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COMMUNITY ASSISTANCE PLANNING REPORT NUMBER 144

A DEVELOPMENT PLAN FOR THE CITY OF CEDARBURG: 2010

Prepared by the

Southeastern Wisconsin Regional Planning Commission P. O. Box 1607 Old Courthouse 916 N. East Avenue Waukesha, Wisconsin 53187-1607

February 1991

Inside Region \$10.00 Outside Region \$20.00 (This page intentionally left blank)

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WAUKESHA, WISCONSIN 53187-1607

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February 22, 1991

The Honorable Frederick A. Beyer III Mayor of the City of Cedarburg and Members of the Common Council and City Plan Commission City of Cedarburg W63 N645 Washington Avenue P. O. Box 49 Cedarburg, Wisconsin 53012

P.O. BOX 1607

Ladies and Gentlemen:

By letter dated October 17, 1984, the City of Cedarburg requested that the Southeastern Wisconsin Regional Planning Commission assist the City in the preparation of a land use plan together with certain related plan implementation devices. The planning effort was initiated in 1985 and the Regional Planning Commission staff, working with City officials, has now completed the requested plan, which is presented in this report.

In addition to setting forth an adopted land use plan and supporting plan implementation devices for the City, this report presents pertinent information on the present stage of development in the City, including information on population and employment levels; on existing land use; on the City's park and recreation activities; on historic preservation activities; on sanitary sewerage, water supply, and transportation system development; and on the topography and drainage pattern, soils, woodlands, wetlands, wildlife habitat, prime agricultural areas, and environmental corridors of the City and environs, all of which constitute important considerations in any local planning effort.

Based upon certain stated assumptions concerning probable future population and employment levels in the City and environs, the report sets forth a recommended land use plan and a recommended park and recreation plan. The report also outlines a recommended new zoning ordinance for the City. The plan as presented in this report is intended to serve as a point of departure for the making of day-to-day development decisions by municipal officials and as a basis for developing more detailed plans and plan implementation devices over time.

The Regional Planning Commission is appreciative of the assistance offered by the Common Council, City Plan Commission, City Community Development Director, City Building Inspector, and Engineering Department staff in the preparation of this report. The Commission staff stands ready to assist the City in presenting the information contained in this report and in implementing, over time, the plan set forth herein.

Sincerely

Kurt W. Bauer Executive Director

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INTRODUCTION

BACKGROUND

The city planning enabling act, as set forth in Chapter 62 of the Wisconsin Statutes, provides for the creation of city plan commissions, and charges those commissions with the duty and function of making and adopting a "master"or comprehensive-plan for the physical development of the city, including any areas outside its boundaries which bear relation to the development of the city. The scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the city which will. in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy in the process of development.

Acting in accordance with this statutory charge, the City of Cedarburg, on October 17, 1984, asked the Regional Planning Commission to assist the City Plan Commission in the development of certain key elements of a comprehensive plan for the City, together with implementing ordinances. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. It is intended to assist in defining the development objectives of the City and defining methods for achieving those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting development in the City and environs, including the preparation of projections of the possible range of population and economic activity levels within the planning area; extensive inventories of the natural and man-made resource base, including sites and buildings of historic value; an inventory of existing local plan implementation devices; the formulation of a set of recommended development and urban design objectives and historic preservation objectives for the City and environs; careful analyses of the inventory findings; the preparation of plans which may be expected to accommodate probable future population and employment levels; and the selection of a recommended plan which best meets the agreedupon community development objectives. The plan, when adopted by the City Plan Commission and Common Council, is intended to serve as a guide in the making of development decisions as such decisions arise in the conduct of the City's business.

THE PLANNING AREA

The planning area considered consists of the City of Cedarburg together with all unincorporated areas lying within one and one-half miles of the city limits. The City is located within central Ozaukee County. As shown on Map 1, the city proper is bordered on the north by the Town of Cedarburg, on the west and south by the Town of Cedarburg and the City of Mequon, and on the east by the Village of Grafton and the Town of Grafton. The total study area consists of U.S. Public Land Survey Sections 14 through 17, 20 through 22, 27 through 29, 32 through 36, and portions of Sections 13, 23, 25, and 26, all in Township 10 North, Range 21 East; and portions of Sections 2 and 3 in Township 9 North, Range 21 East. The total study area encompasses an area of approximately 19.8 square miles, of which 3.4 square miles are within the corporate limits of the City.

REGIONAL INFLUENCES

Sound planning practice dictates that local plans be prepared within the framework of broader areawide plans. The Southeastern Wisconsin Regional Planning Commission is the official areawide planning agency for the sevencounty Southeastern Wisconsin Region, which includes Ozaukee County and the City of Cedarburg. The Commission has, since its creation in 1960, pursued the preparation of an advisory plan for the physical development of the Region through the systematic formulation of those elements of such a plan considered most important to the units and agencies of government operating within the Region. The salient recom-

LOCATION OF THE CITY OF CEDARBURG STUDY AREA IN THE SOUTHEASTERN WISCONSIN **REGION AND THE HISTORIC URBAN** GROWTH IN THE AREA: 1850-1985



Source: SEWRPC.

mendations of the adopted regional plan elements applicable to the City of Cedarburg and environs are graphically summarized on Maps 2, 3, and 4.

The adopted regional land use plan, as set forth in SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin: 2000, provides recommendations with respect to the amount. spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a comprehensive plan for the City of Cedarburg and environs are the recommendations contained within the adopted regional land use plan for the preservation of the primary environmental corridors and prime agricultural lands of the Region, and for the encouragement of a more compact pattern of urban development, with such development being encouraged to occur contiguous to and outward from the existing urban centers of the Region in areas which are covered by soils suitable for urban use; which are not subject to special hazards such as flooding; and which can be readily and economically served by such essential urban facilities and services as public sanitary sewerage and water supply. These three salient recommendations of the regional land use plan provided the basic framework around which a city land use plan could be developed. The adopted regional land use plan as it pertains to the City of Cedarburg study area is shown on Map 2.

The adopted regional transportation system plan, as described in SEWRPC Planning Report No. 25, provides recommendations as to how the regional land use plan can best be served by arterial street and highway and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2000, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements within the Region, and of existing highway and transit system capacity and use. The adopted regional transportation system plan as it pertains to the City of Cedarburg study area is shown on Map 3.

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, identifies existing and probable future park and open space needs within the Region, and recommends a system of large regional resource-oriented parks, recreational corridors, and smaller urban parks, together with their attendant recreational facility requirements, to meet these needs and to provide form and structure to urban development within the Region. The adopted regional park and open space plan as it pertains to the City of Cedarburg study area is shown on Map 4. The regional park and open space plan was refined and detailed by the Commission for Ozaukee County in response to a request from the Ozaukee County Board. The resulting plan for the County is documented in SEWRPC Community Assistance Planning Report No. 23, A Park and Recreation Plan for Ozaukee County. In addition to more specifically addressing the park and open space needs of Ozaukee County, that plan addresses the needs of the City of Cedarburg with respect to park, recreation, and open space facilities. The recommended park and recreation plan for the City of Cedarburg is shown in graphic summary form on Map 5.

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The findings and recommendations of the water quality management planning program for southeastern Wisconsin are described in Planning Report No. 30, <u>A Regional Water Quality</u> Management Plan for Southeastern Wisconsin: 2000. The plan documented in this report consists of a land use and sanitary sewer service area element, a point source water pollution abatement element, a nonpoint source water pollution abatement element, a wastewater sludge management element, and a water quality monitoring element. The regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility in the Region. These initially recommended sewer service areas were based upon the urban land use configuration identified in the Commission-adopted regional land use plan for the year 2000. As such, the delineation of the areas was necessarily general, and did not reflect detailed local planning considerations. In order to properly reflect local, as well as areawide, planning considerations relative to these sanitary sewer service areas, the Regional Planning Commission, in adopting the areawide

ADOPTED REGIONAL LAND USE PLAN AS RELATED TO THE CITY OF CEDARBURG STUDY AREA: 2000



MAJOR GOVERNMENTAL OR INSTITUTIONAL CENTER L-LIBRARY

Source: SEWRPC.

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ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN AS RELATED TO THE CITY OF CEDARBURG STUDY AREA: 2000



- LEGEND
- STATE TRUNK-NONFREEWAY
- COUNTY TRUNK
- 4 NUMBER OF TE
 - NUMBER OF TRAFFIC LANES (TWO LANES WHERE UNNUMBERED)

SERVICE AREA - URBAN MASS TRANSIT SYSTEM

Source: SEWRPC.



ADOPTED REGIONAL PARK AND OPEN SPACE PLAN AS RELATED TO THE CITY OF CEDARBURG STUDY AREA: 2000



MAJOR PUBLIC PARK SITE -- TYPE III (25-99 ACRES)

 \bigcirc

EXISTING

PRIME AGRICULTURAL LAND COMPONENT

PROPOSED TO BE PROTECTED THROUGH PUBLIC LAND USE REGULATION Source: SEWRPC.

6



THE ADOPTED OZAUKEE COUNTY PARK AND RECREATION PLAN FOR THE CITY OF CEDARBURG: 2000

Source: SEWRPC.

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water quality management plan, recommended that steps be taken to further refine and detail these areas in cooperation with the local units of government affected. Acting in response to these recommendations, the Cities of Cedarburg and Mequon, the Village of Grafton, and the Towns of Cedarburg and Grafton, with the assistance of the Regional Planning Commission, refined and further detailed a joint sanitary sewer service area tributary to both the City of Cedarburg and City of Cedarburg sewage treatment plants. The refined sanitary sewer service area plan is documented in SEWRPC Community Assistance Planning Report No. 91, Sanitary Sewer Service Area, City of Cedarburg, Village of Grafton, Ozaukee County, Wisconsin, May 1987. Some of the water quality management plan recommendations, particularly those related to the delineation of a sanitary sewer service area for the Cedarburg area, are reflected in the city plan as documented herein.

In addition to the regional plan elements, there is a subregional plan element which is of importance to the City of Cedarburg study area. This subregional plan is SEWRPC Planning Report No. 13, <u>A Comprehensive Plan for the Milwaukee</u> <u>River Watershed</u>. This plan contains recommendations for floodland management, water pollution abatement, and water supply which pertain to the City of Cedarburg study area.

The findings and recommendations of the aforementioned regional, subregional, and local plan elements all have important implications for any comprehensive planning effort for the City of Cedarburg and environs. Pertinent recommendations of these plan elements are reflected in the plans presented herein, which refine and detail the regional plan elements—adapting those elements to local as well as regional development objectives. Such recommendations are considered further in the inventory and analysis sections of this report.

OTHER LOCAL PLANS

At least two city plans have been prepared for the City of Cedarburg. The first plan was prepared for the City in July 1961 by Nelson and Associates of Milwaukee, and was documented in a report entitled <u>General Plan for Community</u> <u>Development: Cedarburg</u>. The plan included arterial street, park and recreation, land use, and community facility elements. These various elements are summarized in graphic form on Map 6. The plan was created to meet the needs of a resident population of about 24,000 persons. No plan design year was assigned to the plan. The plan formed the basis for a new zoning ordinance prepared for the City in 1966.

In September 1983, the City formed a Cedarburg Master Planning Committee consisting of concerned citizens and public officials, and charged the Committee with the responsibility of formulating general development goals for the City. The committee completed its initial work in May 1984 with the publication of a report entitled <u>Goals for Cedarburg</u>. The report proposes goals relating to economic development, land use development, annexation policies, the location of STH 57, and certain intermunicipal issues. Pertinent goals set forth in the report have been incorporated into Chapter VII of this report.

STUDY PURPOSE

The primary purpose of the requested planning effort is to provide the City with the key elements of a comprehensive community development plan. This plan, while primarily intended to meet local development objectives, is also intended to carry related regional plan elements into greater depth and detail as necessary for sound local and regional planning. In conducting this planning effort, an attempt was made to identify the physical development constraints imposed upon, and the development opportunities open to, the Cedarburg area; to set forth an integrated set of physical development objectives and supporting standards for the City of Cedarburg and environs; and to determine land use and related requirements within the City and environs to the plan design year 2010. Alternative development plan elements were prepared and evaluated, and the best of these plans were identified and recommended for adoption. Finally, plan implementation measures and devices needed to effectively carry out the recommended plans were identified, with particular emphasis upon needed revisions to the city zoning and subdivision control ordinances.

THE COMMUNITY COMPREHENSIVE PLANNING PROCESS

The recommended plans and the alternative plans presented herein were developed through a planning process consisting of the following



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GENERAL PLAN FOR DEVELOPMENT OF THE CITY OF CEDARBURG: 1961

Map 6

Source: City of Cedarburg and Nelson & Associates.

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steps: 1) a comprehensive inventory of the factors affecting development and redevelopment in the City and environs; 2) a careful analysis of the inventory data; 3) the formulation of community development objectives, principles, standards, and related urban design criteria; 4) the identification of development needs in the planning area through the year 2010, based upon the population and economic activity forecasts and the development objectives and standards; 5) the development and evaluation of alternative plans; 6) the selection of the recommended plans; and 7) the recommendation of plan implementation measures. The comprehensive planning process utilized is graphically summarized in Figure 1. Imperative to any sound community planning process is active citizen participation in each stage of the process. Also imperative to the process is the need to continually reevaluate adopted community plans and alternatives thereto based upon the emergence of new information and changing public attitudes and opinions.

Inventory and Analysis

Reliable basic planning data are absolutely essential to the formulation of workable development plans. Consequently, inventory becomes the first operational step in the planning process. The crucial nature of factual information in the planning process should be evident, since no intelligent forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. The sound formulation of a comprehensive plan for the City of Cedarburg requires that factual data be developed on the existing development pattern, on the potential demand for each of the various major land use categories, on the major determinants of these demands, and on local development objectives and constraints, as well as on the underlying natural resource and public utility base and its ability to support development.

The necessary inventory and analyses not only provide data describing the existing conditions, but also provide a basis for identifying existing and potential problems in the planning area, as well as opportunities and potentials for good development. The inventory data are also crucial to the forecasting of community developmental needs, and to the formulation and evaluation of alternative plans.

Figure 1

THE COMMUNITY DEVELOPMENT PLANNING PROCESS



Source: SEWRPC.

Formulation of Community Comprehensive Planning Objectives, Principles, Standards, and Related Urban Design Criteria

An objective may be defined as a goal or end toward the attainment of which plans and

policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives developed serve as a guide to the preparation of alternative plans, and provide an important basis for the selection of recommended plans from among the alternatives considered. The community development plan should be clearly related to the defined objectives through a set of standards and urban design criteria. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented owing to changing public attitudes and values. The formulation of objectives should involve the active participation of officials and citizens. To this end, the City Plan Commission includes citizen members and provides active guidance throughout the course of the plan preparation. In addition, as already noted, in 1983 the City formed a Cedarburg Master Planning Committee consisting of concerned citizens and public officials, and charged this Committee with the responsibility of formulating general development goals for the City, thereby assisting the City Plan Commission in its work.

Identification of Community

Land Use and Facility Requirements

Although the preparation of forecasts is not planning, a development plan must, to the extent possible, anticipate future requirements as a basis for the development of alternative plans. In the planning effort, forecasts are required of future events and conditions which are outside the scope of the system to be planned. The future demand for land and facilities will depend primarily upon the size of the future population and the nature of future economic activity within the City. The control of changes in population and economic activity levels, however, lies largely-although not entirely-outside the scope of government activity at the local level, and therefore outside the scope of the local planning process. Therefore, future population and economic activity levels must be forecast. These levels, in turn, can be used to determine the probable future demand for land use and facilities. This is not to say that governmental policies at the local level cannot influence the course of economic development and, consequently, of population and economic activity growth rates.

Development and Evaluation of Alternative Plans and Selection

and Adoption of Recommended Plans

Having estimated the probable future demand for land use and facilities, alternative plans which meet the demands can be developed. The alternative plans should be evaluated based upon their relative ability to attain the agreedupon development objectives, and the plans which are judged best to meet those objectives should be selected for adoption. The evaluation should be made by the City Plan Commission. Such evaluation and selection involves the use of data obtained during the inventory and analysis stages of the planning process, as well as during the later plan design stages.

Plan Implementation

Implementation of the adopted development plan requires the use of several planning tools of a legal nature. Land subdivision regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the plan with respect to both the proposed land uses to be accommodated and such details as street, block and lot layout, and required infrastructure improvements. A zoning ordinance and accompanying zoning map should be used to legally assure that private development and redevelopment occur in conformance with the adopted plan and plan elements. The zoning regulations should govern not only the types of land uses permitted in various parts of the community but the height and arrangement of buildings on the land, the intensity of the use of land, and the supporting facilities required to carry out the intent of the development plan. An official map should be used to assure that the land required for the streets, parkways, parks, and playgrounds included in the development plan is reserved for public use. Implementation of the plan should also be furthered by the formulation of public policies which will ensure plan implementation. A capital improvements program is one particularly effective expression of such policies relating to the physical development and redevelopment of the community.

FORMAT OF DEVELOPMENT PLAN REPORT

This planning report consists of 11 chapters. Following this introductory chapter, Chapter II, "Population and Employment Inventories, Analyses, and Forecasts," presents relevant data regarding the 1980 population and employment characteristics of not only the City of Cedarburg, but of Ozaukee County and the Southeastern Wisconsin Region as well. Chapter II provides a range of population and employment forecasts for the year 2010 which were used in the development of alternative plans. Chapter III, "Natural Resource Base Inventory and Analysis," presents relevant data pertaining to the natural resource base of the Cedarburg area, including data on soils, topography, drainage, wetlands, floodlands, scenic vistas, woodlands, wildlife habitat, parks, and other features. Chapter IV, "Man-Made Features Inventory and Analysis," presents relevant data on the significant man-made features of the Cedarburg area, including data on existing land use and community facilities and utilities. Chapter V, "Historic Preservation Planning Inventory and Analysis," discusses briefly the history of the Cedarburg area, including historic preservation planning efforts. Chapter VI, "Existing Local Plan Implementation Devices," describes and analyzes the existing city zoning and land subdivision ordinances, as well as other legal instruments which facilitate plan implementation in the City. Chapter VII, "Development Objectives, Principles, Standards, and Related Urban Design Criteria," presents the community development objectives used as the basis for the preparation of various elements of the development plan. Chapter VIII, "Definition of Year 2010 Community Requirements," presents community development needs to the year 2010 based upon the forecast population and employment levels and the objectives and standards presented in Chapter VII. Chapter IX, "The Land Use Plan," and Chapter X, "The Park and Open Space Plan," present the key elements of a development plan for the City of Cedarburg. Finally, Chapter XI, "Development Plan Implementation," describes the legal instruments needed to implement the plan.

Chapter II

POPULATION AND EMPLOYMENT INVENTORIES, ANALYSES, AND FORECASTS

INTRODUCTION

Information on the size, characteristics, and distribution of the resident population and of employment in a planning area, and on anticipated changes in these socioeconomic factors over time, is essential to the preparation of sound development plans. In the final analysis, development plans should benefit the resident population of the community by maintaining and enhancing living and working conditions. The size and characteristics of the existing and probable future resident population and of employment in the planning area have a direct influence on land use requirements and needs. The primary purpose of the development plan is to meet those requirements and needs in an efficient, economical, and environmentally sound manner.

POPULATION AND EMPLOYMENT FORECASTS

The population, employment, and land use forecasts selected for use in the planning effort were based upon consideration of a range of alternative population and employment levels for the Region, Ozaukee County, the Cedarburg/ Grafton planning analysis area, and the City of Cedarburg urban service area, as shown in Table 1. This range was derived from a set of alternative futures developed by the Regional Planning Commission and used by the Commission in its regional and local planning efforts. The range is believed to represent the reasonable extremes likely within the Region, as well as within Ozaukee County, the Cedarburg/Grafton planning analysis area, and the City of Cedarburg urban service area to the year 2010.¹

The optimistic projections envision that jobs in the Region will increase from 884,145 in 1980 to 1,251,600 by the year 2010-an increase of 367,455 jobs, or 42 percent; and that the resident population of the Region will increase from 1,764,919 persons in 1980 to 2,316,085 persons in the year 2010-an increase of 551,166 persons, or 31 percent. In Ozaukee County, the optimistic scenario envisions jobs in the County increasing from 24,787 in 1980 to 50,100 by the year 2010an increase of 25,313 jobs, or 102 percent; and the resident population increasing from 66,981 persons in 1980 to 138,965 persons in the year 2010-an increase of 71,984 persons, or 107 percent. In the Cedarburg/Grafton planning analysis area-defined as the City of Cedarburg, Town of Cedarburg, Village of Grafton, and Town of Grafton-the optimistic scenario envisions that jobs will increase from 10,571 in 1980 to 19,600 by the year 2010—an increase of 9,029 or 85 percent; and that the resident population will increase from 26,218 persons in 1980 to 50,900 persons in the year 2010-an increase of 24,680 persons, or 94 percent. For the City of Cedarburg urban service area, the optimistic scenario envisions jobs increasing from 4,560 in 1980 to 6,736 in 2010-representing an increase of 2,176 jobs, or about 48 percent; and the resident population increasing from 9,005 persons in 1980 to about 18,683 persons in the year 2010-an increase of about 107 percent.

The pessimistic scenario envisions that jobs in the Region will decrease slightly from 884,145 in 1980 to 870,900 in 2010-a decrease of about 13,245 jobs, or about 1 percent; and that the resident population of the Region will decline from 1,764,919 persons in 1980 to 1,517,082 persons in the year 2010-a decrease of about 14 percent. In Ozaukee County, however, the pessimistic scenario envisions that the number of jobs will increase slightly from 24,787 in 1980 to 26,100 in the year 2010-an increase of 1,313 jobs, or about 5 percent; but that the resident population will decline somewhat from 66,981 persons in 1980 to about 57,701 persons in the year 2010-a decrease of 9,280 persons, or about 14 percent. For the Cedarburg/Grafton planning analysis area, the pessimistic scenario envisions that jobs will increase slightly from 10,571 in

¹For a detailed discussion of the methodology used to develop these projections, see SEWRPC Technical Report No. 11 (2nd Edition), <u>The</u> <u>Population of Southeastern Wisconsin</u>.

Table 1

ALTERNATIVE POPULATION AND EMPLOYMENT PROJECTIONS FOR THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG URBAN SERVICE AREA: 2010

		A	Iternative Future Scen	ario: 2010
Demographics	1980 Actual	Pessimistic	Intermediate	Optimistic
Level of Growth Region Ozaukee County Cedarburg/Grafton Planning Analysis		Decline Decline	Slight growth Modest growth	Modest growth Significant growth
Area		Decline Decline	Modest growth Modest growth	Significant growth Significant growth
Region Population Jobs	1,764,919 884,145	1,517,082 870,900	1,872,084 1,051,300	2,316,085 1,251,600
Ozaukee County Population Jobs	66,981 24,787	57,701 26,100	81,903 36,800	138,965 50,100
Cedarburg/Grafton Planning Analysis Area Population	26,218	19,800	30,300	50,900
City of Cedarburg Urban Service Area Population	9,005 4,560	7,757 3,509	11,010 4,947	18,683 6,736

Source: SEWRPC.

1980 to 10,900 by the year 2010—an increase of only 329, or 3 percent; and that the resident population will decrease from 26,218 persons in 1980 to 19,800 persons in the year 2010—a decrease of about 6,420 persons, or 24 percent. The pessimistic scenario indicates that jobs in the city urban service area will decline from 4,560 in 1980 to about 3,509 by the year 2010 a decrease of about 1,051 jobs, or 23 percent. The pessimistic scenario also indicates a decline in the population of the city urban service area from 9,005 in 1980 to about 7,757 in the year 2010—a decrease of about 1,248 persons, or about 14 percent, over the 30-year period.

A third alternative future scenario, the intermediate scenario, was also developed. The intermediate scenario envisions that jobs in the Region will increase from 884,145 in 1980 to about 1,051,300 in the year 2010—an increase of about 167,155 jobs, or 19 percent, over the 1980 level and that the regional population will increase only slightly from 1,764,919 in 1980 to 1,872,084 by 2010—an increase of 107,165 persons, or about 6 percent. The intermediate scenario envisions that the number of jobs in Ozaukee County will increase moderately from 24,787 in 1980 to 36,800 in 2010, an increase of about 12,013 jobs, or 48 percent. Under the intermediate scenario, the population of Ozaukee County is expected to increase from 66,981 in 1980 to 81,903 by 2010-an increase of 14,922 persons, or about 22 percent. In the Cedarburg/Grafton planning analysis area, the intermediate scenario also envisions that the number of jobs will increase moderately from 10,571 in 1980 to 14,400 in 2010—an increase of about 3,830 jobs. or about 36 percent; and that the resident population will increase from 26,218 persons in 1980 to 30,300 persons in the year 2010-an increase of about 4,080 persons, or about 16 percent. The intermediate future scenario for the City of Cedarburg urban service area indicates that jobs will increase only slightly from 4,560 in 1980 to 4,947 in 2010—an increase of only 387 jobs, or about 8 percent, over the 30-year period. Under this scenario, the resident population of the city urban service area would increase only slightly from 9,005 persons in 1980 to about 11,010 in 2010—an increase of 2,005 persons, or 22 percent.

With respect to urban growth patterns for the Region, Ozaukee County, and the City of Cedarburg urban service area, the optimistic scenario projects modest growth for the Region and significant growth for Ozaukee County, the Cedarburg/Grafton planning analysis area, and the City of Cedarburg urban service area over the 30-year period. The pessimistic alternative projects declines in growth for all the areas considered. The intermediate scenario projects slight growth for the Region and modest growth for Ozaukee County, the Cedarburg/Grafton planning analysis area, and the City of Cedarburg urban service area. In preparing these three alternative future scenarios, the Commission has attempted to project the "most reasonably optimistic" and "most reasonably pessimistic" futures for the Region, County, planning analysis area, and city urban service area, and thus bracket the probable range of population and employment possibilities.

Under the three alternative futures presented, the population of the Cedarburg/Grafton planning analysis area could range from about 19,800 persons to 50,900 persons by the year 2010. The population of the City of Cedarburg urban service area could range from 7,757 persons to 18,683 persons by the year 2010. Employment levels in the city urban service area could range from 3,509 to 6,736 jobs by the year 2010. The historical population levels of the State, the Region, Ozaukee County, the Cedarburg/Grafton planning area, and the City of Cedarburg urban service area are presented in Table 2. This table indicates that the planning area and the City have experienced steady increases in resident population since 1920. Figure 2 graphically shows the historical and alternative future resident population levels for both the Cedarburg/Grafton planning area and the City of Cedarburg urban service area based upon the three alternative future scenarios considered. After careful consideration of past development activities, the City Plan Commission selected a population level for use in the land use planning process which approaches the level envisioned under the optimistic scenario. The population level thus selected as the basis for the preparation of a development plan for the Cedarburg area was 16,000.

HISTORICAL AND ALTERNATIVE FUTURE AGE DISTRIBUTION

The historical and probable future resident population levels for the Southeastern Wisconsin Region, Ozaukee County, the Cedarburg/Grafton planning area, and the city urban service area are set forth by age group in Table 3, and are graphically summarized in Figure 3 for the years 1980 and 2010. Table 3 sets forth the range in population levels for the year 2010 indicated by the pessimistic and optimistic projections. Information on future age group distribution is useful in considering the need for certain facilities in the area to the plan design year 2010. Table 4 shows the City Plan Commissionselected population forecast by age group for the City of Cedarburg urban service area.

The change in the age composition of the resident population of the Cedarburg urban service area indicated in Table 4 has important implications for the planning of the area. Based on the selected forecast, there may be a need for additional elementary education facilities in the urban service area, as well as ancillary recreational facilities for children between the ages of 5 and 14, toward the end of the planning period. The selected forecast also indicates that there should not be a need for an additional high school. The labor force of the city urban service area is expected to increase by about 1,550 persons, representing a 34 percent increase over

Table 2

HISTORICAL POPULATIONS FOR THE STATE OF WISCONSIN, THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1850-1980

	Wisconsin		Region		Ozaul	Ozaukee County		Cedarburg/Grafton Planning Analysis Area ^a		City of Cedarburg	
Year	Population	Precent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	
1850	305,391		113,389		b		b				
1860	775,881	154.1	190,409	67.9	15,682	1.1	4.017				
1870	1,054,670	35.9	223,546	17.4	15,564	-0.7	4,421	10,1			
1880	1,315,497	24.4	277,119	24.0	15,461	-0.6	4,106	-7.1	945 ^c		
1890	1,693,330	28.7	386,774	39.6	14,943	-3.3	4,312	5.0	1,361	44.0	
1900	2,069,042	22.2	501,808	29.7	16,363	9.5	4,614	7.0	1,626	19.5	
1910	2,333,860	12.8	631,161	25.8	17,123	4.6	5,004	8.4	1,777	9.2	
1920	2,632,067	12.8	783,681	24.2	16,335	-4.6	4,835	-3.3	1,738	-2.2	
1930	2,939,006	11.7	1,006,118	28.4	17,394	6.4	5,333	10.3	2,055	18.2	
1940	3,137,587	6.8	1,067,699	6.1	18,985	9.1	5,674	6.4	2.245	9.2	
1950	3,434,575	9.5	1,240,618	16.2	23,361	23.0	7,092	25.0	2,810	25.2	
1960	3,952,771	15.1	1,573,620	26.8	38,441	64.6	13,183	85.8	5,191	84.7	
1970	4,417,933	11.8	1,756,086	11.6	54,461	41.7	20,596	56.2	7,696	48.3	
1980	4,689,055	6.1	1,764,919	0.5	66,981	23.0	26,218	27.3	9,005	17.0	

^aThe Cedarburg/Grafton planning analysis area is geographically identified as the City of Cedarburg, Town of Cedarburg, Village of Grafton, and Town of Grafton.

^bIn 1853, seven towns (Belgium, Cedarburg, Fredonia, Grafton, Mequon, Port Washington, and Saukville) and the Village of Port Washington, then in Washington County and which contained a resident population of 8,281 persons in 1850, were detached from the remainder of Washington County to form Ozaukee County.

^CThe City of Cedarburg was originally incorporated as the Village of Cedarburg in 1874. In 1885, the Village was incorporated as a city.

Source: SEWRPC.

Figure 2

HISTORICAL AND ALTERNATIVE FUTURE POPULATION LEVELS FOR THE CEDARBURG/ GRAFTON PLANNING ANALYSIS AREA AND THE CITY OF CEDARBURG: 1880-2010



REPRESENTS THE ENTIRE CEDARBURG URBAN SERVICE AREA.

Source: SEWRPC.

Table 3

HISTORICAL AND ALTERNATIVE FORECAST RANGE FOR COMPOSITION OF THE RESIDENT POPULATION BY AGE GROUP AND SEX IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG URBAN SERVICE AREA: 1980 AND 2010

Southeastern Wisconsin Region: 1980									
	Male		Femal	Female					
Age Group	Number	Percent	Number	Percent	Number	Percent			
Under 5	65,588	7.7	62,497	6.9	128,085	7.3			
5 to 14	139,738	16.3	134,348	14.8	274,086	15.5			
15 to 19	84,952	10.0	83,945	9.2	168,897	9.6			
20 to 64	487,407	57.0	511,150	56.1	998,557	56.4			
65 and Older	76,440	9.0	118,854	13.0	195,294	11.2			
All Ages	854,125	100.0	910,794	100.0	1,764,919	100.0			

Alternative Forecast Range: 2010 ^a									
	Male Female			Total					
Age Group	Number	Percent	Number	Percent	Number	Percent			
Under 5 5 to 14	40,789-76,709 87,444-151,724 50,540-82,371 464,603-686,009 84,864-128,041 728,240-1,124,854	5.6-6.8 12.0-13.5 6.9-7.3 63.8-61.0 11.7-II.4 100.0	39,322-73,831 84,580-145,845 49,184-79,282 482,585-696,770 133,171-195,503 788,842-1,191,231	5.0-6.2 10.7-12.2 6.2-6.7 61.2-58.5 16.9-16.4 100.0	80,111-150,540 172,024-297,569 99,724-161,653 947,188-1,382,779 218,035-323,544 1,517,082-2,316,085	5.3-6.5 11.3-12.8 6.6-7.0 62.4-59.7 14.4-14.0 100.0			

Ozaukee County: 1980									
	Male		Female		Total				
Age Group	Number	Percent	Number	Percent	Number	Percent			
Under 5 5 to 14	2,452 5,951 3,498 18,918 2,408 33,227	7.4 17.9 10.5 56.9 7.3 100.0	2,319 5,836 3,300 19,045 3,254 33,754	6.9 17.3 9.8 56.4 9.6 100.0	4,771 11,787 6,798 37,963 5,662 66,981	7.1 17.6 10.1 56.7 8.5 100.0			

Alternative Forecast Range: 2010 ^a									
Male		Female	•	Total					
Age Group	Number	Percent	Number	Percent	Number	Percent			
Under 5	1,633-4,360 3,892-9,524 2,034-4,949 16,590-40,474 3,794-8,999 27,943-68,306	5.8-6.4 13.9-13.9 7.3-7.2 59.4-59.3 13.6-13.2 100.0	1,574-4,178 3,768-9,084 1,982-4,708 16,994-39,859 5,440-12,830 29,758-70,659	5.3-5.9 12.7-12.9 6.7-6.7 57.1-56.4 18.2-18.1 100.0	3,207-8,538 7,660-18,608 4,016-9,657 33,584-80,333 9,234-21,829 57,701-138,965	5.5-6.1 13.3-13.4 7.0-7.0 58.2-57.8 16.0-15.7 100.0			

Table 3 (continued)

Cedarburg/Grafton Planning Analysis Area: 1980							
	Male		Female		Total		
Age Group	Number	Percent	Number	Percent	Number	Percent	
Under 5	915	7.0	856	6.5	1,771	6.8	
5 to 14	2,401	18.3	2,343	17.9	4,744	18.0	
15 to 19	1,577	12.0	1,142	8.7	2,719	10.4	
20 to 64	7,363	56.2	7,516	57.3	14,879	56.8	
65 and Older	852	6.5	1,253	9.6	2,105	8.0	
All Ages	13,108	100.0	13,110	100.0	26,218	100.0	

Alternative Forecast Range: 2010 ^a								
	Male Female)	Total				
Age Group	Number	Percent	Number	Percent	Number	Percent		
Under 5	556-1,601 1,333-3,478 700-1,801 5,696-14,836 1,304-3,303 9,589-25,019	5.8-6.4 13.9-13.9 7.3-7.2 59.4-59.3 13.6-13.2 100.0	541-1,527 1,297-3,339 684-1,734 5,830-14,597 1,858-4,684 10,211-25,881	5.3-5.9 12.7-12.9 6.7-6.7 57.1-56.4 18.2-18.1 100.0	1,089-3,105 2,633-6,821 1,386-3,563 11,524-29,420 3,168-7,991 19,800-50,900	5.5-6.1 13.3-13.4 7.0-7.0 58.2-57.8 16.0-15.7 100.0		

		City of	Cedarburg: 1980			an a
	Male		Female		Total	
Age Group	Number	Percent	Number	Percent	Number	Percent
Under 5	286	6.6	253	5.4	539	6.0
5 to 14	716	16.5	689	14.8	1,405	15.6
15 to 19	439	10.1	424	9.1	863	9.6
20 to 64	2,521	57.9	2,629	56.5	5,150	57.2
65 and Older	385	8.9	663	14.2	1,048	11.6
All Ages	4,347	100.0	4,658	100.0	9,005	100.0

Alternative Forecast Range: 2010 ^a							
	Male		Female		Total		
Age Group	Number	Percent	Number	Percent	Number	Percent	
Under 5 5 to 14 15 to 19 20 to 64 65 and Older All Ages	218-588 522-1,276 274-661 2,232-5,446 511-1,212 3,757-9,183	5.8-6.4 13.9-13.9 7.3-7.2 59.4-59.3 13.6-13.2 100.0	212-561 508-1,226 268-637 2,284-5,357 728-1,719 4,000-9,500	5.3-5.9 12.7-12.9 6.7-6.7 57.1-56.4 18.2-18.1 100.0	427-1,140 1,032-2,504 543-1,308 4,515-10,798 1,240-2,933 7,757-18,683	5.5-6.1 13.3-13.4 7.0-7.0 58.2-57.8 16.0-15.7 100.0	

^aThe first number shown in the range represents the population forecast based upon the pessimistic scenario; the second number represents the population forecast based upon the optimistic scenario.

Source: SEWRPC.
Figure 3

HISTORICAL AND ALTERNATIVE FORECAST AGE COMPOSITION BY SEX FOR THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, THE CITY OF CEDARBURG, AND THE CITY OF CEDARBURG URBAN SERVICE AREA: 1980 AND 2010



Ozaukee County-1980 Actual



Cedarburg/Grafton Planning Analysis Area-1980 Actual



City of Cedarburg-1980 Actual





Southeastern Wisconsin Region—2010 Forecast Range





Southeastern Wisconsin Region—2010 Intermediate Forecast Population Scenario



Source: U. S. Bureau of the Census and SEWRPC.

Ozaukee County, Cedarburg/Grafton Planning Analysis Area, and City of Cedarburg Urban Service Area—2010 Intermediate Forecast Population Scenario



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SELECTED POPULATION FORECAST BY AGE GROUP IN THE CITY OF CEDARBURG URBAN SERVICE AREA: 2010

	Existin	g 1985	Forecast 2010 ^a			
Age Group	Number	Percent	Number	Percent		
Under 5	539 1,405 863 5,510 1,048 9,005	6.0 15.6 9.6 57.2 11.6 100.0	970 2,140 1,120 9,250 2,520 16,000	6.0 13.4 7.0 57.8 15.8 100.0		

^aForecast based upon selected population level of 16,000 persons for the year 2010.

Source: SEWRPC.

the 1980 labor force. Accordingly, the number of persons seeking work within the city urban service area and surrounding areas may be expected to increase significantly. Finally, the selected forecast indicates a dramatic increase in the population 65 years of age and older. This general aging of the population may be expected to affect the demand for elderly housing units and special transportation and health care within the planning area.

HISTORICAL AND PROBABLE FUTURE HOUSEHOLD SIZE

Table 5 compares historical and probable future household sizes in the Southeastern Wisconsin Region, Ozaukee County, Cedarburg/Grafton planning area, and city urban service area under the pessimistic, intermediate, and optimistic population projections for the years 1990, 2000, and 2010. The household size envisioned under the intermediate population scenario was selected for use in the preparation of the development plan for the area. Table 5 indicates that in 1980, the average household size in the City was 2.72, compared to 3.02 in the Cedarburg/Grafton planning area, 3.04 in the County, and 2.75 in the Region. The table also indicates that under the intermediate projection, the average household size may be expected to decline for all of the areas considered. This is in keeping with the trend exhibited from 1970 to 1980. These changes in average household size have important implications for housing and residential land use planning, since the average household size is used to convert a population forecast to the number of dwelling units needed over the planning period. Based upon a projected decrease in average household size in the City of Cedarburg urban service area from 2.72 persons in 1980 to 2.33 by 2010, an additional 3,000 housing units may be expected to be needed in the area by the year 2010 to meet the housing needs of the resident population of about 16,000 persons.

HOUSING CHARACTERISTICS

As shown in Table 6, the available data show a steady growth in housing units as well as population in the Southeastern Wisconsin Region, Ozaukee County, the Cedarburg/Grafton planning area, and the City over the period 1960 to 1980. Table 6 indicates that while the total number of housing units increased by about 17 percent in the Region between 1970 and 1980, during this same period Ozaukee County, the Cedarburg/Grafton planning area, and the City experienced an increase in housing units of over 46 percent.

Table 6 shows the total number of both owneroccupied and renter-occupied, year-round housing units for 1960, 1970, and 1980. During the period 1970 to 1980, the Southeastern Wisconsin Region experienced an increase in owneroccupied, year-round housing units of about 18 percent, while Ozaukee County, the Cedarburg/Grafton planning area, and the City experienced increases of 39, 41, and 30 percent, respectively-increases more than twice as high as experienced by the Region as a whole. During this same period, the Region experienced an increase of about 16 percent in renter-occupied, year-round housing units, while the County, the planning area, and the City experienced significantly higher increases of 79, 94, and 74 percent. respectively.

COMPARISON OF HISTORICAL AND PROBABLE FUTURE POPULATION PER OCCUPIED HOUSING UNIT IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, THE CITY OF CEDARBURG, AND THE CITY OF CEDARBURG URBAN SERVICE AREA: 1960-2010

Year	Region	Ozaukee County	Cedarburg⁄ Grafton Planning Analysis Area	City of Cedarburg and City of Cedarburg Urban Service Area
1960	3.30	3.65		3.48
1970	3.20	3.66	3.62	3.37
1980	2.75	3.04	3.02	2.72
1990 ^a	2.54-2.62-2.70	2.81-2.90-2.99	2.80-2.88-2.98	2.51-2.59-2.68
2000 ^a	2.33-2.49-2.65	2.58-2.75-2.94	2.56-2.73-2.92	2.30-2.56-2.63
2010 ^a	2.10-2.35-2.60	2.33-2.60-2.88	2.31-2.58-2.86	2.08-2.33-2.58

^aEstimated forecasts. The first number shown in the range represents a household size forecast based upon the pessimistic scenario, the second number represents a forecast based upon the intermediate scenario, and the third number represents a forecast based upon the optimistic scenario.

Source: U. S. Bureau of the Census and SEWRPC.

City Housing Construction

Activity 1980 to 1985

Table 7 provides a summary of residential building activity in the City of Cedarburg from 1980 to 1985. During this six-year period, a total of 283 dwelling units were constructed, of which 87, or about 31 percent, were single-family dwelling units; 28, or about 10 percent, were twofamily dwelling units; and 168, or about 59 percent, were multi-family units.

Housing Costs in 1980

Table 8 indicates the 1980 monthly owner costs, including debt costs, of owner-occupied, mortgaged, noncondominium housing units in the Southeastern Wisconsin Region, Ozaukee County, the Cedarburg/Grafton planning area, and the City of Cedarburg. Table 8 indicates that the median monthly mortgage housing cost for southeastern Wisconsin was \$549; for Ozaukee County, \$477; and for the City, \$480. These data indicate that the 1980 cost of mortgaged units in the County and City were comparatively low. In 1980, the City of Cedarburg had 1,200 mortgaged owner-occupied, noncondominium dwelling units, representing 36 percent of the total housing stock in the City. Table 9 shows the 1980 monthly gross rent of renter-occupied housing in the Southeastern Wisconsin Region, Ozaukee County, the Cedarburg/Grafton planning area, and the City. The table indicates that in 1980 the median monthly rent was \$252 for the Southeastern Wisconsin Region, \$287 for Ozaukee County, and \$296 for the City. Table 9 further indicates that the mean monthly rent paid for renter-occupied housing was \$255 for the Southeastern Wisconsin Region, \$295 for Ozaukee County, and \$297 for the City. As noted in Table 9, the City of Cedarburg had higher median and mean rents in 1980 than did the Region or Ozaukee County.

Housing Vacancy Rates

Housing vacancy rates for both owner-occupied and rental housing in 1980 for southeastern Wisconsin, Ozaukee County, the Cedarburg/ Grafton planning area, and the City of Cedarburg are shown in Table 10. The overall vacancy rate for owner-occupied housing in the City that is, for vacant, once owner-occupied housing units which were for sale—was about 0.7 percent, or 14 of the total of 2,054 units concerned. In the Region this percentage was 1.1; in

HISTORICAL POPULATION AND HOUSING CHARACTERISTICS OF THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1960-1980

			Region	<u>.</u>		Ozaukee County					
	Year			1970-1980		Year			1970-1980		
Characteristic	1960	1970	1980	Change	Percent	1960	1970	1980	Change	Percent	
Total Population	1,573,620 500,761	1,756,083 566,756	1,764,919 664,973	8,836 98,217	0.5 17.3	38,441 11,128	54,461 15,339	66,981 22,520	12,520 7,181	23.0 46.8	
Housing Unit	3.30	3.20	2.75	-0.45	-14.1	3.65	3.66	3.04	-0.62	-16.9	
Round Housing Units Renter-Occupied Year-	284,707	331,339	389,381	58,042	17.5	8,024	11,621	16,164	4,543	39.1	
Round Housing Units	181,206	205,147	238,574	33,427	16.3	2,393	3,132	5,599	2,467	78.8	
Housing Units	19,438	20,100	27,791	7,691	38.3	711	586	623	37	6.3	

		Cedarl Planning	burg/Grafto g Analysis A	n Irea	City of Cedarburg					
	Year			1970-1980		Year			1970-1980	
Characteristic	1960	1970	1980	Change	Percent	1960	1970	1980	Change	Percent
Total Population	13,183 3,799	20,596 5,782	26,218 8,887	5,622 3,105	27.3 53.7	5,191 1,541	7,696 2,281	9,005 3,332	1,309 1,051	17.0 46.1
Housing Unit		3.62	3.02	-0.60	-16.5	3.48	3.37	2.72	-0.65	-19.3
Round Housing Units	2,684	4,341	6,117	1,766	40.9	1,030	1,567	2,040	473	30.2
Round Housing Units	913	1,307	2,541	1,234	94.4	459	684	1,191	507	74.1
Housing Units	202	76	174	98	128.9	52	30	101	71	236.6

Source: U. S. Bureau of the Census and SEWRPC.

Ozaukee County, 1.3; and in the Cedarburg/ Grafton planning area, 0.8.

The overall vacancy rate for rental units in 1980 for the City of Cedarburg was about 5.3 percent, representing 67 dwelling units out of a total of about 1,258 units. The vacancy rate for rental units in the City was 0.9 percent higher than the rate for southeastern Wisconsin; 2.0 percent higher than the rate for Ozaukee County; and 1.6 percent higher than the rate for the Cedarburg/ Grafton planning area. Based on standards set forth in SEWRPC Planning Report No. 20, <u>A Regional Housing</u> <u>Plan for Southeastern Wisconsin</u>, local housing vacancy rates should be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units, and at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units over a full range of housing types, sizes, and costs. These vacancy proportions are desirable to facilitate population mobility and to enable households to exercise choices in the selection of suitable housing. The city vacancy

Single-Family **Two-Family** Multi-Family Total **Dwelling Units** Year **Dwelling Units Dwelling Units Dwelling Units** Total

RESIDENTIAL BUILDING ACTIVITY IN THE CITY OF CEDARBURG: 1980-1985

Source: City of Cedarburg and SEWRPC.

Table 8

NUMBER OF UNITS OF OWNER-OCCUPIED MORTGAGED NONCONDOMINIUM HOUSING AND MONTHLY OWNER COSTS INCLUDING MORTGAGE IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1980

	Region		Ozauke	Ozaukee County		Cedarburg⁄ Grafton Planning Analysis Area		City of Cedarburg	
Monthly Owner Costs with Mortgage	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	
Less than \$100 \$100 to \$149 \$150 to \$199	161 707 3,197	0.1 0.3 1.5	16 6 91	0.2 ^a 0.9	16 0 35	0.4 0.8	0 0 9	 0.8	
\$200 to \$249 \$250 to \$299 \$300 to \$349	12,785 26,743 29,134	6.1 12.7 13.9	306 591 1,055	3.1 6.0 10.7	163 263 477	4.1 6.7 12.1	58 94 139	4.8 7.8 11.6	
\$350 to \$399 \$400 to \$449 \$450 to \$499 \$500 to \$599	28,389 25,356 21,523 28,677	13.5 12.1 10.2 13.6	1,093 1,146 1,112 1,575	11.1 11.7 11.3	405 502 481	10.3 12.7 12.2	113 128 98	9.4 10.7 8.2	
\$600 to \$749 \$750 or More	20,090 13,562	9.6 6.4	1,375 1,479 1,351	15.1 13.8	550 358	13.9 9.1	145 106	25.8 12.1 8.8	
Total	210,324	100.0	9,821	100.0	3,951	100.0	1,200	100.0	
Median Cost	\$549		\$477				\$480		

^aLess than one-tenth of 1 percent.

Source: U. S. Bureau of the Census and SEWRPC.

NUMBER OF DWELLING UNITS BY MONTHLY GROSS RENT OF RENTER-OCCUPIED HOUSING IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1980

	Reg	ion	Ozaukee County		Cedarburg/ Grafton Planning Analysis Area		City of Cedarburg	
Monthly Gross Rent ^a	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
Less than \$60 \$60 to \$79	1,454 5,173 4,204 4,488 10,028 10,527 23,363 54,756 53,408 32,367 14,923 10,037 3,464 5,946	0.6 2.2 1.8 1.9 4.3 4.5 10.0 23.4 22.9 13.8 6.4 4.3 1.4 2.5	35 31 74 77 87 86 229 911 1,352 1,077 517 426 167 193	0.7 0.5 1.4 1.5 1.6 1.6 4.4 17.3 25.7 20.5 9.8 8.1 3.2 3.7	25 6 26 42 17 31 108 406 659 519 249 250 50 50 58	1.0 0.2 1.1 1.7 0.7 1.3 4.4 16.6 26.9 21.2 10.2 10.2 10.3 2.0 2.4	0 0 18 5 0 18 78 178 301 329 130 71 23 32	1.5 0.4 0.0 1.5 6.6 15.0 25.5 27.9 11.0 6.0 1.9 2.7
Total	234,138	100.0	5,262	100.0	2,446	100.0	1,183	100.0
Median Cost	\$252		\$287				\$296	· · · ·
Mean	\$255		\$295				\$297	

^aGross rent is the sum of contract rent and utility costs.

Source: U. S. Bureau of the Census and SEWRPC.

rate of 0.7 percent for owner-occupied housing does not fall within the recommended standard of between 1 and 2 percent. The city vacancy rate of 5.3 percent for rental housing, however, falls within the recommended standard of between 4 and 6 percent. It may accordingly be concluded that in 1980 the City of Cedarburg was in need of additional owner-occupied, yearround housing units. This need may have been fulfilled in whole or in part by the additional 87 single-family homes constructed in the City between 1980 and 1985.

ECONOMIC CHARACTERISTICS AND FORECASTS

Family Income

Table 11 indicates the 1980 family income for southeastern Wisconsin, Ozaukee County, the Cedarburg/Grafton planning area, and the City of Cedarburg by income ranges, together with the median and mean income levels for each of the geographic areas considered. In 1980, the median family income in the Southeastern Wisconsin Region was \$23,515; in Ozaukee

HOUSING VACANCY RATES FOR OWNER- AND RENTER-OCCUPIED, YEAR-ROUND HOUSING UNITS IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1980

	Region		Ozauke	Ozaukee County		Cedarburg/ Grafton Planning Analysis Area		City of Cedarburg	
Housing Unit Type	Total Units	Percent of Total	Total Units	Percent of Total	Total Units	Percent of Total	Total Units	Percent of Total	
Owner-Occupied Year- Round Housing Units Vacant Year-Round Housing Units	389,381	98.9	16,164	98.7	6,117	99.2	2,040	99.3	
for Sale	4,429	1.1	205	1.3	48	0.8	14	0.7	
Total	393,810	100.0	16,369	100.0	6,165	100.0	2,054	100.0	
Renter-Occupied Year- Round Housing Units Vacant Year-Round Renter-Occupied	238,574	95.6	5,599	96.7	2,541	96.3	1,191	94.7	
Housing Units	10,918	4.4	193	3.3	97	3.7	67	5.3	
Total	249,492	100.0	5,792	100.0	2,638	100.0	1,258	100.0	

Source: U. S. Bureau of the Census and SEWRPC.

County, \$27,766; and in the City, \$27,128. The mean family income in 1980 for the Region was \$26,193; for Ozaukee County, \$32,075; and for the City, \$28,974. Both the median and mean family income were slightly higher in the City of Cedarburg than in the Region.

Occupations and Employment Types

In 1980, 826,456 persons in the Southeastern Wisconsin Region, or about 47 percent of the resident population of the Region, were in the employed labor force. In Ozaukee County, 32,757 persons, or about 49 percent of the resident county population, were in the employed labor force. In the Cedarburg/Grafton planning area, 13,023 persons, or about 49 percent of the resident population of the planning area, were in the employed labor force. In the City of Cedarburg, 4,445 persons, or about 49 percent of the resident population of the City, were in the employed labor force. Table 12 provides information on the employed population 16 years of age

and older by occupation for the Region, Ozaukee County, the Cedarburg/Grafton planning area. and the City in 1980. As indicated in Table 12, white collar workers, including managerial and professional specialty and technical, sales, and administrative support workers, represented about 52 percent of the employed persons in the Region: about 55 percent of the employed persons in Ozaukee County; about 56 percent of the employed persons in the Cedarburg/Grafton planning area; and about 60 percent of the employed population of the City of Cedarburg. Blue collar workers, including service, farming, forestry, and fishing industry workers; precision production, craft, and repair industry workers; and operators, fabricators, and laborers, represented about 48 percent of the employed persons in the Region; about 45 percent of the employed persons in the County; about 44 percent of the employed persons in the Cedarburg/Grafton planning area; and about 39 percent of the employed population of the City of Cedarburg.

FAMILY INCOME IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE	
CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1980	

	Region		Ozaukee	County	Cedarburg/ Grafton Planning Analysis Area		City of Cedarburg	
	Number of	Percent	Number of	Percent	Number of	Percent	Number of	Percent
Income Range	Families	of Total	Families	of Total	Families	of Total	Families	of Total
Less than \$2,500	7.873	1.7	149	0.8	48	0.7	. 9	0.4
\$2 500 to \$4 999	12 672	28	171	0.9	87	1.2	42	1.7
\$5,000 to \$7,499	20 161	<u> </u>	381	21	110	15	37	1.5
\$7 500 to \$9 999	20,101	4.4	645	3.6	253	3.6	72	3.0
\$10,000 to \$12,499	24 975	55	659	3.6	255	3.6	94	3.9
\$12 500 to \$14 999	25 653	5.6	642	35	301	4.2	127	53
\$15,000 to \$17,499	30 169	6.6	944	5.2	409	5.8	181	7.5
\$17 500 to \$19 999	32 476	71	1 097	6.0	394	55	144	6.0
\$20,000 to \$22,499	38 469	84	1 391	77	524	74	204	8.5
\$22 500 to \$24 999	34 876	76	1 410	7.8	610	86	153	6.3
\$25,000 to \$27,499	36 159	7.0	1,410	8.0	571	8.0	168	7.0
\$27 500 to \$29 999	28 904	63	1,400	6.6	448	6.3	150	62
\$30,000 to \$34,999	49 233	10.8	2 332	12.9	1 030	14.5	374	15.5
\$35,000 to \$39,999	30,978	6.8	1 754	97	731	10.3	282	11.7
\$40,000 to \$49,999	33 175	72	1 776	9.8	760	10.7	220	9.1
\$50,000 to \$74,999	20.857	4.6	1.467	8.1	469	6.6	134	5.6
\$75,000 or More	8,751	1.9	678	3.7	106	1.5	21	0.8
Total	457,553	100.0	18,144	100.0	7,106	100.0	2,412	100.0
Median Income	\$23,515		\$27,766			-	\$27,128	-
Mean Income	\$26,193		\$32,075				\$28,974	

Source: U. S. Bureau of the Census and SEWRPC.

Table 13 provides information on the employed population 16 years of age and older by class of worker for the Region, Ozaukee County, the Cedarburg/Grafton planning area, and the City of Cedarburg in 1980. Table 13 indicates that about 83 percent of the city workers were employed in the private sector, compared with 83 percent for the Region, 83 percent for Ozaukee County, and 84 percent for the Cedarburg/ Grafton planning area; that about 12 percent were employed in the public sector, compared with about 13 percent for the Region, 11 percent for Ozaukee County, and 11 percent for the Cedarburg/Grafton planning area; and that about 5 percent were self-employed, compared with about 4 percent for the Region, about 6 percent for Ozaukee County, and about 5 percent for the Cedarburg/Grafton planning area. The table further indicates that an insignificant number of the city workers were engaged in unpaid family work, compared with 0.3 percent in the Region, 0.6 percent in the County, and 0.2 percent in the Cedarburg/ Grafton planning area.

Table 14 shows the place of work of workers 16 years and older living in Ozaukee County and in the City of Cedarburg in 1980. Table 14

EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1980

	Reg	Region		Ozaukee County		Cedarburg/ Grafton Planning Analysis Area		/ of rburg
Occupation	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty Executive, Administrative, Managerial Professional Specialty	81,635 96,863	9.9 11.7	4,491 4,299	13.8 13.2	1,658 1,668	12.7 12.8	599 550	13.4 12.4
Technical, Sales, Administrative Support Technicians and Related Support Sales Administrative Support, Including Clerical	25,271 81,057 143,121	3.1 9.8 17.3	833 4,032 4,494	2.5 12.3 13.8	314 1,650 2,023	2.4 12.7 15.5	129 631 774	2.9 14.2 17.4
Service Private Household	2,486 11,721 95,816	0.3 1.4 11.6	96 278 3,006	0.3 0.8 9.2	39 102 1,166	0.3 0.8 9.0	9 40 410	0.2 0.9 9.2
Farming, Forestry, and Fishing	9,065	1.1	802	2.4	159	1.2	29	0.7
Precision Production, Craft, Repair	100,953	12.2	4,140	12.6	1,573	12.1	532	12.0
Operators, Fabricators, and Laborers Machine Operators, Assemblers, Inspectors Transportation and Material Moving Handlers, Equipment Cleaners, Helpers, Laborers	109,787 33,843 34,838	13.3 4.1 4.2	4,070 1,088 1,128	12.4 3.3 3.4	1,705 531 435	13.1 4.1 3.3	445 159 138	10.0 3.6 3.1
Total	826,456	100.0	32,757	100.0	13,023	100.0	4,445	100.0

Source: U. S. Bureau of the Census and SEWRPC.

indicates that 1,247 workers living in the City of Cedarburg, or about 29 percent of the city labor force, worked in the City; while 2,751 workers, or about 63 percent, worked outside the City. A total of 359 workers, or about 8 percent of the workers living in the City of Cedarburg, did not report their place of work. A total of 6,920 workers in Ozaukee County, or about 29 percent of the labor force living in the County, worked in the County; while 15,295 workers, or about 64 percent, worked outside Ozaukee County. A total of 1,716 workers living in Ozaukee County, or about 7 percent of the county labor force, did not report their place of work. The data for both Ozaukee County and the City of Cedarburg

indicate that both the County and the City are, in effect, "bedroom" communities, with a majority of the residents employed outside the area.

Employment Forecasts

Table 15 sets forth the employment levels for the City of Cedarburg to the year 2010 under pessimistic, intermediate, and optimistic projections relating to four major employment categories: retail trade, service, industry, and government and education. All of these employment categories may be related to specific land use requirements, and are therefore useful in the allocation of land to various land use categories such as commercial, industrial, and governmen-

EMPLOYED PERSONS 16 YEARS AND OLDER BY CLASS OF WORKER IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, THE CEDARBURG/GRAFTON PLANNING ANALYSIS AREA, AND THE CITY OF CEDARBURG: 1980

	Region		Ozaukee County		Cedarburg⁄ Grafton Planning Analysis Area		City of Cedarburg	
Class	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Private Wage and Salary Worker	684,138	82.8	27,026	82.5	10,887	83.6	3,702	83.3
Federal Government Worker	15,954	1.9	331	1.0	168	1.3	48	1.0
State Government Worker	15,872	1.9	409	1.2	107	0.8	29	0.7
Local Government Worker	73,370	8.9	2,703	8.3	1,179	9.1	452	10.2
Self-Employed Worker	34,300	4.2	2,092	6.4	654	5.0	214	4.8
Unpaid Family Worker	2,822	0.3	196	0.6	28	0.2	0	0.0
Total	826,456	100.0	32,757	100.0	13,023	100.0	4,445	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 14

PLACE OF WORK OF WORKERS 16 YEARS AND OLDER LIVING IN OZAUKEE COUNTY AND THE CITY OF CEDARBURG: 1980

	Ozaukee	County	City of Ce	darburg
Place of Work	Number of Workers	Percent of Total	Number of Workers	Percent of Total
Worked in Community of Residence Worked Outside Community	6,920	28.9	1,247	28.6
of Residence	15,295 1,716	63.9 7.2	2,751 359	63.2 8.2
Total	23,931 ^a	100.0	4,357	100.0

^aExcludes 8,272 workers not living in an identified community (i.e., living in a rural area) as defined by the U. S. Bureau of the Census.

Source: U. S. Bureau of the Census and SEWRPC.

tal uses. Under the selected growth scenario, employment in the City may be expected to increase from 4,560 jobs in 1980 to about 6,110 jobs by the year 2010, distributed as follows: about 20 percent in retail trade; about 12 percent in service; about 48 percent in industry; about 12 percent in government and education; and the remaining 8 percent in the transportation, communications, and utilities and agricultural employment categories.

