



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: 1701 Packard, Avenue

Applicant: Joshua Jeffers, President J. Jeffers & Co.

Agent: Engberg Anderson Architects

Property Owner: John Kurtz

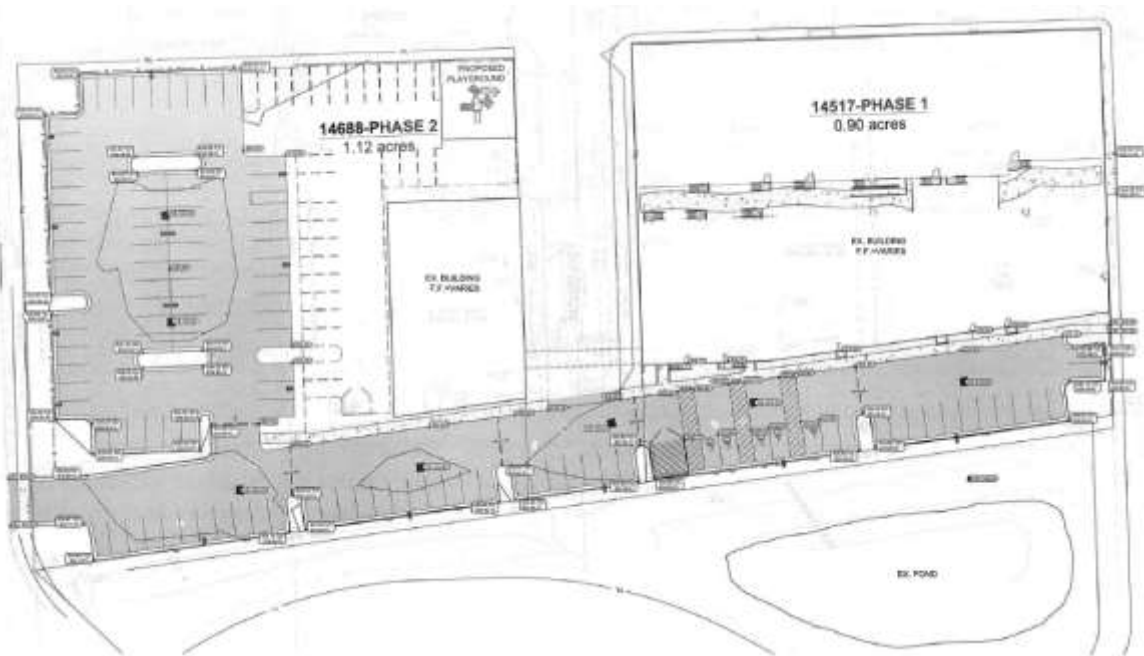
Request: Consideration of a conditional use permit to provide residential dwelling units as allowed by Res. 0408-17 in an existing building at 1701 Packard Avenue for property located in an I-2/FD General Industrial/Flex Development District as required by the use supplement adopted with the Flex Overlay.

BACKGROUND AND SUMMARY: The project calls for the historic restoration of the building and repurposing the inside to provide a mix of studio, 1, 2 and 3 bedroom dwellings, 77 units in total. Parking areas, landscaping and fencing are proposed for the exterior of the site.

