



Meeting Date: June 29, 2026

PLAN COMMISSION REPORT

Item No. **6B**

Proposal:	Plan Commission Discussion		
Description:	Staff presentation regarding a proposed concept for a new zoning district intended to accommodate mixed-use development. The district would allow for the integration of residential and commercial uses within the same area, supporting more flexible land use patterns and promoting walkable, multi-functional development.		
Applicant(s):	Village of Caledonia		
Address(es):	N/A		
Suggested Motion:	That the Plan Commission directs staff to proceed with drafting a zoning code text amendment to establish a Mixed-Use Zoning District and advance the proposal to a public hearing.		
Owner(s):	Village of Caledonia		
Tax Key(s):	N/A		
Lot Size(s):	N/A		
Current Zoning District(s):	N/A		
Overlay District(s):	N/A		
Wetlands:	☐ Yes	☐ No	Floodplain: ☐ Yes ☐ No
Comprehensive Plan:	N/A		

Background: In 2009, the Village of Caledonia adopted the Racine County Multijurisdictional Comprehensive Plan. Within the plan, the *Mixed Use – Commercial and Residential* land use category was created and applied to several parcels along the Douglas Avenue corridor in recognition of its potential to accommodate a combination of residential and commercial uses.

In 2022, Village staff undertook an effort to simplify and consolidate the previous Zoning Code by merging the 2005 Racine County code with Village's amendments. Since that time, the Village has continued to make targeted modifications to address specific local issues, such as off-street parking and the regulation of accessory buildings. As land use patterns evolve and new development challenges emerge, the zoning code must also be updated accordingly.

In the past several years, some commercial properties along the Douglas Avenue corridor have remained or become vacant, including the former Kmart building. Prolonged vacancies contribute to the underutilization of public infrastructure and may negatively affect community vitality. At the same time, the redevelopment of such properties presents several challenges, including higher land values, the mismatch between existing building configurations and contemporary business models, and construction costs. As these conditions have continued to evolve, the need for additional zoning policy changes has also increased. In this context, mixed-use development can provide a flexible model that supports reinvestment, expands housing opportunities, and encourages more efficient use of existing land and infrastructure.

Although the *Mixed Use – Commercial and Residential* land use category exists in the Comprehensive Plan, the zoning code does not currently include a district specifically intended to implement this category. This omission creates hurdles in achieving the community goals and objectives expressed in the Comprehensive Plan. To address this gap, staff researched how other municipalities in the State of Wisconsin regulate mixed-use districts and prepared a draft that combines regional best practices with local context. Many neighboring and similarly sized municipalities in Wisconsin include districts that regulate a mixture of land use types, including Mount Pleasant, Sturtevant, and Shorewood.

Mixed-Use District Overview

The creation of a mixed-use zoning district provides an opportunity to respond to evolving community needs, economic trends, and changing land use patterns. The proposed district is intended to facilitate the development and redevelopment of vacant parcels along major commercial corridors served by municipal water and sewer, such as Douglas Avenue. By encouraging a mix of uses, the district can also support increased walkability, diversify housing opportunities, and improve the utilization of existing public infrastructure.

To mitigate potential conflicts between land uses, staff proposes limiting permitted uses to a selected range of lower-impact commercial uses and multi-family dwellings. In addition, development within the district would be required to provide public sidewalks and common open space as amenities for residents. To promote higher-quality site design, staff also proposes further landscaping and screening standards, including requirements for open space areas and interior parking lot landscaping.

Regarding off-street parking, reduced parking minimums are proposed to reflect evolving development patterns, encourage more efficient site design, and help address construction cost constraints. Together, these standards are intended to support compatible, attractive, and functional mixed-use development.

The full text of the proposed zoning district can be found in Exhibit A.

