



CITY OF RACINE DEPARTMENT OF CITY DEVELOPMENT STAFF REPORT

Meeting Date: 11/14/2018

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: 1520 and 1536 Clark St.

Applicant: Cardinal Capital Management Inc.

Property Owner: City of Racine Redevelopment Authority

Request: Consideration of a change of zone from I-2/FD General Industrial District with a Flex Development Overlay, to R-5 General Residence District as supported by the document, “A Comprehensive Plan for the City of Racine: 2035, Land Use Plan Map.”.

BACKGROUND AND SUMMARY: The project calls for demolition of the existing buildings and redevelopment of the property as 137 dwelling units in two main buildings on the properties. The current flex development on the property will not be sufficient as the flex development to allow the residential use on the property required the existing buildings be retained. As such, the rezoning to R-5 will allow redevelopment of this property as residential once the existing buildings have been removed from the property.

The R5 general residence district is primarily intended to provide medium to high density residential uses and allows for commercial uses such as restaurants, drugstores, retail food shops, valet shops, beauty shops, and barbershops located in a building containing 50 or more dwelling units and accessible to the public only through the lobby of the building.

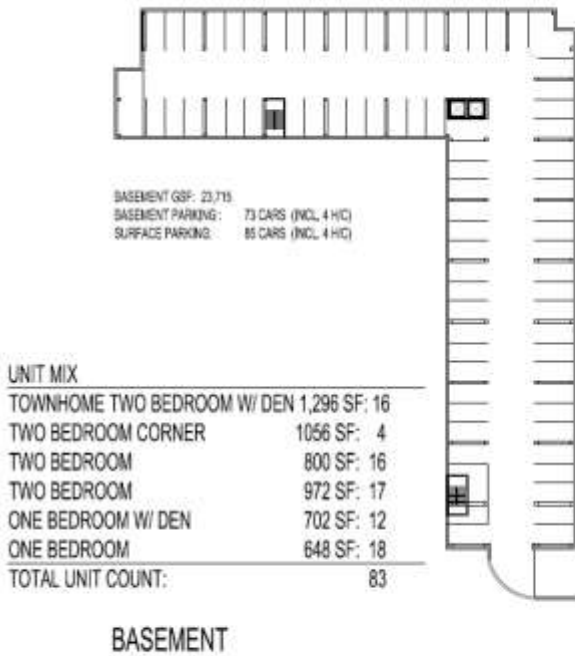


Birdseye view of the property, indicated in red (image from Google).



Proposed site plan for the property, submitted by applicant.

