



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

**Meeting Date:** 10/13/2021

**To:** Mayor and Plan Commission Members

**From:** City Development Department, Division of Planning and Redevelopment

**Division Manager:** Jeff Hintz – (262) 636-9151 [jeff.hintz@cityofracine.org](mailto:jeff.hintz@cityofracine.org)

**Case Manager:** Jeff Hintz

**Location:** 1207 State Street and 820 Union Street and 815 Silver Street

**Applicant:** Greg Mackay of Devon Self Storage (US) LLC

**Property Owner:** Merchants Moving and Storage

**Request:** Consideration of rezoning from I-2 General Industrial to B-2 Community Shopping Zone District with a Flex Development (FD) Overlay at 1207 State Street, 820 Union Street and 815 Silver Street as allowed by Sec. 114-77 of the Municipal Code. The proposed Zoning Ordinance is ZOrd.0002-21.

**BACKGROUND AND SUMMARY:** 820 Union Street and 815 Silver Street would be developed in the future, there are no plans at this time. The 1207 State Street property warehouse buildings are proposed for conversion to climate-controlled, self-storage warehousing with drive in storage planned for southeast and northern buildings. Drive up storage facilities are planned for westernmost warehouse building. The three story office building would not be used for storage and an office or limited retail tenant or mixed use would occur. The FD overlay would establish parameters for proposed and future uses and development on the site.



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



Concept site plan for the 1207 State Street property, submitted by applicant

## GENERAL INFORMATION

**Parcel Number:** [02867008](#) and [02933000](#) and [02932000](#)

**Property Size:** 5.13 acres

**Comprehensive Plan Map Designation:** Commercial

**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?:** State Street Corridor

**Historic?:** Known as the Fish Brothers Wagon works. "The handsome brick façade now carried on a stone-faced basement wall, was probably a new front added to an existing building about 1899. The rusticated stonework of the base with the sharp square openings, now filled with glass brick, and the round arches of the first floor recall the Richardsonian Romanesque, while the finely laid brickwork of the cornice also vaguely suggests the medieval styles. Fish Brothers Wagon Company began in 1869, claimed to be one of the largest manufacturers of Farm, Freight and Spring Wagons in the country, and was certainly one of Racine's major industries." – From historic reconnaissance survey

**Current Zoning District:** I-2 General Industrial

**Purpose of Zone District:** The I-2 general industrial district is intended to accommodate those industrial activities which may produce moderate nuisances or hazards in areas that are relatively remote from residential and commercial development.

**Proposed Zoning:** B-2 Community Shopping Zone District with FD Overlay

**Intent of proposed Zone District:** The B-2 community shopping district is intended to accommodate the needs of a much larger consumer population than is served by the neighborhood convenience district, thus a wider range of uses and structure sizes is permitted for both daily and occasional shopping.

The flexible development overlay district is intended to permit redevelopment of property in circumstances in which a property, including its structures, site improvements and infrastructure, is suitable for reuse but the reuse is not consistent with the underlying zoning district, rezoning to

another classification would permit other uses potentially detrimental to surrounding properties, and any potentially adverse effects of the intended reuse can be mitigated by conditions on the reuse.

**Existing Land Use:** Vacant warehousing and office space.

### Surrounding Zoning and Land Uses:

<b>North</b>	R-3 Limited General Residence	Julian Thomas School
<b>East</b>	B-2 Community Shopping	Dania Hall and restaurant
<b>South</b>	I-2 General Industrial	Detached dwelling units
<b>West</b>	B-2 Community Shopping	Undeveloped property adjacent to transit center

## ANALYSIS:

Development Standards (under the flex):

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

Standard	Required	Provided
Lot Area	No minimum	5.1 acres
Lot Frontage	30 minimum	460 feet
Floor Area Ratio	4.0 maximum	.63 for 1207 State site

**Setbacks (1207 State Street lot)** ([114-Article V](#): Article VII, Div. 6 [Development Standards](#)):

Yard	Required	Provided
Front (State)	0 feet	0 feet
Corner Side (east)	0 feet	0 feet
Side (west)	0 feet	0 feet
Rear (south)	0 feet	0 feet

**Building design standards** (114-Secs. [735.5](#) & [736](#)): Will be reviewed when building permit is applied for if new buildings are constructed. All buildings on the site with the exception of the western most building at 1207 State Street comply with current standards.

