Racine Heritage Preservation Plan

Common Council Adoption, February 5, 2019
Landmarks Preservation Commission Approval, October 29, 2018

Looking north on Main Street circa 1890

Racine Harbor Light House and Life Saving Station (1866).

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Why Preserve?

In many legacy cities across the country — places of past industrial innovation experiencing significant economic change — historic preservation has played an indispensable role in shaping and maintaining the visual character, social fabric and resiliency of older neighborhoods and traditional commercial districts.



The Frank Lloyd Wright designed Johnson Wax Research Tower under construction.

Executive Summary

1400 block of College Avenue in the Southside National Register Historic District

Executive Summary

Since the 1970s, Racine, Wisconsin, a legacy city defined by its historic downtown and commerciual districts, industrial past and its ethnic and immigrant neighborhoods, has made significant strides in documenting and conserving its important heritage — as evidenced by its seven National Register Historic Districts and various individual landmarks. However, Racine civic and elected leaders and preservation advocates have long understood that historic preservation could play far more substantive roles in community development, including the need to diversify housing opportunities and revitalize older neighborhoods; facilitate new business activity in Racine's traditional downtown and neighborhood commercial districts; and, in protecting, interpreting, and promoting Racine's distinctive cultural heritage. Created and adopted by the City of Racine, this *Heritage Preservation Plan* outlines a future preservation vision, policies, and priorities for local preservation that contribute to an equitable and sustainable future for Racine.

PLAN GOALS, APPROACH, AND PROCESS

Gaining a comprehensive understanding of Racine's existing historic resources and context periods to guide future landmark and historic district designation activities is a key goal of this Heritage Preservation Plan. Integrating historic preservation into the City's broader public policy and land use planning frameworks, and implementing new methods, tools, and procedures to protect and preserve significant buildings, sites, and structures are two other important goals. Therefore, in creating this Heritage Preservation Plan, the City, along with other preservation partners, implemented a two-phase planning process that assessed the current level of preservation activities, determined key preservation issues and challenges, and created preservation planning policies and strategies designed to achive the community's preservation vision.

The assessment of local preservation activities focused primarily on those managed and administered by the City of Racine's Landmarks Preservation Commission and other City departments, including survey, documentation and landmarking efforts; education and outreach initiatives; and, economic and community development programs related to downtown and traditional commercial district revitalization, and the stabilization and enhancement of Racine's older residential neighborhoods. During the planning process, a cross-section of the Racine community was engaged in a series of stakeholder interview and focus group discussion sessions to gain insight on key preservation issues and to identify important historic resources for future preservation. Two community open houses during the early months of the planning process, attended by Racine residents, business owners and preservation advocates, and an online survey also provided valuable perspectives on future preservation priorities.

RELATIONSHIP TO THE 2035 COMPREHENSIVE PLAN FOR THE CITY OF RACINE

This Heritage Preservation Plan serves as both the City of Racine's primary policy document for historic preservation planning and as a standing element of the *2035 Comprehensive Plan for the City of Racine*. The Comprehensive Plan recognizes that *"historic preservation ordinances, new regulatory tools,"* and *"ongoing support"* of Racine's historic preservation's *"institutional framework"* — the Racine Landmarks Preservation Commission and the Racine Heritage Museum, for example — should continue to be pursued in implementing the community's preservation goals. The preservation goals and recommendations incorporated in this Heritage Preservation Plan align with the land use planning polices presented in the *2035 Comprehensive Plan for the City of Racine*.

KEY PLAN RECOMMENDATIONS

Presented below are the key Heritage Preservation Plan preservation planning recommendations, organized around the four essential components of a successful community historic preservation program: Survey and Documentation, Program Administration and Management, Community Revitalization, and Education and Advocacy.

1. **Survey and Documentation.** Survey and documentation activities involve the identification of architecturally and historically significant resources — buildings, districts, and neighborhoods; sites; parks; bridges; and, monuments, for instance — and the evaluation for eligibility as landmarks and historic districts. An effective community historic preservation program should maintain an on-going program of survey and documentation as buildings and sites that were once not considered significant in the past, may have achieved architectural or historical significance today due to the passage of time. Going forward, future survey and documentation initiatives should focus on residential areas that have not been subject to previous documentation, especially in post-World War II neighborhoods, and in the existing National Register Historic Districts — Historic Sixth and Old Main Street districts, established in the 1970s and 80s — where updated inventories would provide a refreshed picture of what resources have retained integrity over time. Apart from these activities, there is a strong community interest in capturing and commemorating the stories of the several ethnic and racial groups that worked in Racine's industries and settled in Racine's neighborhoods. While many buildings associated with Racine's ethnic heritage have been documented and designated as landmarks over the decades, future surveys, research, and oral history initiatives could provide more information on other significant historic resources and places deserving of recognition and preservation.

2. **Program Administration and Management.** Program administration and management involves the functions and operations of the City's Landmarks Preservation Commission, including its powers and duties outlined in the Racine Historic Preservation Ordinance. The Heritage Preservation Plan proposes an update to the Ordinance that strengthens the role of the Commission in design review matters for historic districts, as well as providing more clarity to landmark and historic district designation procedures. Other recommendations focus on the need for adequate commissioner training and long-term staffing needs for the Commission.

3. **Community Revitalization.** Historic preservation-based economic development provides a multitude of benefits to a local community: enhanced property values, new job creation, revitalized commercial areas and older neighborhoods, increased tourism, and rehabilitated buildings providing opportunities for new business start-ups and residential living spaces. The Racine community has long committed to preservation-based community revitalization in its downtown and traditional commercial districts, as evidenced by its partnerships with the Downtown Racine Corporation and neighborhood business improvement districts. This Plan reaffirms the community's approach to preservation-based community revitalization by proposing new organizational frameworks and public-private partnerships to facilitating residential rehabilitation, and by leveraging existing incentive programs to spur new adaptive use projects.

4. **Education and Advocacy.** Successful community preservation efforts require building a local preservation ethic that preserves Racine's important historic resources through effective advocacy, stewardship, and collaboration between the municipality, preservation advocates, non-profit entities, developers and investors, and owners of historic resources. Racine has been developing its preservation program for more than four decades, creating a strong institutional framework for historic preservation with Preservation Racine, the Downtown Racine Corporation and the Racine Heritage Museum, among others. However, new education and advocacy initiatives are needed to reach new audiences and stakeholder groups that have not participated in past preservation initiatives — new families, young adults and millennials, and Hispanic and African-Americans. The Heritage Preservation Plan suggests several new initiatives that enhance and expand the preservation message, including the use of internet-based technologies and new and maturing partnerships with local neighborhood groups, the Heritage Museum and Preservation Racine.

KEY ISSUES AND OBSERVATIONS

The following is a summary of observations of key Racine preservation planning issues.

Past Documentation and Designation Efforts

Since the passage of Racine's Historic Preservation Ordinance in 1973, the City and its Landmarks Preservation Commission has been 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 Southside, and Old Main and Historic Sixth Street districts, and numerous individual landmark building designations. In succeeding decades, other reconnaissance level surveys have been completed, 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. An update to the 1979 Survey could focus on specfic, prioritized areas, including the existing National Register Historic Districts or in survey areas where contributing and non-contributing resources were not previously identified.

Survey and Inventory Accessibility

Approximately four-hundred seventy (470) historic resources have been surveyed and inventoried since the 1970s with most catalogued 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, potentially providing convenient access for Racine residents to property survey data and information.

District Integrity

During the planning process, 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. A decline in architectural integrity erodes a historic district's overall authenticity, significance, and sense of place.

Local Historic Districts

In many communities, the designation of local historic districts often provides a level of protection against the loss and demolition of district historic resources. It is also good preservation planning practice to designate National Register Historic Districts as Local Districts to provide that level of protection and to ensure each district's long-term integrity. Currently, with the exception of the Historic Sixth and Old Main Street National Register Districts, where exterior changes are managed through the Downtown Design Overlay District and the Downtown Area Design Review Commission, the five other National Register Districts in Racine are not designated as Local Districts, leaving the community's most architecturally and historically significant resources vulnerable to inappropriate alterations and potential loss. Demolition review is also not part of the Downtown Area Design Review Commission review authority. This issue is of high concern to Racine stakeholders as housing and commercial building speculation may occur with the pending Foxconn development in Racine County and increased investor interest in Racine's historic building stock.

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. As mentioned previously, the Commission 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 Street 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 Uptown.





(Top) Residential resource from the South Side National Residential Historic District, and (bottom) commercial resource from the Old Main Street National Register Historic District.

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, J.L. Case Threshing Machine Company and Administration Building (1904) and the Mitchell Lewis Motor Company Building (1910), recently converted to loft residences. 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 across the country. 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 history. 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 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. As of July 2018, the Corporation was designated a Wisconsin Main Street community, which allows 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.

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 to the city's Danish heritage, and the Uptown district, located adjacent to 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.

Housing and Neighborhood Stability

Like many legacy cities that have de-industrialized over time, 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 new financing tools.

Schools and Other Threatened Resources

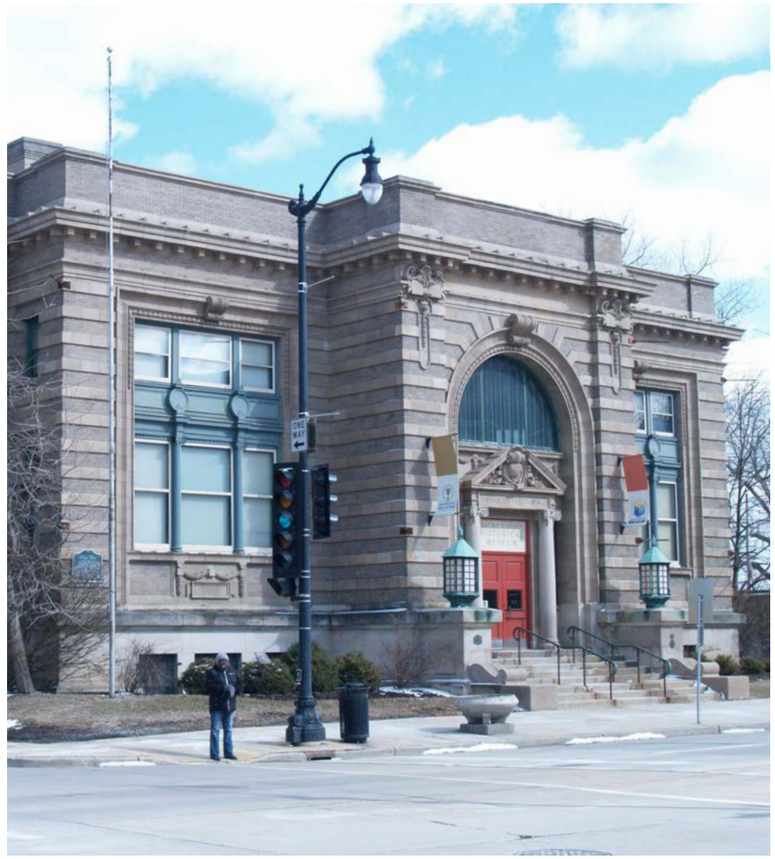
Local demographic changes and declining population, and the lack of available land and financial resources for maintenance often place historic buildings at risk. The Racine Unified School District has faced similar issues over the decades and has invested in both school rehabilitation and new construction projects to address their educational facility needs. However, there are still ongoing challenges with other schools that need significant rehabilitation or are vacant and await a disposition decision by the District. Rehabilitation and adaptive use constraints and opportunities for Racine's historic schools can best be understood through a comprehensive assessment process.

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 is also produces a regular newsletter. The organization has played a pivotal part in Racine's past preservation efforts. 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 and in the work of the preservation advocacy organizations.

Leadership Development

Soon after the ratification of the National Historic Preservation Act by the U.S. Congress in 1966, which established the National Register of Historic Places, Racine initiated its municipal preservation program in the early 1970s with the passage of its own Historic Preservation Ordinance. Like many communities during this period, local preservation activism as represented by the first generation of preservation advocates resulted in the designation of many landmarks and districts and Racine was no exception. However, as the first generation has aged, retired or moved away from Racine, the early activism has dissipated, leaving a leadership gap in preservation advocacy and involvement. Racine stakeholders consider the cultivation of the next generation of preservation advocates and leaders a high priority given the challenges of making preservation relevant in fast-changing economic trends and community revitalization needs.



Racine Heritage Museum, .

300 Block of Main Street looking south.

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 preserving 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, an intact traditional downtown, historic homes and schools, churches, and parks — 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 heritage conservation and historic preservation-based economic development as key revitalization and community development strategies for a quintessential Midwestern legacy city.



Old Main Street National Register Historic District

I. Introduction

500 Block of Main Street looking south across Monument Square.

Section One: Introduction

WHAT IS THE RACINE HERITAGE PRESERVATION PLAN?

This Heritage Preservation Plan is the 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 the preservation and cultural resource management recommendations made within the City's recent *2009 Comprehensive Plan*.

Racine's historic districts and landmarks are important 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 and economic development needs, a clear, forward-looking understanding of Racine's preservation priorities needs to be determined and established. Therefore, this Plan outlines specific 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 the greater understanding of Racine's history and development, including Racine's industrial history and the community's 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 Landmarks Preservation Commission operations and administration.
4. Explore the opportunities for developing and integrating preservation planning policies within other community development initiatives related to downtown and commercial district revitalization, economic development, housing and neighborhood stabilization, and parks and recreational assets.
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 resources.
8. Create an action-oriented Heritage Preservation Plan implementation program that prioritizes specific initiatives, identifies potential preservation implementation partners, and key funding sources.
9. Implement new policies and preservation-based tools to better allow the Landmarks Preservation Commission to effectively manage Racine's landmarks, historic districts and significant historic resources.







(Top) Racine County Courthouse, (bottom left) residential resource within the South Side National Register Historic District, (left) Fire House Museum, 700 Sixth 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 adopted its first Historic Preservation Ordinance governing the designation of local landmarks and historic districts. 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. That same year, Preservation Racine would organize as a local preservation advocacy organization. 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 districts of local significance. In 1973, First Presbyterian Church and the Eli R. Cooley House would become the first individual properties listed in the National Register. 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, documentation, abd landmarks and district designations. In 1979, the Racine Architectural and Historical Survey was commissioned by the Landmarks Preservation Commission — a survey that 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 projects were undertaken, resulting in the designation of thirty-five (35) National Register Landmarks, sixty-one (61) City Local Landmarks, and seven (7) 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, as the City's preservation plan for many years, proposing up to fourteen (14) 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 concerns 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 needs.







(Left) Uptown commercial building, (top) West Racine Mid-Century commercial building, (bottom) College Avenue brick street within the South Side National Register Historic District.



Massey-Harris U.S. Racine Tank Division in World War II.

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.
1835:	First platting of Village of Racine
1836:	Racine County established
1839:	First Racine County Courthouse constructed
	John Bangs, first Danish settler in Racine
1841:	Racine incorporated as a Village.
1842:	Alexander Anderson, first African-American settler in Racine.
1842:	Racine Harbor improvements completed.
1843:	J.I. Case Threshing Machine Company founded in Racine
1846:	Wisconsin Historical Society established.
1848:	State of Wisconsin admitted to the Union.
	Racine incorporated as a City
1852:	Racine College established
	Racine High School established — first public high school in Wisconsin
	Mound Cemetery formally dedicated
	Chicago & Northwestern Railroad arrives in Racine.
1854:	Founding of the Racine, Janesville & Mississippi Railroad
1870:	Racine Old Settler Society established, later to become the Racine County Historical Society.
1882:	Great Fire of 1882 breaks out in downtown Racine and destroys seven city blocks.
1877:	Second Racine County Courthouse constructed
1885:	First Racine City Hall constructed
1886:	Johnson's Prepared Paste Wax Company — predecessor to the S.C. Johnson and Son Company — established in Racine.
1900:	North Shore, and Milwaukee, Racine & Kenosha interurban rail operations begin.
1902:	Racine Chicago & Northwestern Depot Constructed west of downtown.
1909:	Louis Hamilton and Chester Beach invent the fractional horsepower motor spurring a new age of industrial expansion in Racine.
1919:	Horlick Athletic Field opens.
1925:	Alphonzol Lanelli statues installed in St. Patricks Church.
1931:	Third Racine County Courthouse, and current Racine City Hall constructed
1936:	Frank Lloyd Wright designs the S.C. Johnson and Son Administration Building.
1941:	Racine-Horlick Field (John H. Batten Field) opens.
1950:	Frank Lloyd Wright designs the S.C. Johnson and Son Research Tower.
1962:	Racine County Museum located to the former Racine Public Library Building, 701 South Main Street.
1966:	National Historic Preservation Act passed by U.S. Congress
	National Register of Historic Places established
1973:	First Presbyterian Church and Eli R. Cooley House, first individual properties listed in the National Register of Historic Places
	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 of Historic Places.
	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
1976:	S.C. Johnson and Son Administration Building and Research Tower designated a National Historic Landmark
1977:	Southside Historic District listed in the National Register
1979:	Architectural and Historical Survey of the City of Racine completed
1982:	Racine County Museum and Racine County Historical Society merge, now known as the Racine County Historical Society and Museum
	Wisconsin State Legislature adopts Wisconsin State Historic Building Code
1984:	State Street Survey completed
1987:	Old Main Historic District listed in the National Register
	Wisconsin Act 395 — known as the Wisconsin Historic Preservation Act — passed by the Wisconsin State Legislature
	Wisconsin State Register of Historic Places established
	Wisconsin State Historic Preservation Tax Credit Program established
1988:	Historic Sixth Street Business District listed in the National Register
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.
1994:	Northside Historic District of Cream Brick Workers Cottages listed in the National Register
	Frank Lloyd Wright Prairie School of architecture completed
2001:	Neighborhood Historic Property Reconnaissance Survey (Washington Avenue Corridor, West Sixth Street, West Racine Business District) completed
2005:	Racine Historic Preservation Ordinance revised
	Mitchell Lewis Motor Company Building, most recent individual building listed in the National Register
	Faith Christian Fellowship Church and the Mitchell Lewis Motor Company Building, most recent City of Racine Landmark designations
2006:	Racine becomes a Certified Local Government
	Racine Rubber Company Homes Historic District listed in the National Register
2008:	Northside Historic Resources Survey completed
2011:	Melvin Avenue Residential Historic District listed in the National Register
2015:	Manree Park Neighborhood Architectural and Historical Intensive Survey completed
2016:	Orchard Street Historic District listed in the National Register
2017:	Heritage Preservation Plan initiated

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 resources.

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 facilitating 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 architectural and historical resources.

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.

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

In addition, since 1982, once more according to the Wisconsin Historical Society, Racine has seen more than $34 million invested in commercial rehabilitation and adaptive use projects using both the Federal and State of Wisconsin Historic Preservation Tax Credits, as well as the Low-Income Housing Tax Credit (LIHTC) program, administered by the U.S. Department of Housing and Urban Development (U.S. HUD) in partnership with the Wisconsin Housing and Economic Development Authority (WHEDA). Since 1991, the Wisconsin Historic Preservation Tax Credit Program generated $2.63 million of residential rehabilitation activity in Racine's historic neighborhoods.

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, parks, watrefronts and open spaces. 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 neighborhoods 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 relationship 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.

Since 1982

$34 Million

in Racine tax credit projects

in 2017

Main Street programs across the country have generated:

- $4.48 billion of downtown investment
- net gain of 30,294 jobs
- 8,737 building rehabilitations

Since 1992

$2.63 Million

in homeowner tax credit projects, helping to rehabilitate 74 properties throughout Racine

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

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).

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

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.

HOW TO USE THIS HERITAGE PRESERVATION PLAN

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. In general, 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 February 2019. 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 included:

- ***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 (January, 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. Workshop proceedings are summarized in the Community Speaks section of this Heritage Preservation Plan.
- ***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 the Community Speaks section of this Heritage Preservation Plan
- ***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.
- ***Pop-Up Workshop (June 1, 2018).*** A two-hour "pop-up" workshop was held in a building storefront space during an evening First Friday event in downtown Racine. The objective of the workshop was to garner additional feedback on key preservation issues from workshop walk-ins. Like the Community Open House, walk-in participants participated in a voting box exercise and other interactive exhibits.

Phase 2: Heritage Preservation Plan

The second phase of the planning process, the development of the Heritage Preservation Plan, commenced after delivery of the State of the City Report. Key activities included:

- ***Draft Plan Document. (July 24, 2018)*** A draft of the Heritage Preservation Plan and implementation strategy was provided to the City, Landmarks Preservation Commission, and Wisconsin SHPO for review.
- ***Pop-Up Presentation (October 5, 2018).*** A two-hour presentation was held in a downtown building storefront during Racine's evening First Friday event. The objective of the workshop was to deliver an overview of the final plan and its major objectives and recommendations. The event was well attended with over 20 participants.
- ***Revised Draft Plan Document. (October 22, 2018).*** A revised draft plan document was delivered to the City and Landmarks Preservation Commission on October 22, 2018.
- ***Landmarks Preservation Commission. (October 29, 2018).*** A special meeting of the Landmarks Preservation Commission to consider and adopt the Heritage Preservation Plan and make a recommendation to the Common Council.
- ***Racine Planning Commission. (December12, 2018).*** The Racine Planning Commission conducted a hearing to consider and recommend approval of the Heritage Preservation Plan by the Racine Common Council.
- ***Racine Common Council Session. (February 5, 2019).*** The Racine Common Council adopted the Heritage Preservation Plan during its regular meeting.



Thomas P. Hardy House, Frank Lloyd Wright, 1905.

Plan Overview

This Heritage Preservation Plan represents and documents the results of a year-long collaborative planning process between the City of Racine, the City's Landmarks Preservation Commission, Racine residents and other preservation partners to create a compelling vision, key priorities and effective policies for the conservation and stewardship of Racine's architectural and cultural heritage. In turn, the preservation vision and priorities set the stage for specific preservation planning initiatives and implementation activities organized around logical program areas essential for maintaining and advancing a successful community heritage preservation program. While the City of Racine and the Landmarks Preservation Commission will take the lead on many initiatives presented in this Heritage Preservation Plan, especially regarding survey and documentation efforts, partnerships and collaborative efforts with other public and private sector agencies and entities will be needed for initiatives requiring the leveraging of resources and active engagement of local stakeholders, residents, and investors in preservation activities.



Blake House, 1868.

Looking Southwest on Main Street from roof of old City Hall at SE corner of Main and Third Streets circa 1900.

II. Heritage Preservation Plan

Section Two: Heritage Preservation Plan

Outlined in Section 2 of this Heritage Preservation Plan are preservation planning priorities and goals, preservation policies to be adopted and implemented by the City or Racine, and specific initiatives and implementation actions. Section 3 following the Heritage Preservation Plan summarizes preservation planning initiatives and their implementation timelines, potential funding sources, and the respective roles and responsibilities of the City and preservation partners in Heritage Preservation Plan implementation. The section below presents the Racine community's guiding vision for heritage preservation and value statements that reflect Racine's core preservation beliefs.

RACINE HERITAGE PRESERVATION VISION STATEMENT

Summarized below in the following vision statement are the Racine community's aspirations regarding its future historic preservation program:

In 2028, Racine, Wisconsin is one of Midwestern America's most vibrant places — a city known for its vital downtown, neighborhood commercial districts, traditional neighborhoods, and its rich historic and architectural legacy. The Racine community has preserved that legacy through the careful planning and stewardship of the community's significant historic resources, and by engaging and educating residents and local stakeholders on preservation's benefits. In turn, such efforts have enhanced property values, adapted historic commercial and industrial buildings to new uses, enhanced the visual quality and character of Racine's older neighborhoods, and promoted the increased appreciation of Racine's diverse heritage, from its Victorian-era downtown and residential buildings to the advent of Frank Lloyd Wright and the Prairie School, to the neighborhoods where Racine's middle-class and ethnic groups settled and prospered. The City of Racine and private-sector partners maintain ongoing, meaningful involvement and participation in the community heritage preservation program through important preservation planning initiatives.

RACINE HERITAGE PRESERVATION VALUE STATEMENTS

In addition to the Vision Statement, a series of values statements have been prepared describing the Racine community's core preservation beliefs. These core beliefs were determined through local stakeholder engagement and feedback regarding key preservation concerns, priorities, and aspirations.

