

# Racine Heritage Preservation Plan

DRAFT STATE OF THE CITY

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First Draft | May 23, 2018







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# I. Introduction



# Project Background

In 2017, the City of Racine, Wisconsin, initiated a process to prepare a Heritage Preservation Plan, a policy document that outlines key strategic directions for conserving Racine's distinctive architecture and heritage as means for enhancing community economic vitality, quality of life, and sense of place. This Heritage Preservation Plan builds on Racine's preservation assets — seven National Register Historic Districts, and intact traditional downtown, historic homes and schools, churches, parks, among others — and seeks to advance a preservation vision that engages both the public and private sectors in its implementation, both now and into the future. Just as important, the Plan addresses historic preservation not only in the context of identifying future historic districts and landmarks but also in positioning preservation as a key revitalization and community development tool in a quintessential Midwestern legacy city.





# Introduction

## WHAT IS THE RACINE HERITAGE PRESERVATION PLAN?

This Heritage Preservation Plan is the principal municipal policy document regarding the identification, documentation and stewardship of Racine's significant heritage resources — buildings, sites, structures, and objects — and the administration of the community's historic preservation program, principally through the City of Racine, its Landmarks Preservation Commission, and other preservation partners. This Plan also supplements and supersedes preservation and cultural resource management recommendations made within the City's recent 2009 Comprehensive Plan.

Downtown Racine and the South Side National Register Historic District are two of the important historic places that define Racine's architectural character and identity. However, other historic resources neither landmarked nor within historic districts but contributing to Racine's heritage and revitalization potential are always under threat from improper alterations and treatment, neglect, natural disasters, or demolitions. To preserve these resources but accommodate the City's growth, economic development and regeneration needs, a clear, forward-looking understanding of Racine's preservation priority's needs to be determined and established. Therefore, this Plan outlines specific goals, policies, and strategies for the Racine community to follow in achieving short and long-term community heritage preservation goals.

## Key Preservation Planning Objectives

This Heritage Preservation Plan has the following preservation objectives:

1. Review prior community preservation planning efforts, including architectural and historical surveys, inventories and documentation efforts, and determine future survey and documentation priorities.
2. Consider historic contexts and their associated historic resources that contribute to a greater understanding of Racine's history and development, including Racine's industrial history and its settlement by different ethnic and racial groups.
3. Assess the effectiveness of the City's Historic Preservation Ordinance, including landmark and historic district designation processes, design review procedures that affect historic resources, and the Landmarks Preservation Commission operations and administration.
4. Explore the opportunities for developing and integrating preservation planning policies and initiatives within other community development initiatives related to downtown and commercial district revitalization, economic development, housing and neighborhood stabilization, and parks and recreational assets and amenities.

5. Determine any barriers to preservation activities and the enhancement and utilization of existing incentive programs, as well as the creation of new incentives that achieve preservation planning objectives.
6. Create new organizational approaches to facilitating historic preservation — approaches that build local capacity and involve private-sector and community stakeholder participation.
7. Propose an engaging and ongoing program of outreach, education and advocacy efforts that builds community awareness and stewardship of Racine's diverse heritage and heritage resources.
8. Create an action-oriented Heritage Preservation Plan implementation program that prioritizes specific initiatives, identifies potential preservation implementation partners, and key funding sources.



(Top) Island Park in 1904, (Bottom Left) Downtown Racine and Monument Square circa 1920), (Bottom Right) Dr. Shoop Building, 222 Main Street



# RACINE PRESERVATION BACKGROUND

Racine’s preservation’s efforts can be traced to the 1870s when the Racine Old Settler Society was established — the forerunner of the Racine County Historical Society, known today as the Racine County Historic Society and Museum. The Society was established by several of Racine’s prominent citizens during the period, including Captain Gilbert Knapp, a native of Chatham, Massachusetts, considered the first white settler to the Racine area. At the time, the Society believed that preserving “...record[s] contains much that is valuable to those that now read it, and that it would be doubly valuable to those who come after us...” (Historical Address Delivered Before the Old Settlers Society of Racine County, Yale University Press, 1943, p. 3).

The City of Racine would not establish a formal historic preservation program until 1973 when the Common Council would adopt its first Historic Preservation Ordinance governing the designation of local landmarks and historic districts. That same year, Preservation Racine, would organize as a local preservation advocacy organization. Racine would become one of the first communities in Wisconsin to adopt a local preservation ordinance, along with Cedarburg, Eau Claire, Evansville, Janesville, Mequon, Milwaukee, Waukesha, and Whitewater. Racine’s nascent preservation planning efforts during the 1970s came on the heels of the passage of the National Historic Preservation Act by the U.S. Congress in 1966. The Act established the National Register of Historic Places (NRHP), this nation’s official list of buildings, sites, and structures worthy of preservation. With the National Register, local communities would have a new preservation planning tool to spur the designation of landmarks and district of local significance. In 1973, First Presbyterian Church and Eli R. Cooley House would become the first individual properties listed in the National Register of Historic Places. Another key preservation milestone was the designation of the Frank Lloyd Wright-designed S.C. Johnson and Son Administration Building and Research Tower as a National Historic Landmark in 1976.

Since the 1970s, Racine has implemented an active program of historic resource identification and documentation, as well as the designation of many landmarks and historic districts. In 1979, the Racine Architectural and Historical Survey was commissioned by the Landmarks Preservation Commission, documented more than 400 properties of special architectural and historic significance. The Survey led to the National Register listing of the Southside neighborhood and portions of downtown Racine in the National Register during the late 1970s and early 80s. In succeeding years, additional surveys and documentation efforts were undertaken, resulting in the designation of thirty-five National Register Landmarks, sixty-one City Local Landmarks, and seven National Register Historic Districts.

Racine has made tremendous strides over the decades in its preservation efforts. However, despite the progress, the community has not adopted a comprehensive historic preservation plan since the 1979 Architectural Survey, which served for many years as the City’s preservation plan proposing up to fourteen potential National Register districts. In 2005, the Historic Preservation Ordinance was revised to limit

design review to those Local Landmarks designated by the Common Council going forward after 2005. Today, there are no locally-designated historic districts. Key Racine stakeholders recognize that beyond the traditional preservation planning issues of identifying and protecting significant landmarks and districts, preservation must play a more impactful role in community development: regenerating economic activity in historic commercial areas and stabilizing neighborhoods to provide a diversity of housing opportunities. In addition, Racine’s heritage story must broaden to include the city’s rich tapestry of ethnic and racial groups that contributed to Racine’s development. These groups are often underrepresented in the recognition and interpretation of their stories to future generations.

The process for preparing this Heritage Preservation Plan, therefore, represents a unique opportunity for Racine to assess the effectiveness of its current historic preservation program, understand current issues and constraints, and consider a set of planning strategies that address critical preservation-planning concerns.



(Top) West Racine commercial building, (Bottom Left) Party on the pavement in downtown, (Bottom Right) College Avenue brick streets



Racine’s preservation’s efforts can be traced to the 1870s when the Racine Old Settler Society was established — the forerunner of the Racine County Historical Society, known today as the Racine County Historic Society and Museum.

## RACINE COMMUNITY TIMELINE AND PRESERVATION CHRONOLOGY

The following is a general timeline of significant events and historic preservation efforts in the City of Racine since the 1830s.

|       |   |       |   |
|-------|---|-------|---|
| 1834: | Captain Gilbert Knapp founds the settlement of Port Gilbert where the Root River empties into Lake Michigan.  | 1976: | S.C. Johnson and Son Administration Building and Research Tower designated a National Historic Landmark   |
| 1835: | First platting of Racine  | 1977: | Southside Historic District listed in the National Register   |
| 1836: | Racine County established   | 1979: | Architectural and Historical Survey of the City of Racine completed   |
| 1839: | First Racine County Courthouse constructed  | 1982: | Racine County Museum and Racine County Historical Society merge, now known as the Racine County Historical Society and Museum   |
|       | John Bangs, first Danish settler in Racine  |       | Wisconsin State Legislature adopts Wisconsin State Historic Building Code   |
| 1841: | Racine incorporated as a Village.   | 1984: | State Street Survey completed   |
| 1842: | Alexander Anderson, first African-American settler in Racine.   | 1987: | Old Main Historic District listed in the National Register  |
| 1843: | J.I. Case Threshing Machine Company founded in Racine   |       | Wisconsin Act 395 — known as the Wisconsin Historic Preservation Act — passed by the Wisconsin State Legislature  |
| 1846: | Wisconsin Historical Society established.   |       | Wisconsin State Register of Historic Places established   |
| 1848: | State of Wisconsin admitted to the Union.   |       | Wisconsin State Historic Preservation Tax Credit Program established  |
|       | Racine incorporated as a City   | 1988: | Historic Sixth Street Business District listed in the National Register   |
| 1852: | Racine College established  | 1993: | Adoption of Wisconsin Statute 62.23 by the Wisconsin State Legislature — adoption of historic preservation ordinances mandated if National or State Register properties are present in local communities. |
|       | Racine High School established — first public high school in Wisconsin  |       |   |
|       | Mound Cemetery formally dedicated   | 1994: | Northside Historic District of Cream Brick Workers Cottages listed in the National Register   |
| 1870: | Racine Old Settler Society established, later to become the Racine County Historical Society.   |       | Frank Lloyd Wright Prairie School of architecture completed   |
| 1882: | Great Fire of 1882 breaks out in downtown Racine and destroys seven city blocks.  | 2001: | Neighborhood Historic Property Reconnaissance Survey (Washington Avenue Corridor, West Sixth Street, West Racine Business District) completed   |
| 1877: | Second Racine County Courthouse constructed   | 2005: | Racine Historic Preservation Ordinance revised  |
| 1885: | First Racine City Hall constructed  |       | Mitchell Lewis Motor Company Building, most recent individual building listed in the National Register  |
| 1886: | Johnson’s Prepared Paste Wax Company — predecessor to the S.C. Johnson and Son Company — established in Racine.   |       | Faith Christian Fellowship Church and the Mitchell Lewis Motor Company Building, most recent City of Racine Landmark designations   |
| 1931: | Third Racine County Courthouse constructed  | 2006: | Racine becomes a Certified Local Government   |
| 1936: | Frank Lloyd Wright designs the S.C. Johnson and Son Administration Building and Research Tower.   |       | Racine Rubber Company Homes Historic District listed in the National Register   |
| 1962: | Racine County Museum located to the former Racine Public Library Building, 701 South Main Street.   | 2008: | Northside Historic Resources Survey completed   |
| 1966: | National Historic Preservation Act passed by U.S. Congress  | 2011: | Melvin Avenue Residential Historic District listed in the National Register   |
|       | National Register of Historic Places established  | 2015: | Manree Park Neighborhood Architectural and Historical Intensive Survey completed  |
| 1973: | First Presbyterian Church and Eli R. Cooley House, first individual properties listed in the National Register of Historic Places                                 | 2016: | Orchard Street Historic District listed in the National Register  |
|       | Racine Historic Preservation Ordinance adopted by City Council  |       |   |
|       | Preservation Racine established   |       |   |
| 1974: | S.C. Johnson and Son Administration Building and Research Tower listed in the National Register   |       |   |
|       | First Racine Architectural Survey completed   |       |   |
| 1975: | S.C. Johnson and Son Administration Building and Research Tower, the Eli R. Cooley House, and Mound Cemetery are designated as the first City of Racine Landmarks |       |   |



# HISTORIC RESOURCES AND HISTORIC PRESERVATION DEFINED

Historic resources are buildings, sites, structures, and landscapes of architectural, historical, and cultural importance. They are also places of economic activity, community identity, and collective memory – places that tell the story of Racine. Historic preservation is the process of conserving historic resources and managing appropriate change so that their character-defining architectural and design features are maintained, as well as finding the means and methods necessary for reusing and protecting such resources for the benefit of future generations. In the United States, historic preservation is undertaken through public efforts in landmarking and historic district designation at the federal, state, or local levels, and private actions that underwrite and facilitate the maintenance, rehabilitation, and preservation of historic buildings, structures, sites, and objects.

# BENEFITS OF HISTORIC PRESERVATION

Racine’s historic resources are key elements to the community’s aesthetic and physical environment, economic diversity and sustainability, and overall quality of life. Historic preservation is also an effective strategy for revitalizing downtowns, stabilizing older neighborhoods, encouraging the start-up of new businesses, and encouraging reinvestment in a community’s streets, sidewalks and other infrastructure. It is for these reasons that many Wisconsin and Midwestern communities have created and maintained local preservation programs that facilitate the landmarking and designation of local landmarks and districts and the stewardship of significant resources for adaptive use and long-term conservation. The benefits of preservation are substantial and contribute to the local economies in the following ways:

- New jobs created through rehabilitated buildings occupied by new businesses, especially in historic downtowns and traditional neighborhood commercial districts.
- Stabilized and improved residential and commercial property values when historic districts are created and maintained.
- Increased housing choices through rehabilitated housing stock.
- Additional arts, cultural, and tourism activities generated in association with landmarks and historic districts.
- Conserved building resources that reduce the environmental impact of new development.

In addition, according to the Wisconsin Historical Society and the National Trust for Historic Preservation, on average, \$1 million invested in rehabilitation instead of new construction produces:

- 20 percent more jobs
- \$120,000 more in the local economy
- \$107,000 more in household income
- \$34,000 more in retail sales

## Revitalizing Downtown

Historic downtown districts are the most prominent places of shared memory – they are where the community shops at long-time family businesses, works at established companies and institutions, and plays in its plazas and parks. Historic downtowns have always represented the community’s economic and social center. Today, historic downtown buildings provide affordable, flexible ground-floor spaces for new businesses and adaptable upper-stories for offices and apartments. Downtown residential units allow people to walk to downtown shopping, dining, and entertainment and recreation options.

Many communities in Wisconsin and around the country have established and maintained Main Street revitalization programs that have fostered substantial reinvestment in buildings, businesses, and public infrastructure. In 2017 alone, Main Street programs across the country have generated, with contributions from both the public and private sectors, \$4.48 billion of downtown investment, including a net gain of 30,294 jobs and 8,737 building rehabilitations. Since 1980, Main Street programs have generated \$74 billion in downtown reinvestment. In Wisconsin, a total of \$85 million in reinvestment was leveraged in 2014 by Wisconsin Main Street communities (Annual Report, Wisconsin Economic Development Corporation, 2014, p. 16). Currently, there are 33 Wisconsin communities in participating in the Wisconsin Main Street program.

## Revitalizing Neighborhoods

Historic homes contribute to a neighborhood’s identity and sense of place — an identity that is often quite distinct from newly-developed places in other parts of the community, by its diversity of housing types and architectural styles. The diversity in the housing stock in turn provides opportunities for households of different income levels to live in more established neighborhoods close to schools, parks, downtowns, churches, and other community services and amenities. Landmark and district designations also have positive impacts on neighborhoods, often increasing property values significantly. (The Impact of Historic District Designation, City of Rockford, Illinois, December 2008, p. 19.) Even in neighborhoods that have experienced population and economic decline, local

landmarks, historic districts and conservation areas have played key roles in attracting new residents, facilitating housing rehabilitation, prioritizing capital improvement investments and encouraging infill development. For instance, in Philadelphia, Pennsylvania, the city’s population increase of 8,400 people from the year 2000 to 2010 occurred in its historic districts (Bertron, Cara, Right Size, Right Place: A New Role for Preservation, Gray Area Preservation and Provocateur Conference Series, February 12, 2014). Neighborhood historic districts also promote greater ethnic, cultural, and socioeconomic diversity than most other neighborhoods and places. In addition, according to a recent New York City Historic Districts Council white paper on the relation between affordable housing and historic district designation, it was found that a higher percentage of subsidized rental units have been maintained over time within historic districts than in neighborhoods outside the districts.

**\$1 million invested in Revitalization produces:**

20 percent more jobs

\$120,000 more in local economy

\$107,000 more in household income

\$34,000 more in retail sales

Since 1980

**\$74 Billion**

in Downtown Reinvestment

in 2017

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- net gain of 30,294 jobs
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Heritage Tourism

Heritage travelers visit historic downtowns, neighborhoods, sites and attractions to experience authentic places. Heritage resources also serve as the “backdrops on the stage” — allowing the stories of the people and cultures that settled and lived in the place to be told. Heritage tourism is the fastest growing sector of the tourism industry; heritage travelers often stay longer and spend more on trips than other tourists. According to the U.S. Cultural and Heritage Traveler Study, 78 percent of all U.S. travelers visit a historic site, spending on average \$900 per trip and contributing more than \$192 billion annually to the U.S. economy (U.S. Cultural and Heritage Traveler Study, U.S. Cultural and Heritage Tourism Marketing Council, 2010, p. 4). In addition, more than two-thirds of heritage tourists visit a historic site while traveling; 30 percent often visit a historic neighborhood.

In Wisconsin, historic properties draw a substantial number of visitors to the state and constitute a large percentage of its tourism revenue. According to the Wisconsin Department of Tourism, in 2011 tourism had a \$16 billion impact on the state economy, with tourism generating \$1.3 billion in state and local revenues and sustaining one in every thirteen jobs in the state. Communities that identify, preserve, enhance, and market their unique history and architecture will attract such visitors.

**U.S. Cultural & Heritage Traveler Study states:**

- 78 percent if all U.S. travelers visit a historic site
- They spend on average \$900 per trip
- They contribute more than \$192 billion annually

Since 1976

**\$89 Billion**

in the rehabilitation and adaptive use of historic income-producing properties

**in 2018**

**Building Rehabilitation:**

- generated \$5.8 billion in new investment
- created an estimate of 106,846 jobs
- generated over 12,000 housing units, half of which are low to moderate income housing

Building Rehabilitation

Several statewide economic impact studies have demonstrated that the number of jobs created through the rehabilitation of historic buildings compares favorably with the number of jobs created with new construction. For instance, a new construction project can expect to spend about 50 percent in labor and 50 percent in materials; in contrast, some rehabilitation projects may spend up to 70 percent in labor costs – locally hired labor, which helps keeps dollars within the local community (*The Economics of Historic Preservation: A Community Leader’s Guide, The National Trust for Historic Preservation, 2014, p. 88*). With the Federal Historic Preservation Tax Credit Program (Federal HPTC), building rehabilitation projects generated \$5.8 billion in new investment and created an estimated 106,846 jobs in 2018. In addition, over 12,000 housing units were created with half reserved for low to moderate income households. Since 1976, the Federal Tax Credit program alone has generated more than \$89 billion in the rehabilitation and adaptive use of historic income-producing properties. In Wisconsin, the private sector spent \$162 million in qualified rehabilitation expenditures in Federal HPTC projects (Federal Tax Incentives for Rehabilitating Historic Buildings Statistical Report and Analysis for Fiscal Year 2016, National Park Service, 2018, p. 7.)

The Wisconsin State Historic Preservation Tax Credit Program (Wisconsin HPTC), adopted by the State of Wisconsin in 1989, has had a demonstrable impact in the adaptive use and rehabilitation of historic buildings. In a recent study, it was estimated the Wisconsin HPTC generated \$92.4 million in construction taxes, \$16 million in new local property taxes, and 15,680 full-time equivalent jobs between the years 2014 and 2016 (Wisconsin Historic Tax Credit Analysis Impact Analysis Calendar Years 2014-2016, National Park Service, Baker Tilly International, 2017, p. 12).

Sustainability and Environmental Benefits

The U.S. Environmental Protection Agency (U.S. EPA) has estimated that more than a third of landfill space is occupied by debris from building demolition, and that it can take between 10 to 80 years for a new energy efficient building to overcome the climate change impacts created by new construction. Furthermore, buildings constructed before World War II are generally more energy efficient due to higher quality construction materials and construction methods. For instance, wood harvested from old growth forests and stone taken from local quarries were used mainly in the construction of the first and second-generation homes and commercial buildings in most communities — materials that have proven to be more durable than others being used today.

Sensitive preservation and stewardship of historic buildings also maintains the “embodied energy” of the materials — the energy used to harvest, fabricate, transport, and install the materials on the building rather than replacing them. If these materials are lost, the materials’ embodied energy is also lost, generating significant new energy consumption in the material’s replacement. Therefore, rehabilitating a historic building promotes sustainable, environmentally conscious community development.

The New Economy, Placemaking

Many cities recognize that historic downtowns and neighborhoods are “placemaking” assets that define a community’s identity, which can attract jobs and workers, especially in today’s emerging creative industries. Such industries are concerned with the use of information in the production of goods and services, including the architecture and design fields, fashion and film-making, publishing, the performing arts, arts and crafts, and technology and software development. With the advent of the internet and other technologies, creative industries and their workers can locate anywhere but most often select places with exceptional livability factors, including walkability and character-rich environments. These qualities and environments are often present in historic places. Therefore, maintaining historic neighborhoods and commercial districts — the places that attract the creatives — will be important to cities and communities going forward as they attempt to re-position themselves in the new economy.

Beyond the jobs-generating aspects, placemaking also capitalizes on historic environments by making them important backdrops for vibrant public spaces, and community gatherings and cultural activities. Many communities have integrated art and urban design enhancements in historic downtowns and neighborhoods to promote safe and comfortable pedestrian environments.

Community Health, Livability and Quality of Life

New construction cannot often duplicate the sense of scale, comfort, familiarity and beauty that historic buildings can provide. Historic buildings, “fine-grain” storefronts, and intact streetwalls also frame the neighborhood and the downtown block, promoting pedestrian activity, increased social interaction, and community pride of place. In turn, increased social interaction promotes the feeling of community “belongingness” and attachment, enhancing the well-being and personal health of community residents. Architectural and decorative elements that define certain historic buildings also define a community’s visual character. It is the community’s visual character that builds its sense of livability that helps attract residents, investors and businesses.

The City, the Landmarks Preservation Commission, Preservation Racine, preservation partners and advocates, and other public and private sector entities will use this Heritage Preservation Plan to guide survey and landmark designation initiatives, the creation of new preservation incentives and education and outreach activities, and the implementation of preservation-based economic development initiatives in the downtown and neighborhoods. The Preservation Plan should also be used to monitor the implementation of short and long-term preservation initiatives, adjust municipal preservation policy when needed and warranted, and integrate preservation policies and strategies into other plans and studies the City of Racine may undertake in the future. Overall, this Preservation Plan seeks to balance the community’s broader planning and community-development objectives, while advancing the mission of preservation and its benefits.



# THE PLANNING PROCESS

To assist in preparing the Heritage Preservation Plan, the City of Racine engaged the Lakota Group, a multi-disciplinary planning firm based in Chicago, Illinois. The City’s five-member Landmarks Preservation Commission will help guide the Plan’s development. The planning process involves two distinct phases: a “State of the City” review of Racine’s historic resources and assessment of existing community preservation planning activities, and a “Preservation Plan” phase in which preservation planning goals and policies, strategies, and implementation action steps will be prepared in collaboration with the community and accepted and adopted by the Landmarks Preservation Commission and Racine Common Council. Preservation Plan adoption is expected in September 2018. The planning process has included the following tasks and activities.

## Phase 1: State of the City

Initiated in October 2017, the State of the City phase comprised an assessment of Racine’s existing preservation program, focus group interviews, field work, and a community workshop to gain community stakeholder input regarding local preservation planning issues. Relevant planning documents, including the City’s Comprehensive Plan and other downtown and neighborhood plans were also reviewed for their relevance to community preservation issues. Key activities include:

- **Project Start Meeting (October 5, 2017).** The Landmarks Preservation Commission and City planning staff conducted a project start meeting with the Lakota Group to discuss key preservation planning goals and objectives, local preservation issues, and project schedule and timeline.
- **Field Work (November 2017, February 2018).** During November 2017 and February 2018, Lakota visited Racine to photograph and document historic resources, as well as visit the city’s various landmarks, historic districts, neighborhoods and commercial districts.
- **Stakeholder Listening Sessions (February, April 2018).** Listening sessions were conducted with various stakeholder groups, including property and business owners, local developers and realtor’s, civic organizations and economic development agencies, City officials and departments, the Wisconsin State Historic Preservation Office (WI SHPO), and local preservation advocates.
- **Community Open House #1 (April 10, 2018).** A community open house was held with 30 residents, property owners, and preservation leaders in attendance, providing input on preservation issues through a paper questionnaire and a series of interactive exercises. A series of display boards on Racine’s historic architecture and “voting boxes” on preservation planning priorities were also incorporated as part of the workshop exhibits. Summarized in this State of the City Report are the results of the community workshop.
- **Online Questionnaire (May 2018).** Portions of exhibits and the questionnaire from the Community Speak Out were re-formatted and incorporated as an online survey and questionnaire to gauge Racine resident understanding of important preservation issues. Results of the online questionnaire is summarized in this State of the City Report.

- **State of the City Report (May 20, 2018).** The State of the City Report was prepared and delivered to the City and Landmarks Preservation Commission for review and comment.

## Past Documentation and Registration Efforts

Since the passage of Racine’s Historic Preservation Ordinance in the early 1970s, the City and its Landmarks Preservation Commission has been quite active in historic resource survey and inventory initiatives, as well as nominating properties and districts in the National Register of Historic Places. These activities have resulted in the listing of seven districts in the National Register — the most recent district in 2016 — thirty-five individually listed properties, and sixty-one Racine Local Landmarks, designated as such under the Racine Historic Preservation Ordinance. Although there are no Racine Local Landmark Districts, the number of current districts and landmarks demonstrates a strong commitment on part of the City and preservation advocates to recognize Racine’s significant buildings and places.

## Survey Updates

The 1979 Racine Architectural and Historical Survey provided a baseline inventory of more than 400 significant properties and historic resources, including a determination of potential historic districts. The survey led to the National Register listing of the South Side, and Old Main and Historic Sixth Street districts, and numerous individual landmark building designations. In succeeding decades, other reconnaissance level surveys have been complete, also resulting in additional historic district designations. However, the 1979 Survey remains the only comprehensive understanding of significant resources throughout the city. Updating the 1979 Survey would help in determining what significant resources are still extant, what alterations have taken place over time and what resources remain eligible for individual or district landmark designations.

## Early National Register District Nominations

The Southside and Old Main Street National Register Historic Districts are two early National Register nominations that do not include a count of contributing and non-contributing historic resources, which provides an understanding of which resources are more significant than others. In many communities, a property’s contributing status may mandate demolition protection and design review requirements under a historic preservation ordinance. Although Racine’s ordinance does not mandate demolition and design review in the National Register districts currently, it could do so in the future. Therefore, a survey and inventory of both the Southside and Old Main Street National Register Historic Districts to determine each property’s contributing status should be considered along with an update to the National Register nomination.



(Top) Shoop home at 8th and Main Street circa 1910, (Bottom) Gothic Revival bar in Racine



# Key Issues and Observations

## District Integrity

Field observations of Racine’s historic districts have noted the decline of architectural integrity in some areas, most notably in the South Side National Register Historic District where exterior siding and window replacements, and the removal and alterations of architectural features — porches and dormers in particular — have taken place over the years. However, without survey information for the South Side District at hand, it is difficult to determine if these alterations occurred prior to the National Register district listing. A decline in architectural integrity erodes a historic district’s overall authenticity and significance.

## Survey and Inventory Accessibility

Approximately four-hundred seventy (470) historic resources have been surveyed and inventoried since the 1970s with the majority of these resources cataloged in the Wisconsin SHPO’s Architecture and History Inventory. Access to SHPO’s inventory is available through the agency’s website. Inventory data is not readily accessible at the local level in Racine, however, although the 1979 Survey was published in a booklet form and is still distributed in the community. In recent years, as a new generation of Geographic Information Systems (GIS) technology has come into use, survey information has become more readily available through municipal websites, providing convenient access for Racine residents to property survey data and archival information.

## Industrial Resources

Several industrial-related historic resources were documented as part of the 1979 Architectural and Historical Survey; since 1979, a number have been landmarked or individually listed in the National Register, most notably, the Mitchell Lewis Motor Company Building, recently converted to loft residences, and the J.L. Case Threshing Machine Company and Administration Building. Several industrial buildings are considered eligible for the National Register while others have been lost to demolition since 1979. Racine’s industrial heritage is a significant element to the city’s story. A survey of the city’s extant industrial resources may reveal additional insight into how local industries shaped Racine’s development, as well as what resources would qualify as National Register or Local Landmarks.

## Underrepresented Populations

Various ethnic and racial groups, including the African and Hispanic American communities, have long been underrepresented in National Register documentation. There is a strong local interest to further explore how such groups have contributed to Racine’s development and what associated historic resources remain to tell their stories. Future survey and documentation efforts may reveal what historic buildings and sites have significance to these ethnic and racial communities.

## Downtown Racine

Downtown retains a significant collection of historic commercial buildings — buildings that comprise the better part of two National Register Historic Districts — and serves as one of the community’s main commercial centers. Over the years, both the City, the Downtown Racine Corporation and other partner entities have undertaken several planning initiatives to help guide revitalization and redevelopment. The Corporation is currently applying to become a Wisconsin Main Street community, which would allow the organization to receive technical assistance in implementing a preservation-based approach to downtown economic development. This should aid community efforts to enhance downtown’s vibrancy and preserve historic commercial buildings, where there is a palpable storefront vacancy rate and visible building maintenance and rehabilitation needs.

## Design Review

Design review is associated with the management of historic resources — maintaining and preserving essential architectural features on a building or in a district while allowing change that ensures integrity and authenticity. Typically, most municipal historic preservation programs conduct some level of design review and demolition control, whether advisory or binding to local historic building owners. In Racine, the Landmarks Preservation Commission can conduct design review for landmark buildings in limited circumstances; it currently has no design review authority in the National Register Historic Districts. However, the City’s Downtown Area Design Review Commission administers design review in Downtown Racine, which includes the Historic Sixth and Old Main National Register districts. It is more customary for historic preservation commissions to manage design review in designated historic districts. In addition, while design standards are used in downtown design reviews, they do not adequately address the treatment of historic commercial buildings, including material maintenance, storefront rehabilitation, and signage. Design overlay districts are also present in several of the traditional neighborhood commercial districts, such as West Racine and Old Town.

## Housing and Neighborhood Stability

Like many legacy cities, Racine has faced challenges in addressing housing foreclosures, vacant and deteriorating properties, and absentee land owners, especially in the community’s older residential neighborhoods. While there are efforts by the City to address such issues through its Community Development Block Grant (CDBG) program and other initiatives, including involvement by small neighborhood housing groups, the issue of addressing distressed historic properties in a more comprehensive manner remains elusive. An opportunity exists to develop a preservation-based approach to neighborhood revitalization utilizing organizational models that involve public and private sector participation and different financing tools.

## Neighborhood Commercial Districts

In recent years, the City has completed various planning studies and initiatives to determine appropriate strategies for revitalizing neighborhood commercial areas, most notably, the West Racine Business district, linked inexorably to the city’s Danish heritage, and the Uptown district located within the city’s south side industrial and working-class neighborhoods. The City has considered and is pursuing preservation-based approaches to revitalizing these districts, although building neighborhood organizational capacity and securing adequate financial resources to maintain consistent revitalization efforts are the main challenges to local commercial district revitalization success. The West Racine and Uptown commercial districts are considered eligible as National Register districts; nominating them should be pursued as priorities going forward.

## Preservation Advocacy

Preservation Racine currently leads most education and preservation advocacy efforts in Racine, including an annual tour of historic places and efforts to restore and maintain the Italianate-styled Blake House. It also produces a regular newsletter. The organization has played a pivotal part in Racine’s preservation legacy. Beyond Preservation Racine, the Racine County Historical Society and Museum offers a range of educational resources and outreach activities that promote and inform Racine residents on local heritage. While community stakeholders have recognized the importance of these institutions, they also understand that new forms of outreach, education and advocacy initiatives are needed to engage new audiences in Racine’s preservation program. Cultivating the next generation of preservation advocates and leaders is also considered a high priority.



(Left) Uptown Theater in its current condition, (Right) Uptown Theater Circa 1920









## II. Racine Historic Resources

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# Section Overview

Historic resources are defined as buildings, including houses, commercial buildings, theaters, churches and religious institutions, schools and factory buildings; structures, such as water towers and bridges; sites, comprising parks, gardens and cemeteries; and objects, such as statues, monuments, and brick streets. In most instances, historic resources are associated with a particular context — the significance of a historic resource in relation to its setting and geography, association with important people or events, or its place within a historical time period — that has been identified in National Register nominations or other survey and documentation projects. For example, historic resources located within the Historic Sixth Street Business District are related to Racine’s commercial development during the late 19th and early 20th century. In a different instance, an Art Deco-styled commercial building constructed in Downtown Racine, such as the Kaiser’s Building (1928) at 216 Sixth Street, is a representative example of a distinctive architectural style popular during the first decades of the 20th century. Other resources may share relationships with a significant persons or events in Racine’s

History, such as the S.C. Johnson and Son Administration Building and Research Tower (1950), designed by Frank Lloyd Wright but also representative of Racine’s importance as a center for industrial development and production during the post-World War II period.





# Historic Context

## EARLY RACINE SETTLEMENT

### Native American Settlement

Early civilizations of transient hunters and gathers used Racine and Racine County as a wayside between seasonal homes throughout the Midwest. These inhabitants would spend the summers in river valleys such as the Root River, and near small inland lakes, and lake Michigan. During colder weather, larger bands would separate into smaller family groups and seek shelter in upland valleys. The earliest of these native peoples included the Paleo Indians between 10,000 BCE, and 5,000 BCE, and the Archaic Indians between 5,000 BCE and 500 BCE. They subsisted by following and hunting groups of mastodon, bison, deer and elk, as well as fishing using bone fish hooks and harpoons to catch food. As they migrated from place to place they often left tools behind as record of their existence. Artifacts found in Racine County include flint blades, a grooved ax, arrow heads, spear points, and bones. As these cultures progressed, complex social systems are thought to have appeared, evolved, and vanished.

Between 700 BCE and AD 0, pottery, domestication of plants, and the cultural and spiritual practice of mound building appeared in southern Wisconsin. This would mark the beginning of the Woodland Tradition between 500 BCE and AD 1,300. Initially, between AD 600 and AD 900 these people lived similarly to their predecessors. This would change as the bow and arrow and corn horticulture arrived in Wisconsin and transitory practices would be replaced with semi-permanent settlement. Within a span of only a few centuries a district culture called, Effigy Mounds, developed across the Midwest and southern Wisconsin. Archaeologists believe that these communities developed a highly spiritual culture, deeply interwoven with nature and were some of the first people in Wisconsin to practice pottery, and a large-scale domestication of plants as well as processing wild nuts, fish and mussels for winter storage. This allowed them to develop semi-permanent communities with increasingly complex and egalitarian social conventions including construction of villages made of oval pole-frame wigwams which were partially sunk in the ground to provide improved insulation. Evidence of defensive palisades around these early villages suggest that conflict occurred between increasingly permanent villages and transient bands of native peoples. By AD 1000 the Effigy Mound cultures began to construct raised fields or garden beds to feed growing populations with more efficiency, leading to increasingly permanent settlements. Most notably, the Effigy Mound communities buried their dead in small pits or prepared surfaces.

The effigy mounds were then constructed over them and acted as grave markers. Extant physical evidence of this tradition in Racine can be found in Mound Cemetery. Similar mounds, some conical and others shaped like animals, were found scattered across Racine County near the shores of Lake Michigan. In total, over 100 mounds were found in Racine, most near Kinzie and West avenues on the west side of Mound

Cemetery. Of those, only 13 remain today. Many of the mounds were turned under by the plow, and others displaced by roads, highways, and building construction. As trade increased from north to south, new ideas, technologies and rituals began to replace old ones and the Effigy Mound culture gradually adapted and formal cemeteries replaced the mound building tradition.

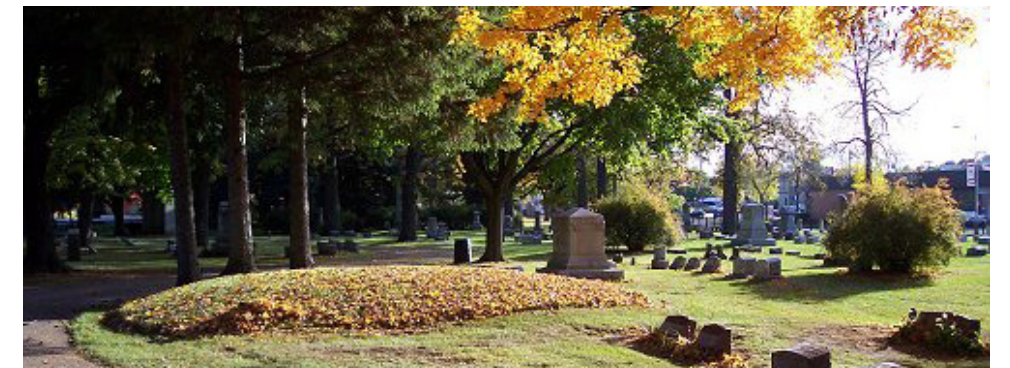
The first documented white men to visit the Root River and what would later become Racine, were Sieur de La Salle, Rene-Robert Cavelier, and Francois Jolliet De Montigny in 1679. It is said that they made camp at the mouth of the Root River prior to their expedition to find a route between the Great Lakes and the Mississippi River. When they arrived, the region was occupied by two decedent tribes of the Effigy Mound cultures, the Miami, and the Potawatomi who would both take part in the fur trade with the French, British, and eventual Americans. The Miami would relocate east to Indiana and Michigan around the year 1700 in search of more prolific trading opportunities. In 1783 the Treaty of Paris transferred control on the area to the United States and in 1787 the Northwest Ordinance approved the creation of five states in the Northwest Territory, Ohio, Indiana, Illinois, Michigan, and Wisconsin. The Potawatomi would remain in the region in permanent agrarian settlements until the Treaty of Chicago, signed in 1833, which ceded roughly five-million acres in southeast Wisconsin and northern Illinois to the US Government. The treaty further laid out plans to relocate the Potawatomi Indians west of the Mississippi River by 1836, and by 1838 the Potawatomi were completely removed by the federal government. Once gone, they were largely forgotten by the early white settlers of Racine who were eager to stake land claims and cultivate the fertile soil.

### Formation of Racine County and Racine

In 1834 Milwaukee County was formed after increased westward migration of Yankees to the region. Racine County and Racine as the county seat were established from Milwaukee County two years later in December of 1836, the same year that the territorial government of Wisconsin was established. The County contained an even proportion of prairie and timber and its rich soil was well adapted to agriculture.

Many early habitations throughout the county were poorly appointed log cabins quickly constructed to provide shelter from the elements. These cabins were made of light, round logs about fourteen feet square roofed with bark or clapboards and sometimes of prairie Sod. More primitive habitations were half faced lean twos. Early settlers planted corn, potatoes, turnips and other easily grown crops. The county employed early forms of governance when other pioneer regions were “lawless”. The

county, then encompassing Racine County, Walworth and Rock as well as Kenosha County were organized into four regions with four townships. Each township elected a panel of three ‘judges’. These allowed for organized claims to land, and ways to resolve disputes. However, it wouldn’t be until 1839 that many of the lands within Racine County would officially come into market. Each town in the County sent representatives to Milwaukee who participated in the public sale of lands. Each representative had a large plat of the town they represented, marked with the names of each “owner”. When that tract of land was put up for auction, the representative would bid the minimum price, \$1.25 per acre. Since almost all the lands put for sale at this time were already claimed and often had extensive improvements, homes, barns, mills, businesses already constructed, anxiety existed. However, it is a testament to the early settlers that no major conflict occurred during the great land sale.



(Top) Extant burial mound in Mound Cemetery, (Bottom) 1840s cabin in Caledonia Historical Village



Racine was founded by, Captain Gilbert Knapp, former officer of the US Revenue Service, in 1834, the year after these lands were opened to white settlement. Racine was the name given to the Root River by the early French explorers and traders. The word, “Racine” in French means root. The natives in the region called the river Chippecotton, which also means “root”. However, the early settlement would be named Port Gilbert, in honor of its founder, Gilbert Knapp. Knapp had two investors Gurdon S. Hubbard of Chicago and Jacob A Barker of Buffalo, who had a joint claim to the 141 acres that would become Racine. Many of the early settlers that would follow Knapp also came from New England and New York. They were hardworking, industrious, and staunchly religious individuals who believed strongly in the public good, the usefulness of government, and community. By 1835 the town was developing quickly, and many new Yankees from the east staked claims on land not yet surveyed, and often still occupied by native peoples. In the same year, Stephen Campbell staked a claim to lands abutting Knapps claim that would be known as the Harbor Addition. The new village consisted of five or six frame buildings, one a two-story tavern, and hotel owned by Amaziah Stebbins and John M. Myers. Soon after, a post office was established at the rapids on the Root River, A.B. Saxton was appointed Postmaster. By 1836 this post office would close in favor of a location in Racine proper.

