

7. DOUGLAS AVENUE NEIGHBORHOOD (C1/C2)

ADOPTED MAY 2005

7.1 PUBLIC PARTICIPATION AND PLANNING PROCESS

Public Meeting #1

Public Input/Kick-off Meeting – On May 10, 2004, a Public Input Session was held at Gifford School to gather public comment regarding issues and opportunities within the neighborhood. A Design Preference Survey was conducted at this meeting. Residents were asked to rate various images. After the images were rated, the audience was asked to discuss the pros and cons of each image. The results of the survey were tabulated and presented to the workgroup.

Workgroup Meetings

Neighborhood resident volunteers, neighborhood business owners, Village Board Members, and Village Plan Commission Members formed the Neighborhood Workgroup and met monthly to develop the neighborhood plan.

Expert Panel Discussion and Bus Tour

Due to the potential redevelopment of this area as a mixed-use, transit oriented neighborhood, two special workgroup sessions were held. The first involved an expert panel to discuss the opportunities and challenges facing development or redevelopment in this area of the Village. The second special session included a bus tour of developments in northern Illinois that could serve as models of development for the Douglas Avenue Neighborhood.

Public Meeting #2

On February 7, 2005, an Open House was held at the East Side Community Center. The primary purpose of the Open House was to gain feedback on the plan concepts for Four Mile Road and STH 32 (TOD Development) and Six Mile Road and STH 32 (Roundabout Development). Revisions to the plan were made in response to public comment.

Public Meeting #3

Village Committee Meeting – On April 6, 2005, a meeting was held at the East Side Community Center to update the Village Committees and Commissions and solicit feedback on the draft plan. The following groups were invited to attend and sent a copy of the draft plan: Planning Commission, Village Board, Park Commission and Director, Caledonia #1 Sanitary District, North Park Sanitary District, C1/C2 Workgroup, Police Chief, and the Highway Superintendent.

Public Meeting #4

Public Hearing – On April 27, 2005, a public hearing was held at the East Side Community Center before the Village Board and Plan Commission. Representatives of Mulligan's requested that PDI add language regarding the building's historic significance and that it be saved during the reconstruction of STH 32 or during any future development.

C1/C2 Neighborhood Workgroup Members

Village Officials

Linda Mielke - Plan Commission Chairperson
William Sasse - Plan Commission Member
Dan Grosse - Plan Commission Member
Jim Morrill - Plan Commission Member
Raymond Olley - Plan Commission Member
Nick Orno - Plan Commission Member
Jennifer Pennings - Plan Commission Member
Susan Greenfield - Former Town Chairperson
Howard Stacey - Village Trustee

Neighborhood Residents

David Barth - Neighborhood Resident
Preston Fawcett - Res./Business Owner (Bluelines, Inc.)
John Haibach - Neighborhood Resident
Gordon Hendrickson - K-Mart, Manager
Jim Ladwig - Business Owner (Mulligans)
Christian Lie - Neighborhood Resident
Don Lindner - Business Rep. (Vulcan Materials)
Clifford N. McDonald III - Neighborhood Resident
Lenny Muchowicz - Res./Business Owner (Brass Rail)
Kris Reisdorf - Business Owner (Milaeger's)
Ted Rieder - Neighborhood Resident
Dale Staehle - Business Owner (Design Interchange)
Tim Todd - Business Rep. (Vulcan Materials)
Jim Woolrage - Neighborhood Resident

Village & County Staff

Fred Haerter - Village of Caledonia Engineer
Julie Anderson - Racine County Planning
Beth Paul-Soch - Village Parks Director

Resource People

Ron Keland - President, Cal #1 Sanitary District
Doug Kroes - Manager, North Park Sanitary District
Jerry Nelson - Manager, Crestview Sanitary District

7.2 NEIGHBORHOOD ISSUES

The Douglas Avenue Neighborhood is a vital component of the Village of Caledonia. The commercial uses along this corridor serve the entire Village and are a valued resource according to the household survey administered at the start of the neighborhood planning process.

Throughout the neighborhood planning process several issues have been identified that pose opportunities and challenges for the neighborhood's future. These issues have been categorized into four major areas (Traffic and Circulation, Environmental, Visual Character, and Social and Economic). The broad categories are discussed below and the subsequent development guidelines describe action steps to address these issues.

Traffic and Circulation

Proposed Commuter Rail Station near Four Mile Road

Regional planning is underway for the extension of commuter rail service from Kenosha/Chicago to Milwaukee. The planning study prepared by the Southeastern Wisconsin Regional Planning Commission indicates Four Mile Road and STH 32 in Caledonia as a proposed station. This station could have a very positive impact on development in the immediate area. Appendix GG offers additional information about development of commuter rail stations, land uses, and implementation strategies.

Implications of Proposed STH 32 Cross-Section Changes North of Five Mile Road

WISDOT is currently planning for the expansion of STH 32 from Five Mile Road to Six Mile Road. The land use and property value implications of the detailed design of this roadway cross-section are critical and need to be studied in detail.

Proposed Roundabouts at Six Mile Road

WISDOT is also planning the reconfiguration of the intersections of Six Mile Road and STH 31 and STH 32. The current proposal is a two roundabout system with STH 32 serving as the main through route. Implications of this configuration on land use and value need to be studied.

Pedestrian Circulation

Pedestrian circulation needs to be incorporated in any future development plans for the Douglas Avenue corridor. This workgroup and workgroups in adjacent neighborhoods have indicated that they would value the ability to walk or bike to various areas within the Village.

Environmental

Root River Corridor

The Root River corridor serves as the western edge of this neighborhood south of Four Mile Road. Several large parcels of land are held by public or semi-public organizations.

The wooded buffer along the River should be maintained to protect the River and floodplain.

Access should be improved to the Root River. Plans should be continued to establish hiking and biking trails along the River connecting it to the Root River Recreational Area in Milwaukee County and the proposed Pike Creek Trail in Mt. Pleasant.

Environmental Corridors

SEWRPC has identified several natural resource areas within the Village (Figure 7-1). Where possible, every effort should be made to link these areas to expand their overall protection.

Existing and Proposed Parks and Trails

The existing parks, proposed parks, and trail systems are a valuable part of the neighborhood. The trails can also provide means to connect isolated natural areas in order to protect transportation corridors for a diversity of wildlife. Appendix H illustrates the parks and trail system within the neighborhood. The Village Park and Open Space Plan recommends hiking and biking trails along the Root River and through the Primary Environmental Corridor. The Root River trail would connect the Root River Recreation area in Milwaukee County and the proposed Pike Creek trail in Mt. Pleasant.