Value Statement #1: Racine builds on its heritage preservation successes.

Racine has a remarkably intact historic building fabric — relatively few historic resources in downtown Racine and the surrounding older neighborhoods have been lost to neglect, demolition, and wholesale urban renewal as has been experienced in other communities. Racine was also an early and eager participant in the historic preservation movement during the 1970s and 1980s when several districts and landmarks were nominated to the National Register of Historic Places. In more recent times, the community has pursued and encouraged several successful preservation-based economic development initiatives, including the rehabilitation and adaptation of historic industrial buildings for new commercial and residential uses. The community will continue to document its important historic resources, designate new districts and landmarks, and find and implement innovative ways and means in which heritage preservation will contribute to Racine's sense of place and long-term economic well-being.

Value Statement #2: Racine's heritage resources are tangible links to the community's history.

Racine's historical and architectural heritage is inexorably linked to its past — its maritime beginnings, its industrial landscapes, and intact downtown core, its diverse residential building types, its distinguishing religious and civic buildings, and its historic parks and open spaces. Historic resources are reminders of the past — "memory places" — that bind residents to their neighborhoods and physical environments and provide a deeper cultural understanding of the community. Historic buildings, sites, and places also provide the opportunities to tell stories of Racine's rich history, even the stories that have yet to be told, including Racine's various ethnic and racial groups.

Value Statement #3: Enhancing institutional partnerships promotes community involvement in heritage preservation activities.

Apart from the City's Landmarks Commission, Racine is fortunate to have an existing institutional framework for advancing heritage preservation with the Racine Heritage Museum, Preservation Racine, and the Downtown Racine Corporation as key education and advocacy partners. Other preservation partners include the many community organizations, merchants' associations, and business improvement districts working to improve and revitalize Racine's established neighborhoods and traditional commercial areas. Racine stakeholders believe these institutions should be supported and nurtured in their capacity to implement, collaborate and manage various preservation and community revitalization initiatives. Vibrant preservation institutions also reflect increased participation by Racine stakeholders in the local preservation movement.

Value Statement #4: Effective municipal leadership leads to positive preservation outcomes.

Strong leadership from elected officials and municipal staff on preservation issues is critically important for realizing preservation's potential for enhancing community quality of life. In addition, the stewardship and implementation of preservation policies, initiatives and partnerships are dependent upon an effective Historic Preservation Ordinance and an engaged Landmarks Preservation Commission. The City of Racine is committed to maintaining and building a municipal historic preservation program that participates in efforts that protect Racine's valuable architecture and historic places and promotes a higher awareness of preservation's benefits.

Value Statement #5: Heritage preservation promotes Racine as a community of choice.

The pending Foxconn industrial development in Racine County has the potential to impact the City of Racine in both positive and negative ways: an influx of new people and capital into the community could provide housing opportunities in historic neighborhoods or the means to undertake new adaptive use projects. It could also lead to development pressures and the loss of historic resources in and around Racine's historic areas. While the future is unclear, Racine will position itself to be a community of choice in the region for working and living using heritage preservation as the method for achieving working and living environments.

Value Statement #6: Heritage Preservation contributes to quality environments.

Historic buildings, places and sites are irreplaceable — they represent high quality design, special settings and high craftsmanship. Historic buildings were ornamented and embellished to provide visual interest and curiosity and designed in materials that are not commonly used in today's construction. The quality of construction in Racine's historic buildings constitute significant assets for Racine and should be preserved and maintained well into Racine's future.

RACINE HERITAGE PRESERVATION GOALS AND INITIATIVES

The specific goals and initiatives presented in the Heritage Preservation Plan are organized around four key elements of an effective community historic preservation program:

- Survey and Documentation,
- Program Administration and Management,
- Community Revitalization, and,
- Education and Advocacy

The goals and major preservation planning initiatives within the four elements are described as follows:



Plymouth Congregational Church, 1143 College Avenue

Survey and Documentation

Survey and documentation efforts comprise the in-the-field assessment and background research into the historical and architectural significance of buildings, sites, structures, and objects and their potential eligibility as National Register or locally listed landmarks or historic districts. Documentation initiatives may also include the preparation of survey reports, National Register nominations, local histories, exhibits, and interpretive programs. Maintaining an active program in survey and documentation forms the foundation for effective community preservation planning — it provides the basis for identifying and understanding the community's historic resources, what resources are of high value and significance and should be preserved, whether as designated landmarks or historic districts, or as part of the community's future built environment. Several survey and documentation initiatives have been undertaken in the more than forty years since the City adopted its Historic Preservation Ordinance in the early 1970s. Of these initiatives, the *1979 Architectural and Historical Survey of the City of Racine* was perhaps the most notable, documenting more than 400 architecturally and historically significant properties and proposing fourteen National Register Historic Districts. The survey led to designation of several individual National Register and Local Landmarks, as well as the South Side, Historic Sixth and Old Main Street National Register Historic Districts. In later decades, other surveys would lead to new National Register Historic District designations — the most recent, the Orchard Street National Register District, listed in 2016.

Going forward, the City of Racine, the Racine Landmarks Commission and other preservation partners should continue their ongoing program of survey and documentation with a focus on re-surveying older historic districts, where past documentation activities may have been incomplete or physical changes may have occurred over time to district resources, and in other commercial and residential areas where eligible National Register districts have been identified in other planning efforts. In other cases, future surveys could also focus attention on vernacular building types — residential Minimal Traditionals and Styled Ranches of the post-World War II period, for instance — industrial buildings, or resources associated with specific ethnic and cultural groups that have not yet been explored and researched in a comprehensive manner, including the Hispanic and African-American experience in Racine. Survey and documentation efforts can also be broadened to include activities that are not necessarily led or managed by the City of Racine, such as oral histories, video projects and crowdsourced websites where historic photos and other materials could be provided by community residents for public access. Such efforts may be more useful where built historic resources associated with specific population groups may no longer be extant or a National Register nomination Is not possible but where informing and enriching the understanding of Racine's heritage is more important.



1300 16th Street



302 Main Street

Program Administration and Management

This element concerns the operations and management of the community preservation program at the municipal level, principally the mechanisms for designating Local Landmarks and Districts and conducting design review for projects seeking a Certificate of Appropriateness (COA) — mechanisms administered by the Racine Landmarks Preservation Commission. Therefore, key aspects of municipal program administration include the Historic Preservation Ordinance — the regulatory framework that protects historic resources — and the management and staffing of the Landmarks Preservation Commission, which not only serves as a regulatory body but also as a resource to the community at large on preservation issues. Currently, as noted this Plan's Executive Summary, since the Landmarks Preservation Commission has not designated Local Historic Districts, Racine's National Register Historic Districts, except for the downtown, lack protection against undesired alterations and demolitions. Several National Register landmarks are also unprotected.

Going forward, strategies and action plans for designating Local Districts should be pursued along with updates to the Historic Preservation Ordinance to permit at least a basic of level of protection and design management for Racine's landmarks, districts and surveyed areas. A comprehensive set of design guidelines, tailored to educating historic property owners and addressing specific preservation treatment procedures in Racine's historic districts, should be created by the Landmarks Preservation Commission. In addition to these efforts, the Commission should assume a more pro-active educational and advocacy role, in partnership with other entities, such as Preservation Racine and the Racine Heritage Museum with an aim to helping private owners of historic resources become more effective stewards of their properties. Over the long-term, as the Commission assumes more regulatory and advocacy responsibilities, the need for additional municipal staffing support with a part or full-time professional preservation planner, will be needed.

Community Revitalization

Historic preservation is more than just landmarks and historic districts: historic buildings provide affordable spaces for new businesses and housing opportunities for workers and young families; they revitalize downtown commercial districts and stabilize older residential neighborhoods. At the local level, community development and revitalization initiatives should always integrate preservation policies and initiatives that work to attract private investment, generate jobs and enhance property values. Over the years, the City of Racine has prepared and adopted various downtown and neighborhood plans, many with significant planning recommendations regarding potential historic districts, preservation-based economic development activities, and regulatory mechanisms to guide design management in historic areas. Recently, the City has seen increased investor interest in adaptive use projects and local participation in City-funded façade rehabilitation incentive programs.

Looking ahead, preservation-based community revitalization initiatives should continue to receive high priority with continued emphasis on downtown Racine, neighborhood commercial districts and in residential neighborhoods where concentrated efforts in housing rehabilitation could enhance the desirability of such places as neighborhoods of choice. New organizational frameworks, such as an operational private sector-managed revolving fund, could ease the municipal burden of neighborhood revitalization while leveraging new financial resources for housing rehabilitation.

Education and Advocacy

Proactive educational and advocacy efforts are critical to maintaining stakeholder participation and support for heritage preservation. Racine stakeholders — homeowners, downtown merchants, and investors and developers, for instance — need to know the tools and resources available to help them rehabilitate and adapt the community's important historic resources. Elected leaders need to understand the economic impact and rate of return on its investment and participation in various City-supported preservation initiatives. Going forward, working with an established institutional framework, including Preservation Racine and the Heritage Museum, among other entities, preservation advocacy and educational efforts could be expanded with the use of internet and social media tools, enhanced facilities for learning and educational activities and new partnerships with economic development groups and other non-profit entities. A key long-term goal for these initiatives is to develop the next generation of preservation advocates that will sustain the investments of time and resources into preserving Racine's built heritage.

PLAN ORGANIZATION

The Racine Heritage Preservation Vision and Value Statements serve as the framework for specific planning goals and initiatives that build and sustain an effective community preservation program. In succeeding sections, a series of preservation planning goals, policy statements and initiatives are presented and organized around the four key elements of an effective local historic preservation program. All goals, policies and recommendations are also focused on facilitating public and private sector participation in local historic preservation, recognizing that each sector has important roles to play in advancing the Racine historic preservation vision.

- **Goals Statement:** An overarching statement of intent that guides program decisions over the short and long-terms.
- **Policy Statement for Decision-Makers:** A more specific statement that guides policy decision-makers, including the Racine City Council, the Landmarks Preservation Commission, other boards and commissions, and City staff.
- **Recommendation:** An initiative that identifies the actions and programs needed to achieve the preservation vision set forth in this Heritage Preservation Plan.



Lincoln Block, 900-910 State Street

Goal Statements	Policy Statements
Goal #1: Identify, document, and preserve heritage resources significant to Racine's heritage.	**1.1:** Support and implement initiatives that document Racine's heritage resources, including buildings, sites, structures and objects, throughout the community. **1.2:** Promote the designation of significant architectural and historical resources as landmarks and districts as identified through survey and documentation activities. **1.3:** Survey and documentation information should be readily available and accessible to the Racine community.
Goal #2: Promote the protection and preservation of Racine's historic resources through updated ordinances and the adoption of new preservation tools.	**2.1:** Maintain an updated Historic Preservation Ordinance that protects Racine's significant heritage resources and ensures the integrity of local landmarks and historic districts. **2.2:** Vest the Landmarks Preservation Commission with jurisdiction over the stewardship of Racine's landmarks, historic dsitricts and significant historic resources. **2.3:** Encourage the establishment of Local Historic Districts and adopt new preservation tools to protect historic resources and enhance historic neighborhoods and areas. **2.4:** Maintain an effective Landmarks Preservation Commission with the capacity to preserve and protect Racine's heritage resources and implement needed preservation planning policies and initiatives.
Goal #3: Facilitate reinvestment and revitalization of Racine's historic buildings and neighborhoods.	**3.1:** Establish, maintain and leverage a range of incentive programs to address different preservation and community revitalization needs. **3.2:** Create and support planning programs and initiatives that advance preservation and community revitalization objectives. **3.3:** Support new organizational structures that advance preservation-based revitalization initiatives. **3.4:** Coordinate and expand Racine's heritage tourism activities.
Goal #4: Increase public understanding of historic preservation benefits through ongoing education and advocacy efforts.	**4.1:** Create new educational tools and publications that inform investors, business owners and residents on the benefits of rehabilitation, preserving, and adapting historic resources. **4.2:** Disseminate and publicize information preservation educational materials utilizing the internet and other digital technologies. **4.3:** Conduct active educational and on-going training programs in historic preservation for local stakeholders and residents.

South Side Historic District

Survey and Documentation

Survey and documentation is the foundation for effective local preservation planning — it determines what buildings, sites and structures are significant to understanding the physical development of Racine. It also provides insight and knowledge on the important people that not only shaped the physical environment through the buildings they constructed but also the daily lives of Racine residents through the industries, businesses and civic, social and religious institutions they created. Documentation activities are conducted principally through in-the-field survey work, historical and archival research into places and people, and the preparation of nominations to the National Register of Historic Places and local landmark and district designations. This section provides survey and documentation recommendations and initiatives to be undertaken over the next ten years led principally by the City's Landmarks Preservation Commission and in partnership with other Racine entities and stakeholders.

GOAL #1: IDENTIFY, DOCUMENT, AND PRESERVE HERITAGE RESOURCES SIGNIFICANT TO RACINE'S HERITAGE

Policy 1.1: Support and implement initiatives that document Racine's heritage resources, including buildings, sites, structures and objects, throughout the community.

Recommendation 1.1: Re-Survey the Southside National Register Historic District. First listed in the National Register of Historic Places in 1977, the Southside National Register Historic District is Racine's largest historic district, comprising thirty-eight blocks of residential, institutional and educational historic resources located just south of downtown Racine along the Lake Michigan shoreline. The Southside District's National Register nomination only contains a partial inventory of historically and architecturally significant buildings, typical of an "early-generation" nomination when the National Park Service did not require a complete inventory of contributing and non-contributing resources. A re-survey initiative of the neighborhood was conducted in 2008 to garner a more complete understanding of the existing integrity of all buildings, and whether they contribute to the significance of district. That survey found that many properties in the district suffer from integrity issues and are non-contributing to the district. Moving forward, the district should continue to be monitored and managed, including a future survey to again assess integrity, and to re-evaluate whether any additional resources may be individually eligible for National Register or local landmark designation (see survey area #1 on the following page). This survey should be completed at an intensive-level, documenting architectural styles and building forms, exterior conditions and features, building alterations, accessory structures, building permit data, and any historical background information.

Recommendation #1.2: Re-Survey Downtown Racine and the Historic Sixth and Old Main Street National Register Historic Districts.
Unlike the Southside National Register Historic District, the Historic Sixth and Old Main Street National Register Historic Districts, first listed in 1988 and 1987 respectively, contain complete inventories of their contributing and non-contributing resources. The Old Main Historic District's inventory was revised in 1996 as part of an update to the nomination. Given the age of both nominations, it is recommended that a re-survey and inventory of the two districts should be undertaken to determine changes to the contributing status of any properties, if buildings had been lost to demolition, or if any changes to district boundaries are warranted (see survey area #2 on the following page). Like the Southside Historic District, a re-survey effort should be conducted at an intensive level. While the contributing status of many downtown buildings are unlikely to change during the re-survey, given that downtown building exteriors have been subject to design review by the Downtown Design Review Commission over the years, it is still important to investigate existing conditions to guide future design review decisions and consider the potential adjustment of historic district boundaries.

Recommendation 1.3: Re-Survey Racine's Near North Side neighborhood blocks.
The 1974 and 1979 architectural and historical surveys of Racine identified several significant heritage resources in Racine's near-north residential blocks, and a potential National Register Historic District in an area mainly bounded by Gould Street on the north, LaSalle Street to the west, Prospect Street on the south, and Michigan Street on the east. In 1994, the northern portion of this proposed district was eventually nominated in the National Register as the North Side Historic District of Cream Brick Workers Cottages in 1994. However, a re-survey of these blocks could determine whether the previously-identified individual resources have retained their integrity and merit future designation as National Register and Local Landmarks, or if other heritage resources have attained significance due to the passage of time or from new context considerations (see survey area #3 on the following page). Other cream-brick workers cottages could also be inventoried as part of the re-survey. While additional districts are unlikely to be identified in the area due to resource integrity issues, the neighborhood blocks could be eligible as future conservation areas.

Recommendation 1.4: Prioritize new areas in Racine for future survey and documentation activities.
Past city-wide and district-focused survey areas have inventoried more than five-hundred significant and contributing heritage resources in Racine, resulting in the designations of seven National Register Historic Districts and thirty-four individual National Register and sixty-one Racine Local Landmarks. Future survey areas should include residential neighborhoods to the west, where 1920s and post-World War II residential building types predominate, and commercial areas to the southwest of the city where late Victorian and early 20th century architectural styles and building types are found within the neighborhood business districts and the adjacent residential blocks.

The Tower View neighborhood to the west of the Southside National Register District and adjacent to the S.C. Johnson and Son complex merit survey and documentation given the potential for future conservation efforts; the Uptown commercial district has been identified through previous planning efforts as eligible for the National Register and should be subject to a formal survey. Future survey areas include (see Figure 1.0 on the following page)

- **Towerview Neighborhoods**
  The survey area, roughly bounded by Ninth Street on the north, the City limits on the south, Lake Michigan on the east, and Racine Street/Washington Avenue on the west, largely surrounds the S.C. Johnson and Sons Company complex on three sides, the neighborhood taking its name from the Frank Lloyd Wright-designed Research Tower (see survey area #4 on the following page). The neighborhood was subject to a 2008 Neighborhood of Choice planning study (see page 95), which emphasized housing rehabilitation and the use of new incentives to spur homeowner investments in the neighborhoods. Historic resources consist mainly of Gable-Front cottages, Queen Anne homes, Foursquares and Foursquares with Queen Anne stylistic features, Dutch Colonials, and Craftsman bungalows. Although the survey is unlikely to identify any National Register Historic Districts, given that a high majority of buildings have been altered over with artificial siding and other non-historic materials, a survey could determine the potential for Local Landmarks and Districts. Another purpose for the survey is to better understand the existing condition of buildings and the nature of alterations in the neighborhood that could be subject to future conservation measures, such as assisting homeowners in the repair and rehabilitation of porches, and other extant architectural features that contribute to the neighborhood's visual character.
- **Taylor Avenue Corridor**
  Bounded by 18th Street on the north to 21st Street, the Taylor Avenue corridor contains a mix of commercial and residential resources mainly built during the later decades of the 19th century to the 1920s, including Classical Revival apartment blocks, and Craftsman homes and Foursquares (see survey area #5 on the following page). While it is unlikely that historic districts are present along this segment of the corridor, a survey may identify individual properties that may be eligible as Local or National Register Landmarks. Conservation initiatives may also be employed for the residential properties in this area at some point in the future. The survey should be conducted at the reconnaissance level.

Future Survey Areas and Historic Districts

Survey and documentation concerns the identification of significant historic resources whether they be buildings, sites, structures or objects for future preservation considerations. These considerations may include listing as an individual property or as part of a historic district in the National Register of Historic Places or designation locally by the Racine Landmarks Preservation Commission. Documentation activities are conducted principally through field survey and inventory work and the preparation of National Register and local landmark and district nominations. The following areas should be prioritized for future survey and documentation efforts:

1. **Harbor Southside** *(Potential Conservation District)*
2. Downtown Racine
3. **Near Northside** *(Potential Conservation District)*
4. Towerview Neighborhood
5. Taylor Avenue Corridor
6. West Central Racine
7. Fratt School Neighborhood
8. **Uptown Commercial District** *(Potential National Register District)*
9. **State Street Corridor** *(Potential National Register District)*

Geographic Information System (GIS) data provided by the City of Racine MIS Department.

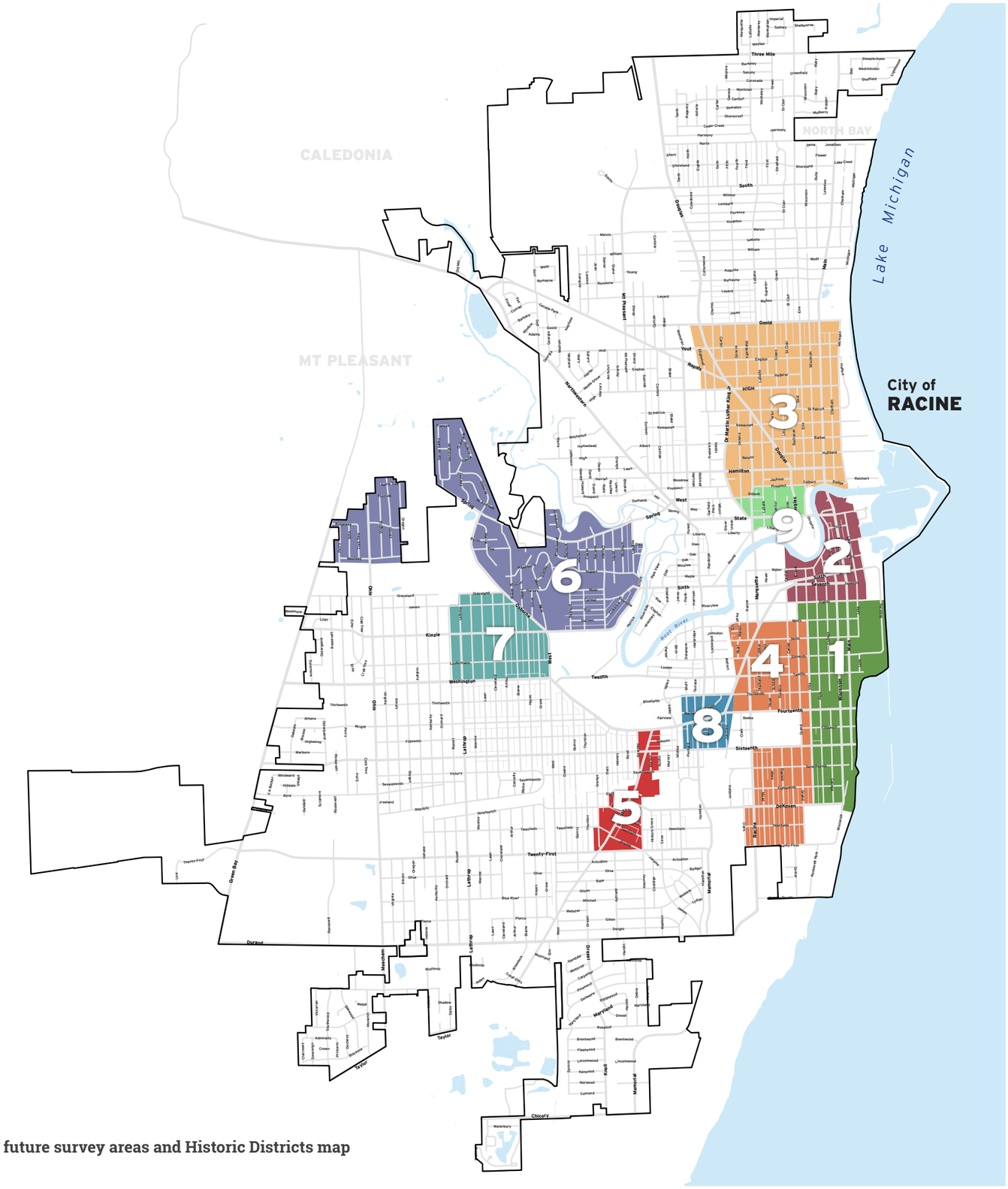


Figure 1.0: Racine future survey areas and Historic Districts map

West Central Neighborhoods
The west central neighborhoods of Racine, roughly bounded by Kinzie Avenue on the south, the Root River to the north and Green Bay Road to the west, consists of both pre-World War II housing types — Gable-Fronts and Craftsman bungalows, primarily — and post-World War II Cape Cods, Minimal Traditionals, Ranch homes and Split-Levels, mostly located in the neighborhood's western and northern blocks above Spring Street (see survey area #6 on the previous page). The post-World War II resources retain a high level of integrity and the neighborhood is noted for its mature tree canopy, a landscape characteristic not often found in Mid-Century neighborhoods built in the northern and southern sectors of Racine. Mid-Century neighborhoods have now reached the age threshold for eligibility in the National Register; these blocks should be subject to a reconnaissance-level survey to determine potential National Register districts.

