



City of Racine, Wisconsin

**PLANNING HERITAGE AND DESIGN COMMISSION (PHDC)
AGENDA BRIEFING MEMORANDUM (ABM)**

COMMITTEE: Planning Heritage and Design Commission **LEGISLATION ITEM #:**0064-21

AGENDA DATE: Public Works and Services Commission, January 25, 2021

Planning Heritage and Design Commission, January 27, 2021

DEPARTMENT:

Prepared By: Matthew G. Sadowski, Planning Manager, Planning Division, Department of City Development

SUBJECT: **Communication sponsored by Mayor Mason submitting an ordinance seeking the adoption of additional overlay districts with the purpose of improving the quality and compatibility of existing and proposed development and redevelopment in certain access corridor areas of the City.**

EXECUTIVE SUMMARY:

Nine additional overlay districts are being proposed to be established.

The goal of the overlay districts is to improve the quality of existing and proposed development and redevelopment in areas that are considered access corridors into the City; their improvement helps the City put its best foot forward to visitors, employers and residents alike. The proposed ordinance puts into place a foundation of basic development standards that are intended to apply to commercial and industrial properties, and residential properties having three or more dwelling units. The addition of these districts is consistent with the already existing districts such as Douglas Avenue, West Racine, and Uptown corridor overlay districts.

So, when a business or property owner seeks to apply for a building permit, sign permit or occupancy permit, they will first submit plans to the Department of City Development's Planning Division staff for a review to determine if design standards are being met. If standards are not met, the applicant will be instructed on how to modify the plans so that they are in compliance with the overlay standards. If the standards are met, Planning Division staff will release the project for issuance of permits by the Building Inspection Division.

32 The ordinance also identifies currently vacant, underutilized or dilapidated properties and areas for
33 which more detailed plans can be developed to further encourage quality development and
34 redevelopment. This is consistent with detailed plans which have been developed for areas such as the
35 West Racine, Downtown, and Uptown business districts.

36 The proposed standards do not mean that the city is intending to purchase property, or to stop or
37 hinder the sale of property. To restate the main goal, it is to improve the overall quality of existing and
38 proposed development and redevelopment in the City.

39 _____

40 **BACKGROUND & ANALYSIS:**

41 Overlay districts are not new to the City of Racine. Since 1973, at least 22 overlay districts of various
42 sizes and purposes have been established for either access corridor areas, redevelopment areas or
43 design districts. Within these areas both land use and project design have additional direction beyond
44 the basic zoning of the lands. These areas are:

45	Douglas Avenue	Horlick (Flex CUP)
46	West Racine	Gold Medal (Flex CUP)
47	State Street	Mitchel Wagon (Flex CUP)
48	Downtown	River Bend (Flex CUP)
49	Olsen Industrial Park (IP)	Gaslight Pointe (PUD)
50	Young Industrial Park (IP)	Loni Lane (PUD)
51	Regency Mall (PUD)	Racine Steel Castings (RA)
52	Highridge Center (PUD)	Southside Industrial Park (RA)
53	Westgate Shopping Center (PUD)	State Street Transit Station (RA)
54	Regency West Shopping Center (PUD)	All Saints Wisconsin Avenue (PUD)
55	Gateway (PUD)	
56	All Saints Spring Street (PUD)	

57 (Note: IP = Industrial Park, PUD = Planned Development, CUP = Conditional Use, RA = Redevelopment Area)

58 Often, overlays are a collaboration with a developer and specific development project, or a follow on /
59 implementation tool after the adoption of a redevelopment plan prepared for a specific area.
60 Alternatively, overlay district can be a proactive tool to establish the basic “rules of the road” in the
61 event that unanticipated development and redevelopment proposals are put forward.

