



CITY OF RACINE DEPARTMENT OF CITY DEVELOPMENT STAFF REPORT

Meeting Date: 6/24/2020

To: Mayor and Planning, Heritage, and Design 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: 2100 and 2200 Northwestern Avenue

Applicant: J. Jeffers and Co.

Property Owner: 2100 and 2200 Northwestern Avenue LLC

Request: Consideration of a Certificate of Appropriateness certifying the proposed changes to the property for a residential development are keeping with the historic nature of the property as this campus is listed on the National Register of Historic Places as the “Horlick Malted Milk Company Industrial Complex.”

BACKGROUND AND SUMMARY: This property was rezoned from I-2 General Industrial to R-5 General Residence District with a flex Development overlay in November of 2018. The rezoning authorized a mixed use development of residential and limited commercial uses, so long as the buildings remain intact and are preserved.

The applicant proposal preserves the buildings and transitions the property into a predominately mixed use residential development as allowed by the zoning. 134 units would be created and enhancements to the site will occur. The general appearance of the buildings will remain as is; blocked in windows will be restored and the building will be following conditions of approval from the State Historic Preservation Office (SHPO) and National Park Service (NPS) as this development is receiving historic tax credits.



Birdseye view of the property, indicated in red (image from Google Maps).

Detailed plans of the redevelopment proposal are included as an attachment to this agenda item. Given the scale of the buildings and overall size of the plans, rescaling them to fit in the space allocated here is not practical.

GENERAL INFORMATION

Parcel Number: [08424001](#) & [08422002](#)

Property Size: 3.875 acres and 3.462 acres, totaling 7.3 acres

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.
- New development should be designed so it is compatible with established development.
- 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?: Site file called [Horlick Industrial Historic District](#) exists with the State Historic Preservation Office.

Current Zoning District: R-5 General Residence with Flex Development Overlay

Purpose 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 space and various commercial tenants.

Surrounding Zoning and Land Uses:

North	I-2 General Industrial	Contractors and warehousing space
East	I-2 General Industrial	Automobile repair and industrial contractors
South	O/I Office/Institutional	Sacred Heart Church
West	I-2 General Industrial	Self-service warehousing and gas station

REQUIRED FINDINGS OF FACT:

Certificate of Appropriateness Findings (Historic Preservation) SEC. 58-64(f)

Findings of appropriateness shall be rendered unless it is determined that:

- 1) The activity will be detrimental to the maintenance and overall historic character of the landmark, landmark site, contributing property or district;**

Staff Comments: The overall activity is beneficial to the property as the restoration and rehabilitation of the building is expected to keep it in service in the same general form and massing as when it was built. This action alone ensures that the historic character of the building, and in turn the area will be undoubtedly enhanced. The fact this property is able to be saved and repurposed to a more suitable economic use than which it was originally built helps to ensure it will be around well into the future. As such, it is expected that the activities proposed for the building will enhance the overall district in which the building is located.

2) The activity will impede the current or future preservation or restoration of the subject property or district;

Staff Comments: It is not expected that the applicant proposal will impede future preservation or restoration of the property. In fact, by moving forward with the project, the development will ensure the property is preserved in the future. Failure to move forward with the project would result in the potential further deterioration of the building if it were to remain vacant and unmaintained. By having an active use in the property taking care of building maintenance coupled with a fully and historically accurate renovation of the building, it is nearly guaranteed the building will be preserved for future generations to appreciate and treasure.

3) Adequate measures will not be taken to protect the integrity of distinctive features, finishes, construction techniques, or examples of craftsmanship of the subject or adjacent landmark, landmark sites or contributing property;

Staff Comments: The SHPO conditional approval, which must be followed in order to receive federal and state historic tax credits ensures all historical features will remain in place in order to receive that portion of the project funding stack. Additionally, the plans submitted by the applicant do not contemplate the removal of any significant exterior features, but the preservation of historical detailing elements on the building.

4) The activity is contrary or detrimental to the findings of the original designation of the subject property or district;

Staff comments: The proposed activity and rehabilitation of the building is in keeping with the findings of the original district. While not originally developed as dwelling units, this project is expected to expand the customer base for retailers and other services in the area. Having the building in use and in good repair ensure it will be around for future generations to learn and benefit from.

5) The activity will not stabilize the landmark, landmark site or contributing property for future preservation or restoration efforts; or

Staff Comments: the applicant plans will enhance the economic viability of this structure by keeping it in service and use, which is of the utmost importance for preserving historic buildings. Structures with economic viability are more likely to be preserved for future generations to enjoy. By restoring the building and providing a useful economic purpose, this project will preserve the building for future generations to enjoy.