SUMMARY

Population and Employment Forecasts

The forecasts of population and employment—and ultimately related land use requirements—that were utilized in the preparation of a development plan for the Cedarburg area were based upon consideration of a range of alternative population and employment projections to the plan design year 2010. Three alternative

ACTUAL AND FORECAST EMPLOYMENT BY TYPE IN THE CITY OF CEDARBURG AND THE CITY OF CEDARBURG URBAN SERVICE AREA: 1980-2010

	Employment Type						
Year	Retail Trade ^a	Service ^b	Industry	Government and Education	Transportation, Communication, and Utilities	Agriculture	Total
Actual 1980 (percent)	900 (19.7)	540 (11.8)	2,170 (47.6)	550 (12.1)	C	c	4,560 ^d (100.0)
Forecast 2010 Pessimistic Intermediate Optimistic	691 975 1,327	414 584 795	1,670 2,355 3,206	425 599 815			3,509 4,947 6,736

^aIncluding construction and wholesale trade.

^bIncluding finance, insurance, and real estate.

^cSuppressed data.

^dIncluding 400 jobs of nonfarm proprietors not listed in this table.

Source: Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.

population employment projections were developed, ranging from 19,800 to 50,900 persons for the Cedarburg/Grafton planning area, and from 7,760 to 18,680 persons for the city urban service area. Regarding employment, the number of jobs is expected to range from 10,900 to 19,600 in the Cedarburg/Grafton planning area, and from 3,510 to 6,740 in the city urban service area. The 1980 population of the planning area was 26,218, and of the City, 9,005. The total number of jobs in the Cedarburg/Grafton planning area in 1980 was 10,571, and in the City of Cedarburg, 4,560.

A population and employment projection approaching that envisioned under the optimistic scenario was selected by the City Plan Commission for use in the planning effort. This forecast envisions a year 2010 resident population in the City of Cedarburg urban service area of 16,000. The selected projection envisions a year 2010 employment figure of 6,110 jobs in the city urban service area.

Future Age Distribution

Potential changes in the age composition of the population of the Cedarburg area have important implications for planning in the area. Based

on the population forecast selected for use in the development plan, there may be a need for additional elementary education facilities, as well as ancillary recreational facilities for children between the ages of 5 and 14, near the end of the planning period. The selected forecast further indicates that there would not be a need for an additional high school. The labor force of the city urban service area is expected to increase by about 1,550 persons by the year 2010, representing a 34 percent increase over the 1980 labor force. Accordingly, the number of persons seeking work within the City and surrounding areas may be expected to increase substantially. Finally, the forecast indicates a dramatic increase in the population 65 years of age and older in the city urban service area. This general aging of the population may be expected to affect the demand for elderly housing units and special transportation and health care needs.

Household Size

In 1980, the average household size in the City of Cedarburg was 2.72, compared with 3.02 in the Cedarburg/Grafton planning area, 3.04 in Ozaukee County, and 2.75 in the Region. The average household size in all of the areas considered may be expected to decrease slightly by the plan design year 2010. These changes in average household size have particularly important implications for housing and residential land use planning, since average household size is a basic factor used to convert alternative population futures to the number of dwelling units needed to the year 2010. Based upon a city urban service area decrease in average household size from 2.72 persons in 1980 to 2.33 persons in the year 2010, an additional 3,000 housing units may be expected to be needed by 2010 in order to serve the housing needs of a resident population of 16,000 persons.

Housing Characteristics

During the period 1970 to 1980, the total number of housing units in southeastern Wisconsin and the City of Cedarburg increased by about 17 percent, while in Ozaukee County, the Cedarburg/Grafton planning area, and the City of Cedarburg, the number of housing units increased by over 46 percent. In 1980, the medium monthly mortgage housing cost in southeastern Wisconsin was \$549, in Ozaukee County \$477, and in the City of Cedarburg \$480. In 1980, the medium monthly rent paid in the Southeastern Wisconsin Region was \$252, in Ozaukee County \$287, and in the City of Cedarburg \$296. In 1980, about 63 percent of the occupied housing units in the City of Cedarburg were owner occupied and about 37 percent were renter occupied. In comparison, about 62 percent of the housing units in the Region were owner occupied and about 38 percent were renter occupied. In Ozaukee County, about 74 percent of the occupied housing units were owner occupied and about 26 percent were renter occupied. In the Cedarburg/Grafton planning area, about 71 percent of the occupied housing units were owner occupied and about 29 percent were renter occupied.

The overall vacancy rate for owner-occupied housing in the City-that is, for vacant, once owner-occupied housing units which were for sale-was about 0.7 percent in 1980, compared with 1.1 percent in the Region, 1.3 percent in Ozaukee County, and 0.8 percent in the Cedarburg/Grafton planning area. The overall vacancy rate for rental units in the City of Cedarburg in 1980 was 5.3 percent. In the Region the vacancy rate for rental housing was about 4.4 percent, in Ozaukee County, 3.3 percent, and in the Cedarburg/Grafton planning area, 3.7 percent. Based on Regional Planning Commission standards, housing vacancy rates should be maintained at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units and a minimum of 4 percent and a maximum of 6 percent for rental units. The 1980 City of Cedarburg vacancy rate for owner-occupied housing falls short of the recommended standard. However, and as Table 7 indicates, 87 additional single-family houses were constructed in the City from 1980 to 1985. The 1980 City of Cedarburg vacancy rate for renter-occupied housing falls within the recommended standard.

Family Income

In 1980, the medium-family income in the Region was \$23,515, in Ozaukee County \$27,766, and in the City of Cedarburg \$27,128. The 1980 mean family income in the Region was \$26,193, in Ozaukee County \$32,075, and in the City of Cedarburg \$28,974. In 1980, 49 percent of the residents of the City of Cedarburg were in the employed labor force, compared with 47 percent in the Region, 49 percent in Ozaukee County, and 49 percent in the Cedarburg/Grafton planning area. Also in 1980, about 63 percent of the labor force living in the City of Cedarburg worked outside the City, indicating that the City is primarily a "bedroom" community of the greater Milwaukee area. (This page intentionally left blank)

Chapter III

NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

INTRODUCTION

The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area and to the continued ability of the area to provide a pleasant and habitable environment for life. In the absence of sound planning and plan implementation, land use development may be expected, in the face of the population and employment growth envisioned for the study area, to subject the natural resource base of the area to substantial deterioration and destruction. Consequently, a sound development plan for the City of Cedarburg study area should identify areas having concentrations of natural resources deserving of protection from intensive urban development, as well as areas having natural resource characteristics that may impose severe limitations on urban development.

For the purpose of the planning program, the principal elements of the natural resource base were defined as 1) soils; 2) topographic and related features, including watershed boundaries, surface waters and associated floodlands, wetlands, areas of steep slopes, and scenic vistas; 3) woodlands; 4) wildlife habitat areas; and 5) certain other natural resource baserelated elements, including existing park and open space sites and historic sites. The soils, topographic and related features, and woodlands and wildlife habitat of the study area are described and analyzed in this chapter. The existing park and open space sites and historic sites of the area are described and analyzed in Chapters X and V, respectively. Without a proper understanding and recognition of these elements of the natural resource base, human use and alteration of the natural environment proceeds at the risk of excessive costs in terms of both monetary expenditures and environmental degradation. The natural resource base is highly vulnerable to misuse through improper land use development. Such misuse may lead to severe environmental problems which are difficult and costly to correct, and to the deterioration and destruction of the natural resource base itself. Intelligent selection of the most desirable urban development plan from among the alternatives available must therefore be based in part upon a careful assessment of the effects of each alternative upon the natural resource base.

SOILS

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

Map 7 shows the areas of the Cedarburg study area covered by soils exhibiting five selected characteristics: 1) a slow permeability rate; 2) a fluctuating or high water table or ponding; 3) possible flooding or overflow; 4) slopes of 12 percent or more; and 5) areas of shallow bedrock.

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



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Map 7 SELECTED PHYSICAL CHARACTERISTICS OF SOILS IN THE CITY OF CEDARBURG STUDY AREA

Source: SEWRPC.

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

Based upon careful analyses of these five properties, together with certain other properties such as the shrink-swell ratio, maps showing the suitability of the soils for certain uses can be prepared. As shown on Map 8, 4,644 acres, or about 37 percent, of the study area are covered by soils having severe or very severe limitations for residential development utilizing conventional onsite soil absorption sewage disposal systems (septic tanks) on lots one acre or more in size. Characteristically, these soils have slow permeability rates, a high or fluctuating water table, and a high shrink-swell ratio. Such soils may be located on steep slopes, and may be subject to periodic flooding or surface ponding in low areas. All of these characteristics are detrimental to development for urban use, particularly residential use utilizing septic tanks for sewage disposal. Soils with "severe" and "very severe" limitations are soils with problems that are difficult and costly to overcome. Soils with severe or very severe limitations for urban use without sanitary sewer service are found throughout the study area.

Map 9 shows the areas covered by soils poorly suited for residential development with public sanitary sewer service. Characteristically, these soils are erosive on slopes, have a low bearing capacity, exhibit frost heave, have a high water table, and cause wet basements and floatation of pipes. About 2,199 acres, or 17 percent, of the study area are covered by soils that have severe and very severe limitations for such development. These soils are also found scattered throughout the study area.

WATERSHEDS, SUBWATERSHEDS, AND SUBBASINS

As shown on Map 10, the Cedarburg area is located within the Milwaukee River watershed, which is a part of the Great Lakes-St. Lawrence River drainage system. The Milwaukee River watershed in the Cedarburg area can be divided into several subwatersheds, also shown on Map 10, including the Cedar Creek, Lower Cedar Creek, Lower Milwaukee River, and Upper Lower Milwaukee River subwatersheds. These subwatersheds, in turn, may be subdivided into individual drainage areas, termed subbasins, also shown on Map 10.

SURFACE WATER RESOURCES

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

Lakes

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

Perennial and Intermittent Streams

The perennial and certain intermittent streams within the City of Cedarburg study area are also shown on Map 10. Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Within the City of Cedarburg study area, there are approximately eight miles of such streams. Intermittent streams are defined as watercourses which do not maintain a continuous flow throughout the year.

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SOIL LIMITATIONS FOR RESIDENTIAL DEVELOPMENT ON LOTS ONE ACRE OR MORE IN SIZE NOT SERVED BY PUBLIC SANITARY SEWERAGE FACILITIES IN THE CITY OF CEDARBURG STUDY AREA



2

BONNIWELL

Map 8

Map 9



SOIL LIMITATIONS FOR RESIDENTIAL DEVELOPMENT ON LOTS SERVED BY PUBLIC SANITARY SEWERAGE FACILITIES IN THE CITY OF CEDARBURG STUDY AREA

LEGEND



Source: SEWRPC.



Map 10

TOPOGRAPHY, SURFACE WATER DRAINAGE, WETLANDS, FLOODLANDS, AND WATERSHED FEATURES IN THE CITY OF CEDARBURG STUDY AREA



IOO-YEAR RECURRENCE INTERVAL FLOODPLAIN AS DELINEATED BY THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, FEDERAL INSURANCE ADMINISTRATION

3000 40

WETLANDS

WATER

LEGEND

CONTOUR LINE INTERVAL- 10 FEET

SUBWATERSHED BOUNDARY

SUBBASIN BOUNDARY

PERENNIAL STREAM OR WATERCOURSE

INTERMITTENT STREAM OR WATERCOURSE

DIRECTION OF FLOW

Source: SEWRPC.

Floodlands

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

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

Because of the importance of floodland data to sound land use and land management decisions, the identification of the 100-year recurrence interval flood hazard areas in the Cedarburg area is important to the preparation of a sound development plan. Floodland delineations were prepared by the Regional Planning Commission as part of its Milwaukee River watershed planning program, the findings and recommendations of which are set forth in SEWRPC Planning Report No. 13, <u>A Comprehensive Plan</u> for the Milwaukee River Watershed. In addition, several studies have been undertaken by the Federal Emergency Management Agency (FEMA) and the former U. S. Department of Housing and Urban Development, Federal Insurance Administration (FIA), to provide supplemental flood hazard data to be used in the identification of flood-prone areas for flood insurance purposes. In areas for which detailed hydrologic and hydraulic data were available from the Regional Planning Commission, these federal studies utilize such data. For areas for which such data were not available, the data necessary for the determination of flood hazards were developed. The floodland delineations within the City of Cedarburg study area are shown on Map 10 and encompass an area of about 814 acres, or about 6 percent of the total study area.

Wetlands

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

Wetlands located in the Cedarburg area are identified on Map 10. Wetlands perform important natural functions which make them a particularly valuable resource. These functions may be summarized as follows:

- 1. Wetlands enhance water quality. Aquatic plants change inorganic nutrients such as phosphorus and nitrogen into organic material, storing it in their leaves or in the peat which is composed of their remains. The stems, leaves, and roots of these plants also slow the flow of water through a wetland, allowing suspended solids and related water pollutants to settle out. Thus, the destruction of wetlands may be expected to adversely affect the quality of surface waters in the area.
- 2. Wetlands regulate surface water runoff, storing water during periods of flood flows and releasing water during periods of dryer weather. Wetlands thus help to stabilize streamflows.



SLOPE ANALYSIS OF THE CITY OF CEDARBURG STUDY AREA

Map 11

LEGEND



Source: SEWRPC.

- 3. Wetlands provide essential breeding, nesting, resting, and feeding grounds and predator-escape cover for many forms of wildlife, and thus contribute to the overall ecological health and quality of the environment of the study area, as well as providing recreational, research, and educational opportunities and adding to the aesthetic quality of the community.
- 4. Wetlands may serve as groundwater recharge and discharge areas.

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

As shown on Map 10, wetlands within the Cedarburg area covered about 1,178 acres, or about 9 percent of the total study area, in 1985. It should be noted that such areas as tamarack swamps and other lowland wooded areas are classified as wetlands rather than woodlands because the water table is located at, near, or above the land surface, and such areas are generally characterized by hydric soils which support hydrophytic trees and shrubs. As further shown on Map 10, large areas of wetlands are located in U.S. Public Land Survey Section 20 near the Bahr Bird Sanctuary. In addition, other, smaller wetland areas are distributed throughout the study area, as well as in areas adjacent to Cedar Creek and the Milwaukee River.

TOPOGRAPHIC FEATURES

The topography, or relative elevation of the land surface, within the City of Cedarburg study area has been determined, generally, by the configuration of the bedrock geology, and, more specifically, by the overlying glacial deposits. In general, the topography of the study area is level to gently rolling, with the low-lying areas associated with the perennial stream valleys or wetland areas.

Slope is an important determinant of the land uses that should be applied on a given parcel of land. Lands with steep slopes are generally poorly suited for urban development as well as for most agricultural purposes, and therefore should be maintained in natural cover for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasturelands, and for certain urban uses, such as carefully designed low-density residential areas. Lands that are gently sloping or nearly level are best suited to agricultural production and to high-density residential, industrial, or commercial uses. It should also be noted that slope is directly related to water runoff and erosion hazards, and therefore the type and extent of both urban and rural land uses should be carefully adjusted to the slope of the land. In general, slopes of 12 percent or greater should be considered unsuitable for urban development and most types of agricultural land uses, and therefore should be maintained in essentially natural, open uses.

Map 11 provides a slope analysis of the Cedarburg area. This analysis serves to identify areas having slopes ranging from 0 to 11 percent and from 12 to 20 percent, and slopes greater than 20 percent. Areas with slopes of 12 percent or greater present major difficulties for development, generally requiring excessive earth movement and grading—a practice which destroys the natural cover, including any tree growth. Slopes of 12 percent or greater are found predominantly in the southeast portion of the study area.

SCENIC VISTAS

Scenic vistas are defined as areas that provide a panoramic or picturesque view, comprised of a variety of natural resource features. There are two important components of a scenic vista-the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which to observe the features. In identifying such scenic vistas in the Cedarburg area, it was determined that three basic criteria should be met: 1) a variety of features to be viewed should exist harmoniously in a land- or cityscape; 2) there should be one dominant or particularly interesting feature such as a river or lake which serves as a focal point of the picturesque view; and 3) the viewpoint should consist of an unobstructed observation area from which the natural features can be seen.

A special inventory of scenic vistas meeting the above criteria was conducted as part of the development planning effort. With the aid of topographic maps, areas with a relief greater than 30 feet and a slope of 12 percent or more were identified. Those areas of steep slope having a ridge of at least 200 feet in length and a view of at least three features—including surface water, wetlands, woodlands, or agricultural lands—within approximately one-half mile of the ridge were identified as scenic viewpoints. Within the Cedarburg area, 13 areas having scenic vistas were identified using this methodology. Twelve of these areas are located in the southeast portion of the Cedarburg area, primarily along Cedar Creek and the Milwaukee River. The thirteenth such area is located in U. S. Public Land Survey Section 20 in the Town of Cedarburg.

WOODLANDS

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

Woodlands have value beyond any monetary return for forest products. Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water, and regulating surface water runoff, the maintenance of woodlands within the area can contribute to the maintenance of a diversity of plant and animal life in association with human life. The existing woodlands of the study area, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to rapid stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values: scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection.

Primarily located on ridges and slopes, along lakes and streams, and in wetlands, woodlands provide an attractive natural resource of immeasurable value. Woodlands not only accentuate the beauty of streams and glacial land forms, but, as already noted, are essential to the maintenance of the overall environmental quality of an area. Inventories of woodlands in the Cedarburg area were conducted by the Regional Planning Commission as part of its 1963, 1970, 1975, 1980, and 1985 land use and cover inventories. Woodlands, as shown on Map 12, occur in scattered locations throughout the study area. As previously noted, lowland wooded areas such as tamarack swamps were classified as wetlands. As indicated on Map 12, in 1985 woodland areas covered about 512 acres, or 4 percent, of the study area.

WILDLIFE HABITAT

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

Wildlife habitat areas remaining in the Cedarburg study area were identified by the Regional Planning Commission in 1970, and were categorized as either high-, medium-, or low-value areas. High-value wildlife habitat areas contain a good diversity of wildlife, are adequate in size to meet all the habitat requirements for the





WOODLANDS IN THE CITY OF CEDARBURG STUDY AREA: 1985



Source: SEWRPC.

species concerned, and are generally located in proximity to other wildlife habitat areas. Medium-value wildlife habitat areas generally lack one of the three criteria for a high-value wildlife habitat. However, these areas do retain a good plant and animal diversity. Low-value habitat areas are remnant in nature in that they generally lack two or more of the three criteria for a high-value wildlife habitat, but may, nevertheless, be important if located in proximity to high- or medium-value wildlife habitat areas, if they provide corridors linking higher value wildlife habitat areas, or if they provide the only available habitat range in an area.

As shown on Map 13, wildlife habitat areas in the City of Cedarburg study area generally occur in association with existing surface water, wetland, and woodland resources, and in 1980 covered about 950 acres, or about 8 percent of the study area. Of this total habitat acreage, 532 acres, or 56 percent, were rated as high value; 363 acres, or 38 percent, were rated as medium value; and 55 acres, or 6 percent, were rated as low value.

NATURAL AND SCIENTIFIC AREAS

Natural areas, as defined by the Wisconsin Scientific Areas Preservation Council, are tracts of land or water so little modified by human activities, or sufficiently recovered from the effects of such activities, that they contain intact native plant and animal communities believed to be representative of the presettlement landscape. As shown on Map 13, in 1980 only one natural area encompassing 25 acres was identified in the Cedarburg area (only 18 of these acres are actually in the Cedarburg study area). This natural area is known as the Grafton Woods.

ENVIRONMENTAL CORRIDOR DELINEATION

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

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

As already noted, there are certain other elements which, although not a part of the natural resource base per se, are closely related to, or centered on, that base. These elements include: 1) existing parks and outdoor recreation sites; 2) potential park, outdoor recreation, and related open space sites; 3) historic sites and structures; 4) areas having scientific value; and 5) scenic areas and vistas or viewpoints.

The environmental corridors in the Cedarburg area were delineated, using the following criteria:

- 1. Point values between 1 and 20 were assigned to each natural resource and natural resource-related element. These point values were based on the premise that those natural resource elements having intrinsic natural resource values and a high degree of natural diversity should be assigned relatively high point values, whereas natural resource-related elements having only implied natural values should be assigned relatively low point values. These values for each element of corridor are shown in Table 16.
- 2. Each element was then depicted on 1 inch equals 400 feet scale, ratioed and rectified aerial photographs.
- 3. Cumulative point values were totaled for all areas containing natural resource and natural resource-related elements.

Map 13



WILDLIFE HABITAT AND NATURAL AND SCIENTIFIC AREAS IN THE CITY OF CEDARBURG STUDY AREA: 1980

LEGEND



- P PHEASANT HABITAT
- SQ SQUIRREL HABITAT
- W WATERFOWL HABITAT
- BOUNDARY BETWEEN HABITATS





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

Element	Code	Point Value
Natural Resource Base		
Lake	1.4	20
Major (50 acres or larger)	LA	20
Minor (5-49 acres)		20
River or Stream (perennial)	P5	10
Shoreland	CD.	10
Perennial (lake, river, or stream)	5F 60	5
	50	3
		10
Wetland	a	a
	WO	10
Woodland	**0	10
	М/Н	10
	\\/\/\/	7
	WI	5
Steen Slope		
20 Percent or Greater	SS	7
12 Percent to 19 Percent	SL	5
Prairie	PR	10
Natural Resource Base-Related		
Existing Park or Other Open Space Site		
Rural Open Space Site	os	5
Other Park or Recreation Site	РК	2
Potential Park		
High Value	PH	3
Medium Value	PM	2
Low Value	PL	1
Historic Site		
Structural	HS	1
Other Cultural	HC	1
Archaeological	HA	2
Scenic Viewpoint (combined with area of steep slopes)	SV	5
Natural and Scientific Area		
State Scientific Area	SA	15
Natural Area of Statewide or Greater Significance	NS NS	15
Natural Area of Countywide or Regional Significance	NC	15
Natural Area of Local Significance	NL	10

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

- 4. Environmental corridors were then delineated on the basis of the following point values and the data set forth in Table 17.
 - Areas having a point value of 10 or greater with a minimum area of 400 acres and a minimum length of two

miles were designated as primary environmental corridors.

• Areas having point values of 10 or greater with a minimum area of 100 acres and a minimum length of one mile were designated as secondary environmental corridors.

REQUIREMENTS FOR LINKING SEPARATED AREAS WITH CORRIDOR VALUES

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

Source: SEWRPC.

- Isolated areas having point values of 10 or greater, with a minimum of five acres, were designated as isolated natural areas.
- For isolated areas with corridor values, linking segments were identified to establish corridor continuity when such areas met the qualifications set forth in Table 17.

The primary and secondary environmental corridors and isolated natural areas in the Cedarburg area so delineated are shown on Map 14.

It is important to note that because of the many interacting relationships existing between living organisms and their environment, the destruction or deterioration of any one element of the total natural resource base may lead to a chain reaction of deterioration and destruction. The drainage and filling of wetlands, for example, may destroy fish spawning grounds, wildlife habitat, groundwater recharge areas, and the natural filtration action and floodwater storage functions which contribute to maintaining high levels of water quality and stable stream flows and lake stages in a watershed. The resulting deterioration of surface water quality may, in turn, lead to the deterioration of the quality of the groundwater which serves as a source of domestic, municipal, and industrial water supply, and upon which low flows in rivers and streams may depend. Similarly, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid stormwater runoff, and attendant increased flood flows and stages,

as well as the destruction of wildlife habitat. Although the effects of any one of these environmental changes may not in and of itself be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge, and destruction of the unique natural beauty of the area. The need to maintain the integrity of the remaining environmental corridors and environmentally significant lands thus becomes apparent. The adopted regional land use plan accordingly recommends that the remaining primary environmental corridors be maintained in essentially natural, open uses, which may, in some cases, include limited agricultural and low-density residential uses.

Primary Environmental Corridors

The primary environmental corridors in the Cedarburg area are generally located along the perennial and intermittent streams in the eastern portion of the study area which are tributary to the Milwaukee River. These corridors contain the best remaining woodlands, wetlands, and wildlife habitat areas within the study area; are, in effect, a composite of the best individual elements of the natural resource base; and have truly immeasurable environmental and recreational value. The protection of the primary environmental corridors from intrusion by incompatible rural and urban uses, and thereby from degradation and destruction, should be one of the principal objectives of a local development plan. Preservation of these corridors in an essentially open, natural state-including park and open space uses, limited agricultural uses, and country estate-type residential uses-will serve to maintain a high level of environmental quality in the area, protect the natural beauty of the area, and provide valuable recreational opportunities. Such preservation will also avoid the creation of serious and costly environmental and developmental problems such as flood damage, poor drainage, wet basements, failing pavements and other structures, excessive infiltration of clear waters into sanitary sewers, and water pollution. About 1,441 acres, or 11.4 percent, of the total study area are encompassed within the primary environmental corridors shown on Map 14.

Secondary Environmental Corridors

The secondary environmental corridors in the Cedarburg area are generally located along

Map 14

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL AREAS IN THE CITY OF CEDARBURG STUDY AREA: 1980



LEGEND



PRIMARY ENVIRONMENTAL CORRIDOR SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

0849941C SCALE

intermittent streams or serve as links between segments of primary environmental corridor. These corridors often contain remnant resources from former primary environmental corridors which have been developed for intensive agricultural purposes or urban land uses. Secondary environmental corridors facilitate surface water drainage, maintain "pockets" of natural resource features, and provide for the movement of wildlife, as well as for the movement and dispersal of seeds for a variety of plant species. Such corridors should be preserved in essentially open, natural uses as urban development proceeds within the study area, particularly when the opportunity is presented to incorporate such corridors into urban stormwater detention areas, associated drainageways, and neighborhood parks and open spaces. As shown on Map 14, about 478 acres, or 3.8 percent, of the total study area are encompassed within the secondary environmental corridors.

Isolated Natural Features

In addition to the primary and secondary environmental corridors, other, small concentrations of natural resource base elements exist within the study area. These resource base elements are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridor network, may have important residual natural values. Isolated natural features may provide the only available wildlife habitat in an area, provide good locations for local parks and nature study areas, and lend aesthetic character and natural diversity to an area. Important isolated natural features within the Cedarburg area include a geographically welldistributed variety of isolated wetlands, woodlands, and wildlife habitat. These isolated natural features should also be protected and preserved in a natural state whenever possible. Such isolated natural areas five acres or greater in size are also shown on Map 14 and encompass 362 acres, or 2.9 percent of the study area.

AGRICULTURAL SOILS AND PRIME AGRICULTURAL LAND DELINEATION

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

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

The adopted Ozaukee County farmland preservation plan as it pertains to the Cedarburg area is graphically summarized on Map 15. The farmland preservation area encompasses about 3,264 acres, or 25.8 percent of the total Cedarburg study area. Map 15 also identifies about 323 acres of "transitional" farmland, prime agricultural lands which could, depending upon the demands of the urban land market, be converted to urban use. In addition to preserving farmland,

Map 15

THE ADOPTED OZAUKEE COUNTY FARMLAND PRESERVATION PLAN AS IT PERTAINS TO THE CITY OF CEDARBURG STUDY AREA



RURAL RESIDENTIAL AND OTHER

CITY OF CEDARBURG URBAN SERVICE AREA BOUNDARY

2000 3000 *

RURAL LAND

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

Source: SEWRPC.

the farmland preservation plan seeks to protect 2,281 acres—about 18 percent of the study area—of those lands identified as environmental corridors or isolated natural areas as previously described in this chapter.

SUMMARY

The natural resources of the Cedarburg study area are vital to its ability to provide a pleasant and habitable environment for human life. Natural resources not only condition, but are conditioned by, growth and development. Any meaningful planning effort must, therefore, recognize the existence of a limited natural resource base to which urban development must be properly adjusted if serious environmental problems are to be avoided. The principal elements of the natural resource base which require careful consideration in planning for the City are soils, surface water resources and related drainage basins and floodlands, topographic features, scenic vistas, woodlands, wetlands, wildlife habitat, and agricultural lands. Consideration is also required of certain resource-related features, such as existing and potential park and outdoor recreation sites, and historical sites and structures.

Soils

Soil properties exert a strong influence on the manner in which man uses land. Soil suitability maps of the Cedarburg area were prepared and analyzed, identifying soil limitations for residential use with and without sanitary sewer service, and specific limitations such as high water tables and steep slopes. As shown on Map 8, about 37 percent of the study area is covered by soils having severe or very severe limitations for residential development utilizing conventional onsite soil absorption sewage disposal systems (septic tanks) on lots one acre or more in size. Soils with severe or very severe limitations for urban use without sanitary sewer service are found in scattered locations throughout the study area. As shown on Map 9, about 17 percent of the study area is covered by soils having severe or very severe limitations for residential development served with public sanitary sewers. These soils are also found in scattered locations throughout the study area.

Surface Water Resources

and Related Drainage Basins

Surface water resources—consisting of lakes,

streams, associated floodlands, and wetlands form a particularly important element of the natural resource base of the study area. Surface water resources and their related watersheds, or drainage areas, influence the physical development of the area, provide recreational opportunities, and enhance the aesthetic quality of the Cedarburg area.

As shown on Map 10, the Cedarburg study area is located within the Milwaukee River watershed. The watershed may be divided into subwatersheds which, in turn, may be divided into individual drainage areas, termed subbasins. Knowledge of these watershed features is particularly important with respect to the planning of sanitary sewer and stormwater drainage facilities.

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

The perennial and intermittent streams within the Cedarburg study area are shown on Map 10. Perennial streams are defined as those watercourses which maintain a continuous flow throughout the year except under unusual drought conditions. Within the study area, there are approximately eight miles of perennial streams. Intermittent streams are those watercourses which do not maintain a continuous flow throughout the year. Intermittent streams are found throughout the study area, as shown on Map 10, and together with the perennial streams are an important consideration in planning for the study area.

<u>Floodlands</u>: The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but because of the presence of high water tables and of soils poorly suited to urban use. The floodland areas, however, generally contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife habitat, and therefore constitute prime locations for needed park and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space use. The floodlands of the Cedarburg study area are shown on Map 10, and encompass a total area of about 814 acres, or about 6 percent of the study area.

Wetlands: Wetland areas are generally unsuited or poorly suited for most agricultural or urban development. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to temporarily store excess runoff, thereby tending to reduce peak flows and to trap sediments. nutrients, and other water pollutants. In addition, wetlands provide breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife; and serve as groundwater recharge and discharge areas. Wetlands located in the study area are identified on Map 10. There are about 1,178 acres of wetlands in the City of Cedarburg study area, representing about 9 percent of the total study area.

Topographic Features

The topography, or relative elevation of the land surface, within the Cedarburg study area has been determined, generally, by the configuration of the bedrock geology, and more specifically by the overlying glacial deposits. In general, the topography of the study area is level to gently rolling, with the low-lying areas associated with stream valleys. Lands with steep slopes are poorly suited for urban development as well as for most agricultural purposes, and therefore should be maintained in natural cover for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasturelands, and for certain urban uses, such as carefully designed low-density residential areas. Lands that are gently sloping or nearly level are best suited to agricultural production and to high-density residential, industrial, or commercial uses.

Scenic Vistas

Scenic vistas are defined as areas that provide a panoramic or picturesque view, comprised of a variety of natural resource features. There are two important components of a scenic vista—the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which to observe those features. Within the Cedarburg study area, 13 areas having scenic vistas were identified. Twelve of these areas are located in the southeast portion of the Cedarburg area, primarily along Cedar Creek and the Milwaukee River. The thirteenth such area is located in U. S. Public Land Survey Section 20 in the Town of Cedarburg.

Woodlands

Located primarily on ridges and slopes and along streams and lakeshores, woodlands provide an attractive natural resource of immeasurable value. Woodlands accentuate the beauty of the lakes, streams, and topography of the area, and are essential to the maintenance of the overall environmental quality of the area. In addition to contributing to clean air and water, and to limiting stormwater runoff and enhancing groundwater recharge, the maintenance of woodlands can contribute to the maintenance of a diversity of plant and animal life in association with human life, and can provide important recreational opportunities. As shown on Map 12, woodlands in the Cedarburg area cover about 512 acres, or about 4 percent of the total study area.

Wildlife Habitat

Wildlife in the Cedarburg study area includes upland game such as squirrel, game birds including pheasant, and water fowl. The remaining wildlife habitat areas and the wildlife living therein provide valuable recreation opportunities and constitute an invaluable aesthetic asset to the study area. As shown on Map 13, wildlife habitat areas in the study area generally occur in association with the surface water, wetland, and woodland resources, and cover about 950 acres, or about 8 percent of the total study area.

Environmental Corridors

Environmental corridors are defined as elongated areas in the landscape encompassing concentrations of the best remaining elements of the natural resource base. Such corridors should, to the maximum extent practicable, be preserved in essentially natural, open uses in order to maintain a sound ecological balance, to protect the overall quality of the environment, and to preserve the unique natural beauty and cultural heritage of the Cedarburg study area as well as the Region. One of the most important tasks undertaken by the Regional Planning Commis-

sion as part of its regional planning effort was the identification and delineation of environmental corridors. Such areas normally include one or more of the following elements of the natural resource base: 1) lakes, rivers, and streams, and their associated undeveloped shorelands 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. Also considered in the identification of environmental corridors are the following elements which, although not part of the natural resource base per se, are closely related to that base: 1) existing outdoor recreation sites; 2) potential outdoor recreation sites; 3) historic, archaeological, and other cultural sites; 4) significant scenic areas and vistas; and 5) natural and scientific areas.

Primary environmental corridors, by definition, include a variety of the above-mentioned resource elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Primary environmental corridors in the study area generally lie along the stream valleys and contain almost all of the remaining high-value woodlands, wetlands, and wildlife habitat areas, and all the remaining undeveloped floodlands. The primary environmental corridors encompass a total area of about 1,441 acres, or about 11.4 percent of the total study area, as shown on Map 14.

Secondary environmental corridors and other environmentally significant lands contain fewer natural resource base elements than primary corridors, and are usually remnants of former primary environmental corridors which have been developed for agricultural purposes or intensive urban land uses. Secondary environmental corridors are generally located along intermittent streams and typically serve as links between segments of primary environmental corridors. Secondary environmental corridors are, by definition, at least 100 acres in size and one mile in length. Secondary environmental corridors and other environmentally significant lands encompass about 840 acres, or about 7 percent of the total study area.

Agricultural Land

In June 1983, the Ozaukee County Board of Supervisors adopted SEWRPC Community Assistance Planning Report No. 87, A Farmland Preservation Plan for Ozaukee County, Wisconsin. The adopted farmland preservation plan for Ozaukee County is intended to serve as a guide to the preservation of both agricultural lands and environmental corridors in Ozaukee County. The plan as it pertains to the Cedarburg area is graphically summarized on Map 15. The farmland preservation area encompasses about 3,264 acres, or 25.8 percent of the total study area. Map 15 also identifies about 323 acres of "transitional" farmland, prime agricultural lands which could, depending upon the demands of the urban land market, be converted to urban use. In addition to preserving farmland, the farmland preservation plan seeks to protect 2,281 acres-18 percent of the study area-of lands identified as environmental corridors or isolated natural areas.

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Chapter IV

MAN-MADE FEATURES INVENTORY AND ANALYSIS

INTRODUCTION

If the City of Cedarburg development plan is to constitute a sound and realistic guide to the making of decisions concerning the physical development of the City and environs, it must be based upon careful consideration of pertinent man-made as well as natural features of the area. For the purposes of the city planning program, the pertinent man-made features were identified as: 1) the existing land uses, 2) the existing community public facilities, and 3) the existing public utility systems. Each of these man-made features is described in this chapter as it affects the physical development of the City and environs.

EXISTING LAND USE

In 1985, a special field survey was conducted by the staff of the Regional Planning Commission to determine the nature and extent of land uses in both the City and the study area. The data gathered in this land use survey were mapped and analyzed in order to provide a basis for both land use need and the appropriate patterns of future land use development in the City and study area.

The existing land uses in the City of Cedarburg study area are shown on Map 16, and the amount of land devoted to each area is set forth in Table 18 for 1985. The existing land uses in the incorporated area of the City of Cedarburg are shown on Map 17, and the amount of land devoted to each type of land use in the City is set forth in Table 19.

The study area totals about 12,645 acres, or about 19.75 square miles. The incorporated City of Cedarburg occupies about 2,156 acres, or about 17 percent of the study area. In 1985, urban land uses occupied about 3,683 acres, or about 29 percent of the total study area. Rural land uses, which include water, wetlands, woodlands, farmsteads, agricultural lands, and unused lands, totaled about 8,962 acres, or about 71 percent of the study area. Several important elements of the character of the study area can be noted in Table 18 and on Map 16. First, the singularly largest land use in the Cedarburg study area is agriculture, representing over 54 percent of the total study area. The next largest land use is residential, representing almost 18 percent of the study area. Third, water, woodlands, and wetlands constitute 1,952 acres, or about 15 percent of the study area. Residential, commercial, and industrial development are concentrated in the City of Cedarburg.

Residential Land Use

Because the residential land use element of the development plan seeks primarily to provide a safe, attractive, and comfortable setting for residential development, it is very important that this element be given very careful and thoughtful consideration. The nature and extent of residential development is a major determinant of the type and location of utilities and community facilities needed to serve local residents. In 1985, residential land use accounted for approximately 60 percent of the developed urban area, but only about 18 percent of the total study area. Within the City of Cedarburg, residential land use accounts for about 29 percent of the total area and approximately 45 percent of the total developed area of the city proper. Single-family residential development in the City is predominantly located in the central and northern areas. Two-family residential land uses are scattered throughout the City, and multiple-family residential uses are located, predominantly, on the south side of the City, as well as in other scattered locations.

Table 20 shows developed and undeveloped residential subdivision lots in the Cedarburg study area which were platted between 1920 and 1985. A total of 1,581 residential subdivision lots were platted in the City of Cedarburg during this period, of which 111, or 7 percent, remained undeveloped in 1985. During this same period, a total of 2,066 lots were platted in the Cedarburg study area, of which 171, or about 8 percent, remained undeveloped in 1985. Some of these undeveloped lots may not be developable owing





EXISTING LAND USE IN THE CITY OF CEDARBURG STUDY AREA: 1985

SUMMARY OF EXISTING LAND USE IN THE CITY OF CEDARBURG STUDY AREA: 1985

		Porcent of	
		Percent of	
		Subtotal	
	Number	(urban	Percent
Land Use Category	of Acres	and rural)	of Total
Urban ^a			
Residential			
Single Femily	1 007 0		
	1,987.2	54.0	15.7
Two Family	48.0	1.3	0.4
Multifamily	62.0	1.7	0.5
Under Development	118.9	3.2	0.9
	110.0	0.2	0.0
Subtotal	2 216 3	60.2	175
	2,210.0	00.2	17.5
Retail Sales and Service	110.2	20	0.0
	110.2	3.0	0.9
Industrial			
	175.5	4.8	1.4
Turner and the second			
Iransportation and Utilities			
Arterial Streets	252.6	6.9	2.0
Collector and Other Streets	466.9	127	37
Utilities and Other		/	5.7
Transportation Polated	100.0		
	126.6	3.4	1.0
Subtotal	846.1	23.0	6.7
Governmental and Institutional			
Public	125.1	3.4	10
Private	48.6	1.2	0.4
	40.0	1.5	0.4
Subtotal	1707		
	1/3./	4.7	1.4
Park and Pagraphienel			
Multi-Community Public	0.0	· ·	
Community Public	60.3	1.6	0.4
Neighborhood Public	10.3	0.3	01
Other Public	19.0	0.5	0.1
	19.4	0.5	0.2
····vale	/1.4	1.9	0.6
Quilda de l			
SUDIDIDI	161.4	4.3	1.3
		· · · · · · · · · · · · · · · · · · ·	
Urban Subtotal	3,683.2	100.0	29.2
Rural			
Natural Areas			
Water	060 1		2.4
Wetlanda	202.1	2.9	2.1
	1,177.5	13.1	9.3
vvoodlands	511.9	5.7	4.0
Subtotal	1,951.5	21.7	15.4
Agricultural and			
Other Open Lands	6 942 8	77 6	E4 0
Farmeteade	0,342.0		54.9
·	0/./	0.7	0.5
Purel Cubtetel			
nurai Subtotai	8,962.0	100.0	70.8
T			
IOTAI	12,645.2		100.0

^aIncludes related off-street parking.

Source: SEWRPC.





SUMMARY OF EXISTING LAND USE IN THE CITY OF CITY OF CEDARBURG: 1985

	Number	Percent of Subtotal (urban	Percent
Land Use Category	of Acres	and rural)	of Total
Urban ^a Residential			
Single Family	512.1	37.3	23.7
Two Family	48.0	3.5	2.2
Multifamily	62.2	4.5	2.9
Subtotal	622.3	45.3	28.8
Retail Sales and Service	70.6	5.1	3.3
Industrial	105.2	7.6	4.9
Transportation and Utilities		· · · · ·	4
Arterial Streets	66.5	4.8	3.1
Collector and Other Streets	27.3	2.0	1.3
Minor Land Access Streets	188.1	13.8	8.7
Railroad Rights-of-Way	15.5	1.1	0.7
Transportation Related	18.6	1.3	0.9
			147
Subtotal	316.0	23.0	14.7
Governmental and Institutional			
Public	113.6	8.3	5.3
Private	40.7	2.9	1.9
Subtotal	154.3	11.2	7.2
Park and Recreational	· .		· · ·
Neighborbood Parks	10.3	07	0.5
Community Parks	60.3		28
Other Recreational	37 2	27	17
	07.2		
Subtotal	107.8	7.8	5.0
Urban Subtotal	1,376.2	100.0	63.8
Rural			and the second second
Natural Areas	· · · · · · · · · · · · · · · · · · ·	and the second	
Water	50.7	6.5	2.3
Wetlands	58.3	7.5	2.7
Woodlands	31.5	4.0	1.5
Subtotal	140.5	18.0	6.5
Agricultural and		· · · · ·	
Other Open Lands	640.0	82.0	29.6
Rural Subtotal	780.5	100.0	36.2
Total	2,156.7		100.0

^aIncludes related off-street parking.

Source: SEWRPC.

DEVELOPED AND UNDEVELOPED RESIDENTIAL SUBDIVISION LOTS BY CIVIL DIVISION LOCATED IN THE CEDARBURG STUDY AREA: JANUARY 1, 1986

		Developed Lots		Undeveloped Lots	
Civil Division	Total Platted Subdivision Lots ^a	Number	Percent of Platted Lots ^b	Number	Percent of Platted Lots ^b
City of Cedarburg	1,581	1,470	93.0	110	7.0
Town of Cedarburg	342	303	88.6	39	11.4
Town of Grafton	131	114	87.0	17	13.0
City of Mequon	12	8	66.7	4	33.3
Study Area Total	2,066	1,895	91.7	171	8.3

^aFor residential subdivision lots platted in the Cedarburg study area between 1920 and 1985.

^bWithin specified civil divisions of the Cedarburg study area.

Source: SEWRPC.

to site constraints on the lot, or may be under the ownership of adjoining developed residential lots.

Commercial Land Use

In 1985, commercial retail sales and service land uses accounted for about 110 acres in the Cedarburg study area, or 3 percent of the urban land uses and 0.9 percent of the total land uses in the study area. Within the City of Cedarburg, commercial land uses accounted for about 71 acres, or about 5 percent of the urban uses and 3 percent of the total land uses in the City. Community-oriented commercial land uses in the City are located predominantly in the Cedarburg central business district (CBD) and along S. Washington Avenue (STH 57) on the south side of the City as shown on Map 17. Other various community- and neighborhoodoriented commercial land uses can be found in limited scattered locations on the north and east sides of the City.

The Central Business District: The Cedarburg central business district has traditionally served as the focal point for city commercial activities. It has become a primary source of identity for the City, an identity well worth preserving and maintaining for the entire Cedarburg area. This identify is due, in part, to the significant historic character of its buildings. In 1985 that portion of the Cedarburg CBD recognized for its historic significance and known as the Washington Avenue Historic and Architectural District was formally accepted to the National Register of Historic Places, giving the area national recognition for its historic and architectural importance.

Industrial Land Use

In 1985 industrial land uses accounted for about 176 acres in the Cedarburg study area, or about 5 percent of the urban land uses within the study area and about 1 percent of the total study area. Within the City of Cedarburg proper, industrial land uses accounted for 105 acres, or about 8 percent of the developed urban area and about 5 percent of the total land in the City.

Transportation and Utilities

In 1985 transportation and utility land uses, which include arterial streets and highways, collector streets, minor land access streets, railways, and utilities, accounted for approximately 846 acres of land in the study area, or about 23 percent of the urban land uses in the study area and 7 percent of the total study area. In the City of Cedarburg, transportation and utility land uses accounted for about 316 acres, or 23 percent of the developed portion of the City and 15 percent of the entire City.

Governmental and Institutional Land Use

In 1985 governmental and institutional land uses accounted for about 174 acres in the Cedarburg study area, representing about 5 percent of the urban uses in the study area and about 1 percent of the total study area. Within the City of Cedarburg proper, these land uses accounted for about 154 acres, or about 11 percent of the urban area and 7 percent of the total land in the City.

Recreational Land Use

In 1985 recreational land uses represented approximately 161 acres of land in the Cedarburg study area, or 4 percent of the urban portion of the study area and 1 percent of the total study area. Within the City of Cedarburg, recreational land uses accounted for about 108 acres, representing about 8 percent of the developed portion of the City and 5 percent of the total city area. The various recreational land use sites are located and identified on Maps 16 and 17.

Rural Land Use

Rural land uses include surface water, wetlands, woodlands, unused land, other open lands, and agricultural lands. In 1985 surface water areas represented about 262 acres in the Cedarburg study area, or about 3 percent of the rural portion of the study area and 2 percent of the total study area. In 1985 wetland areas represented about 1,178 acres in the Cedarburg study area, or about 13 percent of the rural portion of the study area and 9 percent of the total study area.

In 1985 woodlands occupied 512 acres of land in the Cedarburg study area, or 6 percent of the rural portion of the study area and 4 percent of the total study area. In 1985 agricultural and other open lands accounted for 7,011 acres in the Cedarburg study area, or 78 percent of the rural portion of the study area and 55 percent of the total study area. Agricultural lands, natural areas, and other open and unused lands within the City of Cedarburg proper accounted for 781 acres, or 36 percent of the total city area.

The agricultural and related rural land use category includes all croplands, pasturelands, orchards, nurseries, fowl and fur farms, and unused lands. Farm dwelling sites were classified as farmsteads and were assigned a site area of 20,000 square feet. All other farm buildings were included in the overall agricultural land use category.

COMMUNITY FACILITIES

Public Schools

The City of Cedarburg study area lies within the boundaries of three school districts-the Cedarburg School District, the School District of Grafton, and the Mequon-Thiensville School District. The relationship of these three school districts to the City of Cedarburg study area is shown on Map 18. The Cedarburg School District owns six schools-Cedarburg High School, Webster Middle School (see Figure 4), Parkview Elementary School, Thorson Elementary School, Pleasant Valley Elementary School-not in service as an elementary school in 1986-and Westlawn Elementary School-also not in service as an elementary school in 1986. Five of these schools are located within the City of Cedarburg study area. The School District of Grafton operates five schools-Grafton High School, John Long Middle School, John F. Kennedy Elementary School, Grafton Elementary School, and Woodview Elementary Schoolnone of which are located within the City of Cedarburg study area. The Mequon-Thiensville School District operates seven schools-Homestead High School, Lake Shore Middle School, Steffen Middle School, Donges Bay Elementary School, Oriole Lane Elementary School, Range Line Elementary School, and Wilson Elementary School—none of which are located in the City of Cedarburg study area. The 1986-1987 school year enrollments and the capacity of the schools in all three districts are set forth in Table 21.

City Hall

In 1985, the City of Cedarburg City Hall was located in an 8,850-square-foot facility located at W62 N590 Washington Avenue in the Cedarburg central business district. In 1985, the Common Council determined that the existing City Hall lacked adequate space for expansion. The spatial allocations assigned to the 1985 City Hall are shown in Table 22, and the building is pictured in Figure 5. The Council selected the historic High School/Ozaukee Art Center located at W63 N645 Washington Avenue in the Cedarburg central business district as the location of the new City Hall (see Figure 6). The building was formally dedicated and occupied as the City Hall in 1987.

Police Station

The City of Cedarburg Police Department is located at W63 N589 Hanover Avenue, and is illustrated in Figure 7. The Police Department



CITY OF CEDARBURG STUDY AREA SCHOOL DISTRICT BOUNDARIES AND SCHOOL LOCATIONS: 1985

LEGEND

- SCHOOL DISTRICT BOUNDARY

- EXISTING SCHOOL LOCATION
 - E ELEMENTARY SCHOOL
 - M MIDDLE SCHOOL
 - H HIGH SCHOOL

CLOSED ELEMENTARY SCHOOL

Source: SEWRPC.



0

1986-1987 SCHOOL YEAR ENROLLMENTS FOR THE CEDARBURG SCHOOL DISTRICT, SCHOOL DISTRICT OF GRAFTON, AND MEQUON-THIENSVILLE SCHOOL DISTRICT

School	1986-1987 Enrollment	School Capacity	
Cedarburg Scho	ol District		
Cedarburg High School	1,047	1,300	
Webster Middle School	657	950	
Parkview Elementary School	355	460	
Thorson Elementary School	405	460	
Pleasant Valley Elementary School	0	125	
Westlawn Elementary School	0	350	
Subtotal	2,464	3,645	
School District of	of Grafton		
Grafton High School	840	1,000	
John Long Middle School	408	700	
John F. Kennedy Elementary School	234	300	
Grafton Elementary School	246	575	
Woodview Elementary School	303	350	
Subtotal	2,031	2,925	
Mequon-Thiensville School District			
Homestead High School	1,189	1,900	
Lake Shore Middle School	398	520	
Steffen Middle School	346	445	
Donges Bay Elementary School	381	455	
Oriole Lane Elementary School	152	240	
Range Line Elementary School	200	250	
Wilson Elementary School	437	520	
Subtotal	3,103	4,330	
Total	7,598	10,900	

Source: Cedarburg School District, School District of Grafton, Mequon-Thiensville School District, and SEWRPC.

THE ARTHUR L. WEBSTER MIDDLE SCHOOL

Figure 6

NEW CITY OF CEDARBURG CITY HALL



Webster Middle School is located at W75 N624 Wauwatosa Road in the City of Cedarburg. The school is owned by the Cedarburg School District.

Figure 5

EXISTING 1985 CITY OF CEDARBURG CITY HALL

Photo by Robert S. McGonigal



Built in 1890, the old High School Building (Ozaukee Art Center in 1985), located at W63 N645 Washington Avenue, became the new City Hall in 1987.

Figure 7

CITY OF CEDARBURG POLICE STATION

Photo by Robert S. McGonigal



This structure, located at W62 N590 Washington Avenue, was the Cedarburg City Hall prior to 1987. The building was a former auto garage and was converted into the City Hall in the early 1960's. A small addition to the south side of the building was constructed in 1974.



The City of Cedarburg Police Department is located at W63 N589 Hanover Avenue. The Department occupies approximately 4,471 square feet of space in the building.

Photo by Robert S. McGonigal

Photo by Robert S. McGonigal

Table 23

EXISTING CITY OF CEDARBURG CITY HALL SPATIAL ALLOCATIONS: 1985

Use	Floor Area (square feet)
Entry Vestibule	43
Lobby	78
Receptionist	70
Council Chamber	591
Mayor's Office	112
City Clerk	84
Deputy Clerk	70
Cemeteries Clerk	132
Treasurer	120
Treasury Clerk	100
Receptionist/Clerk	100
Vault	176
Public Works Secretary	176
City Engineer	352
Assessor and Files	176
Quality of Life Services Director	148
Coffee/Lounge	104
Office Supplies	364
Printing/Drawing Storage	210
Copy/Mail Room	165
Locked Recreation Storage	380
Public Works Storage	450
Restrooms (employee and public)	101
Garage	3,080
Circulation	1,468
Total	8,850

Source: City of Cedarburg and SEWRPC.

occupies approximately 4,471 square feet of floor area in the building. The spatial allocations of this building are presented in Table 23.

Fire Station

The City and Town of Cedarburg are served by one fire station located in the City at W61 N631 Mequon Street, as illustrated in Figure 8. In 1987, the station was manned by 80 active members of a volunteer fire-fighting force. The Cedarburg Fire Department has reciprocal service agreements with surrounding community fire departments whereby additional men and equipment can be called if needed.

The adequacy of fire protection within the City is evaluated by the Insurance Service Office (ISO) through the use of the <u>Grading Schedule</u> for Municipal Fire Protection. The schedule

EXISTING CITY OF CEDARBURG POLICE STATION SPATIAL ALLOCATIONS

Use	Floor Area (square feet)
Basement	1 060
	1,003
	299
	98
Air-Conditioning Equipment Room	144
	105
	324
	210
	20
	58
	51
Circulation Space	5/3
Subtotal	3,745
Eirst Eloor	
Garage	884
Broparty Room 1	97
Property Room 2	26
	160
Cells (two)	217
	196
	190
	71
	71
	71
	24
	214
	417
	102
	83
	14
	13
	145
Radio Room	94
	2/9
Judge's Chamber	126
Courtroom	624
Circulation Space	573
Subtotal	4,741
Total	8,486

Source: City of Cedarburg and SEWRPC.

provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that

Table 24

CITY OF CEDARBURG FIRE STATION



The City and Town of Cedarburg are served by one fire station, located in the City at W61 N631 Mequon Street. In 1987, the station was manned by 80 active members of a volunteer fire-fighting force.

Photo by Robert S. McGonigal

should be provided by a municipality, reports of surveys made by its Municipal Survey Office generally contain recommendations for correcting any serious deficiencies found, and over the years have been accepted as guides by many municipal officials in planning improvements to their fire-fighting services. The gradings are obtained by ISO based upon their analysis of fire department equipment, alarm systems, water supply, fire prevention programs, building construction, and distance of potential hazard areas, such as the central business district, from a fire station. In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of from 1 to 10, with 1 representing the best protection and 10 representing an essentially unprotected community. Class 9 usually indicates a community without effective public water supply and hydrant protection. In 1985, the City of Cedarburg Fire Department was rated 3 by the ISO.

The City of Cedarburg fire station is approximately 13,342 square feet in area and occupies a site of approximately 34,580 square feet, including adjacent lands located within the Wisconsin Electric Power Company right-of-way. Table 24

EXISTING CITY OF CEDARBURG FIRE STATION SPATIAL ALLOCATIONS

Use	Floor Area (square feet)
Main Level	
Apparatus Room	4,643
Office	77
Office	142
Radio Room	234
Mud Room	100
Hose Tower	70
Stair No. 1	289
Men's Restroom	110
Office (Secretary/Treasurer)	176
Storage Room 21	101
	147
Women's Restroom/Lounge	143
Stair No. 2/Entry	237
Men's Shower	23
Subtotal	6,492
Other Levels	
Upper Storage Area	471 ^a
Equipment Room 36	146 ^a
Equipment Room 37	133 ^a
North Stair	194
South Stair	211
Kitchen	205
Storage	126
Bar	156
Janitor Closet	14
Social Hall	2,582
Office	168
Chief's Office	178
Snack Bar	219
Janitor Closet	26
Recreation/Meeting Room	2,506
Subtotal	6,585
Boiler Room	265
Total	13.342

^aLoft areas are not included in total square footage of building.

Source: City of Cedarburg and SEWRPC.

indicates the spatial allocations of uses at the fire station. The existing station and site area is inadequate to accommodate future needs.

Table 25

CITY OF CEDARBURG PUBLIC LIBRARY



The Cedarburg Public Library, located at W63 N583 Hanover Avenue, housed 71,438 volumes in 1984.

Photo by Robert S. McGonigal

Public Library

The City of Cedarburg Public Library is located at W63 N583 Hanover Avenue, and is illustrated in Figure 9. The facility occupies 11,295 square feet of floor area, and in 1984 housed 71,438 volumes. The spatial allocations at this facility are presented in Table 25.

PUBLIC UTILITIES

Public utility systems strongly influence community growth and development. Moreover, certain utility facilities are closely linked to the surface water and groundwater resources of the area, and may therefore affect the overall quality of the natural resource base. This is particularly true of sanitary sewerage, water supply, and stormwater drainage facilities, which are in a sense modifications of, or extensions to, the natural lake, stream, and watercourse system of the area and of the underlying groundwater reservoir. Knowledge of the location and capacities of these utilities is therefore essential to intelligent land use planning for the City and the study area.

Sanitary Sewer Service

The existing sanitary sewer service area and sanitary sewerage system is shown on Map 19.

EXISTING CITY OF CEDARBURG PUBLIC LIBRARY SPATIAL ALLOCATIONS

Use	Floor Area (square feet)
Basement Mechanical Room	845 585 74 1,504
First Floor Adults' Room Children's Room Book Circulation Entry Vestibule (with bookdrop) Work Room Office Storage Room 1 Staff Room Multi-Purpose Room (for 120 people) Service Room Storage Room 2 Janitor Closet Men's Room Women's Room HVAC Ducts Circulation Space	3,984 1,392 1,302 114 565 76 78 146 1,200 78 91 52 108 108 108 41 456 9,791
Total	11,295

Source: City of Cedarburg and SEWRPC.

The existing sanitary sewer service area totals 2,156 acres, or 3.4 square miles, and served a resident population of about 9,230 persons in 1985.

On July 12, 1979, the Regional Planning Commission formally adopted an areawide water quality management plan for southeastern Wisconsin, as documented in SEWRPC Planning Report No. 30, <u>A Regional Water Quality</u> <u>Management Plan for Southeastern Wisconsin:</u> <u>2000</u>. The plan is primarily aimed at achieving clean and wholesome surface waters within the seven-county Region. The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility





68 Source: City of Cedarburg Engineering Department and SEWRPC.

based upon the general urban land use configurations identified in the Commission-adopted regional land use plan for the year 2000 (see Map 2 in Chapter I). As such, the delineations are necessarily general and do not reflect local planning considerations. The areawide water quality management plan recommended that each community served by public sanitary sewerage facilities refine and detail attendant sanitary sewer service areas to the year 2000. Chapter NR 110.08(4) of the Wisconsin Administrative Code requires that the Regional Planning Commission review and comment on all sanitary sewer extensions, relating the proposed extensions to the sanitary sewer service areas identified in the adopted regional water quality management plan. This requirement reinforces the above recommendation of the water quality management plan. The process of refining and detailing the sanitary sewer service areas in southeastern Wisconsin was initiated subsequent to the Commission's adoption of the regional water quality management plan.

On November 16, 1982, the Village of Grafton asked the Commission to refine and detail the proposed year 2000 sanitary sewer service area tributary to the Village of Grafton sewage treatment plant. Because of the interrelationship of the City of Cedarburg and the Village of Grafton sanitary sewer service areas, and the need to determine a common sewer service area boundary between those adjoining communities, an initial joint sewer service area plan for the City of Cedarburg and the Village of Grafton was prepared by the Regional Planning Commission as illustrated on Map 20. An intergovernmental meeting relating to this refinement and detailing was held on October 24, 1983.

At this meeting, a tentative common sewer service area boundary between Cedarburg and Grafton was established. Several intergovernmental meetings regarding this refinement and detailing process were held during the period October 1983 through May 1987 which resulted in the final adopted Cedarburg-Grafton sanitary sewer service area, as illustrated on Map 21.

Public Water System

The City of Cedarburg public water supply and service area is shown on Map 22. In 1985, the system served 2,156 acres of land, and a resident population of about 9,230 persons. The water system is served by five wells, two elevated towers, and one storage reservoir.

Stormwater Runoff

The City of Cedarburg storm sewer system is graphically shown on Map 23. In 1985, the system served 190 acres of land, or about 8.8 percent of the total city area.



THE INITIAL REFINED AND DETAILED CEDARBURG-GRAFTON SANITARY SEWER SERVICE AREA: 1983

LEGEND



SECONDARY ENVIRONMENTAL CORRIDOR

PRIMARY ENVIRONMENTAL CORRIDOR

- ISOLATED NATURAL AREA
 - NET SANITARY SEWER SERVICE AREA (EXISTING)
 - NET SANITARY SEWER SERVICE AREA (2000)
- EXISTING PUBLIC SEWAGE TREATMENT FACILITY
- EXISTING LIFT STATION
- EXISTING TRUNK SEWER
 - EXISTING FORCE MAIN



Source: SEWRPC.



THE ADOPTED REFINED AND DETAILED CEDARBURG-GRAFTON SANITARY SEWER SERVICE AREA: 1987

LEGEND



SECONDARY ENVIRONMENTAL CORRIDOR

PRIMARY ENVIRONMENTAL CORRIDOR



ISOLATED NATURAL AREA

NET SANITARY SEWER SERVICE AREA (EXISTING)

NET SANITARY SEWER SERVICE AREA (2000)



EXISTING FORCE MAIN



Source: SEWRPC.

EXISTING PUBLIC WATER SUPPLY SYSTEM AND SERVICE AREA OF THE CITY OF CEDARBURG: 1985





EXISTING STORMWATER RUNOFF SYSTEM AND SERVICE AREA OF THE CITY OF CEDARBURG: 1985

Source: City of Cedarburg Engineering Department and SEWRPC.

