



CITY OF RACINE DEPARTMENT OF CITY DEVELOPMENT STAFF REPORT

Meeting Date: 3/13/2019

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

Case Manager: Jeff Hintz

Location: 1129 Michigan Boulevard.

Applicant: Royal Capital Group

Property Owner: City of Racine

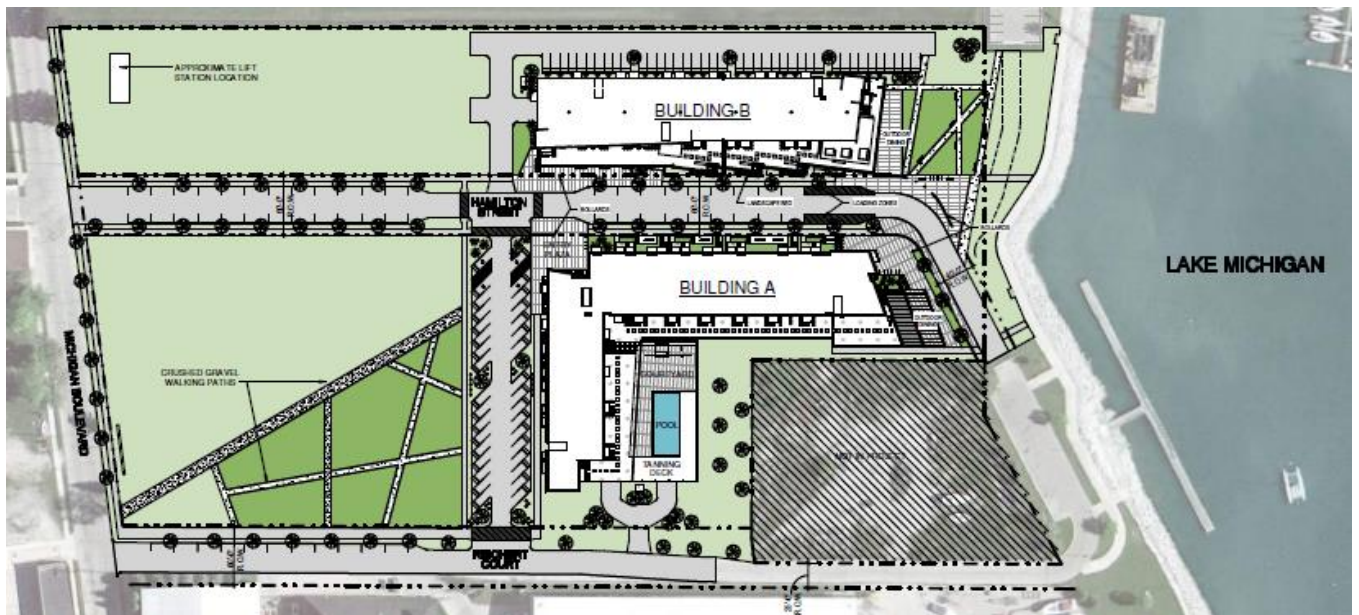
Request: Consideration of a conditional use permit to construct a mixed use development, as allowed by Sec. 114-528 of the Municipal Code, at 1129 Michigan Boulevard for property located in a B-5 Central Service Zone District.

BACKGROUND AND SUMMARY: The applicant seeks to construct a mixed use development on the lot consisting of commercial space and residential dwelling units. The southerly building totals approximately 275,000 square feet on seven floors with the first floor having residential, commercial and parking space, and floors two through seven containing dwelling units (153 in total). The northern building totals approximately 162,500 square feet on five floors with the first floor having commercial, residential and parking space, and floors two through five contain dwelling units (94 in total).

The Zoning Ordinance classifies this proposed development, as permissible in the B-5 Central Service Zone District upon the issuance of a conditional use permit (114-528). Mixed use development in existing buildings is encouraged and does not require a conditional use permit. Given the site is vacant, any new buildings proposing mixed use development require a conditional use permit.



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



Overall site Plan (submitted by applicant).



View of southern building looking south from proposed Hamilton Street extension in the development (see attachments for full renderings with ability to zoom in on details).



View of southern building looking west from recreation area adjacent to the proposed development (see attachments for full renderings with ability to zoom in on details).



View of southern building (western portion) looking north from Reichert Court adjacent to the proposed development (see attachments for full renderings with ability to zoom in on details).



