



A Heritage Preservation Plan for the
City of Racine

Project Approach

The City of Racine is seeking a qualified professional consultant team to assist in the preparation of a Heritage Preservation Plan. The purpose of the Plan is to formulate and identify specific, realistic and achievable strategies for enhancing the City's current heritage preservation program and initiatives. The City of Racine has long been recognized as a leader for preserving and revitalizing its significant historic resources while undertaking successful planning efforts to revitalize Downtown Racine and surrounding neighborhood districts. With this Plan, the Racine community desires to build on these past successes while recognizing that additional efforts are needed to identify priority areas for preservation and reinvestment in order to shape the City's urban form, character, and overall economic development.

Clearly, a central challenge of most major American cities today is to balance historic preservation with the redevelopment and revitalization of their traditional commercial districts and neighborhoods.

Protecting through regulatory means important historic resources from their loss and demolition, due to development pressures or from disinvestment and neglect, should always be a key priority for any local historic preservation commission or city-planning department. However, what other ways and means should be explored in which to build and implement a broader, more comprehensive approach to preserving and reusing historic resources? For instance, how does the City leverage its current set of building rehabilitation incentives to promote increased use of the Federal Historic Preservation Tax Credit? What set of new incentives should be developed to help facilitate substantial building rehabilitation projects in the Downtown or elsewhere? Can partnerships with other organizations and entities be forged to undertake specific educational and outreach efforts to build a stronger historic preservation ethic? Can the internal operations of the Historic

Preservation Commission be enhanced and improved so that adequate resources are devoted to implementing the short and long strategies of the Historic Preservation Plan?

These questions and others should be addressed through a well-researched and prepared plan, one that is developed and produced with the input and participation of the citizens of Racine. Our approach to this assignment will be multi-disciplinary and will include the following elements:

- Assess the current level of preservation planning in Racine, including existing survey and documentation efforts, local and National Register designation activities, current design and Certificate of Appropriateness review processes, local financial incentive programs, and educational and community outreach efforts. In turn, review the heritage preservation ordinance to determine need for changes, revisions and updates.

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Assess the level of preservation planning in other community planning processes for the Downtown, other commercial districts, neighborhoods and industrial areas.

- Undertake a reconnaissance level assessment of historic resources in identified commercial corridors, Mid-Century shopping districts, industrial areas, schools and parks, and residential neighborhoods. Lakota will conduct the reconnaissance during the Phase 1: State of the City, of the preservation planning process. The purpose of the reconnaissance is to understand the location and potential for new historic districts and landmarks. Lakota will develop a evaluation criteria and methodology that includes the National and Wisconsin State Registers of Places, and the City of Racine landmarks designation criteria. Other criteria for significance may be considered in consultation with the City and other partners; including:
 - a) Special and unique property and building types
 - b) Architects and builders not previously considered
 - c) Mid-Century Modern resources
 - d) Industrial heritage
 - e) Sites and objects not previously considered

All assessed properties will be categorized by primary, secondary, and contributing significance, as well as eligibility to the National and Wisconsin Registers and local landmark designation.

- Review the existing inventory of historic resources, maps and other documentation to understand what where there may be potential landmarks and districts.
- Research and establish context statements for understanding, identifying, and evaluating the importance of historic resources that give Racine individual character and sense of place as well as tell the story of its development and growth. Historic contexts provide the foundation for effective preservation planning.
- Analyze Racine's land use trends, historic building conditions, and other economic data to understand broader impacts and threats to local historic resources. An assessment of potential impacts on historic resources from development pressures, disinvestment or other threats will also be undertaken.
- Identify key adaptive use opportunities and prepare specific strategies for financing, rehabilitation and developer partnerships.
- Explore additional digital technology needs beyond the City's existing website for placing survey and historic district information on the Internet for broader accessibility to the public.
- Interview City personnel, the Landmarks Commission, the Heritage Museum, the BID boards and other stakeholders to determine possible roles and responsibilities in implementing heritage resources plan recommendations and strategies.
- Review other zoning code provisions and subdivisions regulations to determine the need for incorporating

historic preservation elements.

