



## **CITY OF RACINE DEPARTMENT OF CITY DEVELOPMENT STAFF REPORT**

**Meeting Date:** 6/26/2019

**To:** Mayor and Plan Commission Members

**From:** City Development Department, Division of Planning and Redevelopment

**Division Manager:** Matt Sadowski – (262) 636-9152 [matthew.sadowski@cityofracine.org](mailto:matthew.sadowski@cityofracine.org)

**Case Manager:** Jeff Hintz

**Location:** 1339 17<sup>th</sup> Street by intersection of 17<sup>th</sup> Street and Holborn Street

**Applicant:** Alter Trading Corporation

**Property Owner:** Alter Trading Corporation

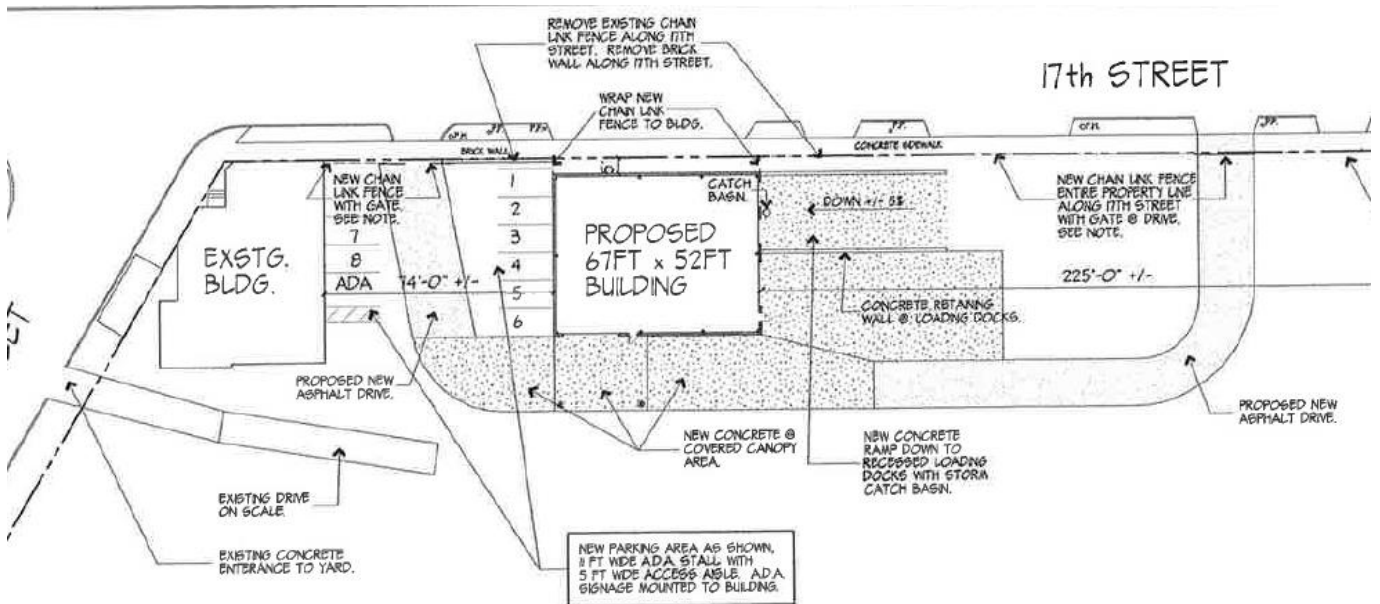
**Request:** Consideration of a major amendment to a conditional use permit to add a building to the existing recycling yard at 1339 17<sup>th</sup> Street. A recycling drop-off site is allowed as a conditional use by Sec. 114-588 of the Municipal Code, The property is located in a I-2 General Industrial Zone District. The proposed use is to remain the same.

**BACKGROUND AND SUMMARY:** The application contemplates constructing a new accessory building that will be 67x52 with a 25x30 canopy. They plan on demolishing a building on their adjacent property West of Holborn Street and building the new structure on their main site, the subject property of this request. The applicant intends for this proposal to create a safer space for customers to unload scrap, result in a cleaner operation, and improve the operation and current conditions.

