CITY OF CEDARBURG
A MEETING OF THE PLAN COMMISSION
WEDNESDAY, AUGUST 27, 2025 – 6:00 PM

A meeting of the Plan Commission, City of Cedarburg, Wisconsin, will be held on Wednesday, August 27, 2025 at 6:00 PM The meeting will be held online utilizing the zoom app and in-person at City Hall, W63 N645 Washington Avenue, Cedarburg, WI., on the second floor, Council Chambers. The meeting may be accessed by clicking the following link:
https://us02web.zoom.us/j/84430868529

AGENDA

1. CALL TO ORDER

   A. Mayor Patrica Thome

2. ROLL CALL

   A. Present - Mayor Patricia Thome, Jack Arnett, Sig Strautmanis, Sherry Bublitz, Jon Scholz, Common Council Member Jim Fitzpatrick, James Hayes

      Also Present - City Planner Mary Censky, City Administrator Mikko Hilvo, Administrative Assistant Theresa Hanaman

3. STATEMENT OF PUBLIC NOTICE

4. APPROVAL OF MINUTES

   A. None

5. COMMENTS AND SUGGESTIONS FROM CITIZENS

   Comments from citizens on a listed agenda item will be taken when the item is addressed by the Plan Commission. At this time individuals can speak on any topic not on the agenda for up to 2 minutes, time extensions at the discretion of the Mayor. No action can be taken on items not listed except as a possible referral to committees, individuals, or a future Council agenda item.

6. REGULAR BUSINESS; AND ACTION THEREON

   A. Review, discussion, and possible action, by passage of Resolution 2025-14, for adoption of updated Chapters 2-Housing, 3-Transportation, 4-Utilities and Community Facilities, and 8-Land Use, Appendices A, B, C, and the Introduction section as a part of the Smart Growth Comprehensive Land Use Plan-2025 update project.

7. COMMENTS AND ANNOUNCEMENTS BY PLAN COMMISSIONERS

8. MAYOR'S ANNOUNCEMENTS

9. ADJOURNMENT

* Information attached for Commission Members; available through City Clerk's office. ** This topic is to be limited to such items as establishing the next meeting date, items for the next agenda, reminders of scheduled community events, and similar. City of Cedarburg is an affirmative action and equal opportunity employer. All qualified applicants will receive consideration for employment without regard to race, color, religion, sex, disability, age, sexual orientation, gender identity, national origin, veteran status, or genetic information. City of Cedarburg is committed to providing access, equal opportunity, and reasonable accommodation for individuals with disabilities in employment, its services, programs, and activities. To request reasonable accommodation, contact the Clerk's Office at (262) 375-7606 or email: cityhall@ci.cedarburg.wi.us. MEMBERS – PLEASE NOTIFY THE CITY CLERK'S OFFICE IN ADVANCE IF UNABLE TO ATTEND MEETING It is possible that a quorum of members of the Common Council may attend Plan Commission meetings held the first Monday of each month at 7:00 p.m. No business will be conducted by the Common Council and no action will be taken. Attendance is for the purpose of information gathering and exchange. 1 No assurance is provided to those Commissioners and/or citizens planning to attend remotely that the Zoom technology will perform sufficiently to allow for their participation. The meeting will proceed regardless. Commissioners and citizens wishing to ensure they can participate are encouraged to attend in person.

CITY OF CEDARBURG

PLAN COMMISSION RESOLUTION 2025-14

RESOLUTION OF THE CITY OF CEDARBURG PLAN COMMISSION UPDATING/AMENDING ELEMENTS/CHAPTERS, 2-HOUSING, 3-TRANSPORTATION, 4-UTILITIES AND COMMUNITY FACILITIES, 8-LAND USE, APPENDICES A, B, C, AND THE RELATED INTRODUCTION SECTION THE CITY OF CEDARBURG SMART GROWTH COMPREHENSIVE LAND USE PLAN - 2025

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 Comprehensive Plan for the physical development of the City of Cedarburg and recommend that the Common Council adopt the Comprehensive Plan; and

WHEREAS, the City of Cedarburg Plan Commission did, on January 7, 2008, pass Resolution 2008-01 adopting the City of Cedarburg Smart Growth Comprehensive Land Use Plan-2025; and

Whereas, the City of Cedarburg Common Council did, on January 7, 2008, pass Ordinance 2008-06 adopting the City of Cedarburg Smart Growth Comprehensive Land Use Plan-2025; and

WHEREAS, the City of Cedarburg did, on July 8, 2024, initiate work on an update/amendment to the City of Cedarburg Smart Growth Comprehensive Land Use Plan-2025 by passing Resolution 2024-08 establishing a Public Participation Plan; and

WHEREAS, the City of Cedarburg Plan Commission has observed and engaged in the protocols of the Public Participation plan throughout its work toward arriving at the proposed updates to Elements/Chapters, 2-Housing, 3-Transportation, 4-Utilities and Community Facilities, and 8-Land Use; and

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Sections 62.23(3)(b) and 66.1001(4) of the Wisconsin Statutes, the Plan Commission of the City of Cedarburg hereby adopts the Updated/Amended Elements/Chapters, 2-Housing, 3-Transportation, 4-Utilities and Community Facilities, 8-Land Use, Appendices A, B, C, and the related Introduction section; and

BE IT FURTHER RESOLVED, that the Plan Commission hereby reaffirms the efficacy of existing Chapters/Elements 1-Issues and Opportunities, 5-Agricultural, Natural and Cultural Resources, 6-Economic Development, 7-Intergovernmental Cooperation, and 9-Implementation, and 10-Summary of Goals and Objectives until further/pending consideration is given them; and

DRAFT

BE IT FURTHER RESOLVED, that the Secretary of the Plan Commission certifies a copy of the updated Elements/Chapters 2-Housing, 3-Transportation, 4-Utilities and Community Facilities, 8-Land Use, Appendices A, B, C,and the related Introduction section to the Common Council; and

BE IT FURTHER RESOLVED, that the Plan Commission does hereby recommend that the Common Council adopt an Ordinance, which will constitute its adoption of the Update/Amendments to Chapters 2-Housing, 3-Transportation, 4-Utilities and Community Facilities, 8-Land Use, Appendices A, B, C, and the related Introduction section.

Passed and adopted this _____ day of _____, 2025.

_____
Patricia Thome, Mayor

ATTEST:

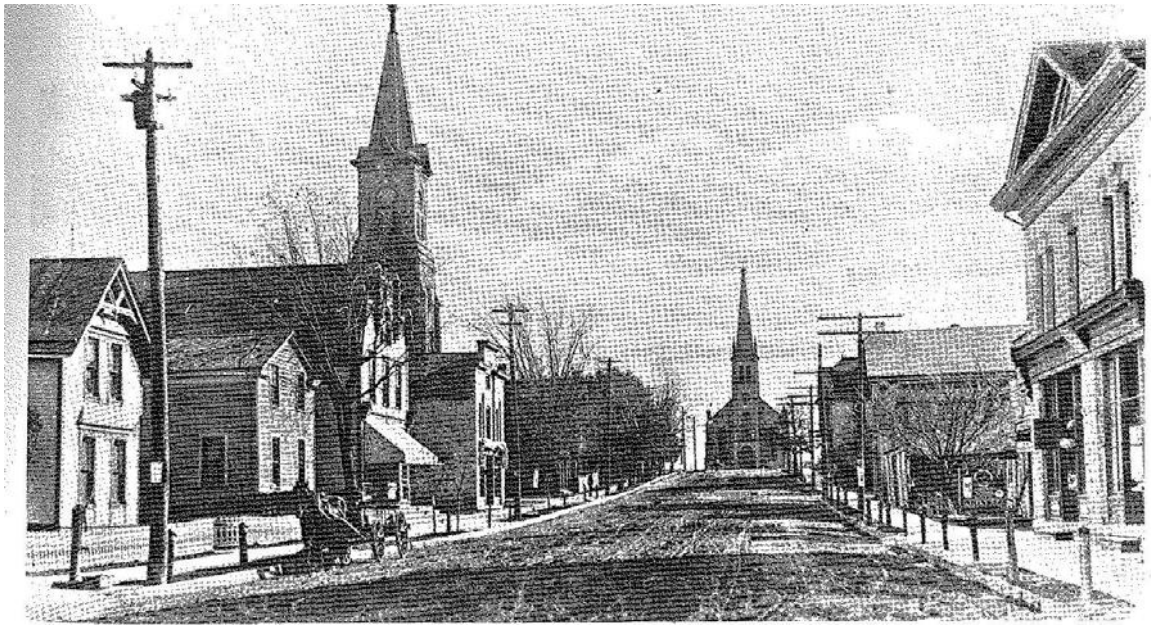
_____
Tracie Sette, City Clerk

Approved as to form:

_____
Michael Herbrand, City Attorney

DRAFT

SMART GROWTH COMPREHENSIVE LAND USE PLAN – 2050



PHOTOS/COVER IMAGE TO BE UPDATED

CITY OF CEDARBURG
OZAUKEE COUNTY, WISCONSIN
Preserving Yesterday's Heritage Today

Date, 2025

CITY OF CEDARBURG
Smart Growth Comprehensive Land Use Plan – 2050

COMMON COUNCIL
Patricia Thome, Mayor
Kristin Burkart, Council President
Mark Mueller
Jim Fitzpatrick
Melissa Bitter
Robert Simpson
Kristian Lindo
Amanda Didier

PLAN COMMISSION
Patricia Thome, Chair
Jim Fitzpatrick
Adam Voltz
Sig Strautmanis
Jack Arnett
Sherry Bublitz
Jon Scholz

CITY STAFF
Mikko Hilvo, City Administrator
Mike Wieser, P.E., Director of Engineering & Public Works
Mary Censky, City Planner/Zoning Administrator
Tracie Sette, City Clerk

Date, 2025

INTRODUCTION

In 1991, after extensive inventories and analysis of the factors and conditions affecting development in the City of Cedarburg, the Common Council adopted a comprehensive land use plan with a designated year 2010. This plan was drafted by the Southeastern Wisconsin Regional Planning Commission with assistance provided by the City Council, Plan Commission and City staff, and it served to guide the City's growth to the present. On October 27, 1999, Governor Tommy G. Thompson signed 1999 Wisconsin Act 9 into law. This legislation, referred to as Wisconsin's Smart Growth Legislation, made significant changes to the Statewide planning statutes in existence at the time. The new law requires all local governments to make land-use decisions consistent with an adopted comprehensive plan by January 1, 2010. The legislation created a nine-element definition for a comprehensive plan and requires each community to address all nine elements, which are listed below:

- Issues And Opportunities
- Housing
- Transportation
- Utilities And Community Facilities
- Agricultural, Natural And Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

The scope and content of the comprehensive plan extends to all aspects of the physical development of a community. The intent of the plan is to serve as a guide to accomplish a coordinated, harmonious development of the city which will best promote its public health, safety, morals, order, prosperity, and general welfare. The plan addresses the general location and intensity of residential development and the location of concentrations of commercial, industrial, and institutional uses all of which place demands on public facilities including streets and highways, sanitary trunk sewers and waste water treatment plants, water service and stormwater management facilities.

This comprehensive planning process began on October 16, 2000, with the adoption of Resolution No. 2000-36 which served to create the "Cedarburg Blue Ribbon Visioning Committee." This Committee was charged with the task of outlining a visioning process, gathering input from a broad base of citizens, including conducting a citywide survey of residents and rendering a written visioning report with recommendations to the Council. To aid the Committee in fulfilling their task, the City hired Professor Peter Maier from the University of Wisconsin – Milwaukee Center for Urban Initiatives and Research.

This Committee held two Community Forums, December 5 & 6, 2000, to solicit public comments and input as they began the visioning project. There were over 100 people that attended these forums and an additional 700 entries were received. In February of 2001, the Committee held 6 focus group sessions where over 70 people attended to discuss issues and offer their thoughts. On March 25, a citizens' survey was mailed to each resident and 34.2% or 1,780 surveys were returned. The efforts of the Blue Ribbon Visioning Committee culminated in "*Cedarburg's Community Vision 2001-2020"* report and have also guided the Plan Commission in drafting this comprehensive plan.

This planning process continued with the 2007 ad hoc Downtown Master Plan Committee and their efforts and recommendations to ensure that Cedarburg's downtown continues to be a vibrant living commercial corridor for its citizens.

In accordance with the Smart Growth legislation and based on the public comments received during the visioning exercise, the City Plan Commission developed the key elements of this Comprehensive Plan and presented those elements to the Common Council as a recommendation for their consideration. This Plan is intended to assist in defining the development objectives of the City and defining methods to achieve those objectives over time.

One of the first tasks was to review the "A Development Plan for the City of Cedarburg: 2010" to determine what information was still relevant that could be relied on for this planning process. Based on that review, it was determined that much of that information could be used in the new

Smart Growth Plan. The plan was prepared by the Southeastern Wisconsin Regional Planning (SEWRPC) in the late 1980's for the 20-year planning period from 1990 through 2010. SEWRPC provided technical information which is highly detailed and continues to be current. It was therefore decided that certain relevant information from that plan will be used to comply with certain data requirements of the new Smart Growth Plan. For example, much of the required data relating to the physical inventory of the natural features such as environmental corridors, wetlands, forested areas, environmentally sensitive areas, threatened and endangered species area, stream corridors, floodplains, wildlife habitat and other natural resources will be used and referred to as complying with the Smart Growth requirements for such data where applicable. Furthermore, the Historic Preservation Planning Inventory and Analysis will be referenced as a component of this Smart Growth Plan.

The vision that these efforts have defined is that the City of Cedarburg will continue to be a quaint, vibrant community into the future. This vision will be achieved through the watchful eyes of the Plan Commission and the Common Council to ensure that growth is limited to an annual rate of 1% to 1.5% and that there is a balance between residential and business development. A variety of housing options will be necessary to support the needs of the first-time homebuyer, newcomers, growing families, empty nesters, and residents who want to downsize. A marketing plan will need to define opportunities in order to attract new business downtown. New business development is encouraged and, in fact, vital to the success of this Plan. However, the City must take a thoughtful and responsible approach to new business development to safeguard against those having adverse negative impacts on this community.

This planning effort involved extensive inventories and analyses of the factors and conditions impacting the development in the City. Through this analysis, population and housing projections were prepared which assisted in determining the amount of land needed and the direction it would take to support future growth. With this Plan

the City has established the policies, goals and objectives to guide its growth through the year 2025.

INTRODUCTION

In 1991, after extensive inventories and analysis of the factors and conditions affecting development in the City of Cedarburg, the Common Council adopted a comprehensive land use plan with a designated year 2010. This plan was drafted by the Southeastern Wisconsin Regional Planning Commission with assistance provided by the City Council, Plan Commission and City staff. It served to guide the City's growth through 2007. On October 27, 1999, Governor Tommy G. Thompson signed 1999 Wisconsin Act 9 into law. This legislation, referred to as Wisconsin's Smart Growth Legislation, made significant changes to the Statewide planning statutes in existence at the time. The new law requires all local governments to make land-use decisions consistent with an adopted comprehensive plan by January 1, 2010. The legislation created a nine-element definition for a comprehensive plan and requires each community to address all nine elements, which are listed below:

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The scope and content of the comprehensive plan extends to all aspects of the physical development of a community. The intent of the plan is to serve as a guide to accomplish a coordinated, harmonious development of the city which will best promote its public health, safety, morals, order, prosperity, and general welfare. The plan addresses the general location and intensity of residential development and the location of concentrations of commercial, industrial, and institutional uses, all of which place demands on public facilities including streets and highways, sanitary trunk sewers and wastewater treatment plants, water service and stormwater management facilities.

In 2008, the City adopted a new/updated plan – The City of Cedarburg Smart Growth Comprehensive Land Use Plan - 2025. This plan satisfied the requirements of the 1999 Wisconsin Act 9 Smart Growth Legislation and has guided growth and development throughout the City through 2025.

Section 66.1001(2)(i) of the Comprehensive Planning Statute provides that a comprehensive plan must be updated at least once every 10 years. These periodic updates do not require that all the contents or elements be wholesale rewritten or replaced, rather, to the extent certain information, maps, tables, data, goals, and objectives remain applicable and effective, the City can reaffirm these as a part of the update.

For instance, but without limitation, data relating to the physical inventory of the natural features such as soil types, high bedrock locations, floodplain boundaries, environmental corridor, wetland, and forested area locations, and certain other natural resource features which tend to change little over time, may simply be reaffirmed as a part of this update process.

The vision that these efforts have defined is that the City of Cedarburg will continue to be a quaint, historic, vibrant, and growing community with expertly planned neighborhoods and housing types for all residents, an historic downtown filled with carefully preserved and protected buildings and structures offering a variety of unique goods and services for sale along with exceptional dining and entertainment opportunities, outlying community commercial centers supplying the broader spectrum of goods and services throughout the City, and a stable industrial and employment base, well into the future. This vision will be achieved through the watchful eyes of the Plan Commission and the Common Council to ensure that growth is limited to an annual rate of approximately 1.6% annually and that there is

a thoughtful balance between residential, business, and light industrial development. A variety of housing options will be necessary to support the needs of the first-time homebuyer, newcomers, growing families, empty nesters, and residents who want to downsize locally. Working in concert with the Economic Development Board and Cedarburg Chamber of Commerce, staff will continue working to encourage new business development which is vital to the success of this Plan. The City must commit to taking a thoughtful and responsible approach to new business development to safeguard against potential adverse negative impacts on the community.

This planning effort involved extensive inventories and analyses of the factors and conditions impacting development in the City. Through this analysis, population and housing projections were prepared which assisted in determining the amount of land needed and the appropriate classifications thereof to support future growth. With this Plan the City has established the policies, goals and objectives to guide its growth through the year 2050.

CHAPTER 2
HOUSING ELEMENT

66.1001(2)(b) Wis. Stat.:

> **Housing Element**. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structure type, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

Housing costs, in many cases, represents the largest expenditures an individual will make in their lifetime. Because of the importance of this investment, the City of Cedarburg undertakes to protect the existing housing supply through effective building and land use codes and promotes new residential growth to satisfy future demands. Residential development in the City of Cedarburg has its origins along the downtown Washington Avenue corridor because of its proximity to Cedar Creek which provided ample water power to support the needs of the initial settlers. Over time the population of Cedarburg grew slowly and in the 1880's the community began to expand beyond this original corridor in all directions. Post World War II Cedarburg experienced an increase in the rate of development unlike any before leading to today, where residential uses occupy more land than any other use within the City. This Chapter will focus on the characteristics of the different forms of the City's housing stock to ensure that the needs of present and future residents of all income levels are addressed.

Housing Inventory

The number of occupied housing units is important in land use and public facilities planning. Housing directly influences the demand for land as well as the demand for transportation and other public facilities and services. Housing tenure information sheds light on how residents live in the community. Occupancy and vacancy characteristics can help indicate if the existing

housing stock is sufficient to meet current demands. According to US Census and local figures, the City of Cedarburg experienced a net increase of 1,490 units to its housing stock between 1980 and 2006. Of this increase, 843 were single-family homes, 457 units were multi-family including Community Based Residential Facilities, and 190 were two-family units. Of the 4,432 total occupied housing units existing in 2000, 2,891 or 65.2% were owner-occupied and 1,541 or 34.8% were renter-occupied. This is less than the average as compared to Ozaukee County where 76.3% of the housing units were owner-occupied and 23.7% were renter-occupied but more in line with the State of Wisconsin where 68.4% were owner-occupied housing units and 31.6% renter-occupied.

The U.S. Department of Housing and Urban Development has established a minimum target rate for overall unit vacancy of 3% to assure an adequate choice of housing for consumers. An acceptable vacancy rate for owner-occupied housing is 1.5%, while a vacancy rate of 5% is acceptable for renter-occupied units. According to the 2000 Census data, the City of Cedarburg had a homeowner vacancy rate of 0.8 % and renter vacancy rate of 5.2%, both of which indicate a healthy supply of available housing. This vacancy rate has remained relatively consistent in Cedarburg over the last 20 years as the owner-occupied vacancy rate in 1980 was 0.7% and the vacancy rate for rental units was 5.3%. Table 2.1, Comparison of Housing Occupancy, indicates that the City of Cedarburg had an overall vacancy rate of 3.5% in 2000 which is lower than the rate for Ozaukee County (3.7%) and the State of Wisconsin (10.2%).

Table 2.1: Comparison of Housing Occupancy

	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Occupied Housing Units	3,916	4,432	25,707	30,857	1,822,118	2,084,544
% of Total	*97.0%*	*96.5%*	*97.1%*	*96.3%*	*88.6%*	*89.8%*
Owner-Occupied	2,379	2,891	19,128	23,543	1,215,350	1,426,361
% of Total	*58.9%*	*65.2%*	*72.2%*	*76.3%*	*59.1%*	*68.4%*
Renter-Occupied	1,537	1,541	6,579	7,314	606,768	658,183
% of Total	*38.1%*	*34.8%*	*24.8%*	*23.7%*	*29.5%*	*31.6%*
Vacant Housing Units	120	161	775	1,117	233,656	236,600
% of Total	*3.0%*	*3.5%*	*2.9%*	*3.7%*	*11.4%*	*10.2%*
For Seasonal, Rec. or Occasional	0	11		256		142,313
% of Total	--	*.2%*		*.8%*		*6.1%*
TOTAL HOUSING UNITS	4,036	4,593	26,482	32,034	2,055,774	2,321,144

Source: 1990 and 2000 U.S. Census

Structure Type

In reviewing the structure type (single-family, duplex, multi-family), one is able to get a sense of the physical characteristics of the community's housing stock. According to the 2000 Census, there were a total of 4,593 housing units in the City of Cedarburg. Of this total, 2,946 were single-family units, 334 two-family dwelling units and 1,313 multi-family dwelling units (including CBRFs). When comparing this information to the County and the State, it is apparent that the City of Cedarburg is slightly below average in the single-family category and above average for multi-family development. In 2000, single-family homes (1-unit detached) made up 58.9% of Cedarburg's housing stock, while in Ozaukee County single-family homes made up 69.6% of their housing stock and at the State level single-family homes make up 66.0% of the housing units. The percentage of 3- to 4-unit structures within the City of Cedarburg at 7.7% is higher than that of the County and State at 3.3% and 3.9% respectively. Table 2.2 shows that the number of structures with 5- to 9-units and those with 10- to 19-units in the City of Cedarburg exceed the number within the County and State in both categories.

Table 2.2 Comparison of Structure Type

UNITS IN STRUCTURE	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
1 Unit, Detached	2,308	2,671	18,741	22,300	1,342,230	1,531,612
% of Total	*57.2%*	*58.9%*	*70.8%*	*69.6%*	*65.3%*	*66.0%*
1 Unit, Attached	247	275	1,480	2,302	50,380	77,795
% of Total	*6.1%*	*6.1%*	*5.6%*	*7.2%*	*2.5%*	*3.4%*
2 Units	301	333	1,724	1,817	197,659	190,889
% of Total	*7.5%*	*7.3%*	*6.5%*	*5.7%*	*9.6%*	*8.2%*
3-4 Units	258	351	710	1,054	79,582	91,047
% of Total	*6.4%*	*7.7%*	*2.7%*	*3.3%*	*3.9%*	*3.9%*
5-9 Units	402	382	1,604	2,185	81,331	106,680
% of Total	*10.0%*	*8.4%*	*6.1%*	*6.8%*	*4.0%*	*4.6%*
10-19 Units	239	201	1,025	1,153	67,222	75,456
% of Total	*5.9%*	*4.4%*	*3.9%*	*3.6%*	*3.3%*	*3.3%*
20 or more	226	321	749	1,115	108,063	143,497
% of Total	*5.6%*	*7.1%*	*2.8%*	*3.5%*	*5.3%*	*6.2%*
Mobile Homes	1	-	114	99	101,149	101,465
% of Total	*.02%*		*0.4%*	*0.3%*	*4.9%*	*4.4%*
Boats, RV, Van, etc.	55	-	335	9	28,178	2,703
% of Total	*1.4%*		*1.3%*	*0.0%*	*1.4%*	*0.1%*

Source; U.S. Bureau of the Census, 1990 and 2000 Census

Structure Age

While the age of a structure can be used to measure a dwelling's condition, in communities like the City of Cedarburg that does not necessarily hold true. In Cedarburg, where historic preservation has been embraced and fostered, the age of the home does not necessarily imply poor condition. These preservation efforts have established Cedarburg's distinctive character and the City has benefited from increased tourism and greatly increased real estate values.

According to Census 2000, of the 4,593 housing units in the City, 1,379 or 30.2% had been built since 1980. This statistic compares to 32.9% that occurred in the County and 27.6% in the State during the same period and illustrates the population growth and in-migration that occurred between 1980 and 2000. The City of Cedarburg had about 14% of its housing units constructed prior to 1940. These homes are located in close proximity to downtown Cedarburg which historically were among the first developed in the area. Table 2.3 shows a comparison of housing age between the City of Cedarburg, Ozaukee County and the State of Wisconsin.

Table 2.3 Housing Age Comparison

YEAR STRUCTURE BUILT	City of Cedarburg		Ozaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	121	2.7%	782	2.4%	50,735	2.2%
1995 to 1998	260	5.7%	2,424	7.6%	170,219	7.3%
1990 to 1994	311	6.9%	3,273	10.2%	168,838	7.3%
1980 to 1989	687	15.2%	4,065	12.7%	249,789	10.8%
1970 to 1979	996	22.0%	6,783	21.2%	391,349	16.9%
1960 to 1969	625	13.8%	4,534	14.2%	276,188	11.9%
1940 to 1959	891	19.7%	5,840	18.2%	470,862	20.3%
1939 or earlier	643	14.2%	4,333	13.5%	543,164	23.4%
TOTAL	4,534	100.0	32,034	100.0	2,321,144	100.0

Source; U.S. Bureau of the Census, 2000 Census

Housing Value

Housing value is another, and perhaps more important, gauge for determining the overall condition of the current housing stock. Housing values have predictably gone up across the State

but the rate of increase varies depending on location. Housing values in Ozaukee County have typically exceeded the values of housing found in other areas of the State. The value of housing in the City of Cedarburg is relatively consistent with, although slightly higher than, the value of housing, on average, found throughout Ozaukee County. Housing values in the City of Cedarburg and Ozaukee County continue to run significantly higher than housing values throughout the State.

Table 2.4 compares Cedarburg's housing values to the County and the State. In 2000, the City of Cedarburg had no homes valued at less than $50,000 and none that exceeded $1,000,000. The median value of housing units in the City was $179,900, which is higher than Ozaukee County and considerably higher than The State of Wisconsin.

Table 2.4 Housing Value Comparison (Owner Occupied)

VALUE	City of Cedarburg		Ozaukee County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
<$50,000	12	-	356	67	287,197	73,450
% of Total	*0.6%*	-	*2.2%*	*0.3%*	*31.3%*	*6.5%*
$50,000 to $99,999	1,063	76	7,789	917	492,163	396,893
% of Total	*49.0%*	*2.9%*	*47.5%*	*4.4%*	*53.7%*	*35.4%*
$100,000 to $149,999	878	686	4,860	5,968	95,292	343,993
% of Total	*41.0%*	*26.6%*	*29.6%*	*28.9%*	*10.4%*	*30.6%*
$150,000 to $199,999	161	999	1,721	5,584	24,660	173,519
% of Total	*7.4%*	*38.8%*	*10.5%*	*27.1%*	*2.7%*	*15.5%*
$200,000 to $299,999	47	586	1,125	4,585	12,286	95,163
% of Total	*2.2%*	*22.5%*	*6.9%*	*22.2%*	*1.3%*	*8.5%*
$300,000 to $499,999	7	228	560	2,636	5,110	30,507
% of Total	*0.3%*	*8.8%*	*3.4%*	*12.8%*	*0.6%*	*2.7%*
$500,000 to $999,999		8		819		7,353
% of Total		*0.3%*		*4.0%*		*0.7%*
$1,000,000 or more		-		47		1,589
% of Total		-		*0.2%*		*0.1%*
MEDIAN	$100,400	$179,900	$100,500	$177,300	$62,500	$112,200

Source; U.S. Bureau of the Census, 1990 and 2000 Census

Housing Affordability

According to the U.S. Department of Housing and Urban Development, no more than 30% of the household income should be spent on monthly housing costs in order for a home to be considered affordable. The U.S. Census provides data on housing costs as a percentage of household income for homeowners and renters. Information on Table 2.5 is taken from the U.S. Census and is based on a sample of households in the City of Cedarburg, and not a total count of all households. It does, however, serve to compare the City of Cedarburg's monthly ownership costs with those of the County and the State. The "not computed" category represents units occupied by households reporting no income or a net loss, or for which no cash rent was paid.

Table 2.5 compares monthly housing costs for homeowners as a percentage of their household income for the City of Cedarburg, Ozaukee County, and the State of Wisconsin. In 1999, 81.9% of the households within the City of Cedarburg paid less than 30% of their monthly income toward housing costs, and those units were considered affordable to those living in them. This percentage is greater than that of Ozaukee County (79.8%) but about the same as the State of Wisconsin (81.8%).

Table 2.5 Monthly Owner Costs as a Percentage of Household Income

Monthly Owner Costs as % of Household Income	City of Cedarburg		Ozaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
<15%	826	32.1%	7,198	34.9%	413,452	36.8%
15.0% to 19.9%	503	19.5%	3,874	18.8%	220,825	19.7%
20.0% to 24.9%	516	20.0%	3,327	16.1%	173,620	15.5%
25.0% to 29.9%	266	10.3%	2,060	10.0%	109,833	9.8%
30.0% to 34.9%	158	6.1%	1,247	6.0%	64,892	5.8%
35% or more	302	11.7%	2,848	13.8%	135,075	12.0%
not computed	6	0.2%	69	0.35%	4,770	0.4%

Source; U.S. Bureau of the Census, 2000 Census

Table 2.6 shows monthly housing costs for renters as a percentage of their household income for the City of Cedarburg, Ozaukee County and the State of Wisconsin. In 1999, 67.4% of renters in

the City of Cedarburg were paying a monthly rent which was affordable to them. This percentage is lower than that of the County (69.4%) but higher then the State (62.6%).

Table 2.6 Monthly Renter Costs as a Percentage of Household Income

Monthly Renter Costs as % of Household Income	City of Cedarburg		Ozaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
<15%	321	20.0%	1,610	22.4%	135,380	21.1%
15.0% to 19.9%	315	20.0%	1,555	21.6%	106,965	16.7%
20.0% to 24.9%	273	17.3%	1,136	15.8%	90,934	14.2%
25.0% to 29.9%	160	10.1%	693	9.6%	67.926	10.6%
30.0% to 34.9%	126	8.0%	573	8.0%	44,573	6.9%
35% or more	364	23.1%	1,323	18.4%	162,669	25.4%
not computed	18	1.1%	300	4.2%	33,225	5.2%

Housing Assistance Programs

To help maintain and improve housing conditions and satisfy the needs of all residents, the City of Cedarburg has several local, County and State means available to them. To ensure that existing and future housing is safe and adequate for occupancy, the City's building code insures that function and it must be reviewed and updated periodically to keep current with changes mandated by the State. The City has incorporated the State Uniform Dwelling Code into its building code to ensure consistent standards for all residential dwellings. To meet the needs of low and moderate income, elderly and handicapped residents needing housing assistance, the City could explore the feasibility of participating in Federal, State, and County housing programs that make available loans and grants to build, repair or obtain adequate housing. The Wisconsin Housing and Economic Development Authority (WHEDA) provides a listing of numerous housing programs including low interest loans for first time homebuyers, home improvement loans, and tax credit programs for elderly and low-income family housing.

One of these programs is the Community Development Block Grant (CBDG) which is a federally funded program administered by the Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations, to assist local governments with housing

programs that primarily benefit low and moderate income residents. CBDG funds can be used for a wide variety of activities including owner-occupied and renter-occupied housing rehabilitation, homebuyer assistance, handicap accessibility modifications, public facility/infrastructure improvements, and special housing projects like acquisition, demolition and relocation projects.

Housing Demand

Population Trends

As indicated in the Issues and Opportunities Element of this Plan, the City of Cedarburg's annual increase in population ranges from 1.1% per year to 4.8% per year for the decades from 1960 to 2000 (See attachment B). Moreover, during the period between 1960 and 1980, the City's population growth rate was about 3.25% per year and from 1980 to 2000 the growth rate was about 1.1%. After much discussion early on, the Blue Ribbon Visioning Committee agreed to a projected rate ranging between 1% and 1.5% which reflected the slower rate of the last 20 years and that rate was generally agreed to by the Common Council and the Plan Commission. Accordingly, the projections used for this report are based on an annual increase between 1% and 1.5% and the other is a projection made by the Wisconsin Department of Administration Demographic Services. To simplify, this analysis projects a rate of growth at 1.35% resulting in a population of 15,600 that will need to be housed by the year 2025.

Housing Trends

The trend in most communities in the State of Wisconsin, including the City of Cedarburg, is a decrease in the average number of residents inhabiting a home or apartment. This statistic is identified as *persons per household, or PPH* and it is calculated by dividing the number of residents living in occupied housing units by the number of occupied housing units. For the City of Cedarburg, persons per household have declined from 2.72 to 2.45 between 1980 and 2000. Changes in the average household size have important implications for housing and residential land use planning since it is the basic factor used to convert future population to the number of dwelling units needed by the year 2025. Accordingly, if the City's average household size were to plateau at 2.45 persons per household, an additional 1,834 dwelling units would be needed by

2025 to serve the housing needs of 15,600 persons. This translates to an average of approximately 74 new dwelling units needed per year.

Housing Development Environment

Of the land devoted to urban development, no single land use demands greater acreage than residential. In 2005, over 47% of the total developed land area in the City of Cedarburg was devoted to residential uses. The City of Cedarburg has recently approved two new single-family subdivisions along the west side of Wauwatosa Road of 85 lots and 80 lots, a 52 lot single-family subdivision along the east side of Sheboygan Road south of Highway 60 and a 51-lot single family subdivision adjacent to the Interurban Trail on the east side of Keup Road. Furthermore, in 2005, the City annexed over 225 acres of land along Highway 60 and Sheboygan Road, which will be available for future development for this planning period. Since the City's Sanitary Sewer Service Area limits extend to the north and west of the City's corporate boundaries into the Town of Cedarburg, the City will need to diligently monitor development in this area to ensure that future expansion is not hindered. Accordingly, the City should continue to monitor land development through its extraterritorial plat approval authority.

Housing Issues Identified by the Plan Commission and the Visioning Survey

- Encourage diverse housing options:
  - Lack of new single-family homes ranging size from 1,500 to 2,500 square feet.
  - Promote the integration of housing types for low/moderate income residents.
  - Promote independent living senior housing and assisted living.
  - Owner-occupied two-family condominiums.
- Use of Planned Unit Development zoning should be encouraged to preserve open spaces, provide smaller lot sizes and make efficient use of services.
- Encourage higher density two-family and multi-family condominiums near the downtown area.
- Single-family lot sizes should be less than 1 acre.

In providing a variety of housing options for its residents, the City of Cedarburg gives consideration to the needs and requirements of its diverse population; a population that includes

first-time home buyers, newcomers, growing families, empty-nesters, residents who want to down size and retirees. Through careful planning and good judgment, the City of Cedarburg will maintain its unique historic character and continue to foster community pride, increase its desirability and protect existing property values with appropriate zoning.

Conclusions – Housing Analysis

Between 1980 and 2000, the City of Cedarburg experienced a net increase of 1,328 housing units or a 30.2% increase.

- Renter occupied units represent 34.8% of the housing stock as compared to 23.7% for the County and 31.6% for the State.
- The median value for housing in the City of Cedarburg ($179,900) is greater than that of the County ($177,900) and substantially greater than the State ($112,200).
- To support the projected population increase the City will need to increase the supply of housing units by about 74 per year.

Housing and Residential Development Goals, Objectives and Policies

Goal

Provide for an appropriate range in home sizes.

- Objectives:
  - Encourage developers to provide different types of compatible residential uses within their developments
  - Establish appropriate home sizes when considering new development opportunities.
  - Encourage appropriate residential densities for redevelopment sites in or near the downtown area to provide a customer base for existing retail uses.
  - Continue to monitor the FAR and Lot Coverage requirements to ensure that home sizes reflect the character of the City while addressing the needs of its citizens.

Goal

Maintain, preserve and improve the quality and integrity of existing residential neighborhoods and provide an adequate supply and choice of housing for all residents.

Objectives:

- Protect existing residential neighborhoods from intrusion of incompatible development and undesirable land use activities.
- Promote an adequate supply of owner and renter housing to serve current and future residents.
- Continue to promote safe and sanitary housing.
- Promote adequate housing to meet the special needs of the elderly, handicapped and low to moderate income residents.
- Direct future residential development to areas that can be served conveniently and economically with public utilities and community facilities and services.
- Develop programs to assist in the rehabilitation of existing substandard homes in the City in order to provide a decent and safe living environment for all residents.
- Ensure that new housing development shall take into consideration the protection of natural resources through the use of Planned Unit Development and/or conservation zoning.
- Encourage the use of redevelopment sites where streets, sewer, and water systems are already in place

Goal

Maintain housing values over time.

- Objectives:
  - Enforce residential codes and ordinances to ensure that properties are well maintained.
  - Conduct a review of the City Codes and Ordinances and consider amendments to address housing concerns.
  - Educate residents about the importance of proper yard maintenance.
- Policies:
  - The City of Cedarburg should continue its efforts to recodify the Zoning and Building Codes to provide better consistency with the Comprehensive Land Use Plan.
  - The Zoning Ordinance should continue to be monitored, updated and enforced to be able to maintain the character of existing residential neighborhoods, ensure that new

residential developments meet acceptable density standards and that they are directed to areas that are suitable for residential uses.

- New elderly and assisted care housing developments should be located in areas accessible to medical, commercial, recreational and other necessary facilities.
- Future urban use developments should be located in areas where public utilities and services can be conveniently and economically provided.
- Require low-density (35 acres/residential unit) residential development as holding zones for areas that are planned for sewer service within the City's extraterritorial plat approval jurisdiction.
- Require adequate buffer areas between incompatible uses such as residential and commercial/industrial developments.
- Promote the integration of different housing types such as single-family and two- family.
- Encourage the development of smaller homes (1,500 to 2,500sf).
- Study the impacts of development through fiscal analysis, environmental implications and impact on public services and safety, e.g. traffic, police, schools, etc.
- Annex strategically to complement existing land uses safeguarding Cedarburg's high quality of life.
- Identify "Smart Growth Areas" (i.e. redevelopment areas) and label them on the Land Use Map.

CHAPTER 2

HOUSING ELEMENT

66.1001(2)(b) Wis. Stat.:

> **Housing Element**. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structure type, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

Housing costs, in many cases, represents the largest expenditures an individual will make in their lifetime. Because of the significance of this investment, the City of Cedarburg undertakes to protect and enhance the existing housing supply and values through effective building, zoning and land use codes while also promoting new residential growth and development to satisfy anticipated future residential housing demands.

Residential development in the City of Cedarburg has its origins along the downtown/Washington Avenue corridor. Its proximity to Cedar Creek provided ample water power to support the needs of the initial settlers. Over time, the population of Cedarburg grew slowly and in the 1880's the community began to expand beyond this original corridor in all directions. Post World War II Cedarburg experienced an increase in the rate of housing development unlike any before. Today, residential land uses occupy more land than any other developed land use within the City. This Chapter will focus on identifying the current characteristics of the City's housing stock to aid in planning for the designation of adequate lands, in suitable locations, as will ensure that the various housing needs of present and future residents, as homeowners or renters, across all income levels, are addressed.

Housing Inventory

Understanding the number and type of occupied housing units is important in land use and public facilities planning. Housing directly influences the demand for land as well as the demand for transportation facilities and other public facilities, utilities, and services. Housing tenure information sheds light on how residents live in the community. Occupancy and vacancy characteristics can help indicate if the existing housing stock is sufficient to meet current and trending demands. According to the US Census, the City of Cedarburg experienced a net increase of 797 units to its housing stock between 2000 and 2020. Among occupied dwelling units in 2020, 64% were single-family detached homes, 8% were duplex-type residence structures, and 28% were situated in multi-family (i.e., three or more units/building) structures. Of the 5,067 total occupied housing units in the City in 2020, 66% were owner-occupied and 34% were renter-occupied. In Ozaukee County, in 2020, 57% of the occupied housing units were owner-occupied and 43% were renter-occupied. In the State of Wisconsin for 2020, 68% of occupied housing units were owner-occupied and 32% were renter-occupied.

The U.S. Department of Housing and Urban Development has established a minimum target rate for overall unit vacancy of 3% to assure an adequate choice of housing for consumers. According to the 2020 Census data, the City of Cedarburg had an overall/combined housing unit vacancy rate of 6% indicating a healthy supply of available housing. This vacancy rate has risen slightly in Cedarburg over the last 20 years. The overall/combined housing unit vacancy rate in 2000 was 4%. Table 2.1, Comparison of Housing Occupancy, indicates that the City of Cedarburg's 2020 overall housing unit vacancy rate of 6% is comparable to the rate for Ozaukee County (5%) but substantially lower than the State of Wisconsin (11%).

Comparison of Housing Occupancy

TABLE 2.1	City of Cedarburg			Ozaukee County			State of Wisconsin		
	2000	2010	2020	2000	2010	2020	2000	2010	2020
Occupied Housing Units	4,432		5,067	30,857		37,015	2,084,544		2,491,121
% of Total Units	96%		94%	96%		95%	90%		91%
Owner-Occupied	2,891		3,369	23,543		21,172	1,426,361		1,696,493
% of Total Occupied Units	65%	72%	66%	76%	78%	57%	68%	68%	68%
Renter-Occupied	1,541		1,698	7,314		15,843	658,183		794,628
% of Total Occupied Units	35%	28%	34%	24%	22%	43%	32%	32%	32%
Vacant Housing Units	161		323	1,117		2,071	236,600		299,365
% of Total Units	4%		6%	3%		5%	10%		11%
TOTAL HOUSING UNITS	4,593	4,932	5,390	32,034	36,341	39,086	2,321,144	2,626,142	2,727,726

Source: 2000, 2010, & 2020 U. S. Census

Structure Type

In reviewing the structure type (single-family, duplex, multi-family), one is able to get a sense of the physical characteristics of the community's housing stock. According to the 2020 Census, there were a total of 5,390 housing units in the City of Cedarburg. Among occupied dwelling units in 2020, 64% were single-family detached homes, 8% were duplex-type residence structures, and 28% were situated in multi-family (i.e., three or more units/building) structures.

Comparison of Occupied Structure Type

TABLE 2.2									
	City of Cedarburg			Ozaukee County			State of Wisconsin		
UNITS IN STRUCTURE	1990	2000	2020	1990	2000	2020	1990	2000	2020
1 Unit, Detached	2,308.00	2,671.00	3,433.00	18,741.00	22,300	24,463	1,342,230	1,531,612	1,652,182
% of Total Housing Units	58%	60%	64%	72%	70%	63%	70%	66%	66%
1 Unit, Attached	247.00	275.00	293.00	1,480.00	2,302.00	3,197.00	50,380	77,795	110,824
% of Total Housing Units	6%	6%	5%	6%	7%	8%	3%	3%	4%
2 Units	301.00	333.00	139.00	1,724.00	1,817.00	1,719	197,659	190,889	142,248
% of Total Housing Units	8%	8%	3%	7%	6%	4%	10%	8%	6%
3-4 Units	258.00	351.00	372.00	710.00	1,054.00	1,378	79,582	91,047	83,763
% of Total Housing Units	6%	8%	7%	3%	3%	4%	4%	4%	3%
5-9 Units	402.00	382.00	494.00	1,604.00	2,185.00	3,609	81,331	106,680	127,889
% of Total Housing Units	10%	9%	9%	6%	7%	9%	4%	5%	5%
10-19 Units *	239.00	201.00	119.00	1,025.00	1,153.00	4,570	67,222	75,456	308,711
% of Total Housing Units	6%	5%	2%	4%	4%	12%	3%	3%	12%
20 or more *	226	321	540	749	1,115	---	108063	143,497	---
% of Total Housing Units	6%	7%	10%	3%	4%		6%	6%	

Source; U.S. Bureau of the Census, 1990, 2000, and 2020 Census
* In 2020 this metric was changed to "10 units or more"

Structure Age

While the age of a structure can often be used to measure a dwelling's condition, in communities like the City of Cedarburg, that does not necessarily hold true. In Cedarburg, where historic preservation has been embraced and fostered, the older age of the home does not necessarily imply poor condition. These preservation efforts have established Cedarburg's distinctive architectural quality/character, and the City has benefited from increased tourism and greatly increased real estate values.

According to Census 2020, of the 5,390 housing units in the City with listed age, 1,656 or 30% have been built since 1990. This statistic compares to 34% in Ozaukee County and 33% in the State during the same period. The City of Cedarburg has about 28% of its housing units constructed prior to 1960. These homes are generally located in closest radiant proximity to downtown Cedarburg where the earliest, and many historically significant homes were first developed in the area. Table 2.3 shows a comparison of housing age between the City of Cedarburg, Ozaukee County and the State of Wisconsin.

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Housing Age Comparison

TABLE 2.3						
	2020		2020		2020	
YEAR STRUCTURE BUILT	City of Cedarburg		Ozaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
2020 and Newer	5	0.09%	329	0.84%	38,130	1%
2000 to 2019	778	14%	7,897	20%	561,650	20%
1990 to 1999	873	16%	5,150	13%	324,341	12%
1980 to 1989	644	12%	5,150	13%	268,452	10%
1970 to 1979	896	17%	5,424	14%	384,425	14%
1960 to 1969	636	12%	5,424	14%	257,490	9%
1940 to 1959	724	13%	5,420	14%	431,086	16%
1939 or earlier	834	15%	4,323	11%	504,781	18%
TOTAL	5,390		39,117		2,770,355	

Source: U.S. Bureau of the Census 2020 Census

Housing Value

Housing value is another, and perhaps more important, gauge for determining the overall condition of the current housing stock. Housing values have predictably gone up across the State but the rate of increase varies depending on location. Housing values in Ozaukee County have typically exceeded the values of housing found in other areas of the State. The value of housing in the City of Cedarburg is relatively consistent with, although slightly higher than, the value of housing, on average, found throughout Ozaukee County. Housing values in the City of Cedarburg and Ozaukee County continue to run significantly higher than housing values throughout the State.

Table 2.4 compares Cedarburg's housing values to the County and the State. In 2020, the City of Cedarburg had .9% of homes valued at less than $50,000 and none that exceeded $1,000,000. The median value of housing units in the City was $372,500, which is slightly higher than Ozaukee County ($370,200) and considerably higher than The State of Wisconsin (252,800).

Housing Value Comparison (Owner Occupied)

Table 2.4									
VALUE	City of Cedarburg			Ozaukee County			State of Wisconsin		
	1990	2000	2020	1990	2000	2020	1990	2000	2020
<$50,000	12	-	32	356	67	493	287,197	73,450	70,141
% of Total	1%	-	1%	2%	0%	2%	31%	7%	4%
$50,000 to $99,999	1,063	76	35	7,789	917	168	492,163	396,893	100,865
% of Total	49%	3%	1%	48%	4%	1%	54%	35%	6%
$100,000 to $149,999	878	686	26	4,860	5,968	487	95,292	343,993	181,878
% of Total	41%	27%	1%	30%	29%	2%	10%	31%	11%
$150,000 to $199,999	161	999	53	1,721	5,584	1,317	24,660	173,519	256,702
% of Total	7%	39%	2%	11%	27%	5%	3%	16%	15%
$200,000 to $299,999	47	586	835	1,125	4,585	5,882	12,286	95,163	432,287
% of Total	2%	23%	25%	7%	22%	22%	1%	9%	25%
$300,000 to $499,999	7	228	1,761	560	2,636	11,262	5,110	30,507	458,213
% of Total	0%	9%	52%	3%	13%	42%	1%	3%	27%
$500,000 to $999,999		8	626		819	5,950		7,353	172,554
% of Total		0%	19%		4%	22%		1%	10%
$1,000,000 or more		-	1		47	966		1,589	23,853
% of Total		-	0.03%		0.20%	3.64%		0.10%	1%
MEDIAN	$100,400	$179,900	$372,500	$100,500	$177,300	$370,200	$62,500	$112,200	$252,800

Source; U.S. Bureau of the Census, 1990, 2000, 2020

Housing Affordability

According to the U.S. Department of Housing and Urban Development, no more than 30% of the household income should be spent on monthly housing costs in order for a home to be considered affordable. The U.S. Census provides data on housing costs as a percentage of household income for homeowners and renters. Information on Table 2.5 is taken from the U.S. Census and is based on a sample of households in the City of Cedarburg, not a total count of all households. It does, however, serve to compare the City of Cedarburg's monthly ownership costs with those of the County and the State.

Table 2.5 compares monthly housing costs for homeowners as a percentage of their household income for the City of Cedarburg, Ozaukee County, and the State of Wisconsin. In 2020, 80% of the homeownership households within the City of Cedarburg paid less than 30% of their monthly income toward housing costs, and those units were considered affordable to those

living in them. This percentage is slightly less than that of Ozaukee County (82%) and the State of Wisconsin (81%).

Table 2.5 Monthly Owner Costs as a Percentage of Household Income (2000)

Table 2.5												
	City of Cedarburg		City of Cedarburg		Ozaukee County		Ozaukee County		State of Wisconsin		State of Wisconsin	
	2000		2020		2000		2020		2000		2020	
Monthly Owner Costs as	2,577		3,369		20,623		26,331		1,122,467		1,683,927	
% of Household Income	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0% - 20%	1,329	52%	1,815	54%	11,072	54%	15,961	61%	634,277	56.51%	1,012,633	60%
20.0% to 24.9%	516	20%	695	21%	3,327	16%	3,126	12%	173,620	15.47%	212,723	13%
25.0% to 29.9%	266	10%	203	6%	2,060	10%	2,450	9%	109,833	9.78%	126,864	8%
30.0% to 34.9%	158	6%	234	7%	1,247	6%	1,059	4%	64,892	5.78%	80,150	5%
35% or more	302	12%	422	13%	2,848	14%	4,005	15%	135,075	12.03%	251,557	15%
not computed	6	0.23%	0	---	69	0.33%	194	0.74%	4,770	0.42%	12,566	0.75%

Source; U.S. Bureau of the Census, 2000 and 2020 Census

Table 2.6 shows monthly housing costs for renters as a percentage of their household income for the City of Cedarburg, Ozaukee County and the State of Wisconsin. In 2020, 53% of renters in the City of Cedarburg were paying a monthly rent that can be described as affordable. This percentage is comparable to both Ozaukee County (51%), and the State (51%).

Monthly Renter Costs as a Percentage of Household Income (2000 and 2020)

TABLE 2.6												
	City of Cedarburg		City of Cedarburg		Ozaukee County		Ozaukee County		State of Wisconsin		State of Wisconsin	
	2000		2020		2000		2020		2000		2020	
Monthly Renter Costs as	1,577		1,698		7,190		12,592		641,672		794,628	
% of Household Income	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
0% - 20%	636	40%	461	27%	3,165	44%	4,042	32%	242,345	37.77%	233,008	29%
20.0% to 24.9%	273	17%	222	13%	1,136	16%	1,519	12%	90,934	14.17%	92,874	12%
25.0% to 29.9%	160	10%	214	13%	693	10%	820	7%	67,926	10.59%	82,695	10%
30.0% to 34.9%	126	8%	47	3%	573	8%	918	7%	44,573	6.95%	63,458	8%
35% or more	364	23%	719	42%	1,323	18%	4,710	37%	162,669	25.35%	276,752	35%
not computed	18	1%	35	2%	300	4%	583	5%	33,225	5%	45,841	6%

Source; U.S. Bureau of the Census, 2000 and 2020 Census

Housing Assistance Programs

To help maintain and improve housing conditions, and to satisfy the needs of all residents, the City of Cedarburg has several local, County and State means and programs available to them. To ensure that existing and future housing is safe and suitable for occupancy, the City's Building Code is applied and enforced. The Building Code must be reviewed and updated periodically to keep current with changes mandated by the State. The City has incorporated the State Uniform Dwelling Code into its Building Code to ensure consistent standards for all residential dwellings. To meet the needs of low and moderate income, elderly, and handicapped residents needing housing assistance, the City should always be exploring the feasibility of participating in Federal, State, and County housing programs that make loans and grants available to build, repair, rent or otherwise obtain adequate housing. The Wisconsin Housing and Economic Development Authority (WHEDA) provides a listing of numerous housing programs including low interest loans for first time homebuyers, home improvement loans, and tax credit programs for elderly and low-income family housing.

One of these programs is the Community Development Block Grant (CDBG) which is a federally funded program administered by the Wisconsin Department of Administration, Division of Energy, Housing and Community Resources, to assist local governments with housing programs that primarily benefit low and moderate income residents. CDBG funds can be used for a wide variety of activities including owner-occupied and renter-occupied housing rehabilitation, homebuyer assistance, handicap accessibility modifications, public facility/infrastructure improvements, and special housing projects like acquisition, demolition and relocation projects.

Housing Demand

Population Trends

As indicated in the Issues and Opportunities Element of this Plan, the City of Cedarburg's annual increase in population ranges from .99% per year to 8.47% per year for the decades from 1950 to 1990 (See Appendix B). During the period between 1980 and 2020, the City's population growth rate averaged .77% per year. From 2010 to 2020 the growth rate was

.62%. During the years 2020-2024, the Fairway Village Subdivision (113 Units, 16 zero-lot-line twin homes + 97 single-family-detached residences), Arrabelle Apartments (69 units), Stone Lake Condominiums (70 units, duplex-type), Cedar Place Apartments (197 units), Fox Run Development (230 units, 160 apartments, 44 townhomes, 26 single-family rental), and Cedar Way Condominiums (7-units) have been approved. According to the Wisconsin Department of Administration figures, during this most recent 4-year period (2020-2024), the City's population increased by 6.54% (+793 persons). From 2020 to 2024, Ozaukee County grew 1.76% (+1,608 persons) and the State grew 1.62% (+95,532 persons).

Considering this information, together with the 2024 City of Cedarburg Housing Data Report (Ref Appendix B), the Plan Commission has determined to use a projected population growth rate of up to 1.6% annually which results in a 15.92% increase from 2020 to 2030 and a 15.93% increase from 2030 to 2040.

Housing Trends

From 1990 to 2010, the trend in most communities in the State of Wisconsin, including the City of Cedarburg, was a decrease in the average number of residents inhabiting a home or apartment. This statistic is identified as *persons per household, or PPH* and it is calculated by dividing the number of residents living in occupied housing units by the number of occupied housing units. For the City of Cedarburg, people per household has declined slightly, from 2.45 in 2000 to 2.39 in 2020. Changes in the average household size have important implications for housing and residential land use planning since it is the basic factor used to convert future population to the number of dwelling units needed over the planning period. If the City's average household size were to plateau at 2.39 persons per household, an additional 1,324 dwelling units would need to be added to the existing stock by 2040 to fulfill the housing needs of 16,289 total (6,815 new) persons as projected.

Housing Development Environment

Based on the US Census 2023 Annual Geographic Information Table, the City of Cedarburg is 4.972 square miles/3,182.08 acres in area. Of the land currently located within the City's current municipal boundary, no single land use/land use classification demands greater

acreage than residential. In 2024, approximately 61% of the City's total land area is developed as, or classified for future development of, residential uses.

Approximately 373.3 additional acres are classified within the Smart Growth Areas (See Chapter 8-Land Use) for eventual annexation and future residential use. Not all are immediately serviceable (such as SGA 4, SGA 7, and portions of SGA 12. All land currently within the City limits and within the City's planned growth/development areas, are within the City of Cedarburg Sanitary Sewer Service Area boundary. All new development in the City is required to connect to sanitary sewer.

The City's wastewater treatment plant, based on annual average flow, is currently at about 86% of its capacity. Based on *peak* flows, the City's wastewater treatment plant did experience a recent past overflow during a very large rain event. Every year the city is replacing or lining leaking sanitary sewer mains to reduce these peak flow events by reducing stormwater infiltration into the sanitary system. It is true today, that the wastewater treatment plant needs to be rehabilitated, or a new wastewater treatment plant built. The city is gathering further information to decide on rehabilitating the current wastewater treatment plant vs building a new wastewater treatment plan. Until the wastewater treatment plant is rehabilitated or built new, there is still room for additional development and connections. With each new project, the city needs to be cognizant of and evaluate the potential impacts upon annual average flow and peak flows as not to exceed the system capacity.

Water service is available to support all 12 of the identified Smart Growth Areas if developed consistent with the identified land use classifications. Specific cautions/limitations on a couple of the Smart Growth Areas are identified in the Smart Growth Areas themselves (reference Chapter 8, SGA's 4 and 12).

Electric service is available to supply the projected needs of all 12 identified Smart Growth Areas if developed consistent with the recommended land use classifications.

In providing a variety and adequate supply of housing options for its residents, the City of Cedarburg considers the needs and requirements of its diverse population; a population that includes first-time home buyers, young & growing families, empty-nesters, residents who want to downsize, work from home individuals and families, people with special needs or

disabilities, and retirees. Through careful planning and good judgment, the City of Cedarburg will maintain its unique historic character and continue to foster community pride, increase its desirability and protect existing property values through thoughtfully conceived land use/smart growth plans and complimentary zoning regulations.

Conclusions – Housing Analysis

Between 2000 and 2020, the City of Cedarburg experienced a net increase of 797 housing units or a 17% increase. 2022 renter occupied units represented 33.5% of the City's housing stock. The 2020 median value for housing in the City of Cedarburg (i.e., $375,500) is greater than that of the County ($370,200) and substantially greater than the State ($252,800).

To support the projected population increase through 2040 (Ref Table 1.1) based on the Department of Administration population estimates, using a growth rate of 1% annually, the City would need to add approximately 466 housing units by 2040 (approximately 31 residential units per year).

To support the projected population increase through 2040 using the Vierbicher population projections set forth in the 2024 Cedarburg Housing Data Report, using a 1.6% annual growth rate, the City would need to add approximately 1,424 housing units by 2040 (approximately 95 residential units per year).

The City should target an annual population growth rate between 1.0 and 1.6% through the year 2040 at which time the population growth rate and household size data trends should be updated to reflect the 2030 and 2040 census.

Housing and Residential Development Issues, Goals, Objectives and Policies

Issues:

- Supply of dwelling units may not be keeping-up with demand in certain sectors.
- Lack of new single-family homes ranging in size from 1,200 square feet and up.
- New homes and development need to be more reflective of Cedarburg's unique and historic character type as to architectural themes and neighborhood design.
- Protect existing neighborhoods from intrusion by incompatible land uses.
- Connect new neighborhoods with adequate park and open space access/opportunities

and multi-modal routes to the city's central business district.

- Integrate various housing types within new neighborhoods or subregions of the City.
- Ensure proper maintenance, preservation, and improvement to the quality, integrity, care and maintenance of residential buildings and sites throughout the City.

Goals:

- Encourage sufficient supply of high quality, diverse, and attainable housing options.
- Permit a sufficient number of new lots/dwelling units each year as will ensure that an adequate supply of the various housing types (attached, detached, and multi-family/rental and owner occupied) are available.
- Maintain a sufficient supply of all housing types as might ensure that demand-side pressures are not artificially driving excessive price points.
- Support development of new single-family detached homes in a broad range of sizes (i.e., from 1,200 square feet and up).
- Encourage developers to consider offering a variety of housing types (size points, price points, attached/detached and multi-family…) within new neighborhoods.
- Satisfy local demand for move-up/move over/downsize independent and assisted living type senior housing.
- Satisfy local demand for integrated housing for persons with special needs and disabilities.
- Monitor the trends in rental vs ownership form of housing as a percentage of total occupancies in the City, and as compared to County, State, and national levels.
- Establish clear code-based provisions intended to preserve and improve the quality and integrity of existing residential neighborhoods.
- Maintain housing values over time.

Objectives:

- Work closely with developers at the outset of their neighborhood planning processes to guide them into designs that address the goals outlined above.
- Enforce residential codes and ordinances to ensure that properties are well maintained.
- Conduct a review of the City Codes and Ordinances and consider amendments

as may be necessary to address housing concerns/issues as outlined above.

- Educate residents about the importance of property maintenance.

Policies:

- Provide for an appropriate range in home sizes through the use of Planned Unit Development (PUD) zoning and conservation subdivisions.
- Encourage appropriate residential densities for redevelopment sites in or near the downtown area to maintain a walkable customer base for existing businesses.
- Continue to monitor the FAR and Lot Coverage (i.e., mass and open space) requirements to ensure that these reflect the character of the City while addressing the needs of its citizens.
- The City of Cedarburg should continue its efforts to update the Zoning and Building Codes to provide better consistency with the Land Use Plan.
- New senior, elderly, assisted care, and housing for those with special needs or disabilities should be guided to areas most readily accessible (ideally walkable) to medical, commercial, recreational, social services, faith/worship, banking and other such necessities.
- New residential developments should be located in areas where public utilities and services can be conveniently and economically provided.
- Require adequate buffer areas around residential developments to protect from incompatible land uses.
- Promote the integration of different housing types such as single-family and two- family.
- Encourage the development of smaller homes (i.e., 1,200 sq. ft. and >).
- Task developers with the responsibility to prepare impact analysis for new development proposals including such things as environmental implications and impact on public services, public safety, traffic/transportation facilities, schools, etc.
- Identify “Smart Growth Areas” (i.e. prospective new development and redevelopment areas) and label them on the Land Use Map.

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- Require architectural theme and design detail information to be made a part of new housing development applications as might ensure that certain unique architectural and building/site design characteristics of historic Cedarburg continue to be referenced going forward.
- Encourage appropriate residential densities for redevelopment sites in or near the downtown area to sustain a customer base for existing retail, restaurant and entertainment uses.
- Guide high density multi-family residential uses to infill, brownfield redevelopment, and arterial-type road/highway corridor locations.
- Develop programs to assist in the rehabilitation of existing substandard homes in the City in order to provide a decent and safe living environment for all residents.
- Encourage the use of redevelopment sites where streets, sewer, and water systems are already in place.

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CHAPTER 3
TRANSPORTATION ELEMENT

66.1001(2)(c) Wis. Stat.:

> **Transportation Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation service systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals, and programs to the state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural transportation plans, airport master plans and rail plans that apply to the local governmental unit.

Transportation System

A properly planned transportation network is necessary and vital for the efficient movement of people, goods and services. Different types of uses and intensities impose a variety of demands on streets and highways and new transportation facilities have significant affects on how adjacent lands develop. Accordingly, the coordination of land use and transportation improvements is critical for the attractive and efficient growth of a community. Streets and roads function as a connective network, dispersing traffic and offering a variety of pedestrian and vehicular routes to any destination while joining and integrating neighborhoods with surrounding neighborhoods and business centers. The system also serves as the location for utilities and storm water drainage facilities. There was an estimated 51 miles of streets and highways in the City of Cedarburg in 2007.

Street and highway system design is based on the primary function served. There are three classifications recognized: 1) arterial streets; 2) collector streets; and 3) land access streets.

Arterial Streets are defined as streets and highways which are principally intended to provide a high degree of travel and mobility, serving the through movement of traffic and providing transportation service between major suburban areas or through the area. Arterial streets and highways are classified by the unit of government that has responsibility, or jurisdiction, over the

facility. The Wisconsin Department of Transportation (WisDOT) has jurisdiction over the State Trunk Highway system, Ozaukee County has jurisdiction over the County trunk highway system, and the City of Cedarburg has jurisdiction over the local streets within its corporate limits. Arterial streets and highways in the City of Cedarburg are shown on Map 3.1. The arterial street system should be integrated with the area-wide system. Access to abutting property from an arterial street is a secondary function and should always be subordinate to the primary function of traffic movement.

Arterial streets are typically spaced at about one-half mile intervals in high-density areas, one-mile intervals in medium density areas and two-mile intervals in low-density areas. To serve travel effectively, and to make efficient use of public resources, the arterial street system is planned as an integrated system, irrespective of jurisdictional boundaries and responsibilities for streets and highways, with consideration of existing and future traffic volumes.

The State Trunk Highway System, which includes Interstate Highways, U.S.-numbered highways, and State highways, generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest degree of access control, and serve land uses of Statewide or regional significance. State Trunk Highways (STH) serve the longest trips, principally carrying traffic traveling through the community or County and between the City or County to other Cities or Counties. County trunk highways (CTH) should form an integrated system with the State Trunk Highways and principally serve traffic between the community and other communities in the County. Local arterial streets serve the shortest trips, serve locally-orientated land uses, carry the lightest traffic volumes than the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within the community.

Collector Streets are defined as streets or highways which are intended to serve primarily as connections between the arterial system and the land access street system. In addition to collecting traffic from and distributing traffic to the land access streets, collector streets usually provide the same principal function as land access streets; that of providing access to abutting property. The right-of-way width and cross-section for collector streets are generally uniform throughout the City as specified in the Land Division Ordinance.

Land Access (Local) Streets are defined as streets which are intended to serve primarily as a means of access to abutting properties, principally serving the residential areas of a community. WisDot maintains a detailed database of local street information in the "Wisconsin Information System for Local Roads" (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement ratings, the presence and type of shoulders or curbs, and the presence of sidewalks are available through a database that can be accessed through the WisDot website by registered users. Under Section 86.302 of the Wisconsin Statutes, pavement ratings must be submitted to WisDot by each community every other year. The PASER method (Pavement Surface Evaluation and Rating) is the most commonly used method in Wisconsin.

Collector and land access (local) streets should form a street system within neighborhoods determined by arterial streets or other natural boundaries. Collector and land access streets should not be extended directly through a neighborhood, or from neighborhood to neighborhood. The street system should be designed to discourage through traffic from traveling within the neighborhood, but should be designed to permit direct travel by personal vehicle, bicycle, and walking within the neighborhood.

Right-of-Way Width

The right-of-way is the limit of publicly-owned land encompassing a street. The minimum right-of-way width of all proposed and existing streets shall generally be as follows:

Arterial streets	100 – 120 feet
Collector streets	80 feet
Local streets	60 feet

Recognizing that some streets and adjacent development in Cedarburg existed prior to current transportation design standards, the right-of-way widths do vary throughout the City of Cedarburg but can be modified by action of the Common Council as necessary to preserve the character of the historic development patterns of the past.

Congestion Measures

Level-of-service designations are used to quantitatively measure the operational characteristics of the arterial street system. There are six levels of service corresponding to letters "A" through "F" of the alphabet; "A" describes free-flow, unrestricted traffic conditions and "F" describes a breakdown in traffic flow. At level-of-service "A" or "B", traffic would operate during peak traffic periods without any speed reduction and with minimal average signalized intersection delays of only 5 to 15 seconds. Level-of –service "C" would experience no traffic congestion during peak traffic periods with no speed reduction and average signalized intersection delays would be about 15 seconds. There may, however, be some restrictions on lane changing and some difficulty in making left turns across traffic at driveways and unsignalized intersections. With level-of –service "D" conditions, traffic would experience a 5% to 10% reduction in travel speed from free-flow speeds, as average signalized intersection delays would increase to about 25 seconds. There would also be restrictions on lane changing and maneuverability and difficulty in making left turns across traffic at unsignalized intersections and driveways. At level-of-service "E", traffic would be severely congested during peak traffic periods. During peak periods, traffic would experience a 10% to 25% reduction in travel speed from free-flow and average intersection delays of about 35 seconds. There would be significant restrictions on lane changing and maneuverability and significant difficulty in making left turns across traffic at unsignalized intersections and driveways. Level-of-service "F" conditions would exhibit extreme travel congestion during peak traffic periods. Traffic would experience a 25% to 70% reduction in travel speed with substantial delays at signalized intersections. Average delays to each vehicle at controlled intersections may exceed 35 seconds and could approach 120 seconds. Vehicles may have to wait through more than one traffic-signal red phase to clear an intersection.

Facility Inventory

State Highways

State highways generally carry the highest volume of traffic, have the highest degree of access control and principally carry traffic through the City and/or County. Prior to 1993, the City of Cedarburg had one State Trunk Highway (STH 57) located within its boundary. However, that was reclassified based on an analysis of traffic volume and adjacent land uses conducted in 1984, which determined that STH 57 (Washington Avenue) did not meet the criterion for a State Trunk

Highway. (See SEWRPC, Ozaukee County Jurisdictional Highway Plan, January 1993.) That study resulted in the City of Cedarburg entering into a Jurisdictional Transfer Agreement in 1993 with the State Department of Transportation which contained the provision that Wauwatosa Road would become a State Highway (STH 181) and the jurisdiction of STH 57 would shift to local control.

In 2005, the City of Cedarburg annexed just less than 300 acres located along the north and south side of STH 60 between Cedar Creek and the 5 Corners intersection. As a result of this annexation, Cedarburg now has two State highways within its jurisdiction: Wauwatosa Road (STH 181) and State Highway 60.

STH 181 (Wauwatosa Road) skirts the City on a north/south axes approximately 1.5 miles west of the downtown area and passes through urban type residential areas and rural agricultural areas. This highway provides for efficient movement of traffic for destinations in, through and beyond the City's limits. In order to protect the health, safety, and welfare of its residents and to promote the rural character of the area, the City of Cedarburg is on record as supporting only limited roadway improvements to STH 181. More specifically, the Cedarburg Common Council recommends the STH 181 intersections with Western Road and Bridge Road be designed with 12 foot travel lanes and that these intersections be controlled with stop and go lights. The roadway should otherwise be limited to two lanes; one in each direction. Raised medians be prohibited and instead corrugated concrete medians be required. A pedestrian/bicycle path should be constructed within the right-of-way along the east side of STH 181. The State Department of Transportation has plans to widen STH 60 to four travel lanes, two in each direction.

Primary Arterials

Traffic mobility is the major function of these roads although land access is important for the businesses and residences. Following are the primary arterials serving the City of Cedarburg: Washington Avenue, Columbia Road, and Pioneer Road. Washington Avenue cuts through the heart of the City where it serves the commercial development south of Lincoln Boulevard and the downtown business district. Because Washington Avenue serves both commercial areas and

also extends through old historic residential neighborhoods, traffic should be kept slow, with cautious movements. The annual average daily traffic volume (ADT) for Washington Avenue between Columbia Road and Bridge Road was 11,200; from Columbia Road to Hamilton Road was 16,400; and Hamilton Road to Lincoln Boulevard was 17,400 in 2001. Columbia Road, connecting downtown Cedarburg with the Village of Grafton, had an annual average traffic count of 7,700 from Washington Avenue to Keup Road and 12,200 east of Keup Road in 2001. Pioneer Road serves as the link from Cedarburg to I-43 and beyond to the City of Milwaukee. In 2001, the ADT for Pioneer Road between STH 181 and Washington Avenue was 9,500 and east of Washington Avenue was 9,100.

Secondary Arterials

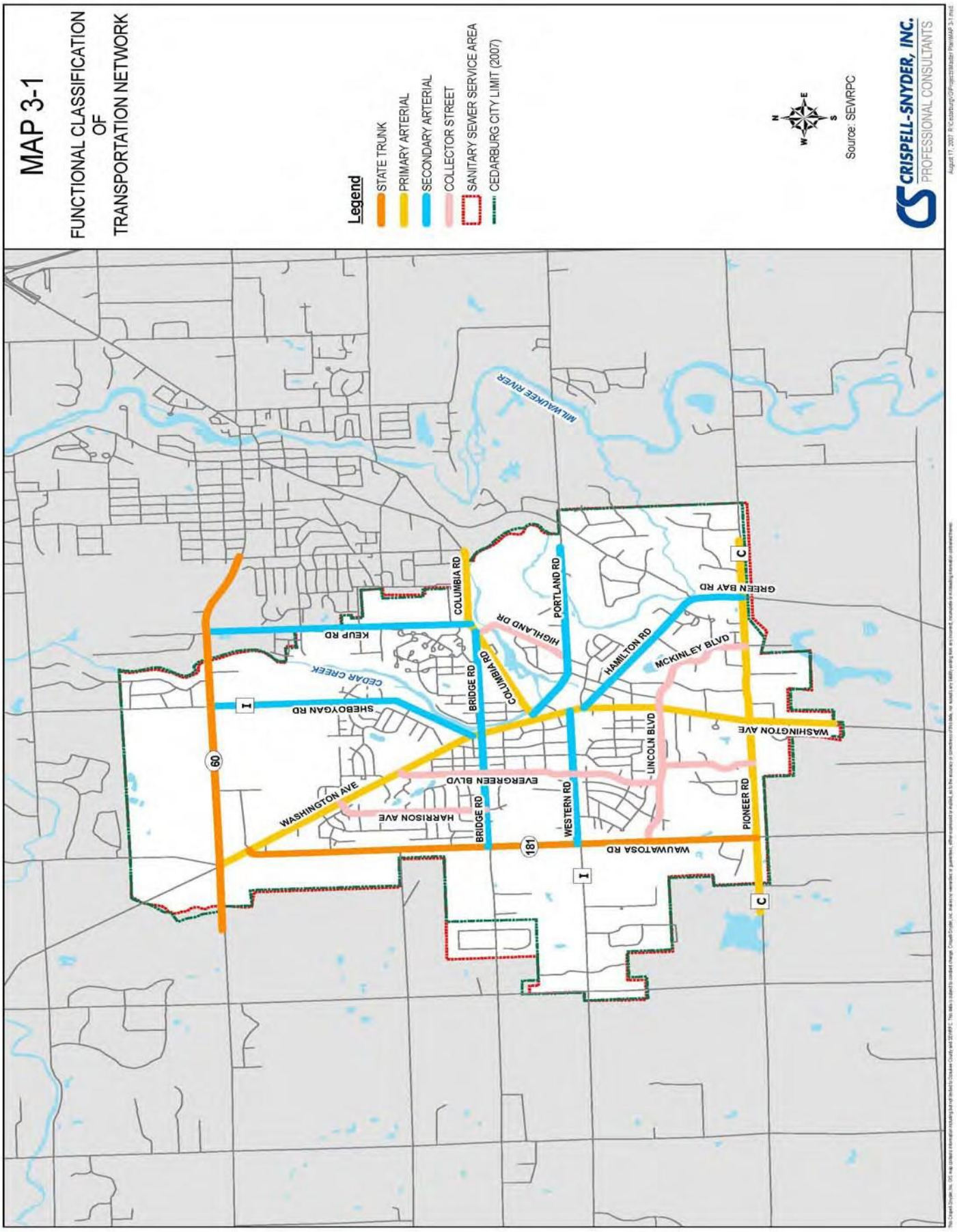
Traffic mobility is a major function of these roads; however, land access is important for businesses and residences. Bridge Road, Western Road, Sheboygan Road, Keup Road, Hamilton Road and Portland Road are considered secondary arterials. Bridge Road and Western Road serve as major east/west links to and from the City for traffic heading to STH 181 or further to the west. Sheboygan Road and Keup Road are the major links to and from STH 60 and north, east or west thereof.

Collector Streets

Collector streets are intended to serve primarily as connections between the arterial street system and land access streets. They also perform a secondary function of providing access to abutting properties. These include Evergreen Boulevard, Lincoln Boulevard, McKinley Boulevard, Harrison Avenue and Highland Drive.

Local Streets

The primary function of local streets is land access. The remaining roads are classified as local streets.


MAP 3-1
FUNCTIONAL CLASSIFICATION OF TRANSPORTATION NETWORK
Legend
STATE TRUNK
PRIMARY ARTERIAL
SECONDARY ARTERIAL
COLLECTOR STREET
SANITARY SEWER SERVICE AREA
CEDARBURG CITY LIMIT (2007)
Source: SEWRPC
CRISPELL-SNYDER, INC.
PROFESSIONAL CONSULTANTS
MILWAUKEE RIVER
CEDAR CREEK
COLUMBIA RD
KEUP RD
SHEBOYGAN RD
BRIDGE RD
HIGHLAND DR
PORTLAND RD
HAMILTON RD
GREEN BAY RD
MCKINLEY BLVD
WASHINGTON AVE
LINCOLN BLVD
EVERGREEN BLVD
HARRISON AVE
WESTERN RD
PIONEER RD
WAUWATOSA RD
60
181
I
C

Pedestrian & Bicycle Facilities

Sidewalks and pedestrian trails are very important to the City of Cedarburg as they provide a passive form of connectivity throughout the City. Sidewalks in particular provide a safe and healthy way for pedestrians to travel anywhere in the City as they exist on both sides of all streets throughout the City. Pedestrian/bike trails are generally found along the more rural arterials and the Interurban Trail cuts through the center of the City within the WEPCO right-of- way. The City's pedestrian trail system is intended to interconnect with the Town of Cedarburg's more rural trails to provide passive connectivity between these two communities.

To ensure pedestrian safety, the City of Cedarburg promotes programs such as "Cedarburg STOPS For Pedestrians" which recognizes that motorists and pedestrians share access to the public right-of-way and requires the operator of a vehicle to reduce speed, or stop if necessary, to avoid endangering, colliding with or interfering in any way with pedestrians. Furthermore, to provide added safety for pedestrians, Cedarburg has introduced certain restrictions on semi- trailer truck traffic traveling through Cedarburg on Washington Avenue and Columbia Road where sidewalks are close to travel lanes. Instead, semi-trailer truck traffic is directed to State Highway 60, Wauwatosa Road and Pioneer Road where traffic is diverted around the center of the City.

In order to effectively maintain the quality of its sidewalks, the City has a sidewalk replacement program in place which requires the City Engineering Department to inspect up to 20% of the City's sidewalks, on an annual basis, to determine whether sidewalk repair or replacement is necessary. Where needed, repairs and/or replacement take place annually.

One of the most popular trails in the City is the Ozaukee Interurban Trail which cuts through the heart of Cedarburg along the same route as the former Interurban railway. That railway served as a mass transit system connecting Sheboygan and Ozaukee Counties with the City of Milwaukee in the early 1900's. The Interurban was established in 1905 when the right-of-way was acquired by the Milwaukee Electric Railway and Light Company for development of an improved rapid transit system from Milwaukee to Sheboygan. The Northern Route, the interurban electric railway from Milwaukee to Sheboygan, had stops in the mostly rural communities of Brown

Deer, Thiensville, Cedarburg, Grafton, Port Washington, Belgium, Cedar Grove, Oostburg and Sheboygan. This system operated for years before finally discontinuing in the 1950's.

The Ozaukee Interurban Trail is a 30-mile paved trail that spans the entire length of Ozaukee County. The majority of the trail is off-road and perfect for family enjoyment. The trail connects the communities of Mequon, Thiensville, Cedarburg, Grafton, Port Washington and Belgium by using the existing right-of-way owned by We Energies. The trail can be used as a commuter route for employment, businesses, industry and commerce. Unlike many recreational trails in the State of Wisconsin, use of the Ozaukee Interurban Trail is free for everyone. The trail is intended for year round uses, such as biking, in-line skating, walking, running and cross-country skiing. Motorized vehicles and horses are not allowed on the trail. The trail route connects historic downtowns with natural landscapes. Views along the trail include hardwood woodlands, wetlands, farmlands, Cedar Creek, the Milwaukee River, Lake Michigan and it is designated as a "Great Wisconsin Birding Trail."

Bridges

There are four vehicular bridges and two pedestrian bridges in the City of Cedarburg. The vehicular bridges include the Bridge Road bridge, the Columbia Road bridge, the Highland Avenue bridge and the Portland Road bridge. The pedestrian bridges include the Interurban Bridge which crosses Cedar Creek in the downtown area and the City Park bridge crossing Cedar Creek for park access. The Official City Map also identifies one future pedestrian bridge over Cedar Creek to be located at West Highland Drive approximately ½ mile south of Highway 60. These bridges are inspected annually and while Ozaukee County covers the costs of these inspections, it is the responsibility of the City of Cedarburg to conduct the preventive maintenance as stated in the inspection reports. Following is a description of the City bridges:

- The Bridge Road bridge was reconstructed in the fall of 2002 as part of a public works project that included the replacement of the deteriorate bridge deck, sidewalks, parapet walls and the east wing walls. During the construction process it was discovered that the stone arch base structure was also in need of attention to stabilize it as the stone work of the arches were beginning to separate. Because of this, it was decided that additional

maintenance work was needed and as a result, the arch base was tuck pointed and reinforced with tie rods. The Bridge Road bridge is now structurally sound and with proper maintenance should remain safe and usable for years into the future.

- The Columbia Road bridge, located east of the Washington Avenue/Columbia Road intersection, was one of the first to cross Cedar Creek and consequently is near some of the most photographed sites in the City. Its current substructure was constructed in 1949 after the original bridge was determined to be inadequate to support the changing automobile industry and the ever increasing traffic counts. The bridge was reconstructed with new approaches and a new deck in 1988. This bridge is perhaps the most important bridge in the City as it is part of a major arterial system that supports traffic movements through historic areas of Cedarburg to Grafton and destinations beyond.
- The Highland Road bridge is located adjacent to Columbia Mill Dam just east of the Columbia Road/Bridge Road/Highland Road intersection. This stone arch bridge was constructed in 1939 with WPA funds. It is a major connection for those areas located south and east of Cedar Creek.
- The Portland Road Bridge is located at the east end of City Park where Portland Avenue crosses the old tail race from Ruck Dam as it winds around to reconnect with Cedar Creek. This bridge is a simple box culvert with a decorative stone wall along the south side of Portland Avenue and a less impressive masonry wall along the north side.

Existing Public Transit System

Public transportation provides a means of travel for people by publicly owned and operated vehicles between trip origins and destinations, and may be divided into service provided for the general public and service provided to special population groups. Certain segments of the population may be expected to have a greater dependence on public transit because they have more limited access to the automobile as a mode of transportation then the general public. Five transit-dependant groups have been identified which include: 1) school age children, 2) aged individuals, 3) persons of low-income households, 4) households with no vehicles, 5) disabled individuals.

Cedarburg is served by the Ozaukee County Transit Service, the Ozaukee County Express Bus and the Ozaukee County Taxi System.

On August 5, 1996, Ozaukee County and the Ozaukee County Transportation Management Association initiated operation of a new, publicly-subsidized bus service between Ozaukee County and central Milwaukee County. The basis for the new express bus service was set forth in the commuter bus element of the first Ozaukee County transit system development plan which recommended establishment of a commuter bus route and a system of connecting shuttle routes to transport workers between central Milwaukee and Ozaukee County employment centers. Ozaukee County established a second component of its public transit system, the Ozaukee County Taxi System, in 1998 to provide local, shared-ride taxicab service throughout the County.

Other Public Transit Services

The Milwaukee County Transit System is important to the operation of the Ozaukee County Express Bus System as many of the routes connect with Route No. 143 and provide service to and from the home for the daily work trips made on the Ozaukee County bus and shuttle services. Specialized transportation services for aged and disabled individual are also provided in the County by a number of public and private nonprofit agencies and organizations, by private medical facilities and by private, for-profit transportation companies. These are typically provided based on demand rather than on a fixed schedule.

Former Public Transit Services

The Milwaukee Electric Railway and Light Company owned and operated an interurban electric railway linking Milwaukee to many of the surrounding communities to as far north as Sheboygan from its inception in 1905 to the end of operation in 1951. During its operation, this interurban line was an important means of transportation for a work force that lived along its route to jobs in Milwaukee. It was made famous for transporting African-American blues musicians to the main recording studio for Paramount Records recording label in Port Washington and ultimately in Grafton.

Interregional Public Transportation

Rail, bus, ferry and airline carriers provide City of Cedarburg residents with public transportation service between the Southeastern Wisconsin Region and cities across the country.

Rail Service

As a result of a railway engineer's decision to locate the Milwaukee-to-Green Bay rail line close to the settlement of Cedarburg in 1870, the City of Cedarburg had an important developmental advantage over the older community of Hamilton. This lead to the steady decline in growth for Hamilton and only with increases in mobility did that decline cease. Currently, intercity passenger train service in the region is provided by Amtrak over Canadian Pacific Railway tracks, with stops at the downtown Milwaukee Amtrak depot and Sturtevant in 2001. In January 2005, Amtrak service to General Mitchell International Airport began. Amtrak operates six weekday trains in each direction between Milwaukee and Chicago and one weekday train in each direction between Milwaukee, St. Paul – Minneapolis, Chicago and Seattle. Commuter rail service is provided between Kenosha and Chicago by Metra's Union Pacific North line with intermediate stops between Kenosha and downtown Chicago in northeast Illinois north shore suburbs. Studies are underway to potentially extend Metra service from Chicago/Kenosha to Milwaukee.

Bus Service

Intercity bus services are currently provided by four carriers. However, none of the buses make stops in Ozaukee County. Badger Coaches provide daily round trips between Madison, downtown Milwaukee and General Mitchell International Airport. Services provided by Greyhound, in Southeastern Wisconsin, is centered in Milwaukee, which the carrier used as a regional hub at which passengers had the opportunity to transfer between buses. Greyhound operates a route between Milwaukee and Green Bay with stops in Manitowoc and Oshkosh. Daily service provided by Lamers Bus Lines includes one bus trip in each direction between Milwaukee and Wausau with a stop in Appleton. Weekday service provided by United Limo includes 11 round-trips between Goerke's Corners in Waukesha County and Chicago O'Hare International Airport, with stops in downtown Milwaukee and at General Mitchell International Airport.