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Chapter V

HISTORIC PRESERVATION PLANNING INVENTORY AND ANALYSIS

INTRODUCTION

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

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

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

This chapter presents a brief history of the City of Cedarburg; a summary of past historic preservation planning efforts in the City of Cedarburg study area; a description of the City of Cedarburg Landmarks Commission and of the Ozaukee County Historical Society; a summary of the findings of surveys of historic places in the Cedarburg study area and the possible need for additional historic preservation survey work; and a description of the city historic preservation-related ordinances. The chapter also briefly addresses historic building preservation.

HISTORY OF THE CITY OF CEDARBURG STUDY AREA

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

the settlement of Cedarburg, thus giving the site of the future City of Cedarburg an important developmental advantage over the older Hamilton, which experienced a decline in growth.

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

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

With prosperity came increased building activity beginning in the 1880's, much of it of high quality. Cedarburg was incorporated as a village in 1874, and as a City in 1885. Development was curtailed during the Great Depression, and prosperity did not return to the City until after World War II. Postwar increases in population and mobility brought large numbers of new residents to Cedarburg, many of them commuters to Milwaukee. Farmland surrounding the City was used for residential development. In 1985, as in the 1840's, Cedarburg remains an attractive place to settle because of its resources. which now include historic sites and structures, and proximity to Milwaukee. A listing of the known documentation of the history of the Cedarburg area through 1985 can be found in Appendix A.

HISTORIC PRESERVATION PLANNING IN THE CEDARBURG STUDY AREA

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

The General Plan of 1961

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

The "Downtown Revitalization" chapter identified the need for a healthy central business district in the City of Cedarburg. Among the assets of the downtown, the study recognized the large number of historic buildings. One of the stated objectives of the plan was to "preserve the flavor and charm" of such buildings. To achieve this and other goals, the report recommended that, to create a pedestrian mall, Washington Avenue be closed to traffic from Western Avenue to a point between Columbia Road and Turner Street. With Washington Avenue closed, traffic would be routed over proposed and existing streets to the east and west, and additional offstreet parking areas would be created near the mall.

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

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

Some, but not all, of these recommendations of the General Plan were implemented. No streets were closed to create a pedestrian mall, and Washington Avenue remains a heavily used state trunk highway. Two local streets-Hanover Street and Mill Street-were extended for short distances in approximately the locations proposed in the plan, and the area for off-street parking was increased as envisioned in the plan. although not always in the locations or to the extent proposed. Some new buildings were constructed, but the older buildings were generally retained as recommended in the plan. Some architecturally insensitive storefront additions to these buildings, however, still exist, some constructed after 1961. More recently, many storefronts have been altered in a manner more sympathetic to the overall historic building designs found in the central business district. The Cedarburg Mill remains largely vacant, though in 1985 it was one of several sites being considered for either a new municipal government or a mixed-use commercial facility.

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

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

THE CITY OF CEDARBURG LANDMARKS COMMISSION AND CITY OF CEDARBURG HISTORIC PRESERVATION-RELATED ORDINANCES

The City of Cedarburg Landmarks Commission was officially established on April 30, 1973, by Ordinance No. 73-9, which re-created Section 3.15(3) of the City of Cedarburg Municipal Code. Under the original provisions of this ordinance. the Landmarks Commission was composed of 10 members, with seven required to be residents of the City of Cedarburg, and three residents of the Town of Cedarburg. Subsequently, the ordinance was amended, and the Commission now consists of eight members, seven of whom must be residents of the City of Cedarburg. The members are to be informed in the historical, architectural, and cultural traditions of the community. The members are appointed by the Mayor for three-year terms subject to confirmation by the City Common Council. The members of the Landmarks Commission are not compensated except for expenses sustained in carrying out their duties.

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

Other powers of the Landmarks Commission are provided in Ordinance No. 82-19, which establishes an Architectural Preservation Overlay District as part of the City Zoning Ordinance. The Architectural Preservation Overlay District designates the Landmarks Commission as the body which makes recommendations to both the City Plan Commission and Common Council regarding petitions for rezoning in the District; the designation of "preservation structures" in the District; and proposed changes to structures in the District.

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

OZAUKEE COUNTY HISTORICAL SOCIETY

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

The principal vehicle employed by the Ozaukee Historical Society to achieve its goals is Pioneer Village, an outdoor museum of approximately 17 historic buildings gathered from various places in the County. Pioneer Village was established in 1961 at its present site in Hawthorne Hills Park, part of the Ozaukee County park system, located on CTH I in the northern part of the Town of Saukville. The buildings date from the 1840's to the early 1900's, and include farm houses, schools, tradesmen's shops, and the railway station formerly located in the City of Cedarburg. All restoration work and staffing of the museum is done by members of the Society. A number of events are held each year at Pioneer Village, including a children's fair, ice cream socials, handicraft shows, and a festival honoring farmers in Ozaukee County who have cultivated land which has been in their families for 100 years or more.

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

HISTORIC PRESERVATION SURVEYS

There are 131 places in the Cedarburg study area that have been identified as historic in one or more surveys. Appendix B lists each historic site or structure known in 1985. The known historic places are distributed in the National Register of Historic Places categories as follows: 120 buildings, eight sites, two districts, and two structures. The five historic surveys conducted in the study area are: the Wisconsin Inventory of Historic Places maintained by the State Historical Society of Wisconsin; the National Register of Historic Places list of places, including places that are listed and places that are nominated; the Historic American Buildings Survey; H. Russell Zimmerman's inventory for his book entitled The Heritage Guidebook: Landmarks and Historical Sites in Southeastern Wisconsin; and the inventory used for SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin. Another book valued by the City of Cedarburg Landmarks Commission is Alice Schimmelpfennig Wendt's book entitled Hilgen Heirs. Of the 132 identified historic places in the study area, 44, or 33 percent, are located in the Town of Cedarburg: 87. or 66 percent, are located in the City of Cedarburg; and one is located in the City of Mequon. Maps 24, 25, 26, and 27 indicate the locations of historic places in the Cedarburg study area, the City, and the central business district of the City, respectively. In 1987, the City of Cedarburg Landmarks Commission identified an additional 27 buildings or structures located within or near the Washington Avenue Historic and Architectural District which may be of historic significance. These buildings or structures are identified on Map 26 and listed in Appendix C.

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

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

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



APPROXIMATE LOCATION OF THE HAMILTON HISTORIC DISTRICT

1000

LOCATION OF IDENTIFIED HISTORIC PLACES IN THE CITY OF CEDARBURG STUDY AREA: 1985

Map 24

LEGEND

IDENTIFIED HISTORIC BUILDING
OR STRUCTURE

TC-IO HISTORIC PLACE IDENTIFICATION NUMBER (SEE APPENDIX B)



APPROXIMATE LOCATION OF THE COLUMBIA AVENUE HISTORIC DISTRICT (SEE MAP 27 FOR LOCATIONS OF IDENTIFIED HISTORIC BUILDINGS OR STRUCTURES

Source: SEWRPC.

residences as subsidiary uses; approximately 11, or about 9 percent, as industrial buildings, with some converted to commercial uses; and 11, or about 9 percent, as institutional buildings.

As illustrated on Maps 25 and 26, the greatest concentration of identified historic buildings is in the downtown area of the City, along and near Washington Avenue. Another concentration of such buildings is in the Hamilton area of the Town of Cedarburg, at the intersection of Hamilton and Green Bay Roads and along Green Bay Road south of this intersection. A loose grouping of historic buildings may be found along Columbia Road in the City. A nomination for the creation of a Columbia Road Historic and Architectural District was prepared in 1989. Other identified historic buildings are found in scattered locations in both the city proper and the Cedarburg study area, with very few at the western and northern edges of the Cedarburg study area.

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

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

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

LOCATION OF IDENTIFIED HISTORIC PLACES IN THE CITY OF CEDARBURG: 1985



LOCATION OF IDENTIFIED HISTORIC PLACES IN THE **CITY OF CEDARBURG CENTRAL BUSINESS DISTRICT: 1985**



LOCATION OF IDENTIFIED HISTORIC PLACES IN THE COLUMBIA ROAD HISTORIC AND ARCHITECTURAL DISTRICT: 1989



The three identified districts encompass the highest concentrations of identified historic buildings in the Cedarburg study area. These three districts are, respectively, the Washington Avenue Historic and Architectural District, along and near Washington Avenue in the City of Cedarburg; the Columbia Road Historic and Architectural District, along and near Columbia Road in the City of Cedarburg; and the Hamilton Historic and Architectural District, at and south of the intersection of Hamilton and Green Bay Roads in the Town of Cedarburg. The Washington Avenue and Hamilton Districts appear on both the Wisconsin Inventory of Historic Places and National Register of Historic Places lists. Listing of the Columbia Road District is pending approval of its recent nomination. The Hamilton District also appears on the SEWRPC regional park and open space plan listing.

Figures 10 through 17 illustrate several of the historic places within the Cedarburg study area that have been identified.

The large number of identified historic places in the geographically small Cedarburg area indicates that the area is rich in historic resources. Notwithstanding the surveys already made,

Figure 12 WASHINGTON HOUSE

WASHINGTON AVENUE HISTORIC AND ARCHITECTURAL DISTRICT



This view looks north at the intersection of Washington Avenue and Cleveland Street in the Washington Avenue Historic and Architectural District. Buildings visible (left to right): W63 N653-655 Washington Avenue (a pivotal building in the district), W63 N657-661 Washington Avenue (a contributing building), and W63 N670-672 Washington Avenue (a pivotal building). These contributing buildings are identified, respectively, as places C-127, C-131, and C-64 on Map 26 and in Appendix B.

Photo by Robert S. McGonigal.

FEFF



Photo by Robert S. McGonigal.

Figure 11

CEDARBURG MILL, COLUMBIA ROAD BRIDGE, AND MILL DAM ON CEDAR CREEK



The Cedarburg Mill, built in 1855, a contributing building (formerly classified as pivotal) in the Washington Avenue Historic and Architectural District, is listed on the National Register of Historic Places and has been formally recorded by the Historic American Buildings Survey. It is identified as place C-86 on Map 26 and in Appendix B.

Photo by Robert S. McGonigal.

there is a need for additional survey work. The right-of-way of the electric interurban railway that operated through Cedarburg from the mid-1900's to the late 1940's is largely intact within the Cedarburg study area and should be investigated for historical significance, since this railway's passenger depot and bridge over Cedar Creek have each been identified as historically significant in more than one survey. The residential areas surrounding downtown Cedarburg, especially to the east and southeast, contain many historic homes. Two highway bridges over Cedar Creek, carrying Bridge Road and Highland Avenue, are of arch design and may be historically significant. The fact that no objects have been found to be historic by any of the surveys indicates that there may be a deficiency in the study of such resources; perhaps some machinery from the mills along the creek or artifacts from Cedarburg's early settlers survive and should be identified as historic and preserved. To this end, the Ozaukee Cultural Center and Historic Society has been formed to preserve such artifacts. All of these concerns should be addressed in future historical research of the Cedarburg area.

FORMER CITY OF CEDARBURG CITY HALL, FIRE STATION, AND JAIL



Built in 1908, this contributing building (formerly classified as pivotal) in the Washington Avenue Historic and Architectural District is a visual landmark because of its five-story hose tower which is visible from several parts of the central business district. It is identified as place C-110 on Map 26 and in Appendix B.

Photo by Robert S. McGonigal.

Figure 14

CEDAR CREEK SETTLEMENT



The Cedar Creek settlement, formerly the Hilgen-Wittenberg Woolen Mill, is a contributing complex of buildings (formerly classified as pivotal) in the Washington Avenue Historic and Architectural District. The settlement is of great historical and economic importance to the City. Built as a major industry in the 1860's by the founder and leading citizen of Cedarburg, Frederick Hilgen, today's Cedar Creek Settlement is the City's leading tourist attraction. It carries place identification numbers C-51, C-52, and C-53 on Map 26 and in Appendix B.

Photo by Robert S. McGonigal.

HISTORIC BUILDING PRESERVATION

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

ELECTRIC INTERURBAN RAILWAY DEPOT

Figure 16

HAMILTON HISTORIC AND ARCHITECTURAL DISTRICT





The Milwaukee Northern electric interurban railway depot was used for its original purpose from 1907 to 1948. The building currently houses a photography studio. It is identified as place C-80 on Map 26 and in Appendix B.

Photo by Robert S. McGonigal.

This view looks southeast near the intersection of Green Bay and Hamilton Roads in the Hamilton Historic and Architectural District. Buildings visible (left to right): the former Turn Halle, now a race car museum (TC-34 on Map 24 and in Appendix B), and the former general store, now a tavern (TC-40).

Photo by Robert S. McGonigal.

SUMMARY

The prosperity that began in the late nineteenth century in the Cedarburg study area produced a large quantity of high-quality buildings, many of which survived in 1985 and are recognized as a valuable collection of historic resources. The history of the Cedarburg area is well documented, though additional work on the period following 1930 is needed. The community's commercial center developed near its mills on Cedar Creek and remains there in 1985. The City of Cedarburg Landmarks Commission is active in historic preservation within the City. The Cedarburg study area is well represented in historic preservation surveys, thereby affording researchers a sound data base from which to continue research efforts for historic preservation planning. By 1989, 132 historic places had been identified in the Cedarburg study area, consisting of 120 historic buildings, eight sites, three districts, and two structures.

To a large extent, the valuable concentration of historic resources in the City of Cedarburg is being used and cared for to the benefit of the

Figure 17 CEDAR CREEK



This view looks north to the former electric interurban railway bridge from Columbia Road bridge along Cedar Creek.

Photo by Robert S. McGonigal.

residents of the City and its visitors. The area has been generally surveyed; a Landmarks Commission has been established; almost the entire central business district has been nominated to the National Register of Historic Places; and individual owners have sensitively rehabilitated many historic buildings. In spite of this extensive activity devoted to historic preservation, there is still some potential for additional action in the preservation and enhancement of Cedarburg's historic heritage. Such action is discussed further in Chapters IX, X, and XI.

Chapter VI

EXISTING LOCAL PLAN IMPLEMENTATION DEVICES

INTRODUCTION

If the City of Cedarburg development plan is to constitute a sound and realistic guide to the making of decisions concerning the physical development of the City and its environs, it must be based upon careful consideration of existing pertinent land development regulations. The existing land development regulations which require examination in this respect include the City Zoning Ordinance, land subdivision control ordinance, and official map. Each of these plan implementation devices is described in this chapter as they affect the physical development of the City.

EXISTING ZONING

Good community development depends not only upon sound long-range plan formulation at all levels of government, but upon practical plan implementation as well. Zoning is one of the major plan implementation devices available to any community. The primary function of zoning should be to implement the community's land use plan. A secondary function of zoning should be to protect desirable existing development. Zoning should be a major tool for the implementation of community plans and not a substitute for such plans.

A zoning ordinance is a public law which regulates and restricts the use of private property in the public interest. A zoning ordinance divides a community into districts for the purpose of regulating: 1) the use of land, water, and structures; 2) the height, size, shape, and placement of structures; and 3) the density of population. Zoning seeks to confine certain land uses to those areas of the community that are peculiarly suited to those uses, and seeks to set aside land for these particular uses, thereby encouraging the most appropriate use of land throughout the community. Zoning seeks to assure adequate light, air, and open space for each building and to reduce fire hazard; and it seeks to prevent the overcrowding of land, traffic congestion, and the overloading of the utility systems or the uneconomic over-development of such systems. Zoning should also seek to protect and preserve the natural resource base.

A single set of regulations applying to the entire community could not achieve these objectives of zoning, since different areas of the community differ in character and function. In this respect the zoning ordinance differs from building, housing, and sanitation codes which, in general, apply uniformly to all lands or buildings of like use wherever they may be located in a community. Zoning regulations for different types of districts may differ, but regulations within any given district must be uniform. Accordingly, a zoning ordinance consists of two parts: 1) a text setting forth regulations that apply to each of the various zoning districts, together with related procedural, administrative, and legal provisions; and 2) a map delineating the boundaries of the various districts to which the differing regulations apply.

Wisconsin enabling legislation requires that zoning regulations be made in accordance with a "comprehensive plan." This legislation can be viewed as having several different meanings, including 1) that to be deemed in accordance with a comprehensive plan, zoning must regulate land use, building height, and lot area; 2) that zoning must be applied to the entire corporate limits of the community; 3) that zoning must be based upon careful and comprehensive study prior to adoption; and 4) that zoning must be based upon a documented long-range land use plan and must seek to implement that plan. The fourth concept is that which is the most commonly accepted by professional planners.

Each zoning ordinance text and its accompanying zoning map must be carefully tailored to the individual community, otherwise certain hardships may be created, with the result being lawsuits and the possibility that the zoning may be set aside as arbitrary, capricious, or unconstitutional. The preparation of a zoning ordinance text and map, therefore, is a complex task, calling for exhaustive studies and close cooperation between the land use planning and legal professions. The zoning text and map must be prepared so as to bear a just relationship to existing conditions and yet to direct the development of the community along better lines. If challenged in court, the municipality should be able to show that sufficient accurate data were utilized in the drafting of the ordinance to meet the legal requirement of reasonableness. The lack of such data could result in the zoning ordinance being declared invalid.

All land development and building activity in the City of Cedarburg is regulated by the City Zoning Ordinance. The present zoning ordinance of the City of Cedarburg, set forth in Chapter 16 of the Municipal Code and amendments thereto, is characterized by the provision of 26 zoning districts-seven single-family districts, one dual-purpose single-family and two-family residential district, one two-family residential district, two multiple-family residential districts, six business districts, two manufacturing districts, one park district, one institutional district, two flood hazard districts, one combination wetland-floodland district, one planned development district, and one architectural preservation district. The application of these districts as of June 1987 is shown on Map 28. Table 26 presents a brief summary of the zoning regulations applicable within each of these 26 districts as of June 1987, including permitted uses, maximum residential density, minimum lot size, minimum yard requirements, and maximum building height.

The City of Cedarburg Zoning Ordinance was initially adopted by the City on May 12, 1980. The ordinance has been subsequently updated by the City to address problems concerning its application. The result of this vigilant effort by the City has been a zoning ordinance which is cognizant of, and responsive to, changing conditions relating to both urban development and redevelopment in the City. Several new zoning districts, however, may need to be introduced into the zoning ordinance text in order to make the ordinance a more effective land use implementation device. Also, the need for seven single-family residential districts should be reexamined—in particular, the need for the R-3 Single-Family Residential District, since the minimum lot size requirements of the R-3 District are quite similar to those of the R-4 District. Given the many amendments made to the zoning ordinance since its initial adoption in 1980, the zoning ordinance is also in need of recodification and reprinting.

The planning study area, as noted in Chapter I, consists of portions of the Towns of Cedarburg and Grafton, and the City of Mequon, each of which utilizes its own zoning ordinance. Tables 27 through 29 present a brief summary of the zoning regulations applicable to those portions of the planning study area located within the Towns of Cedarburg and Grafton, and the City of Mequon, respectively, including permitted uses, maximum residential density, minimum lot size, minimum yard requirements, and maximum building height. The application of the Town of Cedarburg, Town of Grafton, and City of Mequon zoning districts within the City of Cedarburg planning study area is illustrated on Map 29.

THE LAND SUBDIVISION ORDINANCE

A land subdivision ordinance is a public law regulating the dividing of land. Such regulation is necessary to ensure that:

- 1. The subdivision of land will fit properly into the existing and proposed land use pattern and overall plan for the physical development of the community;
- 2. Adequate provision is made for necessary community and neighborhood facilities parks, schools, churches, shopping centers—so that a harmonious and desirable environment will result;
- 3. Adequate standards are met in the design of the land divisions and the improvement of the land being subdivided, with particular attention to such requirements as utilities, stormwater drainage, street improvements, and lot improvements;
- 4. A sound basis is provided for clear and accurate property boundary line records; and
- 5. The health, safety, and general welfare of all citizens in the community, as well as the future occupants of the land to be subdivided, are protected.

Land division control regulations are a means of implementing or carrying out a community comprehensive plan. As such, land division regulations should coordinate and integrate development with the comprehensive plan, and
Map 28

EXISTING ZONING IN THE CITY OF CEDARBURG: 1987



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SUMMARY OF EXISTING ZONING DISTRICTS FOR THE CITY OF CEDARBURG: 1987

<									
		Maximum Residential	N	Ainimum Lot Si	ze	ŕ	Minimum Yard Requirements	5	
District	Permitted Uses	Density (dwelling units per net acre)	Total Area (square feet)	Area per Family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
Rs-1 Single-Family Residential	Single-family dwellings	2.2	20,000	20,000	120	25	15	25	35
Rs-2 Single-Family Residential	Single-family dwellings	2.9	15,000	15,000	100	25	10	25	35
Rs-3 Single-Family Residential	Single-family dwellings	3.6	12,000	12,000	90	25	8	25	35
Rs-4 Single-Family Residential	Single-family dwellings	4.4	10,000	10,000	90	25	8	25	35
Rs-5 Single-Family Residential	Single-family dwellings	5.2	8,400	8,400	75	25	4	25	35
Rs-6 Single-Family/ Two-Family Residential	Single-family dwellings, two-family dwellings	10.4	8,400	4,200	75	25	4	25	35
Rs-7 Suburban Single-Family Residential	Rs-7 Suburban Single-Family Residential		20,000	20,000	100	25	10	25	35
Rs-8 Low-Density Single-Family Residential	8 Low-Density Single-family dwellings ngle-Family esidential		40,000	40,000	150	75	Single-story structure—25; multiple-story structure—35	40	35
Rm-1 Two-Family Residential	Two-family dwellings	8.7	12,000	6,000	100	25	10	25	35
Rm-2 Multiple-Family Residential	Multiple-family dwellings	10.9	12,000	1 bedroom 4,000; 2 bedrooms 5,000	90	25	20	25	35
Rm-3 Multiple-Family Residential	Multiple-family dwellings	16.1	10,800	1 bedroom 2,700; 2 bedrooms 3,300	90	25	20	25	35
B-1 Neighborhood Business	Retail stores and shops, offices, services					25	10	25	35
B-2 Community Business	Retail stores and shops, offices, services					25	10	25	35
B-3 Central Business	Retail stores and shops, offices, medical clinics, theaters, florists, lodges and clubs, furriers, laundries, restaurants, delicatessens, and off- street parking		4,800		40	5		15	35

Table 26 (continued)

		Maximum Besidential	M	inimum Lot S	Size		Minimum ard Requirement	s	
District	Permitted Uses	Density (dwelling units per net acre)	Total Area (square feet)	Area per Family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
B-4 Professional Office	Administrative offices, professional offices		10,000		90	25	10	25	35
B-5 Highway Business	Gas stations, motels, building supply stores		12,000		100	25	10	25	35
B-6 General Business and Warehousing	Wholesale and/or retail sales and warehousing		20,000		110	25	5	25	35
M-1 Limited Manufacturing	Processing, manufac- turing and/or storage		4,800		40	25	25	25	35
M-2 General Manufacturing	Processing, manufac- turing and/or storage		40,000		150	25	25	25	35
P-1 Park and Recreation	Public and private recreation uses					40	40	40	35
I-1 Institutional and Public Service	Uses under public ownership		8,400		75	25	6	25	35
FL Cedar Creek Floodway	Drainage, navigation, wild crop harvesting, etc.								,
WF Wetland- Floodland	Public fish hatcheries, stream bank protection, impoundments	÷-							
FFO Floodplain Fringe Overlay	a	a	a	a	a	ª	a	a	a
PDO Planned Development Overlay	a	a	^a	a	a	^a	a	a	a
APO Architectural Preservation Overlay	9	a	^a	a	a	^a	a	a	a

^aAs per underlying basic use district.

SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF CEDARBURG: 1987

		Maximum Residential	Mir	nimum Lot S	ize		Minimum Yard Requirements	s	
District	Permitted Uses	Density (dwelling units per net acre)	Total Area (square feet)	Area per Family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
R-1 Single-Family Residential	One-family dwellings	0.54	80,000	80,000	200	75	35	40	35
R-2 Single-Family Residential	One-family dwellings	1.08	40,000	40,000	150	75	One story—25; two story—35	40	35
R-3 Single-Family Residential	One-family dwellings	1.08	40,000	40,000	150	75	One story—25; two story—35	40	35
B-1 Neighborhood Business	Retail establishments selling and storing new merchandise		43,560		150	75	15	50	35
B-2 Planned Business	Retail establishments selling and storing new merchandise		87,120		200	100	30	30	45
B-3 Business	usiness Commercial or light manufacturing uses of a general retail or wholesale nature		43,560	•-	200	75	30	30	45
M-1 Industrial	Manufacture, fabrication, packing, packaging, and assembly of products		43,560		200	50	30	30	45
M-2 Planned Industrial	None, all conditional uses		43,560		200	50	30	50	45
M-3 Quarrying	Mineral extraction, concrete and concrete products manufacturing					200	200	200	45
A-1 Agricultural	Agricultural uses	0.2	217,800 (5 acres)	217,800 (5 acres)	300	100	100	100	50
A-2 Prime Agricultural	Agricultural uses	0.05	35 acres		300	100	100	100	50
C-1 Conservancy	Drainageways, flood- plains, floodways								
P-1 Public and Private Park	Parks, playgrounds, etc.				••				
E-1 Estate	Single-family dwellings	0.25	174,204 (4 acres)	174,204 (4 acres)	200	75	40	40	35

		Maximum	Mi	Vard	Minimun Beguirer	n nents			
District	Permitted Uses	Density (dwelling units per net acre)	Total Area (square feet)	Area per Family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
A-1 Exclusive Agricultural	Crop production, raising of livestock	0.02	35 acres	35 acres	660	50	20	25	Farm-related building100; residence35
A-2 Agricultural/ Rural Residential	Uses permitted in the A-1 District, agricultural warehousing	1.0	43,560	43,560	120	50	20	25	Farm-related building—100; residence—35
R-2 Residential	Single-family dwellings	1.0	43,560	43,560	120	50	20	25	35
B-1 Business	Retail establishments					50	20	25	45
C-1 Conservancy Overlay	Agricultural uses, fishing, hunting, water retention								

SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF GRAFTON: 1987

Source: SEWRPC.

are, therefore, properly prepared within the context of such a plan. Since land division is far more than a means of marketing land-being the first step in the process of building a community-substantial benefits are to be derived from sound subdivision regulations. Much of the form and character of a community are determined by the quality of its land divisions and the standards which are built into them. Once land has been divided into blocks and lots, streets established, and utilities installed, the development pattern is permanently established and unlikely to be changed. For generations, the entire community, as well as the individuals who occupy these subdivisions, will be influenced by the quality and character of the design of the subdivisions.

The present land subdivision ordinance used by the City of Cedarburg, Chapter 17 of the Municipal Code, became effective on June 1, 1966. This land subdivision ordinance has been amended several times since its initial effective date. By reference and associated text, Chapter 17 of the Municipal Code conforms to the procedures outlined in Chapter 236 of the Wisconsin Statutes for platting lands within the City and its extraterritorial plat approval jurisdiction. The land division ordinance regulates the subdivision of land into lots larger than 1.5 acres and the subdivision of a parcel of land into fewer than five new parcels by the use of certified survey maps. Design standards for land divisions are also set forth in the ordinance.

The land division ordinance has relatively few deficiencies. These deficiencies can be readily resolved through the amendment of those areas of concern in the ordinance. Since the adoption of the City Land Division Ordinance, Chapter 236 of the Wisconsin Statutes has been altered to revise the former 40-day preliminary plat review period for a municipality to 90 days, and to revise the 20-day preliminary plat review period of an objecting authority to 30 days.

SUMMARY OF EXISTING ZONING DISTRICTS FOR THE CITY OF MEQUON: 1987

		Maximum	Mi	nimum Lot	Size		Minimum Vard Requirement	9	
District	Permitted Uses	Density (dwelling units per net acre)	Total Area (square feet)	Area per Family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
R-1 Country Home	Single-family dwellings; public parks; crop, dairy, cattle farming; horticulture	0.4	108,900	108,900	200	75	30	30	35
R-2 Country Home	Single-family dwellings; public parks; crop, dairy, cattle farming; horticulture	0.66	65,340	65,340	175	Varies based upon type of street	25	25 35	n
R-3 Country Home	Single-family dwellings; public parks; crop, dairy, cattle farming; horticulture	1.0	43,560	43,560	150	Varies based upon type of street	20	20 35	
C-2 Local Service	Uses permitted in the C-1 District, banks, laundromats, post offices, taverns, dental and medical clinics		With sanitary sewer—9,000; without sanitary sewer—20,000		With sanitary sewer60; without sanitary sewer100	Varies based upon type of street	10	10	35
I-1 Industrial	Manufacture, assembly, processing, and fabri- cation plants		43,560	. -	150	Varies based upon type of street and proximity to residential districts	25 plus, depending upon specific circumstances	25 plus, depending upon specific circumstances	50
WF Wetland and Floodplain	Drainage, navigation, flood overflows, wild crop harvesting						. . -		
OPS Office, Professional and Special Service Overlay	Uses permitted in the underlying basic use district, offices, studios, service establishments	a	a	. <u></u> 9	a	a	a	8	8
OA Agricultural Overlay	Uses permitted in the underlying basic use district, agricultural uses	a	As per under- lying use district, or 15 acres	^a	As per under- lying use district, or 400	. .a	As per under- lying use district, or 50	As per under- lying use district, or 50	As per under- lying use district, or 60
OH Highway	Uses permitted in the underlying basic use district, motels, tourist homes	<u> </u> a	8	a	8	a	8	^a	- <u>-</u> 8
OIP Institutional and Public Service	Uses permitted in the underlying basic use district, schools, churches	a	· 8	a	9	Varies based upon type of street	⁸	8	3

^aAs per underlying basic use district.

Map 29

EXISTING ZONING IN THE CITY OF CEDARBURG PLANNING STUDY AREA: 1987



LEGEND

ZONING DISTRICTS

	TOWN	OF	CEDARBURG	
--	------	----	-----------	--

- R-I SINGLE-FAMILY RESIDENTIAL
- R-2 SINGLE-FAMILY RESIDENTIAL
- R-3 SINGLE-FAMILY RESIDENTIAL
- B-1 NEIGHBORHOOD BUSINESS
- B-2 PLANNED BUSINESS
- B-3 BUSINESS M-I INDUSTRIAL
- Source: SEWRPC.

- M-2 PLANNED INDUSTRIAL
- M-3 QUARRYING
- A-I AGRICULTURAL
- A-2 PRIME AGRICULTURAL C-1 CONSERVANCY
- P-I PUBLIC AND PRIVATE PARK
- E-I ESTATE

	TOWN OF GRAFTON
A-I	EXCLUSIVE AGRICULTURAL

- A-2 AGRICULTURAL / RURAL RESIDENTIAL
- R-I RESIDENTIAL
- R-2 RESIDENTIAL
- R-3 RESIDENTIAL
- B-I BUSINESS
- M-I INDUSTRIAL
- ---- CONSERVANCY OVERLAY



OFFICIAL MAPPING

Section 62.23(6) of the Wisconsin Statutes provides that the Common Council of any city may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways, and parkways, and the location and extent of railway rights-ofway, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds.

The official map is intended to be used as a precise planning tool to implement public plans for streets, highways, waterways and parkways, railways, public transit facilities, parks, and playgrounds. One of the basic purposes of the official map is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development, and can thereby effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire city in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby avoids the altogether too common situation of development being undertaken without knowledge or regard for the longrange plan, and thereby can help avoid public resistance when plan implementation becomes imminent.

In 1987, the Common Council of the City of Cedarburg adopted an Official Map of the City of Cedarburg and contiguous environs. The most current City of Cedarburg Official Map is illustrated on Map 30. The adopted City of Cedarburg Official Map should be updated on a continuing basis as new lands are platted and other changes planned relating to streets, highways, waterways and parkways, railways, public transit facilities, and parks and playgrounds. Map 30



Source: Donohue and Associates, Inc.

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Chapter VII

DEVELOPMENT OBJECTIVES, PRINCIPLES, STANDARDS, AND RELATED URBAN DESIGN CRITERIA

INTRODUCTION

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task which must be undertaken before plans can be prepared. Accordingly, a set of development objectives was formulated for the Cedarburg area. These objectives were based, in part, upon the findings and recommendations of the Goals for Cedarburg study discussed in Chapter I of this report and. in part, upon objectives contained in regional plans which were considered applicable to and supportable by the City. This chapter sets forth the resulting set of land use development objectives and supporting principles and standards. These relate primarily to the allocation and distribution of the various land uses and to the provision to those land uses of essential community transportation, utility, and other facilities and services to meet the needs of the resident population of the Cedarburg area over the next two decades.

THE CEDARBURG MASTER PLANNING COMMITTEE REPORT

As stated in Chapter I, in September 1983 the City formed a Cedarburg Master Planning Committee consisting of public officials and concerned citizens and charged that Committee with the responsibility of formulating general development goals for the City. The Committee completed its initial work in May 1984 with the publication of the report entitled <u>Goals for Cedarburg</u>. The Committee proposed goals relating to economic development, land use development, annexation, transportation system improvements, and certain intermunicipal issues. The <u>Goals for Cedarburg</u> study was intended to fulfill the following purposes:

- 1. Provide a consensus regarding actions and initiatives to be taken by the city government;
- 2. Determine whether certain development proposals and city actions support the desires and values of the community;

- 3. Provide for a continuing dialogue within the community as to what constitutes a quality living environment and how such an environment can best be provided; and
- 4. Provide a basis for the development of a comprehensive plan for the City and environs.

Accordingly, the goals recommended by the <u>Goals for Cedarburg</u> study were, as applicable, incorporated into the development objectives, principles, and standards for the Cedarburg area presented in this chapter.

BASIC CONCEPTS AND DEFINITIONS

The terms "objective," "principle," "standard," "design criteria," "plan," "policy," and "program" are subject to a range of interpretations. Therefore, they are defined below.

- 1. Objective: a goal or end toward the attainment of which plans and policies are directed.
- 2. Principle: a fundamental, generally accepted tenet used to support objectives and prepare standards and plans.
- 3. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.
- 4. Design criteria: a body of information which can be applied to the development of a solution or solutions to a specific design problem or set of problems.
- 5. Plan: a design which seeks to achieve agreed-upon objectives.
- 6. Policy: a rule or course of action used to ensure plan implementation.
- 7. Program: a coordinated series of policies and actions to carry out a plan.

Although this chapter deals with only the first four of these terms, an understanding of their interrelationship and the concepts they represent is essential to an understanding of the land use development objectives, principles, standards, and related urban design criteria. As already noted, the development objectives, principles, and standards, as developed and approved by the City Plan Commission, deal primarily with: 1) land use allocation; 2) land use spatial distribution; 3) natural resource base and agricultural lands protection; 4) recreation; 5) the transportation system; 6) fire protection; 7) housing; and 8) historic preservation. Each objective, together with its supporting principles and standards, follows:

OBJECTIVES, PRINCIPLES, AND STANDARDS

OBJECTIVE NO. 1—LAND USE ALLOCATION

A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the Cedarburg area.

PRINCIPLE

The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.

STANDARD

The amount of land area set aside for accommodating forecast growth in the City of Cedarburg area should be determined by application of the standards set forth in Table 30.

OBJECTIVE NO. 2—LAND USE SPATIAL DISTRIBUTION

A spatial distribution of the various land uses which will result in a compatible arrangement of land uses properly related to the supporting transportation, utility, and public facility systems and which assures the economical provision of transportation, utility, and public facility services, as well as further enhancing the economic base of the City of Cedarburg.

PRINCIPLE

The proper allocation of urban uses to land can avoid or minimize hazards and dangers to health, safety, and welfare and maximize amenity and convenience in terms of accessibility to supporting land uses. The transportation and public utility facilities and the land use pattern which these facilities support are interdependent in that the land use pattern determines the demand for, and loadings upon, transportation and utility facilities; and these facilities, in turn, are essential to, and form a basic framework for, land use development.

STANDARDS

1. Urban residential uses should be located in planned areas which are served with centralized public sanitary sewerage and water supply facilities and contain, within a reasonable walking distance, necessary supporting local services, such as parks, commercial establishments, and elementary schools, and should have reasonable access through the appropriate component of the transportation system to employment; community and regional commercial, cultural, and governmental centers; and secondary schools and higher educational facilities.

2. Rural and suburban residential uses should have reasonable access through the appropriate component of the transportation system to local service uses; employment, community and regional commercial, cultural, and governmental centers; and secondary schools and higher educational facilities.

3. Industrial uses should be located in planned industrial districts so as to have direct access to arterial street and highway facilities and reasonable access through an appropriate component of the transportation system to residential areas, and should not be intermixed with commercial, residential, governmental, recreational, school, or institutional uses. In addition, industrial uses should be provided adequate water supply, public sanitary sewer service, and stormwater drainage, and adequate power supply, including natural gas and electricity.

4. Neighborhood and community level commercial uses should be located in established centers of concentrated retail and service activity and should be afforded direct access to the arterial street system. Sites for neighborhood and community service facilities should be provided in accordance with the service radius standards set forth in Table 31.

URBAN LAND USE STANDARDS FOR THE CITY OF CEDARBURG

Land Use Category	Development Standard (gross area) ^a
Residential (single-family dwellings) Rural Estate (5-acre lots or greater) Suburban (1.5- to 5-acre lots) Low-Density Urban (20,000- to 62,000-square-foot lots) Medium-Density Urban (8,400- to 20,000-square-foot lots)	588 acres/100 dwelling units 204 acres/100 dwelling units 109 acres/100 dwelling units 32 acres/100 dwelling units
Residential (multi-family dwellings) High Medium-Density Urban (5.2 to 7.3 dwelling units per net residential acre)	17 acres/100 dwelling units 9 acres/100 dwelling units
Commercial	6.0 acres/100 commercial employees
Industrial	6.0 acres/100 industrial employees
Governmental/Institutional Public Elementary	0.3 acre/100 students 0.3 acre/100 students 0.3 acre/100 students 2.5 acres/1,000 persons 4.5 acres/1,000 persons
Public Outdoor Recreation ^b Regional and Multi-Community Community In Park Sites In Middle Schools or High School Sites	As recommended in the regional park and open space plan 2.2 acres/1,000 persons 0.9 acre/1,000 persons
Neighborhood In Park Sites	1.7 acres/1,000 persons 1.6 acres/1,000 persons

^aGross areas include associated street rights-of-way and off-street parking for each land use category. These standards have been based upon land use studies of the Southeastern Wisconsin Region and are reasonably responsive to expected future as well as present conditions.

^bSee Table 32 for more detailed standards.

COMMUNITY FACILITY SITE AREA AND SERVICE RADIUS STANDARDS FOR THE CITY OF CEDARBURG

		Derwined	Maximum One-Way Walking Distance	Maxim Travel 1	um One-Way Time (minutes)
Туре	Number of Persons Served	Site Area (gross acres)	Neighborhood (miles)	Automobile at 25 mph	Transit Facility Total Elapsed Time
Commercial Facilities Neighborhood Retail					
and Service Center	4,000-8,000	6.5 minimum	0.75	3	
and Service Center	10,000-25,000	15-40	1.50	15	20
Community Industrial Facilities	300-5,000 employees	20-640		15	20
Local Transit Facilities			0.75		
Educational Facilities Public Elementary School					
(grades K-6)	550 students	11	0.50		
(grades 7-8)	900 students	19	1.50	15	20
(grades 9-12)	2,300 students	48		20	30
Outdoor Recreational Facilities					3
Neighborhood	6,500	10 25-99	0.50	20	·

Source: SEWRPC.

OBJECTIVE NO. 3—NATURAL RESOURCE BASE AND AGRICULTURAL LANDS PROTECTION

A spatial distribution of the various land uses which will result in the protection, preservation, and wise use of the natural resources and agricultural lands of the area, including soils, lakes and streams, wetlands, woodlands, wildlife, and a composite of the best of these individual elements.

PRINCIPLE

The proper allocation of land uses can assist in maintaining an ecological balance between the activities of man and the natural environment which supports him.

A. Soils

Principle

The proper relation of urban and rural land use development to soil type and distribution can serve to avoid costly environmental and developmental problems, aid in the establishment of better settlement patterns, and promote the wise use of an irreplaceable resource.

Standards

1. Sewered urban development should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development except in areas less than five acres in size.

2. Unsewered suburban and rural residential development should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development.

Principle

Inland lakes and streams contribute to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; serve to store and convey floodwaters; and provide certain water withdrawal requirements.

Standards

1. Floodlands should not be allocated to any urban development which would cause or be subject to flood damage.

2. The floodwater storage capacity of natural floodlands should not be reduced by urban or rural development.

3. The flow capacity of perennial stream channels and associated floodlands should not be reduced below existing conditions.

4. Adequate stormwater drainage facilities should be provided for all urban development.

C. Wetlands

Principle

Wetlands support a wide variety of desirable and sometimes unique plant and animal life; assist in the stabilization of lake levels and streamflows; trap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and obnoxious weed and algae growth; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply; reduce stormwater runoff by providing area for floodwater impoundment and storage; trap soil particles suspended in runoff and thus reduce stream sedimentation; and provide the population with opportunities for certain scientific, educational, and recreational pursuits.

Standard

Wetland areas adjacent to streams or lakes, wetlands within areas having special wildlife and other natural values, and wetlands having an area in excess of 50 acres should not be allocated to any urban development except limited recreation and should not be drained or filled. Under State law, all wetlands five acres or more in size in floodland and shoreland areas must be preserved pursuant to Chapter NR 117 of the Wisconsin Administrative Code.

D. Woodlands

Principle

Woodlands assist in maintaining unique natural relationships between plants and animals; reduce stormwater runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aid in reducing soil erosion and stream sedimentation; provide the resource base for the forest product industries; provide the population with opportunities for certain scientific, educational, and recreational pursuits; and provide a desirable aesthetic setting for certain types of land use development.

Standards

1. High- and medium-value woodland areas having a minimum area of five acres should not be allocated to urban development except for limited recreation.

2. A minimum community aggregate of five acres of woodland per 1,000 population should be maintained for recreational pursuits.

E. Wildlife

Principle

Wildlife, when provided with a suitable habitat, will supply the population with opportunities for certain scientific, educational, and recreational pursuits; comprises an integral component of the life systems which are vital to beneficial

natural processes, including the control of harmful insects and other noxious pests and the promotion of plant pollination; provides food sources; offers an economic resource for the recreation industries; and serves as an indication of environmental health.

Standard

The area wherein fish and game can best be fed, sheltered, and reproduced is a natural habitat. Since the natural habitat for fish and game can best be achieved by preserving or maintaining in a wholesome state other resources such as soil, air, water, wetlands, and woodlands, the standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.

F. Primary and Secondary Environmental Corridors

Principle

The primary and secondary environmental corridors are a composite of the best individual elements of the natural resource base, including lakes, rivers, and streams and their associated floodlands; wetlands; woodlands; wildlife habitat areas; rugged terrain consisting of slopes 12 percent or greater; wet, poorly drained, or organic soils; and significant geological formations. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, wildlife population enhanced, and continued opportunities provided for scientific, educational, and recreational pursuits.

Standards

1. All remaining undeveloped lands within the designated primary environmental corridors in the city planning area should be preserved in essentially natural, open uses.

2. All remaining undeveloped lands within the designated secondary environmental corridors and isolated natural areas in the city planning area should be considered for preservation as urban development proceeds and used as drainageways, floodwater detention areas, and parks.

G. Prime Agricultural Lands

Principle

The preservation of prime agricultural lands ensures that the most productive farmlands will remain available for the provision of food and fiber; contributes to the agricultural and agricultural-related economy of the area; maximizes the return on capital invested in agricultural irrigation and drainage systems and soil and water conservation practices; minimizes conflicts between farming operations and activities associated with urban land uses; and contributes to energy conservation since prime agricultural soils require less energy to farm than do other soils.

Standard

All prime agricultural lands in the study area should be preserved for agricultural use through the application of zoning and land division ordinances which permit only agricultural and agricultural-related uses and which specify a relatively large parcel size, such as 35 acres.

H. Agricultural Lands of Local Significance

Principle

Agricultural lands of local significance, although not meeting criteria for prime agricultural lands, constitute an important part of the agricultural sector of the study area and thereby warrant preservation in agricultural use. Farms with soils having limited agricultural capability which are devoted to orchards, mint, ginseng, and specialty crops typify this category of farmland. The preservation of such farmland also serves to maintain the local economic base, promote local self-sufficiency, preserve the rural lifestyle, prevent urban sprawl, and control public costs.

Standard

Farmlands of local significance in the study area, as identified in this planning document, should be preserved for agricultural use to the maximum extent practicable through the application of zoning and land division ordinances which permit only agricultural and agricultural-related uses and which specify a relatively large minimum parcel size, such as 35 acres.

I. Other Agricultural Land

Principle

While less important to the production of food and fiber than prime and locally significant agricultural areas, other agricultural lands serve many useful functions. Such lands lend form and structure to urban development and contribute to the agricultural heritage and natural beauty of the Cedarburg study area. Moreover, these lands contribute to the preservation of nonagricultural environmental areas by providing an important open space buffer around major scientific, educational, and recreational sites. The preservation of all agricultural lands, including those of marginal value, promotes a compact and efficient form of urban development and discourages diffused low-density urban growth, thus preventing the adverse impacts of urban sprawl development.

Standard

Agricultural lands not classified as prime agricultural lands or farmland of local significance should be protected to the maximum extent practicable.

OBJECTIVE NO. 4—RECREATION

The provision of an integrated system of public, general-use, outdoor recreation sites and related open space areas, and areas for intensive nonresource-oriented outdoor recreational activities, intensive resource-oriented outdoor recreational activities, land-based outdoor recreational activities, and water-based outdoor recreational activities, which will allow the resident population of the Cedarburg study area adequate opportunity to participate in a wide range of outdoor recreational activities.

PRINCIPLE

Attainment and maintenance of good physical and mental health is an inherent right of all residents of the city area. The provision of outdoor recreation sites and related open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of activities. An integrated park and open space system properly related to the natural resource base, such as the existing surface water network, can satisfy recreational demands in an appropriate setting while protecting and preserving valuable natural resource amenities. Finally, an integrated system of outdoor recreation sites and related open space areas can contribute to the orderly growth of the City by lending form and structure to urban development patterns.

A. Public, General-Use, Outdoor Recreation Sites

Principle

Public, general-use, outdoor recreation sites promote the maintenance of proper physical and mental health by providing opportunities to participate in such athletic recreational activities as baseball, swimming, tennis, and ice-skating, as well as in less athletic activities such as pleasure walking, picnicking, or just rest and reflection. These activities tend to reduce everyday tensions and anxieties and thereby help maintain proper physical and mental well being. Well-designed and properly located public, general-use, outdoor recreation sites also provide a sense of community, bringing people together for social, cultural, and recreational activities, and thus contribute to the desirability and stability of residential neighborhoods, and therefore the communities in which such facilities are provided.

Standard

The public sector should provide general-use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein, and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site requirements indicated in Table 32 should be met, along with those site development standards for general-use outdoor recreation sites contained in SEWRPC Community Assistance Planning Report No. 23, <u>A Park and Recreation Plan for Ozaukee County</u>.

B. Recreation-Related Open Space

Principle

Recreational pursuits such as hiking, biking, pleasure driving, and ski touring are best provided through a system of recreation corridors located on or adjacent to linear resource-oriented open space lands. A well-designed system of recreation corridors offered as an integral part of linear open space lands also can serve to physically connect existing

STANDARDS FOR PUBLIC, GENERAL-USE, OUTDOOR RECREATION SITES FOR THE CITY OF CEDARBURG

		_		Publicly O	wned Gene	ral Use Sites					
			Parks		_	Schools ^a					
		Minimum Per Capita		Maximum Radius (r	Service niles) ^b Minimum Per Capita			Maximum Service Radius (miles) ^C			
Site Type	Size (gross acres)	Public Requirements (acres per 1,000 persons) ^d	Typical Facilities	Urban ^e Rural		(acres per 1,000 persons) ^f	Typical Facilities	Urban ⁰	Rural		
l ^g Regional	250 or more	5.3	Camp sites, swimming beach, picnic areas, golf course, ski hill, ski touring trail, boat launch, nature study area, playfield, softball diamond, passive activity area ^h	10.0	10.0			••			
II ^İ Multicommunity	100-249	2.6	Camp sites, swimming pool or beach, picnic areas, golf course, ski hill, ski touring trail, boat launch, nature study area, playfield, softball and/or basebell dia- mond, passive activity area	4.0 ^j	10.0 ^j		<u>.</u>		 - <u></u>		
ill ^k Community	25-99	2.2	Swimming pool or beach, picnic areas, boat launch, nature study area, playfield, softball and/or baseball diamond, tennis court, pas- sive activity area	2.0 ¹	••	0.9	Playfield, baseball diamond, softball diamond, tennis court	0.5-1.0 ^m	••		
IV ⁿ	Less than 25	1.7	Wading pool, picnic areas, playfield, softball and/or baseball diamond, tennis court, playground, basketball goal, ice-skating rink, passive activity area ^h	0.5-1.0 ⁰		1.6	Playfield, playground, baseball diamond, softball diamond, tennis court, basket- ball goal	0.5-1.0 ^m	••		

^a In urban areas facilities for intensive nonresource-oriented activities are commonly located in Type III or Type IV school outdoor recreation sites. These facilities often provide a substitute for facilities usually located in parks by providing opportunities for participation in intensive nonresource-oriented activities. It is important to note, however, that school outdoor sites do not generally contain natural areas which provide spece for passive recreation use.

^bThe identification of a maximum service radius for each park type is intended to provide another guideline to assist in the determination of park requirements and to assure that each resident of the Region has ready access to the variety of outdoor recreation facilities commonly located in parks, including space and facilities for both active and passive outdoor recreational use.

^CThe identification of a maximum service radius for each school site is intended to assist in the datermination of active outdoor recreation facility requirements and to assure that each urban resident has ready access to the types of active intensive nonresource-oriented facilities commonly located in school recreation areas.

^d For Type I and Type II parks, which generally provide facilities for resource-oriented outdoor recreation activities for the total population of the Region, the minimum per capita acreage requirements apply to the total resident population of the Region. For Type III and Type IV sites, which generally provide facilities for intensive nonresource-oriented outdoor recreation activities primarily in urban areas, the minimum per capita acreage requirements apply to the resident population of the Region. For Type III and Type IV sites, which generally provide facilities for intensive nonresource-oriented outdoor recreation activities primarily in urban areas, the minimum per capita acreage requirements apply to the resident population of the Region residing in urban areas.

^e Urban areas are defined as areas containing a closely spaced network of minor streets which include concentrations of residential, commercial, industrial, governmental, or institutional land uses having a minimum total area of 160 acres and a minimum population of 500 persons. Such areas usually are incorporated and are served by sanitary severage systems. These areas have been further classified into the following densities: low-density urban areas or areas with 7.00 to 17.99 dwelling units per net residential acre. medium-density urban areas or areas with 7.00 to 17.99 dwelling units per net residential acre.

1 For public school sites, which generally provide facilities for intensive nonresource-oriented outdoor recreation activities, the minimum per capita acreage requirements apply to the resident population of the Region residing in urban areas.

g Type I sites are defined as large outdoor recreation sites having a multicounty service area. Such sites rely heavily for their recreational value and character on natural resource amenities and provide opportunities for participation in a wide variety of resource-oriented outdoor recreation pursuits.

h A passive activity area is defined as an area within an outdoor recreation site which provides an opportunity for such less athlatic recreational pursuits as pleasure walking, rest and relaxation, and informal picnicking. Such areas generally are located in parks or in urban open space sites, and usually consist of a landscaped area with mowed lawn, shade trees, and benches.

i Type II sites are defined as intermediate size sites having a countywide or multicommunity service area. Like Type I sites, such sites rely for their recreational value and character on natural resource amenities. Type II parks, however, usually provide a smaller variety of recreation facilities and have smaller areas devoted to any given activity.

in general, each resident of the Region should reside within 10 miles of a Type I or Type II park. It should be noted, however, that within urban areas having a population of 40,000 or greater, each urban resident should reside within four miles of a Type I or Type II park.

^kType III sites are defined as intermediate size sites having a multineighborhood service area. Such sites rely more on the development characteristics of the area to be served than on natural resource amenities for location.

1/In urban areas the need for a Type III park is met by the presence of a Type II or Type I park. Thus, within urban areas having a population of 7,500 or greater, each urban resident should be within two miles of a Type III, II, or I park.

^mThe service radius of school outdoor recreation sites, for park and open space planning purposes, is governed primarily by individual outdoor recreation facilities within the school site. For example, school outdoor recreation sites which provide such facilities as playfields, playgrounds, and basketball goals typically have a service radius of one-half mile, which is the maximum service radius assigned to such facilities. As another example, school outdoor recreation sites which provide tennis courts and softball diamonds typically have a service radius of one mile, which is the maximum service radius assigned to such facilities. It is important to note that areas which offer space for passive recreational use are generally not provided at school outdoor recreation sites, and therefore Type III and Type IV school sites generally do not meet Type III and Type IV park accessibility requirements.

ⁿType IV sites are defined as small sites which have a neighborhood as the service area. Such sites usually provide facilities for intensive nonresource-oriented outdoor recreation activities and are generally provided in urban areas. Recreation lends at the neighborhood level should most desirably be provided through a joint community-school district venture, with the facilities and arecetational level should most desirably be provided through a joint community-school district venture, with the facilities and arecetational level should most desirably be provided through a joint community-school district venture, with the facilities and arecetational level should area required to be provided on one site available to serve the recreation alends of both the school standard of site available to serve the recreation alends at the school standard of 1.6 acress per thousand residents, a total of 3.3 acress per thousand residents or approximately 21 acres of recreation lends in a typical medium-density neighborhood would be provided. These acreege standards required to lands in a typical medium-density neighborhood would be provided. These acreege standards relate to lands required to provide for recreation facilities typically located in a neighborhood and are exclusive of the school building site and associated parking area and any additional natural areas which may be incorporated into the design of the park site such as drainageways and associated stormwater retenion basins, areas of poor soils, and floodlend areas.

⁰ The maximum service radius of Type IV parks is governed primarily by the population densities in the vicinity of the park. In high-density urban areas, each urban resident should reside within 0.5 mile of a Type IV park; in medium-density urban areas, each urban resident should reside within 0.75 mile of a Type IV park; in medium-density urban areas, each resident should reside within 0.75 mile of a Type IV park; in medium-density urban areas, each resident should reside within 0.75 mile of a Type IV park; and in low-density urban areas, each resident should reside within 0.75 mile of a Type IV park. It should be noted that the requirement for a Type IV park also is met by a Type I, II, or III park within 0.5-1.0 mile service radius in high-medium-, and low-density urban areas, respectively. Further, it should be noted that in the application of the service radius criterion for Type IV sites, only multiuse parks five acres or greater in area should be considered as satisfying the maximum service radius requirement. Such park sites generally provide areas which offer space for passive recreational uses, as well as facilities which provide opportunities for active recreational uses.

and proposed public parks, thus forming a truly integrated park and recreation-related open space system. Such open space lands satisfy the human need for natural surroundings, serve to protect the natural resource base, and ensure that many scenic areas and areas of natural, cultural, or historic interest assume their proper place as form determinants for both existing and future land use patterns.

Standards

The public sector should provide sufficient open space lands to accommodate a system of resource-oriented recreation corridors to meet the resident demand for extensive, nonmotorized, trail-oriented recreational activities. To fulfill these requirements, the following standards should be met:

1. A minimum of 0.16 linear mile of recreation-related open space consisting of linear recreation corridors should be provided for each 1,000 persons in the Region.

2. Recreation corridors should have a minimum length of 15 miles and a minimum width of 200 feet.

3. The maximum travel distance to recreation corridors should be five miles in urban areas and 10 miles in rural areas.

4. Resource-oriented recreation corridors should maximize use of primary environmental corridors for extensive trailoriented recreation activities; of outdoor recreation facilities provided at existing public park sites; and of existing recreation trail-type facilities.

C. Intensive Nonresource-Oriented Outdoor Recreation

Principle

Participation in intensive nonresource-oriented outdoor recreation activities, including basketball, baseball, ice-skating, playfield and playground activities, softball, pool swimming, and tennis, provides an individual with both the opportunity for physical exercise and an opportunity to test and expand his physical capability. Such activities also provide an outlet for mental tension and anxiety as well as a diversion from other human activities. Competition in the various intensive nonresource-related activities also provides an opportunity to share recreational experiences, participate in team play, and gain understanding of other human beings.

<u>Standard</u>

A sufficient number of facilities for participation in intensive nonresource-oriented outdoor recreation activities should be provided throughout the City. To achieve this, the per capita requirements and design criteria for various facilities should be met as indicated in Table 33.

D. Intensive Resource-Oriented Outdoor Recreational Activities

Principle

Participation in intensive resource-oriented outdoor recreation activities, including camping, golf, picnicking, downhill skiing, and stream and lake swimming, provides an opportunity for individuals and families to experience the exhilaration of recreational activity in natural surroundings, as well as an opportunity for physical exercise.

Standard

A sufficient number of facilities for participation in intensive resource-oriented outdoor recreational activities should be provided throughout the City. To meet this standard, the per capita requirements and design criteria for various facilities should be met as indicated in Table 34.

E. Land-Based Outdoor Recreational Activities

Principle

Participation in extensive land-based outdoor recreational activities, including bicycling, hiking, horseback riding, nature study, pleasure driving, ski touring, and snowmobiling, provides opportunity for contact with natural, cultural, historic, and scenic features. Such activities can increase an individual's perception and intensify awareness of the surroundings, contribute to a better understanding of the environment, and provide a wider range of vision and comprehension of all forms of life both as this life may have existed in the past and as it exists in the present. The family as a unit

NONRESOURCE-ORIENTED OUTDOOR RECREATION STANDARDS

			8			Design Standards			
Activity	Facility	Owner	Facility Per 1,000 Urban Residents	Typical Location of Facility	Facility Requirements (acres per facility)	Additional Suggested Support Facilities	Support Facility Requirements (acres per facility)	Total Land Requirement (acres per facility)	Service Radius of Facility (miles) ^b
Basebali	Diamond	Public Nonpublic Total	0.09 0.01 0.10 ^c	Types II, III, and IV general use site	2.8 acres per diamond	Parking (30 spaces per diamond) Night lighting ^d Concessions and bleachers ^d Buffer and landscape	0.28 acre per diamond 0.02 acre minimum 1.40 acres per diamond	4.5	2.0
Basketball	Goal	Public Nonpublic Total	0.91 0.22 1.13	Type IV general use site	0.07 acre per goal			0.07	0.5
Ice-Skating	Rink	Public Nonpublic Total	0.15 ^e -0.15	Type IV general use site	0.30 acre per rink minimum	Warming house	0.05 acre	0.35 minimum	0.5
Playfield Activities	Playfield	Public Nonpublic Total	0.39 0.11 0.50	Type IV general use site	1.0 acre per playfield minimum	Buffer area	0.65 acre minimum	1.65 minimum	0.5
Playground Activities	Playground	Public Nonpublic Total	0.35 0.07 0.42	Type IV general use site	0.25 acre per playground minimum	Buffer and landscape	0.37 acre	0.62 minimum	0.5
Softball	Diamond	Public Nonpublic Total	0.53 0.07 0.60	Types II, III, and IV general use site	1.70 acre per diamond	Parking (20 spaces per diamond) Night lighting ^d Buffer	0.18 acre per diamond 0.80 acre per diamond	2.68	1.0
Swimming	Pool	Public Nonpublic Total	0.015 ^f 0.015	Types II and III general use site	0.13 acre per pool minimum	Bathhouse and concessions Parking (400 square feet per space) Buffer and landscaping	0.13 acre minimum 0.26 acre minimum 0.70 acre minimum	1.22 minimum	3.0 3.0
Tennis	Court	Public Nonpublic Total	0.50 0.10 0.60	Types II, III, and IV general use site	0.15 acre per court	Parking (2.0 spaces per court) Night lighting Buffer	0.02 acre per court 0.15 acre per court	0.32	1.0

^a Facilities for intensive nonresource-oriented outdoor recreation activities generally serve urban areas. The minimum per capita requirements for facilities for intensive nonresource-oriented outdoor recreation activities, therefore, apply to the total resident population in each urban area of the Region.

^bFor each facility for intensive nonresource-oriented activity, the service radius indicates the maximum distance a participant should have to travel from his place of residence to participate in the corresponding activity.

^CEach urban area having a population of 2,500 or greater should have at least one baseball diamond.

d Support facilities such as night lighting, concessions, and bleachers generally should not be provided in Type IV sites. These sites typically do not contain sufficient acreage to allow adequate buffer between such support facilities and surrounding neighborhood residences.

^eEach urban area should have at least one ice-skating rink.

¹Each urban area having a population of 7,500 or greater should have one public swimming pool or beach.

Source: SEWRPC.

also can participate in extensive land-based recreational activities; such participation also serves to strengthen social relationships within the family. For activities like bicycling, hiking, and nature study, participation provides an opportunity to educate younger members of the family in the importance of environmental issues which may become of greater concern as they approach adulthood.

