



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

**Case Manager:** Jeff Hintz

**Location:** 821 Carroll Street, 930 Carroll Street, northern portion of 931 Carroll Street, 1130 Center Street, 1132 Center Street, 1134 Center Street and 1140 Center Street

**Applicant:** Brinshore Development LLC

**Property Owner:** TOEPPE PROPERTIES INC. and ST. PAUL MISSIONARY BAPTIST CHURCH OF RACINE INC.

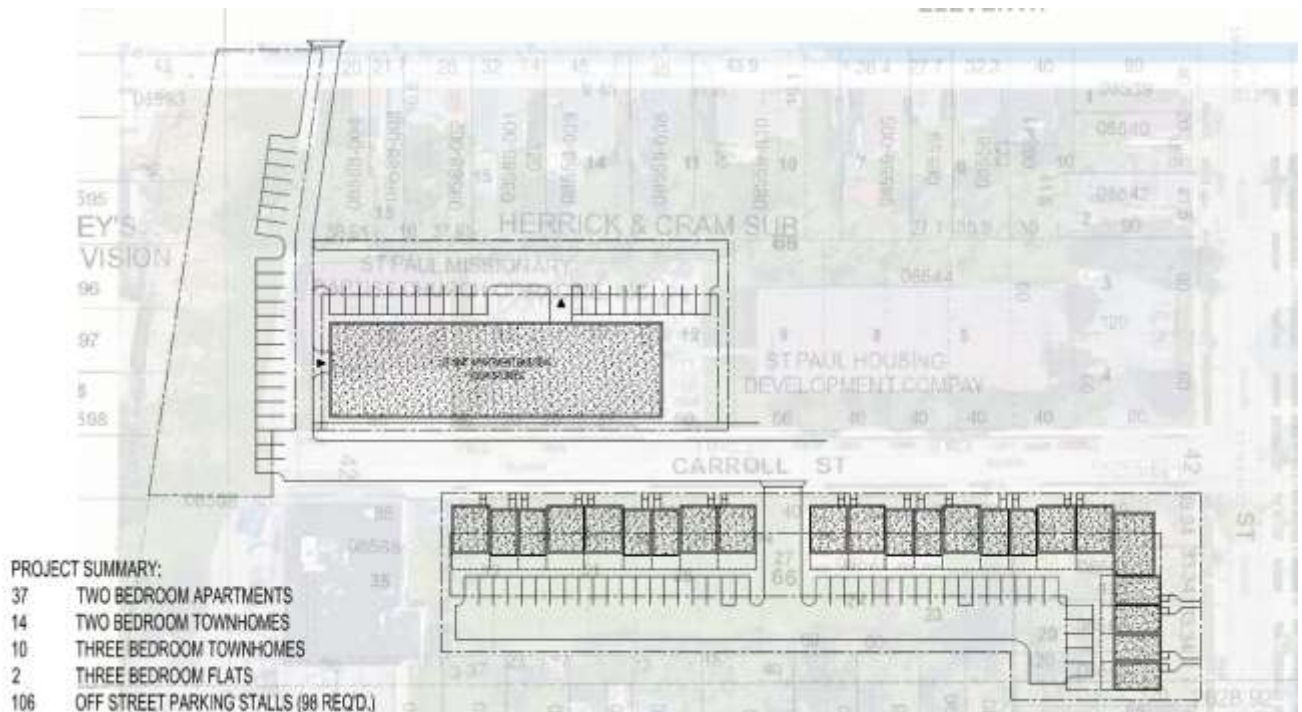
**Request:** Consideration of a change of zone from a combination of R-3 Limited General Residence District, I-1 Restricted Industrial District, and I-2 General Industrial District, to R-5 General Residence District as supported by the document, “A Comprehensive Plan for the City of Racine: 2035, Land Use Plan Map.”.

**BACKGROUND AND SUMMARY:** The project calls for demolition of the existing garage building and redevelopment as 63 dwelling units in three buildings on the properties. The rezoning to R-5 will allow development 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 including 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. Note, none of the proposed buildings for this development would be able to have commercial uses in them as no building has 50 units.



