



**CITY OF CEDARBURG
Plan Commission
March 2, 2026
Minutes**

1. CALL TO ORDER

The meeting was called to order by Mayor Thome at 7:00 pm.

2. ROLL CALL

Mayor Patricia Thome, Vice Chairman Jack Arnett, Council Member James Fitzpatrick, Sig Strautmanis, Sherry Bublitz (Zoom), Jon Scholz, and James Hayes.

Also, present — City Administrator Mikko Hilvo, City Planner Mary Censky, and Deputy Clerk Theresa Hanaman.

3. STATEMENT OF PUBLIC NOTICE

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

4. APPROVAL OF MINUTES

A. February 2, 2026

Council Member Jim Fitzpatrick moved to approve the minutes from February 2, 2026, seconded by Commissioner Strautmanis. The motion passed unanimously.

5. COMMENTS AND SUGGESTIONS FROM CITIZENS

Terry King W63 N762 Sheboygan Road

Mr. King reported that he could not find the agenda posting on the City's website. The Deputy Clerk and Administrator were able to confirm that it was indeed there on the website. The proper tabs to look under have recently been updated.

6. PUBLIC HEARINGS AND ACTION THEREON

- A. *Public hearing, discussion, and possible action on the request of applicant Sally Wagner, d/b/a Happy Place Cooking Space Inc., for Conditional Use Permit approval to utilize a 1,285 sq. ft. tenant space at W57 N14280 Doerr Way (Suite 104) for teaching kitchen and small-scale commercial kitchen purposes. This M-2 General Manufacturing zoned, multi-tenant property is owned by Doerr Way East, LLC in c/o Joe Kassander.*

The public hearing was declared open at 7:03 PM by Mayor Thome.

Planner Censky reported that the applicant is requesting approval of a Conditional Use Permit for teaching kitchen and small-scale commercial kitchen uses (i.e., Happy Place Cooking Space).

With no one else wishing to speak, a motion was made by Council member Fitzpatrick, seconded by Commissioner Scholz, to close the public hearing at 7:12 pm. The motion passed on a unanimous roll call vote.

ACTION:

Council Member Fitzpatrick made a motion, seconded by Commissioner Strautmanis, to approve the request for a Conditional Use Permit (CUP) and to include the following conditions as recommended by the Planner:

- 1) Full execution and recording of the CUP document, as presented/attached, within 30 days of Plan Commission approval.
- 2) The applicant agrees to abide by all the conditions as set forth in the DRAFT Conditional Use Permit document which was included in the packet for this meeting and discussed/approved by the Plan Commission.

7. REGULAR BUSINESS; AND ACTION THEREON

- A. *Review, discussion, and possible action/recommendation to the Common Council on the request of applicant/property owner Pioneer Real Estate Development LLC in c/o Mike LaRosa, for Certified Survey Map (CSM) approval to adjust the lot line location between his two parcels located at N144 W5844 and N144 W5800 Pioneer Road. This property is zoned M-2 General Manufacturing.*

Planner Censky reported that the applicant is requesting a favorable recommendation from the Plan Commission to the Common Council to approve lot line adjustment by Certified Survey Map (CSM). Before selling off Lot 2 to a new buyer, the current owner of these two lots wants to adjust the common lot line between Lot 1 and Lot 2 – moving it south by ~7 feet. The existing owner of both properties plans to retain ownership of Lot 1 and hopes to sell off Lot 2 for development of the recently approved Gerber Collision & Glass motor vehicle repair facility. Both lots will remain fully compliant as to minimum required lot size and width (i.e., not less than 40,000 sq. ft. and 150 feet respectively). No new lot or outlot is created by this CSM. Both lots have at least 30 feet of frontage on a public street.

ACTION:

A motion was made by Council Member Fitzpatrick, seconded by Commissioner Hayes to make a favorable recommendation to the Common Council to approve this lot line adjustment by Certified Survey Map (CSM) as presented, and to include the following conditions as recommended by the Planner:

- 1) On sheet 2 of 4, the Common Council must be added under the phrase "...this CSM is required to be submitted to the following for approval:"
- 2) The signature names for Plan Commission must be corrected.
- 3) A signature line for the Common Council must be added.
- 4) City Engineer review and approval of the CSM as to accuracy and closure in the legal description.

The motion passed unanimously.