Standard

A sufficient number of facilities for participation in extensive land-based outdoor recreational activities should be provided throughout the City. Public facilities provided for these activities should be located within the linear resourceoriented recreation corridors. To meet this standard, the per capita requirements and design criteria for various facilities should be met as indicated in Table 35.

F. Water-Based Outdoor Recreational Activities

Principle

The rivers of the study area accommodate participation in extensive water-based recreational activities, including canoeing, fishing, and ice fishing, which may involve unique forms of physical exercise or simply provide opportunities for rest and relaxation within a particularly attractive natural setting. Participation in extensive water-based recreational activities requires access to the rivers, and such access should be available to the general public.

RESOURCE-ORIENTED OUTDOOR RECREATION STANDARDS

					· · · · · ·			Design Standards			·
Activity	Minimum Pe — Facility	r Capita Facilit Owner	Per Capita Re (facility per 1.0	equirements XXX residents)	Typical Location of Facility	Facility Requirements (acres per facility)	Additional Suggested Support Facilities	Support Facility Requirements (acres per facility)	Total Land Requirements (acres per facility)	Resource Requirements	Service Radius of Facility (miles)
Camping	Camp site	Public Nonpublic Total	0.3 1.4 1.8	5 7 2	Types I and II general use sites	0.33 acre per camp site	Rest rooms - showers Utility hookups Natural area backup lands	 1.5 acres per camp site	1.83	Ungrazed wooded area Presence of surface water Suitable topography and soils	25.0
Golf	Regulation 18 hole course	Public Nonpublic Total	0.0 0.0 0.0		Types I and II general use aites	135 acres per course	Clubhouse, parking, maintenance Practice area Woodland-water areas Buffer acres	8.0 acres per course 5.0 acres per course 35.0 acres per course 2.0 acres per course	185.0	Suitable topography and soils Presence of surface water Form-giving vegetation desirable	10.0
Picnicking	Tables	Public Nonpublic Total	6.3 2.3 8.7	15 ^c 19 14	Types I, II, III, and IV general use sites	0.07 acre per table minimum	Parking Shelters and grills Buffer and parking overflow	0.02 acre per table (1.5 spaces per table) 	0.11	Topography with scenic views Shade trees Presence of surface water desirable Suitable solts	10.0
Skiing	Developed slope (acres)	Public Nonpublic Total	0.0 0.0 0.1	10 90 00	Types I, II, and III general use sites	1.0 acre per acre of developed slope	Chalet Parking Ski tows (and lights) Buffer and maintenance Landscape	0.13 acre minimum 0.25 acre per acre of stope 0.40 acre per acre of stope 0.40 acre per acre of stope 0.35 acre per acre of stope	2.1	Suitable topography and soils (20 percant slope minimum) North or northeast exposure	25.0
Swimming	Beach (linear feet)	Public Nonpublic Totał	Major Inland Lakes 6 12 18	Lake Michigan 16 16	Types I, II, and III general use sites	40 square feet per linear foot (average)	Parking Bathhouse-concessions Buffer areas	0.2 acre per acre of beach 0.10 acre minimum 10 square feet per inear foot	d	Natural beach Good water quality	10.0

⁹Facilities for intensive resource-oriented activities serve both rural and urban residents of the Region. The minimum per capita requirements for facilities for intensive resource-oriented activities, therefore, apply to the total resident population of the Region.

^b Participants in intensive resource-oriented outdoor recreation activity travel relatively long distances from their home. The approximate service redius indicates the normal maximum distance a participant in the respective resourceoriented activity should have to travel from his place of residence to participate in the corresponding activity.

^C The allocation of the 6.35 picnic tables per thousand residents to publicly owned general-use sites is as follows: 3.80 tables per thousand residents of the Region to be located in Type I and Type II parks to meet the resourceoriented picnicking needs of the Region and 2.55 tables per thousand residents of urban areas in the Region to be located in Type IV parks to meet local picnicking needs in urban areas of the Region.

^d A picnic area is commonly provided adjacent to a swimming beach as a support facility. Thus, the total amount of acreage required for support facilities must be determined on a site-by-site basis.

		Design Standards					
Minim Facil	um Per Cap lity Require Facility	hita Public ments ⁸ Per Capita Requirements (linear mile per 1,000 residents)	Typical Location of Facility	Minimum Facility Requirements (acres per linear mile)	Suggested Support Facilities and Backup Lands	Minimum Support Facility Requirements (acres per linear mile)	Resource Requirements
Biking	Route	b	Scenic roadways		Route markers		
	Trail	0.16	Recreation corridor	1.45	Backup lands with resource amenities	24.2	Diversity of scenic, historic, natural, and cultural features Suitable topography (5 percent slope average maximum) and soils
Hiking	Trail	0.16	Recreation corridor	0.73	Backup lands with resource amenities	24.2	Diversity of scenic, historic, natural, and cultural features Suitable topography and soils
Horseback Riding	Trail	0.05	Recreation corridor Type I general use site	1.21	Backup lands with resource amenities	24.2	Diversity of scenic, historic, natural, and cultural features Suitable topography and soils
Nature Study	Center	1 per county	Types I, II, and III general use sites		Interpretive center building Parking		Diversity of natural features, including a variety of plant and animal species Suitable topography and soils
	Trail	0.02	Recreation corridor Types I, II, and III general use sites	0.73	Backup lands with resource amenities	24.2	Diversity of natural features, including a variety of plant and animal species Suitable topography and soils
Pleasure Driving	Route	c	Scenic roadways recreation corridor		Route markers		
Ski Touring	Trail	0.02	Recreation corridor Types I and II general use sites	0.97	Backup lands with resource amenities	24.2	Suitable natural and open areas Rolling topography
Snowmobiling	Trail	0.11	Private lands (leased for public use)	1.45	Backup lands, including resource amenities and open lands	24.2	Suitable natural and open areas Suitable topography (8 percent slope average maximum) and soils

LAND-BASED OUTDOOR RECREATION ACTIVITY STANDARDS

^aBoth urban and rural residents of the Region participate in extensive land-based outdoor recreation activities. Thus, minimum per capita requirements for trails for extensive land-based activities apply to the total resident population of the Region.

^bBike routes are located on existing public roadways; therefore, no requirement is provided.

^CPleasure driving routes are located on existing public roadways; therefore, no requirement is provided. However, a recreation corridor may provide a uniquely suitable area for the development of a system of scenic driving routes.

Standard

The proper quantity of public access points consistent with safe and enjoyable participation in the various extensive water-based recreational activities should be provided on major rivers throughout the study area. To meet this standard, the maximum interval between access points on canoeable rivers should be 10 miles.

OBJECTIVE NO. 5—TRANSPORTATION SYSTEM

An integrated transportation system which, through its location, capacity, and design, will effectively serve the existing and proposed land use pattern and promote the implementation of the plan, meeting the anticipated travel demand generated by the existing and proposed land uses.

PRINCIPLE

An integrated area transportation system serves to freely interconnect the various land use activities within the neighborhoods, City, and Region, thereby providing the attribute of accessibility essential to the support of these activities.

STANDARDS

1. The transportation system should provide access not only to all land presently devoted to urban development but to land proposed to be used for such development, as well as an orderly functional hierarchy of arterials, collectors, land access streets, and pedestrian paths to service the area. All streets and highways in the city study area should be placed into one of the following functional classifications. Bicycle paths for the city study area may be provided as a part of an overall bicycle path system plan and should be designed in conformance with the most recent edition of "Guide for Development of New Bicycle Facilities" published by the American Association of State Highway and Transportation Officials.

Land Access Streets: The primary function of land access streets is to conduct traffic to and from individual building sites.

<u>Collector Streets</u>: The primary function of collector streets is to collect traffic from urban uses abutting land access streets and convey it to arterial streets and/or activity centers.

<u>Arterial Streets</u>: The primary function of arterial streets is to provide for the expeditious movement of through traffic into, out of, and within the community. Arterial streets should be located to minimize the penetration of existing and proposed residential areas.

2. Streets and highways in the City should be improved to the cross-sections shown in Figure 18, as related to functional classification.

3. Transportation terminal facilities, such as off-street parking and off-street truck loading, should be located in proximity to the principal land uses to which they are accessory.

OBJECTIVE NO. 6—FIRE PROTECTION

The provision of facilities necessary to maintain high-quality fire protection throughout the City.

PRINCIPLE

The adequacy of fire protection in the City is dependent upon the relationship between the size and distribution of the city population and the location of facilities available to service that population.

STANDARD

Fire stations and equipment should be distributed based upon, in part, the standards shown in Table 36.

OBJECTIVE NO. 7—HOUSING

The provision of adequate location and choice of housing and a variety of housing types for varying age and income groups for different size households.

Figure 18

TYPICAL CROSS-SECTIONS FOR STREETS AND HIGHWAYS IN THE CITY OF CEDARBURG STUDY AREA^a

ARTERIAL STREET OR HIGHWAY^a

RANGE OF DESIRABLE UNDIVIDED URBAN CROSS-SECTIONS FOR TWO OR FOUR TRAFFIC LANES





^aThe cross-sections shown in this figure are, in all cases, typical, and are subject to variation depending upon traffic and parking lane widths, right-of-way widths, and relation to adjacent land uses, such variations appropriately being the subject of further consideration under subsequent preliminary engineering studies. These cross-sections are shown in order to provide the appropriate jurisdictional agencies and local officials with an indication of the amount of right-of-way that should be considered for reservation to accommodate the required number of traffic lanes, and of the pavement widths that are being suggested as a point of departure for the preliminary engineering studies.

ARTERIAL STREET OR HIGHWAY^a

RANGE OF DESIRABLE DIVIDED URBAN CROSS-SECTIONS FOR FOUR OR SIX TRAFFIC LANES



^aThe cross-sections shown in this figure are, in all cases, typical, and are subject to variation depending upon traffic and parking lane widths, right-of-way widths, and relation to adjacent land uses, such variations appropriately being the subject of further consideration under subsequent preliminary engineering studies. These cross-sections are shown in order to provide the appropriate jurisdictional agencies and local officials with an indication of the amount of right-of-way that should be considered for reservation to accommodate the required number of traffic lanes, and of the pavement widths that are being suggested as a point of departure for the preliminary engineering studies.

ARTERIAL STREET OR HIGHWAY^a

TYPICAL URBAN FRINGE OR SUBURBAN CROSS-SECTION FOR FOUR TRAFFIC LANES



^aThe cross-sections shown in this figure are, in all cases, typical, and are subject to variation depending upon traffic and parking lane widths, right-of-way widths, and relation to adjacent land uses, such variations appropriately being the subject of further consideration under subsequent preliminary engineering studies. These cross-sections are shown in order to provide the appropriate jurisdictional agencies and local officials with an indication of the amount of right-of-way that should be considered for reservation to accommodate the required number of traffic lanes, and of the pavement widths that being suggested as a point of departure for the preliminary engineering studies.

DESIRABLE CROSS-SECTION COLLECTOR STREET



DESIRABLE CROSS-SECTION BOULEVARD-TYPE COLLECTOR STREET



MINIMUM CROSS-SECTION BOULEVARD-TYPE COLLECTOR STREET



MINIMUM CROSS-SECTION MINOR STREET



DESIRABLE CROSS-SECTION MINOR STREET



TYPICAL CROSS-SECTION SHORT CUL-DE-SAC MINOR STREET







RECOMMENDED MINIMUM TWO-LANE BICYCLE PATH ON SEPARATE RIGHT-OF-WAY





RECOMMENDED MINIMUM PEDESTRIAN WAY

Source: SEWRPC.

Та	ble	36
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FIRE COMPANY DISTRIBUTION STANDARDS

	Optimum Service Radius in Miles		
District and Required Fire Flow	From Engine, Hose, or Engine-Ladder Company	From Ladder Company	
High-Value District (commercial, industrial, and institutional)			
Where required flow is 9,000 gallons per minute or more	0.75 1 1.50	1 1.25 2	
Residential District			
Where required flow is more than 2,000 gallons per minute or where there are buildings in the district three or more stories in height, including tenement houses, apartments, or hotels Same as above, but where the life hazard is above normal For buildings having an average separation of	1.50 1	2 1.25	
less than 100 feet (and a flow requirement of 2,000 gallons per minute or less)	2	3	
100 feet or more (and a flow requirement of 2,000 gallons per minute or less)	4	4	

NOTE: The above distances should be considered direct street travel distances. Also, the above distances should be reduced if a severe hazard to life exists; if streets are narrow or in poor condition; if traffic, one-way streets, topography, or other unusual locational conditions hinder response; or if other circumstances peculiar to the district or municipality indicate that such a reduction is needed.

PRINCIPLE

Adequate choice in size, cost, and location of housing units will assure equal housing opportunity.

STANDARDS

1. Housing units within the Cedarburg area should be geographically well distributed and be available in a full range of types, sizes, and costs, including manufactured housing, detached single-family dwellings, attached two-family dwellings, attached multi-family rowhouses or townhouses, and attached multi-family garden apartments or condominiums.

2. The supply of vacant and available housing units should be sufficient to maintain and facilitate ready housing consumer turnover. Rental and homeowner vacancy rates should be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units and a minimum of 1 percent and a maximum of 2 percent for homeowner units over a full range of housing types, sizes, and costs.

3. Residential densities in the City of Cedarburg should be generally provided in accordance with the following guidelines:

- a. Existing vacant rural estate, suburban, and low-density platted residential lots greater than 20,000 square feet in area should be developed and infilled with single-family residential development.
- b. Approximately 82 percent of the total net residential development area should consist of medium-density urban single-family dwelling units on 8,400- to 20,000-square-foot lots.
- c. Approximately 8 percent of the total net residential development area should consist of high medium-density urban multi-family dwelling units at densities ranging from 5.2 to 7.3 dwelling units per net residential acre.
- d. Approximately 10 percent of the total net residential development area should consist of high-density urban multifamily dwelling units at densities ranging from 7.4 to 16.1 dwelling units per net residential acre.

OBJECTIVE NO. 8—HISTORIC PRESERVATION

The preservation of the historical heritage of the City of Cedarburg area.

PRINCIPLE

The preservation of buildings, sites, and districts that possess historical or architectural significance will promote the educational, cultural, and general welfare of residents of the Cedarburg area and provide for a more interesting, attractive, and vital community. Accordingly, it is in the public interest to promote the protection, enhancement, perpetuation, and use of sites and improvements of special historical interest or value.

STANDARDS

A. General

The City of Cedarburg shall use the following standards which are consistent with the standards promulgated by the U.S. Secretary of the Interior for historic preservation projects. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction. The following apply to all treatments undertaken on designated historic properties in the City of Cedarburg:

1. Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building structure, or site and its environment, or to use a property for its originally intended purpose.

2. The distinguishing original qualities or character of a building, structure, or site and its environment should not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided whenever possible.

3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance shall be discouraged.

4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site, shall be treated with sensitivity.

6. Deteriorated architectural features shall be repaired wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features substantiated by historical, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

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

B. Acquisition

Acquisition is defined as the act or process of acquiring fee title, or interest other than fee title, in real property (including the acquisition of development rights or remainder interest). The following acquisition standards should be used for any property purchases in conjunction with the eight general historic preservation standards:

1. Careful consideration shall be given to the type and extent of property rights which are required to assure the preservation of the historic resource. The preservation objectives shall determine the exact property rights to be acquired.

2. Properties shall be acquired in fee simple when absolute ownership is required to ensure their preservation.

3. The purchase of less-than-fee-simple interests, such as open space or facade easements, shall be undertaken when a limited interest achieves the preservation objective.

4. Every reasonable effort shall be made to acquire sufficient property with the historic resource to protect its historical, archaeological, architectural, or cultural significance.

C. Protection

Protection is defined as the act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss, or attack, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment; in the case of archaeological sites, the protective measure may be temporary or permanent. The following protection standards are to be used in conjunction with the eight general standards:

1. Before applying protective measures which are generally of a temporary nature and imply future historic preservation work, an analysis of the actual or anticipated threats to the property shall be made.

2. Protection shall safeguard the physical condition or environment of a property or archaeological site from further deterioration or damage caused by weather or other natural, animal, or human intrusions.

3. If any historic materials or architectural features are removed, they shall be properly recorded and, if possible, stored for future study or reuse.

D. Stabilization

Stabilization is defined as the act or process of applying measures designed to reestablish a weather-resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists. The following stabilization standards are to be used in conjunction with the eight general standards:

1. Stabilization shall reestablish the structural stability of a property through the reinforcement of loadbearing members or by arresting material deterioration leading to structural failure. Stabilization shall also reestablish weather-resistant conditions for a property.

2. Stabilization shall be accomplished in such a manner that it detracts as little as possible from the property's appearance. When reinforcement is required to reestablish structural stability, work shall be concealed wherever possible so as not to intrude upon or detract from the aesthetic and historical quality of the property, except where concealment would result in the alteration or destruction of historically significant material or spaces.

E. Preservation

Preservation is defined as the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials. The following preservation standards are to be used in conjunction with the eight general standards:

1. Preservation shall maintain the existing form, integrity, and materials of a building, structure, or site. Substantial reconstruction or restoration of lost features generally is not included in a preservation undertaking.

2. Preservation shall include techniques of arresting or retarding the deterioration of a property through a program of ongoing maintenance.

F. Rehabilitation

Rehabilitation is defined as the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values. The following rehabilitation standards are to be used in conjunction with the eight general standards:

1. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural, or cultural material and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.

2. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed, the essential form and integrity of the structure would be unimpaired.

G. Restoration

Restoration is defined as the act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or the replacement of missing earlier work. The following restoration standards are to be used in conjunction with the eight general standards:

1. Every reasonable effort shall be made to use a property for its originally intended purpose or to provide a compatible use that will require minimum alteration to the property and its environment.

2. Reinforcement required for structural stability or the installation of protective or code-required mechanical systems shall be concealed wherever possible so as not to intrude or detract from the property's aesthetic and historical qualities, except where concealment would result in the alteration or destruction of historically significant practices.

H. Reconstruction

Reconstruction is defined as the act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or a part thereof, as it appeared at a specific period of time. The following reconstruction standards are to be used in conjunction with the eight general standards:

1. Reconstruction of a part or all of a property shall be undertaken only when such work is essential to reproduce a significant missing feature in an historic district or scene, and when a contemporary design solution is not acceptable.

2. Reconstruction of all or a part of a historic property shall be appropriate when the reconstruction is essential for understanding and interpreting the value of a historic district, or when no other building, structure, object, or landscape feature with the same associative value has survived and sufficient historical documentation exists to ensure an accurate reproduction of the original.

3. The reproduction of missing elements accomplished with new materials shall duplicate the composition, design, color, texture, and other visual qualities of the missing element. Reconstruction of missing architectural features shall be based upon accurate duplication of original features substantiated by historical, physical, or pictorial evidence, rather than upon conjectural designs or the availability of different architectural features from other buildings.

4. Reconstruction of a building or structure on an original site shall be preceded by a thorough archaeological investigation to locate and identify all subsurface features and artifacts.

5. Reconstruction shall include measures to preserve any remaining original fabric, including foundations, subsurface, and ancillary elements. The reconstruction of missing elements and features shall be done in such a manner that the essential form and integrity of the original surviving features are unimpaired.

These objectives, principles, and standards express the physical development intent of the City of Cedarburg. The standards perform a particularly important function in land use plan design since they form the basis upon which estimates of future community land use needs are based. Community land use requirements are developed in Chapter VIII based upon these objectives, principles, and standards.

Table 37

OUTDOOR RECREATION FACILITY REQUIREMENTS IN A TYPICAL MEDIUM-DENSITY RESIDENTIAL NEIGHBORHOOD UNIT

Facility	Minimum Standard Public Facility Requirement	Number of Facilities Required	Total Acreage Required
Active Recreation			
Baseball Diamond	0.09 per 1,000	1	4.5
Basketball Goal	0.91 per 1,000	6	0.42
Ice-Skating Rink	0.15 per 1,000	1	0.35 minimum
Playfield	0.39 per 1,000	3	4.95 minimum
Playground	0.35 per 1,000	2	1.24 minimum
Softball Diamond	0.53 per 1,000	2	5.36
Tennis Court	0.50 per 1,000	3	0.96
Subtotal	. . .		17.78 minimum
Passive Recreation	Add 10 percent of active recreation area total		1.8
Other Recreation ^a	Add 10 percent of active recreation area total		1.8
Total			21.38 minimum

NOTE: Medium density is defined as 2.3 to 6.9 dwelling units per net residential acre, with a total population of 6,500 within an area of one square mile (640 acres).

^aPicnicking facilities should be provided in a neighborhood park.

URBAN DESIGN CRITERIA

In order to develop physical solutions to the urban design problems identified in Chapter IV, certain urban design criteria must be agreed upon. In this respect, urban design criteria can be defined as a body of information which can be applied to the development of a solution or solutions to a specific urban design problem or set of problems. Specific urban design decisions should be based, in part, upon urban design criteria, as well as the underlying objectives. principles, and standards outlined herein. Urban design criteria have been developed with respect to residential development, industrial development, and highway and central business district commercial development. These criteria were used to arrive at the designs for city development outlined in the recommended plans presented in Chapters IX, X, and XI.

Residential Development

Urban Design Criteria

Urban design criteria relating to residential development are described with respect to residential neighborhood recreational facilities; street, block, and lot layouts and arrangements; residential structure orientation for solar access and energy conservation; general landscaping; utility easements; and stormwater drainage and erosion/sedimentation control.

<u>Neighborhood Recreational Facilities</u>: Recreational lands at the neighborhood level should provide a focal point for neighborhood activities and should be located and developed in conjunction with a neighborhood elementary school. The elementary school and recreational facilities should be provided on a common site available to serve the recreation demands of both the school student and the resident neighborhood population. The individual recreational facility requirements should be based upon the values listed in Table 37.

Streets:

<u>Limitation of Access to Arterial Streets</u>: Whenever proposed residential land uses abut an arterial street or highway, the character of the residential uses and the capacity and safety of the arterial facility should be protected by limiting access from the abutting land uses, and by separating through and local traffic, where possible, as shown in Figure 19. In addition, a planting screen should be provided in a nonaccess reservation along the rear property line, as shown in Figure 19.

Figure 19

REVERSED FRONTAGE LOTS FOR LIMITATION OF ACCESS TO ARTERIAL STREETS



Source: SEWRPC.

<u>Street Cross-Sections</u>: Street cross-section design criteria for arterial, collector, land access, and cul-de-sac streets are shown graphically in Figure 18.

<u>Street Grades</u>: Unless necessitated by exceptional topography, the maximum grade of any street should not exceed the following: arterial streets, 6 percent, and minor streets, alleys, and frontage streets, 10 percent. In addition, the grade of any street should not exceed 10 percent or be less than 0.5 percent. Street grades should be established so as to avoid excessive grading, the promiscuous removal of ground cover and tree growth, and unnecessary leveling of the topography.

<u>Street Intersections</u>: Streets should intersect each other at as near to right angles as topography and other limiting factors of design permit. In addition, the number of streets converging at one intersection should be held to a minimum, preferably to not more than two streets at one intersection. Also, the number of intersections along arterial streets and highways should be held to a minimum, and the distance between such intersections should generally not be less than 600 feet.

<u>Street Alignment</u>: Minor and collector streets should not necessarily continue across arterial streets. If the distance between the centerline intersections of any street and any intersecting arterial street is less than 250 feet measured along the centerline of the intersecting streets, or less than 125 feet measured along the centerline of other intersecting streets, then the street



IN ORDER TO FACILITATE SOLAR ACCESS, AND WHERE TOPOGRAPHY AND OTHER NATURAL FEATURES PERMIT, GENERALLY STREETS AND THE LONG AXIS OF BLOCKS AND STRUCTURES SHOULD BE LAID OUT IN AN EAST-WEST DIRECTION, WITH A MAXIMUM OF IO*: VARIATION TO THE NORTHWEST AND A MAXIMUM OF 25*: VARIATION TO THE SOUTHWEST, AS SHOWS.

Source: SEWRPC.

location should be adjusted so that the distance is increased or the adjoinment across the intersecting street is continuous, thus avoiding a jog in the flow of traffic.

Street, Block, and Structure Orientation for Solar Access: In order to facilitate solar access, where topography and other natural features permit, streets, blocks, and structures should generally be laid out in an east-west direction, with a maximum of 10° variation to the northwest and a maximum of 25° variation to the southwest, as shown in Figure 20. In situations where topography and other natural features do not permit these to be laid out in an east-west direction, lot and/or building orientation should be flexible to compensate for these natural barriers to solar access while still maintaining minimum yards and setbacks. Developments along north-south streets should be encouraged to have the structures built with the long roof axis facing south, as shown in Figure 20.

<u>Half Streets</u>: The platting of half streets should be avoided. Half streets put an unrealistic reliance on the chance that adjacent property owners will develop their properties at the same time. If half streets are allowed and then improved, their narrow width may result in street maintenance and traffic circulation problems. <u>Cul-de-Sac</u> Streets: Cul-de-sacs which are designed to have one end permanently closed should generally not exceed 500 feet in length. Such cul-de-sac streets should terminate in a circular turn around having a design similar to that depicted graphically in Figure 18.

<u>Handicap and Bicycle Access</u>: Wheelchair and bicycle curb ramps should be installed at street intersection crosswalks pursuant to Chapter 66 of the Wisconsin Statutes.

<u>Blocks</u>: The widths, lengths, and shapes of blocks should be suited to the planned use of the land; zoning requirements; the need for convenient access, control, and safety of street traffic; and the limitations of and opportunities provided by topography.

<u>Length</u>: Blocks in residential areas should not be less than 600 feet nor more than 1,200 feet in length unless otherwise dictated by exceptional topography or other limiting factors of good design.

<u>Pedestrian Ways</u>: Pedestrian ways of not less than 15 feet in width may be required near the center and entirely across any block of more than 900 feet in length to provide adequate pedestrian circulation or access to schools, parks, shopping centers, churches, or transportation facilities.

<u>Width</u>: Blocks should be wide enough to provide for two tiers of lots of appropriate depth except where required to separate residential development from through traffic. Width of lots or parcels reserved or designated for commercial or industrial use shall be adequate to provide for the off-street service and parking areas required by the use contemplated and to meet the area zoning restrictions for such use.

<u>Utilities</u>: Telephone and electric power lines should, where practical, be placed on midblock easements of not less than 20 feet in width centered on the property line and, where possible, along rear lot lines for underground construction.

Lots: The size, shape, and orientation of lots shall be appropriate for the location of the subdivision and for the type of development and use contemplated. The lots should be designed to provide an aesthetically pleasing building site and a proper architectural setting for the building contemplated.
<u>Side Lots</u>: Side lot lines should be at right angles to straight street lines or radial to curved street lines on which the lots face. Lot lines should follow municipal boundary lines rather than cross them.

<u>Double Frontage</u>: Double frontage or "through" lots should be prohibited except where necessary to provide separation of residential development from arterial traffic or to overcome specific disadvantages of topography and orientation.

<u>Access</u>: Every lot should front or abut a public street for a distance of at least 85 feet, and in the case of cul-de-sac public streets for a distance of at least 50 feet.

<u>Lot Size</u>: Area and dimensions of all lots should conform to the requirements of the City of Cedarburg Zoning Ordinance.

<u>Lot Depth</u>: Excessive depth of lots in relation to width should be avoided, and a proportion of two and one-half to one should be considered a maximum depth-to-width ratio. Lot depth should be increased by about 10 feet when abutting an arterial highway where no direct access is permitted to the highway to allow for a landscaped buffer strip between the highway and the residential land use. Where no landscaped buffer strip is provided, that distance should be increased to 30 feet.

<u>Lot Width</u>: Lots within the interior of a block should have the width at setback required by the City of Cedarburg Zoning Ordinance for the district in which the subdivision is located.

<u>Corner Lots</u>: Corner lots should have an additional width of 10 feet to permit adequate building setbacks from side streets.

<u>Lot Orientation for Solar Access</u>: In order to facilitate solar access, and where topography and other natural features permit, residential lots should be laid out with the long axis of the lot in a north-south orientation.

Residential Structure Orientation for

Solar Access and Energy Conservation:

<u>Code Conformance</u>: Single-family and twofamily dwelling structures should be constructed in such a manner as to meet the minimum energy conservation standards as defined in the Wisconsin Administrative Code, Section Ind. 22 of the Uniform Dwelling Code, entitled "Energy Conservation." <u>Orientation of Structures</u>: In order to facilitate solar access, generally the long axis of a residential structure where topography and other natural features permit should be in an east-west orientation, with a maximum of about 10° variation to the northwest and a maximum of about 25° variation to the southwest, as shown in Figure 20.

<u>General Landscaping</u>: Every effort should be made to protect and retain all existing trees, shrubbery, vines, and grasses not actually lying in public roadways, drainageways, paths, and trails. Trees should be protected and preserved during construction in accordance with sound conservation practices, including the use of wells or islands or retaining walls whenever abutting grades are altered.

<u>Cutting and Clearing</u>: Tree cutting and shrubbery clearing should not exceed 30 percent of the lot or tract if possible and should be conducted so as to prevent erosion and sedimentation and preserve and improve scenic qualities.

<u>Paths</u>: Easements for paths and trails in wooded and wetland areas should not exceed 15 feet in width unless otherwise approved by the City, and should be designed and constructed so as to result in the least removal and disruption of trees and shrubs and the minimum impairment of natural beauty.

<u>Shade Trees</u>: At least one shade tree of at least 10 feet in height should be planted for each 50 feet of frontage on public rights-of-way.

<u>Wind and Landscape Planting</u>: Landscaping should be done so as to minimize winter wind and promote summer wind effects on structures. Winter wind protection is afforded by planting landscaping of an adequate height to the west of structures. However, if solar access would be blocked, low shrubs should be used to divert or enhance winds. An optimum distance between a winter windbreak and a structure is approximately twice the tree height. A coniferous windbreak that is two rows wide is nearly optimum for efficiency, and additional rows would not significantly increase its effectiveness as a windbreak. Figure 21 illustrates the concept.

<u>Noise and Landscape Planting</u>: Groups of trees, shrubs, and other landscape masses, such as earth berms, can serve as noise barriers and should be utilized where noise could create problems for neighboring land uses. Such land-

LANDSCAPE PLANTING FOR WIND PROTECTION



A mass planting of landscape materials, including both deciduous and coniferous varieties, can decrease the wind velocity for a distance of about five times its planting height on its windward side and for about 25 times its height on the leeward (wind shadow) side.

Source: SEWRPC.

scaped noise barriers are the most effective when the barrier is near the noise source or receiver. Under daytime conditions, dense landscape plantings can provide noise reductions of 5 to 8 dBA¹ of traffic noise. Also, earth berms 12 feet high, when combined with dense landscape plantings, can reduce truck noise by 10 to 15 dBA. However, landscaped sound barriers can be expected to be less effective at night than during the day since, when surface air is cool (inversions), the noise will be refracted over any noise barrier. Landscape planting noise barriers should be used whenever possible. <u>Solar Access and Landscape Planting</u>: With respect to solar access, landscaping planted to the south of structures should be short, broad, deciduous species with open twig patterns, affording the passage of light through the branch structure in the winter. Figure 22 illustrates the concept.

Easements: Utility easements of widths adequate for the intended purpose but not less than 10 feet on each side of all rear lot lines and on side lot lines or across lots may be required by the City or by utility companies where necessary or advisable. All utilities in residential areas should be underground.

Stormwater Drainage and Erosion/Sedimentation Control: Stormwater drainage facilities should be adequate to serve the subdivision, and may include curbs and gutters, catch basins and inlets, storm sewers, road ditches, culverts, open channels, water retention structures, and settling basins. The facilities should be of adequate size and grade to hydraulically accommodate design flows through and from the subdivision, and shall be so designed as to prevent and control soil erosion and sedimentation and to present no hazards to life or property.

¹The source of acoustic energy is characterized by its Sound Pressure Level (SPL), usually measured in decibels (dB), by the tonal composition of the noise, and by the variation of SPL in time. Many scales for measuring noise have been devised. Of these scales, the A weighted measure of SPL (written as dBA) is becoming more and more common as a measure of environmental noise. For this measure, the weighting of the tonal composition of the noise is similar to that of the human ear.



DECIDUOUS LANDSCAPE PLANTING AND SEASONAL SOLAR ACCESS

Generally, landscape plantings to the south of structures should be broad, deciduous species with open twig patterns affording the passage of light through the branch structure in the winter. Deciduous plantings should be chosen since they drop their leaves in the fall and allow low winter sun to penetrate their branching structure. In the summer, the deciduous plantings can also provide sun shading of the structure, thus lowering unwanted summer heat gain.

Source: SEWRPC.

Earth-moving activities such as grading, topsoil removal, mineral extraction, road cutting, waterway construction or enlargement, excavation, channel clearing, ditching, drain tile laying, dredging, and lagooning should be so conducted as to prevent erosion and sedimentation and to least disturb the natural fauna, flora, watercourse, water regimen, and topography. Construction activities should be planned so that the soil is disturbed a minimal amount of time. Cut and filled lands outside of street rights-of-way should be graded to a maximum slope of 25 percent or to the angle of repose of the soil, whichever is less.

The subdivider should plant the grasses, trees, and vines—the species and size of which are to be determined by the City. The City may require the subdivider to undertake, provide, or install certain protection and rehabilitation measures, such as fencing, slopes, seeding, trees, shrubs, riprap, wells, revetments, berms, jetties, clearing, dredging, snagging, drop structures, brush mats, willow poles, and grade stabilization structures.

Industrial Development Urban Design Criteria

Urban design criteria relating to industrial development are proposed with respect to street, block, and lot layouts and arrangements; automobile parking; easements; stormwater drainage and erosion sedimentation control; and general landscaping.

Industrial-Related Streets:

Limitation of Access to Arterial Streets: Whenever proposed industrial land uses abut an arterial street or highway, access from abutting land uses should be limited to adequately protect the capacity and safety of the arterial facility. This protection can be accomplished through the separation of through and local traffic, where possible, by use of reversed frontage lots. Provision should be made for a planting screen or landscaping in a nonaccess reservation located along the rear property line of all such reversed frontage lots. The landscape planting reservation strip should be a minimum of 20 feet in width. Suggested alternative landscape planting designs for these strips are shown in Figure 19.

<u>Street Cross-Sections</u>: Street cross-section design criteria for industrial development are shown graphically in Figure 18. It is recommended that the desirable cross-section for a collector street be used as the land access street cross-section for industrial development.

<u>Street Grades</u>: Unless necessitated by exceptional topography, the maximum grade of any street in an industrial park should not exceed 3 percent. In addition, the grade of any street should in no case be less than five-tenths of 1 percent. And finally, street grades should be established so as to avoid excessive grading, the promiscuous removal of ground cover and tree growth, and unnecessary leveling of the topography. <u>Stormwater Drainage and Street Location</u>: Wherever practical, streets should follow lines of natural stormwater drainage.

<u>Street Intersections, Alignment, and Half</u> <u>Streets</u>: Street intersections, alignment, and half streets should follow the design criteria outlined for residential development.

Industrial-Related Blocks:

<u>General</u>: The widths, lengths, and shapes of blocks should be suited to the planned industrial use of the land; zoning requirements; the need for convenient access, control, and safety of street traffic; and the limitations of and opportunities provided by topography.

<u>Block Width</u>: Blocks should be wide enough to provide for two tiers of industrial lots of appropriate depth. The width of lots or parcels reserved or designated for industrial use shall be adequate to provide for the off-street service and parking required by the use contemplated and the area zoning restrictions for the use.

Industrial Lots:

<u>General</u>: The size, shape, and orientation of lots should be appropriate for the type of development and use contemplated. Lots should be designed to provide an aesthetically pleasing building site and a proper architectural setting for the industrial buildings contemplated. Side lot lines, double frontage lots, and lot access should follow the design criteria outlined for residential development.

<u>Lot Size</u>: The area and dimensions of all industrial lots should conform (at a minimum) to the requirements of the City of Cedarburg Zoning Ordinance for industrial uses.

<u>Lot Depth</u>: The depth of lots or parcels designated for industrial use should be adequate to provide for the off-street service and parking required by the use contemplated. Industrial lots backing onto lands of a lesser intensity of land use should have adequate depth to permit land-scape plantings or other design elements to serve as a buffer area between the two land uses. Lot depths which permit the assembly of individual lots to create large parcels of industrial property under one ownership should be encouraged.

<u>Lot Width</u>: Lots within the interior of an industrial block should have the minimum average width required in the zoning districts for the City. <u>Corner Lots</u>: Corner lots should have an additional width to permit adequate building and facility setbacks from side streets.

<u>Setbacks</u>: No building or portion of any industrial building should be built nearer than 25 feet from the front lot line of any industrial lot. Where industrial use directly abuts residential uses, open space a minimum of 50 feet wide should be provided on the industrial lot between the two uses.

<u>Side Yards</u>: Each building in the industrial park should have a side yard along each side lot line which should not be less than 25 feet. The parking or storage of trucks, products, or equipment should be prohibited in any side yard area.

Automobile Parking Lot Design Criteria:

<u>Placement of Off-Street Parking Lots</u>: Employee off-street parking should not be permitted within the front yard setback line of any industrial lot. However, visitor or customer parking may be allowed within the front setback from the street right-of-way line when approved by the City Plan Commission.

<u>Parking Spaces</u>: One parking stall of not less than 180 square feet, excluding drives and parking stall access area, should be provided on each industrial property for each 500 square feet of principal building area. Parking stalls should be added on each property as needed to accommodate all employees as building facilities expand. In addition, 2 percent of all parking stalls provided shall be properly designed for the physically handicapped.

<u>Parking Lot Landscaping</u>: Landscaping should be provided for automobile parking lots generally as depicted in Figure 23.

Easements, Stormwater Drainage, Erosion/ Sedimentation Control, and General Landscaping: Design criteria for these elements of an industrial area should follow those established for residential development.

Highway-Oriented Commercial

Development Urban Design Criteria for STH 57 and STH 143 Excluding the Central Business District

<u>Vehicular Circulation</u>: The vehicular circulation system should be developed for easy access to the commercial parking facilities from the community. Vehicular and pedestrian conflicts

LANDSCAPING OF INDUSTRIAL-RELATED AUTOMOBILE PARKING LOTS





Source: SEWRPC.

should be avoided where possible; where conflicts cannot be totally avoided, they should be minimized. Arterial streets and highways should be designed in accordance with those arterial street cross-sections shown in Figure 18.

Limitation of Arterial

Highway Vehicular Access:

Arterial Highway Access and Street Intersections: No new direct public or private access should be permitted to an arterial street or highway within 100 feet of the intersection of the right-of-way lines of another arterial street; and, where land parcel size permits, no new direct public or private access should be permitted to an arterial street or highway within 250 feet of the intersection of the right-of-way lines of another arterial street, as shown in Figure 24.

<u>Arterial Highway Access Barriers</u>: Access barriers such as curbing, fencing, landscaping, or other topographic barriers should be erected to prevent undesirable vehicular ingress or egress to arterial streets or highways and properly and safely channelize traffic movements. When landscaping is used as an access barrier, the

ARTERIAL HIGHWAY ACCESS AND DRIVEWAY AND STREET INTERSECTIONS



Source: SEWRPC.

width of such landscaped area should be a minimum of 10 feet, as shown in Figure 25. When landscaping is not used, the minimum width should be five feet.

<u>Reversed Frontage Lots to Limit Arterial Highway Access</u>: The design criteria outlined for residential development should be used.

Driveways and Land Access Streets: Driveways should be spaced a minimum of 200 feet apart. as shown in Figure 24, and where such spacing cannot be readily achieved, joint access with adjoining property should be encouraged. Also, the number of intersections of streets along arterial streets and highways should be held at a minimum, with the distance between such intersections generally being not less than 1,200 feet. Streets and land access driveways should intersect each other at as nearly right angles as topography and other limiting factors of good design permit. Driveway entrances along both sides of an arterial should be aligned, as illustrated in Figure 26, which will assist in reducing the number of driveways needed and limit some of the confusion caused by unaligned driveways. Also, the use of shared driveways and parking lots in commercial areas should be promoted as shown in Figure 27. The use of looped land

access streets or drives can also assist in reducing the number of driveway intersections along an arterial, as illustrated in Figure 28.

Parking Lot Access from Arterial Streets:

<u>Parking Visibility from Arterial Streets</u>: Commercial parking lots should be clearly visible from an arterial street or highway and have clearly marked entries and exits and be visually distinguished from public rights-of-way.

<u>Off-Street Parking</u>: All parking areas serving highway commercial development should be offstreet. Parking perpendicular to arterial street rights-of-way with direct access to the rights-ofway without a service drive should be prohibited.

<u>Pedestrian Circulation</u>: The pedestrian movement system in commercial areas should form linkages between the various commercial activities and commercial sites. The system should not conflict with vehicular circulation; if conflicts cannot be totally avoided, they should be minimized. Spatial sequences, visual aspects, and pavement texture should also be taken into consideration in the placement of sidewalks so that the pedestrian is offered a variety of visually pleasing experiences which add to the overall enjoyment of the commercial area. A

MINIMUM DESIGN OF LANDSCAPED HIGHWAY ACCESS BARRIERS



Source: SEWRPC.

Figure 26

Figure 27

MMERCIAL BUILDING

DESIRABLE DRIVEWAY ALIGNMENT ALONG DESIRABLE USE OF SHARED DRIVEWAYS ARTERIAL STREETS IN COMMERCIAL AREAS AND PARKING LOTS IN COMMERCIAL AREAS



Source: SEWRPC.

SHARED DRIVES ARTERIAL SHARED PARKING LOT

Source: SEWRPC.

recommended minimum sidewalk width is five feet. Provisions for the handicapped in sidewalk construction should be made. In highway commercial areas, a pedestrian path system should be provided on both sides of the arterial where there are activities on both sides of the arterial, and a pedestrian crossing of the arterial should be provided at least every 400 feet and preferably every 200 feet in areas of moderate to heavy pedestrian flow.



Source: SEWRPC.

Land Use Spatial Considerations:

<u>Commercial Business Clustering</u>: Businesses with similar characteristics should form commercial clusters and locate within proximity of one another in order to better define identifiable commercial areas for the user, provide functional linkages of similar business types, and provide circulation linkages for both vehicular and pedestrian traffic, as illustrated in Figure 29. Businesses may be so located forming the following five general types of clusters:

- 1. <u>Shopping center retail sales and service</u> characterized by onsite parking for customer automobiles and a pedestrianized shopping environment. Uses in this category include general merchandise stores, food stores, apparel and accessory stores, drug stores, department stores, gift shops, personal services, banks/savings and loan institutions, and restaurants (not drive-in or drive-through).
- 2. <u>Offices</u> including professional offices, medical offices, dental offices, clinics, and reproduction services.
- 3. Large floor-area retail sales characterized by onsite parking for customer automobiles, customer off-street loading facilities, and a limited pedestrianized shopping environment. Uses in this category include furniture sales, appliances sales, factory outlet stores, and garden centers.

Figure 29

CONCEPTUAL SKETCH OF CLUSTERED COMMERCIAL AREAS ALONG AN ARTERIAL HIGHWAY



Source: SEWRPC.

- 4. <u>Automobile-oriented retail sales and services</u> characterized by sales and service to commercial customers in the automobile. These types of commercial uses are not pedestrian oriented onsite. Uses in this category include gasoline stations, automobile sales/service, bowling alleys, car washes, drive-in theaters, drive-in banking, drive-in/drive-through restaurants, and motels.
- 5. <u>Bulk sales and construction services</u> characterized by onsite parking for customer automobiles, onsite outdoor areas for merchandise storage and sales, customer offstreet loading facilities, and open outdoor pedestrian areas for bulk sales of merchandise. Uses in this category include building supplies, equipment sales, septic system service, and LP gas sales/storage.

<u>Minimum Commercial Lot Sizes</u>: Minimum lot sizes in certain designated commercial areas along arterial streets and highways should be one acre with minimum frontage of 150 feet. Commercial lot sizes should meet at least the minimum lot size requirements specified by the City Zoning Ordinance.

<u>Land Use Buffers</u>: Commercial land uses should be buffered from adjacent incompatible land uses such as residential, industrial, and institutional land uses by either natural or man-made means such as distance, landscaping, fencing, or walls.

Internal Site Circulation:

<u>Vehicular Circulation Between Adjacent Proper-</u> <u>ties</u>: Provision for circulation between adjacent commercial uses should be provided through coordinated land access drives and/or jointly used parking lots.

Onsite Vehicular Circulation: The vehicular circulation system within and around separate parcels of land should be developed so as to provide easy access to parking facilities from the larger community without destroying the safety or capacity of arterials. Vehicular pedestrian conflicts should be avoided where possible. Where conflicts cannot be totally avoided, they should be minimized. Also, delivery and service circulation patterns on the site should not conflict with customer circulation.

<u>Onsite Queued Vehicle Storage</u>: There should be sufficient onsite space to accommodate at least three queued vehicles waiting to park or exit the parking lot without utilizing any portion of the arterial street right-of-way or in any other way interfering with arterial street traffic and safety. For drive-up services, queuing area to accommodate a minimum of 10 vehicles onsite should be provided.

Onsite Parking Areas:

<u>Parking Lot Surfacing</u>: All off-street parking areas should be graded and hard surfaced so as to be dust free and properly drained. Any parking area for more than five vehicles should have the aisles and parking spaces clearly marked in order to distinguish between parking stalls and vehicular circulation areas. Minimum dimensions for parking lots are shown in Figure 30.

<u>Parking Space Size</u>: The size of each parking space should be not less than 180 square feet exclusive of the space required for ingress and egress to the parking space. Additional space shall be provided for those stalls assigned for the use of the physically handicapped.

<u>Number of Parking Spaces</u>: Parking spaces should be provided in sufficient number to meet the requirements of the City Zoning Ordinance. Parking spaces shall also be provided to serve the handicapped. <u>Parking Lot Drive Width</u>: Parking lot drives should be a minimum of 24 feet wide for two-way traffic and at least 12 feet wide for one-way traffic.

<u>Parking Curbs and Barriers Near Side and Rear</u> <u>Lot Lines</u>: Curbs or barriers should be installed a minimum of five feet from side and rear property lines so as to prevent the parked vehicles from extending over any lot lines and to provide a minimum space for visual screening when needed.

<u>Parking Lot Lighting</u>: Parking lot lighting in commercial areas should serve four purposes. First, the lighting should provide for the safe movement of pedestrian and vehicular traffic. Second, it should promote security and crime prevention. Third, the lighting should help create an aesthetically pleasing environment at night, as well as during the daylight hours. Fourth, the lighting should serve to promote the use of the commercial facilities both day and night.

Recommended illumination for commercial parking areas is about 1.0 footcandle.² All other outside lighting should be arranged and shielded to prevent glare or reflection, nuisance, inconvenience, or hazardous interference of any kind on adjoining streets or residential properties.

<u>Parking Lot Location</u>: Parking lots should be so located on the site to minimize customer walking distances to the facility the parking lot is serving.

<u>Onsite Service and Loading Areas</u>: Service and loading areas should be located for easy service vehicle access. Service and loading areas should not conflict with pedestrian or general vehicular traffic in the area. Also, service and loading

²Recommended standards from the U. S. Department of Transportation, Federal Highway Administration's <u>Roadway Lighting Handbook</u>, Washington, D. C., U. S. Government Printing Office, December 1978, p. 118. The recommended illumination value shown is meaningful only when designed in conjunction with other elements. The most critical elements are luminaire mounting height, spacing, transverse location of luminaires, luminaire selection, traffic conflict areas, border areas, transition lighting, alleys, and roadway lighting layouts.



Source: SEWRPC.

areas which are generally not aesthetically pleasing should be so oriented or designed to obscure visual contact from the customers of the area.

Landscaping and Site Development:

Shade Tree Location: At least one shade tree of at least six feet in height should be planted for each 50 feet of frontage. Columnar varieties of shade trees may require shorter distances between plantings.

Urban Landscape Plant Selection: Landscape plantings are an important part of an attractive commercial area. Landscape plantings have functional as well as aesthetic characteristics which would improve a commercial area to a great extent. Plantings of trees and shrubs can provide shade and shelter, act as limited noise buffers and visual screens, assist in the channeling of pedestrian and vehicular traffic, act as windbreaks, and decrease insolation (incoming solar radiation) before it reaches the ground, thus preventing re-radiation (long-wave radiation) from asphalt and concrete surfaces.

Parking Lot Landscaping: All off-street parking areas which serve five or more vehicles should be provided with accessory landscape areas

totaling not less than 2.5 percent of the total surfaced parking area. The minimum size of each landscape area should not be less than 180 square feet. Location of landscape areas, plant materials, protection afforded the plantings, including curbing, and provision for maintenance should be considered. Plans for such parking areas should include a topographic map or grading plan which shows existing and proposed grades and location of improvements. The preservation of existing trees, shrubs, and other natural vegetation in the parking area may be included in the calculation of the required minimum landscape area. Those parking areas for five or more vehicles, if adjoining a residential use, should be screened from such residential uses by a solid wall, fence, dense evergreen planting, or other effective means, built and maintained at a minimum height of six feet. Off-street parking should not be closer than 10 feet to the base building setback lines. Landscaping elements should be placed where they will not interfere with the parking, parking lot maintenance, vehicular egress and ingress, or snow removal.

Areas of Existing Vegetation: Every effort should be made to protect and retain existing trees, shrubbery, vines, and grasses not actually growing in public roadways, drainageways, paths, or trails. Trees should be protected and preserved during construction in accordance with sound conservation practices, including by the use of wells, islands, or retaining walls whenever abutting grades are altered to the extent that an existing tree could be damaged or destroyed.

Site Furniture and Amenities: Site furniture and amenities include a myriad of man-made objects which have the functions of serving pedestrian needs and adding visual variety in a commercial area. Site furniture and amenities include lighting luminaires and posts, plant containers, street seating, fences and gates, handrails, drinking fountains, water fountains, sculpture, clocks, play equipment, bicycle racks, garbage receptacles, fire hydrants, telephones, bollards, kiosks, newspaper boxes, sun-shading devices, parking meters, and signage. The design and placement of such items should contribute to the overall design theme of the commercial area, serving an aesthetic as well as a utilitarian function, while adding a sense of design continuity and human scale.

<u>Above-Ground Utility Cables</u>: The location or relocation of above-ground utilities underground should be considered since these wires detract from the overall appearance of the commercial area and typically add to visual clutter.

<u>Utility Easements</u>: Utility easements of widths adequate for the intended purpose, but not less than 10 feet on each side of all rear lot lines and on side lot lines or across lots, may be required by the City where necessary or advisable for electric power and communication wires and conduits; storm and sanitary sewers; and gas, water, and other utility lines. Where a land division is traversed by a watercourse, drainageway, or street, an easement should be provided for drainage purposes of a width and alignment specified by the City Engineer.

Stormwater Drainage and Erosion/Sedimentation Control: Stormwater drainage and erosion/ sedimentation control should be in conformance with the design criteria established for residential development.

General Highway Commercial Area Maintenance: A complete and thorough public maintenance program for public lands, as well as individual private maintenance programs in the commercial areas, should be established in order to ensure attractiveness. Improvements to buildings and their continued positive appearance is dependent upon proper maintenance attitudes and procedures. However, during the urban design process, the provision of easy access for window and building facade cleaning, painting, and repairing should be considered, and building materials should be selected with an insight into their durability and maintenance requirements. Maintenance programs should be established which include the watering, maintenance, and pruning of any landscape planting areas; the cleaning up of litter and emptying of trash containers in a timely fashion; the sweeping, cleaning, and repairing of paved surfaces; and the care and maintenance of site furniture. replacement of broken and/or vandalized parts. and replacement of burned-out light bulbs.

Central Business District

(CBD) Urban Design Criteria

Vehicular Circulation: The vehicular circulation system should be developed for easy access to the Cedarburg CBD parking facilities from the community. Vehicular and pedestrian conflicts should be avoided where possible. Where conflicts cannot be totally avoided, they should be minimized. Also, delivery and service circulation patterns should not conflict with customer circulation. The vehicular circulation system should also provide visually pleasing experiences to the motorist.

<u>Parking</u>: Parking spaces in the Cedarburg CBD should be provided pursuant to City Zoning Ordinance requirements. The size and design of parking areas in the CBD should be such that the character of the Cedarburg central business district is maintained, and parking areas should be attractively landscaped. The walking distance between parking and commercial areas should be minimized.

<u>Delivery and Service Areas</u>: Service and loading areas in the Cedarburg CBD should be located for easy service vehicular access. Service and loading areas should not conflict with pedestrian or vehicular traffic in the Cedarburg central business district. Also, service and loading areas that are generally not aesthetically pleasing should be oriented or designed so as to obscure visual contact from the customers of the area.

Pedestrian Circulation: The pedestrian movement system in the Cedarburg central business district should form linkages between the various activities in the central business district area. The system should eliminate conflict with vehicular circulation. If conflicts cannot be totally avoided, they should be minimized. Spatial sequences, movement patterns, visual aspects, and pavement texture should also be taken into consideration in the placement of new sidewalks so that the pedestrian is offered a variety of visually pleasing experiences adding to the overall enjoyment of the central business district area. A recommended minimum minor sidewalk width is five feet but can be larger depending upon the design intent. Provisions for the handicapped in sidewalk construction should also be made pursuant to Chapter 66 of the Wisconsin Statutes.

<u>Urban Landscape Plant Selection</u>: Landscape plantings are an important part of an attractive CBD. Landscape plantings have functional as well as aesthetic characteristics which would improve the CBD to a great extent. Plantings of trees and shrubs can provide shade and shelter, act as limited noise buffers and visual screens, assist in channeling pedestrian and vehicular traffic, act as windbreaks, and decrease insola-

EFFECT OF LANDSCAPE PLANTINGS ON AIR TEMPERATURE AND PEDESTRIAN COMFORT



Source: SEWRPC.

tion before it reaches the ground, thus preventing re-radiation from asphalt and concrete surfaces, as shown in Figure 31.

Street Lighting: Generally, primary lighting luminaires in the CBD should be mounted on posts at a height of 10 to 15 feet. This height allows the lighting to relate to both human and building scale. Lighting fixtures or luminaires should be placed so that light overlaps at a height of about seven feet. Post and luminaire design should reflect the overall character of the Cedarburg central business district. Recommended illumination for the Cedarburg central business district is about 2.0 footcandles.

Street Furniture: Street furniture includes a myriad of man-made objects which serve the functions of adding variety and serving pedestrian needs in a central business district. Street furniture items include lighting luminaires and posts, plant containers, street seating, fences and gates, handrails, drinking fountains, water fountains, sculpture, clocks, play equipment, bicycle racks, garbage receptacles, fire hydrants, telephones, bollards, kiosks, newspaper boxes, sun-shading devices, parking meters, and signage. The design and placement of such items should contribute to the overall historic design theme of the Cedarburg central business district, serving an aesthetic as well as a utilitarian function, while adding a sense of design continuity and human scale to the CBD.

<u>Above-Ground Utility Wires</u>: In the CBD, the relocation of above-ground utilities either underground or, where possible, to alleys should be considered, since these wires detract from the overall appearance of the Cedarburg CBD and typically add to visual clutter.

<u>General Maintenance</u>: A complete and thorough public maintenance program, as well as private maintenance programs in the central business district, should be established in order to ensure the attractiveness of the area. Improvements to

building facades and their continued positive appearance is dependent upon proper maintenance attitudes and procedures. However, during the urban design process, the provision of easy access for window and building facade cleaning. painting, and repairing should be considered. and building materials should be selected with an insight into their durability and maintenance requirements. A maintenance program should be established which includes the watering, maintenance, and pruning of any landscape planting areas: the cleaning up of litter and emptying of trash containers in a timely fashion; the sweeping, cleaning, and repairing of paved surfaces: and the care and maintenance of street furniture, the replacement of broken and/or vandalized parts, and the replacement of burned-out light bulbs.

<u>Highway Commercial and Central</u> <u>Business District Architectural Design</u>

Commercial Streetscape Facades: The structural shapes of buildings, their proportions, the placement of openings such as doors or windows, the placement of signs, and various other building details all contribute to the overall commercial streetscape appearance. Although the building facades of two adjacent buildings may be different, their overall appearance can be made compatible through the proper use of these visual elements. Individual building facade treatment plans should be developed based, in part, upon the design character of the surrounding commercial area and the various urban design criteria developed herein, thus assuring a degree of compatibility of architectural design with neighboring structures.

In the Cedarburg central business district, many of the storefronts, store entries, and general urban facades still retain to some degree their original architectural character. Every effort should be made to enhance or recapture the original character of those buildings of historic significance pursuant to the standards promulgated by the U.S. Secretary of the Interior for historic preservation projects, and as outlined in Objective No. 8 in this chapter. Canopies and awnings, in addition to providing shade from direct sunlight and protection to pedestrians from inclement weather, can preserve and promote the overall visual horizontal continuity of the Cedarburg central business district and can assist in the development of a uniform and visually compatible signage system. Maintaining the cornice or soffit line of a building or group of buildings also assists in assuring horizontal continuity and maintaining scale.

Front Yards, Rear Yards, and Side Yards: Front, rear, and side yards should be kept clean and proper garbage receptacles used. Other unsightly features should be covered from view in a creative fashion. Entrances that are used by the general public should provide a walkway having safe and attractive features, including landscape plantings when possible. Where a building site or yard is exposed to public view, consideration should be given to its impact on the surrounding area. Setbacks should be determined by the City of Cedarburg Zoning Ordinance.

Urban Scale and Mass: The relative proportion or scale of a building to its neighboring buildings, of a building to the pedestrian or observer, or of a building to the surrounding area should be considered when new commercial buildings are built or when existing commercial buildings are remodeled or altered. Visual elements that contribute to this overall scale and mass in commercial areas include the visual rhythm and proportion of the elements of the building facades, the architectural detailing, the visual directional emphasis of the streetscape (which can be either horizontal or vertical line direction), the symmetrical or asymmetrical character of the building facades, the mass of individual buildings, the use of landscape planting materials, the size and configuration of open spaces, the use of building materials, the use of color, building height and width, and the use of street furniture. Figure 32 illustrates an example of the relationship of urban scale to the commercial streetscape.

Streetscape Rooflines and Roof Shapes: The upper edges of building roofs or rooflines visually define the upper edge or height of the building and streetscape. The visual continuity of rooflines should be maintained if warranted, and building development or redevelopment with opposing rooflines should be discouraged. Figure 33 illustrates the relationship of rooflines and roof shapes to an overall commercial streetscape.

Since the majority of the roofs in the Cedarburg CBD are flat, they are not easily viewed from the roads. However, the rooflines and parapet walls of many of these structures have pronounced and similar cornice and brick corbel details which create both interest and visual unity among some



Source: SEWRPC.

of the structures. These upper edges of the parapet walls—or coping—and cornices visually define the upper edge or height of the building and streetscape (a "cornice" is the projecting member at the top of a wall with decorative and utilitarian coping; a "corbel" is a type of bracket formed by extending successive courses of brick so that they extend out from the wall surface). The visual continuity of these urban design elements should be maintained if warranted.

<u>Materials</u>: Material selection for both architectural and landscape design in commercial areas should be based upon material unity, the atmosphere desired, the material composition of surrounding buildings and landscape features, compatibility with other materials, and climatic considerations. Since the exterior materials used in the Cedarburg CBD are primarily natural stone, brick masonry, concrete masonry, wood, and, to a limited extent, concrete, deviation from these materials should be minimized. Through the use of these predominant materials, the overall building facade texture of the central business district will be maintained. Conflicting material use and relationships such as those shown in Figure 34 should be avoided.

Source: SEWRPC.

Colors: The use of colors has a significant effect upon the overall appearance of a commercial area, such as a central business district. In commercial areas, colors should be selected based upon the colors of both the surrounding man-made environment and the natural environment. Colors that clash with the overall visual character of the commercial area should be avoided and discouraged. In the central business district, colors should be selected to blend well with the colors of existing wood and exposed stone and masonry buildings. "Earthy" colorsreds, browns, soft greens, and beiges-would be appropriate based upon the colors of many of the existing central business district buildings. Colors that clash with the overall visual character of the CBD should be avoided.

<u>Architectural Details</u>: Architectural details and building ornamentation (if present) often represent historic elements of architecture and are



Source: SEWRPC.

important components of the overall character of a commercial area. The distinctiveness of older commercial buildings is directly associated with their architectural details. Unsympathetic design changes on a building can destroy both the architectural character of the building and the overall commercial streetscape as well. Significant architectural details should not be lost in rehabilitation or "modernization." Remodeling efforts should attempt to retain any rich architectural details. However, efforts to transform an existing building into an earlier period through the use of details that were not originally used on the structure are usually not successful, as such details do not usually restore the architectural integrity of the building.

<u>Accessory Buildings</u>: Accessory buildings and structures in commercial areas should be compatible with principal structures in terms of building facade character, scale and mass, rooflines and roof shapes, materials, colors, and architectural details, particularly if they are visible from public areas.