In 1836 David Giddings and Joshua Hatheway would formally plat the town. The early village lay both north and south of the Root River along the shores of Lake Michigan, extending from St. Patrick Street on the north to Seventh Street on the south and from Lake Michigan to the east and Erie Street on the west. The streets were designed around a grand public square, todays Monument Square which was originally proposed on either side of Main Street between 5<sup>th</sup> and 6<sup>th</sup> Streets although only the west side was developed for public use. In the same year five or six frame houses were constructed, three mercantile houses, and one two-story hotel. At this time, a mania of land speculation was occurring, both in Racine proper and in the county where speculators looking for water powers, village sites, and buying and trading village lots even though most were often found in poor condition or heavily forested. The towns original plat was lost shortly after its creation and attempts to re-survey the town were made difficult by lost survey monuments, and new monuments erected in different places in accordance with three successive surveyors own theories of the original plats intent. It wouldn’t be until 1882 that Beniset Williams of Chicago would resurvey Racine to establish true and accurate lines.

The lavish two-story Racine House, was constructed the following year in 1837 by Alfred Cart at a cost of \$10,000 on the corner of Market and Fifth Street. By 1838 the first bridge would be constructed over the Root River at todays Main Street, and a military highway from Racine to Janesville was constructed. In 1839 the US Government funded the construction of a light house on the lake at Seventh Street. By 1840 the village contained 337 settlers and the first courthouse would be constructed. Several hotels, including the lavish Fulton Hotel, a few high-style dwellings and a concentrated business district were built along Lake Avenue between second and fifth street. At the same time, the county was growing even faster, and by 1836 had a population of 10,000. Racine in these early years was supported by a large extant farming community, both in Racine County and beyond. The relationship, as it always was, was reciprocal. The city needed agricultural goods, and the farmers needed manufactured goods. By 1840 Racine would see its first manufactories

arrive to support the counties growing agricultural sectors and by 1842 the population grew to 800. When Wisconsin received statehood in 1848, Racine was quick to incorporate as a city with a population of 3,000. The city extended approximately from the Root River to the north, to a line between today’s 16<sup>th</sup> and 17<sup>th</sup> streets to the south.

## 19<sup>TH</sup> CENTURY GROWTH AND DEVELOPMENT

### Port Town and the Railroads

Early in its history, transportation to Racine occurred primarily on Lake Michigan by steam and sail boat. Due to a large sandbar at the mouth of the Root River, boats were often anchored off shore and people and cargo were loaded onto smaller rafts and row boats to be taken ashore. It wouldn’t be until 1844 that a permanent harbor would be constructed at a cost of \$10,000, at the willing expense of the townspeople. Shortly after construction, several ship building industries sprang up in Racine. These boats were critical to the import and export of goods primarily to and from the Port of Buffalo. Racine was the shipping point for the plentiful farms in Racine County and southeast Wisconsin including farmers as far west as Beloit and Janesville who hauled their crop to Racine by wagon, often on plank roads that were built to improve the swampy condition of the land. Wagon trips to Chicago and Milwaukee took about 2 days in good weather. Letters from New York took 2 weeks in the summer and 3-4 weeks in the winter to reach Racine. In the early 1840s immigrants from Wales and Denmark were some of the first foreigners to join the Yankee community. Racine’s chief exports in 1849 were agricultural, including: wheat; flour; beef; pork; corn; oats; hay; butter; and, cheese. Despite continuous gains in port volumes, shipments through the Port of Racine declined as a percentage of trade as the railroads became increasingly important players in transporting goods to and from market. The Racine, Janesville, and Mississippi Railway was chartered in 1852. In May of 1855 the Railroad arrived in Racine and gave way to new modes of transportation and access to new markets that would lead to a boom in population and production. That same month, the Green Bay, Milwaukee and Chicago Railroad would arrive, connecting Racine to the nations expanding railway network. By January of 1857 the Racine and Mississippi Railroad ran trains as far as Rockton Illinois with plans to build as far as the Mississippi River in Savanna. The small railway would go bankrupt in 1873, being purchased by a Milwaukee Road, eventually being redirected through Racine to Milwaukee.

Prior to these railroads, overland travel was conducted on plank roads, of which there were three running out of Racine. One taking the northwestern Avenue route, another along Washington Avenue and West 12<sup>th</sup> Street and a third along Asylum Avenue. These roads were logical since they improved conditions of travel and the cost of lumber was cheap in the mid 1800s, coming by boat from Michigan and Northern Wisconsin. There was a line of stage coaches which operated along these roads and were the cities first form of “public transportation.” The cost of a ride from Racine to Janesville, was \$2.50 (the equivalent of \$75 today). By 1871, six grain elevators in Racine Harbor were torn down due to a lack of product coming into the port. Milwaukee and Chicago both began to make inroads into the agricultural trade, especially wheat, that was produced throughout Racine County, and the port quickly became obsolete.



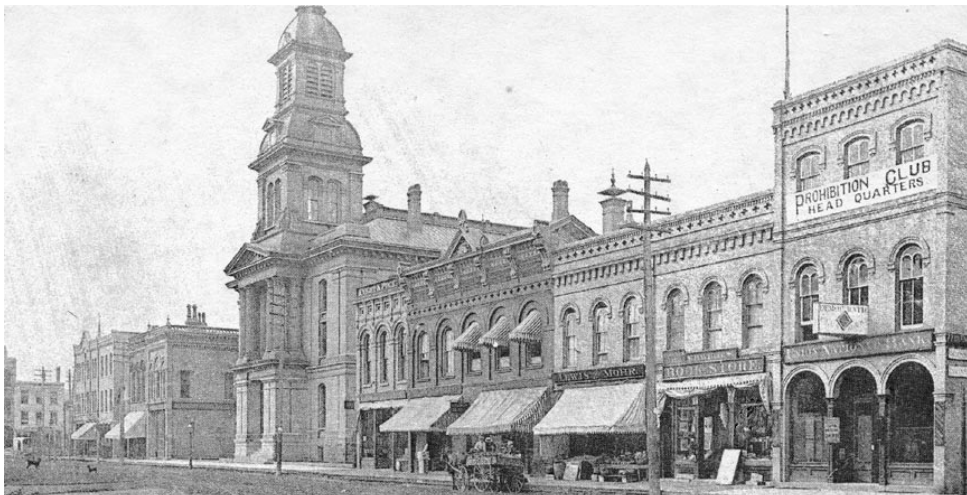
(Top) Chicago, Milwaukee, and St. Paul roundhouse in Racine, (Middle) Early railway station in Racine circa 1900, courtesy of the Wisconsin Historical Society, (Bottom) Root River in Racine Circa 1860, courtesy of the Wisconsin Historical Society



## Downtown Development

During the early 1830s and 1840s settlers lived and worked in a small area encompassing the original plat of the village. The earliest dwellings and commercial buildings during this time were located just south of the Root River along Main Street and were constructed in close proximity to the early port. They included residential dwellings, workshops, saloons, and boarding houses. Construction during this time was almost exclusively of timber, harvested from the banks of the Root River and milled upstream at a mill along the rapids. The second period of development in the downtown occurred during the 1840s through the 1880s creating a dense street wall of small buildings including stores, offices, saloons and hotels on both side s of Main Street from State Street to the north to 7<sup>th</sup> Street to the south. Most merchants during this time lived either in the rear of the building or in the upper story. If successful, merchants replaced the early wood frame construction with masonry, typically of brick. Building frontages were small, only twenty-feet, although some larger buildings were constructed during this time including the still extant McClurg Building (1857) on the northwest corner of Third and Main. Most buildings of this time were constructed in the Federal, Greek Revival and Italianate styles popular during this time.

Beginning in the 1850s Racine's commercial district would expand to the west along 6<sup>th</sup> street and 7<sup>th</sup> street and was occupied by newly arriving immigrants who would become successful shopkeepers. Although the area originally contained only a few residential and boarding houses and light manufacturing, the two roads would become heavily traveled plank roads connecting at Campbell (Grand) at the intersection of today's Washington avenue, then named Military Road, which was Racine's principle route to the west, and an important route for farmers in Racine County and as far as Janesville to transport goods to market. Due to this high traffic, the area was attractive to newcomers for commercial opportunities as purveyors of goods. By 1852, 19 businesses including a dentist, tailor, two coopers, a saddle maker, three grocers, a butcher, two shoemakers and multiple saloons were constructed. By the 1880s the area was almost exclusively commercial. The new buildings were primarily two-stories, constructed in locally sourced cream-colored brick with flat roofs and stone



(Above) Downtown Racine circa 1880, (Top Right) J.I. Case Plow Works

foundations. Three-quarters of the extant commercial buildings were constructed before 1895, in the popular Italianate Style. Some larger buildings had large frontages and were three-stories tall, with third floor halls and club rooms, and second story offices or residential suites. Extant examples include Blake's Block on the corner of Sixth and Wisconsin and the Osborn and Osgood Block at 205 Sixth Street. Many of Racine's early religious institutions including the First Baptist Church (burned in 1862), St. Lukes Episcopal Church, First Guild Hall, and Church of the Good Shepherd were located downtown. Between the Main and 6<sup>th</sup> Street business districts was Monument Square, which quickly became Racine's principle crossroads and center of activity. It was a meeting place and market place, which was called Hay Market Square before it was renamed in 1884 after dedication of the Soldiers and Sailor Monument. Just two years prior in 1882, a great fire would break out in downtown Racine destroying seven city blocks. The fire was so great, and spread so rapidly that the mayor of Racine urgently sent telegraphs asking for help from nearby communities. Brigades and equipment traveled as far as Milwaukee to the north and Chicago to the south. More than 70 stores, saloons, stables, homes, factories and other structures would be burned to the ground. As a result of the great fire, the city would invest heavily in its fire suppression capabilities. In 1883 the volunteer fire brigades would be replaced with professional companies. In 1885 new steam-powered pumpers were purchased and the still extant Number 4 Engine House would be constructed in 1888 with a four-story Italianate watch tower.

## Industrial Development

Racine's early growth depended on its proximate farm lands which provided the raw goods necessary for manufactories and production facilities to rise in the city where transportation to local, national, and international markets was cheaper than inland alternatives. As a result, the first industries were saw and grist mills which supplied the local inhabitants with lumber needed for construction, and flour needed for nourishment. The first saw mill in Racine was put into operation by William See in 1834-35, soon after in 1837-38 a grist mill was put into operation. At this time, manufactories were local, and Racine's hinterland only extended about 25 miles into the rural farming areas of the county. In the decades following its early settlement, Racine developed additional industries to serve the regions agriculture and shipping needs, including flour milling and boat building. Many of these early industries located proximate to Lake Michigan and the harbor at the mouth of the Root River. This location provided access to cheap transportation for shipping and receiving raw materials such as grains, timber, iron, and coal -- both by water and by rail. The location also provided viable transportation for shipping finished products to markets across the United States and beyond and was conveniently located nearby Racine's residential neighborhoods and primary commercial district along Main Street. By the 1840s and 1850s Racine developed as a center for manufacturing including flouring and planing mills, wagon manufacturers, manufactures of wood products and trunks, and most notably agricultural implements and farm machinery. The earliest and most influential of the farm machinery companies in Racine was established in 1843 by J. I. Case whose companies, The J. I. Case & Co., J. I. Case Threshing Machine Co. and J. I. Case Plow Works, would become one of the most influential industries in Racine, and one of the



largest manufacturers of agricultural implements in the world. By the 1860s Racine's agricultural implement industries expanded quickly and required

intricate metal fabrication to support their increasing production. As a result, many early blacksmiths and foundries would be supplemented by specialized industries such as, makers of hardware, wire cloth, wagon parts, engine manufacturers, casting plants, and parts suppliers. These included the Mitchell-Lewis Wagon Company, U.S., Fish Bros. Wagon Company and Racine Wagon Company. Racine also contained a thriving brickmaking industry, producing locally sourced cream colored brick from a large vein of clay running on the city's northside. Lakeview and Shoop parks as well and the Racine Zoo were home to large clay pits. Extant mounds in Shoop Park are the result of three decades of clearing and piling topsoil to expose the layers of clay that lay beneath. The brickmaking industry would thrive in Racine until the early 1900s due to dwindling supplies of clay and competition from larger operations in Chicago which had machinery and oil furnaces while Racine often employed man-power, the occasional mule, and hand tended fires. The last brick yard in Racine was the Hilker Company which closed in 1914. Much of Washington Park was excavated by the Hilker Company for its rich clay deposits. Many buildings throughout Racine, including many large mansions in the Southside Historic District to extant industrial factories and the historic Cream-Brick Workers Cottages are enduring examples of the towns brick making legacy.

During the 1870's Racine would see new and expanded wood milling companies in addition to its already budding agricultural, brick, and wagon industries. These companies manufactured building products, trunks, and farm and household products. S.C. Johnson Company, a floor wax finishing company, would be born from this



expansion in wood milling business and would eventually become the largest company of its kind in the U.S. Racine quickly emerged as a major manufacturing center ranking third in the country in production of farm machinery and fourth in wagon and foundry products. In 1875 William Horlick constructed the still extant factory complex at 2200 Northwestern Avenue which produced Horlicks Malted Milk, a malted barley and wheat flour mixed with whole milk and evaporated into a powder. Initially produced as a nutritional supplement for infants, the product was endorsed by doctors as a treatment for digestive problems. By the early 1900s the product was being used primarily as a confectionery, in milk-shakes, or malts, and as lightweight, high-calorie provision for explorers such as Robert Peary, Roald Amundsen, and Richard Byrd.

**Residential Neighborhoods**

By the early 1840s the population of Racine was nearly 1000, and its residential neighborhoods were clustered primarily on the south side of the Root River in the same area as todays Main Street business District. In 1842 East Park was set aside as Racine’s first public park and West Park was to be a public square. When Racine was incorporated in 1848 its population had more than tripled and the limits of the city were extended as far south as 17<sup>th</sup> Street. With easier mobility, and increasing population, the city began to push both north and south along the lakefront. The first residential houses in the extant Southside Historic District were constructed along Lake Avenue and South Main Street (then named Southport). In 1852 Racine College was founded, and its first building constructed in 1853. The Private Episcopal institution would act as Racine’s southern anchor, expanding again in 1859 with construction of Kemper Hall. By 1858 most of the extant Southside Historic District was built out north of 14<sup>th</sup> street and east of Chippeway (todays Park Avenue) but the area between Racine College and 14<sup>th</sup> would remain sparsely developed until the 1880s. During the Civil War, the lakeshore from 16<sup>th</sup> Street to Racine College was utilized as a military training camp named, Camp Utley. The camp contained as many as 1500 men during the winter of 1861-1862. In 1871 the entire Southside Historic District was annexed by the city. The homes were often high-style and occupied by Racine’s wealthy social class including early manufacturing, industrial, and commercial titans. Racine’s early residential neighborhoods extended north of the Root River as well. The area west of Michigan, east of Frederick and south of High Street were developed between the 1840s and 1900, containing more modest and often vernacular housing types owned by workers in Racine’s burgeoning industrial and commercial occupations.

Production of consumer goods allowed Racine’s economy to expand and a resulting demand for labor would quickly be filled by a rapidly growing population of immigrants. In 1890 the city’s population reached 21,000. To accommodate the growing population Racine annexed large tracts of land surrounding the City between 1871 and 1929. Most of these areas included modest residences and rural farmstead. However, Racine quickly improved transportation to these areas between Racine, Milwaukee, and Chicago. These improvements helped spur residential development in the newly annexed areas and pushed the city’s boundaries to Goold Street to the north, West Boulevard on the west, and 21<sup>st</sup> Street to the South.

**ETHNIC GROUPS IN RACINE**

**African Americans in Racine**

African Americans have faced more discrimination and hostility than any other immigrant group to settle in Racine. The first black settlers in Wisconsin would arrive in the late 18<sup>th</sup> century as fur traders. Others were brought as slaves by their military officer owners who were stationed at Fort Howard and Crawford. The first African-American to settle in Racine was Alexander Anderson in 1842. Later, Wisconsin, as would much of the north, developed a strong base of abolitionists and Racine was home to atleast 10 locations connected to the underground railroad, although Racine County was home to many more. The sites include the still extant First Presbyterian Church, offices of the Racine Advocate, an abolitionist newspaper in Racine, and the Colored Union Baptist Church, the first African-American church in the state. The most notable story associated with Racine’s abolitionist past is that of Joshua Glover. Glover was a runaway slave who escaped to and lived in Racine until he was caught and arrested by US Marshals and his slave owner. Glover was taken to Milwaukee, only to be freed by nearly 100 residents of Racine who would subsequently hide Glover and eventually afford safe passage into Canada. Despite these instances, most of Wisconsin was not sympathetic to African American difficulties and unfair treatment. Notably in 1861 a black man was lynched in Milwaukee after being accused of murder. In 1863, petitions to outlaw additional black immigrants were introduced in the state assembly numerous times.

After the Civil-War and reconstruction era many blacks would flee severe racial violence in the south, moving to Wisconsin and Racine in search of economic opportunity. However, regardless of work ethic and acculturation, many blacks faced discrimination and segregation in southeast Wisconsin, including in Racine where they had difficulty finding adequate housing and equal employment opportunities as many factories and foundries during this time were segregated and many blue-color positions were already taken by earlier immigrant groups. During the Great Depression through 1940, nearly 50% of Wisconsin’s black population was unemployed, compared to only 13% of whites. At this time, Racine’s African-American population was only 432. However, due to increased demand for industrial productivity during World War II and the resulting post-war boom, the black population in Wisconsin, and in Racine increased significantly between 1940 and 1960, most of which settled in Milwaukee, Racine, and Kenosha. By 1949 the population had increased to 2,330. Through the decade, religion and church as a community space was highly regarded in the black community. Racine during this time had four black churches: The Church of Christ Sanctified on 12<sup>th</sup> Street, Wayman AME, on Villa Street, The Community Church, and St. Paul’s Baptist Church on Grand Avenue. In the 1950s and 60s Racine was highly segregated, and most blacks lived in poor housing conditions, and faced limited job opportunities as many industries began to leave Racine. In 1951, George Bray established the local branch of the National Association for the Advancement of Colored People. The chapter was located in its current building at 1633 Racine Street. Bray organized the chapter with a staff of civil rights activists who were initially concerned with the practice of restrictions placed on blacks seeking to purchase housing. At this time, blacks could only visit an open-house or put an offer on a home if the listing noted, “Color Invited.”



(Top Left) Racine College East Building, (Top Right) 1520 College Avenue, (Bottom Left) 1100 Main Street, (Bottom Right) Racine NAACP 1633 Racine Street



Racine NAACP branch protest in Madison Wisconsin



During this time, most blacks were forced to live in trailer camps set up by the Racine Housing Administration near Layard and Blake avenues or west of Roosevelt Park. The trailers had no running water, poor insulation, and were often infested with rats. In 1953 Corrine Owens, a local civil rights activist petitioned City Hall for improvements and shortly after the camps were closed. In 1960 there were only three black lawyers, thirteen black police officers, and one black firefighter. Protests began as early as 1960 when the NAACP accused local taverns of not serving blacks. In 1961 delegates from Racine's NAACP protested in Madison pressing for a bill to ban housing discrimination. In 1962 protesters picketed the University of Wisconsin-Racine because the university system had destroyed a controversial film on Racine's housing discrimination practices. On March 15, 1965 over 600 people of all races marched through Racine in protest of racial discrimination, the largest protest to date. Marches occurred again between April 23 and 25, when hundreds of mostly black youth marched to City hall and later through the streets of Racine before returning to the Humble Park Center. They were protesting construction of a new recreation center in a predominantly white neighborhood while recreation amenities in the black neighborhoods were insufficient. The city responded by instituting a 7pm curfew on all citizens. The following evenings, the marches became more violent and three Racine policeman and three citizens were injured during altercations.

Some progress was made however. Lloyd Jackson was Racine's first black principle at Lakeside School. He was also Racine's first black alderman, elected in 1968. Jackson was a fair housing advocate and civil rights leader. In 1976 Robert Turner began his civic career when he was elected to the Racine city council. Robert Turner would use his influence to promote the hiring of more blacks to government position. Turner would go on to serve as the first Black city council president. As of 2005 Turner has become the longest serving state elected official from Racine. He has also become the longest serving Black elected official in the State of Wisconsin. The Racine Unified School District, despite the 1954 Brown Vs. Board of Education decision, did not desegregate



German Immigrants employed in the J.I. Case Plow Works.

its schools until 1966 when it closed two junior high schools with predominantly black and minority enrollments. However, the closing of these schools and the farce of desegregation put an unfair burden on black families who were now forced to attend schools in rural areas while white students had no change. The local NAACP chapter and then president Julian Thomas threatened to file a lawsuit against the school district. It wouldn't be until 1972 that the school district would plan, and in 1975 implement, desegregation of its schools by busing suburban children into inner-city classrooms. Today Racine's black community continues to suffer from the loss of middle-class industrial jobs and the low paying service jobs which replaced them. Racine was named the fourth worst city in the nation for black people to live by a 2017 Wall Street article. The ranking noted that the typical black household in Racine earns just 35 cents for every dollar a white household holds. Black unemployment was twice as high as that of whites, and attainment of a bachelor's degree was less than a quarter that of whites, and nearly a third less than the national average for blacks.

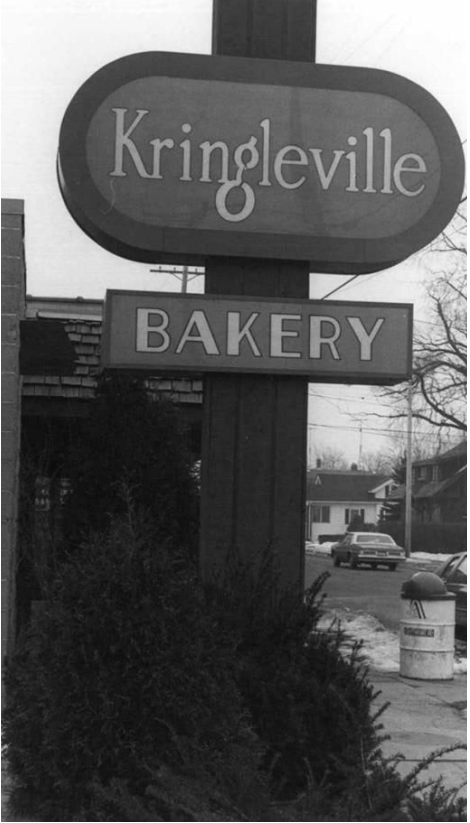
### Europeans in Racine

Many European immigrants arrived in Racine toward the middle to late 1800s, looking for opportunities in the cities factories as well as inexpensive but fertile agricultural land. By 1870 nearly half of the people living in Racine were immigrants, forming ethnic neighborhood enclaves and social institutions.

### The Welsh

The Welsh were the earliest immigrant population to settle in Racine beginning in 1841 when 67 immigrants from North Wales located in the southwest area of the City. Similar to the Irish and Scottish, most Welsh immigrants were landless agricultural workers who fled their native land to escape religious and ethnic discrimination in Great Britain. By 1850 almost 300 Welsh residents called Racine home. These early settlers worked on the lake or early railroads, fanning mills, brickyards, tanneries, and various factories and machine shops. Decedents of these early immigrants joined the burgeoning merchant class, some opening their own stores and shops in the downtown. The Welsh formed the St. David Benevolent Society in 1869 to encourage their native language and distinct culture. Each year the society undertook a literary and arts festival called Eisteddfod. The Welsh quickly assimilated, reaching economic, political, and civic success. Today the Welsh still maintain the St. David Society of Racine and Vicinity to promote Welsh culture.

(Top) Dania Society, (Bottom) Karl Jonas Statue, (Right) Kringleville Bakery



### The Norwegians and Danes

The Norwegians and Danes located west of the Root River. The Danes settled in Racine around 1848, and continued to immigrate to the City until 1930, when nearly 3,500 Danes called Racine home. Danish emigration was a result of overpopulation in Denmark, and the availability of cheap land. Many Danes worked in the J.I. Case Company and Mitchell Wagon Company which actively recruited workers from Denmark. The Danes established tight-knit neighborhoods in the area west of downtown Racine, constructing community gathering spaces, social clubs, churches and a central business district, known as Kringleville, today's West Racine. By 1890 Racine has the highest per capita concentrations of Danes in the country, and

Racine was known as, "the most Danish city in America." Similar to most immigrant communities, the Danes sought to preserve their traditions and languages and formed ethnic specific societies. The Danes founded several Danish libraries, societies, and mutual-aid organizations. Most notably, the Danes formed the still extant Dania Society in 1867 to address Danish issues in Racine from youth education to music and health. The clubhouse was located in Dania Hall, still located at 1019 State Street. The Danish Brotherhood of Racine was founded in 1882, as a social club for veterans of the Danish-German wars, but quickly organized to include all Danes and to promote their language and traditions. Shortly after, in 1886, the Danish Sisterhood of Racine was organized in the Danish Brotherhood Hall on 710 Grand Avenue.



## Bohemians

The first Bohemian immigrants arrived in eastern Caledonia around the year 1850. Most were protestant exiles coming to America to flee religious and political persecution. They first settled between Milwaukee and Racine Counties, along the Root River to the west and Lake Michigan to the east. Many more Czech immigrants would arrive in Racine and Racine County between the 1880s and 1920s, fleeing low wages and overcrowded labor markets. The Czech settlers were mostly farmers and tradesmen who formed a concentrated community near Racine in an area named Tabor in Caledonia Township. The early settlers were determined to preserve their heritage and organized a school in the 1860s so their children would learn their history and continue to speak Czech. A second school was constructed in 1888, and called the Bohemian Schoolhouse. The building is still extant, owned by the Racine Heritage Museum on Five Mile Road and Highway 31. Racine’s most Prominent Czech citizen, Charles Jonas, was a journalist, politician, and diplomat who emigrated to Racine in 1863 as a political exile. Jonas would edit and publish a Czech Language newspaper in Racine called the Slavie, serve as a Racine alderman between 1875 and 1883, and was president of the Common Council in 1878. He was elected to the Wisconsin State Assembly in 1877, and to the State Senate in 1882. Later, Jonas was elected the 16<sup>th</sup> Lieutenant Governor of Wisconsin in 1890, and would also serve as U.S. Consul to Prague, St. Petersburg, and Crefeld. The Karel Jonas House in Racine is listed on the National Register of Historic Places and a statue of Jonas sits in Flat Iron Square at the intersection of Douglas Avenue and High Street.

## Germans

German immigration to Wisconsin and Racine came in three distinct periods. The first arrived between 1845 and 1860, primarily from Bavaria and Wurtenburg who fled Europe after catastrophic crop failures, while others fled intellectual persecution during the failed revolutions of 1848. Many reached and settled in Racine on their way to Milwaukee, which at the time was called the “German Athens”. The second wave came between 1865 and 1875, primarily from the northern German states. During this time, much of Europe suffered from an agricultural recession due to a flood of cheap American crops and many would leave in search of improved prosperity and cheap land. The final wave of immigrants came between 1875 and 1890 when Racine’s industrial and manufacturing base was rapidly expanding. They came from Prussia and Pomerania where they were landless agricultural laborers, in search of economic prosperity in Racine’s industry. Initially, most Germans distinguished themselves from the states or regions they came from, it wouldn’t be until much later that a common language and social institutions would form a unified German-American Culture.

Germans located primarily in the northeast and southeast portions of the City. They formed social clubs, including the Deutscher Maenner Verein, or The German Men’s Club in 1894. The club was primarily social, a place where German Immigrants could feel at home, speak their native language, reminisce about their pasts, and plan their future in America. Their clubhouse located at 701 Villa Street remains the organizations headquarters. A year later, in 1885, the organization founded a women’s auxiliary called the German Ladies Aid Society. This group thrived in Racine, preserving the German

language and culture as well as donating food, clothing, and money to those in need. German social and singing clubs still exist throughout Wisconsin and beer, bratwurst, and sauerkraut remain cultural icons for the State.

## Italians

Italian immigrants in Racine came during the first two decades of the twentieth century, fleeing a feudal system of agricultural labor in search of economic opportunity. By 1890 only 1,123 Italians settled in Wisconsin. By 1920 that number had reached over 11,000 spread across Milwaukee, Racine, Kenosha, Waukesha, Rock and Dane Counties. They created distinct Italian neighborhoods in the northeast portion of the City. They formed ethnic grocery stores, clubs, and churches. Unlike other immigrants, the Italians faced immense difficulty finding jobs and housing and faced severe discrimination in Racine. They worked harder than other immigrant groups and received less in return. Early Italian immigrants used cultural and family ties to secure employment in factories and procure housing and English lessons. They formed the Roma Lodge in 1920 to both help preserve their culture, as well as find ways to assimilate to life in America. Eventually Italians opened small businesses such as restaurants and barber shops near an area known as Lakeside, north of the J.I. Case Manufacturing complex at 25<sup>th</sup> and Racine Streets. Those who didn’t find success opening small businesses labored in some of Racine’s worst industrial conditions. Often too poor to buy food, many Italians in Racine kept large gardens, each with their own unique recipes for sauces and traditional Italian dishes.

## Hispanics in Racine

Immigrants from Latin America have settled in Wisconsin since its territorial days but would arrive in southeast Wisconsin and Racine in great numbers in the 1950s. Similar to earlier German immigrants, those from Latin American backgrounds came from different countries with distinct cultures and histories. The largest group of Latin American immigrants arrived from Mexico as part of the Federal “Bracero” program which brought agricultural laborers to the United States through 1964. Others were already American citizens from the southwest who were initially brought north as seasonal agricultural workers but stayed to work in Racine’s expanding industries. Another wave of immigrants would arrive in the 1990s as refugees from wars in El Salvador, Columbia and Nicaragua. Before the Civil Rights Act, racism and discrimination were common and many immigrant families had difficulty finding employment, and fair access to housing. Even today, many immigrants as well as American citizens of Hispanic heritage face similar injustices. Similar to other immigrant groups, Hispanics have created social bonds through a shared language and religion. The St. Patrick’s Church, designed by Barry Byrne, has become an important cultural meeting place.



(Top) German Men’s Club 701 Villa Street, (Bottom) St. Patrick’s Catholic Church 1100 Erie Street



## EARLY 20TH CENTURY DEVELOPMENT

### Factory Town

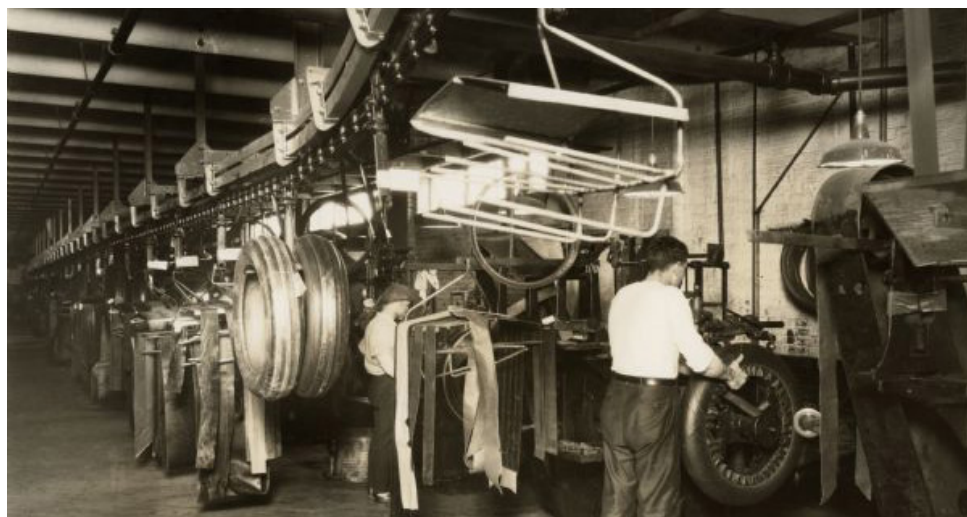
Racine's final period of industrial growth was spurred by a transition from older, traditional lumbering and agriculture implement manufacturing to industrialized specialization. In 1913 J.I. Case completed its South Works complex on the shores of Lake Michigan. This plant contained a foundry, power plant, machine shop and four large warehouses. During this time, the automotive industry became one of the fastest growing industries in the world and Racine was already making countless contributions. Dr. James Carhart, a local Racine minister invented and produced the world's first steam-automobile in his garage in 1873 and was credited as the father of the automobile at the Paris motor exhibition in 1908. In 1903 the Mitchell-Lewis Wagon Company, an early manufacturer of agricultural necessities, launched its automobile industry in Racine and would grow to become one of Racine's largest manufacturers generating numerous support companies such as manufacturers of tires, machine castings, and upholstery. The company produced two models of Mitchell cars and manufactured automobiles in Racine until the automobile branch filed for bankruptcy in 1923. In 1911 Mitchell-Lewis merged with the Walker Manufacturing Company, then Racine's largest employer with 3,000 employees. In 1916 the company would expand and locate on the lakefront just north of the Root River. In 1929 Walker would acquire Ajax Auto Parts Company. The Walker Manufacturing Company – Ajax Plant (Walker-Ajax) is still extant in Racine, although abandoned, and was listed in the National Register of Historic Places in 2016. Walker-Ajax became an industry leader in manufacturing and designing mufflers, jacks, and other ancillary automotive parts and would be one of the last major industries to leave Racine, producing exhaust systems until 1978.

Other manufacturers of automobiles included the Pierce Engine Company, producing Pierce-Racine cars between 1903 and 1910. The company would eventually be bought

out by the J.I. Case Company and Pierce Engines produced touring models, sedans, coupes and sport cars under the Case name until operations were halted in the 1920s. Other notable companies in Racine included the Maibohm Motors Company from 1917 to 1922, and the Piggins Brothers Company who produced the world's first six-cylinder engine in 1909. Many of Racine's automobile manufactures were not profitable, offering custom made vehicles which couldn't compete with the nation's assembly-line producers. However, the early automobile and agricultural manufacturing industries did attract highly skilled and trained engineers, machinery designers and production experts to Racine. These individuals would usher in an era of machinery invention and innovative manufacturing, eventually forming companies that produced appliances, and machines that would lead industrial expansion in Racine through the 1960s. The city's manufacturing prowess would become world renowned and products produced in Racine were found in households across the world. Most notably, In 1904 Frederick Beach and Louis Hamilton who were then employed at the U.S. Standard Electric Company, inventor of the world's first vacuum cleaner in 1909, would invent and perfect the world's first fractional horsepower motor by 1910 revolutionizing the appliance industry. In 1911 the two partners would form the Hamilton-Beach Company in Racine, with partner Fred Osius. In its early years the company would produce electric handheld massagers, motors for soda fountains, motors for sewing machines, silver buffers, and stand mixers. Hamilton Beach would see its greatest success after it was purchased by Scovill Manufacturing in 1923, inventing and manufacturing home appliances such as blenders, electric knives, hand mixers and food processors. It would soon become one of the largest manufacturers of household appliances in the country. From the late 1920s through the end of World War II Racine was the electric motor capital of the world, producing more electric motors than anywhere else in the world. Beach and Hamilton would leave the company they created in 1913 to form the

Wisconsin Electric Company and produce electric motors for power tools. In 1929 the company would change its name to Dumore Manufacturing, earning a reputation for high-quality hand-help construction products. Other pioneers included Oster, Allover, Master, Arnold Electric, Andis, Stevens Electric Company, Racine Universal Motor Company, and the Racine Electric Company.

During this time, the spirit of inventiveness seemed endless. Racine had a wave of highly skilled and educated individuals as well as the manufacturing space and tools necessary to transition ideas to production, and the infrastructure to bring products to market. Furthermore, many companies such as Twin Disc, and SC Johnson would emphasize research and development during the Great Depression to stimulate growth and reduce the need for layoffs. Racine inventor George Gorton held patents for auto-tire mold engravers, single-cylinder gas engines, groove cutters for artillery shells, and a machine which folded, wrapped and addressed newspapers. Gorton also helped invent the refrigerator and three-dimensional pantograph. The manual and electric hair clip was invented by Mathew Andis and John Oster in the early 1920s. The vacuum cleaner by Fredrick Osius in 1910. The lollipop was invented by the Racine Confectioners Machinery Company, creating a machine that could make 40 lollipops per minute. The Arnold Electric Company, Racine Universal Motor Company, and Hamilton Beach perfected the hand held hair dryer. Albert Dremel invented the power lawn mower in 1921. The garbage disposal was invented by local Racine architect John Hammes in 1927. The invention would eventually spawn the In-Sinc-Erator Manufacturing Company, still extant in Racine. Even four-wheel drive and power steering were invented in Racine by Peter Batenburg. By the late 1950s the wave of production began to slow. Oster moved its facilities to Milwaukee in 1950 and 1954 and was bought out by Chicago-based Sunbeam in the mid-1960s and in 1968 Proctor Silex



(Left) Workers in the Ajax Rubber Company, (Middle) Dumore and Wisconsin Electric Company, (Right) Massey-Harris manufacturing tanks during World War II



bought out Hamilton Beach. One of Racine's more unique but culturally significant contributions would begin in 1942 when Edward Wadewitz and his Western Publishing Company published the first Little Golden Books. The company would go on to become massively successful, producing hundreds of children's books which were distributed across the country until the company ceased operations in 2001.

## Union Activity

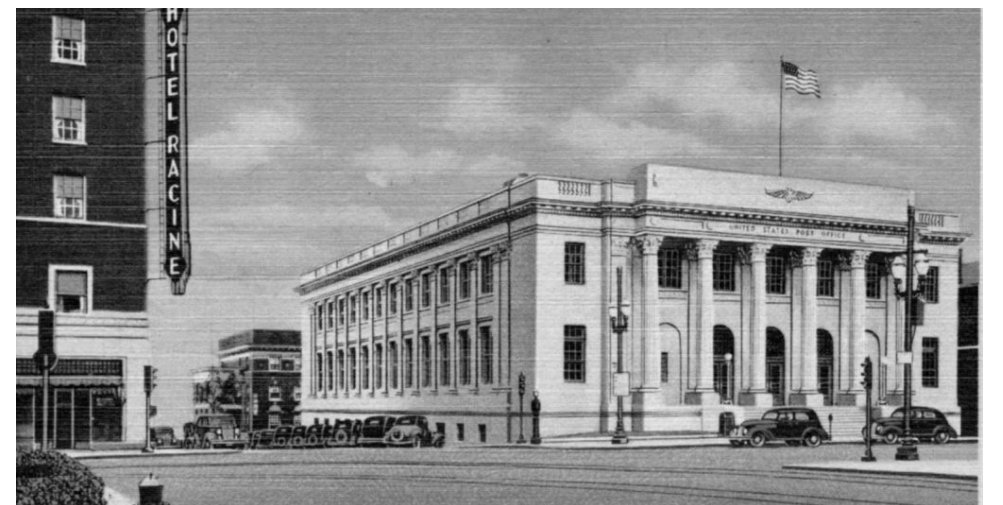
After the Wall street crash of 1929 and the resulting great depression, Racine would endure a long series of divisive labor strikes, especially as nearly half of its working age men were unemployed. Racine was one of the most industrialized cities in the United States and became a bellwether for nationwide labor conflicts. Many unions trying to organize started campaigns in Racine and large companies such as J.I. Case relentlessly resisted. It was a time of incredible animosity in Racine. In the 1930s the Walker Manufacturing Company would suffer severe losses during a long labor strike. The company was unable to meet preferred stock dividend obligations and the Walker family lost control of the company which passed to its stockholders. In 1933 the Wisconsin Dairy Farmers striked to attempt to raise the price of milk. Three strikes occurred in total, each increasing in its volatility. The National Guard was deployed, and in May a guardsman shot and killed two teenagers in Racine County. By 1934 during the height of the depression, six of the city's largest industrial plants went on strike simultaneously. The strikers were often met with police brutality, clubbing and arresting peaceful picketers. The longest strike would occur just after World War II when the employees of J.I. Case Company, led by the United Automobile Workers, walked off the job for 11 months. In 1934, despite the Great Depression and labor unrest in Racine, SC Johnson established an employee pension plan to supplement paid vacations, and profit sharing initiatives which SC Johnson had pioneered a decade earlier. The unionization of Racine's workforce was successful and working conditions began to improve. By the 1940s, the average weekly wage in Racine rose to the second highest in the state and many employers such as Johnson Wax, Twin Disc, and Western Printing created generous worker benefit packages. However, in 1960 another strike at the J.I. Case Company was marked with violence when a company hired strikebreakers car ran through a picketing line. These strikes and struggles were not confined to the private sector and extended well into the 1970s. In 1977 Racine Unified teachers walked off the job for fifty-days, followed by a fifteen-day strike by state employees.

## Downtown Development

The last decade of the 19<sup>th</sup> century into the early years of the great depression represented a height of commercial, residential, and institutional development in Racine as industrial expansion continued, land values increased, and many high-style and influential buildings were constructed. During this period, many older buildings in the downtown were refaced or renovated to accommodate new and larger merchandise displays. New buildings tended to be taller and wider than those before and were designed for specific uses including office space and rental apartments. Extant commercial examples from this period along Main Street include the Chauncey Hall Building, Shoop Building, Zahn's Department Store Building, and YMCA building.

