



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

**Meeting Date:** 2/28/2018

**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](mailto:matthew.sadowski@cityofracine.org)

**Case Manager:** Jeff Hintz

**Location:** 2250 Layard Avenue, located 350 feet west from the intersection of Layard Avenue and Mount Pleasant Street.

**Applicant:** Julie Fratianne VP National Church Residences

**Agent:** Anthony Paiano – Alliance Architects

**Property Owner:** National Church Residences of Racine WI INC

**Request:** Consideration of major amendment to an existing conditional use permit at 2250 Layard Avenue for property located in an O/I Office/Institutional Zone District as required in section [114-428](#) of the Municipal Code.

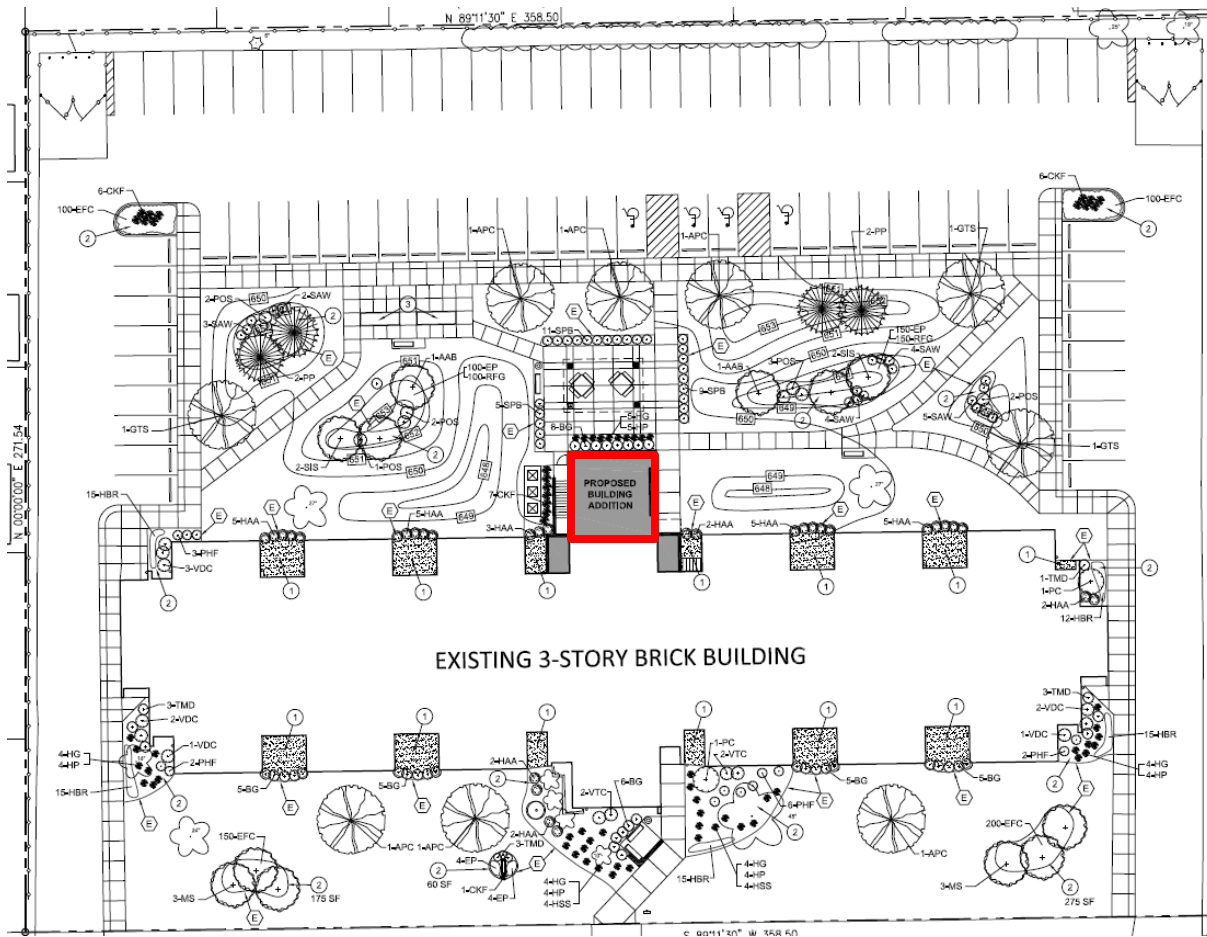
Note: work outside the scope of what is allowed in [114-155\(b\)](#) is processed as a major amendment, similar to that of the process to issue a new Conditional Use Permit.