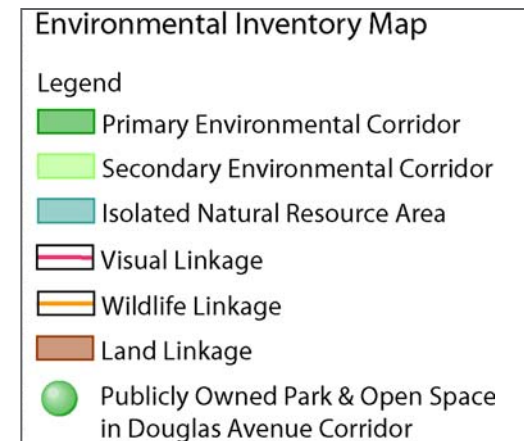
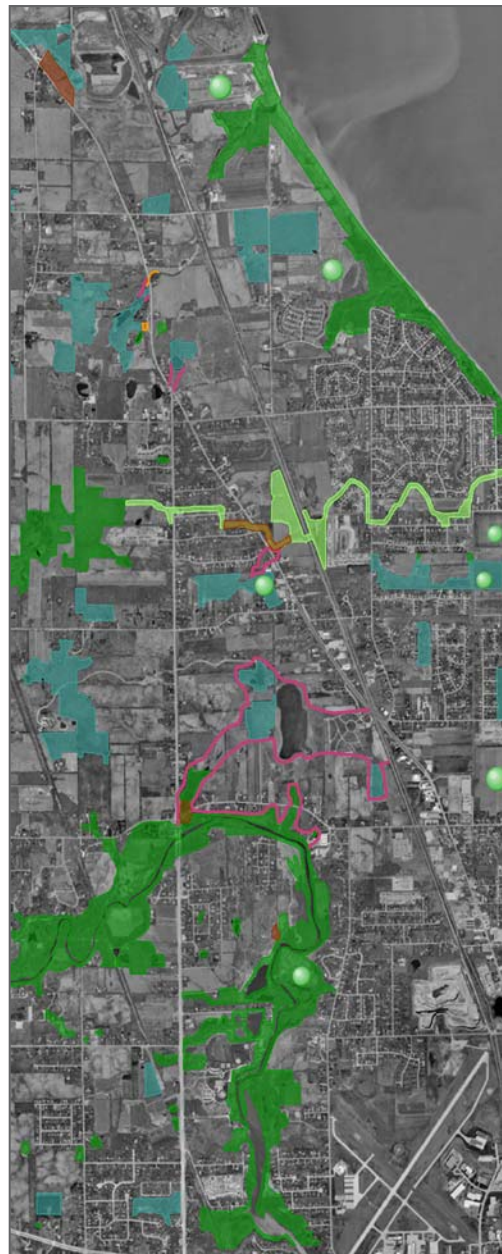


Figure 7-1. Environmental Inventory Map.

Visual Character

Business District Image

The image of the businesses varies greatly within the corridor. There is a lack of consistency or sense of place as one moves along the corridor. Workgroup members expressed the desire to improve the visual character of businesses and the streetscape.

Protection of Residential Character - STH 32

North of Five Mile Road, the character of the roadway needs to (a) maintain an image that discourages high-impact commercial/retail land uses, and (b) promotes the existing and future residential uses.

Gateways Into the Community

There currently is not a significant gateway feature as one enters the Village from the north or south. Improvements to the intersection of Three Mile and Six Mile Roads may serve as potential gateway features for the community.

Historic Structures

Several sites within this neighborhood have been identified as potentially historic structures. Identification of these structures are the results of a preliminary inventory of historic buildings and structures in Caledonia built before 1900. The list is not necessarily inclusive of the historic sites in the Village (Appendix C). The list includes only residential properties. Civic buildings, commercial buildings, and other tax exempt properties such as churches and cemeteries are not included on this list. Other significant structures should be researched and added to the map in the Appendix. These structures are in the process of being field verified by the Village's Historical Society.

Social and Economic

Potential Impacts of WISDOT Proposed Changes to Business Stability and Development

The economic impacts of the proposed reconfiguration of STH 32 that WISDOT suggested must be carefully studied to ensure that these changes do not limit future redevelopment or significantly impact existing businesses negatively.

Low Density Residential Land Use

Currently much of the undeveloped land in this corridor is identified as low density residential on the current land use plan. In order to support vibrant commercial centers along the corridor, medium to high density residential uses in the corridor should be considered.

Village Center

Currently there is not a defined "town center" within the Village. The opportunity to create an area of the Village for community gatherings, social events and civic functions could become a component of redevelopment in the Four Mile Road area (Figure 7-2). The images to the right illustrate examples of regional town center examples. These areas can include residential, retail, office, and civic uses.

Public Transportation

This and adjacent neighborhood workgroups have expressed a desire to improve public transportation options within the Village. This system could be linked to existing systems serving Racine and Milwaukee Counties. This system could also work in tandem with the proposed commuter rail.

Design Preference Survey Results and Land Use

Figure 7-3 and 7-4 depict the results of the design preference survey as it related to various land uses. Although there are no existing or proposed significant commercial or industrial land uses in this neighborhood, the design preference survey did include images of such uses. Participants were asked to rate images for other parts of the Village that do have these uses as part of the overall land use plan.



"The Glen", Glenview, IL



Deerfield Plaza, Deerfield, IL



Lake Forest, IL

Figure 7-2. Examples of regional "Town Center" developments.



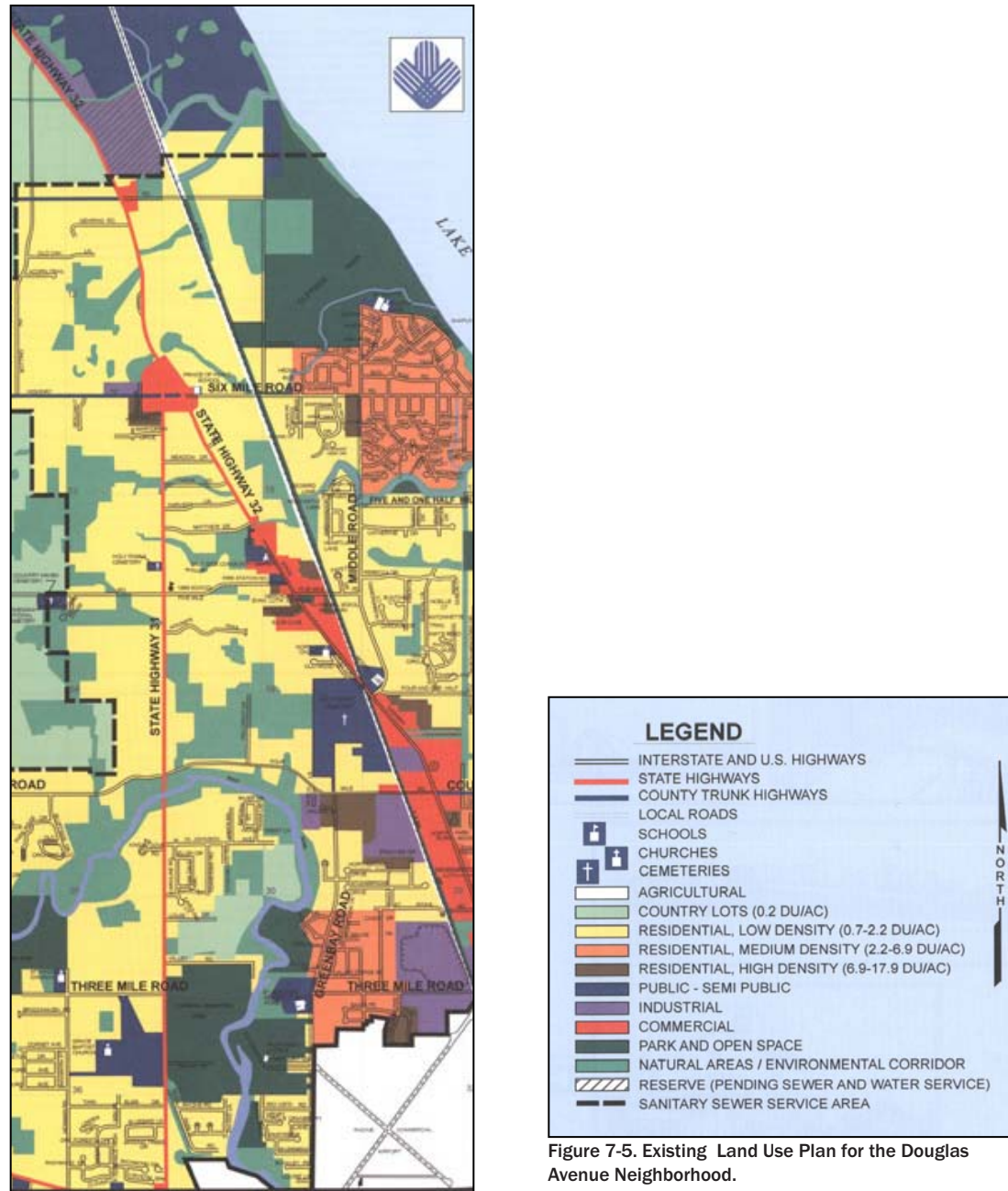
Figure 7-3. Commercial buildings with high quality architecture and pedestrian friendly amenities were among the highest rated commercial images in the design preference survey.



