



## **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:** Matt Sadowski

**Location:** 614 Main St.

**Applicant:** Episcopal Diocese of Milwaukee

**Agent:** Seth Raymond

**Property Owner:** St. Lukes Episcopal Church

**Request:** A request from Seth Raymond, representing the Episcopal Diocese of Milwaukee seeking a major amendment to an existing conditional use permit which allows for a hospitality center at 614 Main Street to add additional days and hours of operation, full meals, and serve as a homeless day shelter.

### **BACKGROUND AND SUMMARY:**

In the B-4 Central Business District non-commercial type uses at the street level require a conditional use permit in order to operate (114-448(17)). Charitable meal establishments also require a conditional use permit 114-(468(24)). In 2012, St. Luke's Episcopal Church received an after-the-fact conditional use permit to operate the Hospitality Center and provide certain charitable activities and service to the general public subject to specific conditions addressing hours and days of operation, types of services, and operational standards. St. Luke's now seeks approval to expand hours and days of operation, add additional service, and seek after-the fact receive approval for a charitable meal establishment. Staff has concerns with the center's continuing difficulties in sustaining compliance to the originally established conditions of approval and the center's ability to successfully administer the increased level of activity associated with expanded operations. Staff's recommendation is pending the

consideration of input received during the hearing from the public and Commission members, and the center’s proposal to maintain compliance with established conditions of approval, and any new conditions that may be deemed necessary and appropriate by the Plan Commission in response to public and Commission member input.

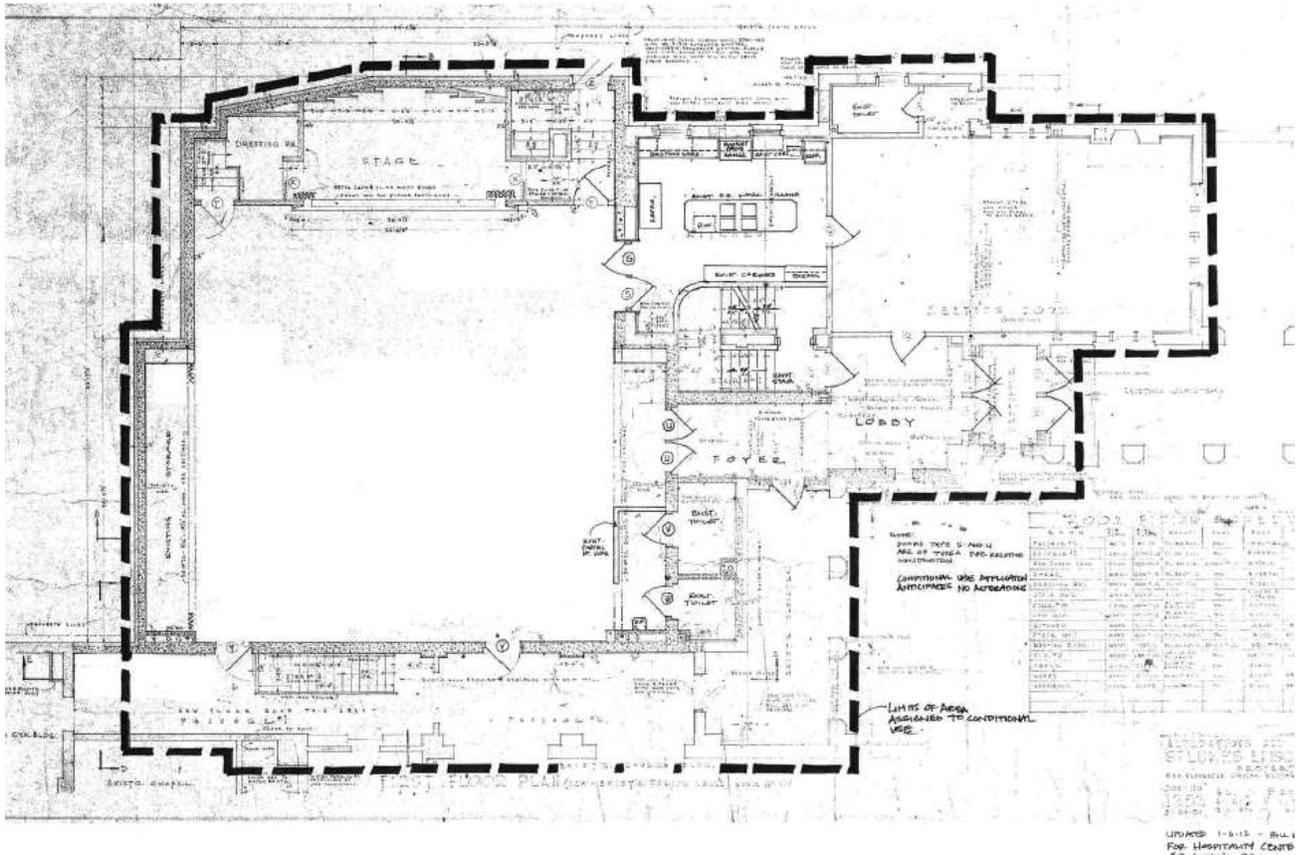
In the table below the Hospitality Center’s current request before the Commission is compared to what was approved in 2012.

