Kenosha-Racine-Milwaukee Alternatives Analysis
Environmental Impact Statement & Project Development Phase

Transit-Oriented Development Portfolio
Caledonia, Wisconsin

in association with:

HNTB

and

American Design
Bay Ridge Consulting
Connectics Transportation Group
Great Lakes Archeological Research Center
Heritage Research
Martinhek & Associates
Valerie Krutchmer Associates

Prepared for:

Southeastern Wisconsin Regional Planning Commission

January 2007
Introduction

The Village of Caledonia’s station area is located within a growing area of the community which presently includes developed and vacant parcels. The station area is situated at the crossroads of Four Mile Road and Douglas Avenue. The preliminary proposed commuter station location for Caledonia is just north of Four Mile Road on the east side of the Union Pacific Railroad, with proposed access from Douglas Avenue. The station study area is considered to be a ¼ mile radius around the proposed station due to the fact that transit-oriented development (TOD) is typically focused within a ten minute walk or ¼ mile of a transit facility, with higher density uses concentrated within a five minute walk or ¼ mile area. According to data collected for the market assessment prepared by Valerie S. Kretchmer Associates, Inc., the Caledonia station area contains an estimated 2005 population of 1,454. These 2005 estimates also indicate that the station area contains 498 households and 173 jobs. The full market assessment report is located in the Appendix.

Community Issues and Opportunities

Key stakeholders within the community were interviewed to obtain opinions on “issues” and “opportunities” within the station area. In addition, a public workshop was held on March 22, 2006 at the Caledonia Community Center to solicit community input. The primary issues and opportunities mentioned in both the workshop and interviews are summarized below. Complete summaries of the interviews and the workshop are located in the Appendix.

Key Issues

- Property owner and public involvement in planning efforts
- Potential for tax increment financing (TIF) district in the station area
- Multi-modal access (car, bus, bike, walk) to the station
- Funding for the proposed commuter station and service
- Grade separation proposed for Four Mile Road and the UP Railroad
- Station area lacks a sense of identity
- Unattractive corridor south of Four Mile Road
- Major drainage corridor east of the railroad and north of Four Mile Road
- Four Mile Road, as a east-west collector
- Traffic is a concern as the area develops

Key Opportunities

- Existing commercial uses are assets
- Potential for expanded commercial uses and local tax base
- Land available for development and redevelopment
- Existing railroad alignment
- Higher density residential uses east of Douglas Avenue
- Proximity to the existing bike path
- Good local road connectivity
- Proposed station will help create the planned town center
- Higher density development will help preserve rural areas
- Attractive area for Milwaukee residents to relocate

Existing Land Use

Existing Land Use is illustrated in Figure D.I on page D3.

The station area contains a broad mix of land uses ranging from agricultural land, residential, commercial, industrial, and several vacant parcels. East of the railroad, existing land uses consist of a mix of auto-oriented commercial, industrial, and residential uses at various densities. To the west of the railroad, uses include agricultural land, interspersed primarily with residential uses. There is also a number of vacant parcels that abut both the east and west sides of the railroad.

Douglas Avenue, which generally runs parallel to the railroad, is an auto-oriented corridor with a mix of primarily commercial and industrial uses. On the east side, north of Four Mile Road is the newly renovated GreenTree Shopping Center which contains a number of national retail tenants including Pick ‘n Save, Kmart, Walgreens, and McDonald’s. North of the shopping center is a new senior housing development, small-scale offices, and agricultural land. East of Chestner Lane is Crawford Park, vacant agricultural land, and single-family residential uses. Among the uses located south of Douglas Avenue, south of Four Mile Road are a U.S. Post Office, Milaeger’s Nursery, and several banks. On the periphery of the station area to the east and south are stable single-family residential neighborhoods. The area west of the proposed station location and north of Four Mile Road is primarily agricultural with a few scattered residential uses. South of Four Mile Road is mix of uses, including a large underutilized commercial site that abuts significant vacant property. This area south of Four Mile Road, and the vacant parcels north of Four Mile Road, provides infill redevelopment opportunities within the station area.

Existing Access and Circulation

Existing Access and Circulation Patterns are illustrated in Figure D.II on page D4.