<u>Mechanical Equipment for Commercial Buildings</u>: Mechanical equipment visible from public areas should be installed to be unobtrusive or shielded from view. Rooftop and grade-level mechanical equipment should be effectively screened from public view.

Signage: In addition to conforming with the rules and regulations of Chapter 18 "Sign Regulation Ordinance" of the City of Cedarburg Municipal Code, signs should be designed to conform with the overall character of the Cedarburg central business district. Lettering on signs in the Cedarburg CBD should be functional as well as visually pleasing. Truly functional lettering is of a typeface that is easy to read, and that makes its message clear from the distance it is intended to be read. Where shop owners wish to maintain the overall character of the late nineteenth century architectural style of a building, a nineteenth century style lettering can be used. Most serif or sans serif lettering styles fall into this category. Generally, the fewer the words on the sign face, the more likely people will be able to read the sign easily. Since the building facades in the Cedarburg central business district have predominantly flat storefronts and are oriented parallel to central business district streets, flush-mounted face signs should be used. Standard franchise and brand name signs should be avoided. Signs should be placed in visually pleasing and logical places of the facade, including areas of the building facade that are void of openings, projections, and architectural details. Signage height should be consistent between stores in the same city block streetscape facade.

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Chapter VIII

DEFINITION OF YEAR 2010 COMMUNITY REQUIREMENTS

INTRODUCTION

Chapter VII of this report identifies the physical development goals of the City of Cedarburg, the supporting rationale behind each goal, and the standards and urban design criteria to be used as a basis for generating and evaluating alternative land use plans and development proposals. The standards perform a particularly important function in the plan formulation process since they are utilized to identify future land use and facility requirements. Two types of standards have been adopted by the City: comparative and absolute. Comparative standards can be applied only through a comparison of alternative plan proposals. Absolute standards can be applied individually to each alternative plan proposal since they are expressed in terms of maximum. minimum, or desirable values.

As part of the land use planning process, the standards listed in Chapter VII were applied in conjunction with the intermediate forecast population level presented in Chapter II to provide a set of basic land use and community utility and facility requirements to be met by the land use plan. In addition, certain other general and specific requirements and recommendations of regional plans prepared by the Regional Planning Commission were incorporated into the development plan for the City. The land use and community facility requirements for the City used in the land use planning design process are described below.

LAND USE REQUIREMENTS

The land use requirements of the probable future resident population of the Cedarburg area were determined by applying two basic types of standards: per capita standards, expressed as the number of acres of a given land use category per hundred or per thousand population, and accessibility standards, expressed as maximum service area radii for certain sites, land uses, and facilities. The per capita standards were intended to help estimate the total number of acres of land needed to satisfy each basic land use requirement of the resident population in the year 2010. The accessibility standards were intended to assure that the land allocations were spatially distributed in a convenient and efficient manner. The accessibility standards, as outlined in Chapter VII, as well as the per capita standards are embodied in the plan presented in Chapter IX. It should be recognized that in some situations, per capita standards may be met, but a need may still exist for additional land because of the relative inaccessibility or distance of an existing use or facility to some of the resident population of the City. The process used to determine the year 2010 land use requirements of the Cedarburg area is graphically illustrated in Figure 35.

Table 38 summarizes urban land use requirements in the city urban service area through the year 2010. The table is based upon the land use standards set forth under land use development Objective No. 1 and Table 30 in Chapter VII for residential, commercial, industrial, governmental/institutional, and recreational development, as well as City Plan Commission policy regarding these land use categories. It should be recognized that while forecasts of population levels must be prepared and utilized in the application of land use standards, these forecasts involve uncertainty, and therefore must be used with caution and tempered by local City Plan Commission policy and the desires of city residents in general. Forecasts cannot take into account events that are unpredictable but which may have major effects upon future conditions. The validity of the need determined through the application of the standards to forecast population levels must, therefore, be periodically reexamined by the City Plan Commission.

It should also be noted that while many of the objectives and standards relate to the resident population to be served, one of the most important of the objectives—that relating to the preservation and protection of the underlying and sustaining natural resource base—is, in effect, independent of any resident population level. Preservation of the environmental corridors within the city study area in an essentially open, natural state and preservation of important agricultural lands in agricultural use is required in any case to largely achieve this important objective.

PROCESS USED FOR DETERMINING YEAR 2010 LAND USE REQUIREMENTS FOR THE CITY OF CEDARBURG URBAN SERVICE AREA



Source: SEWRPC.

Land needs for each urban land use category shown in Table 38 were determined by applying the appropriate land use development standard to the 1980 to 2010 forecast population increment, and adjusting those numbers in consideration of the 1985 land use, their adequacy to serve the community to the target year 2010, and City Plan Commission policy, as indicated in Figure 35. Table 38 indicates that an additional 1,150 acres of rural land may need to be converted to urban use by the year 2010. Table 38 is expressed in gross acres of each given land use category which, by definition, includes all supporting public street rights-of-way.

Residential Development

Table 38 indicates that an additional 893 acres of land will be needed in the city urban service area to provide housing for the City Plan Commission-selected forecast population level of 16,000 persons by the year 2010. To accommo-144

date this population, a minimum of 2,709 additional dwelling units would be required. As shown in Table 38, the number and types of dwelling units expected to be needed were broken down into three residential dwelling unit density classifications in order to provide for a wide range of housing choice in the City. A total of 780 incremental acres comprising about 1,950 dwelling units will be required in mediumdensity residential development (8,400- to 20,000-square-foot, single-family residential lots), representing about 87 percent of the year 2010 incremental residential land use needs; 58 acres comprising about 271 two-family dwelling units will be required in medium-high density residential development (5.5 to 10.8 dwelling units per net residential acre), representing about 7 percent of the year 2010 incremental residential land use needs; and 44 acres comprising about 488 multi-family dwelling units will be required in high-density residential development (10.9 to 16.1 dwelling units per net residential acre), representing about 6 percent of the year 2010 incremental residential land use needs. As reflected in Table 38, new residential growth will also generate additional urban land needs in the commercial, industrial, governmental and institutional, and recreational land use categories.

Retail Commercial Development

To meet the forecast increase in retail and service employment within the city urban service area of 495 jobs by the year 2010, an additional 37 acres of commercial land will be needed, as indicated in Table 38. This represents an increase of about 52 percent over the 1985 level of 71 acres of commercial land use. These additional commercial lands should be located within the city urban service area in accordance with the objectives and standards outlined in Chapter VII.

Industrial Development

Based upon the standard set forth in Chapter VII which states that six gross acres of land should be provided for each 100 industrial employees, only about 44 additional acres of industrial development would be needed in the city urban service area by the year 2010. This standard, however, does not take into account the City Plan Commission's desire to establish a "business park" for office and industrial uses within the Cedarburg urban service area. Properly planned and aggressively marketed, development within a good business park may well exceed the forecast 44-acre increment before the year 2010.

Table 38

FUTURE LAND USE REQUIREMENTS FOR THE CITY OF CEDARBURG URBAN SERVICE AREA: 2010

Urban Land Use Category	1985 Gross Area (acres)	Percent of Total 1985 Gross Urban Area	Estimated 1985 Population	1985 Development Ratios	Development Standards	Forecast Incremental Population 1985-2010 ³	Required Incremental Urban Land Acreages as per Development Standards	Required Incremental Urban Land Use After Consideration of 1985 Gross Acres and City Plan Commission Policy ^b	Total Requir 20 Acres	Land ements 10 Percent
Residential Medium-Density Urban (8,400- to 20,000- square-foot lots)	629.9 ^c	52.2	5,520 persons housed in 2,162 single-family detached dwelling units	29.0 acres/ 100 dwelling units	32.0 acres/ 100 dwelling units	1,950 dwelling units housing 4,888 persons	624.0	780.0	1,409.9	59.8
Medium-High Density Urban (5.2 to 10.8 dwelling units per net residential acre)	60.0 ^c	5.0	975 persons housed in 382 two-family dwelling units	15.7 acres/ 100 dwelling units	17.0 acres/ 100 dwelling units	271 dwelling units housing 674 persons	46.1	57.6	117.6	5.0
High-Density Urban (10.9 to 16.1 dwelling units per net residential acre)	77.8 ^C	6.5	2,734 persons housed in 1,071 multiple-family dwelling units	7.3 acres/ 100 dwelling units	9.0 acres/ 100 dwelling units	488 dwelling units housing 1,209 persons	43.9	54.9	132.7	5.6
Subtotal	767.7 ^c	63.7	9,229 persons in 3,615 housing units ⁶	21.2 acres/ 100 dwelling units		6,771 persons 2,709 dwelling units	714.0	892.5	1,660.2	70.5
Commercial	70.6 ^d	5.9	1,460 employees	4.8 acres/ 100 employees	6.0 acres/ 100 employees	495 employees	29.7	37.1	107.7	4.6
Industrial	105.2 ^d	8.7	2,200 employees	4.8 acres/ 100 employees	6.0 acres/ 100 employees	734 employees	44.0	124.0	229.2	9.7
Governmental and Institutional	154.3 ^d	12.8	9,229 ⁰	16.7 acres/ 1,000 persons	7.9 acres/ 1,000 persons	6,771 persons	53.5	53.5	207.8	8.8
Recreational	107.8 ^d	8.9	9,229 ^e	11.7 acres/ 1,000 persons	6.4 acres/ 1,000 persons	6,771 persons	43.3	43.3	151.1	6.4
Total	1,205.6	100.0	••					1,150.4	2,356.0	100.0

⁸In the year 2010, one dwelling unit in the City of Cedarburg is forecast to house 2.5 persons.

^bGross incremental acres includes the acres as per development standards plus at least 25 percent (unless otherwise noted).

^CGross area includes associated street rights-of-way.

 d Gross area includes associated off-street parking but excludes associated street rights-of-way.

^eWisconsin Department of Administration estimate for January 1, 1985.

Source: SEWRPC.

In 1984, the Regional Planning Commission and the Wisconsin Electric Power Company conducted an inventory of industrial parks located within the Region, as documented in SEWRPC Technical Report No. 29, Industrial Land Use in Southeastern Wisconsin. In that study, the Commission determined that the minimum threshold size for an industrial park (or business park) should be about 80 acres. In the City of Cedarburg urban service area, an 80-acre industrial or business park would allow space for expansion of industrial land uses in a planned area beyond the year 2010 planning period. Therefore, to accommodate the City of Cedarburg Plan Commission desire to establish a business park in the city urban service area, a minimum of 124 acres should be set aside to accommodate both a new business park of about 80 acres in size and the infilling of vacant lands adjacent to the existing Cedarburg industrial area.

Governmental and Institutional Development

Table 38 indicates that by the year 2010 the City will have a need to expand the land area occupied by governmental and institutional land uses by about 54 acres.

Recreational Development

SEWRPC Planning Report No. 27, <u>A Regional</u> Park and Open Space Plan for Southeastern <u>Wisconsin: 2000</u>, and SEWRPC Community Assistance Planning Report No. 23, <u>A Park and</u> <u>Recreation Plan for Ozaukee County</u>, both contain recommendations pertinent to the City for the preservation of primary and secondary environmental corridors and prime agricultural lands, and the provision of resource-oriented and nonresource-oriented recreation sites and facilities. Chapter X of this plan updates and refines the analysis and recommendations contained in these two plans. In general terms, based upon the analysis presented in Table 38, the city urban service area will require about 43 acres of additional lands for nonresource-oriented recreation, representing an increase of about 40 percent over the 1985 recreational land area of about 108 acres.

TRANSPORTATION SYSTEM REQUIREMENTS

The arterial street and highway facilities required to serve the probable future traffic demand within the city study area, as recommended in SEWRPC Planning Report No. 34, <u>A</u> <u>Transportation System Plan for the Milwaukee</u> <u>Northwest Side/Ozaukee County Study Area</u>— 1983 update of the adopted regional transportation system plan—are shown on Map 31. State trunk highways are shown in red, county trunk highways in blue, and local trunk highways in green.

Map 31 also indicates the number of traffic lanes recommended for each arterial street segment in the City of Cedarburg study area in order to carry the anticipated arterial traffic volumes through the year 2010. Figure 18 in Chapter VII illustrates the types of cross-sections that could be used to accommodate the recommended number of traffic lanes shown on Map 31.

In SEWRPC Planning Report No. 33, <u>A Primary</u> <u>Transit System Plan for the Milwaukee Area</u>, it is recommended that transit service in the Region be extended to those parts of the greater Milwaukee area expected to be developed at urban densities by the year 2000. Within the Cedarburg area, express bus, or secondary level, transit service over surface arterial streets would be provided, with stops generally limited to intersecting transit routes, as shown on Map 31. Under this planned system, a primary transit station with attendant automobile parking facilities would be constructed near the intersection of STH 57 and the Soo Line Railroad Company right-of-way.

COMMUNITY FACILITY NEEDS

In addition to providing general guidelines for land use development within the City of Cedarburg study area, this plan is intended to indicate the need for expanded or new community facilities. This section therefore discusses the need for new or expanded public elementary and secondary schools, city hall facilities, police and fire stations, and public libraries. The identified requirements are based upon the best information available, but further in-depth studies will need to be conducted prior to any expansion or new construction activities.

Schools

Table 39 provides population estimates by age group and school grade for the City of Cedarburg urban service area for the years 1980, 1990, 2000, and 2010. These forecasts are based upon the City Plan Commission selected-population forecast of about 16,000 persons for the urban service area in the year 2010. Specifically, the year 2010 student enrollment may be expected to consist of about 1,070 elementary school students (grades K-4), 860 middle school students (grades 5-8), and 890 high school students (grades 9-12). The total forecast school-age population for the year 2010 is thus about 2,800, representing an increase of about 872 students, or about 45 percent, over the 1980 school-age population of 1,937.

The six schools located within the Cedarburg School District-Cedarburg High School, Webster Middle School, Parkside Elementary School, Thorson Elementary School, Pleasant Valley Elementary School (currently not used for elementary school purposes), and Westlawn Elementary School (also not used as an elementary school)—have a combined capacity of 3,645 students. Although the overall school-age population of the Cedarburg urban service area is not expected to exceed current capacity during the planning period, high school enrollment is expected to increase by about 19 percent, middle school enrollment is expected to increase by about 39 percent, and elementary school enrollment is expected to increase by about 85 percent. These enrollment forecasts suggest that there may be a need to reopen one elementary school in the Cedarburg urban service area during the planning period. It should be noted that the foregoing analysis only takes into account school enrollment anticipated within the Cedarburg urban service area portion of the Cedarburg

Map 31



TRANSPORTATION SYSTEM REQUIREMENTS FOR THE CITY OF CEDARBURG STUDY AREA: 2010

LEGEND

- STATE TRUNK HIGHWAY (NON-FREEWAY)
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- 4 NUMBER OF TRAFFIC LANES (TWO LANES WHERE UNNUMBERED)
- TRANSIT STATION WITH PARKING

Source: SEWRPC.



Table 39

	Actual ^a				Forecast ^b			
	1980		1990		2000		2010	
School-Age Group	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Grades K-4 (ages 5 to 9)	578	29.8	640	33.7	878	38.2	1,070	38.1
Grades 5-8 (ages 10 to 13)	614	31.7	595	31.3	718	31.2	856	30.4
Grades 9-12 (ages 14 to 17)	745	38.5	665	35.0	704	30.6	886	31.5
Total	1,937	100.0	1,900	100.0	2,300	100.0	2,812	100.0

ACTUAL AND FORECAST SCHOOL-AGE POPULATION BY AGE GROUP FOR THE CITY OF CEDARBURG URBAN SERVICE AREA: 1980-2010

^aU. S. Bureau of the Census data for the City of Cedarburg.

^bBased upon the selected forecast future presented in Chapter II.

Source: U. S. Bureau of the Census and SEWRPC.

School District. Since the District encompasses lands beyond the urban service area, the foregoing conclusions should be reviewed by the District and tempered as may be necessary to reflect Districtwide enrollment projections.

City Hall

In 1985, the architectural firm of Miller and Meier & Associates-Architects and Planners, Inc., of Milwaukee was retained by the City of Cedarburg to develop a building program—i.e., a building spatial needs analysis—for a new City Hall. The firm's work effort included an inventory and analysis of the space occupied by city departments located at the existing City Hall at W62 N590 Washington Avenue in the Cedarburg central business district, the preparation of a building program outlining the needs for additional space, and a detailed alternative site analysis for locating and housing the new City Hall facilities. The study concluded that the City of Cedarburg should renovate the historic former high school/Ozaukee Art Center building located at W63 N645 Washington Avenue for these purposes. In the fall of 1986, construction for this renovation began, and the building was occupied in 1987. The newly renovated City Hall should serve the needs of the City through the planning period.

Police Station

As noted in Chapter IV, the existing City of Cedarburg Police Department is housed in a 4,741-square-foot facility located at W63 N589 Hanover Avenue. The Police Department may be expected to remain housed at this facility for the term of the planning period.

Fire Station

As noted in Chapter IV, in 1986 the City and Town of Cedarburg were served by one fire station located in the City at W61 N631 Mequon Street, as shown on Map 32. The site of the fire station is approximately 34,580 square feet in area and provides little additional space for expansion. Therefore, should additional equipment need to be acquired, a second fire station would have to be located and acquired.

Map 32

LOCATION OF HIGH, MEDIUM, AND LOW FIRE HAZARD OCCUPANCY AREAS AND FIRE SERVICE RADII IN THE CITY AND TOWN OF CEDARBURG: 1985



Source: SEWRPC.

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The National Fire Protection Association (NFPA) has developed a classification system relating fire hazard to type of occupancy. Under this system, three hazard classes are provided for urban areas: high, medium, and low. Highhazard occupancies include uses such as schools, hospitals, nursing homes, explosive plants, refineries, high-rise buildings, and other highhazard or large fire potential occupancies. Medium-hazard occupancies include apartments, offices, and mercantile and industrial occupancies not normally requiring extensive rescue or fire-fighting forces. Low-hazard occupancies include one-, two-, and three-family dwellings and scattered small business and industrial occupancies.

Map 32 illustrates the location in 1985 of high-, medium-, and low-hazard occupancy areas in both the City and Town of Cedarburg. As shown on Map 32, the high-hazard occupancy areas were located primarily in the City of Cedarburg urban service area, with some such areas also located in the "Five Corners" area of the Town of Cedarburg. Map 32 indicates that mediumhazard occupancy areas were located primarily in the central and southern portions of the City of Cedarburg, and in the "Five Corners" area of the Town of Cedarburg. The maps further indicate that the low-hazard occupancy areas were scattered throughout the City and Town of Cedarburg, but were more heavily clustered within the City of Cedarburg urban service area.

As noted in Chapter VII, the optimum service area radius for a fire station is about 1.5 miles. The service area radius for the existing City of Cedarburg fire station is also shown on Map 32. As may be seen on the map, many of the lowhazard occupancy areas are located outside the optimum 1.5-mile service area radius within the Town of Cedarburg. The medium-hazard Five Corners commercial area located north of the City and small portions of the city industrial area are located just outside the optimum service area radius. If a second fire station were to be located within the combined City and Town of Cedarburg service area, it should be so located as to maximize the inclusion of existing and planned high-, medium-, and low-hazard occupancy areas within the combined service area, while minimizing overlap of the city and town service areas.

In order to determine the best locations for two fire stations to serve the City and Town of Cedarburg, a weighted measure of demand for fire protection services based upon the geographic location of high-, medium-, and lowhazard occupancies was developed first for 1985—not plan year 2010—urban and suburban development in order to give some indication where these sites may be located early in the planning process. The demand measure consisted of weighting the various hazard occupancies by level of hazard and locating this weighted demand geographically within the City and Town of Cedarburg fire service area. The geographic unit used to locate these fire service demand points was one-sixteenth of a U.S. Public Land Survey section.

Thus, generally, each weighted demand point consisted of an area of land occupying about 40 acres. All areas within both the City and Town of Cedarburg were so weighted—based upon 1985 land uses—and 481 demand points with varying weights were derived. For the purposes of the analyses, the total demand for fire services generated within each 40-squareacre area was assumed to be located at the geographic center of each of the 481 areas concerned.

To determine the locations of two fire stations that would minimize the distances to the 1985 centers of demand—in this case, the high, medium-, and low-fire-hazard occupancy areas a mathematical model known as "Facility Location on a Plane" was used.¹ The model is characterized by the following general structure, given: 1) a set of n points distributed in a plane, and 2) a numerical value for each point representing weighted demand. The model calculates the location of the centroids of demand, thus minimizing the distances between the points of demand and of the facilities on the plane. This is expressed mathematically as follows:

¹John R. Ottensmann, <u>BASIC Microcomputer</u> <u>Programs for Urban Analysis and Planning</u>, New York: Chapman and Hall, 1985.

$$\begin{array}{rrrr} \text{Minimize:} & \overset{\textbf{n}}{\underset{i=1}{\Sigma}} & \overset{\textbf{n}}{\underset{i+1}{\Sigma}} & a_{ij}w_id_{ij} \end{array}$$

Interactive Calculation of Facility Location:



Where:

- i = demand point,
- j = facility,
- n = number of demand points,
- $a_{ij} = nearest facility to demand point i,$
- $\vec{w_i}$ = weight for demand point i,
- d_{ij} = distance from facility to demand point i,
- $x_i = x$ coordinate for demand point i,
- $y_i = y$ coordinate for demand point i,
- $p_j = x$ coordinate for facility j, and
- $q_j = y$ coordinate for facility j.

The application of the equations is iterative, and the values converge on the values of p_j and q_j that minimize the total distance. The iterative procedure is repeated until the change in coordinate locations of the facilities is less than a pre-selected value. The "Facility Location on a Plane" model program was run on a microcomputer utilizing the weighted demand points based upon 1985 land uses in the City and Town of Cedarburg.

Map 33 shows the results of the model application for 1985 fire-hazard-occupancy conditions and for one central fire station, two stations, and three stations to serve the City and Town of Cedarburg. In addition, Map 33 indicates the optimum 1.5-mile service radius for each of the fire station locations shown. The model was used, in part, to determine the location of a second fire station for the year 2010 land use plan. The recommended location for a second fire station is presented in Chapter IX.

Public Library

As stated in Chapter IV, the City of Cedarburg Public Library, located at W63 N583 Hanover Avenue, occupies 11,295 square feet of floor area. and housed a collection of 71,438 volumes in 1984. The resident population of the City in 1980 was 9,005. The forecast year 2010 population under the intermediate scenario is about 11,010. Table 40 provides a comparison of the total number of volumes and the total population served by libraries in state communities with resident populations ranging from 10,000 to 30,000 persons in 1984, including the City of Cedarburg. Table 40 also indicates the total volumes per capita for each of the 34 communities listed. In 1984, the average number of volumes per capita for cities of this size was 3.2. and for the City of Cedarburg was 5.0, representing the sixth highest of the communities listed.

The American Library Association has recommended that the minimum size of a public library serving a population of about 10,000 persons be about 0.7 square foot per capita.² Application of this standard for the year 2010 forecast population of 11,010 persons indicates that a library of approximately 7,710 square feet in area would be adequate to serve the needs of the City. Since the existing library already exceeds this size standard, it should remain housed at its present location. No building expansion should be required for the term of the planning period.

²Joseph L. Wheeler, <u>The Small Library Building</u>, American Library Association, Chicago, p. 10.

Map 33

ALTERNATIVE FIRE STATION LOCATIONS BASED UPON THE 1985 LOCATION OF HIGH-, MEDIUM-, AND LOW-FIRE-HAZARD OCCUPANCIES IN THE CITY AND TOWN OF CEDARBURG



Source: SEWRPC.

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Table 40

A COMPARISON OF SELECTED LIBRARIES IN WISCONSIN SERVING COMMUNITY POPULATIONS RANGING FROM 10,000 TO 30,000 PERSONS: 1984

	Community	Total	Total Volumes
Community	Population	volumes	Per Capita
Chippewa Falls (Chippewa County)	12.664	69,220	5.5
Menomonie (Dunn County)	13.392	23,310	1.7
Park Falls (County Library) (Price County)	16.229	5.000	0.3
Beaver Dam (Dodge County)	14.121	48,639	3.4
Watertown (Jefferson County)	12.043	68,839	5.7
Whitewater (Jefferson County	11,801	38,664	3.3
Brown Deer (Milwaukee County)	12,819	31,204	2.4
Fox Point (Milwaukee County)	12,038	25,307	2.1
Greendale (Milwaukee County)	16,614	32,963	2.0
Whitefish Bay (Milwaukee County)	14,220	38,570	2.7
Oak Creek (Milwaukee County)	17,854	75,076	4.2
Shorewood (Milwaukee County)	14,510	28,942	2.0
Lac du Flambeau (Vilas County)	22,449	5,425	0.2
Presque Isle (Vilas County)	17,287	1,255	0.07
Kaukauna (Outagamie County)	11,914	57,084	4.8
Middleton (Dane County)	13,109	36,364	2.8
Sun Prairie (Dane County)	13,737	39,536	2. 9
Monroe (Green County)	10,286	39,087	3.8
Menomonee Falls (Waukesha County)	27,093	79,132	2.9
Muskego (Waukesha County)	15,756	47,788	3.0
New Berlin (Waukesha County)	30,448	73,474	2.4
Menasha (Winnebago County)	14,769	81,875	5.5
Neenah (Winnebago County)	23,038	137,067	5.9
Rhinelander Area (Oneida County)	18,447	58,435	3.2
Marshfield (Wood County)	18,499	80,682	4.4
Wisconsin Rapids (Wood County)	18,647	100,953	5.4
Germantown (Washington County)	11,569	24,747	2.1
West Bend (Washington County)	21,239	74,364	3.5
Cudahy (Milwaukee County)	19,272	74,210	3.9
Franklin (Milwaukee County)	18,449	19,148	1.0
South Milwaukee (Milwaukee County)	20,712	80,987	3.9
Mequon (Ozaukee County)	19,060	61,194	3.2
Grafton (Ozaukee County)	12,049	44,123	3.7
Cedarburg (Ozaukee County)	14,358	71,438	5.0
Mean			3.2

Source: State of Wisconsin Department of Public Instruction, Division of Library Services, <u>Wisconsin Library Service</u> <u>Record: 1984</u>, Madison, Wisconsin, July 1985; and SEWRPC. (This page intentionally left blank)

Chapter IX

THE LAND USE PLAN

INTRODUCTION

A land use plan is an official statement of a municipality setting forth major objectives concerning the desirable physical development of the community. The land use plan for the City of Cedarburg, as set forth in this report, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the residents of the City of Cedarburg and environs to the year 2010. The plan is intended to be used as a tool to help guide the physical development of the community into a more functional, healthful, efficient, and attractive pattern. In accord with the broad objectives of local government, the plan is intended to promote the public health, safety, morals, order, convenience, prosperity, and general welfare of the community.

The land use plan should promote the public interest rather than the interests of individuals or special groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of any development proposal, whether privately or publicly advanced, to the overall physical development of the entire community. The plan contributes to responsible democratic government by helping duly elected and appointed public officials to safeguard and promote the public interest. The plan also contributes to democratic government by providing a focus for citizen participation in the planning and subsequent development process.

The plan is intended to assist in the political and technical coordination of community development. Political coordination seeks to assure that a majority of the citizens within the community are in accord with and working toward the same goals. Technical coordination seeks to assure a logical relationship between private land use development and public works development so that the planning and scheduling of public and private improvements will be both effective and efficient, avoiding conflict, duplication, and waste. Effective coordination of development requires a unified, integrated plan if the physical elements of the environment are to be managed without costly conflicts of function, and if the political forces of the community are to deal with controversial development issues, including the plan itself, in an equitable and constructive manner.

The land use plan should be long range, providing a means of taking into account long-range development needs and proposals when considering short-range actions. This purpose is intended to achieve coordination of development through time to ensure that today's decisions will lead toward tomorrow's goals. In the case of Cedarburg, the land use plan is designed for a planning period extending to beyond the turn of the century. In this way, the plan is intended to provide for the future as well as present needs of the City and surrounding area.

The land use plan, however, should not be considered rigid and unchangeable, but rather should be viewed as a flexible guide to help city officials and concerned citizens in the review of development proposals as such proposals are advanced. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives, as set forth in Chapter VII of this report, are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation over time.

The land use plan should represent a refinement of the adopted regional land use plan so that it can meet areawide, as well as local, development objectives. The regional land use plan and, as a consequence, the city land use plan, while recognizing the effects and importance of the urban land market in shaping land use patterns, seek to influence the operation of that market in three ways in order to achieve a more healthful, attractive, and efficient settlement pattern. First, the plans recommend that development trends be altered by encouraging intensive urban development to occur only in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding, and which can readily be served by essential municipal facilities and services, including centralized sanitary sewer and public water supply. Second, the plans recommend that development trends be altered by discouraging intensive and incompatible urban development in delineated primary environmental corridors and other environmentally significant lands. Third, the plans recommend that existing development trends be altered by retaining in agricultural use the most productive farmlands.

The land use plan herein presented for the City of Cedarburg planning and sanitary sewer service area represents only several of many possible patterns of land use development that could accommodate the physical, social, and economic needs of the residents of the City and environs. The selection of the final plan involved the comparative evaluation of several alternative land use patterns and supporting community facility and utility proposals against the land use development objectives, principles, standards, and urban design criteria previously described in this report.

PLAN DETERMINANTS

Population Forecasts

The population forecast selected by the City of Cedarburg Plan Commission indicates that the Cedarburg urban service area may be expected to reach a resident population level of approximately 16,000 persons by the year 2010. This level represents an increase of about 7,000 persons over the 1980 level, or about 78 percent. To accommodate this population increase, approximately 2,709 additional housing units will need to be added to the 1985 stock of 3,615 housing units in the delineated Cedarburg urban service area. The forecast population increase, as indicated in Chapter VIII, may be expected to be accompanied by a need for additional land for industrial, commercial, recreational, and institutional uses, as well as residential uses, which will require the conversion of some additional land from rural to urban use.

As pointed out in Chapter VIII, in order to effectively guide land use development and redevelopment within the City of Cedarburg and environs into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the existing and probable future amount and spatial location of the various land uses as they relate to the natural resource base of the area, as well as to the existing transportation system and community utilities and facilities. Natural conditions in the planning area make it highly desirable, if not absolutely essential, to provide public sanitary sewer and water supply services to all future urban development. Natural conditions also indicate the need to protect the primary environmental corridors, as well as other environmentally significant areas, from intensive urbanization.

Sanitary Sewer Service Area

As noted in Chapter IV, the Southeastern Wisconsin Regional Planning Commission has prepared and adopted an areawide water quality management plan for southeastern Wisconsin. The plan is aimed at achieving clean and wholesome surface waters within the sevencounty Southeastern Wisconsin Region, surface waters that are "fishable and swimmable."¹ The regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility in the Region. The initially recommended sanitary sewer service areas were based upon the urban land use configuration identified in the Commission-adopted regional land use plan for the year 2000.² As such, the delineation of the areas was necessarily general, and did not reflect detailed local planning considerations. In order to properly reflect local, as well as areawide, planning considerations relative to these sanitary sewer service areas, the Regional Planning Commission, in adopting the areawide water quality management plan, recommended that steps be taken to further refine and detail these areas in cooperation with the local units of government affected.

At an intergovernmental meeting of representatives of the Village of Grafton and the Regional Planning Commission held on November 16, 1982, the Village of Grafton requested that the

¹The adopted areawide water quality management plan is documented in SEWRPC Planning Report No. 30, <u>A Regional Water Quality</u> <u>Management Plan for Southeastern Wisconsin:</u> 2000, 1979.

²See SEWRPC Planning Report No. 25, <u>A</u> <u>Regional Land Use Plan and a Regional Trans-</u> <u>portation Plan for Southeastern Wisconsin:</u> <u>2000</u>, 1978. Commission undertake the refinement and detailing of the proposed year 2000 sanitary sewer service area tributary to the Village of Grafton sewage treatment facility. Because of the interrelationship of the City of Cedarburg and the Village of Grafton sanitary sewer service areas, and the need to determine a common sewer service area boundary between these two adjoining communities, a joint sewer service area plan for the City of Cedarburg and the Village of Grafton was prepared. It should be noted that a similar joint study by the City of Cedarburg and the Village of Grafton was carried out in the preparation of a local sewerage facilities plan.³

Several intergovernmental meetings regarding this refinement and detailing process were held during the period October 1983 through May 1987. A copy of a draft report setting forth the preliminary sanitary sewer service area as agreed upon by the communities involved in this series of meetings was provided to the City of Cedarburg, the Village of Grafton, the Towns of Cedarburg and Grafton, and the City of Mequon for review and comment prior to the public hearing on the sanitary sewer service area proposal.

A joint public hearing was held on May 28, 1987. The final, agreed-upon, refined sanitary sewer service areas for the City of Cedarburg and the Village of Grafton and environs are shown in Chapter IV, and represent the maximum extent of area envisioned to be served by sanitary sewer service to the year 2000, and may, in fact, accommodate some growth beyond that design year. The refined Cedarburg sanitary sewer service area for the year 2000 was based upon a forecast resident population of about 18,300 persons within the sanitary sewer service area. and on a forecast of about 6,981 dwelling units within that area. New population forecasts subsequently prepared for the year 2010 by the Regional Planning Commission, utilizing data made available as a result of the 1980 U.S. Census, indicate a year 2010 resident population within the sewer service area of about 16,000

³See <u>Facilities Plan for Wastewater Treatment</u> <u>System and Interceptor Sewers, Cedarburg/</u> <u>Grafton, Wisconsin</u>, Donohue & Associates, Inc., 1979. persons, requiring about 6,324 dwelling units. Therefore, the sanitary sewer service area illustrated on Map 21 in Chapter IV, based upon the new, year 2010 forecasts, can accommodate some urban growth beyond the year 2010 planning period.

In order to formulate a more complete land use plan for the Cedarburg sanitary sewer service area, while still recognizing the selected year 2010 population forecast of about 16,000 people, the City Plan Commission determined that the land use plan should be prepared for the ultimate urban development of the entire sanitary sewer service area. Therefore, the land use plan herein presented provides somewhat more urban land than the minimum required to meet the needs to the year 2010 as those needs are set forth in Chapter VIII. Should actual growth be less than the levels anticipated for the ultimate development of the Cedarburg sanitary sewer service area over the next two decades, the design year of the plan could be set back without significantly affecting the substance of the plan. Such an approach is desirable to provide flexibility to accommodate private decisions made in the urban land market.

THE LAND USE PLAN FOR THE PLANNING STUDY AREA

The land use plan for the City of Cedarburg study area is shown on Map 34. The land use plan for the study area indicates both those areas in which urban development now exists and those areas in which such development should be permitted and encouraged, in accordance with the land use development objectives, principles, and standards set forth in Chapter VII. In addition, the plan map calls for the preservation of the best remaining farmlands and environmental corridors located within the planning study area. Table 41 summarizes existing 1985 and design year 2010 land uses in the Cedarburg study area.

Residential Land Uses

Those areas recommended in the plan for residential use, as shown on Map 34 and set forth in Table 41, total about 4,355 acres, or about 34 percent of the total planning area. The plan map identifies those areas recommended for suburban residential development at a density of 0.2 to 0.6 dwelling unit per net residential acre. Such development is diffused throughout the

Map 34

LAND USE PLAN FOR THE CITY OF CEDARBURG STUDY AREA: 2010



LEGEND



 \triangle

RECREA	TIONAL DEVELOPMENT		PRIMARY ENVIRONMENTAL CORRIDOR
P	PRIMARY PARK		
F	FAIRGROUNDS		SECONDARY ENVIRONMENTAL CORRIDOR
0	OTHER SECOND LEVEL, THIRD LEVEL, AND FOURTH LEVEL PARKS		SECONDART ENVIRONMENTAL CONTROLOGY
INSTITU	TIONAL DEVELOPMENT		ISOLATED NATURAL AREA
CH	CITY HALL		
F	FIRE STATION	in the second	PRIME AGRICULTURAL LAND
L	LIBRARY		
PO	POST OFFICE		
PD	POLICE DEPARTMENT		WATER
т	TOWN HALL		
P	PUBLIC ELEMENTARY SCHOOL		
M	PUBLIC MIDDLE SCHOOL		
н	PUBLIC HIGH SCHOOL		AND NORAE CARD
MD	MAJOR MEDICAL FACILITY		
EC	ELDERLY CARE FACILITY		

Source: SEWRPC.

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Table 41

SUMMARY OF EXISTING AND PLANNED LAND USE IN THE CITY OF CEDARBURG STUDY AREA: 1985-2010

	Existing 1985 Land Use			Planned 2010 Land Use		
Land Use Category	Acres	Percent of Subtotal	Percent of Total	Acres ^a	Percent of Subtotal	Percent of Total
Urban						
Residential	2,877.3	78.1	22.8	4,355.2	77.2	34.4
Commercial	143.1	3.9	1.0	252.0	4.5	2.0
Office Park	0.0	0.0	0.0	92.5	1.6	0.7
Industrial	176.8	4.8	1.4	363.5	6.4	2.9
Quarrying and Extractive	51.0	1.4	0.4	0.0	0.0	0.0
Governmental and Institutional	225.5	6.1	1.8	274.0	4.9	2.2
Recreational	209.5	5.7	1.7	301.7	5.4	2.4
Subtotal	3,683.2	100.0	29.1	5,638.2	100.0	44.6
Rural						
Primary Environmental Corridor Secondary Environmental Corridor and Other Environmentally	1,441.0	16.1	11.4	1,381.0	19.7	10.9
Significant Lands	840.0	9.4	6.6	836.0	11.9	6.6
Prime Agricultural Lands	3.264.0	36.4	25.8	3,254.0	46.5	25.7
Other Rural and Open Lands	3,417.0	38.1	27.0	1,536.0	21.9	12.2
Subtotal	8,962.0	100.0	70.9	7,007.0	100.0	55.4
Total	12,645.2		100.0	12,645.2	·	100.0

^a1,167.2 acres of land within the study area is located within the Village of Grafton sanitary sewer service area.

Source: SEWRPC.

western and southern portions of the Cedarburg planning area, and is generally located where such development already existed in 1985. The plan map identifies those areas recommended for low-density urban residential development at a density of 0.7 to 2.2 dwelling units per net residential acre. Such development is diffused throughout the northern and western portions of the Cedarburg planning area, and is also generally located where it already existed in 1985. The suburban and low-density urban residential areas are composed of existing land subdivisions, including divisions created by certified survey maps, and are areas that are not proposed to be served by public sanitary sewer service during the planning period.

The plan map also identifies those areas recommended for medium-density urban development at an overall density range from 2.3 to 6.9 dwelling units per net residential acre. These medium-density residential areas are located within and around the City of Cedarburg within the planned sanitary sewer service area boundary.

Commercial, Office Park,

and Industrial Land Uses

The plan identifies four community-oriented commercial retail sales and service areas within the Cedarburg planning area. These areas already exist and are the Cedarburg central business district; the "Five Corners" area located at the intersection of STH 60 and STH 143; the south end of Washington Avenue (STH 57) between Lincoln Boulevard and Pioneer Road; and the south side of Columbia Road east of its intersection with Keup Road. As identified in the plan, all four areas represent an expansion of the existing uses. These four commercial areas, together with small scattered commercial sites that already exist, would encompass an area of about 252 acres, or about 4.5 percent of the total planning area, by the year 2010 if developed as planned.

The plan also identifies five community-oriented business- and industry-related areas. These five areas are two proposed office park areas to be located at the northwest and southwest corners of the intersection of Western Avenue (CTH T) and Wauwatosa Road (CTH N); the existing industry-related uses near Five Corners; the Cedarburg industrial area located in the vicinity of Cardinal Avenue, Doerr Road, and McKinley Boulevard; and a proposed 29-acre industrial park north of Pioneer Road. These five areas, together with other scattered business and industrial areas, would encompass an area of 363.5 acres, or about 6.4 percent of the total planning area, by the year 2010 if fully developed as planned.

Park, Recreation, and Open Space Land Uses

The park and recreation uses shown on Map 34 are based, in part, upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin, and SEWRPC Community Assistance Planning Report No. 23, A Park and Recreation Plan for Ozaukee County. Detailed recommendations for park and recreation land uses are presented in Chapter X of this report. The plan shown on Map 34 calls for the development of three new neighborhood parkstwo about 16 acres in area each and one about five acres in area. The two larger parks are located in the southwest portion of the urban service area near the intersection of Wauwatosa Road (CTH N) and Pioneer Road (CTH T), and the smaller park in the area south of the intersection of Wauwatosa Road and Washington Avenue.

The City Ad Hoc Parks Committee also recommended that the former City of Cedarburg/Town of Cedarburg landfill, located outside the study area approximately three miles north of the City of Cedarburg, be developed as a softball complex.

Other open space uses indicated on the plan include primary and secondary environmental corridors, as well as isolated natural areas. Primary environmental corridors encompass approximately 1,381 acres in the Cedarburg planning area, or about 19.7 percent of the total planning area. These corridors are located primarily along Cedar Creek. The secondary environmental corridors in the Cedarburg planning area are generally located along intermittent streams or serve as links between segments of primary environmental corridor. These corridors encompass about 474 acres of land, or about 3.7 percent of the total planning area. It is recommended that the secondary environmental corridor lands that are presently held in public park and open space use, or in compatible private park and open space use, be maintained in such use.

In addition to the primary and secondary environmental corridors, other, smaller concentrations of natural resource base elements exist in the Cedarburg planning area. These concentrations are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridors, have important natural values. Isolated natural areas encompass about 362 acres of land in the planning area, or about 2.9 percent of the area. It is recommended that such areas be preserved in essentially natural, open space use whenever possible.

It should be noted that the configuration of primary and secondary environmental corridors and isolated natural areas shown on Map 34 differs somewhat from the inventoried corridors and natural areas shown on Map 14. This is a result of lands found to be committed to urban development, particularly including wetlands filled upon authorization of the U.S. Army Corps of Engineers.

Governmental and Institutional Land Uses

Under the plan for the Cedarburg planning area, governmental and institutional land uses would occupy about 274 acres, or about 4.9 percent of the land use in the Cedarburg area. These uses include the already existing governmental and institutional uses, as well as the new health care facility located near the southwest corner of the intersection of Pioneer Road (CTH C) and Washington Avenue (STH 57) and a proposed second fire station in the vicinity of Five Corners.

Prime Agricultural Lands

and Other Rural Land Uses

The plan proposes the preservation of about 4,790 acres of agricultural lands in agricultural use, of which about 3,254 acres, or about 68 percent, are composed of prime agricultural lands. Prime agricultural lands consist of parcels 35 acres or larger in size which are covered by soils well suited for the production of food and fiber. Prime agricultural lands, as well as other agricultural and rural lands, are located throughout the planning area outside the Cedarburg urban service area.

The plan includes other rural lands—totaling about 1,536 acres—which are generally in agricultural use, but which may be covered by less productive agricultural soils, or may be held in parcels less than 35 acres in area. Portions of these areas can be used for estate-type residential development at an overall density of five acres or more per dwelling unit. However, such development must take into account soil limitations for the use of onsite sewage disposal systems.

Transportation System Development

An efficient arterial street and highway network provides the necessary means of access from both rural and urban areas to supporting service, employment, recreational, and cultural centers. It is essential, therefore, that land use development be designed to protect the efficiency of the arterial street and highway system and to utilize that system as fully as practicable. Transportation system plans should also work to minimize street and highway improvement costs, as well as the disruption of existing development.

The arterial street and highway network required to serve the planned land use pattern and attendant traffic demands in the Cedarburg planning area is indicated on Map 34. The arterial street and highway network set forth on this map is identical to the network shown on Map 31 in Chapter VIII. Suggested crosssections for these arterial streets and highways are shown in Figure 18 in Chapter VII.

The plan also shows the continuation of Grob Landing Field until such time as industrial land uses for this area take its place. Pursuant to recommendations made by the City of Cedarburg Ad Hoc Committee on Resource Development at its meeting of January 26, 1988, and the concurrence of the City of Cedarburg Planning Commission at its meeting of February 1, 1988. the plan indicates the possibility of industrial expansion extending north of STH 60 at the southern portion of Grob Landing Field when that area becomes economically feasible to service with public sanitary sewers. This industrial development, however, may not become feasible during the planning period. Under the plan, Grob Landing Field is envisioned to remain a privately owned, restricted for private use only, airfield until changed permanently to industrial uses.

THE LAND USE PLAN FOR THE CITY OF CEDARBURG URBAN SERVICE AREA

The land use plan for the City of Cedarburg urban service area was prepared to serve a resident population of about 16,000 persons by the year 2010, an increase of about 7,000 persons, or about 78 percent, over the 1980 level. Map 35, which presents the recommended land use plan for the Cedarburg urban service area, indicates those areas in which urban development now exists and those areas in which such development should be permitted and encouraged during the planning period. Table 42 summarizes the existing 1985 and ultimate planned urban service area land uses.

As stated previously, forecast resident population levels for the City of Cedarburg sanitary sewer and urban service area indicate that the plan design year may extend beyond the year 2010. The City Plan Commission was of the opinion, after careful consideration, that the land use plan for the City of Cedarburg urban service area should indicate the ultimate development of that area, which results in a somewhat greater area for new urban growth than indicated by the population and land use forecasts presented in Chapters II and VIII, respectively.

Residential Land Uses

New residential development is proposed to occur through the infilling of vacant platted residential lots; through the addition of existing low-density urban residential areas to the Cedarburg sanitary sewer service area; and through the creation of new residential areas contiguous to, and extending outward from, existing residential development. Areas designated for residential use on the land use plan for the City of Cedarburg urban service area, approximate 2,807 acres, as indicated in Table 42. The land use plan for the City of Cedarburg urban service area identifies four categories of residential land use based upon the residential density standards advanced in Chapter VII. The categories which appear in the Cedarburg urban service area are: 1) low-density urban, with a 20,000- to 62,000square-foot net lot area per dwelling unit; 2) medium-density urban, with an 8,400- to 20,000-square-foot net lot area per dwelling unit: 3) medium-high density urban, with 5.2 to 7.3 dwelling units per net residential acre; and 4) high-density urban, with 7.4 to 16.1 dwelling units per net acre.

Map 35

LAND USE PLAN FOR THE CITY OF CEDARBURG SANITARY SEWER AND URBAN SERVICE AREA: 2010


Table 42

EXISTING 1985 CITY OF CEDARBURG LAND USE AND PLANNED ULTIMATE LAND USE FOR THE CEDARBURG SANITARY SEWER AND URBAN SERVICE AREA

	Existing 1985 Land Use ^b		Plan Inc	rement ^C	Planned Land Use ^C		
Land Use Category ^a	Acres	Percent of Total	Acres	Percent Increase	Acres	Percent of Total	
Residential							
Low-Density Urban							
(20,000- to 62,000-					h o c o od	01.0	
square-foot lots)	0.0	0.0	1,019.0		1,019.0 ⁴	21.6	
Medium-Density Urban (8,400- to 20,000-		•					
square-foot lots)	629.9 ^a	29.2	877.1	139.2	1,507.0	31.9	
Medium-High Density Urban (5.2 to 10.8 dwelling units per net residential acre)	60.0 ^a	2.8	129.0	215.0	189.0	4.0	
High-Density Urban							
(10.9 to 16.1 dwelling units per net residential acre)	77.8 ^a	3.6	14.2	18.2	92.0	2.0	
Subtotal	767.7 ^a	35.6	2,039.3	265.6	2,807.0	59.5	
Commercial	70.6 ^e	3.3	181.4	259.8	252.0	5.3	
Office Park	0.0	0.0	92.5		92.5	2.0	
Industrial	105.2 ^e	4.9	258.3	245.5	363.5 ^f	7.7	
Governmental and Institutional	154.3 ^e	7.1	119.7	77.6	274.0	5.8	
Recreational	107.8 ^e	5.0	64.2	59.6	172.0	3.6	
Open Space	951.1	44.1	-191.1	-20.1	760.0	16.1	
Total	2,156.7	100.0	2,564.3	118.9	4,721.0	100.0	

^aEach land use category area is expressed in gross acres and includes associated street rights-of-way and off-street parking.

^bExcludes existing 1985 development located outside the City of Cedarburg corporate limits, but within the planned 2010 Cedarburg urban service area.

^cIncludes existing 1985 development located outside the City of Cedarburg corporate limits, but within the planned 2010 Cedarburg urban service area.

^dRepresenting existing platted residential lots located outside the 1985 City of Cedarburg limits.

^eGross area includes associated off-street parking and an existing (1985) 51 acres of quarrying and extractive uses, but excludes associated street rights-of-way.

^fIncluding 56 acres designated for utilities and railway right-of-way.

Source: SEWRPC.

The low-density urban residential development under the Cedarburg urban service area land use plan totals about 1,019 acres of land, representing, for the most part, existing platted lots served by onsite sewage disposal systems in 1985, but planned to be served by public sanitary sewer service by the year 2010. These areas are generally located on the fringes of the Cedarburg urban service area. No large-lot residential subdivisions existed in the City of Cedarburg in 1985.

The areas proposed for medium-density urban residential development under the Cedarburg urban service area land use plan total about 1,507 acres, an increase of about 877 acres, or about 139 percent, over the 1985 level. These lots are proposed to be served by public sanitary sewer and water supply facilities. These areas are located in the more central portions of the Cedarburg urban service area.

The areas proposed for medium-high density urban residential development total about 189 acres under the Cedarburg urban service area land use plan, an increase of 129 acres, or about 215 percent, over the 60 acres of land in such use in 1985. These areas are proposed to be served by public sanitary sewer and water supply, and are strategically located throughout the Cedarburg urban service area.

The areas proposed for high-density urban residential development total 92 acres, an increase of only about 14 acres, or about 18 percent, over the 1985 level. These areas are also proposed to be served by public sanitary sewer and water supply. The high-density urban residential development areas are located, generally, in the central and southern portions of the Cedarburg urban service area. Furthermore, these areas are typically located near and along arterial streets and highways or collector streets in order to provide ease of vehicular access to these facilities. Also, these areas are generally located in convenient proximity to commercial retail and service centers.

Commercial Retail Sales and Service Land Uses

Under the Cedarburg urban service area land use plan, commercial retail sales and service areas would encompass about 252 acres, or about 5.3 percent of all the land use in the urban service area. Five specific commercial areas are designated within the Cedarburg urban service area on Map 35. These five areas include the Cedarburg central business district; the Five Corners area at the intersection of STH 60 and STH 143; the south end of Washington Avenue (STH 57) between Lincoln Boulevard and Pioneer Road (CTH C); an area in the City of Mequon south of Pioneer Road on the west side of STH 57; and the south side of Columbia Road east of its intersection with Keup Road. As identified in the plan, all five areas represent an expansion of existing uses. These five areas, as well as small scattered commercial sites already existing in the Cedarburg urban service area, would serve commercial retail sales and service land use needs to the year 2010 and perhaps beyond.

The Central Business District: With all the attention paid to historic buildings, the environment in which they exist should not be overlooked. As the setting for the largest concentration of historic places in the Cedarburg area, the Cedarburg central business district should be viewed as an important part of the historic environment. Street trees of the types used historically in the central business district could be planted in configurations similar to those used historically, thus approximating the streetscape at the time of the buildings' construction. Historic "street furniture," such as signs, barber poles, and bollards, could also be installed. Street lamps of a design compatible with the historic buildings and with pedestrian scale would also be an asset. Historic photographs are an excellent means of determining the former appearance of a street, but no attempt should be made to duplicate the clutter of poles, wires, or cumbersome light fixtures found in the photographs. The appearance of the streetscape was not always given much sensitive design attention, so discordant elements, even if historically accurate, should be avoided. Chapter VII sets forth historic preservation and urban design guidelines.

The Washington Avenue segment of the Cedarburg central business district is and always has been linear in layout, with no curves or other interruptions between Hamilton and Sheboygan Roads. This is a very simple but strong spatial organizing feature of the downtown and creates an excellent vista to St. Francis Borgia Church at the south end of the street. To interrupt this axis, as some cities have done, with, for example, skywalks or other objects placed permanently in the right-of-way would destroy an important part of the historic character of Washington Avenue and a powerful urban design feature of the central business district.

Cedar Creek, as it extends through the Cedarburg central business district and including the improvements constructed to harness its power, is of great historical significance to the community. However, to re-create the creek's appearance during the time when most of Cedarburg's historic buildings were constructed would be unwise, as the aesthetic and environmental attitudes toward the creek are different today from those of the past. Cedar Creek today is a place of scenic beauty, a far cry from when it was viewed primarily as an industrial resource and a place to locate the city dump, now City Park. Except for limited bridge crossings and parks, the opportunities for experiencing the creek in the central business district are few. To capitalize on the creek as an aesthetic as well as community resource, a riverwalk could be constructed along its banks. Such a walk could link the Cedar Creek Settlement with City Park, with connecting walks from the central business district, and with residential areas. The riverwalk could also be linked with a combined pedestrian and bike path on the former electric interurban railway roadbed, which is still largely intact in the City of Cedarburg and used as an unofficial pedestrian path. Historic features along the riverwalk such as mill races, dams, and bridges could be interpreted for users of the walk with explanatory plaques. The urban design potential for Cedar Creek is explored further in Chapter X.

Columbia Road Area: One of the recommended commercial areas consists of approximately four acres of land on the south side of Columbia Road near the eastern edge of the urban service area. This area is proposed primarily for mixed-use commercial development. This area contains several low-intensity specialty retail establishments operated out of converted residences. The lots abut Cedar Creek and are quite shallow in depth. After careful consideration, the Plan Commission determined that the area should receive special attention and that businesses with low traffic demand and lower parking requirements should be encouraged in this area. This could include offices, specialty shops, and even some multi-family residential development.

Office Park Development

As indicated previously, office park development is planned for both the northwestern and southwestern corners of the intersection of Western Avenue (CTH T) and Wauwatosa Road (CTH N). These two areas have a combined area of 92.5 acres and represent about 2 percent of the total Cedarburg sanitary sewer and urban service area. These two areas offer quick arterial highway access, high visual exposure, office park growth expansion capabilities, and adequate land use buffering potential from any adjacent land uses of a lesser intensity through the use of both distance and landscape screening.

Industry-Related Land Uses

The Cedarburg urban service area land use plan identifies about 364 acres of land for industrial uses, or about 8 percent of the land use in the urban service area. The plan indicates the infilling and limited expansion of three existing industry-related areas: the industrial uses located south of STH 60 along Sycamore Drive and Hilltop Drive; the Cedarburg industrial area located in the vicinity of Cardinal Avenue, Doerr Road, and McKinley Boulevard; and an area located south of Cedar Creek and east of Highland Drive. The quarry located north of Susan Lane along Sheboygan Road (CTH I) is planned to be reclaimed for medium-high density residential uses and has been included in the residential land use total.

A new 29-acre industrial park is proposed to be located north of Pioneer Road, south of Fairfield Road extended, and west of the former electric interurban railway right-of-way of The Milwaukee Electric Railway & Light Company. The industrial park is intended to have a campus-like setting with land to building ratios limited to 5 to 1.

As discussed earlier, pursuant to recommendations made by both the City of Cedarburg Ad Hoc Committee on Resource Development and the City of Cedarburg Planning Commission, the plan further indicates the possibility of industrial expansion north of STH 60 at the southern portion of the Grob Landing Field area when that area becomes economically feasible to service with public sanitary sewers. This development, however, may not become feasible during the planning period.

Governmental, Institutional, Park, Recreation, and Open Space Land Uses

Governmental and institutional land uses under the Cedarburg urban service area land use plan occupy about 274 acres, or about 6 percent of the land use in the urban service area. These uses include the already existing governmental and institutional uses, as well as the new health care facility located near the southwest corner of the intersection of Pioneer Road (CTH C) and Washington Avenue (STH 57) and a proposed second fire station in the vicinity of Five Corners.⁴ No new schools are proposed for the Cedarburg urban service area.

As already noted, the park and recreation uses shown on Map 35 are based, in part, upon recommendations contained in SEWRPC Planning Report No. 27, <u>A Regional Park and Open Space Plan for Southeastern Wisconsin</u>, and SEWRPC Community Assistance Planning Report No. 23, <u>A Park and Open Space Plan for</u> <u>Ozaukee County</u>. Detailed recommendations for park and recreation land uses are presented in Chapter X of this report. Under the Cedarburg urban service area land use plan, park and recreation land uses will occupy about 172 acres of land, or about 3.6 percent of the land use in the urban service area.

Other open space uses indicated on the land use plan for the Cedarburg urban service area include primary and secondary environmental corridors and isolated natural areas. Primary environmental corridors encompass approximately 297 acres in the Cedarburg urban service area, or about 6 percent of the urban service area. These corridors are located primarily along Cedar Creek. Under the plan, it is recognized that existing private as well as public outdoor recreation and related open space uses generally serve to protect such corridors. Therefore, the plan recommends that such uses be maintained for resource preservation and limited recreation purposes and that such maintenance be promoted through proper zoning.

The secondary environmental corridors in the Cedarburg urban service area encompass about 142 acres of land, or about 3 percent of the total urban service area. It is recommended that the secondary environmental corridor lands that are currently held in public park and open space use, or in compatible private park and open space use, be maintained in such use. Isolated natural areas encompass about 67 acres of land in the urban service area, or about 1.4 percent of the urban service area. It is recommended that such areas be preserved in essentially natural, open space uses whenever possible.

Planned environmental corridors and isolated natural areas differ somewhat from inventoried corridors and natural areas as a result of lands found to be committed to urban development, particularly including wetlands filled upon authorization of the U.S. Army Corps of Engineers.

The plan recommends that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development. However, it is recognized in the plan that it may sometimes be necessary to construct sanitary sewers through primary environmental corridors, and that certain land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities and certain institutional uses. In some cases, very low-density residential development on fiveacre lots, compatible with the preservation of the corridors, may also be permitted to occupy corridor lands, and it may sometimes be desirable to extend sewers into the corridors to service such uses.

Both a pedestrian-only and a combination pedestrian-bicycle recreational trail are advanced by the plan and are indicated on Map 35. The trail will assist in linking both the man-made and natural features of the urban service area for recreational purposes. A more detailed description of the recommended trail system is presented in Chapter X.

Street System Development in the Cedarburg Urban Service Area

The street system for the Cedarburg urban service area should be organized on a functional basis consisting of arterial, collector, and land access streets. Arterial streets are arranged so as to facilitate ready access from the community to centers of employment, governmental activity, shopping, and services, and to recreation both within and beyond the boundaries of the community. Such streets should be properly integrated into the existing and proposed regional system of major streets and highways. Arterial streets or highways that serve the Cedarburg urban service area are shown on Map 35.

⁴The location of the proposed second fire station was selected with the assistance of the computer model described in Chapter VIII.

Collector streets should be arranged so as to provide for the ready collection and distribution of traffic from and to residential or other land use areas, and for the conveyance of this traffic to and from the arterial street and highway system. Collector streets should be related to special traffic generators such as schools, churches, shopping centers, and other concentrations of population or activities, and to the major streets to which they connect.

The land access street network should be designed to achieve an efficient use of land; to discourage use by through traffic; to minimize street area; to provide an attractive setting for residential development; to facilitate the provision of efficient stormwater drainage, sanitary sewerage, and public water supply facilities; and to fit the natural terrain, thereby minimizing the need for earthwork during the development process. The street locations should be based upon careful consideration of a number of factors, including soil characteristics, topography, property boundaries, a hierarchy of functions within the total street system, existing and proposed land uses, the principles of good planning, and the urban design criteria presented in Chapter VII.

Detailed Subarea Planning

Within the framework of the land use plan for the City of Cedarburg and environs, smaller subarea plans may be prepared. Each of these plans should designate ultimate land use patterns, future collector and land access street locations and alignments, and attendant lot and block configurations. In addition, these plans should identify areas to be protected from intensive urban development for environmental reasons, and should indicate the need to reserve major drainageway and utility easements. (This page intentionally left blank)

Chapter X

THE PARK AND OPEN SPACE PLAN

INTRODUCTION

The park and open space site and facility recommendations for the City of Cedarburg and environs to the year 2010 are presented in this chapter. The purpose of the park and open space plan element of the land use plan is the preparation of a sound and workable guide to the acquisition and development of park and open space sites and facilities needed to satisfy the outdoor recreation demands of the resident population of the City, and to protect and enhance the underlying and sustaining natural resource base. The park and open space plan element sets forth recommendations which will result in a system of outdoor recreation and open space sites that provides opportunities for participation by city residents in a wide range of outdoor recreation activities. Recommendations for an integrated park and open space system properly related to the natural resource base, such as the existing surface water network of the City, can satisfy outdoor recreational demands in an appropriate setting while at the same time protecting and preserving valuable natural resource amenities. In addition, the recommended system of public park and open space sites can contribute to the orderly growth of the City by lending form and structure to the urban land use development recommended in the comprehensive land use plan.

It is intended that, upon adoption of the park and open space plan element set forth in this chapter by the Common Council of the City of Cedarburg, the City will be eligible to apply for and receive available state and federal funds to assist in the acquisition and development of recommended park and open space sites and facilities.

