



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

**Meeting Date:** 11/18/2020

**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:** Jeff Hintz

**Location:** 1760 State Street

**Applicant:** Heartland Housing Inc.

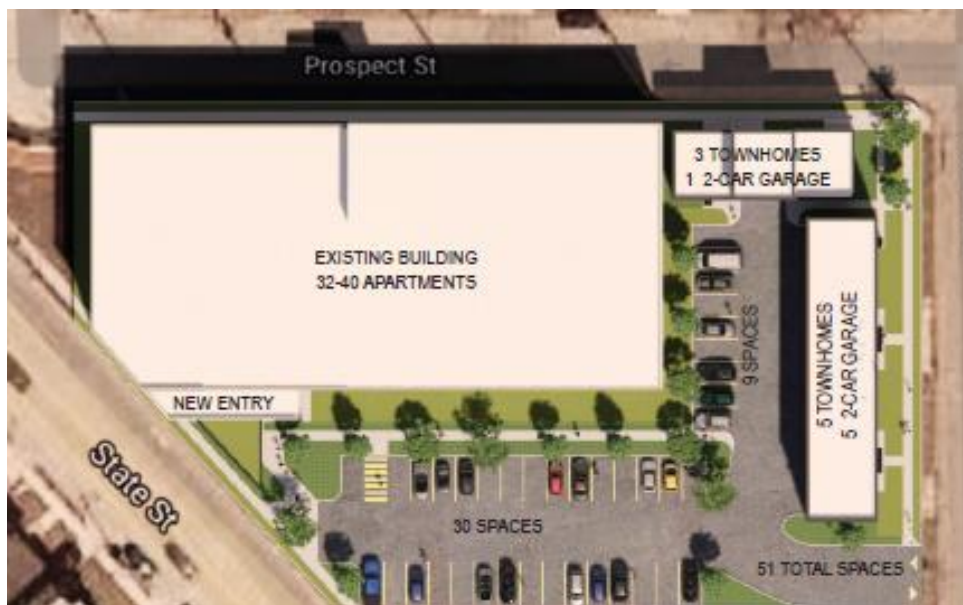
**Property Owner:** TURTLE COVE OF WISCONSIN LLC

**Request:** Consideration of a change of zone from I-1 Restricted Industrial District to I-1 Restricted Industrial District with a FD- Flex Development Overlay at 1760 State Street in accordance with the requirements of Sec. 114-Article VI, Division 2 of the Municipal Code, AND a use supplement establishing standards for the flex development.

**BACKGROUND AND SUMMARY:** The existing building would be repurposed into 32-40 dwelling units and two additional structures could be built housing 8 townhomes with 11 enclosed parking spaces. The existing surface parking areas would be maintained and enhanced with landscaping. A future Conditional Use Permit will finalize the details and specifications upon proper hearings and notification of surrounding property owners.



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



Concept plan for the property, submitted by applicant



Site rendering for the property, submitted by applicant

## GENERAL INFORMATION

**Parcel Number:** [07394000](#)

**Property Size:** 1.27 acres

**Comprehensive Plan Map Designation:** Commercial

**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.
- Protect and enhance cultural structures, activities, historic sites and districts and their infrastructure.
- Preserve and enhance the historic and cultural resources and character of the City.

**Corridor or Special Design District?:** N/A

**Historic?:** Unknown, building dates back to 1870's per assessor records.



**Current Zoning District:** I-1 Restricted Industrial

**Purpose of Zone District:** The I-1 restricted industrial district is intended to provide an environment suitable for industrial activities that do not create appreciable nuisances or hazards, or that require a pleasant, hazard-free and nuisance-free environment.

**Proposed Zoning:** I-1 Restricted Industrial with Flex Development Overlay District

**Intent of proposed Zone District (Flex):** The flexible development overlay district is intended to permit redevelopment of property in circumstances in which a property, including its structures, site improvements and infrastructure, is suitable for reuse but the reuse is not consistent with the underlying zoning district, rezoning to another classification would permit other uses potentially detrimental to surrounding properties, and any potentially adverse effects of the intended reuse can be mitigated by conditions on the reuse.

**Existing Land Use:** warehousing and general office space, machinery repair, carpentry shop and music studio space.

**Surrounding Zoning and Land Uses:**

<b>North</b>	R-3 Limited General Residence	Detached single unit dwellings and mixed use building
<b>East</b>	R-3 Limited General Residence	Detached single unit dwellings
<b>South</b>	B-2 Community Shopping	Phone store and laundromat
<b>West</b>	R-3 Limited General Residence	Detached single unit dwellings

**Operations:** The flex development standards propose operating conditions for the site as a whole. Individual businesses/tenants on the mixed use site would be required to operate within those parameters established by the flex development. Should the proposed development for residential uses move forward, it will function like any other multiple dwelling unit parcel in the city, with residential traffic. Should the current mix of uses and some others in the future come forward, they will be subject to the conditions stipulated in the flex development.