- **Fratt Elementary School Neighborhood**
Bounded by Russet Street on the west, Graceland Boulevard on the north, Osborne Boulevard on the east and 12th Street on the south, the survey area is comprised of similar resources found in the adjacent Manree Park neighborhood, including Gable-Fronts, Foursquares, several distinctive variations of the Craftsman bungalow, and Tudors and Dutch Colonials, with the Classical Revival-styled Fratt Elementary School as the neighborhood's centerpiece architectural resource (see survey area #7 on the previous page). A reconnaissance-level survey may reveal the potential for a National Register or Local District, although there has been extensive exterior re-siding of many Craftsman and Foursquare homes. Alternatively, the neighborhood could be eligible for conservation initiatives.

Recommendation 1.5: Conduct a survey of Racine's historic industrial resources.
Racine's heritage has always been defined by its industries. Even as the industries themselves have changed over time or left Racine, the remaining landscape of loft buildings, sheds and other manufacturing building types are physical testaments to Racine's industrial past. In recent years, there has been growing interest in Racine's historic industrial buildings by developers and investors seeking to use various incentive programs, including historic preservation tax credits, for their rehabilitation and reuse. The Mitchell-Lewis Building, for instance, listed in the National Register in 2005 and associated with Racine's early industrial development, was recently adapted into rental loft apartments. Located on Racine's northwest side, the Horlick Malted Milk factory complex is slated for reuse and rehabilitation into residential living spaces. Identifying and documenting Racine's historic industrial resources, as places significant to Racine's heritage and as opportunities for community and economic development, should be a high preservation planning priority.

An intensive-level survey of industrial resources with a focus on evaluating previously identified industrial buildings, and surveying and inventorying other buildings associated with lesser-known Racine industries, should be conducted. Of these, at the least, the survey should include the following known extant resources:

- Arnold Electric Company (Washington Avenue and the railroad tracks)
- Dumore Manufacturing Company (partially extant building resources at 1300 17th Street)
- Pierce Engine Company (1952 Clark Street)
- Piggins Brothers Company (Corner of Sixth and Marquette Streets)
- Racine Electric Company
- U.S. Fish Brothers Wagon Company (State and Marquette Streets)
- Walker Manufacturing Company (remnants located near the Uptown commercial area)

Other significant Racine industries with unknown extant resources but meriting some level of research for documentation purposes include the:

- Andis Manufacturing Company
- Stevens Electric Company
- Racine Universal Motor Company, and
- Racine Wagon and Carriage Company

Recommendation 1.6: Conduct a survey of Racine's historic park system.
The *1979 Architectural and Historical Survey* identified Washington, Riverside, Island, and Horlick Parks and Lewis Field as potential National Register Historic Districts given the association with landscape architect Jens Jensen. Over the years, these park resources, including various design features and objects have been documented and catalogued by the Racine Parks Department; histories and other research on the parks have also been conducted. However, with the passage of time, a new intensive-level survey is recommended to determine if the Jens Jensen parks remain National Register eligible. Existing data and research would provide sufficient context information to assist in the National Register evaluation. Beyond the Jens Jensen parks, the survey should evaluate and inventory other park resources within the Racine park system.

Recommendation 1.7: Document, preserve, and interpret the aspects of Racine's heritage that concern the built resources and histories of the community's various ethnic and racial groups.
Like many communities, past documentation efforts often focused on the more significant architectural resources present in the community — the high-style residential property type, as represented in the South Side National Register Historic District, for instance. However, in Racine, historic districts have also been established for more vernacular historic resources that often reflect Racine's working-class and ethnic population groups that settled in the neighborhoods that developed around the city's major industrial areas. Racine stakeholders have long recognized that its list of landmarks and districts should reflect the community's diversity.

Going forward, future documentation initiatives should focus on gaining a deeper understanding of Racine's cultural history and how that history is reflected in its buildings and places. Such documentation activities may not necessarily consist of traditional survey work but other initiatives such as oral histories, videos, and context statements to name a few. In addition, newly discovered data and information about places associated with certain ethnic and racial groups may not lead to new landmark and district designations but to other forms of commemoration and recognition, such as interpretive programs, new Wisconsin State Historical Markers and exhibits at the Racine Heritage Museum. Specific ethnic and racial groups that should be subject to further research and documentation include:

- **African-Americans.** The African-American community has a rich legacy in Racine but reflects an experience found in many Midwestern industrial cities: arriving in Racine as part of the Great Migration for the new industrial jobs of the North just prior to World War II. African-Americans would ultimately open businesses and establish new institutions that would contribute to the community's integration in Racine's ethnic and cultural milieu. The Civil Rights Movement would come to Racine with the establishment of a National Association for the Advancement of Colored People (NAACP) chapter in 1951; in 1965, 600 people marched at Humble Park to protest the construction of a new recreation center in a predominately white neighborhood. More in-depth research should be conducted to identify other people and events significant to the understanding the history of the African-American community in Racine. Such research should result in a context statement that identifies or uncovers other historic resources worthy of preservation and interpretation.
- **Hispanic-Americans.** Like the African-American experience, Hispanics arrived in Racine to work in the many thriving factory complexes before World War II; they also came to work in farms in the surrounding countryside. It is only recent decades that the Hispanic-American presence has been felt in Racine as new Hispanic-owned businesses have opened and churches, such as the Barry Byrne-designed St. Patrick's Church, listed in the National Register, have transitioned from being identified with previous ethnic and racial groups to majority Hispanic congregations. New context research can help to identify other places and people important to understanding the history of the Hispanic-American community in Racine, and whether such places merit some level of recognition, interpretation and preservation.
- **Europeans.** The Irish, Germans, Danes, Welsh, as well as southern and eastern European ethnic groups, Poles, Jews, Armenians, Bohemians, and Serbs, have all made important contributions to Racine's built environment. Some groups are associated with specific geographic areas of the city where businesses and commercial areas were started and developed to serve these populations — West Racine for the Danes and the State Street corridor for the Armenians, for example. Much has been documented about these groups, but further research could provide information on other places and peoples important to Racine's ethnic and cultural heritage. A more comprehensive context statement concerning all European ethnic groups could be subject of a future research project.
- **Native Americans.** Native American settlement in Racine, particularly that of the Effigy Mound cultures should continue to be studied and documented. Due to the past significant loss of Effigy Mounds to development, archaeological sensitivity should be considered when new development occurs, particularly development proximate to the Root River. If significant sites are found before any construction work occurs near the site, a plan for avoidance or mitigation should be prepared and submitted to the Office of the State Archaeologist and the City of Racine.

Recommendation #1.8: Conduct surveys as part of future planning initiatives.
Over the last several decades, the City of Racine has conducted several planning studies for the downtown and neighborhoods. Depending on available resources, future planning efforts should incorporate a survey element to document historic resources and the identification of eligible historic resources as National Register or Local Landmarks and Districts.

Policy 1.2: Promote the designation of significant architectural and historical resources as landmarks and historic districts as identified through survey and documentation activities.

Recommendation #1.9: Seek National Register designations for the Uptown commercial district and the State Street commercial corridor.
Prior surveys and planning reports identified two districts within Racine as potentially eligible for the National Register of Historic Places: the State Street corridor just west of Downtown Racine, and the Uptown commercial area at Washington Avenue and 14th Street on Racine's near southwest side. Both districts consist of highly-intact commercial building resources dating from the late 19th century to the 1920s, largely developed to serve the surrounding residential neighborhoods and industrial complexes. Both National Register initiatives should be pursued as high priorities by the Landmarks Preservation Commission and other partners.

- *Uptown Commercial Area (see survey area #8 on page 25).* The 2005 *Uptown Improvement Plan* first identified the Uptown commercial area as a potential historic district (see page 97) with boundaries encompassing the commercial and industrial blocks along the Washington Avenue corridor between Memorial Drive on the west and 11th Street to the north. Uptown's building resources range from Queen Anne commercial of the late 1800s to simple one-story vernacular brickfronts with stepped and semi-circular parapets. The Uptown Theater, already individually listed in the National Register, is also located in the commercial district. Apart from the commercial buildings facing Washington Avenue, several industrial loft resources with cream and red-colored brick exteriors are found in the area's northern edges. Although several storefronts have been modified over time, the upper facades for most Uptown buildings retain a high level of integrity. The City of Racine should seek an official determination of eligibility from the Wisconsin SHPO if one has not already been furnished. If eligibility has been determined, an intensive level survey of the Uptown commercial area should be conducted, whether as part of the formal National Register nomination process, or as a separate survey and documentation initiative preceding the National Register nomination.
- *State Street Corridor (see survey area #9 on page 25).* The *1979 Architectural and Historical Survey* of Racine identified the State Street Corridor in the blocks between North Memorial Drive on the west to Main Street on the east as a potential National Register Historic District. The corridor contains two-part commercial buildings dating from the late 1800s to the 1920s, and designed in late Italianate, Queen Anne Commercial and Classical Revival and Commercial styles. It is also known as the business districts that once served a vibrant ethnic Armenian neighborhood. Like the Uptown district, a determination of eligibility from the Wisconsin SHPO should first be sought.

Recommendation #1.10: Prepare an annual study list of potential National Register and City-designated Landmarks and Districts.
The Racine Landmarks Preservation Commission should prepare and update annually a study list of potential landmarks comprised of historic resources that may meet the eligibility requirements for listing in the National Register of Historic Places or potential designation as a Local Landmark. Study list properties are those identified as potentially eligible through past and future survey work. In turn, the list would allow the Commission to review survey and other collected information and determine whether additional research and documentation is needed to make the case for listing or designation. Priority landmarking efforts should focus on historic resources that have already been identified as eligible in prior surveys. The study list promotes a better community-wide understanding on what resources are worthy of preservation.

Racine's early survey work, including the *1979 Architectural and Historical Survey*, provided baseline documentation on historically and architecturally significant buildings, a substantial number of which were subsequently listed individually in the National Register. However, many more buildings have not been listed and should be the focus of new efforts to nominate them to the National Register, mainly to recognize their continued importance to the heritage of Racine and to serve as a basis for future designations as City of Racine Landmarks, if not locally-landmarked already. Some resources may be evaluated again as part of new survey efforts recommended above.

Heritage resources that should be considered and re-evaluated for future National Register nominations include:

Commercial Buildings

- Pabst Brewing Company Saloon, 1300 16th Street
- Robinson Building, 201 Sixth Street

Residential Buildings

- Joshua Pierce Farmhouse, 2800 Taylor Avenue
- Matthew and Anna Andis House, 3908 Washington Avenue
- Louis H. and Marie Hamilton House, 4001 Haven Avenue
- Martin P. and Elizabeth Christensen House, 4100 Haven Avenue
- Randal and Josephine McDonald House, 1001 Russet Street
- 2909 Chatham Street
- Elmer and Delores Petersen House, 3110 Erie Street
- Joseph and Norma Dockery House, 3333 Erie Street
- 2713 North Main Street
- Ludwig and Blanche Kahn House, 3056 North Main Street
- 3202 North Main Street
- 2720 Michigan Boulevard
- E. Adrian and Ida L. Silver House, 2910 Michigan Boulevard
- 3057 Michigan Boulevard
- Elmer and Nell Voigt House, 3225 Michigan Boulevard
- William R. Wadewitz House, 3329 Michigan Boulevard
- 3333 Michigan Boulevard
- 3419 Michigan Boulevard
- 1900 Washington Avenue
- 2021 Washington Avenue
- 2300 Washington Avenue
- 3829 Washington Avenue
- 3824-3822 13th Street
- 1245 Lathrop Avenue
- 1249 Lathrop Avenue

Industrial Buildings

- Racine Trunk Company Building, 1003-1015 Superior Street

Civic, Religious, and Institutional Buildings

- Church of the Good Shepard, 625 College Avenue
- The Park Theater, 3015-3021 Washington Avenue
- Bethel-St.Johns Methodist Church, 1502 West Sixth Street
- Dania Hall, 1019 State Street
- Danish Brotherhoood, 710 Grand Avenue
- Engine House Number 1, 1412 Racine Street
- First Church of Christ Scientist, 402 Ninth Street
- St. Paul's Lutheran Church, 3011 Erie Street
- German Men's Club, southeast corner of Villa and Seventh Street
- Martin Luther College, 2600 West Sixth Street
- Racine Carnegie Library (Racine Heritage Museum), 701 Main Street
- Racine Zoo Administration Building, 2129 North Main Street

Educational Buildings

- Lorenzo Janes School, 1425 North Wisconsin Street

While many communities rely on private building owners to pursue National Register nominations on their own time and expense, other municipalities take a more proactive role in National Register listings by providing research information or preparing nomination forms on behalf on property owners if time and staff resources permit. Other partners such as Preservation Racine could also provide technical support and assistance to property owners.

Policy 1.3: Survey and documentation information should be readily available and accessible to the Racine community.

Recommendation #1.11: Use internet and other Geographic Information-System-based technologies for future survey activities.
Internet and Geographic Information Systems (GIS) technology platforms have become customary tools today for documentation and survey projects. Such technologies allow field surveyors, using tablets, iPhones or iPads, to record and transmit survey data from the field to internet databases that can be easily accessed by both surveyors and municipal preservation planners for editing and administration. RuskinArc, SiteVista and Arches are just a few of the software technologies available for use in historical and architectural resource surveys, technologies that allow for the easy integration of survey data with other GIS and property information maintained by a municipality. In some cases, access to such technologies requires a yearly maintenance fee for the server storage of photos and survey forms. The City of Racine should consider requiring the use of digital technologies in future survey initiatives.

Recommendation #1.12: Create and maintain a public survey data portal or website.
In addition to Recommendation #1.11, online portals or websites that allows public access to survey information can also be created with the latest generation of survey technology and GIS platforms. Such technology can also allow survey data to be integrated with other property information as part of a municipality's GIS system. In addition, survey websites can also provide summaries of context information, architectural style descriptions and neighborhood histories as a way to educate and inform Racine residents about the community's heritage.

Recommendation #1.13: Create new GIS layers that include all levels of historic significance determined through survey projects.
Racine's GIS system currently includes data layers for landmarks and districts but not resources identified as significant or eligible for National Register or Local Landmark designation. A GIS layer of significant properties should be created and regularly updated as survey work is completed in the future. A PDF map version of the significant properties should also be prepared and made accessible by the City on its municipal website.

Recommendation #1.14: Publish and distribute survey and documentation reports on an ongoing basis.
As future survey and documentation projects are completed, survey reports should be published, whether in print or digital form, and made available to the Racine community. The *1979 Architectural and Historical Survey*, published and printed by the Landmarks Preservation Commission, remains a valuable guide and resource on community architecture. Other printed survey reports could serve the same purpose as resources for understanding the significance of Racine's heritage resources.



Old Main Street National Register Historic District.

Program Administration and Management

A key element in any community preservation program is the management of processes and mechanisms related to the protection and stewardship of heritage resources — processes administered by the City of Racine's Landmarks Preservation Commission. As mentioned previously, Racine's Historic Preservation Ordinance, the principal tool for designating local landmarks and districts and managing change to such resources, should be updated to provide added clarity to Ordinance procedures and provisions, and to strengthen the Commission's role in protecting Racine's architectural legacy. This section also provides additional recommendations on other preservation tools that could be adopted and implemented by the Commission to aid in its preservation and stewardship mission.

GOAL #2: PROMOTE THE PROTECTION AND PRESERVATION OF RACINE'S HISTORIC RESOURCES THROUGH UPDATED ORDINANCES AND THE ADOPTION OF NEW PRESERVATION TOOLS.

Policy 2.1: Maintain an updated Historic Preservation Ordinance that protects Racine's significant heritage resources and ensures the integrity of local landmarks and historic districts.

Recommendation #2.1: Update the Racine Historic Preservation Ordinance. The functions and operations of the Landmarks Preservation Commission are outlined in Chapter 58: Historic Preservation, of the Racine Code of Ordinances (see Appendix 5: City of Racine Historic Preservation Ordinance, page 118). First adopted in 1973 by the Racine City Council and then revised in 2005, the Ordinance should be updated to reflect the preservation goals and policies presented in this Heritage Preservation Plan, as well as to incorporate best and current practices in historic preservation planning. Updates to the Ordinance are focused on providing clarity in procedures and strengthening provisions regarding the demolition of landmarks and resources within historic districts, demolition by neglect, and design review.

The update should:

- Incorporate a more comprehensive list of relevant historic preservation definitions, including survey and inventory, architectural design guidelines, non-contributing resources, the differences between rehabilitation and renovation, demolition by neglect, landscape resources, artifacts, the period of significance, the Secretary of the Interior's Standards for Rehabilitation, and sites and structures. A suggested list of definitions is included in Appendix 4 on page 115.
- Include a more expansive "Purpose and Intent" section that states the importance of historic preservation as a tool for promoting community economic health and sustainability, good design, and the careful integration and consideration of historic resources in future growth and development plans. The section should also incorporate a statement that the Ordinance provides a regulatory framework for advancing the community's preservation program.
- Add a phrase within the duties of the Landmarks Preservation Commission that its preservation activities shall both be "advisory" and "regulatory" — in that a portion of its work will be regulatory in nature.
- Incorporate a new section that summarizes all general administrative provisions such as computing time periods for notices, hearings and Certificate of Appropriateness approval procedures; separability, conflicting regulations, and imminent threats to life and safety.
- Incorporate a provision regarding the assignment of a part or full-time preservation planner to staff the Landmarks Preservation Commission.
- A new section that summarizes all procedures regarding hearing and hearing notices.
- Rename Division 2 – Historic Properties to "Historic Landmarks" or "Local Landmarks" and eliminate the reference of contributing properties in this section. Contributing properties are currently inferred as having the same level of significance as landmark properties, which they do not in other community preservation ordinances.
- Add a provision that allows for supplemental regulation or covenants on a landmark property agreed upon by the property and owner and the Landmarks Commission.
- Incorporate provisions for amending Local Landmark designations and specific standards for when Local Landmark designation can be rescinded and when a Local Landmark can be demolished. Any request for the demolition of a Local Landmark or contributing property within a Local District should follow a Certificate of Appropriateness review procedure administered by the Commission.
- Re-order the sections on Local Landmark re-designations and Local Landmark demolition after the landmark designation process subsection. This will provide more clarity and readability to the Ordinance.
- Require a designation report be prepared by the preservation planner of City staff, rather than an application. A designation report provides more background information on how the property of Local District meets the designation criteria.
- Eliminate the provision that allows owners of contributing properties in Local Districts the ability to rescind the contributing status of the property.
- Consider relocating or consolidating Subdivision 1 – Historic Properties District, Division 5 of the Special Districts section in the Racine Municipal Code to Chapter 58 -Historic Preservation. Division 5 describes in some detail the designation requirements for Local Districts and would aid in providing more clarity to Chapter 58 regarding Local Districts. In addition, more defined Local District designation criteria, including the determination that each district should define contributing and non-contributing properties, and that physical improvements to the district — sidewalks, roads, street fixtures, for instance — considered essential elements of the historic district, should be considered. As with Local Landmarks, petitions to demolish any resource within a Local District, shall require a Certificate of Appropriateness for demolition from the Commission.
- Consider additional provisions that address the preservation of archaeological resources.

In addition to the updates suggested above, the following recommendations pertain to the Commission's Certificate of Appropriateness (COA) review process.

- Specify that building permits for building projects can only be issued for landmarks and properties within Local Historic Districts unless a COA has been processed and issued by the Commission.
- Add provisions that extend the Commission's COA design review authority to Landmarks and Local Districts being considered for demolition by the Commission.
- Add a precise definition on how non-contributing properties in Local Districts are treated and addressed in design review.
- Provide a provision that describes in more detail what constitutes ordinary maintenance and minor and major changes.
- Include a reference that the Commission may use the Secretary of the Interior's Standards for Rehabilitation and other design guidelines prepared by the Commission in order to conduct COA reviews for all Local Landmarks and properties within Local Districts.
- Include additional details on what exterior architectural features — windows, roofs, doors, decorative elements, porches, cornices, storefronts, for example — would be subject to design review.
- Create a separate review process for cases of economic hardship for property alterations.

- Insert language that explains what ordinary property maintenance — actions that would not require a building permit — would not be subject to the Commission's design review authority.
- Create a review process for vacant building and board-up permits.

Demolition by Neglect
Apart from the Ordinance's administration, designation, and design review processes, minimum maintenance standards and demolition by neglect provisions should be incorporated into the Ordinance. As it reads currently, the Ordinance has only one sentence regarding demolition by neglect and it is inadequate to address such cases as they affect Local Landmarks and contributing properties within Local Districts.

A demolition by neglect provision within the Ordinance would:

- Empower the Landmarks Preservation Commission and the Chief Building Inspector to issue citations and fines.
- Preventing Local Landmarks and other significant properties within Local Districts from falling into a state of disrepair.
- Require property owners cited for demolition by neglect to submit a property stabilization or rehabilitation plan with a specified time frame, such as a year, to complete the necessary repairs.
- Enable the Landmarks Preservation Commission to refer the case for legal action and "abatement" if the property stabilization plan had not been implemented within the required time frame. Abatement actions could include the repair and amelioration of neglect conditions undertaken by the City or outright acquisition of the property under authorization by the City Council. Abatement actions could only be undertaken if the Landmarks Preservation Commission had determined a demolition by neglect case through a public hearing process.

Historic preservation commissions often use minimum maintenance standards written within the historic preservation ordinance to assess whether a demolition by neglect case has been presented. Such standards focus on the visible deterioration or neglect of the following building features and elements:

- Exterior wood clapboard walls with lack of paint and other weather protective coverings.
- Roofs with evidence of sagging, holes and deteriorating materials.
- Exterior walls and other vertical building supports with evidence of buckling, cracking, leaning, and missing and deteriorating mortar joints.
- Cracked and spalling foundations.
- Chimneys and chimney stacks with deterioration masonry and spalling brick
- Exterior stairs and porches, including their supports, handrails, flooring and balusters.
- Windows, doors and other features that may be missing or in a significant state of decay.
- Cornices, entablatures, exterior building materials, and commercial storefront elements that may be missing, falling, or in a condition that is unsafe.

Demolition Delay
The City of Racine already has a limited 30-day demolition delay for all buildings in Racine, including a 30 day review. Another provision that has become common in many community preservation ordinances is a demolition delay procedure that permits a local preservation commission to formally delay a pending demolition of historic resources that are:

- National Register-listed properties not currently designated as Local Landmarks.
- Properties considered to have "High" significance through past and future survey and documentation initiatives — heritage resources that are considered eligible for National Register listing or Local Landmark designation.

The delay provision would allow the Landmarks Preservation Commission, in partnership with Preservation Racine and other preservation advocates, to devise potential alternatives and options, including potential sale or re-location, or addressing any economic hardship issue that may be preventing the property from be rehabilitated or re-used. The delay period could be between 60 to 90 days. The following chart below compares Racine's Historic Preservation Ordinance with communities of smaller and larger populations as a way to understand the Ordinance's relative strengths and weaknesses.

Local Historic Preservation Ordinance Community Comparison

	Racine	Madison	Tomah	Janesville
Owner Consent to Local Landmark or District Designation	No	No	No	No
Landmark De-Designation/ Demolition Standards	**Yes/No**	**Yes**	No	No
Design Review for Local Landmarks and Districts	**Yes**	**Yes**	**Yes**	**Yes**
Economic Hardship Provisions	No	**Yes**	No	No
Demolition Delay	**Yes**	No	**Yes**	No
Demolition by Neglect Provisions	No	**Yes**	No	No
Voluntary Restrictive Covenants	No	**Yes**	**Yes**	No

Recommendation #2.2: Prepare and adopt a comprehensive city-wide set of historic district design guidelines.
Currently, the Landmarks Preservation Commission uses the S*ecretary of the Interior's Standards for Rehabilitation* as its primary set of guidelines for COA review, although it is authorized under the Historic Preservation Ordinance to develop additional guidelines where and when appropriate for Local Districts and other design review needs. The Standards, however, only provide general reference points for appropriate preservation procedures for historic buildings — more detailed design guidelines customized for local conditions and preservation needs are often helpful in providing more precise direction to building owners and local preservation commissions on how to best meet the Standards. Therefore, the Commission should prepare a comprehensive set of design guidelines that address specific preservation and rehabilitation issues for Local Landmarks and resources located in its National Register and Local Districts. The guidelines should serve as an educational resource for property owners planning a maintenance or rehabilitation projects — projects that may be subject to Commission design review.

