

## I. History of the Sports Complex

On July 2nd, 2008, the Town Board announced conceptual plans for a major sports and recreation complex for Town and City of Cedarburg residents. The concept plan brings to fruition an idea developed by members of the Town Board in 2005. The sports complex is planned to be built on the former Prochnow landfill property, which is located on about 95 acres south and west of the Five Corners intersection. The property consists of open farmland, wetlands, and woodlands.

The scope of the proposed Town sports complex would make it the second largest park of its kind in Ozaukee County and one of the ten largest of its kind in all of Southeastern Wisconsin. The sports complex will offer a wide-array of active and passive recreational amenities for the entire family. Athletic fields for soccer, baseball, softball, football, and other sports, such as archery, will be a focal point of the park. A park facility of this magnitude will be able to host tournaments for Cedarburg area youth sport leagues. Passive recreational opportunities will be abundant, including an internal path that links to the Town's existing bike trail system. Playgrounds, picnic areas, concession buildings and a pavillion are also envisioned for the complex.

Residential and commercial garbage was disposed of at the landfill between 1941 and 1972; the landfill has been closed for over 35 years. The actual landfill is only about 7 acres, a small fraction of the 95 acre property. The Town is eager to remediate the landfill. According to the WDNR, the park can be built prior to the clean up of the landfill areas. Redeveloping landfills into parks is a common and safe activity practiced throughout the United States. Lime Kiln Park in Grafton and Mee-Kwon Park & Golf Course in Mequon are local examples of successful efforts to develop parks on former landfills.

Title to the land on which the sports complex would sit is currently held in the Estate of Marvin Prochnow. Before Mr. Prochnow passed away, he agreed to allow the four Principal Responsible Party's (PRPs), or the City of Cedarburg, Town of Cedarburg, Emerson Electric Corporation, and Mercury Marine, to eventually transfer the property to a new owner. The four PRPs have been tasked by the WDNR with remediation/clean up of the 7 acre landfill portion of the site. In order for the Town to construct the sports complex, the Town must first obtain unanimous written consent of the other PRPs to officially transfer the property. The Town is working with the other PRP's to acquire the rights to the property.



A major factor contributing to the existing character of the Town is its rural landscape. The Town is committed to continuing its rural character in projects such as the Town sports complex. This goal will be accomplished through the preservation of open space and locating new park facilities so they blend into the landscape.

### **Explanation of the Need**

The need for additional athletic fields has been expressed anecdotally for years. The Town has strived to better understand and address this problem. The Town's Five Corners Master Plan, completed in April 2006, formally identified the former landfill property as a possible location for athletic fields. The sports complex will be the realization of these planning efforts. The provision of active athletic facilities (as well as passive) is also identified as a goal in the Town Comprehensive Plan: 2035 (Goal #2 of the Utilities & Community Facilities Chapter).

### **Public Support**

Public sentiment has been overwhelmingly in favor of the proposed sports complex. Residents from all walks of life agree this complex will benefit the Town by providing a unique recreation destination. Support is evident through letters received from the 5 Corners Lion's Club, Cedarburg Area Subway, Proposed Ozaukee Sports Center, residents who signed a support petition at the Open House, and through those volunteering to serve on the Town Sports Complex Subcommittee charged with planning the park.

### **Open House**

The Town held an Open House on the concept plan on July 15th, 2008 at Town Hall. Over 100 people attended the event. The Open House featured several stations with posters addressing key issues associated with the Concept Plan. The posters included:

- The Five Corners Master Plan Map adopted in 2006 highlighting the inclusion of athletic facilities in the proposed park area; this demonstrated the foresight and intention of Town officials and residents to include a park in this area several years ago.
- A poster with ratings for existing baseball and soccer facilities in the Town and City of Cedarburg, demonstrating the need for additional athletic facilities. Mark Schwantes from Cedarburg Soccer and Jeff Gylland and Brad Chaney from Cedarburg Baseball fielded questions at this station.
- A poster detailing the landfill areas on the site. Environmental experts and staff fielded environmental issue questions.
- A poster illustrating how common it is for landfills to be transformed into parks.
- The Concept Plan for the new Town Sports Complex.

