WATER STREET

CREATING RACINE'S NEWEST RIVERFRONT NEIGHBORHOOD

A framework for developing the Water Street area in Racine, Wisconsin

March 27, 2020

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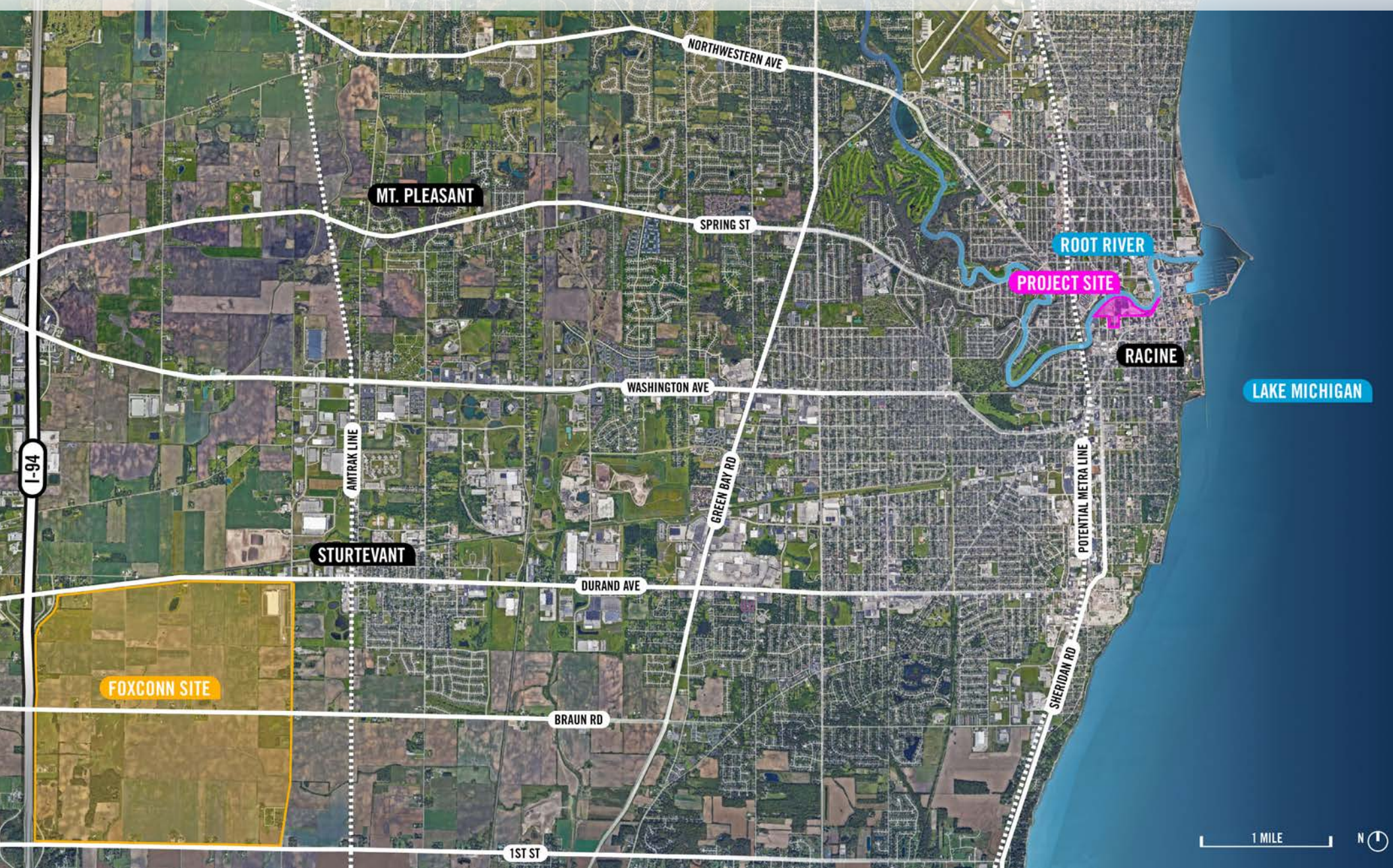
WHY HERE, WHY NOW?

// Overview //



The fresh coast of Lake Michigan and its waterways are increasingly in global demand. The Water Street area of Racine is a prime redevelopment site along this fresh coast.

The Water Street area, owned by the City of Racine, offers developers, investors, and future occupants a chance to capture this demand – a chance to catalyze a new riverfront neighborhood in Lake Michigan's economic, environmental, and social sweet spot.

Why Invest in Racine?

Downtown Racine is thriving and poised for further growth. Some of downtown Racine's assets include:

- Major employers with a local presence – Case IH, SC Johnson, and more on the way
- Access to the fresh coast of Lake Michigan
- Historic main street environment
- 20-minute drive to the employers and businesses along the I-94 corridor
- Nearby hospitality developments underway
- A City administration poised to support redevelopment through TIFs, Opportunity Zones, NMTC, grants, and related resources

Near the downtown, the City of Racine is creating the foundation for the new Water Street neighborhood after years of planning. This dynamic site features:

Figure 1. Water Street area in Racine, Wisconsin

- A location along the Root River with 3500+ linear feet of river views
- Ready-to-build parcels on 27.5 acres of cleared land with multiple options for diverse, integrated uses
- Walkable connection to civic assets like City Hall
- Nearby local dining and entertainment just a short walk away in the Sixth Street and Main Street national historic districts, and throughout the downtown
- Adjacent to State Highway 32: a connector to Chicago-land and a Lake Michigan Circle Tour route

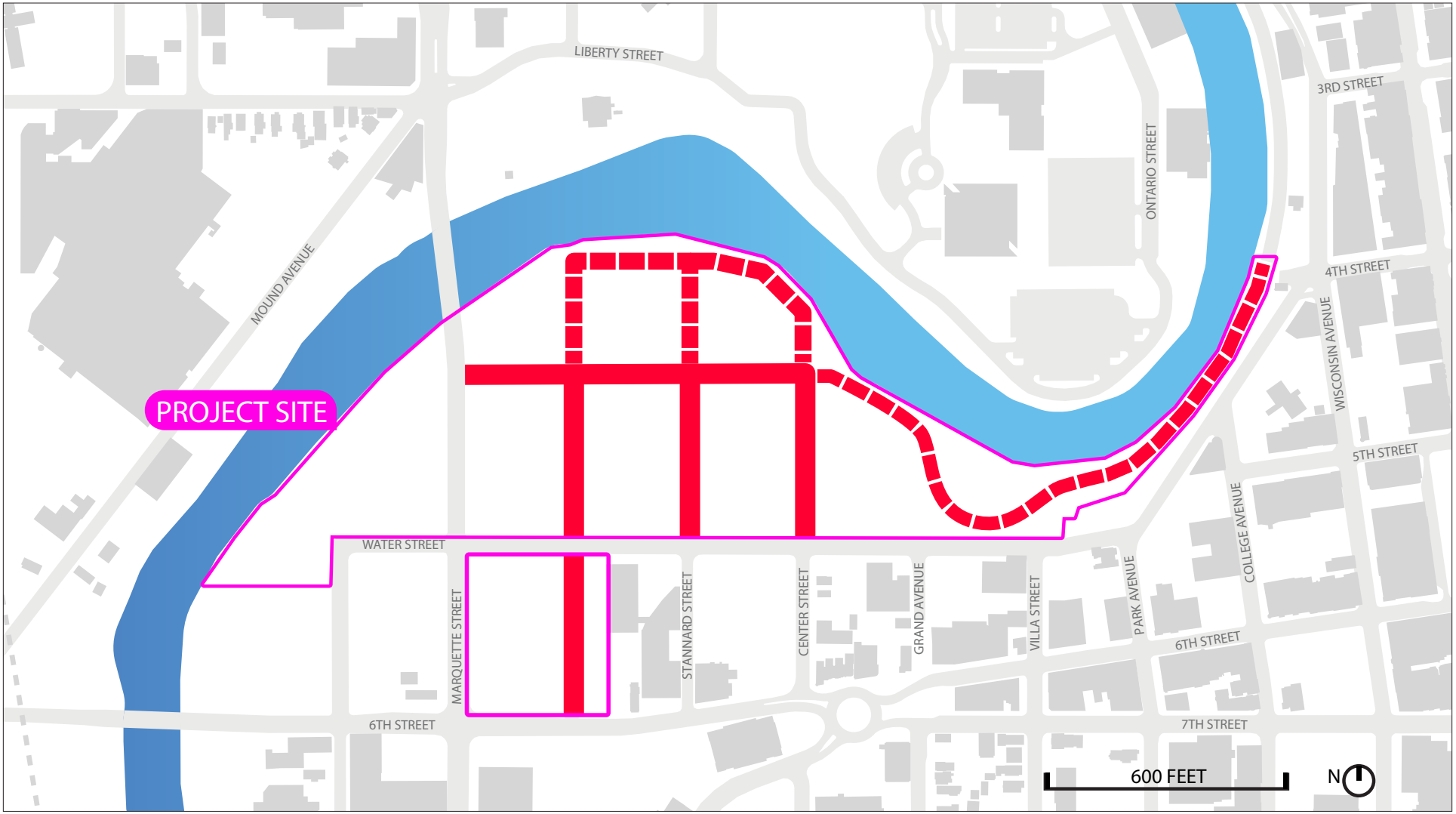


Figure 2. Planned Circulation and Infrastructure System for Water Street area in Racine, Wisconsin
The solid red lines represent new **public streets** forming integrated movement for driving, walking, servicing, bicycling, accessibility, transit, and parking. Right-of-way design will encourage traffic calming with multiple routes for safety, security, and social activity. The dotted red lines represent new **shared streets** which are narrower than public streets (with a tighter right-of-way). Two narrow driving lanes are intended for local use, transit, deliveries, services, and emergency access. Shared streets will use both functional and attractive paving materials and may be closed during certain hours, activities, or busy seasons. They accommodate pedestrians, bicycles, and vehicles. Shared streets will look like integrated public places using bollards, attractive paving, and curbless driving areas. Public access easements may be considered in place of certain shared streets (see "Table 2: Street Guidelines).

Adopt One Infrastructure Plan with Many Development Options

The implementation framework outlined at the end of this document in On the River, On the Rise allows different approaches for neighborhood development. All approaches follow the same infrastructure plan. They also anticipate substantial variety in the types of buildings and parking systems adopted by developers. The site design illustrations vary in how building types are located, how parking is accommodated, the size and character of public places, and how site guidelines are applied. The four enclosed approaches are flexible and can accommodate a range of densities and building types. They serve as examples, not mandates, for the development outcomes that can occur as change happens on site.

Let the Market and Developers Determine the Building Types

Site design illustrations show combinations of building types. Collectively these illustrations include:

- Single unit townhomes, 2 stories, some with detached garages and others with attached garages
- Three unit townhomes, 3 stories, with attached garages and surface parking
- Apartment/condos (3, 4, and 5 stories) with 1 or 2 story above grade parking podiums
- Apartment/condos with street level commercial that use surface parking

Townhomes and apartment/condos are allowed on all blocks within the planned infrastructure.

Figure 3. Key Features Surrounding the Water Street area in Racine, Wisconsin

The implementation framework in On the River, On the Rise assumes that a single infrastructure system is adopted which specifies the location of the circulation and roadway network, utilities, and the Riverwalk along the Root River. This infrastructure system can be implemented incrementally, block-by-block and parcel-by-parcel, in response to developer investments and available funds. Conversely, the system can be developed at once. It is important that the City and interested parties can rely on the certainty of the infrastructure system, especially with regard to connections to the shoreline. Development that follows the infrastructure system and guidelines outlined in this report can evolve into a cohesive neighborhood over time. As shown in the block-by-block and street guidelines (Table 1 and Table 2) townhomes and apartment/condos are allowed on all blocks within the planned infrastructure.

Build Strategies on Prior Plans & Community Goals

Within this document are implementation strategies derived from critical studies completed during the past decade. These studies provided insights from community members, designers, public officials, and City staff. Together with current site conditions and design team vision, the prior studies underpin what is now a collective vision for the Water Street area.

This document also reflects three interrelated goals known as the triple bottom line of sustainability. It is vitally important that development in the new Water Street neighborhood allows the City of Racine to:

» Monetize the site for community-wide economic benefits

» Reinvigorate the natural environment of the Root River watershed

» Seek social equity by creating an accessible riverfront neighborhood for all to patronize.

These three goals have led, in turn, to more specific recommendations from prior studies for the area:

» Integrate both the urban and natural shoreline characteristics along the Root River

» Improve water quality within the Root River

» Share views of, and access to, the Root River

» Extend the city's urban pattern of complete streets and active blocks into the new Water Street neighborhood

» Eliminate large single-use surface parking lots, especially near the shoreline

» Create a strong and long-term property tax base

» Support diverse and integrated land uses that complement Racine's downtown

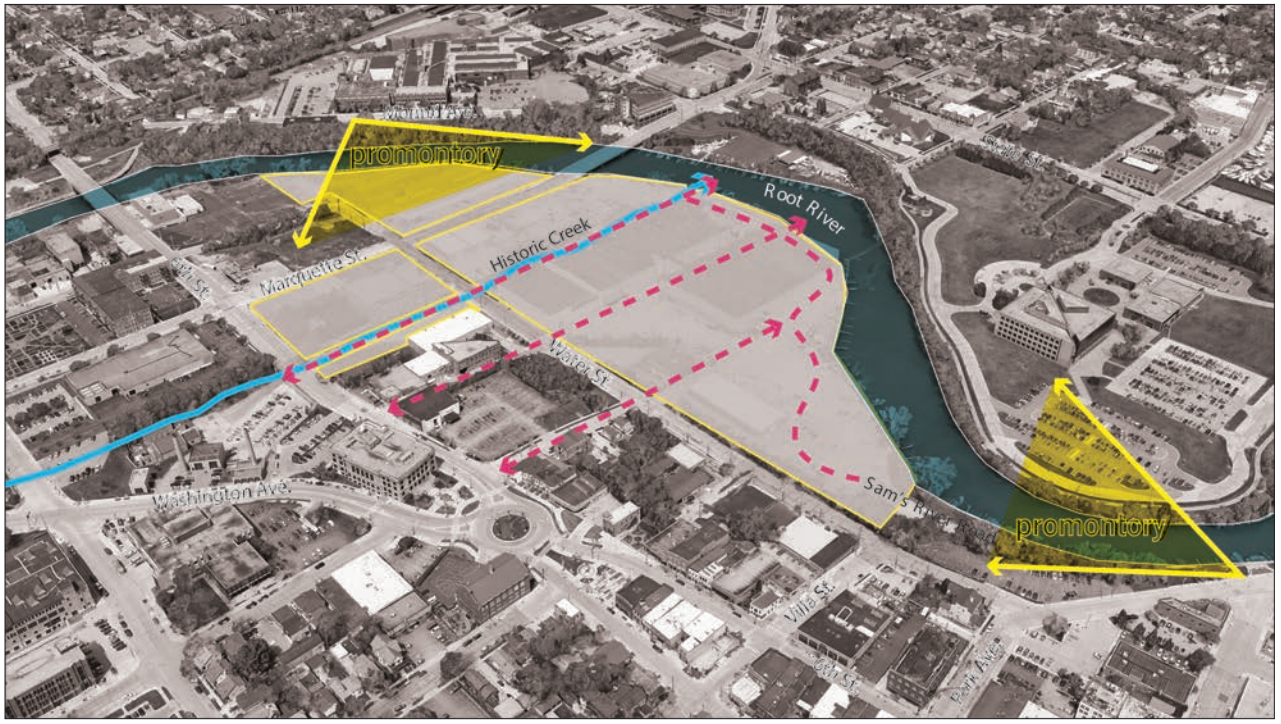


Figure 4. Site Assets of the Water Street area in Racine, Wisconsin
The Water Street area offers strong connections to existing infrastructure, downtown amenities, and waterfront views.

Provide Supporting Resources

Over the years, the City has acquired all land in what is now the Water Street area. The City completed demolition of on-site structures in the summer of 2018 and thereafter initiated this redevelopment plan. The newly created lots defined in this framework for private development total 16.65 acres, supported by streets, utilities, and public amenities that surround these parcels throughout the 27.5-acre area. The City will catalyze future land disposition through:

» Incremental redevelopment and phasing

» Contingency plans and negotiated resources

» Increased support offered to first-project developers or a long-term master developer

Available project financing resources for first-in developments include:

» Funds from an existing TID

» Badger State Opportunity Fund

» Other opportunity funds through an existing Opportunity Zone

» New Markets Tax Credits through CDEs

» City investment in [green] infrastructure, utilities, smart technologies, and other on-site amenities

These resources serve as the starting list for developers to discuss with City administration, administrators of opportunity funds, Community Development Entities (CDEs) for NMTC, etc. upon initial inquiry about potential site development.