62 In this current instance, the City is seeking to be proactive in establishing a foundation for project
63 evaluation. From this foundation more detailed development and redevelopment plans can be
64 prepared if requested or resided. Nine new districts are being proposed for the following areas:

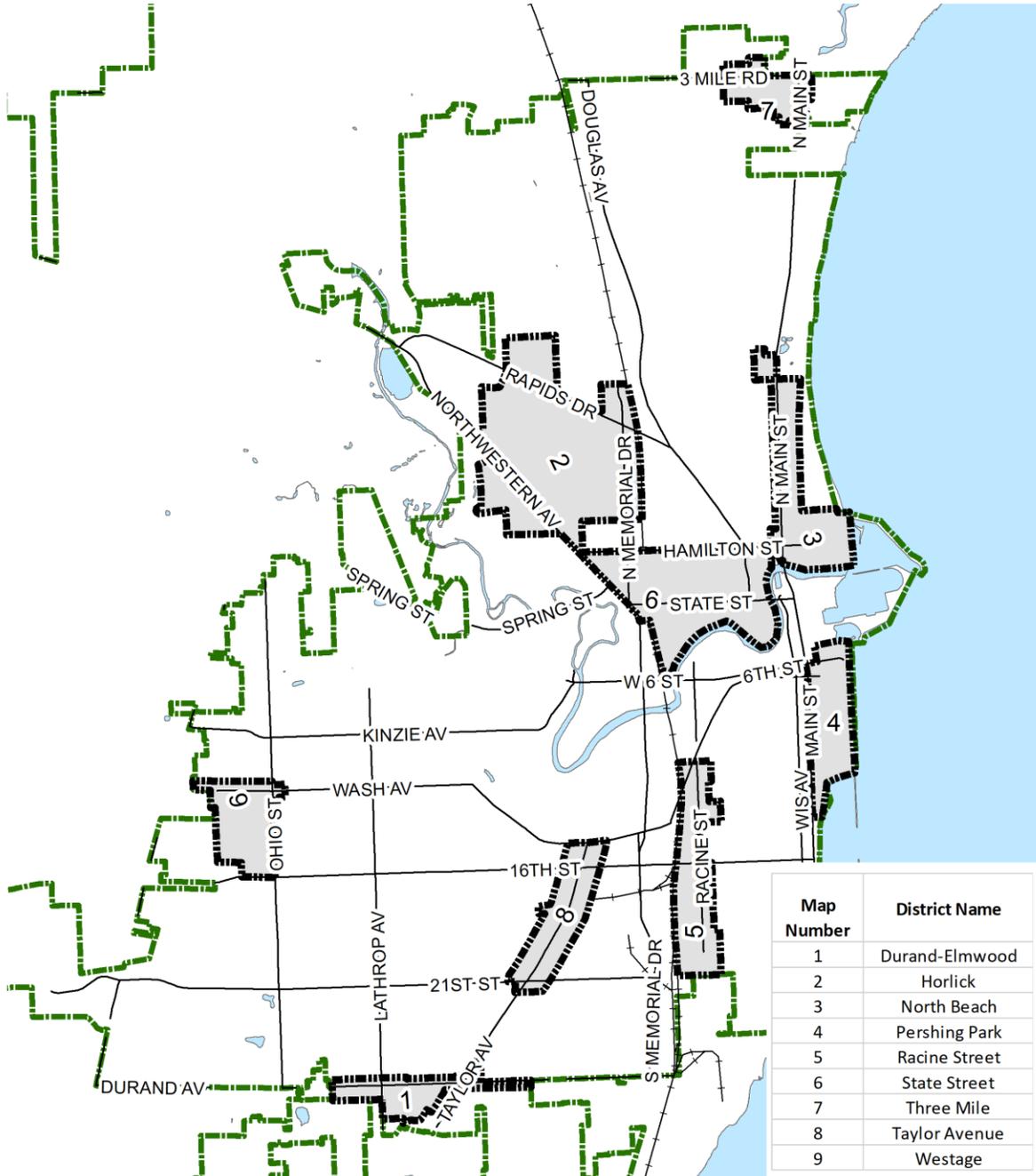
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66	Durand – Elmwood
67	Horlick
68	North Beach
69	Pershing park
70	Racine Street
71	State Street
72	Taylor Avenue
73	Three Mile Road
74	Westgate
75	

