



CITY OF RACINE DEPARTMENT OF CITY DEVELOPMENT STAFF REPORT

Meeting Date: 1/9/2019

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: 1107 12th Street and 1204 Highland Avenue two properties that are Southwest of the intersection of 12th Street and Highland Avenue.

Applicant: Racine Revitalization Partnership

Property Owner: City of Racine

Request: Consideration of a conditional use permit for a Mini-Planned Development, which would allow for the construction of three townhouse dwellings at the properties of 1107 12th Street and 1204 Highland Avenue in an R-3 Limited General Residence Zone District as allowed by [Sec. 114-186](#) of the Municipal Code. The applicant has proposed three dwelling units on three individual lots, whereas three dwelling units would be permitted by current zoning, but on one lot. The Planned Development would authorize zero lot line style dwelling with shared walls to achieve a townhouse style development for the three dwelling units.

BACKGROUND AND SUMMARY: From a density perspective alone, the project could be permitted and built. The applicant desires to have the dwelling units as separately transferrable parcels of real estate and not as a condominium. The applicant's plans indicate a zero lot line development of three townhomes would occur on the properties. The Mini-Planned Development section of the Municipal Code authorizes developments such as this if approved through a conditional use process.

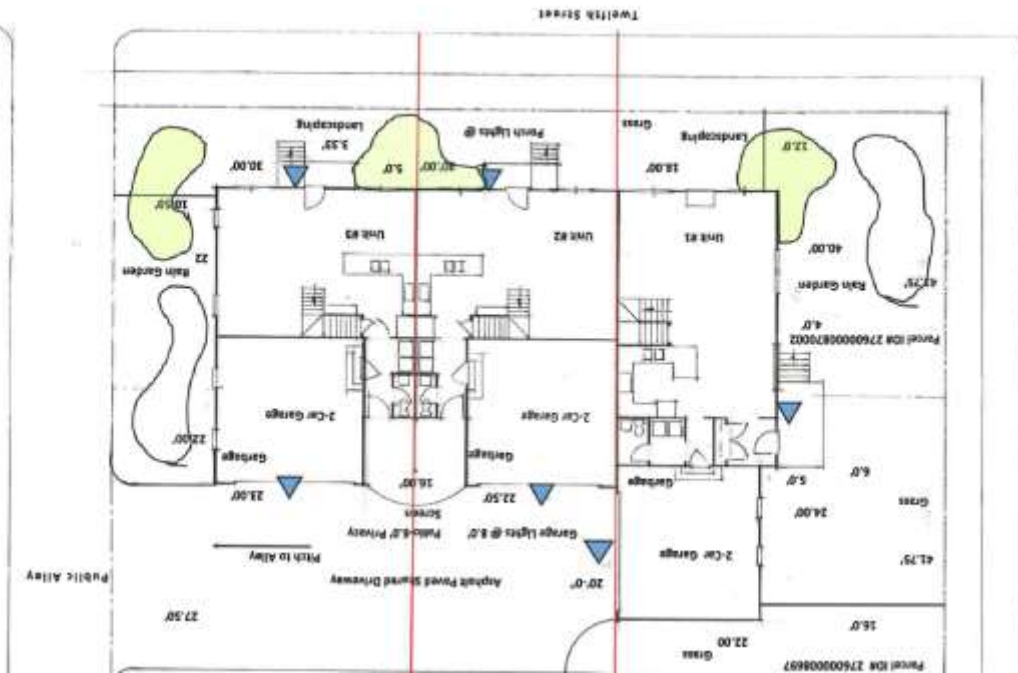
The Zoning Ordinance classifies a development of this nature as a Mini-Planned Development, through a Conditional Use Permit as outlined in Section 114-186 of the Municipal Code.



Birdseye view of the property, indicated in red (image from City Pictometry). Note, the house on the southern lot addressed as 1204 Highland Avenue has been demolished.



Proposed site plan as submitted by applicant.



Close-up of proposed site plan and lot layout for the properties.



