

CITY OF CEDARBURG
PLAN COMMISSION
April 14, 2025

A special meeting of the Plan Commission of the City of Cedarburg was held on Monday, April 14, 2025, at Cedarburg City Hall, W63N645 Washington Avenue, upper level, Council Chambers, and online via Zoom. The meeting was called to order at 6:00 p.m. by Mayor Patrica Thome.

Roll Call Present - Mayor Patricia Thome, Council Member Jim Fitzpatrick, Adam Voltz, Jack Arnett, Sig Strautmanis, Sherry Bubnitz, Jon Scholz

Also Present - City Planner Mary Censky, City Administrator Mikko Hilvo, Administrative Secretary Theresa Hanaman, Attorney Michael Herbrand

STATEMENT OF PUBLIC NOTICE

Administrative Secretary Hanaman confirmed that the agenda for the meeting had been posted and distributed in compliance with the Wisconsin Open Meetings Law.

APPROVAL OF MINUTES - NONE

COMMENTS AND SUGGESTIONS FROM CITIZENS – NONE

REGULAR BUSINESS AND ACTION THEREON

REVIEW, DISCUSSION, AND POSSIBLE ACTION ON MATTERS RELATED TO THE SMART GROWTH COMPREHENSIVE LAND USE PLAN UPDATE, INCLUDING:

- **CHAPTER 8 – THE LAND USE ELEMENT.**
 - **TWELVE SMART GROWTH AREAS (SGA’S).**

Planner Censky states the Plan Commission has collected extensive information to consider in reaching certain future land use decisions. This included, soliciting the public input, traffic/transportation analysis, school district enrollment projections and implications with respect to growth, and a housing analysis and report.

The condition of the school district at this point is such that they considered the highest, most dense land use projections we shared with them for all 12 of these SGAs and incorporated that along with Grafton's information and the Town of Cedarburg's information. The conclusion they came to did not seem to suggest that there was a resource implication to all of that growth being added throughout now to 2040. Then, looking at the traffic and transportation analysis, we see that it appears there will be certain specific improvement needs along the way, but no immediate deficit conditions are noted. Individual Traffic Impact Analysis for each significant new development will refine what new or modified improvements will be required on a case-by-case basis, but this analysis gives a bird's eye view of the comprehensive strategy that may work best (subject to DOT buy-in) vs taking only the narrow view of each project as individual sites come into development.

Smart Growth Area 11

The Plan Commission is reviewing Smart Growth Area 11, a 17-acre site with 14.1 net buildable acres currently classified as Rs-1 Temporary. Planner Censky presented various land use options for the site, including high-density residential, high-medium density residential, commercial, light industrial, and mixed-use. She also provided details on potential unit counts for different zoning classifications and discussed surrounding land uses. Planner Censky notes that recent high-density residential developments such as Arabelle, Fox Run, and Cedar Place in the city may not have been fully accounted for in the housing analysis. Plan Commission is now tasked with deciding on the appropriate land use classification for SGA 11, considering factors such as housing demand, compatibility with surrounding areas, and recent developments.

Public Comment

Terry King - W63 N762 Sheboygan Rd. - Thinks we need to retain the ability to throttle back development for a lot of different reasons including how it's impacting the city and to designate these SGAs as lower densities.

Richard Rytman- 1540 Fox Hollow - Asked Commissioner's if we are preserving Cedarburg, and what is the benefit of development.

Stephen Leonard - N91 W5939 Dorchester - Cedarburg has great home values but supply, and demand is low. Cedarburg has great appeal but we're losing a little bit of that small town feel. He would like to see corridors, to maintain 100 ft. of trees and green space around any development along the drives in.

Beth Maresh - W62 N787 Sheboygan Rd -Suggested making SGA-11 a mixed unit development for 55yr and older seniors. Single-family lower-density, medium to medium-low-density high-end retail with a shared outdoor space and a nice entrance to the city.

Mark King - W62 N775 Sheboygan Rd.- Mark is in support of a mixed-use proposal that fills a need from a residential and retail standpoint.

Diane Heinke – W65 N672 St. John Ave. - Appreciates the traffic studies but thinks there is an overflow from Washington Avenue on Madison and St. John. She says the traffic study does not match her experience.

Daniel Carr – W59 N395 Hilbert Ave – Traffic flow intensified on Hilbert with multiple accidents and speeding. He is a strong believer in speed bumps.

Michael Wirth – Cedar Creek Capital – Advocating for high-density designation, citing housing studies, and community support.

Jim Nicoud – N119 W5826 James Circle – Has concerns about a roundabout on Hwy 60, which seems problematic depending on the speed limits coming from the east, west, and north.