The primary streets within the proposed station area include Douglas Avenue—which is State Highway 32—and Four Mile Road. Douglas Avenue is a five-lane road cross-section through most of the station area, with four travel lanes and a median turn lane. Four Mile Road is a two-lane collector with limited capacity to function as the area’s major east-west access between Interstate 94 (I-94) to the...
west and residential neighborhoods located to the east, near the Lake Michigan lakefront. A grade separation study is currently underway for the intersection of the Union Pacific Railroad and Four Mile Road, west of Douglas Avenue in response to the planned expansion of WE Energies’ coal-fueled power plant north of Caledonia in the City of Oak Creek.

The station area generally lacks pedestrian and bicycle amenities. Douglas Avenue and Four Mile Road provide only a partial sidewalk network along road frontages abutting major commercial uses. Likewise, existing residential areas are not connected with commercial areas through an integrated sidewalk network. However, the Racine County Bicycle Trail is a multi-use path that traverses the station area, running parallel along the east side of the Union Pacific Railroad, but there are no connections to other uses within the station area.

The station area is served by Bus Route 1, which is operated by the City of Racine’s Belle Urban System which runs along Douglas Avenue. Route 1 provides limited hours of service between the station area from the Greentree Shopping Center to the City of Racine. There are currently no station facility or rider amenities at the bus stop within Caledonia.

**Existing Urban Design**

*Existing Urban Design Conditions are illustrated in Figure D.III on page D5.*

Caledonia’s station area is planned to transform from a more rural landscape to a suburban community center. Given the current broad mix and pattern of uses, the station area does not portray an identifiable design scheme or pattern. With the recent improvements to Douglas Avenue, new curbing and sidewalks were constructed along the frontage of Greentree Shopping Center and at the intersection of Douglas Avenue and Four Mile Road. However, the Village of Caledonia has prepared plans for improvement of its station area which is conceived of with an urban design framework that is both walkable and transit-supportive.
1. The proposed station area contains a mix of stable and marginal industrial uses.
2. Fallow farmland surrounded by a mix of residential and commercial uses provides infill development opportunity.
3. Greentree Shopping Center provides desirable commercial goods and service, but is in an auto-oriented environment.
4. Commercial uses along Highway 32 lack strong connections from the surrounding residential neighborhoods.
5. Mature residential neighborhood provides a ridership foundation in the station area.
6. This new single-family neighborhood indicates market support for residential uses.
7. Underutilized land and adjacent vacant lands provide infill development opportunities.
8. Farmland west of the station area highlights opportunity for large scale, coordinated transit oriented development.

General Station Location
Study Area Boundary (1/2 mile radius)
Waterfront
Stations
Open Space
Comments
Existing Land Use
Agriculture and Woodlands 14.9 acres
Open Space 15 acres
Residential
Single Family 9.5 acres
Two Family 2 acres
Multi-Family [1-3 stories] 19 acres
Commercial
Office 14 acres
Industrial 2 acres
Wholesaling & Storage 1.7 acres
Institutional 4 acres
Utilities & Communications 1.4 acres
Railroad Right of Way 1.1 acres
Vacant 6.5 acres

Clockwise from right:
Mixed Industrial along State Hwy. 32
Greentree Shopping Center
Farm House on 4 Mile Road