1107 12th STREET FRONT-NORTH ELEVATION

View looking south from 12th Street



1204 HIGHLAND AVENUE-EAST ELEVATION

View looking west from Highland Avenue



ALLEY SIDE WEST ELEVATION

View looking east from alleyway



1107 12th STREET REAR-SOUTH ELEVATION

View looking north from adjacent property at 1208 Highland Avenue

GENERAL INFORMATION

Parcel Number: [08708002](#) and [08697000](#)

Property Size: 9,150 square feet

Comprehensive Plan Map Designation: High Density Residential

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.
- Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing residential, commercial, and industrial areas.

Corridor or Special Design District?: N/A

Historic?: N/A

Current Zoning District: R-3 Limited General Residence

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 Zoning: No change proposed

Existing Land Use: Vacant lots which at one time had three separate, detached residences on three different zoning lots.

Surrounding Zoning and Land Uses:

| | | |
|--------------|-------------------------------|-----------------------|
| North | R-3 Limited General Residence | Single unit dwellings |
| East | R-3 Limited General Residence | Single unit dwellings |
| South | R-3 Limited General Residence | Single unit dwellings |
| West | R-3 Limited General Residence | Single unit dwellings |

Operations: the site will function like that of other residential lots in the neighborhood.

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 |
|------------------|-------------------------|-------------------|
| Lot Area | 3,000 per dwelling unit | 9,150 square feet |
| Lot Frontage | 50 feet | 110 feet |
| Floor Area Ratio | 2.5 stories or 35 feet | 2.5 stories |

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

| Yard | Required | Provided |
|---------------------------|-----------------|-----------------|
| Front (12 th) | 25 feet | 12 feet |
| Rear (south) | 35 feet | 8 feet |
| Corner side (east) | 12 feet | 18 feet |
| Interior side (west) | 6 feet | 10.5 feet |

As part of the mini-planned development these yard requirements will be adjusted to accommodate for the zero lot line and individual lot setup as proposed by the applicant. The mini-planned

development affords flexibility in yard requirements. The yard measurements above were applied to the development site; if subdivided as the developer intends, the interior side yards will actually be zero feet.

Building design standards (114-Secs. [735.5](#) & [736](#)): The buildings on the parcel are within the bounds of a mini-planned development offering some flexibility in design. The layout of the buildings, materials composition and site design all comply with the requirements of this section. The garages are not out front of the dwelling units and generally speaking, these new homes will fit the character of the existing area.

Off-street parking and loading requirements (114- [Article XI](#)): The parking spaces within the garage comply in size and total number for the overall development, regardless of a proposed future lot split.

Landscaping, screening and yard requirements ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): Screening is not required as the surrounding uses are of the same character and zoning designation. A landscaping plan, including trees, will need to be provided for the three lots.

Outdoor lighting, signs ([114-Sec. 742](#)): Details on fixtures or locations were not provided. Any lighting needs to ensure it does not exceed .1 foot candles at the property line to ensure the development will not disturb neighboring properties.

Engineering, Utilities and Access:

Access ([114-1151](#)): Parking areas and garages will be accessed from the existing alleyway. No changes in access are contemplated with this proposed site layout.

Surface drainage ([114-739](#) & Consult Engineering Dept.): A site drainage plan will need to be submitted prior to construction of the dwelling units.

Sewage disposal and water supply ([114-821](#) & Consult Engineering and S/W Utility): All utilities are available for this site and the applicant proposal is not expected to impact the ability to serve this area.

Exceptions to ordinance: Yard requirements and minimum lot size will need to be varied to accommodate the development as proposed by the applicant.

Additional Planning and Zoning Comments: From a density perspective, this project meets the current zoning on the property. From a yard requirement and building setback perspective, a mini-planned development will be required. Overall, this project will provide infill development at a scale and intensity which is complimentary to that of the surrounding development.

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: The establishment of this townhome style development with zero lot line (common walls) is something which but for the proposed creation of three individual parcels, could occur on the property as of right. The establishment of this mini-Planned Development is not anticipated to be detrimental to the surrounding properties or endanger the public health, safety or general welfare of the area. Dwelling units in this area will help to provide a customer base for the commercial corridor to the west.

