



11333 N. Cedarburg Road  
Mequon, WI 53092  
Phone: 262-236-2903  
Fax: 262-242-9655

[www.ci.mequon.wi.us](http://www.ci.mequon.wi.us)

## **ECONOMIC DEVELOPMENT BOARD**

**Tuesday, April 25, 2023**

**8:00 AM**

**North Conference Room**

### **Agenda**

- 1. Call to Order, Roll Call**
- 2. Approval of Meeting Minutes from February 21, 2023**  
*Action requested: review and approve.*
- 3. Industrial Land Uses**
- 4. Staff Updates**
- 5. Announcements**  
The next meeting is Tuesday, May 23, 2023, at 8:00 a.m.
- 6. Adjourn**

**Dated:** April 21, 2023

**/s/ Tim Carr, Chairman**

.....  
*Notice is hereby given that a quorum of other governmental bodies may be present at this meeting to present, discuss*

*and / or gather information about a subject over which they have decision making responsibility, although they will not take formal action thereto at this meeting.*

*Any questions regarding this agenda may be directed to the Dept. of Community Development office at 262-236-2903, Monday through Friday, 8:00 a.m. – 4:30 p.m.*



11333 N. Cedarburg Road  
 Mequon, WI 53092  
 Phone:  
 Fax: 262-242-9655

[www.ci.mequon.wi.us](http://www.ci.mequon.wi.us)

**ECONOMIC DEVELOPMENT BOARD**  
**Tuesday, February 21, 2023**  
**8:00 AM**  
**North Conference Room**

**Minutes**

1) Call to Order, Roll Call

**Present:**

Alderman William Gebhardt  
 Board Member Dennis Engel  
 Board Member Tracy Johnson  
 Board Member Michael Kramer  
 Board Member Inge Plautz  
 Board Member Bruce Sipiora  
 Board Member Timothy Carr – virtual attendance  
 Board Member Jeff McLean – virtual attendance  
 Board Member Daniel Gannon -- **Absent**

2) Appointment of a Chair pro tempore

**Action**

Board member Johnson made a motion to appoint Board member Mike Kramer Chair pro tempore.

Board member Sipiora seconded the motion.

*A voice vote was taken; vote passed (6-0)*

3) Approval of Meeting Minutes from January 24, 2023

**Action**

Board member Engle made a motion to approve the meeting minutes from January 24, 2023.

Alderman Gebhardt seconded the motion.

*A voice vote was taken; vote passed (6-0)*

Attachment: EDB\_02.21.23\_DRAFT (8392 : Meeting Minutes from February 21, 2023)

**RESULT:**       **Approved [Unanimous]**  
**MOVED BY:**   Board Member Engel  
**SECONDED BY:** Alderman Gebhardt  
**AYES:**         Gebhardt, Engel, Johnson, Kramer, Plautz, Sipiora  
**ABSENT:**       Gannon

#### 4) P2 Development - DA Extension

Director Tollefson stated that the request is for the P2 Development project that is currently under construction on Buntrock Avenue consisting of 42 townhomes. The developer assembled two dilapidated, underutilized parcels for this new development. They have a TC TIF Incentive, which was recommended by the Board, and advanced through the approval process of both the Finance and Personnel Committee (“F&P”) and the Common Council. The incentive is pay-as-you-go and there is a projected project value anticipated and documented as part of the Development Agreement (“DA”) as well as a construction time frame agreed upon by the developer and the city. Upon completion of the project, final costs vetted, after the first year of assessment and the first year of taxes are paid, at that point the city starts reimbursing at a percentage point for just the cost of the cleanup and demolition.

The original DA anticipated the project would be completed by June of 2023, and a 90-day extension is being requested until September 2023. The Board packet details some of the delays incurred by the developer. There is no financial impact to the developer or the city because of the timing within the calendar year.

The DA also contemplates the changes in potential value; the agreed upon costs for demolition and the agreed upon projected estimated project value, both values are revised and vetted for a final dollar amount and the incentive is adjusted accordingly.

Staff recommend approval of the extension request as there is no financial impact to either entity. EDB recommendation will be advanced to F & P in March and the Common Council will also take action on it that same night.

A representative for the applicant answered that there are no additional delays are expected.

#### **Action**

Board member Engle made a motion to recommend the approval of the requested extension until September 2023.