- Propose a program of ongoing community outreach, education and preservation advocacy efforts that help promote increased awareness of Racine's historic resources and stakeholder buy-in in the long-term management and revitalization of the City's landmarks and districts.
- Use a comparative analysis approach to determining ways in which new regulatory and financial mechanisms can be introduced to improve design review processes and encourage the rehabilitation and reuse of important historic resources. This approach will take into account current best practices undertaken and implemented by other communities in Wisconsin and around the country in their preservation planning programs.
- Implement and manage an effective community engagement program, drawing input from key stakeholders including building and business owners, developers, preservation advocacy organizations and homeowner groups. Incorporating an effective public participation process should lead to community consensus and a shared vision for the role of historic preservation in community development.
- Promote historic preservation as a community sustainability, tourism and energy efficiency strategy.
- Establish a close, working relationship with City of Racine staff and build upon existing plans, inventories and surveys, and other data and information in order to maximize resources that can be applied to analysis and creative strategic thinking.
- Create a planning document that is well-designed, as well as written in "plain English" that avoids jargon and technicalities. The plan should also read as a magazine rather than a novel.
- Incorporate practical strategies and a detailed implementation plan, which prioritizes specific actions to be taken. The implementation strategies will identify parties responsible for each action as well as potential funding mechanisms.

Our approach to community preservation planning also has two important objectives: first, proposed strategies need to guide set adopted policies, visions and implementation actions into motion; second, any plan needs to be well-written and easy to use and implement. Lakota has helped clients accomplish these objectives by preparing a well-illustrated planning document that addresses local preservation planning issues effectively. All readers of the document should be able to find answers to their questions.

INVENTORY DATABASE

Customized internet-based software developed by PlaceVision will be utilized to conduct the on-site reconnaissance. The reconnaissance survey will be formatted for use over the internet so that the City, and the Landmarks Preservation Commission can readily access the individual inventory forms for data and information input. As an option, properties can

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be depicted in a Google Maps screen so that the City can view where the property is located. The individual property surveys can be designed in a variety of formats for upload to the City's GIS system. The PlaceVision software will be licensed to the Lakota Group during the duration of this assignment and is included in the proposal cost for this assignment.

COMMUNITY ENGAGEMENT

An important objective of the preservation planning process is to undertake an effective, inclusive public participation program that engages local stakeholders and residents in effective, meaningful ways. An open and transparent public engagement effort will provide a platform for building the trust, confidence and optimism needed to effectively cultivate community support for short and long-term preservation planning goals. Our engagement process will also provide stakeholders the opportunity to have real authorship in the plan that will preserve and maintain important historic resources and shape their City's future. Lakota will work closely with the City of Racine, local stakeholder groups, the Wisconsin Historic Preservation Office, non-profit advocacy groups, Wisconsin historic society, and other state and regional agencies throughout the planning process to solicit and gather ideas and input so that this Historic Resources Plan reflects a strong consensus of the community.

Lakota understands that a particular community's stakeholder level of interest and participation in a planning process can vary significantly. Therefore, Lakota's experience in working on similar preservation planning assignments suggests that the appropriate means and venues for community interaction, outreach and feedback must be identified and understood early on before the planning process begins. Therefore, a carefully-designed and customized community engagement process that meets local needs and circumstances will be developed in close collaboration with the City and other key stakeholders before the planning process starts in earnest.

At a minimum, however, Lakota's approach will include a community reconnaissance tour(s), stakeholder focus group meetings, a participatory visioning workshop, electronic media outreach, Landmarks Preservation Commission review meetings, a project website and various presentations. Engagement options that could be considered as part of the planning process include:

- **Postcards from the Future.** If you visited Racine in 2030, what buildings or districts have been preserved and revitalized? This is the question to pose to people through postcards that Lakota designs (pre-paid) and distributes during the workshops. These are distributed through multiple forums and at events.
- **Do-It-Yourself Budgeting.** This is the public's chance to put their money where their priorities are during open houses and workshops. Piggy banks are created and used with fake money to help participants understand budgeting constraints and communicate what is most important to them. It is an effective interactive exercise in open houses and public meetings.

- **Pinterest Bulletin Board.** As an option, an electronic bulletin could be established on Pinterest for residents and stakeholders to post ideas on Racine's preservation and what buildings and areas are worth preserving.
- **Facebook and Twitter.** Facebook and Twitter can be employed to disseminate information in addition to the project website.
- **Blogging.** Lakota can write and post in-depth stories and updates about Racine preservation issues and the planning process in a special blog developed and maintained by Lakota.
- **Online Surveys.** Lakota can develop one or several online surveys regarding preservation issues.
- **Community Mapping.** An electronic mapping program would allow Racine residents to map buildings or districts that should be considered in preservation planning strategies.