Figure 7-4. Buildings that lacked landscaping or quality architectural design were among the lowest rated commercial images in the design preference survey.

7.3 EXISTING LAND USE PLAN

Figure 7-5 is the Village's Land Use Plan for the Douglas Avenue (C1/C2) Neighborhood. The primary land uses include mixed density residential, commercial, and a small amount of industrial and institutional uses.



7.4 DEVELOPMENT GUIDELINES



The Big Picture

The overall plan concept can be summarized in the “Big Picture” diagram (Figure 7-6).

Neighborhood Plan Subareas

The character of Douglas Avenue changes from the southern Village line to the northern Village line. In order to describe neighborhood planning issues for the entire length of this corridor in detail, the Douglas Avenue (C1/C2) Neighborhood has been subdivided into the following areas (Figure 7-7).

- A. Western Residential Sub-Area
- B. Three Mile Road Gateway and Roadside Mixed-Use
- C. Four Mile Road Transit Oriented Development
- D. Five Mile Road to Six Mile Road Parkway
- E. Six Mile Road Neighborhood Main Street
- F. North of Six Mile Road Parkway

The plan illustration accompanying these subarea descriptions shows possible connections within the neighborhood and the surrounding community, and is intended as a guide for future development. On the plan, public access point connections are indicated with a  symbol. These include critical points that should be protected by the Village of Caledonia as it plans for its future. The proposed public ROW connections are indicated with a  symbol showing conceptual road alignments. These alignments are intended to be used as a guide for development, and must undergo several action steps before implementation.

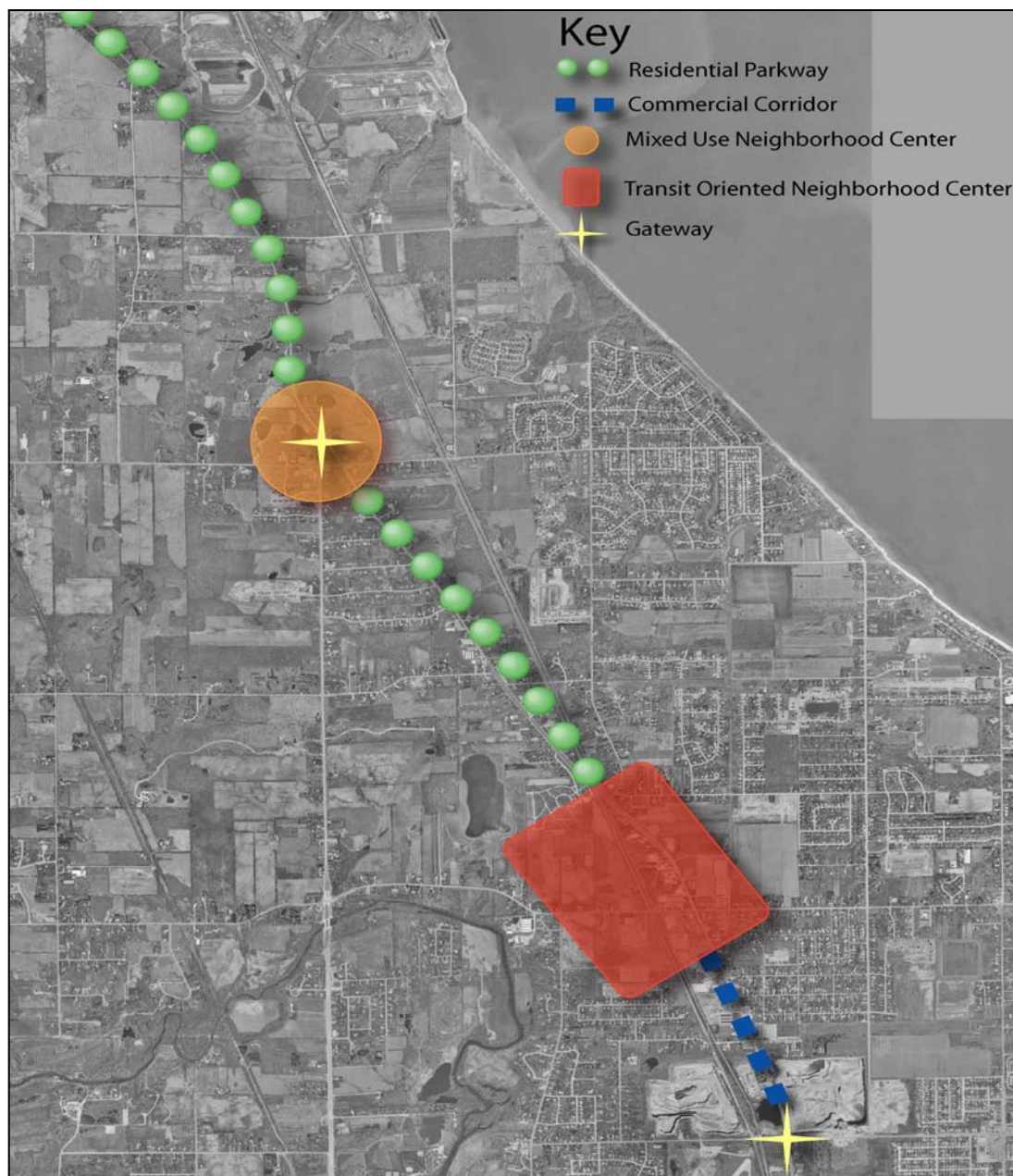


Figure 7-6. Overall Plan Concept.

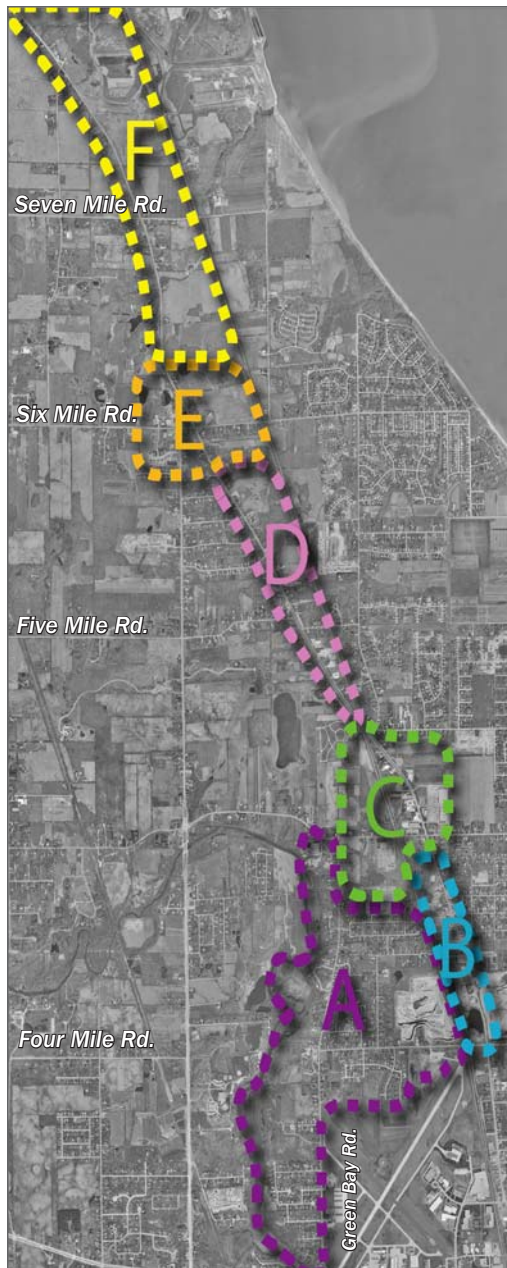


Figure 7-7. Douglas Avenue Neighborhood Subareas.