B. Review, discussion, and possible action on the request of applicant Margrett English/Terrace Realty, Inc., on behalf of property owner S Duane Stroebel, for approval of site and house plans as replacement of a previously existing, legal-nonconforming home on the property located at N45 W5665 Spring Street. This .15-acre (6,534 sq.ft.) property is zoned Rs-6 Single-Family /Two-Family Residential.

Planner Censky explained that the request involves site and building plan review for reconstructing/replacing a previously existing legal nonconforming structure on this lot that burned down in 2009. She noted that although the lot is smaller and narrower than current Rs-6 zoning standards, and the plan includes conditions that would normally require variances, the more specific code provision allowing replacement of a legal nonconforming structure that gets destroyed by fire would appear to govern the review. Under that provision, the new structure must meet required setbacks and yards "insofar as practicable." She went through the extent to which this applicant's plan does not fully comply with the Rs-6 standards.

- Statutory context: Wisconsin statutes require municipalities to allow replacement/restoration of legal nonconforming structures destroyed by calamity.
- Local code requires replacement to meet district standards "insofar as practicable."
- Substandard lot rules typically require Board of Appeals variance if a lot doesn't meet minimums; staff notes the Plan Commission may make an interpretation the more specific code for nonconforming structure replacement will govern over the less specific lot size constraint (Commission may seek legal opinion if desired).

ACTION:

Commissioner Arnett made a motion, seconded by Council Member Fitzpatrick for approval of the site and house plans as replacement of a previously existing, legal-nonconforming home on the property located at N45 W5665 Spring Street and to include the following conditions as recommended by the Planner:

- 1) Prior to issuance of a Building Permit, the applicant shall:
 - a. Produce a current plat of survey to confirm that the house, as depicted by its floor plan, indeed fits onto the lot at a 20-foot setback (excluding the 5-foot deep attached front porch), 3' west side setback, and 0' east side setback.

b. Secure the approval of the City Engineer as to the plans for grading, drainage, erosion control, stormwater management, driveway access, and utilities in support of this plan.
2) Plan Commission has determined that the applicant is indeed eligible to build this home as a replacement to the fire-damaged, previously existing, legal nonconforming home/structure on this site with/without a Board of Appeals variance as pertains to the small size and width of the lot.

The motion passed unanimously.

C. Review, discussion, and possible approval of the proposed Declaration of Restrictions and Covenants for the recently approved, 24-lot single-family residential subdivision Quarry Park located directly east and north of the existing dead ends on Stone Lake Circle and Holly Lane, respectively.

Planner Censky reported the applicant presents a revised draft of covenants and restrictions applicable to their proposed new Quarry Park Subdivision. Their draft contains mark-ups based upon the applicant's recent interactions with the Site and Architectural Review Board on this topic. On February 17, 2026, the Site and Architectural Review Board (SARB) considered this draft and recommended approval (including as to Planner mark-ups) to the Plan Commission, subject to the following conditions:

1. Applicant to incorporate the Planner's markup.
2. Referral to the Council amending the recent code change proposal to allow 8-foot garage doors, replacing the current recommended maximum of 7 feet.
3. House plan and location review process for this new neighborhood calls for review and approval by SARB prior to issuance of a building permit. An appeal to a SARB decision as to these house plans may be made to Plan Commission.

Commissioners expressed an appreciation that the proposed covenants call for garage layouts that minimize street dominance, such as side loading and recessed drives.

ACTION:

Commissioner Strautmanis made a motion, seconded by Council Member Fitzpatrick, to approve the proposed Declaration of Restrictions and Covenants for the recently approved, 24-lot single-family residential subdivision Quarry Park located directly east and north of the existing dead ends on Stone Lake Circle and Holly Lane, as presented, subject to the conditions listed above. The motion passed unanimously.

D. Review, discussion, and nonbinding consultative feedback to applicant Neumann Developments, Inc., in c/o Bryan Lindgren, on a revised concept plan for mixed residential development of ~232 acres of land located at the northeast corner of Sheboygan Road and Highway 60. The land use classification of this area is Medium Density Residential (5.2 to 10.8 units/acre). The owner of the property is Covered Bridge Fields, Inc.

Planner Censky reported that Neumann Developments has shared multiple iterations of their concept plans:

- October 2025 Concept: Approximately 402 units, incorporating principally single-family detached residential with a small number of ranch-style duplex condominiums
- January 2026 Concept: Approximately 499 units, adding town homes, duplexes, and town four-plex condos.
- February 2026, Concept: Approximately 481 units, with expanded green space and a central park. The housing mix has shifted: expanding on the townhome duplexes and adding town four-plex condos.

