



CITY OF RACINE DEPARTMENT OF CITY DEVELOPMENT STAFF REPORT

Meeting Date: 12/4/2023

To: Mayor and Planning, Heritage and Design Commission Members

From: City Development Department, Division of Planning and Redevelopment

Division Manager: Jeff Hintz – (262) 636-9151 jeff.hintz@cityofracine.org

Case Manager: Steven Madsen

Location: 5502 and 5500 Durand Avenue

Applicant: Woodman’s Food Market – Clint Woodman and FoxArneson – Jim Arneson

Property Owner: Racine Mall, LLC

Request: Consideration of a major amendment to the Planned Development conditional use permit for Regency Mall at 5502 and 5500 Durand Avenue, which is located in a B-2 Community Shopping Zone District as allowed by Section [114-468](#) of the Municipal Code.

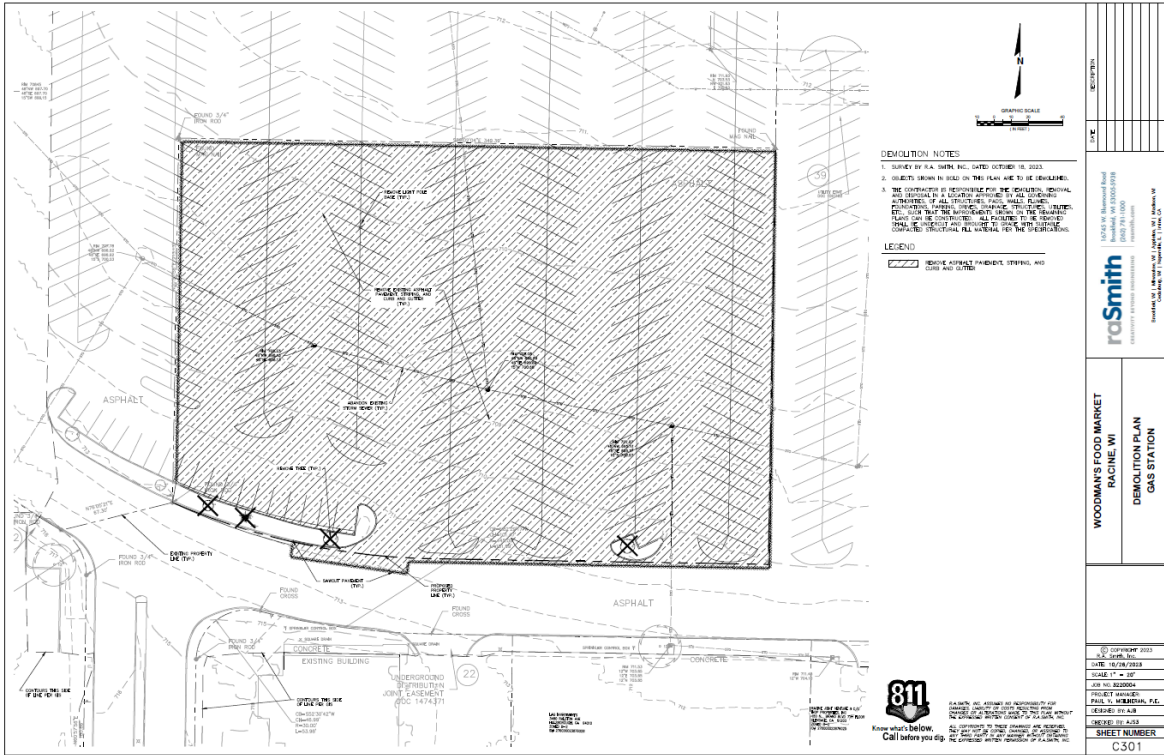
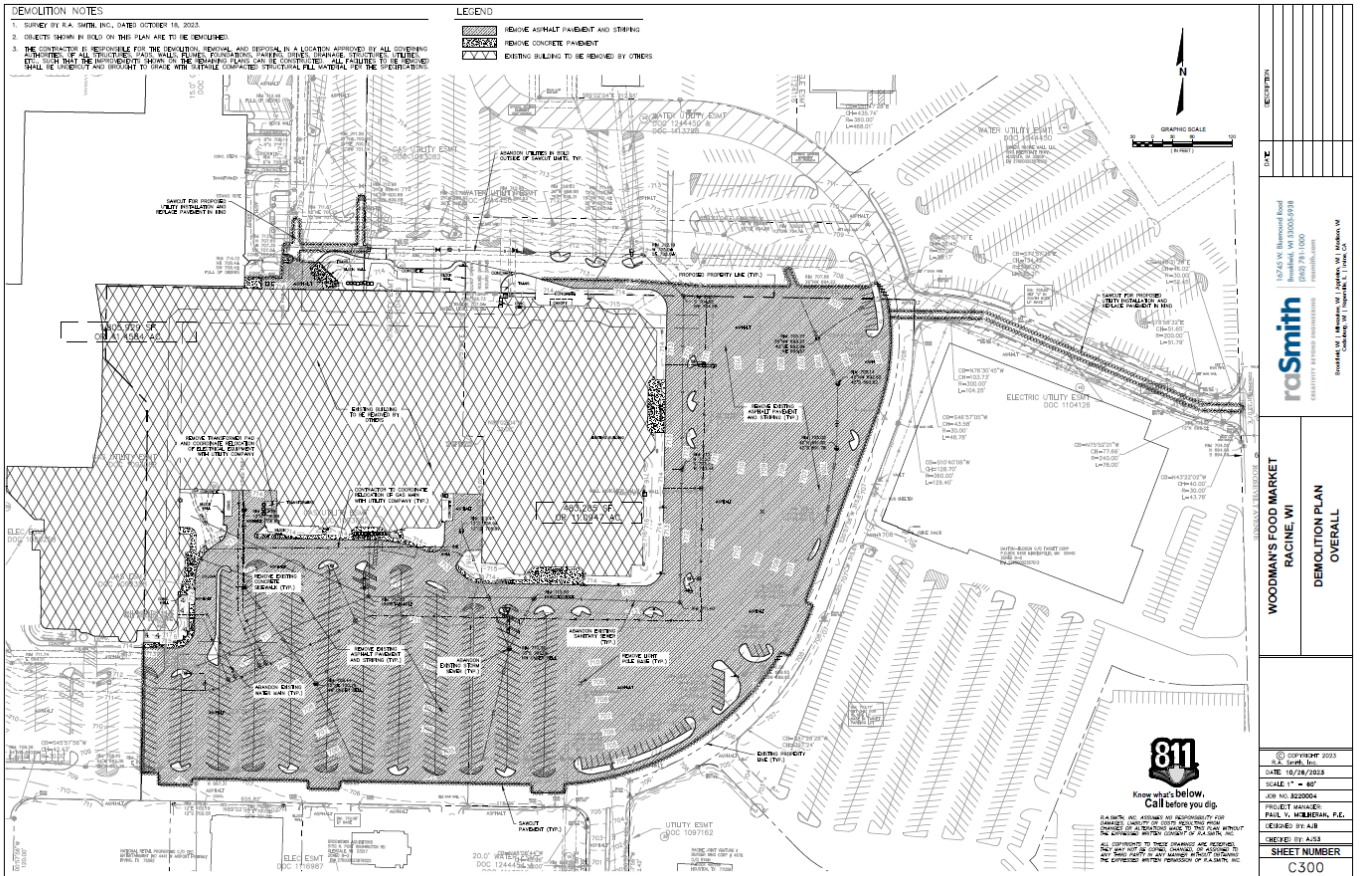
BACKGROUND AND SUMMARY: The application contemplates demolishing a part of the existing Regency Mall building and constructing a 243,500 square foot building for a Woodman’s Food Market. The building would contain 136,000 square feet of retail floor area, 124,000 for the food store and 12,000 for the liquor store. The remainder 107,500 square feet will be storage area. The exterior will be constructed of precast concrete wall panels with multiple different types of accents. The food store would be open 24 hours a day and the liquor store would be open from 8:00 am to 9:00 pm. The food store and liquor store have separate entrances and no liquor can be purchased in the food store. Monday thru Friday there will be 20-30 trucks per day split 50/50 between tractor/trailer and straight trucks for deliveries most occurring between 5:00 am and 6:00 pm with 1-2 coming between 8:00 pm and 10:00 pm. Saturday and Sunday there will be 2-3 trucks per day. There will also be a gas station, quick lube, car wash and convenience store constructed on the Southwest part of the lot. The gas station would have 10 dispensers and a 3,078 square foot convenience store with a 3-bay quick lube oil center and a 2,174 square foot 2-bay car wash both constructed primarily of brick. The gas station and car wash would operate 24 hours a day, the convenience store would be

open daily 7:00 am to 7:00 pm. The Lube station would be open Monday thru Friday 8:00 am to 6:00 pm, Saturday 9:00 am to 3:00 pm and Sunday 10:00 am to 3:00 pm. This location would have 2-3 tank trucks per day for deliveries.