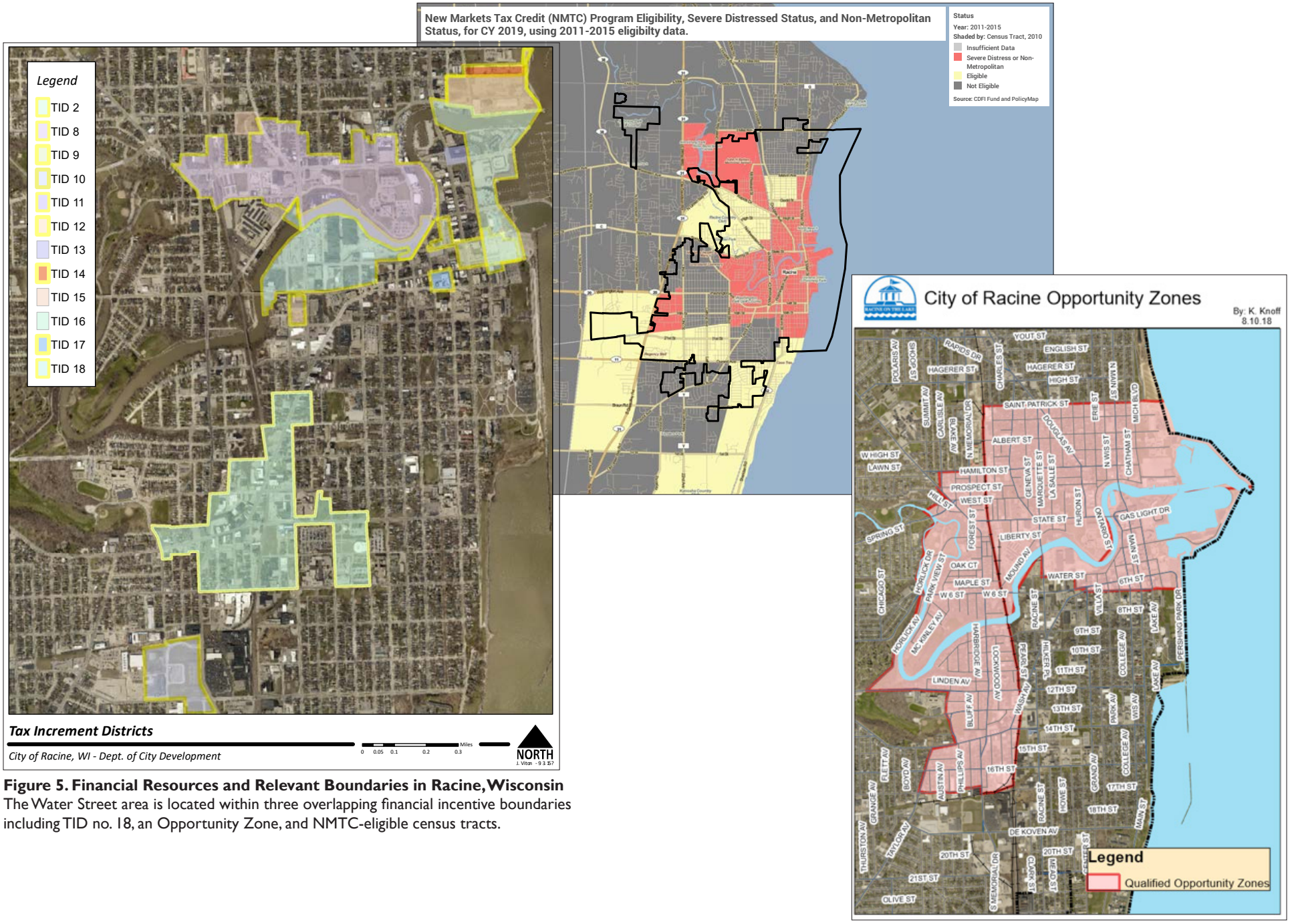


Figure 5. Financial Resources and Relevant Boundaries in Racine, Wisconsin
The Water Street area is located within three overlapping financial incentive boundaries including TID no. 18, an Opportunity Zone, and NMTC-eligible census tracts.

Make a Sustainable Urban Neighborhood

The City aims for new development that catalyzes a sustainable urban neighborhood with expanded economic opportunity, the preservation and reintroduction of natural features, and the social vitality and diversity of downtown. The City recognizes that there are different ways to create such development and wants to avoid suburban patterns of development with isolate uses that rely primarily on automobile traffic.

The 3500+ linear feet of shoreline border approximately 1/3 of the private parcel land area. Obtaining the best value for the community (and investors) requires maximizing visual and physical access to the Root River and environmental amenities by city-wide residents as well as those who move into new housing stock The system of streets, public places, and housing types proposed in this implementation framework provide:

- Walkable access to the Riverwalk and downtown shops
- Site lines along planned streets extending to the shoreline
- Green infrastructure such as biofiltration along the riverwalk and permeable pavers in on-street parking areas
- Diverse housing types, in terms of demographics, cost, and lifestyle
- Multiple investment opportunities that encourage economic diversity
- Opportunities for smaller businesses and stat-ups, to develop or maintain environmental features, public infrastructure, and other amenities
- Consumer support for expanded business in downtown and surrounding areas.

The illustrations in this document show many ways in which first-in developers can take advantage of the site's environmental value and initiate projects ranging from small townhomes to larger of multi-family housing. Some commercial office, retail, or mixed-use options may also be appropriate. The key to a sustainable urban neighborhood is to emphasize multi-modal transportation and access to amenities.

The Root River is a unique amenity for new redevelopment, especially given longstanding aspirations to improve water quality and establish a strong Riverwalk design for the entire community. The new Water Street neighborhood will embrace the river rather than turning its back to the river.

In addition, the environmental challenges carried from prior industrial users can be resolved by the City and developers through effective design. The urban designs and the recommendations for first-project investments are intended to minimize the initial costs of overcoming environmental challenges.

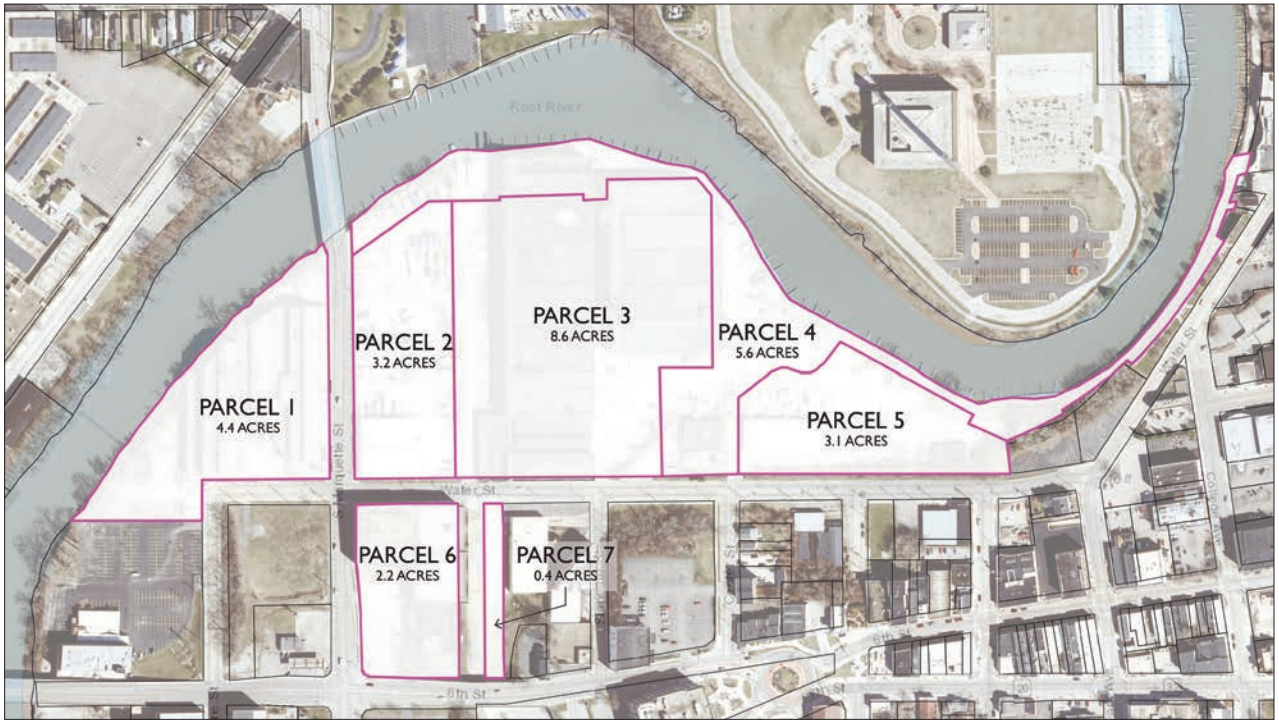


Figure 6. Existing Parcel and Ownership Map for Water Street area in Racine, Wisconsin
The entire Water Street area is owned and controlled by the City of Racine, CDA.
Parcel 1: Parcel ID 276000003542000; 526 Marquette Street
Parcel 2: Parcel ID 276000003541002; 1010 Water Street
Parcel 3: Parcel ID 276000003531005; 900 Water Street
Parcel 4: Parcel ID 276000003528002; 800 Water Street
Parcel 5: Parcel ID 276000003531006; 700 Water Street
Parcel 6: Parcel ID 276000003539000; 615 S Marquette Street
Parcel 7: Parcel ID 276000003532003; 922 6th Street

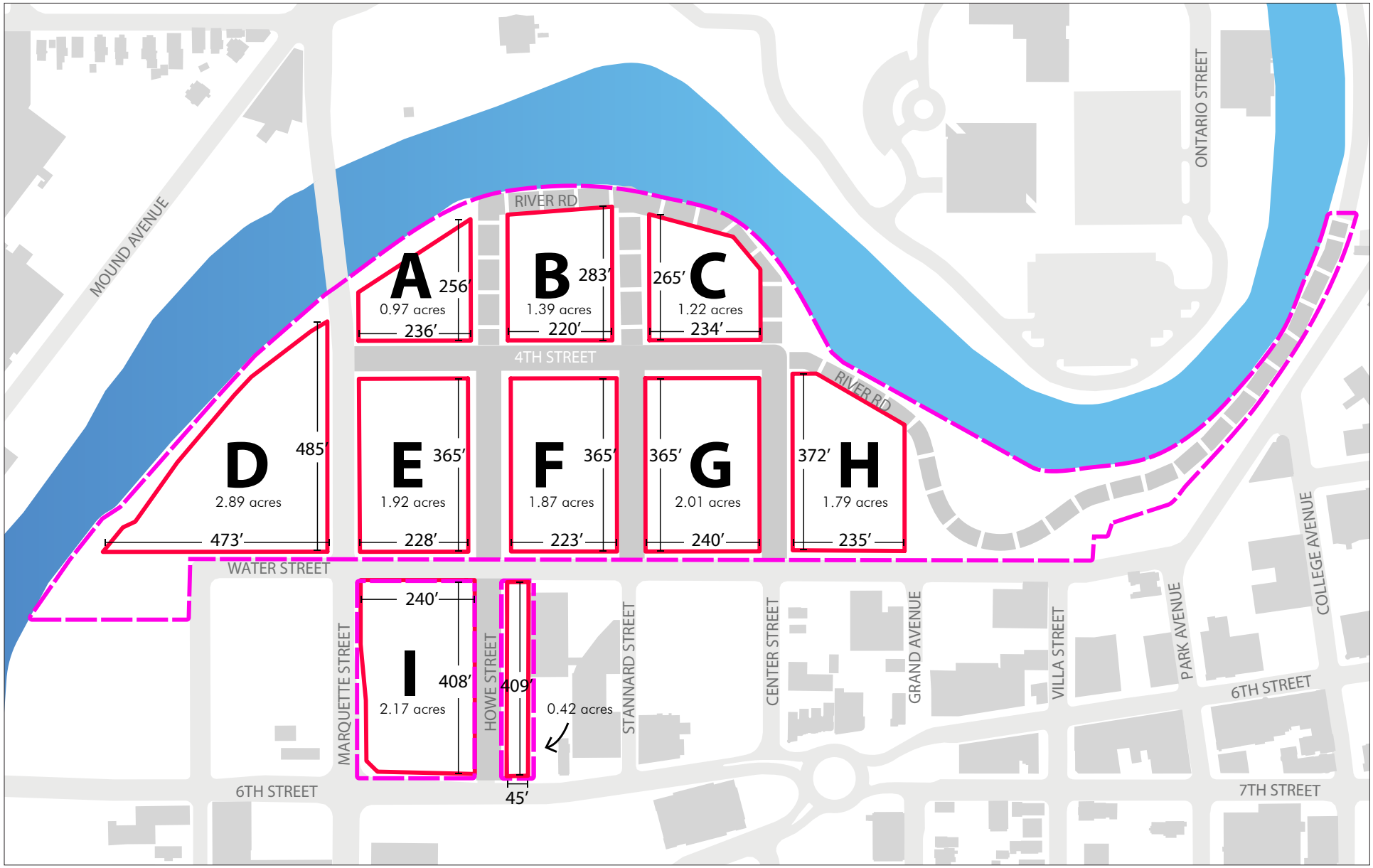


Figure 7. Water Street area Development Framework in Racine, Wisconsin

The Development Framework includes nine blocks comprising 16.65 acres of the total 27.5 acre area. Development can start on any block dependent on the investor's approach to the market and the risks. For example: block D may be a good place to have a small townhome community while block A might be best for commercial restaurant or entertainment uses; block H has excellent views and offers proximity to Main Street; and block I can capture retail traffic on Marquette street. As shown in the block and street guidelines (Table 1 and Table 2) townhomes and apartment/condos are allowed on all blocks within the planned infrastructure.

Keep Regulations Flexible

All City ordinances and public procedures will apply to the project. Regulations under City control, however, may be modified to accommodate development proposals that meet the goals and objectives of this development plan. At present, the Water Street area is zoned I-2 (General Industrial), B-4/FD (Central Business/Flex Development), and B-4 (Central Business). It is likely that the City will apply overlay zones and/or use planned development districts to assist in the development of the new Water Street neighborhood. The goal is to use public policy to increase the social, economic, and environmental value of redevelopment.

The City also will work with the developer to address issues and challenges presented by County and State regulations that impact the proposed projects. The degree and character of such flexibility will be aimed at meeting each developer's interests while keeping the City's goals for the neighborhood at the forefront.

Continue a System of Efficient Infrastructure

While complex, the existing infrastructure around the Water Street area offers many advantages. For example, the system of both existing and proposed streets and blocks for this site represents a logical continuation of the supportive street systems. Rights-of-way and accompanying utilities are well-located for traffic, underground utilities, and potential for neighborhood linkages to the surrounding areas. Detailed conditions regarding infrastructure, stormwater conveyance, and related utility systems are shown in this document.

Respond to the Economic Context: Past, Present & Future Markets

For decades the seven-county region that makes up southeastern Wisconsin has seen major investments in multi-family housing – but not in Racine County. The Water Street area is an opportunity to change that history. The proposed project fills a 'donut hole' in the city's fabric by creating a new residential redevelopment to capture an emerging market, alongside capturing some commercial opportunities. Comparable places along the Lake Michigan coastline have experienced the first signs of such changes to the north, south, and west. Market forecasts are difficult to pin down in Racine's unproven market. Yet with corporations continually announcing development plans along the I-94 innovation corridor, some growth is expected.

The multi-family market for Downtown Racine remains unconfirmed and expectations for the Water Street area vary. In acknowledging the unproven market, the City intends to support first-in development within the Water Street area. As an initial value proposition unfolds through a first-in development, the City expects more robust redevelopment interest as the investment community begins to forecast development returns.

More detailed market statistics about which types of housing may be most likely to fit, over time, into this emerging market are available from the City. In addition, the City has recently fielded proposals for new multi-family developments downtown. The City is ready to help developers craft their potential first-project investments to fit market niches for this proposed residential urban neighborhood with major environmental and social amenities.

Figure 8. Existing Zoning for the Water Street area in Racine, Wisconsin
I-2 (General Industrial); B-4/FD (Central Business/Flex Development); B-4 (Central Business)

Allow Redevelopment to Begin on Different Blocks or Parcels

This implementation framework allows for multiple urban design and redevelopment options that will help achieve the City's goals. All options fit within one infrastructure framework. The infrastructure framework encourages incremental redevelopment on a block-by-block or parcel-by-parcel basis while maintaining a fixed overall pattern.

Within this implementation plan, and fixed infrastructure framework, there are several blocks or parcels where development can begin. The first project should not restrict future opportunities and, at the same time, encourage continuing development. Each investor will see different combinations of solutions and offer different approaches. This framework has no preferred first project other than one that can be implemented quickly and effectively.

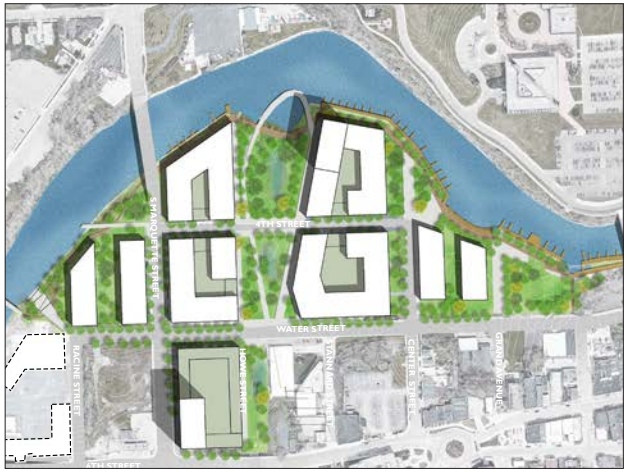
Utilize the Development Illustrations

Each of the development illustrations in the following figures show possible projects based on internal discussions, knowledge of redevelopment strategies, and existing physical conditions. Block and parcel building types from one illustration can easily be included in a different illustration. In this way, the following illustrations indicate that there are many development outcomes that can be created or accommodated within the same infrastructure framework.

Development Illustration One

Development Illustration Two

Development Illustration Three



Development Illustration Four

Figure 9. Development Illustrations of the Water Street area in Racine, Wisconsin

These illustrations show some of the many possible arrangements of building types within the proposed Development Framework. This plan assumes the Water Street area will be developed on a block-by-block or parcel-by-parcel basis. Each block or parcel is considered a standalone site. Over time, if development follows the guidelines in this report, Water Street will evolve into a cohesive neighborhood. More detailed explanation of these illustrations are shown in the next section of this document. As shown in the block and street guidelines (Table 1 and Table 2) townhomes and apartment/condos are allowed on all blocks within the planned infrastructure.

