



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

**Meeting Date:** 1/23/2023

**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](mailto:jeff.hintz@cityofracine.org)

**Case Manager:** Jeff Hintz

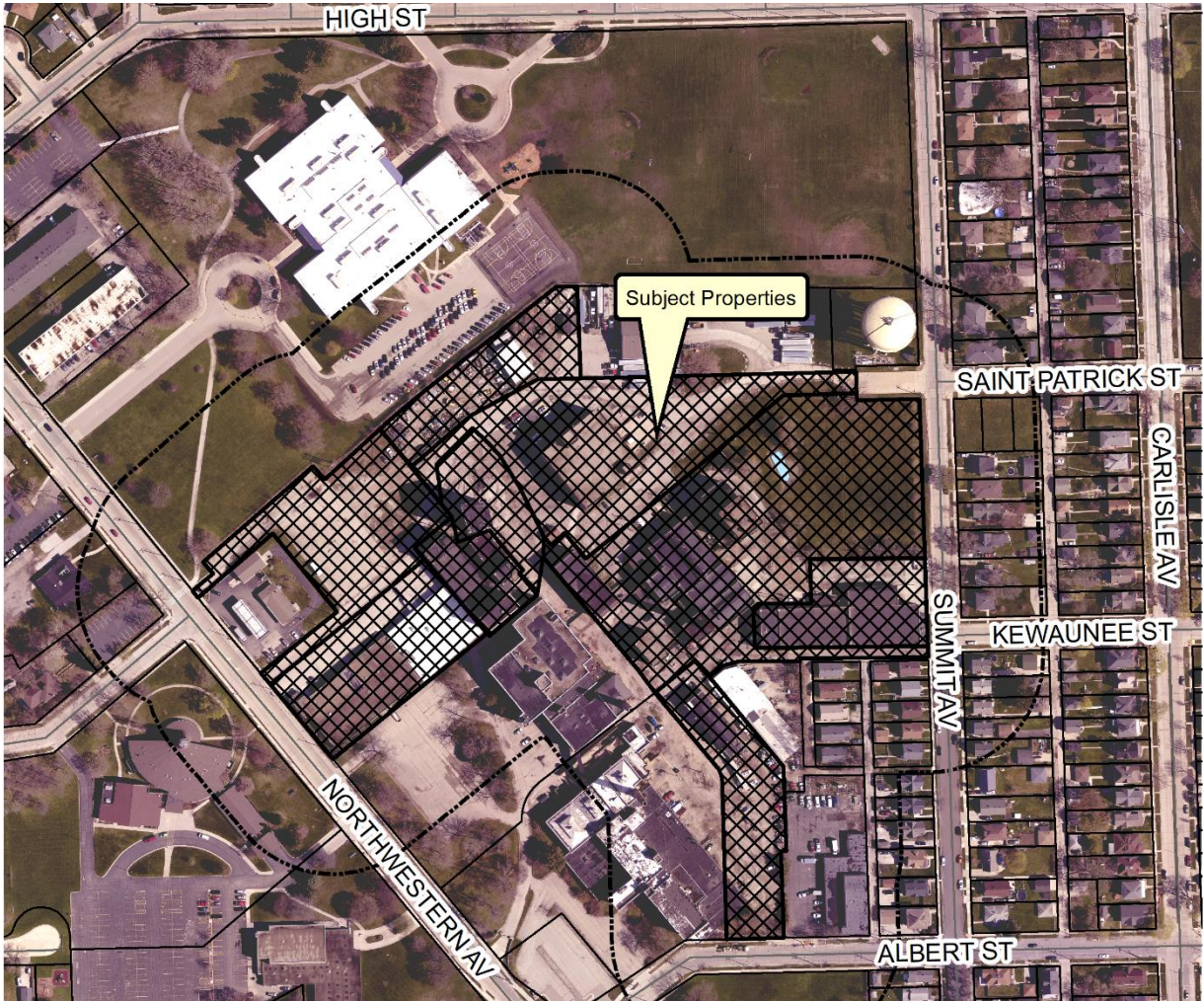
**Location:** 2242, 2234, 2102, 2230, 2222, and 2220 Northwestern Avenue and 1450 and 1500 Summit Avenue