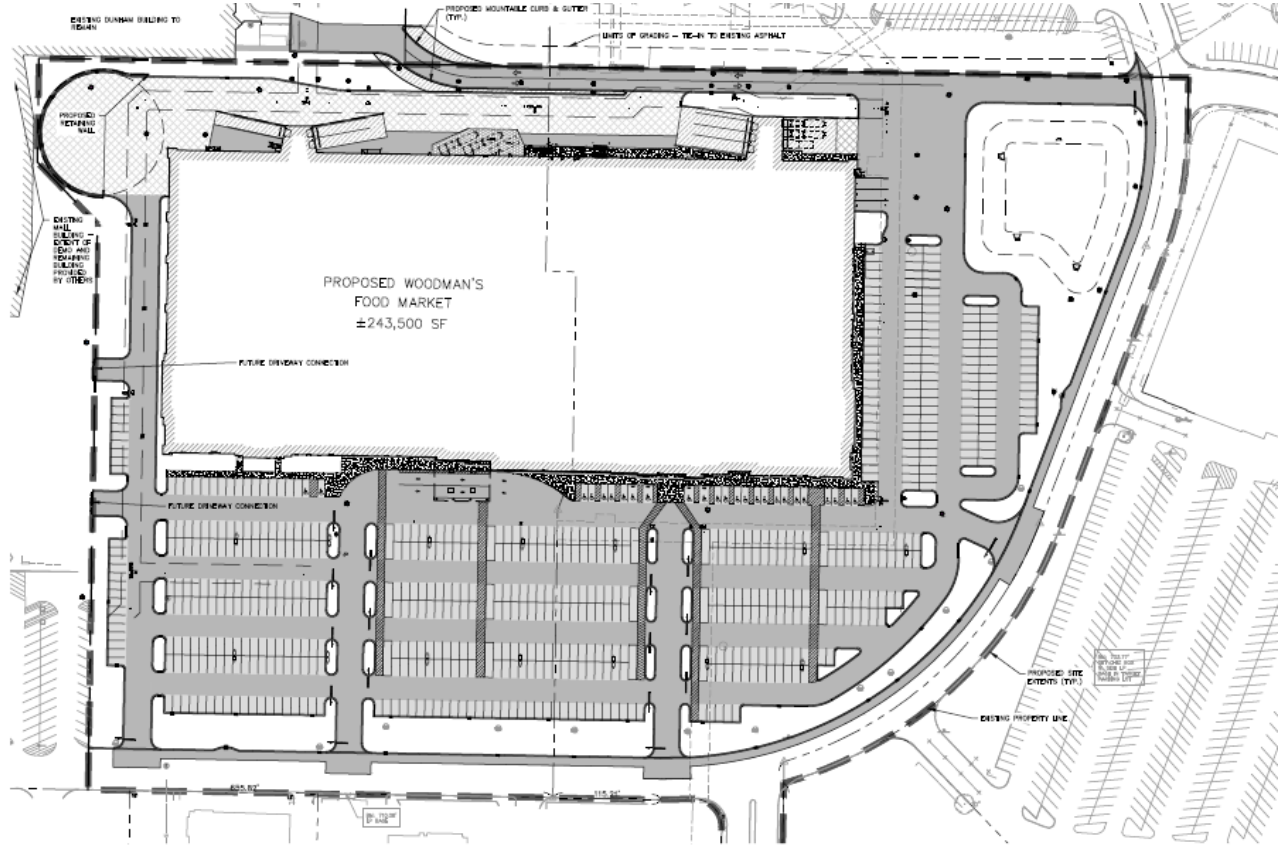
The Zoning Ordinance classifies a Planned Development as a conditional use in the B-2 Community Shopping Zone District (114-468).