**ANALYSIS:**

Development Standards (under the flex):

**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	1.27 acres
Lot Frontage	40 feet minimum	650 feet
Floor Area Ratio	4.0 maximum	.24

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

<b>Yard</b>	<b>Required</b>	<b>Provided</b>
Front (State)	0 feet	0 feet
Corner Side (east)	10 feet	TBD
Side (north)	0 feet	0 feet
Rear (south)	0 feet	90 feet

**Building design standards** (114-Secs. [735.5](#) & [736](#)): With the exception one of the metal outbuildings, the existing buildings on the site are potentially historic and, with the exception of both metal outbuildings, the large masonry structure and its additions meet the building design and construction requirements of the development standards. With the exception of a new entry foyer and period accurate windows, there are no changes planned to the exterior materials as a result of this application. New buildings will be reviewed by the PHDC prior to construction as part of the conditional use permit.

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

The buildings of this size require a dedicated loading zone on the lot. There is ample space on the lots to designate a loading zone of 12x30 feet with 15 feet of clearance; the area will be determined in the final set of plans authorized by conditional use permit.

**Landscaping, screening and yard requirements** ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): A landscaping plan with specifications of plantings was not submitted. The site currently has areas where landscaping could occur and meet current requirements, but plantings of trees and other vegetation would need to take place. A final landscaping plan is required with the conditional use permit submittal for the areas specified by the flex development.

**Sign Regulations** (114-[Article X](#)): Signage has not been included with this request. As part of the flex development, signage would be reviewed by the Department of City Development prior to permitting and installation.

**Outdoor lighting, signs** ([114-Sec. 742](#)): Details of the existing light fixtures were not provided. The final details will be reviewed as part of the conditional use permit submittal which will allow the development to take place if approved.

**Rubbish and trash storage** ([114-Article V](#) & [114-740](#)): Upon a visit to the site, there is no trash enclosure present on the site. It would be possible to locate these facilities on the site so they are concealed from public view and thus comply with development standards.

**Engineering, Utilities and Access:**

**Access** ([114-1151](#)): Vehicular access to the site is not proposed to change. Currently access is from Blake Avenue.

**Surface drainage** ([114-739](#) & Consult Engineering Dept.): The site plan does not contemplate any changes to the impervious cover of the lot, even though more buildings are proposed. Depending on final site design and buffer yard landscaped areas, the impervious cover of the site may drop.

**Sewage disposal and water supply** ([114-821](#) & Consult Engineering and S/W Utility): Utilities are existing to the site. Allowing for residential development is not anticipated to impact the ability to serve the area.

**Exceptions to ordinance:** N/A. Development which would not comply with an ordinance requirement will be adjusted as part of the flex development overlay to ensure nonconformities do not exist and the site is conforming.

**Additional Planning and Zoning Comments:** The buildings as developed generally conform to the requirements of the current zone district, which is industrial. Overall, this development is an innovative way to repurpose what was once a warehousing and manufacturing facility, to a more modern and adaptive use which better suits the needs of the community.

**REQUIRED FINDINGS OF FACT:**

ZONE CHANGE FINDINGS (Sec. 114-82. - Findings of fact and recommendations of plan 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 this area are a mix of residences and mostly vacant and underutilized retail or mixed use buildings; the overall feel of the general area is residential in nature, but a major corridor serves as the edge of this neighborhood, of which commercial/industrial uses line the major corridor (State Street). There detached single unit dwellings and a multi-unit building north of this site. The development patterns lend themselves to a less intensive use on this property long term and this zone change would help to facilitate the long term lower intensity of uses which would be supportive to this proposed use. Allowing for some of the more passive and lighter intensity industrial uses gives some higher allowance for flexibility, but not at a scale and intensity which would be a detriment to the surrounding residential uses.

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

Staff Comments: The property is overwhelmingly surrounded by residential districts with some lesser intensity commercial to the south and west; this parcel is a buffer or transition into the neighborhood and should function as such. The other properties in the area are zoned a residential designation. The flex development overall will authorize this proposed residential development, but on a limited scale and with conditions which are customized for this property and will take account the surrounding development pattern and uses. One of the most intensive zone districts in the City is no longer appropriate for this property given the proximity to residential development. The former industrial uses should be transitioned to uses which are appropriate for the development which is still successful and maintained in this area.