Retail expansion took place along sixth street as well with construction of the Ernst Klinkert Building (1922), Badger Building (1915), Century Motor Company Building (1927), and Porter Furniture Company Building, constructed in 1938. In 1892 the Belle City Street Railway Company operated extensive rail lines throughout Racine's downtown, adjacent neighborhoods, north to Milwaukee and south to Kenosha. The electric railroad spurred commercial growth throughout the downtown and Racine became a major retail destination between Milwaukee and Chicago. Automotive uses also began to appear in the downtown during the 1930s including tire stores, garages, and automobile showrooms. During this period Racine would also construct many monumental institutional buildings still extant today including the 1905 Public Library which now houses the Racine Heritage Museum, the 1921 McKinley Junior High School, and the Racine Memorial Hall, constructed in 1924. Racine's City Hall, the Racine Main Post Office, and the Racine County Courthouse, designed by Holabird and Root were all three of these buildings were dedicated on the same week in July of 1931. The Racine Courthouse is still the tallest building in Racine County and contains relief sculptures by Carl Milles, an influential Swedish sculpture. During the depths of the great depression in the 1930s many Racine residents found work with the newly organized Works Progress Administration. The work done by these individuals left an enduring mark on the city and county including expansions to McKinley Middle School, Park High School, Knapp Elementary School and Waterford High Schools. Other projects included stone walls in Lincoln Park and Island Park, over 50,000 feet of storm sewer, and the removal of Racine's short lived streetcar lines.

Frank Lloyd Wright and the Prairie style movements influence on Racine began in 1905 with construction of the Thomas Hardy House just south of the Downtown. Wrights most significant contributions to the city, the SC Johnson Administration Building (1939) and Research Tower (1950) are still extant today, representing the wealth and power of both SC Johnson and Racine during this time. Other prairie school architects who designed buildings in Racine during this period include Edgar Tafel, Barry Byrne, John Randal McDonald, and Robert Kueny. The most significant extant examples include the Byrne designed St. Patricks Church, completed in 1925 and St. Catherines High School, completed in 1924. Another disciple of the Prairie style and City Beautiful Movement, Landscape Architect Jens Jensen would begin his long relationship with Racine in 1905. Jensen produced designs for Island Park, Riverside Park, Washington Park, Monument Square, Mound Cemetery, North Beach, and the Racine Country Club. These various projects were completed between 1909 and 1914 and many extant features exist including historic bridges designed by Jensen in Island Park and a suspension bridge over the Root River in Washington Park. During the late 1920s downtown Racine would become a center for major retail. In 1925 JC Penney located downtown and In 1929 Sears Roebuck and Company would locate there as well. The period between 1900 and the Great Depression could be described as Racine's golden age of culture as well. Four new theaters and a popular theater guild were constructed during this time, including the extant Majestic Theater (Uptown Theater); Venetian Theater, Capital Theater, and Granada Theater, all completed in 1928. Racine had a professional football team between the mid-1910s and 1926, the Horlick Racine Legion Team and later Racine Tornados. Between 1943 and 1952 the Racine Belles were an All-American Girls Professional Baseball league, winning the first league championship in 1943.





## Residential Development

Between 1880 and 1920, Racine would see a population boom as a result of continued economic success and increased industrial output. As a result, Racine faced a significant housing shortage which in turn was hurting retention at local industries. Also, during this period, declining profits from farming combined with growing land values encouraged the sale of farmland on the outskirts of Racine. The city expanded into these areas and new neighborhoods began to develop, particularly to the west in previously annexed land between Taylor and Lathrop, Seventeenth street, and Graceland. Racine also annexed the land between Melvin Avenue and Goold Street to the north in 1911, and the area was subsequently developed. The housing shortage was also an impetus to some of Racine's more unique housing developments including the Garden City inspired Racine Rubber Company Homes, built between 1919 and 1920, just eight blocks west of the Racine Rubber Company factory. It was thought that the promise of a home, especially during this time, would lure and retain the best employees. However, access to the automobile, as well as development of several electric rail lines throughout Racine meant citizens could live further away from their place of employment, and the company housing didn't take on like anticipated. By 1925 the housing shortage was largely resolved, not by new development, but by recession and the loss of over 4,000 jobs. The city would further annex land to the north between Melvin Avenue and North Street in 1928 to accommodate a need for future housing, although the 1929 stock market crash and subsequent Great Depression put that need on hold. During the Great Depression construction of new housing slowed to a near halt. The homes closer to downtown were quickly becoming unfashionable, and many of Racine's largest homes in proximity of the downtown core were either transitioned into apartment housing, or simply torn down because they were too costly to maintain. The decline of Racine's proximate agricultural industry coupled with investments in electricity and telephone lines, and the rise of the automobile led to further expansion into rural areas around Racine. An example of this expansion is the Manree Park Neighborhood, which was subdivided and platted into 163 lots in 1929. However, only a percentage of the lots would be sold and developed due to the resulting Great Depression. It wouldn't be until the early 1940s and 1950s that these neighborhoods would be fully built out, creating a mix of 1920s and post-war architecture still extant today.

During the early 20<sup>th</sup> century, Frank Lloyd Wright would design just two residential structures in Racine, including his earliest work, the 1905 Thomas Hardy House as well as the later, 1937 Herbert Johnson House. Both are listed in the National Register of Historic Places. Wright would acquire only one residential commission in Racine during the Mid-20th Century, the 1954 Keland House. However, some of Wrights associates would be more prolific. Edgar Tafel, an associate of Wright designed five homes in Racine including the extant Furlough House on Michigan Boulevard. Randal McDonald, another prairie school disciple designed the Postorino House on North Main Street, completed in 1951.



(Top) Residential development in the Manree Park Historic District. (Bottom) Residential development in the Southside Historic District.



# MID-20TH CENTURY DEVELOPMENT

## Mid Century Residential Neighborhoods

The 1940s would mark a rise in Racine’s middle class due in large part to an improving economy but also efforts by Racine’s unions to garner a better wage and improved benefits. As a result, many more workers were able to afford homes. To meet this demand, the city nearly tripled in area through annexation and the population reached 67,195 in 1940. The outbreak of World War II and the economic boom to Racine’s industrial machine would double employment in the city. The demand on Racine’s industries led to a labor shortage by 1943, which influenced higher wages and a resulting population increase. To feed the booming population, Racine expanded into previously annexed land primarily with tracts of suburban-style ranch housing to the west and south of the city center. A second period of growth would occur during the post-war years. Many neighborhoods to the west and south of the city would develop quickly during the 1950s and become fully developed during the 1960s. These were occupied largely by middle class and blue-collar families working in Racine’s numerous industrial and manufacturing companies. Many of these neighborhoods showcase a mix of 1920s, higher style architecture, with more vernacular post-war housing types.

By the early 1960s Racine would reach its current boundaries and the city would begin to suffer from a decline in industrial and manufacturing output. As a result, many of Racine’s inner-city neighborhoods would become increasingly unstable. The Southside Historic District, once the home of many of Racine’s titans of industry, declined quickly and many believed it was destined to become an area of urban blight. However, due to the housing shortages of the 1970s, coupled with a blooming interest in Historic Preservation, the area was revitalized, primarily by the Southside Revitalization Corporation, Central City Committee, and the West Park Neighborhood Association. The area quickly became fashionable again and designation into the National Register of Historic Places helped to encourage continued rehabilitation and intrusions by incompatible commercial, institutional, and multi-family housing building types. Racine’s population would peak in 1978 with nearly 95,000 inhabitants.

## Commercial and Economic Transformations

By the 1950s, Racine’s downtown would reach its peak with numerous smaller retailers and five major department stores: Racine Dry Goods; Montgomery Wards; Sears; JC Penney and Zahns. During the post-war years of the 1960s and 70s, Racine’s traditional commercial centers began to suffer as they failed to compete with newly constructed shopping centers on the edges of the city and in proximate suburbs, easily accessible by the automobile and closer to the newly developed tracts of post-war housing. The first major shopping center of this kind was Elmwood Plaza on Durand Avenue, opening in 1956. Other major shopping centers including Shorecrest Shopping Center (1961), Westgate Mall (1979), and the Regency Mall would greatly impact retail in the downtown. Sears would close its downtown location in 1965 and demolish its downtown building in 1974. By 1981, Zahns, JC Penney, and Eitels would relocate out of the downtown. During the 1970s the city attempted to attract shoppers back to downtown. Landscaping and fountains were constructed in Monument Square,

the downtowns first parking deck was erected and many buildings were demolished or renovated with modern storefronts or metal coverings to make the buildings look more modern. The small-business owners in the downtown also organized to form the, “North of Fourth Group” hoping to revitalize interest in the area. This group is the precursor to today’s Downtown Racine Corporation. The group worked with the City to install new street lighting, plant trees, and collaborate with each other to market and promote the downtown. The largest and most ambitious revitalization efforts came in 1974 when the city purchased and demolished many abandoned industrial and commercial properties along the lakefront. Iconic buildings such as the Rialto Theater and Inn on the Lake hotel would be demolished. Construction of Festival Hall, and a renovation of the Reef Point Harbor would follow in the 1980s.

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(Top) Elmwood Plaza circa 1960s, (Middle) Downtown Racine circa 1960, (Bottom) Mid-Century Home at 1001 Russet Street.



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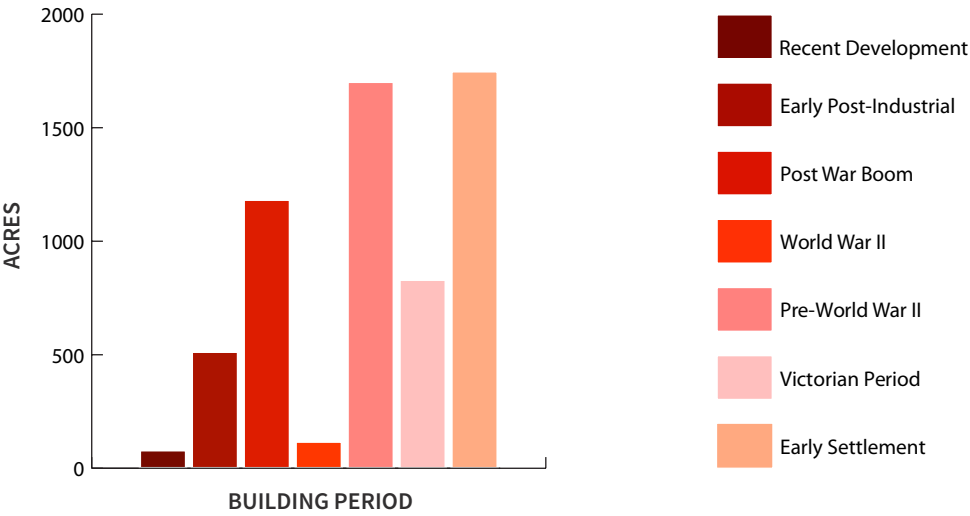


# Racine Building Periods

To place Racine’s historic building resources in their appropriate context, the map on the following page — Racine Building Periods — illustrates the major periods of construction activity from Racine’s early settlement to the present. Listed below are the general time segments that reflect the periods of Racine’s growth and development, as well as corresponding movements in American architecture and community planning:

- 1821 — 1879: Early Racine Settlement; Romantic Period (Greek Revival, Italianate)
- 1880 — 1905: Racine Industrialization; Victorian Period (Queen Anne, Romanesque, Second Empire)
- 1906 — 1940: Pre-World War II; Eclectic Homes (Colonial Revival, Classical Revival) and the Early Modern Movement (Prairie, Craftsman, Art Deco)
- 1941 — 1945: World War II
- 1946 — 1965: Post War Boom; Modernism (Minimal Traditional, Ranch, Styled Ranch, Mid-Century Modern)
- 1966 — 1980: Early Post-Industrial; Late Modern Eclectic, Contemporary)
- 1981 — Recent Development

As the map reflects, Racine’s early heritage resources constructed generally between the 1850s and 1890 are clustered around and near the downtown district extending both north and south of the Root River. Development would then extend westward along the Root River with neighborhoods built primarily before the advent of World War II. Later developments and subdivisions depicted in shades of green document resources constructed after World War II through the 1970s. Similarities in building age in a given area typically correspond to similarities in the neighborhood’s architecture and building forms.



Acres of development per historic building period.

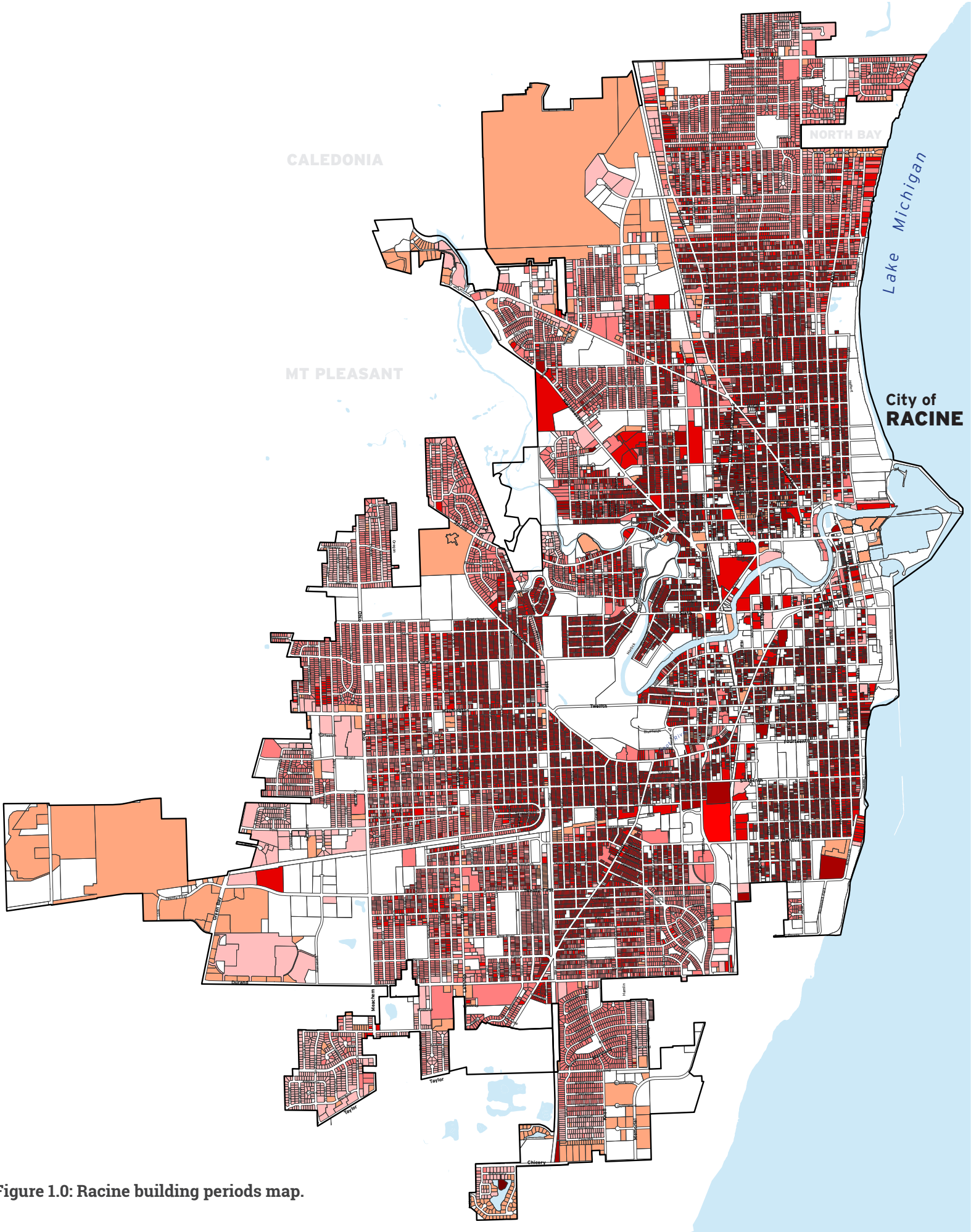


Figure 1.0: Racine building periods map.



# Historic Resources

## Archaeological Resources

Archaeological resources consist of artifacts or features that mark a place or site of previous settlement, including, for example, earthen mounds or burial grounds, and remnants of building foundations from early residences and homesteads, to industrial sites such as old mills and smokehouses. Early trails and roads are also considered important archaeological resources. Concentrations of artifacts in one location often signifies an important archaeological site that documents Racine's pre-historic and early settlements prior to the arrival of the first Europeans in the late 1600s and the first American settlers in the early 1830s. A significant and most well-known archaeological resource in Racine are the fourteen (14) extant pre-historic Native American conical burial mounds located within Mounds Cemetery. The mounds date to the late Woodland and Mississippian period of Native American settlement in southeastern Wisconsin date up until the 1600s. While state and federal archaeological laws exempt the disclosure of known archaeological sites to the public, archaeological resources within Racine and Racine County would comprise artifacts and features related to Native American settlement, early European and American settlement, especially near the downtown and surrounding neighborhoods, as well as early industrial development.

## Commercial Buildings

Historic commercial building resources are primarily located in downtown Racine just west of Lake Michigan and centered on Monument Square at Sixth and Main Streets, the State Street commercial corridor just west of Downtown Racine between Ontario and Douglas Streets, the Uptown district located at the intersection of Washington Avenue and Fourth Street, and the West Racine business district along Washington Avenue between Deane Boulevard and Blane Avenue. Washington Avenue southwest from downtown Racine to 12th Street, 16th Street at Clark Street, and Flatiron Square, at the intersection of Douglas Boulevard and Martin Luther King Drive also contain important concentrations of historic commercial buildings. Other commercial building resources are found in scattered locations in neighborhoods developed before the advent of World War II.

Downtown Racine contains the largest and most significant concentration of historic commercial buildings constructed during Racine's early growth and development period from the mid to late 18th century to just before World War II when the last of the department stores were built. Like other Midwestern communities, the first generation of downtown commercial buildings were of wood frame construction using timber from northern Wisconsin forests. A fire in 1882 would destroy a portion of the wood-built buildings along Main Street, prompting the use of locally-manufactured cream-colored brick in the construction of Downtown Racine's second and third generation buildings. These buildings, set on narrow lots and designed in a refined Italianate style with corbeled cornices, second-story arched windows and transomed-glazed

storefronts, would house the growing number of dry good stores and other specialty merchants that would serve the shopping needs of the growing Racine populace by the turn of the century. The two-part commercial Italianate still constitutes much of building street wall along Main Street north of Monument Square and in pockets along Sixth Street west of Main Street and Monument Square. The Queen Anne Commercial, noted for its upper-story multi-sided bays and conical towers, is also evident in downtown Racine with the Frank J. Mrvicka Saloon (Pabst Saloon, c. 1990), at 231 South Main Street, and the YMCA Building (Red Cross Drug Company, 1886-1887). Other architectural styles from the late 19th century include the Dutch Renaissance Revival Chauncey Hall Building (1883), 340 Main Street, and the Romanesque Shoop Family Medicine Building (1893) at 215 State Street, a five-story building housing retail, manufacturing and office uses.

After 1900 to the Great Depression years, Downtown Racine would experience a new generation of commercial development with larger buildings and expanded floor plates to accommodate the needs of department stores, offices, banks, and other commercial establishments of the period. Unlike the ornamented Victorian-era Italianate and Queen Anne Commercial styles of the late 19th century, early 20th century commercial buildings would exhibit a diversity of architectural expressions from the Prairie-influenced Badger Building (1916) at 610 Main Street, the Art Deco First National Bank, (1933) and Kaiser's (1928) buildings, located respectively at 216 and 218 Sixth Street, and the Chicago School/Commercial Zahn Department Store Building (1924) at 500 Monument Square. These stylistic approaches sought to simplify building fenestration and ornamental treatments to appear streamlined and modern using a rich palette of materials such as terra cotta and stone. Storefronts in older commercial buildings would also be altered with curved knee walls clad in stainless steel or aluminum framing, and vitrolite glass. In the post-World War II years, downtown Racine would not experience the urban renewal pressures to replace its commercial building stock with new developments as other Midwestern communities. Downtown Racine still reflects its lineage as a Victorian-early 20th century traditional commercial district.

Three other major traditional commercial districts, Uptown and the West Racine, also developed during the late 1800s and 1900s serving the shopping needs of its adjacent neighborhoods. The Uptown district is comprised mainly of two-part commercial buildings with Queen Anne Commercial and early 20th century vernacular brickfronts common building types. Uptown is also noted for the Gothic Revival Majestic Theater (1928), now called the Uptown and listed in the National Register (1982), one of the few extant Gothic Revival theaters in the United States. The West Racine business district features a mix of one and two-part commercial buildings of more vernacular design constructed from the 1900s to the 1950s. The district's own theater, the Capitol, located at 3701 Washington Avenue, was constructed in 1928. The district is noted for

several Danish-related businesses. The third major district, State Street, an extension of downtown Racine adjacent the J.L. Case Company Administration Building and manufacturing complex, contains two-part commercial buildings in the Italianate, Queen Anne, and Classical Revival styles. Its most architecturally significant building is the stately Queen Anne Lincoln block crowned by two prominent corner towers and four upper-story window bays.

Like the West Racine business district, the Flatiron district on Racine's northwest side comprises of vernacular one and two-part commercial buildings, some with Italianate and Dutch Renaissance Revival architectural features. Other vernacular two-parts, Italianates and Queen Anne commercial buildings are found along key corridors, such as Douglas Boulevard south from the Flatiron district, and neighborhoods, mostly located at prominent corner locations.





## Residential Buildings

Racine’s residential neighborhoods emanate to the north, west and south the downtown district, connected, historically, by streetcar lines, today by major roadway arterials, such as Main Street and Douglas Avenue from the north, State and 6th Streets from the west, and Washington Avenue and Racine Streets from the south and southwest. Residential development in Racine spans all development periods from the 1840s to the 1960s as Racine grew from its early roots as a port city to an industrial center by the turn of the 19th century, industries that made a new class of managerial elite and drew waves of immigrants to the community — Germans, Danes, Irish, Czechs, Italians, to name only a few. Today’s historic districts and neighborhoods, such as the Southside Historic District and the North Side Historic District of Cream Workers Cottages, represent a rich diversity of house types and architectural styles ranging from simple gable-fronted homes constructed for the influx of factory workers to the architect-design high-style homes of wealthy merchants and industrialists. In the 20th century, residential development would continue to expand outward from the central downtown district with more modest housing types and simplified design styles that attracted Racine’s middle-class. After World War II, Ranch and other contemporary housing design would become the prevalent residential architecture.

Racine’s earliest residential architecture consists of single-family Italianate and Greek Revival homes constructed during the early decades of Racine settlement during the 1850s and 1860s, homes often built as farmsteads. Both house types were simple in form — often as one or two-story gable-fronts — as well as in ornamentation, built mostly in locally-sourced cream brick, limestone or wood-frame. Representative examples include the Italianate Reverend F.W.A. Falk House (circa 1859) at 416 DeKoven Avenue, the Joshua Pierce Farmhouse (circa 1860s) at 2800 Taylor Avenue, and the Greek Revival James E. Lyon House (circa 1857), located at 725 South Main Street. The Greek Revival house would reach its maturity in Racine with the Eli R. Cooley House, 1135 South Main Street, and constructed between 1851 and 1854, and the William Hunt House (1848) at 1247 South Main Street. Towards the 1870s until the end of the 1800s, other Victorian house types would become prevalent in neighborhoods both north and south of the downtown district with notable high-style Queen Anne examples found in the South Side Historic District. These examples, such as the August Frank House (1894), 1520 College Avenue, often feature corner towers, projecting gable bays, wrap-around porches, and corbeled chimney stacks. Apart from these examples, however, more simplified versions of the Queen Anne in “T” or “Gable-Ell” with one or two side extensions with a dominant gable facing the street were constructed in neighborhood blocks surrounding downtown Racine. These homes, along with the cream-brick workers cottages, found in significant numbers on Racine’s north and northwest sides, would be the dominant house type the city’s growing working class. By the 1890s, the Queen Anne home would evolve into the simple Foursquare or the “Prairie Box,” distinguished by its square form and second-story shed or hipped dormer.

As Racine continued its industrialization and grew wealthy, other residential stylistic influences would come into play to shape the design of residential neighborhoods into the early decades of the 20th century. Chicago’s World’s Columbian Exposition of 1893 — the “White City” of Classical and Beaux Arts architecture — would spur

the interest in Classical details and features in both single and multi-family housing; American soldiers returning from World War I and the proliferation of new pattern books would influence a Revival period of residential architecture, largely borrowing English and French domestic design precedents. The American-inspired Prairie and Craftsmen bungalow movements, stressing horizontality, workmanship and simplicity, and organic design, would also become prevalent infill house types in Racine’s established neighborhoods, neighborhoods that would continue building out until World War II. Many high-style versions of these styles are found in the South Side Historic District, including the two-story Prairie-styled house (circa 1920s) at 845 Lake Avenue, the Craftsman house (circa 1920s) at 900 Lake, and the Bull Manor Apartments (1925), designed in the Tudor Revival and located at 1130 South Main Street. These house types would also become predominant in newer Racine neighborhoods, such as the resources found in the Orchard Street and Melvin Avenue Historic Districts, as the advent of the automobile during the 1920s and 30s would allow for easy commutes between home, downtown and the industrial centers in Racine’s inner core. These newer neighborhoods were developed west and north of the downtown with significant concentrations west of West Boulevard and along the Taylor Avenue corridor, and area defined by its extensive stock of Craftsman bungalows.

After World War II, the horizontal Ranch house and the Minimal Traditional/ Cape Cod cottage, a spare, box-like form of the Colonial Revival became preferred housing products in both pre-war neighborhoods and newly developing areas of Racine, especially in the city’s far northern, northwestern, western and southern neighborhoods. Favored by American’s after World War II, Ranch housing types reflected the desire for larger but affordable homes, in contrast to the smaller Cape Cods or Minimal Traditionals often constructed on the smaller lots. These neighborhoods also featured longer blocks, and wide curvilinear streets, and parkways. Some Ranches feature ornamentation associated with the Colonial Revival, classifying them as “styled” Ranches in contrast to their spare, contemporary counterparts. Split-level Colonial Revivals, constructed in 1960s and 1970s, can also be found in these neighborhoods.





## Industrial Buildings

The diversity of Racine's industrial resources are visible reminders of the city's rich past as an industrial and manufacturing center, producing a wide array of products from threshing machines to malted milk to automobiles. A significant number of Racine's historic industrial resources were constructed in the late 19th century with load-bearing masonry walls, an ample number of windows to supply adequate interior light, and along newly-developed rail lines where fuel and raw materials can be easily supplied. Buildings were typically in industrial loft form — multiple story buildings with open floor plans — and production sheds, usually one or two-story buildings used for producing heavy items such steel sheets, metal castings, and cars and trucks. Shed buildings offered more efficient ventilation for blast ovens or furnaces; they also featured glass skylights in an elevated center pavilion bay. These early industrial building types would be fenestrated with spare Italianate and Romanesque architectural treatments, such as arched windows or entrances and corbeled cornices. In the 20th century, concrete skeletal construction in industrial buildings would become common construction practice.

Both small and large-scaled loft and shed industrial building types would predominate Racine's early industrial landscape. Significant among extant industrial resources include the Racine Truck Company complex (circa 1885), 1003-1005 Superior Street, a noted manufacturer of trunk and traveling bags during the turn of the last century, and the Horlick Malted Milk Factory complex (1877), located between St. Patrick and Albert Streets east of Northwestern Avenue, with buildings designed by the firm of Guilbert and Funston. The Horlick complex, constructed cream brick, features buildings with masonry corner towers and machicolated cornices, ornamentation meant to provide the complex a medieval castle appearance. Other representative industrial buildings



include the Mitchell-Lewis Wagon Company (1912), located at 815 Eighth Street, the former Gold Medal Folding Furniture complex at Seventeenth Street and Packard Avenue (circa 1893), the former Higgins Spring and Axle Company complex (circa 1890s), Sixteenth and Clark Street, and the Pierce Engine Company buildings (circa 1904, located at 1952 Clark Street.

Significant architecturally as office-research wings of industrial complexes is the J.L. Case Administration Building (1904), 700 State Street, designed in the Renaissance Revival by the architecture firm Wilson and Guilbert, and the S.C. Johnson and Son Administration Building and Research Tower, designed by Frank Lloyd Wright and constructed in 1939. The buildings are listed in the National Register and designated National Historic Landmarks.

## Civic and Religious Buildings

Civic and religious buildings reflect a community's political and cultural development. The location of churches and religious institutions often indicated the settlement of specific ethnic and racial groups; in other instances, religious institutions built their houses of worship in neighborhoods and areas where there was availability of land, in proximity to commercial districts, or through gifts from major benefactors.

Several of Racine's most architecturally and historically significant churches and religious buildings were constructed in or near the downtown, including the monumental Greek Revival First Presbyterian Church, 716 College, built in 1852 (National Register, 1973), the Gothic Revival St. Luke's Episcopal Church, Guild Hall and Rectory, 614 Main Street, constructed in 1867 (National Register, 1979), and the Romanesque Church of the Good Shepard, 625 College Avenue, built in 1896. St. Luke's is noted for its canted entrance bell tower facing Main and College Streets; the Church of the Good Shepard is one of the oldest organized congregations in Racine, once pastored by Olympia Brown, the first American woman to be ordained by a major American denomination. Other church buildings of the late 19th century include the former First Baptist Church, designed in the Gothic Revival and built in 1876, the Romanesque First Evangelical Lutheran Church (1897) at 728 Villa Street, and the soaring St. John's Lutheran Church (1896), 1501 Erie Street in the Victorian High Gothic. Another church building of note includes the First Congregational Church, a Greek Revival design built in 1854, now housing the St. George Serbian Orthodox Church. Lutheran denominations and the church buildings would predominate the Racine landscape given the influx of German immigrants to the city during the period.

In the early to mid-20th century, new churches would be constructed to serve the new immigrant communities, although the Gothic Revival would continue to be employed in various interpretations. Among this generation of church edifices include the Holy Communion Lutheran Church (1928) at 2600 West Sixth Street, the First United Methodist Church (1914) at the corner of Main and Eighth Streets, and the former United Evangelical Methodist Church (1951) (now Faithbridge Church), located at 211 East Eleventh Street. Two significant Classical and Renaissance Revival expressions





during the period include the First Church of Christ Scientist (1921), designed by noted Chicago architect Solon S. Beman, and the United Layman Bible Student Tabernacle (1927) at 924 Center Street, now the George Bray Neighborhood Center. Modern ecclesiastical design is represented by an early example in Racine, St. Patrick's Church (1925) (National Register, 1979), design by architect Barry Byrne with wired-cut brick, narrow lancet windows, terra cotta spires and plain wall surfaces in an engaging combination of Art Deco and Prairie stylistic influences. The stone-clad, low-slung International Style Beth Israel Sinai Congregation (1953) (now True Life Ministries) at 944 Main Street and the Sacred Heart Catholic Church, built in 1968 and located at 2201 Northwestern Avenue, are but two representative examples of Modern, contemporary church design in Racine.

Like several of Racine's early church buildings, Racine's important government and civic buildings are located in the downtown district, all constructed during the early decades of the 20th century. Racine City Hall, 730 Washington Avenue, constructed in 1931 and designed by local architect J. Mandor Matson, is a refined Classical Revival building in limestone and round arched windows articulating the first floor. City Hall occupies a prominent gateway site to the downtown district along Sixth Street, once the location of the Mitchell Wagon Company. The United State Post Office (1931), 603 Main Street, designed by the Supervising Architect of the U.S. Treasury, James A. Wetmore, and Memorial Hall (1925) at 72 Seventh Street, are two other prominent Classical Revival edifices at the eastern end of Sixth Street at Main Street. Howard Van Doren Shaw, a Chicago-based architect, was the designer of Memorial Hall, noted for its four-column entrance portico. The more exuberant Beaux Arts Racine Carnegie Library (1902) at 701 Main Street, now the Racine Heritage Museum, and the Racine County Courthouse (1931), 701 South Wisconsin Street, designed in the Art Deco by the noted Chicago architecture firm of Holabird and Roche, completes



the historic downtown governmental complex of buildings. Apart from the more prominent civic resources, other municipal-owned buildings serving utilitarian purposes were constructed during the late 1800s in to the early 20th century, among them the Medieval Romanesque Engine House #1 (1894, 1412 Racine Street, the Romanesque-Italianate Engine House #4 (1888), 1339 Lincoln Street, and the bungalow-form Engine House #5 (1925), located at the southeast corner of Kewaunee and Marquette Streets. Fire Station #7 (1936), designed in French Eclectic, was partially financed through the Works Progress Administration.

Given the growth of Racine's elite and working classes during the city's industrialization, meeting and civic halls became centers of socialization and assimilation, especially for the different ethnic groups that made Racine home during the period. Significant among these meeting halls is the Classical Revival Racine Elks Lodge (1912 at 601 Lake Avenue, the Egyptian Revival Masonic Temple (1923), 1015 Wisconsin Avenue, and the Gothic Revival former Danish Brotherhood (1911), 710 Grand Avenue and the Georgian Revival Dania Hall (1905) at 1019 State Street, the latter buildings housing local flourishing chapters of national Danish fraternity societies. Other social halls include the Georgian Revival Women's Club of Racine (1929), located at 740 Lake Avenue, the late Italianate Racine German Men's Club (circa 1890s) at Villa and Seventh Streets, and the red-bricked, gable-fronted Polish Hall (1916) at the northwest corner of Mead and De Koven Streets. Other fraternal organizations, such as Veterans and Foreign Wars, American Legion, and the Fellowship of Eagles occupy converted historic homes and commercial buildings in different locations throughout Racine.



## Parks and Recreational Facilities

Racine's significant parks and open spaces include the Jens Jensen-designed Island, Washington and Riverside Parks from 1905 to 1913. The parks follow Jensen's Prairie landscape design approach of utilizing native plants, water features and the integration of existing landscape elements and nature. Jensen also re-designed Monument Square in downtown Racine. Established in 1925, the Racine Zoo, located on once was Lakeview Park, provides an extension of open space just north from North Beach; several of the Zoo's landscape features were constructed during the years of the Works Progress Administration in 1930s. Other significant parks and open space include Public Square or West Park in the South Side Historic District, set aside for park use when Racine was first platted in 1836, and Humble Park, the site of a important protest march by Racine's African-American community in 1970.





### Educational Buildings and Facilities

Significant educational buildings include local Racine schools and the facilities of colleges and higher educational institutions. Important local schools include the late 19th century elementary schools, the former James A. Garfield School (1855-1884; 1915), now Julian Thomas School, Dr. Martin Luther King Drive, designed in the Italianate; the Queen Anne Lorenzo James School (1897), 1425 North Wisconsin; and, the Horatio Gates Winslow School (1855, 1897), 1325 College Avenue), noted for its distinctive central tower. Other important local schools include the former Racine Vocational High School (1929), 800 Center Street, constructed in brown brick with Art Deco ornamental features, the Classical Revival Fratt Elementary School (1916), 3501 Kinzie Avenue, horizontal mid-century S.C. Johnson Elementary School (1955), 2420 Kentucky Street, and the Jacobean Revival William Horlick High School (1928), built on land donated by the namesake Racine industrialist. A significant parochial elementary school, St. Catherine's constructed in 1924 and designed by Barry Byrne, is an exceptional early modernistic interpretation of the Gothic Revival.

In addition to purpose-built local school buildings are facilities for local colleges. Racine College, which operated as a Episcopal preparatory school and college from the 1850s to the 1930s, is a complex of eight Gothic Revival buildings constructed in cream brick, including its notable buildings, St. Johns Chapel (1864), Taylor Hall (1867-1875), and Gymnasium (1875, 1913). Located at 2600 West Sixth Street is the Martin Luther College (1902), designed with cream brick in the Richardsonian Romanesque as a preparatory school for Danish-American students and affiliated with adjacent the Holy Communion Lutheran Church. The building would later become an administrative center for the Holy Communion Parish. Racine Technical College, which opened in 1972 east of Lake Avenue and East Park on the site of a former University of Wisconsin campus, features several buildings designed in the International Style.



### Transportation and Infrastructure Systems

Historic resources related to transportation in Racine include the Chicago and Northwestern Railroad Station (1902), located at 1423 State Street, designed in the Classical Revival by the Chicago architecture firm of Frost and Granger. The station's red brick construction and tall arched windows are its defining features. An earlier Chicago and Northwestern Railroad Depot (1888), constructed in wood and designed in the Stick style was donated and moved to St. Stephen's Episcopal Church at 1769 State Street. Apart from the rail stations, Racine's other most significant transportation-related historic resource are the brick streets along College Avenue from De Koven Avenue to 14th Street in the South Side Historic District, and along Yout Street from North Main Street east to Michigan Boulevard. Other brick streets are found in or near industrial complexes, such as the Horlick Malted Milk Factory complex on the city's northwest side.

### Maritime Resources

Given Racine's location along Lake Michigan and its importance as an early shipping center during the mid-1800s, maritime resources can present important links to Racine's settlement and growth. Significant among these resources include the Racine Harbor Lighthouse and Lifesaving Station (1866; National Register, 1975). Commissioned by the U.S. Government, the Lighthouse consists of the Lighthouse and Keeper's Quarters, the Life Saving Station and Boat House, and the one-hundred twenty (120) foot Warning Tower. Other maritime resources are related to shipwrecks off Racine Harbor, in the Root River basin, or the Lake Michigan coastline. Due to Racine's shallow harbor, shipwrecks were common during the 1850s and 1860s. Twenty-eight (28) shipwrecks have been documented involving schooners, steamers, brigs and barges.





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# Existing Landmarks and Districts

A significant number of historic resources in Racine have been listed individually or as part of a district in the National Register of Historic Places or designated as official City of Racine Local Landmarks (City Landmarks). There is currently no City of Racine Local Historic District (LHD). Architectural and historical surveys and inventories identify properties, structures, sites or objects for future landmarking and district designation. Several historic resource surveys have been undertaken since the City of Racine first established its historic preservation program with the adoption of its Historic Preservation Ordinance in 1973 and are summarized in the succeeding Survey and Documentation section (page 48). Going forward, prioritizing future designations will be based on new survey and documentation activities undertaken by the City of Racine, its Landmarks Preservation Commission, and other preservation partners. The two main types of designations include nomination in the National Register of Historic Places and Local Landmarks and Districts. Other designation types are also described in this section.

## National Register of Historic Places

The National Register of Historic Places is this nation’s official list of buildings, structures, sites and objects worthy of the preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is a program of the National Park Service, U.S. Department of the Interior. In Wisconsin, the National Register is administered by the Wisconsin State Historic Preservation Office, housed within the Wisconsin Historical Society, a state agency headquartered in Madison. National Register listing recognizes historic resources that may be significant locally, to the citizens of a state, or to the nation. National Register designation is also honorary and imposes no restrictions on the use and disposition of property; however, the National Register eligibility makes available significant financial benefits, including eligibility for Federal Historic Preservation Tax Credits and Wisconsin Historic Rehabilitation Tax Credit programs.

Properties may be listed individually in the National Register or be included as part of a district within defined geographic boundaries. National Register Districts may also include accessory buildings, such as garages; structures such as fences, bridges, lighthouses, canals and dams; objects such as monuments, fountains, and statues; and sites, including parks, cemeteries, shipwrecks, and designed landscapes. The criteria for National Register eligibility is described in Appendix 1: National Register of Historic Places Criteria for Evaluation (page 75). Properties must be formally nominated to the National Register and approved for listing by the Wisconsin State Historic Preservation Review Board and the National Park Service. Any person or organization can prepare and submit a National Register nomination.