A. Western Residential Subarea

Goals:

Maintain the character of this residential neighborhood while protecting the Root River watershed and access to the Root River.

Issues:

This subarea is nearly fully developed with low to medium density residential uses and two major institutional uses along the Root River (St. Monica's Senior Housing and the River Bend Nature Center). A large amount of land along the Root River is owned by the YWCA or Racine County. Access to this amenity could be improved and additional land or easements could create the scenic hiking trails along the River.

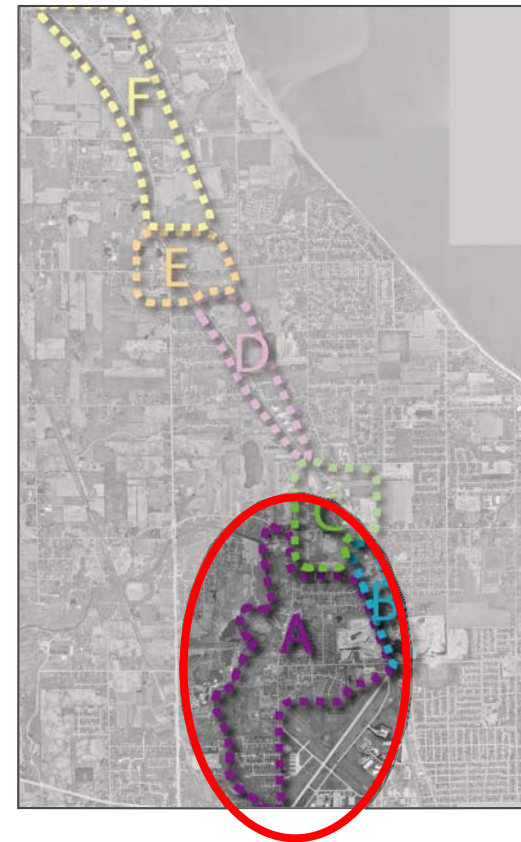
There are opportunities to connect existing public roadways in the residential development north of Three Mile Road and east of Green Bay Road. This is represented in Figure 7-8 by a red dotted line between Bruce Drive and St. Rita's Road. This connection should only be made if the surrounding property owners decide to reconfigure or subdivide their land.

As the area south of Four Mile Road is developed, a connection to this neighborhood should be explored to allow alternative routes to the proposed mixed-use transit oriented neighborhood being proposed.

Although Vulcan Quarry impacts this area, all issues involving the quarry will be addressed in the East Side (E1/E2) Neighborhood Plan.

Action Steps:

1. Work with Racine County or local conservancy groups to acquire additional land or easements along the Root River.



2. Protect access points to publicly or semi-publicly owned land along the Root River. These points are represented by the blue lines at the end of Louise Lane, Buckley Road, and Riverbend Street.

3. Create a pedestrian crossing at St. Rita's Road and the railroad tracks to allow this neighborhood easier access to the trail on the east side of the tracks.

4. Maintain recreational land use for the YWCA if ownership should ever change.

5. Connect existing and proposed rights-of-way. Some of these connections could be as minimal as pedestrian easements to allow residents to walk easily to and from the proposed commuter rail station and business center at Four Mile Road.

6. Work with the airport to minimize impacts on the existing residential development.

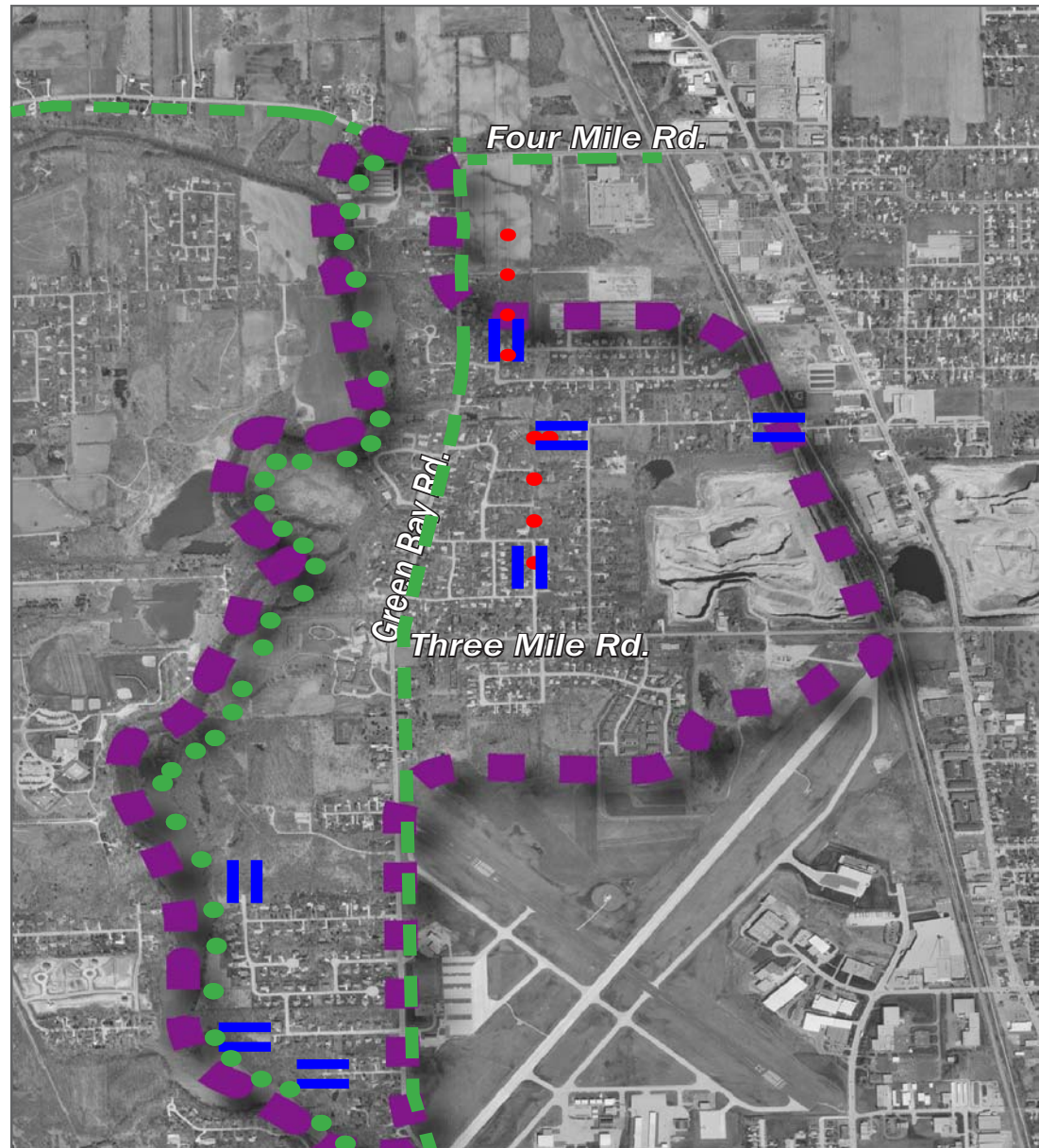


Figure 7-8. Western Residential Subarea.