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

Staff Comments: Given that the properties surrounding this property are residential, the current industrial zone district makes much less sense on this property. The flex development is intended for the reuse of buildings and structures for purposes which they were not originally designed, yet are worth saving for future generations. Repurposing these buildings into something which can potentially be a compliment to the area instead of a potential detriment (given the intensive uses allowed in I-1) is a goal of the flex development.

**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: At this time, the property is used for light intensity industrially classified uses. The general area has remained relatively unchanged since initially developed. The need or desire for industrial space in close adjacency to residential uses has shifted; when first developed people desired homes near industrial uses to walk to work. As time has gone on, this trend has shifted and there is much less of a desire today to live adjacent to industrial development and factories. Allowing one of the most intensive zone districts in the City, directly adjacent to residential development, without buffering yards and enhanced site design, is no longer beneficial to any party which is involved in such a land use arrangement.

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

Staff Comments: The Comprehensive Plan calls for this area to be commercial on the land use element within the document. This proposal will protect the established and successful land use patterns of the area while allowing extremely limited industrial uses; the intent and hope is the residential development will be successful and some minor elements of commercial may remain on the site. The land use map sought to match what was on the ground when initially developed and allowing some of those industrial/commercial uses does make sense; however, this property would

be best suited to serve as a buffer or for the residences to the east. Historic preservation of buildings is easier to achieve when the historic building(s) have a purpose which is suitable to modern economics. This application for the property allows for modern uses which will now have the ability to serve as benefit to the adjacent residences instead of as a potential hindrance to the success of the neighborhood.

FLEX DEVELOPMENT STANDARDS (Sec. 114-647. – use supplement and permitted uses.)

Note: Criteria a-e are also the same as with a Conditional Use as outlined in Sec. 114-154, but not including criteria about the comprehensive plan land use map (which is included in the Rezoning criteria above) and the portion about exceptions to development standards, which are addressed in the Use Supplement.

The plan commission shall not recommend approval of a use supplement and the permitted uses contained therein unless the plan commission finds that:

**(a) The establishment, maintenance, or operation of the uses will not be detrimental to or endanger the public health, safety, morals, comfort or general welfare;**

Staff Comments: The proposed conditional use is not anticipated to endanger the public health, safety, morals or general welfare of the community of this area in general. The flex development will help to preserve the historic buildings, but is expected to do so in a manner which will not impact the surrounding properties in the neighborhood. The use supplement tailor's development to the particular surroundings and needs of the area and buildings on the parcel. It is expected that the use of the property will be a benefit to the area and complement the existing residential development.

**(b) The uses 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: The proposal is not anticipated to be detrimental to the use and enjoyment of surrounding properties. The application contemplates having a flex development to transition the buildings to modern uses and establish operational parameters which are applicable to uses in the future. It is expected that with this proposed rezoning that to the casual observer, the site will look as it has for decades, but allow for uses that were never contemplated on this site, but would have a high potential to benefit the surrounding residential neighborhood.

**(c) The establishment of the uses will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the underlying district;**

Staff Comments: The proposal to create the flex development for the site contemplated by the applicant is not anticipated to impede or alter the development patterns of this area. The applicant is able to comply with all development standards on the site. The applicant will be adhering to all other



requirements which would be applicable to other properties with similar allowed uses in close proximity to residential development.

**(d) Adequate utilities, access roads, drainage and/or necessary facilities have been or are being provided;**

Staff Comments: The materials submitted by the applicant do not propose any changes to the access, utilities or drainage for the site. The use of this site and existing building is not expected to impact the provision of utilities for the property or general area.

**(e) Adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in public streets;**

Staff Comments: The site plan submitted by the applicant does not contemplate any changes to the ingress or egress from the site. It is not expected that congestion or changes in traffic patterns will occur as a result of this proposal.

**(f) The proposed uses will neither have an adverse impact nor set an undesirable precedence with relation to the objectives of the current land use plan for the area or the city;**

Staff Comments: The application and proposed uses are consistent with the objectives of the land use plan for the City. The land use plan designates this property as commercial; limiting the industrial uses and expanding upon the commercial, neighborhood serving uses is what the land use plan seeks to achieve. This flex development establishes operational parameters which ensure adverse impacts are avoided and contrasting uses are eliminated from consideration on this parcel.