**BACKGROUND AND SUMMARY:** The applicant seeks to perform over eight million dollars' worth of work at the property, 400,000 dollars of which is funded by the City's HOME program. The upgrades will occur both inside and outside the property. The exterior site improvements include resealing and striping the parking lot, replacing lighting with LED lights, replacing the perimeter fencing, replacing sidewalks, installing garden beds and a shade structure. Building exterior improvements include new building mounted lighting, masonry tuckpointing and repair, window replacement and a 715 square foot addition to the vestibule and community room on the north side of the building.

The Zoning Ordinance classifies multiple-family dwellings as permissible in the O/I Office/Institutional Zone District upon the issuance of a conditional use permit (114-428).



Birdseye view of the property, indicated in red, (north is up) (image from City Pictometry)



Site plan for the property, including landscaping; main building addition highlighted in red. See attachments for detailed plan documents.

## GENERAL INFORMATION

Parcel Number: [19288009](#)

Property Size: 2.403 acres

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.

- Goal VIII-1 is to provide opportunities for an adequate housing supply that will meet the needs of all residents and result in a broad range of choice among housing designs, sizes, types, and costs, recognizing the changing trends in age-group composition, income, and household types.

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

**Historic?:** N/A

**Current Zoning District:** O/I Office/Institutional

**Purpose of Zone District:** The O-I office/institutional district is designed primarily to accommodate office buildings, civic and governmental structures, and educational and institutional buildings in a mutually compatible environment. Compatible apartment structures may be allowed by conditional use permit.

**Proposed Zoning:** No change proposed

**Existing Land Use:** Apartment housing for senior citizens.

**Surrounding Zoning and Land Uses:**

<b>North</b>	R-3 Limited General Residence	Single unit residences
<b>East</b>	O/I Office/Institutional	Labor center office
<b>South</b>	R-5 General Residence	Multiple unit dwelling buildings
<b>West</b>	R-2 Single Family Residence	Single unit residences

**Operations:** The application indicates that two full time employees and one part time employee are available on site to manage the property.

## ANALYSIS:

Development Standards:

**Density** ([114-Article V](#): Article VII, Div. 5 [Bulk Regulations](#) & 8 [Lots](#)): The addition to the north side of the building has been factored into these calculations.

<b>Standard</b>	<b>Required</b>	<b>Provided</b>
Lot Area	78,000 square feet	104,627 square feet
Lot Frontage	100 feet	386 feet
Floor Area Ratio	2.5 maximum	.58

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

Yard	Required	Provided
Front	25 feet	33 feet
Rear	35 feet	130 feet
Side	8 feet	25 feet
Side	8 feet	25 feet

**Building design standards** (114-Secs. [735.5](#) & [736](#)): The plan commission is required to review the overall design for compliance with the spirit and intent of the standards for single-family and two-family residential structures. The spirit and intent of 114-735.5(a) 2 and 3 exists to prevent garages from dominating street façades; given there are no garages with this property, the intent of garages dominating the frontage has been met. This property actually complies with non-residential standards related to construction and façade treatments.

**Off-street parking and loading requirements** (114- [Article XI](#)): The parking requirements are indicated below. An exception from the requirements of 114-1205, requiring the allocated loading space not be in a location used for required parking is requested with this project.

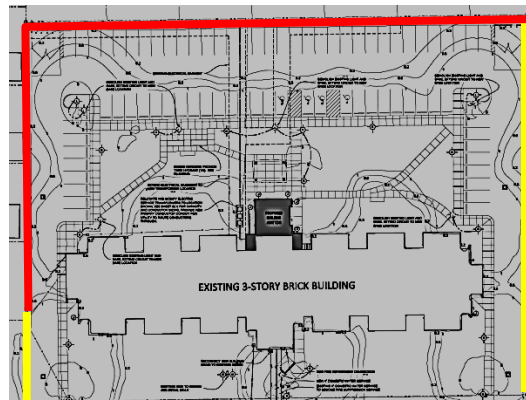
Use Type	Required	Provided
Apartments for elderly	78 spaces	78 spaces
Total	78 spaces	78 spaces

**Landscaping, screening and yard requirements** ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): A landscaping plan is included as an attachment to this report. Norway maple will be substituted for state street maple; Colorado spruce will be substituted for Norway Spruce; purple leaf wintercreeper will be deleted and in parking islands, lawn and ornamental grass bed will be installed and bark mulch with hosta and black eyes susans instead.