- ● ● ● - Proposed trail or bike path connection on Town's Park & Open Space Plan
- — — — - Bike path

B. Three Mile Road Gateway and Roadside Mixed-Use

Goals:

Create an attractive entrance into the Village of Caledonia.

Enhance the value and curb appeal of the businesses along Douglas Avenue between Three Mile and Four Mile Roads (Figure 7-9).

Issues:

There is an opportunity to enhance the appearance of the southern “gateway” into the Village at Three Mile Road. Currently the edge of the roadway is comprised of a cement wall topped with metal fencing and barbed wire (Figure 7-9, top). This image is not positive and does not contribute to the visual character of Douglas Avenue. There are safety concerns that must be addressed with regard to the quarry use. In addition, ornamental fencing and pierced concrete walls would greatly improve the appearance of this entrance. Banners signifying entry into Caledonia could be an added element to decorative fencing.

There is also an opportunity to create an improved streetscape appearance between Three Mile Road and Four Mile Road (Figure 7-10). This can be accomplished in several ways. Detailed design guidelines for any redevelopment or new development can significantly influence the placement of buildings and the architectural quality of buildings along this section of Douglas Avenue. Programs such as facade grants can assist business owners in improving the exterior appearance, signage, and lighting of their properties.

Action Steps:

1. Enter into discussions with the Wisconsin Department of Transportation (WISDOT) regarding improving the visual character of the Three Mile Road gateway into the Village.
2. Discuss gateway opportunities at Three Mile Road with the City of Racine.
3. Establish detailed design guidelines to guide development or redevelopment of properties. Design guidelines should address how business and property owners can improve their properties incrementally over time. Guidelines should include, but not be limited to, site design, landscape details, and facade renovation.
4. Explore options for State and Federal assistance grants to improve the visual character of this section of Douglas Avenue.
5. Work with Subarea A to create a pedestrian crossing at St. Rita's Road and the railroad tracks.

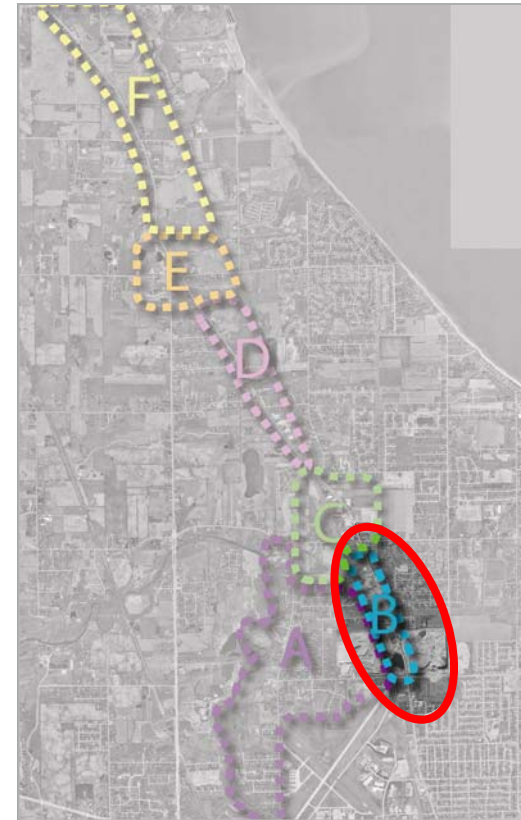




Figure 7-9. Existing conditions in Subarea B.



Figure 7-10. Three Mile Road Gateway and Road Side Mixed-use.

C. Four Mile Road Transit Oriented Development

Goals:

Create a mixed-use transit oriented development around the proposed commuter rail station that includes high quality, dense residential development, retail, business and institutional uses.

Issues:

The proposed commuter rail station in the area of Four Mile Road and Douglas Avenue presents an enormous opportunity for redevelopment. Land assembly for redevelopment is a critical factor for the implementation of a unified plan.

In order to maximize economic value of the land area around the commuter rail station, higher density developments should be encouraged. This development should encourage pedestrian activity and include connections to existing developments where possible. The development should include a major residential boulevard with a formal town green. The rail station could be the terminus of a neighborhood scale main street development. Shared parking should be encouraged and spread throughout the development rather than in one large parking lot. Civic functions, such as a Village Hall or community center, may also create a valuable amenity in this area.

At the time of this neighborhood plan preparation, a group of graduate students from the University of Wisconsin- Milwaukee School of Architecture and Urban Planning undertook a market study for this subarea. The market study (Appendix FF) will be critical in determining the mix of uses that the Village should seek for this area.

Action Steps:

1. Meet with property owners to discuss the impacts of the commuter rail station and redevelopment plans. Based on the meetings with land owners and business operators, the plan should be adjusted to accommodate ongoing operations. Where feasible, the plan should show stages of redevelopment that accommodate both the goals of property owners and the Village.

2. Continue an active role with regional planning efforts that are studying the feasibility and implementation strategies for commuter rail in this corridor.

3. Explore methods of transferring greenspace requirements for developments in this area to other parts of the Village where significant natural amenities should be preserved. This would maximize the economic value of the transit oriented development and also preserve critical natural areas within the Village.

4. Explore the development of a regulating plan to guide future development of this area. A regulating plan should include an overall infrastructure plan that is flexible enough to adjust to changing market demands. It should also include detailed descriptions of setback requirements, as well as, building heights and forms.

5. Evaluate the possibility to locate a new Village Hall in the transit oriented development (Figure 7-11).

6. Evaluate the fiscal impacts to ensure positive economic and social benefits (e.g. tax



revenue, tax increment financing, community development authorities and public costs).

7. Develop the area keeping the critical concepts intact (Figures 7-12 and 7-13).



Figure 7-11. Photograph of model depicting design concept for Transit Oriented Development around Four Mile Road and STH 32

CRITICAL COMPONENTS OF TOD CONCEPT

1. Pedestrian access/connections to rail station
2. Integration of rail station with pedestrian street
3. Preserve future access to park
4. Incorporation of formal "Village Greens"
5. Residential boulevards
6. Cross access point on 4 Mile Rd. between tracks and Green Bay Road
7. Shared rail & retail parking
8. Secondary circulation road