*As of May 1, 2018, there are thirty-four (34) Racine properties that have been individually listed in the National Register of Historic Places (addresses and National Register reference numbers are provided):*

1. Badger Building (610 Main Street, NRHP #80000174, listed 1980)
2. Chauncey Hall Building (338-340 Main Street, NRHP #80000175, listed 1980)
3. Chauncey Hall House (1235 South Main Street, NRHP #76000075, listed 1976)
4. Eli R. Cooley House (1135 South Main Street, NRHP #73000273, listed 1973)
5. First Presbyterian Church (716 College Avenue; NRHP #73000093; listed 1973)
6. George Murray House (2219 Washington Avenue, NRHP #79000104, 1979)
7. Hansen House (1221 North Main Street; NRHP #79000103, listed 1979)
8. Kaiser’s (218 6th Street, NRHP #80000176, listed 1980)
9. Karel Jonas House (1337 North Erie Street, NRHP #82000700, listed 1982)
10. Lincoln School, 1800 State Street, NRHP #94000999, listed 1994)
11. Mitchell Lewis Building (815 Eighth Street, NRHP #05000334, listed 2005)
12. McClurg Building (245 Main Street, NRHP #77000044, listed 1977)
13. Memorial Hall (72 7th Street, NRHP #80000177, listed 1980)
14. No. 4 Engine House (1339 Lincoln Street, NRHP #79000102, listed #1979)
15. Peter Johnson House (1601 State Street, NRHP #86000053, listed 1986)
16. Racine College (600 21st Street, NRHP #76000076, listed 1976)
17. Racine County Courthouse (730 Wisconsin Avenue, NRHP #8000017, listed 1980)
18. Racine Depot (1402 Liberty Street, NRHP #80000180, listed 1980)
19. Racine Elks Club, Lodge No. 252 (601 Lake Avenue, NRHP #84003778, listed 1984)
20. Racine Harbor Lighthouse and Life Saving Station (Racine Harbor North Pier, NRHP #75000077, listed 1975)
21. Racine Public Library (701 South Main Street, NRHP #81000056, listed 1981)
22. Rickeman Grocery Building (415 6th Street, NRHP #82000701, listed 1982)
23. S.C. Johnson and Son Administration Building and Research Tower (1525 Howe Street, NRHP #74002275, listed 1974)
24. Shoop Building (215 State Street, NRHP #78000129, listed 1978)
25. St. Luke’s Episcopal Church, Chapel, Guildhall, and Rectory (614 South Main Street, NRHP #79000105, listed 1979)
26. St. Patrick’s Roman Catholic Church (1100 Erie Street, NRHP #79000106, listed 1979)

27. Thomas Driver and Sons Manufacturing Company (134 South Main Street, 214 State Street. NRHP #04000713, listed 2004
28. Thomas P. Hardy House (1319 South Main Street; NRHP #74000120, listed 1974)
29. United Laymen Bible Student Tabernacle (924 Center Street, NRHP #83004318, listed 1983)
30. Uptown Theater, 1426-1430 Washington Avenue, NRHP #82000702, listed 1982)
31. U.S. Post Office--Racine Main (603 Main Street, NRHP #85000989, listed 1985)
32. Walker Manufacturing Company--Ajax Plant (1520 Clark Street, NRHP #16000519, listed 2016)
33. Wilmanor Apartments (1419--1429 West Sixth Street and 253--255 North Memorial Drive, NRHP #94000649, listed 1994)
34. Young Men’s Christian Association Building (314-320 6th Street, NRHP #82000703, listed 1982)

*As of May 1, 2018, there are seven (7) Racine districts listed in the National Register of Historic Places (general district locations and National Register reference numbers are provided):*

- Historic Sixth Street Business District (bounded by Water Street and Fifth Street Main, Seventh Street and Grand Avenue, NRHP #88000263, listed 1988)
- Melvin Avenue Residential Historic District (Melvin Avenue bounded by Erie and North Wis and Main Streets, NRHP #11000788, listed 2011)
- Northside Historic District of Cream Brick Workers’ Cottages (bounded by Goold, Erie, English, Main, Yout and Chatham Street. and Lakeview Community Center, NRHP #94000155, listed 1994)
- Old Main Street Historic District (bounded by Second Street, Lake Avenue, Fifth Street and Wisconsin Avenue, NRHP #87000491, listed 1987)
- Orchard Street Historic District (bounded by Haven and Lindermann Avenues, Russet and Kentucky Streets, NRHP #16000566, listed 2016)
- Racine Rubber Company Homes Historic District (bounded by Victory Avenue, Republic Avenue., Cleveland Avenue. and West Boulevard, NRHP #06000904, listed 2006)
- Southside Historic District (bounded by Lake Michigan, DeKoven Avenue., Villa and Eighth Streets, NRHP #77000147, listed 1977)

Described on the following pages are the architectural and historic resources found in each National Register Historic District:



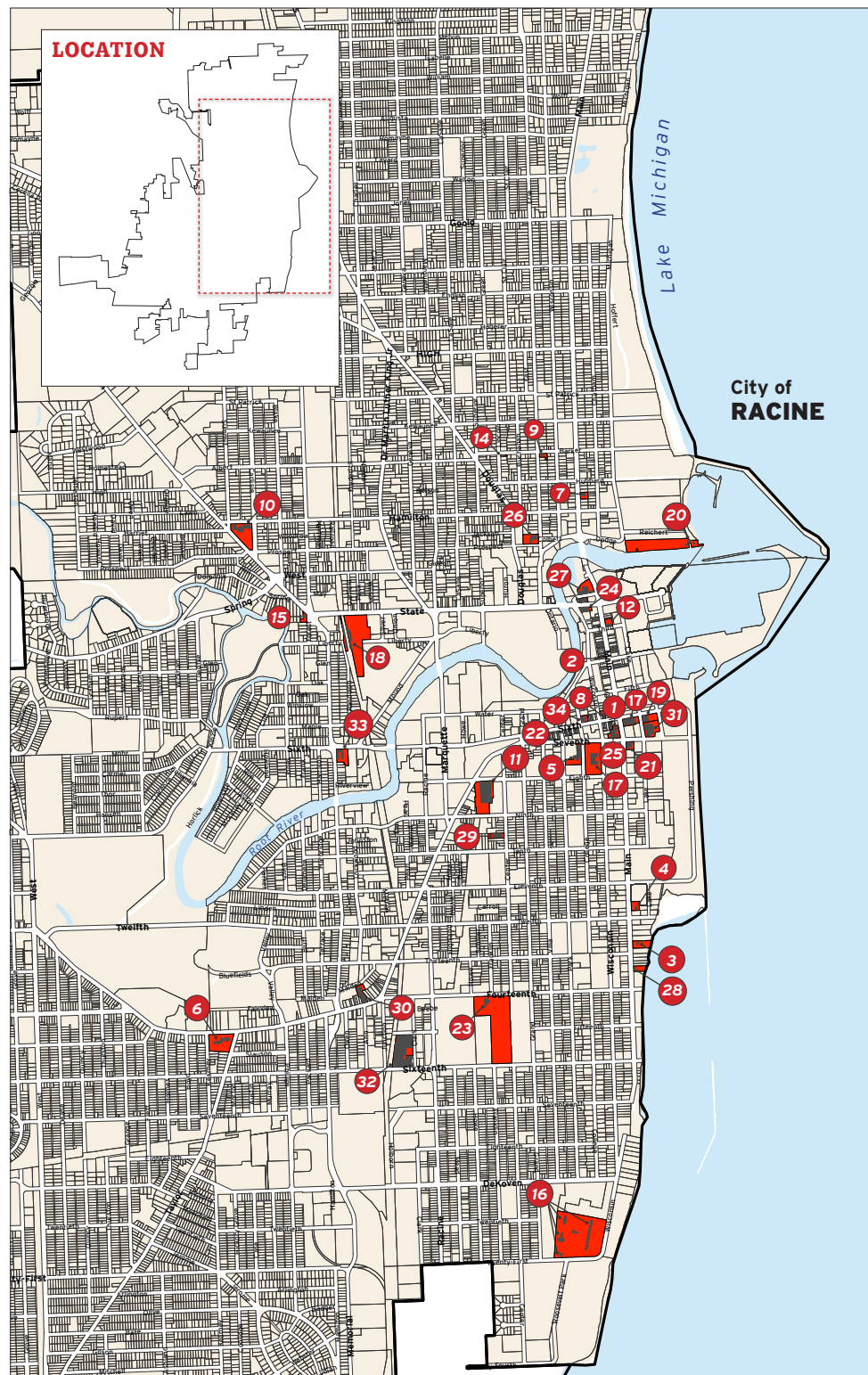


Figure 2.0: Existing Racine National Register Landmarks.

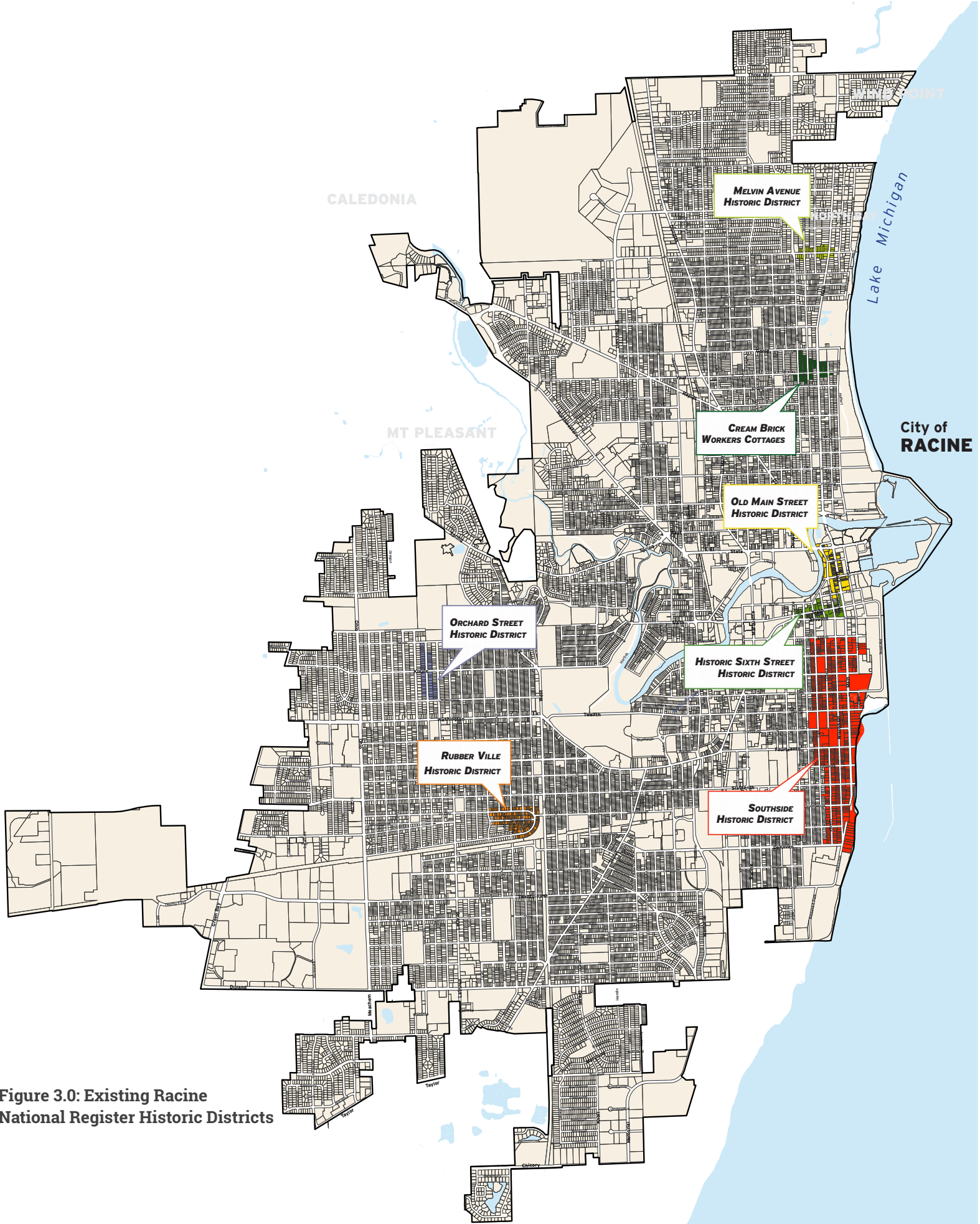


Figure 3.0: Existing Racine National Register Historic Districts



Historic Sixth Street Business District

The Historic Sixth Street Business District National Register District, listed in 1988, is bounded by Main Street on the east, Seventh Street on the south, Grand Avenue on the west, and Fifth and Water Streets on the north, with Sixth Street serving as the District’s main commercial spine running east from Main Street to Grand Avenue (see Figure 4.0). According to the National Register nomination, the district comprises fifty-nine (59) contributing buildings, seventeen (17) non-contributing buildings, one (1) contributing site, Monument Square at the far eastern end of the district, and one (1) contributing object, the Racine Civil War Monument, dedicated in 1884 and located in the center of Monument Square. The district also has five (5) individually listed buildings in the National Register and six (6) Local Landmarks.

The district comprises a range of commercial building types and architectural styles constructed during Racine’s early development period from the mid to late 1800s to the 1930s, the years before World War II when major retailers, such as the Porters Furniture Store, began locating their establishments in the downtown. Italianate was the predominate architectural style for the narrow lot, two-part commercial building types constructed before the 1890s along Sixth Street where retail businesses would occupy the ground floors and the upper stories by offices and residences. Many of these buildings were built with cream-colored brick produced in local Racine brickyards. Over time into the first decades of the 20th century, larger buildings would be built to accommodate offices, hotels and additional retail establishments in styles ranging from the Classical Revival, Prairie and the Art Deco. Notable buildings in the district include the Queen Anne YMCA Building (1886), the Badger Building (1915), designed in the Prairie style, and the Classical Revival Robison Building (1901). The district also includes two religious buildings, the Gothic Revival St. Luke’s Episcopal Church complex (1866 - 1915 at 624 Main Street, and the Richardsonian Romanesque Revival Church of the Good Shepard (1895) at 314 Seventh Street. A unique non-commercial resource is the distinctive Italianate-designed Engine House No. 3 (1881), 700 Sixth Street.

The district was nominated to the National Register for its local commercial and architectural significance under both National Register criteria A and B, with a period of significance starting in 1848 when the Janesville Plank Road (Sixth Street) — the first road in Racine constructed westward from lake Michigan — to 1938, the date of construction for the Porter’s Furniture Store Building in the heart of the commercial district. The Historic Sixth Street Business District encompasses what remains of the commercial and mercantile strip that developed westward from Racine’s Monument Square along Sixth Street to Grand Avenue. The district serves as a “gateway” to Racine’s downtown area from the west.

The Historic Sixth Street Business District contains six (6) Local landmarks and five (5) National Register Landmarks. The district retains a good level of integrity, especially in their upper facades; storefronts, however, in several buildings have been modified over time, including the enclosure of transom windows and the installation of new storefront framing materials and alterations in storefront configurations. Many buildings in the district need exterior maintenance and rehabilitation.

| DISTRICT RESOURCES |              |                  |
|--------------------|--------------|------------------|
| District Resources | Contributing | Non-Contributing |
| Buildings          | 59           | 17               |
| Sites              | 1            |                  |
| Structures         |              |                  |
| Objects            | 1            |                  |
|                    |              |                  |
| Total              | 61           | 17               |

| Local Landmarks (in green)  |  |
|-----------------------------|--|
| 1.                          | Soldiers and Sailors Monument, Monument Square                                     |
| 2.                          | YMCA/Red Cross Drug Company  |
| 3.                          | Kaiser’s   |
| 4.                          | Engine House Number Three  |
| 5.                          | Rickeman Grocery Building  |
| 6.                          | Church of the Good Shepherd  |
| 7.                          | St. Lukes Episcopal Church, Chapel, Guildhall and Rectory                          |
| National Landmarks (in red) |  |
| 1.                          | Young Men’s Christian Association Building, 314-320 6th Street                     |
| 2.                          | Kaiser’s, 218 6th Street   |
| 3.                          | Rickeman Grocery Building, 415 6th Street  |
| 4.                          | Badger Building, 610 Main Street   |
| 5.                          | St. Luke’s Episcopal Church, Chapel, Guildhall, and Rectory, 614 South Main Street |

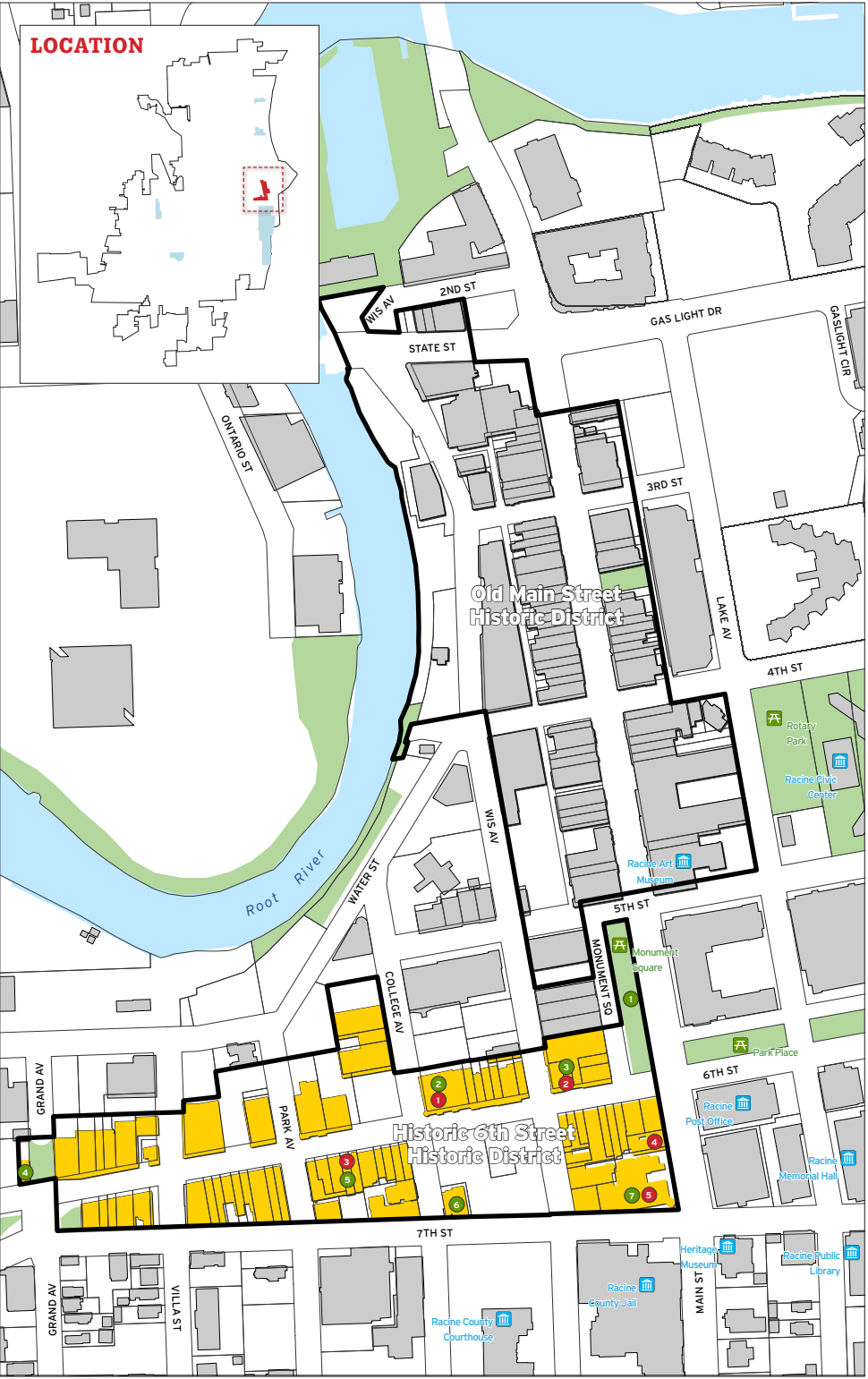


Figure 4.0: Historic Sixth Street Business District



Old Main Street National Register Historic District

First listed in the National Register in 1987 and then amended in 1996, the Old Main Street Historic District consists of a rich collection of mid and late 18th to early 20th century commercial buildings located along Main Street from State Street on the north to Fifth Street on south. The district comprises parts of eight (8) blocks of Racine’s original plat south and east of the Root River, the area of Racine’s first settlement from the 1840s. Like the Historic Sixth Street Business District, a majority of the Old Main Street Historic District building resources are two-part commercial buildings with Italianate stylistic features, such as round arched window openings with stone hoods on the second floor, and corbeled and bracketed cornices at the roof line. The district’s more architecturally significant buildings include the Queen Anne Commercial Chauncey Hall Building (1899) at 340 Main Street, the Shoop Building (1893-1902) at 222 Main Street, designed in the Richardsonian Romanesque, and the Classical Revival Manufacturers’ National Bank Building, located at 440 Main Street and constructed in 1919. Other notable buildings designed in the early part of the 20th century include the Commercial Style Zahn’s Building, 500 Monument Square, built in 1924, and the Commercial Style Racine Dry Good Store (1922) at 410 Main Street.

The district was nominated to the National Register for its architectural significance and importance, historically, along with Sixth Street, as Racine’s commercial center, the place where both small and large specialty and department stores, doctor and lawyer offices, theaters, social halls and government facilities were located. Its period of significance begins in 1846, the date of the district’s earliest-constructed building, the Buffham Building at 232-242 Main Street, and ends in 1947 when the last two retail chain store buildings were developed, the Lerner Shop at 416 Main Street and the J.C. Penny Store, near Lerner, at 413-417 Main Street. Like the Historic Sixth Street District just to the south of Monument Square, buildings within the Old Main Street Historic District are typically in two-part commercial form, constructed in cream and red-colored brick, and compactly built to sidewalk. In 1882, a devastating fire destroyed several of the original frame commercial buildings along the district’s northern half; other fires would damage buildings in later decades.

When first listed in 1987, the district contained ninety-two (92) historic resources of which seventy (70) were considered contributing. In 1996, the district’s National Register nomination was amended to revise the total number of resources from 92 to 87 to account for several demolitions that had taken place since the original nomination and the re-evaluation of seven (7) buildings from non-contributing to contributing resources to the district. The re-evaluation was due to several properties reaching 50 years of age — in other words, the extension of the district’s period of significance from 1937 to 1947 — and the recent rehabilitation of several properties, including the removal of non-historic exterior features and materials. Overall, the district maintains good integrity, especially in the upper facades where cornices, corbeling, window hoods and other ornamental features have been maintained and rehabilitated over the years. In some cases, upper façade wall materials, fenestration and ornamentation have been altered or removed over time. At the storefront level, transom areas are often covered by signage boards; other storefronts have been reconstructed. The district also contains three (3) Local Landmarks and three (3) individually-listed National Register Landmarks.

| DISTRICT RESOURCES |              |                  |
|--------------------|--------------|------------------|
| District Resources | Contributing | Non-Contributing |
| Buildings          | 73           | 14               |
| Sites              |              |                  |
| Structures         |              |                  |
| Objects            |              |                  |
| Total              | 73           | 14               |

| Local Landmarks (in green)  |  |
|-----------------------------|--|
| 1.                          | Alexander McClurg Building   |
| 2.                          | The Chauncey Hall Building   |
| National Landmarks (in red) |  |
| 1.                          | Thomas Driver and Sons Manufacturing Company, 134 South Main Street., 214 State Street |
| 2.                          | Shoop Building, 215 State Street   |
| 3.                          | McClurg Building, 245 Main Street  |
| 4.                          | Chauncey Hall Building, 338-340 Main Street  |

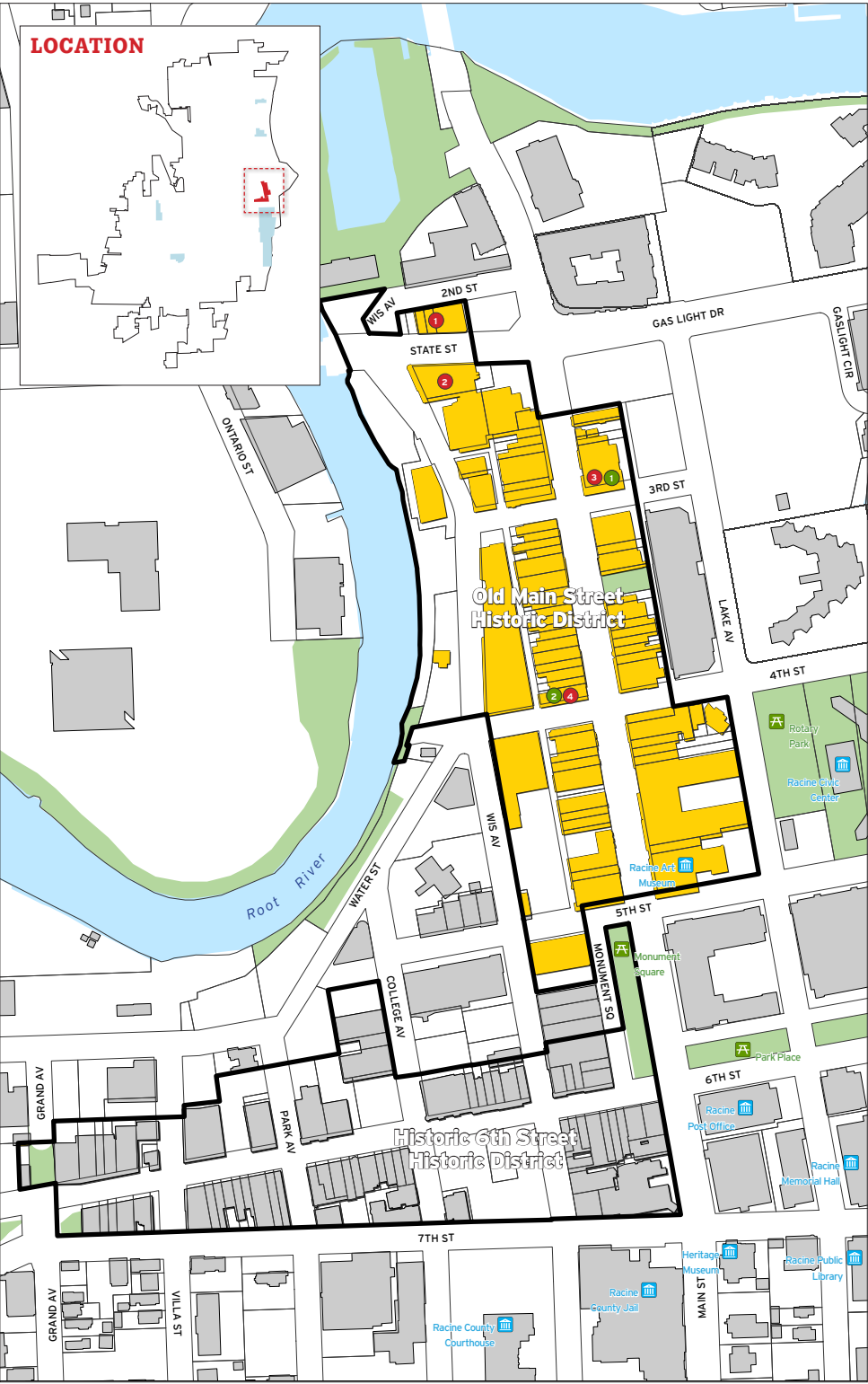


Figure 5.0: Old Main Street National Register Historic District



## North Side Historic District of Cream Brick Workers Cottages

Listed in 1994, the Northside Historic District of Cream Brick Workers' Cottages includes portions of eight blocks in a residential section bounded by Goold Street on the north, English Street on the south, Chatham Street on the east, and Erie Street on the west. The district is noted for its significant concentration of cream brick-colored, Italianate gable-fronted worker's cottages, constructed using locally manufactured brick material for families employed in nearby Racine industries. The district is only a section of a much larger, north side neighborhood which began to develop along Lake Michigan from Racine's original city limit at St. Patrick Street during the last half of the 19th century and the first two decades of the 20th.

While using a common building material, the cottages often included gabled wings and additions, foundations of ashlar stone, and double-hung windows. Many cottages were also wood-framed. Most of the workers cottages were built between 1881 and 1913, the district's period of significance, although homes would be built in the neighborhood well into the mid-1950s. There are forty-seven (47) contributing and twenty-six (26) non-contributing resources to the district. The district's resources retain a high level of integrity, although extant porches and original roofing materials have been altered or replaced over time. Many of the frame cottages have also been altered with new siding and, therefore, constitute several of the non-contributing properties.

| DISTRICT RESOURCES |              |                  |
|--------------------|--------------|------------------|
| District Resources | Contributing | Non-Contributing |
|                    |              |                  |
| Buildings          | 47           | 26               |
| Sites              |              |                  |
| Structures         |              |                  |
| Objects            |              |                  |
|                    |              |                  |
| Total              | 47           | 26               |

| Local Landmarks (in green)          |
|-------------------------------------|
| 1. August Luedtke/Ben Patzman House |



**Figure 6.0: North Side Historic District of Cream Brick Workers Cottages**





Melvin Avenue Residential National Register Historic District

Listed in 2011, the Melvin Avenue Residential National Register District is located north of downtown Racine along Melvin Avenue and bounded by Main Street on the east and North Wis Street on the west. The District consists of a concentration of single-family homes constructed between 1925 and 1944, designed in the Tudor, Colonial and Dutch Colonial architectural revival styles of the period. Craftsman bungalows are also found in the district. Nominated to the National Register for its architectural significance, Melvin Avenue contains residential resources of modest size and design, representing the first wave of post-World War I “suburban” development emanating from the downtown and Racine’s older neighborhoods. The decline in local agricultural activity, the construction of new roads, and the advent of the telephone and the automobile spurred the development of new subdivisions and housing tracts such as Melvin Avenue. The neighborhood became a desired location for Racine’s middle to upper classes. Overall, the district’s resources contain a high level of integrity.

| DISTRICT RESOURCES |              |                  |
|--------------------|--------------|------------------|
| District Resources | Contributing | Non-Contributing |
| Buildings          | 32           | 1                |
| Sites              |              |                  |
| Structures         |              |                  |
| Objects            |              |                  |
| Total              | 32           | 1                |

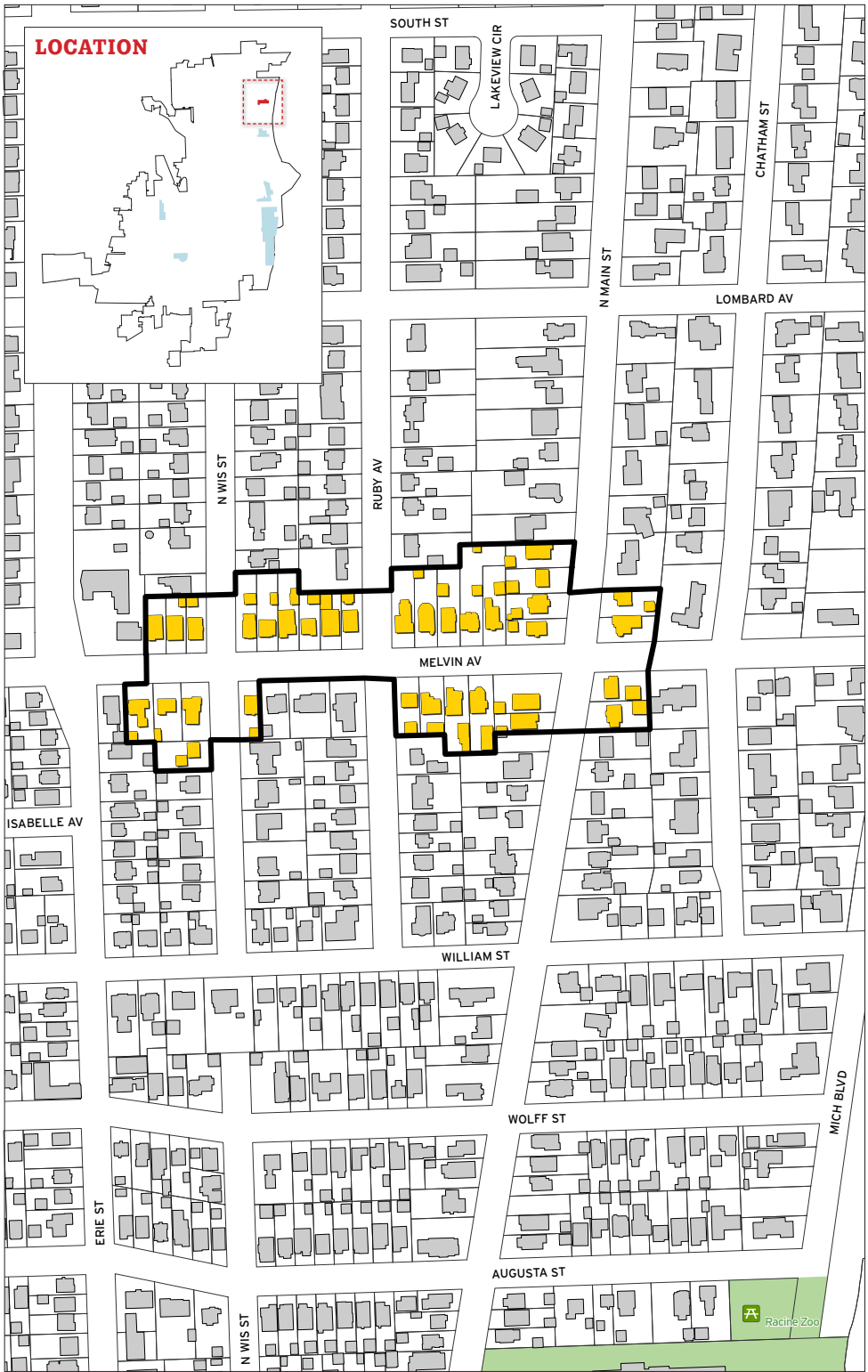


Figure 7.0: Melvin Avenue Residential National Register Historic District





Orchard Street Residential National Register Historic District

Listed in 2016, the Orchard Street National Register Historic District is located along Orchard Street bounded by Haven Avenue to the north, Linderman Avenue on the south, Kentucky Street to the west, and Russet Street on the east. The district is significant architecturally for its intact collection of late 19th and early 20th Revival styles, including the Colonial, Tudor, and Spanish Revivals, Craftsman Bungalows, and Ranch and Minimal Traditional homes, constructed between 1929 and 1952. Initially platted in 1920s as the Manree Park neighborhood began to develop, the district's resources reflect the prevalent residential architectural preferences during the period, along with a distinctive physical setting of rectilinear blocks with wide parkways and lawns, a landscape not found in adjacent Racine neighborhoods.

Like the Melvin Avenue National Register Historic District, the residential architecture and development pattern was designed to attract a growing middle class in Racine — clerks, engineers, store owners and workers in local industries. While residential design styles of the 1920s and 30s predominate the district, the neighborhood would grow until the 1950s as remaining lots would fill in with Ranch and Minimal Traditional housing types.

The district retains a high level of integrity an includes forty-seven (47) contributing buildings and four (4) non-contributing resources.

Racine Rubber Company Homes

| DISTRICT RESOURCES |              |                  |
|--------------------|--------------|------------------|
| District Resources | Contributing | Non-Contributing |
| Buildings          | 47           | 4                |
| Sites              |              |                  |
| Structures         |              |                  |
| Objects            |              |                  |
| Total              | 47           | 4                |



Figure 8.0: Orchard Street Residential National Register Historic District





National Register Historic District

Listed in 2006, the Racine Rubber Company National Register Historic District is located just west of West Boulevard at 17th Street and bounded on the north by Victory Avenue, Cleveland Avenue on the west, Republic Avenue on the south. The district is also located southwest of Racine’s commercial downtown and directly west of the city’s industrial sector. Nominated to the National Register for its significance in community planning, the subdivision was constructed in 1919 by the Ajax Rubber Company, the parent company of Racine Rubber) to alleviate a local housing shortage and retain married workers near its factory plant. Each of the original 100 duplex homes were sold directly to company workers; in 1933, when both companies ceased factory operations, home ownership was reverted to the Ajax Rubber Company. The homes were later resold at auction.

The district’s building resources of duplex homes were developed and placed at the center of two lots with the lot line running down the center of the building. Although similar in form and scale to each other, the duplexes were designed in one of ten standardized prototypes, each prototype differentiated by window arrangements, roof shapes, and other architectural features, such as projecting gable wings and front and rear porches. Over time, the majority of the duplexes lost their original clapboard siding

roofing materials, and rear porches; however, they maintain sufficient integrity to identify their different model designs. Two other distinctive design elements to the district is the common building setback from the street, and the curvilinear street running from Victory Avenue east to Republic Avenue to the south and west. The district’s non-contributing resources were built after the period of significance ending in 1920.

| DISTRICT RESOURCES |              |                  |
|--------------------|--------------|------------------|
| District Resources | Contributing | Non-Contributing |
| Buildings          | 100          | 4                |
| Sites              |              |                  |
| Structures         |              |                  |
| Objects            |              |                  |
| Total              | 100          | 4                |

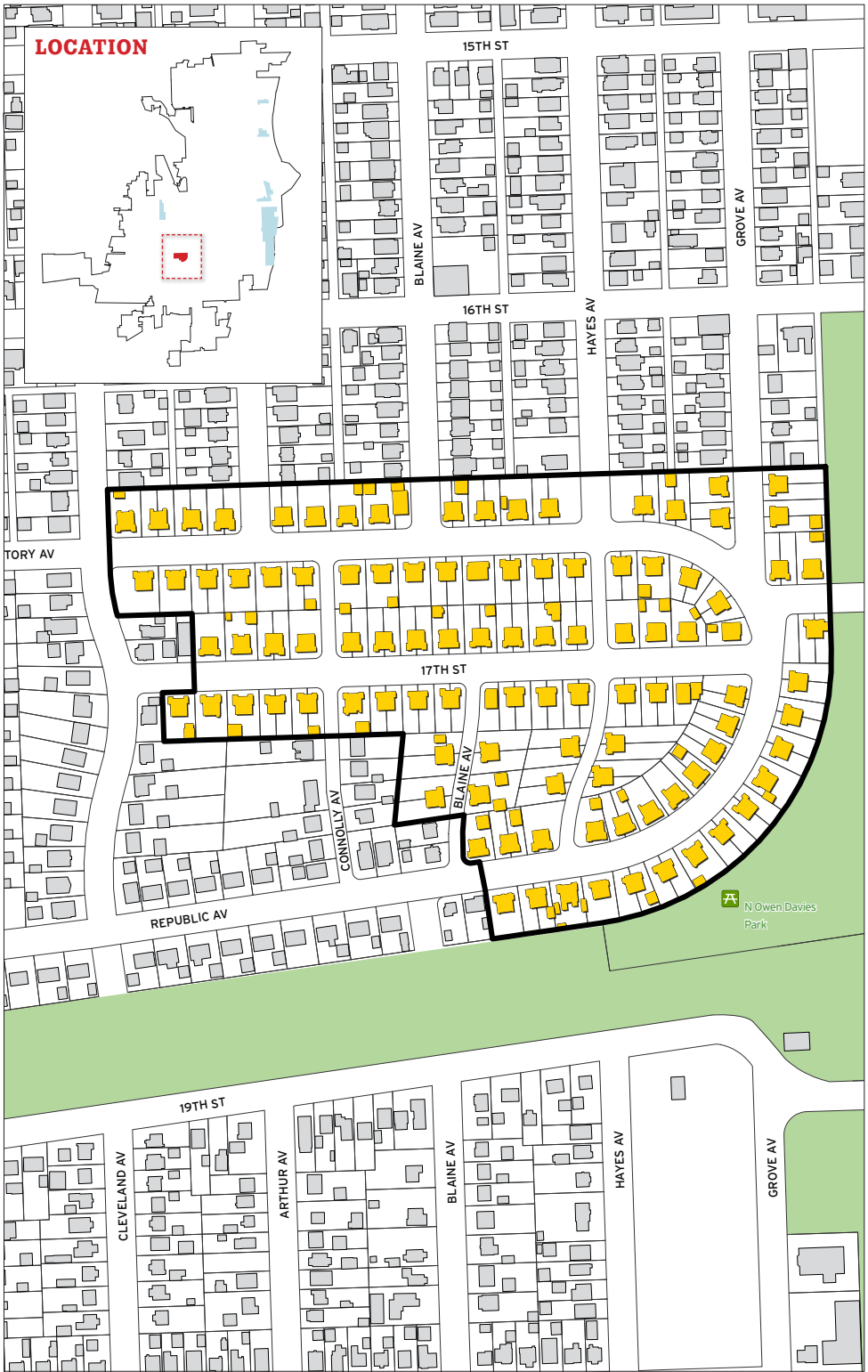


Figure 9.0: Racine Rubber Company Homes National Register Historic District





Southside National Register Historic District

Listed in the National Register in 1997, the Southside National Register Historic District is Racine’s first and largest district in terms of geographic boundaries and number of resources to be listed in the National Register. The district, forty-two (42) blocks in size and skirting the southern edge of downtown Racine, is bounded by Eighth Street on the north, Villa Street on the west, De Koven Avenue to the south, and Lake Michigan and Lake Avenue to the east. The district contains a diversity of building types ranging from mid to late 18th century Victorian homes, multi-family apartment complexes, churches, schools, and the original St. Luke’s Hospital. West Park, Racine’s first municipal park developed in 1842, is also located in the district. Long residential street blocks with mature trees and generous parkways characterize the district’s physical setting.

Apart from the diverse building types, the district’s resources were mostly built between the 1840s and 1900 and include Greek Revival, a range of Victorian-era architectural styles from Italianate to Queen Anne, and late 19th and early 20th century examples of the Classical and Colonial Revivals. Notable residential buildings include the cream brick Italianate house at 1012 South Main Street (1856) built for Racine businessman Henry Durand, the Greek Revival Isaac Taylor-Alexander McClurg House at 820 South Main Street (1851, 1895), and the William Dingee House (c. 1867) at 827 Lake Street, designed in the French Second Empire. The district is noted for several high-style Queen Anne homes distinguished by their towers, gable bays and elaborate ornamentation. Among these resources are the George B. Judd House (1856, 1890), located at 1242 South Main Street, first built in the Greek Revival, the Widow Margaret Shurr House (1889) at 1436 College Avenue, built in a simple T-Plan with side gables, and the stately August Frank House (1895) at 1520 College Avenue featuring two towers, front gable bays and a wrap-around porch. Other significant residential resources include the Thomas P. Hardy House (1905), 1319 South Main Street, designed by Frank Lloyd Wright, the Stick Style-designed house at 914 South, noted for its decorative wood work, and the Tudor Revival Bull Manor Apartments, 1130 South Main Street, built in 1925. Other architectural styles and building types represented in the district include Colonial and Dutch Colonial Revival, Foursquares, Gable-Fronts, Tudors and French Eclectics.