Ferry Service

There is Lake Michigan cross-lake ferry service available between Milwaukee and Muskegon, Michigan and between Manitowoc and Ludington, Michigan. Both ferry services operate during the months of May through October of each year.

Air Service

Milwaukee's General Mitchell International Airport is located approximately 30 miles to the south and is the largest scheduled passenger service airport in Wisconsin. The sixteen airlines that serve this medium-hub airport provide nonstop and indirect service to approximately 90 cities nationwide, with an average of 220 daily arrivals and departures. Timmerman Airport is a general aviation facility located on the northwest side of Milwaukee. It serves as a "reliever" airport for General Mitchell International. Grob Field, a small private airport, is located in the Town of Cedarburg along the north side of Highway 60 west of Highway I and serves recreational flight.

Transportation Issues Identified by the City of Cedarburg

- Create a City Road Plan and establish a traffic study format with allowances for annual review.
- Reconcile zoning and land uses to prohibit development that adds undesirable weight and volume to existing roads.
- Be careful in giving up control of roads within the community that could affect control of its uses and the City's destiny.
- Work to maintain influence over Wauwatosa Road and State Highway 60 to guarantee community input in the future.
- Engage "traffic calming" road designs and discourage internal pass-through commuter traffic.
- New road construction should be networked with existing roadways to ensure connectivity.
- Bike paths shall be an integral part of the City's transportation system.

Transportation Goals, Principles and Standards

In addition to the Goals, Principles and Standards listed below, the City Common Council endorses the new design year 2025 Regional Transportation System Plan and integrates the recommendations of the plan into the City's planning, regulatory and other activities related to transportation.

Goal

Provide a transportation system which is economical and maintained in a timely planned manner.

- Objectives:
  - In accordance with State law, the City should continue using PASERWARE to evaluate all roads in the City to update ratings as required.
  - Use the City of Cedarburg Capital Improvements Plan and Budget to coordinate annual road improvements and maintenance.
  - Periodically review the Transportation Network Map provided in this Chapter to ensure that it accurately reflects changes indicated on the Official City Map and current development plans.

Goal

Maintain a multi-modal transportation system which will effectively serve the existing land use pattern and promote the implementation of the Comprehensive Land Use Plan.

- Objectives:
  - Provide off-road alternative pedestrian and bicycle routes for recreation and transportation.
  - Increase public awareness of public transportation services.
  - Coordinate with adjacent communities and the County to provide a viable public transportation network where feasible and appropriate.

Goal

Balance the roadway needs of through-traffic commuters with the needs of the adjacent neighborhoods to minimize disturbances and adverse impacts on the neighborhoods.

- Objectives:
  - Apply traffic calming techniques where appropriate.
  - Preserve existing trees and plant new ones along all roadways.
  - Continue to separate the traveled portion of the road from pedestrian and neighboring properties.
  - Direct the flow of general truck traffic to those roads most suitable and away from residential areas.

Goal

Provide a transportation system which reduces accident exposure and provides for increased travel safety and personal security.

- Objectives:
  - Control access along arterial and collector streets by enforcing the access requirements of the Land Division and Subdivision Code.
  - Maintain street paving in good condition.
  - Make sure that roadway design and capacity standards are appropriately related to road function.

Goal

Provide bicycle and pedestrian ways that reduce accident exposure and ensures increased safety and personal security.

- Objectives:
  - Bike and/or pedestrian paths should be encouraged in all new development.
  - Continue the sidewalk replacement program to ensure safe pedestrian travel.
  - Coordinate efforts with Ozaukee County to ensure proper maintenance of the Interurban Trail system.
  - Provide adequate directional signage along the City's trails.
  - Continue to invest in programs to ensure safe and health conditions for pedestrian traffic.

- Principles
  - An integrated multi-modal system connects major land use activities within the City, providing the accessibility essential to support those activities. Through its effect on accessibility, the City's transportation system can be used to encourage development in desirable locations and to discourage development in undesirable areas.
  - Total transportation cost for the desired level of service should be minimized. Undue investment in transportation facilities and service must occur at the expense of other public and private investments.
  - A flexible, intermodal transportation system is necessary to provide an adequate level of service to all segments of the population and to support essential economic and social activities. The City's transportation system consisting of arterial, collector and local streets, highways, public transit facilities, bicycle and pedestrian facilities can be located and designed to be readily adaptable to changes in transportation technology.
  - Adverse effects on the natural environment, air pollution, water pollution and the loss of natural habitat can be minimized through proper location, design and operation of the transportation system.
  - Every attempt should be made to reduce both the incidence and severity of accidents.

Specific Recommendations

- State HWY 181 intersections with Bridge Road and Western Road should be designed as follows:
  - Require 12 foot travel lanes.
  - Prohibit raised medians and instead require corrugated concrete medians similar to those at the Friestadt Road/Wauwatosa Road intersection.
  - Require stop and go lights at each intersection.
  - Require bicycle/pedestrian path on east side of Wauwatosa Road between Western Road and Bridge Road.
  - Require curb and gutter on east side of Wauwatosa Road to allow bicycle/pedestrian path to be constructed fully within the road right-of-way.
  - Work with the Cedarburg School District to open access road between Webster School and the High School.

- Wauwatosa Road should remain a two lane road except at the intersections as noted above.
- The number of driveway cuts should be held to a minimum along Primary Arterials (i.e. Washington Avenue, Pioneer Road, Columbia Road).
- The City should continue to work on establishing a riverwalk along Cedar Creek between Bridge Street and Cedar Creek Park.

CHAPTER 3
TRANSPORTATION ELEMENT

66.1001(2)(c) Wis. Stat.:

> **Transportation Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation service systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals, and programs to the state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural transportation plans, airport master plans and rail plans that apply to the local governmental unit.

Transportation System

A properly planned transportation network is necessary and vital for the efficient movement of people, goods and services. Different types of uses and intensities of land use impose a variety of demands on streets and highways. Existing and new transportation facilities have significant affects on how adjacent lands develop. Accordingly, the coordination of land use and transportation improvements is critical for the attractive and efficient growth of a community. Streets and roads function as a connective network, dispersing traffic and offering a variety of pedestrian, bicycle, and vehicular routes to any destination while joining and integrating neighborhoods with surrounding neighborhoods and business centers. The system also serves as a location for utilities and storm water drainage facilities. There was an estimated 58.5 miles of streets and highways in the City of Cedarburg in 2025.

The street and highway classification system design is based on the primary function served. There are three classifications recognized: 1) arterial streets; 2) collector streets; and 3) land access streets.

The State Trunk Highway System, which includes Interstate Highways, U.S.-numbered highways, and State highways, generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest degree of access control, and serve land uses of Statewide or regional significance. State Trunk Highways (STH) serve the longest trips, principally carrying traffic traveling through

the community or County and between the City or County to other Cities or Counties. County trunk highways (CTH) should form an integrated system with the State Trunk Highways and principally serve traffic between the community and other communities in the County. Local arterial streets serve the shortest trips, serve locally-orientated land uses, carry the lightest traffic volumes than the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within the community.

Arterial Streets are defined as streets and highways which are principally intended to provide a high degree of travel and mobility, serving the through movement of traffic and providing transportation service between major suburban areas or through the area. Arterial streets and highways are classified by the unit of government that has responsibility, or jurisdiction, over the facility. The Wisconsin Department of Transportation (WisDOT) has jurisdiction over the State Trunk Highway system, Ozaukee County has jurisdiction over the County trunk highway system, and the City of Cedarburg has jurisdiction over the local streets within its corporate limits. Arterial streets and highways in the City of Cedarburg are shown on Map 3.1. The arterial street system should be integrated with the area-wide system. Access to abutting property from an arterial street is a secondary function and should always be subordinate to the primary function of traffic movement.

Arterial streets are typically spaced at about one-half mile intervals in high-density areas, one-mile intervals in medium density areas and two-mile intervals in low-density areas. To serve travel effectively, and to make efficient use of public resources, the arterial street system is planned as an integrated system, irrespective of jurisdictional boundaries and responsibilities for streets and highways, with consideration of existing and future traffic volumes.

Collector Streets are defined as streets or highways which are intended to serve primarily as connections between the arterial system and the land access street system. In addition to collecting traffic from and distributing traffic to the land access streets, collector streets usually provide the same principal function as land access streets; that of providing access to abutting property. The right-of-way width and cross-section for collector streets are generally uniform throughout the City as specified in the Land Division Ordinance.

Land Access (Local) Streets are defined as streets which are intended to serve primarily as a means of access to abutting properties, principally serving the residential areas of a community. WisDot maintains a detailed database of local street information in the "Wisconsin Information System for Local Roads" (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement ratings, the presence and type of shoulders or curbs, and the presence of sidewalks are available through a database that can be accessed through the WisDot website by registered users. Under Section 86.302 of the Wisconsin Statutes, pavement ratings must be submitted to WisDot by each community every other year. The PASER method (Pavement Surface Evaluation and Rating) is the most commonly used method in Wisconsin.

Collector and land access (local) streets should form a street system within neighborhoods determined by arterial streets or other natural boundaries. Collector and land access streets should not be extended directly through a neighborhood, or from neighborhood to neighborhood. The street system should be designed to discourage through traffic from traveling within the neighborhood, but should be designed to permit direct travel by personal vehicle, bicycle, and walking within the neighborhood.

Right-of-Way Width

The right-of-way is the limit of publicly-owned land encompassing a street. The minimum right-of-way width of all proposed and existing streets shall generally be as follows:

Arterial streets	100
Collector streets	80 feet
Local streets	60 feet

Recognizing that some streets and adjacent development in Cedarburg existed prior to current transportation design standards, the right-of-way widths do vary throughout the City of Cedarburg but can be modified by action of the Common Council as necessary to preserve the character of the historic development patterns of the past.

Congestion Measures

Level-of-service designations are used to quantitatively measure the operational characteristics of the arterial street system. There are six levels of service corresponding to letters "A" through "F" of the alphabet; "A" describes free-flow, unrestricted traffic conditions and "F" describes a breakdown in traffic flow. At level-of-service "A" or "B", traffic would operate during peak traffic

periods without any speed reduction and with minimal average signalized intersection delays of only 5 to 15 seconds. Level-of –service "C" would experience no traffic congestion during peak traffic periods with no speed reduction and average signalized intersection delays would be about 15 seconds. There may, however, be some restrictions on lane changing and some difficulty in making left turns across traffic at driveways and unsignalized intersections. With level-of –service "D" conditions, traffic would experience a 5% to 10% reduction in travel speed from free-flow speeds, as average signalized intersection delays would increase to about 25 seconds. There would also be restrictions on lane changing and maneuverability and difficulty in making left turns across traffic at unsignalized intersections and driveways. At level-of-service "E", traffic would be severely congested during peak traffic periods. During peak periods, traffic would experience a 10% to 25% reduction in travel speed from free-flow and average intersection delays of about 35 seconds. There would be significant restrictions on lane changing and maneuverability and significant difficulty in making left turns across traffic at unsignalized intersections and driveways. Level-of-service "F" conditions would exhibit extreme travel congestion during peak traffic periods. Traffic would experience a 25% to 70% reduction in travel speed with substantial delays at signalized intersections. Average delays to each vehicle at controlled intersections may exceed 35 seconds and could approach 120 seconds. Vehicles may have to wait through more than one traffic-signal red phase to clear an intersection.

Facility Inventory

State Highways

State highways generally carry the highest volume of traffic, have the highest degree of access control and principally carry traffic through the City and/or County. Prior to 1993, the City of Cedarburg had one State Trunk Highway (STH 57) located within its boundary. However, that was reclassified based on an analysis of traffic volume and adjacent land uses conducted in 1984, which determined that STH 57 (Washington Avenue) did not meet the criterion for a State Trunk

Highway. (See SEWRPC, Ozaukee County Jurisdictional Highway Plan, January 1993.) That study resulted in the City of Cedarburg entering into a Jurisdictional Transfer Agreement in 1993 with the State Department of Transportation which contained the provision that Wauwatosa Road would become a State Highway (STH 181) and the jurisdiction of STH 57 would shift to local control.

In 2005, the City of Cedarburg annexed just less than 300 acres located along the north and south side of STH 60 between Cedar Creek and the 5 Corners intersection. As a result of this annexation, Cedarburg now has two State highways within its jurisdiction: Wauwatosa Road (STH 181) and State Highway 60.

STH 181 (Wauwatosa Road) skirts the City on a north/south axes approximately 1.5 miles west of the downtown area and passes through urban type residential areas and rural agricultural areas. This highway provides for efficient movement of traffic for destinations in, through and beyond the City's limits. In 2013, the State Department of Transportation added roundabouts at the STH 181 intersections with Western road and Bridge Road, and STH 181 was upgraded to a 3-lane TWLTL (two way left turn lane) between the roundabouts. A pedestrian/bicycle path should be constructed within the right-of-way along the east side of STH 181. The State Department of Transportation plans for STH 60 remain uncertain at this point.

Primary Arterials

Traffic mobility is the major function of these roads although land access is important for the businesses and residences. Following are the primary arterials serving the City of Cedarburg: Washington Avenue, Columbia Road, and Pioneer Road. Washington Avenue cuts through the heart of the City where it serves the commercial development south of Lincoln Boulevard and the downtown business district. Because Washington Avenue serves both commercial areas and also extends through old historic residential neighborhoods, traffic should be kept slow, with cautious movements. The annual average daily traffic volume (ADT) for Washington Avenue between Columbia Road and Bridge Road was 7,000; from Columbia Road to Hamilton Road was 10,600; and Hamilton Road to Lincoln Boulevard was 11,100 in 2023. Columbia Road, connecting downtown Cedarburg with the Village of Grafton, had an annual average traffic count of 5,100 from Washington Avenue to Keup Road and 8,400 east of Keup Road in 2023. Pioneer Road serves as the link from Cedarburg to I-43 and beyond to the City of Milwaukee. In 2023, the ADT for Pioneer Road between STH 181 and Washington Avenue was 6,200 and east of Washington Avenue was 8,200.

Secondary Arterials

Traffic mobility is a major function of these roads; however, land access is important for businesses and residences. Bridge Road, Western Road, Sheboygan Road, Keup Road, Hamilton Road and Portland Road are considered secondary arterials. Bridge Road and Western Road serve as major

east/west links to and from the City for traffic heading to STH 181 or further to the west. Sheboygan Road and Keup Road are the major links to and from STH 60 and north, east or west thereof.

Collector Streets

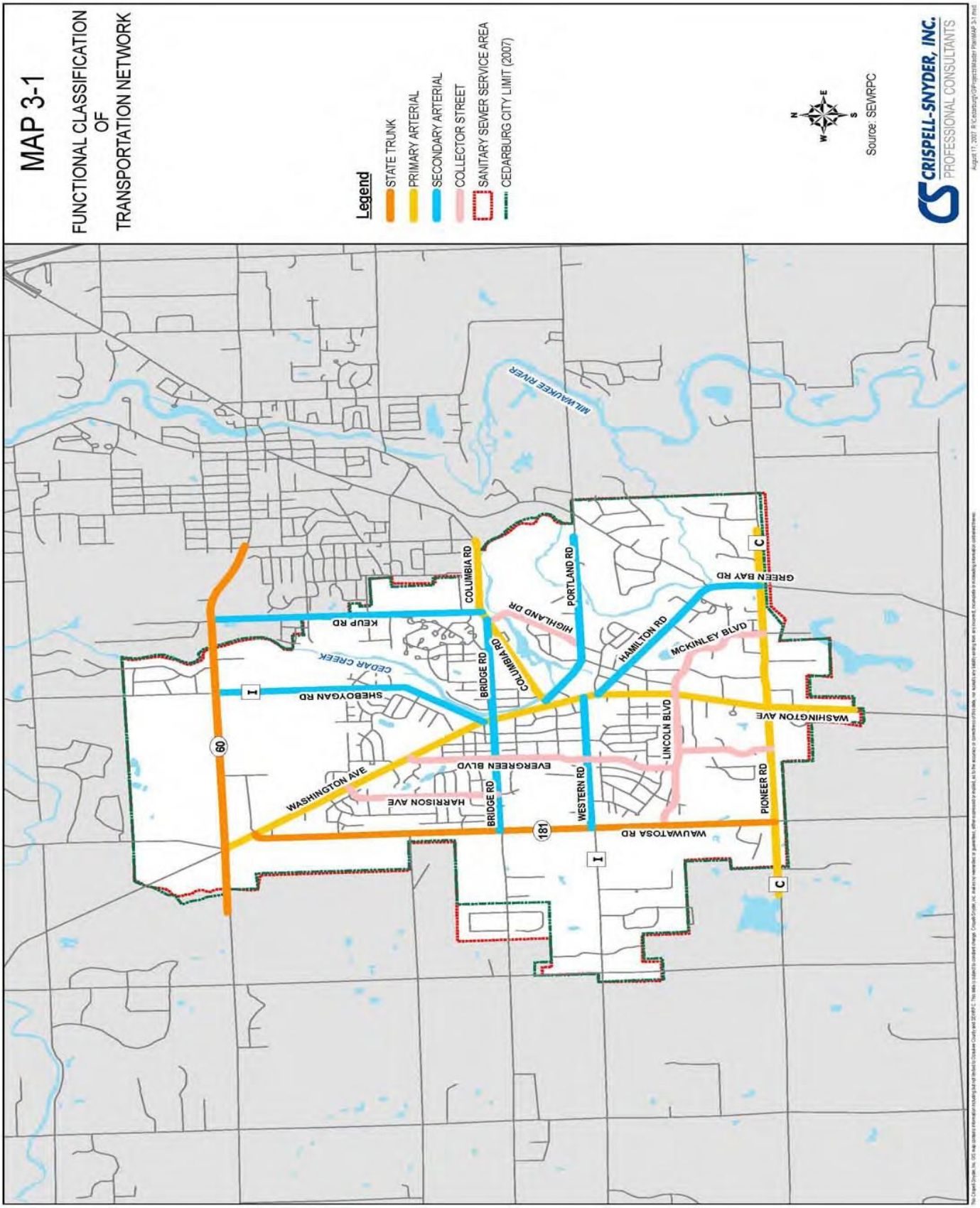
Collector streets are intended to serve primarily as connections between the arterial street system and land access streets. They also perform a secondary function of providing access to abutting properties. These include Evergreen Boulevard, Lincoln Boulevard, McKinley Boulevard, Harrison Avenue and Highland Drive.

Local Streets

The primary function of local streets is land access. The remaining roads are classified as local streets.

Map 3-1 below depicts the Functional Classification of the City's Transportation Network.

MAP TO BE UPDATED



Pedestrian & Bicycle Facilities

Sidewalks and pedestrian trails are very important to the City of Cedarburg as they provide a passive form of recreation and functional connectivity throughout the City. Sidewalks in particular provide a safe and healthy way for pedestrians to travel anywhere in the City as they exist on both sides of all streets throughout most of the City. Pedestrian/bike trails are generally found along the more rural arterials and the Interurban Trail cuts through the center of the City within the WEPCO right-of- way. The City's pedestrian trail system is intended to interconnect with the Town of Cedarburg's more rural trails to provide passive and functional connectivity between the two communities.

To ensure pedestrian safety, the City of Cedarburg promotes programs such as "Cedarburg STOPS For Pedestrians" which recognizes that motorists and pedestrians share access to the public right-of-way and requires the operator of a vehicle to reduce speed, or stop if necessary, to avoid endangering, colliding with or interfering in any way with pedestrians. Furthermore, to provide added safety for pedestrians, Cedarburg has introduced certain restrictions on semi- trailer truck traffic traveling through Cedarburg on Washington Avenue and Columbia Road where sidewalks are close to travel lanes. Instead, semi-trailer truck traffic is directed to State Highway 60, Wauwatosa Road and Pioneer Road where traffic is diverted around the center of the City.

In order to effectively maintain the quality of its sidewalks, the City has a sidewalk replacement program in place which requires the City Engineering Department to inspect up to 20% of the City's sidewalks, on an annual basis, to determine whether sidewalk repair or replacement is necessary. Where needed, repairs and/or replacement take place annually.

One of the most popular trails in the City is the Ozaukee Interurban Trail which cuts through the heart of Cedarburg along the same route as the former Interurban railway. That railway served as a mass transit system connecting Sheboygan and Ozaukee Counties with the City of Milwaukee in the early 1900's. The Interurban was established in 1905 when the right-of-way was acquired by the Milwaukee Electric Railway and Light Company for development of an improved rapid transit system from Milwaukee to Sheboygan. The Northern Route, the interurban electric railway from Milwaukee to Sheboygan, had stops in the mostly rural communities of Brown

Deer, Thiensville, Cedarburg, Grafton, Port Washington, Belgium, Cedar Grove, Oostburg and Sheboygan. This system operated for years before finally discontinuing in the 1950's.

The Ozaukee Interurban Trail is a 30-mile paved trail that spans the entire length of Ozaukee County. The majority of the trail is off-road and perfect for family enjoyment. The trail connects the communities of Mequon, Thiensville, Cedarburg, Grafton, Port Washington and Belgium by using the existing right-of-way owned by We Energies. Unlike many recreational trails in the State of Wisconsin, use of the Ozaukee Interurban Trail is free for everyone. The trail route connects historic downtowns with natural landscapes. It runs along woodlands, wetlands, farmlands and waterways, including Cedar Creek, the Milwaukee River, Lake Michigan and the Lake Michigan National Marine Sanctuary, and provides easy access to Ozaukee County's walkable downtowns. It is designated as a "Great Wisconsin Birding Trail." While primarily used for outdoor recreation, the Trail is also used as a commuter route for employment, businesses, industry and commerce. The trail is intended for year-round uses, such as biking, in-line skating, walking, running and cross-country skiing. Motorized vehicles and horses are not allowed on the trail.

Bridges

There are four vehicular bridges and two pedestrian bridges in the City of Cedarburg. The vehicular bridges include the Bridge Road bridge, the Columbia Road bridge, the Highland Avenue bridge and the Portland Road bridge. The pedestrian bridges include the Interurban Bridge which crosses Cedar Creek in the downtown area and the City Park bridge crossing Cedar Creek for park access. The possibility exists for one additional, future pedestrian bridge to be placed over Cedar Creek at West Highland Drive approximately ½ mile south of Highway 60. These bridges are inspected annually and while Ozaukee County covers the costs of these inspections, it is the responsibility of the City of Cedarburg to conduct the preventive maintenance as stated in the inspection reports. Following is a description of the City bridges:

- The Bridge Road bridge was reconstructed in the fall of 2002 as part of a public works project that included the replacement of the deteriorated bridge deck, sidewalks, parapet walls and the east wing walls. During the construction process it was discovered that the stone arch base structure was also in need of attention to stabilize it as the stonework of the arches were beginning to separate. Because of this, it was decided that additional

maintenance work was needed and as a result, the arch base was tuck pointed and reinforced with tie rods. The Bridge Road bridge is now structurally sound and with proper maintenance should remain safe and usable for years into the future.

- The Columbia Road bridge, located east of the Washington Avenue/Columbia Road intersection, was one of the first to cross Cedar Creek and consequently is near some of the most photographed sites in the City. Its current substructure was constructed in 1949 after the original bridge was determined to be inadequate to support the changing automobile industry and the ever increasing traffic counts. The bridge was reconstructed with new approaches and a new deck in 1988. This bridge is perhaps the most important bridge in the City as it is part of a major arterial system that supports traffic movements through historic areas of Cedarburg to Grafton and destinations beyond.
- The Highland Road bridge is located adjacent to Columbia Mill Dam just east of the Columbia Road/Bridge Road/Highland Road intersection. This stone arch bridge was constructed in 1939 with WPA funds. It is a major connection for those areas located south and east of Cedar Creek.
- The Portland Road Bridge is located at the east end of City Park where Portland Avenue crosses the old mill race from Ruck Dam as it winds around to reconnect with Cedar Creek. This bridge is a simple box-culvert with a decorative stone wall along the south side of Portland Avenue and a less impressive masonry wall along the north side.

Existing Public Transit System

Public transportation provides a means of travel for people by publicly owned and operated vehicles between trip origins and destinations, and may be divided into service provided for the general public and service provided to special population groups. Certain segments of the population may be expected to have a greater dependence on public transit because they have more limited access to the automobile as a mode of transportation than the general public. Five transit-dependent groups have been identified which include: 1) school age children, 2) aged individuals, 3) persons of low-income households, 4) households with no vehicles, 5) disabled individuals.

Cedarburg is served by the Ozaukee County Transit Service, the Ozaukee County Express Bus and the Ozaukee County Taxi System.

On August 5, 1996, Ozaukee County and the Ozaukee County Transportation Management Association initiated operation of a new, publicly-subsidized bus service between Ozaukee County and central Milwaukee County. The basis for the new express bus service was set forth in the commuter bus element of the first Ozaukee County transit system development plan which recommended establishment of a commuter bus route and a system of connecting shuttle routes to transport workers between central Milwaukee and Ozaukee County employment centers. This Ozaukee County Express Bus service, which provided fixed-route commuter service between Ozaukee County and downtown Milwaukee, has since been permanently eliminated. The last day of service was June 28, 2024. The Ozaukee County Board voted to terminate the service due to low ridership and high operating costs. However, Ozaukee County still offers other transportation options including Ozaukee County Shared Ride Taxi Service, established in 1998, operates every day and provides county-wide transportation, including routes that connect with the Milwaukee County Transit System (MCTS), and Ozaukee County Transit which provides connections to the (MCTS) for travel to downtown Milwaukee.

Other Public Transit Services

Specialized transportation services for aged and disabled individual are also provided in the County by a number of public and private nonprofit agencies and organizations, by private medical facilities and by private, for-profit transportation companies. These are typically provided based on demand rather than on a fixed schedule.

Historic Public Transit Services

The Milwaukee Electric Railway and Light Company owned and operated an interurban electric railway linking Milwaukee to many of the surrounding

communities to as far north as Sheboygan from its inception in 1905 to the end of operation in 1951. During its operation, this interurban line was an important means of transportation for a work force that lived along its route to jobs in Milwaukee. It was made famous for transporting African American blues musicians to the main recording studio for Paramount Records recording label in Port Washington and ultimately in Grafton.

Interregional Public Transportation

Rail, bus, ferry and airline carriers are all reasonably accessible to City of Cedarburg residents providing transportation service throughout the State and cities across the country.

Rail Service

As a result of a railway engineer's decision to locate the Milwaukee-to-Green Bay rail line close to the settlement of Cedarburg in 1870, the City of Cedarburg had an important developmental advantage over the older community of Hamilton. This lead to the steady decline in growth for Hamilton and only with increases in mobility did that decline cease. Currently, intercity passenger train service in the region is provided by Amtrak out of Milwaukee locations.

Currently the Canadian National Railway tracks run through the east side of the City generally carrying products and supplies to/from Charter Steel for instance.

Bus Service

Intercity bus services are provided by multiple carriers including, for instance, Badger, GO Riteway, Amtrak Thruway, and US Coachways. None of the buses make stops in Ozaukee County. Daily round trips between Green Bay, Madison, downtown Milwaukee and General Mitchell International Airport are generally available. Services provided by Greyhound in Southeastern Wisconsin, is centered in Milwaukee, which the carrier uses as a regional hub where passengers have the opportunity to transfer between buses.

Ferry Service

The Lake Express High Speed Ferry provides daily, seasonal transport for passengers, cars, motorcycles, and bicycles between the Port of Milwaukee and the Port of Muskegon, MI. The S.S. Badger Ferry provides similar daily service between the Port of Manitowoc, WI and the Port of Ludington, MI.

Air Service

Milwaukee's General Mitchell International Airport is located approximately 30 miles to the south and is the largest scheduled passenger service airport in Wisconsin. Numerous airlines that serve this medium-hub airport providing nonstop flights to more than 35 cities across North America connections to over 160 international locations, making it a convenient hub for travelers from Milwaukee and beyond. There are an average of 93 plane arrivals per day and 85 departures for a combined total of approximately 178 daily arrivals and departures. The West Bend Municipal Airport and the Lawrence J. Timmerman Airport are located just 8 and 13 miles respectively, from the City of Cedarburg. The former Grob Field airport (now listed as 'Closed Indefinitely' by AirNav.com), was a small private airport once located in the Town of Cedarburg along the north side of Highway 60 west of Highway I. It principally served recreational type flight.

Transportation Issues Identified by the City of Cedarburg

- Create a City Road Plan and establish a traffic study format with allowances for annual review.
- Reconcile zoning and land uses to prohibit development that adds unacceptable weight and/or volume to existing roads.
- Be careful in giving up control of roads within the community that could affect control of its uses and the City's destiny.
- Work to maintain influence over Wauwatosa Road and State Highway 60 to ensure community input in the future.

- Engage "traffic calming" road designs and discourage internal pass-through commuter traffic.
- New road construction should be networked and aligned with existing roadways to ensure connectivity.
- Bike paths shall be an integral part of the City's transportation system.

Transportation Goals, Principles and Standards

In addition to the Goals, Principles and Standards listed below, the City Common Council generally endorses the VISION 2050 (and recently adopted 2024 Update thereto), a land use and transportation plan prepared by the Southeastern Wisconsin Regional Planning Commission and generally integrates the recommendations of the plan into the City's planning, regulatory and other activities related to transportation.

Further, as a part of the City's effort toward updating the Comprehensive Plan Smart Growth Land Use Plan-2025 to 2050, it was determined early on that the City should gather independent, expert, analysis and reporting on housing, school district needs, and traffic/transportation (particularly within the City's north side growth areas) implications, to help inform its eventual land use and development decisions. The Final Technical Memorandum and related supporting data appendices which comprise the Cedarburg Traffic & Access Planning Study, jointly commissioned by the City and Town of Cedarburg for the WIS 60/Horns Corners Road to Keup Road, Washington Avenue/WIS 60 to Bridge Road, and Sheboygan Road (County I)/WIS 60 to Washington Avenue areas, are attached hereto as Appendix C.

Goal

Provide a transportation system which is economical and maintained in a timely planned manner.

- Objectives:
  - In accordance with State law, the City should continue using PASER Rating System to evaluate all roads in the City to update ratings as required.
  - Use the City of Cedarburg Capital Improvements Plan and Budget to

coordinate annual road improvement.

- Create a robust asphalt maintenance program to maintain recently reconstructed roads in good condition as might avoid very costly future repairs.
- Periodically review the Transportation Network Map provided in this Chapter to ensure that it accurately reflects changes indicated on the Official City Map and current development plans.

Goal

Maintain a multi-modal transportation system which will effectively serve the existing land use pattern and promote the implementation of the Comprehensive Land Use Plan.

- Objectives:
  - Provide off-road alternative pedestrian and bicycle routes for recreation and transportation.
  - Increase public awareness of public transportation services.
  - Coordinate with adjacent communities and the County to provide a viable public transportation network where feasible and appropriate.

Goal

Balance the roadway needs of through-traffic commuters with the needs of the adjacent neighborhoods to minimize disturbances and adverse impacts on the neighborhoods.

- Objectives:
  - Apply traffic calming techniques where appropriate.
  - Preserve existing trees and plant new ones along all roadways.
  - Continue to separate the traveled portion of the road from pedestrian and neighboring properties.
  - Direct the flow of general truck traffic to those roads most suitable and away from residential areas.

Goal

Provide a transportation system which reduces accident exposure and provides for increased travel safety and personal security.

- Objectives:
  - Control access along arterial and collector streets by enforcing the access requirements of the Land Division and Subdivision Code.
  - Maintain street paving in good condition.
  - Make sure that roadway design and capacity standards are appropriately related to road function.

Goal

Provide bicycle and pedestrian ways that reduce accident exposure and ensure increased safety and personal security.

- Objectives:
  - On and off-road bike and/or pedestrian paths should be encouraged in all new development.
  - Continue the sidewalk replacement program to ensure safe pedestrian travel.
  - Coordinate efforts with Ozaukee County to ensure proper maintenance of the Interurban Trail system.
  - Provide adequate directional signage along the City's paths and trails.
  - Continue to invest in programs to ensure safe and health conditions for pedestrian and bicycle traffic.

- Principles
  - An integrated multi-modal system, accessible to people of all abilities, connects major land use activities throughout the City, providing the accessibility essential to support those activities. Through its effect on accessibility, the City's transportation system can be used to encourage development in desirable locations and to discourage development in undesirable areas.
  - Total transportation cost for the desired level of service should be minimized. Undue investment in transportation facilities and service occurs at the expense of other public and private investments.

- A flexible, intermodal transportation system, accessible to people of all abilities, is necessary to provide an adequate level of service to all segments of the population and to support essential economic and social activities. The City's transportation system consisting of arterial, collector and local streets, highways, public transit facilities, bicycle and pedestrian facilities can be located and designed to be readily adaptable to changes in transportation technology.
- Adverse effects on the natural environment, air pollution, water pollution and the loss of natural habitat can be minimized through proper location, design and operation of the transportation system.
- Every attempt should be made to reduce both the incidence and severity of accidents.

Specific Recommendations

- The number of driveway cuts should be held to a minimum along Primary Arterials (i.e. Washington Avenue, Pioneer Road, Columbia Road).
- The City should continue to support the ongoing private efforts toward establishing a riverwalk along Cedar Creek between Bridge Street and Cedar Creek Park.

CHAPTER 4

UTILITIES AND COMMUNITY FACILITIES ELEMENT

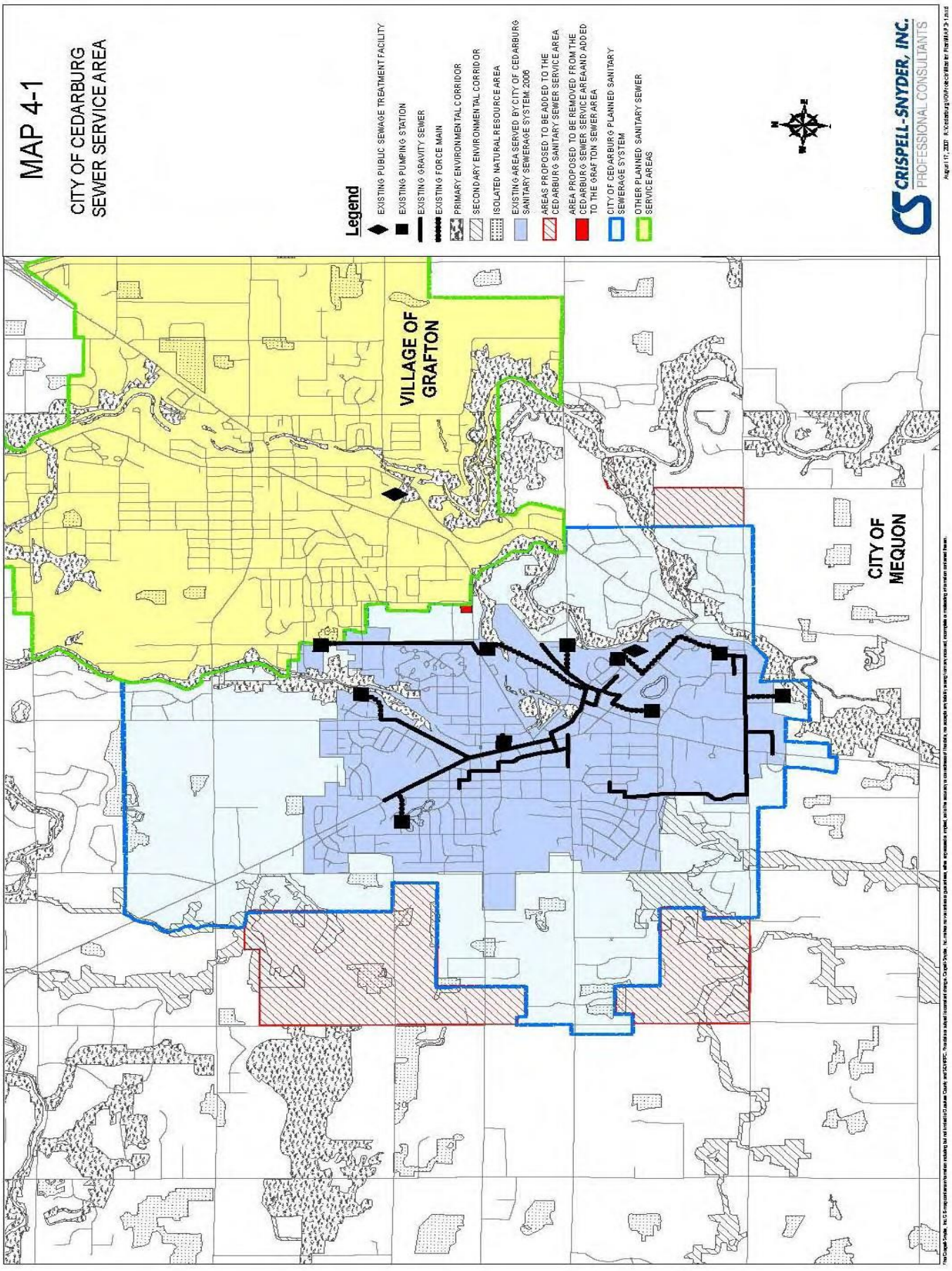
66.1001(2)(d) Wis. Stat.:

Utilities and Community Facilities Element. A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, onsite wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, child daycare facilities, power-generating plants and transmission lines, cemeteries, health care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and community facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

Public Utilities Inventory

Sanitary Sewer Service Area

The Southeastern Wisconsin Regional Planning Commission adopted an areawide Water Quality Management Plan for Southeastern Wisconsin in 1978. The plan is aimed at achieving clean surface waters within the seven county southeastern region of the State and includes recommended sanitary sewer service areas for each treatment facility in the region. The initial sanitary sewer service areas were based on the urban land use configuration identified in the Commission's adopted Regional Land Use Plan for the year 2000. In order to properly reflect local planning considerations, the sanitary sewer service areas were refined in cooperation with local units of governments. The current boundaries of the Sewer Service Area for the City of Cedarburg are shown on Map 4-1 below.


MAP 4-1
CITY OF CEDARBURG
SEWER SERVICE AREA
Legend
EXISTING PUBLIC SEWAGE TREATMENT FACILITY
EXISTING PUMPING STATION
EXISTING GRAVITY SEWER
EXISTING FORCE MAIN
PRIMARY ENVIRONMENTAL CORRIDOR
SECONDARY ENVIRONMENTAL CORRIDOR
ISOLATED NATURAL RESOURCE AREA
EXISTING AREA SERVED BY CITY OF CEDARBURG SANITARY SEWERAGE SYSTEM: 2006
AREAS PROPOSED TO BE ADDED TO THE CEDARBURG SANITARY SEWER SERVICE AREA
AREA PROPOSED TO BE REMOVED FROM THE CEDARBURG SEWER SERVICE AREA AND ADDED TO THE GRAFTON SEWER AREA
CITY OF CEDARBURG PLANNED SANITARY SEWERAGE SYSTEM
OTHER PLANNED SANITARY SEWER SERVICE AREAS
VILLAGE OF GRAFTON
CITY OF MEQUON
CRISPELL-SNYDER, INC.
PROFESSIONAL CONSULTANTS

Wastewater Treatment

The Cedarburg municipal sewerage system was installed in 1921 and 1922 along with the water works. Initially, there were two plants which consisted of two-story sedimentation tanks called Imhoff Tanks. They gave a rudimentary-type treatment which consisted of separation of liquids and solids, but not to the level of treatment available in Cedarburg today.

In 1973, the activated sludge plant came on line with a more sophisticated mode of operation – biological treatment. The oxidation ditch, started in 1988, takes this farther still, being able to naturally remove nitrogen. The living bacteria/protozoal mass biodegrades the sewage to the point where the solid residue or biosolids are spread on farm fields and the clear oxygen- enriched effluent is discharged into Cedar Creek easily meeting the effluent limits imposed by the Wisconsin Department of Natural Resources.

In 1993, the Wastewater Division of the Department of Public Works took over the cleaning and maintenance of the collection system as well as the plant and lift stations. All of this managed and maintained by one superintendent, five operators and a collection system technician. Through some automation at the oxidation ditch plant, the City is able to handle the workload on one shift instead of two.

In 1996, a remote septage receiving station was added on Pioneer Road to better facilitate acceptance of holding tank waste. This allowed the plant to better process this wastewater and has received favorable acceptance by the haulers. In 1998, the second Discharge Permit was issued from the Department of Natural Resources. A permit to discharge is issued for a five-year period. Plant improvements for producing better biosolids were installed in 1998. In addition, a better biosolids loading station was built and the remote 180-day biosolids storage tank was operational in the fall of 1999 under a private sector contract.

In 1999, the disinfection process for the effluent was converted from chlorine to ultraviolet light eliminating two deadly gases – chlorine and sulfur dioxide. In addition, a new storage garage was constructed and the City's largest organic loading, Marigold Foods, Inc., started pretreating their waste.

Light and Water Utility

- Electric

  Cedarburg Light & Water is a locally owned and operated electric utility serving over 5,900 customers. This utility was founded by the citizens of Cedarburg more than 100 years ago when the City's early founders voted to establish their own City-owned utility to provide light to its downtown area and to local residents. While a lot has changed over the years, the focus of Cedarburg Light & Water has not. Today this utility remains focused on offering its customers electric rates that are among the lowest in Wisconsin. A seven person Utility Commission, appointed by the Mayor, oversees the operation of the utility.

  In the late 1970s, a group of Wisconsin communities served by local municipal electric utilities was facing a series of large, wholesale rate increases imposed by investor-owned companies that supplied the local municipalities with electric power. To gain control over their power costs, the communities joined forces in 1980 to form Wisconsin Public Power, Inc. (WPPI), the State's first municipal electric company. Cedarburg was one of the founding members. WPPI gives member utilities power supply independence, increased bargaining power and economies of scale. It can help WPPI members in the acquisition of electric power and related resources needed to provide their customers with safe, reliable and economic electric power and energy.

- Water

  Cedarburg Light and Water has seen a slow and steady decline in water usage over the last 15 years. As a result, the maximum daily pumping needs in 2004 have been slightly above 2.2 million gallons per day which is down from 3.2 million gallons per day experienced in the late 1980's. Actual system capacity is estimated at about 3.5 million gallons per day, but factors such as dry weather and declines in the water table can affect that number. It can, therefore, be assumed that Cedarburg has approximately 1.2 million gallons per day of excess capacity, or 55% above the City's existing daily peak use. Assuming a 1.5% growth rate, this provides 20+ years of capacity in the existing water system. Cedarburg Light & Water is currently looking for a future well site along the

north side of Pioneer Road east of the Milwaukee River which will be needed to serve its customers in the future.

There are five existing deep wells in Cedarburg reaching down to the Niagra-Platville-Trenton aquifers in the limestone formation.

Well #1 is located along Mequon Street next to the firehouse. This well was drilled in 1922. It is approximately 1,210 feet deep and pumps 625 gallons per minute (GPM).

Well #2 was located near Fair Street and due to low output it is no longer in use.

Well #3 is located along Western Road next to the water tower. This well was drilled in 1955 to a depth of 1,000 feet and pumps 900 GPM.

Well #4 is located along Wauwatosa Road near the Sherman Road intersection adjacent to the blue million-gallon reservoir. This well was drilled in 1965 to a depth of 1,200 feet and pumps 600 GPM.

Well #5 is located on the north side of Lincoln Boulevard behind the Westlawn grade school. This well was drilled in 1966 to a depth of 1,000 feet and pumps 625 GPM.

Well #6 is located along Harrison Avenue near the high school football field. This well was drilled in 1986 to a depth of 700 feet and pumps 700 GPM.

Cedarburg residents and businesses use almost 500 million gallons of water each year. To ensure a safe water supply, the water is treated through a process approved by the State of Wisconsin Department of Natural Resources which includes the introduction of the three components listed below:

- Sodium Hypochlorite disinfects the piping between the well pumps and the interior home plumbing.
- Fluoride, at a level of 1.0 to 1.5 parts per million, helps combat childhood tooth decay.
- Orthophosphate controls mineral build-up in the water pipes. It also creates a barrier between the piping and the water; helping to prevent minute amounts of lead and copper from being deposited into the water from the services laterals and interior home plumbing.

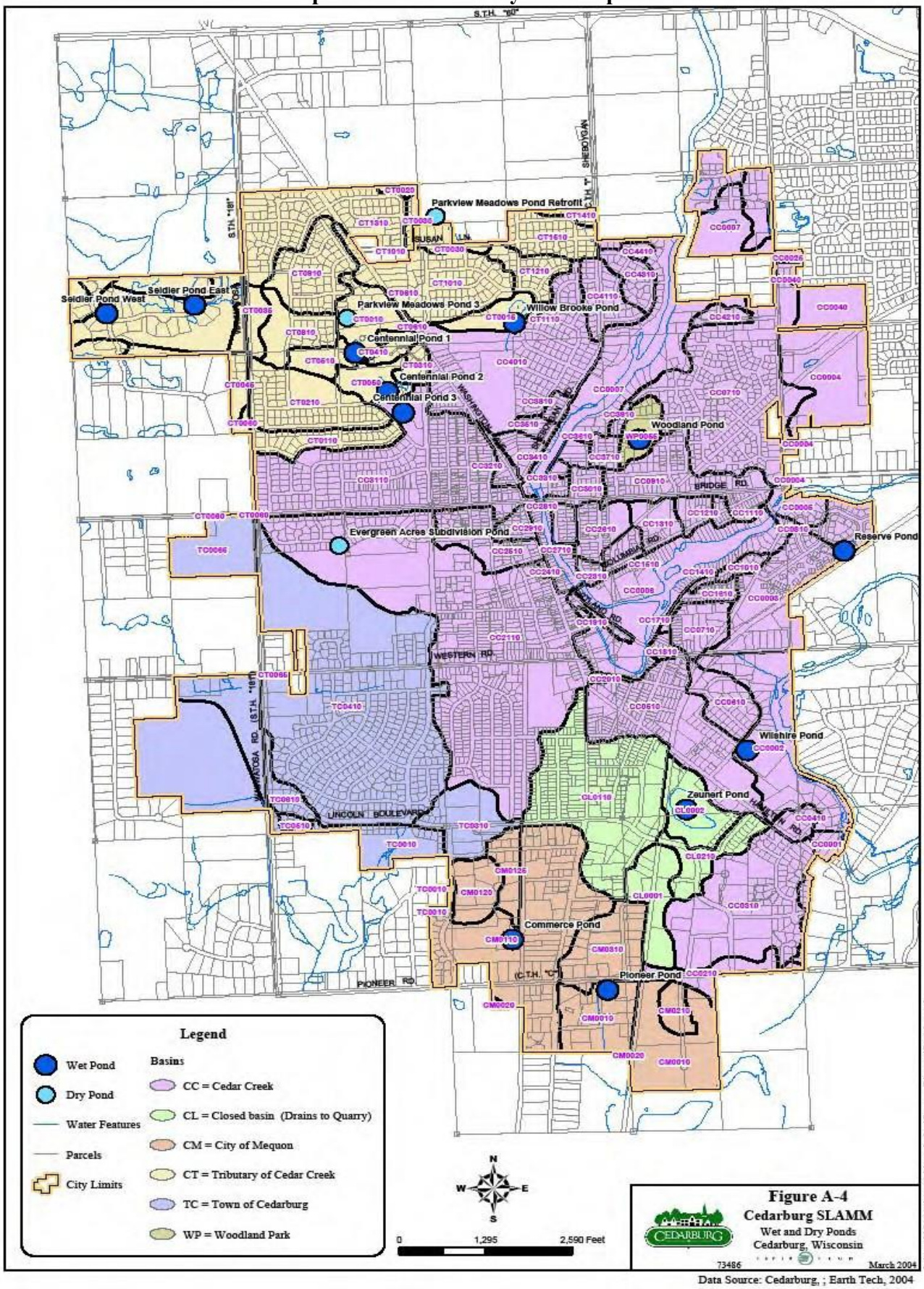
Storm Water Drainage Facilities

Title 14 of the Cedarburg Code of Ordinances designates the Department of Engineering and Public Works to administer and enforce the Stormwater Management regulations. The purpose and intent of the Stormwater Management Ordinance is to prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to stormwater runoff by:

- Regulating long-term, post-construction stormwater discharges from land development activities.
- Controlling the quantity, peak flow rates and quality of stormwater discharges from land development activities.
- Managing stormwater to protect, maintain and enhance the natural environment; diversity of fish and wildlife; human life; property; and recreational use of waterways.

To assist the City of Cedarburg in carrying out its responsibilities regarding controlling non- point source pollution into the Cedar Creek Watershed, Woodward-Clyde Consultants were hired in 1994 to create the "Storm Water Management Plan City of Cedarburg Districts 2, 4, and 7." The purpose of the plan was to analyze the current stormwater runoff conditions for the control of negative water quality and quantity impacts. A second phase to the comprehensive analysis of the City's stormwater management needs was conducted by Rust Environmental and Infrastructure Consultants in 1997, which encompassed the remainder of the City's drainage basins. See Map 4.2 which identifies the City's stormwater conveyance system and detention areas. These studies, coupled with the adoption of the City's Stormwater Management Ordinance in 2004, are critical in guiding the City's storm water management program.

Map 4-2 Stormwater System Map



Solid Waste Disposal and Curbside Recycling

The City of Cedarburg has contracted with United Waste Systems, a division of Waste Management, to provide weekly curbside recyclable pickup for its citizens and businesses. Waste Management also has the City's contract to provide weekly garbage collection for the citizens of Cedarburg. Commercial buildings may receive these services through the City or contract on their own for garbage pickup.

Residents may use the Town of Cedarburg's composting facility at 1293 Washington Avenue for grass clippings, garden vegetables and leaves. The City provides limited curbside brush chipping service beginning the first Monday of each month during April through October. For waste oil disposal, the City's drop-off center is located at W59 N306 Johnson Avenue.

Corporate Utilities

- Natural Gas

  Natural gas is available throughout the City of Cedarburg from the Wisconsin Gas Company.
- Telephone Service

  Local telephone service is provided primarily by SBC. Long distance, cellular and other specialized phone service is also available from a number of private firms.
- Cable Television

  Cable television is provided through Time Warner, which provides analog and digital cable service. In addition, Time Warner provides high speed internet access through existing cable lines.

Analysis of Public Utilities' Needs

To maintain the public health, economy and natural resource base of the City of Cedarburg, public utilities and services must be adequate for existing and future development. In addition to providing an inventory of existing public utilities in the City, this section is intended to indicate the need for expanded or new utilities.

Sewage Collection System

The Sewer Service Area for the City of Cedarburg and the Land Use Element of this Plan includes future growth areas that are not currently served by sanitary sewers. These areas include undeveloped lands, developed residential areas and developed scattered properties generally located in the Town of Cedarburg near the City's north and west limits. In 2001, a plan was prepared by McMahon Associates, Inc. to be used as a guide to extend sewers throughout the Sewer Service Area within the City of Cedarburg. The plan divides the future service areas into nine drainage basins and the system plan has been laid out to minimize the use of lift stations and to limit the depth of sewers to no more than 25 feet. As development occurs, the final layout of the sewer system will be determined.

Wastewater Treatment Plant

In June of 2003, the Wastewater Treatment Plant Discharge Permit was renewed for another five years which will bring the City to the twenty-year mark for the current plant. There were no limit reductions and the City will continue to be able to operate with this permit for some time. In 2000, the City purchased 100 acres of land located along the north side of Pioneer Road (CTH C) at the confluence of the Cedar Creek and Milwaukee River for a new regional treatment plant. When constructed, this plant will serve as the City's treatment facility for 25 years or more into the future, depending on the regulatory requirements, technology changes and growth.

Municipal Water System

As the final phase of TID #2 develops and to serve future development north and west of the City, it is understood that a new elevated water storage tank will be needed. To accommodate the elevated tank, this plan identifies a site to support that tank at a high point within the future business park near the west property line of the former Kohlwey property. Depending on whether or not the City adopts an ordinance requiring sprinklers systems for new non-residential development, this elevated tank will be sized to hold between 450,000 and 750,000 gallons.

The City Light &Water Utility has also identified two properties that could potentially serve as the site of a future well. One site is located along Wauwatosa Road within the developing Prairie

View Subdivision at the southwest corner of Western Road and Wauwatosa Road and the other is at the Zarling site on Pioneer Road.

Municipal Power Service

In 2004, the Cedarburg Light & Water Utility upgraded its electrical system by building a new power plant substation which resulted in added capacity, and enhanced reliability. The new substation is located southwest of the south end of Doerr Way. This upgrade was necessary because the system was near its capacity of 30 megawatts and the upgrade raised that capacity to 112 megawatts. Now, if in the worse case situation where one transformer is out, the utility would continue to have a capacity of about 60 megawatts (first contingency outage). Based on a 1.5% electric growth rate, the new system (with the first contingency outage) will provide for approximately 50 years of growth for the City.

In 2006, the Utility upgraded the existing power plant substation located immediately south of the Fire Station on the east side of Cedar Creek to provide for more reliable service to its customers. This upgrade resulted in the replacement of two 1940 transformers with one smaller more efficient transformer.

Two power plant substations will be retired in the near future. These include the substation adjacent to the police station which could be converted to an impound lot/storage area and the substation at the west end of Layton Avenue.

Community Facilities and Services

Community Center Complexes

- City Hall – In 1987, the municipal offices moved to its current location at W63 N645 Washington Avenue. This building was constructed in 1908 and served generations of local students as Cedarburg's first High School. It continued to serve the educational needs of the Cedarburg into the 1960s and then sat vacant or underused for years until the Common Council undertook a preservation/ renovation effort to convert it into municipal offices. It is one of three former school buildings – the Lincoln Building, the gymnasium and the Washington Building – which comprise the Community Center Complex. The

Washington building was selected to serve as the "new" City Hall because of its prominence in the heart of downtown Cedarburg and that it made a logical transition from public education to public service use. The renovation and reuse of this building has resulted in approximately 13,000 square feet of space for Cedarburg's municipal offices which will serve the City of Cedarburg well into the future.

- Senior Center – The Senior Center is located in the Lincoln Building which was constructed in 1894 and originally served as Cedarburg's grade school. Because it has remained in public ownership and has continuously been in use, it is remarkably well preserved. The Lincoln Building currently serves as Cedarburg's Senior Center and also supports limited educational/services uses upstairs. However, due to handicap accessibility issues, the building is not utilized to its full extent.

- The Gymnasium – Athletic activities had traditionally been held in the old Turner Hall located at the corner of Washington Avenue and Turner Street. In 1935, a referendum was approved to construct a new $77,000 gymnasium, pending a $35,000 grant from the federal government. The "new" Gymnasium was built in 1938-39, facing Washington Avenue with WPA grant money. The gymnasium continues to be used for recreational and community activities. Turner Hall was razed and is now the site of a bank.

Police Station

The Cedarburg Police Department was established in 1885 and has become a progressive, community-oriented agency, serving a community of approximately 11,000 residents. Currently, the Department consists of twenty sworn officers and ten civilian employees who are committed to providing the highest quality of police service.

Unlike their original facility, the Cedarburg Police Department operates from a new state-of-the-art, $4.4 million dollar police station that sits on a 3.5-acre site located south and east of the Wauwatosa Road and Western Road intersection. Originally, however, the police station was much smaller with the first jail being a single room in the basement of Turner Hall. This jail was mainly used to lockup a stranger overnight for disturbing the peace after imbibing too much at a

local tavern. In the 1930's, the Old Firehouse on Madison Avenue was renovated as a W.P.A. project to include an office and jail. This facility served their needs until 1969 when the City constructed its first true police station on Hanover Avenue. The new police station included a court/meeting room, photographic facilities, dispatch facilities and a shooting range that continues to be used to this day. This station served their needs until the spring of 2000 when the Police Department moved into the current building. With the new police station, the City Police Department has sufficient space to meet their needs throughout this planning period.

Fire Station

The Fire Department has served both the City and Town of Cedarburg on a volunteer basis since 1866. This Department currently has 71 active members who provide firefighting and EMS functions while another 150 passive members help with fundraising and non-emergency efforts. The service area covers approximately 33 square miles with a population of about 15,000.

The Cedarburg Fire Department owns and operates a 20-acre fairground where various fundraising efforts have generated enough money to purchase most of their own firefighting equipment and to finance an addition to the fire station.

In 2005, the Town of Cedarburg constructed a new satellite fire station northeast of the 5 Corners intersection on Covered Bridge Road on property owned by the Town. This station is necessary to provide adequate fire protection service for the new growth in the Town and during special events when access to and from the downtown fire station is disrupted.

This Department provides an active public educational program with, among other things, the Survive Alive House where children are taught to survive home fires. As previously noted, the money to pay for this equipment was raised through fundraising events at the Firemen's Park. As of 2004, the following is an inventory of Cedarburg's fire trucks:

- Rescue Squad 151 - Rescue Squad 151 is a 2000 freightliner chassis with a Medtech body, powered by a 250 horsepower Cummins Engine. Squad 151 was put into service in March 2000 and is almost a twin to Squad 152. This Squad has the latest medical equipment.

- Rescue Squad 152 – Rescue Squad 152 is a medium duty squad used for transporting patients to area hospitals. This squad is a little bigger than a normal transport vehicle and it has all the latest EMS equipment. It was put into service in January 1997. Built on a medium size chassis, the Department feels that they can get another 5 years of service before replacement is needed.
- Rescue Squad 153 – Rescue Squad 153 is a 1991 Pierce on a Lance chassis. It has a 350 horsepower Detroit Diesel engine and is equipped with a generator for emergency lighting, the jaws-of-life and other extrication equipment. This vehicle is used for motor vehicle and industrial accidents as well as for firefighting.
- Vehicle 154 is a 1996 GMC Yukon 4-door, 2wd truck with a 350 V8 automatic. It is used for fire inspection, a command vehicle and school transport.
- Vehicle 155 is a 2004 Chevrolet 2500 HD 4X4 crew cab with a Duramax Diesel and an Allison automatic transmission. It is used to haul equipment, tow trailers and school transport.
- Grass Fire Unit 157 - Grass Fire Unit 157 is a 1989 four wheel drive, 1 ton pickup truck. It has a 454 cubic inch, fuel-injected V8 engine and a centrifugal single-stage 135-gallon per minute Darley pump. It also is equipped with a 200-gallon capacity water tank.
- Ladder Tower Engine 159 – Engine 159 is a 1988 Pierce Arrow, 4-door cab ladder tower truck with a 105-foot aerial platform. It is equipped with a 1,500gpm pump but does not carry water. It carries all of the tools and equipment necessary to operate as a “truck company” on emergency calls. The onboard 12kw generator provides sufficient power to provide emergency lighting and to operate electrical tools and equipment. Ladder Tower Engine 159 has the ability to operate with up to 800 pounds of weight at the tip and can perform at 5 degrees below the level of the truck. This aerial platform also has a “prepiped” waterway which allows the apparatus to be quickly placed into operation as an elevated master devise which can provide flows up to 1,000gpm of water. The truck was rebuilt in 2000 and now has an interlock safety ladder system.
- Raised Roof Pumper Engine 161 – Engine 161 is a 1984 four wheel drive Seagrave, 4-door raised roof pumper. It also has an all wheel drive system, a 1,500gpm pump with a 750 gallon water tank and it carries 20 gallons of fire retardant foam. The truck has a

12kw generator to provide emergency lighting and carries all of the necessary tools and equipment for emergency operations.

- Engine 162 – Engine 162 is a 1979 Pierce with a Hendrickson Fire Marshal 5-person canopy cab. It was rebuilt in 1997 with a 4-door raised roof Pierce Arrow Cab. The Engine has a 750 gallon water tank and 1,750gpm pump. Its primary purpose is to serve as a hookup and supply water to the sprinkler/ standpipe systems. It is also used to draft water from other sources where there are no fire hydrants and supply it for firefighting purposes.
- Engine 163 – is a 1989 Pierce Lance, 4-door cab with a 1,500gpm pump and a 100 gallon capacity water tank. It has all the necessary emergency equipment needed to provide emergency service with 20 gallons of fire retardant foam, ground ladders, tools, a 12kw generator and equipment necessary to operate as a rapid intervention team.
- Pumper/Tanker Engine 164 – Engine 164 is a 1994 Pierce Lance with a 4-door raised roof cab. It has a 1,500gpm pump and stores up to 2,000 gallon water. It as the ability to hook up to the City's municipal water system to supply water or can be used to shuttle water to scene outside the City's water service area. It also carries tools and equipment necessary for emergencies.
- Dive Trailer – The Dive Trailer is a 1998 Interstate tandem axle trailer with a 10,000gvw which was retrofitted and converted to a dive trailer from a construction trailer.

Cedarburg Emergency Government

Cedarburg's Emergency Government began during World War II when its purpose was civil defense and its duties included bomb disposal, radiation detection and management of fallout shelters. Now, it provides long range planning, research into new policies and procedures, develops training and testing programs and provides support to local units of government with such things as traffic control for countywide emergencies and parades, providing lighting for missing persons and evidence searches, sever weather spotting, escort duties, crowd control and operating the mobile communications/command post. The Emergency Government currently occupies the former police station located directly north of the Library. They also have and equipment garage directly behind their facility and another on the south side of Western Road directly west of the Interurban Trail.

Cedarburg Library

The Cedarburg Library was first organized in 1911, and occupied the upper level of the City Firehouse/City Hall located along Mequon Avenue East of Cedar Creek. This small accommodation served the City's needs until the mid-1960s. By then the 2,800 square foot space had become very overcrowded which lead to the Library Board's decision to construct a new building, devoted solely to their needs.

A minor fund raising drive collected over $100,000 to be used for the construction of the $300,000 building located on the corner of Center Street and Hanover Avenue. Construction of this building began in 1970 and by February of the following year the building was occupied.

This building was designed to hold 60,000 books with a seating capacity of 70. A space needs analysis completed in 1999 determined that this current building does not have sufficient space to provide a moderate level of service to the combined population of the City and Town of Cedarburg, and in particular lacks appropriate staff space and up-to-date technology.

The present 11,302 square foot building serves a population of 17,075 with a collection of 75,000 items, 18 computer workstations and 10.58 FTE staff. Circulation in 2004 was 205,000 items and in 2005 that figure went up by 4.5% to 214,943. Library visits in 2005 were at 148,044 and there were 855 registrations for the internet workstations.

A building Program Statement developed in 2003/2004 recommended a 41,800 square foot library to serve a projected population of 20,000 people. However, in 2005, the City and Town jointly recommended that a new library of approximately 28,000 square feet be constructed on a site comprised of the current library site plus the site immediately to the north. It was recommended that the new library be designed for future expansion to about 40,000 square feet. Those plans changed in 2006 when the former Mercury Marine site on St. John Avenue became available for consideration. This is a contaminated site and while there are efforts to pursue it for the new library, the extent of contamination and whether those conditions preclude its use for the library have not been determined.

Public Parking

Public parking facilities are an essential element of a community's transportation system. The provisions of adequate and well managed on-street and off-street parking facilities is critical to a healthy downtown business climate. The City of Cedarburg maintains three parking facilities which include: the .21 acre site located at the northeast corner of Hanover Avenue and Western Road and contains approximately 20 stalls; the parking lot at the southeast corner of Hanover Avenue and Turner Street is owned by Bank One but offered to the City at no cost, contains 24 stalls; the parking facility adjacent to City Hall, the Community Center and Senior Center contains approximately 50 stalls.

Cedarburg School District

Public School System

The Cedarburg School District houses approximately 3,000 students in three elementary schools (K-5), one middle school (6-8) and one high school (9-12). The school district includes all of the City and the Town of Cedarburg and areas in the City of Mequon, the Town of Jackson, and the Town and Village of Grafton.

- Cedarburg High School is a four-year comprehensive public high school, accredited by the North Central Accrediting Association. It is a member of the Wisconsin Interscholastic Athletic Association and the North Shore Conference. Twenty-two extracurricular athletic and organization activities are offered through the school, including the Community Service Volunteer Program. Current enrollment is 1,186 students. The high school has 65 full-time faculty members, 11 part-time faculty members and 2 administrators. The highest degrees held include: 2 Ph. D (2.63%), 54 Masters (71.05%), and 22 Bachelors (26.32%). Six faculty members are Kohl Teacher Fellowship recipients. The retired faculty members are Kohl Teacher Fellows.
- Webster Middle School is a transitional school serving 6^{th}, 7^{th}, and 8^{th} graders. This school is dedicated to recognizing the unique physical and emotional characteristics of the middle school child and to guide each student intellectually and socially to become a life-long learner and responsible citizen. Webster Middle School is served by a faculty

of 48 teachers, a school psychologist, 2 guidance counselors, IMC Director, the Principal, Assistant Principal and 4 secretaries.

- Thorson Elementary School is one of three elementary schools within the Cedarburg School District. It is a K-5 building with a population of approximately 500 students. This school consists of four sections of half-day kindergarten, five sections of first grade, three sections of second and third, four fourth grades, and three sections of fifth. Along with rigorous academic programs, other programs such as music, art, physical education and guidance are offered. The students support their learning in an IMC which includes a 30-workstation computer lab. In addition, students are involved in many special programs throughout the year including Arts and Interest Day, Thorson's Book Fair, a Variety Show, and a yearly Winter Carnival. Thorson School has 27 full-time teachers and one part-time support aid. The School also has a psychologist, a guidance counselor, an IMC Director, a School Principal and school secretary.
- Westlawn Grade School is a kindergarten through fifth grade school with an enrollment of approximately 330 students. It has a reputation for academic excellence in the areas of reading, writing, math and science. Westlawn School has 24 full-time teachers, a school psychologist, a guidance counselor, an IMC Director, Principal and the school secretary.
- Parkview Elementary School serves children from early childhood through fifth grade. In addition to the basic curriculum of science, social studies, math, language arts and reading, students have classes in art, music, instructional media, guidance and physical education. Parkview has 31 full-time teachers, a school psychologist, guidance counselor, IMC Director, the Principal and school secretary.

Parochial School System

- St. Francis Borgia School – In 2006, St. Francis Borgia Catholic Church served over 2,000 families and the school offered educational opportunities for over 700 children and young adults. The Parish has examined their current facilities and decided to consolidate onto a single campus on the 47-acre parcel they own along Covered Bridge Road north of 5 Corners. The master plan includes the construction of a multi-purpose education and activity center for school, religious education, administrative offices, meetings, youth ministry and athletic activities. Future plans include either building a new church or

adding to the existing. The downtown Church will continue to be used for weddings, funerals and special events.

- First Immanuel Lutheran School – located at W67 N622 Evergreen Boulevard. Their facilities include a place of worship and school for grades K-5 through 8.
- Immanuel Lutheran School – located at W61 N498 Washington Avenue.
- Advent Lutheran Church – located at W63 N642 Washington Avenue.
- Community Methodist Church – located at W68 N563 Evergreen Boulevard.
- First Church of Christ Scientist – located at W63 N108 Washington Avenue.

Other Community Facilities

Health Care Facilities

- Lasata Care Center – W76 N677 Wauwatosa Road is owned by Ozaukee County and is a Skilled Care Facility constructed in 1966. This is a State Licensed facility for 203 beds with an average occupancy of 196 residents. There are 49 private rooms, 76 double occupancy rooms and a 2 bed intensive care unit. 2003 rates are as follows:
  - Intensive Skilled Nursing Care - $227/day
  - Skilled Nursing Care - $203/day
  - Intermediate Care - $203/day
  - Private Rooms - $11/day extra
- Lasata Heights – W76 N675 Wauwatosa Road is on the same campus as Lasata Care Center and has 60 apartments for independent living. The rent includes heat and 15 meals per month. 2004 rates are as follows:
  - A units - 1 bedroom and 1 bathroom, 594 square feet = $887/month
  - B units – 1 bedroom and 1 bathroom, 700 square feet = $987/month
  - C unit – 2 bedrooms and 1 bathroom, 784 square feet = $1,107/month
  - D unit – 2 bedrooms and 2 bathrooms, 896 square feet = $1,257/month.
- Extendicare Homes Inc. – N27 W5707 Lincoln Boulevard. This facility was constructed in 1994 and initially included 40 skilled care units and 60 assisted care for frail elderly units. In 2004, an addition resulted in 14 new skilled care units and 25 new assisted living units.

- Cedarburg Senior Apartments – N30 W6801 Lincoln Boulevard. Includes 128 apartment units for independent living.
- Community-Based Residential Facilities (CBRF)
  - Harrison House at W72 N675 Harrison Avenue is a 15 bed facility.
  - W51 N848 Keup Road – 15 bed facility (approved 2006).

Cemeteries

- In Zur Ruhe Cemetery, as of 2005, 216 grave sites remain for sale at a cost of $400/site. The average number of sites sold per year is 48. Due to limited space available for future expansion, the City should evaluate construction of a mausoleum for cremation sites.
- In Immanuel Cemetery, as of 2005, about 650 grave sites remain for sale at a cost of $400/site. Directly west of this cemetery, there are approximately 3 acres of vacant land currently used as a soccer field which could be used for additional grave sites. Approximately 2,000 grave sites could be located on this 3-acre area. On average, 37 grave sites are sold each year at Immanuel Cemetery.

About 85 sites are sold per year combining both cemeteries' sales. The combined supply of available sites in 2005 is about 860 sites, which would provide a 10-year supply of sites.

Consideration should be given to providing additional cemetery sites in the form of a mausoleum at the Zur Ruhe Cemetery, expansion of Immanuel Cemetery, and identifying a new cemetery site in the Year 2025 Land Use Plan.

- In addition, the St. Francis Borgia Catholic Cemetery, which is not under the control of the City, is located along the south side of Pioneer Road and west of Wauwatosa Road in the City of Mequon. This cemetery also has sites available.

Public Utilities Goals, Objectives, and Policies

The most important element of a community that affects the rate of future growth is the availability of public utilities (water, gas, electricity, telephone, cable, sewage treatment and refuse disposal facilities), all of which are necessary to maintain a healthy environment.

Goal

To provide public utilities and services in a cost-effective manner that will provide for efficient and orderly growth and development.

- Objectives
  - Provide for the extension of public utilities only in areas environmentally suitable for urban development.
  - Promote the provision of public utilities in areas that can be most efficiently and economically served.
  - Maintain a water distribution system that is capable of supplying and distributing water to all residents in the City.
  - Maintain a sanitary sewer system that is capable of serving the needs of all existing and future residents by properly maintaining the existing system and planning for the orderly extension to service new development.
- Policies:
  - Support and participate in local and State efforts pertaining to groundwater protection.
  - Continue to monitor, and through our extraterritorial platting jurisdiction, manage the intensity and type of land use activities for the purpose of mitigating and/or avoiding groundwater contamination.
  - Significant drainageways should be protected from development to allow natural drainage.
  - Development should be permitted only in areas that can be efficiently and economically served by public utilities.
  - The capital improvements program should continue to be used to compliment the land use strategies of the Comprehensive Plan.
  - The City should continue to utilize and update the impact fee Ordinance.

Community Facilities and Services Goals, Objectives and Policies

Municipal services, police and fire protection, education and health care provisions are essential for City of Cedarburg to fulfill its responsibility to promote the comfort, health, safety, morals

and general welfare for Cedarburg residents. It is also critical that the rate of Cedarburg's growth be managed to correspond with its ability to provide essential services and facilities.

Goal:

To provide and maintain essential facilities and services necessary to ensure the comfort, safety, morals, health, and general welfare to make the City of Cedarburg an attractive place to live and work.

- Objectives:
  - Provide adequate and effective police and fire protection to all areas of the City.
  - Provide for a full range of municipal and social services to all City residents.
  - Continue to provide for a wide range of social, cultural, and educational activities for the benefit and enjoyment of all City residents.
  - Continue to utilize the City of Cedarburg Capital Improvements Program as the critical tool to implement this Comprehensive Plan and develop needed utilities and community facilities.
  - Communicate with the Cedarburg School District regarding new development to allow for their planning for staff, new buildings or additions to existing, and other needs.
- Policies:
  - The City of Cedarburg should continue to work with the Cedarburg School District, Ozaukee County and area Technical Colleges and Universities to strengthen and increase educational opportunities within the City.
  - The City of Cedarburg should continue to provide for the highest level of efficiency for police and fire protection services.
  - The City of Cedarburg should continue to provide Social services and assist in medical services to meet the needs of its residents.
  - The City should continue to utilize the capital improvements program to ensure long range financial planning for anticipated public

improvements.

CHAPTER 4

UTILITIES AND COMMUNITY FACILITIES ELEMENT

66.1001(2)(d) Wis. Stat.:

> **Utilities and Community Facilities Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, onsite wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, child daycare facilities, power-generating plants and transmission lines, cemeteries, health care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and community facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

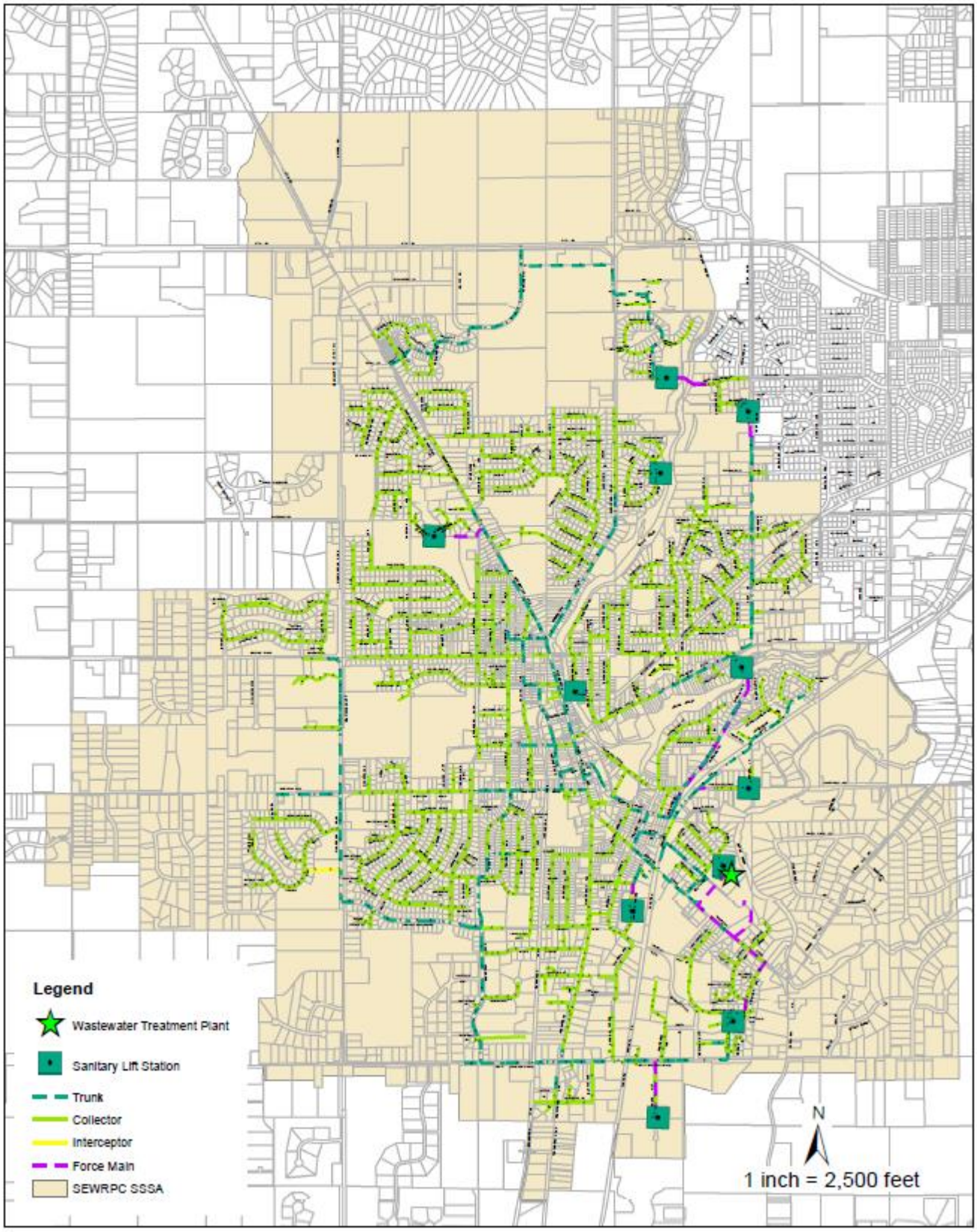
The City of Cedarburg has a Public Works and Sewerage Commission consisting of one council member, the mayor, and seven citizen members nominated by the mayor and confirmed by the common council.

Public Utilities Inventory

Sanitary Sewer Service Area

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) adopted an areawide Water Quality Management Plan for Southeastern Wisconsin in 1978. The plan is aimed at achieving clean surface waters within the seven-county southeastern region of the State and includes recommended sanitary sewer service areas for each treatment facility in the region. The City of Cedarburg's treatment facility is among them. The initial sanitary sewer service areas were based on the urban land use configuration identified in the Commission's adopted Regional Land Use Plan for the year 2000. In order to properly reflect local planning considerations, the sanitary sewer service areas were refined in cooperation with local units of governments. The current boundaries of the Sewer Service Area for the City of Cedarburg are shown on Map 4-1 below.

MAP 4-1
City of Cedarburg Sanitary Sewer Service Area on January 1, 2025



Wastewater Treatment

The Cedarburg municipal sewerage system was installed in 1921 and 1922 along with the water works. Initially, there were two plants which consisted of two-story sedimentation tanks called Imhoff Tanks. They gave a rudimentary-type treatment which consisted of separation of liquids and solids, but not to the level of treatment available in Cedarburg today.

In 1973, the activated sludge plant came online with a more sophisticated mode of operation – biological treatment. The oxidation ditch, started in 1988, took this farther still, being able to naturally remove nitrogen. The living bacteria/protozoal mass biodegrades the sewage to the point where the solid residue or biosolids could be spread on farm fields and the clear oxygen- enriched effluent discharged into Cedar Creek easily meeting the effluent limits imposed by the Wisconsin Department of Natural Resources at that time.

In 1993, the Wastewater Division of the Department of Public Works took over the cleaning and maintenance of the collection system as well as the plant and lift stations. All of this, managed and maintained by one superintendent and six operators. Through some automation at the oxidation ditch plant, the City is able to handle this workload on one shift.

In 1998, the second Discharge Permit was issued from the Department of Natural Resources. A permit to discharge is issued for a five-year period. Plant improvements for producing better biosolids were installed in 1998. In addition, a better biosolids loading station was built and the remote 180-day biosolids storage tank was operational in the fall of 1999 under a private sector contract.

In 1999, the disinfection process for the effluent was converted from chlorine to ultraviolet light eliminating two deadly gases – chlorine and sulfur dioxide. In addition, a new storage garage was constructed and the City's largest organic loading, Marigold Foods, Inc. (now Kemp's Dairy Products), started pretreating their waste.

Light and Water Utility

- Electric

  Cedarburg Light & Water is a locally owned and operated electric utility serving over 7,000 customers. This utility was founded in 1901 by the citizens of Cedarburg when the City's early founders voted to establish their own City-owned utility to provide light to its downtown area and to local residents. While a lot has changed over the years, the focus of Cedarburg Light & Water has not. Today this utility remains focused on offering its customers reliable power and electric rates that are among the lowest in Wisconsin. A seven-person Light and Water Commission, nominated by the Mayor and confirmed by the Common Council, oversees the operation of this utility.

  In the late 1970s, a group of Wisconsin communities served by local municipal electric utilities was facing a series of large, wholesale rate increases imposed by investor-owned companies that supplied the local municipalities with electric power. To gain control over their power costs, the communities joined forces in 1980 to form Wisconsin Public Power, Inc. (WPPI), the State's first municipal electric company. Cedarburg was one of the founding members. WPPI gives member utilities power supply independence, increased bargaining power and economies of scale. It can help WPPI members in the acquisition of electric power and related resources needed to provide their customers with safe, reliable and economic electric power and energy.

- Water

  Cedarburg Light and Water has seen a slow decline in water demand over the last 20 years due to "low-flow" plumbing fixtures and similar. As a result, the maximum daily pumping needs in 2024 have been slightly above 2.2 million gallons per day which is down from 3.2 million gallons per day experienced in the late 1980's. Actual system capacity is estimated at about 3.5 million gallons per day, but factors such as dry weather and declines in the water table can affect that number. It can, therefore, be assumed that Cedarburg has approximately 1.2 million gallons per day of excess capacity, or 55% above the City's existing daily peak use. Assuming a 1.5% growth rate, this provides 20+ years of capacity in the existing water system. Cedarburg Light & Water has identified a future well site along the north side of Pioneer Road east of the Milwaukee River which will be needed

to serve its customers in the future.

There are five existing deep wells in Cedarburg reaching down to the Niagra-Platville-Trenton aquifers in the limestone formation.

Well #1 is located along Mequon Street next to the firehouse. This well was drilled in 1922. It is approximately 1,210 feet deep and pumps 625 gallons per minute (GPM).

Well #2 was located near Fair Street and due to low output it is no longer in use.

Well #3 is located along Western Road next to the water tower. This well was drilled in 1955 to a depth of 1,000 feet and pumps 900 GPM.

Well #4 is located along Wauwatosa Road near the Sherman Road intersection adjacent to the blue million-gallon reservoir. This well was drilled in 1965 to a depth of 1,200 feet. The lower Sandstone Aquifer was permanently abandoned in 2009 due to Vinyl Chloride contamination. The depth of the well is now 508 feet. and pumps 600 GPM.

Well #5 is located on the north side of Lincoln Boulevard behind the Westlawn grade school. This well was drilled in 1966 to a depth of 1,000 feet and pumps 625 GPM.

Well #6 is located along Harrison Avenue near the high school football field. This well was drilled in 1986 to a depth of 700 feet and pumps 700 GPM.

Cedarburg residents and businesses use almost 500 million gallons of water each year. To ensure a safe water supply, the water is treated through a process approved by the State of Wisconsin Department of Natural Resources which includes the introduction of the three components listed below:

- Sodium Hypochlorite disinfection processes are located at each well site to disinfect the drinking water before it enters into the distribution system.
- Fluoride, at a level of 1.0 to 1.5 parts per million, helps combat childhood tooth decay.
- Orthophosphate addition at each well site is a corrosion control technology that controls mineral build-up in the water pipes by creating a barrier between the piping and the water; helping to prevent minute amounts of lead and copper from being deposited into the water from the services laterals and interior home plumbing.

Storm Water Drainage Facilities

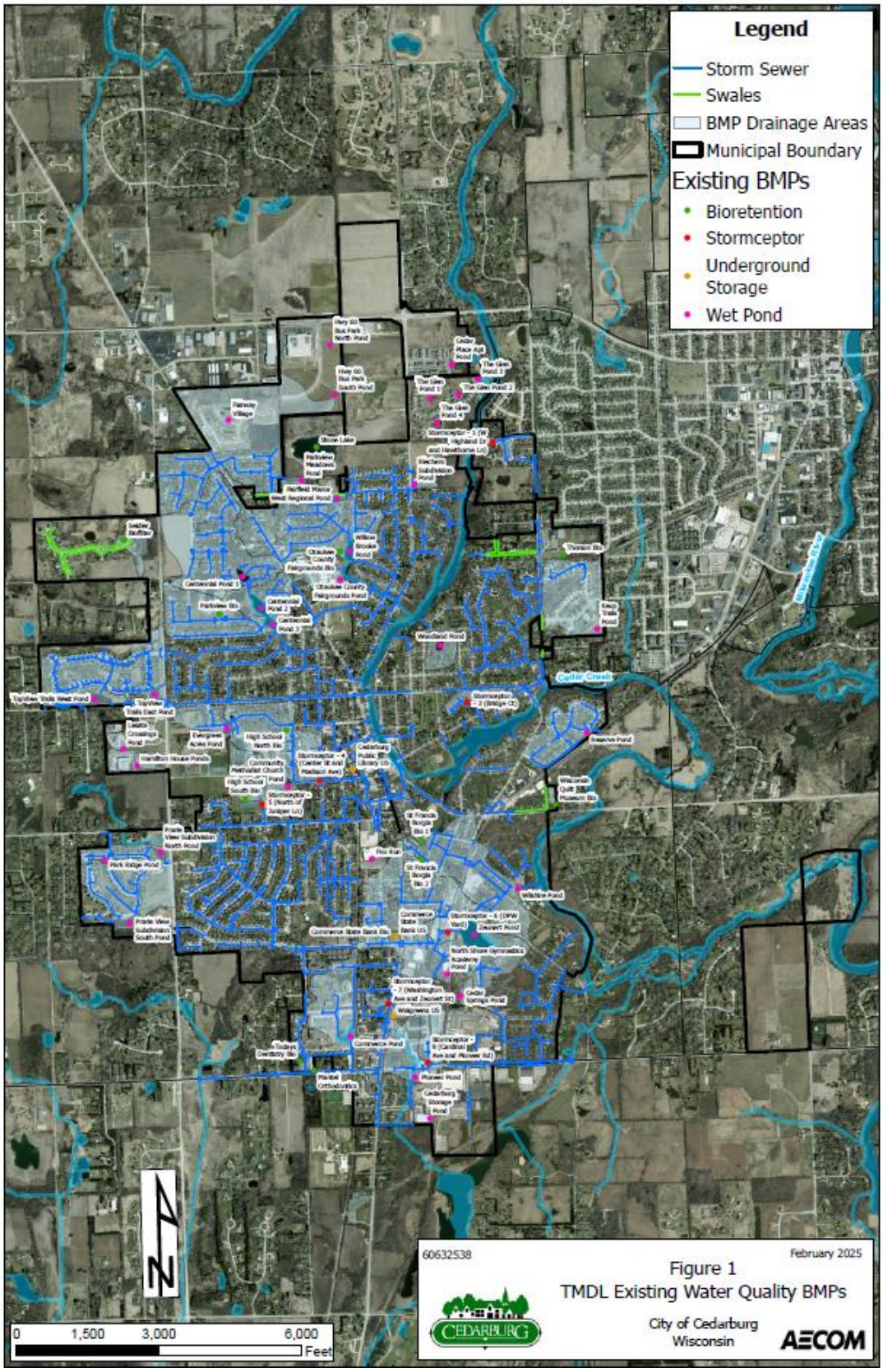
Title 14 of the Cedarburg Code of Ordinances designates the Department of Engineering and Public Works to administer and enforce the Stormwater Management regulations.