**Off-street parking and loading requirements** (114- [Article XI](#)): Will be reviewed when and if a conditional use permit for a multiple unit dwelling or other development is applied for.

**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 submitted and the proposed locations and quantities meet the development requirements.



**Sign Regulations** (114-[Article X](#)): Signage has not been included with this request. Signage would be reviewed by the Department of City Development prior to permitting and installation with review required by the Planning, Heritage and Design Commission being the property is in the downtown design review area.

**Outdoor lighting, signs** ([114-Sec. 742](#)): A lighting plan with specifications of plantings was not submitted, but based on the site inspection, it appears all fixtures focus light onto the property and not adjacent properties. New fixtures would be reviewed for compliance with development standards prior to any installation or permitting.

**Rubbish and trash storage** ([114-Article V](#) & [114-740](#)): All trash is required to be screened from public view. Any dumpster needs to have the lids secured to avoid trash from blowing and no storage of debris around the dumpster is permitted.

## **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 uses in this area are a mix of higher density residences and underutilized retail or mixed use buildings; the overall feel of the general area on the north side of State Street in this vicinity is mixed use, but moving past State Street north, it is of higher density residential in close proximity to a public high school. The proposed zoning of B-2 Community Shopping zone district makes much more sense than the current zoning which is intended for usage along major corridors. The proposed zoning would allow for uses and a scale which is more appropriate and consistent with adopted plans when compared to the existing zoning.

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

Staff Comments: The property is located at a very visible intersection on a state highway, the general area is zoned for mixed use for the most part, with the exception being the zoning on this site. The surrounding zone districts are much more appropriate usage than the uses which could occur given the present zoning on this property. The property subject to this request was previously a warehousing and moving company. While a portion of that activity would be retained with the proposal to the B-2 with the flex rezoning, the most noticeable element of the past use was the truck traffic to and from the site; the flex zoning would limit the storage activity to self-storage and

climate controlled in nature, which will significantly cut down on 18 wheel trucks visiting the site. The B-2 zoning allows for a mix of uses which are much more compatible with the general area, and the flex development overlay really sets the table for future success of the property and street as a transit oriented corridor. The transit center is a block to the west of the site and this flex development overlay ensures the types of uses and scale will complement the transit center into the future. The current industrial zoning on these properties does nothing to work in conjunction with the transit center.

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

Staff Comments: Given that the properties surrounding this property are a mix of uses and the entire State Street corridor is a mixed use corridor, the current zoning on this property needs to be changed. B-2 with a flex is consistent with the adopted land use plan for the City and allows for uses which would present employment opportunities to bring much needed professional office type jobs, retailing or mixed use developments to the area. The existing zoning classification allows for the most intensive land uses within the City and is no longer suitable for this corridor given the long term plans and objectives of the City for the area.

**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: At this time, the property is vacant and was formerly used as a moving and storage business. The trend of the area is for more mixed use development and housing where the businesses in the area are supported by those who live in the general area. The industrial zoning of this property is not complimentary with that of the adjacent land uses and vision for any adopted plan in the general area. The flex development overlay with this zone change will transition the property to be successful as the State Street corridor develops and uses focused around transit establish themselves as the neighborhood develops. This zone change accommodates these changes and ensures future development is compatible with the future vision of the area.

**5) The objectives of the current land use plan for the city.**

Staff Comments: The Comprehensive Plan calls for this area to be commercial on the land use element within the document. This proposal to rezone fits this completely. The proposed zoning district is the best choice for the property and would allow uses which are congruent with the adopted plans and policies of the City for this general area. State Statute mandates municipality's zone in accordance with an adopted comprehensive plan and as such, this request for a rezoning does fit with the objectives, goals and land use plan map for the City of Racine.

## **POSSIBLE ACTIONS FOR THE PLANNING, HERITAGE, AND DESIGN 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.
5. Defer with a continuance of the public hearing to a date certain.