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THE KENOSHA - RACINE - MILWAUKEE
COMMUTER LINK
1. Station and platform are suggested east of the Union Pacific Railroad and north of Four Mile Road.
2. WE Energies is studying the potential for a UP Railroad underpass at Four Mile Road to reduce traffic and rail conflicts.
3. Racine County may assume responsibility for jurisdiction and maintenance of Four Mile Road west of Highway 32.
4. The intersection of Four Mile Road and Highway 32 contains five-lane cross-sections and minimal pedestrian amenities.
5. State Highway 32 transitions from four lanes to four lanes and a turning median, south of the Greentree Shopping Center.
6. The Racine County Bicycle Trail traverses the entire station area and provides a significant pedestrian/bicyclist amenity to residents.
7. Bus route connects to Downtown Racine with limited hours of operation.
1. Four Mile Road is a two-lane rural cross section with roll type shoulders and no sidewalks.
2. Sidewalks exist on the south side of Four Mile Road from the post office to Highway 32, but not on the north side.
3. Intersection of Four Mile Road and Highway 32 is improved with curb ramps, pedestrian crossing lights, and crosswalks.
4. Greentree Shopping Center has an auto-oriented environment with expansive parking lots and no internal sidewalks.
5. The overall streetscape environment on Highway 32 is auto-oriented and not conducive to pedestrian activity.
6. Highway 32 does not accommodate sidewalks north of Greentree Shopping Center or south of Milaeger’s.
Introduction
The Village of Caledonia is experiencing significant growth and development in its western reaches between Interstate 94 and Highway K. It is anticipated that market investment in the community will remain strong for the foreseeable future presenting opportunities for the Caledonia station area. The Village adopted a “village center” concept for the station area as part of its 2005 Douglas Avenue Neighborhood Plan. In the Plan, the proposed commuter rail station and surrounding area functions as the focal point for new investment and mixed-use activity. The preliminary Caledonia station area plan incorporates the village center concept, and seeks strong integrations within the overall study area.

Market Potential
As part of the station area planning process, a detailed real estate market assessment was conducted to estimate the Village of Caledonia’s future market demand. Exploring private sector interest in investment in the study area provides an understanding of the level of near-term transit-oriented development potentials to be expected in the station area, as well as a possible mix of future land uses. Development potentials have been examined over a 15-year period, between 2005 and 2020, for the ½ mile station area. Based on current development trends and available population and employment projections, Caledonia’s station area market demand has been determined for residential, retail, and office uses (see Table 1). The full market assessment report is located in the Appendix.

Table 1: Caledonia Station Area Market Demand, 2005-2020

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<tbody>
<tr>
<td>Residential</td>
<td>70</td>
<td>210</td>
<td>204</td>
<td>484</td>
</tr>
<tr>
<td>Retail</td>
<td>20,000-30,000</td>
<td>40,000-50,000</td>
<td>50,000-60,000</td>
<td>110,000-140,000</td>
</tr>
<tr>
<td>Office</td>
<td>10,000</td>
<td>15,000-20,000</td>
<td>15,000-20,000</td>
<td>40,000-50,000</td>
</tr>
</tbody>
</table>


A primary influence on Caledonia’s residential growth is the demand for rural residential locations with convenient access to jobs along the I-94 corridor between Milwaukee County, Wisconsin and Lake County, Illinois. Caledonia has averaged 134 new housing units per year over the last six years, and the pace of development is likely to increase. In the near term, there are a number of large residential projects planned on the west side between I-94 and Highway K that are proposed to add over 1,000 new low-density housing units to the Village’s inventory. The Caledonia station area, lying somewhat east of the auto corridor, is projected to receive approximately 484 housing units (32 per year on average) by 2020.

Caledonia’s largest commercial area is the Greentree Shopping Center and nearby commercial uses that provide basic goods and services to area residents. While this retail area provides convenience goods and services for the community, many residents travel outside the Village to shop. Shopping destinations outside of Caledonia include the Regency Mall in Racine County and major shopping centers in communities in south Milwaukee County, such as Oak Creek and Franklin. Given current unmet demand and anticipated residential growth in the future, demand for future commercial development in the station area will likely remain strong. It is estimated that the station area could attract between 110,000-140,000 square feet of retail space by the year 2020. Although demand for office space in the station area is not strong, it is estimated that up to 40,000-50,000 square feet of office space could be attracted by 2020, and would likely be located in mixed-use buildings or retail centers.

It is important to point out that the market assessment is but one element to be considered in developing preliminary land use concepts for the station area. Community policies and preferences for future development, and the long-term nature of the transit-supportive land use program are among these factors. While the market assessment looked 15 years into the future, regional planning projections for the study area consider a 30-year planning horizon. Therefore, these market demand numbers are used as a basis for the buildout 2035 scenario presented in Table 3, in “Economic Effects.”

Future Land Use
Preliminary Future Land Use is illustrated in Figure D.1II on page D8.

Proposed land uses within the preliminary station area plan are generally consistent with and support Caledonia’s 2005 Douglas Avenue Neighborhood Plan. The only substantive differences between the station area plan and the Neighborhood Plan include: an integrated residential and commercial district east of Douglas Avenue and north of Four Mile Road; and, medium- and high-density multi-family residential uses west of the railroad along Four Mile Road. These land uses are proposed to fully utilize the development potential within the station area and support a mixed-use village center and a new commuter station.