Kate Meyers - W64 N201 Fairfield St. – Affirmed in 1964, there were vacant buildings, boarded up and blacked out windows of many commercial properties in downtown Cedarburg. The proposals are wonderful, but they need to show how it can benefit our downtown and is there funding available.

Council Member Fitzpatrick asked Mary to review the developable acreage net versus gross. Planner Censky went on to say that net buildable acreage will be the new standard, and it is described as gross acreage minus any undevelopable lands, such as environmental corridors, which capture steep slopes, wooded stands, and wetlands, and open waters that are not developable. All of these kinds of things are exempt from the gross acreage, and that leaves you with your net buildable acreage. In this particular SGA, there are about 2.9 acres that may be lost to unbuildable land, leaving 14.1 acres NBA. Council Member Fitzpatrick asked if the 14.1 acres correspond with the number of units that Planner Censky provided earlier which she confirmed.

Commissioner Strautmanis questioned how density versus zoning goes together. As a land use category, high-medium density would have a max unit density of 10.8 units. He also questioned if there is a process that can arrange this density differently for example duplexes. Planner Censky discussed the possibility of achieving higher density through a Planned Unit Development (PUD) while maintaining the same unit count. She stated that the PUD could override zoning classifications and allow for different building forms while maintaining the same density.

Council Member Fitzpatrick's decision included looking at the land adjacent to the SGA-11, where it's located, the streets and viability of other Smart Growth Areas and contemplating what the property owner wants to do. Based on the studies and infrastructure, the best use of the property, and what the owner wants, Council Member Fitzpatrick thinks the most obvious use would be multi-family residential.

While Commissioner Scholz suggested due to the property's location near the city's gateway, it would be successful if classified as commercial. Commissioner Bublitz emphasized the importance of considering public sentiment and the city's 25-year plan, suggesting a medium-density residential use. At this moment, the majority of the community does not want to have this designated as high-density apartment buildings. Commissioner Bublitz thanked City Administrator Hilvo for helping bridge the divide with the Town of Cedarburg and doesn't want to compete with them. The Town of Cedarburg is planning on developing commercial in this area. In her opinion, what makes sense in this SGA is to bring in additional housing, not single-family, the highest classification, high-medium density housing, Rd-1 two-family townhouse/duplex, but not a multi-family residential.

After speaking with residents and neighbors, Commissioner Arnett states city-wide concerns about traffic and the worry about the possibility of apartments. He no longer supports the high-medium density classification for this site. Commissioner Arnett is, however, in support of Rs-5 single-family density, residential with smaller lots with a component of retail, restaurant, or gathering space on the corner, stating this site may have room for small commercial use. Commissioner Arnett would also be supportive of duplexes, but not high density residential.

Commissioner Strautmanis noted that the traffic study's highest-density projection for Highway 60 indicated minimal additional traffic on Sheboygan Road, a matter of significant concern to local residents. He noted that traffic will generally choose the most convenient route, likely heading east or west on Highway 60. Additionally, Commissioner Strautmanis agreed with Council Member Fitzpatrick regarding fairness to the property owner about the land to the south, which set a precedent. He believes that allowing single-family homes and duplexes in that area would not be feasible or fair to the property owner.

Commissioner Voltz explained that the current housing distribution along Sheboygan Road and the surrounding lots is relatively standard, with density increasing further north—from The Glen to the even denser Cedar Place. He asked if it makes sense to build up in density when there are two major intersections off Highway 60 and Sheboygan. It makes sense to continue that density, residential makes sense at this location, it's a great property with access to the environmental corridor, Cedar Creek has recreational opportunities. It would be great to introduce a neighborhood residential where you can grab a sandwich or a coffee. If the land use classification can be integrated, Commissioner Voltz is in favor of high density residential.

Mayor Thome has stated currently the city doesn't need more apartments. Considering in the future, SGA 3N. and 3S. have environmental challenges of the area and the current financial

capabilities for development, it appears this site would most likely be designated for high-density residential use, which likely means apartments due to financial requirements. However, with over 450 newer apartments already in the vicinity, she suggests a compromise: implementing a high-medium density development through a Planned Unit Development (PUD). This would limit development below the maximum allowed under RS-6 zoning, which permits up to 10.8 units per acre, ensuring an appealing site layout without any additional apartments. There is also potential for a small commercial component. A high-medium density RS-5 single-family development would not be suitable for the area. Therefore, a PUD will be necessary for zoning, as a high rate of development would not make the site appealing.

Commissioner Voltz focused on discussing housing options for the community, with a particular emphasis on the balance between residential and commercial spaces and debated the appropriateness of apartments and duplexes, with a preference for a mix of residential and commercial spaces. Commissioners also mentioned the potential for a new land use classification that would allow for more flexibility in the placement of commercial spaces. The idea of incorporating small local commercial spaces to serve the immediate surrounding area was supported. Commissioners also discussed the possibility of creating a mixed-use designation that would allow for a range of housing densities, from 5.2 to 10.8 units per acre. The goal is to provide flexibility in land use planning without necessarily designing specific projects.