The purpose of the City's Stormwater Management Ordinance is to establish long-term post-construction runoff management requirements and criteria that will prevent and control water pollution, dimmish threats to public health, safety, welfare and the aquatic environment due to runoff of stormwater from development and redevelopment. Specific purposes are to:

- Further the maintenance of safe and healthful conditions.
- Prevent and control the adverse effects of stormwater; prevent and control soil erosion, prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structure and land uses, preserve ground cover and scenic beauty; and promote sound economic growth.
- Control exceedance of the safe capacity of existing drainage facilities and receiving water bodies; prevent undue channel erosion; and control increases in scouring and transportation of particulate matter.
- Minimize the amount of pollutants discharged from the separate storm sewer to protect the waters of the City and the State.

To assist the City of Cedarburg in carrying out its responsibilities regarding controlling non- point source pollution into the Cedar Creek Watershed, Woodward-Clyde Consultants were hired in 1994 to create the "Storm Water Management Plan City of Cedarburg Districts 2, 4, and 7." The purpose of the plan was to analyze the current stormwater runoff conditions for the control of negative water quality and quantity impacts. A second phase to the comprehensive analysis of the City's stormwater management needs was conducted by Rust Environmental and Infrastructure Consultants in 1997, which encompassed the remainder of the City's drainage basins. See Map 4.2 which identifies the City's stormwater conveyance system and detention areas. These studies, coupled with the adoption of the City's Stormwater Management Ordinance in 2004, are critical in guiding the City's storm water management program. The City's Stormwater Management Ordinance was updated in 2017, along with a Stormwater Quality Management Plan Update conducted by AECOM. A new permit to discharge under the Wisconsin Pollutant Discharge Elimination System for the City's MS4 Permit/System will be issued in 2025.

Map 4-2 City of Cedarburg Stormwater Management System Map


Legend
Storm Sewer
Swales
BMP Drainage Areas
Municipal Boundary
Existing BMPs
Bioretention
Stormceptor
Underground Storage
Wet Pond
0
1,500
3,000
6,000
Feet
60632538
February 2025
Figure 1
TMDL Existing Water Quality BMPs
City of Cedarburg
Wisconsin
CEDARBURG
AECOM

Solid Waste Disposal and Curbside Recycling

The City of Cedarburg contracts with Waste Management, to provide bi-weekly curbside recyclable pickup for its citizens and businesses. Waste Management also has the City's contract to provide weekly garbage collection for the citizens of Cedarburg. Commercial buildings may receive these services through the City or contract on their own for garbage pickup.

Residents may use the City of Cedarburg Yard Waste Drop-off site at W59 N306 Johnson Avenue for grass clippings, garden debris, brush, clean dry cardboard, waste oil, anti-freeze and lead acid batteries. The City provides periodic, seasonal curbside brush, leave, and holiday tree collection services. Visit the City Engineering/Department of Public Works tab on the City of Cedarburg website for more detailed information as to collection schedules and drop-off site policies/procedures.

Corporate Utilities

- Natural Gas

  Natural gas is available throughout the City of Cedarburg from WE Energies/ Wisconsin Gas LLC.

- Telephone and Internet Service

  Local copper and fiber land-line telephone and high-speed internet service are provided primarily by Spectrum, and AT&T. Digital and cellular/mobile telephone and high-speed internet alternatives are available through multiple carriers/providers, Spectrum, Verizon, T-Mobil, and AT&T among them.

- Cable Television

  Analog cable television is provided primarily by Spectrum. Digital options are available through Spectrum, Direct TV, Dish TV, and many others. Streaming TV services such as Netflix, Amazon Prime Video, YouTube TV, and a multitude of others have become an integral part of the TV service/programming choice.

Analysis of Public Utilities' Needs

To maintain the public health, economy and natural resource base of the City of Cedarburg, public utilities and services must be adequate to support existing and future development. In addition to providing an inventory of existing public utilities in the City, this section is intended to indicate the need for expanded or new utilities.

Sewage Collection System

The Sewer Service Area for the City of Cedarburg and the Land Use Element of this Plan includes future growth areas that are not currently served by sanitary sewers. These areas include undeveloped lands, developed residential areas and developed scattered properties generally located in the Town of Cedarburg near the City's north and west limits. In 2001, a plan was prepared by McMahon Associates, Inc. to be used as a guide to extend sewers throughout the Sewer Service Area of the City of Cedarburg. The plan divides the future service areas into nine drainage basins and the system plan has been laid out to minimize the use of lift stations and to limit the depth of sewers to no more than 25 feet. As development occurs, the final layout of the sewer system will be determined.

Wastewater Recycling Center

In March of 2022, the City's Wastewater Recycling Center Discharge Permit was renewed for another five years which will bring the City to the forty-year mark for the current plant. The current plant is not able to meet the phosphorous limits set in this permit. The City began an Adaptive Management Plan (AM) Plan as a phosphorous compliance alternative, which was approved by the DNR.In 2000, the City purchased 100 acres of land located along the north side of Pioneer Road (CTH C) at the confluence of the Cedar Creek and Milwaukee River for a new regional treatment plant. Upgrades and repairs are needed at the Wastewater Treatment Plant to serve the City's ultimate Sanitary Sewer Service Area (SSSA). The City is currently preparing a Facility Plan that will identify the future wastewater treatment needs of the City, evaluate alternatives to address those needs, and recommend a cost-effective plan to move forward. The alternatives being evaluated at this time

include:

- Rehabilitation of/at the existing Water Recycling Center.
- Building a new Water Recycling Center at the City owned site(s) on Pioneer Road.
- Incorporating Treatment Process Technology Alternatives at the existing Water Recycling Center.
- Joining the Milwaukee Metropolitan Sewerage District.

Municipal Water System

As the final phase of TID #2 developed, and in preparation to serve future development as annexations occur north and west of the current City limits, plans were forming for a new elevated water storage tank. In 2021, a new 500,000 gallon high level pressure zone elevated tower was constructed.

Municipal Power Service

In 2004, the Cedarburg Light & Water Utility upgraded its electrical system by building a new power plant substation which resulted in added capacity, and enhanced reliability. The new substation is located southwest of the south end of Doerr Way. This upgrade was necessary because the system was near its capacity of 30 megawatts and the upgrade raised that capacity to 112 megawatts. With the steady increase in electrification, the potential need for a new substation exists within this plan period.

Two substations will be retired in the near future. These include the power plant substation, located next to the firehouse and the northwest substation, located near Sherman Road. and Wauwatosa Road. These substations serve customers on legacy voltage (5KV) which is being converted to our newer system (25KV).

Community Facilities and Services

Community Center Complexes

- City Hall – In 1987, the municipal offices moved to its current location at W63 N645 Washington Avenue. This building was constructed in 1908 and served generations of local students as Cedarburg's first High School. It continued to serve the educational needs of Cedarburg into the 1960s and then sat vacant or underused for years until the Common Council undertook a preservation/ renovation effort to convert it into municipal offices. It is one of three former school buildings – the Lincoln Building, the gymnasium and the Washington Building – which comprise the Community Center Complex. The Washington building was selected to serve as the "new" City Hall because of its prominence in the heart of downtown Cedarburg and that it made a logical transition from public education to public service use. The renovation and reuse of this building has resulted in approximately 13,000 square feet of space for Cedarburg's municipal offices which will serve the City of Cedarburg well into the future.
- Senior Center – The Senior Center is located in the Lincoln Building which was constructed in 1894 and originally served as Cedarburg's grade school. Because it has remained in public ownership and has continuously been in use, it is remarkably well preserved. The Lincoln Building currently serves as Cedarburg's Senior CenterDue to handicap accessibility issues, the multi-stories of this building are not utilized to their fullest extent.
- The Gymnasium – Athletic activities had traditionally been held in the old Turner Hall located at the corner of Washington Avenue and Turner Street. In 1935, a referendum was approved to construct a new $77,000 gymnasium, pending a $35,000 grant from the federal government. The "new" Gymnasium was built in 1938-39, facing Washington Avenue. It was financed in part using Works Progress Administration (WPA) grant money. The gymnasium continues to be used for recreational and community activities. Turner Hall was razed and is now the site of a bank.

Police Department

The Cedarburg Police Department was established in 1885 and has become a

progressive, community-oriented agency, serving a community of approximately 12,914 residents. Based on the 2023 Annual Report, the Department consists of twenty-nine employees who are committed to providing the highest quality of police service. Among these, 23 are sworn officers.

The Cedarburg Police Department operates from a police station situated on a 3.5-acre site located south and east of the Wauwatosa Road and Western Road intersection. Originally, however, the police station was much smaller with the first jail being a single room in the basement of Turner Hall. That jail was mainly used to lockup a stranger overnight for disturbing the peace after imbibing too much at a local tavern. In the 1930's, the Old Firehouse on Madison Avenue was renovated as a W.P.A. project to include an office and jail. This facility served the Police Department needs until 1969 when the City constructed its first true police station on Hanover Avenue. The Hanover station included a court/meeting room, photographic facilities, dispatch facilities and a shooting range. This station served their needs until the Spring of 2000 when the Police Department moved into the current building. Substantial deferred maintenance issues at this station are being addressed incrementally as budget constraints allow. In 2025 the City is evaluating a possible remodel of the current station or building an entirely new station at a different location (possibly as a shared site/building to fulfill both fire and police department needs).

Fire Department

The Cedarburg Fire Department strives to uphold the following Values, Mission, and Vision:

- Values: "To serve the community with Courage, Honor, Pride and Commitment'.
- Mission Statement: "With our core values as a foundation, the Cedarburg

Fire Department will provide our community and visitors with the highest level of Fire Suppression, Fire Inspection, Rescue, Emergency Medical Services and Public Education'.

- Vision Statement: "It is our vision to be known as an innovative and progressive fire department, providing exceptional services through teamwork, both among our members and community partners. We strive to provide the best services possible to ensure that Cedarburg is a safe community in all respects. We will support our well-trained team by equipping ourselves with the best equipment and technology.

The Fire Department has served both the City and Town of Cedarburg on a volunteer basis since 1866, transitioning to a combination department in 2024, in large part due to passage of a City/Town public safety referendum. This changed the 66 volunteers to paid-on-call staff and added full-time staff including the Fire Chief and Firefighter/Paramedics, bringing the total number of full-time staff positions to 8. The department currently has active members providing firefighting and EMS services, and passive members that support the department through fundraising and other non-emergency functions. The service area covers approximately 33 square miles with a population of about 18,000.

Cedarburg Firemen's Park Inc., a 501 (c)(3) corporation, owns and operates a 20-acre fairground property where various fundraising efforts have generated enough money to purchase most of their own firefighting equipment and to finance an addition to the fire station. However, with the cost of fire equipment significantly increasing in price, and a decline in volunteers to assist in fundraising, these costs will need to be shared with the City.

In 2005, the Town of Cedarburg constructed a new satellite fire station northeast of the 5 Corners intersection on Covered Bridge Road on property owned by the Town. This station is necessary to provide adequate fire protection service for new growth in the Town and during special events when access to and from the downtown fire station is disrupted. Transitioning to a combination department has become a challenge at both stations, with full-time and paid-on-call staff sleeping and living at the station. The buildings were not designed to provide male/female dorm rooms, locker rooms, a day room and a bigger kitchen. The main station is not ADA compliant and is land locked along the East side of Cedar Creek causing

response issues during large events downtown when the roads are closed. Substantial deferred maintenance issues at the main station are being addressed incrementally as budget constraints allow. In 2025 the City is evaluating a possible remodel of the current station or building an entirely new station at a different location (possibly as a shared site/building to fulfill both fire and police department needs).

The fire department is actively working to reduce risk throughout the Cedarburg community at all times. This includes providing fire and life safety education to all ages, fire inspection services of local businesses, and investigation of fire incidents. Further, the Survive Alive House is utilized to teach children how to escape their home in the case of a fire. The fire department maintains an effective fleet of fire and rescue vehicles to provide fire, rescue and ambulance transport when needed.

Cedarburg Emergency Government

Cedarburg's Emergency Government began during World War II when its purpose was civil defense and its duties included bomb disposal, radiation detection and management of fallout shelters. Today, it provides long range planning, research into new policies and procedures, develops training and testing programs and provides support to local units of government with such things as traffic control for emergencies and large public events such as parades, fairs, and festivals, providing lighting for missing persons and evidence searches, severe weather spotting, escort duties, crowd control and operating the mobile communications/command post. Emergency Government previously occupied the former police station (now the site of today's library). Emergency Government is now headquartered at N49 W6409 Western Avenue, on the west edge of the Interurban Trail.

Cedarburg Public Library

The Cedarburg Public Library was first organized in 1911 and occupied the upper level of the City Firehouse/City Hall located along Mequon Avenue East of Cedar Creek. This small accommodation served the City's needs until the mid-1960s. By then the 2,800 square foot space had become very overcrowded, which led to the

Library Board's decision to construct a new building, devoted solely to their needs.

A minor fund-raising drive collected over $100,000 to be used for the construction of the $300,000 building located on the corner of Center Street and Hanover Avenue. Construction of this building began in 1970 and by February of the following year the building was occupied. This building was designed to hold 60,000 books with a seating capacity of 70. A space needs analysis completed in 1999 determined that this current building does not have sufficient space to provide a moderate level of service to the combined population of the City and Town of Cedarburg, and in particular lacks appropriate staff space and up-to-date technology.

A Building Program Statement developed in 2003/2004 recommended a 41,800 square foot library to serve a projected population of 20,000 people. However, in 2005, the City and Town jointly recommended that a new library of approximately 28,000 square feet be constructed on a site comprised of the current library site plus the site immediately to the north. It was recommended that the new library be designed for future expansion to about 40,000 square feet. For a brief period, the City and Town had considered the former Mercury Marine property located on 1.9-acres between Madison and St. John Avenues, south of Cleveland Street, as an alternate site for the new library. For various reasons (including environmental contamination), that location never fleshed out, so today's 25,500 sq. ft. library, which opened on July 12, 2014, stands at W63 N589 Hanover Avenue.

The Cedarburg Public Library is operated by a seven-member board. Members are nominated by the mayor and subject to confirmation by the common council. The Common Council oversees setting and administering the annual budget for the Cedarburg Public Library.

In its Strategic Plan 2020-2024, the Cedarburg Public Library identifies the following challenges:

- Finding the right balance between existing resources (money, space, staff time)

and desired services, programs and collections. How can the library decide which choices will have the biggest impact?

• Competition for support. Although library use in Cedarburg has held steady, the library must still compete for people's time and attention, as well as for financial resources.

• Connecting with the community. Many people don't know the full range of media, programs and services that the library offers.

• Space needs. After just five years in its new building, CPL sees the need to reallocate space within the building and must think creatively about how to maximize this finite resource.

See Table 4-1 below for the 2024 Cedarburg Public Library - Department Service Indicators.

Table 4-1	Cedarburg Public Library		
Department Service Indicators			**Year 2024**
Citizen Library Use			
Public Visits to the Library – Actual Gate Count			117,559
Patrons With Active Library Cards		*Residents*	8,342
		Non-Reside	3,595
New Library Cards Issued			834
Staff Services			
Reference/Research Questions Answered			4,039
Number of Youth Programs Offered			130
Attendance at Youth Programs			6,145
Number of Adult Programs Offered			204
Attendance at Adult Programs			3,168
Checkout of Library Materials			
Total number of physical Items checked out by patrons			179,417
Digital books/audio books/magazines checked out			56,349
Research database usage - number of log-ins			23,510
Cedarburg Resident Check Out (physical not digital)			104,149
Non-Resident Check Out (physical not digital)			75,268
Technology			
Public Computer Users			5,504
WiFi Usage - log ins			35,244
FTE Staff Per 1,000 Population			1

Public Parking

Public parking facilities are an essential element of a community's transportation system. The provisions of adequate and well managed on-street and off-street parking facilities is critical to a healthy downtown business climate. The City of Cedarburg

maintains three parking facilities which include: the .21 acre site located at the northeast corner of Hanover Avenue and Western Road and contains approximately 27 stalls; the parking lot at the southeast corner of Hanover Avenue and Turner Street is owned by Cedarburg State Bank but offered to the City at no cost, contains 24 stalls; the parking facility adjacent to City Hall, the Community Center and Senior Center contains approximately 96 stalls. The City continues to investigate opportunities in, and within walking distance of the downtown, for development of publicly available off-street parking, whether privately owned and for-profit, or publicly owned.

Schools and Churches

Public School System

In the 2024-2025 school year, the Cedarburg School District housed approximately 3,112 students in three elementary schools (K-5), one middle school (6-8) and one high school (9-12). The school district includes all of the City of Cedarburg, most of the Town of Cedarburg, and portions of City of Mequon, Town of Jackson, and the Town and Village of Grafton.

School Name	2024-2025 School Year Enrollment
• Cedarburg High School	1,086 Students
• Webster Middle School	696 Students
• Parkview Elementary School	503 Students
• Thorson Elementary School	529 Students
• Westlawn Elementary School	298 Students
• Total Enrollment	3,112 Students

Cedarburg School District is dedicated to providing an outstanding education for all students by providing challenging learning experiences, creating meaningful relationships, and promoting a culture of lifelong learning. This emphasis on learning and dedication to overall success consistently results in high student achievement and growth rates, leading to Cedarburg High School's recognition as one of the top high schools nationwide.

- 2024-25 Enrollment: 1,086

- Class of 2024 ACT Graduates Score: 23.3
- 2023 Statewide ACT Test (Juniors): 23.4
- Number of AP Courses Available 2024-25 school year: 27
- Number of AP Tests Administered 2023-24 school year: 1,107
- Of the 1,107 AP exams administered, 590 students took at least one exam last year. 84% of the tests taken received a 3-5, and 22% received a 5 (perfect score).
- Graduation Rate: 98.2

Cedarburg High School is a member of the WIAA and the Northshore Conference.

In 2024, the Cedarburg School District (CSD) commissioned a Community Growth & Projections study and report with MDRoffers Consulting. A copy of this report is included as Appendix D to this Smart Growth Comprehensive Land Use Plan. It considers full build-out of the City of Cedarburg, Town of Cedarburg, Village of Grafton, and Town of Grafton near-term targeted development areas and makes the following projections:

- Between October 2024 and 2040, the consultant projects an increase of 177 4K-12 resident students enrolled in CSD schools (4K-5 resident enrollment +91 students, 6-8 resident enrollment +26 students, and 9-12 resident enrollment +60 students).
- The combined 4K-5 resident enrollment at the CSD's three elementary schools will remain below the combined maximum capacity of the three elementary school buildings through 2040.
- Significant excess capacity at both Westlawn and Parkview Elementary Schools is anticipated, while Thorson Elementary School would exceed its maximum building capacity by the late-2030s, however, it is noted that shifting just one (as yet unbuilt) neighborhood (i.e., #49) from the Thorson to the Parkview attendance area, would result in projected resident enrollment below maximum building capacities at all three elementary schools through 2040. *Note: The boundary change, transferring neighborhood #49 from Thorson Elementary School to Parkview Elementary School, was made/approved by the Cedarburg School Board in March, 2025.*
- Webster Middle School (grade 6-8) resident enrollment will increase by 26 students between October 2024 and 2040 totaling 671 grade 6-8 students by 2040. Resident grade 6-8 enrollment is projected to remain below the maximum building capacity of Webster Middle School through 2040. Middle school enrollment is projected to

decrease through 2030, due to current larger middle school class sizes and smaller elementary class sizes. Middle school enrollment is projected to increase from 2030 to 2040, resulting from expected increases in births and housing development in the late-2020s, increasing elementary enrollment then and middle school enrollment later.

- Cedarburg High School (grade 9-12) resident enrollment will increase by 60 students by 2040. Most of the projected increase will occur through 2030, due to large current middle school class sizes, which will enter high school over the next few years. Resident enrollment at Cedarburg High School is then projected to remain stable through 2040. Resident grade 9-12 enrollment is expected to remain below the maximum capacity of the Cedarburg High School building through 2040.

School District Information Source: *Cedarburg School District Website - 2024*

Private Schools and Churches/Places of Worship

- St. Francis Borgia School – In 2006, St. Francis Borgia Catholic Church served over 2,000 families and the school offered educational opportunities for over 700 children and young adults. By 2006, the Parish had examined their current facilities and decided to construct a new school on the 47-acre site they also own, located along Covered Bridge Road north of 5 Corners. The new school, finished in 2015, now enrolls over 300 students in preK-8th grades. This north site already contained the north church which was originally built in 1951. This north site now included space for multi-purpose education, an activity center for school, religious education, administrative offices, meetings, youth ministry and athletic activities. The old school was sold. The south/downtown Church, built in 1870, continues to be used for limited daily masses, sacramental obligations, weddings, funerals, and special events. The south church underwent a *significant* restoration and beautification project in 2024.
- First Immanuel Lutheran School – Located at W67 N622 Evergreen Boulevard, this campus serves more than 440 students aged 2 through grade

8. The school features an early childhood center serving students aged 2 through pre-Kindergarten, an elementary school serving children in Kindergarten – 5th grade, and a fully departmentalized middle school serving grades 6-8. Their facilities also include a place of worship, Immanuel Lutheran Church – Located at W61 N498 Washington Avenue, this church was originally constructed in 1882.

- Advent Lutheran Church – Located at W63 N642 Washington Avenue, this church was originally constructed 1909.
- Community United Methodist Church – Located at W68 N563 Evergreen Boulevard, this church was organized and its building erected in 1905.
- First Church of Christ Scientist – Located at W63 N108 Washington Avenue. This church and building date back to the mid/late 1960's.
- Trinity Lutheran Church – Located at N60 W6047 Columbia Road, this church was originally established in 1843, and it's current building constructed in 1891.
- The Jewish Discovery Center - Located at N58W6208 Columbia Road, this center opened in 2022.
- Heritage Baptist Church – Located at W51 N776 Keup Road, this church was founded in 2008.
- Redeemer Lutheran Church – Located at W76 N627 Wauwatosa Road, this church was founded in 1969, with the existing building having been constructed in 1973.
- Saint Nicholas Orthodox Church – Located at N65W6503 Cleveland Street, this church was founded in 1985. The church building they occupy was constructed in 1891.
- Faith Lutheran Church – Located at N35 W6621 Wilson Street, this church was constructed in the late 1950's to early 60's.
- The City also has several preschool and daycare opportunities such as the recently constructed Cornerstone Christian Learning Center at N117 W6751 Forward

Way, KinderCare at W62 N218 Washington Avenue, and Morningstar Montessori at N117 W6751 Washington Avenue.

Other Community Facilities

Health Care Facilities

- Lasata Care Center – W76 N677 Wauwatosa Road is owned by Ozaukee County. This campus is comprised of:
  - Lasata Care Center, a 136-bed skilled care nursing home.
  - Lasata Crossings, a 60-unit Residential Care Apartment Complex assisted living facility.
  - Lasata Heights, a 60-unit apartment building for independent seniors over age 62.
  - A new 16,000 square foot, 21 resident, assisted living and memory care assisted living CBRF is currently under construction on the campus.
- Community-Based Residential Facilities (CBRF)
  - Harrison Home (by Excelcare Inc.) at W72 N675 Harrison Avenue is a 15-bed facility.
  - Hamilton House (by Senior Living Inc.) at W76 N629 Wauwatosa Road is a 28-bed facility.
  - Lakehouse Cedarburg (by Cedarburg AL LLC) at W65 N225 Mckinley Blvd. is a 65-bed facility.

Cemeteries

- Zur Ruhe Cemetery. This cemetery, located at N69 W60001 Bridge Road, is City owned, operated, and maintained. As of 2025, no grave sites remain available for sale. Due to the existence of high bedrock and limited space available for future grave sites expansion, the City may wish to evaluate construction of columbarium' for cremains to be interred here.
  - Hilgen Cemetery. Hilgen Cemetery is located within Zur Ruhe cemetery, directly behind Cedarburg cemetery on the very west side. There is no Hilgen Cemetery sign.

- Immanuel Cemetery. This cemetery, located at N32 W5400 Hamilton Road, is City owned, operated, and maintained. As of 2025, about 150 grave sites remain for sale at a cost of $750/site. The existing vacant residence structure on this property will be razed in 2025, which will provide some space for additional grave sites, depending on the bedrock conditions. The City may wish to evaluate construction of columbarium(s) for cremains to be interred at this site. Within the boundaries of this cemetery property, off to the west, 3+/- acres are vacant land currently used as a recreational soccer field. This area could be used for additional future grave sites as well. To the east of this site, the City also owns a vacant 2.36-acre parcel that could also be platted into future grave sites. On average, 25 grave sites are sold each year at Immanuel Cemetery.

The combined supply of available grave sites in 2025 is +/-150 , which would provide a 6-year supply of sites.

Consideration may eventually have to be given to identifying a new/future cemetery site in the City. This subject should be revisited at one of the required 10-year update intervals (i.e., 2035 or 2045) for this Plan.

- St. Francis Borgia Catholic Cemetery. This privately owned and operated cemetery , is located at 7963 Pioneer Road in the City of Mequon. This cemetery also has sites available. Saint Francis Borgia Catholic Church and School are located in the Town and City of Cedarburg respectively.
- Immanuel Heritage Cemetery. This cemetery, located at N69 W6101 Bridge Road, is City owned.
- Advent Lutheran Columbarium. This columbarium is located at W63N642 Washington Avenue.
- Otto B. Lau Cemetery. This cemetery is located on the northeast corner of Pioneer Rd. and Green Bay Road. It is located about 50 yards off the road and under a tree. The house on this corner was torn down years ago, but the grave site still remains. There is only one stone in this cemetery.

- Founders Cemetery. This cemetery is located at W67 N520 Evergreen Boulevard. This location is also associated with Founders Park.

Utilities and Community Facilities Goals, Objectives, and Policies Public Utilities. The most important element of a community that affects the rate of future growth is the availability of public utilities (water, gas, electricity, telephone, cable, sewage treatment and refuse disposal facilities), all of which are necessary to maintain a healthy environment. Community facilities contribute to the quality of living in Cedarburg.

Goal

To provide public utilities, services, and facilities in a cost-effective manner that will provide for efficient and orderly growth and development and enhance the quality of life in the City.

- Objectives
  - Provide for the extension of public utilities only in areas environmentally suitable for urban development.
  - Promote the provision of public utilities in areas that can be most efficiently and economically served.
  - Maintain a water distribution system that is capable of supplying and distributing water to all existing and planned future residents in the City.
  - Maintain a sanitary sewer system that is capable of serving the needs of all existing and planned future residents by properly maintaining the existing systems (or implementing new/different means for wastewater recycling), and planning for the orderly extension of services to planned future development.
- Policies:
  - Support and participate in local and State efforts pertaining to groundwater protection.
  - Continue to monitor, and through our land use planning (both intra-City and throughout the City's extraterritorial platting and planning jurisdictional area), manage the intensity and type of land use activities for the purpose of mitigating and/or avoiding groundwater contamination.
  - Significant drainageways should be protected from development to allow

natural drainage.

- Development should be permitted only in areas that can be efficiently and economically served by public utilities.
- The capital improvements program should continue to be used to compliment the land use plans and strategies of the Comprehensive Plan.
- The City should continue to utilize, and periodically update, the impact fee Ordinance as will appropriately place the costs for certain public services onto the direct beneficiaries.

Community Facilities and Services Goals, Objectives and Policies

Municipal services, police and fire protection, library, education and health care provisions are essential for City of Cedarburg to fulfill its responsibility to promote the comfort, health, safety, morals and general welfare for Cedarburg residents. It is also critical that the rate of Cedarburg's growth be managed to correspond with its ability to provide essential services and facilities.

Goal:

To provide and maintain essential facilities and services necessary to ensure the comfort, safety, morals, health, and general welfare to make the City of Cedarburg an attractive place to live and work.

- Objectives:
  - Provide adequate and effective police and fire protection to all areas of the City.
  - Provide high quality library collections and services that inspire personal growth, ignite curiosity, bring people together, and build a strong community.
  - Provide for a full range of municipal and social services to all City residents.
  - Continue to provide for a wide range of social, cultural, and educational activities for the benefit and enjoyment of all City residents.
  - Continue to utilize the City of Cedarburg Capital Improvements Program as the critical tool to implement this Comprehensive Plan and develop needed utilities and community facilities.

  - Continue to communicate with the Cedarburg School District regarding new development to their planning needs such as staffing and building space.

- Policies:
  - The City of Cedarburg should continue to work with the Cedarburg School District, private schools in the area, Ozaukee County and area Technical Colleges and Universities to strengthen and increase educational opportunities within the City.
  - The City of Cedarburg should continue to provide for the highest level of service and efficiency for police and fire protection services.
  - The City of Cedarburg should continue to provide social services and assist in medical services to meet the needs of its residents.
  - The City should continue to utilize the City of Cedarburg Capital Improvements Program to ensure long range financial planning is keeping step with anticipated public improvements.

CHAPTER 8

LAND USE ELEMENT

66.1001 (2)(h) Wis. Stat:

> **Land Use Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. This element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agriculture, residential, commercial, industrial, and other public and private uses. The Land Use Element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. This element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial, and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that show current land uses and future land uses that indicate natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which service of public utilities and community facilities that will be provided in the future.

The Land Use Plan is the official statement of the City of Cedarburg, setting forth major objectives concerning its desirable physical development. This Plan is intended to be used as a tool to help guide physical development into functional, healthy, efficient and attractive land use patterns. It is not intended to be considered rigid and unchangeable, but rather is viewed as a flexible guide to help City officials and concerned citizens to review development proposals. The intent of the Land Use Plan is to promote the public interests rather than the interests of individuals or special groups within the City. This Plan shall promote the public health, safety, morals, order, convenience, prosperity and general welfare of the City of Cedarburg.

The Plan contributes to responsible democratic government by helping duly elected officials to safeguard and promote the public interests. The Plan also contributes to democratic government by providing a focus for citizen participation in the planning and subsequent development process.

The Land Use Plan is long range and targeted on the year 2025, providing a means of taking into account long-range development needs and proposals when considering short-range actions. This

Plan is intended to accommodate projected growth in the City's population, households and employment through time to ensure that today's decisions will lead toward tomorrow's goals. As conditions change from those used as the basis for the preparation of this Plan, the Plan should be revised as necessary. Accordingly, the Plan is required to be reviewed periodically to determine whether the land use development objectives as set forth herein are still valid, as well as to determine the extent to which the various objectives are being realized through its implementation.

Nature of the Plan

The preparation of this Land Use Plan involved allocating future advances in population, households, employment and accompanying increments in land to support such advances to projected levels. These allocations were made, insofar as practicable, in a manner that is consistent with the City's land use objectives. The allocations took into account the City's existing "Development Plan for the City of Cedarburg – 2010" and input received from the public through a citizen survey conducted by the Cedarburg Blue Ribbon Visioning Committee at the outset to drafting the Plan, input from the Downtown Master Plan Committee and ongoing citizen input through regularly-scheduled Plan Commission meetings. The allocations also took into account commitments to development, as evidenced by approved subdivision plats, already made at the time the Plan was being prepared.

Population Forecasts

The population forecasts selected by the Common Council and Plan Commission are based on an annual increase of between 1% and 1.5%, which indicate that the City may be expected to reach a residential population level of approximately 15,600 persons by the year 2025. This level represents an increase of about 4,400 persons over the 2000 level. At 2.45 persons per household (current average household size), about 1,800 housing units or 90 new units per year will need to be added to the 2000 housing stock.

Sanitary Sewer Service Area

The Southeastern Wisconsin Regional Plan Commission (SEWRPC) has adopted an areawide water-quality management plan for southeastern Wisconsin. The SEWRPC plan is aimed at

achieving clean and wholesome surface waters within the seven-county southeastern Wisconsin region that are "fishable and swimmable." The regional water-quality management plan identifies sewage treatment facilities in the region and refined sanitary sewer service areas for each treatment facility. The City of Cedarburg's sanitary sewer service area covers the entire City and also extends into areas of the Town of Cedarburg and the Town of Grafton. This Land Use Plan recognizes a forecast residential population, which takes into consideration growth through annexation of those areas of the Towns within the sewer service area of the City.

The Land Use Plan indicates both those areas in which urban development now exists and those where development should be permitted in accordance with the land use development objectives, principles and standards set forth in the elements of this Plan. The character of Cedarburg is defined by development patterns of the past, which will continue to serve as a guide for the future. Future growth will be steered to areas where public utilities and urban services exist or will be provided. The goal of this Plan is to ensure that those growth patterns harmonize with the character of the area.

Existing Land Use: 2000

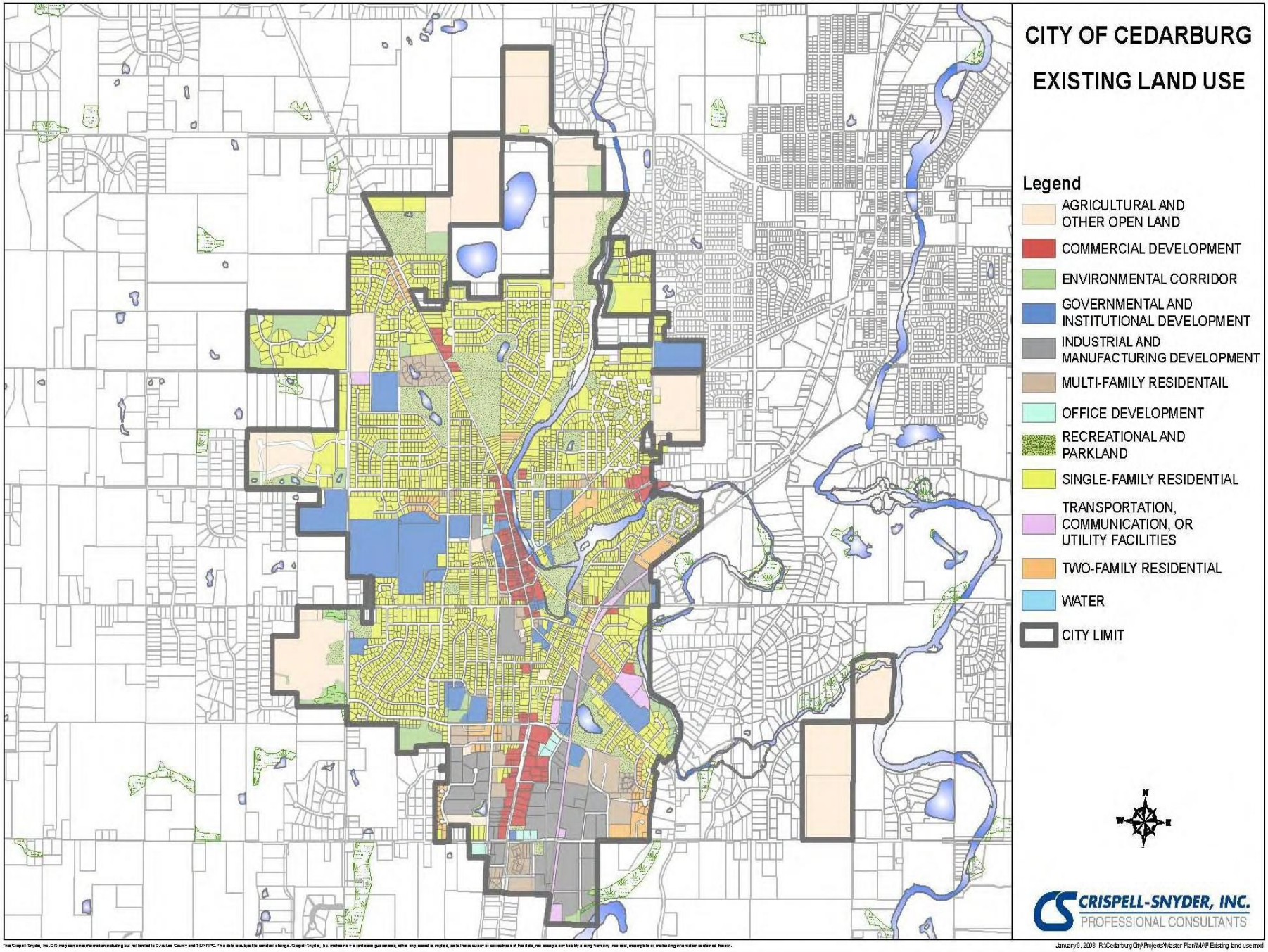
In 2000, City land uses encompassed about 4.2 square miles. Table 8.1 and Map 8-1 illustrate the existing distribution of the different land use categories throughout the City of Cedarburg.

TABLE 8.1
SUMMARY OF EXISTING LAND USE IN THE CITY OF CEDARBURG: 2006

Land Use Category	Number of Acres	Percent of Grand Total
Urban[a]		
Residential		
Single Family	**850**	**31.5**
Two-Family	**73**	**2.7**
Multi-Family	**82**	**3.0**
Subtotal	**1,004**	**37.2**
Retail Sales, Service and Office	**88**	**3.3**
Industrial	**140**	**5.2**
Transportation and Utilities		
Arterial Streets	**72**	**2.7**
Collector and Other Streets	**30**	**1.1**
Minor Land Access Streets	**224**	**8.3**
Railroad Rights-of-Way	**16**	**.6**
Utilities and Other Transportation Related	**19**	**.7**
Subtotal	**361**	**13.4**
Governmental and Institutional		
Public (includes Zarling site)	**240**	**8.9**
Private	**62**	**2.3**
Subtotal	**302**	**11.2**
Park and Recreational		
Neighborhood Parks	**25**	**.9**
Community Parks	**65**	**2.4**
Other Recreational	**52**	**1.9**
Subtotals	**141**	**5.2**
Urban Subtotal	**2,036**	**75.4**
Rural		
Natural Areas		
Water	**51**	**1.9**
Wetlands	**82**	**3.0**
Woodlands	**58**	**2.1**
Subtotal	**191**	**7.1**
Agricultural and Other Open Lands	**473**	**17.5**
Rural Subtotal	**664**	**24.6**
Grand Total	**2,699**	**100.0**

[a]***Includes related off-street parking.***
Source: SEWRPC

MAP 8-1 EXISTING LAND USES IN THE CITY OF CEDARBURG: 2007



Residential Land Use

Existing residential development in 2006 is divided into three separate categories: single-family, two-family and multi-family (including elderly housing, assisted living and nursing home units) and totals approximately 1,004 acres or about 37% of the area of the City. Single-family residential, the largest overall land use category covers 850 acres, or 31.5% of the City's land area. Two-family residential accounts for 73 acres or 3.6% and multi-family residential accounts for 82 acres or 3.0% of City land.

According to the 2000 Census and as reflected on Table 2.2 of the Housing Element, the City of Cedarburg is far above Ozaukee County and the State of Wisconsin in the percentage of multi-family residential units (three or more units per building), at 27.6% for the City, and 17.2% and 18.0% for the County and State, respectively.

Commercial/Office Land Use

In 2000, commercial retail, service and office uses accounted for 88 acres or 3.3% of City land area. Commercial land uses are predominantly located along Washington Avenue in downtown Cedarburg and along south Washington Avenue from Lincoln Boulevard south to Pioneer Road. Other smaller commercial nodes exist at the intersections of Washington Avenue and Jackson Street, Bridge Road and Columbia Road, and at Washington Avenue and Cambridge Avenue.

Cedarburg's downtown has traditionally served as the focal point for the City's commercial and entertainment activities. Because Washington Avenue is lined with limestone and cream-city brick buildings dating back to the mid-1800s that have changed little over time, it was designated as the Washington Avenue Historic District and is listed on the National Register of Historic Places, giving the area national recognition for its historic and architectural importance (see "A Development Plan for the City of Cedarburg: 2010"). This listing has aided in promoting Cedarburg as a destination for tourists and the continued preservation efforts by the Cedarburg Landmarks Commission will serve to protect Cedarburg's downtown distinctive character into the future.

Industrial Land Use

In 2007, industrial land uses accounted for140 acres or about 5.2% of the land area in the City. The City's business/industrial districts are located along Cardinal Avenue, Doerr Way, the west side of McKinley Boulevard and along the east side of Evergreen Boulevard immediately north of Pioneer Road.

Park, Recreational and Open Space Land Uses

The lands devoted to park and recreational uses are physically described and individually categorized based on the intensity of the use in the "Comprehensive Park and Open Space Plan" adopted by the City of Cedarburg in May, 2004. The City of Cedarburg currently operates and maintains a park system consisting of 30 separate parks covering 141 acres or 5.2% of the City. Other open spaces include primary and secondary environmental corridors, as well as isolated natural areas. These lands account for approximately 663.5 acres or 24.6% of the City area.

Institutional and Governmental Land Uses

Institutional and governmental land uses include City buildings, school facilities, cemeteries and churches, and account for 302 acres or 11.2% of the land area of Cedarburg. These areas include already-existing governmental and institutional uses as defined in Chapter 4, "Utilities and Community Facilities."

Transportation and Utilities Land Uses

In 2007, transportation and utility land uses, which include arterial streets and highways, collector streets, minor land access streets, railways and utilities, account for approximately 361 acres or 13.4% of City land.

Environmentally Significant Lands

The City land use objectives call for the preservation of primary environmental corridors as natural open uses, and the preservation of secondary environmental corridors and isolated natural resource areas as natural open uses to the extent practicable. The Plan identifies environmentally sensitive natural areas totaling 191 acres or 7.1% of lands within the City of Cedarburg and includes surface water, wetlands and woodlands. These areas are generally unsuited for urban

development due to poor soils, surface water or high ground water conditions, or steep slopes or ridges.

Land Use Trends and Projected Land Use Plan

Table 8.2 compares the land use acreage calculations from 1985 with 2005 totals. It indicates that the City of Cedarburg is a growing community with the residential category experiencing the greatest increase. Supporting the new residential development are the transportation facilities and accordingly the transportation land use category experience the second largest increase with area devoted to local assess streets increasing by 8.3%. The next highest land use category increase is the governmental and institutional use at 11.2%. The retail service and office category had the lowest increase at 3.3% and industrial was only slightly higher at 5.2%. With the annexation of 352 acres located at the north end of the City along Highway 60, increases in commercial, business and higher-density residential land uses can be expected. The total area of the City in 2006 is 2,699 acres or 4.2 square miles.

Because the City of Cedarburg shares its southern border with the City of Mequon and eastern border with the Village of Grafton and low density development has occurred directly west of the City limits, its future growth potential lies to the north and northwest. In 2007, the City created TID #2 to provide the financial means to have public sewer and water service extended to serve future development of the area along State Highway 60 between Cedar Creek and Washington Avenue and along the east side of Sheboygan Road south of Highway 60.

Residential Land Use

Table 8.2 illustrates that the residential land use category experienced a 61.3% increase between 1985 and 2006. While the City's population increased by over 32% between 1980 and 2005, the average household size for the City of Cedarburg has declined from 2.53 persons in 1990 to 2.45 persons in 2000.

Commercial Land Use

Cedarburg's downtown Central Business District and scattered commercial nodes located at high-traffic intersections have historically served as the commercial activity in this community.

Over the 21 years illustrated in Table 8.2, commercial land use acreage has increased 24.6% with most of this occurring along south Washington Avenue.

Industrial Land Uses

Industrial uses have increased by 33.1% over the last 21 years due largely to the success of the City's first industrial TID located along the east side of Evergreen Boulevard directly north of Pioneer Road. Future industrial activity is anticipated to occur as the result of the creation of TID #2 along Highway 60 midway between Sheboygan Road and Washington Avenue.

Supporting Land Uses

The increases in residential, commercial and industrial land uses have also resulted in corresponding increases in supportive uses such as public utility/institutional uses, transportation, and parks and recreational uses. Transportation uses increased by 14.3%, parks and recreational uses by 47.9% and public utility/institutional uses by 95.7% (includes the former Zarling site).

Table 8.2 City Of Cedarburg Land Use Trends

Land Use Category	1985 Acres	2006 Acres	Change 1985 to 2006 Acres	Change 1985 to 2006 Percentage
Urban[a]				
Residential				
Single Family	512.1	850	338	66.0%
Two-Family	48.0	73	25	52.0%
Multi-Family	62.2	82	20	38.8%
Subtotal	622.3	1,004	382	61.3%
Retail Sales and Service	70.6	88	17.4	24.6%
Industrial	105.2	140	34.8	33.1%
Transportation and Utilities				
Arterial Streets	66.5	72	5.5	8.3%
Collector and Other Streets	27.3	30	2.7	9.9%
Minor Land Access Streets	188.1	224	35.9	19.1%
Railroad Rights-of-Way	15.5	16	-	-
Utilities and Other Transportation Related	18.6	19	-	-
Subtotal	316.0	361	45.0	14.3%
Governmental and Institutional				
Public (includes Zarling site)	113.6	240	126.4	111.3%
Private	40.7	62	21.3	52.3%
Subtotal	154.3	302	147.7	95.7%
Park and Recreational				
Neighborhood Parks	10.3	25	14.7	142.7%
Community Parks	60.3	65	4.7	7.8%
Other Recreational	37.2	52	14.8	39.8%
Subtotals	107.8	141	33.2	30.8%
Urban Subtotal	1,376.2	2,036	658.8	47.9%
Rural				
Natural Areas				
Water	50.7	51	-	-
Wetlands	58.3	82	23.7	46.7%
Woodlands	31.5	58	26.2	83.2%
Subtotal	140.5	191	50.5	35.9%
Agricultural and Other Open Lands	640.0	473	- 167	-35.3%
Rural Subtotal	780.5	664	- 116.5	-17.5%
Grand Total	2,156.7	2,699	542.3	25.1%

[a]*Includes related off-street parking.*
Source: SEWRPC

Trends in Land Values

Table 8.3 describes the increase in the equalized values for the different use types, as compiled by the State of Wisconsin Department of Revenue

Table 8.3 Equalized Property Value In The City Of Cedarburg

Type of Property	1985 Value	1985 % of Total	1995 Value	1995 % of Total	2005 Value	2005 % of Total
Residential	$197,724,000	69.96%	$438,237,600	77.12%	$860,795,600	80.02%
Commercial	$54,034,000	15.92%	$97,477,400	17.15%	$172,559,300	16.04%
Manufacturing	$24,083,400	9.08%	$20,370,900	3.58%	$23,227,300	2.16%
Agricultural	$83,000	--	--	--	$15,800	--
Swamp & Waste/Other	--	--	--	--	$814,100	--
Personal Property	$13,754,600	5.04%	$12,141,000	2.14%	$18,362,100	1.78%
Total Value	$289,679,001	100.00%	$568,226,901	100.00%	$1,075,774,201	100.00%

Source: Wisconsin Dept. of Revenue Statistical Report of Property Valuation, 1985, 1995, 2005

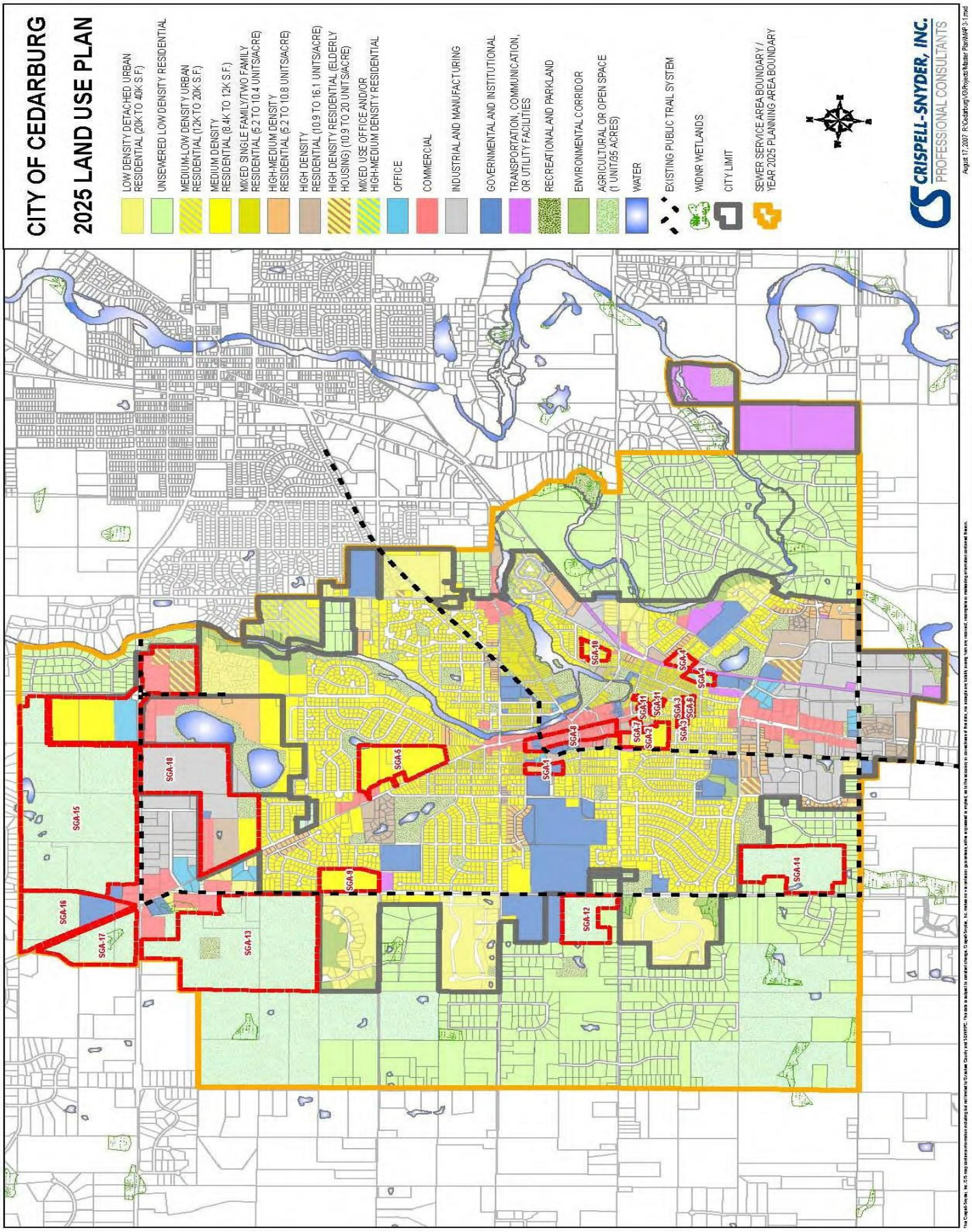
Land Use Conflicts

Land use conflicts occur when incompatible land uses are located adjacent to or near each other. There are many examples of these conflicts, but a prime one is where industrial or intense commercial development occurs immediately adjacent to residential neighborhoods. A prime example in Cedarburg is the former Mercury Marine (currently Norstar) site located between St. John Avenue and Madison Avenue, in an area that is primarily residential. This conflict in uses has resulted in numerous neighborhood complaints regarding noise, odor and truck traffic. While land use conflicts of this nature are the result of past development patterns, the City of Cedarburg now utilizes the following methods to minimize conflicts as new developments are proposed:

- Use Buffering. To minimize conflicts between land uses, the City of Cedarburg's Land Use Plan is designed to provide buffers between incompatible land uses. More specifically, the Plan proposes less intensive land uses radiating outward from the more

intensive land use. For example, an appropriate series of land uses to buffer an intensive business/commercial use from single-family development would be to introduce a step down in intensity to multi-family and then two-family uses in-between.

- Landscaping and Berming. Vegetative landscaping can be used as a visual buffer to minimize the impacts on adjacent properties. However, when properly designed, landscaped berms provide a better, more effective, visual and sound buffers. These should be undulating berms rather than lineal and planted under the direction of a qualified arborist. The City of Cedarburg should continue the use of their landscape screening/buffering demands as development proposals come for to minimize the impacts on adjacent properties.


CITY OF CEDARBURG
2025 LAND USE PLAN
LOW DENSITY DETACHED URBAN RESIDENTIAL (20K TO 40K S.F.)
UNSEWERED LOW DENSITY RESIDENTIAL
MEDIUM-LOW DENSITY URBAN RESIDENTIAL (12K TO 20K S.F.)
MEDIUM DENSITY RESIDENTIAL (8.4K TO 12K S.F.)
MIXED SINGLE FAMILY/TWO FAMILY RESIDENTIAL (5.2 TO 10.4 UNITS/ACRE)
HIGH-MEDIUM DENSITY RESIDENTIAL (5.2 TO 10.8 UNITS/ACRE)
HIGH DENSITY RESIDENTIAL (10.9 TO 16.1 UNITS/ACRE)
HIGH DENSITY RESIDENTIAL (ELDERLY HOUSING) (10.9 TO 20 UNITS/ACRE)
MIXED USE OFFICE AND/OR HIGH-MEDIUM DENSITY RESIDENTIAL
OFFICE
COMMERCIAL
INDUSTRIAL AND MANUFACTURING
GOVERNMENTAL AND INSTITUTIONAL
TRANSPORTATION, COMMUNICATION, OR UTILITY FACILITIES
RECREATIONAL AND PARKLAND
ENVIRONMENTAL CORRIDOR
AGRICULTURAL OR OPEN SPACE (1 UNIT/35 ACRES)
WATER
EXISTING PUBLIC TRAIL SYSTEM
WDNR WETLANDS
CITY LIMIT
SEWER SERVICE AREA BOUNDARY / YEAR 2025 PLANNING AREA BOUNDARY
CRISPELL-SNYDER, INC.
PROFESSIONAL CONSULTANTS
SGA-1
SGA-2
SGA-3
SGA-4
SGA-5
SGA-6
SGA-7
SGA-8
SGA-9
SGA-10
SGA-11
SGA-12
SGA-13
SGA-14
SGA-15
SGA-16
SGA-17
SGA-18

Land Use Plan for the City of Cedarburg: 2025

Effective land use management for the City of Cedarburg will evolve through the dedicated efforts of the Plan Commission and Common Council to ensure the proper timing and allocation of land development. Effective design controls and compatible land use development will ensure that the City we know today will continue to thrive for those to enjoy tomorrow. The intent of this Plan is to continue the efforts that have begun through preserving the historic downtown by saving what we already have in our traditional neighborhoods. It promotes planned development patterns that make walking or bicycling appealing and safe, which will also minimize vehicular traffic congestion. It also discourages unplanned, uncontrolled growth that lead to increased utility extension costs, land use conflicts and gradual deterioration. Future development or redevelopment is encouraged that is orderly and compatible with existing development.

On February 12, 2007, the Common Council of the City of Cedarburg, following a unanimous recommendation from the Plan Commission, voted to endorse SEWRPC's "Planning Report No. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035." That endorsement reflected the City's commitment to sound planning principles by promoting compact urban development in areas that are readily served by basic services, including sanitary sewer, water supply and transportation facilities.

Land Use Within the City Limits – 2007

In 2007, the City of Cedarburg had a total acreage of nearly 2,700 acres or 4.2 square miles. Of this total, approximately 473 acres were open/agricultural lands (see Map 8.1), which will support future growth during this planning period. These areas have been identified and classified to reflect the appropriate land use category for future growth on Map 8.3. Since the lands within its existing boundaries may not be sufficient to meet the land use needs through the year 2025, the City will also need to monitor development to the north and northwest, and exercise its extraterritorial zoning authority when appropriate to ensure future growth potential.

Projected Land Use Needs for the Year 2025

As indicated in Chapter 1, "Issues and Opportunities Element," the projected population of the City of Cedarburg is 15,600 by the year 2025. This projection will result in an increased demand

of land for residential, commercial, industrial, educational and recreational uses which, as noted, will be provided through the conversion of existing open/agricultural lands and expansion into its extraterritorial areas.

Table 8.4 Projected Land Use Needs, 2006 – 2025, and 5–Year Increments

Land Use Category	2006 Existing Land Uses Acres	%	2025 Future Land Uses Acres	%	Change 2006 - 2025	5-Year Increment (Acres)
Single-Family Residential	850	31.7%	1,161	39.1%	311	77.7
Duplex Residential (Two-Family)	73	2.7%	100	3.4%	27	6.8
Multi-Family (3+ Units)	82	3.0%	112	3.8%	30	7.5
Commercial/Office	88	3.3%	120	4.0%	32	8.0
Industrial	140	5.2%	191	6.4%	51	12.7
Institutional/Governmental	302	11.2%	412	13.9%	110	27.5
Parks	141	5.2%	192	6.4%	51	12.7
Transportation	361	13.4%	493	16.6%	132	33.0
Environmental	191	7.1%	191	6.4%	0	0
Open Lands	473	17.5%	-	-	-473	-118
Totals	2,701 Ac.	100%	2,972 Ac.	100%	271 Ac.	68 Ac.

To determine land use demands through the year 2025, this Plan relied on the aforementioned population projection and the historic land use patterns (i.e. acreage per resident ratio). The current "acreage per resident" ratio was established for each land use category and then multiplied by the adopted population projection for the year 2025 to generate the estimates of land area needed for each category. The method for determining the area for each land use category is shown on Table 8.5 below.

Table 8.5 Land Area Needed Based On Population, 2006 - 2025

Land Use Category	2006 Acreage	2006 Population	Acreage per Resident Ratio	2025 Population	2025 Acreage	Additional Acres Needed by 2025
Single-Family Residential	850	11,425	0.074	15,600	1,161	311
Duplex Residential (Two-Family)	73	11,425	0.006	15,600	100	27
Multi-Family (3+ Units)	82	11,425	0.007	15,600	112	30
Commercial/Office	88	11,425	0.008	15,600	120	32
Industrial	140	11,425	0.012	15,600	191	51
Institutional/Governmental	302	11,425	0.026	15,600	412	110
Parks	141	11,425	0.012	15,600	192	51
Transportation	361	11,425	0.032	15,600	493	132
Environmental	191	11,425	-	15,600	191	0
Open Lands	473	11,425	-	15,600	0	-473
Total	2,701 Ac.				2,972 Ac.	271 Ac.

Land Use Plan

The City of Cedarburg's Land Use Plan (Map 8-3) was developed to meet the established goals and objectives as set forth herein and in previous sections of this Comprehensive Plan. It is designed to serve a maximum residential population of about 15,600 persons by the year 2025, an increase of about 4,400 persons or an annual growth rate of 1.35% per year. The Plan shows both existing development and where future development should occur.

Smart Growth Areas (SGA) (See Map 8-3)

The Plan also identifies "Smart Growth Areas" (SGA), which are infill/redevelopment areas where public infrastructure and transportation facilities already exists. Careful consideration should be given to these sites as they represent opportunities for new development that will have minimal impact on existing public facilities and utilities. Such sites are referred to as Smart Growth Areas because they are cost-effectively developable using existing infrastructure. These

areas are also considered as redevelopment or infill areas depending on each areas unique attributes.

SGA–1 The Mercury Marine/Norstar site located south of Cleveland Street, between Madison and St. John Avenues. The Mercury Marine site is classified on the Land Use Map as Governmental and Institutional and is intended to be the site of the future library. The Norstar site is currently classified as High-Medium Density Residential (5.2 to 10.8 units/acre) and this classification will be retained as it promotes appropriate residential development within easy walking distance to downtown Cedarburg.

SGA-2 The Weil Pump site located between Western Avenue and Jackson Street. This site is currently classified as Industrial/Manufacturing development and supports an old industrial building that is only being partially used. Redevelopment of this site should include the extension of Hillcrest Avenue and/or Hanover Avenue north to Western Road to provide an alternate route to and from the downtown area. This site is classified on the proposed Land Use Map as Single-Family Medium-Density (3.67 to 5.2 units/acre) and Medium-High Density Urban Residential development (5.2 to 10.8 units/acre). These densities will provide a good customer base within easy walking distance to downtown shops.

SGA-3 The Lakeside Development site at the southeast and southwest corner of Jackson Street and Washington Avenue. These corner sites are classified as and support neighborhood business, but are surrounded by single-family residential development. Since this area is within walking distance to both the downtown and the south Washington Avenue businesses, it would be appropriately classified as Mixed-Use Office and/or High-Medium Density Residential Development.

SGA-4 The Former Amcast site on both sides of Hamilton Road at the Chicago, Milwaukee, St. Paul, Pacific Railroad. These sites are appropriately classified as Medium Density Residential for the site along the north side of Hamilton Road and Mixed Use Infill for the site on the south side.

SGA-5 The Ozaukee Fairgrounds. If the Fair Grounds are ever relocated from this site, residential land uses should be considered at densities consistent with the area.

SGA-6 Vacant land behind W61 N378 -392 Washington Avenue. This vacant site is appropriately classified as Medium-Density Single-Family Residential Development.

SGA-7 1.1-acre Vacant land behind W61 N449 Washington Avenue. This vacant site is classified on the Land Use Map as Medium-Density Residential Development but is zoned RM-2 (Multi-Family). Since the site is sandwiched between apartment buildings, the site should be reclassified to High-Density Multi-Family to reflect adjacent uses. The Washington Avenue access issue must first be resolved. (See Plan Commission property file.)

SGA-8 Lands between Washington Avenue and Hanover Avenue from Western Road to Cleveland. While this area currently supports a scattering of retail and service establishments, the area seems underutilized with large poorly-designed parking lots, unsightly rear yard storage and vast areas of open spaces. With proper design, the intent would be to create a vibrant pedestrian-friendly extension of the Historic Downtown Business District with lighted walkways, landscaped parking, improved storage areas, rear-building facade improvements and where new commercial development could be promoted.

SGA-9 The Vacant Land located between Wauwatosa Road and Poplar Avenue, northwest of Wauwatosa Road/Sherman Road Intersection. This area is appropriately classified as Medium-Density Detached Urban Development.

SGA-10 The Vacant Land behind properties located along Sunnyside Lane, Hilbert Avenue, Portland Road and Highland Drive. This site is appropriately classified as Medium-Density Detached Urban Residential Development.

SGA-11 St. Francis Borgia School site at N44 W6055 Hamilton Avenue. This site is currently classified as Governmental and Institutional Development. Since the parish is proceeding with plans to construct a new elementary school adjacent to the Divine Word site north of 5 Corners, this area should be considered for High- Medium Density Residential.

SGA-12 Northwest Corner of Western Avenue and Wauwatosa Road. Neighborhood land use plan approval required prior to annexation.

SGA-13 Area north of the Seidler Pond Subdivision along the west side of Wauwatosa Road. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.

SGA-14 Area south of Cedar Point Avenue east of Wauwatosa Road. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.

SGA-15 Grob Field area along the north side of Highway 60 east of the 5 Corners intersection. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.

SGA-16 Area north of 1375 Covered Bridge Road (St. Francis Borgia Church). Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.

SGA-17 Northwest corner of the 5 Corners intersection. Neighborhood land use plan that can be adequately served by public utilities must be approved prior to annexation.

SGA-18 TID #2. This area has been master-planned to meet the requirements of a mixed- use TID and will be monitored to maintain consistency with the approved plan.

Residential Land Use

Areas designated for residential use on the Land Use Map total approximately 1,200 acres. The residential lands includes high-density areas (10.9 units/acre to 16.1 units/acre), medium-high density areas (5.2 units/acre to 10.8 units/acre), mixed single-family/two-family older neighborhoods (5.2 units/acre to 10.4 units/acre), medium-density detached (8,400 square foot to 12,000 square foot lot sizes), medium-low density detached (12,000 square foot to 20,000 square foot lot sizes), and low-density detached (20,000 square foot to 40,000 square foot lot sizes). The Plan recommends that the higher density residential areas remain relatively constant. However, opportunities for higher-density projects are provided for development through infill or redevelopment projects. The Plan also includes a residential category with a density of three units per acre for new development along the west side of County Trunk Highway I. This category is offered as an alternative to a conservation subdivision in certain areas to comply with the requirements of a Mixed-Use TID. It is anticipated that the City will continue to growth through annexation to reach the projected acreage needed for a population of 15,600 by 2025.

This Plan promotes residential neighborhoods designed to relate to the area internal streets, bicycle-way and pedestrian system, neighborhood schools, parks and shopping. Future residential development will occur through annexation of new lands into the City, the division of existing large vacant parcels generally located on the fringe of the sewer system and through the redevelopment of infill Smart Growth Areas scattered through the City.

Low-density residential areas on the Plan cover about 320 acres and are generally located near the fringe of the sewer service areas or near environmentally sensitive lands. These areas are shown along the west side of Wauwatosa Road functioning as a transition from the higher- density development in the City of Cedarburg to the low-density development of the Town. (See Extraterritorial Area for discussion on Low-Density Land Use Categories for that area.) They are also shown along the east side of Sheboygan Road where lower-density development is intended to concentrate land development outside the environmental corridors along Cedar Creek.

Areas recommended for medium/low-density residential development cover about 38 acres that are located along the east side of Keup Road north of Columbia Road between the higher density development in the Village of Grafton and adjacent higher density development in the City. The intent of this larger lot size category is to recognize the larger homes sizes being constructed today. The areas classified as Medium-High Density Residential development total 189 acres and are located throughout the City of Cedarburg. The category generally reflects the pre-2000 residential development.

The areas identified as High-Density Residential development total about 80 acres. These land uses will serve as transitional uses between more intensive uses in the central and southern portions of the City along arterial or collector streets. They are also located in convenient proximity to commercial retail and service areas.

Residential development areas targeted for senior housing total 60 acres. These areas are typically located on the fringe of single-family residential development in close proximity to commercial retail and service centers.

Commercial Retail and Office Land Use

The City of Cedarburg Land Use Plan - 2025 recommends an increase in the area devoted to commercial and business/industrial development. As part of Tax Incremental District (TID) No. 2's project plan, commercial land accommodating retail and service uses would increase by approximately 54 acres. This increase is located at the southeast and northwest corner of State Highway 60 and County Trunk Highway I (Sheboygan Road) and along the east side of Washington Avenue south of the Town of Cedarburg's business park at Sycamore Lane.

The Land Use Plan recommends commercial retail and service areas covering about 120 acres or about 4% of the total area of the City. Eight specific commercial areas have been identified on Map 8-2. These include the Cedarburg Central Business District; the south end of Washington Avenue between Lincoln Boulevard and Pioneer Road; the south side of the Jackson Street and Washington Avenue intersection; the area around the Columbia Road intersection with Bridge Road, Highland Drive and Keup Road; the northern one-third of the Baehmann golf course property; the area along the east side of Washington Avenue north and south of Cambridge Avenue; and the southeast corner of Sheboygan Road and State Highway 60. These areas would serve the commercial retail sales and service needs of the City to the year 2025 and beyond.

Industrial Land Uses

The Plan identifies about 220 acres devoted to industrial land uses. There are four main areas identified for this type of land use: the industrial uses located in the vicinity of Cardinal Avenue, Doerr Way and McKinley Boulevard; the area north of Portland Road on both sides of the Chicago, Milwaukee, St. Paul Pacific Railroad; the Cedarburg Business Park located along the east side of Evergreen Boulevard immediately north of Pioneer Road; and the proposed business park to be located along the south side of State Highway 60 to the east and south of the Town of Cedarburg's business park along Hilltop Drive. The new Business Park within TID #2 will increase business/industrial uses by 83 acres. This park was determined to be necessary because there were no large publicly-owned or privately-owned sites available for existing businesses which may wish to expand or to attract new businesses. Accordingly, in early 2007, the City created Tax Incremental Financing District No. 2 (TID #2) to fund the costs of the necessary public improvements (i.e. sewer, water, storm sewer, etc.) to serve lands leading up to and

including the new Business Park. Once those improvements are available, over 200 acres of land will be available for mixed use development.

Government and Institutional Land Uses

Governmental and Institutional land uses under this Plan occupy about 300 acres or 13.5% of the total land area of the City. These areas include already existing governmental and institutional uses, as well as the recently-purchased wastewater treatment plant site located along the north side of Pioneer Road and west of the Milwaukee River.

Discussions are currently underway with the Cedarburg School District to determine their anticipated needs through the year 2025. To support future growth north and west of the current City limits, a new water tower is planned to be located in or near the future City Business Park along the south side of Highway 60. This Plan also establishes the new library which is under consideration at the former Mercury Marine site at W66 N598 Madison Avenue.

Parks, Recreational and Open Space Land Uses

The planned increase in recreational land is based on neighborhood development standards that are intended to provide adequate parklands in residential areas. In May 2004, the City adopted the "Comprehensive Park and Open Space Plan" in which the goals, objectives, policies and recommendations relating to parklands are established. The mission statement of the "Comprehensive Park and Open Space Plan" is "to provide a park and recreational system that will meet the needs of the current and future generations, preserve and protect the City's open spaces, water, historical, cultural, natural and economic resources; and provide a park and recreation program that is designed to enhance the community's economic quality of life."

The recommendations contained in the current or in any future "Comprehensive Park and Open Space Plan" are all incorporated into this Plan. Following are general recommendations relating to parklands, park facilities and trails:

- The City should explore the possibility of acquiring additional land and easements, and developing additional parks, appropriate facilities and multi-purpose trails along the primary environmental corridor along Cedar Creek.

- The City should connect existing and future parks to local and regional trail systems to provide City and County residents a greater opportunity to have access to other areas of the region.
- The City should not develop new mini-parks as they are financially burdensome on a community.
- Adequate park security should be provided through proper lighting, visibility, surveillance and proper user hours.
- All park facilities should be barrier-free and should meet the intent of the American with Disabilities Act.
- The City should continues it's efforts to establish and maintain an urban forest in parks, boulevards, terraces, preserves and other public right-of-way lands.

See the "Comprehensive Park and Open Space Plan" for a detailed description of parklands and facilities recommendations, which are considered an element of this plan.

Transportation, Communication and Utility Lands

The City Land Use Plan recommends that the areas devoted to transportation, communication and public utilities increase by 140 acres. This large increase is due to recent purchase of the former Zarling property to accommodate a future joint wastewater treatment facility along the east side of the Milwaukee River north of Pioneer Road and the recently-constructed electric substation located southwest of the south end of Doerr Way.

Environmentally Significant Lands

The year 2025 Land Use Plan recommends that, to the extent practicable, environmentally sensitive lands be preserved through creative use of zoning where development rights are appropriate on adjacent upland developable areas. These lands include the best remaining woodlands, wetlands, environmental corridors, prairies, wildlife habitat, surface water, and associated shorelands and floodplains discussed in Chapter 5. The main waterway in Cedarburg is Cedar Creek, which flows through the heart of the City of Cedarburg. Its associated floodplain is encompassed by a primary environmental corridor which, along with documented woodlands, isolated natural areas and wetlands, are intended to be protected through this Plan.

Extraterritorial Area

State Statutes provide the City with power to monitor and guide development in the extraterritorial area. It is important that the City exercise its land division and zoning authority in targeted areas of the extraterritorial area to prevent unwanted development that would hinder the City's ability to grow. The areas most critical for the City's future growth are those areas in the Town that are included in the City's Sanitary Sewer Service Area limits. To protect those areas against uncontrolled urban sprawl-type development, this Plan establishes two land use categories for the area. The Unsewered Low-Density Residential category is applied to existing development and established a density of 1 unit per 5 acres. The remaining undeveloped areas are classified as Agricultural or Open Areas with minimum lots sizes at 35 acres. The purpose of this section is to identify conditions that have the potential of negatively impacting the City in order to better guide development in the extraterritorial area according to the goals, objectives and policies identified in this Comprehensive Plan.

- Zoning

  The Town of Cedarburg's zoning is shown on Map 8-4. The City should continue working with the Town of Cedarburg to evaluate strategies to ensure that development patterns that are consistent with the goals and objectives prescribed herein.

- Natural Areas

  Natural areas, including, wetlands, select woodlands and floodplains that are shown on Maps 5-2, 5-3 and 5-4 must be protected because of their flood control, wildlife habitat, water quality protection and recreational values.

- Prime Agricultural Lands

  The Ozaukee County Farmland Preservation Plan, as it pertains to the Cedarburg area, is currently being revised and updated, and is expected to be completed in 2008. In addition to preserving farmland, the Farmland Preservation Plan seeks to protect lands identified as environmental corridors and isolated natural areas. This plan should be endorsed by the City of Cedarburg and enforced from the City's extraterritorial land division and zoning powers.

- Existing Residential Development

  Residential development within the extraterritorial area has resulted in low-density (one unit/4 acres) land use patterns that are automobile dependant and land consumptive.

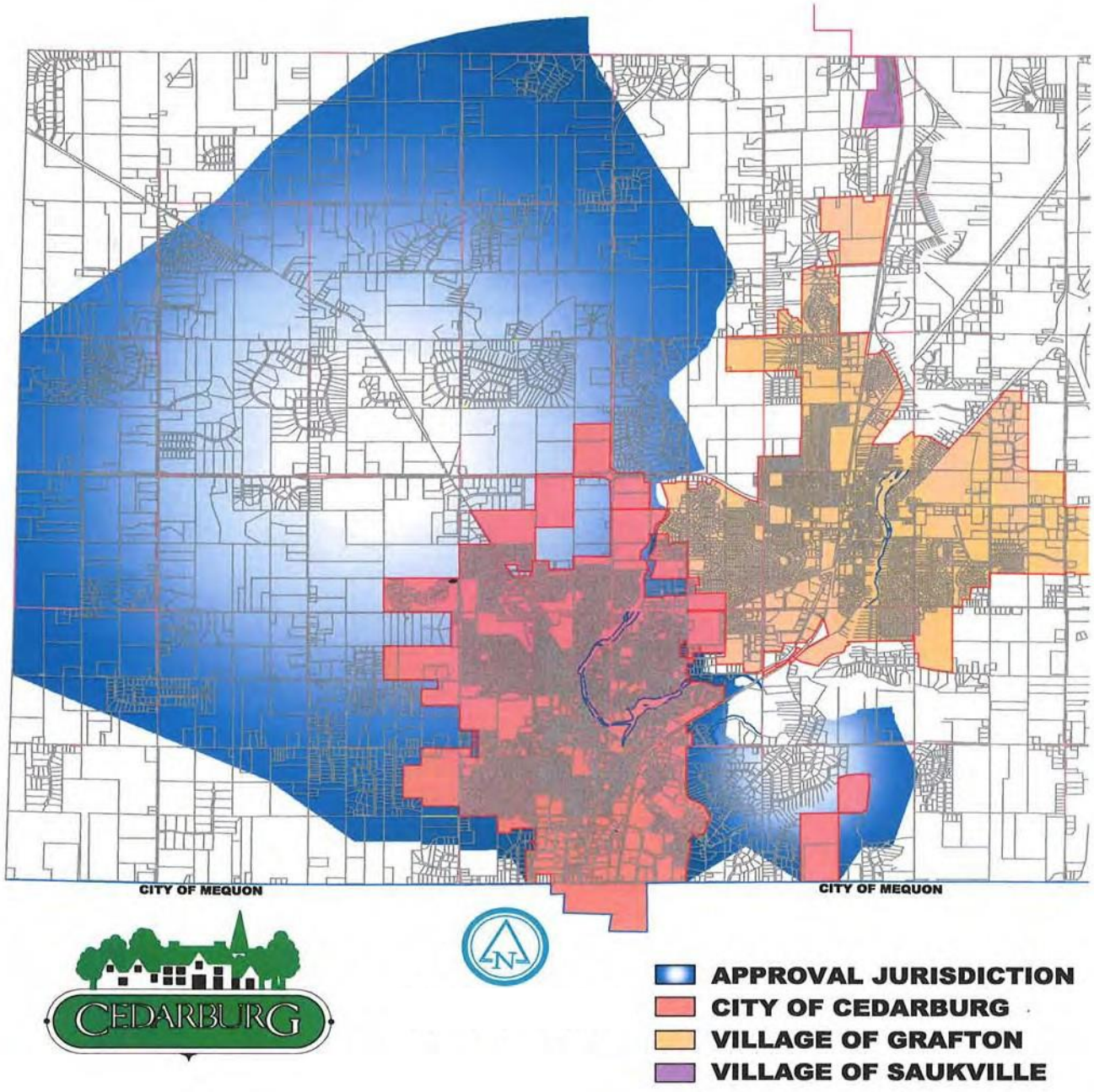
The City of Cedarburg and adjacent towns should begin to work on a cooperative plan/agreement to ensure that future development patterns within the City's Sanitary Sewer Service Area are appropriate for public sewer service.

- Existing Commercial and Industrial Development

  Commercial and industrial development in the extraterritorial area is primarily located along State Highway 60 in the 5 Corners area. It is consistent with existing zoning which promotes either industrial or commercial development for a mile and a half stretch along this highway from just west of County Trunk I to just east of Horns Corners road. The existing development evolved over the years following no apparent unifying guidelines resulting in a haphazard look with newer development dominating the historic character of the area. To establish an identity currently desired, in 2005, the Town of Cedarburg undertook to create the "Five Corners Master Plan" to better integrate new commercial uses with future multi-family development designed as a town center. However, due to the intensity of this plan and the fact that no public sewer or water facilities were available to support this development, the City of Cedarburg became alarmed and elected to exercised its extraterritorial zoning controls. This resulted in the establishment of a Joint Extraterritorial Zoning Committee (JETZCO) charged with the task of creating a less intensive compromise plan for this area. This Committee met for a over a year and as of this writing no consensus was reached on an alternate plan. These talks did however result in the Town Chairman and City Mayor sitting down to talks about how the two communities can work together into the future.

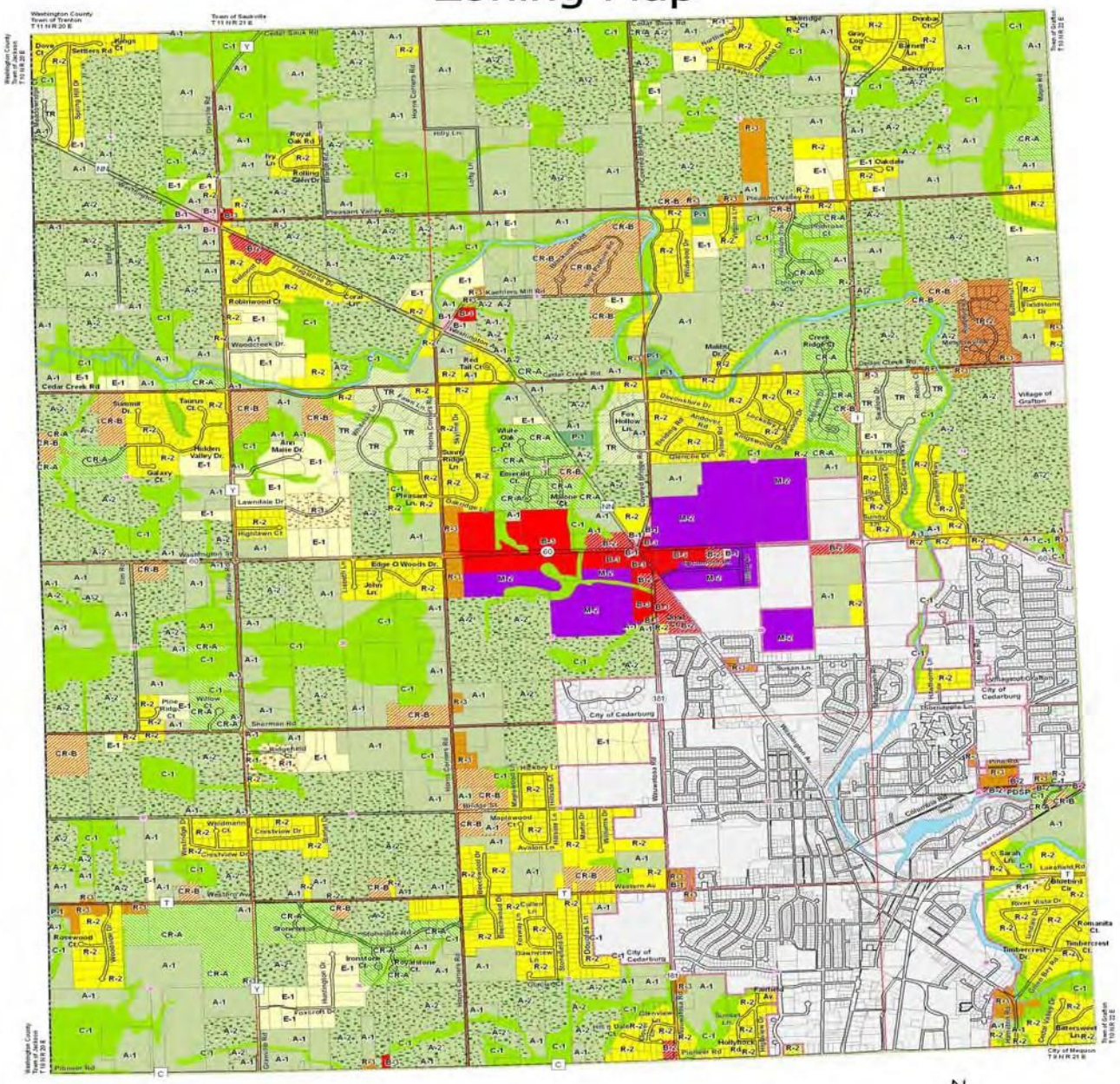
Map 8-4

CITY OF CEDARBURG
EXTRATERRITORIAL LAND DIVISON OR SUBDIVISION APPROVAL JURISDICTION



Map 8-5

Town of Cedarburg Zoning Map



Legend

- R-1 Single Family Residential District
- R-2 Single Family Residential District
- R-3 Single Family Residential District
- B-1 Neighborhood Business District
- B-2 Planned Business District
- B-3 Business District
- B-4 5 Corners Town Center
- M-2 Planned Industrial District
- A-1 Agricultural Dis
- A-2 Prime Agricultu
- C-1 Conservancy District
- P-1 Public and Private Park District
- E-1 Estate District
- CR-A Countryside Residential A
- CR-B Countryside Residential B
- al Residential
- onal Residential
- PDSP Planned Development Special Permit

N

0 5001,000 2,000 3,000 Feet

KAPUR & ASSOCIATES, INC.
CONSULTING ENGINEERS

Certification:
I, the undersigned, Town Chairman of the Town of Cedarburg, Ozaukee County, Wisconsin, do hereby certify that the Zoning Map, Town of Cedarburg, Ozaukee County, Wisconsin on ____, Changes thereafter shall not be effective until entered and attested on the certified copy.

Attestation:

David Valentine, Town Chairman Date

James Culotta, Town Administrator Date

The data is provided without warranty of any representation of accuracy, timeliness, or completeness. It is the responsibility of the Requester to determine accuracy, timeliness, completeness, and appropriateness of its use. The Town makes no warranty, expressed or implied to the use of the mapped data.

Land Use Goals, Objectives, and Policies

Goal - Land Use Allocation

Provide a balanced allocation of area for the various land use categories to meet the social, physical and economic needs of the City's population.

- Objectives:
  - The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.
  - The Plan Commission and Common Council should periodically compare the ratio of residential, commercial and industrial land uses with City goals, objectives and policies.
  - The Plan Commission and Common Council should be receptive to new and innovated ideas for quality residential, commercial and industrial development within the City limits.
- Policies:
  - Review the Comprehensive Plan projections at least every 5 years to evaluate the balance of space provided to the various land uses.

Goal - Spatial Distribution

Provide a spatial distribution of the various land uses to create a convenient and compatible arrangement of land uses while avoiding land use conflicts.

- Objectives:
  - Provide proper spatial distribution of the various land uses to create a compatible arrangement of land uses related to the supporting transportation, utility and public facility systems.
  - Promote the proper utilization of public transportation, utilities and service facilities to further enhance the economic base of the City of Cedarburg.
  - Ensure that adjacent uses are compatible with one another; the opinions of adjacent neighboring landowners should be considered when deciding on new projects.
  - Promote the integration of different housing types (i.e. single-family, two-family, multi-family and low- to moderate- income residences).

- Buffering techniques should be incorporated to reduce the potential of land use conflicts.