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



A proposed site plan for the property, submitted by applicant.



A proposed site renderings for the property, submitted by applicant.

## GENERAL INFORMATION

**Parcel Number:** [08588000](#), [08552000](#), [08571000](#), [08560000](#), [08561000](#), [08562000](#), and [08563000](#)

**Property Size:** 104,205 square feet or 2.39 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.
- New development should be designed so it is compatible with established development.

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

**Historic?:** N/A

**Current Zoning District:** Combination of R-3 Limited General Residence District, I-1 Restricted Industrial District, and I-2 General Industrial District

**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 land and a garage structure.

### Surrounding Zoning and Land Uses:

<b>North</b>	R-3 Limited General Residence	Single unit dwellings
<b>East</b>	R-5 General Residence	Multiple dwelling unit building
<b>South</b>	I-2 General Industrial	Warehousing and shop space
<b>West</b>	R-3 Limited General Residence	Single unit dwellings

**Operations:** The garage will be demolished and the new development will function as a residential community with 63 households occupying the property in dwelling units in three buildings. The industrial uses in the area are essentially limited to one property on the south side of Carroll Street at the very west end.

**ANALYSIS:**

Development Standards (proposed zoning requirements):

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

<b>Standard</b>	<b>Required</b>	<b>Provided</b>
Lot Area	55,350 square feet*	104,205 square feet or 2.39 acres
Lot Frontage	30 feet	feet
Floor Area Ratio	4.8 maximum	Unknown, but will not exceed maximum

\*Based on lot size, the parcels together could support 104 three bedroom units, 122 two bedroom units or 148 one bedroom or efficiency units. The preliminary unit count submitted by the applicant calls for 63 units, which is well within an allowed density, even if they were all three bedroom units. The proposed unit count is 51 two bedroom and 12 three bedroom, meaning the lots need to be at least 55,350 square feet, which they are.

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

<b>Yard</b>	<b>Required</b>	<b>Provided</b>
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](#)):

<b>Use Type</b>	<b>Required</b>	<b>Provided</b>
Dwelling Unit	1.5 per dwelling unit	106
Total	95	106

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

**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, which are per lot, set forth below.

<b>Sign Type</b>	<b>Allowable Sq. Ft.</b>	<b>Provided Sq. Ft.</b>
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 not yet proposed a location for the rubbish and trash storage on the site. So long as the containers and other debris 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 driveways off of Carroll Street with an access drive to parking from 11<sup>th</sup> Street. The proposed driveways are expected to handle all the daily trips generated to and from the site. Additionally, Racine Street is located one block to the west 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 free of all buildings, 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:** This site is located just south of the downtown amongst some of the oldest housing stock in the City. To the west is Washington Avenue which is a major commercial corridor in the community. The additional households being developed with this project will only add to the customer base for the community and this neighborhood.

In 1999 the south side of Carroll Street was lined with houses on lots which were platted and developed very similarly to that of the surrounding area. This proposal will re-establish dwelling units and provide valuable customer base to the merchants in the neighborhood. Redevelopment of these lots will also show that investment in this area is prudent and economically viable. The development on this property will enhance the aesthetics of the area and could lead others to invest and continue to maintain and enhance the appearance of their property.

## **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 general area is residential, with the exception of a warehousing and storage facility at the west end of Carroll Street on the south side. This neighborhood is in close proximity to the Washington Avenue business corridor and downtown of the City. That being said, the land uses are predominantly dwelling units in a high density development pattern. This block is also home to a multiple dwelling unit building with three floors of units. The bulk of the land area on Carroll Street is undeveloped land which at one time was individual lots with dwelling units; establishing housing units in this area fits in with the development patterns of the area.

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

Staff Comments: The nature of this location coupled with the surrounding development makes this a mixed use area, when looked at on a neighborhood level. Aside from a business at the end of Carroll Street, the immediate area is zoned residential. Moving to the west, the property becomes commercially zoned along the Washington Avenue business corridor. To help support this mix of uses in the general area, a customer base is necessary for businesses to develop and expand. This property is located in an area which will be able to support infill housing units given the existing infrastructure in place at this time.