In addition to the district’s residential historic resources, churches and schools also contribute to Southside’s rich architectural diversity. St. Catherine’s High School (1924), designed by Barry Byrne, an apprentice of Frank Lloyd Wright and a specialist in ecclesiastical buildings, is a distinctive expression of modernism with the spare use of traditional religious symbols and design motifs. Distinctive religious buildings include the former First Baptist Church (1876), designed in the Gothic Revival with a canted entrance tower and the Classical Revival First Church of Christ Scientist (1920), designed by Chicago architect Solon S. Beman, and Plymouth Congregational Church (1912). The original St. Luke’s Hospital (1876) at 1301 College Avenue is a rare and representative example of the High Victorian Gothic.

A count of contributing and non-contributing properties is not available for this nomination; however, forty-three (43) residential properties of “primary significance” were identified. There are also twenty-one (21) Local Landmarks and three (3) individual National Register landmarks within the district. The district’s architectural integrity is good, although in some blocks, many homes have been sided in artificial siding and features, such as porches and windows, have been removed or replaced. Exterior maintenance is also a concern on other blocks, especially those close and adjacent to downtown Racine at the district’s northern boundary.

| Local Landmarks (in green)  |   |
|-----------------------------|---|
| 1.                          | The John F. Wadewitz House                          |
| 2.                          | Taylor/Knapp/McClurg/Wallis House/VFW               |
| 3.                          | Blake House   |
| 4.                          | Mary Todd/Abraham Lincoln Statue, East Park         |
| 5.                          | Miller House  |
| 6.                          | Henry C. Miller/Katherine Rohan House               |
| 7.                          | Eli Cooley/WM F. Kuehneman House                    |
| 8.                          | Daniel Olin/Murphy House                            |
| 9.                          | Billings/Harry Laufman House                        |
| 10.                         | The Charles H. Lee/John S. Hart House               |
| 11.                         | Chauncey Hall/John Knight House                     |
| 12.                         | William & Eliza Hunt/Jefferly & Michele Green House |
| 13.                         | Margaret Shurr/Thornwald Thomsen House              |
| 14.                         | August C. Frank/James Dickert House                 |
| 15.                         | Langlois/Randall Smith/A. DeVere Harnett House      |
| 16.                         | Robert M. Boyd/Ellis Gaskell House                  |
| 17.                         | The Walter S. Goodland House                        |
| 18.                         | Herbert Fisk Johnson/David & Diane Sanders House    |
| 19.                         | The Samuel Curtis Johnson Homestead                 |
| 20.                         | Rev. John J. Elmendorf/Callender                    |
| 21.                         | Davis/Haas House                                    |
| National Landmarks (in red) |   |
| 1.                          | Eli R. Cooley House                                 |
| 2.                          | Chauncey Hall House                                 |
| 3.                          | Thomas P. Hardy House                               |

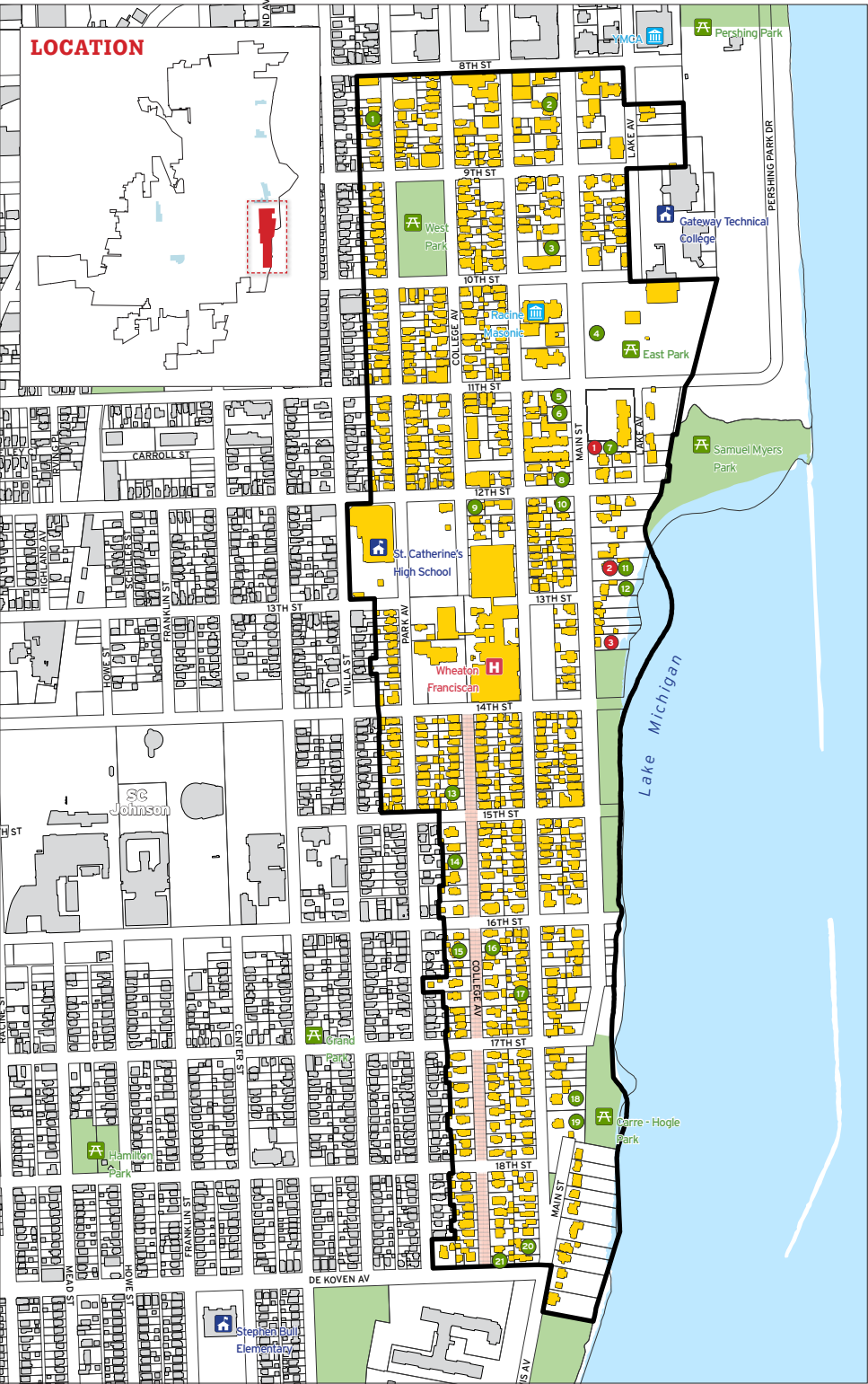


Figure 10: Southside National Register Historic District







National Historic Landmarks (NHL)

Established in 1935 by the National Park Service, the National Historic Landmarks Program identifies, documents, and protects buildings and places of exceptional design and integrity, value and significance to the nation’s heritage. A historic resource or district must meet at least one of six eligibility criteria to be considered a National Historic Landmark (see Appendix 2, page 76, for criteria). Like the National Register of Historic Places, a formal nomination for designation must be prepared; unlike the National Register program, the nomination is submitted to the National Park Service for approval and designation by the National Park System Advisory Board — National Historic Landmarks Committee and the Secretary of the U.S. Department of the Interior. All NHLs are also listed in the National Register of Historic Places. National Historic landmark designation places no restrictions of the use and disposition of property, although such resources are eligible to receive Federal and State historic preservation tax incentives, grants, and other financial assistance programs. Currently, there are 43 NHLs in Wisconsin.

As of May 1, 2018, the following resources (with location and National Historic Landmark reference numbers) have been designated National Historic Landmarks:

- S.C. Johnson and Son Administration Building and Research Tower (1525 Howe Street, NHL #74002275, listed 1976)

Wisconsin State Register of Historic Places (WSRHP)

Established in 1987 under Wisconsin State Act 395, the Wisconsin State Register of Historic Places, is Wisconsin’s official listing of buildings, sites, structures, objects and districts architecturally or historically significant to the state and is administered by the Wisconsin State Historic Preservation Office. To be eligible for the State Register, a historic resource may already be listed in the National Register of Historic Places or meet one of five eligibility criteria (see Appendix 3, page 77), for full criteria). Like the National Register, resources must be formally nominated to the Wisconsin State Register, although designation approval is only required at the Wisconsin State Historic Preservation Review Board level. State Register-listed properties are eligible for state-sponsored grants and incentive programs, including the Wisconsin Historic Rehabilitation Tax Credit program. No restrictions are placed on the use and disposition of property, although publicly-owned State Register landmarks must consult the Wisconsin SHPO regarding any plans that may adversely impact the listed property.

Currently, all thirty-five National Register landmarks and seven National Register Historic Districts are listed in the Wisconsin State Register of Historic Places. The one other historic resource listed in the Wisconsin State Register but not in the National Register Historic Places is Mound Cemetery.

City of Racine Local Landmark (RLL)

A City of Racine Local Landmark is any building, structure, or district with significance, importance, or value consistent with five (5) designation criteria outlined in the Racine Historic Preservation Ordinance (see Appendix 5: City of Racine Historic Preservation Ordinance, page 79). Specific designation criteria for historic resources “...to be landmarks, landmark sites, and contributing properties shall be that which:

- Exemplifies or reflects the cultural, archaeological, political, economic, social or religious history.
- Is identified with personages, events or periods of history.
- Embodies distinguishing characteristics of architecture, an architect or architectural materials, craftsmanship or works of nature.
- In its inherent historical nature provides the citizenry with educational or aesthetic enrichment.

Enabled through the Historic Preservation Ordinance, the Landmarks Preservation Commission, after a public hearing, can recommend landmark designation to the Racine Common Council if a historic resource is found to meet one of the designation criteria. Unlike National Register, Wisconsin State Register and National Historic Landmarks, Racine Local Landmarks are subject to design review by the Commission if a “major” exterior change is proposed to the property, such as alterations to siding, windows, roofs and porches, or the construction of new additions. However, design review requirements is not mandated to City Landmarks designated prior to January 1, 2006.

As of May 1, 2018, there are sixty-one (61) designated as Racine Local Landmarks (with location and year of designation; \*listed in the National Register of Historic Places; \*\*National Register and National Historic Landmark)

1. Alexander McClurg Building (245-245 Main Street, designated 1976)\*
2. August C. Frank House (1520 College Avenue, designated 1977)
3. August Luedtke House (1928 Erie Street, designated 1978)
4. Billings House (1201 College Avenue, designated 1977)
5. Blake House (936 South Main Street, designated 1987)
6. Charles H. Lee House (1202 South Main Street, designated 1977)
7. Chauncey Hall Building (308 -338 Main Street, designated 1977)\*
8. Chauncey Hall House (1235 South Main Street, designated 1976)\*
9. Church of the Good Shepherd (625-625 College Avenue, designated 1976)
10. Creighton House (1319 Erie Street, designated 1981)
11. Daniel Olin/Murphy House (1144 South Main Street, designated, 1976)
12. Davis House (324 De Koven Avenue, designated 1985)

13. Eli R. Cooley House (1135 South Main Street, designated, 1975)\*
14. Faith Christian Fellowship Church (1200 Racine Street, designated 2005)
15. Fish Brothers Wagon Company (1215 State Street, designated 1981)
16. George Murray House (2219-2219 Washington Avenue, designated 1976)\*
17. Henry C. Miller House (1110 Main Street, designated 1977)
18. Herbert Fisk Johnson House (1725 Wisconsin Avenue, designated 1999)
19. Holmes House (1336 -1338 Mound Avenue, designated 1981)
20. James Murphy House (1128 Erie Street, designated 1977)
21. J.I. Case Threshing Machine Company and Administration Building (700 State Street, designated 1981)
22. John F. Wadewitz House (822 Park Avenue, designated 1981)
23. John O. and Mary Jones House (2021 Washington Avenue, designated 2001)
24. Joshua Pierce Farmhouse (2800 Taylor Avenue, designated 1981)
25. Junction Engine House No. 1 (1412 Racine Street, designated 1981)
26. Kaiser’s (218 Sixth Street, designated 1981)\*
27. Karel Jonas House (1337 North Erie Street, designated 1977)\*
28. Karel Jonas Statue (Flatiron Square, High Street and Douglas Avenue, designated 1976)
29. Langlois House (1610 College Avenue, designated 1976)
30. Lincoln Monument (1800 State Street, designated 1998)
31. Lorenzo Janes School (1425 North Wisconsin Street, designated 1977)
32. Luther College and Holy Communion Church (2000 West 6th Street, designated 1977)
33. Margaret Shurr House (1436 College Avenue, designated 1976)
34. Mary Todd and Abraham Lincoln Statue (East Park, Main Street between 10th and 11th Streets, designated 1976)
35. Miller House (1100 South Main Street, designated 1989)
36. Mitchell Lewis Building - Mitchell Lewis Motor Company (815 Eighth Street, designated 2005)
37. Mound Cemetery (1147 West Boulevard, designated, 1975)
38. No. 3 Engine House (700 Sixth Street, designated 1977)
39. Norgaard’s Tavern (1436 Junction Avenue, designated 1982)
40. Pabst Saloon (1300 Sixteenth Street, designated 1981)
41. Peter Johnson House (1601 State Street, designated 1981)\*
42. Racine Carnegie Library (701 Main Street, designated 1977)\*



43. Racine College (600 21st Street, designated, 1976)
44. Reverend John J. Elmendorf House, 1844 Wisconsin Avenue, designated 1978)
45. Rickeman Grocery Building (415 Sixth Street, designated 1981)\*
46. Robert Mosely Walker House (4310-4310 Washington Avenue, designated 1976)
47. Robert M. Boyd House (1611 College Avenue, designated 1977)
48. Samuel Curtis Johnson Homestead (1737 Wisconsin Avenue, designated 1977)
49. S.C. Johnson and Son Administration Building and Research Tower (1525 Howe Street, designated 1977)\*\*
50. Soldiers and Sailors Monument (Monument Square between 5th and 6th Streets, designated 1976)
51. South Side/Uptown Branch Library (1407 South Memorial Drive, designated 1981)
52. St. John's Evangelical Lutheran Church (1501 North Erie Street, designated 1977)
53. St. Luke's Episcopal Church (614-614 Main Street, designated 1976)\*
54. St. Patrick's Catholic Church (1100-1100 Erie Street, designated 1976)\*
55. St. Patrick's School (1109 Douglas Avenue, designated 1981)
56. Taylor House/Veterans of Foreign Wars Post (820-820 Main Street, listed 1976)
57. Thomas Fuller House (1221-1221 North Main Street, designated 1976)\*
58. Ullman/James E. Lyon House (731 Main Street, designated 1981)
59. Walter S. Goodland House (1632 Wisconsin Avenue, designated 1981)
60. William and Eliza Hunt House (1247 South Main Street, designated 1999)
61. YMCA/Red Cross Drug Company (314 Sixth Street, designated 1977)

There are currently no designated Racine Local Historic Districts. Any designated Local Historic Districts would receive the H-Properties Historic District zoning designation, which would mandate Landmarks Preservation Commission design review on all Local Landmark and contributing properties located within the H-Properties Historic District zone.

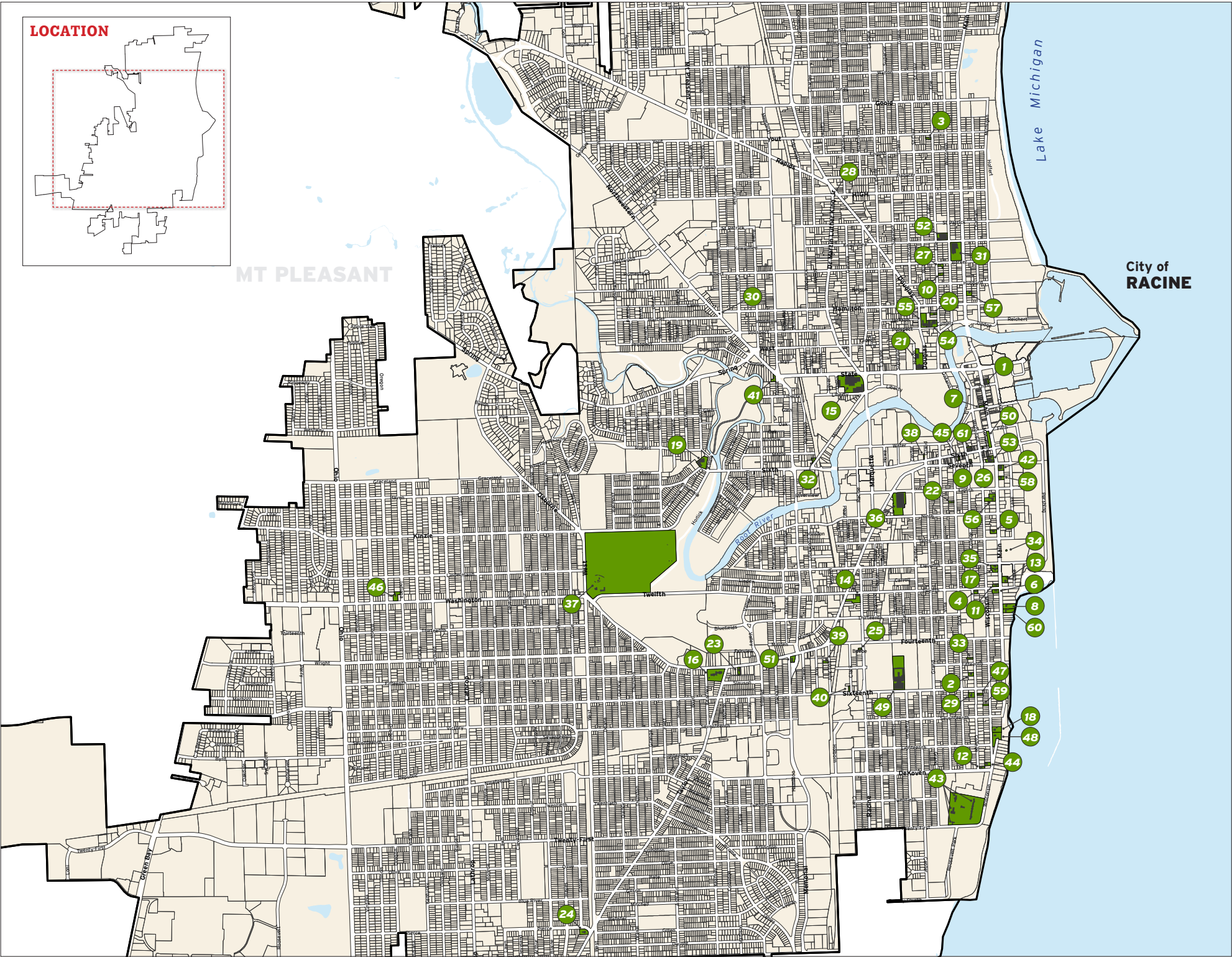


Figure 11: Existing Racine local landmarks.



# Survey and Documentation

Survey and documentation focuses on the identification and evaluation of historic resources for their local historical and architectural significance, leading to a more complete understanding of what heritage resources are worthy of recognition, preservation and protection. An up-to-date and on-going survey program not only determines what resources, neighborhoods or districts are worthy of National Register or Local Landmark designation but can also provide the necessary background information for justifying conservation measures for other heritage resources important to the Racine community. In addition, accessible survey data can help property owners make more informed decisions regarding designation, property maintenance and long-term stewardship of their historic building. Maintaining an on-going survey program is also a condition of maintaining the City’s Certified Local Government status with the Wisconsin State Historic Preservation Office and the National Park Service.

All Wisconsin state-funded intensive and reconnaissance-level survey projects are required to be entered in the Architecture and Historic Inventory, a digital database of architecturally and historically significant properties managed by the Wisconsin State Historic Preservation Office.

## Racine Architectural Survey, 1974

After the passage of Racine’s first Historic Preservation Ordinance in 1973, an architectural survey of Racine was commissioned by the Racine Urban Aesthetics Commission, predecessor entity to the Landmarks Preservation Commission, and completed by the Madison-based planning firm of Johnson, Johnson and Roy. While an extant copy of the survey report was not available for review, the survey provided the background data and research information for the preparation of the Southside Historic District National Register nomination in 1977. The 1974 survey was conducted city-wide and at a reconnaissance level. It is unclear how many resources were documented.

## Architectural and Historical Survey of the City of Racine, 1979

Conducted in 1979 and funded in part by a matching grant from the U.S. Coastal Survey of the U.S. Department of the Interior, the Racine Landmarks Commission commissioned a new comprehensive survey, which incorporated a re-evaluation and re-survey of the 1974 Racine Architectural Survey, documenting a significant area of central Racine roughly bounded from Melvin Avenue on the north, Ohio Street on the west, Durand Avenue on the south, and Lake Michigan on the east.

Although it is unclear how many properties were surveyed and evaluated, the survey did inventory four hundred twenty-seven (427) significant properties using the following three tiers of significance:

- **N Category** — buildings, structures, sites, and objects potentially eligible and National Register or City Landmarks, deserving the highest levels of protection.
- **P Category** — buildings, structures, sites and objects not ordinarily considered eligible for the National Register or City Landmark designation but could be if the resource is restored or rehabilitated or if additional research can document new historical significance to the City of Racine. However, these resources provide architectural value if located within historic districts.
- **C Category** — buildings, structures, sites and objects with significance only to historic districts.

In addition to the property inventory, fourteen (14) potential National Register and Local Landmark historic districts were also identified, including:

- **Northside Historic District** — a residential historic district consisting of resources built between 1840 and 1900 and encompassing the blocks north of the Root River from Prospect Street south to Gould Street on the north, and LaSalle Street on the west to Michigan Boulevard on the east. The district would consist of working class housing types, as well as examples of Greek Revival and Victorian architectural styles.
- **Flatiron Square Historic District** — a historic district incorporating the historic commercial resources around Flatiron Square, in Racine’s near northwest side and the location of the Karel Jonas Monument, National Register, 1982).
- **Sixth Street Historic District** — a commercial historic district incorporating the building resources along Sixth Street in downtown Racine from Wisconsin Avenue on the west to City Hall at Center Street on the west. Except for Monument Square, the Historic Sixth Street Business District mostly encompasses the suggested boundaries.
- **Downtown South Historic District** — a commercial district containing a mix of commercial and institutional resources, including the Racine County Courthouse, the United State Post Office, the Racine Heritage Museum, as well as Monument Square and the historic commercial buildings along Main Street from Sixth to Eighth Street. Portion of this proposed district, including Monument Square are incorporated within the Historic Sixth Street Business District.
- **State Street Historic District** — a district encompassing a mix of commercial, religious, institutional industrial and residential resource types in an area bounded by the Root River on the east, Marquette Street on the west, West Street

on the north, and Liberty Street on the south. The proposed district’s commercial resources include examples of both late 19th and early 20th century architectural styles in varying states of condition, as well as the Georgian Revival Dania Hall (1904), the former home of Racine’s Danish Society, and the Renaissance Revival J.I Case Administration Building (1904).

- **Downtown North Historic District** — a district comprising commercial and industrial resources along Main Street in downtown Racine from State Street on the north to Fourth Street on the south running west to Wisconsin Avenue. The Old Main Street National Register Historic District captures the proposed boundaries in addition to the commercial blocks along Main Street south to Fifth Street.
- **Expanded Southside Historic District** — a predominate residential district bounded by Lake Michigan on the east, Seventh Street to the north, De Koven Street on the south, and Center Street on the west. The district’s resources comprise Racine’s more significant late 19th and early 20th century residential architecture. The Southside Historic District’s present boundaries only incorporates the residential blocks south of Eighth Street and east of Villa Street.
- **Racine College District** — a district incorporating the institutional buildings of the Racine College campus. By the time of the 1979 Survey, the campus had already been listed as a district in the National Register of Historic Places in 1976.
- **S.C. Johnson and Son Historic District** — a district encompassing the western portion of the existing S.C. Johnson headquarters complex, including the Frank Lloyd Wright-designed Administration Building and Research Tower, as well as the Golden Rondelle Theater, a re-design of the original 1964 New York World’s Fair by Taliesin Associates. By the time of the 1979 Survey, the Administration Building and Research Tower has already been individually designated as a National Historic Landmark, a National Register Landmark, and a Local Landmark.
- **Mound Cemetery Historic District** — a district encompassing Mounds Cemetery adjacent to Washington Park and bounded on the west by Washington and West Boulevards. Recognized primarily for its archaeological significance, funerary sculpture, and its picturesque, rural layout, the 1979 Survey documented seventeen architecturally and historically significant sculpture pieces, mausoleums, and sarcophagi with the cemetery boundaries. Mound Cemetery is currently listed in the Wisconsin State Register of Historic Places.
- **Washington, Riverside, Island, Horlick Park and Lewis Field Historic District** — a large district incorporating the Jens Jensen-designed park facilities of Washington, Riverside, and Island Park, now collectively known as Washington Park, along with the terra cotta-ornamented Sixth Street Bridge.



- **West Sixth Street Historic District** — encompassing the proposed boundaries of Rupert Boulevard to the north, Sixth Street to the south, and Carmel Avenue on the south running east to the Root River, the historic district would include the Holy Communion Lutheran Church (1928) and Martin Luther College complexes (1902).
- **Horlick Industrial District** — a district comprising the late 19th century Horlick Malted Milk Factory complex, noted its cream brick construction and square towers, and located east of State Street between St. Patrick’s and Albert Streets.
- **Deane Boulevard Historic District** — encompassing the 1500 and 1600 blocks of Deane Boulevard and including a representative group of Craftsman frame and brick bungalows.

Of the potential districts identified, only the Sixth Street, the Downtown North, Expanded South Side, and Racine College districts were listed in the National Register of Historic Places, in most cases incorporating the majority of the proposed boundaries. None of the districts have been designated Local Landmark Districts. The 1979 Survey also proposes in maps only, the potential for establishing two industrial-related historic districts, one of the northside between Rapids Drive on the north and Albert Street on the south, and one on the south side between 17th Street and De Koven Avenue with Taylor Street to the west and Racine Street to the east. Portions of these areas have since experienced redevelopment and demolition activity.

State Street Survey (1984)

In 1984, an architectural and historical survey of the State Street commercial area was conducted. An extant copy of the final survey report was not available for review.

Frank Lloyd Wright Prairie School of Architecture Survey (1994)

In 1984, an architectural and historical survey of the State Street commercial area was conducted. An extant copy of the final survey report was not available for review.

Neighborhood Historic Property Reconnaissance Survey (2001)

In 2001, the City of Racine, through a grant from the Wisconsin SHPO and the National Park Service, commissioned an extensive-level survey of the West Racine neighborhood, including Washington Avenue corridor from South Memorial Drive to West Boulevard, the West Sixth Street area bounded between Phillips Avenue and West Boulevard, and the West Racine Business District extending along Washington Avenue from West Boulevard west to Lathrop Avenue. The survey documented one-hundred thirty-four (134) commercial, institutional and residential resources. Properties were evaluated using the National Register Criteria for Evaluation and the City’s Local Landmark designation criteria and ranked accordingly: Potentially Eligible — high priority properties eligible for listing in the National Register, Locally

Significant — properties eligible for possible Local Landmark designation, and Not Eligible — properties that are 50 years old, maintain a level of integrity but do not meet the eligibility criteria for the National Register or Local Landmark designation. As part of its findings, the survey concluded that nine (9) properties were individually eligible for the National Register, including notable building such as the Mediterranean Revival Park Theater (1920 at 3015-3021 Washington Avenue and the Prairie-influenced Fire Station (3829) Washington Avenue. Two potential National Register districts were also identified: the Washington Avenue Residential District, including properties along Washington Avenue between Blaine and Cleveland Avenues, and the West Racine Historic Business District, following Washington Avenue between West Boulevard and Blaine Avenue, significant as a commercial district that served the large concentration of Danish immigrants that settled in the surrounding neighborhood. The survey identified twenty-eight (28) contributing properties, including both commercial, institutional and residential properties, and eight (8) non-contributing resources. Since the survey was undertaken, one non-contributing and four contributing properties were demolished along Washington Street between West Boulevard and Grove Avenue, three of the properties along this block making way for a new gateway development.

Northside Historic Resources Survey (2008)

Commissioned by the Racine Landmarks Preservation Commission and funded in part by the National Park Service and the Wisconsin SHPO, the Northside Historic Resources Survey documented one hundred fifty-four (154) properties in Racine’s north side neighborhood blocks bounded by North Street on the north, Lake Michigan to the east, Gould Street to the south, and Erie Street to the west.

The survey area in predominately residential designed in a mix of early 20th century architectural styles from the Tudor and Colonial Revivals to Bungalow and Modern house types. In addition, the survey is noteworthy for resources designed by several well-know local architects, such as Edgar Tafel, a Frank Lloyd Wright apprentice. Twenty-five properties had previously been inventoried in the Wisconsin SHPO Architecture and Historic Inventory. All properties were evaluated according to the National Register of Historic Places Criteria for Evaluation and the City of Racine Local Landmark designation criteria.

Of the resources documented, fourteen (14) individual properties and two (2) districts were considered eligible for listing in the National Register, the North Wisconsin Residential Historic District, located along North Wisconsin Street between Shoreland Drive and South Street, and the Melvin Avenue Residential Historic District, centered along Melvin Avenue between Lombard Avenue and North Main Street, commensurate with the existing district’s National Register boundaries. The Melvin Avenue National Register Historic District was listed in 2016. The proposed North Wisconsin Street District would include ten (10) contributing and one (1) non-contributing resource, all Ranch house types constructed form the 150s to the 1960s. The Melvin Avenue Historic District includes thirty (30) contributing and one (1) non-contributing resources designed from the 1930 to the 1940s in a mix of Tudor, Colonial and Spanish Revival

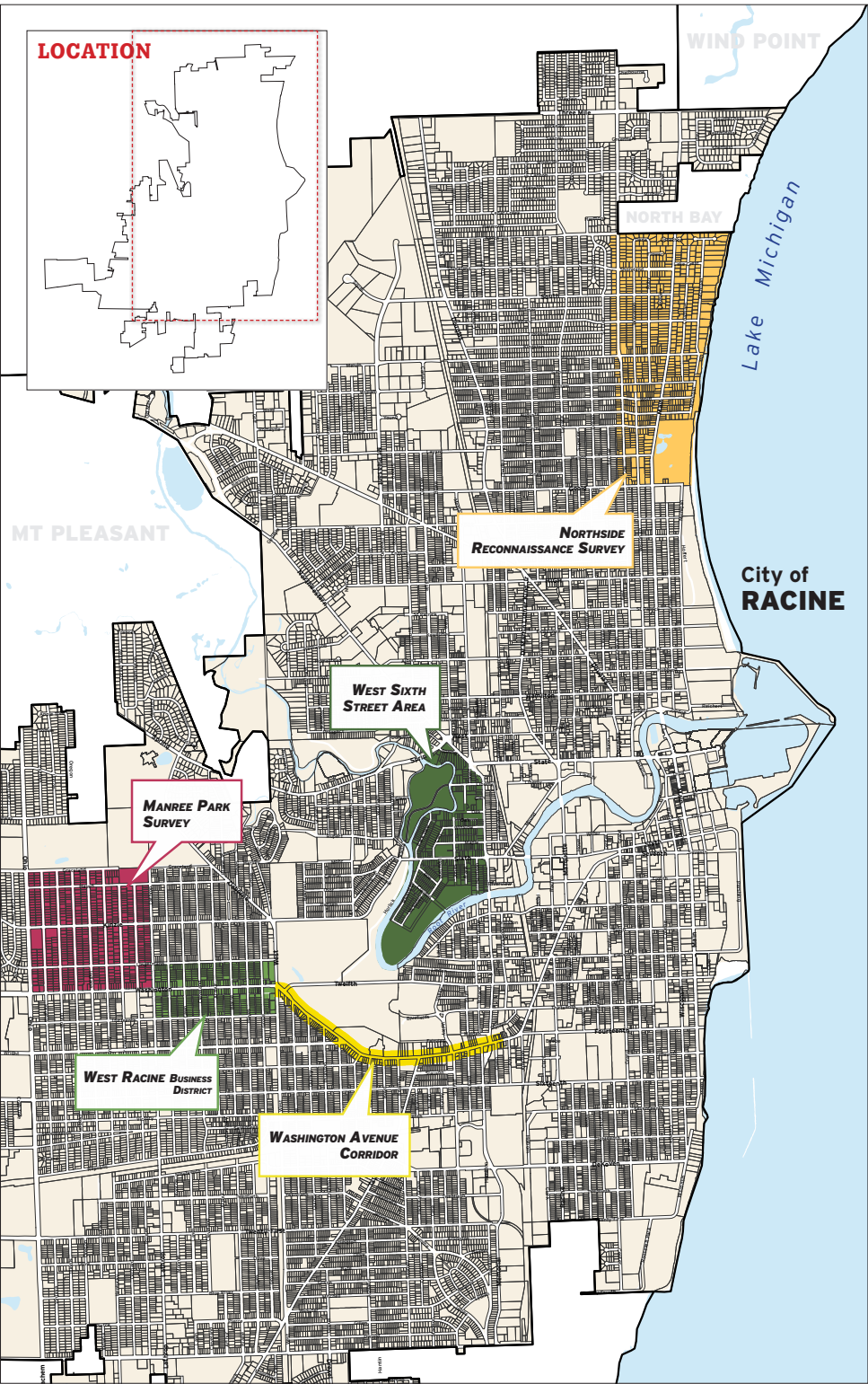


Figure 12: Architectural Resource Surveys Completed Since 2008



styles. In addition to National Register eligible properties, seven (7) properties were identified as eligible for Local Landmark designation, including the Racine Zoological Gardens Administration Building and Lagoon, as well as the proposed Michigan Boulevard Residential Historic District.

Manree Park Neighborhood Architectural and Historical Intensive Survey (2015)

Funded in part by a grant from the National Park Service, and administered and supervised by the Wisconsin SHPO, the Manree Park Neighborhood Architectural and Historical Intensive Survey documented historic resources located in Racine’s Manree Park neighborhood bounded by Graceland Boulevard on the north, Lathrop Avenue to the east, South Ohio Street to the west and Washington Avenue to the south. Surveyed resources were predominately single-family residential homes constructed principally from the mid-1920s to the 1960s, designed in architectural styles and building forms ranging from the Prairie; the Colonial, Tudor and Georgian Revival, Craftsman Bungalow and Styled Ranch homes. Two parks and one cemetery, Graceland Cemetery, were also documented. The survey process included an initial reconnaissance survey of one-hundred eighty-two (182) resources, including six (6) that had already been documented in the Wisconsin SHPO Architecture and Historic Inventory. Subsequent to the reconnaissance survey, background research and an evaluation of each resource’s significance according to the National Register Criteria for Evaluation was conducted. Properties were then classified individually by their contributing or non-contributing status to a potential National Register Historic District. Of the resources documented, five (5) properties were considered significant

and eligible for listing in the National Register as representative examples of the Italianate, Prairie, and Contemporary architectural styles. In addition, an area along Orchard Street between Haven Avenue and Lindermann Avenue was recommended as a National Register Historic District given its intact concentration and collection of homes designed in early to mid-20th century architectural styles. Forty-seven (47) contributing and 4 non-contributing properties were inventoried, later to be incorporated as part of the Orchard Street National Register Historic District, listed in 2016.

Other Documentation

Beyond architectural and historical survey work, two other initiatives documented existing historic resources in the community, including a multiple property nomination for Racine’s distinctive worker’s cottages and resources identified through the Wisconsin State Historical Marker Program.

Racine Worker’s Cottages Multiple Property Documentation

Unlike a National Register nomination for a specific historic resource or district, a multiple property nomination documents groups of related significant properties, such as commercial buildings, homes, structures and parks. Such nominations also

serve as a basis for evaluating the significance and National Register eligibility of resources documented under the multiple property nomination. The Racine Worker’s Cottages Multiple Property Nomination (MPN) recognizes the architectural and social history significance of the vernacular gable-fronted, cream brick-constructed workers cottages built throughout Racine between 1860 and 1914. The Racine worker’s cottage is distinctive architecturally for its extensive use of locally-sourced brick of pale yellow color and its utilitarian form that allowed for the incremental expansion of the interior space — into the attic, dormer and porch additions, for instance. The cottage house also provided the affordable housing for the hundreds of workers and families that settled in Racine during the latter half of the 19th century for the abundant jobs offered by the myriad industries grew and prospered during this time period. The Racine Workers Cottages MPN led to listing of the Northside Historic District of Cream Brick Workers’ Cottage National Register Nomination in 1984.

Wisconsin State Historical Markers

Maintained and administered by the Wisconsin Historical Society, the Wisconsin State Historical Market Program documents and commemorates significant buildings and historic sites, events and people that contribute to understanding of the state’s rich heritage. An application to the Historical Markers Program can be prepared by an individual or an organizational entity and all applications are reviewed and approved by Historical Society staff. There are more than 550 official Historical Markers in Wisconsin. Costs in fabricating and erecting markers are borne by the applicant.

As of May 1, 2018, there are six (6) Wisconsin State Historical Markers in Racine:

- Blake House (936 South Main Street)
- Northside Historic District of Cream Brick Cottages ((roughly bounded by Goold, Erie, English, Main, Yout and Chatham Street. and Lakeview Community Center, NRHP #94000155, listed 1994)
- Soldiers of the American Revolution (Mound Cemetery)
- Southside Historic District (Main Street and 14th)
- The Spark (Pritchard Park)
- Wind Point Lighthouse (4725 Lighthouse Drive)

Roots of Freedom Underground Railroad Heritage Trail

Established by the National Park Service and the U.S. Congress in 1998, the Roots of Freedom Underground Railroad Heritage Trail commemorates the significant people and sites associated with the Underground Railroad, the network of secret routes and safehouses used by African-American slaves during the 19th century. The Heritage Trail program provides technical assistance to local communities and entities seeking to research, preserve and interpret sites of Underground Railroad significance, although grant assistance from the Park Service has not been available for several years.

The City of Racine, the Racine Heritage Museum and the Racine chapter of the Professional Women’s Network for Service have collaborated on several educational and interpretive initiatives, including the creation of a local driving and walking tour pamphlet of Racine area Underground Railroad sites, a permanent Underground Railroad exhibit at the Heritage Museum, and the installation of two interpretive plaques, one placed at Monument Square marking the Joshua Glover case. To promote tourism and enhance interpretation of Underground Railroad sites in Racine, additional commemorative and interpretive plaques and a digital tour application are planned, funded through the City’s hotel room tax.

Frank Lloyd Wright Trail

In 2016, the Wisconsin Legislature adopted Wisconsin Act 270 establishing the Frank Lloyd Trail, a highway route through the counties of Kenosha, Racine, Milwaukee, Waukesha, Jefferson, Dane, Iowa, Sauk and Richland, connecting various buildings and sites associated with architect Frank Lloyd Wright. In Racine, the route includes Wright’s S.C. Johnson and Son Company Administration Building and Research Tower, as well as Wingspread in Windpoint. The Trail was principally established to promote tourism.

| SUMMARY TABLE OF SURVEY BY SURVEY PROJECT                                     |                 |              |              |                  |
|---|-----------------|--------------|--------------|------------------|
| Survey  | Number Surveyed | Significant* | Contributing | Non-Contributing |
|   |                 |              |              |                  |
| Architectural and Historical Survey of the City of Racine (1979)              |                 | 427          |              |                  |
| Neighborhood Historic Property Reconnaissance Survey (2001)                   | 134             | 9            | 28           | 8                |
| Northside Historic Resources Survey (2008)                                    | 154             | 21           | 40           | 2                |
| Manree Park Neighborhood Architectural and Historical Intensive Survey (2015) | 182             | 5            | 47           | 4                |
|   |                 |              |              |                  |
| Totals  | 470             | 462          | 115          | 14               |





BUSINESS SECTION

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# Racine Architectural Styles and Building Forms

The following section highlights representative architecture styles reflected in Local Landmarks and found in Racine's National Register Historic Districts, neighborhoods and commercial districts. Noted that historic buildings in Racine are often eclectic in appearance, exhibiting features and stylistic characteristics of different architectural styles as tastes and preferences in design styles changed over time.

Architectural styles and building forms are referred as separate terms below. An architecture style describes the specific exterior decorative elements and features that define that style. A building form is the overall shape and configuration of the building's spaces, although they may exhibit some aspects and features of architectural styles.

## Greek Revival (1825 - 1860)

Greek Revival was a leading architectural style during most of the first half of the 19th century and is mostly found in the eastern seaboard, the Midwest and Gulf Coast states, including Wisconsin, up until the 1860s.