Lakota can also assist the City in the establishment of an Advisory Committee if desired, which will help bring the public bodies and community businesses and residents together in guiding the planning process. The Advisory Committee can be composed of members of the City Council and Landmarks Preservation Commission, and preservation advocates and historians, Downtown and neighborhood stakeholders, realtors, businesses and corporations, and other key stakeholders. A subcommittee of local historians and preservations could also be established to advise Lakota on the development of the historic context statements.

ANTICIPATED SUPPORT

Lakota anticipated that it will need from the City of Racine all databases and information of previous surveys and inventories, all previous National Register nominations and local landmark designations, previous preservation and community plans, operating procedures for the Preservation Commission, photo databases and other collateral material to be determined at the Project Start meeting as described in this Work Plan. Document should be provided electronically where feasible. Physical copies of inventories can be provided to Lakota, which will be returned upon completion of the assignment.



phase 1 >> State of the City

september 2017 - november 2017

In this first phase of planning, Lakota will analyze the corridors, considering existing conditions, opportunities and constraints, as well as community and civic interests.

The planning process for the Historic Preservation Plan will involve two distinct phases:

The objectives of the first phase are to establish a dynamic community planning process that involves a wide range of private sector stakeholders and public agency representatives; to define challenges and opportunities in achieving historic preservation planning goals; and to develop a comprehensive base line of information for future analysis and decision-making. Preliminary preservation planning strategies will also be created. The second plan-making phase will finalize specific historic preservation planning strategies and initiatives through research, creative thinking, and community engagement, with the overall goals of establishing a shared, compelling vision. The "plan-making" will bring together in a formal plan document preferred preservation planning strategies based on the community's vision and consensus for short and long-term planning goals.

The first-phase analysis will include a comprehensive review of the following:

- Previous historic resource surveys.
- Previous National Register nominations
- Previous preservation plans and studies.
- Current and in-production community and neighborhood plans, including the Racine Comprehensive Plan.
- Racine Zoning Ordinance and zoning maps.
- Enabling ordinances, budget and current administrative rules for the Historic Resources Commission.
- Economic data and development trends.
- Evaluation of current incentive program and tax credit rehabilitation activity.
- Other plans and reports.

The first-phase of the planning process will also include focus group and stakeholder listening sessions, and City of Racine staff review. Document analyses and results of the interview session process.

TASK 1.1: PROJECT START MEETING (VISIT 1, MEETING #1)

A project start meeting will be organized and conducted with the City and members of the Landmarks Preservation Commission, to introduce the Lakota and discuss:

- Client Planning Mission
- Initial Preservation Planning Issues and Challenges
- Work Plan and Schedule
- Community Engagement Program
- Available Data, Resources, and Resource People

The Work Plan and Schedule will be refined based on input received during the project start meeting. A more specific calendar of meeting dates and work products will be developed along with a list of needed data sources and potential key person interviews during the process.

TASK 1.2: RECONNAISSANCE SURVEY (VISIT #2, MEETING #2)

Lakota will conduct the reconnaissance surveys in order to identify and record existing and potential landmarks and historic districts (both local and National and State Registers), and areas of potential historic districts and critical resources.

Visit #2 will take place over several days.

TASK 1.3: PROJECT WEBSITE

Lakota will create a project website that describes the overall preservation planning project and process. The website will be interactive in allowing the public to access documents, such as project updates and communications, draft and final plan documents, workshop materials and surveys, as well as to post comments and other information.

TASK 1.4: LANDMARKS PRESERVATION COMMISSION LISTENING SESSION (VISIT #3; MEETING #3)

Lakota will conduct an orientation and focus group discussion with Landmarks Preservation Commission to review preservation planning issues and constraints and opportunities regarding Racine's historic preservation program.

TASK 1.5: STAKEHOLDER LISTENING SESSIONS (VISIT #3; MEETING #4)

Listening sessions will be conducted with elected and appointed officials, City staff, preservation advocates and advocacy groups, developers, homeowner organizations and neighborhood associations, property owners, realtors, financial institutions and other stakeholders to discuss local historic preservation issues and potential preservation planning strategies.

Visit #3 will be a three to four-day visit.

