

# FINAL REPORT

## SUBMITTED JUNE 2006

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### NEIGHBORHOOD PLANNING PROJECT

#### Project Management Team Final Report

In the winter of 2002, the then Town of Caledonia began a town wide Neighborhood Planning Project. The goal of the project was to create neighborhood plans for the entire community. In February of 2006 that goal was met when the last of eight neighborhood plans was adopted by the now Village of Caledonia.

The Neighborhood Planning Project was initiated by the Caledonia Plan Commission. The pressure of development was such that the Commission felt a growing need for tools to manage and control the inevitable development. These tools were needed for the Commission to make fair and consistent recommendations to the Board. These recommendations, and ultimately the Board's decisions, could then be made within a framework that reflected the community's vision for its growth and future.

The Town Board, in the winter of 2002, approved funding for the project and the consulting firm of Planning and Design Institute (PDI) was hired to guide the Town through the planning process. Several meetings were held to discuss and formulate a plan for the project. Out of these first meetings, the Project Management Team (PMT) was formed. It was formed to coordinate and oversee the Neighborhood Planning Project.

The PMT began by creating the "bubble map" that outlined the different areas to be studied as neighborhoods and deciding how to structure the project. Over the last four years the PMT has discussed neighborhood issues at length. The PMT conducted all of the workgroup meetings and neighborhood meetings and was responsible for all the mailings and signage for those meetings. It has set workgroup meetings, agendas and distributed information and materials at public planning meetings.

The PMT brought in agencies and individuals for discussions with both the PMT and neighborhood workgroups. It worked with two different groups of UW Milwaukee graduate students who created reports for the Franksville business area and the Hwy 32 Corridor Market Study at 4 Mile Road. The PMT worked with Transit Now regarding the proposed METRA during the C1/C2 area study.

The Wisconsin Department of Transportation (WISDOT) and the County Highway Department were part of discussions in various neighborhoods where state and county roads play important roles. Discussions were held with them at both PMT and workgroup meetings on projects such as Hwy 31 and Hwy 32, the re-routing of Hwy 38 and the possibility of Hwy K someday becoming State Highway 164.

The PMT worked closely with both SEWRPC and Racine County Planning to create and revise ordinances and policies that were requested through the neighborhood plans. Some of these have already been adopted and others are in the process. These are listed later in this report.

PMT meetings were reported to the Plan Commission through the monthly report of the Plan Commission President. While it is agreed that the Neighborhood Plans are living documents, meant to be revisited and revised, the project itself has been accomplished. What follows here is a final report from the Project Management Team outlining what the project accomplished, what is still in progress and what yet needs to be done.

### **Project Management Team Members**

Susan Greenfield (Town Chairman), Howard Stacey (Town Supervisor), Mark Lubberda (Town Administrator), Fred Haerter (Town Engineer), Linda Mielke (Plan Commission President), Phil Evenson (SEWRPC), Arnold Clement and Julie Anderson (Racine County Planning), Larry Witzling (PDI) initially met and formulated the plan and structure of the project.

From that group, the working PMT became Susan Greenfield, Howard Stacey, Mark Lubberda, Fred Haerter, Linda Mielke, Julie Anderson, and Larry Witzling. In addition, Nancy Anderson from SEWRPC joined the group, as did Maria Pandazi from PDI and Plan Commissioner Bill Sasse.

Arnie Clement attended meetings as needed until his retirement in December of 2002. Nancy Anderson left the group in mid 2004 after R1 and C5 were completed and adopted. She continued to consult whenever she was asked to. Maria Pandazi left PDI in 2004 and Jamie Rybarczyk joined the group in her place. Mark Lubberda attended only as needed after the first year as Incorporation and WE Energy negotiations were more pressing on his time. Mark left Caledonia at the end of 2004. His successor, Tom Lebak joined the group in fall of 2005. The spring election of 2005 resulted in a new Town Chairman. Susan left the group and the new chairman, Jonathan Delagrave, appointed Supervisor Ron Coutts to the PMT. Because of time constraints, Bill Sasse left the group in winter of 2006, very near the end of the project.

