional land use plan encourages urban development only in those areas that are covered by soils suitable for such development, which are not subject to special hazards such as flooding or erosion, and which can be readily provided with basic urban services including public sanitary sewer service.

Prime Agricultural Land

The regional land use plan recommends that prime agricultural land be preserved for long-term agricultural use and not converted to either urban development or to other forms of rural development.

Other Agricultural and Rural-Density Residential Lands

In addition to preserving prime agricultural lands and environmental corridors, the regional land use plan seeks to maintain the rural character of other lands located outside planned urban service areas. The plan encourages continued agricultural and other open space uses in such areas. The plan seeks to limit development in such areas primarily to rural-density residential development, with an overall density of no more than one dwelling unit per five acres. Where rural residential development is accommodated, the regional plan encourages the use of cluster design, with homes grouped together on relatively small lots surrounded by permanently preserved agricultural, recreational, or natural resource areas such as woodlands, wetlands, or prairies sufficient to maintain the maximum recommended density of no more than one home per five acres.

LAND USE PLANNING IN THE TOWN OF CEDARBURG

The purpose of land use planning in the Town of Cedarburg is to provide a layout and description of how the Town is planned to be developed and what types of activities and densities are allowed. This chapter serves as the primary tool for guiding future growth and development in the Town.

The land use element is based on standards that reflect the desires of community residents, committee members, elected officials and proven principles in community development, environmental preservation, and residential development.

As part of the land use element, several factors related to the growth of development will be addressed. These factors are as follows:

- Social factors include those which give or maintain character (i.e. gathering areas, civic identity, and the "rural small town" feeling). The creation of a Town Center will add to the social fabric of the Town.
- Economic factors include the creation of jobs, balance of municipal expenses and revenue, and land value influenced by natural amenities and water quality.
- Physical factors include the actual development of the land (i.e. how it appears and feels, what types of development are allowed, and where development is located).

The land use element cannot be successfully implemented when only looking at the physical attributes of growth. Diverse and healthy communities grow in all three areas and a balance should be achieved to provide a quality environment for its residents. Together, these factors influence one another, the current residents, and the attractiveness for new residents and businesses.

Demand for Development

One method for measuring the demand for development within a community is to examine the amount and price of land being sold. Tables 1 through 3 compare agricultural land sales between Ozaukee County and the remaining Region. Table 1 illustrates agricultural land sales for 2019, Table 2 illustrates agricultural land sales for 2012, and Table 3 illustrates the percent change from 2012 to 2019. The middle columns in each table identify agricultural land that has been converted to other uses for development.

For agricultural land being converted to other uses, there were no transactions in 2012 and 2019. Conversely, the number of transactions for agricultural lands continuing in agricultural use was lower in 2019 than 2012, a decrease of 55%. The total amount of acres remaining in agricultural use from 2012 to 2019 decreased by 58%; however, the average dollar per acre from 2012 to 2019 increased by 70%.

Even though there were no transactions of agricultural lands being diverted to other uses, agricultural land in Ozaukee County continues to be in high demand for development, which can be attributed to the County's close

proximity to the City of Milwaukee and Milwaukee County. Agricultural land proximate to the City is, in general, valued higher for development. The Town of Cedarburg falls within this development scenario.

Land Use Trends

In addition to examining the amount and price of land being sold as a method for measuring the demand for development, as a community, reviewing past land use trends can aid in identifying and planning for the types of uses that are demanded. Table 4 illustrates the land use trends for the Town of Cedarburg from 2000 to 2020.

Table 4 illustrates that the Town of Cedarburg has lost approximately 3,126 acres of agricultural land to other types of uses from 2000 to 2020, or 156.3 acres per year. The primary loss of this land is for residential purposes. In 2020, the primary urban land use within the Town was single-family residential, approximately 3,128 acres (or 74.7%). This was an increase of 14.9% from 2000 (2,723 acres). The remaining urban land uses within the Town were transportation (833 acres or 19.9%); commercial (88 acres or 2.1%), government and institutional (40 acres or 0.9%), recreational (61 acres or 1.5%), and industrial (38 acres or 0.9%). Of the remaining urban land uses, both commercial and recreational uses increased the greatest by percentage from 2000 to 2020.

Even though the amount of agricultural land in the Town has been decreasing over time, agricultural land still plays a significant role in Town's nonurban land uses (5,206 acres or 44.8%). This is a decrease of 37.5% from 2000. Other nonurban land uses in the Town are natural resource areas (4,035 acres or 34.8%, open lands (2,342 acres or 20.2%), and extractive (20 acres or 0.2%); currently, the Town does not have any active quarrying operations. Most of the agricultural lands that were lost between 2010 and 2020 were identified as open lands in 2020 (open lands increased by nearly 1,700 acres in that time period) signifying that those lands that were once farmed have not been farmed in recent years.

Based on the demand for development and review of past land use trends in the Town, it is recommended that the Town focus growth on residential, commercial, and other compatible land uses while preserving the community's natural resource areas, open lands, and agricultural areas (where appropriate).

ZONING DISTRICTS

Figure 2, Table 5, Table 7, and the Town's Land Use Plan Map (Figure 4) are the primary planning tools that the Town of Cedarburg uses when reviewing and approving changes in zoning, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters. These tools can be compared to the existing land uses in the Town (Figure 3). The zoning districts shown on Table 5 reflect the current zoning districts (2024) within the Town and those zoning districts proposed to be added to the Town Zoning Code as part of the Zoning Code update. The Zoning Code update is expected to be completed in early 2025. Upon adoption of the Zoning Code update, the Town is proposing to add four new zoning districts (MU-1, MU-2, MU-3, and I-1) and remove three zoning districts (B-3,

M-2, and M-3). If needed, this Comprehensive plan will be further amended to ensure consistency with the updated Zoning Code and map upon their adoption.

The general intent and purpose of the Town's zoning map is to promote the comfort, health, safety, morals, prosperity, aesthetics, and general welfare of the people of the Town. The zoning map and its regulations will be the basis for creating the Town's land use plan map.

The Town may consider reviewing and making amendments to the zoning code over the life of the comprehensive plan to increase opportunities for the community as a whole to become more sustainable. This can be accomplished by increasing the flexibility of zoning regulations, adding incentives (e.g. density bonuses), and making amendments and additions to the code that support sustainable activities. The term "sustainability" is defined in a number of ways. Efforts to make the zoning code more sustainable would be further clarified as amendments are made.

DEVELOPMENT PROJECTIONS

The actual amount of development that can be anticipated in the Town of Cedarburg over the next 26 years is difficult to predict. Development in Ozaukee County is increasing steadily, and easy accessibility to the highway system makes the Town a desirable place to live.

Residential Development Projections

Table 6 illustrates the potential development of future residences in the Town of Cedarburg based on this comprehensive plan. The Town of Cedarburg has three distinct residential areas (all areas also allow A-1 zoning which allows for residences as an accessory use, also see Table 7 for appropriate zoning uses permitted in each neighborhood or business district in which residential development is allowed): Rural Neighborhood-Countryside; Residential Neighborhood-North are only allowed in Section 14); and Residential Neighborhood-South. The Town also plans for residential development within the Five Corners Business District as part of a mixed-use development or behind the commercial areas as established by zoning.

The housing projections shown in Table 6 provide a snapshot of the number of residential lots that could potentially be created in each zoning district, including lots within the A-1 district. The acreages used for this calculation consist of all the existing agricultural and rural open space lands (2020), as shown in Figure 3, located within the four planned residentially focused future land use categories shown on Figure 4. The acreages exclude those lands that are within the City of Cedarburg's growth area as part of the boundary agreement (Intergovernmental Agreement for Planned and Orderly Growth). Additionally, the number of lots for the Five Corners Business District estimate residential development to account for 66% residential development and 34% being commercial, retail, offices, etc. development.

The total number of lots shown in Table 6 assumes for full buildout of the Town to 2050. The Town understands that this scenario is unlikely to occur based upon historical records for new home building permits that have

averaged about 14.22 permits per year since 2000. Nonetheless, the totals shown in Table 6 provide an estimate of potential residential development for a full build-out scenario.

Commercial Development Projections

The Town has five distinct commercial areas. They are the Five Corners Business District, Columbia Business District, Deckers Corners Business District, Hamilton Historic District, and Horns Corners Business District. See Table 7 for appropriate zoning uses allowed in each business district. There are approximately 281.19 acres planned for commercial use.

In 2006, the Town completed a Master Plan for the Five Corners area. The purpose of the Master Plan was to create a vibrant and pedestrian friendly "town center" featuring mixed-use development and provide a focal point and gathering place for the Town. The Five Corners Master Plan included approximately 457 acres from one-quarter to one-half mile east of the Five Corners intersection (STH 60, Wauwatosa Road, Washington Avenue, and Covered Bridge Road) west to Horns Corners Road and one-quarter to one-half mile north and south of STH 60 (see Figure 2 in the Economic Development chapter). The Master Plan is likely to be updated within a five-year timeframe.

Commercial uses within the Columbia, Deckers Corners, Hamilton, and Horns Corners Districts are primarily neighborhood-like business areas that will serve the surrounding population and will primarily consist of uses associated with the Town's B-1 and B-2 zoning districts. Commercial uses with the Five Corners Business District will consist of mixed-use development with a combination of commercial, retail, recreation, and professional office uses on the north and south sides and within 400 feet of STH 60 (expanding to within 650 feet east of Covered Bridge Road on the north side of STH 60), and also include those existing parcels adjacent to Washington Avenue on the south side of STH 60. Residential uses may be mixed with commercial uses as part of the same building with commercial uses on the ground floor and residential uses on the upper floors.

It is realistic to assume that the actual build-out will be based on the time frame of infrastructure improvements including municipal sewer and water, market trends, and absorption rates within the County and Town.

Industrial Development Projections

Currently, the Town has two industrial zoning districts (M-1 and M-2). There are approximately 74.66 acres planned for manufacturing, warehousing, and other industrial uses. The only area planned for industrial uses within the Town is the existing industrial area along Sycamore Drive south of STH 60 and east of Washington Avenue, which is also part of the planned Five Corners Business District. Any new industrial development within the Town is planned to be primarily in this area and any redevelopment in this area is envisioned to be for industrial or associated uses.

Agricultural Development Projections

In 2000, the Town of Cedarburg had approximately 8,332 acres of agricultural land (A-1 and A-2). In 2020, the amount of agricultural land had decreased to 5,206 acres. This is a loss of approximately 3,126 acres of

agricultural land over a 20-year period, or 625 acres every 5 years. As stated earlier in this chapter, the loss of agricultural land can be attributed to the increase in demand for residential development, the attractive rural character of the Town, the close proximity to a highway system, and the Town's proximity to the City of Milwaukee and Milwaukee County.

LAND USE PLAN

Structure of the Land Use Plan

The Town of Cedarburg Land Use Plan consists of two maps, a table, and the following text that are collectively referred to as the "Land Use Plan":

- Land Use Plan Text
- Land Use Plan Map (Figure 4)
- Land Use Plan Table (Table 7)
- Existing Zoning Classifications Map (Figure 2)

Amending the Land Use Plan

The Land Use Plan should be reviewed and amended periodically. Suggestions for amendments may be brought forward by Town staff, officials, and residents, and should be consistent with the overall vision of the plan. Proposed amendments could originate in any of the following ways:

a) Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps. Such amendments would be drafted by Town staff, a consulting planner, or Southeastern Wisconsin Regional Planning Commission staff.
b) Amendments proposed as a result of discussion with officials and citizens.
c) Amendments proposed as a result of recommendations discussed during a Town planning process.

When a change is proposed, it should follow this general procedure:

- Recommendation by the Plan Commission to conduct a review process for the proposed amendment.
- Facilitation of public hearings as required by applicable *Wisconsin Statute* and/or ordinance.
- Recommendation from the Plan Commission to the Town Board.
- Consideration and decision by Town Board.

Using the Land Use Plan

The Land Use Plan should be used when reviewing and approving changes in zoning, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters. In all cases, consistency with the Land Use Plan should be a primary determinant of the recommendations and decisions made by the Town:

Step 1: determine the status of the property in question in terms of zoning, use, and land division. Does the proposal actually require a change in (1) zoning, (2) use of the land, or (3) land division? If none of these three items are being changed, then the proposal is considered consistent with the Land Use Plan. If, however, the proposal requests a change in zoning, use, or land division, all aspects of the Land Use Plan are applicable.

Step 2: assuming there is a change in zoning, use, or land division, the next step is identifying the critical land use issues. This type of proposal must be understood in terms of the maps and table that are collectively referred to as the Land Use Plan. The proposal should be geographically located on the Existing Zoning Classifications Map, Land Use Plan Map, and Land Use Plan Chart. The relevant issues should be identified.

Step 3: reference the Town's Code for regulations and policies (i.e. density, minimum lot size, common open space requirements, etc.) in regard to zoning (Chapter 320), use, and land division (Chapter 184).

Step 4: review the overall development process and determine what other regulations and policies need to be considered in addition to the land use. The process for reviewing development proposals includes many regulatory and procedural steps that go beyond land use. For example, regulations for wetlands (WDNR), shoreland and floodplain regulations (Ozaukee County), regulations for road design and access (Ozaukee County and WisDOT), drainage policies, sewer and sanitation policies, subdivision regulations, etc. These regulations and policy issues should be noted early in the process to avoid major misunderstandings regarding conformance to the Land Use Plan.

LAND USE PLAN MAP

The Land Use Plan Map identifies neighborhoods and districts within the Town. The following descriptive standards for each neighborhood and district are based on goals, objectives, and policies from all the elements of this Comprehensive Plan. These neighborhoods and districts are larger-scale designations of intended development character. Within each neighborhood and district certain individual zoning classifications are allowed and are listed below within each description.

The Land Use Plan Map (Figure 4) illustrates the boundaries of the following neighborhoods and districts.

1) NEIGHBORHOODS

There are three distinct designated Neighborhoods identified in the Town of Cedarburg. The three Neighborhoods are identified by geographic location, character and long-term vision, and development pressures.

The Neighborhoods are:

- Rural Neighborhood-Countryside

- Residential Neighborhood-North
- Residential Neighborhood-South

Rural Neighborhood-Countryside

The Town of Cedarburg prides itself on conserving and enhancing a large portion of its land area in a natural, rural, countryside character. This area includes cultivated fields, large estates, and several significant environmental corridors and environmentally sensitive areas (i.e. wetlands, woodlands, wildlife habitat). This area has scenic views across large open spaces and provides an irreplaceable cultural character that defines the Town of Cedarburg as a historically agricultural and rural community.

The Rural Neighborhood-Countryside is intended to minimize residential density and maximize the preservation of open space that directly enhances the countryside character and environmental amenities of the area which will be critical in maintaining the social and economic value of the Town.

As new development occurs within the Rural Neighborhood-Countryside, the value of environmental preservation will increase and, on occasion, become more difficult. Typically, rural areas like this are subject to major economic and public pressures for development. Once such areas are developed it is almost impossible to reverse the process. Consequently, the preservation of environmental resources in this Neighborhood should be given the highest priority.

Typical zoning classifications allowed in the Rural Neighborhood-Countryside are:

- A-1 Agricultural District
- A-2 Prime Agricultural District
- E-1 Estate District
- CR-A Countryside Residential A
- CR-B Countryside Residential B
- M-3 Quarrying District (through the use of a CUP)
- C-1 Conservancy District
- P-1 Public & Private Park District

Note: The M-3 Zoning District is planned to be removed from the Town Zoning Code when the Zoning Code is updated and completed in early 2025.

Residential Neighborhood-North

The Residential Neighborhood-North is located north of STH 60 and mostly adjacent to the Five Corners Business District and the Village of Grafton. Most of the Neighborhood is developed and the densities are established, however, several parcels still remain undeveloped.

The Residential Neighborhood-North is intended to allow higher density residential development than the Rural Neighborhood-Countryside.

Where appropriate, a transition (density and preservation of open space) between the Residential Neighborhood-North and Rural Neighborhood-Countryside is critical. Where these two Neighborhoods meet, it is recommended that the Town of Cedarburg promote the use of Countryside and Transitional Residential policies.

Typical zoning classifications allowed in the Residential Neighborhood-North are:

- TR Transition Residential
- TR-2 Transition Residential
- E-1 Estate District
- CR-A Countryside Residential A
- CR-B Countryside Residential B
- C-1 Conservancy District
- P-1 Public & Private Park District
- A-1 Agricultural District
- A-2 Prime Agricultural District

For those U.S. Public Land Survey Sections within close proximity to the Village of Grafton, Sections 11 and 14 of the Town of Cedarburg, the Town may permit higher-density residential development. The Town would permit the typical zoning classifications associated with the Residential Neighborhood-North land use to those undeveloped parcels (parcels not consisting of an existing residential subdivision) within the entirety of U.S. Public Land Survey Sections 11 and 14, however, the Town may also permit densities associated with the R-1, R-2, and R-3 zoning classifications to those undeveloped parcels within the entirety of Section 14.

Residential Neighborhood-South

The Residential Neighborhood-South is south of STH 60 and surrounds the City of Cedarburg's municipal limits on the west, north, and east. Most of the Neighborhood is developed and the densities are established, however, several parcels still remain undeveloped.

The Residential Neighborhood-South, at the discretion of the Town, is intended to allow higher density residential development through the use of the Town's Planned Unit Development ordinance or major land division plat or Certified Survey Map (CSM) as an incentive to minimize the loss of land in the Town by allowing for R-1, R-2, and R-3 zoning classifications. The result of this would be a transition from more dense style City development to the more rural style development style of Rural Neighborhood-Countryside.

Typical zoning classifications allowed in the Residential Neighborhood-South are:

- R-1 Single-Family Residential District

- R-2 Single-Family Residential District
- R-3 Single-Family Residential District
- TR Transition Residential
- TR-2 Transition Residential
- E-1 Estate District
- CR-A Countryside Residential A
- CR-B Countryside Residential B
- C-1 Conservancy District
- P-1 Public & Private Park District
- A-1 Agricultural District
- A-2 Prime Agricultural District

2) DISTRICTS

There are five distinct designated Districts identified in the Town of Cedarburg.

The Districts are:

- Business District-Deckers Corners
- Business District-Horns Corners
- Business District-Five Corners
- Business District-Columbia
- Historic District-Hamilton

While some communities have a single downtown, other communities have developed historically with multiple centers, each serving different areas and neighborhoods. This is particularly appropriate for the Town of Cedarburg, which lies at the crossroads of many traffic patterns with diverse history of residential development. These Districts are intended to be pedestrian-friendly, socially active developments that include not only shops, but also offices, residences, active streets, public places, and other amenities intended to serve Town residents and businesses.

Business District-Deckers Corners and Horns Corners

These districts have the potential to become "small-scale" neighborhood business districts that serve the surrounding population. While these Districts would be smaller in scale than the Five Corners area, future development in these areas should adhere to the general site, landscape, and architectural guidelines established in the Five Corners Master Plan and codified design standards.

Within these business districts, a substantial landscape edge should be required between non-compatible uses (commercial adjacent to residential) where appropriate. At the Town's discretion, developments 5,000 square feet and less (ground floor footprint) may be permitted with no PUD required; developments greater than 5,000

square feet and 30,000 square feet and less may be permitted through the use of a PUD; and developments greater than 30,000 square feet are not permitted.

Typical zoning classifications allowed in these Districts are:

- B-1 Neighborhood Business District
- B-2 Planned Business District
- B-3 Business District
- C-1 Conservancy District
- P-1 Public & Private Park District
- A-1 Agricultural District
- A-2 Prime Agricultural District

Note: The B-3 Zoning District is planned to be removed from the Town Zoning Code when the Zoning Code is updated and completed in early 2025.

Business District-Five Corners

As traffic continues to increase in the Five Corners area, new opportunities will evolve for increased development. This District is planned and designed as a major Town Center in the manner of a traditional mixed-use area. Planned development uses within this District will vary depending on the location of the development within the District. A mixed-use development, with a combination of commercial, retail, recreation and related uses, professional office, and residential options, is planned for the District on the north side and within 400 feet of STH 60 (expanding to within 650 feet east of Covered Bridge Road on the north side of STH 60) and those existing parcels adjacent to Washington Avenue on the south side of STH 60. Residential uses within the District may be mixed with other urban uses as part of the same building, on the upper floors of the building, and single-family residences behind the established setback areas, with a minimum of one-acre lots, may be developed beyond 400 feet from and the north side STH 60 (expanding to within 650 feet east of Covered Bridge Road on the north side of STH 60). A mixed-use development is also planned for the District on the south side of STH 60; however, the development of single-family residences is not permitted. Also, on the south side of STH 60, lands associated with the former landfill and an adjacent 40-acre parcel within the District are planned for recreational uses with other complimentary uses (lodging, restaurants, medical clinics, etc.) creating a regional destination building off of the Korb Sports Complex and adjacent indoor recreation facility and medical uses. The existing industrial area along Sycamore Drive on the south side of STH 60 is planned to remain in industrial use. The layout of the entire District should follow the general principles established by the Five Corners Master Plan, or such revised plan as approved by the Plan Commission and Town Board if a proposed development is agreed upon ahead of a Five Corners Master Plan update.

At the Town's discretion, developments greater than 30,000 square feet (ground floor footprint) may be permitted through the use of a General Development Plan. Properties in Business District-Five Corners may be subject to the Town Center Overlay Zoning District.

Typical zoning classifications allowed in the Business District-Five Corners are:

- R-1 Single-Family Residential District
- R-2 Single-Family Residential District
- R-3 Single-Family Residential District
- B-1 Neighborhood Business District
- B-2 Planned Business District
- B-3 Business District
- TCOD Town Center Overlay District
- MU-1 Mixed Use District
- MU-2 Mixed Use District
- MU-3 Mixed Use District
- I-1 Institutional District
- M-1 Industrial District (through the use of a GDP)
- M-2 Planned Industrial (through the use of a GDP)
- C-1 Conservancy District
- P-1 Public & Private Park District
- A-1 Agricultural District
- A-2 Prime Agricultural District

Note: The B-3 and M-2 Zoning Districts are planned to be removed from the Town Zoning Code when the Zoning Code is updated and completed in early 2025.

Business District-Columbia

This district has the potential to become a "small-scale" neighborhood business district that serves the surrounding population. While this District would be smaller in scale than the Five Corners area, future development in this area should adhere to the general site, landscape, and architectural guidelines established in the Five Corners Master Plan and codified design standards.

Within this business district, a substantial landscape edge should be required between non-compatible uses (commercial adjacent to residential) where appropriate. At the Town's discretion, developments 5,000 square feet and less (ground floor footprint) may be permitted with no PUD required; developments greater than 5,000 square feet and 30,000 square feet and less may be permitted through the use of a PUD; and developments greater than 30,000 square feet are not permitted.

Typical zoning classifications allowed in these Districts are:

- TR Transitional Residential District
- TR-2 Transitional Residential District
- CR-A Countryside Residential A

- CR-B Countryside Residential B
- B-1 Neighborhood Business District
- B-2 Planned Business District
- B-3 Business District
- C-1 Conservancy District
- P-1 Public & Private Park District

Note: The B-3 Zoning District is planned to be removed from the Town Zoning Code when the Zoning Code is updated and completed in early 2025.

Historic District-Hamilton

This district has the potential to become a "small-scale" neighborhood district that serves the surrounding population. While this District would be smaller in scale than the Five Corners area, future development in this area should adhere to the general site, landscape, and architectural guidelines established in the Five Corners Master Plan and codified design standards. The applicant may be encouraged to follow historic preservation guidelines as established by the Town and must obtain Landmarks Commission approval before building permits are issued.

Within this district, a substantial landscape edge should be required between non-compatible uses (commercial adjacent to residential) where appropriate. At the Town's discretion, developments 30,000 square feet and less may be permitted through the use of a PUD, while developments greater than 30,000 square feet are not permitted.

Typical zoning classifications allowed in Historic District-Hamilton are:

- TR Transitional Residential District
- TR-2 Transitional Residential District
- E-1 Estate District
- CR-A Countryside Residential A
- CR-B Countryside Residential B
- B-1 Neighborhood Business District
- B-2 Planned Business District
- B-3 Business District
- C-1 Conservancy District
- P-1 Public & Private Park District
- A-1 Agricultural District

Note: The B-3 Zoning District is planned to be removed from the Town Zoning Code when the Zoning Code is updated and completed in early 2025.

Urban Reserve (Overlay)

It is envisioned that urban development may continue to occur on an incremental basis along STH 60, primarily west of the planned Five Corners Business District. It is understood that lands located within the Urban Reserve (Overly) area are not being discouraged from or pressured to be developed and property owners are able to develop their land for urban purposes sometime in the future in accordance with this Plan and in accordance with all applicable Ordinances and regulations. Therefore, lands located within the Urban Reserve (Overlay) area in Figure 4 may still be zoned agricultural and used for agricultural purposes or zoned residential in areas to be developed or redeveloped for urban uses. Rezonings that would accommodate residential, commercial, and other urban uses can be undertaken when a property owner submits a request that specifies a proposed use of the property that is consistent with the comprehensive plan and other applicable ordinance requirements contingent on the availability of utilities and services. Furthermore, lands located within the Urban Reserve (Overlay) in Figure 4 should be viewed as being available for urban development after most of the Five Corners Business District is developed.

The Urban Reserve (Overlay) area is considered to be an expansion of and compliment to the Five Corners Business District and any development planned for the Urban Reserve (Overlay) area should be consistent with the uses permitted in the Five Corners Business District. Planned development in the Urban Reserve (Overlay) area is expected to occur within 650 feet on both the north and south sides of STH 60 primarily west of the Five Corners Business District. It is also envisioned that development in the Urban Reserve (Overlay) area would occur in an orderly manner westward from the planned Five Corners Business District, however, any impending development proposals along STH 60 (should include a General Development Plan) not occurring in an orderly manner will be evaluated by the Town Board on a case-by-case basis. Once the Urban Reserve Overlay area is planned to be developed, the Town should amend the Future Land Use Plan map and designate a new planned land use category for that area.

Primary Environmental Corridor (Overlay)

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin is the identification and delineation of areas in which concentrations of the best remaining elements of the natural resource base occur. Under the regional planning program, seven elements of the natural resource base have been considered essential to the maintenance of the ecological balance, natural beauty, and overall quality of life: 1) lakes, rivers, and streams, and their associated riparian buffers and floodlands; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high-relief topography. In addition, certain other elements, although not part of the natural resource base, are a determining factor in identifying and delineating areas with recreational, aesthetic, ecological, and cultural value. These five additional elements are: 1) existing park and open space sites; 2) potential park and open space sites; 3) historic sites; 4) scenic areas and vistas; and 5) natural areas and critical species habitat sites.

Primary environmental corridors typically include a variety of the 12 natural resource and resource-related elements listed above and are at least 400 acres in size, two miles in length, and 200 feet in width. Preserving primary environmental corridors in essentially natural, open uses, yields many benefits, including recharge and

discharge of groundwater; maintenance of surface and groundwater quality; attenuation of flood flows and stages; maintenance of base flows of streams and watercourses; reduction of soil erosion; abatement of air and noise pollution; provision of wildlife habitat; protection of plant and animal diversity; protection of rare and endangered species; maintenance of scenic beauty; and provision of opportunities for recreational, educational, and scientific pursuits. As shown in Figure 4, primary environmental corridors in the Town are primarily located along Cedar Creek and in the northern and western portions of the Town. The primary environmental corridors shown in Figure 4 are comparable to the Town's C-1 Conservancy Zoning District. It should be noted that the Town's mapped C-1 Conservancy Zoning District also includes areas of wetlands and floodplains that are located outside the primary environmental corridor.

This plan recommends that all primary environmental corridors within the Town be preserved to the extent practicable and that urban development be located entirely outside of primary environmental corridors. While calling for preservation of primary environmental corridors, this plan recognizes that in some cases very low-density residential development (at an overall density of one dwelling unit per five acres) could occur on the upland portion of such lands (that is, outside surface water and wetlands) and outside areas of steep slopes (slopes of 12 percent or greater). In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within primary environmental corridors without jeopardizing their overall integrity.

LAND USE PLAN TABLE

The neighborhoods and districts as identified by the Land Use Plan Map shall be used in reviewing and approving changes in zoning, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.

