

4. RURAL AREA (R1)

ADOPTED MARCH 2004

4.1 INTRODUCTION

Introduction and Background

In 1996, the Caledonia Village Board adopted a land use plan for the Village.¹ The land use plan was amended in 1999 and sets forth a conceptual framework for future development in the Village. The plan designates areas for future urban development within the two sanitary sewer service areas within the Village, which include an area of about 19.1 square miles tributary to the City of Racine sewage treatment plant and an area of about 0.7 square-mile tributary to the Milwaukee Metropolitan Sewerage District (MMSD). The plan adopted in 1999 also designates two “urban reserve” areas outside the adopted sanitary sewer service areas for future urban development, pending the provision of public sewer and water services to those areas. Urban uses include a variety of residential, commercial, industrial, utility, and civic uses, with most residential development occurring on average lot sizes of one acre or less. The

Village land use plan calls for lands outside the sewer service and urban reserve areas to be maintained in rural uses. The plan also recommends the preservation of wetlands, woodlands, and other natural resources throughout the Village. The land use plan map, as amended in 1999, is shown in Appendix A.

In late 2001, the Caledonia Village Board requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) assist the Village in detailing the 1999 land use plan and in developing plan implementation strategies for the rural area of the Village. The rural area, also referred to as the R1 area, is the area designated as “Agricultural” on the 1999 plan, and is located generally west of State Trunk Highway (STH) 38 and north of Four Mile Road. The rural area encompasses about 15 square miles.

The rural area plan is part of a Village-wide effort to detail the land use plan adopted in 1996 and amended in 1999. The Village has contracted with the firm Planning and Design Institute (PDI) of Milwaukee to prepare detailed neighborhood plans within the urban and urban reserve areas. PDI, with assistance from SEWRPC, will also prepare a neighborhood plan for the “C5” area. The C5 area includes the area designated for “Country Lots” on the plan map and the sewer service area tributary to the MMSD, which includes the Caddy Vista subdivision and adjacent lands. The neighborhood planning areas within the Village are shown in Appendix B.

The Village land use plan should be viewed as providing the conceptual basis for all of the neighborhood plans and for this rural area plan. Specific details to be determined through preparation of the rural area plan include:

1. Identification of a permanent rural area within the Village;

2. Development densities to be permitted in the “Agricultural” area shown on the land use plan map;

3. Lands to be maintained in permanent open space; and

4. Future rural residential, commercial, and industrial areas.

The adopted Village land use plan is very clear on development policies within the “Country Lots” area shown on the plan. Those development policies include:

1. An overall development density of one home per five acres;

2. Conservation subdivisions that “cluster” home sites and preserve open space within the subdivision;

3. Agricultural uses are permitted; and

4. Horses and other large animals are permitted.

The adopted plan is not as specific on the type and density of development that should be permitted in the area designated as “Agricultural” on the land use plan map. The Village currently applies the same policies to development in the area designated as “Agricultural” as it does to the area designated as “Country Lots.” One of the purposes of this plan is to determine if different policies should be applied within the two areas, and, if so, what development policies should be applied in the “Agricultural” area.

Planning Process and Report Format

The first step in the planning process was a review of the sanitary sewer service areas and the urban reserve areas shown on the adopted land use plan. Minor adjustments to the present planned sanitary sewer service area are recommended, based on the April 2003 sewer service agreement with the City of Racine, existing infrastructure, existing parcel boundaries, and the location of existing sanitary and utility district boundaries. This plan also recommends that the Village conduct more detailed studies to determine if additional urban development, with sanitary sewer and public water services, should be accommodated along Interstate Highway (IH) 94. Those recommendations are presented in Section 4.3.

The planning effort for the R1 area was also structured to include an inventory and analysis of existing land uses, environmental corridors, zoning, parcel sizes, and agricultural uses in the rural area. The development potential of existing parcels, based on current zoning and environmental features, was also analyzed. These inventories and analyses are presented in Section 4.2. Recommendations for future land uses in the rural area were then formulated, and various means of implementing the plan identified. Land use and implementation recommendations are presented in Section 4.3.

R1 Neighborhood Workgroup Members

Village Officials

Linda Mielke - Plan Commission Chairperson
William Sasse - Plan Commission Member
Jim Morrill - Plan Commission Member
Raymond Olley - Plan Commission Member
Susan Greenfield - Former Town Chairperson
Howard Stacey - Village Trustee
Mark Luberda - Former Town Administrator

Neighborhood Residents

Walter Beach - Neighborhood Resident
Jay Benkowski - Neighborhood Resident
Carla Beyerl - Neighborhood Resident
Robert Grove - Neighborhood Resident
Bruce Eckert - Neighborhood Resident
Scott Fosbinder - Neighborhood Resident
Paul Ginther - Neighborhood Resident
John Koke - Neighborhood Resident
Mark Lewis - Neighborhood Resident
Kathy Miller - Neighborhood Resident
Eric Woelbring - Neighborhood Resident

Village & County Staff

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

Resource People

Nancy Anderson, SEWRPC

4.2 INVENTORY AND ANALYSIS

An inventory and analysis of the factors and conditions affecting development in the rural (R1) area was conducted to assist in the identification of appropriate plan implementation strategies. The results of the inventory and analysis are presented in this section. The section is divided into five parts: existing plans affecting the rural area; inventories of the natural and built environments; an inventory of existing land use regulations in effect within the rural area; existing population, household, and employment data; and an analysis of the inventory findings. A summary is also provided.

While focusing on the R1 area, this section also provides data on the C5 area. Both the R1 and C5 areas were recommended to remain in rural uses by the Village land use plan adopted in 1996. A neighborhood plan will be prepared for the C5 area following the completion of this plan implementation strategy for the R1 area.

Part 1 — Existing Plans

Sound planning practice requires that adopted local, county, and regional plans form the basis for developing implementation programs, policies, and regulations. Areawide and local plans affecting the rural area include land use plans, transportation plans, park and open space plans, economic development plans, and water quality management plans.

Land Use Plans

Regional Land Use Plan

The regional land use plan sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The most recent version of the plan² was adopted by the Regional Planning Commission in 1997. The regional land use plan map, as it pertains to the Village of Caledonia, is shown in Appendix D. Recommendations in the regional plan for the protection of primary environmental corridors and prime agricultural lands are particularly applicable to the Caledonia rural area. The key recommendations of the plan include:

Environmental Corridors

The regional land use plan recommends the preservation in essentially natural, open uses of the remaining primary environmental corridors. The plan further recommends the preservation, to the extent feasible, of the remaining secondary environmental corridors and isolated natural resource areas, as determined through county and local planning efforts.

Urban Development

The regional land use plan encourages urban development only in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding or erosion, and which can be readily provided with basic urban services including, most importantly, public sanitary sewer service. Under the regional plan, urban development includes “urban-density” residential development along with commercial, industrial, institutional, intensive recreational, transportation, and utility uses. Urban-density residential development is

defined as development at a density of more than one dwelling unit per five acres.

The regional land use plan map shows planned urban service areas, as well as existing urban development that has occurred outside an urban service area. The planned urban service areas shown in Appendix D include a generalized representation of existing urban development in those portions of the Village of Caledonia within the Racine and Milwaukee Metropolitan Sewerage District (MMSD) sanitary sewer service areas, which are described in more detail later in this section. The regional land use plan map also includes three areas along IH 94 in the planned urban service area. This designation was based in part on recommendations made in the Greater Racine Area Utility Plan³ completed in 1992; however, those recommendations were never formally adopted by the Regional Planning Commission as an amendment to the regional water quality management plan. The implementation strategy recommended in the following section of this report identifies a potential revised sanitary sewer service area for the Village, which will be considered by the Village Board. Any changes to the existing sewer service area, which is shown in Appendix L, will require a formal amendment to the regional water quality management plan.

Prime Agricultural Land

The regional land use plan recommends that prime agricultural land be preserved for long-term agricultural use and not be converted to either urban development or to other forms of rural development. Prime agricultural land is identified by the Racine County farmland protection plan, which is described in the following section.

Other Agricultural and Rural-Density Residential Lands

In addition to preserving prime agricultural lands and environmental corridors, the regional land use plan seeks to maintain the rural character of other lands located outside planned urban service areas. The plan encourages continued agricultural and other open space uses in such areas. The plan seeks to limit development in such areas primarily to rural-density residential development, with an overall density of no more than one dwelling unit per five acres. Where rural residential development is accommodated, the regional plan encourages the use of residential cluster designs, with homes developed in clusters surrounded by agriculture or other open space sufficient to maintain the maximum recommended density of no more than one home per five acres.

Racine County Farmland Protection Plan

Prime agricultural lands are those lands which, in terms of farm size, the aggregate area being farmed, and soil characteristics, are best suited for the production of food and fiber. A number of important public purposes are served by the preservation of prime agricultural lands. Such public purposes include maintenance of agricultural reserves; maintenance of open space; control of public costs by avoiding the need to provide such urban services as sanitary sewer, public water, and full-time police and fire protection; and preservation of the local economic base.

Prime agricultural lands within Racine County were identified under the Racine County farmland preservation plan,⁴ which was adopted by the Racine County Board in 1982. That plan defines prime agricultural land as follows: an individual farm must be at least 35 acres in size; at least one-half of the farm

must be covered by soils meeting U.S. Natural Resources Conservation Service criteria for national prime farmland or farmland of statewide significance (generally Class I, II, or III soils); and the farm must occur in a contiguous farming area at least 100 acres in size. Farmlands of local significance, which were identified by the Advisory Committee that guided preparation of the plan, were also included in the farmland preservation areas delineated on the farmland preservation plan map.

Appendix E depicts the County farmland preservation plan as it applies to the Village of Caledonia. The map identifies those lands located within the designated farmland preservation areas where individual farms are now less than 35 acres, or where less than 100 contiguous acres are being farmed. Designated farmland preservation areas that are located within an approved sanitary sewer service area are also shown on Appendix E.

About 8,570 acres within the Village were identified as farmland preservation areas by the County plan adopted in 1982. Of that total, about 775 acres are now located within an adopted sanitary sewer service area. Another 875 acres no longer meet the criteria for designation based on farm sizes or contiguous areas being farmed. About 6,920 acres of land identified in the 1982 plan continue to meet the designation as farmland preservation areas.

Additional information regarding prime agricultural soils and areas within the Village that are currently farmed is provided in the inventory portion of this section.

Village Land Use Plan

The Village Land Use Plan was adopted in 1996, and amended in 1999. As described in Section 4.1, the land use plan provides the conceptual framework for this land use plan implementation strategy. The land use plan calls for the western portion of the Village north of Four Mile Road to remain in rural uses, including continued agricultural uses and residential development at an overall density of no more than one home per five acres. The Village conservation subdivision ordinance requires cluster, or conservation, subdivisions for all new subdivisions of parcels of three acres or more that create five or more lots in a five-year period. The preservation of wetlands, woodlands, and other natural resources throughout the Village is also recommended by the plan. The southern and eastern portions of the Village are generally designated for urban uses. The adopted Village land use plan map is shown in Appendix A.

Transportation System Plans

Regional Transportation System Plan

The adopted regional transportation system plan⁵ provides recommendations on how the regional land use plan can best be served by arterial street, highway, and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the region through the design year 2020, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements within the region, and existing highway and transit system capacity and use. The adopted 2020 regional transportation system plan as it pertains to the Village of Caledonia is shown in Appendix F. Functional improvements recommended by the plan include the extension of Five Mile Road from its current terminus at Middle Road east to Erie Street, and expansion from two to four lanes of the following highways: CTH K between IH 94 and CTH H and from CTH H to STH 38; STH 38 between CTH K and the north Village line; STH 31 along its entire length within the Village; STH 32 along its entire length within the Village; and Three Mile Road between STH 32 and CTH G. It is also recommended that CTH V south of Seven Mile Road be removed from the arterial street system. Recommended jurisdictional changes are listed in Table 4-1.

Freeway Reconstruction Plan

A Regional Freeway Reconstruction Plan⁶ was adopted in May 2003 by the Regional Planning Commission. The plan is based on a freeway reconstruction study requested by the Secretary of the Wisconsin Department of Transportation (WISDOT), with the knowledge that the State of Wisconsin is about to

embark upon an anticipated three-decade long process of reconstructing the 270 mile freeway system in Southeastern Wisconsin, for the express purpose of identifying a “regional consensus” on the desirable scope of a freeway system reconstruction plan and program. One of the plan recommendations calls for IH 94 from IH 894 (the Mitchell Interchange) in Milwaukee County south to the Wisconsin-Illinois State line to be widened from six to eight lanes, with the braided interchanges to be reconstructed to modern standards. It is anticipated that reconstruction of this freeway segment with the additional lanes will be completed by 2015.

IH 94 South Freeway Corridor Plan

The IH 94 South freeway corridor plan⁷ sets forth a land use and transportation system development plan for an approximately six-mile wide corridor on either side of IH 94 extending from the Wisconsin-Illinois State line north into the Cities of Franklin and Oak Creek in southern Milwaukee County. The plan includes recommendations to modernize freeway interchanges; particularly the unbraiding, or separation, of all freeway

on- and off-ramps in Racine County from the network of frontage roads. WISDOT has completed an environmental assessment and preliminary engineering for the IH 94 freeway segment in Kenosha and Racine Counties, including modernization of the interchanges. Plans for the new interchanges, including the interchanges with Seven Mile Road, CTH G, and CTH K in the Village of Caledonia, were incorporated into the freeway reconstruction study. The interchanges will be improved prior to or coincident with freeway reconstruction.

In accordance with Section 84.295(10) of the Wisconsin Statutes, deed restrictions have been placed on all properties affected by the new interchange designs. Property owners must notify WISDOT by registered mail at least 60 days prior to selling an affected parcel or constructing or altering a building on an affected parcel. A property owner is not prohibited from selling or developing an affected parcel, but no damages are paid for any construction or alterations made without the 60-day notice to WISDOT. WISDOT also has the option of acquiring the parcel following the required notification.

**CHANGES IN JURISDICTIONAL RESPONSIBILITY FOR
ARTERIAL STREETS AND HIGHWAYS IN THE TOWN OF CALEDONIA UNDER
THE RECOMMENDED 2020 REGIONAL TRANSPORTATION SYSTEM PLAN**

Facility	From	To	Jurisdictional Responsibility	
			Existing	Planned
CTH K	IH 94	STH 38	County trunk highway	State trunk highway
Seven Mile Road	West town line	STH 32	Local trunk highway	County trunk highway
Four Mile Road	STH 32	STH 31	Local trunk highway	County trunk highway
Three Mile Road	STH 32	CTH G	Local trunk highway	County trunk highway
Five Mile Road extension	Middle Road	Erie Street	New facility	Local trunk highway
CTH G	STH 32	Three Mile Road	County trunk highway	Local trunk highway
CTH V	North town line	Seven Mile Road	County trunk highway	Local trunk highway
CTH V	Seven Mile Road	Town of Mt. Pleasant	County trunk highway	Local nonarterial

Source: SEWRPC.

Table 4-1. Changes in Jurisdictional Responsibility.

The freeway corridor plan also called for the extension of Four Mile Road from CTH V to CTH K. The recommended extension was to have been a two-lane arterial highway under County jurisdiction. The recommendation was not carried forward into either the 2010 or 2020 regional transportation system plans. The proposed extension is, however, reflected in the adopted Village land use plan as part of a conceptual street layout for the business area proposed to be developed around the IH 94 - CTH K interchange. The proposed street extension will be addressed during the neighborhood planning process for the W-2 neighborhood.

STH 38 Corridor Study

WISDOT has been continually working on an improvement plan for the STH 38 corridor. On October 20, 2004, the study team at WISDOT identified the Railroad Corridor Alternative as its preferred alternative among four options. This alternative would follow CTH H from Six Mile Road to Five Mile Road, then follow Five Mile Road to a point just west of the Union Pacific Railroad. The road would run parallel to the railroad between Five Mile Road and the Caledonia Business Park before reconnecting with the existing STH 38 near Hoods Creek Road.

At this time, construction of the project is not in WISDOT's construction program. The study team's estimate is that the STH 38 improvement plan would not be implemented for at least ten years. The study is being done at this time to preserve the future highway corridor from further development.

Regional Bicycle and Pedestrian Plan

The Regional Planning Commission adopted a regional bicycle and pedestrian facilities system plan⁸ in 1995. The plan was amended

in 2001, and the design year extended to 2020.⁹ The plan provides recommendations to encourage increased bicycle and pedestrian travel in a safe and efficient manner as alternatives to travel by automobile. The plan includes a recommended regional bikeway system designed to provide connections between urbanized areas and incorporated areas with a population of 5,000 or more located outside of urbanized areas, and connections to major parks and other major activity centers. Appendix G depicts the bikeways recommended under the regional plan in the Village of Caledonia.

Appendix H depicts existing public trails and bikeways within the Village in 2003. The map also shows a conceptual location of trails proposed by the Village land use plan, the Village and County park and open space plans, and the regional bicycle and pedestrian plan.

Park and Open Space Plans

Racine County Park and Open Space Plan

An updated County park and open space plan was adopted by the Racine County Board in 2001.¹⁰ That plan consists of both an open space preservation element and an areawide outdoor recreation element, intended to, respectively, protect areas containing important natural resources and to provide major parks, trails, and resource oriented recreational facilities.

The park and open space plan for Racine County recommends that the State and County levels of government assume responsibility for the provision of major parks. Major parks are defined as publicly owned parks at least 100 acres in size which provide opportunities for such resource-oriented activities as camping, golfing, picnicking, and swimming. As shown in Appendix I, the County plan recommends that a total of 10 major parks be provided in the County. Two of the major parks, Cliffside and Johnson, would continue to be provided and maintained by the County and the City of Racine, respectively, in the Village of Caledonia and environs. The plan further recommends that Racine County acquire an additional 305 acres at Cliffside Park and develop additional recreational facilities, including picnicking facilities, a nature center focusing on lakeshore resources, and facilities for users of the Racine County MRK trail, which is located just west of the park.

Two portions of the regional trail system are recommended to be developed by Racine County within the Village: the Lake Michigan trail and the Root River trail. A four-mile portion of the Lake Michigan trail, known as the Racine County MRK trail, has been developed within the Village on a former interurban railroad right-of-way, extending

from the southern Village line north to Seven Mile Road. The plan calls for the trail to be extended north to the County line to connect with a trail proposed to be developed by Milwaukee County.

The County park plan also recommends that the County acquire land and develop a trail along the Root River. The Root River Trail would encompass about 14 linear miles within Racine County, including about eight miles within Caledonia. The trail has not yet been developed within the Village. The City of Racine is developing a three-mile portion of the trail from Lake Michigan to Cedar Bend Park. The City proposes to extend the trail north along the Root River to Colonial Park.

Village of Caledonia Park and Open Space Plan

The Village adopted a park and open space plan in April 2000.¹¹ The plan is intended to provide an integrated system of park and open space sites within the Village that would both preserve important natural resources and provide sites and facilities for a wide range of outdoor recreational activities for Village residents.

The open space preservation element of the plan, shown in Appendix J, recommends that all planned environmental corridors and isolated natural resource areas in the Village be held in a combination of public and private ownership or protected through proper zoning for natural resource preservation, flood control, and outdoor recreation purposes. The plan recommends that 184 acres of environmentally significant lands be acquired by the Village for preservation purposes. Primary environmental corridor lands along the Root River are recommended to be acquired by the County and to serve

as the basis for a Root River parkway and trail system. The plan also incorporates the recommendations of the regional natural areas plan, which is described in the following section.

The County park plan sets forth recommendations for major parks and associated recreational facilities. The outdoor recreation element of the Village park plan, shown on Appendix K, focuses on the provision of smaller community and neighborhood parks. The plan recommends the acquisition and development by the Village of 16 new community and neighborhood parks, all to be located within the planned sewer service area, as well as the continued maintenance of existing Village-owned parks. The plan also recommends the development of community park facilities at Crawford Park and neighborhood park facilities at 5½ Mile Park. The plan further recommends a local system of bicycle and pedestrian routes and paths throughout the Village to interconnect existing and proposed parks.

Regional Natural Areas Plan

Both the Racine County and the Village of Caledonia park and open space plans incorporate the recommendations of the regional natural areas plan.¹² The natural areas plan identifies the most significant remaining natural areas, critical species habitats, geological sites, and archaeological sites in the Region, and recommends means for their protection and management. The plan identifies potential sites to be placed in public or private protective ownership, and other sites to be protected, insofar as it is possible, through zoning and other regulatory means without protective ownership. It also recommends that a detailed management plan be prepared and implemented for each site placed under protective ownership.

Recommendations for the acquisition and management of natural areas, critical species habitat sites, and geological areas within the Village are presented in the inventory portion of this section.

Economic Development Plans

Racine County Industrial Park Land Absorption Study

In March 1998, the Racine County Economic Development Corporation (RCEDC) requested assistance from the Regional Planning Commission in conducting a study to determine the availability of vacant industrial park land in the County. The request resulted from a concern of the RCEDC members that existing industrial parks within the County would soon be filled. An adequate supply of vacant industrial park lands is important to the future economic vitality of an area.

The study results¹³ indicated that, if 1990 to 1998 development trends were to continue, industrial park lands within eastern Racine County would be fully developed within six years. The RCEDC recommended that communities interested in attracting new industrial development begin the process of identifying such lands immediately, due to the length of time needed to develop such parks.

Racine County Strategic Economic Development Plan

In April 2002, the Racine County Economic Development Corporation (RCEDC) completed a Strategic Economic Development Plan for the County.¹⁴ The report sets forth seven “challenges” to improve the economic climate in the County, and recommends several strategies to meet each challenge. One of the strategies calls for providing high-value industrial and commercial development opportunities to link Racine County with the Milwaukee metropolitan area, primarily along IH 94 and STH 36. Another calls for cooperative comprehensive planning that links industrial/commercial development to transportation and housing needs, while protecting the environment. These strategies,

and others in the report, must be considered with regard to development within the rural area, particularly within the IH 94 corridor.