## **Other Public Input**

A Town survey of residents in 2007 reconfirmed the need for a sports complex when a majority of respondents indicated it is important to provide additional athletic and passive recreational facilities in the Town. In 2008, the Town's Park Committee invited representatives of the Cedarburg Soccer Club, Cedarburg Youth Baseball, and the City of Cedarburg to share their thoughts on current and future athletic field needs. All three representatives expressed that existing athletic fields are unable to meet even current demands, much less anticipated future demands. Representatives noted they have to turn away players from their programs because there aren't enough facilities to play games and hold practice, and many fields are not regulation size. They also indicated that the existing Cedarburg area soccer fields are heavily overused, sometimes to the point whereby they have a difficult time keeping grass on the fields. Some of the fields are to the point where they are not considered safe.

Town staff assembled park ratings completed by representatives from Cedarburg Soccer and Cedarburg Youth Baseball and compared these ratings to those completed by the City of Cedarburg. See Tables X and X on pages 48 and 49 to view these ratings. The result of the current situation is many kids are turned away from programs in which they would like to participate, and those that can play do not get adequate instruction and practice time.

## **II. Subcommittee & Membership**

### **Purpose of the Subcommittee**

The Sports Complex Subcommittee was created by the Town Board at their August 6th, 2008 meeting. Founding members included Jeff Gylland of Cedarburg Baseball, Brad Chaney of the Town Park Committee, Steve Schuette of Buckskin Bowman, Christi Tamsen (Physical Education Department Chair at Cedarburg High School), Mark Schwantes from Cedarburg Soccer, Pete Pavalko (former Park Committee member), and Dick Larson, a member of the Monticello Sno-mobile Club. Other appointed members, such as Sharon and Bill Lamacchia (Town residents), will become involved at a later date when the financial planning efforts begin in earnest.

The purpose of the Subcommittee is to gather information and discuss the land use and facility related needs for the sports complex. The Subcommittee will develop the different elements of the concept plan and concentrate their areas of expertise in generating a complex with a range of facilities and features that may be well suited for the park. The quantity, location, and type of facilities and features were also discussed but could change as the needs are further defined.

The Subcommittee will also generate discussion among the community with the goal of encouraging community participation. The final goal for the Subcommittee is a formal document detailing the recommendations for the sports complex, which the Town Board will utilize. The Subcommittee will also contribute input aiding with the formal design of the sports complex by professional engineers/architects.

### **III. Subcommittee Recommendation**

#### **Deliberations**

The Subcommittee met on numerous occasions to discuss the types of facilities that could become a part of the new sports complex. The list of possible facilities will most likely expand and contract as the planning process progresses.

#### **Recommended Facility Types**

The Subcommittee felt baseball and soccer fields should be located in the current agricultural area. Little League sized baseball diamonds could also accommodate girl's softball, making the fields multi-use. The soccer fields could also be used for flag football or youth football.

The Cross-Country team at Cedarburg High School could benefit from a network of unpaved trails within the Park, as well as a one-mile, paved trail making a large loop through the property. This would help keep students off the streets during training. Subcommittee member Christi Tamsen of the Cedarburg School District noted that the team would need two miles of trails if the sports complex were to be used to host meets.

An on-site pond could be useful for fishing opportunities. Cedarburg High School could hold fly fishing demonstrations for physical education class. The pond could also be used by local recreationalists. If interested, the Board could consider installing a small pier that could provide casting areas as well as create a unique environment that would draw people to the water on a summer night. It could also be used in winter as a skating pond.