WHAT CAN THE FUTURE HOLD?

// Urban Design Concepts //

Development Illustration One: Mixed Building Types; Covered Parking

In this illustration the street and block system accommodates multiple building types on each block. Different building types fitting into a scenario of sequentially increasing market values – beginning with simple townhomes and ending with higher end apartments/condominiums. Key features include:

» More expensive apartments/condominiums are shown along the shoreline to maximize residential units with high value views.

» Apartments/condominiums along the shoreline supported by covered parking podiums.

» Low traffic streets include head-in parking to maximize off-street parking and eliminate the need for large surface parking lots.

» Public green spaces are intended to link all buildings to the shoreline and to improve the south edge of the area along Water Street.

» The shoreline edge remains active and offers City-wide access to residents from outside the neighborhood.

Development Illustration Two: Mixed Building Types; Surface Parking

The development pattern in this illustration is very similar to the Illustration One. The primary difference concerns the use of surface parking which is less expensive, but more visible. While the City does not prefer surface parking, it is understood that the cost of structured parking may be prohibitive and lead to the necessity of more surface parking. Key features in this illustration include:

» A major linear green spine along Howe Street links the shoreline to Water Street and City Hall.

» Location of surface parking in the block interior or screened along the street edge.

» A low-traffic street system includes parallel parking.

» A larger area for ground floor retail uses is located along Marquette Street south of the bridge.

» Here too, public green spaces are intended to link all buildings to the shoreline and to improve the south edge of the area along Water Street.

Development Illustration Three: Higher Density; Larger-Scale Buildings

While this document presumes that incremental redevelopment is most likely, there is a possibility that a single larger investment proposal – often called a "master redevelopment" concept – may emerge. This has occurred in other projects within southeastern Wisconsin. This concept assumes that the complete project, both buildings, and infrastructure, will be planned by a private sector entity in partnership with the City. Drawings that depict this approach are included in this report, not as more or less desirable, but simply as a recognized option. Key features include:

» A major destination public park linking the Shoreline to Sixth Street.

» Higher density residential structures, with options for commercial and entertainment uses.

» Parking structures used to accommodate the higher intensity of development.

» Other features consistent with a national recognized urban redevelopment project.

Development Illustration Four: Green Loop Amenity Neighborhood

Traditionally, an acclaimed practice for urban parks and natural areas has been the connection of public places with patterns connecting neighborhoods, districts and environmental amenities. Over time, these linked places become prestigious and increase the value of adjacent and surrounding real estate. Key features include:

» Development of a major public "destination" place linking the shoreline amenities to Water Street and Sixth Street. This would entail a separate public easement and investment.

» Increasing the perimeter of buildings (and therefore the number of residential units) that have a direct view of the shoreline or a visually appealing view of an environmental amenity.

» Making a memorable sequence of places that integrate the new neighborhood with the Sixth Street district with arts, entertainment, and other amenities.

» Linking the Root River southward, to Sixth Street such that persons on Sixth Street can see, use, and remember connections to the shoreline.

» Expanding the potential environmental diversity, inclusive of areas that can be used for managing water quality and stormwater flow.

» Expanding the range of social activities including more quiet intimate places as well as higher levels of activity (such as splash pads and playgrounds).

» Creating the range of residential development products by using more diverse site design options.

Figure 10. Development Illustration One: Mixed Building Types, Covered Parking for Water Street area in Racine, Wisconsin

A Townhouse – 2 to 3 stories, parking attached 2 car garage, some surface parking
B Townhouse – 2 story, parking detached 2 car garage
C Apartment/Condo – 3 to 4 stories, surface and covered parking
D Apartment/Condo – 3 to 5 stories, 1-2 story parking podiums, terrace
E Apartment/Commercial – 4 to 5 stories, 2 story parking ramp (3 levels of parking)
F Apartment/Condo, street retail (restaurant/entertainment), 3 to 4 stories, 1 story parking podium, terrace
G Apartment/Condominium & street level commercial (restaurant/entertainment) – 4 to 5 stories, 2 story parking podium with terrace

As shown in the block and street guidelines (Table 1 and Table 2) townhomes and apartment/condos are allowed on all blocks within the planned infrastructure.

Figure 11. Development Illustration Two: Mixed Building Types, Surface Parking for Water Street area in Racine, Wisconsin
This option presumes that the high cost of structured parking may necessitate more surface parking. In general the City intends to minimize surface parking but understand that it may be needed as depicted in this illustration. Much of this surface parking is located in the block interiors, or screened along the street edges.

A Townhouse – 2 story, parking attached 2 car garage
B Townhouse – 2 story, parking detached 2 car garage
C Apartment/Condo – 3 story, surface parking
D Apartment/Condo - street retail, 3 stories, surface parking
E Apartment/Commercial – 4 to 5 stories, 2 story parking structure (3 levels of parking)
F Commercial – restaurant/entertainment, surface parking

As shown in the block and street guidelines (Table 1 and Table 2) townhomes and apartment/condos are allowed on all blocks within the planned infrastructure.

Figure 12. Development Illustration Three: Higher Density; Larger Scale Buildings for Water Street area in Racine, Wisconsin

A Mid-rise Apartments/Condominiums
B Mixed use commercial and entertainment uses
C Destination park and amenities

Figure 13. Development Illustration Four: Green Loop Amenity Neighborhood for Water Street area in Racine, Wisconsin
This Development Illustration incorporates features from previous concepts and adds a looped park with amenities. This concept also opens additional residential units to views of the shoreline.

A Townhouse – 2 to 3 stories, parking attached 2 car garage, some surface parking
B Townhouse 6-plex – 3 stories, parking attached 2 car garages plus surface parking
C Apartment/condominium – 3 to 4 stories, 1 story parking podium, terrace
D Apartment/condominium – 3 to 5 stories, 1-2 story parking podium, terrace
E Apartment/commercial – 4 to 5 stories, 2 story parking ramp (3 levels of parking)
F Apartment/condo, street retail (restaurant/entertainment), 4 to 5 stories, 2 story parking podium, terrace

HOW CAN WE GET THERE?

// Site Development Guidelines //

As stated earlier, all City ordinances and public procedures will apply to the project. Regulations under City control, however, can be modified. Within that framework the City intends to work with a developer(s) to craft guidelines that maintain the City's goals while accommodating the unique needs of each project. For example, guidelines can be woven into the City's review and approval process through a zoning overlay, regulating plan, planned development district or similar procedural framework.

The process and outcomes needed to make the guidelines fit with proposed projects is part of the next steps as noted in the last section of this report. For now, the following guidelines are intentionally general. As developers come forward and the process unfolds, the City will determine the appropriate degree of specificity and flexibility.

Expand the Surrounding System of Streets & Blocks

Rationale: the City's system of streets and blocks determines the long-term impact and effectiveness of urban redevelopment. The street and block system are the single most important urban design decision for long term sustainability in terms of economics, environment, and social equity. Public streets and rights-of-way have a much longer life span than the individual buildings and their architectural character. Consequently, streets and blocks must be able to accommodate multiple changes in redevelopment and land use over decades. The following are desirable attributes for the street and block system, also described in the tables in this section:

» **1 The circulation system** should maximize the number of different pedestrian and vehicular routes to/from the downtown, the Root River and nearby arterials. Each block should have multiple options for gaining easy access to the surrounding neighborhood, downtown, and other key locations (in general, allowing just one point of access to/from each building is insufficient).

» **2 Each street cross-section** design should fit its unique circumstances including: Water Street; Marquette Street; new service lanes; shoreline circulation; and other rights-of-way among the various parcels. Some shared streets and circulation elements may have special use/management restrictions for seasonal operations and unique uses.

» **3 Key cross-section details** include: maintenance of setbacks along Marquette Street, redesign of the Water Street cross section to make the street more pedestrian friendly, provide substantial street parking, minimize the need for off-street surface parking, create public easements and rights-of-way along the shoreline and within the block structure.

» **4 Setbacks** on each block respond to the character of the immediate context (such as Marquette Street, the shoreline, Water Street). Building footprints are expected to adhere to build-to zones and to parking access locations and driveway locations. In a few isolated cases, building massing and heights are recommended.

» **5 Architectural styles**. Multiple architects should be engaged for different parcels and buildings to create authentic diversity over time. There are no specific aesthetic standards, but it is anticipated that once a general site design layout is determined, discussion will occur regarding overall architectural character and style in conformance with existing City regulations.

» **6 Views of environmental features** should be possible from buildings or streets on each block. Maximizing views from many places and buildings increases the economic and social value of the whole neighborhood, not just a few residential units and the area.

» **7 View sheds and easements** may be established along streets and circulation elements that connect to the Root River and their natural amenities and public places.

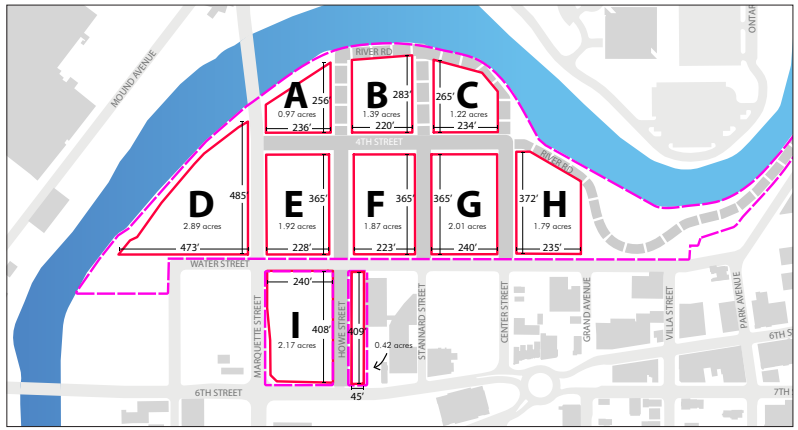
TABLE 1. BLOCK-BY-BLOCK AND STREET GUIDELINES Codification of block-by-block regulations will maintain a cohesive neighborhood development pattern. These recommendations are starting points for adopting a flexible regulatory framework for the area. These should be codified through the municipal departments engaged in planning, economic development, neighborhood improvements, public works, parks and recreation, and other units with relevant missions.

Block	North edge	East edge	South Edge	West edge	Building Types and Uses	Minimum Building Height	Off street parking	Potential for Initial start-up
A	Riverwalk as shown in plan; Active ground-level design fronting Riverwalk	Vehicle access to block; Shared street; Green infrastructure	Pedestrian-friendly, active ground-level design; Vehicle access to block	10' building setback; Gateway building design	Townhomes or Apartments (rental or condo)	Three stories on shoreline	All large surface parking screening from street and Riverwalk	Restaurant or entertainment use visible from Marquette
B	Riverwalk as shown in plan	Vehicle access to block; Shared street	Complete street; Pedestrian-friendly ground-level design	Vehicle access to block; Shared street; Green infrastructure	Townhomes or Apartments (rental or condo)	Three stories on shoreline	All large surface parking screening from street and Riverwalk	Strong views and amenities after Riverwalk installed
C	Riverwalk as shown in plan	Riverwalk as shown in plan; Gateway building design	Complete street; Pedestrian-friendly ground-level design	Vehicle access to block; Shared street	Townhomes or Apartments (rental or condo)	Three stories on shoreline	All large surface parking screening from street and Riverwalk	Strong views and amenities after Riverwalk installed
D	Riverwalk as shown in plan	10' building setback; build-to-zone	Minimize setback	Riverwalk as shown in plan	Townhomes or Apartments (rental or condo)	Three stories on shoreline	All large surface parking screening from street and Riverwalk	Townhomes, no below grade construction
E	Complete street; Pedestrian-friendly ground-level design	Complete street; Vehicle access to block	Urban hardscape, public space; Gateway building design	Urban hardscape, public space; Gateway building design; Vehicle access to block	Townhomes or Apartments (rental or condo); Commercial	Two stories	Mid block parking, screening from street preferred	Townhomes, no below grade construction
F	Complete street; Vehicle access to block	Complete street; Vehicle access to block	Setback for continuous gardens, build-to-zone	Complete street; Vehicle access to block	Townhomes or Apartments (rental or condo)	Two stories	Mid block parking, screening from street preferred	Townhomes, no below grade construction, south setback
G	Complete street; Vehicle access to block	Complete street; Vehicle access to block	Setback for continuous gardens, build-to-zone	Complete street; Vehicle access to block	Townhomes or Apartments (rental or condo)	Two stories	Mid block parking, screening from street preferred	Townhomes, no below grade construction, south setback
H	Riverwalk as shown in plan	Riverwalk as shown in plan; Gateway building design	Setback for continuous gardens, build-to-zone	Complete street; Vehicle access to block	Townhomes or Apartments (rental or condo); Commercial (office or retail)	Three stories on shoreline	No large surface lot facing shoreline	Apartments/condominiums near downtown, Commercial, strong views and amenities
I	Urban hardscape, public space; Gateway building design	Ground level activation with outdoor seating adjacent to pedestrian promenade	Urban hardscape, public space; Gateway building design	Vehicle access to block; Urban hardscape, public space; Gateway building design	Townhomes or Apartments (rental or condo); Commercial	Three stories on Sixth Street	All large surface parking screening from street and Riverwalk	Mixed use along Sixth Street, sloped site for structured parking

STREET	Right-of-way	Drive lanes	On-street parking	Pedestrian Facilities	Bicycle Facilities	Street Type and Character	Use of Easements	Setback (ROW to building face)
Shoreline and Riverwalk	River edge to ROW varies, 40'-60'	10'-11' drive lanes (2); access only	No parking except for access, emergencies, and service	5'-8' path along building edges; 10' boardwalk along river	Varies in different areas (12' shared use path and 22' shared street)	Shared street, narrow, continuous paving, curbless, includes both urban hardscape and naturalized areas	Where needed to ensure public access and views	Typically 10' from edge of ROW
4th Street (new)	60'-80' depending on parking pattern	13'-14' shared lanes (2)	Visitor and assigned resident parking (head-in or angled)	5' sidewalk with 5' terrace	Shared lane marking	Complete street; Clear vistas towards the river	Possible use for parking access	0'-10'
Marquette Street	Existing - no change	Existing - no change	None Existing - no change	Existing - no change	None	Business arterial	Where needed to ensure public access and views	10'-20'
Howe Street (new)	80'-120' depending on public place design	10'-12' drive lanes (2)	Visitor and assigned resident parking (head-in, angled, or parallel)	5' sidewalk with 5' terrace; Optional off-street shared use path within public space	Optional off-street shared use path within public space	Boulevard/park street emphasizing pedestrian/bicycle movements and green infrastructure, but allowing vehicular movement for residents and visitors	View/Access easements if ROW is removed	0'-10'
Stannard Street (new)	60'-80' depending on parking pattern	10'-12' drive lanes (2)	Visitor and assigned resident parking (head-in, angled, or parallel)	5' sidewalk with 5' terrace	None	North of 4th: Shared street, continuous paving, curbless; South of 4th: Complete street	View/Access easements if ROW is removed	0'-10'
Center Street (new)	60'-80' depending on parking pattern	10'-12' drive lanes (2)	Visitor and assigned resident parking (head-in, angled, or parallel)	5' sidewalk with 5' terrace	None	North of 4th: Shared street, continuous paving, curbless; South of 4th: Complete street	View/Access easements if ROW is removed	0'-10'
Grand Avenue (new)	30'-60' depending on reservations for future use	Pedestrian walkway only; possible emergency access	None	40' pedestrian promenade with plantings and seating	None	Pedestrian promenade with outdoor seating for adjacent uses; Continuation of Riverwalk and Shoreline concepts	Where needed to ensure public access and views	0'-10'
Water Street	Existing - no change	Existing - no change	Existing - no change	5' sidewalk with 5' terrace on north side; Optional off-street shared use path within public space	Shared lane marking	Complete street or "green street" with green infrastructure and gardens	50' public/utility easement along Block H	20' (blocks D, F, G); 50' (block H); 5'-30' (blocks E, I)

TABLE 2. STREET GUIDELINES Street guidelines should also be codified. However, since streets are typically the responsibility of the City, these guidelines should be adopted in the form of street standards to be used for design development. The responsibility for these standards will rest primarily with public works, but may also involve other departments.