Water Quality Management Plans

In 1979, the Regional Planning Commission adopted an areawide water quality management plan¹⁵ for Southeastern Wisconsin as a guide to achieving clean and wholesome surface waters within the seven-county Region. The plan has five elements: a land use element; a point source pollution abatement element; a nonpoint source pollution abatement element; a sludge management element; and a water quality monitoring element.

The point source pollution abatement element of the regional water quality management plan is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must be in conformance with the plan.

Portions of the Village of Caledonia are located within two sanitary sewer service areas, one which is served by the City of Racine Wastewater Utility and one which is served by the Milwaukee Metropolitan Sewerage District (MMSD). The sanitary sewer service areas within the Village are documented in SEWRPC Community Assistance Planning Report No. 147, 2nd Edition, Sanitary Sewer Service Area for the City of Racine and Environs, June 2003. The adopted sanitary sewer service area is shown in Appendix L.

The majority of the area served by the Racine sewage treatment plant, which is operated by the Racine Wastewater Utility, is located in a contiguous area that includes the City of Racine and portions of the Village of Caledonia, the Village of Mt. Pleasant, and the Town of Somers. There are also several “islands” that are not directly connected to the main part of the sewer service area. These “islands,” which include the Pilot Travel Center in the Village of Caledonia, are included in the sewer service area to enable the Racine Wastewater Utility to accept holding tank wastes from the businesses and elementary school located in the identified areas. Chapter NR 113 of the Wisconsin Administrative Code requires that holding tank systems designed to accept 3,000 gallons or more of waste per day be located within the sewer service area of the public sewage treatment facility that treats the waste pumped from the tanks.

Racine Area Sewer Agreement

In April 2002, the City of Racine reached agreement¹⁶ with nearby communities regarding future sewer service to those communities. Under the agreement, the Racine sewage treatment plant will be upgraded and expanded to provide additional sewage treatment capacity for the Village of Sturtevant and portions of the Villages of Caledonia and Mt. Pleasant, and the Towns of Somers, Raymond, and Yorkville. The additional capacity is planned to accommodate future growth in those six communities to the year 2020. The agreement provides for a reevaluation prior to 2020 to determine the need for an additional expansion of the plant to accommodate growth expected to occur after 2020.

As part of the agreement, the City of Racine has agreed not to annex lands from the

Villages of Caledonia or Mt. Pleasant, and has also agreed not to contest the incorporation of either Village, should either or both decide to pursue incorporation as a city or village.¹⁷ In return, the Villages of Caledonia and Mt. Pleasant have agreed to share some of the benefits of anticipated tax base growth with the City of Racine through annual revenue sharing for a 30-year period.

The Crestview and North Park sanitary districts and the Cal 1 utility district each purchased a specific wastewater treatment capacity from the Racine sewage treatment plant. The districts have purchased the capacity needed to serve existing and planned urban development as shown on the Village land use plan. Under the agreement, each district is free to use, sell, or lease its capacity to any other district or municipality that is party to the agreement. Parties to the agreement include the City of Racine and the Racine Wastewater Utility; the Villages of Sturtevant, Wind Point, Caledonia, and Mt. Pleasant; the Town of Somers; the Caledonia and Mt. Pleasant utility districts; and the Crestview and North Park sanitary districts. "Anticipated parties," for whom treatment capacity has been planned but have not yet signed the agreement, include the Villages of Elmwood Park and North Bay and the Towns of Raymond and Yorkville.

With the exception of Caledonia, parties to the agreement are required to obtain sewage treatment service from Racine. The Village of Caledonia has the option of obtaining sewage treatment service from another municipality or sewerage district for portions of the Village specifically identified in the agreement, which include the area north of Six Mile Road between Lake Michigan and CTH H, and north of Five Mile Road extended between CTH H and IH 94.

Areas Served by Sanitary Sewer

Sewer service in the Village of Caledonia is currently provided by three sanitary districts and one Village utility district. The three sanitary districts are Caddy Vista, which is tributary to the Milwaukee Metropolitan Sewerage District; and the Crestview and North Park districts, which are tributary to the Racine sewage treatment plant, operated by the City of Racine Wastewater Utility. The Crestview district discharges its wastewater to the North Park district, which then discharges to the Racine sewage treatment plant. The Village of Caledonia Utility District No. 1, commonly known as "Cal 1," is also tributary to the Racine sewage treatment plant. The location of the four districts and the relationship between the district boundaries and the sanitary sewer service area adopted in June 2003 are shown in Appendix M. All of the territory in the Caddy Vista, Crestview, and Cal 1 districts are within the Village of Caledonia. The North Park district serves a portion of the Village and the entire Village of Wind Point.

Generally, the district boundaries are located within, or are coincident with, the sanitary sewer service area boundary. Notable exceptions include the Caddy Vista Sanitary District, where 80 acres of land on the north side of Seven Mile Road are located within the sanitary district but outside the sewer service area; and the Northwest quarter of Section 26, portions of the Southwest quarter of Section 28, and the Southeast quarter of Section 29, all in Township 4 North, Range 22 East, where significant portions of the Cal 1 district boundaries extend outside the sewer service area. Under State law, sewer service cannot be extended to lands lying outside an adopted sewer service area boundary.

The purpose of a sanitary district is to allow landowners in unincorporated areas an opportunity to form a special-purpose unit of government to provide certain urban services. A town sanitary district has authority to plan, construct, and maintain systems for garbage removal, water supply, sewage disposal, and stormwater drainage. Sanitary districts may be formed by a town board, upon a request from affected landowners, under Section 60.71 of the Wisconsin Statutes. Each district is governed by a commission. At the time a district is established, the town board determines whether commissioners will be appointed by the town board or elected. The town board may choose to appoint itself as the commission. An elected commission governs each of the three sanitary districts in the Village.

A town board may also establish utility districts under Sections 60.23 and 66.0827 of the Statutes to provide public services within the district. The town board governs utility districts. The Village of Caledonia Utility District No. 1 provides sanitary sewer service in the south-central portion of the Village.

Appendix N shows the areas served by sanitary sewer in 2002. In most cases, areas served by sanitary sewer are located well within the sanitary sewer service area boundary. One area of concern is Section 24, in Township 4 North, Range 22 East, where sanitary sewer lines extend to the edge of the sanitary sewer service area. There are also areas along STH 32 in the northern part of the Village that are provided with public water by the Crestview sanitary district, and hence are located within the district, but are located outside the sewer service area. These areas are not served by sanitary sewers.

Areas Served with Public Water

Public water is generally provided in the areas served by public sanitary sewer. The Caddy Vista and Crestview sanitary districts purchase water from the City of Oak Creek on a wholesale basis. The North Park sanitary district and the Village of Caledonia Water District No. 1 purchase water from the City of Racine Water Utility, both on a wholesale basis. The North Park district then sells a portion of the water it purchases from Racine to the Wind Point Water Utility. Water from Lake Michigan is the source used by both Racine and Oak Creek.

Part 2 — Inventory of the Natural and Built Environments

This section presents information on existing conditions within the Village, including existing land uses, agricultural lands, parks, wetlands, floodplains, environmental corridors, natural areas, and historic sites.

Existing Land Uses

The Regional Planning Commission periodically conducts a detailed inventory of existing land uses in the Southeastern Wisconsin Region, providing information on the type, amount, and spatial location of the major categories of land uses within the Region. The first such inventory was conducted in 1963; the most recent in 2000. The existing land use pattern in the R1 area and the entire Village of Caledonia, based on the 2000 land use inventory, is summarized in the map and table in Appendix O.

Urban Land Uses

Urban land uses consist of the buildings, parking, and sites associated with residential, commercial, industrial, transportation, utilities, governmental and institutional, and intensive recreational land uses. Urban development is concentrated in the eastern and south-central portions of the Village, around the unincorporated community of Franksville, and in the northwestern part of the Village in the Caddy Vista subdivision and along Seven and One-Half and Seven Mile Roads near IH 94. Urban land uses in the Village comprised 7,718 acres, or about 26 percent of the total area of the Village in 2000. Urban uses encompassed 1,250 acres, or about 13 percent of the R1 area in 2000.

Residential

Residential lands comprised the largest urban land use category in 2000, encompassing 4,526 acres, or about 16 percent of the total area of the Village. Residential uses encompassed 678 acres, or about 7 percent of the R1 area. Farm residences, together with a 20,000 square foot dwelling site, were classified as single-family residential land uses and are shown as “low-density single-family residential” on Appendix O. Residential development in the Village has occurred both in concentrated urban enclaves and as scattered subdivision and individual home sites.

Commercial

In 2000, commercial lands encompassed 164 acres, or less than 1 percent of the total area of the Village. Commercial uses encompassed 43 acres, or less than 1 percent, of the R1 area.

Commercial development in the Village includes stores and service establishments located primarily along STH 32, in the unincorporated community of Franksville, and near the interchanges of IH 94 with CTH K and with Seven Mile Road.

Industrial

In 2000, industrial lands encompassed 179 acres, or less than 1 percent of the total area of the Village. Industrial uses encompassed 13 acres, or less than 1 percent, of the R1 area. The largest concentration of industrial uses in the Village is located in the Caledonia Business Park, located north of Dunkelow Road and east of Nicholson Road.

Transportation, Communication, and Utilities

Transportation, communication, and utility land uses, which include streets and

highways and other transportation uses, communications facilities, and utility facilities, occupied approximately 1,983 acres, or about 7 percent of the total area of the Village, in 2000. Such uses encompassed 442 acres, or about 5 percent of the R1 area.

Streets and highways encompassed 344 acres in the R1 area and 1,671 acres in the Village as a whole. Important arterial streets and highways serving the Village include IH 94, STH 31, STH 32, STH 38, CTH G, and CTH K. These highways are integral parts of the regional street and highway system intended to facilitate the movement of traffic within and through the Village.

A Canadian Pacific Railway and two Union Pacific Railroad rights-of-way traverse the Village from north to south, and together occupy 241 acres within the Village. There is a major Wisconsin Energy Corporation power plant located in the City of Oak Creek, just north of the Village along Lake Michigan. The utility's ownership extends into the northeastern corner of the Village. The utility owns about 475 acres within the Village. About 40 acres have been developed in the Village for a fly-ash landfill and a railroad switching yard associated with the power plant. A major expansion of the plant, along with development of a wall board plant, has been proposed and is currently under review.

Governmental and Institutional

Governmental and institutional lands accommodating schools, churches, cemeteries, the Village Hall, and similar uses encompassed about 330 acres in the Village in 2000. Such uses encompassed 37 acres, or less than 1 percent, of the R1 area.

Recreational Lands

In 2000, intensively used recreational land accounted for 536 acres, or about 2 percent of the total area of the Village. Recreational lands shown in Appendix O include only those areas that have been developed with facilities such as playgrounds, major trails, tennis courts, baseball diamonds, soccer fields, and other playfields. Such uses encompassed 37 acres, or less than 1 percent, of the R1 area in 2000.

A complete inventory of existing park and open space sites and outdoor recreation facilities in the Village was conducted in 1999, and updated in 2003. The inventory also includes cemeteries within the Village. As shown on the map and table in Appendix P, there were 56 park and open space sites in 2003, encompassing about 2,290 acres, or about 8 percent of the Village, plus a five-mile off-street bicycle trail.

Twenty-six of the park and open space sites within the Village, encompassing 1,390 acres, or about 61 percent of the total park and open space site acreage, are publicly owned, including the trail facility. The Village of Caledonia owns 14 park and open space sites, encompassing about 366 acres, including the 52-acre joint Caledonia-Mt. Pleasant Park and the eight-acre Caledonia Memorial Park Cemetery. Racine County owns 785 acres within park and open space sites in the Village, including 561 acres along the Root River and 223 acres at Cliff-side Park. There are also 30 privately owned sites in the Village, encompassing 900 acres, which includes six privately-owned cemeteries and four sites owned by the Caledonia Conservancy. All of the lands owned by the Caledonia Conservancy are open to the public.

Rural Land Uses

Rural land uses in the Village consist primarily of agricultural lands, woodlands, wetlands, surface water, quarries, landfills, and open or vacant lands. In 2000, such rural land uses comprised 21,422 acres, or about 33 square miles, encompassing about 74 percent of the total area of the Village. Rural uses encompassed 8,474 acres, or about 87 percent of the R1 area.

Natural Resource Areas

Natural resource areas include wetlands, woodlands, and surface waters. In 2000, such areas comprised 3,233 acres, or about 11 percent of the total area of the Village. Natural resource areas occupied 826 acres, or about 9 percent, of the R1 area. More detailed information on the natural resources within the Village is provided in the following sections.

Extractive and Landfill

There are three quarries located in the Village. Two of which are operated by Vulcan Materials Company and are located on either side of STH 32 just north of the City of Racine. There is a former quarry located on the west side of the Root River between Johnson Avenue West and Valley Drives. There is a fly-ash landfill site located on the Wisconsin Energy Corporation site in the northeastern corner of the Village. Together, these uses encompass 234 acres, or less than 1 percent of the Village. None of the quarries or landfills are located in the R1 area.

Open Lands

Open lands include lands in rural areas that are not being farmed, and other lands that

have not been developed. Examples of lands in this latter category include undeveloped portions of park sites, excess transportation rights-of-way, lots that have been platted but not yet developed, subdivision outlots, and undeveloped portions of commercial and industrial lots. Lands within this category accounted for 2,222 acres, or about 8 percent of the Village, in 2000. There were 292 acres of open lands in the R1 area, encompassing about 3 percent of the area.

Agricultural Lands

Agricultural lands include all croplands, pasture lands, orchards, nurseries, and nonresidential farm buildings. As noted previously, farm residences, together with a 20,000 square foot dwelling site, are classified as single-family residential land uses. In 2000, agricultural lands occupied 15,733 acres, or about 25 square miles, in the Village, representing 54 percent of the total area within the Village. Agricultural uses were the predominant land use in the R1 area, encompassing 7,356 acres, or about 76 percent, of the area.

Appendix Q shows the area devoted to agricultural use in 2000, categorized as follows:

Cultivated Lands, which includes lands used for the cultivation of crops including row crops, grain crops, vegetable crops, and hay.

Pasture Land and Unused Agricultural Lands, which includes lands used as pasture, or lands which were formerly cultivated or used for pasture which have not yet succeeded to a wetland or woodland plant community.

Orchards and Nurseries. This category does not include greenhouses, which are shown as commercial on the land use map.

Other Agricultural, which includes lands used for sod farms and specialized crops such as mint, ginseng, and berry fields.

Note: All lands owned by the Caledonia Conservancy are open to the public.

As shown on the map and table in Appendix Q, cultivated lands are the predominant type of agricultural use in the Village, accounting for about 90 percent of lands in the R1 area and about 89 percent of all agricultural lands in the Village. About 57 percent of the C5 area was also in agricultural use in 2000.

Appendix Q also indicates parcels less than 20 acres that are entirely or partially farmed. Such parcels are indicated with a black hatch. There are cases where lots as small as five acres include some type of farming activity. Some of these lots, such as the lots along Four Mile Road and Seven and One-Half Mile Road, are developed with a home near the street, with agricultural uses taking place on the rear of the lot. This practice occurs only where the smaller parcels are adjacent to a larger agricultural parcel.

Soils Well Suited for Agricultural Use

The U.S. Natural Resources Conservation Service classifies the agricultural capability of soils based upon their general suitability for most kinds of farming. These groupings are based on the limitations of the soils, the risk of damage when used, and the way in which the soils respond to treatment. Appendix R sets forth a qualitative description of each soil capability class. Class I soils have few limitations, the widest range of use, and the least risk of damage when used. The soils in the other classes have progressively greater natural limitations. Class VIII soils are so rough, shallow, or otherwise limited that

they do not produce economically worthwhile yields of crops, forage, or wood products. Generally, Class I and II soils are considered Prime Agricultural Soils, and Class III soils are considered Farmlands of Statewide Significance.

Appendix R depicts agricultural soil capability in the Village of Caledonia. About 79 percent of the Village is covered by prime agricultural soils (Class I and II soils). About 83 percent of the R1 area, or 8,060 acres, are covered by Class I and II soils. Appendix Q lists the amount of acreage within each soil class in the R1 and C5 areas, and the Village as a whole.

Natural Resource Features

The natural resources of an area are important determinants of the ability of an area to provide a pleasant and habitable environment for all forms of life. Any land use planning effort should seek to preserve the most significant remaining aspects of the natural resource base to help retain the ecological balance and natural beauty of an area. A description of important natural resources in the Village of Caledonia, including surface water resources, wetlands, woodlands, natural areas, and environmental corridors, is presented in this section.

Surface Water Resources

Surface water resources are a particularly important element of the natural resource base of the Village of Caledonia. The most prominent surface water features in the Village are Lake Michigan and the Root River. Other perennial streams include Husher Creek and Hoods Creek. Lakes and streams provide for water-related recreational activities, an attractive setting for residential development, and an aesthetic quality to the Village.

The floodplains of a river or stream are the wide, generally sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. Rivers and streams occupy their channels most of the time. However, during even minor flood events, stream discharges increase markedly, and the channel may not be able to contain and convey all of the flow. As a result, stages increase and the river or stream spreads laterally over the floodplain. The periodic flow of a river onto its floodplains is a normal phenomenon and, in the absence of costly structural flood control works, will occur regardless of whether urban development exists on the floodplain or not.

For planning and regulatory purposes, floodplains are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that would be reached or exceeded in severity once every 100 years on average or, stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodplain areas are generally not well-suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and of soils poorly suited to urban use. The floodplain areas, however, generally contain such important elements of the natural resource base as woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for needed open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodplains, while encouraging compatible recreational and open space use.

Many of the floodplain areas within the Village have been delineated and refined under the Federal Flood Insurance Study for Racine County, published in October 1981, and SEWRPC Community Assistance Planning Report No. 152, A Stormwater Drainage and Flood Control System for the Milwaukee Metropolitan Sewerage District, published in December 1990. Where precise floodplain elevations were determined through these studies, the 100-year floodplain has been mapped by the Regional Planning Commission on detailed large-scale topographic maps. With the exception of the approximate floodplains along the stream reaches noted below, the floodplains within the Village have been delineated on large-scale topographic maps. In cases where precise floodplain elevations have not been determined, the

floodplains shown on Appendix S were based on less precise floodplain maps published by the Federal Emergency Management Agency (FEMA). These “approximate” floodplains are located in the north one-half of Section 17, Township 4 North, Range 23 East, along a stream discharging into Lake Michigan; and in the southwest one-quarter of Section 16 and much of Section 21 in Township 4 North, Range 22 East, along Husher Creek and within the Nicholson Wildlife Refuge.

Floodplain areas in the Village are shown on Appendix S. Floodplains cover 1,734 acres, or about 6 percent of the Village; and 547 acres, or about 6 percent, of the R1 area.

Wetlands

For planning and regulatory purposes, wetlands are commonly defined as areas in which the water table is at, near, or above the land surface and which is characterized by both hydric soils and the growth of sedges, cattails, and other wetland vegetation. Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained.

Wetlands perform an important set of natural functions which include supporting a wide variety of desirable, and sometimes unique, forms of plant and animal life; stabilization of lake levels and stream flows; entrapment and storage of plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and noxious weed and algae growth; contribution to the atmospheric oxygen and water supplies; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; protection of shorelines from erosion; entrapment of soil particles suspended in runoff and reduction of stream sedimentation; provision of

groundwater recharge and discharge areas; and provision of opportunities for certain scientific, educational, and recreational pursuits.

Wetlands identified by the Regional Planning Commission within the Village are shown on Appendix S. Wetlands are identified primarily through the use of one-inch equals 400-foot scale aerial photographs. Where more precise field delineations of wetland boundaries have been conducted, such delineations are reflected on the aerial photographs. Wetlands covered about 1,738 acres, or about 6 percent of the Village, and 540 acres, or about 6 percent, of the R1 area in 2000.

In some cases, wetland areas have been converted to cropland by clearing, draining, and/or filling. Such areas are not shown as wetlands on Appendices 1-14 or 1-18 if they were being farmed in 2000, or are no longer being farmed, but have not yet reverted to wetland vegetation. Such areas may be re-classified as wetlands in a future inventory, if the land is no longer farmed and the land reverts to wetland conditions.

Woodlands

Woodlands are defined by the Regional Planning Commission as those upland areas one acre or more in size with 17 or more deciduous trees per acres, each measuring at least four inches in diameter at breast height and having 50 percent or more tree canopy coverage. Coniferous tree plantations and reforestation projects are also identified as woodlands. Woodlands are also identified primarily through the use of one-inch equals 400-foot scale aerial photographs.

Woodlands provide an attractive natural resource of immeasurable value. Under good management, woodlands can serve

a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, woodlands can contribute to the maintenance of a diversity of plant and animal life. Woodlands, which may require a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to rapid stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat.

Woodlands can and should be maintained for their scenic, wildlife habitat, educational, and recreational value and for air and water quality protection. As shown in Appendix S, woodlands occur in scattered locations throughout the Village. Woodlands covered 1,222 acres, or about 4 percent of the Village, and 254 acres, or about 3 percent, of the R1 area in 2000.

Steep Slopes

Topography is an important determinant of the practical uses of land. Lands with steep slopes, defined by the Regional Planning Commission as slopes greater than 12 percent, are generally poorly suited for urban development and for most agricultural purposes. With the exception of the Lake Michigan bluff areas and areas along the Root River in the southern portion of the Village, the Village consists of generally flat or rolling topography. Therefore, steep slopes do not represent a major constraint to development within the Village.

Environmental Corridors

Ecological balance and natural beauty are important determinants of the ability of an area to provide a pleasant and habitable environment for all forms of life and to maintain its social and economic well being. One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in the Region in which concentrations of the best remaining elements of the natural resource base occur. The protection and preservation of such areas in essentially natural, open uses is crucial in maintaining both the ecological balance and natural beauty of the Region and the Village of Caledonia.