<b>Operational Component</b>	<b>2012 Approved Operations</b>	<b>2018 Current Operations</b>	<b>2018 Requested Amendment</b>
Hours of operation	8:00 a.m. to 2:00 p.m.	?	7:30 a.m. to 3:00 p.m.
Days of operation	Tuesday, Thursday, Friday	?	Monday through Friday
Light snacks and beverages	Yes	Yes	continue
Computer access	? Not specified	Yes	continue
Free Clothes Distribution	? Not specified	Yes	continue
Bi-weekly AA meetings	? Not specified	Yes	continue
Weekly mental illness support group	? Not specified	Yes	continue
Daytime meals	No	No	Yes
Health services (dental, assessments, nutrition, case management)	? Not specified	Yes	continue
HALO day shelter	No	Yes	continue



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





## GENERAL INFORMATION

Parcel Number: [00321000](#)

Property Size: 21,680 square feet

Comprehensive Plan Map Designation: Mixed Use – Commercial 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.

Corridor or Special Design District?: Downtown Area Design Review District

**Historic:** Old Main Street Historic District, Local Racine Landmark Designation, National Landmark Designation.

**Current Zoning District:** B-4 Central Business

**Purpose of Zone District:** The B4 central business district is intended to accommodate those retail and office uses which are characteristic of the major shopping streets of the downtown area of the city, and discourage uses which detract from, or are incompatible with, pedestrian and shopping oriented traffic.

**Proposed Zoning:** No change proposed

**Existing Land Use:** Religious institution.

**Surrounding Zoning and Land Uses:**

<b>North</b>	B-4 Central Business	Offices
<b>East</b>	B-4 Central Business	Parking Garage
<b>South</b>	B-4 Central Business	Jail
<b>West</b>	B-4 Central Business	Vacant Building and Occupied Building (R & B Café). Upper floor residential units.

**Operations:** The facility is manned by paid and volunteer staff. Property maintenance is conducted by St. Paul staff and volunteers.

**ANALYSIS:**

Development Standards:

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

<b>Standard</b>	<b>Required</b>	<b>Provided</b>
Lot Area	No minimum	21,680 square feet
Lot Frontage	30 feet	150 feet
Floor Area Ratio	8.0 maximum*	2.0 Estimated

\*Floor area ratio premiums may be added in accordance with Sec. 114-510

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

<b>Yard</b>	<b>Required</b>	<b>Provided</b>
Front	0 feet	0 feet
Side (west)	0 feet	0 feet
Side (east)	0 feet	0 feet
Rear	0 feet	0 feet

**Building design standards** (114-Secs. [735.5](#) & [736](#)): There is no new construction as a part of this application. However, the existing building does meet building design standards. Any design changes would have to be approved by the Downtown Area Design Review Commission

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

Use Type	Required	Provided
Churches, chapels, temples, synagogues	N/A Downtown Parking District	0
Total	N/A	0

A Building of this size does not require a dedicated loading space; the area in the lot which is a drive aisle will function as the loading space.