In all areas, the Land Use Plan shall allow for the continuation of existing land uses on existing lots and parcels that match the existing zoning at the time of adoption except otherwise restricted by Town ordinance or applicable law. Proposed land uses that do not match the zoning at the time of adoption, or require a land division, are not recommended by the Land Use Plan unless they are included in Table 7 of recommended land uses.

DEVELOPMENT GUIDELINES AND STANDARDS

Development guidelines were created as part of the Five Corners Master Plan. The guidelines contain regulations for site and building design for all properties contained within the Town Center boundary, as well as additional guidelines for the Main Street Sub-Area. These guidelines were customized to ensure the desired character and quality was achieved for the distinct areas within the Five Corners Business District.

The Town adopted separate Design Guidelines and Standards in 2014 via an ordinance that were incorporated into the Town Code. It is envisioned that the Town continue to maintain and potentially update design guidelines

and standards as the Five Corners area develops to remain current with market trends and the vision for the Town as set out by the Plan Commission and Town Board.

LAND USE CONDITIONS

In addition to the Land Use Plan, the "Natural Conditions that may Limit Building Site Development" and "Other Environmentally Sensitive Lands" maps are two integral components to the Town's Land Use element. These maps are for informational purposes and are not regulatory maps; however, they should be utilized in coordination with the Land Use Plan when reviewing and approving changes in zoning, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters. A primary use of these maps shall be for the development of stewardship plans or preservation of environmental corridors or other environmentally sensitive areas.

Natural Conditions that May Limit Building Site Development

Figure 5 identifies natural features that may limit potential building site development. The natural features identified on Figure 5 are as follows:

- 100-Year Recurrence Interval Floodplain and Floodway
- Hydric Soils
- Nonmetallic Mining Sites (existing)
- Surface Water
- Wetlands

Other Environmentally Sensitive Areas

Figure 6 identifies natural features that should be protected, buffered, or incorporated as an open space amenity as future development occurs. The natural features identified on Figure 6 are as follows:

- Primary Environmental Corridors
- Secondary Environmental Corridors
- Isolated Natural Resources
- Natural Areas
- Critical Species Habitat Sites
- Woodlands

POTENTIAL LAND USE PLAN CONFLICTS

An important issue when developing the Town's Land Use Plan is the potential for conflicts with the plans of surrounding incorporated areas. This is complicated by the following policies:

- Villages and cities are allowed to develop plans for the areas outside their corporate boundaries which will include land in the Town of Cedarburg. The City of Cedarburg has waived extraterritorial zoning and plat review as part of the 20-year boundary agreement with the Town for the duration of the agreement.
- Ozaukee County is obligated to include the comprehensive plans of villages and cities within the County Plan regardless of whether or not such plans conflict with town plans. This includes the land use plan maps for the areas within City and Village municipal boundaries.
- As the Town adopted a Comprehensive Plan before January 1, 2010, State *Statutes* require land use decisions to be consistent with the comprehensive plan after January 1, 2010.
- The County could be in a position in reviewing a land use decision in the Town of Cedarburg that was consistent with the Town's Plan but inconsistent with the extraterritorial plans adopted by surrounding incorporated areas (i.e. Village of Grafton, City of Mequon, and Village of Saukville).
- The areas that may be subject to such extraterritorial plans are shown in Figure 7.
- Consistency of Town plans with comprehensive plans may also be considered as a basis for reviewing zoning decisions and plat decisions.

The "Consistency" Requirement

Another area of potential land use plan conflict may occur in regard to implementation of the comprehensive planning law's consistency requirement. As set forth in Wisconsin State Statute 66.1001(3) "Consistent with" means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan. As the Town has adopted a comprehensive plan, any of the following ordinances listed in Section 66.1001(3)(g-q) enacted or amended on or after January 1, 2010, shall be consistent with the comprehensive plan: official mapping ordinances; local subdivision ordinances; county zoning ordinances; city or village zoning ordinances; town zoning ordinances; or shoreland or wetlands in shoreland zoning ordinances. Refer to s. 66.1001 for current language.

The specific issue of conflicts with regard to extraterritorial plat review deserves special consideration. For example, when a village exercises its authority for extraterritorial plat review, it is looking at the plat, not the land use. In such a context, the question of whether or not a plat is consistent with the land use plan may be a moot issue—that is, the plat and the land use are separate issues.

Land Use Conflicts and Multi-Jurisdictional Plans

Current discussions of planning conflicts tend to focus on the relationship between incorporated areas and towns. However, there are many other types of planning and land use conflicts. Many of these conflicts are resolved through regulations and operational policies. The point, however, is that there are numerous conflicts in planning and land uses that occur throughout government operations. This is also true, for example, in planning for environmental preservation, wetlands, water use, historic preservation, and many other fields. The presence of such conflicts is routine, and plans do not necessarily resolve all of these conflicts. Often, the solution is simply identifying the conflicts, defining the key issues, and suggesting procedures for minimizing or resolving conflicts. This approach could, for example, be recommended by the Town to be incorporated by the County in its comprehensive plan.

Land Use Conflicts are Legitimate and Appropriate Components of Plans

Land use and planning conflicts are not, by definition, inappropriate. Perhaps the simplest example is the concept of "mixed-use". Most planning literature today defines mixed-use as a legitimate and desirable type of land use. However, a few decades ago mixed uses were considered rare and potentially threatening to property values. Mixed use by definition embodies the potential for multiple futures and alternatives. The same is true for different land use alternatives. It is reasonable to assert, from a planning perspective, that some areas or districts might be most appropriately planned with multiple futures. In fact, it could be argued that plans which define categorically only one appropriate future for an area may be misleading. In addition, most plans have provisions for amendments that are exercised with some frequency. This implies that land use alternatives are dynamic and that plans are being changed constantly. It is reasonable to accept the idea that land use plans with conflicting contents may both have some legitimacy.

Resolution of Alternative Planning Futures

For the Town of Cedarburg, the following policies should be considered for resolving different land use proposals from neighboring municipalities and from the County:

- Identify clearly that the presence of land use options is legitimate and desirable.
- Recognize that the Town's image of its future is legitimate regardless of whether it does not match the image of a neighboring municipality.
- Indicate that there are many ways to meet the criterion for "consistency" if and when such a criterion is actually imposed.
- Seek out municipal boundary agreements where they are possible.
- Suggest other ways of collaborative planning with adjacent communities and the County.

LAND USE

GOALS, OBJECTIVES, AND POLICIES

GOAL #1

Preserve the rural character to the greatest extent possible while planning for new development that minimizes the visual impact and site disturbance of new residential development by managing conflicts between Land Use Districts.

OBJECTIVE

Locate land uses in appropriate areas (i.e. commercial and industrial uses should be located in close proximity to the highway system; residential areas should be located in rural/scenic areas while preserving the natural environment) and at appropriate densities.

POLICIES

Construction of new roads should respect existing contours and meander around existing large trees (drip line).

Disturbance resulting from the construction of roads, basins, and other improvements should be kept at a minimum.

Disturbance on individual lots should be limited when open space easements are used.

Locate homesites that are part of a subdivision plat, when possible, adjacent to tree lines and wooded field edges, rather than isolated in the middle of open-view areas.

Work to preserve, as part of a subdivision plat, existing trees and prohibit structures on lots with wooded slopes within primary environmental corridors as shown on the Planned Land Use Map (Figure 4).

Work to preserve, as part of a subdivision plat, when possible, existing agricultural features and structures such as barns, silos, stone rows, and tree lines.

Promote the use of existing farm roads into the design of proposed subdivisions.

Utilize the descriptions of each Land Use Plan District and the development guidelines as a basis for land use decision making when reviewing development proposals.

GOAL #2

Work to protect and enhance the environmental assets of the Town.

OBJECTIVE

Work to preserve and maintain significant cultural features, natural areas, and primary environmental corridors.

POLICIES

Encourage the use of residential districts that require common open space where appropriate to preserve rural character and foster unique subdivision design.

Consider requiring landscape buffers for new residential development in addition to or as an alternative to common open space to retain rural character.

Consider interconnected trail networks that will allow for exercise and movement among and between new developments, including any trails directly connecting to the Ozaukee Interurban Trail through the Town.

Preserve critical species habitats for wildlife to move throughout the area.

Encourage and possibly require the clustering of lots in order to yield open space that can remain in active agricultural use.

Consider establishing and reviewing amendments and additions to the zoning code to increase opportunities for the community as a whole to become more sustainable.

GOAL #3

Enhance the aesthetics of future development through the diversification of building types.

OBJECTIVE

Provide a variety of housing within the Town that will have a range in style, density, and price in order to meet the needs of residents differing in age, income, and lifestyle.

POLICIES

Continue to apply the shared driveways ordinance to encourage infill development. Consider increasing the number of lots that can be served by a shared driveway to reduce long-term maintenance costs to the Town and allow the owners to maintain the shared driveway to their standard.

Identify areas appropriate for the establishment of a senior care facility or retirement community in the Town, while considering the sewer/water and public safety required to service the facility(ies).

GOAL #4

Be aware of potential future annexations.

OBJECTIVE

Locate appropriate land use along municipal boundaries that will limit the loss of the Town land base through annexations.

POLICIES

Allow for smaller lot sizes (such as R and TR zoning) and PUDs to encourage complementary developments that are near the City of Cedarburg and Village of Grafton as noted on the Planned Land Use Map and Zoning Code.

Implement the Five Corners Master Plan and revise as needed.

Worldox #264578-7 – Town of Cedarburg CPU: Chapter 6 Text
110-1257
JED/BRM/RLR/mid
08/26/24; 08/22/24; 08/06/24; 07/22/24; 07/18/24; 07/08/2024; 07/03/2024; 06/11/2024

TABLE 1: Agricultural Land Sales - Land with and without Buildings and Improvements (2019)

	Ag. Land Continuing in Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
County	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
Ozaukee	**10**	**590**	**$10,693**	**0**	**0**	**$0**	**10**	**590**	**$10,693**
Kenosha	11	447	$9,066	0	0	$0	11	447	$9,066
Milwaukee	0	0	$0	0	0	$0	0	0	$0
Racine	19	903	$10,379	1	30	$5,803	20	933	$10,232
Walworth	37	2,805	$9,380	1	132	$9,155	38	2,937	$9,370
Washington	13	501	$11,273	0	0	$0	13	501	$11,273
Waukesha	9	244	$13,889	0	0	$0	9	244	$13,889
Southeastern District	**99**	**5,490**	**$–[a]**	**2**	**162**	**$–[a]**	**101**	**5,652**	**$–[a]**

[a] Data is no longer available. Data was last provided in 2016.

Source: Wisconsin Agricultural Statistics Service

TABLE 2: Agricultural Land Sales - Land with and without Buildings and Improvements (2012)

	Ag. Land Continuing in Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
County	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
Ozaukee	**22**	**1,415**	**$6,297**	**0**	**0**	**$0**	**22**	**1,415**	**$6,297**
Kenosha	16	1,209	$5,997	0	0	$0	16	1,209	$5,997
Milwaukee	0	0	$0	0	0	$0	0	0	$0
Racine	28	1,327	$7,011	0	0	$0	28	1,327	$7,011
Walworth	38	2,673	$7,733	3	105	$8,062	41	2,778	$7,746
Washington	10	963	$9,216	2	29	$6,255	12	992	$9,129
Waukesha	8	320	$10,056	0	0	$0	8	320	$10,056
Southeastern District	**122**	**7,907**	**$7,364**	**5**	**134**	**$7,671**	**127**	**8,041**	**$7,369**

Source: Wisconsin Agricultural Statistics Service

TABLE 3: Agricultural Land Sales - Land with and without Buildings and Improvements (Change 2012-2019)

	Ag. Land Continuing in Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
County	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
Ozaukee	**-55%**	**-58%**	**70%**	**0%**	**0%**	**0%**	**-55%**	**-58%**	**70%**
Kenosha	-31%	-63%	51%	0%	0%	0%	-31%	-63%	51%
Milwaukee	0%	0%	0%	0%	0%	0%	0%	0%	0%
Racine	-32%	-32%	48%	0%	0%	0%	-29%	-30%	46%
Walworth	-3%	5%	21%	-67%	26%	14%	-7%	6%	21%
Washington	30%	-48%	22%	-100%	-100%	-100%	8%	-49%	23%
Waukesha	13%	-24%	38%	0%	0%	0%	13%	-24%	38%
Southeastern District	**-19%**	**-31%**	**–[a]**	**-60%**	**21%**	**–[a]**	**-20%**	**-30%**	**–[a]**

[a]Data was not available for 2019 to determine the percentage.

Source: Wisconsin Agricultural Statistics Service

TABLE 4: Land Use Trends (2000-2020)

	Town of Cedarburg									Ozaukee County		
	2000			2010			2020			2020		
	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area
Residential	2,724	72.6%	16.4%	2,930	73.6%	18.4%	3,129	74.7%	19.8%	21,381	55.7%	14.2%
Single Family	2,723	72.6%	16.4%	2,929	73.6%	18.4%	3,128	74.7%	19.8%	20,108	52.4%	13.3%
Two Family	1	0.0%	0.0%	1	0.0%	0.0%	1	0.0%	0.0%	581	1.5%	0.4%
Multi Family	0	0.0%	0.0%	0	0.0%	0.0%	0	0.0%	0.0%	683	1.8%	0.5%
Mobile Home	0	0.0%	0.0%	0	0.0%	0.0%	0	0.0%	0.0%	9	NA	NA
Commercial	57	1.5%	0.3%	73	1.8%	0.4%	88	2.1%	0.6%	1,315	3.4%	0.9%
Industrial	26	0.7%	0.2%	21	0.5%	0.1%	38	0.9%	0.2%	1,332	3.5%	0.9%
Transportation	879	23.4%	5.3%	887	22.3%	5.6%	833	19.9%	5.3%	10,219	26.6%	6.8%
Arterial Street ROW's	337	9.0%	2.0%	308	7.7%	1.9%	308	7.4%	2.0%	4,201	10.9%	2.8%
Non-arterial Street ROW's	465	12.4%	2.8%	503	12.6%	3.2%	508	12.1%	3.2%	5,286	13.8%	3.5%
Railroad ROW's	4	0.1%	0.0%	2	0.1%	0.0%	5	0.1%	0.0%	434	1.1%	0.3%
Communication and Utilities	73	1.9%	0.5%	74	1.9%	0.5%	12	0.3%	0.1%	298	0.8%	0.2%
Governmental and Institutional	39	1.0%	0.2%	42	1.1%	0.3%	40	0.9%	0.2%	1,438	3.7%	0.9%
Recreational	30	0.8%	0.2%	29	0.7%	0.2%	61	1.5%	0.4%	2,728	7.1%	1.8%
Urban Subtotal	**3,754**	**100.0%**	**22.6%**	**3,981**	**100.0%**	**25.0%**	**4,189**	**100.0%**	**26.5%**	**38,413**	**100.0%**	**25.5%**
Natural Resource Areas	3,435	26.7%	20.7%	3,854	32.2%	24.1%	4,035	34.8%	25.6%	30,906	27.5%	20.5%
Woodlands	881	6.8%	5.3%	881	7.3%	5.5%	1,100	9.5%	7.0%	8,471	7.5%	5.6%
Wetlands	2,348	18.3%	14.1%	2,702	22.6%	16.9%	2,657	22.9%	16.8%	19,774	17.6%	13.1%
Surface Water	206	1.6%	1.3%	271	2.3%	1.7%	278	2.4%	1.8%	2,661	2.4%	1.8%
Agricultural	8,332	64.8%	50.2%	7,366	61.5%	46.2%	5,206	44.8%	33.0%	64,255	57.3%	42.6%
Extractive and Landfill	95	0.8%	0.6%	70	0.6%	0.4%	20	0.2%	0.1%	545	0.5%	0.4%
Open Lands	991	7.7%	5.9%	683	5.7%	4.3%	2,342	20.2%	14.8%	16,522	14.7%	11.0%
Nonurban Subtotal	**12,853**	**100.0%**	**77.4%**	**11,973**	**100.0%**	**75.0%**	**11,603**	**100.0%**	**73.5%**	**112,228**	**100.0%**	**74.5%**
Total	**16,607**	**~**	**100.0%**	**15,954**	**~**	**100.0%**	**15,792**	**~**	**100.0%**	**150,641**	**~**	**100.0%**

Source: SEWRPC

TABLE 5: Town of Cedarburg Zoning Ordinance-Summary of District Regulations

District		Typical Principal Uses	Typical Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
R-1	Single-Family Residential District	One-family dwellings on land that currently exists in this zoning classification.	Bed and breakfast establishments, governmental and cultural uses, utilities, single residential unit used by the owner or operator of a contiguous business, municipal earth and sanitary landfills, home occupations, professional offices, and group child-care centers, retirement and senior care facilities, second single-family dwelling units	80,000 sf.	1,800 minimum; 1,200 first floor minimum for two story
R-2	Single-Family Residential District	One-family dwellings on land that currently exists in this zoning classification.	Bed and breakfast establishments, governmental and cultural uses, utilities, schools and churches, home occupations, professional offices, and group child-care centers, single residential unit used by the owner or operator of a contiguous business, private athletic clubs, quilt shops, municipal earth and sanitary landfills, retirement and senior care facilities, second single-family dwelling units	40,000 sf.	1,500 minimum; 1,000 first floor minimum for two story
R-3	Single-Family Residential District	One-family dwellings on land that currently exists in this zoning classification.	Bed and breakfast establishments, governmental and cultural uses, utilities, schools and churches, meeting places of a noncommercial nature, clinics, home occupations, professional offices, and group child-care centers, boarders and lodgers, single residential unit used by the owner or operator of a contiguous business, municipal earth and sanitary landfills, retirement and senior care facilities, second single-family dwelling units	40,000 sf.	1,200 minimum; 1,000 first floor minimum for two story

District		Typical Principal Uses	Typical Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
B-1	Neighborhood Business District	Drug stores, delicatessens, florists, business and professional offices	Bakeries, banquet facilities, barbershops, bars, beauty shops, clinics, clothing stores, cocktail lounges, confectioneries, fish markets, florists, fruit stores, gift stores, grocery stores, hardware stores, hobby shops, laundry, lodges, meat markets, optical stores, packaged beverage stores, private athletic clubs, self-service and pickup laundry and dry-cleaning establishments, soda fountains, sporting goods, supermarkets, tobacco stores, vegetable stores, restaurants, bed and breakfast establishments, governmental and cultural uses, utilities, public passenger transportation terminals, single residential unit used by the owner or operator of a contiguous business, retirement and senior care facilities municipal earth and sanitary landfills	Half acre	Not specified
B-2	Planned Business District	Financial institutions, appliance stores, furniture stores	Clothing repair shops, department stores, electrical supply, food lockers, hotels, laundry and dry-cleaning establishments employing not over 7 persons, liquor stores, music stores, newspaper offices and press rooms, nightclubs, office supply stores, pawnshops, personal service establishments, massage establishments, pet shops, photographic supply stores, places of entertainment, plumbing supply stores, printing, private clubs, private schools, publishing, radio and television broadcasting studios, secondhand stores, variety stores, bed and breakfast establishments governmental and cultural uses, utilities, public passenger transportation terminals, retirement and senior care facilities, drive-in theaters, drive-in establishments serving food or beverages for consumption outside the structure, motels, funeral homes, drive-in banks, tourist homes, vehicle uses, arcades, bowling alleys, clubs, dance halls, driving ranges, gymnasiums, lodges, miniature golf, physical culture, pool and billiard halls, racetracks, rifle ranges, Turkish baths, skating rinks, theaters, sport fields, municipal earth and sanitary landfills	Half acre	Not specified
B-3	Business District	Professional offices, retail shops and stores	Business offices, general merchandising establishments, general wholesaling establishments, automotive body repair, cleaning, commercial greenhouses, community service facilities, distributors, farm machinery sales and service, food locker plants, general warehousing or warehousing in connection with any principal use, laboratories, laundry, pressing and dyeing establishments, trade and contractor's offices, printing and publishing, storage and sale of machinery and equipment, studios, tool and die design and production, transportation terminals, upholstery, woodworking shops not requiring outside dust collection equipment, day care	Half acre	Not specified

District		Typical Principal Uses	Typical Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
M-1	Industrial District	Automotive body repairs, upholstery, cleaning, pressing and dyeing establishments, commercial bakeries, commercial greenhouses, distributors, farm machinery, food locker plants, laboratories, machine shops, manufacture and bottling of nonalcoholic beverages, painting, printing, publishing, sale of machinery and equipment, professional offices, trade and contractor's offices, warehousing and wholesaling; manufacture, fabrication, processing, packing, packaging, and assembly of products from: (see Town zoning code for full list)	Airfields, governmental and cultural uses, utilities, public passenger transportation terminals, animal hospitals, disposal facilities, pea vineries, creameries, condenseries, manufacturing and processing of specific materials (see Town zoning code), commercial service facilities, bed and breakfast establishments, municipal earth and sanitary landfills, governmental and cultural uses, retirement and senior care facilities, sport fields, mobile tower siting and collocation	One acre	Not specified
M-2	Planned Industrial and Mixed-Use District	Professional offices, trade and contractor's offices not less than 5,000 square building feet per office, storage and sale of machinery equipment, single-family homes and multifamily condominium residential, commercial retail, any single structure greater than 30,000 square feet	Automotive body repairs, upholstery, cleaning, pressing and dyeing establishments, commercial bakeries, commercial greenhouses, distributors, farm machinery, food locker plants, laboratories, machine shops, manufacture and bottling of nonalcoholic beverages, painting, printing, publishing, warehousing not less than 5,000 square feet building per business; wholesaling; manufacture, fabrication, packing, packaging and assembly of products from: furs, glass, leather, metals, paper, plaster, plastics, textile, wood; manufacture, fabrication, processing, packaging and packing and assembly of: confections, cosmetics, electrical appliances, electrical devices, food (except cabbage, fish and fish products, meat and meat products and pea vining); instruments, jewelry, pharmaceuticals, tobacco, toiletries; freight yards, freight terminals and transshipment depots, breweries and crematories, existing nonmetallic mining operations, and indoor recreational and indoor athletic facility	Single-use - Half acre; Mixed-use – One acre	1,500 minimum;
M-3	Quarrying District	Mineral extraction operations and concrete and concrete products manufacturing that are presently in existence	Extension of legally existing mineral extraction operations and manufacture of concrete and concrete products, creation of new such extraction or manufacturing operations, utilities	N/A	N/A

District		Typical Principal Uses	Typical Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
A-1	Agricultural District	Apiculture, dairying, floriculture, forestry, general farming, grazing, greenhouses, hatcheries, horticulture, livestock and poultry raising, nurseries, orchards, paddocks, pasturage, stables, truck farming, viticulture	Agricultural buildings and high density animal enclosures within 500 feet of any residential district, existing nonmetallic mining operations, landscaping business of a nonretail nature, septic transportation business, airfields, utilities, other public and private institutions, second single-family dwelling units, animal hospitals, disposal facilities, commercial production, pea vineries, creameries, and condenseries, housing for farm laborers, storage, municipal earth and sanitary landfills, bed and breakfast establishments; mineral extraction operations, including washing, crushing or other processing, retirement and senior care facilities, office use for the provision of professional services and/or the sale of intangible personal goods, sport fields, mobile tower siting and collocation	5 acres	2,500 maximum for all new and existing nonresidential buildings; 1,500 maximum first floor per building New buildings other than dwellings on lots less than eight acres in size shall not exceed 1,500 square feet on the first floor per building, with no more than 2,500 square feet for all new and existing nonresidential buildings. There shall be no limit on the square footage allowed for nonresidential buildings on lots eight acres or greater. Any newly constructed building greater than 1,500 square feet shall be subject to architectural design approval and site plan approval by the Plan Commission and Town Board
A-2	Prime Agricultural District	All A-1 principal uses	Agricultural buildings and high density animal enclosures within 500 feet of any residential district, existing nonmetallic mining operations, airfields, utilities, second single-family dwelling units, commercial production, housing for farm laborers, second single-family residence, veterinary services, storage, municipal earth and sanitary landfills, bed and breakfast establishments; mineral extraction operations, including washing, crushing or other processing; retirement and senior care facilities, sport fields, mobile tower siting and collocation	35 acres	Not specified Any newly constructed building greater than 1,500 square feet shall be subject to architectural design approval and site plan approval by the Plan Commission and Town Board
C-1	Conservancy District	Drainageways, floodways, floodplains, fishing, hunting, preservation of scenic, historic, and scientific areas, public fish hatcheries, soil and water conservation, sustained yield forestry, streambank and lake shore protection, water retention, wildlife habitat or preserves, and existing residences shall comply with the provisions of the R-3 Residential District	Water measurement and control facilities, grazing, accessory structures, orchards, truck farming, and wild crop harvesting, bed and breakfast establishments, utilities, and single-family dwelling, compatible with nearby residential zoning districts, shall comply with the provisions of the E-1 Estate District, sport fields	N/A	N/A

P-1	Public and Private Park District	Parks, arboretums, playgrounds, fishing, wading, swimming, beaches, skating, sledding, sustained yield forestry, wildlife habitat or preserves, soil and water conservation, and water measurement and water control facilities	Airfields, governmental and cultural uses, bed and breakfast establishments, utilities, municipal earth and sanitary landfills, schools and churches, other public and private institutions, archery ranges, bathhouses, beaches, boating, camps, conservatories, driving ranges, firearm ranges, golf courses, gymnasiums, hiking trails, hunting, ice boating, marinas, music halls, polo fields, pools, riding, academies, skating rinks, stadiums, swimming pools, zoological and botanical gardens, sport fields, mobile tower siting and collocation	N/A	N/A

District		Typical Principal Uses	Typical Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
E-1	Estate District	Single-family dwellings, agriculture, stables, grazing, pasturage, forestry, orchards, greenhouses, manmade recreation or wildlife ponds (with special permit)	Second single-family dwellings, bed and breakfast establishments, utilities, municipal earth and sanitary landfills, retirement and senior care facilities	4 acres	Residences 1,800 minimum; 1,000 first floor minimum for two story Outbuildings Less than 2,000 square feet subject to standard building permit; Greater than 2,000 square feet subject to architectural design and site plan approval
CR-A	Countryside Residential A District[b]	Single-family detached dwellings in cluster subdivision developments with a minimum open space requirement of 50 percent; accessory uses	Public or private parks, public or private schools/daycare, churches, , clubs and meeting places of a noncommercial nature, public administration offices and service buildings, public utility transmission and distribution lines, poles, and other accessories, agricultural buildings that exceed 1,000 square feet and exist at the time a lot is platted, second single-family dwelling unit, bed and breakfast establishments, utilities, municipal earth and sanitary landfills, retirement and senior care facilities	One acre; density of one dwelling unit per 4.5 acres	1,500 minimum; 1,000 first floor minimum for two story
CR-B	Countryside Residential B District[b]	Single-family detached dwellings in cluster subdivision developments with a minimum open space requirement of 50 percent; accessory uses	All CR-A District conditional uses unless otherwise specified below; agricultural buildings that exceed 1,500 square feet on lots less than 10 acres and exist at the time a lot is platted, non domesticated animals, other than horses, and facilities for such animals	One acre; density of one dwelling unit per 4.5 acres	1,500 minimum; 1,000 first floor minimum for two story
TR	Transitional Residential District	Single-family detached dwellings; accessory uses **Minimum open space requirement of 20%**	Public or private parks, public or private schools and day cares, churches, clubs and meeting places of noncommercial purposes, bed and breakfast establishments, public administration offices and service buildings, public utility transmissions and distribution lines, poles, and other accessories, agricultural buildings that exceed 600 square feet and exist at the time a lot is platted, lots that do not have frontage to a public street	1.5 acres; density of one dwelling unit per 2.25 acres	1,500 minimum; 1,000 first floor minimum for two story
TR-2	Transitional Residential 2 District	Single-family detached dwellings; accessory uses **Minimum open space requirement of 30%**	Public or private parks, churches, bed and breakfast establishments, public utility transmissions and distribution lines, poles, and other accessories, lots that do not have frontage to a public street	One acre; density of one dwelling unit per 2 acres	1,500 minimum; 1,000 first floor minimum for two story

Note: This table is a summary of the Town of Cedarburg zoning code. Refer to the code for language regarding the Town Center Overlay District (TCOD) and (PUD) planned unit developments.