- Duplexes and four-plex condos now comprise about 30% of the plan, up from approximately 12% originally. The applicant states this is necessary due to the many amenities asked for and the neotraditional design asked for.

In the context of the Comprehensive Plan, medium density is defined by a lot size range of 8,400–12,000 sq ft. Zoning density targets vary by district (for example, RS 5 allows up to 5.2 dwelling units per acre; RS 4 allows 4.4; RS 3 allows 3.6 dwelling units per acre). Four-unit buildings may require a Comprehensive Plan amendment as that use doesn't align with the comporting zoning districts.

- The applicant emphasizes amenities, walkability, and green space (approx. 70 acres preserved), including \$4M for neighborhood features like a pool, pickleball courts, trails, playground, and community building.
- The development is planned in approximately 8 phases, aiming for community growth of 50–75 homes per year, aligning with city growth goals of 1–1.6%.
- Access will initially focus on Forward Way, with signalization expected pending a WisDOT traffic study.
- Harbor Homes will be the primary builder, with expanded product lines and design lessons learned from previous projects like Fairway Village.

Commission Feedback included:

- Density too high (esp. multifamily near Hwy 60 entry); Council may be unlikely to approve at the current mix.
- Concerns were raised about the road network, specifically regarding limited western access near the airport hangar and traffic queuing near Highway 60.
- Rebalance between villas and residences/estate lots.
- Remove four plex/multifamily, increase estate/residence lots; retain some villas near Hwy 60 but reduce share.
- Architecture & variety: Concern with single builder—prefer multiple builders or demonstrably broader portfolio for more appropriate architectural outcomes and neighborhood diversity.
- Street hierarchy: Improve road network clarity; consider a more direct connection from Lilac Lane to Central Park; enhance wayfinding. Stub to the west is too close to Hwy 60.
- Hwy 60 edge: Avoid long berms; pull homes back; use deciduous buffers; front a more attractive streetscape; alley loading for denser blocks is favored.
- Tree preservation: Retain existing trees.
- Phasing & growth cap: Keep within City growth goals; consider how this impacts supply for the entire City over many years.

- Traffic & access: Firm up WisDOT traffic study and signalization plan; evaluate Five Corners impacts.
- Applicant to revise the concept per feedback:
 - o Lower density, reduce multifamily (remove 4 plex)
 - o Increase estate/residence proportion
 - o Improve street hierarchy, Hwy 60 frontage treatments, and tree preservation
 - o Address builder diversity/architecture strategy
- Return to SARB and Plan Commission before filing a Preliminary Plat; pursue WisDOT traffic study; begin pre-annexation agreement discussions contingent on concept alignment.

Public Comment

Terry King W63 N 762 Sheboygan Road

Mr. King is concerned about the development's density & safety concerns near Hwy 60; desire for safe crossings; caution about how traffic will impact Five Corners & the historic district.

Paul Rushing W62 N799 Sheboygan Road

Paul's preference is for lower density, larger lots, better frontage treatment (trees vs berms), and greater architectural variation.

E. Review, discussion, and nonbinding consultative feedback to applicant Coach House Homes, in c/o Kate Schley, on a revised concept plan for single-family residential development of ~1.8 acres of land located at W59 N367 Hilbert Avenue and directly west and northwest thereof. This property, owned by Wendell Lee LLC in c/o Paula Motte, is zoned Rs-5 Single Family Residential.

Planner Censky reported on the revised concept plans for a single-family residential development, including 7 lots on a private cul-de-sac; 26' pavement with rolled curbs; and 5' sidewalks. She noted there is an Alt Plan that also includes a 5' tree lawn (terrace) behind the curb and requires tree plantings (street terrace and rear lot line) to blend with the neighborhood context. The rear setbacks are 20–25' depending on terrace inclusion, with the FAR capped at 0.36 (houses drawn at code max for planning).

Commissioner Hayes noted stormwater swales are feasible within 20' rear setback; flow goes through the rear yards to the cul-de-sac per grades; snow storage would need to be managed (likely by periodic removal).

Commissioners' discussion points were:

- The plan shows significant improvement and generally aligns with RS 5 standards.
- Support is given for Planned Unit Development (PUD) waivers regarding lot sizes to avoid awkward lot line "jogs" for technical compliance.
- A 5-foot tree lawn and a 5-foot sidewalk are preferred, along with the inclusion of compulsory trees along the street and at the rear.
- A 20-foot rear setback is acceptable when necessary to accommodate the front tree terrace.