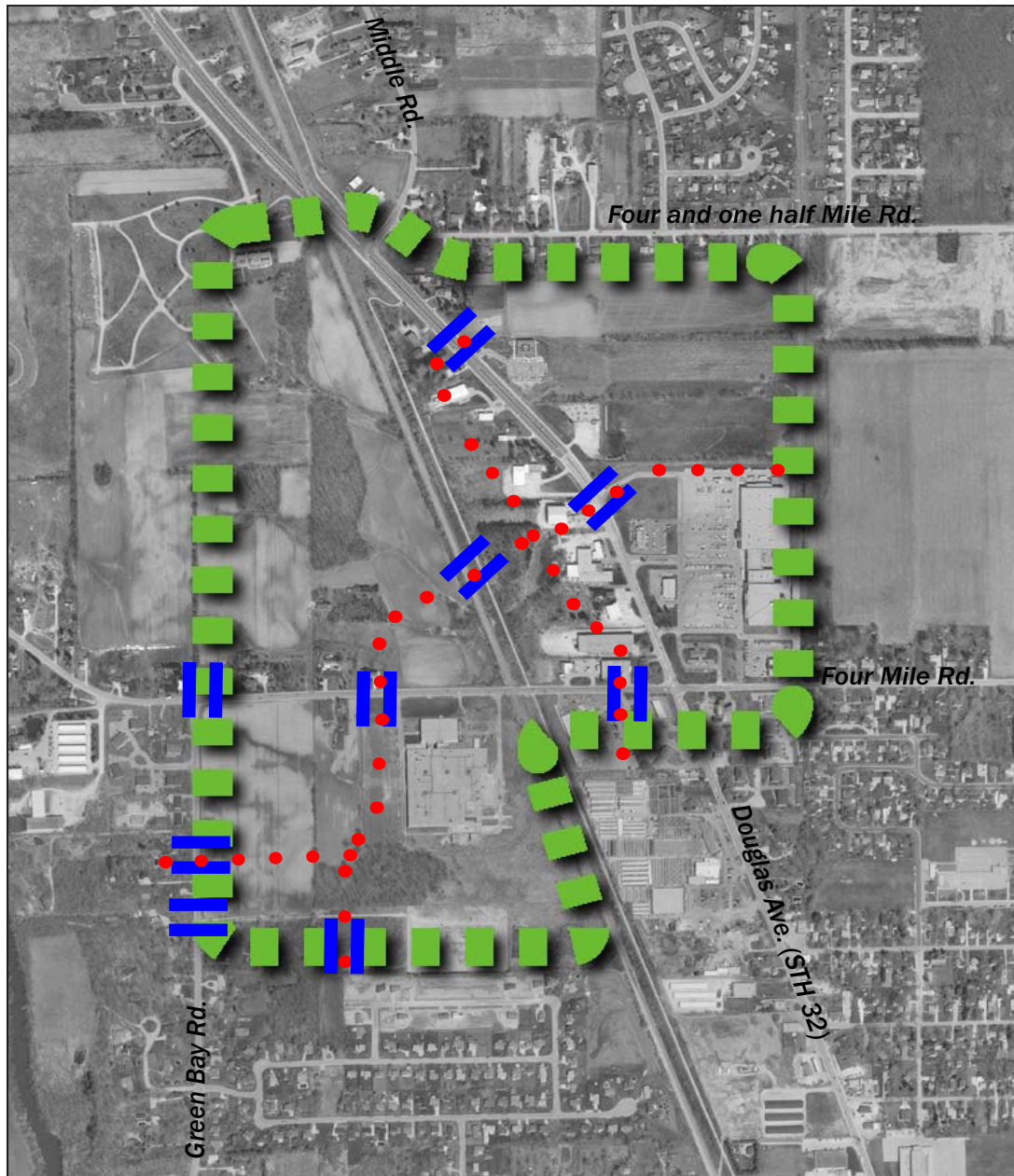


Figure 7-12. Four Mile Road Transit Oriented Development Subarea.



Figure 7-13. Photograph of model depicting design concept for Transit Oriented Development around Four Mile Road and STH 32.

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This design concept represents the following:

A - South of Four Mile Rd., west of tracks

Approximately 51 total acres

Approximately 411 units (8 u./acre density)

Approximately 6 acres of open space (12%)

B - North of Four Mile Rd., west of tracks

Approximately 43 total acres

Approximately 361 units (8 u./acre density)

Approximately 13 acres of open space (30%)

C - East of tracks

Approximately 94 total acres

Approximately 772 units (8 u./acre density)

Approximately 19 acres of open space (20%)

D. Five Mile Road to Six Mile Road Parkway

Goals:

Create a parkway type road section between the two commercial districts along Douglas Avenue.

Issues:

In order to concentrate quality retail development at the Four Mile and Six Mile commercial nodes along Douglas Avenue, low impact uses should be encouraged in this area.

Because this neighborhood planning process is concurrent with the WISDOT's planning process for the expansion of STH 32 from Five Mile Road north of Six Mile Road, the workgroup was able to discuss potential alternate roadway cross-sections for this area (Figure 7-14). A raised grass median will provide higher long-term value for properties along Douglas Avenue than with a two-way-left-turn-lane alternative. The median option allows U-turn movements at regular intervals. A walking path is encouraged for this section of STH 32. Currently pedestrians use the gravel shoulder of the existing roadway. With the proposed sections, there will be no gravel shoulder making it difficult or impossible for pedestrians to walk along STH 32.

The existing land use plan indicates low-density residential between STH 32 and the railroad tracks. In light of the proximity of this area to the proposed commuter rail station, consideration should be given to increasing the density to medium density.

Action Steps:

1. Continue discussion with landowners and WISDOT to ensure the vision of maximizing value, pedestrian amenities, and creating a road design that allows multiple modes of travel along STH 32. The Village should also work closely with WISDOT to identify preferred locations for median breaks. Discussions should focus on how to best implement and configure aesthetic features such as medians, colored concrete, landscape, lighting, and walking and bicycle paths. Some features, such as walking paths, could be planned now, and implemented as needed.

2. Amend the land use plan between STH 32 and the railroad tracks, change from low density residential to medium to high density residential uses.

3. Preserve access points across from existing streets and create a linked street network between STH 32 and the railroad tracks (Figure 7-15).





Existing cross-section of STH 32.



Photo simulation of alternative cross-section designs for STH 32 - Two-Way Left-Turning Lane.



Photo simulation of alternative cross-section designs for STH 32 - Grass median.

Figure 7-14. Potential Enhancements for STH 32.