View of southern building (eastern portion half) looking north from Reichert Court adjacent to the proposed development (see attachments for full renderings with ability to zoom in on details).



View of southern building looking east from parking area between Hamilton Street and Reichert Court (see attachments for full renderings with ability to zoom in on details).

End of renderings for the southern building.



View of northern building looking north from Hamilton Street (see attachments for full renderings with ability to zoom in on details).



View of northern building looking south from the water treatment facility (see attachments for full renderings with ability to zoom in on details).



View of northern building looking east from the access drive (see attachments for full renderings with ability to zoom in on details).



View of northern building looking west from recreation area adjacent to the proposed development (see attachments for full renderings with ability to zoom in on details).



View looking northeast from the midpoint of proposed Hamilton Street in the development.



View looking west down proposed Hamilton Street in the development.



View looking southeast from the midpoint of proposed Hamilton Street in the development.



View looking northeast from the midpoint of Reichert Court in the development.



View looking east towards Lake Michigan from the northern side of Hamilton Street in the development.



View from the pool looking easterly towards Lake Michigan from the southerly building in the development.

Typically this section of the report will have floor plans and a detailed site layout of the proposed development. Given the overall size of the site and complexity of the development, please see the attachments section and applicant submittals for a full plan set.

GENERAL INFORMATION

Parcel Number: [02485000](#)

Property Size: 9.54 acres

Comprehensive Plan Map Designation: Mixed Use – Residential Emphasis

Consistency with Adopted Plans:

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

- 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.
- Promote the development of neighborhood identity.
- Encourage development patterns that promote efficient and sustainable use of land, that can be readily linked by transportation systems and that utilize existing public utilities and services.

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

Historic?: N/A.

Current Zoning District: B-5 Central Service

Purpose of Zone District: The B5 central service district is intended primarily to furnish areas served by the B4 central business district with a wide variety of services which may be incompatible with the uses permitted in the B4 district. The B5 district also serves as potential expansion areas of the B4 district.

Proposed Zoning: No change proposed

Existing Land Use: Vacant, brownfield site

Surrounding Zoning and Land Uses:

North	I-2 General Industrial	Municipal water treatment plant
East	B-4 Central Business	Lake Michigan – Pugh Rooney recreation area
South	B-5 Central Service	Marina and boat storage
West	B-5 Central Service	Vacant property and warehousing

ANALYSIS:

Development Standards:

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

Standard	Required	Provided - Building A (south)	Provided – Building B (north)
Lot Area	No minimum	2.56 acres	1.76 acres
Lot Frontage	30 feet	456 feet	428 feet
Floor Area Ratio	8.0 maximum	2.43	2.12

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

Yard	Required	Provided - Building A (south)	Provided – Building B (north)
Front	0 feet	18 feet	4 feet
Side (east)	0 feet	35 feet	100 feet
Side (west)	0 feet	45 feet	40 feet
Rear	0 feet	35 feet	50 feet

Building design standards (114-Secs. [735.5](#) & [736](#)): If the two buildings went from grade to eight feet with masonry and windows, the appearance would be monotonous and uninspiring, perhaps giving a “dipped in brick” appearance. The proposed renderings show a level of differentiation on the site which will offer an improved pedestrian experience through use of varying materials, colors and textures. The overall design of the project is consistent with the provisions of Sec. 114-735.5(b)(3) in that the design proposed for the project is in keeping with the spirit and intent of the regulation.

The design of this building was reviewed on March 7 by the DADRC and the project was determined to have met the [design guidelines](#). The DADRC concurred with the findings of the Director of City Development that the spirit and intent of Sec. 114-735.5 was being met with the

project as the amount of masonry being used on each building is beyond what the ordinance would require.

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

Use Type	Required - Building A	Provided - Building A	Required - Building B	Provided - Building B	Total required this phase	Total provided this phase
Commercial	33	0	44	0	77	0
Residential	222	211	141	93	363	304
Total	246	211	261	93	440	304
<i>Proposed Parking Mix (below) – Exception request</i>						
Residential (1 space per unit)	148	148	94	94	242	242
Commercial	33	33	44	29	77	62
Street Parking	x	x	x	15	x	70
Total	181	181	138	138	319	374

The intent of this district is that one day it could serve as an expansion of the B-4 zone district; B-4 does not require off-street parking at all, so the request for an exception to blend these two zones and allow the ratio provided by the applicant. Considering not all units will require 1.5 parking spaces, the proposal to count 1 space per dwelling unit as requested with the exception would allow for an excess of 55 spaces if the street parking is counted in the ratio. The tables above breakdown the ordinance requirement and the amended ratio as requested by the applicant. Counting street parking provided with this development isn't unreasonable as the people in the area are the likely end users of the parking spaces; counting them into this mix assuming they will be used as a result of this development would make sense.