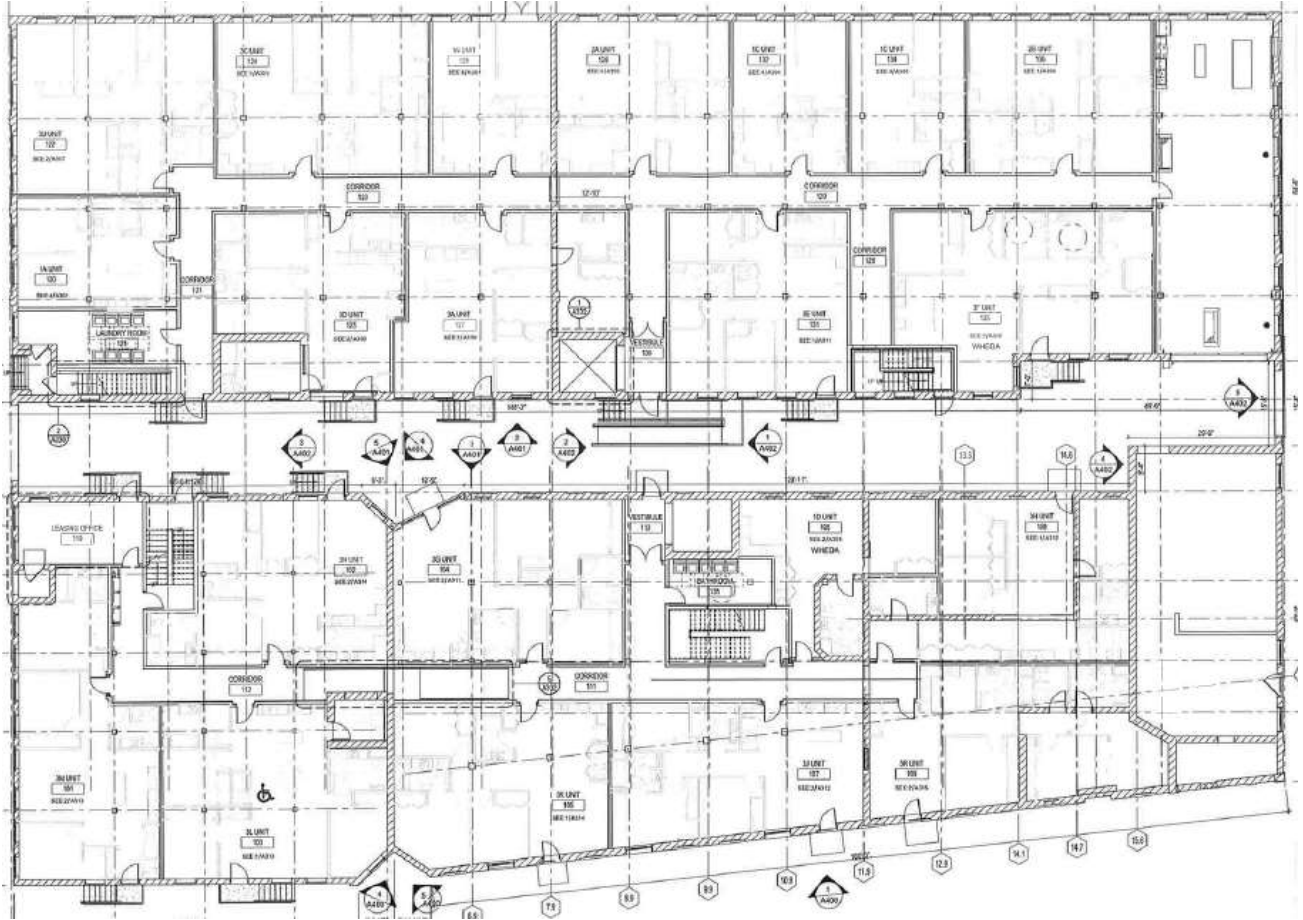
The use supplement adopted with the an I-2/FD General Industrial/Flex Development classifies dwelling units as permissible in the I-2/FD General Industrial/Flex Development Zone District upon the issuance of a conditional use permit Res. 0408-17.