The station area plan promotes an integrated village center concept around the proposed station. Because the Douglas Avenue and Four Mile Road area is already a local commercial center, Caledonia has a significant opportunity to focus future commercial development and create a village center to function as the community’s shopping and gathering place of choice. Local demand from the Village of Caledonia, as well as lakefront communities such as Wind Point, could provide the impetus for future development.

The immediate station area north of Four Mile Road and west of Douglas Avenue is proposed as a mixed-use village center. The use mix could consist of street-level retail and upper-level, medium-density residential uses. North of the mixed-use area is an office use area at the northern gateway to the village center along Douglas Avenue. Adjacent to this area is a new multi-family residential neighborhood proposed north of the Greentree Shopping Center. Over the long-term, the Village should be open to consider redevelopment of Greentree Shopping Center as a pedestrian-oriented commercial center with defined connections to the mixed-use area near the station. While the Greentree Shopping Center is economically viable and stable today, in years ahead, it may become feasible to consider the site for redevelopment in a more pedestrian-friendly manner.

West of the Union Pacific Railroad, new residential neighborhoods are planned north and south of Four Mile Road. These neighborhoods would consist of a range of multi-family residential densities immediately proximate to the station area; high-density residential uses along Four Mile Road; and, single-family residential uses on the outer perimeter of the study area. Open spaces should be planned as integrated neighborhood amenities.

East of the railroad and south of Four Mile Road, commercial uses along Douglas Avenue are proposed to remain, while the current single-family uses fronting on the corridor are proposed to be redeveloped with multi-family uses in the future. Established residential neighborhoods east of Douglas Avenue and south of Four Mile Road would likely remain unchanged.
A comparison of existing and future land use within the ½ mile station area is presented in Table 2.

Table 2
Comparison of Existing and Future Land Uses, 2005-2035

<table>
<thead>
<tr>
<th>Existing Land Use (Acres)</th>
<th>Future Land Use (Acres)</th>
<th>Net Change</th>
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<tbody>
<tr>
<td>Single Family/ Low Density Residential</td>
<td>27</td>
<td>109</td>
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<tr>
<td>Multi-Family Residential</td>
<td>19</td>
<td>129</td>
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<tr>
<td>Commercial</td>
<td>53</td>
<td>53</td>
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<tr>
<td>Mixed Use</td>
<td>0</td>
<td>14</td>
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<tr>
<td>Office</td>
<td>14</td>
<td>10</td>
</tr>
<tr>
<td>Institutional</td>
<td>4</td>
<td>16</td>
</tr>
<tr>
<td>Industrial/Warehousing and Storage</td>
<td>20</td>
<td>0</td>
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<td>Open Space</td>
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<td>75</td>
</tr>
<tr>
<td>Vacant</td>
<td>65</td>
<td>0</td>
</tr>
<tr>
<td>Agriculture &amp; Woodland</td>
<td>149</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: HNTB Corporation (June 2006)

Future Access and Circulation Patterns

Preliminary Future Access and Circulation Patterns are illustrated in Figure D.V on page D9.

The preliminary station area plan proposes a new street network within the mixed-use village center east of the railroad and north of Four Mile Road. A new street network is also proposed for the mixed-density neighborhoods west of the railroad. The access and circulation recommendations for these areas include pedestrian and bicycle improvements that create safe and convenient access to the proposed commuter station. In particular, pedestrian crosswalks and new bike paths are recommended throughout the village center and adjacent neighborhoods. The proposed grade separation of the Union Pacific Railroad and Four Mile Road should be designed as a key entryway within the village center, with appropriate pedestrian and bicycle connections.

Future Urban Design Framework

The Preliminary Future Urban Design Framework is illustrated in Figure D.V on page D10.