**Applicant:** J. Jeffers and Company

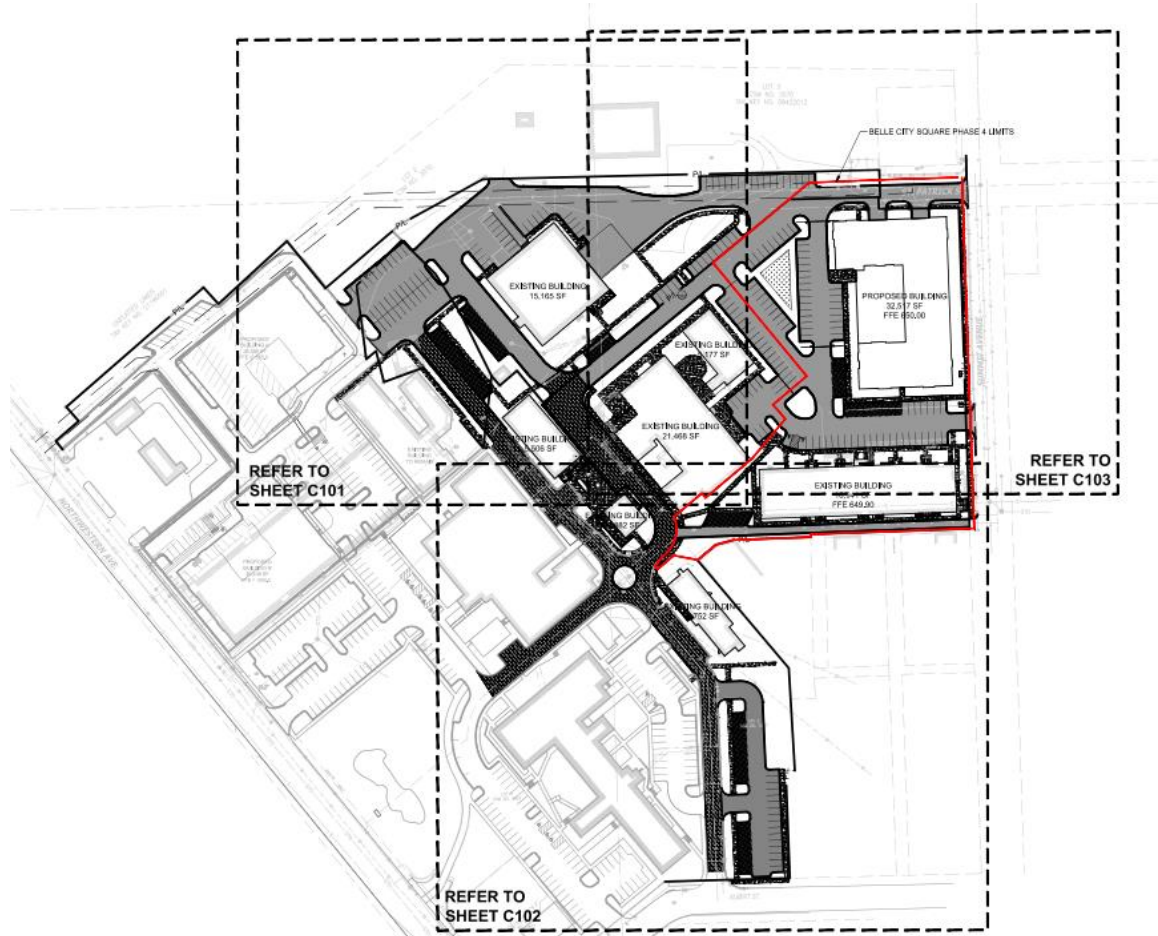
**Property Owners:** Various Limited Liability Corporations (LLCs) Controlled by the J. Jeffers Company

**Request:** Consideration of Z. Ord.0001-23, which would change the zone from I-2 General Industrial and R-5 General Residence District to R-5/FD General Residence District with a Flex Development being Legistar File 1230-18 at 2242, 2234, 2102, 2230, 2222, and 2220 Northwestern Avenue and 1450 and 1500 Summit Avenue.

