

**REDEVELOPMENT PLAN**  
**UNION GROVE REDEVELOPMENT AREA**

VILLAGE OF UNION GROVE, WISCONSIN

Prepared by:  
Village of Union Grove and  
Racine County Economic Development Corporation

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## S ECTION A: DESCRIPTION OF UNION GROVE REDEVELOPMENT AREA

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### 1. BOUNDARY DESCRIPTION NARRATIVE

Forthcoming. See Map 1 for detail of area.

### 2. BOUNDARY MAP

The boundaries of the Union Grove Redevelopment Area are shown on Map 1, *Boundary Map*.

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## S ECTION B: PLAN OBJECTIVES

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In 2004, the Village of Union Grove hired the firm of Vandewalle & Associates (“Vandewalle”) to help prepare a Community Development and Downtown Revitalization Plan for the Village. Following technical analysis, business and resident surveys, and community meetings, Vandewalle completed and presented the *Village of Union Grove Opportunity Analysis* to the Board of Trustees in April 2005. Subsequently, on November 14, 2005, the *Opportunity Analysis* (“Plan”) was adopted by the Board of Trustees. The Plan includes a Downtown Revitalization Plan, as well as conceptual plans for redevelopment and Implementation Strategies.

The Plan takes a fresh look at the community to identify the most effective combinations of community attributes to serve as catalysts for economic development. The results of a community meeting cited in the Plan specifically identified as community challenges the commercial decline, high vacancy rate, lack of activity downtown, poor infrastructure/public service maintenance, and lack of employment opportunities.

The Plan offers a variety of recommendations to address these challenges, including redevelopment and infill opportunities and public improvements. To accomplish these redevelopment activities, the Plan recommends creating a Tax Increment Finance (TIF) District and establishing a Community Development Authority (CDA). To this end, this Redevelopment Plan is prepared as a response to those recommendations and incorporates by reference the adopted *Downtown Redevelopment Plan*.

The objectives of the Redevelopment Plan for the Union Grove Redevelopment Area are:

- To eliminate slum and blight areas and prevent their reoccurrence;
- To eliminate substandard and obsolete buildings, blighting influences, and environmental deficiencies which detract from the functional unity, aesthetic appearance, and economic welfare of the area and also to prevent the occurrence of blight and blighting influences;
- To provide for orderly physical and economic growth through managed redevelopment and rehabilitation;
- To provide for the improvement and extension of utilities to promote the economic growth of Union Grove;

- To assemble land into parcels functionally adaptable with respect to shape and size for disposition and redevelopment in accordance with contemporary development needs and standards;
- To make physical improvements that will be sufficient in scope and character to bring about a distinct and visible renewal of the area;
- To encourage coordinated development of parcels and structures in order to achieve efficient building design, unified off street parking, and internal pedestrian connections;
- To minimize the points of friction between pedestrian and vehicular traffic and to maximize the opportunities for pedestrian activity;
- To achieve architectural, site planning, and landscape design of the highest standards on all public and private property including streets;
- To establish a pattern of land use activities arranged in compact, compatible groupings to increase efficiency of operation and economic relationships;
- To encourage the renovation, rehabilitation and conservation of existing structures not scheduled for removal;
- To strengthen the image of Union Grove as a place to do business, work and invest;
- To enhance the appearance of public places and rights of way;
- To improve the usefulness of the public and private open spaces in the area.

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## **S** ECTION C: EXISTING CONDITIONS

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### 1. GENERAL LAND USES

The Redevelopment Area is generally centered around Main Street from 15<sup>th</sup> Avenue (Hwy 11) to the South and 7<sup>th</sup> Avenue to the North. This area has historically been a mixed-use district with commercial and residential. Also includes a portion of the Canopy Hills development recently annexed (8/13/05) which is zoned agricultural.