During the four year project, people were consulted and attended numerous meetings. They included Beth Paul Soch (Caledonia Parks and Rec), Ginny Plumeau and Gretchen

Messer from the ecological firm of Cedarburg Science and Colleen Horan from Graef, Anhalt, Schloemer & Associates, Inc. (GAS) who is a traffic engineer. In spring of 2005 the Economic Development Committee was formed and EDC representative Lisa Bell was appointed to the PMT.

## Neighborhoods

The use of the word “neighborhoods” was intended to be used to identify an area for study purposes. Areas were determined by how they were either bound together or separated by geographical features, parks, utilities or major road or rail transportation routes. In many cases, areas overlapped and shared the same issues.

Originally, the community was divided into ten areas or neighborhoods. After about a year, as experience was gained, the “bubble map” was revised to eight areas. C5 and C3 were adjusted so C5 was all non-sewered land and C3 was an area that had sewer service. C1 and C2 were combined so that the entire Hwy 32 corridor was in one plan. E1 and E2 were combined because it was felt they would share many of the same urban issues. During the Rural Area Study, R1, it became apparent that the I-94 corridor (I-94 to Hwy V) was an area that should be separately studied. After the R1 plan was completed, W-2 was enlarged to include the entire I-94 corridor.

All eight neighborhoods went through the same process of study. That process included public meetings and open houses for the entire neighborhood, a design preference survey and the formation of resident member workgroups. In some of the neighborhoods the workgroups included business owners or large land owners who were not residents. Including all the workgroups, these members numbered approximately 100. In addition, neighborhood meetings over the four years had attendance from 30 people to 200 per meeting.

The neighborhood designation and adoption date of each individual plan is as follows:

C4 Johnson Park Area –  
Adopted July 1, 2003

W1 Franksville Area –  
Adopted March 2, 2004

R1 Rural Area –  
Adopted March 2, 2004

C5 Country Lots –  
Adopted April 5, 2004

C3 Tabor Woods Area –  
Adopted August 3, 2004

C1/C2 Hwy 32 Corridor –  
Adopted May 3, 2005  
W-2 I-94 Corridor –  
Adopted August 2, 2005

E1/E2 Eastside –  
Adopted February 7, 2006

(Please note: For identification purposes, the areas were labeled R for rural, W for west, C for Central and E for east – a fairly natural division. The only significance of the numbers is again as identifiers for discussion.)

## Neighborhood Planning “Accomplishments”

These are the items that came out of the Neighborhood Planning Project. These items have been finished and put in place:

1. Eight individual neighborhood plans that cover the entire community.
2. Creation of working committees – Project Management Team (PMT), Development Review Team (DRT), Economic Development Committee (EDC, now a CDA – Community Development Agency).
3. Adoption of the Conservation Subdivision Ordinance – the ordinance itself is not part of the project, but early into the project it was clear the ordinance needed to be adopted and was.
4. Survey of community to determine the opinions and desires of the residents. Nine thousand surveys were mailed and just over 25% were filled out and returned.
5. Certified Survey Map (CSM) revision to include concept plan and site inventory.
6. Driveway ordinance.
7. Lot size averaging has been included in the subdivision ordinance.
8. Private road ordinance.
9. Street standards were adopted. Revision has also been done and adopted.
10. A cost revenue analysis for W-2 sewer extension was done.

11. WE Energy project – 6 Mile bridge is being built, 4 Mile bridge/underpass is funded, and traffic lights at 7 Mile and 38 will be installed summer of 2006.

12. Buffer strips and setbacks have been put in place to require vegetative buffers along waterways.

13. Current list of Caledonia Conservancy lands has been recorded.

14. Street lighting was addressed in Public Works.

15. Historic preservation ordinance.

16. Feasibility study for a Purchase of Development Rights (PDR) program was completed by the American Farmland Trust thanks to a grant from the SC Johnson Company.

17. Creation of a Quarry Council – committee has been formed with two representatives from the City or Racine and five representatives from Caledonia. They have met several times, toured the quarry facility, developed a set of guidelines for the council and elected a chair. The chair is Gene Pagel who was a member of the E1/E2 workgroup.

18. Title 14 revisions – ongoing.

19. Updated flowcharts and checklists for development.

20. Quality of development improved.

21. Coordination between the County and Village improved.

22. Helped facilitate the incorporation process.

23. Helped initiate TIF consideration.

24. Fostered public input and education. We estimate that approximately 1,000 residents or business owners attended at least one meeting, many attended several, during the four year period of study.