**BACKGROUND AND SUMMARY:** The R-5 flex was approved at 2100 and 2200 Northwestern Avenue addresses in 2018 by the Common Council. Since that time, the buildings associated with those addresses have been successfully renovated into dwelling units and two new buildings on the campus are being constructed at 2222 Northwestern as dwelling units. This proposed rezoning will unify the properties owned by J. Jeffers and Company under one zone district, with the same set of development standards.



Birdseye view of the property, indicated in crosshatch pattern (image from City GIS).



Proposed campus layout, submitted by applicant.

## GENERAL INFORMATION

**Parcel Number:** 08422015, 08422014, 08422004, 08422013, 08422011, 08423000, 08423001, and 08424004

**Property Size:** Approximately 13.4 Acres

**Comprehensive Plan Map Designation:** Mixed Use – Commercial Emphasis

**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.

- New development should be designed so it is compatible with established development.

**Corridor or Special Design District?:** Horlick Overlay Zone District

**Historic?:** Yes – this set of properties is listed on the National Register of Historic Places (NRHP) as the Horlick Malted Milk Company Industrial Complex.

**Current Zoning District:** R-5 General Residence and 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.

The R-5 General Residence District is primarily intended to provide medium to high density residential areas adjacent to major shopping areas and convenient to places of employment. This district requires utilities of high capacity and community facilities sufficient to service the population, and street system capable of accommodating relatively heavy traffic.

**Proposed Zone District:** R-5/FD General Residence District with a Flex Development being [Legistar File 1230-18](#).

**Intent of proposed Zone District:** The flex development overlay generally conforms to that of the standard R-5 zone district, but it is tailored specifically to the property and the functionality required of the overall master plan. The R-5 Flex controls which uses are allowed to occur (permitted) and which uses require more review and approval (conditional) as well as uses that may not occur on the property. The development requirements outline rules for signage, parking, and yard requirements.

The intent of the Flex Development Overlay Zone and associated Use Supplement (Legistar File 1230-18 in this instance) is to provide flexibility to existing facilities and buildings which were built with a different use originally, but due to markets, economics, and changes in development patterns, would likely not function as originally constructed. This ends up functioning like the requirements of a Planned Development, which is a different, but similar zoning tool. In this instance, the flex was customized so that the proposed plans would in effect, comply with zoning regulations as approved in 2018. Typically, the flex requirements would be created when the rezoning was brought forward, but this request is to unify the entire campus of properties owned by J. Jeffers and Company under the same set of development standards.

**Existing Land Use:** Historical Horlick Malted Milk Complex factory and associated structures, which are being repurposed into multiple unit dwellings.

**Surrounding Zoning and Land Uses:**

<b>North</b>	O/I Office/Institutional	Elementary school
<b>East</b>	R-3 Limited General Residence	Single unit dwellings
<b>South</b>	R-3 Limited General Residence	Single unit dwellings
<b>West</b>	O/I Office/Institutional	Religious institution

## ANALYSIS:

Development Standards (under the flex):

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

Standard	Required	Provided
Lot Area	Varies by bedroom count and total units	13.4 Acres
Lot Frontage	No minimum	120 feet
Floor Area Ratio	4.8 maximum	.63

**Building design standards** (114-Secs. [735.5](#) & [736](#)): This will be reviewed when buildings are submitted for construction permitting and design review.

**Off-street parking and loading requirements** (114- [Article XI](#)): This will be reviewed as a part of the required design review for multi-unit dwellings.

**Landscaping, screening and yard requirements** ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): This will be reviewed as a part of the required design review for multi-unit dwellings.

**Sign Regulations** (114-[Article X](#)): Signage has not been included with this request.

**Outdoor lighting, signs** ([114-Sec. 742](#)): This will be reviewed as a part of the required design review for multi-unit dwellings.

**Rubbish and trash storage** ([114-Article V](#) & [114-740](#)): This will be reviewed as a part of the required design review for multi-unit dwellings.

## REQUIRED FINDINGS OF FACT:

ZONE CHANGE FINDINGS (Sec. 114-82. - Findings of fact and recommendations of Planning, Heritage, and Design Commission.)