The fencing proposed by the applicant complies with Section 114-734 and is shown below.



Install location shown in red  
 6' total height



Install location shown in yellow  
 3' or 4' total height

**Sign Regulations** (114-[Article X](#)): No new signage is proposed with this project; the existing sign will be externally illuminated. A single identification sign, not exceeding 60 square feet in area may be displayed and shall not exceed 15 feet in height from curb level.

**Outdoor lighting, signs** ([114-Sec. 742](#)): The new light fixtures proposed by the applicant are included in the submittal documents with this report. The submitted illumination plan shows light spillover onto adjacent property and the right-of-way has been minimized; the proposed lighting scheme focuses light onto the subject property and onto the existing signage, which is compliant with the requirements of the Zoning Ordinance.

**Rubbish and trash storage** ([114-Article V](#) & [114-740](#)): The submitted plans indicate two trash storage enclosures, both of which satisfy the requirements of the Zoning Ordinance.

**Engineering, Utilities and Access:**

**Access** ([114-1151](#)): Vehicular access to the site is provided from Layard Avenue. Based on the submitted site plan, the applicant is not proposing changes to the access at this time.

**Surface drainage** ([114-739](#) & Consult Engineering Dept.): The applicant proposal to add a small addition on the north side of the building, improve the landscaping and improve the parking lot is not anticipated to significantly alter the surface drainage of this lot.

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

**Exceptions to ordinance:** 114-1205 requires that required loading space where allocated, not be in space satisfying requirements for required off-street parking facilities.

**Additional Planning and Zoning Comments:** N/A

## **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 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 proposed site plan with improvements and building addition will enhance the quality of this property. This major amendment to the existing conditional use is not anticipated to

endanger the public or be a detriment to the area. This investment in the property may spur other improvements to properties in the area.

- 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 major amendment does not contemplate changing the operation structure of the current conditional use. The amendment is related to a building addition, landscaping, lighting upgrades, fencing, and the parking lot improvements. The plans submitted by the applicant are not expected to impair property values within the area, but may encourage investment by other property owners as a result.

- 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: The improvements proposed by the applicant do not affect the operation or function of the property. The proposed improvements are anticipated to positively impact the aesthetics of the area and subject property. This major amendment to the existing conditional use should not be detrimental to orderly development and improvements to other properties in the area.

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

Staff Comments: Based on the site plans submitted by the applicant, there are no proposed changes to roads, utilities or drainage as a result of this proposal. The site upgrades are not anticipated to negatively impact access, drainage, or services to this property or the general area.

- 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 site plan submitted by the applicant does not contemplate changes to the ingress and egress. All traffic to and from this site utilizes the public right-of-way to the south of the site, Layard Avenue.

- 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 for “High Density Residential,” which is how the applicant has used and intends to use the property. The improvements to the site will not be contrary to the land use plan for the City.

- 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 submittal by the applicant conforms to all applicable regulations, with the exception being the provision of a loading zone on site. Typically buildings with multiple dwelling units will have some turnover rate due to the sheer amount of units within them, thus the requirement for a loading zone. Since the usage of the property is for senior citizen housing the turnover rate is anticipated to be somewhat less, a dedicated space on site could occupy required parking. Based on traditional usage of the property, it is likely that all 78 spaces will not be used, even when factoring in visitors to the site. Staff finds that through the management of the site that a few parking spaces can be blocked off and utilized as a loading zone when necessary, then revert to parking. Management of when a loading zone would be necessary and coordinating parking arrangements would be managed by the applicant.

## **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:**

- This proposal supports a variety of housing options in the City at a variety of price points and styles.
- Sustainable use of land which utilizes existing facilities, utilities, and services.
- Investment in the property may encourage other investment and reinvestment in this area of the City.