- 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. The proposed development is for uses which are allowed in the zone district by right, the reason for the mini-Planned Development is due to the zero lot line nature of the request. If the applicant were simply building this to be one building on the lot, the zoning would indeed allow this density and general layout to occur. The development is not anticipated to diminish or impair property values in the area; instead, this development is anticipated to show investment in this area is warranted and economically viable.

- 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: This development will not impede normal or orderly development of this area. The development will complement the surrounding area. Aside from lot lines, which are only visible on technical maps, the development will look like one which could be built on the lot with the current zoning. The massing, density and scale are all appropriate for this area and the proposed use is consistent and compatible with that of the surrounding area.

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

Staff Comments: The plans submitted by the applicant do not contemplate changes in access to the site. All utilities are available for the site and this development is not expected to impact the ability

to serve the general area. As an infill site the development will function in a similar manner to that of the surrounding properties and utilize existing infrastructure.

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 applicant is not contemplating any changes for access to this site. The access to all three proposed lots will occur from the alleyway between Highland Avenue and Racine Street off of 12th Street. These parcels previously housed three dwelling units, albeit in a different configuration than what is proposed, but the ingress and egress points will remain unchanged.

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 high Density Residential. This proposed usage at this density is consistent with this goal. The density is similar to that of the surrounding area and would be allowed to occur under the current zone district requirements. The usage and density of the lot will match that of what is allowed on surrounding parcels.

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 lots being created are smaller than what is allowed by the zoning, thus the need for the mini-Planned Development. Exceptions to yard requirements for front, rear and interior side will need to be made to accommodate for the zero lot line setup as proposed. If the lot is not subdivided, these exceptions would still be needed, but for the rear yard only. The division of the land creates scenarios for the yards which exceptions would be needed.

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:

- Proposed development shows investment in this neighborhood is economically viable and prudent.
- The development provides a mix of housing types and styles at different price points in the community.
- Housing style, scale and mass is consistent with development in this area.

STAFF RECOMMENDATION: BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM RACINE REVITALIZATION PARTNERSHIP., SEEKING A CONDITIONAL USE PERMIT FOR A MINI-PLANNED DEVELOPMENT, AT 1107 12TH STREET AND 1204 HIGHLAND AVENUE BE APPROVED, SUBJECT TO THE FOLLOWING CONDITIONS:

- a) That the plans presented to the Plan Commission on January 9, 2019 be approved subject to the conditions contained herein.
- b) That the plans submitted with this application serve as the Preliminary Plan as required by Sec. 114-173 and also serve as the Final Plan as required by Sec. 114-174.
- c) That prior to issuance of buildings permits, the approved plan be recorded with the County Register of Deeds as required by Sec. 114-175.
- d) That a drainage plan as required by Sec. 114-739 be submitted prior to construction.
- e) That a landscaping plan for the development as required by Sec. 114-743 be submitted to City Development for approval and installation prior to occupancy.
- f) That a lighting plan as required by Sec. 114-742 be submitted to City Development for approval and installation prior to occupancy.
- g) That all codes and ordinances are complied with and required permits acquired.
- h) That an exception from the yard requirements and lot size requirements of Sec. 114-Article V, Division 2, Subdivision IV. R3 Limited Residence District be granted with this Conditional Use Permit. Lot sizes and setback lines as proposed by the attached site plan shall be allowed in this Mini-Planned Development.
- i) 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.
- j) 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](#)).