Land use within the area is principally commercial, including general commercial, highway commercial, and office and professional business. Light industrial use is limited to the area around State Street and Mill Avenue near the Canadian Pacific Railway. Village Square Park (1 acre) is located at the intersection of Main Street and 10<sup>th</sup> Avenue and provides passive open space. The former Graded School on 14<sup>th</sup> Avenue is zoned Park and Conservancy. Parking within the Redevelopment Area is provided by one municipal lot located at the corner of Vine Street and 12<sup>th</sup> Avenue, various private business lots, and multiple on-street parking spaces along Main Street.

Map 2 shows existing land uses in the Redevelopment Area and vicinity. The area has a full range of municipal and public services including sanitary and storm sewer, water, natural gas, electricity, and telephone.

## 2. BUILDING CONDITIONS OF IMPROVED PARCELS

The Village of Union Grove CDA declared the Redevelopment Area a blighted area in need of urban renewal, under state statute 66.1333. This finding is supported by the Blight Determination Study performed by Village staff. That document is an appendix to this report. Out of the 185 individual tax parcels in the study area, 99 met at least one of the statutory criteria for a blighted property.

Specific blighting influences that will be corrected through redevelopment include:

- Vacancy and underutilization.
- Deteriorating site and building conditions: Broken windows, poor site maintenance, inadequate screening.
- Aged or obsolete buildings.
- Safety: Traffic patterns which create conflicts between pedestrians/customers and vehicles seeking to load or unload and/or street access which may be periodically blocked due to parking of vehicles regularly loading or unloading.
- Impairing sound growth development due to lack of public improvements.

## 3. FINDINGS

The conditions described in C.1 and C.2 above show that the Redevelopment Area is a blighted area as defined in sec. 66.1333 (2m) (b), Wisconsin Statutes, in that the characteristics of dilapidation, deterioration, age, obsolescence of structures, and deterioration of site and other improvements, and that these characteristics impair the sound growth of the Union Grove Redevelopment Area and constitute an economic liability.

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## SECTION D: GENERAL LAND USE PLAN

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### 1. PROPOSED LAND USES

The proposed land use plan for the Redevelopment Area is based on the vision, goals and recommendations expressed in the Plan. The Plan seeks to promote development consistent in design with the historic neighborhood pattern of Union Grove. A high priority is placed on preserving the historic character of downtown through rehabilitation and/or re-use of existing parcels, as well as infill development on underutilized sites.

Preferred uses include:

- a) Mixed-use developments at key locations on Highways 45 and 11 which include ground floor retail with apartments or condominiums above.
- b) Residential development, including senior housing, condominiums and/or row housing off of Main Street.
- c) Other uses that meet design criteria and contribute to a unique, experience-based use mix may also be considered as alternatives to the land use recommendations in the Plan.

It is the CDA's intent to redevelop the land and facilities in the redevelopment area by entering into development participation agreements with private developers who will undertake to install and attract new development to the redevelopment area which is consistent with this redevelopment plan and the Village's Project Plan for TID #4. A substantial part of the land area will be developed for commercial/mixed-use purposes. Adequate infrastructure must be provided along with improvements to streetscape, landscape and existing facilities in order to assure a market for the redeveloped properties.

For properties that are not acquired, the CDA will work with the property owners to upgrade and maintain their properties in a manner consistent with this Plan. The CDA will provide for a façade improvement program through a revolving loan.

Proposed predominant land uses are shown on Map 3, *Proposed Land Uses*.

## 2. LAND USE PROVISIONS AND BUILDING REQUIREMENTS

### A. Uses Permitted

Only those land uses permitted in the Village Zoning Code (Chapter 118 of the Village of Union Grove Municipal Code) and compatible with the objectives and requirements of this Redevelopment Plan will be permitted land uses in the Union Grove Redevelopment Area.

The Redevelopment Plan recommends the zoning of a portion of the land within the project area be changed to PUD - Planned Unit Development Overlay District). The Planned Unit Development Overlay District allows more flexibility of overall development design with benefits from design flexibility intended to be derived by both the developer and the community, while at the same time maintaining insofar as possible the land use density and other standards or use requirements as set forth in the underlying basic zoning district.

### B. Regulations and Controls

No additional regulations and controls for the redevelopment area exist at this time aside from the Village's Zoning Code and Ordinances. While there are no Design Standards currently defined, one of the future considerations of the Community Development Authority could be to determine Design Standards for the downtown area.