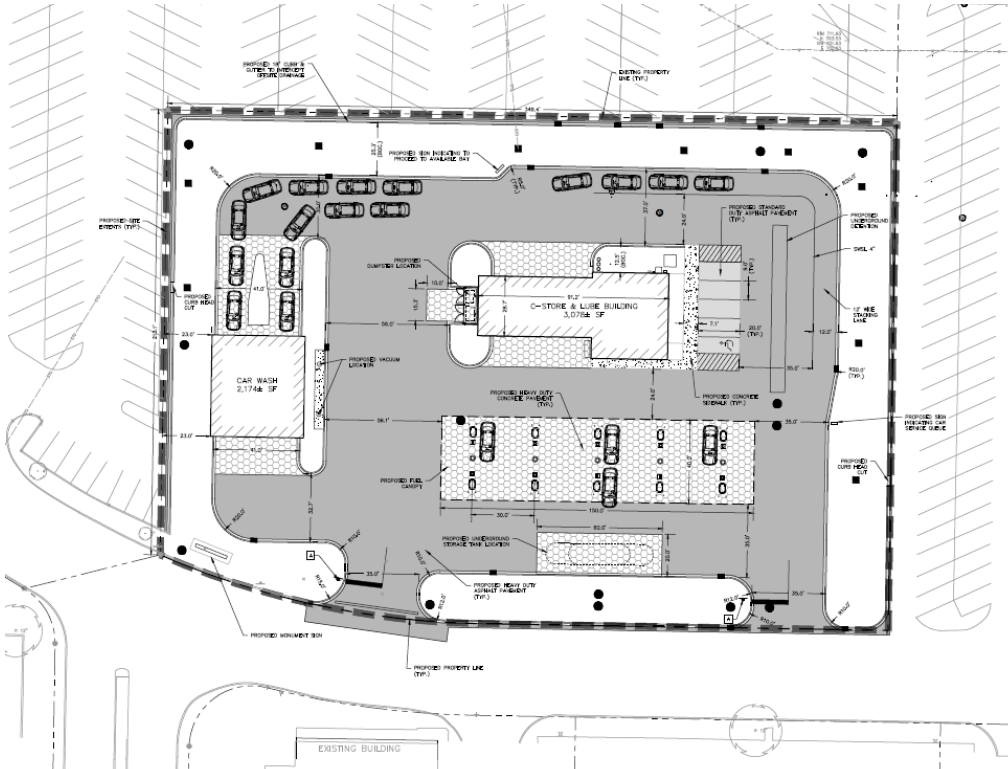
Birdseye view of the property



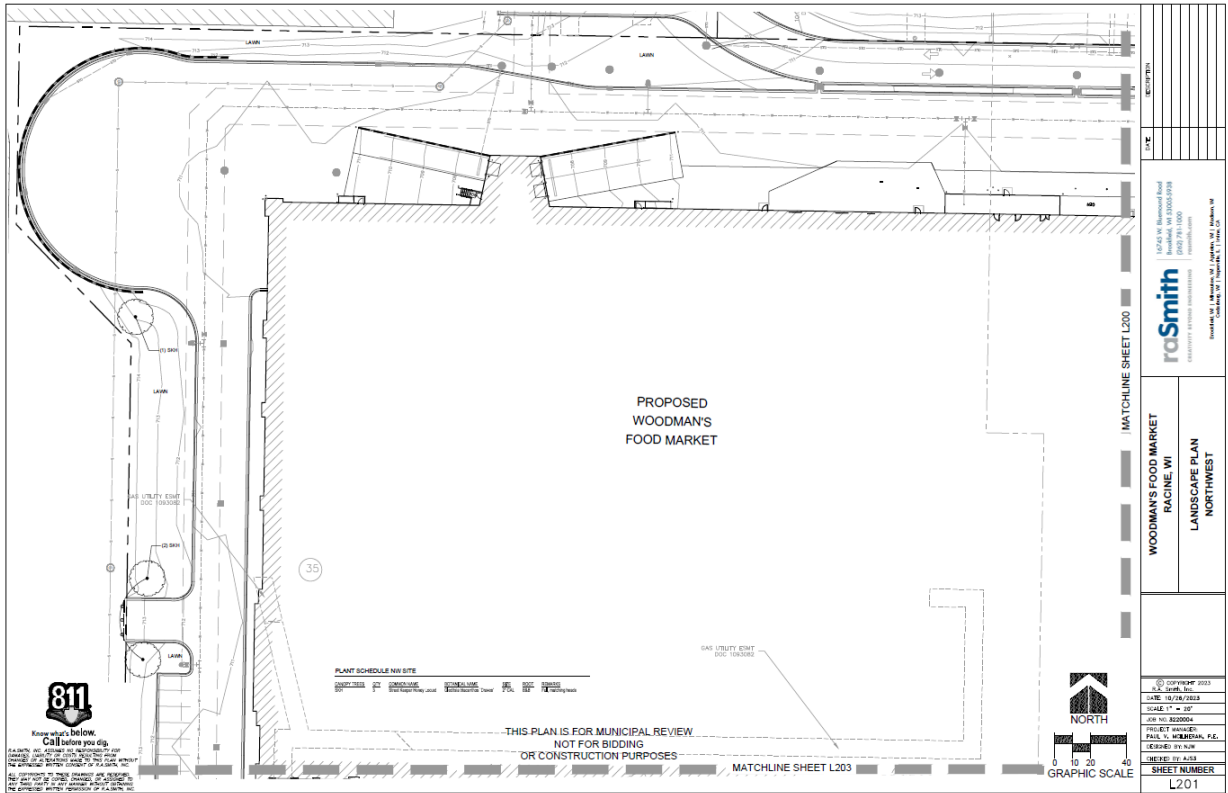
Areas for Demolition



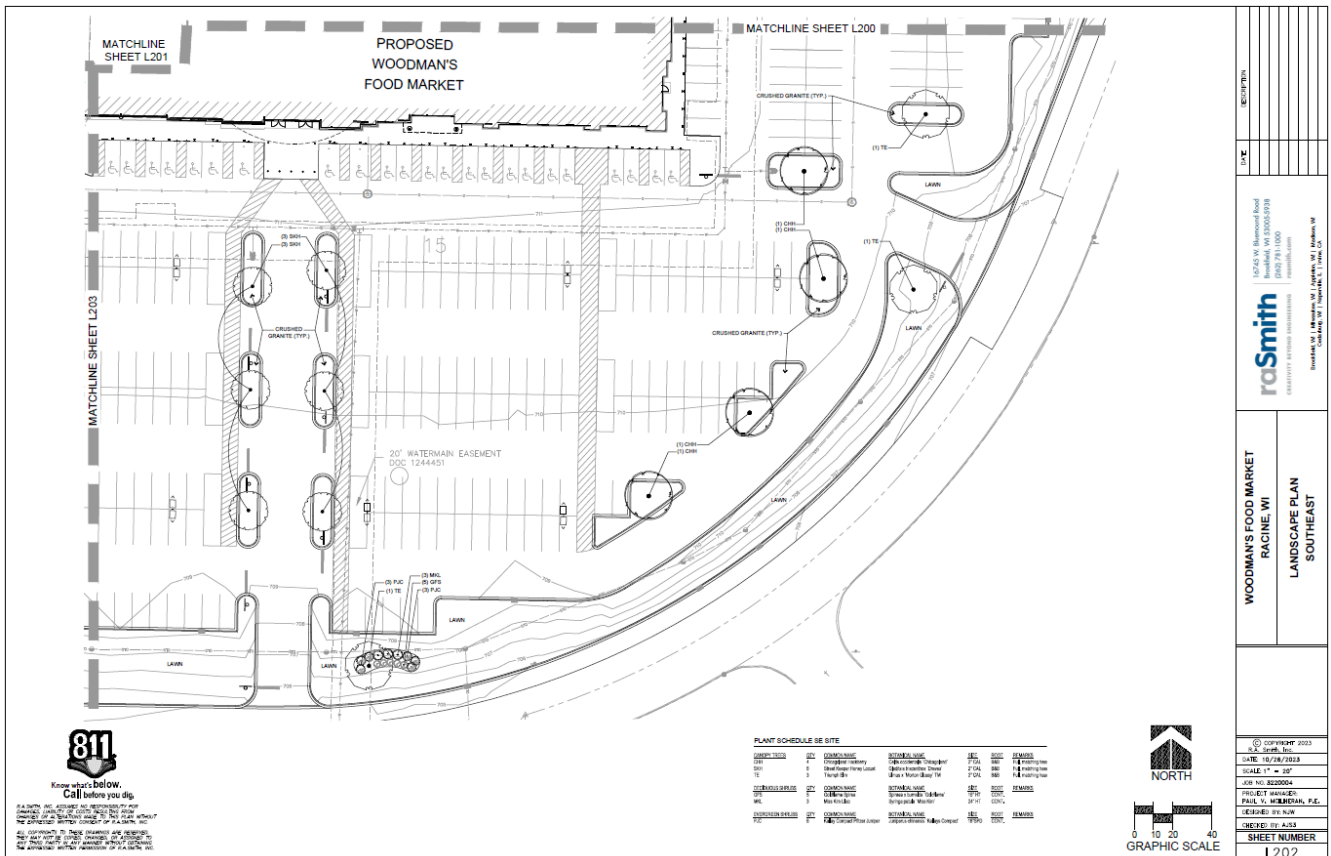
Site Plan for Woodman's Food Market



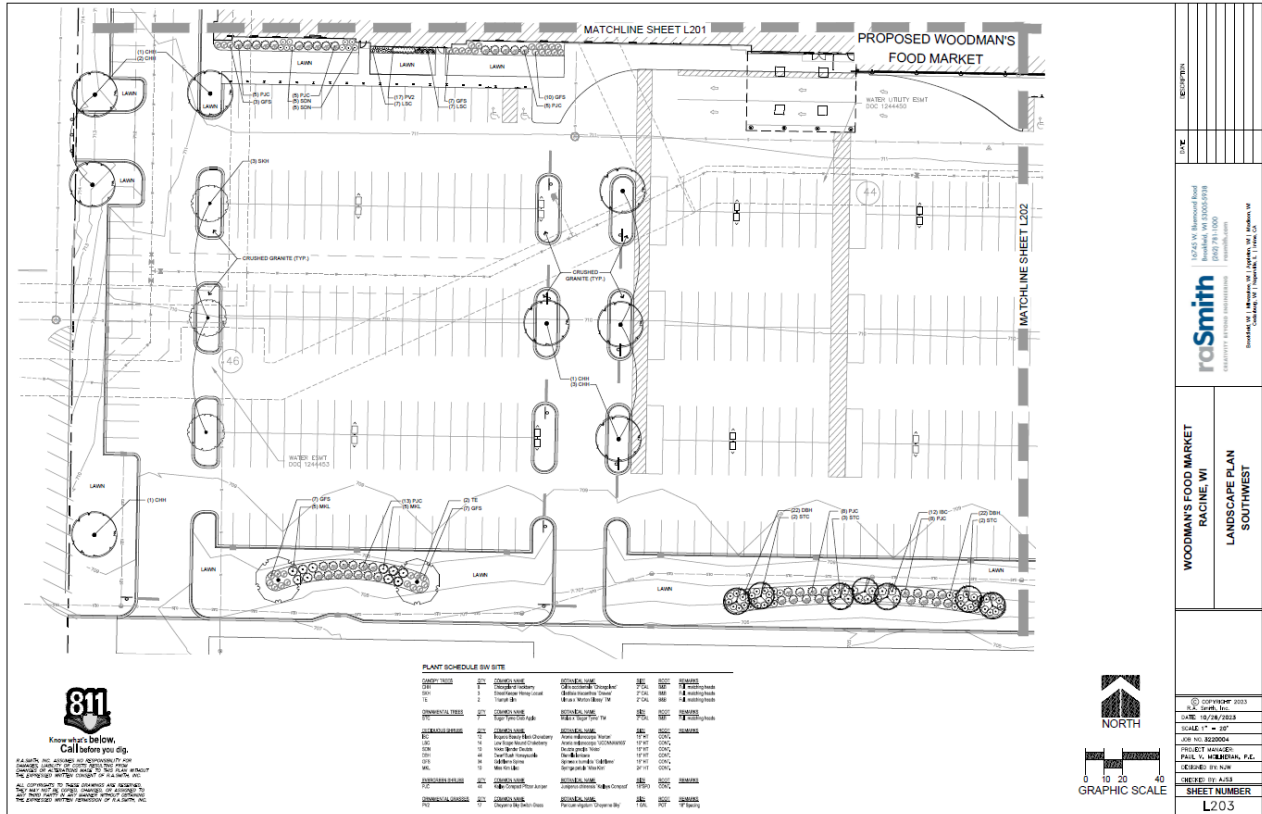
Site Plan for Gas Station/Car Wash/Convenience Store/Oil Change Place