[a] No principal uses permitted.

[b] Land divisions containing five or more lots having individual lots eight acres or greater in size are exempt from the clustering requirements of this district. Individual lots of a minor land division of four or fewer lots shall be a minimum of four acres and the open space may be common open space or open space located on private lots, but must be noted as permanent open space on the certified survey map.

Source: Town of Cedarburg Zoning Ordinance, adopted in January 1991 (includes legislation adopted through June 2022), and SEWRPC.

TABLE 6: Residential Development Projections – Maximum Amount of Lots Projected Within Each Zoning District at Full Buildout of the Town

PLANNED LAND USE MAP CATEGORY	Available Developable Lands (Acres)	RESIDENTIAL ZONING DISTRICT[a]								
		R-1 (1.84 acres/lot)	R-2 (0.92 acres/lot)	R-3 (0.92 acres/lot)	TR (2.25 acres/lot: 20% open space)	TR-2 (2.0 acres/lot; 30% open space)	E-1 (4.0 acres/lot)	CR-A (4.5 acres/lot; 50% open space)	CR-B (4.5 acres/lot; 50% open space)	A-1 (5.0 acres/lot)
Rural Neighborhood - Countryside	5,217	N/A	N/A	N/A	N/A	N/A	1,174	1,043	1,043	939
Residential Neighborhood - North	963[b]	68 (Allowed in Section 14 only)	136 (Allowed in Section 14 only)	136 (Allowed in Section 14 only)	385	433	217	193	193	173
Residential Neighborhood - South	600	293	587	587	240	270	135	120	120	108
Five Corners Business District	259	84	167	167	N/A	N/A	N/A	N/A	N/A	N/A
Total	7,039	445	890	890	625	703	1,526	1,356	1,356	1,220

[a] *The Town assumes that about 10 percent of land is needed for infrastructure development within each district, thus the acreages represented already factor in those lands for infrastructure development.*

[b] *Includes 139 acres within Section 14 only.*

TABLE 7: Land Use Plan Table

LAND USE		ZONING CLASSIFICATIONS																					ADDITIONAL CONDITIONS		
MAP CODE	NAME	A-1	A-2	R-1	R-2	R-3	TR	TR-2	E-1	CR-A	CR-B	B-1	B-2	B-3	TCOD	M-1	M-2	M-3	C-1	MU-1	MU-2	MU-3	I-1	P-1	Common Open Space Requirements	Existing Zoning Code Notes (As of 2024)	Proposed Zoning Code 2025 Notes (Red to be Removed, Green to be Added)
NEIGHBORHOODS																											
RN-C	Rural Neighborhood - Countryside	√	√						√	√	√							√	√					√	Reference Town Code	At the Town's discretion, allow M-3 through the use of a CUP.	M-3 may be eliminated upon adoption of the Zoning Code update 2025.
RN-N	Residential Neighborhood - North	√	√	√	√	√	√	√	√	√	√								√					√	Reference Town Code	--	1. R-1, R-2, and R-3 zoning would be allowed only allowed in Section 14 of RN-N upon adoption of the Zoning Code update 2025. 2. TR and TR-2 would be allowed in all RN-N areas upon adoption of the Zoning Code update 2025.
RN-S	Residential Neighborhood - South	√	√	√	√	√	√	√	√	√	√								√					√	Reference Town Code	At the Town's discretion, allow higher density developments through the use of a PUD.	1. R-1, R-2, R-3, TR, and TR-2 would be allowed in all RN-S areas upon adoption of the Zoning Code update 2025. 2. At the Town's discretion, allow higher density developments through the use of a PUD.

LAND USE		ZONING CLASSIFICATIONS																					ADDITIONAL CONDITIONS		
MAP CODE	NAME	A-1	A-2	R-1	R-2	R-3	TR	TR-2	E-1	CR-A	CR-B	B-1	B-2	B-3	TCOD	M-1	M-2	M-3	C-1	MU-1	MU-2	MU-3	I-1	P-1	Common Open Space Requirements	Existing Zoning Code Notes (As of 2024)	Proposed Zoning Code 2025 Notes (Red to be Removed, Green to be Added)
DISTRICTS																											
BD-DC	Business District - Deckers Corner	√	√									√	√	√					√					√	Reference Town Code	At the Town's discretion, allow developments 5,000 sf and less (ground floor footprint) with no PUD needed, greater than 5,000 and less than 30,000 sf through the use of a PUD. Greater than 30,000 sf not permitted.	1. B-3 may be eliminated upon adoption of the Zoning Code update 2025. 2. At the Town's discretion, allow developments 5,000 sf and less (ground floor footprint) with no PUD needed, greater than 5,000 and less than 30,000 sf through the use of a PUD. Greater than 30,000 sf not permitted.
BD-HC	Business District – Horns Corner	√	√									√	√	√					√					√	Reference Town Code	At the Town's discretion, allow developments 5,000 sf and less (ground floor footprint) with no PUD needed, greater than 5,000 and less than 30,000 sf through the use of a PUD. Greater than 30,000 sf not permitted.	1. B-3 may be eliminated upon adoption of the Zoning Code update 2025. 2. At the Town's discretion, allow developments 5,000 sf and less (ground floor footprint) with no PUD needed, greater than 5,000 and less than 30,000 sf through the use of a PUD. Greater than 30,000 sf not permitted.
BD-FC	Business District – Five Corners	√	√	√	√	√						√	√	√	√	√	√		√	√	√	√	√	√	Reference Town Code	1. Allow uses permitted in M-1/M-2 through the use of a GDP. 2. At the Town's discretion, allow developments greater than 30,000 sf (ground floor footprint) through the use of a GDP. 3. Properties subject to Town Center Overlay District.	1. B-3 and M-2 may be eliminated upon adoption of the Zoning Code update 2025. 2. R-1, R-2, and R-3 would be allowed in BD-FC adhering to buffer/setback distances from STH 60 upon adoption of the Zoning Code update 2025. 3. MU-1, MU-2, and MU-3 would be allowed in the BD-FC upon adoption of the Zoning Code update 2025. 4. At the Town's discretion, allow developments greater than 30,000 sf (ground floor footprint) through the use of a GDP. 5. Properties subject to Town Center Overlay District.
BD-C	Business District - Columbia						√	√		√	√	√	√	√					√					√	Reference Town Code	At the Town's discretion, allow developments 5,000 sf and less (ground floor footprint) with no PUD needed, greater than 5,000 and less than 30,000 sf through the use of a PUD. Greater than 30,000 sf not permitted.	1. B-3 may be eliminated upon adoption of the Zoning Code update 2025. 2. At the Town's discretion, allow developments 5,000 sf and less (ground floor footprint) with no PUD needed, greater than 5,000 and less than 30,000 sf through the use of a PUD. Greater than 30,000 sf not permitted.
HD-H	Historic District - Hamilton	√					√	√	√	√	√	√	√	√					√					√	Reference Town Code	At the Town's discretion, allow developments 30,000 sf and less through the use of a PUD. Greater than 30,000 sf not permitted.	1. B-3 may be eliminated upon adoption of the Zoning Code update 2025. 2. At the Town's discretion, allow developments 30,000 sf and less through the use of a PUD. Greater than 30,000 sf not permitted.

NOTE: This table reflects the zoning districts in the current Town Zoning Code and the zoning districts proposed to be added to the Town Zoning Code as part of the Zoning Code update. The Town is proposing to add four new zoning districts (MU-1, MU-2, MU-3, and I-1 zoning districts) to the Town's Zoning Code and is proposing to remove three zoning districts from the current Town Zoning Code (B-3, M-2, and M-3 zoning districts). These proposed changes will be reflected upon adoption of the Zoning Code in 2025.

Figure 1
Regional Land Use Plan as it Pertains to Ozaukee County: 2050

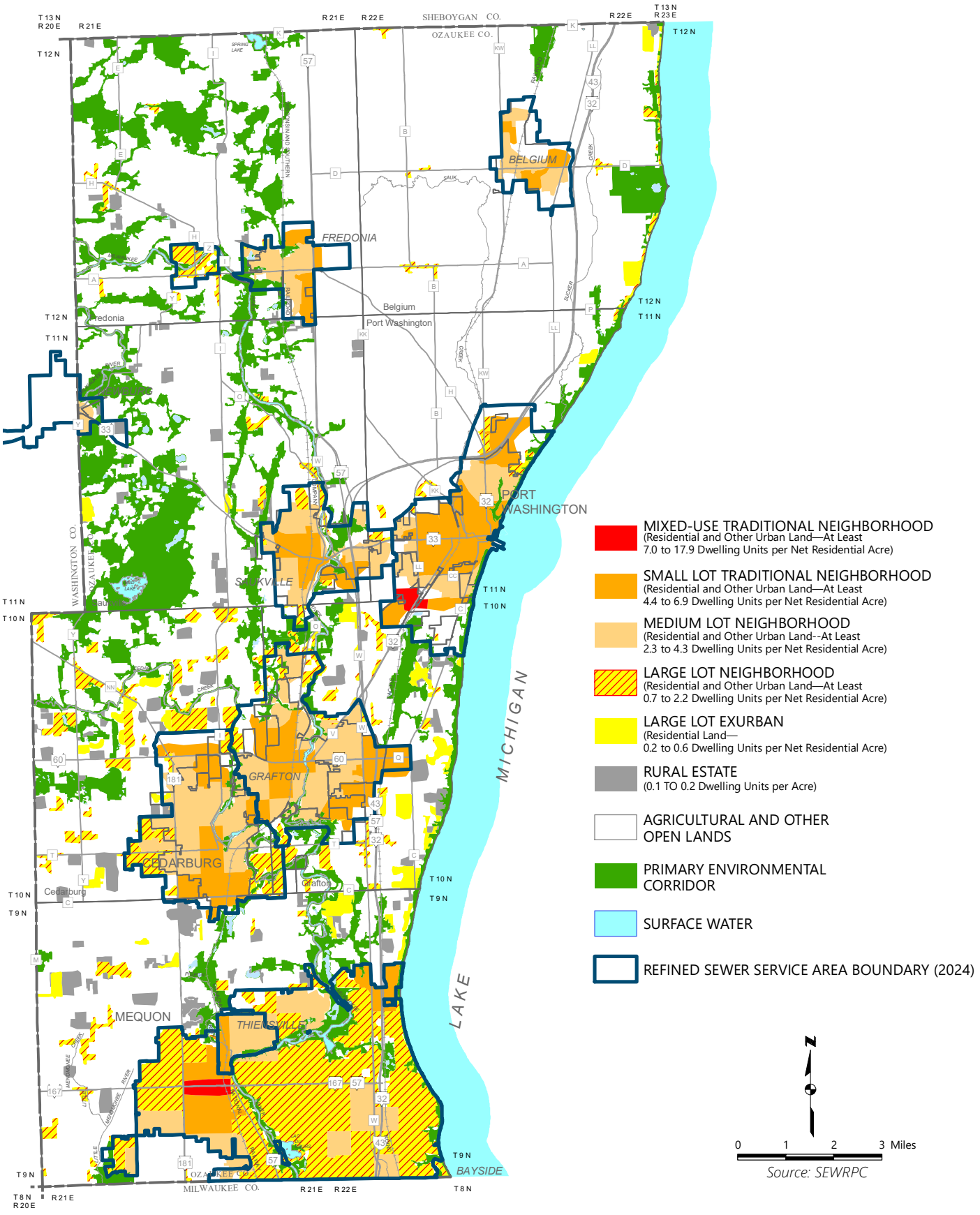


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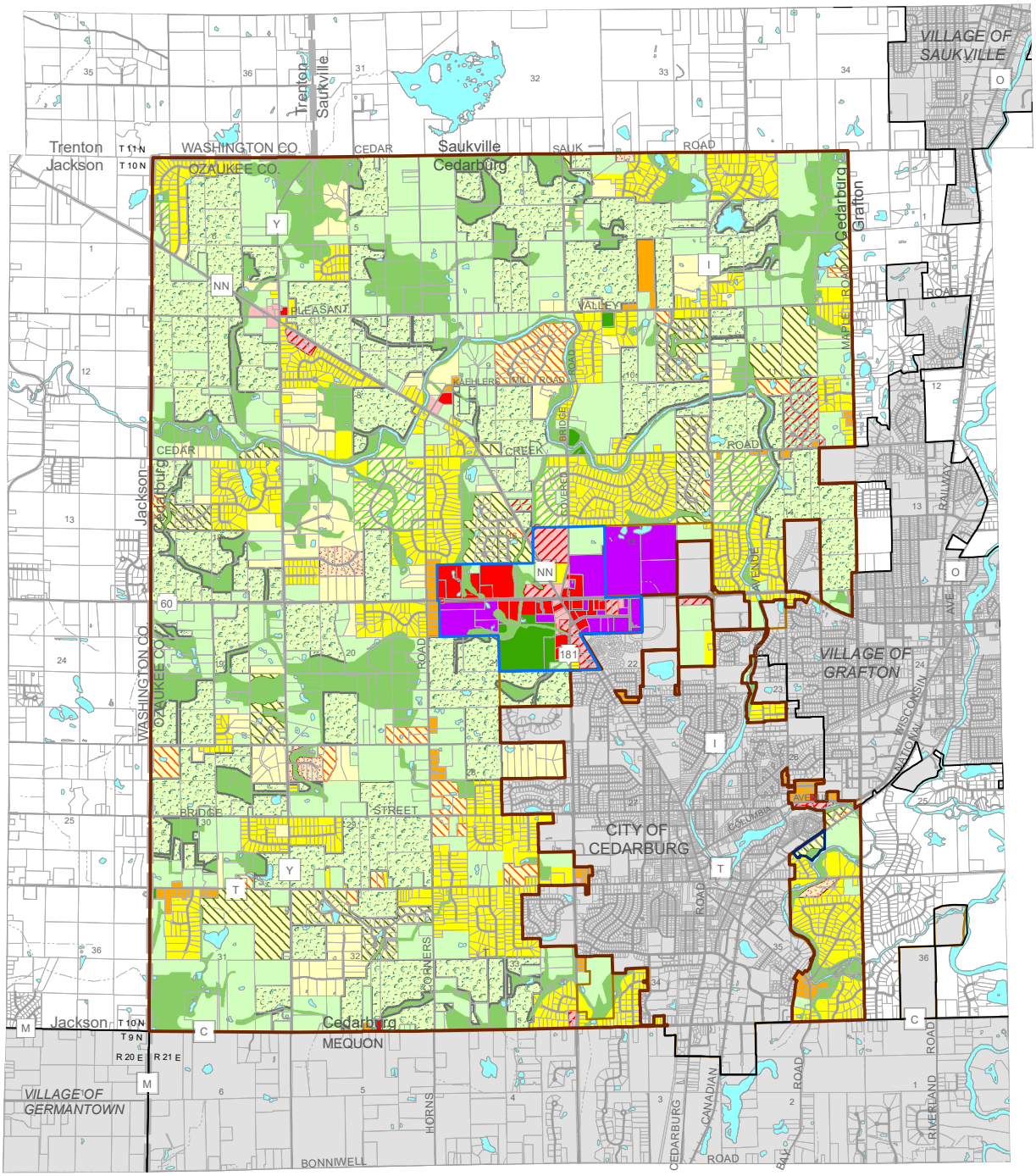
Figure 2
Zoning in the Town of Cedarburg: 2023



- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041
- R-1 SINGLE-FAMILY RESIDENTIAL DISTRICT
- R-2 SINGLE-FAMILY RESIDENTIAL DISTRICT
- R-3 SINGLE-FAMILY RESIDENTIAL DISTRICT
- B-1 NEIGHBORHOOD BUSINESS DISTRICT
- B-2 PLANNED BUSINESS DISTRICT
- B-3 BUSINESS DISTRICT
- TCOD TOWN CENTER OVERLAY DISTRICT
- M-2 PLANNED INDUSTRIAL AND MIXED-USE DISTRICT
- A-1 AGRICULTURAL DISTRICT
- A-2 PRIME AGRICULTURAL DISTRICT
- C-1 CONSERVANCY DISTRICT
- P-1 PUBLIC AND PRIVATE PARK DISTRICT
- E-1 ESTATE DISTRICT
- CR-A COUNTRYSIDE RESIDENTIAL A
- CR-B COUNTRYSIDE RESIDENTIAL B
- TR TRANSITIONAL RESIDENTIAL
- TR-2 TRANSITIONAL RESIDENTIAL 2
- PUD PLANNED UNIT DEVELOPMENT OVERLAY

N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: SEWRPC

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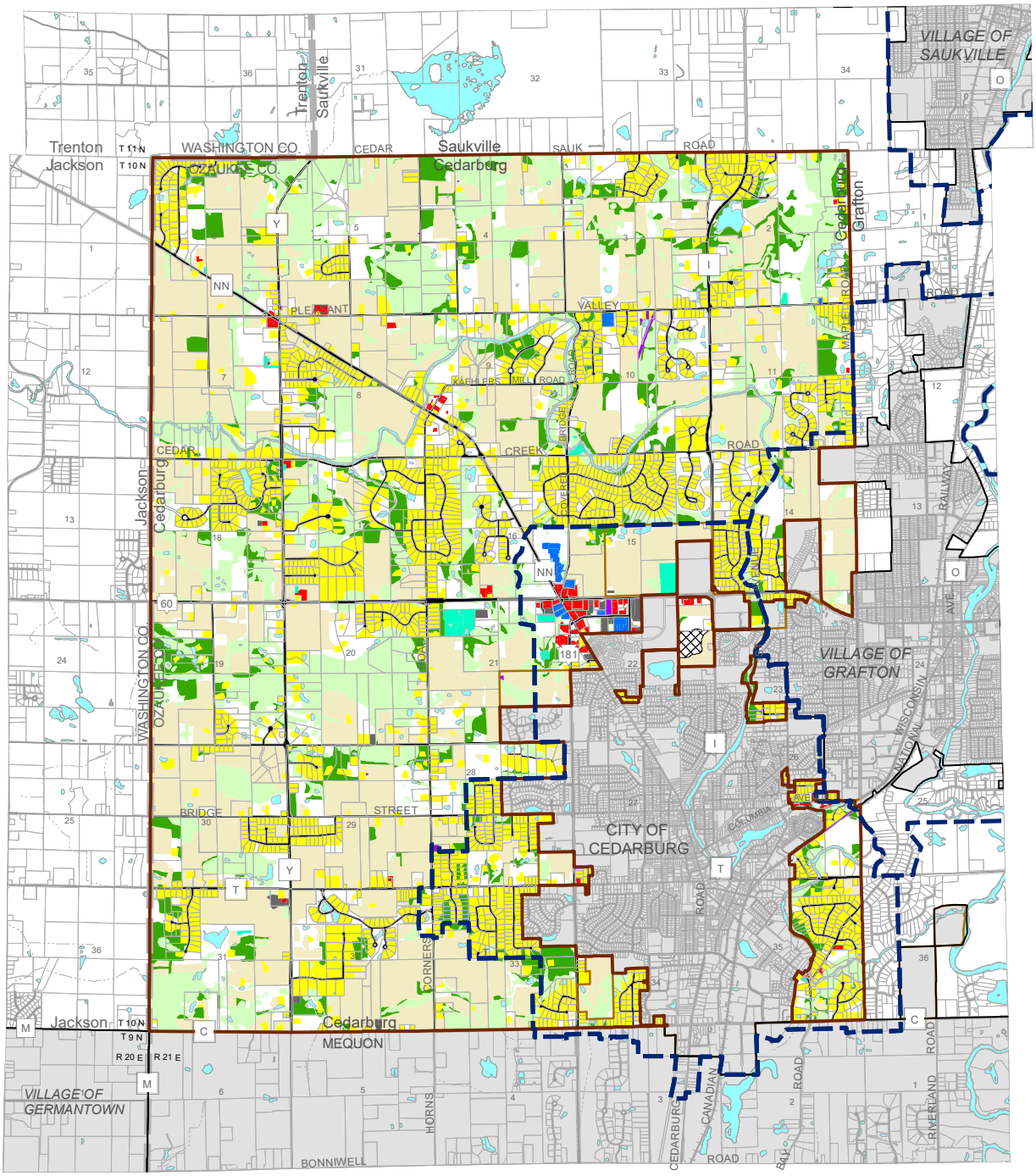
Figure 3
Generalized Land Uses in the Town of Cedarburg: 2020



- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041
- SEWER SERVICE AREA BOUNDARY (2024)
- SINGLE-FAMILY RESIDENTIAL
- TWO-FAMILY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- TRANSPORTATION, COMMUNICATION, AND UTILITIES
- GOVERNMENTAL AND INSTITUTIONAL
- STREETS AND HIGHWAYS
- RECREATIONAL
- AGRICULTURAL
- OPEN SPACE
- EXTRACTIVE
- WETLANDS
- WOODLANDS
- SURFACE WATER

0 0.375 0.75 1.5 Mile
0 2,000 4,000 8,000 Feet

Source: SEWRPC

Map Document: M:\Special_Projects\800-2709\Town_Cedarburg_Comp_Plan_LandUse_8x11.mxd)
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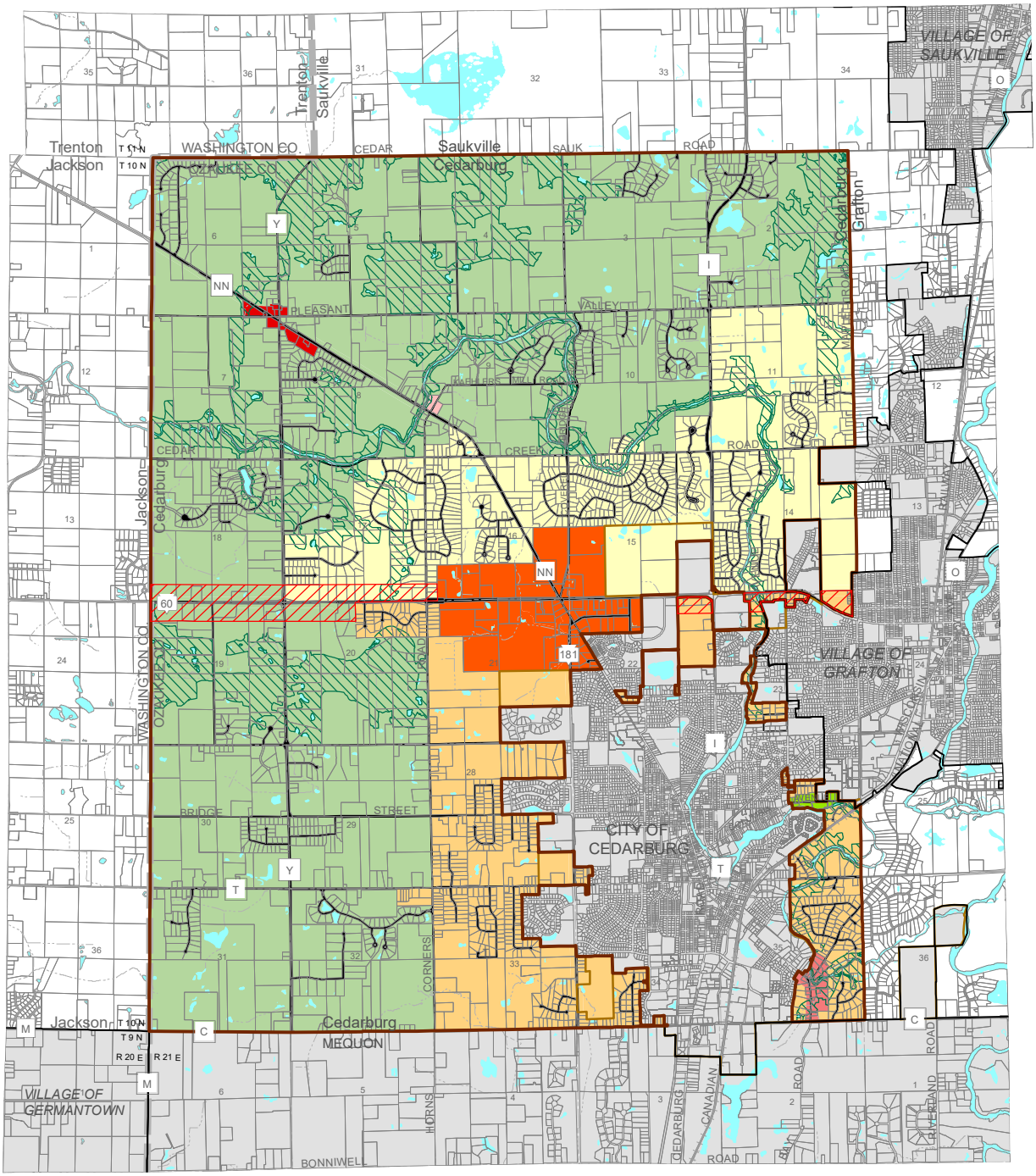
Figure 4
Town of Cedarburg Planned Land Use Map: 2050



Neighborhoods

- RN-C — Rural Neighborhood - Countryside
- RN-N — Residential Neighborhood - North
- RN-S — Residential Neighborhood - South

Districts

- BD-DC — Business District - Deckers Corners
- BD-HC — Business District - Horns Corners
- BD-C — Business District - Columbia
- HD-H — Historic District - Hamilton
- BD-FC — Business District - Five Corners

- STREETS AND HIGHWAYS
- URBAN RESERVE (OVERLAY)
- PRIMARY ENVIRONMENTAL CORRIDOR (OVERLAY)
- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021
- SURFACE WATER

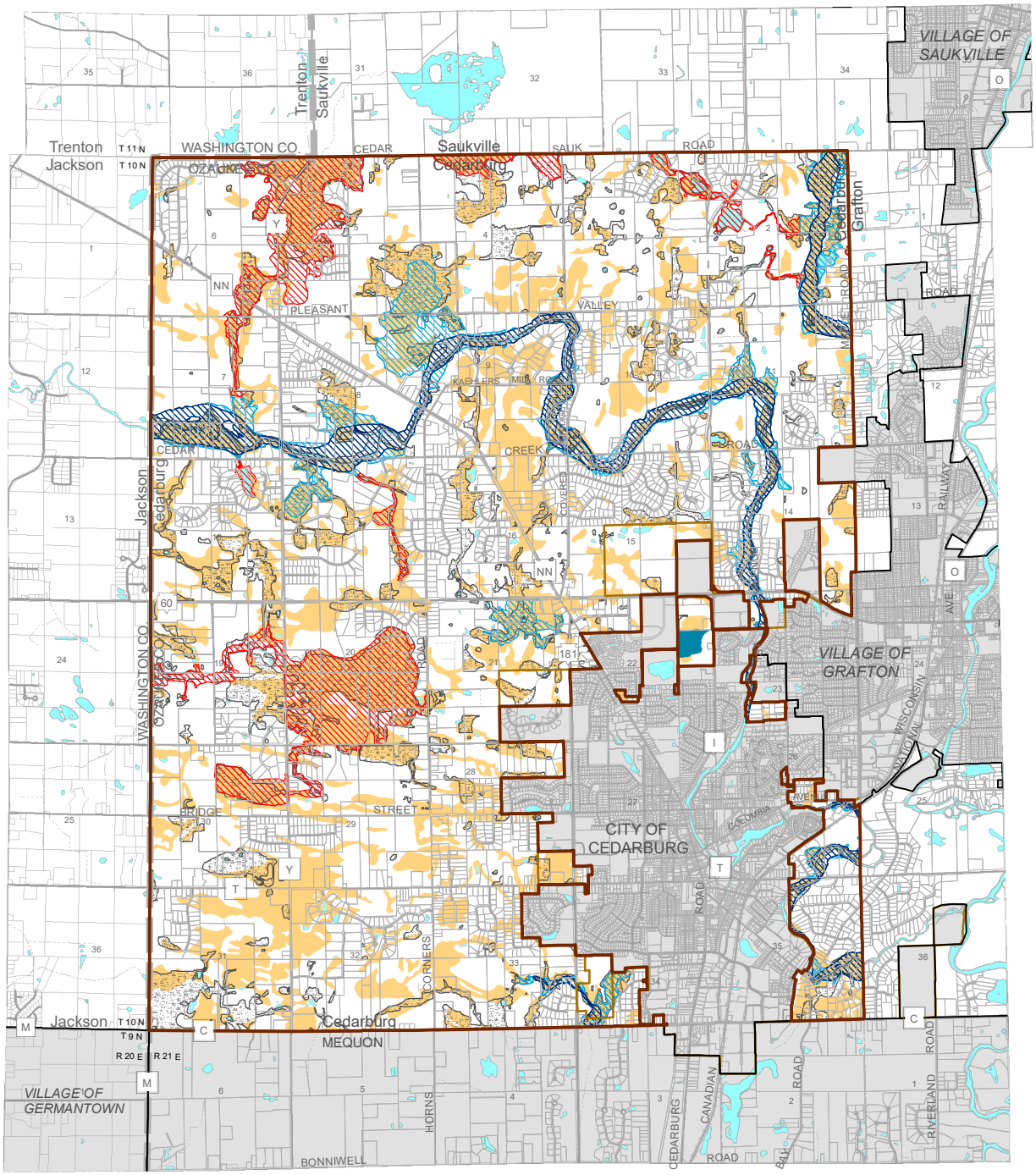
N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: Town of Cedarburg and Southeastern Wisconsin Regional Planning Commission