## 3. PROPOSED REDEVELOPMENT ACTIVITIES

### A. Land Acquisition

#### 1. Properties to be Acquired

It is anticipated that properties will be acquired in the Redevelopment Area, but specific properties have not yet been identified. Properties identified for acquisition will be for one or more of the following purposes:

- a) To remove buildings which are structurally substandard.

- b) To remove buildings which are economically infeasible of rehabilitation.
- c) To remove buildings, other than those buildings which are substandard, in order to effectively eliminate blighting influences which are exerted on the area and assemble land into parcels of adequate size and shape to meet contemporary development needs and standards.
- d) To hold, improve, or prepare buildings for redevelopment or urban renewal.
- e) To purchase unimproved parcels necessary to hold, improve or prepare for redevelopment, re-use, or urban renewal.
- f) To purchase parcels, unimproved or improved, for the development of public uses, including, but not limited to, open space, roadways and parking areas.

## 2. Timing of Land Acquisition

Properties identified for acquisition in the Redevelopment Area will be acquired by the CDA of the Village of Union Grove. The timing of land purchases will be dependent upon the availability of funds; specifically, it is proposed to fund the acquisition and other expenses of the project through the creation of a tax increment district (TID). It is anticipated that all properties will be acquired over a 15-year period commencing with the approval of this Redevelopment Plan by the Village Board of Trustees and the creation of the TID by the Board of Trustees and the intergovernmental Joint Review Board.

## 3. Conditions Under Which Property Not Designated for Acquisition May be Acquired

Property not designated for acquisition may be acquired by the CDA if such property is not made to conform to the Redevelopment Plan, Rehabilitation Standards and/or Local and State Codes and Ordinances, or through amendment to this Plan as described in Section G below.

### B. Relocation of Displaced Individuals, Families and Businesses

In the event that any property is acquired for the project, expenses including the cost of a relocation plan, staff, publications, appraisals, land and property costs and relocation benefits as required by Wisconsin Statute 66.1333 and section 32.05, Wisconsin Statutes, as amended.

### C. Rehabilitation and Conservation

#### 1. Rehabilitation and Conservation Goals

The goal of property rehabilitation is to provide safe, sanitary, functional and attractive conditions in which to live, work, shop and transact business. Fundamental to this goal is the restoration of all existing buildings that are to remain in a safe and sound condition meeting present day standards for health, safety, and welfare, sufficient to provide reasonable protection against the development of blighting influences. The following objectives are established to fulfill the intent of this Redevelopment Plan.

## Maintenance of Exterior of Premises

- a. The exterior of the premises and all of the structures thereon are to be kept free of all nuisances and any hazards to the safety of occupants, pedestrians and other persons utilizing the premises, and free of unsanitary conditions. Any of the foregoing shall be promptly removed and abated by the owner or operator.

- b. Wall and Exterior Surfaces

The exterior surfaces of every structure or accessory structure (including fences, signs and storefronts) are to be maintained in good repair and all surfaces thereof shall be kept painted or protected with other approved coating or material where necessary for the purposes of preservation and appearance. All surfaces will be maintained free of broken glass, loose shingles, crumbling stone or brick, excessive peeling paint or other conditions reflective of deterioration or inadequate maintenance to the end that the property, itself, may be preserved, safety and fire hazards eliminated, and adjoining properties protected from blighting influences.

- c. Appearance and Aesthetic Control of Exterior of Premises

The exterior of the premises and the condition of accessory structures are to be maintained so that the appearance of the premises and all buildings is compatible with a rehabilitated redevelopment area.

- d. Exterior Appurtenances

All exterior appurtenances or accessory structures which serve no useful purpose and those in a deteriorated condition which are not economically repairable shall be removed. Such structures include porches, terraces, entrance platforms, garages, carports, walls, fences, signs and sheds.

