



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

**Meeting Date:** 8/28/2019

**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:** Matt Sadowski

**Location:** 614 Main St.

**Applicant:** Episcopal Diocese of Milwaukee

**Agent:** Seth Raymond

**Property Owner:** St. Lukes Episcopal Church

**Request:** A request from Seth Raymond, representing the Episcopal Diocese of Milwaukee seeking major amendments to an existing conditional use permit for the Hospitality Center at 614 Main Street. The major amendments being sought are: (1) add Wednesdays resulting in weekly operations Monday through Friday. (2) expand hours of operation from 1:00 p.m. to 2:30 p.m. resulting in a day's hours of operation being from 7:30 a.m. to 2:30 p.m. Garbage collection will be increased to two days per week to accommodate the added day and hours of operation. All other aspect of the operations will remain the same.

### **BACKGROUND AND SUMMARY:**

In the B-4 Central Business District non-commercial type uses at the street level require a conditional use permit in order to operate (114-448(17)). Charitable meal establishments also require a conditional use permit 114-(468(24)). In 2012, St. Luke's Episcopal Church received an after-the-fact conditional use permit to operate the Hospitality Center and provide certain charitable activities and service to the general public subject to specific conditions addressing hours and days of operation, types of services, and operational standards. In December or 2018, the center was approved to add Mondays to their days of operation to supplement the existing Tuesday, Thursday and Friday service. Additionally,

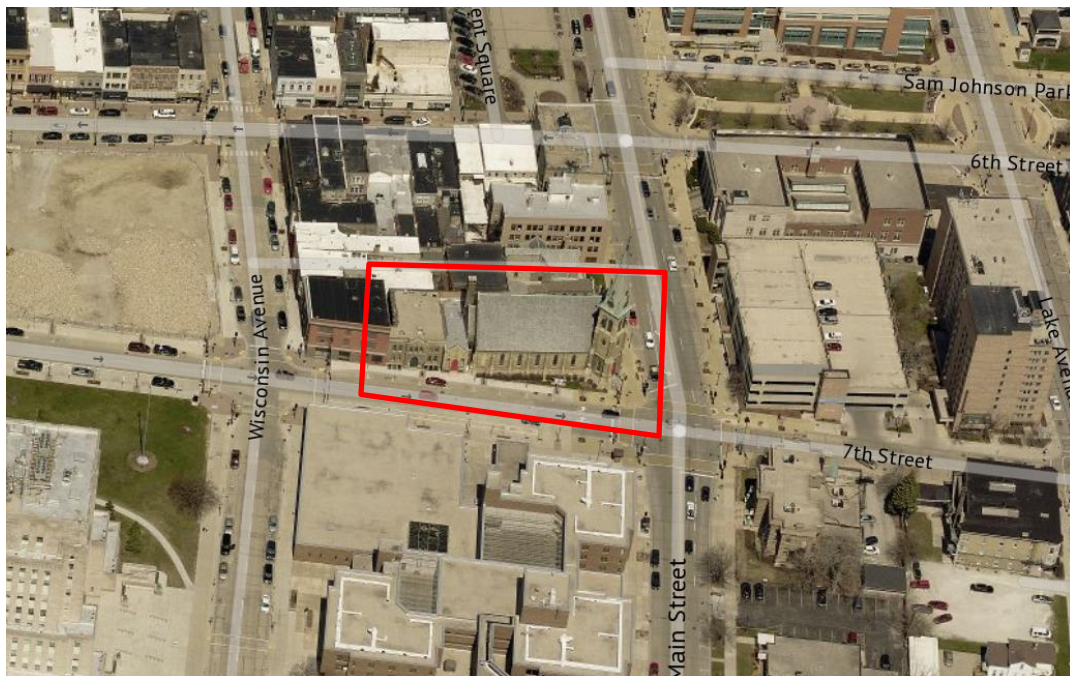
hours of operation were adjusted by 30 minutes to allow an earlier opening time of 7:30 a.m. abut to decrease closing time by one hour to 1:00 p.m. Finally, in addition to current services, the center received approval to offer full meals and serve as a homeless day shelter.