76 Maps of the proposed district boundaries are illustrated below.

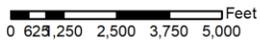
CITYWIDE OVERVIEW OF ALL DISTRICTS



Proposed Access Corridor Overlay Districts



Map Number	District Name
1	Durand-Elmwood
2	Horlick
3	North Beach
4	Pershing Park
5	Racine Street
6	State Street
7	Three Mile
8	Taylor Avenue
9	Westage

 Proposed District Boundary
  City Boundary
  Feet
 0 625 1,250 2,500 3,750 5,000
 

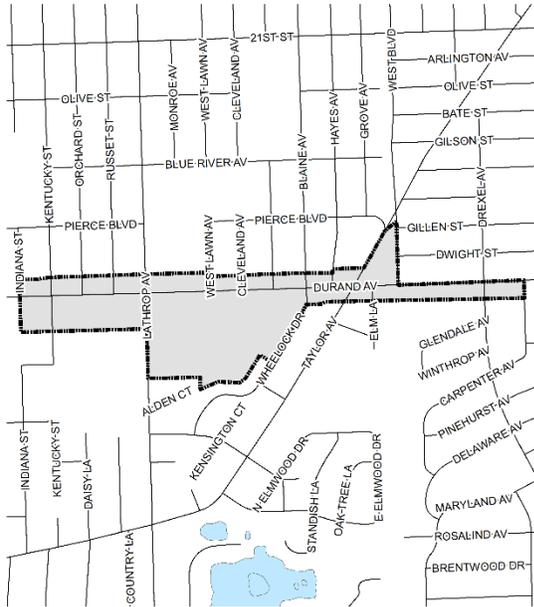
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DETAILED MAPS

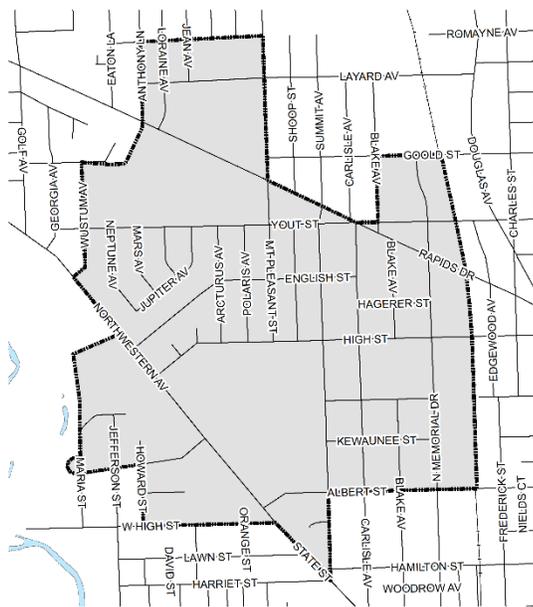
(PROVIDED WITH EACH PUBLIC HEARING NOTICE)



Proposed Durand-Elmwood Overlay District



Proposed Horlick Overlay District



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Proposed North Beach Overlay District



Proposed Pershing Park Overlay District



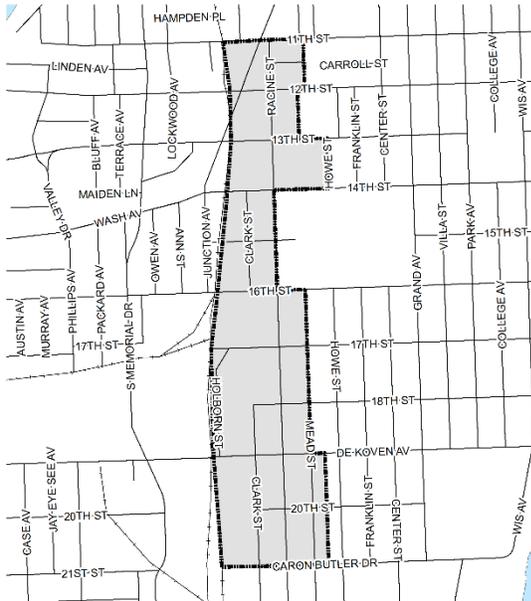
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Proposed Racine Street Overlay District