A design guidelines publication should be formatted with ample pictures and images that illustrate and describe proper preservation procedures. For Racine, the design guidelines should address residential, commercial and industrial resources.

A design guidelines publication for Racine should include the following elements:

- Background on Racine's historic architecture, including characteristic features of architectural styles.
- Descriptions of Racine's National Register Districts, including predominate architectural styles, building types, and lot and site characteristics.
- Maintenance procedures for common building materials and key architectural features.
- Appropriate replacement or replacement-in-kind materials.
- Appropriate storefront rehabilitation and reconstruction procedures.
- Roofs and cornices maintenance.
- Residential and building additions.
- Garages and accessory building preservation and replacement considerations.
- Site design and landscape feature treatments.
- Energy efficiency and alternative energy systems.
- Design issues related to architectural styles and properties of Mid-Century vintage, including Ranch and Minimal Traditional types.
- Signage and awnings for historic commercial buildings.
- Explanation of the *Secretary of the Interior's Standards for Rehabilitation* — the baseline set of preservation rehabilitation standards.
- Term glossary.

Once developed, the design guidelines should be made available in a PDF downloadable format, in a nicely-formatted website version, and in print copies.

Policy 2.2: Vest the Landmarks Preservation Commission with jurisdiction over the stewardship of Racine's landmarks, historic districts and significant historic resources.

Recommendation #2.3: Reconstitute the Downtown Design Overlay District as a Local Historic District.
Through the adoption of the Downtown Design Overlay District by the City of Racine in 1999, design review authority for proposed exterior changes and alterations to downtown buildings are vested in the Downtown Design Review Commission. The overlay was recommended as a design management tool in the *2005 Racine Downtown Plan* as a method to address design issues related principally to new development expected to occur along the waterfront and in specific development areas and opportunity sites adjacent to the two downtown National Register Historic Districts, Old Main and Historic Sixth Streets. However, it is customary practice in many communities to vest design review authority with local historic preservation commissions where National Register and local historic districts are present. This allows the Commission to exercise its enabled design review authority through the Historic Preservation Ordinance in areas of historical and architectural importance. The existing Overlay District, in essence, functions to a great extent as a Local Historic District. It does not, however, protect historic commercial buildings from demolition as would under the provisions of the Historic Preservation Ordinance.

Reconstituting the Overlay District as a Local Historic District would likely necessitate the following steps:

- Following the Local Historic district designation procedures as outlined in the Historic Preservation Ordinance.
- Informing and working with Downtown property owners on the transition between the Downtown Design Review Commission and the Landmarks Preservation Commission.
- Using and incorporating the definitions and design review standards within the Overlay District for COA design review conducted by the Commission or preparing new guidelines that adequately address preservation design issues.
- Reconstituting the Downtown Overlay District to cover new boundaries that are outside the two National Register Historic Districts.

Policy 2.3: Encourage the establishment of Local Historic Districts and adopt new preservation tools to protect historic resources and enhance historic neighborhoods and areas.

Recommendation #2.4: Require easements or Local Landmark designations in exchange for access to local financial incentives.
To facilitate the preservation and protection of historic resources located in the National Register districts or considered eligible for Local Landmark designation, the City and the Landmarks Preservation Commission should require property owners or developers seeking access to municipally-funded incentive programs to donate a façade easement or submit a Local Landmarks application. The latter should only be required if the building is considered architecturally or historically significant as determined or identified through a historic resources survey. The easement could be donated to the City, Preservation Racine, or other organization, or non-profit entity that accepts easements. This is a common requirement with communities offering low-interest loans, grants or contributions to encourage building and façade rehabilitation.

Recommendation #2.5: Consider form-based zoning overlays for redeveloping areas near or adjacent to Local Landmarks and Districts.
Form-based zoning is a design-based zoning tool often employed by communities in redevelopment areas to promote quality and compatible new development design adjacent or near historic districts. Form-based zoning could be used in redevelopment areas near downtown Racine or in areas where the historic building fabric has been lost or diminished due to disinvestment or demolition; it can also be implemented in conservation areas where extensive infill development is planned or expected.

Recommendation #2.6: Establish a Neighborhood Conservation District program.
Neighborhood Conservation Districts (NCDs) are an alternative tool to historic districts used by cities and communities to preserve historic resources in neighborhoods and areas not eligible for National Register or Local Landmark designation due to integrity issues but merit some level of design management due to the neighborhood's overall visual character. The City of Madison is one Wisconsin community that has implemented a city-wide neighborhood conservation district program. Conservation district programs are also employed by communities in other states, including Texas, Tennessee, North Carolina, Massachusetts and Nebraska.

Key aspects of a Neighborhood Conservation District program include:

- An NCD must have a cohesive land use pattern and identifiable physical characteristics and features, such as its buildings, lot sizes, landscape features and streetscape.
- An NCD can be as small as one or two blocks and represent a distinguishable collection of local historic, cultural or architectural importance, or possess distinctive exterior facade elements such as porches, roof shapes, trim elements, and doors and windows.

Again, in most cases, an NCD would be established in an area that has diminished integrity due to vinyl siding and exterior feature alterations, and the loss of building fabric due to demolition. An NCD could be used applied to a National Register Historic District if a Local District designation is not preferred by the property owners.

- An NCD's main purpose is to provide a level of design review aimed at maintaining key architectural and character features and new construction related to building height, setback, and other site characteristics. In most cases, design review is focused less on materials. Neighborhood design guidelines are often prepared in consultation with neighborhood residents.
- In many communities that use NCD's, a neighborhood plan is developed along with design guidelines to address land use issues, engage residents on key preservation and design issues, and guide future capital improvements in neighborhood streets and infrastructure.
- Conservation districts are often established as a zoning overlay, which may be administered by a planning or historic preservation commission.
- Local Landmarks located within an NCDs would still be subject to the COA design review provisions stipulated within the Historic Preservation Ordinance.

In Racine, neighborhood conservation districts could be used in several areas where National Register or Local Districts are not feasible — the Towerview neighborhoods for instance, or the neighborhood blocks north of the downtown — areas that retain good visual character but lack architectural integrity. The following map (on page 34) depicts Racine's character areas, areas that contain a significant concentration of older, diverse building types. In concept, conservation districts could be employed in many neighborhoods throughout Racine where the preservation of the housing stock and the maintenance and stabilization of neighborhoods are important community planning priorities.



Tudor Revival-styled hosue, Orchard Street National Register Historic District

Racine Character Areas

To define Racine's "Character Areas" a 200-meter-by-200-meter grid was used to enable easy visual comparison of data and simplify statistical analysis of the median age, diversity of age, and mean granularity, or size of the buildings within each grid cell. The cells with older, smaller, more age diverse buildings rank higher on the character score scale and represent more easily adaptable blocks that are often more resilient to change, are diverse in ownership, support small business development, represent areas of more affordable housing, and areas with a higher degree of urban vitality.

Due to a lack of building construction dates and/or building footprint and floor area information, some areas were not given a character score. Similarly, the data analyzed is aggregated across the overlaid grid system — meaning, there are some locations which are perceived as having a low character score, which score higher than expected due to proximate historic or smaller scale resources within the grid cell. It should be noted that data used in this map is based on City of Racine GIS property parcel information, some of which may not be correct.

Geographic Information System (GIS) data provided by the City of Racine MIS Department.

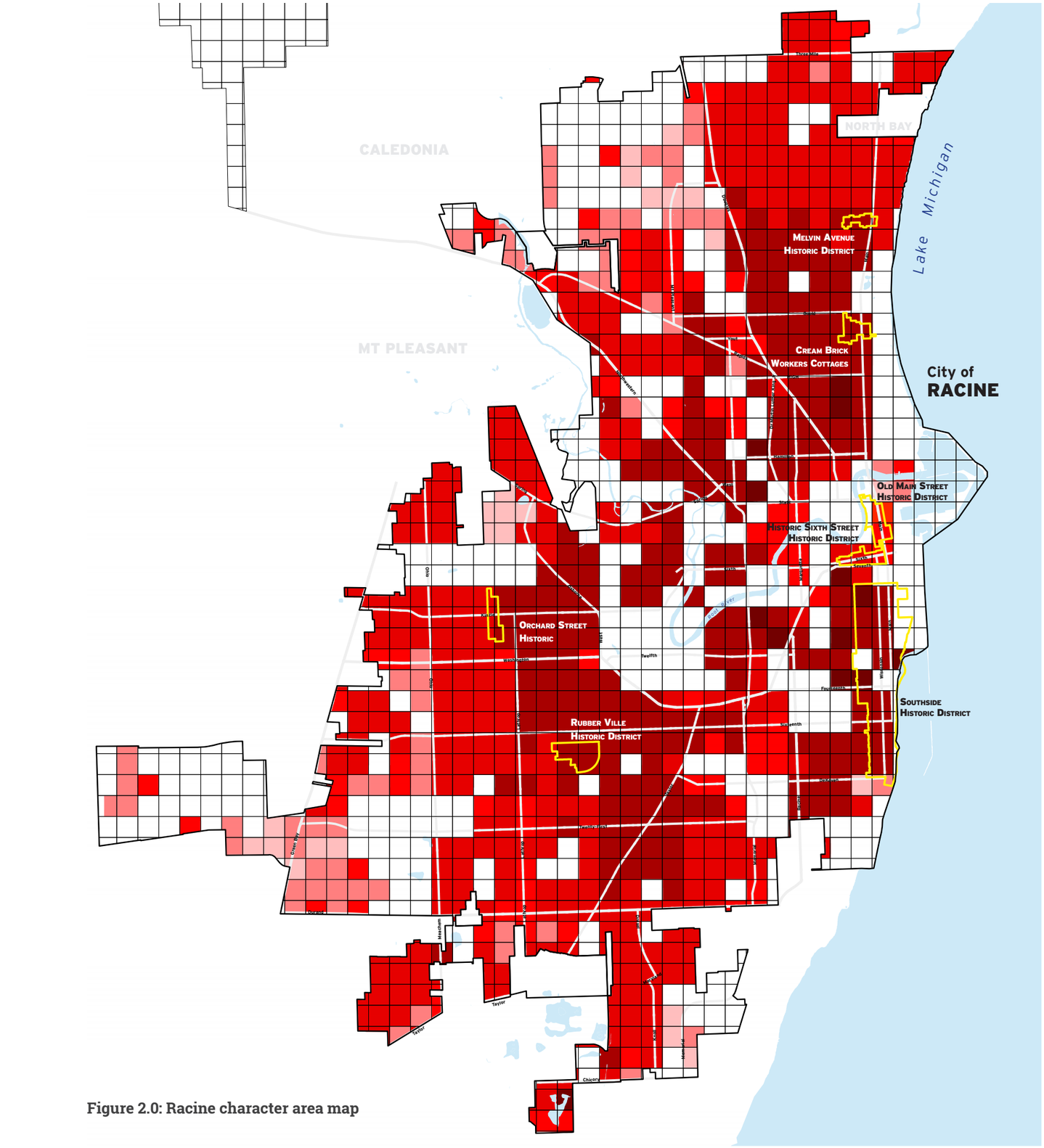


Figure 2.0: Racine character area map

Policy 2.4: Maintain an effective Landmarks Preservation Commission with the capacity to preserve and protect Racine's heritage resources and implement preservation planning policies and initiatives.

Recommendation # 2.7: Maintain a part or full-time historic preservation planner position.
Currently, the Landmarks Preservation Commission is staffed on a part-time basis by staff planners within the City of Racine's Department of City Development. While the Commission's workload does not support the need for a full-time preservation planner at this time, a full-time planner may be needed if the Commission assumes additional responsibilities regarding design review in downtown Racine and in other districts, or undertakes new initiatives, such as a neighborhood conservation district program. A full-time preservation planner could also coordinate various preservation-based economic development, and education and advocacy initiatives with other City departments and preservation partners.

Recommendation #2.8: Expand Landmark Preservation Commission membership.
Typically, local preservation commission have memberships ranging in number from seven to thirteen depending on commission responsibilities enumerated in their local ordinances. As the Landmarks Preservation Commission expands its roles in design review, survey and documentation, and education and advocacy projects, commission membership should also expand to add expertise with preservation architects and contractors, local historians, realtors and economic development professionals, neighborhood advocates, and representatives from the Heritage Museum and Preservation Racine.

Recommendation #2.9: Encourage City staff and Landmarks Preservation Commission members to attend educational conferences and training opportunities.
City staff and landmarks Preservation Commission members have been diligent in attending recent conferences, workshops, and trainings offered by the Wisconsin SHPO and the National Trust for Historic Preservation. Such trainings provide opportunities to augment the skills and knowledge base of Commission members and City staff. The Commission should be encouraged to attend all available training sessions and conferences where and when available.

Recommendation #2.10: Orient incoming Landmarks Preservation Commission members to Commission operations and procedures.
City staff should provide on-going training and orientation services to new and incoming Commission members. As part of the orientation, the City should prepare manuals or binders that include a copy of the Historic Preservation Ordinance, a meeting calendar, design guidelines, survey reports, and National Register nominations, among other important and relevant materials.

Recommendation 2.11: Benchmark Landmark Preservation Commission accomplishments.
On an annual basis, the Landmarks Preservation Commission, should review its operations, collect statistics, and establish benchmarks to measure the success of the Racine's historic preservation program. Benchmarks or performance indicators that could be tracked, may include:

- Number of COA's reviewed and number of Local Landmarks designated.
- Neighborhoods or districts surveyed and inventoried.
- Private capital leveraged in building rehabilitation or adaptive projects partially financed through Historic Preservation Tax Credits or other incentive programs.
- Leveraged financial and volunteer resources garnered through partnerships with other organizations.
- Educational conferences and workshops attended by members of the Commission.

Recommendation #2.12: Publish an annual Heritage Preservation Plan implementation report.
On a yearly basis, the Commission should review its progress in implementing the Heritage Preservation Plan and report that progress, along with benchmark statistics, in an implementation report made available through the City's website.



Uptown Theater Circa 1940s

Community Revitalization

Heritage preservation can play pivotal roles in promoting economic vibrancy, community quality of life, and long-term sustainability. Facilitating investment in historic properties — as a means for promoting job creation and stable neighborhoods and commercial districts — should always be a focus of any effective community preservation program. This section proposes initiatives that build on Racine's recent successes in preservation-based community development, as well as supports increased activity in building rehabilitation and adaptive use, and business development.

GOAL 3: FACILITATE BUILDING REHABILITATION AND ADAPTIVE USE PROJECTS THAT SPUR REVITALIZATION OF RACINE'S TRADITIONAL DOWNTOWN, INDUSTRIAL AREAS AND NEIGHBORHOOD COMMERCIAL DISTRICTS.

Policy 3.1: Establish, maintain and leverage a range of incentive programs to address different preservation and community revitalization needs.

Recommendation #3.1: Promote and market existing facade/building rehabilitation programs.
For the last several years, the City of Racine has established two effective incentive programs, the Commercial Building Façade and White Box grant programs. Other façade grant programs are offered by existing business improvement districts (BIDs) located along the Douglas Avenue and Uptown commercial corridors. Both programs should continue to be funded and marketed to property and business owners as well as developers and investors.

Recommendation #3.2: Consider building stabilization as an eligible expense under existing and future preservation incentive programs.
Building stabilization needs, including exterior masonry wall and roof repairs for instance, have been cited by local stakeholders as key preservation concerns that are not addressed by existing façade and storefront rehabilitation programs. Building stabilization should be eligible expense under these programs, or, if not feasible, a new funding source should be identified, and incentive program created to address such issues.

Recommendation #3.3: Create an adaptive use ordinance or incentive program.
Several cities have adopted "adaptive use" ordinances or programs aimed at facilitating the reuse of historic commercial and industrial buildings in specific areas. An adaptive use program typically offers a series of incentives, such as permit fee waivers, grants and expedited project reviews, along with relaxation of some zoning and building code requirements that may be an impediment to an adaptive use project. For Racine, the program could be targeted in "adaptive use target areas" where reinvestment in older commercial and industrial buildings are desired (see figure 3.0 on the following page).

Recommendation #3.4: Leverage and continue use of Tax Increment Financing funds to facilitate preservation and adaptive use projects.
The City of Racine currently maintains a policy of permitting the use of Tax increment Financing funds for the rehabilitation and adaptive use of architecturally and historically significant buildings. This policy should be pursued and targeted to key catalytic adaptive use projects, especially for historic industrial and commercial buildings, or in residential areas to maintain infrastructure, such as historic brick streets. Ideally, Tax Increment Financing should leverage other sources of financing, including Federal and State of Wisconsin Historic Preservation Tax Credits that property developers may have secured as part of their capital stack or financing structure. Other cities often require that tax credit assistance be secured first before applications for Tax Increment Financing funds are submitted.

Recommendation #3.5: Create a downtown Racine venture fund.
While there are several local preservation incentive programs in Racine and a number of business development programs offered at the state level, there are no programs currently to encourage preservation-based economic development in the downtown district. A private or public sector-financed venture fund that focuses on business development activities and new retail business start-ups could help reduce first-floor vacancies, increase rents and property values, and generate additional pedestrian traffic in the downtown. The venture fund could be jointly administered through the City and the Downtown Racine Corporation. The private financing could come from corporate donations and individual "angel" investors.

Recommendation #3.6: Provide design and other forms of technical assistance.
Beyond financial incentives, other types of design and technical assistance could be provided to property owners. The Downtown Racine Corporation will be able to provide design assistance through its participation in the Wisconsin Main Street program. This assistance could be augmented by preparing lists of qualified contractors, securing estimates on proposed work, or providing more in-depth design consultation to those seeking to access incentives such as the Federal and State Historic Preservation Tax Credits. In addition, the City of Racine could provide assistance to the Racine Unified School District on adaptive use and property disposition needs.

Policy 3.2: Create and support planning programs and initiatives that advance preservation and community revitalization objectives.

Recommendation #3.7: Collaborate with the Downtown Racine Corporation on preservation initiatives.
The Downtown Racine Corporation has recently been accepted into the Wisconsin Main Street program, which will enable it to reposition itself to implement a more comprehensive historic-preservation based economic development program for the downtown. The City and the Landmarks Preservation Commission should explore opportunities to partner with Downtown Racine to advance preservation planning objectives, including:

- Advocating for new incentive programs to spur building rehabilitation, adaptive use, and business development.
- Creating building design guidelines for the Old Main and Historic Sixth Street National register Historic Districts.
- Conducting "upper-story tours" of rehabilitated apartments and offices.
- Provide technical assistance and training workshops to property owners and developers on the benefits of historic preservation and available incentives, including the tax credits programs.
- Updating the downtown district plan.



Dutch Colonial duplex within the Racine Rubber Company Homes National Register Historic District

Commercial Adaptive Use

Smaller, older historic buildings are typically more “highly adaptable”, promoting small business development and mixed uses more so than newer buildings. The following analysis isolates commercial properties in Racine, constructed before 1968, with a gross floor area less than 50,000 square feet. These properties represent opportunities for future investment and rehabilitation and could take advantage of Federal and State Historic Preservation Tax Credits if located in a National Register Historic District. Although not all parcels identified require or are suitable for rehabilitation or adaptive use, the parcels identified represent the vast commercial building stock extant in Racine which should be considered for re-use and preservation.

Geographic Information System (GIS) data provided by the City of Racine MIS Department.

Commercial parcels identified as having the potential for adaptive use.

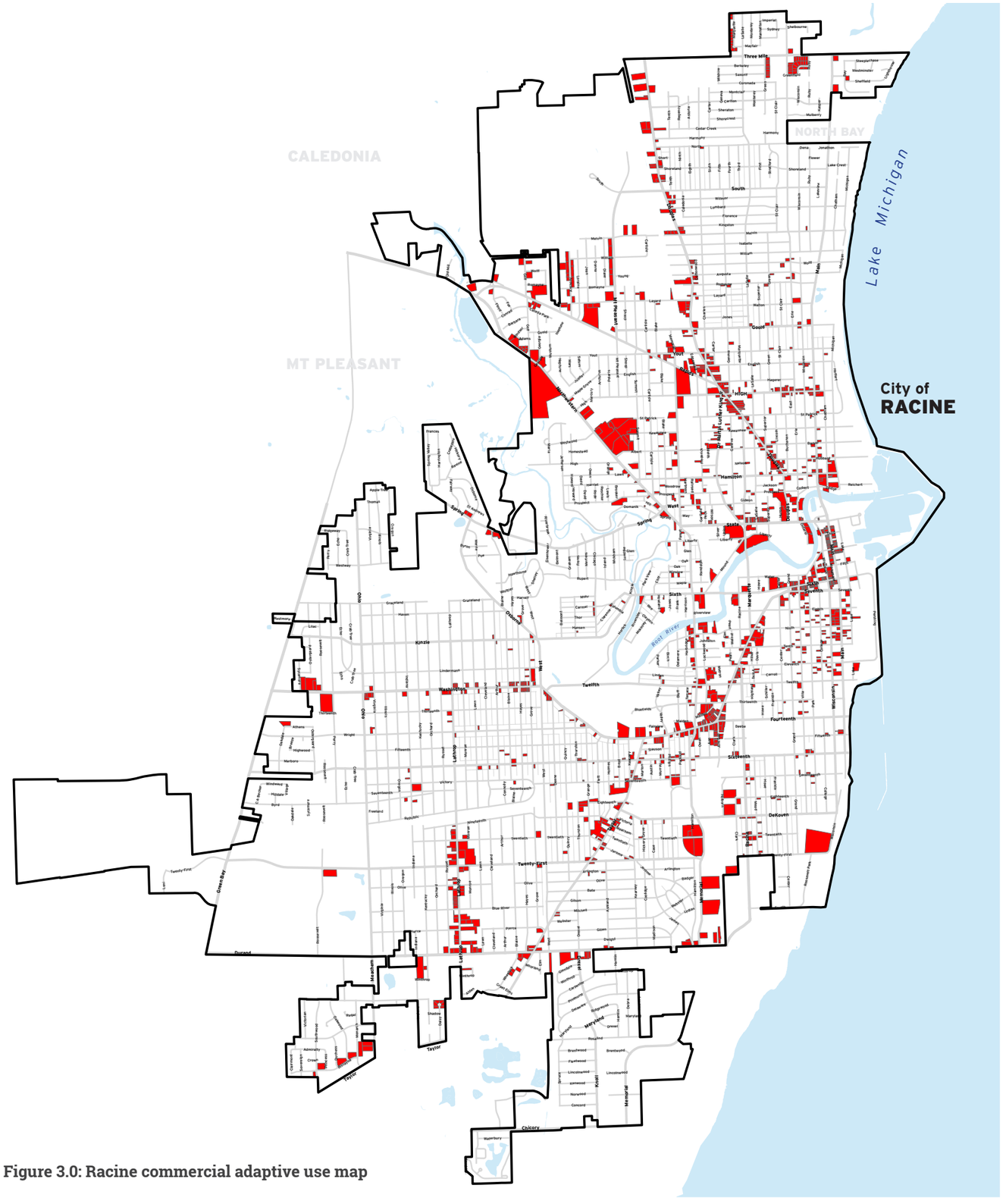


Figure 3.0: Racine commercial adaptive use map

Recommendation #3.8: Market available industrial buildings for future rehabilitation and adaptive use.
As suggested in the Survey and Documentation section, the Landmarks Preservation Commission should undertake a survey of all historic industrial buildings to determine the number of significant industrial buildings still extant in the city. The survey should also provide a baseline of information on the number of historic industrial buildings that could be candidates for future adaptive use, especially those that might be vacant or underutilized. The City could then catalogue those properties for future planning initiatives, including pro-forma analysis and historic structure reports, as well as developer recruitment and marketing efforts.

Recommendation #3.9: Update existing downtown and commercial corridor plans with preservation planning elements.
The City of Racine has had a long tradition of planning for its downtown and neighborhood commercial district — several plans, however, are more than ten years old and should be subject to new updates to account for changing physical and economic conditions. When and if updates are undertaken, ensure that preservation elements and strategies are incorporated, including historic resource surveys, identification of eligible National Register or Local Landmark properties, potential catalytic adaptive projects, adaptive use pro-formas, and suggestions for other preservation-based economic development initiatives.