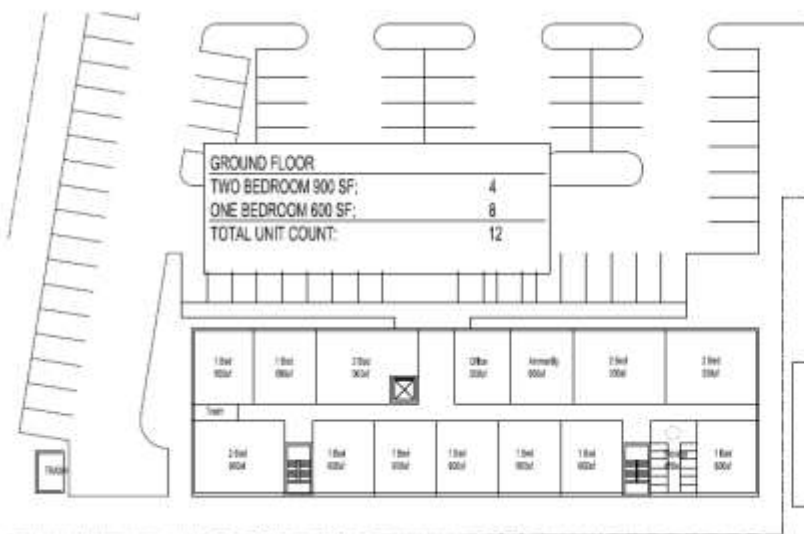
Proposed Floor Plans northern building



Proposed Floor Plans southern building

TOTAL UNIT MIX	
TWO BEDROOM 900 SF:	16
ONE BEDROOM 800 SF:	38
TOTAL UNIT COUNT:	54
TOTAL GSF:	48,726 SF

SECOND & THIRD FLOORS	
TWO BEDROOM 900 SF:	4
ONE BEDROOM 800 SF:	10
TOTAL UNIT COUNT:	14



FOURTH FLOOR	
TWO BEDROOM 900 SF:	4
ONE BEDROOM 800 SF:	10
TOTAL UNIT COUNT:	14





Architectural Rendering North East Perspective

GENERAL INFORMATION

Parcel Number: [09059000](#) and [09076000](#)

Property Size: 143,000 square feet or 3.28 acres

Comprehensive Plan Map Designation: Mixed Use – Residential 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.
- New development should be designed so it is compatible with established development.

Corridor or Special Design District?: N/A

Historic?: The Building is listed on the National Register of Historic Places as the “[Walker Manufacturing company – Ajax Plant.](#)”

Current Zoning District: I-2/FD General Industrial/Flex Development

Purpose of Zone District: The I-2 general industrial district is intended to accommodate those industrial activities which may produce moderate nuisances or hazards in areas that are relatively remote from residential and commercial development. The flex development on this property would have allowed for residential development in the existing, historical buildings on the lot.

Proposed Zoning: R-5 General Residence

Intent of proposed Zone District: The R5 general residence district is primarily intended to provide medium to high density residential areas adjacent to major shopping areas and convenient to places of employment. This district requires utilities of high capacity and community facilities sufficient to service the population, and a street system capable of accommodating relatively heavy traffic.

Existing Land Use: Vacant buildings which are currently not safe for occupancy.

Surrounding Zoning and Land Uses:

North	I-2 General Industrial	Currently undeveloped property
East	I-2 General Industrial	Warehousing space
South	I-2 General Industrial	Warehousing and office space
West	I-2 General Industrial	Railroad right-of-way

Operations: The buildings on the lot will be demolished and the new development will function as a residential community with 137 households occupying the property in dwelling units in two buildings. The property has been vacant for several years and has no tenants as many of the buildings are not safe for occupancy.

ANALYSIS:

Development Standards (proposed zoning requirements):

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

Standard	Required	Provided
Lot Area	106,250 square feet*	143,000 square feet or 3.28 acres
Lot Frontage	30 feet	695 feet
Floor Area Ratio	4.8 maximum	1.017

*Based on lot size, the parcels together could support 143 three bedroom units, 168 two bedroom units or 204 one bedroom or efficiency units. The preliminary unit count submitted by the applicant calls for 137 units, which is well within an allowed density, even if they were all three bedroom units. The proposed unit count is 68 one bedroom and 69 two bedroom, meaning the lot needs to be at least 106,250 square feet, which this lot is.

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

Yard	Required	Provided
Front	25 feet	N/A- Concept at this time
Side	6 feet	N/A- Concept at this time
Corner Side	12 feet	N/A- Concept at this time
Rear	35 feet	N/A- Concept at this time

Building design standards (114-Secs. [735.5](#) & [736](#)): Materials were not submitted with this application for rezoning. The buildings will be required to use a masonry finish from grade to eight feet in height. The proposed rendering appears to demonstrate compliance with this requirement, but this would be checked at the time of permitting the building for construction.

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

Use Type	Required	Provided
Dwelling Unit	1.5 per dwelling unit	158
Total	206	158*

The buildings of this size require one dedicated loading zone. There is ample space on the lots to designate a loading zone of 12x30 feet with 15 feet of clearance.

*The submitted concept plans contemplate development in phases. As such, the parking is ample for phase one which would require 125 spaces.

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. When permitting this project, specifications of landscaping materials, species and locations will be required. The landscaping will need to screen headlights from parking areas. The landscaping in the rendering of the project for the buildings would meet the requirements of Sec. 114-735 but this too would be finalized during building and site development permitting.

Sign Regulations (114-[Article X](#)): Signage has not been included with this request; any signage needs to follow the sizing guidelines set forth below.