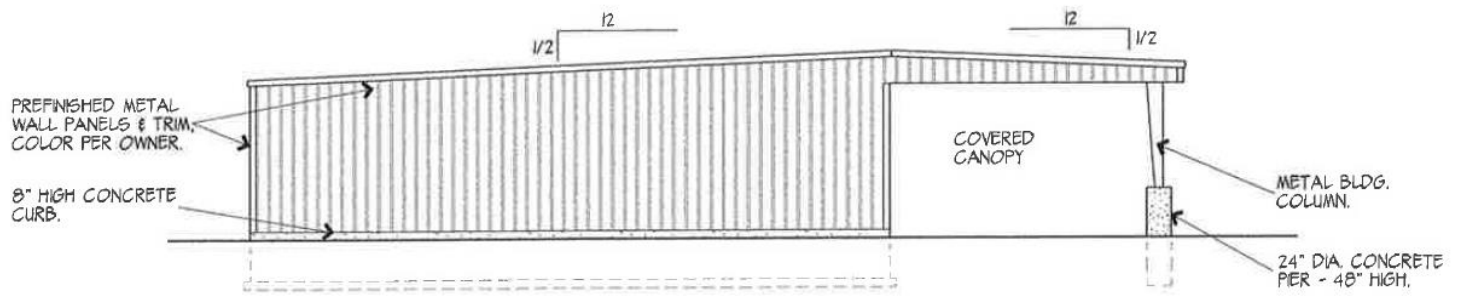
The Zoning Ordinance classifies this proposed amendment, as permissible in the I-2 General Industrial Zone District upon the approval of an amendment to the existing conditional use permit (114-155).



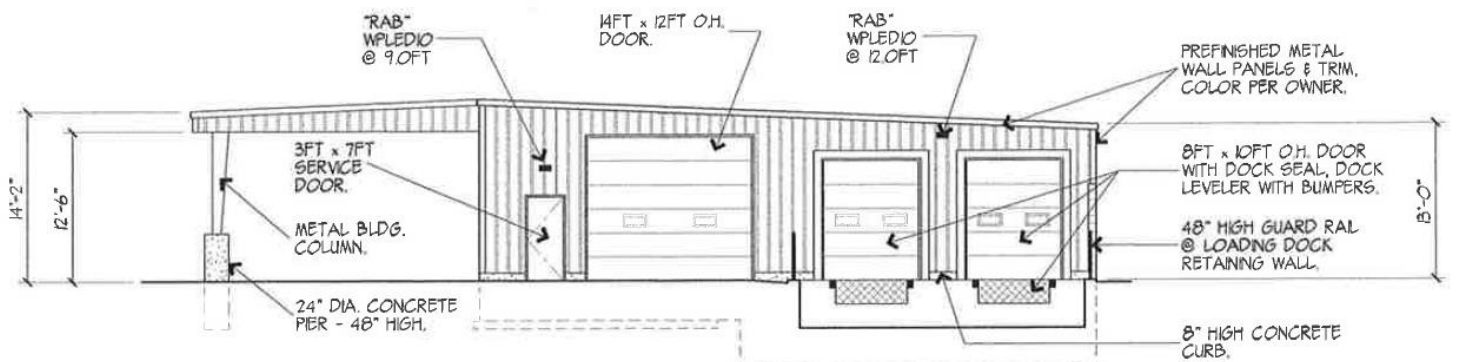
Birdseye view of the property, indicated in red, (image from City Pictometry).