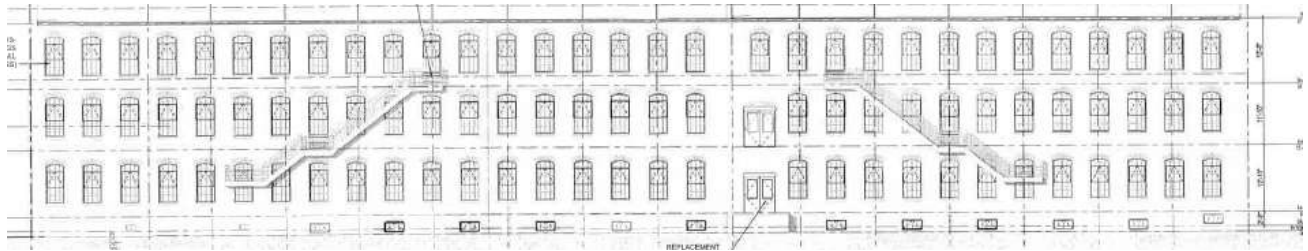
Birdseye view of the property, indicated in red (image from City Pictometry).



Proposed Site Plan (north is up), submitted by applicant.



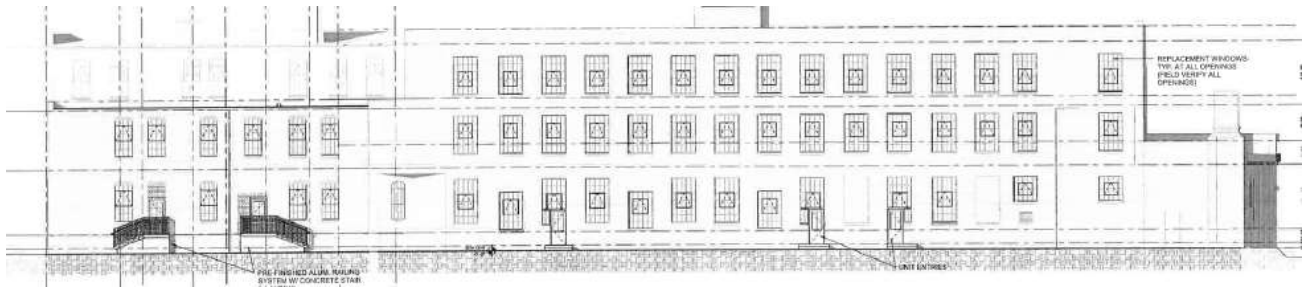
Typical building floorplan for the property (first floor), submitted by applicant.



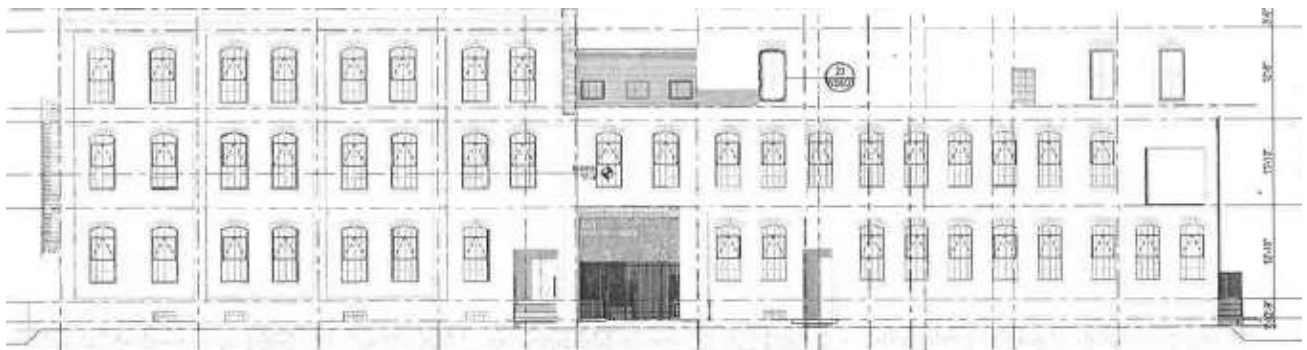
North elevation of the building.



East elevation of the building.



South elevation of the building.



West elevation of the building.

