



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

Meeting Date: 8/19/2024

To: Mayor and Planning, Heritage, and Design Commission

From: City Development Department - Jeff Hintz – (262) 636-9151 jeff.hintz@cityofracine.org

Location: 1121 Lake Ave

Applicant: Steve Cross representing Alliance Family Services

Property Owner: Hope City Church

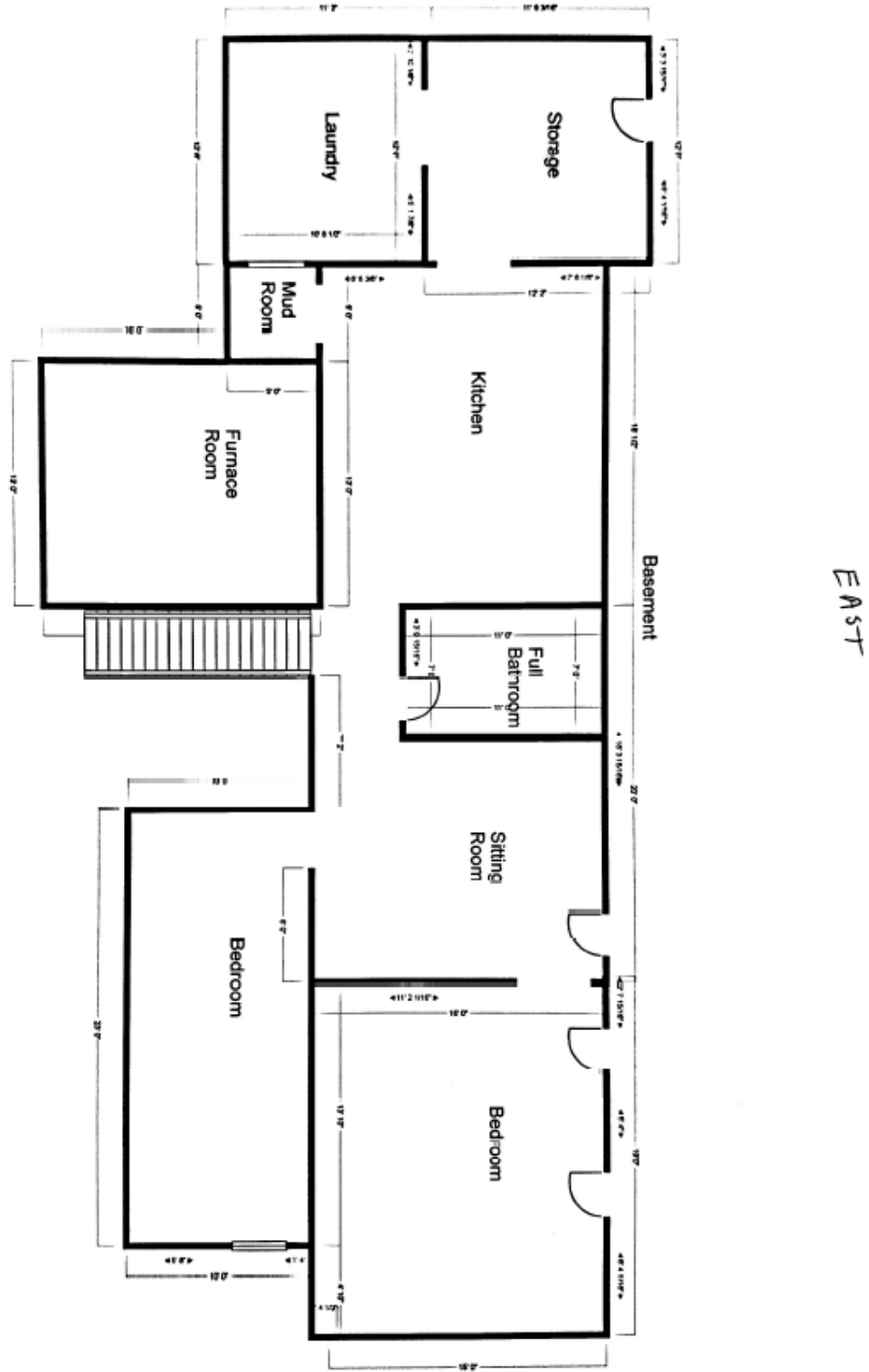
Request: Consideration of a request for a conditional use permit to operate a clinic and transitional living facility at 1121 Lake Ave, as allowed by Sec. 114-428 of the Municipal Code.