**STAFF RECOMMENDATION:** BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM NATIONAL CHURCH RESIDENCES, SEEKING A MAJOR AMENDMENT TO AN EXISTING CONDITIONAL USE PERMIT AT 2250 LAYARD AVENUE BE APPROVED, SUBJECT TO THE FOLLOWING CONDITIONS:



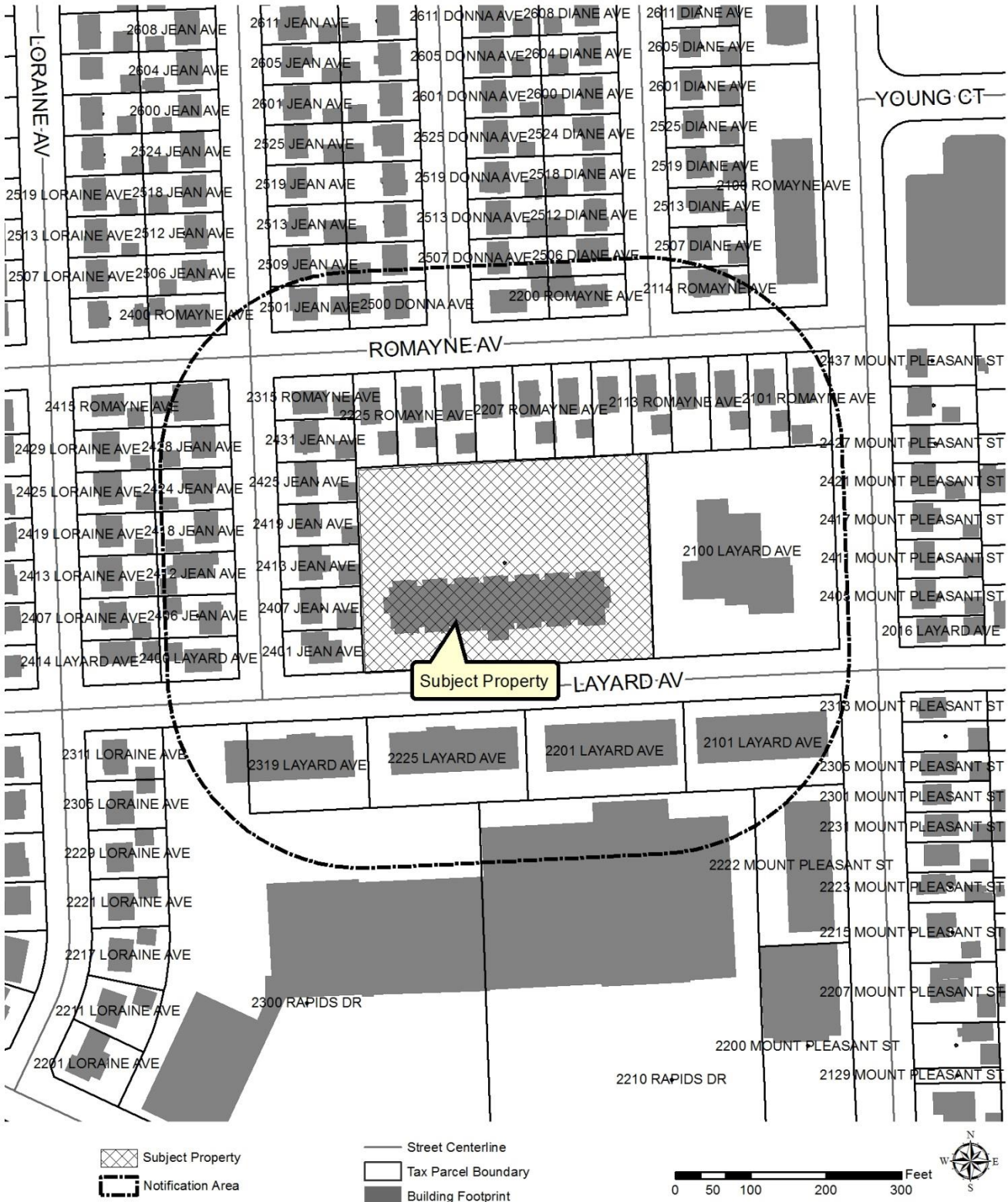
- a) That the plans and applicant proposed adjustments related to the plans presented to the Plan Commission on February 28, 2018 be approved subject to the conditions contained herein.
- b) That all license requirements from the State of Wisconsin and City of Racine be obtained, complied with, and kept current at all times.
- c) That an exception to the requirement that an off street loading zone not occupy required parking facilities (Sec. 114-1205) be granted with this conditional use.
- d) That all codes and ordinances are complied with and required permits acquired.
- e) 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.
- f) 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](#)).