GENERAL INFORMATION

Parcel Number: [14517000](#)

Property Size: 49,702 square feet

Comprehensive Plan Map Designation: Industrial

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.
- Continue to administer architectural design guidelines that preserve the aesthetics that contribute to the City’s character.
- Protect and enhance cultural structures, activities, historic sites and districts and their infrastructure.
- Preserve and enhance the historic and cultural resources and character of the City.

Corridor or Special Design District?: N/A

Historic?: N/A

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

Purpose of Zone District: The I-2/FD General Industrial/Flex Development district is intended to allow certain low impact industrial uses which would not be detrimental to the enjoyment of the surrounding area and specific development, but at the same time, provide flexibility for future development; in this case the future development is residential units from studio to three bedroom.

Proposed Zoning: No change proposed

Existing Land Use: Storage.

Surrounding Zoning and Land Uses:

North	R-3 Limited General Residence	Single Unit Dwellings
East	I-2 General Industrial	Modine
South	I-2 General Industrial	Vacant (set to be new site of Jacquet world HQ)
West	I-2 General Industrial	Shurpac

Operations: The plan contemplates the creation of 77 residential units of varying size within the existing building.

ANALYSIS:

Development Standards:

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

Standard	Required	Provided
Lot Area	No minimum	49,702 sq. ft.
Lot Frontage	50 feet	220 feet
Floor Area Ratio	8.0 maximum	2.22

*Use supplement for the Flex Overlay requires that residential development adhere to the regulations set in the R6 General Residence District.

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

Yard	Required	Provided
Front	25 feet	0 feet
Side (north)	12 feet	0 feet
Side (south)	12 feet	47 feet
Rear	35 feet	0 feet

*Use supplement for the Flex Overlay requires that residential development adhere to the regulations set in the R6 General Residence District.

Building design standards (114-Secs. [735.5](#) & [736](#)): The building on the parcel complies with the requirements of 114.735.5. Exterior changes are planned for the site, but will keep with the historical integrity of the building as the project seeks to utilize historic tax credits. As part of this process, the building’s exterior changes will be reviewed by the State Historic Preservation Office and National Park Service. Adherence to the Secretary of the Interior’s Standards for Preservation and Rehabilitation of historic Buildings will be required to obtain the tax credits.

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

Use Type	Required	Provided
Dwelling Units	116	113*
Total	116 spaces	113

The building requires one dedicated loading space. There is no space on the private lot for this to occur without removing vehicular parking. If Packard Avenue were to be vacated, the loading space could occur there and meet this requirement. An exception from the requirement that the loading space not occupy required parking facilities (drive aisles included) would also fulfill this development requirement if approved.

*The spaces are shown on the plan as 18 feet deep, but are required to be 19. The maneuvering room will still meet all requirements with this change.

Landscaping, screening and yard requirements ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): A landscaping plan was submitted, that shows landscaping to be planted around the perimeter of the site and through the proposed parking lot. Sec. 114-743 requires that this use be screened from the residential district to the north. The existing building leaves no room for this screening to exist. Keeping headlight glare focused onto the site and not adjacent residences as required in Sec. 114-737 is something which could be accomplished with a berm, plantings, decorative wall/fence or combination of those methods.

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.
Projecting/Wall	164	0
Window signs	50% of window area	N/A
Alleyway Signage	N/A	N/A
Total	164*	0

*Total size determination would be made based on sizes and types of other signage on the lot. Once 4 or more signs are installed, the total is reduced by 20% with each subsequent sign.

Outdoor lighting, signs ([114-Sec. 742](#)): Light poles are proposed to follow around the existing parking lot. The type of fixtures, height and orientation of the poles was not provided. Additional information is needed to see if the proposed lighting would comply with the ordinance.

Rubbish and trash storage ([114-Article V](#) & [114-740](#)): The applicant has proposed a location on the site plan for the storage of trash and rubbish; details of the screening method have not yet been provided. Chain link fencing with privacy slats would not achieve this requirement.

Engineering, Utilities and Access:

Access ([114-1151](#)): Vehicular access to the site is proposed to occur from a driveway off of Phillips Avenue and from Packard Avenue. The proposed drives are wide enough to accommodate two way traffic coming into and out of the site.