Recommendation #3.10: Prepare neighborhood conservation plans.
A specific focus of the City's recent planning has been on commercial areas — downtown Racine, Uptown, Douglas Avenue and the West Racine commercial districts, for instance. Neighborhood planning efforts devoted to housing rehabilitation, neighborhood image-building and marketing, capital improvements, and organizational capacity building is a particular need given the stabilization issues facing several Racine neighborhoods. The *Live Towerview Plan*, prepared by 2008 by Neighborhood Housing Services of Southeastern Wisconsin, should serve as a model "conservation" plan for other Racine neighborhoods as it provides concrete actions for neighborhood renewal with specific implementation roles for the City, businesses and neighborhood institutions, as well as local homeowners and residents. The City should pursue additional neighborhood planning efforts where conservation approaches to neighborhood revitalization would be appropriate and where neighborhood stakeholders have expressed strong interest in enhancing residential opportunities and neighborhood identity and character.

Recommendation #3.11: Target Community-Development Block Grant funds in conservation areas.
City Community Development Block Grant (CDBG) funds are used to facilitate the rehabilitation of housing stock in various areas throughout the city. Future use of CDBG funds could be targeted in conservation areas where preservation design requirements would be less restrictive than in Local Historic Districts and where significant improvements in the neighborhoods visual character could be achieved.

Recommendation #3.12: Plan and implement neighborhood physical improvements that enhance quality of life.
Racine's historic neighborhoods are characterized by their walkability, close location to downtown and other commercial areas, parks, and schools. Future physical improvements to Racine's neighborhood historic districts may involve maintaining and rehabilitating sidewalk networks where needed and desired, repairing brick streets where they exist, planting new parkway trees, and installing on or off-street bike lanes and paths to enhance mobility from the historic districts to other neighborhoods and destinations. Such enhancements, incorporated as part of future capital improvement and neighborhood-level plans, would also promote community health and add to the quality of life in Racine's historic neighborhoods.

Recommendation #3.13: Study the potential for adaptive use projects to provide additional accommodations and event space.
Racine has very few hotels and other accommodations, especially in its historic downtown. Racine will have difficulty competing with larger, traditional motel and convention center typologies likely to develop proximate to FoxConn and in Racine County. However, Racine should explore a niche market for adaptive-use of industrial buildings for motels and convention space, and conversion of upper-story downtown housing into small bed and breakfast operations.

Recommendation #3.14: Work with the Racine Heritage Museum to open a new museum space.
Undertake a feasibility study for the acquisition and adaptive use of a space capable of displaying the Heritage Museums vast archival collections. Consider and incentivize expansion of the existing space, or adaptive use of an industrial building or similar highly visible and accessible space proximate to the downtown.

Policy 3.3: Support new organizational structures that advance preservation-based revitalization initiatives.

Recommendation #3.15: Explore creation of a historic preservation revolving fund organization.
Several cities, such as Providence, Rhode Island, and Savannah, Georgia, have led the country in the innovative use of revolving funds to stimulate rehabilitation of historic homes and commercial buildings and investments in historic neighborhoods. Both revolving funds continue to be operated by their respective non-profit preservation organizations. In the case of Providence, the Providence Preservation Society first established the fund, later evolving as a stand-alone non-profit entity operating as a community development financial institution (CDFI), managing two capital funds supplying low-interest loans and small grants to owners of historic homes. Given that Racine lacks a city-wide non-profit housing development partner, a new CDFI could purchase, rehabilitate and resell historic homes and buildings with an aim to reselling them on the open market. The CDFI could also access CDBG and other sources of monies to provide loans and small grants to homeowners located in historic or conservation districts.

Key starting points to establishing a revolving fund is its capitalization and management: sufficient capital must be secured to start-up and operate the fund, and qualified and experienced executive staff must be in place to guide a project from acquisition to rehabilitation and re-selling. Given these requisites, it is sometimes difficult for mid-sized communities to find the resources to create a revolving fund. However, a revolving fund could potentially be created at the county or regional level and housed within an existing organization, such as a community development corporation. The City may want to explore the feasibility of establishing a revolving fund with several potential partners, including local foundations and corporations, the Racine County Housing Authority, the Racine County Economic Development Corporation, and other organizations and entities.

Policy 3.4: Coordinate and expand Racine's heritage tourism activities.

Recommendation #3.16: Prepare a heritage tourism plan.
A Racine heritage tourism plan could be prepared in collaboration with Real Racine, the Racine Heritage Museum, and Preservation Racine. The plan would provide a detailed inventory of Racine's heritage tourism assets and resources, each resources potential as a tourist attraction, and detailed strategies for their enhancement and how such attractions could be marketed with tourism activities. Additionally, the plan could outline specific tourism roles and responsibilities between the City, Real Racine, the Racine Heritage Museum, and Preservation Racine.

Recommendation #3.17: Create a heritage tourism advisory group.
Consider creation of a Heritage Tourism Advisory Group to coordinate the existing non-profit, private, and cultural and heritage tourism entities, as well as to make recommendations for strategic investments, provide leadership training, and to ensure implementation accountability of the heritage tourism plan.

Education and Advocacy

A highly engaged and informed community on historic preservation's benefits is a critical foundation to an effective local historic preservation program. Informed stakeholders and citizens may become investors in historic properties, involved in neighborhood and commercial district revitalization efforts, and, ultimately, advocates for appropriate preservation policies. Therefore, going forward, promoting the importance of historic preservation and the stewardship of Racine's heritage resources should be a high priority for the City and its preservation partners.

Fortunately, the City of Racine already has strong partners with Preservation Racine and the Racine Heritage Museum in which to build a comprehensive program of education and advocacy initiatives. Opportunities should also be explored with other entities, non-profit groups, and civic organizations to forge and organize new partnerships and education initiatives that meet new audiences.

GOAL #4: INCREASE PUBLIC UNDERSTANDING OF HISTORIC PRESERVATION BENEFITS THROUGH ONGOING EDUCATION AND ADVOCACY EFFORTS.

Policy 4.1: Create new educational tools and publications that inform investors, business owners and residents on the benefits of rehabilitation, preserving, and adapting historic resources.

Recommendation #4.1: Conduct an annual "State of Historic Preservation" address and report.
During National Historic Preservation Month in May, the City's Landmarks Preservation Commission, Preservation Racine, the Racine Heritage Museum, and other organizations and entities should organize an annual "State of Historic Preservation Address" luncheon, where community stakeholders learn about key historic preservation initiatives that had been implemented over the past year. As part of the address, investment statistics, and other data related to the economic impacts of historic preservation can also be presented. In addition, an annual printed report on Racine preservation activity should be prepared and distributed.

Recommendation #4.2: Create toolkits for researching historic properties and other preservation topics.
A toolkit could be prepared for property owners on how to research the history of their home or commercial building. This toolkit could also include information on how to determine a property's eligibility to the National Register of Historic Places as well as how to prepare a National Register nomination. Other toolkits could be created focusing on energy efficiency and "greening" a historic resource, maintaining original building materials, and alternative forms of energy generation, such as geothermal and solar panels. A greening toolkit could also be prepared for historic commercial buildings.

Recommendation #4.3: Prepare educational publications.
Information brochures and pamphlets should be prepared describing various incentive programs for historic preservation, such as the Federal and State Historic Preservation Tax Credit programs, the City's historic districts and landmarking process, and the overall benefits of preservation to Racine residents and stakeholders.

Recommendation #4.4: Prepare an annual endangered historic properties list.
An endangered historic properties list can help raise public awareness of properties threatened with demolition due to neglect or through imminent redevelopment.

Policy 4.2: Disseminate and publicize information preservation educational materials utilizing the internet and other digital technologies.

Recommendation #4.5: Create online versions of brochures, materials, and other historic preservation information.
Several initiatives presented in this plan recommend the use of the internet to enhance public access to information — for instance, uploading survey data to an online interactive map. These initiatives should be pursued along with online or PDF versions of publications and other educational materials.

Recommendation #4.6: Create a "crowdsourced" Racine history website.
Historical societies, downtown revitalization organizations, neighborhood associations and preservation advocacy groups have turned to the internet as depositories for historic photos, exhibits, postcards, maps and drawings, and oral histories. Such websites make information more accessible to interested community members, as well as researchers into local architecture and history. In some cases, the information is provided by local citizens who can upload information and images through an online portal; the website is managed and curated by a professional historian or archivist employed by a historical society or preservation advocacy entity. This initiative could be undertaken by the Racine Heritage Museum, the Downtown Racine Corporation, Preservation Racine, and various neighborhood associations.

Recommendation #4.7: Enhance the online resources of the Racine Heritage Museum.
As a future endeavor, when resources and time permit, the files and databases of the Racine Heritage Museum could be incorporated in a website that permits online access to researches and other interested citizens. Access could be allowed only through an active membership to the Museum or a pay-by-download system. Other resources of the Museum, including its historic photo and image collection, should also be made available for subscriber download or user fee.

Recommendation #4.8: Update heritage tourism marketing materials.
Existing heritage tourism marketing formats are outdated. Going forward, these materials could be re-designed and re-formatted for print, as well as smartphone or tablet technology so that visitors can easily access information. For example, self-guided Historic District tour information can easily be formatted in a cost-effective manner for smartphones. New marketing materials should also have an updated and unique brand image that sets them apart from other tourism resources.

Policy 4.3: Conduct active educational and on-going training programs in historic preservation for local stakeholders and residents.

Recommendation #4.9: Develop a lecture and workshop series.
Annually or bi-annually, the Landmarks Preservation Commission, Preservation Racine, the Racine Heritage Museum and other partners should organize and host a lecture or workshop series on important preservation topics. A workshop series could be devoted to greening methods and techniques for weatherization, building material replacement, and energy systems. Lectures and workshops could be advertised in various newsletters and websites.

Recommendation #4.10: Provide training to local realtors and bankers.
A training program should be organized to educate local realtors and bankers on the City's historic districts and preservation procedures, available incentives, and the overall benefits of historic preservation. Realtors and bankers are key intermediaries in the sale and disposition of historic properties and should be aware of preservation's benefits to the value of homes and neighborhoods.

Recommendation #4.11: Organize regular historic district tours.
Although tours of Racine's historic districts and landmarks take place during select events during the year, there are no regular monthly or ongoing tours of the districts organized and managed by any entity. Online and self-guided tours are also not available. To further promote the districts and to make information available regarding Racine's rich architectural legacy and cultural history, regular tours should be organized and offered on a fee-based admission and guided by trained volunteers. These tours should consider special themes or subject areas, such as a tour on Racine's industrial history and legacy of innovation.

Recommendation #4.12: Create a new interpretive program for Racine's Wisconsin Historical Markers.
In addition to historic district and landmark tours, a separate tour should be developed that includes the locations and resources designated as Wisconsin Historical Markers, including those representing Racine's abolitionist history and Underground Railroad legacy.

Recommendation #4.13:Incorporate Racine's heritage into future public art and urban design improvements.
Incorporate downtown public art and other urban design improvements which identify and celebrate the unique history of Racine, especially its industrial and cultural heritage and legacy of innovation and invention.

Recommendation #4.14: Create new fundraising and event mechanisms to promote historic preservation and heritage tourism.
Support, fund and implement annual fundraising mechanisms and social events in collaboration with Preservation Racine, Real Racine, the Racine Heritage Museum, and other private partners to advocate and gain support for future preservation. Initially, events do not need to be elaborate but should be effectively promoted to engage residents and visitors as well as attract future volunteers and philanthropic financial support from local organizations. As events become more well known and widely attended, consider forming an annual Historic Homeowners Fair, smaller events during Historic Preservation Month, a guided preservation 5k through Racine's Historic Districts, or an annual Cultural Heritage Symposium -- where residents and cultural heritage experts join to discuss and develop best practices for addressing and exhibiting Racine's cultural heritage.

Old Chicago Northwestern Railroad Station

Implementation Matrix

The matrix on the following pages summarizes recommended implementation phasing for each of the key recommendations identified in the Heritage Preservation Plan.



First National Bank and Racine County Court House, circa 1920s



Chicago & Northwestern Railway Depot looking southbound from State Street crossing; circa late 1910's.

III. Implementation Matrix

	Year 1-5	Year 5-10	Ongoing	Potential Partners	Priority
Goal #1: Identify, document, and preserve heritage resources significant to Racine's heritage.					
Policy 1.1: Support and implement initiatives that document Racine's heritage resources, including buildings, sites, structures and objects, throughout the community.					
Recommendation #1.1: Re-Survey the Southside National Register Historic District.		■		LPC, PR, RHM	Low
Recommendation #1.2: Re-Survey Downtown Racine and the Historic Sixth and Old Main Street National Register Historic Districts.	■			LPC, PR, RHM	Medium
Recommendation #1.3: Re-Survey Racine's Near North Side neighborhood blocks.		■		LPC, PR, RHM	High
Recommendation #1.4: Prioritize new areas in Racine for future survey and documentation activities.					
• Towerview Neighborhoods	■			LPC, PR, RHM	Medium
• Taylor Avenue Corridor	■			LPC, PR, RHM	Medium
• West Central Neighborhoods		■		LPC, PR, RHM	High
• Fratt Elementary School Neighborhood		■		LPC, PR, RHM	High
Recommendation #1.5: Conduct a survey of Racine's historic industrial resources.	■			LPC, PR, RHM	High
Recommendation #1.6: Conduct a survey of Racine's historic park system.	■			LPC, COR, PR, RHM	High
Recommendation #1.7: Document, preserve and interpret the aspects of Racine's heritage that concern the built resources and histories of the community's various ethnic and racial groups.			■	LPC, PR, RHM, BIDs, NGs, OP	Medium
Recommendation #1.8: Conduct surveys as part of future planning initiatives.			■	LPC, COR, BIDs, NGs	Medium
Policy 1.2: Promote the designation of significant architectural and historical resources as landmarks and historic districts as identified through survey and documentation activities.					
Recommendation #1.9: Seek National Register designations for the Uptown commercial district and the State Street corridor.	■			LPC	High
Recommendation #1.10: Prepare an annual study list of potential National Register and City -designated Landmarks and Districts.			■	LPC	High

LPC: Landmarks Preservation Commission; **COR**: City of Racine; **RHM**: Racine Heritage Museum; **PR**: Preservation Racine; **DRC**: Downtown Racine Corporation; **BIDs**, Business Improvement Districts; **NGs**, Neighborhood Groups; **OPs**, Other Partners – educational and religious Institutions, foundations, civic organizations, other preservation advocates.

	Year 1-5	Year 5-10	Ongoing	Potential Partners	Priority
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Recommendation #1.8: Conduct surveys as part of future planning initiatives.			■	LPC, COR, BIDs, NGs	Medium
Policy 1.2: Promote the designation of significant architectural and historical resources as landmarks and historic districts as identified through survey and documentation activities.					
Recommendation #1.9: Seek National Register designations for the Uptown commercial district and the State Street corridor.	■			LPC	High
Recommendation #1.10: Prepare an annual study list of potential National Register and City -designated Landmarks and Districts.			■	LPC	High

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	Year 1-5	Year 5-10	Ongoing	Potential Partners	Priority
Goal #1: Identify, document, and preserve heritage resources significant to Racine's heritage.					
Policy 1.1: Support and implement initiatives that document Racine's heritage resources, including buildings, sites, structures and objects, throughout the community.					
Recommendation #1.1: Re-Survey the Southside National Register Historic District.		■		LPC, PR, RHM	Low
Recommendation #1.2: Re-Survey Downtown Racine and the Historic Sixth and Old Main Street National Register Historic Districts.	■			LPC, PR, RHM	Medium
Recommendation #1.3: Re-Survey Racine's Near North Side neighborhood blocks.		■		LPC, PR, RHM	High
Recommendation #1.4: Prioritize new areas in Racine for future survey and documentation activities.					
• Towerview Neighborhoods	■			LPC, PR, RHM	Medium
• Taylor Avenue Corridor	■			LPC, PR, RHM	Medium
• West Central Neighborhoods		■		LPC, PR, RHM	High
• Fratt Elementary School Neighborhood		■		LPC, PR, RHM	High
Recommendation #1.5: Conduct a survey of Racine's historic industrial resources.	■			LPC, PR, RHM	High
Recommendation #1.6: Conduct a survey of Racine's historic park system.	■			LPC, COR, PR, RHM	High
Recommendation #1.7: Document, preserve and interpret the aspects of Racine's heritage that concern the built resources and histories of the community's various ethnic and racial groups.			■	LPC, PR, RHM, BIDs, NGs, OP	Medium
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Residential home in the Southside National Register Historic District

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.



East Park circa 1890. Photo courtesy of the Wisconsin Historical Society.

IV. Racine Historic Resources

East side of the 500 and 600 blocks of Main Street, looking north from Seventh Street.

Historic Context

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 (1939) 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.

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. [1]

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 distinct 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. [2]

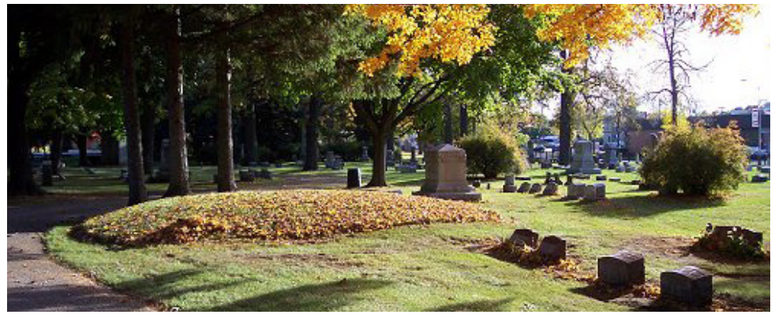
As trade increased from north to south, new ideas, technologies and rituals began to replace old ones and the Effigy Mound culture gradually adapted and formal cemeteries replaced the mound building tradition. [3,4]

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.[5] When they arrived, the region was occupied by two 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 U.S. 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.[6]

Formation of Racine County and City of 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. [7]

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-tos. Early settlers planted corn, potatoes, turnips and other easily grown crops.[8] 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 would not be until 1839 that many of the lands within





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

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. [9] 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.

Racine was founded by Captain Gilbert Knapp, former officer of the U.S. 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. [10] 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. [11] 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. [12]

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. [13] The streets were designed around a grand public square, today’s Monument Square which was originally proposed on either side of Main Street between Fifth and Sixth Streets although only the west side was developed for public use. [14] 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 power, 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 plat’s intent. It would not be until 1882 that Beniset Williams of Chicago would resurvey Racine to establish true and accurate lines. [15]

The lavish two-story Racine House, was constructed in 1837 by Alfred Cart at a cost of $10,000 on the corner of Market and Fifth Street. [16] By 1838 the first bridge would be constructed over the Root River at today’s Main Street, and a military highway from Racine to Janesville was constructed. In 1839, the U.S. 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 Streets. [17] 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 was reciprocal. The city needed agricultural goods, and the farmers needed manufactured goods. By 1840, Racine would see its first manufacturers arrive to support the County’s growing agricultural sectors. 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 16th and 17th streets to the south.

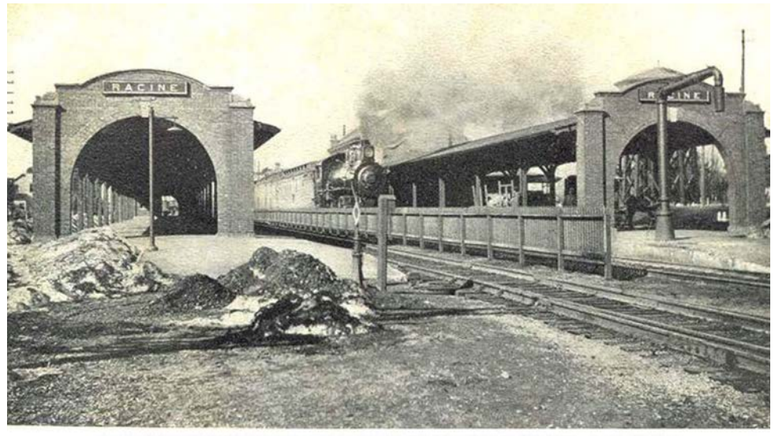
19TH CENTURY GROWTH AND DEVELOPMENT

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 offshore and people and cargo were loaded onto smaller rafts and row boats to be taken ashore. It would not 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 in New York. 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 two days in good weather. Letters from New York took two weeks in the summer and three to four 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.[18]

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 the Milwaukee and Chicago Railroad, eventually being redirected through Racine to Milwaukee. [19]





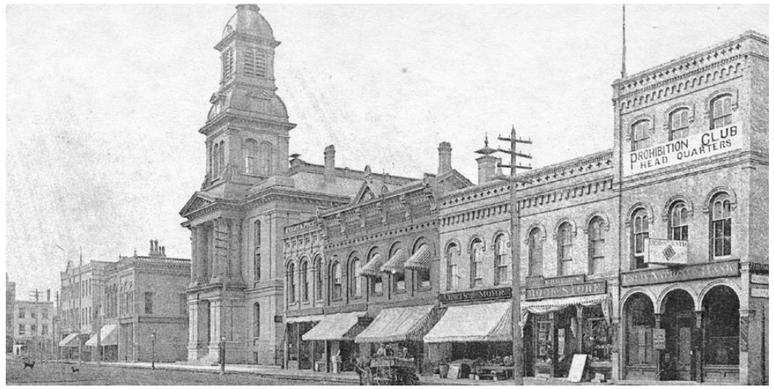


(Top) Chicago, Milwaukee, and St. Paul roundhouse in Racine, (middle) Chicago & Northwestern Railway State Street station looking northeast circa 1900, courtesy of the Wisconsin Historical Society, (bottom) Root River in Racine Circa 1860, courtesy of the Wisconsin Historical Society

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 12th 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.

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 sides of Main Street from State Street on the north to Seventh 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 Street. Most buildings of this time were constructed in the Federal, Greek Revival and Italianate styles popular during this time. [20]



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

Beginning in the 1850s Racine's commercial district would expand to the west along Sixth and Seventh Streets 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 principal 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 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 Streets 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. Luke's Episcopal Church, First Guild Hall, and Church of the Good Shepherd were located downtown.

Between the Main and Sixth Street business districts was Monument Square, which quickly became Racine's principal crossroads and center of activity. It was a meeting and market place, which was called Hay Market Square before it was renamed in 1884 after dedication of the Soldiers and Sailor Monument. [21] Just two years prior in 1882, a 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 from the north and Chicago to the south. More than 70 stores, saloons, stables, homes, factories and other structures would be burned to the ground.[22] 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. [23]

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, manufacturers 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 region's agriculture and shipping needs, including flour milling and boat building. Many of these early industries located near 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. [24] 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 & Company, J. I. Case Threshing Machine Company, 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, Fish Brothers Wagon Company and Racine Wagon Company.[25] 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 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 city's brick making legacy. [26]

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.[27] 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. [28]

Residential Neighborhoods

By the early 1840s, the population of Racine was nearly 1,000 people, and its residential neighborhoods were clustered primarily on the south side of the Root River in the same area as today's 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 17th 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 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 Southside Historic District was built out north of 14th street and east of Chippeway (today's Park Avenue) but the area between Racine College and 14th Street would remain sparsely developed until the 1880s. During the Civil War, the lakeshore from 16th Street to Racine College was utilized as a military training camp named Camp Utley. The camp contained as many as 1,500 men during the winter of 1861-1862.[29] In 1871 the entire Southside neighborhood was annexed by the City of Racine. The new homes were often high-style and occupied by Racine's wealthy social class, including Racine's early captains of industry and merchant class.[30] 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 areas.

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 21st Street to the South.[31]

ETHNIC AND RACIAL 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 18th century as fur traders. Others were brought as slaves by their military officer owners who were stationed at Forts 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 at least ten 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 U.S. 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 the plight of African Americans. 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 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. From the Great Depression to 1940, nearly









(Top and below) Residential resources within the Southside National Register Historic District.