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

Staff Comments: The current zoning for the properties simply would not work for the proposed development to occur. The industrial zoning for portions of the property simply is not a good fit for the area and the existing residential zoning is intended for lower densities and detached units of one

or two dwelling per lot. This close to a business corridor and the downtown is best used as higher density of development. The detached single unit lots in the area are at a higher density than many developments with detached units, but the property in question here will function at its highest and best use with the increased density allowed by the R-5 zone district. 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. The scale of the development does not allow the limited commercial uses as allowed by the proposed zoning designation; since none of the buildings will have 50 housing units, commercial development through a mixed use is not permitted based on the concept plans presented with the application.

**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: The homes on this site were demolished around the turn of the century and the site has remained vacant since that time. This site is able to be served by existing utilities and there is currently an R-5 zoned property to the east of this site on Carroll Street. This zoning designation allows for a density which makes sense in a walkable area and the site is in walkable and bike-able proximity to the Washington Avenue business corridor. 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 area 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 high density residential; one goal of the plan is to “Promote redevelopment and infill in areas with existing infrastructure and services, enhancing existing *residential*, commercial, and industrial areas. Certainly infill on this lot meets this objective and will also show that the area is worthy of continued investment. Additionally, a goal of the plan is to, “Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.” This property is within an urban service area and the reintroduction of housing units will utilize the existing infrastructure in an efficient manner.

## **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 and community 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 will provide meaningful infill for the neighborhood in an area which was once occupied housing units.