6) The activity does not conform to criteria adopted by the common council to provide guidelines for the alteration and restoration of historic properties such as, but not limited to, those contained in section 58-64.5, H-Historic Properties district design guidelines and section 114-619, Architectural guidelines.

Staff Comments: The proposal and submitted plans do keep with the guidelines for the alteration and restoration of historic properties as adopted by the city. Furthermore, the SHPO has conditionally approved the proposal for the design and alterations of the building. The goals of preservation are being met as a result of this proposed development.

POSSIBLE ACTIONS FOR THE PLANNING, HERITAGE AND DESIGN 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 RECOMMENDATION: BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM THE J. JEFFERS AND CO, SEEKING A CERTIFICATE OF APPROPRIATENESS AT 2100 AND 2200 NORTHWESTERN AVENUE BE APPROVED, SUBJECT TO THE FOLLOWING CONDITIONS:

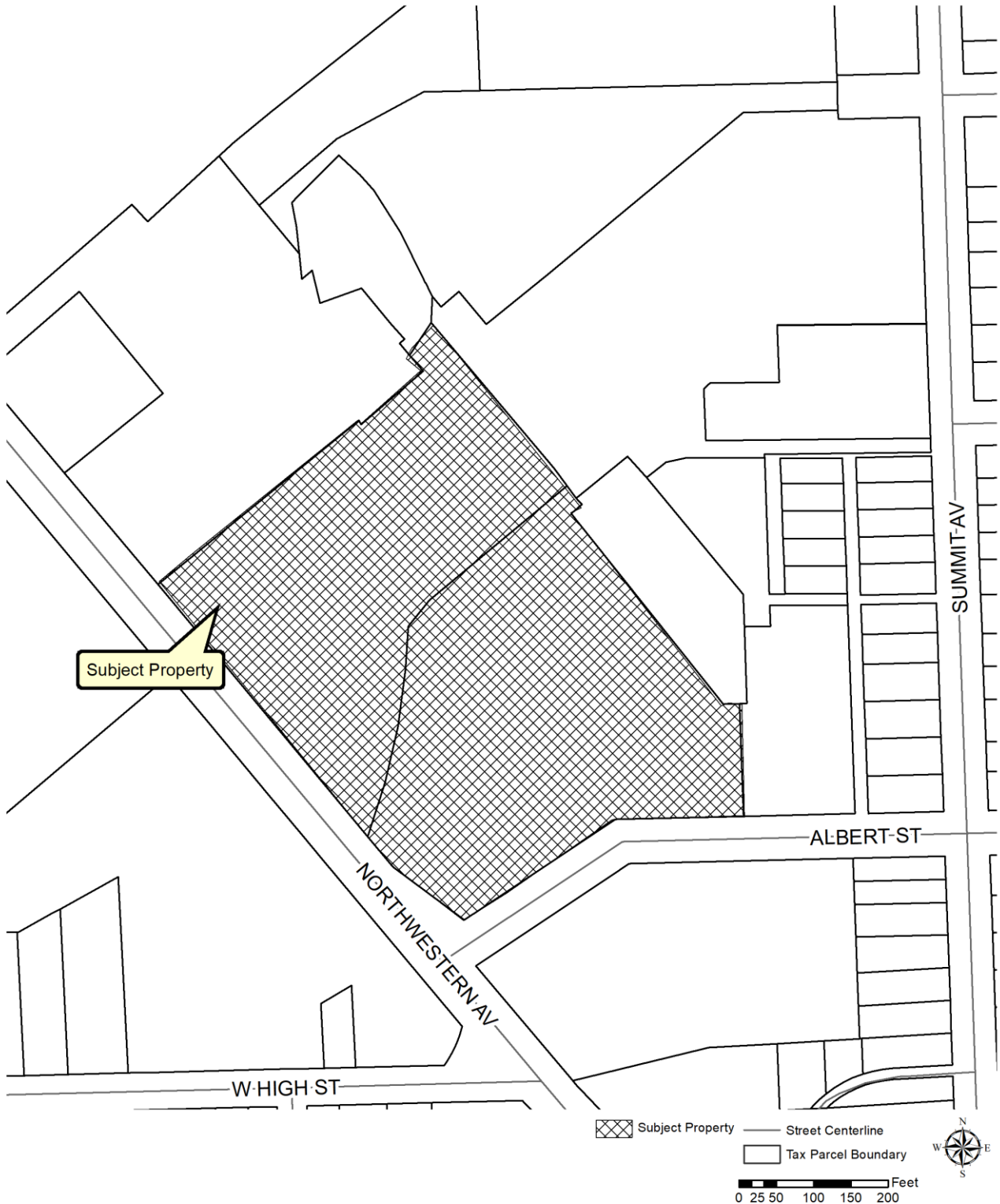
- a) That the plans presented to the Planning, Heritage, and Design Commission on June 10, 2020 be approved subject to the conditions contained herein.
- b) That all of the following occur prior to occupancy, unless otherwise noted:
 1. Signage be approved by the City Development Department prior to installation on the site.
 2. All comments from the City Joint Plan Review team be addressed prior to the permitting and/or final occupancy.
- c) That all conditions of approval from the Wisconsin SHPO and NPS related to historic preservation of the property be adhered to.