50 percent of Wisconsin's black population was unemployed, compared to only 13 percent of whites. At this time, Racine's African-American population was only 432. However, due to increased demand for industrial workers during World War II, and the resulting post-war boom, the black population in Wisconsin increased significantly between 1940 and 1960, most of which settled in Milwaukee, Racine, and Kenosha. By 1949, the population in Racine had increased to 2,330. Racine during this time had four black churches: the Church of Christ Sanctified on 12th 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.[32]

In 1951, George Bray established the local branch of the National Association for the Advancement of Colored People. The chapter founded in its current building and location 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." 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.[33] 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 7:00 p.m. curfew on all citizens. The following evenings, the marches became more violent and three Racine policeman and three citizens were injured during altercations.



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

Some progress was made however. Lloyd Jackson was Racine's first back principal 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 Common 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 African-American-elected official in the State of Wisconsin. [34]

The Racine Unified School District, despite the 1954 Brown versus Board of Education decision, did not desegregate its schools until 1966 when it closed two junior high schools with predominantly black and minority enrollments. However, the closing of these schools 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 chapter president Julian Thomas threatened to file a lawsuit against the school district. It would not 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. [35] Today, Racine's African-American community continues to suffer from the loss of middle-class industrial jobs and the low paying service jobs which replaced them.

Europeans in Racine

Many European immigrants arrived in Racine toward the middle to late 1800s, looking for opportunities in the city's 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.

Welsh

The Welsh were the earliest immigrant group 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 early railroads, fanning mills, brickyards, tanneries, and various factories and machine shops. Decendents 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 preserve their native language and cultural traditions in the Racine community. Each year, the Society organized a literary and arts festival called Eisteddfod. The Welsh quickly assimilated, reaching economic, political, and civic success. Today, the St. David Society of Racine and Vicinity is still in existence promoting Welsh culture.[37]

Danes

The Danes located west of the Root River. The Danes settled in Racine around 1848, and continued to emigrate to the City until 1930, when nearly 3,500 Danes called Racine home. Danish emigration was a result of overpopulation in Denmark. Many Danes worked in the J.I. Case and Mitchell Wagon companies, 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 neighborhood 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 the cultural arts 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. [38]



(Top) Dania Society Hall

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 in their home country. 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 language and cultural traditions and organized a school in the 1860s. A second school was constructed in 1888, 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 16th 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 in 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. [39]



Dedication of the Karl Jonas Statue

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 left 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 industries. Initially, most Germans distinguished themselves from their home states or regions; it would not be until much later that a common language and social institutions would form a unified German-American culture in Racine. [40]

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 organization's 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.



German Men's Club in 1928.

Irish

The Irish arrived early in the industrialization of Wisconsin and Racine. They were often poor, landless Catholics fleeing famine in Ireland during the 1840s. Those who arrived in Racine most likely came by way of Milwaukee, a major destination for Irish immigrants moving west from New York or New England in search of the promise of new opportunities in the west's budding industries. During the 1850s, many Irish immigrants found work in lumber yards or in the rapidly expanding railroad industry.

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, and Rock and Dane Counties. [42] They created distinct Italian neighborhoods in the northeast portion of Racine. 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 25th and Racine Streets. Those who did not 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.[43]

Poles

Polish immigrants began to arrive in Wisconsin in large numbers during the 1870s. They often fled extreme poverty, political repression, religious discrimination, and the fear of war, although most were simply looking for the promise of a better life. Early Polish immigrants emigrated from Prussia, finding Wisconsin attractive due in part to a large German population. Most Prussians spoke German as well as Polish and found assimilation easier than if they had emigrated elsewhere. The first Poles in Racine arrived in the 1890s in the hope of working an industrial job that would pay enough that they could afford land in the inexpensive rural areas of southeast Wisconsin. Racine's Poles congregated on the far south side, and many found work in the Case South Works or Lakeside Malleable Iron Company. As other immigrant groups, Poles formed social institutions including a chapter of the Polish National Alliance, and the Nest of Polish Falcons, both of which met in the Polish Hall at Mead and DeKoven Streets. The building is still extant today. [44]

Serbians

Racine's Serbian population dates to the late 19th century when many Serbs emigrated in search of employment in the area's booming industry. They often sought work in tanneries and meat packing plants, but most found undesirable and arduous labor positions in the city's foundries and other industrial plants. This population followed an emigration trend from Austrio-Hungry. Serbian immigration was short lived due to restrictive immigration policies during the 1920s. However, some would find refuge in southeast Wisconsin after World War II as religious and political refugees fleeing Communist Yugoslavia. The still extant St. George Serbian Orthodox Church at 826 State Street holds an annual festival, celebrating Serbian culture. [45]

Armenians

A small number of Armenians immigrated to Racine during the late 19th Century, attracted by the promise of high-paying industrial jobs which didn't require proficiency in the English language. Most found work in the J.I. Case Company, Belle City Malleable Iron Company and Walker Manufacturing Company. Many still opened small businesses along State Street between today's Martin Luther King Drive and Douglas Avenue. These businesses included grocery stores, shoe repair shops, barber shops and dry cleaners. Most Armenians lived close to State Street on Superior, Huron, LaSalle, Liberty, Geneva, and West Streets. In the 1930s, the J.I. Case Company donated Wergeland Hall on State Street, which was relocated to LaSalle Street where it was renovated to house the new St. Hagop Armenian Apostolic Church, which is still extant today. [46]

Jews

The first Jewish immigrants arrived in Racine in the 1850s. Many opened small businesses, including tallow works, clothing and grocery stores. However, their numbers remained small. In 1925 Racine's first rabbi, Aaron Cohen, was hired by the newly merged Beth Israel Sinai congregation. The city's Jewish population would peak in the early 1950s with 300 families. In 1953, Beth Israel Sinai expanded into a building near downtown. Since then, Jewish congregations in Racine have steadily declined. In 2017 to help offset declining membership and rising costs, Beth Israel Sinai sold its building to move into a smaller space at 3009 Washington Avenue. [47]

Hispanic Americans

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 came from different countries with distinct cultures. 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.[48] Before the Civil Rights Act, racism and discrimination were common and many immigrant families had difficulty finding employment and 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, once established by Irish immigrants, has now become a predominant Hispanic-American congregation. [49]



The former Beth Isreal Sinai congregation, downtown Racine



St. Patricks Catholic Church 1100 Erie Street



Rolling dough in the O & H Danish Bakery;
circa 1940s.

EARLY 20TH CENTURY DEVELOPMENT

Factory Town

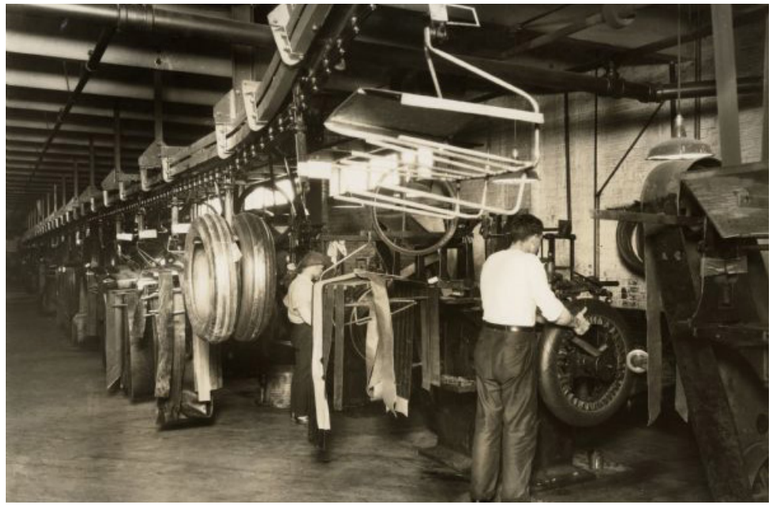
Racine's final period of industrial growth was spurred by a transition from older, traditional lumbering and agriculture implement manufacturing to industrialized specialization. In 1913, J.I. Case completed its South Works complex on the shores of Lake Michigan. This plant contained a foundry, power 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.[50] 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. [51]

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 could not compete with the nation's assembly-line producers. [52] 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 perfect the worlds 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.[53] 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-held construction products. Other individual pioneers included Oster, Allover, Master, Arnold Electric, Andis, Stevens Electric Company, Racine Universal Motor Company, and the Racine Electric Company. [54]

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 S.C. 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.[55]

By the late 1950s the wave of production began to slow. Oster moved its facilities to Milwaukee in teh early 1950s and was later bought out by Chicago-based Sunbeam; in 1968, Proctor Silex bought out Hamilton Beach. [56] 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 quite successful, producing hundreds of children's books which were distributed across the country until the company ceased operations in 2001.





(Left) Workers in the Ajax Rubber Company, (Right) Dumore and Wisconsin Electric Company

Union Activity

After the Wall Street crash of 1929 and the resulting Great Depression, Racine endured 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. In the 1930s, the Walker Manufacturing Company suffered 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 Union 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 Great Depression, six of the city's largest industrial plants went on strike simultaneously. The strikers were 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, S.C. Johnson established an employee pension plan to supplement paid vacations, and profit sharing initiatives which S.C. 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 S.C. Johnson, 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 extended well into the 1970s. In 1977, the Racine Unified Teachers Union walked off the job for fifty-days.

Downtown Development and the Great Depression Years

The last decade of the 19th 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 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. Commercial buildings constructed during this period include the Chauncey Hall Building, Shoop Building, the Zahn's Department Store Building, and the 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, and, by 1900, the North Shore and Milwaukee, Racine and Kenosha interurban rail lines operated extensive rail lines throughout Racine's downtown and adjacent neighborhoods and communities north to Milwaukee and south to Kenosha.

The electric railroads 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 also constructed 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 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 late 1920s, downtown Racine became a center for major retail. In 1925 JC Penney located downtown; in 1929, Sears Roebuck and Company would establish its downtown presence. 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 Majestic Theater (Uptown Theater); Venetian Theater, Capital Theater, and Granada Theater, all completed in 1928.

During the depths of the Great Depression in the 1930s, many Racine residents found work with the newly organized Works Progress Administration. The work completed by these individuals left an enduring mark on the city, 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. [57]

The Prairie School

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. Wright's most significant contributions to Racine, the S.C. Johnson Administration Building (1939) and Research Tower (1950) are still extant today, representing the wealth and power of both S.C. Johnson and Racine during this time period.[58] 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. Patrick's Church, completed in 1925 and St. Catherine's 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, Riverside, and Washington Parks, 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 a historic suspension bridge over the Root River in Washington Park, also designed by Jens Jensen. [59]



(Top) Hay Market Square circa 1890. (Middle) Corner of Sixth and Main Street circa 1920. (Bottom) Racine Main Post Office circa 1930.

Residential Development

Between 1880 and 1920, Racine saw 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 impacting worker retention at local industries. In addition, during this period, declining profits from farming combined with growing land values encouraged the sale of farmland on the outskirts of Racine. The city rapidly expanded into these areas, aided by the early automobile and construction of several electric rail lines and commuter train lines. As a result, new neighborhoods began to develop, particularly to the west in previously annexed land between Taylor and Lathrop, 17th 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 the electric rail, and commuter rail lines throughout Racine meant citizens could live further away from their place of employment, and the company housing did not 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 put that need on hold.[60] 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. [61]

The decline of Racine County's 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 would not 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 20th 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 acquired only one residential commission in Racine after Wordl War II, the 1954 Keland House. However, some of Wright's associates would be more prolific. Edgar Tafel, an associate of Wright, designed five homes in Racine including the Furlough House on Michigan Boulevard. Randal McDonald, another Prairie School disciple, designed the Postorino House on North Main Street, completed in 1951.









(Top) Prairie and Tudor Revival-styled homes within the Southside National Register Historic District, (bottom left) Dutch Colonial within the Racine Rubber Compnay Homes National Register Historic District, (bottom right), Cape Cod within the Orchard Street National Register Historic District.

MID-20TH CENTURY DEVELOPMENT

Mid Century Residential Neighborhoods

The 1940s marked a rise in Racine's middle class due in large part to an improving economy and returing servicemen but also by 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 land 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 Downtown. 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 and high style architecture, with more vernacular post-war housing types.

By the early 1960s Racine began 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 in 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. [62]

Commercial and Economic Transformations

By the 1950s, Racine's downtown reached its peak with numerous smaller retailers and five major department stores: Racine Dry Goods; Montgomery Wards; Sears; JC Penney and Zahns. By the 1960s and 70s, Racine's traditional commercial districts began to decline as they could not compete with newly constructed shopping centers on the edges of the city and in nearby 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 (1981), greatly impacted retail in the downtown. Sears would close its downtown location in 1965 and demolish its downtown building in 1974. By 1981, JC Penney, and Eitels would relocate out of the downtown, and Zahns would close its doors.

During the 1970s the City of Racine attempted to attract shoppers back to downtown. Landscaping and fountains were constructed in Monument Square, the downtown's 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. [6] 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 1977 when the city purchased and demolished many abandoned commercial properties along the lakefront. Iconic buildings such as the Rialto and Venetian Theaters, and Inn on the Lake Hotel would be demolished. Many industrial properties along the lake would be demolished in 1986. Construction of Festival Hall, and a renovation of the Reef Point Harbor would follow in the late 1980s. [64]

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(Top) Post World War II Ranch housing types, Melvin Avenue National Register Historic District, (below) Downtown Racine circa 1960.

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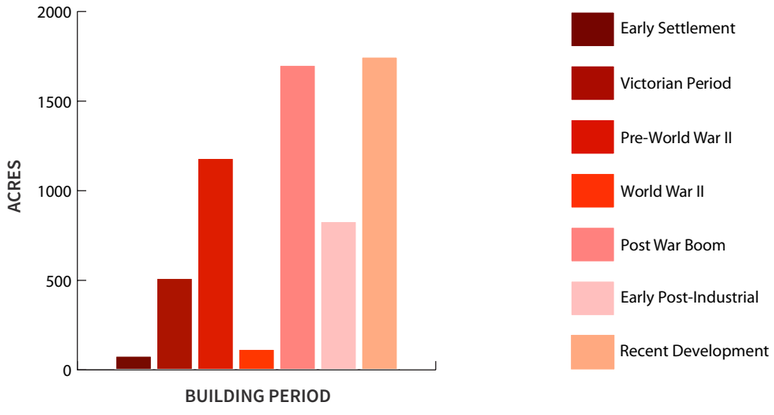
Racine Building Periods

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 were constructed mostly between the 1850s and 1890s and 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 red and orange 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.

Geographic Information System (GIS) data provided by the City of Racine MIS Department.



Acres of development per historic building period.

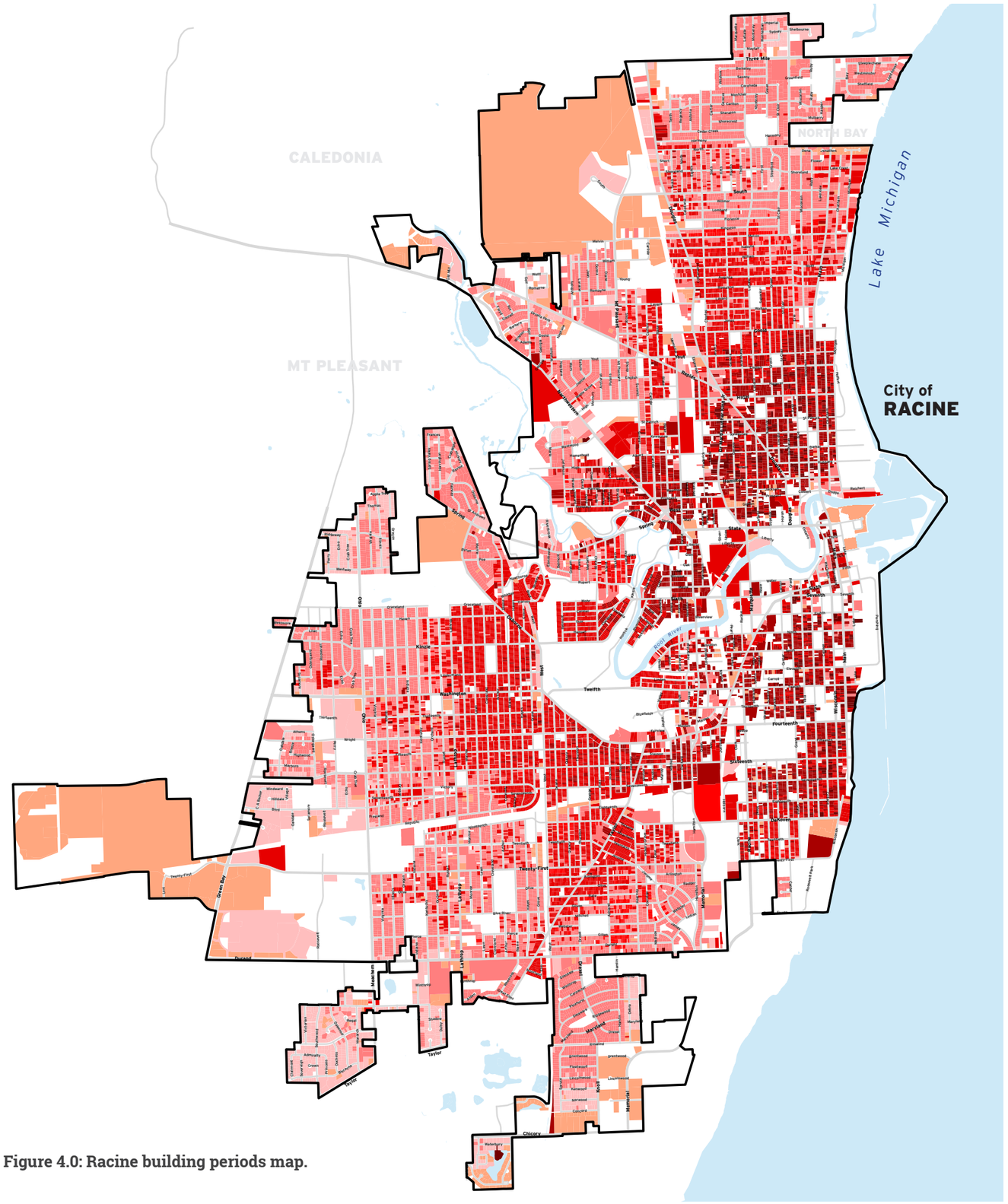


Figure 4.0: Racine building periods map.

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 thirteen (13) 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 and early European and American settlement, especially near the downtown and surrounding neighborhoods, as well as early industrial development in the mid to late 1800s.

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. Other important concentrations of historic commercial buildings are found at 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. 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), located respectively at 216 and 218 Sixth Street, and the Chicago School/Commercial Style 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 early 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.I. 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 is comprised 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 other neighborhoods, mostly located at prominent corner locations.







(Top Left) Shoop Building circa 1900, (Top Right) 1352 Washington Avenue. (Bottom) Main Street and interurban streetcar line circa 1900.

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 Sixth 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-designed 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, 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 Southside 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, 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 Southside 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, an area defined by its extensive stock of Craftsman bungalows.

Between 1939 and 1969, Anton Kratochvil would design and build about 20 single-family round houses scattered throughout Racine's north and west sides. The homes were designed during the post-war housing shortage, and were said to be more efficient to build, heat, and maintain. He also believed his homes would have cheaper heating bills, would have less wind resistance, and require a thinner foundation. Due to the homes uniformity, the wall units could be pre-fabricated. Extant examples can be found in the 1900 and 2000 blocks of Rapids Drive and the 1200 and 1400 blocks of Lathrop Avenue.

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 Americans 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, 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.











Examples of residential housing types found throughout Racine.

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 of cream brick, features buildings with masonry corner towers and machicolated cornices, ornamentation meant to provide the complex a medieval castle appearance.



Horlick Malted Milk Complex. Photo courtesy of the Wisconsin Historical Society.

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 (1939) and Research Tower (1950), designed by Frank Lloyd Wright. The buildings are listed in the National Register in 1974 and designated National Historic Landmarks in 1976.

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 Avenue, 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 at the northeast corner of Main and Seeventh 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.





(Top) St. Luke's Episcopal Church, (bottom) First Evangelical Lutheran Church.

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.

Civic Buildings

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 into 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 the 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 Hall (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, 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 Southside Historic District, set aide 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.



Racine Memorial Hall


United States Post Office


(Top) Island Park circa 1920, (Bottom) Racine Zoo

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, 930 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; the 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, located 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 a 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.







Janes Elementary School 1425 N Wisconsin St.



Racien Technical College.



(Top) Racine Harbor circa 1912, (middle) Racine Harbor Lighthouse and Life Saving Station, (bottom) Racine Depot

D P Wigley Company, 234 Wisconsin Avenue; circa 1900.

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 (Local 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 80). 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 (WSHPO), 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 112). 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 Sixth 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 Seventh 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 Sixth 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 Sixth 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 5.0: Existing Racine National Register Landmarks.