- Two to three stories in height; one-story cottage forms are less common.
- Usually identified with pediment forms found in gable ends or porch entries.
- Porches are supported by columns with capitals.
- Main entries characterized by sidelights, transoms and double doors.
- Windows are typically multi-light double hung with wood casing and crowns.
- Usually constructed with wood clapboard siding but can be found with masonry walls.



## Italianate (1840 - 1885)

A reaction in England during the late 18th and early 19th centuries against more formal Classical and Renaissance-inspired architectural forms led to the embrace of more Romantic-Picturesque ideals of asymmetry, sublimity, and beauty of the perfect building. The Picturesque movement in England led to the more refined Italianate style in the United States where residential, commercial and institutional building types features square tower elements, heavy bracketed cornices, hooded windows, quoin work and elaborate porches. The style predominated throughout the East, South and Midwest portions of the United States.

- Two to three stories in height featuring hipped and center gabled-roof shapes; a tower often projecting above the main roof line is also common.
- Cupolas and belvederes often grace the roof tops of Italianate buildings to take advantage of scenic views.
- Roof eave lines are ornamented with heavy cornices and brackets.
- Window openings may be arched or square and adorned with stone or wood.
- Decorative hoods; window hoods may also be pedimented with scroll brackets.
- Elaborate porches with bracketed columns, and decorative scroll work and balusters are common to residential building types in the style.





## Second Empire (1870s – 1910)

The Second Empire style can be traced to France during the reign of Napoleon III when much of Paris was reconstructed with wide avenues and monumental buildings. The style was most prolific in the Northeast and Midwest, and were considered both fashionable as well as a contemporary statement of affluence. The style is very symmetrical with decorative Victorian era details including iron cresting on the roof, bracketed cornices, quoines, and balustrades. Towers are also a common feature, protruding from the styles distinctive mansard roof.

- Unique French Mansard roof with protruding dormers and cresting.
- Hooded, arched, and/or heavily moulded fenestration.
- Prolific use of lathe turned woodwork.
- Large ornate cornice with highly articulated brackets.
- Typically constructed of brick, stone, or wood clading.
- Porches and window bays are common in residential examples.



## Queen Anne (1880s – 1910)

During the second half of the 19th century, the Queen Anne style prevailed, perhaps, as the most predominant domestic architecture style found in almost every community from the eastern states across the Midwest to the Great Plains and beyond. Queen Anne was popularized by the proliferation of pattern books and the ready manufacture and distribution of pre-cut materials and architectural features. Commercial versions of the Queen Anne are also prevalent in the Midwest, often exhibiting detailed brickwork, towers and window bays.

- Two to three stories in height; one-story cottage forms are also common.
- Steeply pitched, pyramidal roofs and a dominant gable.
- Asymmetrical facades and building elevations with cross-gables and partial, full-front or wrap-around porches.
- Double-hung windows, stained glass, projecting bay windows and Palladian windows within gables.
- Rounded and canted square towers or bay windows.
- Porches with spindlework, Classical columns or pediments with Eastlake ornamentation.
- Chimneys with elaborate brickwork or corbeling.



## Gothic Revival (1880s – 1940s)

Gothic Revival architecture in the United States during the 1880s and 1890s came in the form of colleges, universities, high schools, grade schools and, undoubtedly, churches and religious institutions. The Gothic architecture of the period reflected a refined version of the style that emulated the great English universities of Oxford and Cambridge, and of the schools and university buildings being constructed in the United States at the time, such as at Princeton, the University of Chicago and Bryn Mawr College in Bryn Mawr, Pennsylvania. However, more traditional versions of the Gothic Revival were often found in religious buildings.

- Windows within Gothic-arch window openings or Gothic-arched top sashes; lancet, stained glass and rose windows also common.
- Typically-identified with tapered steeples and buttress piers in religious buildings and towers with castellations in institutional buildings.
- Stone and brick masonry with quoin work characterize almost all Gothic Revival buildings during this period.
- Decorative and architectural features include shields, rosettes, crockets, stone tracery and other sculptural elements.
- Pitched gable dormers often found in large institutional buildings.





## Colonial Revival (1880s – 1950s)

Colonial Revival is by far the most prevalent architectural style found in most Midwestern communities. The Colonial Revival style is believed to have started after the 1876 Philadelphia Centennial Exhibition where a “colonial kitchen,” replete with a spinning wheel, was reconstructed. The New York firm of McKim, Mead, White and Bigelow is often considered the first important practitioners of the style with their Appleton House in Lennox, Massachusetts and the Taylor House in Newport, Rhode Island, their most significant works in the style.

- Columned entry porches with entry doors, transoms, sidelights and elaborate surrounds
- Symmetrical building forms with hipped roofs
- Double-hung, multi-paned windows that are often paired together.
- Two and-a-half floors in height, constructed in brick or stone masonry, and with roof materials consisting of slate, tile or asphalt shingles.
- Many homes have one or two-story side wings.

## Tudor Revival (1890 - 1940)

Tudor Revival is based on late Medieval English prototypes from grand manors to thatched roof cottages and was popularized in the United States after World War I from the architectural pattern books of the day by returning servicemen who observed such prototypes first-hand while stationed in England. In Racine, the Tudor Revival style can be found in single family and cottage residential building forms.

- Steeply pitched dominant front or cross-gable — the Tudor’s Revival’s most identifiable feature.
- Facades and wall elevations constructed in brick, stucco, or a combination of the two materials, with half-timbering often found in gable apexes or the upper-story.
- Substantial chimney stacks with chimney pots on front or side elevation.
- Diamond-paned casement windows, oriel and hexagonal window bays found in more high-stylistic versions of the Tudor Revival.
- Carved vergeboard, stone shields and stone quoin work around entry ways and window openings are typical ornamentation and decorative features.

## Classical Revival (1895 - 1950)

The 1893 Chicago World’s Columbian Exposition revived interest in Classical architecture as the Fair’s planners authorized a Classical theme be used for all buildings constructed. From the mid-1890s to the middle of the 20th century, Classical Revival became a popular style for both commercial and residential buildings.

- Full height columned entry porch with pediment and Corinthian or Ionic capitals.
- Facades and building elevations are organized symmetrically.
- Elevations may be embellished with pilasters crowned with capitals, stone or brick quoins, pedimented hoods over entries, and dentils within pediments, cornice lines or entablatures.
- Windows may consist of rectangular double-hungs with multi-lights or stained glass.





## Renaissance Revival (1890s to 1920s)

The Renaissance Revival style, popular in the United States during the 1920s and 30s, was largely inspired by the large estate villas in northern Italy. Its overall characteristics are of elegance and formality and are most often found in high-style homes for wealthy and upper-middle-class property owners. The Renaissance Revival gained popularity after World War I.

- Typically, two stories in symmetrical or asymmetrical building form arrangements, but always with a sense of balance and proportion
- Roofs are low-sloped hipped or pyramidal in shaped and covered in most high-style examples with red or green tiles; eave brackets are also distinguishing decorative features
- Exterior elevations are almost always constructed in brick or stone — sometimes in terra cotta and painted stucco — with quoin work at building corners or rusticated stone at the building base or first floor
- Windows openings may include blind or glazed round arches, casements, Palladian window arrangements or simple soldier course headers; in other cases, windows may be simple double hungs with multi-lights
- Main entrances may incorporate elaborate embellishments such as columns and fanlights, broken pediments, transoms, and ornamentation such as garlands, swags and festoons



## Foursquare (1890s to 1920s)

The Foursquare was a popular vernacular building form in nearly every part of the country from the 1890s through to the 1920s. Sometimes called the “Classical Box” or “Prairie Box,” common characteristics of the Foursquare include its square or rectangular floor plan; its medium-pitched pyramid hip roof; one or more centrally placed dormers; full front porches, some open, some enclosed; and wood, stucco, and brick walls. Most Foursquares were two-and-a-half stories in height.

- Square floor plan and “box” appearance.
- Hopped dormer facing main elevation.
- Brick or wood clapboard construction sometimes stucco exterior.
- Columned porches with capitals, Palladian windows, Queen Anne shingling also common features.



## Prairie (1900s - 1920s)

The Prairie Style is largely derived from the Arts and Crafts Movement of the late 19th century by Frank Lloyd Wright and his contemporaries. The Prairie Style was Wright’s unique vision of the Arts and Crafts Movement and was suited to the open land and flat prairies of the Midwest. As such, the style emphasized horizontality.

- Low-slope hipped roofs with very deep overhangs and horizontal bands of trim.
- Houses are of lower overall height compared to Victorian era or Revival Style houses.
- Exterior materials are simple and usually include stucco and wood. Wood siding is often horizontal board and batten rather than clapboards.
- Windows are typically single-pane casement style and often featured art glass.





## Craftsman (1905 - 1930)

The Craftsman style derived in part from the Arts and Crafts Movement – a movement emanating from England valuing hand craftsmanship, natural materials and simplicity in design and detailing while rejecting the Victorian-era emphasis on ornamentation and mass-production.

- Identified principally by low-pitched roofs with deep overhangs, knee brackets or exposed rafter tails.
- Wall materials may include wood clapboard, brick, stone or stucco.
- Intersecting gables on main elevations with cross-gable roof forms common.
- Typically, one and one-half stories with roofs punctuated by shed, hipped or eyebrow dormers —second stories are also common, also with hipped roof shapes.
- Entry or full-front porches with tapered columns faced in brick, stucco or stone.
- Double-hung windows with three-over-one glazing pattern.



## Egyptian Revival (1920s - 1930s)

Sometimes referred to as an Exotic Revival style, or Art Deco substyle, the Egyptian Revival was developed in the early 1920s as interest peaked in Egyptian culture and symbolism following the discovery of Tutankhamen's tomb in 1922. Buildings from this period are often of grand size and scale typically reserved for public uses such as churches, banks, government offices, and theaters. Although similar to Greek Revival, or Italianate styles in form.

- Egyptian Revival buildings are adorned with iconic Egyptian symbolism in the form of decorative motifs. These often include the lotus, phoenix, sphinx, vulture, and sun disk and are representative of eternity and the afterlife, one of the reasons many remaining examples can be found in cemetery structures.
- Identifiable features include massive columns, battered walls, floral capitals, rolled or cavetto cornices, and upwardly narrowing window enframements.



## Art Deco (1920 - 1940)

Art Deco developed in the 1920s – from the influence of the 1925 Exposition Internationale des Arts Decoratifs in Paris — as an architectural style featured in traditional building forms but with highly sculptural ornamentation. Art Deco was used in commercial and institutional buildings, although residential examples can also be found.

- Exterior elevations are typically expressive of their underlying construction with forward piers dividing the buildings into different bays and window groupings.
- Buildings may be constructed in brick, stone, concrete and terra cotta.
- Ornamentation often included scroll work, horizontal bandings, floral leaves, sea shells, rosettes, garlands, flutes, ziggurat shapes, chevrons and bas-reliefs. Ornamentation was often carved in stone and terra cotta and may be located along piers, around windows, in spandrel panels and in doorway entrances.
- Windows often featured multi-panes or steel framing and muntins.
- Highly-stylized Deco buildings features elaborately designed canopies.





### Minimal Traditional/Cape Cod (1930s - 1960s)

The Minimal Traditional Style developed in the 1930s as a simplification of the Colonial Revival, using some of the style’s traditional forms but without the ornamentation. The Minimal Traditional, or Cape Cod as it is sometimes called, accommodated homeowners’ desire for traditional looking houses, but were easier to build and cost less than more ornamented homes. For these reasons, the style was popular during the Depression and in the post-World War II housing boom.

- One and one-half stories with simple hipped or gabled roofs and short overhangs — the style’s most identifiable features.
- Exterior materials varied but mostly brick, stone, wood clapboard, and aluminum and asbestos siding.
- House entries are often protected by a small porch or roof overhang with stoop.
- Hipped or shed dormers are often found on larger or two-story Minimal Traditionals.
- Windows are typically multi-pane double hung flanked with shutters; a picture or bay window in the living room is also common.



### Ranch /Styled Ranch (1945 - 1970s)

The modern Ranch house has its predecessors in the vernacular frontier architecture of California and the Southwest where the traditional one-story Spanish settlement dwellings took root. Today, the Ranch home is often associated with the new suburban subdivisions that were developed around the country after World War II. Ranch homes are often associated with a modern design featuring little or no ornamentation. However, some Ranch homes have features of other architecture styles, such as Colonial or Tudor Revival, and therefore, are called “Styled Ranches.”

- The horizontal, close-to-the-ground profile is the Ranch home’s most distinguishing characteristic.
- One or one and one-half stories in height with pitched or hipped roofs; gable roof ends are found in most Ranch homes, particularly in Styled versions.
- Ranch homes feature open floor plans arranged in a one-story symmetrical or in an L-shaped or courtyard form.
- Building materials included brick and clapboard siding, often used in combination; clapboard siding as often employed in gable ends.



### One Part Commercial Block

The one-part commercial block is a common commercial building form found in most traditional downtowns and commercial districts throughout the country. One-part commercial blocks are defined as a one-story square or rectangular box adorned with the ornament, features and fenestration of a particular architectural style; in other cases, one-parts were entirely utilitarian in appearance having little to no ornament. One-parts were often constructed by investors to make provisional use of the land as land values would rise over time to support a larger, more profitable building.

### Two Part Commercial Block

Aside from one-part commercial buildings, the two-part commercial block is perhaps the most prevalent historic commercial building form in Racine. Two-part commercial buildings are generally considered to be two to four stories in height with the commercial storefront level considered as one zone, and the floors above as the second zone. The second zone floors were a different use such as offices, apartments, and cultural and entertainment activities where located. The two parts were often demarcated by a storefront cornice or a change in building material or facade fenestration and arrangement.





An aerial photograph of a large, modern building complex, likely a university or government building. The building is constructed from terracotta-colored brick and features a prominent, tall, cylindrical tower with horizontal bands of darker material. The main building has multiple levels with curved, terraced sections. In the foreground, a large globe sits on a pedestal. Several vintage cars from the 1950s are parked on the streets surrounding the building. The sky is a clear, pale blue.

# III. City Planning and Program Administration

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# Section Overview

This section reviews recent planning documents and policies and their relation to local preservation planning in Racine, as well as the legal contexts that support planning and historic preservation activities. The preservation of historic buildings, districts, sites and other resources at the municipal level are addressed not only through a historic preservation ordinance but also through the adoption of various other plans and other policy documents. For instance, comprehensive plans and plans at the district and neighborhood levels can establish clear goals and strategies for promoting preservation-based economic development, healthy neighborhoods and, and a high quality of life.





# Planning and Legal Framework

## 1999 Wisconsin Act 9 – Wisconsin Comprehensive Planning Law

Wisconsin Act 9 permits local Wisconsin cities and communities to develop and adopt comprehensive plans with required elements for land use; housing; transportation; community facilities; economic development; and, agricultural, natural, and historical and cultural resources. In addition, Wisconsin Act 9 encourages local communities to create comprehensive plans that incorporate broad-based planning goals, including the “*Preservation of cultural, historic and archaeological sites.*” While Act 9 does not specifically outline what may be included in a comprehensive plan’s historic preservation element, communities are not precluded from preparing and adopting other plans and policies that further comprehensive planning goals related to historic and cultural resource management. Therefore, this Heritage Preservation Plan can serve as an element to the Racine Comprehensive Plan.

## Wisconsin Statute 62.23: City Planning

Wisconsin State Statute 62.23 permits Wisconsin communities to establish a local plan commission with the express functions to “*make and adopt a master plan for the physical development of the city.*” A community master plan shall serve to guide physical development in a coordinated way “*... in accordance with existing and future needs...*” and to “*...best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development.*” In addition, the plan commission may “*...from time to time amend, extend, or add to the master plan or carry out any part or subject matter into greater detail.*” Therefore, a plan commission may adopt a more detailed historic preservation plan that addresses key local preservation issues.

## Wisconsin Statute 44: Historical Societies and Historical Preservation

Adopted in 1987, Wisconsin Statute 44 establishes the state’s historic preservation program including the establishment of the Wisconsin State Register of Historic Places, the Historical Markers Program, and the Wisconsin State Historic Preservation Review Board. The Review Board evaluates and accepts National Register nominations before submission to the National Park Service for formal listing. In addition, Statute 44 outlines the duties of the Wisconsin Historical Society (Wisconsin SHPO) in relation to state-funded and managed historic preservation programs, including coordination and review of other state agency actions on the management and disposition of listed, inventoried or locally designated properties. Section 44.44 of the Statute authorizes the certification of local historic preservation ordinances and the establishment of local preservation commissions with powers to designate local landmarks and districts in accordance with a defined nomination process. The Statute also authorizes the administration of a statewide programs for archaeology and submerged cultural resources.

## Racine Code of Ordinances Article III – Boards, Committees, Commission; Division 7 – Plan Commission, Section 2-251 - Created

Section 2-251 of Division 7 Article IV of the Racine Municipal Code establishes the Racine Plan Commission pursuant to the provisions of Wisconsin Statute 62.23

## Racine Code of Ordinances Article III – Boards, Committees, Commission; Division 7 – Plan Commission, Section 2-252 - Adoption of Plans

Section 2-252 of Division 7 of the Racine Municipal Code authorizes the Racine Planning Commission to prepare and adopt comprehensive plans, and from time to time recommend “*...part or parts of the comprehensive plan or amendments to the comprehensive plan be adopted.*” The Racine Common Council will adopt such plans by ordinance after public hearings and kept on record by the City’s Director of City Development.



## A Comprehensive Plan for the City of Racine: 2035

Prepared by the City of Racine Department of City Development and the Southeastern Wisconsin Regional Planning Commission, and adopted by the Racine Council in 2009, the Racine Comprehensive Plan is the official policy document for land use, transportation, housing, community facilities and economic development. The Comprehensive Plan’s key planning goals include, among others, maintaining a land use pattern that strengthens the downtown, neighborhoods and industrial areas; promoting neighborhood identity; providing adequate housing; and, encouraging sustainable growth that preserves the stability and diversity of the City’s neighborhoods and commercial areas. Preserving and enhancing the Racine’s cultural resources, historic sites and districts is also an important community planning goal. Chapter V of the Comprehensive Plan serves as the Plan’s historic preservation

element, summarizing Racine’s important cultural resource assets, including its local landmarks, districts and historical markers, and key preservation issues, such as the need to preserve the city’s diverse collection of historic resources as ways to promote community character, economic vibrancy and heritage tourism. The chapter proposes ten cultural resource management planning objectives focused on the following:

- Facilitating compatible new development within historic areas.
- Encouraging the documentation and designation of significant historic resources not yet listed in the National Register or locally landmarked.
- Revising regulatory tools that can support the adaptive and proper design management of historic buildings.
- Providing ongoing support of important preservation partners, such as the Landmarks Preservation Commission and the Racine Heritage Museum.
- Continuing administration of architectural design guidelines that preserve community aesthetics and character.
- Continuing implementation historic preservation ordinances to help guide the City in its efforts to protect and reuse historic buildings and resources.

In addition to Chapter V, preservation strategies are incorporated in other plan elements, including rehabilitating existing housing stock where appropriate, creating new incentives that facilitate rehabilitation activities, and promoting the preservation and reuse of a variety of industrial and commercial sites and resources.

Several district and neighborhood-level plans have been prepared and adopted by the City of Racine in recent years. These plans have been reviewed for their relevant preservation policies and initiatives.

## West Racine Neighborhood Revitalization Plan, 2002

The West Racine Neighborhood Revitalization Plan, adopted in 2002, was prepared and adopted by the Racine Common Council to guide land use and revitalization policies for the West Racine neighborhood study area bounded by Graceland Boulevard on the north, Sixteenth Street on the south, Lathrop Street on the west, and West Boulevard on the east, and incorporating the West Racine business district centered on the eastern end of Washington Street. Key plan goals include strengthening the identity of the neighborhood, improving the pedestrian environment, revitalizing the business district, and maintaining neighborhood stability and property values.

As part of its planning recommendations, the Revitalization Plan proposed various streetscape and public space improvements along Washington Street and adjacent side streets, establishment of a business improvement districts (BIDs) to help fund



various initiatives, including a retail marketing initiative and façade rehabilitation loan program, and redevelopment strategies for the eastern-most blocks along Washington Street. Design guidelines were also created focused on new development and particular street types from traditional commercial streets such as Washington, to a “traditional residential” type where new residential should be compatible with existing architecture and building types. However, guidelines do not address the proper rehabilitation of West Racine historic commercial buildings. While the Revitalization Plan does not provide specific historic preservation strategies, it does reinforce the need for façade rehabilitation and small business development as means to improve building appearances and strengthen the Washington Street business environment.

## Uptown Improvement Plan, 2005

Adopted by Common Council in 2005, the Uptown Improvement Plan was prepared to “*create a sustainable business district*” by promoting a positive district image and identity, maintaining its architectural character, and connecting the business district to the larger neighborhood around it. Major planning initiatives include the creation of a “Columbia Corners” historic district to access preservation and rehabilitation incentives, enhancing the urban design character of the streets that connect Uptown to downtown Racine and other destinations, and the establishment of a design overlay zone along Washington Avenue between Taylor Avenue and 8th Street to manage new development design. Other recommendations center on creating an effective neighborhood organizational structure to support and implement commercial district revitalization programs, such as active efforts in business retention and recruitment, addressing safety and security, producing new festivals and events, and increasing owner-occupancy of Uptown’s historic buildings. “Grass-roots” neighborhood clean-up efforts for buildings and public spaces are also suggested.

## Douglas Avenue Revitalization Plan, 2005

The Douglas Avenue Revitalization Plan provides a vision and land use framework for Douglas Avenue, a major two-and-half mile thoroughfare connecting downtown Racine to residential and commercial areas on the city’s northwest side. Several preservation planning strategies are proposed in the Revitalization Plan, including the adoption of the adoption of a design overlay from Yout and State Street to facilitate building rehabilitation and adaptive use, the adoption of a “Historic Mixed Use” district between Rapids Drive and Hamilton Street to support preservation of this corridor segment, and the preservation and revitalization of the Albert, Superior, Barker and Douglas Avenue intersection, identified in the 1979 Architectural and Historical Survey as the Flatiron District. Incorporated in the Revitalization Plan is a section on preservation guidelines for the Yout to State Street design overlay zone.

## Racine Downtown Plan, 2005

The 2005 Racine Downtown Plan, prepared jointly between the Downtown Racine Corporation, provides a comprehensive downtown land use and revitalization framework focused on catalytic development opportunity sites, public realm improvements and retail revitalization. The Downtown Plan’s expansive study area

incorporates downtown’s historic core — Main and Sixth Streets — and area north to Hubbard Street, west to Memorial Drive, south to Eighth and Tenth Streets, and east to Lake Michigan. Preserving downtown Racine’s historic environment by promoting appropriate infill construction and the adaptive use of existing buildings is a key guiding principle of the 205 Downtown Plan. Specific preservation-related planning strategies include improving sidewalks and public spaces to spark reinvestment in downtown’s historic building stock, enhancing Monument Square as a “dignified” setting for the Soldiers and Sailors Monument, developing “active” storefronts that encourage pedestrian activity, and encouraging the rehabilitation of historic commercial buildings along the State Street corridor. Within the Plan’s land use framework, Main and Sixth Streets were identified as primary locations for destination and specialty retail uses.

## Live Towerview Plan—Building a Neighborhood of Choice, 2008

Prepared by the Neighborhood Housing Services of Southeastern Wisconsin for Racine’s Southside neighborhood, the Live Towerview Plan presents planning strategies based on the “healthy neighborhood” revitalization approach used in other legacy cities around the country. The approach stresses active management and marketing of the neighborhood and improving neighborhood image and physical appearances. Several key planning strategies include creating small incentive loans to stimulate homeowner investments, installing neighborhood gateway and identity signs, enhancing code enforcement, improving neighborhood walkability, and engaging neighborhood residents through “pride-of-place” projects. The Plan also outlines potential implementation roles between major neighborhood stakeholders, including the City of Racine, financial institutions, local employers, residents, and realtors. Towerview is name given to the Southside neighborhood blocks near and adjacent to the S.C. Johnson and Son Company administration complex.

## Racine County Hazard Mitigation Plan Update 2010-2015

Prepared by the Southeastern Wisconsin regional Planning Commission, and the Racine County Department of Planning and Development and office of Emergency Management, the Racine County Hazard Mitigation Plan provides recommendations and strategies for reducing the risks associated with natural disasters on land use and development. The Mitigation Plan documents the presence of National Register-listed buildings and districts throughout Racine County and provides a “vulnerability” assessment of historic resources in the case of a natural disaster, such as flooding and tornadoes. The assessment concluded that significant historic resources are not located in any flood prone area, or erosion sensitive areas near lake Michigan or other rivers and streams.

## Uptown Area Strategic Development Plan, 2015

A new plan for the Uptown area was prepared and adopted by the Common Council in 2015 focusing on a larger study area than the 2005 Uptown Improvement Plan including the residential neighborhoods surrounding the Uptown business district from Eighth Street on the north, Kearney Avenue on the west, Durand Avenue to the

south, and Grand Avenue to the east. Like the 2005 Plan, priority planning initiatives focus on improving Uptown’s visual appearance and walkability. Unlike the previous plan, targeted adaptive use and redevelopment initiatives are identified along the Washington Street historic business corridor and in adjacent industrial areas to the southeast of the Washington Street, including the former Ajax Rubber Company industrial complex at Sixteenth Street and Junction Avenue. Other recommended priority initiatives include façade improvements and ongoing efforts in Uptown business development.

## City of Racine Consolidated Plan, 2015-2019

As an entitlement community for the Federal Community Development Block Grant Program (CDBG), the City of Racine is required to prepare a Consolidated Action Plan every five years to determine how CDBG, Emergency Solutions Grant monies for mitigating homelessness, and HOME Investment Partnership Program fund allocations from the U.S. Department of Housing and Urban Development (HUD) are spent for housing and other community development activities. Action plans are also prepared to outline what specific projects will be undertaken each year within the five-year period. Key Consolidated Plan objectives include increasing the number of owner-occupied housing units, revitalizing the downtown as thriving mixed use center and providing operating funds for community development housing organizations (CDHOs), although a functioning CHDO is currently not in existence in Racine. Planning priorities in the five-year period include various public improvement and infrastructure initiatives and housing rehabilitation.

## Rootworks Area-Wide Plan and Implementation Strategy, 2017

Funded in part by a grant from the U.S. Environmental Protection Agency, the Rootworks Area-Plan and Implementation Strategy builds on an earlier 2012 planning effort to stimulate economic growth in an area bounded by Lake Michigan to the east, Memorial Drive to the west, State Street to the north and the Racine Harbor at Dodge Street. The plan presents several implementation strategies, including facilitating key catalytic adaptive use and building rehabilitation projects along the State Street corridor, in Machinery Row, the Gospel Lighthouse site, the DP Wigley building in downtown Racine, among other development initiatives.



# OTHER PLANS AND POLICIES

The following is a description of national or state-level legislation or policies that may impact preservation planning activities in Racine.

## National Historic Preservation Act (NHPA)

Enacted by the U.S. Congress in 1966, the National Historic Preservation Act established several programs including the National Register of Historic Places, the Advisory Council on Historic Preservation and the Section 106 review process for protecting historic and archaeological resources from impacts due to federally-funded or licensed projects. The National Register program is administered in Wisconsin between the U.S. Department of the Interior/National Park Service, the Wisconsin State Historical Society, and the City of Racine through its designation as a Certified Local Government. The Advisory Council on Historic Preservation serves as the chief advisor on preservation policy issues to the President and the U.S. Congress.

## Certified Local Government (CLG)

In 1980, the NHPA was amended to implement the Certified Local Government program, which allows for local communities to participate in statewide preservation planning activities, including access to grants and resources allocated by the U.S. Congress. The CLG Program is administered between the U.S. Department of the Interior — National Park Service, the Wisconsin State Historical Society, and the designated CLG’s of which Racine is one, with the central purpose of developing a strong, effective historic preservation program at the local level. To become a CLG in Wisconsin, a local community must adopt a historic preservation ordinance certified by the Wisconsin SHPO, establish a historic preservation commission and have an active historic resource survey program. Local CLGs also play a role in National Register nominations by reviewing and commenting on nominations before they are forwarded to the Wisconsin SHPO the Historic Preservation Review Board.

## Wisconsin Historic Preservation Plan

Prepared in 2006, the Wisconsin Historic Preservation Plan outlines several statewide planning goals and objectives that “...improves the quality of life, reinvigorates neighborhoods, and prevents sprawl.” Key planning goals include building a strong statewide network of public and private partners that can facilitate preservation initiatives and advocate for preservation’s benefits, promoting preservation as a core community value through public relations and educational efforts, and working with the State Legislature on creating incentives and tools that preserve the state’s significant historic resources. The Plan recognizes that “the historic, architectural, archaeological and cultural heritage of the state is among the most important assets of the state,” and that there is a need to “...spread the preservation message and to make preservation values universally held” (Wisconsin Historic Preservation Plan, Division of Historic Preservation-Public Library, Wisconsin Historical Society, 20115, page 4).

# LOCAL HISTORIC PRESERVATION ORDINANCE

In addition to community plans, local preservation policy is also enacted through zoning ordinances and other land use regulatory tools. This section reviews Racine’s zoning and land use regulatory tools and the legal contexts that support preservation activities in Racine.

## Wisconsin State Statutes, Chapter 62, Subsection 62.23: City Planning; Historic Preservation

Under Chapter 62, Subsection 23 of the Wisconsin State Statutes (65 ILCS 5/11-48.2) the State of Wisconsin permits local cities to “regulate by ordinance, or if a city contains any property that is listed on the national register of historic places in Wisconsin or the state register of historic places shall ...enact an ordinance to regulate, any place, structure or object with a special character, historic, archaeological or aesthetic interest, or other significant value, for the purpose of preserving the place, structure or object and its significant characteristics.” This act provides the basis for local Wisconsin communities to enact local historic preservation ordinances and establish preservation commissions to designate landmarks and districts. Historic preservation ordinances have been found under the U.S. Supreme Court’s decision Penn Central Transportation Company. v. City of New York (1978) to be a valid constitutional exercise of the municipal police power as granted under the 10th Amendment of the U.S. Constitution.

## Wisconsin Statute 44, Subsection 44: Certification of Historic Preservation Ordinances

Wisconsin Statute 44, Subsection 44, authorizes the Wisconsin SHPO to certify local historic preservation ordinances. A local ordinance is considered certified if it meets four (4) requirements related to local designation criteria, procedures for establishing local historic districts, creation of a local historic preservation ordinance, and provisions that establishes reasonable control over the long-term preservation and stewardship of local-designated properties and districts.

## Chapter 58 – Historic Preservation, Racine Code of Ordinances

Chapter 58 of the Racine Code of Ordinances serves as Racine’s Historic Preservation Ordinance and establishes the Landmarks Preservation Commission, its powers and duties, procedures for designation of landmarks and historic districts, and requirements and procedures concerning design review Certificates of Appropriateness (COA).

Summary and analysis of the relevant portions of the Racine Municipal Code as they compare with the Wisconsin Model Historic Preservation Ordinance developed by the Wisconsin SHPO. Each component of the Racine Historic Preservation Ordinance is described and any changes recommended are in italics based on the Model Ordinance (included Appendix 5, p. 79) is the Racine Historic Preservation Ordinance in its entirety).





**ARTICLE 1 – In General, Sec. 58-1. - Definitions**

This section provides a basic listing of common historic preservation definitions and terms used in the Ordinance.

- This section includes the basic set of definitions provided in the Model Ordinance but adds three more related to “contributing properties,” “improvements,” and “landmarks.” The “improvements” definition could be expanded to consider that an “addition” to real estate may include any “betterment” of real property, including improvements to the property itself or streets, alleys, sidewalks, curbs, lighting fixtures and signs. This recognizes that any improvements to a landmark or historic district may also encompass these elements.
- A definition on what constitutes a non-contributing property would be helpful in guiding Landmark Preservation Commission decisions and policies regarding the treatment of such resources in a local historic district.
- Other definitions could be considered related to survey and inventory; architectural guidelines; and what constitutes demolition, an alteration, new construction, repair, renovation, rehabilitation, and restoration.

**ARTICLE II. - Landmarks Preservation Commission**

This article establishes the Landmarks Preservation Commission, its composition, and functions and duties. The Commission is composed of seven voting members appointed by the Mayor and approved by the Racine Common Council. The section does not specify that commissioners must be Racine residents.

- In general, the Commission’s composition requirement is consistent with that of the Model Ordinance. Several communities opt to outline more specific commissioner requirements for at-large members; for instance, one at-large commissioner must represent an existing historic district.
- No provisions exist regarding the election of Commission officers, regular Commission meetings and policies regarding Commissioner meeting attendance.
- In contrast to the Model Ordinance, the Commission is not expressly authorized under its functions and duties to designate local landmarks and districts, to nominate buildings and district to the National Register of Historic Places, or to conduct formal design review on landmarks and districts.

**Article III. - Sites and Zoning Districts**

Article III includes the criteria for designating landmarks, design review for landmark alterations and new construction, and landmark demolition.

- The criteria for designating local landmarks and landmark sites is consistent with the Model Ordinance and mirrors that of National and Wisconsin State Register of Historic Places. However, the designation criteria should consider properties already listed in the National or Wisconsin State Registers, or properties.

- The inclusion of contributing property designation is unclear in this section given that contributing properties are relevant to the establishment of historic districts, discussed in Division III of Article III.
- Designation criteria for local landmarks and landmark sites are consistent with that of the Model Ordinance.
- Provisions describing the procedures for the re-designation of Local Landmarks (after the 2005 revision of the Historic Preservation Ordinance) and the demolition of Local Landmarks should be placed after the landmark designation process subsection, rather than after provisions regarding design review. Ideally, from a formatting and readability perspective, the Ordinance’s design review provisions should be incorporated into its own article or chapter.
- Several communities extend design review authority over buildings or sites entering the designation process to ensure that properties are not altered before official designation by a preservation commission or city council. Such a provision could be incorporated in Section 58-62.
- A more detailed discussion on what constitutes “ordinary maintenance” — such as repairs and in-kind replacement of materials — would help landmark property owners understand what maintenance activities would not require a building permit as described in the subsection on required building permits.
- Section 58-63.4 describes what building projects would require both a building permit and a Certificate of Appropriateness. This provision may want to specify that projects that replace or add to existing materials and architectural features would require both permits and that receiving a building permit does not necessarily mean that such permits are issued unless the Commission approves the Certificate of Appropriateness. Ideally, this provision should be incorporated into the section on alterations and new construction to aid in readability.
- The recommendation regarding pre-application conferences for applicants with City staff prior the Commission design review is noteworthy and not included in the Model Ordinance.
- Definitions for minor and major changes to a landmark property or landmark site should be expanded to provide added clarity to property owners and the Commission.
- The Ordinance includes the Secretary of the Interior’s Standards for Rehabilitation as the principal standards used in certificate of appropriate design review applications, a customary practice in many communities. However, a new provision should be considered to allow the Commission to adopt other design guidelines when necessary to assist the Commission in the design review of specific historic resources or districts.
- Section 58-65 of the Ordinance regarding the demolition of landmark and non-landmark properties vests considerable power in the chief building inspector and the Commission chairman to determine what properties can be demolished. In other communities, if sought by a private building owner, a certificate or appropriateness for demolition with specific conditions is required by the local preservation commission. If the demolition is sought for economic reasons, then the property owner must apply for a Certificate of Appropriateness for economic

hardship. Demolitions sought by the municipality for health and safety reasons should also formally notify a preservation commission before a waiting period is instituted.

- Section 58-76 empowers the Commission to establish Local Districts through the adoption of the “H” zoning overlay, although it does outline specific designation requirements and procedures. In other communities, an architectural and historical survey or existing listing in the National Register may be the base eligibility requirements along with standards designation criteria employed for local landmarks.
- Sections 58-77 and 58-78 allows building owners to petition and opt out of contributing status within a designated “H” district zone without clear, compelling criteria. However, the rescission can be granted in cases where a building owner cannot sell their property within a six-month waiting period. The opt-out provision can lead to the significantly weakening of Local District integrity and the potential loss of significant resources.
- Section 58-80 on the preservation of historical artifacts is noteworthy and not included in the Model Ordinance. This section could benefit with more precise definitions of what constitutes an eligible historical artifact subject to the designation provisions of the Ordinance. The existing definitions only outline the designation criteria, like those for landmarks and districts.
- No provision is included for protecting archaeological resources.

**City of Racine Municipal Code, Chapter 114 — Establishment of Zoning Districts, Article VI — Division 1 — Access Corridor Overlay District**

The City’s Zoning Code permits the adoption of access corridor overlays to help promote the visual appearance and functionality of Racine’s key transportation corridors, as well as maintain “the historical character of specific landmarks and areas.” Existing corridor overlays include the West Racine and Uptown business districts, and the Douglas Avenue corridor from Three Mile Road on the north to State Street at its southern border. Commercial, institutional, civic and multi-family building are subject design review, conducted administratively by City staff through a site plan review process.

**City of Racine Municipal Code, Chapter 150 — Establishment of Zoning Districts, Article VII — Supplemental District Regulations, Division 12 — Downtown Area Design Guidelines**

In addition to the Historic Preservation Ordinance, Racine employs zoning overlays to conduct design review, specifically in its downtown district. Article VII of the Racine Zoning Code provides design standards primarily for new construction, although all downtown design projects, including exterior rehabilitation, “...shall be designed with attention and sensitivity to the historical, architectural, and physical context in which they are, or are to be located.” Even with this mandate, no specific standards and guidelines exist within the overlay for historic buildings. Design review is conducted by the fourteen-member Downtown Design Review Commission. The design overlay standards are based on the standards prepared in the Downtown Design Guidelines document adopted by the Common Council in 2006.



# DESIGN REVIEW

Design review is the process in which both public and private building projects are evaluated for their architectural appropriateness within a historic context, as well as their visual, aesthetic, and urban design qualities. In the framework of this Heritage Preservation Plan, design review is associated with the Landmarks Preservation Commission’s Certificate of Appropriateness review procedures for City Landmarks and properties located in Local Districts. Currently, the Commission only has design review authority on Local Landmarks designated after 2005 or if a conditional use permit is sought. However, historic resources located in the downtown district are subject to design review through the Downtown Area Design Guidelines.

For its design review purposes, the Landmarks Preservation Commission generally follows the Secretary of the Interior’s Standards for Rehabilitation to determine the appropriateness of any changes, alterations and additions to historic properties, as authorized in the Historic Preservation Ordinance. The Ordinance does define what is subject to design review by magnitude of the proposed project: ordinary maintenance and repair, any minor projects that does not alter the exterior appearance of the property, and major projects — projects that may significantly alter the appearance of a landmark or contributing property. These levels of design review, in terms of what specifically constitutes a maintenance project versus a minor project for instance, are not precisely defined. However, the Ordinance does outline when an applicant will be denied a Certificate of Appropriateness:

- The activity will be detrimental to the maintenance and overall historic character of the landmark, landmark site, contributing property or district;
- The activity will impede the current or future preservation or restoration of the subject property or district;
- Adequate measures will not be taken to protect the integrity of distinctive features, finishes, construction techniques, or examples of craftsmanship of the subject or adjacent landmark, landmark sites or contributing property;
- The activity is contrary or detrimental to the findings of the original designation of the subject property or district;
- The activity will not stabilize the landmark, landmark site or contributing property for future preservation or restoration efforts; or,
- The activity does not conform to criteria adopted by the common council to provide guidelines for the alteration and restoration of historic properties.

While the Secretary of the Interior’s Standards provide valuable guidance on basic preservation and rehabilitation procedures, they are not specific to Racine’s historic resources and can be difficult for the public to interpret. A set of Racine-specific design guidelines can provide more direction on material preservation and maintenance, commercial storefront rehabilitation, windows, property additions, and energy conservation and sustainability, to name a few. Design guidelines also provide more objective criteria for determining quality preservation.

In addition to the Certificate of Appropriateness procedures outlined in the Historic Preservation Ordinance, the Downtown Area Design Guidelines applies a different set of review standards requirements in the downtown, mainly focused on new construction. These standards encompass the following:

- **Context.** The facility is designed in a manner that is mindful of and complementary to the existing building and natural environment.
- **Harmony.** The facility utilizes materials, forms and colors that serve as unifying elements with the surrounding built and natural environment.
- **Conformance.** The facility does not detract from those architectural details found to be most successful and prominent in historical and landmark downtown area structures.
- **Linkages.** The facility reflects the individuality of the specific area or district in which it is located and, if reasonably possible, articulates identifiable architectural patterns.
- **Compatibility.** The facility should be compatible with nearby buildings’ architectural scale, color, rhythm and proportions.
- **Historical integrity.** The facility respects the unique historical context of the downtown area. Rehabilitation, remodeling and addition projects shall retain, wherever practicable, the original structure’s character, scale and composition.
- **View opportunities.** The facility is sensitive to new and existing opportunities with which to observe and enjoy surrounding points of interest and activity.
- **Quality.** The facility incorporates materials and design features that convey permanence, durability and quality.
- **Environmental sensitivity.** The facility should incorporate materials, construction techniques, systems and design methods that increase energy efficiency. Use of salvaged materials or reuse of existing materials is encouraged when appropriate.