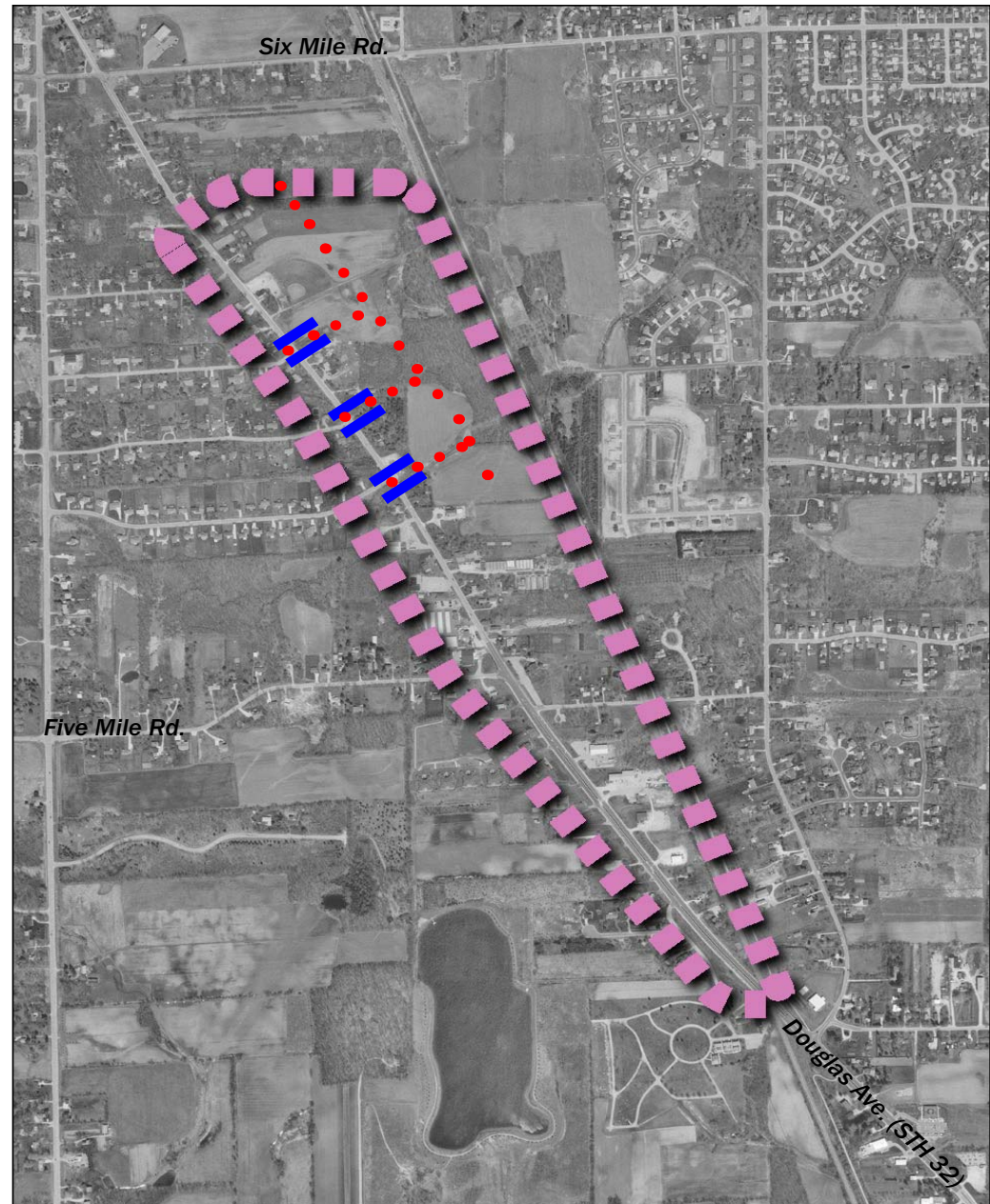


Figure 7-15. Five Mile Road to Six Mile Road Parkway Subarea.

E. Six Mile Road Neighborhood Main Street Commercial Node

Goals:

Create a northern gateway in the Village of Caledonia in conjunction with a pedestrian friendly neighborhood retail node at the intersection of Six Mile Road, STH 32 and STH 31.

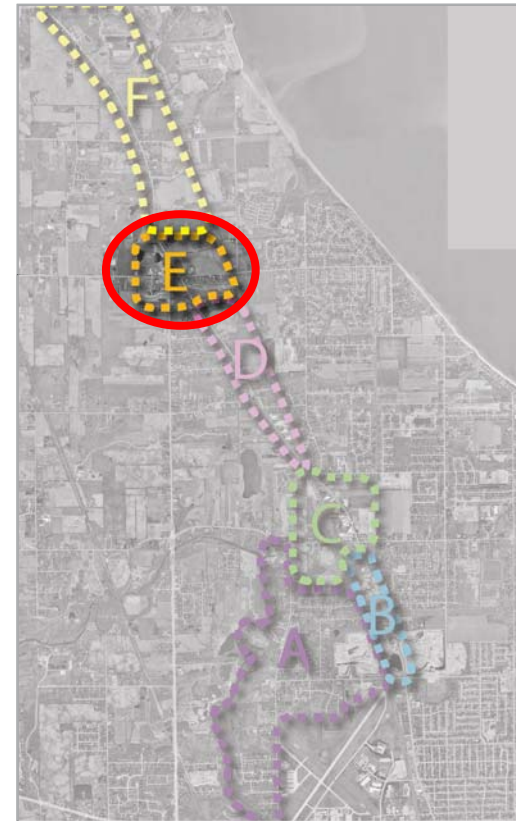
Issues:

Because this neighborhood planning process is concurrent with the WISDOT's planning process for the reconfiguration of this intersection, the workgroup was able to discuss potential alternate scenarios for this area (Figure 7-16). WISDOT is proposing two roundabouts for this area. The workgroup studied some proposed alternatives which WISDOT was asked to evaluate. One of the alternatives was a one roundabout system. The other emphasized STH 31 as the through route rather than STH 32.

The neighborhood planning vision for this area is a small pedestrian friendly retail node. Figures 7-17 and 7-18 illustrate how WISDOT's proposed roundabouts could accommodate this type of traditional main street retail node. Critical features of the plan illustration include access points between STH 32 and STH 31 on Six Mile Road. These may be limited to right-in movements, but they are critical for retailers to get customers into the parking areas in the rear. Cross easements are also critical to allow maximum access to all properties. A secondary roadway around the roundabouts is also proposed to allow a variety of means of circulating through this area.

Action Steps:

1. Meet with property owners to discuss their long range development plans.
2. Explore the development of a regulating plan to guide future development of this area. A regulating plan should include an overall infrastructure plan that is flexible enough to adjust to changing market demands. It should also include detailed descriptions of setback requirements, cross easements, as well as, building heights and forms.
3. Establish detailed design guidelines to guide development or redevelopment of properties in this area. Design guidelines should address how business and property owners can improve their properties incrementally over time. Guidelines should include, but not be limited to, site design, landscape details, use of high quality materials, continuation of visual character, and facade renovation.
4. Continue to work with WISDOT as they plan for this area. The Village should emphasize the importance of critical access points to ensure the vitality of the existing and proposed retail businesses.
5. Evaluate the fiscal impacts to ensure positive economic and social benefits (For example, tax revenue, tax increment financing, community development authorities, and public costs).



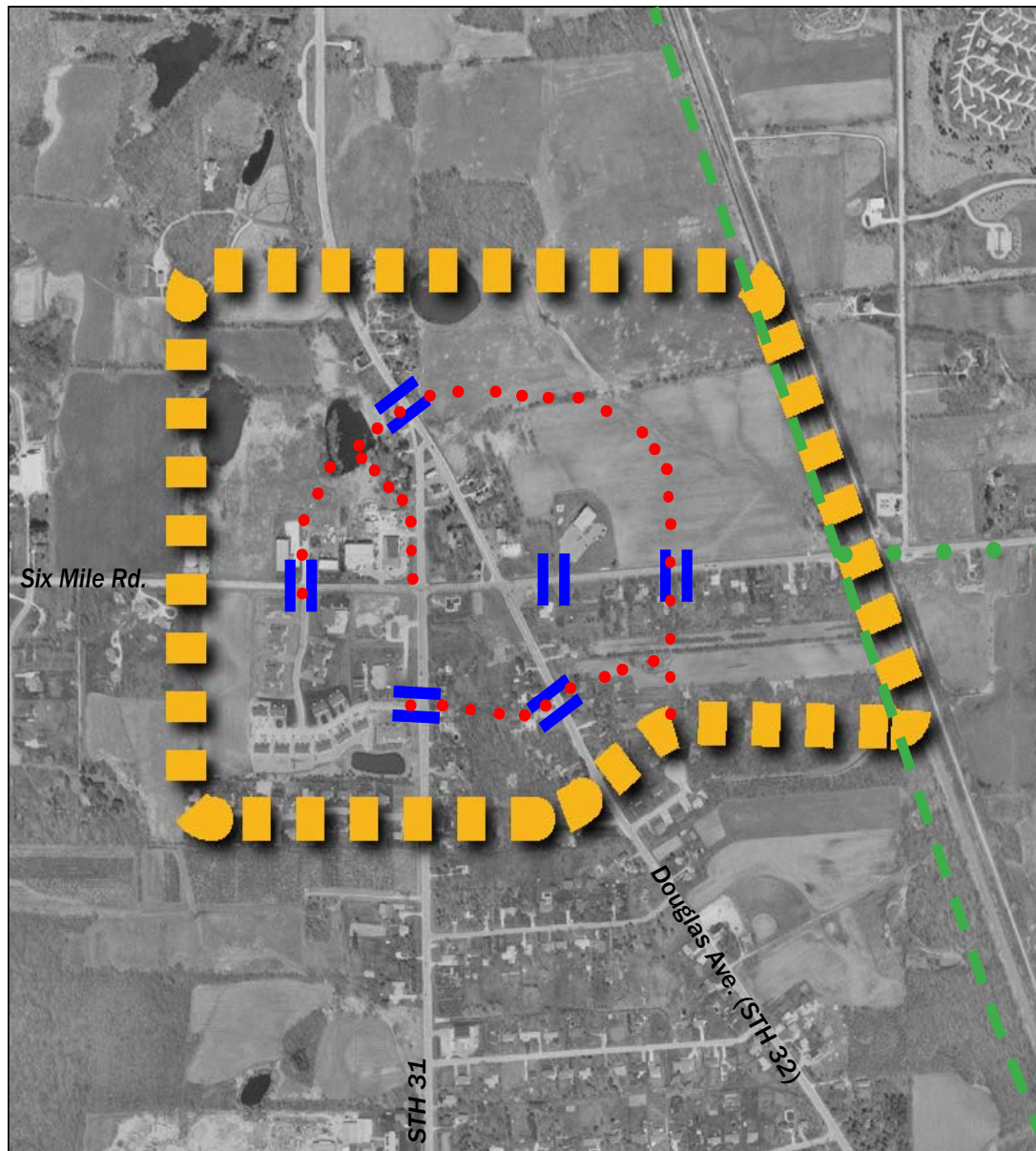


Figure 7-16. Six Mile Road Neighborhood Main Street Commercial Node.