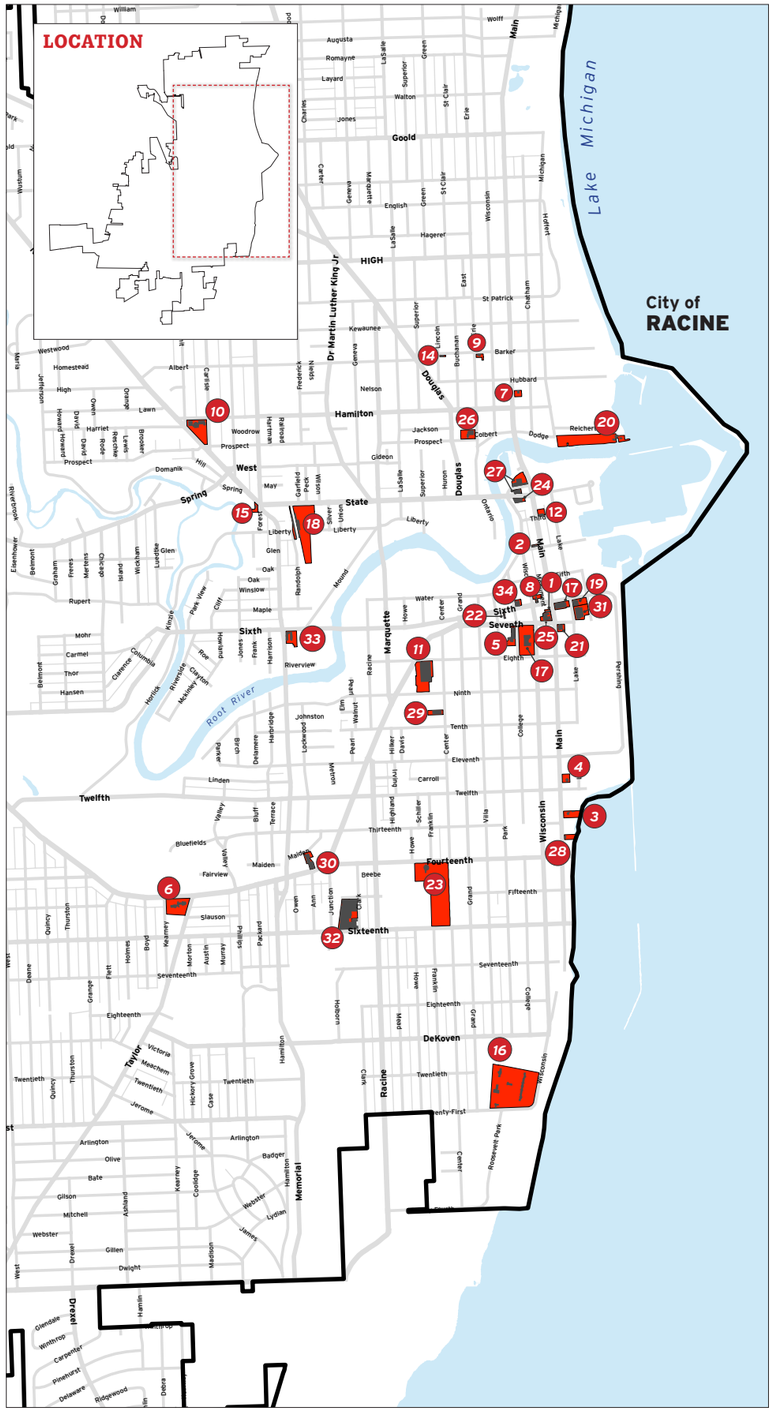
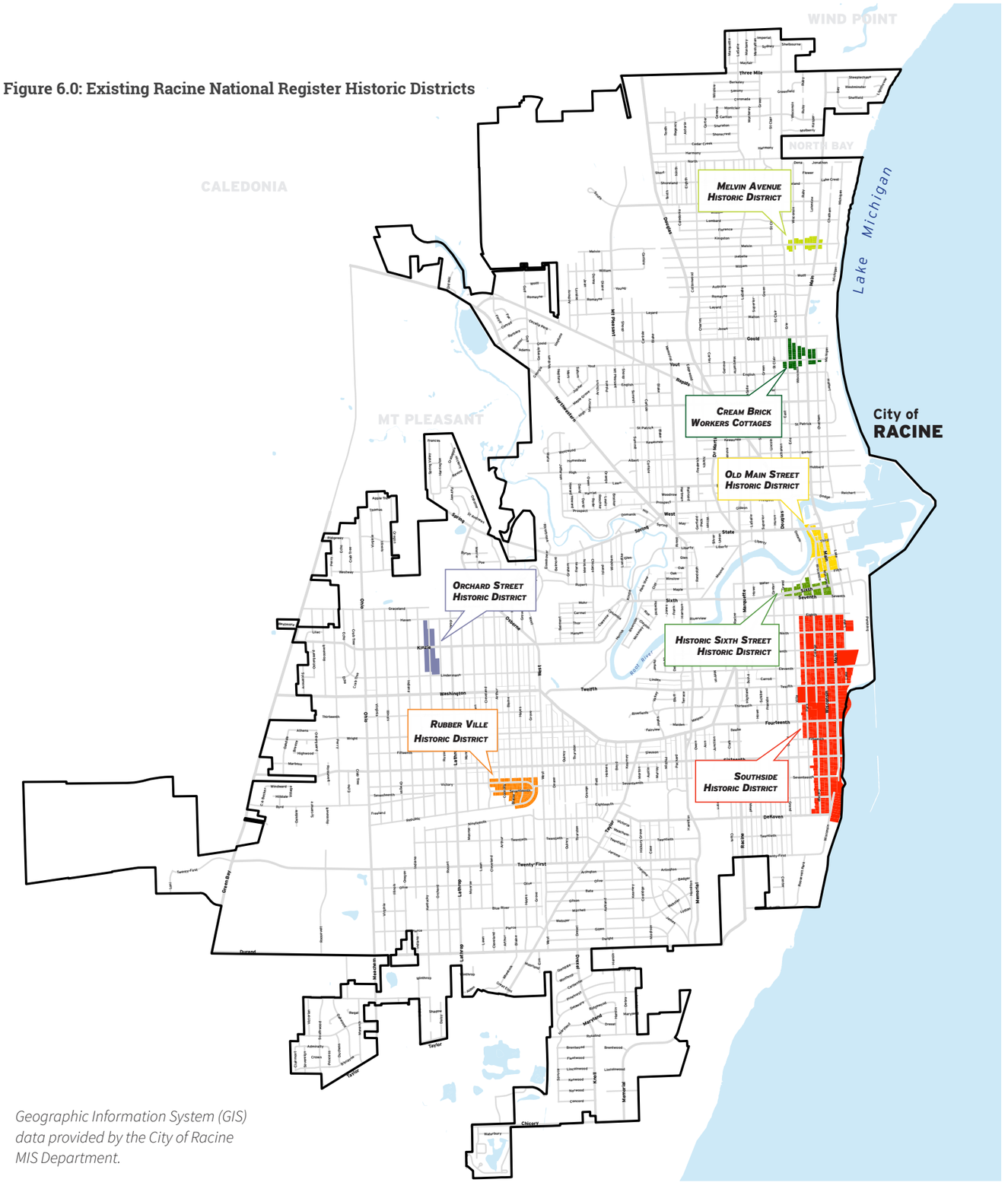


Figure 6.0: Existing Racine National Register Historic Districts



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

Historic Sixth Street Business District

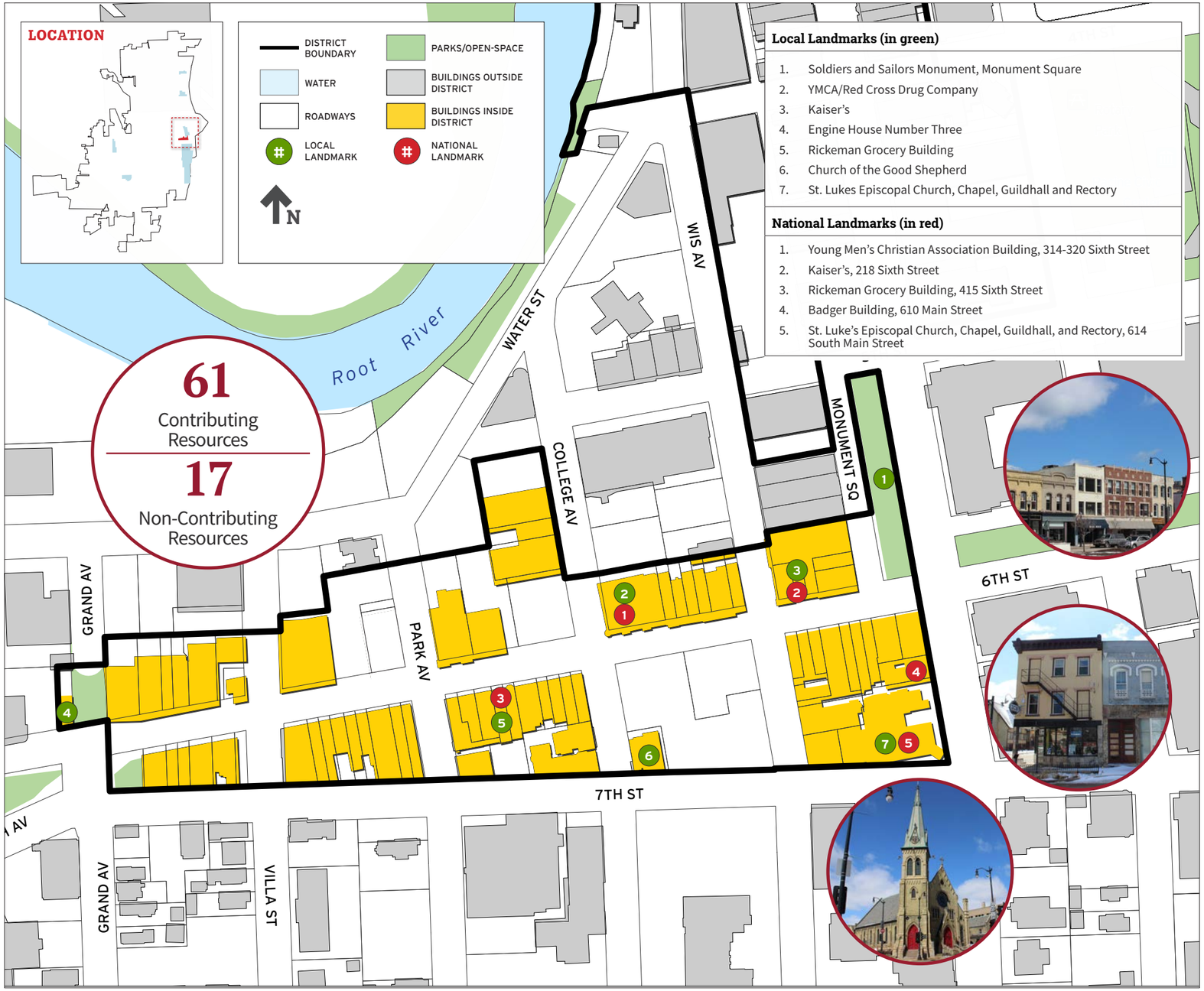
The Historic Sixth Street Business District National Register District, listed in 1988, is bounded by Main Street on the east, Seventh Street on the south, Grand Avenue on the west, and Fifth and Water Streets on the north, with Sixth Street serving as the District's main commercial spine running east from Main Street to Grand Avenue (see Figure 7.0). 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 seven (7) 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 district retains a good level of integrity, especially in their upper facades and 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.

Figure 7.0: Historic Sixth Street Business District



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

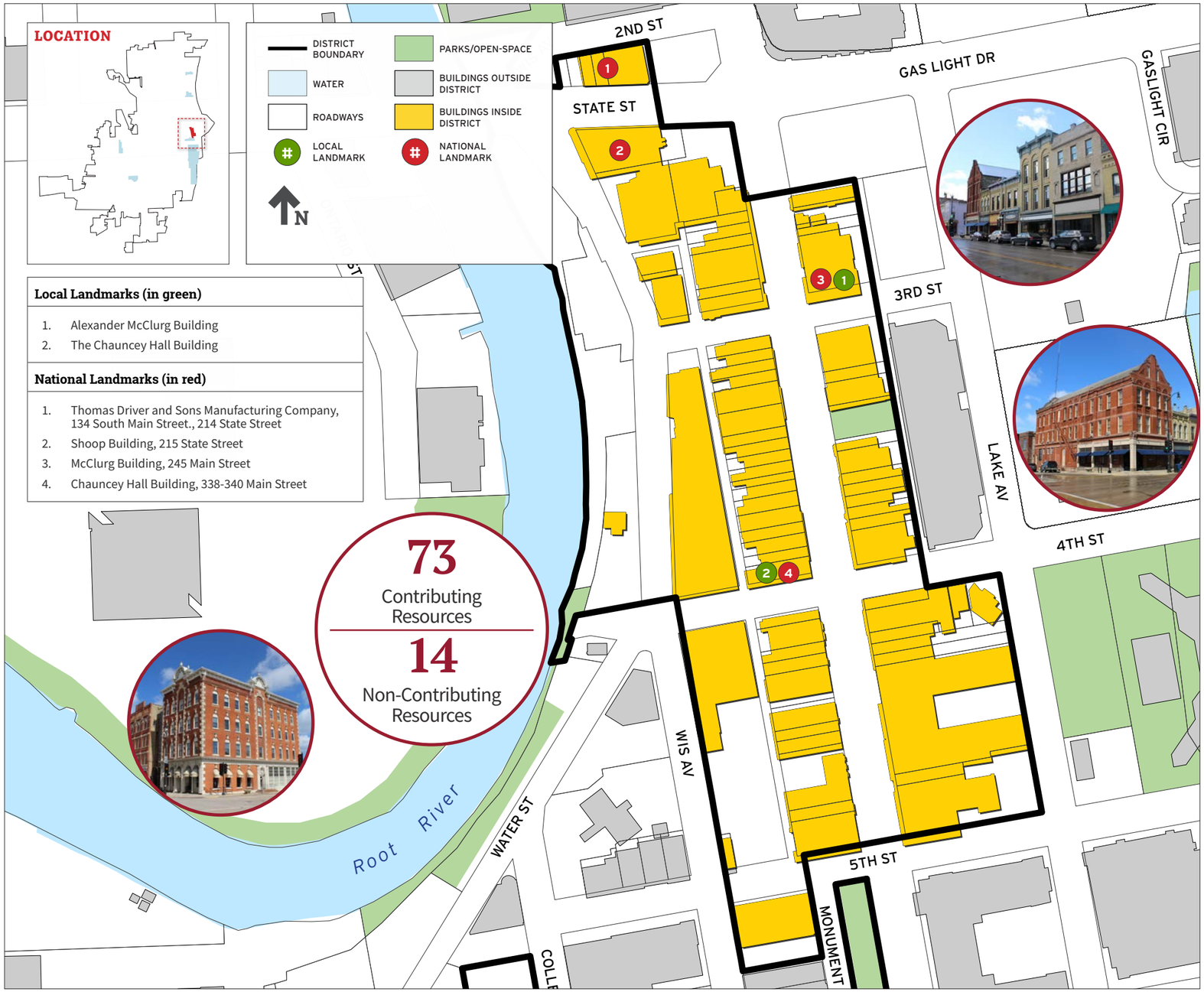
Old Main Street National Register Historic District

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. 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 two (2) Local Landmarks and four (4) individually-listed National Register Landmarks.

Figure 8.0: Old Main Street National Register Historic District



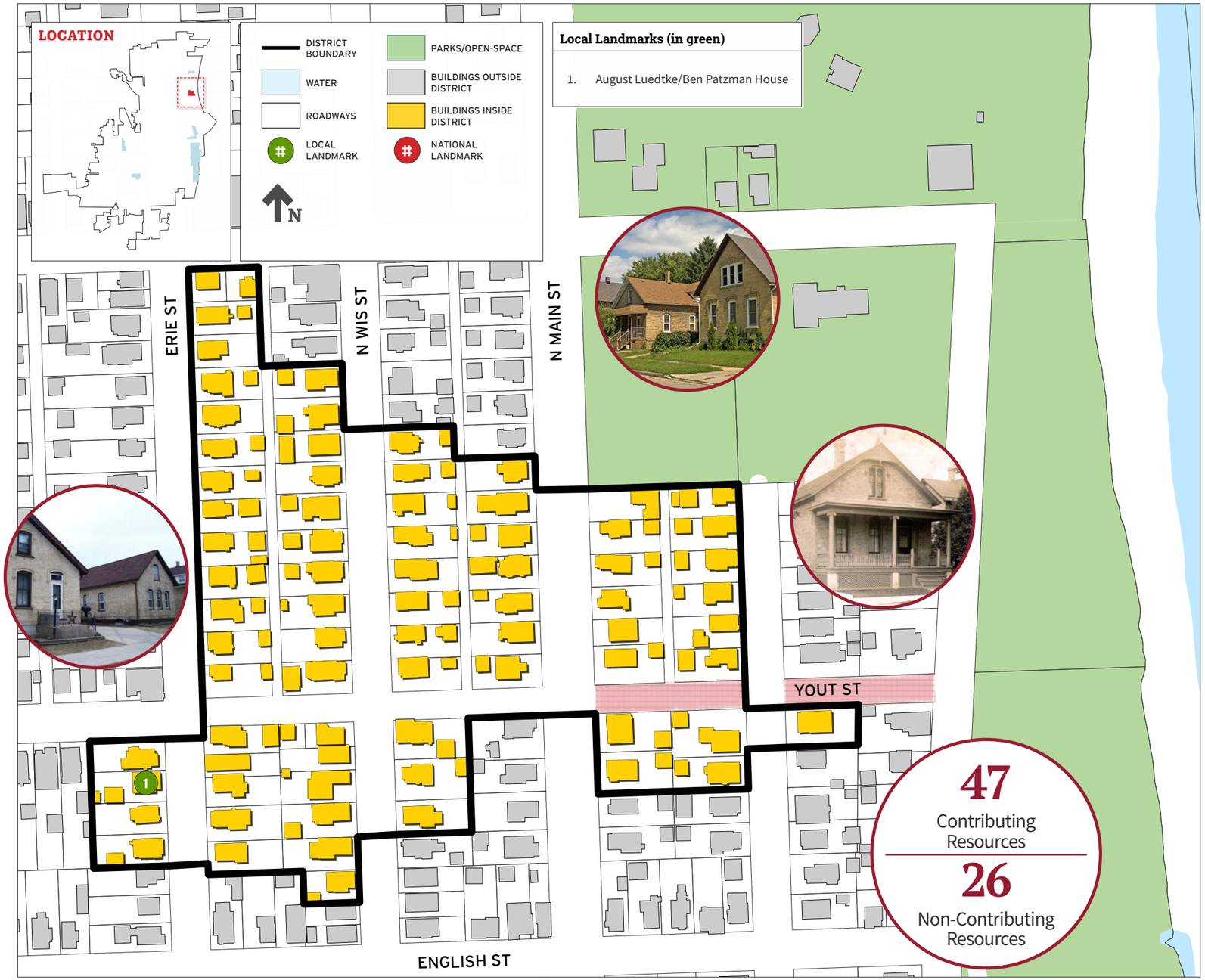
Geographic Information System (GIS) data provided by the City of Racine MIS Department.

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.

Figure 9.0: North Side Historic District of Cream Brick Workers Cottages



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

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.

Figure 10.0: Melvin Avenue Residential National Register Historic District



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

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.

Figure 11.0: Orchard Street Residential National Register Historic District



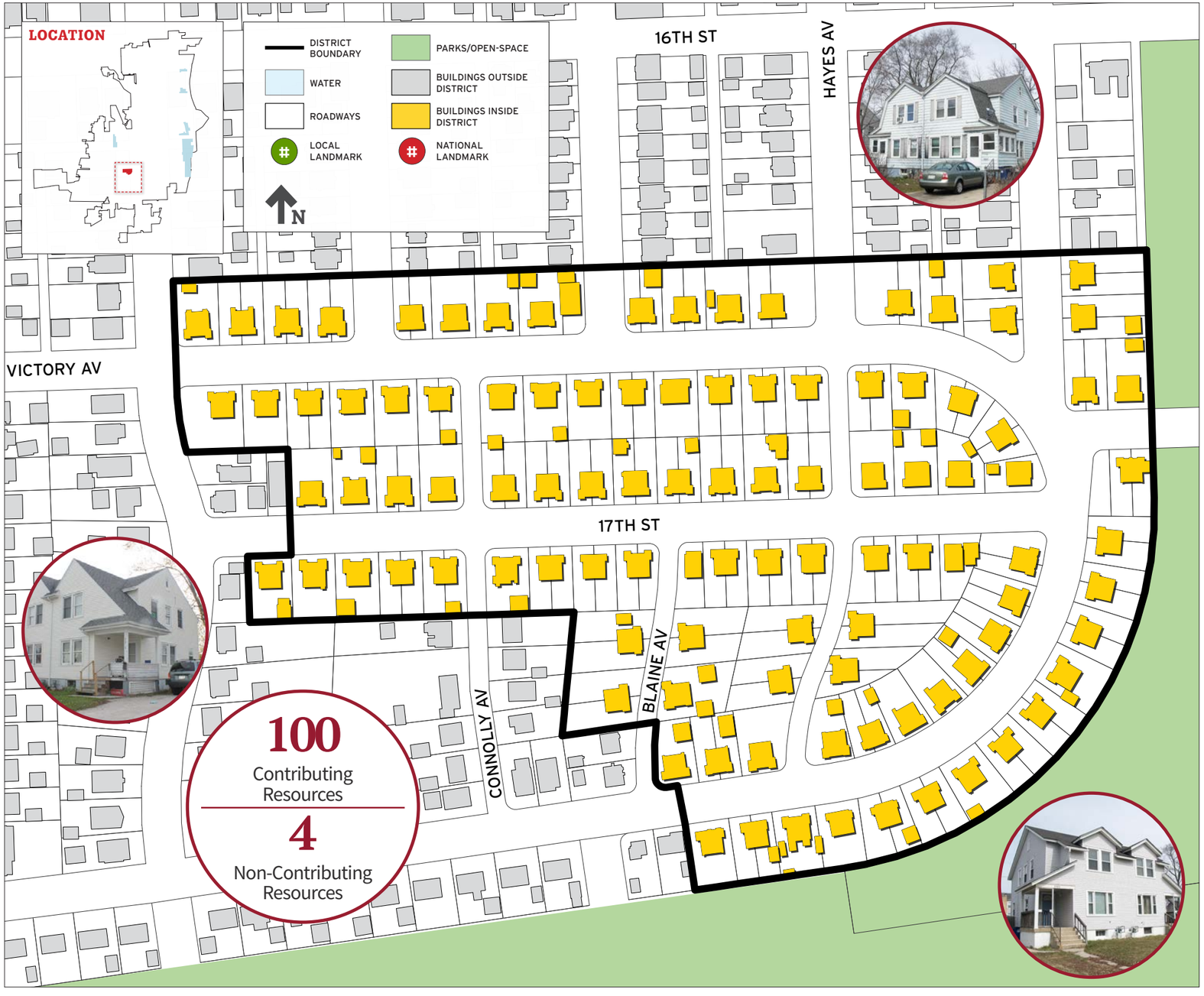
Geographic Information System (GIS) data provided by the City of Racine MIS Department.

Racine Rubber Company Homes 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.

Figure 12.0: Racine Rubber Company Homes National Register Historic District



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

Southside National Register Historic District

Listed in the National Register in 1988, the Southside National Register Historic District is Racine's first and largest district in terms of geographic boundaries and number of resources. 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 Avenue and Lake Michigan 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 Main Street, 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.



Mary Todd/Lincoln Statue


Chauncey Hall House


August C. Frank House


Charles H. Lee/John S. Hart House

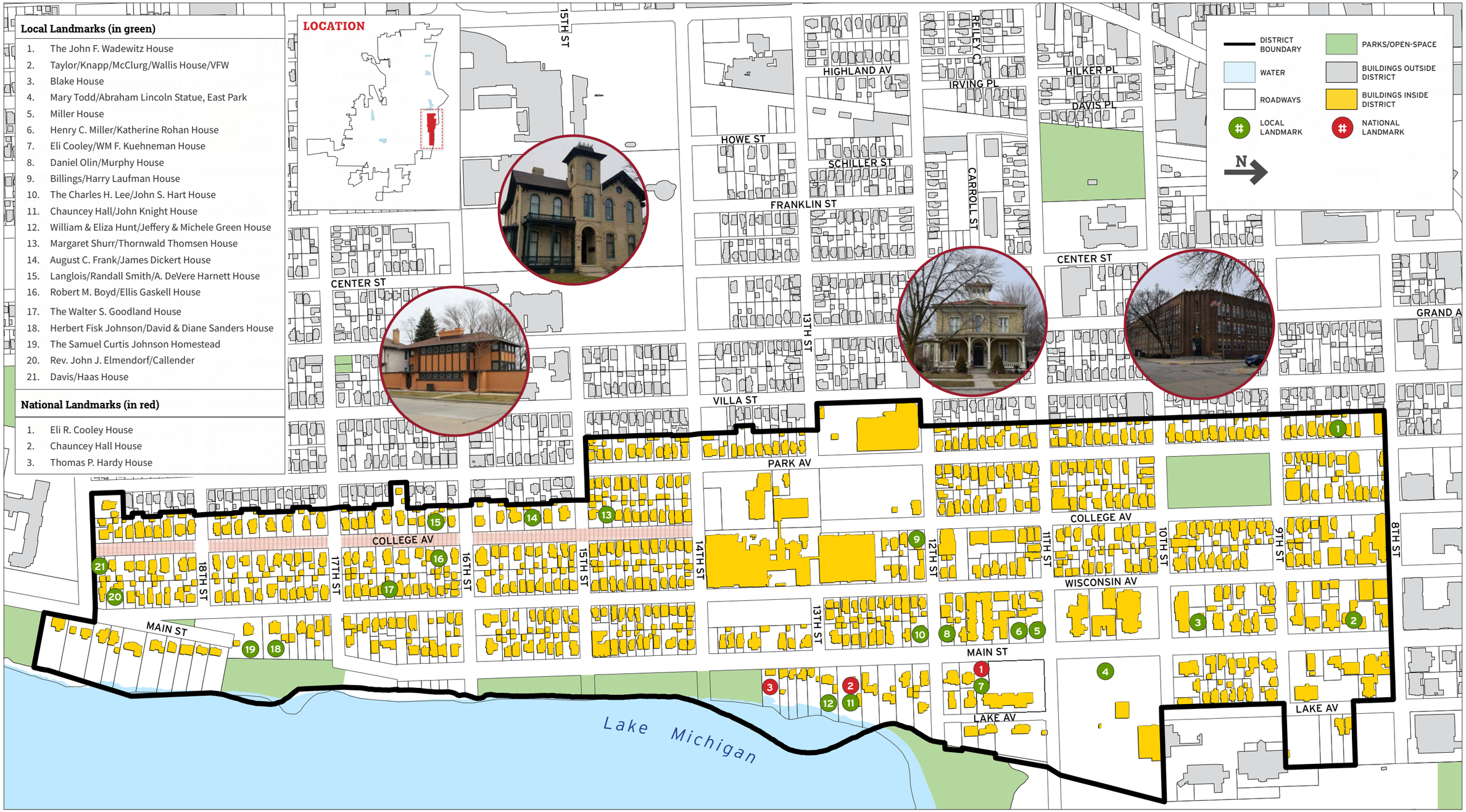

Langlois/Randall Smith/A.DeVere Harnett House


Miller House


Henry C. Miller/Katherine Rohan House


Davis/Haas House

Figure 13.0: Southside National Register Historic District



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

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 115, 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 116), 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 (35) National Register landmarks and seven (7) 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 118). 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 is not mandated to City Landmarks designated prior to January 1, 2006.