25. Developed “sense of community”.

These items came out of Neighborhood Planning and are currently in some stage of being finished:

1. Land Use Map/Plan revision – includes revisions coming out of all the neighborhood plans and an environmental linkage map/plan. This goes to a joint meeting of the Village Board and Plan Commission on May 15th. It will either be on the May or June Plan Commission meeting for recommendation to the Board.

2. Uniform Design Standards for commercial and industrial development, including big box – this is currently at Legislative and Licensing for review. When they are done, it should go to an informational joint meeting of the Board, Plan Commission and CDA. Then it should go to the Plan Commission to recommend to the Board.

3. Policy for holding tanks and temporary sanitary service for development at the interstate before sewer available – this is task for Cal 1. They have been asked to follow the steps outlined in the W-2 plan to do this. Cal 1 needs to get policies in place and report back to the Village Board.

4. Livestock Management Ordinance – this was sent to Legislative and Licensing over a year ago and is waiting for their review. Need to make sure that provision is made in this to

allow livestock in residential areas, especially in the C5 area. May also want to consider the licensing of horse boarding operations.

5. Revise Conservation Subdivision Ordinance to give developers incentives to create quality open space – this weighted system concept was presented both to the Board and Plan Commission. Needs direction from Board on priority.

6. Develop information for the updating of the Village’s Park and Open Space Plan – this information can in part be taken from the Neighborhood Plans and should be taken on by the Parks director and commission.

7. Smart Growth requirements – this will be taken care of by Racine County through a grant they have received. Documentation from the Neighborhood Planning Project will be used to demonstrate that Caledonia has met Smart Growth requirements.

8. Village wide storm water management plan – this is nearly completed.

9. Study for sewer service to I-94 – Cal 1 has been authorized to join in a study by Earth Tech on sewer service in the I-94 corridor.

10. Metra study – Tri-County County Committee including Racine, Kenosha and Milwaukee (KRM) is working on this study.

11. Hwy 38 study – DOT has said that a final meeting of this study group, with Caledonia and Racine County representatives, will be held sometime in July or August of 2006 to present the findings and final alternative routing of State Highway 38. After this meeting, the Village needs to place the proposed route on the Official Map to protect the area and incorporate it into future planning.

12. Hwy 32 reconstruction from 5 Mile to 6 ½ Mile area – Village and PDI still talking to DOT on details. Project was scheduled for 2008, but will probably be delayed until 2010.

13. Sign ordinance – Village adopted Racine County's sign ordinance, but counsel is advising that it be looked at and tweaked some to tighten up a few things and add a few others. This should be done by a sub-committee of the Plan Commission or Legislative and Licensing.

14. Final report from PMT to Plan Commission and Board – outline items accomplished, those in progress and those that need to be done as a result of the Neighborhood Planning Project.

These are the items that need to be done yet with some suggestions on how that may be carried out. These items will need Board and or Plan Commission direction to be accomplished. With the consistent pressure of development, nearly all of these items should be looked into as soon as possible. They are:

1. Uniform Residential Design Standards – particularly multi –family. The most efficient way to accomplish this would be to call on the group (PMT) that put together the Uniform Commercial/Industrial Design Standards that are now at Legislative and Licensing. Because they are familiar with how those design standards went together and are worded, there would be little if any time needed for a learning curve. There would be a cost involved for some of the needed key players - PDI, County and Village Counsel.

2. Formation of Village Open Space Management Oversight Committee – counsel

has stated a need for some overseeing on the lands that are in stewardship plans. Attorney Ekes has suggested a committee be formed to do this. The committee would meet biannually with land trusts to review all the current stewardship plans. This would require land trusts to provide yearly updates on status of stewardship plans. This committee could be small, three or four citizens with Attorney Ekes as staff support. The community is fortunate to have residents with ecological backgrounds who would be willing to serve on this committee. The Board could form and appoint this committee with the help of Attorney Ekes.

3. Lifting of moratorium on land division in the I-94 corridor – this moratorium is in place until December 31, 2006. It is crucial that the Board make sure the Village is protected once this is lifted. That is, policies on sanitary sewer extension and hook-ups, design standards for both commercial and multi-family, and any other action steps listed in the W-2 plan that pertain to development in the corridor before sanitary sewer is available have been met. The Board should form an ad-hoc committee, or use the DRT, to make sure policies and ordinances are in place before the moratorium is lifted that assure the type of development the Village wants at the interstates. This committee should set up immediately to assure everything is in place before late fall and the lifting of the moratorium.