- Policies:
  - Urban residential uses should be located in areas that are served with public sanitary sewerage and water supply facilities. They should also be located within a reasonable walking distance to local services such as parks, commercial areas and schools, and should have reasonable transportation access to employment, community and regional commercial, cultural and governmental centers.
  - Industrial uses should be located in planned industrial districts where direct access to arterial streets and highway facilities is present. Industrial districts should not be intermixed with commercial, residential, governmental, recreational, school or institutional uses. Furthermore, industrial uses should be provided adequate water supply, public sanitary sewer service, proper stormwater drainage and adequate power supply.
  - Neighborhood and community commercial uses should be located in established centers of concentrated retail and service activities with direct access to the arterial street system.

Goal – Smart Growth Sites

Promote the development, redevelopment, full use and/or reuse of existing urban areas of the City where public infrastructure already exists.

- Objectives:
  - Provide the necessary assistance to properly cleanup contaminated sites to prepare them for redevelopment opportunities.
  - Evaluate infill and or redevelopment sites near the downtown area to establish appropriate residential densities that will provide a good customer base for downtown businesses.

Goal - Natural Resources

Provide a spatial distribution of the various land uses that will preserve the natural resources of the City.

- Objectives:
  - Promote the proper use of land to protect and preserve natural resources of the area; including soils, groundwater supply and quality, lakes and streams, wetlands, woodlands and wildlife habitat.
  - Unsewered development should not be permitted in areas where sewer service is planned.
  - Development served by private wells should be discouraged.
  - Floodplains should not be considered for any urban development which would cause or be subject to flood damage.
  - Adequate stormwater drainage facilities should be provided for all urban development.
  - Wetlands should not be considered for any urban development except limited recreational uses. Under State law, all wetlands in floodplain and shoreland areas must be preserved pursuant to Chapter NR 117 of the Wisconsin Administrative Code.
  - High- and medium-value woodland areas of at least 5 acres should be protected and only limited recreational uses should be considered.
  - Primary environmental corridors should be preserved as natural open space uses to the extent practical, or developed at a density of not more than one dwelling unit per 5 acres.
- Policies:
  - Monitor the proper allocation of land uses to maintain an ecological balance between the activities of man and the natural environment.
  - Provide a suitable environment for desirable and unique plant and animal life with opportunities for scientific, cultural and educational pursuits.
  - High- and medium-value woodland areas of at least 5 acres shall be protected and only limited recreational uses should be considered.

- Protect wetlands by stabilizing stream flows and controlling stormwater runoff. Wetlands should not be drained or filled, and only limited recreational uses should be considered.

Goal – Recreation

Maintain an adequate amount of active and passive recreational lands to meet the current and future recreational needs.

- Objectives:
  - Provide an integrated system of public, outdoor recreational sites and related open space areas which will allow the residential population of Cedarburg adequate opportunity to participate in a wide range of outdoor recreational activities. (See the "Comprehensive Park and Open Space Plan.")

Goal - Historic Preservation

Promote the preservation, enhancement, perpetuation and use of sites and improvements of special historic interest and value in order to provide educational, cultural and general welfare of the residents of the City of Cedarburg.

- Objectives:
  - Use standards that are consistent with the standards established by the U.S. Secretary of the Interior for historic preservation. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration and reconstruction.

The foregoing represents the goals and objectives which the City Land Use Plan should seek to achieve. These represent the proper allocation of space to the various land use categories and the proper arrangement of land uses for this planning effort. While these goals and objectives include guidelines for residential, commercial, business, institutional and parkland development, detailed site design considerations will be

addressed during the project approval phase.

CHAPTER 8

LAND USE ELEMENT

66.1001 (2)(h) Wis. Stat:

> **Land Use Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. This element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agriculture, residential, commercial, industrial, and other public and private uses. The Land Use Element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. This element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial, and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that show current land uses and future land uses that indicate natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which service of public utilities and community facilities that will be provided in the future.

The Land Use Plan is the official statement of the City of Cedarburg, setting forth major objectives concerning its desired physical development. This Plan is intended to be used as a tool to help guide physical development into functional, healthy, efficient and attractive land use patterns. It is not intended to be considered rigid and unchangeable, but rather is viewed as a flexible guide to help City officials and concerned citizens to review development proposals. The intent of the Land Use Plan is to promote the public interests rather than the interests of individuals or special groups within the City. This Plan shall promote the public health, safety, morals, order, convenience, prosperity and general welfare of the City of Cedarburg.

The Plan contributes to responsible democratic government by helping duly elected officials to safeguard and promote the public interests. The Plan also contributes to democratic government by providing a focus for citizen participation in the planning and subsequent development process.

The Land Use Plan is long range and targeted on the year 2050, providing a means of taking into account long-range development goals and objectives when considering short-range actions. This

Plan is intended to accommodate projected growth in the City's population, households and employment through time to ensure that today's decisions will lead toward tomorrow's goals. As conditions change from those used as the basis for the preparation of this Plan, the Plan should be revised as necessary. Accordingly, the Plan is required to be reviewed every 10 years to determine whether the land use development objectives as set forth herein are still valid, as well as to evaluate the extent to which the various objectives are being realized through its implementation.

Nature of the Plan

The preparation of this Land Use Plan involved projecting future changes in population, households, employment and allocating increments of land to support such projections. These allocations were made, insofar as practicable, in a manner that is consistent with the City's land use objectives. The allocations take into account the work of the Plan Commission in arriving at its preliminary recommendations, the public input received at an open house/public hearing regarding the proposed Smart Growth Areas that was conducted on December 17, 2024, and ongoing citizen input through regularly-scheduled Plan Commission meetings. The City also commissioned a Housing Report and Traffic Analysis to aid in informing the decisions of the Plan Commission in this smart growth planning process. The Cedarburg School District commissioned an enrollment projections analysis in 2024-2025 which also lent useful information to the Plan Commission in this update process. A public hearing is required to be held by/before the Common Council prior to their final action/adoption of any amendment or update to the City's Comprehensive Plan.

Population Forecasts

The population forecasts promulgated by the Plan Commission (*Ref Chapter 2-Housing, Population Trends*) are based on an annual increase of 1.6%, which indicates that the City may be expected to reach a residential population level of approximately 16,289 persons by the year 2040. This level represents an increase of about 3,375 persons over the 2024 level. At 2.37 persons per household (the 2022 average household size according to US Census Bureau Quick Facts Estimates), about 1,324 housing units or ~88 new dwelling units per year will need to be added to the existing housing stock.

Sanitary Sewer Service Area

The Southeastern Wisconsin Regional Plan Commission (SEWRPC) has adopted an areawide

water-quality management plan for southeastern Wisconsin. The SEWRPC plan is aimed at achieving clean and wholesome surface waters within the seven-county southeastern Wisconsin region that are "fishable and swimmable." The regional water-quality management plan identifies sewage treatment facilities in the region and refined sanitary sewer service areas for each treatment facility. The City of Cedarburg's sanitary sewer service area covers the entire City and also extends into areas of the Town of Cedarburg and the Town of Grafton (Ref Map 4-1 in Chapter 4 of this Plan) . This Land Use Plan recognizes a forecast residential population which takes into consideration growth through annexation of those areas of the Towns that are within the sewer service area of the City, and on the City side of the boundary as established by the Intergovernmental Agreement between the City of Cedarburg and Town of Cedarburg (Ref Appendix A).

The Land Use Plan indicates both those areas in which urban development now exists and those where development could be permitted in accordance with the land use development objectives, principles and standards set forth in the various elements of this Plan. The character of Cedarburg is defined by development patterns of the past, which should continue to serve as a guide for the future. Future growth will be steered to areas where public utilities and urban services exist or will be provided. The goal of this Plan is to ensure that those growth patterns harmonize with the character of the area.

Existing Land Use: 2024

In 2024, City land encompassed about 4.972 square miles (i.e., 3,182 acres). Table 8.1 and Map 8-1 illustrate the current total acreage and distribution of the different land use categories throughout the City of Cedarburg.

Table 8.1 SUMMARY OF EXISTING LAND USE CLASSIFICATIONS IN THE CITY OF CEDARBURG: 2025

LAND USE CLASSIFICATION	ACREAGE	% of TOTAL
High Density Residential	132	5%
High Density Residential (Elderly Housing)	17	1%
High-Medium Density Residential	118	4%
Industrial/Manufacturing	227	8%
Low Density Detached Urban Residential	293	10%
Medium Density Residential	1199	41%
Medium-Low Density Residential	61	2%
Mixed Single-Family/ Two-Family Residential	108	4%
Mixed Use Office and/or High-Medium Denisty Residential	6	0%
Office	29	1%
Recreational/Parkland	197	7%
Transportation, Communication, or Utility Facilities	142	5%
Community Exhibition/Fairgrounds	38	1%
Commercial	126	4%
Governmental and Institutional	242	8%
Total	**2933**	**100%**

MAP 8.1

Residential Land Use

Existing residential development in 2025 is generally divided into high, medium, and low density categories. Total acreage currently set aside for, or already developed in, residential use is ~1,928 acres or about 66% of the area of the City.

According to the 2020 Census and as reflected on Table 2.2 of the Housing Element, the City of Cedarburg surpassesOzaukee County and the State of Wisconsin in the percentage of housing stock devoted to multi- family residential units (three or more units per building), at 28% for the City, and 25% and 20% for the County and State, respectively.

Commercial/Office Land Use

Existing office and commercial land uses account for ~155 acres or 5% of City land area. Commercial and office land uses are predominantly located along Washington Avenue in downtown Cedarburg and along south Washington Avenue from Lincoln Boulevard south to Pioneer Road. Other smaller commercial and office nodes exist at the intersections of Washington Avenue and Jackson Street, Bridge Road and Columbia Road, Portland Road at Highland Road, Alder Street at Riveredge Drive, between Park Lane and Cedar Creek, and at Washington Avenue and Cambridge Avenue.

Cedarburg's downtown has traditionally served as the focal point for the City's commercial and entertainment activities. Because Washington Avenue is lined with limestone and cream-city brick buildings dating back to the mid-1800s that have changed little over time, it was designated as the Washington Avenue Historic District and is listed on the National Register of Historic Places, giving the area national recognition for its historic and architectural importance (see Washington Avenue Historic District). This listing has aided in promoting Cedarburg as a destination for tourists. Restoration and preservation efforts undertaken by the property owners (and overseen by the Cedarburg Landmarks Commission) will serve to protect and enhance Cedarburg's distinctive downtown character well into the future. Reference Chapter 5-Agricultural, Natural & Cultural Resources, for further information about the City's historic resources.

Industrial Land Use

Existing industrial land uses account for~227 acres or approximately 8% of the land area in the

City. The City's business/industrial districts were previously llimited to the areas along Cardinal Avenue and Doerr Way, on the west side of McKinley Boulevard, and along the east side of Evergreen Boulevard immediately north of Pioneer Road. In 2022, the City developed its 60-acre Highway 60 Business Park to facilitate new industrial investment, growth, and development. This new business park is located on the south side of Hwy 60 between Sheboygan Road and Wauwatosa Road.

Park, Recreational and Open Space Land Uses

Existing lands devoted to park and recreational and open space uses total ~235 acres. The City owned parks are are individually described/categorized in the recently adopted "City of Cedarburg, Wisconsin Comprehensive Outdoor Recreation Plan Five Year Park Plan 2025 through 2030. Other open spaces include primary and secondary environmental corridors, as well as isolated natural areas, waterways, floodplains and wetlands.

Institutional and Governmental Land Uses

Institutional and governmental land uses include such things as City buildings, school facilities, cemeteries and churches, transportation installations, utility installations, and similar. Existing lands devoted to these uses total~384 acres or 13% of the City's land area. Reference Chapter 4-Utilities and Community Facilities for further information..

Environmentally Significant Lands

The land use objectives set forth in this plan call for the preservation of primary environmental corridors and wetlands as natural open uses, and the preservation of secondary environmental corridors and isolated natural resource areas as natural open uses to the extent practicable. Reference Chapter 5-Agricultural, Natural & Cultural Resources for further information.

Land Use Trends and Projected Land Use Plan

Table 8.2 compares the land use acreage allocations from 2006 with the 2024 totals.

Because the City of Cedarburg shares its southern border with the City of Mequon and northeastern border with the Village of Grafton, and because low density development has occurred directly west of the City limits, the most immediate future growth potential lies to the north and northwest.

In 2007, the City created TID #2 to provide the financial means to have public sewer and water service extended to serve future development of the area along State Highway 60 between Cedar Creek and Washington Avenue and along the east side of Sheboygan Road south of Highway 60. Scattered infill development and redevelopment sites will continue to contribute to the City's future developable area as well.

Residential Land Use

Table 8.2 reveals that the rResidential land use category continues to be the predominant classification (i.e., 50% in 2006 and 67% in 2024). Within the residential classification, medium density continues to dominate (i.e., 42% in 2006 and 53% in 2024), followed by high-medium density (i.e., 4% in 2006 and 8% in 2024) and high density (i.e., 4% in 2006 and 6% in 2024).

Commercial/Office Land Use

Cedarburg's downtown Central Business District and scattered commercial nodes located at high-traffic intersections have historically served as the hub of commercial and office activity in this community. From 2006 to 2024, the acres devoted to Commercial/Office land use classification increased just slightly, from 4% to 5% of total acres Citywide.

Industrial/Manufacturing Land Uses

Between 2006 and 2024, Industrial/Manufacturing land uses increased from7% to 8% of total acres Citywide. This increase may be attributed to the development of the City of Cedarburg Highway 60 Business Park in 2021 which added approximately 58-acres to the Citywide total of Industrial/Manufacturing acreage.

Supporting Land Uses

The quantity of acreage devoted to supporting land use classifications such as Recreational/Parkland, Governmental/Institutional, Transportation/Utilities, and similar… tend to ebb and flow with the rate and type of new development/redevelopment occurring over any given period of time.

Table 8.2 COMPARISON OF LAND USE ACREAGES 2024 v 2006					
	2024	2024		2006	2006
LAND USE CLASSIFICATION	ACREAGE	% OF TOTAL		ACREAGE	% OF TOTAL
High Density Residential	132.42	5%		82	4%
High Density Residential (Elderly Housing)	16.71	1%		*1*	
High-Medium Density Residential	117.7	4%		73	4%
Industrial/Manufacturing	227.29	8%		140	7%
Low Density Detached Urban Residential	292.58	10%		*2*	
Medium Density Residential	1198.8	41%		850	42%
Medium-Low Density Residential	61.16	2%		*2*	
Mixed Single-Family/ Two-Family Residential	107.72	4%		*3*	
Mixed Use Office and/or High-Medium Density Residential	5.53	0%		N/A	
Office	28.5	1%		88	4%
Recreational/Parkland	197.45	7%		141	7%
Transportation, Communication, or Utility Facilities	141.82	5%		361	18%
Community Exhibition/Fairgrounds	37.99	1%		*4*	
Commercial	125.93	4%		*5*	
Governmental and Institutional	241.58	8%		302	15%
Total	2933.18	100%		2037	100%
1 Included in High Density Residential Acreage					
2 Included in Medium Density Residential Acreage					
3 Included in High-Medium Density Residential Acreage					
4 Included in Recreational Parkland					
5 Included in Office Acreage					
6 Agricultural and Rural Acreage in 2006 was 664					

Trends in Land Values

Table 8.3 describes the increase in the equalized values for the different use types, as compiled by the State of Wisconsin Department of Revenue

Table 8.3 Equated Statement of Assessment -City of Cedarburg

Type of Property	2015	2020	2024
Residential	$984,831,200.00	$1,085,692,300.00	$1,620,026,900.00
Commercial	$186,769,100.00	$242,476,500.00	$325,198,200.00
Manufacturing	$18,513,800.00	$15,914,000.00	$36,895,300.00
Agricultural	$41,500.00	$28,000.00	$34,200.00
Undeveloped/Ag Forest/Other	$499,700.00	$458,800.00	$189,600.00
Personal Property	$18,035,440.00	$11,669,940.00	$0.00
Total Value	$1,208,690,740.00	$1,356,239,540.00	$1,982,344,200.00

Source: Wisconsin Dept. of Revenue Statistical Report of Property Valuation, 2015, 2020, and 2024

Land Use Conflicts

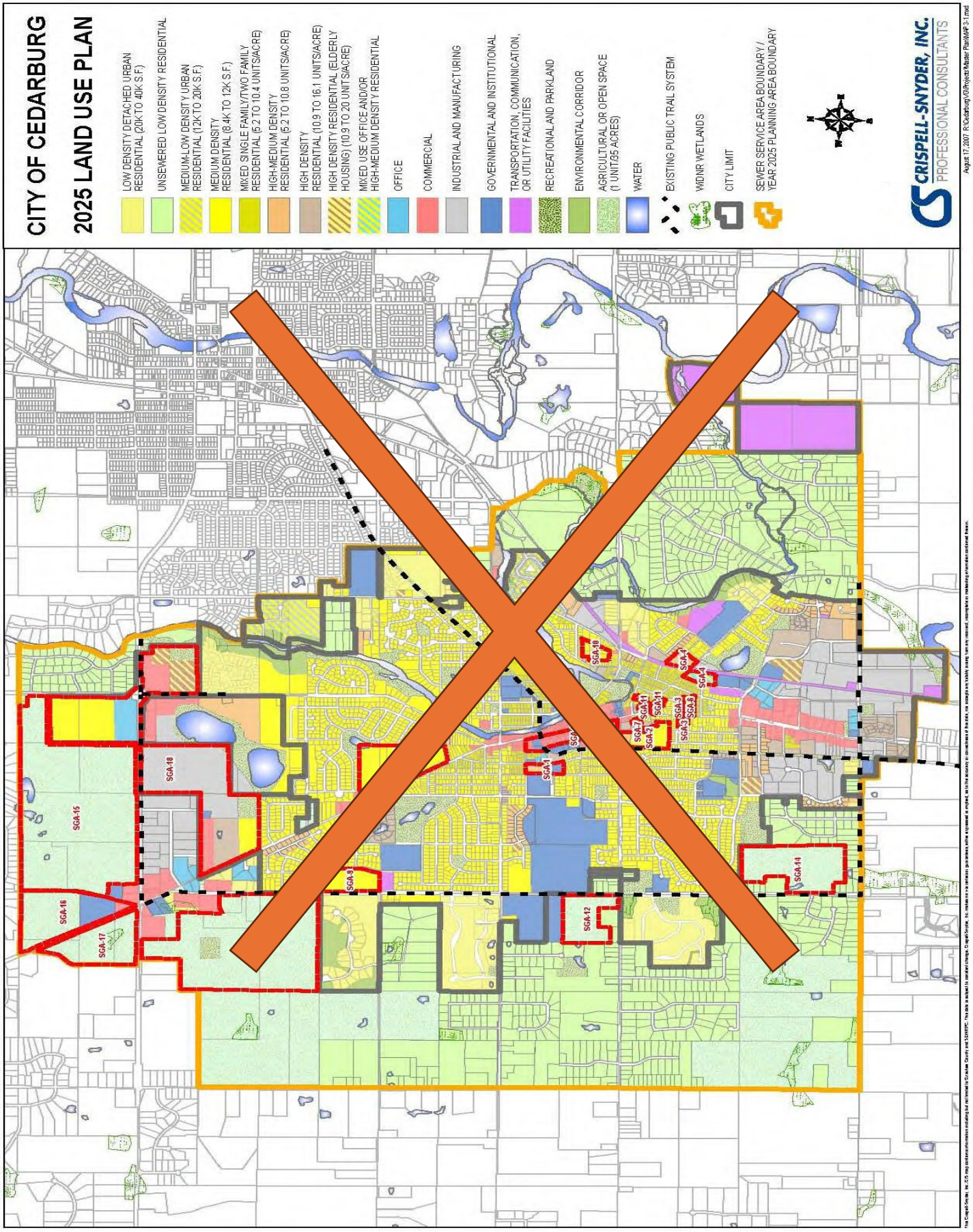
Land use conflicts occur when incompatible land uses are located adjacent to or near each other. There are many examples of these conflicts, but a common one is where industrial or intense commercial development occurs immediately adjacent to residential neighborhoods. A prime example in Cedarburg is the former Mercury Marine (currently Norstar) site located between St. John Avenue and Madison Avenue, in an area that is primarily residential. While land use conflicts of this nature are the result of past development patterns, the City of Cedarburg now utilizes the following methods to minimize conflicts as new developments are proposed:

- Use Buffering. To minimize conflicts between land uses, the City of Cedarburg's Land Use Plan is designed to provide buffers between incompatible land uses. More specifically, the Plan proposes less intensive land uses radiating outward from the more intensive land use. For example, an appropriate series of land uses to buffer an intensive business/commercial use from single-family development might be to introduce a step down in intensity to multi-family and then two-family uses in-between.

- Landscaping and Berming. Vegetative landscaping can be used as a visual buffer to
- minimize the impacts on adjacent properties. However, when properly designed,
- landscaped berms provide better, more effective, visual and sound buffers. These should
- be undulating berms rather than lineal and planted under the direction of a qualified
- arborist. The City of Cedarburg should continue the use of their landscape
- screening/buffering demands as development proposals come for to minimize the impacts
- on adjacent properties.Site and architectural plan reviews that favor building and open space design strategies that compliment and minimize direct conflicts with closest adjoining land uses.

INSERT NEW LAND USE PLAN MAP – 2050 WHEN COMPLETED

MAP 8.2


CITY OF CEDARBURG
2025 LAND USE PLAN
LOW DENSITY DETACHED URBAN RESIDENTIAL (20K TO 40K S.F.)
UNSEWERED LOW DENSITY RESIDENTIAL
MEDIUM-LOW DENSITY URBAN RESIDENTIAL (12K TO 20K S.F.)
MEDIUM DENSITY RESIDENTIAL (8.4K TO 12K S.F.)
MIXED SINGLE FAMILY/TWO FAMILY RESIDENTIAL (5.2 TO 10.4 UNITS/ACRE)
HIGH-MEDIUM DENSITY RESIDENTIAL (5.2 TO 10.8 UNITS/ACRE)
HIGH DENSITY RESIDENTIAL (10.9 TO 16.1 UNITS/ACRE)
HIGH DENSITY RESIDENTIAL (ELDERLY HOUSING) (10.9 TO 20 UNITS/ACRE)
MIXED USE OFFICE AND/OR HIGH-MEDIUM DENSITY RESIDENTIAL
OFFICE
COMMERCIAL
INDUSTRIAL AND MANUFACTURING
GOVERNMENTAL AND INSTITUTIONAL
TRANSPORTATION, COMMUNICATION, OR UTILITY FACILITIES
RECREATIONAL AND PARKLAND
ENVIRONMENTAL CORRIDOR
AGRICULTURAL OR OPEN SPACE (1 UNIT/35 ACRES)
WATER
EXISTING PUBLIC TRAIL SYSTEM
WDNR WETLANDS
CITY LIMIT
SEWER SERVICE AREA BOUNDARY / YEAR 2025 PLANNING AREA BOUNDARY
CRISPELL-SNYDER, INC.
PROFESSIONAL CONSULTANTS
SGA-1
SGA-2
SGA-3
SGA-4
SGA-5
SGA-6
SGA-7
SGA-8
SGA-9
SGA-10
SGA-11
SGA-12
SGA-13
SGA-14
SGA-15
SGA-16
SGA-17
SGA-18

Land Use Plan for the City of Cedarburg: 2025

Effective land use management for the City of Cedarburg will evolve through the dedicated efforts of the Plan Commission and Common Council to ensure the proper timing and allocation of land development. Effective design controls and compatible land use development will ensure that the City we know today will continue to thrive well into the future. The intent of this Plan is to continue the efforts that began with preserving the historic downtown and saving what we already have in our traditional neighborhoods. It promotes planned development patterns that make walking or bicycling appealing and safe, which will also minimize vehicular traffic congestion. It also discourages unplanned, uncontrolled growth that leads to increased utility extension costs, land use conflicts and gradual deterioration of the City's identity. Future development or redevelopment is encouraged that is orderly and compatible with existing development.

In 2016, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) adopted VISION 2050, Southeastern Wisconsin's long-range land use and transportation plan. Every four years, the Commission conducts an interim review and update of VISION 2050, the most recent of these being the 2024 Update Report. VISION 2050 is a useful guide and reference for communities throughout the southeast Wisconsin region to consider when developing or updating their local plans. When reviewing requests for approval to extend sanitary sewer mains, SEWRPC does evaluate the proposed new land uses to be served in the context of the VISION 2050 Plan.

Land Use Within the City Limits/Boundary – 2024

The City of Cedarburg has identified twelve (12) Smart Growth Areas (SGA's). These are the twelve locations within the City's current boundary (and/or on the City side of the Boundary Agreement between the City and Town of Cedarburg). which contain the most significant, viable locations for new development and redevelopment to support the City's land use needs through 2050. (Ref Map 8.2). The City should continue to monitor development occurring to the west, north and east to ensure that longer-term future City growth potential remains, beyond these twelve SGA's .

Projected Land Use Needs for the Year 2050

As indicated in Chapter 1, "Issues and Opportunities Element," the projected population of the City of Cedarburg is 14,756 by the year 2050. This projection will result in an increased demand of land for residential, commercial, industrial, educational and recreational uses which, as noted,

will be provided through the conversion of existing open/agricultural lands and expansion into the Citys extraterritorial areas.

Table 8.4 Projected Land Use Needs, 2024 – 2050, and 5–Year Increments

Land Use Category	2024 Existing Land Uses Acres	%	2050 Future Land Uses Acres	%	Change 2024 - 2050	5-Year Increment (Acres)
High Density Residential	132.42	4.51%	151	4.51%	19	3.76
High Density Residential (Elderly Housing)	16.71	0.57%	19	0.57%	2	0.47
High-Medium Density Residential	117.7	4.01%	134	4.01%	17	3.34
Industrial/Manufacturing	227.29	7.75%	260	7.75%	32	6.45
Low Density Detached Urban Residential	292.58	9.97%	334	9.97%	42	8.30
Medium Density Residential	1198.8	40.87%	1,369	40.87%	170	34.01
Medium-Low Density Residential	61.16	2.09%	70	2.09%	9	1.74
Mixed Single-Family/ Two-Family Residential	107.72	3.67%	123	3.67%	15	3.06
Mixed Use Office and/or High-Medium Density Residential	5.53	0.19%	6	0.19%	1	0.16
Office	28.5	0.97%	33	0.97%	4	0.81
Recreational/Parkland	197.45	6.73%	225	6.73%	28	5.60
Transportation, Communication, or Utility Facilities	141.82	4.84%	162	4.84%	20	4.02
Community Exhibition/Fairgrounds	37.99	1.30%	43	1.30%	5	1.08
Commercial	125.93	4.29%	144	4.29%	18	3.57
Governmental and Institutional	241.58	8.24%	276	8.24%	34	6.85
Total	2933.18	100%	3349.29			

To determine land use demands through the year 2050, this Plan relied on the aforementioned population projection and the historic land use patterns (i.e. acreage per resident ratio). The current "acreage per resident" ratio was established for each land use category and then multiplied by the adopted population projection for the year 2050 to generate the estimates of land area needed for each category. The method for determining the area for each land use category is shown on Table 8.5 below.

Table 8.5 Land Area Needed Based On Population, 2024 - 2050

Land Use Category	2024 Acreage	2024 Population	Acreage per Resident Ratio	2050 Population	2050 Acreage	Additional Acres Needed by 2050
High Density Residential	132.42	12,914	0.010	14,746	151	19
High Density Residential (Elderly Hous	16.71	12,914	0.001	14,746	19	2
High-Medium Density Residential	117.7	12,914	0.009	14,746	134	17
Industrial/Manufacturing	227.29	12,914	0.018	14,746	260	32
Low Density Detached Urban Residen	292.58	12,914	0.023	14,746	334	42
Medium Density Residential	1198.8	12,914	0.093	14,746	1,369	170
Medium-Low Density Residential	61.16	12,914	0.005	14,746	70	9
Mixed Single-Family/ Two-Family Resi	107.72	12,914	0.008	14,746	123	15
Mixed Use Office and/or High-Medium	5.53	12,914	0.000	14,746	6	1
Office	28.5	12,914	0.002	14,746	33	4
Recreational/Parkland	197.45	12,914	0.015	14,746	225	28
Transportation, Communication, or Ut	141.82	12,914	0.011	14,746	162	20
Community Exhibition/Fairgrounds	37.99	12,914	0.003	14,746	43	5
Commercial	125.93	12,914	0.010	14,746	144	18
Governmental and Institutional	241.58	12,914	0.019	14,746	276	34
Total	2933.18					

Land Use Plan

The City of Cedarburg's Land Use Plan (Map 8-3) was developed to meet the established goals and objectives as set forth herein and in previous sections of this Comprehensive Plan. It is intended to serve a residential population of about 14,756 persons by the year 2050, an increase

of about 2,625 persons or an annual growth rate of 1% (target not to exceed 1.6%) per year. The Plan shows both existing development and where future development should occur.

Smart Growth Areas (SGA) (See Map 8-3)

The Plan also identifies "Smart Growth Areas" (SGA), which are infill/re/development areas, usually having immediate access to urban public infrastructure, utilities, and transportation facilities. Careful consideration has been given to these sites as they represent opportunities for future re/development that will have minimal impact on existing public services, facilities, utilities, and infrastructure.

Consistent with the goals, objectives, and policies set forth in Chapter 2 Housing, bearing in mind the public input and feedback solicited and received as a part of this Smart Growth Comprehensive Land Use Plan-2025 Update, and considering such information as the existing and planned surrounding land uses, the Cedarburg School District 2025 Community Growth & Student Enrollment Projections Report (Ref Appendix C), the 2024 City of Cedarburg Housing Data Report (Ref Appendix D), the 2025 City and Town of Cedarburg Traffic Planning and Access Study (Ref Appendix E), and various related quantitative and empirical data analysis, the City designates the twelve identified Smart Growth Areas to the following land use classifications:

SMART GROWTH AREA (SGA) 1

TO BE INSERTED

SMART GROWTH AREA (SGA) 2

TO BE INSERTED

SMART GROWTH AREA (SGA) 3

TO BE INSERTED

SMART GROWTH AREA (SGA) 4

TO BE INSERTED

SMART GROWTH AREA (SGA) 5

TO BE INSERTED

SMART GROWTH AREA (SGA) 6

TO BE INSERTED

SMART GROWTH AREA (SGA) 7

TO BE INSERTED

SMART GROWTH AREA (SGA) 8

TO BE INSERTED

SMART GROWTH AREA (SGA) 9

TO BE INSERTED

SMART GROWTH AREA (SGA) 10

TO BE INSERTED

SMART GROWTH AREA (SGA) 11

TO BE INSERTED

The new Land Use Classification Detailed Planned Mixed-Use Neighborhood, established to address SGA 11 and other sites possibly in the future, provides as follows:

Detailed Planned Mixed-Use Neighborhood Land Use Classification:

This land use classification is intended to allow for a carefully planned mix of residential, locally oriented neighborhood business/service/office, and public or private outdoor open space/gathering and recreational spaces/uses on a single development site (or a grouping of multiple sites in common ownership at the time of application) and containing at least 15 gross contiguous acres.

The following policies are recommended for areas where this land use classification is applied:

- Residential use shall be the predominant land use type in a Planned Neighborhood development.
- Total residential use density (minimum 5.2 and maximum 10.8 units per net buildable acre) shall be calculated against 70% of total net buildable acres.
- As for the residential portion of the development plan, primary emphasis shall be on providing a mixed spectrum of unit types (i.e., target minimum 20% of all residential units as single-family-detached), along with some two-family units (i.e., target minimum 20% of all housing units), and some multi-family townhome* units (not to exceed eight attached units per townhome building or two stories above grade). Residential units may also be incorporated on the second floor of buildings containing locally oriented business/service/office uses on the first floor with the total number of second floor residence units per building to be set at the discretion of the Plan Commission while bearing the overall maximum residential unit types and density targets in mind. Mixed-use and non-residential buildings shall not exceed two stories above grade.
  **For the purposes of this section, townhomes are defined as attached residential units, each with a private at grade entrance, and with each individual unit extending vertically from (and including) the lowest floor/story of the building through to (and including) the top floor of the building.*
- As for the locally oriented neighborhood business/service/office portion of the development plan, emphasis shall be on providing compatibly styled and proportioned, multi-modal transportation accessible spaces (i.e., automobile, bicycle and pedestrian) for sale or lease to

providers of convenience goods, services, dining, entertainment and/or social places (target not less than 10% of total net buildable acres should be devoted to development of nonresidential buildings/spaces/uses)

- Target not less than 30% of the total net buildable acres of the site to be set aside for public or private outdoor open space/gathering and recreational spaces/uses. These spaces should be thoughtfully designed for the use and benefit of the residents of the neighborhood, interspersed, and interconnected throughout the planned neighborhood.
- Traditional neighborhood design principles should be observed in the site plan/plat strategy including, for instance:
    - Compact development. The developed area is designed for human scale/pedestrian interconnectivity, vs the automobile exclusively, throughout the area. This includes being sensitive to walking distances, heights of buildings, design of exterior lighting, signs, landscaping, paths/sidewalks and other features. Compact development includes parks, gathering spaces, residential, and community business/service/office uses within a close proximity. These features serve as destination points for the immediate and surrounding residential areas (1/2 mile or less).
    - Mixed Use. The development includes a mixture of land uses and housing types. Mixing uses can promote different means of interconnected transportation being promoted in the community (walking, bicycling, automobiles). Mixing housing types and sizes tends to result in households of all ages, sizes and incomes. Mixed use may also mean that residential uses are provided above commercial uses such as shops or offices.
    - Cultural and Environmental Sensitivity and Design. The development should foster a sense of community identity. Adequate open spaces, thoughtful use of landscaping, and the use of environmentally responsive storm water management systems may play a significant role in characterizing the neighborhood.
    - The perimeter of a traditional planned neighborhood should be bounded by a greenbelt approximately 15-20 feet in depth. This area should include thoughtful, undulating berming and landscaping together with accessible pedestrian ways.
- Building design. The design of buildings throughout the planned neighborhood, and their specific spatial placements, receives special attention. The mix of new housing development in these areas is intended to mirror the City-wide historic mix of residential uses/types.
- The City zoning district that is most appropriate to implement this future land use classification is Planned Mixed-Use Neighborhood District (PMN). Properties in this zoning district shall not be eligible for Planned Unit Development Overlay Zoning.

SMART GROWTH AREA (SGA) 12

TO BE INSERTED

Environmentally Significant Lands

This year 2050 Land Use Plan recommends that, to the maximum extent practicable, environmentally sensitive lands be preserved through use of zoning and by development design review, as might ensure the City's best remaining woodlands, wetlands, environmental corridors, prairies, wildlife habitat, surface water, and associated shorelands and floodplains (ref Chapter 5 – Agricultural, Natural, and Cultural Resources) are preserved and protected. The main waterway in Cedarburg is Cedar Creek, which flows through the heart of the City of Cedarburg. Its associated floodplain and related environmental corridor areas which, along with documented woodlands, isolated natural areas and wetlands, are intended to be protected.

The Cedar Creek Walkway

The City, working in concert with a local, private citizens group, have been focused on acquiring the final sections of easement necessary to create a continuous, public, creek-side walkway that would extend from Boy Scout Park on the north (north of Bridge Road on Riveredge Drive), and run southward all the way through the downtown, crossing over Columbia Road, and ending in Cedar Creek Park at Portland Avenue. Map 8-4 depicts the planned continuous route of the Cedar Creek Walkway. Ultimately, the City should consider upgrading some of the existing, deteriorated legs of the walkway, and constructing the missing legs, to make this trail complete, continuous, and accessible. Upon its completion, certain businesses with frontage along Washington Avenue and backing up to the walkway may have an opportunity to develop 'back-of-store' business occupancies catering to the pedestrians using the Cedar Creek Walkway.

Extraterritorial Area

State Statutes provide the City with power to monitor and guide development in it's 3-mile extraterritorial platting and zoning area (i.e., the Towns of Cedarburg and Grafton). The City is presently in year 4 of a 10/20-year Intergovernmental Agreement with the Town of Cedarburg (Reference Appendix A). This agreement provides, among other things, that the "City shall not implement/exercise Extraterritorial Zoning or Extraterritorial Plat review over Town Lands within the Town Area for the duration of this Agreement, including the Renewal Term". The City does not have an intergovernmental agreement with the Town of Grafton as to extraterritorial platting or zoning.

City's often exercise their extraterritorial land division and zoning authority in targeted areas of the extraterritorial area to prevent unplanned sprawl development that would hinder the City's ability to grow outward. To protect the extraterritorial areas against uncontrolled urban sprawl-type development on the City's edge, and within the City's Sewer Service Area Boundary, Low-Density Residential land use classification is typically applied to these areas calling for a maximum density of 1 unit per acre (or more). Beyond the edge, the remaining undeveloped areas may be classified as Agricultural or Open Areas calling for minimum lots sizes of 35 acres.

The purpose of this section is to identify conditions that have the potential of negatively impacting the City in order to better guide development in the extraterritorial area according to the goals, objectives and policies identified in this Comprehensive Plan.

- Zoning

  The Town of Cedarburg's Land Use Map - 2050 is shown on Map 8-5 below. The City should continue working with the Town of Cedarburg to evaluate strategies to ensure future development patterns that are consistent with the goals and objectives prescribed herein.

- Natural Areas

  Natural areas, including but not necessarily limited to wetlands, select woodlands, primary environmental corridors, surface waters, and floodplains (as depictedin Chapter 5 Agricultural, Natural, and Cultural Resources) must be protected because of their flood control, wildlife habitat, water quality protection, and recreational values.

- Prime Agricultural Lands
- In 2009, the Wisconsin Legislature enacted Wisconsin Act 28, which repealed and recreated
- the Wisconsin Farmland Preservation Program set forth in Chapter 91 of the Wisconsin
- Statutes, and related tax credits under subchapter IX of Chapter 71 of the Statutes. The City of
- Cedarburg is included in the Ozaukee County Farmland Preservation Plan, administered
- through their Planning and Parks Department. Ozaukee County is currently updating the Plan
- which must be adopted by the end of 2025. Few acres remain in the City of Cedarburg that are
- actively farmed. The County Plan does not identify any Farmland Preservation areas in the
- City of Cedarburg, Town of Cedarburg, or Town of Grafton at this time. Existing Residential Development

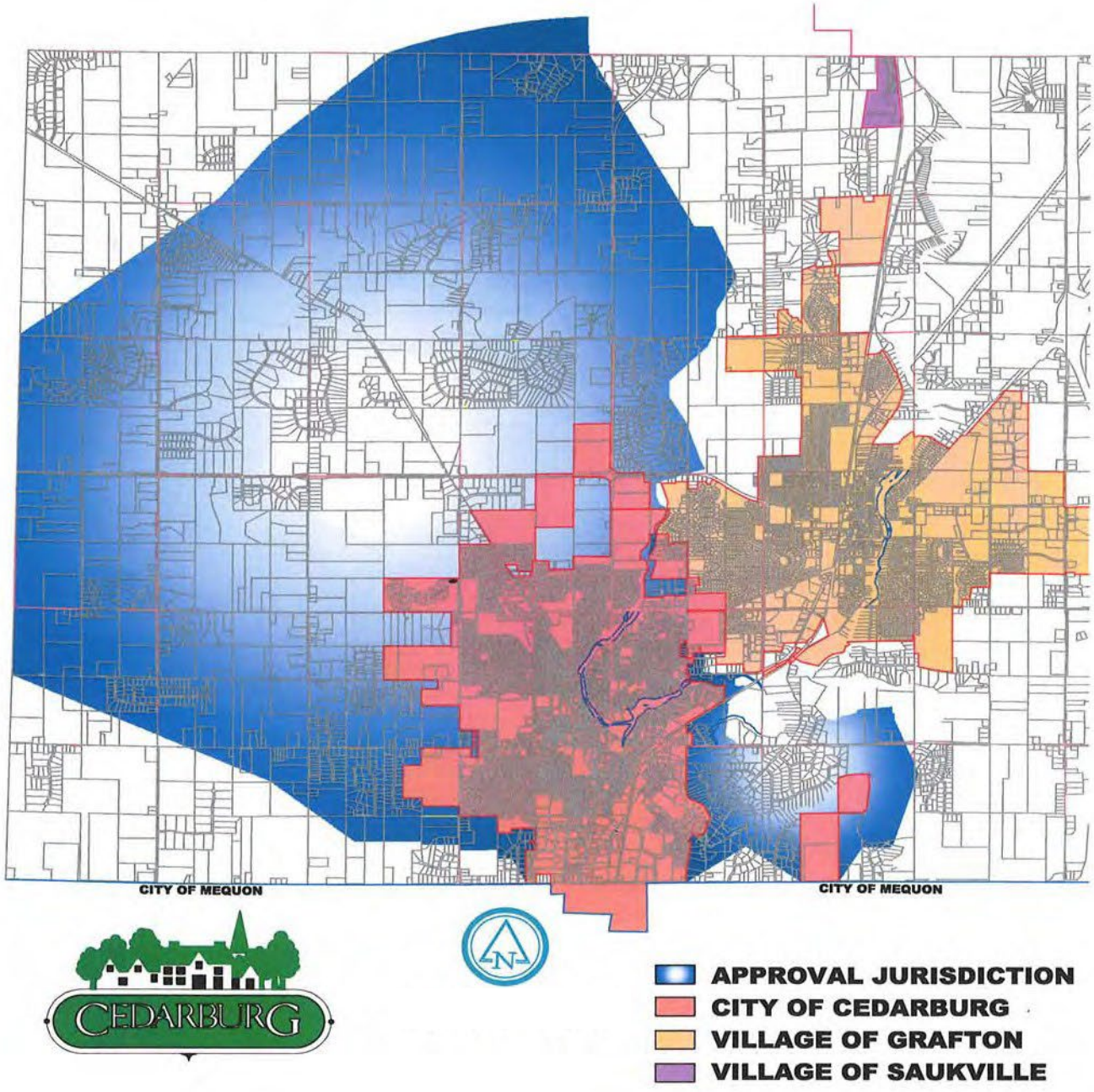
  Residential development within the extraterritorial area has resulted in low-density land use patterns that are automobile dependent and land consumptive. The City of Cedarburg and the adjacent towns should be working on a cooperative plan/agreement to ensure that future development patterns within the City's Sanitary Sewer Service Area are appropriate for future public sewer service.

- Existing Commercial and Industrial Development

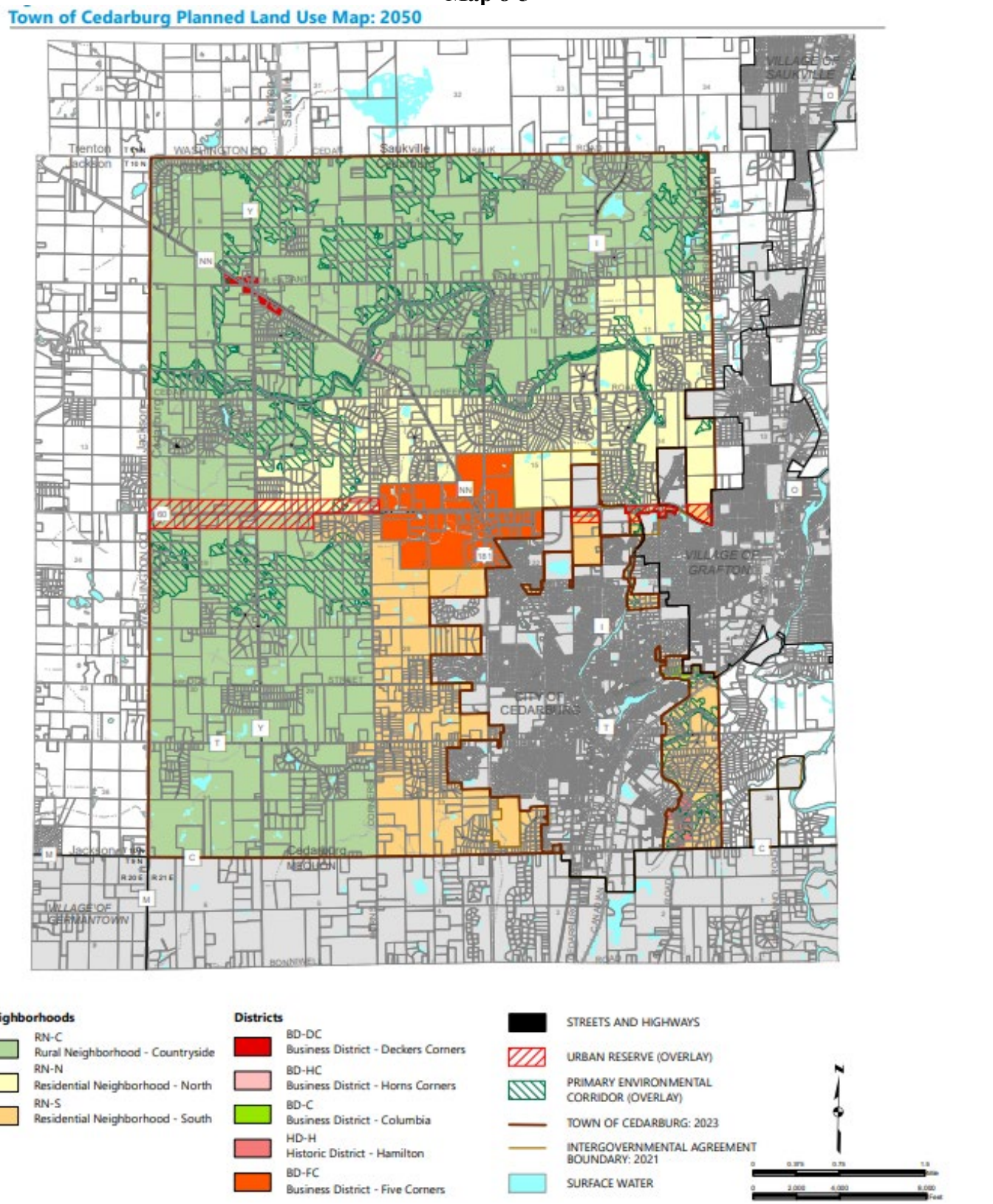
  Commercial and industrial development in the City of Cedarburg extraterritorial area is

primarily located along State Highway 60 in the 5 Corners area. The Town of Cedarburg's recently updated Comprehensive Plan Land Use Map identifies industrial and commercial uses extending from just west of County Trunk I to just east of Horns Corners road.

CITY OF CEDARBURG
EXTRATERRITORIAL AND DIVISON OR SUBDIVISION APPROVAL JURISDICTION



Map 8-5



Source: A Comprehensive Plan For The Town Of Cedarburg: 2050 (2nd Edition)

Review below for proposed additions, deletions, modifications…

Land Use Goals, Objectives, and Policies

Goal - Land Use Allocation

Provide a balanced allocation of area for the various land use categories to meet the social, physical and economic needs of the City's population.

- Objectives:
  - The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.
  - The Plan Commission and Common Council should periodically compare the ratio of residential, commercial and industrial land uses with City goals, objectives and policies.
  - The Plan Commission and Common Council should be receptive to new and innovative ideas for quality residential, commercial and industrial development designs within the City limits.
- Policies:
  - Review the Comprehensive Plan projections at least every 5 years to evaluate the balance of space provided to the various land uses.

Goal - Spatial Distribution

Provide a spatial distribution of the various land uses to create a convenient and compatible arrangement of land uses while avoiding land use conflicts.

- Objectives:
  - Provide proper spatial distribution of the various land uses to create a compatible arrangement of land uses related to the supporting transportation, utility and public facility systems.
  - Promote the proper utilization of utilities and service facilities to further enhance the economic base of the City of Cedarburg.
  - Ensure that adjacent uses are either compatible with one another or, to the extent necessary, appropriately buffered from one-another.
  - Promote the integration of different housing types (i.e. single-family, two-family, multi-family, attainable housing/housing for the local workforce, and housing for those with special needs and/or disabilities) within all new developments.
  - Buffering techniques should be incorporated to reduce the potential of land use conflicts.
- Policies:

- Dense residential uses should be located in areas that are served with public sanitary sewerage and water supply facilities. They should also be located within a reasonable walking distance to local services such as parks, commercial areas and schools, and should have reasonable transportation access to employment, community and regional commercial, cultural and governmental centers.
- Industrial uses should be located in planned industrial districts where direct access to arterial streets and highway facilities is present. Industrial districts should be carefully placed as not to conflict with commercial, residential, governmental, recreational, school or institutional uses. Furthermore, industrial uses should be provided adequate water supply, public sanitary sewer service, proper stormwater drainage and adequate power supply.
- Neighborhood and community commercial uses should be located in established centers of concentrated retail and service activities with direct access to the arterial street system.

Goal – Smart Growth Sites

Manage the development, redevelopment, use and/or reuse of existing urban areas of the City where public infrastructure already exists (i.e., the Smart Growth Areas).

- Objectives:
  - Provide the necessary assistance to properly cleanup contaminated sites and prepare them for redevelopment opportunities where appropriate
  - Evaluate infill and or redevelopment sites near the downtown area to establish appropriate residential densities that will provide a good customer base in walkable proximity to downtown businesses.

Goal - Natural Resources

Provide a spatial distribution of the various land uses that will preserve the natural resources of the City.

- Objectives:
  - Promote the proper use of land to protect and preserve natural resources of the area; including soils, groundwater supply and quality, lakes and streams, wetlands, woodlands and wildlife habitat.
  - Unsewered development should not be permitted in areas where future provision of sewer service is planned.
  - Preserve primary environmental corridors and wetlands as natural open uses, and the preservation of secondary environmental corridors and isolated natural resource areas as natural open uses to the extent practicable.
  - Development served by private wells should be discouraged.
  - Floodplains should not be considered for any urban development which would cause or be subject to flood damage.
  - Adequate stormwater drainage facilities should be provided for all urban development.
  - Wetlands should not be considered for any urban development except limited recreational uses. Under State law, shoreland wetland areas must be preserved pursuant to Chapter NR 117 of the Wisconsin Administrative Code.
  - High- and medium-value woodland areas of at least 5 acres or more should be protected and only limited active recreational uses should be considered therein.
  - Environmental corridors should be preserved as natural open space uses to the extent practical, or developed at a modest and environmentally sensitive density.
- Policies:
  - Monitor the proper allocation of land uses to maintain an ecological balance between the activities of man and the natural environment.
  - Provide a suitable environment for desirable and unique plant and animal life with opportunities for scientific, cultural and educational pursuits.

- Protect wetlands by stabilizing stream flows and controlling stormwater runoff. To the maximum extent possible, wetlands should not be drained or filled, and only limited recreational uses of wetland areas should be considered.
- Maintain proper setbacks for uses located in close proximity to wetlands.

Goal – Recreation

Maintain an adequate amount of active and passive recreational lands to meet the current and future recreational needs.

- Objectives:
  - Provide an integrated system of public, outdoor recreational sites and related open space areas which will provide the residential population of Cedarburg adequate opportunity to participate in a wide range of outdoor recreational activities. (See the City's "Comprehensive Park and Open Space Plan.")
  - Maintain and grow the multi-modal trail and transportation opportunities throughout the City.

Goal - Historic Preservation

Promote the protection, preservation, enhancement, perpetuation and use of sites and improvements of special historic interest and value in order to support the educational, cultural and general welfare of the residents of the City of Cedarburg and to promote tourism as an economic driver for the City.

- Objectives:
  - Use standards that are consistent with the standards established by the U.S. Secretary of the Interior for historic preservation. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration and reconstruction of historic assets.

The foregoing represents the goals and objectives which the City Land Use Plan should seek to achieve. These represent the proper allocation of space to the various land use categories and the proper arrangement of land uses for this planning effort. While these goals and objectives include guidelines for residential, commercial, business, institutional and parkland development, detailed site design considerations must also be addressed during the project approval phase.

CHAPTER 8

LAND USE ELEMENT

66.1001 (2)(h) Wis. Stat:

> **Land Use Element.** A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. This element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agriculture, residential, commercial, industrial, and other public and private uses. The Land Use Element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. This element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial, and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that show current land uses and future land uses that indicate natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which service of public utilities and community facilities that will be provided in the future.

The Land Use Plan is the official statement of the City of Cedarburg, setting forth major objectives concerning its desired physical development. This Plan is intended to be used as a tool to help guide physical development into functional, healthy, efficient and attractive land use patterns. It is not intended to be considered rigid and unchangeable, but rather is viewed as a flexible guide to help City officials and concerned citizens to review development proposals. The intent of the Land Use Plan is to promote the public interests rather than the interests of individuals or special groups within the City. This Plan shall promote the public health, safety, morals, order, convenience, prosperity and general welfare of the City of Cedarburg.

The Plan contributes to responsible democratic government by helping duly elected officials to safeguard and promote the public interests. The Plan also contributes to democratic government by providing a focus for citizen participation in the planning and subsequent development process.

The Land Use Plan is long range and targeted on the year 2050, providing a means of taking into account long-range development goals and objectives when considering short-range actions. This

Plan is intended to accommodate projected growth in the City's population, households and employment through time to ensure that today's decisions will lead toward tomorrow's goals. As conditions change from those used as the basis for the preparation of this Plan, the Plan should be revised as necessary. Accordingly, the Plan is required to be reviewed every 10 years to determine whether the land use development objectives as set forth herein are still valid, as well as to evaluate the extent to which the various objectives are being realized through its implementation.

Nature of the Plan

The preparation of this Land Use Plan involved projecting future changes in population, households, employment and allocating increments of land to support such projections. These allocations were made, insofar as practicable, in a manner that is consistent with the City's land use objectives. The allocations take into account the work of the Plan Commission in arriving at its preliminary recommendations, the public input received at an open house/public hearing regarding the proposed Smart Growth Areas that was conducted on December 17, 2024, and ongoing citizen input through regularly-scheduled Plan Commission meetings. The City also commissioned a Housing Report and Traffic Analysis to aid in informing the decisions of the Plan Commission in this smart growth planning process. The Cedarburg School District commissioned an enrollment projections analysis in 2024-2025 which also lent useful information to the Plan Commission in this update process. A public hearing is required to be held by/before the Common Council prior to their final action/adoption of any amendment or update to the City's Comprehensive Plan.

Population Forecasts

The population forecasts promulgated by the Plan Commission (*Ref Chapter 2-Housing, Population Trends*) are based on an annual increase of 1% - 1.6%, which indicates that the City may be expected to reach a residential population level of approximately 14,746 persons by the year 2050. This level represents an increase of about 2,625 persons over the 2024 level. At 2.37 persons per household (the 2022 average household size according to US Census Bureau Quick Facts Estimates), about 1,107 housing units or ~45 new dwelling units per year will need to be added to the existing housing stock.

Sanitary Sewer Service Area

The Southeastern Wisconsin Regional Plan Commission (SEWRPC) has adopted an areawide water-quality management plan for southeastern Wisconsin. The SEWRPC plan is aimed at achieving clean and wholesome surface waters within the seven-county southeastern Wisconsin region that are "fishable and swimmable." The regional water-quality management plan identifies sewage treatment facilities in the region and refined sanitary sewer service areas for each treatment facility. The City of Cedarburg's sanitary sewer service area covers the entire City and also extends into areas of the Town of Cedarburg and the Town of Grafton (Ref Map 4-1 in Chapter 4 of this Plan) . This Land Use Plan recognizes a forecast residential population which takes into consideration growth through annexation of those areas of the Towns that are within the sewer service area of the City, and on the City side of the boundary as established by the Intergovernmental Agreement between the City of Cedarburg and Town of Cedarburg (Ref Appendix A).

The Land Use Plan indicates both those areas in which urban development now exists and those where development could be permitted in accordance with the land use development objectives, principles and standards set forth in the various elements of this Plan. The character of Cedarburg is defined by development patterns of the past, which should continue to serve as a guide for the future. Future growth will be steered to areas where public utilities and urban services exist or will be provided. The goal of this Plan is to ensure that those growth patterns harmonize with the character of the area.

Existing Land Use: 2024

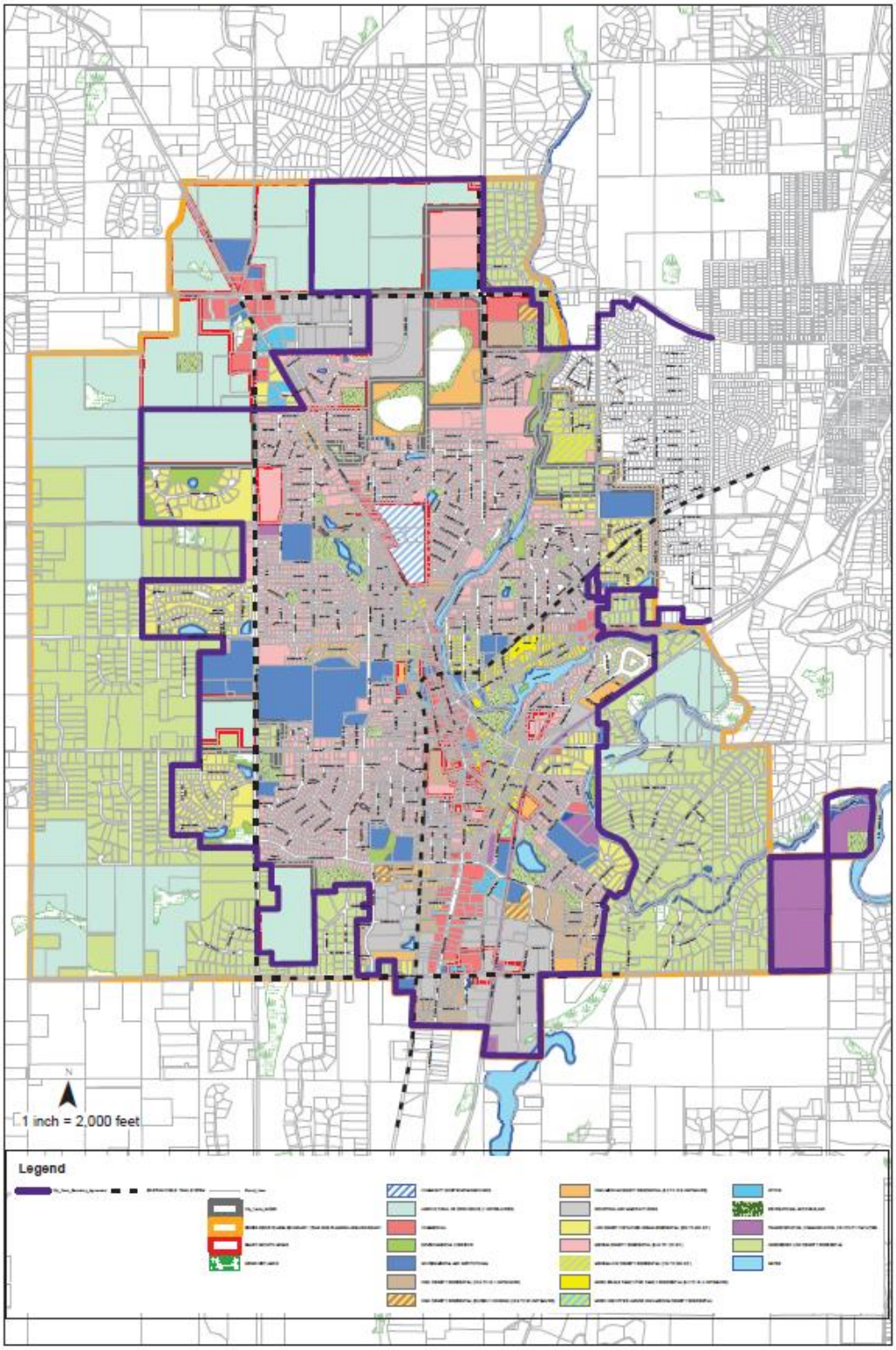
In 2024, City land encompassed about 4.972 square miles (i.e., 3,182 acres). Table 8.1 and Map 8-1 illustrate the current total acreage and distribution of the different land use categories throughout the City of Cedarburg.

Table 8.1 SUMMARY OF EXISTING LAND USE CLASSIFICATIONS IN THE CITY OF CEDARBURG: 2025

LAND USE CLASSIFICATION	ACREAGE	% of TOTAL
High Density Residential	132	5%
High Density Residential (Elderly Housing)	17	1%
High-Medium Density Residential	118	4%
Industrial/Manufacturing	227	8%
Low Density Detached Urban Residential	293	10%
Medium Density Residential	1199	41%
Medium-Low Density Residential	61	2%
Mixed Single-Family/ Two-Family Residential	108	4%
Mixed Use Office and/or High-Medium Denisty Residential	6	0%
Office	29	1%
Recreational/Parkland	197	7%
Transportation, Communication, or Utility Facilities	142	5%
Community Exhibition/Fairgrounds	38	1%
Commercial	126	4%
Governmental and Institutional	242	8%
Total	**2933**	**100%**

MAP 8.1

CITY OF CEDARBURG 2025 LAND USE PLAN



Residential Land Use

Existing residential development in 2025 is generally divided into high, medium, and low density categories. Total acreage currently set aside for, or already developed in, residential use is ~1,928 acres or about 66% of the area of the City.

According to the 2020 Census and as reflected on Table 2.2 of the Housing Element, the City of Cedarburg surpasses Ozaukee County and the State of Wisconsin in the percentage of housing stock devoted to multi- family residential units (three or more units per building), at 28% for the City, and 25% and 20% for the County and State, respectively.

Commercial/Office Land Use

Existing office and commercial land uses account for ~155 acres or 5% of City land area. Commercial and office land uses are predominantly located along Washington Avenue in downtown Cedarburg and along south Washington Avenue from Lincoln Boulevard south to Pioneer Road. Other smaller commercial and office nodes exist at the intersections of Washington Avenue and Jackson Street, Bridge Road and Columbia Road, Portland Road at Highland Road, Alder Street at Riveredge Drive, between Park Lane and Cedar Creek, and at Washington Avenue and Cambridge Avenue.

Cedarburg's downtown has traditionally served as the focal point for the City's commercial and entertainment activities. Because Washington Avenue is lined with limestone and cream-city brick buildings dating back to the mid-1800s that have changed little over time, it was designated as the Washington Avenue Historic District and is listed on the National Register of Historic Places, giving the area national recognition for its historic and architectural importance (see Washington Avenue Historic District). This listing has aided in promoting Cedarburg as a destination for tourists. Restoration and preservation efforts undertaken by the property owners (and overseen by the Cedarburg Landmarks Commission) will serve to protect and enhance Cedarburg's distinctive downtown character well into the future. Reference Chapter 5-Agricultural, Natural & Cultural Resources, for further information about the City's historic resources.

Industrial Land Use

Existing industrial land uses account for~227 acres or approximately 8% of the land area in the City. The City's business/industrial districts were previously limited to the areas along Cardinal Avenue and Doerr Way, on the west side of McKinley Boulevard, and along the east side of Evergreen Boulevard immediately north of Pioneer Road. In 2022, the City developed its 60-acre Highway 60 Business Park to facilitate new industrial investment, growth, and development. This new business park is located on the south side of Hwy 60 between Sheboygan Road and Wauwatosa Road.

Park, Recreational and Open Space Land Uses

Existing lands devoted to park and recreational and open space uses total ~235 acres. The City owned parks are individually described/categorized in the recently adopted "City of Cedarburg, Wisconsin Comprehensive Outdoor Recreation Plan Five Year Park Plan 2025 through 2030. Other open spaces include primary and secondary environmental corridors, as well as isolated natural areas, waterways, floodplains and wetlands.

Institutional and Governmental Land Uses

Institutional and governmental land uses include such things as City buildings, school facilities, cemeteries and churches, transportation installations, utility installations, and similar. Existing lands devoted to these uses total~384 acres or 13% of the City's land area. Reference Chapter 4-Utilities and Community Facilities for further information.

Environmentally Significant Lands

The land use objectives set forth in this plan call for the preservation of primary environmental corridors and wetlands as natural open uses, and the preservation of secondary environmental corridors and isolated natural resource areas as natural open uses to the extent practicable. Reference Chapter 5-Agricultural, Natural & Cultural Resources for further information.

Land Use Trends and Projected Land Use Plan

Table 8.2 compares the land use acreage allocations from 2006 with the 2024 totals.

Because the City of Cedarburg shares its southern border with the City of Mequon and northeastern border with the Village of Grafton, and because low density development has occurred directly

west of the City limits, the most immediate future growth potential lies to the north and northwest. In 2007, the City created TID #2 to provide the financial means to have public sewer and water service extended to serve future development of the area along State Highway 60 between Cedar Creek and Washington Avenue and along the each side of Sheboygan Road south of Highway 60. Scattered infill development and redevelopment sites will continue to contribute to the City's future developable area as well.

Residential Land Use

Table 8.2 reveals that the Residential land use category continues to be the predominant classification (i.e., 50% in 2006 and 67% in 2024). Within the residential classification, medium density continues to dominate (i.e., 42% in 2006 and 53% in 2024), followed by high-medium density (i.e., 4% in 2006 and 8% in 2024) and high density (i.e., 4% in 2006 and 6% in 2024).

Commercial/Office Land Use

Cedarburg's downtown Central Business District and scattered commercial nodes located at high-traffic intersections have historically served as the hub of commercial and office activity in this community. From 2006 to 2024, the acres devoted to Commercial/Office land use classification increased just slightly, from 4% to 5% of total acres Citywide.

Industrial/Manufacturing Land Uses

Between 2006 and 2024, Industrial/Manufacturing land uses increased from7% to 8% of total acres Citywide. This increase may be attributed to the development of the City of Cedarburg Highway 60 Business Park in 2021 which added approximately 58-acres to the Citywide total of Industrial/Manufacturing acreage.

Supporting Land Uses

The quantity of acreage devoted to supporting land use classifications such as Recreational/Parkland, Governmental/Institutional, Transportation/Utilities, and similar… tend to ebb and flow with the rate and type of new development/redevelopment occurring over any given period of time.

Table 8.2 COMPARISON OF LAND USE ACREAGES 2024 v 2006					
	2024	2024		2006	2006
LAND USE CLASSIFICATION	ACREAGE	% OF TOTAL		ACREAGE	% OF TOTAL
High Density Residential	132.42	5%		82	4%
High Density Residential (Elderly Housing)	16.71	1%		*1*	
High-Medium Density Residential	117.7	4%		73	4%
Industrial/Manufacturing	227.29	8%		140	7%
Low Density Detached Urban Residential	292.58	10%		*2*	
Medium Density Residential	1198.8	41%		850	42%
Medium-Low Density Residential	61.16	2%		*2*	
Mixed Single-Family/ Two-Family Residential	107.72	4%		*3*	
Mixed Use Office and/or High-Medium Density Residential	5.53	0%		N/A	
Office	28.5	1%		88	4%
Recreational/Parkland	197.45	7%		141	7%
Transportation, Communication, or Utility Facilities	141.82	5%		361	18%
Community Exhibition/Fairgrounds	37.99	1%		*4*	
Commercial	125.93	4%		*5*	
Governmental and Institutional	241.58	8%		302	15%
Total	2933.18	100%		2037	100%
1 Included in High Density Residential Acreage					
2 Included in Medium Density Residential Acreage					
3 Included in High-Medium Density Residential Acreage					
4 Included in Recreational Parkland					
5 Included in Office Acreage					
6 Agricultural and Rural Acreage in 2006 was 664					

Trends in Land Values

Table 8.3 describes the increase in the equalized values for the different use types, as compiled by the State of Wisconsin Department of Revenue

Table 8.3 Equated Statement of Assessment -City of Cedarburg

Type of Property	2015	2020	2024
Residential	$984,831,200.00	$1,085,692,300.00	$1,620,026,900.00
Commercial	$186,769,100.00	$242,476,500.00	$325,198,200.00
Manufacturing	$18,513,800.00	$15,914,000.00	$36,895,300.00
Agricultural	$41,500.00	$28,000.00	$34,200.00
Undeveloped/Ag Forest/Other	$499,700.00	$458,800.00	$189,600.00
Personal Property	$18,035,440.00	$11,669,940.00	$0.00
Total Value	$1,208,690,740.00	$1,356,239,540.00	$1,982,344,200.00

Source: Wisconsin Dept. of Revenue Statistical Report of Property Valuation, 2015, 2020, and 2024

Land Use Conflicts

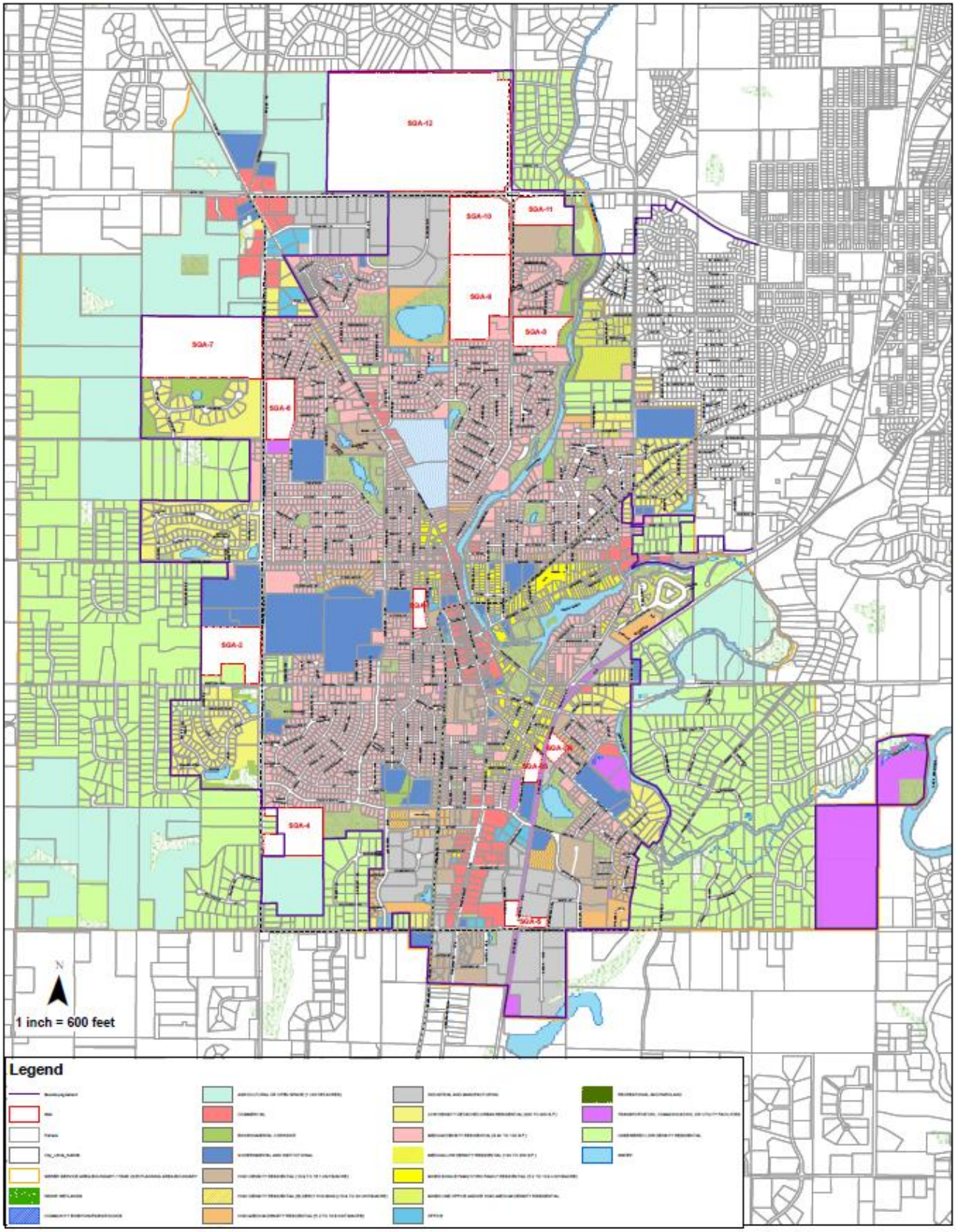
Land use conflicts occur when incompatible land uses are located adjacent to or near each other. There are many examples of these conflicts, but a common one is where industrial or intense commercial development occurs immediately adjacent to residential neighborhoods. A prime example in Cedarburg is the former Mercury Marine (currently Norstar) site located between St. John Avenue and Madison Avenue, in an area that is primarily residential. While land use conflicts of this nature are the result of past development patterns, the City of Cedarburg now utilizes the following methods to minimize conflicts as new developments are proposed:

- Use Buffering. To minimize conflicts between land uses, the City of Cedarburg's Land Use Plan is designed to provide buffers between incompatible land uses. More specifically, the Plan proposes less intensive land uses radiating outward from the more intensive land use. For example, an appropriate series of land uses to buffer an intensive business/commercial use from single-family development might be to introduce a step down in intensity to multi-family and then two-family uses in-between.

- Landscaping and Berming. Vegetative landscaping can be used as a visual buffer to minimize the impacts on adjacent properties. However, when properly designed, landscaped berms provide better, more effective, visual and sound buffers. These should be undulating berms rather than lineal and planted under the direction of a qualified arborist. The City of Cedarburg should continue the use of their landscape screening/buffering demands as development proposals come forward to minimize the impacts on adjacent properties. Site and architectural plan reviews that favor building and open space design strategies that compliment and minimize direct conflicts with closest adjoining land uses.

MAP 8.2 INSERT NEW LAND USE PLAN MAP – 2050 WHEN COMPLETED

FUTURE LAND USE MAP



Land Use Plan for the City of Cedarburg: 2050

Effective land use management for the City of Cedarburg will evolve through the dedicated efforts of the Plan Commission and Common Council to ensure the proper timing and allocation of land development. Effective design controls and compatible land use development will ensure that the City we know today will continue to thrive well into the future. The intent of this Plan is to continue the efforts that began with preserving the historic downtown and saving what we already have in our traditional neighborhoods. It promotes planned development patterns that make walking or bicycling appealing and safe, which will also minimize vehicular traffic congestion. It also discourages unplanned, uncontrolled growth that leads to increased utility extension costs, land use conflicts and gradual deterioration of the City's identity. Future development or redevelopment is encouraged that is orderly and compatible with existing development.

In 2016, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) adopted VISION 2050, Southeastern Wisconsin's long-range land use and transportation plan. Every four years, the Commission conducts an interim review and update of VISION 2050, the most recent of these being the 2024 Update Report. VISION 2050 is a useful guide and reference for communities throughout the southeast Wisconsin region to consider when developing or updating their local plans. When reviewing requests for approval to extend sanitary sewer mains, SEWRPC does evaluate the proposed new land uses to be served in the context of the VISION 2050 Plan.

Land Use Within the City Limits/Boundary – 2024

The City of Cedarburg has identified twelve (12) Smart Growth Areas (SGA's). These are the twelve locations within the City's current boundary (and/or on the City side of the Boundary Agreement between the City and Town of Cedarburg). which contain the most significant, viable locations for new development and redevelopment to support the City's land use needs through 2050. (Ref Map 8.2). The City should continue to monitor development occurring to the west, north and east to ensure that longer-term future City growth potential remains, beyond these twelve SGA's .

Projected Land Use Needs for the Year 2050

As indicated in Chapter 1, "Issues and Opportunities Element," the projected population of the City of Cedarburg (using the is 14,756 by the year 2050. This projection will result in an increased demand of land for residential, commercial, industrial, educational and recreational uses which, as noted, will be provided through the conversion of existing open/agricultural lands and expansion into the City's extraterritorial areas.

Table 8.4 Projected Land Use Needs, 2024 – 2050, and 5-Year Increments

Land Use Category	2024 Existing Land Uses Acres	%	2050 Future Land Uses Acres	%	Change 2024 - 2050	5-Year Increment (Acres)
High Density Residential	132.42	4.51%	151	4.51%	19	3.76
High Density Residential (Elderly Housing)	16.71	0.57%	19	0.57%	2	0.47
High-Medium Density Residential	117.7	4.01%	134	4.01%	17	3.34
Industrial/Manufacturing	227.29	7.75%	260	7.75%	32	6.45
Low Density Detached Urban Residential	292.58	9.97%	334	9.97%	42	8.30
Medium Density Residential	1198.8	40.87%	1,369	40.87%	170	34.01
Medium-Low Density Residential	61.16	2.09%	70	2.09%	9	1.74
Mixed Single-Family/ Two-Family Residential	107.72	3.67%	123	3.67%	15	3.06
Mixed Use Office and/or High-Medium Density Residential	5.53	0.19%	6	0.19%	1	0.16
Office	28.5	0.97%	33	0.97%	4	0.81
Recreational/Parkland	197.45	6.73%	225	6.73%	28	5.60
Transportation, Communication, or Utility Facilities	141.82	4.84%	162	4.84%	20	4.02
Community Exhibition/Fairgrounds	37.99	1.30%	43	1.30%	5	1.08
Commercial	125.93	4.29%	144	4.29%	18	3.57
Governmental and Institutional	241.58	8.24%	276	8.24%	34	6.85
Total	2933.18	100%	3349.29			

To determine land use demands through the year 2050, this Plan relied on the aforementioned population projection and the historic land use patterns (i.e. acreage per resident ratio). The current "acreage per resident" ratio was established for each land use category and then multiplied by the adopted population projection for the year 2050 to generate the estimates of land area needed for each category. The method for determining the area for each land use category is shown on Table 8.5 below.

Table 8.5 Land Area Needed Based On Population, 2024 - 2050

Land Use Category	2024 Acreage	2024 Population	Acreage per Resident Ratio	2050 Population	2050 Acreage	Additional Acres Needed by 2050
High Density Residential	132.42	12,914	0.010	14,746	151	19
High Density Residential (Elderly Hous	16.71	12,914	0.001	14,746	19	2
High-Medium Density Residential	117.7	12,914	0.009	14,746	134	17
Industrial/Manufacturing	227.29	12,914	0.018	14,746	260	32
Low Density Detached Urban Residen	292.58	12,914	0.023	14,746	334	42
Medium Density Residential	1198.8	12,914	0.093	14,746	1,369	170
Medium-Low Density Residential	61.16	12,914	0.005	14,746	70	9
Mixed Single-Family/ Two-Family Resi	107.72	12,914	0.008	14,746	123	15
Mixed Use Office and/or High-Medium	5.53	12,914	0.000	14,746	6	1
Office	28.5	12,914	0.002	14,746	33	4
Recreational/Parkland	197.45	12,914	0.015	14,746	225	28
Transportation, Communication, or Ut	141.82	12,914	0.011	14,746	162	20
Community Exhibition/Fairgrounds	37.99	12,914	0.003	14,746	43	5
Commercial	125.93	12,914	0.010	14,746	144	18
Governmental and Institutional	241.58	12,914	0.019	14,746	276	34
Total	2933.18					

Land Use Plan

The City of Cedarburg's Land Use Plan (Map 8-3) was developed to meet the established goals and objectives as set forth herein and in previous sections of this Comprehensive Plan. It is intended to serve a residential population of about 14,756 persons by the year 2050, an increase of about 2,625 persons or an annual growth rate of 1% (target not more than 1.6%) per year. The Plan shows both existing development and where future development should occur.

Smart Growth Areas (SGA) (See Map 8-3)

The Plan also identifies "Smart Growth Areas" (SGA's), which are infill/re/development areas, usually having immediate access to urban public infrastructure, utilities, and transportation facilities. Careful consideration has been given to these sites as they represent opportunities for future re/development that will have minimal impact on existing public services, facilities, utilities, and infrastructure.

Consistent with the goals, objectives, and policies set forth in Chapter 2 Housing, bearing in mind the public input and feedback solicited and received as a part of this Smart Growth Comprehensive Land Use Plan-2025 Update, and considering such information as the existing and planned surrounding land uses, the Cedarburg School District 2025 Community Growth & Student Enrollment Projections Report (Ref Appendix C), the 2024 City of Cedarburg Housing Data Report (Ref Appendix D), the 2025 City and Town of Cedarburg Traffic Planning and Access Study (Ref Appendix E), and various related quantitative and empirical data analysis, the City designates the twelve identified Smart Growth Areas to the following land use classifications:

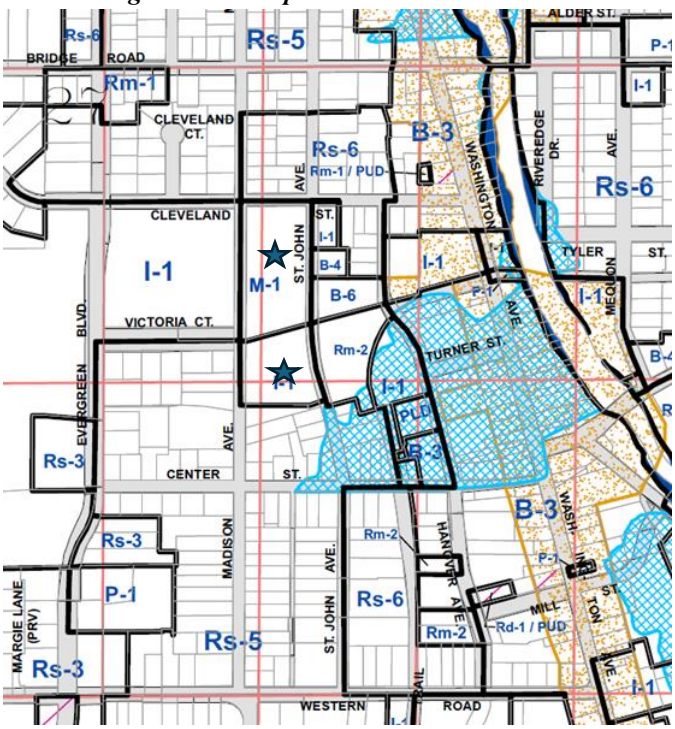
SMART GROWTH AREA (SGA) 1

Approximate Acres: **5 gross/5 net buildable**

Land Use Plan Map – 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo

SGA-1 is located between Madison and St. John Avenues along the south side of Cleveland Street.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing part High-Medium Density Residential (i.e., the north 3-acres/'Norstar' site) and part Governmental and Institutional (i.e., the south 2-acres/'Mercury Marine' site) , to all Medium Density Residential Classification. Within the Medium Density spectrum more specifically, the City may favor developments emphasizing single-family detached homes based upon lots sizes ranging from 8,400 to 12,000 square feet in area (Ref current Zoning Districts Rs-3, Rs-4, and Rs-5 for instance) as most consistent with the character of the surrounding area and development.
- The north parcel is currently zoned M-1 Limited Manufacturing District and contains an operating light industrial/business use.
- The south parcel is vacant. It is currently zoned I-1 Institutional and Public Service District.
- Existing, surrounding land uses include single family residential to the north (approximately 8,000 to 9,000 sq ft/lot) and south (approximately 9,000 to 11,000 sq ft/lot).
- There are also existing institutional types of land uses to the east and west (i.e., churches and school) of this site.
- These lots are considered "brownfields". Future development/redevelopment may have to account for/mitigate those limitations.
- This site may be well suited to housing for senior/elderly/assisted living, or persons with special needs or disabilities given its walkable proximity to the downtown area where medical, commercial, recreational, social services, faith/worship, banking and other such necessities (reference the Goals, Objectives and Policies set forth in Chapter 2-Housing) can be accessed.
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer, water, and utility infrastructure are currently accessible to this SGA. In the event of soil contamination, utility installation methods may need to be scrutinized.

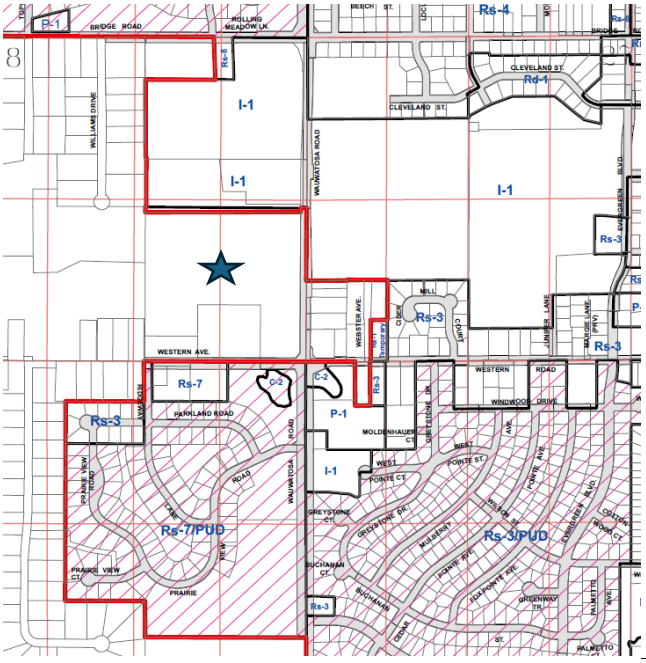
SMART GROWTH AREA (SGA) 2

Approximate Acres: **29 gross/21 net buildable**

Land Use Plan Map - 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo

SGA-2 is located at the northwest Corner of Western Avenue and Wauwatosa Road.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing Agricultural or Open Space (1 unit per 35 acres), to Governmental and Institutional Classification. This reclassification reflects the City's preference to group governmental and institutional type uses together wherever possible and leaving other such sizeable vacant sites that are not already bound by this use type, for future residential neighborhoods.
- This site is bounded on the north and part of the east side by existing and developed Governmental and Institutional land uses and land use classification. To the south and part of the east, it is bound by existing low-density Town and City residential uses.
- This property is not presently in the City of Cedarburg however, it is inside of the "City Growth Area" as set forth in the Boundary Agreement (see Appendix A).
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer, water, and utility infrastructure are currently accessible to this SGA.