Board member Plautz seconded the motion.

*A voice vote was taken; vote passed (6-0)*

**RESULT:** Recommended [Unanimous]  
**MOVED BY:** Board Member Engel  
**SECONDED BY:** Board Member Plautz  
**AYES:** Carr, Gebhardt, Engel, Johnson, Kramer, McLean, Plautz, Sipiora  
**ABSENT:** Gannon

## 5) Industrial Land Use

Dir. Tollefson stated that based on the previous meeting the mayor has communicated that he would like the EDB to focus on this policy item. Last month a land use chart of industrial uses was provided and both Menomonee Falls and Germantown have been added to that chart per the request of the Board.

She explained that the Board was requested to vet through the uses to determine two factors:

1. Which uses would exceed the tolerability in the city so they can be eliminated from the chart.
2. The marketability and whether the uses should be classified as conditional (use can be denied, staff and the Planning Commission can vet the type of use and mitigate potential negative impacts) or permitted (no application, use not vetted).

She talked about the context of the surrounding area and the potential impact of the Ozaukee Washington land (“OWLT”) parcel to potential users. She explained the different zoning of the neighboring parcels in the nearby area. She mentioned that excluding OWLT, there is about 200 acres of possible land available for industrial users.

Dir. Tollefson stated that a next step is for staff to reach out the existing property owners in that area to learn more about their future plans for the next 5-10 years. She has reached out to Ozaukee Economic Development to discuss what interests they are receiving for possible industrial users in Ozaukee County, and she will reach out to M-7 and WEDC as well.

The Board discussed this new area including advantages and disadvantages to this location, different levels of manufacturing and what level should be allowed in this new area, what level of uses are allowed by the neighboring communities, infrastructure concerns, road conditions in the area, creating the new zoning district and controlling operational issues for the neighbors.

The Board voiced a preference for light-medium manufacturing but do not want to eliminate the option of heavy use, they are interested to hear the feedback from M-7 and WEDC. They believe it is critical to have the availability of infrastructure there. There was some discussion about conditional vs permitted uses. The Board talked through the chart of uses included in the packet and learned that each use will eventually be classified as permitted, conditional or prohibited.

Dir. Tollefson outlined the next steps:

- The uses need to be put into categories.
- Neighboring property owners will be contacted.
- Better understand market conditions with other entities.

She offered the idea of hiring a broker later in the process to conduct a small market analysis to better understand the market so that appropriate decisions can be made for this new zoning district. The Board supports this due diligence.

6) Staff Updates

Dir. Tollefson stated that the Common Council approved the TIF expenditures from Town Center for just over \$5M. The improvements will begin this spring.

7) Announcements

The next meeting is Tuesday, March 21, 2023, at 8:00 a.m.

8) Adjourn

Respectfully Submitted,

*Kim Tollefson*  
*Director of Community Development*



11333 N. Cedarburg Road  
Mequon, WI 53092-1930  
Phone: 262-242-3100  
Fax: 262-242-9655

[www.ci.mequon.wi.us](http://www.ci.mequon.wi.us)

Office of Community Development

**TO: Economic Development Board**  
**FROM: Kim Tollefson, Director of Community Development**  
**DATE: April 25, 2023**  
**SUBJECT: Industrial Land Uses by Location**

---

**Background:**

As the Department of Development considers land uses in the south-central area of the city, consideration of various land uses, and appropriate locations is a critical step. Reviewing the type of industrial uses desired in the community, the thresholds associated with operations and determining appropriate locations based on surrounding and zoning and the assets and context of the neighborhood is a typical first step in our policy analysis. A list and comparison of land uses was previously vetted by the Board.

Included is a detailed map of the area of scope with acreage, ownership, and critical site features for the Board's awareness of the surrounding uses and proximity to the regional area. The map illustrates the presence of both quasi-industrial uses in the City of Mequon and corporate and industrial uses in Milwaukee, Germantown and Menominee Falls.