Identification of environmental corridors is based upon the presence of one or more of the following important elements of the natural resource base: 1) rivers, streams, lakes, and associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high relief topography. The presence of elements that are closely related to the natural resource base, including park and open space sites, natural areas, historic sites, and scenic viewpoints, are also considered in the delineation of environmental corridors.¹⁸

The delineation of these natural resource and natural resource-related elements on maps results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas which have been termed "environmental corridors" by the Regional Planning Commission. "Primary" and "secondary" environmental corridors have been identified. Primary environmental

corridors include a wide variety of the most important natural resource and resource-related elements and are, by definition, at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors serve to link primary environmental corridors, or encompass areas containing concentrations of natural resources between 100 and 400 acres in size. Where secondary corridors serve to link primary environmental corridors, no minimum area or length criteria apply; secondary corridors that do not connect to primary corridors are at least 100 acres in size and one mile long. Isolated concentrations of natural resource features, encompassing at least five acres but not large enough to meet the size or length criteria for primary or secondary environmental corridors, are referred to as isolated natural resource areas. The location of the environmental corridors and isolated natural resource areas in the Village of Caledonia in 2000 is shown in Appendix T.

In any consideration of environmental corridors and isolated natural resource areas, it is important to note that the preservation of such resources can assist in flood flow attenuation, water pollution abatement, and favorable climate modification. In addition, because of the many interacting relationships between living organisms and their environment, the destruction or deterioration of any one element of the natural resource base may lead to a chain reaction of deterioration and destruction of other elements. The draining and filling of wetlands, for example, may destroy fish spawning grounds, wildlife habitat, groundwater recharge areas, and the natural filtration action and floodwater storage functions of interconnecting stream systems. The resulting deterioration of surface water quality may, in turn, lead to deterioration of

the quality of groundwater, which serves as a source of domestic, municipal, and industrial water supply and on which low flows in rivers and streams may depend. Similarly, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid stormwater runoff and attendant increased flood flows and stages, and destruction of wildlife habitat.

Although the effects of any one of these environmental changes may not in and of itself be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge areas, and destruction of the unique natural beauty of the area. The need to maintain the integrity of the remaining environmental corridors and isolated natural resource areas thus becomes apparent.

Primary Environmental Corridors

Appendix T shows the location of primary environmental corridors in 2000. Primary corridors were located along the Root River, the upper reaches of Hoods Creek and Husher Creek, and much of the Lake Michigan shore-line. Primary environmental corridors encompassed a total area of about 1,728 acres, or about 6 percent of the Village, in 2000.

The primary environmental corridors include the best remaining woodlands, wetlands, and wildlife habitat areas, and are, in effect, composites of the best remaining residual elements of the natural resource base of the Village. These corridors have truly immeasurable environmental and recreational value. Their preservation in an essentially open, natural state, including park

and open space uses and very low density residential uses, will serve to maintain a high level of environmental quality in the Village, protect its natural beauty, and provide valuable recreational opportunities.

Secondary Environmental Corridors and Isolated Natural Resource Areas

In addition to the primary environmental corridors, other concentrations of natural resource base elements exist within the Village. Secondary environmental corridors and isolated natural resource areas may provide surface water drainage, maintain pockets of natural resource features, provide wildlife habitat and corridors for the movement of wildlife, and provide good locations for local parks and the development of local trails. Although not as important as primary environmental corridors, secondary environmental corridors and isolated natural resource areas should also be preserved in essentially open, natural uses to the extent practicable.

As shown in Appendix T, secondary environmental corridors were located along an intermittent stream in the eastern portion of the Village and along Hoods Creek south of CTH K, and also included a large portion of the Nicholson Wildlife Refuge. Secondary environmental corridors encompassed a total of 243 acres, or less than 1 percent of the Village, in 2000. There were 1,295 acres of isolated natural resource areas scattered throughout the Village.

Planned Environmental Corridors

The regional natural areas plan and the Racine County park and open space plan propose modifications to the existing environmental corridors and isolated natural resource areas in some areas. Under the County park plan,

275 acres of floodplain along the Root River presently in agricultural use and adjacent to existing primary environmental corridor would be restored to a natural condition and become part of the environmental corridor. Such restoration would occur following acquisition of the floodplain areas by Racine County as part of the Root River parkway recommended in the County park plan.

As recommended by the regional natural areas plan, the primary environmental corridor encompassing a portion of the Renak-Polak Maple Beech Woods State Natural Area and the secondary environmental corridor encompassing a portion of the Nicholson Wildlife Refuge would be expanded by 35 acres and 73 acres, respectively. The planned environmental corridors and isolated natural resource areas include those portions of natural areas within the Village that are publicly owned, in addition to portions of the natural areas consisting of woodlands, wetlands, floodplains, and other natural resources.

Planned environmental corridors and isolated natural resource areas within the Village are shown on Appendix Y. Table 4-2 compares the number of acres within environmental corridors and isolated natural resource areas under both existing and planned conditions. Under planned conditions, about 13 percent of the Village would be included within planned environmental corridors or isolated natural resource areas.

Planned primary environmental corridors encompass 142 acres, or about 2 percent of the R1 area. Planned secondary environmental corridors encompass 223 acres, also about 2 percent of the R1 area; and planned isolated natural resource areas encompass 439 acres, or about 5 percent

of the R1. Together, planned environmental corridors and isolated natural resource areas encompass 804 acres, or about 8 percent of the R1 area.

Natural Areas and Critical Species Habitat Sites

Natural areas are defined as tracts of land or water so little modified by human activity, or sufficiently recovered from the affects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of the following three categories: natural areas of statewide or greater significance (NA-1); natural areas of countywide or regional significance (NA-2); or natural areas of local significance (NA-3). Classification of an area into one of these three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance by human activity, such as logging, grazing, water level changes, and pollution; the commonness of the plant and animal communities present; any unique natural features within the area; the size of the area; and the educational value.

A comprehensive inventory of natural area sites and critical species habitat sites in Southeastern Wisconsin was completed in 1994 by the Regional Planning Commission. As shown on the map and table in Appendix V, 13 natural area sites, 14 critical species habitat sites, three aquatic habitat areas, and two geological areas were identified within the Village as part of the natural areas study. The 13 identified natural areas, 13 of the 14 identified critical species habitat sites, and the two geological areas within the Village are recommended to be protected through public interest ownership and be preserved in essentially natural, open space uses. Appendix EE lists each site to be acquired and the proposed acquisition agency; these recommendations are also reflected on the open space preservation element of the Village park and open space plan shown in Appendix J.

Specific aquatic habitat area plan recommendations were not formulated under the natural areas planning effort, since such habitats are under the direct management authority of the Wisconsin Department of Natural Resources. The natural areas plan, as well as the Village park plan, recommend that the Department of Natural Resources implement management and regulatory

EXISTING AND PLANNED ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF CALEDONIA					
Corridor Type	Existing (2000)		Planned (2020)		Change (acres)
	Acres	Percent of Town ^a	Acres	Percent of Town ^a	
Primary Environmental Corridor	1,728	5.9	2,038	7.0	310
Secondary Environmental Corridor	243	0.8	316	1.1	73
Isolated Natural Resource Area	1,295	4.5	1,295	4.5	--
Total	3,266	11.2	3,649	12.5	383

^aPercent of total Town area (29,140 acres).
Source: SEWRPC.

Table 4-2. Existing and Planned Environmental Corridors and Isolated Natural Resource Areas in the Village of Caledonia

efforts necessary to ensure the long term viability of the aquatic habitats and their critical species.

Historic Resources

The preservation of historic places is intended to ensure that the historic heritage of a community is protected and enhanced over time. Historic preservation programs are based on an assumption that the historic resources of a community are valuable and should be carefully considered in planning for community development and redevelopment. Historic preservation can help to maintain the unique identity of a community. Other benefits of historic preservation include promoting tourism, arresting decay, creating community pride, and conserving cultural resources. Measures to protect historic resources include those undertaken by individual property owners, local governments, and State or Federal agencies.

Owners of historic properties can nominate their properties for listing on the National Register of Historic Places, the Wisconsin Register of Historic Places, and, if a local landmarks or historic preservation ordinance has been adopted by the local governing body, the list of local landmarks or historic places. Listing on the National or State

Register requires government agencies to consider the impact of an activity which they carry out, such as constructing or reconstructing a highway, or a permit which they issue, on the designated property. If the property will be adversely affected, the agency must work with the State Historic Preservation Officer to attempt to avoid or reduce adverse effects. Properties identified as local landmarks must be protected in accordance with the requirements of the local historic preservation ordinance. Generally, such ordinances require review by the local landmarks commission before a historic property can be altered or demolished.

In order to protect significant historic resources, they must first be identified. Identification is typically done through a systematic survey of a community, which identifies the location and characteristics of historic properties. Following the initial identification, historic properties are evaluated to determine those that are significant and worthy of official designation or protection. Historic properties include buildings, such as homes, barns, and depots; sites, such as battlefields; structures other than buildings, such as bridges, boats, and locomotives; and objects, such as monuments or fountains.

Historic properties identified in the Village are shown on the map and table in Appendix C. To date, 301 buildings within the Village have been identified in surveys conducted by the Wisconsin Historical Society and the Caledonia Historical Society.

One of the properties in the R1 area, the John Collins Residence on Nicholson Road, is the only property in the Village listed on the National Register of Historic Places. The National Register of Historic Places is a semi-annually updated list of historic places that meet federal standards. The National Register standards require the most rigorous documentation of historic significance. In order to be included on the National Register, a potential historic property must meet one or more of the following criteria: 1) be associated with events that have made a significant contribution to the broad patterns of our history, 2) be associated with the lives of persons significant in our past, 3) embody the characteristics of a type, period, or method of construction, 4) represent the work of a master, 5) possess high artistic value, 6) be located in an historic district, or 7) have, or be likely to yield, information important in history or prehistory. Religious properties, relocated

structures, birthplaces or graves, cemeteries, reconstructed buildings, and buildings less than 50 years old require special approval to be included on the National Register.

Buildings on the National Register are automatically placed on the Wisconsin State Register of Historic Places. Resources listed on the State Register of Historic Places must meet criteria similar to those required for listing on the National Register. In addition to the State Register of Historic Places, the Wisconsin Historical Society of Wisconsin maintains an Architecture and Historic Inventory. The inventory is a collection of information on existing and potential historic sites, which is updated on an on-going basis. The State inventory includes 82 buildings in the Village, which are included in Appendix C. Four of the buildings included in the inventory have been demolished, and are so noted.

A Caledonia Historical Society was incorporated as a nonprofit organization in August 2002. The Society is a private association dedicated to protecting historic resources in the Village, rather than a regulatory body created by the Village Board. The Caledonia Historical Society has identified all buildings constructed before 1900 as a preliminary step in identifying historic buildings in the Village. A total of 255 buildings were identified in the Village survey. Thirty-seven of the potentially historic buildings identified by the Caledonia Historical Society are also included on the Wisconsin Historical Society's Architecture and Historic Inventory.

Part 3 — Existing Land Use Regulations

Good community development depends not only on sound planning and design practices at all levels of government, but on practical implementation measures as well. Land use and development regulations affect the type of uses allowed, as well as the detailed design and site layout of proposed developments. The following presents a summary of land use regulations in effect in the Village, including zoning, land division control, and pertinent State and Federal regulations.

Zoning

A zoning ordinance is a public law that regulates and restricts the use of private property in the public interest. The primary function of zoning should be to implement the adopted land use or comprehensive plan. Indeed, Section 66.1001(3) of the Wisconsin Statutes requires that zoning and other land use decisions made by local and County governments be consistent with local and County comprehensive plans as of January 1, 2010.

A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of housing. A zoning ordinance typically consists of two parts: a text setting forth regulations that apply to each of the various zoning districts, together with related procedural and administrative requirements; and a map delineating the boundaries of zoning districts.

The Village of Caledonia is under the jurisdiction of the Racine County general zoning and shoreland/floodplain zoning ordinance. The ordinance currently in effect was adopted by Racine County in December

1969 and approved by the Village of Caledonia in September 1970. A number of amendments have been made to both the zoning ordinance text and zoning district map since the ordinance was first adopted.

The general zoning provisions of the County zoning ordinance are jointly administered by Racine County and the Village. As stipulated in Chapter 59 of the Wisconsin Statutes, towns that are under the jurisdiction of a county zoning ordinance must be given the opportunity to review and comment on all proposed zoning amendments. If a town board formally disapproves a proposed zoning district change within the town, or if a majority of towns disapprove a change in zoning ordinance regulations, the county may not approve the proposed changes. Conversely, zoning changes proposed by a town must also be approved by the county.

Under the Wisconsin Statutes, counties are responsible for the zoning of shoreland areas within towns. Shoreland areas are defined in the Statutes as lands within the following distance from the ordinary high-water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a river or stream or to the landward side of the floodplain, whichever distance is greater. Zoning amendments within shoreland areas do not require approval and are not subject to disapproval by town boards. In practice, however, Racine County and the Village of Caledonia act together to cooperatively implement zoning in the shoreland areas of the Village.

In addition to the shoreland-wetland and floodplain overlay zoning districts described later in this section, County shoreland regulations include restrictions on the removal of vegetation and other activities

in the shoreland area, and require that most structures be set back a minimum of 75 feet from navigable waters.

Basic Zoning Districts

Zoning districts within the Village as of March 2002 are shown in Appendix W. The principal and conditional uses permitted in each district and the lot size, width, and setback requirements for the various districts are summarized in Appendix X. A summary of the areal extent of the various districts is presented in Appendix Y. As indicated in Appendix Y, agricultural zoning is in place on about 15,326 acres, or about 53 percent, of the Village, and about 9,121 acres, or about 94 percent, of the R1 area. The General Farming I (A-1) district is an exclusive agricultural district, which permits only agricultural and agriculturally-related uses, and requires a minimum parcel size of 35 acres. The A-1 district has been applied to one farm within the Village, and encompasses 63 acres, or less than 1 percent of the Village. All of the land zoned A-1 is located in the C5 area. The A-2 General Farming and Residential II district has been applied to 14,676 acres, or just over 50 percent, of the Village. Almost 89 percent of the R1 area, or 8,607 acres, has been placed in the A-2 district. The A-2 district allows single-family homes and farming as principal permitted uses, with a minimum parcel size of 40,000 square feet. The A-2 district is not an exclusive agricultural zoning district, because it allows residential development on relatively small lots in addition to agricultural uses. The A-3 General Farming III district, which is considered a “holding” district for lands that are anticipated to be converted to urban uses, has been applied to 587 acres, or about 2 percent, of the Village and to 514 acres, or about 2 percent, of the R1 area. The areas zoned A-3 are located in and around

the Nicholson Wildlife Refuge and within the Caledonia Business Park.

The remainder of the R1 area has been placed in the following residential, business, industrial, institutional, recreational, and conservancy districts:

79 acres, representing about 1 percent of the R1 area, have been placed in residential zoning districts which allow only single-family dwellings as principal permitted uses;

269 acres, or about 3 percent of the R1 area, have been placed in business districts. Most of the land along IH 94 has been placed in the Planned Business (B-4) district;

44 acres, or less than 1 percent of the R1 area, have been placed in industrial districts;

66 acres, or about 1 percent of the R1 area, have been placed in institutional or recreational districts; and

145 acres, or about 1 percent of the R1 area, have been placed in the upland resource conservation (C-2) district. The C-2 district has been applied to two areas in the western portion of the Village to accommodate the development of conservation subdivisions.

Overlay Zoning Districts

The County zoning ordinance includes eight overlay districts, which are summarized in Appendix AA. An overlay district is a zoning designation that modifies the underlying basic use zoning district requirements in a specific manner. Often, overlay districts include additional restrictions that do not apply in the underlying basic use district; but overlay districts may also allow a relaxation of the regulations in the underlying district in specific situations, such as the Planned Unit

Development Overlay District, which allows some flexibility in site layout. Six of the overlay districts, the General Floodplain Overlay District, the Shoreland-Wetland Overlay District, the Planned Unit Development Overlay District, the Airport Overlay District, the Structural Setback Overlay District, and the Nonstructural Setback Overlay District, are currently applied within the Village of Caledonia, as shown on Appendix Z. Two of the overlay districts, the General Floodplain Overlay District and the Shoreland-Wetland Overlay District, are applied in the R1 area.

The General Floodplain Overlay District is intended to prevent development in flood hazard areas, as well as to protect the floodwater conveyance and storage capacity of floodplains. County floodplain regulations apply to all lands within the 100-year recurrence interval flood hazard area. Such areas encompass 1,734 acres, or about 6 percent of the Village and about 547 acres, or 6 percent, of the R1 area. The existing floodplain regulations prohibit virtually all new structures within the floodplain, in accordance with sound floodplain management practice.

The Shoreland-Wetland Overlay District is intended to protect wetlands of five acres or larger located completely or partially within the regulatory shoreland jurisdictional area. Where a wetland is located partially within the shoreland and partially in an adjacent non-shoreland area, only that portion of the wetland within the shoreland area is subject to shoreland-wetland zoning restrictions. As noted earlier, the shoreland area is defined as lands within the following distance from the ordinary high-water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a river or stream, or to the landward side of the floodplain where the floodplain extends more

that 300 feet from the river or stream. For the purpose of the County zoning ordinance, rivers and streams are presumed to be navigable if they are designated as either perennial or intermittent streams on the United States Geological Survey quadrangle maps until such time that the Wisconsin Department of Natural Resources (DNR) has made a determination that the waterway is not, in fact, navigable. The DNR is responsible for determining if a lake, pond, river, or stream is navigable, and generally makes such determinations on a case-by-case basis as development projects are proposed.

The establishment of a shoreland-wetland zoning district in County zoning ordinances is required under Chapter NR 115 of the Wisconsin Administrative Code. Racine County, under NR 115, has the authority to regulate activities in shoreland-wetland zoning districts in unincorporated areas. Uses permitted in the overlay district are limited and generally must be carried out without filling, flooding, draining, dredging, or other disturbance of the wetland resources.

Shoreland-wetlands are shown on Appendix Z. Shoreland-wetlands encompass 1,011 acres, or about 3 percent of the Village and 410 acres, or about 4 percent, of the R1 area.

Land Division Regulations

A land division ordinance is a public law that regulates the division of land into smaller parcels. Land division ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new development is appropriately located; lot size minimums specified in zoning ordinances are observed; arterial street rights-of-way are appropriately dedicated or reserved; access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities; adequate land for parks, drainageways, and other open spaces is appropriately located and preserved; street, block, and lot layouts are appropriate; and adequate public improvements are provided. Land division ordinances can be enacted by cities, villages, towns, and counties, with the latter applying only to unincorporated areas. Thus, within unincorporated areas, it is possible for both counties and towns to have concurrent jurisdiction over land divisions. Cities and villages also have “extraterritorial” plat approval jurisdiction over subdivisions proposed near their corporate boundaries. Neither the City of Racine nor the City of Oak Creek has chosen to exercise extraterritorial plat approval jurisdiction in the Village of Caledonia.

Ideally, land division regulations are a means of implementing or carrying out a community comprehensive plan. As such, land division regulations should coordinate and integrate development with the comprehensive plan, and should therefore be prepared within the context of such a plan. Since land division is not merely a means of marketing land, but rather the first step in the process of building a community, substantial benefits are derived from sound subdivision regulations. Much of the form and character of a community is

determined by the quality of its land divisions and the standards which are built into them. Once land has been divided into blocks and lots, streets established, and utilities installed, the development pattern is permanently established and unlikely to be changed. For generations, the entire community, as well as the individuals who occupy these subdivisions, will be influenced by the quality and character of the subdivision design.

Chapter 236 of the Wisconsin Statutes sets forth general requirements governing the subdivision of land, including, among others, surveying and monumenting requirements, necessary approvals, recording procedures, and requirements for amending or changing subdivision maps. The Statutes also grant authority to county and local governments to review subdivision maps, commonly referred to as plats, with respect to local plans and ordinances. Chapter 236 also authorizes county and local governments to adopt their own land division ordinances, which may be more restrictive than State requirements.

Racine County Land Division Regulations

The Racine County Land Division Control Ordinance further details the State subdivision requirements. It also defines a land subdivision as the division of land for the purpose of transfer of ownership or building development where the act of division creates five or more parcels or building sites of three acres each or less in area; or where the act of division creates five or more parcels or building sites of three acres each or less in area by successive division within a period of five years. This definition is more restrictive than the State Statutes, which require a subdivision plat if more than five parcels of 1.5 acres or smaller are to be created.

The Racine County land division ordinance sets forth procedures to be followed in the submittal and review of preliminary and final subdivision plats by the County and establishes basic design standards. Under the County ordinance, certain improvement requirements, including those pertaining to road surfacing and to the installation of curbs and gutters, sidewalks, and street lamps, are left to the determination of the town board of the town in which the subdivision is to be located.

Importantly, however, the County land division control ordinance does not apply to divisions of land resulting in the creation of parcels larger than three acres, nor does the ordinance apply to land divisions which result in the creation of four or fewer parcels or building sites of any size. Such minor land divisions are, however, regulated by the Village of Caledonia, as described in the following section.

Village of Caledonia Land Division Regulations

The Caledonia Village Board adopted a revised subdivision ordinance in September 2002. The ordinance includes the following three chapters: regulations for “land splits,” or minor land divisions; drainage and construction standards; and conservation subdivision regulations.

Chapter 1 of the Village subdivision ordinance regulates land divisions that create four or fewer parcels, where any one of the parcels to be created will be 35 acres or less in size. Minor land divisions must comply with the drainage and construction standards set forth in Chapter 2 of the subdivision ordinance, and must undergo a pre-application conference with officials from the applicable water and sanitary districts and

with Village and County officials to assist in the proper layout and planning of the minor land division.

Chapter 2 of the ordinance sets forth requirements for drainage plans, street widths and construction specifications, and requirements for private driveways and street intersections. A procedure for review of proposed improvements by the Village Engineer is also included.