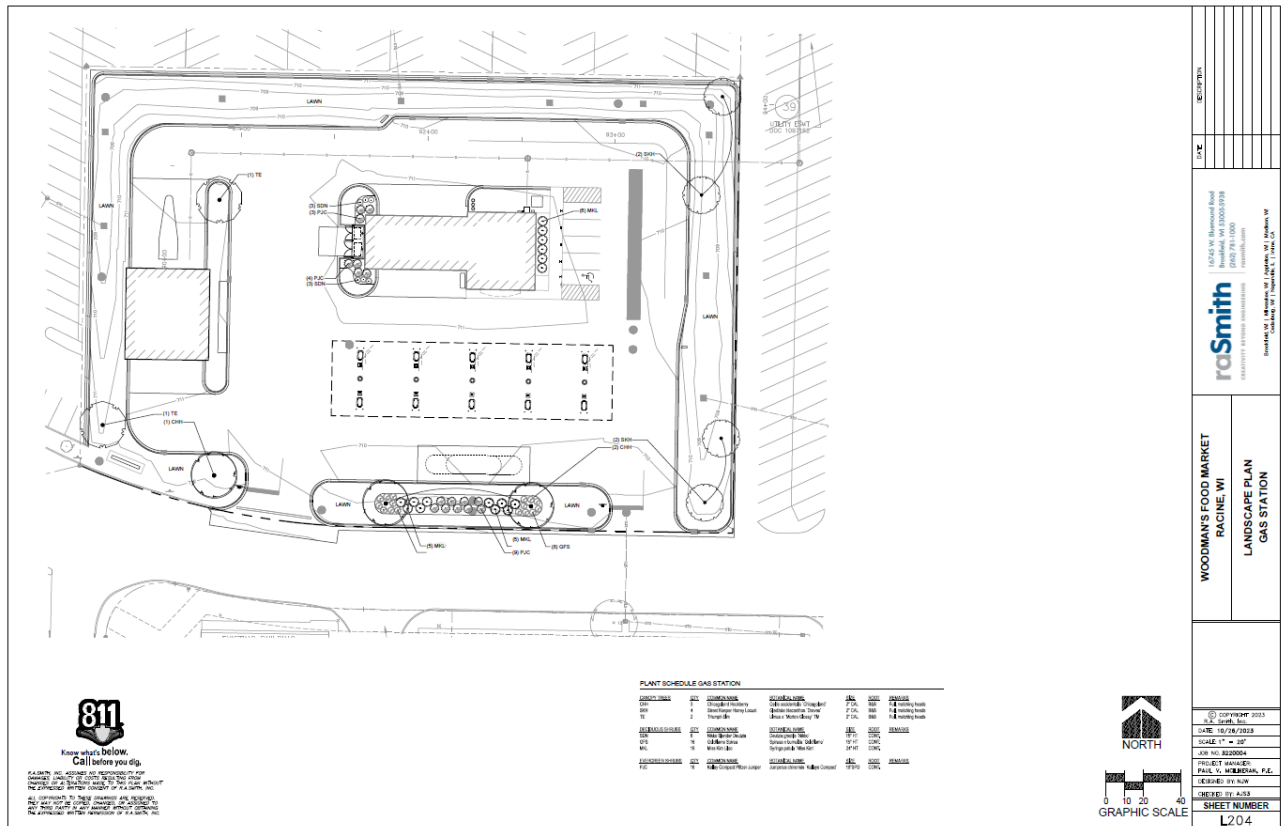
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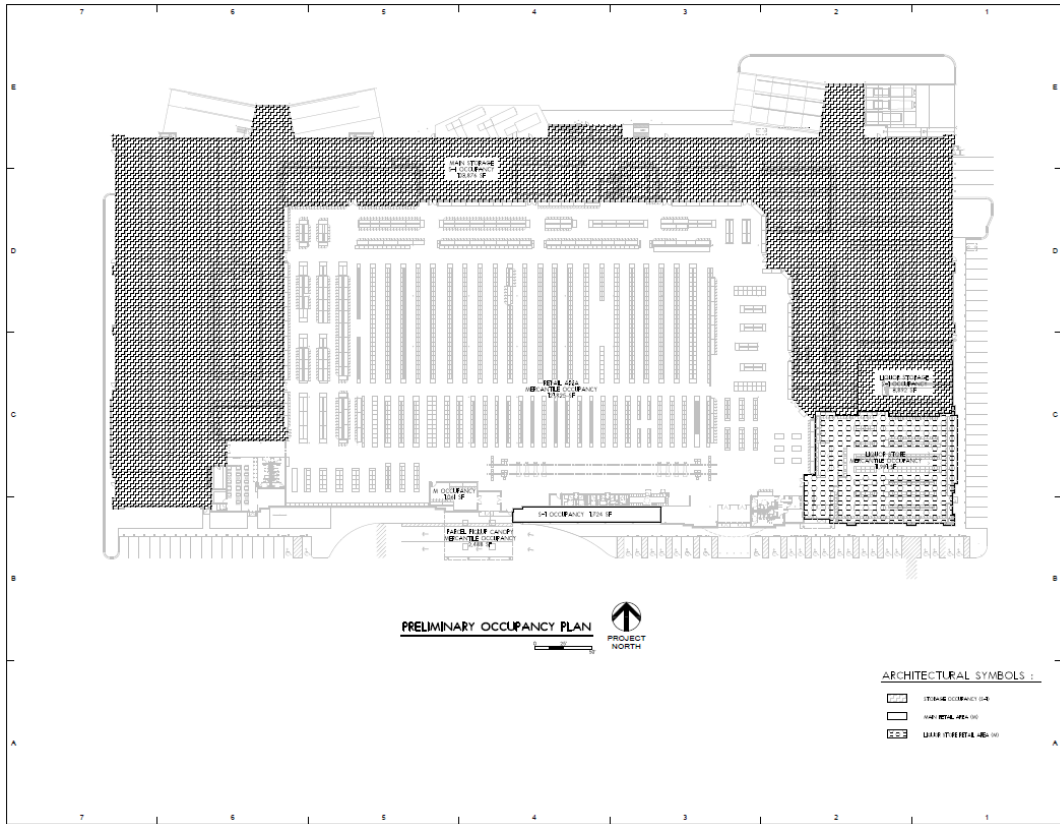
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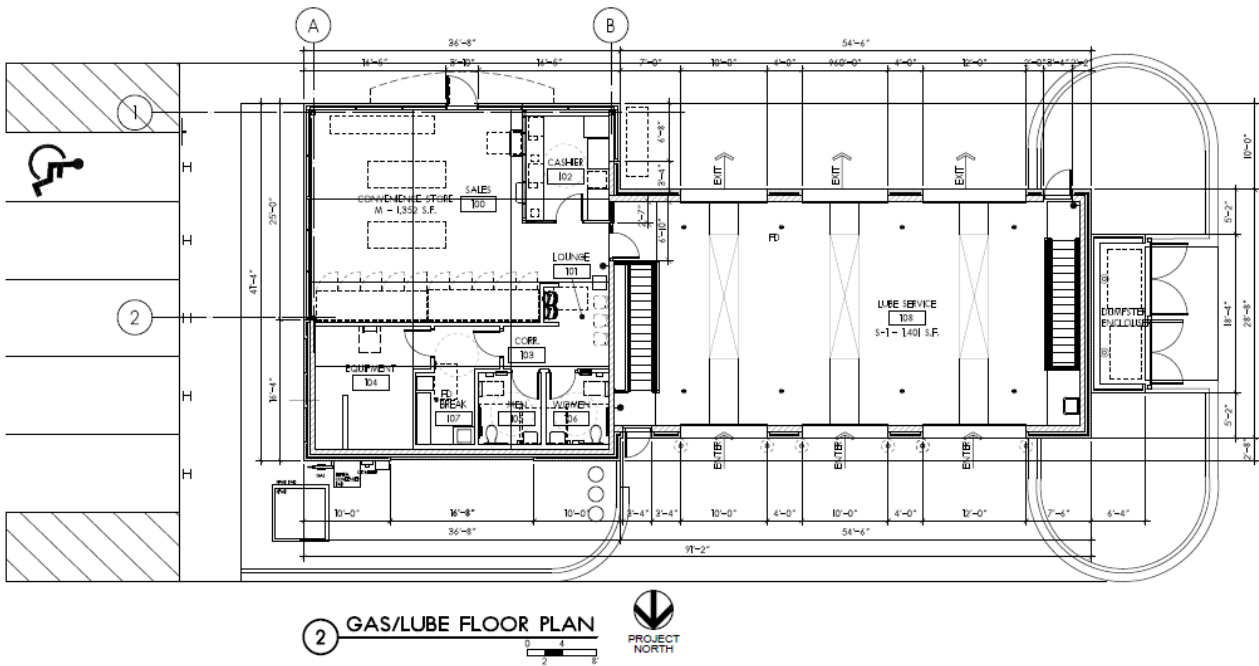
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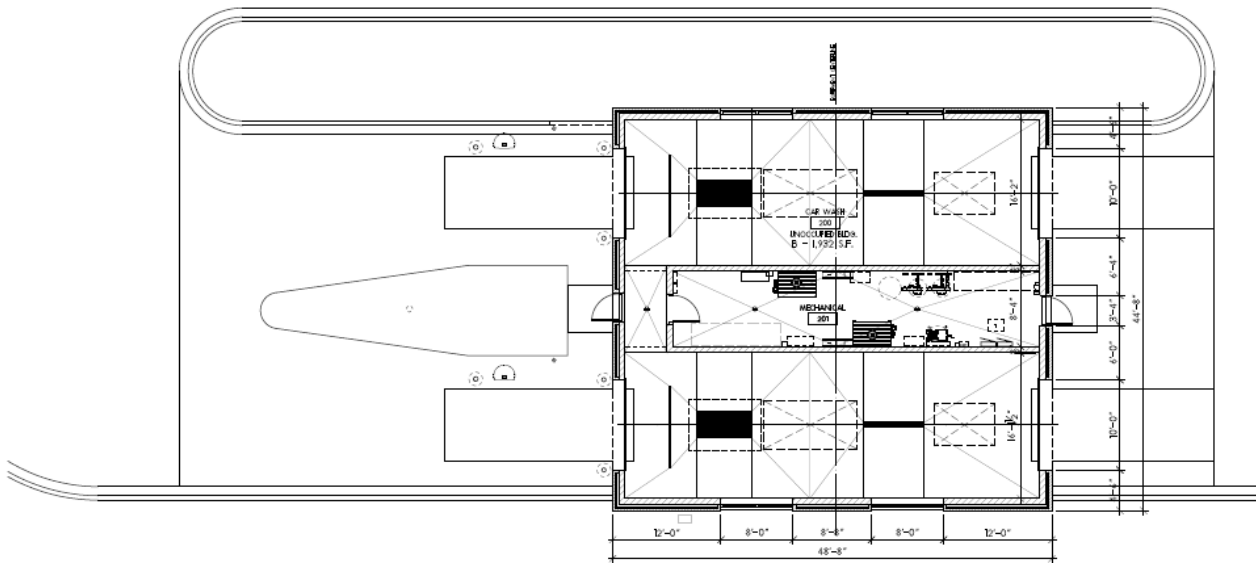
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Floor Plan for Woodman's Food Market