A condition of approval was that the operations be monitored on or before June 30, 2019 to determine compliance with the conditions of approval.

The operations received periodic monitoring by City Development Staff and on July 23, 2019 a site visit was made to determine compliance. During the site visit, compliance to all conditions were observed.

### Neighbors View

From adjacent property owners and business operators, staff learned that while operations at the center have greatly improved, neighbors still experience occasional, but less frequent, parking conflicts and disturbances such as loud noise, loitering, pan-handling and trespassing/squatting. The center's mission is ***strongly*** supported but there is sentiment that the location, unfortunately, sets all parties up for the inevitable conflicts which would not occur were the center relocated to a more appropriate site.



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

If the center is to remain at this location, some suggestions offered for the current request are:

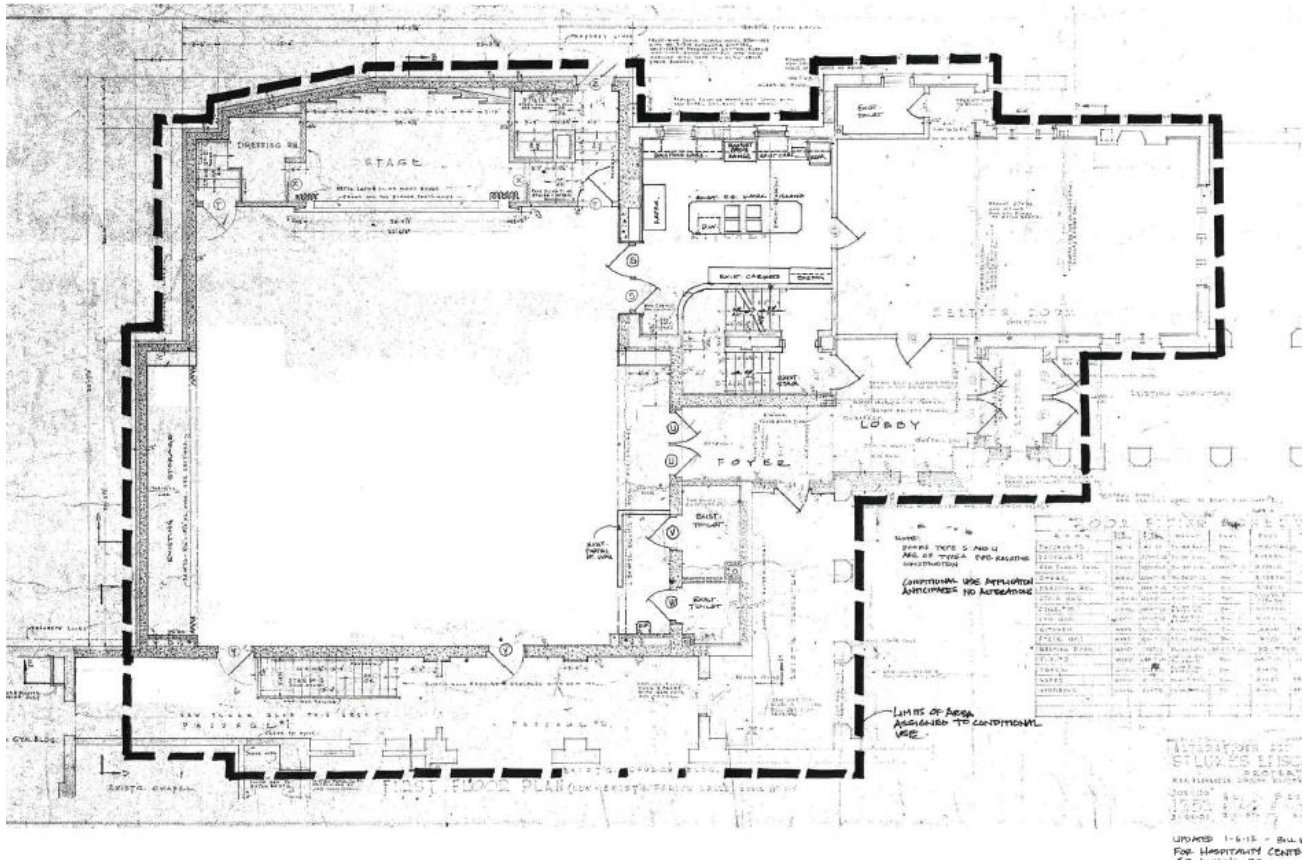
1. Do not allow the center to add Wednesdays. Being closed on Wednesdays provides neighbors a respite from the intensive use and inevitable disturbances.
2. Allow Wednesdays but maintain the 1:00 p.m. closing time giving the neighbors more relief from the inevitable conflicts and disturbances.
3. Allow the extension of the days and hours of the center but only for those who are awaiting the opening of a homeless shelter. As a small number of guests are homeless, extended hours for all guests does not seem necessary given a stated reason for extended hours is to bridge