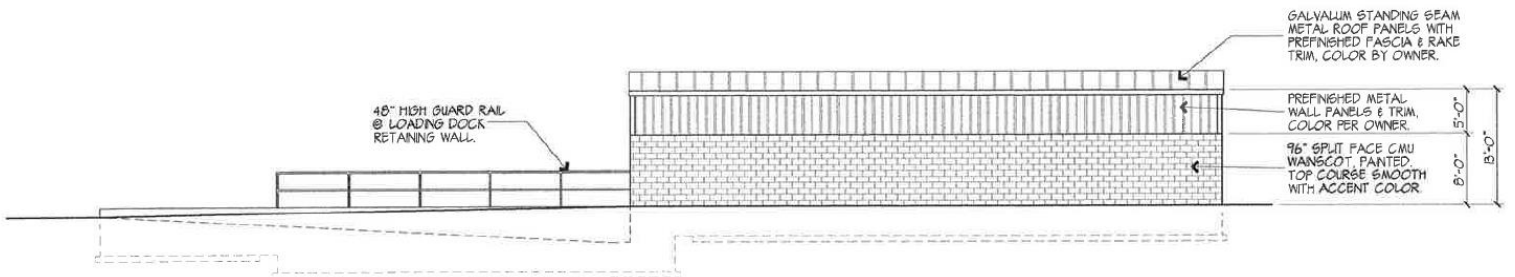
Proposed site layout with the new building and parking areas, submitted by applicant.



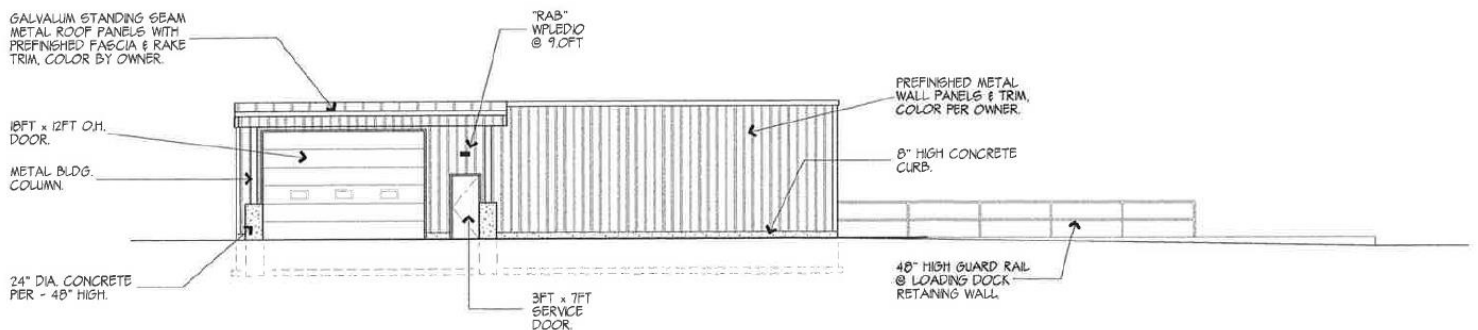
Proposed west building elevation, submitted by applicant.



Proposed east building elevation, submitted by applicant.



Proposed north building elevation (street facing), submitted by applicant.



Proposed south building elevation (internally facing), submitted by applicant.

## GENERAL INFORMATION

**Parcel Number:** [17182000](#)

**Property Size:** 180,774 square feet (4.15 acres)

**Comprehensive Plan Map Designation:** Industrial

### Consistency with Adopted Plans:

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

- Provide for the preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location
- Continue to administer architectural design guidelines that preserve the aesthetics that contribute to the City’s character.
- .... achieve a community that is aesthetically pleasing and efficient while promoting a sustainable land use pattern that meets the social, economic, physical, ecological, and quality-of-life needs of the City, maintaining a sense of place in urban areas. Achieving this goal depends upon good community design.
- A well-designed City will attract quality development, improve the visual character, and enhance important natural resources.
- As part of the comprehensive plan three separate adopted plans call for the improvement of the aesthetics of the Racine Street corridor in one manner or another. These plans include:
  1. The Southside Plan, 2001, Camiros as consultant.
  2. Live Towerview Plan, 2008, Community Development Strategies as consultant.
  3. Uptown Area Strategic Development Plan, 2015, Vandewalle as consultant.

### Corridor or Special Design District?:

1. The Southside Plan, 2001, Camiros as consultant.
2. Live Towerview Plan, 2008, Community Development Strategies as consultant.
3. Uptown Area Strategic Development Plan, 2015, Vandewalle as consultant.

**Historic?:** N/A.

**Current Zoning District:** I-2 General Industrial

**Purpose of Zone District:** The I-2 general industrial district is intended to accommodate those industrial activities which may produce moderate nuisances or hazards in areas that are relatively remote from residential and commercial development.