The Access Corridor Overlay Districts has eight (8) design review criteria for new developments:

- **Traffic circulation.** All vehicular and pedestrian circulation systems shall provide adequate and safe access through the access corridor and to and within the site.
- **Building arrangement.** The layout, mass, orientation and height of the structures on the site shall allow for the effective use of the proposed development. Furthermore, such arrangement shall be compatible with development on adjacent property.
- **Parking and loading layout.** Proposed parking lots and truck loading areas shall be designed, located and screened to minimize adverse visual impact on adjacent properties.

- **Landscaping.** Landscape design shall enhance the overall appearance of the access corridor, create a logical transition to adjoining development, screen incompatible structures and uses, and minimize the visual impact of parking lots on adjacent sites and roadways.
- **Signage.** Signs shall be minimized in number and size and integrated with architectural and site landscape features. Placement of signs shall not unduly obscure or interfere with sight lines to other properties.
- **Site illumination.** Site illumination shall be designed, located and installed so as to minimize adverse impact on adjacent streets and properties, provide for security, and enhance the overall quality of the development.
- **Historical preservation.** Preservation of unique historic or architectural landmarks is encouraged. Development designs that respect desirable architectural resources on surrounding sites are also encouraged.
- **Building design.** All buildings shall have finished construction on all sides; any roof treatments or parapets shall extend completely around the building; and all rooftop equipment shall be screened.

In general, the Design Guidelines provides few standards and guidelines for existing downtown commercial buildings.

# BUILDING CODES

Authorized in 1982 by the Wisconsin Legislature (Wisconsin Statute 101.121), the Wisconsin State Historic Building Code permits flexibility in the rehabilitation and treatment of historic building materials and architectural features. The Code’s intent is to “provide flexibility to permit the use of alternative approaches to achieve compliance with minimum requirements to safeguard the public health, safety and welfare insofar as they are affected by the repair, alteration, change of occupancy, addition and relocation of existing buildings.” To use the Building Code, buildings must be listed individually or as part of a district in the National Register or the Wisconsin State Register of Historic Places; a building can also be designated as a local landmark or as a contributing resource in the local district if the local district was established under a certified local historic preservation ordinance. Properties deemed eligible for listing in the National or Wisconsin State Registers by the Wisconsin SHPO may also use the Historic Building Code. Once a building owner obtains permission to use the Historic Building Code form a local or county building department, they may use it in lieu of any other governing building code.

# PRESERVATION ADMINISTRATION

Currently, staff from the Racine Department of City Development City’s Planning Development provides support and administration to the Landmarks Preservation Commission on a part-time basis. Duties including reviewing processing COA applications, managing Commission operations, outreach activities, overseeing survey and documentation projects, and maintaining the City’s CLG status.



## INCENTIVES

The following is a description of available historic preservation incentive programs offered at the city, state and federal levels.

### City of Racine Commercial Building Facade Grant Program

Established in 2003, the City of Racine’s Façade Grant Program provides matching funds up to \$10,000 to property owners seeking to rehabilitate their historic commercial buildings, facades and storefronts. According to Build-Up Racine, the program has provided more than \$890,000 in grant funds, leveraging more than \$4 million in projects.

### City of Racine Commercial “White Box” Grant Program

Initiated in 2017, the City of Racine initiated the White Box Grant Program to assist with interior improvements to vacant traditional commercial buildings over 50 years old, to encourage reinvestment and rehabilitation. Matching grants are provided up to \$20,000 per project. The program was renewed for 2018.

### The 20 Percent Federal Historic Preservation Tax Credit

The Federal Historic Preservation Tax Credit (HPTC) lowers the amount of federal taxes owed by a building owner in a qualified rehabilitation project. The National Park Service in the U.S. Department of the Interior administers the program in cooperation with Wisconsin SHPO and the U.S. Department of the Treasury. The 20 percent Rehabilitation Tax Credit is available for depreciable properties rehabilitated for commercial, industrial, agricultural, or rental residential purposes, but it is not available for owner-occupied housing. In addition, a property must be individually listed or be in the process of being individually listed on the National Register, be a contributing building in a district that is listed in or is in the process of being listed in the National Register or be a contributing building in a local historic district specifically certified by the NPS for the purposes of the tax credit program. An application to receive the tax credits must be submitted to the Wisconsin SHPO and work must conform to the Secretary of the Interior’s Standards for Rehabilitation. The 2017 Federal Tax Reform Act change several provisions of the HPTC program to require developers and building owners to claim the credit over a five-year period rather than any given year within a five-year recapture period.

### Wisconsin Historic Preservation Tax Credit Program (WHPTC)

The State of Wisconsin currently provides a 20 percent tax credit for eligible building rehabilitation costs, which must spend less than the building’s adjusted basis value but more than \$50,000 for income-producing properties. For historic homes, a property owner must spend at least \$10,000 on eligible work within a two-year period and submit the tax credit application before beginning any work.

In addition, an eligible property must be a “certified historic structure” — properties that are currently listed in the National Register of Historic Places, either individually or as part of a contributing building in a Historic District or designated a designated landmark within the Wisconsin State Register of Historic Places. This incentive requires that work to a historic building meet the Secretary of the Interior’s Standards for Rehabilitation to qualify for the credit. Projects are reviewed by the Wisconsin SHPO staff.

## CITY DEPARTMENTS, AGENCIES AND PRESERVATION PARTNERS

The following is a description of City departments, commissions and boards that have specific roles in the management and administration of the City’s historic preservation program. The section also describes the advocacy and community development roles of other preservation partner organizations and entities.

### Relevant City Boards and Commissions

#### Racine Landmarks Preservation Commission

As stated in the Racine Historic Preservation Ordinance, the Landmarks Preservation Commission’s central mission is to “engage in a comprehensive program of historic preservation,” and to conserve “*historic property for education, welfare, inspiration, pleasure and enrichment of the people and foster civic pride in the beauty and accomplishments of the past.*” The City’s Historic Preservation Ordinance empowers the Commission is to oversee a citywide survey and landmark designation program and conduct and promote public education initiatives on the benefits of historic preservation. The Commission, along with the Common Council, is responsible for maintaining the community’s CLG status. On a yearly basis, the Landmarks Preservation Board prepares and adopts a strategic work plan with goals and objectives. The Commission is currently composed of five volunteer (5) commissioners.

#### City Plan Commission

The City Plan Commission reviews and makes recommendations to the City Council regarding comprehensive and neighborhood plans, and amendments or revisions to the City’s zoning and land use regulations.

#### Community Development Committee

The Community Development Committee, commonly known as the Community Development Authority, oversees municipal housing programs and CDBG expenditures, including housing rehabilitation, acquisition, demolition and new housing construction, as well as the preparation of the annual CDBG action plan. The Committee is comprised of fourteen (14) members appointed by the Common Council.

#### Downtown Area Design Review Commission

Composed of seven (7) members appointed by the Common Council, the Downtown Area Design Review Commission is responsible for administering design review for building rehabilitation and new development design in downtown Racine. Commission membership is mandated to include the Director of City development, the alderman of the downtown, a member from the Landmarks Preservation Commission, and a representative of the Downtown Racine Corporation. Commission membership must also include a registered architect, and downtown business and property owners.

#### Redevelopment Authority of the City of Racine

Authorized under state statute, the Redevelopment Authority can prepare revitalization plans and undertake, finance and coordinate specific redevelopment initiatives within the City’s corporate limits, including the purchasing and leasing of properties and buildings. It may also approve the issuance of bonds, loans, grants and contributions to projects, including the City’s Commercial White Box Grant and Small Business development Revolving Fund programs. The Authority is comprised of seven (7) members appointed by the Racine Common Council.





Relevant City Departments

Building Inspection

The Building Inspection Department is responsible for building inspections and permits for building demolition and residential and commercial construction, as well as code enforcement for general property maintenance, trash and junk, graffiti and abandoned signs and cars.

City Development

The Department of City Department is responsible for preparing and implementing comprehensive plans and plans at the district level and administering the City Zoning Ordinance and various other programs related to housing, downtown and neighborhood development, CDBG, and historic preservation. The Department also staffs related boards and commissions, including the Plan and Landmarks Preservation Commission.

Parks

The Parks Department currently manages the Racine’s parkland inventory, including City-owned parks and open spaces, and cemeteries, including Graceland and Mound Cemeteries.

Public Works

Public Works is responsible for the maintenance and improvement of various public infrastructure systems including streets, stormwater and rights-of-way management. The Department currently manages the repair, restoration and maintenance of Racine’s remaining brick streets.

Preservation Partners

Preservation Racine

Organized in 1973, Preservation Racine is the community’s primary volunteer-led, historic preservation advocacy organization and currently undertakes several outreach and educational initiatives, including an annual tour of historic homes and a Century Buildings Award Program recognizing outstanding stewardship of Racine’s significant historic resources by local property owners. Preservation Racine also owns and maintains the Blake House, a High Italianate home at 936 Main Street within the Southside National Register Historic District; the organization undertakes periodic fundraising efforts to restore the building’s exterior. In the past, Preservation Racine has participated in funding survey work and National Register nominations, collecting research and archival information, and supporting the preservation work of other entities and organizations. The mission of Preservation Racine is “to identify and actively encourage the preservation of buildings, sites, and districts in the Racine, Wisconsin area which have historical, architectural, and cultural value.”

Downtown Racine Corporation

Downtown Racine Corporation is the community’s downtown management organization focused on business development and downtown marketing and promotion through retail events and festivals. The Corporation’s mission is to create a healthy, vibrant downtown Racine, and operates with funding from a combination of private sources, including memberships, and tax revenues through Business Improvement District #1, managed by a separate board of directors from the Downtown Racine Corporation. Business Improvement District #1 has helped to underwrite several activities and initiatives including added street security, downtown beautification, and online marketing. The Corporation has recently applied to become a Wisconsin Main Street community with the Wisconsin Economic Development Corporation, permitting it to access technical and design assistance services in support of specific downtown preservation and economic development initiatives.

Business Improvement Districts

In addition to downtown Racine, two other business improvement districts — Uptown and Douglas Avenue — provide marketing, business development and financial assistance services to constituents located in their respective business districts. Administered by Neighborhood Management Services, both BIDs offer façade and business development grant programs.

Racine Heritage Museum

Headquartered in the former Carnegie Library at 701 Main Street, the Racine Heritage Museum, maintains a diverse collection of exhibits related to Racine and Racine County’s history, as well as archival research sources, such as photographs, maps, biographical files, maps, manuscripts, obituaries, and other research materials. It also maintains a book and gift store. In addition, the Museum also offers summertime heritage walking tours and produces regular children and adult educational activities along with a living history immersion program offered at its 1888 Bohemian Schoolhouse, owned by the Museum and located on the corner of 5 Mile Road and Highway 31 in Caledonia Township, Racine County. The Museum is governed by a board of directors and maintains a full-time administrative staff.



Wisconsin Historical Society/Wisconsin State Historic Preservation Office

Founded in 1846 and chartered by the State of Wisconsin in 1853, the Wisconsin Historical Society is the state’s repository of archival information and resources related to Wisconsin’s history — with a mission of disseminating that knowledge to all residents of the state. Located on the campus of the University of Wisconsin at Madison, it is the oldest publicly-funded. The Society is organized into separate archive collection and historic site divisions, along with the its Division of Historic Preservation-Public History Division, otherwise known as the Wisconsin State Historic Preservation Office, which consults with counties, local communities, citizens, and organizations to preserve the state’s architectural, archaeological, and cultural resources. The SHPO manages several programs, including the National Register of Historic Places, the Certified Local Government, the Wisconsin State Register of Historic Places, and state archaeology protection programs. The Office also reviews project applications for the Federal and Wisconsin State Historic Preservation Tax Credits.

Wisconsin Trust for Historic Preservation

Founded in 1986 and based in Madison, the Wisconsin Trust for Historic Preservation is the statewide preservation advocacy organization and conducts various education and lobbying activities at the local and state levels.

Wisconsin Association of Historic Preservation Commissions

Established in 1985, the Wisconsin Association of Historic Preservation Commissions is a non-profit educational and advocacy organization based in Winneconne, Wisconsin that works to support the administration and operation of local historic preservation commissions. It conducts its work through annual conferences and educational workshops, discussion groups, lectures and the distribution of newsletters. The Association also sponsors an annual wards programs for outstanding historic preservation projects in the state.







LINCOLN BLOCK

NEEDHAM ELECTRIC SUPPLY CO., INC.

908

Health Care Network Inc.

INK ERA

State





# IV. The Community Speaks

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# Section Overview

While preparing this State of the City Report, the Lakota Group met with the following stakeholders to discuss preservation planning issues and conducted the following activities:

- Focus group session with historic district property owners (January 8, 2018)
- Presentation session with Landmarks Preservation Commission (January 8, 2018)
- City Plan Commission presentation session with City Plan Commission (January 10, 2018)
- Interview session with Racine Heritage Museum (January 10, 2018)
- Interview Session with West Racine Business Association (January 10, 2018)
- Focus group session with African-American stakeholders (January 10, 2018)
- Interview session with Racine Unified School District (February 1, 2018)
- Interview session with Downtown Racine Corporation (February 1, 2018)
- Focus group meeting with local realtors, developers and housing advocates (February 1, 2018)
- Presentation session with the Racine Redevelopment Authority (February 1, 2018)
- Focus group session with Hispanic-American stakeholders (February 1, 2018)
- Interview session with Racine Parks Department Director (April 11, 2018)
- Interview session with Racine Public Works Director (April 11, 2018)
- Interview session with Racine Chief Building Inspector (April 11, 2018)
- Interview session with Racine Community Development Director (April 11, 2018)
- Focus group session with the Racine Community Development Department staff (April 11, 2018)

In addition to focus group and stakeholder interview sessions, a community workshop was conducted on April 10, 2018 to garner additional stakeholder input on historic preservation planning issues. A follow-up on-line survey questionnaire posted to the project website was prepared using several community workshop session exhibits. The survey questionnaire was posted to the project website for a period of three months with preliminary survey results summarized in this section.





# Community Engagement Summary

## COMMUNITY WORKSHOP #1

Conducted on Tuesday, April 10, 2018, from 6.00 to 8.00 p.m. in the Racine City Hall Council Chambers, the first community workshop presented an overview of Racine’s historic preservation program, including local landmarks and historic districts, and a set of interactive exercises. Workshop results are presented below:

### “Big Map”

The “Big Map” exercise required community members to place stickers on Racine places and neighborhoods where historic resources should be considered important priorities for future preservation. Participants identified houses and residential neighborhoods, commercial buildings, churches, parks, and schools using the different colored stickers at hand. Of the residential areas and resources identified, most were in west Racine along Kinzie and Washington Avenues. Historic commercial buildings were identified in southern Racine, in and near industrial zones. Three churches, five schools, and two park sites were identified east of Racine, evenly distributed between north and south of the downtown.

### People & Places that Matter

Preserving Racine’s heritage includes both places and people. The “People and Places that Matter” exhibit queried attendees on what people, population groups and places should be subject to further documentation. Attendees wrote their thoughts on post-it notes and placed them on the exhibit board. A handful of “people that matter” include Peter Nelson, Joshua Glover, Isaac Taylor, W. Horlick, Jens Jensen, the Case Family, and Henry Durand.



George Bray



Olympia Brown



Charles (Karel) Jonas

Although participants focused more on significant people rather than specific places, several mentioned the Gold Medal Folding Furniture, African American Trailer Homes, William Horlick High School, and Uptown Theater as important buildings and places to document and preserve. The Fair Housing March and Racine teachers’ strike were also two major events identified as important to document.



Workers Cottages



St. Patrick’s Church



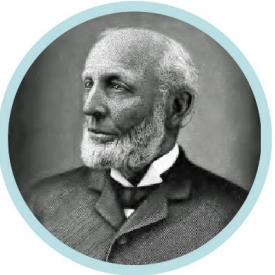
The German’s Club



Henry Allen Cooper



Gilbert Knapp



Jerome Increase Case



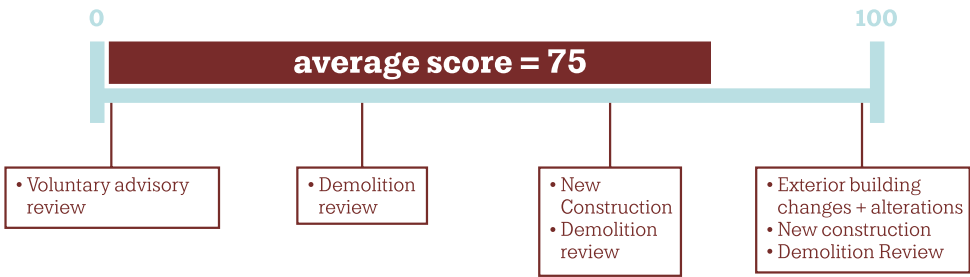
A Workshop Participant

Racine’s community members are highly knowledgeable of their City’s assets



Design Review Exercise

The Design Review Exercise focused on the issue of design review in Racine’s historic districts. The exhibit required attendees to place a sticker on what level of design review — on a spectrum from voluntary to mandatory design review — they would prefer to take place in historic districts. Currently, Racine only has a high level of design review for Local Landmarks designated after 2005, and properties located in an overlay district (Downtown, Uptown, West Racine, Douglas Avenue). The responses ranged from a number who preferred a “low” level of review — mostly voluntary in nature — to those who favored review for exterior changes, new construction and demolition. Workshop attendees generally favored the mandatory design review side of the spectrum.



Priority Actions

A series of exhibits were prepared describing various potential preservation planning initiatives. The intent of this exercise was to educate community members about prospective preservation initiatives that could be implemented in Racine and their relative cost of implementation. Each initiative was given a fixed dollar cost ranging from \$1.00 to \$4.00 with participants asked to “vote” with only \$10.00 of “play money.” “Educational Initiatives,” “Neighborhood Revitalization,” “Economic Development,” and “Heritage Tourism” received the highest dollar amounts (\$38.00 - \$41.00). Additional “Landmarks and Historic Districts initiative scored the lowest at \$22.00.

| initiative                                | cost | score        |
|---|------|--------------|
| Educational Initiative                    | \$1  | \$41 (22.6%) |
| Neighborhood Revitalization               | \$3  | \$40 (22%)   |
| Economic Development                      | \$4  | \$38 (20.8%) |
| Heritage Tourism                          | \$2  | \$38 (20.8%) |
| Additional Landmarks & Historic Districts | \$1  | \$25 (13.8%) |

Envision Racine

The final interactive exhibit required participants to write short phases on sticky notes on how they would describe the current and future states of historic preservation in Racine. A summary of the responses is provided:

Today Preservation in Racine is...

- Stalled
- Underfunded and misunderstood
- In need more than ever
- Ready to blossom
- Unexplored
- In need of encouragement and education
- Not progressive
- Not well thought of
- Nefarious
- Not well known
- Undervalued
- Not encouraged by the City

Tomorrow Preservation in Racine will be...

- Underway
- Part of every conversation
- A point of pride
- Amazing
- Multifaceted
- Taking ideas from the City
- Progressive
- Developed by the City
- Creates a sense of legacy well known by the residents



Community Workshop #1 - Big Map Exercise



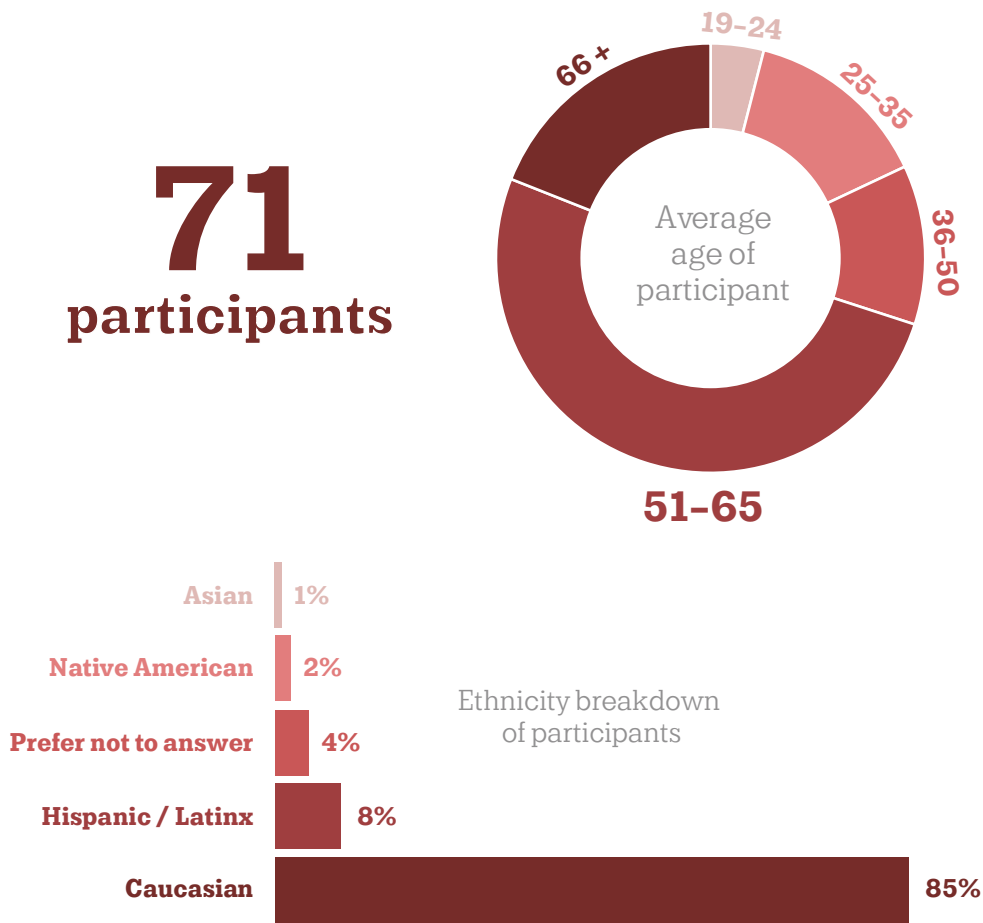
Community Workshop #1 - Information Exhibits



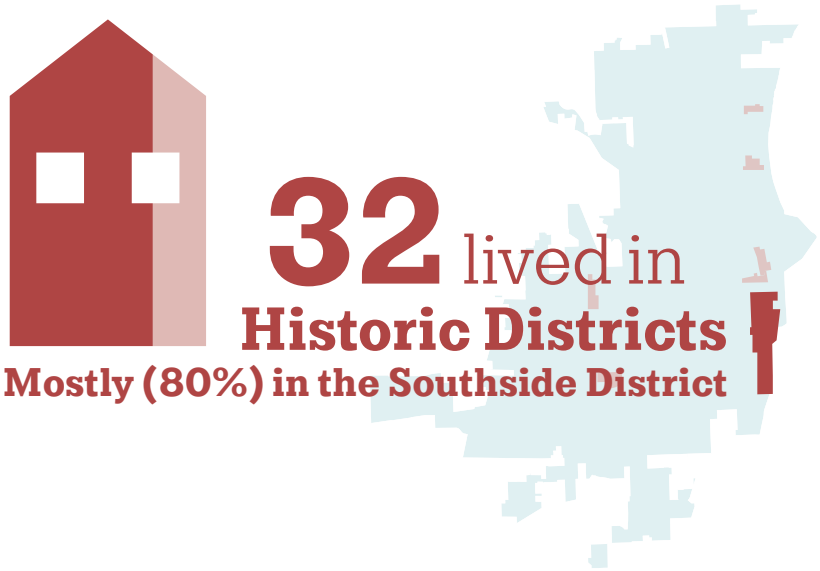
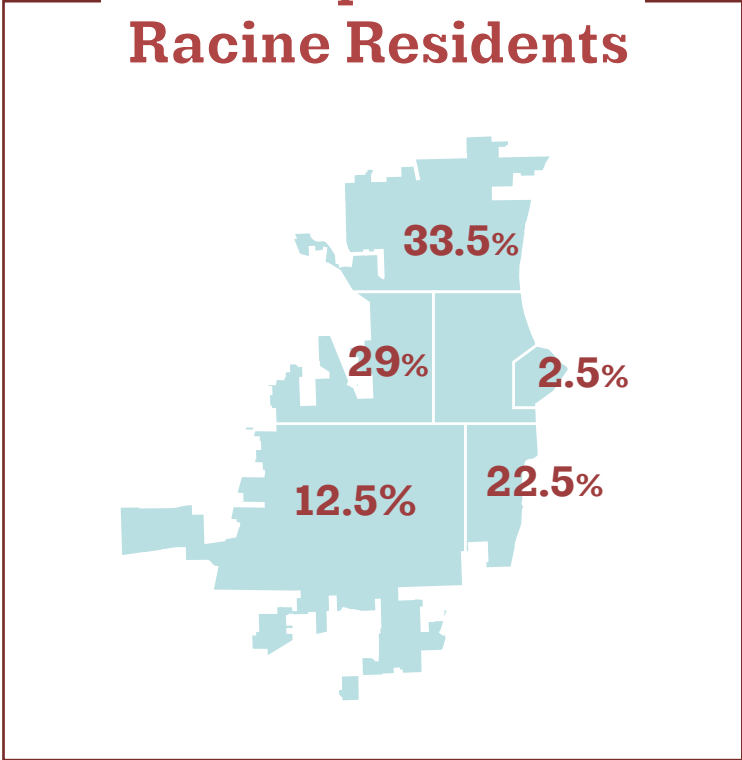
# ONLINE SURVEY

The online survey was launched on the project website on Thursday, May 3, 2018. At the time of this State of the City Report, more than 70 participants took the survey, 65 percent of which were Racine residents. The average age of participants ranged between 51 to 65 years old. The purpose of the online survey was to reach out to Racine residents and stakeholders who could not to attend the community workshop. Survey results are summarized below:

## Demographics



# 47 of Participants are Racine Residents

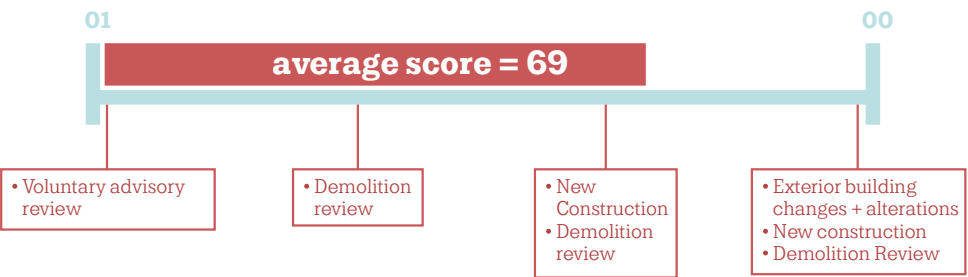


## Places & Districts that matter

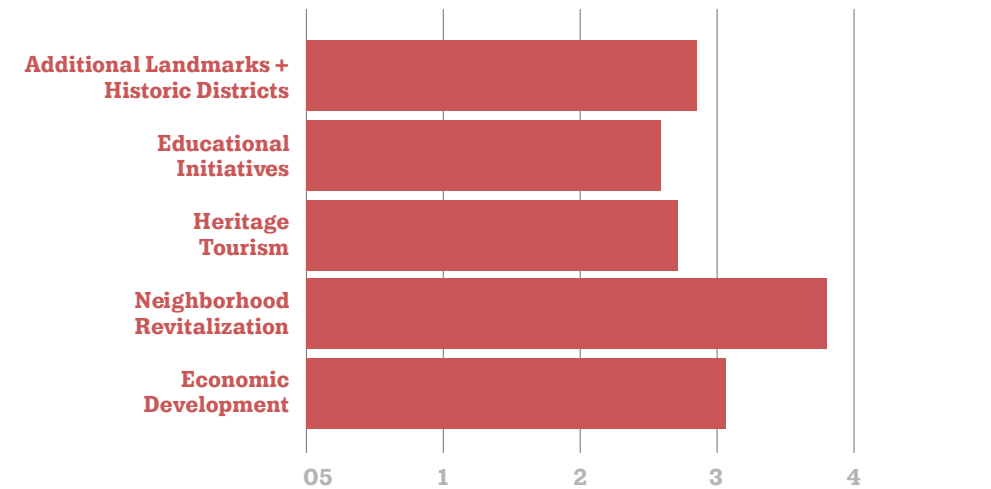
Participants were asked to list up to five (5) properties that are currently not listed as National Register or Local Landmarks. The West Racine, Uptown, and North Beach neighborhoods were several areas that participants identified as architecturally and historically significant places.

## Design Review

Like the community workshop exercise, participants were asked to decide on the level of design review that would be acceptable to local stakeholders. Again, online survey participants slightly less-favored the mandatory design review side of the spectrum. In both cases, however, participants expressed support for some sort of demolition review.







### Priority Actions

Like the community workshop, participants were asked to rank five prospective preservation initiatives. In the online survey version, participants were requested to rank initiatives by priority. The results somewhat paralleled those of the community workshop: “Additional Landmarks and Historic Districts,” “Educational Initiatives,” “Heritage Tourism,” and “Economic Development” scored closely between 2.8 and 3.1 out of 5, except for Neighborhood Revitalization, at 3.8 out of 5. A ranking of 5 is considered high priority for implementation.

### Envision Racine

Like the community workshop, participants were asked to describe the state of preservation in Racine “today” and “in the future.” Responses are summarized below:

#### Today Preservation in Racine is...

- Seeking to move forward in preserving history
- Abscent
- Memorializing the past
- Fairly good but not publicized or diverse enough
- City is not responsive
- Lacking direction
- Sad – so much has already been lost
- Little encouraged by the city, not well supported by the city ordinances and building inspectors | Racine is poorly understood
- Too many blighted areas near the Southside Historic District
- A waste of time. People spend hours “envisioning” and nothing gets done. It would be better to spend those hours preserving Racine by volunteering to regularly clean up busy intersections, cut overgrown and weedy parkways, fill empty

storefronts with historic and tourism displays.

- Lacking
- Spotty
- Fairly unknown to me
- Racine has already lost many historic buildings. These need to be saved where feasible and establish a new use for those spaces.
- Growing
- Backed by many historic enthusiasts with some connections in local government.
- Not very well known.
- A fantasy
- Stagnant
- Not something the city is working on
- Preservation is not being kept up – there are many people who have contributed to the city, and are not being recognized.
- Fading away
- Poor
- There are many areas in the city that need to be involved more than they currently are. Many neighborhoods have been allowed to deteriorate dramatically in the last few decades.
- It is lacking and very little is given back to the community.
- Strong in certain neighborhoods but mostly an afterthought. A lot of people love this place, though.
- Primarily focused on buildings.
- Needing to push toward better recognition of its heritage
- Under developed and lacking in importance
- Ensuring economic development with character
- Stuck in the past

#### Tomorrow Preservation in Racine will be...

- Increasing awareness and value in Heritage
- Healthy
- Exploring the future
- Becoming more important as people move into it
- A City’s interest
- Looking at how the city will be re-born
- Will be concerned that its biggest asset, Lake Michigan, will be harmed
- Hopeful

- A reality – it is not too late
- Encouraged and supported educationally and financially by the city
- The same as today’s, unless people start implementing rather than talking about implementation.
- Selling out its land to Foxcon
- Embraced
- More visible
- Full of neighborhood signage with clear names and branding, and has clean shores along lake Michigan
- Common place
- Getting funds from a large interested donor
- An essential part of the city’s future
- Non-existent
- Only words
- Recognizing people who contributed in making this city a great place
- Reunited towards safe and beautiful neighborhoods, and vibrant communities eager to learn, love and grow in the city of Racine
- Hopefully more respected
- Common place
- An educational process showcasing the culture that built Racine and will help rejuvenate them within the city.
- Incorporated into all city projects, including parks, buildings, and others
- The vibrant reason people love this place.
- Connected to neighborhood revitalization and economic development
- Recognized for its initiatives in preserving historic sites and districts
- Highlighted
- Troubled with fast growth and development
- A comprehensive economic development tool



A sepia-toned photograph of a historic street scene. The image shows a row of multi-story brick buildings with various storefronts. On the left, a building has a large awning with the text "FISCHER'S" and "FRESH & MILD FLOWERS, PLANTS, FRUIT, VEGETABLES". Further down the street, a sign for "COFFEE" is visible. On the right, a sign for "Netix SOLUTIONS" is mounted on a building. A "ONE WAY" street sign with an arrow pointing right is also visible. Several vintage cars are parked along the street, and a few people can be seen walking. The overall atmosphere is that of a small-town, early 20th-century setting.

# V. Appendices

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# Appendix 1: National Register of Historic Places Criteria for Evaluation

This appendix has been taken from Section 2 of National Register Bulletin: How to Apply the National Register Criteria for Evaluation, National Park Service, U.S. Department of the Interior (2002) .

## Criteria for Evaluation

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of significant persons in our past; or,
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or,
- D. That have yielded or may be likely to yield, information important in history or prehistory.

## Criteria Considerations

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register.

However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- A religious property deriving primary significance from architectural or artistic distinction or historical importance; or,
- A building or structure removed from its original location, but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or,

- A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building associated with his or her productive life; or
- A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or,
- A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or,
- A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or,
- A property achieving significance within the past 50 years if it is of exceptional importance.



# Appendix 2: National Historic Landmark Nomination Criteria

This appendix has been taken from the Code of Federal Regulations: 36 CFR 65.

- a. Specific Criteria of National Significance: The quality of national significance is ascribed to districts, sites, buildings, structures and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association, and:
  - 1. That are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or
  - 2. That are associated importantly with the lives of persons nationally significant in the history of the United States; or
  - 3. That represent some great idea or ideal of the American people; or
  - 4. That embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or
  - 5. That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or
  - 6. That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.
  
- b. Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not eligible for designation. Such properties, however, will qualify if they fall within the following categories:

- 1. A religious property deriving its primary national significance from architectural or artistic distinction or historical importance; or
- 2. A building or structure removed from its original location but which is nationally significant primarily for its architectural merit, or for association with persons or events of transcendent importance in the nation’s history and the association consequential; or
- 3. A site of a building or structure no longer standing but the person or event associated with it is of transcendent importance in the nation’s history and the association consequential; or
- 4. A birthplace, grave or burial if it is of a historical figure of transcendent national significance and no other appropriate site, building or structure directly associated with the productive life of that person exists; or
- 5. A cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or from an exceptionally significant event; or
- 6. A reconstructed building or ensemble of buildings of extraordinary national significance when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other buildings or structures with the same association have survived; or
- 7. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own national historical significance; or
- 8. A property achieving national significance within the past 50 years if it is of extraordinary national importance.

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<sup>2</sup>National Park Service (2002). *How to Apply the National Register Criteria for Evaluation*. Retrieved from: <https://www.nps.gov/nr/publications/bulletins/nrb15/>



# Appendix 3: Wisconsin State Register of Historic Places

## Criteria of Significance<sup>3</sup>

- A. The state register of historic places shall include districts, sites, buildings, structures and objects which are significant in national, state or local history, architecture, archaeology, engineering and culture. The quality of significance is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association and that satisfy any of the following conditions:

1. Association with events that have made a significant contribution to the broad patterns of history.

2. Association with the lives of persons significant in the past.

3. Embodiment of the distinctive characteristics of a type, period or method of construction or that represent the work of a master or that possess high artistic values.

4. Representation of a significant and distinguishable entity whose components may lack individual distinction.

5. Yielding, or likely to yield, information important in prehistory or history.
6. A property achieving significance within the past 50 years if it is of exceptional importance.

<sup>3</sup>Section 36 of Wisconsin Act 395.
- B. No cemetery, birthplace or grave of a historical figure, property owned by a religious institution or used for religious purposes, reconstructed historic building, property primarily commemorative in nature or property that has achieved significance within the past 50 years may be considered eligible for the state register of historic places unless it is an integral part of a district that meets the criteria of significance under par. (a) or unless it falls within at least one of the following categories:

1. A religious property deriving primary significance from architectural or artistic distinction or historical importance.

2. A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life in the vicinity of that birthplace or grave.

3. A cemetery which derives its primary significance from the grave of a person of transcendent importance, age, distinctive design features or association with historic events.

4. A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan and when no other building or structure with the same association has survived.

5. A property primarily commemorative in intent if design, age, tradition or symbolic value has invested it with its own exceptional significance.



# Appendix 4: Definitions

The following are definitions for commonly used terms in this Heritage Preservation Plan. Several terms listed below are sourced from publications provided by the National Park Service, the Racine Historic Preservation Ordinance, and the Wisconsin State Historic Preservation Office.

**Alteration:** Any act or process that changes one or more of the exterior architectural features of the structure, including, but not limited to, the erection, construction, reconstruction or moving of any structure.

**Architectural Review Guidelines:** A standard of design quality that will preserve the historic and architectural character of a landmark or a structure within a designated historic district.

**Archaeological Resource:** Any material remains or physical evidence of past human life or activities that are of archaeological interest, including the record of the effects of human activities on the environment. An archaeological resource can reveal scientific or humanistic information through archaeological research.

**Building:** A building, such as a house, commercial building, church, hotel, school or similar construction, is made to shelter any form of human activity.

**Certificate of Appropriateness (COA):** A certificate issued by the Historic Preservation Commission indicating its approval of plans for alteration, construction, removal or demolition of a landmark or a structure within a designated historic district.

**Certificate of Economic Hardship:** A certificate issued by a Historic Preservation Commission authorizing an alteration, construction, removal or demolition even though a Certificate of Appropriateness previously has been denied.

**Certified Local Government.** The Certified Local Government program is jointly administered by the National Park Service (NPS) and the Illinois State Historic Preservation Office; the program certifies communities that have met certain requirements in establishing local historic preservation programs. Once certified, communities gain access to grants and technical assistance to implement their local preservation programs.

**Contributing Resource:** Contributing resources are the buildings, objects, sites, and structures that contribute to understanding the architectural and historical development within a National Register or City Landmark District. The contributing resource usually retains a high level of integrity.

**Cultural/Historic Resource:** A cultural resource is an aspect of a cultural system that is valued by or significantly representative of a culture, or that contains significant information about a culture. A cultural resource is considered important if it is greater than 50 years of age. Cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places. Archaeological sites are also considered cultural resources.

**Design Review:** Design review is the formal process of reviewing proposed projects seeking a Certificate of Appropriateness from the Historic Preservation Commission.

**District:** A district possesses a significant concentration, linkage, or continuity of buildings, sites, structures or objects united historically or architecturally by plan or physical development. A district derives its importance from being a unified entity, even though it is often comprised of a variety of resources. Inventory: A listing of properties evaluated as contributing or noncontributing to a historic district or potentially eligible for local landmark designation or for listing in the National Register of Historic Places. Inventories are derived from field surveys.

**Integrity:** The authenticity of a property’s historic identity. The seven qualities of integrity as defined by the National Register of Historic Places are location, setting, feeling, association, design, workmanship, and materials.

**Landmark:** A property or structure designated by ordinance of the City Council, pursuant to procedures prescribed herein, which is worthy of rehabilitation, restoration, and preservation due to its historic and/or architectural significance to the City of Racine.

**Landscape:** The area surrounding a landmark or structure within a historic district. This shall include, but not be limited to: fences, statues, signs, plantings, paving and outbuildings, as well as landforms designated by the Racine Historic Preservation Commission and the City of Racine as a Local City Landmark.

**National Register of Historic Places (NRHP):** The comprehensive list of districts, sites, buildings, structures, and objects of national, regional, state, and local significance in American history, architecture, archeology, engineering, and culture. This list is maintained by the National Park Service under authority of the National Historic Preservation Act of 1966.

**Noncontributing Resources:** Noncontributing resources are the buildings, objects, sites, and structures that did not exist at the time the event(s) associated with a National Register or Local Historic District or have lost integrity from the district’s period of significance.

**Object:** The term “object” is used to distinguish from buildings and structures those constructions that are primarily in artistic in nature or are relatively small in scale. Objects may include a boundary marker, fountain, milepost, monument, sculpture, or statuary.

**Preservation:** The act or process of applying measures to sustain the existing form, integrity, and material of a historic building, site, structure, or object. Preservation may also entail the act of designating a historic resource a landmark or its protection as part of a historic district.

**Rehabilitation:** The process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic and architectural values.

**Restoration:** The process of returning a property to an approximate state of its original construction and appearance or to a specific period in relation to its significance as a historic property.

**Secretary of the Interior’s Standards for Rehabilitation:** The Secretary of the Interior’s Standards for Rehabilitation outlines preservation standards for rehabilitation projects and are sometime used as the base set of standards for COA reviews by historic preservation commissions. Rehabilitation standards acknowledge the need to alter or add to a cultural landscape to meet continuing or new uses while retaining the landscape’s historic character.

**Site:** A site is the location of an important event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined or vanished, where the location itself possesses historic, cultural, or archaeological value. Examples of sites include designed landscapes, parks, natural features, ruins, or trails.