Each building requires a dedicated loading space. The submitted plans include this space, but in the right-of-way where the ordinance would require the loading space to occur on private property. Given the nature of this street as low speed and traffic, the usage of the loading space will not be hampered as it would be on a busier street. The function of the street where the proposed lading spaces would occur is more like that of a parking lot and less of a through street.

Landscaping, screening and yard requirements (114- [Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): Screening and buffer yards are not required given the zoning of this parcel and that of the surrounding properties. Landscaping is required and a plan for private property in this project has been included. Some additional work is needed to ensure the soil is treated appropriately for the plants to thrive and last. Additionally, the density (quantity) of the landscaping needs to be examined to ensure proper coverage for the foundation will occur.

Sign Regulations (114-[Article X](#)): Signage renderings are not included at this time. The allowable square footage of each lot is 300 square feet, which is based on building frontage and the lot frontage.

Sign Type	Allowable Sq. Ft.	Provided Sq. Ft.
Signage	300 square feet	0
Window signs	50% of window area	N/A
Alleyway Signage	N/A	N/A
Total	300 square feet*	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](#)): A detailed lighting plan was included with the submittal for the private lots. All the fixtures, illumination and quantities are in compliance with applicable standards for development. The fixtures compliment the development and match with the building style and design.

Rubbish and trash storage ([114-Article V](#) & [114-740](#)): All trash and rubbish will be handled inside the garage areas and is concealed from public view. The proposed site plan meets the requirements of this section.

Engineering, Utilities and Access:

Access ([114-1151](#)): The site is proposed to be accessed from Reichert Court and Hamilton Street (extended). Significant improvements are needed to these facilities and in the case of Hamilton, extension is required. The City Engineer is presently working with the applicant on the final details of the pavement and right-of-way widths. The site plan is generally reflective of the layout for the site. Any changes to the plans will not impact where the buildings are located on the site.

Surface drainage ([114-739](#) & Consult Engineering Dept.): Development of this site will require improvements to infrastructure related to drainage and public improvements. The City Engineer is presently working with the applicant on the final details and locations of piping, inlets and management devices for storage and discharge of storm water. The site plan is generally reflective of the layout for the site. Any changes to the drainage plans will not impact where the buildings are located on the site.

Sewage disposal and water supply ([114-821](#) & Consult Engineering and S/W Utility): The Water Utility is presently working with the applicant on the final details and locations of piping, for sanitary sewer and water. A lift station and significant infrastructure below ground are necessary for this development to occur. The applicant has been closely working with the water Utility on these details. The site plan is generally reflective of the layout for

the site. Any changes to the utilities will not impact where the buildings are located on the site.

Exceptions to ordinance: Sec. 114-735.5 to allow masonry and building finishes as shown by the applicant in this submittal, which meet the spirit and intent of the section, Sec. 114-1188 to allow for 1.0 parking spaces per residential unit, Sec. 114-1148 to count street parking in a public right-of-way not on a private lot and from Sec. 114-1201 to allow required loading zones to occur in a right-of-way adjacent to the required parcels.

Additional Planning and Zoning Comments: This development is unlike any in the recent history of Racine. The project is a substantial investment in the community and will provide much needed housing units and an economic boost to the City. Image wise, it shows Racine is a historic community, which respects the past, but at the same time, is moving forward into the future.

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: Having a mixed use development site at this location makes sense from a location and practicality standpoint. The intent of this zone district is to provide services, but also customers to the B-4 central business district. As such, there is not expected to be any danger or detriment to the public safety, morals or general welfare. By having people and development utilizing this site, it is expected more activity will occur making the general area safer. This development will have a general level of activity bringing people to the area and as a result, the properties in this area will be less isolated.

- 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: This conditional use is not anticipated to be injurious to other properties in the general area, assuming the recommended conditions are adopted with this request. The recommended conditions ensure this property will not impair property values or the enjoyment of adjacent properties. The proposed development is expected to create an ambiance which will carry over to other properties in the area and encourage their development, rather than impair or diminish

other development. The overall project design and attention to detail on these proposed buildings lend themselves to being long lasting and a serving as a focal point of the area and neighborhood.