**Landscaping, screening and yard requirements** ([114- Article V](#): Article VII, Div. 6 [Development Standards](#) & 7 [Fences and Walls](#)): Landscaping is existing and is well maintained.

**Sign Regulations** (114-[Article X](#)): Signage has not been included with this request; any signage needs to follow the sizing guidelines set forth below. All new advertising signage would also be reviewed through the Downtown Area Design Review Commission.

Sign Type	Allowable Sq. Ft.	Provided Sq. Ft.
Projecting/Wall	200	0
Window signs	50% of window area	N/A
Alleyway Signage	N/A	N/A
Total	180*	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](#)): No changes proposed.

**Rubbish and trash storage** ([114-Article V](#) & [114-740](#)): A dumpster enclosure is provided in the north alleyway. Gereat amounts of trash are at curbside on garbage pickup days.

**Engineering, Utilities and Access:**

**Access** ([114-1151](#)): By foot or street parking.

**Surface drainage** ([114-739](#) Existing).

**Sewage disposal and water supply** ([114-821](#) Existing).

**Exceptions to ordinance:** N/A

**Additional Planning and Zoning Comments:** The Church is hosting a meeting on Tuesday, November 13, 2018 with a few neighbors to provide a venue for dialogue and understanding before the public hearing on November 14, 2018.

## **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: Current operations have sporadic compliance with the listed conditions that apply to the current operations. Frequent violations have been cited by neighbors and include: loitering, loud noise, no apparent on-site security, guest congregating on the north side on the property which disrupts tenants on the adjacent building, operations outside of approved days and times, service of full meals, guest congregating on the porch. Without strict compliance to the established conditions of approval, the operations have been a detriment to the comfort of neighbors.

- 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: Frequent violation are injurious to the use and enjoyment of other property in the immediate vicinity.

- 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: Continued violation could impede normal and orderly development and the improvement of surrounding properties.

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

Staff Comments: All utilities are adequate.

- 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: It has been reported to Staff that at closing times, large numbers of people cause noise and obstruct foot and vehicular traffic.

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

Staff Comments: If properly operated and monitored the use could be consistent with the objectives of the current 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 proposal does not require exceptions from development regulations to be developed. The recommended conditions ensure that all development regulations are achieved as a result of this expansion of services, and days and hours of operation, and that the site is brought into conformance with all requirements.

## **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:**

Given the current operational challenges, staff cannot support the request to expand days and hours of service nor the expansion of services (homeless day shelter and charitable meal site). A clear and demonstrable enforceable plan for compliance needs to be presented before Staff can provide

**STAFF RECOMMENDATION:** BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM SETH RAYMOND, REPRESENTING THE EPISCOPAL DIOCESE OF MILWAUKEE SEEKING A MAJOR AMENDMENT TO AN EXISTING CONDITIONAL USE PERMIT WHICH ALLOWS FOR A HOSPITALITY CENTER AT 614