BLOCK KEY



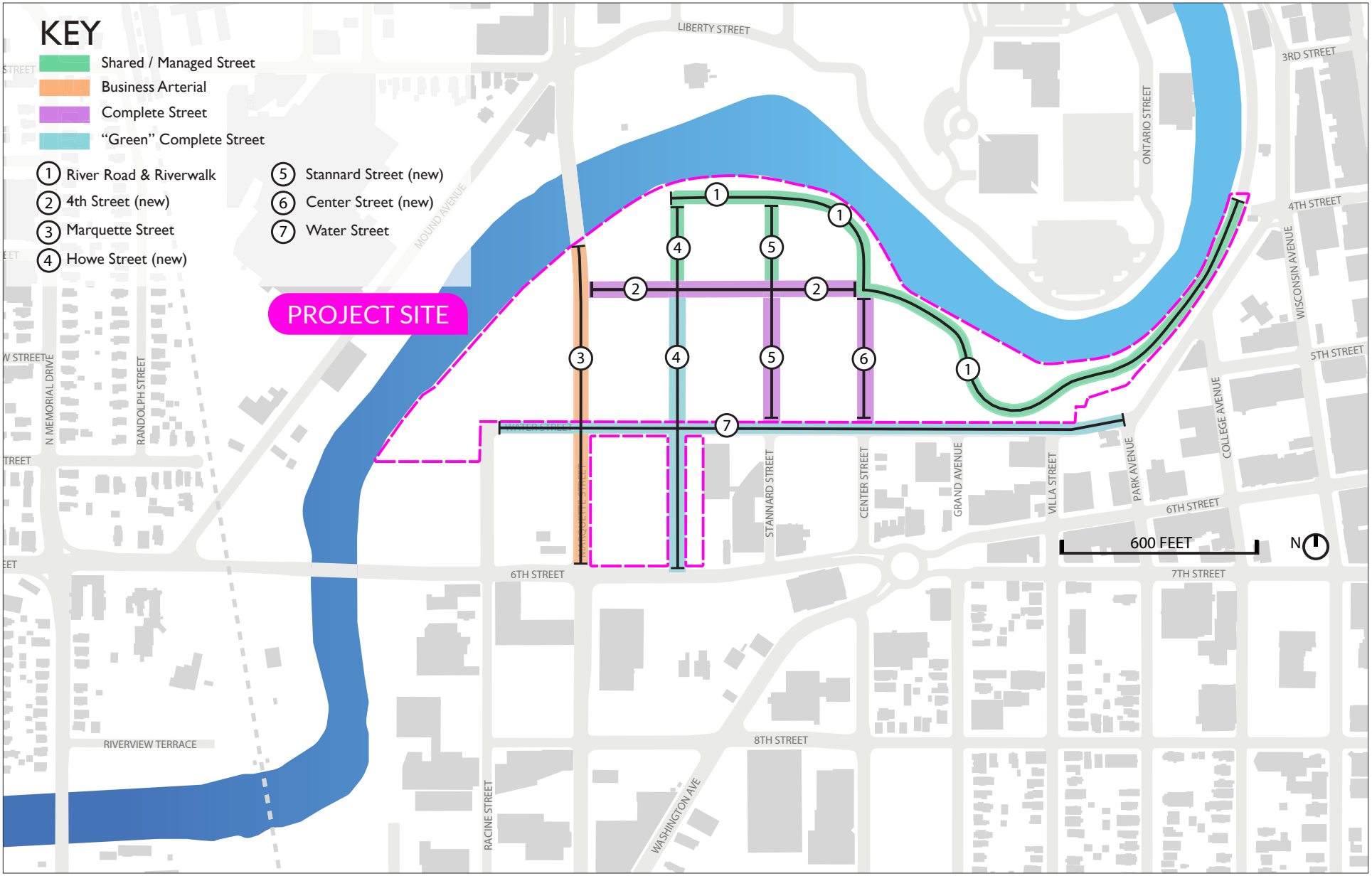


Figure 14. Proposed Circulation Facilities in the Water Street area in Racine, Wisconsin
Proposed street ROW as described in Table 2 with intended design character of each

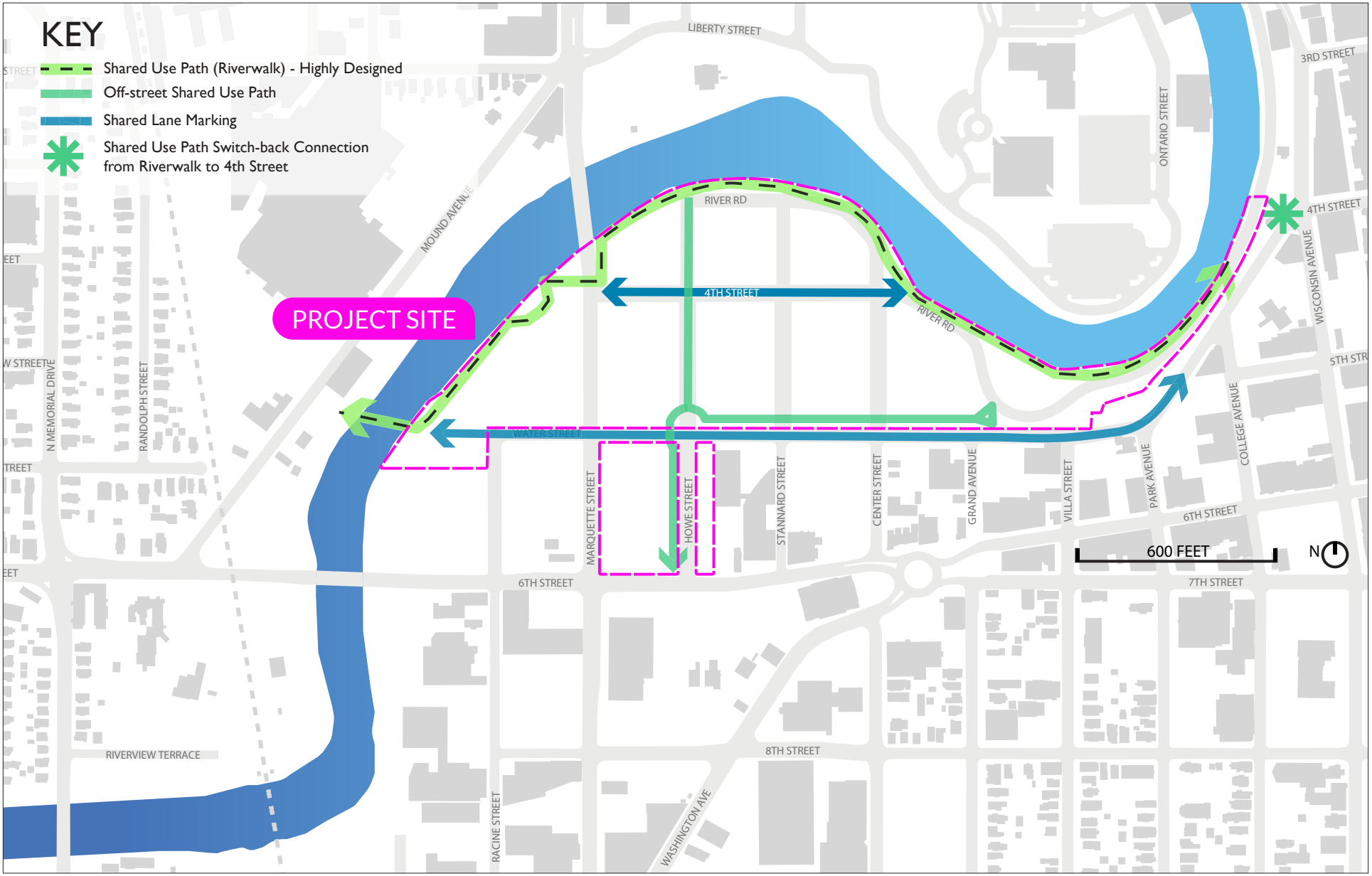


Figure 15. Proposed Bicycle Facilities in the Water Street area in Racine, Wisconsin
Proposed pedestrian and bicycle facilities (all new streets to include sidewalks)

Create a Riverwalk that Integrates Both Urban & Natural Characteristics

Rationale: the shoreline should be a combination of strong urban and natural environmental features. These guidelines may be changed due to negotiations with investors. Engineering and construction concepts must reflect modest public expenditures and lower maintenance costs and consistency with available resources. Preferred attributes for the Riverwalk include:

» **8 Seawall cross sections** with abutting pathways (pedestrians and bicycles) along the edge.

» **9 Location of natural environmental features** at key locations based on topography, views, and accessibility.

» **10 Public places** should increase potential interaction with residents of the site and surrounding areas. This includes informal gathering places where visitors who do not live on the site are likely to feel comfortable and welcome to the shoreline.

» **11 Use of attractive paving materials,** especially for creating multi-use options for parking areas (such as social gatherings, markets, and outdoor displays).

» **12 Public piers and docks** for use by neighborhood residents as well as visitors who might wish to launch a canoe or kayak.

» **13 Modest parking options** along streets and circulation paths, without creating overly large parking lots to ensure easy access for persons residing or working outside the immediate ares.

» **14 Linkage** to the planned switchback path from the Riverwalk to downtown.

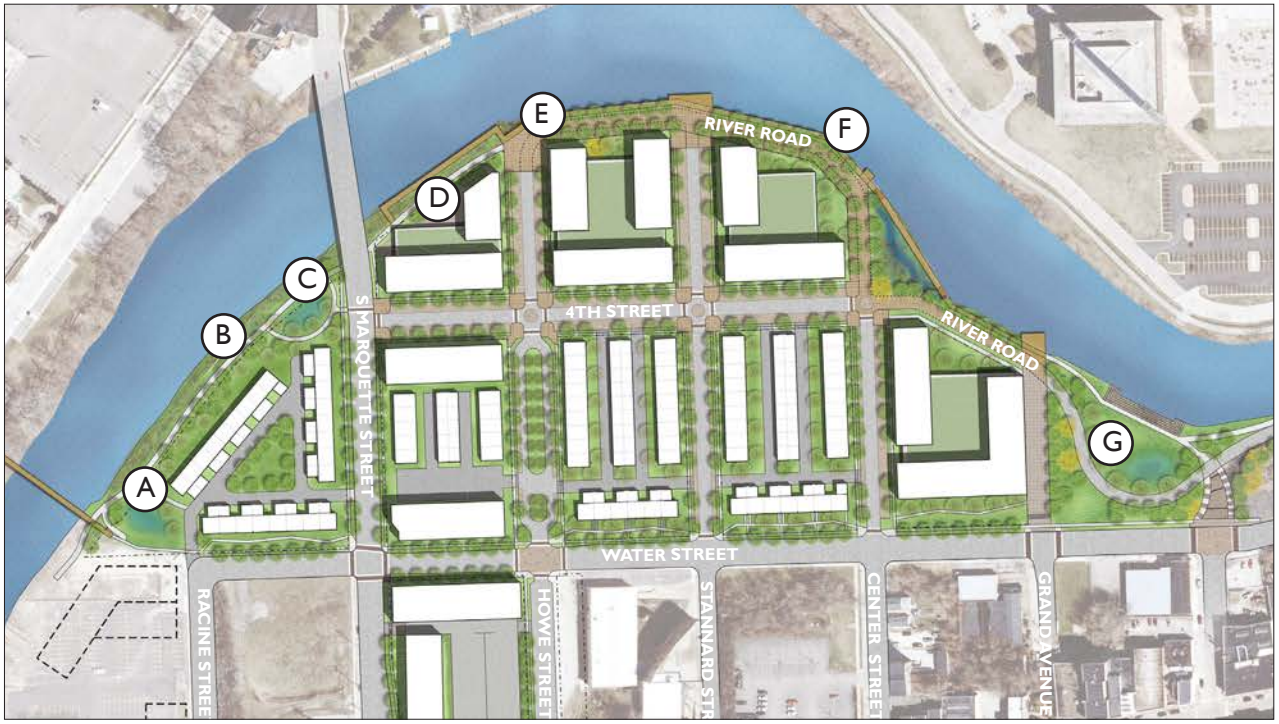


Figure 16. Illustration of Shoreline Plan and Guidelines for the Water Street area in Racine, Wisconsin
This illustration shows shoreline features, with both urban and natural components, connected by the Riverwalk. The plan maximizes views, amenities, and diverse experiences, without sacrificing buildable area. Key:
A Small open grassland with native planting and bio-retention facilities; public entry area to the reconstructed pedestrian bridge
B Naturalized shoreline with required setback, native plantings, bio-filtration facilities, and front yards
C Public place visible from Marquette, possible bio-retention facilities; small open park structure, crosswalk to east
D Urban plaza next to commercial restaurant, seawall, shared parking and activity place
E Naturalized area, steps to the water, shared public amenity, stormwater feature at creek outflow point, piers
F Urban seawall, casual public seating, shared narrow street, native plantings, overlooks
G Destination park, shared public place, native plantings, bio-retention facilities, park building

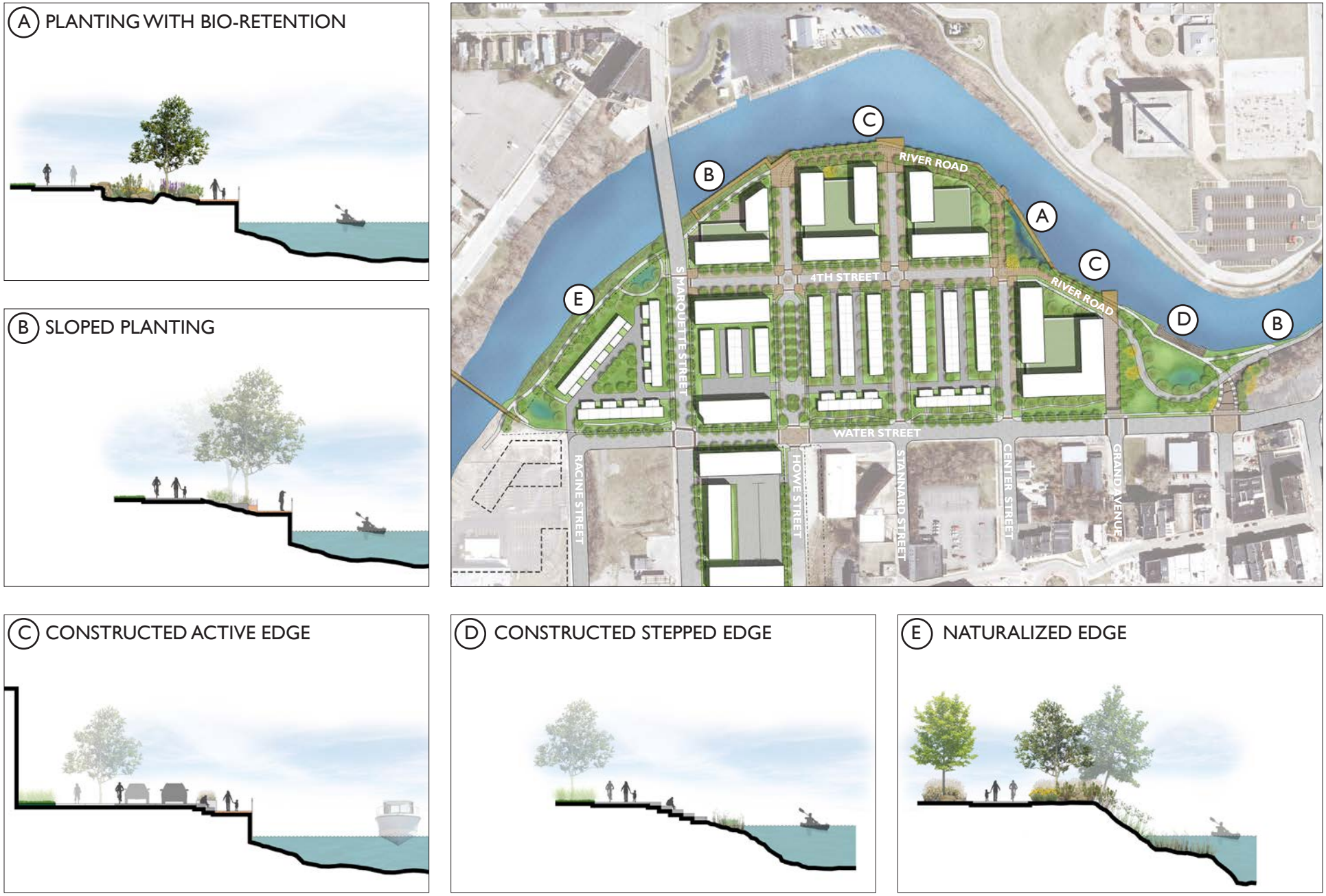


Figure 17. Illustrations of Riverwalk and Shoreline Cross-section Guidelines for Water Street area in Racine, Wisconsin

Create A Shared, Multi-Use Street for the Neighborhood Along the Shoreline

Rationale: Regular city streets, along a shoreline, can become impediments to enjoying the public edge of the water. At the same time, shorelines with no vehicular access often become the exclusive territory of the private, property owners rather than the general public. The solution is to create narrow, walkable, multi-use streets which provide modest public access to insure diversity and inclusive use, but do not accommodate a traffic pattern that makes them less visually appealing. Preferred attributes for a Shared Street include:

- **15 Easily managed street entrances** that allow the street to be closed or open depending upon public use patterns that will evolve over time
- **16 Narrow lanes without surface parking,** which slow traffic such that it is used primarily as a service lane for deliveries, emergencies, and security without through-traffic
- **17 Use of visually appealing paving** materials that harmonize, but still differentiate, drive lanes, parking, and walking, and bicycling
- **18 Trees, benches, bollards** and other items which create strong signals to drivers that this is an area only for slow traffic.

Figure 18. Examples of Shared Streets for the Water Street area in Racine, Wisconsin
RIGHT TOP: Photograph from Copenhagen (1990s) show a shared riverfront street, with a flush paved surface along the shoreline with new housing
RIGHT CENTER: Shorelines should be attractive at nighttime with moderate lighting from streetlights as well as light cast from the interiors of residential units
BOTTOM RIGHT & CENTER: photographs of typical Amsterdam waterfront street with diverse architecture, decorative street paving, bollards, street parking need not be included
BOTTOM LEFT: Google street view of contemporary waterfront shared street in Copenhagen - narrow, no parking, attractive pavement, no curbs, amenities

Create Diverse Public Places and Environments

Rationale: the City offers an exceptional array of public places including parks, plazas, and smaller places that add character to neighborhoods throughout the City. The proposed Water Street neighborhood has numerous locations where new public places can be created effectively and efficiently. Preferred attributes for public places include:

» **19 Smaller public amenities** should be located throughout the Project Site inclusive of native plantings and small garden features supportive of environmental sustainability. This includes plantings on private and public property.

» **20 Larger public places** (with different styles and materials) should be created for spontaneous and non-programmed uses for social and family activity. Places should facilitate activity at different times of the year and different seasons.