## D. Rehabilitation Standards

All non-acquired structures in the Redevelopment Area shall comply with the Village's building, plumbing, electrical, and health codes, the zoning ordinance and other pertinent statutes, ordinances, and regulations relating to the use and occupancy of property and structures.

## E. Public Improvements

Public improvements identified to be undertaken in the Redevelopment Area include replacement or renovation of deteriorated utility services that may include, but is not limited to abandonment and replacement of sanitary sewer and water, extension of sanitary sewer, storm sewer, water storage, street improvements and extensions, traffic signalization, streetscaping, curb, gutter and sidewalks.

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## **S** ECTION E: DISPOSITION OF COMMUNITY DEVELOPMENT AUTHORITY OWNED PROPERTY

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The Community Development Authority upon the acquisition of real property in the project area has the power, under State law, to lease, sell, or otherwise transfer all or any part of said real property to a redevelopment company, association, corporation, or public body, or to an individual or partnership, for use in accordance with the redevelopment plan.

Before the transfer, lease, or sale of any real property owned by the CDA in the Redevelopment Area occurs, a report as to the terms, conditions, and other material provisions of the proposed sale, lease or other disposition of either a part of or all of the land assembled will be submitted to the Village Board of Union Grove, who shall approve such report prior to the CDA's proceeding with the disposition of real property.

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## **S** ECTION F: OTHER PROVISIONS NECESSARY TO MEET STATE REQUIREMENTS

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To satisfy the requirements set forth in the Blight Elimination and Slum Clearance Act, Section 66.1333, Wisconsin Statutes, the following general statements and maps are included herein and may be changed without constituting a change in the Redevelopment Plan.

### 1. Conformance to the General Plan

The Redevelopment Plan is consistent with the *Opportunity Analysis* which was adopted by the Village Board of Trustees on November 14, 2005.

### 2. Relationship to Local Objectives

The Redevelopment Plan has been carefully related to the following local objectives:

- a) Help stimulate the redevelopment and infill of marginal or underutilized lands downtown and along key corridors;
- b) Help preserve the small town authenticity of the Village;
- c) Draw business into town;
- d) Contain larger parcels that are already in the Village to minimize the need for multiple annexations and land purchases, and to prevent commercial "strip" development;
- e) Help establish a direct physical connection between the new commercial uses and downtown to enable mutually supporting activities, land use synergies, and community walkability;
- f) Minimize conflicts with, and displacement of, existing property owners and land uses;
- g) Minimize the disturbance of natural features and the breaking up of large tracts of prime farmland;
- h) Allow secondary points of access to and from new mixed-use districts from the local street network; and
- i) Establish strong community gateways and compact commercial frontage along Highways 11 and 45 that sets a tone for future development.

3. Project Area Boundaries

The project area boundaries are described in Section A-1 of this Redevelopment Plan.

4. Existing Land Use and Property Conditions

Map 2, *Existing Land Use Map* and the Blight Determination Study, attached hereto and incorporated as a part of this Plan, show the existing land uses and existing condition of structures in the area.

5. Land Use Plan

The land uses proposed for the project area are shown on Map 3, *Proposed Land Use Map*, which is made a part hereof.

6. Redevelopment Standards

The standards to be imposed on properties within the redevelopment area are stated in Sections D.2 and D.3.C and D.3.D of this Plan.

7. Present and Potential Equalized Values

The present and estimated potential equalized tax value for the redevelopment area is as follows:

- Present equalized tax value (2005) ..... \$275,153,500
- Potential equalized tax value\* ..... \$321,753,500

\* Includes potential TID increment of \$46,600,000.

8. Proposed Zoning Changes

Implementation of the Plan may require rezoning portions of the project area to PUD - Planned Unit Development Overlay District, or in some instances, maintaining the existing zoning. The Village Zoning Code is contained in Chapter 118 of the Village of Union Grove Municipal Code. The Planned Unit Development Overlay District allows more flexibility of overall development design with benefits from design flexibility intended to be derived by both the developer and the community, while at the same time maintaining insofar as possible the land use density and other standards or use requirements as set forth in the underlying basic zoning district.

9. Required Site Improvements and Utilities

Significant site work is required to support the development of community facilities with the Redevelopment Area.