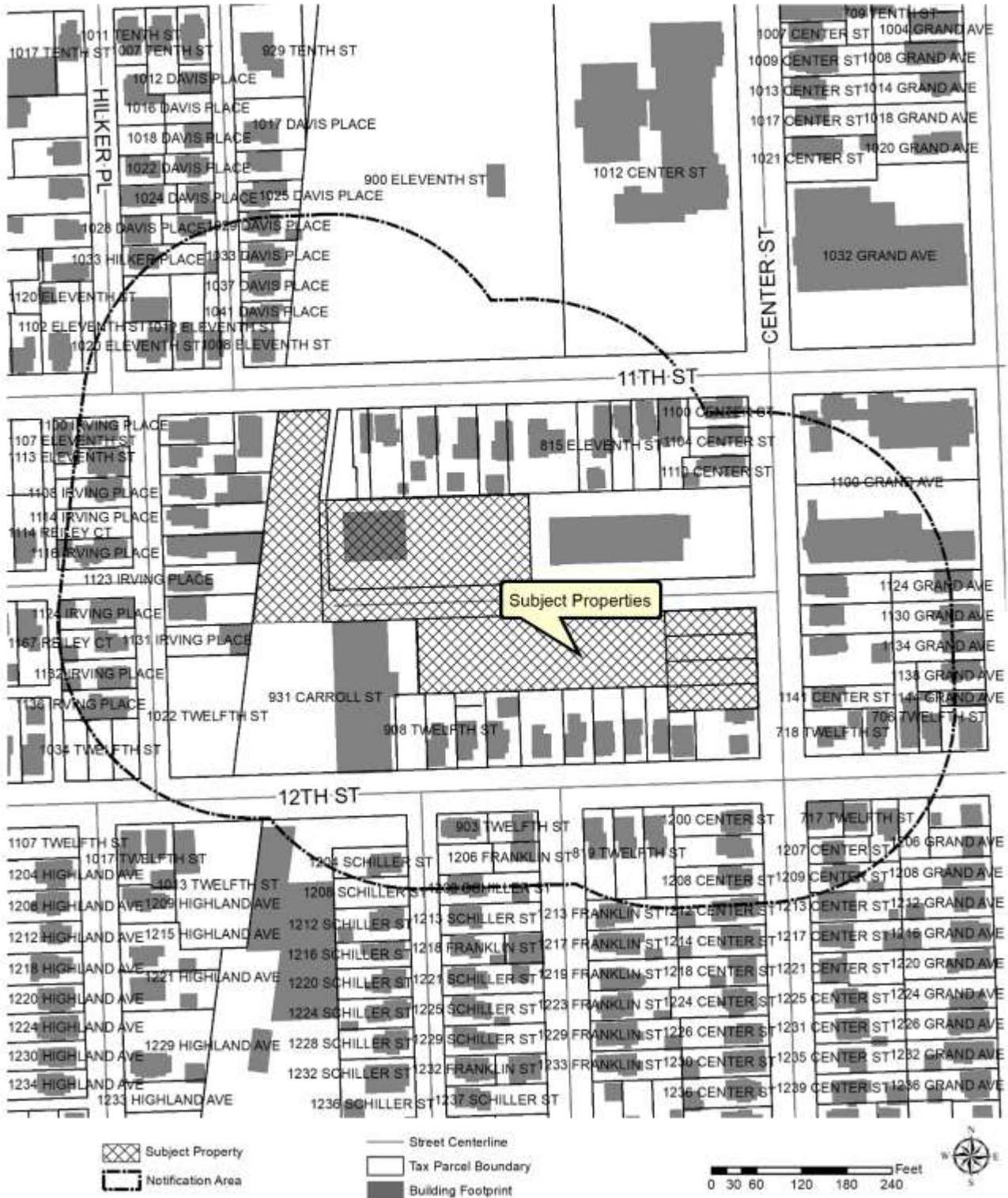
**STAFF RECOMMENDATION:** BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM BRINSHORE DEVELOPMENT LLC, SEEKING A ZONE CHANGE COMBINATION OF R-3 LIMITED GENERAL RESIDENCE DISTRICT, I-1 RESTRICTED INDUSTRIAL DISTRICT, AND I-2 GENERAL INDUSTRIAL DISTRICT, TO R-5 GENERAL RESIDENCE DISTRICT, AT 821 CARROLL STREET, 930 CARROLL STREET, NORTHERN PORTION OF 931 CARROLL STREET, 1130 CENTER STREET, 1132 CENTER STREET, 1134 CENTER STREET AND 1140 CENTER STREET HAVE AN ORDINANCE PREPARED AND AN 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 - 821 Carroll Street, 930 Carroll Street, 931 Carroll Street, 1130 Center Street, 1132 Center Street, 1134 Center Street and 1140 Center Street