BACKGROUND AND SUMMARY: The application contemplates having a clinic that would offer transitional living to those that they serve. The hours of operation for the clinic would be Monday 12:00 pm – 7:00 pm; Wednesday 9:00 am – 3:00 pm and Friday 9:00 am – 3:00 pm. They would typically have no more than 2-4 clients at the clinic at a time and have a maximum of 4 tenants. The clinic will provide ultrasounds, STI testing, pregnancy tests, prenatal care, well-women exams, and breastfeeding consultations. They also provide parenting classes, mentoring, financial literacy training and material assistance.

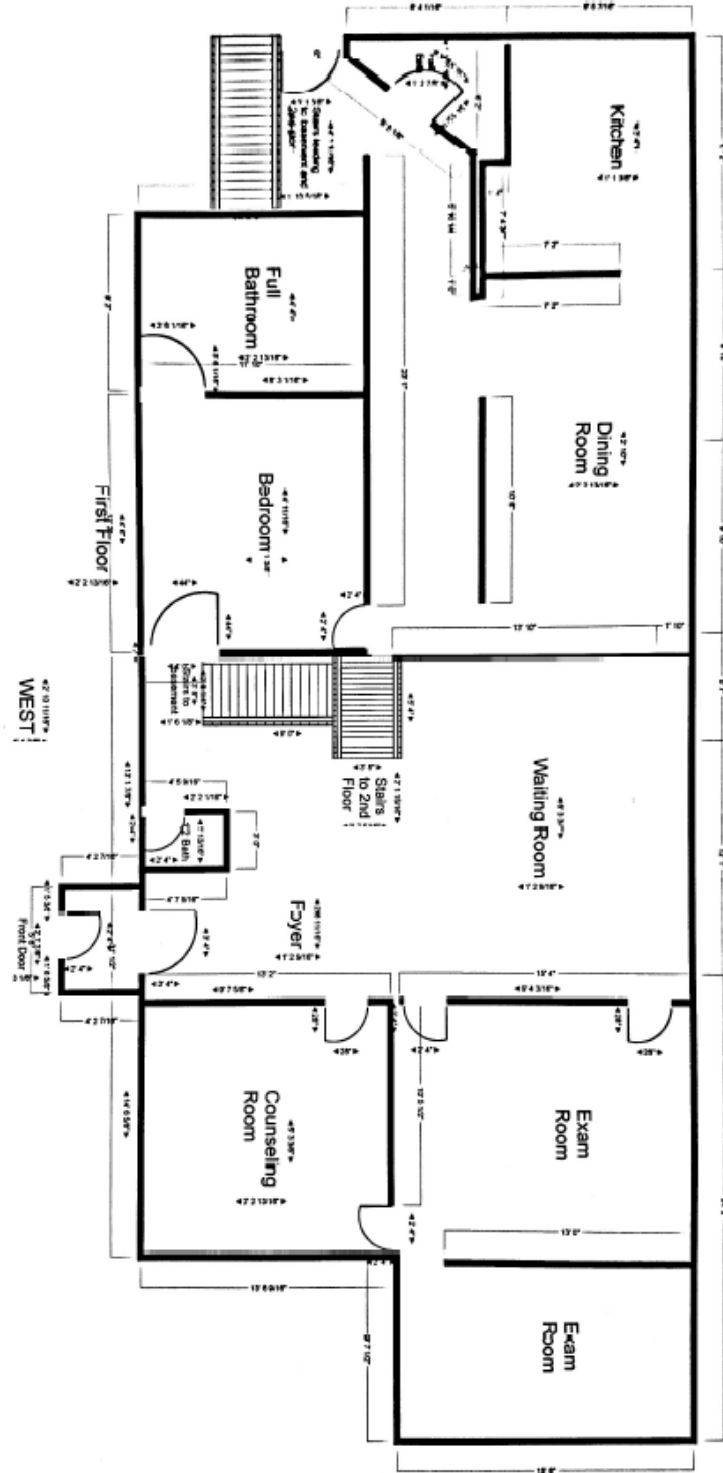
The Zoning Ordinance classifies clinics and multi-family housing as permissible in the O/I Office/Institutional Zone District upon the issuance of a conditional use permit (114-428).