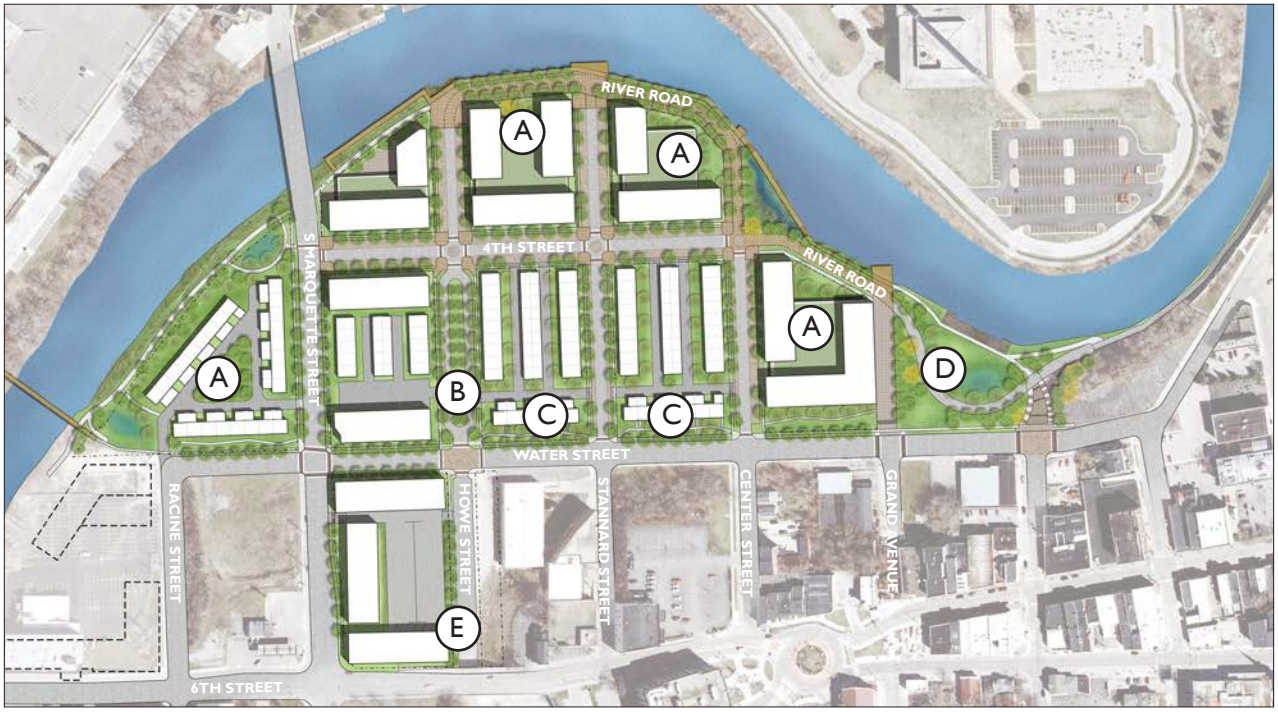
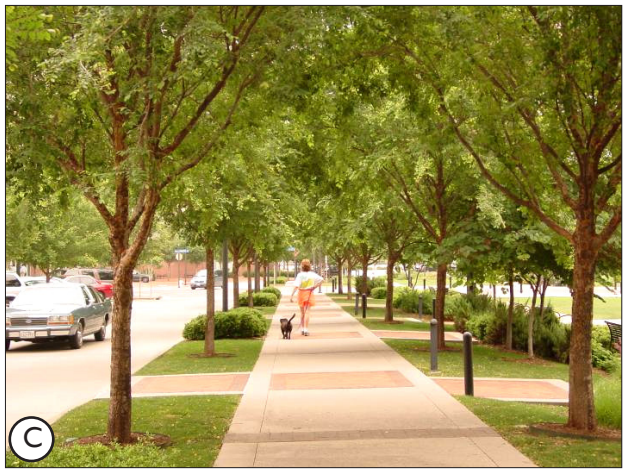


Figure 19. Illustration of Concepts for Public Places in the Water Street area in Racine, Wisconsin
Any of these concepts for public places can be adapted to fit into any of the three development illustrations shown previously,
A Semi-public residential spaces that contain amenities for residential tenants
B Residential boulevard that creates a more appealing place for new townhomes, serves as a potential stormwater conveyance, calms traffic, and leads directly to the shoreline
C Linear park of linked garden areas, that creates a high value amenity along Water Street on land that cannot be built upon due to underground utilities
D Destination park space (utilities below grade) that becomes a "nexus" where the Root River, downtown, and Water street come together with appealing topography and views
E Terraced natural planting areas that fit the slope from Sixth Street down to the underpass with stormwater options



Link Public Places in a Loop

Rationale: traditionally, one of the most acclaimed practices for urban parks and natural areas has been the connection of public places with patterns connecting neighborhoods, districts and environmental amenities. Over time, these linked places become prestigious and increase the property value of adjacent and surrounding real estate.

One of most well known precedents, applicable to the Water Street neighborhood, is Olmsted's plan for the Boston Fens. Although larger in scale, this framework links both picturesque and formal landscapes in a pattern that weaves through multiple neighborhoods. The Fens also includes a broad diversity of environments and experiences. Preferred attributes of public places loop include:

» **21 A major public "destination"** place linking the shoreline amenities to Water Street and Sixth Street. This would entail a separate public easement and investment.

» **22 A sequence of places** that integrate the new neighborhood with the Sixth Street district with arts, entertainment, and other amenities.

» **23 Link the Root River to Sixth Street** such that persons on Sixth Street see, use, and remember connections to the shoreline.

» **24 Create environmental diversity**, inclusive of areas that can be used for managing water quality and stormwater flow.

» **25 Create experiential diversity** such as quiet intimate places as well as higher levels of social activity such as splash pads and playgrounds.

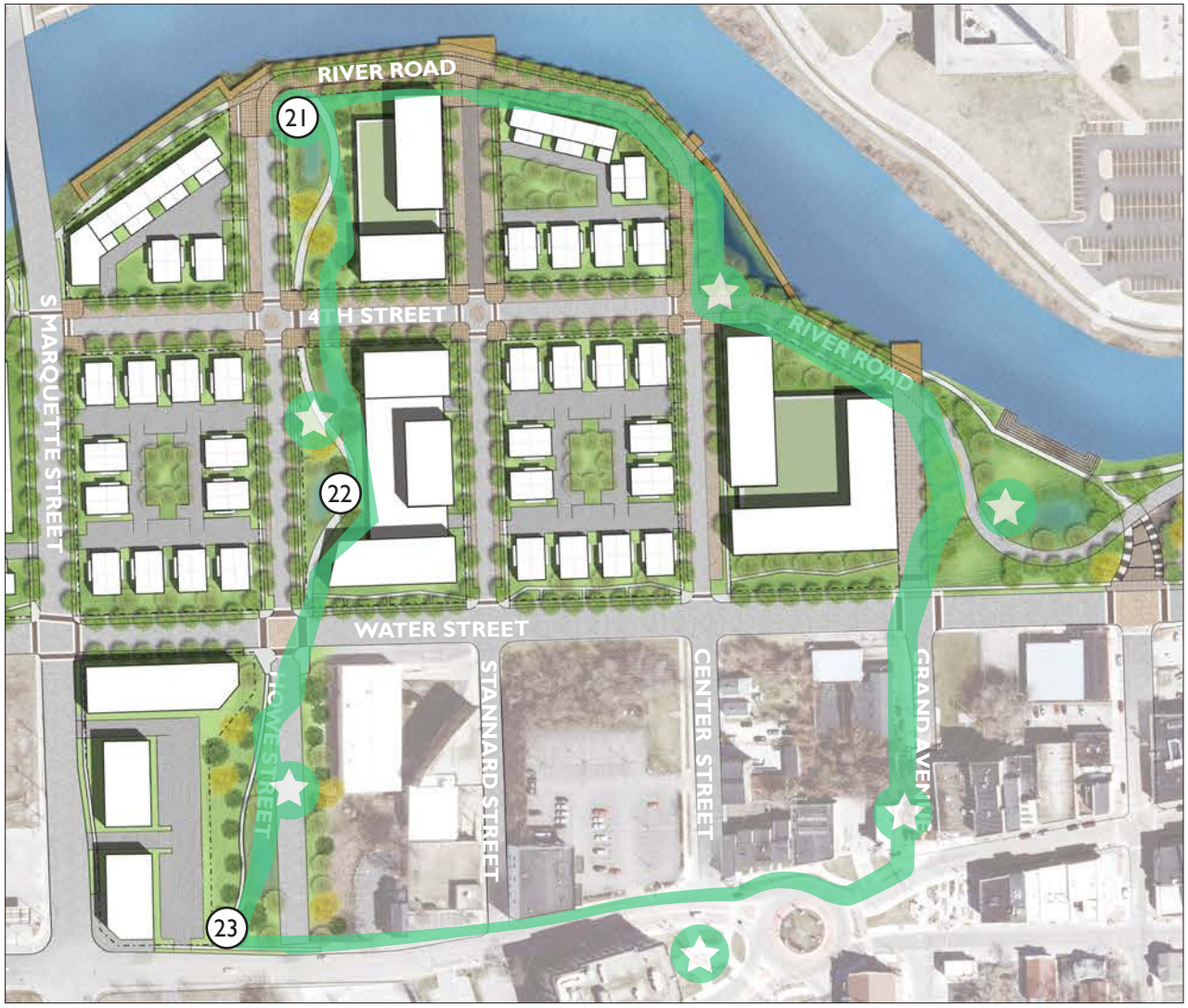


Figure 20. Location of potential features for a Green Loop Neighborhood in the Water Street area in Racine, Wisconsin
(see text for description of numbered items)

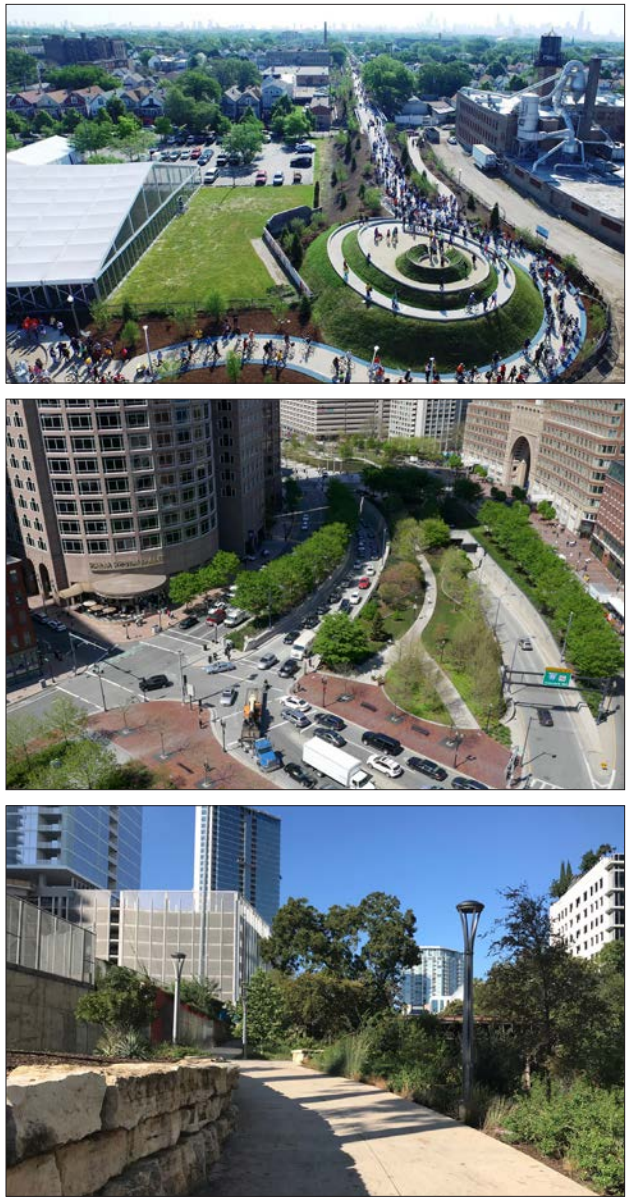


Figure 21. Precedent Linear Parks
(TOP) The 606, Chicago, IL.
(MIDDLE) The Rose Kennedy Greenway, Boston, MA.
(BOTTOM) Shoal Creek Trail, Austin, Texas.

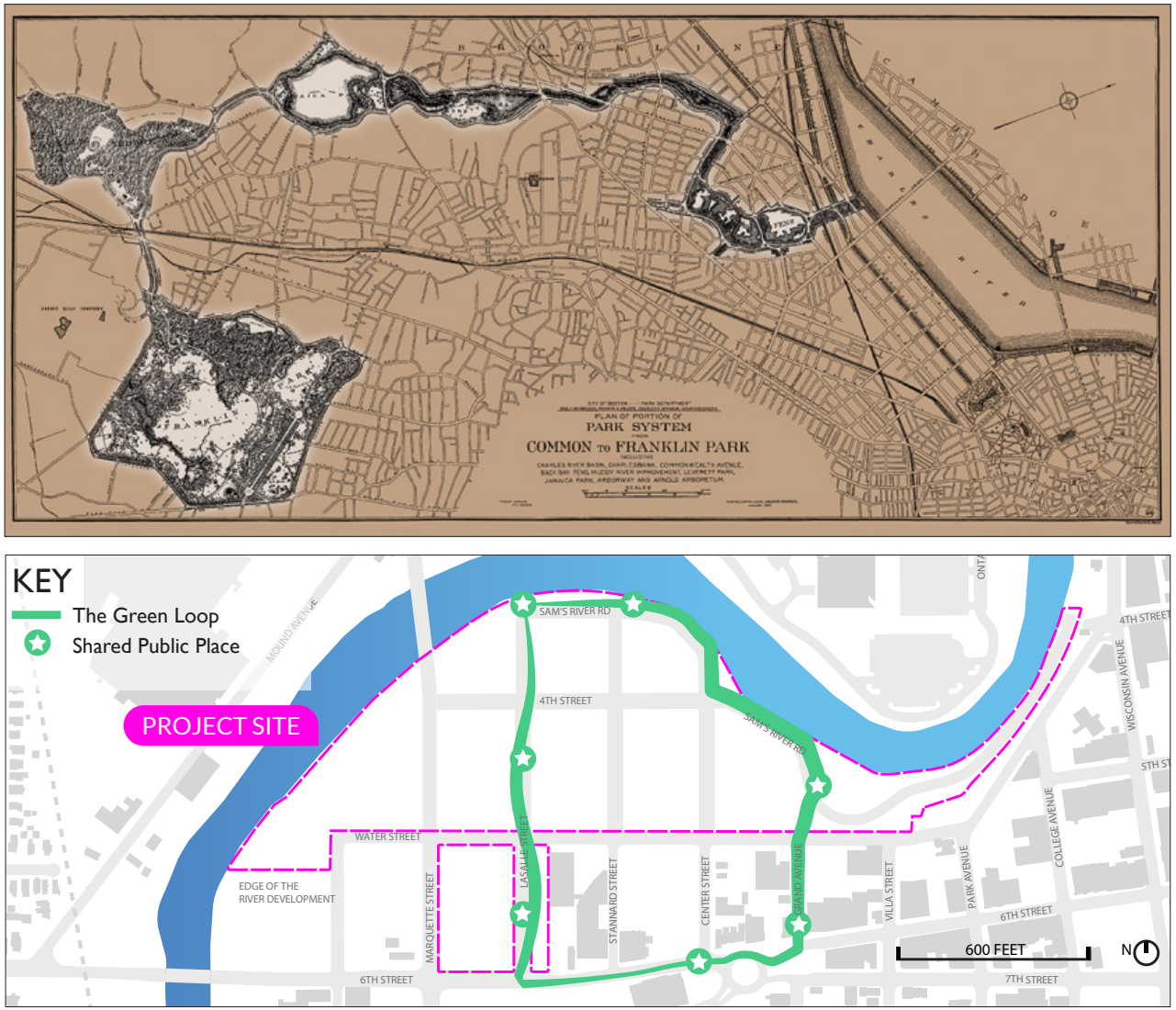


Figure 22. Sample Precedent for Linked Park Amenities in the Water Street area: Boston Fens
(TOP) The Boston Fens is a useful model of the "emerald necklace" idea popularized by Olmsted and others in the early 20th Century. It consists of diverse natural and formal park spaces linking together multiple neighborhoods, amenities and experiences. (BOTTOM) The proposed street and block pattern for the Project Site should embrace a variety of public places and activities that link the new neighborhood and existing development.

WHAT'S HERE TODAY?

// Existing Physical Conditions //

Redevelopment in the Water Street area must respond to existing physical conditions typical of urban land: topography; soil conditions; environmental constraints; shoreline conditions; stormwater infrastructure; utilities; rights-of-way; and agency regulations. This section provides an overview of these conditions. Details are available from the City for investors, designers, and developers seeking more information.

How was this area developed?

In prior decades this area included manufacturing and industrial sites which were necessarily inconsistent with the street systems in adjacent residential neighborhoods. These industrial activities had enormous value, but their demise created a "hole" in the city fabric. The plans shown in this report generally reverse that existing condition and now follow the geometry derived from streets and blocks in the surrounding area. The intent is to fill the "hole" with a new neighborhood following the grain and fabric of the surrounding city. That is, the new redevelopment pattern shown for the urban design concepts is intended to avoid the prior large-block configuration and, instead, use an urban model.