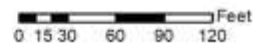


Conditional Use - 1107 12th Street and 1204 Highland Avenue



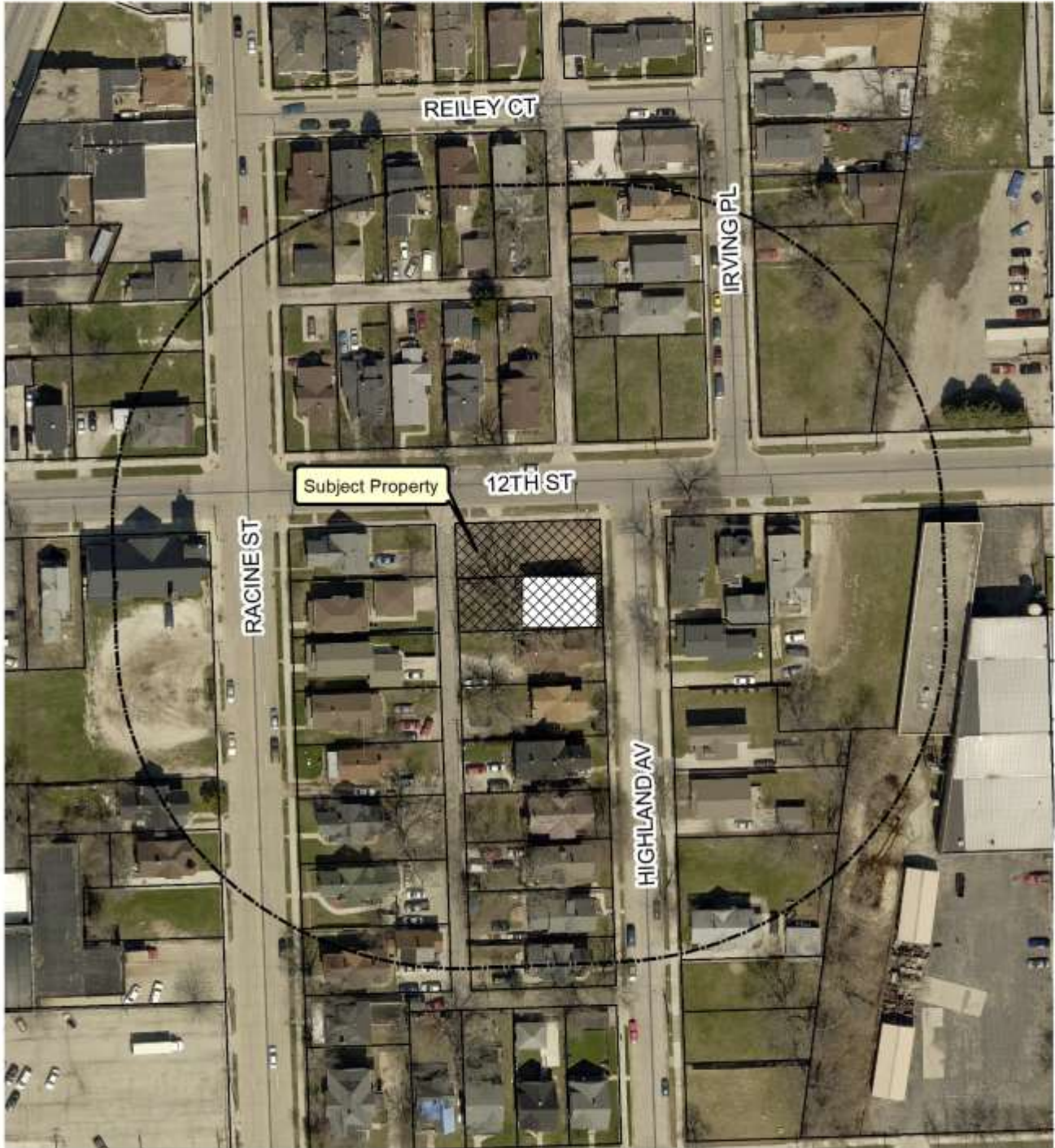
-  Subject Property
-  Notification Area