**(g) Adequate conditions have been included in the use supplement that advance the goals of the preceding standards.**

Staff Comments: The Use supplement is written in a manner in which the activities currently allowable on the property, which are in contrast to a successful neighborhood have been eliminated from consideration. The operational parameters set are generally flexible in relation to use as a commercial and light intensity, industrial property, and more specific to function and operation of who is occupying the property. It is anticipated this mix will give the applicant and owner, flexibility in finding tenants for a mix of uses, but at the same time, not be a detriment to those who live there.

## **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.
5. Defer with a continuance of the public hearing to a date certain.

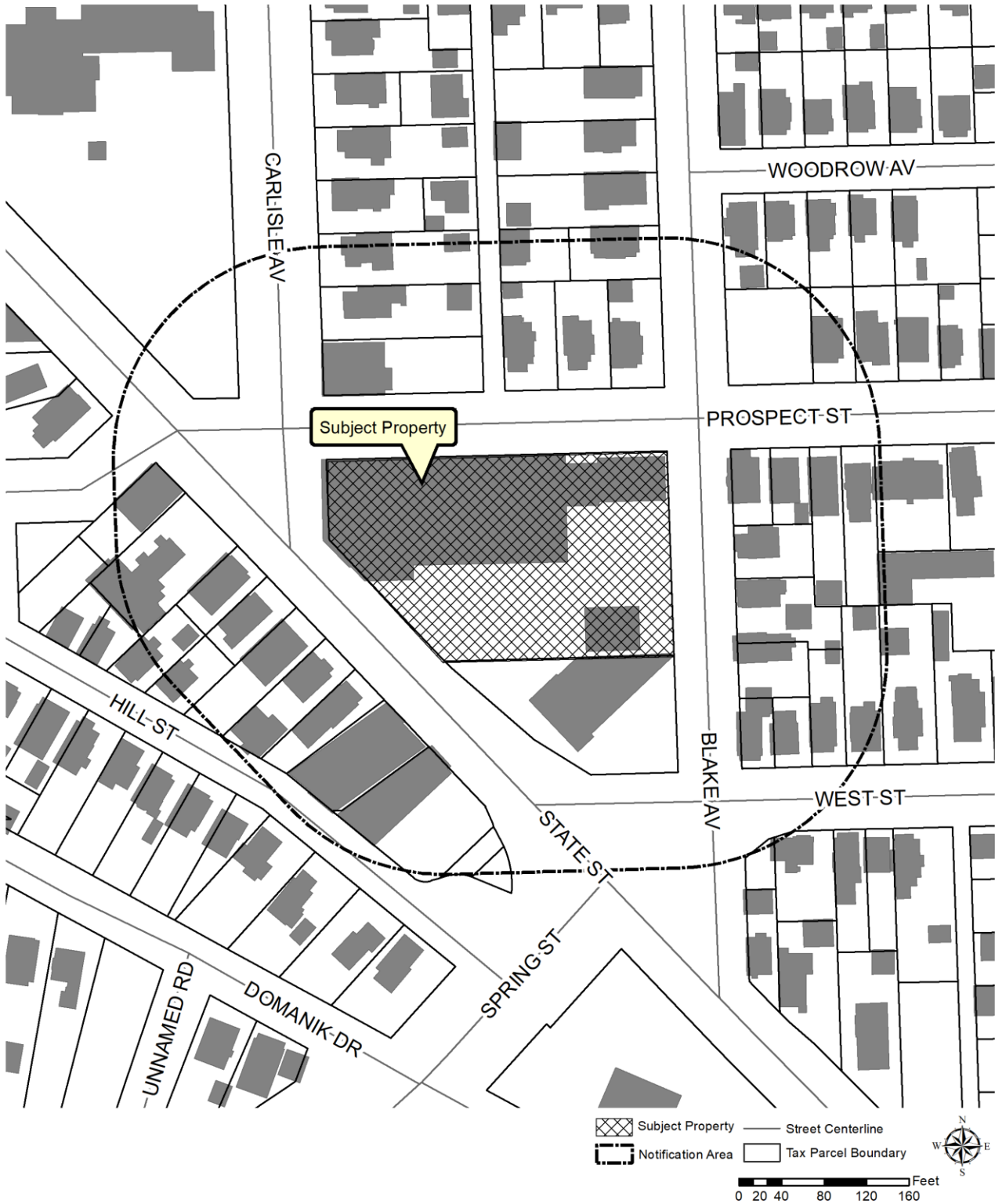
**STAFF RECOMMENDATION:** BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM HEARTLAND HOUSING, INC., SEEKING A REZONING FROM I-1 RESTRICTED INDUSTRIAL DISTRICT TO I-1 RESTRICTED INDUSTRIAL DISTRICT WITH A FD- FLEX DEVELOPMENT OVERLAY AT 1760 STATE STREET BE REZONED AND THE DRAFT ORDINANCE, ZOrd. 0001-20, AND THE USE SUPPLEMENT BE ADOPTED.