Streets, Circulation, & Rights-Of-Way

No streets currently exist within the northern core of the Water Street area. Marquette Street and Water Street touch the area and are capable of handling proposed redevelopment at initial project sites. The City looks to reconstruct portions of Water Street to include a number of pedestrian-friendly design elements (sidewalks on north side that currently do not exist, intersection curb

Figure 23. Existing Site Photographs, Water Street area in Racine, Wisconsin
(LEFT) Water Street and Stannard Street looking east; (RIGHT) Seawall looking west

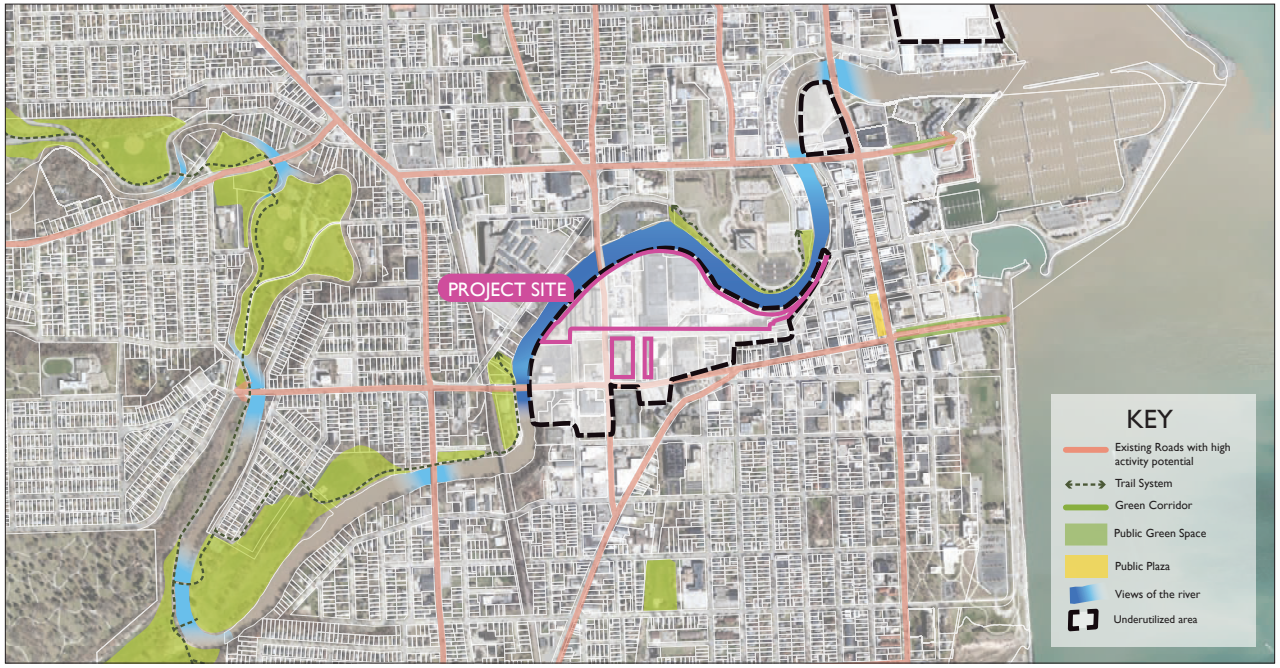


Figure 24. Planning context & Urban Form of the Water Street area in Racine, Wisconsin
This map shows how the projects site, which was once a center for manufacturing land uses and jobs has been lost and now represents an opportunity to reconnect many of the different areas, subareas, corridors, neighborhoods, and other uses that comprise the system of streets and blocks bordering the Root River.

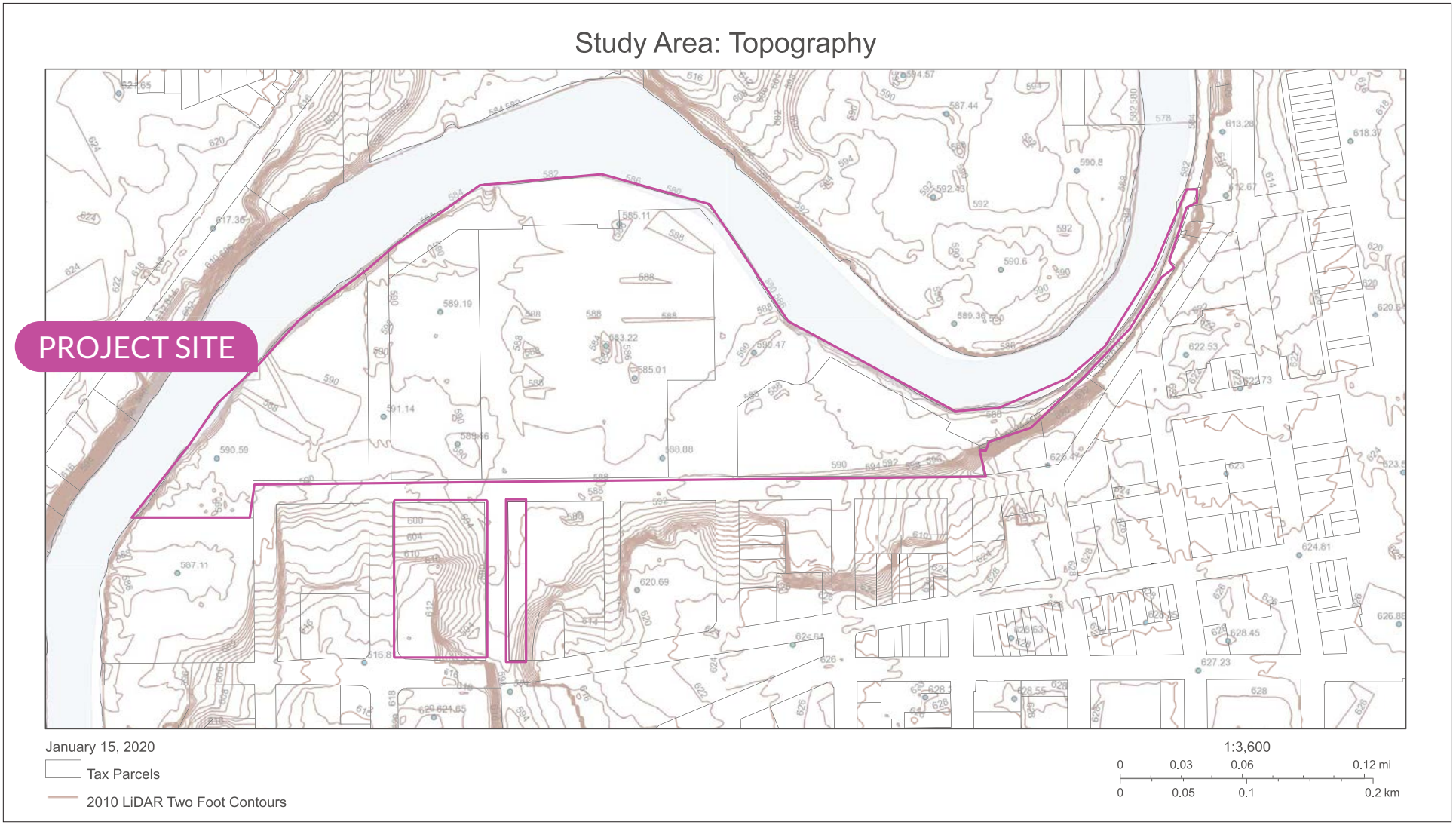


Figure 25. Topographic Map of the Water Street area in Racine, Wisconsin

extensions, crosswalks). The new redevelopment pattern shown in the development illustrations is intended to extend the downtown street grid into the site. New streets within the area will be publicly dedicated rights-of-way varying from 60'-80' in width and include bicycle, pedestrian, and vehicular movements. In addition to street circulation, pedestrian circulation will be accomplished through the extension of the city's riverwalk to the east of the Water Street area.

Topography

The Water Street area is generally flat in elevation with the exception of Block I and east of Block H. The highest point in the Water Street area is 618' above sea level. The lowest point is 580' above sea level. The average site elevation is 588' above sea level with quick drops in topography occurring along the river edge. The change in topography on Block I creates design opportunities not available on other sites (concealed parking and increased views towards the river). See exhibit Figure 25.

Environmental Conditions

The environmental condition of the Water Street properties is well understood. All Blocks are expected to receive regulatory case closure in 2020 or 2021, pending some planned remedial actions. All expected case closures will include 'continuing obligations' that are common to urban redevelopment sites in Wisconsin. The case closures will be protective of the environment and human health. Redevelopment of any of the parcels will require at least two regulatory approvals, a cap modification approval and a historic fill exemption, each of which is commonly approved by the Wisconsin Department of Natural Resources (the "WDNR"), and collectively will establish amended continuing obligations that will ensure the new development is protective of the new land use.

Overview

Each of the Water Street properties was investigated with Phase I and Phase II investigations. In addition, all but Block D were subject to at least one Site Investigation and several Blocks received additional supplementary investigations of specific issues presented, such as vapor assessments, tank closure assessments and localized remedial investigations. Localized remedial excavations were performed in several Blocks and additional remedial excavations are planned to be conducted by the City on Blocks F, G, H and I in 2020.

Most of the properties have a layer of historic fill that should be assumed to be lightly contaminated with PAHs and metals to varying degrees. The accepted remedial method is to leave the fill in place and cover or "cap" it with a protective barrier of soil, pavement, building foundation/slab, crushed stone or crushed concrete. Currently, the properties are capped with a minimum 12" thick layer of crushed concrete, which is sufficient to obtain case closure for vacant land.

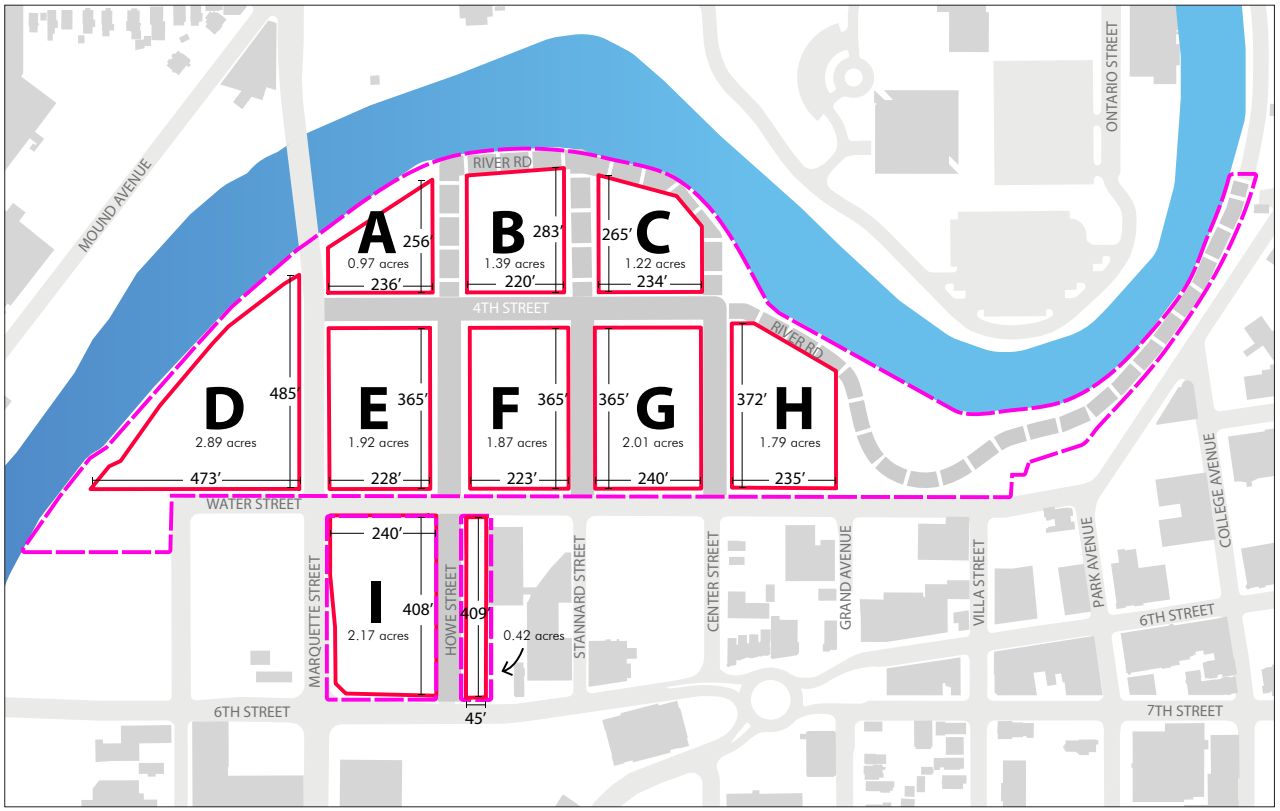


Figure 26. Development Framework Block ID, Water Street area in Racine, Wisconsin

In January 2020, the results of investigation were discussed in detail with the WDNR along with needed additional investigation, proposed remedial actions and appropriate case closure provisions. While specific localized issues will continue to be addressed as required for case closure until case closure is granted, the expectations for case closure have been clarified and are being documented.

The expected case closures will contain continuing obligations to require the landowner to maintain a barrier or cap and notify WDNR prior to disturbing the cap. Before grading or construction may commence, the developer will need to obtain a WDNR cap modification approval and exemption to construct on a historic fill site. The various regulatory requirements, approvals and exemptions are all common in Wisconsin. The approvals and exemption are obtained by applying to the WDNR using provided forms together with development-specific supplementary materials that demonstrate the specific development is sufficiently protective of human health and safety given the environmental conditions of the development parcel, the features of the proposed development and the nature of the post-development land use.

The WDNR approvals will contain specific conditions of development. These conditions will include handling soil which is excavated in accordance with an approved soils management plan (which may allow for on-site repositioning in addition to off-site disposal) and assuring each proposed development addresses the direct contact, vapor and groundwater 'pathways' in a manner that is sufficiently protective of human health and safety given the proposed new land use. Based on the investigations to date, the planned additional remedial excavations and the expectation of commercial or multi-family residential land use, the only expected requirements of the cap modification approvals are soil management, potable well prohibition, and capping to prevent direct contact with the historic fill and subsoil. A vapor mitigation requirement is not currently expected for any of the Blocks. However, sub-grade and lower level parking structures are accepted and commonly approved as vapor mitigation techniques suitable for residential and commercial buildings. Other permits, including, but not limited to construction stormwater management and erosion control plans would be required for construction and a grading permit would be necessary in certain Blocks for grading greater than 10,000 square feet on the banks of a navigable waterway.

Development Block Summaries

All Blocks contain a layer of historic fill that should be assumed to be lightly contaminated with PAHs and metals to varying degrees in excess of direct contact and groundwater pathway standards. These assumed PAH and metals exceedances are not discussed below because the WDNR has not objected to capping as the appropriate remedy. The historic fill is generally present in a layer 5 to 10 feet thick, but in a few localized areas is more than 10 feet thick. In addition, low concentrations of PAHs and metals have been detected in groundwater samples collected historically from temporary monitoring wells. These detects are believed to be associated with the presence of silt, which sometimes becomes entrained in the groundwater samples and is usually inconsistent between sampling events. Groundwater sampling is anticipated to be conducted at other wells, except Block D, for four additional quarters to evaluate trends in concentrations, but no active groundwater remediation is expected to be required as a result.

Block A

Other than the general issues (presence of fill, elevated PAHs and metals) discussed above, there is one detection of naphthalene in a shallow soil sample collected from the northwest corner of the site that exceeds direct contact and groundwater pathway RCLs. Soil samples collected from borings within 50 feet of this location did not contain detectable naphthalene. Similarly, there were no detections of naphthalene in groundwater in this area of the site.

Block B

Three isolated detections of benzene, naphthalene or PCE/TCE were discovered in soil in Block B. Vinyl chloride in groundwater exceeded enforcement standards in a small portion of the area. However, sub-slab vapor tests did not exceed residential vapor risk screening levels and therefore vapor mitigation is not anticipated to be required for the redevelopment.

Block C

There are no known outstanding issues other than the general issues discussed above.

Block D

There are no known outstanding issues other than the general issues discussed above. A request for case closure is in progress and will be submitted in the second quarter of 2020.

Block E

A single location contained PCE in soil in excess of the groundwater pathway standard. Groundwater from a temporary well at that location contained PCE that dropped from greater than the enforcement standard in 2014 to greater than the preventive action limit in 2015, and TCE that dropped from greater than the preventive action limit in 2014 to below the preventive action limit in 2015.

No detections of TCE or PCE were present in five surrounding wells or seven soil borings. A new well will be constructed in the second quarter of 2020 to further evaluate this past occurrence. If PCE or TCE are confirmed in the groundwater vapor mitigation may be required for future development in Block E, but underground or first floor parking could function as the mitigation, since parking structures are required to be vented to address vehicle emissions.

Block F
Naphthalene was detected in one soil sample above the groundwater pathway RCL but was not detected in a nearby temporary monitoring well or in any of the historic temporary wells in Block F. Sub-slab vapor collected from one location did not exceed residential vapor risk screening levels.

Block G
A former underground 1000-gallon fuel oil tank was removed in 2015 but soil was not over-excavated. Upon removal of the UST, the excavation sidewalls and bottom contained naphthalene up to 240 mg/kg, benzene up to 0.26 mg/kg, trimethylbenzene up to 34 mg/kg, and xylene up to 17 mg/kg. A remedial excavation will be completed in 2020 following pre-remedial design soil testing in the former tank area. The goal of the remedial excavation is to remove all surrounding soil containing naphthalene and BTEX compounds in excess of the direct contact RCL, thereby eliminating the threat posed to future occupants by potential vapors from residual contamination of the former tank.

Block H
Naphthalene was detected in one shallow soil sample above the groundwater pathway RCL. No groundwater quality standard exceedances were detected in Block H.