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 proposal to build this development is anticipated to ensure quality and normal development occurs in the area. The site was a former manufacturing site and the general area has transitioned away from industry and more towards urban downtown. This development proposal will usher in a new tone for development just outside the downtown. There are adjacent properties which are undeveloped or underdeveloped which will greatly benefit from having this project in the area. The buildings will set expectations for aesthetics of the area and provide a basis for which future development is compared to.

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

Staff Comments: The underground details of the streets, utilities piping and other infrastructure are being finalized in conjunction with the appropriate City staff. The plans presented in this submittal are generally, how the site will be laid out. The project has been reviewed and the infrastructure will be adequately sized to accommodate the development of this site and with the foresight to have enough capacity to adequately service future development in the area. The applicant has taken great care to hire engineers to work directly with City staff to ensure locations, sizes and routing of streets and utilities will be sufficient for the development and the general area and the project contemplated by this application.

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 proposal to create a loop, extending Hamilton Street to connect with Reichert Court will allow for traffic to flow through the site and back to Michigan Boulevard. The existing traffic network which this site will link to is adequate to carry the demand for this site. At just two blocks away, Main Street heading south is State Highway 32 and Hamilton Street connects to Douglas Avenue which is State Highway 32 heading north. The site when fully built will contain a substantial amount of dwelling units, but the capacity and design of the existing roadways can handle this demand without creating congestion. The roadways within the site essentially serve the development and are set up in a way in which traffic will flow through the site and not create congestion on the public roads being created with this project.

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 Mixed Use – Residential Emphasis. This proposed usage is exactly the type of use sought for this site by the City’s Land Use component of the Comprehensive Plan. A site of this nature is providing mostly residential units, but with some commercial space mixed in. This development meets the aforementioned goals of the land use section of the Comprehensive Plan by utilizing existing infrastructure and efficiently using land and utilities to service this property.

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 requested exceptions are necessary to tailor this development to be entirely urban in nature. The intent is to blend the development requirements of the B-5 zone district with that of the surrounding B-4 Central Business district. One requires parking to be provided (B-5, the zoning of this property) and the other, requires no parking. Given this is adjacent to the B-4 zone district, some flexibility should be considered. From a marketability standpoint, the developer, those living in the development and visiting a business there, will need more parking than the street can offer. The applicant has proposed providing what is necessary for the business uses and a lower ratio of one space per unit for the residential. Counting the street parking is practical as it will likely be occupied by visitors to this development. Staff would recommend approval of the exceptions as they are in keeping with the spirit and intent of urban development in a downtown core are; minimizing parking and loading zones, concealing vehicle storage/parking are all consistent with the fabric and building blocks for successful urban development.

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.

STAFF SUPPORTS THE APPLICATION FOR THE FOLLOWING REASONS:

- If developed as proposed by the applicant and with the recommended conditions from this report, the site will be a showcase for lakefront development in the community.
- The proposal shows investment in the downtown and in the community as a whole is warranted and prudent. The project will be a jewel on the lakefront and will show Racine is both historically significant and at the same time is moving into the future as a modern city which respects the past.
- This is a project which can serve as a catalyst for the development of vacant properties and investment in existing properties in the neighborhood.

STAFF RECOMMENDATION:

BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM ROYAL CAPITAL SEEKING A CONDITIONAL USE PERMIT TO ALLOW A MIXED USE DEVELOPMENT AT 1129 MICHIGAN BOULEVARD BE APPROVED, SUBJECT TO THE FOLLOWING CONDITIONS:

- a) That the plans presented to the Plan Commission on March 13, 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. Site be landscaped and maintained as required by Sec. 114-743. A landscaping plan which accounts for all areas of soil treatments as recommended by the City Forester shall be prepared and submitted to the Department of City Development for review and approval by the DADRC prior to installation. Specific care shall be given to the preparation of planting beds and areas as prescribed by the City Forester. The density of plants near foundation of buildings shall be increased and shall provide year round color through variety of species.
 2. Utility plans for the provision of public utilities, street lights, private utilities, drainage facilities, and roadway specifications shall be approved prior to the issuance of any site development permits.
 3. Design requirements as approved by the Downtown Area Design Review Commission or the Director of the City Development Department shall be reflected on the development.
- 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.