The plan commission shall make findings based upon the evidence presented to it in each specific case with respect to, but not limited to, the following matters:

**1) The Existing uses of property within the general area of the property in question.**

Staff Comments: The uses in the area are a mixture of single-unit dwellings and multi-unit dwellings and some institutions (school and church) and some remaining industrial uses on the perimeter of the

block. The most recent uses of the properties subject to the rezoning were contractor yards/shops, warehousing, and automobile repair and warehousing. The current redevelopment proposed by the owner is residential in nature and this juxtaposition of land use intensities will be remedied with this rezoning request.

**2) The zoning classification of property within the general area of the property in question.**

Staff Comments: Given that the properties are surrounded by office and institutional uses and a neighborhood, the current I-2 General Industrial zoning on the property is too intensive for the area and not complimentary to the existing and established uses in the neighborhood. Historically speaking, the industrial zoning made sense, as in the past this plant led to the development of the neighborhoods and other uses in the area. As the plant transitioned and eventually closed, other land uses in the buildings prior to the current owner acquiring the property, were not generally complimentary from a land use perspective, with the surrounding area. The proposed zoning designation fits into the development patterns of the area. It is expected that a more intensive development from a density perspective, would be located closer to a busier street and directly along a commercial corridor.

**3) The suitability of the property in question to the uses permitted under the existing zoning classification.**

Staff Comments: The majority of the building space on this property subject to the rezoning is currently vacant and the uses formerly occupying the spaces have generally vacated. The 2100 and 2200 Northwestern Avenue properties have successfully been renovated into dwelling units with new building currently under construction on the northwestern end of the campus. The proposed uses for this property are allowed by right under the proposed flex development overlay district. The rezoning would unify the campus under the same set of development rules and remove industrial zoning which is not appropriate for this area any longer.

**4) The trend of development, if any, in the general area of the property in question, including changes, if any, which have taken place in its present zoning classification.**

Staff Comments: The trend of development across the country and in Racine has been to convert older industrial buildings which would not suit the needs of modern manufacturing, to that of housing or other mixed-use developments. The general area is residentially developed and has a commercial corridor running through it (State/Northwestern). Other buildings which have been repurposed and renovated on the campus have been filled with residential tenants. It is expected this trend will continue as the other buildings are renovated.

**5) The objectives of the current land use plan for the city.**

Staff Comments: The Comprehensive Plan calls for this area to be mixed-use, with commercial emphasis; the plan states that, “Mixed-Used Development: Residential development mixed-use

settings can provide a desirable environment for a variety of household types seeking the benefits of proximity to places of employment as well as civic, cultural, commercial, and other urban amenities. Examples of mixed use settings include dwellings above the ground floor of commercial uses and residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or other civic uses.

The nature of this location coupled with the surrounding development makes this a mixed-use area. To help support this mix of uses, a customer base is necessary for businesses to develop and expand. Additionally, the R-5 zone district itself allows for a mix of residential and neighborhood development serving commercial uses on the lot. This zone change will help to implement the land use objectives for the City as identified in the land use plan component of the Comprehensive Plan.

**Additional Planning and Zoning Comments:** The buildings as developed generally conform to the requirements of the R-5 zone district. All density requirements will be met with this rezoning and for yards and other numerical standards, small deviations from what the base zone allows for will occur to ensure the site is not non-conforming. Overall, this development is an innovative way to repurpose what was once a pillar of industry in the community. This reuse will ensure the site remains economically viable into the future, guaranteeing its preservation and ensuring future generations can enjoy the landmark.

## **POSSIBLE ACTIONS FOR THE PLANNING, HERITAGE, AND DESIGN COMMISSION**

1. Approve the request as submitted; or
2. Recommend the adoption of an amendment changing the zoning classification of the property in question to any higher classification than that requested by the applicant; or
3. Deny the request; or
4. Defer the request to obtain more specific information about the request.

**STAFF RECOMMENDATION:** That ZOrd.0001-23 be adopted, which would rezone 2242, 2234, 2102, 2230, 2222, and 2220 Northwestern Avenue and 1450 and 1500 Summit Avenue from I-2 General Industrial and R-5 General Residence District to R-5/FD General Residence District with a Flex Development being Legistar File 1230-18.