Block I
Block I was partially remediated in the past by excavation of a localized source area of petroleum impacted soil. Chlorinated volatile organic compounds (primarily TCE and PCE) were discovered in this same area during remedial excavation and investigation. A second, smaller area of TCE impacts was discovered during the Phase II Assessment. Remedial excavations are now planned for these two areas for the second quarter of 2020 to allow seeking case closure in 2021 following confirmatory soil and groundwater testing. Adjacent to the previously excavated area there is TCE and vinyl chloride (a breakdown product of TCE) in groundwater slightly in excess of enforcement standards. After remedial excavation of the soil, verification groundwater monitoring for four quarters will be conducted, and then case closure will be requested. Vapor mitigation may be required for future development in Block I, but underground or first floor parking could function as the mitigation, since the parking structures are required to be vented regardless (to address vehicle emissions).

Stormwater Infrastructure

The City looks to achieve a high degree of environmental excellence in the treatment of stormwater in the Water Street area. This includes the goal of water quality improvement of the Root River. To achieve this goal, a regional or district-wide stormwater solution is proposed for the entire Water Street area. Developers will be required to proportionally contribute towards necessary facilities. The majority of stormwater solutions will be located outside of private development blocks. This district-wide stormwater solution will include a combination of traditional and innovative stormwater/environmental facilities, including, but not limited to the following:

- Wet ponds
- Bio-retention/filtration facilities
- Cisterns
- Permeable pavements
- Floating wetlands
- Stormwater trees
- Native landscaping

Developers shall take into consideration the following assumptions regarding stormwater planning:

- The Water Street area is considered "redevelopment" as defined Section 98.407 of the Municipal Code.
- Projects within the Water Street area are exempted from 98-407 "Peak Discharge" and "Infiltration." Since this is a redevelopment post construction site going from nearly 100% Impervious Area to likely something less, this would qualify for exemption for peak discharge and infiltration.
- Existing conditions are defined as the land use in effect prior to demolition.
- Land use calculations will determine changes in impervious and exposed parking lots or roads.
- TSS Reduction exemption will not be recommended for approval even if no increase in exposed parking lots or roads is proposed. Developers shall adhere to TSS Reduction requirements from Sec. 98.407(c)(1)b. which states "For redevelopment, by design, reduce to the maximum extent practicable, the total suspended solids load by 40 percent, based on the average annual rainfall, as compared to no runoff management controls."

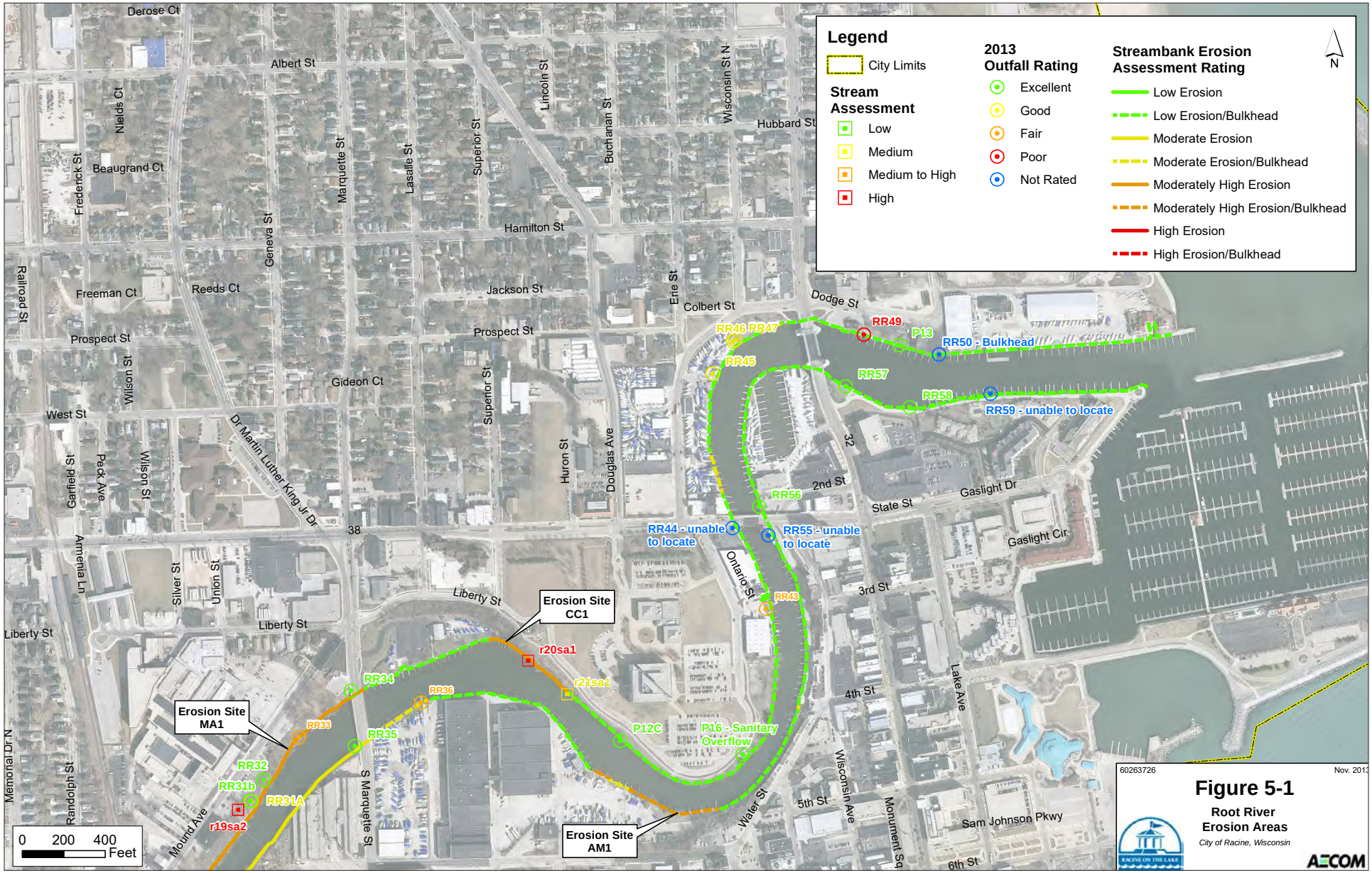


Figure 27. Shoreline and Seawall Existing Conditions in the Water Street area in Racine, Wisconsin
(TOP) Root River Erosion Areas (Source: 2013 Root River Restoration Plan);
(NEXT PAGE) Existing seawall type and condition (Source: 2014 AECOM Seawall Evaluation)

River and Shoreline

The existing shoreline has been studied and analyzed at various points over the past 10 years. The proposed Development Framework identified in this document allows for private development to move forward as the City tackles shoreline improvements. The majority of shoreline improvements relate to the repair, replacement, or removal of the existing seawall. Figures 27 and 28 identify shoreline and seawall condition assessments. As part of the Riverwalk and Shoreline Cross Section Guidelines (pages 24-25), the City plans to work with developers to ensure private development and public riverwalk and shoreline design are constructed in coordination with each other.

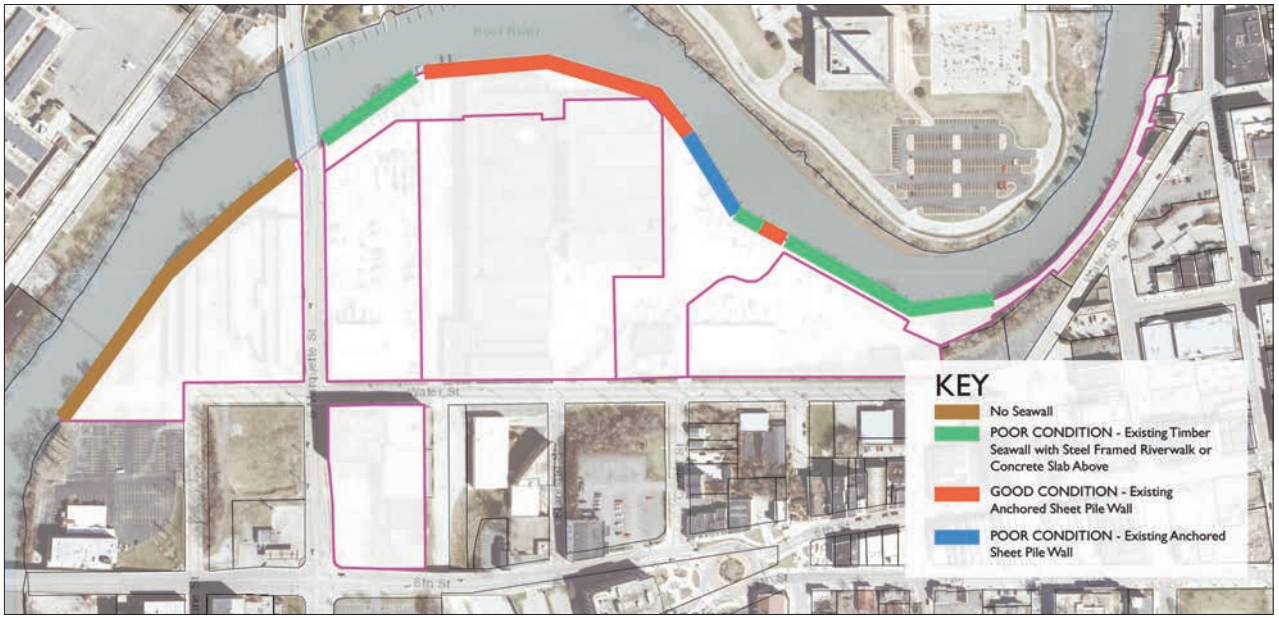


Figure 28. (continued) Shoreline and Seawall Existing Conditions in the Water Street area in Racine, Wisconsin

WHAT'S BEEN ENVISIONED?

// Prior Public Involvement and Approved Plans //

Since 2005, several plans have identified concepts that should be implemented on, near, or surrounding the Water Street area alongside partners and consultants. These documents propose many design concepts that complement each other.

These concepts have been presented publicly through hearings, meetings, committees, workshops, and conversations with government officials, agencies, investors and stakeholders. Collectively, these procedures have provided significant engagement of the Racine community, including residents, business, and other user groups. The concepts that have received public support are reflected below and throughout this development plan.

These consensus-based ideas are categorized into three groups and included here. The Summer 2018 demolition of all Water Street area structures changed the applicability of some prior concepts and recommendations, but not all. At the time of this writing, all prior plans and concepts are available online or from the City of Racine.

Urban Design & Redevelopment

» Link the area to the variety of different subareas and urban conditions surrounding the downtown

» Repair the fragmentation and segmentation of different urban subareas that has occurred due to historical changes in buildings and land uses

» Focus on creating a more positive and integrated urban image for the downtown and surrounding subareas

» Allow for incremental redevelopment in term of investments as well as physical design interventions, provided such incremental decisions do not appear disjointed but rather appear as a coherent urban community

» Maintain the quality of urban design decisions in terms of the architecture of buildings as well as the character of streets, parks, plazas and public places

» Create a range of different types of public places that fit the needs of residents, local businesses, and visitors, as well as city-wide residents who wish to use the downtown and surrounding areas

» Encourage economic and social activities which reinforce each other, such as economic activities for dining, shopping, and entertainment that complement social activities such as occupying parks and, shoreline places, and urban plazas

» Respect the existing history, guidelines and regulations that have supported neighborhood and downtown revitalization

Circulation and Access

» Maintain and expand robust circulation inclusive of different street cross sections that support pedestrian movement, bicycling, and visually appealing street parking.

» Encourage frequent circulation, especially by pedestrians, by continuing the geometry of the existing street and block system such that it is easily understood by both persons familiar and unfamiliar with the area for frequent and easy movement.

» Consider 'street diets' and other techniques that calm traffic and increase the vitality of uses on a year-round basis.

» Ensure that there is enough parking to support businesses and residents but not to excess.

» Encourage managed and shared parking to minimize vacant spaces, optimize the occupancy of parking, and use surface parking for different activities on selected occasions (e.g., parklets).

» Integrate the visual design for all circulation systems for pedestrians, motorized and non-motorized vehicles.

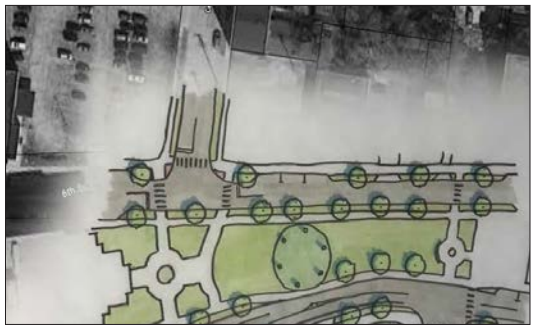
» Design multi-use circulation systems such that different modes of movement can share the same systems for related to service, safety, security, business, commuting, and general movement

River and Environmental Quality

- Recognize the value of the Root River in terms of property value, environmental preservation, recreation, entertainment, and overall social vitality of the City.
- Ensure that there is a full public Riverwalk with both an urban edge design and naturalized edge design.
- Design the Riverwalk to encourage and accommodate multiple uses.
- Avoid design decisions which lead to perception of the shoreline as intended for predominant use by nearby residents rather than City-wide use by all residents.
- Encourage connections to and from the Riverwalk and along the entire shoreline, including West Bluff Overlook and 4th Street switch-back.
- Ensure that all existing streets accommodate connectivity to the shoreline.
- Ensure connectivity to related pathways for pedestrian, cyclists, and, in limited capacity, persons using person vehicles.
- Build upon pedestrian/cyclist connectivity to downtown via a switch-back path from 4th Street down to the new riverwalk.
- Allow individuals to move close to the water's edge, and where feasible, create safe locations for people to touch the water directly.
- When a new seawall is constructed, ensure that it is visually appealing and allows people to walk up to the edge of the shoreline and view the water.
- Ensure use of the Riverwalk for spontaneous activities and small social groups.
- Ensure activities along the shoreline that appeal to new residents, existing neighborhoods residents, larger city-wide population.

Prior Plans Include:

- 2005 Racine Downtown Plan (Downtown Racine Corporation, City of Racine, George Crandall)
- 2008 Back to the Root: An Urban River Revitalization Plan (Wisconsin River Alliance and Root River Council)
- 2009 A Comprehensive Plan for the City of Racine: 2035 (SEWRPC and City of Racine)
- 2012 RootWorks: Revitalizing Racine's Urban River Corridor (City of Racine and Vandewalle Associates)
- 2013 The Machinery Row (City of Racine and Vandewalle Associates)
- 2014 Project Plan for the Creation of Tax Incremental District No. 18
- 2016 Machinery Row Promenade and Public Space (City of Racine and Vandewalle Associates)
- 2018 Racine Park Plan Update (SEWRPC)
- 2018 Assessment Findings and Suggestions (Roger Brooks)
- 2019 City of Racine Bicycle and Pedestrian Master Plan (City of Racine)
- 2019 Downtown Public Realm and Parking Plan (City of Racine and Toole Design)



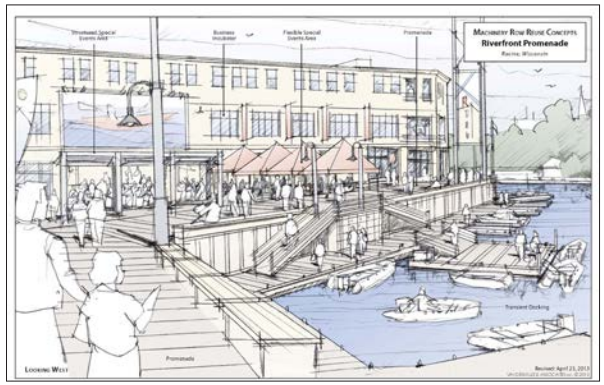


Figure 29. Prior Planning Graphic Illustrations for the Water Street area in Racine, Wisconsin