Commissioner Strautmanis discussed the need for a new category for mixed-use commercial and residential development, with a maximum of 10.8 units per acre. The new category would allow for flexibility in building design and density but would not automatically approve all sites. The viability of a site would depend on factors such as proximity to buildings and green space. He also suggested creating a new zoning district for this purpose, which would be more specific about maximum units per building and density. Planner Censky suggested that the mixed-use infill district could cover all these requirements.

Plan Commission discussed the need for clarity on potential land uses and the obligation to align the site's zoning with the comprehensive land use plan. There was also a discussion on the desirability of single-family homes versus apartments.

Commissioners debated the idea of a mixed-use commercial and high-medium density residential land use classification, with compatible zoning districts including B1, B4, and RS5. The proposal is to add this to the list and make it consistent with the other mixed-use districts. Commissioners also discussed the potential for office use in the area and the need for a zoning district to establish permitted uses. The idea of creating a neighborhood commercial space was also brought up, with suggestions for permitted uses such as a salon, medical clinic, or professional office.

Public Comment

Mark King - W62 N775 Sheboygan Rd. – Asked Commissioners if they were able to see Beth Maresh's proposal.

Beth Maresh - W62 N787 Sheboygan Rd Likes the mixed use proposed, but not high-density medium, anything over 5.2 would not be a good look, traffic will increase, and there needs to be green space screening with trees.

Michael Wirth – Cedar Creek Capital – Wants to focus on balanced housing stock and confirmed information in the housing study. He is requesting to include Rm-1 and Rm-2.

Conor Hanrahan – W59 N751 Highwood Dr. - Opposed high-density and the possibility of a referendum regarding senior living availability.

Richard Rytman- 1540 Fox Hollow – Asked what the best value/interest for residents is.

Elizabeth Wirth – 1519 Wisconsin Ave. - Considers townhomes to be beneficial to Cedarburg.

David Smith – N119 W5851 James Circle- Apartment debate has a return on investment based on the owner. The community does not want high density.

Action

Commissioner Strautmanis made a motion, seconded by Commissioner Voltz to request Planner Censky to create a new land use classification called "Mixed Use Commercial and/or High Medium Density Residential" with densities between 5.2 to 10.8 units per acre, with compatible zoning permissions similar to B-1, B-4, Rs-5, Rs-6, and Rd-1. Commissioners requested Planner Censky to also develop a new zoning district that includes detailed parameters for commercial and residential uses under this land use classification, including maximum units per building and density limits as well as permitted and conditional uses. The motion passed with Council Member Fitzpatrick voting nay.

Smart Growth Area 8

This site is approximately 15.5 acres, with only 11 net buildable acres. Plan Commission compared this site with neighboring subdivisions such as the Glen at Cedar Creek and Henry Court. The Plan Commission is recommending the continuation of land use classification Medium-Density Residential (8,400 to 12,000 sq. ft. per lot) to be consistent with the existing City lot sizes in the existing subdivision adjacent to the north and south of this site. The zoning districts that could be compatible with the Medium-Density Residential Land Use Classification of this site include Rs-3, Rs-4, Rs-6, and Rd-1. Sanitary sewer infrastructure currently sits at the end of Kenzie Way on the north edge of the site and is available to service this SGA. Cedarburg Light and Water advises that there are no obstacles to serving this site if developed consistently with the recommendations set forth above.

Action

A motion was made by Commissioner Arnett, seconded by Commissioner Bublitz, to change SGA 8's land use classification from existing Medium Density Residential to Medium-Low Density Residential, and identifying their strong support at present for future zoning in the range of Rs-3 for instance (i.e, 3.6 single family detached residential dwelling units per net buildable acre [minimum lot sizes 12,000 sq. ft./90 feet wide prior to any PUD adjustments]), as being most compatible with surrounding land uses. The motion carried unanimously.

Smart Growth Area 9

The vacant southwest 10-acre parcel within this SGA is already within the City limits. The remainder is currently located in the Town of Cedarburg. It is located on the City side of the City/Town Boundary Agreement. The 10-acre site is currently classified as Medium-Density Residential (8.4 to 12 units/acre). The north 40.25 acres of this site is also vacant but contains a substantial area that is quarry. The quarry is in the reclamation process. The content and compaction of fill material are being monitored.

The north 40.25 acres are not presently in the City of Cedarburg. It is inside the City's boundary as set forth in our agreement with the Town of Cedarburg. It is currently classified as High-Medium Density Residential (5.2 to 10.8 units /acre).