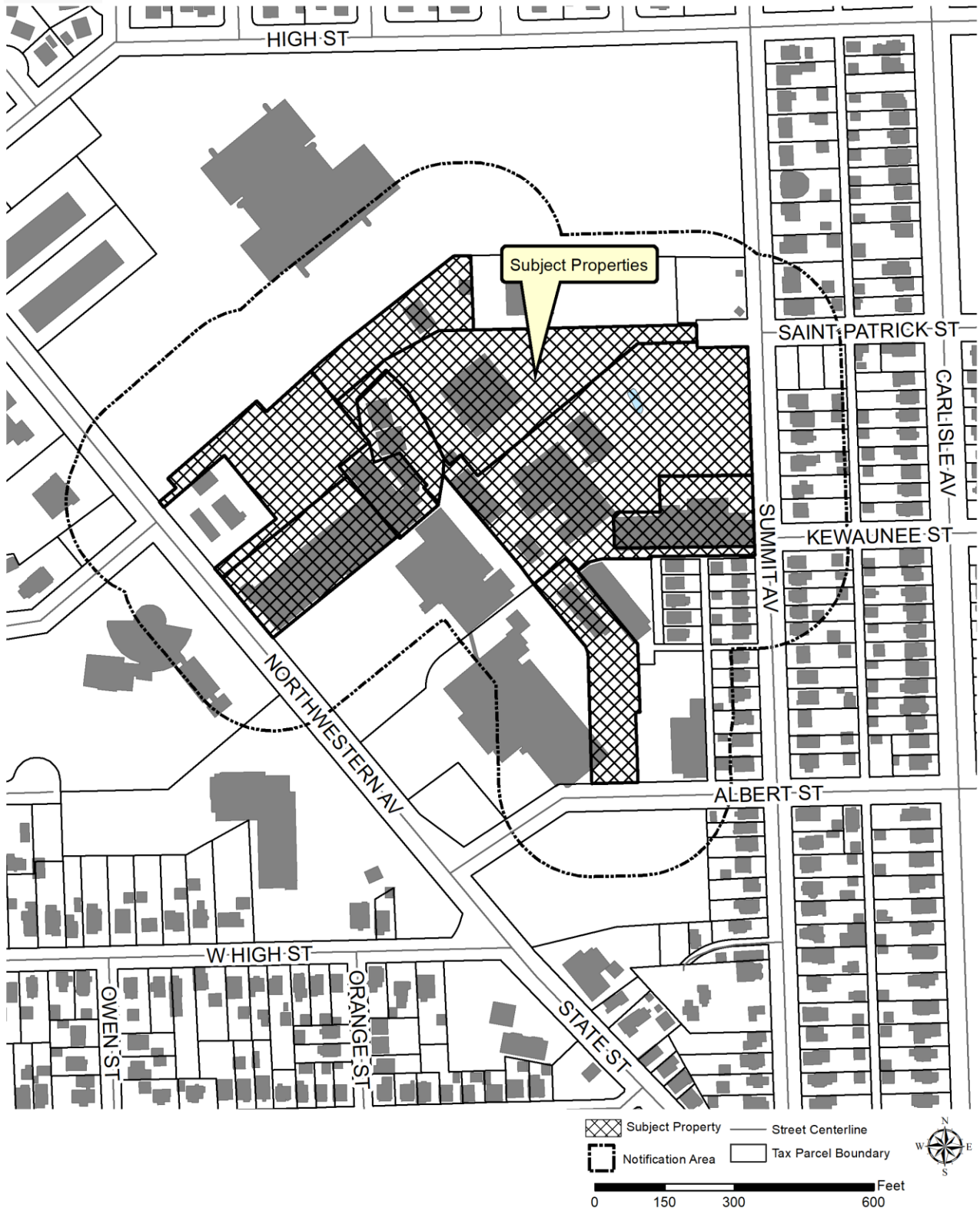
## **ATTACHMENTS:**

- 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).