Chapter 3 of the ordinance is the Village’s Conservation Subdivision Ordinance. The ordinance applies to a division of a parent parcel of three acres or larger where the division creates five or more new parcels or building sites by successive division within a five-year period. The number of new parcels that may be created by the land division must be consistent with the Village’s land use plan and applicable County and State requirements.

It was the goal of the Village in adopting the conservation subdivision ordinance that development within the Village would occur using conservation design principles. Conservation subdivisions maintain a significant portion of a development site in common open space by minimizing individual lot sizes while maintaining the required overall density of development specified in the Village land use plan, as illustrated in Figure 4-1. The conservation subdivision, whether located in an urban or rural area, can effectively protect environmentally sensitive areas by maintaining such areas in open space, while concentrating lots into small groups or “clusters,” as shown in Figure 4-2. Although not commonly done in Southeastern Wisconsin to date, conservation subdivisions can also reserve areas for farming within the subdivision, as shown in Figure 4-3. The Village

ordinance requires the use of conservation subdivision design throughout the Village, for both residential and nonresidential development.

The Village’s conservation subdivision ordinance includes residential siting standards; standards for the location and design of open space; requirements for sewer, water, and stormwater management facilities; and regulations governing the ownership and maintenance of open space. The ordinance also authorizes the Village to approve density bonuses, which allow additional homes to be located within a conservation subdivision if the subdivider meets specified criteria, such as providing public trails or affordable housing within the subdivision.

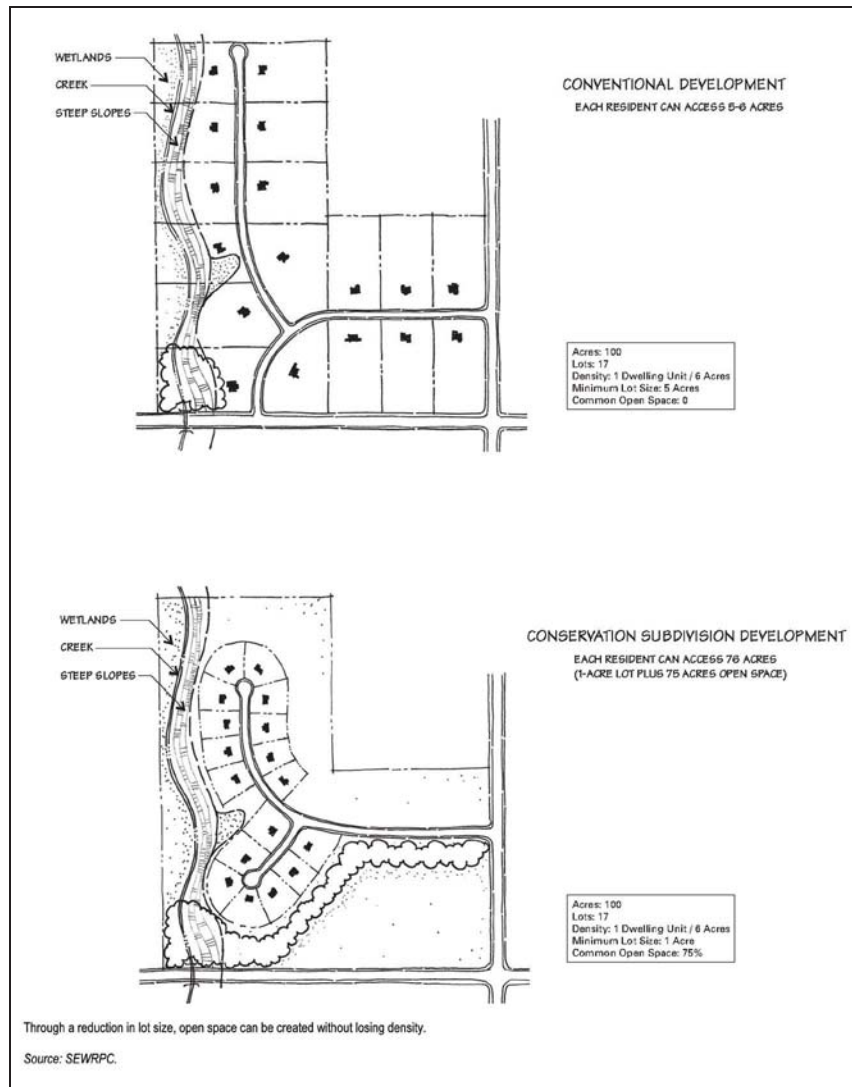


Figure 4-1. Through a reduction in lot size, open space can be created without losing density.
Source: SEWRPC

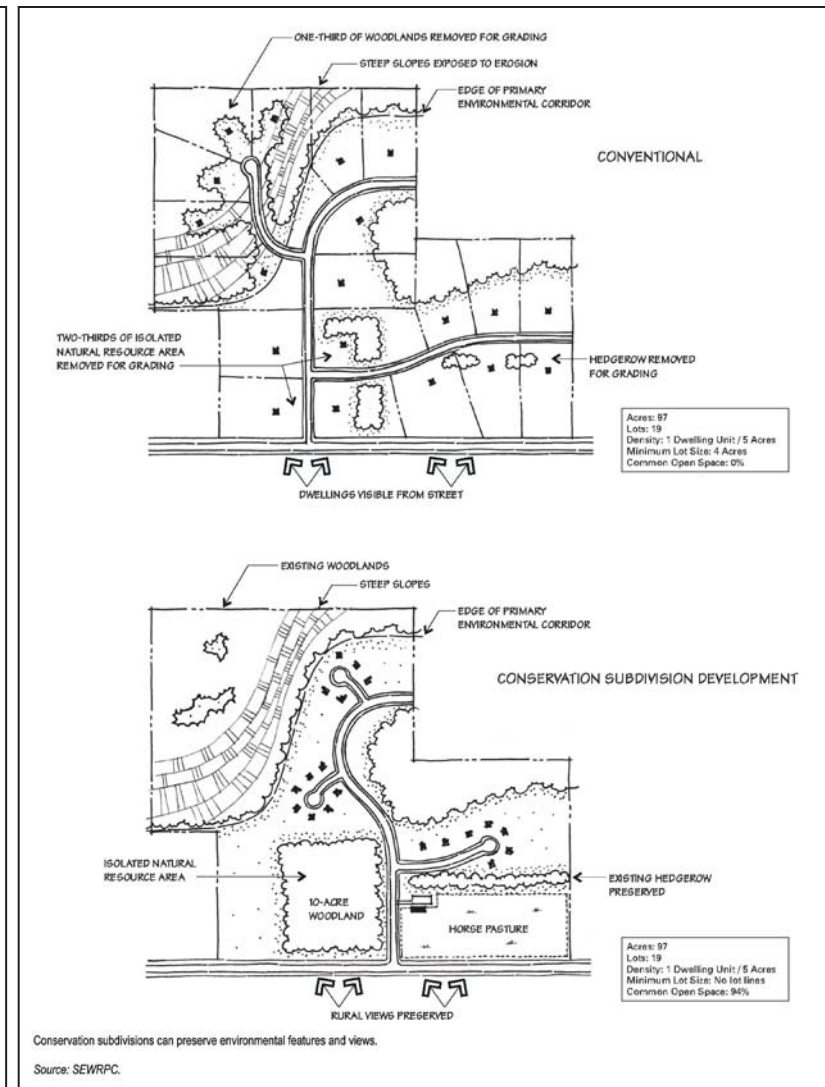


Figure 4-2. Conservation subdivisions can preserve environmental features and views.
Source: SEWRPC

State and Federal Environmental Regulations

Comm 83 Regulations

Chapter Comm 83 of the Wisconsin Administrative Code provides regulations for the protection of environmental health and safety through the proper siting, design, installation, inspection, and maintenance of private onsite wastewater treatment systems (POWTS). “Comm 83” refers to regulations promulgated by the Wisconsin Department of Commerce and set forth in Chapter 83 of the Wisconsin Administrative Code. In July 2000, several changes to the Comm 83 regulations took effect. Counties, which typically administer the regulations, were given the option of delaying implementation of the new regulations for new construction sites for up to 18 months. Racine County opted to delay implementation of the new regulations for new sites until January 1, 2003.

The new Comm 83 regulations include the recognition of new technologies, which provide more options for the type of private onsite wastewater treatment systems available for use. Use of the new systems is expected to open land to development which, in the past, did not meet the criteria for the installation of septic or mound sewage treatment systems due to poor soils, high groundwater, or other limitations. Racine County regulates the location, design, construction, alteration, and maintenance of all private onsite wastewater treatment systems throughout the County in accordance with Chapter Comm 83 and the Racine County sanitary code and private sewage system ordinance.

Wetland Regulations

Chapter NR 103 of the Wisconsin Administrative Code establishes water quality

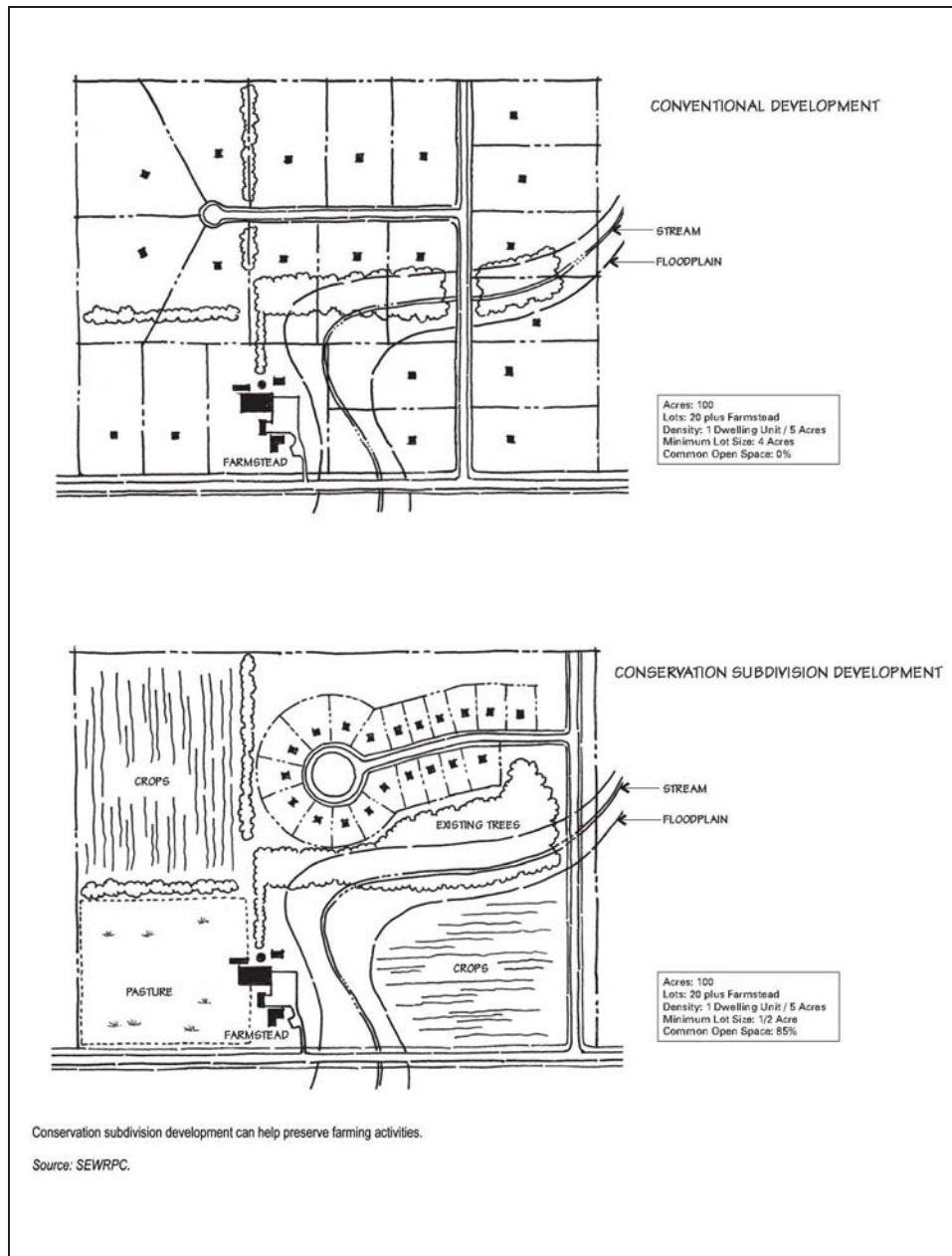


Figure 4-3. Conservation subdivision development can help preserve farming activities. Source: SEWRPC.

standards for wetlands. The standards are applied by the Wisconsin Department of Natural Resources in all its decisions under existing State authority. The water quality standards for wetlands are intended to provide protection to all waters of the State, including wetlands, for all present and potential future uses, such as for public and private water supply; for use by fish and other aquatic life and by wild and domestic animals; for preservation of natural flora and fauna; for domestic and recreational uses; and for agricultural, commercial, industrial, and other uses.

Under Section 404 of the Federal Clean Water Act, the U.S. Congress has provided for the regulation of most wetlands in the country, with the exception of isolated nonnavigable wetlands. The U.S. Army Corps of Engineers, working in cooperation with the U.S. Environmental Protection Agency, regulates the discharge of dredged and fill materials into waters of the United States, including lakes, rivers, and wetlands. In carrying out this responsibility, the Corps of Engineers identifies waters of the United States, including wetlands, and determines when permits are required for the discharge of dredged and fill materials. Some silviculture, mining, and agricultural activities in water and wetland areas may be exempt from the individual permit requirement; certain minor activities, such as boat ramp construction and shore stabilization, may be undertaken under a pre-approved general, or nationwide, permit. Section 401 of the Act requires that the issuance of Section 404 permits be consistent with State water quality policies and standards. The Wisconsin Department of Natural Resources protects both wetlands under the jurisdiction of the Corps of Engineers and isolated wetlands outside Corps jurisdiction.

Part 4 — Historical and Forecast Population Levels

Historical Population Levels

Data on the historical and existing resident population of the Village of Caledonia are presented in Table 4-3. As shown by the table, the resident population of the Village increased steadily from the 1900 population of 2,805 persons to 1920, when the population totaled 3,479 persons. Between 1920 and 1930 the Village experienced a 13 percent decrease in population, from 3,479 persons to 3,031 persons. From 1930 to 1970 the population increased considerably to 16,748 persons. Between 1970 and 1980, the population continued to increase, albeit at a slower rate than the previous four decade period, to 20,940 persons. Between 1980 and 1990 the population change was negligible, as it increased slightly to 20,999 persons. The Village's population increased substantially, to 23,614 persons or by almost 13 percent, between 1990 and 2000.

Future Population and Household Levels

The population and household projections presented in this section were developed by the Regional Planning Commission for use in preparing the 2020 regional land use plan. Because of the uncertainty surrounding future population and household levels, the Commission has developed several alternative growth scenarios for the Region. These scenarios differ in terms of the magnitude and distribution of future population and attendant urban development in the Region. Population and household levels anticipated under two such scenarios are presented. One of these is the recommended 2020 regional land use plan, which reflects "intermediate" level population and household projections for the Region, emphasizing a centralized development pattern. The centralized

distribution assumes that a significant proportion of the population will prefer to reside in the older urban centers of the Region and adjacent suburbs, with a full range of urban facilities and services, such as public water supply, sanitary sewers, and mass transit, with proportionately fewer people in outlying areas. The other scenario—the "high-growth decentralized" scenario—reflects significantly faster growth in population and households, and a continued decentralization of development away from the major urban centers. The intermediate-growth centralized projections are considered most likely to occur in the Region as a whole through the year 2020. The high-growth decentralized projections represent reasonable upper extremes that could potentially be reached in portions of the Region, and conceivably in the Region as a whole, during the planning period.

Table 4-4 provides historical and forecast population data for Southeastern Wisconsin,

Year	Population	Change from Preceding U.S. Census	
		Number	Percent
1900	2,805	--	--
1910	3,073	268	9.6
1920	3,479	406	13.2
1930	3,031	-448	-12.9
1940	4,019	988	32.6
1950	5,713	1,694	42.1
1960	9,696	3,983	69.7
1970	16,748	7,052	72.7
1980	20,940	4,192	25.0
1990	20,999	59	0.3
2000	23,614	2,615	12.5

Source: U.S. Census Bureau and SEWRPC.

Table 4-3. Resident Population in the Village of Caledonia: 1900-2000.

Racine County, and the Village of Caledonia. Under the intermediate-growth centralized scenario, the 2020 population of the Village of Caledonia would be 26,730 persons, for an increase of 3,116 persons, or about 13 percent, from 2000. Under the high growth-decentralized scenario, the population of the Village would be 39,754 persons, for an increase of 13,024 persons, or about 55 percent, from 2000.

Table 4-5 provides historical and forecast information regarding the number of households in Southeastern Wisconsin, Racine County, and the Village of Caledonia. A household consists of an occupied housing unit, along with the persons who reside in it. The composition of a household varies

considerably, and may include a traditional family (a married couple with children), a single parent with children, single adults, or two or more unrelated persons sharing a house or apartment. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories. According to the U.S. Census, there were 456 persons in the Village of Caledonia living in group quarters in 2000.

There were 8,549 households in the Village in 2000, representing an increase of 1,781 households, or 26.3 percent, between 1990 and 2000. The rate of increase in the number of households was more than twice the rate

of the increase in population. This translates into a reduction in the average number of persons per household. This is a trend that has occurred not only throughout the Southeastern Wisconsin Region, but across the State and the nation as well. The decline in household size relates to the increased incidence of divorce, the decline in birth rate, the desire of many elderly persons to remain alone in their own households, and the desire of many young unmarried persons to form their own households.

Year	Region			Racine County			Town of Caledonia		
	Population	Change from Preceding Period		Population	Change from Preceding Period		Population	Change from Preceding Period	
		Number	Percent		Number	Percent		Number	Percent
1970	1,756,083	--	--	170,838	--	--	16,748	--	--
1980	1,764,796	8,713	0.5	173,132	2,294	1.3	20,940	4,192	25.0
1990	1,810,364	45,568	2.6	175,034	1,902	1.1	20,999	59	0.3
2000	1,932,908	122,544	6.8	188,831	13,797	7.9	23,614	2,615	12.5
2020 Forecasts ^a									
Intermediate-Growth Centralized ^b	2,077,940	145,032	7.5	195,610	6,779	3.6	26,730	3,116	13.2
High-Growth Decentralized	2,367,030	434,122	22.5	248,220	59,389	31.5	39,754	13,024	55.2

^aThe 2020 forecasts were developed as part of the 2020 regional land use plan for Southeastern Wisconsin.

^bThe intermediate-growth centralized scenario was used to prepare the adopted regional land use plan.

Source: U.S. Bureau of the Census and SEWRPC.

Table 4-4. Historical and Forecast Population in the Region, Racine County, and the Village of Caledonia: 1970-2020.

Year	Region			Racine County			Town of Caledonia		
	Households	Change from Preceding Period		Households	Change from Preceding Period		Households	Change from Preceding Period	
		Number	Percent		Number	Percent		Number	Percent
1970	536,486	--	--	49,796	--	--	4,203	--	--
1980	627,955	91,469	17.0	59,418	9,622	19.3	6,328	2,125	50.6
1990	676,107	48,152	7.7	63,736	4,318	7.3	7,058	730	11.5
2000	739,055	62,948	9.3	70,819	7,083	11.1	8,549	1,491	21.1
2020 Forecasts									
Intermediate-Growth Centralized	827,100	88,045	11.9	78,200	7,381	10.4	10,010	1,461	13.2
High-Growth Decentralized	905,100	166,045	22.5	95,800	24,981	35.3	15,240	6,691	55.2

Source: U.S. Census Bureau and SEWRPC.

Table 4-5. Historical and Forecast Households in the Region, Racine County, and the Village of Caledonia: 1970-2020.

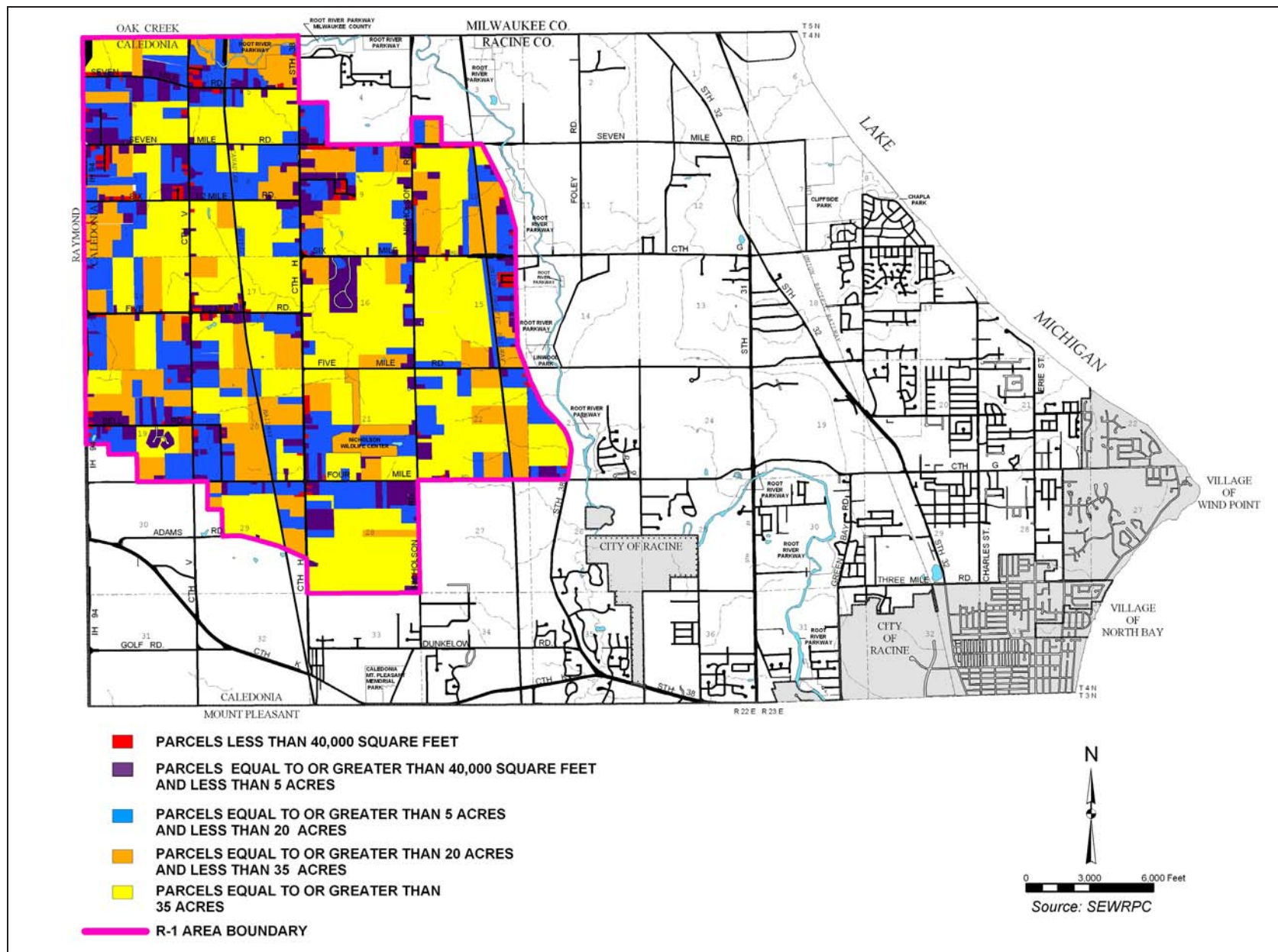


Figure 4-4. Parcel Sizes in the R1 and C5 Neighborhoods.