Sign Type	Allowable Sq. Ft.	Provided Sq. Ft.
Identification sign	16 square feet	0
Parking identification	35 square feet	0
Alleyway Signage	N/A	N/A
Total	51 square feet	0

Outdoor lighting, signs ([114-Sec. 742](#)): Details of the lighting were not provided. As part of the permitting for the construction of the project, the details of lighting and locations would be reviewed for compliance with this section.

Rubbish and trash storage ([114-Article V](#) & [114-740](#)): The applicant has proposed a tentative location for the rubbish and trash storage on the site. So long as the final location of this area is screened from public view and not located in a required yard, it will be approved. Screening using a chain link fence with privacy slats will not be considered meeting the requirements of this section. The final location and materials will be reviewed during the permitting process prior to construction.

Engineering, Utilities and Access:

Access ([114-1151](#)): Vehicular access to the site is proposed to occur from two driveways off of Clark Street. The proposed driveways are expected to handle all the daily trips generated to and from the site. 16th Street borders the site to the south and is designed to carry larger volumes of traffic. Additionally, Racine Street is located one block to the east of the site and is designed to carry large volumes of traffic as part of State Highway 32.

Surface drainage ([114-739](#) & Consult Engineering Dept.): A drainage plan will be required when this development moves forward to permitting and site development.

Sewage disposal and water supply ([114-821](#) & Consult Engineering and S/W Utility): A utility plan will be required when this development moves forward to permitting and site development.

Exceptions to ordinance: Since the site is going to be demolished, a fresh slate will exist for the developer upon razing of the existing buildings. At this time there are no exceptions which are sought as the new development should be able to comply with all development standards.

Additional Planning and Zoning Comments: The site is located in the heart of an area which is generally zone industrial. As these industrial uses transition out and the buildings become repurposed as mixed use, residential or other commercial, the area will need a residential base to support these business. For the properties that remain as industrial, these places will employ people and potentially, some of them might enjoy walking to work or living in closer proximity to their workplace. SC Johnson and Son, Ascension Hospital and the Uptown area are all walkable or bike-able from this site should people choose to do so. Mixing uses in an area can also help to alleviate traffic congestion if people are using alternative means of transportation to and from work or to meet their daily shopping needs. Even if driving to make some of these household trips, shorter distances driven also can equate to less congestion on the entire transportation system of the City.

The redevelopment of the site has the potential to be a catalyst for other development and improvements of the general area. The current state of the buildings is not habitable and a fresh slate on the property has the potential to generate further development, specifically to the lot to the north and will show others that this area is not decrepit but full of potential and worthy of investment and continued maintenance.

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 general industrial uses, offices and limited retailing including taverns/restaurants. The industrial uses include contractor yards/shops, warehousing, and vacant space. These industrial uses occupy are not of the intensity which would make residential living on this property problematic. The proposed design of the site keeps many of the building areas as far away from the railroad right-of-way as possible and Clark Street is not heavily trafficked between 16th and 14th Streets that noise from vehicles is anticipated to become problematic.

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

Staff Comments: As previously mentioned, the area is generally a mix of industrial zoning with some office and retail uses. Long term, the Land Use plan sees this site as a mixed use development. The proposal to redevelop this site is essentially the beginning of this transformation. As development here occurs, other buildings may become repurposed to higher and better uses as many of the uses which these buildings in the area were originally intended, have long since vacated. The R-5 zone will allow for mixed uses which are complimentary to the area and help to provide a customer and potential workforce base to the surrounding areas. As Junction Avenue to the west transitions from industrial to other retail and service oriented uses, additional households will help the Uptown area as a whole by providing additional households which businesses can be marketed towards.

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

Staff Comments: All the buildings will be demolished to make way for this proposed development. The future owners of the property are pursuing this zone change with the knowledge that the current zoning on the property allowed for industrial uses and that these uses will no longer be allowed to occur. The proposed uses for this property are allowed by right under the proposed zoning and will not be detrimental to the general area or neighborhood, but will help to provide a customer base and housing for residents.