**Analysis:**

Staff provides a revised table of land uses as well as technical standards for the specific operations and build out on individual sites. Generally, the Board directed staff to trend land uses towards medium levels of operations or intensity while maintaining thresholds for operations that pose a greater risk of pollution, contamination, odor or vibrations and noise. Once the land uses are conceptually approved, the City, in recent practice, will write operational controls through "Specific Development and Design Standards". This is a signal to prospective developers on community expectations and creates transparency for ultimately achieving approval of the project. The Board should focus on these standards as it provides the legal foundation in which the City can mandate projects through site and building plan approvals as well as ensuring compliance once a business is open and operational.

**Infrastructure:**

The nearest public water main will be located at the intersection of County Line and Swan Road at the time of construction for a new subdivision, Swan Ridge Farms. Expansion of the new public water main requires a contract amendment with the City of Milwaukee. The nearest public sewer main is located at the intersection of County Line and Granville Road. Expansion of the sewer service area is required and is a 6-9 month application process by the City through Department of Natural Resources (DNR) and Milwaukee Metropolitan Sewer District (MMSD). City staff believes there is capacity for public sewer in this sewershed. An analysis of flow (based on use and size) and infrastructure size, location and necessary connectivity is required to determine the cost of these infrastructure improvements followed by a policy discussion of whether the City wants to make the expenditure for infrastructure expansion or to require that a developer build and contribute the infrastructure. This is a similar process to the one staff addressed for the new Ulao Creek Neighborhood rezoning.

The Board requested the condition status of the roads leading to the study area. The City rates each of the roads as good to very good. The City has an established road program with ratings and annual approval of road work. The city roads are categorized as follows (please see attached Paser Ratings System key):

- Wasaukee Road – (County Line to 0.5 miles N of Donges) – Rating 7
- County Line Road – (Wasaukee to Granville) – Rating 7
- County Line Road – (Granville, east ¾ mile) – Rating 8
- Granville Road – (Freistadt to Mequon) – Rating 8
- Granville Road – (Mequon to County Line) – Rating 7

Please note that at this point, there are no plans for reconstruction on any of the road sections in the 5-year plan for the Mequon maintained portions.

#### **Marketability and Regional Agency Input:**

Marketability will be a factor and requires continuous monitoring even after new zoning is created and designated. Staff sought input from Ozaukee County Economic Development, M7 and WEDC. The following highlights the input:

- Prime location given proximity to north Milwaukee County and south Washington County as well as west Waukesha County. Transportation options and the larger labor pool are significantly positive and access to Hwy 41/45 is only 5-7 minutes.
- Public water is critical, especially given the requirements for fire protection.
- Public sewer is important, but if public sewer is not desired or feasible, maintain a heavier type of industrial. Office, corporate parks and light industrial uses will expect public sewer.
- Well maintained roads are critical.
- The proximity to established residential is not adjacent, which is good.

#### **Next Steps:**

##### **Staff's internal process includes the following steps:**

1. Modify Land Uses and Concept Thresholds
2. Property Owner Outreach
3. Study Infrastructure: Needs / Timing / Developer Build & Contribute or City
4. Study Ancillary Features: Name / Signage / Landscaping / Broker (Expenditures)
5. Study Partnerships: Oz Co / M7 / WEDC (Formalize)
6. COTW: Industrial Input (Advance Interest in Residential Conversion)

#### **Timeline:**

Currently, staff's objective is to present the analysis and the Board's concept recommendations in July.

#### **Attachments:**

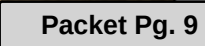
Use Table Comp 04.25.23 (XLSX)  
 Layout17 (PDF)  
 PASER Rating System (PDF)