# Rezoning Request - Horlick Complex

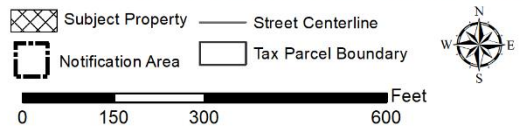




# Rezoning Request - Horlick Complex

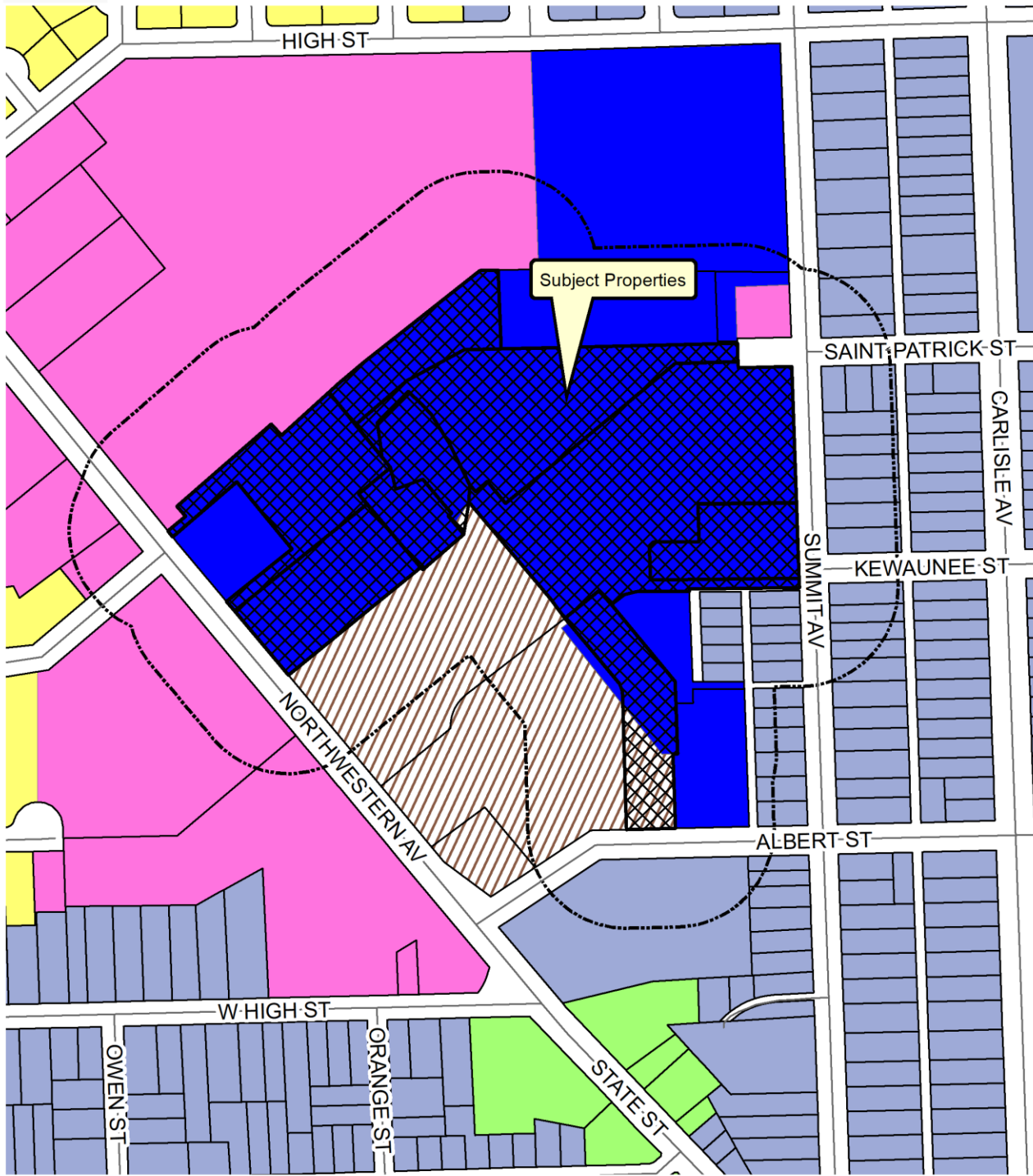


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# Rezoning Request - Horlick Complex