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 buildings are not suitable for redevelopment due to severe dilapidation. The trend of development across the country and in Racine has been to convert older industrial buildings which would not suit the needs to modern manufacturing, to that of housing or other mixed use developments. The building was developed as a plant and is one of the oldest in the City (the other buildings on site were additions); unfortunately, the plant has not been active for years and was primarily used as storage and warehousing before falling into severe disrepair. Starting new on this site with a development which fits into the neighborhood, holds the corner and respects the past will be important. An urban development will conceal parking areas, address the street and the façade will have unique features so there is not a blank street wall. The renderings and concept from the applicant show that an urban development is planned for this site, one which fits the areas, and the traditional development patterns of Racine.

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

Staff Comments: The Comprehensive Plan calls for this area to be mixed use, residential emphasis; the plan states that, “Mixed-Used Development: Residential development in mixed use settings can provide a desirable environment for a variety of household types seeking the benefits of proximity to places of employment as well as civic, cultural, commercial, and other urban amenities. Examples of mixed use settings include dwellings above the ground floor of commercial uses and residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or other civic uses.

The nature of this location coupled with the surrounding development makes this a mixed use area. To help support this mix of uses, a customer base is necessary for businesses to develop and expand. Additionally, the R-5 zone district itself allows for a mix of residential and neighborhood/development serving commercial uses on the lot. This zone change will help to implement the land use objectives for the city as identified in the land use plan component of the Comprehensive Plan.

POSSIBLE ACTIONS FOR THE PLANNING 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 SUPPORTS THE APPLICATION FOR THE FOLLOWING REASONS:

- The proposed usage of the property will help the commercial corridor with additional households to support commercial growth.
- Redevelopment of this site can serve as a catalyst for the entire area, showing that redevelopment is economically viable and investment in this area is prudent.
- The development can help to provide new housing units for the neighborhood and provide places to live which are in close proximity to employment and entertainment centers.