| Uses                                        | City of Mequon  |                     |                 |                     | NEW<br>SW   | Menomonee Falls |                 |                 | Germantown        |               |               |                | TECHNICAL<br>STANDARDS                                                                                                              |
|---------------------------------------------|-----------------|---------------------|-----------------|---------------------|-------------|-----------------|-----------------|-----------------|-------------------|---------------|---------------|----------------|-------------------------------------------------------------------------------------------------------------------------------------|
|                                             | B5<br>Light Ind | B4<br>Business Park | B6<br>Rural Ind | UC MC<br>Mixed Comm |             | I1<br>Light Ind | I2<br>Heavy Ind | I3<br>Executive | M1<br>Limited Ind | M2<br>General | M3<br>Special | HIA<br>Overlay |                                                                                                                                     |
| light manufacturing                         | P               | C                   | C               | P                   | P           | P               |                 | P               | p                 | P             | P/C           |                | Min Lot Size 2 Acre<br>Min Lot Width 150 feet<br>FAR 50%<br>Bldg HT 50 feet<br>Setback 50 feet<br>Offset* 30 feet<br>Open Space 30% |
| processing                                  | P               | C                   |                 |                     | P           | P               |                 | P               |                   |               |               |                |                                                                                                                                     |
| wholesale                                   | P               | C                   |                 |                     | P           | P               |                 |                 | P                 | P             | P             |                |                                                                                                                                     |
| distribution                                | P               | C                   |                 |                     | P           | P               |                 |                 |                   |               |               |                |                                                                                                                                     |
| R & D                                       | P               | C                   |                 | P                   | P           | P               |                 | P               |                   |               |               |                |                                                                                                                                     |
| Print and Publication                       | P               | C                   |                 |                     | P           | P               |                 |                 |                   |               |               |                |                                                                                                                                     |
| offices                                     | P               | P                   |                 |                     | P           | P               |                 | P               |                   |               |               |                |                                                                                                                                     |
| furniture repair                            | P               |                     |                 |                     | P           |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| specialty trade                             | P               |                     |                 | P                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| salons                                      | C               | C                   |                 | C                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| bookstores                                  | C               | C                   |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| daycare                                     | C               | C                   |                 |                     | ACCESSORY   |                 |                 | P               |                   | C             |               |                |                                                                                                                                     |
| non fast food restaurants                   | C               |                     |                 |                     | ACCESSORY   |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| florists - large scale assembly and storage | C               | C                   |                 |                     | P           |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| gift shops                                  | C               | C                   |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| pharmacy                                    | C               | C                   |                 |                     | ACCESSORY   |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| studios for art                             | C               | C                   |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| lumber / bldg supply                        | C               |                     |                 | P                   | C           | C               |                 |                 |                   |               |               |                |                                                                                                                                     |
| transporation terminals                     | C               |                     |                 |                     | C           |                 | C               |                 |                   |               |               |                |                                                                                                                                     |
| warehousing                                 | C               | C                   |                 |                     | C           | P               |                 |                 | p                 | P             | P             |                |                                                                                                                                     |
| auto service                                | C               | C                   |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| pet day care / kennels                      | C               | C                   |                 | C                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| fitness centers                             | C               | C                   |                 |                     |             |                 |                 | P               |                   |               |               |                |                                                                                                                                     |
| indoor sport shooting                       | C               |                     | C               |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| resale furniture and household merch        | C               |                     |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| architectural salvage                       | C               |                     |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| outdoor power equipment                     | C               |                     |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| theatres                                    |                 | C                   |                 |                     |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| agriculture                                 |                 |                     | P               | P                   | NON CONFORM |                 |                 |                 |                   | C             |               |                |                                                                                                                                     |
| wineries                                    |                 |                     | C               | P                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| microbreweries                              |                 |                     | C               | P                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| storage                                     |                 |                     |                 |                     | P           | P               |                 |                 | P                 | P/C           | P             |                |                                                                                                                                     |
| commercial bakeries                         |                 |                     |                 | C                   | P           |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| greenhouses                                 |                 |                     |                 | P                   |             |                 |                 | P               |                   |               |               |                |                                                                                                                                     |
| corporate campus                            |                 |                     |                 |                     | P           | P               |                 | P               |                   |               |               |                |                                                                                                                                     |
| salvage                                     |                 |                     |                 |                     | C           |                 | C               |                 |                   |               |               |                |                                                                                                                                     |
| heavy manufacture                           |                 |                     |                 |                     | C           |                 | C               | P               |                   |               |               |                |                                                                                                                                     |
| High tech w corporate and headquarters      |                 |                     |                 | P                   | P           |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| athletic fields                             |                 |                     |                 | P/C                 |             |                 |                 | P               |                   |               |               |                |                                                                                                                                     |
| banks                                       |                 |                     |                 |                     |             |                 |                 | P               |                   |               |               |                |                                                                                                                                     |
| data processing                             |                 |                     |                 | P                   | P           |                 |                 | P               |                   |               |               |                |                                                                                                                                     |
| recycling                                   |                 |                     |                 |                     | P           |                 |                 |                 |                   | C             |               |                |                                                                                                                                     |
| second had goods retail                     |                 |                     |                 |                     |             |                 |                 |                 |                   | C             |               |                |                                                                                                                                     |
| landfill                                    |                 |                     |                 |                     |             |                 |                 |                 |                   | C             |               |                |                                                                                                                                     |
| schools                                     |                 |                     |                 | C                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| religious institutions                      |                 |                     |                 | C                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| vet clinics                                 |                 |                     |                 | C                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| Lodge / clubs                               |                 |                     |                 | C                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |
| Performing Arts Center                      |                 |                     |                 | C                   |             |                 |                 |                 |                   |               |               |                |                                                                                                                                     |