Improvements required within rights-of-way include, but are not limited to:

- Installation of water mains, laterals and related appurtenances.
- Installation of sanitary sewer lines, laterals and related appurtenances.
- Installation of stormwater lines, laterals and related appurtenances.
- Installation, construction, or reconstruction of streets and traffic signalization.
- Installation of a new water storage facility and well.
- Installation of recreational trails and sidewalks.
- Landscaping and urban design enhancements, including, but not limited to, decorative benches, wayfinding signage, banners, and “place making” appurtenances.

Improvements which may be required to real property include:

- Acquisition and consolidation of small or irregular shaped parcels in order to create parcels of marketable size and shape.
- Water, sanitary sewer and/or stormwater service laterals from the right-of-way line to the structure, including connections charges, payment of front foot and utility connections charges or Impact Fee charge, possible abandonment of private wells and/or plumbing to assure that cross-connections do not occur with the municipal water system.
- Conversion of overhead utility wires to underground services, including costs to bring services of individual residential and commercial properties to Code.
- Construction of new or renovated commercial or “mixed use” traditional neighborhood developments including, but not limited to, the hard and soft costs of said construction.

#### 10. Feasible Methods of Relocation

See Section D.3.B of this Redevelopment Plan.

#### 11. Population Density Control

Population density controls are contained in the Municipal Code of the Village of Union Grove which shall govern density in the Redevelopment Area.

#### 12. Traffic

Additional traffic volumes and new traffic patterns may be created as the area redevelops. Construction of a controlled intersection is anticipated at Hwy 45 and 58<sup>th</sup> Drive. Parking, truck ingress and egress, and on-site traffic flow will be carefully considered as the redevelopment project unfolds.

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## **S** ECTION G: PROCEDURES FOR AMENDING THE REDEVELOPMENT PLAN

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This plan may be amended by resolution of the Community Development Authority at any time after it has been approved by the Community Development Authority and the Village Board. The Village Board must approve any plan amendment by a two-thirds vote before it can become effective. The boundaries of the Redevelopment Area may be changed only after a public hearing

conducted by the Community Development Authority under the provisions of Sec. 66.1333(6)(d), Wisconsin Statutes.