Figure 5
Natural Conditions that May Limit Building Site Development in the Town of Cedarburg



- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041
- HYDRIC SOILS
- NONMETALIC MINING SITE
- WETLANDS
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODWAY BOUNDARY: 2021
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAIN BOUNDARY: 2021 (WITH FLOOD ELEVATIONS DETERMINED)
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAIN BOUNDARY: 2021 (WITH NO FLOOD ELEVATIONS DETERMINED)
- SURFACE WATER

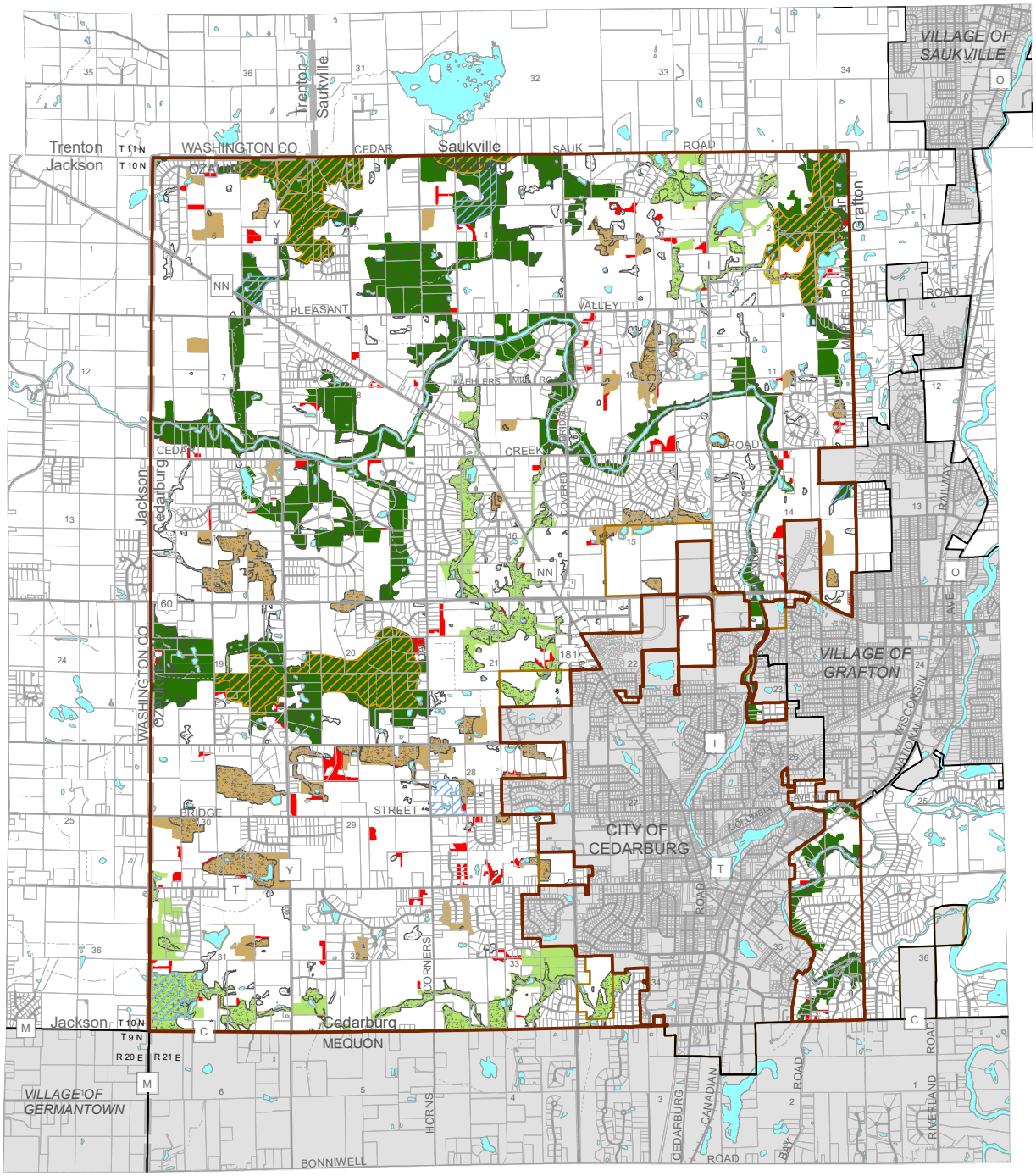
N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: Southeastern Wisconsin Regional Planning Commission

Figure 6
Other Environmentally Sensitive Areas in the Town of Cedarburg



- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041
- PRIMARY ENVIRONMENTAL CORRIDOR (2015)
- SECONDARY ENVIRONMENTAL CORRIDOR (2015)
- ISOLATED NATURAL RESOURCE AREA (2015)
- NATURAL AREA (2024)
- CRITICAL SPECIES HABITAT SITE (2024)
- WOODLANDS OUTSIDE OF ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS (2020)
- WETLANDS (2020)
- SURFACE WATER (2020)

N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: SEWRPC

Map Document: M:\Special_Projects\800-2709\Town_Cedarburg_Environmentally_Sensitive_8x11.mxd)
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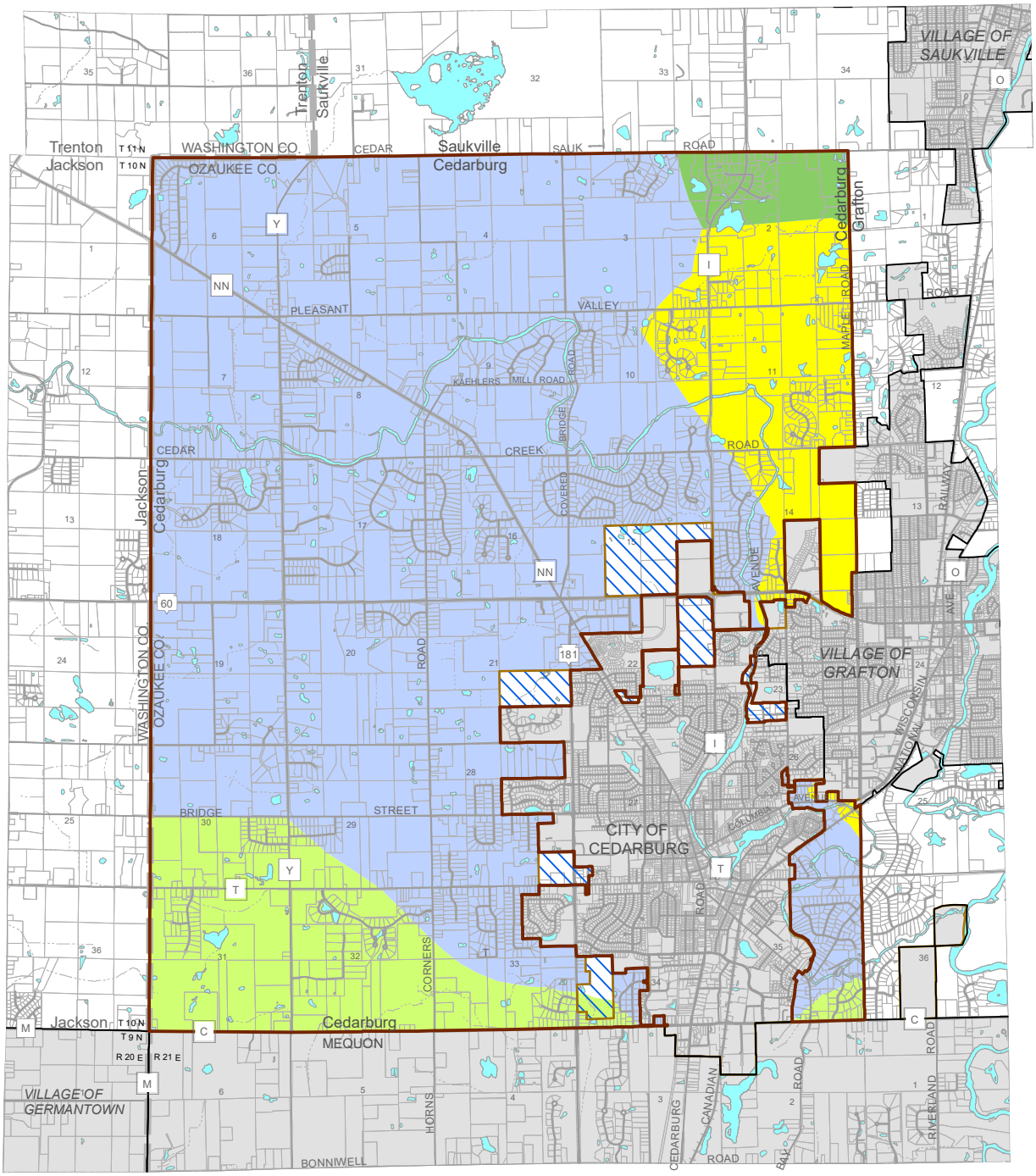
Figure 7
Extraterritorial Plat Review Jurisdiction for Cities and Villages in the Town of Cedarburg



EXTRATERRITORIAL AREAS WITH ADJUSTMENTS MADE FOR OVERLAPPING AREAS

- CITY OF MEQUON
- VILLAGE OF GRAFTON
- VILLAGE OF SAUKVILLE

INTERGOVERNMENTAL AGREEMENT BETWEEN THE CITY OF CEDARBURG AND TOWN OF CEDARBURG

- TOWN AREA
  (Town Lands with no Extraterritorial Plat Review: 2021-2041)
- CITY GROWTH AREA
  (Areas Eligible for City of Cedarburg Annexation: 2021-2041)

- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041

NOTE: The full extraterritorial plat review area (1.5 miles) applies only where the area does not overlap with another city or village's extraterritorial area.

The boundary of the City Growth Area is intended to establish the outer limits of annexation and potential boundary of the City of Cedarburg per the Inter-governmental Agreement to Provide Orderly Growth and Development entered into between the City of Cedarburg and the Town of Cedarburg in 2021. In addition, the City will not exercise extraterritorial plat review over Town lands in the Town Area identified in the Agreement between 2021 and 2041.

N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: Intergovernmental Agreement Between City of Cedarburg and Town of Cedarburg to Provide for Orderly Growth and Development and SEWRPC

TRANSPORTATION

Section 66.1001 (2)(c) of the *Wisconsin Statutes* requires the Transportation Element provide a compilation of goals, objectives, policies, maps, and programs that guide the future development of various transportation modes.

Furthermore, Section 16.965 of the *Wisconsin Statutes* sets forth goals related to the Transportation Element that must be addressed as part of the planning process. They are:

- Encourage neighborhood designs that support a range of transportation choices.
- Provide an integrated, efficient and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

The intent of this chapter is to address these issues and requirements set forth by the *Wisconsin Statutes*.

TRANSPORTATION IN THE REGION

The current Regional Transportation Plan (VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin) was adopted by SEWRPC in June of 2024. VISION 2050 identifies current transportation conditions that relate directly to the Town of Cedarburg; the conditions are outlined throughout this chapter.

The Regional Transportation Plan outlines several recommendations for transportation in Southeastern Wisconsin. These recommendations are divided into the following categories: public transit, bicycle and pedestrian facilities, transportation systems management, travel demand management, freight management, and arterial streets and highways.

Public Transit

The regional plan recommends expanding public transit in Southeastern Wisconsin, including developing and improving commuter and shared-ride taxi systems. Ozaukee County provides reservation-based, public shared-ride taxi services, providing trips to jobs, medical appointments, shopping, and social activities. The shared-ride taxi serves Ozaukee County, with connections to Washington County and bus stops in Milwaukee County. In March 2024, the Ozaukee County Board of Supervisors terminated the Ozaukee County Express Bus due to low ridership and the associated high cost per ride. However, the regional plan continues to recommend public transportation services between Ozaukee County and downtown Milwaukee, which may include service every 15 minutes during peak periods in both directions and every 30 to 60 minutes in both directions at other times, stops at six park-ride lots, and travel times that are competitive or better than cars over longer travel distances. The regional plan also recommends that the number of intercity bus services be expanded and enhanced to

connect communities within the Region with communities outside the Region and other parts of the State and Midwest, including a bus line along IH-43 in Ozaukee County.

In June 2023, Milwaukee County Transit System began operating the bus rapid transit route, CONNECT 1, serving a nine-mile corridor between the Milwaukee Regional Medical Center and downtown Milwaukee. The route provides some dedicated bus lanes, 32 stations, off-board fare collection, and raised platforms. Service is provided every 10-15 minutes during peak hours and midday, and every 20-30 minutes during other hours. Although this route does not directly serve the Cedarburg area, it is intended to enhance regional connectivity.

In early 2023, Ozaukee County sought input on Flex-Bus services that were proposed to operate along Cedarburg Road and Port Washington Road. These services were recommended in the *Ozaukee County Transit Development Plan: 2019-2023* and would provide service along a fixed route with an additional "flex-zone" where the vehicles could deviate from the route to pick up or drop off riders. This service would provide another opportunity for individuals to access jobs and services in Ozaukee County. Potential implementation will be determined by Ozaukee County, based on cost and interest from businesses and the community.

Commuter rail is not currently recommended for Ozaukee County in VISION 2050; however, should an entity have interest in its development, a commuter rail extension to the City of Sheboygan has been identified as a line that could be considered in future studies. The commuter rail corridor would pass through the City of Cedarburg and Village of Grafton over tracks owned by the Canadian National Railway providing service between Milwaukee and Sheboygan.

Demand-responsive rural public transit in the form of publicly operated shared-ride taxi service is also provided in Ozaukee County. Ozaukee County partners with Washington County to provide shared-ride taxi service on a Countywide basis throughout both Counties as part of the Washington Ozaukee Transit Connection. The two County taxi systems principally served travel in the small urban communities and rural areas in each County and between the rural areas and all communities.

The National Rail Passenger Corporation, or Amtrak, provides regional intercity public transit passenger service between Chicago, Milwaukee, and Minneapolis-St. Paul over Canadian Pacific Railway lines. Amtrak's Empire Builder route provides one daily round trip between Chicago, Milwaukee, Minneapolis-St. Paul, and Seattle/Portland with intermediate stops in Wisconsin at La Crosse, Tomah, Wisconsin Dells, Portage, Columbus, and Milwaukee. Amtrak stops within the Region are at the Milwaukee Intermodal Station in downtown Milwaukee, Milwaukee Mitchell International Airport, and Village of Sturtevant.

The Region is also served by intercity bus service through Greyhound Bus Lines, Inc., Badger Coaches, Inc., Wisconsin Coach Lines, Indian Trails, Inc., Jefferson Lines, Inc., Lamers Bus Lines, Inc., and Megabus.

Bicycle and Pedestrian Facilities

To safely accommodate bicycle travel, VISION 2050 recommends bicycle accommodation be provided on the arterial street and highway system, except freeways, and expanding the off-street bicycle path system in the Region. Arterial street and highway system improvements could include widened outside travel lanes, paved shoulders, bicycle lanes, or enhanced bicycle facilities. Land access and collector streets (as later defined in the streets and highways subsection) can allow for bicycle travel with no special accommodations.

The plan also recommends the development of a well-connected bicycle and pedestrian network that improves access to activity centers, neighborhoods, and other destinations in the Region, including a system of off-street bicycle paths be provided between the Kenosha, Milwaukee, Racine, and West Bend urbanized areas and cities and villages within the Region with a population of 5,000 or more. The proposed system includes 731 miles of off-street bicycle paths, 2,997 miles of standard on-street bikeways, and 393 miles of enhanced bicycle facilities. Currently, about 311 miles of the planned 731 miles of off-street bike paths; about 107 miles of the planned 393 miles of enhanced bicycle facilities; and about 894 miles of the planned 2,997 miles of standard on-street bikeways already exist.

Relative to the Town of Cedarburg, VISION 2050 also recommends that STH 181 (Wauwatosa Road) be developed with enhanced bicycle facilities—a protected bike lane, a separate path within the road right-of-way, or buffered bike lane—from CTH C (Pioneer Road) to CTH T (Western Road). Ozaukee County has also applied for funding and intends on pursuing an extension of the Interurban Trail from the Village of Grafton west to the Five Corners intersection, and eventually west to the Ozaukee County line along STH 60. This is still in the planning phases at the time of the drafting of this plan update. Note: The Town has requested consideration of extending the improved path south at Five Corners to connect to the sidewalk at the City of Cedarburg limits along Washington Avenue; currently there is a narrow asphalt path in this location.

The plan recommends improving accessibility and connectivity and addressing pedestrian safety for pedestrian facilities in the Region. It is recommended that sidewalks be provided along streets and highways in areas of existing or planned urban development, that all pedestrian facilities be designed and constructed in accordance with the Federal Americans with Disabilities Act (ADA) and its implementing regulations, and developing walkable neighborhoods to improve health and vibrancy of communities. The plan also recommends the development of bicycle and pedestrian plans at the local level to supplement the regional plan.

Transportation Systems Management

Measures in the transportation systems management element include freeway traffic management, surface arterial street and highway traffic management, and major activity center parking management and guidance. The plan recommends cooperation and coordination between the transportation agencies and operators in the Region, and managing and operating existing transportation facilities to maximize their carrying capacity and travel efficiency.

Travel Demand Management

The measures included in the travel demand management element of the plan intend to reduce the total and peak period demand for roadway travel, allowing for more efficient use of the existing capacity of the transportation system, and to encourage the use of alternative methods or times of travel, with the goal of reducing traffic volume and congestion and vehicle emissions. The travel demand management element recommends preferential treatment for high-occupancy vehicles, expansion of the park-ride lot network in the Region, and implementing programs related to personal vehicle pricing and promoting travel demand management and transit through education and marketing. The element also recommends expanding programs and services that provide residents in Southeastern Wisconsin the opportunity to reduce personal vehicle ownership and vehicular travel, which include car sharing services and a live near your work program, and encouraging local governments to prepare and implement detailed site-specific neighborhood and major activity center land use plans to reduce automobile travel and facilitate transit, bicycle, and pedestrian movement.

In 2023, SEWRPC introduced a travel demand management program, CommuteWISE, that provides tools and resources on cost-effective and sustainable commute options for commuters and employers across the Region. Ozaukee County and Town of Cedarburg businesses can utilize CommuteWISE to identify and promote commute options to their workers to assist with employee satisfaction and retention. County and Town residents can use the trip-planning and carpool-matching platform to compare transportation options, find carpool partners, and track their environmental impact. SEWRPC partnered with WisDOT to offer this regionally specific program.

Arterial Streets and Highways

Within the Town of Cedarburg, all County and State trunk highways are slated for some level of improvement in VISION 2050. The Town of Cedarburg encompasses two State arterials, five County arterials, and three local arterials: State Trunk Highways (STH) 60 and 181; County Trunk Highways (CTH) C, I, NN, T and Y; and Cedar Creek Road, Columbia Road, and Green Bay Road.

It is recommended that the right-of-way along STH 60 between the Town's western boundary and the intersection with CTH NN be reserved to accommodate future improvement, additional lanes, or a new facility. Widening and/or other improvement is recommended for STH 60 between CTH NN and the Town's eastern boundary to provide significant additional carrying capacity. Similar recommendations are provided for STH 181 from CTH C northward to CTH NN and for CTH C from Green Bay Road eastward to IH-43. It is further recommended that a new segment of 1st Avenue be developed and extended from Rose Street northward to Cedar Creek Road.

All County trunk highways in the Town have been recommended for resurfacing or reconstruction to provide essentially the same carrying capacity as currently handled. See Figure 1 for an illustration of recommended arterial improvements.

OTHER REGIONAL TRANSPORTATION INITIATIVES

SEWRPC also prepared an updated version of the Transportation Improvement Plan for Southeastern Wisconsin (TIP): 2023-2026. The TIP is a Federally required listing of all arterial highway and public transit improvement projects proposed to be carried out by State and local governments over a four-year period in the seven-county Region. Since the completion of the previous Town comprehensive plan, the following projects have been completed within the Town of Cedarburg:

- Resurfacing of STH 181 (Wauwatosa Road) from CTH C to STH 60 in the City and Town of Cedarburg
- Resurfacing STH 60 from STH 181 (Wauwatosa Road) to Eagle Drive in Washington County
- Implementing safety improvements along CTH NN from the Town's western boundary to STH 60
- Implementing intersection improvements, including reconstructing the intersection and installing traffic signals at CTH NN and CTH Y, and removing Pleasant Valley Road from CTH NN to CTH Y
- Replacing the Covered Bridge Road bridge over Cedar Creek

Notes: The Town also completed reconstruction of Columbia Road between the Village of Grafton and City of Cedarburg as part of Intergovernmental Cooperation efforts, and obtained a grant for the reconstruction of the bridge over Cedar Creek on Cedar Creek Road in upcoming years.

The Town will continue to support any Federally listed arterial highway and public transit improvement project planned for the Town, particularly projects that will enhance the overall well-being for the Town and its residents and will provide safe and efficient use for all modes of arterial highway and public transit transportation. The Town envisions that the following intersections along STH 60 within the Town be identified for future highway improvements; potentially developing roundabouts along STH 60 at Horns Corners Road, at CTH I, and at the Five Corners Area (Washington Avenue/CTH NN and Covered Bridge Road) as well as at the intersection of Washington Avenue and Sycamore Drive. In addition, the Town and City of Cedarburg are partnering to conduct a traffic study for STH 60 and examine all transportation-related activities and options.

Recommended improvements are supplemented with cost estimates and funding sources. For more information, the plan can be downloaded from the Regional Planning Commission website (www.sewrpc.org).

Wisconsin Bicycle Transportation Plan 2020

The Wisconsin Department of Transportation (WisDOT) published the Wisconsin Bicycle Transportation Plan 2020 in 1998, WisDOT's Statewide long-range bicycle plan. The plan makes several recommendations for government agencies to follow when making decisions regarding bicycle transportation. The roles and responsibilities for communities are as follows:

- Develop, revise, and update long-range bicycle plans and maps.
- Consider the needs of bicyclists in all street projects (especially collector and arterial streets), and build bicycle facilities accordingly.

- Promote and offer bicycle safety programs.
- Promote bicyclist-friendly development through plans, zoning and subdivision ordinances.
- Provide bike racks at public and commercial areas.
- Consider providing locker room facilities for employees.
- Consider bicycle racks on buses.
- Encourage business involvement as a means to increase bicycle commuting and other functional trips.
- Help promote bike-to-work/school days.

WisDOT works with the Wisconsin Department of Natural Resources (DNR) to preserve trail opportunities by passing on its first right of acquisition for abandoned, privately-owned rail lines to DNR. WisDOT also conveys to DNR/counties full or partial rights to lines that it owns after consideration has been given to using the abandoned lines for continued rail or other transportation.

It should be noted that WisDOT is currently working on the Wisconsin Active Transportation Plan 2050 (ATP). This plan will be a cumulative update of two current State plans, the Wisconsin Bicycle Transportation Plan and the Wisconsin Pedestrian Policy Plan. The ATP is recommended to be a Statewide long-range plan focusing on human-powered modes of transportation, such as bicycling, walking, in-line skating, skateboarding, etc. The plan will also evaluate active transportation opportunities and needs that may result in policies and actions that will align with and enhance the Statewide long-range transportation plan, Connect 2050.

State Trails Network Plan

The Department of Natural Resources completed a revised State Trails Network Plan in 2003 to provide a long-term vision for establishing a comprehensive trail network in the State. The plan focuses on the main arteries of Wisconsin's trail system, and proposes two new trail segments near the Town of Cedarburg:

Segment 44: West Bend to Saukville
Corridor Type: Natural Resource

This segment would begin in West Bend, where it would connect with the Ice Age Trail and Segment 42. The trail route would follow the Milwaukee River eastward into Ozaukee County and would meet the Green Bay to Illinois Trail (Segment 6–existing Ozaukee Interurban Trail) near Saukville.

Segment 6: Green Bay to Illinois
Corridor Type: Natural Resource; Rail; Roadways; Utility

This trail would serve as a link to a potential Northeast Region corridor at the Manitowoc/Sheboygan County line. The corridor would extend south through Sheboygan County into Ozaukee County. Ozaukee County has developed a portion of the trail (the Ozaukee Interurban Trail) within a WEPCO utility right-of-way and a on former railway right-of-way that traverses the entirety of Ozaukee County. The Ozaukee Interurban Trail connects with the Brown Deer Trail and the Oak Leaf Trail in Milwaukee County that extends the trail southward through

Milwaukee County to the Milwaukee/Racine Countyline and also connects with the Sheboygan Interurban Trail that extends the trail northward to the Village of Oostburg. A short on-road connector to Harrington Beach State Park would also be pursued.

Midwest Regional Rail Initiative

Department of Transportation agencies in Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin sponsored an effort entitled the Midwest Regional Rail Initiative to develop an improved and expanded passenger rail system in the Midwest. The plan outlines a general configuration for the system, but does not define the location of specific communities where stations would be located. The plan does, however, indicate that a feeder bus route for the system would run through Ozaukee County (Figure 2). This feeder bus would provide residents of the Cedarburg area with greater access to major cities throughout the Midwest.

Route of the Badger

The Route of the Badger (ROTB) is a Milwaukee-area trail system project designed to connect existing trail and on-street facilities with new trail and on-street facilities to create a 700-mile regional network. It is envisioned that the 700-miles-plus network stretch from the City of Milwaukee to the Village of Dousman and from Sheboygan County to Kenosha County, and will further link trails to Chicago, Madison, and Minneapolis. As part of the trail network, an off-street trail is proposed to be developed in the northern portion of the Town that would connect the existing Ozaukee Interurban Trail with the planned extension of the Eisenbahn State Trail in Washington County.

TRANSPORTATION IN THE TOWN OF CEDARBURG

Streets and Highways

SEWRPC classifies streets and highways as one of three types: 1) arterial streets as mentioned in the previous section; 2) collector streets; and 3) land access streets. Table 1 shows the total mileage of these streets within Ozaukee County and subsequent changes in mileage over time.

Arterial streets provide a high degree of travel mobility and serve the movement of traffic between and through urban areas. Collector streets serve as connections between the arterial street system and the land access streets, which primarily provide access to abutting property. The total mileage of collector and land access streets has grown in the County over the past four decades. However, the total mileage of arterial streets has remained unchanged over the same time period; this may be attributed to the growth of residential areas throughout the County.

The 2007 household survey administered in the Town of Cedarburg revealed several streets and highways that residents felt needed improvement. Table 2 provides survey responses to the question “What is the ‘worst’ road or highway problem in the Town of Cedarburg?” The streets and highways are ranked based on the number of responses. The Town has made strides in road capital improvements, completing reconstruction of the automobile bridge on Covered Bridge Road in 2022, and are expected to complete 14 miles of road

reconstruction for the period 2022-2024 following a Capital financing program of $5 million. The Town was also successful in seeking grants to leverage this financing, receiving $2.5 million in grants for that same period for a total of $7.5 million. The Town was also awarded an 80/20 grant for the bridge over Cedar Creek on Cedar Creek Road for an estimated cost of $1.5 million for construction slated in upcoming years, bringing total grant funding to about $3.7 million.