**Proposed Zoning:** No change proposed

**Existing Land Use:** Recycling Yard and drop-off site.

**Surrounding Zoning and Land Uses:**

<b>North</b>	I-2 General Industrial	D&D Industrial Coating
<b>East</b>	R-3 Limited General Residence	Detached, Single Unit Dwellings
<b>South</b>	I-2 General Industrial	Multiple Industrial Uses
<b>West</b>	I-2 General Industrial	Modine and railroad right-of-way

**Operations:** The proposed amendment does not change the core function of the site. The amendment contemplates a more organized drop-off site and storage for some of the collected materials. There are no proposed changes to the operations of the site. The site is used to gather and process different kinds of metal for recycling purposes.

**ANALYSIS:**

**Development Standards:**

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

<b>Standard</b>	<b>Required</b>	<b>Provided</b>
Lot Area	No minimum	180,774 square feet
Lot Frontage	30 feet minimum	860 ft.
Floor Area Ratio	4.0 maximum	0.035

**Setbacks** ([114-Article V](#): Article VII, Div. 6 [Development Standards](#)):

<b>Yard</b>	<b>Required</b>	<b>Provided</b>
Front	0 feet	0 feet
Side (east)	0 feet	220 feet
Side (west)	0 feet	0 feet
Rear	0 feet	270 feet

There is a required transitional yard for the side yard to the east to screen the site from the residential use across Racine Street.

**Building design standards** (114-Secs. [735.5](#) & [736](#)): The proposed building does not comply with the construction materials requirements of 114.735.5 specified in the municipal code. The code requires that an accessory building have 30% of its façade be masonry. The proposed building is only 20% masonry. Additional masonry finish will be required on the building to comply with this development standard.

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

<b>Use Type</b>	<b>Required</b>	<b>Provided</b>
Recycling drop-off site	8	8
Total	8 spaces	8 spaces*



\*Based on the number of provided parking spaces provided on the site plan, the operation could employ up to 4 people. The site has street parking in close proximity to the building and other paved areas on the site which accommodate for the traffic to the site and those employed there. As an accessory storage building, the proposed buildout does not require parking as it is an accessory building.

A building of this size and the present and proposed use does not require a dedicated loading zone.

**Landscaping, screening and yard requirements** ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): A bufferyard is required along the eastern part of the lot that is across from residential developments. It has been determined that the existing fence does not meet the screening requirements for a transitional yard.

There is currently an existing chain link fence with privacy slats that were installed as a part of a major amendment for this site in 2017. This fence is not meeting the screening requirements as the metal being recycled and salvaged, is visible from those who pass by the site. The privacy slats were placed in an effort to conform to this development standard, but the images below indicate the recyclable materials are visible. Some of this is because the height of the pile exceeds that of the fence; the portion of the pile below the fence is still visible however. As illustrated by the bottom photo, as the distance away from the fence increases, the ability to view what is behind the fence increases as well. It is important to note that as the angle of view changes, the visibility of what is behind the fence changes as well. As illustrated in the image below when the fence forms a 90 degree “L” shape, the fence viewed nearly straight on is not screening what is behind it at all. The angle where one can view what is being concealed is fairly wide, and as pedestrians and vehicles travel by this style of fencing is not effectively screening the materials in this recycling collection facility.



Photos taken approximately 30 feet from fence



Photo taken approximately 70 feet from fence

**Sign Regulations** (114-[Article X](#)): The site is allowed 162 square feet of signage. No plans were submitted with this application for signage. Any change in signage would have to be approved by the Department of City Development prior to the issuance of a sign permit.

**Outdoor lighting** (114-[Sec. 742](#)): A detailed lighting plan was included with the application. The proposed exterior lighting and fixture details comply with the standards set in the municipal code.

**Rubbish and trash storage** (114-[Article V](#) & [114-740](#)): The site is a recycling collection yard and for practical purposes, the entire site functions as a rubbish and trash storage (with the intent it will be sorted, processed and leave the site). As such, it is important that the items being collected are effectively screened (as required by the development standards) since the entire site is for storage of rubbish and trash.