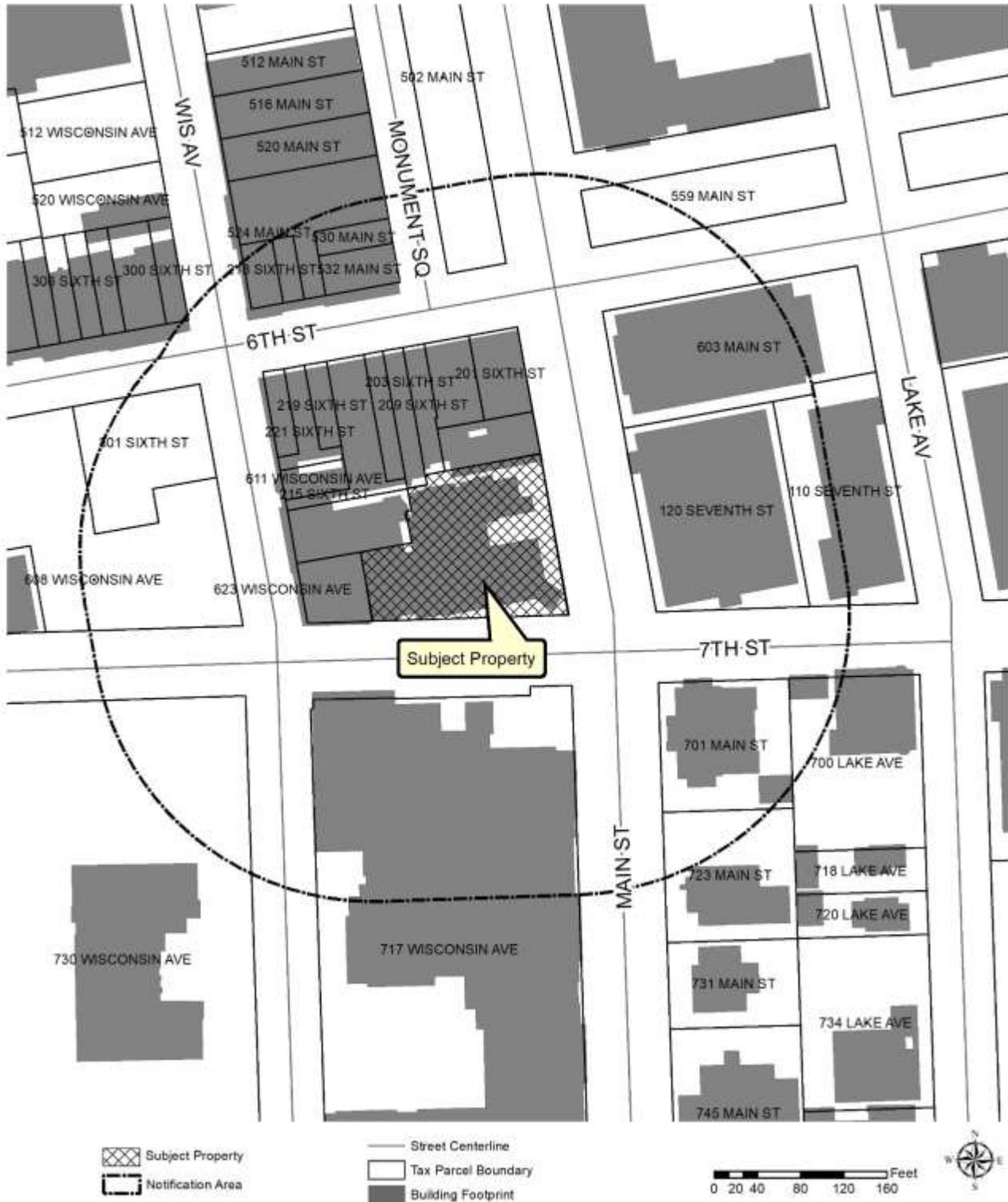
MAIN STREET TO ADD ADDITIONAL DAYS AND HOURS OF OPERATION, FULL MEALS, AND SERVE AS A HOMELESS DAY SHELTER BE DEFERRED PENDING THE SUBMITTAL OF A CLKEAR AND DEMONSTRABLE ENFORCEMENT PLAN THAT CAN INSURE THE PROJECTION OF NEIGHBORING PROPERTY OWNERS RIGHTS AND THE WELL BEING OF THE DOWNTOWN AREA WHILE ALLOWING THE CENTER TO PROSPER AND SERVE OUT ITS MISSION.