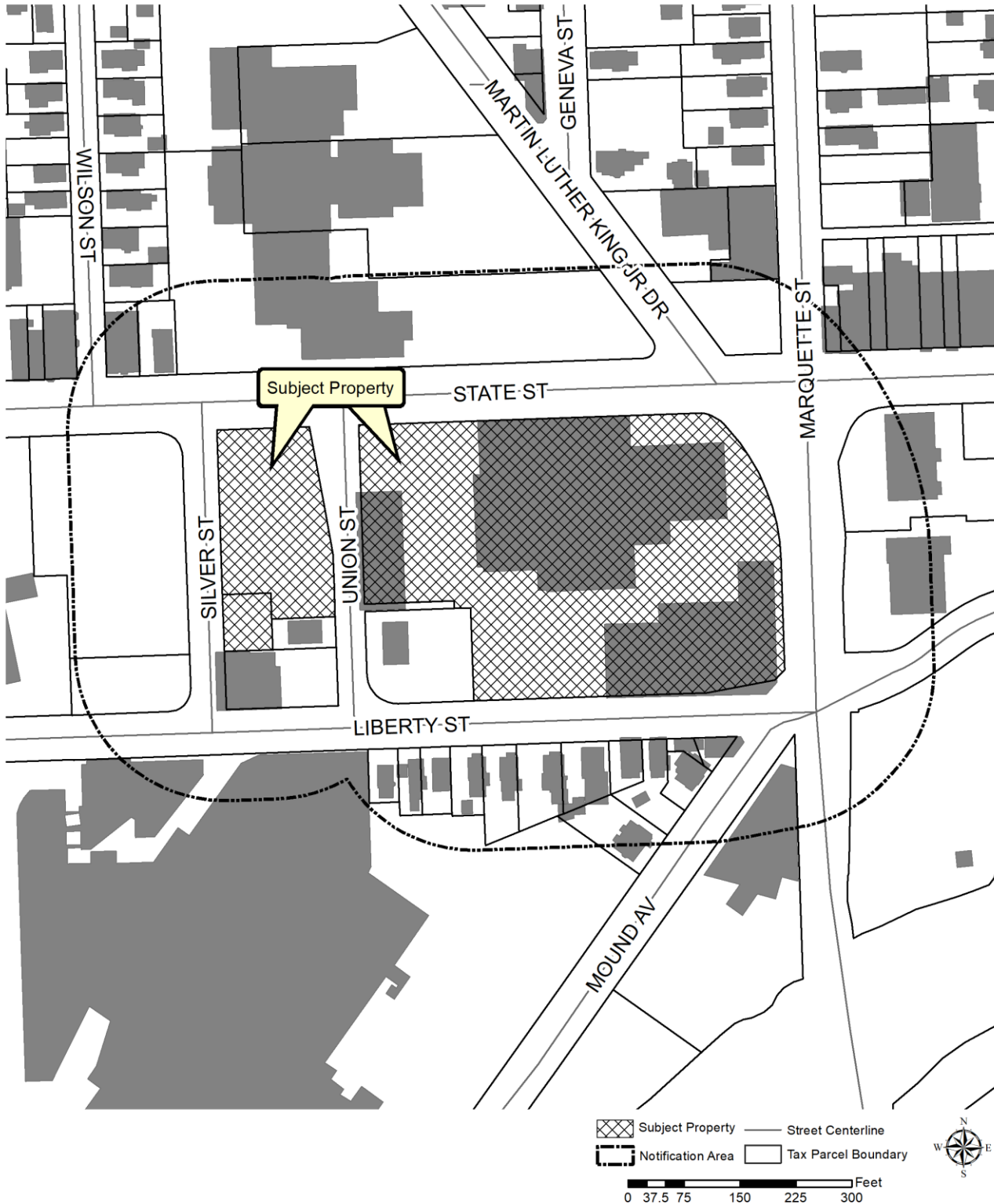
**STAFF RECOMMENDATION:** BASED ON THE FINDINGS OF FACT IN THIS REPORT, THAT THE REQUEST FROM GREG MACKAY OF DEVON SELF STORAGE (US) LLC, SEEKING A REZONING FROM I-2 GENERAL INDUSTRIAL DISTRICT TO B-2 COMMUNITY SHOPPING ZONE DISTRICT WITH FLEX DEVELOPMENT OVERLAY STANDARDS AT 1207 STATE STREET AND 820 UNION STREET AND 815 SILVER STREET BE APPROVED AND THE ORDINANCE, ZORD. 0002-21 BE ADOPTED.