- The Floor Area Ratio (FAR) should be no greater than 0.36, noting that square footages of garages, sheds, enclosed porches, and similar... are all included in the total FAR calculation.
- Applicant should consider allowing some one-story homes, a mix that would reflect the surrounding context, balancing this with FAR and footprint layouts.
- A private street is acceptable, provided there is a drainage and snow management plan included in the preliminary engineering.

Public Comments

Doug Baade W59 N377 Hilbert Avenue

Mr. Baade expressed concerns about the scale of the development in relation to existing homes, which are typically 1,100 to 1,200 square feet. They prefer smaller, lower-profile homes and appreciate the Commissioners' thought process.

Paul Rushing W62 N799 Sheboygan Road

Mr. Rushing says the development does not reflect the historic character of the neighborhood. The layout disrupts the aesthetic of interconnected small homes. The new entry street is poorly positioned, and the existing cul-de-sac could be redesigned for better firetruck access and a more welcoming space. He urges the Commission to deny the current plan and consider a proposal that he drew-up for eight homes instead.

Feedback includes:

- Move forward with the Preliminary Plat, incorporating the following:
 - Tree lawn and compulsory plantings
 - FAR limited to 0.36 (with garages, porches, sheds...all included within the FAR)
 - PUD exceptions for lot sizes and the case regarding 44-foot width on one lot
 - Stormwater and snow management design subject to City Engineer approval
 - Encourage a mix of one-story homes to improve contextual fit.

F. Review, discussion, and possible approval of a site plan amendment to replace a small, existing patch of grass in front of the John R. Armbruster Community Gymnasium with hard surface paving. This City-owned property, located at W63 N641 Washington Avenue, is zoned I-1 Institutional and Public Service District.

City Administrator Hilvo reported on February 12, 2026, the Landmarks Commission recommended approval of this request as follows:

“...recommend approval to the Plan Commission for replacement of the grass in front of the gymnasium on the south side of the entry sidewalk with pavers as similar as possible to the ones on the north side of the walkway.”

He stated the DPW has some maintenance concerns.

Commissioner Strautmanis noted that stamped concrete can be slippery and may not visually match the surrounding area. Commissioner Scholz pointed out that using pavers

requires a proper base, such as a mud slab, to prevent heaving. Commissioner Hayes mentioned that a good-quality paver is preferable to stamped concrete. He remarked that the current red paver does not fit the "front yard" aesthetic and suggested considering options that align with the desired long term look for this key downtown site. Commissioner Arnett highlighted the importance of durability, especially since the area serves as a polling location. The Mayor expressed concerns about mixing different materials. She understands budgetary constraints.

ACTION:

Commissioner Arnett made a motion, seconded by Commissioner Scholz, to approve the site plan amendment to replace a small, existing patch of grass in front of the John R. Armbruster Community Gymnasium with a hard surface; retaining the existing foundation landscaping along the front of the building and directing staff to obtain bids for both pavers (preferred match); coordinate with Landmarks; and forward to Common Council for funding. The motion passed unanimously.

- G. *Review discussion, and possible action/recommendation to the Common Council to amend Section 13-1-61(d) of the Zoning Code, adding "Banks, savings and loan associations, credit unions, and other financial institutions (with or without drive-through facilities)" to the list of Conditional Uses that may be considered for approval in the M-3 Business Park Zoning District. This item is initiated by City staff.*

ACTION:

Commissioner Arnett made a motion, seconded by Commissioner Scholz, to recommend to the Common Council to amend Section 13-1-61(d) of the Zoning Code, adding "Banks, savings and loan associations, credit unions, and other financial institutions (with or without drive-through facilities)" to the list of Conditional Uses that may be considered for approval in the M-3 Business Park Zoning District. The motion passed unanimously.

8. COMMENTS AND ANNOUNCEMENTS BY PLAN COMMISSIONERS

Commissioner Arnett mentioned that the Ozaukee County Board publicly commended City staff (Mary, Theresa) and the Plan Commission for collaborative work as related to Lasata CBRF.

9. MAYOR'S ANNOUNCEMENTS

None

10. ADJOURNMENT

Commissioner Arnett made a motion, seconded by Council member Fitzpatrick to adjourn the meeting at 9:46 p.m. The motion passed unanimously.

Theresa Hanaman
Deputy Clerk