Other possible recreational activities could include Frisbee/disc golf and an archery range. An archery range would allow the Buckskin Bowmen archery club to continue their traditional operations (which operate two and a half months out of the year) and provide a separate public range for new enthusiasts. Cedarburg High School, which currently offers an elective course on archery to juniors and seniors, could use the course for physical education classes as well. The Subcommittee expressed support for an open range of about ten targets to accommodate the high school students.

Of course, the sports complex will serve as a hub for the Town's bicycle/trail system. The importance of a safe, convenient stop with resting amenities in the Five Corners location is essential in transitioning from an auto-centric community to one balancing the importance of the car and the pedestrian. A centralized pavilion located by the sports fields could serve as the official hub.

The Subcommittee also discussed the trail currently used by the Monticello Sno-mobile Club and expressed support for incorporating a snowmobile trail in the sports complex so long as it is restricted to a marked trail for their use only during winter months.

Other hard surface sports such as basketball, roller hockey, tennis and skateboard areas are not currently in high demand but perhaps should be considered in the future. A confidence course was also discussed but requires a large financial investment and constant supervision. Finally, the Subcommittee recommended the consideration of playgrounds, a sledding hill, and non-motorized, multi-use trails for walking, running, hiking and biking.

Overall, the Subcommittee felt the focus should be on creating a comprehensive park that featured a balance between passive and active recreational opportunities. It is important to position the park amenities into the natural terrain in order to maintain the natural beauty of the property. Wooded picnic areas and natural seating along the top of ridges should be considered. Toward this end, the Subcommittee agreed a parking lot on top of the former landfill may be ideal as it would maximize the functionality of the most useable areas of the property. Finally, the Subcommittee noted that although there are many uses that are appropriate for the property, uses like the activities undertaken by the local "Midnight Mudders," an off-road 4x4 truck group, are not appropriate for the sports complex property.

## **Quantity of Facilities**

One of the principal tasks of the Subcommittee was to inventory the property and consider the facility needs for each desired recreational activity. The Subcommittee was to estimate the number of participants for each activity and when these activities would occur. Based on these considerations, the Subcommittee was to recommend the quantity of facilities to be incorporated into the sports complex design.

## **Soccer**

Mark Schwantes, representing Cedarburg Soccer, said the club has an immediate need for about twenty acres for soccer fields. The soccer season stretches from late March until November. He indicated that it would be ideal to have all games located at one facility.

Currently, Harris Bank Fields struggles to accommodate games, while the Airport Fields complex is for practice only and its long-term availability is in question. Approximately two acres are needed for each full-size soccer field and one acre is needed for an under ten field. The soccer club would also like one full-size field with lights in order to increase the amount of possible playing time. It may be worth investigating the possibility of using artificial turf instead of natural grass for this field as it could also be used for football.

**Recommendation:** The Subcommittee recommends the sports complex initially construct 4 full-size fields, which could be painted to meet the needs of smaller age groups and multiple uses. Expansion room for additional fields is recommended.

## **Baseball**

Jeff Gylland of Cedarburg Baseball explained that youth baseball is played from April until the end of July. The club feels the most pressing need is a convertible, dirt practice diamond with base paths ranging between sixty and ninety feet. Lights and a fence on this diamond would be ideal. Once this need is met, Cedarburg Baseball would like to have two convertible, dirt Little League fields with sixty to seventy foot base paths. Fences on these two diamonds would be ideal. Little League sized baseball diamonds would accommodate girl's softball, making the fields multi-use.

**Recommendation:** The Subcommittee recommends the sports complex initially construct one convertible, dirt practice field with base paths ranging between sixty and ninety feet, one full-size game field, and two convertible, dirt Little League fields with sixty to seventy foot base paths. This quad-plex would make the complex a destination. Bleachers could be added later.