## **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 (view in legistar).



## Zone Change Request - 1207 State Street 820 Union Street & 815 Silver Street



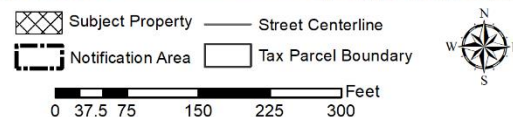




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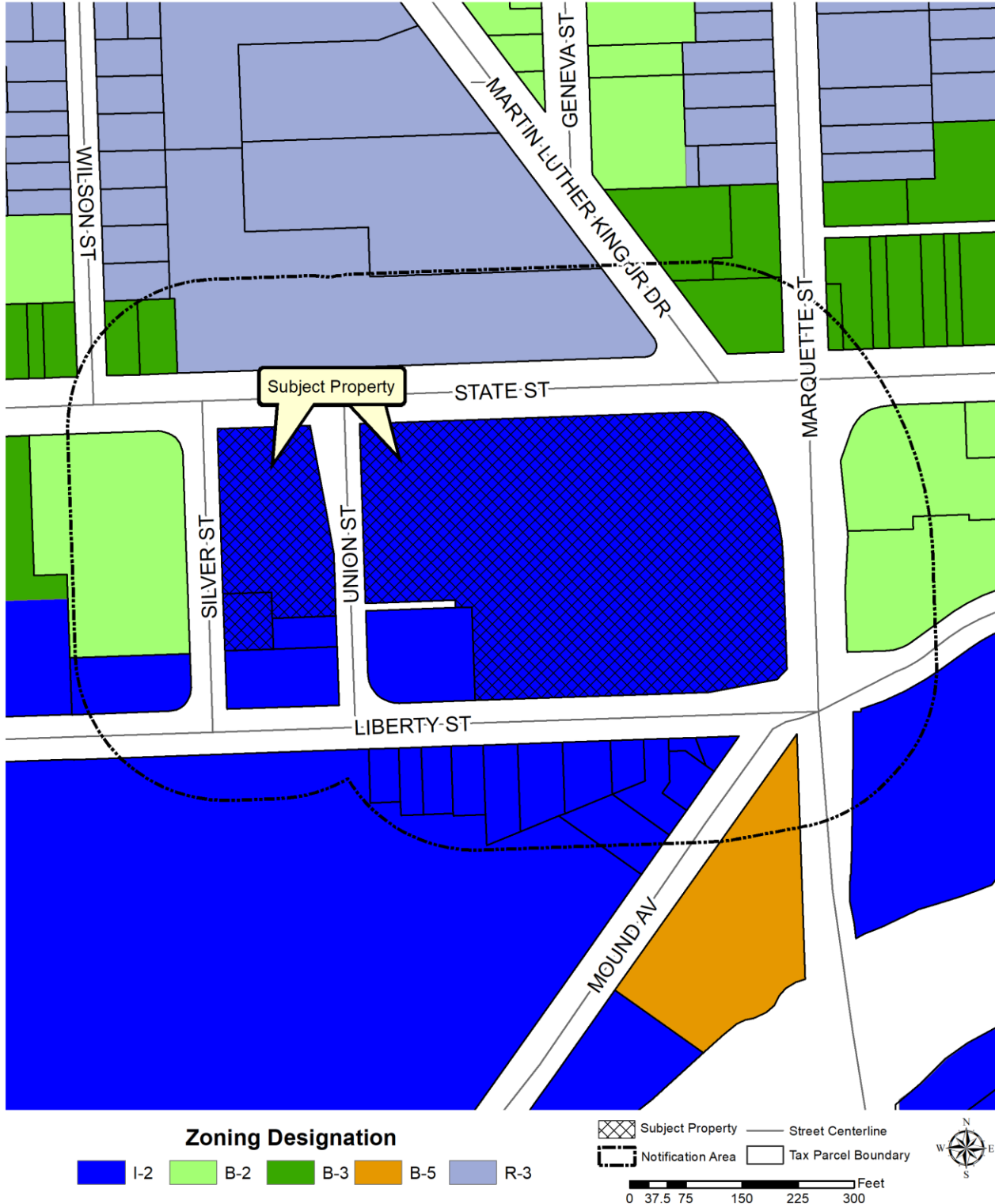