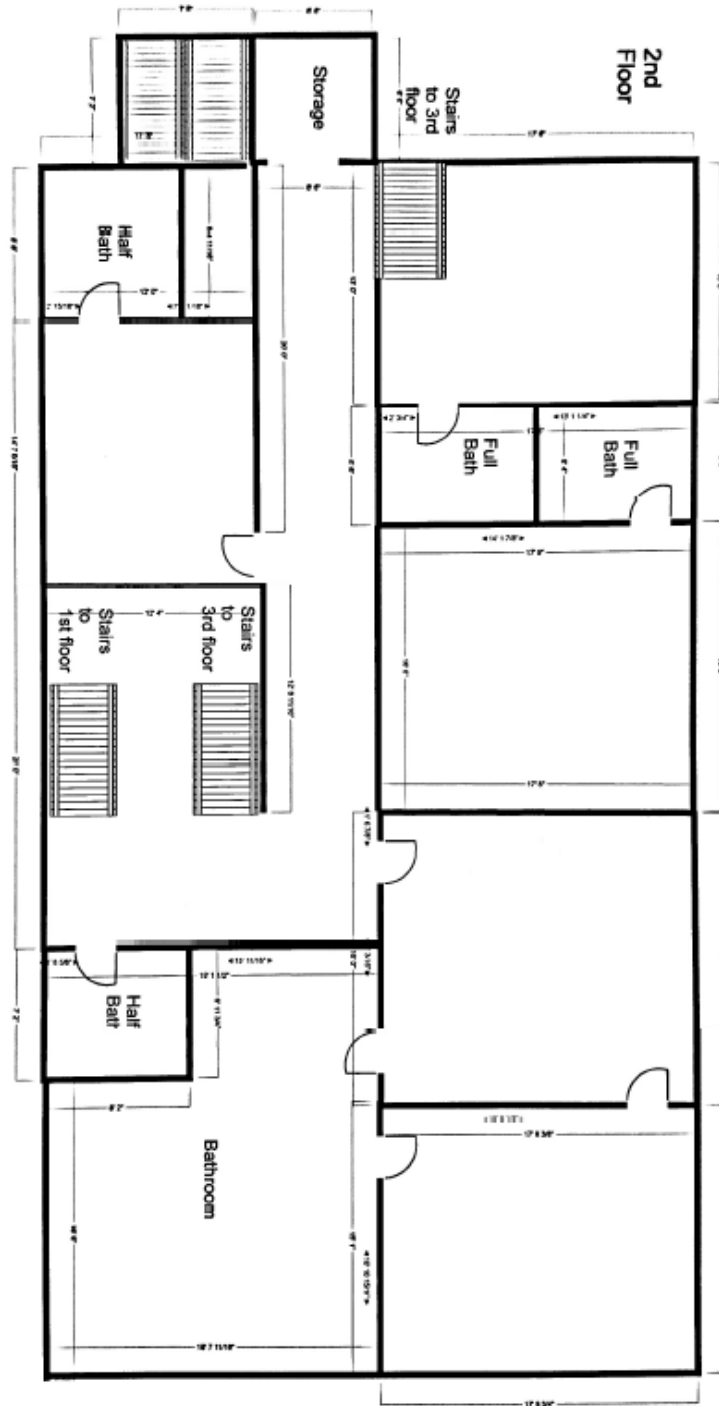
Birdseye view of the property, indicated in blue, (north is up) (image from City Pictometry)



Proposed Basement Floor Plan



Proposed first floor plan



Proposed second floor plan

GENERAL INFORMATION

Parcel Number: 00601000

Property Size: 41,586 square feet

Comprehensive Plan Map Designation: High Density Residential

Consistency with Adopted Plans:

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

- The plan should encourage the redevelopment of older areas and commercial areas.
- Maintain and develop a land use pattern that strengthens the character and livability of the City's downtown core, commercial and industrial areas, and neighborhoods.
- Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.