A key urban design recommendation for Caledonia’s station area is to incorporate pedestrian streetscape enhancements throughout the station area for pedestrian comfort and safety. These enhancements should include new sidewalks, decorative lighting, street trees, and crosswalks. These improvements not only enhance pedestrian comfort and safety, they also establish unifying character elements for the village center. A key related urban design feature is to require consistent building setbacks at the public sidewalk, for creation of a “street wall,” that provides a sense of order, rhythm, and enclosure for pedestrian interest and comfort. New buildings may be constructed to create a “street wall” regardless of the block structure. Irregular block patterns should be used as an asset to create unique architectural focal points, plazas, or open spaces. Finally, Caledonia should consider gateway features—such as signs, banners, and public art—at the major street entrances into the village center to welcome visitors and residents alike. Figure DVII, Illustrative Perspectives, depict potential urban design improvements in the station.

Economic Effects

The future economic effects are based on the key areas “subject to change”. A map inset in Figure D.IV identifies key areas “subject to change” within the station study area. Areas subject to change include key vacant sites and underutilized properties and buildings and uses which are becoming obsolete, and thus have high potential for reuse and redevelopment in the future. When preliminary land use recommendations for the station area are applied to these locations, a general “order of magnitude” of station area development potential can be identified. Using this methodology, the Caledonia station area could accommodate an additional 2,115 residential units, 311,500 square feet of commercial space, and 244,000 square feet of office by the year 2035 (see Table 3). This results in a total projected 2035 population of the half mile area of 5,294, an increase of 264% from the 2005 population estimate of 1,454. Employment (number of jobs) is expected to increase to 1,073, up from the 2005 estimate of 173. This future development would reflect an increase in assessed value (in 2006 dollars) amounting to $668.9 million.

Table 3: Year 2035 Development Potential

<table>
<thead>
<tr>
<th>Category</th>
<th>2020</th>
<th>2035</th>
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</thead>
<tbody>
<tr>
<td>Total Residential (units)</td>
<td>484</td>
<td>2,115</td>
</tr>
<tr>
<td>Total Retail (square feet)</td>
<td>110,000-140,000</td>
<td>311,500</td>
</tr>
<tr>
<td>Total Office (square feet)</td>
<td>40,000-50,000</td>
<td>244,000</td>
</tr>
<tr>
<td>Total Industrial (square feet)</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>


Further based on planned retail development, retail sales in this study area could increase $31 million per year. Retail sales tax revenues could reach $1.589 million based on current retail sales tax rates; state rate is 5%, county rate is 0.5%.
1. A mixed-use village center concept is planned for the immediate station area, north of Four Mile Road and west of Douglas Avenue.

2. A pedestrian-oriented neighborhood is proposed west of the station that consists of multi-family residential and open space.

3. An extension of the pedestrian-oriented neighborhood is proposed west of the station and south of Four Mile Road.

4. Office uses are proposed along the northern gateway of the village center on Douglas Avenue, south of Four and Half Mile Road, as well as a new village hall.

5. A pedestrian-oriented neighborhood with new multi-family and single-family residential is proposed north of the GreenTree Shopping Center.

6. A pedestrian-oriented commercial center is proposed as a long-term vision for the GreenTree Shopping Center, an auto-oriented strip center.

7. New multi-family residential uses are proposed south of Four Mile Road and east of Douglas Avenue.

8. Established commercial uses along Douglas Avenue south of Four Mile Road are to remain.

**Far = Floor Area Ratio**

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Proposed Densities</th>
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<tbody>
<tr>
<td>Residential</td>
<td></td>
</tr>
<tr>
<td>Single Family</td>
<td>6      dus/acre*</td>
</tr>
<tr>
<td>Multi-Family (Medium Density)</td>
<td>10 - 14 dus/acre*</td>
</tr>
<tr>
<td>Multi-Family (High Density)</td>
<td>15 - 20 dus/acre*</td>
</tr>
<tr>
<td>Commercial</td>
<td>FaR: 0.3 **</td>
</tr>
<tr>
<td>Office</td>
<td>FaR: 0.7**</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>FaR: 1.0 min**</td>
</tr>
<tr>
<td>Institutional</td>
<td></td>
</tr>
<tr>
<td>Railroad Right of Way</td>
<td></td>
</tr>
<tr>
<td>Utility</td>
<td></td>
</tr>
</tbody>
</table>

* dus/acre = dwelling units per acre

** FaR = Floor Area Ratio

Figure No. D.IV
Preliminary Future Land Use
Caledonia Station Area
1. A pedestrian-oriented street network is proposed for the mixed-use village center east of the station and north of Four Mile Road.