Benefits and Alignment with the Comprehensive Plan

By creating this zoning district, the Village would take further steps toward implementing the goals and objectives of the current comprehensive plan while positioning itself to respond to changing community needs. Of the 16 goals identified in the comprehensive plan, the proposed mixed-use district would help advance at least six:

- Guide future growth in a manner that preserves and enhances the quality of life and character of urban and rural communities.
- Encourage development patterns that promote efficient and sustainable use of land, that can be readily linked by transportation systems, and utilize existing public utilities and services.
- Provide opportunities for an adequate housing supply that will meet the needs of all residents and a broad range of choice among housing designs, sizes, types, and costs, recognizing changing trends in age-group composition, income, and household types.
- Promote the coordination between land use and housing design that supports a range of transportation choices.
- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities.
- Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.

In addition, since the Village has started the process of updating the current Comprehensive Plan, many residents have expressed the pressing need to redevelop vacant commercial parcels, create safer walking pathways, while also demonstrating support to an appropriate mixture of residential and commercial uses.

Conclusion

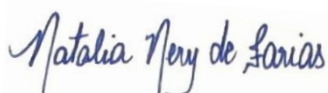
The introduction of a mixed-use zoning district represents a forward-thinking planning approach that promotes efficient land use patterns, sustainable growth, diverse housing opportunities, and economic vitality. Its creation would be an important step in ensuring that the Village remains competitive, attractive, and livable for current and future generations.

Latest Updates

Following discussion at the May 2026 Plan Commission meeting, staff reviewed concerns regarding density controls within the proposed Mixed-Use zoning district. To ensure consistency with existing Village regulations, staff reviewed the density standards currently in place for the RM-1, Multi-Family Residential District. Based on this review, staff proposes establishing a density range of not less than 16 and not more than 25 dwelling units per gross acre. This standard has been incorporated into the statement of intent for the proposed district, as shown in Exhibit A.

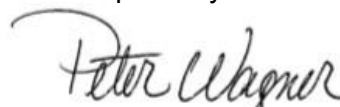
If the Plan Commission is comfortable with the proposed Mixed-Use zoning district, staff has drafted a suggested motion to proceed with a public hearing on a zoning code text amendment for further review and consideration.

Prepared by:



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Respectfully submitted:



Peter Wagner, AICP
Development Director

SEC. 16-6-X CX-1 Corridor Mixed-Use District

- (a) **STATEMENT OF INTENT:** This district is intended to promote a diversity of land uses to support walkable, mixed-use development patterns along business corridors and nodes served by municipal sewer and water. **Development within this district shall include a mix of residential and nonresidential uses. Residential development shall be permitted at an average density of not less than 16 and not more than 25 dwelling units per gross acre.**

(b) **BASIC REGULATIONS**

Lot	Minimum Width	150'
	Minimum Area	43,560 square feet
	Minimum Open Space	20%*
	Maximum lot coverage	80%
Principal Structure	Maximum Height	60'
Accessory Structures	Maximum Height	30' (or height of principal structure, whichever is lower)
Setbacks – All Structures	Street	15'
	Rear	15'
	Side	15'

* Sec. 16-6-X(f)(1): A minimum of ten percent (10%) of the required open space shall be designed as usable open space.

(c) **PERMITTED USES BY RIGHT (“PERMITTED USES BY RIGHT”)**

- (1) Multiple-family dwellings, more than three (3) units per structure.
- (2) Licensed Community Living Arrangements.
- (3) Retail establishments selling and storing product and merchandise.
- (4) Professional Offices.
- (5) Restaurants.
- (6) Financial Institutions.
- (7) Churches.
- (8) Personal Service Establishments.
- (9) State Licensed Massage Therapy.
- (10) State Licensed Tattoo Piercing Studio.
- (11) All Private Utility Installations provided all principal structures and uses are not less than fifty (50) feet from any residential district lot line.
- (12) Governmental and cultural uses, such as fire and police stations, community centers, libraries, public emergency shelters, parks, playgrounds and museums.
- (13) Public and parochial and private elementary and secondary schools.
- (14) Rest homes, nursing homes, homes for the aged, clinics and children’s nurseries provided all principal structures and uses are not less than fifty (50) feet from any lot line.