P=Permitted  
C=Conditional

Attachment: Use Table Comp 04.25.23 (8390 : Industrial Land Uses by Location)







## Rating system

| Surface rating         | Visible distress*                                                                                                                                                                                                                                                                                                                                                               | General condition/<br>treatment measures                                                                            |
|------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| <b>10</b><br>Excellent | None.                                                                                                                                                                                                                                                                                                                                                                           | New construction.                                                                                                   |
| <b>9</b><br>Excellent  | None.                                                                                                                                                                                                                                                                                                                                                                           | Recent overlay. Like new.                                                                                           |
| <b>8</b><br>Very Good  | No longitudinal cracks except reflection of paving joints.<br>Occasional transverse cracks, widely spaced (40' or greater).<br>All cracks sealed or tight (open less than 1/4").                                                                                                                                                                                                | Recent sealcoat or new cold mix.<br>Little or no maintenance required.                                              |
| <b>7</b><br>Good       | Very slight or no raveling, surface shows some traffic wear.<br>Longitudinal cracks (open 1/4") due to reflection or paving joints.<br>Transverse cracks (open 1/4") spaced 10' or more apart, little or slight crack raveling. No patching or very few patches in excellent condition.                                                                                         | First signs of aging. Maintain with routine crack filling.                                                          |
| <b>6</b><br>Good       | Slight raveling (loss of fines) and traffic wear.<br>Longitudinal cracks (open 1/4"–1/2").<br>Transverse cracks (open 1/4"–1/2"), some spaced less than 10'.<br>First sign of block cracking. Slight to moderate flushing or polishing.<br>Occasional patching in good condition.                                                                                               | Shows signs of aging. Sound structural condition. Could extend life with sealcoat.                                  |
| <b>5</b><br>Fair       | Moderate to severe raveling (loss of fine and coarse aggregate).<br>Longitudinal and transverse cracks (open 1/2" or more) show first signs of slight raveling and secondary cracks. First signs of longitudinal cracks near pavement edge. Block cracking up to 50% of surface.<br>Extensive to severe flushing or polishing. Some patching or edge wedging in good condition. | Surface aging. Sound structural condition. Needs sealcoat or thin non-structural overlay (less than 2")             |
| <b>4</b><br>Fair       | Severe surface raveling. Multiple longitudinal and transverse cracking with slight raveling. Longitudinal cracking in wheel path. Block cracking (over 50% of surface). Patching in fair condition.<br>Slight rutting or distortions (1/2" deep or less).                                                                                                                       | Significant aging and first signs of need for strengthening. Would benefit from a structural overlay (2" or more).  |
| <b>3</b><br>Poor       | Closely spaced longitudinal and transverse cracks often showing raveling and crack erosion. Severe block cracking. Some alligator cracking (less than 25% of surface). Patches in fair to poor condition.<br>Moderate rutting or distortion (greater than 1/2" but less than 2" deep). Occasional potholes.                                                                     | Needs patching and repair prior to major overlay. Milling and removal of deterioration extends the life of overlay. |
| <b>2</b><br>Very Poor  | Alligator cracking (over 25% of surface).<br>Severe rutting or distortions (2" or more deep).<br>Extensive patching in poor condition.<br>Potholes.                                                                                                                                                                                                                             | Severe deterioration. Needs reconstruction with extensive base repair. Pulverization of old pavement is effective.  |
| <b>1</b><br>Failed     | Severe distress with extensive loss of surface integrity.                                                                                                                                                                                                                                                                                                                       | Failed. Needs total reconstruction.                                                                                 |

\* Individual pavements will not have all of the types of distress listed for any particular rating. They may have only one or two types.