Surface drainage ([114-739](#) & Consult Engineering Dept.): Improvement of the lot will require submittal and approval of a grading/drainage plan showing where the lot drains and storm sewer layout.

Sewage disposal and water supply ([114-821](#) & Consult Engineering and S/W Utility): There are existing utilities on the site. A revised plan showing the proposed potable water or fire service connection(s) will be needed; the plan needs to show the re-use of existing service(s), or the installation of new service(s). There is a 12” water main between Packard and Phillips and no permanent structure(s) can be placed within 10 feet of the main.

Exceptions to ordinance: The project would require exceptions from the yards requirements, dedicated loading space and from the parking requirements for three spaces.

Additional Planning and Zoning Comments: This project will completely transform the site and adaptively reuse a building which is historical. The proposed usage of this building is more in line with the surrounding residential development than industrial uses which would generally be allowed by the current zoning designation without the flex overlay district.

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: This proposal is in line with the type of development contemplated in the flex development overlay district. This proposed usage of the property is more in line with the development patterns to the north and will help to provide a usage buffer as a transition between industrial uses to the south and that of the residential development to the north of the site. This project will not be detrimental to the public safety or welfare; in fact, having an active use on this parcel will help others see the area is active and stable.

- 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 seeks to provide a use which already occurs in the neighborhood and will serve as a buffer to the industrial park to the south. The proposed usage of the site is more compatible with the development patterns of the area than the uses which would generally be allowed in industrial development. The flex overlay allows for the establishment of residential units in the manner which has been proposed by the applicant. This usage of the property is consistent with the surrounding development patterns and will not be injurious to surrounding development or enjoyment of other property.

- 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 conditional use is expected to provide a transition from the industrial park to the residential development. This project will serve as a suitable buffer and ramping down of uses

from the industrial park into the neighborhood. This is a normal and orderly transition and will help to provide stability and assurance as to what the future of the area holds. Having this property with a residential use will help the properties in the area retain the predictable land use patterns necessary for normal and orderly development.

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

Staff Comments: The site will function in a manner which is consistent with the utilities being provided to it. The submitted plans do not contemplate major changes to the access. The utilities available to the site are expected to be adequate to fit the needs of this project and this development will not impact the ability to serve other properties in the 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 proposal falls three parking spaces short of providing the required parking as outlined in the ordinance, but street parking does not count in this equation; when factoring in street parking adjacent to the development along Packard Avenue into the parking area, the development would exceed what is required. While the street parking along Packard Avenue does not count for the purposes of the ordinance, practically speaking, the street is only useful to the adjacent parcels, which in this case are the developed land. The connectivity from the site to the street network is good and will be able to handle the trips generated to and from this site. Memorial Drive, 16th Street and Taylor Avenue are within a couple blocks in each direction; these facilities are designed to accommodate large volumes of traffic.

6) The proposed conditional use is not contrary to the objectives of the current land use plan for the city.

Staff Comments: This use will serve as a transition from the industrial park into a residential area. The objectives and goals of the land use plan and the flex development overlay zoning on the property will help to ensure the development of the area does not encroach upon the established residential development; at the same time, the historical appearance of the building will be retained and the same general aesthetics of the area will be maintained, but the use of the property will be a bit different. This transition between land uses and the buffering nature of this property will help to maintain the land use patterns and livability of area, which is a goal of the land use plan.

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 flex development overlay is intended to provide flexibility for applicants as developments move forward. As such, there are provisions of the R-6 zoning designation which are not entirely met with the proposal, but the overlay district is intended to allow for customization to

ensure development is conforming and reuse of historical properties is possible. At the time it was built, the facility is assumed to have complied with all development standards; as time changes and uses of buildings change, standards for development also change, thus the flexibility with the flex overlay district.