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; and
- 5) Submittal documents (view in legistar).

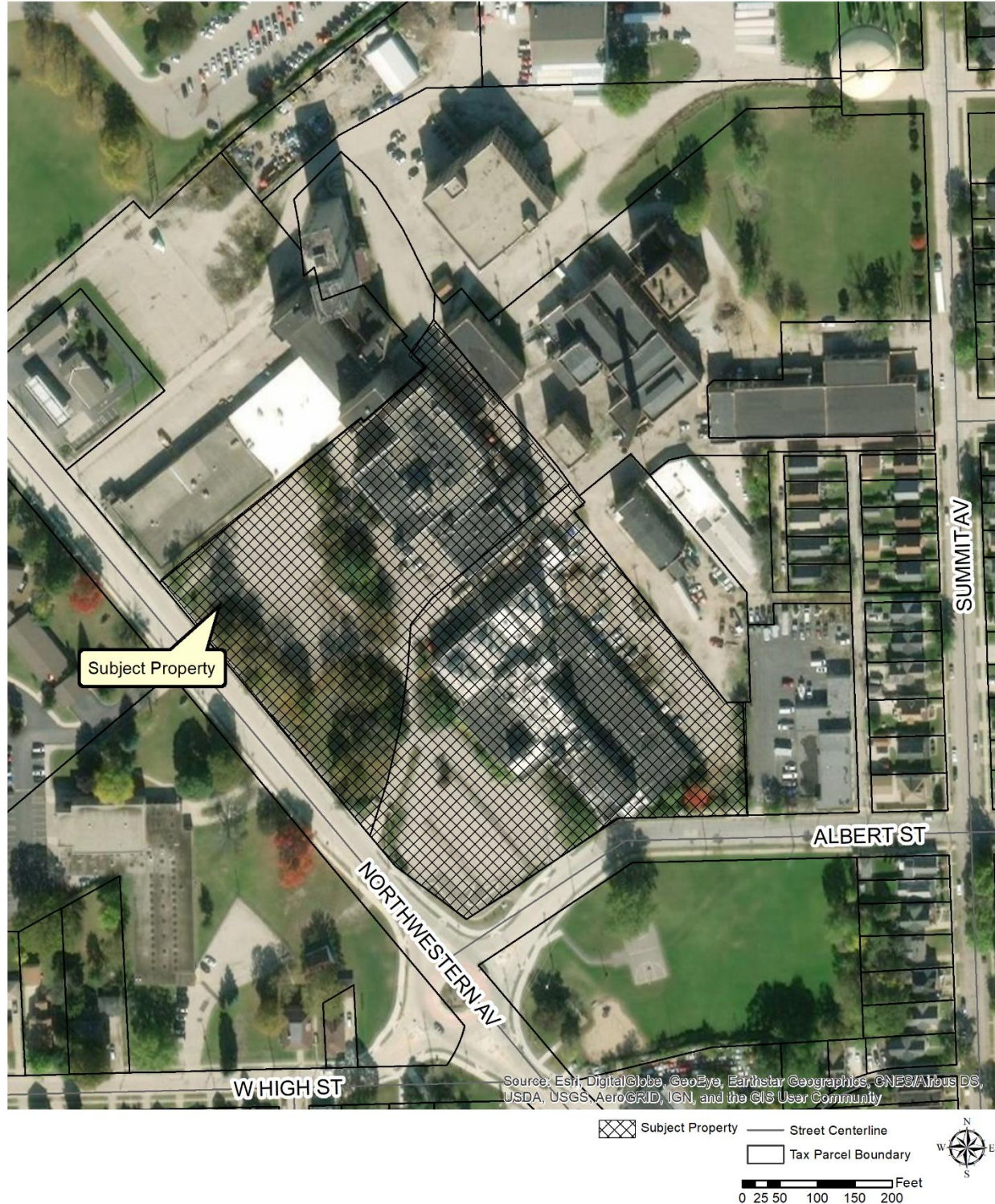


Certificate of Appropriateness 2100 and 2200 Northwestern Avenue