## **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).

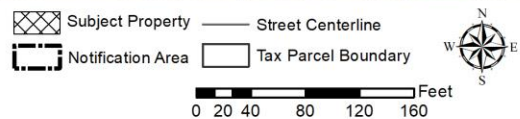


# Zone Change Request - 1760 State Street





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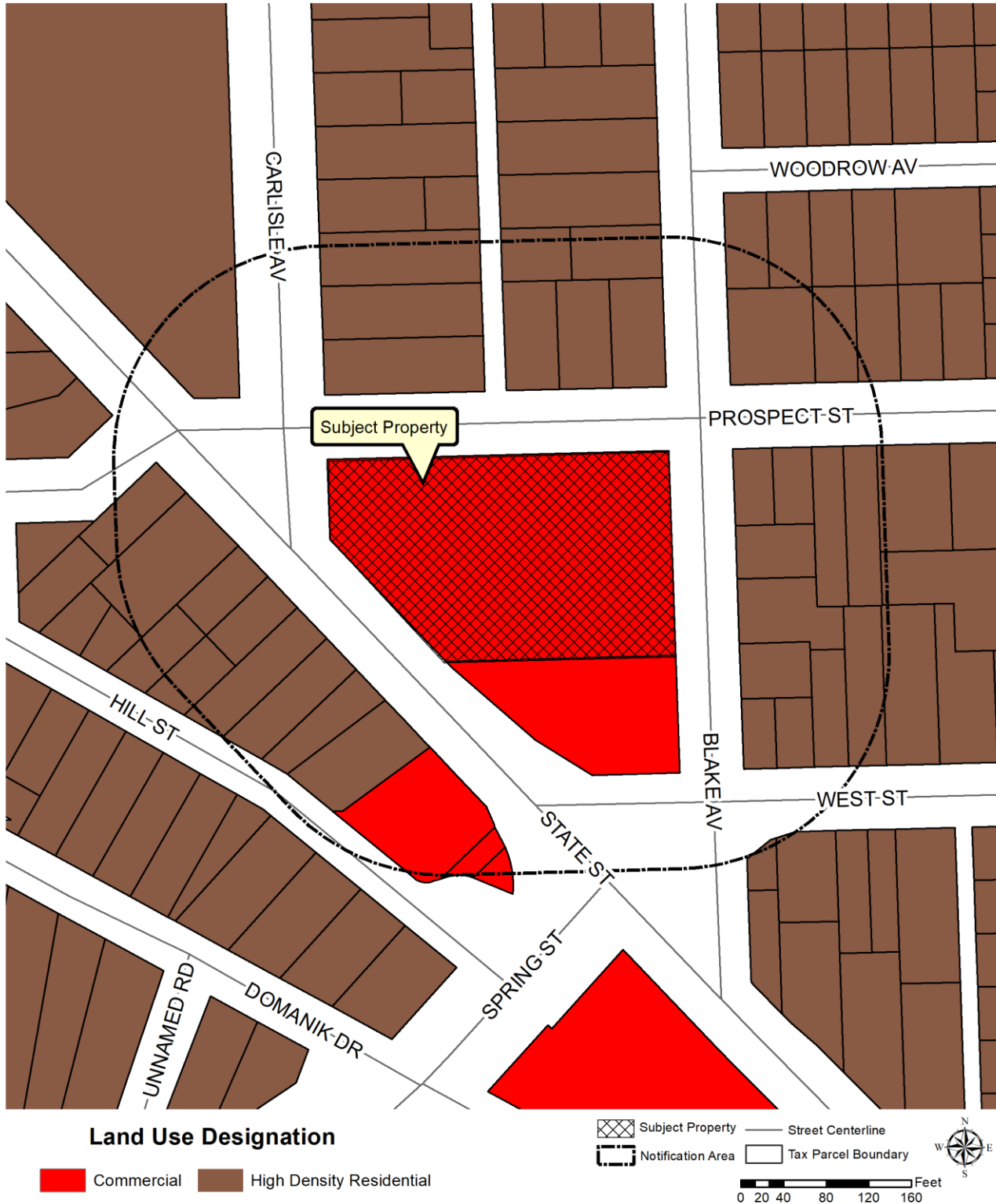
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### Site Photos



Looking southeast at property from State Street



Looking south from Prospect Street



Looking westerly on Prospect, subject property on the left



Looking north at property from adjacent business to the south



Looking north along State Street



Looking west on Prospect Street