WisDOT maintains a database entitled the Wisconsin Information System for Local Roads (WISLR), which holds county and local street information including pavement conditions. Pavement ratings must be submitted to WisDOT by each county and local government every other year. The PASER (pavement surface evaluation and rating) data for the Town of Cedarburg is available for viewing at the Town Hall.

As of August 2017, STH 60 was the only arterial in the Town that WisDOT designated as a long truck route. Long truck routes allow access for tractor-semitrailer combinations, double bottoms or an automobile haulaways of any length.

The State of Wisconsin implemented a Rustic Roads program in 1973 to preserve scenic roads within the State. There are currently no roads in the Town of Cedarburg that have been designated as a Rustic Road; however, the Town may apply for a rustic road containing sections of Horns Corners Road, Kaehlers Mill Road, Cedar Creek Road, and Covered Bridge Road.

As of June 2019, there were no planned jurisdictional transfers for roads within the Town of Cedarburg, however, it is recommended that a new segment of 1st Avenue be developed and extended from Rose Street northward to Cedar Creek Road and be the responsibility of the local trunk highway system.

In September 2007, the Town adopted an ordinance permitting lots without street frontage (accessed by shared driveways) in the single-family residential (R-1, R-2, and R-3), estate (E-1), countryside residential (CR-A and CR-B), and transitional residential (TR and TR-2) zoning districts, and residential planned unit developments (PUDs). The purpose in adopting this ordinance is to allow for the development of land-locked or uniquely shaped parcels. This ordinance will also minimize the impact of future development on the Town's natural environment and rural character. Shared driveways must have the approval of the Town before they can be constructed, and can serve a maximum of seven parcels. It is likely the Town will not only continue this practice, but expand its use and encourage implementation due to its success in preserving the rural feel of the Town, while minimizing the cost to the taxpayer by keeping the new shared driveways private facilities owned and maintained by the HOA.

Transit

Although the Ozaukee County Commuter Bus is no longer in service, park and ride lots offer locations to access carpooling options. The two nearest park and ride lots to the Town are located where Interstate 43 crosses County Trunk Highway V and County Trunk Highway C, both in the Town of Grafton. In addition, VISION 2050 recommends a new park and ride lot be developed near IH 43 and STH 60 in the Village of Grafton.

Ozaukee County provides several local transit services that are available to the Town of Cedarburg. The Ozaukee County Shared-Ride Taxi Service, a public transportation program, uses sedans, minivans, and wheelchair-equipped vans to carry passengers. Trips can be arranged in advance or on the day of travel, and passengers can access locations within Ozaukee County only. Ozaukee County also partners with Washington County to provide shared-ride taxi service on a Countywide basis throughout both Counties as part of the Washington Ozaukee Transit Connection.

In the Town survey conducted at the time of the original plan composition, twenty percent of respondents selected "Ride Shared Service" in response to the following question: "If mass transit were to develop in the Town of Cedarburg, what type would you like to see?" To establish a stronger connection between Town residents and the Ozaukee County Shared-Ride Taxi Service, additional information about the service may need to be provided to the public.

The City of Cedarburg operates a senior center van service (for residents of the City age 55 or older) that provides travel of up to 15 miles beyond City limits. The Ozaukee County Aging and Disability Resource Center offers transportation for those in need of medical treatment not available within Ozaukee County. Riders must be non-ambulatory and should meet the eligibility requirements for the program.

In addition to these services, the Ozaukee County Veterans Services provides transportation services to the Veterans Administration Hospital (in Milwaukee County) for Ozaukee County Veterans. A directory of services listing common contacts and programs of interest to Ozaukee County elderly and disabled residents is located at www.co.ozaukee.wi.us/247/Directory-of-Services.

Bicycle and Pedestrian Traffic

The Town completed a report in July of 1999, the Master Bicycle and Pedestrian Route Plan, to address existing bicycle and pedestrian amenities and determine where new facilities and routes should be located. The primary recommendation of the plan included one main north-south and two east-west bicycle/pedestrian corridors within the Town. At the time of the plan, the following routes were identified as needing improvement to accommodate bicycle and pedestrian traffic (Figure 3):

- Covered Bridge Road from Covered Bridge Park to Five Corners.
- Covered Bridge Road south to Cedar Creek Road, west on Cedar Creek to Horns Corners Road, and south on Horns Corners to Town limits.
- Cedar Creek Road west to Devonshire Drive to Covered Bridge Road, north to Cedar Creek Road,* and west to the Town limits.*
- Bridge Road from the western Town limits to the City of Cedarburg limits.
- Pleasant Valley Road from the western Town limits to the eastern Town limits.
- State Trunk Highway 60 from Five Corners intersection to Horns Corners Road.* The route continues north on Horns Corners to Cedar Creek Road.

The routes with an asterisk (*) have been completed.

In order to properly implement the plan, the Town was charged with several responsibilities:

- Integrate bicycling into the overall transportation and land use plans.
- Promote bicycling through special events.
- Improve facilities for bicyclists and integrate improvements into the Capital Improvement Plan for the Town.
- Provide mapping and signage that helps bicyclists get around the community safely.

Since 1999, some facilities for bicyclists have been enhanced as a result of road improvement projects. A Town Bike Trail Map has been created for residents and visitors and is available for pickup at the Town Hall. In addition, the Town has installed some signage to help navigate bicyclists.

Although the plan does not provide specific design standards for paths and trails in the Town, it encourages compliance with the AASHTO Guidelines for Bicycle Facilities for all new roads and bridges. Further information on the plan is available at the Town Hall.

Currently, the parks in the Town of Cedarburg are not fully connected by paths and trails for bicycle and pedestrian traffic. The Town may wish to focus on completing the trail network between all parks within its boundaries.

Cedar Sauk Road carries both vehicular traffic and bicycle traffic and is a preferred truck route. The road does not currently have a designated bike lane. The Town may also wish to address the concurrent truck and bicycle traffic to enhance safety within the corridor.

Trails for bicycle and pedestrian traffic were also addressed in the original Town survey. Residents selected paths and trails (both off-road and along roadways) as major park needs that should be provided over the next five to 10 years.

When asked about the importance of providing hiking and walking trails not along roads, 73.1% of respondents selected 'very important' or 'somewhat important.' Approximately 55.9% of respondents viewed hiking and walking trails along roads as very important or somewhat important. Conservancy and natural areas were marked as either 'very important' or 'somewhat important' for 80.8% of respondents, while 71.9% selected public parks as very or somewhat important. Bike paths adjacent to and away from Town and County roads were selected as very important or somewhat important for 74.8% and 66.3% of respondents, respectively.

Air Transportation

No public use airports are located in the Town of Cedarburg. Chartered air service and air freight services are available in Washington County at the West Bend Municipal and Hartford Municipal airports, Lawrence Timmerman Field in Milwaukee County, and Sheboygan County Memorial Airport in Sheboygan County. The nearest commercial airline service is provided by Milwaukee Mitchell International Airport in Milwaukee.

Railroads

The Canadian National Railway, which provides freight services and carries Amtrak trains to and from Milwaukee, crosses through the southeast corner of the Town. However, the Town does not have a station that provides access to the trains. The nearest Amtrak station is located in downtown Milwaukee, approximately 18 miles from the Town of Cedarburg.

Water Transportation

There are no waterways used as transportation in the Town of Cedarburg. Cedar Creek is a navigable stream; however, Port Washington Marina is the nearest facility for boats. For freight transportation, Port Milwaukee is the closest facility to the Town.

Other Transportation

There are a few snowmobile trails within the Town of Cedarburg. Some are funded through the Association of Wisconsin Snowmobile Clubs (AWSC), while others are local club trails.

TRANSPORTATION

GOALS, OBJECTIVES, AND POLICIES

GOAL #1

Ensure that the Town has access to public transit that is well-connected to other areas in the Region and the Midwest.

OBJECTIVE

Promote public transit options (e.g. bus, rail, taxi) that allow residents to easily access rail lines and major transportation facilities at all times.

POLICIES

Coordinate with WisDOT on the Midwest Regional Rail Initiative to establish a feeder bus route that adequately serves residents of the Town.

GOAL #2

Promote the expansion of alternative modes of transportation (i.e. bicycling, walking, mobility support that serves a range of people of age and abilities, etc.).

OBJECTIVE

Balance automobile usage with all methods of transportation to encourage healthy lifestyles and a high-quality living environment.

POLICIES

Provide new and enhanced bicycle and pedestrian routes in the Town that serve as linkages between Town facilities and parks, commercial centers, residential neighborhoods, and the City of Cedarburg as development continues and as reasonable options arise.

Promote educational opportunities that incorporate elements of bicycle and pedestrian awareness.

Update the Comprehensive Park Plan and Master Bicycle and Pedestrian Route Plan to reflect existing conditions and opportunities.

Pursue grant funds to develop recommended trail and bicycle routes through the Town.

Support programs that provide transit services for the elderly, people with disabilities, and other people who cannot drive or who have difficulty using private automobiles.

GOAL #3

Provide a transportation network for the Town that ensures the safety of its users.

OBJECTIVE

Ensure that all roadways and trails are properly maintained, and that intersections among them are frequent and well-defined.

POLICIES

Support the implementation of the Route of the Badger so trails in the Town of Cedarburg provide access to other areas in the Region.

Continue to consider developing trail and path facilities for new residential subdivisions, to provide safe and convenient opportunities for walking, and provide connections to adjacent local or subdivision trail and path systems to ensure a safe and contiguous use, as funding allows.

Utilize the PASER (pavement surface evaluation and rating) data and place emphasis on streets in the Town that need major improvement.

Update the Comprehensive Park Plan and Master Bicycle and Pedestrian Route Plan so bicycle and pedestrian routes are safely and properly aligned with vehicular traffic.

Explore traffic calming devices on major roadways where feasible.

GOAL #4

Ensure adequate funding for transportation improvement projects.

OBJECTIVE

Diversify funding sources for the Town and utilize all avenues for acquiring monetary support.

POLICY

Work with the County, State, and various Federal entities to explore funding availability and secure monies for transportation programs and projects.

GOAL #5

Encourage the use of private shared driveways to build upon past success in new development.

OBJECTIVE

Preserve the rural character of the Town and minimize the impact to taxpayers by limiting the amount of new public roadway to construct and maintain.

POLICIES

Consider amending the Town Code to expand the use of private shared driveways in additional zoning districts.

Consider increasing the number of lots that can be served by a private shared driveway.

Study the appropriate construction standards for these private shared driveways to balance the cost of construction while considering potential future requests to accept the private driveways as public roads.

Worldox #264588-9 – Town of Cedarburg CPU: Chapter 7 Text
110-1257
SH/BRM/RLR/mid
08/26/24; 08/06/24; 07/22/24; 08/28/23; 08/10/23; 08/04/23; 07/28/23; 05/04/2023

TABLE 1: Distribution of Total Street and Highway Mileage Within Ozaukee County

Year	Arterial	Collector and Land Access	Total	Arterial Mileage as a Percent of Total Mileage
1963	264.9	366.9	631.8	41.9%
1972	253.5	466.7	720.2	35.2%
1991	250.7	610.3	861.0	29.1%
2001	250.7	643.7	894.4	28.0%
2011	250.8	689.8	940.6	26.7%
2021	250.8	698.2	949.0	26.4%

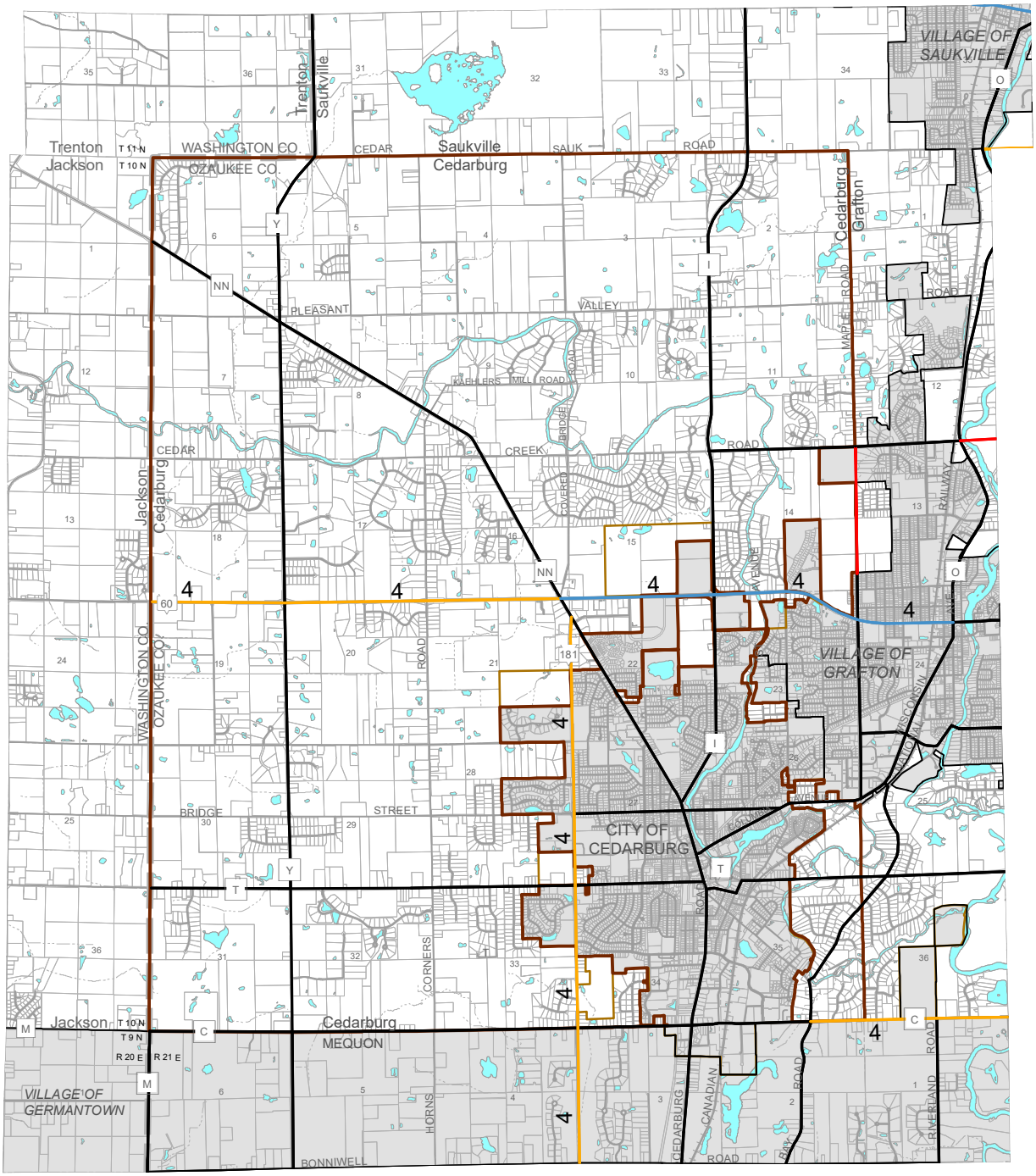
[a] *Total street and highway mileage does not include private streets and roads or roadways in public parks and on institutional lands.*

Source: SEWRPC

TABLE 2: Survey Responses to "What is the "worst" road or highway problem in the Town of Cedarburg?"

Location	Responses	Percent of Total	Comments
Highway 60	81	19.4%	High traffic volume; excessive speeding; streetlights needed
Hornes Corners Road	32	7.7%	Poor visibility; excessive speeding; needs maintenance and a bike path
Granville Road	30	7.2%	High traffic volume; excessive speeding; signal needed at Hwy 60
County Y	28	6.7%	Excessive speeding and truck traffic; signal needed at Hwy 60
Pioneer Road	28	6.7%	Needs maintenance; signal needed at Green Bay Road
Five Corners	23	5.5%	High traffic volume; needs widening; left turns difficult
County I	21	5.0%	High traffic volume
Cedar Creek Road	20	4.8%	Poor visibility; excessive speeding; needs maintenance
County NN	20	4.8%	Excessive speeding
Pleasant Valley Road	20	4.8%	Excessive speeding; needs maintenance
Covered Bridge Road	16	3.8%	Excessive speeding and litter; needs maintenance
Wauwatosa Road	16	3.8%	High traffic volume; congestion from school
Bridge Road	14	3.4%	Needs maintenance and bike paths
County C	12	2.9%	Needs maintenance and a signal at Green Bay Road
Green Bay Road	11	2.6%	Excessive speeding; signals needed at Pioneer Road and County C
Sherman Road	10	2.4%	Dips in road at Hornes Corners Road
Cedar Sauk Road	9	2.2%	Needs maintenance, balance truck traffic with bicycle traffic
Western Road	9	2.2%	High traffic volume; excessive speeding
Cedar Creek Pkwy	8	1.9%	Needs maintenance
76th Street	5	1.2%	High traffic volume; needs widening
Decker's Corners	4	1.0%	Poor visibility; frequent accidents
	417	100.0%	

Figure 1
Functional Improvements to the Arterial Street and Highway System in Ozaukee County: VISION 2050



ARTERIAL STREET OR HIGHWAY

- NEW
- WIDENING AND/OR OTHER IMPROVEMENT TO PROVIDE SIGNIFICANT ADDITIONAL CAPACITY
- RESERVE RIGHT-OF-WAY TO ACCOMMODATE POTENTIAL FUTURE IMPROVEMENT BEYOND 2050 (ADDITIONAL LANES OR NEW FACILITY)
- RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY
- 4 NUMBER OF TRAFFIC LANES FOR NEW OR IMPROVED FACILITY, INCLUDING RIGHT-OF-WAY RESERVATIONS (2 LANES WHERE UNNUMBERED)

- TOWN OF CEDARBURG: 2023
- INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041
- SURFACE WATER

Note: This map has been updated to not show capacity expansion projects completed through the end of 2020.

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

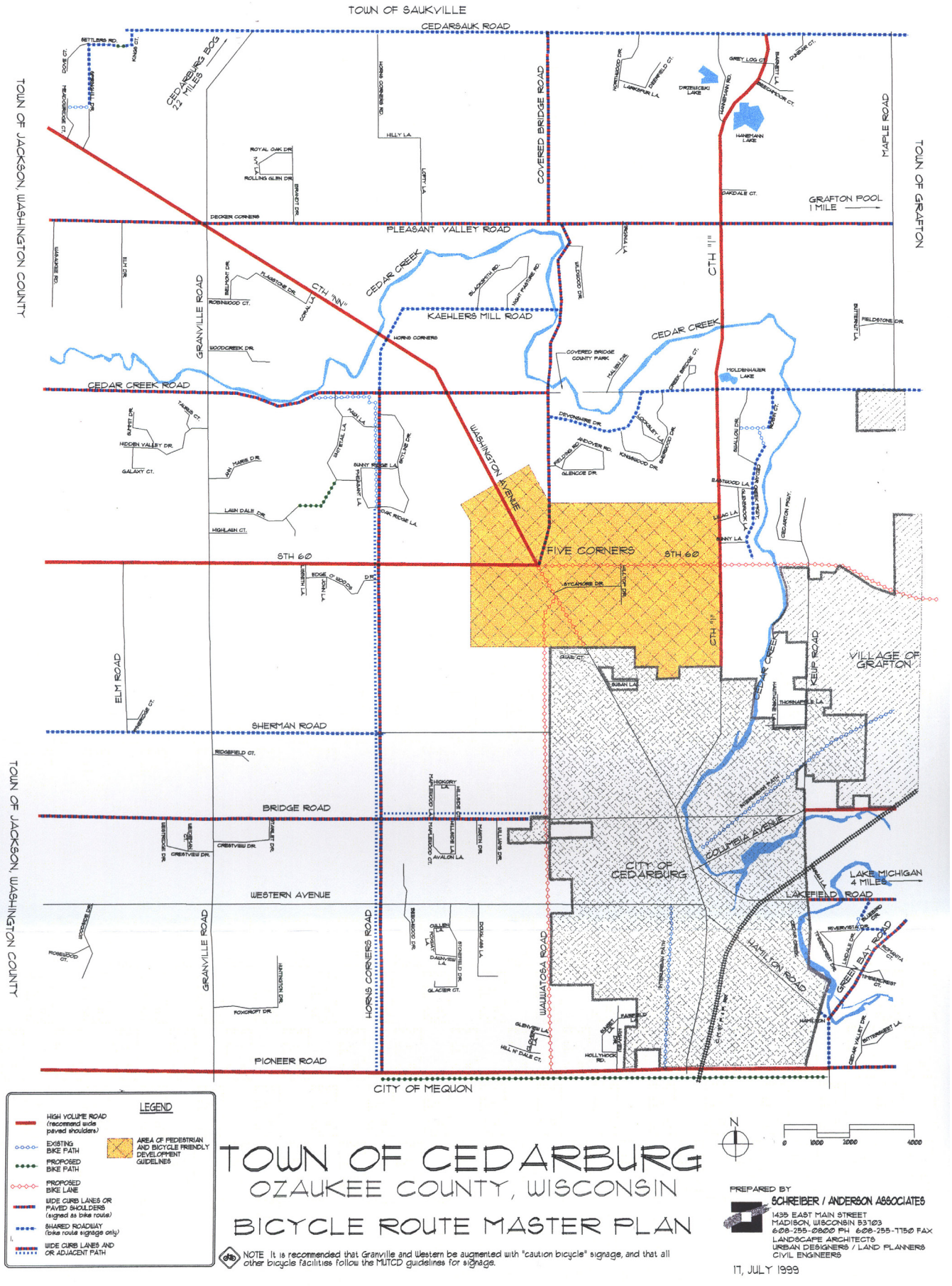
Source: SEWRPC

FIGURE 2: Proposed Midwest Regional Rail System

*Indiana DOT is evaluating additional passenger rail service to South Bend and to Louisville.
**In Missouri, current restrictions limit train speeds to 79 mph.

Source: Midwest Regional Rail Initiative.

FIGURE 3: Town of Cedarburg Bicycle Route Master Plan, 1999



Source: Town of Cedarburg Master Bicycle and Pedestrian Route Plan

UTILITIES AND COMMUNITY FACILITIES

Section 66.1001 (2)(d) of the *Wisconsin Statutes* requires the Utilities and Community Facilities Element to provide a compilation of goals, objectives, policies, maps, and programs that guide the future development of various utilities and community facilities. The *Statutes* also require an inventory of existing utilities and community facilities and an approximate timetable that projects the need to expand, rehabilitate, or replace existing utilities and community facilities or construct new utilities and community facilities. As required by the *Statutes*, the following utilities and community facilities are included:

- Sanitary sewer service
- Water supply
- Stormwater management
- On-site wastewater treatment technology
- Solid waste disposal
- Recycling facilities
- Parks
- Telecommunications facilities
- Power plants and transmission lines
- Cemeteries
- Health care facilities
- Child care facilities
- Police
- Fire
- Rescue
- Libraries
- Schools
- Other government facilities

Furthermore, Section 16.965 of the *Wisconsin Statutes* sets forth goals related to the Utilities and Community Facilities Element that may be addressed as part of the planning process. They are:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

The intent of this chapter is to address these issues and requirements set forth by the *Wisconsin Statutes*.

PARKS

The Town of Cedarburg owns, in whole or in part, eight public parks or recreational sites: Pleasant Valley Park and Trails (Figure 1), Creekside Park, Hamilton Park (Figure 2), Cedar Creek Farms Canoe Launch (Figure 3), Krohn Park (Figure 4), MLG Site, Orthopaedic Hospital of Wisconsin (OHOW) Fields (Figure 5), and Korb Sports Complex (Figure 6). Covered Bridge County Park is located in the Town, but is owned by Ozaukee County. Currently, the parks are not yet connected by a complete system of trails.

Park & Recreation Committee

The Committee is composed of four (4) Town of Cedarburg citizen members and one Town Supervisor. The Town Board member addresses both active and passive facilities and activities. The citizen members are appointed by the Town Chairperson with the majority approval of the Town Board and are appointed for three-year terms. The Supervisor member of the Committee is appointed by the Town Chairman with the majority approval of the Town Board in April of each year. The citizen members should be from different parts of the Town of Cedarburg.

The Committee serves as an advisory panel to the Town Board, and makes proposals for the planning, development, acquisition, expansion, disposition, maintenance and the use of all parks and recreation facilities. The Committee works to provide the broadest community benefit in its provision of parks and recreation activities in the Town and acts to sustain, enhance, and preserve the natural resources of the Town of Cedarburg. The Committee also provides recommendations to the Town Board about potential applications for grant funds from State agencies for the purpose of creating or enhancing the Town's parks and related facilities and recreation programs.

Town Comprehensive Park Plan

The Town's Park Plan, updated in 2018, provides an inventory of current parks and recreation space, outlines the natural resources available for parks and recreation spaces, identifies the Town bicycle and pedestrian route plan, offers a needs analysis, provides present and past planning efforts for the Korb Sports Complex, and provides plan recommendations for the Town. A summary of the plan recommendations is provided below.

For natural resources, the plan recommends protecting existing resources and restoring former wetlands after agricultural use has ended. These areas may offer passive recreational spaces for residents and visitors (Figure 7). The Town should protect and restore its natural resource areas through the following:

- Planning policies and regulations
- Staged acquisition or land dedication
- Protection by easement
- Recreational related development of lands and facilities
- Conservation development standards

The Master Bicycle and Pedestrian Route Plan is also addressed in the Town's Park Plan. Planning recommendations to help guide Town policies and facility development include improving infrastructure such as designated bikeways, bicycle parking, marked pedestrian cross walks, and traffic control devices to assist pedestrians to improve conditions for the non-motoring public. The main recommendation of the plan focuses on providing a main north/south and two primary east/west corridors that includes both on-street and off-street facilities through the Town. The plan also provides descriptions of the main routes, recommended improvements, and merits of each route. Currently, the Town has a substantial bicycle trail network, including both on- and off-street trails, as shown on Figure 4 of the Transportation chapter of this report.

Since 2005, conceptual plans for a proposed sports complex to be developed with active recreation opportunities within the Town have been discussed by Town staff and officials. A couple of locations were considered for such development. In 2017, the Town purchased 34 acres at 8611 STH 60 for the development of a Cedarburg Sports Complex (Korb Sports Complex) within the Town. Construction of the complex was initiated in 2018. With the recent development of the complex, the Town addressed a deficiency in the number and quality of athletic fields in the Cedarburg area. The sports complex provides immediate relief for these needs and offers new active and passive recreation opportunities. The complex consists of youth baseball and softball diamonds; multi-use field space that can accommodate soccer, flag football, lacrosse, and other outdoor athletic activities; and passive features including a walking path. In addition, the construction of the Athletes Performance building adjacent to the Korb Sports Complex, that is planned to be completed in late 2024, will provide indoor athletic facilities (fields and courts).

The plan recommendations conclude that the Town should make a fair amount of passive recreational facilities available, and focus more on the development of a mixture of passive and active recreational facilities such as baseball, soccer, flag football, lacrosse, and other athletic fields in upcoming years.

It is recommended that the Town review its park plan and the Master Bicycle and Pedestrian Route Plan to determine if it's appropriate to update these plans in the future.

SANITARY SEWER SERVICE

SEWRPC is the designated water quality management planning agency for Southeastern Wisconsin, and on behalf of the State, has identified sanitary sewer service areas tributary to each publicly owned sewage treatment plant in the seven-county southeastern Wisconsin region. The Town of Cedarburg does not provide sanitary sewer service to its residents, as most land in the Town operates with septic systems.

However, it can be noted that the City of Cedarburg has a sanitary sewer service area that encompasses the entire City and adjacent lands in the Town, including the Town Hall (Figure 8). However, the City has no obligation to provide sewer service to properties within the Town located in the sanitary sewer service area. The City of Cedarburg and the Town of Cedarburg should consider conducting a study to review the cost effectiveness of providing sanitary sewer service to properties within the Town located within the sewer service area boundary such as the Five Corners area.

PRIVATE ON-SITE WASTEWATER TREATMENT

Properties not served by public sanitary sewers are served through private on-site wastewater treatment systems (POWTS) that are regulated by Ozaukee County. Almost all properties in the Town of Cedarburg use these systems. POWTS include conventional systems, in-ground pressure systems, mound systems, at-grade systems, holding tank systems, shared septic/cluster systems, sand and gravel filter systems, constructed wetlands, and other experimental systems.