**Zoning Designation**

Blue	I-2	Light Blue	R-3	Green	B-2
Pink	O/I	Yellow	R-2		

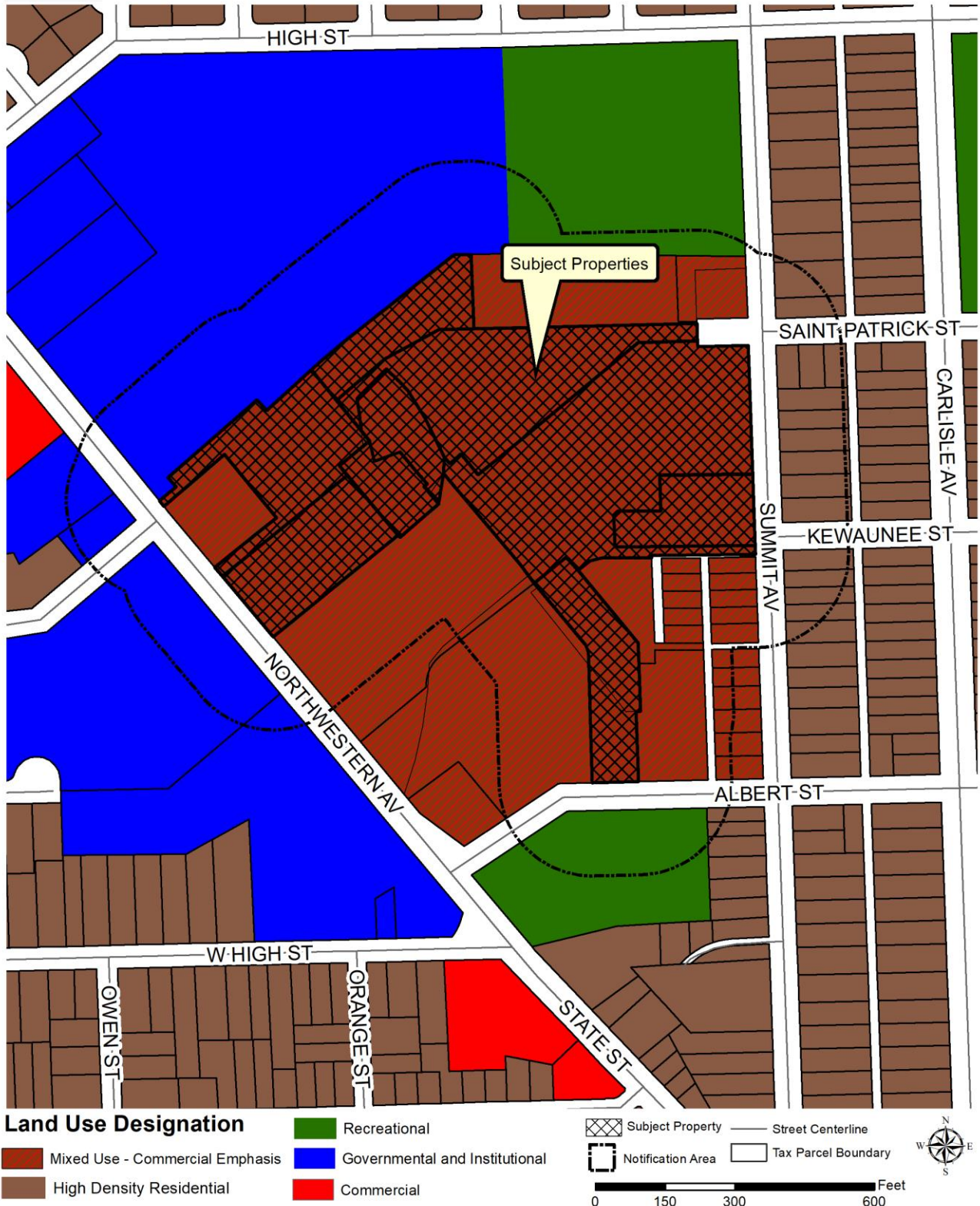
Legend for map symbols:

- Blue cross-hatch: Subject Property
- Brown diagonal hatch: Notification Area
- Black line: Street Centerline
- Thin black line: Tax Parcel Boundary

Scale: 0 150 300 600 Feet



# Rezoning Request - Horlick Complex



## Site Photos



Looking north from the middle of the campus



Looking east from northern portion of the campus



Looking east between 2200 and 2242 Northwestern



Looking northeast at 2234 Northwestern Avenue



Looking west along northern site access easement



Looking west towards new construction from the middle of the campus.