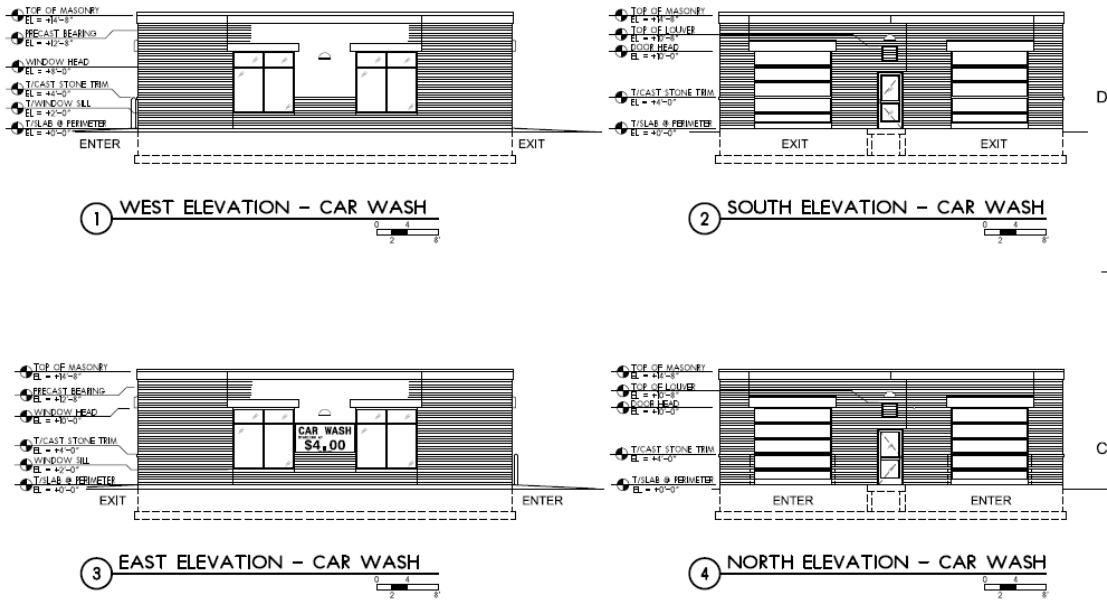


Floor Plan for Gas Station/Quick Lube building.

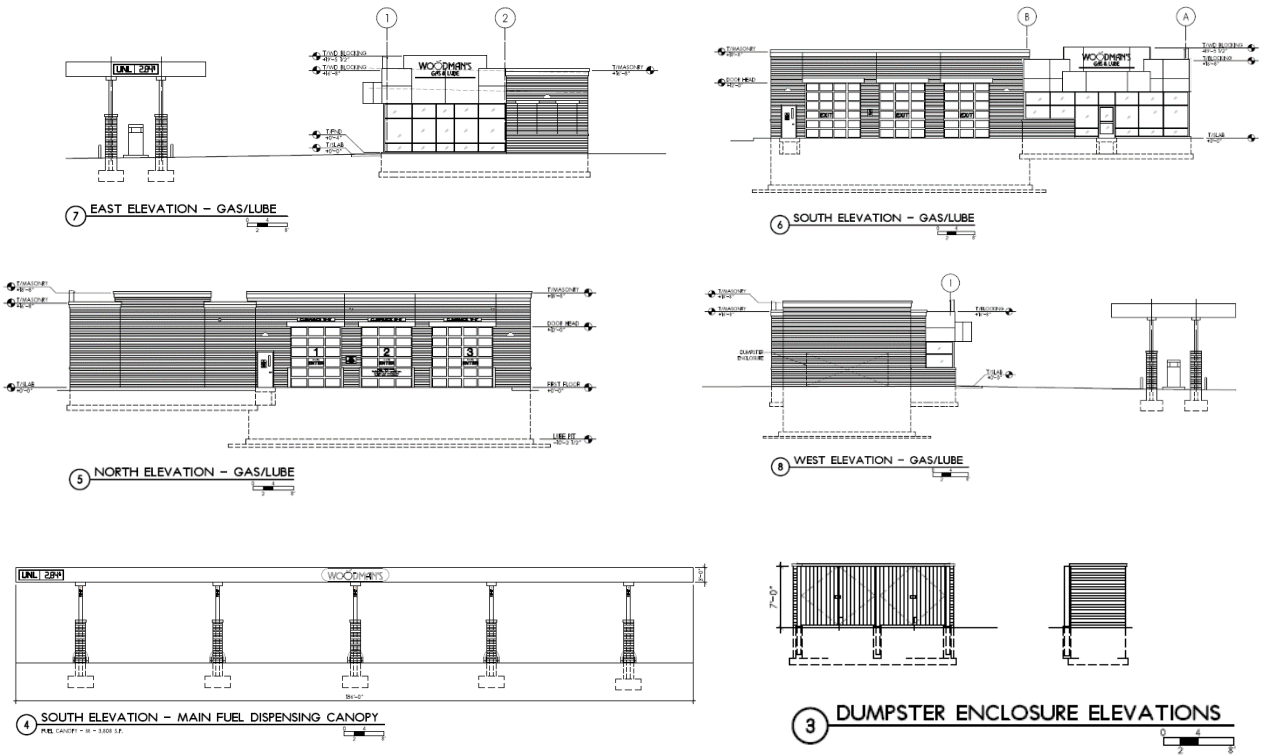


5 CAR WASH FLOOR PLAN
 PROJECT NORTH

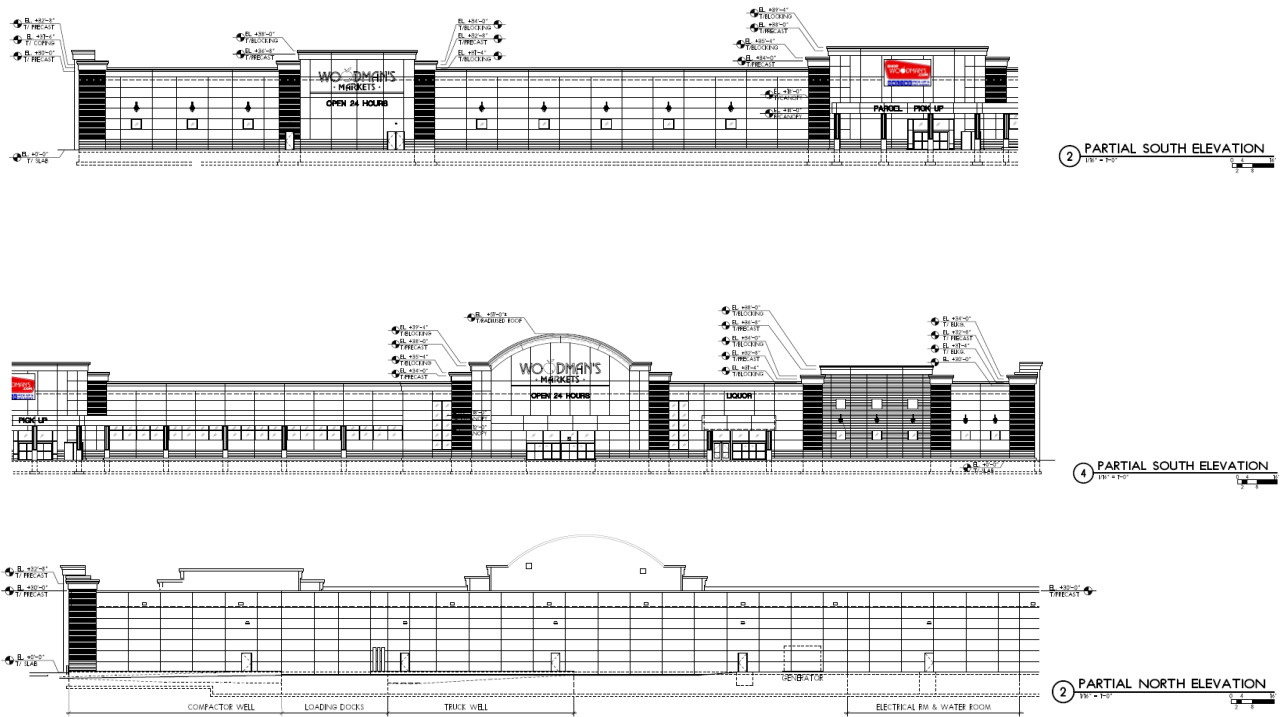
Car Wash Floor Plan



Car Wash Elevations



Gas Station and Canopy Elevations (Including Dumpster Enclosure)