All of the previously mentioned POWTS may be suitable to service the Five Corners area of the Town. Each system has its own specific design requirements, thus further study should be completed for the Town to determine which systems are most appropriate.

The Town may continue to examine the installation and operation of a Town water/wastewater utility through a community well system and clustered POWTS system to serve existing and new residential or commercial development. A clean, reliable water supply and wastewater system may be instrumental in attracting both residential and commercial developers to the Town as it continues to develop.

STORMWATER MANAGEMENT

Chapter NR 216 of the Wisconsin Administrative Code requires county and local governments in urbanized areas, identified based on population and density, to obtain a Wisconsin Pollutant Discharge Elimination System (WPDES) Stormwater Discharge Permit. The code requires that the municipality meet State standards to control pollution through the development of a storm sewer system map, a public information and education program, a stormwater and erosion control ordinance, an illicit discharge detection program, and a plan to reduce suspended solids. An annual report on progress in meeting the requirements must be submitted to the Wisconsin Department of Natural Resources (DNR).

Chapter NR 151 of the Wisconsin Administrative Code requires that municipalities with a WPDES permit reduce the amount of total suspended solids (TSS) in stormwater runoff by 40 percent by 2013, as compared to stormwater runoff from areas of existing development with no controls as of October 2004. TSS are the fine particles of sediment in the water, including soil, biological solids, decaying organic matter, and particles discharged in wastewater. Pollutants can also attach to suspended solids. In 2011, the Wisconsin Legislature amended Section 281.16 (2)(am) 2 of the *Wisconsin Statutes* which prohibited the enforcement of the 40 percent TSS reduction contained in NR 151.13 of the Wisconsin Administrative Code. Therefore, the applicable standards are the 20 percent TSS reduction or the total maximum daily loads (TMDL reduction goals. A TMDL is the amount of a pollutant a water can receive and still meet water quality standards. The Town of Cedarburg has obtained a WPDES Stormwater Discharge Permit, and prepared a stormwater management plan and construction site erosion control ordinance in 2008 (comprehensively updated in 2023).

Regardless of whether a municipality is required to have a stormwater discharge permit, Chapter NR 151 requires that all construction sites that have one acre or more of land disturbance must achieve an 80 percent reduction in the amount of sediment that runs off the site. With certain limited exceptions, those sites required to have construction erosion control permits must also have post-development stormwater management practices to reduce the total suspended solids (sediment) that would otherwise run off the site by 80 percent for new development, 40 percent for redevelopment, and 80 percent for infill development.

The 2035 Multi-Jurisdictional Comprehensive Plan for Ozaukee County recommended that street improvements in areas with urban density development should employ curb and gutter and storm sewer facilities to carry runoff,

although roadside ditches and swales, culverts, and overland flow paths are appropriate in lower-density residential development. Urban developments may also need stormwater storage and infiltration facilities (i.e. dry ponds, wet ponds, infiltration basins). Due to the rural character of the Town, roadside swales and culverts handle the majority of runoff.

WATER SUPPLY

In 2010, approximately 30,600 residents in Ozaukee County were not served by a public water supply system (35 percent of the county). Most of the Town falls under this category, and thus use private, on-site wells to obtain a water supply.

The Town investigated the feasibility of a Town water utility to serve the Five Corners area. The "Five Corners Preliminary Water Supply Investigation," as prepared by EarthTech, was completed in February 2008. The study was developed to identify the feasibility of developing a source of groundwater supply and provide technical requirements and costs with installing a public water supply system for the Five Corners study area. The study recommended the Town explore one or more of the potential well sites, as cited in the study, for developing a water supply source for the study area and consider acquiring a parcel, if available for purchase, to serve as a potential public water supply. Based on this recommendation, the Town acquired an eight-acre parcel along CTH NN in the study area. The Town will continue to consider taking the necessary steps to proceed with the development of a public water supply stem for the Five Corners area. The study also proposes the requirement of developing at least two wells to supply the study area.

If the Town were to install and operate community wells by means of a Town water utility, the Town may institute a wellhead protection plan. The Wisconsin Department of Natural Resources (WDNR) currently requires a 1,200-foot setback for private wells near landfills. If a property owner wishes to install a well within 1,200 feet, they must obtain a variance from the WDNR. This process is intended to protect residents from potential environmental hazards.

The Town could also establish a similar buffer around existing operational quarry sites since non-metallic mining operations have the potential to affect groundwater quality. In addition, the Town may also work with quarry operators to provide a groundwater monitoring program, including the use of monitoring wells at the perimeter of the quarry site to monitor the impact of mining operations on groundwater levels and quality.

In regard to the water supply, the Town is located on the Lake Michigan side of the subcontinental divide. The option exists for the Town to partner with neighboring communities on a regional water utility that would supply the area with water from Lake Michigan. The Town is willing to partner with neighboring communities to provide water and sewer services if there is an opportunity for greater efficiency, cost savings, and/or a higher level of service.

SOLID WASTE DISPOSAL

The Town of Cedarburg contracts municipal garbage collection service for all residents of the Town. Solid waste from the Town is deposited at a transfer station in Menomonee Falls. The Town also offers special bulk item pick-ups for a fee that is conducted by the Town public works crew. This service may be utilized by residents for items that would not fit into the refuse container.

Additional solid waste programs available in Ozaukee County include household hazardous waste (HHW) and tire collection. Information on HHW is available on the Ozaukee County website (www.co.ozaukee.wi.us/2577/Clean-Sweep-Program), and tires may be deposited at the Town recycling yard with a purchase of a yard access card.

The Town of Cedarburg houses a 95-acre landfill, the Prochnow landfill (near Five Corners), that was operated jointly with the City of Cedarburg as a municipal landfill from 1957 to 1972. In the 1980's, soil and groundwater contamination was discovered near the landfill and adjacent properties. The contamination is being continuously monitored by the WDNR. The southeast migration of a contaminant plume from the landfill leaves the highest groundwater impact along Wauwatosa Road. The Five Corners Master Plan from 2005 recommends the Prochnow landfill area for future recreational use. The Town, or Town and City jointly, may consider an updated study/redevelopment plan for this site.

The Town will continue to provide collection services of solid waste for Town residents. The Town will continue to monitor solid waste disposal in the Town and discuss possible alternative methods of solid waste disposal with various environmental service providers if a need for alternative services is identified.

RECYCLING FACILITIES

The Town also contracts with a disposal company for curbside recycling with collection occurring the same day as Town garbage collection. Residential properties are supplied one cart from the disposal company. The following items are allowed to be collected for recycling and separated from refuse:

- Aluminum containers
- Bimetal containers
- Corrugated cardboard
- Glass containers
- Magazines
- Newspapers
- Office paper
- Rigid plastic containers (marked 1 to 7)

The Town's recycling yard also provides Town residents the opportunity to recycle other materials that are not allowed to be collected by the disposal company. The Town's recycling yard is located south of the Town Hall in Five Corners at 1293 Washington Avenue (Figure 9). The following items that can be recycled/collected at the Town recycling yard include:

- Metal bicycles
- Metal appliances
- Steel containers
- Waste tires
- Waste oil
- Yard waste

The Town will continue to study more efficient and cost-effective methods of providing refuse collection and recycling services to residents. This may include relocating the public works garage and recycling yard, and changing the manner in which refuse collection and recycling services are provided.

COMMUNICATIONS FACILITIES

Town of Cedarburg residents have access to several newspapers that cover information in the region. Among these, the Milwaukee Journal Sentinel and the Ozaukee County News Graphic serve as the main news providers for the Town.

Telecommunication services include the following categories: 1) Voice Transmission Services, 2) Data Transmission Services, and 3) Multimedia Services. In the Town of Cedarburg, the majority of these services are provided by AT&T, T-Mobile, U.S. Cellular, Verizon, and Spectrum. AT&T envisions that the entire Town of Cedarburg have 5G technology on all cellular towers and fiber optic services. The long-term plan for AT&T is to have fiber optic services throughout the Town over the next 3 to 10 years.

The Town will continue to work with wireless telecommunication providers and the County to help provide access to or enhance existing telecommunications services and infrastructure for Town residents and businesses.

PRIVATE UTILITIES

Electric Power Service

We Energies serves the majority of the Town of Cedarburg with electric power service. The extent of the power service does not constrain the location or intensity of urban development in the Town. A small portion of the Town also has access to Cedarburg Light and Water, a municipal utility which operates in the City of Cedarburg.

Natural Gas Service

The Town also receives service from We Energies for natural gas. A major natural gas pipeline runs east-west through the northern part of the Town.

Power Plants and Transmission Lines

The nearest electric power generation facility to the Town is We Energies located in the City of Port Washington.

The Town will work with We Energies and other utilities, as necessary, for possible expansion of new infrastructure related to transmission lines or pipelines to be located in the Town.

CEMETERIES

One cemetery is located within the Town of Cedarburg and several border on the southern and eastern parts of the Town. The St. Wendelinus Cemetery is located in the northeast portion of the Town and includes approximately 0.9 acres of land. The St. Paul Evangelical, St. Joseph's, and Woodlawn cemeteries are near the eastern border of the Town in the Village of Grafton. The Town may consider expanding existing cemeteries or developing new cemeteries in appropriate locations in the Town on request.

HEALTH CARE FACILITIES

The nearest hospitals to the Town that offer a full range of medical services is Columbia-St. Mary's Hospital (Ozaukee Campus) in the City of Mequon and Aurora Medical Center in the Village of Grafton (Figure 10). These are the only hospitals located in Ozaukee County offering full medical services.

Children's Wisconsin, located in the multi-tenant building at the southwest corner of the Five Corners intersection, is the only existing special medical facility located in the Town. In November 2023, the Town approved the development of an indoor sports complex along STH 60 and adjacent to the Korb Sports Complex. The planned indoor sports complex will include a Children's Hospital Physical Therapy Clinic. There are also three other special medical centers that are close to the Town and include the Cedar Mills Medical Group and Homestead Family Health Center both located in the City of Cedarburg and Aurora Health Center Cedar Creek Clinic in the Village of Grafton.

An increased demand for health care services and facilities can be expected as the age composition of the County's population increases over the planning period.

CHILD CARE FACILITIES

The Bureau of Regulation and Licensing (BRL) categorizes child care facilities into two types: family and group. Family child care centers provide care for four to eight children, while group child care centers care for nine or more.

Seven child care facilities were located in the City of Cedarburg as of 2022 (one family and six group). Two facilities are currently located in the Town: Cornerstone Christian Learning Center on STH 60 and Little Red Schoolhouse on Pleasant Valley Road.

Since child care facilities and services are generally provided by the private sector, it is difficult for the Town to plan for additional child care facilities. However, the Town may consider additional child care facilities, in cooperation with Ozaukee County, if presented by an interested party, through the Town comprehensive plan design year 2050 in order to provide adequate child care services for Town residents.

NURSING HOMES

As of 2022, four nursing homes were located within Ozaukee County:

- Cedarburg Health Services (City of Cedarburg)
- Heritage Nursing and Rehabilitation Center (City of Port Washington)
- Highlands Health Center at Newcastle Place (City of Mequon)
- Lasata Care Center (City of Cedarburg)

Lasata Care Center and Newcastle Place offer a variety of retirement community services ranging from independent living (with additional personal care services) to assisted living and nursing home facilities. Lasata Care Center nursing home is owned and operated by Ozaukee County and is a 130-bed facility providing rehabilitation, long-term, and 24-hour nursing care services. The Care Center is part of a senior living campus, also owned and operated by Ozaukee County, that includes a 60-unit residential care apartment complex assisted living facility (Lasata Crossings) and a 60-unit apartment building for independent seniors 62 years of age or older (Lasata Heights). In 2023, the County approved the expansion to the senior living campus with the development of a new 24-unit community-based residential facility. In 2008, Newcastle Place completed its expansion to the 51-acre development by adding a 50-unit independent living apartment building, six duplex homes, and 19 single-family cottage homes. The entire development currently includes 257 units.

There are also other housing types for the elderly within Ozaukee County. Within Ozaukee County, there are 14 independent-living, apartment facilities for persons 55 years of age or older; nine residential care apartment facilities providing independent living with a limited amount of services; six subsidized apartment facilities; and 26 community-based residential facilities that provide services for individuals who need assistance, but not the level care for those given in nursing homes.

Demand for these services is necessary for Town residents over the coming years as the population ages. Approximately 35.0% of the Town's population is age 55 or older (see Table 3 in Chapter 1), while 28.0% of the population fall between the ages of 35 and 54.

POLICE

The Ozaukee County Sheriff's Department is responsible for overseeing the Town of Cedarburg. The Sheriff's Department is located in the Ozaukee County Justice Center in the City of Port Washington (Figure 11). The Sheriff's Department currently employs 29 full time patrol officers, not including staff for jail operations, administration, communications, or support services divisions. In addition to the Town, the Sheriff's Department also serves the Village of Belgium and the Towns of Belgium, Fredonia, Grafton, Port Washington, and Saukville.

The Town anticipates reliance on the Ozaukee County Sheriff's Department for police protection services through 2050, either on a full-time or part-time basis. The Town's 2050 land use plan map (Figure 4 in the Land Use chapter of this report) identifies additional urban development throughout the Town, thus more residents and businesses bring a need for more protection services. The Town encourages the Sheriff's Department to monitor the personnel, equipment, and facilities annually to ensure they are adequate to serve Town and other County residents.

Town Code Enforcement Officer

The Town also has one appointed Town Constable/Code Enforcement Officer to provide basic law enforcement and code compliance for Town residents. Per Section 60.22(4) of the *Wisconsin Statutes*, the Town Constable is responsible for enforcing local ordinances and issuing citations for ordinance violations. The Constable may also assist the Cedarburg Fire Department in maintaining order at the scene of a fire.

SHARED SERVICES

The only shared service agreement that the Town has is between the Town and the City of Cedarburg for the provision of fire and rescue services. The agreement is for a 10-year period commencing January 1, 2024, and ending December 31, 2033.

FIRE AND RESCUE

Cedarburg Fire Department

The Town and City of Cedarburg jointly fund a volunteer fire department to provide fire and emergency medical services to both communities. The department is one of the nine departments participating in the Ozaukee County mutual aid agreement.

The Cedarburg Fire Department covers approximately 33 square miles, and provides fire response, Emergency Medical Service (EMS), and members trained to EMT-Intermediate level standards (which includes ambulance transporting to local hospitals, auto extrication, Dive Rescue, and public education's "Survive Alive" program). In 2021, the department received 1,209 calls, which was down from 2020, but had been trending upward annually in previous years. In 2021, approximately 85% of the 1,209 calls were for EMS. Fire Station No. 2 assists fire calls in the northern part of the City of Cedarburg and the outlying Town (Figure 12).

ISO ratings review the fire-fighting capabilities of individual communities. The ratings are numerically categorized from one through ten. A rating of "1" is the highest rating a fire department can receive, and the Cedarburg Fire Department has maintained an ISO rating of 3 for the last thirty-plus years, including the most recent evaluation conducted in 2019. The department also operates the 20-acre "Firemen's Park." The park hosts four fundraisers annually for the fire department named "Maxwell Street Days." The event generates funds for fire apparatus and necessary building upgrades.

The department currently staffs approximately 73 active firefighters and EMS personnel, and 150 "passive" or sustaining members that help with fundraising and non-emergency operations. In 2021, the department elected to hire full-time employees, primarily experienced volunteers within the department. Having full-time personnel at the station will provide quicker responses and better overall service to the Town and service area. Currently, the department has four full-time employees and 64 volunteers. Twenty of the 68 firefighters are Town residents.

When asked in the Town survey to comment on the condition and adequacy of the fire station, 91.1% of respondents marked "excellent" or "good". Approximately 87.0% never use the fire and emergency medical services. Approximately 57.6% of respondents marked "excellent" or "good" for the quality of services provided, while 13.5% selected fire and emergency medical as a service the Town should provide on its own.

The Town and City undertook a detailed examination at Fire and EMS provision by participating in a Wisconsin Policy Forum Study published in 2021, as well as joint discussions with Mequon, Thiensville, Grafton, Port Washington, and Saukville in regards to various options for consolidation. Ultimately, the Town and City of Cedarburg Ad Hoc Fire and EMS Committee recommended an option that would keep the Cedarburg Fire Department on its own and expand the Department through the execution of a Town- and City-approved staffing plan adopted as part of the 10-year shared services agreement. Following the voter approval of a referendum in April 2024, the intent is to implement the staffing plan moving forward.

Dispatch Centers

The Ozaukee County Sheriff's Department is the only dispatch center within Ozaukee County that takes emergency calls 24 hours a day. The Town continues to support the Countywide Dispatch Center, which provides police, fire, and emergency dispatch services throughout the County.

LIBRARIES

Town residents can access any library in the regional system (Monarch Library system). The Town pays for the library system through the County property tax.

The Town supports the Monarch Library System Advisory Committee to make decisions on the public libraries in the County and how to most efficiently use County funding to address any demands.

SCHOOLS

Cedarburg School District

The majority of children in the Town of Cedarburg attend classes in the Cedarburg School District, which currently houses approximately 3,100 students in three elementary schools (4K-5), one middle school (6-8) and one high school (9-12):

- Cedarburg High School (9-12)
- Webster Middle (6-8)
- Parkview Elementary (4K-5)
- Thorson Elementary (4K-5); including Early Learning Center (PK)
- Westlawn Elementary (4K-5)

The school district includes all of the City and the Town of Cedarburg, and parts of the City of Mequon, the Town of Jackson, and the Town and Village of Grafton. Cedarburg High School is accredited by the North Central Accrediting Association, and is a member of the Wisconsin Interscholastic Athletic Association and the North Shore Conference. Cedarburg High School employs 127 full-time and part-time faculty members and staff. The high school offers 26 extracurricular athletic and organizations and 39 activities and clubs, including the Community Service Volunteer Program.

The school district also owns land in the southwestern portion of the Town (along Bridge Street, west of Granville Road) that is being reserved for a school, although there are no immediate plans to build a facility.

The Cedarburg school district should work with all local governments in their district, including the Town of Cedarburg, Ozaukee County, and SEWRPC, to obtain information regarding proposed residential developments and population projections in order to prepare accurate facilities plans in short-term increments through the comprehensive plan design year 2050.

Private Schools

St. Francis Borgia Catholic School is the only private school within the Town. The school is located in the Five Corners area north of STH 60 and provides schooling for students from Pre-kindergarten through 8th Grade. First Immanuel Lutheran School in the City of Cedarburg also provides schooling for students from Pre-kindergarten through 8th Grade.

Ozaukee Area Homeschoolers

A number of students at all levels are homeschooled in Ozaukee County. The Ozaukee Area Homeschoolers provides learning resources, legal information, and general support for parents and children involved in home schooling. The Oscar Grady library in Saukville also offers materials for homeschooled children.

Post-Secondary Educational Facilities

Several post-secondary educational facilities are available in close proximity to the Town of Cedarburg. The University of Wisconsin-Milwaukee (UWM) maintains a field station with research facilities in the Town of Saukville at the Cedarburg Bog Natural Area. In addition, the City of Mequon is home to the Milwaukee Area Technical College (MATC) Mequon campus, Concordia University, and Wisconsin Lutheran Seminary.

OTHER GOVERNMENT FACILITIES

The post office for the Town of Cedarburg is located on Hanover Avenue in the City of Cedarburg. In addition, the Town Hall is located near STH 60 in the Five Corners area. The Town will continue to maintain Town Hall facilities to effectively conduct Town government business.

UTILITIES AND COMMUNITY FACILITIES

GOALS, OBJECTIVES, AND POLICIES

GOAL #1

Provide efficient and cost-effective governmental services and facilities for Town residents and businesses.

OBJECTIVE

Require all development, both new and existing, to pay the appropriate percentage (per Town ordinances) through impact fees determined by the Town Board and/or others for services and/or facilities that support or serve such development.

POLICIES

Conduct a detailed analysis of the Five Corners area in regards to private on-site wastewater treatment systems (POWTS) and water supply. A shared service agreement with the City of Cedarburg for municipal water and/or sewer could be explored, as well as a Town water utility.

Incorporate new facilities into the Capital Improvement Program and evaluate existing facilities to ensure efficient and effective delivery of Town services.

Review all development proposals for efficiency in delivery of public services, e.g. snow removal, refuse collection, utility extensions, etc.

Continue to work toward equitable shared services with the City of Cedarburg when advantageous for Town residents.

Work with the Cedarburg School District to plan school facilities effectively.

OBJECTIVE

Ensure adequate utility corridors for water and stormwater management, collector streets, telecommunication systems, electric, and natural gas distribution, and ensure that appropriate sites for future recreational and educational facilities are properly planned and designated.

POLICIES

Require that all new and replacement electric and telecommunications distribution and service lines be located underground when economically feasible.

Require the development of residential, commercial, and industrial uses at densities that are cost effective to serve.

Explore grants and funding opportunities (under the guidance of Ozaukee County) available for utilities and community facilities that work collaboratively with Town impact fees.

GOAL #2

Assure adequate facilities are provided for active and passive recreation pursuits.

OBJECTIVE

Provide recreational facilities that are in demand by Town residents, and preserve open spaces for public enjoyment and benefit.

POLICIES

Follow recommendations made in the Town Comprehensive Park Plan.

Work to ensure that all parks in the Town are interconnected by a system of trails and pathways for bicycle and pedestrian traffic, if economically feasible.

Construct new park facilities and trails that accommodate access for handicapped persons and meet ADA requirements.

GOAL #3

Promote better management of stormwater within Town boundaries.

OBJECTIVE

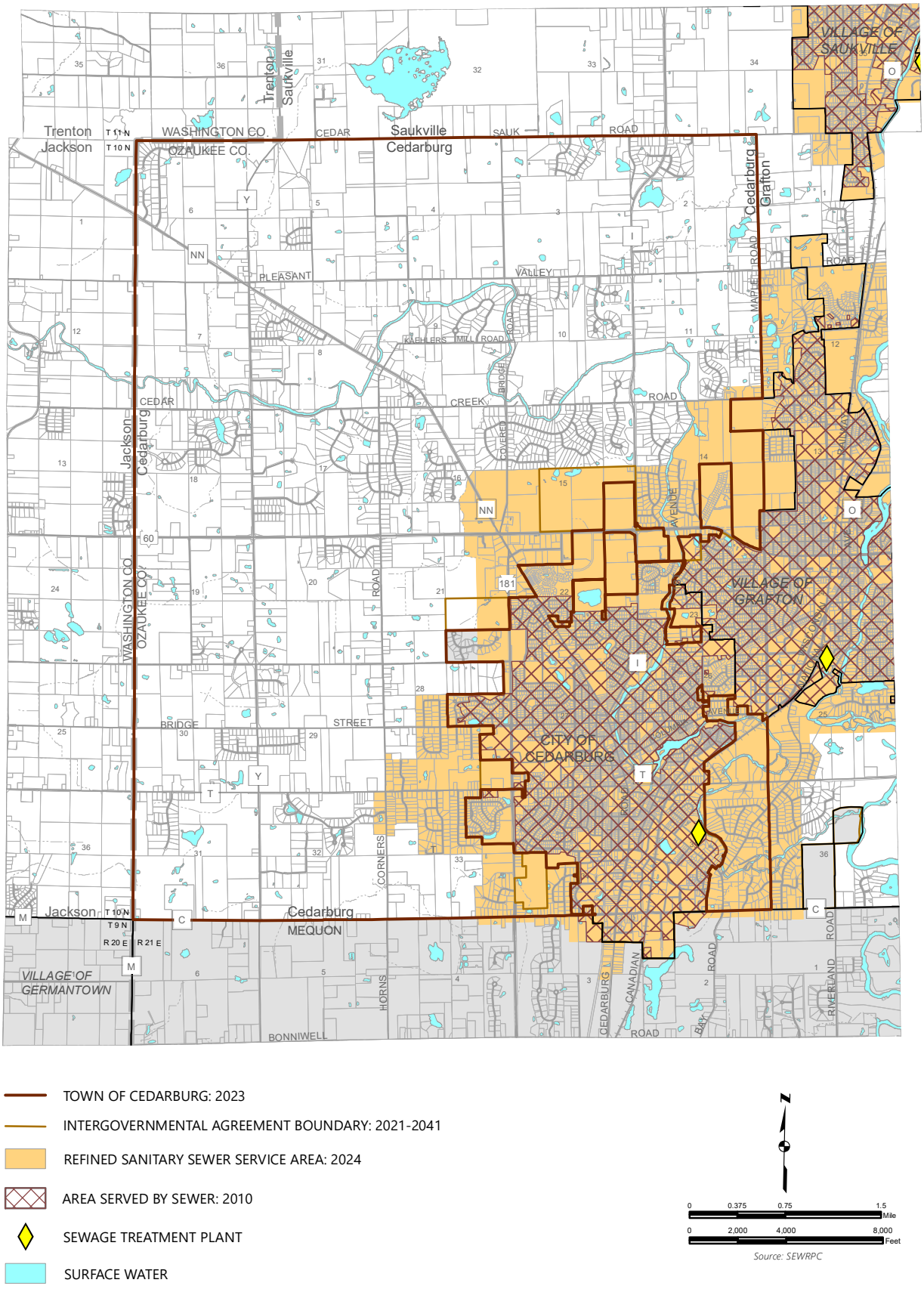
Further investigate sustainable stormwater management practices in addition to conventional stormwater management systems.

POLICY

Promote the use of rain barrels, rain gardens, porous pavement, and green roof systems in all new developments and redevelopment efforts in the Town.

Worldox #264593-5 – Town of Cedarburg CPU: Chapter 8 Text
110-1257
JED/RLR/mid
08/26/24; 08/06/24; 07/22/24; 12/18/23; 11/27/2023; 10/23/2023

Figure 8
Sanitary Sewer Service Areas and Areas Served by Sewer in the Town of Cedarburg Planning Area



TOWN OF CEDARBURG: 2023

INTERGOVERNMENTAL AGREEMENT BOUNDARY: 2021-2041

REFINED SANITARY SEWER SERVICE AREA: 2024

AREA SERVED BY SEWER: 2010

SEWAGE TREATMENT PLANT

SURFACE WATER

N

0 0.375 0.75 1.5 Mile

0 2,000 4,000 8,000 Feet

Source: SEWRPC

INTERGOVERNMENTAL COOPERATION

Section 66.1001 (2)(g) of the *Wisconsin Statutes* requires the Intergovernmental Cooperation Element to provide a compilation of goals, objectives, policies, maps, and programs that guide joint planning and decision making with other jurisdictions.

Furthermore, Section 16.965 of the *Wisconsin Statutes* sets forth goals related to the Intergovernmental Cooperation Element that may be addressed as part of the planning process. The goal directly related to this element is stated as the following: "encouragement of coordination and cooperation among nearby units of government."

The intent of this chapter is to address the issues and requirements set forth by the *Wisconsin Statutes*.

INTERGOVERNMENTAL COOPERATION BETWEEN MUNICIPALITIES

Cooperative Plans and Boundary Agreements

Under Section 66.0307 of the *Wisconsin Statutes*, any combination of cities, villages, and towns may determine the common boundary lines between themselves under a cooperative plan. The cooperative preparation of a plan for the affected area should be created by the concerned local units of government and prescribe in detail the contents of the cooperative plan.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) provided an explanation of cooperative plans and boundary agreements in the Multi-Jurisdictional Comprehensive Plan for Ozaukee County. In that document, it is stated that the cooperative plan must identify any boundary change and any existing boundary that may not be changed during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change may occur; and specify arrangements for the provision of urban services to the territory covered by the plan. A boundary agreement can also be achieved under Section 66.0225 which allows two abutting communities who are parties to a court action to enter into a written stipulation determining a common boundary. In addition, communities can agree upon common boundaries under Section 66.0301, the *Statute* that addresses intergovernmental cooperation.

In July 2021, the Town adopted a resolution approving an intergovernmental agreement between the Town of Cedarburg and the City of Cedarburg. The agreement is proposed to provide orderly growth and development for both the Town and City, including identifying planned boundaries that would promote the use of cost-effective services and efficient operations for both communities; providing cost effective municipal services for certain developments; and protecting natural resource areas. The agreement provides a map defining the "City Growth Area" that consists of the current area of the City and developed and undeveloped lands within the Town. As agreed upon by both communities, those Town lands within the "City Growth Area" may be annexed into the City at the request of the property owner. All other areas not within the "City Growth Area" shall remain in the Town.