4. Request sewer service area boundary changes, as recommended in plans, to the City of Racine and SEWRPC – request must be made by Board .

5. Review and amend the Village's official map (Title 13) to reflect recommendations

that came out of the plans for connections, development in the I-94 corridor and the Hwy 38 realignment among other things – needs to be coordinated between counsel and engineering, then brought forward for adoption.

6. Hold a biannual meeting of the Village Board, Plan Commission, CDA, (Stormwater Commission) and (Utility/Sanitary Districts) to review the neighborhood Plans and the Land Use Plan for policy direction – suggest this is held in June and January. This would be a set time every year to make sure Village committees and commissions are working together toward the same goals as outlined by the Board.

7. Adopt as resolution the list of principle thoroughfares – needs to be coordinated between counsel and engineering, then brought forward for adoption.

8. Put together list of non-residential historic sites – Historical Society project.

9. Put together a list of environmental firms that are certified and acceptable to the Village – possible assignment to an Open Space Management Committee.

10. Put together table of plant types to be used in vegetative buffers – needs to be pulled from DNR documents - possible assignment to an Open Space Management Committee,

11. Update the Village street tree list – possible assignment to an Open Space Management Committee.

12. Policy for woods/tree preservation – possible assignment to an Open Space Management Committee.

13. Signs on roads/street that will eventually be extended – Public Works could look into.

activities in their area. This would be updated annually be generating computer postcard asking for current information. – Staff.

14. Scenic road designations – Plan Commission and Board would do this.

15. Create an electronic list or file of subdivision associations and officers that could be used to notify subdivisions of upcoming projects or

Items resulting from Neighborhood Planning that are currently in some stage of being finished:

Project	Task	Status	Responsible Party	Request by Responsible Party
Land Use Map Update	Revise current LUP including density ranges and incorporate an environmental linkages plan/map	Near Completion	Village Plan Commission	Report from Village Staff
Uniform Commercial/Industrial Design Standards	Draft a design standard ordinance for commercial and industrial development (includes big box)	Near Completion	Village Plan Commission	Report from Village Legislative & Licensing
Holding Tanks & Temporary Sanitary Sewer Service	Draft a policy for holding tanks and temporary sanitary sewer service for development at the interstate before sewer service is available	Near Completion	Village Board	Report from CAL #1
Livestock Management Ordinance	Draft an ordinance regarding livestock management	Near Completion	Village Board	Report from Village Legislative & Licensing
Conservation Subdivision Ordinance Update	Revise current conservation subdivision ordinance to give developers incentives to create quality open space	In Progress	Village Board	Report from Village Staff
Park & Open Space Plan Update	Gather & develop relevant information for the plan update	In Progress	Village Park Commission	Report from Village Staff
Smart Growth Outline	Develop an outline identifying how each neighborhood complies or does not comply with Wisconsin's Smart Growth legislation	In Progress	Racine County & SEWRPC	Report from County & SEWRPC Staff
Stormwater Management Plan	Conduct a stormwater management plan for the Village	Near Completion	Village Drainage Commission	Report from Village Staff
I-94 Sewer Service Study	Review the sewer service study for the I-94 corridor	In Progress	Village Board	Report from RA Smith
METRA Study	Review the METRA study for STH 32 & Four Mile Road area	In Progress	Village Board	Report from HNTB
STH 38 Study	Review the realignment study for STH 38 and locate on official map to protect the future right-of-way	In Progress	Village Board	Report from WISDOT & Study Group
STH 32 Reconstruction	Review WISDOT reconstruction plans for STH 32	Near Completion	Village Board	Report from WISDOT
Sign Ordinance	Adopt Racine County's ordinance and develop revisions at Village staff level	In Progress	Village Plan Commission	Report from Village Staff
Final Report	Draft a final report of items that the PMT committee has been working on & the status of those items	In Progress	Village Plan Commission	Report from PMT Committee
Transit Oriented Development (TOD) Design Standards	Draft a design standard ordinance for TOD development	Not Started	Village Plan Commission	Report from Village Staff
Traditional Neighborhood Development (TND) Design Standards	Draft a design standard ordinance for TND development	Not Started	Village Plan Commission	Report from Village Staff
Funding Sources	Explore grants, loans, TIFs, impact fees, etc. as future funding sources	In Progress	Village Board	Report from Village Staff

Items that need to be completed and need Board and / or Plan Commission direction to be accomplished.