Plan Commission is recommending that the buildable area of this SGA (exclusive of the quarry area) be Medium-High-Medium Density Residential (5.2 to 10.8 units/acre). The Zoning Districts that could comport with the High-Medium Density Land Use Classification of this site include Rs-5, Rs-6, and Rd-1.

Sanitary sewer currently sits on Sheboygan Road. at Colleen Way. That sewer should be deep enough to serve the west side of this SGA. Should other sewer connections be needed to site. Cedarburg Light and Water advises there are no obstacles to serving this site if developed consistent with the recommendations set forth above. Commissioner Bublitz made a motion, seconded by Commissioner Strautmanis to keep SGA 9 consistent with neighboring parcels and keep Medium - Low density. Motion carried unanimously.

Public Comment

Stephen White – N105 W6266 Brenton Lane – Believes maintaining consistency with single-family neighborhoods classified as medium-low density would provide balanced residential development while preserving the character of the community.

Terry King - W63 N762 Sheboygan Road – Agrees SGA 9 should match the surrounding neighborhoods.

Action

Commissioner Scholz made a motion, seconded by Commissioner Arnett, to change SGA 9's land use classification from existing part High-Medium Density Residential and part Medium Density Residential to Medium-Low Density Residential to be consistent with the adjacent neighborhood to the south and the neighborhood directly across Sheboygan Road from this site and identifying their strong support at present for future zoning in the range of Rs-3 for instance (i.e, 3.6 single-family detached residential dwelling units per net buildable acre [minimum lot sizes 12,000 sq. ft./90 feet wide prior to any PUD adjustments]), as being most compatible with surrounding land uses. The motion carried unanimously.

Commissioner Voltz excused at 8:30 PM.

Smart Growth Area 10

This property is currently located in the Town of Cedarburg. It is located on the City side of the City/Town Boundary Agreement. The north 300 feet of this SGA, along Hwy 60, is presently occupied by a bowling alley and related outdoor recreation use. The property is currently listed for sale. In the southeast corner of this SGA is a single-family residence located on a 3-acre lot. This SGA is presently classified part Industrial and Manufacturing (in the southwest corner) and part Commercial (along Hwy.60 and Hwy. I/Sheboygan Rd). Access to Hwy 60 (and to a limited extent along CTH I as well) will be controlled by WisDOT. There is a filled quarry along the south side of the SGA (fill quality/compaction unknown). This area is considered undevelopable. Sanitary sewer infrastructure currently exists through this site and along a portion of the east edge to support development of this SGA. Cedarburg Light & Water advises that there are no obstacles to serving this SGA in the manner recommended below, while noting that more investigation will need to be done to determine if this area will need to be added to the High-Level Pressure Zone due to the existing higher elevation.

The classification of Industrial and Manufacturing no longer appears to be a feasible use. Planner Censky recommends the entire site be classified as Commercial, with the undevelopable/filled quarry area to be set aside for Recreational and Parkland. The Zoning Districts that could be compatible with the Commercial Land Use Classification of this site include B-1, B-2, B-3. The Zoning Districts that could comply with the Parkland Classification of this site include P-1.

Action

Commissioner Arnett made a motion, seconded by Commissioner Bublitz to modify SGA 10's current land use classification from part Commercial and part Industrial and Manufacturing, to

part Commercial and part Recreational and Parkland over the area that is the filled former quarry. The Commission expressed their support for B-2 Community Business and/or B-4 Office and Service District as suitable examples of the use types the Commission would currently favor in this location. The motion carried unanimously with Commissioner Voltz excused.

COMMENTS AND ANNOUNCEMENTS BY PLAN COMMISSIONERS

City Administrator Hilvo recommended Plan Commission review the Town of Cedarburg's website and planning documents regarding the Highway 60 corridor before discussing SGA-12 at the next meeting.

Commissioner Bublitz wanted to recognize the progress the City of Cedarburg has made with the Town of Cedarburg and the contributions from Town Administrator Ryer and City Administrator Hilvo. Commissioner Bublitz also suggested that residents investigate the possibility of a roundabout at Highway 60 and Hwy I. for safety improvements with the WIDOT.

MAYOR'S ANNOUNCEMENT

Mayor Thome thanked the residents who spent time and energy on the Smart Growth Plan and thanked them for their input.

ADJOURNMENT

A motion was made by Commissioner Arnett, seconded by Commissioner Bublitz, to adjourn the meeting at 8:44 p.m. The motion carried unanimously with Commissioner Voltz excused.

Theresa Hanaman
Administrative Secretary

PLAN COMMISSION
March 18, 2025

PLN20250318-8
UNAPPROVED MINUTES