Woodman's Food Market Elevations



Woodman's Food Market South Façade (Looking Northwest)



Woodman's Food Market West/South Façade (Looking Northeast)



Woodman's Gas Station South Façade (Looking Northeast)



Woodman's Gas Station South Façade (Looking Northwest)



Woodman's Gas Station East/South Façade (Looking Northwest)



Woodman's Gas Station South Façade (Looking Northeast)

GENERAL INFORMATION

Parcel Number: 23876050 and 23876012

Property Size: 53.5 acres

Comprehensive Plan Map Designation: Commercial

Consistency with Adopted Plans:

The [Racine Comprehensive Plan](#) states that:

- Encourage development patterns that promote efficient and sustainable use of land, that can be readily linked by transportation systems and that utilize existing public utilities and services.
- Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.

Corridor or Special Design District?: N/A

Historic?: N/A

Current Zoning District: B-2 Community Shopping

Purpose of Zone District: The B2 community shopping district is intended to accommodate the needs of a much larger consumer population than is served by the neighborhood convenience district, thus a wider range of uses and structure sizes is permitted for both daily and occasional shopping.

Proposed Zoning: No change proposed

Existing Land Use: Regency Mall

Surrounding Zoning and Land Uses:

North	B-2 Community Shopping	Shopping Center
East	B-2 Community Shopping	Target
South	B-2 Community Shopping	Restaurants
West	B-2 Community Shopping	Restaurants

ANALYSIS:

Development Standards:

Density ([114-Article V](#): Article VII, Div. 5 [Bulk Regulations](#) & 8 [Lots](#)):

Standard	Required	Provided
Lot Area	No minimum	53.5 acres
Lot Frontage	30 feet	Variable*
Floor Area Ratio	4.0 maximum	Variable**

*The frontages of the new lots are not all compliant with the 30 feet of frontage, however the code allows for this as long as the lot is a part of a planned development and has an access agreement to the public right-of-way.

**There are different parcels being proposed as a part of a CSM the four new lots will have different FAR numbers none of which will exceed 4.0.

Setbacks ([114-Article V](#): Article VII, Div. 6 [Development Standards](#)): Nonresidential uses are not required to provided yards, except as required in 114-470.

Yard	Required	Provided
Front (North)	0 feet	Variable*
Side (East)	0 feet	Variable*
Side (West)	0 feet	Variable*
Rear (South)	0 feet	Variable*

* The different parcels that would be created in the proposed CSM would cause different setbacks per lot. No proposed lot will be out of compliance with the setback requirements.

Building design standards (114-Secs. [735.5](#) & [736](#)): The building complies with design standards as the first 8’ from grade will all be masonry products.

Sign Regulations (114-[Article X](#)): There are 5 signs as a part of the Woodman’s Market totaling 1,800 square feet and 4 signs for the Gas Station totaling 122.16 square feet:

Woodman’s Food Market

Sign Type	Allowable Sq. Ft.	Provided Sq. Ft.	Maximum Height	Proposed Height
Wall Sign		583.2 sq. ft.	*	NA
Wall Sign		519.84 sq. ft.		
Wall Sign		184.5 sq. ft.		
Wall Sign		256.43 sq. ft.		
Wall Sign		256.43 sq. ft.		
Total		1,800 sq. ft.		

* Signs cannot extend past the top of the structure.

Gas Station/Convenience Store/Car Wash/Quick Lube

Sign Type	Allowable Sq. Ft.	Provided Sq. Ft.	Maximum Height	Proposed Height
Canopy Sign		31.88 sq. ft.	*	NA
Wall Sign		42.85 sq. ft.		
Wall Sign		42.85 sq. ft.		
Monument		4.58 sq. ft.		
Total		122.17 sq. ft.		

Off-street parking and loading requirements (114- [Article XI](#)):

Use Type	Required	Provided
PD	4676*	
Total	0*	

*The planned development had a rough estimate of parking spaces that were required based on the average retail space of the department store lots the, retail space of the mall and the theatre. The existing amendment would remove maximum parking requirements from this Planned Development.

Landscaping, screening and yard requirements (114- [Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): As a part of the changes to the site they are planning on adding landscaping throughout the parking areas. The proposed plants are not invasive and will be required to be kept in good condition.

Outdoor lighting, signs (114-[Sec. 742](#)): The lighting on the property does not technically comply with the standards set for lighting of parking lots. However, considering that this is a part of a larger development site as a whole it complies with the intent of the standards set.

Rubbish and trash storage (114-[Article V](#) & [114-740](#)):

Engineering, Utilities and Access:

Access (114-1151): The ingress and egress to the site will be from Roosevelt, STH 31 and STH 11. There may need to be a traffic study completed to make sure that the traffic that could result from this development does not adversely impact the surrounding roads, specifically Roosevelt Avenue.

Surface drainage (114-739 & Consult Engineering Dept.): A new storm sewer system is being constructed as a part of this development that includes a storm pond. The engineering division will need to check the final stormwater calculations to ensure the code requirements are being met.

Sewage disposal and water supply (114-821 & Consult Engineering and S/W Utility): New sanitary and water is proposed. Currently, the applicant is working with the Water Utility and City Development Department Staff in evaluating the best solution to service the development. This will not impact the site layout, design, or the building placement, as the piping is underground; how it is routed is what is being finalized.

Exceptions to ordinance: No exceptions are required for this conditional use.

Additional Planning and Zoning Comments: This proposed redevelopment will carry out the objectives of the TID 30 plan by transforming the mall property from its current state. This is the first major redevelopment of this site since it was initially developed as a regional mall in the late 1970's.

REQUIRED FINDINGS OF FACT:

CONDITIONAL USE FINDINGS (Sec. 114-154. – Standards.)

No Conditional Use shall be recommended by the Plan Commission unless it is found that that:

- 1) The establishment, maintenance, or operation of the conditional use will not be detrimental to, or endanger, the public health, safety, morals, comfort, or general welfare.**

Staff Comments: The existing mall has been underutilized. The redevelopment into a Woodman's Food Market will change the use of the site significantly. It should generate a significant increase in traffic to the site and require many physical changes to facilitate the new buildings. The development retains a large number of parking spaces and improves upon greenspace. The entirety of the use will be conducted inside the building. With the site improvements, being made and the additional plans being required, will help to insure that this use will not be detrimental to, or endanger, the public health, safety, morals, comfort, or general welfare.

- 2) The conditional use will not be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted, nor substantially diminish and impair property values within the neighborhood.**

Staff Comments: The redevelopment of this site should increase the number of people coming to the site and its outlots. Keeping interconnectivity with the site, improving available green space, and generally improving the site should benefit all the businesses surrounding it. The inclusion of this new use is more likely to improve the enjoyment of the properties in the immediate vicinity and improve property values than it is to be injurious or to diminish property values.

- 3) The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.**

Staff Comments: Most of the surrounding area developed in response to the original development. With the mall generally struggling to fill all of its retail space the satellite development has fewer businesses to be complimentary to. The redevelopment of the site into this new large use will add to the retail spaces that exist in the surrounding properties and assist in their future development prospects.

- 4) Adequate utilities, access roads, drainage and/or necessary facilities have been or are being provided.**

Staff Comments: There will be major changes to the utilities of the site as a result of this plan. New drainage is being designed for the site that includes a stormwater pond. The new drainage should be sufficient to prevent any standing water or any stormwater issues. New sanitary sewer will connect

into existing sewer and will be adequate in serving the site. Plans to provide water to the buildings are being finalized, the site has access to water from several different connection points.

5) Adequate measures have been or will be taken to provide ingress and egress so designated as to minimize traffic congestion in the public streets.

Staff Comments: Ingress and egress comes from three different roads into the general site. It comes from Roosevelt Avenue, South Green Bay Road (STH 31) and Durand Avenue (STH 11). There is potential with the large number of new customers and the large number estimated for truck deliveries that this development will impact these roads. The traffic study will help analyze what changes may need to occur to make sure that access to the site remains safe and reduces potential congestion; the State DOT has reviewed the plans and determined Highway 31 and 11 are sufficient and the signals are timed appropriately, the purpose of the study would be for Roosevelt Avenue.

6) The proposed conditional use is not contrary to the objectives of the current land use plan for the city.

Staff Comments: The current land use plan encourages the redevelopment or improvement of commercial properties. The establishment of this conditional use will allow for a higher use of this commercial property.