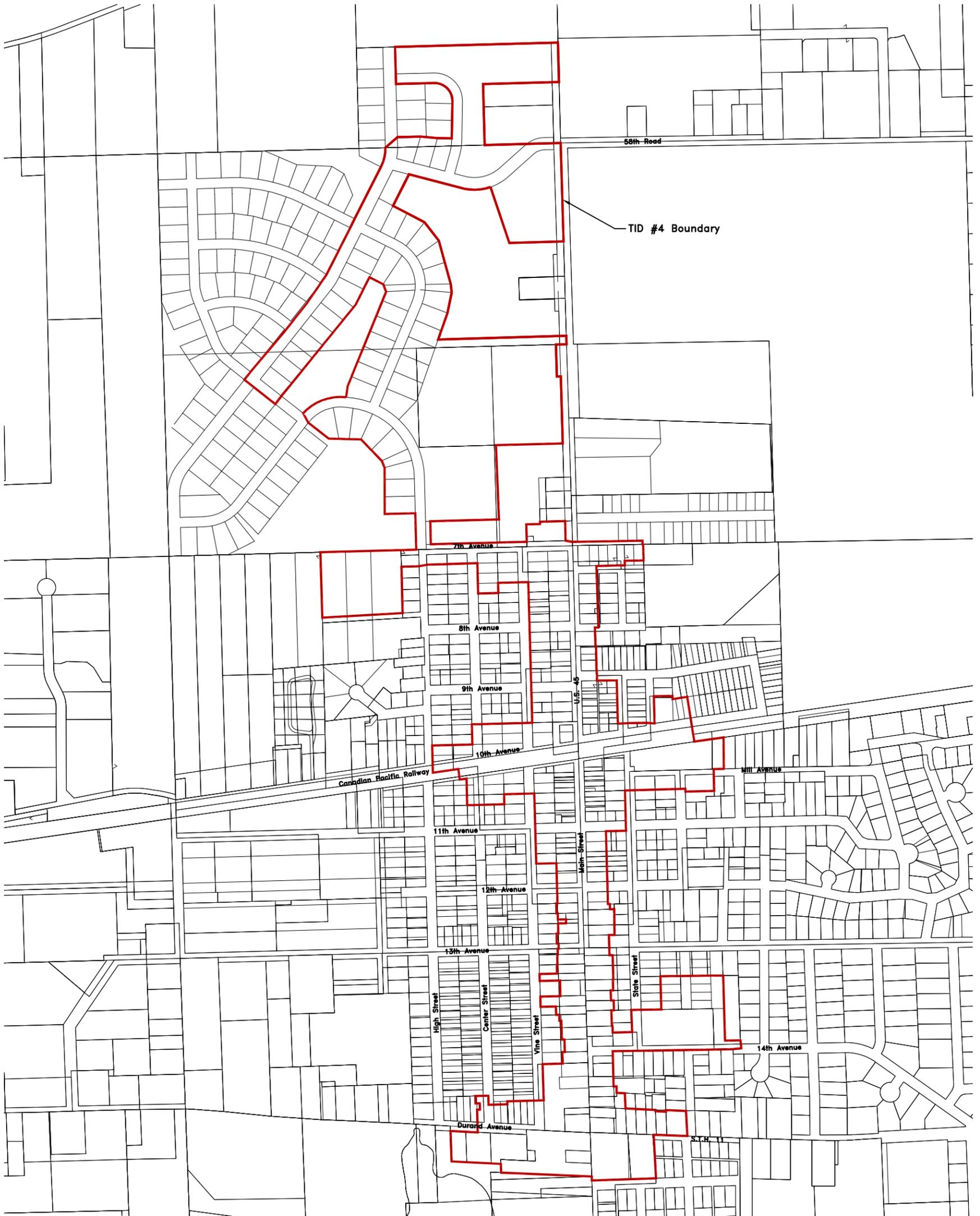
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**S** ECTION H: TERMINATION OF PLAN

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This plan is self-renewing unless terminated by action of the Community Development Authority of the Village of Union Grove or its designated successor agency.