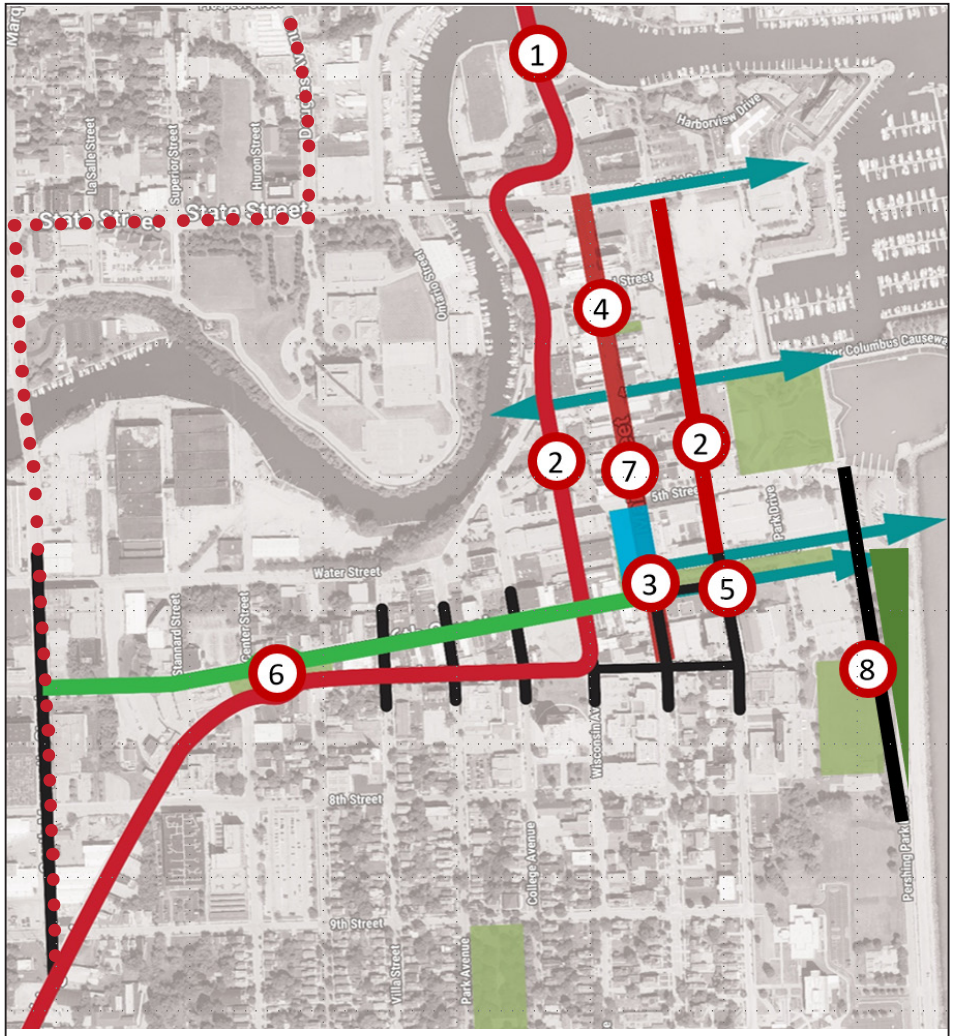
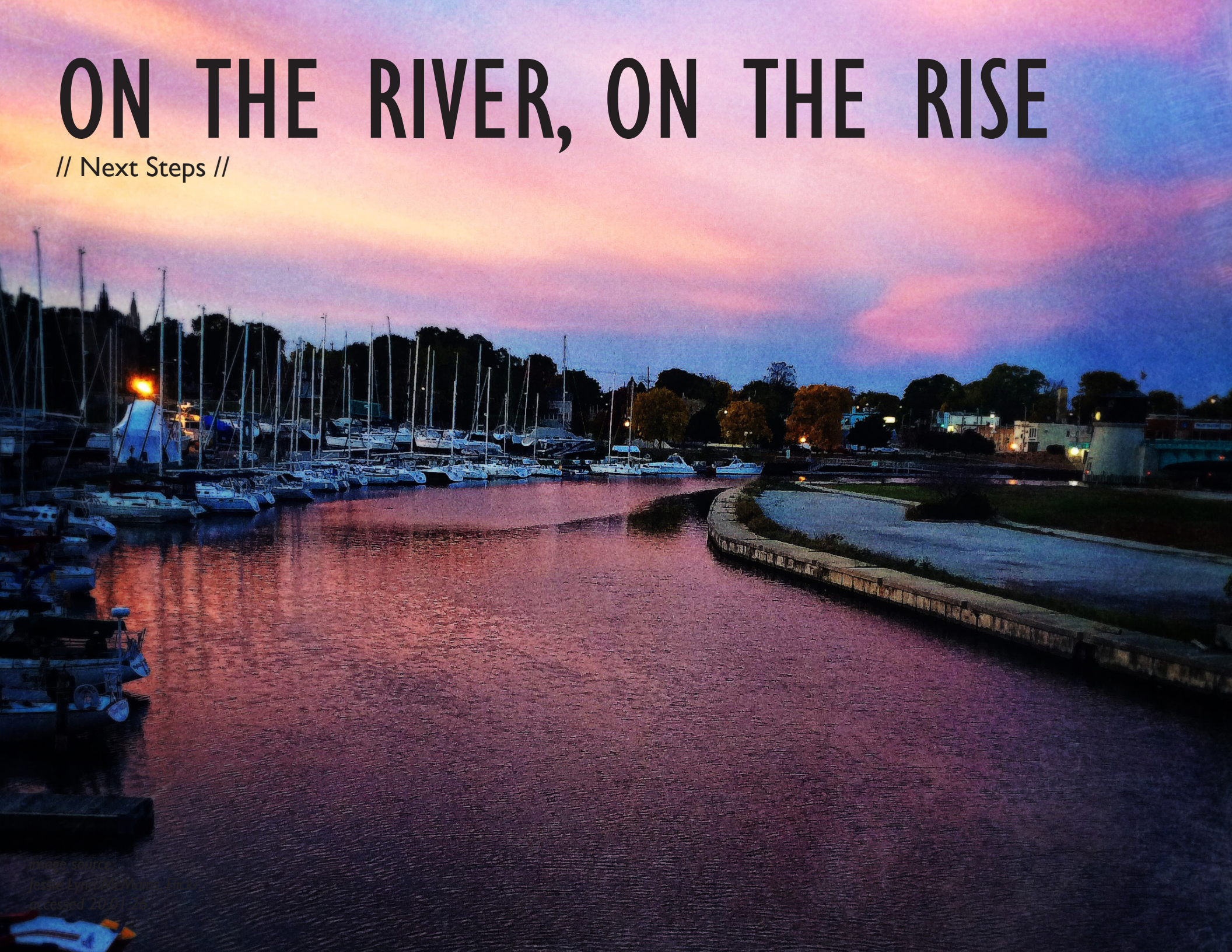


Figure 1: Overall design concept for downtown Racine, WI. 1) Connecting State Trunk Highway re-designation to Wisconsin Avenue at 2nd Street; 2) Two-way Wisconsin and Lake Avenues; 3) Begin Monument Square studies and detail design; 4) Main Street road diet; 5) Bicycle lanes on 6th Street, east of Main Street; 7) Monument Square reconstructed as a plaza; and 8) Reconstruct Pershing Park Drive concurrent with waterfront development. Note the blue lines with arrows are important views that need protecting.The dotted line represents an alternative re-routing option for the State Trunk Highway.

Figure 30. (continued) Prior Planning Graphic Illustrations for the Water Street area in Racine, Wisconsin

ON THE RIVER, ON THE RISE

// Next Steps //



Begin With the Infrastructure Plan

There are several key issues regarding infrastructure that may need further investigation at this time.

» Conduct more detailed estimates of shoreline costs and constraints (see Table 3)

» Estimate location and costs for any modifications of underground utilities (as well as further emphasis on utilities that will not be moved)

» Propose general size and dimension of typical street cross sections for the circulation system

Apply for Multiple Grants and Donations

This project should have strong appeal to many agencies and donors. It combines many of the critical issues today in terms of resilience, sustainability, diversity, and urbanism. In particular the environmental interventions should resonate with many of the groups interested in improving water quality -- especially along the Lake Michigan "fresh" coast. In addition, the potential housing patterns imply considerable social and economic diversity terms of different housing and building types. To do this:

» Contact, informally, organizational leaders in private and public organizations to assess their goals, level of interest, and timelines.

» Prioritize opportunities and, if needed, modify plans to suit the donors goals

» Submit multiple proposals and emphasize how one grant or donation will dovetail with other contributions to create a much larger picture of success

Continue to Evaluate Key Site Conditions

Existing studies identify many key site conditions that impact development. Some additional investigation may be needed as follows:

» Define soil conditions which might impact the depth, below grade, for the construction of any below grade (or partially below grade) parking facilities.

» Potential approaches to topographic changes in the block east of Marquette and north of Sixth streets.

Develop Scenarios for Density, Parking, and TIF Value

Potential revenues should be estimated and compared with costs -- both capital construction and ongoing maintenance and operation. Estimating revenues requires developing scenarios for potential density, along with provision of needed parking, estimated phasing, and policies for TIF uses. Table 4, and the associated site development diagram, is one example of a density/parking scenario. At the time of this writing, assumptions regarding density, property value, parking ratios, development stages, and length of TIF period could lead to TIF revenue estimates ranging from $25 to $35 million over 15 years.

Propose Draft Regulatory Plan

More detailed block-by-block plans with options for build-to-zones, vehicular access points, sidewalks, bicycle lanes, and related features. The diagram and table in this report identifies each of the 9 blocks and indicates key issues that might be included in a regulating plan or similar type of overlay for zoning, land division, and street cross-sections.

Formalize Redevelopment Process & Schedule

As discussion with developers begin, the City should draft a more detailed schedule for engaging with potential developers, negotiating terms and initiating a review and approval for the first project.

Anticipate and Plan for Smart City Technologies

Racine's technology office should help identify how information and technology can create opportunities for an intelligent and resilient city applications. This should include recommendations for operations and maintenance that focus on higher levels of connectivity to technology, define systems to improve daily commutes, enhance smart utility infrastructure (such as fiber and small cell) and improve accessibility to information. These recommendations should occur in the context of a flexible digital infrastructure that enhances the City's economic vitality, social cohesion and community wellbeing. A useful first project for "smart city apps" would be parking technologies to maximize occupancy and convenience for on-street and off-street parking.

Design Start-up Riverwalk and Circulation Improvements

Riverwalk and circulation systems are often built in incremental steps. The key is defining those steps so that overall capital expenditures are cost-effective and fit the community's mission and goals. In this case, several components of the final infrastructure should begin as soon as possible. The accompanying site diagram illustrates these ideas, including:

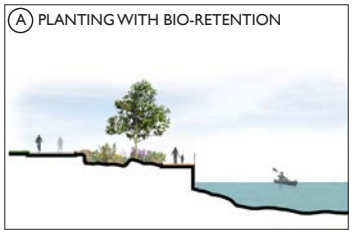
» Riverwalk features including the seawall and pathways for pedestrians and bicyclists. These pathways initially can be built as short-term asphalt pavement systems along with more permanent installation of trees and plant materials, especially native plants and items intended to improved infrastructure.

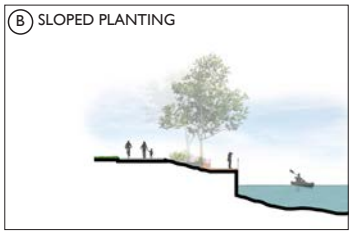
» Interim pathway systems that align with the geometry of the streets and blocks in order to create public perceptions of the block development pattern that is expected to unfold over time.

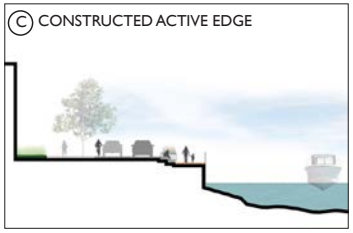
» Interim planting of the development parcel areas with plant materials that need not be permanent, but which have a clear environmental value including: plants that can be sold or harvested; hardwood plants that can be harvested; and native plantings.

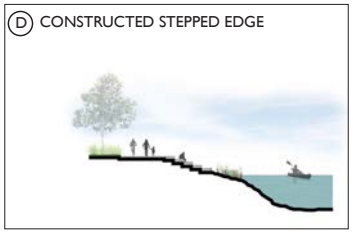
Figure 31. Diagram of Potential Start-Up Projects for the Water Street area in Racine, Wisconsin
A = Riverwalk asphalt path (temporary)
B = Riverwalk plantings
C = Native plantings, nursery,
D = Temporary path system following street pattern
E = Recreation: golf, chess, play apparatus, etc.

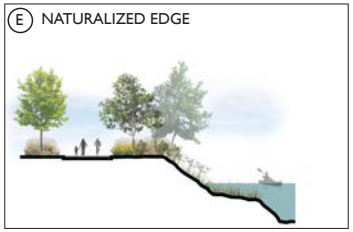
Table 3. Opinion of probable construction costs for critical components of the shoreline Riverwalk for Water Street area in Racine, Wisconsin











Shoreline and Riverwalk Design Type	Linear Feet	Design Elements	Cost opinion
A - Planting with Bio-Retention	270	Ipe wood boardwalk with amenities	$ 262,500
		Seawall replacement ($2,800/LF)	$ 756,000
		Wetland construction	$ 60,000
		Subtotal	$ 1,078,500
B - Sloped Planting	510	Ipe wood boardwalk with amenities; Concrete shared-use path; Sloped plantings	$ 483,200
		Seawall replacement ($3,300/LF)	$ 1,683,000
		No wetland or bio areas	$ -
		Subtotal	$ 2,166,200
C - Constructed Active Edge	860	Ipe wood boardwalk with amenities; Permeable street pavers; Urban landscape	$ 1,901,500
		Seawall retained and cut in subarea a ($500/LF); Seawall replacement in subarea b ($2,900/LF)	$ 910,000
		No wetland or bio areas	$ -
		Subtotal	$ 2,811,500
D - Constructed Stepped Edge	300	Concrete shared-use path with amenities; Concrete stairs at river's edge; Sloped plantings	$ 450,750
		Seawall replacement ($900/LF)	$ 270,000
		No wetland or bio areas	$ -
		Subtotal	$ 720,750
E - Naturalized Edge	640	Asphalt shared-use path with amenities; Sloped plantings	$ 146,980
		No seawall work	$ -
		Bioswale areas ($90/LF)	$ 28,800
		Subtotal	$ 175,780
			$ 6,952,730

Estimates for planning purposes only. Seawall estimates were based on a general review of the existing conditions and the anticipated final conditions. No quantities were calculated. No investigations of existing conditions were made. No review of existing construction documents were made. Landscaping cost opinions did not included utility infrastructure costs, nor did it include A/E fees. GRAEF has no control over the cost of labor, materials, equipment or services furnished by others,the contractors means of determining prices or over the competitive bidding or market conditions. GRAEF's opinions of probable construction cost are made on the basis of GRAEF's experience and qualifications and represent GRAEF's best judgment for projects of similar size and scope. However, GRAEF cannot and does not guarantee that the proposals bids, or actual project costs will not vary from the opinions of probable construction costs prepared by GRAEF.

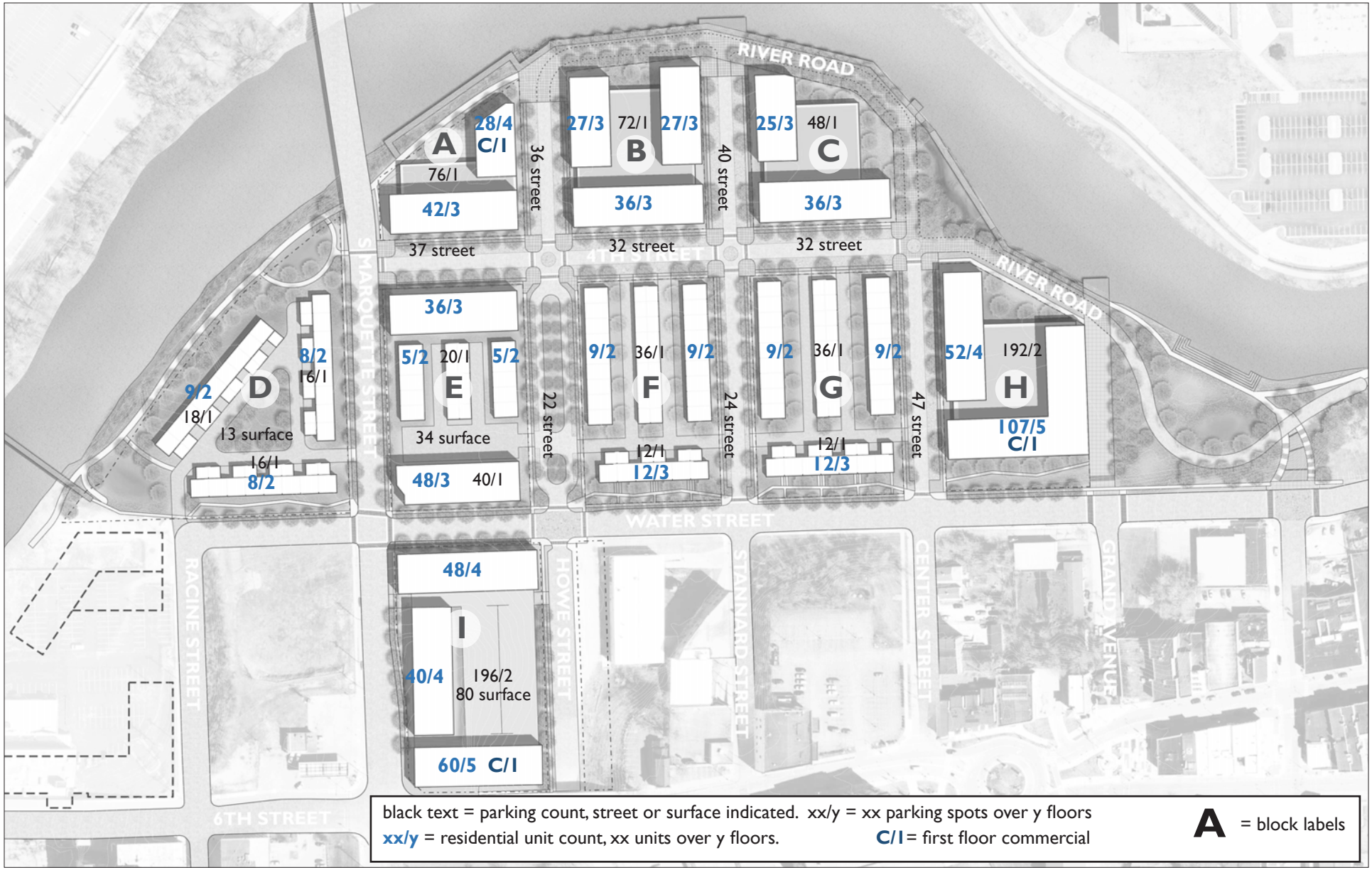


Figure 32. Density and Parking Option based on Development Illustration One for Water Street area in Racine, Wisconsin

Table 4. Typical density and parking ratios based on Development Illustration One for Water Street area in Racine, Wisconsin

	Block									
	A	B	C	D	E	F	G	H	I	Total
Acres per block	*0.97*	*1.39*	*1.22*	*2.89*	*1.92*	*1.87*	*2.01*	*1.79*	*2.59*	*16.65*
Residential units per block	70	90	61	25	94	30	30	159	148	707
Dedicated in-block parking	76	72	48	63	94	48	48	192	276	917
Adjacent street parking	22	79	41	5	48	23	44	47	0	309
Unit parking ratio	1.4	1.7	1.5	2.7	1.5	2.4	3.1	1.5	1.9	1.7

Project site acres (gross)	*27.5*
Project density (du/acre)	*26*