**Engineering, Utilities and Access:**

**Access** (114-[1151](#)): The site plan shows a new access drive off of 17<sup>th</sup> Street this new access will help with traffic flow for the site and will not be detrimental to existing traffic on the street.

**Surface drainage** (114-[739](#) & Consult Engineering Dept.): The site plan submitted by the applicant will impact the drainage of the site. Final plans and calculations for drainage need to be submitted for review prior to construction.

**Sewage disposal and water supply** (114-[821](#) & Consult Engineering and S/W Utility): All utilities are available for this site and the applicant proposal is not expected to impact the ability to serve this area.

**Exceptions to ordinance:**

**Additional Planning and Zoning Comments:** Though the site is not generally compatible with the residential uses to the east it has existed as a recycling yard in this location since at least the 1930’s.

Because of past buildings and structures there are multiple unused driveways along 17<sup>th</sup> Street. The unused driveways should be closed and proper curb and gutter installed.

## **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:

- 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: This amendment contemplates construction of a building to store the materials being collected and also access drive and parking to help improve the functionality of the site. These proposed amendments are not detrimental to the health, safety or comfort of the general area. This assumes that the materials being collected are properly screened from public view. Ideally this type of operation will go unnoticed by those travelling past the site and the recommended conditions ensure this establishment will not be a detriment to the surrounding area.

- 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 proposed conditions were developed with the surrounding properties and those who travel past on Racine Street in mind. This site is adjacent to a State Highway and as such, needs to match the aesthetics which are expected along a busy and popularly travelled route. If this property were more isolated and not readily viewable, the conditions would be much different. That being said, the property is where it is and the conditions have been developed so that the surrounding properties will not be diminished or impaired by the continued operations of the subject property. Establishing a use of this nature has the ability to limit the quality and also the type of development in the general area. The use has existed for decades, and this proposal, with the recommended conditions, is expected to help improve property values in the general area.

- 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: The proposed major amendment is anticipated to help normal and orderly development in the area. By properly screening materials on the site with fencing and buildings, the



aesthetics of the Racine Street corridor in this stretch are anticipated to improve. The modifications to the site as contemplated in the application are not expected to impede normal and orderly development. The recommended conditions with this request ensure the site is operated as harmoniously as possible with that of the adjacent land uses. Improvements to the screening and height of the materials being stored on the site are expected to improve aesthetics of the general area.

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

Staff Comments: This request is not expected to impact the drainage or provision of utilities to the area. Vehicle access to the site is provided from Wisconsin Street and High Street, but there is no ability to locate vehicles on the site. The submitted plans from the applicant contemplate utilizing existing curb cuts and providing a U shaped access drive accessed from 17<sup>th</sup> street; the traffic flow is one way beginning at the easternmost driveway and ending up with parking lot, at the westernmost access on 17<sup>th</sup> street. The final drainage calculations need to be reviewed and approved by Engineering, but the site is expected to be able to accommodate for storm water management.

**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: The site plan submitted by the applicant contemplates utilizing existing curb cuts and providing a U shaped access drive accessed from 17<sup>th</sup> street; the traffic flow is one way beginning at the easternmost driveway and ending up with parking lot, at the westernmost access. The access location onto the site is not along a major thoroughfare and the proposed access points will allow for some stacking of vehicles on the site and onto 17<sup>th</sup> Street, which has on-street parking.

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

Staff Comments: The land use plan for the City identifies this property as Industrial. This proposed usage is expected to be more consistent with the objectives of the comprehensive plan and its associated Southside Plan, the Live Towerview Plan, and the Uptown Strategic Plan with the adoption of the recommended conditions. This is one of the most intensive types of land uses in the City and it is at a juxtaposition with the residential uses located to the east of the property. Ensuring there is an adequate buffer and screening with this site is of the utmost importance so the development is able to exist without being detrimental to the surrounding uses.

**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: With the recommended conditions, it is expected that this development will operate in accordance with the applicable regulations for this zone district and in a manner which is not

detrimental to surrounding properties. Given the intense nature of this existing use and configuration of the general area, staff would not recommend granting any exceptions with this request.

## **POSSIBLE ACTIONS FOR THE PLANNING 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.
5. Defer with a continuance of the public hearing to a date certain.