the reported gap between the center’s current closing time and the opening of the HALO homeless shelter.

4. As the center wishes to extend hours to offer additional services, as for the homeless, limit the extended hours to only those patrons participating in programming. Requiring appointments during the extended time could be one way to achieve this.



Overhead view of property. Center location outlined in blue dashed line.



Floor plan of center.

## GENERAL INFORMATION

Parcel Number: [00321000](#)

Property Size: 21,680 square feet

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.

Corridor or Special Design District?: Downtown Area Design Review District

**Historic:** Old Main Street Historic District, Local Racine Landmark Designation, National Landmark Designation.

**Current Zoning District:** B-4 Central Business

**Purpose of Zone District:** The B4 central business district is intended to accommodate those retail and office uses which are characteristic of the major shopping streets of the downtown area of the city, and discourage uses which detract from, or are incompatible with, pedestrian and shopping oriented traffic.

**Proposed Zoning:** No change proposed

**Existing Land Use:** Religious institution.

**Surrounding Zoning and Land Uses:**

<b>North</b>	B-4 Central Business	Offices
<b>East</b>	B-4 Central Business	Parking Garage
<b>South</b>	B-4 Central Business	Jail
<b>West</b>	B-4 Central Business	Vacant Building and Occupied Building (R & B Café). Upper floor residential units.

**Operations:** The facility is manned by paid and volunteer staff. Property maintenance is conducted by St. Paul staff and volunteers.

**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	21,680 square feet
Lot Frontage	30 feet	150 feet
Floor Area Ratio	8.0 maximum*	2.0 Estimated

\*Floor area ratio premiums may be added in accordance with Sec. 114-510

**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 (west)	0 feet	0 feet
Side (east)	0 feet	0 feet
Rear	0 feet	0 feet

**Building design standards** (114-Secs. [735.5](#) & [736](#)): There is no new construction as a part of this application. However, the existing building does meet building design standards. Any design changes would have to be approved by the Downtown Area Design Review Commission

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

Use Type	Required	Provided
Churches, chapels, temples, synagogues	N/A Downtown Parking District	0
Total	N/A	0

A Building of this size does not require a dedicated loading space; the area in the lot which is a drive aisle will function as the loading space.

**Landscaping, screening and yard requirements** ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): Landscaping is existing and is well maintained.

**Sign Regulations** (114-[Article X](#)): Signage has not been included with this request; any signage needs to follow the sizing guidelines set forth below. All new advertising signage would also be reviewed through the Downtown Area Design Review Commission.

Sign Type	Allowable Sq. Ft.	Provided Sq. Ft.
Projecting/Wall	200	0
Window signs	50% of window area	N/A
Alleyway Signage	N/A	N/A
Total	200*	0

\*Total size determination would be made based on sizes and types of other signage on the lot. Once 4 or more signs are installed, the total is reduced by 20% with each subsequent sign.

**Outdoor lighting, signs** ([114-Sec. 742](#)): No changes proposed.

**Rubbish and trash storage** ([114-Article V](#) & [114-740](#)): A dumpster enclosure is provided in the north alleyway. Gereat amounts of trash are at curbside on garbage pickup days.