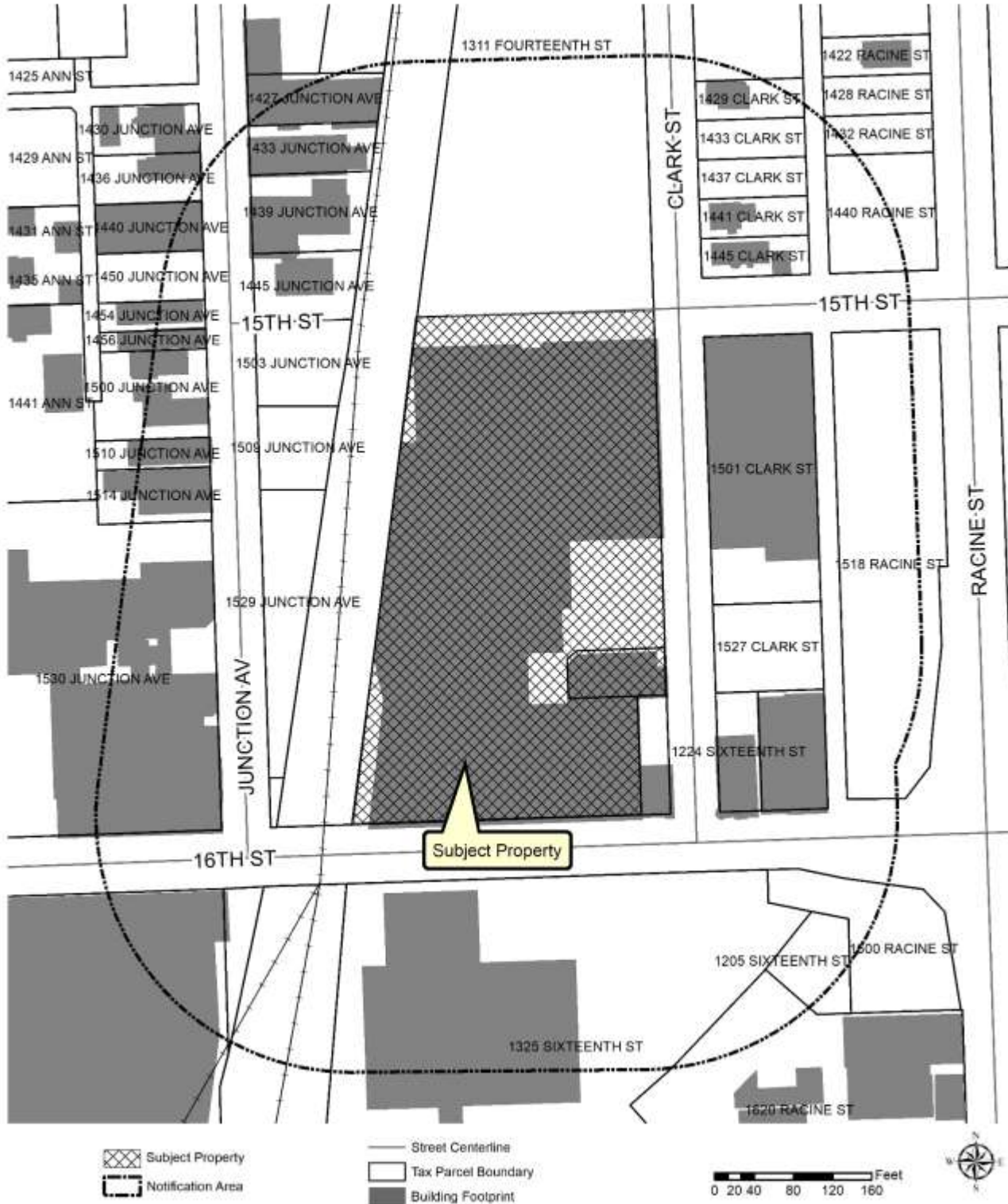
STAFF RECOMMENDATION: BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM CARDINAL CAPITAL MANAGEMENT, SEEKING A ZONE CHANGE FROM I-2 GENERAL INDUSTRIAL WITH A FLEX DEVELOPMENT OVERLAY DISTRICT TO R-5 GENERAL RESIDENCE DISTRICT, AT 1520 AND 1536 CLARK STREET HAVE AN ORDINANCE PREPARED AND A PUBLIC HEARING BEFORE THE COMMON COUNCIL BE SCHEDULED.

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](#)).





Zone Change Request - 1520 Clark Street






Zone Change Request - 1520 Clark Street



 Subject Property
 Notification Area

 Street Centerline
 Tax Parcel Boundary

 Feet
0 20 40 80 120 160





Zone Change Request - 1520 Clark Street



Zoning Designation

- B-2
- I-2
- B-2/FD
- I-2/FD

- Subject Property
- Notification Area
- Street Centerline
- Tax Parcel Boundary

0 20 40 80 120 160 Feet





Zone Change Request - 1520 Clark Street



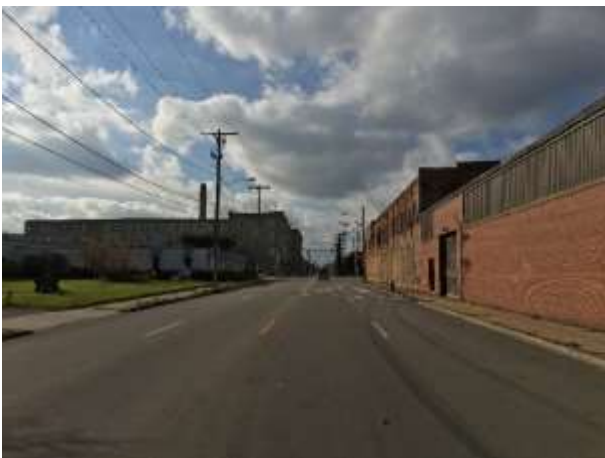
Site Photos



Looking north along Clark Street, subject property to the left



Looking west across the northern end of the property



Looking west along 16th Street, subject property to the right



Looking at west side of property, adjacent to railroad right-of-way



Looking east from subject property along 16th Street



Looking north from northern end of property