- (15) Licensed commercial day care centers.
- (16) Pet grooming.
- (17) Commercial Recreation Facilities.

(d) PERMITTED ACCESSORY USES (“ACCESSORY USES”)

- (1) Renewable energy structures.
- (2) Off-street parking for residential uses.
- (3) Off-street parking and loading areas in conjunction with the operation of a business.
- (4) Uses incidental to residential uses subject to Plan Commission approvals
- (5) Uses incidental with the operation of a business subject to Plan Commission approvals

(e) OFF-STREET PARKING REQUIREMENTS

- (1) **Minimum Parking Space Requirements.** Off-street vehicle parking space ("parking space") for this district shall be reduced, being provided for buildings and uses as hereinafter specified.

Use Category	Minimum Spaces	Maximum Spaces
Multi-family Dwelling Units	1.2 per dwelling unit	No maximum
Apartments with Commercial Uses, Mixed Use Building	Per each individual land use minus 20%	Per each individual land use
Secondary and Elementary Schools	1 for each 2 employees plus a reasonable number of stalls for student and other parking	No maximum
Rest Homes, Nursing Homes	1 per 5 beds plus 1 per 3 employees	No maximum
Senior housing	1 per dwelling unit	No maximum
Churches, Theatres, Auditoriums, Community Centers, and Other Places of Public Assembly	1 per 5 seats	No maximum
Retail sales	1 per 1,000 square feet of floor area	5 per 1,000 square feet of floor area
Restaurants, Bars, Places of Entertainment, and Service Stores	Same as retail sales	No maximum
Professional Offices, Financial Institutions, Business, and Governmental	1 per 500 feet for first 2,000 square feet of floor area, plus 1 per 1,000 square feet of floor area in excess of 2,000 square feet.	4 per 1,000 square feet of floor area

- (2) **Parking requirement reduced.** A reduction of minimum parking space requirements may be requested by the applicant upon the submittal of a parking demand study. The study must include:

- a. Operational characteristics by land use or building type such as but not limited to days and hours of operation, operational peak hours, expected maximum occupancy of residents, employees, or visitors and any other information necessary to determine the amount of parking stalls necessary for the building and use. Maximum occupancy for residential uses other than those listed in the parking supply schedule must include number of units, bedrooms per unit, and anticipated guest or management staff and resident population, limited to those who are expected to have vehicles needing parking.
 - b. Indication of the necessary parking supply by a unit of measure such as by square feet of floor area, number of occupants established by occupancy limits, or other applicable unit as recommended by the sources relied on to generate the proposal. Cite sources used to calculate parking supply needs such as the Urban Land Institute or Parking Generation Manual of the Institute of Transportation Engineers, latest edition.
 - c. Alternatively, a citation of comparable land use types or recent studies that are located within similar communities. Identify author of study, their credentials, location of precedents, and contact information for the community representatives where the parking was located. Applicants may use studies or information from their own operations in other jurisdictions if the information required here is provided.
- (3) **Surfacing.** All off-street parking areas, loading areas, and access drives shall be surfaced with concrete, asphalt, permeable pavers, porous concrete, or other hard, dust-free surface approved by the Village Engineer and Public Services Director. Paved areas shall be maintained free of weeds, invasive species, dust, trash, and debris. Crushed stone and recycled asphalt are not acceptable surfacing materials.
- (f) **LANDSCAPING AND DESIGN**
- (1) **Usable Open Space Required.** A minimum of ten percent (10%) of the required open space shall be designed as usable open space, as defined in Section 16-18-1.
 - (2) **Landscape areas.** All unpaved yards of any lot in this district must be covered by either planting bed or landscaping.
 - (a) Planters and planting beds. All planters and planting beds must include shrubs, ornamental grasses (not turf or lawn grass), ground cover, annuals, or perennials.
 - 1. A minimum of four low shrubs, or eight perennials or ornamental grasses, are required per 100 square feet of landscaped area. Equivalent combinations of plants may be used, with two perennials or ornamental grasses equivalent to one low shrub. The remaining portion of the bed may be covered with natural, unpainted and undyed bark mulch, or natural, unpainted and uncolored, decorative stones, minimum 0.75 inch and maximum five inches in dimension.