The first section of this chapter describes the existing park and open space sites within the Cedarburg study area. The second section describes park and open space needs as determined by the application of the park and open space standards set forth in Chapter VII to the existing and forecast resident population levels and distribution as described in Chapter IX of this report. The third section presents the recommended park and open space plan element for the City, and the fourth and final section outlines the steps required to implement the park and open space plan element. The park and open space plan presented herein was reviewed by the Cedarburg Ad Hoc Park Committee during the period September 1988 through March 1989, and was recommended for approval in August 1989.

EXISTING PARK AND OPEN SPACE SITES

In order to identify needed additional park and open space sites, an inventory of existing sites must first be conducted. This section presents the findings of an inventory of such sites in the Cedarburg study area. It includes descriptions of both publicly and privately owned outdoor recreation sites and facilities, with emphasis, however, upon city-owned sites.

Existing Park and Open Sites and Facilities

An inventory of the existing park and open space sites and outdoor recreation facilities in the Cedarburg study area was conducted in 1989. As shown on Map 36 and indicated in Table 43, there were 33 park and open space sites within the Cedarburg study area in 1989. Combined, these sites encompassed 263 acres, or 2 percent of the total study area. Of this total, 30 sites totaling 216 acres, or 91 percent of the sites and 82 percent of the area, were publicly owned; and the remaining three sites, and 47 acres, were privately owned. As indicated in Table 44, there were three baseball diamonds, four league softball diamonds, seven sandlot ball diamonds, 13 children's play areas, and 18 tennis courts within the Cedarburg study area in 1989.

City of Cedarburg Park System

The City of Cedarburg park system in 1989 consisted of 23 sites encompassing 119 acres, or about 6 percent of the total area of the City. As shown on Map 37 and indicated in Table 45, the city-owned sites ranged in size from the 25-acre Cedar Creek Park Complex, a primary park providing a variety of outdoor recreational facilities located in the central portion of the City, to the 0.1-acre Doctors Park, a buffer park located in the downtown area. A site-by-site description of the City of Cedarburg park system—including the classification of each site

PARK AND OPEN SPACE SITES IN THE CITY OF CEDARBURG STUDY AREA: 1989



Source: City of Cedarburg Park Board and SEWRPC.

Table 43

PARK AND OPEN SPACE SITES IN THE CITY OF CEDARBURG STUDY AREA: 1989

on Map 36	Site Name	Ownership	Acreage
· · · · · · · · · · · · · · · · · · ·	Public		
1	Babr Bird Sanctuary	Department of Natural Resources	10.00
	Bank Diru Sanctuary	City of Coderburg	19.00
2		City of Cedarburg	0.75
3		City of Cedarburg	5.00
4		City of Cedarburg	1.00
5	Cedarburg Junior and Senior High School	School District	38.00
0	Cedar Creek Park Complex	City of Cedarburg	25.00
	Main Park	· · · · · ·	
	Softball Park/Sledding Hill		
	Adlai Horn Park		
-	Legion Park		
	Cedar Hedge Park	City of Cedarburg	11.00
8		City of Cedarburg	2.00
9		City of Cedarburg	23.00
10		City of Cedarburg	0.75
	Doctors Park	City of Cedarburg	0.10
12	Founders Park	City of Cedarburg	3.00
13	Georgetown Walking Paths Park	City of Cedarburg	3.00
14	Georgetown Park	City of Cedarburg	2.00
15	Hamilton Park	Town of Cedarburg	1.00
16	Highland Bridge Park	City of Cedarburg	0.75
17	Hillcrest Park	City of Cedarburg	0.50
18	Maple Manor Park	City of Cedarburg	1.50
19	Ozaukee County Fairgrounds	Ozaukee County	16.00
20	Parkview School	School District	7.00
21	Pioneer Park	City of Cedarburg	2.00
22	Thorson School	School District	12.00
23	Water Tower Hill Park	City of Cedarburg	0.33
24	Westlawn Lot No. 1	City of Cedarburg	0.50
25	Westlawn School	School District	4.00
26	Westlawn Woods Park	City of Cedarburg	3.00
27	Willowbrooke Park	City of Cedarburg	9.00
28	Woodland Park	City of Cedarburg	4.00
29	Wurthmann Park	City of Cedarburg	0.50
30	Zeunert Park	City of Cedarburg	20.00
Subtotal	30 Sites		215.68
	Nonpublic	· · · · · · · · · · · · · · · · · · ·	
31	Baehman's Golf Center	Private	24.00
32	Fireman's Park	Organizational	20.00
33	First Immanuel Lutheran School	Private	3.00
Subtotal	3 Sites		47.00
Total	33 Sites		262.68

Source: SEWRPC.

Table 44

SELECTED OUTDOOR RECREATION FACILITIES IN THE CITY OF CEDARBURG STUDY AREA: 1989

		Number of Selected Facilities						······································		
Site Name	Number on Map 36	Regulation Baseball Diamond	Basketball Goal	lce-Skating Rink	Playfield	Playground	Softball Diamond (league)	Softball Diamond (sandlot)	Tennis Court	Other Facilities
Public										
Beckmann Park	2		2							
Beechwood Park	3									Shuffleboard
Boy Scout Park	4			1						Clubhouse, restrooms,
Cedarburg Junior and										Tiver access
Senior High School	5	3	4		1		• - ·	2	14	Football field, soccer field
Cedar Creek Park Complex	6					1	2		2	Restrooms, sledding hill, bandshell, concession stand, picnic area and shelter, river access, parking lot
Centernial Bark	8					1 .			••	
	3				••	·		ł	 ·	Swimming pool, wading pool, parking lot, gazebo, sledding hill, fishing lagoon, conces- sion stand, picnic area, fit- ness trail, restrooms
Georgetown Park	14			••	1	1	· ••			
Hillcrest Park	17		2		••	1		••		Parking lot
	18				1	1	••	••		
Thorson School	20		2		1	1		1		¹
Water Tower Hill Park	22		2		'	1	1	••		 Cladding hill
Westlawn School	25		6		1	1		•••	••	Steeding hit
Willowbrooke Park	27		1		1	1		1		Restrooms, volleyball area
Weedland Brek	20		•							picnic area, fishing lagoon
Wurthmann Park	28		. z					••		
Zeunert Park	30					1	1	1	2	Restrooms, parking lot, fishing
Subtotal		3	21	1	6	13	4	6	18	. .
Nonpublic										5
Baehman's Golf Center	31						•••			Par 3 golf course, driving
First Immanuel Lutheran School	33			••	1			1		Picnic shelter
Subtotal					1			1	••	
Total		3	21	1	7	13	4	7	18	

Source: SEWRPC.

as a primary park, second level park, third level park, or fourth level park¹—is presented below:

¹Parks within the City of Cedarburg park system have been classified as primary parks, second level parks, third level parks, or fourth level parks based on the size of the park, the facilities provided, and the natural resource characteristics. Primary parks are generally large parks providing a variety of facilities and having a communitywide service area. Second level parks are neighborhood sites generally providing a children's play area. Third level parks generally encompass natural resource features. Fourth level parks are generally small <u>Beckmann Park</u>: Beckmann Park is a threequarter-acre second level park located in the

sites providing buffer areas or open space. In Chapter VII of this report, an objective, an associated principle, and an attendant set of standards for the provision of community and neighborhood parks were set forth. Generally, the City of Cedarburg primary parks represent the community and neighborhood parks set forth in that chapter. The second level parks also meet certain neighborhood park needs; and the third and fourth level parks are generally resource preservation areas and urban open space areas, respectively. central portion of the City. The site encompasses woodlands within the primary environmental corridor located along Cedar Creek and provides two basketball goals.

<u>Beechwood Park</u>: Beechwood Park is a five-acre third level park located in the southeastern portion of the City and consists of a natural area of beech trees.

<u>Boy Scout Park</u>: Boy Scout Park is a one-acre second level park located in the north-central portion of the City. Facilities include the Boy Scout clubhouse, restrooms, an ice-skating rink, and a canoe access to Cedar Creek. This site encompasses a portion of the primary environmental corridor along Cedar Creek.

Cedar Creek Park Complex: The Cedar Creek Park Complex is a 25-acre primary park located in the central portion of the City. Four distinct areas of the complex are the Main Park area, the Softball Park and sledding hill, Adlai Horn Park, and Legion Park. Facilities at the complex include a children's play area, two league softball diamonds, lighted tennis courts, a sledding hill, a bandshell, a concession stand. walking paths, a picnic shelter, restrooms, and a parking lot. A footbridge over Cedar Creek connects the Main Park area with the Adlai Horn Park area. This site also provides access to Cedar Creek and encompasses a portion of the primary environmental corridor along Cedar Creek (see Figure 36).

<u>Cedar Hedge Park</u>: Cedar Hedge Park is an 11-acre third level park located in the northern portion of the City. The site encompasses woodlands within the primary environmental corridor along Cedar Creek.

<u>Cedars Park</u>: Cedars Park is a two-acre second level park located in the southeastern portion of the City. The site provides a children's play area.

<u>Centennial Park</u>: Centennial Park is a 23-acre primary park located in the northwestern portion of the City. Facilities include a children's play area, a sandlot softball diamond, a swimming pool, a wading pool, parking lots, a gazebo, a sledding hill, a concession stand, a fitness trail, walking paths, a fishing lagoon, picnic areas, and restrooms. The site encompasses wetlands with two lagoons within an isolated natural area. <u>City Entrance</u>: City Entrance is a three-quarteracre fourth level park located in the southern portion of the City. This park features a city entrance sign and other civic organization signs.

<u>Doctors Park</u>: Doctors Park is a 0.1-acre fourth level park located in the downtown area. Several permanently placed park benches provide a rest area for pedestrians.

<u>Founders Park</u>: Founders Park is a three-acre third level park located in the western portion of the City. A historic cemetery is located within the site.

<u>Georgetown Walking Paths Park</u>: Georgetown Walking Paths Park is a three-acre third level park located in the northeastern portion of the City. The site provides walking paths in a woodland area within the primary environmental corridor along Cedar Creek.

<u>Georgetown Park</u>: Georgetown Park is a twoacre second level park located in the northeastern portion of the City. Facilities include a playfield and a children's play area.

<u>Highland Bridge Park</u>: Highland Bridge Park is a three-quarter-acre third level park located in the eastern portion of the City. The site encompasses woodlands within the primary environmental corridor along Cedar Creek.

<u>Hillcrest Park</u>: Hillcrest Park is a one-half-acre second level park located in the southwestern portion of the City. Facilities include two basketball goals and a children's play area.

<u>Maple Manor Park</u>: Maple Manor Park is a oneand-one-half-acre second level park located in the northwestern portion of the City. Facilities include a playfield and a children's play area.

<u>Pioneer Park</u>: Pioneer Park is a two-acre second level undeveloped park site located in the southern portion of the City.

<u>Watertower Hill Park</u>: Watertower Hill Park is a one-third-acre second level park located in the northeastern portion of the City. A sledding hill is provided at the site.

<u>Westlawn Lot No. 1</u>: Westlawn Lot No. 1 is a one-half-acre second level park located in the western portion of the City. The site provides a walking path and mowed lawn area.



Source: City of Cedarburg Park Board and SEWRPC.

Table 45

Number on Map 37	Site Name	Acreage	City of Cedarburg Park Classification ^a
2	Beckmann Park	0.75	Second level park
3	Beechwood Park	5.00	Third level park
4	Boy Scout Park	1.00	Second level park ^b
6	Cedar Creek Park Complex	25.00	Primary park
	Main Park		
	Softball Park/Sledding Hill	and the second	
	Adlai Horn Park		
	Legion Park		
7	Cedar Hedge Park	11.00	Third level park
8	Cedars Park	2.00	Second level park
9	Centennial Park	23.00	Primary park
10	City Entrance	0.75	Fourth level park
11	Doctors Park	0.10	Fourth level park
12	Founders Park	3.00	Third level park
13	Georgetown Walking Paths Park	3.00	Third level park
14	Georgetown Park	2.00	Second level park
16	Highland Bridge Park	0.75	Third level park
17	Hillcrest Park	0.50	Second level park
18	Maple Manor Park	1.50	Second level park
21	Pioneer Park	2.00	Second level park
23	Water Tower Hill Park	0.33	Second level park
24	Westlawn Lot No. 1	0.50	Second level park
26	Westlawn Woods Park	3.00	Third level park
27	Willowbrooke Park	9.00	Primary park
28	Woodland Park	4.00	Second level park
29	Wurthmann Park	0.50	Second level park
30	Zeunert Park	20.00	Primary park
Total	23 Sites	118.68	

CITY OF CEDARBURG PARK SYSTEM: 1989

^aThe City of Cedarburg classifies parks as follows: Primary parks are large communitywide parks. Primary parks also serve the immediate neighborhood area. Second level parks are neighborhood sites with playground equipment. Third level parks are generally natural or conservancy areas. Fourth level parks are buffer parks and other dedicated lands.

^bBoy Scout Park also serves as a communitywide site for special events.

Source: City of Cedarburg and SEWRPC.

<u>Westlawn Woods Park</u>: Westlawn Woods Park is a three-acre third level park located in the southwestern portion of the City immediately west of Westlawn School. The site encompasses wetlands within a secondary environmental corridor.

<u>Willowbrooke Park</u>: Willowbrooke Park is a nineacre primary park located in the northern portion of the City. Facilities include one basketball goal, a playfield, a children's play area, a sandlot softball diamond, restrooms, a volleyball area, and a picnic area. The site encompasses a lagoon and is located adjacent to the 4-H Grounds and Fireman's Park. <u>Woodland Park</u>: Woodland Park is a four-acre second level park located in the north-central portion of the City. Facilities include two basketball goals and a children's play area. The site also encompasses a wooded area and a lagoon.

<u>Wurthmann Park</u>: Wurthmann Park is a onehalf-acre second level park located in the central portion of the City. A children's play area is provided at the site.

Zeunert Park: Zeunert Park is a 20-acre primary park located in the southeastern portion of the City. Facilities include a children's play area, a league softball diamond, a sandlot softball

Figure 36 CEDAR CREEK PARK







Source: SEWRPC.

diamond, two tennis courts, restrooms, walking paths, and a parking lot. In addition, the site encompasses a lake within an isolated natural area providing trout fishing opportunities (see Figure 37).

PARK AND OPEN SPACE NEEDS

The City of Cedarburg has generally assumed responsibility for the provision of urban park and outdoor recreation facilities such as ball diamonds, children's play areas, and tennis courts. The need to provide such facilities is dependent upon both the existing and probable future size and distribution of the resident population of the City. This section, therefore, describes such population levels and distribution, identifies the need for urban parks and selected outdoor recreation facilities, and identifies open space preservation needs.

Existing and Planned

Population Levels and Distribution

The existing and anticipated future need for urban parks and outdoor recreation facilities may be determined by applying the adopted planning standards presented in Chapter VII of this report to the existing and probable future resident population levels of the City as set forth in Chapter IX. The resident population of the planned urban service area of the City of Cedarburg may be expected to reach 16,000 persons by the year 2010, an increase of about 7,000 persons over the 1980 population of the City.

In addition to information on the overall size of the future population of the Cedarburg area, information on population distribution is important to a determination of outdoor recreation site and facility needs. The existing and planned future urban residential areas in the City of Cedarburg urban service area utilized for park planning purposes, as set forth in the land use plan, are shown on Map 38. These areas should be served by urban parks and outdoor recreation facilities.

Outdoor Recreation Site and Facility Needs

The recreation objective presented in Chapter VII of this report is concerned with the provision of adequate outdoor recreation sites

Figure 37

ZEUNERT PARK



Source: SEWRPC.

and facilities for the resident population of the City. The accompanying standards specify per capita and accessibility requirements for urban outdoor recreation sites and facilities. Urban parks and outdoor recreation sites typically provide opportunities for activities such as baseball, softball, tennis, and playground and playfield activities. In addition to these standards, long-standing City of Cedarburg accessibility standards for neighborhood sites, as set forth below, have been applied in the Cedarburg urban service area.

<u>Outdoor Recreation Site Per Capita Needs</u>: There are two kinds of public general-use sites—parks and public school playgrounds and playfields. School outdoor recreation sites, while not generally perceived as parks, provide areas for the pursuit of intensive nonresource-oriented recreational activities in urban areas. As indicated in Table 46, application of the standard acreage requirements to the existing 1980 and planned, design year 2010 population levels indicates that such requirements are generally met by the existing outdoor recreation sites in the Cedarburg urban service area.

Outdoor Recreation Site Accessibility Needs: Urban areas may have need for additional urban parks if the spatial distribution of existing parks does not provide sufficient access for area residents. In order to determine if portions of the Cedarburg urban service area lack adequate access to urban parks, appropriate service areas were delineated around existing parks, and the existing and planned urban residential portions of the Cedarburg urban service area not adequately served were identified.

Community Parks: According to standards prescribed under the recreation objective in Chapter VII of this report, community parks-Type III parks ranging in size from 25 to 99 acres and providing community-oriented facilities such as baseball diamonds, softball diamonds, and swimming pools-should be provided within two miles of the home of each resident of an urban area having a population greater than 7,500 persons. In 1989, two City of Cedarburg primary parks were classified as community parks-Cedar Creek Park Complex, a four-site area encompassing 25 acres along Cedar Creek near the center of the urban area, and Centennial Park, a 23-acre site located in the northwestern portion of the City. All of the existing and planned urban residential area in the Cedarburg urban service area was thus located within two miles of a community park.

Neighborhood Parks: According to the standards prescribed under the recreation objective in Chapter VII, the service radius of neighborhood parks-Type IV parks-varies with population density, with such parks being less than 25 acres in size and generally providing facilities for children's outdoor recreation activities, such as playground and playfield activities, ice-skating, and basketball and other court games. In this regard, the service radius of a neighborhood park should be 0.5 mile in a high-density urban area, 0.75 mile in a medium-density urban area, and 1.0 mile in a low-density urban area. The overall urban density within the Cedarburg urban service area is proposed to be medium density; therefore, the 0.75-mile service radius for neighborhood parks was applied. There were two primary parks classified as neighborhood parks in the City of Cedarburg in 1989-Willowbrooke Park, a nine-acre site located in the northern portion of the City, and Zeunert Park, a 20-acre site located in the southern portion of the City. The Cedar Creek Park Complex and Centennial Park were also considered to meet the need for neighborhood parks. Therefore, four parks were included in the neighborhood park accessibility analysis. Neighborhood parks should be accessible through a convenient and safe pedestrian circulation system. Therefore, in the accessibility analysis for such sites, certain natural and manmade features-including Cedar Creek, major arterial streets, railways, and other natural and





SURFACE WATER

EXISTING AND PLANNED DEVELOPMENT WITHIN THE CITY OF CEDARBURG URBAN SERVICE AREA



ISOLATED NATURAL AREA

URBAN SERVICE AREA BOUNDARY

GENERALIZED EXISTING URBAN DEVELOPMENT

PLANNED URBAN DEVELOPMENT

Source: SEWRPC.

Table 46

PER CAPITA ACREAGE REQUIREMENTS FOR URBAN OUTDOOR RECREATION SITES IN THE CEDARBURG URBAN SERVICE AREA

PublicMinimumPublicStandardGeneral-UseNet AcreageOutdoorRequirementRecreation(acres perSites1,000 persons) ^a		Per Capita Acreage Requirements					
	Minimum Standard Net Acreage		1980 (existing u population:	rban 9,005)	Plan Design Year 2010 (planned urban population: 16,000)		
	Existing Net Acres	Net Acreage Requirement ^b	Net Acreage Need ^C	Net Acreage Requirement ^b	Net Acreage Need ^C		
Parks	3.9	66	35.1		62.4		
Schools	2.5	61 ^d	22.5		40.0		

^aStandard per capita acreage requirements are set forth under Objective No. 4 in Chapter VII.

^bThe acreage requirement for public, general-use, outdoor recreation sites was determined by multiplying the standard acreage requirement times the appropriate population in thousands of persons.

^cAcreage need was determined by subtracting the existing acres from the acreage requirement. If the remainder was a negative number, the minimum acreage requirement was exceeded, and no per capita acreage need was identified.

^dThis total includes only the school site acreage used for outdoor recreation facilities.

Source: SEWRPC.

man-made features that serve to impede the safe access of neighborhood parks from urban residential areas—were considered barriers preventing pedestrian access. As shown on Map 39, certain existing urban residential areas, including areas northeast of Cedar Creek and areas in the southeastern and southwestern portions of the City, are not adequately served by existing neighborhood parks. As further shown on Map 39, additional large planned residential areas, including areas in the northern, western, and eastern portions of the planned, design year 2010 urban service area, would not be served by the existing neighborhood parks.

<u>Primary and Second Level Parks</u>: According to long-standing standards prepared and applied by the City of Cedarburg, the service radius of primary parks—large city parks providing a variety of facilities such as baseball diamonds, basketball courts, swimming pools, and tennis courts—and of second level parks—smaller neighborhood parks generally providing play areas and equipment—also varies with popula-

tion density. In this regard, the historical local service radius of primary and second level parks is 0.25 mile in a high-density urban area, 0.5 mile in a medium-density area, and 0.75 mile in a low-density area. In the City of Cedarburg urban service area, there were four primary parks in 1989-Cedar Creek Park Complex, Centennial Park, Willowbrooke Park, and Zeunert Park-and 11 second level parks-Beckmann Park, Boy Scout Park, Cedars Park, Georgetown Park, Hillcrest Park, Maple Manor Park, Pioneer Park, Water Tower Hill Park, Westlawn Lot No. 1, Woodland Park, and Wurthmann Park. As shown on Map 40, existing urban residential development in the northern. southwestern, and southeastern portions of the Cedarburg urban service area are not served by the existing distribution of primary and second level parks. As further shown on Map 40, additional planned urban residential development in the western, northern, and eastern portions of the urban service area would not be served by the existing distribution of primary and second level parks.

AREAS IN THE CEDARBURG URBAN SERVICE AREA NOT SERVED BY A NEIGHBORHOOD PARK



EXISTING PARK

 \square

BY A NEIGHBORHOOD PARK

GENERALIZED NONRESIDENTIAL AREA

EXISTING GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED

PLANNED GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A NEIGHBORHOOD PARK

1000 2000 300

LEGEND

PRIMARY ENVIRONMENTAL CORRIDOR SECONDARY ENVIRONMENTAL CORRIDOR ISOLATED NATURAL AREA

URBAN SERVICE AREA BOUNDARY

OTHER LANDS OUTSIDE THE URBAN SERVICE AREA

Source: SEWRPC.

AREAS IN THE CEDARBURG URBAN SERVICE AREA NOT SERVED BY A PRIMARY OR SECOND LEVEL PARK



EXISTING GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A PRIMARY OR SECOND LEVEL PARK

PLANNED GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A PRIMARY OR SECOND LEVEL PARK

GENERALIZED NONRESIDENTIAL AREA

 \square







Source: SEWRPC.

3000 4000 FEET

GRAPHIC SCALE

2000

Table 47

PER CAPITA REQUIREMENTS FOR SELECTED OUTDOOR RECREATION FACILITIES IN THE EXISTING AND PLANNED CITY OF CEDARBURG URBAN SERVICE AREA

Existin Quantity Facility Facility	Evisting	Minimum Standard Requirement (facility per 1,000 persons) ^b	1980 Existing Population:	Urban 9,005	Plan Design Year 2010 Urban Population: 16,000		
	Quantity of Facility ^a		Facility Requirement ^C	Facility Need ^d	Facility Requirement ^C	Facility Need ^d	
Baseball Diamond	3	0.10	0.9		1.6		
Playfield	6	0.50	4.5		8.0	2	
Playground	13	0.42	3.8		6.7		
Softball Diamond	10	0.60	5.4		9.6		
Tennis Court	18	0.60	5.4		9.6		

^aThis total includes only facilities at public sites within the plan design year urban service area.

^bStandard per capita facility requirements are set forth under Objective No. 4 in Chapter VII.

^CThe facility requirement was determined by multiplying the minimum standard requirement times the appropriate population in thousands of persons.

^dFacility need was determined by subtracting the existing quantity of facility from the facility requirement and rounding the remainder to the nearest integer. If the remainder was a negative number, the minimum facility requirement was exceeded, and no per capita facility need was identified.

Source: SEWRPC.

Third level parks generally encompass natural resource features and are used for limited passive recreation. Fourth level parks are generally small sites providing open space or buffer areas. The need for, and location of, additional third level parks is determined by the location of the natural resources in the Cedarburg urban service area, while the need for and location of additional fourth level parks must be determined as development occurs in the urban service area.

<u>Urban Outdoor Recreation Facility Per Capita</u> <u>and Accessibility Needs</u>: The outdoor recreation objective set forth in Chapter VII also calls for the provision of outdoor recreation facilities to allow the resident population of the City adequate opportunity to participate in intensive nonresource-oriented outdoor recreation activities, such as baseball, softball, and tennis. The standards for selected facilities were applied to the existing 1980 and design year 2010 population of the Cedarburg urban service area. As indicated in Table 47, per capita standards for baseball, playground, softball, and tennis facilities have been met for both the existing and design year urban service area population. As further indicated in Table 47, application of the per capita standard for playfields indicates that two additional playfields will be needed within the Cedarburg urban service area by the design year 2010.

As already noted, urban areas may also have a need for additional outdoor recreation facilities because the spatial distribution of such facilities does not provide adequate access to the residents of the area. In order to determine which portions of the urban service area lack adequate access for certain intensive nonresource-oriented outdoor recreation facilities, appropriate service areas—as prescribed in the standards under the recreation objective—were delineated around the facilities concerned. The existing and planned residential areas within the Cedarburg urban service area not adequately served by such facilities are described below.

1. <u>Baseball Diamonds</u>: As shown on Map 41, baseball diamonds were located at the Cedarburg Junior and Senior High School site. Since the maximum service radius of a baseball diamond is two miles, applica-



AREAS IN THE CEDARBURG URBAN SERVICE AREA NOT SERVED BY A BASEBALL DIAMOND

LEGEND

Source: SEWRPC.

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

URBAN SERVICE AREA BOUNDARY

OTHER LANDS OUTSIDE THE URBAN SERVICE, AREA



EXISTING BASEBALL DIAMOND

EXISTING GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A BASEBALL DIAMOND

PLANNED GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A BASEBALL DIAMOND

GENERALIZED NONRESIDENTIAL AREA



183

tion of the accessibility requirement for baseball diamonds indicated that virtually all of the Cedarburg urban service area was adequately served by the existing baseball diamonds. Only small areas in the southeastern and northern portions of the Cedarburg urban service area would not be served.

- 2. <u>Playfields and Soccer Fields</u>: As shown on Map 42, playfields, including sandlot softball diamonds and soccer fields, were located at seven sites within the Cedarburg urban service area. These are large open areas and may be used for soccer and other activities requiring open fields. Since the maximum service radius of a playfield is about one-half mile, application of the accessibility requirement for playfields indicates that large portions of the existing and planned, design year 2010 Cedarburg urban service area are not served by the existing distribution of playfields.
- 3. Playgrounds: As shown on Map 43, children's play areas (see Figure 38) were located at 13 sites in the Cedarburg urban service area. Since the maximum service radius of a playground is also about onehalf mile, application of the accessibility requirement for playgrounds indicates that existing residential areas within the northern, southeastern, and western portions of the Cedarburg urban service area are not served by the existing distribution of playgrounds. As further shown on Map 43, large areas of planned residential development in the northern, eastern, and western portions of the urban service area would not be served by the existing distribution of playgrounds.
- 4. <u>Softball Diamonds</u>: As shown on Map 44, league softball diamonds were located at three sites in the Cedarburg urban service area. Since the maximum service radius of a softball diamond is about one mile, application of the accessibility requirement for softball diamonds indicates that existing residential areas in the northern, southeastern, and western portions of the Cedarburg urban service area are not adequately served by the existing softball diamonds. As further shown on Map 44, planned residential areas in the northern

and western portions of the urban service area would not be served by the existing distribution of softball diamonds.

5. Tennis Courts: As shown on Map 45, tennis courts were located at three sites in the Cedarburg urban service area. Since the maximum service radius of a tennis court is about one mile, application of the accessibility requirement for tennis courts indicates that existing residential areas within the northern, southeastern, and western portions of the Cedarburg urban service area are not adequately served by the existing tennis courts. As further shown on Map 45, an area of planned residential development in the northern portion of the urban service area would not be served by the existing distribution of tennis courts.

Other Outdoor Recreation Site and Facility Need Considerations: The preceding sections have described per capita and accessibility needs for urban parks and selected intensive nonresourceoriented outdoor recreation facilities. These needs were based on an application of the standards presented under the recreation objective in Chapter VII. In addition, other urban park facility needs have been identified by the City of Cedarburg Park Board and the Cedarburg Ad Hoc Park Committee. Such needs include the provision of additional facilities at the children's play area at Georgetown Park; the provision of a children's play area at Pioneer Park: the provision of a fitness trail at Centennial Park; swimming pool repairs at Centennial Park; the provision of a playground for handicapped children at Centennial Park; and the provision of additional soccer fields.

As noted in Chapter V of this report, an inventory of historic resources in the City of Cedarburg was conducted, and a total of 132 historic places were identified in the Cedarburg study area. A need to preserve these valuable community resources within the context of the overall community development and redevelopment plan was thus identified. The City of Cedarburg Park Board recognizes the need to preserve the historic resources of the City and to provide recreation trails, pedestrian walkways, and other linear facilities that would serve to link the important historic, recreational, and scenic values of the Cedarburg urban service area.



AREAS IN THE CEDARBURG URBAN SERVICE AREA NOT SERVED BY A PLAYFIELD OR SOCCER FIELD

LEGEND

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

URBAN SERVICE AREA BOUNDARY

OTHER LANDS OUTSIDE THE URBAN SERVICE AREA



EXISTING PLAYFIELD

EXISTING GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A PLAYFIELD

PLANNED GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A PLAYFIELD

GENERALIZED NONRESIDENTIAL AREA



Source: SEWRPC.

AREAS IN THE CEDARBURG URBAN SERVICE AREA NOT SERVED BY A PLAYGROUND



EXISTING PLAYGROUND

00

GENERALIZED NONRESIDENTIAL AREA

EXISTING GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A PLAYGROUND

PLANNED GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A PLAYGROUND

PERCENT AND

LEGEND

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

- URBAN SERVICE AREA BOUNDARY

OTHER LANDS OUTSIDE THE URBAN SERVICE AREA

Source: SEWRPC.

Figure 38

CEDAR CREEK PARK-CHILDREN'S PLAY AREA







Source: SEWRPC.

In a 1986 study prepared for the City of Cedarburg by the Wisconsin Park and Recreation Association Community Needs Assessment Committee, certain indoor recreation needs were identified. The study report, entitled <u>An Evaluation of the City of Cedarburg Park/Recreation</u> <u>Programs and Organizational Structure</u>, identified a need for an auditorium for cultural programs and activities; identified a need to develop additional nonathletic programs; and recommended that the City's total parkland to population ratio not be reduced.

Open Space Preservation Needs

In the previous section of this chapter, an analysis of needs relating to outdoor recreation sites and selected facilities was conducted by applying outdoor recreation site and facility standards to the existing and planned population of the Cedarburg urban service area. It is important to note that there are equally important needs relating to the preservation and protection of the underlying and sustaining natural resource base of the study area.

As already noted, the environmental corridors and isolated natural areas in the Cedarburg study area encompass a wide variety of valuable natural resources. These resources were described in Chapter III of this report. By protecting these resources, flood damage can be reduced, soil erosion abated, water supplies protected, wildlife population enhanced, and continued opportunities provided for scientific,



AREAS IN THE CEDARBURG URBAN SERVICE AREA NOT SERVED BY A SOFTBALL DIAMOND

LEGEND

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

URBAN SERVICE AREA BOUNDARY

OTHER LANDS OUTSIDE THE URBAN SERVICE AREA

Source: SEWRPC.



EXISTING LEAGUE SOFTBALL DIAMOND

EXISTING GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A LEAGUE SOFTBALL DIAMOND

PLANNED GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A LEAGUE SOFTBALL DIAMOND

GENERALIZED NONRESIDENTIAL AREA





EXISTING TENNIS COURT

 \square

GENERALIZED NONRESIDENTIAL AREA

EXISTING GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A TENNIS COURT

PLANNED GENERALIZED URBAN RESIDENTIAL AREA NOT SERVED BY A TENNIS COURT

AREAS IN THE CEDARBURG URBAN SERVICE AREA NOT SERVED BY A TENNIS COURT

LEGEND

PRIMARY ENVIRONMENTAL CORRIDOR SECONDARY ENVIRONMENTAL CORRIDOR

- ISOLATED NATURAL AREA
- URBAN SERVICE AREA BOUNDARY
- OTHER LANDS OUTSIDE THE URBAN SERVICE AREA



GRAP

SCALE

educational, and outdoor recreational pursuits. Conversely, the intrusion of urban land uses into these corridors can, because of the soil limitations, high groundwater tables, and flood hazards, result in the creation of serious and costly developmental problems such as faulty foundations for pavement and structures, wet basements, excessive clearwater infiltration and inflow into sanitary sewerage systems, and flooding and poor drainage.

The preservation of high-quality open space lands can be achieved through the maintenance of the existing primary and secondary environmental corridors and isolated natural areas in essentially natural, open space uses, and through the maintenance of important agricultural land in agricultural use. The need to protect these features cannot be related to per capita or accessibility requirements, since the achievement of the natural resource base and agricultural lands protection objective is essentially independent of any population level or distribution and relates rather to the location. character, and extent of the various elements of a natural resource base. Importantly, the protection of the environmental corridors and isolated natural areas generally results in the protection of high-quality natural resources for the provision of needed trail facilities and other natural resource-oriented outdoor recreation facilities.

RECOMMENDED PARK AND OPEN SPACE PLAN

The analysis of need for park and open space sites and facilities in the City of Cedarburg urban service area indicates that additional sites and facilities are required to meet the outdoor recreation needs of the residents of the existing and planned future urban service area. Under the park and open space plan element of the development plan for the City of Cedarburg, then, it is recommended that the City acquire and develop eight new city parks; develop additional facilities at existing city parks; and maintain all existing and proposed new city park and open space sites. In addition, it is recommended that the City provide 20 miles of recreational trails in the urban service area. including about 3 miles along the proposed countywide recreation corridor system and about 17 additional miles of pedestrian trails and routes connecting the existing and proposed community and neighborhood park and open

space sites in the City. Finally, in accordance with recommendations set forth in Chapter IX of this report, it is recommended that the environmental corridors and isolated natural areas within the Cedarburg urban service area be protected and preserved, including the acquisition, as necessary, of those environmental corridors proposed for recreation trail development and those required for public urban open space use. Specific recommendations for the provision of new city parks, additional development at existing city parks, the provision of trails, and the preservation of open space lands in the Cedarburg urban service area are presented below:

Proposed New City Parks

It is recommended that the City of Cedarburg acquire and develop, as needed, eight additional city park sites. The general location of these sites is shown on Map 46. The size of and proposed facilities for each of these sites are set forth below.

- 1. <u>Park Site A</u>—Park Site A is proposed to be located along Cedar Creek in the northern portion of the Cedarburg urban service area. The site would encompass approximately 18 acres, including about 8 acres of woodlands within a primary environmental corridor. Facilities proposed for this site include a playfield, a children's play area, tennis courts, an area for picnicking and other passive recreation uses, trails, and appropriate support facilities, including restrooms. This site is proposed to be located along the citywide system of recreation trails.
- 2. Park Site B—Park Site B is proposed to be located west of Wauwatosa Road and north of Western Avenue in the western portion of the Cedarburg urban service area. The site would encompass about 18 acres, including about 8 acres of wetlands, surface water, and other natural resource features within an identified isolated natural area. Facilities proposed for this site include a league softball diamond and playfield area, a children's play area, tennis courts, an area for picnicking and other passive recreation use, trails, and appropriate support facilities, including parking, a small shelter, and restrooms. This site is also proposed to be located along the citywide system of recreation



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trails. The portion of the trail system between the park site and the LaSata elderly housing complex should be wheelchair accessible.

- 3. <u>Park Site C</u>—Park Site C is proposed to be located east of Wauwatosa Avenue and north of Pioneer Road in the southwestern portion of the Cedarburg urban service area. The site would encompass about 14 acres, including about 8 acres of wetlands within a secondary environmental corridor. Facilities proposed for this site include a playfield area, a children's play area, an area for picnicking and other passive recreation use, trails, and appropriate support facilities. This site is also proposed to be located along the citywide system of recreation trails.
- 4. Park Site D—Park Site D is proposed to be located along Cedar Creek in the eastern portion of the Cedarburg urban service area. The site would encompass about 20 acres of land on both sides of Cedar Creek located within the 100-year recurrence interval flood hazard area of the creek, including about 6 acres of wetland within a primary environmental corridor. Facilities proposed for this site include a playfield area; a children's play area; an area for picnicking and other passive recreation use; cross-country skiing, hiking, and nature trails; and appropriate support facilities. This site is proposed to be located along the citywide system of recreation trails.
- 5. <u>Park Site E</u>—Park Site E is proposed to be located within the planned Cedar Pointe Subdivision in the southwestern portion of the Cedarburg urban service area. The site would encompass about five acres of open lands. Facilities proposed for this site include a sandlot softball field, a children's play area, a playfield, and appropriate support facilities, including restrooms.
- 6. <u>Park Site F</u>—Park Site F is proposed to be located adjacent to the quarry located in the northern portion of the Cedarburg urban service area. The site would encompass about 10 acres of land, including frontage on the planned quarry lake, a buffer strip surrounding the quarry site, and adjacent natural resource lands. Facili-

ties proposed for this site include a children's play area, a playfield, water access facilities, trails, and an area for picnicking and other passive recreation use. This site is also proposed to be located along the citywide system of recreation trails.

- 7. <u>Park Site G</u>—The Ad Hoc Park Committee recommended that a park site be located in the vicinity of the Parkview Meadows Subdivision in the northwest portion of the Cedarburg urban service area. The site would encompass about five acres of land. Facilities proposed for this site include a playfield area, a children's play area, and appropriate support facilities. This site is also proposed to be located along the citywide system of recreation trails.
- 8. <u>Park Site H</u>—The Ad Hoc Park Committee further recommended that the former City of Cedarburg/Town of Cedarburg landfill site, located approximately three miles north of the City of Cedarburg on CTH I, be developed as a community level park. The site encompasses approximately 100 acres of land. Facilities proposed for this site, which is not shown on Map 46, include regulation lighted softball fields, a playfield area, a children's play area, an area for picnicking, and appropriate support facilities, including a parking lot and restrooms.

Existing City Parks

It is recommended that the City provide additional outdoor recreational facilities, as needed, at existing city parks. It is envisioned that this would occur in conformance with a site design plan for each individual park. More specifically, it is recommended that a fitness trail, a handicapped-accessible playground, and swimming pool repairs be provided at Centennial Park; additional play equipment be provided at several second level parks; and soccer fields be provided at several parks. Individual master plans for each park will be prepared as funding permits.

Under the park and open space plan element, it is also recommended that the City maintain all existing and proposed park and open space sites and outdoor recreation facilities. The maintenance activities at these sites include, as needed, the provision, paving, and resurfacing of parking lots and walkways; the resurfacing of volleyball, basketball, and tennis courts; making existing facilities handicapped accessible; the provision, repair, or replacement of sports field lighting, park benches, picnic tables, and drinking fountains; the provision, repair, or replacement of footbridges, restrooms, maintenance buildings, picnic shelters, community buildings, and bath houses; and the maintenance of lawns, gardens, and other landscape plantings. Such maintenance activities may also include the provision of additional playgrounds, playfields, picnic areas, and areas for passive recreation use.

Trail Facilities

Under the park and open space plan element of the development plan for the City of Cedarburg, it is recommended that a variety of recreation trails and routes be provided in the Cedarburg urban service area, including a segment of the countywide recreation corridor traversing the urban service area, an additional system of interconnected trails and routes linking selected city park sites and connecting with the countywide recreation corridor, and a riverwalk along portions of Cedar Creek in downtown Cedarburg. The system of proposed trails is shown on Map 47.

Under the park and open space plan for Ozaukee County, it is recommended that about 38 miles of trails be provided in Ozaukee County as part of a 500-mile system of recreation corridors in southeastern Wisconsin. As shown on Map 47, that portion of the recommended countywide trail in the Cedarburg urban service area is about three miles in length and is proposed to be located along the former electric interurban railway right-of-way of The Milwaukee Electric Railway & Light Company, now owned by the Wisconsin Electric Power Company (WEPCo). This trail segment would connect with the trail segment already developed in the Village of Grafton on the northeast, and with the segment on this right-of-way proposed for development in the City of Mequon on the south.

As further shown on Map 47, it is recommended that a system of additional trails and pedestrian routes be provided in the Cedarburg urban service area. This system would link the existing and proposed new community and neighborhood parks and would connect with the countywide recreation corridor. Under this proposal, about 17 miles of trails and routes would be provided by the City. Of this total, about eight miles would be developed within existing and proposed city park, parkway, and open space sites. The remaining nine miles would be located generally along public road rights-of-way. It is envisioned that all trails and routes will be marked in the uniform script and style established for city signage.

As set forth in Chapter V of this report, it is recommended that a riverwalk linking the Cedar Creek settlement area with City Park—Cedar Creek and Adlai Horn Parks—be provided generally along Cedar Creek in the downtown portion of the Cedarburg urban service area. This riverwalk would connect with, and be a part of, the system of trails and pedestrian routes in the City. In addition, the riverwalk would connect with the countywide and regionwide recreation corridor system. Indeed, the riverwalk would serve as the "hub" of the city trail system.

Open Space Preservation

A description of the location and extent of important open space lands in the Cedarburg study area-including primary and secondary environmental corridors, isolated natural areas, and prime agricultural land—was presented in Chapter III of this report. Preservation of these lands would serve to maintain a high level of environmental quality in, and protect the natural beauty of, the Cedarburg urban service area. as well as to provide valuable recreation opportunities for the residents of the City. Such preservation would also prevent the creation of serious and costly environmental and developmental problems. Accordingly, as set forth in Chapter IX of this report, it is recommended that the environmental corridors and isolated natural areas be protected and preserved in natural. open uses, and that prime agricultural land be maintained in agricultural use.

Under the park and open space plan element of the development plan for the City of Cedarburg, certain portions of the identified environmental corridors and isolated natural areas would be utilized for park corridor, trail, and urban open space purposes. For purposes of this report, the term "park corridor" is defined as an elongated area of publicly owned land generally encompassing important natural resource features. A park corridor is usually located along a stream valley, ridge line, or other linear natural feature, and is intended to provide aesthetic and natural resource continuity and, at the same time, link park, outdoor recreation, and other open space

ENVIRONMENTAL CORRIDOR LANDS RECOMMENDED FOR TRAIL DEVELOPMENT AND OTHER PARKWAY USES



LEGEND

PROPOSED COUNTY WIDE RECREATION CORRIDOR
PROPOSED CITY TRAILS

URBAN SERVICE AREA BOUNDARY

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

LAND WITHIN ENVIRONMENTAL CORRIDOR RECOMMENDED FOR ACQUISITION FOR TRAIL AND PARKWAY USES





lands within a total park and open space system. Park corridors also serve as ideal locations for trail facilities, including those trail facilities recommended for development in the Cedarburg urban service area. In addition, park corridor drives for pleasure driving can be provided within and adjacent to park corridors.

Under this plan element, it is recommended that a park corridor be provided along certain segments of the primary environmental corridors along the main stem of Cedar Creek for trail development purposes as well as natural resource preservation purposes. Specifically, about 55 acres of primary environmental corridor would be preserved through zoning or dedication as part of the Cedar Creek Park Corridor, including primary environmental corridor lands located within and adjacent to proposed city park site A north of Cedar Hedge Park in the northern portion of the urban service area; within and adjacent to proposed city park site D north of Portland Road in the eastern portion of the urban service area; and east of the sewage treatment plant in the southeastern portion of the urban service area. It is also recommended that about 80 acres of secondary environmental corridor lands within and adjacent to proposed city park site C in the vicinity of Wauwatosa Avenue in the southwestern portion of the urban service area be zoned for dedication for flood control, resource preservation, and other park corridor purposes. Those primary and secondary environmental corridor lands specifically recommended herein for trail development and other park corridor uses are shown on Map 47.

IMPLEMENTATION OF THE RECOMMENDED PARK AND OPEN SPACE PLAN ELEMENT

Because of the many governmental agencies operating within the Cedarburg study area, it is important to identify those agencies having the legal authority and financial capability to most effectively implement the recommended park and open space plan element of the development plan for the City of Cedarburg. Accordingly, those agencies whose action will have a significant effect upon the successful implementation of the plan element and whose full cooperation in plan implementation will be essential, along with the actions required of those agencies, are identified below: Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources has authority and responsibility in the areas of park development, natural resource protection, water quality control, and water use regulation. Because of this broad range of authority and responsibility, certain Department functions have particular importance in the implementation of the park and open space plan element. The Department has the obligation to prepare a comprehensive statewide outdoor recreation plan and to develop long-range statewide conservation and water resources plans; the authority to protect, develop, and regulate the use of state parks, forests, fish and game, lakes and streams, certain plant life, and other resources; and the authority to administer the federal grant program known as the Land and Water Conservation (LAWCON) fund program within the State. The Department also has the obligation to establish standards for floodplain and shoreland zoning and the authority to adopt, in the absence of satisfactory local actions, shoreland and floodplain zoning ordinances.

Specifically, in relation to the implementation of this plan element, it is important that the Department approve and adopt the park and open space plan element in order to maintain the eligibility of the City for available state and federal outdoor recreation grants in support of plan implementation. In addition, the Department should use available regulatory authority to guide urban development in accordance with the recommended location and extent of the Cedarburg urban service area set forth in Chapter IX of this report and to enhance environmental quality in the City. Finally, the Department should be directly responsible for the continued acquisition, development, and maintenance of major parks and natural areas adjacent to the Cedarburg study area, including the continued acquisition of lands within the Cedarburg Bog scientific area and Jackson Marsh Wildlife Area and the development of outdoor recreation facilities at Harrington Beach and Pike Lake State Park and within the Kettle Moraine State Forest-Northern Unit.

Ozaukee County Park Commission

The Ozaukee County Park Commission has the authority and responsibility for the remaining resource-oriented acquisition, development, and maintenance within major parks in the vicinity of the Cedarburg study area, including the maintenance of Mee-Kwon and Hawthorne Hills County Parks. In addition, Ozaukee County is responsible for the provision of the 38 miles of trails within the regionwide system of recreation corridors, including the three miles of trails along the WEPCo right-of-way in the Cedarburg urban service area.

City of Cedarburg

The park and open space plan element of the development plan for the City of Cedarburg recommends the acquisition and development of eight new city parks; the provision of additional facilities at existing city parks; the provision of a system of citywide trails and pedestrian routes; and the protection and preservation in natural, open uses of the important natural resource features in the urban service area. Full implementation of these plan recommendations would result in the attainment of the recreation and natural resource protection objectives presented in Chapter VII of this report. The implementation of these recommendations would be primarily the responsibility of the City of Cedarburg.

At the request of city staff, park service areas were delineated to identify parks that serve the neighborhood needs of particular subdivisions, and for allocation of park dedication fees to the appropriate service area. Potential park districts are shown on Map 48.

The boundaries of proposed new parks, the location of proposed trail facilities, and the boundaries of proposed new open space sites and park corridors should be determined within the context of detailed subarea development plans for the City. The preparation of such plans will promote the efficient provision of community facilities and services of all kinds. Such plans would show the existing and proposed location of collector and local land access streets; drainageways; and school sites and other public sites. including parks and park corridors. Future growth and development in the urban service area should be accommodated in an orderly fashion through the development of complete detailed subarea plans, thereby enabling the City to economically and efficiently provide facilities and services of all kinds, including parks and park corridors as urban development actually occurs.

Once prepared, implementation of the detailed subarea development plans can be promoted through amendment of the City's Official Map, as well as through the enforcement of the City's zoning and local subdivision control ordinances. The adopted Official Map and the zoning ordinance can serve to protect lands or proposed parks and park corridors from incompatible urban encroachment. Zoning of land for outdoor recreation and open space preservation purposes may be supplemented, as necessary, by the joint exercise of the extraterritorial zoning powers of the City of Cedarburg, pursuant to Chapter 62 of the Wisconsin Statutes. In addition, the acquisition of outdoor recreation and open space preservation lands can be facilitated by the use of a subdivision control ordinance containing parkland dedication provisions. A more detailed description of these plan implementation measures is presented in Chapter XI of this report.

It is also important to note that while the usual manner of acquisition of parks and park corridors is the purchase of fee simple interest, there are methods of acquiring less than simple interest in needed park and open space lands. Such acquisition may serve to protect important natural resource features and reserve parklands, and may involve such methods as the purchase and resale of land upon condition; purchase and "lease back" of land; acquisition of land subject to life estate; acquisition of tax delinquent land; acquisition of conservancy easements; acquisition of scenic easements; acquisition through donation; and acquisition through dedication. In addition, a "clustered" residential development design option, as typically embodied in a planned unit development zoning district, can be used to preserve open space and reserve lands for outdoor recreation purposes.

This section of the chapter has identified specific responsibilities for the acquisition and development of park and open space land for use by the residents of the Cedarburg urban service area. In this regard, it is recommended that the Wisconsin Department of Natural Resources and Ozaukee County assume responsibility for the provision of resource-related sites and facilities which are logically part of an areawide system of state and county parks. This system should also include the development of trails within the recommended recreation corridor within the Cedarburg urban service area as part of the system of recreation trails proposed to be located throughout the County and Region within designated park corridors and other environmental corridors; along railway, power company, and other rights-of-way; and on public roads. It is recommended that the City of Cedarburg

POTENTIAL PARK DISTRICTS



LEGEND

URBAN SERVICE AREA BOUNDARY

POTENTIAL PARK DISTRICT BOUNDARY



Source: SEWRPC.

assume responsibility for the provision of urban park sites and facilities and of local trails in the Cedarburg urban service area which are logically part of the city park and open space system. It is important to recognize, however, that while specific implementation responsibilities have been identified herein, the provision of needed park and open space sites and facilities in the public interest is of primary importance, and all units and agencies of government should cooperate to assure the timely reservation of land for, and the ultimate provision of, such sites and facilities.

Plan Implementation Costs

Implementation of the recommended park and open space plan presented herein would require a total capital investment of about \$2,800,000 over the 25-year plan implementation period. About \$1,500,000, or about 53 percent, would be incurred for the acquisition and development of the eight proposed new city parks; about \$700,000 or 25 percent, would be incurred for the additional development of existing city parks; about \$300,000, or 11 percent, would be incurred for the development of trail facilities and other routes in the proposed city system of recreational trails, excluding, however, the proposed Cedar Creek riverwalk, the costs of which should be determined in the recommended riverwalk study; and the remaining \$300,000, or 11 percent, would be incurred for the acquisition of park corridor lands needed for trail development or other uses.

The estimated City of Cedarburg park and open space acquisition and development costs of \$2.8 million would be distributed over a 25-year plan implementation period. Thus, the average annual acquisition and development costs would be about \$112,000, and about \$8.62 per capita. The average annual per capita costs were derived by dividing the average annual cost by the average annual population over the 25-year plan implementation period. The average annual population of the Cedarburg urban service area—determined by calculating the average of the 1980 population of about 10,000 persons and the planned, design year 2010 population of 16,000 persons—is about 13,000 persons.

It should be noted that to the extent that parklands are acquired through the land dedication process and that acquisition and development proposals become eligible for state or federal aid, these costs could be reduced. Thus, if all lands proposed for acquisition are acquired through the land dedication process and if 50 percent of the development costs for city park and open space sites and outdoor recreation facilities is obtained through state and federal aid, full implementation of the park and open space acquisition and development recommendations could be reduced to about \$1,050,000, and over the 25-year plan implementation period would be about \$42,000 per year, or about \$3.23 per capita per year. Park development costs could be further offset through the continued use of subdivision dedication fees for the development of park sites and facilities.

CONCLUDING REMARKS

The primary purpose of the park and open space plan element of the development plan for the City of Cedarburg is the preparation of a sound and workable guide to the acquisition and development of lands and facilities needed to satisfy the outdoor recreation and open space needs of the existing and probable future population of the Cedarburg urban service area, and to protect and enhance the underlying and sustaining natural resource base. Implementation of the recommended plan would assure the protection and preservation of environmental corridors and isolated natural areas in the Cedarburg area; the maintenance of important agricultural lands in agricultural uses; and the provision of an adequate number and variety of park and open space sites and facilities geographically well-distributed throughout the urban service area, thereby meeting the existing and probable future recreation needs of the residents of the Cedarburg area.
Chapter XI

DEVELOPMENT PLAN IMPLEMENTATION

INTRODUCTION

The recommended development plan described in Chapters IX and X of this report provides a design for the attainment of the community development objectives set forth in Chapter VII. In a practical sense, however, the plan is not complete until the steps necessary to implement that plan have been specified. After formal adoption of the development plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by the city officials concerned with its implementation. Thus, the adoption of the plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. The plan should be used as a guide for making decisions concerning land development in the City, the City's formal extraterritorial plat review jurisdiction, and the study area. Adjustments to the plan should be made as required by changing conditions. Consequently, one of the important tasks of plan implementation is a periodic reevaluation and reexamination of the plan to ensure that it continues to properly reflect current conditions. It is recommended that this reevaluation and reexamination take place on an annual basis, or more frequently if warranted by changing conditions.

Attainment of the recommended development plan for the city study area will require some changes in the development policies of the City. Since the maintenance of the present character of the study area is dependent to a considerable extent upon preserving and protecting the natural resource base, the density of new development should be carefully regulated to ensure that new development at urban densities greater than 0.7 dwelling unit per net residential acre or 1.4 acres per dwelling unit—is confined to those areas to which a full range of essential urban services can be provided. These areas are shown on Maps 34 and 35 in Chapter IX.

Development should be avoided that would require the conversion of the best remaining agricultural lands to urban use or encroachment into primary environmental corridors, secondary environmental corridors, or other environmentally significant lands; the draining and filling of wetlands; or the grading of hilly wooded sections. These policies are central to a sound development strategy for the study area. In fact, the effectiveness of many of the more specific recommendations of this report will be lost if these policies are ignored or greatly compromised. Development policies and practices that consider the limitations of the natural environment will, in the long term, not only preserve the overall quality of the environment in the City and study area, but will prevent the creation of serious and costly environmental and developmental problems, and will prevent the need to provide costly urban facilities and services over an ever-widening area. Residential development in the remainder of the study area should be permitted only on rural estate-size lots, or equivalent overall densities, in order to preserve the rural character and setting of the area. Such lots should have a minimum area of five acres per development, or equivalent overall density. The soils maps presented in Chapter III of this report should be carefully reviewed by the City prior to the approval of any additional land subdivisions within the extraterritorial plat review jurisdiction of the City.

Attainment of the recommended land use plan for the city proper will require not only changes in certain development policies of the City, but also the introduction of some, and modification of other, plan implementing instruments. Certain modifications should be made to Chapter 17 of the Municipal Code-the City Land Subdivision Control Ordinance-to bring that ordinance into conformance with recent revisions to Chapter 236 of the Wisconsin Statutes. The City Zoning Ordinance should be revised to better reflect current land uses and to make zoning a more effective tool for implementing the plan. Also, several new zoning districts will need to be added to the Zoning Ordinance in order to implement certain land use elements of the development plan. All rezoning applications should be carefully reviewed as to their relationship to the adopted land use plan. The official map should be amended as necessary pertaining to property lines, streets, highways, waterways, parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. All sanitary sewer

extensions should be carefully reviewed for impact on development plan implementation.

PUBLIC INFORMATIONAL MEETINGS AND HEARINGS

Wisconsin city planning enabling legislation does not require local plan commissions to hold public hearings on proposed plans prior to adoption. It is nevertheless good planning practice to do so in order to provide for and promote active citizen participation in the planning process. Such public hearings and related public informational meetings are desirable to acquaint residents and landowners with the details of the proposed plan, and to solicit public reaction to the plan proposals. The plan should then be modified to reflect any pertinent new information, and to incorporate any sound and desirable ideas advanced at the informational meetings and hearings. Accordingly, public informational meetings were held and a formal public hearing was held on the development plan at City Hall before the City Plan Commission in July 1989. Detailed minutes of the hearing were recorded by the City and are held in the office of the City Clerk.

PLAN ADOPTION

An important step in plan implementation is the formal adoption of the plan by the City Plan Commission, and certification of the adopted plan, as documented herein, to the Common Council pursuant to State enabling legislation. Upon such adoption, the plan becomes the official guide to the making of decisions concerning the development and redevelopment of the City and environs by city officials. Sample resolutions of plan adoption and transmission are set forth in Appendices D and E.

ZONING

Following adoption of the development plan by the City Plan Commission and certification of the adopted plan to the Common Council, as provided by Chapter 62 of the Wisconsin Statutes, the City Plan Commission should initiate appropriate amendments to the City Zoning Ordinance and zoning district map, where necessary, to bring the ordinance and map into conformance with the concepts and proposals advanced in the adopted development plan. Of all the land use implementation devices available, perhaps the most important and most versatile is the zoning ordinance. Pursuant to State enabling legislation, the zoning changes recommended by the Plan Commission can be enacted by the Common Council only after formal public hearing. Based upon the findings of an analysis of the current zoning ordinance as reported in Chapter VI, the plan policies set forth in Chapter VII, and the recommended development plan set forth in Chapter IX, the following four new zoning district types and attendant regulations are recommended for adoption by the City to help implement the development plan.

B-5 Office Business Park District

A B-5 Office Business Park District should be provided in the City Zoning Ordinance. The existing City Zoning Ordinance does not have such a district. The district is intended to provide for the development of attractive groupings of office and financial service uses at or near the intersection of Wauwatosa Road (CTH N) and Western Avenue (CTH T). Such uses should be set in aesthetically pleasing open space with a maximum site-to-building ground cover area ratio of 7 to 1; minimum lot size of one acre; and adequate buffering from nearby land uses. Buildings located in this district should be lowto mid-rise with height limitations to be established that take into account the City's ability to provide good fire protection service. In addition, buildings would be required to follow the urban design criteria outlined in Chapter VII of this report.

M-3 Industrial Park District

An M-3 Industrial Park District should be provided in the City Zoning Ordinance. The existing City Zoning Ordinance does not have such a district. The district is intended to provide for the development of attractive groupings of manufacturing and industrial development uses at, or near, the "Five Corners" area. Such uses would be of a limited intensity and would provide aesthetically pleasing open space, with a maximum site-to-building ground cover area ratio of 5 to 1; a minimum lot size of one acre; and adequate buffering from any nearby incompatible land uses. The district would provide for ample offstreet parking and loading areas, and landscape planting screens in areas adjacent to nonbusiness development or other incompatible uses.

Q-1 Quarrying and Extractive District

A Q-1 Quarrying and Extractive District should be provided in the City Zoning Ordinance. The existing zoning ordinance does not have such a district. The Q-1 Quarrying and Extractive District is intended to provide for the conduct of quarries or other mineral extractive and related operations, and for the proper restoration of the quarried or mined areas. This district should be utilized at existing quarry and extractive use areas located in the northeast quarter of the city planning area.

SW Shoreland Wetland Overlay District

A SW Shoreland Wetland Overlay District should be provided in the City Zoning Ordinance. The existing City Zoning Ordinance does not have such a district. In addition, Chapter NR 117 of the Wisconsin Administrative Code sets forth minimum standards for local zoning ordinances in order to protect identified wetland areas. The SW Shoreland Wetland Overlay District is intended to be used to prevent the destruction of valuable natural resources, particularly wetland areas where development would result in hazards to health or safety, or would deplete or destroy natural resources or be otherwise incompatible with the public welfare. Regulation of these areas will serve to protect the natural resource base and promote and maintain the natural beauty of the area, as well as to promote the health, safety, and welfare of city residents. The district should have no minimum area requirements. The district should be used in those areas of the City identified as significant wetlands in the adopted development plan, and would generally be applied in lowland and wetland areas identified in the adopted development plan as primary or secondary environmental corridors or isolated natural areas.

Map 49 shows the initial zoning district boundaries recommended to implement the development plan as it pertains to the sanitary sewer service area of the City of Cedarburg.

OFFICIAL MAPPING

Chapter 62 of the Wisconsin Statutes provides that the Common Council of any city may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, and waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, and waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds.

One of the basic purposes of the official map is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development, and can thereby effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-byplat basis, the official map can operate over the entire city in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby avoids the altogether too common situation of development being undertaken without knowledge or regard for the long-range plan, and thereby can help avoid public resistance when plan implementation becomes imminent.

The existing City Official Map, adopted by the City in 1987, shows all existing property and street right-of-way lines and some proposed streets. Following adoption of the city development plan, the Official Map should be amended to show any new planned streets and highways, public transit facilities, parks and parkways, and drainage facilities.