**Engineering, Utilities and Access:**

**Access** ([114-1151](#)): By foot or street parking.

**Surface drainage** ([114-739](#) Existing).

**Sewage disposal and water supply** ([114-821](#) Existing).

**Exceptions to ordinance:** N/A

**Additional Planning and Zoning Comments:**

## **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: Since the major amendment approval of December 2018, the center has substantially complied with the conditions of approval. Continued compliance with the existing conditions and those made as part of this recommendation should help to insure continued substantial compliance with this finding.

- 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: Violation to the approved conditions can be injurious to the use and enjoyment of other property in the immediate vicinity. While much less frequent, neighbors still express concerns about disruptions and parking conflicts this finding remains a concern.

- 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: While much less frequent, neighbors still express concerns about disruptions and parking conflicts this finding remains a concern. violation could impede normal and orderly development and the improvement of surrounding properties.

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

Staff Comments: All utilities are adequate.

- 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: Measures have been taken that minimize conflict with this finding, but they are not eliminated.

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

Staff Comments: If properly operated and monitored the use could be consistent with the objectives of the current land use plan.

- 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 proposal does not require exceptions from development regulations to be developed. Compliance with the recommended conditions can help to ensure that all development regulations are achieved as a result of an any allowances flowing from this request, and that the site continues to be in conformance with all development requirements.

## **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:**

Compliance with the recommended conditions can help to ensure that all development regulations are achieved as a result of an any allowances flowing from this request, and that the site continues to be in conformance with all development requirements.

**STAFF RECOMMENDATION:** BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM SETH RAYMOND, REPRESENTING THE EPISCOPAL DIOCESE OF MILWAUKEE SEEKING A MAJOR AMENDMENT TO AN EXISTING CONDITIONAL USE PERMIT WHICH ALLOWS FOR A HOSPITALITY CENTER AT 614 MAIN STREET TO ADD AN ADDITIONAL DAY AND HOURS OF OPERATION, BE APPROVED SUBJECT TO THE FOLLOWING CONDITIONS:



- a. That the plans presented to the Plan Commission on August 28, 2019 be approved as hereby amended and subject to the conditions contained herein.
- b. That all conditions of approval contained in Common Council resolution Res.12-2987 and Res. 1181-18 remain in effect and compliance thereto required unless modified herein.
- c. That all applicable building and occupancy permits be obtained from the Building Inspection Department.
- d. That the days and general hours of operation be limited to Monday through Friday from 7:30 a.m. until 1:00 p.m., and holidays as needed.
- e. That exclusively during the days of Monday through Friday, from the hours of 1:00 p.m. to 2:30 p.m., only those homeless guests awaiting homeless shelter space, and those with service or programming appointments shall be permitted to be on site.
- f. An updated operations, procedures and policies plan, reflective of the allowance in this amendment, shall be approved by, and kept on file with, the Director of City Development, be considered an integral part of this Conditional Use Permit, and be amended only upon written notification to the Plan Commission.
- g. That no minor changes be made to the conditions of this permit without the approval of the Plan Commission and no major changes be made to the conditions of this permit without the approval of the Common Council.
- h. That it is the intention of the Plan Commission to monitor the performance of the Hospitality Center for full and sustained compliance to the conditions contained herein and those of Res.12-2987 and Res. 1181-18 on or before March 31, 2020