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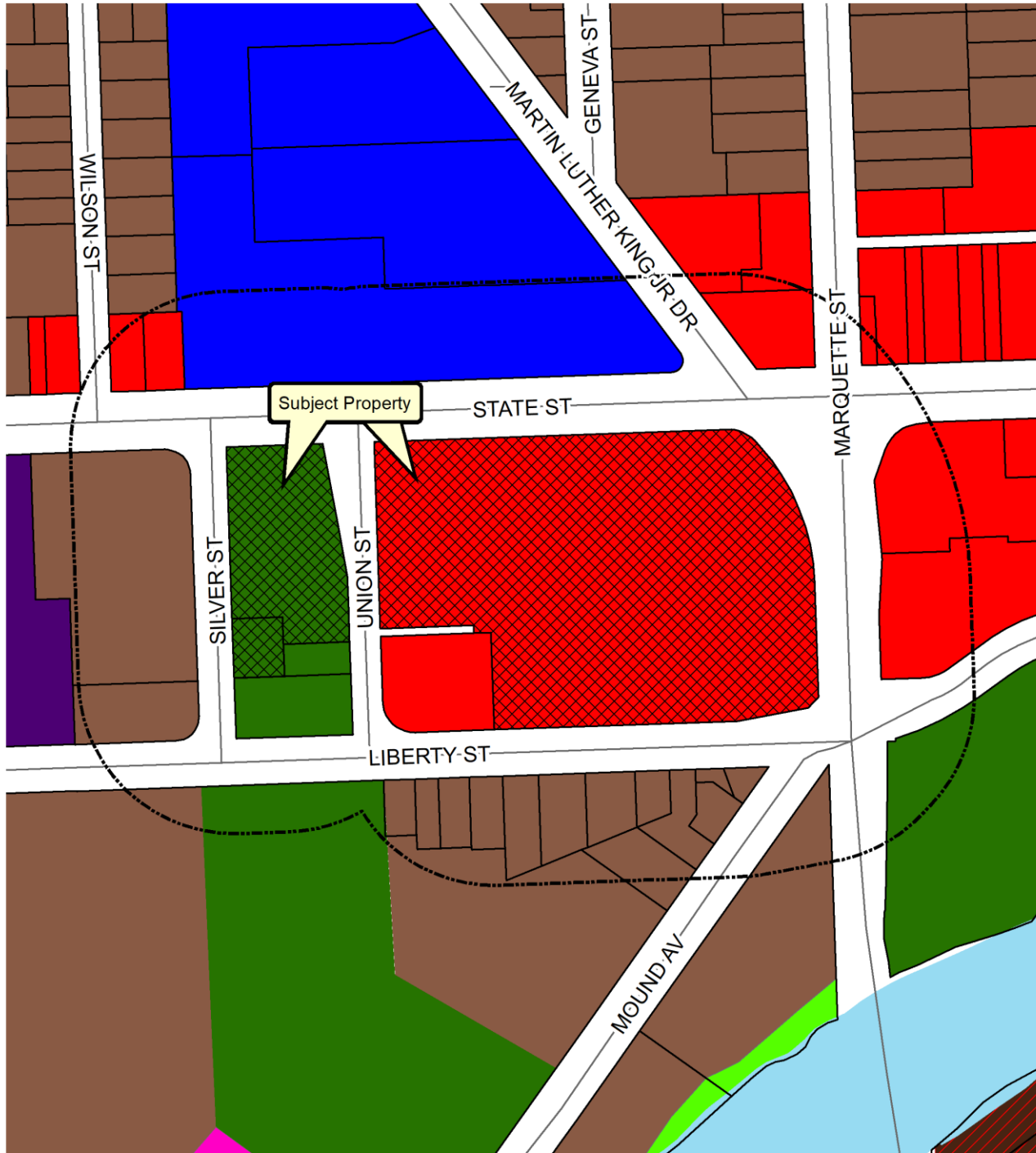
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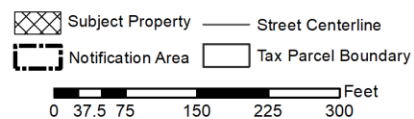


## Zone Change Request - 1207 State Street 820 Union Street & 815 Silver Street



### Land Use Designation

- |              |   |
|--------------|---|
| Recreational | Transportation, Communication and Utilities |
| Commercial   | Governmental and Institutional              |
| Office Park  | High Density Residential                    |



## Site Photos



Looking south at 1207 State Street



Looking south at 820 Union and 815 Silver Street property



Looking east along State Street



Looking north from the rear of the property)



Looking east along Liberty Street at rear of property



Looking north along Marquette Street