-  Street Centerline
-  Tax Parcel Boundary
-  Building Footprint







Conditional Use - 1107 12th Street and 1204 Highland Avenue



 Subject Property
 Notification Area

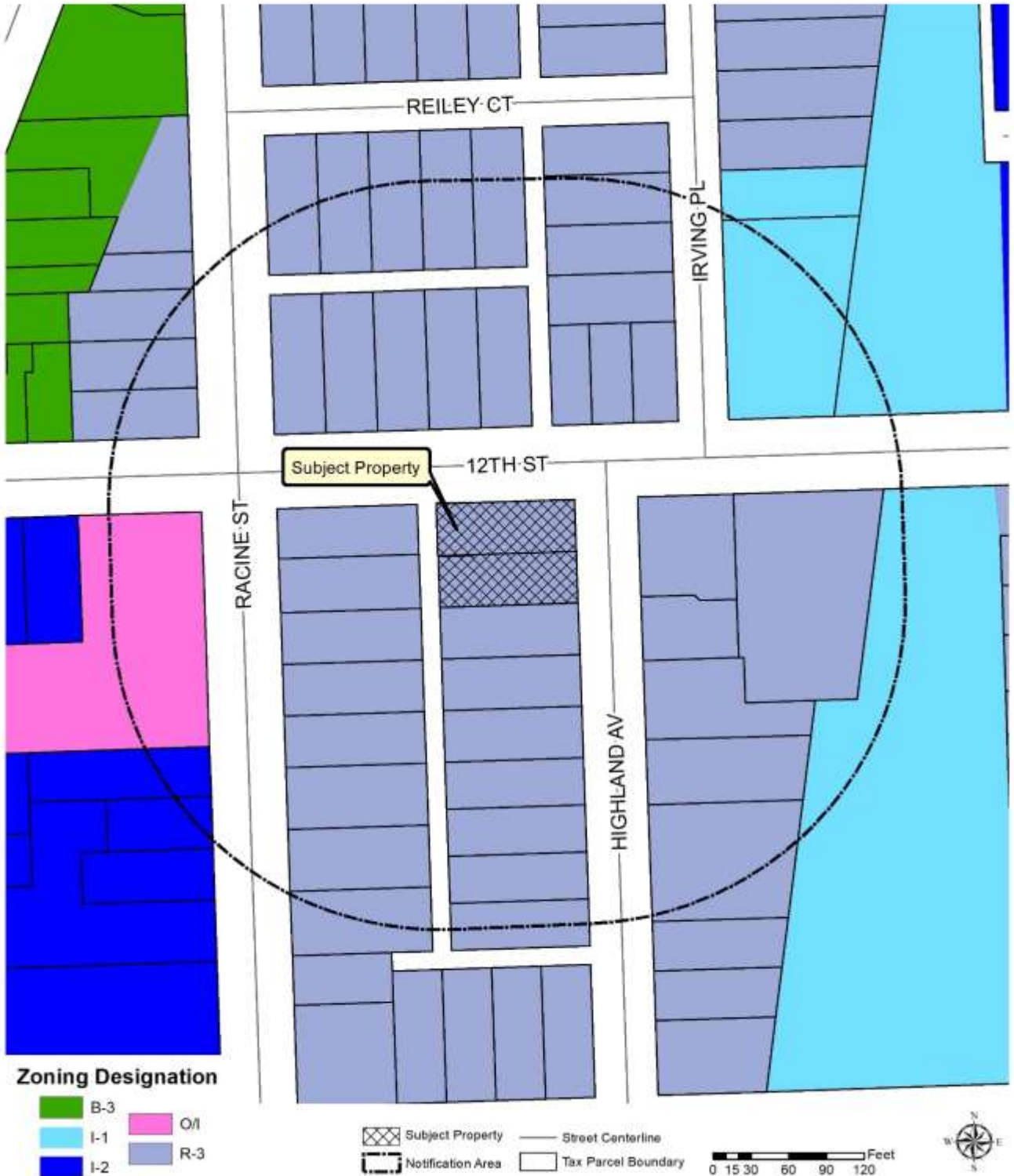
 Street Centerline
 Tax Parcel Boundary

 Feet
0 15 30 60 90 120



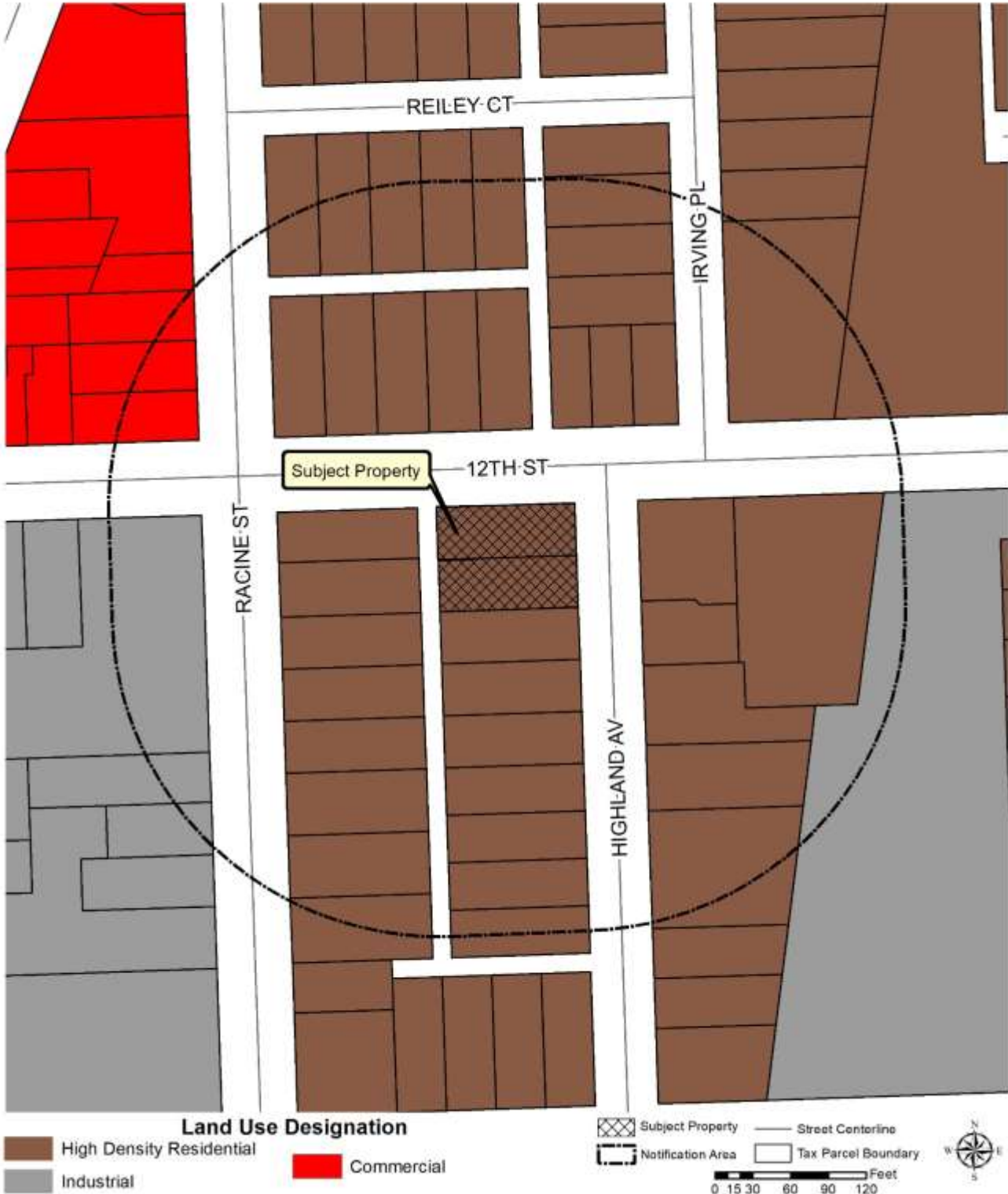


Conditional Use - 1107 12th Street and 1204 Highland Avenue





Conditional Use - 1107 12th Street and 1204 Highland Avenue



Site Photos



Looking southeast at the site from 12th Street



Looking east along 12th Street



Looking south along Highland Avenue



Looking west along 12th Street



Looking north from the subject property



Looking northeast from the subject property