The agreement also identifies the Town's cooperation with any City utility easement of water and/or sewer services through Town roads or rights-of-way to connect or extend to a new or existing City water recycling center or sewer plant located outside of the City. The agreement is in effect from 2021 to 2041.

Extraterritorial Zoning Authority

Per Section 62.23(7a) of the *Wisconsin Statutes*, a city which has created a plan commission and has adopted a zoning ordinance may exercise extraterritorial zoning power. Such cities may have extraterritorial zoning (ETZ) jurisdiction over unincorporated areas within three miles of the corporate limits of a first, second, or third class city or within 1.5 miles of the corporate limits of a fourth class city or a village. ETZ powers may not be exercised within the corporate limits of another city or village. In accordance with Section 66.0105, in situations where ETZ jurisdictions of two or more municipalities overlap, the area must be divided on or along a line which is equidistant from the boundaries of each municipality. Therefore, the unincorporated area is not subject to the ETZ regulations of more than one municipality in any given area.

Section 59.69(3)(b) of the *Wisconsin Statutes* requires that a county development plan (including a comprehensive plan) include, without change, the master (comprehensive) plan of a city or village, and the official map adopted by a city or village. Section 59.69(3)(e) further provides that a master plan or official map adopted under Section 62.23 shall control in unincorporated areas of a county, although it does not state whether city and village plans for extraterritorial areas be included in a county plan.

SEWRPC has recommended that for extraterritorial areas, a county plan shall include the land use plan map and related recommendations from the unit of government that has zoning authority over those lands. Ozaukee County has agreed with this recommendation. At this time, the Town of Cedarburg has zoning authority for all lands within its municipal boundaries. (For zoning authority to belong to a city or village in extraterritorial areas, an extraterritorial zoning ordinance must be adopted under Section 62.23(7)(a) of the *Statutes*.)

Because the Town has zoning authority over its extraterritorial areas, the Town's land use plan map and related recommendations was the information included in the Multi-Jurisdictional Plan for Ozaukee County.

Joint Extraterritorial Zoning Committee

In order to create extraterritorial zoning districts and regulations, a municipality must establish a Joint Extraterritorial Zoning Committee (JETZCO) with the affected municipality. The committee is composed of three citizen members of the municipality's plan commission, and three town members from each town affected by the proposed zoning districts and regulations. Once established, the committee formulates tentative zoning recommendations for the ETZ area. The 20-year intergovernmental agreement between the Town and City of Cedarburg states that the City shall not implement or exercise extraterritorial plat review or extraterritorial zoning over Town lands not included within the City Growth area for the term of the agreement.

Extraterritorial Platting Authority

Section 236.10 of the *Wisconsin Statutes* stipulates that a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if it has adopted a subdivision ordinance or an official map. Section 236.02 defines the extraterritorial plat review jurisdiction as the unincorporated area within three miles of the corporate limits of a city of the first, second, or third class, or within 1.5 miles of the corporate limits of a city of the fourth class or a village. The 20-year intergovernmental agreement between the Town and City of Cedarburg states that the City shall not implement or exercise extraterritorial plat review or extraterritorial zoning over Town lands not included within the City Growth area for the term of the agreement.

In accordance with Section 66.0105, in situations where the extraterritorial plat approval jurisdiction (ETP) of two or more cities or villages would otherwise overlap, the extraterritorial plat approval jurisdiction between the municipalities is divided on a line. All points on the line are equidistant from the boundaries of each municipality concerned, so that no more than one city or village exercises extraterritorial plat approval jurisdiction over any unincorporated area (see Figure 7 in the Land Use chapter of this report). The extraterritorial plat review area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial plat review area through a resolution of the Common Council/Village Board or through an agreement with a neighboring city or village. A municipality may also waive its right to approve plats within any portion of its extraterritorial plat review area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5). The resolution must be recorded with the County register of deeds.

The Town of Cedarburg is subject to the ETP jurisdiction of several adjacent communities:

- City of Mequon
- City of Cedarburg
- Village of Grafton
- Village of Saukville

It should be noted, based on the intergovernmental agreement between the Town of Cedarburg and the City of Cedarburg to provide orderly growth and development, the City of Cedarburg will not exercise extraterritorial plat review or extraterritorial zoning over Town lands in the Town Area between 2021 and 2041.

State regulations do not specify the way in which these plats will be considered. Consequently, the administration of extraterritorial plat review will vary from municipality to municipality. The consistency requirement outlined later in this chapter may also apply to plat review.

While any portion of a town cannot be subject to more than one municipality's ETZ or ETP jurisdiction, the same portion would be subject to two municipal reviews when it is a mixture of ETZ and ETP. In other words, the ETZ jurisdictions of Municipality A and B cannot overlap. The same is true for the ETP boundaries of both municipalities. However, Municipality A's ETZ boundary can overlap with Municipality B's ETP boundary and vice

versa. For a town, this adds to the complexity of ETZ and ETP reviews, as municipal administration may vary significantly.

Consolidation

No consideration for consolidation has been initiated between the Town of Cedarburg and the City of Cedarburg. The following information provides some general background for consolidation processes in Wisconsin.

Based on Sections 66.0229 and 66.0230 of the *Wisconsin Statutes*, a town may be consolidated with a contiguous town, village, or city through an ordinance passed by a two-thirds vote of all members of each board and council, ratified by the electors at a referendum held in each municipality. Once the ordinance is passed, the town(s) and city or village must meet a series of conditions to complete the consolidation process, including:

- Both communities must adopt identical resolutions that describe the level of service the residents of the proposed city or village will receive, including but not limited to:

— Public parks services
— Public health services
— Animal control services
— Library services
— Fire and emergency rescue services
— Law enforcement services

- The city or village into which the town wants to consolidate must enter into a separate boundary agreement with every city, village, or town that borders the proposed consolidated city or village.
- A comprehensive plan in accordance with Section 66.1001, effective the date of consolidation, must also be adopted by the consolidating city, village, or town.
- At least some part of the consolidated city or village receives sewage disposal services.

Land Division Regulations

Section 236.45 of the *Wisconsin Statutes* authorizes county and local governments to adopt their own land division ordinances. The Town of Cedarburg has such an ordinance in place. A land division ordinance regulates the division of land into smaller parcels, and helps ensure the following:

- New development is appropriately located;
- Lot size minimums specified in zoning ordinances are observed;
- Arterial street rights-of-way are appropriately dedicated or reserved;
- Access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities;
- Adequate land for parks, drainageways, and other open spaces is appropriately located and preserved;
- Street, block, and lot layouts are appropriate;

- Adequate public improvements are provided.

Land division ordinances can be enacted by cities, villages, towns and counties. County land division ordinances only apply to unincorporated areas. Within unincorporated areas, it is possible for both counties and towns to have concurrent jurisdiction over land divisions. Counties also have authority under Section 236.10 to review and approve all subdivisions located in unincorporated areas. In addition to these requirements, the Ozaukee County shoreland and floodplain zoning ordinance includes land division regulations for areas located in the shoreland. Portions of the Town of Cedarburg are regulated under this ordinance (see Figure 6 in the Agricultural, Natural, and Cultural Resources chapter of this report).

Chapter 236 of the *Wisconsin Statutes* sets forth general requirements governing the subdivision of land, and grant authority to county and local governments to review subdivision maps (plats) with respect to local plans and ordinances. Under the Chapter, local governments are required to review and take action on plats for subdivisions. Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a subdivision.

Communities within Ozaukee County administer their own zoning, which includes land division regulations. The Town of Cedarburg regulates land division in Chapter 184 of the Town Code. The Town should continuously evaluate county and surrounding city and village land division regulations in relation to its own ordinance.

Shared Services

See the Utilities and Community Facilities element for the existing Town intergovernmental agreement with the City of Cedarburg regarding fire and rescue.

INTERGOVERNMENTAL COOPERATION WITHIN THE REGION

Ozaukee County

On a county-wide level, there are several issues that may require the various levels of government to work cooperatively in the near future. The Town and surrounding municipalities should work cooperatively with the County to establish guidelines for shared resources and achieve a strong level of collaboration. In addition, the Town may wish to work with the County to ensure that the County addresses areas of concern, e.g. sewer service area boundaries, in a way that is consistent with Town objectives.

The Town may also wish to coordinate with the County regarding the establishment of amendments to the Multi-Jurisdictional Comprehensive Plan. All local units of government can propose an amendment to the Plan. The County anticipates conducting annual updates to keep the Plan current.

Wisconsin Department of Transportation (WisDOT)

Currently, the following arterials exist within the Town of Cedarburg that are regulated by WisDOT:

- State Trunk Highway 60
- State Trunk Highway 181

The transportation element provides additional information about these arterials. In the future, the Town should collaborate with WisDOT as modifications to these highways are proposed.

Wisconsin Department of Natural Resources (WDNR)

The WDNR requires that a governing body adopt a park plan by resolution in order to be eligible to apply for and potentially receive recreational grant funds administered by the WDNR. To become or remain eligible for available State and Federal outdoor recreation grants, the WDNR typically requires a plan that was adopted within five years preceding the submittal of any grant application. Adoption by the Plan Commission is required only if a community wishes to adopt the park plan as an element of its local comprehensive plan.

The Town of Cedarburg updated its Comprehensive Park Plan in 2018. The document was adopted by resolution by the Town Board, Plan Commission, and Park and Recreation Committee. The Town should continue to coordinate with the WDNR on the recommendations made in the Plan, particularly regarding the enforcement of public access sites to Cedar Creek.

PLANS IN THE REGION

Regional Land Use and Transportation Plan (VISION 2050)

The regional land use and transportation plan, referred to as VISION 2050, was adopted by SEWRPC in 2017 and provides a long-range vision and recommendations for land use and transportation in the seven-county Region. It also makes recommendations to local and State government to shape and guide land use development and transportation improvement, including public transit, bicycle and pedestrian facilities, arterial streets and highways, and freight transportation to the year 2050. The key recommendations of the plan pertaining to land and water resource management include:

- Environmental Corridors
- Urban Development
- Productive Agricultural Land
- Regional Transportation Component

The Regional Planning Commission plans to conduct an interim review and update of the regional land use and transportation plan every four years to address Federal requirements. A review and update was conducted in 2020 and assessed implementation to date of VISION 2050, reviewed the year 2050 forecasts underlying the plan, and monitored current transportation system performance. Based on the implementation evaluation and

public input, VISION 2050 will continue to recommend focusing new urban development in urban centers, a compact development pattern with a mix of housing types and uses, and preserving primary environmental corridors and agricultural land.

Water Quality Management Plan

In 1979, SEWRPC adopted an areawide water quality management plan for Southeastern Wisconsin as a guide to achieving clean and wholesome surface waters within the seven-county region. The plan has five elements:

- a land use element;
- a point source pollution abatement element;
- a non-point source pollution abatement element;
- a sludge management element;
- a water quality monitoring element.

The point source pollution abatement element is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in the region. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must be in conformance with the plan.

Subsequently, SEWRPC updated the report in March 1995 documenting the updated content and implementation status of the regional water quality management plan. That report also documented the extent of progress made toward meeting the water use objectives and supporting water quality standards set forth in the regional plan.

Water Quality Management Plan Update

In 2007, the regional water quality management plan update for the greater Milwaukee watersheds addressed three major elements of the original regional water quality management plan: 1) the land use element; 2) the point source pollution abatement element; and 3) the nonpoint source pollution abatement element, and the plan also included instream and riparian habitat considerations. The plan was amended in 2013 to reflect changes to the watershed water quality models necessitated by findings during additional modeling efforts conducted after the plan was issued, and included evaluating the possible effects of climate change on water quality in streams in the study area.

Regional Water Supply Plan

The Commission completed a regional water supply study and planning program for Southeastern Wisconsin in 2010. The regional water supply plan and program were formed from past SEWRPC groundwater inventories, including the report conducted in 2002, and the development of a groundwater simulation model, and includes the following major components:

- Identification of public utility water supply service areas
- Recommendations for source of water supply for identified service areas
- A recommendation for implementing comprehensive water conservation programs, including both supply side efficiency measures and demand side conservation measures with the scope and content of these programs to be determined on a utility-specific basis reflecting the type and sustainability of the source of supply and probable future water supply infrastructure requirements
- Identification of important groundwater recharge areas and recommendations for protecting and preserving recharge areas that have a high or very high recharge potential
- Recommendations for implementing various stormwater management practices, including state of-the-art practices, which, to the extent practicable, will maintain the natural recharge of areas committed to urban land use development
- Recommendations related to siting new high-capacity wells
- Recommendations for installing enhanced rainfall infiltration systems in areas where evaluations conducted in conjunction with the siting of high-capacity wells in the shallow aquifer indicate probable reductions in baseflow on nearby streams or water levels in nearby lakes and wetlands due to the installation and operation of these wells

The plan was prepared in collaboration with the U.S. Geological Survey (USGS), the Wisconsin Geological and Natural History Survey, the University of Wisconsin-Milwaukee, the Wisconsin Department of Natural Resources (WDNR), and many of the area's water supply utilities.

Regional Chloride Impact Study

In March 2016, SEWRPC completed a prospectus for a comprehensive study of the environmental impacts of the use of chloride on the surface water and groundwater resources in the Region. SEWRPC is currently preparing the comprehensive study. The study will provide an inventory of the historical and present sources of chloride loads to surface and groundwater resources; assess the impacts of the loads on the environment; utilize a state-of-the-art component addressing current research and emerging technologies and policies related to mitigating the environmental effects of chloride from multiple sources; identify alternate means of achieving desired levels of managing sources of chloride; and provide general recommendations for reducing the undesirable environmental impacts of the use of chloride. The primary purpose of the study is to identify the relationship between significant sources of chloride to the environment and the chloride content of surface and groundwater within the Region.

Study work began in summer 2017 and was completed in fall 2018. Chloride loads entering surface and groundwater resources can potentially come from several significant sources, including road salt applied for anti-icing and deicing roads, sidewalks and parking lots; water softening systems and other systems that discharge to sanitary sewers or private onsite wastewater treatment systems; salt storage areas; large agricultural feed lots; fertilizers; landfills; chemical manufacturing; and food processing. However, salt applied to roads, parking lots, and public walkways are the most visible of the potential chloride sources, and thus, receives the most attention.

The negative environmental impacts regarding the use of chloride are significant because chloride introduced to surface water and groundwater resources is not treatable by the best management practices applicable to other forms of water pollution. There are no natural processes by which sodium and chloride concentrations contained in contaminated runoff or other discharges are broken down, metabolized, safely absorbed, or otherwise removed from the environment. Ultimately, chloride will accumulate over time in surface lakes and reservoirs and in groundwater, thereby constituting a significant threat to the future quality of life within the Region.

Multi-Jurisdictional Plan for Ozaukee County: 2035

Ozaukee County completed a comprehensive plan in 2008 and an amendment in 2009. With the exception of the City of Cedarburg, all cities, towns, and villages in the County, plus the Village of Newburg, participated in the multi-jurisdictional planning program to develop a comprehensive plan for the County and each of the participating local governments.

Additional Plans in the Region

Other plans in the region not mentioned here are addressed in the remaining elements of this Plan.

PLANS IN ADJACENT MUNICIPALITIES

City of Cedarburg

The City of Cedarburg developed and adopted a comprehensive plan in 2008 entitled "Smart Growth Comprehensive Land Use Plan - 2025." The plan was created by the City, and includes portions of the Town of Cedarburg planned for future land uses as shown on the City 2025 Land Use Plan map (Map 8-2); the Town lands not included in the "City's Growth Area" are not eligible for annexation per the 20-year intergovernmental agreement between the City and Town of Cedarburg for the duration of the agreement.

The City also has a Comprehensive Park and Open Space Plan that was adopted in August 2017 and provided five-year park, open space, recreational facilities recommendations through 2022. The plan also recommends the development of public trails and greenways in new developments that could potentially connect to City and County trail systems.

To address sewer service issues, the City and the Village of Grafton have adopted SEWRPC Community Assistance Planning Report No. 91 (2nd Edition) from June 1996. The report was adopted by the WDNR in January 2013 with the most recent amendment occurring in September 2019.

City of Mequon

The City of Mequon adopted a comprehensive plan titled, "A 2035 Comprehensive Plan for the City of Mequon," in April 2009.

The City's Park and Open Space Plan was prepared by Ayres Associates and adopted in October 2019. The plan is an update of the 2014 plan and identifies progress towards completing priorities identified by the earlier

report. A joint bike and pedestrian plan was also developed by the City and the Village of Thiensville in 2010 and revised in 2015 titled, "Joint Mequon-Thiensville Bike and Pedestrian Way Commission 2010 to 2035 Recommendations." The joint plan identifies specific bike and pedestrian recommendations for providing a viable bike and pedestrian network throughout both communities.

The City of Mequon also adopted SEWRPC Community Assistance Planning Report No. 188, written in January 1992 with the most recent amendment occurring in 2022. The City, SEWRPC, and the WDNR have adopted the 1992 report and the 2022 amendment.

Village of Grafton

The Village of Grafton's Comprehensive Plan titled, "Village of Grafton Comprehensive Plan for 2035," was adopted in 2009. The plan was amended in 2016 and 2022 with another amendment currently being proposed for early 2023. A portion of the Town of Cedarburg is included in the planning area of the Village's Future Land Use map (Map 1).

The Village also adopted a comprehensive outdoor recreation plan in December 2019 that provides five-year park, open space, and recreational facilities recommendations. The plan updates the 2008 plan. The plan also addresses existing and future bicycle/pedestrian amenities. The Village of Grafton Bicycle and Pedestrian Plan (2015) includes an inventory of existing facilities, identifies priority improvements and the type of improvements planned, an implementation plan, project cost estimates, and includes maps depicting current and future bicycle and pedestrian facilities.

See the above section on the City of Cedarburg for information regarding the adopted sewer service plan for the Village of Grafton.

Village of Jackson

The Village of Jackson adopted a comprehensive plan titled, "A Comprehensive Plan for the Village of Jackson: 2050" in November 2019. The plan was prepared with assistance from SEWRPC and updates the Village comprehensive plan adopted in 2009.

The Village also adopted a parks, recreation, and open space plan in January 2021. The plan provides recommendations for the development or improvements of parks, recreational facilities, and bikeways and trails.

Town of Grafton

The Town adopted a comprehensive plan titled, "Town of Grafton Comprehensive Plan: 2035," in April 2008. The plan was prepared by the Planning and Design Institute and was subsequently amended in May 2017.

The Town also adopted a comprehensive outdoor recreation plan in March 2015. The plan provides recommendations for the acquisition, preservation, and protection of naturally-sensitive areas, the acquisition

and development of park and open space sites, and the development and improvements of outdoor recreation facilities and various types of trails.

Town of Jackson

West of the Town of Cedarburg is the Town of Jackson, which is the only adjacent municipality located within Washington County. With assistance from SEWRPC, the Town of Jackson adopted a comprehensive plan titled, "A Comprehensive Plan for the Town of Jackson: 2050" in January 2021.

The Town of Cedarburg should evaluate the above-mentioned plans when analyzing future development proposals and the location of trails, facilities, and parks within its boundaries to determine how well they connect to adjacent areas. See the Transportation and Utilities and Community Facilities chapters for information on the Town's plans for bicycle/pedestrian amenities and parks and open space.

Town of Saukville

In partnership with 13 other municipalities, the Town of Saukville participated in a multi-jurisdictional planning effort under Ozaukee County. The County multi-jurisdictional plan with a design year of 2035 was adopted in April 2008 and subsequently amended in May 2009. In 2008, the Town updated their land use plan and the land use plan map associated with that plan update was incorporated into the County multi-jurisdictional plan as the Town comprehensive land use plan map. The 2008 Town land use plan updates the 1998 Town plan entitled, "A Land Use Plan for the Town of Saukville: 2010."

Town of Trenton

In partnership with ten other municipalities, the Town of Trenton participated in a multi-jurisdictional planning effort under Washington County. In April 2009, the Town adopted its own comprehensive plan titled, "A Comprehensive Plan for the Town of Trenton: 2035," as part of the multi-jurisdictional planning effort. That plan, with assistance from SEWRPC, was subsequently updated with a design year of 2050 and adopted by the Town in January 2018.

INTERGOVERNMENTAL COOPERATION CONFLICTS

Ongoing Planning and Cooperation

Being that the nature of the planning process is not static, existing plans within the region will be subject to frequent change. These changes may create conflict between the plan of one governing body and the Town's comprehensive plan. The Town should coordinate with adjacent municipalities and other governing bodies to review the comprehensive plan as it relates to the spirit and intention of other plans that affect the Town. These municipalities and governing bodies include, but are not limited to, the following:

- Wisconsin Department of Administration (DOA)
- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)

- Southeastern Wisconsin Regional Planning Commission (SEWRPC)
- Ozaukee County
- City of Cedarburg
- City of Mequon
- Village of Grafton
- Town of Grafton
- Town of Jackson
- Town of Saukville
- Town of Trenton

In accordance with *Wisconsin Statute* 66.1001(2)(i), the comprehensive plan must be updated no less than once every ten years.

As mentioned previously, towns have no provision in the *Wisconsin Statute*s to agree (by resolution) to have their areas included in the county development plan, nor is there a provision for town endorsement of the county development plan. In addition, no statutory language requires that counties incorporate or include town plans in a county plan. However, Ozaukee County included the land use plan for the Town of Cedarburg in the Multi-Jurisdictional Plan. To ensure that this recognition continues and adequately reflects the Town, it is crucial for the Town and Ozaukee County to establish methods by which each entity can ensure consistency between their respective plans.

Consistency

In terms of consistency between the Multi-Jurisdictional Plan, comprehensive plans for municipalities adjacent to the Town, and the Town comprehensive plan, it is important to emphasize that the definitions of "consistency" can be viewed in a number of ways.

- Consistency means that there is an absolute match between the County plan and the Town plan.
- Consistency means that the Town plan should match the County plan, both of which depict a future state, if and when the zoning is changed. Put another way, if everything matched exactly, they would not be "plans" but rather maps of "existing conditions". The purpose of each plan is to guide decisions as they are made.
- Consistency means that as decisions are made they are generally within the intent and guidelines established by each plan, including all the provisions that such plans allow for making reasonable exceptions due to unique circumstances (not unlike conditional uses in zoning).

In addition, the model state enabling legislation prepared by the American Planning Association addresses the concept of consistency as it relates to comprehensive planning and land use decisions. This text can be used to interpret the idea of consistency as it relates to intergovernmental cooperation:

"The local planning agency shall find that proposed land development regulations, a proposed amendment to existing land development regulations, or a proposed land-use action is consistent with the local comprehensive plan when the regulations, amendment, or action:

- (a) furthers, or at least does not interfere with, the goals and policies contained in the local comprehensive plan;
- (b) is compatible with the proposed future land uses and densities and/or intensities contained in the local comprehensive plan; and
- (c) carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the local comprehensive plan.

In determining whether the regulations, amendment, or action satisfies the requirements of subparagraph (a) above, the local planning agency may take into account any relevant guidelines contained in the local comprehensive plan."

As discussed in the land use element, the following policies should be considered for resolving conflict between the Town and both neighboring municipalities and the County:

- Recognize that the Town's image of its future is legitimate regardless of whether it does not match the image of a neighboring municipality.
- Indicate that there are many ways to meet the criterion for "consistency" if and when such a criterion is actually imposed.
- Suggest other ways of collaborative planning with adjacent communities and the County.

INTERGOVERNMENTAL COOPERATION

GOALS, OBJECTIVES, AND POLICIES

GOAL #1

Maintain effective working relations with adjoining municipalities.

OBJECTIVE

Encourage opportunities for cooperation in formulating compatible local policies and programs (e.g. development regulations, boundary agreements, etc.).

POLICIES

Continue to communicate any cooperative planning processes with the City of Cedarburg.

Consider periodic meetings with adjacent municipalities to review common issues.

Conduct an analysis of areas at risk for annexation in the Town.

Consider additional opportunities or the restructuring of current shared service agreements between the City of Cedarburg and the Town.

GOAL #2

Maintain and improve communication with other governing bodies.

OBJECTIVE

Ensure regular interaction with neighboring communities, school districts, Ozaukee County, WDNR, WisDOT, SEWRPC, and other intergovernmental partners.

POLICIES

Continue membership and participation with the Wisconsin Town Association.

Attend pertinent County and school district meetings, and attend the City of Cedarburg shared services meetings.

Coordinate with Ozaukee County to ensure that amendments to the Town plan are incorporated into the Multi-Jurisdictional Plan.

OBJECTIVE

Devise new ways to coordinate and share community facilities and services with neighboring communities, school districts, and Ozaukee County.

POLICIES

Consider coordinating with neighboring communities and the school districts when contracting private companies and similar services are needed (i.e. resurfacing, etc.). Negotiate for a reduced cost based on the larger project volume.

Consider opportunities to purchase expensive capital equipment jointly with neighboring communities in an effort to save through purchase and maintenance costs.

Encourage school districts to collaborate in ways that will allow the provision of additional services to Town residents (i.e. youth programs, community use of classrooms by seniors and community classes).

Worldox #264594-4 – Town of Cedarburg CPU: Chapter 9 Text
110-1257
RLR/mid
08/26/24; 08/06/24; 07/22/24; 12/04/23; 11/27/2023

IMPLEMENTATION

In order to fully realize the vision presented in each element of this plan update, the Town of Cedarburg should monitor the plan, continue to make amendments as necessary, ensure consistency as discussed in this document, and continue to address the recommendations made in each element.

MONITORING THE PLAN

The Plan must reflect the current goals, objectives and policies of the Town at all times. The Plan should continue to be fully reviewed by Town staff and affiliated consultants annually with the following in mind:

- New land use opportunities
- Further plan detail and refinement
- Market shifts
- Demographic changes and growth patterns
- Unforeseen challenges
- Changes in legislation

Development within the Town should continue to be monitored on an ongoing basis. Such development should also be compared with plan goals and objectives to ensure that current policies are achieving the intended results.

AMENDING THE PLAN

The Plan should continue to be reviewed and amended periodically. Amendments may be brought forward by Town staff, consulting planner, officials, and residents, and should continue to be consistent with the overall vision of the plan. Proposed amendments could originate in any of the following ways:

a) Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps. Such amendments would be drafted by Town staff.
b) Amendments proposed as a result of discussion with officials and citizens.
c) Amendments proposed as a result of recommendations discussed during a Town planning process, such as significant Zoning Code updates or other planning processes.

When a change is proposed, it should continue to follow this general procedure:

- Recommendation by the Plan Commission to conduct a review process for the proposed amendment.

- Facilitation of public hearings as required by applicable *Wisconsin Statute* and/or ordinance.

- Recommendation from the Plan Commission to the Town Board.

- Consideration and decision by Town Board.

Plan amendments and updates should continue to coincide with the annual monitoring schedule.

PLAN ELEMENT CONSISTENCY

The individual elements of this plan update reinforce the goals, objectives and policies of one another. As future amendments and updates are made, consistency between the plan elements must be ensured.

PLAN RECOMMENDATIONS

The implementation element prioritizes recommendations presented in this Comprehensive Plan so that the Town is able to accomplish its vision.

The following matrix lists each of the policies identified in the Plan elements. For each recommendation, the party/parties responsible for implementing the policy is indicated. A priority level is also assigned to each recommendation. Policies listed as "Ongoing" are already in effect, and should continue to be implemented. The remaining priority levels are assigned to a given year (2025, 2030, 2040, and 2050). These policies are currently not in effect, but should be implemented by the responsible party before the end of the calendar year listed.