# VILLAGE OF UNION GROVE, WISCONSIN REDEVELOPMENT AREA



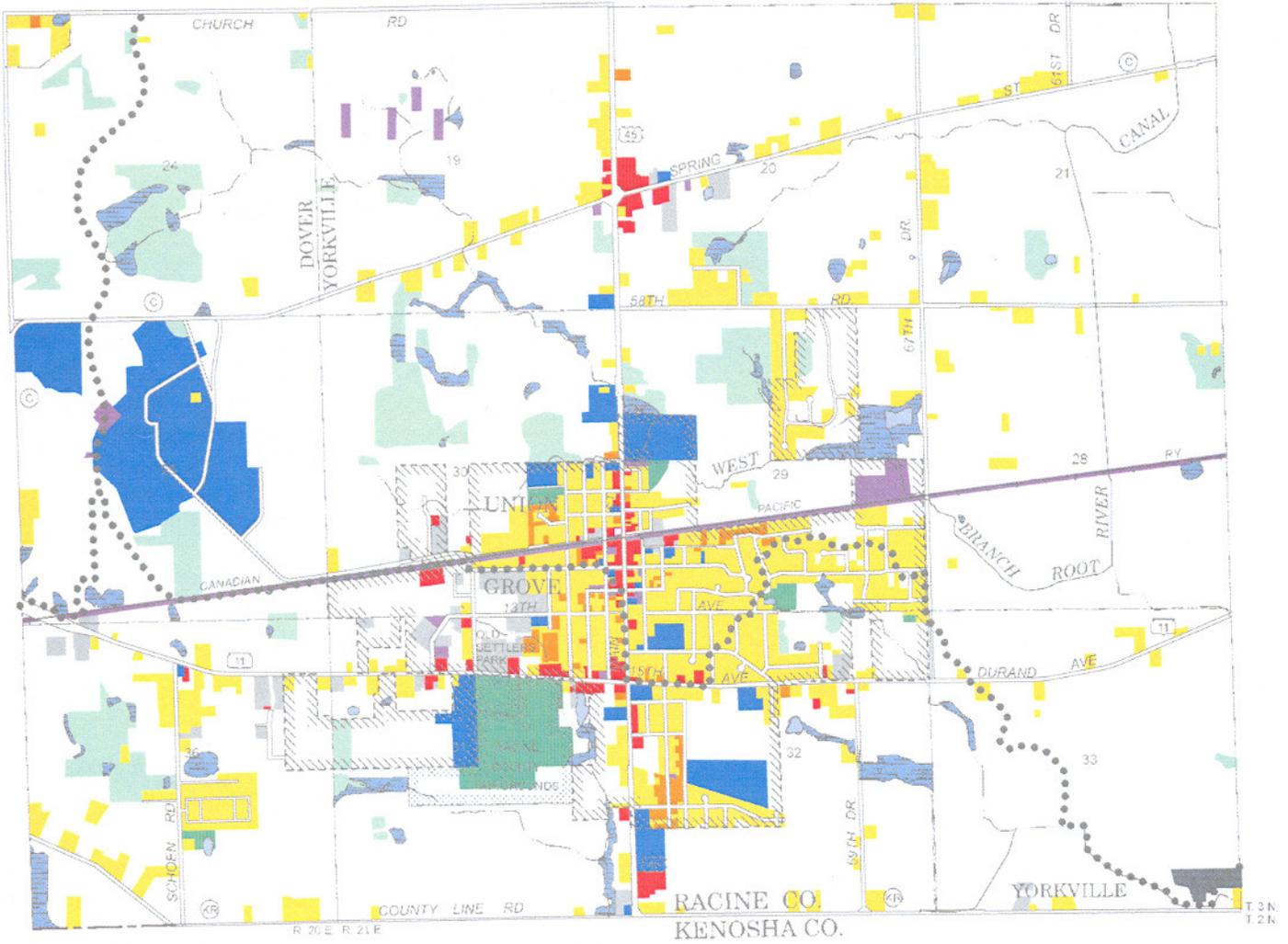
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PLOTTED: 1-18-06 @ 7:47am  
VERSION: 16.0



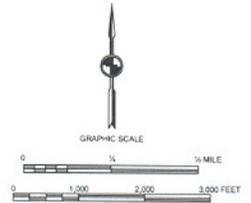
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DeKalb, Illinois 815.787.3111  
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Rockford, Illinois 815.489.1551

# Map 2: Existing Land Use Map

## EXISTING LAND USES IN THE VILLAGE OF UNION GROVE PLANNING AREA: 2000



- |  |   |
|--|---|
|  SINGLE-FAMILY RESIDENTIAL                    |  GOVERNMENTAL AND INSTITUTIONAL    |
|  TWO-AND MULTI-FAMILY RESIDENTIAL             |  RECREATIONAL                      |
|  COMMERCIAL                                   |  WOODLANDS                         |
|  INDUSTRIAL                                   |  WETLANDS                          |
|  EXTRACTIVE                                   |  SURFACE WATER                     |
|  TRANSPORTATION, COMMUNICATION, AND UTILITIES |  AGRICULTURAL AND OTHER OPEN LANDS |
|  |  STREETS AND HIGHWAYS              |