In addition to the baseball and soccer (football) fields, the Subcommittee recommends the construction of the following:

## **Other Facilities:**

- An archery course, range and associated facilities;
- An enlarged pond for fishing (possible pier) and ice skating;
- An independent snowmobile trail; as state law prohibits cross-country skiing and snowmobile riders from using the same trail;
- A one-mile paved trail for walking, hiking, biking, and cross-country skiing;
- A five acre multi-use field/area to accommodate different activities and age groups;
- Interconnected network of shorter, non-paved trails;
- An open-air pavilion available for picnicking during tournaments and shelter during rain; possibly serving as the hub of the bicycle trail network.

- Concession stand near the baseball quad-plex and soccer/football fields, as well as picnic areas;
- One or two playgrounds for younger children;
- Equipment storage building, possibly connected to the concession stand;
- Frisbee/disc golf course;
- Possible future addition of hard surface sports.

In addition to the facilities above, parking is central to the sports complex. Based on discussion, the Subcommittee feels there must be at least 200 spaces to handle a soccer tournament. A general rule of thumb is twenty spaces per field. These parking facilities could be concentrated over the former landfill area; however, there should also be small lots located closer to the fields for accessibility, as well as a smaller lot on the north end of the property to provide easy access to any amenities that are located there (i.e. the pond). Should the archery range be located on the north end of the property, Steve Schuette said the Buckskin Bowman felt they would need approximately 80 parking spaces, with the current parking lot area being sufficient.

### **Prioritization of Facilities**

The following is a rough outline for the prioritization of the different sports complex facilities as determined by the Sports Complex Subcommittee. Table X on the following page provides a guide to the Subcommittee recommendations.

#### **High Priority**

The Subcommittee has identified baseball and soccer facilities to be the top priority, as these pose the most pressing demand. These should be the first facilities developed on the site. Also to be developed during this initial stage are the roads and parking lots needed to serve the fields. While the earth moving equipment is present, the pond could be enlarged.

#### **Medium Priority**

Although the Subcommittee has determined the remaining facilities to be either medium or low priority, that does not necessarily mean they will ultimately be constructed in any particular order. Much of the development time table has to do with funding.

Medium priority facilities include the concession stand associated with the baseball and soccer fields. This could be constructed by Cedarburg Baseball and Cedarburg Soccer as funding becomes available (grants, funding drives or donations).

## Sports Complex Subcommittee Recommendations

Facility Type	Priority	Number Recommended	Funding	Maintenance
Baseball/Softball Diamonds		Four fields are needed. These include one full-size, and three convertible fields.	Club	Club
Soccer Fields		Four full-size fields with room for additional fields.	Club	Club
Pond / Pier		Enlarge the pond on the north end of the property; work to be included with initial earth moving activity. This pond could include a pier for fishing.	Public / Other	Town
Roads and Parking		These facilities will be installed at the initial stages of development.	Public / Other	Town
Bike/Running Trails		One mile of paved trails, plus additional unpaved trails.	Public / Other	Town
Pavillion		One pavillion that would be used for events and as the hub for the Town Bicycle trail network.	Public / Other	Town
Archery Range		Includes a private area for Buckskin Bowmen and separate public area.	Club	Club
Snowmobile Trail		Trail would be independent of other trails during winter.	Club	Club
Multi-use Field/Area		Five acres ideal to accommodate various uses	Public / Other	Town
Concessions & Picnic Areas		One concession stand with seating. Separate picnic areas throughout also needed.	Club / Public	Town / Club
Playground		One or two playgrounds could be located near the baseball/softball and soccer fields for use by younger children.	Public / Other	Town
Frisbee/Disc Golf		One course stretching throughout the park.	Public / Other	Town
Basketball Court		One or two courts to be grouped with the other hard surface sports.	Public / Other	Town
Skate Park		One area grouped with the other hard surface sports.	Public / Other	Town
Tennis Courts		At least two courts adjacent to the basketball court and skate park.	Public / Other	Town

High Priority   
 Medium Priority   
 Low Priority

(Insert table number here)

As you can see above, potential funding and maintenance responsibilities have been identified. The baseball, soccer, and archery clubs have offered to assist in funding, constructing and maintaining various elements of these facilities. Additional information is on the following page.