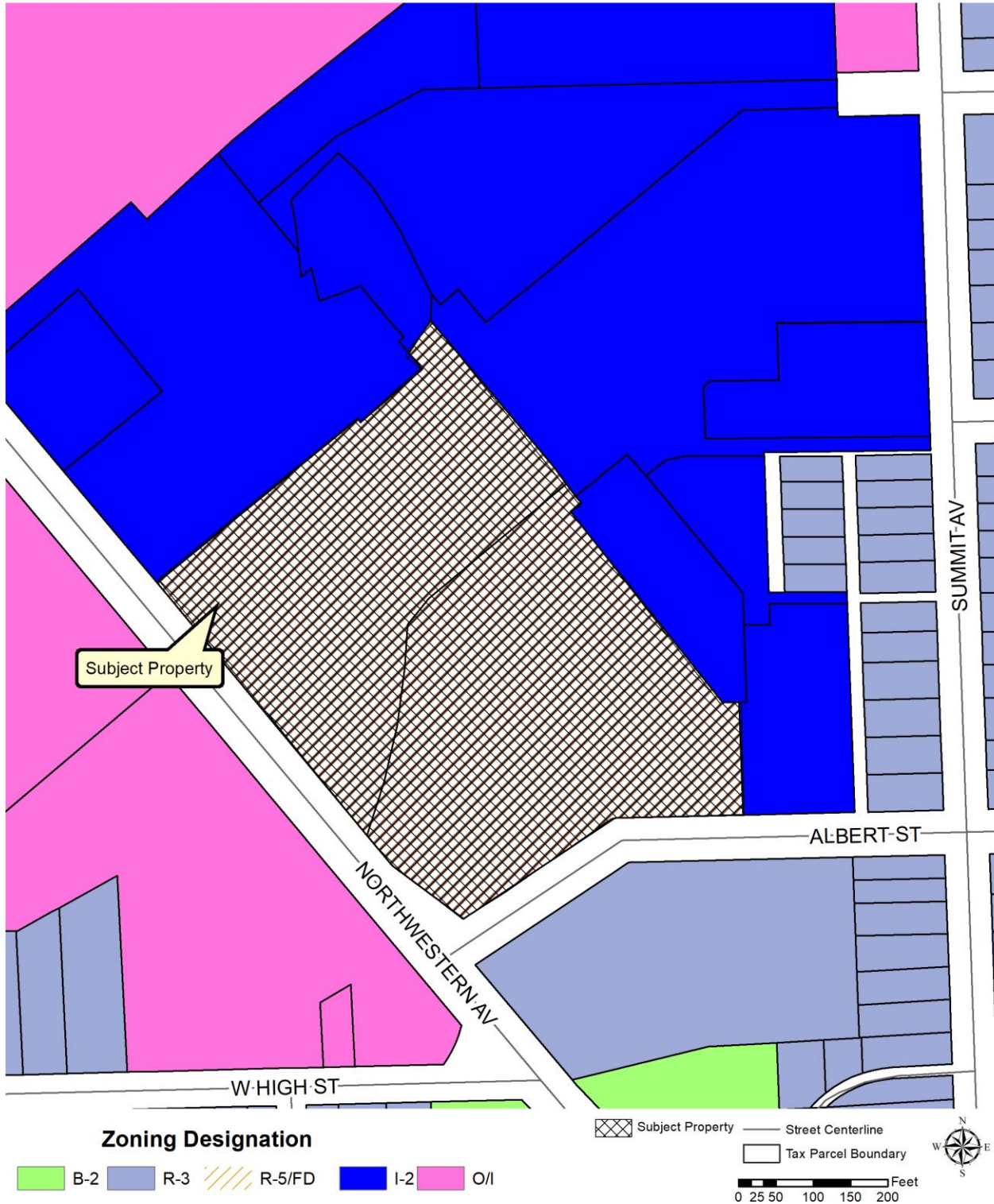


Certificate of Appropriateness 2100 and 2200 Northwestern Avenue





Certificate of Appropriateness 2100 and 2200 Northwestern Avenue





Certificate of Appropriateness 2100 and 2200 Northwestern Avenue