## **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](#)).

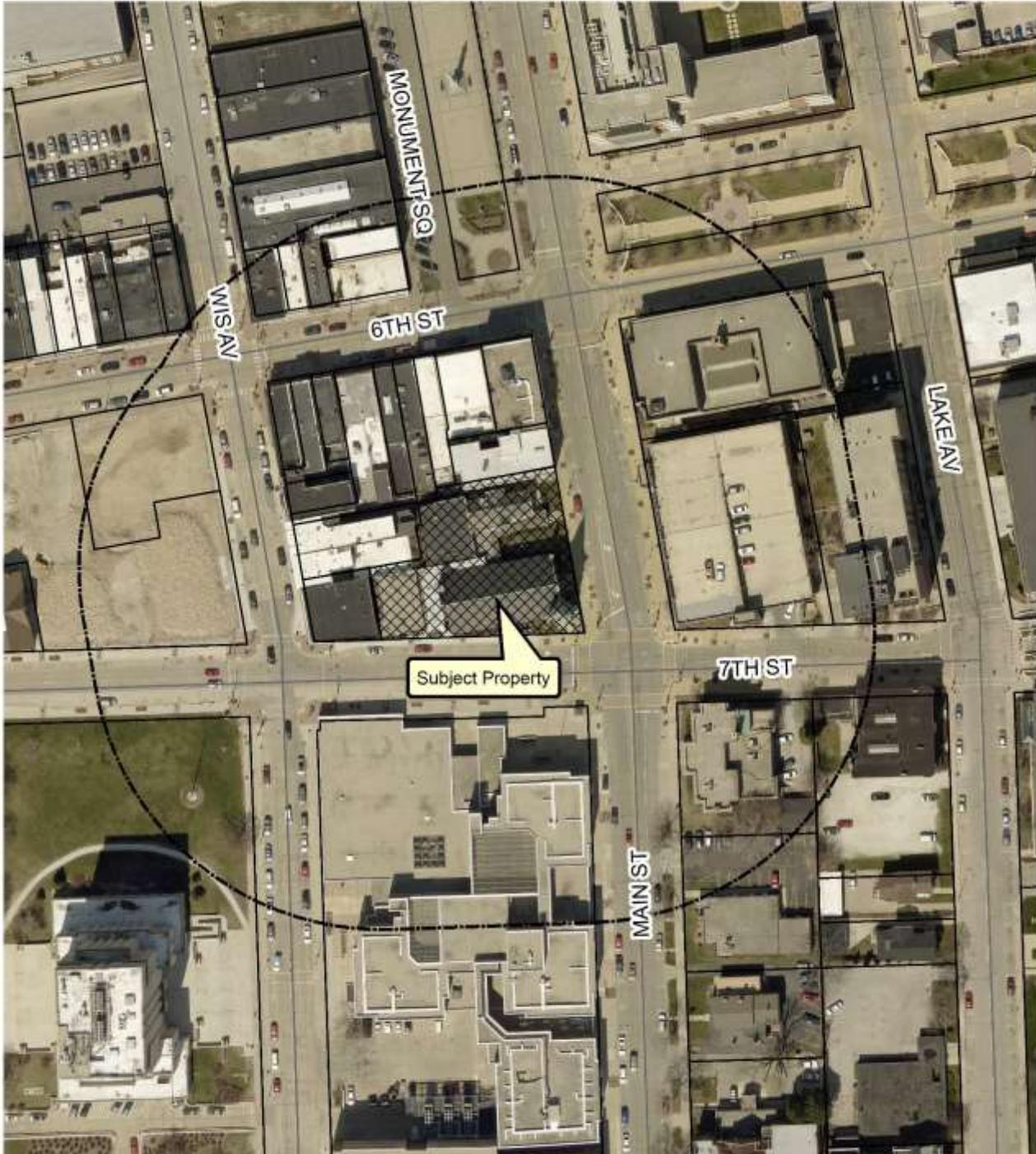


# Conditional Use, Major Amendment - 614 Main Street