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:

- The proposed design of the facility is complimentary to the surrounding development and will fit with the aesthetics of the area.
- Reuse of a historical building shows the community preservation is important and economically viable.
- Proposal keeps a historical building in place in the neighborhood and the adaptive reuse is at a scale and intensity which is appropriate for the area.

STAFF RECOMMENDATION: BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM J. JEFFERS & CO., SEEKING A CONDITIONAL USE PERMIT TO PROVIDE RESIDENTIAL DWELLING UNITS AT 1701 PACKARD AVENUE BE APPROVED, SUBJECT TO THE FOLLOWING CONDITIONS:

- a) That the plans presented to the Plan Commission on November 14, 2018 be approved subject to the conditions contained herein.
- b) That the following development standards be complied with prior to occupancy unless otherwise noted:
 1. Parking areas along 17th Street, Phillips Avenue and South Memorial Drive be screened as required by Sec. 114-737 using a combination of plantings, berms or decorative wall/fence, which is not chain link with slats. All landscaping beds shall be organic

- material and not stone or rocks. Prior to installation, method(s) and combination(s) of screening to be approved by City Development Department; and
2. Specifications for trash enclosure required by Sec. 114-740 as shown on the site plans be submitted to and approved by City Development prior to installation. Privacy slats in a chain link fence shall not be utilized on the enclosure; and
 3. Specifications for lighting fixtures be submitted to and approved by City Development Department prior to installation as required by Sec. 114-742; and
 4. A revised plan showing the proposed potable water or fire service connection(s) to be submitted showing the re-use of existing service(s), or the installation of new service(s); and
 5. Submittal of a drainage plan for the site as required by Sec. 114-739; said plan shall indicate where the lot drains and the layout of the storm sewer. Upon approval of the drainage plan, installation of improvements as required by the plan shall be installed prior to occupancy.
- c) That if, prior to the issuance of an Occupancy Permit, required development standards listed in “b” above have not been or cannot be completed, a financial surety shall be provided to the City. The surety shall be in a format as approved by the City Attorney’s office, and subject to all stipulations as identified for financial sureties in the City of Racine. The dollar amount shall be determined at the time of application based upon estimates provided by the applicants for any incomplete work, and shall be valid for no less than one (1) year from the date of issuance. The surety format and content is subject to review and approval by the City Attorney.
 - d) All changes to plans as required from the Joint Plan Review Team project review letter occur.
 - e) Compliance with Landmarks Preservation Commission findings of appropriateness and State Historic Preservation Office related to the preservation of the building.
 - f) That all signage be reviewed and approved by the City Development Department prior to installation. Signage shall be compatible with the time period of the building and not be an internally illuminated panel(s).
 - g) That the following exceptions are granted with the issuance of this conditional use permit:
 1. Sec. 114-1188 of three (3) parking spaces; and
 2. Sec. 114-1205 off street loading zone not occupy required parking facilities; and
 3. Sec. 114-370 for yard requirements as specified in the Flex Overlay supplement.
 - h) That all codes and ordinances are complied with and required permits acquired.
 - 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 Request - 1701 Packard Avenue

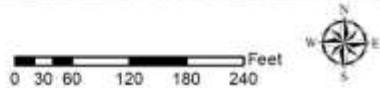




Conditional Use Request - 1701 Packard Avenue



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





Conditional Use Request - 1701 Packard Avenue



Zoning Designation

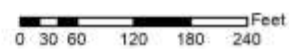
- I-2 (Blue)
- B-2 (Green)
- I-2/FD (Hatched)
- R-3 (Grey)