Corridor or Special Design District?: Pershing Park Access Corridor Overlay District

Historic?: Southside Historic District

Current Zoning District: O/I Office/Institutional

Purpose of Zone District: The O-I office/institutional district is designed primarily to accommodate office buildings, civic and governmental structures, and educational and institutional buildings in a mutually compatible environment. Compatible apartment structures may be allowed by conditional use permit.

Proposed Zoning: No change proposed

Existing Land Use: Vacant

Surrounding Zoning and Land Uses:

North	O/I Office/Institutional	Gateway Technical College Campus
East	O/I Office/Institutional	Park/Lake
South	R-2 Single Family Residence	Single family housing
West	R-5 General Residence	Condo Building

ANALYSIS:

Development Standards:

Density ([114-Article V](#): Article VII, Div. 5 [Bulk Regulations](#) & 8 [Lots](#)): There are no changes planned to the building as a result of this proposal.

Standard	Required	Provided
Lot Area	12,000 square feet	41,586 square feet
Lot Frontage	30 feet	240 feet
Floor Area Ratio	4.0 maximum	.47

Setbacks ([114-Article V](#): Article VII, Div. 6 [Development Standards](#)): Nonresidential uses are not required to provided yards, except as required in 114-570.

Yard	Required	Provided
Front (West)	25 feet	16 feet*
Side (North)	15 feet	90 feet
Side (South)	8 feet	65 feet
Rear (East)	30 feet	106 feet

* Front setback is legal non-conforming and is not required to change unless the building were to be replaced.

Building design standards (114-Secs. [735.5](#) & [736](#)): The building on the parcel complies with the requirements of 114.735.5.b.1. The request does not include any new buildings or modifications to the exterior of the existing building.

Off-street parking and loading requirements (114- [Article XI](#)) The proposed use requires the same parking as the mix of uses that are existing. Since there is no increase in intensity of use there would be not requirements to increase parking. The required parking would generally be 130 spaces.

Use Type	Required	Provided
Clinic	11	
Housing	6	
Total	17	11

Landscaping, screening and yard requirements ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): There would be no screening requirements unless changes were made to the structure of parking lot.

Sign Regulations (114-[Article X](#)): There is a pylon sign for the old bed and breakfast that could be repurposed. No signage was submitted with the application and any signage would have to be reviewed by planning staff before a permit is issued.

Outdoor lighting, signs ([114-Sec. 742](#)): The lighting on the property complies with the requirement that lighting be arranged, shielded and oriented in a manner which does not direct glare onto adjacent properties.

Rubbish and trash storage ([114-Article V](#) & [114-740](#)): There is no specific trash enclosure. The trash currently could be stored in the primary structure or garage or a trash enclosure would need to be constructed.

Engineering, Utilities and Access:

Access ([114-1151](#)): Vehicular access to the site is provided off of 11th street and Lake Ave.

Surface drainage ([114-739](#) & Consult Engineering Dept.): The proposed tenant changes within the building and the reuse of the site is not expected to impact the surface drainage of this lot.

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

Exceptions to ordinance: N/A

Additional Planning and Zoning Comments: N/A

REQUIRED FINDINGS OF FACT:

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

No Conditional Use shall be recommended by the Planning, Heritage and Design 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: This particular block face, being the eastern boundary of the subject property, 11th Street, Main Street, and 12th Street is home to uses which are described as residential; those uses consisting of detached single unit dwellings and one condominium building. In the past, the subject property has functioned as a bed and breakfast facility as early as the 1980's after being used as a dwelling. The proposed usage of transitional housing and a clinic isn't necessarily highly intensive from a land use perspective but is a commercial usage and would be different than the rest of the immediate block. The original construction of this property was for usage as a dwelling based on Sanborn Fire Insurance maps from 1933.

The proposed use while lower intensity from a land use perspective isn't likely to endanger health, safety of morals, but would be the first time this property functioned in a commercial manner, which could upset the comfort and welfare of the general area when considered in the totality of this report.