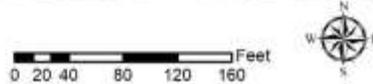


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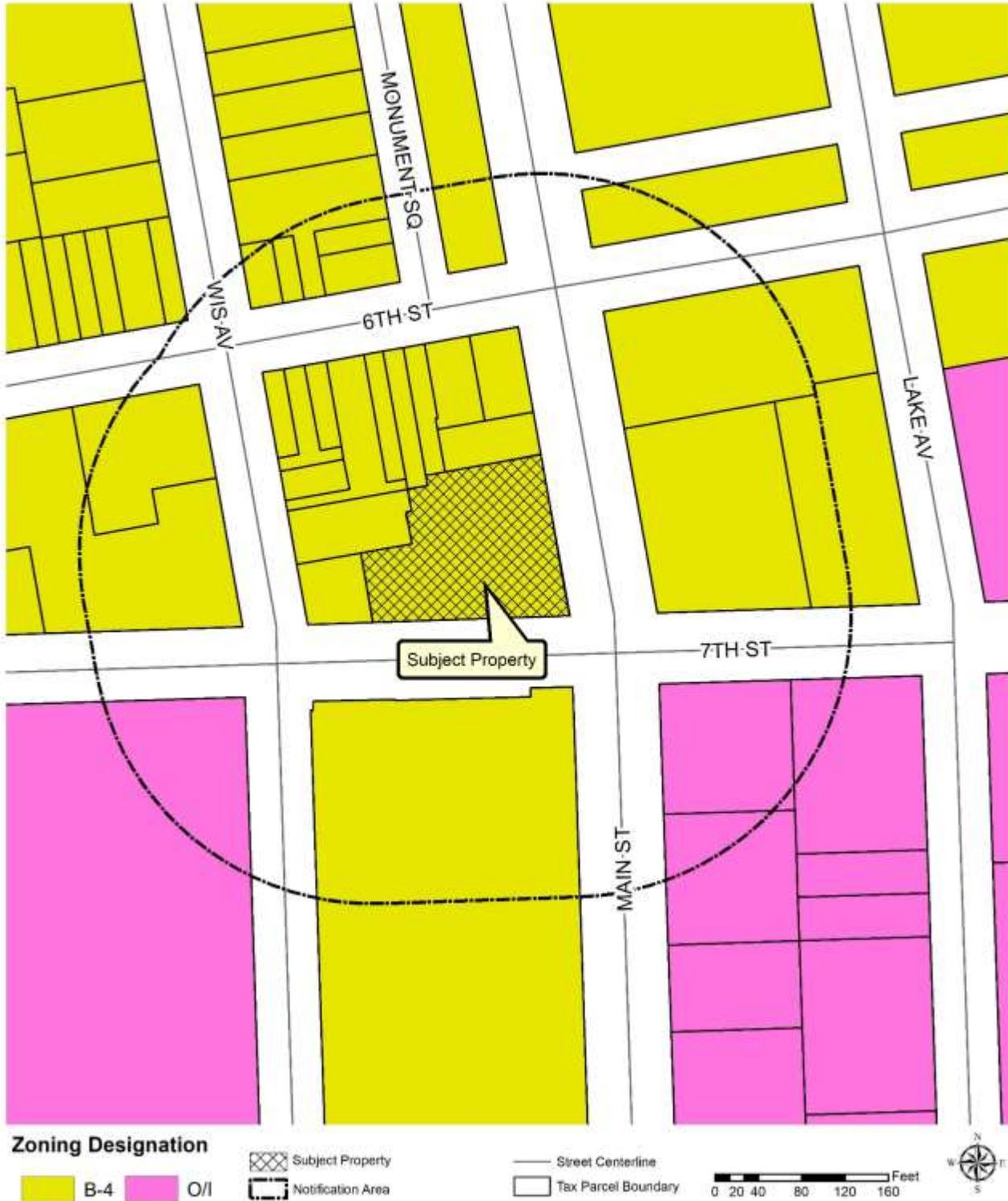
 Subject Property  
 Notification Area