Subject Property

Notification Area

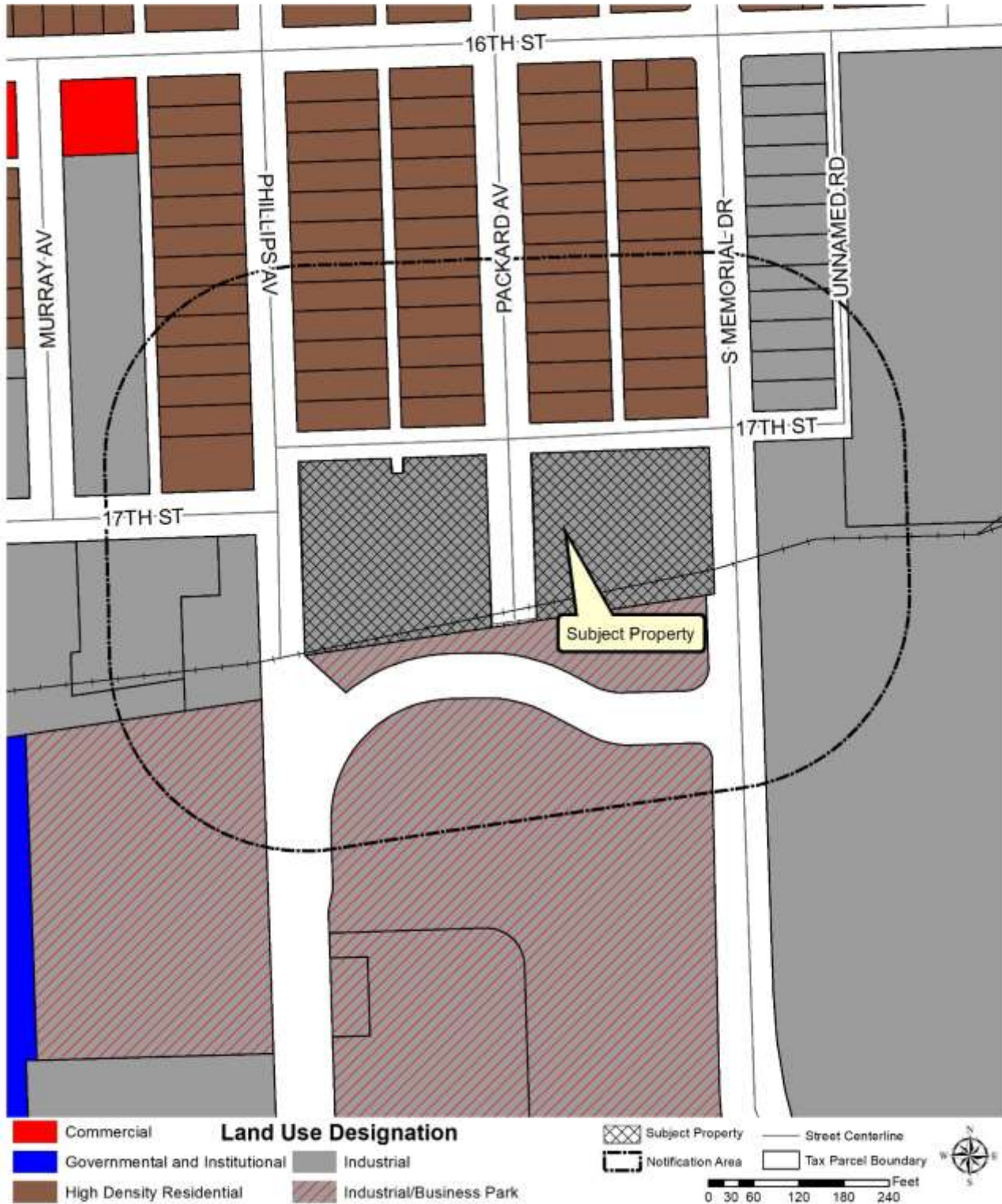
Street Centerline

Tax Parcel Boundary





Conditional Use Request - 1701 Packard Avenue



Site Photos



Looking west from rear of subject property at proposed parking areas



Looking north along Packard Avenue



Looking south along Memorial Drive



Looking north along Memorial Drive



Looking east at the subject property from Phillips Avenue



Looking east along 17th Street on the north side of the subject property