2. Annual beds must be maintained seasonally, replanting as necessary.
 3. Planting beds shall not include species considered noxious weeds per Section 8-1-2(a)(2).
 4. A recommended street tree list is maintained by the Planning & Zoning Department and is available upon request to guide species selection.
- (3) **Sidewalks required.** Sidewalks shall be installed along all sides of the lot abutting a public street and shall be designed and built in accordance with the provisions of Title 6, Chapter 3.
- (4) **Interior parking lot landscaping.** A minimum of one canopy tree and 100 square feet of landscape area is required for every ten (10) parking spaces or fraction thereof, provided that:
- (a) Parking spaces within structures, designated motorcycle parking spaces and bicycle parking spaces are not included when determining the minimum amount of landscaping required.
 - (b) Trees and landscaped areas used to meet the screening requirements of this section are counted toward total parking lot landscaping requirements.
 - (c) Green infrastructure incentives. The interior parking lot landscaping requirement of this division may be reduced to not less than one tree and 100 square feet of landscaped area per thirteen (13) parking spaces if the following amounts of green infrastructure features are provided as a substitute for trees and landscaped areas:
 1. Permeable paving. One hundred square feet of permeable paving may be substituted for one tree and 100 square feet of landscaped area.
 2. Rain gardens. One hundred square feet of rain garden with a rainwater catchment area of at least 1,000 square feet may be substituted for one tree and 100 square feet of landscaped area.
 3. Bioswales. Fifty cubic feet (375 gallons) of bioretention capacity with a rainwater catchment area of at least 1,000 square feet may be substituted for one tree and 100 square feet of landscaped area.
- (5) **Pedestrian walkways.** The design of pedestrian walkways shall follow the Village Design Guidelines per Section 16-4-4.
- (g) **SCREENING**
- (1) Per Village Design Guidelines, the design of trash and recycling receptacles shall use similar grade materials as proposed on the principal structure, or a combination of landscaping, grading, and fencing. Receptacles shall be screened on three sides by an opaque masonry wall or fence with a maximum height of six (6) feet. Materials that are not solid, such chain-link fencing with slats, are prohibited.

- a. Enclosure openings shall be gated with an opaque material and shall not be directly visible from a public right-of-way and/or adjoining residential areas.
- (2) The design and screening of garage doors, loading areas, service entries and areas, and mechanical equipment shall follow the adopted Village Design Guidelines per Section 16-4-4.
- (h) **EXTERIOR LIGHTING**
 - (1) The design of exterior lighting shall follow the provisions of Section 16-10-4 and the Village Design Guidelines per Section 16-4-4.

Definitions:

Planting bed. shall mean a designated area for the cultivation of plants such as shrubs, ornamental grasses, or similar vegetation, which is physically separated from lawn grass or turf areas. A planting bed may be located at grade or raised above the surrounding soil and is defined by a frame, stone borders, or similar.

Usable Open Space. A primarily contiguous outdoor or unenclosed area designed and accessible for outdoor living, recreation, pedestrian access, or landscaping. Such areas may include wetlands or ponds but shall exclude parking facilities and interior parking lot landscaping, driveways, utility or service areas, required street yards, and any space with a dimension of less than six (6) feet in any direction.

RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF CALEDONIA: 2035
MIXED USE - COMMERCIAL AND RESIDENTIAL

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Miles