<b>Project</b>	<b>Task</b>	<b>Status</b>	<b>Responsible Party</b>	<b>Request by Responsible Party</b>
Uniform Residential Design Standards	Draft a design standard ordinance for residential development (includes multi-family)	Not Started	Village Plan Commission	Report from Village Staff
Village Open Space Conservancy Committee	Develop this committee to monitor and manage common open space; meet biannually with land trusts to review land stewardship plans	Not Started	Village Board	Report from Village Staff
Moratorium	Adopt all ordinances, standards, and guidelines for development along the interstate prior to lifting the moratorium on 12-31-06	Not Started	Village Plan Commission	Report from Village Staff
Sewer Service Area Boundary Adjustments	Draft recommendations for boundary adjustments, as recommended in the neighborhood plans, to the City of Racine & SEWRPC	Not Started	Village Board	Report from Village Staff
I-94 Interchanges	Review WISDOT reconstruction plans for Seven Mile, CTH G, & CTH K interchanges	In Progress	Village Board	Report from WISDOT
Biannual Meetings of Village Staff	Hold biannual meetings of the Village Board, Plan Commission, & CDA to review the neighborhood plans and LUP for policy direction	Not Started	Village Board	Report from Village Staff
Principal Thoroughfares Resolution	Adopt a resolution listing the principal thoroughfares within the Village	Not Started	Village Plan Commission	Report from Village Staff
Non-Residential Historic Sites	Develop a comprehensive list of non-residential historic sites within the Village	Not Started	Village Board	Report from Village Historic Society
Environmental Firms	Develop a list of environmental firms that may provide services within the Village	Not Started	Village Board	Report from Village Open Space Conservancy
Plant Types for Vegetative Buffers	Develop a table of plant types to be used in vegetative buffers	Not Started	Village Plan Commission	Report from Village Open Space Conservancy
Street Tree List	Update the Village's street tree list	In Progress	Village Plan Commission	Report from Village Public Works
Policy for Woods / Tree Preservation	Develop policies for woods and tree preservation	Not Started	Village Plan Commission	Report from Village Open Space Conservancy
Signs that Identify Extension of Roads / Streets	Establish signs that identify the possible extension of road and streets	Not Started	Village Plan Commission	Report from Village Public Works
Scenic Road Designations	Identify scenic road designations within the Village	Not Started	Village Plan Commission	Report from Village Open Space Conservancy
Subdivision Associations/Officers List	Develop a list or file of all subdivision associations/officers within the Village and update the list annually	Not Started	Village Board	Report from Village Open Space Conservancy

## Recommendations

It is certainly the hope of this team that all the items listed above are accomplished. To do so, someone or some group will need to be assigned to oversee this list. They will need to follow up on those items that are in process to make sure they are completed. They will need to make assignments on the items that have yet to be started and follow up on them to completion.

It is crucial that the first three items listed as yet to be done are given immediate attention. Those items are Uniform Residential Design Standards, the formation of a Village Open Space Management Committee, and a committee or group to make sure everything is in place for the lifting of the land division moratorium on the I-94 corridor.

These items need immediate consideration due to the continuing pressure for development in the Village. They are necessary to control the quality of development and to implement the desires expressed in the neighborhood plans.

We would urge the Plan Commission and the Board to consider these items and how to accomplish them as soon as possible.

## Summary

This Project Management Team has worked together for four and a half years.

We did not always agree, but we listened to each other, learned from each other and respected each other. Because of that, we were able to help the Village accomplish the Neighborhood Planning Project.

We have been told that creating the plan was the “easy” part. Carrying out the recommendations and following the plan is what takes the work. The community has shown by their participation that they support Neighborhood Planning. It is up to all of us as a community to use these plans until they are frayed and worn. To let them gather dust on a shelf somewhere does not give them or the community that worked so hard to develop them, the respect they all are due.

Respectably submitted,

Linda Mielke  
June 21, 2006