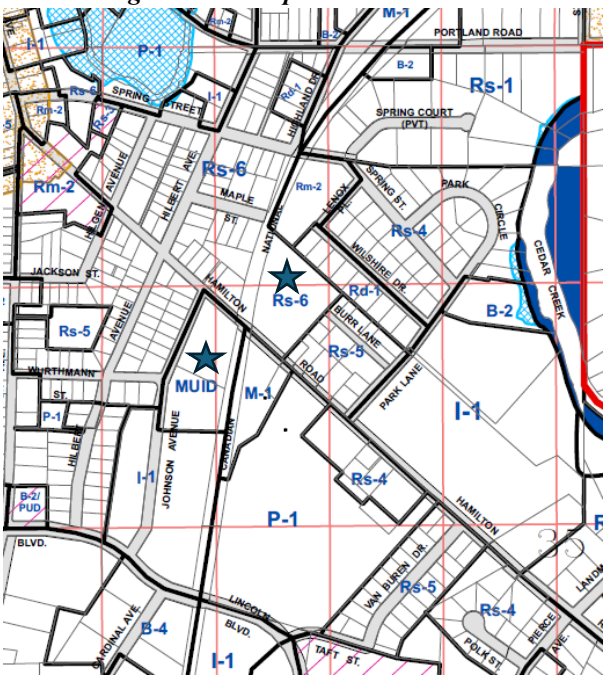
SMART GROWTH AREAS (SGA's) 3-North & 3-South

Approximate Acres: **8.6 acres (combined) gross/8.6 (combined) net buildable**

Land Use Plan Map - 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo

SGA's 3-North and 3-South are located at the northeast and southeast corners, respectively, of Hamilton Road at the Chicago, Milwaukee, St. Paul, Pacific Railroad crossing.

- SGA 3 North (4.28 acres)
  - As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being reaffirmed in its current Land Use Classification of High-Medium Density Residential (5.2 to 10.8 units per acre). It should be noted that open/public space (i.e. Recreational and Parkland Classification) use of all or part of this site was also considered and should be given due consideration, possibly through Land Use Plan Map Amendment, if that possibility should arise in the future.
  - This SGA, which contains the dilapidated remains of a former industrial use building, is a 'brownfield'.
  - This SGA is currently zoned Rs-6 Single-Family/Two-Family Residential.
  - Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
  - Sanitary sewer, water, and utility infrastructure are currently accessible to this SGA. In the event of soil contamination, utility installation methods may need to be scrutinized.

- SGA 3-South (4.32-acres)
  - As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being reaffirmed in its current Land Use Classification of part Mixed-Use Office and/or High-Medium Density Residential over approximately .75-acres (in the northwest corner around an existing, old office building) and to reclassify the remainder part from existing High-Density Residential Classification to High-Medium Density Residential. It should be noted that open/public space (i.e. Recreational and Parkland Classification) and/or municipal use (i.e., Governmental and Institutional Classification) of all or part of this site was also considered and should be given due consideration, possibly through Land Use Plan Map Amendment, if that possibility(s) should arise in the future.
  - As the site of a former industrial use This SGA is considered a 'brownfield'.
  - This SGA is currently zoned MUID Mixed-Use Infill District.
  - Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
  - Sanitary sewer, water, and utility infrastructure are currently accessible to this SGA. In the event of soil contamination, utility installation methods may need to be scrutinized.

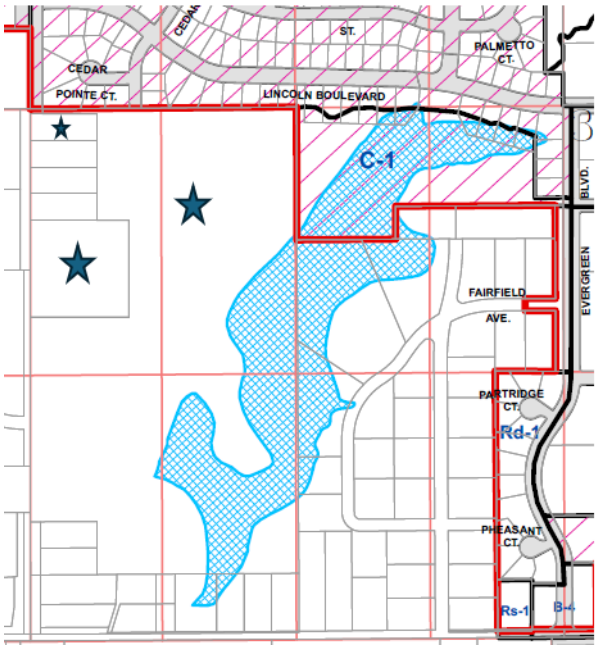
SMART GROWTH AREA (SGA) 4

Approximate Acres: **28 gross/20.5 net buildable**

Land Use Plan Map - 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo

SGA-4 is located south of Cedar Pointe Avenue, east of Wauwatosa Road.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing Agricultural or Open Space, to Medium-Low Density Residential (12,000 to 20,000 sq. ft. lot sizes). Within the Medium-Low Density spectrum more specifically, the City may favor developments emphasizing single-family detached homes based upon lots sized similarly to the existing platted lots in Cedar Pointe Subdivision directly north of this site (Ref Zoning District Rs-3 for instance) as most consistent with the character of the surrounding area and development.
- This property is not presently in the City of Cedarburg, however, it is inside of the "City Growth Area" as set forth in the Boundary Agreement (see Appendix A).
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- This SGA is likely to be served by bringing sanitary sewer and water service down and over from Lincoln Blvd. through the City owned lands.
- Cedarburg Light & Water advises that this SGA is not within their current boundary agreement with WE Energies and the PSCW. An amendment would be needed to service this parcel.

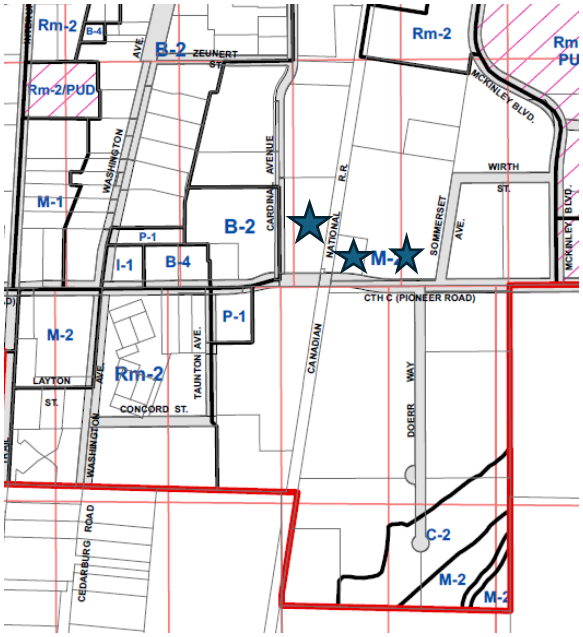
SMART GROWTH AREA (SGA) 5

Approximate Acres: **6.4 gross/6.4 net buildable**

Land Use Plan Map - 2025

PENDING MAP UPDATE

Current Zoning Map



2024 Aerial Photo

SGA-5 is located at the northeast corner of Cardinal Lane at Pioneer Road.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing Industrial and Manufacturing, to Commercial Classification. It was noted that the B-2 Community Commercial Zoning District provides a great example of use types that could appropriately be considered for development here.
- The current zoning of this SGA is M-2 General Manufacturing District.
- Buildings and site design should be consistent with the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer is available to serve these sites either from Cardinal Lane, the south side of Pioneer Road, and/or the old septage site owned by the City adjacent to the east side of the railroad tracks.
- Cedarburg Light and Water advises that there are no obstacles to serving these sites if developed consistently with the use types described in the B-2 Community Commercial Zoning District.

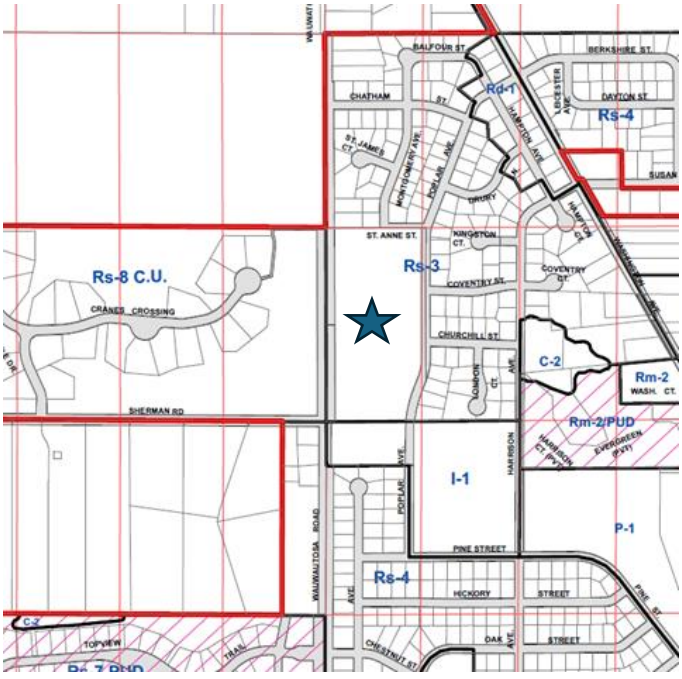
SMART GROWTH AREA (SGA) 6

Approximate Acres: 18.28 gross/18.28 net buildable

Land Use Plan Map – 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo

SGA-6 is located between Wauwatosa Road and Poplar Avenue, at the west ends of Coventry and Churchill Streets.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing Medium Density Residential (8,400 to 12,000 sq. ft. lots), to Medium-Low Density Residential Classification (12,000 to 20,000 sq. ft. lots). This change is made in the interest of ensuring future platted lot sizes will most closely match the existing lots in the immediate surrounding neighborhood to the north and east (Ref Zoning District Rs-3 for instance) as most consistent with the character of the surrounding area and development.
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer infrastructure is available at the corner of Coventry and Poplar and at the corner of Churchill and Poplar. Either location could be used to serve this area.
- Cedarburg Light and Water advises that there are no obstacles to serving this site in the manner described above.
-

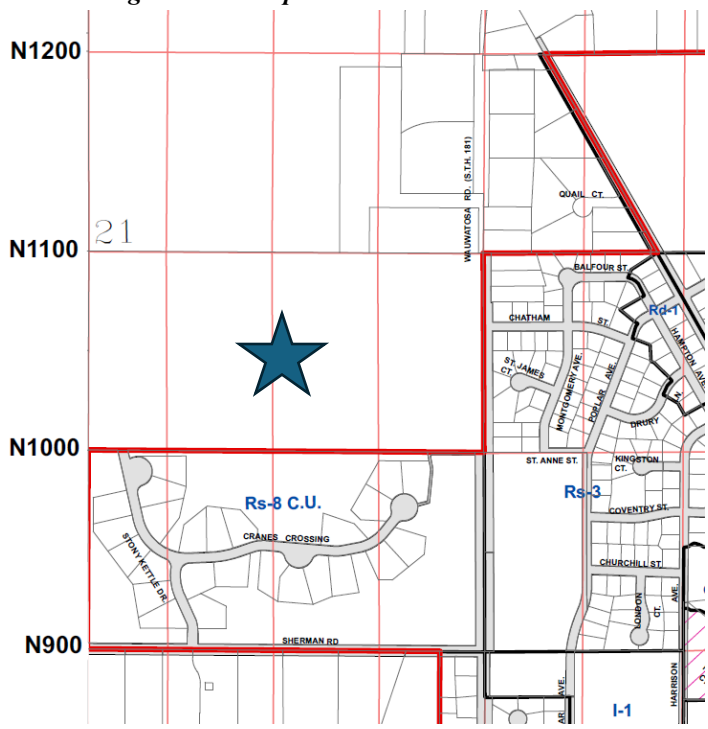
SMART GROWTH AREA (SGA) 7

Approximate Acres: **79.76 acres gross/56 net buildable**

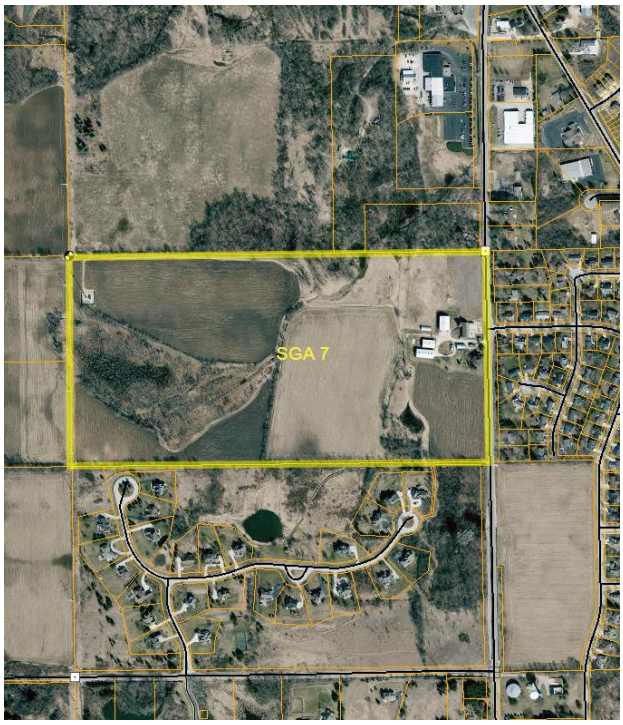
Land Use Plan Map - 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo



SGA-7 is located north of the Seidler Pond Subdivision along the west side of Wauwatosa Road.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing Agricultural and Open Space Classification, to Low Density Detached Urban Residential Classification (20,000 to 40,000 sq. ft. lot sizes). It was noted that this area might best be developed in a style similar to that of the neighboring Siedler Pond neighborhood to the south.
- This site is currently located in the Town of Cedarburg, however, it is inside of the "City Growth Area" as set forth in the Boundary Agreement (see Appendix A).
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer infrastructure is currently located at the intersection of Washington Avenue at Quail Ct./Augusta Ln. and is deep enough to ultimately serve this site. This sewer would need to be extended from Washington Ave. to Wauwatosa Rd. before this site could be developed.
- Cedarburg Light and Water advises that there are no obstacles to serving this site if developed consistent with the Low-Density character type as set forth above. It is noted that water main would have to be extended through an easement from north end of the Stoney Kettle cul de sac.

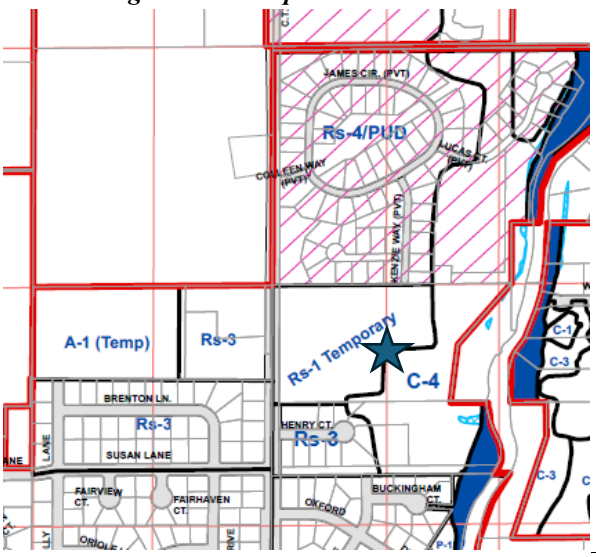
SMART GROWTH AREA (SGA) 8

Approximate Acres: **15.5 gross/11 net buildable**

Land Use Plan Map – 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo

SGA 8 is located along the east side of Sheboygan Road one-quarter mile south of Hwy 60. This SGA backs up to Cedar Creek.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing Medium Density Residential (8,400 to 12,000 sq. ft. lots), to Medium-Low Density Residential Classification (12,000 to 20,000 sq. ft. lots). This change is made in the interest of ensuring future platted lot sizes will most closely match the existing lots in the immediate surrounding neighborhood to the north and south (Ref Zoning District Rs-3 for instance) as most consistent with the character of the surrounding area and development.
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- 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 Medium-Low Density Residential land use type as identified above.

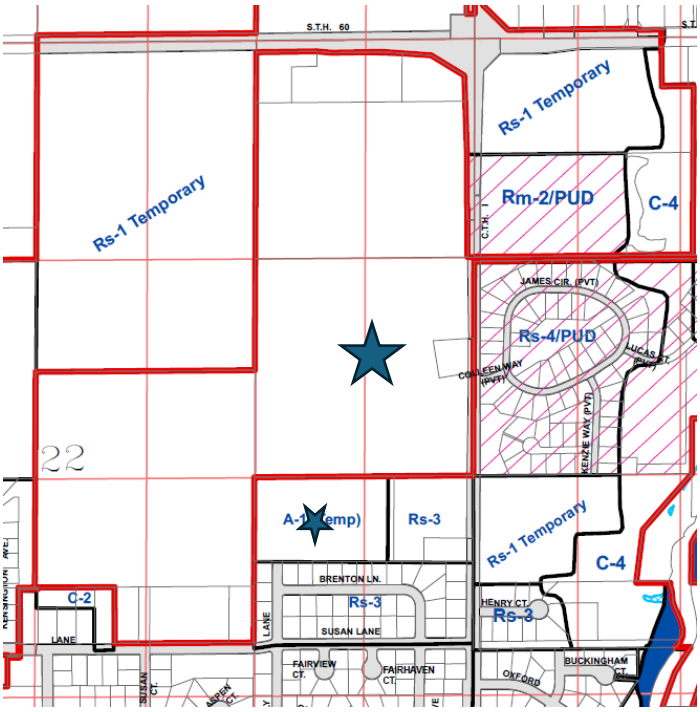
SMART GROWTH AREA (SGA) 9

Approximate Acres: **50.25 gross/34.25 net buildable**

Land Use Plan Map – 2050

PENDING MAP UPDATE

Zoning Districts Map – 2025



2024 Aerial Photo

SGA 9 is located along the west side of Sheboygan Road one-quarter to one-half mile south of Hwy 60.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing part High-Medium Density Residential (5.2 to 10.8 units per acre), part Medium Density Residential Classification (8,400 sq. ft. to 12,000 sq. ft. lots) in the southwest corner, and part Recreational and Parkland (around the former quarry), to Medium-Low Density Residential Classification (12,000 to 20,000 sq. ft. lots) with Recreational and Parkland (in the former quarry area).
- The vacant southwest 10-acre parcel within this SGA is currently in the City limits. The remainder of this SGA is currently located in the Town of Cedarburg however, it is inside of the "City Growth Area" as set forth in the Boundary Agreement (see Appendix A).
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer currently sits in Sheboygan Rd. at Colleen Way. That sewer should be deep enough to serve both the east and west sides of this SGA. Should alternate sewer connection be needed to serve the lower areas, there is also sanitary sewer in Sheboygan Rd. at the south edge of this site.
- Cedarburg Light and Water advises that there are no obstacles to serving this site if developed consistently with the Medium-Low Density Residential land use type as identified above.
- The former quarry use on this site is currently in the reclamation process. While the content and compaction of fill material being placed in the former quarry areas is apparently being monitored, the filled areas might never be suitable for intensive land uses. Approximately 18-acres in the northwest corner of this site are to be classified for future Recreational and Parkland use.

SMART GROWTH AREA (SGA) 10

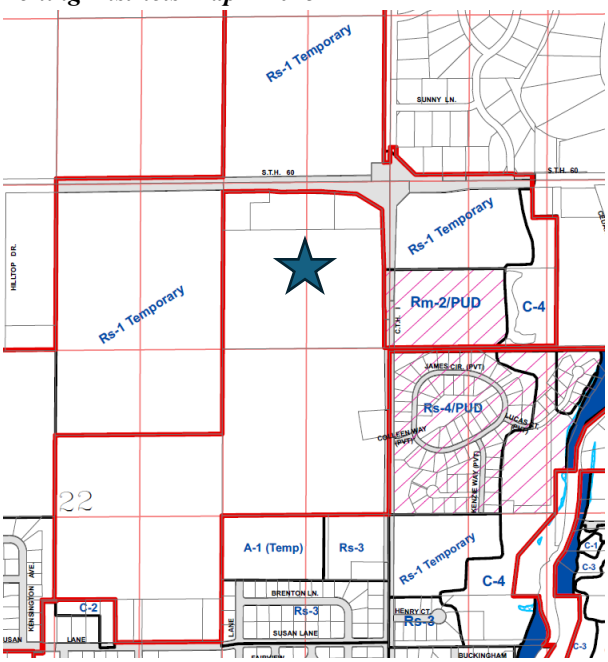
Approximate Acres: **38.19 gross/25.19 net buildable**

Land Use Plan Map - 2050

PENDING MAP UPDATE

2024 Aerial Photo

Zoning Districts Map – 2025



2010 Aerial Photo(as for information)

SGA 10 is located at the southwest corner of Sheboygan Road at Hwy 60.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from existing part Commercial, part Industrial and Manufacturing, and part Recreational and Parkland, to part Commercial (approximately 25.19 acres) and part Recreational and Parkland (approximately 13 acres).
- This property is currently located in the Town of Cedarburg; however, it is inside of the "City Growth Area" as set forth in the Boundary Agreement (see Appendix A).
- In the northeast corner of this site there is a vacant, wooded, 2+/- acre parcel. West of that corner parcel, extending across the north 300 feet of this SGA adjacent to Hwy 60, there is an existing bowling alley and related outdoor recreational uses.
- In the southeast corner of this SGA is a single-family residence located on a 3+/- acre lot.
- Access from this SGA 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 this SGA (fill quality/compaction is unknown, reference 2010 Aerial Photo on previous page). This area is very likely undevelopable for any intensive land use.
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- 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 there are no obstacles to serving this SGA for the use types described above, while noting that more investigation will need to be done to determine if this area should be added to the High-Level Pressure Zone due to its higher elevation.

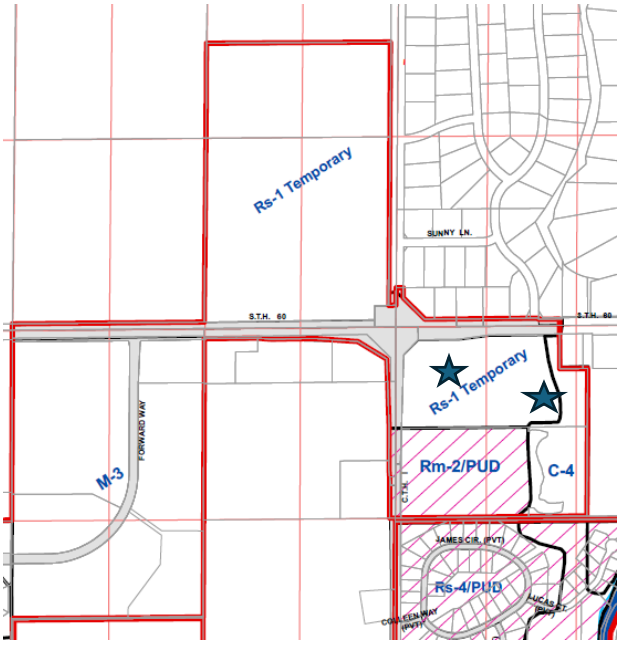
SMART GROWTH AREA (SGA) 11

Approximate acres: 17 gross/14 net buildable

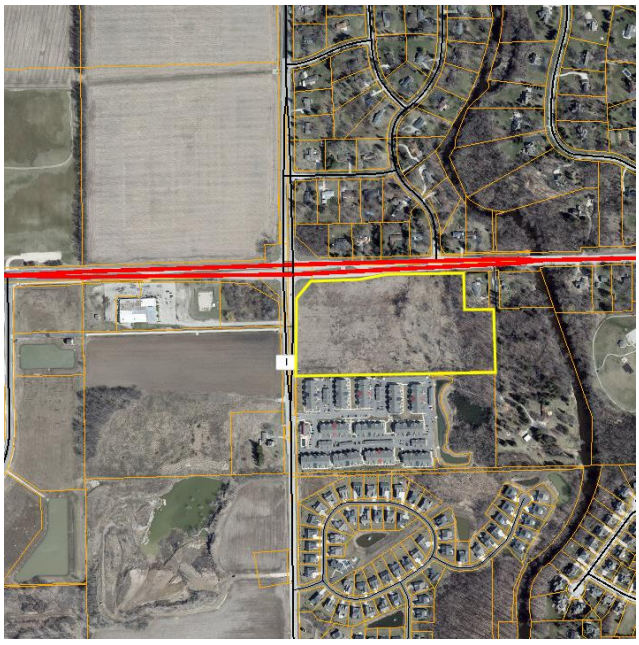
Land Use Plan Map – 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo



SGA 11 is located at the southeast corner of Sheboygan Road at Hwy. 60

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Classification from part (approximately 13.25 acres) Commercial, and part (approximately 3.75 acres in the southeast corner) High-Density Residential (Elderly Housing 10.9 to 20 units/acre), to the newly created Land Use Classification of Detailed Planned Mixed-Use Neighborhood.
- The zoning district that comports with the Detailed Planned Mixed-Use Neighborhood Land Use Classification is the newly created Detailed Planned Mixed-Use Neighborhood Zoning District.
- This site is currently zoned Rs-1 Temporary.
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer infrastructure is available to serve this site if developed according to Planned Mixed-Use Neighborhood use types. It will need to be extended out of the neighboring property to the south.
- Cedarburg Light and Water advises that existing water infrastructure on Sheboygan Rd. will need to be extended to Hwy 60 as a part of serving this SGA.

The new Land Use Classification Detailed Planned Mixed-Use Neighborhood, established to address SGA 11 and other sites possibly in the future, provides as follows:

Detailed Planned Mixed-Use Neighborhood Land Use Classification:

This land use classification is intended to allow for a carefully planned mix of residential, locally oriented neighborhood business/service/office, and public or private outdoor open space/gathering and recreational spaces/uses on a single development site (or a grouping of multiple sites in common ownership at the time of application) and containing at least 15 gross contiguous acres.

The following policies are recommended for areas where this land use classification is applied:

- Residential use shall be the predominant land use type in a Planned Neighborhood development.
- Total residential use density (minimum 5.2 and maximum 10.8 units per net buildable acre) shall be calculated against 70% of total net buildable acres.
- As for the residential portion of the development plan, primary emphasis shall be on providing a mixed spectrum of unit types (i.e., target minimum 20% of all residential units as single-family-detached), along with some two-family units (i.e., target minimum 20% of all housing units), and some multi-family townhome* units (not to exceed eight attached units per townhome building or two stories above grade). Residential units may also be incorporated on the second floor of buildings containing locally oriented business/service/office uses on the first floor with the total number of second floor residence units per building to be set at the discretion of the Plan Commission while bearing the overall maximum residential unit types and density targets in mind. Mixed-use and non-residential buildings shall not exceed two stories above grade.

  **For the purposes of this section, townhomes are defined as attached residential units, each with a private at grade entrance, and with each individual unit extending vertically from (and including) the lowest floor/story of the building through to (and including) the top floor of the building.*
- As for the locally oriented neighborhood business/service/office portion of the development plan, emphasis shall be on providing compatibly styled and proportioned, multi-modal transportation accessible spaces (i.e., automobile, bicycle and pedestrian) for sale or lease to providers of convenience goods, services, dining, entertainment and/or social places (target not less than 10% of total net buildable acres should be devoted to development of nonresidential buildings/spaces/uses)
- Target not less than 30% of the total net buildable acres of the site to be set aside for public or private outdoor open space/gathering and recreational spaces/uses. These

spaces should be thoughtfully designed for the use and benefit of the residents of the neighborhood, interspersed, and interconnected throughout the planned neighborhood.

- Traditional neighborhood design principles should be observed in the site plan/plat strategy including, for instance:
    - Compact development. The developed area is designed for human scale/pedestrian interconnectivity, vs the automobile exclusively, throughout the area. This includes being sensitive to walking distances, heights of buildings, design of exterior lighting, signs, landscaping, paths/sidewalks and other features. Compact development includes parks, gathering spaces, residential, and community business/service/office uses within a close proximity. These features serve as destination points for the immediate and surrounding residential areas (1/2 mile or less).
    - Mixed Use. The development includes a mixture of land uses and housing types. Mixing uses can promote different means of interconnected transportation being promoted in the community (walking, bicycling, automobiles). Mixing housing types and sizes tends to result in households of all ages, sizes and incomes. Mixed use may also mean that residential uses are provided above commercial uses such as shops or offices.
    - Cultural and Environmental Sensitivity and Design. The development should foster a sense of community identity. Adequate open spaces, thoughtful use of landscaping, and the use of environmentally responsive storm water management systems may play a significant role in characterizing the neighborhood.
    - The perimeter of a traditional planned neighborhood should be bounded by a greenbelt approximately 15-20 feet in depth. This area should include thoughtful, undulating berming and landscaping together with accessible pedestrian ways.
- Building design. The design of buildings throughout the planned neighborhood, and their specific spatial placements, receives special attention. The mix of new housing development in these areas is intended to mirror the City-wide historic mix of residential uses/types.
- The City zoning district that is most appropriate to implement this future land use classification is Planned Mixed-Use Neighborhood District (PMN). Properties in this zoning district shall not be eligible for Planned Unit Development Overlay Zoning.

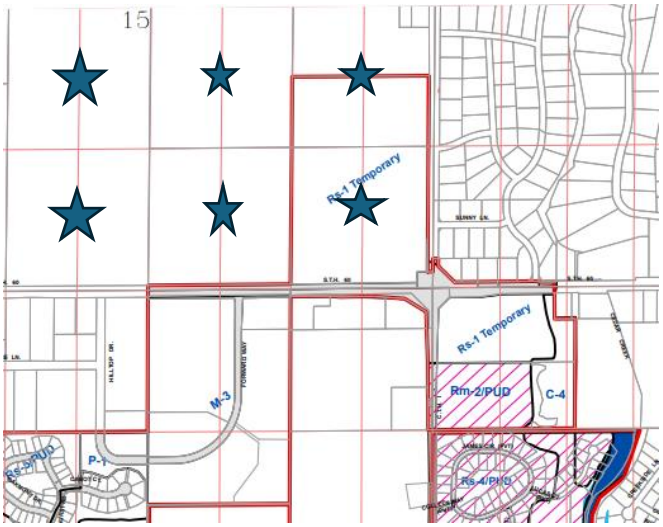
SMART GROWTH AREA (SGA) 12

Approximate Acres: **232.3 acres gross/222 net buildable**

Land Use Plan Map – 2050

PENDING MAP UPDATE

2025 Zoning Districts Map



2024 Aerial Photo

SGA-12 is located at the northwest corner of Hwy 60 and Sheboygan Road.

- As a part of the 2025 Update to the City's Smart Growth Comprehensive Land Use Plan, this SGA is being updated in its Land Use Classification from part Medium Density Residential, part Office, and part Agricultural or Open Space, to all Medium-Density Residential. The zoning districts that may be supported under this classification include Rs-3, Rs-4, and Rd-1.
- Approximately 56.31 acres of this area (the zoned area [i.e., Rs-1 Temporary]) is currently in the City. The remainder is in the Town of Cedarburg however, it is inside of the "City Growth Area" as set forth in the Boundary Agreement (see Appendix A).
- Access to/from this area to Hwy 60 and will be controlled by Wis DOT.
- It is principally vacant land with the exception of a small hangar building in the southwest corner along Hwy 60 and a residential use in the northwest corner.
- Buildings and site design should be consistent with the Goals, Objectives, and Policies set forth in Chapter 2-Housing, as well as the Site Plan and Architectural Review Standards set forth in the City of Cedarburg Zoning Code.
- Sanitary sewer infrastructure is available at Forward Way on the north side of Hwy.60 to serve a portion of this site. The remainder of the site would need to be served via an extension of sanitary sewer infrastructure through/from SGA-11.
- Cedarburg Light and Water advises that significant water main extensions in Sheboygan Rd., north on Hwy I, & from Forward Way east and west on Hwy 60 may be required to feed this SGA as part of the High-Level Pressure Zone. Further it is noted that electric service is readily accessible to serve the site.

Land Use Classifications Information Table 8.6

Land Use Classification	Maximum Density / Minimum Lot Size	Proposed Additional Net Buildable Acres Within SGA's
Residential Classifications		
HIGH DENSITY RESIDENTIAL (ELDERLY HOUSING)	(10.9 TO 20 UNITS/ACRE)	
Prospectively Compatible/Consistent Zoning Districts: I-1, Rm-1, Rm-2 *		
HIGH DENSITY RESIDENTIAL	(10.9 TO 16.1 UNITS/ACRE)	
Prospectively Compatible/Consistent Zoning Districts: Rm-1, Rm-2 *		
HIGH-MEDIUM DENSITY RESIDENTIAL	(5.2 TO 10.8 UNITS/ACRE)	7.85
Prospectively Compatible/Consistent Zoning Districts: Rs-5, Rs-6, Rd-1 *		
MEDIUM DENSITY RESIDENTIAL	(8.4K TO 12K S.F.)	227
Prospectively Compatible/Consistent Zoning Districts: Rs-3, Rs-4, Rs-5, Rs-6, Rd-1 *		
MEDIUM-LOW DENSITY RESIDENTIAL	(12K TO 20K S.F.)	82
Prospectively Compatible/Consistent Zoning Districts: Rs-1, Rs-2, Rs-3, Rs-7, Rd-1 *		
LOW DENSITY DETACHED URBAN RESIDENTIAL	(20K TO 40K S.F.)	56
Prospectively Compatible/Consistent Zoning Districts: Rs-1, Rs-7, Rs-8 *		
MIXED SINGLE FAMILY/TWO FAMILY RESIDENTIAL	(5.2 TO 10.4 UNITS/ACRE)	
Prospectively Compatible/Consistent Zoning Districts: Rs-5, Rs-6, Rd-1 *		
AGRICULTURAL OR OPEN SPACE	(1 UNIT/35 ACRES)	
Prospectively Compatible/Consistent Zoning Districts: A-1, P-1 *		
UNSEWERED LOW DENSITY RESIDENTIAL		
Prospectively Compatible/Consistent Zoning Districts: Rs-8 *		
Mixed Use Classifications		
MIXED USE OFFICE AND/OR HIGH-MEDIUM DENSITY RESIDENTIAL	(5.2 TO 10.8 UNITS/ACRE)	0.75
Prospectively Compatible/Consistent Zoning Districts: MUID, B-4, Rs-5, Rs-6, Rd-1 *		
PLANNED MIXED USE NEIGHBORHOOD	(5.2 TO 10.8 UNITS/ACRE)**	14
Prospectively Compatible/Consistent Zoning Districts: PMUN *		
Office Classification		
OFFICE	N/A	
Prospectively Compatible/Consistent Zoning Districts: B-4, B-5, B-6 *		
Commercial Classification		
COMMERCIAL	N/A	32
Prospectively Compatible/Consistent Zoning Districts: B-1, B-2, B-3, B-6 *		
Industrial Classification		
INDUSTRIAL AND MANUFACTURING	N/A	
Prospectively Compatible/Consistent Zoning Districts: OSLM, B-5, M-1, M-2, M-3 *		
Other Classifications		
GOVERNMENTAL AND INSTITUTIONAL	N/A	21
Prospectively Compatible/Consistent Zoning Districts: I-1, PLD *		
COMMUNITY EXIBITION/FAIRGROUNDS	N/A	
Prospectively Compatible/Consistent Zoning Districts: CEG *		
TRANSPORTATION, COMMUNICATION, OR UTILITY FACILITIES	N/A	
Prospectively Compatible/Consistent Zoning Districts: I-1 *		
RECREATIONAL AND PARKLAND	N/A	31
Prospectively Compatible/Consistent Zoning Districts: P-1 *		
ENVIRONMENTAL CORRIDOR & WATER	N/A	
Prospectively Compatible/Consistent Zoning Districts: C-1 , C-2, C-3, C-4, FW, FFO *		
	TOTAL ACRES	472

* TBD by Plan Commission and Common Council through re/zoning process

** As calculated against 70% of net buildable acres

NOTE: For purposes of this plan, Net Buildable Acres (NBA) shall mean "Gross total site acreage minus any unbuildable lands such as, but not necessarily limited to regulated wetlands, shorelands, floodway, floodplain, C-1, C-2, C-3 and C-4 Conservancy Areas, and Environmental Corridors, except to the extent as may be specifically waived or modified by the Plan Commission.

Environmentally Significant Lands

This year 2050 Land Use Plan recommends that, to the maximum extent practicable, environmentally sensitive lands be preserved through use of zoning and by development design review, as might ensure the City's best remaining woodlands, wetlands, environmental corridors, prairies, wildlife habitat, surface water, and associated shorelands and floodplains (ref Chapter 5 – Agricultural, Natural, and Cultural Resources) are preserved and protected. The main waterway in Cedarburg is Cedar Creek, which flows through the heart of the City of Cedarburg. Its associated floodplain and related environmental corridor areas which, along with documented woodlands, isolated natural areas and wetlands, are intended to be protected.

The Cedar Creek Walkway

The City, working in concert with a local, private citizens group, have been focused on acquiring the final sections of easement necessary to create a continuous, public, creek-side walkway that would extend from Boy Scout Park on the north (north of Bridge Road on Riveredge Drive), and run southward all the way through the downtown, crossing over Columbia Road, and ending in Cedar Creek Park at Portland Avenue. Map 8-4 depicts the planned continuous route of the Cedar Creek Walkway. Ultimately, the City should consider upgrading some of the existing, deteriorated sections of the walkway, and constructing the missing sections, to make this trail complete/ continuous and accessible. Upon its completion, certain businesses with frontage along Washington Avenue and backing up to the walkway may have an opportunity to develop 'back-of-store' business occupancies and or entrances catering to pedestrians using the Cedar Creek Walkway.

Map 8-4

THE CEDAR CREEK WALKWAY
CEDARBURG, WI 53012
A CONTINUOUS WALKWAY NEXT TO CEDAR CREEK FROM BOYSCOUT PARK ALL THE WAY TO CEDAR CREEK PARK
CEDAR CREEK
WASHINGTON AVENUE
BRIDGE RD.
TYLER ST.
INTERURBAN TRAIL
MEQUON AVENUE
JEFFERSON
PORTLAND RD.
0'
150'
200'
300'
400'
500'
1000'
NORTH
9 JULY 2024

Extraterritorial Area

State Statutes provide the City with power to monitor and guide development in its 3-mile extraterritorial platting and zoning area (i.e., the Towns of Cedarburg and Grafton). The City is presently in year 4 of a 10/20-year Intergovernmental Agreement with the Town of Cedarburg (Reference Appendix A). This agreement provides, among other things, that the "City shall not implement/exercise Extraterritorial Zoning or Extraterritorial Plat review over Town Lands within the Town Area for the duration of this Agreement, including the Renewal Term". The City does not have an intergovernmental agreement with the Town of Grafton as to extraterritorial platting or zoning.

City's often exercise their extraterritorial land division and zoning authority in targeted areas of the extraterritorial area to prevent unplanned sprawl development that would hinder the City's ability to grow outward. To protect the extraterritorial areas against uncontrolled urban sprawl-type development on the City's edge, and within the City's Sewer Service Area Boundary, Low-Density Residential land use classification is typically applied to these areas calling for a maximum density of 1 unit per acre (or more). Beyond the edge, the remaining undeveloped areas may be classified as Agricultural or Open Areas calling for minimum lot sizes of 35 acres.

The purpose of this section is to identify conditions that have the potential of negatively impacting the City in order to better guide development in the extraterritorial area according to the goals, objectives and policies identified in this Comprehensive Plan.

- Zoning

  The Town of Cedarburg's Land Use Map - 2050 is shown on Map 8-5 below. The City should continue working with the Town of Cedarburg to evaluate strategies to ensure future development patterns that are consistent with the goals and objectives prescribed herein.

- Natural Areas

  Natural areas, including but not necessarily limited to wetlands, select woodlands, primary environmental corridors, surface waters, and floodplains (as depicted in Chapter 5 Agricultural, Natural, and Cultural Resources) must be protected because of their flood control, wildlife habitat, water quality protection, and recreational values.

- Prime Agricultural Lands

  In 2009, the Wisconsin Legislature enacted Wisconsin Act 28, which repealed and recreated the Wisconsin Farmland Preservation Program set forth in Chapter 91 of the Wisconsin Statutes, and related tax credits under subchapter IX of Chapter 71 of the Statutes. The City of Cedarburg is included in the Ozaukee County Farmland Preservation Plan, administered through their Planning and Parks Department. Ozaukee County is currently updating the Plan which must be adopted by the end of 2025. Few acres remain in the City of Cedarburg that are actively farmed. The County Plan does not identify any Farmland Preservation areas in the City of Cedarburg, Town of Cedarburg, or Town of Grafton at this time.

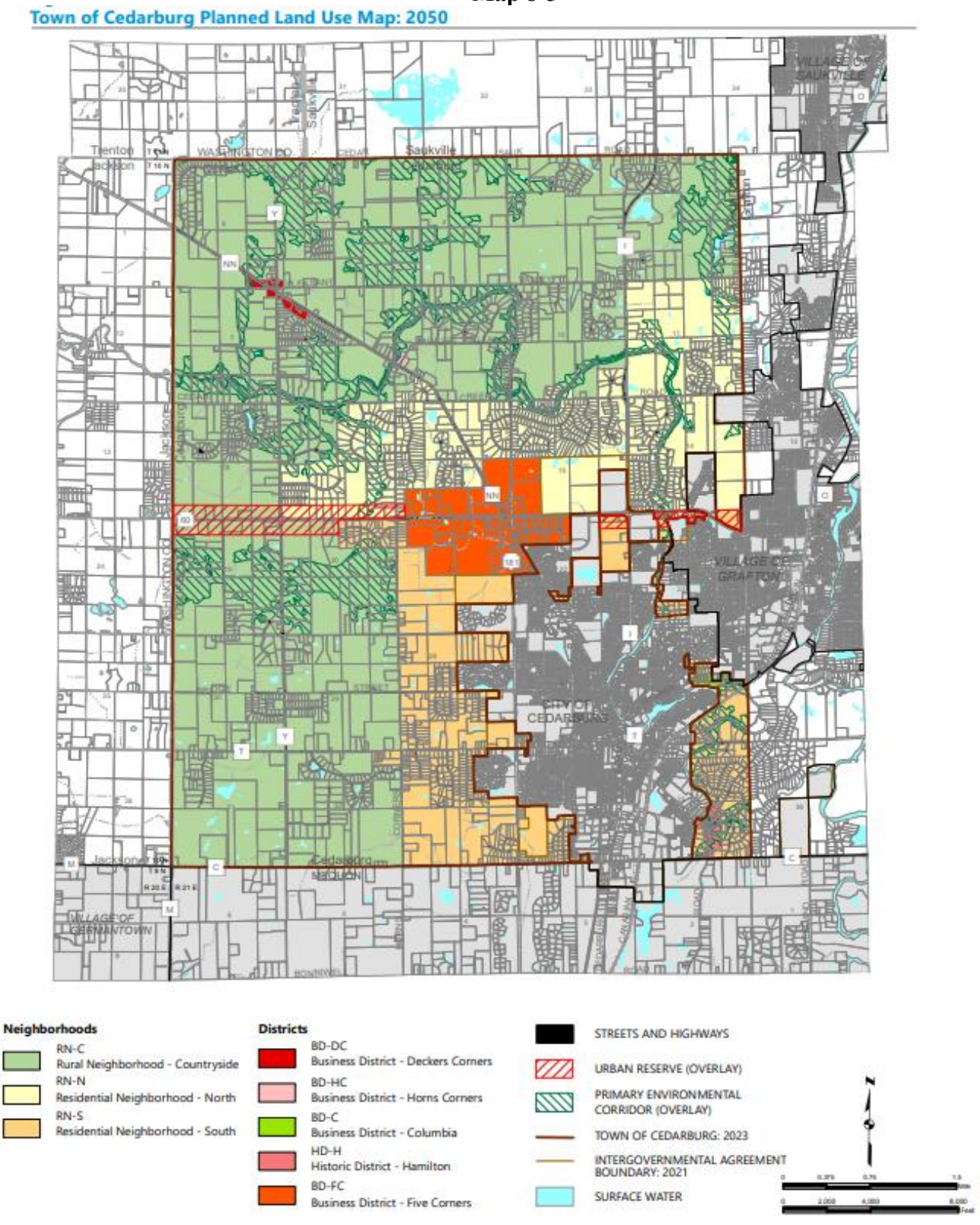
- Existing Residential Development

  Residential development within the extraterritorial area has resulted in low-density land use patterns that are automobile dependent and land consumptive. The City of Cedarburg and the adjacent towns should be working on a cooperative plan/agreement to ensure that future development patterns within the City's Sanitary Sewer Service Area are appropriate for future public sewer service.

- Existing Commercial and Industrial Development

  Commercial and industrial development in the City of Cedarburg extraterritorial area is primarily located along State Highway 60 in the 5 Corners area. The Town of Cedarburg's recently updated Comprehensive Plan Land Use Map identifies industrial and commercial uses extending from just west of County Trunk I to just east of Horns Corners Road.

Map 8-5



Source: A Comprehensive Plan For The Town Of Cedarburg: 2050 (2nd Edition)

Land Use Goals, Objectives, and Policies

Goal - Land Use Allocation

Provide a balanced allocation of area for the various land use categories to meet the social, physical and economic needs of the City's population.

- Objectives:
  - The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.
  - The Plan Commission and Common Council should periodically compare the ratio of residential, commercial and industrial land uses with City goals, objectives and policies.
  - The Plan Commission and Common Council should be receptive to new and innovative ideas for quality residential, commercial and industrial development designs within the City limits.
- Policies:
  - Review the Comprehensive Plan projections at least every 5 years to evaluate the balance of space provided to the various land uses.

Goal - Spatial Distribution

Provide a spatial distribution of the various land uses to create a convenient and compatible arrangement of land uses while avoiding land use conflicts.

- Objectives:
  - Provide proper spatial distribution of the various land uses to create a compatible arrangement of land uses related to the supporting transportation, utility and public facility systems.
  - Promote the proper utilization of utilities and service facilities to further enhance the economic base of the City of Cedarburg.
  - Ensure that adjacent uses are either compatible with one another or, to the extent necessary, appropriately buffered from one another.
  - Promote the integration of different housing types (i.e. single-family, two-family, multi-family, attainable housing/housing for the local workforce, and housing for those with special needs and/or disabilities) within all new developments.
  - Buffering techniques should be incorporated to reduce the potential of land use conflicts.

- Policies:
  - Dense residential uses should be located in areas that are served with public sanitary sewerage and water supply facilities. They should also be located within a reasonable walking distance to local services such as parks, commercial areas and schools, and should have reasonable transportation access to employment, community and regional commercial, cultural and governmental centers.
  - Industrial uses should be located in planned industrial districts where direct access to arterial streets and highway facilities is present. Industrial districts should be carefully placed as not to conflict with commercial, residential, governmental, recreational, school or institutional uses. Furthermore, industrial uses should be provided adequate water supply, public sanitary sewer service, proper stormwater drainage and adequate power supply.
  - Neighborhood and community commercial uses should be located in established centers of concentrated retail and service activities with direct access to the arterial street system.

Goal – Smart Growth Sites

Manage the development, redevelopment, use and/or reuse of existing urban areas of the City where public infrastructure already exists (i.e., the Smart Growth Areas).

- Objectives:
  - Provide the necessary assistance to properly clean up contaminated sites and prepare them for redevelopment opportunities where appropriate
  - Evaluate infill and or redevelopment sites near the downtown area to establish appropriate residential densities that will provide a good customer base in walkable proximity to downtown businesses.

Goal - Natural Resources

Provide a spatial distribution of the various land uses that will preserve the natural resources of the City.

- Objectives:
  - Promote the proper use of land to protect and preserve natural resources of the area; including soils, groundwater supply and quality, lakes and streams, wetlands, woodlands and wildlife habitat.
  - Unsewered development should not be permitted in areas where future provision of sewer service is planned.
  - Preserve primary environmental corridors and wetlands as natural open uses, and the preservation of secondary environmental corridors and isolated natural resource areas as natural open uses to the extent practicable.
  - Development served by private wells should be discouraged.
  - Floodplains should not be considered for any urban development which would cause or be subject to flood damage.
  - Adequate stormwater drainage facilities should be provided for all urban development.
  - Wetlands should not be considered for any urban development except limited recreational uses. Under State law, shoreland wetland areas must be preserved pursuant to Chapter NR 117 of the Wisconsin Administrative Code.
  - High- and medium-value woodland areas of at least 5 acres or more should be protected and only limited active recreational uses should be considered therein.
  - Environmental corridors should be preserved as natural open space uses to the extent practical, or developed at a modest and environmentally sensitive density.
- Policies:
  - Monitor the proper allocation of land uses to maintain an ecological balance between the activities of man and the natural environment.
  - Provide a suitable environment for desirable and unique plant and animal life with opportunities for scientific, cultural and educational pursuits.

- Protect wetlands by stabilizing stream flows and controlling stormwater runoff. To the maximum extent possible, wetlands should not be drained or filled, and only limited recreational uses of wetland areas should be considered.
- Maintain proper setbacks for uses located in close proximity to wetlands.

Goal – Recreation

Maintain an adequate amount of active and passive recreational lands to meet the current and future recreational needs.

- Objectives:
  - Provide an integrated system of public, outdoor recreational sites and related open space areas which will provide the residential population of Cedarburg adequate opportunity to participate in a wide range of outdoor recreational activities. (See the City's "Comprehensive Park and Open Space Plan.")
  - Maintain and grow the multi-modal trail and transportation opportunities throughout the City.

Goal - Historic Preservation

Promote the protection, preservation, enhancement, perpetuation and use of sites and improvements of special historic interest and value in order to support the educational, cultural and general welfare of the residents of the City of Cedarburg and to promote tourism as an economic driver for the City.

- Objectives:
  - Apply standards that are consistent with the standards established by the U.S. Secretary of the Interior for historic preservation. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration and reconstruction of historic assets.

The foregoing represents the goals and objectives which the City Land Use Plan should seek to achieve. These represent the proper allocation of space to the various land use categories and the proper arrangement of land uses for this planning effort. While these goals and objectives include guidelines for residential, commercial, business, institutional and parkland development, detailed site design considerations must also be addressed during the project approval phase.

Community Growth & Projections Report

December 2024

CEDARBURG SCHOOL DISTRICT

MDR
MDROFFERS CONSULTING

ACKNOWLEDGEMENTS

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Laura Stroebel, Vice President
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Kate Noetzel, Clerk
Kate Erickson
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Special thanks to the officials and staff from municipalities in the CSD and local real estate professionals for their contributions to this report.

TABLE OF CONTENTS

I. INTRODUCTION AND SUMMARY 1
A. Purpose and Overview 1
Map 1: School District and Municipal Boundaries 2
Map 2: 2024-2025 Attendance Areas and Neighborhoods 3
B. Statistical Summary 4
C. Housing Unit Projections Summary 5
D. Student Enrollment Projections Summary 6
II. SCHOOL DISTRICT OVERVIEW AND STUDENT ENROLLMENT TRENDS 9
A. Cedarburg School District Overview 9
Figure 1: Current Cedarburg School District Building Overview 9
B. Private and Home School Enrollment Trends 9
Figure 2: Enrollment of Private Schools Operating in and near the CSD, 2013-2023 10
C. CSD Student Enrollment Trends and Implications 10
Figure 3: CSD Total Enrollment by Grade Group, September 2014 to September 2024 11
D. Open Enrollment Trends and Implications 11
Figure 4: CSD 4K-12 Open Enrollment Trends, 2013-14 through 2023-24 12
III. DEMOGRAPHIC TRENDS AND EXPECTATIONS 13
A. Births and Child Population Trends 13

Figure 5: Births in the CSD, 2010-2023 14
B. Population Trends by Age, Race, and Ethnicity 14
Figure 6: CSD Population by Age Group, 2010-2020 15
IV. HOUSING AND ECONOMIC TRENDS AND EXPECTATIONS 16
A. Recent Residential Building Construction 16
Figure 7: Housing Starts by CSD Municipality, 2014-2023 16
Figure 8: City of Cedarburg Housing Starts by Type, 2014-2023 17
B. New Housing Impact on Enrollment 17
C. Existing Housing Impact on Enrollment 18
D. Existing Home Sales and Enrollment Impacts 18
Map 3: Single-Family Home Sales, 2019-2023 20
E. Other Housing and Economic Trends 21
V. COMMUNITY AND DEVELOPER PLAN ANALYSIS 22
A. Section Overview 22
B. City of Cedarburg Plans and Expectations 22
Figure 9: City of Cedarburg Comprehensive Plan, Future Land Use Map 24
C. Town of Cedarburg Plans and Expectations 25
Figure 10: Town of Cedarburg Comprehensive Plan, Planned Land Use Map 26
D. Village of Grafton Plans and Expectations 27
E. Town of Jackson Plans and Expectations 27
F. Plans and Expectations of Other Municipalities in the CSD 27

VI. HOUSING AND ENROLLMENT GROWTH EXPECTATIONS 28
A. Housing Unit Projections 28
Figure 11: Housing Unit Projections by Current Elementary School Attendance Area 31
Map 4: Projected Housing Unit Growth, 2024-2040 32
B. Projected Student-per-Housing Unit Ratios 33
C. Student Enrollment Projections Versus School Capacity 33
Figure 12: CSD Projected Resident Enrollment Compared to Current Building Capacities 37
Figure 13: CSD Projected Total Enrollment Compared to Current Building Capacities 38
D. Student Enrollment Projections by Neighborhood 39
E. Comparison to 2019 Projections 40
Figure 14: Enrollment Projection Comparison – MDRoffers 2024 vs. MDRoffers 2019 40
Map 5: Projected Grade 4K-5 (Elementary) Student Enrollment Change by Neighborhood, 2024-2040 42
Map 6: Projected Grade 6-8 (Middle) Student Enrollment Change by Neighborhood, 2024-2040 43
Map 7: Projected Grade 9-12 (High) Student Enrollment Change by Neighborhood, 2024-2040 44
Map 8: Projected Grade 4K-12 Student Enrollment Change by Neighborhood, 2024-2040 45
APPENDIX A: PROJECTION METHODOLOGY 46
Figure A-1: Student-Per-Housing Unit Ratios in Existing Multiple-Family Complexes 49
APPENDIX B: HOUSING UNIT PROJECTIONS BY NEIGHBORHOOD, 2024-2040 52
APPENDIX C: CSD 4K-12 RESIDENT ENROLLMENT PROJECTIONS BY GRADE GROUP AND NEIGHBORHOOD, 2024-2040 60

I. INTRODUCTION AND SUMMARY

A. PURPOSE AND OVERVIEW

The Cedarburg School District (CSD) is a public school district in southern Ozaukee County and southeastern Washington County, Wisconsin (see Map 1). As of the 2024-25 academic year, the CSD educates approximately 3,090 grade 4K-12 students, across three elementary schools, one middle school, and one high school. This total includes approximately 170 non-resident students open-enrolling-in to CSD schools.

This Community Growth & Projections Report will assist the CSD to understand the impact of future residential development and demographic change on future student enrollment, where in the CSD enrollment change may occur, and how enrollment projections compare with current school configurations and capacities. The Report is intended to inform the CSD's long-range facility planning.

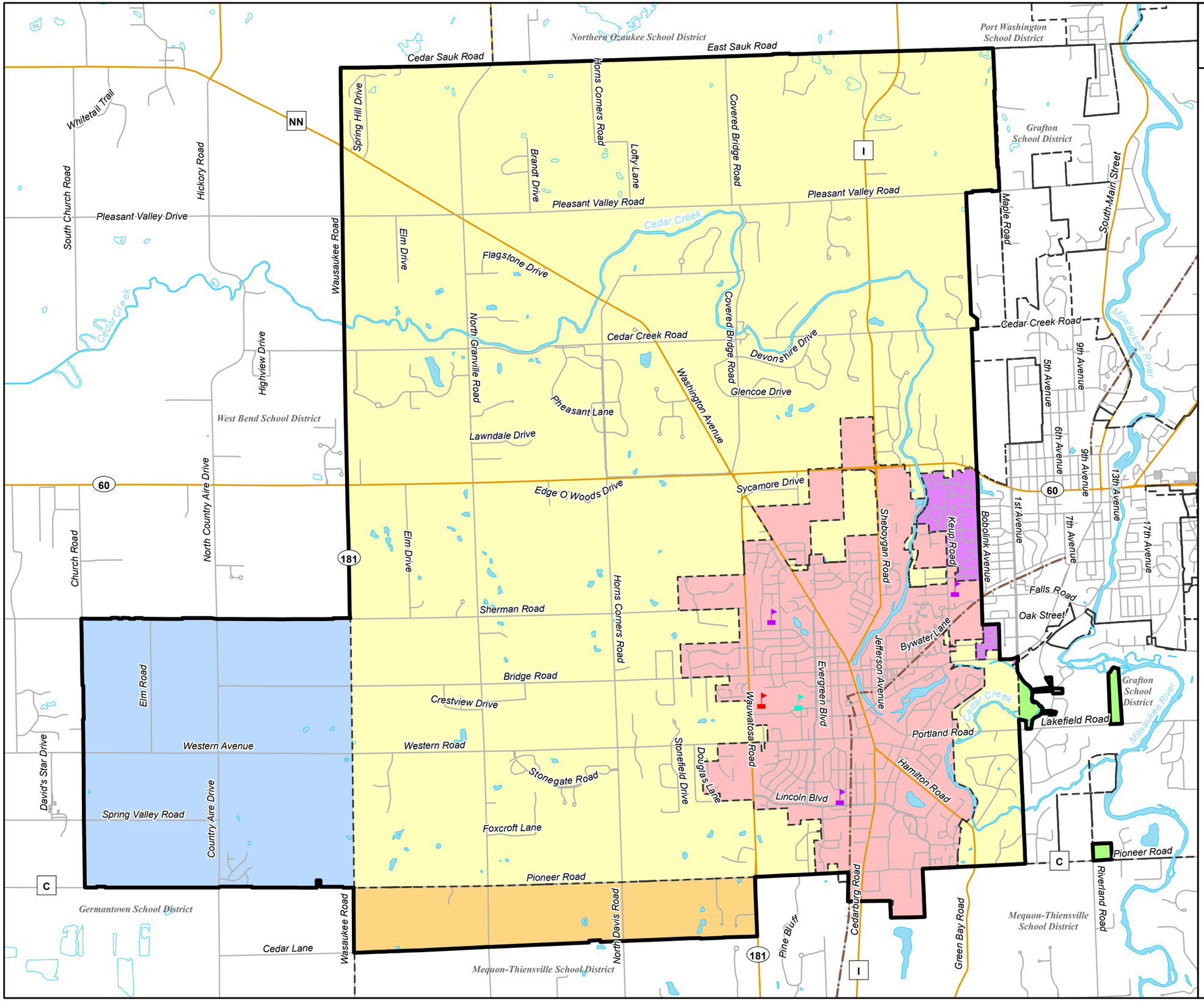
The process to complete this Community Growth & Projections Report included:

- Review of demographic and enrollment trends for different grade levels and geographic areas within the CSD.
- Review of recent, pending, and potential residential development proposals.
- Analysis of local land use plans, utility systems, intergovernmental agreements, and housing and economic trends.
- Engagement with municipal planning staff and local real estate professionals on community growth trends and prospects.
- Projections of future housing growth and demographic changes.
- Projections of CSD student enrollment by small geographic area ("neighborhood"), school, and grade grouping.

This Report features housing unit and CSD student enrollment projections in four periods: through 2027 (for '27-'28 school year), from 2028 to 2030 (for '30-'31 school year), from 2031 to 2035 (for '35-'36 school year), and from 2036 to 2040 (for '40-'41 school year). The projections are broken down by 57 different "neighborhoods," as depicted on Map 2. Enrollment projections are compared to the capacities of the CSD's schools, as provided by District staff.

CEDARBURG SCHOOL DISTRICT

Map 1
School District and Municipal Boundaries



Legend

- Elementary School
- Middle School
- High School
- CSD District Boundary
- Municipal Boundaries
- Surface Water
- City of Cedarburg
- City of Mequon
- Town of Cedarburg
- Town of Grafton
- Town of Jackson
- Village of Grafton
- Ozaukee Interurban Trail
- Highways
- Local Roads

NOTE: This Map does not show the full extent of some municipalities that extend outside of the school district

N
W E
S

0 0.25 0.5 1
Miles

October 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDR Engineers Consulting

Path: S:\MAD\3600--3699\3688\010\Drawings\GIS\Figures\Map 1 Boundaries 11x17.mxd

CEDARBURG SCHOOL DISTRICT

Map 2
2024-2025 Attendance Areas and Neighborhoods

Legend

- Elementary School
- Middle School
- High School

Elementary School Attendance Area

- Parkview
- Thorson
- Westlawn

- CSD District Boundary
- CSD Neighborhood Boundaries (with #)
- Vacant CSD Owned Land

- Surface Water
- Ozaukee Interurban Trail
- Highways
- Local Roads

N W E S

0 0.25 0.5 1 Miles

December, 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDR Engineers Consulting

Path: S:\MAD\3600--3699\3688\010\Drawings\GIS\Figures\Map 2 Neighborhood 11x17.mxd

B. STATISTICAL SUMMARY

1. As of September 2024, the CSD educated 3,093 students in grades 4K-12. Elementary school (grade 4K-5) enrollment was 1,329 students, middle school (grade 6-8) enrollment was 691 students, and high school (grade 9-12) enrollment was 1,073 students.
2. The CSD experienced a 113 student, or 4 percent, increase in total enrollment between the 2014-15 and 2024-25 school years. This increase was almost entirely due to the implementation of 4K programming in the CSD in the 2016-17 academic year. Without the implementation of 4K, enrollment would have remained stable over the past decade.
3. Since 2014-15, grade 5K-5 enrollment increased by 36 students or 3 percent, middle school enrollment (grades 6-8) increased by 51 students or 8 percent, and high school enrollment (grades 9-12) *decreased* by 89 students or 8 percent.
4. Births in the CSD decreased by 19 percent since 2010, from 148 births in 2010 to 119 births in 2023. More than half of this decrease has occurred since 2020.
5. A large percentage of the CSD's population are from the Baby Boom and Generation X generations. From 2010 to 2020, all of the total population increase in the CSD was attributed to increases in the age 65 year and older population. As these populations continue to age and move on, their homes may transition to new families with children. The timing and extent of this turnover will depend in part on other available housing options for empty nesters and seniors in the community, interest rates, and housing costs.
6. The consultant utilized a student generation ratio of 0.76 resident grade 4K-12 students generated per new single-family home in its projections. This student generation ratio is in between the ratio indicated by a new homeowner survey (0.59 grade 4K-12 students-per-home) and the ratio determined by the consultant's analysis comparing October 2024 student addresses to addresses of new single-family homes permitted (0.88 grade 4K-12 students-per-home). The consultant chose a student generation ratio close to the ratio discovered by the consultant's analysis, as this ratio was based on actual students and homes in new neighborhoods. The 0.76 ratio is high in the consultant's experience.
7. The consultant also found new multiple-family development in the CSD generates an average of 0.05 CSD 4K-12 students-per-newer multiple-family unit—meaning that it typically requires around 20 new multiple-family units for each new student in the CSD.

C. HOUSING UNIT PROJECTIONS SUMMARY

1. The consultant projects construction of 1,847 new housing units of all types within the CSD between 2024 and 2040. This would average 115 new housing units per year—about the same as the 108 new housing units built per year over the past decade. This projection is driven mainly by approved and pending new developments in the City of Cedarburg and on an assumption of no major recession or housing crisis like what occurred in the late-2000s.
2. The consultant projects that new housing development in the CSD would be greater earlier in the projection period, with around 145 new housing units expected per year from 2024 to 2030. From 2030 to 2040, the consultant expects less new housing development, with around 96 new housing units per year, as geographic opportunities for new housing diminish.
3. The consultant's housing unit projections include single-family homes, duplex units, and multiple-family units, including senior-restricted housing. The consultant anticipates that just under half, 48 percent, of projected housing units in the CSD between 2024 and 2040 will be new single-family homes, which have the highest levels of student generation per unit.
4. The majority of projected housing development in the CSD is expected in the City of Cedarburg, where the consultant projects just over 1,300 new housing units through 2040, or an average of about 82 new units per year.
5. The most significant projected housing growth is at the northern edge of the City, along Highway 60 and Sheboygan Road, in neighborhoods 19, 20, and 49 on Map 2. Neighborhoods 19 and 20 are projected to have significant multiple-family housing while neighborhood 49 is projected to have significant single-family housing. In fact, almost 75 percent of all new housing projected to be built in the City by 2040 is expected in these three neighborhoods alone. Neighborhoods 19 and 20 are currently in the Parkview Elementary attendance area, while neighborhood 49 is currently in the Thorson Elementary attendance area.
6. The consultant projects that 38 percent (505 units) of all projected new housing in the City of Cedarburg between 2024 and 2040 will be single-family homes. This is a similar percentage as the past decade, when 36 percent of all new housing built in the City were single-family homes.
7. The consultant projects 318 additional housing units in the Village of Grafton portion of the CSD by 2040, with much of this housing expected over the next few years in the Stonewall Farms and Hawk's Ridge developments in neighborhood 45 on Map 2. About half of all new housing projected in the Village of Grafton portion of the CSD will be single-family homes, while the other half will be multiple-family housing units—mostly duplexes and four-plexes.

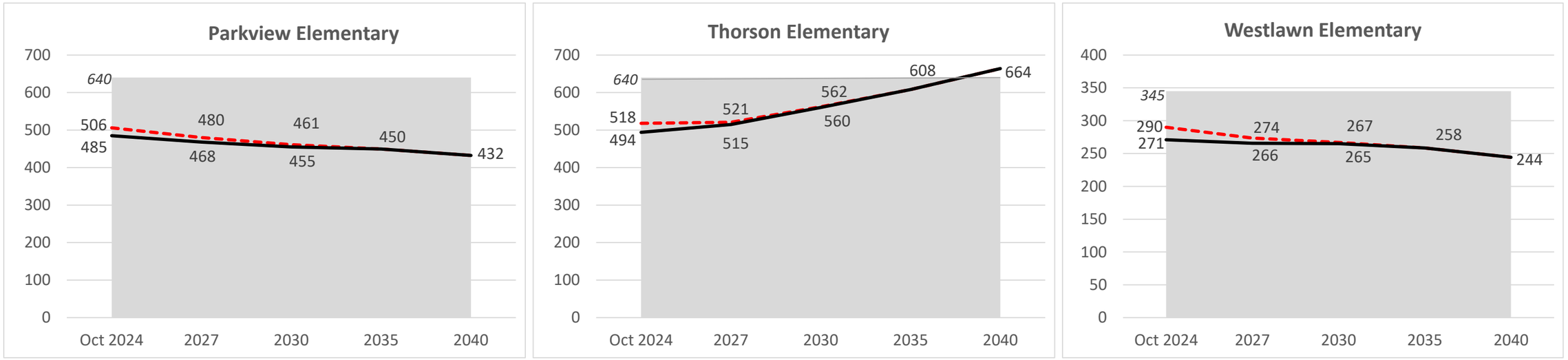
8. In the Town of Cedarburg, the consultant projects 173 new housing units by 2040, for an average of 11 new housing units per year, similar to the average over the past decade. All of the Town-based housing units are projected to be single-family homes.
9. About 50 percent of all new housing units are projected to be built in the current Thorson Elementary School attendance area (as shown on Map 2), about 40 percent are projected to be built in the current Parkview Elementary School attendance area, and 10 percent are projected to be built in the current Westlawn Elementary School attendance area.
10. Almost 80 percent of all new single-family homes are projected to be built in the current Thorson Attendance area, with significantly less new single-family housing development projected in the current Parkview and Westlawn attendance areas.

D. STUDENT ENROLLMENT PROJECTIONS SUMMARY

1. Between October 2024 and 2040, the consultant projects an increase of 177 4K-12 resident students enrolled in CSD schools. The consultant projects grade 4K-5 resident enrollment to increase by 91 students, grade 6-8 resident enrollment to increase by 26 students, and grade 9-12 resident enrollment to increase by 60 students.
2. Projected grade 4K-5 resident enrollment increases are driven by expected increases in new housing development and births through the 2020s. By 2040 and without any attendance area changes, the consultant projects resident enrollment at Westlawn Elementary School to decrease by 27 grade 4K-5 students, resident enrollment at Parkview Elementary School to decrease by 53 grade 4K-5 students, and resident enrollment at Thorson Elementary School to increase by 170 grade 4K-5 students.
3. The consultant projects that the combined 4K-5 resident enrollment at the CSD's three elementary schools will remain below the combined maximum capacity of the three elementary school buildings through 2040. Without attendance area changes, the consultant anticipates significant excess capacity at both Westlawn and Parkview Elementary Schools, while Thorson Elementary School would exceed its maximum building capacity by the late-2030s.
4. The CSD could consider attendance area shifts to better balance projected enrollment among its three elementary schools. The most straightforward would be shifting neighborhood 49 from the Thorson to the Parkview attendance area, ideally before students begin to emerge from the large Covered Bridge development. Shifting this one neighborhood would result in projected resident enrollment below maximum building capacities at all three elementary schools through 2040.

5. The consultant projects Webster Middle School (grade 6-8) resident enrollment will increase by 26 students between October 2024 and 2040—totaling 671 grade 6-8 students by 2040. Resident grade 6-8 enrollment is projected to remain below the maximum building capacity of Webster Middle School through 2040. Middle school enrollment is projected to decrease through 2030, due to current larger middle school class sizes and smaller elementary class sizes. Middle school enrollment is projected to increase from 2030 to 2040, resulting from expected increases in births and housing development in the late-2020s, increasing elementary enrollment then and middle school enrollment later.
6. The consultant projects Cedarburg High School (grade 9-12) resident enrollment will increase by 60 students by 2040. Most of the projected increase will occur through 2030, due to large current middle school class sizes, which will enter high school over the next few years. Resident enrollment at Cedarburg High School is then projected to remain stable through 2040. Resident grade 9-12 enrollment is expected to remain below the maximum capacity of the Cedarburg High School building through 2040.
7. Comparing enrollment projections to current building capacities is only one factor to consider in long-range facilities planning. Other factors include basic goals and parameters (e.g., maximum school and class sizes), interest and tolerances for attendance area or grade grouping changes, the suitability for older buildings to operate efficiently and serve modern educational needs, existing building expansion opportunities and constraints, the suitability of different potential sites for new schools, the relative costs of different options to address needs, and the CSD's financial picture including its borrowing capacity.

Figure A: Projected School Enrollment vs. Building Capacity at Current CSD Schools



Note:
These charts assume no changes in current attendance areas and no changes to building capacity of each of the CSD's school buildings.

II. SCHOOL DISTRICT OVERVIEW AND STUDENT ENROLLMENT TRENDS

A. CEDARBURG SCHOOL DISTRICT OVERVIEW

The Cedarburg School District (CSD) spans 34 square miles in southern Ozaukee County and southeastern Washington County. The CSD encompasses all of the City of Cedarburg and Town of Cedarburg along with small portions of the City of Mequon, Village of Grafton, Town of Grafton, and Town of Jackson. The CSD's current school buildings are indicated on the maps in this Report and described in Figure 1. All 4K students are housed in the three CSD elementary schools, along with 5K-5 students. The CSD does not anticipate any significant changes to 4K programming over the foreseeable future.

Figure 1: Current Cedarburg School District Building Overview

School	Grades Served	Neighborhood (see Map 2)	2024-25 Enrollment		Maximum Building Capacity
			CSD Resident Students	Total Students in Seats	
Parkview Elementary	4K-5	17	485	506	640
Thorson Elementary	4K-5	42	494	518	640
Westlawn Elementary	4K-5	30	271	290	345
Webster Middle	6-8	25	645	682	860
Cedarburg High	9-12	25	986	1,056	1,260

Sources: CSD

B. PRIVATE AND HOME SCHOOL ENROLLMENT TRENDS

There are three private schools operating in the CSD, and three private schools operating in the nearby Grafton School District. These six private schools attract students from the CSD, Grafton School District, and other school districts in Ozaukee County and southeastern Wisconsin. Figure 2 includes enrollment data for these six private schools over the past ten years. Their combined enrollment decreased by approximately 81 students, or 6 percent, since 2013, with most of the decrease occurring in the mid-2010s. Since 2019-20, private school enrollment has remained essentially stable. Private school offerings in the CSD and nearby Grafton School District end at 8th grade. Therefore, many private school students transition to public schools for high school

programming. Over the past decade, the CSD's incoming 9th grade class was, on average, 19 percent larger than the outgoing 8th grade class. This is mainly due to private school students transitioning to public high school, which was factored into the consultant's projections.

Figure 2: Enrollment of Private Schools Operating in and near the CSD, 2013-2023

Private School (District where located)	Grades Served	2013-14	2015-16	2017-18	2019-20	2021-21	2023-24	10 Year Change
First Immanuel Lutheran School (CSD)	4K-8	348	322	284	372	330	348	**0**
MorningStar Montessori Inc (CSD)	4K-5K	22	19	41	24	16	19	**-3**
Saint Francis Borgia Grade School (CSD)	4K-8	344	324	322	320	311	301	**-43**
Our Savior Lutheran School (Grafton SD)	4K-8	68	67	67	70	69	67	**-1**
Saint Joseph Parish School (Grafton SD)	4K-8	288	293	158	122	148	127	**-161**
Saint Paul Lutheran School (Grafton SD)	4K-8	192	162	265	281	298	319	**+127**
TOTALS	**-**	**1,262**	**1,187**	**1,137**	**1,189**	**1,172**	**1,181**	**-81**

Source: Wisconsin Department of Public Instruction
Note: Saint Paul Lutheran School completed an expansion in the mid-2010s, which increased the building capacity at that school and has resulted in increasing enrollment over the past decade.

From 2012 to 2019, home school enrollment in the CSD decreased, from 83 students to 51 students choosing home school. In 2020, with the COVID-19 pandemic's onset, the number of students being home schooled increased to 85 students. The number of students being home schooled decreased after 2020, down to 66 students by 2023.

In its enrollment projections later in this Report, the consultant assumed that the rate of CSD resident students attending private schools or being home schooled would remain constant at the 2023 levels.

C. CSD STUDENT ENROLLMENT TRENDS AND IMPLICATIONS

As reported in Figure 3, the CSD experienced a 113 student, or 4 percent, increase in total enrollment between the 2014-15 and 2024-25 school years. This increase was almost entirely due to the implementation of 4K programming in the CSD in the 2016-17

academic year. Without the implementation of 4K, enrollment would have remained stable over the past decade. Since 2014-15, grade 5K-5 enrollment increased by 36 students or 3 percent, middle school enrollment (grades 6-8) increased by 51 students or 8 percent, and high school enrollment (grades 9-12) decreased by 89 students or 8 percent.

Figure 3: CSD Total Enrollment by Grade Group, September 2014 to September 2024

Grade Group	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	10 Year Change
4K	0	0	125	143	155	139	135	151	126	118	115	**+115**
5K-5	1,178	1,106	1,147	1,156	1,179	1,211	1,192	1,180	1,211	1,223	1,214	**+36**
6-8	640	668	679	695	670	676	676	644	645	655	691	**+51**
9-12	1,162	1,132	1,126	1,090	1,100	1,104	1,071	1,107	1,078	1,087	1,073	**-89**
4K-12 Enrollment	**2,980**	**2,906**	**3,077**	**3,084**	**3,104**	**3,130**	**3,074**	**3,082**	**3,060**	**3,083**	**3,093**	**+113**

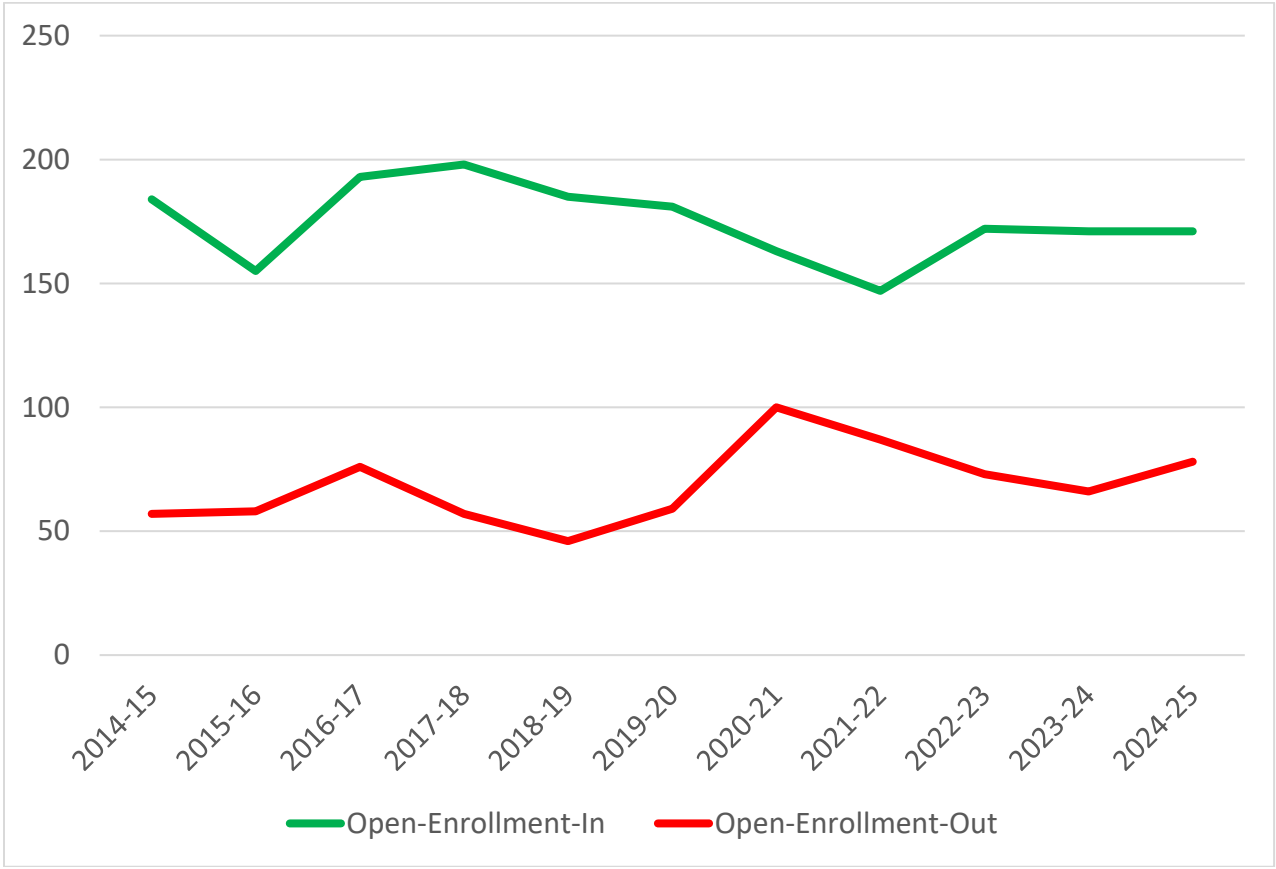
Source: CSD

D. OPEN ENROLLMENT TRENDS AND IMPLICATIONS

The CSD has consistently gained more non-resident students from other public school districts than it has lost through open enrollment. As shown in Figure 4, the number of non-resident students open-enrolling-in has remained relatively constant—generally between 150 to 170 students. The number of resident students open-enrolling-out has also remained relatively stable, except for the 2020-21 academic year, in which 100 resident students open-enrolled-out. The 2020-21 academic year was the first of the Covid-19 pandemic, during which many school districts had unusual shifts in open enrollment. The CSD fluctuated between in-person, virtual, and hybrid learning during that academic year.

In its enrollment projections later in this Report, the consultant assumed that the rate of CSD resident students open-enrolling-out would remain constant at 2024-25 levels. The consultant also assumed that the number of CSD non-resident students open-enrolling-in would decrease each year, per guidance the consultant received from the CSD, as grade 12 students graduate and the CSD does not accept any additional non-resident students open-enrolling-in beginning in the 2025-26 academic year.

Figure 4: CSD 4K-12 Open Enrollment Trends, 2013-14 through 2023-24



Source: CSD

III. DEMOGRAPHIC TRENDS AND EXPECTATIONS

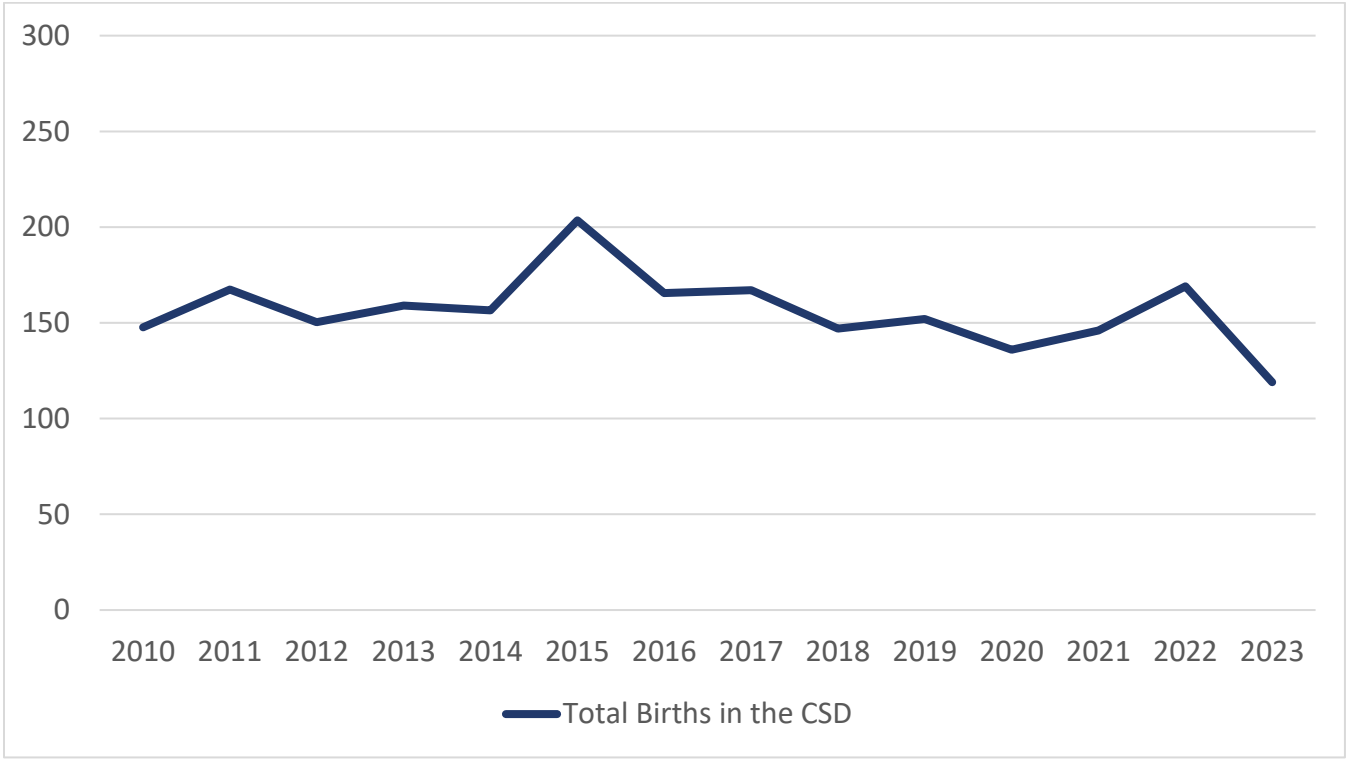
A. BIRTHS AND CHILD POPULATION TRENDS

The number of children born within a school district affects future enrollment in that district's schools. Births in the Cedarburg School District (CSD) decreased over the past decade plus, decreasing from 148 births in 2010 to 119 births in 2023, a decrease of 29 births or 19 percent. Most of that decrease occurred in the past few years, with more than half occurring since 2020. This could spell future enrollment decreases, unless there is significant development of new housing in the CSD, and/or significant in-migration of families moving to the CSD from elsewhere, whose children were not born in the CSD.

The consultant believes births will slightly increase in the CSD through the 2020s, due to the large Millennial generation entering their prime reproductive years and accelerating single-family housing development (see Section VI.A). Additionally, the sharp decline in the number of births in 2023 could be an outlier, with births increasing to more typical figures in the mid-2020s. Still, the consultant expects that births will remain lower over the next decade or two than in the 2000s and early-2010s, when large numbers of children were born in the CSD.

The number of children aged 0-4 years in a district is another important influence over future enrollment. Per the 2010 Census, there were 993 children aged 0-4 living in the CSD. The 2020 Census indicated that the 0-4 population in the CSD decreased 4 percent to 957 children aged 0-4. While minor, this correlates with the decrease in births, and could also spell future enrollment decreases, unless significant in-migration to the CSD occurs.