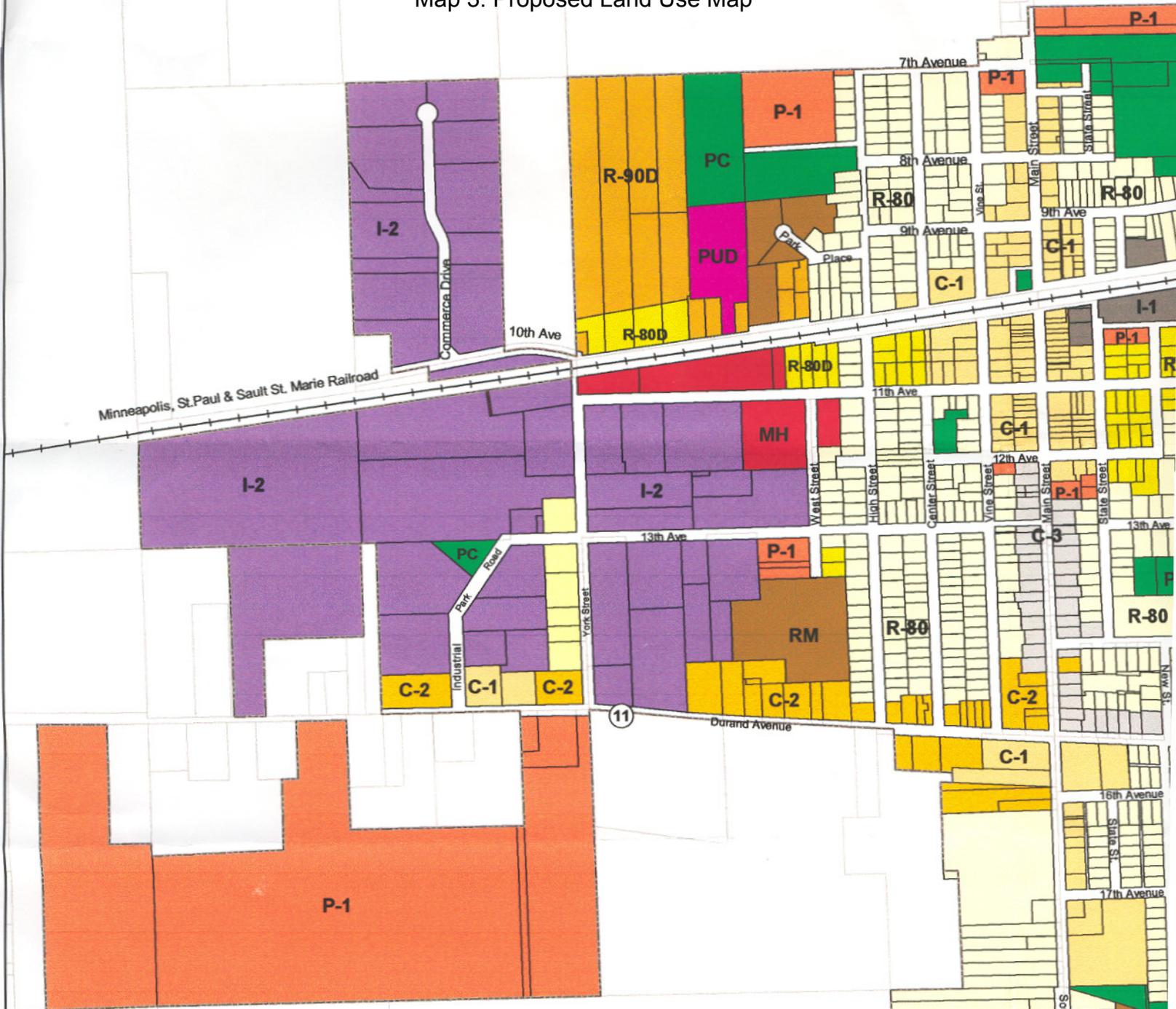


Source: SEWRPC.

# OFFICIAL ZONING MAP



Map 3: Proposed Land Use Map



## ZONING AND OVERLAY DISTRICTS

- |                                |  |
|--------------------------------|--|
| Single Family Residence (R-80) | Office and Professional Business (C-3) |
| Single Family Residence (R-90) | Light Industrial (I-1)                 |
| Two Family Residence (R-80D)   | Heavy Industrial (I-2)                 |
| Two Family Residence (R-90D)   | Mobile Home (MH)                       |
| Multiple Family Residence (RM) | Park and Conservancy (PC)              |
| General Commercial (C-1)       | Institutional and Park (P-1)           |
| Highway Commercial (C-2)       | Agricultural (A)                       |
|                                | Planned Unit Development (PUD)         |