2. A grade separation between the Union Pacific Railroad and Four Mile Road is proposed to minimize future vehicle and train conflicts.

3. A pedestrian-oriented street network with integrated bike routes and open space is proposed west of the station.

4. Multimodal improvements are proposed to create better connections between existing and future neighborhoods south of Four Mile Road.

5. A pedestrian-oriented street network is proposed to integrate a new neighborhood north of the Greentree Shopping Center.

6. A pedestrian-oriented street network is proposed to integrate the Greentree Shopping Center with the mixed-use village center along Douglas Avenue.

7. New sidewalks are proposed along Douglas Avenue south of Four Mile Road to integrate existing and future uses within the village center.

8. New sidewalks are proposed for existing neighborhoods east of Douglas Avenue and south of Four Mile Road to improve pedestrian access to the station.
1. A gateway feature within a park setting is proposed for the Caledonia Station as a welcome to arriving and departing commuters.

2. Pedestrian streetscape enhancements, such as decorative lamps, sidewalks, and trees, are proposed throughout the village center.

3. A "street wall," or buildings placed at the sidewalk, is proposed throughout the village center to create a pedestrian-friendly environment.

4. A pedestrian streetscape is proposed for the potential future redevelopment of the Greentree Shopping Center, so it becomes integrated with the village center.

5. Gateway features, such as welcome signs, are proposed for each major access route into the village center.

6. Pedestrian enhancements are proposed along Douglas Avenue south of Four Mile Road.

7. Pedestrian enhancements and a consistent "street wall," or residential building setbacks, are proposed for new neighborhoods west of the station.

8. An open space extension is proposed for Crawford Park north of Four Mile Road and East of Chester Lane.
A - Boulevard within Village Center

- Mixed-use development within the village center
- Boulevard with streetscape amenities
- Crosswalks to define pedestrian movement

B - Streetscape along Douglas Avenue

- Maintain a streetwall along Douglas Avenue
- Encourage retail at street level to encourage pedestrian activity
- Pedestrian amenities and streetscape improvements

A - Existing conditions for proposed village center

B - Existing conditions along State Highway 32

KRM: A PLAN FOR THE KENOSHA - RACINE - MILWAUKEE COMMUTER LINK
Introduction
The Village of Caledonia is planning for the creation of a transit-supportive village center at Four Mile Road and Douglas Avenue that integrates the proposed commuter station. Specifically, the Village has adopted land use plans and zoning to encourage future development and redevelopment in the proposed station area. The 2005 Douglas Avenue Neighborhood Plan adopted by the Village proposes a future village center with a mixed-use area adjacent to the station, as well as multi-family housing west of the station. In addition, the 2006 Village of Caledonia Land Use Plan integrates the recommendations of the Douglas Avenue Neighborhood Plan, and provides guidance for related zoning amendments.

Current Transit Supportive Policies
Transportation Infrastructure
- The 2005 Douglas Avenue Neighborhood Plan identifies a proposed commuter rail station north of Four Mile Road and west of Douglas Avenue. In addition, the Plan indicates that parking should be dispersed in multiple surface parking lots and shared among various mixed-use developments.
- Douglas Avenue (State Highway 32) is a north-south arterial that provides convenient access between Racine and Milwaukee Counties. Douglas Avenue has a five-lane cross section with the right-of-way to accommodate pedestrian-oriented streetscape improvements, such as additional sidewalks, parkways with street trees, and a landscaped median.
- The City of Racine’s Belle Urban System provides bus service between the Greentree Shopping Center and the City of Racine Transit Center. Although bus service is currently limited, the potential exists to expand service frequency and the service area, depending on future land uses and development densities.
- The Racine County Bicycle Trail is located along the east side of the Union Pacific Railroad. This multi-use trail is to remain an important alternative transportation mode and be well integrated in the station area.
- WE Energies is currently studying the feasibility of a grade-separated crossing for the Union Pacific Railroad and Four Mile Road to facilitate more freight trains to its coal-fueled power plant in Oak Creek, Milwaukee County. The Village of Caledonia supports a grade separation to provide safer vehicle, bicycle, and pedestrian access between the west and east sides of its planned village center.