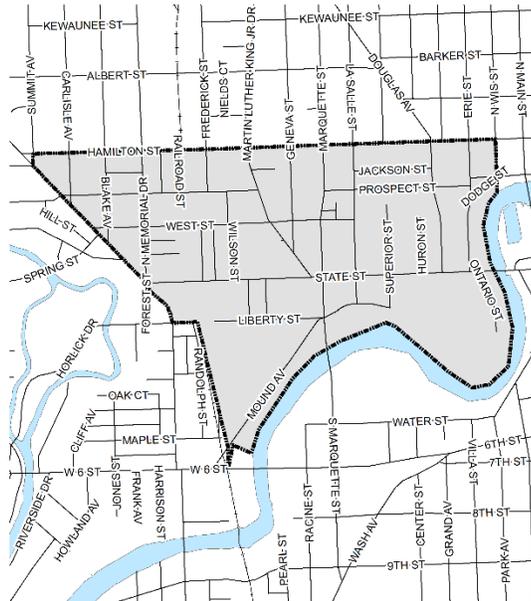
Proposed District Boundary



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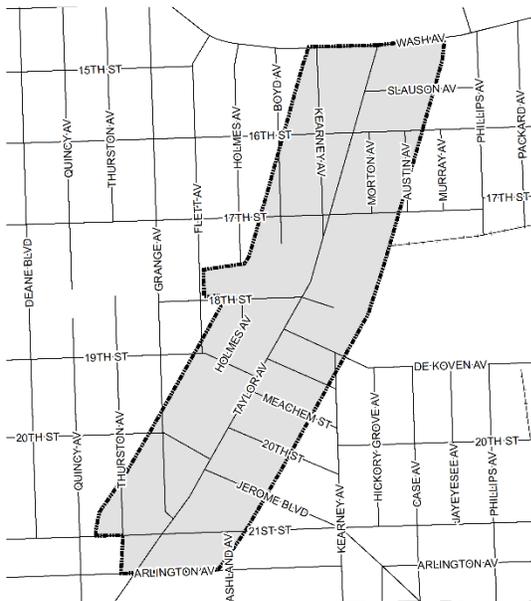
Proposed State Street Overlay District



Proposed District Boundary



Proposed Taylor Avenue Overlay District



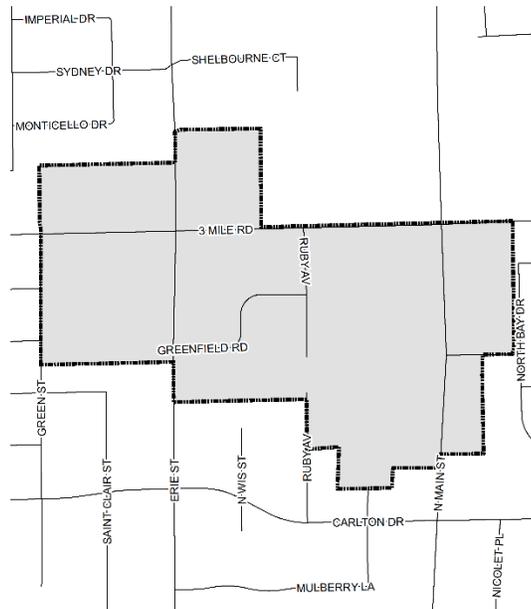
Proposed District Boundary



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Proposed Three Mile Overlay District