SUBDIVISION PLAT REVIEW AND REGULATION

The development plan should serve as a basis for the review by appropriate city officials of land subdivision plats and certified survey maps. Urban subdivisions should not be approved in areas recommended in the plan to remain in nonurban uses unless the developer can justify changing the development plan. Any such proposed departures from the development plan should be carefully considered by the City Plan Commission and should be approved by that Commission only when it finds that such departures are warranted in the public interest.

Map 49



Source: SEWRPC.

All urban subdivisions should be required to provide for a full complement of urban services.

The City Land Subdivision Ordinance as set forth in Chapter 17 of the Municipal Code has relatively few deficiencies. The deficiencies that do exist can be readily removed through the amendment of the existing ordinance. Since the adoption of the City Land Subdivision Ordinance, Chapter 236 of the Wisconsin Statutes has been altered to revise the former 40-day preliminary plat review period for a municipality to 90 days, and the former 20-day preliminary plat review period of an objecting authority to 30 days. The City Ordinance should be amended to reflect these changes.

THE NEED FOR CONTINUED HISTORIC SURVEY AND HISTORIC PRESERVATION PLANNING

The City of Cedarburg possesses a valuable concentration of historic resources of unusually high quality for a community of its size. To a large extent, these resources have been recognized and are being used and cared for to the benefit of residents of the City and its visitors. The area has been intensely surveyed; a Landmarks Commission has been established; almost the entire central business district has been nominated and accepted to the National Register of Historic Places; and individual owners have sensitively rehabilitated many historic buildings. In spite of this extensive activity devoted to historic preservation, there is still potential for additional action in the preservation and enhancement of Cedarburg's historic heritage.

During the course of the 1985 land use inventory of the Cedarburg study area, it was determined that many buildings and structures within the study area may also be of local, state, or national historic importance. Many of these buildings and structures are identified in Chapter V and Appendix B of this report. The large number of identified historic places in the geographically small Cedarburg area indicates that the area is rich in historic resources. Notwithstanding the previously conducted surveys which have identified a large percentage of these resources, there is a need for additional survey work. The right-of-way of the electric interurban railway that operated through Cedarburg from the mid-1900's to the late 1940's is largely intact within the Cedarburg study area and should be investigated for historical significance, since this railway's passenger depot and bridge over Cedar Creek have each been identified as historically significant in more than one survey. The residential areas surrounding downtown Cedarburg, especially to the east and southeast, may contain historic homes not yet identified. Two highway bridges over Cedar Creek, that carrying Bridge Road and that carrying Highland Avenue, are of arch design and may be historically significant. The fact that no objects have been found to be historic by any of the surveys indicates that there may be a deficiency in the study of such resources: perhaps some machinery from the mills along the creek or artifacts from Cedarburg's early settlers survive and should be identified as historic and preserved. All of these concerns should be addressed in future historical research related to the Cedarburg area.

A complete communitywide historical survey is the means by which a community such as Cedarburg examines itself in order to identify its unique historic heritage. Such a survey collects, organizes, documents, and photographs historical data and serves to make the community more aware of the value of preserving its past. A survey of this type is needed for the entire Cedarburg study area, as evidenced by the findings of Chapter V and Appendix B. It is recommended that a complete and uniform historical survey, of the nature described and in conformance with accepted national standards, be conducted by the community with assistance and guidance from the Historic Preservation Division of the State Historical Society of Wisconsin at Madison.

Other historic preservation planning potential in the City lies largely in landscape preservation along Washington Avenue, where historic buildings may have a more authentic setting, and Cedar Creek, where a riverwalk may be established. Stewardship of the City's historic buildings should continue to be a high priority of both the public and private sectors.

THE NEED FOR ECONOMIC DEVELOPMENT PLANNING FOR THE CITY OF CEDARBURG

Increasingly, communities within Wisconsin have recognized the need to initiate economic development strategies for retaining existing businesses and industries and attracting new business and industry to the community. The need for local economic development activities is evidenced by the continuing decline in local economic conditions in many communities in southeastern Wisconsin. This decline is, for the most part, the result of: 1) recent dramatic increases in labor force unemployment rates as a result of the national economic recession that began in 1979; 2) decisions by local businesses to relocate or expand to areas outside their present location; and 3) employment contraction by existing employers, particularly those firms in the traditional durable-goods manufacturing industries.

In addition, the recent interest in local economic development activities is attendant to the increasing cost of utilizing natural and manmade resources for economic development purposes. In some cases, in order to provide a suitable environment for economic activity, communities must purchase land for industrial and business parks, as well as provide the necessary infrastructure—sanitary sewer and water supply facilities, storm sewers, and roads-for development purposes. As the cost of land and land improvements has escalated, some communities have begun to reevaluate previous decisions to promote economic development opportunities. While some of these communities have decided not to provide for the growth of existing business and industry and the location of new industry within their communities, others are identifying economic development goals and objectives that indicate the type of business and industry growth that is compatible with the overall community. In order to identify appropriate local economic development strategies, communities prepare an overall economic development plan. Such a plan inventories and analyzes the physical, social, and economic characteristics of a community; identifies the community's economic development potentials and constraints; describes alternative strategies for strengthening the local economy; and identifies the initial elements of a local economic development program designed to improve local economic conditions through business and industry retention and business and industry attraction strategies and related economic development activities.

A detailed economic development plan should be prepared for the City of Cedarburg in order to better promote economic growth in the City. Such a plan for the City should include the following elements:

- 1. An assessment of the historical economic development efforts of the City. The City's previous and proposed economic development activities should be described and assessed, as should the economic development activities of public and private development organizations such as local development corporations and the chamber of commerce.
- 2. An assessment of the physical and socioeconomic characteristics of the City and of the community facilities and services of the City.
- 3. The conduct of a business and industry retention survey. The results of the survey should be utilized to identify ways in which the City of Cedarburg can be of assistance to local employers in solving any problems with doing business in the City, and to identify business expansion plans.
- 4. The identification of specific business and industry sectors which have shown, and are anticipated to continue to show, increases in employment. Also, the determination of which industries show a good potential for locating in the City as a result of an industry attraction program.
- 5. The identification of city economic development potentials and constraints.
- 6. The design of an economic development strategy for the City. Such a design would address recent economic trends in Ozaukee County, and would set forth short- and long-term goals for a city economic development program and specific criteria to guide the development program. The design would also present a plan for the implementation of the recommended economic development program.

As a part of the economic development planning program, the City should adopt a set of economic objectives that can serve to guide the activities of public agencies and private organizations interested in improving the City's economy. The following economic objectives should be adopted:

- 1. To retain existing employment opportunities and to provide for the expansion of existing employment opportunities in the City of Cedarburg by helping to meet the needs of employers.
- 2. To create new employment opportunities through the attraction of new employers to the City of Cedarburg.
- 3. To create new employment opportunities by facilitating entrepreneurial efforts in the City of Cedarburg.
- 4. To assist business in the City of Cedarburg through the provision of those community facilities and services that will facilitate the expansion of employment opportunities.

THE CAPITAL IMPROVEMENTS PROGRAM

A capital improvements program is simply a list of fundable major public improvements needed in a community over the next five years, arranged in order of preference to assure that the improvements are carried out in priority of need and in accord with the community's ability to pay. Major public improvements include such items as streets, sanitary sewers, storm sewers, water mains, and public buildings and parks, which together form the "urban infrastructure" required to support urban land use development and redevelopment. A capital improvements program is intended to promote well-balanced community development without overemphasis on any particular phase of such development, and to promote coordinated development both in time and between functional areas. With such a program, required bond issues and tax revenues can be foreseen and provisions made. Needed land for the projects can be acquired in a timely fashion and staged construction facilitated.

The plan for the physical development of the community should be the primary source of projects to be included in the list. However, this list may also include projects suggested by department heads, as well as by community and neighborhood groups. The City of Cedarburg does maintain a five-year capital improvements program; the adopted development plan for the City of Cedarburg should have a significant role in its yearly revisions.

SUMMARY

The development plan implementation devices available to the City include public informational meetings and hearings, plan adoption, zoning, official mapping, subdivision plat review and regulation, continued historic survey and historic preservation planning, economic development planning, and capital improvements programming. All require a strong commitment by the city government to the implementation of the development plan. The planning and development review procedure in the City should be strengthened to assure that all development proposals are properly evaluated against the development plan recommendations contained herein. It is recommended that in these matters, the City either continue to seek and utilize the assistance of the Southeastern Wisconsin Regional Planning Commission or employ a private planning consultant for this purpose.

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SUMMARY

INTRODUCTION

The city planning enabling act, as set forth in Section 62.23 of the Wisconsin Statutes, provides for the creation of city plan commissions and charges those commissions with the duty and function of making and adopting a "master"or comprehensive-plan for the physical development of the city, including any areas outside its boundaries which bear relation to the development of the city. The scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the city which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy in the process of development.

Perhaps the most basic and important element of any comprehensive city plan is the land use element, for it forms the basis for all of the other elements of the plan, such as the transportation, sanitary sewerage, water supply, park and open space, and stormwater management elements. A land use plan is an official statement by a municipality setting forth major objectives for the development and redevelopment of land within the community. The development plan for land use in the City of Cedarburg, as set forth in this report, consists of recommendations concerning the types, amounts, and spatial location of the land uses required to serve the needs of the Cedarburg area residents to beyond the turn of the century—specifically, to the plan design year 2010. The plan is intended to be used to guide the physical development of the Cedarburg community into a more functional, healthful, efficient, and attractive pattern.

LOCAL PLANNING EFFORTS

The first known formal communitywide development plan was prepared for the City of Cedarburg in July 1961 by Nelson and Associates of Milwaukee, and was documented in a report entitled <u>General Plan for Community Develop-</u><u>ment: Cedarburg</u>. The plan included arterial street, park and recreation, land use, and community facility elements. These various elements are summarized in graphic form on Map 6 in Chapter I. The plan was created to meet the needs of a resident population of about 24,000 persons. No plan design year was assigned to the plan. Although the plan was never formally adopted by the City, the plan formed the basis for the new zoning ordinance prepared for the City in 1966.

In September 1983, the City formed a Cedarburg Master Planning Committee consisting of concerned citizens and public officials, and charged the Committee with the responsibility of formulating general development goals for the City. The Committee completed its initial work in May 1984 with the publication of a report entitled <u>Goals for Cedarburg</u>. The report proposed goals relating to economic development, land use development, annexation policies, the location of STH 57, and certain intermunicipal issues. Pertinent goals set forth in that report were incorporated into this report.

On October 17, 1984, the City of Cedarburg asked the Southeastern Wisconsin Regional Planning Commission to assist the City Plan Commission in the development of certain key elements of a comprehensive plan for the City, together with implementing ordinances. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. It is intended to assist in defining the land use development objectives of the City and defining methods for achieving those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development in the City and environs, including the preparation of projections of the possible range of future population and economic activity levels within the planning area; extensive inventories of the natural and man-made resource base, including sites and buildings of historic value which significantly contribute to Cedarburg's unique community character; an inventory of existing local plan implementation tools; the formulation of a set of recommended development and urban design, and historic preservation objectives for the City and environs; the careful analyses of the inventory findings; the preparation of development plans which may be expected to accommodate probable future population and employment levels; and the selection of a development plan which best meets the agreed-upon community development objectives.

THE COMMUNITY COMPREHENSIVE PLANNING PROCESS

The development plans presented were prepared through a planning process consisting of the following steps: 1) a comprehensive inventory of the factors affecting development and redevelopment in the City and environs; 2) a careful analysis of the inventory data; 3) the formulation of community development objectives, principles, standards, and related urban design criteria; 4) the identification of development needs in the City of Cedarburg planning area through the year 2010, based upon the population and economic activity forecasts and the development objectives and standards; 5) the development and evaluation of alternative plans: 6) the selection of the recommended plans: and 7) the recommendation of plan implementation measures.

Imperative to any sound community planning process is active citizen participation. To this end, the City Plan Commission includes citizen members. The Plan Commission provided active guidance to the technical staff throughout the course of the plan preparation. In addition, the City, in 1983, formed the above-mentioned Cedarburg Master Planning Committee consisting of concerned citizens and public officials, and charged this Committee with the responsibility of formulating general development goals for the City, thereby assisting the City Plan Commission in its work. Since 1985, preliminary drafts of the 12 chapters of the development plan were carefully reviewed, discussed, and revised at over 30 City Plan Commission meetings.

Also imperative to the planning process is the need to continually reevaluate adopted community plans based upon the emergence of new information and changing public attitudes and opinions. To this end, the plan presented in this report should be reviewed periodically and revised as necessary.

POPULATION AND EMPLOYMENT INVENTORIES, ANALYSES, AND FORECASTS

Information on the size, characteristics, and distribution of the resident population and of employment in the City of Cedarburg planning area, and on anticipated changes in these socioeconomic factors over time, is essential to the preparation of sound development plans. The proposed land use development pattern should benefit the resident population of the community by maintaining and enhancing the unique living and working conditions in the Cedarburg area. The size and characteristics of the existing and probable future resident population and of employment in the Cedarburg planning area have a direct influence on land use requirements and needs. The primary purpose of Cedarburg's development plan is to meet those needs in an efficient, economical, and environmentally sound manner.

Population and Employment Forecasts

The population and employment projections used in the planning for the Cedarburg area were based upon consideration of a projection range. This range was based upon three alternative "futures"-termed optimistic, pessimistic, and intermediate—and is believed to represent the reasonable extremes likely within the Cedarburg planning area to the year 2010. In the Cedarburg/Grafton planning analysis areadefined as the City of Cedarburg, Town of Cedarburg, Village of Grafton, and Town of Grafton-projections of employment levels ranged from a low of about 10,900 to a high of about 19,600; and of resident population levels from a low of about 19,800 to a high of about 50,900 by the year 2010. For the City of Cedarburg urban service area, projections of employment levels ranged from a low of about 3,500 to a high of about 6,700; and of resident population from a low of about 7,800 to a high of about 18,700 by the year 2010.

The City Plan Commission, after careful deliberation, selected a population and employment level that approaches the level envisioned under the optimistic scenario. These selected levels were the basis for the preparation of the development plan. The selected population level envisions that employment in the Cedarburg urban service area will increase from about 4,560 jobs in 1980 to 6,100 jobs in 2010, an increase of about 1,540 jobs, or 34 percent, over the 30-year period. The resident population of the city urban service area under the selected level would increase from about 9,000 persons in 1980 to about 16,000 persons by 2010, representing an increase of about 7,000 persons, or 78 percent.

Age Distribution and Household Size

Potential changes in the age composition of the residents of the Cedarburg area have important implications for land use planning. The forecast used in the preparation of the development plan indicates that there may be a need for additional elementary schools as well as ancillary recreational facilities for children between the ages of 5 and 14. The forecast population for the age group from 15 to 19 years suggests that there should not be a need for an additional high school. The labor force of the city urban service area is expected to increase by about 4,100 persons, from about 5,200 to about 9,300 persons. Accordingly, the number of persons seeking work within the city urban service area and surrounding areas may be expected to increase significantly. Finally, the selected forecast indicates a dramatic increase in the population 65 years of age and older. This general aging of the population may be expected to affect the demand for elderly housing units and special transportation and health care services within the Cedarburg planning area.

In 1980, the average household size in the City was 2.72 persons, compared to 3.02 in the Cedarburg/Grafton planning area, 3.04 in the County, and 2.75 in the Region. The average household size under the intermediate projection may be expected to decline to 2.33 in the city urban service area, 2.58 in the planning area, 2.60 in the County, and 2.35 in the Region. This is in keeping with the trends exhibited from 1970 to 1980. These changes in average household size have important implications for housing and residential land use planning, since the average household size is used to convert a population forecast to the number of dwelling units needed over the planning period.

Housing

While the total number of housing units in the Southeastern Wisconsin Region increased only by about 17 percent from 1970 to 1980, Ozaukee County, the Cedarburg/Grafton planning area, and the City of Cedarburg experienced an increase in housing units during this period of over 46 percent—from 2,281 units in 1970 to 3,332 in 1980.

From 1970 to 1980, the Southeastern Wisconsin Region experienced an increase in owneroccupied, year-round housing units of about 18 percent, while Ozaukee County, the Cedarburg/Grafton planning area, and the City experienced increases of 39, 41, and 30 percent, respectively-increases more than twice as high as expereinced by the Region as a whole. More specifically, from 1970 to 1980 the number of owner-occupied, year-round housing units in the City increased from 1,567 to 2,040. The Region experienced an increase of about 16 percent in renter-occupied, year-round housing units during this same period, while the County, the Cedarburg/Grafton planning area, and the City experienced significantly higher increases of 79, 94, and 74 percent, respectively. Specifically, from 1970 to 1980 the number of renter-occupied, year-round housing units in the City increased from 684 to 1,191.

From 1980 to 1985, a total of 283 dwelling units were constructed in the City of Cedarburg, of which 87, or about 31 percent, were single-family dwelling units; 28, or about 10 percent, were twofamily dwelling units; and 168, or about 59 percent, were multi-family units.

In 1980, the overall vacancy rate for owneroccupied housing in the City-that is, for vacant, once owner-occupied housing units that were for sale-was about 0.7 percent, or 14 of the total of 2,054 units concerned. In the Region this percentage was 1.1; in Ozaukee County, 1.3; and in the Cedarburg/Grafton planning area, 0.8. The overall vacancy rate of rental units in 1980 for the City was 67 dwelling units out of a total of about 1,258 units, or about 5.3 percent. The vacancy rate for rental units in the City was 0.9 percent higher than the rate for southeastern Wisconsin; 2.0 percent higher than the rate for Ozaukee County; and 1.6 percent higher than the rate for the Cedarburg/Grafton planning area. Regional Planning Commission standards recommend that local housing vacancy rates be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units; and at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units over a full range of housing types, sizes, and costs. These vacancy proportions are desirable to facilitate

population mobility and to enable households to exercise choices in the selection of suitable housing. The city vacancy rate of 0.7 percent for owner-occupied housing does not fall within the recommended standard of between 1 and 2 percent. The city vacancy rate of 5.3 percent for rental housing, however, falls within the recommended standard of between 4 and 6 percent. It may accordingly be concluded that in 1980 the City was in need of additional owner-occupied, year-round housing units. This need may have been fulfilled by the 87 single-family homes constructed in the City between 1980 and 1985.

Based upon an expected decrease in average household size in the Cedarburg urban service area from 2.72 persons in 1980 to 2.33 by 2010, an additional 2,709 housing units may be expected to be needed in the area by the year 2010 to meet the housing needs of the resident population of about 16,000 persons.

Family Income

In 1980, the median family income in the Region was \$23,515; in Ozaukee County, \$27,766; and in the City, \$27,128. The average family income in 1980 in the Region was \$26,193; in Ozaukee County, \$32,075; and in the City, \$28,974. Both the median and mean family income were slightly higher in the City of Cedarburg in 1980 than in the Region. Also in 1980, about 71 percent of the labor force worked outside the City of Cedarburg, indicating that the City is primarily a "bedroom" community within the greater Milwaukee area.

NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

The natural resources of the Cedarburg study area are unique, and are vital to its ability to provide a pleasant and habitable environment for human life. Natural resources not only condition, but are conditioned by, urban growth and development. Any meaningful planning effort must, therefore, recognize the existence of a limited natural resource base to which urban development must be properly adjusted if serious environmental problems are to be avoided. The principal elements of the natural resource base which require careful consideration include its soils, surface water resources and related drainage basins and floodlands, topographic features. scenic vistas, woodlands, wetlands, wildlife habitat, and agricultural lands. Consideration is

also required of certain resource-related features such as existing and potential park and outdoor recreation sites and historical sites and structures.

Soils

Soil properties exert a strong influence on the manner in which man uses land. Soil suitability maps of the Cedarburg area were prepared and analyzed, identifying soil limitations for residential use with and without sanitary sewer service, and specific limitations such as high water tables and steep slopes. As shown on Map 8 in Chapter III, about 37 percent of the total study area is covered by soils having severe or very severe limitations for residential development utilizing conventional onsite soil absorption sewage disposal systems (septic systems) on lots one acre or more in size. Soils with severe or very severe limitations for urban use without sanitary sewer service are found in scattered locations throughout the study area. As shown on Map 9 in Chapter III, about 17 percent of the study area is covered by soils which have severe and very severe limitations for residential development served with public sanitary sewers. These soils are also found in scattered locations throughout the Cedarburg study area.

Surface Water Resources

and Related Drainage Basins

Surface water resources—consisting of lakes, streams, associated floodlands, and wetlands form a particularly important element of the natural resource base of the city study area. Surface water resources and their related watersheds, or drainage areas, influence the physical development, provide recreational opportunities, and enhance the aesthetic quality of the Cedarburg area.

As shown on Map 10 in Chapter III, the Cedarburg study area is located within the Milwaukee River watershed. Knowledge of watershed features is particularly important to the planning of sanitary sewer and stormwater drainage facilities.

There are no major lakes within the Cedarburg study area—that is, lakes having a surface area of 50 acres or more. There are, however, two minor lakes—lakes or ponds having a surface area of less than 50 acres. These are the Cedarburg Pond, with a surface area of 14.8 acres; and the Cedarburg Stone Quarry Pond, with a surface area of 6.2 acres. The perennial and intermittent streams within the Cedarburg study area are shown on Map 10 in Chapter III. Perennial streams are those watercourses which maintain a continuous flow throughout the year except under unusual drought conditions. Within the city study area, there are approximately eight miles of such streams. Intermittent streams are those watercourses which do not maintain a continuous flow throughout the year. Intermittent streams are found throughout the study area, as shown on Map 10, and together with the perennial streams are an important consideration in planning for the study area.

Floodlands: The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but because of the presence of high water tables and of soils poorly suited to urban use. The floodland areas, however, generally contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife habitat, and therefore constitute prime locations for needed park and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space use. The floodlands of the Cedarburg study area are shown on Map 10 in Chapter III and encompass about 814 acres, or about 6 percent of the total study area.

<u>Wetlands</u>: Wetlands are generally unsuited or poorly suited for most agricultural or urban development. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, nutrients, and other water pollutants. Wetlands located in the city study area are identified on Map 10 in Chapter III. Other important natural functions of wetlands include the provision of breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife, and groundwater recharge and discharge. There are about 1,178 acres of wetlands in the city study area, representing about 9 percent of the total study area.

Topographic Features

The topography, or relative elevation of the land surface, within the Cedarburg study area has been determined, generally, by the configuration of the bedrock geology, and more specifically by the overlying glacial deposits. In general, the topography of the Cedarburg study area is level to gently rolling, with the low-lying areas associated with stream valleys. Lands with steep slopes are poorly suited for urban development, as well as for most agricultural purposes, and therefore should be maintained in natural cover for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasturelands, and for certain urban uses, such as carefully designed low-density residential areas. Lands that are gently sloping or nearly level are best suited to agricultural production and to high-density residential, industrial, or commercial uses.

Scenic Vistas

Scenic vistas are defined as areas that provide a panoramic or picturesque view, comprised of a variety of natural resource features. There are two important components of a scenic vista—the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which to observe those features. Within the Cedarburg study area, 13 areas having scenic vistas were identified. Twelve of these areas are located in the southeast portion of the Cedarburg area, primarily along Cedar Creek and the Milwaukee River. The thirteenth such area is located in U. S. Public Land Survey Section 20 in the Town of Cedarburg.

Woodlands

Located primarily on ridges and slopes and along streams and lakeshores, woodlands provide an attractive natural resource of immeasurable value. Woodlands accentuate the beauty of the lakes, streams, and topography of the area, and are essential to the maintenance of the overall environmental quality of the area. In addition to contributing to clean air and water, and to limiting stormwater runoff and enhancing groundwater recharge, the maintenance of woodlands can contribute to the maintenance of a diversity of plant and animal life in association with human life, and can provide important recreational opportunities. As shown on Map 12 in Chapter III, woodlands in the Cedarburg area cover about 512 acres, or about 4 percent of the total study area.

Wildlife Habitat

Wildlife in the Cedarburg study area includes upland game such as squirrel, game birds including pheasant, and water fowl. The remaining wildlife habitat areas and the wildlife living therein provide valuable recreation opportunities and constitute an invaluable aesthetic asset to the study area. As shown on Map 13 in Chapter III, wildlife habitat areas in the study area generally occur in association with the existing surface water, wetland, and woodland resources, and cover about 950 acres, or about 8 percent of the total study area.

Environmental Corridors

Environmental corridors are defined as elongated areas in the landscape encompassing concentrations of the best remaining elements of the natural resource base. Such corridors should, to the maximum extent practicable, be preserved in essentially natural, open uses in order to maintain a sound ecological balance, to protect the overall quality of the environment, and to preserve the unique natural beauty and cultural heritage of the Cedarburg study area, as well as the Region. Such areas normally include one or more of the following elements of the natural resource base: 1) lakes, rivers, and streams and their associated undeveloped shorelands 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. Also considered in the identification of environmental corridors are the following elements which, although not part of the natural resource base per se, are closely related to that base: 1) existing outdoor recreation sites; 2) potential outdoor recreation sites; 3) historic, archaeological, and other cultural sites; 4) significant scenic areas and vistas; and 5) natural and scientific areas.

The delineation of these natural resource base and natural resource-related elements within the Cedarburg study area resulted in a limited number of relatively narrow, environmental corridors. Primary environmental corridors, by definition, include a variety of the aforementioned resource elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Primary environmental corridors in the study area generally lie along the stream valleys and contain almost all of the remaining high-value woodlands, wetlands, and wildlife habitat areas, and all the remaining undeveloped floodlands. The primary environmental corridors encompass a total area of about 1,441 acres, or about 11.4 percent of the total study area, as shown on Map 14 in Chapter III.

Secondary environmental corridors and other environmentally significant lands contain fewer natural resource base elements than primary corridors and are usually remnants of former primary environmental corridors which have been developed for agricultural purposes or intensive urban land uses. Secondary environmental corridors are generally located along intermittent streams and typically serve as links between segments of primary environmental corridor. Secondary environmental corridors are, by definition, at least 100 acres in size and one mile in length. Secondary environmental corridors and other environmentally significant lands encompass about 840 acres, or about 7 percent of the total study area.

Agricultural Land

In June 1983, the Ozaukee County Board of Supervisors adopted SEWRPC Community Assistance Planning Report No. 87, A Farmland Preservation Plan for Ozaukee County, Wisconsin. The adopted farmland preservation plan for Ozaukee County is intended to serve as a guide to the preservation of both agricultural lands and environmental corridors in Ozaukee County. The Ozaukee County farmland preservation plan as it pertains to the Cedarburg area is graphically summarized on Map 15 in Chapter III. The farmland preservation area encompasses about 3,264 acres, or about 26 percent of the total Cedarburg study area. Map 15 also identifies about 323 acres of "transitional" farmland, prime agricultural lands that could, depending upon the demands of the urban land market, be converted to urban use. In addition to preserving farmland, the farmland preservation plan seeks to protect 2,281 acres, or 18 percent of the study area, of those lands identified as environmental corridors or isolated natural areas.

INVENTORY AND ANALYSIS OF MAN-MADE FEATURES

If the City of Cedarburg development plan is to constitute a sound and realistic guide to the making of decisions concerning the physical development of the City and environs, it must be based upon careful consideration of pertinent man-made as well as natural features of the area. For the purposes of the city planning program, the pertinent man-made features were identified as: 1) the existing land uses and the man-made historic resources of the City; 2) the existing community public facilities; and 3) the existing public utility systems.

Existing Land Use

In 1985, a special field survey was conducted by the staff of the Regional Planning Commission to determine the nature and extent of existing land use in both the City and the study area. The data gathered in this land use survey were mapped and analyzed in order to provide a basis for both land use need and the appropriate patterns of future land use development in the City and study area. These data are graphically shown on Maps 16 and 17 in Chapter IV. The amount of land devoted to each existing land use is set forth in Tables 18 and 19 in Chapter IV.

The Cedarburg study area totals 12,645 acres, or about 19.75 square miles. The incorporated City of Cedarburg occupies 2,157 acres, or about 17 percent of the total study area. In 1985, urban land uses occupied about 3,683 acres, or about 29 percent of the total study area. Rural land uses, which include water, wetlands, woodlands, farmsteads, agricultural lands, and unused lands, totaled about 8,962 acres, or about 71 percent of the total study area.

The singularly largest land use in the Cedarburg study area is agriculture, representing over 54 percent of the total study area. The next largest land use in the area is residential, representing almost 18 percent of the total study area. Third, water, woodlands, and wetlands constitute 1,952 acres, or about 15 percent of the total study area. Urban land uses such as residential, commercial, and industrial development are concentrated in the City of Cedarburg.

<u>Residential Land Use</u>: Because the residential land use element of the development plan seeks primarily to provide a safe, attractive, and comfortable setting for residential development, it is very important that this element be given careful and thoughtful consideration. The nature and extent of residential development is a major determinant of the type and location of utilities and community facilities needed to serve local residents. In 1985, residential land use accounted for approximately 60 percent of the developed urban area, but only about 18 percent of the total study area. Within the City of Cedarburg, residential land use accounted for about 29 percent of the total city area and approximately 45 percent of the total developed area of the city proper. Single-family residential development in the City was predominantly located in the central and northern areas. Two-family residential land uses were scattered throughout the City and, multi-family residential uses were located predominantly on the south side of the City.

Commercial Land Use: In 1985, commercial retail sales and service land uses accounted for about 110 acres, or 3 percent of the urban land uses and 0.9 percent of the total land uses in the Cedarburg study area. Within the City of Cedarburg, commercial land uses accounted for about 71 acres, or about 5 percent of the urban uses and 3 percent of the total land uses in the City. Community-oriented commercial land uses in the City are located predominantly in the unique and historic Cedarburg central business district (CBD) and along S. Washington Avenue (STH 57) on the south side of the City. Other community- and neighborhood-oriented commercial land uses can be found in scattered locations on the north and east sides of the City.

The Historic Central Business District: The historic Cedarburg central business district has traditionally served as the focal point for city commercial activities, and is a major element of Cedarburg's unique identity—an identity well worth preserving and maintaining for the entire Cedarburg area. This identify is due to the significant historic character of its buildings and to the City's long-term commitment to historic preservation. In 1985, that portion of the Cedarburg CBD recognized for its historic significance and known as the Washington Avenue Historic and Architectural District was formally accepted to the National Register of Historic Places, thus giving the area national recognition for its historic and architectural importance.

Industrial Land Use: In 1985, industrial land uses accounted for about 176 acres, or about 5 percent of the urban land uses within the Cedarburg study area, and about 1 percent of the total study area. Within the City of Cedarburg proper, industrial land uses accounted for 105 acres, or about 8 percent of the developed urban area and about 5 percent of the total land in the City.

<u>Governmental and Institutional Land Use</u>: In 1985, governmental and institutional land uses accounted for about 174 acres of land in the Cedarburg study area, representing about 5 percent of the urban uses of the study area and about 1 percent of the total study area. Within the City of Cedarburg proper, these land uses accounted for about 154 acres, or about 11 percent of the urban area and 7 percent of the total city area.

<u>Recreational Land Use</u>: In 1985, recreational land uses represented approximately 161 acres of land, or 4 percent of the urban portion of the Cedarburg study area and 1 percent of the total land area within the study area. Within the City of Cedarburg proper, recreational land uses accounted for about 108 acres, representing about 8 percent of the developed portion of the City and 5 percent of the total city area. The various recreational land use sites are located and identified in more detail in Chapters IV and X.

<u>Transportation and Utilities</u>: In 1985, transportation and utility land uses, which include arterial streets and highways, collector streets, minor land access streets, railways, and utilities, accounted for approximately 846 acres of land in the Cedarburg study area, or about 23 percent of the urban land uses in the study area and 7 percent of the total study area. In the City of Cedarburg proper, transportation and utility land uses accounted for about 316 acres, or 23 percent of the developed portion of the City and 15 percent of the entire city area.

<u>Rural Land Use</u>: Rural land uses include surface water, wetlands, woodlands, unused land, other open lands, and agricultural lands. In 1985, surface water areas represented about 262 acres, or about 3 percent of the rural area in the study area and 2 percent of the total study area. In 1985, wetland areas represented about 1,178 acres, or about 13 percent of the rural area in the study area and 9 percent of the total study area. In 1985, woodlands occupied 512 acres of land, or 6 percent of the rural area in the study area and 4 percent of the total study area. In 1985, agricultural lands and other open lands accounted for 7,011 acres, or 78 percent of the rural area in the study area and 55 percent of the total study area. Agricultural lands, natural areas, and other open and unused lands within the City of Cedarburg proper accounted for 781 acres, or 36 percent of the total city area.

The rural land use category includes all croplands, pasturelands, orchards, nurseries, fowl and fur farms, and unused lands. Farm dwelling sites were classified as farmsteads and were assigned a site area of 20,000 square feet. All other farm buildings were included in the overall agricultural land use category.

Historic Man-Made Resources

The strong industrial base of the Cedarburg area resulted in a prosperity beginning in the late nineteenth century that produced a large quantity of high-quality buildings, many of which survive today and are recognized as a valuable collection of historic resources. The history of the Cedarburg area is adequately documented, though additional work on the period following 1930 is needed. The Cedarburg study area is well represented in existing historic preservation surveys, thereby affording researchers a sound data base from which to continue research efforts for historic preservation planning. By 1985, 132 historic places had been identified in the Cedarburg study area, consisting of 120 historic buildings, eight sites, two districts, and two structures.

The City of Cedarburg possesses a valuable concentration of historic resources of unusually high quality for a community of its size. To a large extent, these resources have been recognized and are being used and cared for to the benefit of the residents of the City and its visitors. The area has been generally surveyed; a Landmarks Commission has been established and is active in historic preservation within the City: almost the entire central business district has been accepted to the National Register of Historic Places; and individual building owners have sensitively rehabilitated many historic buildings. In spite of this extensive activity devoted to historic preservation, there is still potential for additional action in the preservation and enhancement of Cedarburg's historic heritage. Many previously unsurveyed buildings in the Cedarburg area may also be of historic significance, but a comprehensive historic survey of the entire Cedarburg area has not been

undertaken to date. The right-of-way of the electric interurban railway that operated through Cedarburg from the mid-1900's to the late 1940's is largely intact within the Cedarburg area and should be investigated for historical significance, since this railway's passenger depot and bridge over Cedar Creek have each been identified as historically significant in more than one survey. The fact that no objects have been found to be historic by any of the surveys indicates there may be a deficiency in the study of such resources—perhaps some machinery from the mills along the creek or artifacts from Cedarburg's early settlers survive and should be properly identified and preserved. These areas of concern are discussed in greater detail in Chapters IX, X, and XI of this report.

DEVELOPMENT OBJECTIVES, PRINCIPLES, STANDARDS, AND RELATED URBAN DESIGN CRITERIA

An objective is a goal or end toward the attainment of which plans and policies are directed. Planning is a rational process for formulating and meeting objectives. Objectives serve as a guide to the preparation of plans and provide an important basis for the selection of a recommended plan from among the alternatives considered. To this end, the Cedarburg development plan should be clearly related to defined objectives through a set of standards and urban design criteria which will assist in the preservation and enhancement of Cedarburg's unique urban and rural environment. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented owing to changing public attitudes and values.

The land use development objectives set forth in this report initially were based upon the findings and recommendations of the <u>Goals for Cedarburg</u> study discussed in Chapter I of this report, and upon objectives contained in regional plans which were considered applicable to and supportable by the City. The formulation of the objectives involved the active participation of the City of Cedarburg elected and appointed officials, and modifications were made to initially proposed objectives, principles, standards, and related urban design criteria. The land use development objectives, principles, and standards as developed by the City Plan Commission relate primarily to the allocation and distribution of the various land uses and to the provision to those land uses of essential community transportation, utility, and other facilities and services to meet the needs of the existing and probable future resident population of the Cedarburg area to the plan design year 2010.

The objectives, principles, and standards set forth in the plan express the physical development intentions of the City of Cedarburg. The standards perform a particularly important function in land use plan design since they form the basis upon which estimates of community land use needs are based. In order to develop physical solutions to urban design problems, certain urban design criteria must also be agreed upon. In this respect, urban design criteria are defined as a body of information which can be applied to the development of a solution or solutions to a specific urban design problem or set of problems. Specific planning and urban design decisions should be based, in part, upon urban design criteria, as well as the underlying objectives, principles, and standards outlined in Chapter VII. Urban design criteria are of a high level of specificity in order to assist in the development of detailed urban design solutions to the highly specific urban design problems outlined. Urban design criteria have been developed for residential development, industrial development, highway-oriented commercial development, and central business district development.

LAND USE REQUIREMENTS

The land use requirements of the City's probable future resident population were determined by applying two basic types of standards-per capita standards and accessibility standards. Per capita standards are expressed as the number of acres of a given land use category per hundred or per thousand population, and are intended to help estimate the total number of acres of land needed to satisfy each basic land use requirement of the resident population for the year 2010 plan design period. Accessibility standards, expressed as a maximum service area for certain sites, land uses, and facilities, are intended to assure that these are spatially distributed in a manner convenient and efficient to the population which they are to serve. The accessibility standards, as outlined in Chapter VII, as well as the per capita standards, were embodied in the recommended plan maps presented in Chapters IX and X. It should be recognized that in some situations, although per capita standards are met, additional sites or facilities may still be needed because of the relative inaccessibility or distance of an existing use or facility to some of the resident population of the City and environs.

TRANSPORTATION SYSTEM REQUIREMENTS

The arterial street and highway facilities required to serve the probable future traffic demands within the City and environs, as recommended in the update to the adopted regional transportation system plan, are shown on Map 31 in Chapter VIII. Shown on Map 31 are state trunk highways, county trunk highways, and local trunk highways. The plan map also indicates the number of traffic lanes recommended for each arterial street segment in the City of Cedarburg and environs to carry the anticipated arterial traffic volumes through the year 2010.

COMMUNITY FACILITY NEEDS

The plan provides general land use requirements for the public schools, city hall, police station, fire station, and public library. These requirements are based, in part, upon a collation of data from other studies, and it may be necessary to conduct further detailed studies of the requirements for each of these facilities prior to their physical expansion.

Public Schools

The City of Cedarburg study area lies within the boundaries of three school districts-the Cedarburg School District, the School District of Grafton, and the Mequon-Thiensville School District. The Cedarburg School District owns six schools-Cedarburg High School, Webster Middle School, Parkview Elementary School, Thorson Elementary School, Pleasant Valley Elementary School (not in service as an elementary school in 1986), and Westlawn Elementary School (also not in service as a school in 1986)of which five are located within the City of Cedarburg study area. The School District of Grafton operates five schools, none of which are located within the City of Cedarburg study area. The Mequon-Thiensville School District operates seven schools, none of which are located in the City of Cedarburg study area.

Forecasts of school-age populations presented in Chapter VIII of this report indicate that although the total school-age population in the Cedarburg urban service area is not expected to increase significantly during the planning period, high school enrollment is expected to decline about 17 percent, elementary school enrollment is expected to increase about 22 percent, and middle school enrollment is expected to stabilize at about the 1980 enrollment level. These enrollment forecasts suggest that there may be a marginal need to reopen one elementary school in the Cedarburg urban service area during the planning period.

City Hall

In 1985, the City of Cedarburg City Hall was located in an 8,850-square-foot facility located at W62 N590 Washington Avenue in the Cedarburg central business district. In 1985, the Common Council determined that the existing City Hall was inadequate to accommodate spatial requirements and, in 1986, decided to relocate City Hall. The Council selected the historic High School/ Ozaukee Art Center located at W63 N645 Washington Avenue in the City of Cedarburg central business district as the location of the new City Hall. In the fall of 1986, construction for renovation commenced, and the building was occupied in 1987. The new City Hall should serve the needs of the City through the planning period.

Police Station

The City of Cedarburg Police Department is located at W63 N589 Hanover Avenue. The Police Department occupies approximately 4,741 square feet of floor area, which is adequate to accommodate spatial needs during the planning period.

Fire Station

The City and Town of Cedarburg are served by one fire station located in the City at W61 N631 Mequon Street. In 1987, the station was manned by 80 active members of a volunteer fire-fighting force. The Cedarburg Fire Department has reciprocal service agreements with surrounding community fire departments whereby additional men and equipment can be called if needed. The adequacy of fire protection within the City was evaluated by the Insurance Service Office (ISO) through the use of the <u>Grading Schedule for</u> <u>Municipal Fire Protection</u>. In 1985, the City of Cedarburg Fire Department was rated three by the ISO. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. In rating a community, total deficiency points in several areas of evaluation are used to assign a numerical rating of from one to 10, with one representing the best protection and 10 representing an essentially unprotected community. Class nine usually indicates a community without effective public water supply and hydrant protection, while higher categories have such facilities.

The existing City of Cedarburg fire station is approximately 13,342 square feet in area and occupies a site of approximately 34,580 square feet, including adjacent lands. The station and current site area are inadequate to accommodate future needs for housing large fire-fighting equipment. Based on these land area constraints, as well as the dispersion of low-, medium-, and high-hazard occupancy areas in the City of Cedarburg and environs, a second fire station is recommended to be constructed in the "Five Corners" area located just north of the City. This site maximizes the inclusion of all high-, medium-, and low-hazard occupancy areas within the combined City and Town of Cedarburg service areas, while minimizing overlap of those service areas.

Public Library

The City of Cedarburg Public Library is located at W63 N583 Hanover Avenue. The facility occupies 11,295 square feet of floor area, and in 1984 housed 71,438 total volumes. The forecast year 2010 population under the selected scenario is about 11,010. The American Library Association has recommended that the minimum size of a public library serving a population of about 10,000 persons be about 0.7 square foot per capita. Application of this standard for the year 2010 population forecast indicates that a library of about 7,710 square feet in area would adequately serve the needs of the City. Since the existing library already exceeds this standard, it should remain at its present location. No building expansion should be required during the planning period.

SANITARY SEWER SERVICE AREA REFINEMENT

The existing sanitary sewer service area totals 2,156 acres, or 3.4 square miles, and served a resident population of about 9,230 persons in 1985. On July 12, 1979, the Regional Planning Commission formally adopted an areawide

water quality management plan for southeastern Wisconsin, as documented in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000. The plan is primarily aimed at achieving clean and wholesome surface waters within the seven-county Region. The adopted plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility based upon the general urban land use configurations identified in the Commission-adopted regional land use plan for the year 2000 (see Map 2 in Chapter I). As such, the delineations were necessarily general and did not reflect local planning considerations. The areawide water quality management plan recommended that each community served by public sanitary sewerage facilities refine and detail attendant sanitary sewer service areas to the year 2000. Several intergovernmental meetings regarding this refinement and detailing process were held during the period October 1983 through May 1987. A formal public hearing on the proposed area delineation was held on May 28, 1987. Following the hearing, the City of Cedarburg Common Council adopted the final sanitary sewer service area on June 8, 1987. The final, adopted, refined and detailed Cedarburg-Grafton sanitary sewer service area is illustrated on Map 21 in Chapter IV.

THE LAND USE DEVELOPMENT PLAN

The herein-recommended land use plan (see Maps 34 and 35 in Chapter IX) represents a pattern of land use development that can best accommodate the physical, social, and economic needs of the residents of the City of Cedarburg and environs. The selection of the plan involved the comparative evaluation of land use patterns and supporting community utility proposals against the agreed-upon land use development objectives, principles, standards and related urban design criteria presented in Chapter VII.

The plan is intended to assist in the political and technical coordination of land use development in the Cedarburg area over time. Political coordination seeks to assure that a majority of the citizens within the community are in accord with and working toward the same goals. Technical coordination seeks to assure a logical relationship between private land use development and public works development so that the planning and scheduling of public and private improvements will be both effective and efficient, avoiding conflict, duplication, and waste. Effective coordination of development requires a unified, integrated plan if the physical elements of the environment are to be managed without costly conflicts of function, and if the political forces of the community are to deal with controversial development issues, including the plan itself, in an equitable and constructive manner.

The land use plan is long range, providing a means of taking into account long-range development needs and proposals when considering short-range actions. It is intended to achieve coordination of development through time to ensure that today's decisions will lead toward the agreed-upon goals. The land use plan for the Cedarburg area is designed for a planning period extending to the year 2010. In this way, the plan is intended to provide for the probable future as well as present needs of the City and surrounding area.

The land use development plan, however, should not be considered as rigid and unchangeable, but rather should be viewed as a flexible guide to help city officials and concerned citizens in the review of development proposals as they are advanced. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary.

In order to effectively guide land use development and redevelopment within the Cedarburg area into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the existing and probable future amount and spatial location of the various land uses as they relate to the natural resource base of the area, as well as to the existing transportation system and community utilities and facilities. Natural conditions in the planning area make it highly desirable, if not absolutely essential, to provide public sanitary sewer and water supply services to all future urban development. Natural conditions also indicate the need to protect the primary environmental corridors, as well as other environmentally significant areas, from intensive urbanization.

In order to formulate a more complete land use development plan for the total Cedarburg sanitary sewer service area, while still recognizing the year 2010 intermediate future population forecast of about 13,000 people for that area, the City Plan Commission determined that the land use plan should be prepared for the ultimate urban development of the entire sewer service area. Therefore, the land use plan provides somewhat more urban land than the minimum amount required to meet the community needs to the year 2010 as those needs are set forth in Chapter VIII. Should actual growth be less than the levels anticipated for the ultimate development of the Cedarburg sanitary sewer service area over the next two decades, the design year of the plan could be set back without significantly affecting the substance of the plan. Such an approach is desirable to provide flexibility to accommodate private decisions made in the urban land market.

The land use plan is discussed and presented at two scales. The first is a presentation of the plan as it pertains to the City of Cedarburg and surrounding environs—or planning study area and the second is related to the City of Cedarburg urban service area.

THE LAND USE PLAN FOR THE PLANNING STUDY AREA

The land use plan for the City of Cedarburg planning study area is shown on Map 34 in Chapter IX. The land use plan for the study area indicates both those areas in which urban development now exists and those areas in which such development should be permitted and encouraged, in accordance with the development objectives, principles, and standards set forth in Chapter VII. In addition, the plan map calls for the preservation of the best remaining farmlands and environmental corridors located within the planning study area. Table 41 in Chapter IX summarizes existing 1985 and design year 2010 land uses in the Cedarburg planning study area.

Residential Land Uses

Those areas recommended in the plan for residential use total about 3,615 acres, or about 32 percent of the total planning area. The plan identifies those areas recommended for suburban residential development at a density of 0.2 to 0.6 dwelling units per net residential acre. Such development is diffused throughout the western and southern portions of the Cedarburg planning area, and is generally located where such development already existed in 1985. The plan also identifies those areas recommended for low-density urban residential development at a density of 0.7 to 2.2 dwelling units per net residential acre. Such development is diffused throughout the northern and western portions of the Cedarburg planning area, and is also generally located where such development already existed in 1985. The suburban and low-density urban residential areas are composed of existing land divisions, and are not proposed to be served by public sanitary sewer service during the planning period. Finally, the plan identifies those areas recommended for medium-density urban development at an overall density range of 2.3 to 6.9 dwelling units per net residential acre. These areas are located within and around the City of Cedarburg defined by the planned sanitary sewer service area boundary line.

Commercial, Office Park,

and Industrial Land Uses

The plan identifies four community-oriented commercial retail sales and service areas within the Cedarburg planning area. These four areas are the Cedarburg central business district; the Five Corners area located at the intersection of STH 60 and STH 143; the south end of Washington Avenue (STH 57) between Lincoln Boulevard and Pioneer Road; and the south side of Columbia Road east of its intersection with Keup Road. All four areas represent an expansion of already existing commercial retail sales and service land uses. Commercial areas would encompass about 252 acres, or about 2 percent of the total planning area, by the year 2010 if developed as planned.

The plan also identifies five community-oriented business- and industry-related areas. These five areas are the two proposed office park areas to be located at the northwest and southwest corners of the intersection of Western Avenue (CTH T) and Wauwatosa Road (CTH N); the existing industry-related uses near Five Corners; the Cedarburg industrial area located in the vicinity of Cardinal Avenue, Doerr Road, and McKinley Boulevard; and a proposed 29-acre industrial park north of Pioneer Road. Businessand industry-oriented areas would encompass 456 acres, or about 4 percent of the total planning area, by the year 2010 if fully developed as planned.

Park, Recreational, and Open Space Land Uses

The park and recreational uses shown on Map 46 in Chapter X are based, in part, upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, and SEWRPC Community Assistance Planning Report No. 23, <u>A Park and Recreation Plan for</u> <u>Ozaukee County</u>. Detailed recommendations for park and recreation land uses are presented in Chapter X of this report. The plan shown on Map 46 calls for the development of two new neighborhood parks about 16 acres in area each, both in the southwest portion of the urban service area near the intersection of Wauwatosa Road (CTH N) and Pioneer Road (CTH T).

Other open space uses indicated in the plan include primary and secondary environmental corridors, as well as isolated natural areas. Primary environmental corridors encompass approximately 1,155 acres in the Cedarburg planning study area, or about 10 percent of the total planning area. These corridors are located primarily along Cedar Creek.

The secondary environmental corridors in the Cedarburg planning area are generally located along intermittent streams or serve as links between segments of primary environmental corridor. These corridors encompass about 482 acres of land, or about 4 percent of the total planning area. It is recommended that secondary environmental corridor lands that are currently held in public park and open space use, or in compatible private park and open space use, be maintained in such use during the planning period.

In addition to the primary and secondary environmental corridors, other, smaller concentrations of natural resource base elements exist in the Cedarburg planning study area. These concentrations are isolated from the environmental corridors by urban development or agricultural uses, and, although separated from the environmental corridors, have important natural values. Isolated natural areas encompass about 331 acres of land in the planning study area, or about 3 percent of the area. It is recommended that such areas be preserved in essentially natural, open space use whenever possible.

Governmental and Institutional Land Uses

Governmental and institutional land uses under the plan for the Cedarburg planning area would occupy about 274 acres, or about 3 percent of the land use in the Cedarburg area. These uses include existing governmental and institutional uses, as well as the new health care facility located near the southwest corner of the intersection of Pioneer Road (CTH C) and Washington Avenue (STH 57) and a proposed second fire station in the vicinity of Five Corners.

Prime Agricultural Lands and Other Rural Land Uses

The plan proposes the preservation of about 4,611 acres of agricultural lands in agricultural use, of which about 3,077 acres, or about 67 percent, are composed of prime agricultural lands. Prime agricultural lands consist of parcels 35 acres or larger in size that are covered by soils well suited for the production of food and fiber. Prime agricultural lands, as well as other agricultural and rural lands, are located throughout the planning area outside the Cedarburg urban service area.

The plan includes other rural lands—totaling about 1,534 acres—which are generally in agricultural use, but which may be covered by less productive agricultural soils, or may be held in parcels of less than 35 acres in area. Portions of these areas can be used for estate-type residential development at an overall density of five acres or more per dwelling unit. However, such development must take into account soil limitations for the use of onsite sewage disposal systems.

Transportation System Development

An efficient arterial street and highway network provides the necessary means of access from both rural and urban areas to supporting service, employment, recreational, and cultural centers. Land use development should be planned to protect the efficiency of the arterial street and highway system and to utilize that system as fully as practicable. Transportation system plans should also work to minimize street and highway improvement costs, as well as disruption to existing development.

The arterial street and highway network required to serve the planned land use pattern and attendant traffic demands in the Cedarburg planning area is indicated on Map 34 in Chapter IX. The arterial street and highway network set forth on this map is identical to the network shown on Map 31 in Chapter VIII.

The plan also shows the continuation of Grob Landing Field until such time as industrial land uses take its place. The plan indicates the possibility for industrial expansion to extend north of STH 60 at the southern portion of Grob Landing Field when that area becomes economically feasible to be served with public sanitary sewer service. This industrial development, however, may not become feasible during the planning period. Under the plan, Grob Landing Field is envisioned to remain a privately owned, restricted for private use only airfield until changed permanently to industrial land use.

THE LAND USE PLAN FOR THE CITY OF CEDARBURG URBAN SERVICE AREA

The land use plan for the City of Cedarburg sanitary sewer and urban service area was prepared to serve a resident population of about 16,000 persons by the year 2010, an increase of about 7,000 persons, or about 78 percent, over the 1980 level. However, it should be pointed out that approximately 2,000 of these persons will be housed in about 740 dwelling units located on existing low-density residential lots. These lots would be served by urban services such as public sanitary sewers. The recommended land use plan for the City of Cedarburg sanitary sewer and urban service area is shown on Map 35 in Chapter IX.

Residential Land Uses

New residential development is proposed to occur through the infilling of vacant platted residential lots; through the addition of existing low-density urban residential areas to the Cedarburg sanitary sewer service area; and through the creation of new residential areas contiguous to, and extending outward from, existing residential development. Areas designated for residential use approximate 2,807 acres. The plan identifies four categories of residential land use based upon both current development trends for the Cedarburg area and the residential density standards advanced in Chapter VII: 1) low-density urban, with a 20,000- to 62,000-square-foot net lot area per dwelling unit; 2) medium-density urban, with an 8,400- to 20,000-square-foot net lot area per dwelling unit; 3) medium-high density urban, with 5.2 to 7.3 dwelling units per net residential acre; and 4) high-density urban, with 7.4 to 16.1 dwelling units per net acre.

The low-density urban residential development totals about 1,019 acres of land, representing, for the most part, existing platted lots served by onsite sewage disposal systems in 1985, but planned to be served by public sanitary sewer service by the year 2010. These areas are generally located on the fringes of the Cedarburg urban service area.

The areas proposed for medium-density urban residential development would total about 1,507 acres of land, an increase of about 877 acres, or about 139 percent, over the 1985 level. These lots are proposed to be served by public sanitary sewer and water supply facilities. These areas are located in the more central portions of the Cedarburg urban service area.

The areas proposed for medium-high density urban residential development total about 189 acres of land, an increase of 129 acres, or about 215 percent, over the 60 acres in such use in 1985. These areas are proposed to be served by public sanitary sewer and water supply, and are located at strategically selected sites throughout the Cedarburg urban service area.

The areas proposed for high-density urban residential development would total 92 acres of land, an increase of only about 14 acres, or about 18 percent, over the 1985 level. These areas are also proposed to be served by public sanitary sewer and water supply. The high-density urban residential development areas are generally located in the central and southern portions of the Cedarburg urban service area. Furthermore, these areas are typically located near and along arterial streets and highways or collector streets in order to provide ease of vehicular access to these facilities. Finally, these areas are generally located near commercial retail and service centers.

Commercial Retail Sales and Service Land Uses Under the plan, commercial retail sales and service areas would encompass about 252 acres, or about 5 percent of all the land use in the urban service area. Five specific commercial areas have been designated within the Cedarburg urban service area, as previously set forth.

Cedar Creek, as it extends through the Cedarburg central business district and including the improvements constructed to harness its power, is of great historical significance to the community. Cedar Creek is a place of historic and scenic beauty. Except for limited bridge crossings and parks, the opportunities for experiencing the creek in the central business district are few. To capitalize on the creek as an aesthetic, economic, and community resource, a riverwalk could be constructed along its banks. Such a walk could link the Cedar Creek settlement area with City Park, with connecting walks from the central business district, and with residential areas. The riverwalk could also be linked with a combined pedestrian and bike path on the former electric interurban railway roadbed, which is still largely intact in the City of Cedarburg and used as an unofficial pedestrian path. These urban design potentials relative to Cedar Creek are explored further in Chapter X.

Office Park Development

As previously described, office park development is planned for both the northwestern and southwestern corners of the intersection of Western Avenue (CTH T) and Wauwatosa Road (CTH N). These two areas have a combined area of 92.5 acres and represent about 2 percent of the total Cedarburg sanitary sewer and urban service area. These areas offer quick arterial highway access, high visual exposure, office park growth expansion capabilities, and adequate land use buffering from adjacent land uses of a lesser intensity through the use of both distance and landscape screening.

Industry-Related Land Uses

The plan identifies a total of 363.5 acres of land for industrial land uses, or about 8 percent of the land use in the urban service area. The plan indicates the infilling and limited expansion of three existing industry-related areas; the industrial uses located south of STH 60 along Sycamore Drive and Hilltop Drive; the Cedarburg industrial area located in the vicinity of Cardinal Avenue, Doerr Road, and McKinley Boulevard; and an area located south of Cedar Creek and east of Highland Drive. The plan also envisions the creation of a 29-acre industrial park with a campus-like setting north of Pioneer Road and west of the former electric interurban railway right-of-way. The existing quarry located north of Susan Lane along Sheboygan Road (CTH I) is planned to be reclaimed for residential use.

As previously discussed, the plan further indicates the possibility of industrial expansion extending north of STH 60 at the southern portion of Grob Landing Field when that area becomes economically feasible to service with public sanitary sewers. This development, however, may not become feasible during the planning period.

<u>Governmental, Institutional, Park,</u> Recreational, and Open Space Land Uses

Governmental and institutional land uses under the plan occupy about 274 acres, or about 6 percent of the land use in the urban service area. These uses include existing governmental and institutional uses, as well as the new health care facility located near the southwest corner of the intersection of Pioneer Road (CTH C) and Washington Avenue (STH 57) and a proposed second fire station in the vicinity of Five Corners. No new schools are indicated for the Cedarburg urban service area.

Detailed recommendations for park and recreation land uses are presented in Chapter X of this report. Under the Cedarburg urban service area land use plan, park and recreational land uses would occupy about 135 acres of land, or about 3 percent of the land use in the urban service area. The plan, as discussed in Chapter X in greater detail, calls for the acquisition of six new park sites during the planning period, with total acquisition and development costs being about \$1,391,000.

Other open space uses indicated on the land use plan for the Cedarburg urban service area include primary and secondary environmental corridors and isolated natural areas. The plan recommends that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development. However, it is recognized in the plan that it may sometimes be necessary to construct sanitary sewers through primary environmental corridors, and that certain land uses requiring sanitary sewer service could be properly located in the corridors. including park and outdoor recreation facilities and certain institutional uses. In some cases, very low-density residential development on fiveacre lots, compatible with the preservation of the corridors, may also be permitted to occupy corridor lands, and it may sometimes be desirable to extend sewers into the corridors to service such uses.

Both a pedestrian-only and a combination pedestrian-bicycle recreational trail are advanced by the plan and are indicated on Map 47 in Chapter X. The trail will assist in linking both the man-made and natural features of the urban service area for recreational purposes. A more detailed description of the recommended trail system is presented in Chapter X.

<u>Street System Development in</u> the Cedarburg Urban Service Area

The street system for the Cedarburg urban service area should be organized on a functional basis consisting of arterial, collector, and land access streets. Arterial streets are arranged so as to facilitate ready access from the community to centers of employment, governmental activity, shopping and services, and recreation both within and beyond the boundaries of the community. Such streets should be properly integrated into the existing and proposed regional system of major streets and highways. Arterial streets and highways that serve the Cedarburg urban service area are shown on Map 35 in Chapter IX.

Detailed Subarea Planning

Within the framework of the land use plan for the City of Cedarburg and environs, smaller subarea plans may be prepared. Each of these plans should designate ultimate land use patterns, future collector and land access street locations and alignments, and attendant lot and block configurations. In addition, these plans should identify areas to be protected from intensive urban development for environmental reasons, and should indicate the need to reserve major drainageway and utility easements.

PLAN IMPLEMENTATION

Attainment of the adopted land use development plan for the Cedarburg area will require some changes in the development policies of the City. Since the maintenance of the unique historic and environmental character of the City and its surrounding areas is dependent, to a considerable extent, upon preserving both the historic and natural resource base, new development should be carefully regulated to ensure that development at urban densities is confined to those areas where urban services can be provided. Development should be avoided that would require the conversion of the best remaining agricultural lands to urban use or encroachment into environmental corridors or other environmentally significant lands; the draining and filling of wetlands; or the grading of hilly wooded sections. These policies are central to a sound development strategy for the Cedarburg area. The plan should be used as a guide for making decisions concerning land development in the City, the City's formal extraterritorial plat review jurisdiction, and the larger Cedarburg planning study area. Adjustments to the plan

should be made as required by changing conditions. Consequently, one of the important tasks of plan implementation is a periodic reevaluation and reexamination of the plan to ensure that it continues to properly reflect current conditions. It is recommended that this reevaluation and reexamination be conducted on an annual basis, or more frequently if warranted by changing conditions.

Land Division, Zoning, and Official Map

Certain modifications should be made to Chapter 17 of the Municipal Code—the City Land Subdivision Control Ordinance—to bring that ordinance into conformance with recent revisions to Chapter 236 of the Wisconsin Statutes.

The City Zoning Ordinance should be revised to better reflect current land uses and to make zoning a more effective tool for implementing the plan. Also, several new zoning districts will need to be added to the Zoning Ordinance in order to implement certain elements of the recommended land use development plan. As described in greater detail in Chapter XI of this report, an office business park district, an industrial park district, a quarrying and extractive district, and a shoreland wetland district should be added to the ordinance. All rezoning applications should be carefully reviewed as to their relationship to the adopted land use plan.

The Official Map should be amended as necessary as to the precise identification of property lines, streets, highways, waterways, and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds.