## **STAFF SUPPORTS THE APPLICATION FOR THE FOLLOWING REASONS:**

- If developed as recommended in the conditions from this report, the site can function as a complimentary use in an industrial corridor adjacent to a residential area.
- The proposed use will not be detrimental to the surrounding development or other land uses if operated in accordance with the recommendations from this report and operational aspects as approved in previous actions.

**STAFF RECOMMENDATION:** BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM, ALTER TRADING, SEEKING A MAJOR AMENDMENT TO AN EXISTING CONDITIONAL USE PERMIT WHICH ALLOWS A RECYCLING DROP-OFF SITE AT 1339 SEVENTEENTH STREET BE APPROVED, SUBJECT TO THE FOLLOWING CONDITIONS:

- a) That the plans presented to the Plan Commission on June 26, 2019 be approved subject to the conditions contained herein.
- b) That the following development standards be complied with prior to occupancy unless otherwise noted:
  1. That screening and landscaping be provided across the eastern and northern lot line as required by Sec. 114-734 and Sec. 114-743. Screening shall not be fencing with privacy slats and shall be 10 feet in height. Metal building wall material shall not be allowed for screening purposes. Screening shall be setback at least six (6) feet to allow for landscaping

- between property line and privacy screening. Specifications of screening and landscaped areas to be submitted to the Department of City Development, and approved by said Department, *prior to installation*.
2. Masonry material as required by Sec. 114-735.5 be installed on at least 30% of the building walls. Masonry material shall be of a smooth face scored product to resemble full dimensioned jumbo brick. Revised plan indicating where the additional 10% masonry will be installed to be submitted to the Department of City Development, and approved by said Department, *prior to submitting for building permits*.
  3. Final stormwater drainage plan and calculations as required by Sec. 114-739 be submitted to and approved by the City Engineer prior to any construction on the site.
  4. Driveways along 17<sup>th</sup> Street not being utilized for the dropoff center be closed in accordance with Sec. 114-1151 and curbing in accordance with City standards installed.
- c) That if, prior to the issuance of an Occupancy Permit, required site improvements listed in b, above have not been or cannot be completed, a financial surety shall be provided to the City. The surety shall be in a format as approved by the City Attorney’s office, and subject to all stipulations as identified for financial sureties in the City of Racine. The dollar amount shall be determined at the time of application based upon estimates provided by the applicants for any incomplete work, and shall be valid for no less than one (1) year from the date of issuance. The surety format and content is subject to review and approval by the City Attorney.
  - d) No pile of material exceeding nine (9) feet in height shall be no closer than 175 feet to the Racine Street Right-of-way line and no closer than 50 feet to the 17<sup>th</sup> Street Right-of-way line. In no case, shall a pile of scrap or material exceed a total height of 25 feet for more than three consecutive days within a 60 day period.
  - e) That all codes and ordinances are complied with and required permits acquired.
  - f) That no minor changes be made from the conditions of this permit without approval of the Plan Commission, and no major changes be made from the conditions of this permit without the approval of the Common Council.
  - g) That this conditional use permit is subject to Plan Commission review for compliance with the listed conditions.





## **ATTACHMENTS:**

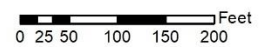
- 1) Property owner notification map indicating the subject property;
- 2) Aerial Photo indicating the subject property;
- 3) Zoning Map indicating the subject property;
- 4) Land Use Map from Comprehensive Plan, indicating the subject property;
- 5) Site photos of the property and general area; and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



# Conditional Use Amendment - 1339 17th Street



-  Subject Property
-  Notification Area
-  Street Centerline
-  Tax Parcel Boundary