- 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: While it is impossible to say for certain what the future would hold in terms of the economics of property values, some research into this was conducted. This proposed usage of the property would certainly be a change from how it has been used in the past. While not an evaluation of how the proposed facility would be run, the usage and general character of block would be different going forward. The proposed usage would be expected to generate more visitors than the past uses of the property. The current parking provided on the lot is six spaces short of what the ordinance requires. Vehicles beyond what the lot can accommodate would not be able to park on Lake Avenue or 11th Street. While not high in volume, the block sees no street parking at the moment and any overflow parking would be pushed into the adjacent areas.

Allowing a more commercial use into the property could encourage others to look at this area for similar type uses which has the potential to alter the general character of the area. The Comprehensive Plan Land Use Map calls for future development in this block to be high density residential. While the property is zoned O/I a commercial designation, the intent of the land use plan is to have residential development occur here. Introducing a mostly commercial use on the block has the potential to upset that historical usage of the general area and could upset the long term vision as identified in the land use plan.

Valuation wise, while not exact of perfect, when an area is deemed to be in transition or not stable in terms of usage, impairment of property values often does occur. Any doubt as to what is happening or what could be changing with an area is enough to impact the stability of property values, particularly to those which are the closest to the land which is transitioning.

- 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: Similar to criterion 2, but taking the property value out of the equation, areas which are deemed to be in transition or might be perceived to be when a new use is introduced have the potential to impede the enjoyment of surrounding properties. That isn't to say how this proposed use will be operated would directly have that effect, but rather that by having the commercial usage of the clinic and transitional living facility would be a juxtaposition to the other uses of the block, that others might believe this is a place in the city for these uses to locate, which is not the case. As a result, the normal and orderly uses of the other properties could change based on adding a commercial usage to the general area, regardless of how the facility would be operated.

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

Staff Comments: The property currently has all necessary facilities to accommodate this type of usage, no changes are proposed by the applicant.

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: This particular block of Lake Avenue is generally narrow and not typical of a common local street section in the City. While it would be expected most people visiting the site will use 11th Street, neither 11th or Lake allow for any parking on them and aren't intended for significant volumes of vehicles. This use is not expected to generate high volumes of traffic, however Lake Avenue is very narrow, and this coupled with the ability of the off-street lot and street network to handle overflow cars, could result in some congestion as vehicles maneuver.

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

Staff Comments: The Comprehensive Plan calls for a land use pattern calls for this area to be high density residential in nature. This zone district does allow for residential uses, but the intent of the adopted land use plan is for residential development of this parcel. Commercial usage is not anticipated by the current plan, despite the fact the property is already zoned the least intensive commercial district in the code; this zone district does allow for residential uses and the intent of the plan would ideally have a usage on this property which is exclusively that. Historical uses, including the bed and breakfast, have functioned as such and not had commercial like uses take place at the lot.

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 usage of the clinic and transitional housing facility would comply with development regulations, except for needing to provide more parking. However, when considering the totality of the criterion for this recommendation, there are no combination of conditions which would mitigate for the perception of introducing a solely commercial use to this block and the impacts it could potentially have on future development trends. The best operated facility at this location given the surroundings and existing conditions, would introduce the same concerns on development trends of the block for the future and property values.

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, subject to the consent of the applicant; or
5. Defer the request with a continuance of the public hearing to a date certain, subject to the consent of the applicant.