Part 5 — Analysis of Development Potential in the R1 Area

Existing parcels in the R1 area, grouped into categories based on parcel size, are shown on Figure 4-4. A summary of existing parcels by size categories is presented on Table 4-6. In early 2002, there were 1,040 parcels within the R1 area. Of that total, 690 parcels, or about 66 percent, were less than five acres in size. Parcels smaller than five acres occupied 1,121 acres, or about 12 percent, of the R1 area.

Although a fair percentage of the R1 area has been divided into parcels smaller than five acres, a significant number of parcels larger than 20 acres still exist. About 6,200 acres, or about 65 percent, of the R1 area are encompassed in parcels larger than 20 acres. Under existing zoning, these areas could be divided to create lots as small as 40,000 square feet, or about one acre in size. Parcels created by certified survey map under Chapter 1 of the Village's subdivision ordinance could be as small as the 40,000 square-foot minimum required by existing zoning. New lots created through a subdivision plat would need to comply with the Village's conservation

Parcel Size	Number of Parcels	Number of Acres
Parcels less than 40,000 square feet	238	149
Parcels equal to or greater than 40,000 square feet and less than five acres	452	972
Parcels equal to or greater than five acres and less than 20 acres	204	2,204
Parcels equal to or greater than 20 acres and less than 35 acres	73	1,960
Parcels equal to or greater than 35 acres	73	4,237
Total	1,040	9,522

^aExcludes street rights-of-way.
Source: SEWRPC.

Table 4-6. Parcel Sizes in the R1 Area of the Village of Caledonia: 2002.

subdivision ordinance, which limits density in subdivisions in the R1 area to one home per five acres, unless a higher density is approved by the Village in accordance with the bonus provisions of the subdivision ordinance.

An analysis was conducted to determine the potential number of additional single-family homes that could be accommodated in the R1 area under various development densities. The identification of vacant land available for residential development was the first step in the analysis. The following lands were mapped and subtracted from the total R1 area: lands located within planned primary and secondary environmental corridors and isolated natural resource areas; natural areas, parks, wetlands, woodlands, and floodplains located outside the planned environmental corridors; lands designated for nonresidential uses by the Village land use plan; approved conservation subdivisions; existing residential development; existing parcels less than five acres; and lands within existing street and railroad rights-of-way. A total of 6,670 acres were determined to be available for residential development. An additional 10 percent was subtracted from this amount for future street rights-of-way to serve new development. It was assumed that all existing vacant parcels less than five acres (approximately 125 parcels) would be developed with one home, and that these parcels would not be further subdivided.

It was determined that approximately 6,000 additional lots could be created in the R1 area if the entire area was developed at the one-acre density permitted under existing zoning. If a maximum development density of one home per five acres were to be required, approximately 1,200 additional lots could be created.

As previously noted, the General Farming and Residential II (A-2) zoning district has been applied to 14,676 acres, or just over 50 percent, of the Village. Over 88 percent of the R1 area, or 8,607 acres, is zoned A-2. The A-2 district allows the development of single-family homes that are not associated with farming on parcels of 40,000 square feet.¹⁹ Such zoning often leads to scattered urban-density development, without benefit of public water and sewer service, in rural areas. As illustrated by Figure 4-4, many parcels smaller than five acres in size have been created and developed throughout the R1 portion of the Village. Such development is not consistent with the land use plan recommendation for continued agricultural use in the western portion of the Village.

In addition to the extensive areas zoned for relatively small-lot residential use, existing zoning would also allow commercial development along the entire western edge of the Village. Such "strip" commercial development, that is, the development of contiguous individual parcels of shallow depth with direct street access, limits the ability to develop retail and service centers or business parks due to fragmented ownership and small lot sizes. The development of retail, service, and office uses in planned retail or business centers allows for more flexible and coordinated site planning, which can provide for diverse building types, a mix of compatible uses, a safe and efficient system for pedestrian and vehicle traffic, centralized stormwater management facilities, and attractive landscaping and public areas. The development of coordinated retail and service centers or business parks also allows vehicular access points to be properly located and controlled to help alleviate traffic congestion on adjacent streets and to reduce

safety problems, particularly those related to turning movements.

The adopted Village land use plan calls for new commercial development to occur at specified “commercial nodes,” and designates areas around selected arterial street intersections for commercial development. The strip commercial zoning along IH 94 is not consistent with the land uses recommended in the Village plan.

Summary

An inventory and analysis of the factors and conditions affecting development in the rural (R1) area was conducted to assist in the identification of appropriate plan implementation strategies. The results of the inventory and analysis are presented in this section. The section is divided into five parts: existing plans affecting the rural area; inventories of the natural and built environments; an inventory of existing land use regulations in effect within the rural area; population and household data; and an analysis of the inventory findings. Of relevance to the preparation of plan implementation strategies for the rural area are the following findings:

Pertinent recommendations of existing local, county, and regional plans, as they relate to the Village and the rural area, define and help guide plan implementation policies, programs, and ordinances. Existing plans that should be taken into account when developing new or revised plan implementation measures include the Village and regional land use plans; the Racine County farmland protection plan; the regional transportation system, bicycle-way system, and IH 94 South corridor plans; the freeway reconstruction study; the Village and County park and open space plans and the regional natural areas plan; and the Racine/MMSD sanitary sewer service area plans.

The adopted Village land use plan provides the conceptual framework for this land use plan implementation strategy. The land use plan calls for the western portion of the Village located generally north of Four Mile Road to remain in rural uses, including continued agricultural uses and residential development at an overall density of no

more than one home per five acres. The preservation of wetlands, woodlands, and other natural resources throughout the Village is also recommended by the plan. The southern and eastern portions of the Village are generally designated for urban uses.

Key recommendations of the regional land use plan include the preservation in essentially natural, open uses of the remaining primary environmental corridors. Secondary environmental corridors and isolated natural resource areas should be preserved to the extent practicable, as determined through county and local planning efforts. The regional land use plan encourages compact urban development in areas that can be readily provided with basic urban services including, most importantly, public sanitary sewer service. The regional land use plan seeks to maintain the rural character of lands located outside planned urban service areas. Continued agricultural and other open space uses are encouraged in such areas. Where residential development is to be accommodated, an overall density of no more than one dwelling unit per five acres should be maintained. The use of residential cluster designs, including conservation subdivisions, is encouraged.

Portions of the Village of Caledonia are located within two sanitary sewer service areas. The Racine sanitary sewer service area encompasses 12,235 acres, or about 42 percent of the Village, and the Milwaukee Metropolitan Sewerage District (MMSD) sanitary sewer service area encompasses 450 acres, or about 1.5 percent of the Village. Under State law, sewer service cannot be extended to lands lying outside an adopted sanitary sewer service area boundary unless the sanitary sewer service area plan is amended to include the additional land.

Sanitary sewer service in the Village of Caledonia is provided by the Caddy Vista, Crestview, and North Park sanitary districts and the Village of Caledonia Utility District No. 1. The sanitary and utility districts provide public water to generally the same areas that are served by sanitary sewers.

In April 2002, the City of Racine reached agreement with nearby communities regarding future sanitary sewer service to those communities. Under the agreement, the existing Racine sewage treatment plant will be upgraded and expanded to provide additional sewer service capacity to the Village of Sturtevant and the Villages of Caledonia and Mt. Pleasant, and the Towns of Raymond and Yorkville. As part of the agreement, the City of Racine has agreed not to annex lands from the Villages of Caledonia or Mt. Pleasant, and has also agreed not to contest the incorporation of either Village, should either or both decide to pursue incorporation as a city or village.²⁰ In return, the Villages of Caledonia and Mt. Pleasant have agreed to share some of the benefits of anticipated tax base growth with the City of Racine through annual revenue sharing.

Existing urban development is concentrated in the eastern and south-central portions of the Village, around the unincorporated community of Franksville, and in the northwestern part of the Village in the Caddy Vista subdivision and along Seven and One-Half and Seven Mile Roads near IH 94. Urban land uses in the Village comprised 7,718 acres, or about 26 percent of the total area of the Village, and 1,250 acres, or about 13 percent of the R1 area in 2000.

Nonurban land uses in the Village consist primarily of agricultural lands, woodlands, wetlands, surface water, quarries, landfills,

and open or vacant lands. In 2000, such nonurban land uses comprised 21,422 acres, or about 33 square miles, encompassing about 74 percent of the total area of the Village. Nonurban uses encompassed 8,474 acres, or about 87 percent, of the R1 area. Significant surface water features in the R1 area include the Root River, Hoods Creek, and Husher Creek.

Prime agricultural soils, as defined by the U.S. Natural Resources Conservation Service, cover over 93 percent of the R1 area. Agricultural uses are the predominant land use in the R1 area, and encompassed 7,356 acres, or about 76 percent, of the area in 2000. Agricultural lands occupied 54 percent of the total area of the Village in 2000. Agricultural lands include all croplands, pasture lands, orchards, nurseries, and nonresidential farm buildings.

In 1994, 13 natural area sites, 14 critical species habitat sites, three aquatic habitat areas, and two geological areas were identified within the Village as part of the regional natural areas study. The 13 natural areas, 13 of the 14 critical species habitat sites, and the two geological areas are recommended to be protected through public interest ownership and preserved in essentially natural, open space uses. The R1 area includes all or portions of five natural area sites and two aquatic habitat areas.

In 2003, there were 56 park and open space sites in the Village, encompassing about 2,290 acres, or about 8 percent of the Village, plus a five-mile off-street bicycle trail. The R1 area includes two public and three private park and open space sites, and four cemeteries.

A total of 301 buildings in the Village have been identified as potentially historic by either the State of Wisconsin or the Caledonia Historical Societies, including 132 buildings in the R1 area. Additional work must be done to determine the historical significance of the buildings. The John Collins residence, located on Nicholson Road, is listed on both the National and State Registers of Historic Places.

Primary environmental corridors include the best remaining woodlands, wetlands, wildlife habitat areas, and other natural resources. Primary environmental corridors have truly immeasurable environmental and recreational value. Their preservation in an essentially open, natural state will serve to maintain a high level of environmental quality in the Village, protect its natural beauty, and provide valuable recreational opportunities. Primary environmental corridors within the Village are located along the Root River, the upper reaches of Hoods Creek and Husher Creek, and much of the Lake Michigan shoreline. Planned primary environmental corridors encompass about 2,038 acres, or about 7 percent, of the Village, and 142 acres, or about 2 percent, of the R1 area.

Planned secondary environmental corridors encompass 223 acres, or about 2 percent of the R1 area. Planned isolated natural resource areas encompass 439 acres, or about 5 percent, of the R1 area.

Zoning in the Village is under the jurisdiction of the Racine County Zoning Ordinance. The County general zoning provisions are administered jointly by Racine County and the Village. The County zoning ordinance also regulates shoreland areas within the Village, including shoreland-wetlands that are five acres or larger in size.

Over 88 percent of the R1 area, or 8,607 acres, has been placed in the A-2 General Farming and Residential II zoning district. The A-2 district allows single-family homes and farming as principal permitted uses, with a minimum parcel size of 40,000 square feet. The A-2 district is not an exclusive agricultural zoning district, because it allows residential development on relatively small lots in addition to agricultural uses. The A-2 zoning conflicts with the Village land use plan, which calls for residential development at an overall density of no more than one home per five acres in the rural area of the Village.

The A-1 General Farming I district, which is an exclusive agricultural district, has been applied to one farm, and encompasses 63 acres, or less than 1 percent of the Village. The farm is located in the C5 neighborhood. The A-3 General Farming III district, which is considered a “holding” district for lands that are anticipated to be converted to urban uses, has been applied to 587 acres, or about 2 percent, of the Village and to 514 acres, or just over 5 percent, of the R1 area. The areas zoned A-3 are located in and around the Nicholson Wildlife Refuge and within the Caledonia Business Park.

The remainder of the R1 area has been placed in the following zoning districts: 79 acres, representing about 1 percent of the R1 area, have been placed in residential zoning districts; 269 acres, or about 3 percent of the R1 area, have been placed in business districts; 44 acres, or less than 1 percent of the R1 area, have been placed in industrial districts; 66 acres, or about 1 percent of the R1 area, have been placed in institutional or recreational districts; and 145 acres, or about 1 percent of the R1 area, have been placed in the upland resource conservation district. The Racine County land division ordinance

applies to land divisions within the Village. Under the County ordinance, land divisions are defined as the division of land for the purpose of transfer of ownership or building development where the act of division creates five or more parcels or building sites of three acres each or less in area; or where the act of division creates five or more parcels or building sites of three acres each or less in area by successive division within a period of five years. Both the County and the Village land division ordinances apply to land divisions within the Village.

The Village of Caledonia adopted a revised subdivision ordinance in September 2002. Chapter 1 of the ordinance regulates land divisions that create four or fewer parcels, where any one of the parcels to be created will be 35 acres or less in size. Chapter 2 sets forth requirements for drainage plans, street widths and construction specifications, requirements for private driveways and street intersections; and review procedures. Chapter 3 sets forth the Village’s conservation subdivision ordinance. It was the goal of the Village in adopting the conservation subdivision ordinance that development within the Village would occur using conservation design principles. Conservation subdivisions maintain a significant portion of a development site in common open space by minimizing individual lot sizes while maintaining the required overall density of development specified in the Village land use plan.

A series of State and Federal environmental regulatory programs control the use of waters and wetlands and the potential water quality impacts of development in the Village. These include Chapters Comm 83 and NR 103 of the Wisconsin Administrative Code, and

Sections 401 and 404 of the Federal Clean Water Act.

Under the intermediate-growth centralized scenario, the 2020 population of the Village of Caledonia would be 26,730 persons, for an increase of 3,116 persons, or about 13 percent, from 2000. Under the high growth-decentralized scenario, the population of the Village would be 39,754 persons, for an increase of 13,024 persons, or about 55 percent, from 2000. The intermediate-growth centralized scenario was used to prepare the 2020 regional land use plan.

The number of households in the Village, which stood at 8,549 households in 2000, is envisioned to increase by about 1,461 households, or about 17 percent, by 2020, under the intermediate-growth centralized scenario, and by 6,691 households, or about 78 percent, under the high-growth decentralized scenario. Under these two scenarios, the total number of households in the Village would range from 10,010 to 15,240 by the year 2020.

There are approximately 6,670 acres in the R1 area, not including wetland and floodplain areas, which are currently undeveloped or are being used for agriculture. If all of this area were to be divided into one-acre lots, as permitted under existing zoning, approximately 6,000 additional lots could be created. If a development density of no more than one home per five acres were to be required, approximately 1,200 additional lots could be created.

4.3

RECOMMENDED LAND USE PLAN AND IMPLEMENTATION STRATEGIES

This section sets forth a land use plan for the rural, or R1, area of the Village of Caledonia, and identifies measures recommended to implement the plan. The plan presented herein is an update and refinement of the land use plan adopted by the Village in 1996, and amended in 1999.

The plan for the R1 area is based on the premise that some additional urban development will occur along Interstate Highway (IH) 94. Additional studies must be conducted to determine the geographic extent and type of urban development to be accommodated. It is recommended that lands within the R1 area located beyond the IH 94 corridor remain in rural uses. Rural uses include agriculture, residential development at a density of one home per five acres, and open space.

Recommended Land Use Plan

The recommended plan is presented graphically on Figure 4-5. Related quantitative data are presented in Table 4-7. The plan for the R1 area recommends the following:

That primary and secondary environmental corridors, isolated natural resource areas, floodplains, stream buffers, and wetlands and woodlands located outside environmental corridors and isolated natural resource areas be preserved.

That the remainder of the R1 area, with the exception of areas to be identified through further study for urban development along IH 94, be retained in rural uses. Rural uses include new or continued agricultural uses; residential development at a density of one home per five acres, unless a greater density is permitted by the Village in accordance with the Village subdivision ordinance; and natural open space. Residential development at densities less than one home per five acres would also be accommodated.

That residential development be accommodated on vacant lots less than five acres that were in existence as of January 1, 2003, provided sanitary codes and other requirements can be met.

That additional studies be conducted to determine the feasibility of providing sewer service to areas along IH 94. The area designated on Figure 4-5 as “potential urban reserve” represents the maximum extent of urban development. The extent of urban development may be less than that shown on the map. Lands designated as “potential urban reserve” that are not identified through additional study for future urban development

should be added to the “agricultural and rural residential” category.

That the existing sewer service area associated with the Caddy Vista Sanitary District be expanded to include additional lands north of Seven Mile Road, and that lands on the west side of State Trunk Highway (STH) 38 be removed from the sewer service area.

That the existing sewer service area associated with the Caledonia Utility District No. 1 (Cal 1) be reduced to remove lands on the west side of Nicholson Road and the north side of Four Mile Road. Lands in the northwest quarter of Section 26 along STH 38 are proposed to be added to the sewer service area.

Additional information related to each land use category depicted on the plan map is provided in the following sections.

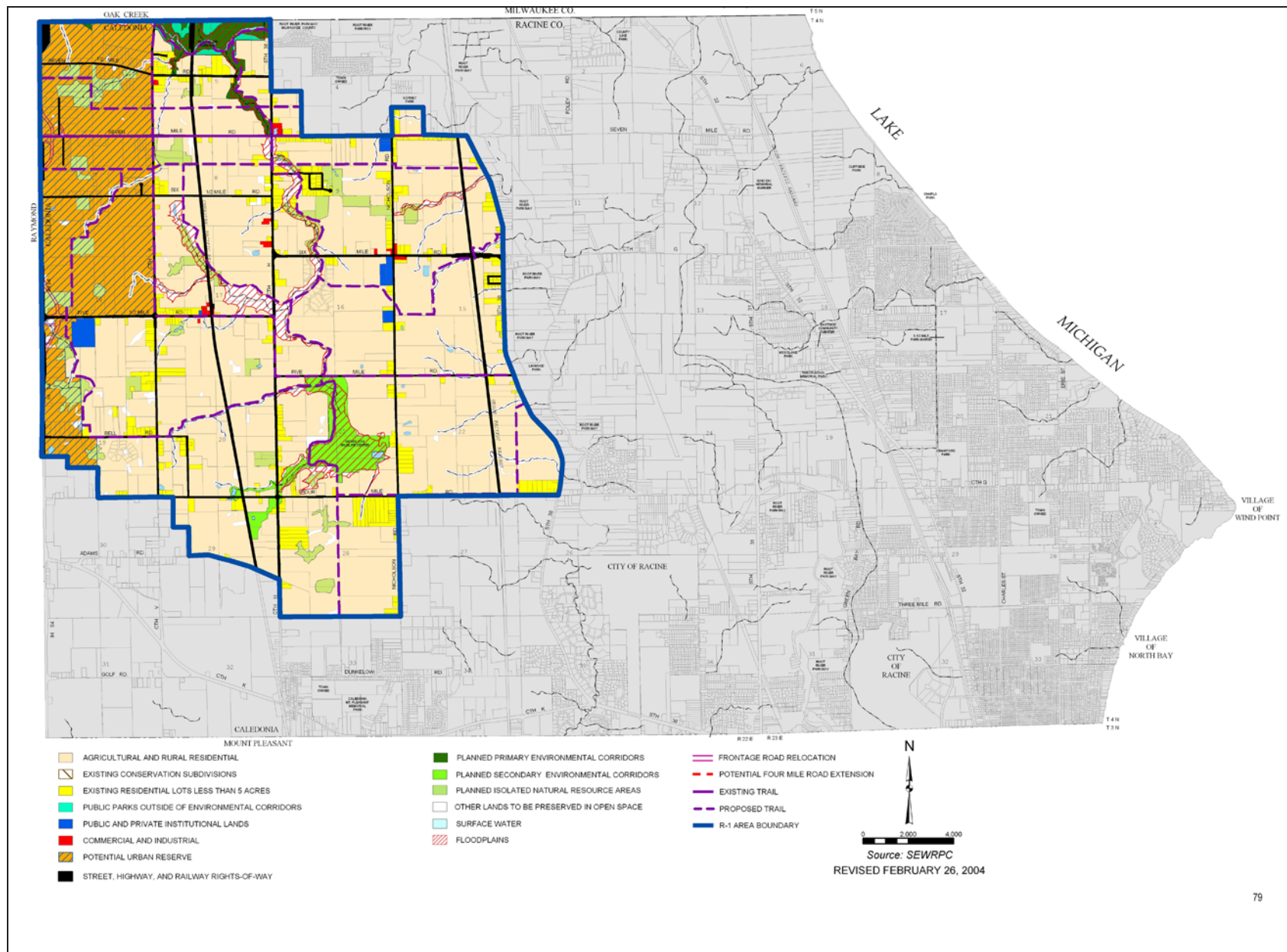


Figure 4-5. Land Use Plan for the R1 Neighborhood.