Planning Initiatives
- The 2005 Douglas Avenue Neighborhood Plan provides a development framework for a new mixed-use village center along Douglas Avenue adjacent to the proposed station. In addition, the Plan recommends medium- and high-density residential neighborhoods of 10-20 dwelling units per acre, west of the railroad and proposed station. The Plan also recommends a high quality pedestrian-oriented street network within the mixed-use village center and new residential neighborhoods.
- The 2006 Land Use Plan provides the overall development framework for the entire Village, and incorporates the recommendations of the 2005 Douglas Avenue Neighborhood Plan. In regards to the proposed station area, the Land Use Plan also provides more specific guidance for: mixed-use center densities, uses, and layout; pedestrian-oriented streetscapes; parkways; common open space; public parks and trails; and, landscaped boulevards and gateway features.
- The Town is currently working with Newport Development to prepare plans for developing the recommended residential neighborhood west of the railroad and south of Four Mile Road. Essentially, this developer is proposing to build a phase of the residential portion of the village center.

Design Guidelines
- In 2006, the Village is amending its zoning ordinance to include street design standards. The standards that relate to the station area include “urban neighborhood collector streets” and “urban neighborhood local residential streets.” The collector street requires a 40-foot minimum right-of-way, which includes two 12-foot travel lanes and two 8-foot parking lanes. The Village should consider 11-foot travel lanes for collector streets to create a more pedestrian-friendly streetscape. The local residential street requires a 34-foot minimum right-of-way, which includes two 10-foot travel lanes and two 7-foot parking lanes. The Village may also require the inclusion of pedestrian paths and bicycle lanes in the street right-of-way.

Zoning
- High-density senior housing (15-20 dwelling units per acre) was recently constructed as a planned unit development (PUD) along Douglas Avenue, so there is precedent for higher densities in the station area as a PUD.
- In 2006, the Village of Caledonia is amending its zoning ordinance to include design standards for new commercial, industrial, recreational, and institutional developments. In regards to the mixed-use village center, the following pedestrian-oriented standards for architectural design will apply: zero-lot line development for 50% of the parcel’s street edge; varied building facade composition, articulation, and materials; glass transparency for a minimum of 65% of the building’s facade; one building entry located every 100 feet; proposals for building re-use and redevelopment; and, street edge landscaping. Commercial sites are required to provide: shared cross-aisements to reduce vehicle curb cuts; shared parking when the building exceeds 30,000 gross square feet; and, pedestrian walkways and landscaping within parking lots.
- In 2006, the Village is amending its zoning ordinance to require a maximum parking standard of 3.5 parking spaces for every 1000 gross square foot of business, commercial, industrial, recreational, or institutional use, which is less than typical industry parking standards of 5-6 parking spaces per 1000 square feet. This amendment will essentially require smaller surface parking lots that are more appropriate for a pedestrian-oriented village center.

Transit Supportive Policy Recommendations
Based on the preliminary station area improvement concepts, the Village of Caledonia should consider several recommendations to help facilitate the implementation of transit-supportive land use and development within the station area. It is fully recognized that physical land use, transportation and design plans such as these will evolve over time, especially as plans for KRM service...
are refined. As a result, securing basic acceptance and support of land use and development policies for the station areas are perhaps as important, if not more important, than the physical aspects of the transit-supportive land use program at this time. The following policy recommendations have been identified as realistic given the Village’s previous planning initiatives, and could be implemented to create a more transit-supportive development framework.

Transportation Infrastructure
- The Village of Caledonia could work with Racine County and the Wisconsin Department of Transportation (WISDOT) to implement multi-modal connections to the proposed station, as recommended in the Douglas Avenue Neighborhood Plan and the Caledonia Station Area Plan. Specifically, the Village desires bus service from the proposed station to concentrated employment and residential centers in Caledonia, as well as more frequent service from the Racine Belle Urban System (Route 1). The Villages desires a pedestrian-friendly environment for its mixed-use village center along Douglas Avenue, which would require new streetscape improvements and new street intersections. The Village also desires more pedestrian and bicycle trails from surrounding developments to the proposed station, especially through integrated connections with the Racine County Bicycle Trail.