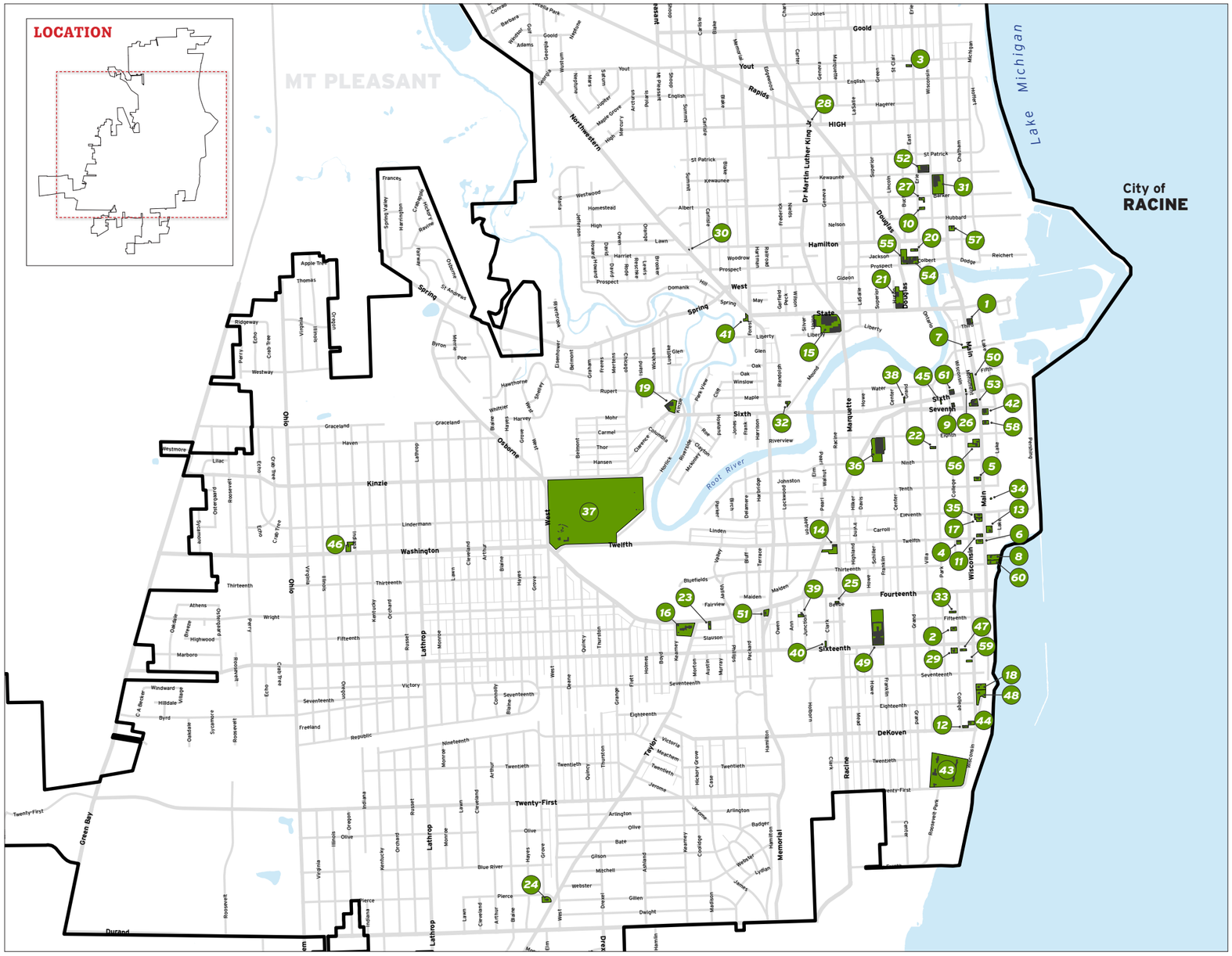
As of May 1, 2018, there are sixty-one (61) designated as Racine Local Landmarks (with location and year of designation; *listed in the National Register of Historic Places; **National Register and National Historic Landmark)

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 Sixth Street, designated 1977)
33. Margaret Shurr House (1436 College Avenue, designated 1976)
34. Mary Todd and Abraham Lincoln Statue (East Park, Main Street between Tenth 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, demolished)
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 Fifth and Sixth 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 14.0: Existing Racine Local Landmarks.



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

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 Wiscosnin SHPO 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.

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
Southside Historic District Survey (2008)	441		262	146
Manree Park Neighborhood Architectural and Historical Intensive Survey (2015)	182	5	47	4
Totals	**911**	**462**	**377**	**160**

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 1988. The 1974 survey was conducted city-wide and at a reconnaissance level. It is unclear how many resources were documented as part of this survey effort.

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 for the National Register or as 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 Goold 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 National Register Histroci 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 National Register Historic 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 National Register 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 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 know 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 for its cream brick construction and square towers, 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 proposed, 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 DeKoven Avenue with Taylor Avenue 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)

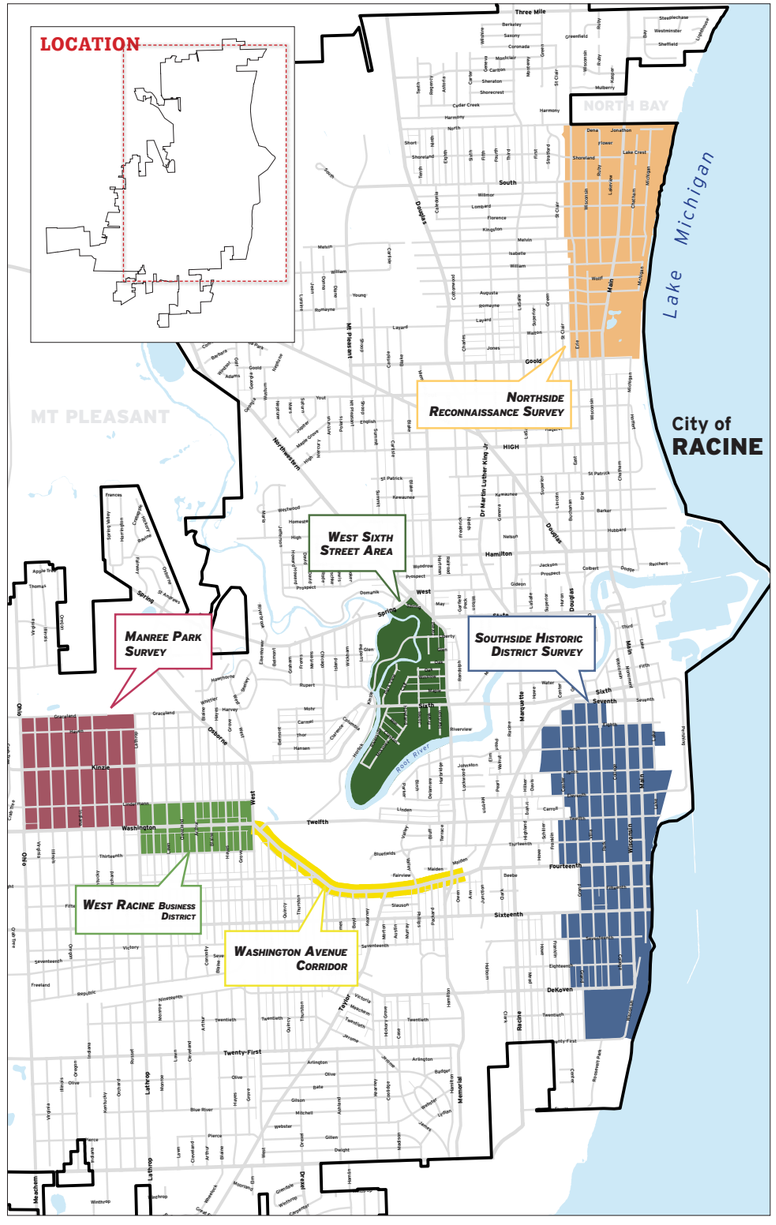
In 1984, an architectural and historical survey of the State Street commercial area was conducted. An extant copy of the final survey report was not available for review.

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 intensive-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 (1) non-contributing and four (4) contributing properties were demolished along Washington Street between West Boulevard and Grove Avenue, three (3) of the properties along this block making way for a new gateway development.

Figure 15.0: Architectural Resource Surveys Completed Since 2008



Geographic Information System (GIS) data provided by the City of Racine MIS Department.

Southside Historic District Survey (2008)

Undertaken by the Racine Landmarks Preservation Commission, the Southside Historic District Survey documented three-hundred forty-six (346) properties in Racine's existing Southside National Register Historic District and an additional one-hindred five (105) properties up to three (3) blocks west of the existing districts western boundary. Of the total resources documented, two-hundred sixty-two (262) were found to be contributing while one-hundred forty-six (146) were non-contributing. The survey notes integrity concerns within and proximate to the Southside National Register Historic District. Analysis of the results suggests that the District should continue to be monitored and actively managed as a Local or Conservation District to alleviate the future loss of significant historic resources.

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, Goold Street to the south and Erie Street to the west.

The survey area in predominately residential and 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-known 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 1950s to the 1960s. The Melvin Avenue Historic District includes thirty (30) contributing and one (1) non-contributing resource designed from the 1930 to the 1940s in a mix of Tudor, Colonial and Spanish Revival 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, and 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 four (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. 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.



West Racine Business District looking west on Washington Avenue from the interurban rail crossing of the Northshore electric railway (Northwest corner of Washington Avenue and West Boulevard).

Racine Architectural Styles and Building Forms

The following section highlights representative architecture styles reflected in in Racine's National Register Historic Districts, Local Landmarks, neighborhoods and commercial districts. It is 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.



1133 Main Street

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.



1012 Main Street

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 cladding.
- Porches and window bays are common in residential examples.



1611 College Avenue

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.



1100 Main Street

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.



St. Luke's Episcopal Church - 614 Main Street

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 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 serviceman 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.



410 18th Street



1833 Main Street



Racine Main Post Office - 603 Main Street

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.



J.I. Case Administration Building - 700 State Street



American Foursquare



Badger Building - 610 Main Street

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 Tutenkhamen'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.



Crafsman Bungalow



Masonic Temple - 1012 Main Street



Racine County Courthouse - 730 Wisconsin Avenue

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.

International Style (1930s - 1960s)

The International Style evolved in the 1930s in Europe as a rejection of ornament, historic associations and revivals. The style is devoid of any applied ornamentation and includes a flat roof with parapets instead of overhangs. The style became very popular in the Chicago region after Mies van der Rohe, its most famous proponent and practitioner of the style, emigrated to Chicago from Germany in 1938.

- Exterior materials are typically concrete or stucco.
- Typically, there are no porches but sometimes a projecting canopy might offer protection at the entry. In lieu of porches, cantilevered balconies with solid walls are often included, especially in multi-family buildings.
- Windows often have steel frames and are often large picture or casement windows.
- Commercial buildings in the International Style built after World War II are often mostly glass with steel or aluminum frames.

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.



Representative Minimal-Traditional in West Racine



3009 Washington Avenue



Representative Stylized Ranch in Racine's Northside Neighborhood

I-Shaped Cottage/House (1820s-1920s)

Another vernacular house type evident in Racine, and common in many rural communities throughout the Midwest, is the I-House or Cottage, defined by its main gable-ended wing with an extension on its rear elevation. Often, I-Houses or Cottages were fitted with decorative features characteristic to Greek Revivals, Italianates or Queen Anne's.

- Usually constructed in wood clapboard but brick versions can also be found.
- Side-gabled roof shape, sometimes with gable returns
- Main entry usually located at the center of the front elevation
- Porches may be over main entry or over the entire length of the front façade

Gable Front and Gabled-El (1870s-1900)

Vernacular Greek Revival, Italianate and Queen Anne homes are sometimes classified according to their overall building form. Gable-Front Cottages and Houses are typical building forms where the dominant gable elevation faces the street. A Gabled-El Cottage or House includes a dominant front gable elevation with a short wing extension on the rear elevation.

- Usually constructed in wood clapboard but brick and stucco versions can also be found.
- Main entry located to the middle or one side of the front elevation.
- Porches, bay windows and gable returns common as added architectural features

Multi-Story Industrial Loft (1840-1940)

Industrial lofts were capable of manufacturing a wide range of products and were easily adaptable as production lines changed. The buildings are characterized by an open floor plan with vertical circulation in the form of stairs and elevators that could accommodate power transmission machinery while minimizing intrusion into the workspace floor. Although the appearance of the industrial loft varied over time to reflect advances in technology and material preferences, the following design characteristics were common:

- Earlier examples were primarily constructed of load-bearing masonry walls with timber interior framing and small windows while later examples display steel, or reinforced concrete framing, brick, or glass spandrel walls, and expansive windows bays.
- Windows were commonly arranged in a regular pattern, often with larger upper story windows to allow increased natural light.
- Skylights and roof monitors are common to maximize the available light on the top floor.
- Roofs are typically flat, often supporting water towers and elevator bulkheads.
- Loading bays and vehicular access doors are located at the street level but often included raised platforms adjacent to rail spurs, and later on the adjacent alley to accommodate freight trucking.



Greek Revival - I-Shaped Cottage at 12th and College.



1819 Mead Street


1700 Packard Avenue

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.



524 Villa Street



246 Main Street

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 a high quality of life.



View of Main Street bridge from the West, circa 1910.

S.C. Johnson Wax Administration Building and Tower; circa mid-1950s.

V. City Planning and Program Administration

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 advance 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 II — 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.





(Left) N. Shore Line (Right) Zahns Department Store

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 Common 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.

District Plans

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 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, the 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 Eighth 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 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 2005 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 the 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, 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, "*Rootworks Root River Corridor Redevelopment Plan",* 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, and 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, 2015, 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 model ordinances around the country and other communities within Wisconsin. 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).





(Top) Interior of the Johnson Wax Administration Building circa 1960. (Bottom) Main Street circa 1900.

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 most community preservation ordinances 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 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 most community preservation ordinances. 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.
- 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 other ordinances.
- 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 most ordinances.
- 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 of 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 standard 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 most community historic preservation ordinances. 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 114 — 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 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, and other legacy commercial districts, 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, and 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 from 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 Department 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's White Box Grant Program assists 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 in 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 changed several provisions of the HPTC program requiring 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 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.



400 block of Main Street with Monument Square in the distance.

Relevant City Departments

City Development

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

- Division of Building Inspections and Zoning
- Division of Economic Development
- Division of Housing and Community Development
- Division of Planning
- Division of Redevelopment

Parks, Recreation and Cultural Services

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. The Society is organized into separate archive collection and historic site divisions, along with 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 awards programs for outstanding historic preservation projects in the state.



Uptown commercial district

View of the Lincoln Block, corner of State and Superior Streets, looking north across State Street.

Section Overview

The creation of this Heritage Preservation Plan depended on the involvement of the Racine community. Through engagement efforts, a shared, compelling vision for the future of preservation in Racine was crafted. This vision helped to identify preservation planning strategies that were directly based on the community's vision and consesus for short and long-term planning goals.

The following section illustrates this vision.



Wisconsin Avenue looking north from the old courthouse.

VI. The Community Speaks

Great Lakes Steamers in Racine Harbor; circa 1960.

Community Engagement Summary

While preparing the Heritage Preservation Plan, the Lakota Group conducted the following engagement efforts to discuss preservation planning issues and create a community vision for future preservation efforts in Racine, including the following activities:

- Focus group session with historic district property owners (January 8, 2018)
- Presentation session with Landmarks Preservation Commission (January 8, 2018)
- Interview session with Racine Mayor Cory Mason (January 10, 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)
- Focus group meeting with Business Improvement Districts and Business Associations (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 City Manager (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)
- Phone Interview with Real Racine (October 17, 2018)

In addition to focus group and stakeholder interview sessions, a community workshop was conducted on April 10, 2018, and an additional pop-up workshop was held on, June 1, 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 final survey results summarized in this section.

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 and 3ePlaces that Matter



Henry Allen Cooper



Gilbert Knapp



Jerome Increase Case



George Bray



Olympia Brown



Charles (Karel) Jonas

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.



Workers Cottages



St. Patrick's Church

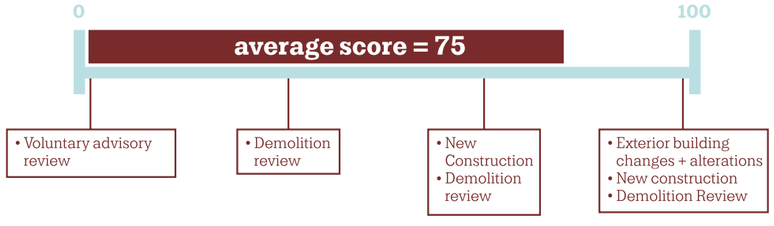


The German's Club

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.

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 one of the five initiatives was given a fixed dollar cost ranging from $1.00 to $4.00 and participants were 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). Additionally "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%)
Addtional 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





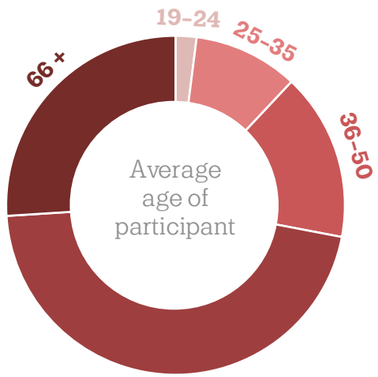
Community Workshop #1 - Interactive exercises

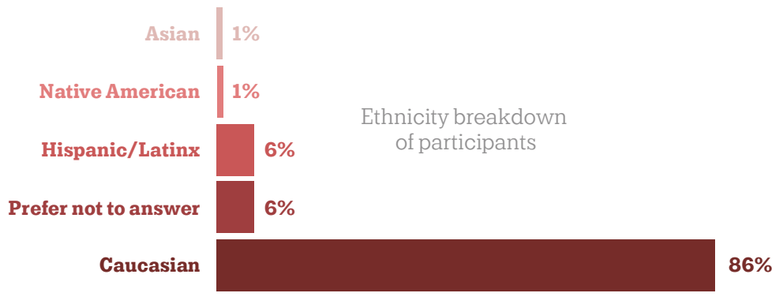
ONLINE SURVEY

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:

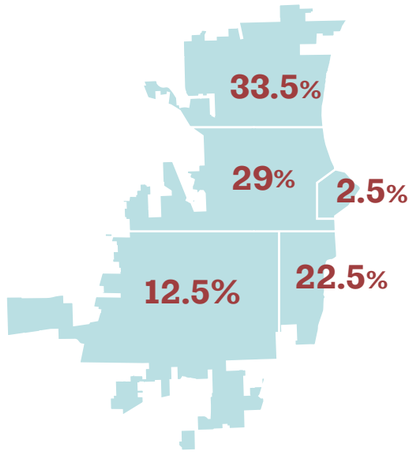
Demographics

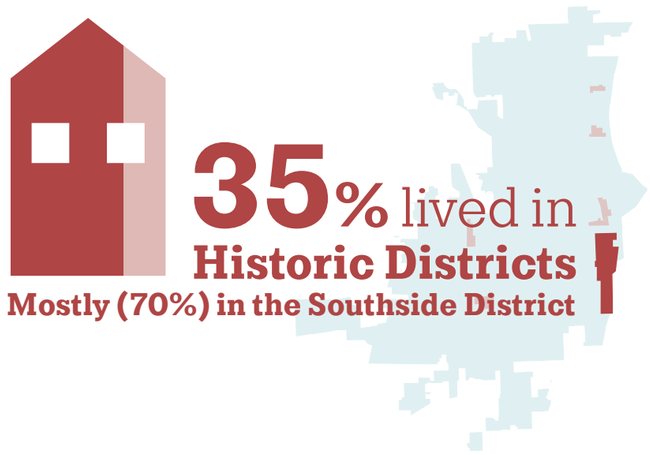
71 participants





71% of Participants are Racine Residents





35% lived in Historic Districts

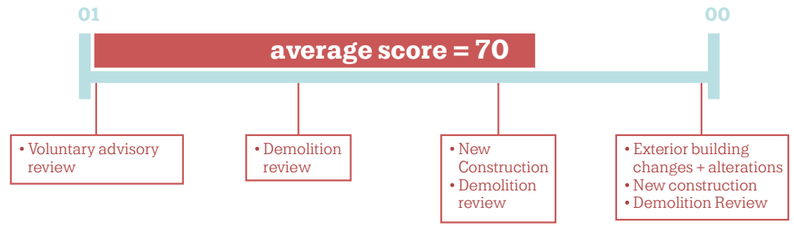
Mostly (70%) in the Southside District

Places And 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.

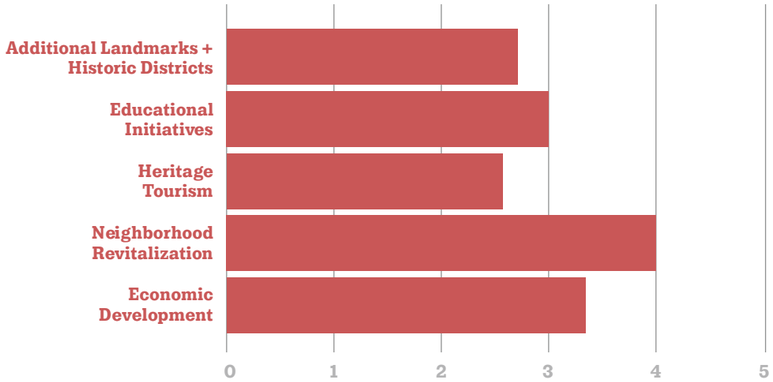




Community Workshop #1 - Visioning Exercise

Priority Actions

Like the community workshop, participants were asked to rank five (5) 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

POP-UP WORKSHOPS

Two pop-up workshops were conducted on Friday, June 1 and October 5, 2018 from 5.30 to 7.30 p.m. in the Arcade Apartments Building in downtown Racine. The two workshops were part of the First Friday Downtown Racine event. The pop-up workshops presented an overview of Racine's historic preservation program, including local landmarks and historic districts, and a set of interactive exercises. Project information flyers were handed out to the people enjoying the event, which motivated some of them to join the popup workshop and engage in the planning process.

Priority Actions

Similar to the first community workshop, a series of exhibits were prepared describing 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. The initiatives were refined to encourage people to take more drastic measures when allocating their money. Each one of the four initiatives was given a fixed dollar cost ranging from $1.00 to $3.00 and participants were asked to "vote" with only $5.00 of "play money." "Additional Landmarks & Historic Districts" scored the lowest with $11, "Educational Initiatives" & "Heritage Tourism Initiatives" scored almost the same amount with $15 and $14. "Preservation Incentives" scored the highest with $37.

Comparing these results to the previous community workshop and the online survey, in all three times, participants leaned more towards "Preservation Incentives" which included "Neighborhood Revitalization" and "Economic Development Incentives".

initiative	cost	score
Addtional Landmarks & Historic Districts	$1	$11 (24%)
Educational Initiatives	$1	$15 (33%)
Heritage Tourism Initiative	$2	$14 (15%)
Preservation Incentives	$3	$37 (26%)



Popup workshop exhibits



Participants at the pop-up workshop



Interactive exercises at the pop-up workshop

Homecoming Parade in downtown Racine; circa 1916. View of Main Street looking north.



View of Monument Square looking south. Rialto Theater, Hotel Racine, and U.S. Post Office in the background; circa 1940s.

Public art on one of Racine's post-industrial buildings.

VII. Appendices

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.

~~[2]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[3]

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.

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.
6. A property achieving significance within the past 50 years if it is of exceptional importance.

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[3]Section 36 of Wisconsin Act 395.

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 subjection (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, of 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.

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