Land Use Category	Acres	Percent
Agricultural and Rural Residential ^a	5,720	58.8
Existing Residential Lots Less Than Five Acres	640	6.6
Environmentally Sensitive Lands		
Primary Environmental Corridor	142	1.5
Secondary Environmental Corridor	223	2.3
Isolated Natural Resource Area	439	4.5
Other Lands to Be Preserved in Open Space	565	5.8
Surface Water	32	0.3
Public Parks ^b	33	0.3
Subtotal of Environmentally Sensitive Lands	1,434	14.7
Potential Urban Reserve	1,395	14.3
Commercial and Industrial	25	0.3
Street, Highway, and Railroad Rights-of-Way	452	4.7
Public and Private Institutional	58	0.6
Total	9,724	100.0

NOTE: There are 594 acres of floodplains located within the rural area. Floodplain areas are located within the primary and secondary environmental corridors, isolated natural resource areas, and other lands to be preserved.

^aIncludes 288 acres located within existing conservation subdivisions.

^bIncludes public park lands located outside primary and secondary environmental corridors.

Source: SEWRPC.

Table 4-7. Planned Land Use in the R1 Area of the Village of Caledonia.

Agricultural and Rural Residential

Lands recommended to be retained in agricultural, rural residential, or open space uses are shown in light tan on the plan map, and account for 5,720 acres, or about 59 percent of the R1 area. Rural residential development may be accommodated anywhere within the area designated as agricultural and rural residential, provided a density of no more than one home per five acres is maintained, unless a greater density is permitted by the Village in accordance with the Village subdivision ordinance. All zoning and other applicable requirements must also be met. Residential development at densities less than one home per five acres—for example, one home per 10 acres or one home per 20 acres—would also be accommodated.

A development density of one home per five acres or less in the rural area is recommended to help accomplish the following:

Minimize traffic volumes on rural streets and highways.

Preserve natural drainage systems insofar as possible and minimize drainage problems and the need for stormwater management facilities.

Preserve open space and rural character, especially through the use of conservation design, to accommodate residential development while avoiding “wall-to-wall” residential subdivisions.

Sustain development served by onsite sewage treatment systems and wells.

Minimize the risks to groundwater quality and quantity.

Preserve, through careful design, the overall integrity of the rural landscape, including environmental corridors and wildlife habitat areas.

Lands designated for agricultural and rural residential use would also accommodate continued, or new, agricultural uses, including crop and dairy farms, greenhouses, orchards, horse farms and stables, and livestock raising. The Village is conducting a study to determine the feasibility of establishing a Purchase of Development Rights (PDR) program to compensate farmland owners for relinquishing the rights to develop their land for rural residential or other uses that would be permitted under the plan. In return for a cash payment, based on an appropriate market value, a conservation easement is used to ensure that farmlands will remain in agricultural use or in open space.

Existing Residential Lots Less Than Five Acres

While the plan recommends that any new residential development occur at a density of no more than one home per five acres, existing lots less than five acres may be developed in accordance with applicable sanitary, zoning, and other regulations. For purposes of this plan, “existing lots” refers to legal lots of record in the office of the Racine County register of deeds as of January 1, 2003, which is the date a temporary moratorium on land divisions in the R1 and C5 areas took effect. The moratorium was enacted to stop land divisions in portions of the Village outside the sewer service area until plans for the R1 and C5 areas were in place.

Existing lots in the R1 area that are less than five acres in size are shown in yellow on the plan map, and encompass about 640 acres, or about 7 percent of the R1 area. Areas shown in yellow include lots less than five acres that have been developed with a home and vacant lots less than five acres.

Environmentally Significant Areas

Environmentally significant areas include primary and secondary environmental corridors, isolated natural resource areas, other lands to be preserved in open space, floodplains, surface waters, and public parks. Such areas together encompass 1,434 acres, or about 15 percent of the R1 area.

Primary Environmental Corridors

Primary environmental corridors, which are described in Section 4.2 of this report, are areas at least 400 acres in size that contain concentrations of high value elements of the natural resource base. Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and plant and wildlife habitat areas; as well as floodplains and areas of wet soils where intensive development would be ill advised. Primary environmental corridors are located along the Root River and that portion of Husher Creek located north of Seven Mile Road, and occupy 142 acres, or about 2 percent, of the R1 area.

Primary environmental corridors should be preserved in essentially natural, open uses to preserve natural resources. Development within such corridors should be limited to essential transportation and utility facilities and compatible outdoor recreational facilities, such as trails. Much of the primary environmental corridor along the Root River in the R1 area is located in the Root River Riverine Forest, a natural area of local significance (see Appendix V), and has been recommended for acquisition by Racine County as part of the Root River Parkway. All but about 15 acres of that portion of the natural area within the R1 area has been acquired by the County. A small portion of a natural area of countywide or regional significance, the Root River Wet-

Mesic Woods East, is also located within the primary environmental corridor along the Root River, and is owned by the County.

Secondary Environmental Corridors

Secondary environmental corridors also contain concentrations of high value elements of the natural resource base, but are smaller in area than primary environmental corridors. Secondary environmental corridors serve to link primary environmental corridors, or encompass areas containing concentrations of natural resources between 100 and 400 acres in size.

Secondary environmental corridors in the R1 area include woodland, wetland, and floodplain areas in and around the Caledonia Wildlife Refuge, and also extend westward from the Wildlife Refuge along an intermittent stream. Secondary corridors occupy 223 acres, or about 2 percent, of the R1 area. The Caledonia Wildlife Refuge has been identified as a natural area of countywide or regional significance. Much of the natural area is owned by the Village and managed for open space and limited recreational uses. Under the regional natural areas plan and the Village park and open space plan, it is recommended that the Village acquire an additional 33 acres surrounding the Wildlife Refuge so that the entire natural area is under public ownership and managed to protect its natural resources. All areas within secondary environmental corridors should be preserved in natural, open uses.

Isolated Natural Resource Areas

Isolated natural resource areas consist of woodland and wetland areas between five and 100 acres in size that are separated geographically from primary and secondary environmental corridors. Isolated natural

resource areas are distributed throughout the R1 area, and occupy 439 acres, or about 5 percent, of the R1 area. It is recommended that such areas be preserved in essentially natural, open uses whenever possible, since these areas sometimes serve as the only available habitat for wildlife and critical plant species, lend natural diversity to the landscape, and can serve as stormwater detention and retention areas. Development within such areas should be limited to essential transportation and utility facilities and compatible outdoor recreation facilities. Carefully planned rural-density residential development may also be permitted in upland portions of isolated natural resource areas. Any development in upland portions of such areas should avoid disturbing areas of steep slopes and areas that provide high-value plant and wildlife habitat.

Two isolated natural resource areas in the R1 area have been identified as natural areas of local significance, the Seven Mile Road Woods natural area located south of Seven Mile Road between County Trunk Highway (CTH) V and the Canadian Pacific Railroad tracks, and Zirbes Woods natural area, located south of Brookside Drive. The regional natural areas plan and the Village park plan recommend that both natural areas be acquired and protected by a nonprofit conservation organization. It is recommended that a landowner contemplating the sale or development of land within an identified natural area contact the Village as soon as possible. The Village should work with the landowner, the Caledonia Conservancy, and other appropriate organizations and government agencies to identify a source of funds or other means of acquiring or protecting lands within the natural area.

Other Lands to Be Preserved in Open Space

In addition to the delineated environmental

corridors and isolated natural resource areas, approximately 565 acres are designated as other lands to be preserved in open space. These areas consist of small wetlands and woodlands, less than five acres in size; lands within 75 feet of navigable streams, which are regulated under State and county shoreland regulations; and areas within the 100-year recurrence interval floodplain that are not part of an environmental corridor or isolated natural resource area. Agricultural and recreational uses, except those that would involve structures in the floodplain or have adverse impacts on water quality, should be permitted in floodplain areas. Floodplains should not be developed for residential or other intensive uses. Areas currently in agricultural use that are converted to residential use should preserve floodplain areas in open space. As natural vegetation develops on floodplain areas, they may eventually be reclassified as environmental corridors or isolated natural resource areas. Floodplains are indicated on the plan map with a red hatch, and encompass 594 acres.

Surface Water

Surface water in the R1 area includes a portion of the Root River and Husher Creek, which are both classified as perennial streams; several intermittent streams; and a number of small ponds. Surface water areas together encompass 32 acres, or less than 1 percent of the R1 area.

Public Parks

Public parks in the R1 area include the Caledonia Wildlife Refuge, with 127 acres owned by the Village; and the Root River Parkway, with 120 acres owned by Racine County. All but 33 acres of existing publicly owned park land in the R1 area are located within primary or secondary environmental

corridors. These 33 acres are located in the Root River Parkway north of Seven and One-Half Mile Road. As previously noted, portions of both the Caledonia Wildlife Refuge and the Root River Parkway have been identified as natural areas. The Village park plan recommends that the Village acquire an additional 33 acres surrounding the Wildlife Refuge so that the entire natural area is under public ownership and protective management. Similarly, the County park plan recommends that the County acquire 15 additional acres adjacent to the Root River Parkway so that the entire Root River Riverine Forest natural area is owned by the County. It is recommended that a landowner contemplating the sale or development of land within an identified natural area contact the Village or County as soon as possible to allow the Village or County an opportunity to identify a source of funds or other means of acquiring/protecting natural lands.

No new parks are recommended to be developed within the R1 area. Residents in R1 are served by several nearby parks that provide recreational facilities and areas for picnicking, golfing, fishing, walking, dog exercising, basketball, tennis, soccer, baseball, and softball games. Nearby parks include Gorney Park, Linwood Park, the Caledonia-Mt. Pleasant Joint Park, Johnson Park, and the Johnson Park Dog Run. Neighborhood parks, which are intended to be “walk-to” parks for residents in urban areas, are generally not provided in rural areas. There may be a need to provide neighborhood parks if urban-density residential development occurs within the IH 94 corridor; however, additional study is needed to determine if residential development will be accommodated along IH 94.

Public and Private Institutional Lands

Public and private institutional land uses encompass about 58 acres, or less than 1 percent, of the R1 area, and include two churches, two parochial schools, four cemeteries, the Serbian soccer fields, and the Village Hall. Expansions of the aforementioned uses are not anticipated, however, should residential growth in the R1 area stimulate the need for additional institutional uses, they should be reviewed and considered by Village officials on a case-by-case basis.

Commercial and Industrial Uses

Under the R1 plan, commercial and industrial land uses outside the IH 94 corridor would be limited to those uses which existed prior to the adoption of the plan and new uses that complement and support the agricultural base of the R1 area. Existing commercial and industrial lands encompass approximately 25 acres, or less than 1 percent of in the R1 area.

No specific areas on the plan map were identified for new commercial or industrial uses. Commercial and industrial uses needed to support agricultural uses in the Village, such as farm equipment dealers and repair shops, feed and fertilizer distributors, and veterinary services should be reviewed and considered by Village officials on a case-by-case basis.

Potential Urban Reserve

The plan recommends that consideration be given to accommodating urban development along IH 94. Additional studies must be conducted to determine the geographic extent and type of urban development to be accommodated. The potential urban reserve area shown on the plan map encompasses 1,395 acres, or about 14 percent of the R1 area. The area designated as “potential urban reserve” represents the maximum extent of potential urban development. The extent of urban development may be less than that shown on the map.

Urban development along the freeway should not extend beyond CTH V, and any urban development allowed to take place within the “potential urban reserve” should be that which has the least deleterious effect on surrounding rural uses. The area between CTH V and approximately one-half mile west of CTH V should serve as a transition area from urban development to rural uses. Rural views should be preserved along both sides of CTH V.

An engineering study is currently being conducted to determine the sewage conveyance facilities that would be needed to serve planned urban development in Mt. Pleasant and at the IH 94/CTH K interchange in Caledonia. The study will also determine the conveyance facilities that would be needed to potentially serve urban growth along the entire IH 94 corridor within Caledonia, if sewage were to be conveyed to the Racine Wastewater Utility for treatment. Under the terms of the intergovernmental agreement with the City of Racine, the Village of Caledonia must accept sewer service from the Racine Wastewater Utility for portions of the Village in the sewer service area south of

Five Mile Road (or Five Mile Road extended) between IH 94 and CTH H, and south of Six Mile Road (or Six Mile Road extended) between CTH H and Lake Michigan. The Village may accept sewer service from the Milwaukee Metropolitan Sewerage District (MMSD) or another provider for areas north of that boundary. Additional study will be needed to determine whether sewer service to development along IH 94 north of Five Mile Road extended should be provided by the Racine Wastewater Utility or the MMSD.

Development of business parks or of residential, retail and service, recreational, and governmental and institutional uses could be accommodated in the potential urban reserve area if Village officials determine that such uses are appropriate to provide an overall benefit to the Village. Regardless of what specific types of urban development might be accommodated in the potential urban reserve area, urban development should occur only when public sanitary sewer and water services have been extended to serve the area.

Street, Highway, and Railroad Rights-of-Way

Existing street, highway, and railroad rights-of-way are reflected on the plan map. Together, these rights-of-way encompass 452 acres, or about 5 percent of the R1 area; and include 175 acres within arterial street rights-of-way, 180 acres within collector and minor street rights-of-way, and 97 acres within railroad rights-of-way.

The arterial highway system recommendations of the 2020 Regional Transportation System Plan as they pertain to the Village are shown on Appendix F. Functional improvements recommended by the plan within the R1 area include the expansion from two to four lanes of STH 38 between CTH K and the north Village line. The current alignment of STH 38 may change as a result of corridor studies that will be conducted by the Wisconsin Department of Transportation prior to any widening of the highway. The 2020 regional plan also recommends that CTH V south of Seven Mile Road be removed from the arterial street system. Recommended jurisdictional changes within the R1 area include a transfer of Seven Mile Road from the west Village line to STH 32 from Village to County jurisdiction, and a transfer of CTH V from the north Village line to Seven Mile Road from County to Village jurisdiction. These recommendations are subject to change as a result of the pending update of the regional transportation system plan in 2004 and 2005.

Freeway Reconstruction Plan

A Regional Freeway Reconstruction Plan²¹ was adopted by the Regional Planning Commission in May 2003. The plan is based on a freeway reconstruction study requested by the Secretary of the Wisconsin Department of Transportation (WISDOT),

with the knowledge that the State of Wisconsin is about to embark upon an anticipated three-decade long process of reconstructing the 270 mile freeway system in Southeastern Wisconsin for the express purpose of identifying a “regional consensus” on the desirable scope of a freeway system reconstruction plan and program. One of the plan recommendations calls for IH 94 from IH 894 (the Mitchell Interchange) in Milwaukee County south to the Wisconsin-Illinois state line to be widened from six to eight lanes, with the braided interchanges to be reconstructed to modern standards. It is anticipated that reconstruction of this freeway segment with additional lanes will be completed by 2015.

IH 94 South Freeway Corridor Plan

The IH 94 South freeway corridor plan²² sets forth a land use and transportation system development plan for an approximately six-mile wide corridor on either side of IH 94 extending from the Wisconsin-Illinois state line north into the Cities of Franklin and Oak Creek in southern Milwaukee County. The plan includes recommendations to modernize freeway interchanges; particularly the unbraiding, or separation, of all freeway on- and off-ramps in Racine County from the network of frontage roads. WISDOT has completed an environmental assessment and preliminary engineering for the IH 94 freeway segment in Kenosha and Racine Counties, including modernization of the interchanges. Additional lanes and new on- and off-ramps will be provided within the existing IH 94 right-of-way. Frontage roads are proposed to be relocated as shown on Figure 4-5. The interchanges, including the new frontage roads, will be improved prior to or coincident with freeway reconstruction.

In accordance with Section 84.295(10) of the Wisconsin Statutes, deed restrictions have

been placed on all properties affected by the new interchange designs. Property owners must notify WISDOT by registered mail at least 60 days prior to selling an affected parcel or constructing or altering a building on an affected parcel. A property owner is not prohibited from selling or developing an affected parcel, but no damages are paid for any construction or alterations made without the 60-day notice to WISDOT. WISDOT also has the option of acquiring the parcel following the required notification.

Recommended Trail Facilities

Public Trail System

The land use plan for the R1 area recommends a system of public walking and bicycling trails that would be part of a proposed Village-wide trail system, and which would connect to a regional trail network. When fully developed, the trail system would provide Village residents with opportunities for recreation and exercise, as well as an alternative means of travel to local parks, schools, and other activity centers.

The proposed trails shown on the R1 plan map include those adopted as part of the 1996 Village land use plan (trails within the east-west Wisconsin Electric Company transmission line easements and the north-south easement west of STH 38 and south of Five Mile Road), and the Village park plan (the Root River trail and bikeways in the rights-of-way of Five Mile Road from the Root River to CTH H; CTH H from Five Mile Road to CTH G; CTH G from CTH H to CTH V; and CTH V from CTH G to the north Village line). The plan also reflects the existing Racine County Bicycle Route, which is signed on Seven Mile Road. Additional trails are proposed by the R1 area plan along Husher Creek and other intermittent streams, and along streets or property lines to provide trail connections and loops. It is recommended that the Village acquire trail rights-of-way and develop trail sections as land divisions occur within the R1 area.

Specific trail locations, widths, and surfacing will be determined as land divisions take place. Any walking and bicycling trails to be dedicated for public use should comply with the standards developed by the American Association of State Highway and Transportation Officials (AASHTO).²³ AASHTO

standards call for off-street trails to be a minimum of eight feet wide, with 10 feet preferred; with a right-of-way width of 20 feet. Trails located within a street right-of-way, but separate from the roadway pavement area, must be a minimum of five feet wide if provided on both sides of the street, and a minimum of eight feet wide if provided on one side. Paved shoulders signed for bicycle travel must be a minimum of four feet wide, with five feet preferred.

Paved shoulders or separate bike paths within the street right-of-way should be provided along arterial streets identified as trails at the time the street is constructed or reconstructed. Due to lower traffic volumes and traffic speeds on nonarterial streets, it may not be necessary to provide trail facilities, other than signs, on non-arterial streets. The need for paved shoulders or separate paths along nonarterial streets to link off-street portions of the trail system should be determined as land divisions occur and the trail system begins to take shape.

Private Trail Systems

Although not shown on the recommended plan map, a network of snowmobile trails is also provided in the R1 area during the winter months. The location of snowmobile trails during the 2002-2003 winter season is shown on Appendix H. Snowmobile trails are generally located on private property, with the permission of the landowner. Because they are located on private lands and do not rely on improved trails to the extent of other trail uses, the location of snowmobile trails is subject to change each year. The Racine County Division of Public Works maintains updated annual maps of snowmobile routes within the Village.

The Caledonia Conservancy, a nonprofit conservation organization active in the Village, has sponsored the development of a system of trails for horseback riding and hiking. Trails developed under the sponsorship of the conservancy are located primarily within the C5 neighborhood, although the Conservancy and the Racine County Pony Club are currently working with the Village to develop a trail loop that would extend from the Root River to the Caledonia Wildlife Refuge. Trail segments located on land owned by the Caledonia Conservancy are open to the public (lands owned by the Conservancy are shown on Appendix P). The Conservancy's trail network also includes trails on private property not owned by the Conservancy. Permission to use these trails is at the discretion of each landowner. The Caledonia Conservancy can provide information about the location and use of trails within the Conservancy's network.

The Village views the existing network of horse-riding trails, and the efforts to extend the trail system into the R1 area, as an asset that contributes to the rural character and the quality of life for residents of the C5 and R1 areas. Where a land division or other development is proposed on lands that are being used for private trails, the Village will encourage, but not require, the landowner concerned to incorporate the trail as part of the land division or development, or to relocate the trail in a way that maintains the continuity of the trail network. The Village will also consider providing a public system of horse-riding trails parallel to the recommended system of public walking and bicycling trails as land divisions are proposed.

Recommended Changes to the Sanitary Sewer Service Area

Changes to the planned sanitary sewer service area recommended by the R1 and C5 workgroups are shown on Appendix BB. The plan for the R1 area recommends the following changes to the planned sanitary sewer service area:

That the existing sewer service area associated with the Caddy Vista Sanitary District be expanded to include additional lands north of Seven Mile Road on both sides of Nicholson Road, and that lands on the west side of STH 38 be removed from the sewer service area. This recommendation was reviewed by the C5 workgroup, which concurred with the recommendation. Following approval of the plans for the R1 and C5 neighborhoods by the Village Plan Commission and the Village Board, the Caddy Vista Sanitary District should request that SEWRPC amend the planned sanitary sewer service area to reflect the recommended changes.

That the existing sewer service area associated with the Caledonia Utility District No. 1 (Cal 1) be reduced to remove lands on the west side of Nicholson Road and the north side of Four Mile Road. Lands in the northwest quarter of Section 26 along STH 38 are proposed to be added to the sewer service area. Following approval of the plans for the R1 and W1 neighborhoods by the Village Plan Commission and the Village Board, the Village Board should request that SEWRPC amend the planned sanitary sewer service area to reflect the recommended changes.

That additional studies be conducted to determine the feasibility of providing sewer service to areas along IH 94. The area designated on Figure 4-5 as “potential urban

reserve” represents the maximum extent of urban development. The extent of urban development may be less than that shown on the map. Lands designated as “potential urban reserve” that are not identified through additional study for future urban development should be added to the “agricultural and rural residential” category. The extent of urban development along IH 94 will be determined as part of the planning process for the W-2 neighborhood. Following approval of the plan for the W-2 neighborhood by the Village Plan Commission and the Village Board, the Village Board should request that SEWRPC amend the planned sanitary sewer service area to reflect the changes recommended by the W-2 plan.