7) The conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as such regulations may, in each instance, be modified pursuant to the recommendations of the plan commission.

Staff Comments: The applicable sections of the zoning ordinance as they relate to this development are being met as required. No exceptions from the Municipal Code are required for this development.

POSSIBLE ACTIONS FOR THE PLANNING HERITAGE AND DESIGN COMMISSION

1. Approve the request as submitted; or
2. Approve the request with conditions deemed necessary to mitigate any adverse impacts that could arise from the project; or
3. Deny the request; or
4. Defer the request to obtain more specific information about the request.

STAFF RECOMMENDATION: BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM JIM ARNESON OF FOXARNESON REPRESENTING WOODMAN’S FOOD MARKET FOR CONDITIONAL USE PERMIT AMENDMENT TO AMEND THE REGENCY MALL PLANNED DEVELOPMENT AT 5500 AND 5502 DURAND AVENUE BE APPROVED, SUBJECT TO THE FOLLOWING CONDITIONS:

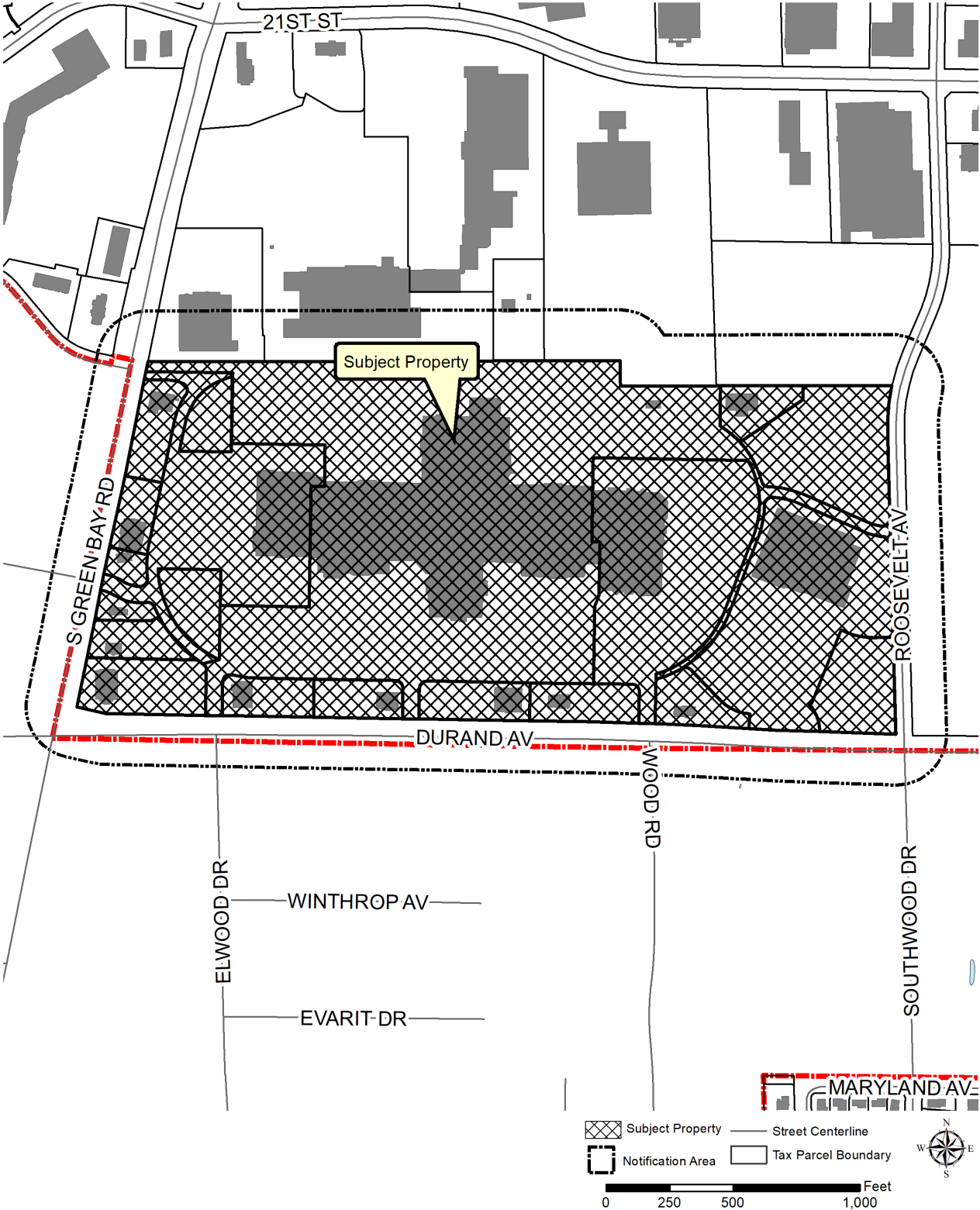
- a) That the plans presented to the Planning Heritage and Design Commission on December 4, 2023 be approved subject to the conditions contained herein.
- b) That all codes and ordinances are complied with and required permits and licenses be acquired.
- c) That any changes to signage be submitted to Planning Division staff for review before approval and permits are issued.
- d) That all parking maximums be removed from the Planned Development.
- e) That the food store be granted 1,800 square feet for signage and the fueling center be granted 150 square feet for signage.
- f) That a Traffic Impact Analysis be completed to show the impact the development may have on the surrounding streets specifically on Roosevelt Avenue and on the signalized intersection at Roosevelt Avenue and 21st Street.
- g) That a stormwater management agreement be approved before a building permit is issued.
- h) That no minor changes be made from the conditions of this permit without approval of the Department of City Development and no major changes be made without approval of the Planning, Heritage and Design Commission.
- i) That this conditional use permit is subject to Planning Heritage and Design Commission review for compliance with the listed conditions.

ATTACHMENTS:

- 1) Property owner notification map indicating the subject property;
- 2) Aerial Photo indicating the subject property;
- 3) Zoning Map indicating the subject property;
- 4) Land Use Map from Comprehensive Plan, indicating the subject property;
- 5) Site photos of the property and general area; and
- 6) Submittal documents (view in legistar).