**State Historic Preservation Office (SHPO):** State Historic Preservation Offices are state agencies that manage and administer statewide preservation planning and cultural resource management programs, including the National Register of Historic Places and the Certified Local Government program. In Illinois, the SHPO is the Historic Preservation Division of the Illinois Department of Natural Resources.

**Structure:** Structures are functional constructions made usually for purposes other than creating human shelter, such as bridges, canals, fences, and tunnels, among others.

**Survey:** A survey is a study designed to identify and evaluate properties in a community, area or district area to determine whether they may be of historic, architectural, archaeological, engineering or cultural significance.



# Appendix 5: City of Racine Historic Preservation Ordinance

## CHAPTER 58 - HISTORIC PRESERVATION, RACINE, WISCONSIN CODE OF ORDINANCES

### ARTICLE I - IN GENERAL

#### Sec. 58-1. - Definitions

The following words, terms and phrases, when used in this chapter, shall have the meanings given in this section, except where the context clearly indicates a different meaning:

*Certificate of appropriateness for properties within a designated H-Historic Properties district* is an official ruling of the department of city development or landmarks preservation commission approving exterior treatment for activities such as additions, alterations, rehabilitation, restoration, construction, reconstruction or demolition of a landmark, landmark site or contributing property, or new construction on vacant or cleared lots or parcels.

*Commission* means the landmarks preservation commission created under article II of this chapter.

*Contributing property* is a designated property or structure that, in accordance with criteria in section 58-61, contributes to the character or understanding of the historical context of a defined geographic area. A contributing property is designated as one or a multiple of properties or structures that comprise the cohesive basis for the establishment of an H-Historic properties district.

*Historic district* means a geographic area designated by this chapter which contains one or more landmarks or landmark sites and the abutting properties to which improvements affect the appearance and preservation of the landmark sites.

*Improvement* means any building, structure, work of art or nature or other object constituting an addition to the real estate.

*Landmark* means any improvement which has a special character or historic or cultural interest or value in the development and heritage of the city and has been designated by the common council as a landmark.

*Landmark site* means any parcel of land of historic significance due to the presence of a landmark located thereon, or within the immediate vicinity thereof, the location of a historic event or property which provides a view of a landmark and has been designated by the common council as a landmark site.

(Code 1973, § 29.02.010; Ord. No. 23-05, pt. 1, 12-6-05; Ord. No. 4-09, pt. 1, 2-18-09)

#### Sec. 58-2. - Purpose and Intent

Whereas, historical, architectural, archaeological and cultural heritage are among our most important assets, it is hereby declared to be the purpose of this chapter for the city to engage in a comprehensive program of historic preservation to promote the use and conservation of historic property for education, welfare, inspiration, pleasure and enrichment of the people and foster civic pride in the beauty and accomplishments of the past.

(Code 1973, § 29.01.010; Ord. No. 23-05, pt. 1, 12-6-05)

### ARTICLE II - LANDMARKS PRESERVATION COMMISSION

#### Sec. 58-26. - Created; composition; terms.

A landmarks preservation commission is hereby created, consisting of seven members. Of the membership, one member shall be a registered architect or building professional; one member shall be a historian qualified in the field of historic preservation; one member shall be a licensed real estate broker; one member shall be an alderman; and three members shall be citizen members. Each member shall have, to the highest extent practicable, a known interest in landmarks preservation. The mayor shall appoint the commissioners, subject to confirmation by the common council. The term for each member shall be three years.

(Code 1973, § 29.03.010; Ord. No. 10-00, pt. 1, 7-19-00; Ord. No. 23-05, pt. 1, 12-6-05)

#### Sec. 58-27. - Activities, functions and duties.

- a. The authority and activities of the commission shall be advisory, and it shall act in a cooperative capacity and rely upon voluntary compliance in the designation of landmarks or landmark sites.
- b. The basic function of the commission shall be the development of public support for historic preservation and the location and identification of potential landmarks and landmark sites.
- c. The duties of the commission shall be to:
  4. Develop appropriate criteria and standards for identifying and evaluating neighborhoods, areas, places, structures and improvements within the city which have distinctive character of special historic, aesthetic, architectural, archaeological, or cultural interest or value, and might be classified as landmarks or landmark sites.
  5. Conduct studies and surveys of neighborhoods, areas, places, structures and improvements within the city for the purpose of determining those of a distinctive character or special historic, aesthetic, architectural, archaeological or cultural interest or value, and of compiling appropriate descriptions, facts, lists and files.
  6. Promote public education, interest and support for the preservation and enhancement of such landmarks, sites or characteristics.
  7. Cooperate with and advise the common council, plan commission and other agencies and departments of government with regard to such matters as may be appropriate with respect to landmarks, sites or characteristics.
  8. Cooperate with and enlist assistance from the National Trust for Historic Preservation, the state historical society, the county historical society and other agencies, groups or individuals active in the field of historic and cultural preservation.
  9. Develop and recommend ordinances, legislation and programs and otherwise provide information for the purpose of historic preservation to the common council and other governmental bodies.
  10. Work on a voluntary basis with the owners of landmarks or landmark sites or areas, advising them on the benefits, problems and techniques of preservation and encouraging their participation in preservation activities.

(Code 1973, § 29.03.020; Ord. No. 23-05, pt. 1, 12-6-05)



ARTICLE III - SITES AND ZONING DISTRICTS

DIVISION 1. - GENERALLY

Secs. 58-51-58-60. - Reserved.

DIVISION 2. - HISTORIC PROPERTIES

Ord. No. 23-05, adopted Dec. 6, 2005, repealed former §§ 58-61—58-63 and enacted §§ 58-61—58-65 to read as herein set out. The provisions of former §§ 58-61—58-63 derived from the 1973 Code and pertained to similar subject matter.

Sec. 58-61- Criteria for designation of landmarks, landmark sites and contributing properties.

- a. The criteria for the designation of properties to be landmarks, landmark sites, and contributing properties shall be that which:
  - 2. Exemplifies or reflects the cultural, archaeological, political, economic, social or religious history.
  - 3. Is identified with personages, events or periods of history.
  - 4. Embodies distinguishing characteristics of architecture, an architect or architectural materials, craftsmanship or works of nature.
  - 5. In its inherent historical nature provides the citizenry with educational or aesthetic enrichment.
  - 6. Contributes to the character or understanding of a district and is one property, or a multiple of properties or structures, that helps form the basis of a district.

(Ord. No. 23-05, pt. 1, 12-6-05; Ord. No. 4-09, pt. 2, 2-18-09)

Sec. 58-62. - Procedure for identification of landmarks, landmark sites or contributing properties for designation.

- a. Upon payment by the applicant of a processing fee as adopted by the common council and after due consideration and deliberation, the commission shall apply the criteria specified in this division to identify such properties as it may deem appropriate to be designated as a landmark, landmark site, or contributing property.
- b. The commission shall hold a public hearing before recommending any designation of a landmark or landmark site or contributing property. At least ten days prior to the hearing, the commission shall provide written notice to the following:

- 1. The owners of record of the affected properties and the occupants thereof.
- 2. The city plan commission.
- 3. The chief building inspector.
- 4. The mayor and alderpersons.
- a. After giving notice as provided in subsection (b), the commission shall conduct the public hearing. In addition to the notified persons and general public, the commission shall have the right to call such other witnesses and to examine such records as it deems necessary.
- b. Within 30 days after the close of the public hearing, the commission may recommend to the plan commission and common council the designation of the property as either a landmark, landmark site, or contributing property or recommend the rescinding of such designation. The document of designation shall set forth the criteria required in section 58-61 which apply to the property so affected. After such recommendation of designation or rescission has been made, the commission shall provide written notice of its recommendation to the property owners of record and those persons who appeared at the public hearing.
- c. After making its findings and recommendation under subsection (d), the commission may petition the common council for the rezoning of the subject area or parcel to facilitate such a designation. If the common council determines to designate the landmark, landmark site or contributing property and appropriate adjacent lands, it may rezone it as “H.” historic properties district, or rescind the “H.” historic properties district, at city expense, in compliance with section 114-77. Only designations receiving affirmative common council action shall have the force and effect of this division.
- d. Following the rezoning, the commission shall cause such designation of a landmark or landmark site to be recorded at commission expense in the county register of deeds office.

(Ord. No. 23-05, pt. 1, 12-6-05; Ord. No. 4-09, pt. 3, 2-18-09)

Sec. 58-63. - Maintenance and repair of landmark, landmark site or contributing property and prevention of neglect.

- a. Subject to obtaining the required permits, ordinary maintenance and repair of designated landmarks, landmark sites or contributing properties may be undertaken without a finding of appropriateness by the department of city development (department) or commission if the activity involves maintenance and repair of existing features. Ordinary maintenance and repair shall include, but not be limited to, any activities which do not change the structural portions of

the building or structure or irreversibly change the exterior appearance. Ordinary maintenance and repair shall not be considered either a minor or major change. If the activity does involve the substantial or irreversible change of the exterior appearance than commission review is required. All reviews shall be conducted as specified by sections 58-64, 58-64.5, and 114-619 of the Municipal Code. Subsection 58-63(a) shall not apply to properties designated as landmarks or landmark sites under this chapter prior to January 1, 2006, unless the landmark or landmark site is redesignated in accordance with section 58-66.

- b. No owner or occupant of a landmark or landmark site shall fail to keep such property in good repair.

(Ord. No. 23-05, pt. 1, 12-6-05; Ord. No. 7-07, pt. 1, 5-1-07; Ord. No. 4-09, pt. 4, 2-18-09)

Sec. 58-63.4 - Building permits required.

Except as provided in section 58-63, for purposes of this chapter, the following exterior alterations to designated landmarks, landmark sites or contributing properties, or construction on vacant or cleared lots or parcels require a finding of appropriateness and a building permit:

- a. Porches and exterior stairs.
- b. Exterior doors.
- c. Front yard fencing.
- d. Siding.
- e. Windows.
- f. Roofs and chimneys.
- g. Decks, fire escapes, exit platforms, and other exterior structural elements.
- h. Building additions and exterior alterations.
- i. New construction on vacant or cleared lot or parcel.
- j. Accessory structures.

(Ord. No. 4-09, pt. 5, 2-18-09)



**Sec. 58-63.5 - Preapplication conference for alterations to landmarks, landmark sites and contributing properties.**

Prior to making a formal application for a finding of appropriateness for alterations to a landmark, landmark site properties or contributing property, a preapplication conference is highly recommended. The purpose of the conference is to acquaint all pertinent city staff with the proposal and acquire the views and concerns of those participating. The preapplication conference occurs with the department at the conceptual stage of the project when plans are flexible and adjustments are possible. The preapplication conference is also intended to assist the applicant in bringing the project plan into conformance with this article and other applicable regulations.

(Ord. No. 4-09, pt. 5, 2-18-08)

**Sec. 58-64 - Alterations and new construction.**

- a. Within a designated H-Historic Properties district no owner or owner’s agent shall receive a building permit to commence an activity resulting in a minor or major change to the exterior appearance of a designated landmark, landmark site, contributing property, or a vacant or cleared lot or parcel without first obtaining a finding of appropriateness.
- b. Minor changes: for purposes of this chapter, the department may review an application and render a finding of appropriateness if the department determines an activity to be a minor change that does not alter the exterior appearance of a property, or vacant or cleared lot or parcel. The department shall conduct a review in accordance with subsection (e) below.
- c. Major changes.: for purposes of this chapter, the commission shall review an application and render a finding of appropriateness if an activity is determined by the department to be a major change that will result in the substantial or irreversible alteration or demolition of, or the construction of any improvement upon a part or the entire exterior of such designated landmark, landmark site, or contributing property, or new construction on a vacant or cleared lot or parcel. The commission shall conduct a review in accordance with subsection (e) below, section 58-64.5, and section 114-619.
- d. The chief building inspector shall not accept applications for building permits for exterior modifications, new construction, or razing permits, nor issue such permits for properties for which the owner or its representative has a petition filed for the consideration of a rezoning to the “H” historic properties district designation. Subsections (a) through (f) shall not apply to properties designated under this chapter as landmarks or landmark sites prior to January 1, 2006, unless re-designated in accordance with section 58-66.
- e. Findings of appropriateness shall be rendered unless it is determined that:
  - 1. The activity will be detrimental to the maintenance and overall historic character of the landmark, landmark site, contributing property or district;

- 2. The activity will impede the current or future preservation or restoration of the subject property or district;
  - 3. Adequate measures will not be taken to protect the integrity of distinctive features, finishes, construction techniques, or examples of craftsmanship of the subject or adjacent landmark, landmark sites or contributing property;
  - 4. The activity is contrary or detrimental to the findings of the original designation of the subject property or district;
  - 5. The activity will not stabilize the landmark, landmark site or contributing property for future preservation or restoration efforts; or
  - 6. The activity does not conform to criteria adopted by the common council to provide guidelines for the alteration and restoration of historic properties such as, but not limited to, those contained in section 58-64.5, H-Historic Properties district design guidelines and section 114-619, Architectural Guidelines.
- f. The application for a finding of appropriateness, shall be accompanied by all information and applicable fees required for a finding with respect to the standards of subsection (e). Within ten days of submittal for the department, and 45 days of submittal for the commission, a review of the application shall be conducted and a written finding issued to the applicant, and the chief building inspector by the director of city development.
- 1. Upon a finding of appropriateness, the applicant may request all necessary permits and, upon receiving such permits, proceed with the approved activity.
  - 2. Within 90 days after the date of denial or of a finding of appropriateness, the applicant may adjust the plans to address factors that resulted in the finding, and resubmit the adjusted plans for review as described in [subsections] (b) or (c) above, or may appeal the finding to the plan commission. The plan commission shall review the appeal and the department or commission’s finding within 30 days and forward its recommendation to the common council for final action.
- g. In instances of overlapping jurisdictions between the department and/or commission and a design or development review body established by chapter 114, the design or development review body shall conduct the application review, consult with the department and/or commission, and where substantiated, issue a finding of appropriateness following the standards provided in subsection (e), section 58-64.5 and section 114-619.

(Ord. No. 23-05, pt. 1, 12-6-05; Ord. No. 7-07, pt. 2, 5-1-07; Ord. No. 4-09, pt. 6, 2-18-09)

**Sec. 58-64.5 - H-Historic Properties district design guidelines**

- a. General guidelines. The following general guidelines are based on 36 CFR Part 67, the Secretary of the Interior’s Standard, and shall be applied to projects taking into consideration economic and technical feasibility.
  - 1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site

- and environment.
  - 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
  - 3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be withdrawn.
  - 4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
  - 5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
  - 6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
  - 7. Chemical or physical treatments, such as sandblasting, that causes damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
  - 8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
  - 9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
  - 10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would not be impaired.
- b. New construction on vacant, cleared lots.] New construction on vacant or cleared lots or parcels within an H-Historic Properties district shall be executed in a manner that is not detrimental to the district or adjacent properties.
- c. Guidelines for specific architectural components. Refer to section 114-619 H-Historic Properties district, architectural guidelines for reference to specific descriptions addressing the addition, alteration, repair, restoration, replacement or new construction of architectural components or structures.

(Ord. No. 4-09, pt. 7, 2-18-09)



**Sec. 58-65 - Razing of properties.**

- a. An owner or owner’s agent shall comply with section 58-78 as a condition to applying to the chief building inspector for an application for a razing permit for a landmark or landmark site.
- b. Upon receipt of an application for a razing permit for non-landmark properties, the chief building inspector shall provide written notice to the chairman of the commission of the intent to raze a structure. During a period of 15 business days from the date of application, the chairman of the commission may, in cooperation with the property owner or owner’s agent, cause the structure or site to be documented in accordance with commission guidelines. A razing permit issued by the chief building inspector shall not be valid for 15 business days after the date of application, at which time demolition activities may commence.
- c. Applications for razing permits shall not be accepted, nor razing permits issued, for properties currently under consideration by the landmarks preservation commission, plan commission or common council.

(Ord. No. 23-05, pt. 1, 12-6-05)

**Sec. 58-65 - Razing of properties.**

- a. The designation of properties as landmarks or landmark sites prior to January 1, 2006, shall substitute for the procedure set forth in subsections 58-62 (a) through (d).
- b. Prior to recommending the re-designation of a landmark or landmark site, the commission shall give written notice of the proposed re-designation to the owner of the property. The notice shall describe the time, date and place of the meeting at which the commission is to consider the re-designation and identify the property under consideration for re-designation. Notice shall be sent by certified mail, return receipt requested, not less than ten days prior to the meeting. Included with the notice shall be a preaddressed, postage paid reply on which the owner may indicate consent to or opposition to the proposed re-designation. The owner’s consent or opposition or absence of response shall be noted in the minutes of the commission meeting and any subsequent report to the plan commission and common council.
- c. Within 30 days following the meeting noticed in accordance with subsection (b), the commission may recommend to the plan commission and the common council the re-designation of the landmark or landmark site. The document of re-designation shall set forth the criteria required in section 58-61 which apply to the property so affected. After such a recommendation of re-designation has been made, the commission shall provide written notice of its recommendation to the property owner by first-class mail.
- d. The commission shall comply with subsections 58-62(e) and (f) to complete the redesignation procedure.

(Ord. No. 7-07, pt. 3, 5-1-07)

**DIVISION 3. - HISTORIC DISTRICTS**

Cross reference— Zoning district regulations, § 114-251 et seq.; Supplementary zoning district regulations, § 114-656 et seq.

**Sec. 58-76. - Designation**

The “H” historic properties district has been created as a geographic zone of the city to designate historic districts or sites. The identification for designation by the commission of a landmark or landmark site or contributing property in accordance with the provisions of this chapter shall constitute a recommendation to the plan commission and common council to designate the geographic area or site so affected to “H” historic properties district.

(Code 1973, § 29.05.010; Ord. No. 23-05, pt. 1, 12-6-05; Ord. No. 4-09, pt. 8, 2-18-09)

**Sec. 58-77. - Petition to rezone property**

Petitions to rezone property to, or in accordance with section 58-78 remove a property from the “H” historic properties district, shall be filed with the zoning administrator who shall forward such petitions to the director of city development for review and recommendation by the commission. Within 30 days after receiving a petition, the commission shall provide its findings and recommendation to the director of city development who shall forward the findings and recommendations to both the plan commission and common council for action. A petition to rezone shall be filed in compliance with chapter 114.

(Code 1973, § 29.07.010; Ord. No. 23-05, pt. 1, 12-6-05)

**Sec. 58-78. - Petition for rescission of designation.**

An owner of record of a landmark or landmark site or contributing property may file a petition with the secretary of the commission requesting rescission of the designation. If the owner can demonstrate to the commission that as a result of such designation the owner is unable to find a buyer willing to preserve such landmark or landmark site, even though the owner has made reasonable attempts in good faith to find and attract such a buyer, the owner may petition the commission for a rescission of the designation. Following the filing of such petition with the secretary of the commission:

- 1. The owner and the commission shall work together in good faith to locate a buyer for the subject property who is willing to abide by its designation.
- 2. If, at the end of a period not exceeding six months from the date of such petition, no such buyer can be found, and if the owner still desires to obtain such rescission, the commission shall recommend the rescission of the designation of the subject property as being in a “H” historic properties district.

- 3. In the event of such a rescission, the commission shall file a petition with the zoning administrator as specified in section 58-77, and shall cause such rescission to be recorded, at its own expense, in the office of the county register of deeds.
- 4. Following any such rescission, the commission may not recommend to redesignate the subject property as a landmark or landmark site for a period of not less than five years following the date of rescission.

(Code 1973, § 29.09.010; Ord. No. 23-05, pt. 1, 12-6-05; Ord. No. 4-09, pt. 8, 2-18-09)

**DIVISION 4. - ENFORCEMENT**

**Sec. 58-80. - Preservation of historical artifacts.**

- a. Purpose. The purpose of this section is to promote the general welfare by providing for the identification, protection, enhancement, perpetuation, and use of artifacts that reflect special aspects of the city’s historical, architectural, cultural, or aesthetic heritage for the following reasons:
  - 1. To encourage public knowledge, understanding, appreciation and use of the city’s past;
  - 2. To foster civic pride in the beauty and character of the city and the accomplishments of its past;
  - 3. To preserve the visual character of the city by preserving artifacts that reflect its history.
- b. Definitions
  - 1. Commission for the purposes of this section means the landmarks preservation commission.
  - 2. Artifacts for the purposes of this section are manmade objects of cultural or historical significance that are located or have been displayed within the city.
  - 3. Object for the purposes of this section means a construction, such as a statue, monument, milepost, or similar item, that may be by nature of design moveable and yet related to a specific setting or environment.
  - 4. Historical artifact means an artifact that is:
    - a. Owned by the city or redevelopment authority of the city; and
    - b. At least 50 years old and designated a local historical artifact as described below; or
    - c. Associated with a property that meets the criteria for listing on the National Register of Historic Places, State Register of Historic Places or as a city landmark.
  - 5. Inventory of historical artifacts is the official list of historical artifacts subject to the terms of this section. The inventory of historical artifacts shall be held and maintained by the director of the department of city development.



6. Local historical artifact is an object that:
  - a. Exemplifies or reflects the cultural, archaeological, political, economic, social, or religious history; or
  - b. Is identified with personages, events, or periods of history; or
  - c. Embodies distinguishing characteristics of architecture, an architect, architectural materials, craftsmanship, or works of nature; or
  - d. In its inherent historical nature provides the citizenry with educational or aesthetic enrichment; or
  - e. Contributes to the character or understanding of a historic district, property, or structure; and that has been designated a local historical artifact pursuant to this section.
- c. Procedures for listing or removal from listing. Official listing on the inventory of historical artifacts, or removal from listing, shall be made by recommendation of the commission and confirmation by the common council.
  1. The commission shall hold a public hearing before recommending that an artifact be listed, or removed from listing, on the inventory of historical artifacts. At least ten days prior to the hearing, the commission shall provide written notice to the following:
    - a. The director of city development;
    - b. The commissioner of public works;
    - c. The director of parks, recreation and cultural services;
    - d. The general manager of the water and wastewater utilities;
    - e. The fire chief;
    - f. The police chief;
    - g. The chief building inspector; and
    - h. The mayor and alderpersons.
  2. After giving notice as provided in subsection (1), the commission shall conduct the public hearing. The commission shall have the power to call such other witnesses and to examine such records as it deems necessary.
  3. Within 30 days after the close of the public hearing, the commission shall recommend or decline to recommend to the common council the listing, or removal from listing, of the artifact on the inventory of historical artifacts. After such recommendation regarding designation or removal has been made, the commission shall provide written notice of its recommendation to the chief building inspector, the director of the department of city development, the commissioner of public works, the director of parks, recreation and cultural services, the general manager of the water and wastewater utilities, the fire chief, the police chief, the mayor, and alderpersons, Preservation Racine, Inc., and the Racine Heritage Museum.

- d. Preservation
  1. No person or entity, including, but not limited to, any department or agency of the city or the Redevelopment Authority of the City of Racine, shall permit the transfer, relocation, demolition, or alteration of a historical artifact listed on the inventory of historical artifacts without first obtaining the permission of the commission. If any activity associated with the artifact has the potential to damage or cause the loss of such artifact, the person responsible for such activity must first present a plan for the protection of such artifact to the commission. The project shall not commence or continue until and unless the artifact protection plan is approved. The person responsible for the activity must thereafter provide documentation to the commission and commissioner of public works, and to such of the director of city development, the director of parks, recreation and cultural services, the general manager of the water and wastewater utilities, the police chief, or the fire chief under whose control and custody the listed historical artifact falls, that the plan was properly executed.
  2. If approval under subparagraph (1) is denied, the applicant may, in writing to the city clerk within ten days of denial, appeal such decision to the common council. The city clerk shall cause the matter to be placed on the agenda of the meeting of the common council next following the receipt of such appeal, consistent with the Wisconsin Open Meetings Law. A representative of the commission shall appear at such meeting to explain the reasons for denial. Approval or denial by the common council is final.
- e. Documentation. If the commission finds that the preservation of a historical artifact is not practicable, then the historical artifact shall be documented by photographs, mapping, written description or such other means or matter deemed most appropriate by the commission.
- f. Stop work order. If any member of the commission learns or discovers that any person or entity is, may be, or is about to be engaged in the transfer, relocation, demolition, or alteration of a historical artifact listed on the inventory of historical artifacts without first obtaining the permission of the commission, such commission member shall notify the chair of the commission. The commission chair shall call a special meeting, to be held within 72 business hours consistent with the Wisconsin Open Meetings Law, by providing telephonic or written notice to each member of the commission at his/her usual place of abode at least six hours before the time set for the meeting. No business shall be transacted or action taken at any special meeting other than the prospective stop work order stated in the notice for the meeting. If the commission issues a stop work order, such order shall in place remain until confirmed, modified, or overruled by the common council at a regularly scheduled meeting.
- g. Cooperation with other public entities. The landmarks preservation commission shall work with other public entities, including, but not limited to, the Racine Unified School District, Gateway Technical College, County of Racine, and State of Wisconsin to extend the protection of this section to historical objects that they own.

(Ord. No. 27-09, pt. 1, 7-6-10)



# Appendix 6: Downtown Design Review Overlay Code

## DIVISION 12 - DOWNTOWN AREA DESIGN GUIDELINES

### Sec. 114-822. - Purpose and intent.

It is the general intent of this division to control and regulate the development of land within the downtown area through the process of design review in order to:

1. Encourage urban design excellence.
2. Integrate urban design and preservation of Racine’s heritage into the process of downtown development and redevelopment.
3. Enhance the character of the downtown area.
4. Promote the development of diversity and areas of special character within the downtown area.
5. Provide pedestrians with a pleasant, rich and diverse experience.
6. Provide for the humanization of the downtown area through the promotion of youth, senior citizen and arts uses and programs.
7. Assist in creating a 24-hour downtown area that is safe, humane and prosperous.
8. Assure that new development is at a human scale and that it relates to the character and scale of the downtown area.
9. Promote the use, development and maintenance of property adjacent to or proximate to the Root River in order to accomplish public safety, environmental protection, economic development, and public health and recreation objectives.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 8-12, pt. 3, 8-15-12)

### Sec. 114-823. - Definitions.

For purposes of this division the following phrases have the meaning indicated:

In this chapter, downtown area means the area described as follows:

Begin at a point being on the centerline of North Wisconsin Avenue approximately 190 feet north of the intersection of the centerlines of North Wisconsin Avenue and Hamilton Street; from said beginning point proceed east to the centerline of Main Street, then north along said centerline to the centerline of Hubbard Street; then

easterly along the Hubbard Street centerline to the west line of Michigan Boulevard; then southerly along said west line 200 feet; the east to a line being the western shore of Lake Michigan (including those lands found south of the easterly extended centerline of the Root River and north, and west, of the harbor’s south breakwater); then southerly along said line to a point on the extended centerline of Tenth Street; then west along said extended centerline to a point on the centerline of Wisconsin Avenue; then north along said centerline to a point on the centerline of Ninth Street; then west along said centerline to a point on the centerline of College Avenue; then north along said centerline to a point on the centerline of Eight Street; then west along said centerline to a point on the centerline of Grand Avenue; then south along said centerline to a point on the centerline of Ninth Street; then west along said centerline to a point on the western line of the former Chicago, Milwaukee and St. Paul Railroad right-of-way; then southwest along said western line to a point on the centerline of Tenth Street; then west along said centerline to a point on the centerline of Racine Street; then north along said centerline to a point on the centerline of Ninth Street; then west-southwest along said centerline to a point on the center line of Harrbridge Avenue; then north along said centerline to a point on the centerline of the Root River; then east along said centerline to a point on the centerline of Memorial Drive; then north along said centerline to a point on the centerline of West Sixth Street; then east along said centerline to a point on the west line of the Union Pacific (a.k.a. Chicago and Northwestern) Railroad right-of-way; then northwesterly on said west line to a point on the centerline of Liberty Street; then west along said centerline to a point on the centerline of North Memorial Drive; then north-northwesterly along said centerline to a point on the centerline of West Street; then east along said centerline extended to a point on the centerline of LaSalle Street; then north along said centerline to a point on the centerline of Prospect Street; then east along said centerline to a point on the centerline of Douglas Avenue; then north along said centerline to a point on the centerline of Hamilton Street; then east along said centerline to a point on the centerline of North Wisconsin Avenue; then north along said centerline to the point of beginning.

*Downtown area design review commission* (“design review commission”). Design review commission means the commission established by section 114-828, having the authority to review activities as described in this division.

*Maintenance activities.* Maintenance activities means those activities directed at keeping the property in proper condition and do not alter the property’s exterior design features. Examples of maintenance activities include tuck pointing and repainting of surfaces that have previously been painted.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 10-06, pt. 1, 5-24-06; Ord. No. 8-12, pt. 4, 8-15-12)

### Sec. 114-824. - Mapped district.

- a. The downtown area design guidelines shall be implemented through the imposition of this division’s regulation as an overlay district, supplementing the existing underlying zoning districts within the downtown area.
- b. Sub-districts within the Downtown area are: River, State Street corridor, Marquette corridor, Sixth and Seventh Streets corridor, Main Street corridor, Marina, and Gaslight. Each sub-district presents opportunities and challenges that warrant individual design considerations as contained in the “Downtown Design Standards” adopted by common council resolution number 06-7041 on May 16, 2006.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 20-06, pt. 3, 5-24-06; Ord. No. 8-12, pt. 5, 8-15-12)

### Sec. 114-825. - Land uses.

- a. All permitted uses and conditional uses as allowed by the underlying zoning districts shall likewise be allowed in the downtown area.
- b. The following uses may be allowed by conditional use permit in addition to those uses described in (a) above, excepting those lands zoned R-1, R-2 and R-3:
  1. Boat launches, piers, pedestrian and bicycle facilities, private retaining walls and private stormwater facilities.
  2. East of the Marquette Street: outdoor storage of watercraft typically carried overland on trailers on parcels directly adjacent to the Root River.
  3. Throughout the downtown area: outdoor storage of watercraft typically carried manually, such as canoes and kayaks.
  4. Outdoor storage of recreation equipment as an accessory use.
  5. For lands in a I-2 district, land uses which are otherwise permitted uses but may create noise, heat, vibration, or radiation, which are detectable at the property line, or involve materials which pose a significant safety hazard.
  6. For lands in a B-5 district, industrial land uses which are otherwise not permitted therein.
  7. Uses which are otherwise not permitted unless under the control of a flex development overlay or a planned development conditional use permit.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 8-12, pts. 6, 7, 8-15-12)



**Sec. 114-826. - Prohibitions and exemptions.**

- a. In the downtown area, the following prohibitions shall apply:
  - 1. No person shall undertake any new exterior construction activity, any building expansion, or any exterior renovation/rehabilitation activity for projects whose impact will result in the alteration of the visual character or impact of the facade without first making application to the design review commission and receiving approval from the design review commission and/or common council as prescribed in this division, nor without receiving all applicable permits.
  - 2. No person shall install new or replacement signs, regardless of value, without first making application to the design review commission and receiving approval from the design review commission and/or common council as prescribed in this division, nor without receiving all applicable permits.
  - 3. Outdoor storage of products, equipment, and other materials (as a primary or accessory use) unless otherwise noted in section 114-825.
- b. In the downtown area, the following exemptions shall apply:
  - 1. Signs advertising occasional sales, services or events are exempt from the requirements of subsection 114-826(2) of this division.
  - 2. Maintenance and repair activities that do not alter the property’s exterior design features are exempt from the requirements of this division.
  - 3. Public recreation facilities which involve no pavement or buildings.
  - 4. Essential services as defined by section 114-238.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 10-02, pt. 1, 6-18-02; Ord. No. 20-06, pt. 4, 5-24-06; Ord. No. 4-10, pt. 1, 5-4-10; Ord. No. 8-12, pt. 8, 8-15-12)

**Sec. 114-827. - Applicability.**

- a. Persons contemplating a project in the Downtown Area should review the Downtown Design Guidelines and Downtown Design Standards adopted by common council resolutions Res. 06-7040 and Res. 06-7041 of May 16, 2006, as guides in understanding the purpose, scope and intent of this division.
- b. The design guidelines expressed in this division shall apply to all facilities such as, but not limited to, office, commercial, residential facilities containing five or more living units, lodging, museum, theater, governmental, parking and utility. All facilities, regardless of type, must be designed with the following considerations.
  - 1. Context. The facility is designed in a manner that is mindful of and complementary to the existing building and natural environment. The facility should strengthen and enhance the characteristics of the setting, or at least maintain key unifying architectural or natural patterns. Existing facilities need not be mirrored in every aspect, but rather used as a starting point in the development of a design.

- 2. Harmony. The facility utilizes materials, forms and colors that serve as unifying elements with the surrounding built and natural environment. Such uniformity is not intended to inhibit creativity, innovation and individuality in the overall design of a facility.
  - 3. Conformance. The facility does not detract from those architectural details found to be most successful and prominent in historical and landmark downtown area structures.
  - 4. Linkages. The facility reflects the individuality of the specific area or district in which it is located and, if reasonably possible, articulates identifiable architectural patterns.
  - 5. Compatibility. The facility should be compatible with nearby buildings’ architectural scale, color, rhythm and proportions.
  - 6. Historical integrity. The facility respects the unique historical context of the downtown area. Rehabilitation, remodeling and addition projects shall retain, wherever practicable, the original structure’s character, scale and composition. Distinctive stylistic features or examples of skilled craftsmanship shall be retained and preserved wherever practicable.
  - 7. View opportunities. The facility is sensitive to new and existing opportunities with which to observe and enjoy surrounding points of interest and activity.
  - 8. Quality. The facility incorporates materials and design features that convey permanence, durability and quality.
  - 9. Environmental sensitivity. The facility should incorporate materials, construction techniques, systems and design methods that increase energy efficiency. Use of salvaged materials or reuse of existing materials is encouraged when appropriate. Materials should be used that are not harmful to the environment, not only during their use in the facility but also in their production.
- c. Planned developments as defined in article III, division 3, of this chapter shall not require review under article VII, division 12 of this chapter.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 20-06, pt. 5, 5-24-06)

**Sec. 114-828. - Administration.**

- a. A downtown area design review commission is hereby created. Membership on the design review commission shall consist of the director of city development, a common council alderperson representing the downtown area, a member of the landmarks preservation commission, a member of the Downtown Racine Corporation or similar successor organization, a registered architect or building design professional, a person operating a retail business within the downtown area, a member of the Root River Council or a similar successor organization and a person owning property within the downtown area. All members of the design review commission shall be residents of the City of Racine. The director of city development shall act as secretary of the design review commission and shall

- be responsible for scheduling meetings, preparing agendas and minutes and keeping records of the commission. The citizen members of the design review commission shall be appointed by the mayor, subject to the confirmation of the common council. Vacancies shall be filled in the same manner.
- b. Citizen members of the design review commission shall be appointed for a period of three years. If they no longer qualify under the category for which they were appointed, their term shall expire. The other members shall serve during the time they hold their respective offices. Except for initial appointments, appointments shall be made on November 1.
  - c. The design review commission shall review applications for conformance with the downtown design guidelines for all new exterior construction activities, all building expansions, and all exterior renovation/rehabilitation activities having a project cost of \$5,000.00 or more in the aggregate.
  - d. Application for design review shall be made to the director of city development.
  - e. The design review commission shall review applications during open meetings. Reviews shall be conducted within 30 days after a complete application is filed with the director of city development or the activity shall be deemed approved.
  - f. The design review commission shall issue written findings to the chief building inspector within 21 days after the application was filed with the director of city development. The written findings shall indicate whether or not the proposed activity being reviewed meets the downtown area design guidelines, and the findings shall be immediately transmitted to the applicant. If the design guidelines are found not to be met, the applicant may file revised plans for review by the design review commission addressing any deficiencies.
  - g. The chief building inspector shall issue building and/or occupancy permits within the downtown area for projects requiring review by the design review commission, after receiving written approval by the design review commission, or in the event of an appeal, by the common council, except as otherwise provided herein, and in addition to other approvals required by law, ordinance or regulation.
  - h. An applicant may appeal a decision of the design review commission if the commission finds that the proposed activity is not in conformance with the downtown area design guidelines. The appeal shall be filed with the department of city development within 30 days after the design review commission issues its written decision. Appeal shall be made to the city plan commission and filed with the director of city development. The plan commission shall consider the appeal and make a recommendation to the common council within 30 days after the appeal was filed.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 8-01, pt. 1, 3-6-01; Ord. No. 15-04, pt. 5, 4-19-04; Ord. No. 8-12, pt. 9, 8-15-12)



Sec. 114-829. - Evaluation criteria.

The following design guidelines evaluation criteria shall be used to determine if a proposed activity fulfills the objectives of this division:

- 1. *Traffic circulation.* All vehicular and pedestrian circulation systems shall provide adequate and reasonably safe access through the downtown, and should promote a pedestrian friendly environment.
- 2. *Environmental design.* All projects shall incorporate sustainable environmental design, processes and practices when possible or practical.
- 3. *Site layout and building arrangement.*
  - a. The layout, mass, orientation and height of the structures on the site, including areas for use by motorized vehicles for circulation, parking and storage, should allow for appropriate use of the proposed development in light of surrounding uses, traffic patterns, pedestrian facilities, neighboring and opposite structures, and topography. The arrangement of structures on the site shall also be evaluated for their potential impact on the provision of city services, such as access for emergency vehicles.
  - b. The setback of structures shall conform to those of the underlying zoning district unless the following criteria provide a greater distance:
    - 1. From surface water (OHWM), floodway, or 100-year floodplain: 60 feet from the mapped or surveyed limits.
    - 2. From open drainage channels: 25 feet from the OHWM if documentable, or from the centerline of the channel if not documented.
    - 3. From slopes exceeding 12 percent: 25 feet from the top of the slope, and from the bottom of the slope.
    - 4. From a designated habitat area: 25 feet.
    - 5. From a primary environmental corridor, secondary environmental corridor, isolated natural feature, as identified by the Southeastern Wisconsin Regional Planning Commission, as recognized or modified by the City of Racine: 25 feet.
    - 6. Reductions of the setbacks listed in 1—5 above may be approved through the conditional use process, if environmental protection objectives are accomplished to the same or greater degree.
- 4. *Project design.* All projects shall be designed with attention and sensitivity to the historical, architectural, and physical context in which they are, or are to be located. Special attention should be paid to the sidewalk level of buildings through the creation of pedestrian orientated details. Project design considerations are as follows:

- a. General requirements are that all buildings should have a unified design treatment; and finished construction on all sides; facades facing the river shall be considered in design and function as if a street facade; any roof treatments or parapets shall extend completely around the building; and all rooftop equipment shall be screened from view.
- 5. *Parking and loading layout.* Proposed parking and truck loading facilities shall be designed, located and screened to minimize adverse visual impact on adjacent properties.
- 6. *Landscaping.* Landscaping design should enhance the overall appearance of the downtown area, create a logical transition to adjacent development, screen incompatible structures and uses, and minimize the visual impact of parking facilities on adjacent sites and roadways. Plant materials shall be selected so as to withstand the city’s climate and the microclimate on the property.
- 7. *Signage.* Signs should be minimal in number and size. Placement of signs shall not unduly obscure or interfere with sight lines to other properties. Signs should be architecturally compatible and contribute to the historic character of the area through the incorporation of tasteful presentations utilizing appropriate logos, symbols, graphics and/or text. Free-standing signs should incorporate architectural features or materials of the buildings or facilities they are intended to promote. Signs shall comply with all zoning requirements.
- 8. *Site illumination.* Site illumination shall be designed, located and installed so as to minimize adverse impacts on adjacent streets and properties, provide security, and enhance the overall quality of the development. Some site illumination design considerations are as follows:
  - a. Exterior building lighting may be used to articulate a particular building design or accentuate an outstanding architectural feature. Neon silhouette accent lighting, bulb or flashing lighting, or fluorescent lighting is inappropriate.
  - b. Parking lot and walkway lighting should relate a pedestrian scale and be sensitive to the historic atmosphere of the downtown area.
- 9. Historic preservation. Preservation of unique historic or architectural landmarks is encouraged. Development designs that do not detract from desirable architectural resources on surrounding sites are also encouraged.
- 10. Modifications to criteria. The above criteria may be modified by provisions of the flex development overlay, a planned development conditional use permit, or by administrative discretion as may be afforded by this chapter.

(Ord. No. 17-99, pt. 2, 12-7-99; Ord. No. 8-12, pts. 10—12, 8-15-12)

Sec. 114-830—114-840. - Reserved.

<sup>i</sup> Wisconsin Historical Society. (n.d.). Effigy Mounds Culture. Retrieved from <https://www.wisconsinhistory.org/Records/Article/CS383>  
<sup>ii</sup> Burckel, N. C. (1977). Racine: Growth and Change in a Wisconsin County.  
<sup>iii</sup> Ibid  
<sup>iv</sup> Kneiszel, J. (1992, October 11). Hills of History. The Journal Times.  
<sup>v</sup> Leach, E. W. (1920). Racine an Historical Narrative. Racine, WI: United Commercial Travelers of America Racine Council No. 337 (Page 7)  
<sup>vi</sup> Blaustein, E. (1997, December 30). Native Sons. Journal Times.





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