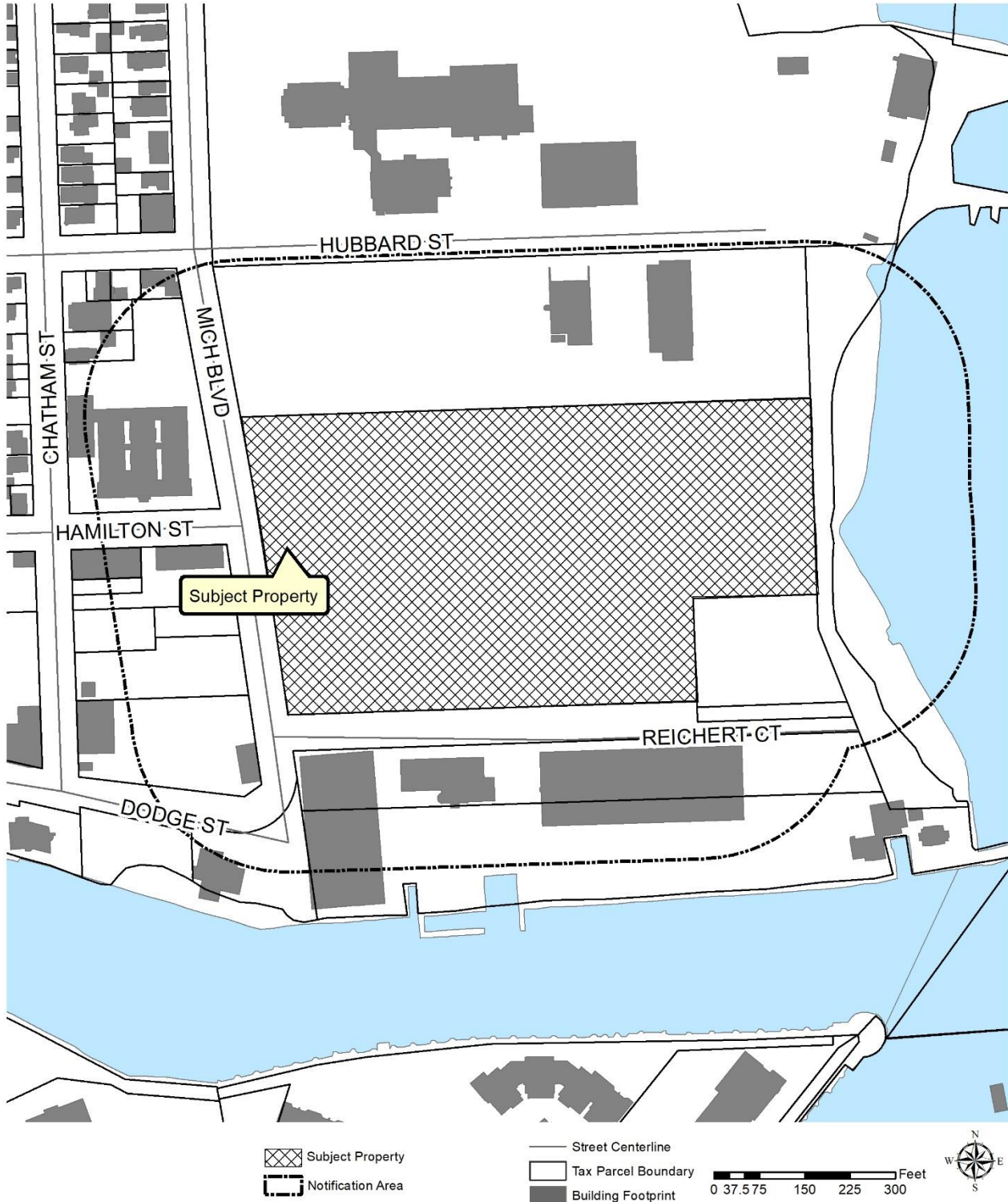
- d) That the following exceptions be granted with this approval:
 - 1. Sec. 114-735.5 to allow masonry and building finishes as shown by the applicant in this submittal, which meet the spirit and intent of the section; and
 - 2. Sec. 114-1188 to allow for 1.0 parking spaces per residential unit as requested by applicant and code compliant parking for commercial uses, resulting in 319 spaces being required for this phase of development, whereas 374 spaces have been provided; and
 - 3. Sec. 114-1148 to count street parking in a public right-of-way not on a private lot; and
 - 4. Sec. 114-1201 to allow required loading zones to occur in a right-of-way adjacent to the required parcels.
- e) That all terms and conditions of development agreement be adhered to as agreed upon in executed document.
- f) That all codes and ordinances are complied with and required permits acquired.
- g) 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.
- h) 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](#)).