Figure 5: Births in the CSD, 2010-2023



Source: Wisconsin Department of Health Services

B. POPULATION TRENDS BY AGE, RACE, AND ETHNICITY

The average age in the CSD increased from 43.1 years old in 2010 to 45.8 years old in 2020. This follows County, State, and national trends of an aging population. The CSD is slightly older than Ozaukee County and much older than Wisconsin as a whole. From 2010 to 2020, the median age in Ozaukee County increased from 42.4 years old to 44.0 years old and the median age for Wisconsin increased from 38.1 years old to 39.6 years old.

As shown in Figure 6, all of the increase in the CSD population from 2010 to 2020 was in the population aged 65 and older. As of 2020, there are now more residents aged 65 and older than there are school-aged children (aged 5-19). This suggests an aging community, but also suggests possible turnover in the future of homes occupied by people aged 65 and older to newer, younger families as these older residents move on by 2040. Available local housing choices that are attractive to seniors and empty-nesters, such as single-family condominiums, townhomes, and senior housing options may help support the turnover of larger single-family homes from older generations to younger generations. Still, housing is more expensive in the CSD than many other areas in southeastern Wisconsin (see Section IV.E). This may limit the potential and number of young families with children that can afford a home in the CSD, as younger families tend to have lower incomes and less wealth than older, more established families. See Section IV. E for more information about the impacts of housing costs, household turnover, and student generation.

Also shown in Figure 6, the number of persons in the CSD between 25-44 years of age (i.e., those of reproductive age) decreased by 438 people, or 10 percent, from 2010 to 2020. As of 2020, this age group comprises a good portion of the Millennial generation. This decreasing reproductive age population contributed to decreasing numbers of births over the past decade.

Figure 6: CSD Population by Age Group, 2010-2020

Age Group	2010	2020	2010 to 2020 Change
0-4	993	957	-36
5-19 (School Age)	**4,448**	**3,924**	**-524**
20-24	993	1,164	+171
25-44 (Reproductive Age)	**4,249**	**3,811**	**-438**
45-64	6,493	6,126	-367
65+ (Seniors)	**2,681**	**4,167**	**+1,486**
Total	**19,856**	**20,149**	**293**

Source: US Census Bureau

IV. HOUSING AND ECONOMIC TRENDS AND EXPECTATIONS

A. RECENT RESIDENTIAL BUILDING CONSTRUCTION

Trends in residential construction are one indicator of future housing development. Figure 7 lists recent housing starts (based on building permits issued) within the primary municipalities in the Cedarburg School District (CSD). Residential building activity increased over the past few years, with 30 to 50 new housing units permitted between 2014 and 2017 and 100+ new housing units permitted in 2019, 2020, 2022, and 2023. This recent increase is mostly within the City of Cedarburg. In the Town of Cedarburg, new housing development has decreased over the past decade, mostly due to lack of new single-family lots platted.

Figure 7: Housing Starts by CSD Municipality, 2014-2023

MUNICIPALITY	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Total
City of Cedarburg	17	23	37	32	63	300	104	32	271	96	**975**
Town of Cedarburg	12	11	17	15	13	8	10	11	7	5	**109**
Total by Year	**29**	**34**	**54**	**47**	**76**	**308**	**114**	**43**	**278**	**101**	**1,084**

Sources: City and Town

Figure 8 lists housing starts by type within the City of Cedarburg between 2014 and 2023. Overall, new housing development has increased significantly in the City. In the first half of the past decade, the City averaged 34 new housing units permitted each year. Over the second half of the past decade, the City averaged 161 new housing units permitted each year. This is due to increasing development of all types of housing. Single-family housing starts increased over the past decade, due to the development of new subdivisions like Fairway Village, The Glen at Cedar Creek, and Sandhill Trails. Two-family (duplex) housing also increased, with new duplexes built in Fairway Village, Fox Run, and Cedarburg Trail Condominiums. Multiple-family housing development increased in the late-2010s and early-2020s, with development of Cedar Place Apartments (197 units) and Fox Run Apartments (160 units).

Figure 8: City of Cedarburg Housing Starts by Type, 2014-2023

Unit Type	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Total
Single-family	17	23	37	32	47	39	36	24	49	44	**348**
Duplex	0	0	0	0	0	0	20	8	18	52	**98**
Multiple-family	0	0	0	0	16	261	48	0	204	0	**529**
Total	**17**	**23**	**37**	**32**	**63**	**300**	**104**	**32**	**271**	**96**	**975**

Source: City of Cedarburg

B. NEW HOUSING IMPACT ON ENROLLMENT

Understanding the rate of student generation from new housing construction is critical to enrollment projections using the consultant's method. Typically, new single-family homes generate the most students within the first 5 to 10 years of being built, as most new homes are often purchased by families with young school-aged children. The number of students then decreases as the neighborhood ages and the composition of the neighborhood changes from mostly families with young children to a combination of families with children of all ages, childless families, seniors, and empty nesters.

The consultant compared October 2024 student addresses to permit addresses of new single-family homes. The intent was to understand how single-family homes are generating students for the CSD. This analysis suggests an average current student generation ratio of 0.88 CSD 4K-12 students per newer single-family home—or a little less than one new single-family home required for each additional student. In the consultant's experience, this ratio is high and deserved further investigation.

The consultant, with assistance from District staff, also conducted a survey of households that have built or bought new single-family homes in the CSD, based on 2021, 2022, and 2023 new single-family home permit records from the City and Town of Cedarburg. Survey results showed each new single-family home reported generates 0.59 CSD 4K-12 students, with new homes in the City generating 0.56 CSD 4K-12 students and new homes in the Town generating 0.72 CSD 4K-12 students.

The ratio discovered in the survey results (0.59) is lower than the ratio discovered in the consultant's analysis of student addresses and permit addresses of new single-family homes (0.88). More information explaining the differences between the two ratios, and the student generation ratio the consultant used in the enrollment projections, is found in Appendix A, Step 5.

New multiple-family development in the CSD generates an average of 0.05 CSD 4K-12 students-per-newer multiple-family unit. This ratio is based on analysis of three new multiple-family housing developments—Arrabelle Apartments, Fox Run Apartments, and Cedar Place Apartments. These three developments have a combined 426 units, in which 20 4K-12 CSD students live. In the consultant's experience, this 0.05 ratio is typical for new multiple-family housing in suburban communities like Cedarburg. Such housing is typically marketed towards young professionals, empty-nesters, singles, and other childless families.

C. EXISTING HOUSING IMPACT ON ENROLLMENT

Understanding the rate of student generation from *existing* housing is just as important, as most of the housing that will exist in 2040 has already been constructed. There were approximately 8,827 housing units in the CSD in October 2024. The consultant projects 1,847 new housing units between 2024 and 2040. This means that about 83 percent of the housing units projected to be on the ground in 2040 are already built.

Using October 2024 housing unit and student address data, the consultant's analysis suggests a student generation ratio of 0.30 to 0.50 CSD 4K-12 students per each older existing single-family home, depending on proximity to CSD schools and housing age. Therefore, older single-family homes generate students at about 35 to 65 percent of the rate of newer single-family homes (utilizing the 0.88 ratio mentioned in the previous section).

In contrast, existing multiple-family housing units tend to generate *greater* numbers of students than do new multiple-family units, as older units tend to be more affordable and sometimes include more bedrooms per unit. The consultant found existing multiple-family units in the CSD generate students at rate of 0.08 CSD 4K-12 students-per-housing unit.

D. EXISTING HOME SALES AND ENROLLMENT IMPACTS

Understanding where sales of existing homes are occurring can also help a school district understand where future student growth may occur—even if no new housing units are being built. Part of the consultant's methodology for projecting future enrollment in the CSD includes assessing the likelihood, timing, and extent of turnover in existing neighborhoods. This assessment is based on a variety of factors, including an analysis of neighborhood age (30± years old is when major turnover usually starts to occur), recent trends in student generation by neighborhood, and analysis of sales of existing homes.

Map 3 aggregates single-family homes sales from January 2019 to December 2023 for each of the neighborhoods in the CSD. In general, recent existing home sales are clustered in central City of Cedarburg neighborhoods in close proximity to CSD schools. Neighborhoods 21, 27, 30, and 40 in central portions of Cedarburg all had 100 or more single-family home sales over the past five years. Other neighborhoods with notable home sales include neighborhoods 25, 44, and 48, located in the City of Cedarburg, Village of Grafton, and Town of Cedarburg respectively.

A significant portion of housing in these neighborhoods was built in the 1990s and 2000s, and is therefore beginning or approaching a first significant turnover period. The CSD can expect stabilizing, or even increasing, numbers of students from some of these neighborhoods through 2040, with a shift from more high school students today to more elementary school students by the 2030s. In contrast, neighborhoods built in the 2010s and later will likely have decreasing enrollment, as current elementary school-aged students age and more of this housing becomes populated by empty nesters. The consultant does not expect neighborhoods built in the 2010s to turn over in significant numbers until the 2040s, after the consultant's final projection period. The effect of turnover on enrollment is discussed further in Appendices A and B.

CEDARBURG SCHOOL DISTRICT

Map 3
Single Family Home Sales, 2019 – 2023

Legend

- No Data
- 1 - 24
- 25 - 49
- 50 - 89
- 90 - 121
- # Number of Home Sales

- CSD District Boundary
- CSD Neighborhood Boundaries (with #)
- Surface Water
- Ozaukee Interurban Trail
- Highways
- Local Roads

N W E S

0 0.25 0.5 1 Miles

October, 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDR Roffers Consulting

Path: S:\MAD\3600--3699\3688\010\Drawings\GIS\Figures\Map 3 Home Sales 11x17.mxd

E. OTHER HOUSING AND ECONOMIC TRENDS

The City of Cedarburg, CSD, and Ozaukee County make up part of Milwaukee's northern metropolitan area, and contain some of the most educated and wealthiest communities in Wisconsin and in the country (per the U.S. Census Bureau).

Housing in the CSD and Ozaukee County tends to be more expensive than elsewhere in the State. As of 2024, the median home sale price in Ozaukee County was $471,217, which is the second highest in Wisconsin behind Waukesha County. This median home sale price of $471,217 is more than double the median home sale price a decade ago in 2014 of $232,700. Most of the increase in median home sale prices has occurred over the past few years.

In 2024, the median sale price of single-family homes in the City of Cedarburg was $503,778. This is an increase of 56 percent since 2016, when the median sale price was $322,214, and an increase of 30 percent since 2020, when the median sale price was $388,710. The median sale price in the City of Cedarburg is 7 percent higher than in Ozaukee County as a whole. The trend in Ozaukee County is that municipalities in the more suburban southern part of the County, closer to Milwaukee, tend to be more expensive than more rural municipalities further north.

Housing, population, and student enrollment growth in the CSD is driven in large part by local and regional job growth. As of the early-2020s, the City of Cedarburg had over 6,300 jobs, concentrated in manufacturing, health care, social assistance, retail trade, education, and finance and insurance. Major employers in the City of Cedarburg include the CSD, the City of Cedarburg, BMO Harris Bank, Piggly Wiggly, Cedar Springs Health and Rehabilitation, Carlson Tool, Kemps Dairy, and Advanced Technology International. The consultant anticipates continued employment growth in and near the CSD.

The region's extensive transportation network, with access to Highway 60, Highway 181, and Interstate 43, provides easy access from the CSD to nearby jobs in Grafton, Port Washington, Germantown, Menomonee Falls, Wauwatosa, Waukesha, and Milwaukee. Large regional employers include Advocate Aurora Health, Froedtert, Quad, Medical College of Wisconsin, Kohl's, General Electric, Northwestern Mutual, Rockwell Automation, Milwaukee Tool, and Harley-Davidson.

Ozaukee County and Washington County are part of the WOW Workforce Development Area (WDA), which also includes Waukesha County. These three counties make up the WOW counties surrounding Milwaukee County. Employment in the WOW WDA is projected to grow by 10 percent from 2020 to 2030, amounting to 36,500 more jobs. This projected growth outpaces the State, which is projected to grow by 6.3 percent during the same period. In total, local and regional employment—and the CSD's advantageous access to it—is an asset that should support continued appeal for existing and new residents.

V. COMMUNITY AND DEVELOPER PLAN ANALYSIS

A. SECTION OVERVIEW

Local land use planning, growth management, economic development, and infrastructure investments (and limitations) influence future housing and enrollment growth. Other factors influencing future residential and enrollment growth include transportation (highway and road improvements or expansions), natural barriers (e.g., wetlands, rivers), and utility availability.

As part of the projection process, the consultant analyzed local community and residential developer plans in the Cedarburg School District (CSD). These plans provide insight to the growth and development goals and expectations of the municipalities, landowners, and residential developers in the CSD. To best understand how the plans were being executed, the consultant also interviewed and obtained data from local municipal staff and residential real estate professionals.

Broadly speaking, the City of Cedarburg and Village of Grafton have accommodated new housing development of most types and the Town of Cedarburg is receptive to new single-family housing development. Still, many of the easiest and best areas for new housing development have already been developed, with only a few large and easily developable areas remaining in the CSD that have ready access to utilities that allow for urban development and are within an area agreed for City expansion by intergovernmental agreement.

B. CITY OF CEDARBURG PLANS AND EXPECTATIONS

The City of Cedarburg is a city of 12,000 residents in Ozaukee County and serves as the commercial, industrial, and social center for the CSD. The City is located along Cedar Creek, less than three miles west of Interstate 43, with access to Highway 60 and Highway 181. The City is a suburb of Milwaukee, located six miles north of the northernmost City of Milwaukee limits. Per the U.S. Census, over 80 percent of workers that reside in Cedarburg work in other municipalities in the Milwaukee region. The City is a 25 minute drive from Menomonee Falls, 30 minutes from Downtown Milwaukee, 35 minutes from Wauwatosa, 45 minutes from Sheboygan, and 50 minutes from the City of Waukesha. This appeals to individuals seeking a small-town lifestyle in commuting distance to regional employment and commercial centers. Recent residential and industrial development in the City has extended west and north of the City's center, generally along and near Highway 60, Highway 181, Sheboygan Road, and Washington Avenue.

The City is currently in the process of updating its Comprehensive Plan, with a projected plan completion date of August 2025. Broadly, the current Plan's policies plan for and prioritize infill and redevelopment of vacant or underutilized sites located along major transportation corridors while also encouraging new neighborhoods on the edge of the City with a variety of housing types, densities, arrangements, and costs.

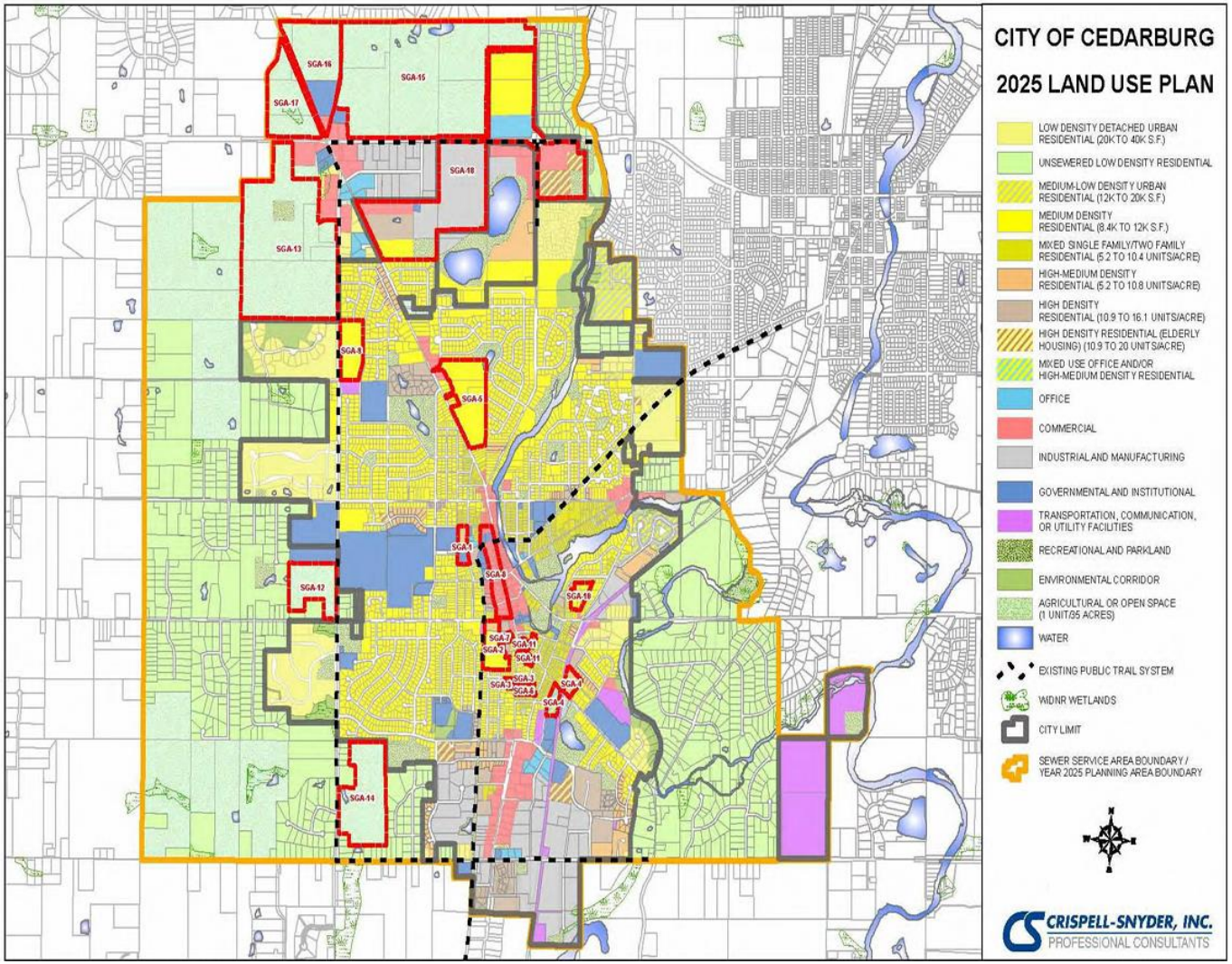
The current and pending Plan's policies include Smart Growth Areas (SGAs), which are infill/redevelopment areas where public infrastructure and transportation facilities already exist. These are shown on the Future Land Use map, which is reproduced as Figure 9 on the following page. In many of these SGAs, medium- to higher-density residential development is planned, with 4 to 20 housing units per acre. Elsewhere on the Future Land Use map, larger-scale opportunities for medium-density residential uses are planned north of Highway 60, west and east of Sheboygan Road, and along Highway 181. These areas are planned to develop with mostly single-family homes, but could develop with other types of housing at moderate densities.

The 2024 Cedarburg Housing Data Report outlined the housing shortage in the Cedarburg area, driven mostly by high demand and limited availability of housing units, which has caused home prices to increase and challenged housing affordability. The Report showed a need for over 1,300 new housing units in the City of Cedarburg by 2040. The data provided in the report is being factored into the City's Comprehensive Plan update, to ensure the City is adequately able to plan for this housing demand and housing unit increase with a limited amount of vacant and developable land remaining.

The consultant spoke with local and regional developers and home builders currently building or planning to build new housing and subdivisions in the City of Cedarburg. These developers are familiar with the Cedarburg market, and emphasized the attractiveness of the Cedarburg market to families, especially families with children, in Ozaukee County and the greater Milwaukee area. Developers are interested in continued development in the City, but realize there is a limited amount of vacant and developable land remaining within and near the City.

In 2021, the City of Cedarburg entered into a 10 year boundary agreement with the Town of Cedarburg, with the ability to extend the agreement an additional 10 years. The agreement designates areas north, west, and southwest of the City for future City-based development. This area provides the City with around 400 acres for potential future development, provided there is landowner interest in selling and/or developing. Outside of the areas designated for City-based development, any future development will occur in the Town per the agreement, and will develop at significantly lower densities.

Figure 9: City of Cedarburg Comprehensive Plan, Future Land Use Map



C. TOWN OF CEDARBURG PLANS AND EXPECTATIONS

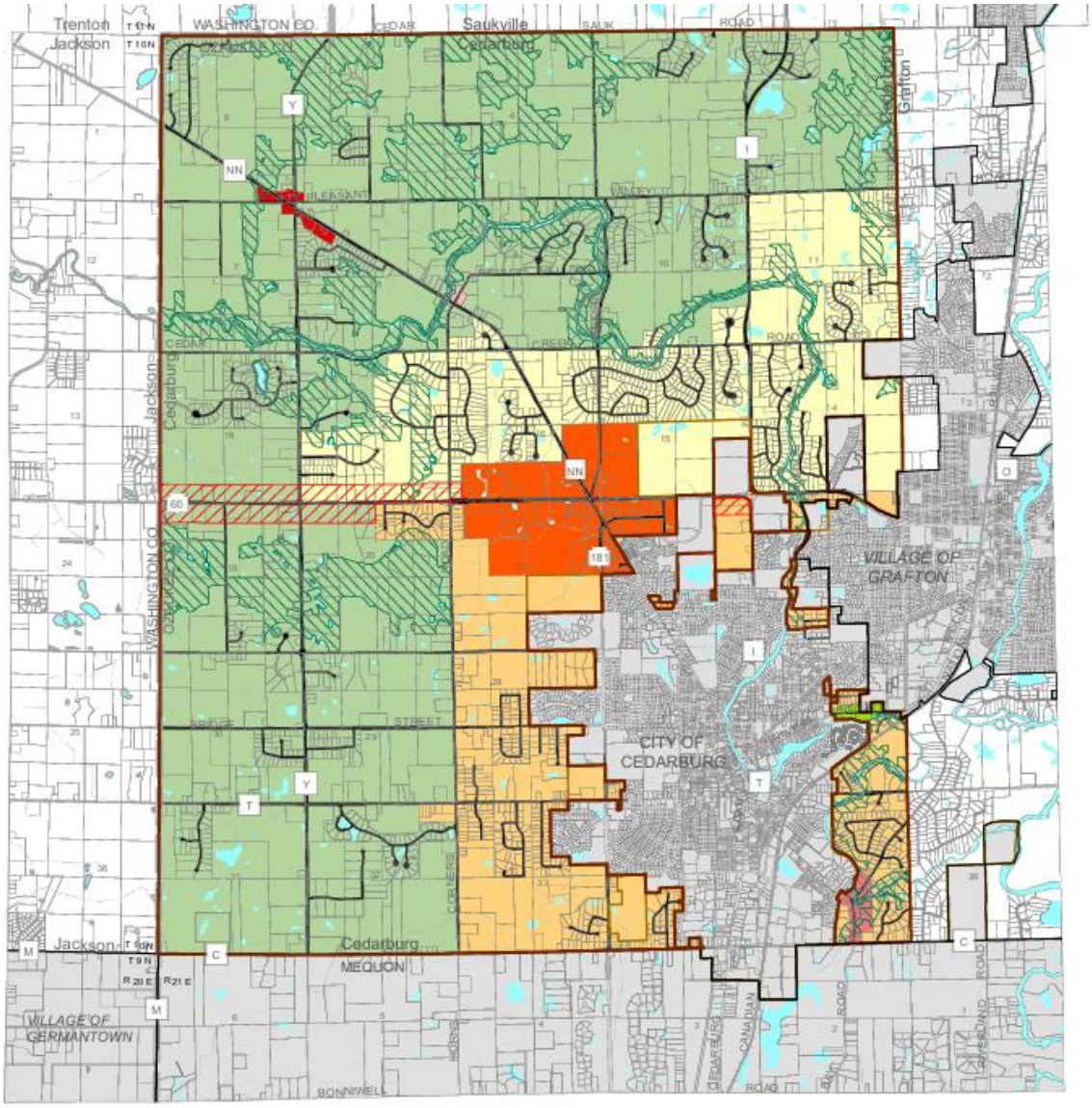
The Town of Cedarburg is located north and west of the City of Cedarburg and has a population of 6,100 residents in 2020. Significant portions of the Town are developed with large-lot single-family homes. Many of these are located along Highway 60, Cedar Creek Road, County Highway NN, County Highway I, Pleasant Valley Road, Horns Corners Road, and Western Avenue. Northern and western edges of the Town are in agricultural and forested uses. Extensive environmental features in these northern and western areas, such as wetlands, floodplains, and hydric soils, limit future development potential.

At the time of writing, the Town was finishing its Comprehensive Plan update, which will extend the Plan through 2050. Through its Planned Land Use Map, reproduced as Figure 10, the Town envisions future residential development north and west of the City of Cedarburg, mostly south of Cedar Creek Road and east of Horns Corners Road. The Town plans for "Residential Neighborhood – North" and "Residential Neighborhood – South" areas north and west of the City, where the minimum lot size will be 1 to 1.5 acres. Lands north of Cedar Creek Road and west of Horns Corners Road are planned for "Residential Neighborhood – Countryside" uses, where the minimum lot size will be 4 acres. Overall, the Town's Plan projects an additional 546 housing units by 2050 (or about 18 new housing units per year). This is a greater annual pace than the 11 new housing units per year the Town experienced over the past decade.

Near the Five Corners area, the Town has over 600 acres planned for future "Business District – Five Corners" development, of which about half is undeveloped. Parts of this area could be developed with mixed uses, including housing above commercial uses, but this type of development will likely be limited by lack of utilities. Single-family home development could also be possible in this area, but only beyond a several hundred foot setback from Highway 60.

Overall, the consultant anticipates single-family housing development to continue in the Town of Cedarburg at a similar pace to that experienced over the past decade, but at a lower pace than what the Town has projected in its Comprehensive Plan, due to community desire to maintain the rural, open, and agricultural character of the Town and a lack of large tracts of land under single ownership that are easily developable. Similar to the City, many of the best and easiest areas for development in the Town have already been developed.

Figure 10: Town of Cedarburg Comprehensive Plan, Planned Land Use Map



D. VILLAGE OF GRAFTON PLANS AND EXPECTATIONS

The Village of Grafton is located northeast of the City of Cedarburg. The majority of the Village is located in the Grafton School District, except for the western edge of the Village in the CSD. This includes the developed Cedar Highlands, Highlands of Grafton, Westview Meadows, Creekside Estates, and Lone Oak subdivisions. This also includes the currently developing Stonewall Farms subdivision and a portion of the planned Hawk's Ridge subdivision, which the consultant projects will develop through the rest of the 2020s and into the 2030s. Outside of these two subdivisions, most of the other land in the Village that is also in the CSD is built out.

E. TOWN OF JACKSON PLANS AND EXPECTATIONS

The Town of Jackson is located in eastern Washington County. Only a small portion of the Town is located in the CSD, with the rest of the Town split between the West Bend School District and Germantown School District. The Town plans several areas for future residential development, but most of them are located outside of the CSD. One area of future residential development in the CSD is located on approximately 80 acres near Western Avenue and Church Road, where the Town plans for single-family residential uses at a density of 1 single-family home per acre. Otherwise, the rest of the Town of Jackson land in the CSD is planned for continued agricultural use. The consultant anticipates minimal new housing and enrollment change from the Town of Jackson.

F. PLANS AND EXPECTATIONS OF OTHER MUNICIPALITIES IN THE CSD

The CSD includes small areas of the City of Mequon and Town of Grafton, but neither are expected to have notable impact on CSD housing or enrollment.

VI. HOUSING AND ENROLLMENT GROWTH EXPECTATIONS

This section synthesizes information from earlier sections to provide housing unit and enrollment growth projections for the Cedarburg School District (CSD) through the year 2040, broken down into four time periods and into 57 different neighborhoods. The consultant's general expectation for housing growth beyond 2040 is also shared. Projection methodology is described in Appendix A. Each neighborhood's projections are detailed in Appendix B (housing) and Appendix C (enrollment).

A. HOUSING UNIT PROJECTIONS

The consultant expects that the CSD will experience significant new housing development through 2040. The consultant projects construction of 1,847 new housing units within the CSD by 2040. This is an average of 115 new units per year, similar to the average of 108 new units per year over the past decade. New housing development in the CSD is projected to be greater through the rest of the 2020s, with around 145 new housing units per year, than in the 2030s. In the 2030s, new housing development is projected to be lower, with around 96 new housing units per year. The consultant's expectation for new housing construction is based on multiple factors, which include:

- Being centered on a City of 12,000 people, the CSD has substantial amenities and infrastructure to support growth.
- There is significant residential development breaking ground in 2024 or 2025, particularly new single-family subdivisions and new multiple-family developments in northern portions of the City.
- The Cedarburg Housing Data Report, which stated a demand for over 1,300 new housing units in the City by 2040.
- Recent investment and interest from regional developers and home builders reflect strong market sentiment for new housing development in Cedarburg.
- Interest rates are expected to decrease over the next few years, as projected by Fannie Mae, Mortgage Bankers Association, and Wells Fargo.
- Cedarburg is an attractive, charming suburb within commuting distance to Milwaukee and other regional employment centers.

- The Cedarburg School District is a "Significantly Exceeds Expectations" school district, per the State Department of Public Instruction.

The consultant's projections do not consider the possibility of a major economic or real estate downturn, such as the "Great Recession" of the late-2000s. If another such event were to occur, new housing development could be placed on hold for a few to several years. This, in turn, would affect the enrollment projections presented later in this section.

The consultant anticipates that just under half (48 percent) of the CSD's new housing units built between 2024 and 2040 will be single-family homes. This percentage is slightly higher than that experienced over the past decade, when 42 percent of all new housing units built were single-family homes. That means that just over half of the CSD's new housing units built by 2040 will be multiple-family housing units, including townhomes, duplexes, apartments, and senior living. This percentage is due to market demand for multiple-family housing, particularly for the local workforce, young families, and senior populations. Still, the projected housing mix has implications for future enrollment, as multiple-family residences almost always generate substantially fewer students-per-unit than single-family homes.

Map 4 indicates projected housing unit growth by neighborhood between 2024 and 2040. Complete housing unit growth projections by neighborhood, including rationale, are included as Appendix B.

The majority of projected housing development is expected to occur in the City of Cedarburg, where the consultant projects just over 1,300 new housing units through 2040, or an average of about 82 new units per year. This is slightly lower than the average over the past decade, when 89 new housing units were built each year. The decrease is due to two main factors. The first is a decrease in the percentage of new housing projected to come in the form of multiple-family housing, which is often built more quickly and in greater numbers than single-family homes. The second is due to the increasing scarcity of easily developable land in the City of Cedarburg. While there remains several hundred acres of land available for development in the City, the consultant projects much of this developing over the next 10 years, resulting in only a few remaining areas for City-based housing development by the late-2030s.

The most significant projected housing growth is in northeastern areas of the City, along Highway 60 and Sheboygan Road, in neighborhoods 19, 20, and 49. Neighborhoods 19 and 20 are projected to have significant multiple-family housing development while neighborhood 49 is projected to have significant single-family housing development. In fact, almost 75 percent of all new housing projected to be built in the City by 2040 will occur in these three neighborhoods. Other notable areas of development in

the City include neighborhoods 30, 32, and 35, where new multiple-family housing redevelopment is projected on vacant and former industrial sites.

The consultant projects that 38 percent (505 units) of all projected new housing in the City of Cedarburg between 2024 and 2040 will be single-family homes. This is a similar percentage as the past decade, when 36 percent of all new housing built in the City was a single-family home.

The consultant projects 318 additional housing units in the Village of Grafton, with much of this housing being developed over the next few years in the Stonewall Farms and Hawk's Ridge developments. About half of all new housing projected in the Village will be a single-family home, while the other half will be multiple-family units, almost entirely in new duplex and quadplex (4-unit) buildings. Small amounts of additional housing development are expected in the Village of Grafton outside of Stonewall Farms and Hawk's Ridge. However, by 2040, much of the Village-based land in the CSD will be built out.

In the Town of Cedarburg, the consultant projects 173 new housing units, for an average of 11 new housing units per year, similar to the average experienced over the past decade. All of these Town-based housing units are projected to be single-family homes.

The consultant projects 40 additional housing units through 2040 in the Town of Jackson and City of Mequon. All of which are projected to be single-family homes.

As shown in Figure 11, about 50 percent of all new housing units are projected to be built in the current Thorson Elementary School attendance area, about 40 percent are projected to be built in the current Parkview Elementary School attendance area, and only 10 percent are projected to be built in the current Westlawn Elementary School attendance area. Almost 80 percent of all new single-family homes are projected to be built in the current Thorson Elementary School Attendance area, with significantly lower amounts of new single-family housing development projected in the current Parkview and Westlawn Elementary School attendance areas.

Figure 11: Housing Unit Projections by Current Elementary School Attendance Area

2024-25 Elementary School Attendance Area	Estimated/Projected Housing Units within 2024-25 Attendance Area					Projected Total Housing Unit Increase 2024 – 2040	Projected Single-Family Home Increase 2024 - 2040
	Oct. 2024	2027	2030	2035	2040		
Parkview	3,292	3,473	3,689	3,840	4,010	**+718**	**+163**
Thorson	3,004	3,190	3,413	3,692	3,922	**+918**	**+687**
Westlawn	2,531	2,600	2,601	2,662	2,742	**+211**	**+29**
TOTAL	**8,827**	**9,263**	**9,703**	**10,194**	**10,674**	**+1,847**	**+879**

Areas projected for housing development beyond 2040 are marked with "house" and "apartment" symbols on Map 4. Additional projected post-2040 growth areas in and around the City of Cedarburg are areas that are planned by the City for future housing development, logically situated for potential utility extensions, planned to develop in the City per the recent City and Town boundary agreement, and contain significant acreage of vacant and developable land. This includes neighborhoods 16 and 28 on Map 4. After vacant land in those two neighborhoods develop, the City will essentially be built out, at least under the current City and Town boundary agreement.

The consultant also anticipates Town-based single-family development occurring in northeastern neighborhoods of the Town (neighborhoods 48, 55, and 57), but the magnitude and density of Town-based single-family housing development will be lower than that in the City.

CEDARBURG SCHOOL DISTRICT

Map 4
Projected Housing Unit Growth, 2024-2040

Legend

- 0 - 19 New Housing Units
- 20 - 49 New Housing Units
- 50 - 99 New Housing Units
- 100 - 454 New Housing Units

Projected Housing Growth Area, 2040+

- Single Family Houses
- Multiple Family Units

- CSD District Boundary
- CSD Neighborhood Boundaries (with #)

- Surface Water
- Ozaukee Interurban Trail
- Highways
- Local Roads

N W E S

0 0.25 0.5 1 Miles

December, 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDR Offers Consulting

Path: S:\MAD\3600--3699\3688\010\Drawings\GIS\Figures\Map 4 Housing Growth 11x17.mxd

B. PROJECTED STUDENT-PER-HOUSING UNIT RATIOS

The consultant projected CSD resident student enrollment within each of the 57 neighborhoods by multiplying projected housing units by projected student-per-housing unit ratios in the 4K, 5K-5, 6-8, and 9-12 grade groups. Complete 4K-12 enrollment projections by neighborhood and grade group are included as Appendix C. Projected student-per-housing unit ratios are a lynchpin for enrollment projections under the consultant's methodology. The following student-per-housing unit ratios and characteristics contributed to the consultant's calculation of student enrollment change in the CSD:

- Newer single-family homes in the CSD generate an average of 0.76 CSD 4K-12 students-per-housing unit. The ratio varies depending on the type of home built (e.g., starter versus move-up) but not necessarily by location, with new single-family homes in the City, Town, and Village generating similar numbers of students. Student-per-housing unit ratios are typically highest in the first 5 to 10 years after a home is first built, and then slowly decline as the home (and family) gets older.
- Larger quantities of housing built in Cedarburg during the 1990s and 2000s has begun and will continue to turn over to new households in large numbers through the 2020s and 2030s. The CSD may see increasing enrollment from these homes, particularly at the elementary school level, as these homes turn over. Expected interest rate decreases should fuel this transition.
- Rural areas plus City neighborhoods with housing that is 50+ years old typically have lower student-per-housing unit ratios, likely based on distance from schools and other kid-friendly amenities and the lower suitability of older housing for modern family living (e.g., fewer bedrooms, bathrooms, garage space; more upgrades required).
- New market-rate multiple-family units in the CSD have generated an average of 0.05 students-per-housing unit. Older market-rate multiple-family housing in the CSD generates students at rate of about 0.08 students-per-unit, due to its relative affordability and often-higher bedroom counts.

C. STUDENT ENROLLMENT PROJECTIONS VERSUS SCHOOL CAPACITY

The consultant's projections are shown in Figure 12 and Figure 13 for each school and grade group in the CSD, assuming no changes in grade groupings or elementary attendance areas. The consultant's projections in Figure 12 and Figure 13 suggest where and when current school capacities may be exceeded under these assumptions. Figure 12 shows the consultant's enrollment projections for resident students only, while Figure 13 includes open-enrollment-in of non-resident students, based on the following assumptions:

- No shifts in current school configurations, school sizes or quantities, grade groups, or 4K delivery model.
- All elementary school students would attend their current "home" elementary school based on their home address, per current District policy and with no changes in attendance areas.
- A constant rate of resident students choosing home schooling, open-enrolling-out to other public school districts, and attending private schools as current as during the 2024-25 academic year.
- For Figure 13, the consultant assumed that students open-enrolling-in to the CSD would remain as students in the CSD until graduation, and also assumed that the CSD would not accept any new open-enrollment-in students starting in the 2025-26 academic year, per guidance from the CSD. Therefore, the number of non-resident students open-enrolling-in to the CSD would decrease with each passing academic year, as existing open-enrollment-in students graduate and no additional open-enrollment students are added.

As shown in Figure 12, between October 2024 and 2040, the consultant projects an increase of 177 4K-12 resident students enrolled in CSD schools. The consultant projects grade 4K-5 resident enrollment to increase by 91 students, grade 6-8 resident enrollment to increase by 26 students, and grade 9-12 resident enrollment to increase by 60 students.

At the elementary school level, the consultant projects resident enrollment at Westlawn Elementary School to decrease by 27 grade 4K-5 students by 2040. This is mostly because the current Westlawn Elementary School attendance area is built-out, meaning there is limited opportunity for new students generated from new housing there. As shown in Figure 11, only 211 new housing units are projected in the current Westlawn Elementary School attendance area through 2040, of which only 29 (13 percent) are projected to be new single-family homes. That means that the vast majority of new housing projected in the current Westlawn attendance area will be multiple-family housing, which generates students at significantly lower rates than new-single-family homes. That, combined with an overall projection of fewer students per existing housing unit from built-out neighborhoods, is projected to result in steadily decreasing resident enrollment at Westlawn Elementary School.

The consultant also projects resident enrollment to decrease at Parkview Elementary School, with enrollment projected to decrease by 53 students through 2040. The reasons for the projected decrease at Parkview are somewhat different than the reasons for the decrease at Westlawn. Significant portions of the current Parkview Elementary School attendance area have single-family housing that was developed in the 2010s and early-2020s (neighborhoods 9, 12, 18, 20), which currently have very high elementary school (grade 4K-5) student per-housing-unit ratios. The consultant projects fewer elementary students from these neighborhoods through the late-2020s and 2030s, as these elementary school-aged students age into middle school and high school. These factors should decrease elementary school enrollment at Parkview Elementary School. Additionally, while the consultant projects 718 new housing units in the current Parkview Elementary School attendance area (see Figure 11), only

163 are projected to be new single-family homes (23 percent). While the projected housing development in the current Parkview attendance area is greater than the amount of new housing projected in Westlawn's current attendance area, this new housing is projected to not generate enough new elementary school students to offset the loss from aging students in single-family home neighborhoods developed in the 2010s and early-2020s (neighborhoods 9, 12, 18, 20). This is mostly because 77 percent of all new housing projected to be developed in Parkview's current attendance area through 2040 is expected to be multiple-family housing units, which generates students at much lower rates than new single-family homes.

At Thorson Elementary School, the consultant projects grade 4K-5 resident enrollment to increase substantially, by 170 additional students by 2040, with no assumed attendance area shifts. This is mostly due to significant new housing development, specifically of new single-family homes, projected to occur in Thorson Elementary School's current attendance area (again, see Figure 11). The consultant projects over 900 new housing units in Thorson's current attendance area through 2040, of which almost 700 are projected to be new single-family homes. This means that almost 80 percent of all projected new single-family homes in the CSD will be built in the current Thorson Elementary School attendance area, concentrated in neighborhoods 45 and 49, both of which combined are projected to have almost 550 new single-family homes by 2040. Since single-family homes generate students at significantly higher rates than new multiple-family housing units, the concentration of most new single-family homes in Thorson's current attendance area is projected to result in a substantial enrollment increase at Thorson.

Using the assumptions listed above, the consultant projects that 4K-5 resident enrollment at the CSD's three elementary schools will remain below the combined maximum capacity of the three elementary school buildings through 2040, with significant excess capacity at both Westlawn Elementary School and Parkview Elementary School. The consultant's projections show projected resident enrollment at Thorson Elementary School exceeding its maximum building capacity by the late-2030s. The CSD could consider attendance area shifts to better balance projected enrollment among its three elementary schools. The most straightforward would be shifting neighborhood 49 from the Thorson to the Parkview attendance area, ideally before students begin to emerge from the large Covered Bridge development. Shifting this one neighborhood would result in projected resident enrollment below maximum building capacities at all three elementary schools through 2040. Other minor attendance area shifts near the Cedar Creek southeast of downtown Cedarburg may also help if the CSD is interested in greater enrollment balance among its elementary schools.

The consultant projects Webster Middle School (grade 6-8) resident enrollment will increase by 26 students between October 2024 and 2040—totaling 671 grade 6-8 students by 2040. Middle school enrollment is projected to decrease through 2030, due to current larger middle school class sizes and smaller elementary class sizes that will enter middle school over the next several years. Middle school enrollment is projected to increase from 2030 to 2040, resulting from expected increases in births in the

late-2020s, increasing elementary enrollment, and increasing housing development in the 2020s. Overall, resident grade 6-8 enrollment is projected to remain below the maximum building capacity of Webster Middle School through 2040.

The consultant projects Cedarburg High School (grade 9-12) resident enrollment will increase by 60 students by 2040. Most of the projected increase will occur through 2030, due to large current middle school class sizes, which will enter high school over the next few years. After 2030, resident enrollment at Cedarburg High School is projected to remain stable through 2040. Resident grade 9-12 enrollment is expected to remain below the maximum capacity of the Cedarburg High School building through 2040.

Figure 13 shows total enrollment projections at the CSD's three elementary schools, middle school, and high school, including open-enrollment-in students and resident students. The enrollment figures shown in Figure 13 assume the CSD does not accept any new open-enrollment-in students, and that current open-enrollment-in students would remain in the CSD until they graduate, per guidance the consultant received from the CSD. Overall, the consultant's projections in Figure 13 show stable enrollment through 2040, as the projected 177-resident enrollment increase (shown in Figure 12) is essentially erased with the graduation, and subsequent reduction (without replacement), of the 171 non-resident students currently open-enrolling-in to the CSD.

Figure 12: CSD Projected Resident Enrollment Compared to Current Building Capacities

School	Resident Student Enrollment October 2024 [1]	Resident Student Enrollment Projections [2]				Projected Enrollment Change, 2024-2040	Maximum Building Capacity [3]
		Sept. 2027	Sept. 2030	Sept. 2035	Sept. 2040		
Parkview Elementary (4K-5)	485	468	455	450	432	-53	640
Thorson Elementary (4K-5)	494	515	560	608	664	+170	640
Westlawn Elementary (4K-5)	271	266	265	258	244	-27	345
Grades 4K-5 Total	**1,250**	**1,248**	**1,280**	**1,316**	**1,341**	**+91**	**1,625**
Webster Middle (6-8)	**645**	**628**	**625**	**660**	**671**	**+26**	**860**
Cedarburg High (9-12)	**986**	**1,022**	**1,030**	**1,026**	**1,046**	**+60**	**1,260**
Grades 4K-12 Total	**2,881**	**2,898**	**2,935**	**3,002**	**3,058**	**+177**	**3,745**

Notes and Sources:

[1] From an export of grade 4K-12 Cedarburg School District (CSD) students as of October 2024. Totals do not include non-resident students open-enrolling-in to the CSD. Totals include 4K students, all of which are housed in the three CSD elementary schools.

[2] Projections include grade 4K-12 resident students only. Yellow cells = projected enrollment above maximum building capacity.

[3] Maximum building capacities provided by CSD.

Figure 13: CSD Projected Total Enrollment Compared to Current Building Capacities

School	Total Student Enrollment October 2024 [1]	Total Student Enrollment Projections [2]				Projected Enrollment Change, 2024-2040	Maximum Building Capacity [3]
		Sept. 2027	Sept. 2030	Sept. 2035	Sept. 2040		
Parkview Elementary (4K-5)	506	480	461	450	432	-74	640
Thorson Elementary (4K-5)	518	521	562	608	664	+146	640
Westlawn Elementary (4K-5)	290	274	267	258	244	-46	345
Grades 4K-5 Total	**1,314**	**1,274**	**1,290**	**1,316**	**1,341**	**+27**	**1,625**
Webster Middle (6-8)	**682**	**666**	**641**	**660**	**671**	**-11**	**860**
Cedarburg High (9-12)	**1,056**	**1,080**	**1,075**	**1,045**	**1,046**	**-10**	**1,260**
Grades 4K-12 Total	**3,052**	**3,020**	**3,006**	**3,021**	**3,058**	**+6**	**3,745**

Notes and Sources:

[1] From an export of grade 4K-12 Cedarburg School District (CSD) students as of October 2024. Totals include CSD resident students and non-resident students open-enrolling-in to the CSD.

[2] Projections include grade 4K-12 resident students plus non-resident students open-enrolling-in to CSD schools, assuming that students open-enrolling-in to the CSD remain as students in the CSD until graduation, and also assuming that the CSD does not accept any new open-enrollment-in students starting in the 2025-26 academic year, per guidance the consultant received from the CSD. Yellow cells = projected enrollment above maximum building capacity.

[3] Maximum building capacities provided by CSD.

D. STUDENT ENROLLMENT PROJECTIONS BY NEIGHBORHOOD

Map 8 indicates the consultant's projected grade 4K-12 CSD resident student enrollment change (between October 2024 and 2040) within each of the 57 neighborhoods. For Map 8, the consultant categorized and color-coded neighborhoods as being in one of four groups, described as follows:

- **Decrease.** Projected 2024 to 2040 school enrollment *decrease* of 36 to 11 resident students. This includes several older City of Cedarburg neighborhoods, many of which are located near Cedar Creek and were developed before the 1980s. Other neighborhoods projected to have enrollment decreases were developed in the late-2000s and 2010s, where older students are expected to age out of the school system and existing housing is expected to be increasingly occupied by empty nesters. This includes neighborhoods 9 and 12 on the west side of the City of Cedarburg, neighborhood 7 in the Town of Cedarburg, and neighborhood 44 in the Village of Grafton. Many of these neighborhoods will continue to have significant total numbers of students.
- **Minor Change.** Projected school enrollment *decrease* of 10 resident students to an *increase* of 10 resident students. Most neighborhoods on Map 8 fall within this group, particularly in rural areas and in City-based neighborhoods with established housing that has already experienced its first major significant turnover (i.e., housing built more than 30 years ago).
- **Modest Increase.** *Increase* of between 10 and 49 resident students. This group includes neighborhood 30, which is projected to have modest amounts of new single-family and new multiple-family housing development, and neighborhood 18, which had significant amounts of recent (since 2020) single-family housing development, which will result in increasing enrollment as current large number of infants, toddlers, and elementary school-aged children age into high school by 2040.
- **Significant Increase.** *Increase* of between 50 and 295 resident students. In neighborhoods 45 and 49, significant housing development is anticipated, particularly of new single-family homes. In fact, about 62 percent of all new single-family homes projected in the CSD through 2040 are projected to occur in these two neighborhoods alone.

Maps 5, 6, and 7 indicate resident enrollment change by neighborhood for the 4K-5, 6-8, and 9-12 grade groups, respectively. They largely reflect trends on the 4K-12 projections Map 8. However, there are subtle differences that reflect variations in housing and student ages, and to reflect the bubble of larger, current middle school class sizes.

E. COMPARISON TO 2019 PROJECTIONS

The consultant last projected student enrollment for the CSD in 2019. The consultant's 2019 projections extended through the year 2035. The consultant's updated 2024 projections in this Report extend through the year 2040. Figure 14, shown below, compares the consultant's 2024 resident enrolment projections to its 2019 projections for the year 2035.

Figure 14: Enrollment Projection Comparison – MDRoffers 2024 vs. MDRoffers 2019

Grade Grouping	MDRoffers 2035 Resident Enrollment Projections Completed in 2019	MDRoffers 2035 Resident Enrollment Projections Completed in 2024
Grades 4K-5	1,611	1,316
Grades 6-8	751	660
Grades 9-12	1,104	1,026
4K-12 Total	**3,465**	**3,002**

The updated 2024 projections suggest about 450 fewer 4K-12 resident students in 2035 than projected in 2019, with most of this difference at the grade 4K-5 level. While there is little change in the consultant's housing unit projections, the lower projected resident enrollment is due to a few factors related to changing demographics and a shifting housing market.

The primary factor is the recently decreasing number of births, even as the number of housing units has increased. This has translated into recent and projected lower resident student generation from households/housing in the CSD. In 2019, the consultant had births data in the CSD from the mid-2000s to 2017, which showed increasing numbers of births in the CSD (see

Figure 5). In 2019, the consultant assumed that births would continue their steady increase through the early- to mid-2020s. In fact, since 2019, the number of births in the CSD actually decreased, even while over 500 new housing units were built (including over 150 new single-family homes). Overall, almost 200 fewer births occurred in the CSD since 2019 than what the consultant anticipated would occur. This explains about one-half of the difference between the 2019 and 2024 resident enrollment projections for the year 2035.

The second factor for the lower resident enrollment projections is more multiple-family housing development than projected in 2019. In the 2019 projections, the consultant projected that 54 percent of new housing developed would be single-family homes. However, between 2019 and 2024, only 35 percent of new housing units developed in the CSD came in the form of a new single-family home. That means about 65 percent of new housing built in the CSD since 2019 has been multiple-family housing units, which generate significantly fewer students-per-housing unit than new single-family homes. This shift occurred due to greater market demand for multiple-family housing (driven by household preferences and/or decreasing affordability) and City acceptance of greater variety in housing types.

A third factor for lower resident enrollment projections, particularly in the grade 4K-5 group, is that a portion of recent single-family housing development has been marketed towards and purchased by seniors. In 2019, the consultant projected single-family housing development in neighborhoods 19 and 20 to occur in the early-2020s, and projected several dozen new elementary school-aged students from these new single-family home developments. As of 2024, the single-family housing developments were built (neighborhood 20), or are projected to be built over the next few years (neighborhood 19), but they are generally marketed towards seniors and therefore produce few students. For example, in 2019, the Glen at Cedar Creek (neighborhood 20) was projected to have 26 grade 4K-5 students in 2025. In fact, only 2 grade 4K-5 students lived in this development as of October 2024. The updated 2024 projections indicate that additional single-family housing development in neighborhoods 19 and 20 is expected to generate students at much lower rates compared to the consultant's 2019 projections. In total, in the 2019 projections, the consultant projected 55 grade 4K-5 students in neighborhoods 19 and 20 in 2035. Now, in 2024, the consultant projects 14 grade 4K-5 students in neighborhoods 19 and 20 in 2035.

The lingering effects of the pandemic, economic uncertainty, rising housing costs, rising interest rates, and environmental concerns will likely affect interest among some in having children, or more children. In total, the consultant now anticipates fewer school-aged children per household in the future than it did in 2019.

CEDARBURG SCHOOL DISTRICT

Map 5
Projected Grade 4K-5 (Elementary) Student Enrollment Change by Neighborhood, 2024-2040

Legend

- Decrease (-21 to -6)
- Minor Change (-5 to +5)
- Modest Increase (+6 to +29)
- Significant Increase (+30 to +140)
- # Projected Enrollment Change by Neighborhood

- CSD District Boundary
- CSD Neighborhood Boundaries (with #)
- Surface Water
- Ozaukee Interurban Trail
- Highways
- Local Roads

N W E S

0 0.25 0.5 1 Miles

December 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDR MDRoffers Consulting

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CEDARBURG SCHOOL DISTRICT

Map 6
Projected Grade 6-8 (Middle) Student Enrollment Change by Neighborhood, 2024-2040

Legend

- Decrease (-10 to -4)
- Minor Change (-3 to +3)
- Modest Increase (+4 to +19)
- Significant Increase (+20 to +67)
- # Projected Enrollment Change by Neighborhood

- CSD District Boundary
- CSD Neighborhood Boundaries (with #)
- Surface Water
- Ozaukee Interurban Trail
- Highways
- Local Roads

N W E S

0 0.25 0.5 1 Miles

December 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDR MDRoffers Consulting

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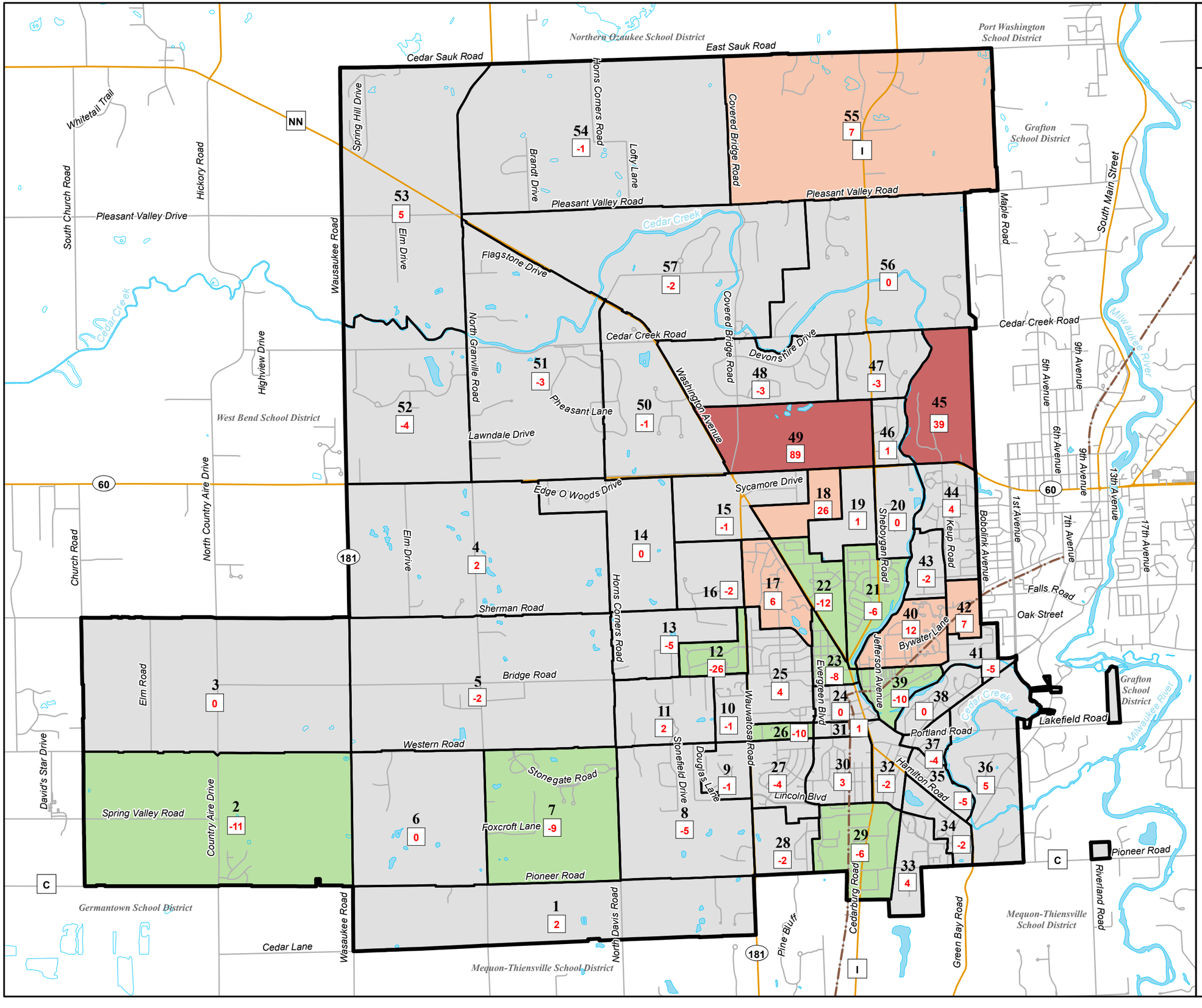
CEDARBURG SCHOOL DISTRICT

Map 7
Projected Grade 9-12 (High) Student Enrollment Change by Neighborhood, 2024-2040



Legend

- Decrease (-26 to -6)
- Minor Change (-5 to +5)
- Modest Increase (+6 to +29)
- Significant Increase (+30 to +89)
- # Projected Enrollment Change by Neighborhood
- CSD District Boundary
- CSD Neighborhood Boundaries (with #)
- Surface Water
- Ozaukee Interurban Trail
- Highways
- Local Roads

N W E S

0 0.25 0.5 1 Miles

December 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDR MDRoffers Consulting

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CEDARBURG SCHOOL DISTRICT

Map 8
Projected Grade 4K-12 Student Enrollment Change by Neighborhood, 2024-2040

Legend

- Decrease (-36 to -11)
- Minor Change (-10 to +10)
- Modest Increase (+11 to +49)
- Significant Increase (+50 to +295)
- # Projected Enrollment Change by Neighborhood

- CSD District Boundary
- CSD Neighborhood Boundaries (with #)
- Surface Water
- Ozaukee Interurban Trail
- Highways
- Local Roads

N W E S

0 0.25 0.5 1 Miles

December 2024
Source: Ozaukee County Land Information Office, Washington County LIO, City of Cedarburg, WI DNR, WI DOA, WI DPI

MDRoffers Consulting

Path: S:\MAD\3600--3699\3688\010\Drawings\GIS\Figures\Map 8 Enrollment Change 4K-12 11x17.mxd

APPENDIX A: PROJECTION METHODOLOGY

Appendix A describes the consultant's housing and enrollment projection methodology, which led to the projections in the body of this Community Growth & Projections Report and in Appendices B and C. The methodology is based upon a professional analysis of local and regional plans, the plans and subdivisions of private housing developers, and emerging housing growth and market conditions. The methodology also considers the dynamics within older, emerging, and future neighborhoods within the Cedarburg School District (CSD). Different neighborhoods generate students at different rates and at different times in their evolution. The methodology relies on computations of expected ratios of students-per-housing unit in each neighborhood and how the ratios may change over time. The methodology is described in the "steps" that make up the remainder of this Appendix A.

STEP 1 – DIVIDE DISTRICT INTO NEIGHBORHOODS

The consultant divided the CSD into 57 different neighborhoods (see Map 2). These neighborhoods are the basis for data collection and analysis, and for housing and enrollment projections. This approach enables understanding of not only *how many* students the CSD may be educating, but also *where* future students may live. This approach also has several future applications, which include identifying which schools may become the most crowded, which schools have the greatest excess capacity, and how attendance areas could be shifted in the CSD. Neighborhood delineations were based on several factors, including commonly understood neighborhoods or "subdivisions," major roads, Cedar Creek, other physical barriers, municipal limits, and planned municipal growth areas.

STEP 2 – ALLOCATE 2024 HOUSING UNITS AND ENROLLMENT BY NEIGHBORHOOD

The consultant estimated the number of housing units in October 2024 for each of the 57 neighborhoods. The consultant began with 2020 U.S. Census housing unit counts by Census designated blocks, assigning them to the appropriate neighborhoods. Next, the consultant updated neighborhood-by-neighborhood housing unit totals to 2024 based on building permit data and aerial photo and Ozaukee County map interpretation. The CSD provided October 2024 student enrollment data. The consultant used geographic analysis software to place each CSD resident 4K-12 student within one of the 57 neighborhoods. Using the above data, the consultant estimated October 2024 student-per-housing unit ratios for each neighborhood within each of the CSD's current school grade groupings: 4K, 5K-5, 6-8, and 9-12.

STEP 3 – ANALYZE COMMUNITY AND DEVELOPER PLANS FOR EACH NEIGHBORHOOD

The consultant reviewed and analyzed local government comprehensive, land use, neighborhood development, and utility system plans; intergovernmental agreements and relationships; and private developer plats and plans as they affected each of the 57 neighborhoods. Already-platted yet unbuilt lots in each neighborhood were identified, which signaled the potential for new housing in the near future. Preliminary and conceptual plans and possibilities were also assessed for longer-term projections. Interviews, data sharing, and past experience contributed to the consultant's understanding of housing market dynamics and future development patterns in the CSD. See Section V and Appendix B of this Report for details.

STEP 4 – COMPLETE HOUSING UNIT PROJECTIONS BY NEIGHBORHOOD

The consultant projected the number of additional housing units within each of the 57 different neighborhoods for four periods: 2024-2027, 2028-2030, 2031-2035, and 2036-2040. These were added to October 2024 housing unit estimates to arrive at total projected 2027, 2030, 2035, and 2040 housing units by neighborhood. These preliminary projections tracked projected development of new major neighborhoods in the area and accounted for single-family, multiple-family, and other residential developments. The Appendix B table includes a column with factors expected to influence new housing unit growth in each neighborhood.

STEP 5 – ANALYZE FACTORS TO DETERMINE CSD STUDENT-PER-HOUSING UNIT RATIOS

As part of this Report, the consultant compared October 2024 student addresses to permit addresses of new single-family homes. This analysis suggests an average current student generation ratio of 0.88 CSD 4K-12 students per newer single-family home—or a little less than one new single-family home required for each additional student. In the consultant's experience, this ratio is high, and warranted further investigation.

Therefore, the consultant and CSD conducted a survey of households that bought new single-family homes in the CSD, based on 2021, 2022, and 2023 new single-family home permit records from CSD municipalities. The intent of the survey was to better understand how new single-family homes are generating students in the CSD and reinforce or contradict the aforementioned analysis.

Survey results suggested an average of 0.59 CSD 4K-12 student for every newly built single-family home in the CSD, with an additional ratio of 0.45 children aged 0-4 from every newly built single-family home. These ratios differed by municipality, with survey results showing new single-family homes in the Town generating more CSD grade 4K-12 students (0.72 CSD 4K-12 students per new home) and new single-family homes in the City generating fewer CSD grade 4K-12 students (0.56 CSD 4K-12 students per new home).

The consultant utilized a ratio of 0.76 in its projections for resident students generated from new single-family homes in the CSD. This ratio is in between the ratio indicated by the new homeowner survey (0.59) and the ratio determined by the consultant's student address analysis (0.88). The consultant chose a ratio close to the ratio discovered by the consultant's student address analysis, as this ratio was based on actual students and homes in new neighborhoods. Still, the 0.76 ratio is high in the consultant's experience.

Additionally, 65 percent of survey respondents moved from outside of the CSD. Compared to results of similar surveys completed elsewhere, this suggests that there is significant in-migration of families moving into the CSD from outside of the CSD. About 18 percent of survey respondents moved to the CSD from Milwaukee County; another 18 percent moved from elsewhere in Wisconsin, outside of the Milwaukee area; 14 percent moved from elsewhere in Ozaukee County, but not in the CSD; and another 14 percent moved from outside of Wisconsin.

About 32 percent of survey respondents were aged 30-39 and an additional 2 percent were aged 19-29. That means that just over one-third of new single-family homes have at least one adult aged 19-39—in other words, families with adults in reproductive ages. In the consultant's experience, this is fairly low. In fact, 47 percent of survey respondents were aged 50 or older, suggesting that many new single-family homes are being sold to older residents that are outside of reproductive age. Not surprisingly, only 12 percent of survey respondents stated they had plans to continue growing their family. This is likely due to the fact that the CSD has higher housing costs than many other areas in the greater Milwaukee area, and therefore, older, established families are more likely to have greater incomes and wealth required to purchase homes in the CSD than younger homeowners with lower incomes and wealth.

A significant portion of recently built and projected new housing in the CSD has been and is expected to take the form of multiple-family housing, such as apartments, townhomes, and condominiums. Therefore, understanding the rate of student generation from multiple-family housing is also critical. On average, new multiple-family housing generates about 0.05 CSD students-per-unit while

older multiple-family housing generates about 0.08 CSD students-per-unit. This results in a total multiple-family average of 0.07 CSD students-per-unit across all multiple-family housing in the CSD, regardless of age of the housing.

Student-per-housing unit ratios for five unique multiple-family housing developments in the CSD, provided in Figure A-1, show how student generation ratios differ across the CSD by unit type, median rent, and age of housing.

Figure A-1: Student-Per-Housing Unit Ratios in Existing Multiple-Family Complexes

Neighbor-hood	Multiple-Family Development	Number of Bedrooms	Housing Units	Student-Per-Housing Unit Ratio			
				4K-5	6-8	9-12	Total
24	Hanover Square Apartments	1-2 beds	32	0.22	0.09	0.07	**0.38**
17	Washington Court Apartments	2-3 beds	24	0.04	0.08	0.13	**0.25**
17	Canterbury Court	2 beds	128	0.03	0.03	0.02	**0.08**
30	Fox Run Apartments (New)	2-3 beds	160	0.05	0.02	0.01	**0.08**
32	Arabelle Apartments (New)	1-3 beds	69	0.01	0.00	0.03	**0.04**
		Totals [1]	**1,779**	**0.03**	**0.01**	**0.03**	**0.07**

Source: MDRoffers Consulting. The figures listed in the "Totals" row are for all of the existing multiple-family housing units in the CSD, including but not limited to the five examples.

The biggest factor in student generation from existing multiple-family housing appears to be affordability of the multiple-family housing, with older, more affordable multiple-family housing generating more students than newer, more expensive multiple-family housing. Another factor in student generation from existing multiple-family housing is the number of bedrooms, with apartment complexes with mostly 2- and 3-bedroom units generating more students than those offering mostly 1- and 2-bedroom units. Newer multiple-family units tend to generate fewer students than older multiple-family units, as most newer apartment buildings tend to be marketed towards young professionals, young Millennials, Generation Z, and other childless families. These new multiple-family developments tend to have amenities such as gyms and pools instead of playgrounds. Therefore, the consultant generally used lower student-per-housing unit ratios of 0.02-0.05 for new multiple-family housing in these projections, with the understanding that newer multiple-family housing will generate fewer students than older, established multiple-family housing.

Still, it is critical not to attach too much importance to the impact of *new* housing development on future student enrollment. The *existing* housing stock is much more impactful on future enrollment than new housing. There were approximately 8,827 housing units in the CSD in October 2024. The consultant projects 1,847 new housing units between October 2024 and 2040. This means that about 83 percent of the housing units projected to be on the ground in 2040 are already built.

STEP 6 – PROJECT CSD STUDENT-PER-HOUSING UNIT RATIOS BY NEIGHBORHOOD

The consultant then projected the number of CSD students-per-housing unit by neighborhood for 2027, 2030, 2035, and 2040 within each of the 4K, 5K-5, 6-8, and 9-12 grade groups. These projections were based on trends from projected demographic shifts in the region, community, and neighborhood; the projected mix of new single-family and multiple-family housing in each neighborhood; acquired data of student-per-housing unit ratios from recently built and more established housing within the CSD; recent trends for birth rates and age 0-4 population; recent housing and residential subdivisions in the CSD; and the anticipated progression of student cohorts through the sequential grade groups.

In general, the consultant projected that already existing housing units would have fewer students-per-unit than when they were newer, as described further in the body of this Report. The consultant projected stable to declining student ratios in many older neighborhoods. The City has several neighborhoods with developments of 1990s through 2000s vintage. These neighborhoods are projected to have relatively stable student-per-housing unit ratios through 2040, with some of them shifting from current high-school dominated numbers to elementary-school dominated before 2040.

STEP 7 – COMPLETE CSD ENROLLMENT PROJECTIONS BY NEIGHBORHOOD AND GRADE GROUP

The consultant multiplied the projected number of housing units by neighborhood by the projected CSD student-per-housing unit ratio for each grade grouping in 2027, 2030, 2035, and 2040. The result was CSD resident student enrollment projections by grade group for each of the 57 neighborhoods, for the 2027-28, 2030-31, 2035-36, and 2040-41 school years.

The 2024 student-per-housing unit ratios for each neighborhood exclude those students residing in the CSD, but not attending CSD schools. These include students who open-enroll-out to other school districts, attend private schools, or are home-schooled. The projections assume home schooling, resident students open-enrolling-out, and resident students choosing to attend private schools remains at a constant rate as during the 2024-25 academic year.

The consultant included in the projections a 5 percent increase in class sizes as grades progress from grade 5 to grade 6 (elementary to middle) and a 19 percent increase from grade 8 to grade 9 (middle to high), based on average increases over the past decade. These increases are common in school districts with private school options, especially if those private school options do not offer middle and/or high school grades.

In 2023, Governor Evers increased funding for State private choice and independent charter schools, but public school funding was similarly increased. This suggests that both public and private schools will be able to implement upgrades and improvements to serve current and future students. The consultant's assumptions related to resident students choosing to attend private schools or choosing to be home-schooled could end up being incorrect if there is additional law change at State and national levels related to public school funding, open enrollment, school choice, and vouchers. The CSD could also affect this assumption based on programming, facility improvements, and other actions it may take over the next several years.

STEP 8 – ENHANCE PROJECTIONS TO INCLUDE OPEN-ENROLLED-IN STUDENTS

The results from Step 7 provided projected CSD resident enrollment for each school in the CSD for 2027, 2030, 2035, and 2040. The consultant then further enhanced these projections to include students projected to open-enroll-in from outside of the CSD. The assumption is that students open-enrolling-in to the CSD would remain as students in the CSD until graduation, and that the CSD would not accept any new open-enrollment-in students starting in the 2025-26 academic year, per guidance that was provided to the consultant from the CSD.

APPENDIX B: HOUSING UNIT PROJECTIONS BY NEIGHBORHOOD, 2024-2040

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
1	Pioneer Trace (2000s/2010s). Twin Oaks (2000s/2010s). Neighborhood 1 is planned by the City of Mequon for residential use at a density of one dwelling unit per 5 acres. The consultant projects limited future housing in this neighborhood, perhaps including a small subdivision or other scattered lots through 2040. Overall enrollment is projected to remain steady from this neighborhood, as new students generated from new single-family housing balances fewer students generated from existing housing.	42	44	46	52	58
2	Meadow Lark Lane, Cardinal Drive, Dove Dr (1960s/1970s). Lands in neighborhood 2 are planned by the Town of Jackson for Agricultural, Rural Residential, and Open Space use and zoned for A-1 Agricultural. Lands generally have prime agricultural soil and large parcels in farm ownership, with scattered wetlands located throughout central portions of the neighborhood. David's Star Lutheran School (5K-8) is located directly west of the neighborhood 2 boundary. The consultant projects a 10-lot single-family home subdivision to develop in the 2030s. Otherwise, no additional housing is anticipated in neighborhood 2. Enrollment is projected to decrease over the next few years, due to large high school cohort in the neighborhood. After, enrollment is projected to remain stable.	129	129	130	135	140
3	Includes the unincorporated hamlet of Kirchhayn. Most lands in neighborhood 3 are planned by the Town of Jackson for Agricultural, Rural Residential, and Open Space use. About a third of the lands in the neighborhood are in wetlands, with these concentrated in the eastern half of the neighborhood. There are ~80 undeveloped acres planned for single-family residential for lots between 0.5 and 1.5 acres per unit in the southwestern corner of the neighborhood. However, the consultant does not anticipate new single-family housing development here until after 2040. Elsewhere in neighborhood 3, the consultant projects a handful of new single-family homes throughout the projection periods, and a small 8-lot subdivision between 2030 and 2040. Stable enrollment projected.	84	85	85	91	97
4	The Town of Cedarburg Comprehensive Plan's Future Land Use Map indicates undeveloped lands in this neighborhood are planned for Rural Neighborhood - Countryside use. Much of neighborhood 4 is undevelopable due to the presence of wetlands, and other developable areas have largely been divided into sub-40 acre tracts. The consultant projects 2-4 new homes per 5-year projection period through 2040. Stable enrollment projected.	64	66	68	71	75
5	Crestview (1980s/1990s), Ridgefield Ct (1990s/early 2000s), Meadow View Estates of Cedarburg (2020s, with six vacant single-family home lots). The consultant anticipates Meadow View Estates becoming built out by 2030. Town of Cedarburg plans lands in neighborhood 5 for Rural Neighborhood - Countryside use. Much of the land in neighborhood 5 has been subdivided into sub-40 acre lots, many of which have a single-family home on them. However, the consultant anticipates one additional 5-7 lot division between 2030 and 2035 in addition to 1-3 individual homes in every five year period. Enrollment to remain stable over the next few years, due to large middle school aged cohort, but enrollment will then slightly decrease through the 2030s.	141	144	148	156	159
6	Woodside Dr (1990s-2000s). Lands in neighborhood 6 are planned for Rural Neighborhood use. There are ~120 undeveloped acres zoned Rural Neighborhood - Countryside, which enables a maximum density of one home per 4 acres. At build out, these 120 acres could yield up to 30 single-family homes. The consultant projects a handful of homes in neighborhood 6 through 2040, given that recent Town-based development has been closer to the City of Cedarburg and Village of Grafton (northern portions of the Town). Enrollment projected to remain low and stable.	45	46	47	48	50

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
7	Foxcroft Lane (1960s/1970s), Huntington Dr (1990s), Greystones of Cedarburg (2010s, 1 remaining lot). Undeveloped land in neighborhood 7 is planned for Rural Neighborhood - Countryside use, with minimum lot sizes of 4 acres. Much of the neighborhood has been subdivided into large-lot single-family home parcels, but ~160 acres are available for development. In the early-2020s, a 4-lot development in the northeastern portion of neighborhood was approved. Consultant projects all homes developed by 2030. The consultant projects a subdivision of ~8 single-family homes between 2027 and 2035. Minimal additional housing is projected in the neighborhood, except for a few other single-family homes. Enrollment is projected to decrease over the next few years, due to large high school cohort in the neighborhood. After, enrollment is projected to remain stable as neighborhood turns over to new, younger families in the 2030s.	80	83	89	94	95
8	Daisy Wood (1970s), Beech Wood (1970s), Stonefield Meadows (1960s). Remaining undeveloped lands in neighborhood 8 are planned by the Town for Rural Neighborhood - South use, with a minimum density of 1 home per acre. Much of neighborhood 8 is already parceled out, except for the southwestern quadrant, where ~60 acres are developable. Consultant projects one smaller residential developments between 2035 and 2040. Enrollment is projected to decrease over the next few years, due to large high school cohort in the neighborhood. After, enrollment is projected to remain stable.	154	154	155	156	161
9	Pine Ridge, Prairie View (2010s-2020s). Neighborhood 9 is built out. Enrollment is projected to decrease through the 2030s as current large cohort of students age out of the school system.	95	95	95	95	95
10	Includes the Lasata Senior Living Campus, which underwent a renovation and expansion in the early 2010s. The residential component includes Lasata Crossings, which consists of 60 independent and assisted living units and Hamilton House (82 independent and assisted living units plus memory care). Remaining undeveloped ~27 acres in neighborhood 10 is still in the Town of Cedarburg but is planned to be annexed into the City of Cedarburg per the 2021 City and Town agreement. The City of Cedarburg plans this land as one of its "Smart Growth" areas for future residential use or future institutional use. The consultant projects this land developing with non-residential uses or potentially with continued institutional or senior housing uses. Minimal students are projected to come from this neighborhood, due to prevalence of senior housing.	146	146	146	146	146
11	Hillside Lane, Maplewood Court (1970s). Lands in neighborhood 11 are planned for "Residential Neighborhood-South" use but are largely built out. Existing development patterns would make further subdivision unlikely. The consultant does not anticipate any additional new housing in neighborhood 11. Stable enrollment projected from the neighborhood.	86	86	86	86	86
12	Topview Trail (2000s/2010s). Neighborhood 12 is built out. As typical of many neighborhoods built in the 2000s and early-2010s, a large high-school cohort is present in the neighborhood. Consultant projects enrollment to decrease as large high school class sizes are replaced by smaller elementary class sizes over the next 10 years. Enrollment will then stabilize in the late-2030s.	86	86	86	86	86
13	Hillside Lane, Maplewood Court (1970s), Common Drive, Sherman Court (1990s). Undeveloped lands in neighborhood 13 are planned by the Town as part of its "Residential Neighborhood – South" area. The consultant projects minimal new housing in this neighborhood, as most of the land has already been divided up. The consultant projects steady student-per-housing unit ratios through the projection period.	48	48	49	49	50
14	Edge O Woods Drive (1970s). Also includes the new Korb Sports Complex, a regional athletic complex with both indoor and outdoor facilities. The Town has ~160 developable acres in neighborhood 14 planned as part of its "Residential Neighborhood-South" area, which allows a density at a minimum of 1 home per acre. However, much of this land has already been subdivided up into sub-40 acre lots, many of which have a single-family home on them. Other undeveloped lands in neighborhood 14 are planned as part of the Town's Five Corners business district. The consultant projects a handful of new single-family homes here by 2040. Low student-per-housing unit ratios expected.	53	54	55	56	58

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
15	Location of Cedarburg Town Hall. Neighborhood 15 is planned by the Town as part of its Five Corners Business District, which emphasizes commercial and light industrial uses. The consultant does not anticipate any new housing development here through 2040. Existing low student-per-housing unit ratios to continue.	16	16	16	16	16
16	Seidler Pond (2000s/10s). The southern half of neighborhood 16 is built out, while the northern half contains 80 acres in mostly agricultural use. Approximately 30 acres are not developable due to wetlands. Consultant does not anticipate northern half of neighborhood to develop with single-family housing until after 2040. Consultant projects student-per-housing unit ratios will decrease through 2030 and then remain steady.	25	25	25	25	25
17	Location of Parkview Elementary School. Parkview Meadows, Paulus Heritage (1980s). Neighborhood 17 includes a mix of single-family, condominium, and apartment housing. There are 18 undeveloped acres planned by the City for small-lot residential use, but are currently in agricultural use with no immediate plans for development. The consultant projects ~35 single-family homes to develop on these lands between 2035 and 2040. Neighborhood 17 will then be built out. Enrollment is projected to slightly decrease through 2035, then increase in the late-2030s with new housing development.	363	363	363	363	398
18	Includes Fairway Village (2020s) in the southeastern corner of the neighborhood. The rest of the neighborhood is in the City's Tax Incremental District (TID) #2 and is largely proposed for industrial land uses. As of October 2024, Fairway Village has five homes under construction, which the consultant expects to be built and occupied by 2027. Other lands in neighborhood 18 will develop with non-residential uses. Overall, enrollment is projected to increase, given large elementary-aged cohort in the neighborhood and projected increase in additional younger siblings over the next few years.	110	115	115	115	115
19	Neighborhood 19 is a former gravel quarry. The City's land use plans for this area include recreation and open space, plus ~35 acres planned for residential use at ~5-10 housing units per acre. In the early-2020s, Kings Way received approval for 72 condominiums around a pond in the southwestern part of the neighborhood called Stone Lake Condominiums. The consultant projects 30 condo units to be built and occupied by 2027 with remaining to be built and occupied by 2030. These units will particularly be attractive to empty-nesters and seniors. Northeast of Stone Lake, Cornerstone recently proposed 68 single-family condominiums, very similar to the Glen at Cedar Creek development in neighborhood 20. The consultant projects this to begin developing in the mid-2020s, with ~30 single-family condos between 2024 and 2027 and remaining ~35 between 2027 and 2030. This development will similarly be attractive to empty-nesters and seniors, but will have more two-story options, which could be attractive to some families with children. ~30 acres remain developable in the northern part of neighborhood 19, including the Circle B building. The consultant projects about half of this land will develop with commercial uses, specifically lands immediately south of Highway 60. The consultant projects higher density multiple-family housing development closer to the commercial uses and Sheboygan Road, with moderate-density multiple-family housing closer to future condominium developments to the south. Overall, the consultant projects 40 townhome units between 2030 and 2035 and 100 multiple-family units between 2035 and 2040. Neighborhood 19 will then be built out with residential uses. Student ratios are projected to remain low and steady in neighborhood, due to prevalence of multiple-family housing and housing attractive to seniors, but overall enrollment will increase due to new housing development.	4	67	144	184	284
20	Reichers Subdivision (2010s), The Glen at Cedar Creek (2010s-2020s). Near the north end of neighborhood 20, south of Highway 60, ~17 acres are planned for a mix of commercial and medium density residential (5 to 10 units per acre) uses. In 2022, Mandel Group proposed 310 multiple-family units across ten 2-story buildings and three 3-story buildings on this site. The proposal was then scaled back to 250 units due to opposition, and scaled back again in 2023 to 207 units. The project has not yet been approved, and the developer is returning in 2025 with revised plans. The consultant projects 80 multiple-family units and 20 townhome units by 2027 and remaining 100 multiple-family units between 2027 and 2030. At the southern end of neighborhood 20, ~15 undeveloped acres are planned for smaller-lot single-family housing. The consultant projects this land could yield ~35 small-lot single-family condos, and that development could be similar to The Glen at Cedar Creek product (attractive to seniors and empty-nesters). The consultant projects all 35 single-family condos to be built between 2030 and 2035. Neighborhood 20 will then be built out. Multiple-family housing, and single-family housing that is attractive to empty-nesters and seniors, will keep student-per-housing unit ratios low in neighborhood 20.	262	362	462	497	497

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
21	Willowbrooke Phase 1 - 5 (1960s/1970s), Cedar Hedge (1970s), Fairfield Manor (1990s/2000s). Overall, enrollment is projected to remain fairly stable in neighborhood 21, given dominance of 1990s and 2000s housing, which will turnover to newer, younger families in the 2020s and 2030s. The consultant believes this turnover is already occurring, due to large number of recent home sales and recent increase in number of 4K students in neighborhood 21.	355	355	355	355	355
22	Willowbrooke Phases 6 - 9 (1970s), Parkview Meadows (2000s), Fairfield Manor West (2010s-2020s). Neighborhood 22 is also the site of the Ozaukee Country Fairgrounds. No additional housing is projected from this neighborhood. Enrollment is projected to decrease as students age out of the school system.	164	164	164	164	164
23	Original Plat/Historic Downtown Cedarburg (pre-1900s), C. Fred Groth Estates, Groth and Bruss Subdivision (pre-war), Fair View Estates, Victoria Spring Heights, Evergreen Terrace (1950/60s). Primary existing and planned land uses of the historic downtown are commercial, but some buildings feature apartments on the second floor. Neighborhood is built out. Decreasing enrollment projected as fewer students are generated from older housing in neighborhood.	269	269	269	269	269
24	Original Plat/Historic Downtown Cedarburg (pre-1900s), Boerner's, Wiesler & Wirth (1950s/60s). Hanover Square Apartments (32 units). Primary existing and planned land uses of the historic downtown are commercial, but some buildings feature apartments on the second floor. Neighborhood includes First Immanuel Lutheran School (5K-8). The 3-acre Norstar site on Cleveland Street is still in operation, but City plans for the site are for residential use at 10-20 units per acre. The consultant projects a ~40 unit multiple-family townhome-style development around 2030. Being Downtown Cedarburg, there exists the possibility of a redevelopment site. The consultant does not anticipate a site redeveloping, but if a new redevelopment were to occur, it would likely generate very few students. Steady student-per-housing unit ratios projected.	129	129	149	169	169
25	Location of Cedarburg High School and Webster Middle School. Maple Manor (1960s/70s), Evergreen Acres (1990s/2000s), Evergreen Acres Addition #1 (2000s), Cedar High Condos (1970s). Northwest of the school campus, there are ~8 undeveloped acres planned for residential use. The consultant projects ~20 single-family units built between 2030 and 2035. The neighborhood will then be built out. The neighborhood seems to have recently turned over, as evidenced by a large 4K cohort and increasing elementary enrollment over the past five years. Overall, enrollment is projected to slightly increase over the next 10 years or so, then slightly decrease in the late-2030s.	342	342	342	362	362
26	Assorted homes built via CSM (1960s/70s), Cider Mill Homesites (1990s). Neighborhood is built out. Some larger lots may subdivide into a couple additional homes in the neighborhood. Enrollment projected to decrease, given large high school-aged cohort in the neighborhood.	56	57	58	59	59
27	Cedar Pointe Nos. 1-3 (1990s), Cedar Pointe Nos. 5-7 (2000s). Neighborhood is built out. Neighborhood turned over to new families over the past few years, as evidenced by increasing elementary school enrollment. Enrollment to remain stable through 2030, but then decrease through 2040 as students age and no new students are generated from new housing.	300	300	300	300	300
28	Pioneer Acres (1950s, 1960s). Existing housing in neighborhood 28 is within the Town of Cedarburg. There are ~40 developable acres remaining, which are in the sewer service area and planned to develop in the City due to the Town/City boundary agreement. The City of Cedarburg identifies this land as a "Smart growth" area planned for future single-family residential use, but the consultant does not project new housing here until after 2040. Enrollment is projected to remain low and stable.	47	47	47	47	47