Other medium priority athletic field accessory facilities can include bleachers and lights. Also of medium priority is the pavilion/bicycle trail hub, which could go in as funding is obtained. The archery range could be installed/expanded as Buckskin Bowmen obtains the necessary funds. The snow-mobile trail could be added in the first fall by the Monticello Sno-mobile club. Non-paved trails could be installed early on at a minimal cost since these trails requiring only marking and mowing. The paved trail could be installed as funding becomes available. The additional of playgrounds not only addresses an unmet need in the Town, but also offers an other recreational opportunity for the siblings of youth sport participants.

## **Low Priority**

The Subcommittee has identified hard surface courts for sports such as basketball, tennis and a skate park are not currently in high demand but perhaps should be considered in the future. A Frisbee/disc golf course was also looked upon favorably by the Subcommittee. This amenity, however, would be secondary to the other core amenities such as baseball, soccer, archery, natural and paved trails and paths. Although enlargement of the pond is a high priority project, adding a pier to the pond could be installed at a later time when funding is available.

## **Funding of Facilities**

Cedarburg Baseball has shown interest in constructing the baseball fields at their own cost. The group possesses the funding and know-how to accomplish the construction. Fencing, lighting, bleachers and dugout facilities would require additional fund raising efforts, which Cedarburg Baseball has indicated they would be able to meet. Cedarburg Baseball has estimated the costs at about \$50,000 per field, and about \$2,500 for a dirt infield alone. The group also indicated they would be willing to pay for a proposed batting cage. Other amenities directly related to the baseball and soccer fields such as concession stands would most likely be financed/constructed mainly by these groups.

Steve Schuette said the Buckskin Bowman would be interested in assisting with funding the public archery range, as well as completely funding their private archery course.

The Subcommittee noted that although the disc golf is not a priority, the course would only run approximately \$5,500 for eighteen holes. This amenity could be added, space permitting.

A number of the facilities would be used mainly by the general public and would likely be financed by the Town or through other means, sponsorships, grants or donations.

## **Maintenance of Facilities**

Many of the infrastructure facilities would require maintenance on a regular, annual basis, such as the concession stands and shelters. These facilities, utilized mainly by Cedarburg Baseball and Cedarburg Soccer, could be maintained by club members taking a day or two and performing any annual paint/roof/spring cleaning/winterizing. Town assistance would be needed for more complex maintenance issues.

Dick Larson of the Monticello Sno-mobile Club said the club would be happy to groom any trails on the property for no cost.

Buckskin Bowmen would need to be contacted to see if they would be interested in maintaining the archery facilities.

Mark Schwantes of Cedarburg Soccer suggested the club would be willing to maintain the soccer fields at the sports complex using their own equipment. Mr. Schwantes felt only a small building or room within a larger building would be needed for all soccer related storage. Cedarburg Baseball echoed these sentiments, and would care for the baseball fields in the same manner.

Other amenities not directly associated with any particular group would most likely be left to Town staff to maintain. These facilities would include:

- Tables and benches
- Playgrounds, hard surface courts & Frisbee/disc golf course
- Pond (and pier)
- Mowing of natural trails and repair of the paved trails
- Maintain pavilion and shelters
- Maintain parking lots and access roads
- Multi-purpose field/area

#### **IV. Future of the Sports Complex**

The Town is currently undertaking acquisition and planning efforts. These include negotiating with the other PRP's to acquire the property and address remediation related issues. Once the Town obtains the property, fundraising and engineering efforts will begin in earnest. Depending upon a variety of factors, including fundraising, the park may be built in phases.

It is too early to set an estimated completion date for the park as there are many issues that must first be addressed, including the negotiated transfer of the property with the City of Cedarburg, Mercury Marine, and Emerson Electric. These three entities, along with the Town of Cedarburg, have the authority to direct the property to a new owner.