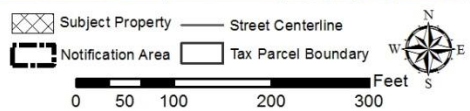


# Conditional Use Request - 2250 Layard Avenue



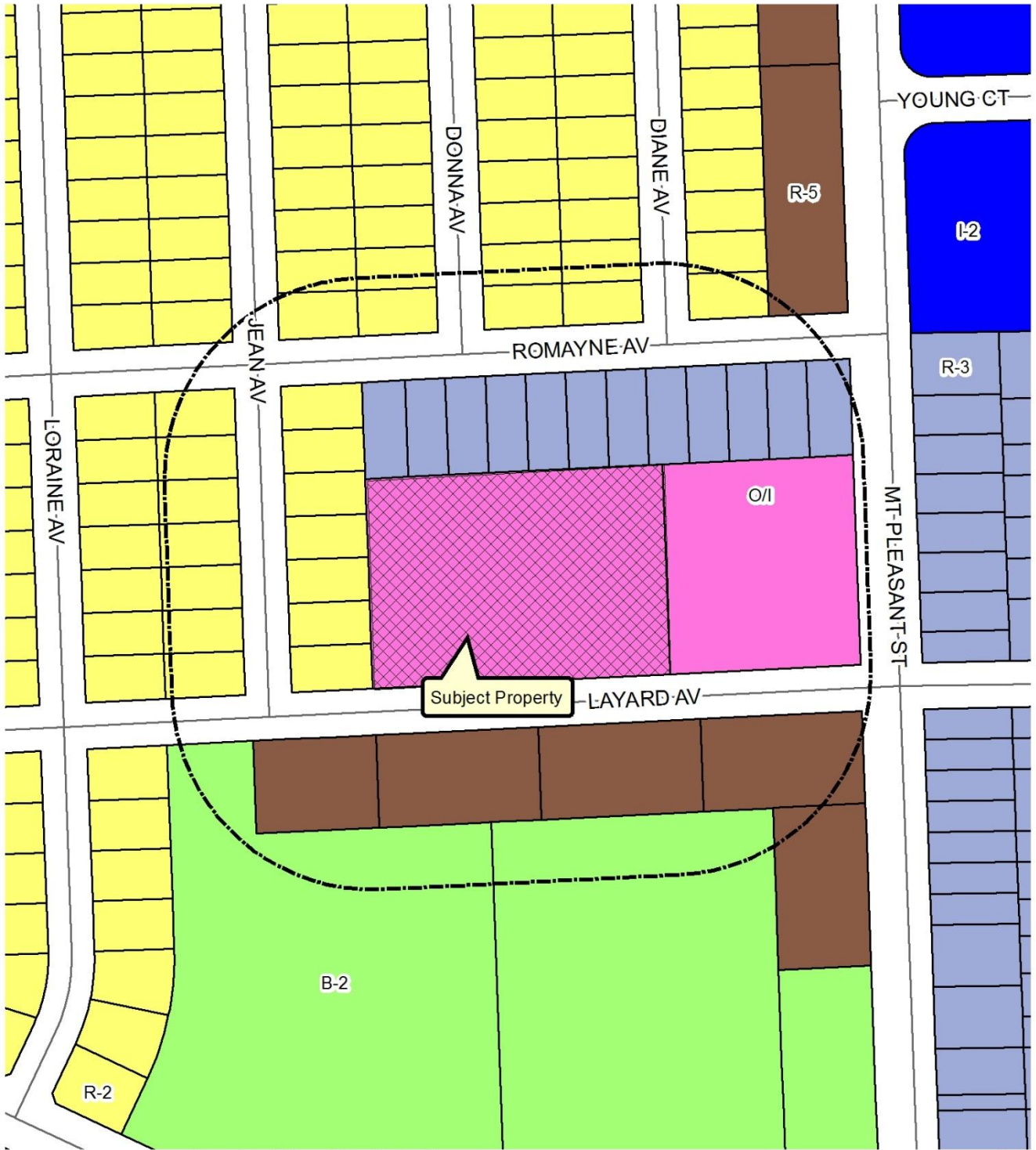


# Conditional Use Request - 2250 Layard Avenue





# Conditional Use Request - 2250 Layard Avenue



Zoning Map Designation

- I-2 General Industrial District
- O/I Office/Institutional District
- R-3 Limited General Residence District
- B-2 Community Shopping District
- R-2 Single Family Residence District
- R-5 General Residence District