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
29	Existing housing in neighborhood 29 includes a mix of duplexes, townhouses, and multibuilding apartment complexes. There are two remaining duplex units to be built in Cedarburg Trail Condominiums, which the consultant projects will be built by 2027. The consultant does not anticipate further residential redevelopment in neighborhood 29 before 2040. Slightly decreasing enrollment anticipated in neighborhood 29, due to preponderance of multiple-family housing.	579	581	581	581	581
30	Location of Westlawn Elementary School. Westlawn Park (1950s/60s), Cedarburg Hills (1990s), Fox Run (2020s), which will contain 160 multiple-family apartment units, 44 townhome units, and 26 single-family home rental units at build out. As of October 2024, the apartments and townhomes are at 80% capacity, while the 26 single-family home rentals are under construction. The consultant projects all units to be built and fully occupied by 2027. Per the developer agreement, the single-family homes must be rented for 3 years, but then can be sold and become owner-occupied units. Additionally, the townhome units are currently rentals, but may at some point switch to owner-occupied units. The consultant still projects lower than typical new housing ratios in Fox Run, given density, size of units, location, and overall greater likelihood of childless families living in this type of housing. Overall, enrollment to slightly increase in neighborhood 30, due to infusion of new housing and proximity of schools.	635	701	701	701	701
31	Assessor's Plat, Clara Luedtke, Avenues (pre-war). Neighborhood is built out. In the southeastern part of neighborhood, a developer interest has slowly been acquiring a few parcels. It is not known what the plans are for this area, but the consultant projects a development of 30 multiple-family units between 2035 and 2040. Steady student-per-housing unit ratios projected.	81	81	81	81	111
32	Wurthermann's Subdivision, J. Schuette's Subdivision, Additions 1-4 (1940s/50s), Wittenberg and Johann's Addition (1950s), Green Lawn Heights (1950s/1960s). Recent redevelopment resulted in the Arrabelle Apartments (69 units). The ~4.3 acre Amcast site is another potential redevelopment site, planned for higher density residential (up to 21 units per acre). This site is in need of environmental remediation. Previous concept plans suggested a mixed-use project with a higher-density housing component. The consultant projects 60 multiple-family housing units between 2030 and 2035. Age of existing housing plus new multiple-family units are projected to keep student-per-housing unit ratios steady throughout the projection period.	259	259	259	319	319
33	Existing housing in neighborhood 33 includes a mix of duplexes, townhouses, senior, and multibuilding apartment complexes. Undeveloped lands in neighborhood 33 are planned for industrial uses. The consultant anticipates redevelopment in neighborhood 33 will not result in additional housing. Steady student-per-housing unit ratios projected.	322	322	322	322	322
34	Quarry Heights (1950s), Hamilton Meadows (1980s). Neighborhood has a mix of single-family and duplex housing and is built out. Slightly decreasing enrollment anticipated as families and neighborhood ages.	151	151	151	151	151
35	Landmark Estates (1990s/2000s), Wilshire Place Condos. Other land uses in this neighborhood include the Cedarburg Wastewater Treatment facility and a cemetery. Neighborhood is built out. 4.2 Amcast site in northwest corner of the neighborhood is a prime redevelopment site. The City plans this for medium-to-high density residential uses. The consultant projects 50 multiple-family units here between 2035 and 2040. The consultant projects stable enrollment in this neighborhood.	101	101	101	101	151
36	Cedar Creek Heights North (1970s, 1980s), Bluebird Circle (2000s). There are few remaining developable lands that could be further subdivided for new housing. The consultant projects minimal new housing development in neighborhood 36. Steady student-per-housing unit ratios projected.	139	139	140	142	144
37	Wittenberg and Johann's Addition (1950s), Cedarwood, Spring Court (1960s/70s). Neighborhood is built out. Enrollment projected to decrease, particularly in the late-2020s and early-2030s, due to large middle and high school-aged cohorts.	63	63	63	63	63

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
38	Fred Hilgen's Addition (pre WW2), Edgewater Highlands (1950s), Cedar Highlands (1960s/70s), The Reserve at Cedar Creek Condominiums (2000s/10s). Neighborhood is built out. There could be 4 single-family homes on a small infill site in the southern part of the neighborhood. The consultant projects these between 2030 and 2035. Stable enrollment expected from this established neighborhood.	226	226	226	230	230
39	Hilgen & Schroedger's Addition, Jacob Zaun Subdivision (prewar), Bridge Commons Condos (2000s). Neighborhood is built out. Slightly decreasing enrollment projected, due to large high school-aged cohort.	203	203	203	203	203
40	Frankz Park Subdivision (1950s), Norwood Park (1960s), Orchard Estates (1960s), Cedar Ridge Estates (1960s-1980s). Neighborhood is built out. Recent homes sales have resulted in elementary school enrollment increases over the past few years. Consultant projects overall stable enrollment in neighborhood 40.	419	419	419	419	419
41	Neighborhood includes the Pine Ridge Condominiums (1990s/2000s, 128 units) in the Village of Grafton and assorted homes along Columbia and Pine Roads within the Town of Cedarburg. Neighborhood is built out, except for 3.1 vacant acres north of Columbia Road along the intersection with Pine Ridge Ct. In the early-2020s, a 24-unit condominium development was proposed for this parcel. The consultant projects these units around 2027. Steady and low student-per-housing unit ratios projected.	159	171	183	183	183
42	Location of Thorson Elementary School. Keup Trail (2010s), Sandhill Trails (2010s, 1 home under construction, 1 vacant lot). Consultant projects that Sandhill Trails will build out by 2027. Neighborhood 42 will then be built out. Given new housing suitable to families and proximity of elementary school, student-per-housing unit ratios are projected to be high, gradually shifting to the upper grades over the projection period.	70	72	72	72	72
43	Hawthorn Lane, Sarangela Estates (2000s). There are ~16 undeveloped acres within the City of Cedarburg planned for single-family residential use. The consultant projects 30 single-family homes here between 2035 and 2040. After, neighborhood 43 will be built out. Enrollment projected to decrease through the early-2030s, but will then increase by 2040 due to turnover of 2000s housing stock to new families and projected new single-family housing development.	41	41	41	41	71
44	Cedar Highlands, Highlands of Grafton, Westview Meadows, Creekside Estates (1990s), Lone Oak (2000s). This Village of Grafton neighborhood is built out. Large middle school age cohort will result in stable enrollment through 2030, after which enrollment will decrease in neighborhood as students age, and smaller 4K and elementary cohorts age.	313	313	313	313	313
45	Cedarton Estates (1990s/2000s). In the early 2020s, Stonewall Farms was approved encompassing the entire southeastern quadrant of neighborhood 45 with 98 single-family homes, 20 duplex units, and 68 fourplex units. As of October 2024, 22 single-family homes are built and occupied, 41 are under construction, and 35 vacant lots remain. The consultant projects all single-family homes to be built and occupied by 2027. Also as of October 2024, 4 duplex units were built and occupied and 16 duplex units have not yet been built. In the four-plex units, 9 units were built and occupied, 19 units were built but not occupied or under construction, and 40 four-plex units have not been built. The consultant projects all of these units to be built and occupied by 2027. Also in the early-2020s, Hawk's Ridge was approved just north of Stonewall Farms, encompassing 100 acres, and providing 130 single-family homes and 28 four-plex units. However, most of this development will occur in the Grafton School District. Preliminary plats show 25 single-family homes and 28 four-plex units will be built in the Cedarburg School District, which the consultant anticipates will all develop between 2027 and 2030. After 2030, only ~46 acres in the northwestern quadrant of the neighborhood will remain available for development. The consultant projects 60 single-family homes and 30 duplex/townhome units, split between the 2030-2035 and 2035-2040 projections periods. More single-family homes are expected after 2040. Enrollment is projected to increase substantially, due to significant new housing development.	71	222	275	320	365
46	Sunny View Estates, Cedar Creek Estates (1960s/70s). Neighborhood is built out. Steady enrollment projected.	63	63	63	63	63

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
47	Cedar Creek Farms, Prairie Creek Run (2000s), Behrens Prairie (2000s/10s, 1 remaining lot). Consultant projects remaining lot and two additional homes developed by 2030. Consultant projects that homes in neighborhood 47 will retain their popularity with family households throughout the projection period, though likely to have a large number of graduating high school students. Overall, enrollment is projected to remain mostly stable.	66	67	69	69	69
48	Sherwood Forest (1970s), Fox Hollow (2000s). 2 vacant lots remain, which the consultant projects will develop by 2027. East of Washington Avenue, 3 vacant lots exist in a small CSM. The consultant projects these to develop by 2030. The Town has planned ~30 developable acres as part of its "Residential Neighborhood - North", in which lots of 1.2 to 1.5 acres are allowed. The consultant projects a few new single-family homes here between 2027 and 2040. Consultant projects that homes in neighborhood 48 will generally retain their popularity with family households throughout the projection period, though some students will age out of the system, resulting in minor enrollment decreases.	182	186	188	189	190
49	Current land uses in this neighborhood include the St. Francis Borgia Church and School (5K-8) and Grob Field, a privately-owned unpaved airstrip. In the early-2020s, Neumann Development proposed development of most of neighborhood 49, with the majority of lands developing in the City but portions of the land developing in the Town. The original proposal included 560 total housing units. At last discussion, the total units proposed would be 25 single-family homes in the Town and 340 single-family homes and 74 condominium units in the City, and is referred to as "Covered Bridge". The large project will be phased, with construction beginning in 2026 and ending in 2035. The consultant projects 100 single-family homes by 2030, 160 by 2035, and remaining 80 by 2040. The consultant also projects half of the condominium units between 2027 and 2030 and the other half between 2030 and 2035. In the southeastern corner of neighborhood, lands planned for commercial uses will likely develop with single-family homes, with 10 projected between 2035 and 2040. In the northeastern corner of neighborhood 49, 18 vacant acres remain. The consultant projects 30 single-family homes here between 2035 and 2040. After which, neighborhood 49 will essentially be built out. Other lands in the western portion of the neighborhood, which are projected to develop in the Town, the consultant projects will develop with non-residential uses. Overall, enrollment will increase significantly in this neighborhood, due to sheer number of new housing units, particularly new single-family homes.	4	4	141	338	458
50	Fox Hill Estates (late 2000s-2010s), Skyline Drive (1980s-1990s), White Oaks (2000s/10s, 2 remaining lots), Malone Meadows (2000/10s, 4 remaining lots). Consultant projects remaining lots will fill by 2027. Remaining undeveloped land in neighborhood 50 is planned for business/commercial use as part of the Town's Five Corners business district. Overall, stable enrollment expected.	123	129	129	129	129
51	Highlawn (1970s), Flagstone Drive (1970s), Sunnyridge Lane (1990s), Whitetail/Fawn Lanes (2000s/10s). Southeast portion of neighborhood 51 is planned for Residential Neighborhood-North use for single-family homes on 1.2 to 1.5 acre lots, and contains ~50 undeveloped acres. The consultant projects ~12 single-family homes here between 2030 and 2040. Other undeveloped lands in neighborhood 51 are planned for Rural Neighborhood - Countryside use and are largely developed or have extensive wetlands. The consultant therefore projects minimal additional development. Recent home sales have not resulted in new family households. Consultant projects generally steady enrollment due to projected housing turnover and new homes.	191	191	191	197	203
52	Hidden Valley (1960s, 1970s), Hidden Valley West Addition (2000s). Neighborhood 52 is planned for Rural Neighborhood use. Consultant projects a handful of new single-family homes through 2040. Slightly decreasing enrollment anticipated.	107	108	108	110	112
53	Meadowridge Estates (2000s), Spring Hill Estates (1990s/2000s). Neighborhood is planned for Rural Neighborhood -Countryside use, with a minimum lot size of 4 acres. Much of the land is still in agricultural use. Consultant projects a handful of single-family homes throughout the projection period. Stable enrollment projected.	89	90	91	92	94

Neighborhood (as depicted on Report maps)	Description and Rationale	Total Housing Unit Estimates/Projections				
		October 2024	Sept. 2027	2030	2035	2040
54	Rolling Glen (1970s), Brandt Woods (2020s, 7 vacant lots remaining). Neighborhood 54 is planned for Rural Neighborhood -Countryside use, with a minimum lot size of 4 acres. Much of the land is still in agricultural use. Consultant projects Brandt Woods to build out by 2035, with another small development in the neighborhood to develop between 2035 and 2040. Low student-per-housing unit ratios projected to continue.	57	59	61	64	68
55	Northwood Hills (1990s), Greylog Court, Beechwood Ct (1970s). Neighborhood 55 is planned for Rural Neighborhood - Countryside use, with a minimum lot size of 4 acres per single-family home. Much of the land is still in agricultural use. The consultant projects 10 single-family homes, spread throughout the projection periods. Large middle school cohort to keep total enrollment stable in neighborhood through 2030, with enrollment projected to decrease thereafter.	156	158	159	163	166
56	Creek Ridge Meadows (1990s), Pleasant Valley Preserve (2000/10s), Ridgeview Meadows (2010s, 3 remaining lots). Neighborhood 56 is planned for Rural Neighborhood use. The consultant projects remaining homes in Ridgeview Meadows to be built by 2027. In the early-2020s, Pleasant Valley was proposed in the northeastern quadrant of the neighborhood for 53 single-family homes. This is the first major development in the Town since the 2000s. The consultant projects this development to be approved in the next few years, with the first homes expected shortly after 2027. The consultant projects 2-4 single-family homes per year until build out after the 2040s. The consultant anticipates lots becoming sold out quickly, but actual building of homes may take longer. Enrollment projected to decrease through 2030, due to large high school cohort, but then increase from 2030 to 2040 due to new housing development.	131	134	143	153	163
57	Night Pasture Road, Blacksmith Road (1990s/2000s), Kaehlers Mill Reserve (7 undeveloped lots). Neighborhood 57 is planned for Rural Neighborhood use. Consultant projects Kaehlers Mill Reserve to build out slowly, with about 1 home built per year between 2027 and 2035. The consultant projects an additional development of 5 single-family homes in neighborhood 57 between 2035 and 2040. Steady to slightly increasing enrollment projected with expected turnover and new housing development.	131	132	135	139	144
	Totals	**8,827**	**9,263**	**9,703**	**10,194**	**10,674**

APPENDIX C: CSD 4K-12 RESIDENT ENROLLMENT PROJECTIONS BY GRADE GROUP AND NEIGHBORHOOD, 2024-2040

Neighborhood	Grades 4K-5 [2]					Grades 6-8 [2]					Grades 9-12 [2]					Grades 4K-12 [2]				
	2024 [1]	2027	2030	2035	2040	2024 [1]	2027	2030	2035	2040	2024 [1]	2027	2030	2035	2040	2024 [1]	2027	2030	2035	2040
1	13	7	6	8	8	2	7	4	3	4	4	4	10	6	6	19	18	20	17	19
2	4	4	5	7	9	7	2	2	2	4	16	12	6	3	5	27	18	12	13	17
3	11	12	10	10	11	3	5	6	5	5	7	5	7	7	7	21	22	23	23	23
4	16	13	12	11	10	1	8	6	6	5	7	3	11	10	9	24	24	29	27	25
5	25	22	21	23	22	18	12	11	11	11	19	24	21	17	17	62	58	53	51	50
6	3	2	2	2	2	0	2	1	1	1	2	1	2	2	2	5	4	5	5	5
7	8	7	7	8	8	9	5	5	5	5	19	17	13	10	10	36	29	25	23	24
8	20	16	16	14	15	12	10	8	8	7	17	19	17	12	12	49	45	40	34	34
9	37	32	29	29	26	20	18	15	13	14	23	30	29	23	22	80	80	74	66	62
10	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	1	0	0	0	0
11	19	16	14	13	12	7	9	8	7	6	8	10	14	12	10	34	36	36	31	29
12	28	25	25	25	25	19	14	12	12	12	45	34	25	19	19	92	72	62	56	56
13	5	3	3	5	5	1	3	1	1	2	8	3	4	2	3	14	8	8	8	10
14	4	5	5	5	4	2	2	2	3	2	4	3	3	4	4	10	10	11	12	11
15	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	1	0	0	0	0
16	6	4	4	6	7	8	3	2	2	3	5	11	6	3	3	19	18	13	11	13
17	39	32	28	26	37	24	20	16	13	17	21	34	32	23	27	84	86	76	62	82
18	38	48	52	46	36	10	18	22	24	22	8	12	24	33	34	56	78	98	104	92
19	1	4	6	9	8	1	2	1	2	3	1	2	3	1	2	3	8	10	12	13
20	3	4	5	5	4	0	2	3	3	3	3	3	4	4	3	6	9	12	12	10
21	61	67	68	63	55	32	28	31	32	30	55	52	46	50	49	148	146	145	145	134
22	33	30	25	25	25	21	17	15	12	12	31	33	29	21	19	85	80	69	59	55
23	25	22	21	20	20	18	13	12	10	9	24	27	22	17	16	67	63	55	48	45
24	13	15	14	11	10	9	6	6	6	5	9	13	11	11	9	31	34	31	28	25
25	73	77	76	77	71	34	33	36	39	37	51	53	53	57	55	158	163	165	173	163
26	6	8	8	8	6	1	3	4	4	4	16	5	5	6	6	23	16	16	17	16
27	87	78	77	74	70	37	44	38	37	36	62	60	67	60	58	186	181	182	172	164
28	5	4	3	3	3	2	3	2	2	2	5	4	4	3	3	12	10	9	8	7
29	25	24	22	21	19	10	12	11	11	10	23	18	19	17	17	58	53	53	50	46
30	61	69	71	72	67	25	32	32	33	32	50	48	50	52	53	136	149	153	157	152
31	16	19	19	19	18	8	7	9	9	8	13	13	11	14	14	37	39	39	41	40
32	24	21	20	21	20	7	12	10	10	9	18	13	17	16	16	49	46	47	47	45
33	16	13	14	12	12	5	8	7	6	6	4	7	10	9	8	25	29	30	27	25
34	23	21	20	19	19	10	11	10	9	9	17	16	17	15	15	50	48	47	44	42
35	8	10	10	9	9	2	3	4	5	5	10	5	5	6	5	20	18	19	19	20
36	19	19	19	18	15	16	9	9	9	8	9	17	15	14	14	44	45	43	41	38
37	12	11	10	10	9	11	6	5	5	4	11	16	11	8	7	34	32	26	22	21

Neighborhood	Grades 4K-5 [2]					Grades 6-8 [2]					Grades 9-12 [2]					Grades 4K-12 [2]				
	2024 [1]	2027	2030	2035	2040	2024 [1]	2027	2030	2035	2040	2024 [1]	2027	2030	2035	2040	2024 [1]	2027	2030	2035	2040
38	18	23	24	25	24	15	8	10	12	12	18	22	15	18	18	51	53	50	54	54
39	13	11	11	11	13	9	6	5	5	5	18	15	11	8	8	40	33	27	24	26
40	85	87	84	74	72	33	39	41	40	35	47	51	60	64	59	165	178	185	179	166
41	3	3	4	5	5	4	2	2	2	3	9	6	4	3	4	16	11	10	10	12
42	21	25	26	25	21	12	10	11	12	11	12	18	16	19	19	45	52	54	57	51
43	9	9	8	8	20	6	4	4	4	8	12	10	8	6	10	27	23	20	18	37
44	78	69	65	62	57	40	39	34	32	30	45	59	62	52	49	163	167	161	146	135
45	8	43	55	64	71	3	14	24	30	35	12	17	26	45	51	23	74	105	140	157
46	9	9	9	8	7	4	4	4	4	4	5	6	7	7	6	18	19	19	19	17
47	21	18	18	17	18	10	11	9	9	8	16	16	17	14	13	47	45	44	40	39
48	37	37	37	33	32	18	18	18	19	18	33	30	31	30	30	88	85	85	82	79
49	0	0	38	91	140	0	0	18	49	67	0	0	14	61	89	0	0	70	202	295
50	25	23	21	19	18	8	13	11	12	11	19	15	19	18	18	52	51	52	49	47
51	34	31	30	31	32	21	18	16	16	17	31	33	30	28	28	86	82	76	75	77
52	13	16	17	18	17	15	6	7	8	9	18	23	13	12	14	46	44	37	39	40
53	19	17	15	14	14	4	10	8	7	7	5	6	11	11	10	28	32	35	33	31
54	6	5	5	6	6	3	3	3	2	3	5	5	5	4	4	14	13	13	12	14
55	27	22	22	21	19	18	14	11	11	10	10	20	22	18	17	55	57	56	50	46
56	25	22	25	31	35	24	16	15	16	19	29	33	29	27	29	78	71	69	74	84
57	12	15	16	16	17	6	5	7	8	8	15	11	9	12	13	33	31	33	36	38
Totals	**1,250**	**1,248**	**1,280**	**1,316**	**1,341**	**645**	**628**	**625**	**660**	**671**	**986**	**1,022**	**1,030**	**1,026**	**1,046**	**2,881**	**2,898**	**2,935**	**3,002**	**3,058**

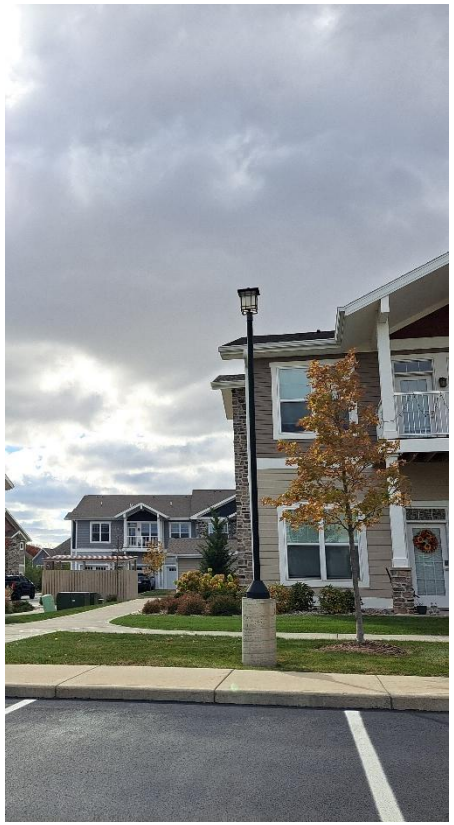
Notes:

[1] 2024 totals in this figure are October 2024 CSD resident student enrollment.

[2] These numbers in this figure do not include current or projected non-resident students who open-enroll-in to CSD schools from other districts. Those projected students are included within the projections included in the body of this Report.

Community Growth & Student Enrollment Projections

February 12, 2025



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Presentation Outline

- Recent Enrollment and Demographic Trends
- Recent Housing Trends
- Projection Methodology Overview
- Housing Projections
- Student Enrollment Projections
- Comparing Enrollment Projections to Current Building Capacities

This presentation is a summary of MDRoffers Consulting's more detailed December 2024 report

Recent Enrollment and Demographic Trends

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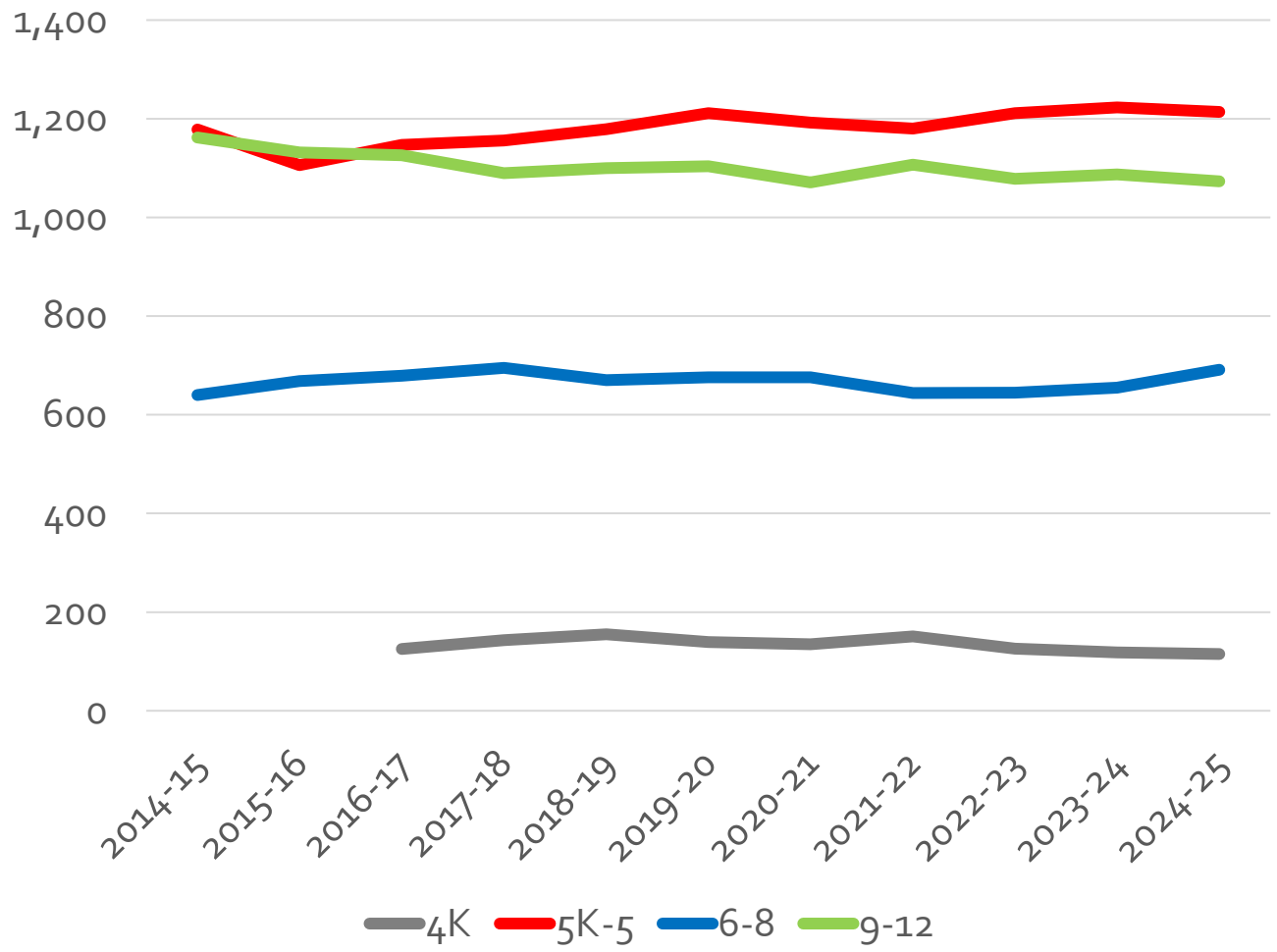
Overall, Stable Enrollment…

- 4K-12 enrollment increased by 113 students, or 4%, from 2014 to 2024
- Entire increase due to implementation of 4K in 2016-17
- Without 4K, enrollment remained stable
- Enrollment increases at 5K-5 (+36) and 6-8 (+51) grades
- Enrollment decrease at 9-12(-89) grades



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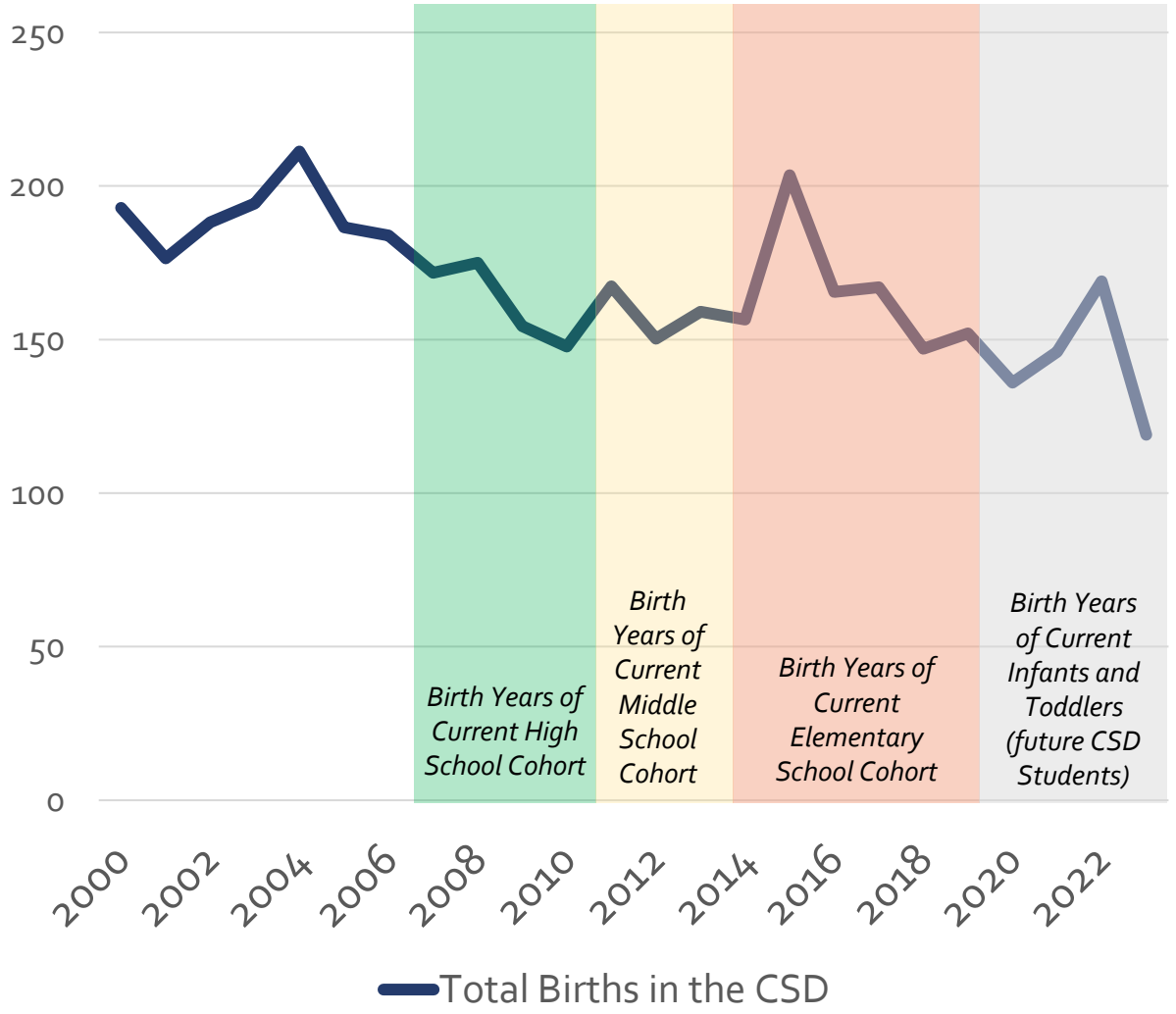
… and Recent Decreasing Births

- CSD births decreased from 148 in 2010 to 119 in 2023—decrease of 29 births or -19%
- Most of the decrease occurred over the past few years
- Could spell future enrollment decreases, unless there is significant development of new housing and/or in-migration of families moving to the CSD from elsewhere



…And An Aging Community

- Median age in the CSD increased from 43.1 years old in 2010 to 45.8 years old in 2020
- All of the population increase in the CSD (and then some) occurred in population aged 65+
- There are now more residents aged 65+ (4,167) than school aged children (3,924)
- Population aged 25-44 years old (i.e., reproductive age) decreased by 10% in 2010s; helps explain recent decrease in numbers of births

Age Group	2010	2020	2010 to 2020 Change
0-4	993	957	-36
5-19 (School Age)	**4,448**	**3,924**	**-524**
20-24	993	1,164	+171
25-44 (Reproductive Age)	**4,249**	**3,811**	**-438**
45-64	6,493	6,126	-367
65+ (Seniors)	**2,681**	**4,167**	**+1,486**
Total	**19,856**	**20,149**	**293**

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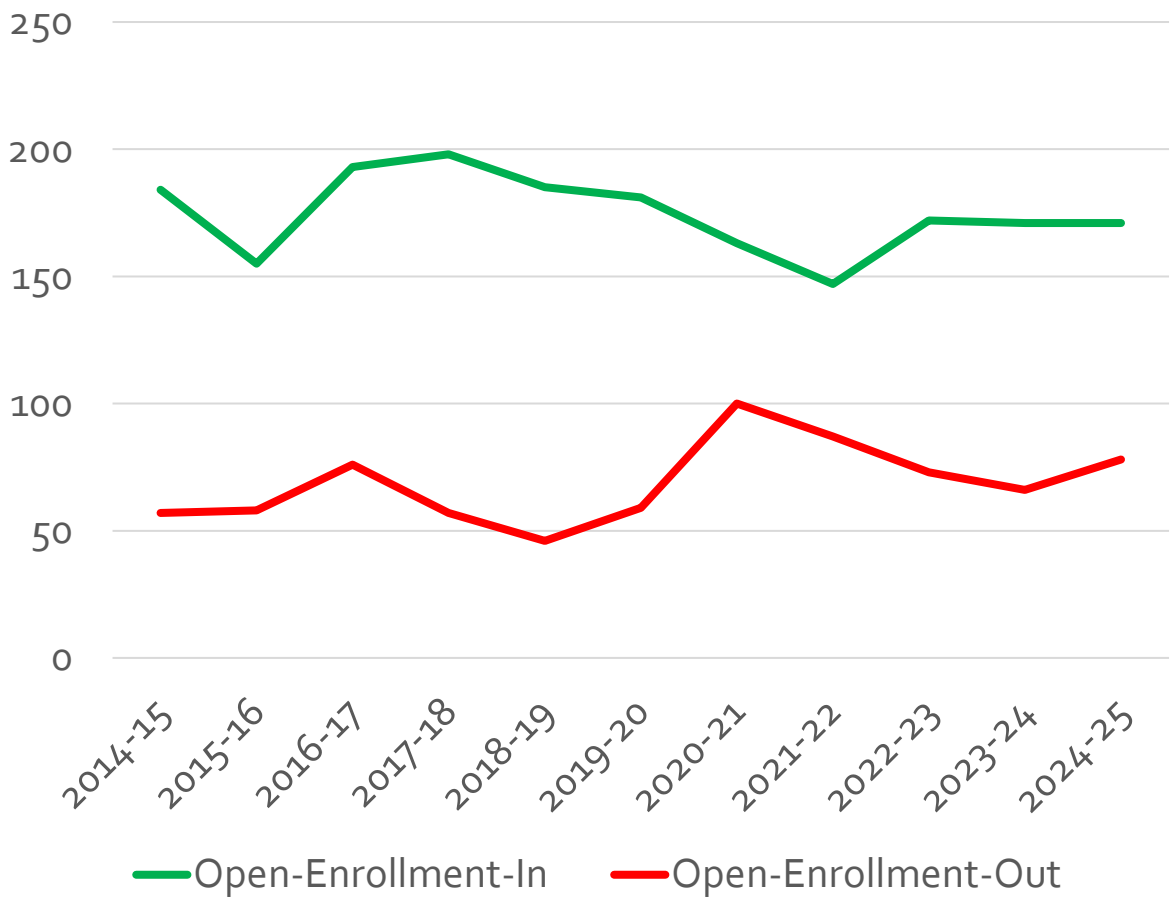
Source: US Census Bureau

….And Stable Open Enrollment

- CSD has consistently had more students open-enroll-in than open-enroll-out
- Gap narrowed in 2020 and 2021 due to Covid-19 pandemic and CSD fluctuation between in-person, virtual, and hybrid learning
- Since 2022, gap has widened to more historical, typical figures



At Same Time, Decreasing Private School Enrollment

- Enrollment decreased at private schools operating in the CSD and in the adjacent Grafton School District (GSD)
- Combined enrollment of the 6 private schools operating in the CSD and GSD decreased by 81 students between 2013 and 2023 (-6%)
- Most of the decrease occurred in the mid-2010s, since then private enrollment has remained relatively stable

Recent Housing Trends

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Recent Housing Prices have Increased…

- As of 2024, Ozaukee County has the second highest median home sale price ($471,217) in Wisconsin, behind Waukesha County
- Median home sale price in Cedarburg in 2024 of $503,778—up 56% from 2016 and up 30% since 2020

…Even with Increasing Housing Development

- Recent residential building activity increased, particularly in the late-2010s and into the 2020s, due to increasing City-based housing development
- Increasing numbers of single-family home, two-family (duplex) housing, and multiple-family housing development

Figure 7: Housing Starts by CSD Municipality, 2014-2023

MUNICIPALITY	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Total
City of Cedarburg	17	23	37	32	63	300	104	32	271	96	**975**
Town of Cedarburg	12	11	17	15	13	8	10	11	7	5	**109**
Total by Year	**29**	**34**	**54**	**47**	**76**	**308**	**114**	**43**	**278**	**101**	**1,084**

Sources: City and Town

Student Generation from New Single-Family Homes

- Each new single-family home generates an average of **0.76** CSD 4K-12 student
  - New subdivision of 100 single-family homes = 70-80 CSD 4K-12 students
  - Based on new homeowner survey and internal analysis of student addresses vs. addresses of new single-family homes built since 2020
- This ratio is high compared to other similarly positioned school districts in suburban Milwaukee, where we've seen 0.50-0.65 ratios

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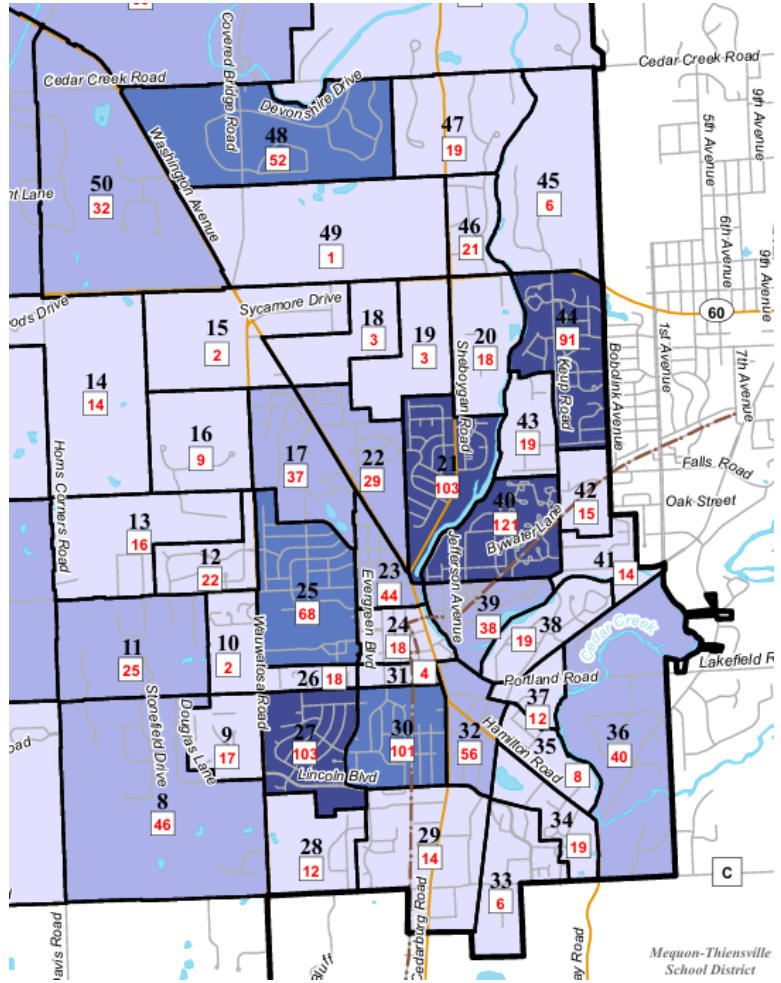
Impact of Sales of Existing Homes

- Single-family homes tend to produce the most students within first 10 years
- Number then tends to decrease, usually until major turnover occurs in ~30 years
- Existing home sales data shows where turnover to new households is highest →
- Areas with homes built in 1990s and 2000s will experience turnover through 2040, shifting from more high school students today to more elementary students by the late 2030s



Legend

- No Data
- 1 - 24
- 25 - 49
- 50 - 89
- 90 - 121
- # Number of Home Sales

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Source: Wisconsin Department of Revenue

Student Generation from Multiple-Family Housing

- *New* multiple-family housing in the CSD tends to be marketed to young professionals or seniors, and produces students at significantly lower rates than new single-family homes
- *New* market-rate apartments built over the past few years generate **0.05** CSD 4K-12 student-per-unit
  - ➢100-unit new apartment building = ~5 students
- *Older* market-rate multiple-family housing = **0.08** CSD 4K-12 student-per-unit

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Projection Methodology Overview

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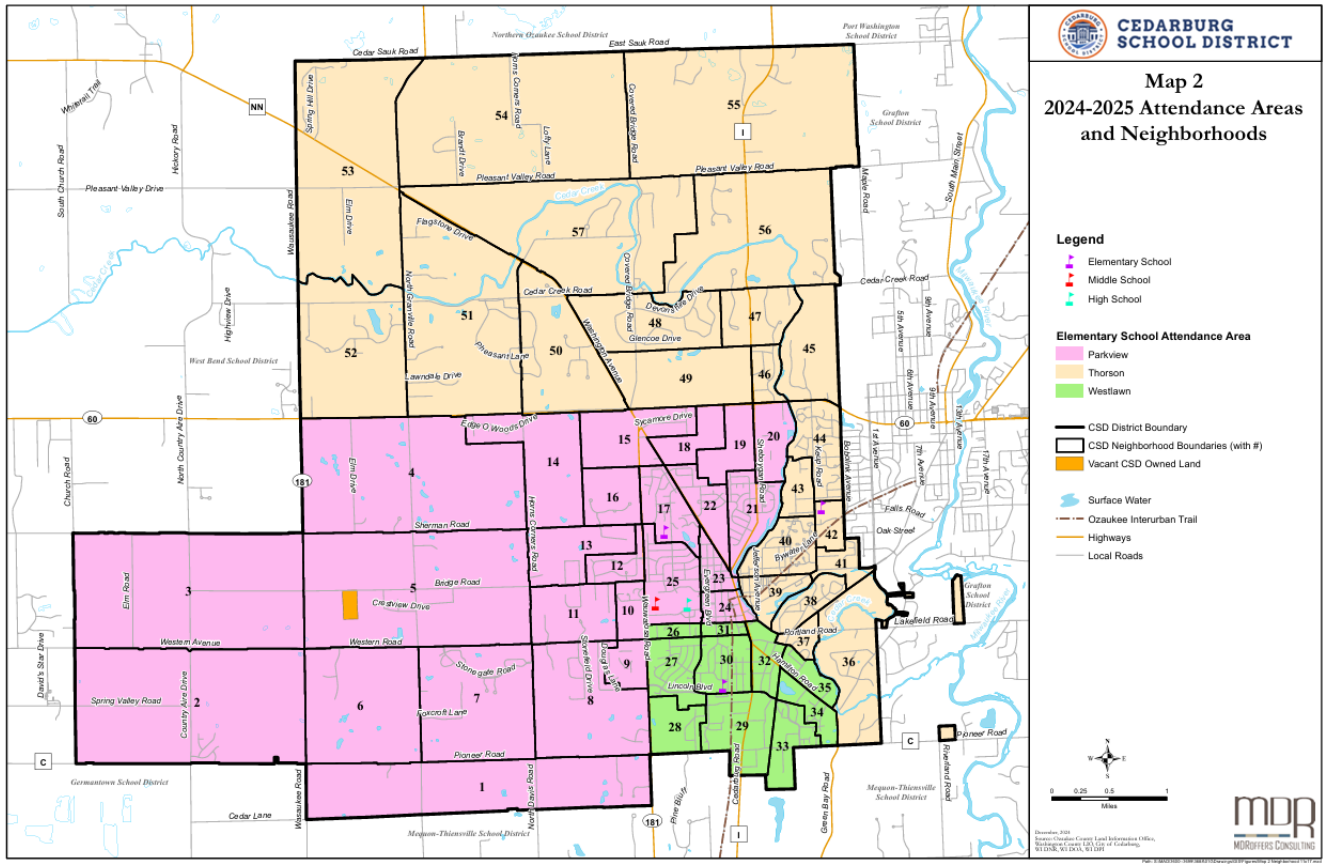
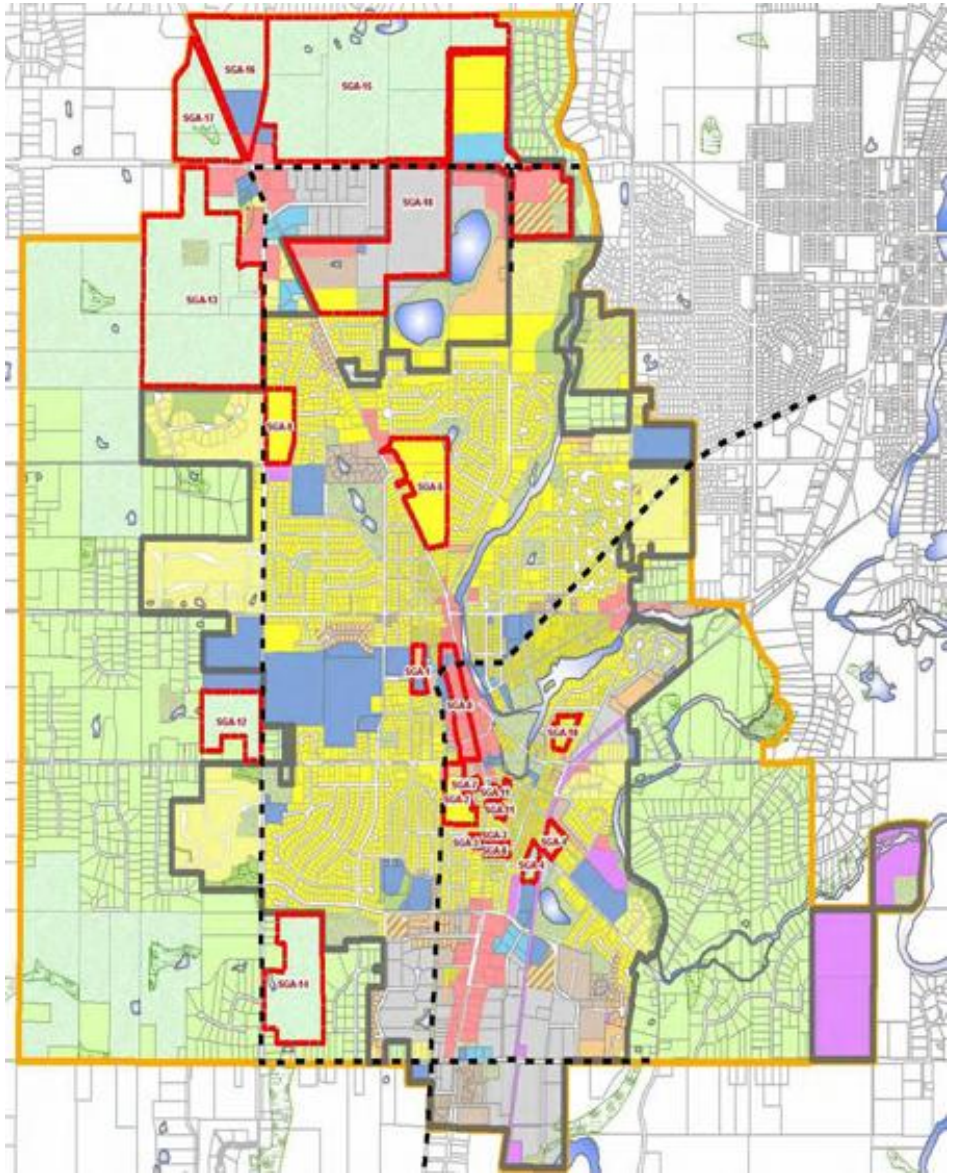
Methodology Overview

1. Divided CSD into 57 neighborhoods, based on attendance areas, subdivisions, major roads, Cedar Creek, municipal boundaries, City growth areas
2. Allocated housing units by neighborhood as of Oct 2024
3. Calculated current student-per-housing unit ratios for each grade group and each neighborhood using Oct 2024 student addresses



Methodology Overview

4. Analyzed demographic change and new housing expectations for each neighborhood, using municipal plans →, recent and pending developments, and discussions with planners & developers
5. Projected housing growth for 2027, 2030, 2035, and 2040 within each neighborhood
6. Projected CSD student-per housing unit ratios for each neighborhood, year, and grade group



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Source: City of Cedarburg Comprehensive Plan

Methodology Overview

7. Multiplied projected housing units by student-per-housing unit ratios in each neighborhood to arrive at CSD resident student enrollment projections
8. Assigned projected resident students to each school for 2027, 2030, 2035, and 2040 based on current elementary school attendance areas
9. Enhanced resident enrollment projections by school to include open-enrollment-in students, for "total students in seats" projections

Housing Projections

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Overview of Housing Projections

- We project 1,847 new housing units in the CSD by 2040 (~115 per year), similar to the pace over past decade (~108 per year)
  - Greater pace projected in 2020s vs 2030s
- Expectations for housing construction based on:
  - Significant development breaking ground in 2025 and 2026
  - City plans and policies for more housing development
  - Cedarburg Housing Data Report showed demand of 1,300 new units by 2040
  - Interest and investment from regional developers and home builders
  - Availability of developable land with access to roads, utilities, schools, and parks
  - "Significantly Exceeds Expectations" school district, per DPI

Overview of Housing Projections

- 48% projected to be single-family homes
- 52% projected to be multiple-family units of some type (townhomes, duplexes, apartments, condominiums, senior)
- Multiple-family % due to City support, market demand, changing demographics, decreasing household sizes
- Projections do not factor in a 2008-2011 style recession. If one occurs, expect fewer units.

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Overview of Housing Projections – City of Cedarburg

- 1,300+ new housing units by 2040
- Average of 82 units per year, lower than over past decade (89 units/year)
- By mid-2030s, increasing scarcity of easily developable land in the City, decreasing annual pace of new housing development after 2035
- ~62% of units projected as multiple-family

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Housing Projections Overview – Village of Grafton part of CSD

- 300+ new housing units by 2040
- Most will be developed over the next several years in Stonewall Farms and Hawk's Ridge subdivisions (*note: only some of Hawk's Ridge is in the CSD*)
- 50% single-family, 50% multiple-family
- By late-2030s, most remaining land in Village of Grafton part of the CSD will be built out

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Housing Projections Overview – Town of Cedarburg

- 170+ new housing units by 2040
- 11 new housing units per year, similar to the past decade
- All will be single-family homes
- By 2040, similar to the City, there will be an increasing scarcity of easily developable, vacant land in the Town

Housing Projections – By Elementary Attendance Area

- **50%** of all new housing projected in the CSD is projected to occur in the current Thorson Elementary School attendance area, including about **80%** of all new projected single-family homes
- This is important, given higher student generation ratios from new single-family homes compared to other types of housing

Figure 11: Housing Unit Projections by Current Elementary School Attendance Area

2024-25 Elementary School Attendance Area	Estimated/Projected Housing Units within 2024-25 Attendance Area					Projected Total Housing Unit Increase 2024 – 2040	Projected Single-Family Home Increase 2024 - 2040
	Oct. 2024	2027	2030	2035	2040		
Parkview	3,292	3,473	3,689	3,840	4,010	**+718**	**+163**
Thorson	3,004	3,190	3,413	3,692	3,922	**+918**	**+687**
Westlawn	2,531	2,600	2,601	2,662	2,742	**+211**	**+29**
TOTAL	**8,827**	**9,263**	**9,703**	**10,194**	**10,674**	**+1,847**	**+879**

Student Enrollment Projections

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Enrollment Projections – Total Enrollment (4K-12)

- Between October 2024 and 2040, we project an **increase of 177 4K-12 students**
  - ➢4K-5 enrollment: +91 students
    - Westlawn ES: -27 students; Parkview ES: -53 students; Thorson ES: +170 students
  - ➢6-8 enrollment: +26 students
  - ➢9-12 enrollment: +60 students
- Small, but steady, year-over-year increases projected through 2040, due to increasing housing development and projected slight increase in births in the 2020s

Comparing Enrollment Projections to Current Building Capacities

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Enrollment Projections to Current Building Capacity

- Overall, projected 4K-5 enrollment in 2040 is *below* the combined maximum capacity of the three current elementary buildings
- However, assuming no attendance area changes, we project grade 4K-5 enrollment at Thorson Elementary exceeding its maximum building capacity by the late-2030s, with excess capacity at both Westlawn and Parkview Elementary

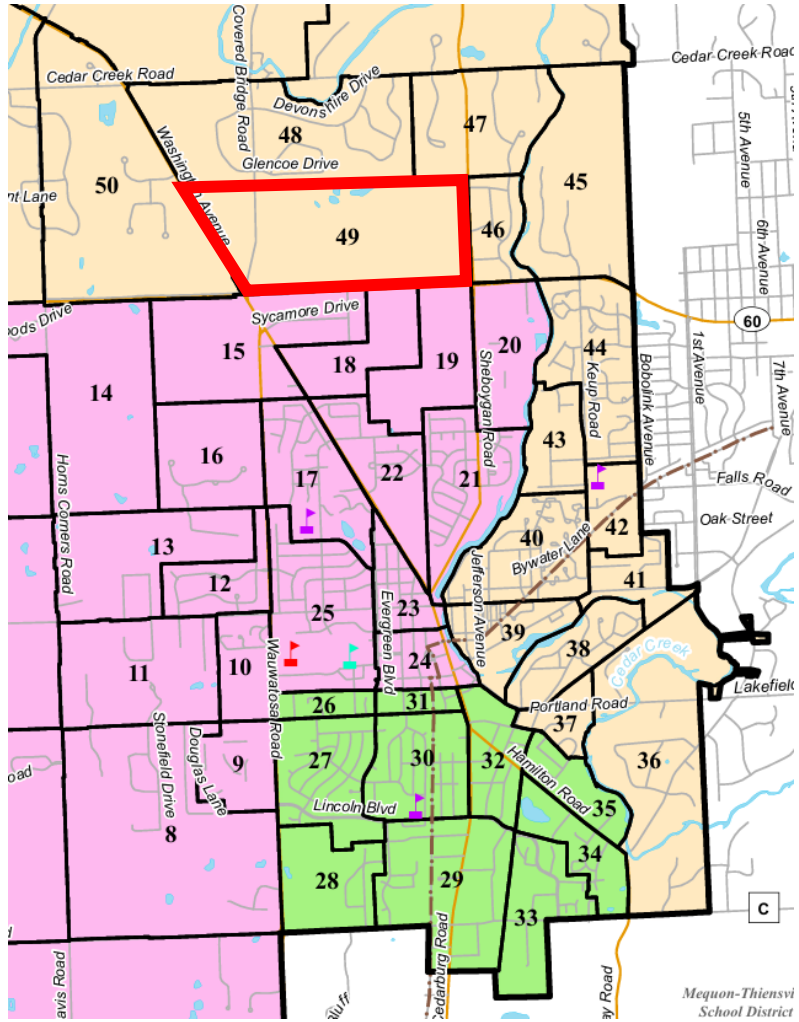
Figure 12: CSD Projected Resident Enrollment Compared to Current Building Capacities

School	Resident Student Enrollment October 2024 [1]	Resident Student Enrollment Projections [2]				Projected Enrollment Change, 2024-2040	Maximum Building Capacity [3]
		Sept. 2027	Sept. 2030	Sept. 2035	Sept. 2040		
Parkview Elementary (4K-5)	485	468	455	450	432	-53	640
Thorson Elementary (4K-5)	494	515	560	608	664	+170	640
Westlawn Elementary (4K-5)	271	266	265	258	244	-27	345
Grades 4K-5 Total	**1,250**	**1,248**	**1,280**	**1,316**	**1,341**	**+91**	**1,625**
Webster Middle (6-8)	**645**	**628**	**625**	**660**	**671**	**+26**	**860**
Cedarburg High (9-12)	**986**	**1,022**	**1,030**	**1,026**	**1,046**	**+60**	**1,260**
Grades 4K-12 Total	**2,881**	**2,898**	**2,935**	**3,002**	**3,058**	**+177**	**3,745**

No projected MS or HS capacity issues

Enrollment Projections to Current Building Capacity

- The CSD could consider attendance area shifts to better balance projected enrollment among its three elementary schools
- Most straightforward: shifting N49 from Thorson to Parkview, ideally before students emerge from the Covered Bridge development
- Shifting N49 results in projected enrollment under maximum capacity at all three schools through 2040



Elementary School Attendance Area

- Parkview
- Thorson
- Westlawn

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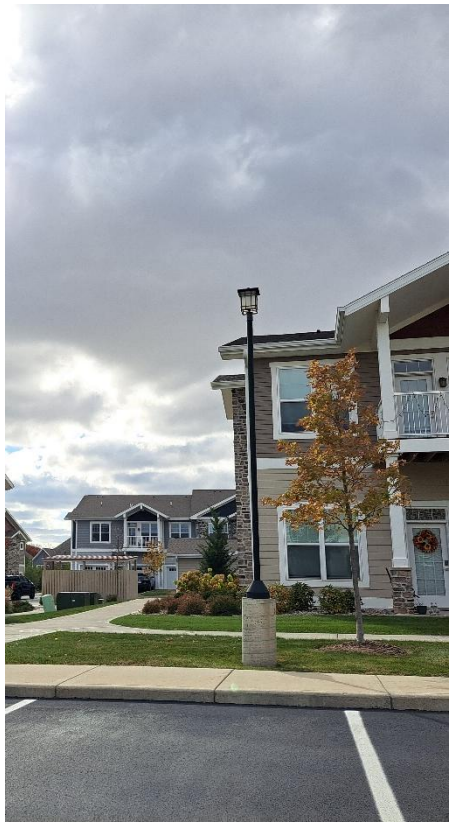
Community Growth & Student Enrollment Projections

February 12, 2025



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Appendix B

HISTORICAL POPULATION GROWTH RATES OF THE CITY OF CEDARBURG

YEARS	POPULATION	NET POP. INCREASE PER DECADE	% INCREASE PER DECADE	ANNUAL % INCREASE
1960	5,191	--	--	--
1960 – 1970	7,696 (1970)	2,505	48.2%	4.8%
1970 – 1980	9,005 (1980)	1,309	17.0%	1.7%
1980 – 1990	10,086 (1990)	1,081	12.0%	1.2%
1990 – 2000	11,160 (2000)	1,074	10.6%	1.1%
2000 – 2010	12,625 (est. 2010)	1,515 (est.)	13.5% (est.)	1.35% (est.)

Appendix B

HISTORICAL POPULATION GROWTH RATES OF THE CITY OF CEDARBURG

YEARS	POPULATION	NET POPULATION INCREASE PER DECADE	% INCREASE PER DECADE	ANNUAL % INCREASE
1960	5,191	--	--	--
1960 – 1970	7,696 (1970)	2,505	48.20%	4.80%
1970 – 1980	9,005 (1980)	1,309	17.00%	1.70%
1980 – 1990	10,086 (1990)	1,081	12.00%	1.20%
1990 – 2000	11,160 (2000)	1,074	10.60%	1.10%
2000 – 2010	11,412 (2010)	252	2.30%	0.23%
2010 - 2020	12,121 (2020)	709	6.20%	0.62%

raSmith

CREATIVITY BEYOND ENGINEERING

MEMORANDUM

DATE: April 4, 2025

TO: Mikko Hilvo, City of Cedarburg Administrator
Eric Ryer, Town of Cedarburg Administrator

FR: Pat Hawley, P.E., PTOE, RSP
Shana Brummond, P.E., PTOE

RE: Cedarburg Traffic & Access Planning Study

INTRODUCTION

The City of Cedarburg and Town of Cedarburg have several undeveloped parcels where development is either planned or anticipated in the future along the WIS 60 corridor. The communities initiated a transportation planning study to achieve the following goals:

1. Coordinate with WisDOT on the future of WIS 60. WIS 60 is a state highway; and therefore, all design and access decisions are WisDOT's responsibility.
2. Identify the future typical sections of the major public roadways and the traffic control and geometry (including roundabouts) at the major intersections in the study area needed to accommodate the planned developments. The ultimate roadway design will be determined by WisDOT.
3. Develop an access plan for the WIS 60 corridor that can be shared with developers to guide their site planning process. Future access locations will be determined by WisDOT.
4. Estimate the geometry of the development access intersections with the public street network based on planned or anticipated development plans. This is intended to provide a preliminary assessment of the intersection geometry and traffic control for planning purposes. WisDOT will ultimately require each development seeking access to WIS 60 to submit a traffic impact analysis (TIA) study to define their specific transportation improvement needs as part of their WisDOT approval. The WisDOT TIA is often also used as part of the municipal approval process.

raSmith was retained by the City and Town to prepare a traffic planning study to identify future developments, traffic forecasts, evaluate potential access locations and preliminary intersection geometry to address the goals outlined above. This technical memorandum summarizes the procedures, findings and recommendations of the study.

STUDY AREA

Based on coordination with the City and Town, the project study area includes the following roadway segments:

- WIS 60 from Horns Corners Road to Keup Road
- Washington Avenue from WIS 60 to Bridge Road
- Sheboygan Road (County I) from WIS 60 to Washington Avenue

The study area roadways are described below.

WIS 60 is an east-west arterial. It is a two-lane undivided roadway that widens to a four-lane median divided roadway east of Forward Way to east of Sheboygan Road/County I. Year 2023 Annual Average Daily Traffic (AADT) volume reported by WisDOT along WIS 60 was 15,700 vehicles per day (vpd) east of Washington Avenue (WIS 181/County NN). The posted speed limit along WIS 60 changes at approximately 1,650 feet west of Washington Avenue (55 miles per hour (mph) to the west and 45 mph to the east).

Washington Avenue is a two-lane undivided roadway with a northwest-southeast orientation within the study area. Washington Avenue is designated as WIS 181 for the section between Sycamore Drive and WIS 60. The roadway is also designated as County NN north of WIS 60. The WisDOT Year 2023 AADT volume was 9,900 vpd between WIS 60 and Sycamore Drive. The posted speed limit along Washington Avenue is 35 mph south of WIS 60 and decreases to 25 mph north of Cambridge Avenue. The posted speed limit is 55 mph to the north of WIS 60.

Sheboygan Road/County I is a two-lane undivided roadway that widens to a four-lane median divided section at the intersection with WIS 60. The WisDOT Year 2023 AADT volume along Sheboygan Road was 3,900 vpd south of WIS 60. The posted speed limit along Sheboygan Road/County I is 25 mph north of Washington Avenue that increases to 45 mph north of Henry Court. The posted speed limit on County I is 55 mph to the north of WIS 60.

The study area includes the following seven intersections, as shown in Exhibit 1:

- WIS 60 & Horns Corners Road – two-way stop control
- WIS 60 & Washington Avenue (WIS 181/County NN) & Covered Bridge Road – traffic signal
- WIS 60 & Sheboygan Road/County I – traffic signal
- WIS 60 & Keup Road – traffic signal
- Washington Avenue & Sycamore Drive – all-way stop control
- Washington Avenue & Sheboygan Road (County I)/Elm Street – one-way stop control
- Washington Avenue & Bridge Road – traffic signal

The existing transportation system is shown in Exhibit 2. The WisDOT has a resurfacing project planned for WIS 60 from Five Corners Drive to 1st Avenue. No geometric modifications are expected as part of the resurfacing project. The project will include replacing the traffic signals at the WIS 60 intersections with Washington Avenue (STH 181/County NN), Sheboygan Road/County I, and Keup Road. Construction is currently scheduled for Year 2030, which may advance to Year 2028 if funding is available.

APPROACH & METHODOLOGY

This study is intended to assist in planning for future developments within the two communities. The study was comprised of four main elements including existing conditions, future developments, future traffic and transportation planning analysis as outlined below.

Existing Conditions

raSmith obtained recent WisDOT daily traffic volumes for the study roadways. Turning movement traffic counts for three of the study intersections were obtained from WisDOT. Traffic counts at the remaining intersections were collected as part of project. raSmith documented the existing geometry for the study area and the intersection traffic control.

Future Developments
The City and Town identified currently planned developments, as well as sites where development is likely to occur by the Year 2050, in each of their communities. The City and Town identified the development locations, the planned/anticipated land use types and their planned/anticipated sizes.

Future Traffic
The Southeastern Wisconsin Regional Planning Commission (SEWRPC) provided Year 2050 daily traffic forecasts for the study corridors and peak hour turning movement forecasts for the study intersections. The SEWRPC forecasts accounted for the future developments identified by the municipalities.

raSmith developed trip generation estimates for the future development sites and assigned peak hour trips to the site driveways. Since the SEWRPC forecasts included the communities' development plans, the raSmith trip assignments were only applied to the developments' driveways, and not to the public study area intersections, to avoid double counting.

SEWRPC's WIS 60 through traffic forecasts at the public intersections were carried to the adjacent site driveways to develop the through traffic volumes at the private driveways. This approach blends two traffic forecasting methodologies, which results in some traffic imbalances along the corridor.

Transportation Planning Analysis
Traffic analysis was conducted for the Year 2050 peak hours for the existing public street intersections and the anticipated development driveway intersections. While overlapping, the goals for the public street intersections and the future development driveway intersections were slightly different.

The goal for the public street intersection analysis was to identify the likely typical section(s) along WIS 60 (two lane undivided vs three-lane TWLTL vs four-lane median divided), future traffic control options, and the functional area of the public intersections. The functional area determination was then used to establish anticipated access windows along WIS 60 for the development sites.

The goal of the development driveway intersection analysis was to estimate the anticipated intersection size and traffic control based on the traffic generated by the assumed land use types and sizes. In addition, the level of access was evaluated to determine if full access or restricted access could be provided based on the operational analysis. The future development access windows were chosen to provide adequate spacing between adjacent intersections and/or to align with access on the opposite side of WIS 60.

Potential improvement options were identified to achieve acceptable traffic operations at all study intersections and driveways. Traffic signals and roundabouts were identified as potential future intersection controls at several intersections. Traffic signal warrants were not conducted, and their identification was based on the peak hour volumes and the intersections' operations under two-way stop control.

It should be stressed this study is a planning level evaluation to provide guidance for future development and access along the WIS 60 corridor. WisDOT will require each development to prepare a traffic impact analysis (TIA) study to analyze the specific conditions of each site. The TIAs will also be used by each municipality as part of their formal review process. The ultimate driveway access locations, design and traffic control will be determined by WisDOT through the TIA process.

EXISTING CONDITIONS

WisDOT provided weekday intersection turning movement traffic counts for three intersections, and raSmith retained Gewalt Hamilton & Associates, Inc. (GHA) to collect weekday peak period turning

movement traffic counts for the remaining intersections. Details of the intersection traffic counts are summarized in Table 1.

Table 1
Intersection Turning Movement Count Collection Summary

Intersection	Weekday Count Period	Count Date	Source
WIS 60 & Horns Corners Road	6:00am to 9:00am and 3:00pm to 6:00pm	9/5/2024	GHA
WIS 60 & Washington Avenue (WIS 181/County NN) & Covered Bridge Road	6:00am to 7:00pm	11/14/2023	WisDOT
WIS 60 & Sheboygan Road/County I	6:00am to 7:00pm	11/14/2023	WisDOT
WIS 60 & Keup Road	6:00am to 7:00pm	11/14/2023	WisDOT
Washington Avenue & Sycamore Drive	6:00am to 9:00am and 3:00pm to 6:00pm	9/5/2024	GHA
Washington Avenue & Sheboygan Road (County I)/ Elm Street	6:00am to 9:00am and 3:00pm to 6:00pm	9/5/2024	GHA
Washington Avenue & Bridge Road	6:00am to 9:00am and 3:00pm to 6:00pm	9/5/2024	GHA

Based on the traffic counts, the existing weekday morning peak hour was identified to be 7:00 to 8:00am and weekday evening peak hour was identified to be 4:30 to 5:30pm. The existing traffic volumes are summarized in Exhibit 3. Traffic counts are provided in Appendix A.

raSmith collected the existing roadway geometrics, speed limits, and traffic control in the study area. The existing transportation system is shown in Exhibit 2.

FUTURE DEVELOPMENTS

The City and Town identified vacant sites in their respective communities where development is currently planned or development is likely to occur at some future time. The communities are currently at different phases of their development plans. The City has several developments in progress. Whereas the Town is in the midst of a zoning code update, and they are using this traffic planning exercise to help identify future potential transportation needs. Exhibit 4 shows the development sites included in the study, Exhibit 5 shows their anticipated land uses, and Table 2 summarizes the land use assumptions used for the traffic study. It should be stressed the land use types and sizes shown in Table 2 are purely assumptions for those sites with a status of “no current plans”, and the actual development plans are yet to be determined.

raSmith

Table 2
Future Development Sites

Site	Land Use Type & Size Assumed for the Traffic Study	Potential Access	Status
1	Athlete Performance (62,301 SF) Children's Wisconsin Clinic (9,992 SF)	Utilizes existing access on WIS 60 for Korb Sports Complex.	Athlete Performance opened in 2024.
2*	Commercial (14,400 SF) Office (14,400 SF) Residential (11 homes)	Future access driveway on WIS 60	No current plans
3	Cedarburg Professional Center (30,300 SF)	Plan to utilize existing access on WIS 60 for Korb Sports Complex.	Approved project. Pending plan submittal from developer.
4*	Future Coffee Shop (2,000 SF)	Utilize existing access on WIS 60 for Korb Sports Complex.	No current plans
5*	Commercial (24,200 SF) Restaurant (5,000 SF) Office (29,200 SF) Residential (20 homes)	Future access driveway on WIS 60.	No current plans
6*	Commercial (27,360 SF)	Future access driveway on WIS 60.	No current plans
7*	Commercial (19,200 SF) Office (19,200 SF)	Future access driveway on WIS 60.	No current plans
8*	Commercial (72,250 SF) Restaurant (5,000 SF) Office (25,750 SF) Residential (8 homes)	Future access driveway on WIS 60.	No current plans
9*	Commercial (73,500 SF) Fast Food Restaurant (3,000 SF) Office (25,500 SF) Residential (36 homes)	Future access driveway on WIS 60. Secondary access on County NN (serve residential only)	No current plans
10	Residential (422 homes)	Future access driveway on WIS 60. Secondary access on County I.	Concept plans pending
11	Existing Wilo (250,500 SF) Phillipp Lithographing Co. (30,700 SF) Manufacturing (212,800 SF) Cornerstone Christian Learning Center: Phase 1 (10,650 SF), Phase 2 (5,661 SF)	Utilize Forward Way for access to WIS 60.	Wilo opened in 2022. Phillipp Lithographing Co. and Phase 1 of Cornerstone Christian Learning Center were recently approved.
12	Gas Station with Convenience Market (9,000 SF & 20 VFP) Commercial (145,000 SF) 2 Restaurants (10,000 total SF) Public Park (10 acres)	Future access driveway on WIS 60. Secondary access on Sheboygan Road.	No current plans
13	Residential (300 apartments)	WIS 60 access anticipated to align with Cedar Creek Pkwy. Secondary Sheboygan Rd access anticipated to align with existing median opening.	Concept plans pending
14	Recreational & Complimentary Land Uses (Restaurants, Hotel, Medical Clinic, etc.)	Future access on WIS 181 (1221 Wauwatosa Road driveway)	No current plans
15	Residential (160 homes)	Future access driveway on WIS 181.	No current plans

- Land use assumptions based on draft zoning work being completed by the Town.

Table 2 (continued)
Future Development Sites

Site	Land Use Type & Size Assumed for the Traffic Study	Potential Access	Status
16	Residential (50 homes)	Future access driveway on WIS 181.	No current plans
17	Stone Lake Condominium Development (70 units)	Driveway planned on Susan Lane.	Approved & under construction
18	Residential (71 homes)	Future Sheboygan Rd access on anticipated to align with Colleen Way. Additional access to the south is planned via Holly Lane extension.	Concept plans pending
19	Residential (50 homes)	Future access driveway on Sheboygan Road.	No current plans

* Land use assumptions based on draft zoning work being completed by the Town.

As noted by the asterisks in Table 2, the anticipated land use types and sizes shown for Sites 2, 4, 5, 6, 7, 8 and 9 are for traffic study assumption purposes only based upon the Town's draft zoning work currently underway. The ultimate land uses and project sizes will be determined by final approved zoning and future development project proposals.

FUTURE TRAFFIC

raSmith developed Year 2050 traffic volumes based on the SEWRPC traffic forecasts for the study intersections and trips estimated for the developments along the WIS 60 corridor as discussed in this section.

TRAFFIC FORECASTS

SEWRPC prepared Year 2050 average weekday daily traffic (AWDT) forecasts for the study corridors and peak hour turning movements for the study intersections. The SEWRPC forecasts include the future development sites identified in Table 2. To compare the SEWRPC forecasts to WisDOT's published daily traffic values, the AWDT was converted to AADT. The existing and Year 2050 daily traffic (AADT) forecasts are shown in Exhibit 6. The Year 2050 intersection traffic volumes are shown in Exhibit 7.

SEWRPC's Year 2050 traffic forecast is provided in Appendix B.

DEVELOPMENT TRAFFIC

Trip Generation

Development traffic for each site was estimated using ITE's *Trip Generation Manual*, 11th Edition. The driveway trips were not adjusted for linked and pass-by trips to provide a more conservative trip estimate. Trip generation for sites with future access to WIS 60 (Sites 1 through 13) are provided in Appendix C. For the sites with no direct access to WIS 60 (Sites 14 through 19), trip generation and assignment were not conducted. The approach for sites 14 through 19 is consistent with the overall study goals and methodology. The traffic generated by sites 14 through 19 is included in SEWRPC's forecasts (as are sites 1 through 13), but without direct access to WIS 60, their driveway volumes will not impact the WIS 60 typical section or the WIS 60 intersections' functional areas.

Trip Distribution & Assignment

The following trip distribution was developed based on the existing traffic patterns and anticipated traffic patterns with future developments.

West of WIS 181/County NN/Covered Bridge Road:

- WIS 60 to/from the east: 65%
- WIS 60 to/from the west: 35%

East of WIS 181/County NN/Covered Bridge Road:

- WIS 60 to/from the east: 55%
- WIS 60 to/from the west: 45%

Trips generated by future development sites were assigned to their access driveway based on the above trip distribution, as shown in Exhibits 8A and 8B.

All the development trips were assigned to WIS 60 for the purpose of this study. It is anticipated that Sites 8, 9, 10, 12 and 13 may have some type of access to the side streets.

As noted previously, development trips were not assigned to the public street intersections since the SEWRPC traffic forecasts included future developments in the area. The WIS 60 through traffic from the SEWRPC forecasts was used to develop the through traffic for the adjacent driveways.

TRANSPORTATION PLANNING ANALYSIS

Transportation planning analysis was conducted for the following two scenarios:

- Year 2050 operations without improvements. This scenario analyzes the public street intersections only (no driveways) utilizing the existing intersection geometrics and traffic control. This analysis scenario provides a baseline for the study intersections without improvements.
- Year 2050 operations with improvements. The improvements analysis includes both the public street and the driveway intersections. It includes future access locations and recommends potential improvement options.

It should be noted both scenarios utilize identical Year 2050 traffic volumes at the public street intersections. The two differences are the inclusion of the anticipated development driveways and the inclusion of intersection improvements for the second scenario

The study intersections were analyzed using the procedures set forth in the Highway Capacity Manual 7th Edition (HCM7). The signalized and stop controlled intersections were analyzed with Synchro and the roundabouts were analyzed with HCS. Level of Service (LOS) is a quantitative measure from the HCM referring to the overall quality of flow at an intersection. LOS ranges from very good, represented by LOS “A,” to very poor, represented by LOS “F.” For analysis and design purposes, LOS “D” was used to define acceptable peak hour operating conditions.

The planning analysis was based on the following parameters:

- Analysis of the driveways utilized defaults for peak hour factor (0.92) and heavy vehicle percentages (2%).
- Maintaining the existing four-lane median divided section on WIS 60 between Forward Way and approximately 1,150 feet east of Sheboygan Road/County I.
- Future traffic signals between Site 5 Driveway/Site 6 Driveway and Sheboygan Road/County I would operate as a coordinated signal system. The coordinated signal system analysis does not include pedestrian phase (walk/flashing don’t walk) to cross WIS 60 or side streets. The pedestrian phases are anticipated to be push button activated.

YEAR 2050 OPERATIONS WITHOUT IMPROVEMENTS (PUBLIC STREETS ONLY, NO DRIVEWAYS)
The Year 2050 traffic analysis for the public street intersections with the existing transportation system is shown in Exhibit 9. While the development traffic is included in the Year 2050 traffic volumes, the development driveways were not analyzed in this scenario.

Based on the Year 2050 traffic analysis, the southbound approach of the WIS 60 intersections with Horns Corners Road is expected to operate at LOS F conditions during the weekday evening peak hour. The WIS 60 intersection with Washington Avenue (WIS 181/County NN) & Covered Bridge Road is expected to have several movements operating at LOS E/F conditions during the peak hours. The WIS 60 intersection with Keup Road is expected to have movements operating at LOS E/F conditions. Improvements to address the unacceptable traffic operations are provided in the improvements section.

Details of the Year 2050 traffic operational analysis with existing transportation system are provided in Appendix D.

YEAR 2050 OPERATIONS WITH IMPROVEMENTS (INCLUDES DRIVEWAYS)
The Year 2050 total traffic analysis with improvements included the study intersections and the development driveways. Exhibits 10,11 and 12 show the anticipated sites, recommended access windows and potential improvement options anticipated to accommodate the Year 2050 total traffic conditions. The potential improvements options and access locations are detailed below.

Potential Improvement Options
Some of the future driveways are expected to operate unacceptably with the existing two-lane undivided WIS 60 cross section. As part of the WisDOT TIA process, an intersection control evaluation (ICE) will analyze different intersection control options and determine the recommended intersection control. For this planning study, the following intersection control options were evaluated for the WIS 60 intersections and driveways.

Two-Way Stop Control With Raised Median: A raised median could be constructed on WIS 60 to provide storage to perform northbound and southbound left-turn and through movements in two stages (proceed from the stop bar to the median in stage 1, and accelerate from the median into the WIS 60 travel lane in stage 2). WisDOT recommends a minimum 24-foot wide median to accommodate two-stage left-turn and through movements.

Traffic Signal: A future traffic signal could be installed when warranted.

Roundabout: A future roundabout could be constructed when traffic signal warrants are met. WisDOT currently requires traffic signal warrants to be met to consider a roundabout. Roundabouts are not recommended in close proximity of a signalized intersection due to the dispersion of platoons created by traffic signals.

The results of the Year 2050 total traffic analysis with improvements is provided in Appendix E. As shown in Appendix E, the intersections are expected to operate acceptably with the improvement options shown in Exhibits 10, 11 and 12. The intersection type and traffic control is highlighted in the following sections, while the intersections' specific recommended geometry is shown in Exhibits 10-12.

WIS 60 & Horns Corners Road Intersection

- Two-Way Stop Control Option:
  - Consider providing a raised median section on the WIS 60 approaches to accommodate two-stage crossing.

- Roundabout Option:
    - Consider a single lane roundabout. *Traffic signal volume warrants are not expected to be met with the Year 2050 volumes based on the land use assumptions used in this study. A roundabout may be warranted based on safety needs.*

WIS 60 & Site 2 Driveway Intersection

- The Site 2 Driveway is anticipated to operate under one-way stop control. Based on Year 2050 traffic analysis, the southbound approach is expected to operate at LOS E conditions during the weekday evening peak period. HCM can overestimate delays for stop controlled intersections, and for the purposes of this study, it is shown with stop control. The site's future WisDOT TIA will identify the specific improvement requirements.

WIS 60 & Korb Sports Complex Driveway Intersection

- One-Way Stop Control Option:
    - Consider providing a raised median section on the WIS 60 approaches to accommodate two-stage crossing.
- Roundabout Option:
    - Consider a single lane roundabout. *Traffic signal volume warrants are not expected to be met with the Year 2050 volumes based on the land use assumptions. A roundabout may be warranted based on safety needs.*

WIS 60 & Site 5 Driveway/Site 6 Driveway Intersection

- Traffic Signal Control Option:
    - Consider installing a traffic signal when warrants are met. Coordinate future traffic signal with the adjacent traffic signals on WIS 60 to improve corridor operations.
- Roundabout Option:
    - Consider a single lane roundabout.
    - A roundabout at Site 5 Driveway/Site 6 Driveway would likely require the WIS 60 intersection with Washington Avenue to operate under roundabout control as well.

WIS 60 & Site 7 Driveway/Site 8 Driveway Intersection

- Traffic Signal Control Option:
    - Consider installing a traffic signal when warrants are met. Coordinate future traffic signal with the adjacent traffic signal at the WIS 60 intersection with Washington Avenue (WIS181/County NN) and Covered Bridge Road to improve corridor operations.
- Roundabout Option:
    - Consider a single lane roundabout.
    - A roundabout at Site 7 Driveway/Site 8 Driveway would likely require the WIS 60 intersection with Washington Avenue to operate under roundabout control as well.

WIS 60 & Washington Avenue (WIS 181/County NN) & Covered Bridge Road Intersection

- The intersection is expected to operate with several movements at LOS E/F conditions with the existing geometry. A four-lane WIS 60 is anticipated to be needed to accommodate the Year 2050 volumes at the five-legged intersection.
- Coordinate traffic signal with the adjacent future traffic signals on WIS 60.

A multi-lane roundabout would be challenging at this five-legged intersection due to the skews of the roadways and the right-of-way impacts anticipated with the realignment of the skewed approach legs. Maintaining a signalized intersection at five-corners may limit the ability to introduce roundabouts along the WIS 60 corridor.

WIS 60 & Site 9 Driveway Intersection

- Traffic Signal Control Option:
  - Consider installing a traffic signal when warrants are met. Coordinate future traffic signal with the adjacent traffic signal at the WIS 60 intersection with Washington Avenue (WIS 181/County NN) and Covered Bridge Road to improve corridor operations.
- Roundabout Option:
  - Consider a single lane roundabout.
  - A roundabout at Site 9 Driveway would likely require the WIS 60 intersections with Washington Avenue and Forward Way to operate under roundabout control as well.

WIS 60 & Forward Way/Site 10 Driveway Intersection

- Traffic Signal Control Option:
  - Consider installing a traffic signal when warrants are met. Coordinate future traffic signal with the adjacent traffic signal at the WIS 60 intersection with Sheboygan Road/County I to improve corridor operations.
- Roundabout Option:
  - Consider a single lane roundabout.
  - A roundabout at Forward Way/Site 10 Driveway would likely require the WIS 60 intersection with Sheboygan Road/County I to operate under roundabout control as well.

WIS 60 & Site 12 Driveway Intersection

- One-Way Stop Control Option:
  - Restrict the left-out movement with a raised median that allows left-in, right-in and right-out movements. The left-out movement was shown to operate unacceptably under the Year 2050 volumes.
  - The left-out traffic was redistributed to the WIS 60 intersection with Sheboygan Road/County I.
- Roundabout Option:
  - Consider a roundabout with two entry lanes for the eastbound and westbound approaches.
  - A roundabout allows for full access.
  - A roundabout at Site 12 would likely require the WIS 60 intersections with Forward Way and Sheboygan Road/County I to operate under roundabout control as well.

WIS 60 & Sheboygan Road/County I Intersection

- Traffic Signal Option:
  - Coordinate traffic signal with future traffic signals on WIS 60 to improve corridor operations. Based on preliminary analysis, the intersection has surplus capacity and could operate at acceptable levels with fewer travel lanes.
- Roundabout Option:
  - Consider a roundabout with two entry lanes for the eastbound and westbound approaches

WIS 60 & Site 13 Driveway Intersection

- Align driveway with Cedar Creek Parkway and the existing median opening. The future intersection is anticipated to operate under two-way stop control.

WIS 60 & Keup Road Intersection

- Traffic Signal Option:
  - The intersection is planned to continue to operate as an isolated signal due to spacing from adjacent signalized intersections.
- Roundabout Option:
  - Consider a roundabout with two entry lanes for the westbound approach.

Details of the Year 2050 total traffic operational analysis with improvements are provided in Appendix E.

Potential Access Locations

Future access along WIS 60 was evaluated based on WisDOT preferred intersection spacing and the functional area of the existing public street intersections. The functional area was calculated for each approach based on queues from the Year 2050 traffic analysis with improvements and deceleration related to the posted speed limit. raSmith utilized the traffic queues for the following intersection control analysis:

- WIS 60 & Horns Corners Road – future two-way stop control with raised median
- WIS 60 & Washington Avenue (WIS 181/County NN) & Covered Bridge Road – future coordinated traffic signal with improvements
- WIS 60 & Forward Way/Site 10 Driveway – future coordinated traffic signal with improvements
- WIS 60 & Sheboygan Road/County I – future coordinated traffic signal with improvements
- WIS 60 & Keup Road – uncoordinated traffic signal with improvements

The development driveways are recommended to be located outside of the functional areas of adjacent intersections.

WisDOT desires traffic signals be spaced at one quarter to one half mile spacing to provide optimal progression. WisDOT prefers roundabouts be located at the same quarter mile minimum spacing, but there may be instances where shorter intersection spacing is allowed due to roundabout's smaller functional area.

The recommended access windows for the driveways are shown in Exhibits 10, 11 and 12.

IMPROVEMENT TIMEFRAME CONSIDERATIONS

This planning study looked at a Year 2050 analysis year, which assumed all developments were constructed and open; and the study identified the improvements needed to accommodate the total future traffic conditions. In reality, the developments will occur over time over the next 25 years, and interim improvements will likely be needed for each development.