Plan Implementation Strategies

The recommended land use plan described in the preceding sections is not complete until the steps to implement the plan are specified. After formal adoption of the plan by the Plan Commission and Village Board, achieving the plan will require faithful, long-term dedication by Village and County officials. Adoption of the plan is only the beginning of a series of actions needed to achieve plan recommendations. The following sections identify the major steps to be followed to properly implement the plan, which include new or revised County and Village ordinances and plan implementation policies and programs. Any new ordinances or ordinance amendments considered by the Village Board will require a public hearing before the Board prior to their adoption.

Recommended Ordinances and Ordinance Changes

Racine County Zoning Ordinance

A zoning ordinance is a public law that regulates and restricts the use of private property in the public interest. The primary function of zoning should be to implement the adopted land use or comprehensive plan. Indeed, Section 66.1001(3) of the Wisconsin Statutes requires that zoning and other land use decisions made by local and County governments be consistent with local and County comprehensive plans as of January 1, 2010.

As described in Section 4.2, the Village of Caledonia is under the jurisdiction of the Racine County general zoning and shoreland/floodplain zoning ordinance. The general zoning provisions of the County zoning ordinance are jointly administered by Racine County and the Village. As stipulated in Chapter 59 of the Wisconsin Statutes, towns that are under the jurisdiction of a county zoning ordinance must be given the opportunity to review and comment on all proposed zoning amendments. If a town board formally disapproves a proposed zoning district change within the town, or if a majority of towns in a county disapprove a change in zoning ordinance regulations, the county may not approve the proposed changes.

Zoning districts in effect in the Village of Caledonia as of March 2002 are shown in Appendices 23 (basic-use districts) and 24 (overlay districts). The principal and conditional uses permitted in each basic-use district and the lot size, width, and setback requirements for the various districts are summarized in Appendix X. A summary of the areal extent of the various districts is provided in Appendix Y.

As shown by Appendices W and Y, about 87 percent of the R1 area is presently zoned A-2, General Farming and Residential District II. The A-2 district allows agricultural uses, roadside stands and greenhouses, and one- and two-family homes. The A-2 district also allows the creation of parcels as small as 40,000 square feet, which is slightly less than one acre. The Village's conservation subdivision ordinance requires that lands not served by sanitary sewers, which includes the R1 area, which are proposed to be subdivided first be rezoned to the C-2, Upland Resource Conservation District. The C-2 district requires an average density of one home per five acres for "cluster," or conservation, subdivisions. Land divisions that create four or fewer lots in a five-year period, however, are not subject to the conservation subdivision ordinance. Such land divisions, often referred to as "minor land divisions" or "lot splits," are created using a Certified Survey Map (CSM). New lots created by a CSM may be as small as 40,000 square feet, if the land being divided is zoned A-2.

As the population in the Village has increased and the random development of 40,000 square foot lots has proliferated, the results of this type of development have become better understood. While many good home sites have been provided, the negative impacts of this type of development include increased costs of services, such as fire and police protection; the loss of rural views due to small home sites that are often "stripped out" along arterial streets; and closely spaced driveways with direct access to arterial streets, which often interfere with traffic on the arterial.

If a significant portion of the land zoned A-2 is developed at the one-acre density permitted by existing zoning, the rural character of the R1 area will be lost. The A-2 zoning district will

not be an effective tool in achieving the goals of the land use plan for the R1 area.

The Racine County zoning ordinance does currently include a residential zoning district, the R1, Country Estates District, which allows one-family homes on parcels having a minimum size of five acres. The R1 zoning district would not be appropriate in the R1 area, because it does not allow subdivisions using conservation design. While the R1 zoning district would allow stables, nurseries, orchards, and riding trails as conditional uses, it would not allow other types of agricultural uses that would be appropriate in the rural area, such as row crops and dairy farms.

The C-2, Upland Resource Conservation District, allows agricultural uses and one-family homes, among other uses. Conservation subdivisions may be permitted as a conditional use in the C-2 district, and must maintain an average density of one home per five acres. Due to an inconsistency in the Racine County Zoning Ordinance, a minimum parcel size of three acres, rather than five, is required for parcels in the C-2 district created through a SM or a conventional subdivision.

This plan for the R1 area places an emphasis on a future development density of no more than one home per five acres, with a conservation design to be used for all proposed subdivisions and lot averaging techniques to be an option for minor land divisions. The current Racine County zoning ordinance does not include a zoning district which would directly accommodate these types of development. It is therefore recommended that the Village of Caledonia request that Racine County initiate action to create an A-5 Agricultural/Rural Residential District, and that the minimum parcel size

in the C-2, Upland Resource Conservation District, be changed from three to five acres. The A-5, Agricultural/Rural Residential District, would be intended to provide for the continued use of lands historically used for agricultural purposes, and for the establishment of new agricultural uses. The district would also permit residential development at a density of no greater than one home per five acres to accommodate the market demand for rural single-family residential development. The A-5 district should permit conservation subdivisions and lot averaging in minor land divisions as a conditional use.

The C-2, Upland Resource Conservation District, is intended to preserve and protect all significant woodlands, related scenic areas, and areas of hilly topography within Racine County. The current C-2 District provides for limited residential development not to exceed one dwelling unit per three acres. The text of this district should be modified to establish a density of one dwelling unit per five acres. This change would make the density required by the district for both conventional and conservation subdivisions the same and would be consistent with the density recommendations of the R1 plan and the regional land use plan with regard to development within upland portions of environmental corridors and isolated natural resource areas.

Any changes to the zoning ordinance regulations should be cooperatively formulated by Racine County and the eight towns in the County. All eight towns are under County zoning. As noted earlier, the Wisconsin Statutes provide that changes to the County zoning ordinance become effective only if a majority of the towns regulated under the County ordinance do not disapprove them.

Any changes to the Racine County zoning ordinance regulations must therefore have broad support from the other towns within the County. Changes to the County zoning ordinance must also be approved by the County Board.

Following approval of the A-5 zoning district, the Village should work with Racine County to rezone to A-5 those portions of the R1 area designated on the land use plan map as "agricultural and rural residential." The A-1, General Farming District I, which requires a minimum parcel size of 35 acres, and the A-4, Truck Farming District, which requires a minimum parcel size of 10 acres, would also be consistent with the "agricultural and rural residential" land use plan designation. Landowners who wish to maintain their land in long-term agricultural use may request that their land be rezoned to the A-1 or A-4 district rather than the A-5 district.

Although changing the zoning of land now in the A-2 zoning district to a new district that requires a density of one home per five acres is desirable to implement the recommended land use plan, the rezoning process is likely to be a relatively long one. The rezoning process will first require an amendment to the Racine County zoning ordinance, in cooperation with the County and the other seven towns under County zoning. Following the amendment to the ordinance, the Village and County will then need to amend the zoning map. Changes to the zoning map will require notification to each property owner affected, a public hearing, and approval of the change by the Village Board and the County Board.

Village Subdivision Ordinance

The Village of Caledonia subdivision regulations are set forth in Title 14 of the Village code of ordinances. Chapter 1 of Title

14 regulates "land splits," which are land divisions that create four or fewer parcels, where any one of the parcels to be created will be 35 acres or less in size. Chapter 2 sets forth requirements for drain-age plans, street widths and construction specifications, and requirements for driveways and street intersections. Chapter 3 is the Village's Conservation Subdivision Ordinance, which was adopted in September 2002. The ordinance applies to a division of a parent parcel of three acres or larger where the division creates five or more new parcels or building sites by successive division within a five-year period. As noted in the preceding section, zoning in effect in much of the R1 area allows lots as small as 40,000 square feet to be created by CSM, which is not consistent with the recommendations of this plan. The Village subdivision ordinance requires conservation subdivisions in unsewered areas to be placed in the C-2 zoning district. Conservation subdivisions may be permitted as a conditional use in the C-2 district, provided the average density of the subdivision is no greater than one home per five acres. The Village subdivision ordinance and County C-2 zoning regulations together accommodate subdivisions that are consistent with the five-acre density recommended by the R1 area plan.

The following changes are recommended to Chapter 1 of the Village subdivision ordinance, which regulates lots created by CSMs, to help implement the plan for the R1 area:

Require a density of no greater than one home per five acres in minor land divisions created by CSM in areas outside the planned sewer service area;

Require a sketch plan to be submitted for all contiguous parcels under the same ownership when a CSM is filed;

Provide an option to allow minor land divisions to use lot-averaging techniques; and

Require site inventory information to be provided on CSMs.

Density Requirements for Minor Land Divisions

It is recommended that the Village Board amend Chapter 1 of the Village subdivision ordinance to require that any minor land division created through a CSM maintain a density of no greater than one home per five acres in that portion of the Village outside the planned sewer service area. Such a requirement will help the Village prevent the creation of land divisions at the higher density allowed under the existing A-2 zoning during the time needed to amend the County zoning ordinance and zoning map.

Although the regulation of minimum lot sizes/development density is typically regarded as a function of zoning, the Wisconsin Supreme Court concluded in its decision in *Lake City Development v. Mequon* (1997) that local governments have the authority under Chapter 236 of the Wisconsin Statutes to regulate minimum lot sizes/density through a local subdivision ordinance. Although the Village has the authority to use its subdivision ordinance to require a density that is more restrictive than the density required under County zoning, it would be preferable if the land use plan, zoning map, and subdivision ordinance were all consistent with each other. The zoning in the R1 area should be changed as expeditiously as possible to bring it into conformance with the land use plan recommendations.

Sketch Plan Approval for Minor Land Divisions

Chapter 1 of the Village subdivision ordinance should also be amended to require that sketch plans for all contiguous parcels under common ownership be provided to the Plan Commission for review when a CSM is submitted for approval. The sketch plan should identify the future development of the parcel being divided and contiguous areas, including general street, parcel, driveway, and building locations. The Village Plan Commission could then review the sketch plan to ensure that the eventual layout and development of parcels under common ownership will protect natural resources, provide for appropriate circulation and access, and be consistent with the land use plan. The Village should require that the approved sketch plan be recorded to help ensure that future development will conform to the plan. The Village should also establish an internal system for tracking sketch plans to ensure that future land divisions are consistent with the sketch plan.

Lot Averaging for Minor Land Divisions

Under conventional zoning and land division ordinances, the allowable density by a community or County land use plan is typically converted to a minimum required lot size. For example, a development density of one home per five acres would require that each home be sited on a five-acre parcel. There are other, more flexible zoning and land division techniques that allow variation in individual lot sizes while maintaining the overall density specified in the land use plan. The Village's conservation subdivision ordinance is an example of an ordinance that provides flexibility in subdivision layouts. It is recommended that the Village provide similar flexibility for minor land divisions by allowing for lot averaging techniques.

"Lot averaging" allows parcel sizes to vary so long as the area that is taken from one parcel is transferred to one or more other parcels within the land division, so that the average density called for by the land use plan is maintained within the land division as a whole. Advantages of lot averaging include flexibility in site design and preservation of farmland and/or environmentally sensitive areas. This technique is useful in cases where a landowner may wish to create a few residential parcels for sale or for family members through a CSM, while retaining a large parcel for continued agricultural use. It is important that parcels created through lot averaging be prohibited from further division through a deed restriction placed on the parcels being created. Figure 4-6 compares a minor land division using a conventional design and a lot-averaging design.

Site Inventory Requirements for Minor Land Divisions

The Village currently requires proposed conservation subdivision plats to identify significant natural resource features on the site being subdivided, including wetlands; floodplains; watercourses and drainageways; wooded areas; slopes of 12 percent or greater; rare, threatened, and endangered species; environmental corridors; and views and other prominent visual features. The Village should amend the ordinance regulating minor land divisions to require the same information to be provided when CSMs are submitted for review.

Vegetated Buffer Strips and Rain Gardens

In addition to the changes described in the preceding paragraphs, the Village should consider revising the requirements for both minor land divisions and subdivisions to require vegetated buffer strips adjacent to

ponds, streams, wetlands, the Root River, Lake Michigan, environmental corridors, and isolated natural resource areas. The Village should also encourage subdividers to include rain gardens in the design of new conservation subdivisions.

Driveway (Highway Access) Ordinance

The term “bowling alley lots” is sometimes used to describe a series of long, narrow lots striped out along a public street. “Piano key” lots is another common term, which refers to the pattern created when a series of flag lots (lots shaped like flags with long access “poles” stretching to a public street) are created behind lots with frontage on the street. These forms of development, illustrated in Figure 4-7, are used by subdividers to avoid the expense of constructing an internal street or street system that would serve lots in the subdivision with only a single access point to the abutting street. The number and density of driveways resulting from the development of bowling alley and piano key lots may interfere with the safe and efficient operation of the abutting street. In addition to traffic impacts, bowling alley and piano key lots can have a negative impact on drainage, aesthetics, fire protection, and emergency access.

Implementation measures recommended to avoid this undesirable pattern of development in the future include requiring a sketch plan for all contiguous parcels under the same ownership at the time a CSM is submitted, and the adoption of regulations that would restrict the number of driveways intersecting an arterial street. Driveway access to arterial streets is of particular concern, since arterial streets are intended to carry high volumes of traffic at relatively fast speeds. The planned arterial street system within the Village is shown on Appendix F.

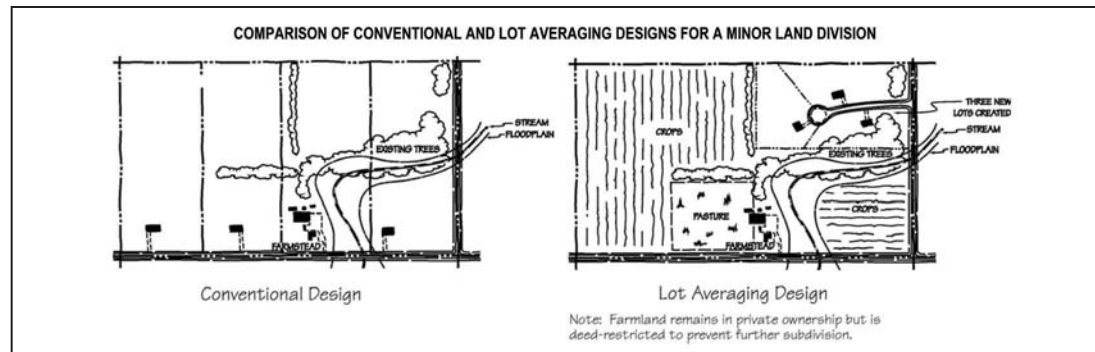


Figure 4-6. Comparison of Conventional and Lot Averaging Designs for a Minor Land Division.

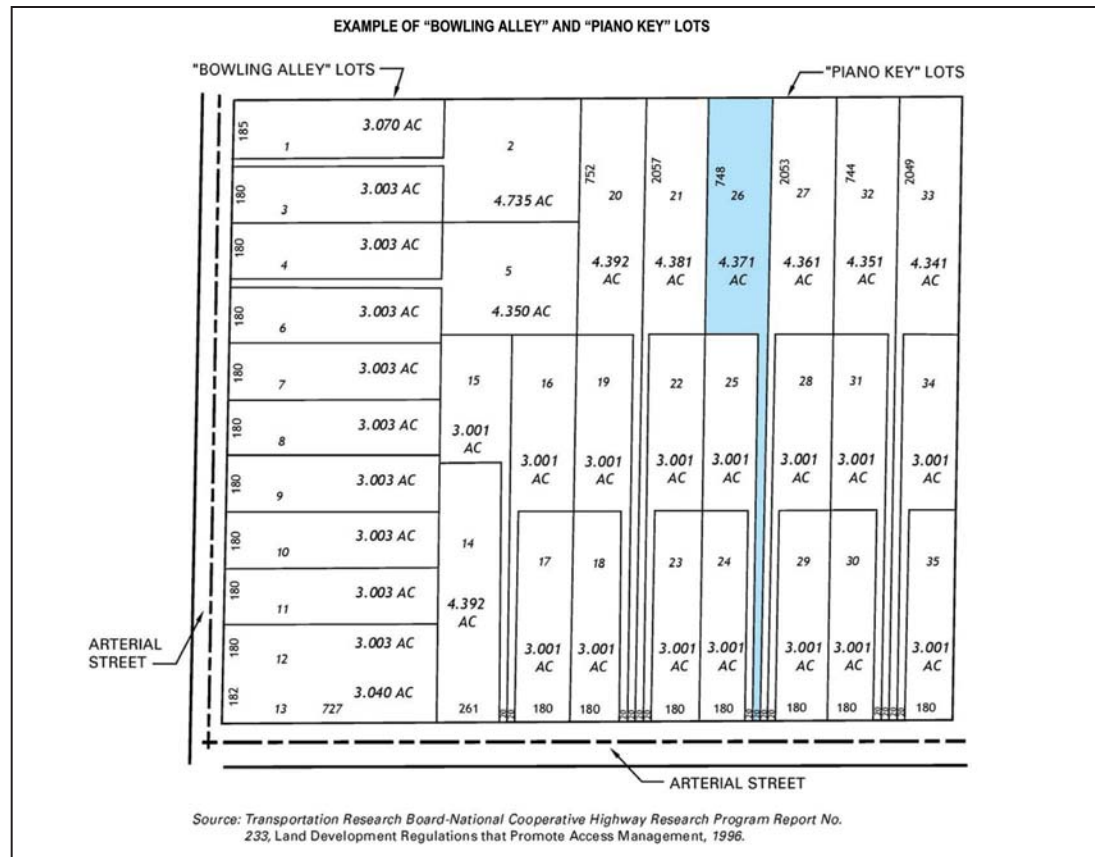


Figure 4-7. Example of “Bowling Alley” and “Piano Key” Lots.

Access to arterial streets under State and County jurisdiction is regulated by the Wisconsin Department of Transportation (WISDOT) and the Racine County Division of Public Works, respectively. WISDOT reviews all subdivision plats and certified survey maps abutting State highways for compliance with the access regulations set forth in Chapter Trans 233 of the Wisconsin Administrative Code. These regulations are intended to provide for the safety of entrance upon and departure from the abutting state highway and are directed at such concerns as traffic safety, protection of arterial capacity, and right-of-way reservation. The Department's review determines how the proposed land division will affect the adjacent highway. Consideration is given to access requirements and agreements, drainage features, setback requirements, vision corners, and the spacing of intersecting streets along the highway. Racine County adopted similar requirements for the review of land divisions adjacent to County highways in 2002.

Driveway regulations are currently set forth in Chapter 2 of the Village subdivision ordinance. The existing regulations address the installation and maintenance of culverts under a driveway, curb cuts, paving within the public right-of-way, and maintenance of existing roadside drainage ditches. Consideration should also be given to regulating driveway access to existing streets. It is recommended that the Village consider including regulations that would limit direct access to arterial streets under Village jurisdiction. Lots to be created as part of a new land division (both minor land divisions and conservation subdivisions) should be required to front on a nonarterial street. A waiver provision could be included, if desired by the Village, for situations where only one additional lot is being created.

Landscaping within Village Rights-of-Way

Currently, the Village prohibits owners of land adjacent to street rights-of-way owned by the Village from planting grass, flowers, or other vegetation in the Village right-of-way. The Village should consider establishing a permit system that would allow vegetation to be planted, provided the Village determines that the landscaping would not interfere with maintenance of the street or right-of-way. Care must be taken to ensure that permits are granted only for landscaping within Village-owned rights-of-way; and not those owned by Racine County or the State of Wisconsin.

Livestock Management

Currently, the number of animals permitted on a specific property is not regulated under the County zoning ordinance unless the keeping of animals is associated with a use that requires a conditional use permit (CUP) from the County. Commercial stables are an example of a use that requires a CUP. The CUP for a specified use usually limits the number of horses or other animals that can be kept, and may also specify how manure should be disposed.

There is no limit on the number of animals that may be kept on a property that is not subject to a CUP. The Village should consider adopting an ordinance that would specify the maximum number of animals permitted per acre of land. The ordinance should apply to uses, such as keeping horses on private land for personal use, that are not regulated under the County zoning ordinance. The new Village ordinance should also establish standards for the management of manure.

Regulation of Prairie Burns

Periodic burning of prairies helps protect prairie grasses from intrusion by woody

plants and competition from "exotic" species that are not normally found in prairies. The Stewardship Plans prepared for the management of prairies reestablished in conservation subdivisions often call for periodic burning to maintain the prairies. The Village should ensure that regulations for open burning explicitly require notification to and approval by the Village Fire Chief prior to conducting prairie burns. Conservation subdivision plats should also be reviewed by the Fire Chief to ensure that areas proposed to be reestablished as prairies will be located a safe distance from proposed homes and that prairie areas will be accessible by fire trucks.

Historic Preservation Ordinances

As noted in Section 4.2, a Caledonia Historical Society was incorporated as a nonprofit organization in 2002. The Historical Society has inventoried potentially historic buildings in the Village (see Appendix C), and is in the process of evaluating each building to determine its historic significance. Currently, one home in the Village, the John Collins Residence on Nicholson Road, is listed on the National Register of Historic Places.

The Village should consider adopting a local historic preservation ordinance to help protect buildings that are identified as historically significant by the Caledonia Historical Society. Normally, such an ordinance would create a historic preservation or landmarks commission, which would be responsible for reviewing building and demolition permits before a historic property could be altered or demolished.

Plan Implementation Programs and Policies

A number of implementation programs and policies should be considered by the Village in addition to the recommendations for new or amended ordinances presented in the preceding section. The following programs and policies include several programs, some of which are already in place, that are intended to help preserve existing farmland within the R1 area. Programs and policies to encourage the use of rain gardens, rain barrels, and phosphorus-free fertilizers should also be considered by the Village Board.

Farmland Preservation Techniques

The following is a list of voluntary farmland preservation techniques that may help to ensure the long-term viability of farming activities in the Village:

Purchase of Development Rights Program

Purchase of development rights programs, or PDR programs, are intended to ensure the long-term preservation of agricultural lands. Under a PDR program, the owner of farmland receives a payment for relinquishing rights to development. Deed restrictions are used to ensure that the lands concerned remain in agricultural or other open use. Such restrictions are attached to the land and remain in effect regardless of future sale or other transfer of the land.