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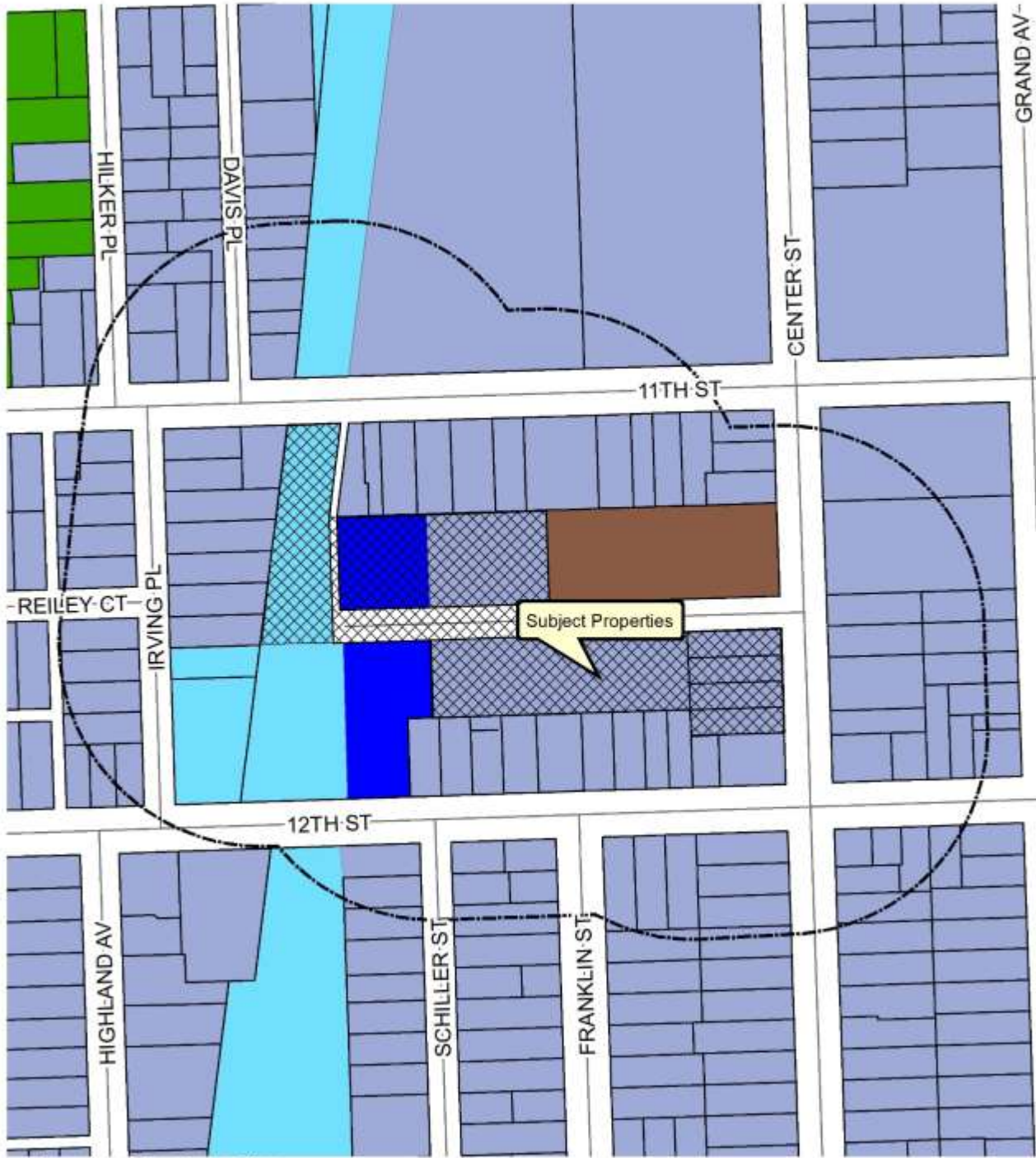
 Subject Property  
 Notification Area

 Street Centerline  
 Tax Parcel Boundary





### Zone Change Request - 821 Carroll Street, 930 Carroll Street, 931 Carroll Street, 1130 Center Street, 1132 Center Street, 1134 Center Street and 1140 Center Street



#### Zoning Designation

- R-3 (light blue)
- I-1 (cyan)
- B-3 (green)
- R-5 (brown)
- I-2 (dark blue)

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





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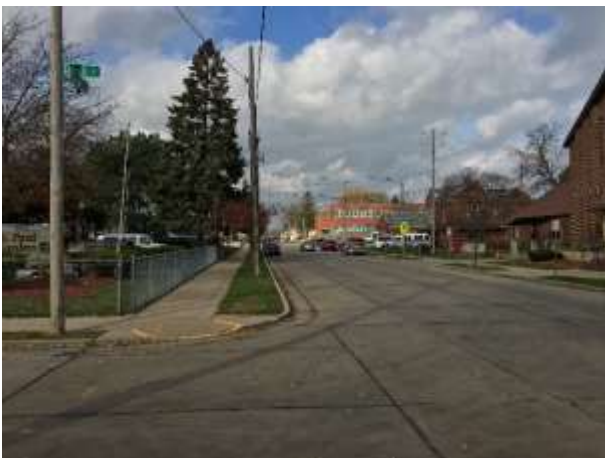
### Site Photos



Looking west on Carroll Street from Center Street



Looking north along alleyway from western end of Carroll Street



Looking north on Center Street from Carroll Street



Looking south on Center Street from Carroll Street



Looking east on Carroll Street from existing residential building



Looking north at existing garage, proposed for demolition