The typical process is for each developer to construct the public roadway improvements triggered by their development based on the WisDOT TIA process and the municipality's approval process. WisDOT outlines the required improvements in an improvement letter issued to the municipality after acceptance of the TIA.

RECOMMENDATIONS AND CONCLUSIONS

The transportation plan and access windows are expected to accommodate the planned and anticipated developments in the City and Town. The improvements identified are based on planning level analysis of the anticipated future developments.

As shown in Exhibits 10-12, a two-lane WIS 60 is expected to accommodate future traffic growth through the Year 2050 west of the Washington Avenue intersection. The Washington Avenue intersection has existing operational challenges due to its five-legged configuration and skewed approaches. Compensating for these challenges will require WIS 60 to operate as a four-lane roadway at the intersection, which will have right-of-way impacts. The intersection is likely to remain signalized under its five-legged configuration. A multi-lane roundabout would be challenging to construct due to the five legs, skews of the roadways and right-of-way impacts resulting from realigning the skewed legs. Maintaining traffic signal control at this intersection may limit the ability to introduce roundabouts elsewhere along the WIS 60 corridor. WIS 60 could operate acceptably as a two-lane roadway east of the Washington Avenue intersection. Considering the existing Sheboygan Road (County I) intersection is already constructed with a four-lane WIS 60, it may not be cost effective to downsize the intersection, despite its surplus capacity.

Each development requesting new access on WIS 60 will be required by WisDOT to conduct a TIA as part of their approval process to determine their access and improvements. WisDOT will seek to limit access to WIS 60 via alternative access to side streets and cross access between adjacent parcels where available.

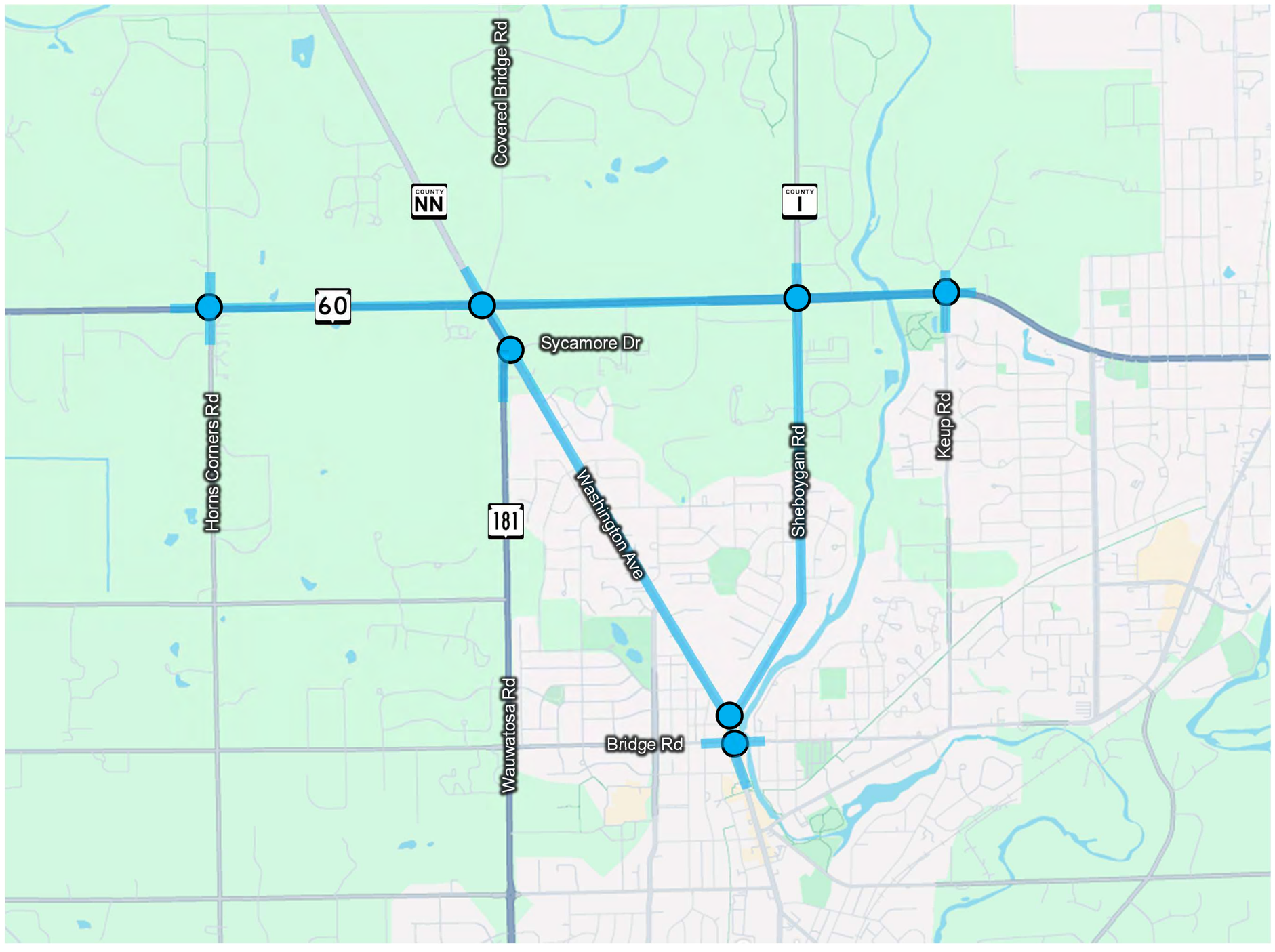
The findings and conclusions presented in this study are based on the current land use assumptions provided by the City and Town, and it provides a vision for the WIS 60 corridor under these assumptions. It is very likely these assumptions will change over time, and thus the study is not binding to the City or Town. The planning study was conducted in such a way that its recommendations are expected to accommodate some modifications to the land use types and sizes. Moderate to major changes in the assumed land use types or intensities could alter the overall recommendations.

EXHIBITS

Exhibit 1 – Study Location Map
Exhibit 2 – Existing Transportation System
Exhibit 3 – Existing Traffic Volumes
Exhibit 4 – Future Development Sites
Exhibit 5 – Future Development Sites Anticipated Land Uses
Exhibit 6 – Existing & Year 2050 Daily Traffic Volumes
Exhibit 7 – Year 2050 Traffic Volumes
Exhibits 8A – Year 2050 Total Traffic Volumes
Exhibit 8B – Year 2050 Total Traffic Volumes
Exhibit 9 – Year 2050 Peak Hour Operating Conditions with Existing Transportation System
Exhibit 10 – WIS 60 Transportation Plan Considerations (West Section)
Exhibit 11 – WIS 60 Transportation Plan Considerations (Center Section)
Exhibit 12 – WIS 60 Transportation Plan Considerations (East Section)

APPENDICES

Appendix A – Traffic Information
Appendix B – SEWRPC Forecasts
Appendix C – Development Trip Generation
Appendix D – Year 2050 Traffic Analysis for Public Street Intersections with Existing Transportation System
Appendix E – Year 2050 Total Traffic Analysis with Improvements



N
W E
S

Legend

● = Study Intersection ▬ = Study Area Roadway Segment

Study Location Map

Exhibit
1

raSmith

(4,230') (675') (2,565') (1,280') (1,805') (2,650')

N W E S

(Not to Scale)

Washington Ave

COUNTY NN

55 MPH

Covered Bridge Rd

35 MPH

60

COUNTY I

Continuous

Horns Corners Rd

45 MPH

Five Corners Dr

Hilltop Dr

Forward Way

Sheboygan Rd

Keup Rd

25 MPH

35 MPH

181

Sycamore Dr

Wauwatosa Rd

Elm St

Bridge Rd

(1,035')

(7,655')

(320')

(1,645')

(2,940')

Legend

= Lane Geometry = Stop Sign = Yield Sign

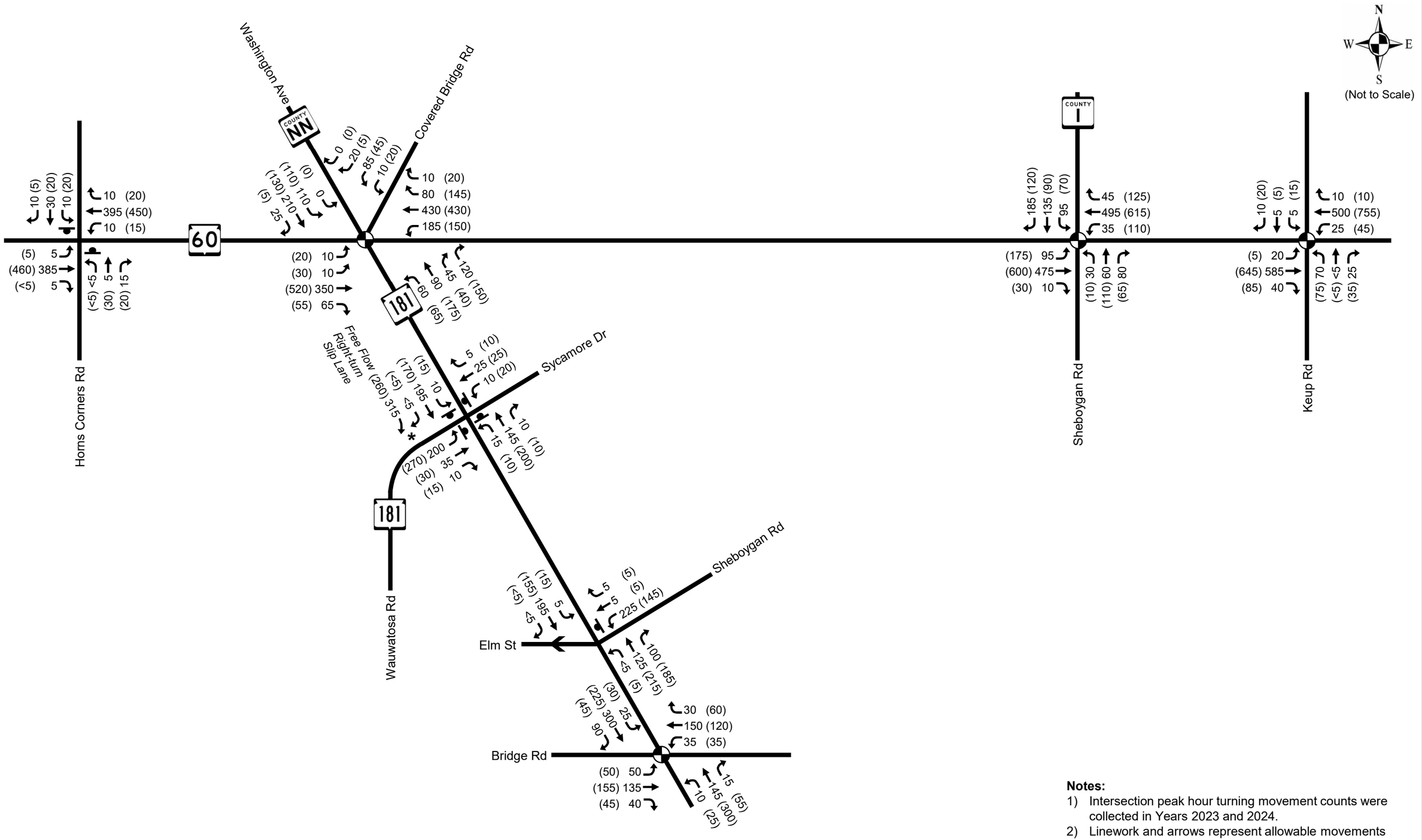
= Traffic Signal XXX' = Turn Bay Storage Length, ft

= Raised Median (XXX') = Intersection Spacing (Centerline-to-Centerline, ft)

Existing Transportation System

Exhibit **2**

raSmith



Notes:

1) Intersection peak hour turning movement counts were collected in Years 2023 and 2024.
2) Linework and arrows represent allowable movements and do not represent actual geometry.

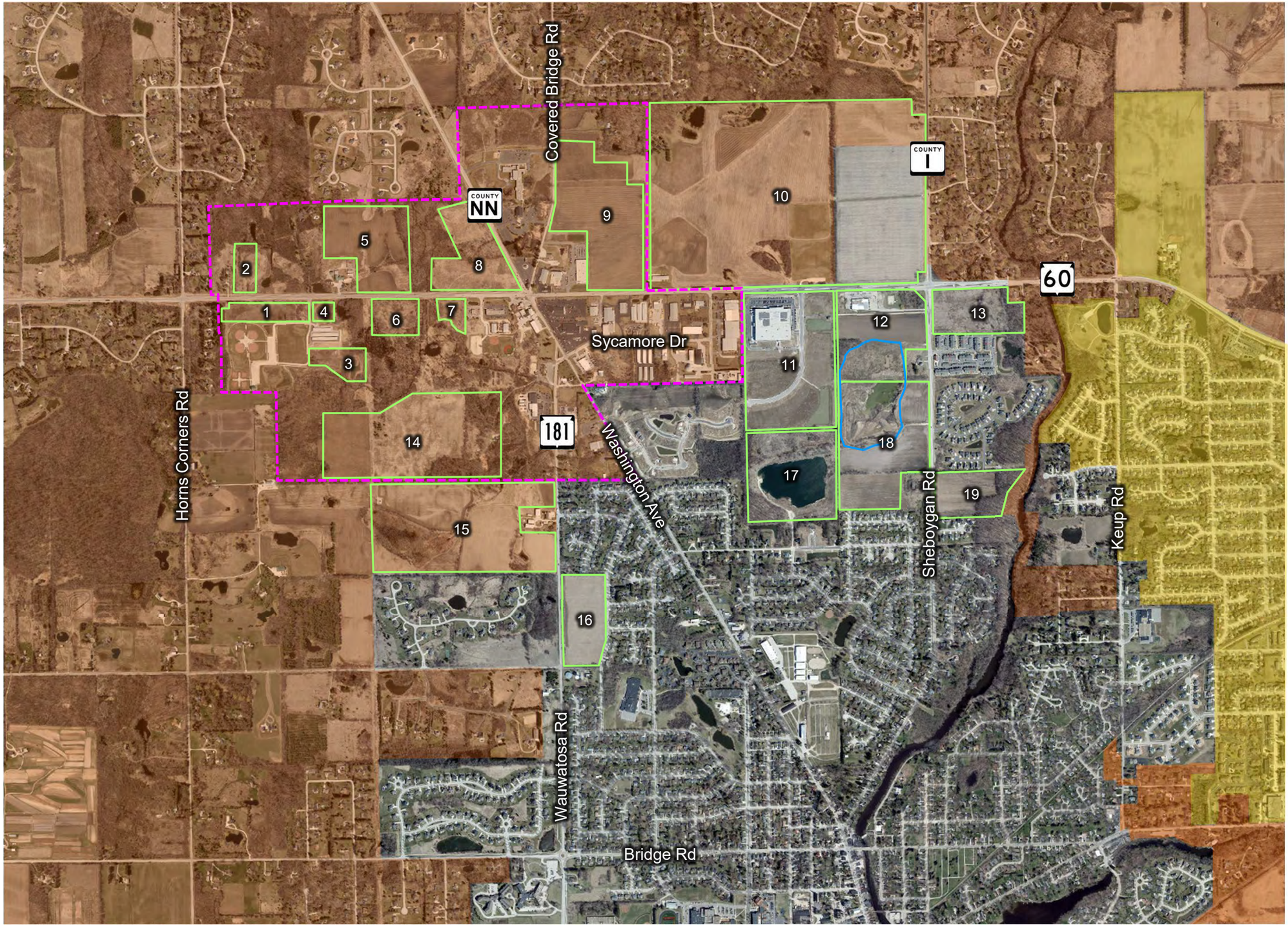
Legend

XX = Weekday Morning Peak Hour Volume (7:00 – 8:00 am)
(XX) = Weekday Evening Peak Hour Volume (4:30 – 5:30 pm)
= Traffic Signal
= Stop Sign

Existing Traffic Volumes

Exhibit **3**

raSmith



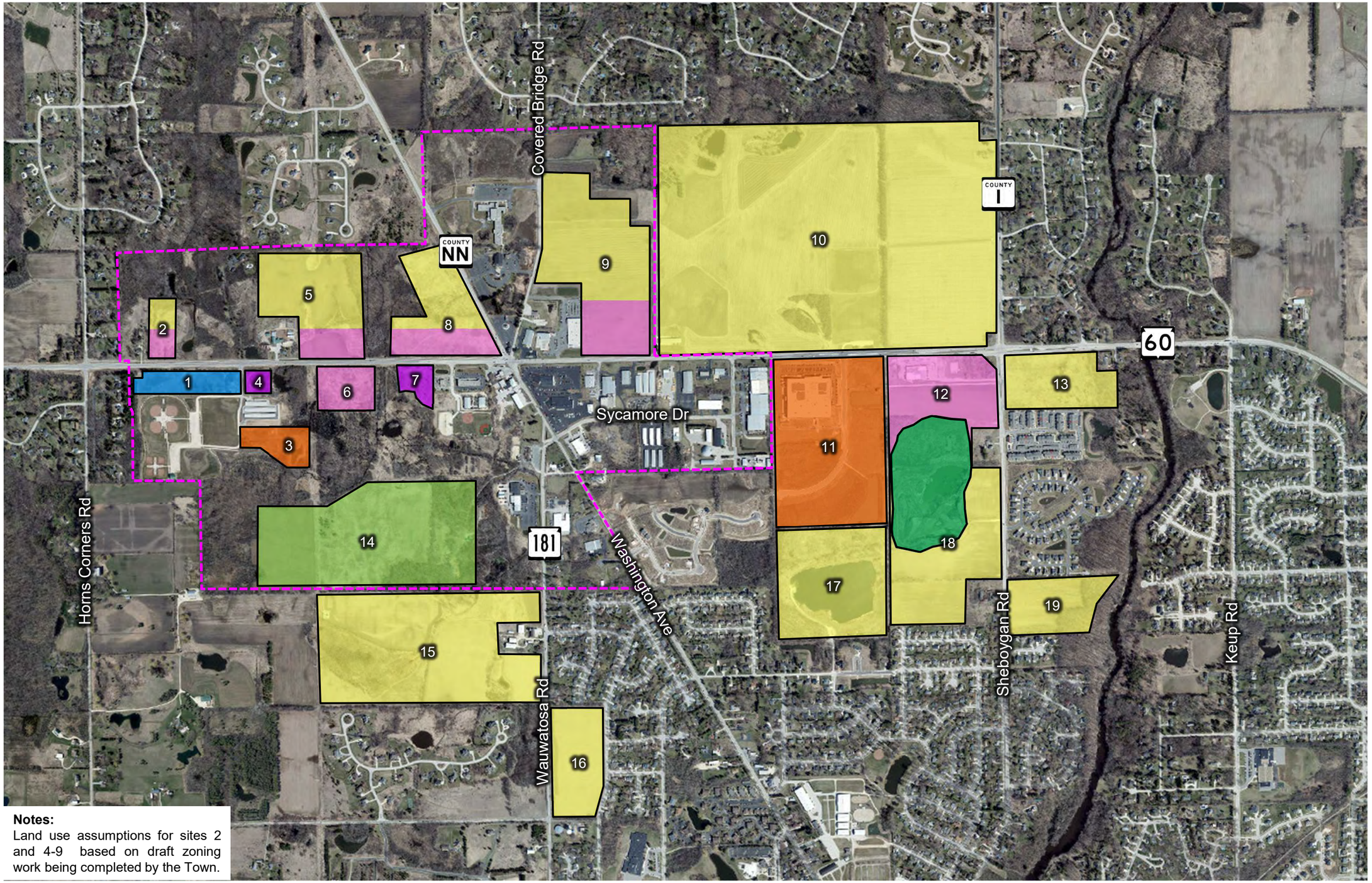
Legend

- = Future Development Site
- = Future Park Site
- XX = Development Site Number
- = Five Corners Business District
- = City of Cedarburg
- = Town of Cedarburg
- = Village of Grafton

Future Development Sites

Exhibit **4**

raSmith



Notes:
Land use assumptions for sites 2 and 4-9 based on draft zoning work being completed by the Town.

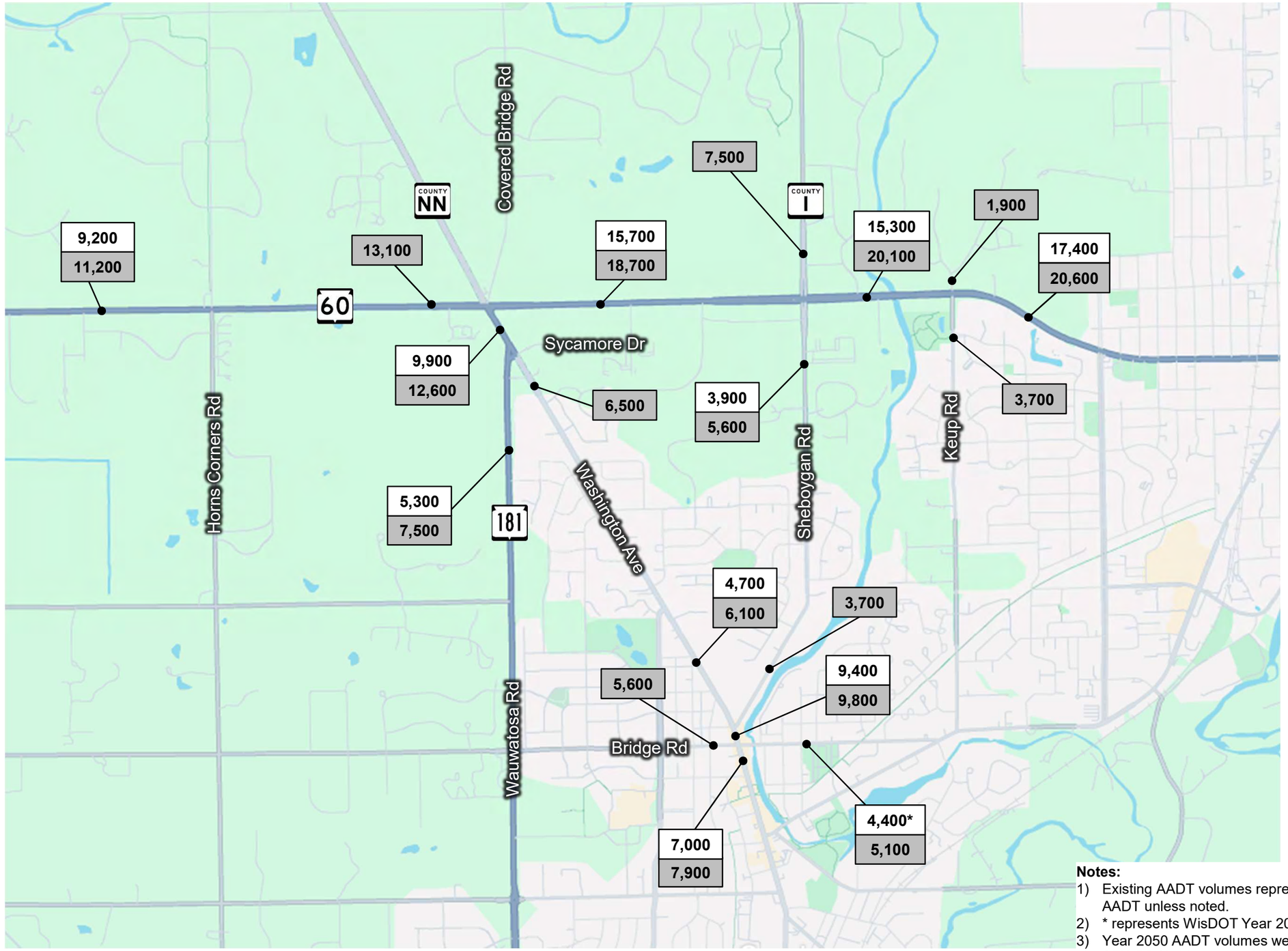
Legend

- = Residential
- = Recreational
- = Mixed Use
- = Retail / Restaurant
- = Public Park
- = Recreational & Complimentary Uses
- = Business Park/ Manufacturing
- XX = Development Site Number
- = Five Corners Business District

Future Development Sites Anticipated Land Uses

Exhibit **5**

raSmith



Notes:

1) Existing AADT volumes represent WisDOT's Year 2023 AADT unless noted.
2) * represents WisDOT Year 2019 AADT.
3) Year 2050 AADT volumes were converted from SEWRPC's Year 2050 AWDT

Legend

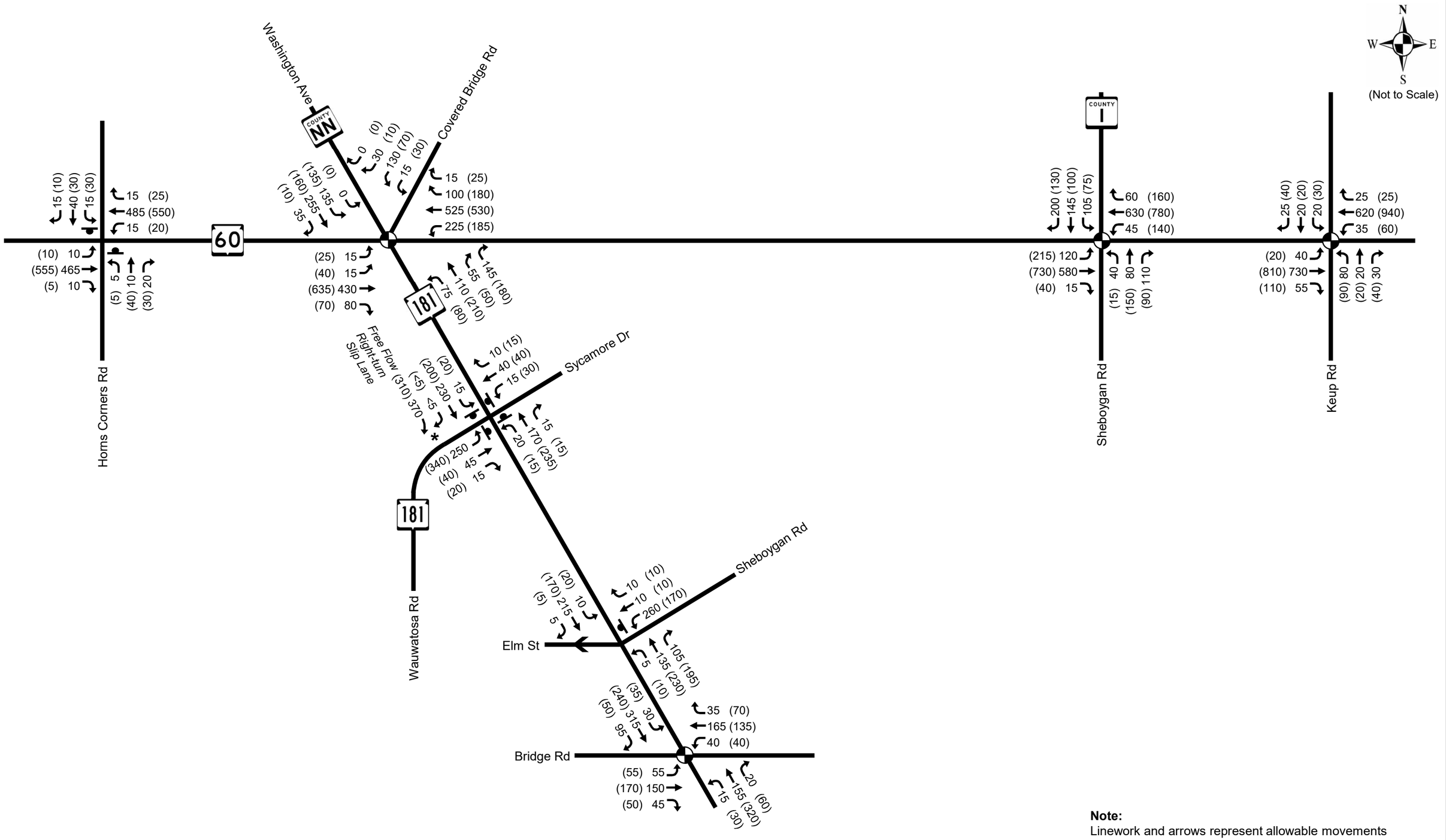
XXX = Existing Annual Average Daily Traffic (AADT) Volume (vpd)

XXX = Year 2050 Estimated Annual Average Daily Traffic (AADT) Volume (vpd)

Existing & Year 2050 Daily Traffic Volumes

Exhibit **6**

raSmith



Note:
Linework and arrows represent allowable movements and do not represent actual geometry.

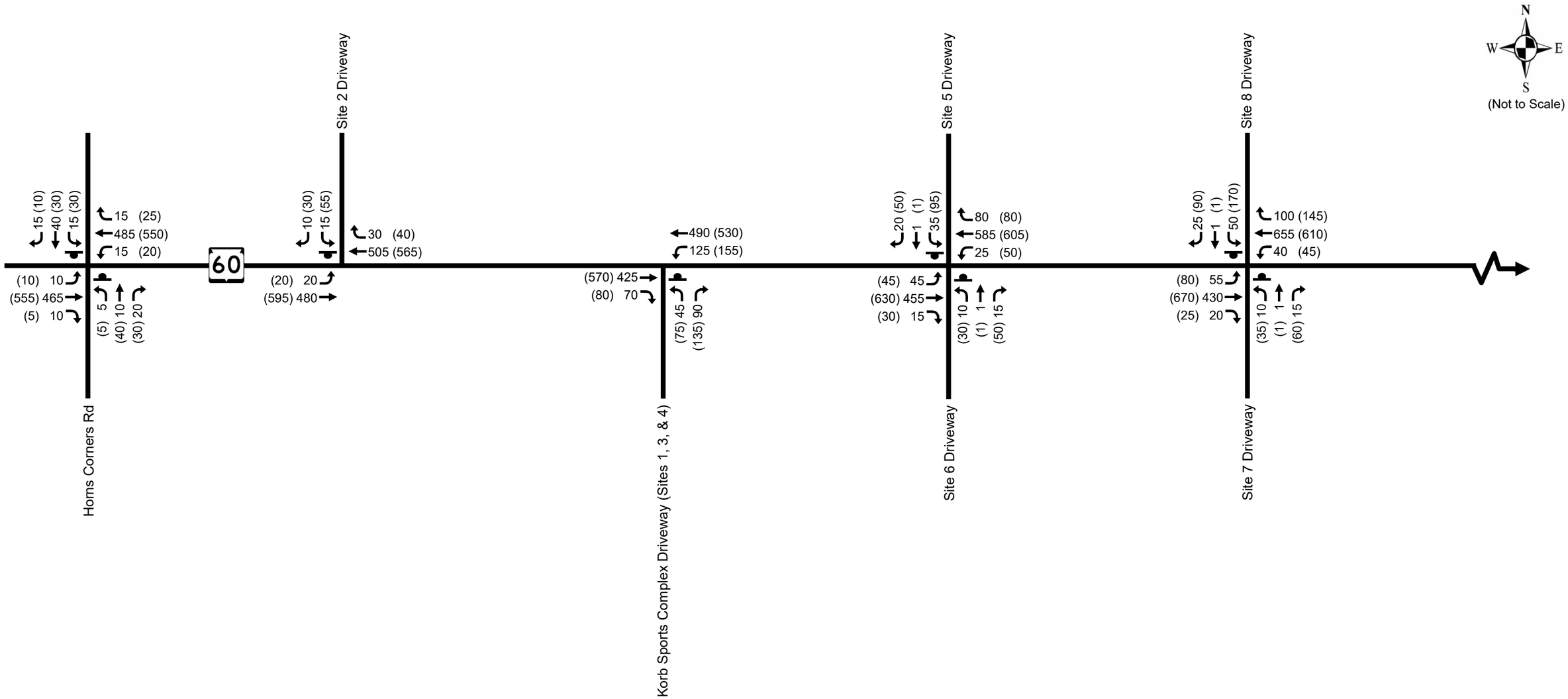
Legend

XX = Weekday Morning Peak Hour Volume (7:00 – 8:00 am)
(XX) = Weekday Evening Peak Hour Volume (4:30 – 5:30 pm)
= Traffic Signal
= Stop Sign

Year 2050 Traffic Volumes

Exhibit **7**

raSmith



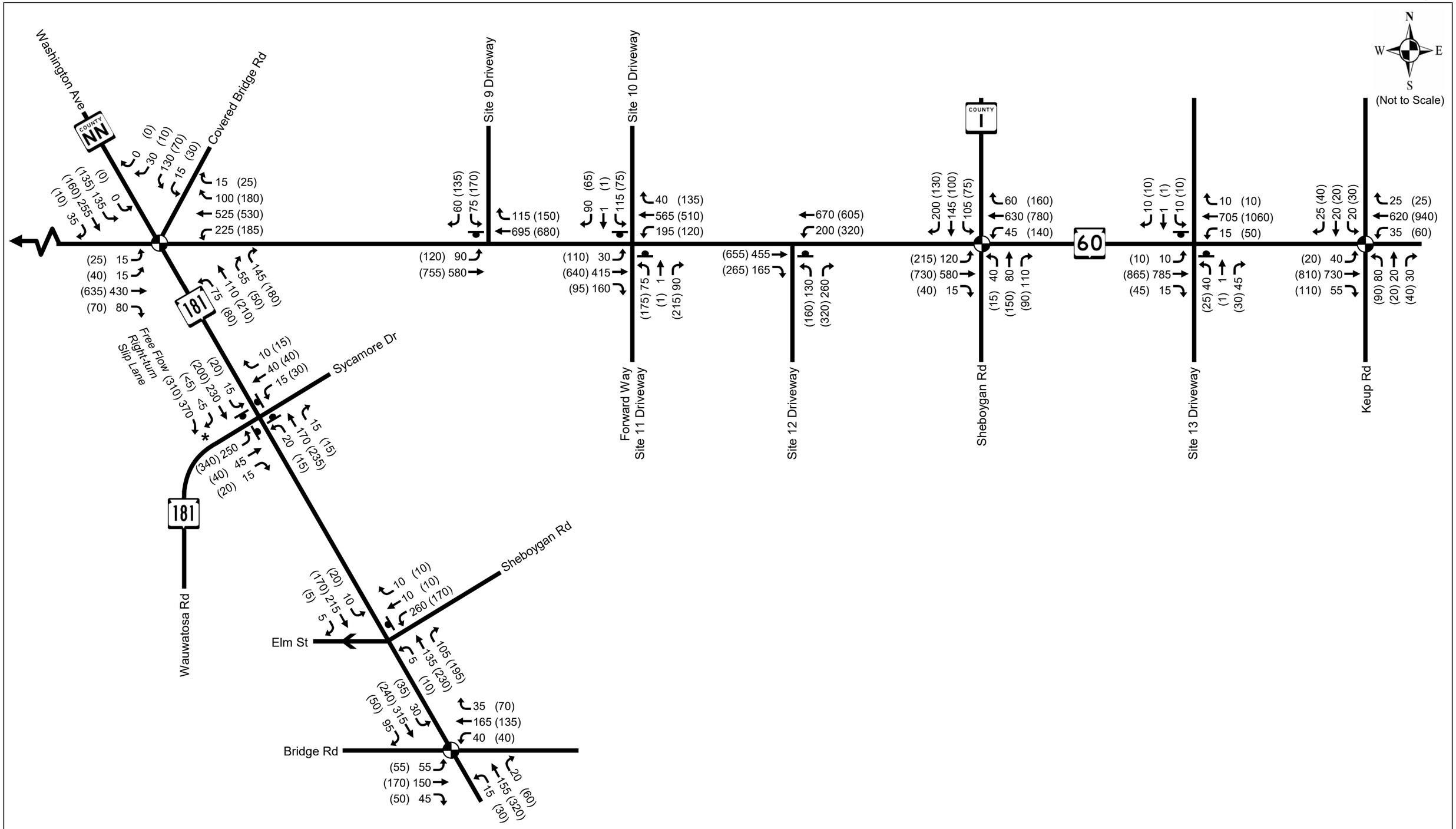
Legend

XX = Weekday Morning Peak Hour Volume (7:00 – 8:00 am)
(XX) = Weekday Evening Peak Hour Volume (4:30 – 5:30 pm)
= Traffic Signal
= Stop Sign

Year 2050 Total Traffic Volumes

Exhibit **8A**

raSmith



Legend

XX = Weekday Morning Peak Hour Volume (7:00 – 8:00 am)

(XX) = Weekday Evening Peak Hour Volume (4:30 – 5:30 pm)

= Traffic Signal

= Stop Sign

Year 2050 Total Traffic Volumes

Exhibit **8B**

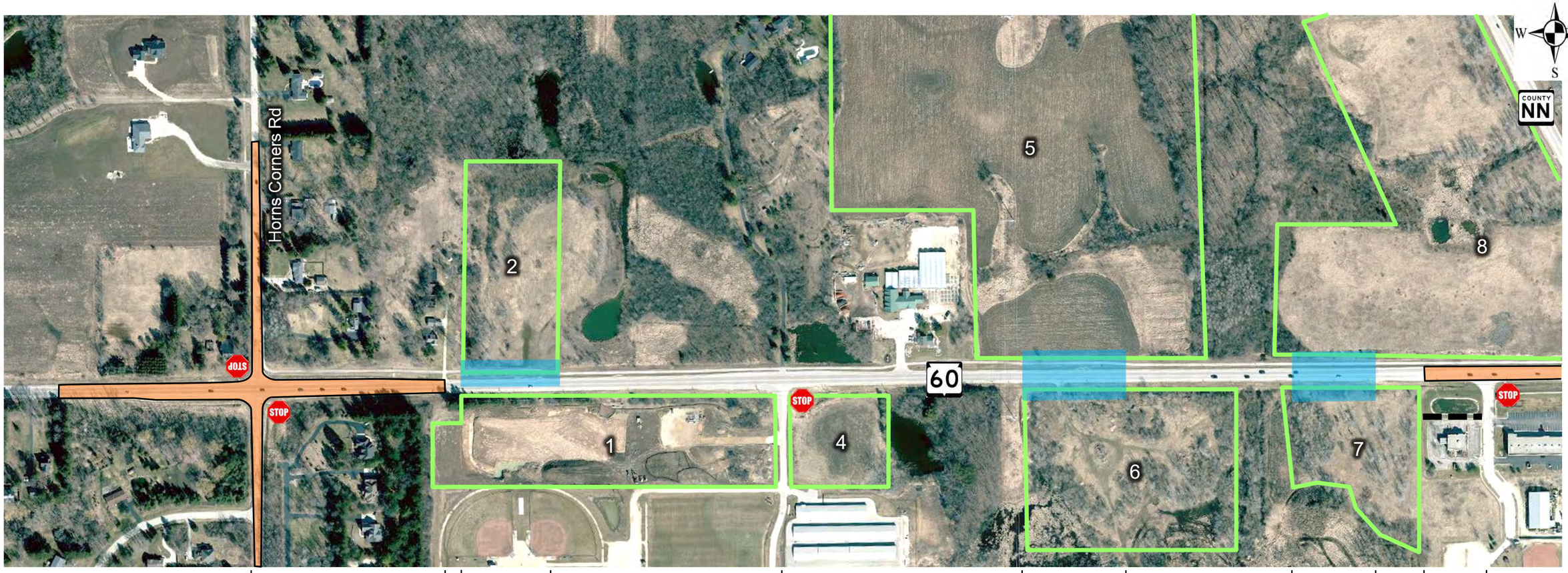
raSmith

Intersection	Traffic Control	Peak Hour	Parameter	Level of Service (LOS) per Movement by Approach												Overall Intersection LOS
				Eastbound			Westbound			Northbound			Southbound			
				LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT	
WIS 60 & Horns Corners Rd	Two-Way Stop Control	AM	LOS	A	A	(A)	A	A	(A)	C	C	C	D	D	D	N/A
			Delay, sec	8.7	8.7	0.0	8.7	8.7	0.0	21.3	21.3	21.3	33.4	33.4	33.4	
			Queue, ft	<25	<25	0	<25	<25	0	<25	<25	<25	45	45	45	
		PM	LOS	A	A	(A)	A	A	(A)	D	D	D	**F**	**F**	**F**	N/A
			Delay, sec	8.8	8.8	0.0	8.8	8.8	0.0	34.7	34.7	34.7	72.1	72.1	72.1	
			Queue, ft	<25	<25	0	<25	<25	0	45	45	45	80	80	80	
WIS 60 & CTH I/ Sheboygan Rd	Traffic Signal	AM	LOS	B	A	A	B	A	A	B	B	B	B	B	B	B
			Delay, sec	13.6	8.3	6.3	11.1	8.5	6.5	18.1	14.6	14.6	17.1	16.2	15.4	
			Queue, ft	75	140	<25	25	150	<25	35	75	75	80	130	130	
		PM	LOS	B	A	A	B	A	A	C	C	C	C	C	C	B
			Delay, sec	18.8	7.2	5.3	12.7	7.4	5.6	23.1	21.7	21.7	25.0	21.7	21.7	
			Queue, ft	200	150	<25	90	165	35	<25	90	90	60	90	90	
WIS 60 & Keup Rd	Traffic Signal	AM	LOS	C	C	A	C	B	A	**E**	**E**	B	C	C	B	C
			Delay, sec	25.7	24.3	9.9	32.0	17.5	9.7	69.4	69.4	16.6	21.7	21.7	16.5	
			Queue, ft	<25	345	<25	<25	260	<25	90	90	25	45	45	<25	
		PM	LOS	D	C	B	D	**E**	B	**F**	**F**	B	D	D	B	**E**
			Delay, sec	45.0	30.0	10.5	42.3	62.3	10.1	287.9	287.9	19.5	37.4	37.4	19.6	
			Queue, ft	<25	435	30	35	675	<25	95	95	30	50	50	30	
Washington Ave & Sycamore Dr	All-Way Stop Control	AM	LOS	C	C	C	B	B	B	B	B	B	B	B	B	B
			Delay, sec	16.1	16.1	16.1	10.3	10.3	10.3	12.1	12.1	12.1	13.0	13.0	13.0	
			Queue, ft	90	90	90	<25	<25	<25	45	45	45	55	55	55	
		PM	LOS	C	C	C	B	B	B	B	B	B	B	B	B	C
			Delay, sec	19.1	19.1	19.1	10.4	10.4	10.4	13.4	13.4	13.4	12.6	12.6	12.6	
			Queue, ft	120	120	120	<25	<25	<25	55	55	55	45	45	45	
Washington Ave & Sheboygan Rd/ Elm St	One-Way Stop Control	AM	LOS	--	--	--	C	A	A	A	A	A	A	A	A	N/A
			Delay, sec	--	--	--	20.0	9.5	9.5	7.8	7.8	7.8	7.8	7.8	7.8	
			Queue, ft	--	--	--	85	<25	<25	<25	<25	<25	<25	<25	<25	
		PM	LOS	--	--	--	C	B	B	A	A	A	A	A	A	N/A
			Delay, sec	--	--	--	17.3	10.2	10.2	7.6	7.6	7.6	8.3	8.3	8.3	
			Queue, ft	--	--	--	45	<25	<25	<25	<25	<25	<25	<25	<25	
Washington Ave & Bridge Rd	Traffic Signal	AM	LOS	C	C	C	C	C	C	B	B	A	B	B	A	B
			Delay, sec	24.6	20.8	20.8	23.7	20.9	20.9	10.4	10.4	8.9	12.7	12.7	9.4	
			Queue, ft	45	130	130	35	130	130	80	80	<25	165	165	30	
		PM	LOS	C	C	C	C	C	C	B	B	A	B	B	A	B
			Delay, sec	23.0	20.4	20.4	22.9	20.2	20.2	11.8	11.8	9.1	11.1	11.1	9.1	
			Queue, ft	45	135	135	35	130	130	155	155	<25	120	120	<25	

Intersection	Traffic Control	Peak Hour	Parameter	Operating Conditions per Movement by Approach																		Overall Int. LOS
				Eastbound (WIS 60)				Westbound (WIS 60)				Northbound (Washington Ave)				Southbound (CTH NN)			Southbound (Covered Bridge Rd)			
				Hrd LT	LT	TH	RT	LT	TH	RT	Hrd RT	LT	TH	RT	Hrd RT	LT	TH	RT	LT	TH	RT	
				to CTH NN	to Covered Bridge Rd	WIS 60	to Washington Ave	to Washington Ave	WIS 60	to CTH NN	to Covered Bridge Rd	WIS 60	to CTH NN	to Covered Bridge Rd	WIS 60	WIS 60	to Washington Ave	WIS 60	WIS 60	to Washington Ave	WIS 60	
WIS 60 & STH 181/ CTH NN/Covered Bridge Rd	Traffic Signal	AM	LOS	**E**	**E**	**E**	D	**E**	**E**	**E**	**E**	**F**	**E**	**F**	**F**	D	**E**	D	**F**	**F**	**F**	**E**
			Delay, sec	61.5	61.5	74.5	45.8	69.5	56.1	56.1	56.1	82.4	72.8	88.8	88.8	50.4	55	45.7	94.5	94.5	94.5	
			Queue, ft	75	75	>500	130	425	>500	>500	>500	160	210	275	275	205	390	50	380	380	380	
		PM	LOS	**F**	**F**	**F**	D	**E**	D	D	D	**E**	**F**	**F**	**F**	D	D	D	**F**	**F**	**F**	**E**
			Delay, sec	94.9	94.9	89.3	42.2	74.7	53.2	53.2	53.2	76.4	91.9	87.5	87.5	54.9	49.9	44.3	95.6	95.6	95.6	
			Queue, ft	195	195	>500	115	355.0	>500	>500	>500	165.0	375	295	295	205	240	<25	220.0	220	220	

Year 2050 Peak Hour Operating Conditions with Existing Transportation System

Exhibit **9**



Legend

- = Lane Geometry
- = Traffic Signal
- = Raised Median
- = Stop Sign
- = Intersection Functional Area
- = Recommended WIS 60 Access Window
- R = Roundabout
- = Development Site Boundary
- XX = Development Site Number

WIS 60 Transportation Plan Considerations (West Section)

Exhibit **10**

raSmith

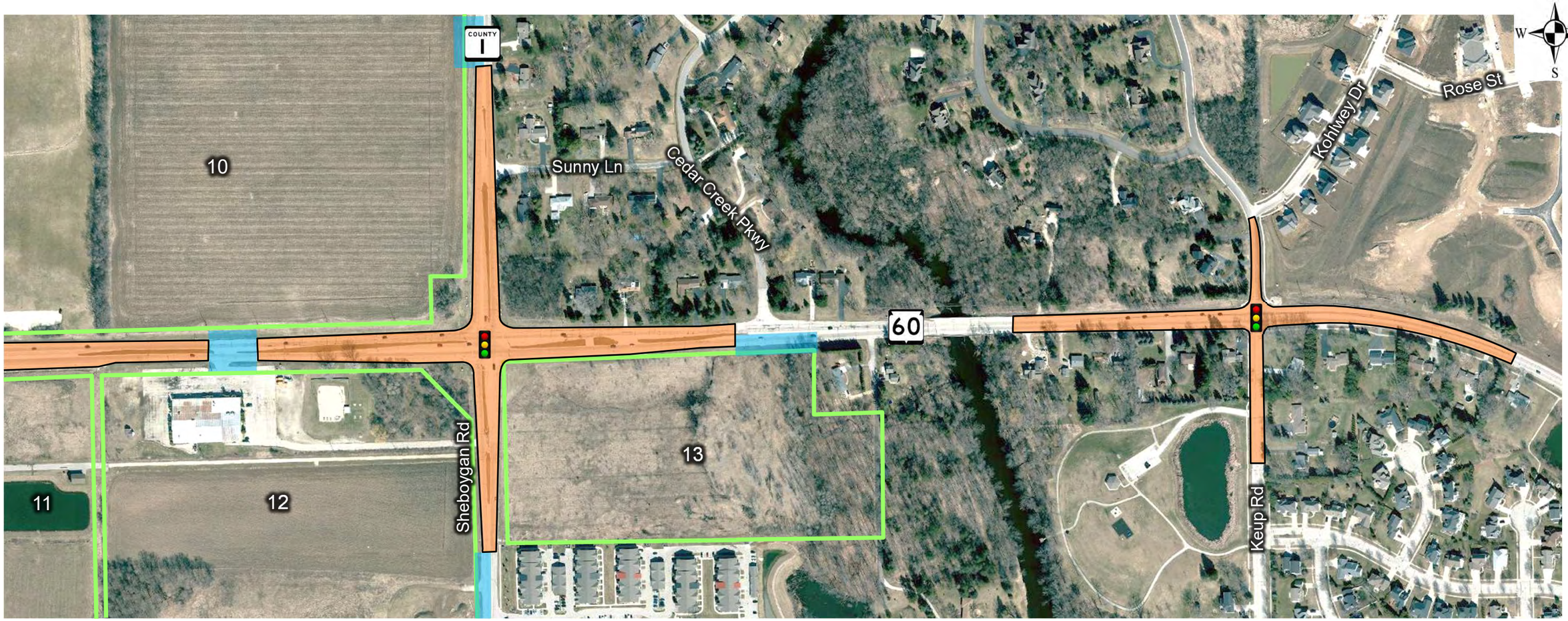
Legend

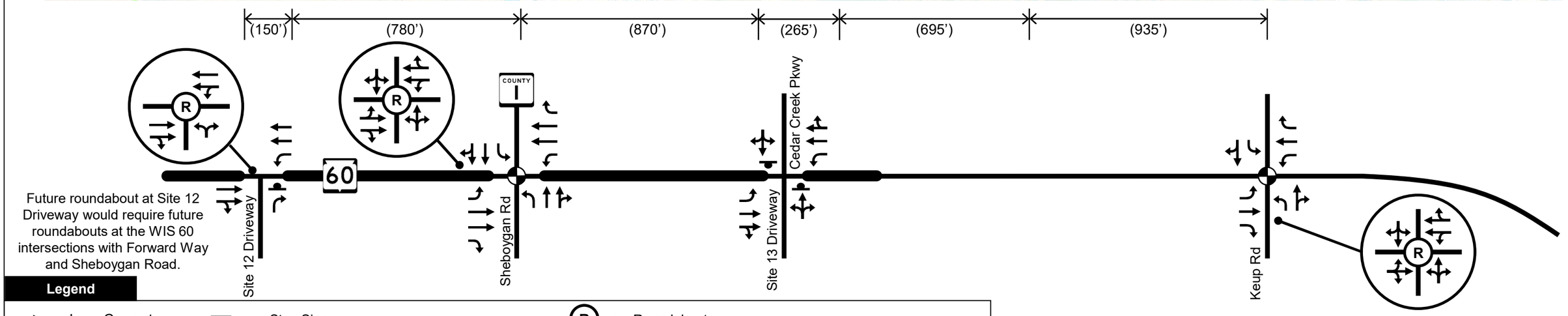
- = Lane Geometry
- = Traffic Signal
- = Raised Median
- = Stop Sign
- = Intersection Functional Area
- = Recommended WIS 60 Access Window
- R = Roundabout
- = Development Site Boundary
- XX = Development Site Number

WIS 60 Transportation Plan Considerations (Center Section)

Exhibit **11**

raSmith





Legend

- = Lane Geometry
- = Traffic Signal
- = Raised Median
- = Stop Sign
- = Intersection Functional Area
- = Recommended WIS 60 Access Window
- R = Roundabout
- = Development Site Boundary
- XX = Development Site Number

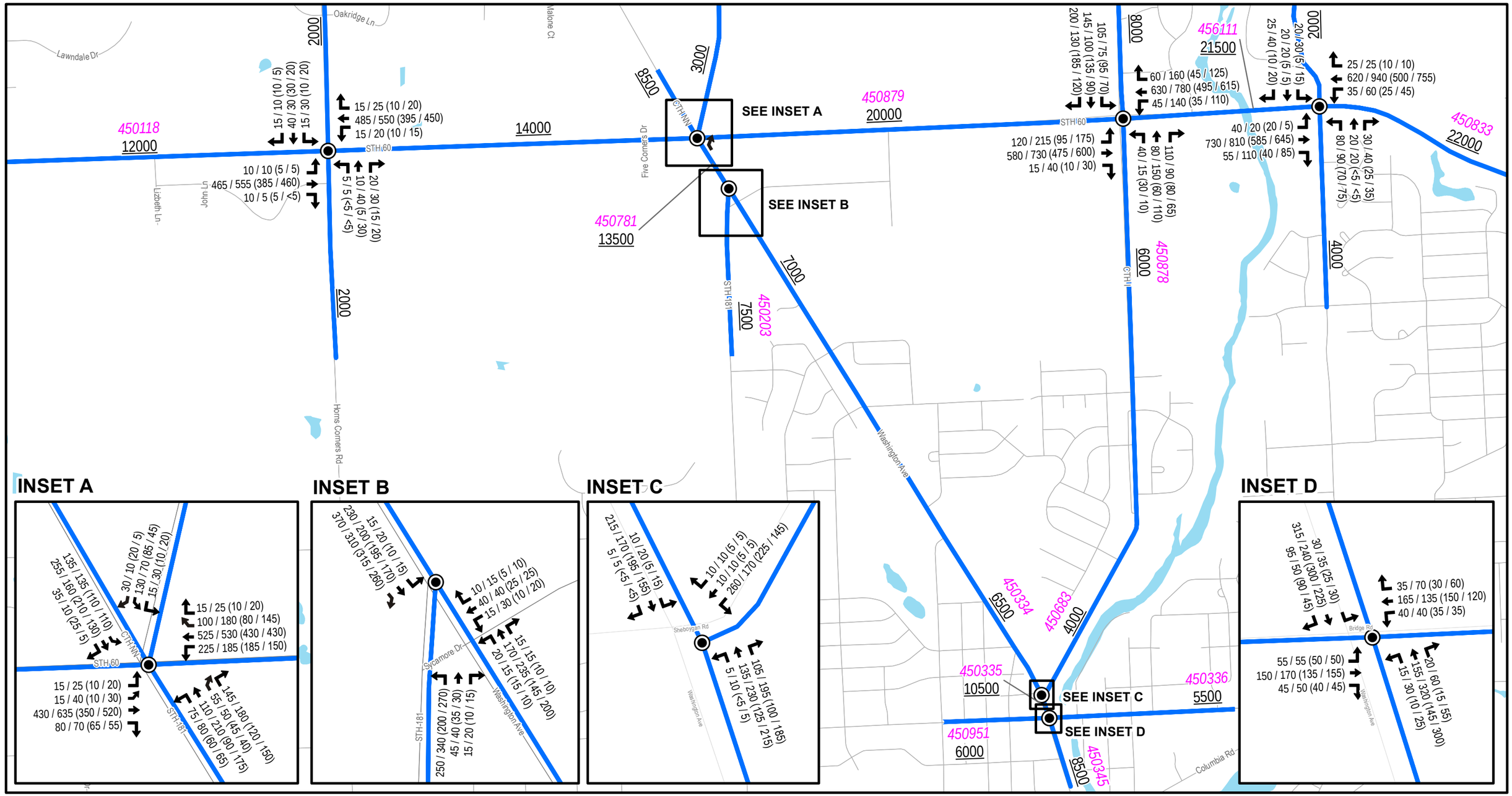
WIS 60 Transportation Plan Considerations (East Section)

Exhibit **12**

raSmith

APPENDIX B

SEWRPC Forecasts



INSET A

INSET B

INSET C

INSET D

CEDARBURG TRAFFIC STUDY

FORECAST YEAR 2050 AVERAGE WEEKDAY TRAFFIC (AWDT) AND PEAK-HOUR TURN MOVEMENT VOLUMES

FORECAST WORK ORDER:
MASTER CONTRACT:
ROUTE(S): STH 60 / WASHINGTON AVE
LOCATION DESCRIPTION: BRIDGE RD/KEUP RD
COUNTY(IES): OZAUKEE
FORECAST YEARS: 2050
SEWRPC PROJECT ID: 200-1000
PREPARED BY: G. ALE
DATE: 12/19/2024

0 0.1 0.2 Miles

FORECAST FACILITY
XXXXXX TRADAS_ID
XXXXX FORECAST YEAR 2050 AWDT VOLUME ON A ROADWAY SEGMENT

AVERAGE WEEKDAY PEAK-HOUR TURN MOVEMENT VOLUMES
XXX / **XXX** (XXX / XXX) FORECAST YEAR 2050 (COUNT YEAR 2023/2024) AM / PM PEAK-HOUR VOLUMES

NOTES

(A) THE FORECASTS ARE PREPARED WITHIN THE CONTEXT OF THE VISION 2050 LAND USE AND TRANSPORTATION SYSTEM PLAN AND UTILIZE THE COMMISSION'S 5TH GENERATION TRAVEL DEMAND MODELS AND TIME-OF-DAY ASSIGNMENTS.

(B) AM PEAK HOUR IS **7:00 – 8:00 AM** AND PM PEAK HOUR IS **4:30 – 5:30 PM**.

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
KENOSHA·MILWAUKEE·OZAUKEE·RACINE·WALWORTH·WASHINGTON·WAUKESHA

12/19/2024
R:\G506mr270_Cedbg\Analysis\Forecasts\Cedarburg_VISION2050_Forecasts.mxd

APPENDIX C

Development Trip Generation

Trip Generation Summary

Site	Weekday	AM Peak			PM Peak		
	Daily Trips	In	Out	Total	In	Out	Total
1,3 & 4	2,780	195	135	330	235	210	445
2	1,180	50	25	75	60	85	145
5	1,385	40	25	65	80	80	160
6	2,485	125	55	180	125	145	270
7	1,320	60	25	85	70	95	165
8	5,870	155	75	230	225	260	485
9	7,115	205	135	340	270	305	575
10	3,795	70	205	275	245	140	385
11	3,965	355	165	520	215	390	605
12	15,305	365	290	655	585	580	1,165
13	2,000	30	85	115	95	55	150

Sites 1, 3 & 4 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
492	Health/Fitness Club (Site 1)	62,301	SF		N/A	**40**	51%	**40**	49%	**80**	1.31	**125**	57%	**90**	43%	**215**	3.45
630	Clinic (Site 1)	9,992	SF	**395**	FCE	**25**	81%	**5**	19%	**30**	FCE	**10**	30%	**25**	70%	**35**	3.69
770	Business Park (Site 3)	30,300	SF	**1,035**	FCE	**40**	85%	**5**	15%	**45**	FCE	**15**	26%	**35**	74%	**50**	FCE
937	Coffee/Donut Shop w/ Drive-Thru (Site 4)	2,000	SF	**1,065**	533.37	**85**	51%	**85**	49%	**170**	85.88	**40**	50%	**40**	50%	**80**	38.99
488	Soccer Complex (Existing Korb Sports Complex)	4	Fields	**285**	71.33	**5**	61%	**0**	39%	**5**	0.99	**45**	66%	**20**	34%	**65**	16.43
Total				**2,780**		**195**		**135**		**330**		**235**		**210**		**445**	
	Linked (XXX)		0%														
Driveway Trips				**2,780**		**195**		**135**		**330**		**235**		**210**		**445**	
	Pass-by (XXX)		0%														
Total New Trips				**2,780**		**195**		**135**		**330**		**235**		**210**		**445**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
	%	195	135	235	210
T/F West WIS 60	35%	70	45	80	75
T/F East WIS 60	65%	125	90	155	135
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		195	135	235	210
		OK	OK	OK	OK

Site 2 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
822	Strip Retail Plaza (<40K)	14,400	SF	**835**	FCE	**20**	60%	**15**	40%	**35**	2.36	**50**	50%	**50**	50%	**100**	FCE
710	General Office Building	14,400	SF	**215**	FCE	**25**	88%	**5**	12%	**30**	FCE	**5**	17%	**30**	83%	**35**	FCE
210	Single-Family Detached Housing	11	DU	**130**	FCE	**5**	26%	**5**	74%	**10**	FCE	**5**	63%	**5**	37%	**10**	FCE
Total				**1,180**		**50**		**25**		**75**		**60**		**85**		**145**	
Linked (XXX)			0%														
Driveway Trips				**1,180**		**50**		**25**		**75**		**60**		**85**		**145**	
Pass-by (XXX)			0%														
Total New Trips				**1,180**		**50**		**25**		**75**		**60**		**85**		**145**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
	%	50	25	60	85
T/F West WIS 60	35%	20	10	20	30
T/F East WIS 60	65%	30	15	40	55
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		50	25	60	85
		OK	OK	OK	OK

Site 5 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
822	Strip Retail Plaza (<40K)	24,200	SF	**1,320**	54.45	**35**	60%	**20**	40%	**55**	2.36	**75**	50%	**70**	50%	**145**	FCE
932	High Turnover (Sit-Down) Restaurar	5,000	SF	**535**	107.2	**30**	55%	**20**	45%	**50**	9.57	**25**	61%	**20**	39%	**45**	9.05
710	General Office Building	29,200	SF	**400**	FCE	**55**	88%	**5**	12%	**60**	FCE	**10**	17%	**50**	83%	**60**	FCE
210	Single-Family Detached Housing	20	DU	**230**	FCE	**5**	26%	**10**	74%	**15**	FCE	**15**	63%	**5**	37%	**20**	FCE
Total				**2,485**		**125**		**55**		**180**		**125**		**145**		**270**	
	Linked (XXX)		0%														
Driveway Trips				**2,485**		**125**		**55**		**180**		**125**		**145**		**270**	
	Pass-by (XXX)		0%														
Total New Trips				**2,485**		**125**		**55**		**180**		**125**		**145**		**270**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
%		125	55	125	145
T/F West WIS 60	35%	45	20	45	50
T/F East WIS 60	65%	80	35	80	95
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		125	55	125	145
		OK	OK	OK	OK

Small Sample Size $\leq$ 5

Site 6 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
822	Strip Retail Plaza (<40K)	27,360	SF	**1,385**	FCE	**40**	60%	**25**	40%	**65**	2.36	**80**	50%	**80**	50%	**160**	FCE
Total				**1,385**		**40**		**25**		**65**		**80**		**80**		**160**	
Linked (XXX)			0%														
Driveway Trips				**1,385**		**40**		**25**		**65**		**80**		**80**		**160**	
Pass-by (XXX)			0%														
Total New Trips				**1,385**		**40**		**25**		**65**		**80**		**80**		**160**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
%		40	25	80	80
T/F West WIS 60	35%	15	10	30	30
T/F East WIS 60	65%	25	15	50	50
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		40	25	80	80
		OK	OK	OK	OK

Site 7 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
822	Strip Retail Plaza (<40K)	19,200	SF	**1,045**	54.45	**25**	60%	**20**	40%	**45**	2.36	**65**	50%	**60**	50%	**125**	FCE
710	General Office Building	19,200	SF	**275**	FCE	**35**	88%	**5**	12%	**40**	FCE	**5**	17%	**35**	83%	**40**	FCE
Total				**1,320**		**60**		**25**		**85**		**70**		**95**		**165**	
Linked (XXX)			0%														
Driveway Trips				**1,320**		**60**		**25**		**85**		**70**		**95**		**165**	
Pass-by (XXX)			0%														
Total New Trips				**1,320**		**60**		**25**		**85**		**70**		**95**		**165**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
%		60	25	70	95
T/F West WIS 60	35%	20	10	25	35
T/F East WIS 60	65%	40	15	45	60
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		60	25	70	95
		OK	OK	OK	OK

Small Sample Size < 5

Site 8 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
821	Shopping Plaza (40-150K)	72,250	SF	**4,880**	67.52	**80**	62%	**45**	38%	**125**	1.73	**185**	49%	**190**	51%	**375**	5.19
932	High Turnover (Sit-Down) Restaurant	5,000	SF	**535**	107.2	**30**	55%	**20**	45%	**50**	9.57	**25**	61%	**20**	39%	**45**	9.05
710	General Office Building	25,750	SF	**355**	FCE	**45**	88%	**5**	12%	**50**	FCE	**10**	17%	**45**	83%	**55**	FCE
210	Single-Family Detached Housing	8	DU	**100**	FCE	**0**	26%	**5**	74%	**5**	FCE	**5**	63%	**5**	37%	**10**	FCE
Total				**5,870**		**155**		**75**		**230**		**225**		**260**		**485**	
	Linked (XXX)		0%														
Driveway Trips				**5,870**		**155**		**75**		**230**		**225**		**260**		**485**	
	Pass-by (XXX)		0%														
Total New Trips				**5,870**		**155**		**75**		**230**		**225**		**260**		**485**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
	%	155	75	225	260
T/F West WIS 60	35%	55	25	80	90
T/F East WIS 60	65%	100	50	145	170
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		155	75	225	260
		OK	OK	OK	OK

Site 9 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
821	Shopping Plaza (40-150K)	73,500	SF	**4,965**	67.52	**80**	62%	**45**	38%	**125**	1.73	**185**	49%	**195**	51%	**380**	5.19
734	Fast Food Restaurant w/ Drive-Thru	3,000	SF	**1,400**	467.48	**70**	51%	**65**	49%	**135**	44.61	**50**	52%	**50**	48%	**100**	33.03
710	General Office Building	25,500	SF	**355**	FCE	**45**	88%	**5**	12%	**50**	FCE	**10**	17%	**45**	83%	**55**	FCE
210	Single-Family Detached Housing	36	DU	**395**	FCE	**10**	26%	**20**	74%	**30**	FCE	**25**	63%	**15**	37%	**40**	FCE
Total				**7,115**		**205**		**135**		**340**		**270**		**305**		**575**	
Linked (XXX)			0%														
Driveway Trips				**7,115**		**205**		**135**		**340**		**270**		**305**		**575**	
Pass-by (XXX)			0%														
Total New Trips				**7,115**		**205**		**135**		**340**		**270**		**305**		**575**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
	%	205	135	270	305
T/F West WIS 60	45%	90	60	120	135
T/F East WIS 60	55%	115	75	150	170
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		205	135	270	305
		OK	OK	OK	OK

Site 10 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
210	Single-Family Detached Housing	422	DU	**3,795**	FCE	**70**	26%	**205**	74%	**275**	FCE	**245**	63%	**140**	37%	**385**	FCE
Total				**3,795**		**70**		**205**		**275**		**245**		**140**		**385**	
Linked (XXX)			0%														
Driveway Trips				**3,795**		**70**		**205**		**275**		**245**		**140**		**385**	
Pass-by (XXX)			0%														
Total New Trips				**3,795**		**70**		**205**		**275**		**245**		**140**		**385**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
%		70	205	245	140
T/F West WIS 60	45%	30	90	110	65
T/F East WIS 60	55%	40	115	135	75
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		70	205	245	140
		OK	OK	OK	OK

Site 11 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
140	Manufacturing (Wilo)	250,000	SF	**1,145**	FCE	**120**	76%	**40**	24%	**160**	FCE	**60**	31%	**140**	69%	**200**	FCE
140	Manufacturing	212,800	SF	**1,005**	FCE	**105**	76%	**35**	24%	**140**	FCE	**55**	31%	**115**	69%	**170**	FCE
770	Business Park	30,700	SF	**1,040**	FCE	**40**	85%	**5**	15%	**45**	FCE	**15**	26%	**35**	74%	**50**	FCE
565	Day Care Center Phase 1	10,650	SF	**505**	47.62	**60**	53%	**55**	47%	**115**	11.00	**55**	47%	**65**	53%	**120**	11.12
565	Day Care Center Phase 2	5,661	SF	**270**	47.62	**30**	53%	**30**	47%	**60**	11.00	**30**	47%	**35**	53%	**65**	11.12
Total				**3,965**		**355**		**165**		**520**		**215**		**390**		**605**	
	Linked (XXX)		0%														
Driveway Trips				**3,965**		**355**		**165**		**520**		**215**		**390**		**605**	
	Pass-by (XXX)		0%														
Total New Trips				**3,965**		**355**		**165**		**520**		**215**		**390**		**605**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
	%	355	165	215	390
T/F West WIS 60	45%	160	75	95	175
T/F East WIS 60	55%	195	90	120	215
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		355	165	215	390
		OK	OK	OK	OK

Site 12 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
WisDOT	Gas Station with Convenience Market	9,000 20	SF VFP	**4,350**		**160**	51%	**150**	49%	**310**		**160**	50%	**160**	50%	**320**	
821	Shopping Plaza (40-150K)	145,000	SF	**9,790**	67.52	**155**	62%	**95**	38%	**250**	1.73	**370**	49%	**385**	51%	**755**	5.19
932	High Turnover (Sit-Down) Restaurants (2)	10,000	SF	**1,070**	107.2	**50**	55%	**45**	45%	**95**	9.57	**55**	61%	**35**	39%	**90**	9.05
411	Public Park	10	Acres	**95**	FCE	**0**	59%	**0**	41%	**0**	0.02	**0**	55%	**0**	45%	**0**	0.11
Total				**15,305**		**365**		**290**		**655**		**585**		**580**		**1,165**	
Linked (XXX)			0%														
Driveway Trips				**15,305**		**365**		**290**		**655**		**585**		**580**		**1,165**	
Pass-by (XXX)			0%														
Total New Trips				**15,305**		**365**		**290**		**655**		**585**		**580**		**1165**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
	%	365	290	585	580
T/F West WIS 60	45%	165	130	265	260
T/F East WIS 60	55%	200	160	320	320
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		365	290	585	580
		OK	OK	OK	OK

Small Sample Size ≤ 5

Site 13 Trip Generation

ITE Code	Land Use	Size	Unit	Weekday		AM Peak						PM Peak					
				Daily Trips	Rate or FCE	In	%	Out	%	Total	Rate or FCE	In	%	Out	%	Total	Rate or FCE
220	Multi-Family Housing (Low-Rise)	300	DU	**2,000**	FCE	**30**	24%	**85**	76%	**115**	FCE	**95**	63%	**55**	37%	**150**	FCE
Total				**2,000**		**30**		**85**		**115**		**95**		**55**		**150**	
Linked (XXX)			0%														
Driveway Trips				**2,000**		**30**		**85**		**115**		**95**		**55**		**150**	
Pass-by (XXX)			0%														
Total New Trips				**2,000**		**30**		**85**		**115**		**95**		**55**		**150**	

		Distribution			
		AM		PM	
		IN	OUT	IN	OUT
%		30	85	95	55
T/F West WIS 60	45%	15	40	45	25
T/F East WIS 60	55%	15	45	50	30
		0	0	0	0
		0	0	0	0
		0	0	0	0
		0	0	0	0
		30	85	95	55
		OK	OK	OK	OK

APPENDIX E

Year 2050 Total Traffic Analysis with Improvements

Intersection	Traffic Control	Peak Hour	Parameter	Level of Service (LOS) per Movement by Approach												Overall Intersection LOS
				Eastbound			Westbound			Northbound			Southbound			
				LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT	
WIS 60 & Horns Corners Rd	Two-Way Stop Control	AM	LOS	A	(A)	(A)	A	(A)	(A)	B	B	B	C	C	C	N/A
			Delay, sec	8.7	0.0	0.0	8.6	0.0	0.0	14.8	14.8	14.8	18.3	18.3	18.3	
		PM	LOS	A	(A)	(A)	A	(A)	(A)	C	C	C	C	C	C	N/A
			Delay, sec	9.0	0.0	0.0	8.8	0.0	0.0	20.2	20.2	20.2	24.6	24.6	24.6	
WIS 60 & Horns Corners Rd	Roundabout	AM	LOS	A	A	A	A	A	A	A	A	A	A	A	A	A
			Delay, sec	7.9	7.9	7.9	7.7	0.7	0.7	5.4	5.4	5.4	7.6	7.6	7.6	
		PM	LOS	A	A	A	A	A	A	B	B	B	B	B	B	A
			Delay, sec	8.3	8.3	8.3	8.4	8.4	8.4	10.1	10.1	10.1	10.4	10.4	10.4	
WIS 60 & Site 2 Driveway	One-Way Stop Control	AM	LOS	A	(A)	--	--	(A)	(A)	--	--	--	C	--	C	N/A
			Delay, sec	8.8	0.0	--	--	0.0	0.0	--	--	--	20.0	--	20.0	
		PM	LOS	A	(A)	--	--	(A)	(A)	--	--	--	**E**	--	**E**	N/A
			Delay, sec	9.2	0.0	--	--	0.0	0.0	--	--	--	45.0	--	45.0	
WIS 60 & Korb Sports Complex Driveway	One-Way Stop Control	AM	LOS	--	(A)	(A)	A	(A)	--	C	--	B	--	--	--	N/A
			Delay, sec	--	0.0	0.0	9.0	0.0	--	21.4	--	12.2	--	--	--	
		PM	LOS	--	(A)	(A)	A	(A)	--	D	--	C	--	--	--	N/A
			Delay, sec	--	0.0	0.0	10.0	0.0	--	34.1	--	15.5	--	--	--	
WIS 60 & Korb Sports Complex Driveway	Roundabout	AM	LOS	--	A	A	A	A	--	A	--	A	--	--	--	A
			Delay, sec	--	7.8	7.8	8.3	8.3	--	5.8	--	5.8	--	--	--	
		PM	LOS	--	B	B	A	A	--	A	--	A	--	--	--	B
			Delay, sec	--	11.0	11.0	9.9	9.9	--	8.5	--	8.5	--	--	--	
WIS 60 & Site 5 / 6 Driveways	Traffic Signal	AM	LOS	A	A	A	A	A	A	D	D	D	D	D	D	A
			Delay, sec	2.6	3.7	3.7	0.5	1.2	1.2	43.0	42.1	42.1	43.9	42.4	42.4	
		PM	LOS	A	A	A	A	A	A	D	D	D	D	D	D	A
			Delay, sec	3.6	6.4	6.4	2.1	1.3	1.3	42.1	40.0	40.0	46.1	40.0	40.0	
WIS 60 & Site 5 / 6 Driveways	Roundabout	AM	LOS	A	A	A	A	A	A	A	A	A	A	A	A	A
			Delay, sec	7.2	7.2	7.2	9.7	9.7	9.7	5.0	5.0	5.0	6.0	6.0	6.0	
		PM	LOS	B	B	B	B	B	B	A	A	A	A	A	A	B
			Delay, sec	12.1	12.1	12.1	11.0	11.0	11.0	7.6	7.6	7.6	8.3	8.3	8.3	
WIS 60 & Site 7 / 8 Driveways	Traffic Signal	AM	LOS	A	A	A	A	A	A	D	D	D	D	D	D	A
			Delay, sec	0.3	0.6	0.6	0.1	0.9	0.1	42.9	41.7	41.7	44.3	42.2	42.2	
		PM	LOS	A	A	A	A	A	A	D	C	C	D	D	D	A
			Delay, sec	0.5	1.7	1.7	0.3	1.2	0.1	38.2	34.1	34.1	43.6	35.1	35.1	
WIS 60 & Site 7 / 8 Driveways	Roundabout	AM	LOS	A	A	A	B	B	B	A	A	A	A	A	A	A
			Delay, sec	7.4	7.4	7.7	12.1	12.1	12.1	5.0	5.0	5.0	7.0	7.0	7.0	
		PM	LOS	C	C	C	B	B	B	A	A	A	B	B	B	B
			Delay, sec	17.8	17.8	17.8	14.0	14.0	14.0	9.7	9.7	9.7	11.7	11.7	11.7	
WIS 60 & Site 9 Driveway	Traffic Signal	AM	LOS	A	A	--	--	A	A	--	--	--	D	--	D	A
			Delay, sec	0.4	0.6	--	--	1.2	0.1	--	--	--	44.8	--	42.8	
		PM	LOS	A	A	--	--	A	A	--	--	--	D	--	D	A
			Delay, sec	3.9	0.7	--	--	1.9	0.2	--	--	--	49.8	--	42.1	
WIS 60 & Site 9 Driveway	Roundabout	AM	LOS	A	A	--	--	B	B	--	--	--	A	--	A	B
			Delay, sec	9.7	9.7	--	--	13.4	13.4	--	--	--	8.2	--	8.2	
		PM	LOS	C	C	--	--	C	C	--	--	--	B	--	B	C
			Delay, sec	21.0	21.0	--	--	15.3	15.3	--	--	--	13.1	--	13.1	
WIS 60 & Forward Way / Site 10 Driveway	Traffic Signal	AM	LOS	A	A	A	A	A	A	D	D	D	D	D	D	B
			Delay, sec	4.8	6.3	4.9	6.3	1.1	0.1	42.6	37.3	37.3	45.2	37.3	37.3	
		PM	LOS	B	A	A	A	C	C	D	D	D	D	C	C	C
			Delay, sec	11.8	2.7	0.1	9.0	31.9	21.3	40.8	38.9	38.9	46.4	31.7	31.7	
WIS 60 & Forward Way / Site 10 Driveway	Roundabout	AM	LOS	B	B	B	B	B	B	A	A	A	B	B	B	B
			Delay, sec	14.2	14.2	14.2	13.6	13.6	13.6	7.5	7.5	7.5	12.4	12.4	12.4	
		PM	LOS	C	C	C	C	C	C	D	D	D	A	A	A	C
			Delay, sec	21.0	21.0	21.0	22.1	22.1	22.1	25.9	25.9	25.9	9.6	9.6	9.6	
WIS 60 & Site 12 Driveway	One-Way Stop Control	AM	LOS	--	(A)	(A)	A	(A)	--	--	--	B	--	--	--	N/A
			Delay, sec	--	0.0	0.0	9.4	0.0	--	--	--	10.6	--	--	--	
		PM	LOS	--	(A)	(A)	B	(A)	--	--	--	B	--	--	--	N/A
			Delay, sec	--	0.0	0.0	13.0	0.0	--	--	--	11.9	--	--	--	
WIS 60 & Site 12 Driveway	Roundabout	AM	LOS	--	A	A	A	A	--	B	--	B	--	--	--	A
			Delay, sec	--	5.9	5.9	6.6	6.6	--	11.3	--	11.3	--	--	--	
		PM	LOS	--	A	A	A	A	--	D	--	D	--	--	--	B
			Delay, sec	--	9.4	9.4	7.3	7.3	--	26.4	--	26.4	--	--	--	
WIS 60 & Sheboygan Rd	Traffic Signal	AM	LOS	C	B	B	B	B	A	D	C	C	C	C	C	C
			Delay, sec	29.9	19.2	13.6	19.5	13.1	9.8	42.2	26.6	26.6	31.6	28.5	28.5	
		PM	LOS	B	C	C	B	C	B	D	C	C	D	C	C	**C**
			Delay, sec	16.3	32.4	21.7	14.9	20.3	14.7	44.3	31.1	31.1	36.4	31.1	31.1	
WIS 60 & Sheboygan Rd	Roundabout	AM	LOS	A	A	A	A	A	A	B	B	B	D	D	D	B
			Delay, sec	8.0	8.0	8.0	7.4	7.4	7.4	13.9	13.9	13.9	28.4	28.4	28.4	
		PM	LOS	A	A	A	B	B	B	C	C	C	C	C	C	B
			Delay, sec	9.8	9.8	9.8	12.5	12.5	12.5	21.6	21.6	21.6	24.2	24.2	24.2	
WIS 60 & Cedar Creek Pkwy / Site 13 Driveway	Two-Way Stop Control	AM	LOS	A	(A)	(A)	A	(A)	(A)	B	B	B	B	B	B	N/A
			Delay, sec	9.4	0.0	0.0	8.8	0.0	0.0	14.2	14.2	14.2	14.9	14.9	14.9	
		PM	LOS	B	(A)	(A)	A	(A)	(A)	C	C	C	C	C	C	N/A
			Delay, sec	11.1	0.0	0.0	9.4	0.0	0.0	16.7	16.7	16.7	23.6	23.6	23.6	
WIS 60 & Keup Rd	Traffic Signal	AM	LOS	B	B	A	B	A	A	B	B	B	B	B	B	B
			Delay, sec	13.7	10.5	5.1	17.3	8.8	5.0	18.7	16.8	16.8	17.5	16.8	16.8	
		PM	LOS	C	A	A	B	B	A	C	C	C	C	C	C	B
			Delay, sec	21.6	9.9	4.5	17.5	14.8	4.3	24.7	21.7	21.7	22.9	21.8	21.8	
WIS 60 & Keup Rd	Roundabout	AM	LOS	B	B	B	A	A	A	C	C	C	B	B	B	A
			Delay, sec	13.6	13.6	13.6	5.8	5.8	5.8	23.0	23.0	23.0	10.2	10.2	10.2	
		PM	LOS	C	C	C	A	A	A	B	B	B	B	B	B	B
			Delay, sec	22.8	22.8	22.8	7.7	7.7	7.7	11.0	11.0	11.0	13.3	13.3	13.3	
Washington Ave & Sycamore Dr	All-Way Stop Control	AM	LOS	C	C	C	B	B	B	B	B	B	B	B	B	B
			Delay, sec	16.1	16.1	16.1	10.3	10.3	10.3	12.1	12.1	12.1	13.0	13.0	13.0	
		PM	LOS	C	C	C	B	B	B	B	B	B	B	B	B	C
			Delay, sec	19.1	19.1	19.1	10.4	10.4	10.4	13.4	13.4	13.4	12.6	12.6	12.6	
Washington Ave & Sheboygan Rd / Elm St	One-Way Stop Control	AM	LOS	--	--	--	C	A	A	A	A	A	A	A	A	N/A
			Delay, sec	--	--	--	20.0	9.5	9.5	7.8	7.8	7.8	7.8	7.8	7.8	
		PM	LOS	--	--	--	C	B	B	A	A	A	A	A	A	N/A
			Delay, sec	--	--	--	17.3	10.2	10.2	7.6	7.6	7.6	8.3	8.3	8.3	
Washington Ave & Bridge Rd	Traffic Signal	AM	LOS	C	C	C	C	C	C	B	B	A	B	B	A	B
			Delay, sec	24.6	20.8	20.8	23.7	20.9	20.9	10.4	10.4	8.9	12.7	12.7	9.4	
		PM	LOS	C	C	C	C	C	C	B	B	A	B	B	A	B
			Delay, sec	23.0	20.4	20.4	22.9	20.2	20.2	11.8	11.8	9.1	11.1	11.1	9.1	

Intersection	Traffic Control	Peak Hour	Parameter	Operating Conditions per Movement by Approach																		Overall Int. LOS
				Eastbound (WIS 60)				Westbound (WIS 60)				Northbound (Washington Ave)				Southbound (CTH NN)			Southbound (Covered Bridge Rd)			
				Hrd LT	LT	TH	RT	LT	TH	RT	Hrd RT	LT	TH	RT	Hrd RT	LT	TH	RT	LT	TH	RT	
				to CTH NN	to Covered Bridge Rd	WIS 60	to Washington Ave	to Washington Ave	WIS 60	to CTH NN	to Covered Bridge Rd	WIS 60	to CTH NN	to Covered Bridge Rd	WIS 60	WIS 60	to Washington Ave	WIS 60	WIS 60	to Washington Ave	WIS 60	
WIS 60 & STH 181/ CTH NN/Covered Bridge Rd	Traffic Signal	AM	LOS	C	C	D	C	**D**	**C**	**B**	**B**	**D**	**D**	**D**	**D**	C	**C**	C	**D**	**D**	**D**	D
			Delay, sec	32.4	32.4	40.5	30.9	39.7	21.0	18.6	18.6	49.7	43.1	54.6	54.6	32.4	35.0	26.5	54.7	54.7	54.7	
		PM	LOS	C	C	D	C	**D**	B	B	B	**D**	**D**	**D**	**D**	D	C	C	**D**	**D**	**D**	D
			Delay, sec	32.5	32.5	46.2	26.7	38.6	15.8	15.1	15.1	44.2	54.8	52.1	52.1	35.7	29.5	24.7	54.7	54.7	54.7	

Year 2050 Improved Transportation System Peak Hour Operating Conditions

Appendix **E**

From:	Hawley, Pat
To:	Art Baumann; Higdon, Hans - DOT (Hans.Higdon@dot.wi.gov); Robert Elkin (robert.elkin@dot.wi.gov)
Cc:	City of Cedarburg - Mikko Hilvo; City of Cedarburg - Mary Censky; eryer@townofcedarburgwi.gov; Brummond, Shana
Subject:	Cedarburg Traffic Planning Study
Date:	Thursday, May 8, 2025 2:31:30 PM
Attachments:	image001.png Appendix (B, C & E).pdf M 250404 Cedarburg Traffic Planning Study.pdf

Hello Art, Hans and Robert,

The City of Cedarburg and Town of Cedarburg jointly retained raSmith to conduct a traffic planning study for their communities. Much of study focused on potential future development along the WIS 60 corridor. While there is a clear understanding that WIS 60 is a state facility and all access, geometry and traffic control decisions will ultimately be yours, the study was intended to help the communities in their land use discussions and decisions. As the memo notes, a primary goal of the study was to identify potential intersection geometry and traffic control, corridor typical sections and resulting access windows based on the current land use assumptions. All improvements are noted as considerations, not recommendations.

The study is provided for your information only, no formal review is requested. The Town and City will not be formally adopting the study. I included each of you on this submittal since the it overlaps somewhat with your responsibilities.

Please reach out if you have any questions.

Pat Hawley, P.E., PTOE, RSP, Associate
Assistant Director of Transportation Services
Senior Traffic Project Manager

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