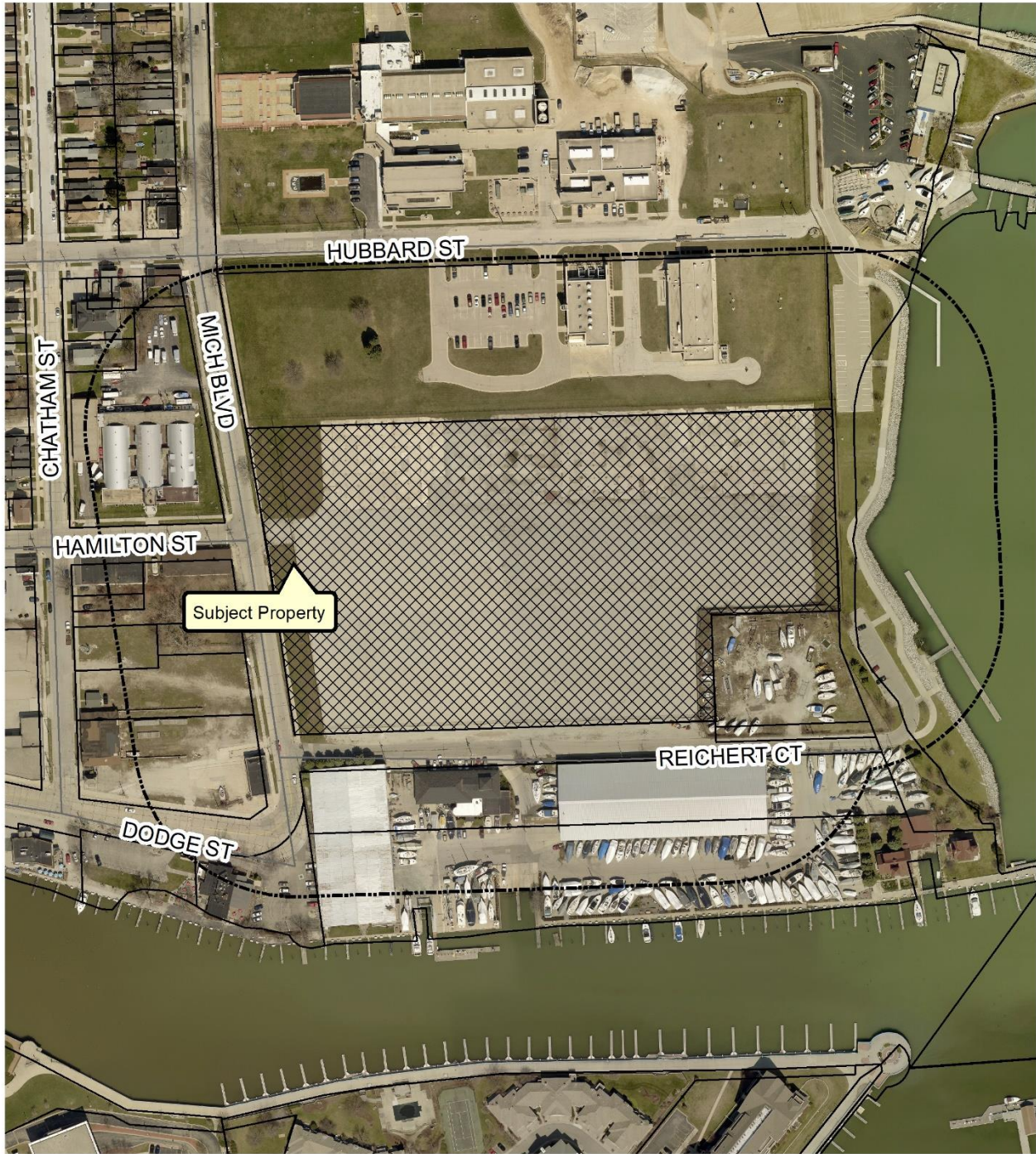


Conditional Use Request - 1129 Michigan Boulevard





Conditional Use Request - 1129 Michigan Boulevard



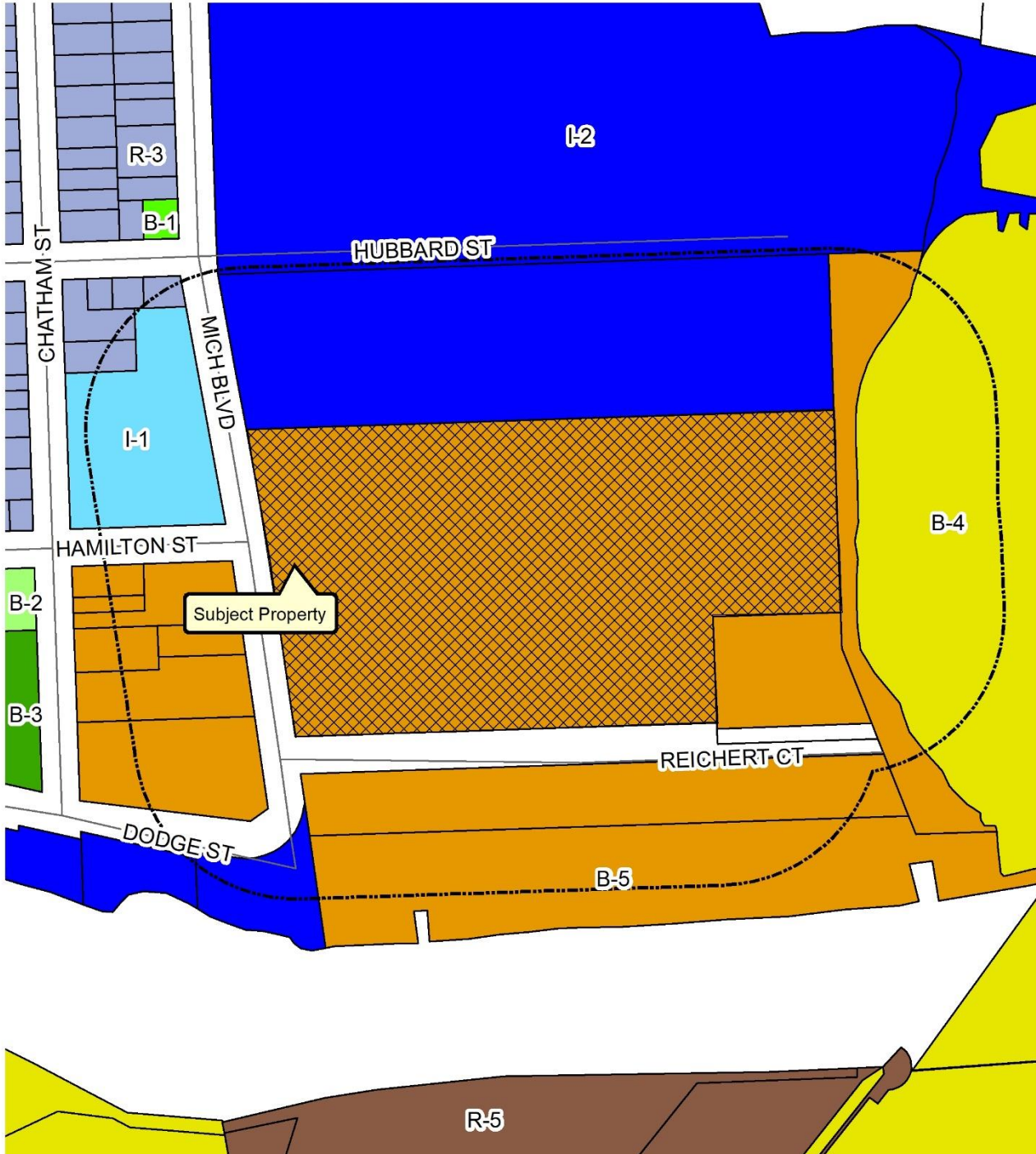
 Subject Property
 Notification Area

 Street Centerline
 Tax Parcel Boundary





Conditional Use Request - 1129 Michigan Boulevard

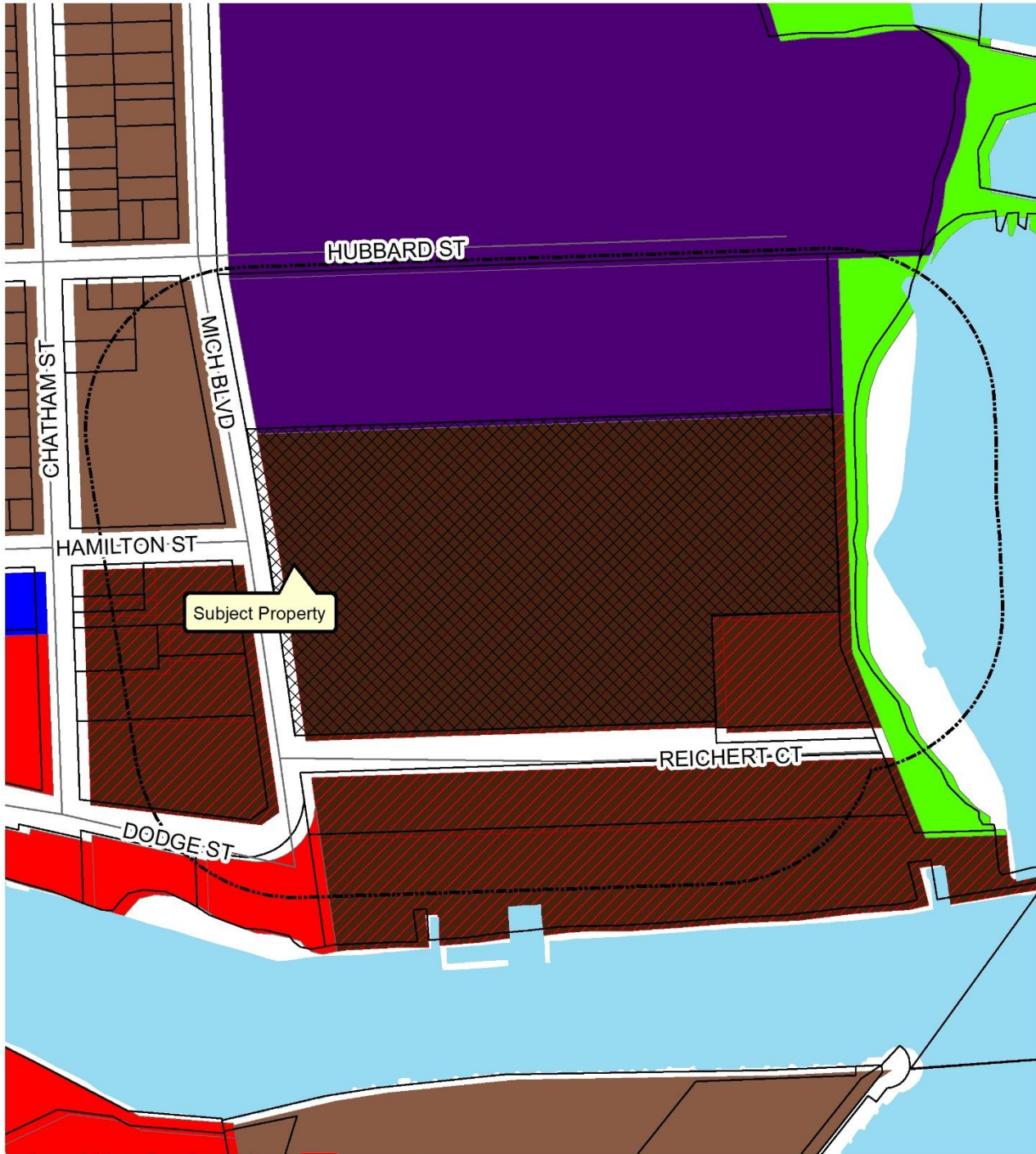


Zoning Designation



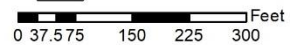


Conditional Use Request - 1129 Michigan Boulevard



Land Use Designation

- Commercial
- Governmental and Institutional
- Primary Environmental Corridor
- Surface Water
- High Density Residential
- Transportation, Communication and Utilities
- Subject Property
- Street Centerline
- Notification Area
- Tax Parcel Boundary



Site Photos



Looking east from the subject property



Looking west from the eastern edge of the subject property



Looking north along Michigan Boulevard



Looking east from Michigan Boulevard



Looking south along Michigan Boulevard



Looking north along the eastern edge of the property