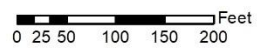




# Conditional Use Amendment - 1339 17th Street



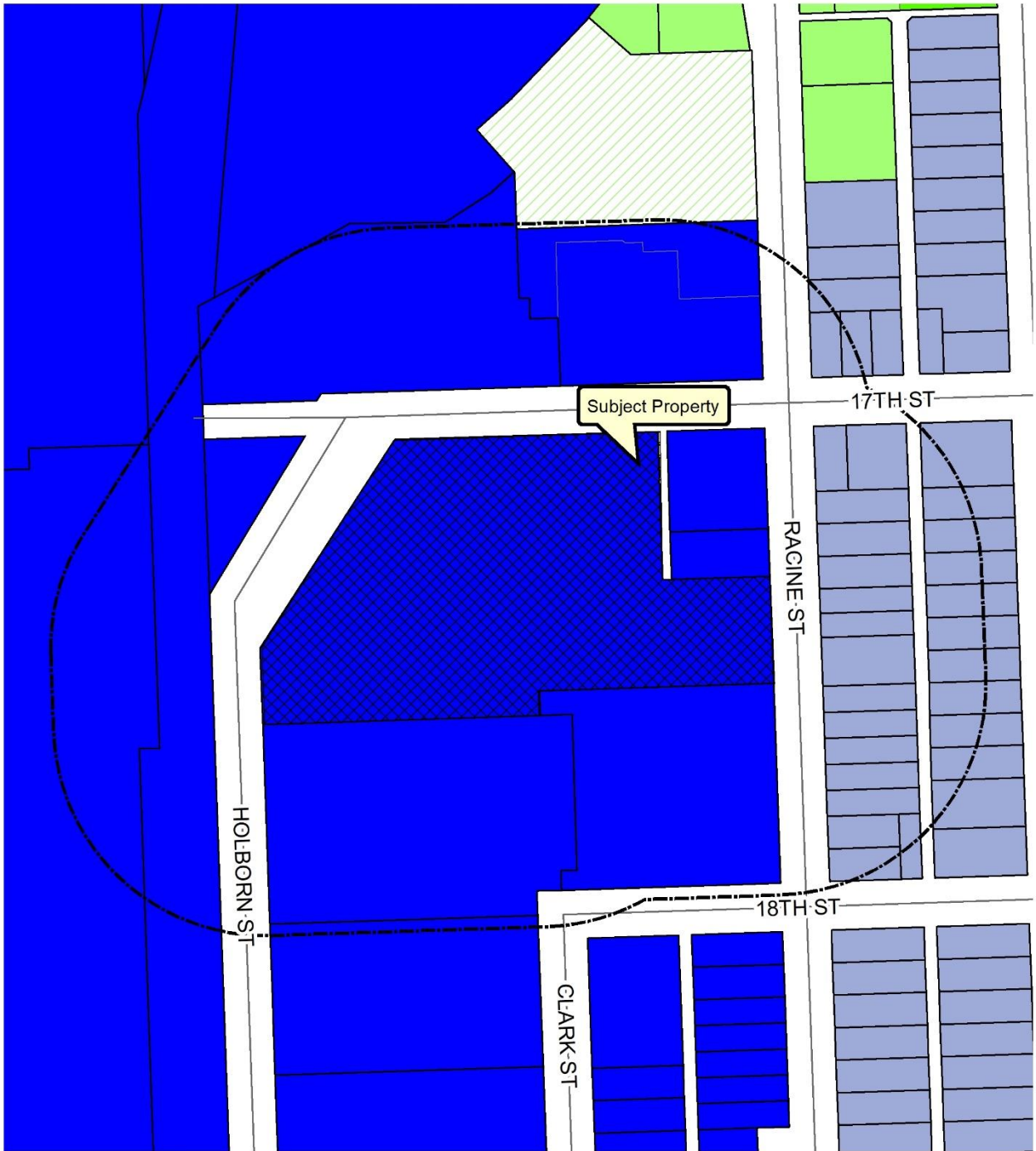
-  Subject Property
-  Notification Area
-  Street Centerline
-  Tax Parcel Boundary












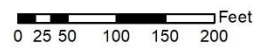
# Conditional Use Amendment - 1339 17th Street