## **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; and
- 5) Submittal documents ([click to view](#)).



# Conditional Use, Major Amendment - 614 Main Street



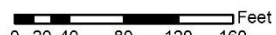


# Conditional Use, Major Amendment - 614 Main Street



 Subject Property  
 Notification Area

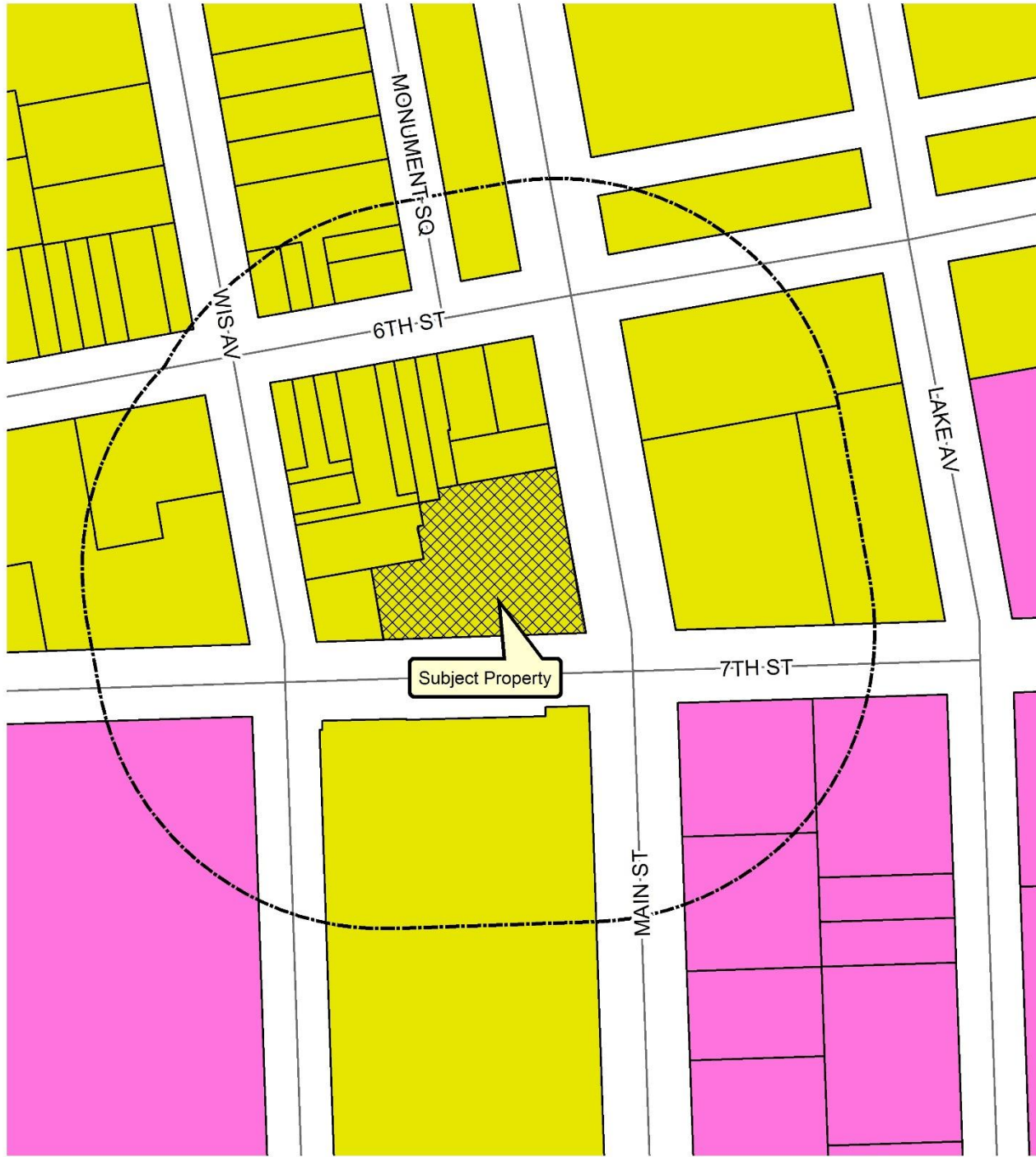
 Street Centerline  
 Tax Parcel Boundary

 Feet  
0 20 40 80 120 160





# Conditional Use, Major Amendment - 614 Main Street



### Zoning Designation

B-4 O/I

Subject Property  
 Notification Area

Street Centerline  
 Tax Parcel Boundary

0 20 40 80 120 160 Feet





# Conditional Use, Major Amendment - 614 Main Street