Historic Preservation Planning

The City of Cedarburg possesses a valuable concentration of historic resources of unusually high quality for a community of its size. To a large extent, these resources have been recognized and are being used and cared for to the benefit of residents of the City and its visitors. As already stated, in spite of extensive activity devoted to historic preservation, there is still potential for additional action in the preservation and enhancement of Cedarburg's historic heritage.

During the course of the 1985 land use inventory, it was determined that many buildings and structures within the Cedarburg planning study area may also be of local, state, or national historic importance. Many of these buildings and structures have been identified in Chapter V and Appendix B of this report. Notwithstanding the previously conducted surveys which have identified a large percentage of these resources, there is a need for additional survey work. It is recommended that a complete and uniform areawide historical survey of the nature described in Chapter XI and in conformance with accepted national standards be conducted by the community with assistance and guidance from the Historic Preservation Division of the State Historical Society of Wisconsin at Madison.

Other historic preservation planning potential in the City lies largely in landscape preservation along Washington Avenue, where historic buildings may have a more authentic setting, and Cedar Creek, where a riverwalk may be established. Stewardship of the City's historic buildings should continue to be a high priority of both the public and private sectors.

Economic Development Planning

Increasingly, communities within Wisconsin have recognized the need to initiate economic development strategies for retaining business and industry and attracting new businesses and industries to the community. The need for local economic development activities is evidenced by the continuing decline in local economic conditions in many communities in southeastern Wisconsin. The recent interest in local economic development is attendant to the increasing cost of utilizing natural and man-made resources for economic development purposes. In some cases, in order to provide a suitable environment for economic activity, communities must purchase land for industrial and business parks, as well as provide the necessary infrastructure-sanitary sewer and water supply facilities, storm sewers, and roads-for development purposes. As the cost of land and land improvements has escalated, some communities have begun to reevaluate previous decisions to promote economic development opportunities. While some of these communities have decided not to provide for the growth of existing business and industry and the location of new industry within their communities, others are identifying economic development goals and objectives that indicate the type of business and industry growth that is compatible with the overall community. In order to identify appropriate local economic development strategies, communities prepare an overall economic development plan. Such a plan inventories and analyzes the physical, social, and economic characteristics of a community; identifies the community's economic development potentials and constraints; describes alternative strategies for strengthening the local economy; and identifies the initial elements of a local economic development program designed to improve local economic conditions through business and industry retention and attraction strategies and related economic development activities.

A detailed economic development plan should be prepared for the City of Cedarburg in order to better promote economic growth in the City. As a part of an economic development planning program, the City should adopt a set of economic objectives that can serve to guide the activities of public agencies and private organizations interested in improving the City's economy. Suggested economic objectives that could be adopted by the City are outlined in Chapter XI.

The Capital Improvements Program

The City of Cedarburg does maintain a five-year capital improvements program. The adopted

development plan for the City of Cedarburg should be a significant consideration in its annual revisions.

CONCLUSION

The recommended land use development plan for the City of Cedarburg area, with supporting plan implementation tools, provides the basic means for accomplishing the orderly growth and development of the Cedarburg area and assists in both preserving and enhancing its unique urban and rural characteristics over time. However, if the plan is not properly and consistently utilized in the evaluation of proposed zoning changes, the review of proposed land subdivisions, and the consideration of other physical development proposals, such orderly growth and development may be negated, and the City may face difficult and costly problems. Consistent application of the plan will assure that individual physical development and redevelopment proposals will be channeled toward the sound development of the total area.

APPENDICES

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Appendix A

EXISTING DOCUMENTATION OF THE HISTORY OF THE CEDARBURG AREA

The history of the Cedarburg area is well documented, particularly the period from the 1830's to the 1910's. Most histories cover thoroughly—or exclusively—the initial settlement and subsequent developments in the nineteenth century. Less material is available, however, about the period from the 1930's to the present, possibly because most of the significant developments that have shaped the community occurred in the earlier period. Several written documents deal with the history of Cedarburg, most of which are available in the Cedarburg Public Library. A listing of these documents, with comments on their contents, follows:

- 1. <u>Early Ozaukee County Historical Sketches</u>, prepared and published by the Ozaukee County Historical Society, 1967. This 64-page booklet contains historical information on the County as a whole and all its communities, primarily in anecdotal format. Ten pages and several photographs are devoted to the Cedarburg area, whose prominent citizens, buildings, and industries of the nineteenth century are featured.
- 2. <u>Cedarburg History, Legend and Lore</u>, prepared and published by The Heritage Group, Cedarburg Bicentennial Committee, 1976. This 131-page book is probably the most comprehensive treatment of Cedarburg history. Each of its seven chapters covers a different aspect of the community's history, and there are several illustrations. Much text is devoted to Cedarburg's early, formative years, but one chapter deals with the 1930 to early 1970's period.
- 3. <u>Hilgen Heirs</u>, written by Alice Schimmelpfennig Wendt, and published by Schroeder Printing Company, 1988. This is a biographical sketch of Frederick Hilgen and his descendents. Hilgen was the first resident of Cedarburg.
- 4. <u>Sketches of Cedarburg-Celebrating 100 Years</u>, written and illustrated by Harold E. Hansen, and published by the Cedarburg Commemorative Corporation, 1985. This is a collection of drawings by the author of homes in the City of Cedarburg, the Town of Cedarburg, and the historic village area of Hamilton.
- 5. <u>Reflections of Old Cedarburg</u>, compiled and published by Edward A. Rappold, 1983. This is a collection in book form of approximately 300 photographs taken in the City of Cedarburg from approximately 1900 to 1915. Street scenes and building views predominate, and there is a historical timeline for the period 1844 to 1926 and a bird's-eye view drawing of the City from 1875.
- 6. <u>Cedarburg from 1841</u>, edited by Margaret Nelson, published by the League of Women Voters of Ozaukee County, 1966. This short booklet gives a brief sketch of the history of Cedarburg, with emphasis on its early years.
- 7. "History of Cedarburg" section of <u>Orange and Black</u> (Cedarburg High School yearbook), by Johanna A. Kuhefuss, 1913. This one-and-one-half-page piece is a brief, general overview of community history covering 1843-1909.
- 8. "Cedarburg's Colorful History," two and one-half typed pages in library vertical file, author unknown, mid-1960's. Eight buildings—five of which are in the study area—are briefly examined.
- 9. "Town of Cedarburg," pages 531-533 of <u>History of Washington and Ozaukee Counties</u>, <u>Wisconsin</u>, prepared and published by Western Historical Company, 1881. This is a general history of the Town, with emphasis on the settlement that later became the City, from about 1840 to 1881.

- 10. "Village of Cedarburg," two typed pages in library vertical file, author, source, and date unknown (probably early 1880's). This document is a general description of the future City as it was at the time of writing, with emphasis on community organizations and companies.
- 11. "Nomination Forms to National Register of Historic Places for the Hamilton, Washington Avenue, and Columbia Road Historical and Architectural Districts," 1976, 1985, and 1989, respectively. Brief but concise histories of the three areas of concern are found in these documents, as are descriptions of the buildings within the districts.
- 12. <u>The Heritage Guidebook: Landmarks and Historical Sites in Southeastern Wisconsin</u>, by H. Russell Zimmermann, published by Heritage Banks, 1976. Sixty-eight historic places in the Cedarburg study area are listed in this book, with a photo and brief description of each.

Appendix B

IDENTIFIED HISTORIC PLACES IN THE CITY OF CEDARBURG STUDY AREA: 1985

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SEWRPC Historic	The State Historical Society		Status of	Category		
Place Map Location ^a	of Wisconsin Identification Code	Historic Place Location	Historic Place	of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
A-1	1021-23, 26/0Z-17	Sections 23 and 26	TSHSW	Si	Prehistoric	Worksite with lithics found in fields: a knife and about 50 points
A-2	1021-27/0Z-20	Section 27	TSHSW	Si	Prehistoric	Burial site with three burials, copper points, and cylindrical shell beads found
A-3	1021-27/0Z-21	Section 27	TSHSW	Si	Prehistoric	Campsite with lithic artifacts; flint arrowpoints and flint chips found
A-4	1021-36/0Z-22	Section 36	TSHSW	Si	Prehistoric	Campsite with lithic artifacts; flint arrowpoints and flint chips found
A-5	1021-36/0Z-18	Section 36	TSHSW	Si	Prehistoric	Village site with lithic artifacts; many arrowpoints, hearthstones, and flint chips found
A-6	1021-27/02-33	Section 27	TSHSW	Si	Prehistoric	Village site with arrow spearpoints and a triangular celt found
A-7	1021-33/0Z-34	Section 33	TSHSW	Si	Prehistoric	Campsite
A-8	1021-26/0Z-32	Section 26	TSHSW	Si	Prehistoric	Mounds
ТС-9	1021-15A/PW 96	NE 1/4, SE 1/2, Section 15, CTH I, west side, 0.5 mile north of STH 60	TSHSW	В	1890	Halder House Two-and-a-half-story cream brick Queen Anne house with returned eaves, eave brackets, attenuated string course, and a large side bay
TC-10	1021-15B/AW 187	SE 1/4, SE 1/4, Section 15 STH 60, north side, 0.1 mile west of CTH I	TSHSW	В	N/A	Half-timber barn with brick nogging
TC-11	1021-16/FC 143	SW 1/2, SE 1/4, Section 16 1402 STH 60	TSHSW	В	N/A	Little fieldstone house with stone quoins and segmental arches over the windows
TC-12	1021-16/FC 46	NW 1/4, Section 16 1558 Horns Corners Road	TSHSW; Zimm.	В	c.1868	One-and-a-half-story early picturesque fieldstone house with cut stone quoins and segmental arched windows; many modern additions
TC-13	1021-17/FC 47	NE 1/4, NE 1/4, Section 17 1685 Horns Corners Road	TSHSW; Zimm.	В	1860	<u>Christian Poggenburg Farm</u> Gable-plus-wing house of field- stone construction with courses marked in the mortar; Greek Revival style with later Victorian touches
TC-14	1021-20A/FC 190	NE 1/4, NW 1/4, Section 20 10029 STH 60	TSHSW	В	N/A	Small fieldstone house with a toplight over the door; in good condition
TC-15	1021-20	NW 1/4, NE 1/4, Section 20 STH 60, south side, 0.8 mile east of CTH Y	TSHSW	В	c.1840's	Small timber-framed house with some Greek Revival treatment; exterior walls are double plastered (8 inches thick) for insulation
TC-16	1021-20B/FC 191	NE 1/4, Section 20 STH 60, south side, 300 feet west of Horns Corners Road	TSHSW	St	N/A	Fieldstone silo almost completely covered with lime mortar and surmounted by cone roof with tiny cupola
TC-17	1021-22B/FC 192	SW 1/4, NW 1/4, Section 22 STH 143, west side, 0.2 mile south of CTH N	TSHSW; Zimm.	В	1854	Michael Sullivan Farmhouse Greek Revival fieldstone house with gray stone quoins, returned eaves, flat stone arches; two stories

Appendix B (continued)

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SEWRPC Historic Place Map Location ^a	Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
TC-18	1021-22A/PW 95	SE 1/4, NE 1/4, Section 22 1219 Sheboygan Road	TSHSW	В	N/A	Four-square Georgian Revival fireproof house made of cement blocks with smooth cement block quoins; eave brackets and pedi- mented dormers
TC-19	1021-22C/PW 302	NE 1/4, SE 1/4, Section 22 CTH I, west side, 0.6 mile south of STH 60	TSHSW	В	1850's	Lynch House Small one-and-a-half-story fieldstone house built by Irish stone masons with front porch and later additions
TC-21	1021-23A/PW 185	NE 1/4, SW 1/4, Section 23 Keup Road, west side, 0.5 mile south of STH 60	TSHSW	B	N/A	Small fieldstone barn with little mortar between the stones and a brick segmental arch over the door
TC-22 and TC-23	1021-268/PW 205 and PW 206	NE 1/4, SE 1/4, Section 26 STH 57, south side, behind 4807 STH 57	TSHSW; RPOSP; Zimm.	В	1866, 1871, 1890	Two-and-a-half-story fieldstone flour and sawmill built 1871 as Excelsior Mill; became Cedarburg Wire and Nail Company in 1890 after rebuilding due to fire. Residence in Gothic Revival, built 1866
TC-24	1021-16C/AW 168	NE 1/4, SE 1/4, Section 26 4309 Columbia Road	TSHSW; Zimm.	В	1869	Peter Anschuetz House Cut stone construction, Greek Revival in style; house has returned eaves, side- and toplights around the door, and smooth stone quoins
TC-25	1021-26A/PW I53	SW I/4, SE 1/4, Section 26 Northeast corner CTH T and Struck Road	TSHSW	В	N/A	Small fieldstone farmhouse with courses worked in the mortar; also fieldstone outbuildings
TC-26	1021-33/FC 400	SE 1/4, SE 1/4, Section 33 CTH N, west side 0.1 mile north of CTH C	TSHSW	В	N/A	<u>O'Brien House</u> Two-story Greek Revival field- stone house built by Irish immi- grants has returned eaves and a transom over the door
TC-27	1021-34/FC 37	SW 1/4, SW 1/4, Section 34 CTH N, east side 0.15 mile north of CTH C	TSHSW	В	N/A	<u>O'Brien House</u> Small, one-and-a-half-story fieldstone house with quarried stone above the headers of the first story windows and a new addition; large, ruined fieldstone barn also on site
TC-28	1021-35/PW 66	SE 1/4, NE 1/4, Section 35 415 Green Bay Road	TSHSW	B	1872	Large stuccoed farmhouse with segmental arched windows and returned eaves
TC-29	1021-35E/PW 158	NW 1/4, SE 1/4, Section 35 243 Hamilton Road	TSHSW; NRHP- District	В	N/A	Low, long gable roof house is constructed of clapboards covering half-timber
TC-30	1021-35F/PW 300	SW 1/4, SE 1/4, Section 35 126 Green Bay Road	TSHSW; NRHP- District	В	1360-64	Herman Linder Store Picturesque ruin of a fieldstone apothecary shop building with rough corner quoins and no roof
TC-31	1021-35G/Map No. 3	SW 1/4, SE 1/4, Section 35 Green Bay Road, east side, 0.2 mile north of CTH C	TSHSW; NRHP- District	В	N/A	Bartel Farm Fieldstone house built after 1926 has an older fieldstone wing; large frame barn and ruined fieldstone smokehouse/summer kitchen also on site

Appendix B (continued)

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SEWRPC Historic Place Map Location ⁸	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
TC-32	1021-35A/PW 59	NE 1/4, SE 1/4, Section 35 252 Green Bay Road	TSHSW; NRHP- District; HABS; RPOSP; Zimm.	В	1853	<u>Concordia Fine Rye Grist Mill</u> Three-story stone Greek Revival mill with Gambrel roof
TC-33	1021-35B/PW 58	SW 1/4, SE 1/4, Section 35 184 Green Bay Road	TSHSW; NRHP- District	В.	1869	Large Italianate house finely constructed of quarried stone, with double eave brackets, smooth stone quoins and lintels, and a small columned porch
TC-34	1021-35C/PW 62	NW 1/4, SE 1/4, Section 35 240 Hamilton Road	TSHSW; NRHP- District; Zimm.	В	1867	Hamilton Turn Halle Large fieldstone building with round-arched windows and smooth stone trim was scene of social and cultural events spon- sored by Hamilton's promoter, Edward Janssen. Refur- bished as a race car museum
TC-35	1021-35D/PW 157	NW 1/4, SE 1/4, Section 35 Green Bay Road, north side, 0,1 mile east of Hamilton Road	TSHSW; NRHP- District	B	1861	Two-story fieldstone barn
TC-36	1021-35/PW 61	NW 1/4, SE 1/4, Section 35 232 Hamilton Road	TSHSW; NRHP- District; Zimm.	8	c.1848	Valentine Hahn House Fieldstone house with double eave brackets, returned eaves, carved wood lintels, and smooth stone quoins
TC-37	1021-35/PW 63	NW 1/4, SE 1/4, Section 35 264 Hamilton Road	TSHSW; NRHP- District; Zimm.	B	1854-55	Edward Janssen House Fieldstone house built by Edward Janssen has smooth stone quoins and lintels, returned eaves, and a porch whose roof is supported by square columns. Janssen also built the nearby Concordia Mill Fieldstone barn and brick smoke house also on site
тс-38	1021-35/Map No. 7	SE 1/4, Section 35 222 Green Bay Road	TSHSW; NRHP- District	В	1847	Rankin-Schleifer House Frame house is possibly of log or half-timber construction
TC-39	1021-35/Мар No. 9	SE 1/4, Section 35 280 Green Bay Road	TSHSW; NRHP- District	В	c.1859, 1887	Hamilton Cheese Factory Frame building of c.1859 was opened as Hamilton Cheese Factory in 1887
TC-40	2021-35/PW 60	NW 1/4, SE 1/4, Section 35 228 Hamilton Road	TSHSW; NRHP- District; Zimm.	В	Before 1861	Henry Hendschel General Store/ Hamilton Haus Tavern Fieldstone building with returned eaves, brackets, carved lintels, and an altered front was formerly a general store, now a tavern. Fluted columns remain behind the newer front
TC-41	1021-35/Map No. 1	SW 1/4, SE 1/4, Section 35 114 Green Bay Road	TSHSW; NRHP- District	В	c.1859	Eggert Lau House Frame and stone house with several additions; built by a part- ner in a wagon maker's shop
TC-42	1021-35/PW 301	SW 1/4, SE 1/4, Section 35 210 Green Bay Road	TSHSW; NRHP- District; Zimm.	В	c.1847, 1878	Two-story frame house with fieldstone wing in rear

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Appendix B (continued)

SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-51, C-52, and C-53	DOT 53, DOT 54, and DOT 105	W63 N700 Washington Avenue	TSHSW; NRHP- District (nom., P); RPOSP; Zimm.; NRHP	В	1862, 1864	Hilgen-Whittenberg Woolen Mill/ Cedar Creek Settlement Built as a woolen mill, now a complex of shops and restaurants. Group of mill buildings of field- stone and cut-stone construction including boiler house, main mill building, outlet store, and a por- tion of the mill headrace and all of the dam
C-54	DOT 49	W64 N707 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1864	Diedrich Wittenberg House/ Schramka Gunther Funeral Home This nicely detailed Italianate building was constructed as a residence for the president of the Cedarburg Woolen Mill. The cen- terpiece of the building's symmet- rical facade is a pavilion which projects slightly from the main plane and culminates in a frame pediment. Heavy brackets support the returned cornices of the pedi-
						ment and those of the main hip roof. Round headed window open- ings delineated by brick surrounds grace the facade and a bay win- dow projects on the south eleva- tion. The original windows and doors have been replaced with new units and an addition has been wrapped around the north and west sides of the building. Despite these alterations, the building remains a fine example of residential Italianate design and one of the most impres- sive residential buildings in the area, reflecting Wittenberg's standing in the community
C-55	DOT 103	W66 N695 Madison Avenue	TSHSW; Zimm.	В	c.1863	Moegenburg House Cut-stone one-and-a-half-story house with one-story wing
C-56	DOT 2	W65 N679 St. John Avenue	TSHSW	В	N/A	Clapboard, two-and-a-half-story late picturesque house with den- ticulated string courses and shin- gle trim
C-57	DOT 1	W65 N669 St. John Avenue	TSHSW	В	N/A	Two-story frame house with small square tower, clapboard trim on first floor, and shingle siding on second floor
C-58	DOT 48	W63 N697-699 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	B	1888	<u>H. Roth Hotel/Top of</u> <u>the Town Restaurant</u> The Roth Hotel was constructed two years after the Washington House and exhibits similar brick detailing (particularly the checker- board pattern of headers in arch tympanae). The facade is symmet- rical with central entrance set beneath a pediment. Pilasters define this bay and rise to a frame triangular pediment at the eave. Windows on the first story facade appear in groups of three beneath a large round-headed arch. Individual round arches, with decorative tympanae, cap the rectangular openings on the sec- ond story. Rising above the north- east corner entrance is a frame oriel covered with decorative shin- gle work. The principal alteration to the facade of the building has been reduction of some window sizes and interior renovations

Appendix B (continued)

SEWRPC Historic Place Man	The State Historical Society of Wisconsin		Status of Historic	Category	Significant Date(s)	
Location ^a	Identification Code	Historic Place Location	Place	Place	of Historic Place	Description of Historic Place
C-59	DOT 55	W63 N696 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1873	<u>H. Groth Building/The General Store</u> Henry Groth operated a hardware store in this building, and in 1880 sold a part interest to John Bruss, who opened a dry goods/grocery store in his section of the building. Constructed of coursed stone, the facade is simply ornamented with pairs of brackets at the eave line and seven segmentally arched window openings on the second story. The first story is distin- guished by the retention of the two store fronts, complete with cast iron columns. The interior has been remodeled through various commercial uses over the years
C-60	DOT 56	W63 N684-686 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	B	N/A	Residence/Stone House Gifts Stucco was applied to the exterior of this house; however, removal of this material on the first story has revealed a very fine stone exterior, including dressed quoins. Reten- tion of original windows, the cubi- cal massing of the building, and simple brackets at the eave con- vey the original character of the residence, which suggests a com- bination of Greek Revival and Itali- anate forms. The interior has been recently remodeled for commer- cial use on first floor, but general configuration of rooms is original
C-61	DOT 57	W63 N676-678 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	8	c.1865	August Weber House/Cheese Shop The Weber residence is an Italianate style building con- structed of cream brick. Fenestra- tion on the facade consists of two windows and side-hall entrance on the first story aligned with three second-story windows. Sim- ple surrounds (first story) and stilted arches (second story) deco- rate the openings. The projecting cornice supported by brackets completes the composition. August Weber was the son of John Weber, proprietor of the Cedarburg Brewery. John Weber was also a mason. The building has recently been converted to commercial use
C-62	DOT 46	W63 N673-675 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	B	c.1898	Jochem House/Purtell & Wigdele Real Estate The Jochem residence is an excel- lent local example of Queen Anne design. The building rests on a cut-stone foundation and is veneered to the eave line with red brick. Shingle work covers the attic gable. The main facade fea- tures a two-story bay window, covered by a steep gable with brackets along the raking cornice. Balancing this component to the south is a corner tower capped by a conical roof with inset frame, dormer. Classical details are intro- duced at the main semicircular porch which features fluted
SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
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C-62 (continued)						columns rising to the denticulated cornice. A shallow two-story bay window rises on the south eleva- tion which is further decorated by terra cotta panels set into the chimney. Mr. Jochem operated a general store in Cedarburg and was a partner of H. Hendschel. Several interior elements survive
C-63	DOT 58	W63 N674 Washington Avenue	TSHSW; NRHP- District (nom., C)	В	N/A	Residence/Music Center One of the oldest buildings in the District: however, recent modifi- cations have destroyed its integ- rity. Stucco covers original half-timber construction
C-64	DOT 59	W63 N670-672 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	c.1873	Friedrich Cobbler Shop and House/ Mother Nature 'n' June The combination of residence and business is reflected in the first story of the facade of this two- story cream brick building. A cen- tral entrance, distinguished by a brick surround and simple tran- som, marks the residential sec- tion. To the north is a simple entrance, flanked by larger win- dows, which originally allowed access to the cobbler shop. Five segmentally arched windows are spaced across the second story of the facade
C-65	DOT 33	W63 N664 and 666 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	c.1870	John Roth House The Roth residence is a transi- tional design, incorporating the proportions and cornice treatment characteristic of Greek Revival designs with a more delicate Itali- anate handling of window treat- ment. The facade, located in the gable end, is framed by cornice returns. A simple lunette appears at the attic level; the three second-story windows and two first-story windows, as well as the entrance, are placed beneath stilted segmental arch caps. John Roth, a carpenter and builder in Cedarburg, came to Cedarburg in 1844 with his parents
C-66	DOT 42	W63 N647 Washington Avenue	TSHSW; NRHP- District (nom., P)	В	Late ninetsenth century	Residence/Merrill Lynch Realty This residence combines elements of the Queen Anne and Colonial Revival styles. The asymmetrical massing and the combination of surfacing materials (cream brick and shingles) suggest the Queen Anne influence. Porch columns and Palladian motifs reflect classi- cal strains. Changes to the interior with the change-over to commer- cial use, but some elements retained
C-67	DOT 40	W63 N643 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1894	Public School/Senior Center Designed by local architect William Hilgen, the Cedarburg Public School stands as one of the major landmarks in the City. Its symmet- rical design is dominated by a five-story tower, capped by steep

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SEWRPC Historic Place Map	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-67 (continued)						hip roof. Projecting slightly on either side of the tower are gable roofed wings consisting of two full stories, plus an attic, above a raised basement. Each gable is accented by frame bargeboards which interject a feeling of deli- cacy in contrast to the massive stone walls. The rock-faced stone was quarried at the Anscheutz Quarry; John Vollmar was the mason. The general configuration of the interior of the building has been retained, but elements have been modernized. The building has been used institutionally since its construction
C-68	DOT 41	W63 N645 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1908	High School/Ozaukee Art Center The High School building is simi- lar in some respects to the public school erected 14 years earlier. The High School was also con- structed of rock-faced stone, sup- plied by the Anscheutz Quarry, with John Vollmar as mason. In design, this building is also sym- metrically composed and anchored by a tower. However, the High School design suggests a classicizing trend, both in massing and details, including pilasters, modillions, and arches. The build- ing's two stories rest on a raised basement; the attic is sheltered by the hip roof with light provided by Diocletian windows. The general interior configuration of the build- ing has been retained but moder- nized over its life
C-69	DOT 63	W62 N628 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	c.1870	Henry Roth House/ Armbruster Residence A gable roof with simple entabla- ture and returned cornices covers the main section of the Henry Roth house, which is a one-story plus attic stone block. Projecting to the south is a one-story wing constructed of brick and covered by a gable roof which extends to protect a porch running the length of the wing. The Roth house is dis- tinguished by very fine stonework and a nicely detailed entrance with sidelights, transom, and simple entablature. A number of residences similar in plan are con- tributing buildings in the District: Kuhefuss house and the residence at W62 N634 Washington Ave- nue. Henry Roth was the owner/ proprietor of the Roth Hotel
C-70	Cedar Creek	On Cedar Creek, behind W61 N631 Mequon Street	TSHSW; NRHP- District (nom., P); Zimm.	St	1907	Interurban Bridge This metal truss bridge is a rem- nant of the system of interurban electric railroads which existed in the State during the first half of the twentieth century. Cedarburg was a point on the Milwaukee Northern's Milwaukee-Sheboygan line. The bridge was abandoned in 1948 and now carries pedestrian traffic and utility lines

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SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-71	DOT 39	W63 N627 Washington Avenue	TSHSW; NRHP- District (nom., C); Zimm.	8	1849	George Fischer House This is one of the City's older homes. The original frame block dates back to 1849. According to the present owner, a descendant of Edward Blank, Blank purchased the house from Fischer in 1854. In 1864, the southern stone wing was added. Modern renovations to the main facade have caused this house to be rated as contributing
C-72	DOT 64	W62 N620 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1908	J. Armbruster Building/ Armbruster Jeweiry A terra cotta veneer enhances the facade of this two-story commer- cial building. The symmetrical design of the facade consists of a central entrance section, defined on the second story by a group of windows set beneath a common segmental arch with keystone. Aligned with each storefront is a shallow oriel window. Pilasters further define these sections and are united by a frieze band of clas- sical garlands. The Armbruster family continues to own and oper- ate the store. The building is in excellent condition, and retains the original interior and casework in the southern section of the building. The only alteration to the exterior has been the removal of a simple pediment. A sidewalk clock stands in front of the building
C-73	DOT 38	W62 N601 Washington Avenue	TSHSW; NRHP- Distriet (nom., P); Zimm.	В	c.1875	Hoffman's Meat Market and Brown Jug Saloon The Hoffman building is a two- story commercial block con- structed of stone (north elevation) and brick (facade and south eleva- tion). The building is similar to the Groth Building in plan and detail. Two storefronts occupy the first story, on either side of a central stair entrance. Six windows, somewhat irregularly spaced, appear on the second story. It is the only building in the District which has retained its full com- plement of outbuildings including horse shelter. The Hoffman family has operated a butcher shop here throughout this century
C-74	DOT 37	W62 N593-595 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1854	Horneffer House and German Free School/Laubenheimer Office This stone building was originally the Col. Horneffer residence in which he opened the German Free School in 1884. Horneffer is also remembered for founding the original Washington House in 1846. The facade is symmetrically composed, centered around the main entrance. Originally two windows were placed on either side of the entry: however, enlarged windows replaced these. Five second-story windows are spaced above. The limestone walls are of rough cut stone;

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SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-74 (continued)						however, dressed stone forms shaped lintels, door surround, and corner pilasters. The interior has been changed from the original
C-75	DOT 36	W62 N591 Washington Avenue	TSHSW; NRHP- District (nom.,P); RPOSP; Zimm.	В	c.1885	<u>William Schroeder House</u> The William Schroeder residence is one of Cedarburg's fine exam- ples of the Queen Anne style. The building stands two stories plus attic, with each level differen- tiated in some manner. Clap- boards cover the first story, the next two levels are shingled with a projecting window and decora- tive canopy highlighting the attic. The porch, canted to the south- east corner of the building, dis- plays an array of ornament including lattice work which creates an ogee arch entrance
C-76	DOT 35	W62 N589 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	c.1853	Juergen Schroeder House Juergen Schroeder House Juergen Schroeder operated the general store located south of this building, and resided there prior to construction of this house. The focal point of this residential design is the front porch com- posed of chamfered posts and scroll sawn ornament and crowned by cast-iron cresting. In contrast to the porch, the building is an austere cream brick struc- ture standing two stories and dec- orated with returned eaves and simple cornice. The entrance, framed by sidelights, is centered on the facade with a simple rect- angular window on either side. Three similar windows correspond with first story fenestration
C-77	DOT 34	W62 N583 Washington Avenue	TSHSW; NRHP- District (nom., P)	В	c.1870	S. Schroeder Building/ Pro-Tech Security This building is very similar to the adjacent Hendschel and Jochem building, but is a single gable structure constructed of cream brick. The rhythm of three second- story windows, with stone lintels, is repeated in the Schroeder building, as are paired brackets at the returned cornices. An elliptical window appears at attic level, and single brick paneling decorates the facade above second story windows. The interior has been modernized. This building replaced an earlier store opened in 1851
C-78	DOT 33	W62 N575-579 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	c.1865	Hendschel and Jochem Building/ Chocolate Factory and Sue Ann's Cedar Inn Constructed of rough cut stone, this building is a commercial building covered by a double gable roof. Pairs of frame brackets deco- rate the cornice and returned cor- nices of the building. Each gable end contains three windows on the second story and a lunette at the attic level. Smooth stone quoins and shaped lintels

SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-78 (continued)						enhance the building. The store- fronts have been greatly altered. The interior has been remodeled extensively. The building is now connected to the Washington House Hotel and plans as of 1985 call for construction of four hotel rooms on the second floor
C-79	DOT 32	W62 N571-573 Washington Avenus	TSHSW; NRHP- District (nom., P); Zimm.	В	1861 and 1886	Washington House The Washington House, a large cream brick building, consists of two distinct sections—one two stories, the other three stories in height. Replaced an earlier Wash- ington House built in 1846 and is the largest and most notable of the several hotels surviving in the District
						Despite their disparity in size, the two sections are unified by similar facade design and repetition of decorative brick work. Each of the two sections of the building is divided into three parts by pilas- ters. The central bay resulting from this division extends to form a parapet above the roof line. Windows in this central bay (top floor only) are set beneath arch forms decorated with checker- board patterns of brick headers. Other embellishments to the facade include brick corbeling and paneling at the denticulated cornice. It is considered architec- turally significant as a representa- tive example of a style and period of construction
						Washington House has recently (c.mid-1980's) been renovated and reopened as a hotel. The inte- rior has been rebuilt using repro- ductions of woodwork and fixtures from the Victorian period, but little of the original interior survives
C-80	DOT-98	N57 W6406 Center Street	TSHSW; Zimm.	В	1907	Interurban Railway Station Former depot and electrical sub- station of Milwaukee Northern interurban railway. Most external features intact; imitation Colonial trim on some windows and doors. Reused as a photography studio
C-81	DOT 10	W63 N589 Hanover Street	TSHSW	В	Mid twentieth century	<u>Cedarburg Police Station</u> Designed in the style and materials of early buildings in the area. Cream brick on fieldstone foundation, some- what Greek Revival in style
C-82	DOT 65	W62 N594 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	B	1888	E. G. Wurthmann Building/JP's Despite alterations to the store- front, the Wurthmann building remains a fine example of Queen Anne-inspired design. The exte- rior of this frame building is sheathed in clapboards, which are pierced by simply detailed windows on the second story. A shingled apron and iron lintel extend the width of the facade terminating at

SEWRPC Historic Place Map Location ⁸	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-82 (continued)						corner piers. Dominating the facade is a triangular pediment supported by thin brackets. Wurthmann settled in Cedarburg in approximately 1866 following periods of residence in Mequon and Chicago. He was employed as a painter. The storefront interior has been modernized
C-83	DOT 66	W62 N588A Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1874	Lehmann Brothers Hardware Store/Coast to Coast A handsome Italianate-style commercial building, the Lehmann store features a facade con- structed of rock-faced limestone with smoothly dressed stone for trim. The first story of the building was devoted to the hardware business and retains original storefronts with cast-iron Corin- thian columns. A heavy entabla- ture carried by smooth stone piers and decorated with sturdy brac- kets divides the first from the sec- ond story. Segmentally arched windows punctuate the second and third stories and are spaced with three windows on either side of a central pavilion. A triangular pediment defines the pavilion above the bracketed eave line. C. W. Lehmann and his brother Julius opened a hardware store in Cedarburg in 1867. This building was constructed in 1874 and housed the hardware/workshop activities on the first floor, the residence on the second floor, and a meeting hall on the third floor. The building is a pivotal element in the District not only because of architectural character but also because of its role as an early social meeting hall. (The Turner Halt and Lehmann's were appar- ently the major halls prior to the mid-1880's, when a number of hotels with meeting halls were constructed in the City.) Although the first and second floors have been modernized, the social hall on the third floor remains rela- tively intact and vacant
C-84	DOT 67	W62 N582 Washington Avenue	TSHSW; NRHP-	В	c.1870	Hoehn Furniture Store and Residence/ Koehler Insurance
			District (nom., P): Zimm.			The Hoehn building is a rectan- gular block covered by intersect- ing gables. Returned cornices and raking cornices supported by pairs of brackets enliven the roof line. The cream brick exterior is pierced by arched window openings framed by brick surrounds with stone sills and keystones. Inserted on the stonefront is a large semi- elliptical arch framed by rusticated piers. This large window was added to the building at the turn of the century, possibly when the building became the Farmer and Merchants Bank. The interior has been modernized

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	SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
	C-85	DOT 121	N58 W6189 Columbia Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1926	Wadham's Filling Station/ Union 76 Station The prototype for the Wadham's filling station was developed by Alexander Eschweiler, a Milwau- kee architect noted for period revival styles. This particular sta- tion features a distinctive pagoda roof highlighted by a cupola at the ridge. The flared eaves of the cupola echo the shape of the main roof. Japanese lanterns are sus- pended from the cupola roof
	C-86	DOT 122	N58 W6181 Columbia Avenue	TSHSW; NRHP- District (nom., P); RPOSP; HABS; Zimm.	В	1855	Cedarburg Mill The Cedarburg Mill is a five-story structure constructed of locally quarried stone. The mill is a pivotal element in the District because of its important role in the economic life of Cedarburg, as well as its visual and architectural significance. The water wheel and accompanying artifacts were removed in 1901. The dam remains
	C-87	DOT 68	W62 N570 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1908	State Bank/Re-New Appliance The State Bank building was constructed in 1908 by mason John Vollmar and builder Albert Knuppel. Rock-faced stone, laid with a raised bead joint, covers the facade of this two-story brick building. Four pilasters, which divide the facade into three units, are defined by a slight projection, chiseled margins, and smooth capitals. The fenestration placed within the interstices of pilasters features flat arches on the first story, semi-circular on the second. A simple smooth stone entabla- ture rests on pilaster capitals and provides an interesting contrast with the heavily textured wall sur- face. The State Bank building was the first structure specifically built as a bank in Cedarburg. The sec- ond floor accommodated offices. The interior has been remodeled
	C-88	DOT 69	W62 N562 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1853	William H, Schroeder House/ Mutual Insurance The Schroeder residence is an example of the local handling of Greek Revival motifs. The building stands two stories and is veneered with brick. This is one of three buildings displaying the horizontal massing with a facade punctuated by five windows on the second story, a central entrance, and four windows on the first story. Although the door surround has been replaced, shaped stone lintels remain above windows. Additions have been made to the east and south. The eastern addition is two stories and brick to match the original and dates from a major renovation of the building under- taken in 1938. Facade changes noted above also date from that period. The addition to the south

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	SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
	C-88 (continued)						was built in 1965, is also of brick, and was designed to accommo- date the original block with similar window and door treatments. As such, it contributes to the rest of the composition, but by age, is considered a noncontributing part of the District
	C-89	DOT 31	W62 N557 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1883	Kuhefuss Union House/ Fritz's Barber Shop and Saloon The Union House was owned by J. C. Kuhefuss and is another of the surviving hotels in the District. Anchoring the composition of this two story cream brick building is a central entrance bay which is framed by pilasters and empha- sized at the roof line by a simple pediment. The two sections of the hotel which flank the center bay contain four segmentally arched windows on the second story; entrances and windows (some remodeled) on the first. Stone keystones decorated with carved floral motifs grace each arch. A band of brick corbeling marks the cornice. The interior has changed significantly with remodeling
	C-90	DOT 30	W62 N553 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	c.1865	Lauterbach Building/ Cedarburg Veterinary Clinic and Confectionately Yours Although the storefront has been disfigured by enlargement of win- dows and addition of imitation stone, the Lauterbach building retains coursed stone on the sec- ond story of the facade and rough cut stone on the side elevations. Shaped lintels crown the five win- dows of the facade (second story) as well as windows in the side walls. The eave line of the metal hipped roof is decorated with pairs of frame brackets. The Lauterbach building served as a clothing store with residence above. The Lauter- bach family continued to operate the store until recently, c.mid- 1980's, and still own the property (1985)
	C-91	DOT 71	W62 N556 Washington Avenue	TSHSW; NRHP- District (nom., P)	В.	Late nineteenth century	Residence/Cedarburg Chiropractic Center Although converted to commercial use, this residential building retains important characteristics of late nineteenth century domes- tic design. Juxtaposition of sur- face materials and intersection of various components distinguish the building. The interior has been changed to reflect its new use
	C-92	DOT 72	W62 N552 Washington Avenue	TSHSW; NRHP- District (nom., P)	В	N/A	Residence/Bob Guse's Marine Bar Atthough marred by the insertion of a picture window, this two- story residence features the fine stonework characteristic of Cedar- burg. Carved stone lintels and entrance surround and dressed quoins embellish the building and

SEW/PPC	The State					
Historic Place Map Location ⁸	Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-92 (continued)						provide a nice contrast with the heavily troweled stone work of the wall surfaces. The wall between this building and the next has been breached and the bar now uses both areas. The southern addition was originally built as the first post office building
C-93	DOT 90	N56 W6093 E. Portaind Road	TSHSW; Zimm.	B	1905	Methodist Episcopal Church/ Ozaukee Baptist Church Clapboard-sided church with Gothic Revival windows and tower
C-94	DOT 73	W61 N518-520 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1853	Central House/Stagecoach Inn The Central House was one of Cedarburg's many hotels that accommodated traveling busi- nessmen. The building was con- structed in 1853 by Henry C. Nero as a hotel. The Central House stands two stories in height and is covered by a gable roof with ridge running parallel to Washington Avenue. Exterior walls ware con- structed of the local limestone laid up with heavily troweled joints. The main entrance, accented by entablature and pilasters, is cen- tered on the first story; three sim- ple windows are spaced on the second story. The interior is being restored as an early country inn. The general interior layout and some features have been retained
C-95	DOT 27	W61 N513 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1870	J. P. Wirth Building/Village Center This large Italianate style building was constructed by J. P. Wirth and his son Charles in 1871. J. P. Wirth was a German immi- grant who arrived in Cedarburg in 1846. He was a shoemaker, who, in 1865, began selling ready-made shoes. He built the store in 1871 for shoes, clothing, dry goods, and groceries. Dominating the design of this stone building are triangu- lar pédiments which rise above a projecting cornice. Although the building has been painted, the texture of the rough cut stone remains apparent. Decorative window caps are further indica- tions of the original grandeur of the Wirth building. The building's storefront has been remodeled and connected to a contributing building to the north, which is now internally connected as part of the Village Furniture and Inte- riors, Ltd., store
C-96	DOT 13	N50 W6432 Western Avenue	TSHSW	В	N/A	One-and-a-half-story cut-stone house with segmental arches over the windows
C-97	DOT 74	W61 N498 Washington Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	1882	Immanuel Evangelical Lutheran Church The Immanuel Lutheran Church was founded in 1852 as a German-speaking parish. In 1863, doctrinal differences caused a

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	C-97 (continued)						split in the original congregation. One of the groups remained in the first church on this site. As the group grew, the need for a new, larger church became apparent. In 1882, under the leadership of Rev. E. G. Strassburger, the pres- ent Gothic church building was constructed of native limestone. It represents an important center of German ethnic cultural activities as well as a visual landmark in the District. Several contributing addi- tions dating from the 1910's and 1930's are found to the rear of the main church
	C-98	DOT 25	W61 N493 Washington Avenue	TSHSW; NRHP- District (nom., P)	В	1885	Conrad Weisler Hotel/ Main Street Tavern This Queen Anne commercial building was constructed as the Weisler Hotel and is another of the several surviving hotels in the District and is historically signifi- cant as part of that group. Conrad Weisler moved to Cedarburg in 1876 and operated a saloon until 1885, when he built his hotel. The building is a three-story Queen Anne structure. The first two stories are of cream brick and the upper floor is frame faced with shingles flared to form a skirt at the main eave line. An oriel window deco- rates the main facede and flows into a gable dormer. Spindlework and brackets form a canopy beneath this gable form and sup- port an entrance canopy on the south elevation. The storefront occupying the north corner of the facede consists of frame posts which support a frame entabla- ture and is relatively intact. The architectural integrity of the hotel has been well preserved
	C-99	DOT 16	N50 W6890 Western Avenue	TSHSW; Zimm.	В	1846	Carl Dobberfuhl House Two-story stone house with smooth stone quoins and carved woodwork on the porch features "shotgun" windows on the sec- ond floor
	C-100	DOT 24	W61 N469 Washington Avenue	TSHSW; NRHP- District (nom., P)	В	c.1907	John Nieman House The Nieman residence is a large three-story red brick home built in the Queen Anne style. It rests on a cut-stone foundation. The main gable roof runs east-west with smaller gables covering truncated wings on the north and south ele- vations. Gable peaks are covered by shingles, project slightly, and employ frame brackets at the eave line. The windows on the first story are topped by carved stone lintels. A colonial note is inter- jected by tri-part windows set beneath a triangular pediment at the attic level. A one-story Lannon stone porch has been added on the front and a Lannon stone wall surrounds the well-landscaped

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SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-100 (continued)						grounds. A large brick garage, matching the color of the house, is found to the north and west of the house. The house represents one of the better examples of early twentieth century residential design in the District
C-101	DOT 80	N47 W6033 Spring Street	TSHSW; RPOSP; Zimm.	В	1846	Frederick Hilgen House Home of Frederick Hilgen, the "Father of Cedarburg," who was involved in almost every enter- prise responsible for the early growth of Cedarburg. He was a co-founder of the grist mill, the woolen mill, the Bank of Cedar- burg, the Hilgen Manufacturing Company, and Hilgen Spring Park, a summer resort with two hotels. His two-story Greek Revival frame house has been much altered by a brick addition and a change in orientation
C-102	DOT 23	N45 W6105 Hamilton Road	TSHSW; NRHP- District (nom., P); Zimm.	B	1870	St. Francis Borgia Catholic Church Church was built under the leader- ship of the Rev. Hugh McMahon. It is the third building used by the congregation founded in 1842. The predominantly Irish congrega- tion paid for most of the \$30,000 cost of the church through donations The church is a visual landmark in
						the District sited at the intersec- tion of Washington Avenue and Hamilton Road. It dominates the view to the south on Washington. The church is built of locally quar- ried limestone. Brush-hammered buttresses and voussoirs contrast with the rock-faced surface of the building. Windows are round- headed, suggesting Romanesque overtones. Buttresses along the nave divide the wall surface into five bays. Corner buttresses termi- nate in pinnacles and spires are found at the base of the steeple
C-103	DOT 22	W61 N439 Washington Avenue	TSHSW; NRHP; Zimm.	В	1844-1855	<u>John Schuette House</u> This cream brick and fieldstone one-and-a-half-story house is one of the oldest in Cedarburg
C-104	DOT 21	W61 N375 Washington Avenue	TSHSW	В	Late nineteenth century	Decorative swags and dentils and shingle trim enrich the clapboard construction of this two-and-a- half-story Queen Anne-style house
C-105	DOT 20	W61 N358 Washington Avenue	TSHSW; Zimm.	B	1866	<u>E. G. Wurthmann House</u> Cream brick, cross-gable house features round-arched windows and delicately carved woodwork on its porches and pronounced bargeboards. Possibly designed by its builder, E. G. Wurthmann
C-106	DOT 18	W61 N338 Washington Avenue	TSHSW	В	1858	Fred Roebken House Greek Revival stuccoed house was the home of Fred Roebken, a manufacturer of buttons, whose factory was located in the wooden structure behind the house

SEWRPC Historic Place Map Location ^a	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-107	DOT 82, 83	W62 N238 Washington Avenue	TSHSW	В	1859	Diedrich Wittenberg Homestead One-and-a-half-story fieldstone house of Diedrich Wittenberg, an early and prominent member of the community. Barns are stucco with possible half-timber construction
C-108	DOT 117	N60 W6047 Columbia Avenue	TSHSW; Zimm.	B	1891	Ev. Lutheran Driefaltickeits Kirche/ Evangelical Lutheran Church Designed by local architect William H. Hilgen; has limestone walls trimmed with buff sandstone
C-109	DOT 118	N61 W6058 Columbia Avenue	TSHSW	8	Late nineteenth century	Large two-and-a-half-story residence with half-timber con- struction in the gable ends, a brick first floor and a frame second floor
C-110	DOT 123	W61 N621 Mequon Avenue	TSHSW; NRHP- District (nom., P); Zimm.	B	1908	Cedarburg Fire House, City Hall, and Jail This cream brick building was constructed following a fire which destroyed the City's then existing firehouse. Although the original fire doors have been changed, a number of original elements remain, most notably the five-story hose tower. The tower makes this building a visual landmark easily seen in the rest of the District west of the creek. The Ozaukee County Historical Society currently occupies the second floor
C-111	DOT 126	N65 W6128 Tyler Avenue	TSHSW; Zimm.	B	c.1867	E. Mielke House Early picturesque one-and-a-half- story fieldstone house with smooth stone segmental arches with keystones over windows
C-112	DOT 116	N63 W5864-5866 Columbia Avenue	TSHSW	В	N/A	Two-story, cut-stone house has segmental arch windows with keystones, smooth stone quoins, and wood additions
C-113	DOT 113	N67 W5540 Columbia Avenue	TSHSW	В	c.1855	Adam Gleitzmann House One-and-a-half-story Greek Revival stone house with a one- story wing has smooth stone quoins, lights over the door, returned eaves, and a porch on the wing
C-114	DOT 112	N67 W5527 Columbia Avenue	TSHSW	B	c. 1869	Gleitzmann Cooperage Small, simple fieldstone building with dormer windows—served as a cooperage and as a tinsmith's store and shop
C-115	DOT 110	N69 W5316 Columbia Avenue	TSHSW; Zimm.	В	1869	Ernst Hilgen House Cut-stone house built by Ernst Hil- gen, is decorated with lights around the door, double eave brackets, and a traceried fascia on the wing porch
C-116	DOT 109	N70 W5266 Bridge Street	TSHSW; NRHP; Zimm.	B	1865	Edward Stallman House Finely constructed five bay, two- story, cut-stone house is deco- rated with stone quoins, lintels, and door architrave with lights around the door. The house was built for Edward Stallman, part owner of the Cedarburg Mill

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Historic Place Map Location ⁸	Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-117	DOT 107	Highland Avenue, west side, 100 feet south of Columbia Avenue	TSHSW	В	1851	Zaun House Greek Revival two-story, gable- plus-wing house of fieldstone and cream brick. The house was the home of Mr. Zaun, the owner of the Columbia Mill
C-118	DOT 87	W53 N584 Highland Avenue	TSHSW	В	N/A	Frank Chicory Factory/ Material Supply Company Complex of several wood and cream brick industrial buildings which once housed a chicory fac- tory; also known as "the cannery"
C-119	DOT 32	N50 W5630 Portland Road	TSHSW	В	N/A	Fieldstone house with two-story fieldstone wing; porch and bal- cony on wing
C-120	DOT 85	W57 N490 Hilbert Street	TSHSW	В	Late nineteenth century	Delicate classical detailing and an elaborate spindled grille on the porch enrich this two-story clap- board late picturesque house
C-121	DOT 79	N47 W5862 Spring Street	TSHSW; Zimm.	B	c.1865	Richard Hilgen House Cream brick house with round arch windows on the first floor and stilted arch windows on the second floor was built for one of the sons of Frederick Hilgen, "the father of Cedarburg"
C-122	DOT 119	N58 W6194 Columbia Avenue	TSHSW; NRHP- District (nom., P); Zimm.	В	c.1856	Cedarburg Mill Outlet Store/ Barth's at the Bridge Restaurant A pivotal element because of its commercial significance, the mill store is a three-story brick build- ing with simple Greek Revival returned cornices. The building was one of the earliest three-story commercial buildings in the Dis- trict. It was erected c.1856 and served as a mill store operated by Joseph Trottman for the Hilgen- Schroeder partnership. In more recent years, the mill store has been converted to a bar and then bar and restaurant. Noncontribut- ing additions and remodelings to the building on the front and east side were constructed in 1950, 1962 and 1972. The interior has
C-123	DOT 140	N66 W5525 Columbia Avenue	TSHSW	B	Nineteenth century	Cedarburg Rattan and <u>Willoware Company</u> Two-and-a-half-story frame build- ing formerly housed Cedarburg Rattan and Willoware Company
C-124	Cleveland N60 W650	N60 W6503 Cleveland Avenue	TSHSW; Zimm.	B	1891	Ev. Lutheran Immanuels Kirche/ First Immanuel Lutheran Church Built by dissenters from the Immanuel Evangelical Lutheran Church. Cream brick construction on limestone foundation, in Gothic Revival style
C-125	City of Cedarburg	Portions of Washington Avenue, Columbia Road, and N. Mequon Avenue ^C	TSHSW; NRHP- District (nom.)	D	Various nineteenth century and twentieth century	Washington Avenue Historic and Architectural District The main street in Cedarburg has one of the highest concentrations of fine Victorian architecture in the State; especially significant are its stone buildings

SEWRPC Historic	The State Historical Society		Status of	Category		
Place Map Location ^a	of Wisconsin Identification Code	Historic Place Location	Place	of Historic Place	of Historic Place	Description of Historic Place
C-126	None	W62 N572-578 Washington Avenue	NRHP- District (nom., P)	B	1915	Richard's Lamps and Cedarburg Pharmacy This commercial building displays a symmetrical, rectilinear facade decorated with simple entabla- tures. Brick was employed for the majority of the building; however, the facade is veneered with rock- faced stone. Four units of win- dows (sash with sidelights) are located on the second story of the facade. This building was con- structed on the site of Market Square as the Lauterbach Ford Sales and Service Company. The second story was occupied by the Everstyle Hosiery Company. The interior has been significantly changed when converted from a car dealership and through sub- sequent commercial remodelings
C-127	None	W63 N653-655 Washington Avenue	NRHP- District (nom., P)	В	c.1905	Hertziger's Meat Market/ Heritage Interiors Entrances to this two-story cream brick building are located on the northeast corner beneath round arches which spring from pilas- ters. The remainder of the open- ings are simple rectangles with stone caps on the first story and brick jack arches on the second. A frame oriel projects on the east elevation, beneath the cornice marked by modillions and lintels. The storefront interior has been changed over time
C-128	None	W63 N667-667A Washington Avenue	NRHP- District (nom., P)	В	N/A	An L-shape in plan, this residence is constructed of cream brick and consists of a two-story block per- pendicular to the street with a one-story wing extending to the south. A large round-arched win- dow dominates the gable. Smaller round-headed windows are placed on the first story. A frame addition has been added to the one-story wing. The one-story wing is now used as a store, TJ's Balloons
C-129	None	W63 N681-683 Washington Avenue	NRHP- District (nom., P)	В	Late nineteenth century	Intersecting gable roofs cover this cream brick residence, an example of Queen Anne-inspired design. The attic level is sheathed in decorative shingles and highlighted by a group of windows, separated by decorative frame brackets
C-130	None	W63 N642 Washington Avenue	NRHP- District (nom., P)	8	1909	Advent Lutheran Church This congregation dates to 1903 as the first English-language Lutheran Church in this predomi- nantly German community; the church was formally organized in 1904. The church was designed by local architect William Hilgen as were several other buildings in the District. It is reminiscent of the Romanesque style. It is con- structed of rock-faced coursed ashlar limestone and is comprised of a main auditorium and an adjoining square bell tower topped

SEWRPC Historic Place Map Location ⁸	The State Historical Society of Wisconsin Identification Code	Historic Place Location	Status of Historic Place	Category of Historic Place	Significant Date(s) of Historic Place	Description of Historic Place
C-130 (continued)						by battlements. The front facade is dominated by a central stained glass window. Its significance stems from its historical role in the religious history of the com- munity and by virtue of it being the work of a locally prominent architect—William Hilgen. The noncontributing addition dates from 1961
C-131	None	W63 N657-661 Washington Avenue	NRHP- District (nom., C)	В	Late nineteenth century	Hugo 'n Rosie's Inn and <u>Towne Barber Shop</u> This commercial building is reported to have been one of the several hotels or boarding houses in Cederburg
СМ-20	921-3/PW 38	Northwest corner of STH 57 and CTH G, City of Mequon, 13615 N. Cedarburg Road	TSHSW; NRHP; RPOSP	в	1848	Jonathan Clark House Greek Revival style, fieldstone construction, one-and-a-half sto- ries, cut-stone quoins and lintels

NOTE: The following abbreviations are used in this table:

- 8 Building
- C -- Contributing Place in an Historic District
- D District
- HABS Historic American Building Survey
- N/A Data Not Available
- nom. Nominated to the National Register of Historic Places
- NRHP National Register of Historic Places
- P Pivotal Place in an Historic District
- RPOSP SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000
- TSHSW The State Historical Society of Wisconsin Si Site
- St Structure Zimm. Zimmerman, H. Russell. <u>The Heritage Guidebook: Landmarks and Historical Sites in Southeastern Wisconsin</u>, Milwaukee: Heritage Banks, 1976.

^aSee Maps 25, 26, and 27 of this report for locations.

^bSee Map 25 in Chapter V of this report for boundaries of district.

^cSee Map 26 in Chapter V of this report for boundaries of district.

Source: Washington Avenue Historic District (City of Cedarburg, Wisconsin), "National Register of Historic Places Inventory-Nomination Form," prepared by Howard, Needles, Tammen and Bergendoff (1985); the State Historical Society of Wisconsin; and SEWRPC.

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Appendix C

ADDITIONAL CITY OF CEDARBURG LANDMARKS COMMISSION-IDENTIFIED BUILDINGS OR STRUCTURES WHICH MAY BE OF HISTORIC SIGNIFICANCE: 1987

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SEWRPC			
Place Man	·		
	Nameb	Date	Location
Location		Date	Location
1	Woolen Mill Stable	1864	W63 N712 Washington Avenue
2	Woolen Mill Dye House	1910	N69 W6333 Bridge Road
3	Behm Grocery Store	1906	W64 N723 Washington Avenue
4	Furniture and Undertaking		W63 N68 Washington Avenue
5	Early Fire House and Paint Store	1895	W63 N658 Washington Avenue
6	Schuette and Zaun Cigar Factory		W63 N656 Washington Avenue
7	Early Residence	1868	W62 N634 Washington Avenue
8	Nic Schuh's Saloon	1874	W62 N630 Washington Avenue
9	Bakery	c. 1875	W62 N608 Washington Avenue
10	Boclo Drug Store	c. 1846	W62 N600 Washington Avenue
11	Wurthman Paint Shop		W62 N596 Washington Avenue
12	Barber Shop	1890	W62 N566 Washington Avenue
13	Photographic Gallery	c. 1860	W61 N566 Washington Avenue
14	Dr. McGovern's Home	1875	W61 N488 Washington Avenue
15	Residence		W61 N482 Washington Avenue
16	Jaehnert Butcher Shop		W61 N449 Washington Avenue
17	Jaehnert Meat Market		W61 N453 Washington Avenue
18	Immanuel Church/Parsonage		W61 N459 Washington Avenue
19	Worth Residence	·	W61 N497 Washington Avenue
20	Gottschalk Livery Stable	1894	W61 N521 Washington Avenue
21	Weber Residence		W62 N539 Washington Avenue
22	Shoe Repair Shop	1843	W62 N541 Washington Avenue
23	Boerner's Store	¹	W62 N567 Washington Avenue
24	Froehlich Shoe Store	c. 1910	W62 N603 Washington Avenue
25	Froehlich Residence	1908	W62 N605 Washington Avenue
26	Last of Horse Shelter Sheds	1875	Rear of W62 N601 Washington Avenue
27	Chimes Theater Building	1910	N56 W6393-5 Center Street

^aSee Map 26 in Chapter V of this report for locations.

^bMany of these buildings have already been identified as contributing buildings or structures in the Washington Avenue Historic and Architectural District.

Source: City of Cedarburg Landmarks Commission.

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Appendix D

CITY PLAN COMMISSION RESOLUTION FOR ADOPTING THE CITY OF CEDARBURG DEVELOPMENT PLAN

WHEREAS, the City of Cedarburg, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, it is the duty and function of the City Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the City of Cedarburg; and

WHEREAS, the City of Cedarburg requested the Southeastern Wisconsin Regional Planning Commission to prepare a development plan for the City, which plan includes:

- 1. Collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, historic resource, recreation and open space, land use, and transportation and other materials pertaining the the City.
- 2. A forecast of growth and change.
- 3. A park and open space, land use, and arterial street system plan map.
- 4. Suggested revisions to city ordinances for the implementation of the selected plan; and

WHEREAS, the aforementioned inventories, analyses, objectives, forecasts, land use plans, and implementing ordinance revisions are set forth in a published report—SEWRPC Community Assistance Planning Report No. 144, entitled <u>A Development Plan for the City of Cedarburg: 2010,</u> Ozaukee County, Wisconsin; and

WHEREAS, the City Plan Commission considers the plan to be a valuable guide to the future development of the City.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the City of Cedarburg Plan Commission on the _____ day of _____ 1989, hereby adopts SEWRPC Community Assistance Planning Report No. 144, entitled <u>A Development Plan for the City of Cedarburg: 2010, Ozaukee County, Wisconsin</u>, as a guide for the future development of the City of Cedarburg and surrounding environs.

BE IT FURTHER RESOLVED that the Secretary of the City of Cedarburg Plan Commission transmit a certified copy of this resolution to the Common Council of the City of Cedarburg.

> Chairman City of Cedarburg Plan Commission

ATTEST:

Secretary City of Cedarburg Plan Commission (This page intentionally left blank)

Appendix E

A SUGGESTED RESOLUTION FOR ADOPTING THE CITY OF CEDARBURG DEVELOPMENT PLAN

WHEREAS, the City of Cedarburg, pursuant to the provisions of Section 62.23(1) of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, the City Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission, a plan for the physical development of the City of Cedarburg and environs, said plan embodied in SEWRPC Community Assistance Planning Report No. 144, A Development Plan for the City of Cedarburg: 2010, Ozaukee County, Wisconsin; and

WHEREAS, the City Plan Commission, on the ____ day of _____ 1989, did adopt SEWRPC Community Assistance Planning Report No. 144 and has submitted a certified copy of that resolution to the Common Council of the City of Cedarburg; and

WHEREAS, the Common Council of the City of Cedarburg concurs with the City Plan Commission and the objectives and policies set forth in SEWRPC Community Assistance Planning Report No. 144.

NOW, THEREFORE, BE IT RESOLVED that the Common Council of the City of Cedarburg, on the ______ day of ______ 1989, hereby adopts the development plan for the City of Cedarburg and environs.

BE IT FURTHER RESOLVED that the City Plan Commission shall annually review the city development plan and shall recommend extensions, changes, or additions to the plan which the Commission considers necessary. Should the Plan Commission find that no changes are necessary, this finding shall be reported to the Common Council.

> Mayor City of Cedarburg

ATTEST:

Clerk City of Cedarburg