 Street Centerline  
 Tax Parcel Boundary



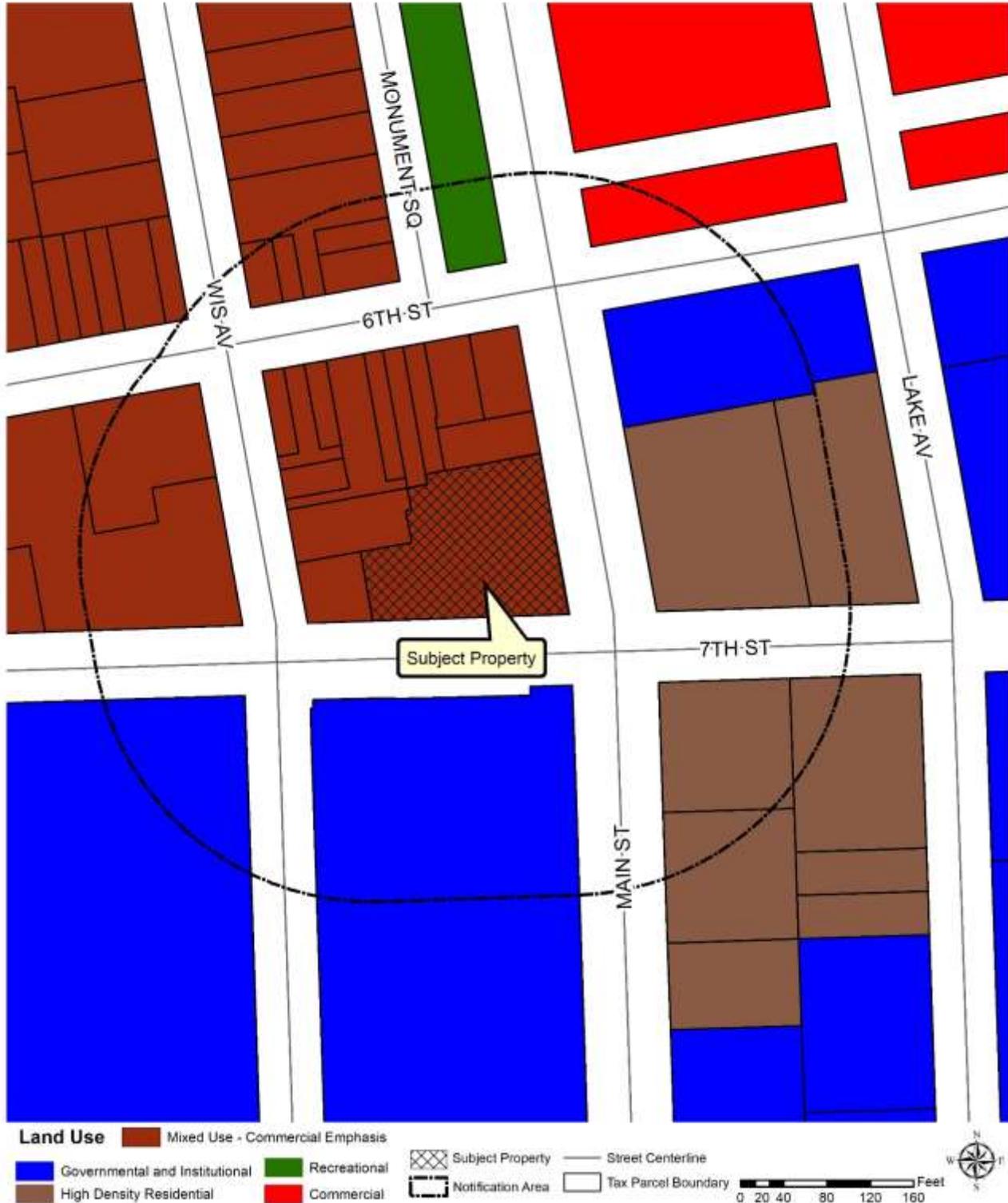


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Site Photos