Worldox #264595-4 – Town of Cedarburg CPU: Chapter 10 Text
110-1257
RLR/mid
08/26/24; 07/22/24; 07/01/24; 06/12/2024

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Housing	Require inspections and approval, by qualified personnel, for all new residential construction and renovation activities.	Building Inspector	Ongoing
	Inform residents about housing programs that can assist in the upkeep and remodeling of the existing housing stock.	Town Staff	Ongoing
	Consider (based on market demands) the construction of duplexes, town homes, condominiums within the Five Corners District, as zoning allows.	Town Board Town Plan Commission Town Staff	Ongoing
	Consider affordable housing options within the Five Corners District contingent upon complying with Town zoning regulations and design standards.	Town Board Town Plan Commission	Ongoing
Economic Development	Ensure new development is compatible with nearby land uses, architecture, and landscaping.	Town Board Town Plan Commission Town Staff	Ongoing
	Pursue and support consulting studies conducted to assist in the improvement and expansion of the Town's infrastructure.	Town Board	Ongoing
	Support and promote the use of economic development programs to attract, retain, and expand businesses and industries in the Town.	Town Board	Ongoing
	Encourage the improvement of facades, landscaping, and signage of existing businesses within the Five Corners District.	Town Staff	Ongoing
	Pursue and assist appropriate business, recreation, and industry prospects to locate in the Town within the business districts.	Town Board Town Plan Commission	Ongoing
	Continue to review business, commercial, and industrial design standards for new and expanding businesses in the Town.	Town Board Town Plan Commission Town Staff	Ongoing
	Maintain a 5-year Capital Improvement Plan that allows proper planning and financing of related infrastructure.	Finance Committee Town Board	Ongoing

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Economic Development (continued)	Update the Five Corners Master Plan while considering how water and/or sewer would affect development patterns.	Town Staff Town Plan Commission Town Board	2030
	Potentially update the design standards to reflect the updated vision for the Five Corners Master Plan area and other Town business areas.	Town Staff Town Plan Commission Town Board	2030
	Update the Zoning Code to properly guide growth in a manner consistent with the updated Five Corners Master Plan, design standards, and other applicable planning documents and studies.	Town Staff Town Plan Commission Town Board	2030
Agricultural, Cultural, and Natural Resources	Continue to utilize the Town's preservation award program for historic significance, when implemented by the proper authoritative body.	Landmarks Commission Town Board	Ongoing
	Encourage deed restrictions on unique/sensitive areas as part of new development or redevelopment to preserve open space consistent with the Future Land Use Map.	Town Staff Town Plan Commission Town Board	Ongoing
	Encourage the implementation of the Park Plan recommendations (as they relate to significant cultural features, natural areas, and environmental corridors) for the Town of Cedarburg.	Town Staff Park and Recreation Committee	Ongoing
	Discourage new development on hilltops and ridges and encourage significant housing setbacks from major roads.	Town Staff Town Plan Commission Town Board	Ongoing
	Encourage "parkway" streetscapes along major roadways in the Town of Cedarburg.	Town Staff Town Plan Commission Town Board	Ongoing
	Promote compliance with the Town's Planting Strip Guidelines for new major land divisions on arterial and collector roads.	Town Staff Town Plan Commission Town Board	Ongoing
	Achieve a practical balance between residential development and maintaining the rural character of the Town.	Town Staff Town Plan Commission Town Board	Ongoing
	Consider authorizing limited non-agricultural commercial activities that meet applicable regulations pertaining to home occupations/professional home offices, or in the case of utilizing outbuildings, such activities that are low profile in nature, are operated by the owner of the premises, and meet other requirements of Town zoning.	Town Staff Town Plan Commission Town Board	Ongoing

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Agricultural, Cultural, and Natural Resources (continued)	Consider applications along with Ozaukee County and the Wisconsin Department of Natural Resources in zoning and conditional use deliberations for the reclamation of any existing or future mineral extraction sites.	Town Board Town Plan Commission Town Staff	Ongoing
	Promote Managed Forest Law (MFL) or similar programs as incentives to encourage the sustainability of woodlands in the Town of Cedarburg.	Town Staff	Ongoing
	Update the 1996 Landmarks Commission Barn Survey (Landmarks Commission project) to include stone silos and other historic stone agricultural structures; encourage the preservation and repair of such structures, including the use exceptions to allow flexibility in such preservation and repair.	Landmarks Commission	2030
	Consider evaluating the feasibility of using transfer of development rights (TDR) and purchase of development rights (PDR) programs for protecting and preserving significant cultural features, natural areas, and primary environmental corridors.	Town Board Town Plan Commission Town Staff	2050
	Consider the use of agricultural tax incremental financing (TIFs) to maintain, attract, or expand agricultural and agricultural related uses.	Town Board Town Plan Commission Town Staff	2040
	Support economic initiatives to ensure farming remains viable in the Town that is consistent with the Town Code and direct marketing of farm products.	Town Board Town Plan Commission Town Staff	Ongoing
	Evaluate the compatibility of all proposed development near farms, farming operations, and large contiguous areas of agricultural use when a development proposal is reviewed by the Town.	Town Board Town Plan Commission	Ongoing
	Encourage various types of agriculture and farming operations in the Town, including niche farming, that may include organic farming, nurseries, orchards, forestry, tree farms, vegetable farms, equestrian facilities, and special agriculture, etc.	Town Board Town Plan Commission	Ongoing

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Agricultural, Cultural, and Natural Resources (continued)	Continue monitoring agricultural infrastructure in the Town to support farm operations.	Town Board Town Plan Commission	Ongoing
	Encourage farming by younger age groups in the Town, including retiring farmers passing farms or farming operations to their heirs.	Town Board Town Plan Commission	Ongoing
	Work to implement strategies regarding the preservation and protection of environmentally sensitive areas.	Town Board Town Plan Commission	Ongoing
	Promote land use patterns that are sensitive to natural resource conservation.	Town Board Town Plan Commission	Ongoing
	Floodplains and floodways should not be allocated for development that would cause or be subject to flood damage.	Town Board Town Plan Commission	Ongoing
	Promote agricultural use on parcels determined to be most suitable for long-term agricultural use based on the results of the LESA analysis.	Town Board Town Plan Commission	Ongoing
	Review and revise the Town Zoning Ordinance and Land Division Ordinance as necessary to ensure they are consistent with the Town comprehensive plan. A Zoning Ordinance update is projected to be completed in spring 2025.	Town Board Town Plan Commission Town Staff	Ongoing
	Encourage agri-tourism in the Town by informing various agricultural-related special events such as farm breakfasts, farm tours, corn mazes, and u-pick farms to join the Chamber of Commerce, which is the local entity that provides information and marketing for such events.	Town Board Town Plan Commission	Ongoing
	Consider implementing programs recommended under the Farmland Protection and Land Evaluation and Site Assessment Analysis (LESA) Issue to preserve all agricultural activity in the Town, including support of the Wisconsin Working Lands Initiative recommendations.	Town Board Town Plan Commission	Ongoing
	Encourage the preservation of historical resources that contribute to the heritage and economy of the Town.	Landmarks Commission Town Board Town Plan Commission	Ongoing

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Agricultural, Cultural, and Natural Resources (continued)	Identify structures and/or areas whose historic or architectural interest may make a valuable contribution to the character and charm of the Town.	Landmarks Commission Town Plan Commission Town Board	2030
Land Use	Construction of new roads should respect existing contours and meander around existing large trees (drip line).	Town Staff Town Plan Commission Town Board	Ongoing
	Disturbance resulting from the construction of roads, basins, and other improvements should be kept at a minimum.	Town Staff Town Plan Commission Town Board	Ongoing
	Disturbance on individual lots should be limited when open space easements are used.	Town Staff Town Plan Commission Town Board	Ongoing
	Locate homesites that are part of a subdivision plat, when possible, adjacent to tree lines and wooded field edges, rather than isolated in the middle of open-view areas.	Town Staff Town Plan Commission Town Board	Ongoing
	Work to preserve, as part of a subdivision plat, existing trees and prohibit structures on lots with wooded slopes within primary environmental corridors as shown on the Planned Land Use Map (Figure 4).	Town Staff Town Plan Commission Town Board	Ongoing
	Work to preserve, as part of a subdivision plat, when possible, existing agricultural features and structures such as barns, silos, stone rows, and tree lines.	Town Staff Town Plan Commission Town Board	Ongoing
	Promote the use of existing farm roads into the design of proposed subdivisions.	Town Staff	Ongoing
	Allow for smaller lot sizes (such as R and TR zoning) and PUDs to encourage complementary developments that are near the City of Cedarburg and Village of Grafton as noted on the Future Land Use Plan Map and Zoning Code.	Town Staff Town Plan Commission Town Board	Ongoing
	Encourage the use of residential districts that require common open space where appropriate to preserve rural character and foster unique subdivision design.	Town Staff Town Plan Commission Town Board	Ongoing
	Consider requiring landscape buffers for new residential development in addition to or as an alternative to common open space to retain rural character.	Town Staff Town Plan Commission Town Board	Ongoing

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Land Use (continued)	Consider interconnected trail networks that will allow for exercise and movement among and between new developments, including any trails directly connecting to the Ozaukee Interurban Trail through the Town.	Town Staff Town Plan Commission Town Board	Ongoing
	Preserve critical species habitats for wildlife to move throughout the area.	Town Staff Town Plan Commission Town Board	Ongoing
	Encourage and possibly require the clustering of lots in order to yield open space that can remain in active agricultural use.	Town Staff Town Plan Commission Town Board	Ongoing
	Implement the Five Corners Master Plan and revise as needed.	Town Staff Town Plan Commission Town Board	Ongoing
	Utilize the descriptions of each Land Use Plan District and the development guidelines as a basis for land use decision making when reviewing development proposals.	Town Staff Town Plan Commission Town Board	Ongoing
	Continue to apply the shared driveways ordinance to encourage infill development. Consider increasing the number of lots that can be served by a shared driveway to reduce long-term maintenance costs to the Town and allow the owners to maintain the shared driveway to their standard.	Town Staff Town Plan Commission Town Board	Ongoing
	Consider establishing and reviewing amendments and additions to the zoning code to increase opportunities for the community as a whole to become more sustainable.	Town Staff Town Plan Commission Town Board	Ongoing
	Identify areas appropriate for the establishment of a senior care facility or retirement community in the Town, while considering the sewer/water and public safety required to service the facility(ies).	Town Staff Town Plan Commission Town Board	2030

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Transportation	Update the Comprehensive Park Plan and Master Bicycle and Pedestrian Route Plan so bicycle and pedestrian routes are safely and properly aligned with vehicular traffic.	Town Staff Park and Recreation Committee Town Board	2030
	Explore traffic calming devices on major roadways where feasible.	Town Board Town Plan Commission Town Staff	Ongoing
	Provide new and enhanced bicycle and pedestrian routes in the Town that serve as linkages between Town facilities and parks, commercial centers, residential neighborhoods, and the City of Cedarburg as development continues and as reasonable options arise.	Town Staff Town Plan Commission Town Board Park and Recreation Committee	2040
	Pursue grant funds to develop recommended trail and bicycle routes through the Town.	Town Board Town Staff Park and Recreation Committee	2040
	Utilize the PASER (pavement surface evaluation and rating) data and place emphasis on streets in the Town that need major improvement.	Town Board Town Staff	Ongoing
	Consider amending the Town Code to expand the use of private shared driveways in additional zoning districts.	Town Staff Town Plan Commission Town Board	2030
	Consider increasing the number of lots that can be served by a private shared driveway.	Town Staff Town Plan Commission Town Board	2030
	Study the appropriate construction standards for these private shared driveways to balance the cost of construction while considering potential future requests to accept the private driveways as public roads.	Public Works/Engineer Town Plan Commission Town Board	2030
	Coordinate with WisDOT on the Midwest Regional Rail Initiative to establish a feeder bus route that adequately serves residents of the Town.	Town Board	Ongoing
	Promote educational opportunities that incorporate elements of bicycle and pedestrian awareness.	Town Staff Park and Recreation Committee	Ongoing

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Transportation (continued)	Update the Comprehensive Park Plan and Master Bicycle and Pedestrian Route Plan to reflect existing conditions and opportunities.	Town Staff Park and Recreation Committee Town Plan Commission Town Board	2030
	Support programs that provide transit services for the elderly, persons with disabilities, and other people who cannot drive or who have difficulty using private automobiles.	Town Board	Ongoing
	Support the implementation of the Route of the Badger so trails in the Town of Cedarburg provide access to other areas in the Region.	Town Staff Park and Recreation Committee	Ongoing
	Continue to consider developing trail and path facilities for new residential subdivisions, to provide safe and convenient opportunities for walking, and provide connections to adjacent local or subdivision trail and path systems to ensure safe and contiguous use, as funding allows.	Town Staff Park and Recreation Committee Town Plan Commission Town Board	Ongoing
	Work with the County, State, and various Federal entities to explore funding availability and secure monies for transportation programs and projects.	Finance Committee Town Board Town Staff	Ongoing
Utilities and Community Facilities	Review all development proposals for efficiency in delivery of public services, e.g. snow removal, refuse collection, utility extensions, etc.	Town Staff Town Plan Commission Town Board	Ongoing
	Continue to work toward equitable shared services with the City of Cedarburg when advantageous for Town residents.	Town Staff Town Plan Commission Town Board	Ongoing
	Follow recommendations made in the Town Comprehensive Park Plan.	Town Staff Park and Recreation Committee Town Board	Ongoing
	Work to ensure that all parks in the Town are interconnected by a system of trails and pathways for bicycle and pedestrian traffic, if economically feasible.	Town Staff Park and Recreation Committee Town Plan Commission Town Board	Ongoing
	Require that all new and replacement electric and telecommunications distribution and service lines be located underground when economically feasible.	Town Staff Town Plan Commission Town Board	Ongoing
	Require the development of residential, commercial, and industrial uses at densities that are cost effective to serve.	Town Staff Town Plan Commission Town Board	Ongoing

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Utilities and Community Facilities (continued)	Explore grants and funding opportunities (under the guidance of Ozaukee County) available for utilities and community facilities that work collaboratively with Town impact fees.	Town Board Town Staff	Ongoing
	Construct new park facilities and trails that accommodate access for handicapped persons and meet ADA requirements.	Park and Recreation Committee Town Plan Commission Town Board	Ongoing
	Conduct a detailed analysis of the Five Corners area in regards to private on-site wastewater treatment systems (POWTS) and water supply. A shared service agreement with the City of Cedarburg for municipal water and/or sewer could be explored, as well as a Town water utility.	Town Staff Town Plan Commission Town Board	2030
	Incorporate new facilities into the Capital Improvement Program and evaluate existing facilities to ensure efficient and effective delivery of Town services.	Town Staff Finance Committee Town Board	2030
	Work with the Cedarburg School District to plan school facilities effectively.	Town Staff	Ongoing
	Promote the use of rain barrels, rain gardens, porous pavement, and green roof systems in all new developments and redevelopment efforts in the Town.	Town Staff	Ongoing
Intergovernmental Cooperation	Continue to communicate any cooperative planning processes with the City of Cedarburg.	Town Board Town Staff	Ongoing
	Continue membership and participation with the Wisconsin Town Association.	Town Board Town Staff	Ongoing
	Attend pertinent County and school district meetings, and attend the City of Cedarburg shared services meetings.	Town Staff	Ongoing
	Coordinate with Ozaukee County to ensure that amendments to the Town plan are incorporated into the Multi-Jurisdictional Plan.	Town Staff	Ongoing
	Consider periodic meetings with adjacent municipalities to review common issues.	Town Board Town Staff	Ongoing
	Conduct an analysis of areas at risk for annexation in the Town.	Town Staff	2040 (Boundary Agreement in place until 2041)

ELEMENT/CATEGORY	RECOMMENDATION	RESPONSIBLE PARTY(IES)	PRIORITY LEVEL
Intergovernmental Cooperation (continued)	Consider additional opportunities or the restructuring of current shared service agreements between the City of Cedarburg and the Town.	Town Staff Town Board	Ongoing (Several completed recently)
	Consider coordinating with neighboring communities and the school districts when contracting private companies and similar services are needed (i.e. resurfacing, etc.). Negotiate for a reduced cost based on the larger project volume.	Town DPW Staff Town Board	Ongoing
	Consider opportunities to purchase expensive capital equipment jointly with neighboring communities in an effort to save through purchase and maintenance costs.	Town DPW Staff Finance Committee Town Board	Ongoing
	Encourage school districts to collaborate in ways that will allow the provision of additional services to Town residents (i.e. youth programs, community use of classrooms by seniors and community classes).	Town Staff Park and Recreation Committee Town Board	Ongoing

Appendix A:
Public Participation Plan and All Public Comments Submitted During the Planning Process and Addressed by the Town Plan Commission

TOWN of CEDARBURG

Preserving Yesterday's Heritage for Tomorrow.

The Town of Cedarburg, Wisconsin

IN THE NAME AND BY THE AUTHORITY OF THE TOWN OF CEDARBURG, WISCONSIN

RESOLUTION #2023-1

"ADOPTING PUBLIC PARTICIPATION PROCEDURES FOR AMENDING THE COMPREHENSIVE PLAN FOR THE TOWN OF CEDARBURG"

WHEREAS, pursuant to Section 66.1001 of the *Wisconsin Statutes*, all units of government which enact or amend zoning, subdivision, or official mapping ordinances on or after January 1, 2010, must adopt a comprehensive plan; and

WHEREAS, the Town of Cedarburg adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on April 2, 2008; and

WHEREAS, Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that the Town Board adopt written procedures designed to foster public participation during the preparation or amendment of a comprehensive plan; and

WHEREAS, the Town Board of the Town of Cedarburg believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the comprehensive plan continues to reflect input from the public; and

WHEREAS, public participation procedures have been developed to foster public participation in the comprehensive plan amendment process.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Cedarburg hereby adopts the Public Participation Procedures for Amending the Comprehensive Plan attached hereto as Exhibit A to fulfill the requirements of Section 66.1001(4)(a) of the *Wisconsin Statutes.*

ADOPTED this 5th day of April, 2023.

Town Chairman David Salvaggio

Attest: _____
Clerk/Asst. Administrator Jack Johnston

PUBLIC PARTICIPATION PROCEDURES FOR AMENDING THE COMPREHENSIVE PLAN: TOWN OF CEDARBURG

Introduction

On April 2, 2008, the Cedarburg Town Board adopted a Town comprehensive plan under Section 66.1001 of the *Wisconsin Statutes*, which is documented in a report titled: "Town of Cedarburg Comprehensive Plan: 2035." The comprehensive plan was prepared in accordance with a public participation plan adopted by the Town Board of the Town of Cedarburg on March 21, 2007, that included activities to foster public participation in the preparation of the comprehensive plans. Under Section 66.1001(4)(a) of the *Wisconsin Statutes*, future amendments to the comprehensive plan must also be carried out in accordance with a public participation plan, adopted by the Town Board, designed to foster public participation in the amendment process. The balance of this document describes the process to be followed by the Town to foster public participation in the consideration of amendments to the comprehensive plan.

Part 1: Public Participation Activities and Procedures for Comprehensive Plan Amendments

1. Background Materials

The Town will provide opportunities for public review of materials describing all proposed amendments to the comprehensive plan, including the following:

- Printed copies of materials describing a proposed plan amendment will be made available at the Town Hall at the request of the public.
- Electronic copies of materials describing a proposed plan amendment will be posted on the Town website.

2. Public Informational Meeting(s)

The Town will host one public informational meeting to be held roughly halfway through the update process, and second "open house" prior to the Public Hearing. These meetings will provide an opportunity for the public to review maps and other information relating to the proposed amendment. No formal procedures or notice requirements are required for the informational meeting(s); however, the Town will provide notice of the meeting through its website, eNotify, and posting of agendas.

3. Plan Commission Recommendation

The Plan Commission will make a recommendation to the Town Board to approve, deny, or modify the proposed amendment. The Plan Commission's recommendation will be in the form of a resolution approved by a majority of the full membership of the Commission.

4. Public Hearing

As required by Section 66.1001(4)(d), the Town will hold a public hearing on each proposed amendment to the comprehensive plan. The hearing may be held by the Plan Commission, Town Board, or jointly by the Plan Commission and Town Board. The hearing will include a presentation describing the proposed plan amendment followed by an opportunity for the public to comment on the proposed amendment. The Town Plan Commission and Town Board will consider public testimony provided at the hearing and any written comments submitted to the Town prior to the hearing during their deliberations on the proposed plan amendment.

5. *Notice of Public Hearing*
The public hearing will be preceded by a Class 1 notice that is published or posted at least 30 days before the hearing is held. In accordance with Section 66.1001(4)(d), the notice will include the date, time, and place of the hearing; a brief summary of the proposed comprehensive plan amendment and/or a map illustrating the proposed amendment; a local contact who may be contacted for additional information on the proposed plan amendment and to whom written comments regarding the plan amendment may be submitted; and information regarding where and when the proposed plan amendment may be inspected before the hearing and how a copy of the proposed plan amendment may be obtained.

6. *Notification to Interested Parties*
The Town Clerk will provide a copy of the public hearing notice and the proposed amendment at least 30 days prior to the public hearing to any person who submits a written request to receive notice of a proposed amendment under Section 66.1001(4)(f). The Town may charge a fee to cover the cost of providing such notice. In accordance with Section 66.1001(4)(e), the Town Clerk will also provide notice to nonmetallic mining operators within the Town; to persons who have registered a marketable nonmetallic mineral deposit within the Town; or to persons who own or lease property on which nonmetallic minerals may be extracted, if such person has requested notification in writing. The Town Clerk will maintain a list of persons who have submitted a written request to receive notices of public hearings under Sections 66.1001(4)(e)(3) and 66.1001(4)(f).

7. *Town Board Action*
Following Plan Commission action, and the required public hearing, the Town Board will consider the amendment and the Plan Commission's recommendations and approve, deny, or refer the proposed amendment back to the Plan Commission. If approved, the Town Board approval will be in the form of an ordinance adopted by a majority of the full membership of the Town Board.

8. *Distribution of Plan Amendment*
If approved by the Town Board, printed or electronic copies of the amendment will be sent by the Town Clerk to the parties listed in Section 66.1001(4)(b).

Part 2: Additional Procedures for Comprehensive Plan Amendments Requiring a Rezoning

In some cases, an amendment to a comprehensive plan may be needed in order for a proposed rezoning to be consistent with the plan. In such cases, the Town Board may allow the public notice and public hearing for the proposed plan amendment and rezoning to be combined, if a combined hearing is acceptable to the applicant. In such cases, the following procedures shall apply in addition to or in combination with those set forth in Part 1:

The notice of the public hearing shall be published and distributed in accordance with the procedures set forth in paragraphs 4 and 5 in Part 1; however, the public notice will include notification that the proposed rezoning will also be considered at the hearing. The notice will include any information required in a public notice for a rezoning by the Town zoning ordinance. The combined notice will constitute the first of the two (Class 2) public notices required for rezoning under the *Statutes*. The public notice will be published a second time one week after the first notice is published, unless a later time is specified in the zoning ordinance. The Town will also notify parties-in-interest as required by the Town zoning ordinance, and any parties that have filed a written request for rezoning notifications under Section 60.61(4)(f) of the *Statutes*.

The Plan Commission will consider and act on a proposed plan amendment before considering the requested rezoning, and a separate motion will be made for a recommendation to the Town Board on the plan amendment, followed by a motion to make a recommendation to the Town Board on the rezoning.

The Town Board will consider and act on a proposed plan amendment before considering the requested rezoning. A separate motion will be made for action on the plan amendment, followed by a motion to act on the rezoning. If approved, separate ordinances will be adopted for the plan amendment and for the rezoning.

Part 3: Optional Procedures

The Town Board, at its option, may approve additional public participation procedures or a separately-documented public participation plan to provide for public informational meetings, the formation of advisory committees, the conduct of public opinion surveys, and/or other procedures to obtain public input on a proposed plan amendment.

Town of Cedarburg
Comprehensive Plan Update
Comment Form

Name Dave Scharfenberger

Public Open House held
on September 18, 2024 at the Town Hall

Address 1404 Horns Corners Rd.

TOWN of CEDARBURG
Preserving Yesterday's Heritage for Tomorrow.

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
KENOSHA·MILWAUKEE·OZAUKEE·WAUKESHA·WASHINGTON·WALWORTH·RACINE

Comments:

1.) Alot of water moves through our property from the east (Five Corners Bus. District). I would be concerned that development could make this issue worse.

2.) I would not want a large commercial building going up close to the property line.

Thanks,
Dave

#274431

Town of Cedarburg Comprehensive Plan Update Comment Form

Name David Seeger

Public Open House held on September 18, 2024 at the Town Hall

Address 1876 Horns Corners Rd
Cedarburg, WI 53012
4.82 Acs ZONED B-3

TOWN of CEDARBURG
Preserving Yesterday's Heritage for Tomorrow.

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
KENOSHA · MILWAUKEE · OZAUKEE · WAUKESHA · WASHINGTON · WALWORTH · RACINE

Comments:

Ran Trucking Operation Since 1976 Retired 5 yrs ago
Property FOR SALE with 50 X 70 Steel Building
Had it SOLD Nov 2023 till buyer talked to Town to
get permission to operate a Classic Car Restoration,
One man business, Town blew him OFF!! Buyer said
wanted NOTHING to do with Town!
So WHAT? can we do with our property for
NEW Owners??

Eric Ryer

From: Bryan Lindgren <blindgren@neumanncompanies.com>
Sent: Tuesday, September 17, 2024 12:35 PM
To: Eric Ryer
Cc: Kurt Petrie (kpetrie@ldvusa.com)
Subject: [External]Five Corners/Covered Bridge Comprehensive Plan

Hello members of the Plan Commission and Town Board,

I understand that the Town of Cedarburg Comprehensive Plan update is moving ahead with an open house scheduled for tomorrow September 18th. I'd like to kindly request that this email be included in the open house feedback in regards to the current plan draft.

As drafted the Five Corners plan describes desired uses that are infeasible, not economical, and effectively renders the impacted lands undevelopable.

The higher density mixed commercial and residential uses proposed cannot currently be built due to lack of sewer and water infrastructure. If the Town does not have a solution for providing municipal water and sewer it should not propose uses that cannot be constructed without said services.

Hwy 60 is an access restricted state highway. The proposed uses require access to be successful and this access will not be granted by the State DOT. This is a significant factor that needs to be further considered.

The described commercial use requirements of 450 feet and 650 feet for Hwy 60 and Covered Bridge Rd are excessive and given the lack of municipal infrastructure and access infeasible.

If the Comprehensive Plan is approved as currently drafted this will effectively render many of the lands included in the Five Corners area undevelopable. This will cause the land to have limited to no value and prohibit potential sales.

I urge you to reconsider the proposed uses associated with the Five Corners area prior to approving a Comprehensive Plan.

Sincerely,

Bryan Lindgren
President
N27 W24025 Paul Ct., Suite 100 | Pewaukee, WI 53072
O 262.542.9200 | C 608.215.4934
https://link.edgepilot.com/s/adcc1cf4/uEUyvLkV-kKRjHlTFVXbBw?u=http://www.neumannland.com/
NEUMANN DEVELOPMENTS, INC.

Eric Ryer

From: Kurt Petrie <kpetrie@ldvusa.com>
Sent: Tuesday, September 17, 2024 2:58 PM
To: Eric Ryer
Subject: [External]Grob Fields -- Wednesday's Meeting

Dear Eric,
Please share the following comments with the Plan Commission and Town Board.

After holding our property in the Town of Cedarburg for numerous years, we have decided to sell it for family business planning reasons. It will allow my nephew to buy the business in Grafton. As you may be aware, we have been supportive community members to Grafton and the Town of Cedarburg. We have been good stewards to this property for many years, combining various parcels through acquisition to make this a desirable site. We have always acted in the best interests of the community including giving the fire station land to the town. Our family has done a lot of research to find a partner that can develop this area tastefully and successfully. Neumann Homes has the quality, expertise and financial strength to finish this project correctly. My concerns for the Board and Committee are that commercial/industrial is extremely difficult to sell – as witnessed with the city of Cedarburg's current industrial properties for sale. The towns would be even more difficult without water and sewer.

The entirety of Grob Fields, both city and town, needs to be developed as one project in order to have access, consistency, roads, and esthetics all on the same page. The property is currently under Agricultural use and is bringing very little tax value to the town. If my prediction is correct, it will continue to bring little revenue while it sits vacant for sale. If the town's portion of development is put into single family homes, the total assessed value will be in the 15M dollar range within 5 years. A residential development will bring more tax revenue, less impact and a more compatible use to the properties to the north, east and west and the community as a whole.

My sister and I would like to leave a legacy to my grandfather to have a stunning development that he would be proud of on the property. Please consider placing Grob Fields into residential development.

Sincerely,

The Grob Family, Kim and Kurt