



CITY OF RACINE DEPARTMENT OF CITY DEVELOPMENT STAFF REPORT

Meeting Date: 10/6/2025

To: Mayor and Planning, Heritage and Design Commission Members

From: City Development Department, Division of Planning and Redevelopment

Division Manager: Steven Madsen – (262) 636-9151 steven.madsen@cityofracine.org

Case Manager: Michelle Cook

Location: 1558 & 1562 Packard Avenue

Applicant: Phesal Ckadan

Property Owners: Twins Properties LLC

Request: Consideration of a request to rezone the properties at 1558 and 1562 Packard Avenue from R-3 Limited General Residence to B2 Community Shopping District as allowed by Sec. 114-77 of the Municipal Code.

BACKGROUND AND SUMMARY: The applicant seeks to rezone two properties located at 1558 Packard Avenue and 1562 Packard Avenue to B2 Community Shopping District to accommodate a parking lot for their business at 1564 Packard Avenue. The general area along Packard Avenue is zoned R3 Limited General Residence District.



Birdseye view of the properties, outlined in red (image from City Pictometry). North is up.

GENERAL INFORMATION

Parcel Number: 09500000 and 09499000

Property Size: Approximately 8,860 square feet (total for both parcels)

Comprehensive Plan Map Designation: Medium Intensity

Consistency with Adopted Plans:

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

- The Medium Intensity Future Land Use Category should provide a diverse mix of housing options and neighborhood amenities at a density appropriate to support neighborhood-oriented commercial uses, high levels of walkability, public transit access, and make full use of utility infrastructure.
- Commercial uses should enhance the local pattern of neighborhood character.

Corridor or Special Design District?: N/A

Historic?: No

Current Zoning District: R3 Limited General Residence District

Purpose of Zone District: The R3 limited general residence district is intended to provide areas which are to be occupied substantially by single-family and two-family dwellings and attached dwellings. It is designed to accommodate limited apartment dwellings while maintaining a low-density owner-occupancy character.

Proposed Zone District: B2 Community Shopping District

Intent of proposed Zone District: The B2 community shopping district is intended to accommodate the needs of a much larger consumer population that is served by the neighborhood convenience district, thus a wider range of uses and structure sizes is permitted for both daily and occasional shopping.

Existing Land Use: Vacant (Dwelling Units previously existed on the properties)

Surrounding Zoning and Land Uses:

| | | |
|--------------|-------------------------------|-------------------|
| North | R-3 Limited General Residence | Dwelling Units |
| East | R-3 Limited General Residence | Dwelling Units |
| South | B-2 Community Shopping | Dwelling Units |
| West | B-2 Community Shopping | Daycare/Cop House |

ANALYSIS:

Development Standards (under the proposed zoning):

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

| Standard | Required | Provided |
|------------------|-------------|-----------------------------|
| Lot Area | No minimum | 8,860 sq. ft. (combined) |
| Lot Frontage | 30 feet | 80 feet (combined) |
| Floor Area Ratio | 4.0 maximum | N/A |

Building design standards (114-Secs. [735.5](#) & [736](#)): N/A – the proposed rezoning is for the use of a parking lot.

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

Landscaping, screening and yard requirements ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): If the Planning, Heritage and Design Commission approves the rezoning and the property is used for a parking lot, the property would be required to provide screening to the residential properties to the north and east by use of a wall, fence, or densely planted hedging.

Sign Regulations (114-[Article X](#)): Signage is not a part of this request.

Outdoor lighting, signs ([114-Sec. 742](#)): If the rezoning is approved by the Planning, Heritage and Design Commission and the property is used for a parking lot, any lighting used to illuminate off-street parking areas shall be aimed directly away from residential properties and public streets. Lighting cannot exceed three footcandles measured at the lot line. Otherwise, lighting is not a part of this rezoning request.

Rubbish and trash storage ([114-Article V](#) & [114-740](#)): N/A Trash is not proposed to be stored on the lot with the rezoning request.

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 area along Packard Avenue is zoned R3 Limited General Residence and the uses in this area mainly consist of residential homes. Expanding a commercial use into an area that has a long history of being residential would not be complimentary to the general area and the neighborhood.

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

Staff Comments: Given that the properties are residential lots and surrounded by residential uses, the current R3 zoning for the properties is not only complimentary to the existing and established uses in the area, but also fits the development patterns in the neighborhood. Packard Avenue is a residential

street and not designed to handle commercial traffic. The residential homes that existed previously on the lot were more in keeping with the character of the neighborhood.

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

Staff Comments: The lots proposed for the rezoning to the B2 Community Shopping were originally established as residential lots making them well suited for the zone they are currently. Uses in the B2 Community Shopping District include catering establishments, clinics, restaurants with music and entertainment, etc. These uses are often established in areas that can handle the traffic demands such as Sixteenth Street, Washington Avenue, etc. Expanding this zoning classification into a residential neighborhood would disrupt the residential character of the area.

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: While Sixteenth Street has seen some development changes, the residential area along Packard Avenue has not seen a change in development trends in decades. The housing along Packard is well-established with much of the housing stock built between the late 1800s and the early 1900s, according to Assessor Records. The land that the applicant wishes to rezone represents housing stock that was removed from this neighborhood. Other than some investment into the commercial property along Sixteenth Street the most substantial development in the area has been Gold Medal Lofts at the South two blocks on Packard Avenue. Since this area was developed for residential use, and not commercial, the trend of development does not conform to the proposed rezoning of this property.