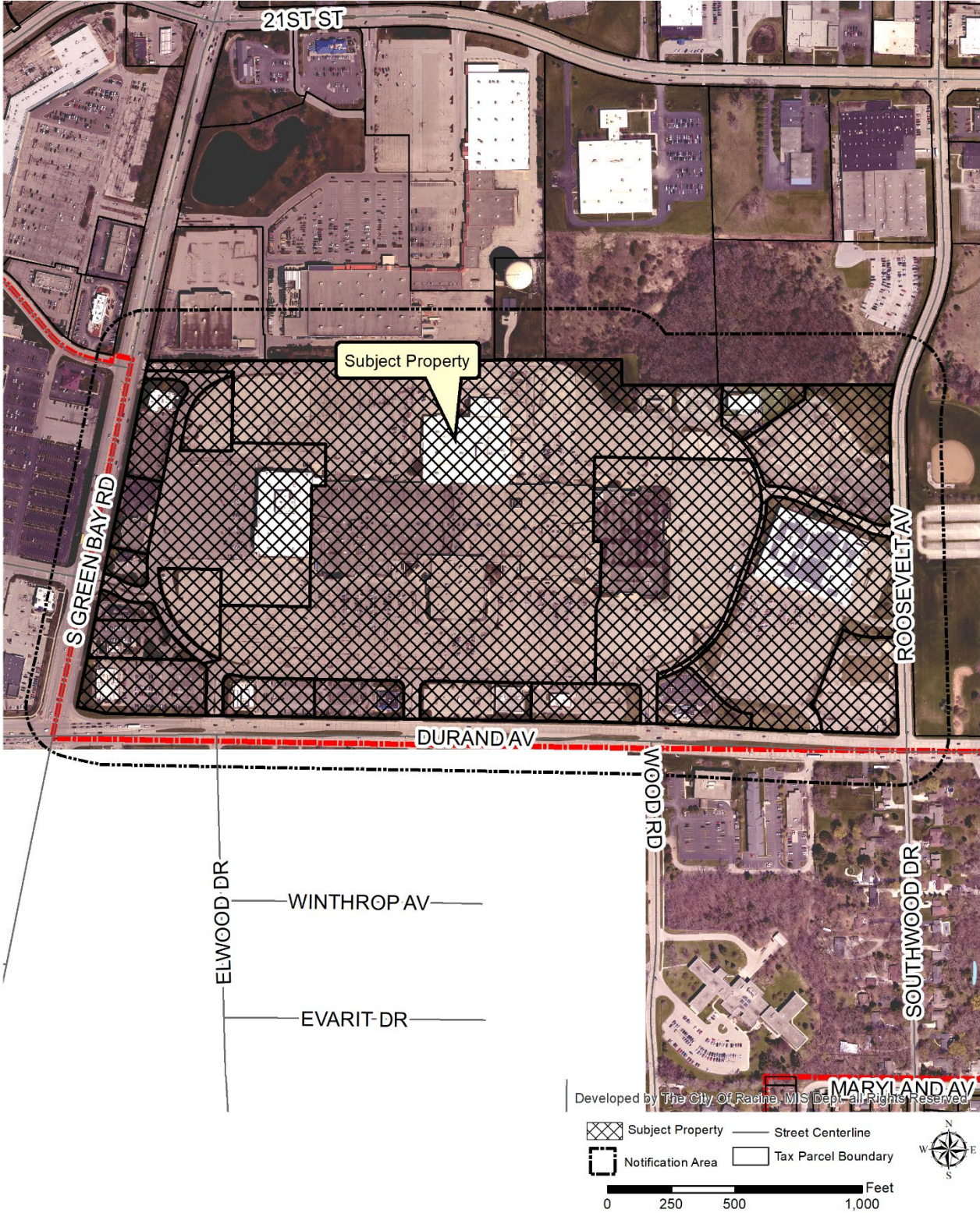


Conditional Use Permit - Regency Mall



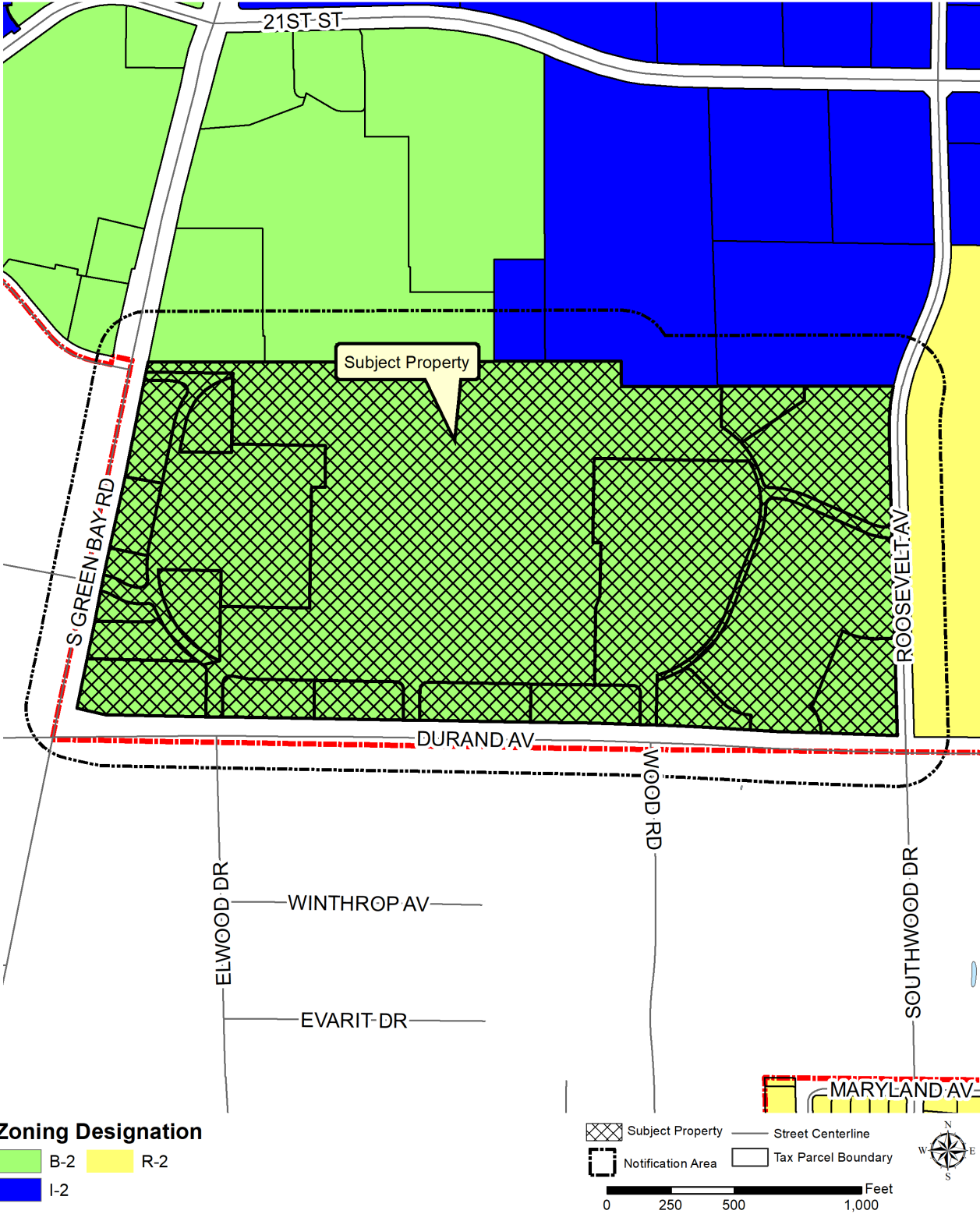


Conditional Use Permit - Regency Mall



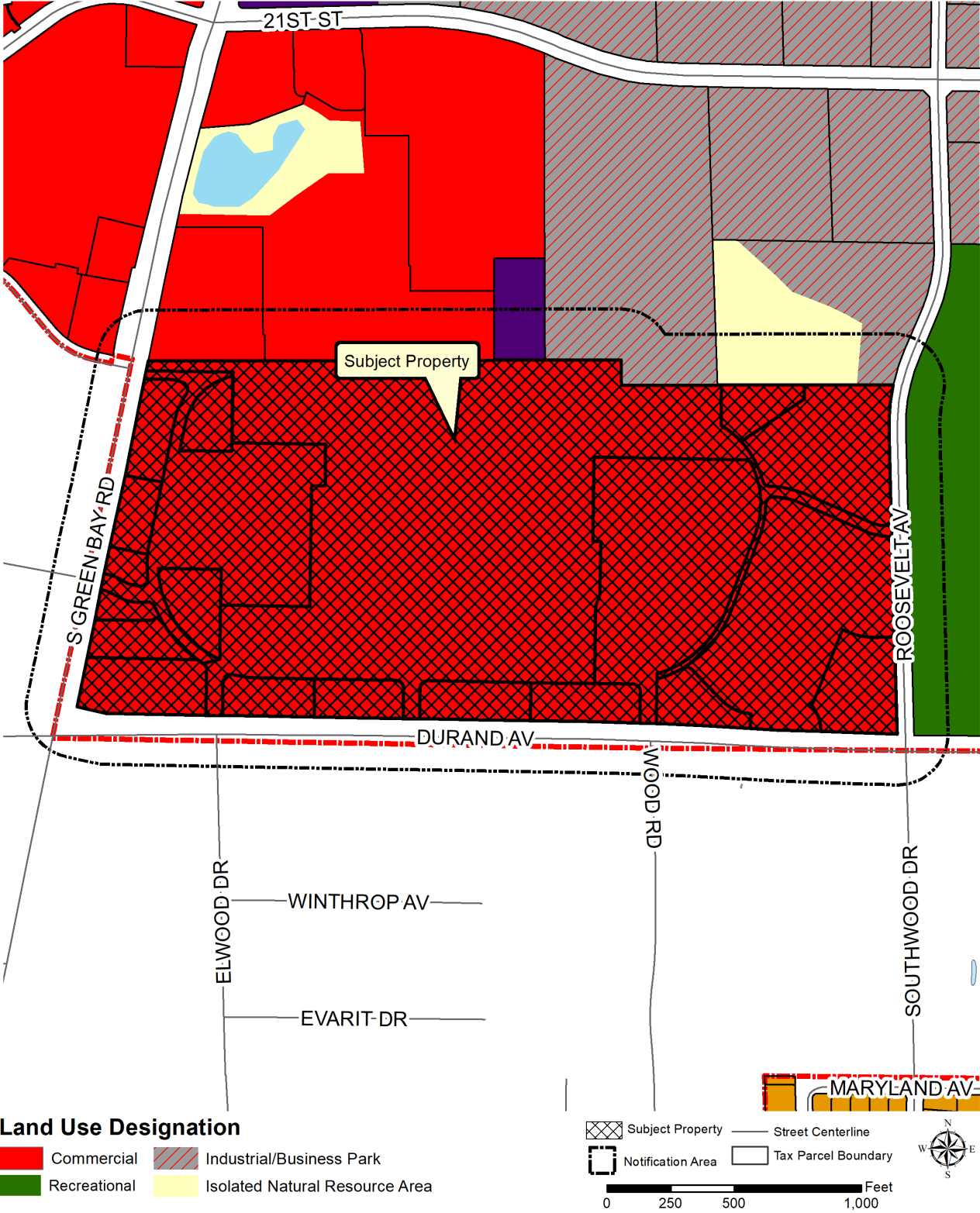


Conditional Use Permit - Regency Mall





Conditional Use Permit - Regency Mall



Site Photos



Looking North at rear of Site



Looking South at front of site



Looking West at alley/neighbor



Looking East at alley/neighbor



Looking Northeast down Washington



Looking West down Washington