Planning Initiatives
- Caledonia could create a streetscape improvement plan that establishes standards for recommended pedestrian street lights, street furniture, street trees, landscaping, signage, and gateway features for new developments. The plan would help facilitate a unified visual environment and identity for the village center and the station area.
- The Village currently requires 40% open space for developments within the station area; however, this open space requirement would not allow for the recommended densities of 10-20 dwelling unit per acre. The future land use concept for the station area provides for approximately 20% open space in large park spaces. However, the future land use concept does not account for site specific open spaces, such as setbacks, parkways, and pocket parks, that may be accounted for at the site planning level. Therefore, the overall open space percentage will be greater than 20%. In order to attain its open space goals, the Village should require high quality open spaces, park amenities, parking lot landscaping, and “Main Street” style streetscapes. The Village should also consider a payment in lieu of the open space requirement in case a development cannot provide for the entire 40% requirement.
  - The Douglas Avenue Neighborhood Plan recommends the transferring of open space requirements for developments in the station area to other areas of the community, as an incentive for higher density, high quality transit-supportive development. In particular, the Village’s Root River Conservation Area (PC-R) could benefit from an open space acquisition program financed from developments within village center areas through payments in lieu of open space requirements. The Village could work with the Racine Park District and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to create an open space program to benefit the Root River Conservation Area.

Design Guidelines
- The Village could consider the adoption of residential design guidelines that promote traditional neighborhood development standards within the station area. The residential guidelines could address issues similar to the Village’s commercial design standards, such as building orientation and materials, access and parking, and pedestrian and bicycle amnesties.

Zoning
- Caledonia should update its zoning regulations to be consistent with the Village’s Land Use Plan and the Douglas Avenue Neighborhood Plan. Specifically, the Village could consider the use of a transit overlay district for their Village Center Metra (VC-M) area, which includes virtually the entire one-half mile station area. The overlay district should require mixed-use development along Douglas Avenue adjacent to the station, as well as medium- and high-density residential uses of 10 to 20 dwelling units/acre. The overlay district should exclude auto-oriented commercial uses, such as gas stations and repair shops, and heavy industrial uses or warehousing which do not support a pedestrian-oriented environment. Reduced parking standards of 1.5 parking spaces per dwelling unit should be considered for multi-family residential projects.

Financing Tools
- The Village could also consider zoning for single-family conservation subdivisions, outside the VC-M area west of North Green Bay Road in the Countryside East (CE) area. Conservation subdivision regulations would cluster single-family homes using smaller lot sizes in order to preserve larger contiguous open space. The Village could utilize this zoning tool to provide more contiguous open space for the Root River Conservation (PC-R) area, as well as provide public trail access between the PC-R and the VC-M areas. Lastly, the Village could utilize this zoning tool to create a “greenbelt” transition between the VC-M and CE areas, west of State Highway 31.

Development Review Process
- The Village’s development review process typically requires four to six months from plan review to approval. The Village could consider an expedited review process of two to three months for development proposals within the Village Center Metra (VC-M) area. The pre-requisites for expedited review would include adherence to the Douglas Avenue Neighborhood Plan and related design standards, as well as applicable local, state, and federal environmental regulations.

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- The Village should continue to work with private property owners to facilitate land assembly and redevelopment of vacant and underutilized parcels and agricultural land that is recommended for village center land uses in the Douglas Avenue Neighborhood Plan. Specifically, the Village should...
educate property owners on the zoning process, and how the recommended zoning for the village center would increase current property values.

- One potential funding source for recommended multi-modal connections is the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which is the federal act that allocates highway and transit program funds to WISDOT. The program funds applicable to Caledonia’s proposed commuter station include the Transportation Enhancement and CMAQ programs, which fund new parking, transit, bicycle, and pedestrian improvements to help reduce automobile commuting.

- Caledonia could negotiate with developers to provide public right-of-way and construct the recommended roads within the Douglas Avenue Neighborhood Plan. These new roads would create a network that facilitates pedestrian and bike access between both sides of the Union Pacific railroad and to the station. The Village could partner with developers in funding new streetscape improvements for pedestrians and bikes through grant applications to WISDOT for federal transportation funds.