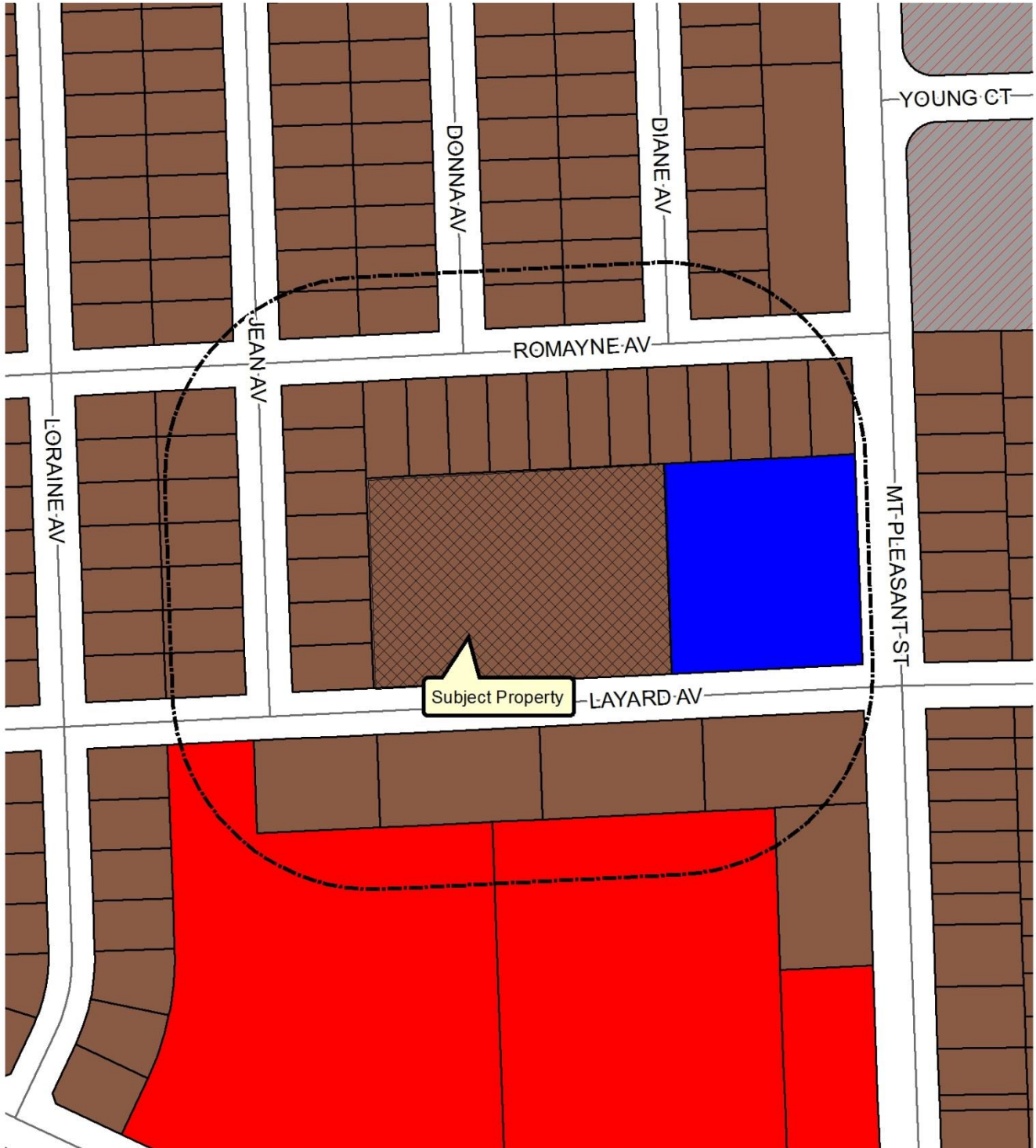
Legend for map symbols:

- Subject Property (cross-hatched box)
- Notification Area (dashed line)
- Street Centerline (solid line)
- Tax Parcel Boundary (solid line)

Scale: 0 50 100 200 300 Feet



# Conditional Use Request - 2250 Layard Avenue



- Comprehensive Plan Designation**
- Commercial
  - Governmental and Institutional
  - High Density Residential
  - Industrial/Business Park

Subject Property — Street Centerline  
Notification Area — Tax Parcel Boundary

0 50 100 200 300 Feet

Site Photos



Looking north at subject property  
(middle of building)



Looking (south and east) from subject  
property



Looking (west) from subject property



Looking (west) at rear of subject property



Looking south subject property from rear  
towards area of proposed addition



Looking south along westerly property  
line from rear of site