- ● ● ● - Proposed trail or bike path connection on Town's Park & Open Space Plan
- — — — - Bike path



Figure 7-17. Design concept depicting detail node incorporating two roundabouts.

Critical Components of 6 Mile Neighborhood Retail/ Gateway District

1. Building facades lining arterial
2. Side or rear parking
3. Vehicular access to sites
4. Pedestrian amenities
5. Secondary loop road
6. Landscape details



Figure 7-18. Design concept depicting detail node incorporating one roundabout.

F. North of Six Mile Road Parkway

Goals:

Create a parkway type road section between the Six Mile Road and the northern Village line.

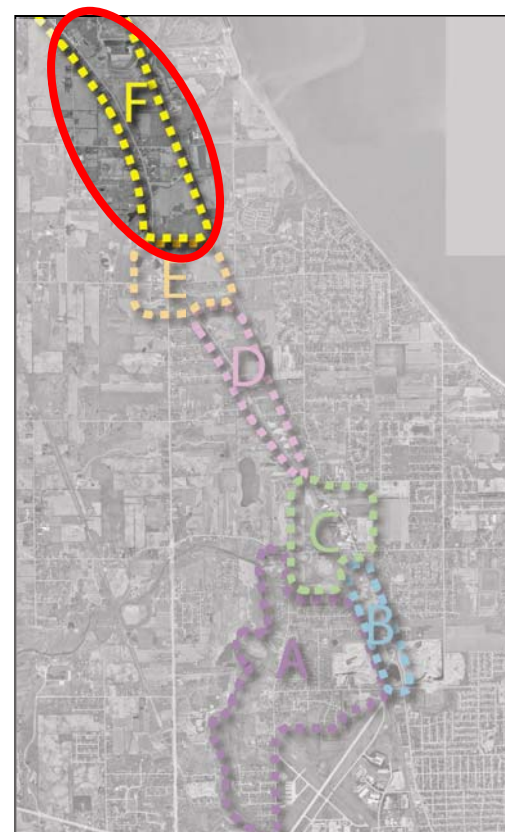
Issues:

In order to concentrate commercial development at the Six Mile Road Main Street Node, the section of STH 32 north to the Village line should not be developed with any commercial uses. A parkway section would emphasize the two retail nodes at Six Mile and Four Mile Roads.

Higher density residential land uses will help support the proposed retail node. The current land use plan indicates low density residential development between STH 32 and the railroad tracks in this area. A change to medium density in this area would be beneficial to neighborhood retail and create greater value for this area.

Action Steps:

1. Promote parkway vistas as development occurs along this section of STH 32.
2. Amend land use plan between STH 32 and the railroad tracks, change from low density residential to medium density residential uses.



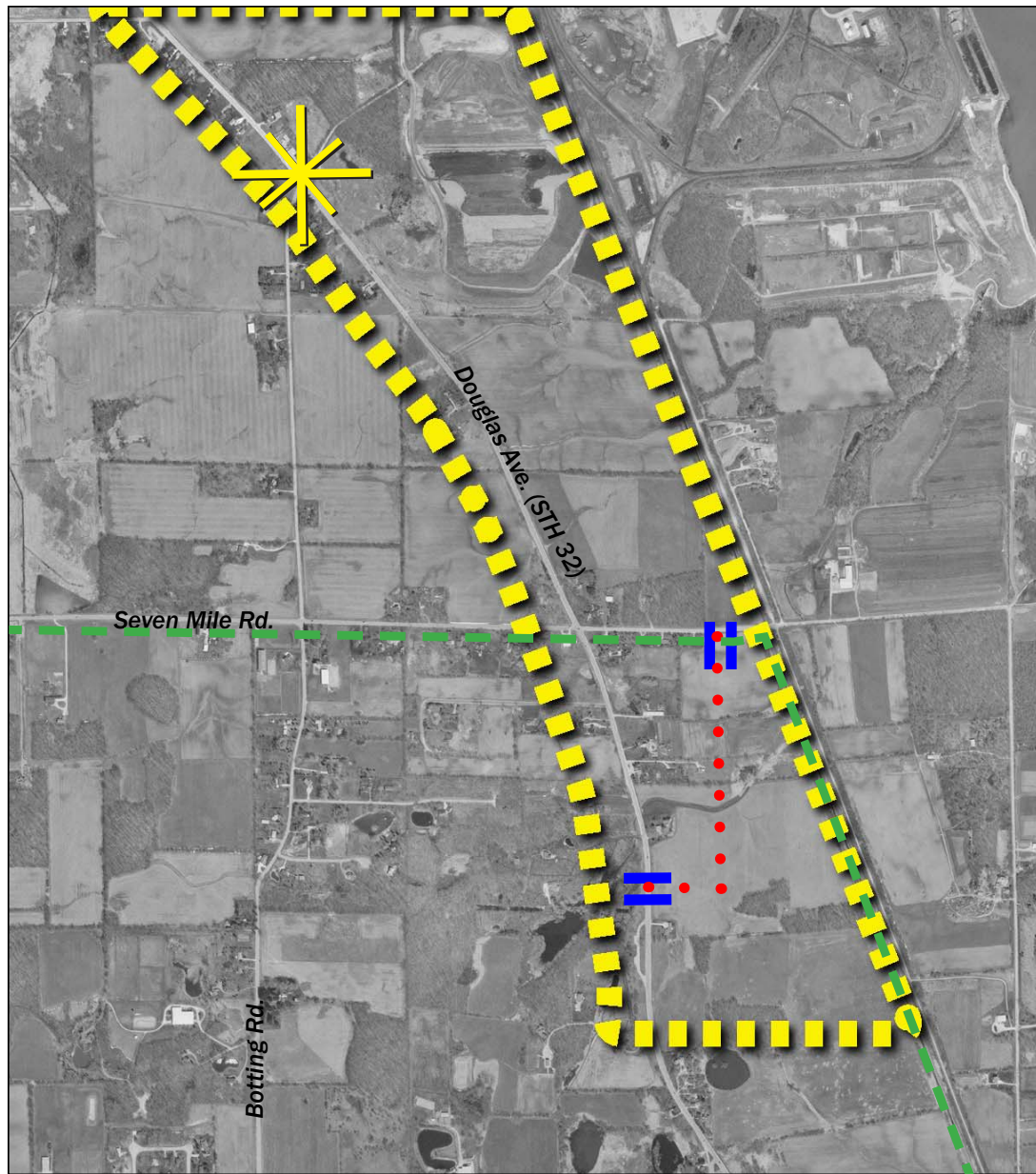


Figure 7-19. North of Six Mile Road Parkway Subarea. ● ● ● ● - Proposed trail or bike path connection on Village's Park & Open Space Plan
 --- --- --- - Bike path