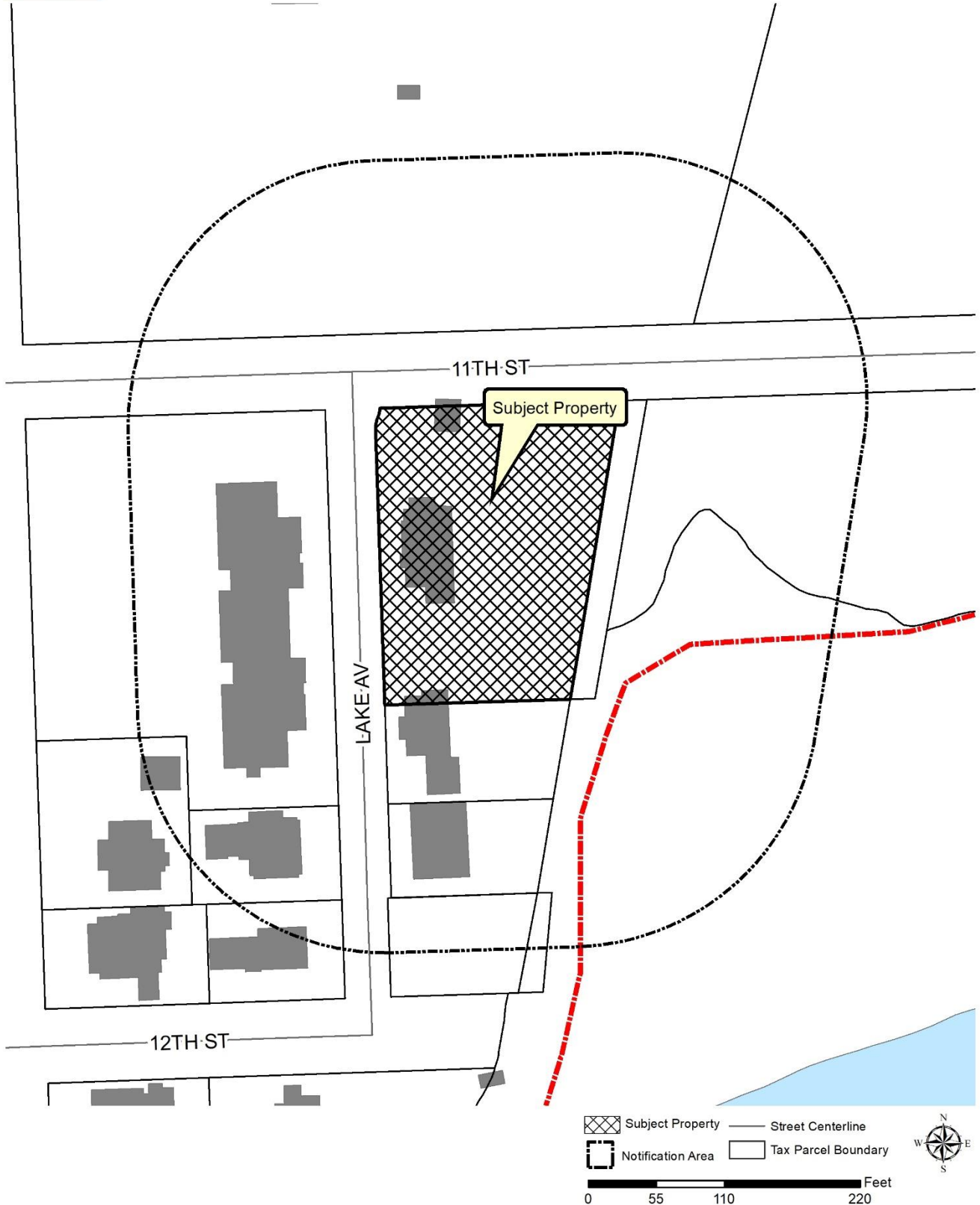
STAFF RECOMMENDATION: THAT BASED ON THE FINDINGS OF FACT IN THIS REPORT, THE REQUEST FROM ALLIANCE FAMILY SERVICES, INC REPRESENTED BY STEVE CROSS, TO OPERATE A CLINIC AND TRANSITIONAL LIVING FACILITY IN AN EXISTING BUILDING AT 1121 LAKE AVENUE BE DENIED.

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).