PDR programs can provide assurances that farmland will be permanently retained in open use. Landowners receive a potentially substantial cash payment, based on an appropriate market value, while retaining all other rights to the land, including the right to continue farming. The money paid to the landowner may be used for any purpose, such as debt reduction, capital improvement to the farm, or retirement income. Lands included in a PDR program remain on the tax roll and continue to generate property taxes. Since the land remains in private ownership, the public sector does not incur any land management responsibilities.

The Village is currently working with the American Farmland Trust to evaluate the cost and feasibility of establishing a PDR program within the Village.

Wisconsin Farmland Preservation Program

The Wisconsin Farmland Preservation Program allows farmers who agree to

maintain farmland in agricultural use to receive annual State income tax credits. The farm must be a minimum of 35 acres, and must produce a minimum of \$6,000 in gross farm receipts in the previous year or \$18,000 in the previous three years. Contracts are for a 10-year period. One farm in the Village is currently enrolled in this program.

Use-Value Assessment

In 1995, the Wisconsin Legislature acted to lessen the property tax burden on farmers by mandating the “use-value” assessment of agricultural land. Under this system, agricultural lands are assessed based solely on their value for farming, without regard to development potential or existing zoning. Landowners who sell their land after owning the land for less than five years are required to pay a modest penalty to the Wisconsin Department of Revenue; an amount equal to 5 percent of the difference between the sale price and the use-value during the last year of ownership. While this program provides substantial property tax relief to owners of farmland, it does so without attaching any restrictions to the land, so that there is no guarantee that the land will not be converted to urban use. Nevertheless, use-value assessment provides some financial relief to farmers, which serves to encourage continued farming in the Village.

Wisconsin Managed Forest Law

The Managed Forest Law is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin. Owners of at least 10 acres of contiguous wooded land that is used primarily for growing forest products are eligible to apply for the program through the Wisconsin Department of Natural Resources (DNR). Following approval of the application, the DNR prepares

a management plan for the property. The program can provide significant tax savings to participating landowners.

USDA Programs

The U.S. Department of Agriculture (USDA) administers a variety of incentive programs to prevent nonfarm development in agricultural areas. These programs include the Conservation Reserve Program (CRP), the Conservation Reserve Enhancement Program (CREP), and the Wetland Reserve Program (WRP), among others. Under these programs, the landowner enters into an agreement to restore or protect lands for a 10-year or longer period in return for cash payments or assistance in making land conservation improvements.

Stormwater Management and Water Quality Programs and Policies

Rain Gardens and Rain Barrels

The Village should consider establishing an incentive program for homeowners to create rain gardens and use rain barrels. Rain gardens absorb water runoff from roofs, streets, and other impervious surfaces and slowly discharge the collected water into the ground. Rain gardens and barrels decrease the amount of runoff in storm sewers and drainage ditches, which helps reduce the risk of flooding and erosion, and may also reduce the amount of pollutants washing into surface waters.

Phosphorus-Free Fertilizers

The Village Board should consider adopting a policy that would prohibit the use of fertilizers containing phosphorus on Village-owned lands. Use of phosphorus-free fertilizers should also be encouraged in conservation subdivisions through Village review and approval of the Stewardship Plans required for common open space lands within such subdivisions. The Village should also consider establishing an education program to promote the use of phosphorus-free fertilizer to all Village residents, beginning with homeowners that live near ponds, streams, the Root River, and Lake Michigan.

Summary

This section has presented a land use plan and recommended implementation measures for the rural (R1) area in the Village of Caledonia. The plan represents a refinement and update of the Village land use plan adopted in 1996. The most important recommendations of this plan include the following:

That primary and secondary environmental corridors, isolated natural resource areas, floodplains, stream buffers, and wetlands and woodlands located outside environmental corridors and isolated natural resource areas be preserved.

That the remainder of the R1 area, with the exception of areas to be identified through further study for urban development along IH 94, be retained in rural uses. Rural uses includes new or continued agricultural uses; residential development at a density of one home per five acres, unless a higher density is allowed by the Village in accordance with the Village conservation subdivision ordinance; and natural open space. Residential development at densities less than one home per five acres (for example, one home per 20 acres) would also be accommodated.

That residential development be accommodated on vacant lots less than five acres that were in existence as of January 1, 2003, provided sanitary codes and other requirements can be met.

That additional studies be conducted to determine the feasibility of providing sewer service to areas along IH 94. The area designated on Figure 4-5 as “potential urban reserve” represents the maximum extent of urban development. The extent of urban development may be less than that shown

on the map. Lands designated as “potential urban reserve” that are not identified through additional study for future urban development should be added to the “agricultural and rural residential” category.

That the existing sewer service area associated with the Caddy Vista Sanitary District be expanded to include additional lands north of Seven Mile Road, and that lands on the west side of State Trunk Highway (STH) 38 be removed from the sewer service area.

That the existing sewer service area associated with the Caledonia Utility District No. 1 (Cal 1) be reduced to remove lands on the west side of Nicholson Road and the north side of Four Mile Road. Lands in the northwest quarter of Section 26 along STH 38 are proposed to be added to the sewer service area.

The following implementation ordinances, programs, and policies are also recommended:

The Village should work with Racine County and the other towns in the County to amend the Racine County zoning ordinance to add an A-5 agricultural/rural residential district to the ordinance. The A-5 district should require a density of no greater than one home per five acres, and allow land divisions using conservation and lot-averaging designs as conditional uses. Following approval of the new zoning district, the Village and County should work together to rezone to A-5 those portions of the R1 area designated on the land use plan map as “agricultural and rural residential.”

The Village Board should consider amending the Village subdivision ordinance to include the following provisions:

Require a density of no greater than one home per five acres in minor land divisions created by CSM in areas outside the planned sewer service area;

Require a sketch plan to be submitted for all contiguous parcels under the same ownership when a CSM is filed;

Provide an option to allow minor land divisions to use lot-averaging techniques;

Require site inventory information to be provided on CSMs; and

Require vegetated buffer strips to be provided along ponds, lakes, rivers, streams, wetlands, environmental corridors, and isolated natural resource areas.

The Village Board should consider adopting an ordinance that limits driveway access to arterial streets when new land divisions are created.

The Village Board should consider adopting an ordinance that specifies the maximum number of animals per acre of land.

The Village Board should consider adopting an ordinance that would protect historically significant buildings within the Village.

The Village should continue to investigate the feasibility of establishing a PDR program for the long-term preservation of farmland in the Village.

The Village should support the continuation of other programs that protect farmland and open space, including the farmland preservation program, managed forest law, and programs established by the USDA.

The Village should consider establishing programs to encourage the use of rain gardens, rain barrels, and phosphorus-free fertilizers.

4.4 REPORT SUMMARY

Introduction and Background

In 1996, the Caledonia Village Board adopted a land use plan for the Village. The adopted Village land use plan provides the conceptual framework for this land use plan implementation strategy for the rural area. The 1996 land use plan designates most of the area west of State Trunk Highway (STH) 38 and north of Four Mile Road as “Agricultural.” The plan did not, however, indicate what types of uses should be allowed, or specify a recommended density for residential development that might occur, within the agricultural area.

The Village of Caledonia undertook a Village-wide effort in 2002 to detail the land use plan adopted in 1996. The Village was divided into several neighborhoods, which are shown in Appendix B. The Village Board requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) assist the Village in detailing the land use plan and developing plan implementation strategies for the area designated as “Agricultural” on the plan, which is referred to as the rural, or R1, area. The R1 area encompasses 9,724 acres, or about 15 square miles. The Village contracted with the firm Planning and Design Institute (PDI) of Milwaukee to prepare neighborhood plans for the remainder of the Village.

Public Participation and Planning Process

The plan for the R1 area was prepared under the guidance of a neighborhood workgroup, or advisory committee, which includes residents of the R1 area and Village officials. Workgroup members are listed on the inside front cover of this report. The workgroup met monthly from September 2002 through November 2003. All workgroup meetings were open to the public, and the public was provided an opportunity to ask questions and offer comments at each meeting.

Additional guidance during the planning process was provided by the Project Management Team (PMT), which includes Village officials and staff from the Village, Racine County, SEWRPC, and PDI. The members of the PMT are also listed on the inside front cover of this report.

Public meetings for the R1 plan were held on September 24, 2002, March 10, 2003, and September 15, 2003. The first meeting was held to inform residents and landowners about the planning process and to gather public input. Inventory findings and the results of the Village-wide public opinion survey were presented at the second meeting. Preliminary plan recommendations were presented at the third meeting. Opportunities were provided at each meeting for the public to review maps and planning data, and to ask questions and offer comments regarding the plan.

The plan for the R1 area was approved by the workgroup on November 12, 2003. The plan was presented at a public meeting on January 12, 2004, to the Village Board, Planning Commission, Drainage Commission, Park & Recreation Commission, the Caddy Vista Sanitary District Commission, and the

Caledonia Utility District No. 1 Commission. Members of the R1 workgroup and all other neighborhood workgroups were also invited to attend.

A joint public hearing before the Village Board and Village Planning Commission was held on February 25, 2004. The Planning Commission approved the plan on February 25, 2004, and was adopted by the Caledonia Village Board on March 2, 2004.

Inventory

An inventory and analysis of the factors and conditions affecting development in the R1 area was conducted to help determine desirable land uses and identify appropriate plan implementation strategies. The results of the inventory and analysis are presented in Section 4.2 of this report. The section is divided into five parts:

1. Existing plans affecting the Village and the R1 area;
2. Inventories of the natural and built environments;
3. An inventory of existing land use regulations;
4. Existing population, household, and employment data; and
5. An analysis of the inventory findings. Inventory findings include the following:

Sewer Service

Portions of the Village of Caledonia are located within two sanitary sewer service areas. The Racine sanitary sewer service area encompasses 12,235 acres, or about 42 percent of the Village, and the Milwaukee Metropolitan Sewerage District (MMSD) sanitary sewer service area encompasses 450 acres, or about 1.5 percent of the Village. Under State law, sewer service cannot be extended to lands lying outside an adopted sanitary sewer service area boundary unless the sanitary sewer service area plan is amended to include the additional land.

Sanitary sewer service in the Village of Caledonia is provided by the Caddy Vista, Crestview, and North Park sanitary districts and the Village of Caledonia Utility District No. 1. The three sanitary districts and the Village of Caledonia Utility District No. 1 provide

public water to generally the same areas that are served by sanitary sewers.

In April 2002, the City of Racine and nearby communities entered into an intergovernmental agreement regarding future sewer service to those communities. Parties to the agreement include the City of Racine and the Racine Wastewater Utility; the Villages of Sturtevant, Wind Point, Caledonia, and Mt. Pleasant; the Town of Somers; the Caledonia and Mt. Pleasant utility districts; and the Crestview and North Park sanitary districts. "Anticipated parties," for whom sewage treatment capacity has been planned but have not yet signed the agreement, include the Villages of Elmwood Park and North Bay and the Towns of Raymond and Yorkville. Under the agreement, the Racine sewage treatment plant will be upgraded and expanded to provide additional sewage treatment capacity for surrounding communities to the year 2020. The agreement provides for a reevaluation prior to 2020 to determine the need for an additional expansion of the sewage treatment plant to accommodate growth expected to occur after 2020.

As part of the intergovernmental agreement, the City of Racine agreed not to annex lands from the Villages of Caledonia or Mt. Pleasant, and also agreed not to contest the incorporation of either Village.²⁰ In return, the Villages of Caledonia and Mt. Pleasant agreed to share some of the benefits of anticipated tax base growth with the City of Racine through annual revenue sharing for a 30-year period.

Existing Land Uses

Existing urban development is concentrated in the eastern and south-central portions of the Village, around the unincorporated community of Franksville, and in the northwestern part

of the Village in the Caddy Vista subdivision and along Seven and One-Half and Seven Mile Roads near IH 94. Urban land uses in the Village comprised 7,718 acres, or about 26 percent of the total area of the Village, in 2000. Urban uses encompassed 1,250 acres, or about 13 percent, of the R1 area in 2000.

Rural land uses in the Village consist primarily of agricultural lands, woodlands, wetlands, surface water, quarries, landfills, and open or vacant lands. In 2000, such rural land uses comprised about 74 percent of the total area of the Village, and about 87 percent of the R1 area. Agricultural uses encompassed about 76 percent of the R1 area in 2000.

Existing Zoning and Subdivision Regulations

Zoning in the Village is under the jurisdiction of the Racine County Zoning Ordinance. The County general zoning regulations are administered jointly by Racine County and the Village. The County zoning ordinance also regulates shoreland areas within the Village. Shoreland regulations apply in areas adjacent to navigable streams, ponds, and lakes.

Over 88 percent of the R1 area is in the A-2 (General Farming and Residential II) zoning district. The A-2 district allows single-family homes and farming as principal permitted uses, with a minimum parcel size of 40,000 square feet (slightly less than one acre). The A-2 district is not an exclusive agricultural zoning district, because it allows residential development on relatively small lots in addition to agricultural uses. The A-2 zoning district will not be an effective tool in implementing the land use plan.

The Village of Caledonia adopted a revised subdivision ordinance in September 2002. Chapter 1 of the ordinance regulates land

divisions that create four or fewer parcels, where any one of the parcels to be created will be 35 acres or less in size. Chapter 2 sets forth requirements for drainage plans, street widths and construction specifications, requirements for private driveways and street intersections, and review procedures. Chapter 3 sets forth the Village's conservation subdivision ordinance. It was the goal of the Village in adopting the conservation subdivision ordinance that development within the Village would occur using conservation design principles. Conservation subdivisions maintain a significant portion of a development site in common open space by minimizing individual lot sizes while maintaining the required overall density of development specified in the Village land use plan. In unsewered areas, 60 percent of the subdivision area must be preserved in open space; in sewer areas, 40 percent must be preserved in open space.

Recommended Plan

The recommended plan for the R1 area is presented in Chapter III of the plan report. Plan recommendations include the following:

Primary and secondary environmental corridors, isolated natural resource areas, floodplains, stream corridors, and wetlands and woodlands located outside environmental corridors and isolated natural resource areas should be preserved. Natural resource areas together occupy about 15 percent of the R1 area.

With the exception of the area within the "potential urban reserve" shown on Figure 4-5, the R1 area should remain in rural uses. Rural uses include new or continued agricultural uses; residential development at a density of one home per five acres, unless a greater density is permitted under the Village conservation subdivision ordinance; or natural open space. Residential development at lower densities (for example, one home per 20 acres) would also be accommodated. The land use plan for the R1 area designates about 59 percent of the R1 for "agricultural and rural residential" uses.

Residential development should be accommodated on vacant lots less than five acres that were in existence as of January 1, 2003 (the date a temporary moratorium on land divisions took effect), provided sanitary codes and other requirements can be met. Existing lots less than five acres occupy about 7 percent of the R1 area.

The Village should conduct additional studies to determine the feasibility of providing sewer service to accommodate urban development along IH 94, and to determine the extent and type of urban development to

be accommodated. An area between IH 94 and CTH V and north of Five and One-Half Mile Road and areas west of the Ponds and Oldfield Commons subdivisions south of Five and One-Half Mile Road have been designated on the plan map as "potential urban reserve." The "potential urban reserve" area occupies about 1,400 acres, or about 14 percent of the R1 area.

Urban development along IH 94 should not extend beyond CTH V, and any urban development allowed to take place within the "potential urban reserve" should be that which has the least deleterious effect on surrounding rural uses. The area between CTH V and approximately one-half mile west of CTH V should serve as a transition area from urban development to rural uses. Rural views should be preserved along both sides of CTH V.

Lands designated as "potential urban reserve" that are not identified through additional study for future urban development should be placed in the "agricultural and rural residential" category.

Public and private institutional land uses occupy less than 1 percent of the R1 area. Expansions of such uses are not anticipated, however, should residential growth in the R1 area stimulate the need for additional institutional uses, they should be reviewed and considered by Village officials on a case-by-case basis.

Commercial and industrial land uses outside the IH 94 corridor should be limited to those uses which existed prior to the adoption of the plan and new uses that complement and support the agricultural base of the R1 area. Existing commercial and industrial lands occupy less than 1 percent of the R1 area.

The existing sewer service area associated with the Caddy Vista Sanitary District should be expanded to include certain additional lands north of Seven Mile Road and on both sides of Nicholson Road. Lands on the west side of STH 38 are recommended to be removed from the sewer service area.

The existing sewer service area associated with the Caledonia Utility District No. 1 (Cal 1) should be reduced to remove lands on the west side of Nicholson Road and the north side of Four Mile Road.

A system of public walking and bicycling trails should be developed in the R1 area, consisting of a combination of on- and off-street trails. The recommended trails would be part of a proposed Village-wide trail system. When fully developed, the trail system would provide Village residents with opportunities for recreation and exercise, as well as an alternative means of travel to parks, schools, and other activity centers.

Plan Implementation

Adoption of the refined land use plan for the R1 area is only the beginning of a series of actions needed to achieve plan recommendations. The following ordinances, programs, and policies are recommended to help implement the plan:

The Village should work with Racine County and the other towns in the County to amend the Racine County zoning ordinance to add an A-5 agricultural/rural residential district to the ordinance. The A-5 district should limit residential density to one home per five acres, and allow land divisions using conservation and lot-averaging designs as conditional uses. Following approval of the new zoning district, the Village and County should work together to rezone to A-5 those portions of the R1 area designated on the land use plan map as “agricultural and rural residential.”

The Village Board should consider amending the Village subdivision ordinance to include the following provisions:

Limit residential density to one home per five acres in minor land divisions created by certified survey map (CSM) in areas outside the planned sewer service area;

Require a sketch plan to be submitted for all contiguous parcels under the same ownership when a CSM is filed;

Provide an option to allow minor land divisions to use lot-averaging techniques;

Require site inventory information to be provided on CSMs; and

Require vegetated buffer strips to be provided along ponds, lakes, rivers, streams, wetlands,

environmental corridors, and isolated natural resource areas.

The Village Board should consider adopting an ordinance that limits driveway access to arterial streets under Village jurisdiction when new land divisions are created. Access to State and County highways are regulated under Chapter Trans 233 of the State Administrative Code and County ordinance, respectively.

The Village Board should consider adopting an ordinance that specifies the maximum number of animals per acre of land.

The Village Board should consider adopting an ordinance that would protect historically significant buildings within the Village.

The Village should continue to investigate the feasibility of establishing a Purchase of Development Rights (PDR) program for the long-term preservation of farmland in the Village.

The Village should support the continuation of other programs that protect farmland and open space, including the State of Wisconsin’s farmland preservation program and managed forest law, and programs established by the U.S. Department of Agriculture such as the Conservation Reserve Program (CRP) and the Conservation Reserve Enhancement Program (CREP).

The Village should consider establishing programs to encourage the use of rain gardens, rain barrels, and phosphorus-free fertilizers.

Footnotes

¹The land use plan is documented in a report entitled *Town of Caledonia Land Use Plan Summary Report*, December 1996, prepared by HNTB Corporation, Milwaukee. The accompanying land use plan map, also prepared by HNTB, is dated August 1996 (revised May 1999).

²Documented in SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020*, December 1997.

³Documented in a report prepared by the Chicago firm of Alvord, Burdick & Howson, Engineers, entitled *A Coordinated Sanitary Sewer and Water Supply System Plan for the Greater Racine Area*, September 1992.

⁴Documented in SEWRPC Community Assistance Planning Report No. 46, *A Farmland Preservation Plan for Racine County, Wisconsin*, August 1981.

⁵Documented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, December 1997.

⁶Documented in SEWRPC Planning Report No. 47, *A Regional Freeway System Reconstruction Plan for Southeastern Wisconsin*, May 2003.

⁷Documented in SEWRPC Community Assistance Planning Report No. 200, *A Land Use and Transportation System Plan for the IH 94 South Freeway Corridor, Kenosha,*

Milwaukee, and Racine Counties, Wisconsin, December 1991.

⁸Documented in SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*, December 1994.

⁹Documented in a SEWRPC report entitled, *Amendment to the Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2020*, December 2001.

¹⁰Documented in SEWRPC Community Assistance Planning Report No. 134, 2nd Edition, *A Park and Open Space Plan for Racine County, Wisconsin*, July 2001.

¹¹Documented in SEWRPC Community Assistance Planning Report No. 179, 2nd Edition, *A Park and Open Space Plan for the Town of Caledonia, Racine County, Wisconsin*, April 2000.

¹²Documented in SEWRPC Planning Report No. 42, *A Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997.

¹³Documented in SEWRPC Memorandum Report No. 136, *Racine County Industrial Park Land Absorption Study*, July 1999.

¹⁴Documented in a report entitled, *Our Community Plan for Economic Development in Racine County, Playing for Keeps*, prepared for the Racine County Economic Development Corporation with assistance from TIP Development Strategies, Inc. and IC² Institute, April 2002.

¹⁵Documented in the three-volume SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*, as amended.

¹⁶Documented in the Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement, dated April 25, 2002.

¹⁷The Town of Mt. Pleasant incorporated as a Village in September 2003.

¹⁸A detailed description of the process of refining the delineation of environmental corridors in Southeastern Wisconsin is presented in SEWRPC Technical Record, Vol. 4, No. 2, pages 1 through 21.

¹⁹Farming is also permitted in the A-2 zoning district.

²⁰The Town of Mt. Pleasant incorporated as a Village in September 2003.

²¹Documented in SEWRPC Planning Report No. 47, *A Regional Freeway System Reconstruction Plan for Southeastern Wisconsin*, May 2003.

²²Documented in SEWRPC Community Assistance Planning Report No. 200, *A Land Use and Transportation System Development Plan for the IH 94 South Freeway Corridor, Kenosha, Milwaukee, and Racine Counties, Wisconsin*, December 1991.

²³American Association of State Highway and Transportation Officials, *Guide for the Development of Bicycle Facilities*, 1999.