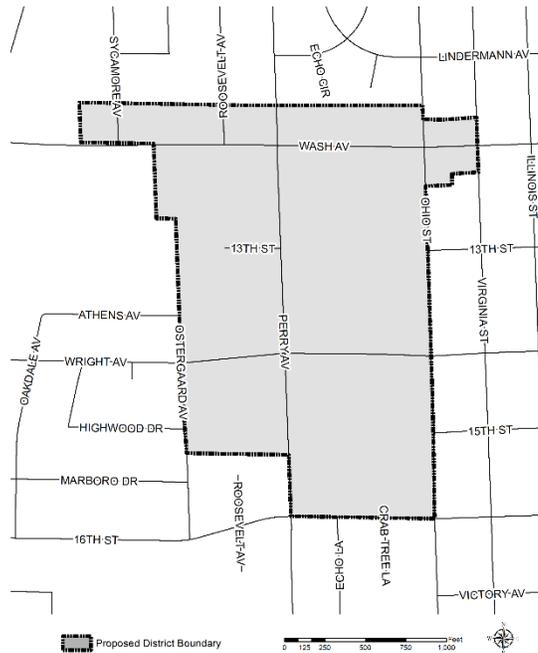


Proposed District Boundary





Proposed Westgate Overlay District



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90 Further descriptions of the districts and the development and redevelopment considerations can be
91 found by typing the following link into your internet search engine’s web search bar:

92 <https://bit.ly/3oKD9ZF>

93 **The basic frame work of the proposed districts** defines the district boundaries, provides a purpose and
94 statement for the districts, provides definition of some key phrases, establishes that the districts are
95 mapped, describes the land uses allowed in the districts, describes the prohibitions and exemptions of
96 each district, and then which types of projects require review and the basic principles that guide the
97 review.

98 Evaluation criteria are provided for more specific design statements and standards as expressed
99 generally and by specific use classification. And then, finally, special districts (sub-districts) are
100 described – infill districts and renovation districts; each with design standards tailored for the typical
101 design and development concern.

102 **Uniform direction and requirements for all the proposed districts are that** applicants should become
103 familiar with any currently adopted development plans. Stated guidelines are applicable to all facilities,
104 buildings, accessory structures and signs such as, but not limited to, office, commercial, residential,
105 industrial, governmental, parking and utility, and use changes.

106 No projects for new exterior construction, building expansions, accessory buildings, exterior
107 renovations/rehabilitations activity or any exterior painting of projects whose impact will result in their
108 alteration of the visual character, color or impact of a property without first making application to the
109 department of city development and receiving approval.

110 **The development and approval process for the proposed ordinance amendment:**

- 111 • Ordinance concepts and scope, language developed, ordinance language and structure
- 112 review: City Development Staff, Mayor’s Office, City Attorney’s Office (March 2020 thru
- 113 January 2021)
- 114 • Public hearing notice in Journal Times (January 15th & 18th)
- 115 • Public hearing notices mailed out to proposed district property owners (January 15, 2021)
- 116 • Public Works and Service introduction and referral to the Planning Heritage and Design
- 117 Commission (January 25, 2021)
- 118 • Planning Heritage and Design Commissions public hearing, review and recommendation
- 119 (January 27, 2021)
- 120 • Common Council action (February 2, 2021).

121

122 **BUDGETARY IMPACT:**

123 While it cannot be immediately qualified, the anticipated budgetary impact is that better quality
124 development, and more compatible land uses, in the proposed overlay areas will result in a stabilization
125 of property values and greater pride for City residence, property owners, employers, employees and
126 visitors.

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128 **OPTIONS/ALTERNATIVES:**

129 **For Public Works and Services Commission:**

130 Forward to PHDC for the public hearing, consideration and recommendation to the Common Council.

131 **For Planning Heritage and Design Commission:**

132 Recommend to the Common Council that the ordinance be adopted, or....

133 Defer to gather further review of the ordinance language. Consider changes, or

134 Defer the public hearing to specific date and gather further review of the ordinance language. Consider
135 changes, or...

136 Recommend to the Common Council that the ordinance not be adopted.

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138 **RECOMMENDED ACTION:**

139 Recommend to the Common Council that the ordinance be adopted.

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141 **ATTACHMENT(S) TO LEGISTAR FILE:**

142 FAQ and Maps

143 Public hearing Notices

144 Proposed Ordinance Language