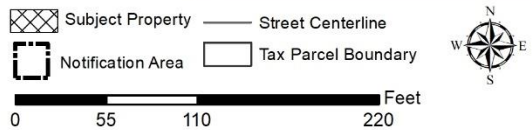


Conditional Use Request - 1121 Lake Avenue



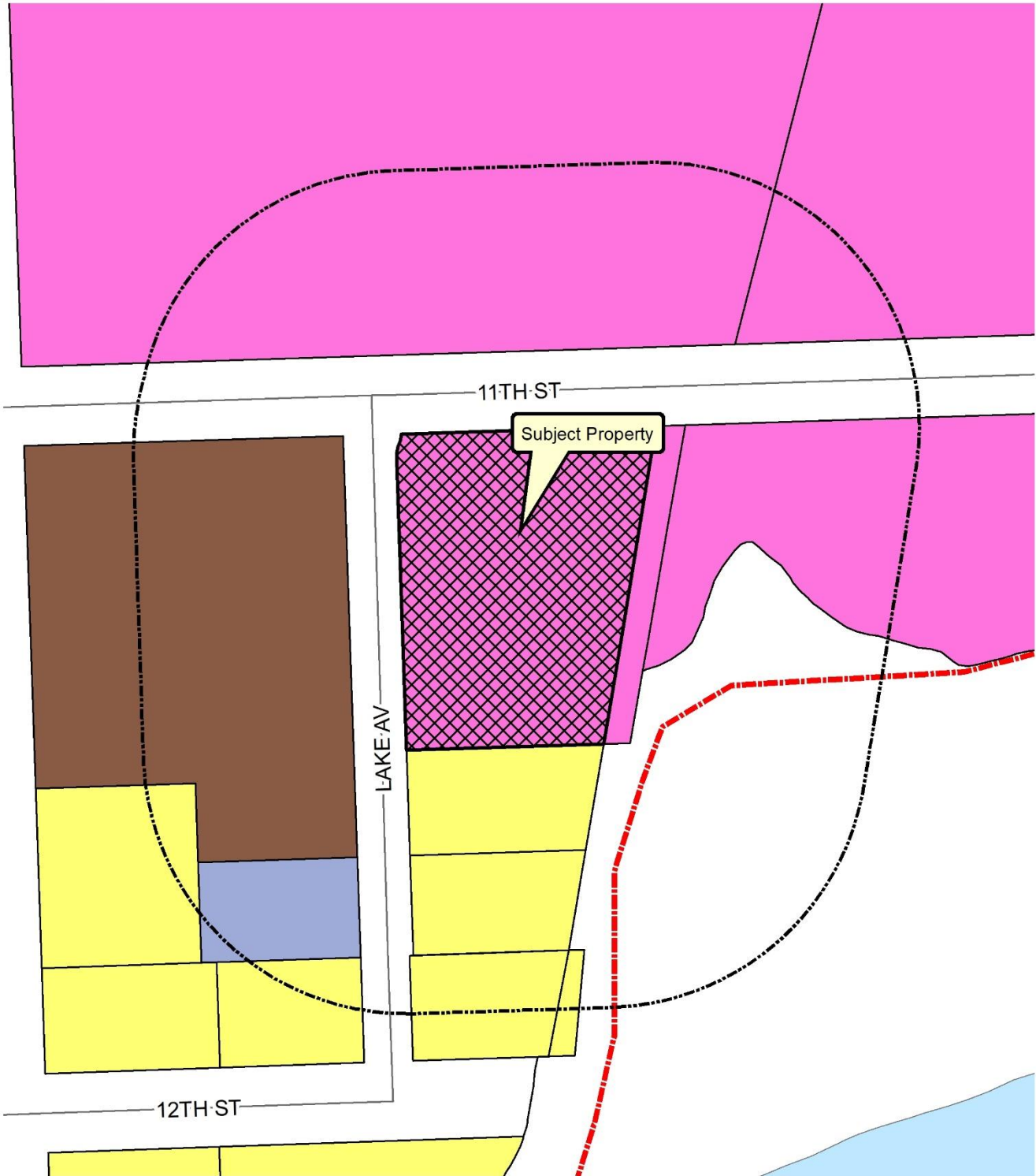


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Zoning Designation

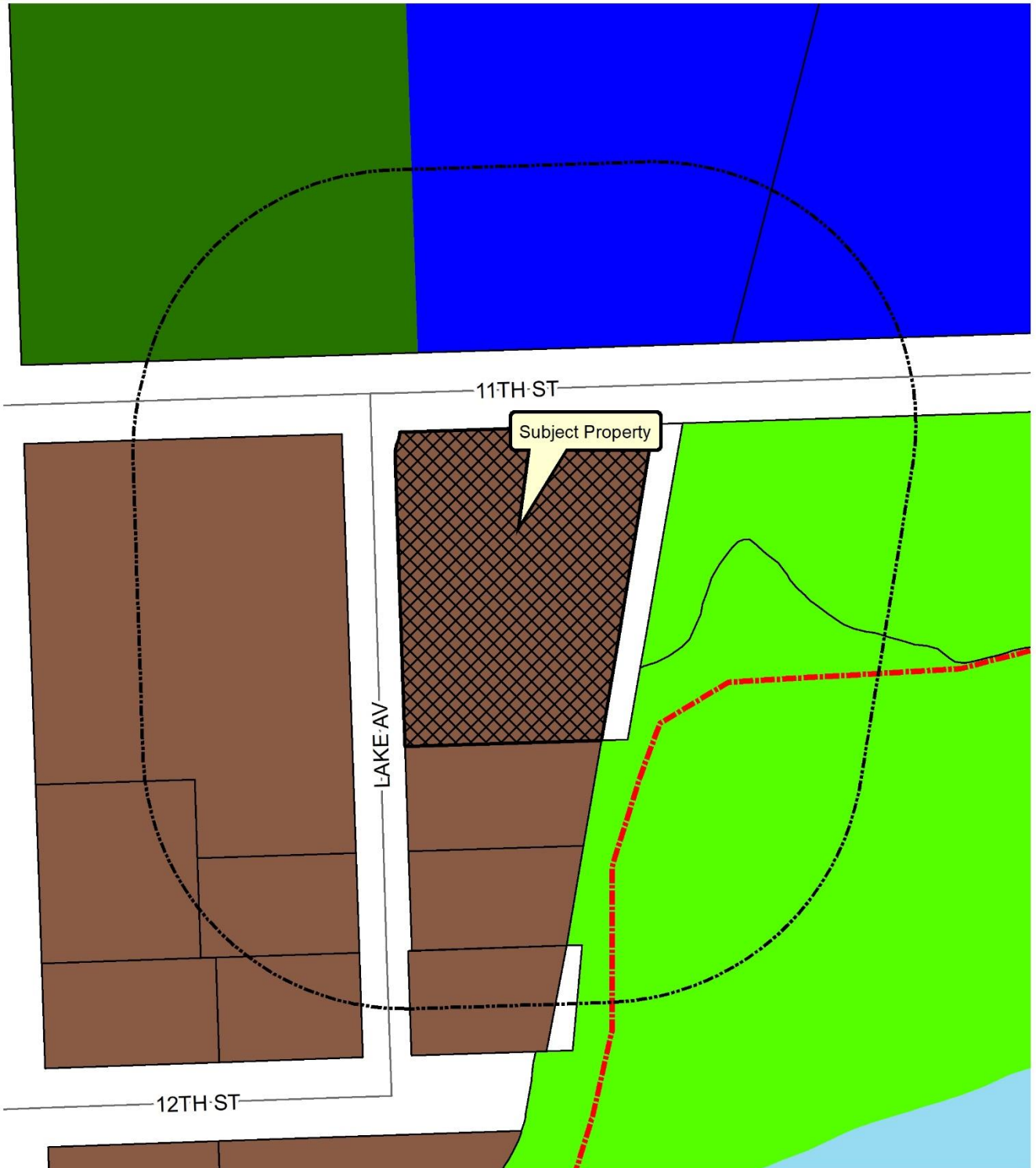
- O/I
- R-3
- R-5
- R-2

- Subject Property
 - Notification Area
 - Street Centerline
 - Tax Parcel Boundary
- 0 55 110 220 Feet





Conditional Use Request - 1121 Lake Avenue



Land Use Designation

- High Density Residential
- Governmental and Institutional
- Recreational
- Primary Environmental Corridor

- Subject Property
 - Notification Area
 - Street Centerline
 - Tax Parcel Boundary
- 0 55 110 220 Feet



Site Photos



Looking West at site signage



Looking North at site



Looking South at rear of site



Looking North at the rear parking lot



Looking East down Washington Ave



Looking West down Washington Ave