### Zoning

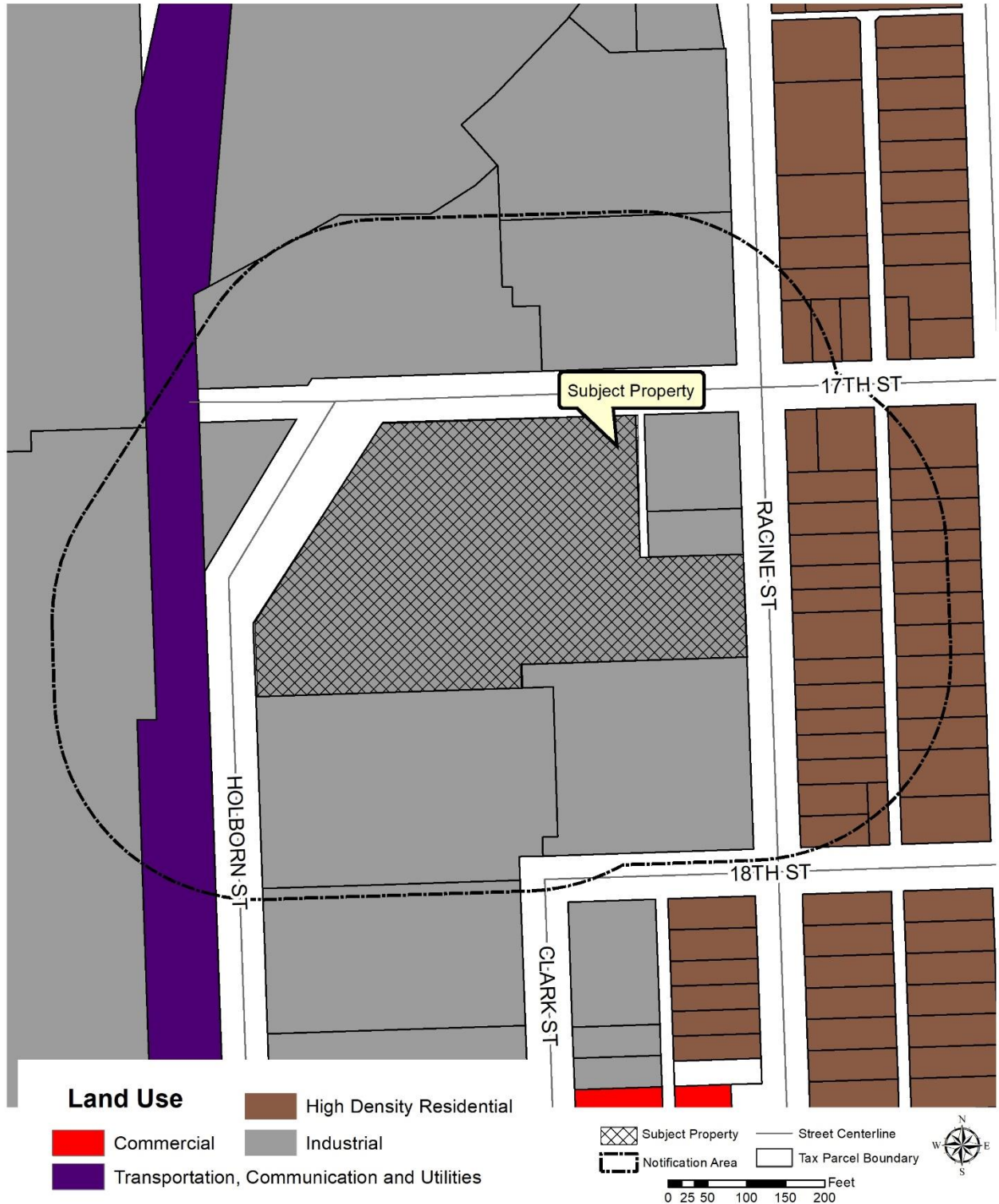
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|  B-2/FD |  R-3 |

- |  |   |
|--|---|
|  Subject Property  |  Street Centerline   |
|  Notification Area |  Tax Parcel Boundary |





# Conditional Use Amendment - 1339 17th Street





### Site Photos



Looking southwest at subject property  
from 17<sup>th</sup> Street.



Looking west at subject property form Racine  
Street



Looking southeast at subject property  
from 17<sup>th</sup> Street



Looking east at subject property from  
Holborn Street.



Looking northeast at the subject property  
from Holborn Street



Looking south down Holborn Street.