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

Staff Comments: While the comprehensive plan for the City of Racine calls for this area to be “medium intensity” the proposed development would encroach into an already established residential neighborhood. The Comprehensive Plan for the City of Racine: 2050 states that the “introduction of vast, open spaces such as parking lots, building setbacks, or landscapes that do not provide high levels of recreational and public amenities should be discouraged to maintain neighborhood character and a high level of value to local residents and community members.”

Additional Planning Comments: It has been the City’s practice not to treat single parcels differently than that of the surrounding area when considering redevelopment of infill lots within areas of residential character. Even though the lots are currently vacant, they can maintain their residential character and still be used for two single-unit dwellings. The general area along Packard Avenue is zoned R3 and changing the properties to be commercially zoned would disrupt the residential fabric of the neighborhood.

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 THE REQUEST FROM PHESAL CKADAN, REPRESENTED BY KARIM QEDAN, TO REZONE THE PROPERTIES AT 1558 AND 1562 PACKARD AVENUE FROM R3 LIMITED GENERAL RESIDENCE TO B2 GENERAL COMMERCIAL DISTRICT 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).



Zone Change - 1562 and 1558 Packard Ave





Zone Change - 1562 and 1558 Packard Ave



□ Tax Parcel Boundary
— Street Centerlines

▨ Subject Property
⋯ Notification Area

0 50 100 200 Feet



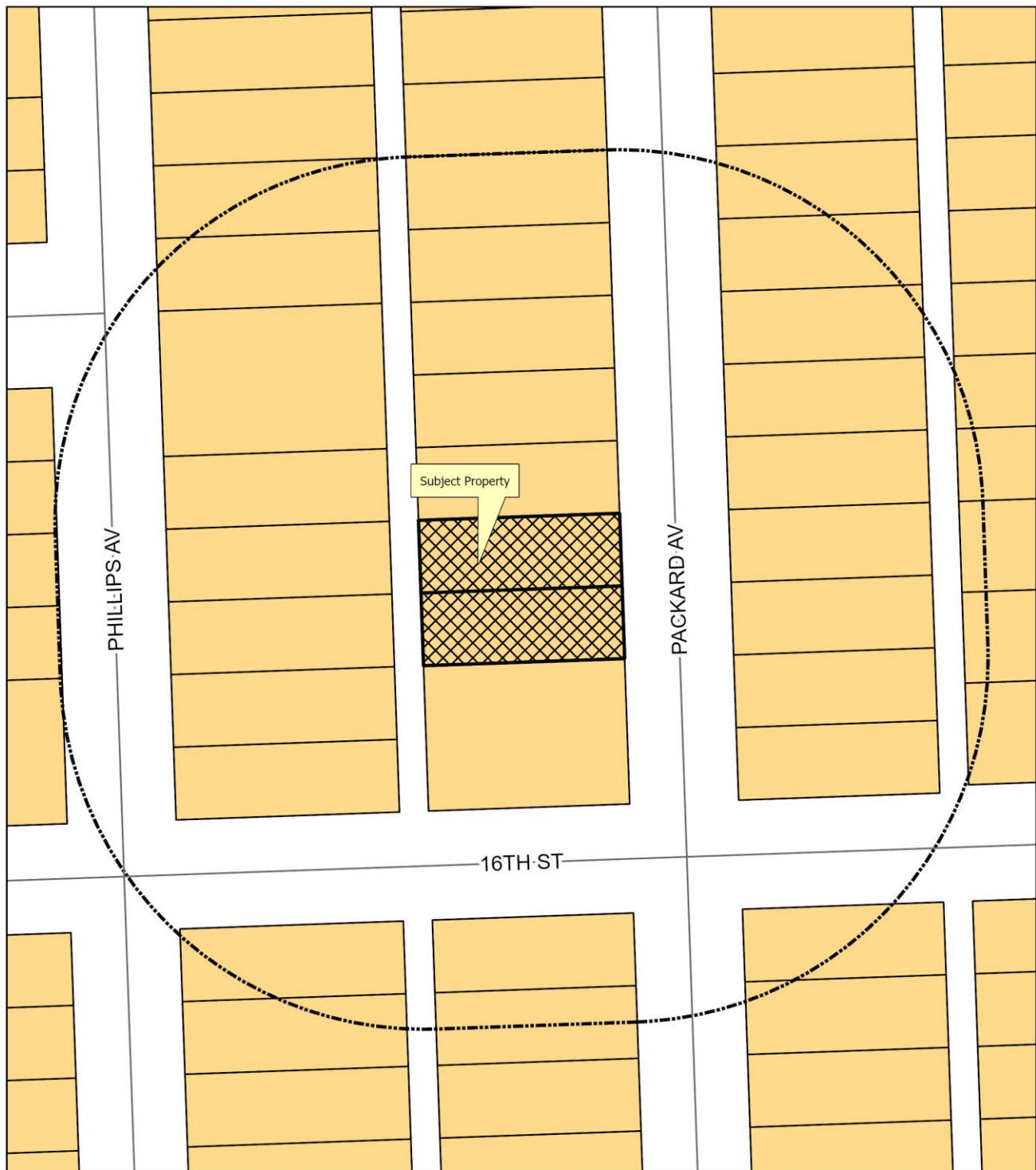


Zone Change - 1562 and 1558 Packard Ave





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Land Use Designation
Medium Intensity

Tax Parcel Boundary
Street Centerlines

Subject Property
Notification Area

0 50 100 200 Feet



Site Photos



Looking west at Subject Properties



Looking north from Subject Properties



Looking east from Subject Properties



Looking South from Subject Properties