TASK 1.6: DATA AND INFORMATION COLLECTION

Lakota will collect additional information and data as necessary to conduct analysis of local preservation issues, including:

- Community plans and zoning maps.
- Materials and information from other organizations and entities.
- General condition of historic resources.
- Other pertinent regulations and administrative rules.
- Existing Landmarks Preservation Commission materials and information.
- Tourism and historic tour information.

An additional meeting can be scheduled with the Landmarks Preservation Commission to discuss historic context themes, if desired.

TASK 1.7: MAPPING

Lakota will collect City GIS information, other digital maps, Sanborn maps and aerial photos from the City of Racine for use in preparing maps that document existing historic districts and surveyed areas. New maps will be developed documenting potential historic districts, areas of special concern to the City of Racine. The maps will be refined as information becomes available during the process.

TASK 1.8: ANALYSES

Lakota will analyze relevant documents and plans, resource inventories, reconnaissance observations, listening session results, and other materials and information. Research will also be conducted into best practices in heritage preservation planning with a determination of opportunities for strategic action in Racine.

TASK 1.9: COMMUNITY SPEAK-OUT SESSION (VISIT #4, MEETING #4)

Lakota will organize and host a Community Speak-Out Session with community stakeholders and residents to introduce the preservation planning process and to discuss preservation issues and opportunities in an informal open house or “speak-out” format. Interactive preservation issue booths, a “piggy bank” voting exercise, a mapping station and roundtable

discussions will be employed as part of the open house to gain community feedback on preservation issues and possible strategies and solutions. This informal open-ended format provides a more relaxed atmosphere and setting for residents to participate rather than a lecture-discussion format. The mapping station in particular will allow community residents to map out where there are historic resources of critical importance to Racine.

Prior to the Speak-Out session, Lakota will prepare a workshop announcement or mailer, a press release, and a website update to help raise Speak-Out session awareness. Reproduction and distribution of mailings and announcements will be the responsibility of the City. Prior to the workshop, Lakota will update the project website and work with the City to prepare workshop announcements and other communication pieces.

TASK 1.10: SPEAK OUT SESSION SUMMARY (DELIVERABLE #1)

Lakota will complete a summary of the Speak-Out session results and feedback. The summary will be delivered to the City and the Landmarks Preservation Commission and posted to the Project Website.

TASK 1.11: DRAFT STATE OF THE CITY REPORT (PROGRAM OVERVIEW) REPORT (DELIVERABLE #2)

Lakota will prepare a *Draft State of the City Report* as the program overview that will serve as a summary of the stakeholder listening sessions, the reconnaissance survey, and research and other information analysis.

The report will be organized as follows:

- Historic Contexts and City Architecture.
- Existing Landmarks and Districts.
- Potential/Eligible Landmarks and Districts.
- Previous Preservation Planning Documents, Surveys and Documentation Initiatives.



- Municipal Historic Preservation Programs, Ordinance, Landmarking and Design Review Procedures.
- City Planning and Zoning-related Processes and Programs.
- Incentives and Economic Development Programs.
- Other City Departments and Preservation Program Responsibilities.
- Existing Partnerships and Organizational Relationships.
- Draft Preservation Planning Objectives, Strategies and Concepts.

The report document will be delivered in electronic form to the City and the Landmarks Preservation Commission. A draft will also be forwarded to the Wisconsin State Historical Society. Lakota will consult with the Commission for the development of a more current context statement.

TASK 1.12: CITY STAFF REVIEW CONFERENCE CALL (MEETING #5)

Conduct a conference call with City staff to review the *State of the City Report* and consider draft revisions prior to the on-site meeting with the Landmarks Preservation Commission.

TASK 1.13 LANDMARKS PRESERVATION COMMISSION MEETING (VISIT #5, MEETING #6)

Lakota will conduct an on-site review meeting with Landmarks Preservation Commission and City planning staff to review the *Draft Preservation Concepts and Directions Report*, check planning assumptions, and sharpen historic preservation planning goals and objectives.

TASK 1.14: REVISED STATE OF THE CITY REPORT (DELIVERABLE #3)

Lakota will prepare a revised *Preservation Concepts and Direction Report* based on Landmarks Preservation Commission and City staff comments. The Revised Preservation Concepts and Directions Report will be prepared and delivered in both booklet and electronic form. The final version of the Report will be posted to the project website.

